

CHAPTER 4

Glenwood

EXISTING CONDITIONS

Glenwood



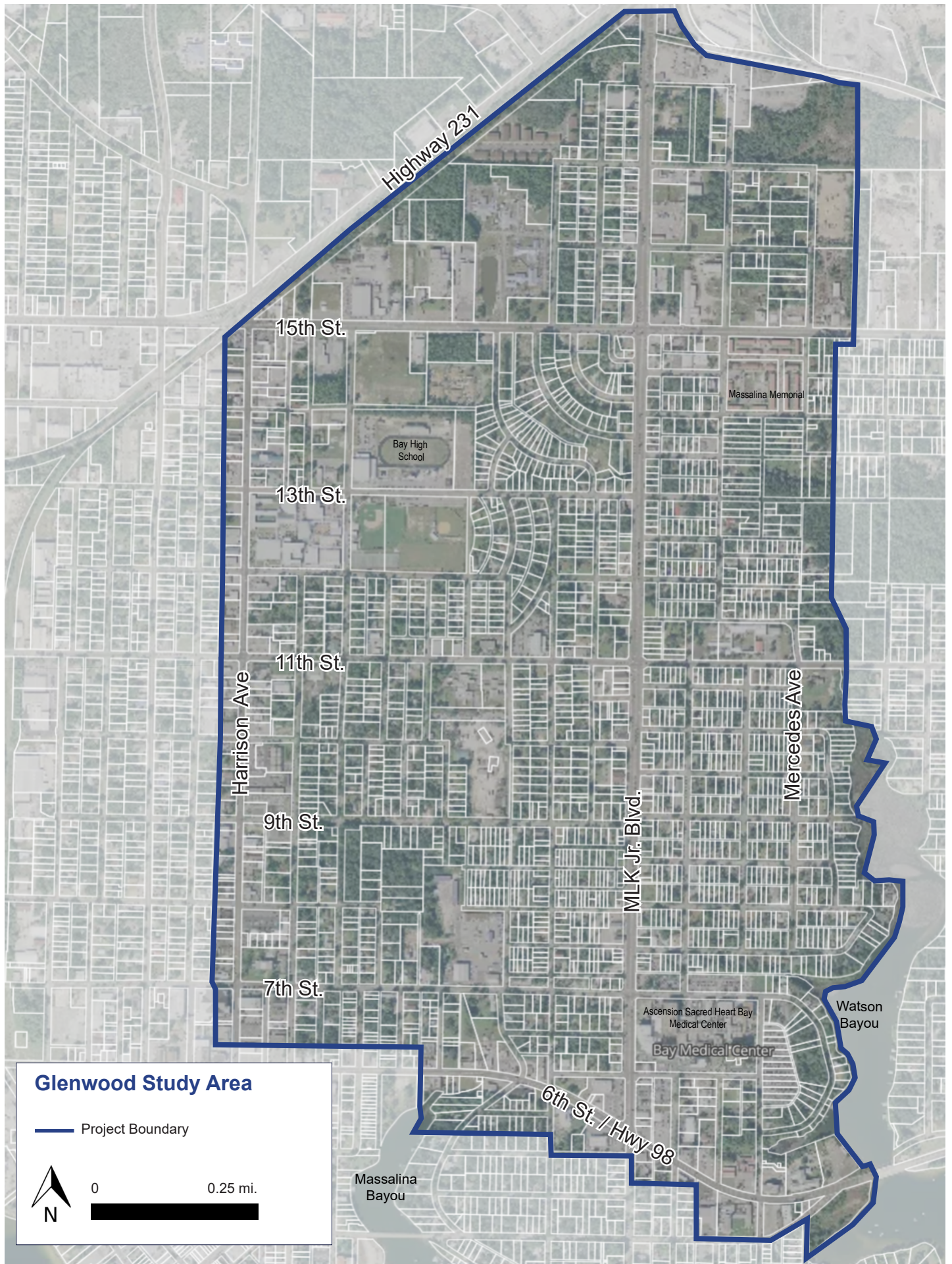
A Neighborhood of Cultural Heritage

The neighborhood of Glenwood is located just northeast of downtown Panama City within the Downtown North Community Redevelopment Area. The study area encompasses the Glenwood neighborhood and extends to Highway 231 to the north, 6th Street to the south, Harrison Avenue to the west, and Watson Bayou and its tributaries to the east.

The Glenwood community benefits from its strategic location close to Downtown Panama City and central location among the other historic neighborhoods of St. Andrews and Millville along Hwy 231 and US Business 98. The neighborhood contains a strong presence of educational and faith-based institutions and has a rich cultural heritage with established African American churches and historic sites. A significant portion of land is government-owned and offers potential for future improvements. The Ascension Sacred Heart Bay Medical Center (formerly Bay Medical Center) serves as a significant anchor and is a regionally important facility. Waterfront access to Massalina Bayou and Watson Bayou offer opportunities for redevelopment and recreation.



Above: Historic places of worship within the Glenwood area

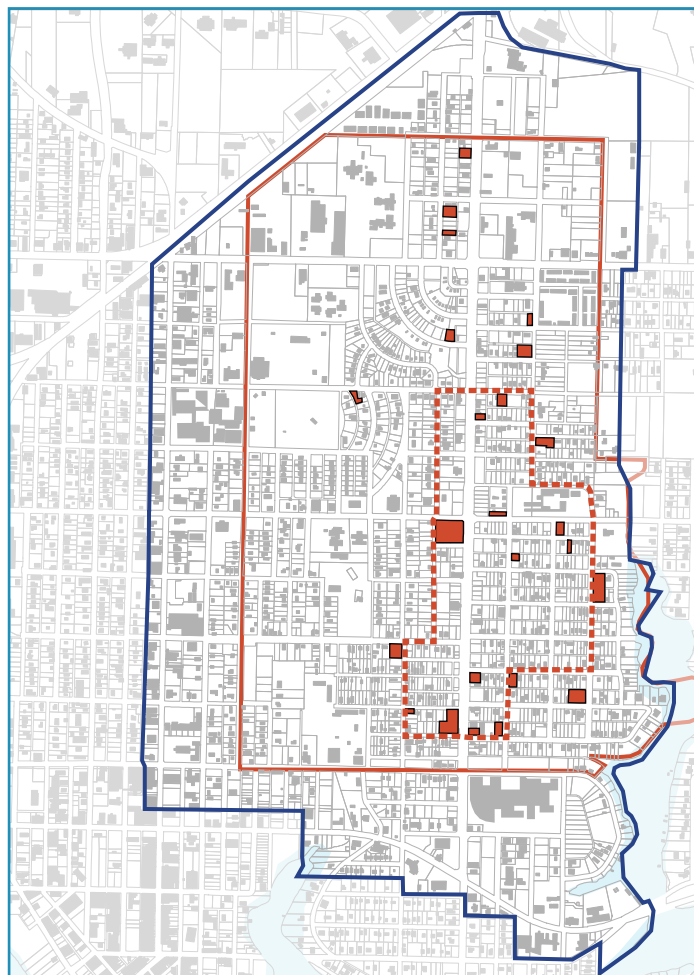


History

The cultural history embedded in Glenwood's past remains at the heart of the community; the neighborhood plan should build from this history. According to the 2007 Area Profile provided by the University of West Florida Haas Center of Business Research and Economic Development, nearly 67% of the housing units within the Downtown North CRA are fifty years of age or older (built 1969 or earlier), a number much greater compared to the City as a whole.

Glenwood is the heart of Panama City's African American community. Prior to the establishment of the Glenwood neighborhood, the original settlement of Panama City's early African Americans can be traced to an area colloquially known as East End, an area close to 6th Street and Harmon Avenue. Located just south of today's Glenwood and east of downtown, this area was described as being a hub of activity with neighborhood churches and Black-owned businesses.¹

¹ Florida Black History Channel



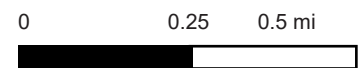
Cultural Heritage District

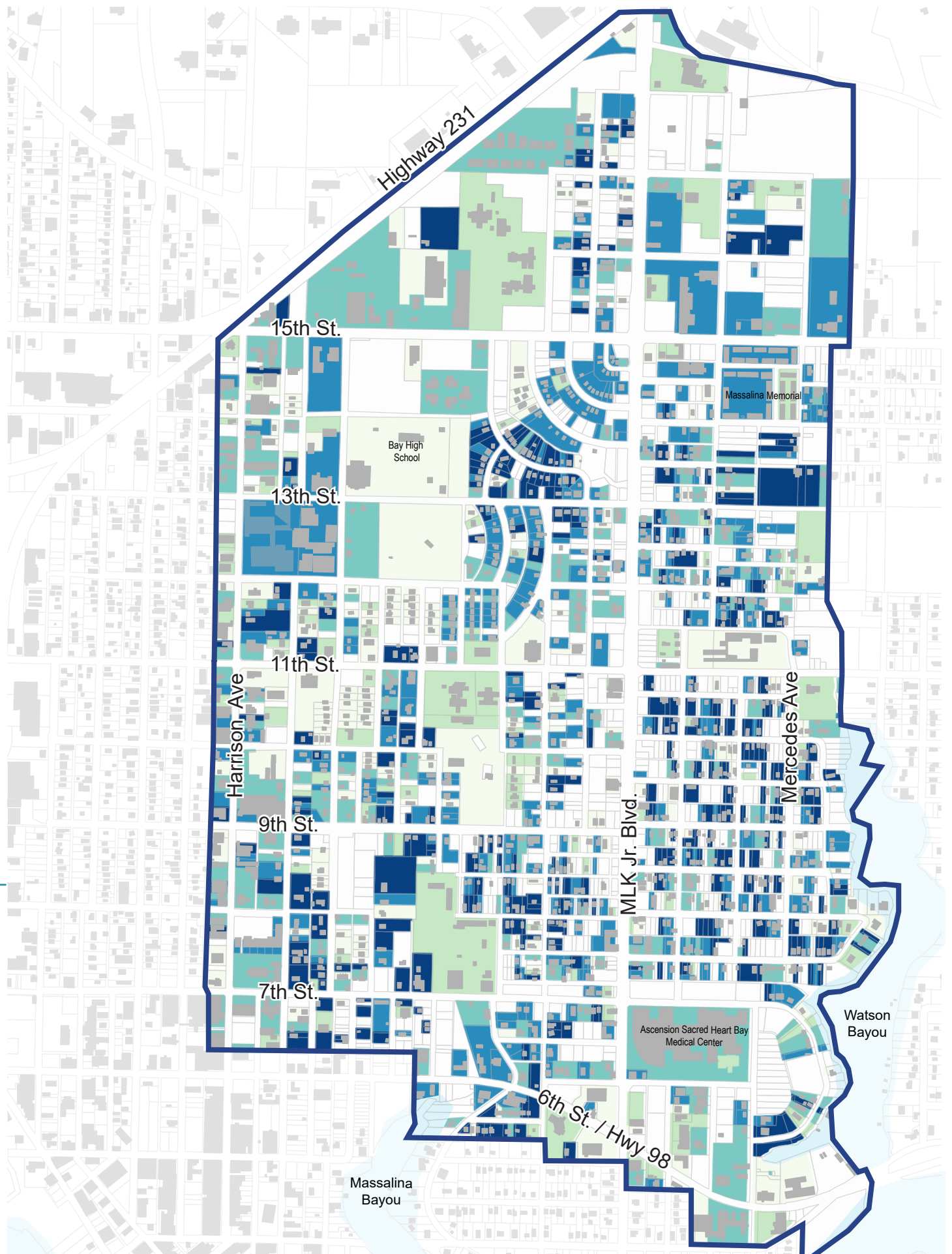
The Cultural Heritage Tourism District Plan (2014) outlines a walking tour route connecting historic churches in the Glenwood neighborhood. Details of that plan are included later in this chapter.

- Historic Walking Tour Route
- Cultural Heritage Tourism District Boundary
- Historic Places of Worship

Age of Structures

- Project Boundary
- 1860 - 1946
- 1946 - 1967
- 1967 - 1985
- 1985 - 1995
- 1995 - 2016





Glenwood was initially designed as a neighborhood suburb of Panama City in the 1920's. Divided into 550 lots, the original subdivision spanned between Massalina and Watson Bayous. Greater Glenwood applied to more residents outside the extents of the original suburb and encompasses an area of several smaller neighborhoods.

The Panama City Directory indicates that the 1930's and 1940's saw a rise of businesses, restaurants, and entertainment establishments in Glenwood. The community had a concentration of fashionable restaurants, beauty salons and barber shops, night clubs and juke joints at the time, all vital to the Black community.¹

The 1940's and 1950's, mirroring the ongoing civil rights movement nation-wide, was marked by a period of civil unrest within the Glenwood community. Civic minded leaders organized and came together to establish community-based groups and initiatives. Many institutions were built including churches and schools, and neighborhood services were expanded to residents to include water and sewer, lighting, and garbage. Many of the structures in Glenwood, including the MLK Jr. Recreation Center and Bay Medical Center received the benefits of the bold thinkers and doers of this era in Glenwood's history.

¹ Glenwood Revitalization Report



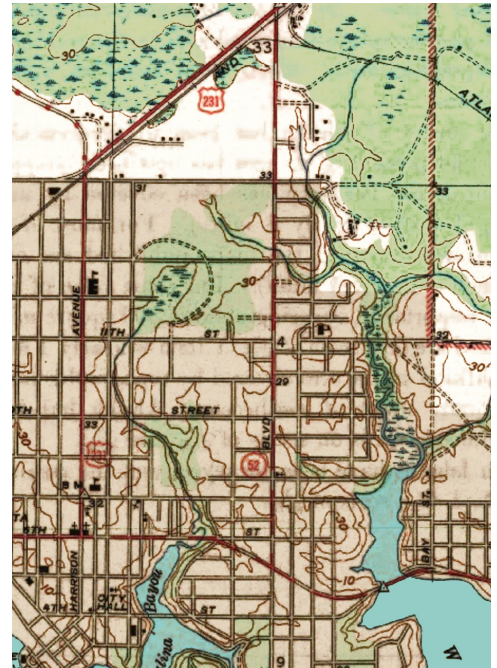
1909 postcard of Massalina Bayou (Northwest Regional Library System digital collection)



Pasco Gainer, a pioneering businessman, owned a rooming house, built in the 1930s at 317 Harmon Avenue, demolished prior to 2002 (Northwest Regional Library System digital collection)



1953 aerial photograph showing Massalina and Watson Bayous among developed portions of Glenwood area (Northwest Regional Library System digital library)



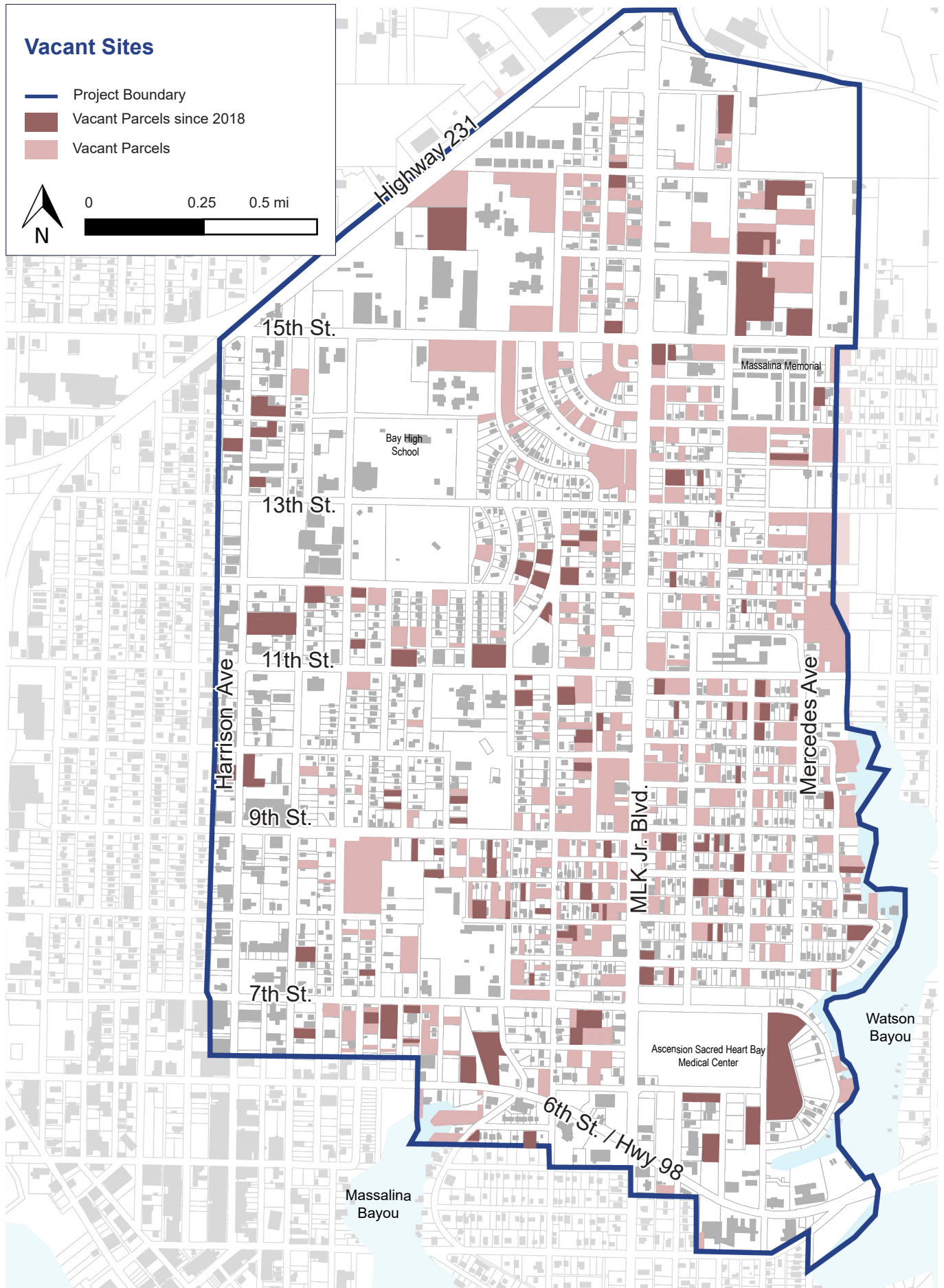
1943 topographical map shows today's Glenwood neighborhood, major roads, natural bayou extents, and places of worship (USGS)

Vacant Sites

- Project Boundary
- Vacant Parcels since 2018
- Vacant Parcels



0 0.25 0.5 mi



Neighborhood Form

The neighborhood form within the Glenwood area consists of a well-connected street grid and tight pattern of blocks. Blocks east of Martin Luther King Jr. Boulevard are shorter and almost square in form, and those to the west are longer and rectilinear in form.

The residential blocks contain compact lots with various widths. Structures are close together with shallow setbacks from the street. However, quite a few segments of blocks are empty due to vacant parcels.

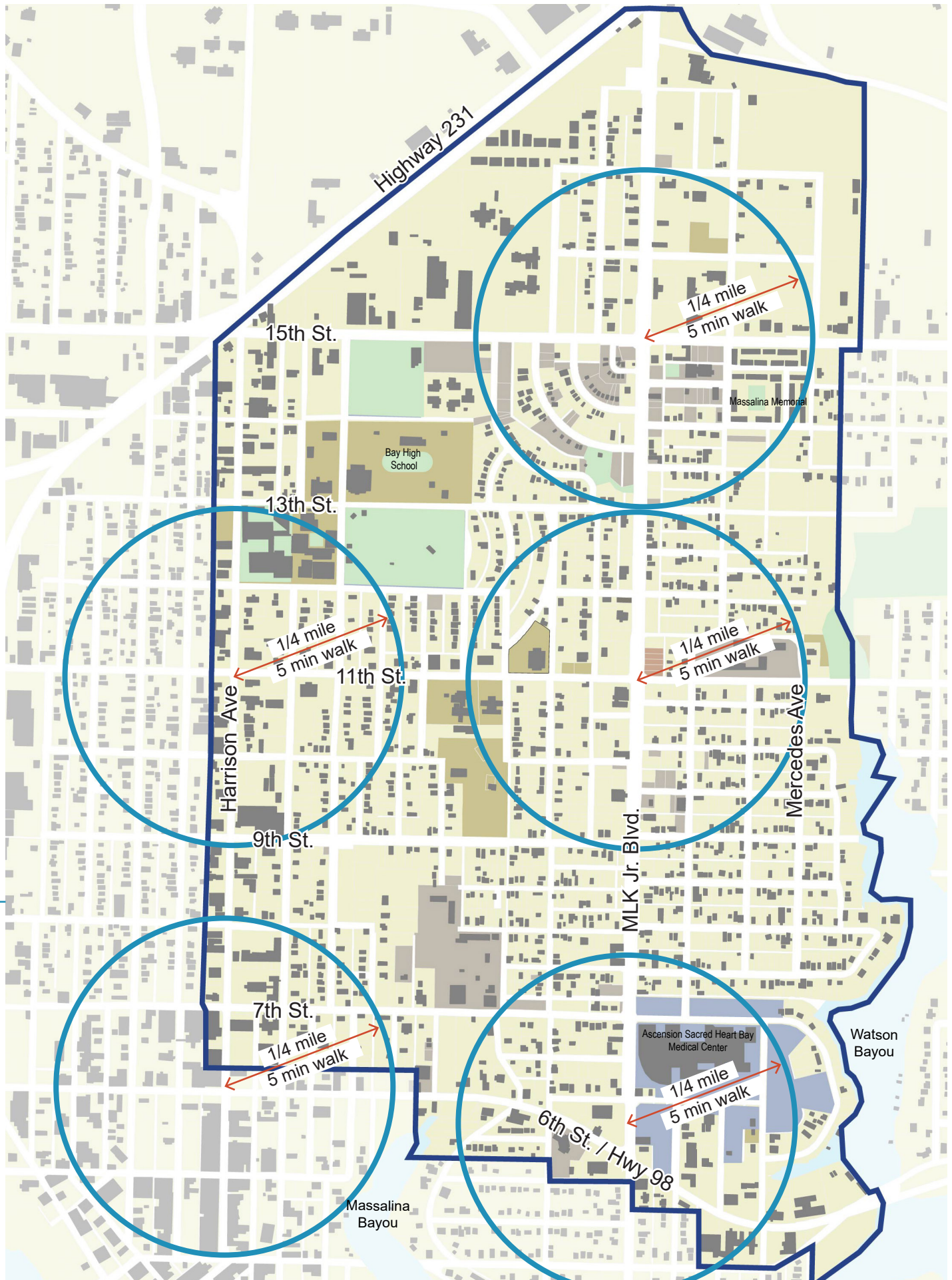
Along Harrison Avenue, the larger footprints of commercial buildings orient towards the street and are within close proximity to one another. MLK Jr. Boulevard in comparison has fewer buildings that are spaced farther apart along the corridor. According to the Downtown North Finding of Necessity, as much as 30 percent of the properties were deemed non-conforming because they do not meet the minimum lot size requirements contained in the Zoning Code. This smaller typical lot size is especially challenging for commercially zoned properties to meet requirements such as parking, buffering, and stormwater. This is an indicator that the Zoning Code may need an update to create compatible standards for a traditional urban area such as Glenwood.

Along MLK Jr. Boulevard, lot depths for commercial properties are much shallower than those along Harrison Avenue (approximately 130 ft. versus 180 ft., respectively). This is due to widening of MLK Jr. Boulevard in the early 2000s by the Florida Department of Transportation. This impacted properties on either side of MLK Jr. Boulevard, making it challenging to redevelop while still meeting Zoning Code requirements.

There are some areas that lack development due to natural features or the presence of recreation fields. The area to the north of 15th Street contains underdeveloped land with few buildings. There are a few institutional complexes with large footprints, including Ascension Sacred Heart Bay Medical Center, Bay High School, and City-owned buildings that take up the full extent of their blocks.

According to City stakeholders, community gatherings historically occurred at places of worship and within housing areas such as Massalina Memorial Homes. In general, adequate community gathering spaces are lacking for such a large neighborhood area. Despite Glenwood being known as one neighborhood area Glenwood is really a series of multiple smaller neighborhoods that are depicted on the Neighborhood Features map to the right by 5-minute walking radii. Each small neighborhood should have a walkable gathering space within a 5-minute walking distance. The radius is a graphic example of how far a 5-minute walking distance is.





Existing Zoning & Future Land Use

The current zoning map within the Glenwood study area shows a mix of uses in the Glenwood area. The lowest intensity of residential use lies within the neighborhood interior. The Future Land Use map calls for an increased mix of uses and number of units within urban residential areas.

Commercial uses line the edge of residential areas along the main corridors. MLK Jr. Boulevard and Harrison Avenue form commercial north-south corridors. Commercial and office uses flank Harrison Avenue leading towards Downtown Panama City. 15th Street, 6th Street / US Business 98, and 11th Street form east-west commercial corridors.

A significant amount of civic or institutional, uses, including Ascension Sacred Heart Bay Medical Center, are located in the southeast portion of the study area. Bay High School occupies a significant amount of land in the north-west portion of the study area. Additionally, a clustering of civic/institutional uses line 11th Street. The Panama City Public Works storage yard lies within the center of the Glenwood neighborhood south of 9th Street.

A small percentage of land to the north of the study area and outside of the residential area calls for parks or open space. Industrially zoned property is located northeast of the study area.

District		Maximum					Minimum				
		Density - Dwelling Unit	Lot Coverage	Building Height	Floor Area Ratio		Site Area (new lots)	Lot Width	Setbacks		
									Front	Side	Rear
Residential											
R-1 ^a		5.0/ac	40%	35'	-		6,000 sf	60'-70'	20'	7' ^b	25'
R-2		10.0/ac	50%	50'	-		3,000 sf	20'	20	5'	20'
Mixed-Use											
UR-1		15.0/ac	65%	80'	0.75		4,000 sf	-	15'	5'	20'
UR-2		30.0/ac	75%	120'	0.75		-	-	15'	5' ^c	25'
MU-2		10.0/ac	65%	65'	0.65		-	-	15'	5' ^c	25'
MU-3		20.0/ac	75%	65'	0.75		-	-	15'	5' ^c	25'
DTD		60.0/ac	100%	150'	5.0		current parcel size	-	0'	0'	0'
Commercial											
GC-1		N/A	70%	None	3.0		N/A	-	15'	5'	20'
GC-2		N/A	90%	None	3.0		N/A	-	15'	5'	20'
Industrial											
LI		N/A	80%	None	0.7		-	-	25'	5'	25'
Special Purpose											
P		0	5%	25'	0		N/A	N/A	30'	30'	25'
REC		0	40%	25'	0.2		N/A	N/A	25'	5'	25'
P/I		N/A	90%	None	0.7		N/A	N/A	15'	5'	10' / 25'

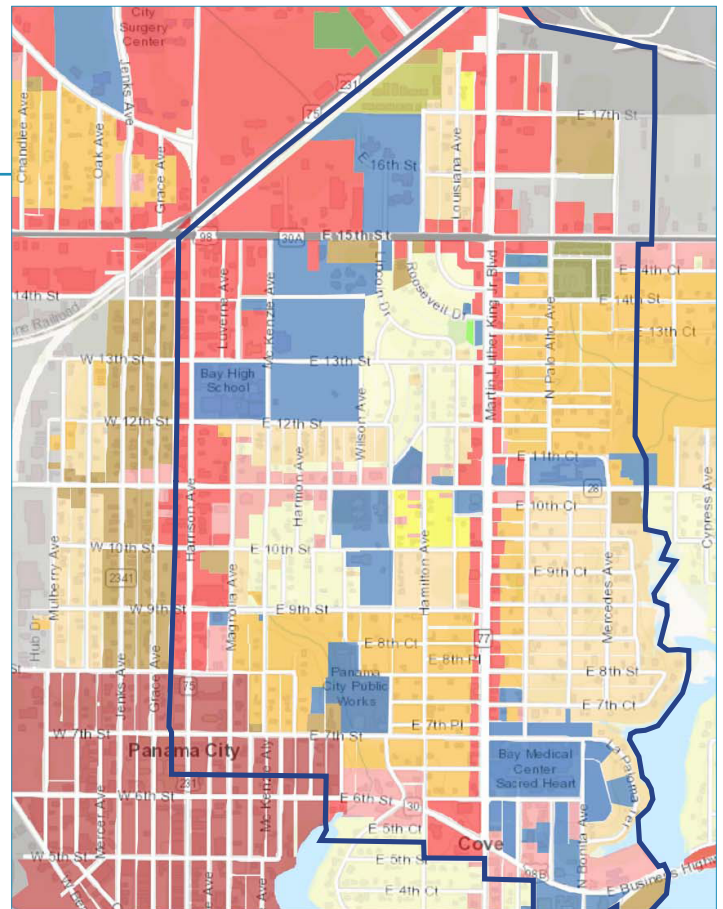
a. MU-1 District has the same requirements.

b. 20' from road on corner lots.

c. When a common wall is used in townhomes, then a 0' setback can be used.

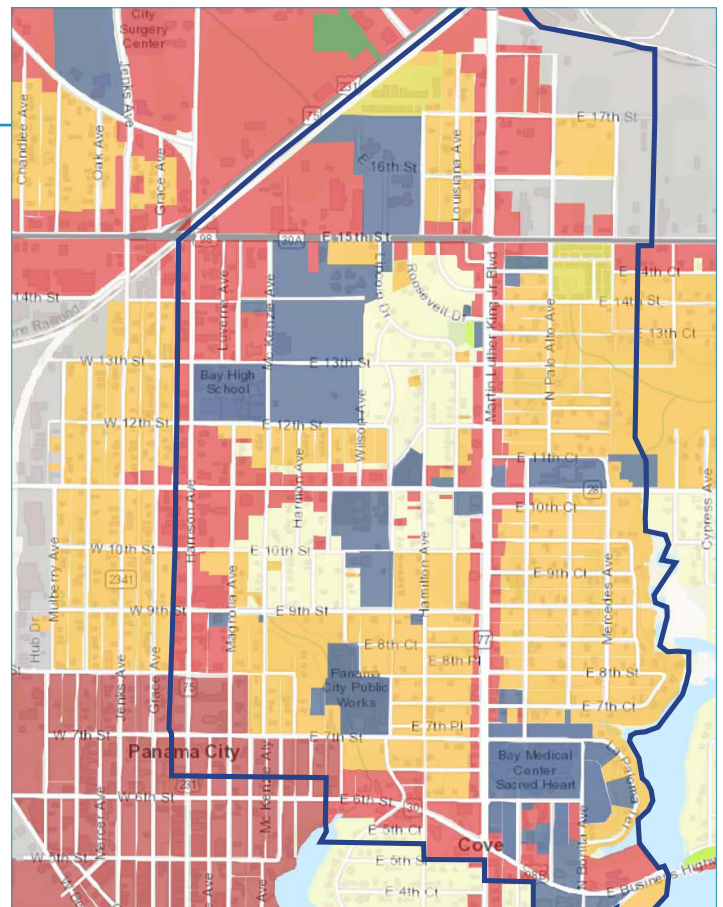
Existing Zoning

- Project Boundary
- Residential - 1
- Residential - 2
- Urban Residential 1
- Urban Residential 2
- Mixed Use - 1
- Mixed Use - 2
- Mixed Use - 3
- Preservation
- Recreation
- Light Industrial
- Public/Institutional
- Downtown District
- General Commercial - 1
- General Commercial - 2



Future Land Use

- Project Boundary
- Residential
- Urban Residential
- Mixed Use
- Preservation
- Recreation
- Industry
- Public/Institutional
- Downtown District
- General Commercial



Previous Plans & Studies

Downtown North CRA Plan Update

The Master Plan for the Downtown North CRA was initially completed in 1993 and updated in 2009. The plan outlines several themes for land use and housing, recreation and open space, neighborhood character and identity, community facilities and amenities, circulation and connectivity, and economic development.

Objectives from the 2009 Community Redevelopment Area Master Plan are listed below:

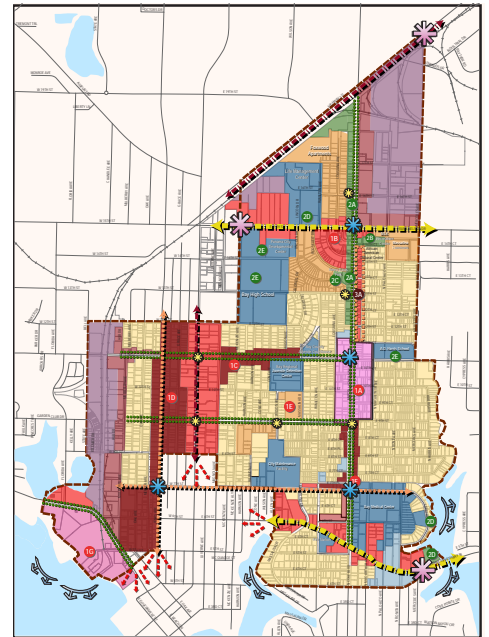
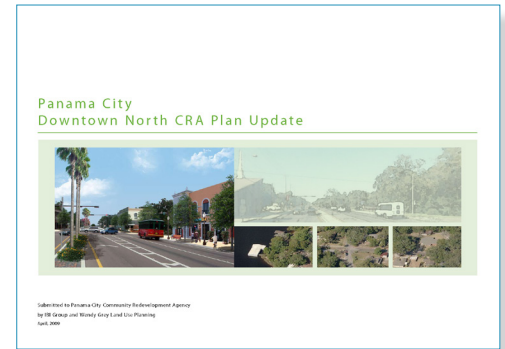
- » Encourage a mix of uses
- » Redevelop vacant properties, infill development, and improve image of area for investors
- » Develop interconnected parks, increase park access and activities
- » Establish neighborhood identities, preserve existing neighborhood character and enhance safe, culturally rich, visually pleasing neighborhoods
- » Form strategic partnerships (Public/Private/Faith-based/Utilities)
- » Improve streetscapes, especially along commercial corridors
- » Establish economic development priorities for job creation

Greater Glenwood Revitalization Report

In 2004, the Greater Glenwood Revitalization Report was completed. Building upon previous revitalization efforts, the report culminated the work undertaken by the Glenwood Revitalization Project, which contracted professionals from outside the community to mobilize Glenwood residents and engage citizens in a visioning effort. Over 300 stakeholders and multiple task forces participated in drafting a vision for Glenwood's future. The plan compiled an abridged history of Glenwood through oral history interviews and research, raised funds, and produced common goals shared by the community.

2004 Greater Glenwood Revitalization Report Goals Summary:

- » Develop and promote Greater Glenwood Historic District as an African American heritage tourism destination
- » Sustain the Greater Glenwood Community Partnership to lead and facilitate community-based development and revitalization efforts
- » Realization of the Vision Plan through community-based development process
- » Renovate existing housing stock, and increase number of new housing units
- » Attract new residents, developers, and community interest groups



Downtown North CRA Concept Plan

**GREATER GLENWOOD REVITALIZATION
A COMMUNITY'S VISION FOR ITS FUTURE**



PREPARED FOR:
DOWNTOWN IMPROVEMENT BOARD/
NORTH DOWNTOWN CRA
GREATER GLENWOOD STEERING COMMITTEE
JUNE 2004



Greater Glenwood Revitalization Report

- » Enhance and protect natural resources and provide new open spaces for residents
- » Create attractive and safe neighborhood gateways into Greater Glenwood
- » Expand skills, training, and access to jobs for local employment base
- » Increase number of new industrial, commercial, and neighborhood retail establishments

US Business 98 Heritage & Cultural Corridor Study

In 2006, the US Business 98 Heritage & Cultural Corridor Study was completed. The plan called for a more walkable, attractive, and economically vibrant corridor linking Greater Panama City neighborhoods. The study identified key project recommendations for Downtown North with the aim of enhancing access to water and parks, capitalizing on existing character and identity, increasing multimodal opportunities, creating pedestrian-oriented destinations, walkable districts, and streets, and creating a city-wide network of destinations.

2006 Corridor Study Downtown North Projects:

- » Gateway treatment along Business 98 at western side of Watson Bayou Bridge
- » Streetscape improvements for E 7th Court, 11th Street, MLK Jr. Boulevard
- » Access management along MLK Jr. Boulevard
- » Stormwater retention parks
- » Boardwalk and trail system along Watson Bayou
- » Alleyway access to rear parking for new development
- » Institutional office park for city-owned property
- » Waterfront park near Ascension Sacred Heart Bay Medical Center (previously Bay Medical Center)

Cultural Heritage Tourism District Plan

In 2014, the Downtown North CRA contracted with Design Arts Studio (DAS) to develop a Cultural Heritage Tourism District for the Glenwood community where a high concentration of historic churches serve as important community anchors. The proposed cultural district emphasizes a collaboration between the arts and the local community to position arts at the center of urban revitalization efforts. Details of this plan, including key concepts that are incorporated into this neighborhood plan vision, are included later in this chapter.

Market Findings

As a focus of African American life in Panama City over the last century, Glenwood has a long proud history with families that have deep roots in the community. The neighborhood has an estimated 2,431 residents living in 888 households, according to ESRI, a national provider of demographic data. Three-quarters of the residents identify themselves as African American or Black or two or more races, up from 71 percent in 2010.

With a median household income of \$28,726 in 2019, Glenwood households earn 69 percent of the citywide median and 54 percent of the Bay County median household income. Forty percent of Glenwood residents are employed in white-collar occupations with 33 percent in services and 26 percent in blue-collar occupations. Of adults aged 25 and over, 55 percent have a high school diploma or less education while 10 percent have at least a bachelor's degree; that compares with 43 and 23 percent of city residents, respectively. One-third of Glenwood households have no access to the Internet. Unemployment among neighborhood residents stood at 6.5 percent in 2019, comparable to the citywide unemployment at 6.4 percent and higher than the 4.4 percent level in the county. However, labor force participation was somewhat lower in Glenwood. Forty-seven percent of its population aged 15 and over was employed as compared with 56 and 58 percent of the city's and county's populations, respectively.

With an average of 2.38 persons per household, Glenwood households are somewhat larger than those in the city and the county as a whole. Thirty-six percent are individuals living alone, and 28 percent are two-person households. Less than three percent of Glenwood households have five or more members. The neighborhood has both more young people (24 percent are 19 or younger) and seniors (21 percent are 65 or older) than the city or county. Many of the community's young adults leave after they graduate from high school for other regions with better job opportunities.

Hurricane Michael hit the area hard in 2018, inflicting significant damage on housing, Glenwood neighborhood institutions and the neighborhood itself with extensive loss of trees. Many housing units were demolished in or following the storm, and many still need repairs. One impediment to the neighborhood's recovery relates to "heirs' properties" handed down through families for generations without clear recorded title. Without evidence of ownership, these homeowners are ineligible for most of the post-storm relief funding. For those without insurance, the storm wiped out their possessions and often their livelihoods as well. Many were forced to relocate to find sound housing and jobs following the hurricane, and many have not returned. Glenwood lost an estimated nine percent of its population and 11 percent of its households from 2010 to 2019 due largely to the impact of the storm.

Almost half of the community's housing was built before 1960, and 20 percent of that housing is now vacant. Demolition of damaged units is still on-going. Homeowners, who were 46 percent of all households in 2010, are now 43 percent. This compares with 60 percent of Bay County households who own their homes. Almost three-quarters of all units in

Glenwood Neighborhood Profile

2,431

2019 POPULATION



AVERAGE HOUSEHOLD SIZE



868

2019 HOUSEHOLDS

\$28,726

2019 MEDIAN HOUSEHOLD INCOME

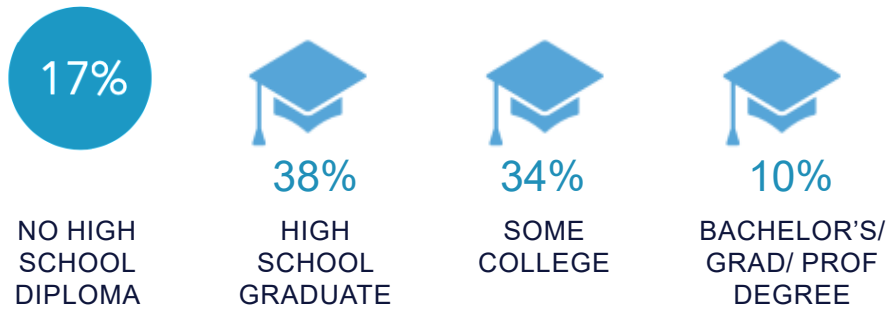
-1%

2010-19 POPULATION:
ANNUAL GROWTH RATE

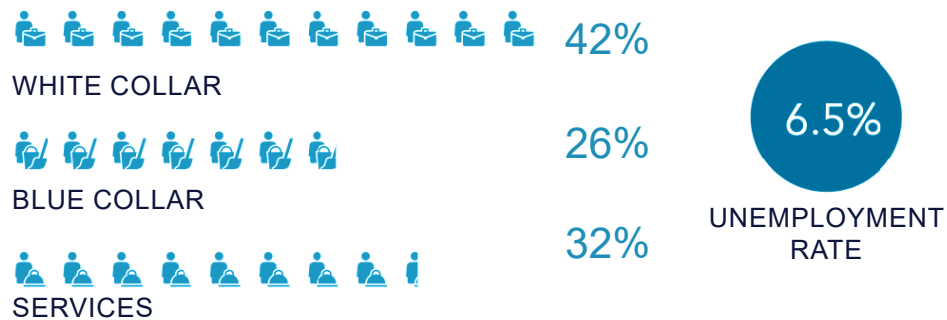


MEDIAN AGE

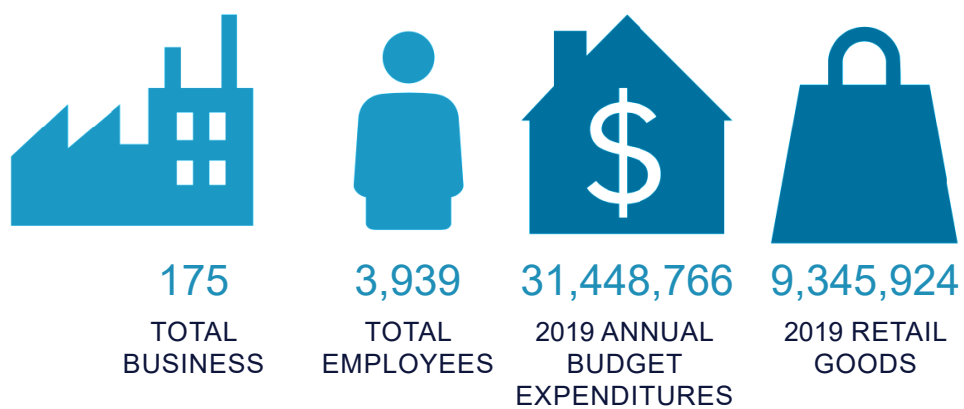
Education



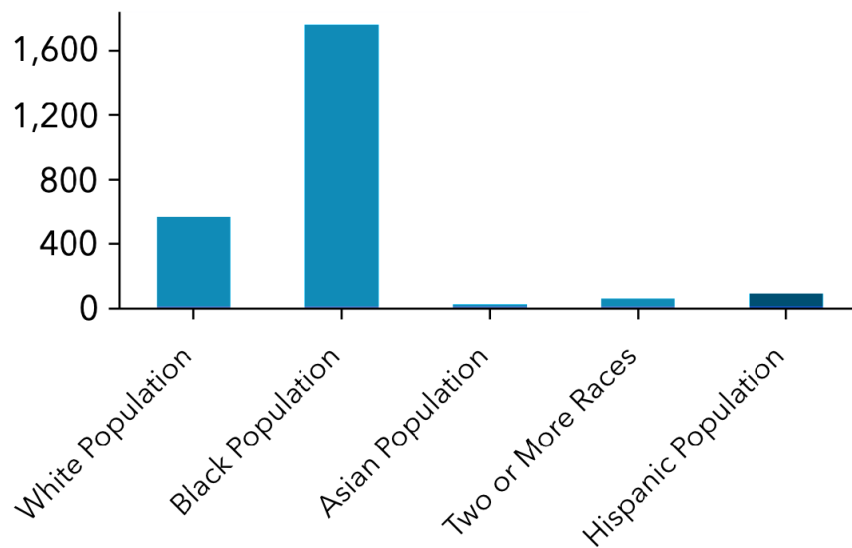
Employment



Business



2019 Race and Hispanic Origin



the community are single-family detached houses, including many older cottages and shotgun-style homes. Twenty-one percent of units are in smaller multi-family structures of three to nine units. Massalina Memorial Homes' 190 units owned and operated by the Panama City Housing Authority were damaged beyond repair and are scheduled for replacement by 2021.

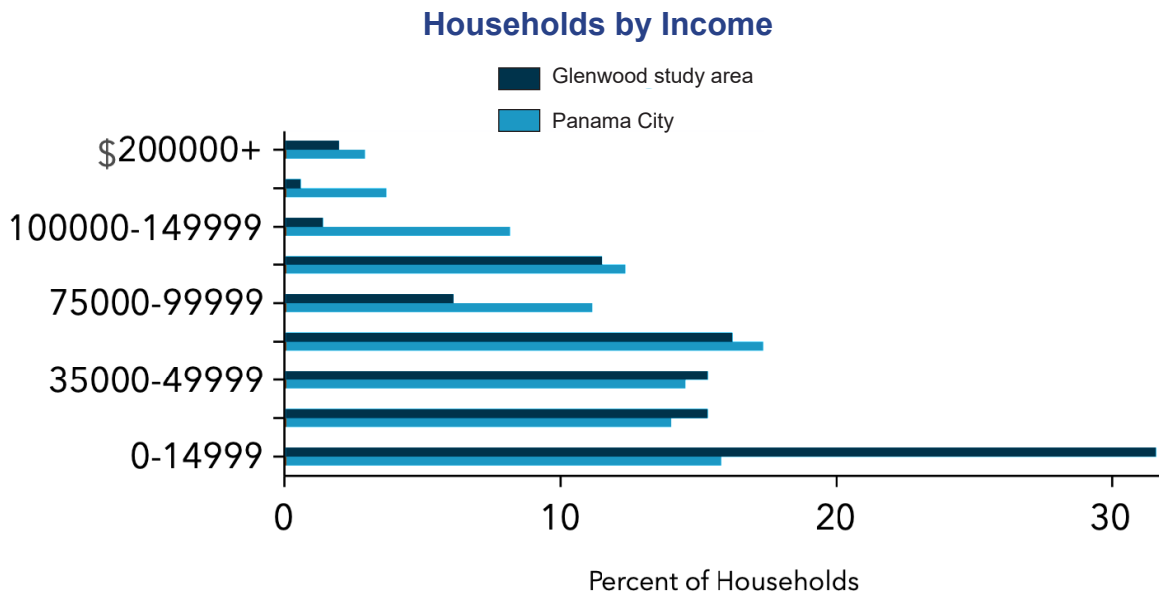
Martin Luther King Jr. Boulevard, then North Cove Boulevard, hosted several African American-owned businesses prior to integration. Road widening in the early 2000s eliminated many of those businesses and left behind shallow frontage lots with constrained rebuilding potential. Many blocks remain unimproved. Despite these losses, the neighborhood's faith community and other organizations have sustained a sense of community and heritage.

Ascension Sacred Heart Bay Medical Center anchors the southern end of the community along with related health care providers. As of 2017, 64 percent of the 3,586 jobs based in Glenwood were in health care and social assistance. Food services and hotels represented another nine percent of jobs with five percent in professional, scientific and technical industries and less than four percent in retail. Other centers of economic activity include the Bay County Juvenile Courthouse, Detention Center and associated offices on 11th Street; Bay County Roads and Bridges south of 10th Street; and City of Panama City Public Works and related operations off 7th Street. From 2010 to 2017, total jobs in Glenwood declined by just over 1,000 jobs or 22 percent, including a loss of 600 health care and social assistance jobs.

Recent investment in the corridor has included streetscape improvements on Martin Luther King Jr. Boulevard, addition of a convenience store at 15th Street, a Dollar Store and a Subway, and upgrades to the medical center. Near-term planned improvements include private development of a new 120-room hotel near Ascension Sacred Heart Bay Medical Center, and replacement of the Martin Luther King Jr. Recreation Center. Florida Department of Transportation is planning to reconfigure the U.S. 98/U.S. 231 interchange with a flyover; construction has not been funded in the current FDOT Work Program.

Glenwood is distinctly under-retailed within its immediate boundaries with no grocery store or drugstore. However, major retail clusters exist on its northern border across U.S. 231, which likely attract many Glenwood area residents to shop, and a CVS drugstore is located on the south side of 6th Street / U.S. Business 98. A few private businesses operate on 7th, 11th and 15th streets.

The challenges in developing new retail facilities in Glenwood include the need for clustering in order to concentrate demand and provide cross-shopping opportunities and the underlying consumer expenditures. With a relatively low density of housing and relatively low household incomes, the Glenwood market is limited in the amount of retail space it can support on its own, particularly in the wake of Hurricane Michael. However, depending on the retail site, a major grocery store and other potential retail tenants could serve the Cove and Millville neighborhoods as well.



The retail strategy must be linked to an empowerment strategy of upgrading residents' economic opportunities and increasing incomes. Workforce training and other workforce initiatives will be needed to help Glenwood residents improve their skills and then advance into higher-skilled, higher-wage careers. Small business assistance and financial resources are needed to help local entrepreneurs start new businesses and grow existing businesses. Building new housing for current residents and attracting new residents to Glenwood will help to expand the base of potential customers and increase the likelihood of developing a successful retail cluster.

From a physical standpoint, the community needs one primary focal point and gathering place to bring customers and businesses together to benefit from the synergies of an active marketplace. Co-locating public facilities can help attract the customers that businesses will need to succeed. Activities and events should be an important element of building a retail presence in Glenwood.

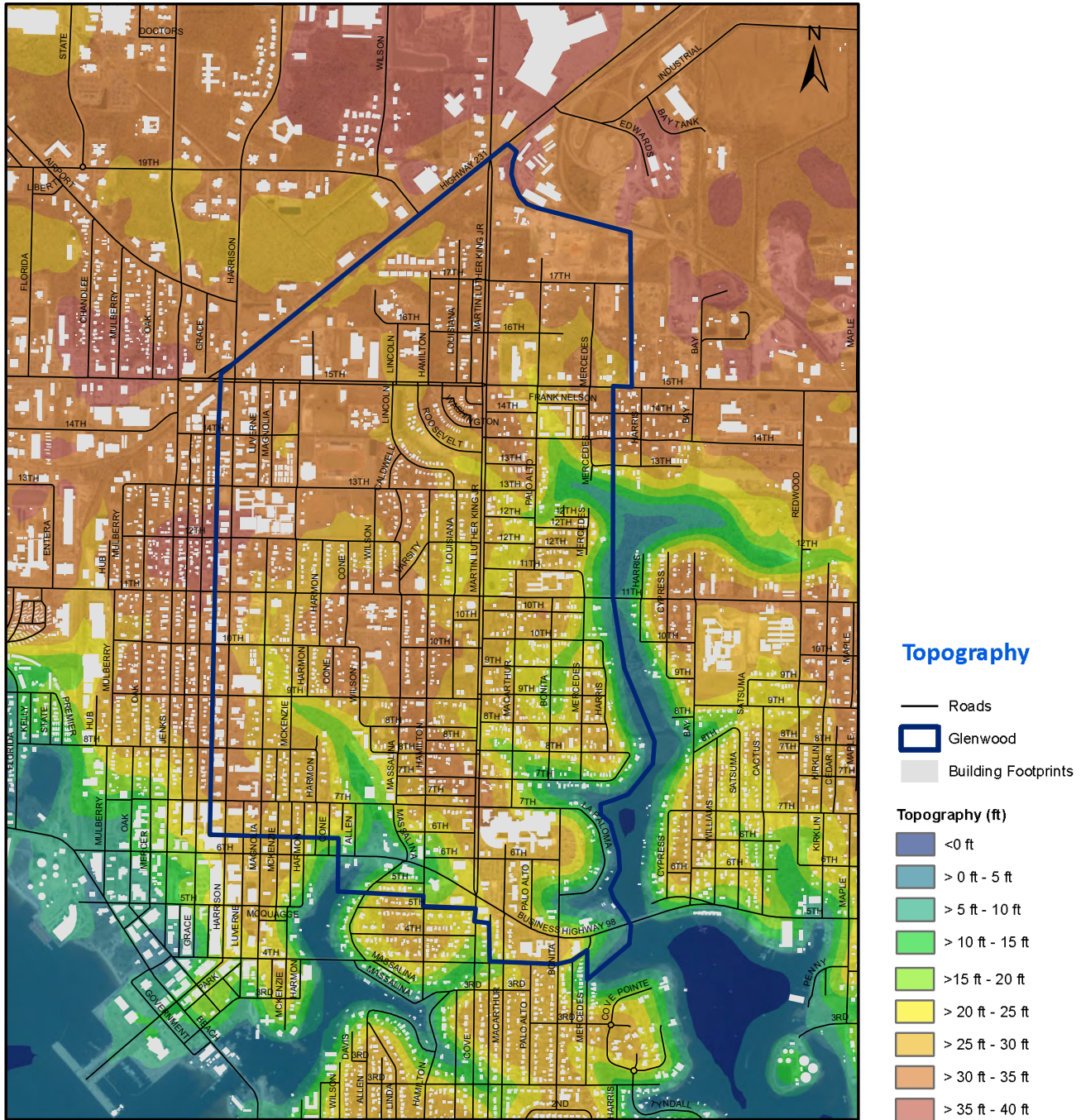
Sidewalks and trails that link the gathering place to institutions, such as the medical center, schools and churches, will be important in encouraging local residents to patronize and support local businesses. In particular, street trees, lighting and other streetscape improvements that enhance those connections, provide shade and make them safer to use will be important investments to encourage residents to walk, bike and take transit around the community.

Given the extent of retail competition and limitations on local residents' expenditures, it will be important that new commercial development be focused in limited, strategic locations to maximize its opportunity for success. It also would benefit from serving other close-in neighborhoods, including Downtown and Millville. Concepts for mixed-use centers where new commercial uses should be clustered are included in the neighborhood vision section of this chapter.

A few additional medical office buildings could be developed to support Ascension Sacred Heart Bay Medical Center. Other office development opportunities are limited by the lack of employment growth in Glenwood and the city as a whole. Any new development would likely be small medical office buildings replacing aging structures and possibly public or institutional facilities.

Industrial properties along the rail line between Highway 231 and 15th Street have roughly 225,000 square feet of fully occupied space. There may be potential for new industries in this area, easily accessible for Glenwood residents.

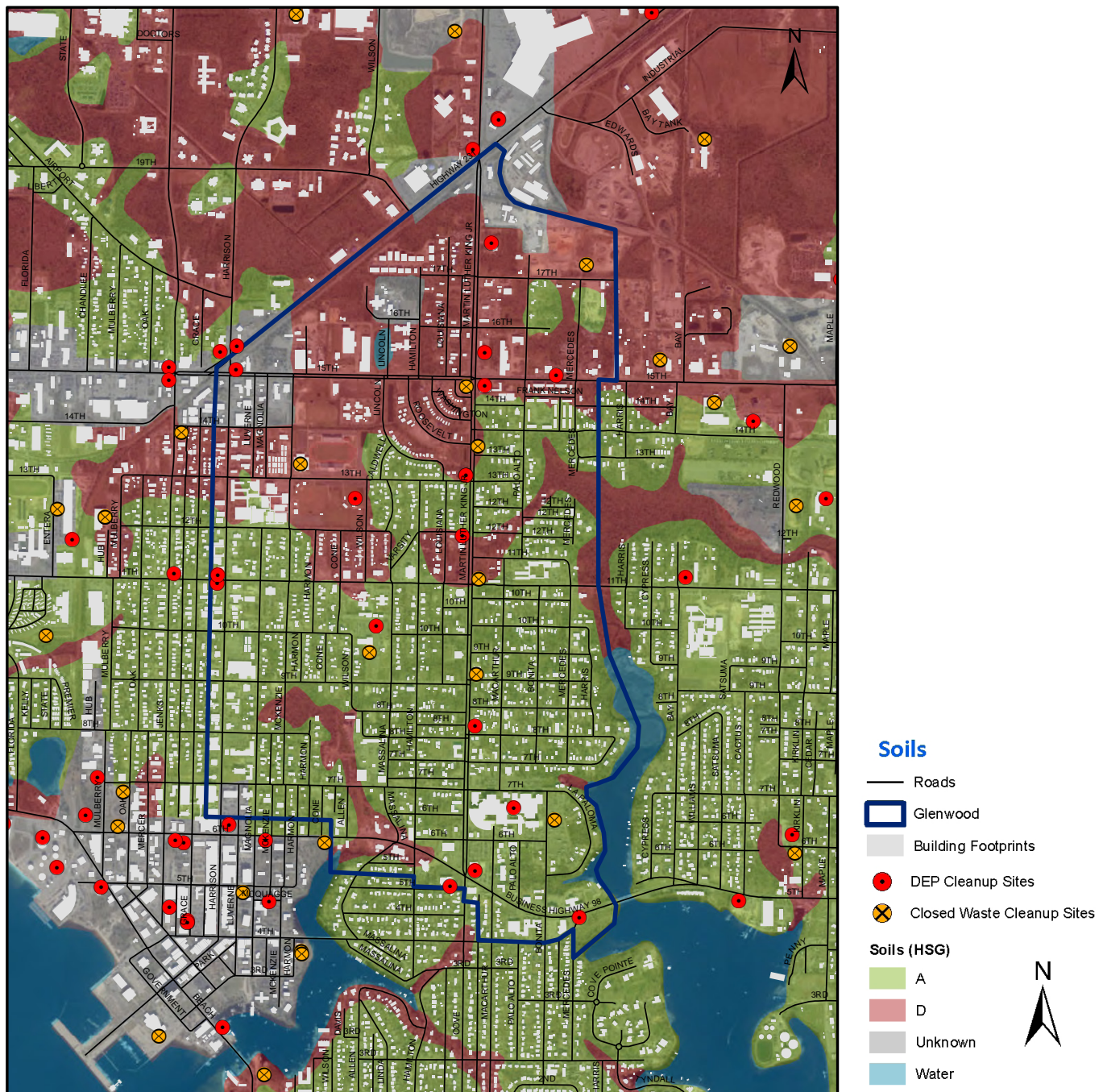
Environmental Analysis



Topography & Drainage

Glenwood generally slopes from north to south toward Watson Bayou and Massalina Bayou. Current topography indicates the historic extensions of the end of each bayou stretching inland. These depressions, shown in green and yellow on the map, are the natural drainage ways for the surrounding properties. Areas that are more likely to be affected by inundation and flooding follow the contours inland up these bayou extensions. Drainage

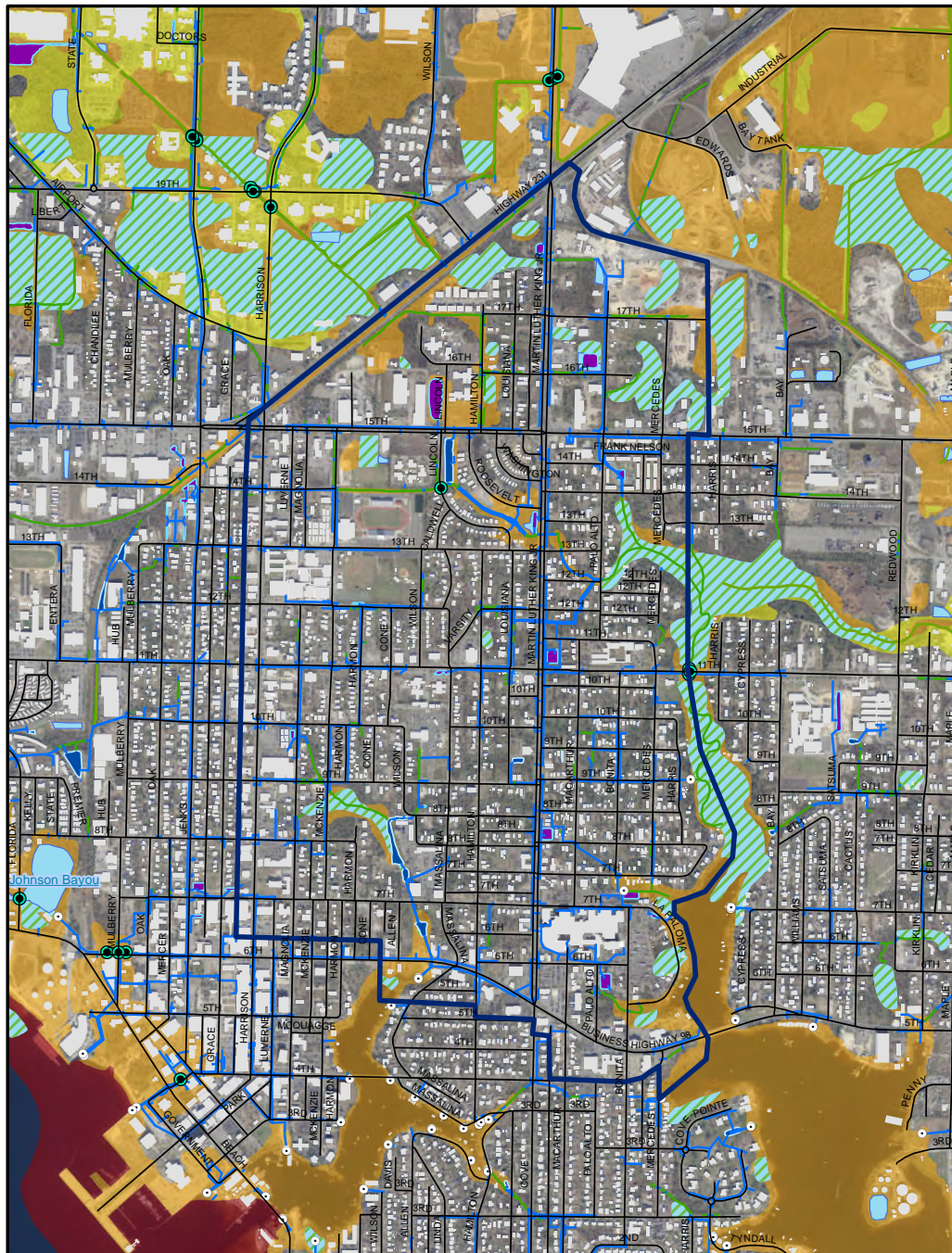
divides, or relatively higher ridges, can be seen in the darker orange color that separates the two depressions on the topographic map.



Soils

Soil mapping for Glenwood tells a similar story, depicting where wetlands and water once extended. Areas shown in red, categorized by the Natural Resources Conservation Service (NRCS) as Hydrologic Soil Group (HSG) D, mostly coincide with existing wetlands and low-lying areas with high groundwater. Areas depicted in green (HSG A) are mostly upland areas with sandy soils that are better able to absorb and infiltrate rainwater. Review of DEP cleanup sites in Glenwood, Millville, and St. Andrews primarily indicate locations with buried petroleum

tanks that contaminated adjacent soil and groundwater, or for which site assessments are in progress. Florida DEP Petroleum Restoration Program oversees assessment and cleanup of those sites. Closed waste cleanup sites indicate locations for which cleanup and monitoring have been completed. Where either cleanup or closed sites coincide with proposed redevelopment or environmental restoration actions, the City should confirm that contamination will not preclude desired uses of the site.



Water Bodies, Flood Plain & Stormwater Infrastructure

Stormwater Infrastructure

- Outfall
- Pipe
- Culverts
- Ditch
- City-Owned Stormwater Pond
- Other Stormwater Pond
- Roads
- Glenwood
- Building Footprints
- Lake/Reservoir
- Wetland

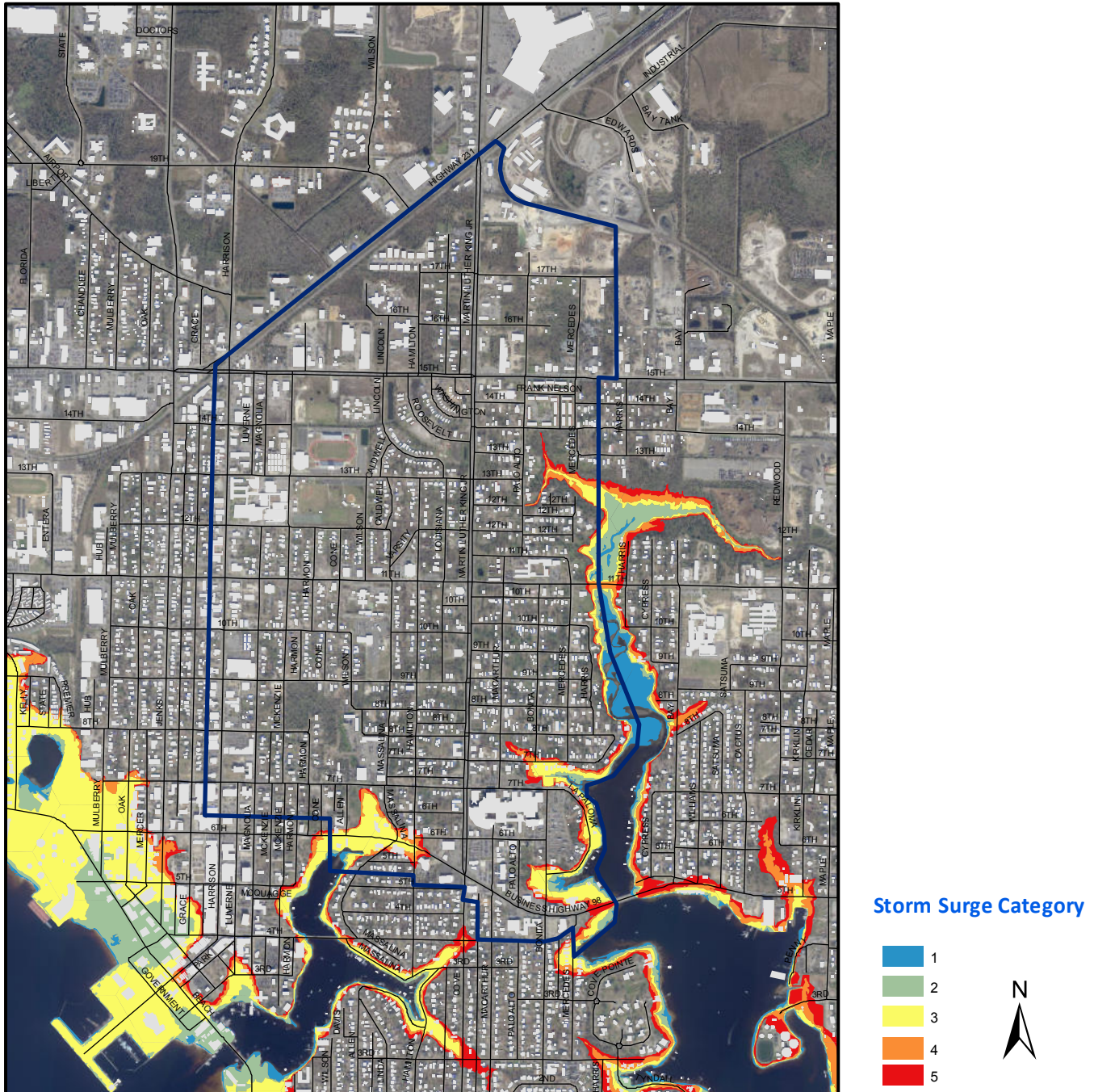
FEMA Flood Zones

- Zone X - 500 Year Flood Zone
- Zone A - 100 Year Flood Zone
- Zone VE - Coastal High Hazard Area

Stormwater & Green Infrastructure

The Glenwood landscape is dotted with stormwater ponds owned by Panama City, FDOT (along MLK Jr. Boulevard), and private owners. Stakeholders mentioned that the pond at Henry Davis Park presents an opportunity for stormwater pond enhancement/retrofit with naturalized vegetation and public amenities such as paths and benches. FDOT also identified that location for potentially managing stormwater from adjacent FDOT roadways.

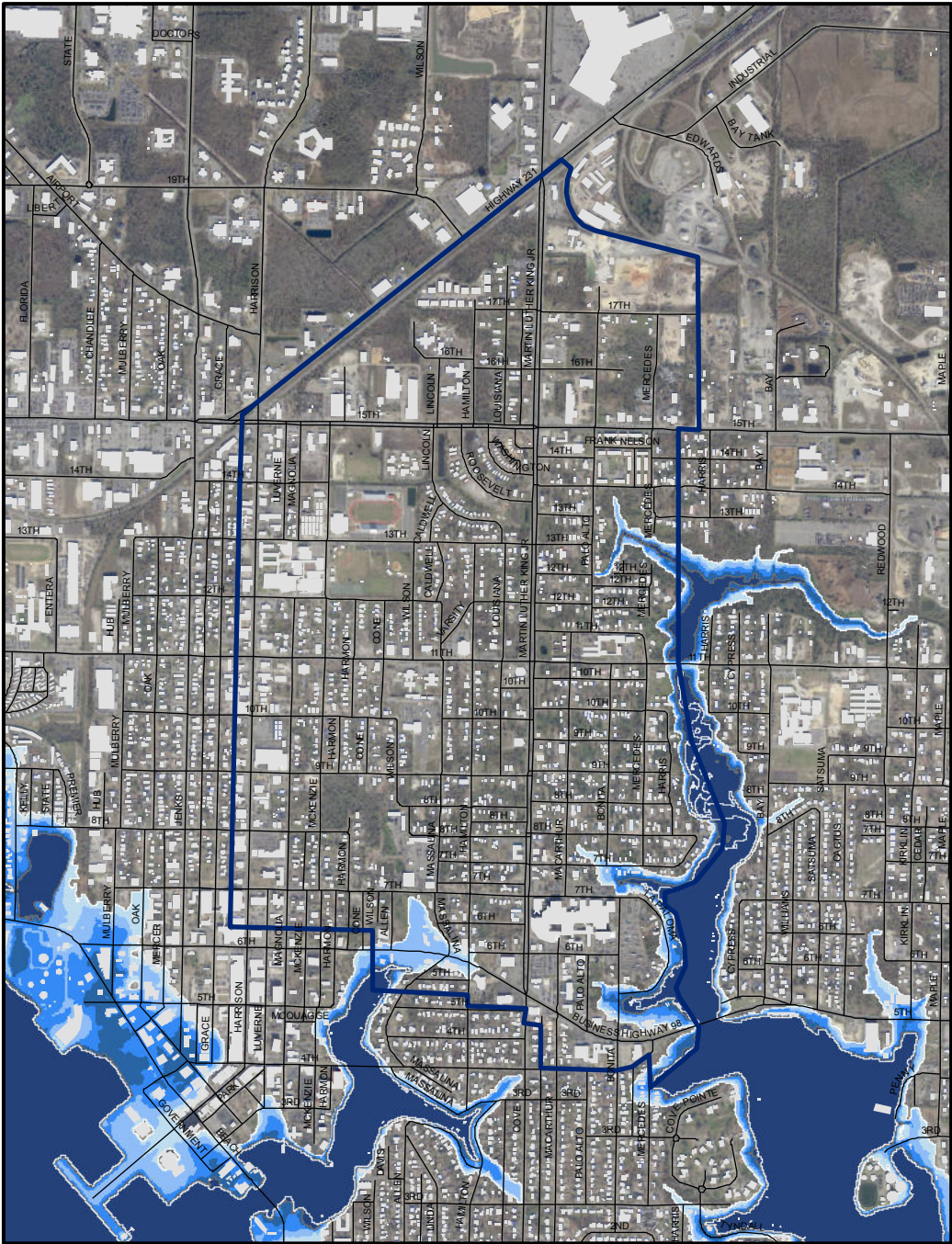
Wetlands and floodplain extend from Massalina and Watson bayous into developed areas. The large wetland complex just north of the Glenwood study area boundary includes several parcels owned by Bay County Conservancy or Panama City. Panama City is pursuing a grant to restore the wetlands for flood storage, stormwater/ water quality services, and public amenities. The large expanse of well-draining HSG A soils (shown in green on the soils map) represents an opportunity to restore the sponge function of the urbanized landscape using green stormwater infrastructure.



Storm Surge Flooding

Storm surge mapping represents areas that are vulnerable to flooding during category 1-5 hurricanes. Surge inundation near the higher reaches of Watson and Masalina Bayous, especially in the southern portion of the neighborhood, should be carefully considered when planning for growth and infrastructure retrofits. Currently, a few commercial and residential properties lie within the zone of storm surge impact. Although it is not with-

in the storm surge area, Ascension Sacred Heart Bay Medical Center on 7th Street is on the edge of areas that are vulnerable to impacts.



Tidal Inundation with Sea Level Rise

- High Tide + 2 ft
- High Tide + 4 ft
- High Tide + 6 ft
- High Tide + 8 ft
- High Tide + 10 ft



Sea Level Rise

Because Glenwood is further inland than some of the other neighborhoods in Panama City, it is slightly more insulated from the effects of sea level rise and nuisance high-tide flooding. However, potential effects can reach the neighborhood through the Watson and Massalina Bays.

Open Space (continued)

Within the Glenwood neighborhood, Bay High School includes recreational facilities such as fields, courts, and green space. Additionally, Rosenwald High School, located just outside of Glenwood, includes similar green space and facilities. These facilities are currently not open to the public after hours and for the purposes of this plan's analysis are not considered as open green space.

Canopy Cover

Based on available data (pre-Hurricane Michael), Glenwood's existing tree canopy cover is patchy throughout the study area with large areas lacking shade especially along Harrison Avenue, Martin Luther King Jr. Boulevard, and Route 231. Several large complexes create large canopy breaks, including the Panama City Public Works Department, Bay County Roads and Bridges, and Bay High School. These breaks create an especially unwelcoming environment and result in increased temperature during summer months. Damage that occurred during Hurricane Michael has decreased the canopy for the entire study area, causing significant effect on resiliency and neighborhood health. In addition to damage caused by Hurricane Michael, more frequent flooding in new locations and extreme weather continues to affect the existing canopy.

Right: In Hurricane Michael, virtually all tree canopy was lost in the area in blue.





COMMUNITY IDEAS

The Glenwood Input Session was held on June 15, 2020; 122 attendees joined representatives from the City and planning team virtually via Zoom. Following an introductory presentation, participants broke into groups to discuss opportunities and challenges in the neighborhood and to mark them on a map. At the end of the session, one participant from each group recapped their “Top Big Ideas” for the other groups. These big ideas and discussions held at the input session were used to shape the neighborhood vision for Glenwood.

The Big Ideas identified by each group were also categorized according to the 10 Cornerstone Ideas in the Downtown Plan (right) to be able to see topics of interest at a glance. For Glenwood, ideas mentioned most often included “Housing / Neighborhood Living” (23%); “Neighborhood Activity” and “Other” (20%); and “Gathering Spaces” (14%).

Summary of the 3 Big Ideas

Note: There was no Group 3

GROUP 1:

- » Help small business owners
- » MLK Jr. Center as a complete recreation center
- » Workshops to train people how to clear title

GROUP 2:

- » Redevelop MLK Blvd. as an economic commercial center
- » Keep REAL conversation going to make development moving forward
- » Multiple green spaces for Glenwood

GROUP 4:

- » Economic development on important intersections
- » Stormwater / infrastructure improvements
- » Support workforce housing/ home improvements

GROUP 5:

- » Open space - place for kids to play
- » Family centered designs
- » Safe streets

GROUP 6:

- » Resolve the Heirs Deeds
- » Aquatic Center / Recreation Center / Multi-cultural center
- » Safer Sidewalks / Safer places for Children / safer sense of community

GROUP 7:

- » Nature parks connected to economic development
- » Create community anchors
- » Bring the housing & business back

GROUP 8:

- » Housing - workforce / affordable/ some high-end/infill
- » Commercial activity along MLK (residential above when ready)
- » Financial resources to support new businesses

GROUP 9:

- » Improve MLK corridor, lower car speeds and make easier to cross
- » More business opportunities
- » Areas for family and kids activities

GROUP 10:

- » Places for people to come together
- » Shopping Center with anchor, feeding store, local stores
- » Along MLK, infill, and encourage home ownership

GROUP 11:

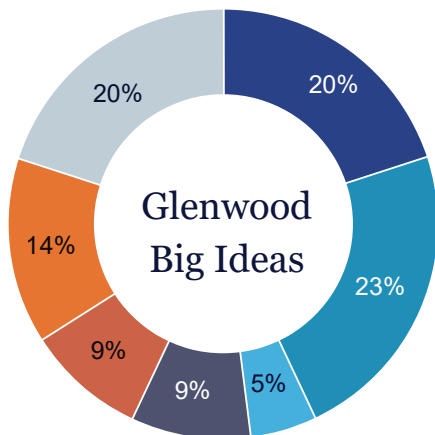
- » Make MLK Blvd. more walkable
- » Make a place where everybody wants to go
- » Promote/preserve shotgun houses, preserve history

GROUP 12:

- » Affordability, both for homes and commercial spaces
- » MLK Rec. Center as a true community center
- » Build up the infrastructure back up

GROUP 13:

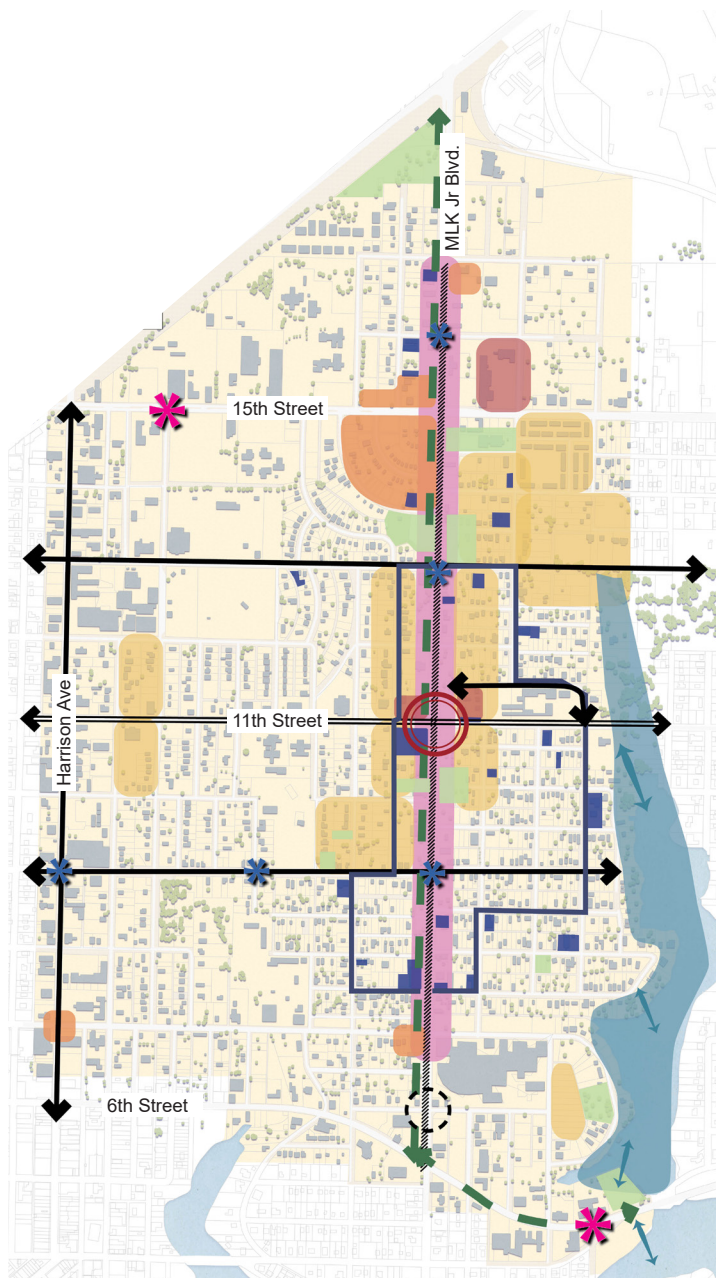
- » Community pool, street sidewalks, lighting
- » Cultural Heritage
- » Affordable Housing



Community Big Ideas categorized according to the 10 Cornerstone Ideas in the Downtown Plan.

122
participants

GLENWOOD INPUT SESSION



Synthesis Map

Following the meeting, the DK&P team created this map to synthesize ideas discussed among the 12 groups and mark locations where desired improvements could be realized. Ideas included gateways, new park locations, and a revitalized neighborhood center at 11th Street and Martin Luther King Jr. Boulevard.

- Neighborhood Area
- Neighborhood Center
- Neighborhood Infill / Opportunity Area
- Corridor Infill / Opportunity Area
- Waterfront
- Parks & Open Space
- Potential Civic Use
- Primary Gateway
- Neighborhood Gateway
- Commercial Center
- Historic Trolley Route
- Historic Church
- Historic Church Tour Route
- Street Improvement / Bike Connection
- Linear Park / Trail
- Water Access
- Improve Crossing/Safety

NEIGHBORHOOD VISION

GLENWOOD BIG IDEAS

Create a Complete Neighborhood

Placemaking: culture and heritage spaces that reflect the community

Revitalize Martin Luther King Jr. Blvd.: infill vacant lots with commercial, office, and housing

Provide Opportunities for Small Businesses: incubator spaces and support for entrepreneurs

Incentivize Infill Housing: affordable and diverse housing types

Rebuild Recreational Facilities: bring back programs and amenities, community pool

Provide Desired Amenities: grocery store; splash pad, amphitheater; community broadband

Create Great Streets

Redesign Martin Luther King Jr. Blvd.: reconnect the neighborhood by making a great street that is walkable, safe, shaded

Safe Streets: improve crossings, better pedestrian and bike facilities

Create Resilient Open Spaces & Infrastructure

Improve Access to Open Space: existing and new accessible open spaces walkable to housing

Grow Natural Areas: bayou restoration / floodplain expansion

Upgrade Infrastructure: water/sewer, harden power lines






The neighborhood vision for Glenwood has been defined through community input at Neighborhood Plan meetings, as well as input to previous plans, resulting in the Big Ideas. The ideas describe preservation of culture and heritage as well as opportunities for infill of affordable, diverse housing types and thriving small businesses on vacant lots. MLK Jr. Boulevard is a spine that connects all of Glenwood with neighborhood-serving commercial uses. New development creates centers of activity; a network of walkable streets, open spaces and trails connect the surrounding neighborhood.

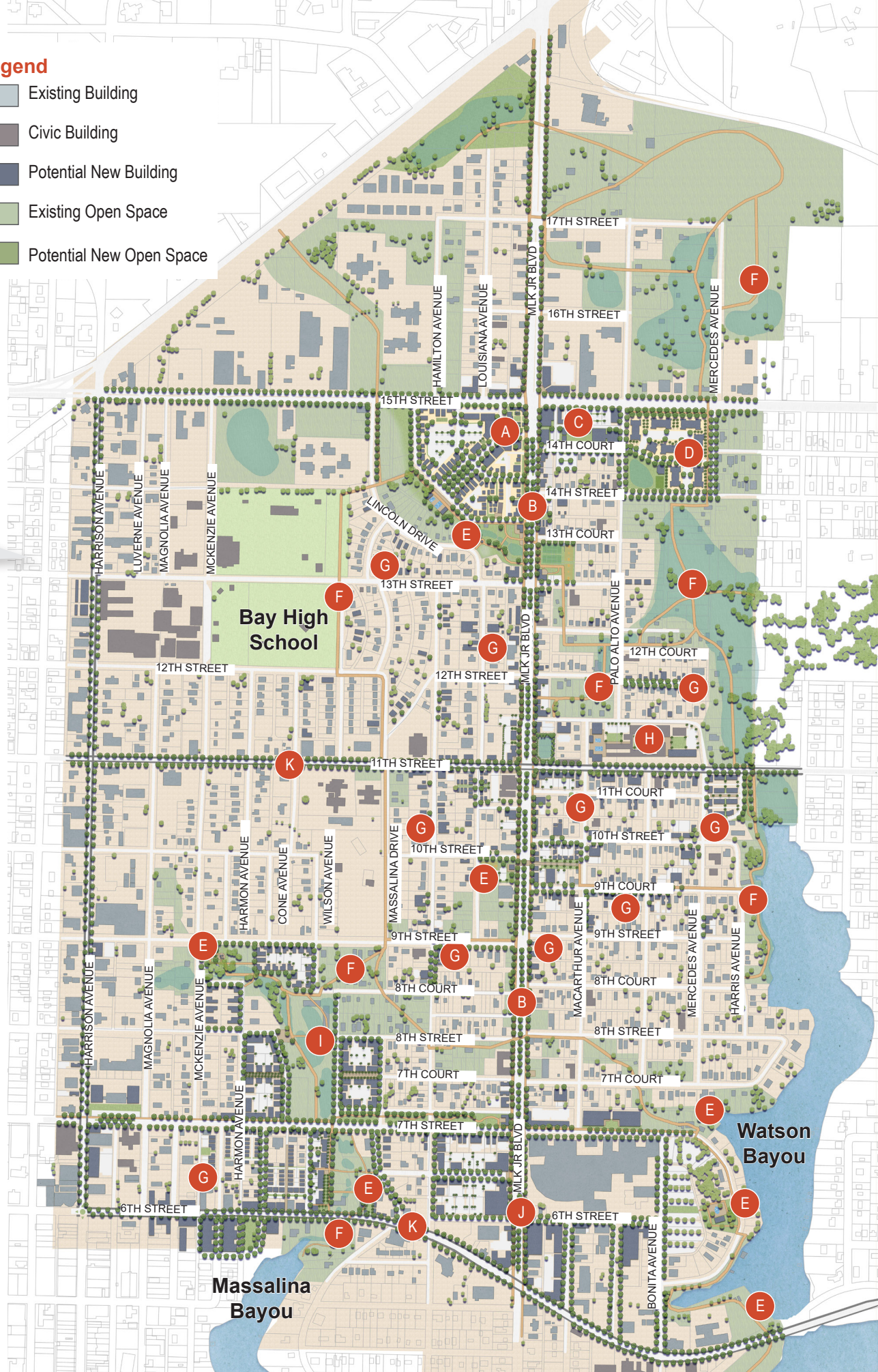
Illustrative Plan Concepts:

- A** Mixed-use development at 15th Street and MLK Jr. Boulevard includes neighborhood shops and a mix of residential housing types.
- B** Pedestrian and safety improvements for MLK Jr. Boulevard include street trees, protected sidewalks and bike lanes.
- C** The MLK Jr. Recreation Center is rebuilt.
- D** The former Massalina Memorial Homes site includes a mix of affordable housing.
- E** New parks provide stormwater retention and amenities for residents, such as sports courts, playgrounds, picnic shelters and open space. Open spaces near the water can include a kayak launch.
- F** Trails connect natural areas, parks and mixed-use neighborhood centers.
- G** Infill housing on vacant or underutilized lots supports the neighborhood centers, including detached homes, cottages, duplex or quadplex homes, townhomes, and small apartment buildings.
- H** At the A.D. Harris Learning Village campus, the historic school building should be preserved and reused. Underutilized portions of the campus could accommodate additional buildings or recreational uses.
- I** If the existing DPW yard is relocated, this central neighborhood area could accommodate walkable mixed-use development and a “water smart” stormwater park.
- J** A new “Health District” could include housing and mixed-use shops to support surrounding residents.
- K** Improved streets include protected bikeways, enhanced sidewalks or multi-use trails that connect to Downtown, St. Andrews and Millville.

Note: Illustrative plans and renderings in this chapter are intended to visualize one way for the big ideas to be applied, and are for illustrative purposes only.

Legend

-  Existing Building
-  Civic Building
-  Potential New Building
-  Existing Open Space
-  Potential New Open Space



Complete Neighborhoods

Complete neighborhoods contain active centers, a mix of uses and housing types, an integrated network of walkable streets, and sites for civic gatherings. Neighborhoods typically include a 5-minute walk from housing at the edge to the active mixed-use center. Although Glenwood identifies as one community, it is the size of several neighborhoods, which can each have their own community gathering spaces.

The vision for Glenwood locates mixed-use neighborhood centers along a revitalized MLK Jr. Boulevard. The centers create gateways and nodes of activity, and opportunities for placemaking. Placemaking incorporates elements distinct to the local community into the public realm, commemorating local culture and providing a sense of ownership. The Cultural Heritage Tourism District Plan identified opportunities for heritage tours that highlight local churches, signage, banners and other streetscape elements to celebrate the Glenwood community. Additionally, public art and new public spaces for festivals and events can help to increase awareness of community culture and heritage.

15th Street Mixed-use Center

A cluster of city-owned parcels and vacant lots at the southwest corner of the MLK Jr. Boulevard / 15th Street intersection creates an opportunity for a mixed-use center that includes neighborhood shops, park spaces, and a mix of housing types. Affordable and diverse housing types could include townhomes, duplexes, triplexes, courtyard apartments and single family homes. This mix of housing types is known as “Missing Middle” housing”; various housing types will provide diversity in price points to enable a mixed-income community.

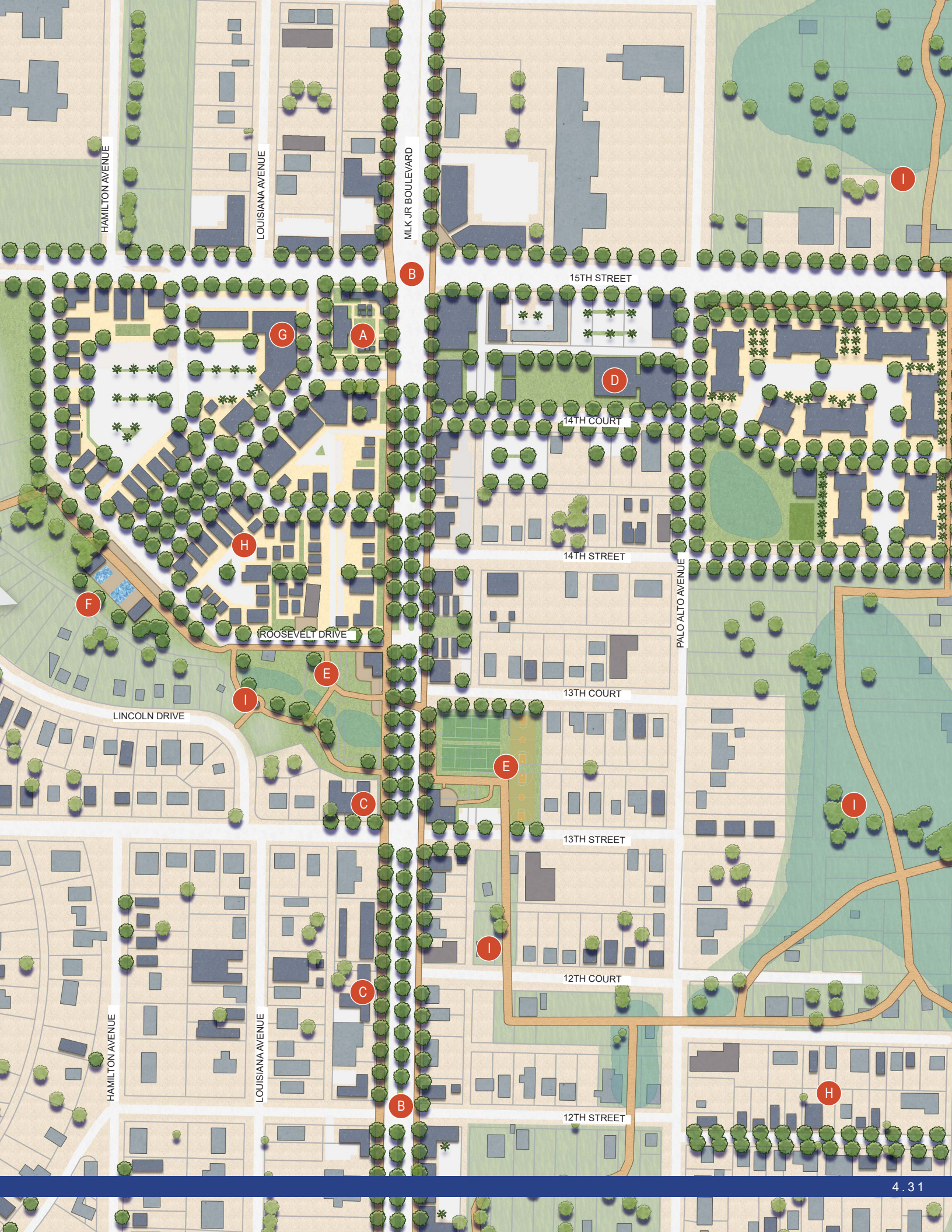
Neighborhood amenities can be incorporated in the neighborhood centers; illustrations show opportunities for a grocery store, and park spaces with sports courts and pavilions for gatherings. Ground floor commercial space should be included to provide opportunities for small, local businesses to get started. Small footprint incubator spaces should also be provided in the neighborhood to help entrepreneurs establish small businesses. Supporting small businesses is important for the Glenwood neighborhood to increase opportunity and access to jobs and services.

Create a Complete Neighborhood:

- » *Placemaking*
- » *Revitalize Martin Luther King Jr. Blvd.*
- » *Opportunities for Small Businesses*
- » *Incentivize Infill Housing*
- » *Rebuild Recreational Facilities*
- » *Provide Desired Amenities*

15th Street Mixed-use Center Plan Concepts:

- A** A new public space at the 15th Street / MLK Jr. Blvd. intersection. This space is an opportunity for culturally-significant public art, farmers market, and pavilions with business incubator spaces.
- B** MLK Jr. Boulevard and 15th Street should be redesigned with pedestrian and bike safety improvements, including larger planting areas for shade trees, protected bikeways and sidewalks, and a protected intersection.
- C** Infill buildings can provide opportunities for small businesses or live-work units.
- D** The MLK Jr. Recreation Center is rebuilt on City-owned land on 14th Court. The City can explore the potential to acquire properties in the surrounding area for additional/expanded facilities.
- E** Park spaces with sports courts and recreation will be walkable to neighborhood homes.
- F** The open space network is an opportunity for recreational facilities.
- G** Commercial shops in this location would be easily accessible from 15th Street, and should also be connected by comfortable sidewalks to surrounding residences. Parking can be provided to the side or rear of new buildings.
- H** Infill housing should include a mix of residential options such as single family homes, townhomes, courtyard apartments and duplexes.
- I** A trail network should connect new and existing neighborhoods to large natural spaces with stormwater ponds that filter stormwater.



15th Street Mixed-use Center:

- A** A neighborhood civic space should form a gateway to the entrance to Glenwood; this image shows that space programmed for a farmers market, with pavilions supporting business incubator space.
- B** MLK Jr. Boulevard and 15th Street should be redesigned with pedestrian and bike improvements, including larger planting areas for shade trees and a protected intersection with high visibility crosswalks.
- C** Active storefronts should be included along the sidewalk to provide space for small, local businesses.
- D** New public spaces, such as this linear greenway, are an opportunity for public art that celebrates local history and culture (see image next page).
- E** A grocery store can be provided within walking/biking distance of surrounding homes.
- F** Community recreational facilities and open spaces can be provided with future development in this area.
- G** New development should include a mix of residential unit types, such as single family detached homes, duplexes, quadplex or small apartment buildings, cottage courts and rowhouses.
- H** Existing buildings, such as this existing neighborhood church, can be preserved.
- I** Some parking is located in a row of angled spaces along sidewalks in front of shops and services. Most parking is provided to the rear, accessed by alleys and side streets.

Right: Potential future development and public spaces as a gateway to Glenwood.

Below: Existing conditions





For Illustrative Purposes Only

Visualizing future development in Glenwood

One purpose of the Neighborhood Plans is to gather community input about what future development should look like and which public improvements are important, and to create plans and renderings that depict the future vision. The drawings are used as planning tools to check if the vision aligns with community priorities; a picture can be worth a thousand words. The visualizations are not intended to convey the exact form and appearance of future improvements. Rather, the drawings are intended to represent a hypothetical scenario and vision for the future, and can be used to inform future City decisions and policy (such as zoning updates and capital improvement budgets). In this way, the plan can shape the form of development. Where the drawings show ideas on private property, any change would rely on future decisions by property owners to make updates or investments.

In Glenwood, the area near 15th Street and MLK Jr. Boulevard became a focus for illustrations because there is a cluster of City-owned and vacant parcels near the intersection, creating an opportunity for change. The area provides an opportunity to illustrate both commercial uses as well as housing types. Draft illustrations showed a park space as a gateway near the main intersection, surrounded by mixed-use buildings, with a mix of residential building types in the blocks beyond. Some community feedback on the first draft stated that the development looked too intense and not in character with the development forms found in the neighborhood. There was a desire to see future development that reflected the character of the shops and businesses that used to line the MLK Jr. Boulevard corridor before the road was widened. While more open space is desired, some did not like the idea of having open green space close to the intersection at 15th Street. There was a desire to see more housing types, including single family homes; there were concerns about affordability, wanting people from the neighborhood to be able to live in new homes.

The updated images on these pages reflect this input, showing more opportunities for small businesses in buildings along the MLK frontage and within incubator space that could line the civic space. Opportunities for public art that reflect the neighborhood heritage are shown in public spaces; content for these exhibits could be designed in coordination with neighborhood leaders and the African American Cultural Center. The updated drawings also show more variety in the types of housing. (Details about housing programs and affordability are on page 4.38 and Chapter 3.)





Above: View along MLK Jr. Boulevard. A linear greenway creates a comfortable walking environment, and an opportunity for public art that celebrates the neighborhood's history and culture. New buildings are inspired by the businesses that once lined the corridor, providing incubator space and opportunities for local commerce. Parking is located to the rear.

Left: MLK Jr. Boulevard was once the commercial center of the neighborhood, lined by Black-owned businesses that served the community. These buildings were lost when the road was widened in the early 2000s; these photos document a couple of buildings immediately prior to demolition. Some new buildings rebuilt along the corridor can replicate this scale and character, once again providing space for small, local businesses. *(Photo credit: Myron Hines, Historical Journey Up Cove Boulevard)*

Additional photos and drawings of buildings along the MLK Jr. Boulevard frontage are on pages 4.44-4.49.

A Walkable Neighborhood Center

The preceding pages illustrate one way the area near MLK Jr. Boulevard and 15th Street could become a walkable, mixed-use neighborhood center that includes a variety of housing types, businesses, and community open spaces. The design of future development in this area will depend on several factors, including the future mix of businesses and uses (and the associated building footprint and parking needs), which existing buildings remain, and which areas are part of future development.

The sketches on these pages show a couple of alternatives that incorporate a larger-format anchor with adjacent

cent parking as part of a new neighborhood center. The drawings include a 25,000 to 32,000 square foot building (which could accommodate a neighborhood grocery) with parking and loading areas, while also including the new walkable tree-lined neighborhood streets, mix of housing, and public space concepts shown in other plan illustrations.



Plan Concepts:

- A** A neighborhood civic space forms a gateway to the entrance to Glenwood.
- B** A large-format anchor (such as a grocery store) could be incorporated into the neighborhood center, with parking visible/accessed from 15th Street.
- C** A liner building along the back of the large-format anchor provides active storefronts instead of blank walls along the sidewalk, facing new streets and the square/public space.
- D** A loading area is located to the side/rear. New buildings screen the view of loading areas from sidewalks on adjacent streets.
- E** New streets have comfortable sidewalks, street trees, and are faced by the fronts of buildings.
- F** Retail center signage can face 15th Street, and can also be incorporated on new park structures or on building facades that face the MLK frontage to give additional visibility to stores.
- G** A linear greenway along MLK Jr. Boulevard provides an enhanced pedestrian connection and desirable frontage for new buildings.
- H** Most parking is provided on-street or to the rear, accessed by alleys and side streets.
- I** A mix of housing can be located in walking distance to shops and public spaces; single family homes and duplexes are shown here on Roosevelt Drive.
- J** The mix of housing could also include "missing middle" types such as a cottage court.



Incentivize Home Ownership & Affordable Infill Housing

Top priorities for the Glenwood community are to have more affordable housing available to area residents, to promote home ownership opportunities, and to revitalize neighborhoods by rebuilding housing that was lost during Hurricane Michael and filling vacant lots.

The City and Bay County have several programs that can help to meet these goals. Described in Chapter 3, the ReHouse Bay initiative was launched in June 2020 to raise public awareness about available housing resources. Affordable housing programs available through rehousebay.org can help applicants that meet certain requirements (such as household income) to meet their housing needs. Programs include funding for housing repairs; first time homebuyers assistance; and a new housing construction program.

The City is working to launch the *Infill Housing Redevelopment Program*, a new program to partner with developers and encourage the construction of new affordable single-family homes on infill properties. The proposed infill development program will offer qualified single-family developers 0% interest construction loans that match private financing for the development of infill single-family housing. The program will require homes be sold to buyers earning at or below 120% of the area median income (AMI); and buyers will be required to be either first-time buyers or previous homeowners who lost their home due to hurricane damage. Additional details of the program are described at right. The City anticipates the program will be available to qualified developers in 2021.

The infill program is designed to meet the affordable housing and revitalization goals of the Neighborhood Plans. It can help to relieve the City's housing shortage, rebuild housing lost to hurricane damage, provide opportunities for first time homebuyers, and strengthen the residential base of the City's neighborhoods. Updates to the City's zoning code to allow a range of housing types that have similar setbacks and can be built on similar lot sizes as found for existing homes can work with the infill program to further streamline housing development according to the community vision. Zoning updates will be accompanied by design standards that shape new development to be complementary to existing homes.

Credit problems and high debt levels prevent many low-income residents from participating in first time homebuyer programs. The City should offer financial literacy training and credit repair assistance to local residents, possibly working with a community-based organization to host the training programs in the neighborhood.

Infill Housing Program

The purpose of the proposed Infill Housing Redevelopment Program is to encourage the construction of new affordable single-family homes. Proposed details include:

- » The program will offer a 0% interest construction loan for up to \$80k with a one-to-one match of a private construction loan provided from a qualified lender, due and payable in full upon sale of the home.
- » Up to \$50k in purchase assistance is available for buyers of homes built through this program.
- » Projects in the targeted areas of Downtown, Glenwood, Millville and St. Andrews in Panama City are eligible for water/sewer and impact fee reimbursement up to \$7,500.
- » Homes through the program cannot be sold for more than \$210,000 and may be priced lower based on development cost.
- » Properties must be at least 900 SF with at least 2 bedrooms/2 baths and must be consistent with neighborhood character and standards provided by the City.
- » Homes built for previous owners can be located anywhere in Bay County but must be built on the now vacant former home site; otherwise, properties must be located in target areas of Panama City including the neighborhoods of St. Andrews, Downtown, Glenwood and Millville.

Additional details will be available on rehousebay.org as the program is finalized.



Above and Left: Views of potential residential infill in the Glenwood neighborhood. A range of housing types, including single family detached homes, duplexes, and cottages could be constructed under new housing programs.

Below: Housing that was once along Cove Boulevard (now MLK Jr. Boulevard). New housing in Glenwood can emulate design features of traditional neighborhood homes, including front porches, simple building volumes, and short front setbacks. *(Photo credit: Myron Hines, Historical Journey Up Cove Boulevard)*



Below: New housing will fill vacant lots throughout Glenwood, providing a range of housing opportunities, including single family homes. New housing programs are targeted to increase affordability and promote home ownership.



Infill Housing



Rebuild Neighborhood Facilities

Hurricane Michael damaged a number of important community buildings; even before the storm, there was a need for additional/upgraded facilities to meet Glenwood community needs for gathering and recreation. Rebuilding neighborhood facilities (to be at least as good as or higher quality than what existed before the storm) is a top City priority. The City anticipates FEMA funds plus additional insurance monies that can be used to replace lost facilities. To support the Glenwood area, the City is also exploring additional funding opportunities, such as Community Development Block Grant–Disaster Recovery (CDBG-DR) Grants, Hometown Revitalization Grants, and New Market Tax Credits for facility improvements. The following pages describe the community vision and desires for key facilities. The City and community will need to continue to work together to make decisions about how funds are used as they become available.

The Martin Luther King Jr. Recreation Center, located near 15th Street and MLK Jr. Boulevard, is an important resource to the Glenwood community that was damaged during Hurricane Michael. The site is part of the neighborhood's history and identity, a center for youth recreation since the 1940s, and part of the collective memories of community members. The property was gifted to the City with the intent of improving access to recreation for the Glenwood community, including a deed restriction that the site be used for recreational purposes. A number of ideas have been suggested for the rebuilt MLK Jr. Recreation Center and surrounding area: new community gathering and meeting spaces; a place for youth activities; a library and computer lab; an art studio; a theater/performance space; an adult learning center and classrooms; new recreation facilities, including a pool and volleyball / basketball courts; and a new African American Cultural Center. The size of the existing site limits the number of new uses (and associated parking) that could be accommodated there. The community has expressed its desire to rebuild the Recreation Center in its present location, to accommodate youth after-school activities and continue the historic use of this site. The facility is currently a single sports court complex; as part of rebuilding, the City and community would like to add

a second court and multipurpose room. The City could explore opportunities to expand its land ownership in the surrounding area, which would offer an opportunity to expand the facilities located here over time. Additionally, the rebuilt facility should incorporate a tribute to Dr. King, as well as a cornerstone marker to honor and acknowledge the individuals that gifted the property to support quality of life for the Glenwood community.

The community has expressed a desire for a new African American Cultural Center in the neighborhood, replacing the building that was taken down with a new 2 to 3 story facility that includes space for exhibits as well as meeting, lectures, performances and banquets. The City and community will work together to identify and reserve a site on City/CRA-owned land for this purpose, for a period of 5 years. This will allow time for a 501c3 organization to be established, and time to explore options for funding building design, construction, and ongoing maintenance (which may include grant funding). The City is also exploring opportunities for a larger cultural center that could additionally be an opportunity to celebrate African American culture and history. The facility could include exhibits about the significant history and impact of the military, shipbuilding, fishing, the timber industry, and the African American community to the development of Panama City.

The idea for a pool was suggested by participants at several plan meetings, echoing the 2004 Glenwood Revitalization Report, which identified the desire for a community swimming pool to cultivate healthy recreational activities for youth and families in the Glenwood area. A pool can provide an opportunity for learning to swim, for youth recreation, and for adults/elderly water aerobics. The city is exploring potential to build a Municipal Aquatic Center of a size and scope to accommodate an Olympic pool, competitive high diving, youth swimming and other ADA-compliant recreational opportunities for all citizens. The site for the aquatic center is to be determined; it should be in a centralized location to benefit and be accessible to all of the city, including Glenwood residents.



Glenwood Neighborhood Facilities

Throughout the planning process, the community vision for several important neighborhood amenities has been expressed. Understanding community priorities documented in the neighborhood plan can help the City to allocate funding and plan for new community facilities when resources and opportunities become available. Ongoing outreach and engagement with the community is needed to move these ideas through implementation: to further explore feasibility, identify funding, finalize sites and determine programming/size of the new facilities.

MLK Jr. Recreation Center

- » Site has been dedicated for community recreational use.
- » Community desire is to rebuild the MLK Recreation Center in its current location, to include basketball/volleyball, classrooms, a library, computer lab, kitchen and lounge. The facility is currently a single sports court complex; as part of rebuilding, the City and community would like to add a second court and multipurpose room.
- » Expanding City ownership in this area could provide opportunities for additional community facilities.

African American Cultural Center

- » Community vision is for a 2 to 3 story building, which includes space for exhibits as well as meetings, lectures, performances, and banquets.
- » A site on City/CRA-owned land will be reserved for this purpose for 5 years, to allow time for a 501c3 to be established and to pursue potential for grant funding to build the facility.
- » The City and community can work together to explore options to fund building design, construction and ongoing maintenance.
- » The City is also exploring opportunities for a larger cultural center facility that could include exhibits about the significant history and impact of the military, shipbuilding, fishing, the timber industry, and the African American community to the development of Panama City.

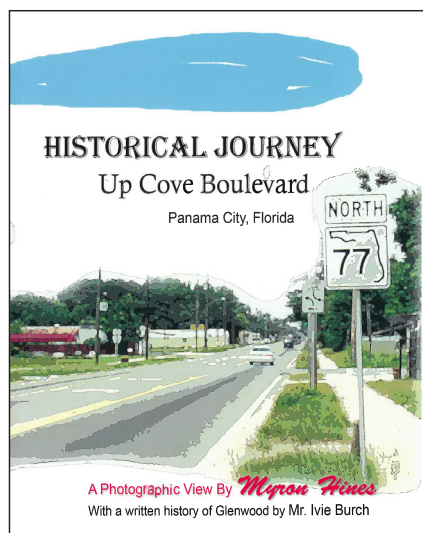
Municipal Aquatic Center

- » Community desire is for a pool to provide an opportunity for learning to swim, for youth recreation, and for adults/elderly water aerobics.
- » The city is exploring potential to build a Municipal Aquatic Center of a size and scope to accommodate an Olympic pool, competitive high diving, youth swimming and other ADA-compliant opportunities to serve all citizens.
- » The site for the aquatic center is to be determined; it should be in a centralized location to benefit and be accessible to all of the city, including Glenwood residents.

Restoring Neighborhood Commerce

MLK Jr. Boulevard was historically the commercial heart of the Glenwood neighborhood, lined by local Black-owned businesses and connecting neighbors. In 2000, FDOT initiated a road widening project to increase the number of vehicle lanes to 4 (2 in each direction) to increase vehicle flow and through movement along the boulevard. This change dramatically altered the boulevard's character and function from a local street with businesses, churches, and residences to a fast-moving through street, unfriendly to pedestrians and lined by vacant parcels. Buildings were removed and land was taken from parcels along the corridor to widen the street; some parcels became as shallow as 50 feet, while others range from 60 feet to 100 feet in depth.

Glenwood residents expressed their strong desire to rebuild their neighborhood commercial center. This will require rethinking the street design to calm traffic, add shade trees, make it comfortable to walk, add safe convenient crosswalks, and provide a proper frontage for new buildings. This will also require getting creative with site plans and layouts so that shallow lots are buildable. Commercial zoning requirements that require deep setbacks have hindered rebuilding. Sample plans for typical lots are included on the facing page; these layouts anticipate changes to zoning regulations to reduce setbacks, and reduce or eliminate minimum parking requirements to provide more buildable area on each lot. (More details about zoning considerations are included later in this chapter.)



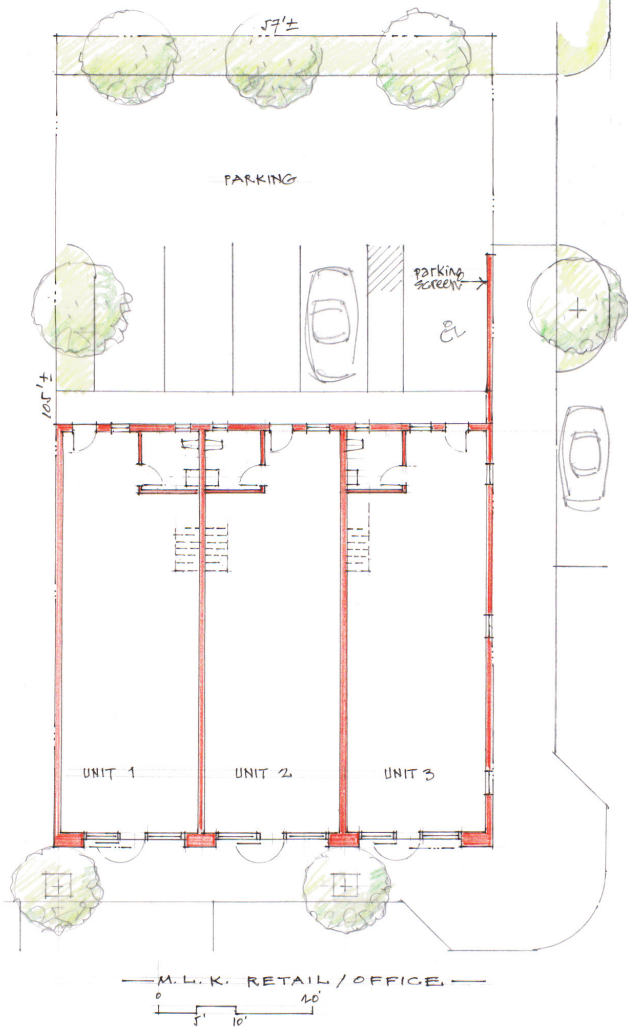
Above: The businesses and buildings that once lined MLK Jr. Boulevard are documented in the *Historical Journey Up Cove Boulevard* by Myron Hines, with written history of Glenwood by Mr. Ivie Burch. Several photos are included in this report.



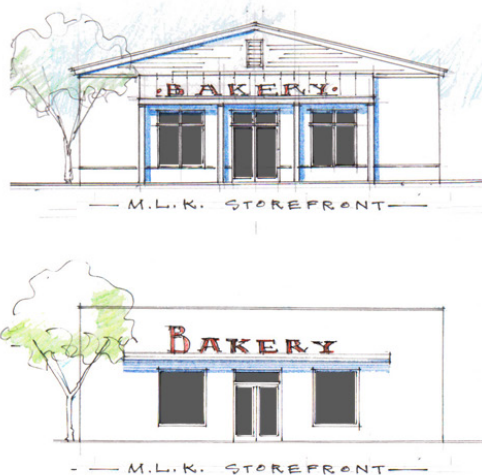
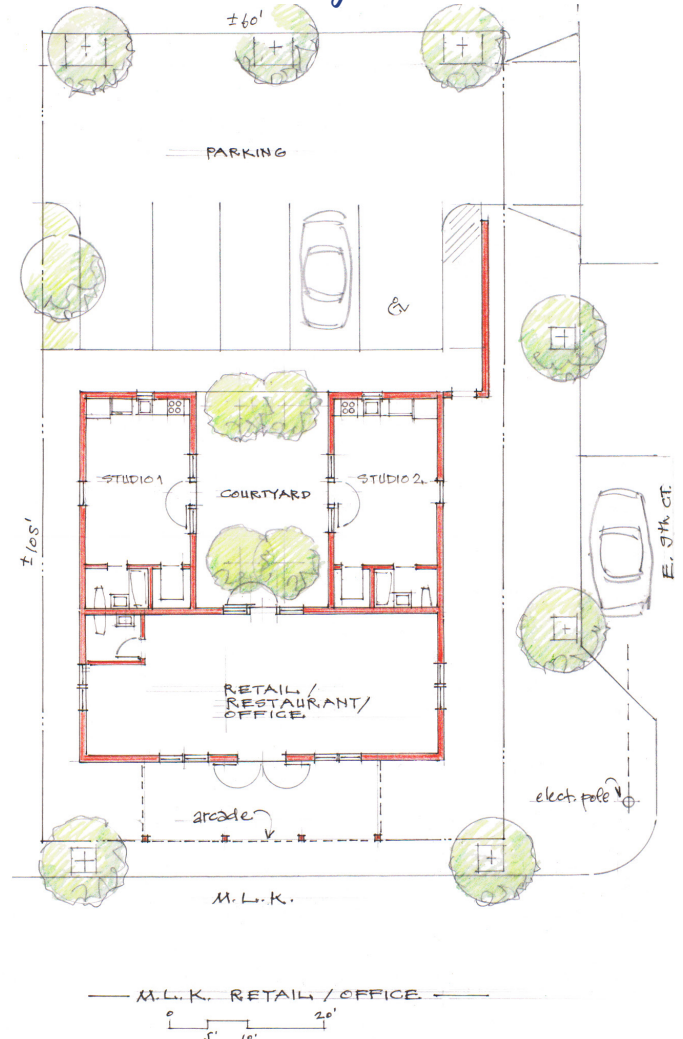
Top: Historic photo of business once located on MLK Jr. Boulevard.

Middle and Bottom: Businesses once on MLK Jr. Boulevard documented just prior to road widening. (Photo credit: Myron Hines, *Historical Journey Up Cove Boulevard*)

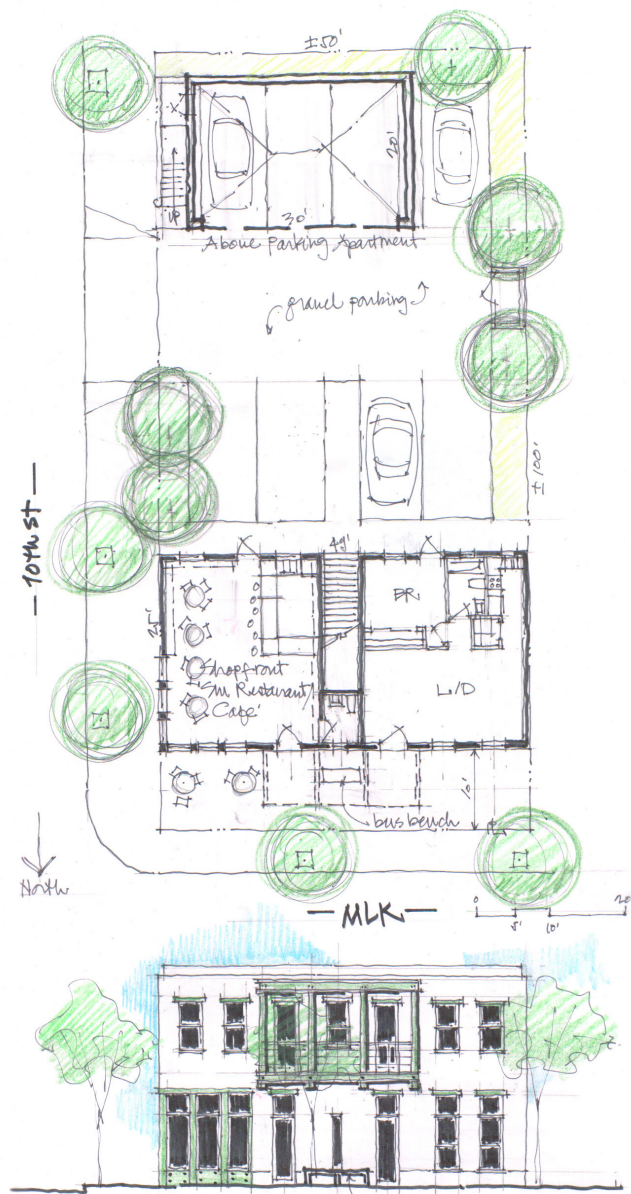
Shopfronts on Martin Luther King Jr. Boulevard



Above: Example of a shopfront with three units for retail or offices on a corner lot on MLK Jr. Boulevard. Two facade studies show potential variation in architectural expression, inspired by the photos of buildings that used to line the corridor.



Above: An example of a storefront with a courtyard. Studio apartments can enclose the courtyard and parking is provided on the rear and side street.



Above: Example of a shopfront with apartments above and parking with studio apartment above.

Top Right: Lincoln Theater, an African American theater in the 1950s later became K.P. Hall used as a meeting hall.

Middle: Buildings that were once along MLK Jr. Boulevard.

Bottom Right: Preparations for road widening in 2000.



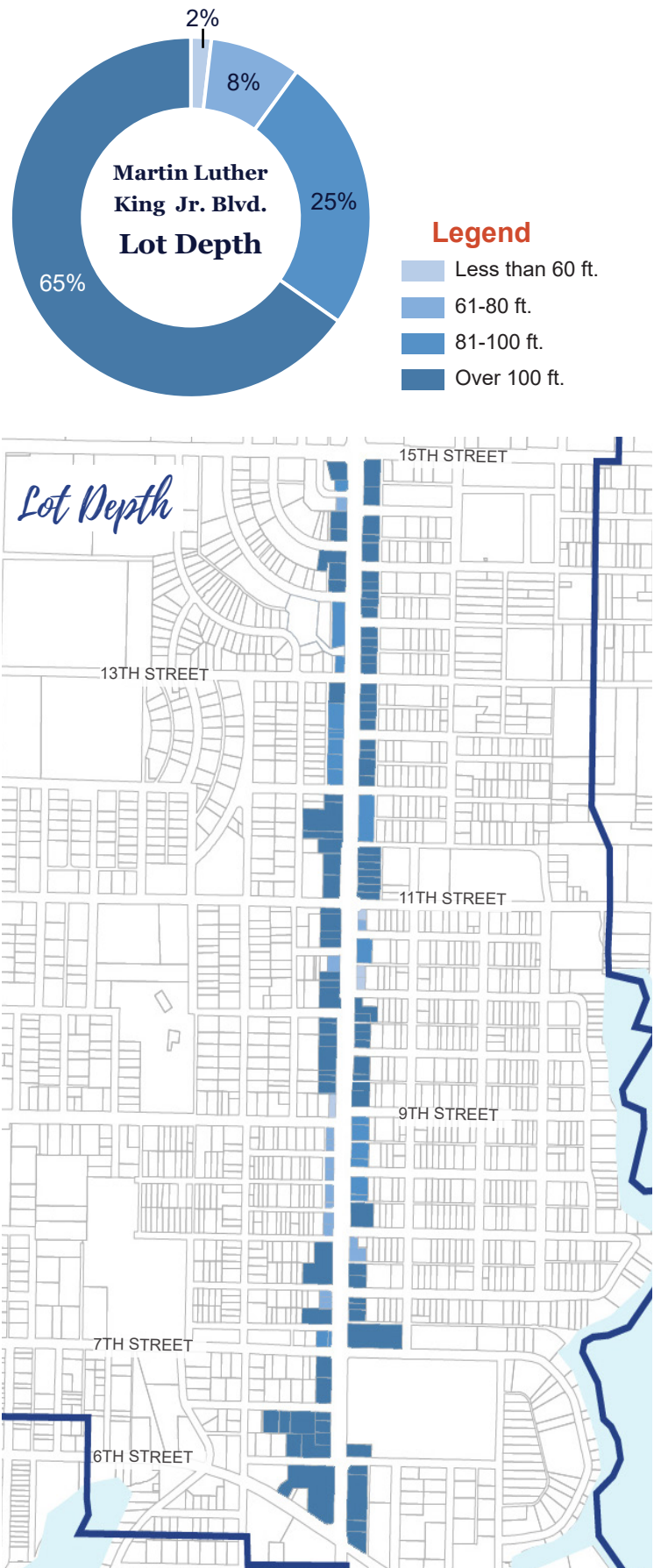
Martin Luther King Jr. Blvd. Lot Analysis

Many Glenwood participants expressed frustration that current zoning regulations in the general commercial district (on MLK Jr. Boulevard) create a burden for new development along the corridor and should be updated. This concern has generated a sense of disenfranchisement among those wanting to seek out development potential. Property owners claim that building setbacks, stormwater requirements, and parking ratios prevent much needed rebuilding essential to support entrepreneurship and small businesses.

The chart at right analyzes lot depths of properties fronting MLK Jr. Boulevard. Of 10,358 linear feet of commercially zoned frontage on the boulevard between 6th Street and 15th Street, a small percentage, 2%, is in lots less than 60' deep. As much as 10% of frontage is in property less than 80 feet deep. Approximately 25% of frontage is in property with lot depths between 81 and 100 feet, but fully 65% of it is in lots that, even after road widening, are over 100 feet deep or more.

In the existing zoning, a 15 foot setback is required for all new buildings. Those lots less than 100 feet deep, roughly 35% of frontage, would be constrained in accommodating both buildings and parking. As an example, a typical bay of parking of 60 feet plus the 15 feet setback leaves just 25 feet of building depth on lots that are 100 feet deep. This shallow depth is not realistic for attracting commercial businesses and does not accommodate many other desired uses. This problem is exacerbated on corner lots where a 25 foot clear view triangle requirement for motorists prohibits buildings near the corner.

This analysis indicates that there are many developable lots along MLK Jr. Boulevard, but a significant number of the lots are encumbered by the regulations. Revising building setbacks, evaluating parking ratios, and allowing a mix of uses (including residential) would maximize development opportunities and set a regulatory framework that satisfies the needs of business owners and property owners in the area.



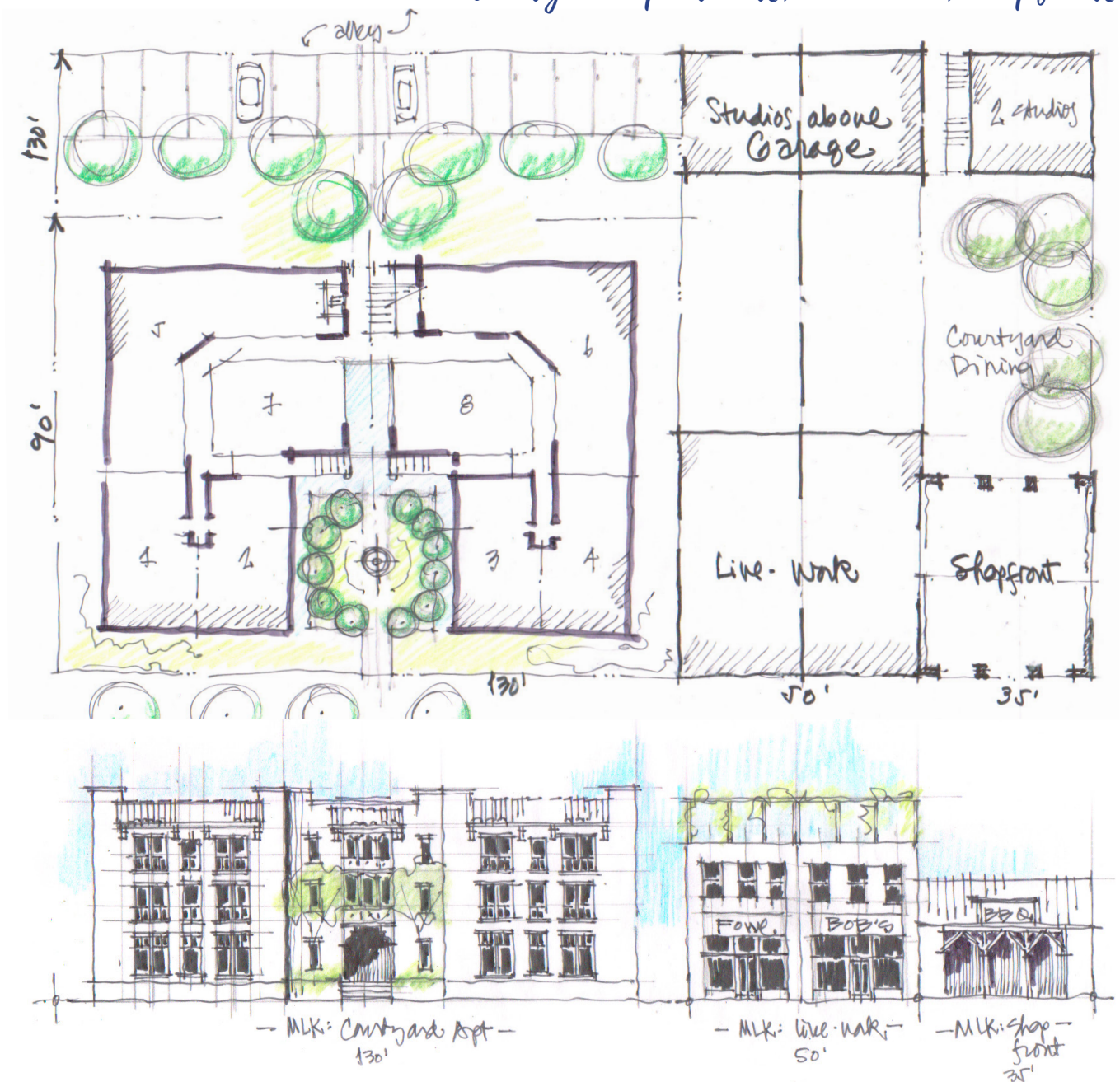
Mixed-use Infill on MLK Jr. Boulevard

The MLK Jr. Boulevard corridor is 1.2 miles in length between 6th Street to 16th Street. Neighborhood centers are envisioned around key intersections; but there is not enough demand for continuous commercial uses along the entire corridor. The existing commercial-only zoning is an impediment to redevelopment. Allowing a mixture of uses, including residential, can bring more activity to revitalize the corridor. Two- to three-story courtyard apartment buildings, live/work units, and duplex buildings illustrated on these pages demonstrate the potential on sample lots.

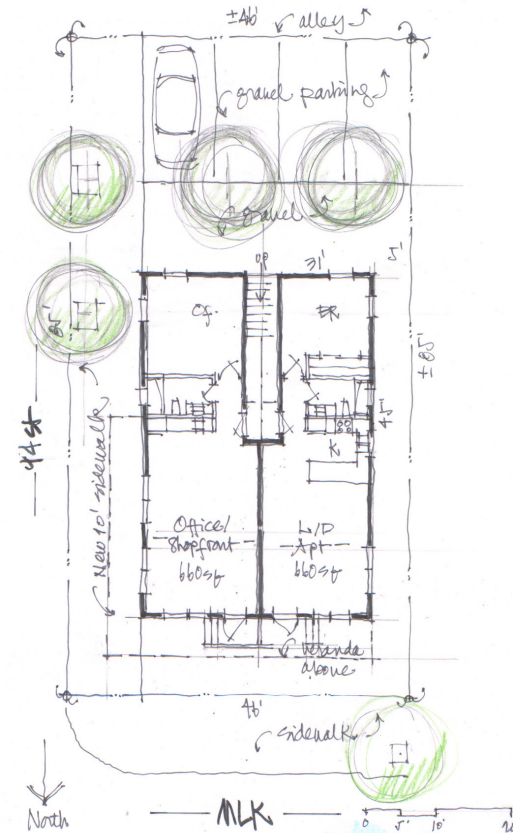
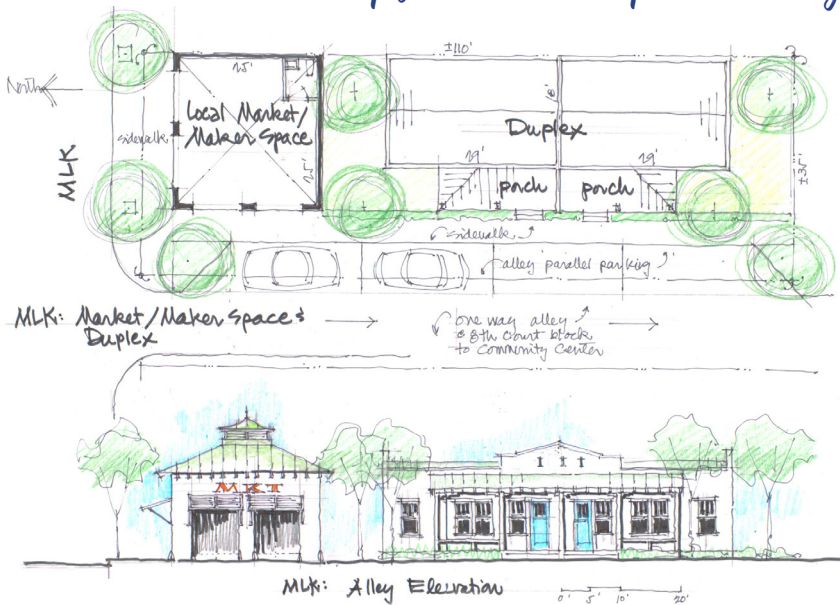
Below: Plan view for a courtyard apartment building with parking in the rear and alley access. Garages behind the live-work building can have studio apartments above, and the shopfront can have a courtyard dining area with two studios behind.

Bottom: Elevation of courtyard apartments, live-work and shopfront buildings along MLK Jr. Boulevard

Courtyard Apartments, Live-Work, Shopfronts



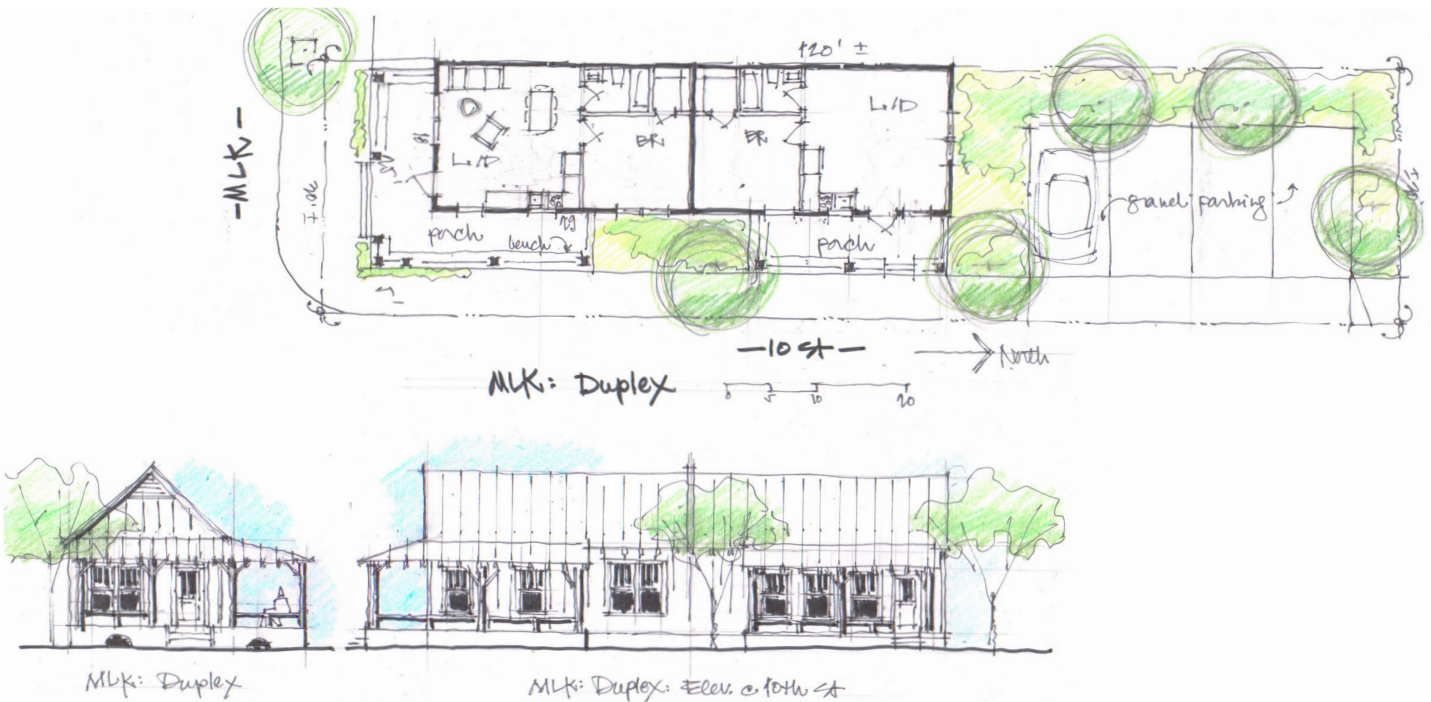
Shopfronts and Duplex Housing



Above: A small market with a duplex behind with frontage on MLK Jr. Boulevard and alley access.

Right: Another example of shops with apartments above and parking behind with alley access.

Bottom: A duplex with parking behind on MLK Jr. Boulevard



Cultural Heritage District

In 2014 the Panama City Downtown North Community Redevelopment Agency (CRA) enlisted Design Arts Studio to work with the Glenwood community and create a plan for a cultural district in Glenwood. The Cultural Heritage Tourism District Plan includes a feasibility study, master implementation plan and a cultural district model. It describes ways to increase creative arts and culture through placemaking and preservation of the heritage embodied in historic churches along a designated tour route.

This Neighborhood Plan aims to merge ongoing efforts by the CRA and City and input from participants that joined previous planning processes with input from the 2020 Neighborhood Plan meetings.

Key ideas from the Cultural Heritage Tourism District that are continued in this vision include:

- » **Provide Cultural Spaces:** Include space for local/ arts businesses, for the African American Cultural Center, and for culturally-significant public art.
- » **Incentivize Housing Infill:** Identify infill opportunities, and adjust regulations, to increase housing opportunity in the neighborhood.
- » **Mixed Uses:** Neighborhood centers provide a mix of uses within a work, play and live environment.
- » **Pedestrian Safe Streets:** Martin Luther King Jr. Boulevard and other key streets are redesigned to be safer, walkable to surrounding areas, with safe crosswalks.
- » **Linkages:** Improve 11th Street and 6th Street with better sidewalks, bike facilities and shade trees to connect Glenwood to Downtown, St. Andrews and Millville.
- » **Infrastructure:** Accomplish a regionalized storm-water management plan.
- » **Update Regulations:** Adjust regulations (zoning) to implement plan ideas.



Above: Overall Urban Design Conceptual Master Plan from the Cultural Heritage Tourism District Plan

KEY CONCEPTS FROM THE CULTURAL TOURISM DISTRICT PLAN:

Cultural Space is the critical element of the District; there is a need for a systematic approach to providing affordable space for arts and culture.

Cumulative Attraction, an accepted principle in tourism development, says that a cluster of proximate facilities is likely to result in greater visitation.

Pedestrian Scale - critical to the overall District concept is the idea that visitors to the area can move around on foot in a safe and comfortable environment.

Multiple Uses work together to create a "place" that is a destination.

Linkages to downtown and St. Andrews should be made for bicycle traffic.

This plan is an opportunity to move forward ideas that have not yet been realized, update them given current needs and changing conditions, and implement with newly available resources. Relevant recommendations from the Cultural Heritage Tourism District Plan were consolidated into four categories and included as part of the Implementation Action Plan:

Organization

Leadership and organizational capacity is needed to move forward plan ideas. The newly-formed Glenwood Main Street Organization can work with local artist and art organizations to promote the district. Partnerships with organizations such as Habitat for Humanity can help to realize plan goals. A Farmer's Market Board and volunteers to conduct the Cultural Heritage Tour are examples of potential organizational support. A new oversight board committee can be created to ensure future improvements match the big ideas of the plan and work to renew interest in continued implementation efforts.

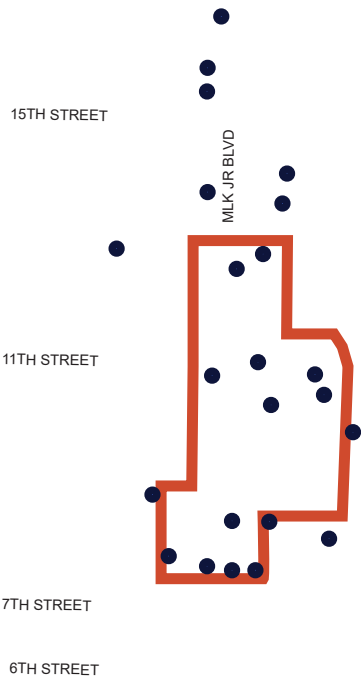
Promotions and Marketing

Marketing and promotions are key to the success of a cultural district. A cohesive signage plan can identify historic sites, increasing awareness and helping define Glenwood's sense of place. A brand can be created, including a consistent logo used in signage and promotions, to build identity. Establishing a web presence is key for marketing and promotion of events and activities, and to create a resource for locals and tourists to access historic data, event information and locations. The district can partner with other local organizations such as the Panama City Beach Tourism Development Council to cross market events and websites.

Safety & Security

An important factor to facilitate the implementation of actions recommended in this plan is continuing to improve community safety in all of Glenwood. Additional street lights, improved bike and pedestrian facilities, and more eyes on the street with active ground floors on the MLK Jr. Boulevard corridor and new housing filling vacant lots all work to meet this goal.

Cultural Heritage Tour Route



Arts & Culture Spaces

Local artists need spaces for working, teaching and to sell their art and perform within Glenwood. The A.D. Harris Learning Village can be utilized as the primary arts and cultural space for the district. Assistance to arts and culturally-significant businesses, and education about financial incentives for start-up businesses and artist home renovations can be provided. The Historical Markers program should move forward to adequately mark historical sites in the District.

Legend

- Cultural Heritage Tour Route
- Historic Churches

Health District

Health districts provide a full-service community where professionals, locals, and visitors can seek treatment, shop, play, and live. Health districts combine medical care with commercial and residential uses, better meeting the many needs of healthcare workers, patients and families, and acting as a better neighbor for the surrounding community. These districts can attract both medical professionals and tourists from around the world. Students can live in the district and be within walking distance from labs, classes, and libraries. Including passive health systems such as walking trails, parks, and open spaces provides a holistic approach to healthy living. Health districts improve patient care, aid in the rehabilitation of patients, and increase the quality of life¹.

The Ascension Sacred Heart Bay Medical Center is located near the intersection of MLK Jr. Boulevard and 6th Street/US Business 98. This area, identified as a neighborhood center, could become a Health District that better integrates health care facilities into the neighborhood by adding a mix of uses, housing and parks and open spaces.

Street improvements envisioned for MLK Jr. Boulevard and 6th Street (adding shade trees and improved sidewalks/multi-use paths and bike facilities) will benefit the district. Connections to Downtown, Millville, St. Andrews and the greater Panama City area are important to the growth and success of the hospital. While vehicle access is maintained, the safety and convenience of walking, biking and using transit should be increased to improve mobility options of all that live, work and visit the hospital area. Improved crosswalks connect the hospital to potential development sites in the surroundings, which could include a hotel, shops, grocery, offices, and other commercial uses. The entire district is also connected by a trail/multi-use path that connects residents, patients, medical professionals and visitors to amenities like parks, the Watson Bayou and shopping.

¹ "Health Districts." CNU, 25 Sept. 2015, www.cnu.org/our-projects/health-districts.

Health District Illustrative Plan Concepts:

- A** New mixed-use buildings can contain uses that hospital workers and patients need such as a hotel, grocery store/retail and medical offices. A safe pedestrian connection is provided across Martin Luther King Jr. Boulevard.
- B** MLK Jr. Boulevard is redesigned with planting areas for shade trees, and a protected bike path / sidewalk on both sides.
- C** Surface parking should be lined with buildings, out of sight to pedestrians on the sidewalk.
- D** Some surface parking areas should be replaced with buildings; courtyard apartments with retail and restaurants on the ground floor can provide dining options for hospital staff, patients and guests.
- E** Office buildings with structured parking can replace other surface parking areas.
- F** Incorporating natural assets and open space with walking trails into the neighborhood will connect hospital staff, patients and guests to nature and the larger neighborhood trail network.
- G** New park spaces can provide amenities such as a splash pad or picnic shelter.
- H** A linear park and trail on shallow lots can connect the Health District to a new Massalina Park.
- I** Opportunities for retail and residential line the corner, acting as a gateway to the Health District.
- J** Bike facilities on 6th Street and US Business 98 will connect commuters to the Health District.



Massalina Bayou Stormwater Park

West of the Health District, the intersection of Massalina Bayou and the edge of downtown provides a unique opportunity for environmental restoration and infill. Historically the Massalina Bayou extended north past 6th Street; the topography sloping downward from 9th Street reflects these original drainage patterns. This area is an opportunity for a new stormwater park that extends the Bayou, restores natural drainage patterns, provides needed stormwater absorption, and creates a unique environment and frontage for new development. Much of the area north of 7th Street identified for the park is today an 8.24 acre City-owned Department of Public Works (DPW) maintenance site; implementation of this idea will require relocation of this facility to another centrally-located site in the city. A mix of uses and variety of housing types should surround the park and take advantage of this great neighborhood amenity, on both the City-owned DPW yard as well as surrounding privately-owned parcels.

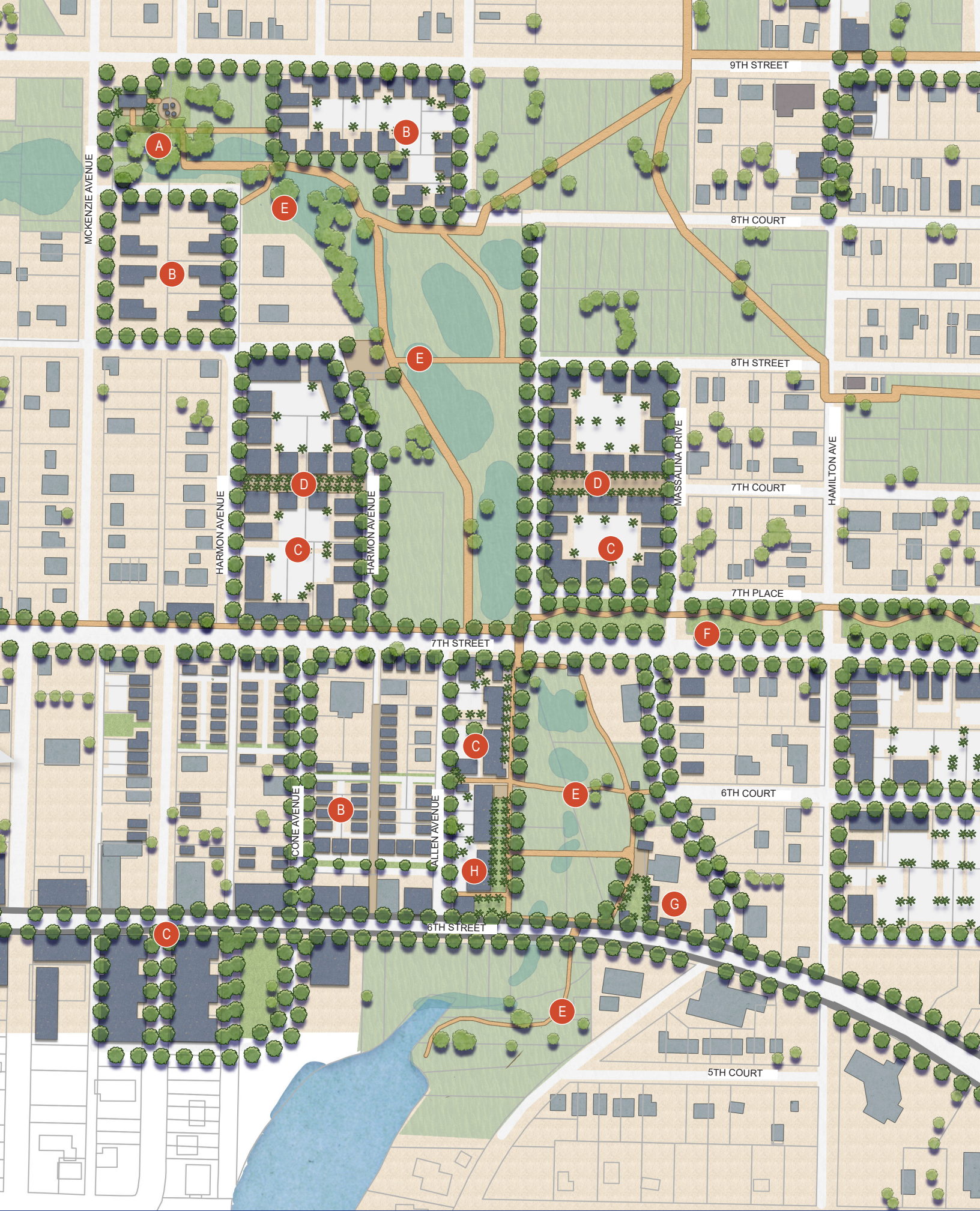
Improving access to open space is a big idea brought forward by the community; the only existing park in Glenwood is Henry Davis Park, and most of the neighborhood has much farther than a 5-minute walk to any type of open space. This stormwater park and surrounding development should be connected to the surrounding neighborhoods with a trail/multi-use path, to make this amenity accessible to many residents. Further details about design and implementation of this park space is in the *Resilient Infrastructure* section of this chapter.



Existing conditions; although portions of the flow have been altered, the path of water to Massalina Bayou is evident in the aerial photo.

Massalina Bayou Park Concepts:

- A** A park with playground, pavilion and other amenities can anchor the stormwater park.
- B** A variety of infill housing can provide different residential opportunities including cottages, single-family homes, duplexes and small apartments.
- C** Mixed-use buildings on smaller blocks can create more intimate walkable spaces with parking in the interior of the blocks.
- D** Tree lined streets can connect mixed-use development to the stormwater park.
- E** The park can provide updated infrastructure for the neighborhood with locations to retain stormwater runoff.
- F** A linear park and multiuse path can connect the Bayou Park to MLK Jr. Boulevard and the nearby Health District.
- G** A gathering space and small, temporary incubator buildings can provide a start-up location for local businesses.
- H** New buildings that front the park can help to activate the space, with uses such as bike rentals and cafes.



Zoning Considerations

The vision calls for Glenwood to become a neighborhood that preserves and celebrates its cultural heritage, encourages thriving businesses in neighborhood centers along MLK Jr. Boulevard, and allows a mix of affordable and diverse housing types throughout. Following a review of current zoning districts, some adjustments are needed to better align zoning with the community vision.

While Glenwood contains many civic institutions and public buildings that anchor the community, the area lacks a neighborhood downtown zoning district (in comparison to Millville and St. Andrews neighborhoods, which each have their own "downtown" districts). The 2014 Cultural Heritage Tourism District Plan identified the need for a Cultural Heritage Zoning District; if implemented, this would have permitted a mixed-use town center, cultural spaces, and an inviting, pedestrian-scaled environment.

Chapter 3 identifies general zoning recommendations that apply to each of the neighborhoods; here is how they apply in Glenwood:

» **Replace General Commercial Zoning on Neighborhood Corridors**

A challenge for future development along Glenwood's corridors, including MLK Jr. Boulevard, 6th Street, 11th Street, and 15th Street, is the General Commercial zoning districts. These districts prohibit residential uses and require deep setbacks. The Cultural Heritage District zone (created to implement the ideas of the Cultural Heritage District Plan) permits a mix of uses and has no required building setbacks; it was drafted but never applied to parcels in Glenwood. Updated zoning for the Glenwood neighborhood should replace the General Commercial zoning with a new district that allows a mix of uses and reduced or eliminated setbacks.

» **Revise Building Setbacks, and Add Parking Setbacks**

Many required setbacks are larger than the existing fabric of buildings in Glenwood and larger than what is illustrated for future buildings in plan renderings. Particularly urgent to adjust are the setbacks on MLK Jr. Boulevard, where shallow parcels need adequate buildable area. Adding a parking setback will ensure that parking does not line sidewalks where walkability is a priority.

Existing Zoning & Future Character

Reviewing the Existing Zoning Map (left) and Future Character Map (right) side-by-side helps to identify areas where the zoning should be updated to accommodate future development according to the neighborhood vision. The chart below summarizes provisions that are a barrier to the visions, as well as potential new standards that can be added to guide future development. Zoning updates could be accomplished by creating new districts crafted for the Glenwood neighborhood, based on the Character Map.

» **Adjust Parking Ratios**

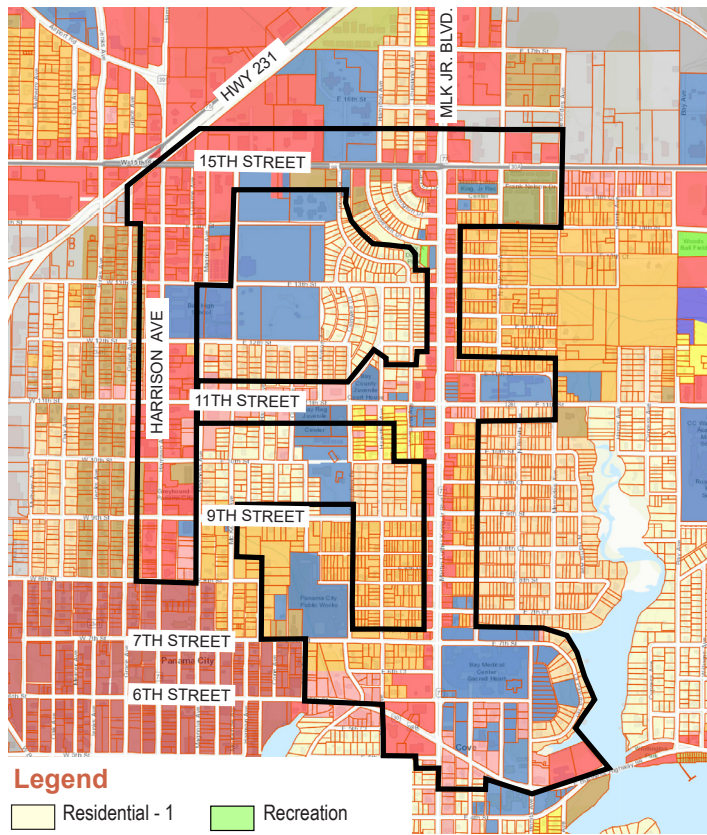
The zoning code stipulates a one-size-fits-all approach to parking city-wide. Glenwood's centers would benefit from an approach that is more suited for a walkable, mixed-use environment, with reduced or eliminated parking requirements. In a walkable environment, parking can be provided in a common lot or on-street, reducing the need for each lot to provide its own space. In addition, the ability for some customers to comfortably arrive on foot or by bike means that commercial buildings in a walkable neighborhood should not have the same required number of spaces as a similar business in a suburban drive-to-only location.

» **Allow and Encourage "Missing Middle" Housing**

Forms of "Missing Middle" housing such as duplex, quadplex and cottage courts fit well within a traditional neighborhood setting. However, the current zoning districts include minimum lot width and size, large front yard setbacks, and minimum parking requirements that discourage or prohibit these housing types in the neighborhood's various residential districts. Additionally, regulating density and height based on building height and footprint, not units/acre and FAR, eliminates barriers to Missing Middle building types.

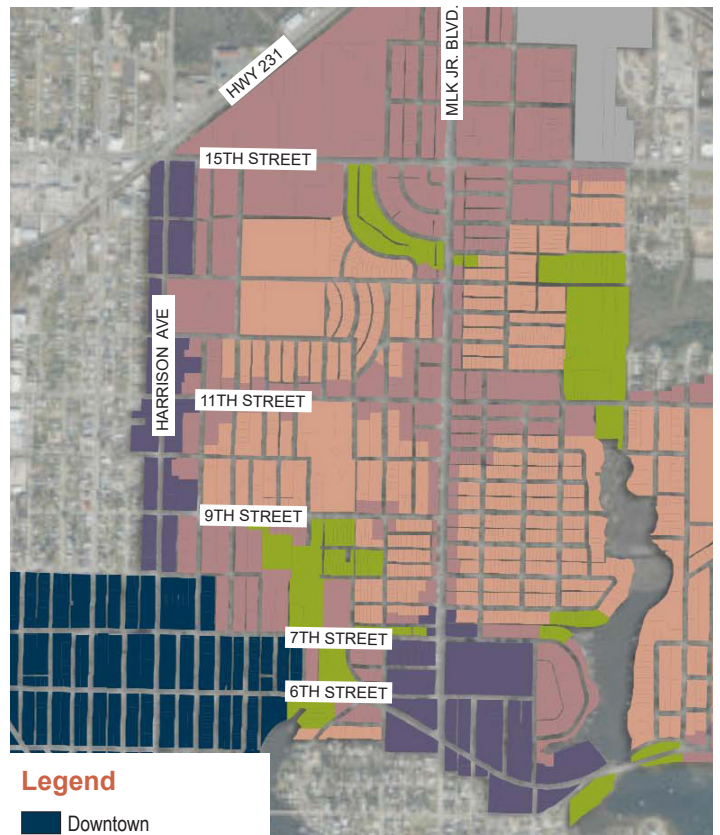
» **In Neighborhood Downtown and General Areas, Add Standards to Support Walkability**

To produce more predictable results in the location of future building and parking areas, updates to zoning should include maximum building setbacks and minimum parking setbacks. Building design standards such as minimum transparency and facade composition can direct future developers to create pedestrian-friendly frontages.



Legend

Residential - 1	Recreation
Urban Res. 1	Light Industrial
Urban Res. 2	Public/Institutional
Mixed Use - 1	Downtown District
Mixed Use - 2	Gen. Comm. - 1
Mixed Use - 3	Gen. Comm. - 2



Legend

Downtown
Neighborhood Downtown
Neighborhood General
Neighborhood Residential
Natural Area / Park

	Barriers to the Vision (these prohibit development according to the vision, in areas outlined on the zoning map above):	Additional Considerations (new provisions to proactively guide the form of future development):
General Commercial (GC-1 and GC-2)	<ul style="list-style-type: none">• 15' front setback• Residential uses not allowed	<ul style="list-style-type: none">• Include both minimum and maximum setbacks to guide placement of buildings• Add a parking setback; parking should be to the side or rear, not the front of lots• Reduce minimum parking requirements• Remove unlimited building heights in General Commercial areas• Regulate density, intensity and height based on building height and massing, not units/acre and FAR, to support Missing Middle housing types• Add requirement for transitions to single family areas• Introduce design standards for elements such as facade transparency and liner buildings
Mixed-use (MU-2 and MU-3)	<ul style="list-style-type: none">• 15' to 20' front setback• Permits single family dwellings on individual parcels only (does not allow cottage courts)	
Urban Residential (UR-1 and UR-2)		
Residential (R-1 and MU-1*) *MU-1 is now R-1	<ul style="list-style-type: none">• Minimum lot size of 6,000 sf• 20' front setback• Minimum lot frontage width of 60' to 70'	<ul style="list-style-type: none">• Include both minimum and maximum setbacks to guide placement of buildings
Light Industrial (LI)	Permitted uses and required setbacks for Light Industrial parcels near the 15th Street Neighborhood General area are not consistent with the vision. These parcels should allow mixed-use redevelopment, consistent with the vision for Neighborhood General areas.	

Great Streets

The Glenwood area's consistent grid of streets is ideal for a walkable neighborhood. The 1920s-era platting produced a street grid with block edges of approximately 330 feet to 460 feet in length. Many blocks have rear alleys, another significant feature helping walking and biking by reducing the number of curb cuts or sidewalk interruptions needed along each block face.

The suburban street design style of recent decades diminished the walkability of main thoroughfares like MLK Jr. Boulevard; however, the community has retained its original block-and-street network. This block structure coupled with mixed land uses and the proposed future vision result in Context Classifications that can help the community re-establish greater walkability and bikeability. Illustrations in this plan for MLK Jr. Boulevard, 15th Street, 11th Street, 6th Street, and Harrison Avenue show what is possible when major street connections are designed to fit within a traditional neighborhood context by having narrower vehicle lanes, wider sidewalks, street trees and improved bike facilities.

The New Pedestrian and Bikeway Map shows proposed improvements for Glenwood, and where crosstown bike-way connections on the primary corridors can be made to other neighborhoods like Downtown, St. Andrews and Millville. Improved, safe pedestrian and bike crossings are needed where these major corridors intersect, as well as in areas where pedestrian activity levels will be high, such as in the mixed-use areas. Stormwater infrastructure and the undergrounding or hardening of utilities should be included as part of street improvements. Proposed multi-use paths will create loops and connections within Glenwood to connect residents to proposed natural areas, schools, other residential neighborhoods and the Bayous.

Creating Great Streets:

- » *Redesign Martin Luther King Jr. Blvd.: reconnect the neighborhood by making a great street that is walkable, safe, shaded*
- » *Safe Streets: improve crossings, add better pedestrian and bike facilities*

Context Classifications in Glenwood

The Florida Department of Transportation (FDOT) has adopted a context classification system to help plan and design streets in greater harmony with the surrounding land use characteristics. The context classification assigned to a street determines the key design criteria, including the design speed, which informs vehicle lane width, street tree placement, on-street parking, and many other elements necessary for pedestrian-friendly street design.


FDOT's context classification system incorporates eight context zones, or character areas, ranging from natural (C1) to urban core (C6). The Character Map on the preceding page should inform the designation of streets in the Glenwood neighborhood. Streets that pass through Neighborhood Downtown areas should have a C5 (Neighborhood Center) classification. Streets that pass through Neighborhood General and Neighborhood Residential areas should have a C4 (Neighborhood General) classification.

Existing conditions support a C5 and C4 designation in Glenwood. The 2020 FDOT Context Classification Guide calls for a mix of land uses; building setbacks no greater than 20' (in C5) to 75' (in C4); most buildings fronting the roadway; block lengths of less than 500 feet; and more than 100 intersections per square mile. Glenwood's existing and envisioned future conditions meet these criteria.

C4 and C5 context classifications support street and intersection designs that balance the needs of pedestrians, cyclists, and drivers, and result in a walkable environment, such as the proposed sections illustrated in this chapter. Streets with suburban design characteristics do not fit within this traditional neighborhood context.

For more information about context-based street design, see Chapter 3.

Legend

-  Proposed Roundabout
-  Intersection Improvement (crosswalks / safety)
-  Proposed Protected Bikeway
-  Proposed Multi-use Trail
-  Proposed Pedestrian/ Streetscape Improvement
-  Additional Pedestrian / Bike Connection

New Pedestrian and Bikeway Infrastructure



Redesign MLK Jr. Boulevard

Glenwood's potential for revitalization can be most fully realized with a redesign of Martin Luther King Jr. Boulevard, replacing the current suburban design character with a walkable thoroughfare that re-connects the neighborhood.

Today's FDOT Context Classification for this corridor is C4 (Neighborhood General); yet the current design, installed in 2000, is highly suburban with access management policy closing most side street openings. Street network patterns in Glenwood are excellent. Within the 1.75 mile corridor length, 27 blocks existed before the current design was installed. Today, only 8 streets remain open to left turns and cross movement. The corridor was optimized for motor vehicle flow, disregarding pedestrian and bicycle travel needs. The 8 intersections in 1.75 miles yield an average of 0.22 intersections per mile, or, 1/4 mile spacing typically recommended for strip commercial arterials where walking is not a priority and pedestrians rarely show up. Many of the cross streets should be reopened to allow full access (left turns and cross movement through a median opening) as properties along MLK Jr. Boulevard are redeveloped. A summary of recommended changes is shown at right.

Changes to access management should be coupled with other major design changes. Improvements to safety and appearance should provide upgrades where the last round of reconstruction missed the mark. Right-sizing vehicle lanes, and adding street trees, adequate sidewalks, and a protected bikeway as part of a Complete Street redesign will slow vehicle speeds and restore use of the road as a center of neighborhood activity.

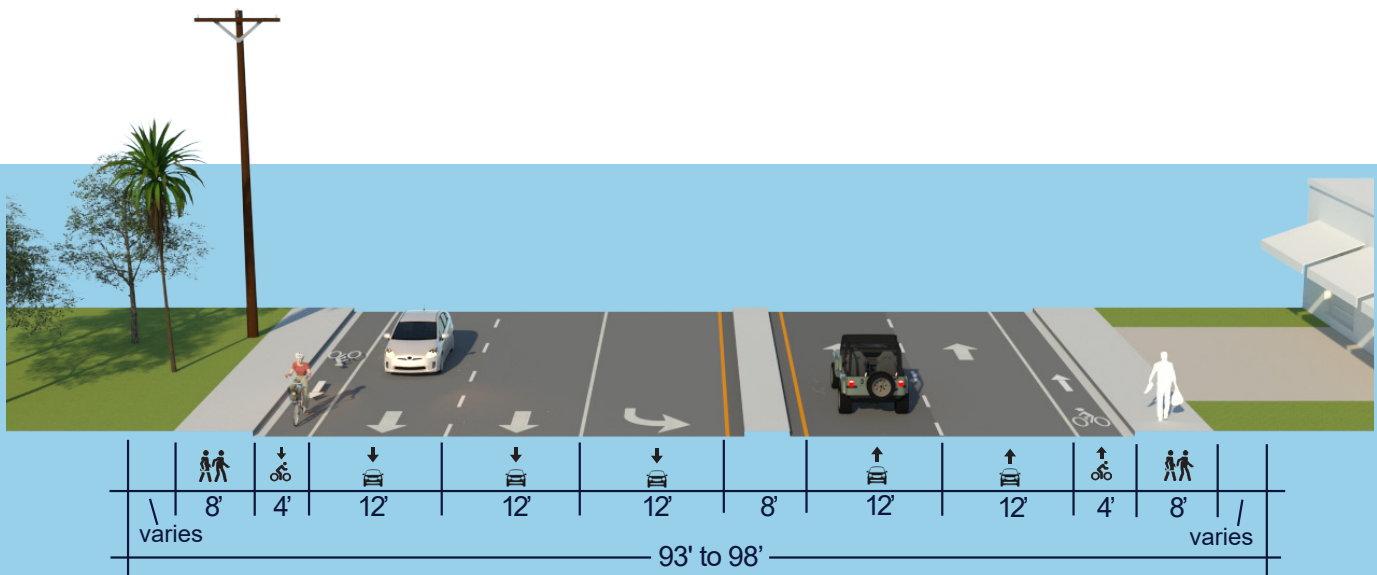
South of 11th Street, existing traffic volumes (annual average daily traffic of 15.7 thousand cars per day) suggest maintaining four vehicle lanes may not be necessary even with future growth in the neighborhood. The future street redesign should explore a "road diet" where excess vehicle lane width is re-allocated to landscape, sidewalk, bikeway, or other street design elements, providing improved appearance and a better frontage for new buildings, as well as better balance for pedestrians and cyclists. In this critical approach to the hospital, access can be maintained as part of a two-lane road by adding a dedicated median space (marked by a different pavement color or material) for emergency services vehicles to pass.

Right: Martin Luther King Jr. Boulevard intersections where fully directional access (median openings allowing for both right and left turns) is provided now, and as part of a future Complete Street redesign, are highlighted.

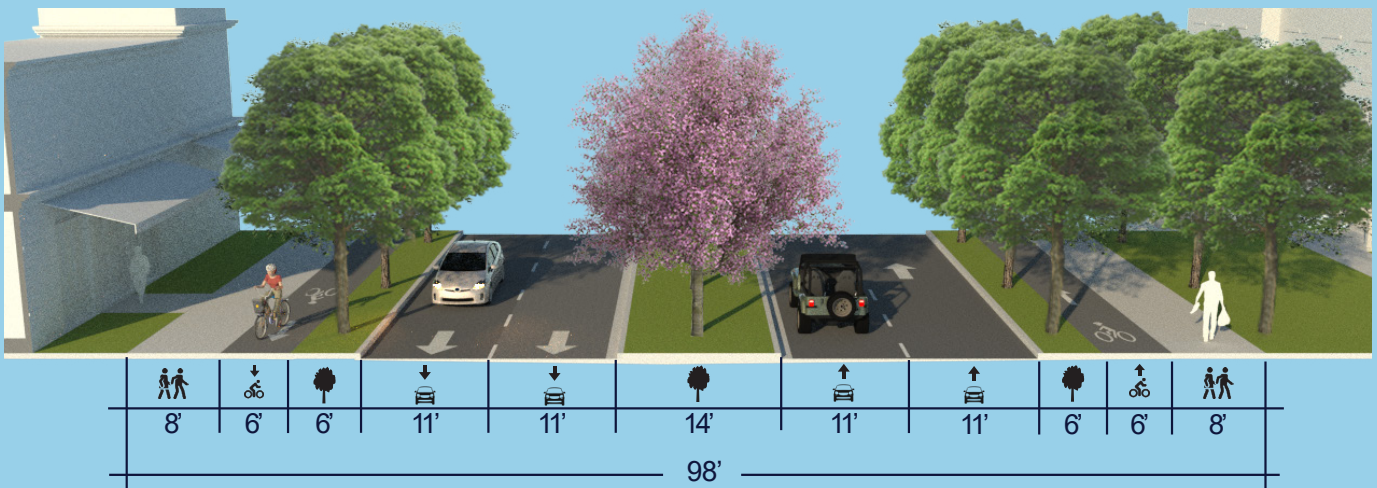


Above: Example of existing long median on MLK Jr. Blvd.

MLK Jr. Boulevard: Current & Proposed Intersection Access		
Street Name (south to north)	Existing Access Management	Proposed Change in Access
Business 98	Fully Directional - 4 lane crossing 4 lane	
6th Street	Fully Directional	
6th Ct.	Right In / Right Out	
7th St.	Fully Directional	
7th PL.	Right In / Right Out	
7th Ct.	Right In / Right Out	Fully Directional
8th St.	Right In / Right Out	Fully Directional
8th PL	Right In / Right Out	
8th Ct.	Right In / Right Out	
9th St.	Right In / Right Out	Fully Directional
9th Ct.	Right In / Right Out	
10th St.	Right In / Right Out	Fully Directional
10th Ct.	Right In / Right Out	
11th St.	Fully Directional, extensive turn lanes	
11th Ct.	Right In / Right Out	
12th St.	Right In / Right Out	Fully Directional
12th Ct.	Right In / Right Out	
13th St.	Fully Directional	
13th Ct.	Right In / Right Out	
Roosevelt Dr.	Right In / Right Out	Fully Directional
East 14th St.	Right In / Right Out	Fully Directional
Washington	Right In / Right Out	Fully Directional
14th Ct.	Right In / Right Out	
Carver Dr.	Right In / Right Out	
15th St.	Fully Directional, extensive turn lanes	
16th St.	Right In / Right Out	
17th St.	Fully Directional	
US 231	Fully Directional, extensive turn lanes	



EXISTING

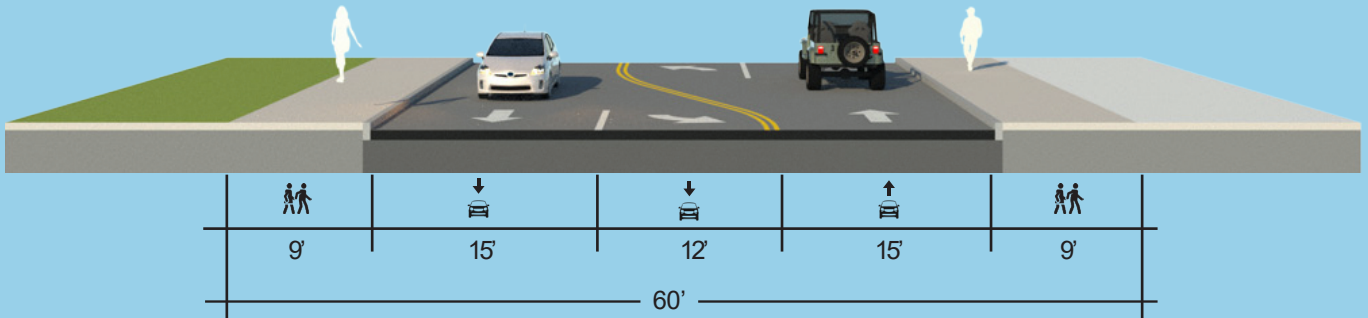


PROPOSED

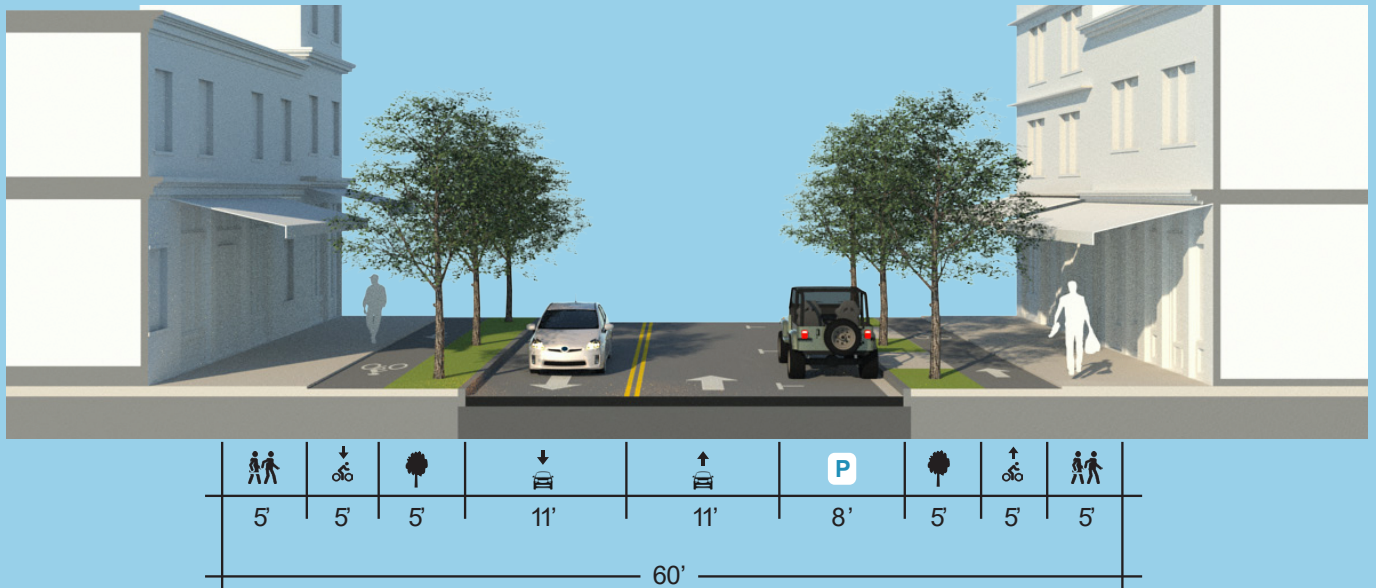
MLK Jr. Boulevard

Existing: This existing FDOT facility has bike lanes separated from drive lanes by a single white stripe, limiting use to higher skill-level cyclists. Walking conditions are undesirable due to lack of shade and 4 lanes of vehicular through traffic. North and south-bound vehicle traffic lanes are separated by a median. South of 15th Street, the existing total width, outer curb to outer curb, varies in the range of 78 to 84 feet. Existing approximate right of way south of 15th Street varies from 93 to 98 feet.

Proposed: The proposed section assumes a 98-foot right of way and 82-foot curb to curb width. Planting zones between the bike lanes and vehicle lanes provide greater separation and comfort for cyclists. Drive lanes are adjusted to 11 feet wide and sidewalks are widened to 8 feet, both new dimensions support improved walkability through speed management for this C4 and C5 Context area. Median and/or sidewalk dimensions should be adjusted to fit in areas where the right of way is less than 98'.



EXISTING

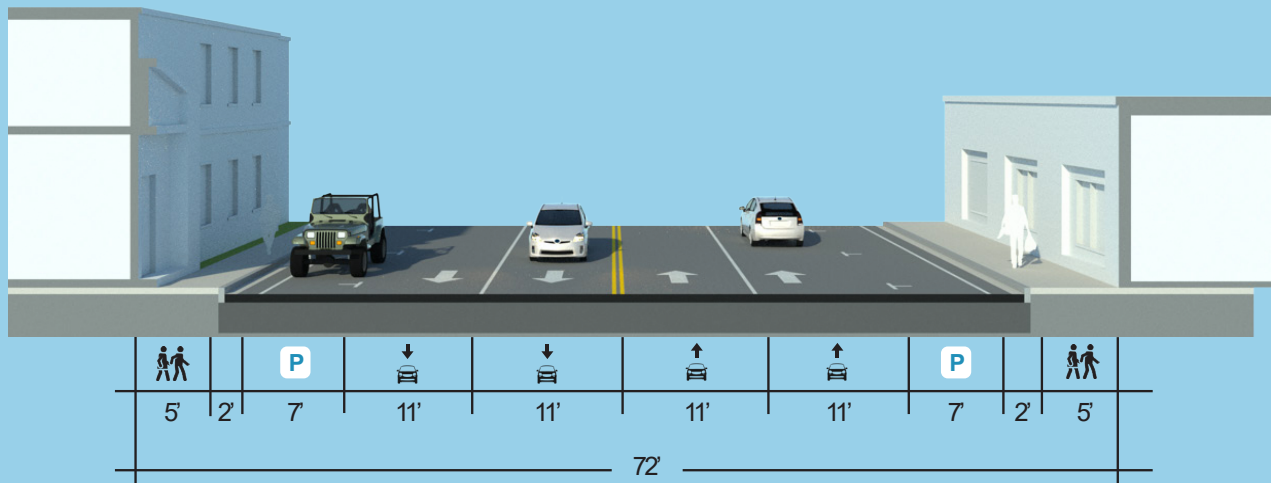


PROPOSED

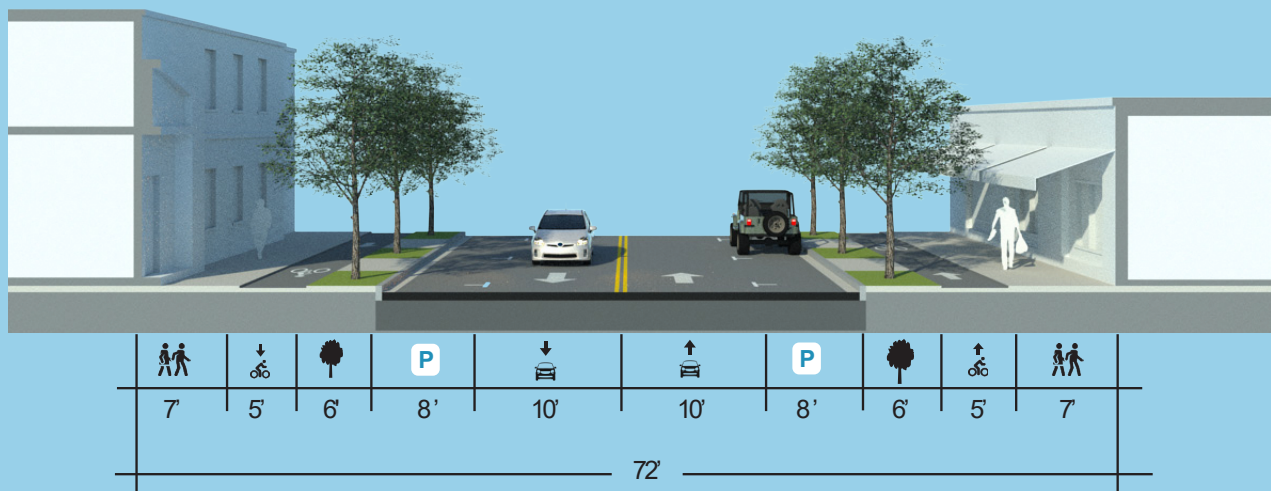
6th Street

Existing: 6th Street is another FDOT-owned corridor, currently designed as a three-lane street with a center turning lane; the priority is on moving vehicles quickly through the area. Although sidewalks are present, the speed of traffic and lack of shade and separation from moving vehicles make walking and biking unpleasant.

Proposed: Removing the turn lanes opens up opportunity for trees, a protected bikeway, and even on-street parking – a design more appropriate for the C4 context.



EXISTING



PROPOSED

Harrison Avenue (north of 6th)

Existing: Harrison Avenue north of 6th Street is a four-lane street that serves as a central connector through Panama City. Its auto-oriented streetscape has excess vehicular capacity and results in high-speed movements, with little to no pedestrian and bike activity due to poor conditions.

Proposed: Harrison Avenue will remain an important corridor for Panama City but will be usable by all modes of travel. Street trees, protected bike paths, and a reduction in travel lanes will increase overall safety. Proposed infill buildings should have a front setback of 3' to increase pedestrian paths.

Resilient Neighborhoods

Creating resilient neighborhoods involves planning for the infrastructure needed to support existing and future development, and being better equipped to handle future storm events. The City is in the process of assessing drinking water, wastewater, and stormwater infrastructure to prioritize improvements and to plan for ongoing maintenance. The Long Term Recovery Plan calls for hardening of power lines; when street improvements are undertaken, underground power lines should be part of the redesign. As part of the stormwater master plan, the City will evaluate stormwater and flood management needs throughout the city. This plan provides a Green-Blue Framework for each neighborhood to identify improvement projects and priorities.

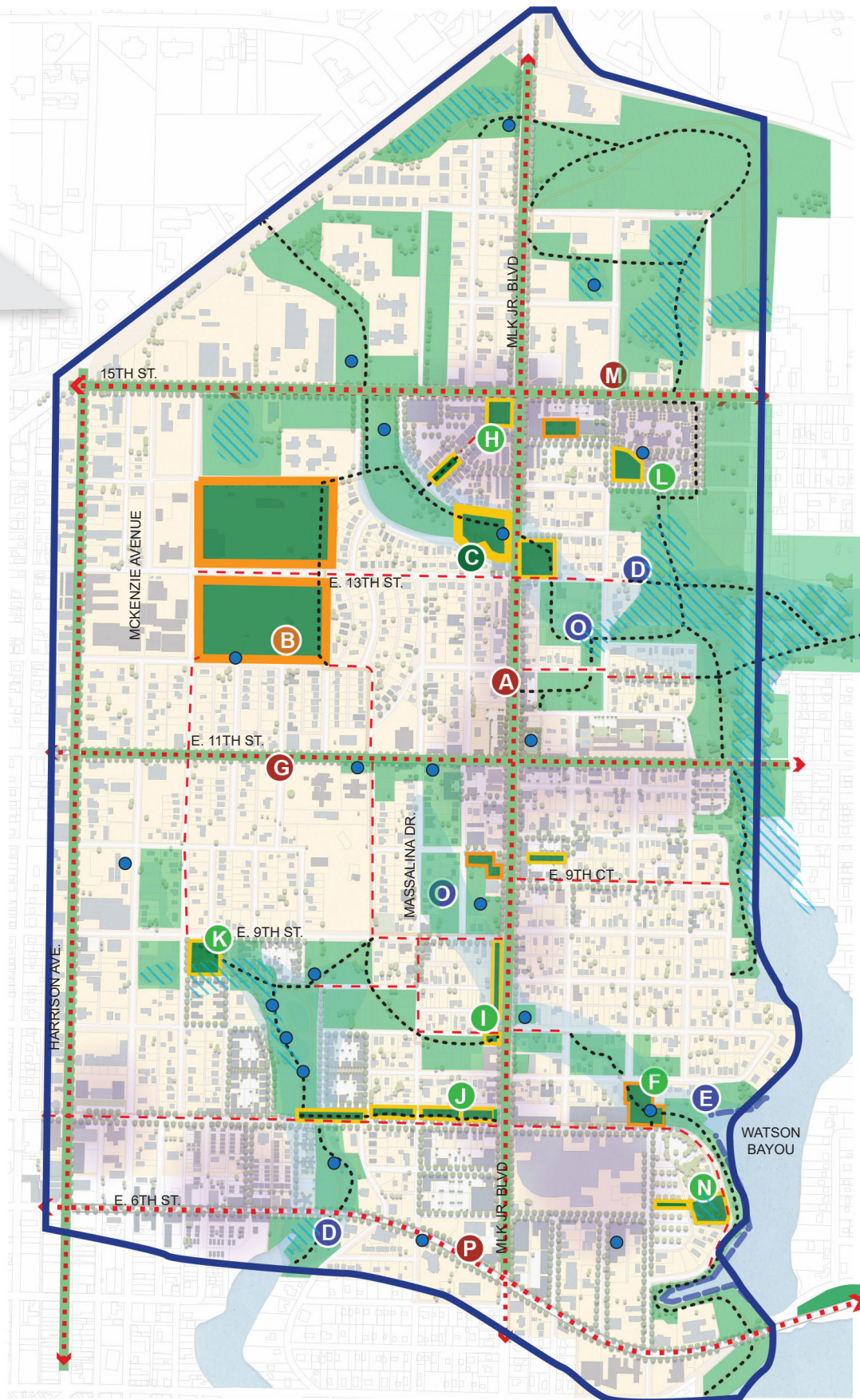
Glenwood has suffered extreme fragmentation of natural resources and contains limited open space and park assets. There is great opportunity for coordinated nature restoration and healing to maximize environmental benefits and community value, while at the same time focusing economic development. The proposed Glenwood Green-Blue Framework is designed to reduce flooding and clean the bay by identifying the historic bayou channels and drainage of Massalina Bayou and Watson Bayou as clear opportunities for bayou restoration and large-scale wetland/floodplain expansion connected to new parks and trails.

Create Resilient Open Spaces & Infrastructure:

- » *Improve access to open space: existing and new accessible open spaces, walkable to housing*
- » *Grow natural areas: bayou restoration / floodplain expansion*
- » *Upgrade infrastructure: water/sewer, harden power lines*

Green-Blue Framework Details:

- A** Incorporate shade trees, green stormwater infrastructure, and additional planting as part of Martin Luther King Jr. Boulevard retrofit.
- B** Create a partnership with Bay High School to open outdoor recreation facilities to the public during non school hours.
- C** Restore Henry Davis Park, expanding its area and incorporating more extensive wetland restoration and flood control practices as well as gathering space, trails, and play space.
- D** Restore natural bayou edge and restore the historic bayou channel to slow, filter, and absorb stormwater runoff. Include nature trails and connections to adjacent redevelopment edges.
- E** Restore natural bayou edge and renaturalize floodplain. Include area for kayak launch and trails.
- F** Create a floodable park that includes gathering and play space, connecting 7th Street to 7th Court.
- G** Incorporate shade trees, green stormwater infrastructure, and additional planting as part of E 11th Street retrofit.
- H** Create a signature public space at 15th Street and MLK Jr. Boulevard, with a green connection to Henry Davis Park and the nature trail system.
- I** Create a linear park, incorporating the MLK Jr. greenway trail and green infrastructure practices.
- J** Create a linear park connecting the hospital district to the DPW bayou restoration project.
- K** Create a usable, floodable community park within the natural bayou restoration area.
- L** Create a floodable park with gathering space, connecting to adjacent open and natural spaces.
- M** Create a strong pedestrian and bicycle connection along 15th Street, incorporate shade trees, green stormwater infrastructure, and additional planting.
- N** Restore wetland area and contrive upland/edges to useable space that connects to the hospital.
- O** Restore natural edge of bayou and look for opportunities to restore the historic bayou channel to collect, store and filter stormwater runoff.
- P** Create a strong pedestrian and bicycle connection along 6th Street, incorporating shade trees, green stormwater infrastructure, and additional planting.



Key:

- EXISTING PARK, IMPROVED
- NEW PARK
- SCHOOL PARTNERSHIP
Partner with the schools to open facilities to public during off school hours.
- CONNECTIONS
Create green streets, pedestrian and bicycle paths.
- HISTORIC BAYOU / WETLAND EXPANSION
Restore portions of main drainage pathways that connect to bayous through restoration and expansion of wetlands to act as a sponge and clean run off.

Legend:

- Restore And Expand Existing Wetlands
- Historic Bayou Channel Or Drainage
- Existing Detention Pond
- Redevelopment Focus Areas
- Natural Landscapes
- Maintained Landscapes
- Active Recreation
- Passive Recreation
- Green Street Connection
- Ped / Bike Street Connection (Major)
- Ped / Bike Street Connection (Minor)
- Multi-Use Trail
- Shoreline Restoration

Change Over Time

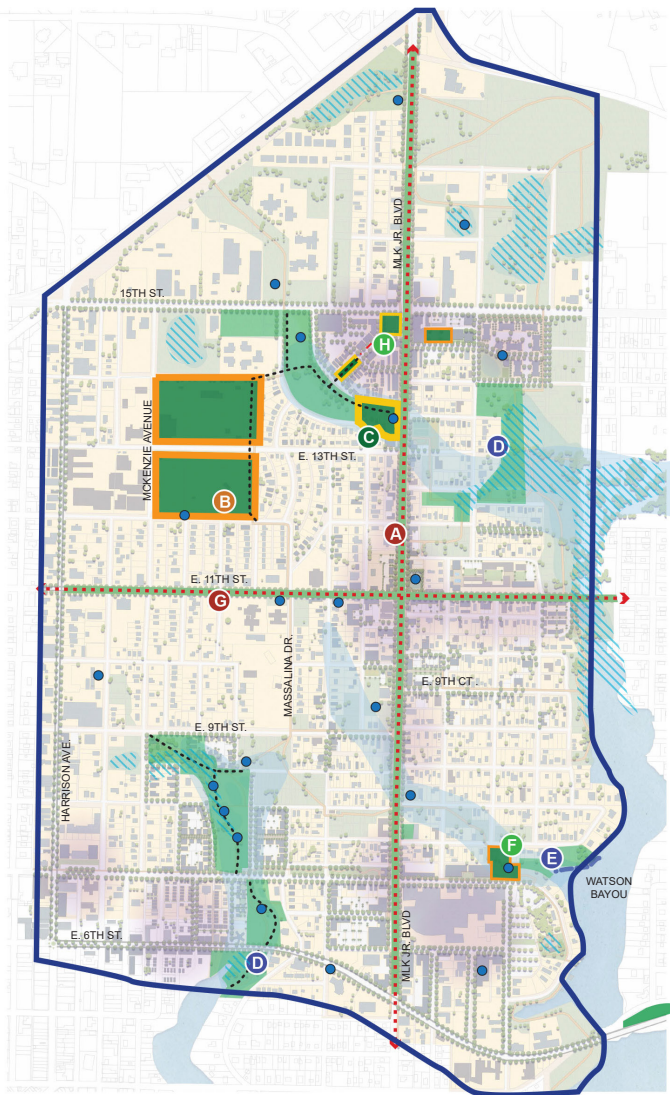
The neighborhood Green-Blue Framework plan is a vision for Glenwood's future balance of growth with natural restoration and will take time to fully implement in a series of many steps. First steps focus on utilizing City-owned and vacant parcels with emphasis on areas that will have a positive impact on localized flooding and watershed health. First phase projects include the restoration and expansion of Henry Davis Park and creation of a wetland nature corridor extending north from Massalina Bayou between 6th Street and 9th Street. Both first phase projects utilize City-owned parcels and address needed stormwater infrastructure improvements. The phases following these projects will continue expanding and restoring the natural drainage system, focusing on vacant parcels, flood prone areas, and preservation of existing floodplains and wetlands.

Definitions:

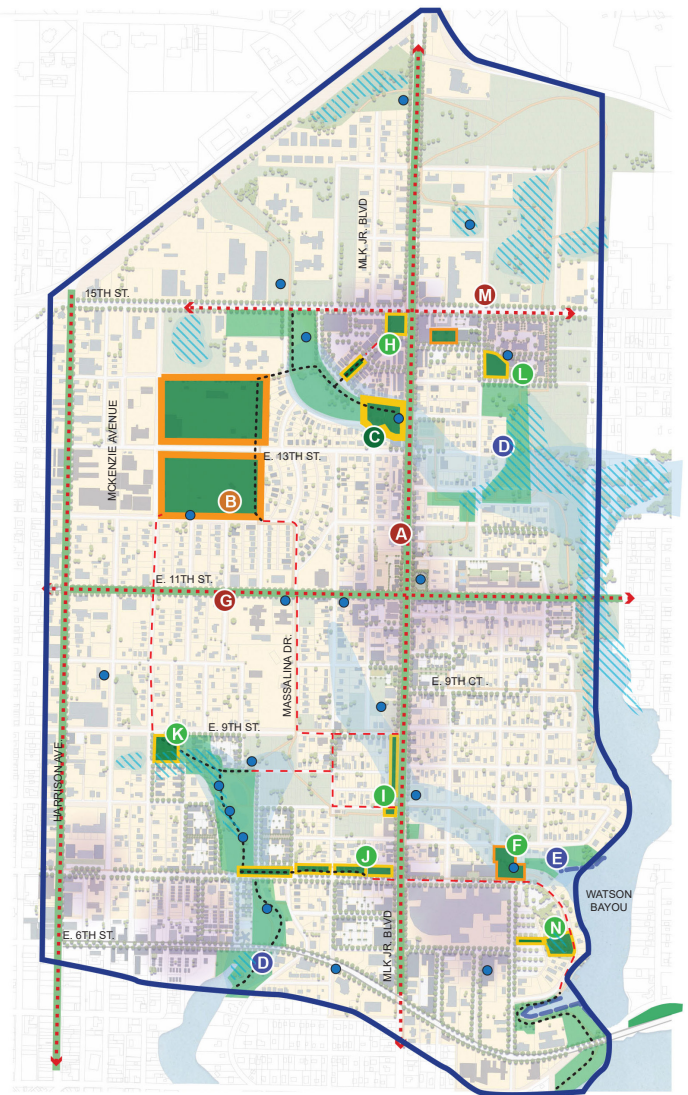
Floodable Park: A park space designed for double-duty, providing community use and acting for neighborhood scale stormwater management.

Historic Bayou Influence Area: Historic bayou extension, generally altered over time by development yet still discernible by watershed topography, drainage patterns, and wetlands.

Green Stormwater Infrastructure (GSI): Simple site design techniques and natural stormwater practices such as trees, rain gardens, and permeable pavement used to filter and infiltrate stormwater as close to where it falls as possible.











Phase 1





Phase 2

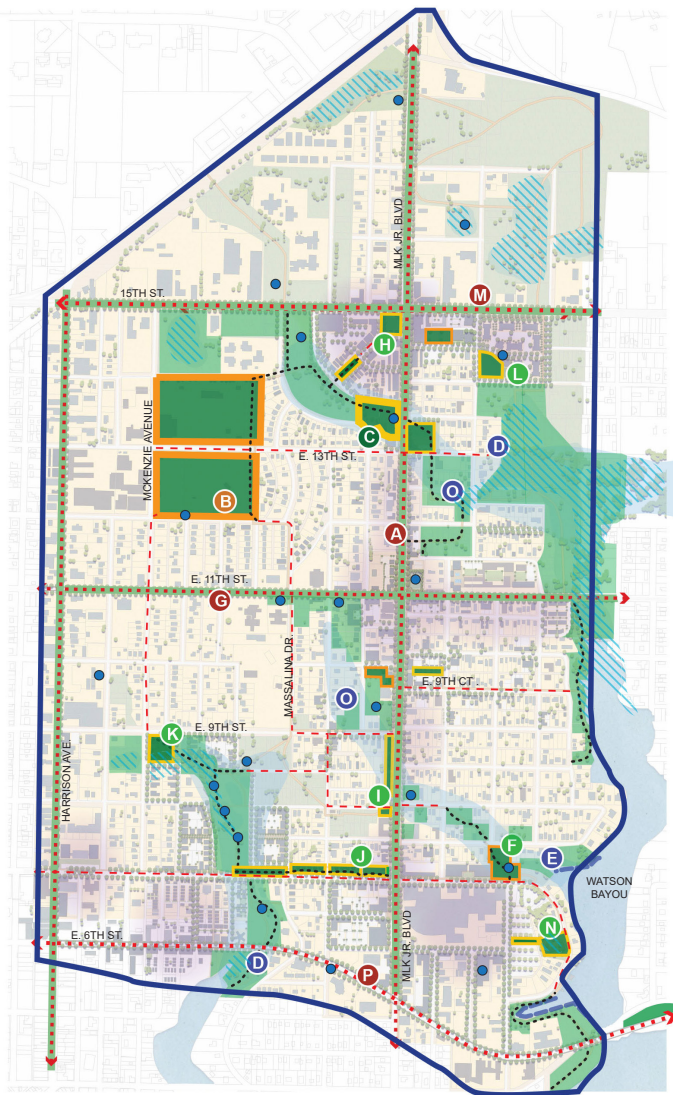
Legend:

-  Restore And Expand Existing Wetlands
-  Historic Bayou Channel Or Drainage
-  Existing Detention Pond
-  Redevelopment Focus Areas
-  Natural Landscapes
-  Maintained Landscapes
-  Active Recreation
-  Passive Recreation

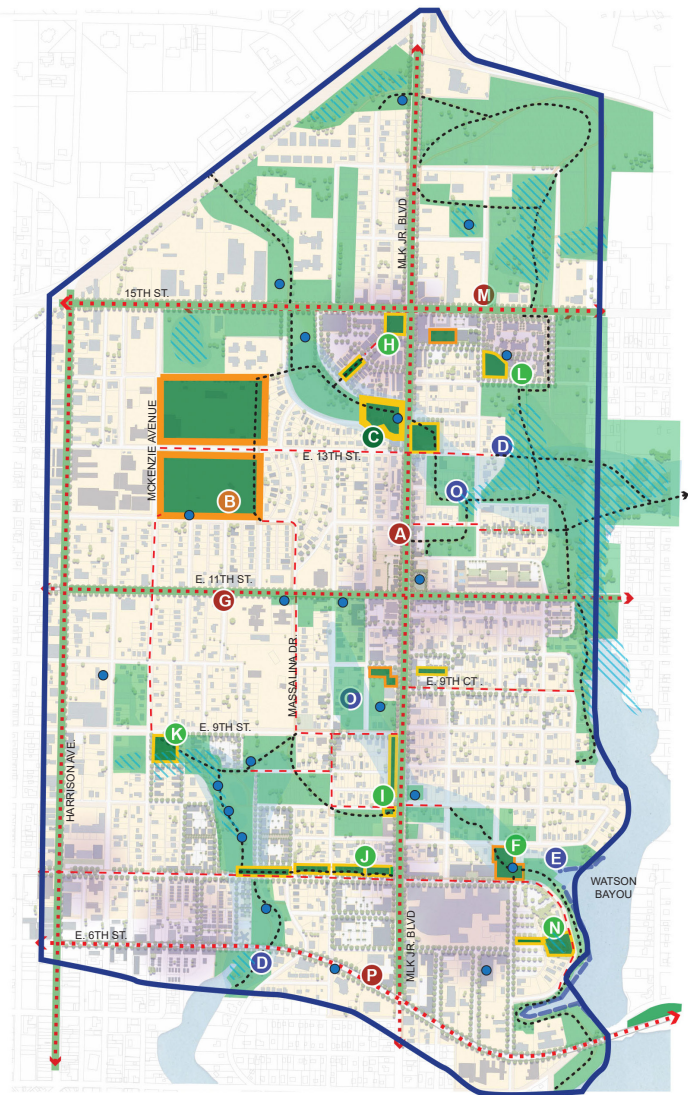
-  Green Street Connection
-  Ped / Bike Street Connection (Major)
-  Ped / Bike Street Connection (Minor)
-  Multi-Use Trail
-  Shoreline Restoration

Key:

-  EXISTING PARK, IMPROVED
-  NEW PARK
-  SCHOOL PARTNERSHIP
Partner with the schools to open facilities to public during off school hours.
-  CONNECTIONS
Create green streets, pedestrian and bicycle paths.
-  HISTORIC BAYOU / WETLAND EXPANSION
Restore portions of main drainage pathways that connect to bayous through restoration and expansion of wetlands to act as a sponge and clean runoff.



Phase 3



Future Vision

Green-Blue Framework Plan

The Glenwood Green-Blue Framework plan identifies opportunities within the historic extensions of Massalina Bayou and Watson Bayou for wetland and floodplain restoration and creation of new parks and trails. Historic bayou influenced areas generally align with land subject to more frequent flooding and proximity to high velocity floodwaters. These areas feature steep slopes and poor soils that are not as conducive to building. Proposed development focus areas are generally aligned with upland locations with existing infrastructure – not entirely surprising as historic centers and street corridors were often constructed on higher ground with reduced flood risk.

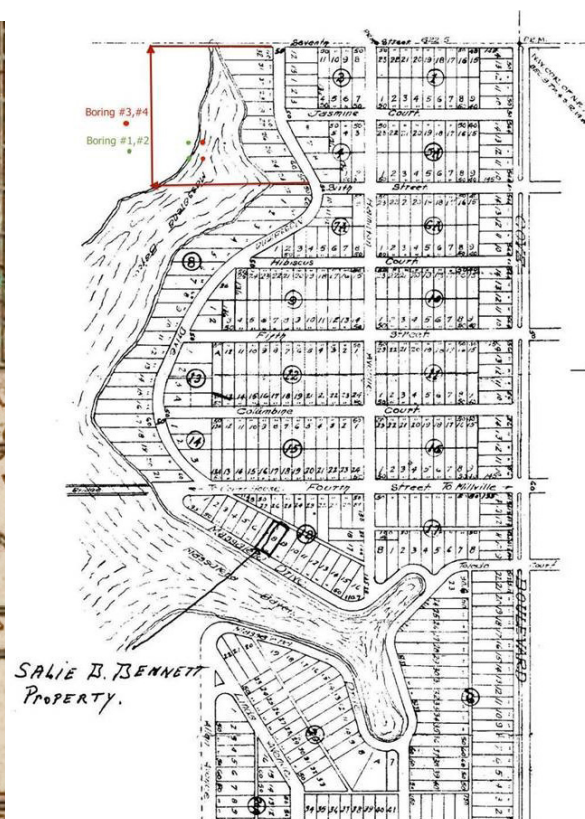
Glenwood's Green-Blue Framework plan will take a long time to fully implement in a series of many steps. First steps include restoration and expansion of historic bayou influence areas. Areas within the floodplain that currently experience periodic flooding, such as parcels north of the hospital, can start the process of reestablishing historic floodplain and floodways to Watson Bayou.

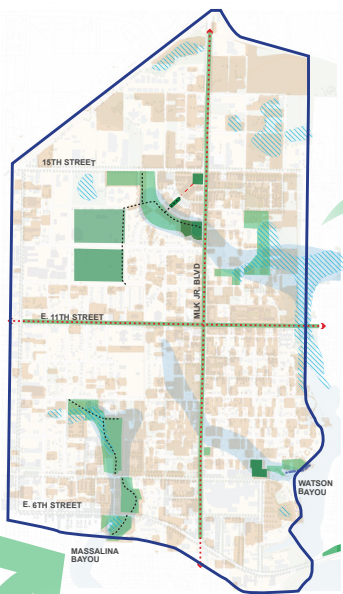
In addition to focusing on areas that are down stream and affected by flooding, green stormwater infrastructure practices should be tied in with street improvements. This includes street trees and GSI along MLK JR. Boulevard, and 11th Street.

Right: The Green-Blue Framework links together historic bayou influence areas, and areas within the floodplain that currently experience periodic flooding. These maps layer the potential phased implementation of the Green-Blue Framework over a map of vacant parcels.

Below, left: 1943 US Geological Survey shows historic influence of Massalina Bayou well north of 6th Street

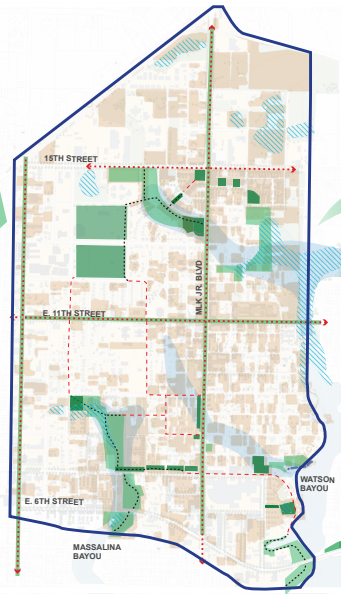
Below, right: Historic Map from 1926 of Bunkers Cove on Massalina Bayou





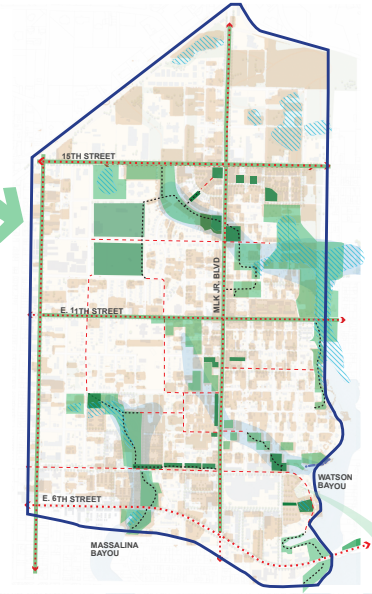
Phase 1

Start building network by focusing on city owned property, frequent flooding areas and vacant parcels.



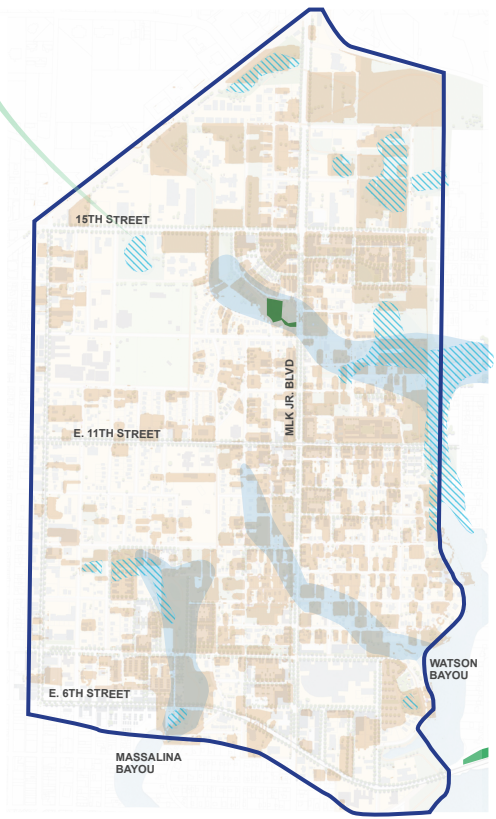
Phase 2

Build on Phase 1 by extending natural contiguous drainage ways. Focus on vacant parcels.

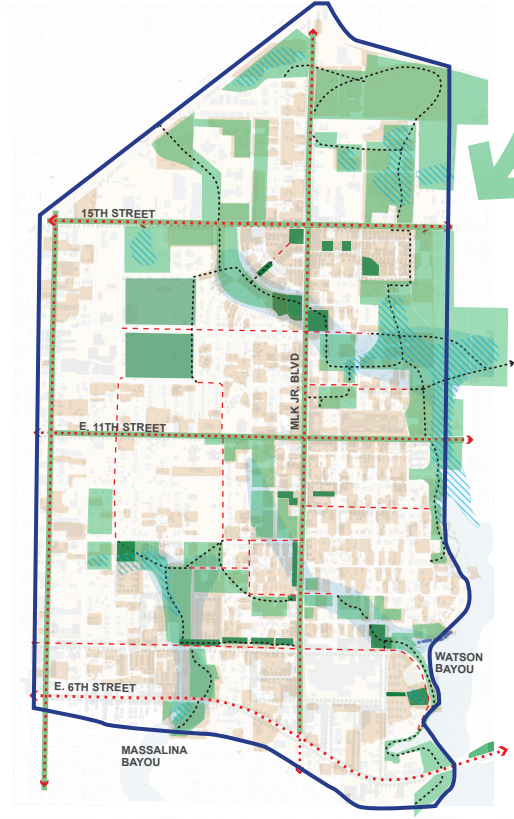


Phase 3

Implement wetland preservation, land acquisition, and density transfer mechanisms in key areas.



Existing Conditions



Future Vision

Re-establish natural and historic bayou channels, wetland systems and drainage patterns.

Legend:



Existing Wetlands



Historic Bayou Channel Or Drainage



Vacant & City Owned Parcels



Natural Landscapes



Maintained Landscapes



Green Street Connection



Ped / Bike Street Connection (Major)



Ped / Bike Street Connection (Minor)

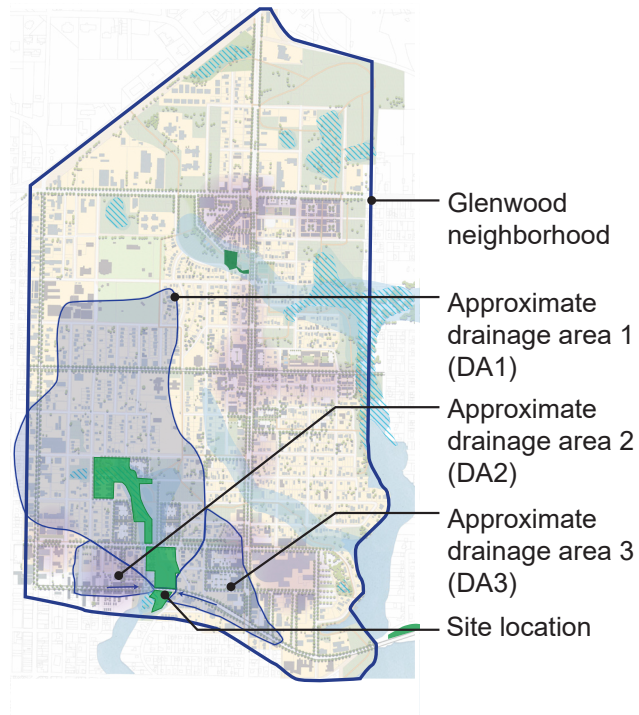


Multi-Use Trail

Resiliency Concepts

The Glenwood Green-Blue Framework plan's first steps include restoration and expansion of Henry Davis Park and creation of a wetland nature corridor extending north from Massalina Bayou between 6th Street and 9th Street near the existing Department of Public Works (DPW) facility – aligning with the historic influence of the bayou. The following pages contain detailed design concepts describing these first phase improvements.

Location and Drainage Area Map



6th Street Historic Bayou Extension



Connect to greenway and
MLK Jr. Boulevard

Historic bayou extension
connections under E 7TH
ST.

Walkway

Promenade

Parking

Existing pipes removed, typ.

Walkway raised over
wetlands

Potential civic building site,
raised above flood plain

Entrance plaza, steps
and walk

Existing pipe daylights into
historical bayou extension.
Outlet for DA2

Existing pipe to remain

Bridge creates connection
between upper wetlands and
open bayou.

Connect pipe to existing
infrastructure at corner of
E. 6th Street and Massalina
Drive. Verify invert depths
and pipe sizes.

Outlet for DA3

Parking

Restored edge.

Kayak launch.

NOTES:

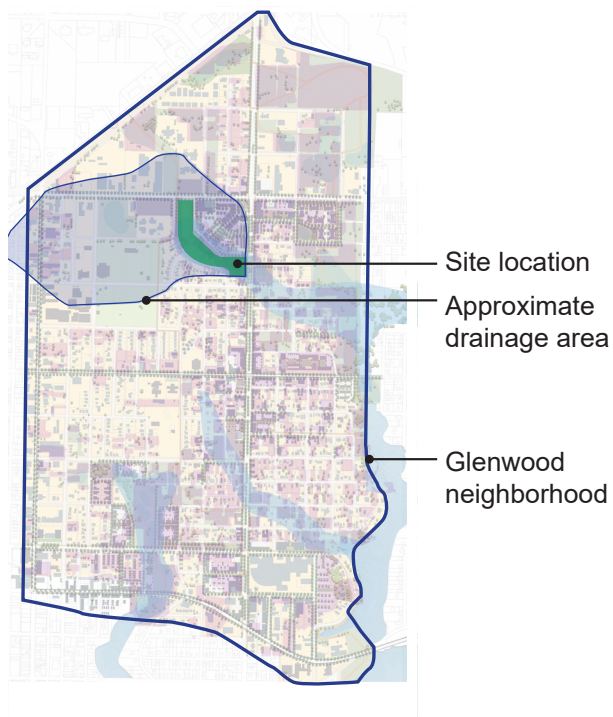
1"=120'

All elevations are approximate and need verification. Invert elevations are approximate and are based off of lidar information, assumed rim elevations and assumed depth of pipe of 3'. All inverts and structure locations need verification.

Henry Davis Park Wetland / Bayou Restoration



Location and Drainage Area Map





Above: Existing conditions of Henry Davis Park

Open Space & Public Realm

The only existing park in Glenwood is Henry Davis Park, which has been described as uninviting and in need of improvements. Most of the neighborhood has much further than a 5-minute walk to any type of green open space, which combined with auto-oriented streetscapes presents an unwelcoming and unhealthy public realm.

The priority for Glenwood is to expand open space opportunities and connect them with other community needs such as stormwater infrastructure, affordable housing, and street retrofits. Expansion of open space and tree planting should be prioritized as part of every redevelopment or infrastructure project. To start, the retrofit of MLK Jr. Boulevard to include shade trees and improved sidewalks will provide accessible areas to many residences throughout Glenwood while creating a connected, pedestrian oriented community.

The DPW retrofit site, floodplain adjacent to the hospital, and drainage way connecting Henry Davis Park to Watson Bayou all provide opportunities for layered benefits of community space, stormwater management, flood storage, and habitat. The open spaces within these drainageways should include a trail network and facilities for active and passive recreation. Creating a partnership with Bay High School will make significant outdoor facilities accessible as well.

Additional new community open spaces are shown in the Green-Blue Framework Plan, including a mix of spaces embedded throughout Glenwood providing access to a variety of gathering opportunities and active and passive recreation. Creating a partnership with Bay High School will make significant outdoor facilities immediately accessible. New spaces envisioned include a signature public space at MLK Boulevard and 15th Street as part of redevelopment, several community parks near MLK Boulevard between 11th Street and 7th Street, a neighborhood park at the intersection of 9th Street and McKenzie Avenue, and a linear park connecting MLK Boulevard to the proposed Massalina Bayou Stormwater Park.

Glenwood

Implementation Actions

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Complete Neighborhoods				
90	Create partnership with Bay High School to open outdoor recreation facilities to the public during non-school hours	X		
122	Incentivize mixed-use development along MLK Jr. Boulevard near 15th Street and 6th Street neighborhood centers	X	X	
123	Attract a grocery store to Glenwood (potential sites include near the MLK / 15th Street intersection; or the 6th / 7th Street area)	X	X	
124	Encourage Ascension Sacred Heart Bay Medical Center to partner in providing housing	X	X	
125	Develop a Hospital District Plan for Ascension Sacred Heart Bay Medical Center to enhance site and edge conditions	X	X	
140	Incorporate public art that reflects Glenwood's heritage	X	X	
132	Implement Cultural District Plan (includes next 4 lines):	X	X	
133	CONDUCT DISTRICT PROMOTIONS AND MARKETING. Potential actions include: Create and designate a cultural district with signage, web presence, and a 'brand' including a logo; Conduct outreach and build community awareness and support; Establish cross marketing partnerships with local tourism organizations such as the Panama City Beach Tourism Development Council for the purpose of promoting the district	X	X	
134	ESTABLISH DISTRICT ORGANIZATION. Potential actions include: Identify and develop partnerships; Designate a district oversight board, organization or committee to manage the development of the district concept; Designate farmer's market board; Enlist volunteers for the Cultural Heritage Tour.	X	X	
135	ENHANCE SAFETY & SECURITY. Continue to improve community safety; improve street lighting	X	X	
136	SUPPORT ARTS AND CULTURE. Potential actions include: Provide space for local artists to work, teach classes, sell and perform within the district; Provide assistance with applications for Historical Markers; Provide assistance to small businesses, education about financial incentives for start-up businesses; Utilize A.D. Harris Learning Village as the primary arts and cultural space for the district.	X	X	
170	Implement plans for Massalina Memorial Homes and Fletcher Black replacement housing	X	X	
138	A.D. Harris: preserve building, reuse as community center / workforce development / adult education. Underutilized portions of the campus could accommodate additional buildings or recreational uses.	X	X	X
104	Develop Mixed-use Center at 15th Street and MLK Boulevard. Pursue a Public / Private Partnership (P3) for mixed-use development with grocery store	X	X	X
110	Rebuild the MLK Recreation Center. Work with the community to determine building design and programming, which can include basketball/volleyball (including a second court / multipurpose room), classrooms, library, computer lab, kitchen and lounge facilities	X	X	
137	Working with the community, pursue options for a new African American Cultural Center facility. Identify and reserve a site for a new building on City/CRA-owned land in the Glenwood neighborhood for a period of five years. The City and community should work together to establish a 501c3 organization and explore funding options for building design, construction, and ongoing maintenance.	X	X	
157	Establish a business incubator to serve small businesses		X	
174	Pursue partnerships with major corporations and institutions to develop workforce housing for their employees		X	
109	Explore construction of a City Municipal Aquatic Center of a size and scope to accommodate an Olympic pool, competitive high diving, youth swimming and ADA-compliant recreational opportunities. The site should be a centralized location to benefit to all of the City, including Glenwood residents.	X	X	X
105	Develop City-owned parcels near MLK Jr. Boulevard and 9th Street with a mix of uses, including residential		X	X

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Great Streets				
11	Redesign Martin Luther King Jr. Boulevard (street trees, green infrastructure / soil cells, protected bikeway and sidewalk)	X	X	
19	Reconfigure MLK Jr. Boulevard intersections at 6th Street, 11th Street and 15th Street.	X	X	
10	Implement Harrison Avenue concept from downtown vision, north of 6th Street: street trees, soil cells, protected bikeway and sidewalk		X	X
26	Create a strong pedestrian and bicycle connection along 6th Street, incorporating shade trees, green stormwater infrastructure, and additional planting		X	X
Resilient Infrastructure				
52	Restore / expand Henry Davis Park including wetland restoration, flood control, gathering space, trails, and install green stormwater infrastructure along Roosevelt Drive	X	X	
92	Create a linear park between MLK Jr. Boulevard and the DPW facility, north of 7th Street	X	X	
53	Relocate and redevelop Department of Public Works' yard at 7th Street, replace with wetland / bayou restoration, trails, and residential / mixed-use redevelopment. Connect bayou restoration from north of Department of Public Works site, past E. 6th Street to top of bayou	X	X	X
55	Explore options for integrating shade trees, green stormwater infrastructure and additional plantings along MLK Jr. Boulevard, Harrison Avenue and E 11th Street	X	X	X
89	Create a signature public space at 15th Street and MLK Boulevard with a green connection to Henry Davis Park and nature trail system / wetland expansion		X	X
24	Explore use of railbed to link Glenwood to 11th Street and Downtown		X	
25	Create Massalina Bayou public access south of 6th Street as part of DPW bayou restoration project, with trails connecting from 6th Street to 9th Street		X	
93	Create a neighborhood park at the SW corner of 9th Street and McKenzie Avenue		X	
54	Explore potential for a floodplain park that includes gathering and play space north of Ascension Sacred Heart Bay Medical Center between 7th Street and 7th Court		X	
56	Restore natural bayou edge and restore the historic bayou channel to slow, filter, and absorb stormwater runoff. Include nature trails and connections to adjacent redevelopment edges.		X	
57	Restore natural bayou edge and renaturalize floodplain in the 7th Street bayou project. Include area for kayak launch and trails		X	
58	Create a floodable park with gathering space north of 14th Street, connecting to adjacent open and natural spaces.		X	
91	Create a floodable park including gathering and play space connecting 7th Street to 7th Court in the hospital district		X	
59	Restore wetland area between E. 6th Street and Lapaloma Terrace and convert upland / edges to useable space that connects to the hospital			X
Note: See Implementation Action Plan (Chapter 7) for a full summary of actions, including those that apply to all neighborhoods, as well as identification of responsible parties and funding sources.				