

CHAPTER 5

Millville

EXISTING CONDITIONS

Millville



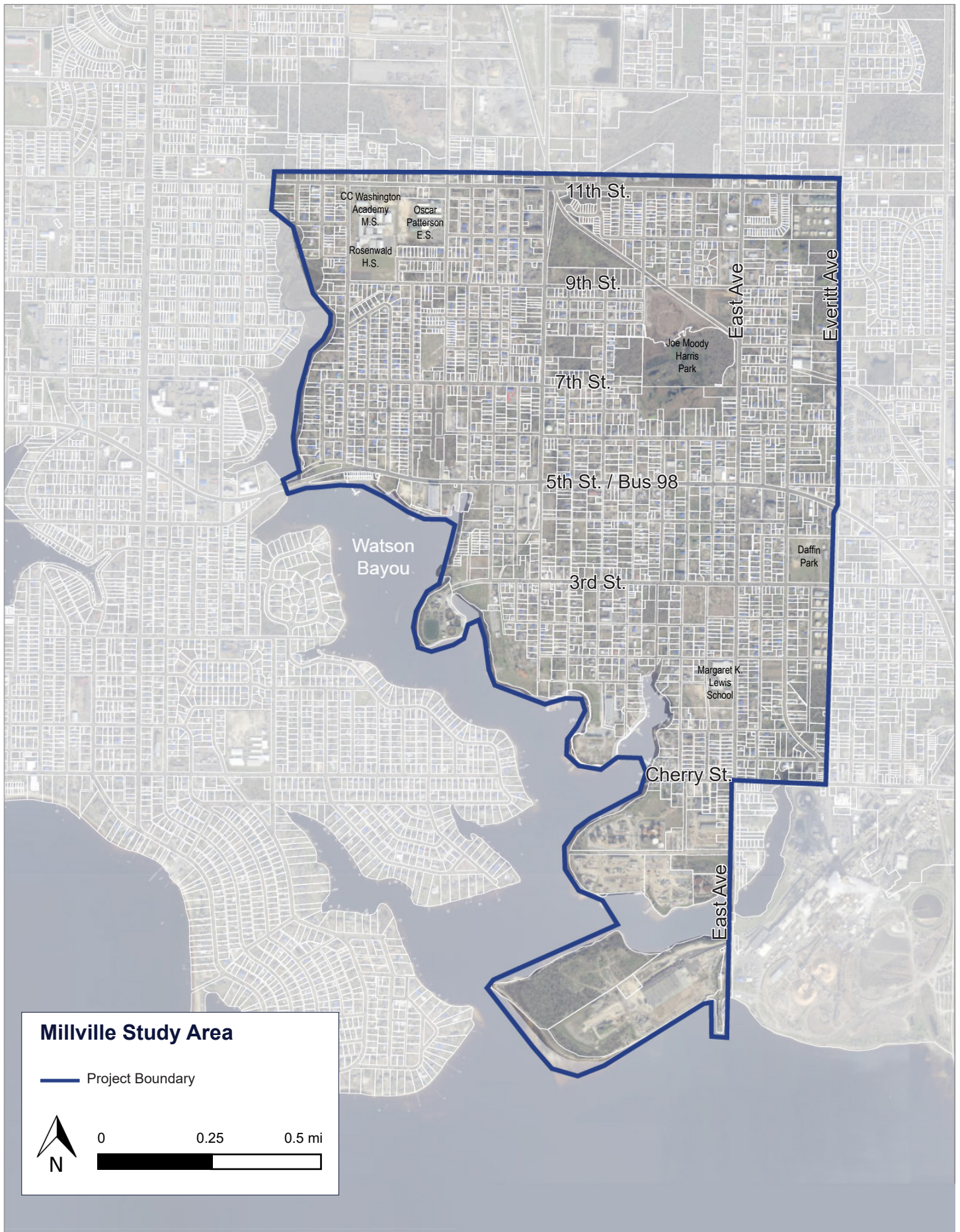
Boat dock over Watson Bayou

A Waterfront Community

Millville, a neighborhood characterized by its historic sawmills and shipyard industries, is an urban neighborhood just outside of Downtown Panama City that maintains a strong connection with its waterfront. Millville is defined by its walkable streets, traditional homes, and tree canopy. The community benefits from having an extensive waterfront along Watson Bayou with access to the water, in addition to its winding shoreline and views. The neighborhood includes a moderate amount of open space and recreational areas, including Joe Moody Harris Park north of Business 98 and Daffin Park south of Business 98. Tributaries from the bayou extend into the neighborhoods, providing natural areas and habitat between homes. Residents frequent downtown Millville's local restaurants and shopfronts in addition to businesses along Business 98. Local schools and places of worship anchor this community and industrial land uses provide nearby job opportunities.



Kayak launch area



Millville Study Area

— Project Boundary



0

0.25

0.5 mi



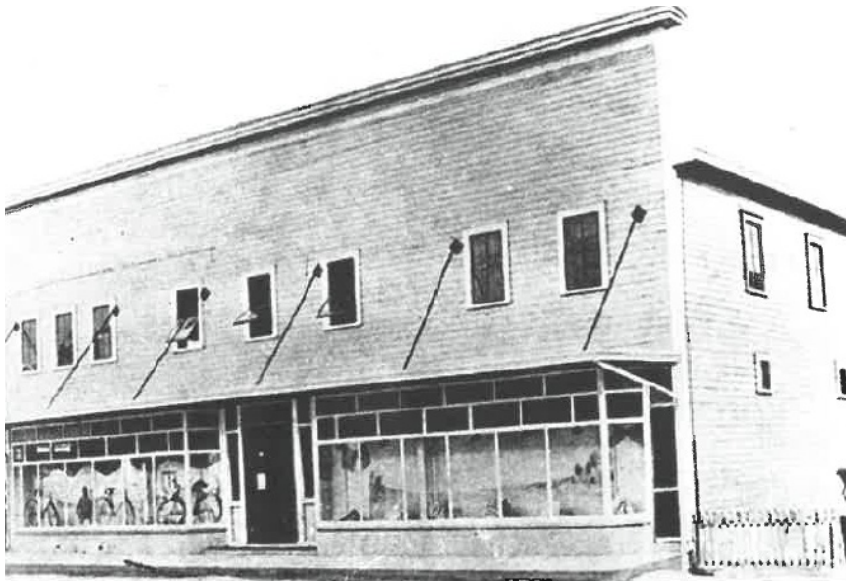
History

Millville's early development began with the lumber interests of Henry Bovis, who surveyed the area of Watson Bayou and its environs. Seeing profitability for a mill, he laid the groundwork for St. Andrews Lumber Company in 1886. The lumber yard attracted workers and their families, and soon Millville became a thriving community with 100 homes, a post office, and a school.

Alongside the lumber industry, Millville grew and became an established shipping port, including docks and warehouses, which flourished around the turn of the century and served the region. The town grew up around the lumber mills and shipyards which beget many commercial outlets centered around 3rd Street. In 1913, Millville was incorporated as a municipality and, in 1926, it consolidated with St. Andrews and Panama City to become part of greater Panama City.



1910 historic photo of 3rd Street



St. Andrews Bay Lumber Yard Co.'s Department Store at the corner of Sherman Avenue and 3rd Street.



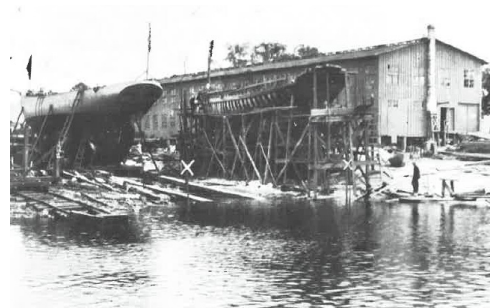
Tarpon Street and 3rd Street



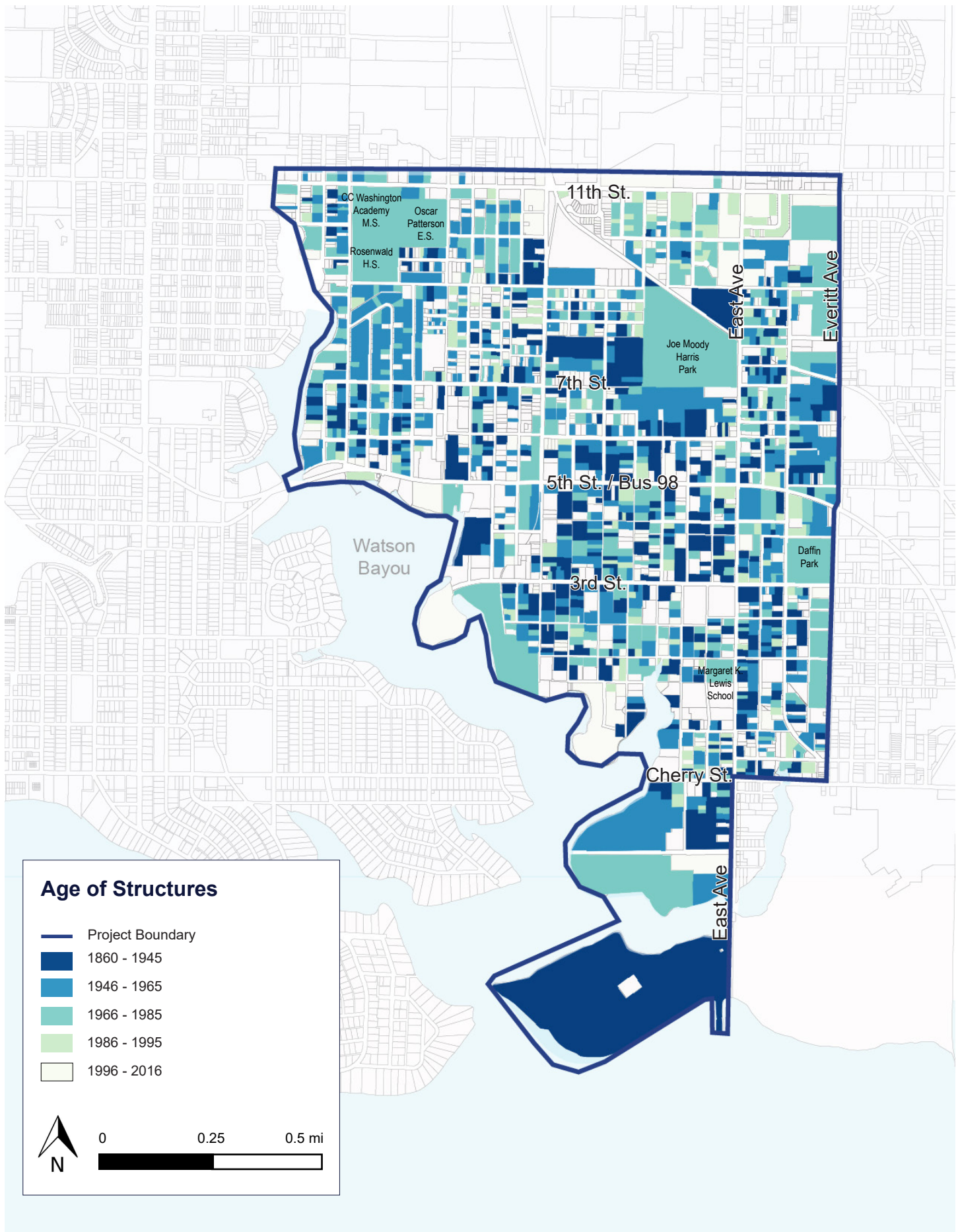
Tempate, first ship at Sherman shipyard, 1920



Moore Lumber Yard Company's Bay Harbor sawmill, in operation from 1912 to 1924.



Sherman shipyard, c. mid-1920's



The success of the lumber business slowly deteriorated with the depletion of the supply of lumber in the region. Currently, industrial and water-related uses still line the waterfront. Companies such as Eastern Shipbuilding and various private marinas provide a number of jobs for the area.

Once a successful mill and port town, Millville reflects its past in its present relationship with the water throughout the built environment. The Millville Cemetery contains the remains of many of the founding entrepreneurs and pioneers that set the initial foundations of the town. Restaurants and businesses continue to thrive in the traditional shopfronts that line 3rd Street in downtown Millville.¹

However, with older structures come maintenance and adaptability concerns. The 2004 Master Plan identified a significant number of deteriorating or dilapidated buildings in Millville that require significant investment for upkeep. According to fieldwork undertaken as part of the Millville Community Redevelopment Plan in 2004, the average age of structures at that time was 56 years of age. Maintaining an older structure and modernizing outdated infrastructure remains a challenge for residents and businesses.

¹ 2004 Community Redevelopment Area Plan



Historic photo of Stephenson Turner House



Stephenson Turner House, post-Hurricane



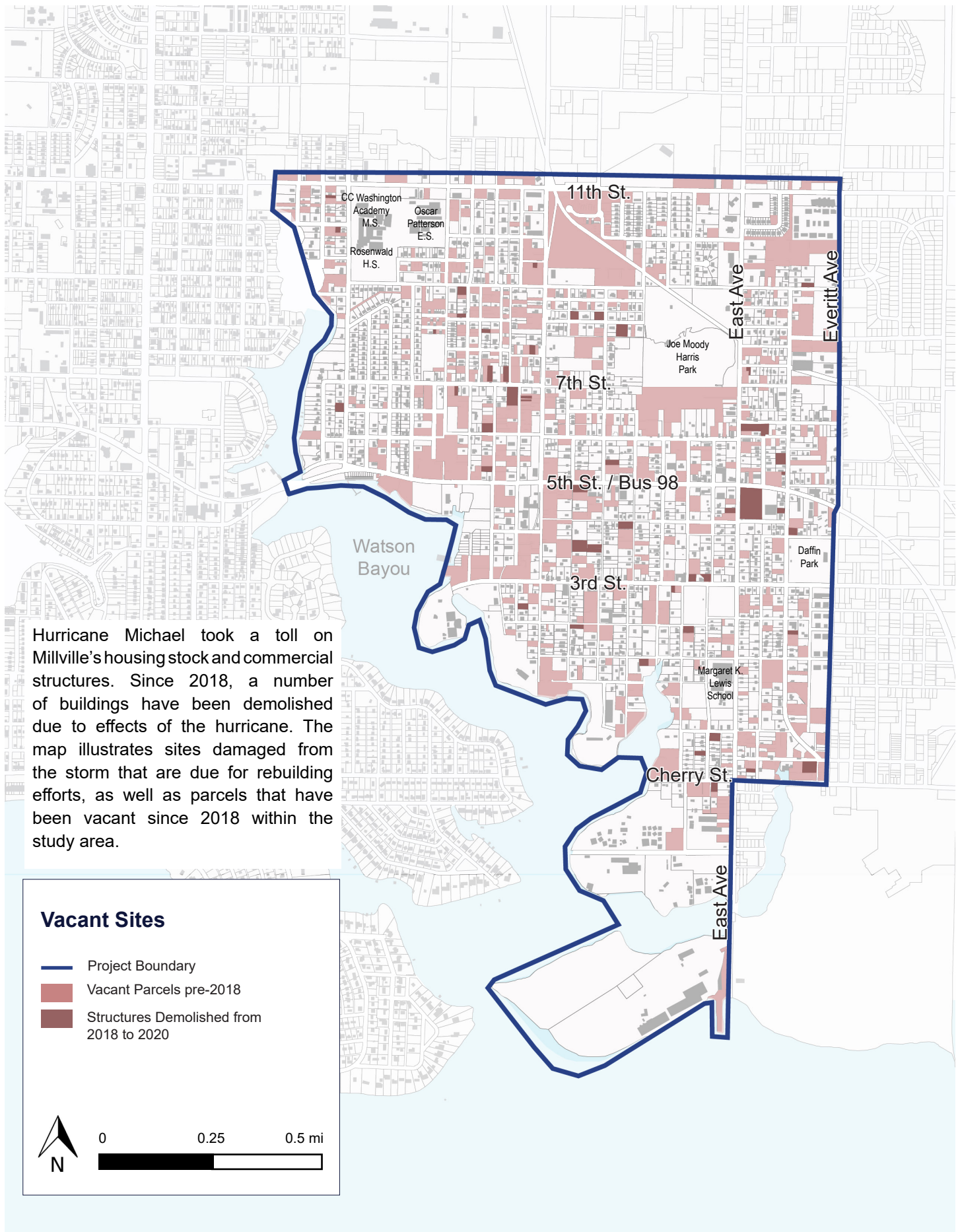
Singletary House, built in 1902



Gene's Oyster Bar, one of the oldest oyster bars in Bay County



Trinity United Methodist Church - 1958 historical photo shown in inset and remaining structure, post-Hurricane Michael



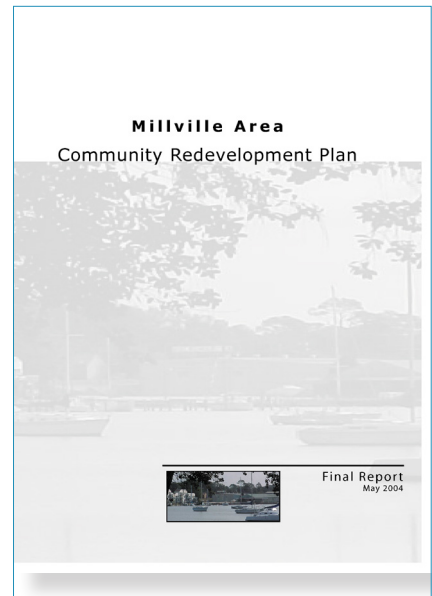
Previous Plans & Studies

Millville Area CRA Plan (2004)

The Community Redevelopment Plan for Millville was conducted in 2004 and includes a number of relevant recommendations to build from and integrate into future studies. The 2004 Concept Plan divides the Millville area into four planning sub-areas based on land use composition, physical characteristics, and function. Sub-areas include Residential Neighborhoods, Business 98 Corridor, Traditional Town Center for downtown Millville, and the Waterfront.

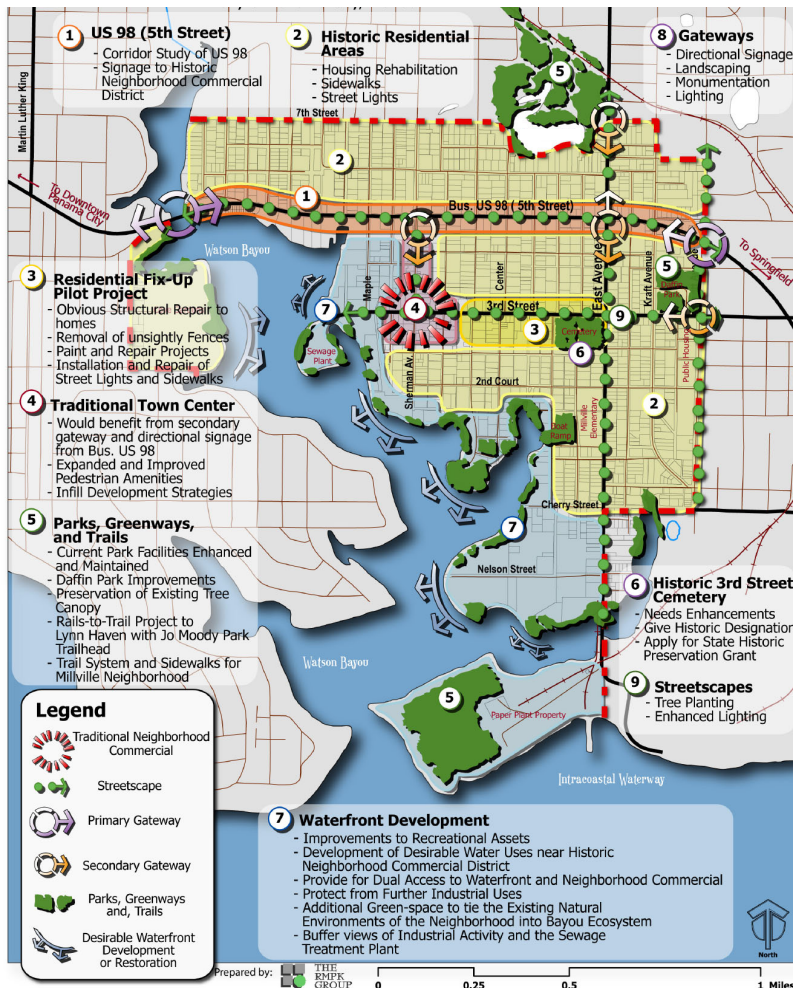
In general, the 2004 Plan identifies the following attributes as key assets to the Millville community:

- Rich history of historic saw mill town
- Large stock of historic homes
- Long winding waterfront edge with views to Watson Bayou
- Extensive tree canopy
- Historic downtown setting in terms of architecture and massing



2004 Millville Area CRA Plan

2004 CRA Concept Plan



2004 CRA Planning Themes

- » *Improve Business 98 corridor with future growth, both economically and aesthetically to attract investment*
- » *Preserve and enhance neighborhood housing, and provide a safe, functional, and aesthetically pleasing environment*
- » *Establish a Historic Neighborhood Commercial District in downtown Millville*
- » *Protect waterfront from heavy industrial uses*
- » *Infill, renovate, and enhance residential areas*
- » *Maximize use of waterfront areas and recreational assets to improve quality of life.*
- » *Create safe, efficient traffic circulation*
- » *Develop the regional trail system and an integrated local pedestrian system*

2006 Corridor Study Key Projects for Millville

- » *Require gateway treatments at Sherman Ave and Business 98*
- » *Enhance streetscape along Sherman Avenue*
- » *Introduce rails-to-trails linear park along former lumber yard railroad spur*
- » *Calm traffic along 3rd Street*
- » *Install boardwalk and trail system along Millville's waterfront*
- » *Reduce Business 98 to 3 lanes*
- » *Manage access to and from neighborhoods from Bay Avenue to Cactus Avenue*
- » *Redesign East Avenue*
- » *Create Waterfront Park*
- » *Re-align 4th Street*
- » *Require alleyway access to rear parking*

Overall, core concerns needing to be addressed include:

- Physical condition of surrounding commercial corridors and lack of gateway into community
- Structural deterioration of several key areas in the neighborhood
- Balancing the maintenance and preservation of neighborhoods with appropriate new construction
- Retrofitting infrastructure
- Addressing deteriorating structural conditions
- Providing environmental cleanup
- Supporting historic preservation efforts
- Extensive commercial corridor improvements

US Business 98 Heritage & Cultural Corridor Study (2006)

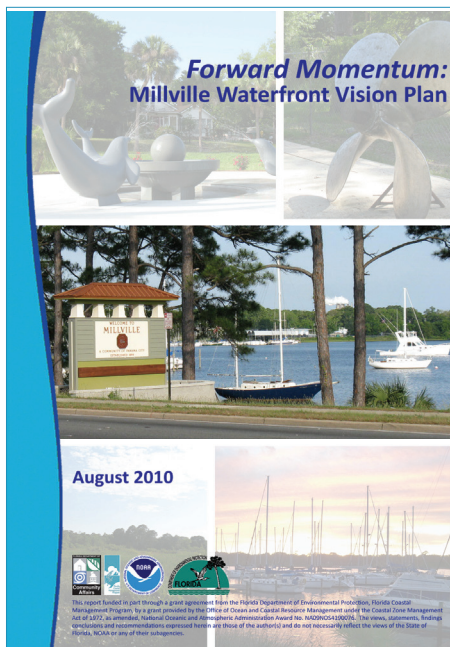
This plan called for a more walkable, attractive, and economically vibrant corridor linking Greater Panama City neighborhoods. The study identified key project recommendations for Millville with the aim of enhancing access to water and parks, capitalizing on existing character and identity, increasing multi-modal opportunities, creating pedestrian-oriented destinations, walkable districts, and streets, and creating a city-wide network of destinations.

Millville Waterfront Vision Plan (2010)

The Millville Waterfront Vision Plan was adopted as a result of revitalization efforts to promote the waterfront with assistance from the Waterfronts Florida Program. The program designates a program manager and provides technical and financial assistance to oversee waterfront revitalization efforts. At the heart of this plan is promoting access to the Millville waterfront for economic, recreational, quality of life, and aesthetic purposes. The Plan identified a number of recommended programs and projects to implement along Millville's waterfront and sets the stage for future efforts.

During preliminary stakeholder interviews as part of this vision plan, challenges and opportunities identified to date include the following:

- Presence of industrial property blocking views and use of the waterfront
- Perception of industrial uses, including aesthetic quality and prevailing odors
- Uninviting physical condition and lack of sense of place along Business 98
- Challenges to property redevelopment due to zoning constraints such as meeting stormwater and parking requirements
- Outdated infrastructure not enticing for new development within Downtown Millville.



2010 Millville Waterfront Vision Plan

Neighborhood Form

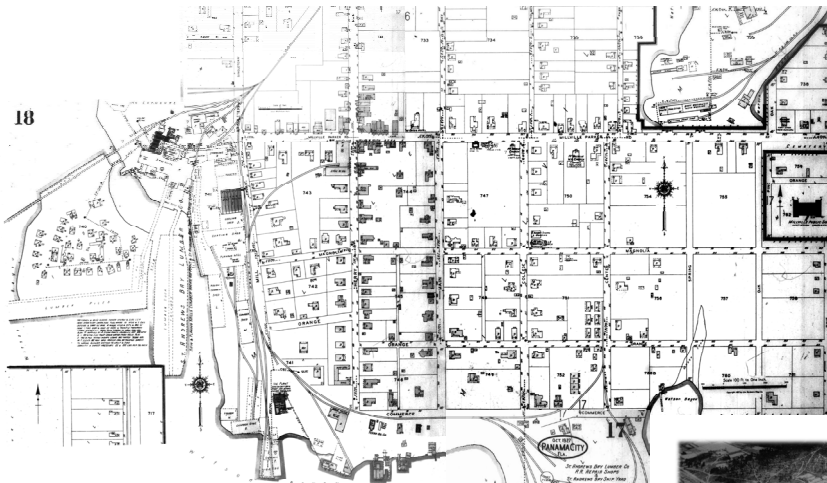
Millville is made up of smaller neighborhoods that are connected through a tight network of streets. Blocks are short and walkable with a few exceptions of some longer blocks where natural features occur.

Downtown Millville is the heart of the area with businesses flanking 3rd Street. The commercial area is located walking distance to the waterfront, which once had a bustling shipyard and lumberyard. The small structures have been used by businesses for decades and the concentration of shopfronts help create a destination. Many residences are within walking distance of this historic row of businesses and to the nearby water's edge.

Along Business 98, commercial buildings are larger and support motorists that travel along this route. However, these buildings lack cohesion in setback and building form. Lots are shallow and within walking distance to residents on either side of Business 98.

Another area of concentrated activity is close to the intersection of 3rd Street and East Avenue, where Margaret K. Lewis School is present. Water access, small neighborhood parks, and nearby jobs give this area potential for new infill housing and development.

In general, the residential portions consist of housing that is predominately detached with shallow setbacks from the street. There are some segments of blocks that appear empty due to vacant parcels or because of damage received from Hurricane Michael. A few parks exist within Millville and provide open space for residents. Joe Moody Harris Park is the largest park to the north and contains natural features with wetlands. Daffin Park and Kraft Field are to the south and offer areas for recreation. Bob George, Whittington, and the Millville Waterfront offer community access to the water. Residents could benefit from additional access to the waterfront, because industrial uses occupy a majority of space along the waterfront.



This re-creation of a 1927 Sanborn Insurance Map shows the relationship of Downtown Millville and the former shipyard and lumberyard to the south. (Courtesy of Michael Templin and Bay County Library)



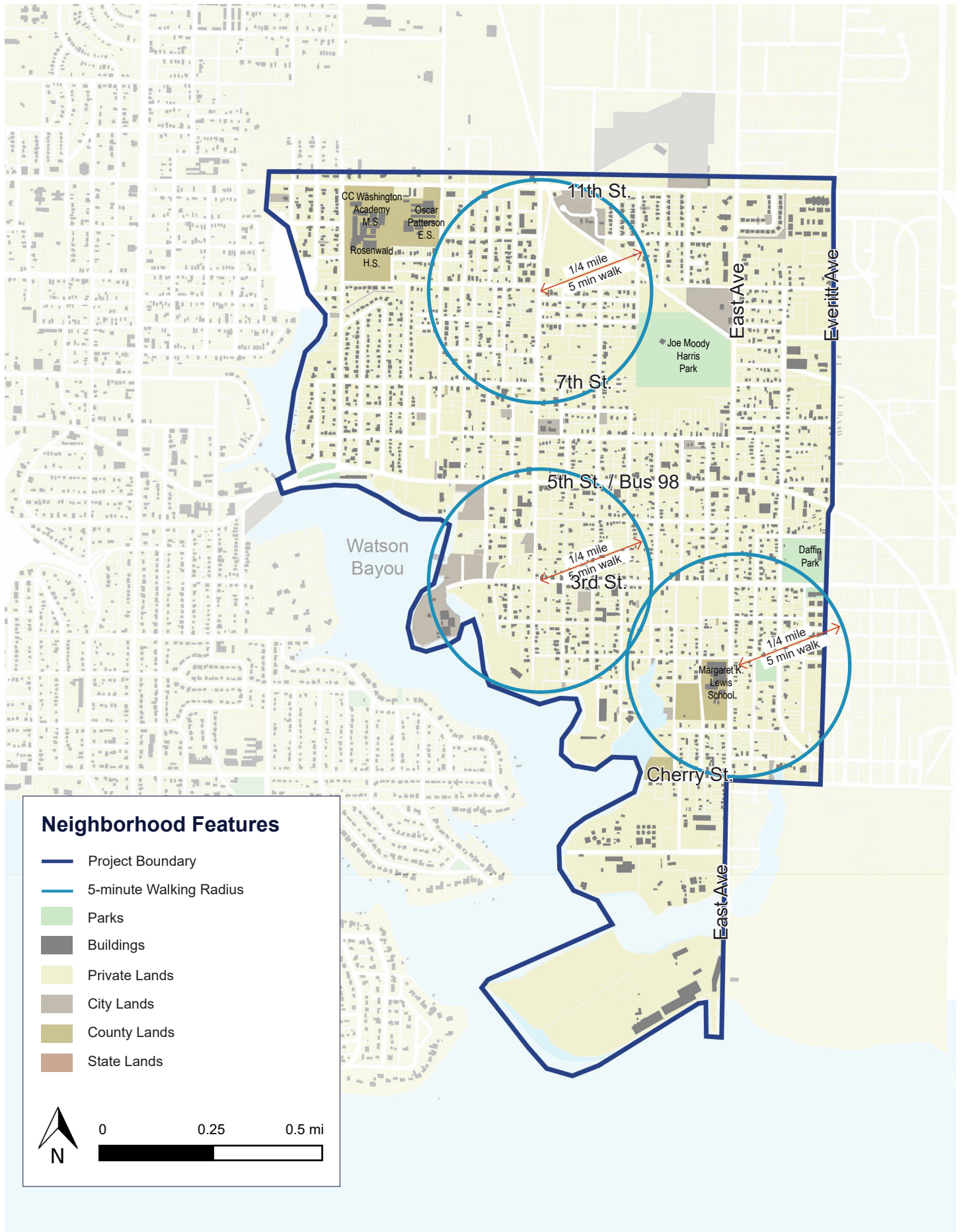
Walkable shopfronts in Downtown Millville along 3rd Street.



3rd Street in downtown Millville is frequently used by Millville residents for festivities.

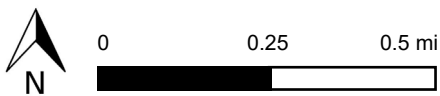


Traditional house in Millville



Neighborhood Features

- Project Boundary
- 5-minute Walking Radius
- Parks
- Buildings
- Private Lands
- City Lands
- County Lands
- State Lands



Existing Zoning & Future Land Use

The maps to the right indicate existing zoning and future land use designations within Millville. The area generally consists of industrial, commercial, residential, mixed-use, and city-owned lands. A large portion of land, roughly 34% of the study area, is zoned as industrial. This includes much of the area fronting Watson Bayou along the western and southern edge of Millville, namely the Amerigas Company, City Sewage Treatment Plant, and Eastern Shipbuilding Company sites.

Commercial zoned parcels line Business 98 (5th Street) and with property depths extending up to a half block on either side, forming an edge along the neighborhoods to the north and south. Properties along Sherman Avenue and in Downtown Millville along 3rd Avenue are also zoned Downtown District, which offers mixed use and commercial uses off Business 98 within the neighborhood. A small segment of Cherry Street contains commercially zoned property, and this segment continues into the neighboring Springfield community. In total, commercially zoned property comprises approximately 14%

of the total acreage of the Millville study area.

Most of the zoning within the Millville neighborhood area is mixed-use residential zoning, which allows a medium to high density of residential in combination with professional offices, educational institutions, and low-intensity, neighborhood friendly commercial uses. A small portion of land is zoned residential low density to protect the type of existing single-family development and character present. This area comprises roughly 10 blocks between 7th Street and Business 98 (5th Street) in the northern part of the study area. A few parcels are owned by the City and zoned Public / Institutional or Recreational. These include Millville Elementary, the wastewater treatment facility on Watson Bayou, Daffin Park, Joe Moody Harris Park, and Bob George Park.

Future Land Use calls for mixed use residential areas within neighborhoods, which offer opportunity for additional development on infill sites, underutilized property, and vacant parcels.

District		Maximum					Minimum				
		Density - Dwelling Unit	Lot Coverage	Building Height	Floor Area Ratio		Site Area (new lots)	Lot Width	Setbacks		
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'
MDTD		25.0/ac	100%	60'	5.0		-	-	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'
HI		N/A	80%	None			-	-	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'

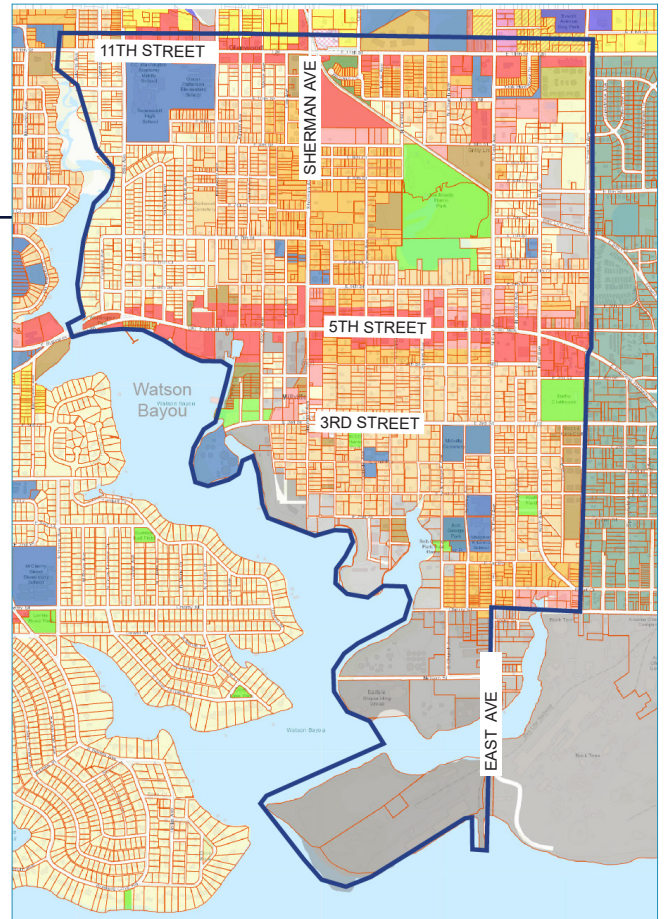
a. MU-1 District has the same requirements.

b. 20' from road on corner lots.

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

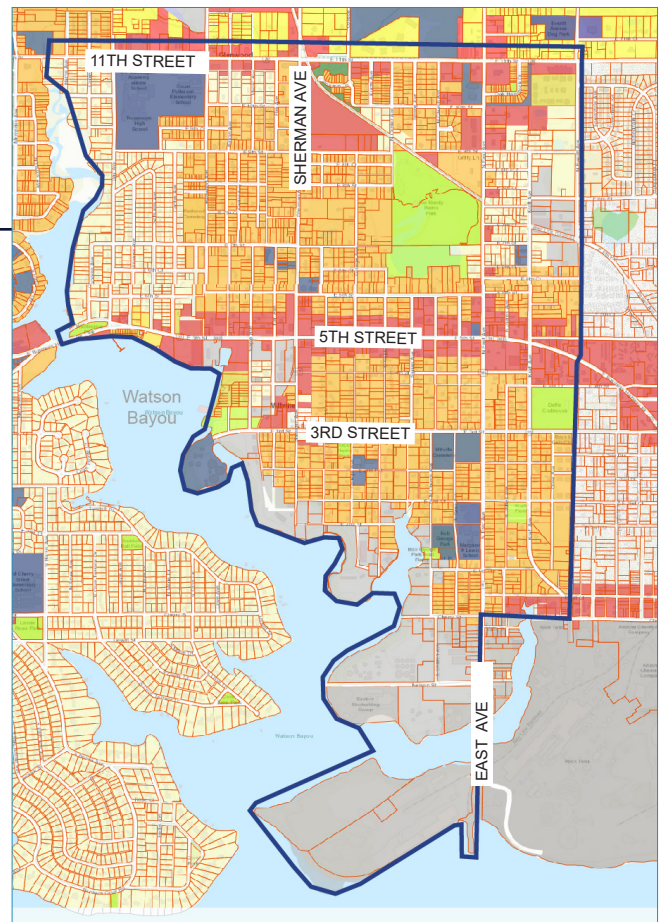
Existing Zoning

- 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 (MDTD)
- 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



Market Findings

Dating from the late 1800's, Millville developed with close ties to St. Andrews Bay and the industry it has engendered. Timber stands to the north supported the St. Andrew Bay Lumber Company mill that operated until it burnt down in 1906. It was replaced by a paper mill in Parker outside the Panama City limits. More recently, the mill has shifted to containerboard and pulp, taking advantage of local timber resources. Eastern Shipbuilding has established a second shipyard on Watson Bayou. The Port of Panama City also has new facilities in Millville on 40 acres purchased from the paper mill. For many years, AmeriGas operated storage facilities on the bayou, and the City has a major wastewater treatment plant located on a peninsula at the end of 3rd Street. With the focus of industry along the waterfront, Millville residents have had limited access to Watson Bayou except by boat.

Millville has an estimated 4,212 residents in 1,652 households in 2019 following Hurricane Michael, 1.9 percent lower than in 2010. The hurricane destroyed many homes and tore out a good portion of the lush tree canopy. The community's population is racially mixed with 40 percent White and 51 percent African American or Black residents. Many families have been in Millville for generations. With a median age of 36.9 years, the neighborhood's population is somewhat younger than the city households (median of 41.2). Twenty-eight percent of the area's residents are under the age of 20, and just under 16 percent of residents are aged 65 or over as compared with 20 percent in Panama City as a whole. Among residents 25 years or older, 71 percent have a high school diploma or less schooling while six percent have at least a Bachelor's degree, reflecting the area's working-class roots.

Millville households had a median income of \$35,331 in 2019, equivalent to 84 percent of the city median and 66 percent of the Bay County median. Among employed residents, 30 percent work in blue-collar jobs as compared with 23 and 21 percent of city and county residents, respectively. In 2019, 12.9 percent were reported to be unemployed as compared with 6.4 percent of Panama City residents and 4.4 percent of Bay County residents. Just under one-quarter of Millville households have no access to the Internet.

A number of community features that honor Millville's extensive history deserve preservation, including historic houses, churches, commercial structures and the Millville Cemetery.

Millville Neighborhood Profile

4,212

2019 POPULATION



AVERAGE HOUSEHOLD SIZE



1,652

2019 HOUSEHOLDS

\$35,331

2019 MEDIAN HOUSEHOLD INCOME

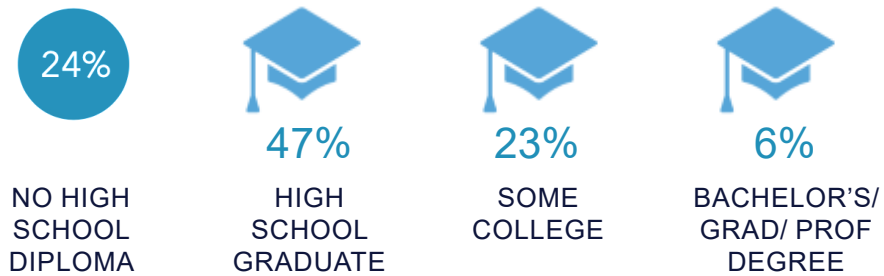
-0%

2010-19 POPULATION:
ANNUAL GROWTH RATE

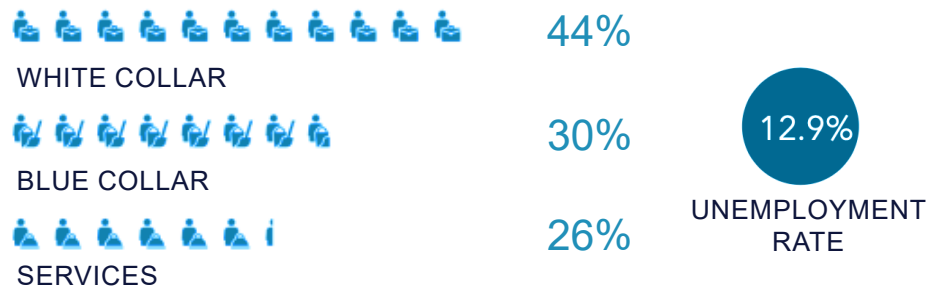


MEDIAN AGE

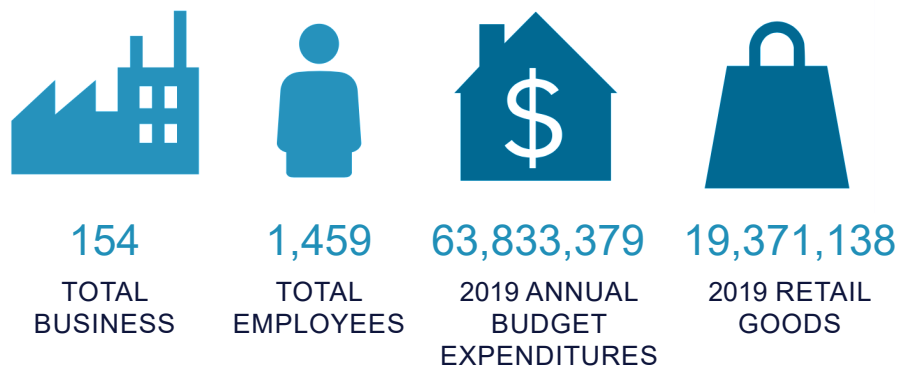
Education



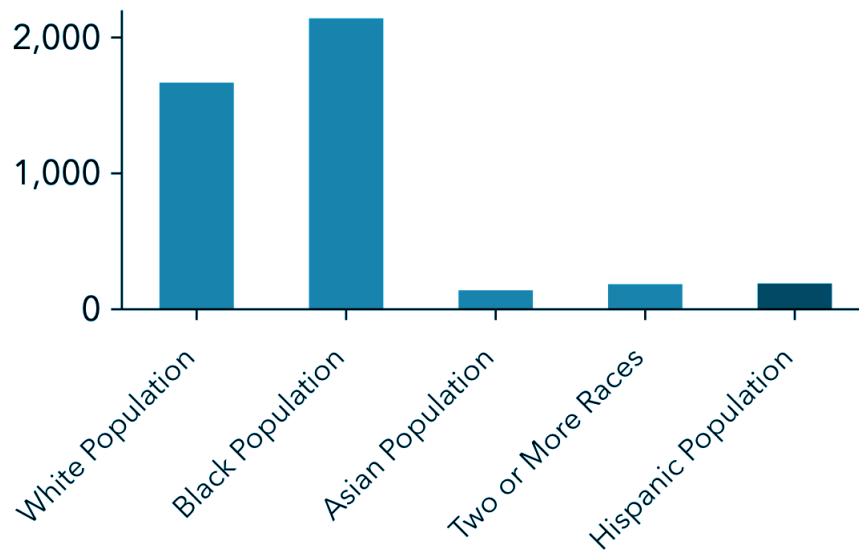
Employment



Business



2019 Race and Hispanic Origin



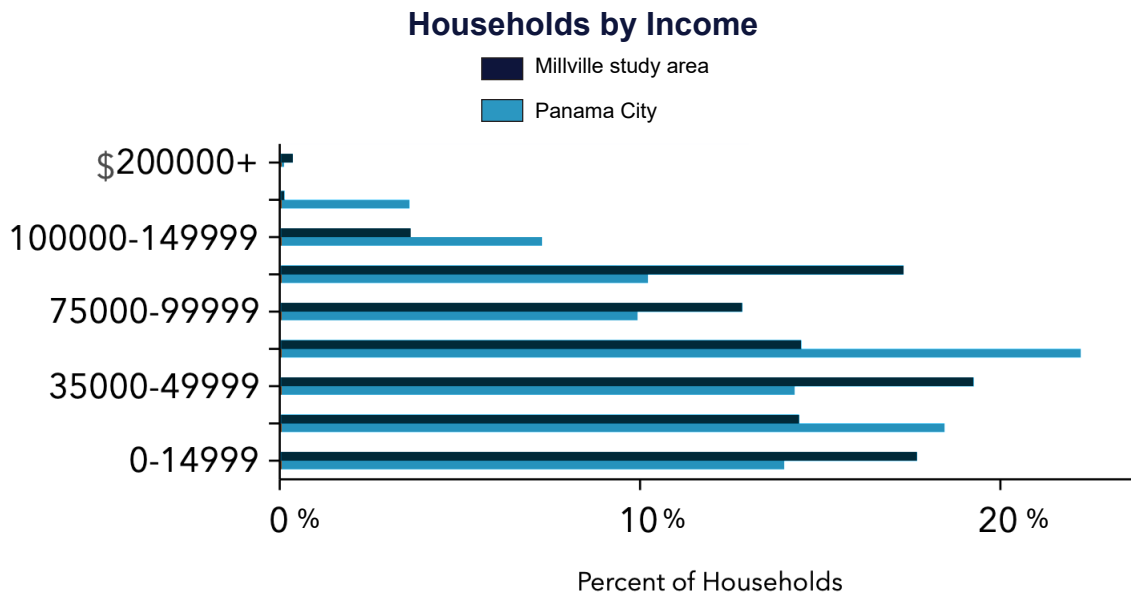
The community combines several distinctive historic homes as well as more modest shotgun houses and cottages, some of which are in poor condition. Sixty-three percent of the housing is in single-family detached houses with four percent mobile homes. Fifty-four percent of the housing was built before 1960 with a median year built of 1957. Fewer than 140 units have been built since 1990. Vacancies are estimated at 17 percent, of which a small share are held for seasonal use by households whose primary residences are elsewhere. Fifty-one percent of Millville households own their homes, down from 55 percent in 2010. Henry Kirkland Garden Apartments with 110 units on the eastern edge of the neighborhood at 3rd Street and Everitt Avenue are owned and operated by the Panama City Housing Authority. They represent almost all of Millville's multi-family housing. Heirs properties, which is a legal term for property owned by two or more individuals, often with a common ancestor that has died without a will, are a significant issue inhibiting rebuilding.

Formerly very active, Millville's industrial uses shrank in recent decades. That situation will change shortly. Eastern Shipbuilding was awarded a major contract for Coast Guard Offshore Patrol Cutters before Hurricane

Michael. The contract was modified after the hurricane to provide for an initial order of four ships, which will be followed by a re-bidding of the second-phase order of 10 to 15 additional vessels. New facilities are under construction now, and Eastern Shipbuilding will be hiring 2,000 new workers next year to begin fabrication. Meeting that hiring goal will require attracting new workers to the region and training local workers to perform the new jobs. That influx suggests a near-term opportunity for new worker housing. Ideally, some of that housing could be focused in Millville, allowing workers to walk or bike to work and helping Millville to rebuild its population. Acquisition and assembly of sites, clearing title where necessary, could prepare Millville sites for a public/private partnership to support construction of new housing for shipyard employees.

New housing in a revitalized Millville might also draw some of the military and civilian workers expected to staff Tyndall Air Force Base once reconstruction is completed and three F-35 Fighter Jet squadrons are transferred there.

The City is in the process of acquiring six acres of land formerly owned by AmeriGas south of the existing park



site on 3rd Street west of Maple Avenue. Combined with the existing parkland, that represents a major parcel of publicly accessible waterfront land. There is also the potential for an eventual expansion following relocation of the wastewater treatment plant. The City has not had an opportunity for such a large public open space on the water, creating the potential for a major public amenity that would serve both Millville residents and other regional residents as well. New boating, kayaking and fishing amenities also could be developed in conjunction with a waterfront trail linking back to The Cove neighborhood and Downtown.

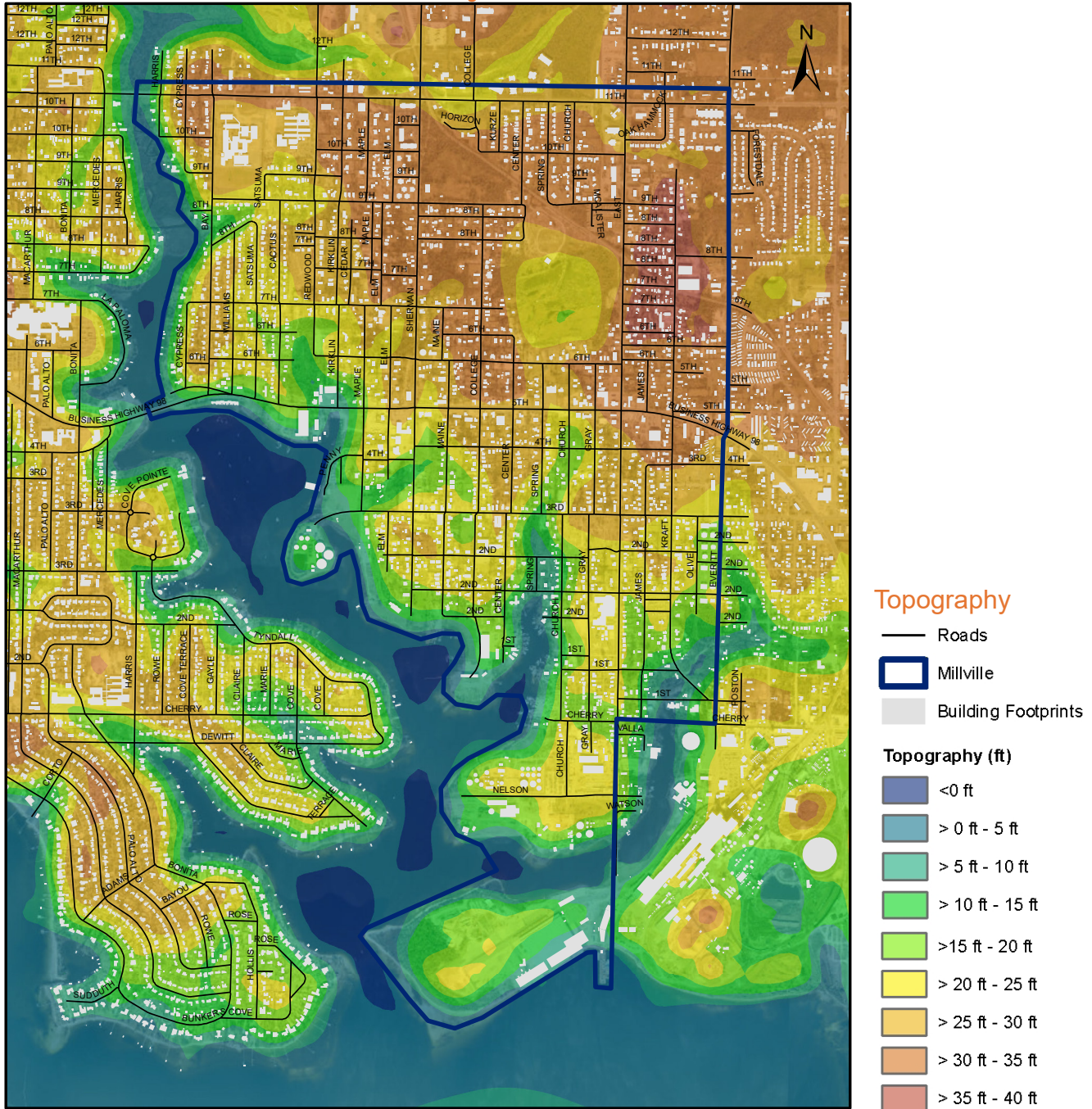
The City owns land at Snug Harbor on Watson Bayou just south of Business 98. The site is planned for an expanded boat ramp facility with associated boat trailer parking. Millville's commercial facilities are quite limited with six historic buildings and a new structure along two blocks of 3rd Street east of Sherman Avenue. A local oyster bar and a restaurant attract patrons from around the area. The long-time Boyette & Casey Hardware store closed recently and was sold to a contractor. Third Street's location off major thoroughfares in the heart of a low-density neighborhood suggests limited opportunity

for additional retail operations except perhaps restaurants that could serve the expanding workforce. Better options exist along Business 98; however, those also have limited retail potential by virtue of the low density of surrounding population, the corridor's appearance and the clusters of competitive retail further east on U.S. 98 / Route 30A. The corridor may be more attractive to Tyndall contractors.

The Community Redevelopment Agency is working to bring a bi-weekly farmers market to the waterfront park to help improve access to fresh produce in an area described as a food desert, where residents have limited access to affordable and nutritious food. Over the longer term, the development of a major park facility could attract new patrons, supporting food trucks and other temporal offerings.

Much could be done to improve the unsightly appearance of many of the industrial and commercial properties that line Business 98, creating a better gateway for the city and for Millville.

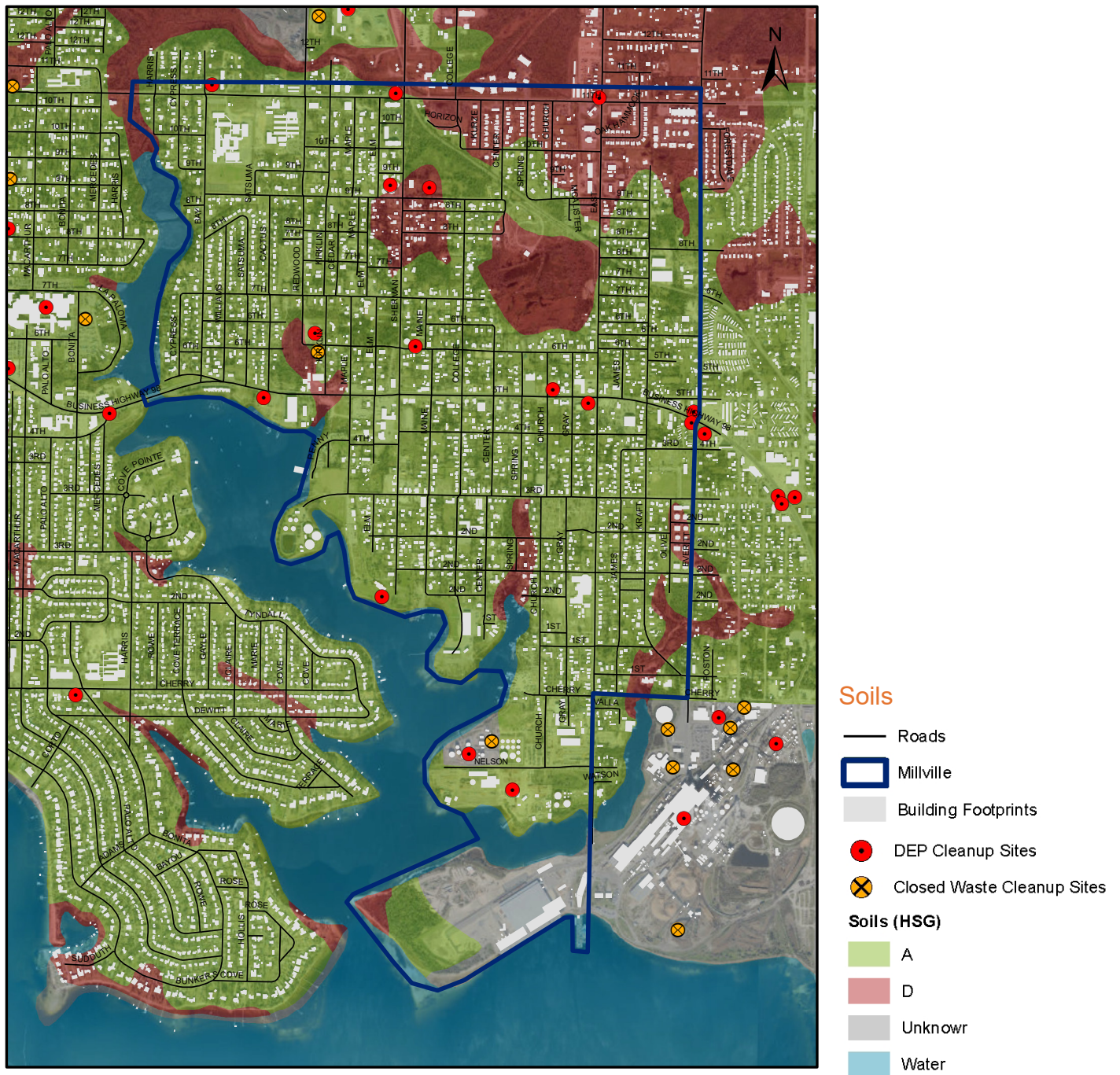
Environmental Analysis



Topography & Drainage

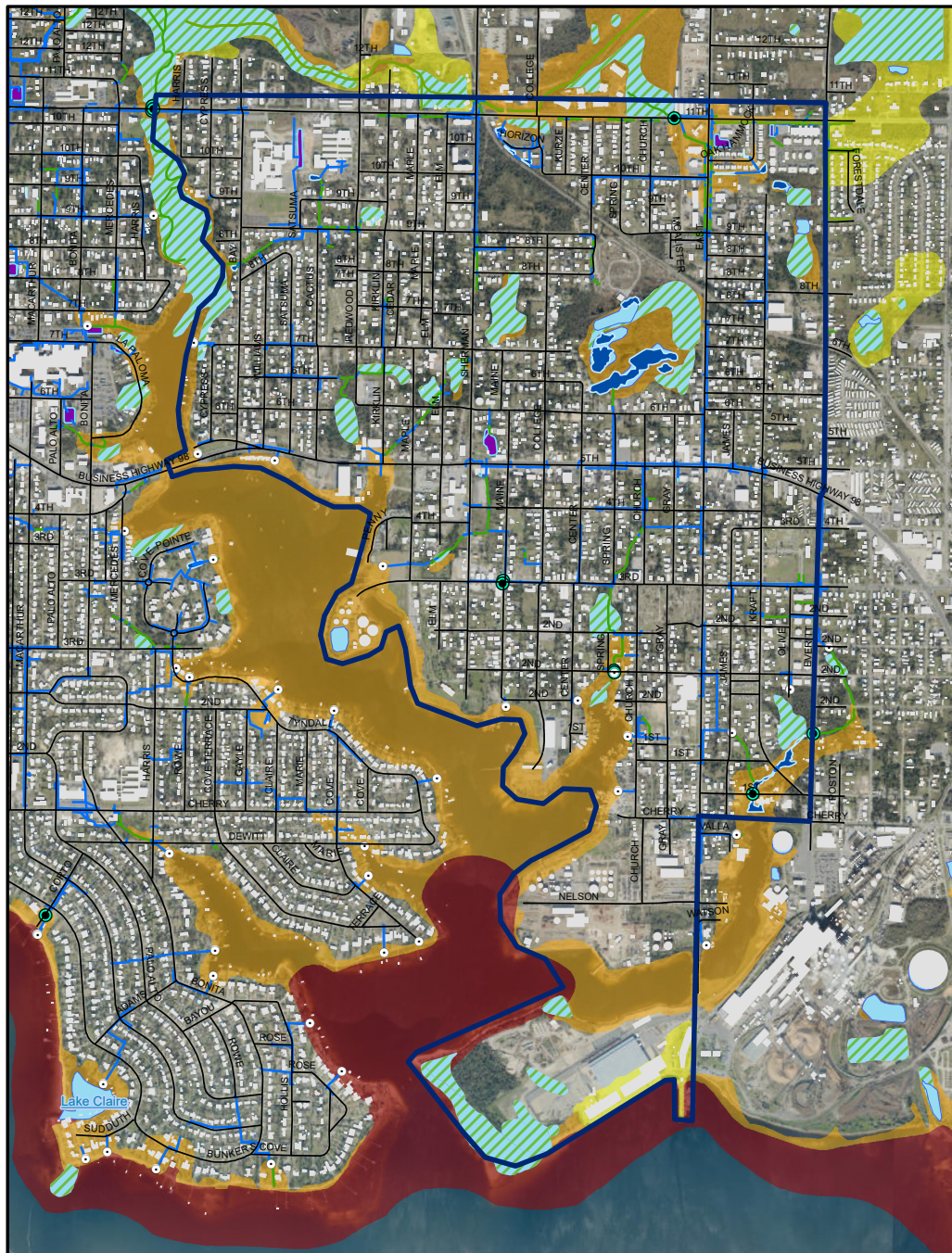
Millville generally slopes from northeast to southwest toward Watson Bayou, with several natural depressions forming the drainage channels and ridges of the neighborhood. Runoff is directed into low-lying bayou extensions, such as those near Millville Waterfront Park and east of N Center Avenue. There are existing wetlands scattered amongst the existing residential neighborhood in the area of Kirklin Avenue and Sherman

Avenue, toward Joe Moody Harris Park. It is likely that this entire system was once connected and has been filled in by development over time.



Soils

Similar to Glenwood, soil mapping for Millville indicates the potential for absorbing water within the higher, better-draining areas before runoff reaches the bayou extensions or wetlands. The areas depicted in green are more likely to absorb rainwater and replenish ground water.

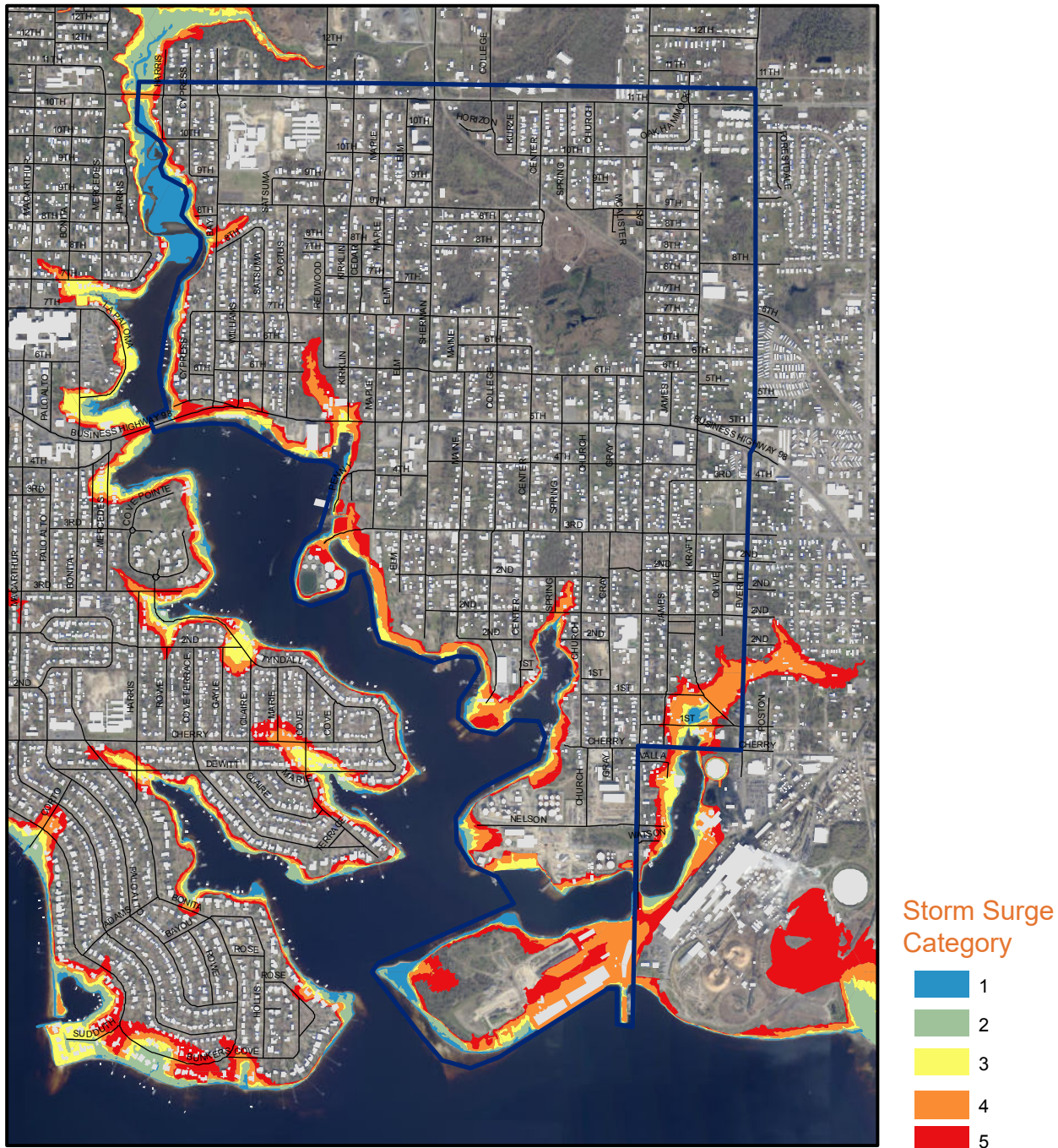


Stormwater & Green Infrastructure

Stakeholders noted opportunities for stormwater and ecological enhancements at Millville Waterfront Park and surrounding parcels. Plans are being developed for improvements at the park, and Eastern Shipbuilding is funding a marsh and living shoreline restoration to the south (west of Maine Avenue and E 2nd Street). To the east, a drainage ditch carries flow from the closed drainage system through degraded wetlands on City-owned parcels on Sherman Avenue. Adjacent parcels, around the wetland at end of Elm Avenue, are privately owned (primarily by L & R Contracting). There may be an

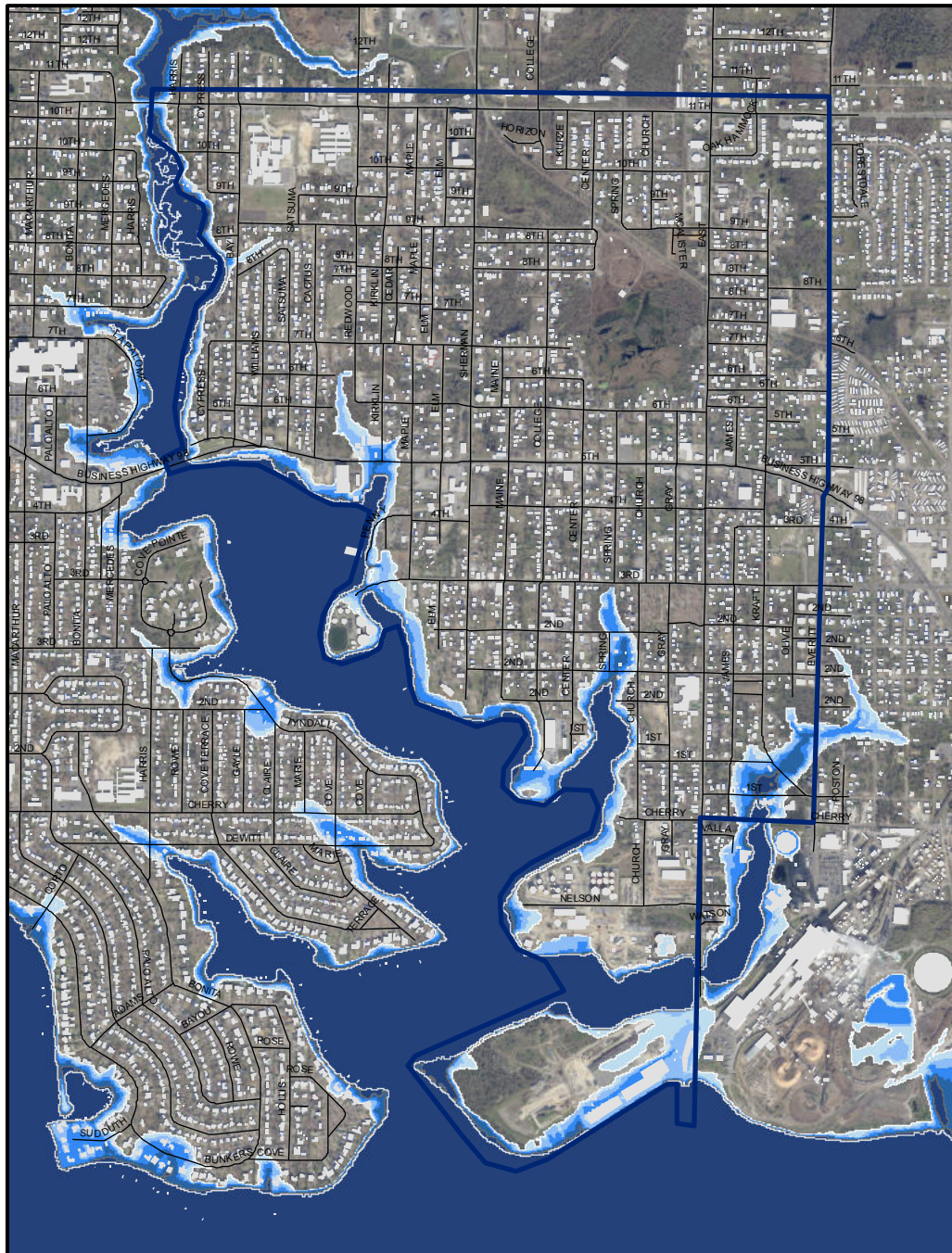
opportunity to widen and enhance the ditch/depressions within the City-owned parcels to provide water quality treatment, flood storage, and community amenities.

Relocating the Millville Wastewater Treatment Plant may also present an opportunity to transform that peninsula into a community amenity. Stakeholders have expressed an interest in creating an ecological park with waterfront access as an extension of Millville Waterfront Park. The City is also planning to restore wetlands at Joe Moody Harris Park.



Storm Surge Flooding

As with Glenwood, storm surge in Millville primarily threatens narrow strips along and extending from Watson Bayou. Structures and access roads for Millville Wastewater Treatment Facility and portions of the Eastern Ship Building and Gulf Terminal Corporation properties are vulnerable to storm surge for Category 4 and 5 hurricanes.

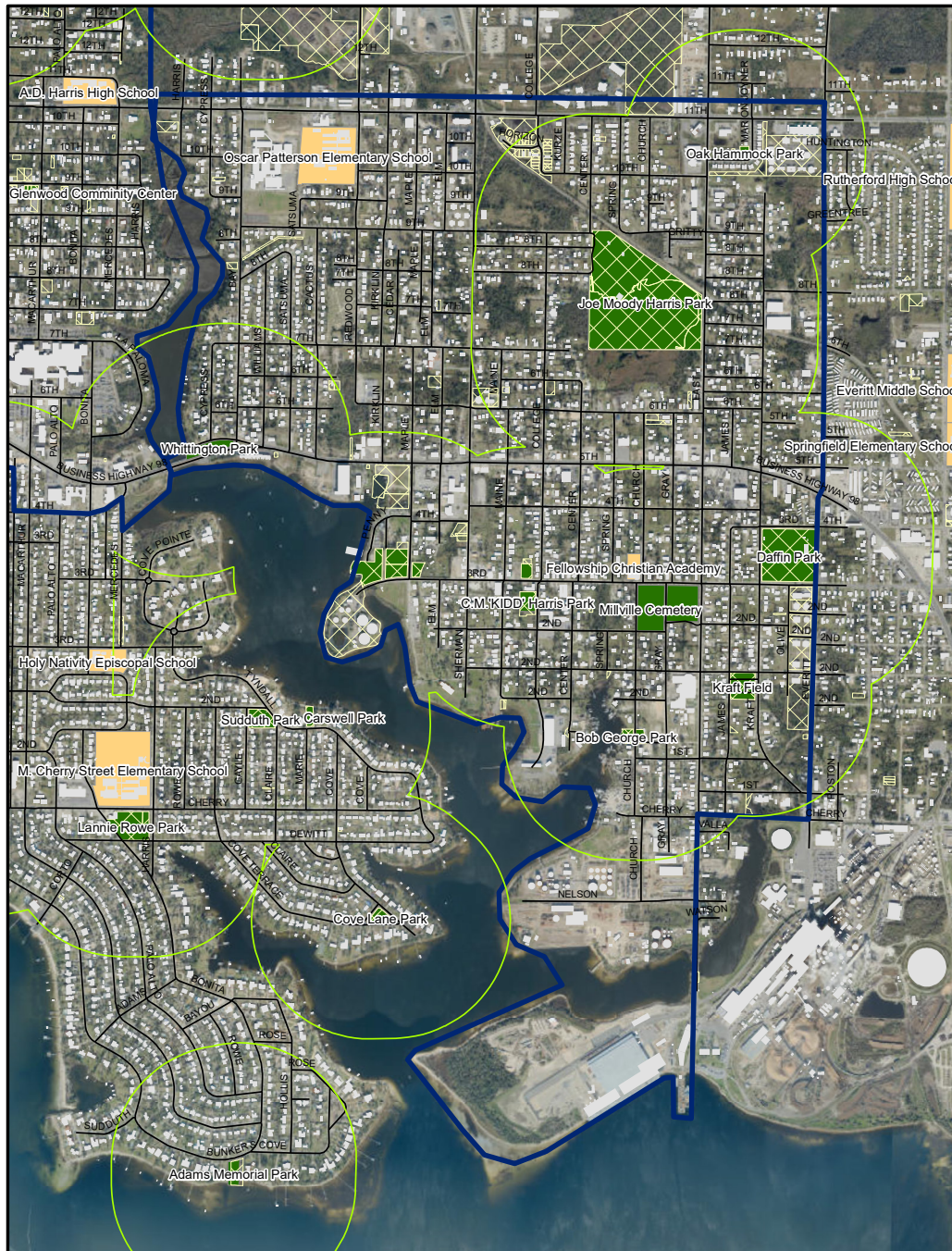


Tidal Inundation with Sea Level Rise



Sea Level Rise

Areas vulnerable to high-tide flooding closely match the areas vulnerable to storm surge, including structures within low-lying areas of historical bayou influence, as well as Millville Wastewater Treatment Plant, Eastern Ship Building, and Gulf Terminal Corporation properties. Unlike storm surge, which presents near-term but infrequent risks, sea level rise may cause daily flooding in these areas toward the end of the century.



Open Space

- Roads
- ▭ Millville
- Building Footprints
- 1/4 Mile Parks Walkability
- Schools
- City-owned Parcels
- Parks

Open Space

A large portion of the Millville community has access to some type of public green space within a 5-minute walk. The area most underserved is in the northwest corner of the neighborhood near Rosenwald High School. Many of the existing open space resources need repair and upgrades. Like other areas of Panama City, major concerns expressed for open space include the need for more green space, community events / programming, opportunities for recreation, connectivity, and safety.

Millville Waterfront Park is transitioning from its use for recovery staging, and plans are underway to improve the park including fixing the kayak launch and pier. Possibility exists to expand the park in the future if the Millville Wastewater Treatment Plant is relocated.

Daffin Park and Kraft Field provide recreational opportunities but are designed as baseball fields which may be a mismatch with current community preferences for open field sports such as football and soccer.

Open Space (continued)

C.M. 'Kidd' Harris Park provides open, passive green space and can host small gatherings, but does not provide extensive opportunity for recreation.

Bob George Park and Millville Waterfront Park both provide access to the water; however, needs have been raised regarding boat trailer parking and storage.

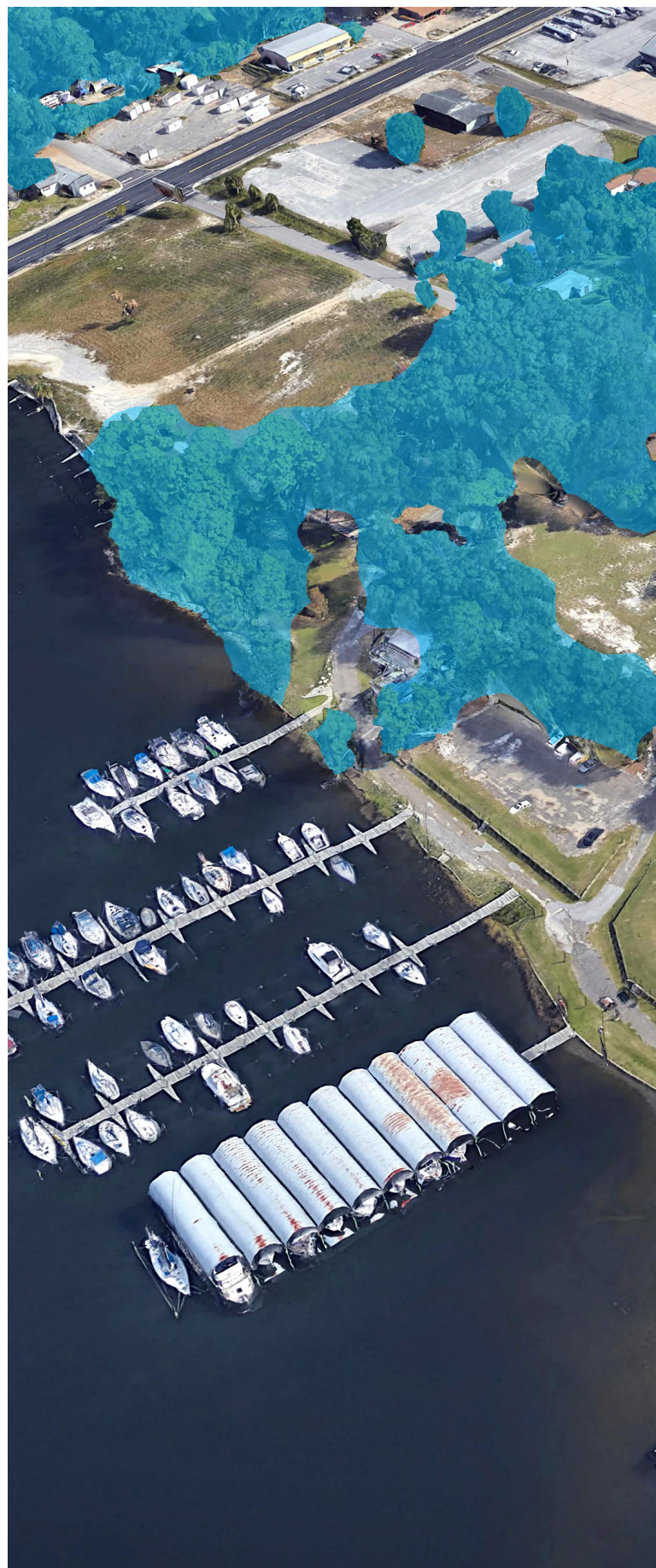
Whittingham Park, located at a gateway entrance to Millville from downtown, includes a welcome sign and a small sculpture. Due to its location and design, the space is not especially welcoming by foot or bicycle.

Joe Moody Harris Park is one of the larger parks within Panama City and includes an extensive wetland system. Prior to Hurricane Michael, the park had a boardwalk system, small pavilions, workout equipment, a disc golf course, and a small playground.

Canopy Cover

Like in all other parts of the city, the Millville tree canopy was greatly impacted by Hurricane Michael and numerous trees were destroyed during the storm. Prior to the hurricane, there were already large areas that were lacking shade and the many other benefits provided by trees. The largest gaps were along 5th Street near the commercial corridor, near the major industrial activities in the south, and near many of the parks including Daffin Park, Bob George Park, and Millville Waterfront Park. Areas that had denser canopy coverage were associated with wetlands and other natural systems.

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



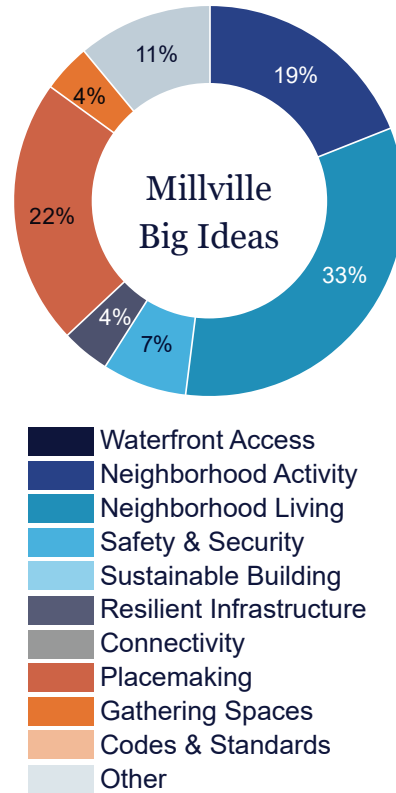


COMMUNITY IDEAS

The Millville Input Session was held on June 16, 2020 with 88 attendees joining representatives from the City and planning team virtually via Zoom. A summary of the most often heard Big Ideas from community participants is below. The ideas were also categorized according to the 10 Cornerstone Ideas in the Downtown Plan to show top areas of interest (at right). For Millville the ideas mentioned most often included “Housing / Neighborhood Living” (33%); “Placemaking” (22%); and “Neighborhood Activity” (19%).

During the Millville Virtual Input Session, participants were asked about what is needed in Millville. Comments and suggestions were placed on a map through a group exercise. Following the meeting, the DK&P team created a Synthesis Map to begin compiling ideas discussed and marking locations identified as opportunities, such as neighborhood centers, water access, and an opportunity for a signature waterfront park.

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



Summary of the 3 Big Ideas

GROUP 1:

- » Continuity - St. Andrews, Downtown, Pine Orchard
- » Emergency preparedness, sidewalks, lighting
- » Infrastructure, connectivity

GROUP 2:

- » Housing (knock-down & rebuilds, new affordable housing, infill)
- » Improving infrastructure (sidewalks, bury utilities, improve capacity, street lights)
- » More shopping (including grocery stores)

GROUP 3:

- » Revitalize parks
- » Connecting 3rd Street to Waterfront Park
- » Food Desert - include short & long term, grocery store and farmer's market

GROUP 4:

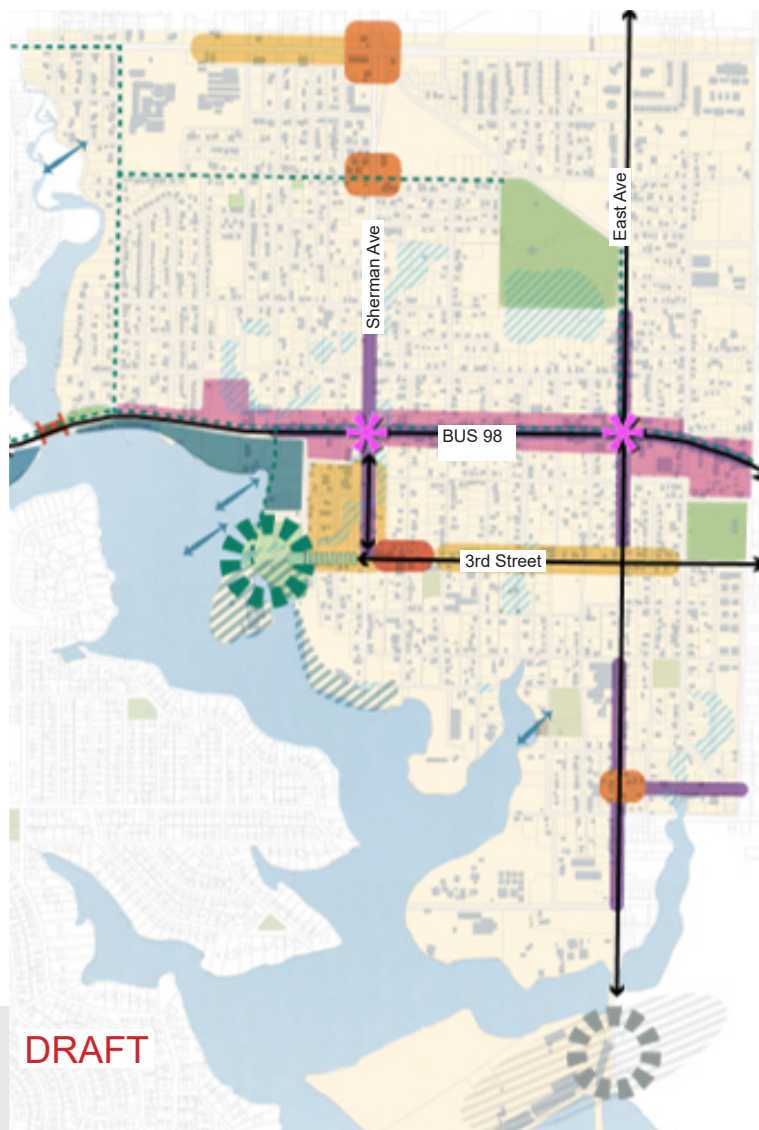
- » Programming to fill skill gaps and help move up income
- » Revitalization of homes and policing of landlords
- » Kids being able to participate in sports, class, after school programs

GROUP 5:

- » Take care of existing conditions and assets first
- » Focused growth of town center w/ necessities (grocery)
- » Waterfront Access + activity

GROUP 6:

- » Revitalize and maintain historical feel on 3rd Street by downtown Millville
- » Take advantage of waterfront and parks for specific outdoor activities
- » Safety and police presence



Draft Synthesis Map

- Neighborhood Area
- Neighborhood Center
- Downtown Center
- Neighborhood Infill / Opportunity Area
- Corridor Infill / Opportunity Area
- Waterfront
- Parks & Open Space
- Gateway / Mixed-use Center
- Street Improvement / Pedestrian & Bike Connection
- 1/4 mile from Mixed-use Center
- Water Access
- Signature Park
- Future Park Expansion
- Industrial Cluster

DRAFT

GROUP 7:

- » Revitalize historical shops and stores - business infrastructure
- » Repair parks & streets / safety / activity / lighting
- » Affordable housing & mixed-use/ revisit density / zoning challenges

GROUP 8:

- » Create a better gateway to the community
- » Restore Waterfront Park, invest in infrastructure
- » Renovate the infrastructure, fix the sewage leaks problem, remove the debris

GROUP 9:

- » Need more business growth
- » Accessible multi-use accessible parks, and improve upon our existing parks
- » Revitalize safety, comfortable for walking and driving, street lights increase activity after sunset

88
participants

MILLVILLE INPUT SESSION

NEIGHBORHOOD VISION

MILLVILLE BIG IDEAS

Create a Complete Neighborhood

Open Up Waterfront: Program existing Waterfront Park; then plan for future phased expansions

Gateways: Focus development at Sherman Ave & Business 98 and at East Ave & Business 98

Neighborhood Centers: Provide access to needed amenities and services

Compatible Infill: Maintain integrity of historic Millville and incentivize new affordable and diverse housing

Create Great Streets

3rd Street as Main Street: Connect waterfront, historic Millville, Daffin Park, and residences with streetscape enhancements

East Ave Design: Redesign to balance industrial access needs with homes and school

Business 98 Revitalization: Improve safety at crossings; connect to downtown; improve overall aesthetic of development and redevelopment along corridor

Create Resilient Open Spaces & Infrastructure

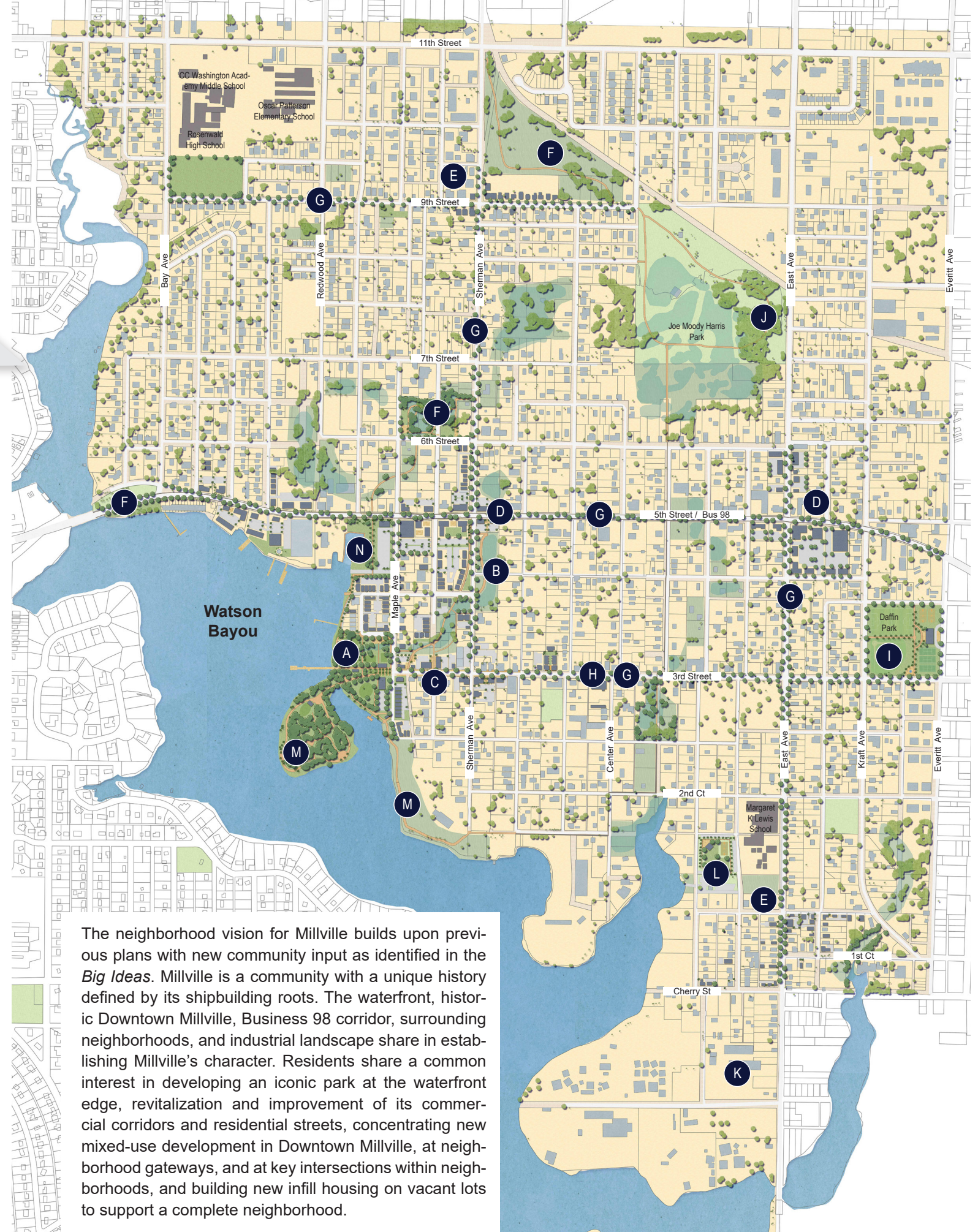
Infrastructure: Harden and upgrade utilities; create a resilient system to manage stormwater and improve water quality in the bayou

Existing Open Spaces and Natural Areas: Enhance spaces including Joe Moody Harris Park, Daffin Park, and historic cemetery

Millville Illustrative Plan Concepts:

- A** Millville Waterfront Park is envisioned as a signature park with access to the water, recreation areas, gathering spaces, and walking trails. Buildings are oriented to face open space.
- B** A system of natural open space areas collect, filter, and drain stormwater and are connected by a network of walking trails. Development is oriented to face open space.
- C** Increased infill housing and compatible mixed-use development support Millville's Downtown.
- D** Business 98 is re-imagined to be a pedestrian and bike-friendly corridor, with nodes of activity at neighborhood gateways focused at Sherman and East Avenues.
- E** Small neighborhood commercial areas at key intersections provide services and conveniences within walking distance of surrounding residents.
- F** New park spaces throughout the neighborhood are connected by trails and providing active and passive recreational activity for the community.
- G** Street tree canopy and neighborhood sidewalks extend across the main corridors of the neighborhood.
- H** Streetscape improvements on 3rd Street provide comfortable sidewalks, street trees, pedestrian lighting and green infrastructure connecting the waterfront to Daffin Park.
- I** Daffin Park is activated with recreational fields, youth activities, and programming in partnership with the Boys and Girls Club.
- J** Joe Moody Harris Park is rebuilt and features natural amenities.
- K** Industrial uses to the south provide jobs in close proximity to residents.
- L** The Bob George boat launch and boat trailer parking lot increases water access.
- M** Millville Waterfront Park is expanded once the wastewater treatment facility is relocated.
- N** Snug Harbor Boat Launch facilitates provide boating access to the water.

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.



The neighborhood vision for Millville builds upon previous plans with new community input as identified in the *Big Ideas*. Millville is a community with a unique history defined by its shipbuilding roots. The waterfront, historic Downtown Millville, Business 98 corridor, surrounding neighborhoods, and industrial landscape share in establishing Millville's character. Residents share a common interest in developing an iconic park at the waterfront edge, revitalization and improvement of its commercial corridors and residential streets, concentrating new mixed-use development in Downtown Millville, at neighborhood gateways, and at key intersections within neighborhoods, and building new infill housing on vacant lots to support a complete neighborhood.

Complete Neighborhoods

Complete neighborhoods are diverse, healthy, and prosperous. The neighborhood vision calls for strengthening and enhancement of Millville's existing assets, focusing development at neighborhood gateways and centers, mixed-use infill to support neighborhood businesses, and infill of a variety of housing including "Missing Middle" building types that accommodate a range of households.

The notion of a complete neighborhood is one where needs for working, living, gathering, recreation, and health are met within a comfortable walking distance from the home. Millville was established in the early 1900s, and its existing block-and-street pattern reflects an era when the predominant way of moving around was by foot. Therefore, the streets and blocks are inherently set up for ease of walking around 3rd Avenue, where shopfronts provided for the needs of families that lived and worked close by. New infill, which would fill the gaps and create a more complete environment, should complement the existing historic form and massing of structures in Downtown Millville.

Another aspect of complete neighborhoods is gathering spots – great parks, plazas, or sites where folks naturally come together. The neighborhood vision establishes the Waterfront Park as the centerpiece of the Millville community. The focus area plan highlights how this signature park might better integrate with the neighborhood by strengthening the connection along 3rd Avenue, and framing the street with shops, businesses, and supporting housing.

A strong neighborhood center is an indicator of great neighborhoods. Focused redevelopment along Business 98 at key intersections could help strengthen the overall identity of Millville by providing a gateway into the neighborhood and city. Redevelopment along Business 98 can accommodate a variety of business needs and neighborhood services, support increased density and range of housing types, and promote walkability through a safe, comfortable, and multimodal street design appropriate for an urban neighborhood area.

Millville is a waterfront community and has a unique relationship to Watson Bayou. Access to the water is a key priority for residents to enjoy both motorized and non-motorized boats. Snug Harbor and Bob George Park serve as vital connections to the waterfront and should be evaluated for improved access.

Create a Complete Neighborhood:

- » *A signature waterfront park*
- » *Concentrated development at gateways and neighborhood centers*
- » *Infill housing and mixed use development consistent with historic development precedents*
- » *Waterfront access is increased with boat ramps and non-motorized launching areas*

Downtown Millville Concepts:

- A** Millville's signature Waterfront Park increases access to the water and provides gathering spaces, walking trails, recreational areas, dedicated parking, and indoor and outdoor functional space.
- B** Business 98 corridor is revitalized with new development, safe pedestrian crossings, sidewalks, protected bike lanes, and shade trees.
- C** Mixed-use development creates a hub of activity at neighborhood gateways.
- D** Over time, future development on vacant or underutilized lots includes a mixture of uses and variety of building types that support the Millville community. Buildings are designed to shape walkable streets and frame public spaces.
- E** New infill buildings complement the traditional neighborhood character of Downtown Millville.
- F** Mixed-use infill and an improved streetscape creates a stronger connection between the waterfront and Downtown Millville.
- G** An expanded system of natural areas along the Watson Bayou tributary accommodates stormwater events and is lined with a network of trails.



Waterfront Redevelopment Concepts:

- A** A variety of large and small gathering spaces accommodate informal and formal events such as a farmer's market, holiday festivities, and recreational activities.
- B** Functional enclosed areas or outdoor pavilions serve as event space for celebrations.
- C** Walking trails along the waterfront link amenities such as piers and kayak launch areas.
- D** Dedicated parking lots accommodate park visitors and events.
- E** A small commercial space activates and anchors the park edge.
- F** Stormwater features are designed to naturally carry water through the park and provide an amenity to park visitors.
- G** Future development frames the edge of the park and orients towards public space.
- H** 3rd Street is an improved connection between the waterfront and Downtown Millville with upgraded street design and buildings to frame the streetspace.
- I** City plans for Snug Harbor boat ramp are implemented.

Right: Potential future waterfront park

Below: Existing conditions



Watson Bayou

Millville Waterfront



For Illustrative Purposes Only

Neighborhood Infill

Much of Millville's neighborhood fabric consists of historic sites and structures that provide a unique setting and define a traditional neighborhood character. There are sites that are vacant or underutilized and in need of redevelopment. These areas offer potential for infill development and economic investment.

The form of new development should consider Millville's historical context and reflect the environmental features that are present. Millville's natural bayous, waterfront, and turn-of-the-century architecture provide a reference point for new buildings. For example, the architecture of Millville's housing stock reflects an era of time when elements of construction were crafted, sometimes locally, by hand versus mass produced. Detailing of these architectural elements can be seen in the porches, window treatments, roof forms and overhangs. In Downtown Millville, existing storefronts offer guidance for general form of buildings that help distinguish this district from other places. Storefronts are close together and address 3rd Street with awnings, transparent store fronts, and signage that help give the district a sense of place.

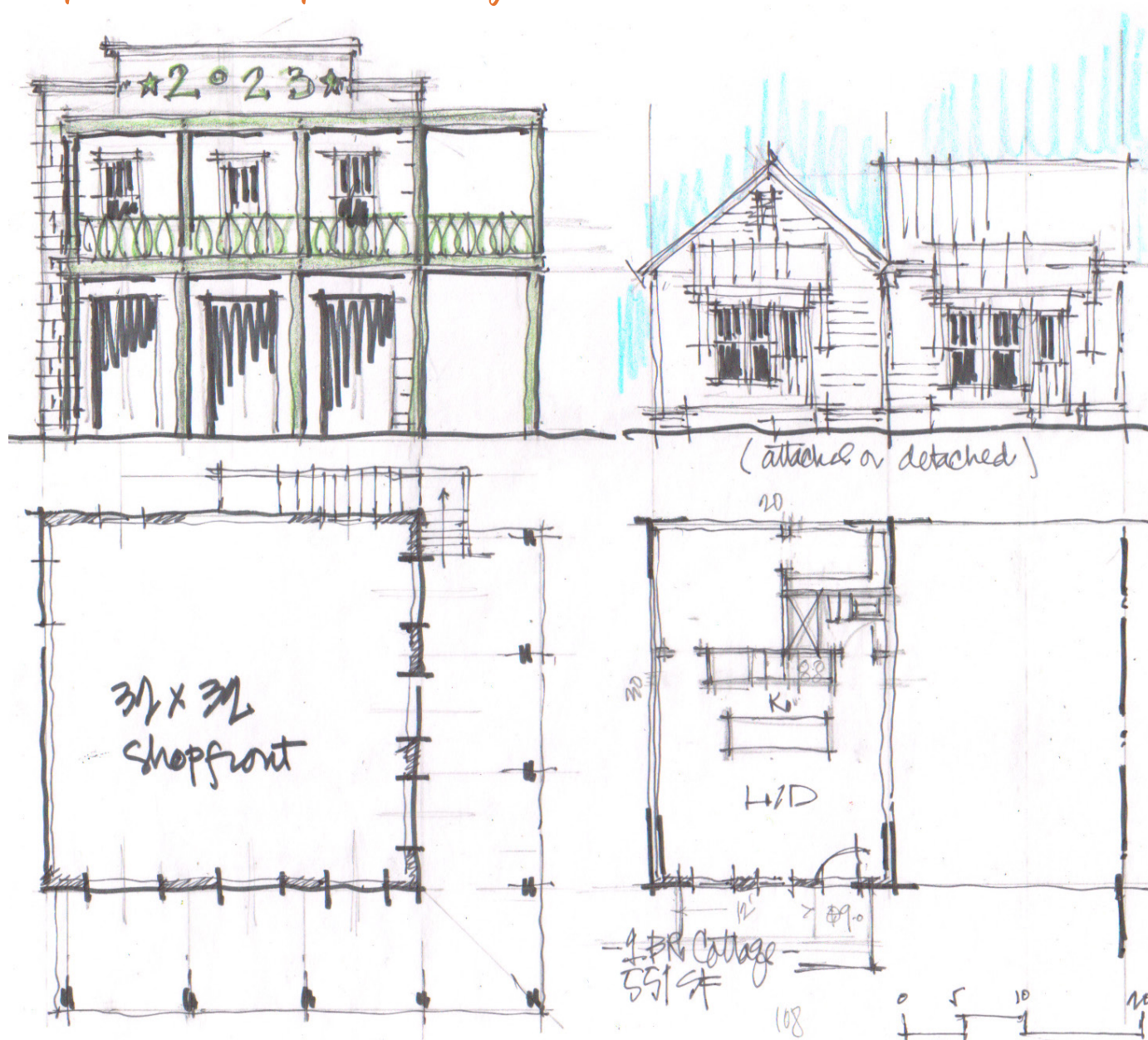


Top to bottom: examples of micro-retail, small cottage, and live-work buildings

The images on the following pages show buildings with an architectural quality and flavor that might be appropriate for Millville's future built environment, even though the interior use of space may differ and vary. The architectural quality and scale of elements, such as porches, window openings, and roof lines, are similar to those found in Millville. The small cottage and live-work building are two examples of ways to meet the need of affordable space for residents or business owners.

While the building form and architectural quality could add to the established character of Millville, a variety of uses and building types should also be encouraged. The architectural concepts shown on the following pages illustrate a number of mixed use and residential building types that might integrate well within the neighborhood fabric and contribute to the community by having a strong presence on the street. These building concepts take on a variety of forms and square footages to offer flexibility in housing choice for residents and businesses.

Shopfront and Duplex Housing



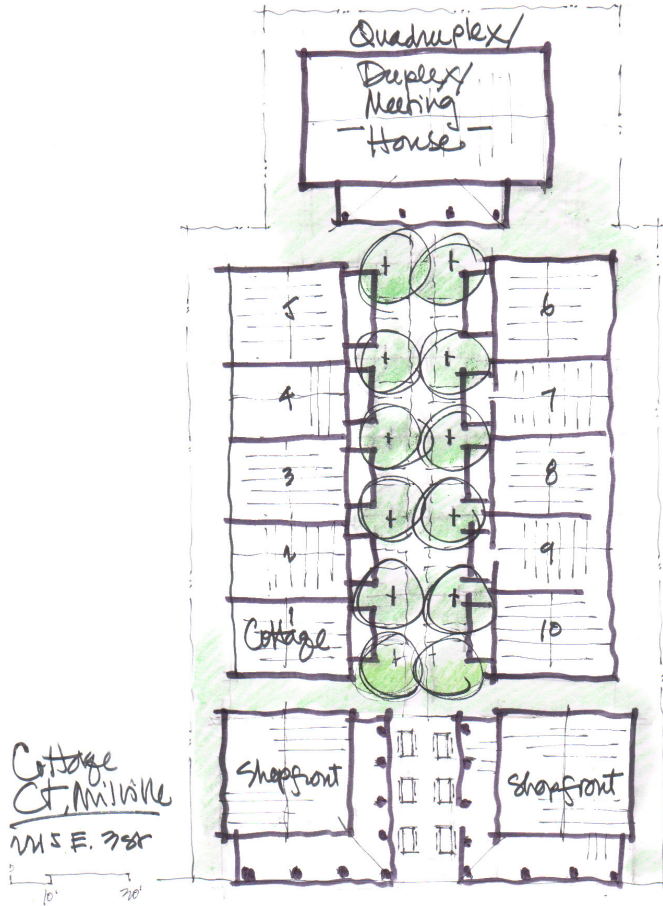
Above: A concept plan and elevation for ground floor shopfront, and duplex cottage that can either be attached or detached.

Cottage Court Development

A cottage court is a type of infill development designed for larger lots. It reflects the scale and character of neighborhood housing but accommodates more units. Buildings at the front orient to and activate the street, whereas the houses on the interior of the lot line and share a common courtyard.

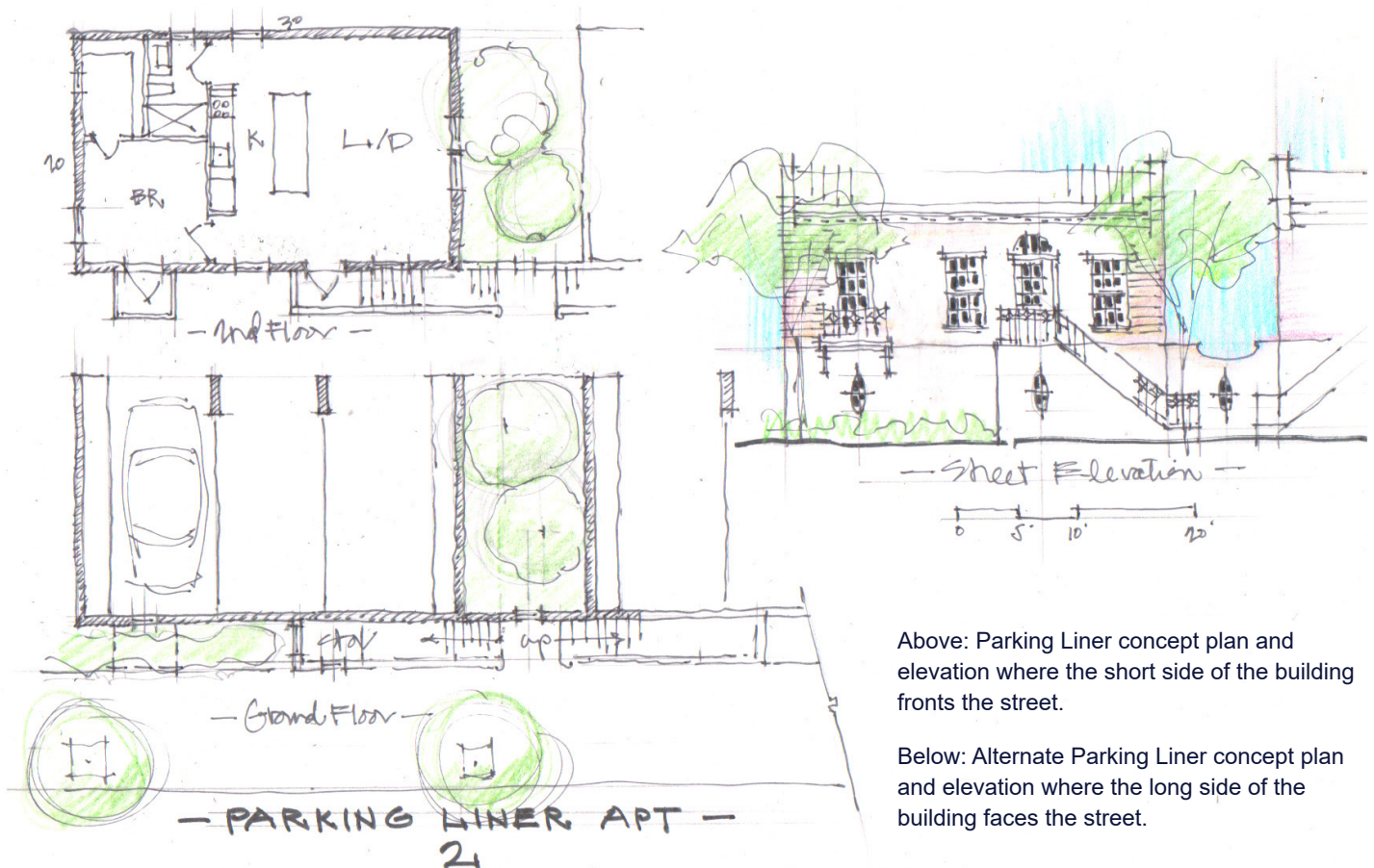
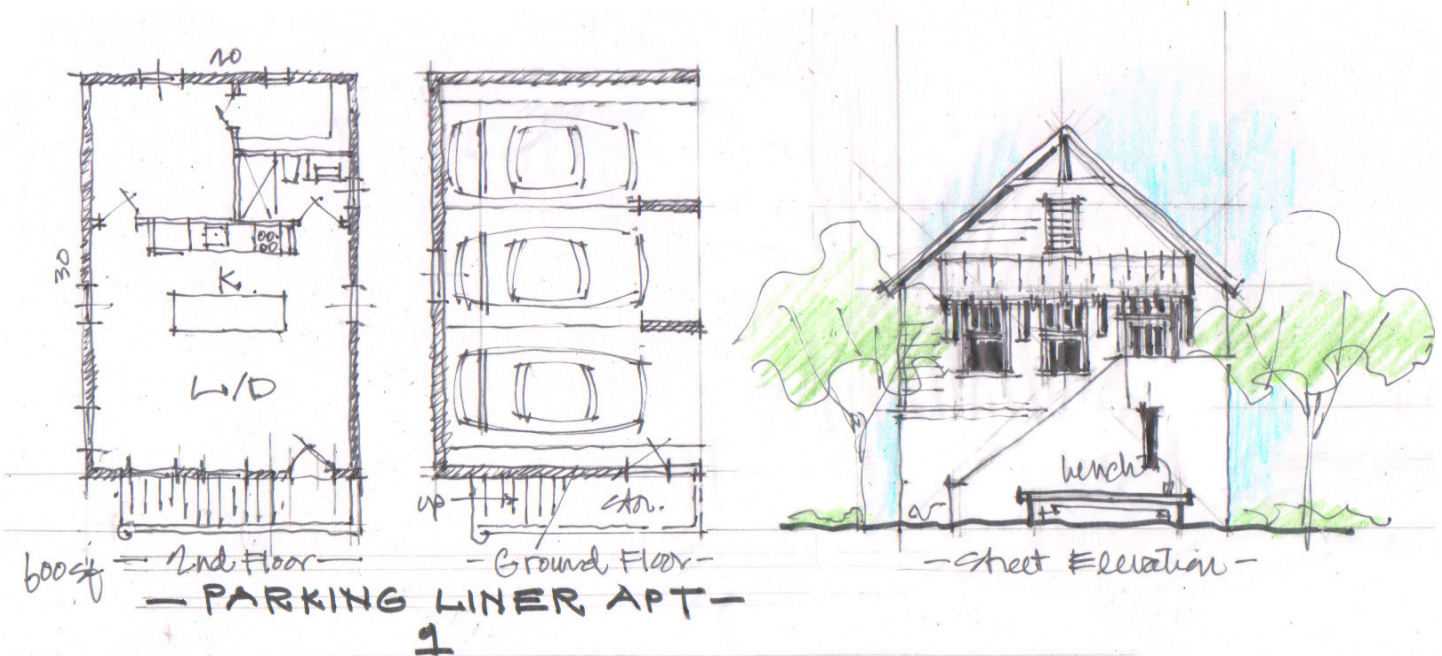
The design concepts shown depict two options for approximately fourteen units for a sample lot on 3rd Street. The first option depicts attached units to the rear and shopfronts at the streets. The second alternative depicts a shopfront and an apartment unit above parking at the street.

The interior courtyard is lined with trees and the elevation of quadruplex building, depicted right, forms a focal point at the terminus of the plan as viewed from the street.



Parking Liner Concept

Parking liner buildings offer a way to conceal parking areas and maintains a continuous and consistent aesthetic quality and livability along a street.



Above: Parking Liner concept plan and elevation where the short side of the building fronts the street.

Below: Alternate Parking Liner concept plan and elevation where the long side of the building faces the street.

Neighborhood Gateways and Nodes

Through the course of the Neighborhood Plan study, residents expressed a desire for more walkable mixed-use and commercial areas. Greater Millville is a large area, and there is potential to create more walkable commercial centers within the neighborhoods. Specifically, there was a desire to focus redevelopment along Business 98 in areas that function as neighborhood gateways (at Sherman Avenue and East Avenue) and in small neighborhood centers at key intersections such as 9th Street and Sherman Avenue, and East Avenue and 1st Court.

The plan below depicts the area at the intersection of Business 98 and East Avenue, an important north-south connection through Millville. Properties at this junction could redevelop with a mix of uses that provide essential businesses, services and additional housing to the neighborhood. The general form and spacing of buildings are designed in such a way to create a sense of arrival. The street design provides a sense of enclosure with street trees and acknowledges the general approach into the neighborhood.



Examples of houses adapted into neighborhood-friendly corner stores with commercial fronts.





Existing (typical)

The diagram on the left demonstrates how a neighborhood center could emerge at a key intersection, over time. The first image depicts a typical condition, with a mixture of existing buildings and vacant parcels, and street without sidewalks. The second image depicts strategic infill development and streetscape improvements that define a sense of place.

Legend

- Existing Building
- Potential New Building
- Parking
- Green Space
- Adaptive Reuse



Potential Future Condition

Neighborhood Center Concepts

- A Commercial adaptation
- B Corner store
- C Adaptive reuse
- D "Missing Middle" housing infill
- E Street design includes sidewalks and canopy trees



Millville's waterfront accommodates a variety of land uses including (from top to bottom): recreation facilities, marina and boat storage, shipbuilding operations, and the Port Authority.

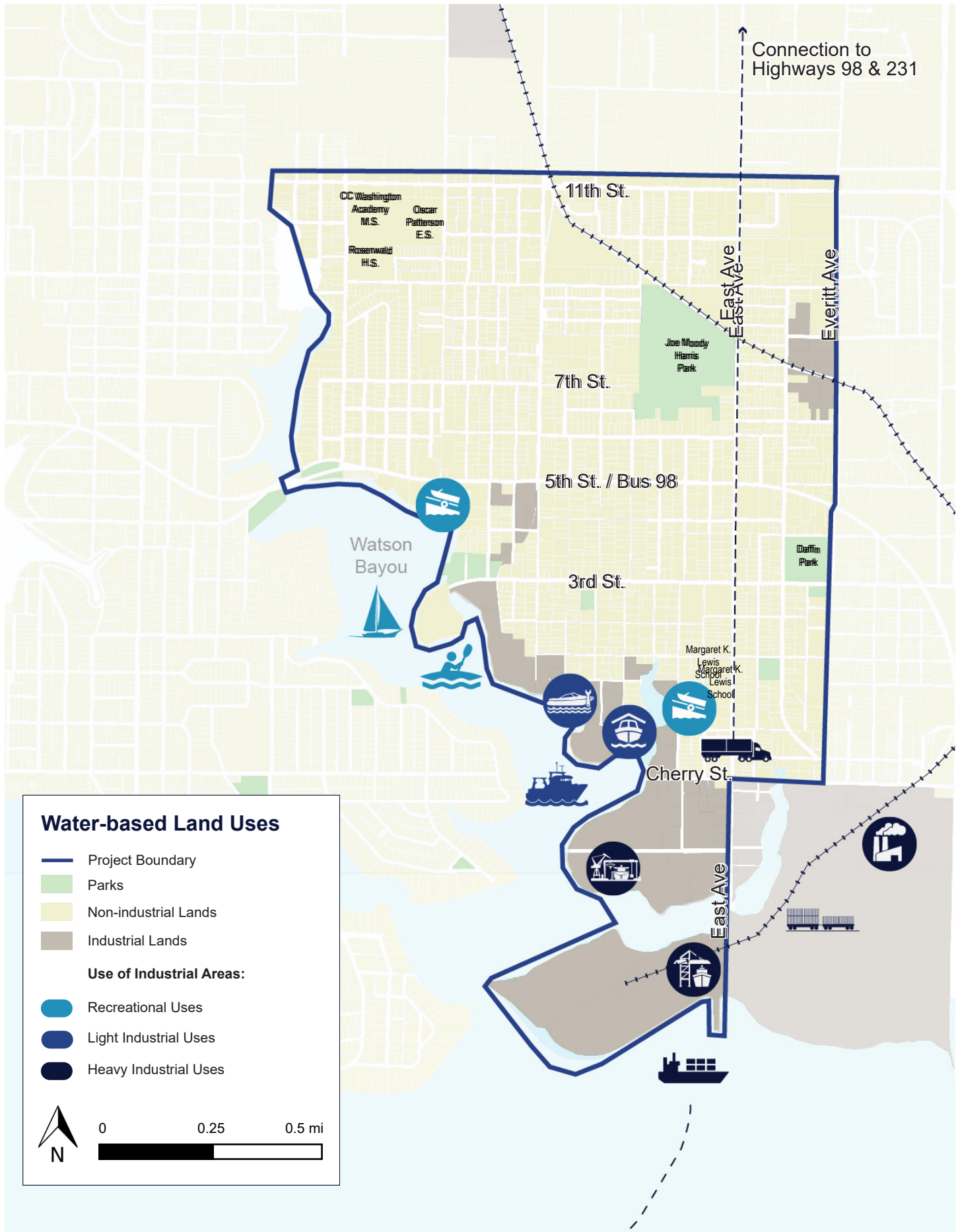
Millville's Working Waterfront

Millville has traditionally been a working waterfront area; in the future, the vision calls for balance between industrial, recreational and natural restoration areas along the shoreline. While there is an expressed interest to transform a portion of Millville's waterfront to a signature park, a significant amount of Millville's waterfront will remain active with light and heavy industrial uses.

In particular, the land area south of Cherry Street includes a cluster of waterfront industrial activity. This area is a vital hub of employment and commerce that is water-dependent and related to marine transportation, construction, and ship building industries. Current tenants include Eastern Shipbuilding and the Port of Panama City, which provide employment for residents. These types of businesses contain logistical operations that rely on the advantageous location with proximity to the coast, direct access to Bay Line railroad, and a connection to the broader road network and highway system. This area is expected to maintain its waterfront industrial character.

In comparison to the heavy industrial uses to the south, several shoreline properties north of Cherry Street also support light industrial commercial operations that are water-dependent or water-related. These uses are significantly less impactful and often compatible with nearby residential areas, smaller in scale, and aligned with coastal recreation, tourism, and/or boating industries. Types of businesses include marinas, boat dealers, and boat repair and are marked by piers, docks, or boardwalks that tie the land to the water. While these businesses create a barrier between Millville's residential areas and the bayou, they also provide viable jobs for nearby residents, a mix of neighborhood-friendly uses, and contribute to Millville's working waterfront. These waterfront uses will continue to be supported; opportunities could be explored to provide public waterfront access or restore natural vegetation on unused portions of the shoreline.

Finally, there are some residual industrial lands that either are currently vacant or are no longer viable for industrial use, or where the surrounding neighborhood context has changed and there is desire for different, more compatible uses. Zoning updates should provide for alternate use of these parcels, which could transition over time. For example, a stretch of contiguous properties south of 3rd Street along the waterfront offers an opportunity for an expanded signature park with public access to water, with new buildings oriented to the public spaces and waterfront. Properties adjacent to historic Downtown Millville along 3rd, Elm, and Sherman Streets offer potential to add a diverse mix of housing, businesses, and gathering spaces that support the Downtown area and improve the pedestrian connection between Downtown and the waterfront.



Zoning Considerations

The neighborhood vision for Millville is to become a complete neighborhood with a wide variety of housing types, an expanded mixed-use walkable center around the historic Sherman Avenue and 3rd Street core, and with mixed-use nodes and improved pedestrian / cycling conditions along the 5th Street corridor. However, a review of current zoning provisions identifies a few challenges to getting there. Certain elements of the vision, particularly in the neighborhood center area, are not permitted today; there could be additional standards introduced to proactively guide future development according to the vision.

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

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

A challenge for future development along Millville's 5th Street corridor and Neighborhood Center area is the restriction of residential in the General Commercial zoning districts. Permitting a mixture of uses allows market forces to drive redevelopment. Land use and mobility go hand and hand; redevelopment of property along the Business 98 corridor with a mix of residential and commercial uses would facilitate implementation of the desire for a neighborhood-friendly and walkable street environment.

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

Many required setbacks are larger than observed in existing buildings in the Millville neighborhood and larger than what is illustrated for future buildings in plan renderings. These should be adjusted, particularly in Neighborhood Downtown and General areas. An exception is the Downtown District, which has no minimum setbacks; this allows development as drawn, but also permits a number of other conditions inconsistent with existing buildings (such as new buildings set back far from the street with parking in front). Including both minimum and maximum setbacks can guide the placement of future buildings; adding a parking setback will ensure that parking does not line sidewalks in Neighborhood Downtown and Neighborhood General areas 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 Millville neighborhood, based on the Character Map.

- **Adjust Parking Ratios**

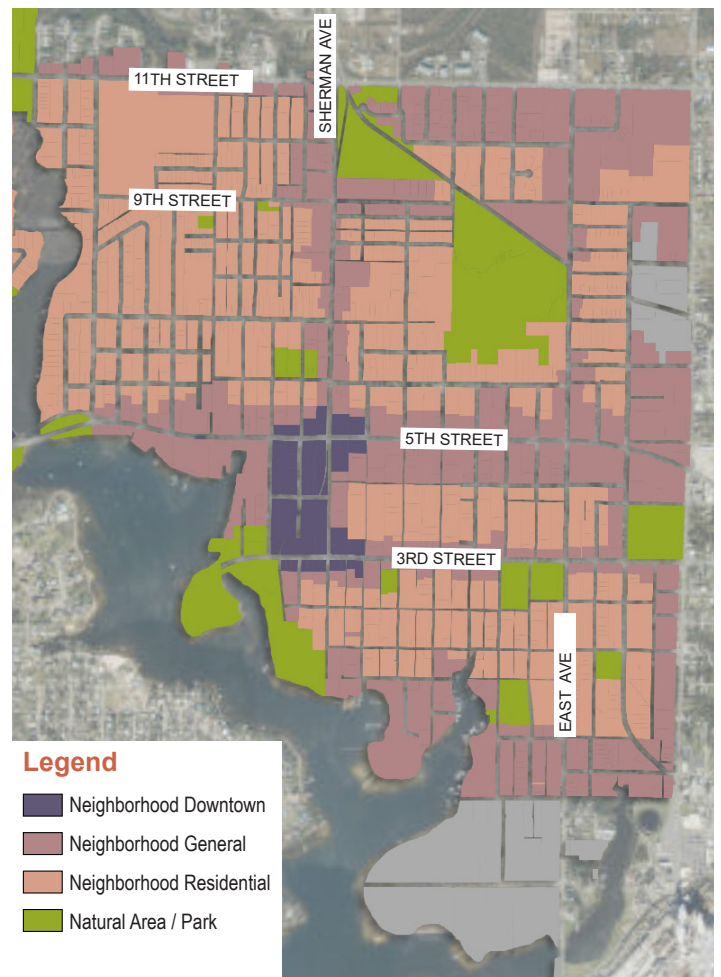
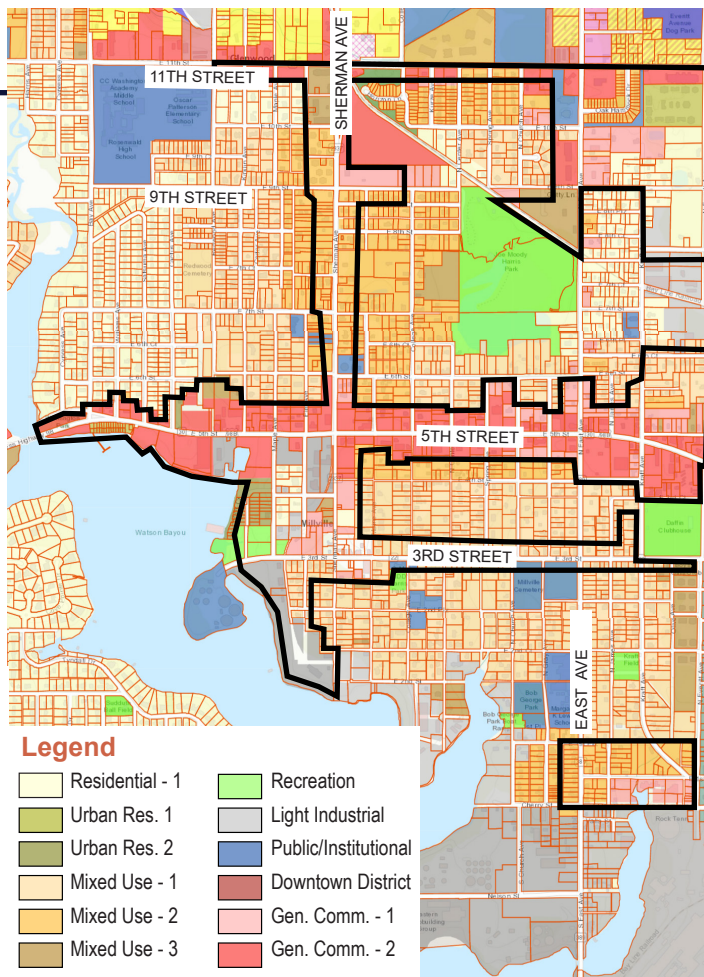
The zoning code stipulates a one-size-fits-all approach to parking. Millville would benefit from an approach that is more suited for a walkable, mixed-use environment. The walkability of the neighborhood, the amount of on-street parking spaces, small typical lot sizes, and potential for shared parking arrangements in the mixed-use neighborhood center are reasons to consider reducing or eliminating minimum parking requirements.

- **Allow and Encourage "Missing Middle" Housing Types**

Forms of development such as duplex housing and cottage courts fit well within the context of a traditional neighborhood setting. However, the current zoning limiting development in most residential districts to single family detached structures on individual parcels prohibits cottage courts (although these same districts allow multi-family types), and includes incompatible minimum lot size and width requirements.

- **Add Standards to Support Walkability**

Introducing maximum building setbacks, minimum parking setbacks, reducing or eliminating minimum parking requirements and including building design standards such as facade transparency can produce more predictability in future development. Additionally, regulating density, intensity, and height based on desired building envelope (maximum height and massing) rather than units per acre and FAR requirements, can encourage a larger variety of housing types that are compatible with existing neighborhood character.



	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):
Millville Downtown District (MDTD)	n/a	<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, shopfronts, and liner buildings
General Commercial (GC-1 and GC-2)	<ul style="list-style-type: none">• 15' front setback• Residential uses not allowed	
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• Minimum lot frontage width of 60' to 70'• 20' front setback	<ul style="list-style-type: none">• Include both minimum and maximum setbacks to guide placement of buildings
Industrial (LI and HI)	Permitted uses and required setbacks for Industrial parcels on 5th Street and in the Neighborhood Center are not consistent with the vision. These parcels should allow mixed-use redevelopment, consistent with recommendations for the Downtown and Neighborhood General areas.	

Great Streets

Streets serving Millville have great tradition. The grid of streets, established prior to wide use of motor vehicles, were scaled for walking and horse or mule drawn wagons. The early platting gifted Millville with a grid of streets measuring approximately 400 feet by 440 feet south of 3rd Street. North of 3rd Street, block size is larger with many blocks at 400 feet by 844 feet. The comfortable walking distances and abundant shade trees created a walkable place lasting many years. Motor vehicles appearing in the 1920s began to change the community into an auto dominant place. Walkability reached a low ebb during the post World War II days but the community never lost its original block structure. Thus, suburban roadbuilding mainly impacted Millville when US 98 (now designated Business 98) was constructed through the neighborhood. The block structure and mix of uses found in Millville aligns well with FDOT's Context Classification of C4 Neighborhood General. C5 Neighborhood Center Context Classification is supported for areas where the community desires to re-establish greater walkability around the 3rd Street Downtown area.

Millville is generally linked to the region by two major routes. US Business 98 is a prominent east-west route leading to Tyndall Air Force Base and serves as both a gateway into Panama City and a thoroughfare to and from Panama City Beach. The state-owned route is correctly characterized as auto-centric by City officials, and lacks proper lighting, sidewalks, and landscaping features that would otherwise help create a complete street environment.

East Avenue, also designated State Road 389, is the primary north-south route connecting industry on the south of Millville with regional connections to the north. The state-owned route cuts through the residential area where schools and parks are accessed and used by residents. Industrial access and neighborhood livability are both very important to residents and drivers.

3rd Street serves as a significant local east-west route, connecting residents with Watson Bayou, historic Downtown Millville, and Daffin Park. The heart of Millville is located at the intersection of 3rd Street and Sherman Avenue, where historic storefronts form a traditional neighborhood center. Sherman Avenue forms a vital link between US Business 98 and Downtown Millville.

Create Great Streets

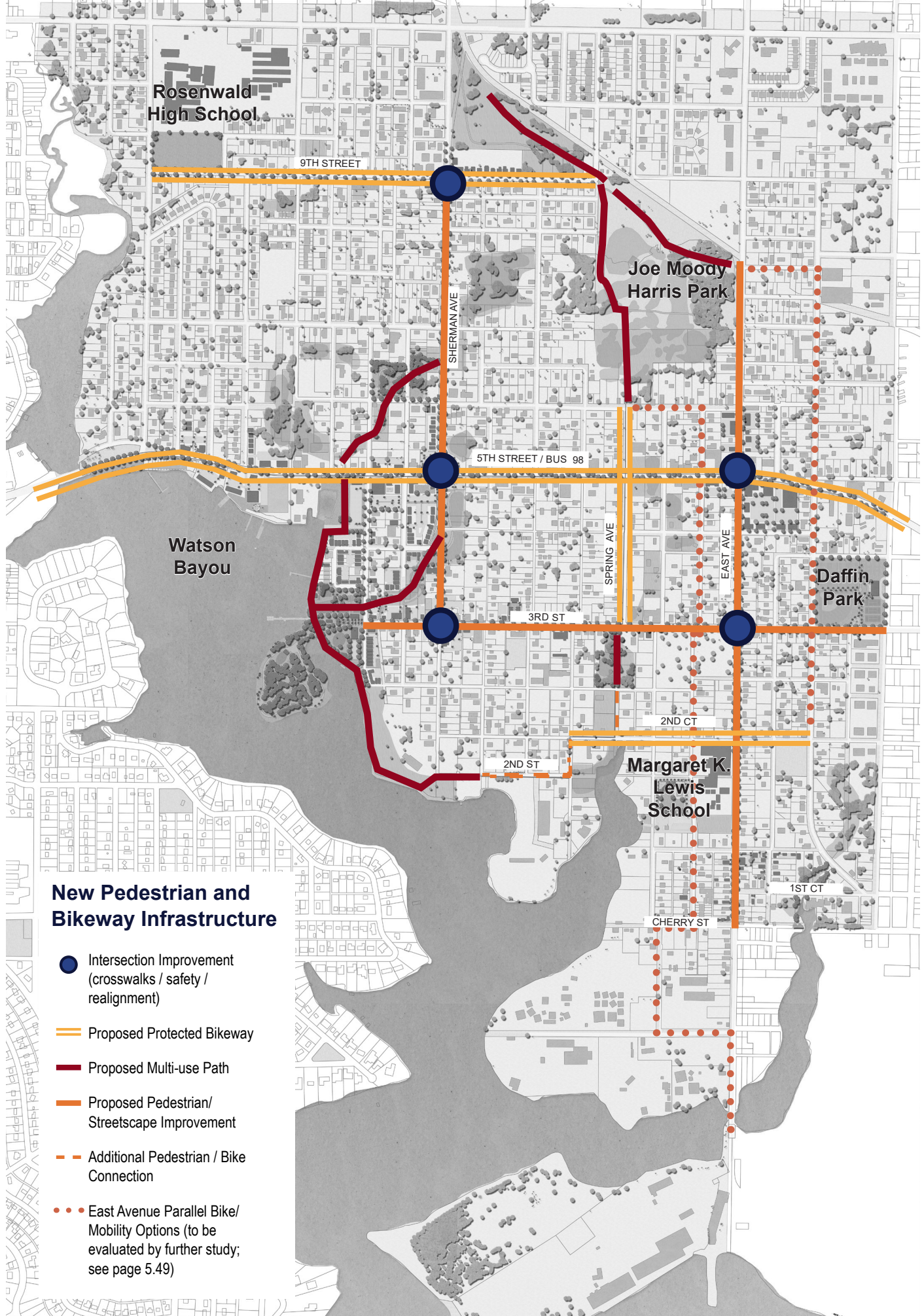
- » *A network of streets, sidewalks, and trails are located and designed to increase pedestrian and bike comfort and safety*
- » *3rd Street continuous pedestrian-friendly streetscape better connects pedestrians and cyclists from Daffin Park to waterfront*
- » *East Avenue and Business 98 are redesigned to balance the needs of all*

Context Classifications in Millville

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 Millville 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.

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.

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





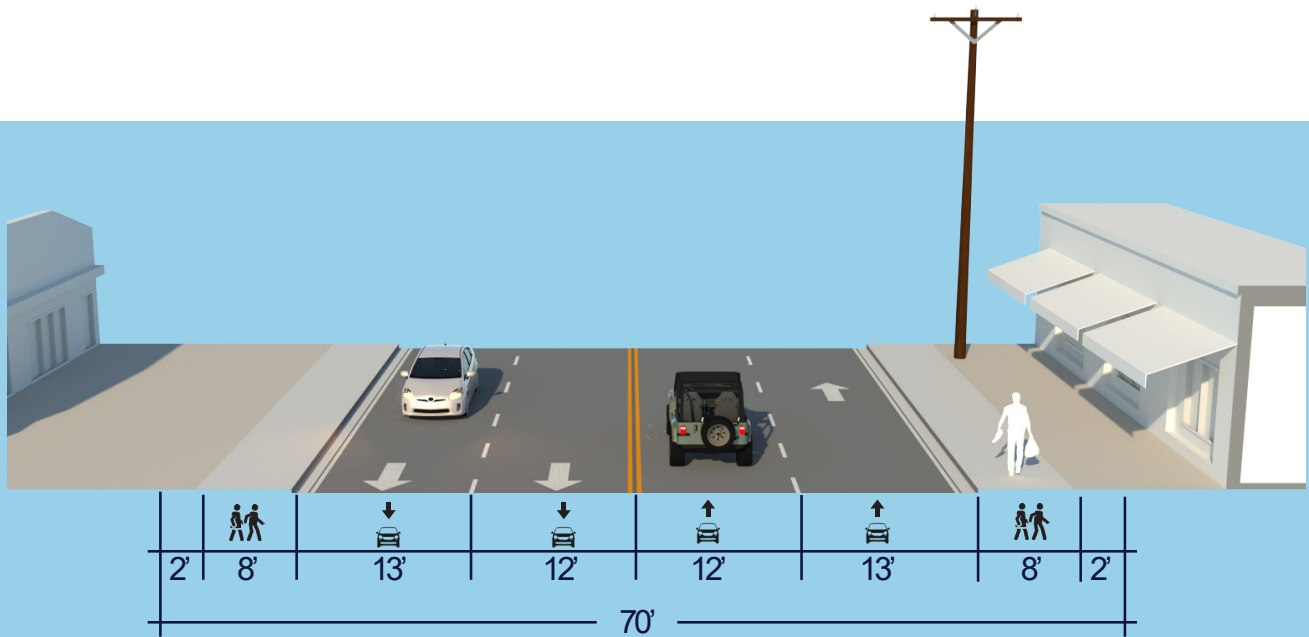
Left: Existing conditions of Business 98 and Sherman Avenue.

Below: Sidewalk view of Sherman Avenue with wider sidewalks, shade trees, safe crossings, and bike lanes.

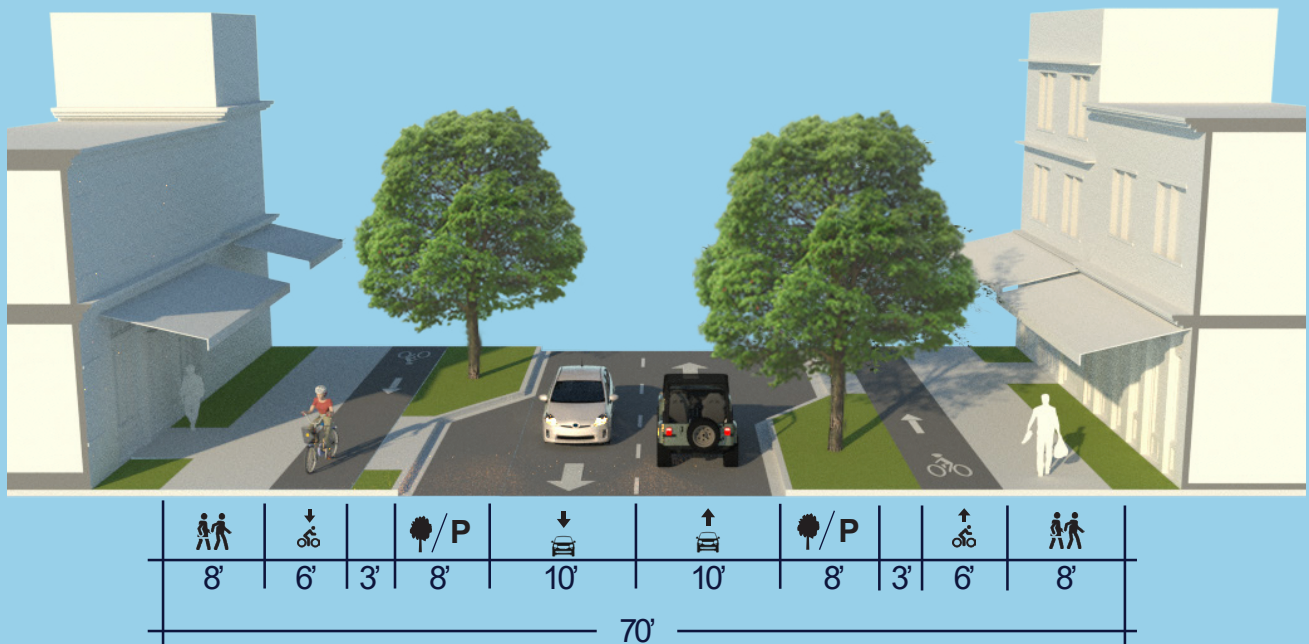


Sherman Avenue & 5th Street





EXISTING



PROPOSED

5th Street / Business 98

Existing: Business 98 is a prominent east-west route leading to Tyndall Air Force Base. The state-owned route lacks proper lighting, sidewalk conditions, and landscaping features that would otherwise create a complete street environment. Existing curb to curb width varies from approximately 50-52 feet. Existing right of way varies from 66-70 feet with sidewalks widening at some intersections.

Proposed: The proposed section redesigns the street with 70-foot right of way and 54-foot curb to curb width to accommodate bike lanes, on-street parking, door swing buffer, and tree plantings. Drive lanes are adjusted to 10 feet wide and reduced to one lane in each direction. On-street parking, plantings, and turn lanes alternate in the same 8-foot lane on either side of the street.



EXISTING

		P			
5'	5'	10'	10'	20'	10'
60'					



PROPOSED

	P						
5'	9'	11'	11'	11'	6'	5'	2'
60'							

East Avenue

Existing: East Avenue is the primary north-south route connecting industry to the south of Millville with regional connections to the north. This state-owned route cuts through the residential area where schools and parks are accessed and used by residents. Parallel parking is allowed on both sides of many blocks. The balance of street functions, between serving industrial and residential travelers is important for the future of this corridor and for Millville. FDOT has initiated a Project Development and Environmental Study to study options for East Avenue.

Proposed: A key determinant for East Avenue's success is a design that serves multiple modes of mobility. A three-lane cross-section is recommended for East Avenue with drive lane widths adjusted to 11 feet for both north and south bound lanes. A "safety strip" is recommended for the center of East Avenue, paved with a rough granite cobblestone that causes most vehicles to slow when using that lane. The safety strip allows vehicle drivers to move slowly down the center, when side lanes are occupied with loading, parking, and waiting vehicles. Optional on-street parking is depicted adjacent to Margaret K. Lewis School. Parking lanes alternate with new planting areas. An alternative north and south bound route for a 2-way bikeway facility should be evaluated as part of the East Avenue study (see Millville Pedestrian and Bikeway Infrastructure Map). A new sidewalk is added to the east side of the street where no sidewalks exist today; overhead utility lines can be buried underground as part of street improvements.



					P			
7'	5'	3'	11'	11'	8'	3'	5'	7'
			30'					
			60'					

EXISTING



					P			
5'	6'	5'	10'	10'	8'	5'	6'	5'
			28'					
			60'					

PROPOSED

3rd Street

Existing: 3rd Street is the central spine that runs through historic Millville, lined with shopfronts in the neighborhood downtown area, and connecting Millville's signature open spaces. While segments of sidewalk are present, they are narrow and not continuous along its length.

Proposed: The proposed future condition reflects 3rd Street as a premier pedestrian street, with comfortable walking conditions, shade trees, and an improved appearance. In the near-term, planting areas could replace some on-street parking areas, providing opportunities for shade trees and collecting stormwater. Sidewalks are widened and separated further from vehicles by planting areas, where street trees can be planted once overhead power lines are buried underground or relocated to rear lot lines. Sharrows are painted on travel lanes so bicyclists share the road. Overall curb-to-curb width could be narrowed to 28 ft. to optimize width for trees and sidewalks.



Above: Existing conditions of 3rd Street and Sherman Avenue.

3rd Street and Sherman Avenue Intersection Redesign

The intersection at 3rd Street and Sherman Avenue is located at the heart of Downtown Millville. Not only is it an important connection to and from Business 98, but also an important east to west connection to the Millville Waterfront Park.

Existing conditions are not conducive to a safe, walkable, urban environment. Rather, the wide turning radius shown was likely widened to accommodate truck traffic making such turns. The lack of continuous sidewalks and no crosswalks invites higher speeds where pedestrians should be a priority.

This intersection should be redesigned to reflect its walkable urban center context and be inviting to pedestrians.

Short-term improvements include:

- Paint a narrower curb radius of 15 feet at the northeast corner as an interim solution to slow vehicles
- Add crosswalks to form a critical pedestrian connection between Downtown Millville and Millville Waterfront Park

Long-term improvements include:

- Rebuild the sidewalk, provide a permanent smaller curb radius at the northeast corner
- Raise intersection to be flush with the sidewalk to improve safety and walkability, reduce traffic speed, and enhance the street appearance of Downtown Millville

Resilient Neighborhoods

Green-Blue Framework Plan

The proposed Millville Green-Blue Framework plan identifies historic extensions of Watson Bayou as clear opportunities for bayou restoration and large-scale wetland/floodplain expansion connected to new parks and trails. Historic bayou influence areas generally align with land subject to more frequent flooding, proximity to high velocity floodwaters, and featuring constraints such as steep slopes and poor soils not as conducive to building. Proposed development focus areas include the 3rd Street historic district, E. 5th Street, 9th Street, and East Avenue to support historic centers and encourage redevelopment of commercial corridors.











Create Resilient Open Spaces & Infrastructure:

- » Upgrade utilities, create a system to manage stormwater and improve water quality in the bayou
- » Enhance existing open space and natural areas, and expand the Green-Blue Framework

Green-Blue Framework Concepts:

- A** Create and implement phased Waterfront Park design.
- B** Create a strong pedestrian and bicycle connection on E. 5th Street.
- C** Create a partnership with Rosenwald High School to open outdoor recreation facilities to the public during non school hours.
- D** Create a strong pedestrian and bicycle connection on 3rd Street.
- E** Improve facilities within Daffin Park to meet needs of neighborhood, incorporating Boys and Girls Club.
- F** Improve Bob George Park to incorporate active recreation amenities for the neighborhood and provide adequate boat launch parking and kayak storage.
- G** Improve Snug Harbor to include a boat ramp, kayak storage, waterfront promenade, and parking for cars and trailers.
- H** Restore natural bayou finger, restoring wetlands and providing for neighborhood-scale slowing, filtering, and absorbing of stormwater runoff.
- I** Create a multi-use path along waterfront connecting Waterfront Park to Snug Harbor, E 5th Street, and Sherman Avenue.
- J** Create a strong green pedestrian connection between Rosenwald High School and Joe Moody Harris Park, incorporating shade trees, green stormwater infrastructure, and additional planting.
- K** Create a small pocket park on Redwood Avenue near E 8th Street, designed to accommodate small gatherings and a play space.
- L** Upgrade infrastructure to improve localized drainage and address flooding concerns.
- M** Upon wastewater treatment plan relocation, incorporate peninsula into the Waterfront Park. Renaturalize land, including restoration of majority of the shoreline, providing a nature trail network and small pockets for gathering and waterfront views.
- N** Combine vacant and naturalized parcels near Elm Avenue and E 6th Street to create a floodable nature park that restores the historic bayou drainage, filters runoff and creates clearings for gathering, community gardens, play space, and walking trails.
- O** Restore wetlands, trails, and recreation areas within Joe Moody Harris Park. Relocate community building closer to E 9th Street to act as a main gateway into the park. Create additional connections to other streets to encourage a trail network and park access from multiple directions.
- P** Improve amenities within C.M "Kidd" Harris Park to provide welcoming multi-use open space. Connect park to 3rd Street.
- Q** Expand Waterfront Park to the south with a focus on the waterfront trail, naturalized edge, restored shoreline, and small pockets for overlooking the water and gathering.
- R** Improve Kraft Field to meet recreational needs of the community. Build to be flexible for several uses.
- S** Create a partnership with Margaret K Lewis School to open outdoor recreation facilities to the public during non school hours.
- T** Adjust Whittington Park to be more inviting, provide a connection for pedestrians and bicyclists across the Bayou, and act as a stronger gateway into Millville.

Legend:

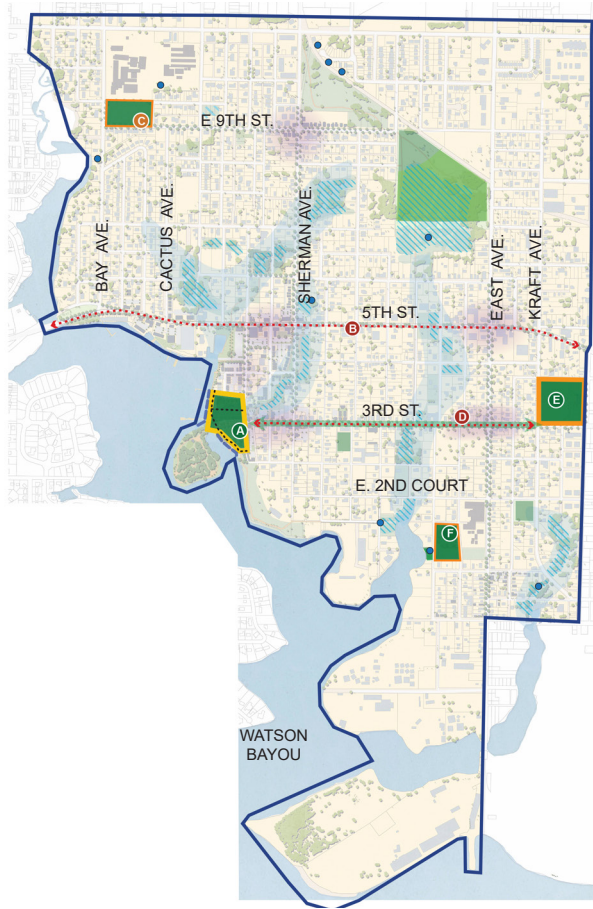
-  Restore and Expand Existing Wetlands
-  Historic Bayou Channel or Drainage
-  Existing Detention Pond
-  Redevelopment Focus Areas
-  Natural Landscapes
-  Maintained Landscapes
-  Active Recreation
-  Passive Recreation
-  Green Street Connection
-  Ped / Bike Street Connection (Major)
-  Ped / Bike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

Key:

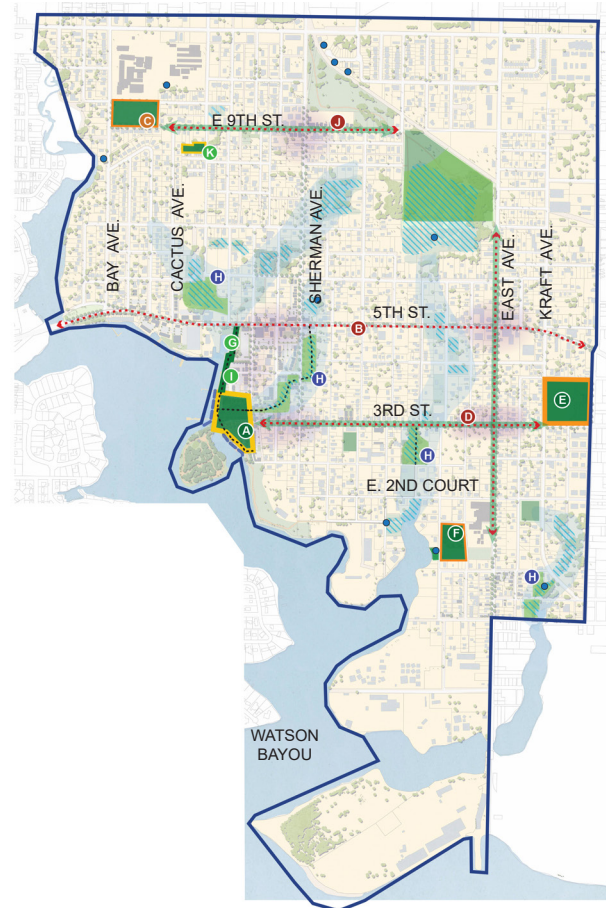
-  EXISTING PARK, IMPROVED
-  NEW PARK
-  SCHOOL PARTNERSHIP
Partner with the schools to open facilities to public during off school hours.
-  CONNECTIONS
Green streets, pedestrian and bicycle paths.
-  HISTORIC BAYOU / WETLAND EXPANSION
Restore portions of main drainage pathways that connect to bayous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



Future Vision



Phase 1
















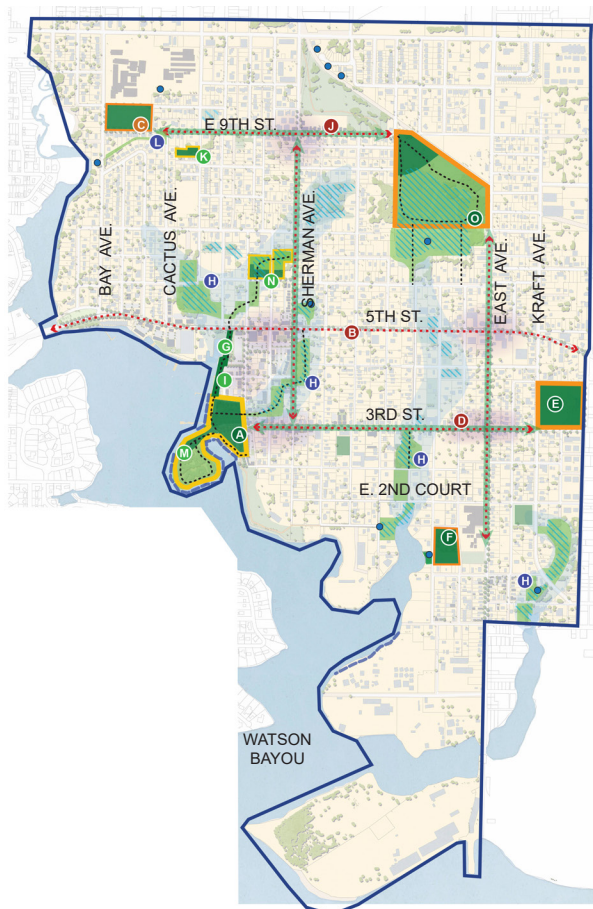
Phase 2

Change Over Time

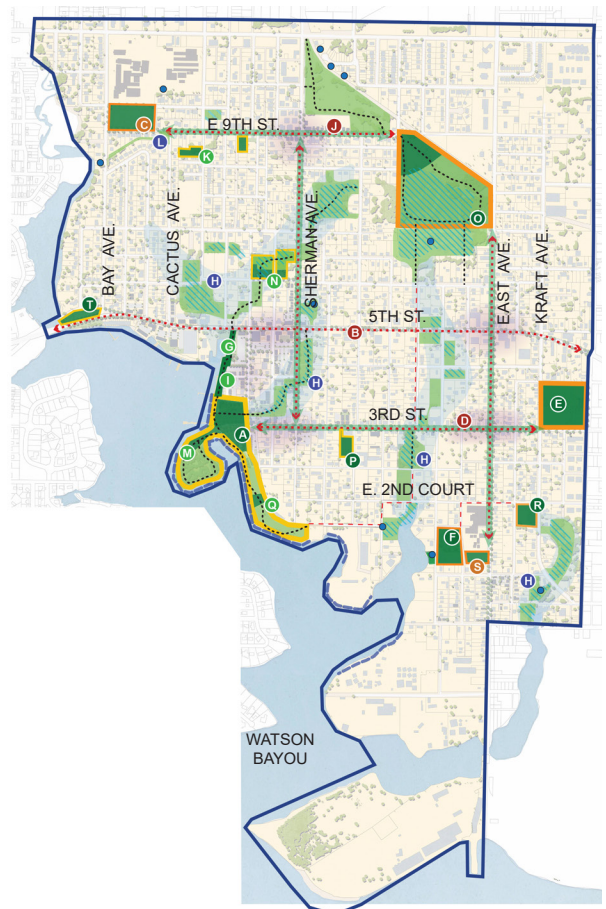
The Green-Blue Framework plan is a vision for Millville's future balance of growth with natural restoration; it will take a long period of time to fully implement in a series of many steps. First steps have been identified, including redesign of Millville Waterfront Park, a public waterfront trail connection to Snug Harbor, and enhancement of existing open spaces including Daffin Park and Bob George Park.

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



Phase 3



Phase 4

Key:

- EXISTING PARK, IMPROVED
- NEW PARK
- SCHOOL PARTNERSHIP
Partner with the schools to open facilities to public during off school hours.
- CONNECTIONS
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.

Definitions:

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

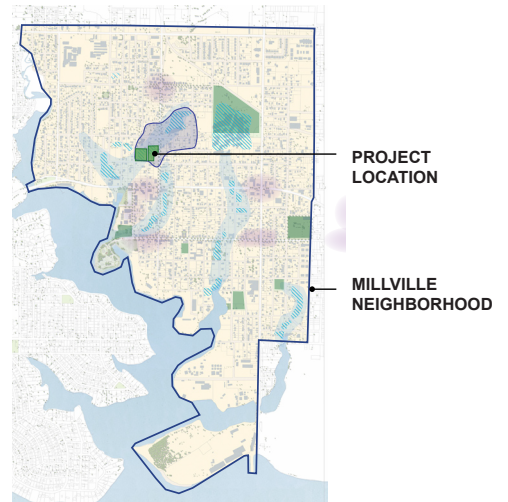
Historic Bayou Influence Area: Historic bayou extension, generally altered over time by development yet still discernible by watershed topography, drainage patterns, and wetlands.

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.

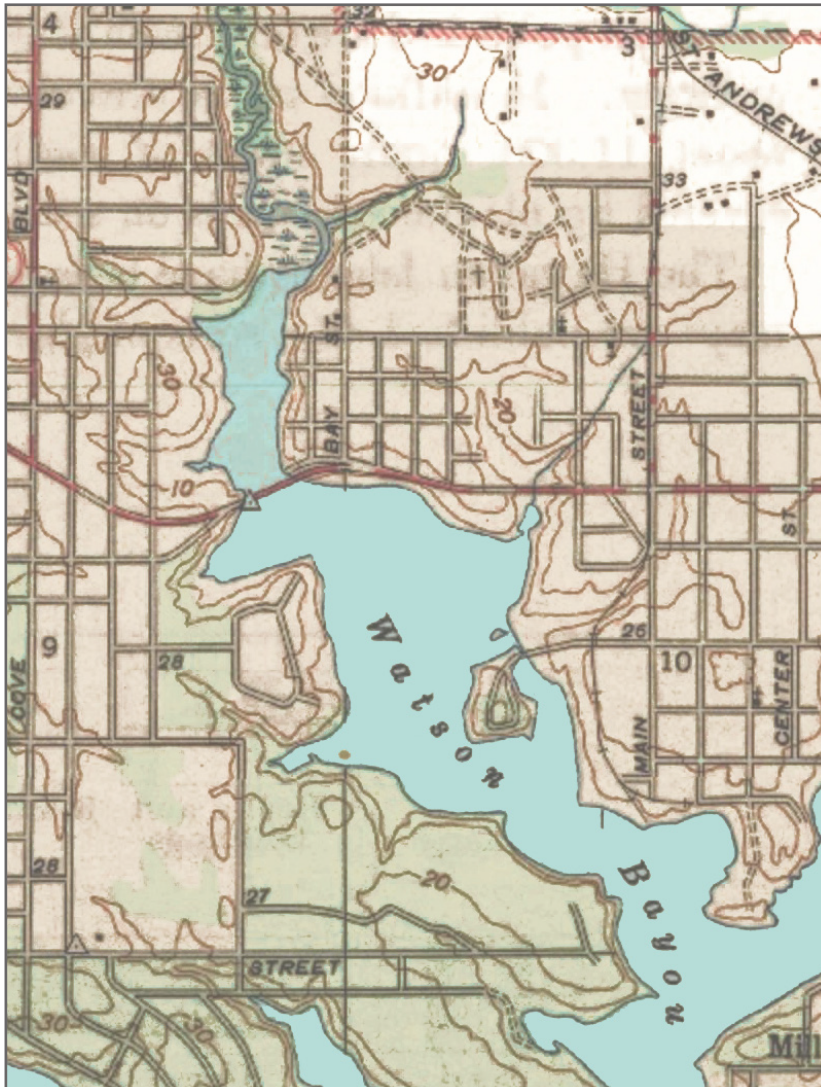
6th Street Floodable Park

The natural condition of Watson Bayou historically consisted of many tributaries, or fingers, that formed extensions deep into the landscape. These low-lying areas, as indicated in the location key map, play an important role in water flow and quality, collecting runoff from surrounding environment, filtering impurities through a system of wetlands, and ultimately directing water into the bay.

The concept shown for the 6th Street Floodable Park in Pine Orchard demonstrates a natural park integrated within the neighborhood fabric and aligned with the historic influence of Watson Bayou. Historic maps show a stream in this location extending from 5th Street northeast to 9th Street. The concept plan illustrates a number of benefits in addition to restoring the natural stormwater collection, absorption, and filtration functions. A variety of play spaces, walking trails, gardens, and gathering areas are integrated within the natural setting. Incorporating these elements into the stormwater portion of the site creates a connection between the community and the natural systems of the watershed. This connection helps people understand the purposes of these practices, and encourages the community to be invested in the function of them.

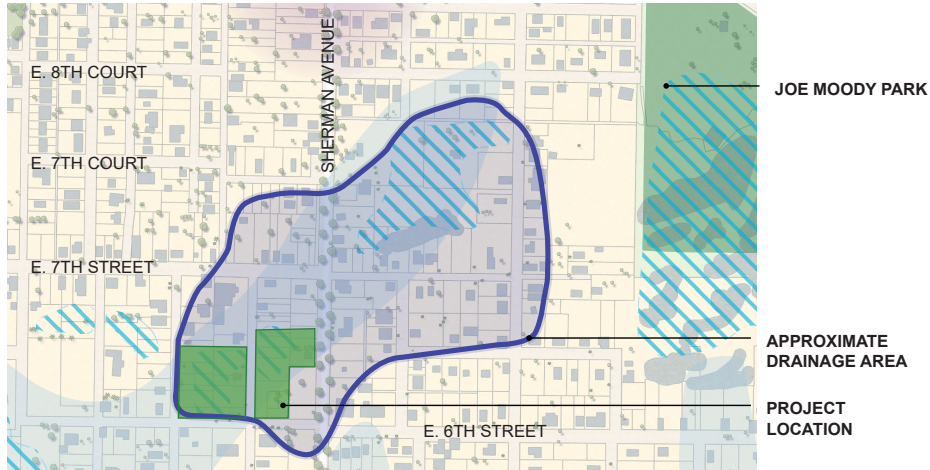


LOCATION KEY



Left: 1943 US Geological Survey shows historic influence of Watson Bayou north of 5th Street crossing Maple Avenue, east of Center Avenue and north of Third Street, and between 3rd and 5th Street extending east from what is currently Millville Waterfront Park

Right: Concept for a neighborhood-scale floodable park designed to hold stormwater and serve as part of Millville's stormwater management.



DRAINAGE AREA

Neighborhood Concepts:

- A** Stormwater inlet point
- B** Initial forebay to catch sediment
- C** Community garden
- D** Community building
- E** Trail with boardwalk
- F** Floodable area
- G** Wetland or open water
- H** Play space
- I** Pedestrian crossing
- J** Pools and low points in topography to encourage slowing, cleaning, and absorption of runoff
- K** Connection between wetland systems
- L** Multi-use open green space
- M** Welcome area and shade structure





Millville Waterfront Park

Millville Waterfront Park will be a premier destination within Panama City, unique due to its location on Watson Bayou, proximity to the Millville 3rd Street historic center, and ability to support a range of programming including formal and informal events of various scales, markets, play space, and park-facing commercial activity. This park promotes the connection of the community and the water by encouraging gathering near the Bayou, providing access to fishing locations and small craft boat access points. The design of the park should include resilient infrastructure such as living shoreline restoration to adapt to coastal hazards and sea level rise, and GSI practices such as bioretention to offset redevelopment impacts within the 3rd Street historic center. These practices can align with the historic bayou extension, currently hidden under the park and create a connection to the natural stormwater and trail network. Future relocation of the wastewater treatment plant will provide multiple benefits, relocating the plant from its currently vulnerable location, providing an opportunity to return what is currently highly impervious area to a natural state, thus increasing water quality in the bayou, and adding nature trails and small-scale gathering spaces to capitalize on incredible bayou views.

Left: Illustrative Plan depicting Millville's waterfront park.

Below: Existing concrete stormwater outfall at Millville Waterfront Park



Open Space and Public Realm

Despite public open spaces including Joe Moody Harris Park, Daffin Park, C.M. 'Kidd' Harris Park and Kraft Field, public input indicated that these parks need upgrades to existing infrastructure, need to address safety concerns such as lighting and visibility, and are lacking desired amenities which include active recreation, play space, and community programs. Additionally, a large swath of northwest Millville does not have convenient access to green space.

The priority for Millville is to improve existing facilities to meet community needs and create a maintenance plan for the upkeep of these parks. This plan should include partnering with local organizations to provide community input regarding upgrades and maintenance/stewardship. Active recreation should be a focus in Millville, providing flexible spaces that can be utilized for multiple activities. Partnerships with neighborhood schools to open facilities to the public during non-school hours will provide a dramatic cost-effective improvement. Creating this partnership with Rosenwald High School will especially address under-served areas.

Finding pocket parks, or larger floodable parks, such as the proposed E 6th Street and Elm Avenue park, in the under-served area will strengthen the Green-Blue Framework of Millville. Creating easy access to open space and a large connected network can drastically improve the quality of life for residents, encourage recreation on many levels and promote community interaction. These types of benefits should be accessible to all residents.

Another priority for Millville's quality of life is the connection to Watson Bayou. Creating inviting, connected space along the waterfront, as well as additional fishing, boat access points, and small craft access and storage opportunities, will strengthen connections to the water and provide many recreational opportunities. The Waterfront Promenade that connects north of Snug Harbor through the Waterfront Park to E 2nd Street will create a strong community relationship with the Bayou and a uniquely Millville experience.

Millville

Implementation Actions

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Complete Neighborhoods				
38	Provide needed parking to support Bob George Park and Margaret K. Lewis School	X		
41	Improve Bob George Park to incorporate active recreation amenities for the neighborhood and provide adequate boat launch parking and kayak storage.	X		
82	Improve facilities within Daffin Park to meet neighborhood needs, incorporating the Boys & Girls Club	X		
99	Create partnership with Rosenwald High School to open outdoor recreation facilities to the public during non-school hours	X		
100	Create partnership with Margaret K. Lewis School to open outdoor recreation facilities to the public during non-school hours	X		
119	Adopt City policy to seek easements for public access to the waterfront in the approval process for future developments	X		
141	Incorporate public art that reflects Millville's heritage (includes next 2 lines):	X	X	
142	Establish a mural program that could be applied to key buildings to build on Millville's character	X		
143	Install wayfinding signage that highlights Millville's historical and natural assets	X		
161	Partner with Boys & Girls Club for new facilities and expanded activities in Daffin Park	X	X	
162	Explore opportunities for workforce development in coordination with Boys & Girls Club	X	X	
129	Remove derelict boats from Watson Bayou, perhaps with a mooring field designation	X	X	
39	Pursue new boat launch and boat storage at Snug Harbor	X	X	
81	Expand Waterfront Park to the south with a focus on the waterfront trail, naturalized edge, restored shoreline, and small pockets for overlooking the water and gathering	X	X	
101	Improve Kraft Field to meet recreational needs of community. Build to be flexible for several uses	X	X	
102	Redesign Whittington Park to be more inviting, provide a pedestrian / bicycle connection across the bayou and act as a stronger gateway	X	X	
103	Improve amenities within C.M. Kidd Harris Park to provide multi-use open space and connect to 3rd Street	X	X	
174	Pursue partnerships with major corporations and institutions to develop workforce housing for their employees		X	
27	Create a multi-use path along the waterfront connecting Waterfront Park to Snug Harbor, E. 5th Street and Sherman Avenue		X	
84	Create a pocket park on Redwood Avenue near E. 8th Street in Pine Orchard neighborhood designed to accommodate small gatherings and a play space		X	
106	Pursue housing / mixed-use development on Sherman Avenue		X	
127	Attract a neighborhood grocery store to Business 98		X	
126	Encourage mixed-use development on Business 98 near Sherman and East Avenues		X	X
139	Preserve historic structures and 3rd Street Cemetery		X	
85	Develop premier park to replace Millville Wastewater Treatment Plant, renaturalize majority of the island and restore shoreline, providing a nature trail network and small pockets for gathering and waterfront views			X

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Great Streets				
8	Implement an Open Streets initiative along 3rd Street, where portions of the street are made pedestrian-only for certain times / events.	X		
7	Use paint to better define pedestrian areas (smaller turning radius, enlarge sidewalk, visible crosswalks) at the 3rd Street / Sherman Avenue intersection as a temporary demonstration project.	X		
12	Improve 3rd Street (street trees, soil cells, lighting, sidewalks and infrastructure) from waterfront to Daffin Park with a strong pedestrian and bicycle connection	X	X	
14	Design East Avenue to be compatible with neighborhood vision and school safety, while providing needed access to the Port	X	X	
28	Create a strong pedestrian and bicycle connection along E. 5th Street, incorporating shade trees, green stormwater infrastructure, and additional planting.		X	X
29	Create a strong pedestrian and bicycle connection between Rosenwald High School and Joe Moody Harris Park, incorporating shade treets, green stormwater infrastructure, and additional planting		X	X
20	Reconfigure US Business 98 intersections at Sherman and East Avenues		X	X
Resilient Infrastructure				
3	Complete Millville wastewater treatment plant relocation study	X		
60	Install green stormwater infrastructure and implement drainage improvements to address flooding problems south of Rosenwald High School	X		
61	Restore wetlands, trails, and recreation areas within Joe Moody Harris Park and improve lighting. Relocate community building closer to E 9th Street to act as a main gateway into the park. Create additional connections to other streets to encourage a trail network and park access from multiple directions.	X		
47	Create a comprehensive coastal resiliency plan including design guidelines and regulatory audit	X	X	
40	Restore waters edge near Snug Harbor	X	X	
80	Prepare and implement detailed design and phased plan for Millville Waterfront Park, incorporating supportive green infrastructure	X	X	
83	Combine vacant and naturalized parcels near Elm Avenue and E. 6th Street to create a floodable nature park that restores the historic bayou drainage, filters runoff, creates clearings for gathering, community gardens, play space, and walking trails.	X	X	
117	Draft design guidelines to provide guidance for future buildings to conform with floodplain regulations and accommodate to sea level rise, while also enhancing neighborhood walkability		X	
67	Finalize site selection, environmental review and engineering analysis for relocation of the wastewater treatment plant from the Millville Waterfront		X	
62	Develop a floodable wetland park at 6th Street and Elm Avenue		X	
63	Restore bayou finger at 1st Plaza and Kraft Avenue, restoring wetlands and providing for neighborhood-scale slowing, filtering and absorbing of stormwater runoff		X	X
64	Restore bayou finger north of 2nd Court between Center and Church Avenues, restoring wetlands and providing for neighborhood-scale slowing, filtering and absorbing of stormwater runoff		X	X
65	Restore bayou finger from Millville Waterfront Park to 5th Street, restoring wetlands and providing for neighborhood-scale slowing, filtering and absorbing of stormwater runoff		X	X
66	Restore bayou finger north of Snug Harbor, restoring wetlands and providing for neighborhood-scale slowing, filtering and absorbing of stormwater runoff		X	X
73	Identify appropriate locations and create segments of living shoreline, combining sea grass restoration, oyster reef, bank stabilization, and other nature-based practices to absorb wave energy and stabilize shorelines.		X	X
118	Investigate and incentivize green restoration opportunities within the floodplain.	X	X	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.				