



PANAMA CITY NEIGHBORHOOD PLANS

A Strategic Vision for Glenwood, Millville, & St. Andrews

Project Team



Created for the City of Panama City

The **Neighborhood Plans** were created with the contributions and input of hundreds of participants from the Glenwood, Millville and St. Andrews communities!



HAGERTY

DK&P

Neighborhood Plans

Dover, Kohl & Partners
town planning & urban design

Hall Planning & Engineering
multi-modal transportation planning

Horsley Witten Group
resilient infrastructure

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Long Term Recovery Plan

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WEST FLORIDA'S PREMIER PRINTING PLANT

PANAMA CITY PUBLISHING CO.

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TOURS
MUSEUM

TOURS
MUSEUM

TOURS
MUSEUM



CHAPTER

1

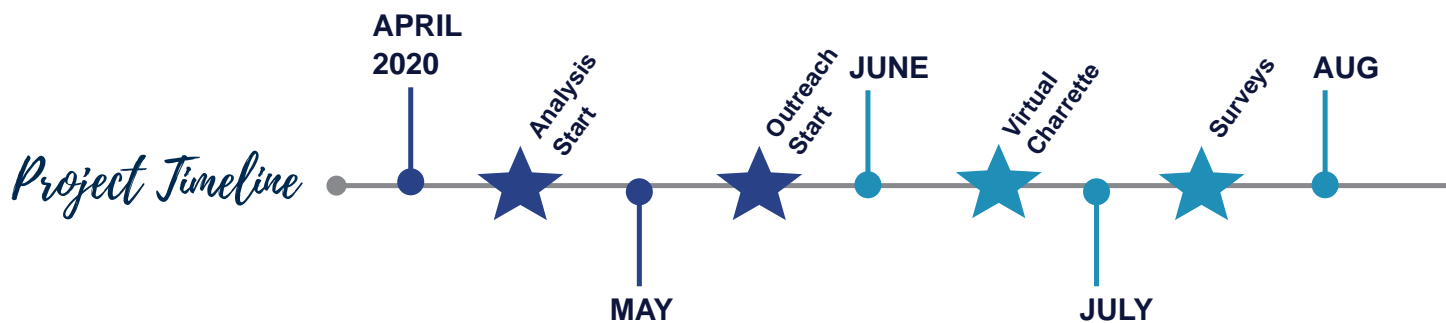
Executive Summary

INTRODUCTION

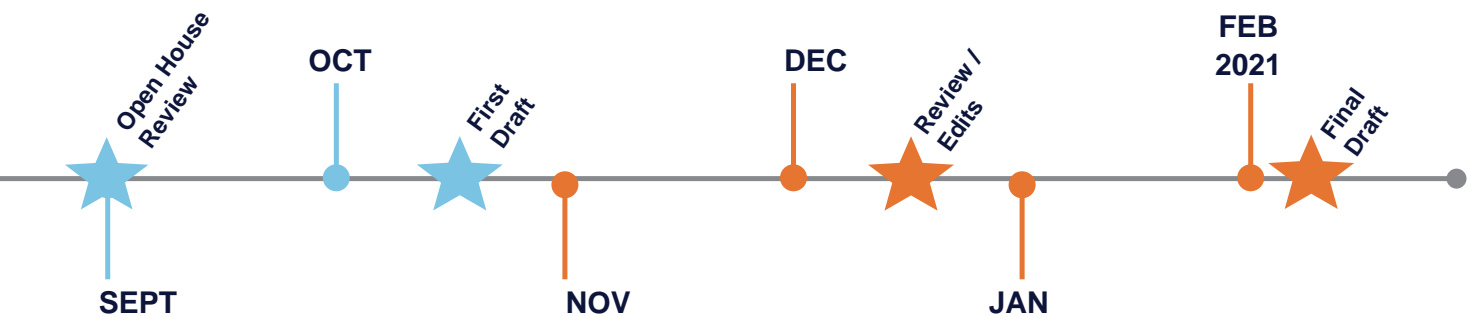
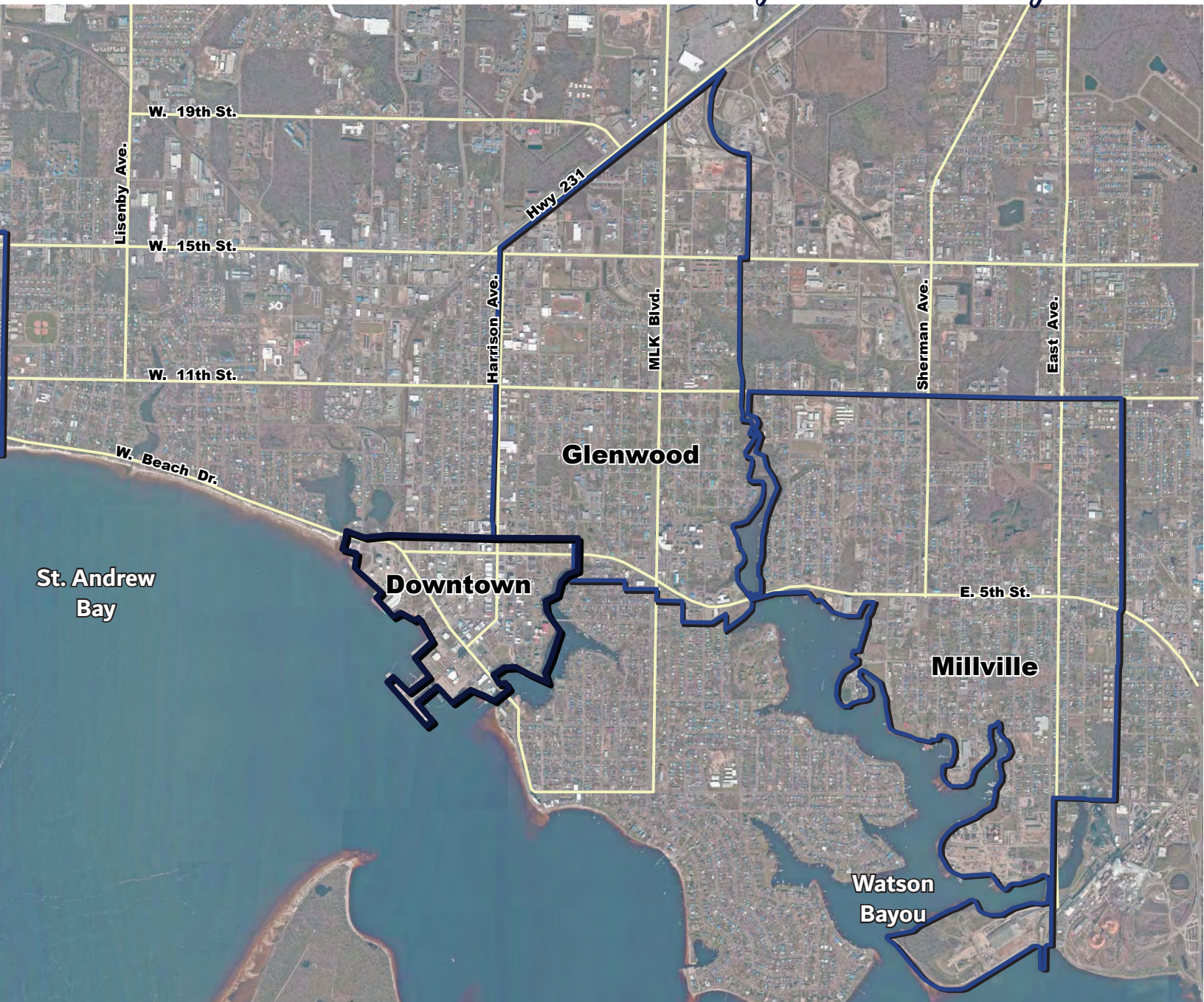
On October 10, 2018, Hurricane Michael brought devastation to the Florida Panhandle. Through the destruction and adversity an opportunity emerged: to seize this moment to rebuild stronger than before, and chart a new course for a revitalized and more resilient City. In April 2019, a city-wide Long Term Recovery Planning project was launched, which included a specific focus on planning for Downtown. This process resulted in a Strategic Vision that describes how to rebuild opportunity sites, fill empty storefronts, build new homes, plant missing trees, re-shape gathering places, and fulfill Downtown's potential as a vibrant center of community life. The Strategic Vision outlines 10 Cornerstones to guide public improvements and shape private development.

Building upon the 10 Cornerstone Ideas for Downtown, in 2020 the City expanded the visioning process to plan for the future of the Glenwood, Millville, and St. Andrews areas. These neighborhood study areas are much larger than downtown; dating to the late 1800s and early 1900s, together they encapsulate most of Panama City's original settlement areas. The unique history of each area is evident in today's neighborhood forms, with distinctive neighborhood commercial districts and public buildings, and a consistent, connected block-and-street network. Even before the storm, each area had experienced some challenges as the focus of new commerce and development shifted to the north. The study areas contain Community Redevelopment Agency (CRA) districts, which have been the subject of previous revitalization studies and plans. Many of these previous plans contain good ideas that are not yet implemented; the Neighborhood Plans are an opportunity to revive those ideas, confirm priorities with community input, and to update as needed. A renewed commitment to realizing the vision, coupled with new funding resources available because of the storm, will drive implementation.

These Neighborhood Plans include ideas and illustrations that describe the community vision for future development and preservation, sustainable building, connectivity, gathering spaces, and resilient infrastructure, as well as programs and policies to support residents, small business owners and entrepreneurs. A brief summary of each chapter follows.



Neighborhood Study Areas



2 PLANNING PROCESS

Community input defined the vision for each neighborhood. The first Neighborhood Plan public meetings were held in June 2020. In response to COVID-19, many workshops were held online, allowing community members the opportunity to participate and provide input from home.

The project kickoff meeting was conducted as a Tele-town Hall, where participants could join City leadership and the planning team by phone to learn about the project and upcoming opportunities to participate, and ask questions. In June, virtual input sessions via Zoom (one for each neighborhood) provided a forum to brainstorm about what should be included in the vision. A virtual design week followed, providing opportunities to talk with the planning team as they synthesized ideas and started to illustrate the vision for each neighborhood.

The Vision Hub at rebuildpc.org was created to be a one-stop shop for project information. Participants could RSVP for future events, watch live streaming of meetings, and give input through surveys and interactive maps.

Online and printed surveys were available over the summer months to test if the draft ideas were on the right track. During the September Open House events community members could review draft exhibits on the Vision Hub and participate in open house meetings online or in-person at City Hall. Additional online and in-person meetings, such as Coffee with the Commissioner in St. Andrews and a Glenwood Review Session, provided opportunities to discuss plan updates. Each participant comment, survey and polling response, stakeholder interview, small group conversation, and community meeting throughout the process contributed to the vision that is described in the Neighborhood Plans.



Above: Participants describe their ideas at the Virtual Input Sessions in June 2020.

Engagement Schedule:

JUNE 4

PROJECT KICKOFF
Tele-town Hall

JUNE 15 - 18

VIRTUAL INPUT SESSIONS

Glenwood: 6/15
Millville: 6/16
St. Andrews: 6/18

JUNE 22 & 24

SPECIAL FOCUS MEETINGS

Housing
Workforce Development
Transportation
Environment

JUNE 23

VIRTUAL DESIGN CHECK-INS

AM & PM

JUNE 26

WORK-IN-PROGRESS PRESENTATION

AUG 31 - SEPT 3

OPEN HOUSE & COMMUNITY REVIEW

Virtual and In-Person
AM & PM

JAN 26

GLENWOOD REVIEW

Virtual and In-Person

10 Cornerstone Ideas for Downtown Panama City

1. WATERFRONT ACCESS

Panama City is first and foremost a waterfront town; water is an important part of community identity. In the future, as much of the waterfront as possible should become public, available for everyone to enjoy.

2. DOWNTOWN ACTIVITY

Public improvements can be a catalyst to creating an active, livable, mixed-use Downtown. The bright center of activity should be Harrison Avenue and the waterfront marina. Walkable urban design of these critical public spaces can support retail, restaurants, offices/ jobs, and arts and culture destinations.

3. DOWNTOWN LIVING

A larger Downtown residential population, in a mix of housing types, is needed to support area businesses and provide 24-hour activity. Planned improvements and safety/security upgrades will support downtown living.

4. SAFETY & SECURITY

Increased activity in the Downtown will naturally provide increased safety, with more eyes on the street, and lighting and activity from ground floor shopfronts or residential stoops replacing vacant buildings and empty lots.

5. SUSTAINABLE BUILDING

The rebuilding of Downtown offers an important opportunity to rebuild sustainably, using the best new techniques and green building practices. Following a “green” paradigm can improve life cycle costs, lower costs to operate, lower energy footprint, and save money.

6. RESILIENT INFRASTRUCTURE

Infrastructure upgrades needed before the storm are now more urgent. Solutions include stormwater management improvements as opportunities for economic development, placemaking, and a healthier Downtown.

7. CONNECTED

Street design changes re-allocate excess width from vehicular lanes to space for bikeways, trees, and/or sidewalks; this will also reduce vehicle speeds, creating a safer and more pleasant environment for pedestrians and cyclists.

8. PLACEMAKING

A cluster of arts and cultural facilities and activities Downtown helps to define its character and broaden its appeal to wider audiences. Providing space for arts and artists throughout the Downtown, including in streets and public spaces, is part of the vision.

9. GATHERING SPACES

To support activity, Downtown will need a variety of gathering places for community gatherings and events, with destinations and facilities for all ages. Ideas include more community parks and open spaces, a waterfront amphitheater, museums, a splash pad, pool, and YMCA.

10. UPDATED STANDARDS

Updating codes and regulations to implement the vision and streamlining approvals will be key to implementation.



The Strategic Vision for Downtown and its Waterfront was created to direct future growth while also preserving the city's history, providing a foundation for Panama City to become the premier city in the Panhandle. The above cornerstones, created for downtown, can guide rebuilding and recovery for all of Panama City. The Downtown Plan is available for review at rebuildpc.org.

NEIGHBORHOOD VISION

The Neighborhood Plans express the community's vision and priorities for the future, setting a framework for how the Glenwood, Millville and St. Andrews neighborhoods could rebuild, change and grow over the coming years. Several themes are consistent for all neighborhoods:

Create Complete Neighborhoods

The neighborhoods themselves should become more complete with infill development in walkable centers including needed shops and services as well as homes, gathering places and recreational amenities. Commercial corridors should be retrofitted to stimulate the economy and better meet the needs of the communities that have grown around them. A variety of housing types should be provided to meet the needs of many households. Programs and policies aligned to the neighborhood vision should support small businesses, entrepreneurs, and opportunities for workforce development.

Create Great Streets

The neighborhoods should be connected by great, tree-lined streets that are designed to be safe and comfortable for people in cars, riding bikes and walking on sidewalks and trails. City policies should support the design of streets consistent with the land uses and neighborhood context that surround them. This plan recommends street design improvements to each neighborhood's mixed-use commercial corridors aimed to improve safety and walkability through widened sidewalks, street trees, pedestrian-scaled lighting, protected bike facilities, and improved crosswalks. Many of these design elements help manage high motor vehicle speeds, leading to better balance between all modes in the neighborhood centers.

Create Resilient Open Spaces & Infrastructure

The primary resiliency goal for Glenwood, Millville, and St. Andrews is to prioritize investment that will foster healthier, happier, more valuable, and stronger neighborhoods. The neighborhoods should have a robust, resilient infrastructure to support existing homes, businesses and envisioned new additions. To define and prioritize investment in pursuit of this goal, a "Green-Blue Framework" has been created for each neighborhood. Each framework plan synthesizes background analysis and community input to create a road map for resiliency. The framework plans take a big-picture view to weave nature-based solutions into infrastructure, open space, economic development, transportation, and placemaking.





GLENWOOD

Glenwood is the center of Panama City's African American community, and Martin Luther King Jr. Boulevard was historically the local business spine. A road widening project in the early 2000s changed the boulevard's character leaving many vacant lots; years later damage from Hurricane Michael caused many residents to leave. The vision for Glenwood is to preserve neighborhood culture and heritage, to restore local commerce, to build recreational facilities, and to support existing residents while providing a mix of infill housing types. 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, new open spaces, trails, and restored bayou natural areas connect the neighborhood.

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

Right: Potential future development and public space form a gateway to Glenwood at the intersection of MLK Jr. Boulevard and 15th Street.





For Illustrative Purposes Only

MILLVILLE

Millville is a community with a unique history defined by its industry and shipbuilding roots. The waterfront, historic Downtown Millville, Business 98 corridor, surrounding neighborhoods, and the industrial landscape to the south contribute to establishing Millville's character. Residents share a common interest in developing a signature park at the waterfront edge, revitalization of commercial corridors and residential streets, concentrating new mixed-use development near Downtown Millville and around key intersections, and building new infill housing on vacant lots to support a complete neighborhood. A resilient system of open spaces and restored natural areas will manage stormwater and improve water quality in the bayou.

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



Watson Bayou

Right: Potential future waterfront park in Millville.



Downtown
Millville

Maple Avenue

3rd Street

ST. ANDREWS

St. Andrews is home to the earliest settlement in Panama City; it is also most vulnerable to changing sea levels and future storms due to low-lying land within the historic core. The vision for St. Andrews preserves the character of the historic fishing village while adding new mixed-use buildings on vacant and underutilized lots to make the area more complete, memorable, and vibrant. Design standards will guide new development to be resilient to future storms, compatible with the character of historic precedents, and contributive to a walkable urban realm. A parking strategy makes the most of existing resources while planning for future needs. Enhanced public spaces such as the marina, bay and lake frontages, new and existing parks, and key streets such as Beck Avenue and 11th Street support activity.

ST. ANDREWS BIG IDEAS

Create a Complete Neighborhood

Increase Water Access: activate Lake Ware; marina as iconic space; kayaks; waterfront paths; water taxi

Incentivize Infill Housing: affordable and diverse housing types

Invest in Arts & Culture: public art; expand tourism; plan for reuse of St. Andrews school

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

Address Parking: enforcement & supply; include strategy for boat trailers

Update Standards: architecture / design standards; streamline business permitting

Create Great Streets

Redesign Beck Avenue: Main Street; improve safety; pedestrian-oriented; lighting, parking, shade

Connect Pedestrian & Bike Networks: connect to downtown via 10th/11th Street and Beach Dr.; connect Lake Ware to waterfront; remove Business 98 designation on Beck Ave

Create Resilient Open Spaces & Infrastructure

Upgrade Infrastructure: improve water quality, underground power, upgrade pipes

Improve Existing Open Spaces: including Oaks by the Bay, Truesdell Park and the marina

Include New Open Spaces & Green Infrastructure: address flood-prone areas, increase resiliency



Right: Potential future conditions in downtown St. Andrews.



For Illustrative Purposes Only



IMPLEMENTATION

The Implementation chapter documents a comprehensive list of next steps and follow-up activities necessary to make the recommendations of the preceding chapters a reality. The Implementation Action Plan matrix summarizes all action items by neighborhood area, and attaches potential funding sources, responsible parties, and a time frame in which the activity should occur. The plan is meant to coordinate public and private activities to implement the vision. Actions are organized by the following categories:

Invest in Priority Improvements

Upgrade Infrastructure, including water, sewer, stormwater facilities

Pursue Street Design and Intersection Improvements to promote safety and walkability

Expand Mobility Options with trails, protected bikeways, and public parking facilities

Improve Water Access, including boat launch and trailer parking improvements

Implement Resiliency through Green Infrastructure, protect existing natural systems, restore wetlands and floodplain, and use landscape to filter and absorb stormwater

Provide Quality Gathering Spaces to support neighborhood activity

Use City Property to Support Revitalization and demonstrate plan ideas

Rebuild/Reuse Community Facilities including the MLK Community Center and St. Andrews School

Remove Barriers to Investment

Revise City Codes and Ordinances to fit the vision and encourage implementation

Support Rebuilding & Revitalization through development incentives and code enforcement

Build on Existing Assets

Preserve Historic & Cultural Assets through historic preservation, placemaking, and public art

Support Workforce Development, Small Businesses and Entrepreneurs with new or enhanced City programs and partnerships

Build More Housing including workforce, affordable and mixed-income, in a variety of building types

CHAPTER 2

Planning Process

COMMUNITY ENGAGEMENT

As part of the city-wide Long Term Recovery Planning Project, in 2019 the *Strategic Vision for Downtown and its Waterfront* was created to direct future growth while also preserving the city's history, connection to the waterfront, and strong sense of community, providing a foundation for Panama City to become the premier city in the Panhandle.

Building upon the 10 Cornerstone Ideas for Downtown Panama City, the City engaged the community to define a vision for the future of the Glenwood, Millville, and St. Andrews neighborhoods.

The Strategic Vision for each neighborhood includes ideas and illustrations to describe the community vision for future development and preservation, sustainable building, connectivity, gathering spaces, and resilient infrastructure; and an implementation strategy to guide future public and private actions.

The public engagement process began in June 2020. In response to COVID-19, many workshops were held online, allowing community members the opportunity to participate and provide input from home. This chapter summarizes the engagement methods utilized and input heard.

JUNE 4

PROJECT KICKOFF
Tele-town Hall

JUNE 15 - 18

VIRTUAL INPUT SESSIONS

Glenwood: 6/15
Millville: 6/16
St. Andrews: 6/18

JUNE 22 & 24

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Workforce Development
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AM & PM

JUNE 26

WORK-IN-PROGRESS PRESENTATION

AUG 31 - SEPT 3

OPEN HOUSE & COMMUNITY REVIEW

Virtual and In-Person
AM & PM

JAN 26

GLENWOOD REVIEW

Virtual and In-Person

Summary of Outreach



PARTICIPANTS AND VIEWS:

105	Project Kickoff Tele-town Hall Attendees
74	Pre-Charrette Stakeholder Meeting Attendees
145	Glenwood Virtual Input Session Attendees (122 Attendees, 28 Recording Views)
112	Millville Virtual Input Session Attendees (88 Attendees, 24 Recording Views)
121	St. Andrews Virtual Input Session Attendees (98 Attendees, 23 Recording Views)
42	Charrette: Check-In Attendees
105	Charrette: Special Topic Meetings Attendees
81	Charrette: Work-in-Progress Presentation Attendees
40	Open House Participants (Online)
100	Open House Attendees (In-Person)
47	September Community Review Participants
65	January Glenwood Review Participants



FEEDBACK:

37	One Word Survey Responses
24	Chat with a Planner Chats
43	Provide Your Input Responses
90	Draft Ideas Survey responses
268	St. Andrews Parking Survey



THE VISION HUB (ENVISIONPC.ORG)

6,441	Visits
16k	Page Views
5.5k	Unique Visitors



REACHED BY SOCIAL MEDIA

16,671 City of Panama City Facebook Followers

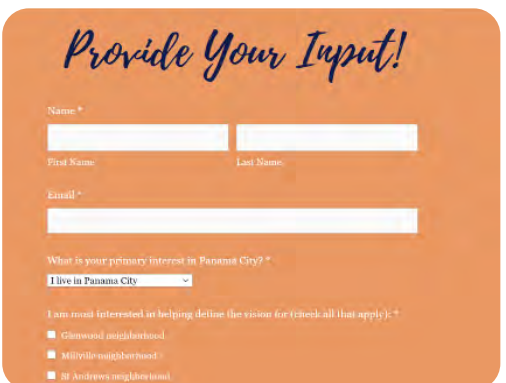
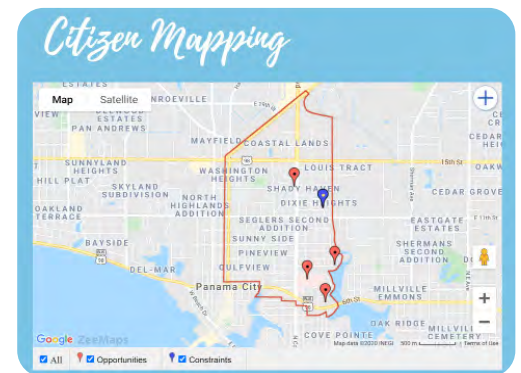
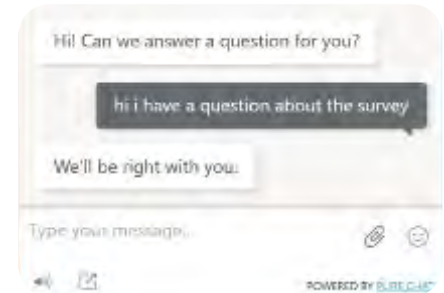
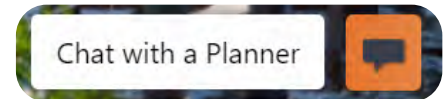
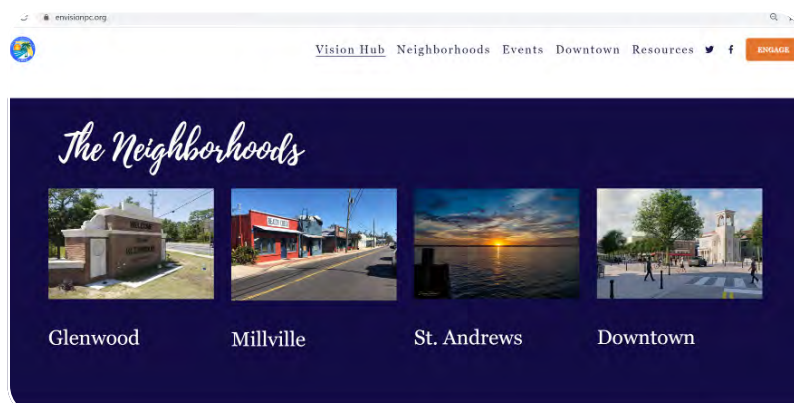


REACHED BY PROJECT EMAIL LIST

660 People Subscribed to Email List

Vision Hub

The Vision Hub was created to be a one-stop shop for project information including events, resources such as prior plans and recordings of recent events, and public input. The website had a dedicated page for each neighborhood to gather input and share information. An events page included the project schedule and events where visitors could RSVP to join online events. The engage tab included online surveys for public input and an interactive citizen mapping tool dedicated to each neighborhood. During the Open House visitors could find the links to the events and exhibits on the Vision Hub and participate virtually.



Clockwise Starting at the Top Right Corner:

1. Visitors can Chat with a Planner on the Vision Hub
2. & 3. The Citizen Mapping tool and Provide Your Input survey can be found on the Engage page
4. Each neighborhood has its own page for input and information
5. The Vision Hub where community members can find information about upcoming and recent events

ONLINE SURVEY RESULTS

In May 2020, an initial survey was posted to the Vision Hub asking participants to provide general comments and input about opportunities or concerns, and to describe their vision for their neighborhood of interest. Over 40 responses were received by the time of the June workshops; a sampling is included on this page.

Tell us about your Vision:

millville
"We need eating places / restaurants, a grocery store, walking areas, pet park, and assistance with beautifying homes for homeowners."

all
"Panama City is a waterfront town. I am interested in bicycle/walk/run paths from Port Saint Joe to Grayton Beach ... More small boat launch opportunities to relieve stress on our larger launches."

glenwood
"Better paying jobs, affordable housing, and recreation (sports complex for kids) for the people of this community."

all
"Provide affordable housing, and workforce jobs. Also provide for college bound youth, jobs to return to Panama City, instead of moving away."

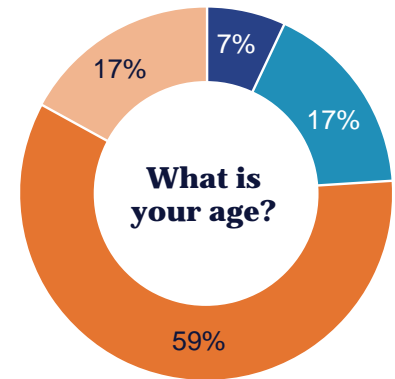
st. andrews
"I envision embracing St. Andrews hometown historic feel and emerging the local arts into every bit of it!"

all
"Moratorium on aluminum buildings, plant oak trees and remove all signage remnants."

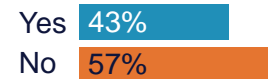
Tele-town Hall Kickoff

The public engagement process began with a Tele-town Hall (a phone-based Town Hall) on June 4th. Participants who registered their phone number at the Vision Hub were called at 7 pm on the date of the event; additional participants were able to join via a publicized call-in line. City Manager Mark McQueen, Mayor Greg Brudnicki, and each of the City Commissioners welcomed the listeners and expressed their goals for the upcoming Neighborhoods Plan process.

Victor Dover from Dover, Kohl & Partners then gave a brief overview about the planning process and upcoming virtual engagement opportunities, and asked polling questions to gather feedback about priorities in each of the neighborhoods. The remainder of the meeting was dedicated to questions-and-answers with meeting participants. Participants who could not ask their questions live at the meeting were able to leave a recorded message for the planning team. A recording of the event was posted to the Vision Hub following the meeting. The event helped to identify key issues for the planning team to explore with participants at the Neighborhood Input Sessions.

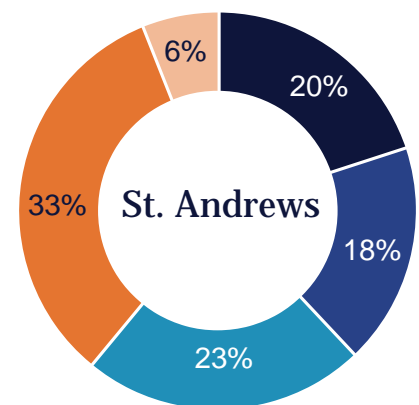
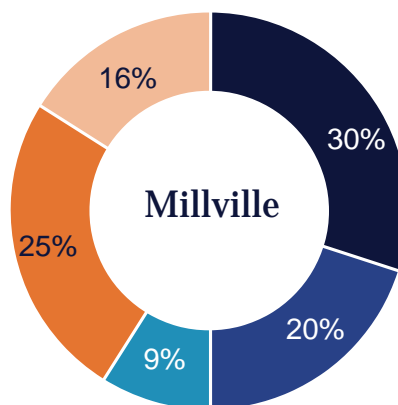
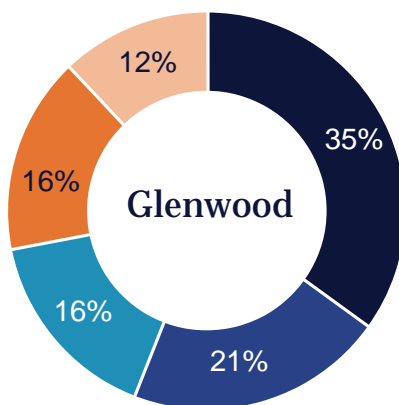


Did you participate in any of the events for the Downtown Vision Plan?



105 participants

Which of these Cornerstone Ideas is a top priority for your neighborhood?



**SAMPLE OF COMMUNITY INPUT FROM
THE TELE-TOWN HALL Q & A:**

Q: “Are we considering the replacement of the wastewater facility a Millville project or City project?”

A: The City is considering replacement of the wastewater facility in Millville, which could open up that waterfront area for other uses. This possibility will be discussed at upcoming Neighborhood Plan events.

Q: “Will Joe Moody Harris Park be a park and clubhouse or will it be a housing development?”

A: Joe Moody Harris Park will continue to be a park. The City is awaiting funds to rebuild the park amenities and clubhouse. The City is looking to purchase land north of the park to build workforce housing to support key industries.

Q: “Hurricane Michael created a food desert. What is going to be done about a new food market?”

A: The City did lose a number of stores from the hurricane and has reached out to a number of grocery developers. Having a nearby grocery is an important quality of life feature, and it is part of the City’s economic development plan to get a new store south of 15th Street.

Q: “Curious about the project that is being built on 15th Street, when will it open up and will there be criteria for people to live there?”

A: The Park at Massalina will be a new apartment community. There is not an “opening” date at this time. This will be an affordable housing community that will have income-based criteria.

Q: “How can we preserve our historic buildings?”

A: Historic preservation is a high priority in the neighborhoods, similar to Downtown. Historic buildings take TLC and need to be occupied. The historic character of the neighborhood is not just the buildings, but also streets, street trees, and open spaces. We can include ideas in the plan that promote preservation.

Neighborhood Virtual Input Sessions

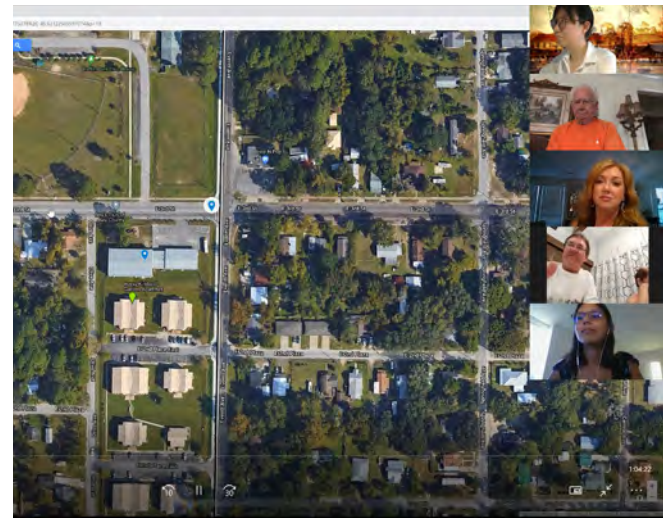
The public input sessions were hosted as virtual/online meetings and advertised through social media, email, flyers, radio and at other City events. The meetings began with a welcome from each neighborhood's commissioner, and a presentation of existing conditions, topics of interest and potential for future improvements by the Dover, Kohl & Partners (DK&P) team. After the presentation all participants were broken into small groups with a facilitator from the DK&P team to discuss ideas on a map. The facilitator marked areas of concern, opportunity sites and questions from the participants. Toward the end of the session, the group defined "3 Big Ideas", the most important ideas from their conversation.

After the small group exercise was finished, everyone reconvened into the larger group meeting to share their ideas. One person from each group described key takeaways from their conversation, giving an opportunity for participants to hear all of the ideas and see points of consensus or differences.

The virtual input sessions were also broadcast on local television via Gulf Coast State College Broadcasting. The public could watch the presentations and the Zoom participants sharing a summary of their ideas. Following each session, a video of the meeting was posted to the project website.



Participants reconvene to report back their 3 big ideas.



A small group works together to add their ideas to a map of their neighborhood.

Virtual Input Sessions Schedule

JUNE 15
GLENWOOD
Zoom Meeting: 6 PM

JUNE 16
MILLVILLE
Zoom Meeting: 6 PM

JUNE 18
ST. ANDREWS
Zoom Meeting: 6 PM

Special Topic Meetings

Following the Input Sessions, the DK&P team worked to synthesize information heard and create illustrations to test community ideas. The team also held meetings to discuss special topics of interest and continue to gather input, which included meetings about workforce development, housing, small businesses, transportation & parking, and the environment & stormwater. The special topic meetings were conducted on Zoom, and led by the planners, economist, transportation and civil engineers on the DK&P team that were subject area experts. Ideas that were discussed in the meetings were incorporated into ideas and illustrations presented at the Work-in-Progress Presentation.

Schedule

» JUNE 22
Workforce Development
11 AM

» JUNE 22
Transportation/Parking
1 PM

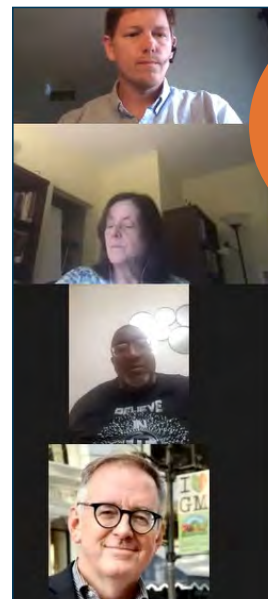
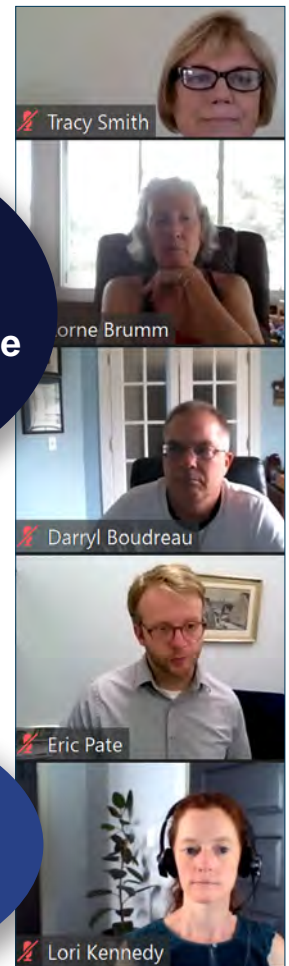
» JUNE 22
Small Businesses
3 PM

» JUNE 24
Stormwater/Environment
11 AM

» JUNE 24
Housing
3 PM

“Existing skills exist here in Panama City that are inherent to the culture (seafood, etc).”

“Slow streets designed for the neighborhood context can be more pedestrian & bike friendly.”



“Linking and cross training with schools is key!”

Work-in-Progress Presentation

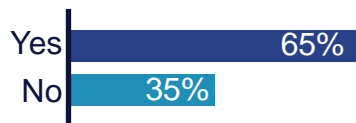
On June 26th, the DK&P team presented the draft illustrations and recommendations completed during the virtual charrette week. The presentation was a webinar format, and the community was able to join and ask questions through the Q&A during the meeting. Over 80 people joined and spent their Friday evening with the team.

The goal of the presentation was to get initial reactions to draft work and determine topics or ideas that should be the focus of further analysis and exploration. At the end of the presentation participants were polled to identify if they had participated in previous online events, what they were most excited about, and if the plan was generally on the right track. Input received is summarized on the following pages.

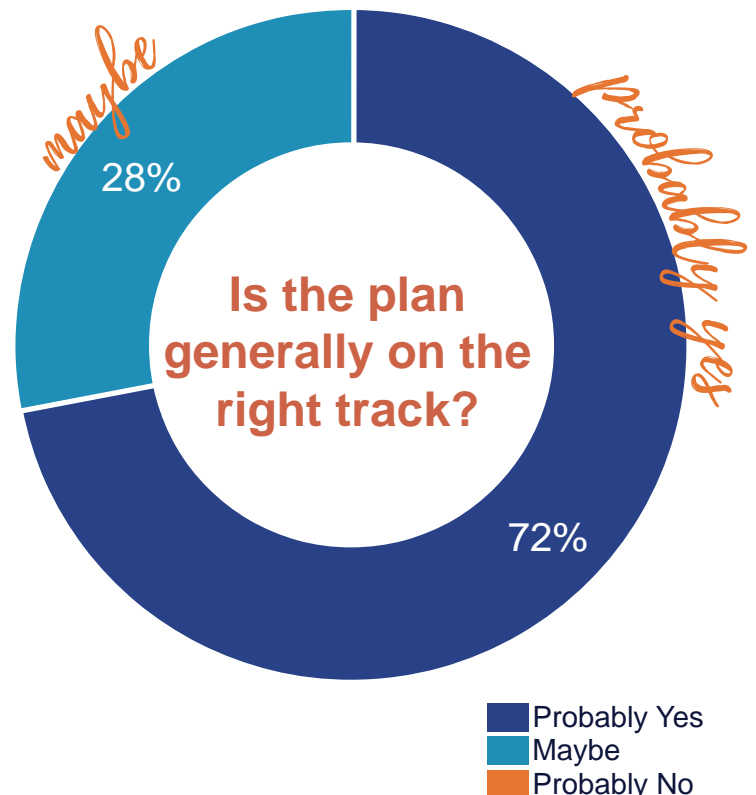
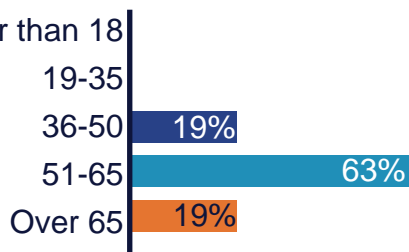
Following the presentation, the video of the meeting was posted to the Vision Hub, so that additional community members could review the work to date and provide feedback.

87
participants

Did you participate in any of the online meetings this week or last week?



What is your age?



RESPONSES FROM WORK-IN-PROGRESS POLLING:

What wasn't mentioned, that the team still needs to explore?

30%

mentioned
OPEN SPACE &
RECREATION

- Pool in Glenwood
- Pet friendly areas
- Boat ramp relocation
- Drummond Park football
- Ball field in St. Andrews
- Amphitheater in Glenwood and/or Millville neighborhoods

23%

mentioned
TIMEFRAME &
COST

- Stages of development / implementation
- Cost
- Timing
- Implementation
- Financing

14%

mentioned
BUSINESS
OPPORTUNITIES

- How citizens can financially invest in new businesses
- Neighborhood financial empowerment
- Streamline business permitting
- Major hotels and businesses
- Mall
- Business opportunities

12%

mentioned
TRANSPORTATION
& STREETS

- Enhancement of roadway right-of-way to beautify the area
- Sidewalks in neighborhoods
- Public transit
- Water taxi

21%

mentioned
OTHER IDEAS

- African American history museum
- Bayview Ave
- Gentrification
- Blighted areas
- Integration of neighborhoods
- Expectations
- Design guideline enforcement
- Form-based codes
- Code enforcement

Draft Ideas Survey

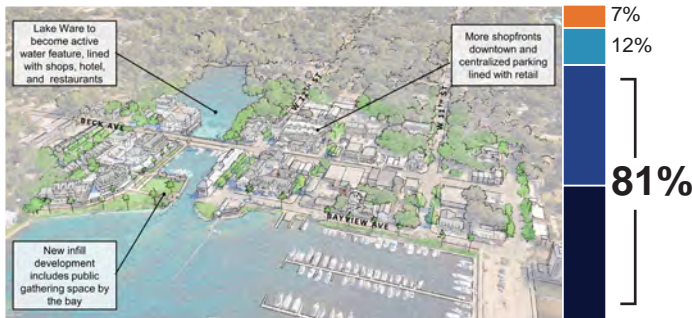
A Draft Ideas Survey was conducted on the project website July through August to gather input on the plan concepts to date; a paper survey was also available in drop boxes within each neighborhood.

In the questions below, participants were asked to rank images on a scale of 1 to 5, with 5 meaning “on target” and 1 meaning “needs work.”



St. Andrews

What do you think of the vision for downtown St. Andrews?

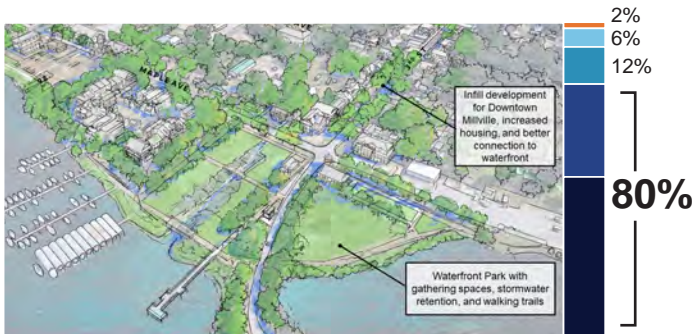


What do you think of the redesign for Beck Avenue, with pedestrian-friendly streetscape elements?



Millville

What do you think of vision for the waterfront park near 3rd Street?



What do you think of the vision for the intersection of Bus 98 and Sherman Avenue?



Glenwood

What do you think of the vision of new development near MLK Jr. Blvd. and 15th St.?



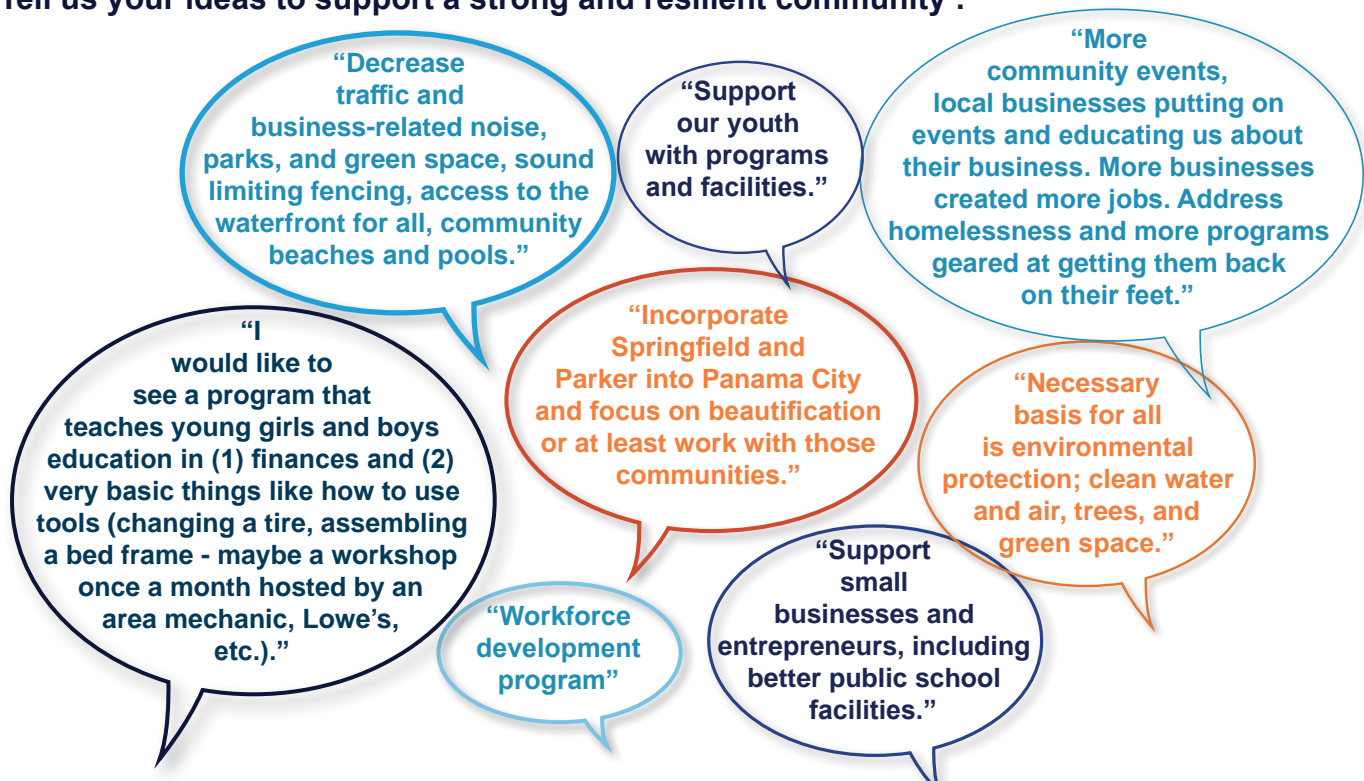
What do you think of the infill of vacant lots along MLK Jr. Blvd. that includes a mix of uses?



Tell us about any other opportunities or concerns in the neighborhoods :



Tell us your ideas to support a strong and resilient community :



Open House & Community Review

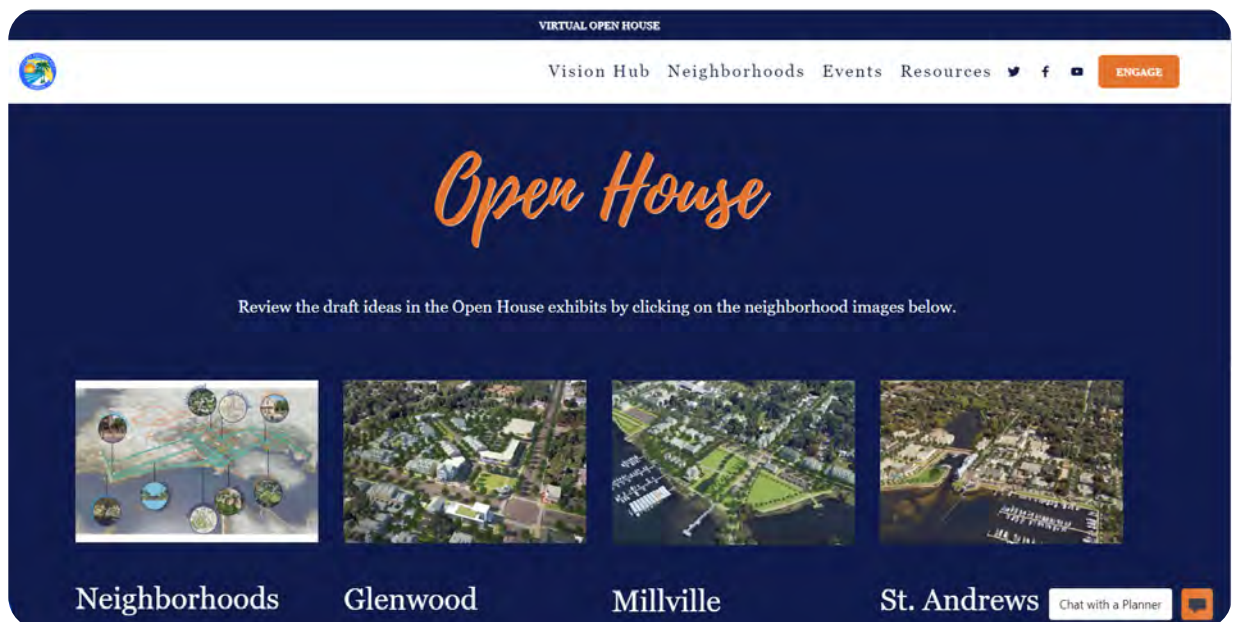
August 31st through September 2nd, the City and DK&P team hosted Open House events both online and in-person. Participants were able to see exhibits of the work the team had worked on over the summer and give their feedback. During lunchtime and evening time slots over three days members of the community were able to go to City Hall or join Zoom to discuss and review the new drawings. The in-person Open House had exhibit boards that summarized the Big Ideas for the Neighborhoods, Glenwood, Millville and St. Andrews; on Zoom the participants could ask questions as the team reviewed the boards on the Vision Hub website. Participants and attendees could leave their feedback online through a survey or fill out a hard copy in-person. The surveys included questions about top priorities for implementation.

On September 3rd, the DK&P team led a Community Review on Zoom. The team presented the work and summarized the feedback heard during the Open House events. During the review, participants were asked polling questions that they were able to answer using their phones via text messaging. A summary of responses is shown on the next page.

187
participants
OVER 7 EVENTS

Right: Attendees at the Open House in City Hall.

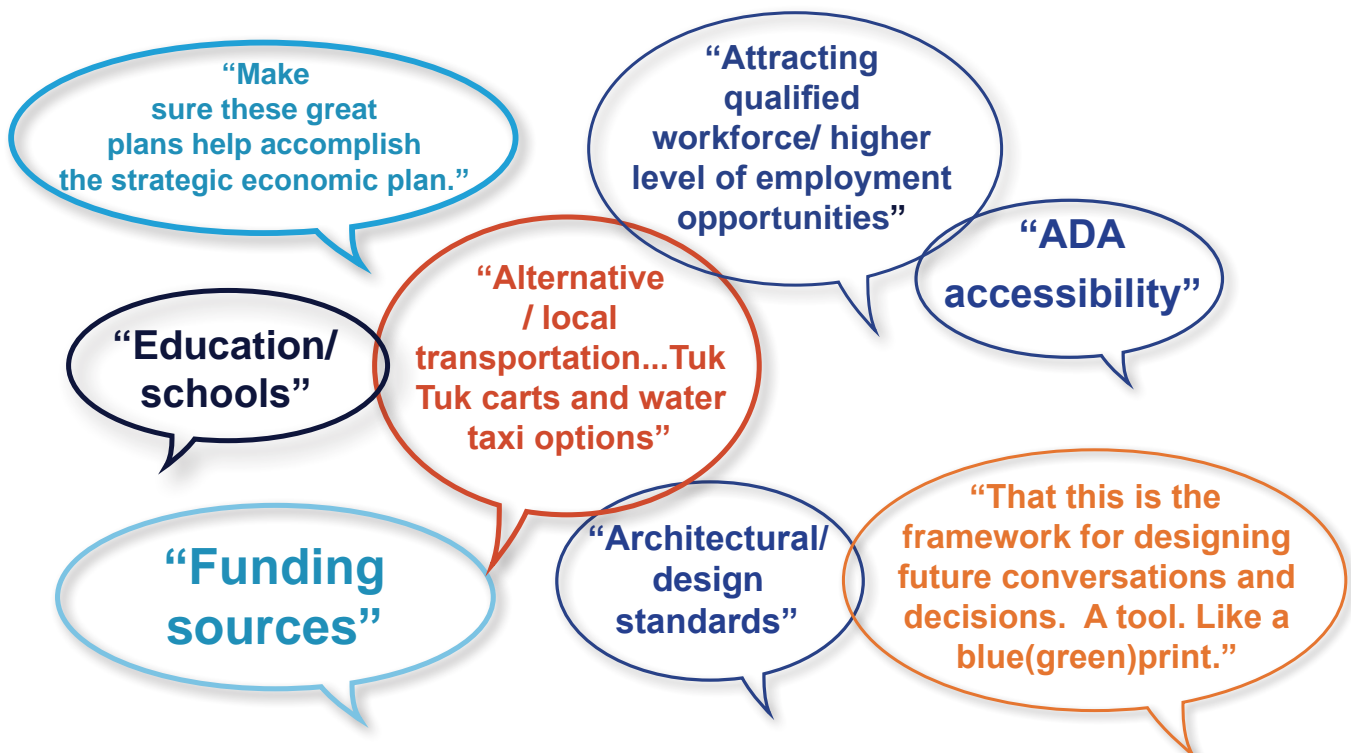
Below: The Open House exhibits were available for review on the Vision Hub.



Which draft plan ideas are your top priority for implementation?



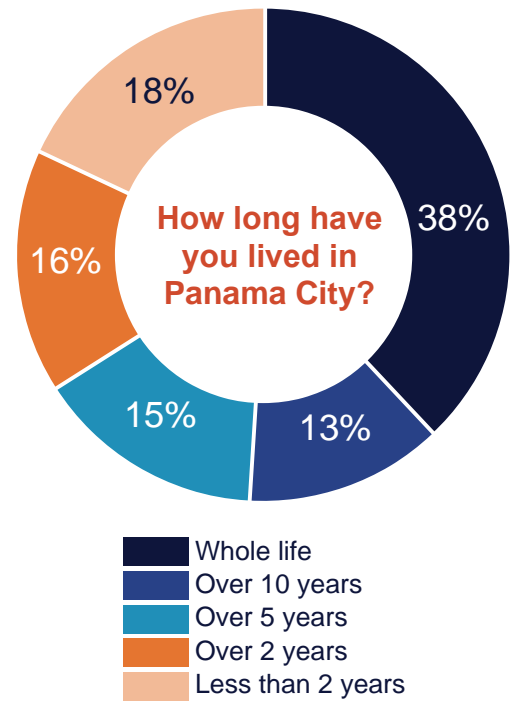
Is there anything that was not mentioned tonight, that should be part of the draft plan?



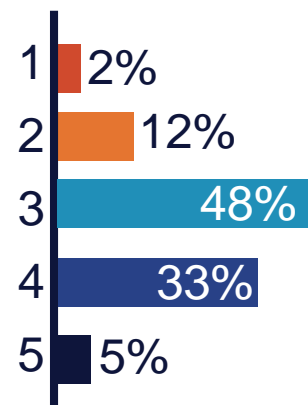
PC Teen-Designed Parks

On September 12th and 19th, 2020, Panama City's Quality of Life Department partnered with ArchAcademy and the LEAD Coalition to host an interactive charrette event for middle and high school students. The charrette was used to get input from the youth of Panama City about the future design of the parks in the city. Members of the DK&P team attended the September 12th meeting to introduce the importance of planning and review draft Neighborhood Plan ideas. The students were asked what would improve access to open spaces, how walking and biking could be more comfortable in their neighborhoods, and what uses the students would like to see in the neighborhoods in the future. The students reported their favorite parts of the neighborhood plan images were the bike lanes; places to stop as you bike (tables/food); open spaces for walking; and street trees.

The students then designed models of their ideal park. Input from this workshop can shape future park design in the City to meet the needs of the next generation.



On a scale of 1 to 5, how happy are you with the parks available to you in your city?



Above: 80+ students responded to a survey asking how they use city parks and what features they would like to see.

Left: Students at the Youth Charrette drawing and designing potential future parks for Panama City.



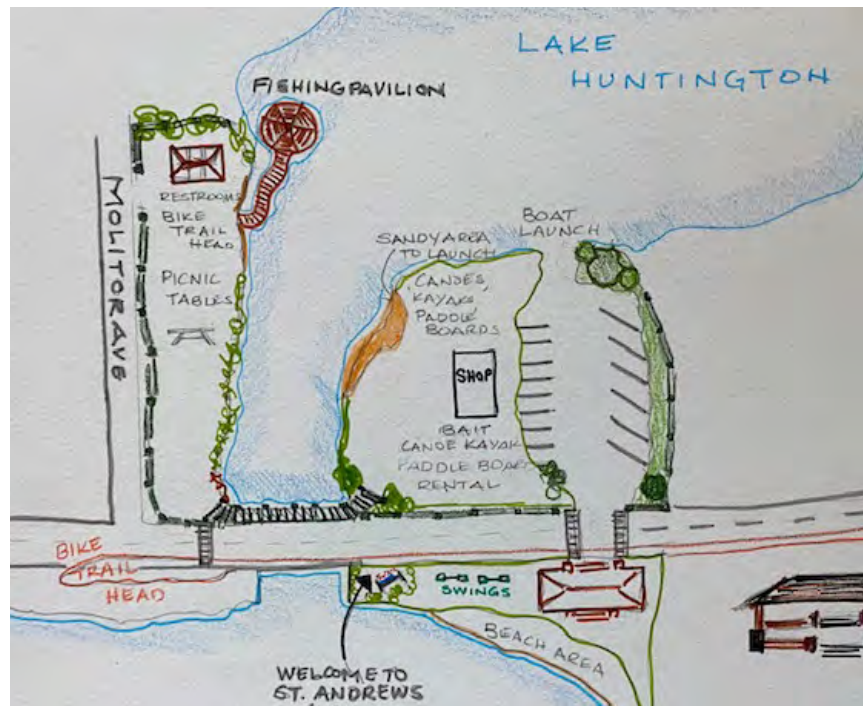
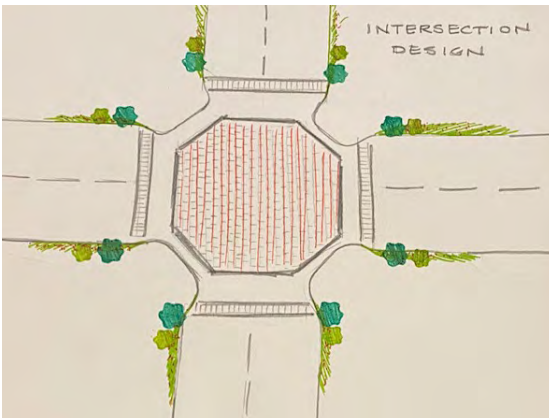
St. Andrews Design Studio

Keep St. Andrews Salty

In fall 2020, Professor Antonio Adessi's Architecture Studio at Gulf Coast State College worked on visioning for St. Andrews. The class analyzed the existing conditions of St. Andrews to produce sketches, photo surveys, and maps to describe how the neighborhood operates in terms of its landmarks, historic sites, landscape, housing, commercial uses, and transit. The students, working in 3 separate groups, drew ideas for the area between St. Andrews Bay, 15th Street, Molitor Avenue, and Frankford Avenue (roughly the extent of the neighborhood study area). Following the group plan, each student developed a design for a specific project at a smaller scale, which included parks, groups of buildings, a community center, museum, and public market. The students presented their ideas to city representatives; a sampling of sketches are included on this page.

GCSC St. Andrews Design Studio Students:

Noah Fielder
Martin Hengge
Matthew Azevedo
Dalton Groves
Collin McDevitt
Jennifer Lloyd
Addison Newby
Patrick Olafsen
Sarah Pask
Taylor White
Bailey Yongue



Left and Above: Final work from the Gulf Coast State College Design Studio, illustrating student design ideas for St. Andrews.

Plan Review & Feedback

The first draft of the Neighborhood Plans report was published on October 14, 2020. The draft was available to view or download on the Vision Hub website, with hard copies available to review at City Hall. Between October and January, there were 3,350 views of the plan chapters online; Chapter 4 (Glenwood) was the most-viewed chapter (992 views). An online survey collected community comments through November 9th, with additional comments received via letters, e-mail and through “chat with a planner” on the website.

The planning team worked to update the plan based on comments received; many comments and concerns focused on the vision for the Glenwood neighborhood. A Glenwood Review Meeting was held on January 26, 2021, to review comments and draft updates to illustrations and plan ideas, and check if the revisions were on the right track. Over 65 community participants joined representatives from the City and planning team, in person at Rosenwald High School and online via Zoom. All of the feedback was used to complete the Final Draft of the plan.

glenwood

“Myron Hine’s book entitled ‘Historical Journey’ ... there are many photos in that book that illustrate the kind of designs that we want.”

millville

“I would like to see existing industrial operations more included in the overall vision for Millville.”

“Overall, I think the proposal looks beautiful, makes a lot of sense, and will be a great improvement to the area.”

st. andrews

“We are pleased with the revised plans for a variety of housing being offered on MLK and throughout the Glenwood Community. We reiterate that we do not want to see towering apartments or condos alongside MLK. We want to see mixed heights, green space of parks, and mixed dwelling units facing MLK so that it is welcoming and more like its historical heyday.”

“What incentives and/or assistance will be given to help revitalize the small Black business community that was lost as a result of the widening of MLK?”

“Will there be housing available for the median income and age of those who reside in the area?”

“With regards to the MLK Center itself ... a library with books and computer labs ... art studio ... stage and the space for observing performances ... display shelves be built so that historical artifacts and educational signage can be placed in the Rec Center also.”

CHAPTER 3

Neighborhood Vision

NEIGHBORHOOD VISION

The Neighborhood Plans express the community's vision and priorities for the future, setting a framework for how the Glenwood, Millville and St. Andrews neighborhoods could rebuild, change and grow over the coming years. Although this community has been through recent challenges, out of the challenges a renewed optimism for the future has emerged, a desire to not simply return to pre-storm conditions, but to exceed them and become an even better place to live, work, and visit. The unique vision and strategies for each neighborhood are described in subsequent chapters; several themes are consistent for all neighborhoods:

Create Complete Neighborhoods

The neighborhoods themselves should become more complete with infill development in walkable centers including needed shops and services as well as homes, gathering places and recreational amenities. Commercial corridors should be retrofitted to stimulate the economy and better meet the needs of the communities that have grown around them. A variety of housing types are provided to meet the needs of many households. Programs and policies aligned to the neighborhood vision should support small businesses, entrepreneurs, and opportunities for workforce development.

Create Great Streets

The neighborhoods should be connected by great, tree-lined streets that are designed to be safe and comfortable for people in cars, riding bikes and walking on sidewalks and trails. City policies should support the design of streets consistent with the land uses and neighborhood context that surround them.

Create Resilient Open Spaces & Infrastructure

The neighborhoods should have a robust, resilient infrastructure to support existing homes, businesses and envisioned new additions. This includes a network of green and blue spaces to help withstand storms, keep the bay healthy, and support quality of life for residents. It also includes investing in robust broadband service that provides access to all residents and businesses.





A City of Complete Neighborhoods

The vision for the future of Panama City is to become a city of complete neighborhoods, with walkable centers that include places to gather and for recreation, with a mix of land uses that provide daily services and opportunities for employment, and with variety of housing types. To achieve the vision for complete neighborhoods, this plan recommends revitalizing each neighborhood's walkable mixed-use centers; implementing a housing strategy that accommodates existing and future households of varying incomes and needs; and supporting local communities through workforce development and small business / entrepreneur programs.

The Glenwood, Millville and St. Andrews areas as they exist today are a result of planning and decisions of previous leaders dating back to the early 1900s. The city's downtown and its historic neighborhoods originally were settled as independent towns, each with its own mixed-use community center. St. Andrews had its beginnings in the early 1800s, incorporating in 1908. Sawmill interests founded Millville in the late 1800s, which incorporated in 1913. Panama City was founded between the two; with an active port and railroad, the town became the focus

of commerce and Bay County seat in 1914. The Glenwood neighborhood north of downtown was historically the center of culture and commerce for Panama City's African American community with businesses lining what is today Martin Luther King Jr. Boulevard. In 1926, the three towns consolidated into one city. A map from the 1940s shows the basic settlement pattern with development along the waterfront surrounding the original towns and key connectors such as 15th Street, 11th Street, and US Highway 98 linking them together.

Today's City zoning map contains evidence of past conditions with mixed-use downtown districts in Downtown Panama City, St. Andrews and Millville, and commercial zoning lining primary corridors such as MLK Jr. Boulevard and 15th Street. It also demonstrates a policy shift to single-use, auto-oriented settlement patterns, with large areas of commercial land surrounding 23rd Street and single-use residential neighborhoods further to the north. This trend, consistent with national trends dating from the 1950s, moved the focus of commerce away from the original towns to new suburban areas.

Five Basic Components of Complete Neighborhoods:

» **Identifiable Center & Edge**

One should be able to tell when they have arrived in a neighborhood, and when they reach its center. The center has places where the public feels welcome and encouraged to congregate. The best centers possess a mix of uses, providing some of people's daily needs while fostering social connections.

» **Walkable Size**

The size of a neighborhood should be suitable for walking. Most people will walk approximately one-quarter mile (5 minutes) before turning back or opting to drive or ride a bike. The Glenwood, Millville and St. Andrews areas are comprised of multiple walkable neighborhoods.

» **Mix of Land Uses & Housing Types**

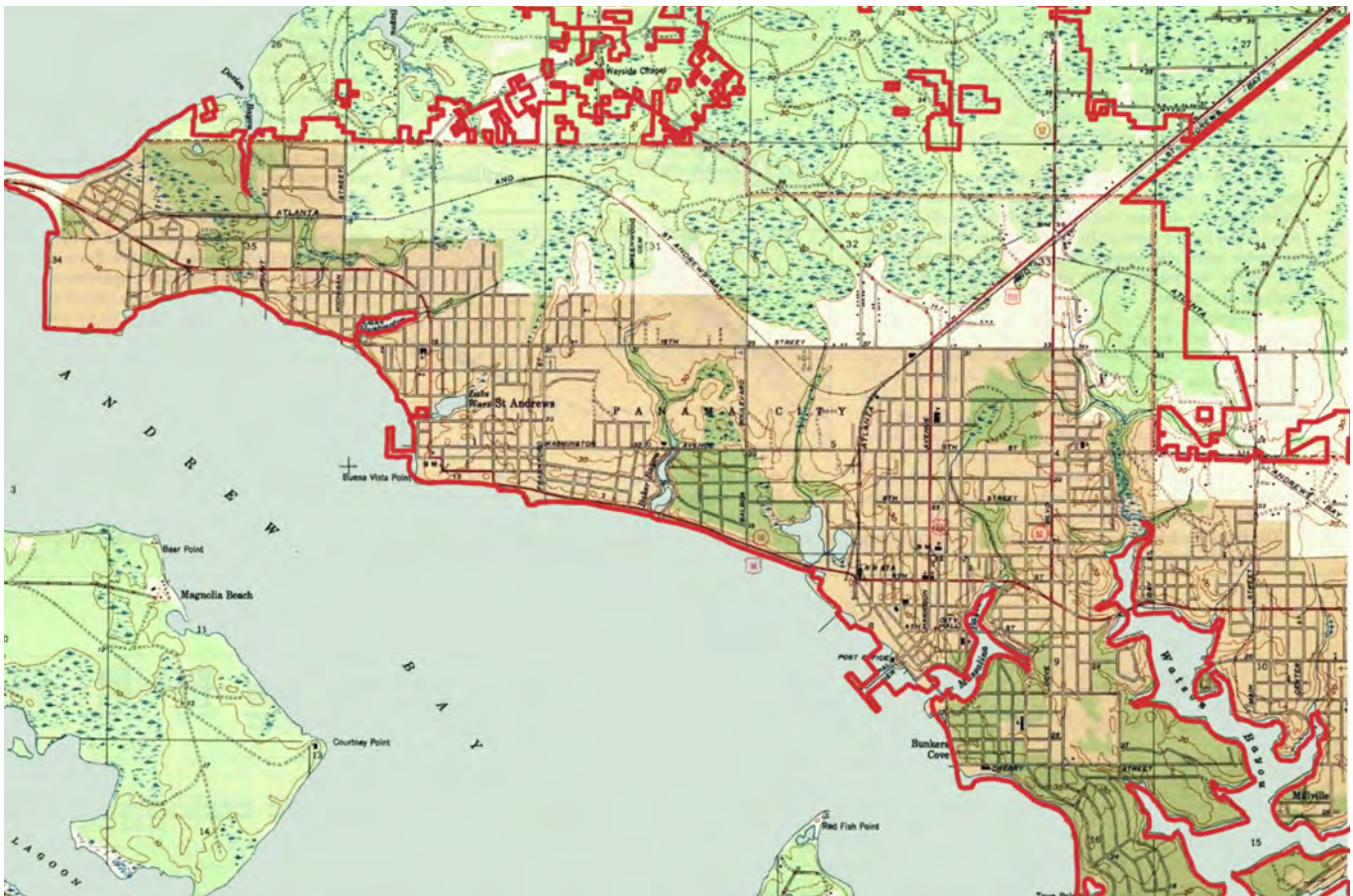
Great neighborhoods have a mix of land uses and housing types that enable residents to dwell, work, socialize, exercise, shop, and find some daily needs and services within walking distance.

» **Integrated Network of Walkable Streets**

A network of streets allows pedestrians, cyclists, and motorists to move safely and comfortably throughout the neighborhood. The street network forms blocks that set up logical sites for private development, provides routes for multiple modes of transportation, and provides accommodation for non-motorized alternatives.

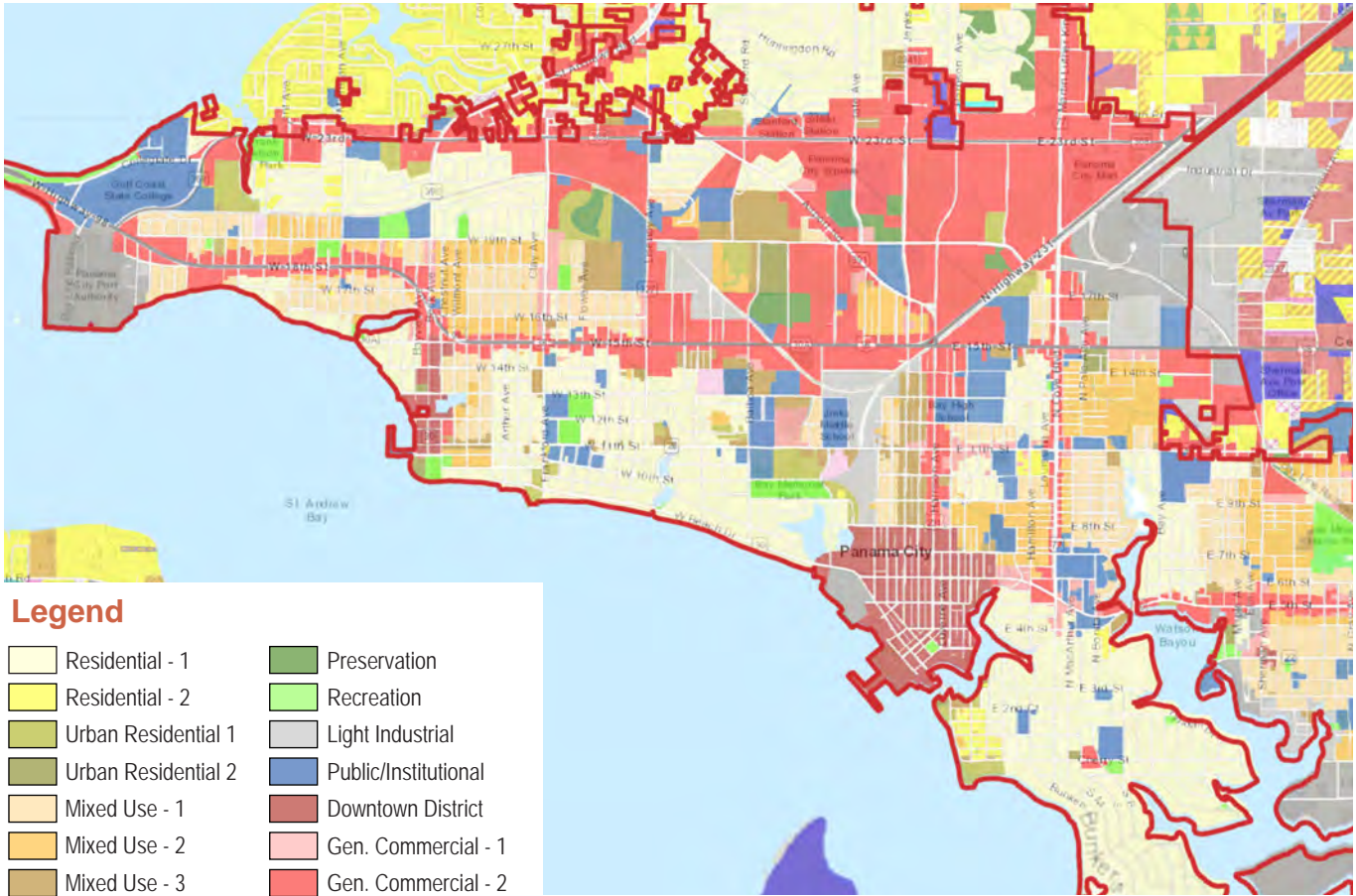
» **Special Sites Reserved for Civic Uses**

In complete neighborhoods, some of the best real estate is set aside for community purposes. Unique settings such as terminated views or locations with greater activity should be reserved for landmark buildings that will act as permanent anchors for community pride. Similarly, special sites should be set aside for parks, greens, squares, plazas, and playgrounds (each of which has its own distinct character). Each neighborhood should have one special gathering place at its center.



Above: 1943 map of Panama City and surroundings (red outline indicates 2020 City limits)

Below: 2020 City Zoning Map



Complete Neighborhoods

Based on observation of existing conditions, the future vision, and the five components of complete neighborhoods, this diagram defines multiple neighborhoods within each study area.

St. Andrews

The area surrounding the St. Andrews historic downtown, or Greater St. Andrews, consists of several compact neighborhoods. Pocket neighborhoods made up of several blocks come together at major roads, such as Frankford Avenue and 15th Street, where businesses, services and civic uses are located. Lake Huntington and Oaks by the Bay Park are key gathering spaces. Each neighborhood is within proximity to the central downtown district and connected by a grid of streets. St. Andrews School and Oakland Terrace Elementary School are two important civic uses that anchor the neighborhood fabric.

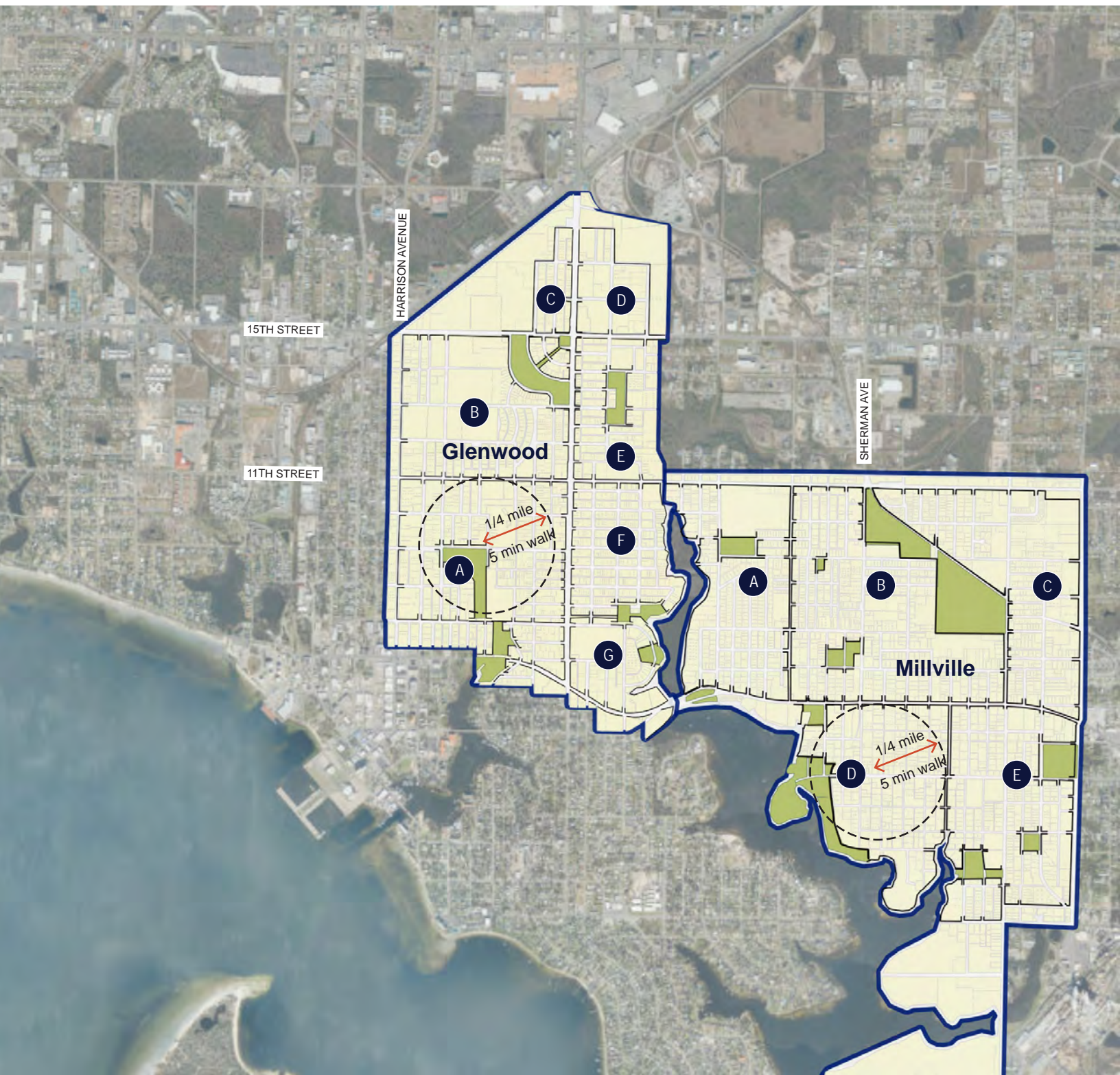
Glenwood

Today's Glenwood lacks a defining center and edge. Primary roads are wide and inhospitable to walking and biking. Glenwood does have a strong presence of civic buildings and institutions throughout, including Bay High School, Martin Luther King Jr. Center (to be rebuilt), A.D. Harris Center, Ascension Sacred Heart Bay Medical Center, and many City-owned and County-owned facilities. The future condition shows well delineated neighborhoods with distinct open spaces, and strong edges formed by prominent, walkable streets.

Millville

Greater Millville is larger than the other study areas, and consists of a collection of smaller neighborhoods. Where these neighborhoods come together, business and other commercial uses line the edges of major streets. Barriers today, these seams should become more walkable and connect the blocks on either side. While Millville currently has a number of open spaces, they are not evenly distributed. The future vision introduces pocket parks and stormwater parks to balance open space among the neighborhoods, promoting connectivity and walkability. Many churches are located in the neighborhoods, and Bay County Public Schools occupies an elementary, middle, and high school along 11th Street as well as Margaret K. Lewis School along East Avenue. Additionally, public boat launch sites provide access to the water, which is an important part of Millville's identity.





The three study areas are subdivided to show that many smaller neighborhoods make up a collective community. Each lettered neighborhood area contains many of the components of complete neighborhoods: an identifiable center and edge, a walkable size (five minute walk from center to edge), a mix of land uses and housing types, a network of walkable streets, and special sites reserved for civic uses.

Revitalizing Panama City's Historic, Walkable Neighborhood Centers

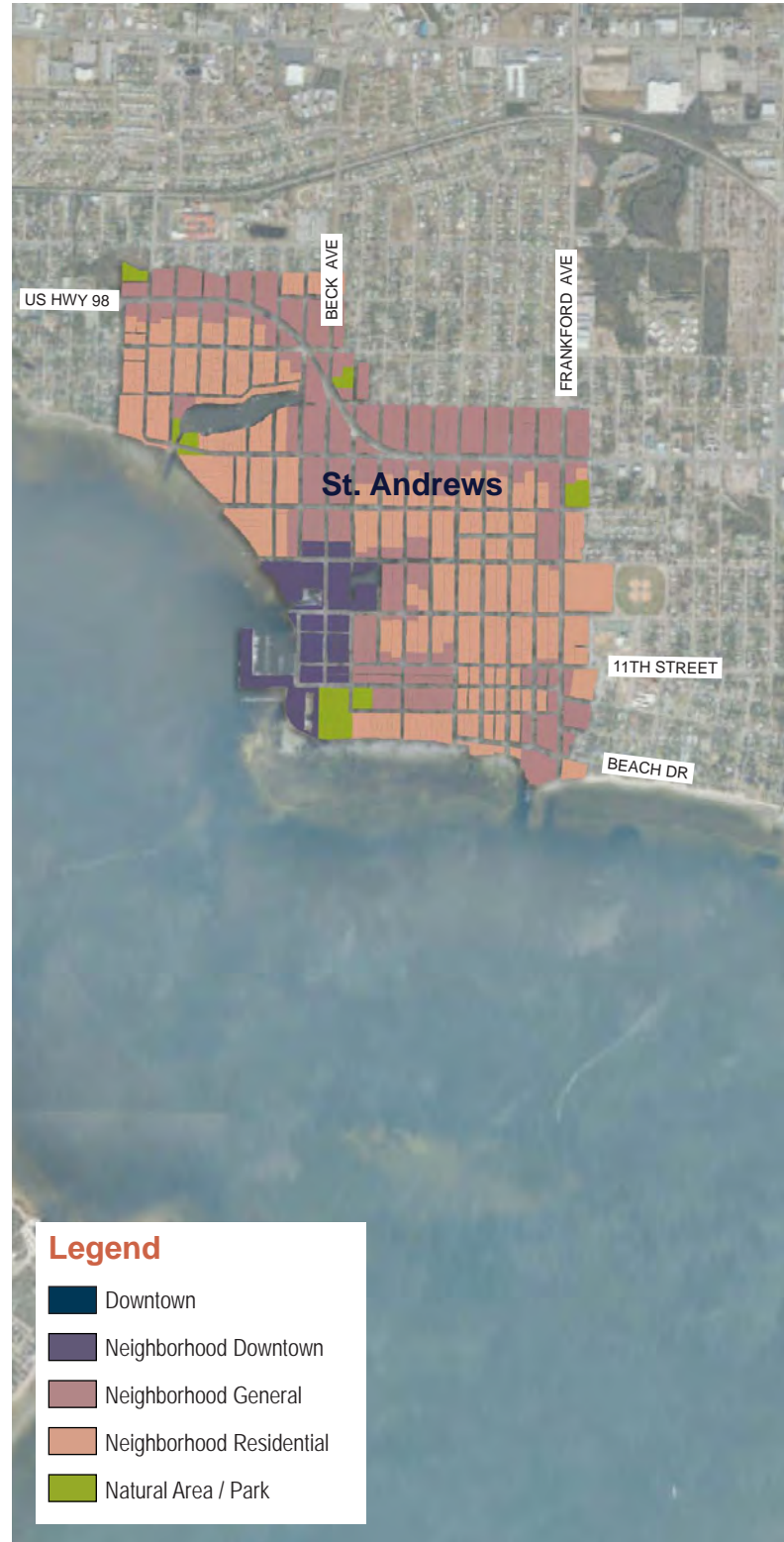
Today, there is a desire to revitalize Panama City's historic centers and reinvigorate their surrounding neighborhoods. The Neighborhood Plans are an opportunity to organize City priorities, policies and programs to direct rebuilding and future growth to fit the community's vision. Changes to land development regulations, demonstration of development potential on publicly-owned land, and incentives for private development can be coordinated according to plan strategies and illustrations to implement this idea. The map on this page illustrates the general vision for future development in the Neighborhood Plans study areas, and should be used to inform updates to the City's zoning code as well as context classification assignments for neighborhood streets.

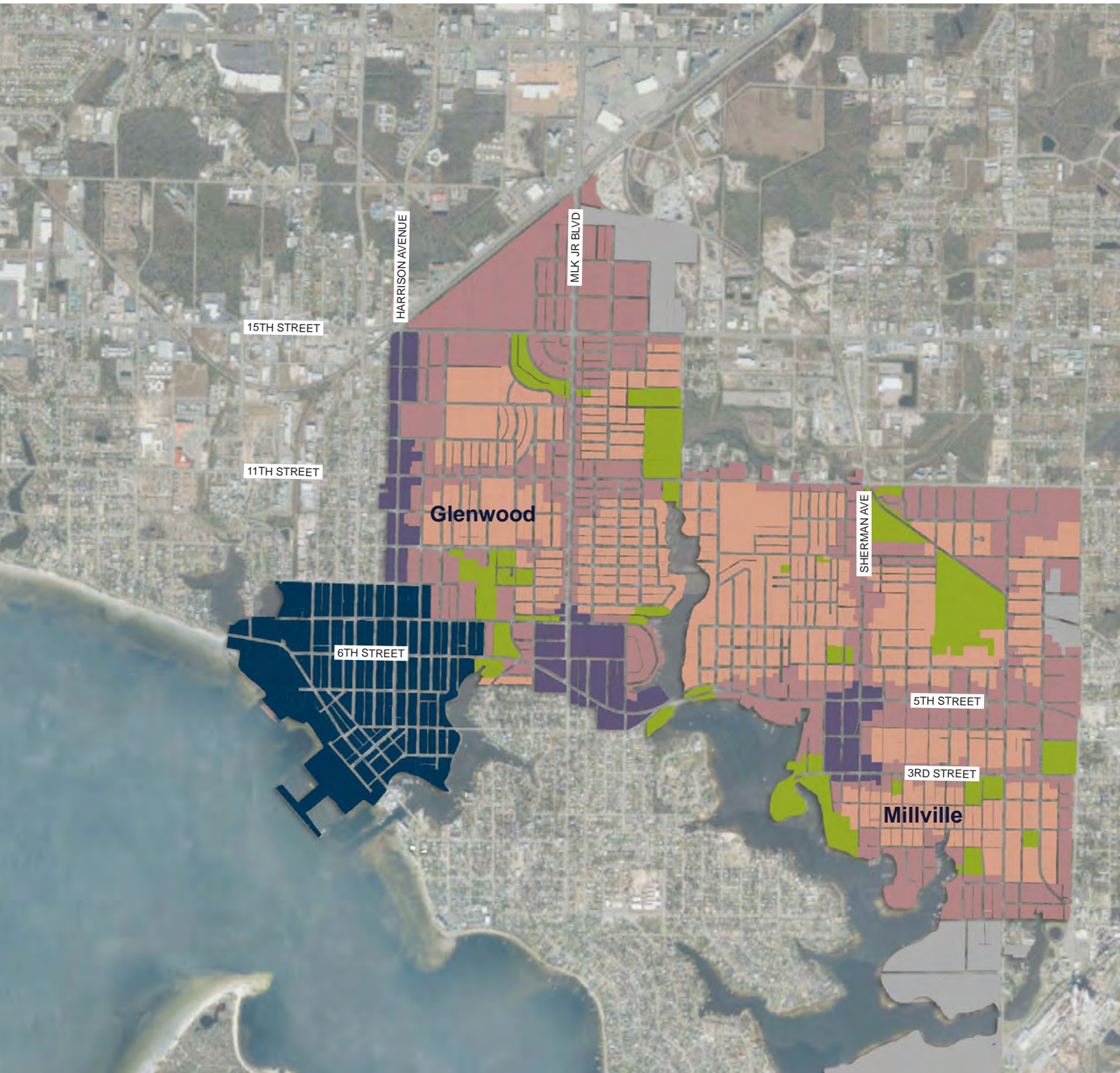
Neighborhood Downtown areas are where the greatest mix of uses and intensity of development and commerce is anticipated. These areas are generally positioned around the existing / historic business districts along Harrison Avenue in Glenwood, near 3rd Street and Sherman Avenue in Millville, and surrounding Beck Avenue in St. Andrews. Neighborhood Downtown areas should be the most walkable parts of town — the focus of activity and community gathering, with mixed-use buildings lining sidewalks and formal community gathering spaces.

Neighborhood General areas contain a mix of commercial and residential uses, often connecting neighborhood centers. The ability to safely walk, bike and drive along these corridors is critical. There is more variety in development patterns in these areas with some larger gaps or setbacks between buildings. Neighborhood General areas should welcome, to the extent the market supports, a range of housing types and neighborhood-serving commercial uses within a short walk of surrounding homes.

Neighborhood Residential areas have less activity than other parts of the neighborhood. These areas are primarily residential, although they may contain small increments of mixed-use such as live/work units or a corner store. Residents are connected by tree-lined streets and sidewalks to the downtown and general areas.

Each neighborhood also contains parks and open spaces, including low-lying areas that were historically part of the bayou drainage system.





Updates to Land Development Regulations

Realizing future development in walkable neighborhood centers as described in this plan will require updates to land development regulations. Each neighborhood chapter includes a description of existing zoning requirements that prohibit development as illustrated in the plan, as well as additional standards that could be introduced to give more predictability to the form of future development. General recommendations that apply across all neighborhoods are described below. Updates to zoning could be accomplished by creating new districts devised specifically to match each neighborhood vision; a draft of proposed zoning updates is included in **Appendix A**.

- **Replace General Commercial Zoning on Neighborhood Corridors.** Panama City's General Commercial zoning prohibits residential development. Given the amount of commercially-zoned properties across the City, there is not enough market demand to line each corridor with businesses, so the likely result would be vacant buildings and lots and loss of the synergy that comes from a cluster of activity. Future businesses would be better served by focusing commercial activity in nodes. To encourage revitalization, a mix of uses (including residential) should be permitted in Glenwood, Millville and St. Andrew's commercial corridors. In addition, the same commercial zoning standards that shaped development along the 23rd Street corridor apply to General Commercial corridors in the historic neighborhoods. The prescribed setbacks are inconsistent with the neighborhood vision for walkable urban settlements; on shallow lots along MLK Jr. Boulevard, the setbacks also result in some lots that are unbuildable.
- **Revise Building Setbacks, and Add Parking Setbacks.** The placement of buildings and parking directly relates to the walkability of a place. Buildings with active uses lining sidewalks encourage pedestrian activity, essential to a traditional business district. Existing City practice calls for a 20' setback from both frontages on corner lots to preserve a clear visibility triangle for drivers. This type of standard originated in suburban settings, where faster moving traffic and less on-street parking dictates a need for a larger field of vision to give adequate time to slow or stop. This standard should only be applied in a neighborhood downtown context in rare, unique circumstances. Otherwise, physical cues such as buildings closer to the street, narrower vehicle lanes, and shorter block lengths reduce vehicle speeds.

The current downtown district standards for Millville

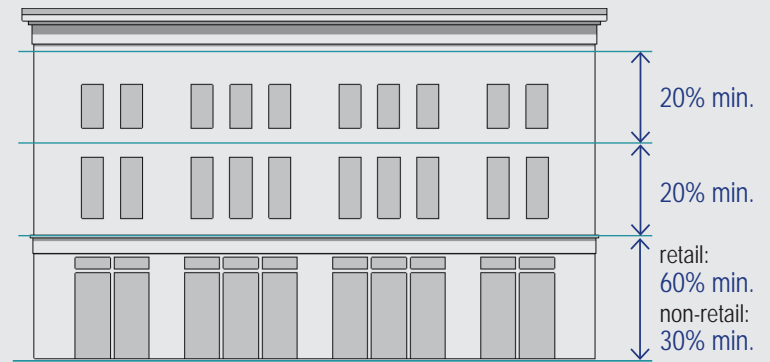
and St. Andrews have no building setback requirements. This allows buildings to be built up to the sidewalk; but also would permit buildings to be set back behind a field of parking. A maximum setback should be included to give more predictability to the location of future buildings. A parking setback can be introduced to ensure that parking is separated from sidewalks by buildings or landscape.

- **Add Standards to Support Walkability.** Additional provisions should be added to zoning district updates to shape future development according to the vision; examples are included on the next page.
- **Adjust Parking Ratios.** Adequate parking is needed to support business and ensure that parked cars do not intrude on surrounding residential neighborhoods. However, too much parking is harmful to the character of historic settlements; it sterilizes what should be an active public realm. Minimum parking requirements in Panama City are currently one-size-fits-all; a new standard for walkable, traditional neighborhoods should be established (in contrast to requirements for auto-oriented suburban areas). This could include reducing or eliminating required parking for small lots or for historic buildings. More about parking regulation and policy updates is included in the St. Andrews chapter and Appendix B.
- **Allow and Encourage "Missing Middle" Housing Types.** The vision anticipates a variety of infill housing, seeking development of affordable and market-rate units compatible with existing homes. The goal is to preserve neighborhood character and provide opportunities and support for existing residents to remain in place, while also attracting new households of a variety of ages and income levels. Existing residential district standards, including minimum lots sizes and setbacks, are not consistent with the historic settlement forms and lot sizes present in the neighborhoods. Eliminating the requirement for detached units to be on individual parcels, and regulating density by building design (building height and massing) rather than units per acre, are examples of adjustments to allow and encourage more variety in building types (duplex, triplex, townhouse, cottage courts and small apartments).
- **Update Stormwater Requirements.** Requirements for on-site stormwater retention constrain development on neighborhood lots. Ideas for shared solutions and updates to the City Code are described in the *Resilient Infrastructure* section of this Chapter.

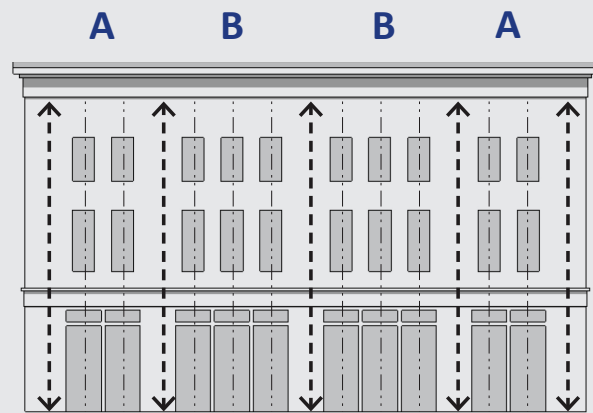
Design Standards

Building Design Standards should be included with zoning updates. These standards go beyond simply permitting the land uses envisioned by the plan; they will give guidance to developers and assurance to property owners that future buildings on surrounding parcels will contribute to the public realm and be consistent with the vision. Such provisions could include:

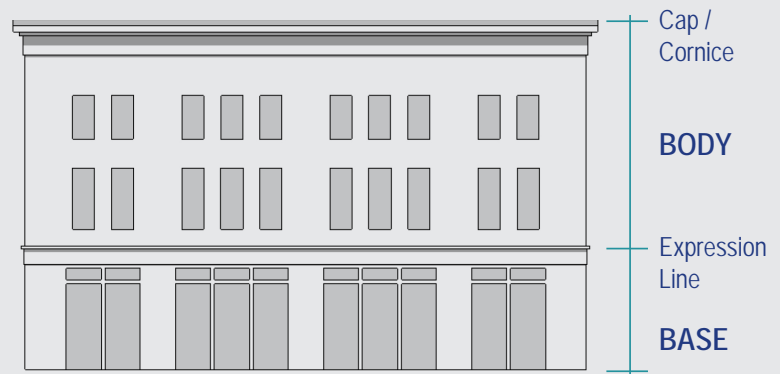
- Standards for building frontage occupancy, which require that a minimum percentage of the front of the lot to be occupied by building. This results in a consistent building wall with active facades along the sidewalk.
- Requirements for minimum fenestration (doors and windows) on all building facades that face onto a street or public space. Ground floor shopfronts should have the greatest percentage of transparency; upper floors could have less. Liner buildings should be used when building use limits the ability to meet such requirements (such as on parking garages or theatres). The result is that doors and windows, rather than blank walls, greet the public realm.
- Building standards can require facades to be organized with a distinct base, body and cap, using articulation such as an expression line and cornice to relate to the scale of a pedestrian. Defining structural / fenestration centerlines and/or facade bay rhythm can result in agreeable proportions. A basic list of permitted building wall materials can ensure quality and durability.
- Requirements for building entrances to face streets or public spaces in neighborhood downtown areas will maximize street activity, providing pedestrians with frequent opportunities to enter buildings and minimizing expanses of inactive walls.
- Additional design guidelines could describe desired architectural details and configurations. These may include shopfront design guidance, or guidelines for encroachments over sidewalks (such as awnings, canopies, galleries or second-story balconies) to give shelter and shade to pedestrians.



Example of facade fenestration



Structural and fenestration centerlines, showing how the solid and voids in the facade align vertically; and organization of the facade into vertical modules. The facade example here follows an ABBA pattern.



The Base, Body & Cap

Build Workforce, Affordable & Market-Rate Housing

The long-term health of Panama City and the Glenwood, Millville and St. Andrews neighborhoods depends on providing a diverse housing stock that can meet the needs of the variety of city residents. Neighborhood revitalization will be supported by repairing and rebuilding housing that was lost during Hurricane Michael, and infilling vacant lots. Depending on life circumstances, household characteristics and incomes, residents need both ownership and rental housing of all sizes at a range of rents and prices. Committing to achieving and maintaining that diversity calls for multiple strategies.

In June 2020, ReHouse Bay was launched to raise public awareness about available City and County housing assistance, to help households navigate state housing programs and understand eligibility requirements. Rehousebay.org states: *“In the wake of Hurricane Michael, the lack of affordable housing has emerged as the most pressing challenge for communities in Bay County. The Florida Legislature recently appropriated more than \$36 million in funding to Bay County and the City of Panama City to address unmet housing needs through the Hurricane Housing Recovery Program (HHRP) and the State Housing Incentive Partnership (SHIP). ReHouse Bay programs are currently underway to help survivors access affordable housing; County and City staff are working to quickly and efficiently distribute all available housing assistance funds.”*

Affordable housing programs are available to help applicants that meet certain requirements (such as household income) to meet their housing needs. The table below shows gross household income ranges that may qualify for the ReHouse Bay programs.

ReHouse Bay Program Eligibility	
Household Size	Household Income Range
1	\$14,600 - \$68,040
2	\$17,240 - \$77,840
3	\$21,720 - \$87,500
4	\$26,200 - \$97,160
5	\$30,680 - \$105,000
6	\$35,160 - \$112,840

Source: rehousebay.org (additional limits apply for larger households)

Programs available to individuals and families include:

- *Housing Repair and Recovery Program* to provide funding to repair, or to demolish and reconstruct eligible homes.
- *First-time Homebuyers Program* to provide funding to eligible families and individuals to lower up-front costs like down payment and closing costs, and keep mortgage payments affordable. In addition to funding, program participants will also receive first-time homebuyer counseling.
- *Foreclosure Prevention and Short-term Mortgage Assistance* to survivors of Hurricane Michael with demonstrated hardship.
- *New Construction Program* to help eligible applicants build new, affordable housing on their property.
- *Short-term Rental Assistance* as a one-time grant to applicants that can demonstrate sustainable income but do not exceed income limits for household size.

The Neighborhood Plans create several major new development opportunities, using parks, plazas and other amenities to support a variety of new housing units. Those opportunities should be actively marketed to local and regional investors, taking full advantage of existing programs that support homeownership as well as Opportunity Zone incentives. ReHouse Bay will soon offer programs for builders, contractors, and developers to incentivize the construction of new housing affordable to low and moderate-income individuals and families; details of a proposed City infill housing program targeted for the Glenwood, Millville and St. Andrews neighborhoods are described in the Glenwood chapter, page 4.38.

The City should continue to publicize programs providing down payment assistance and other supports for first-time homebuyers to alert neighborhood residents to the availability of resources. The most successful programs for first-time homebuyers begin by educating prospective buyers and helping them develop the skills needed to be a successful homeowner, including counseling on the homebuying process, how to clean up their credit to qualify for a loan and how to maintain a house. This would be particularly effective if coupled with the sale of new units built under the City infill program or the Academy of Building Arts workforce development effort described later in this chapter. The City can partner with local organizations to host Financial Literacy courses at easily-accessible neighborhood facilities.

Missing Middle Housing



New housing in the Glenwood, Millville, and St. Andrews neighborhoods should not be limited to detached single family homes or large apartment buildings. The neighborhood vision supports a range of “Missing Middle” types. The term Missing Middle was conceived by Daniel Parolek of Opticos Design in 2010 to define a range of housing types compatible in scale with single-family homes that help meet the growing demand for walkable living and that are often lacking in today’s neighborhoods. Missing Middle housing increases affordability while also considering neighborhood design and infrastructure needs.

The following characteristics of missing middle housing, excerpted from missingmiddlehousing.com, explain the appeal:

Small-Footprint Buildings

These housing types typically have small- to medium-sized footprints, similar to nearby single-family homes. This allows a range of Missing Middle types—with varying densities—to be blended into a neighborhood.

Lower Perceived Density

Due to the small footprint of the building types and the fact that they are usually mixed with a variety of building types within the neighborhood, the perceived density of these types is usually quite low. But, the actual measured densities can meet established thresholds for supporting transit and neighborhood-serving main streets.

Walkable Context

Missing Middle housing types are best located in a walkable context. Buyers and renters of these housing types are often trading square footage for proximity to services and amenities.

Smaller, Well-Designed Units

Most Missing Middle housing types have smaller unit sizes, which can help developers keep their costs down and attract a different market of buyers and renters, who do not have such options in many communities.

Fewer Off-street Parking Spaces

A balance must be sought between providing necessary car storage, and the expense and impact on community design of too much parking. Since they are built in walkable neighborhoods with proximity to transportation options and commercial amenities, Missing Middle housing types typically do not provide more than one parking space per unit.

Simple Construction

Missing Middle housing types can be simply constructed, which makes them an attractive alternative for developers to achieve good densities without the added financing challenges and risk of more complex construction types. This aspect can also increase affordability when units are sold or rented.

Creates Community

Missing Middle housing creates community by integrating shared community spaces within the building type (for example, bungalow courts), or simply being located within a vibrant neighborhood with places to eat and socialize.

Marketable

Because of the increasing demand from baby boomers and millennials, as well as shifting household demographics, the market is demanding more vibrant, sustainable, walkable places to live. Missing Middle housing types respond directly to this demand.

Affordable Infill Housing

In partnership with the City of Panama City, in the summer of 2020 Out of the Box Realty constructed two model homes on Roosevelt Drive near 15th Street in the Glenwood neighborhood; a third model house is under construction. Out of the Box is an approved builder of the ReHouse Bay program. These homes are the first built as part of the City's initiative to provide affordable infill housing as part of recovery from Hurricane Michael.

Out of the Box homes are made with structural insulated panels enabling them to withstand winds up to 186 miles per hour, and can be rapidly built on-site. Homes are designed to be energy-efficient and made from materials resistant to mold, mildew and termites to cut maintenance costs for future homeowners.

Qualified buyers can select one of the models to be built on lots the City has identified for this program. The 2 bedroom / 2 bath model homes are priced between \$150,000 to \$175,000, with up to \$50,000 of down payment assistance available to qualified applicants through the ReHouse Bay program.

The Out of the Box homes are just one example of the City's affordable housing programs in action. Habitat for Humanity has also partnered with the City to build two houses with the future homeowners providing sweat equity to reduce the cost of the homes. Additional partnerships with developers and contractors are underway to implement revitalization goals for Panama City's neighborhoods. The Academy of the Building Arts initiative described on page 3.16 proposes a new strategy to use workforce training programs and City-owned lots to build new infill homes for low-income households.



Top: Out of the Box model home built in the Glenwood neighborhood (Credit: Panama City News Herald)

Middle, Bottom: Out of the Box housing (Credit: realtyoutofthebox.com)

Expanding the supply of market-rate housing will attract more middle-income households to the neighborhoods to achieve a broader mix of incomes. The greening of the neighborhoods, creation of vibrant gathering places and other physical improvements will serve existing residents while also attracting new residents eager to enjoy these new amenities. The City owns multiple properties, of which some are well situated for market-rate development. The City can make sites available for private housing development and solicit proposals from prospective developers. As the project financing allows, the City could leverage the value of its land by requiring developers to commit 10 to 15 percent of the new units as workforce housing at rents or prices affordable to working people, such as police officers, nurses and teachers. The development agreements should seek a 30-year commitment of affordability.

A significant presence of heirs' properties is a concern that threatens secure land ownership and housing repairs and redevelopment for family-owned properties in Glenwood and Millville, where family heads often passed away without a will that would provide clear title to their descendants. As a result, a property may be nominally owned by several or even dozens of heirs, making it difficult or impossible to get a mortgage, insurance, or disaster relief to help rebuild a destroyed house. The process for clearing title involves identifying and contacting all living heirs to secure releases or going through the courts and the costs associated with legal services are often beyond the family's resources. As part of the Florida Department of Economic Opportunity *Housing Repair and Replacement Program*, funding is available to pay for attorneys to provide title assistance services for eligible low-to-moderate income (LMI) families directly impacted by the hurricane. A separate initiative unrelated to Hurricane Michael efforts, the Florida Bar Association offers pro-bono assistance to help families in low-income communities clear title on their properties, available through the Community Development Legal Project. Moving forward, a new community-based program could be established to supplement these efforts, targeted to assist affected Glenwood and Millville properties. Such a program could provide outreach to the community to inform about available resources, solicit applications, and recruit probate attorneys to participate at discounted fees.

The Panama City Housing Authority is rebuilding units uninhabitable following Hurricane Michael at Fletcher Black Memorial Homes. Site planning and design are also underway for development of new housing to replace what was damaged at the Massalina Memorial Homes site, expected to be completed by late 2021.

Low-Income Housing Tax Credits are a key federal source of financial support for affordable housing. The credits are awarded by the Florida Housing Finance Agency in a statewide competition. The credits awarded to each development are then sold to investors with the proceeds serving as equity in the project financing. Non-profit and private developers seeking tax credit funding need approval and support of the local jurisdiction. Panama City should work with developers in their applications for tax credits.

Across the country, many institutions and other major employers looking to attract and retain good workers have participated in Live Near Your Work programs, providing direct grants to their employees buying nearby homes. Some have gone so far as to partner with developers to build new rental housing nearby, taking advantage of surplus land and/or favorable financing. The City should approach major employers to gauge their interest in such an arrangement.

Support Workforce Development, Small Businesses & Entrepreneurs

Residents are the essence of these three neighborhoods. Their well-being and economic futures must be a key focus for the Neighborhood Plans. The number of low-income households living in the Glenwood and Millville neighborhoods points to the need for economic opportunities to help residents prepare themselves for a more prosperous future with good jobs and entrepreneurial success.

Academy of the Building Arts

Hurricane Michael devastated parts of the three neighborhoods, destroying homes and forcing long-time residents to leave Panama City to find jobs and housing. Despite extensive repairs and some new construction, the housing stock has not yet been restored to its previous levels. Many homes destroyed in the storm have not been rebuilt, and the City now owns multiple vacant lots throughout the Glenwood and Millville neighborhoods. At the same time, many Glenwood and Millville residents need to improve their economic futures with better jobs and skills. The Plan must address not just the physical needs of the communities but also strategies for job creation and workforce development. Young people starting out and those returning from incarceration face particular challenges.

A new Academy of the Building Arts would address the twin needs for housing and workforce development. A focused collaboration among non-profit workforce training entities, the school system, the City and the federal government should be pursued. Focusing on housing construction, this new collaboration would bring together workforce training professionals with local home builders and the city. The City would provide developable lots in the Glenwood and Millville neighborhoods and help secure funding for materials, staff, participant wages, transportation and other associated costs.

For the past 50 years, the Panama City Marine Institute (PCMI) has worked with young people with a troubled past to gain training and change their lives through treatment, education and behavioral modification through experiential challenges. Supported by a grant from the U.S. Department of Labor, it has a current initiative working with incarcerated individuals, preparing them for their release with counseling, support services, housing, training for construction industry jobs and job placements. The training program is certified through the National

Center for Construction Education and Research. In addition to classroom training, the core of the program includes hands-on construction experience. In particular, PCMI has a partnership with Community Homes to train workers in construction using insulated concrete, an innovative building system well suited to withstanding hurricane-force winds. The system allows much faster construction at a lower cost than traditional stick-built housing construction. Unit designs appropriate to the scale and character of the neighborhoods can be developed and built at an affordable price. With additional grant funding, the program could be expanded to include other young residents. The U.S. Department of Labor's YouthBuild initiative supports such training activities.

The Academy's efforts would:

- Provide local workers with valuable, marketable skills and work experience;
- Help returning citizens rebuild their lives;
- Create affordable housing for local residents; and
- Reknit the neighborhoods by filling in vacant lots.

Additional partners, such as Habitat for Humanity and local church groups, could assist in completing interior finishes as a way to reduce the cost for some of the units and support affordable homeownership.

Other Workforce Development Activities

The extensive green infrastructure network proposed in this Plan also will generate many construction and maintenance jobs. The Nature Conservancy has partnered with the National Oceanic and Atmospheric Administration (NOAA) to create GulfCorps, a hands-on program to train youth in wetland restoration and monitoring along the Gulf Coast. Panama City Marine Institute has pursued similar programs with Baywatch with grants from Florida Fish & Wildlife. Such programs should be expanded and linked to future green infrastructure investments in the neighborhoods, helping to provide qualified workers for the multiple projects. (More information on these programs is included later in this chapter.)

Beyond construction, other new employment opportunities are emerging with Eastern Shipbuilding's new contract to build the Coast Guard Offshore Patrol Cutters. Thomas E. Haney Technical Center provides training in pipe fitting and welding. Other workforce training programs directly linked to prospective jobs could be a boon for neighborhood residents. The A.D. Harris Learning Village Campus could host additional workforce training programs.

The design of the programs needs to recognize the financial realities of participants' lives and the barriers that prevent them from taking advantage of existing training programs. First and foremost is the need to begin earning income as soon as possible to cover living expenses, transportation to the training center and/or work site, and child care to allow them the freedom to participate in training programs. For some, basic life skills, such as budgeting, time management and getting along with supervisors, are skills they still need to learn. Some workforce development participants benefit from focused pre-training counseling and assistance to prepare themselves for a successful training experience.

Small Business Assistance

Home building also offers potential opportunities for small contractors. Given opportunities to build small in-fill housing projects, local businesses may develop and grow into successful, sustainable businesses. Many such companies at their early stages of development need assistance in bonding, bidding and other skills as well as basic elements of any business – accounting, marketing, legal, human resources, etc.

Training and technical assistance are available through Gulf Coast State College, FSU Panama City and the Small Business Development Center. Helping local companies access those resources can improve their chances for success. One effective approach is to develop a business incubator where multiple small businesses have individual offices in a building but share facilities such as meeting rooms and equipment (e.g., printers and copiers). That becomes a logical focal point for technical assistance providers, and the participating businesses help each other through joint bidding, networking, sharing experiences and providing referrals.

For contractors, some specific steps could help to level the playing field and ensure their ability to participate in the communities' rebuilding. Reserving individual lots or small bundles of lots specifically for small contractors could provide them with opportunities appropriately sized to their capabilities. In addition, the City should look into streamlining its requirements for independent contract bidders to improve the process and support local business.

Pre-approved architectural plans, or preferred plans, that comply with all zoning and building code provisions could streamline the development process and reduce the up-front investment and risks associated with development approvals.

Examples to Reference:

- » After Hurricane Hugo hit Charleston, South Carolina in 1989, the American College of the Building Arts was created to train workers in traditional construction skills, equipping its students with sought-after skills and meeting building owners' needs for workers knowledgeable in the repair and maintenance of historic structures.
- » In Chattanooga, the Lyndhurst Foundation created model house plans for new construction in the Southside neighborhood as it underwent a major transformation and rejuvenation. Once impoverished and declining, the neighborhood is now a vibrant mixed-income, diverse neighborhood with quality housing and many small businesses attracted by the growing population and the improved physical environment.
- » The Incremental Development Alliance builds knowledge and training for developers and focuses on small-scale projects like those envisioned for the neighborhoods.
- » The City of Seattle passed an ordinance in 2019 to make it easier for more property owners to build backyard cottages (accessory dwelling units). The program increases ADU production to grow volume and variety of choices, supports lower- and middle-income homeowners in developing ADUs, and increases access for lower income renters.

Community Development Corporations (CDCs) are non-profit organizations that offer services and programs that support community development, often found in areas struggling to organize or in low-income areas. Activities and initiatives may include economic development, real estate, youth leadership and education, community planning, and business incubation. This type of organization could help facilitate efforts to establish resources and focus investment in areas of need.

Fast, affordable, and reliable broadband access has become an essential resource for community businesses to connect and be successful. The City should invest in broadband infrastructure in order to connect its residents and promote a strong and competitive business environment.

Panama City's Main Street Programs

Over the past year, Panama City's Community Redevelopment Agency (CRA) has been working to establish an expanded Main Street program as part of its operational organization. The Main Street Approach is a time-tested framework for community driven, comprehensive revitalization. Main Street programs support local business, encourage economic activity and historic preservation, and provide a structure for continued community involvement in neighborhood improvements.

In 2020, the CRA revived the Panama City Main Street organization for Downtown (which was the second oldest Main Street program in all of Florida), and created new programs for Glenwood and Millville. (St. Andrews already utilizes a similar approach with the St. Andrews Waterfront Partnership assisted by the state's Waterfronts Florida Partnership Program.) In January 2021, the CRA began outreach to establish Advisory Committees for each neighborhood. The neighborhood Main Street programs can work to realize several of this plan's implementation action steps, specifically those for preserving historic and cultural assets; creating quality gathering places; conducting promotions, marketing and special events to activate neighborhood centers; and supporting small businesses and entrepreneurs. Importantly, the

Advisory Committees set up a framework for continued community input and dialogue during implementation.

The Main Street Approach is focused on revitalizing and strengthening a downtown or commercial district's economy. The program's work is organized around these Four Points:

- *Economic Vitality* – focuses on capital, incentives and other tools to assist new and existing businesses and create a supportive environment for entrepreneurs that will drive local economies.
- *Design* – supports a community's transformation by enhancing the physical and visual assets that set the commercial district apart
- *Promotion* – positions the downtown or commercial district as the center of the community and hub of economic activity, while creating a positive image that showcase a community's unique characteristics
- *Organization* – involves creating a strong foundation for a sustainable revitalization effort, including cultivating partnerships, community involvement and resources for the district.

Each program's work will be informed by an understanding of local and regional market data and inclusive community engagement.



Florida Main Street

Florida Main Street is a technical assistance program with the goal of revitalizing historic downtowns and encouraging economic development within the context of historic preservation.

Since 1985, Florida Main Street has offered technical assistance to Main Street programs across the state. The program is a part of a network of over 40 nationally recognized programs throughout the country. Florida Main Street is administered by Division of Historical Resources under the Florida Department of State. The program is affiliated with the National Main Street Center and utilizes the National Main Street Center's Four-Point Approach which offers a framework for community-based revitalization initiatives.



<https://dos.myflorida.com/historical/preservation/florida-main-street/communities/>

Main Street Programs:

- **Create Jobs.** A revitalized district attracts new industry and strengthens service and retail job markets.
- **Save Tax Dollars.** Revitalization stabilizes and improves the area's tax base, while also protecting existing investments.
- **Preserve the Community's Historic Resources.** In an economically healthy downtown, property owners can afford to maintain their historic buildings and preserve an important part of the community's heritage.
- **Build Community Pride.** Main Street provides a public space for members from all areas of the community to come together, create new partnerships, and celebrate their downtown.
- **The Main Street Approach** is most effective in places where community residents have a strong emotional, social, and civic connection and are motivated to get involved and make a difference. This approach works where existing assets—such as older and historic buildings and local independent businesses—can be leveraged. It encourages communities to take steps to enact long term change, while also implementing short term, inexpensive and placed-based activities that attract people to the commercial core and create a sense of enthusiasm and momentum about their community. Both small-city downtowns and urban neighborhoods throughout the nation are renewing their community centers with Main Street methodology.
- **The Refreshed Main Street Approach** is a common-sense, strategy driven framework that guides community-based revitalization efforts. Building off three decades of success, this updated model harnesses the social, economic, physical, and cultural assets that set a place apart, and ultimately leads to tangible outcomes that benefit the entire community.

A City of Connected, Great Streets

Panama City's complete, historic, mixed-use neighborhoods want to resume a more walkable urban context, and be connected by a network of great streets. Each neighborhood's existing small blocks and extensive street grid, dating from the early 1900s, provides a great framework for pedestrian activity. However, many of the city's key connective corridors were assumed to have sprawl-like, suburban neighborhood context, so the streets were designed to prioritize automobile flow at the expense of pedestrians and cyclists.

This plan recommends street design and intersection improvements to each neighborhood's primary mixed-use commercial corridors, aimed to improve safety and walkability through widened sidewalks, street trees, pedestrian-scaled lighting, and improved crosswalks. Many of these design elements help manage high motor vehicle speeds leading to better balance between all modes. Recommended street and intersection design concepts are provided within each neighborhood chapter. Key areas of focus include:

Neighborhood Streets

- MLK Jr. Boulevard and Harrison Avenue in Glenwood
- 3rd Street and East Avenue in Millville
- Beck Avenue in St. Andrews

Cross-town Connections

- 15th Street
- 11th Street
- 5th / 6th Street (US Business 98)

Cross-town street connections are recommended to be improved with shade trees and green infrastructure, as well as protected sidewalks, bikeways and/or multi-use trails (where right-of-way width allows) to provide a safe and convenient experience for all travelers.

Connected sidewalks are needed throughout the neighborhoods. Investments by the City and CRA can prioritize routes to parks, schools, and neighborhood business districts. New trails can be installed in coordination with green infrastructure, wetland/bayou restoration projects, and swale upgrades.

Great Streets are:

» Shaped

A street should function as an outdoor room, surrounding its occupants in a space that is welcoming and usable. A 1:3 ratio for building height to street width is often cited as the ideal minimum for a sense of enclosure. In the absence of spatial definition by facades, disciplined tree planting is an alternative.

» Connected

An interconnected web of streets is the most basic and effective form of bringing a neighborhood together. The need for connectivity extends to all mobility facilities such as connected sidewalks, trails, bike lanes, and transit networks.

» Comfortable

Motorists, pedestrians, and cyclists typically prefer shady streets, which protects users from the elements. Shade can be provided with canopy trees or architectural encroachments over the sidewalk.

» Safe

Slowing traffic increases safety for pedestrians and cyclists. An increase of just 10 miles per hour (from 20 MPH to 30 MPH) yields a significant jump in the chances of a pedestrian fatality if an incident occurs. There are several design strategies to reduce car speeds; for example, reducing the vehicular travel lane width, including parallel parking, and reducing curb turning radii.

» Memorable

Perhaps one of the toughest elements of street design is creating a memorable experience. This is difficult, because there are many layers of nuance that respond to the local culture and history. Oftentimes a memorable experience emphasizes the "local-ness" of a place by embracing unique factors such as notable local shops or restaurants, unique quirky historical features, distinctive native landscaping, or local historic architecture. The best streets are the "postcard view" of the Town, serving as high-quality public gathering spaces that define local culture and character.



Primary Neighborhood and Cross-town Connector Streets

Restoring the street tree canopy is essential to both comfort, safety and character. Street trees provide shade, enclosure of the street, visual cues for drivers to slow down, and important environmental benefits. Streets identified for streetscape improvements should be prioritized for trees, which can be designed as part of the city's green infrastructure that improves stormwater management. Additional street trees should be planted throughout the neighborhoods, coupled with efforts such as ReTreePC which has a goal for planting 100,000 trees by 2025.

Policy Recommendations

Policy changes are recommended to guide the physical improvements noted above and to reinforce the direction for great streets. The City should adopt a Complete Streets Ordinance that requires future street projects consider and balance the needs of all roadway travelers (pedestrians, cyclists, pedestrians and transit users). In addition, the City should take a context-based approach to street design, where the physical design features of the roadway (such as travel lane width, on-street parking, and design speed) are adjusted based on the land use patterns and urban design of the surrounding neighborhood. The design of streets in suburban areas of the

city, where driving is the default mode of transportation, should be different from streets in walkable neighborhoods and centers. FDOT has recently adopted a new manual to plan for state facilities based on context (see following page); the City should adopt a similar approach for all City streets.

Particularly important in these neighborhoods is the design of US Business 98, which is owned by FDOT and crosses through central portions of each neighborhood as Beck Avenue and Beach Drive (in St. Andrews); 6th Street (in Glenwood) and 5th Street (in Millville). The City has begun conversations with FDOT to transfer this street corridor to City ownership, which would give the City direct control to implement desired street design changes. The neighborhood vision for the US Business 98 corridor is a highly walkable and bikable condition with safe, frequent pedestrian crossings. Implementing recommended changes to street design in coordination with updated land use regulations can better serve the economic and quality of life interests of adjoining property and business owners, surrounding residents, and visitors.

Context-based Street Design

Context describes the physical form and characteristics of a place. What happens within the bounds of the street right-of-way should largely be determined by the setting of private development lying outside of the right-of-way lines. Context is one of those fundamental bridges between development planning, infrastructure design and engineering. When places are well understood, treasured context can be preserved. Also, undesirable places can be programmed for future change — change based on a better understanding of context and the required balance between public and private interests.

Context-based street design is critical to balance the multiple and sometimes competing demands placed on streets to create a transportation system in harmony with vibrant places of commerce and community. Context helps determine where street design should optimize commerce and community and where mobility should be prioritized. In all cases, streets should be designed to safely and comfortably accommodate diverse modes of travel, although some modes are given higher priority than others depending on the context.

The Florida Department of Transportation (FDOT) has adopted a context classification system to help plan and design state facilities in greater harmony with the surrounding land use characteristics and intended uses of the roadway. The context classification assigned to a street or highway segment determines the key design criteria of each element, including the design speed, which informs lane width, street tree placement, on-street parking, and many other elements necessary for good street design.

FDOT's context classification system incorporates eight context zones, or character areas, for the purpose of street design, ranging from natural to urban core. While the FDOT Context Classification guide and Design Manual were developed for state facilities, the same classifications can be applied to local streets across the City, to guide future street design elements. Context classifications of Neighborhood Center (C5) and Neighborhood General (C4) are appropriate within the neighborhood study areas, to reinforce the community vision. These two context classifications allow for and support street designs, such as the ones illustrated in this plan, that prioritize the pedestrian and a walkable environment.

FDOT Context Classifications





Existing and Potential Future Boat Ramps in Panama City

Water Access

In Panama City, water mobility is just as important as walking, biking, driving and transit. There are opportunities to use water transportation to enhance mobility between the neighborhoods. Community members expressed a desire for the City to consider a water taxi service from St. Andrews to Panama City Beach and Downtown.

Access to the water, and convenient boat trailer parking, is part of the transportation system. Bob George Park in Millville is being improved to include additional space for trailer parking and kayak storage. The existing boat ramp in St. Andrews is constrained as the town has grown up around it; there is little space for trailer parking, and maneuvering to the ramp can be challenging. However, the ramp is loved by locals. Some trailer parking is accommodated in the St. Andrews marina, but that is difficult to access for boaters who launch on their own. The City should study future options for launching and trailer parking in St. Andrews.

Additionally, the City should promote and educate users about other boat launch options, including the recently re-opened Carl Grey Park (which has sufficient parking areas). Signage and marketing materials about city-wide boat launch resources can inform community members of options and availability. Pursuing a new boat launch, parking and storage at Snug Harbor can additionally provide convenient access in a less constrained footprint.

A City with Resilient, Green Infrastructure

The Green-Blue Framework

From its founding, Panama City's vitality and quality of life have been inextricably connected to the water and the health of its natural resources, including St. Andrew Bay, Massalina Bayou, Watson Bayou, and inland bayou extensions. The strategies presented in this section aim to strengthen community well-being and resiliency by protecting, restoring, and maximizing the value of these natural assets.

To define and prioritize investment in pursuit of this goal, a "Green-Blue Framework plan" has been created for each neighborhood. Each framework plan synthesizes background analysis, stakeholder interviews, and public input to create a road map for community resiliency. The framework plans are not stormwater management plans, or open space and recreation plans, or watershed plans – instead, they take a big-picture view to connect the dots across neighborhoods, disciplines, and City departments, and to weave nature-based solutions into infrastructure, open space, economic development, transportation, and placemaking.

The primary resiliency goal for Glenwood, Millville, and St. Andrews is to prioritize investment that will foster healthier, happier, more valuable, and stronger neighborhoods.

Resiliency Goals:

- » **Healthy** neighborhoods minimize impact on natural resources and support walking and bicycling as authentic and enjoyable modes of transportation.
- » **Happy** neighborhoods demonstrate social engagement, pride, and local stewardship.
- » **Valuable** neighborhoods include a wide range of amenities, activities, economic opportunities, and public spaces, and support opportunity and access for all.
- » **Strong** neighborhoods bend without breaking when subjected to external stress and recover more quickly after adversity.

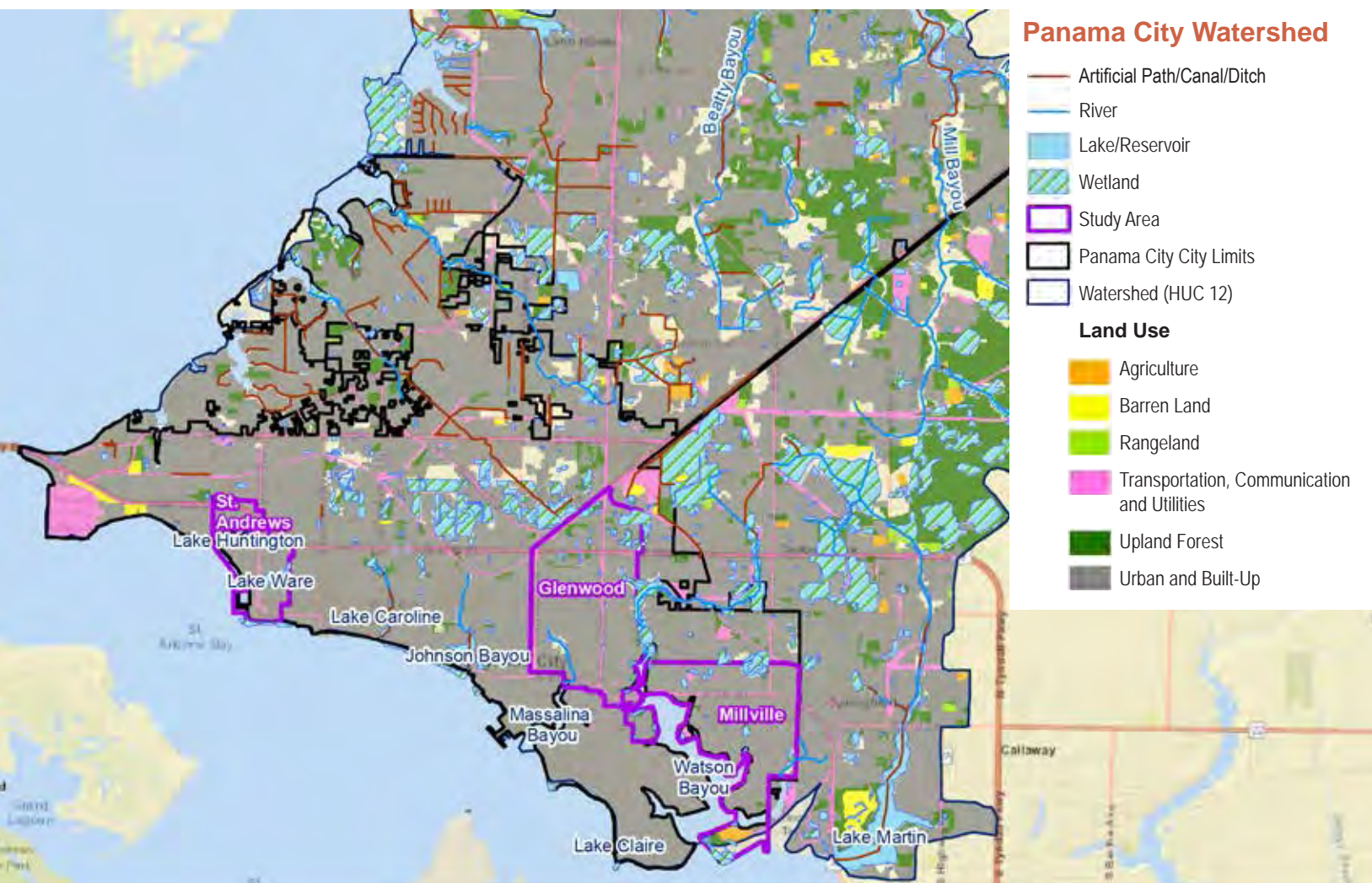


Watershed-Scale Environmental Context

Panama City lies within the St. Andrew Bay watershed and the Mill Bayou-Watsons Bayou Frontal subwatershed. The hydrology of the subwatershed has been significantly altered by development, with most land now urbanized and dominated by impervious surfaces. Natural streams have been generally channelized into open canals and ditches or routed into below-grade culverts to accommodate development, and few pockets of wetlands and upland forests remain within the subwatershed. This displacement of vegetated surfaces and natural wetlands prevents the absorption and cleaning of stormwater runoff, especially near the Bay. Additionally, loss of coastal vegetation (e.g. salt marshes) and riparian buffers, that historically dissipated wave energy and stabilized soils, has contributed to shoreline erosion.

The main waterbodies surrounding Panama City are St. Andrew Bay (North Segment), Watson Bayou, Robinson

Bayou, Massalina Bayou, Johnson Bayou, and Pretty Bayou. Water quality in these bayous and St. Andrew Bay fails to meet Florida water quality standards due to excessive bacteria and nutrients. These pollutants have contributed to red tide, closing of shellfish harvesting, and impacts to recreational activities. Sedimentation has also been observed as having an impact on the bayous and near-shore waters, affecting boating in Watson Bayou and along the St. Andrews neighborhood waterfront. Smaller waterbodies in the neighborhood study areas include Lake Huntington, Lake Ware, and unnamed tributaries to the bayous. While water quality data are unavailable for these waterbodies, the project team assumes that water quality is comparable to downstream bayous. For Lake Ware, the City may soon begin water quality sampling to help address concerns about poor water quality and lack of tidal flushing.



Water Supply

Panama City purchases drinking water from Bay County Utility Services. Water is withdrawn from Deer Point Lake, a 5,000-acre impoundment located 7 miles north of Panama City, and treated at Bay County Water Treatment Plant. Based on recent water quality annual reports, the water provided by Bay County meets drinking water quality standards.

Panama City owns and operates the water distribution system within the city. According to DPW, much of the city, including the three subject neighborhoods, suffers from low water pressure due to calcified water distribution pipes. This low pressure causes both inconvenience (e.g. inadequate pressure for washing laundry) and potentially dangerous situations in which there is insufficient water pressure to meet firefighting needs. The City has hired a consultant to assess the water distribution system and prioritize needed improvements.

Wastewater

Panama City collects sanitary sewage in a separate sewer system (i.e. not combined with stormwater) and conveys that flow through a network of gravity mains, pump stations, and force mains to two wastewater treatment facilities. Despite having sewer available, many properties continue to use septic systems because they would be required to pay sewer bills if they connected to sewer. DPW expressed concern that septic systems are leaching sewage into waterbodies, particularly in the Millville neighborhood.

Panama City's sewage infrastructure is in severe disrepair, due to years of neglect and recent storm damage. Since 2016, failing pump stations and pipes have caused over 35 documented sewage spills, including into St. Andrew Bay, Watson Bayou, Lake Huntington, Lake Ware, and neighborhood streets¹. The City has hired a consultant to evaluate the collection system and prioritize system improvements.

Sewage is routed to two wastewater treatment plants: St. Andrews Wastewater Treatment Facility (WWTF), located to the northeast of the St. Andrews study area, and Millville WWTF, located on a peninsula in Watson Bayou within the Millville study area. Both treatment plants discharge treated wastewater to St. Andrew Bay. The City is pursuing funding to study relocation of Millville WWTF.

¹ FDEP Proposed Consent Order. Documented sanitary sewer overflows from September 2016 – October 2019.

In a proposed Consent Order issued in early 2020, Florida Department of Environmental Protection (FDEP) cited Panama City for Clean Water Act violations resulting from sewage spills and a malfunctioning disinfection system at Millville Wastewater Treatment Facility. The Consent Order, if approved as proposed, would require Panama City to fix the disinfection system, remove illicit connections of sewer pipes to the stormwater drainage system, repair / upgrade sewage lift stations, and develop plans and programs to maintain all systems in working order.

To comply with the Consent Order, Panama City will need to undertake significant infrastructure improvements over the next decade – including replacing pipes under many streets. Within the neighborhood study areas, that likely means significant construction disruptions as well as opportunities to rebuild streets in a way that better fits community needs and vision.

Until the lift stations, sewer pipes, and disinfection system are repaired or replaced, there may continue to be interruptions in on-water recreation. For example, FDEP issued swimming advisories in 2019 after sewage spills into Watson Bayou and Lake Huntington, and in 2020 after a sewage spill into Lake Ware.

Drainage / Stormwater Infrastructure

Panama City's drainage conveyance infrastructure includes a network of open ditches and swales, catch basins, and drainage pipes. The City also operates one stormwater lift station, located at W 19th Street and Beck Avenue. Stormwater conveyed by the drainage system discharges directly to the Bay and bayous, as well as to tributary streams, wetlands, Lake Ware, and Lake Huntington. To remove sediment from stormwater before it is released to waterbodies, the City operates several end-of-pipe water quality treatment units, "Baysaver" proprietary systems. These units are primarily located around Watson Bayou. Further upstream, stormwater ponds settle out sediment while slowly releasing flow.

Stormwater runoff and pollutants are generated from impervious and compacted surfaces, including streets, parking lots, buildings, lawns, and construction sites. In compliance with the MS4 General Permit, Panama City requires erosion and sediment control on large construction sites, and long-term management of runoff from development projects. The City's stormwater requirements exempt projects that increase a site's net impervious area by less than 2,000 square feet. Cumulatively, these

incremental expansions of impervious surfaces lead to substantial increases in stormwater runoff and pollution.

DPW noted several locations with frequent localized flooding. Thunderstorms, which often drop several inches of rain in a short time, can overwhelm drainage system capacity. In some locations, such as in St. Andrews on Beck Avenue, localized flooding is exacerbated by high tide, which slows the flow out of drainage pipes. High tides can surcharge pipes and ditches and flood low lying areas. Sea level rise will continue to worsen conditions.

Stakeholders mentioned several city-wide drainage and stormwater quality initiatives and opportunities currently underway, including the following:

- **Stormwater Master Plan.** The City recently initiated a stormwater management study of the Glenwood area, with the intent of eventually expanding the scope to encompass a city-wide stormwater master plan. The study includes development of a stormwater model; an assessment of stormwater infrastructure deficiencies; and identification of up to four capital improvement projects to mitigate those deficiencies. The City anticipates completing this study by spring of 2021.
- **Stormwater Utility.** Once the stormwater master plan is complete, the City hopes to create a stormwater utility to fund implementation of the master plan. A stormwater utility, analogous to a sewer utility for sewage, is a mechanism to generate dedicated stormwater management funds by assessing user fees. Bay County and City of Springfield have established stormwater utilities. A stormwater utility would provide Panama City with sustainable funding for maintaining and improving the City's stormwater infrastructure, meeting MS4 Permit obligations, and enforcing/incentivizing stormwater management and pollution prevention on private property.
- **Urban forestry.** The City received a grant to plant trees at Oaks by the Bay Park in St. Andrews, to replace trees lost during Hurricane Michael. The City also received a grant to develop an urban tree inventory.
- **Drainage swale/ditch maintenance.** DPW recently cleared storm debris, regraded, and grassed ten drainage ditches. DPW hopes to build berms and add walking/biking paths with lighting and benches along the ditches.
- **Hazard Mitigation Grants.** The City recently applied for a FEMA hazard mitigation grant to fund a

wetlands and drainage improvement project. The project would focus primarily on Robinson Bayou subwatershed to the north of the neighborhood study areas; however, the application also identified secondary-priority target areas including two sites in Glenwood and one in St. Andrews. The grant has not been awarded as of August 2020. Panama City also applied for federal hazard mitigation grants for priority projects including wind retrofits, generators, and sanitary sewer and drainage infrastructure improvements.

Watershed Initiatives

Several watershed initiatives have the potential to provide useful guidance, resources, and funding for local restoration projects. These include:

- » **RESTORE Act.** Funding for restoration projects, made available after the Deepwater Horizon oil spill in the Gulf, is administered by Bay County.
- » **St. Andrew and St. Joe Bays Estuary Program.** Bay County and Florida State University Panama City, with funding from The Nature Conservancy and RESTORE Act, are establishing an Estuary Program and developing a Comprehensive Conservation and Management Plan for the watershed. This non-regulatory program will provide Panama City with an opportunity to collaborate with neighboring communities and watershed stakeholders to develop watershed action plans and funding.
- » **The St. Andrew Bay Surface Water Improvement & Management (SWIM) Plan.** Developed in 2017 by the Northwest Florida Water Management District, the St. Andrew Bay SWIM Plan provides a framework for resource management, protection, and restoration. The Plan recommends projects for addressing water quality and natural resource challenges.
- » **Recovery and Resiliency Partnership Projects (R2P2).** The Cities of Springfield and Parker are in the process of developing economic and ecological resiliency project plans, with technical assistance from FEMA's R2P2 program¹. Concept designs that have been presented for public review include nature-based stormwater features integrated with parks and bike/pedestrian connectivity routes.

¹ Recovery and Resiliency Partnership Projects <http://r2p2.skeo.com/>

Natural Hazards

Bay County is highly prone to flood and wind hazards associated with hurricanes, tropical storms, and rainfall with high intensity or duration. Bay County experiences on average 80 severe thunderstorm days each year. Hurricanes and tropical storms increase the threat of storm surge flooding and can also generate high winds and wave action. Hurricane Michael, which made landfall in October 2018 as a Category 5 hurricane, caused catastrophic wind and debris damage to structures and trees. Past hurricanes, including Dennis in 2005 and Opal in 1995, caused significant flooding and erosion.

Panama City's coastline areas are particularly vulnerable to hurricane storm surge. Storm surge is an abnormal rise of water generated by a storm, over and above the predicted astronomical tides. Flooding from storm surge depends on many factors, such as the track, intensity, size, and forward speed of the hurricane and the characteristics of the coastline where it comes ashore or passes nearby². Storm surge inundation maps from the National Oceanic and Atmospheric Administration (NOAA) depict areas that are vulnerable to storm surge for category 1-5 hurricanes, as predicted using the hydrodynamic Sea, Lake, and Overland Surges from Hurricanes (SLOSH) model.

The Federal Emergency Management Agency (FEMA) creates and updates Flood Insurance Rating Maps (FIRMS), identifying Special Flood Hazard Areas (SFHAs). SFHAs are defined as the areas (zones A, AE, and VE) that will be inundated by the 100-year flood, which has a 1 percent chance of occurring in any year. VE zones face additional coastal impacts due to wave velocity action from waves greater than 3 feet in height. The 500-year flood zone has a 0.2 percent chance of flooding in any year.

The Bay Country Local Mitigation Strategy (LMS) documents the county's natural hazards, vulnerabilities, and hazard mitigation strategies. Panama City participates in LMS updates with the County and six other municipalities³.

² NOAA National Storm Surge Hazard Maps <https://www.nhc.noaa.gov/nationalsurge/>

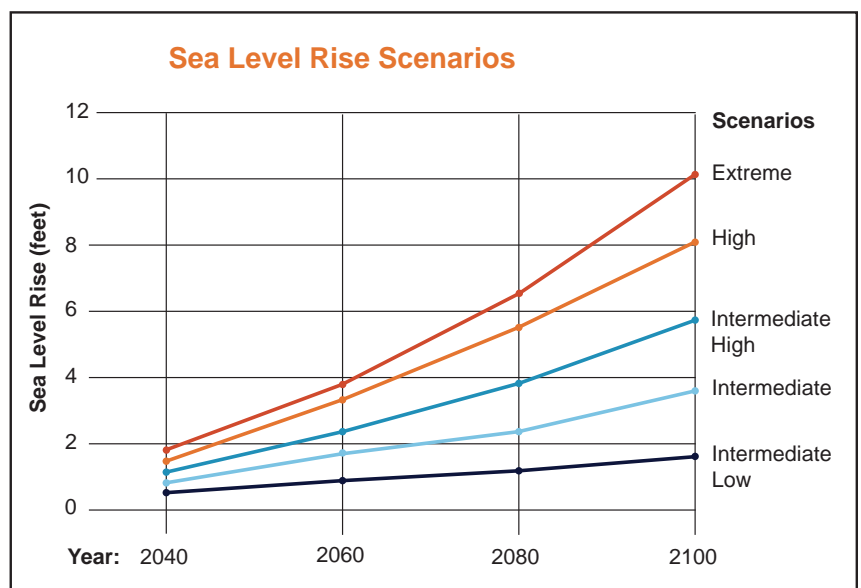
³ Bay County Community Rating System (CRS) Progress Report 2019 <https://www.baycountyfl.gov/DocumentCenter/View/4420/2019-Progress-Report?bidId=>; Local Mitigation Strategy <https://www.baycountyfl.gov/181/Local-Mitigation-Strategy>

Climate Change

In coming decades, climate change is anticipated to increase temperatures, intensify storms, and raise sea levels in Florida. These changes will exacerbate existing hazards related to high temperatures, flooding, storm surge, and wind-related storm damage in Panama City. Panama City may also experience an increase in drought periods, with related water supply challenges.

The National Oceanic and Atmospheric Agency (NOAA) has projected multiple possible scenarios for sea level rise in Panama City, ranging from an intermediate low scenario of 1.5 feet of water level rise by 2100, to an extreme scenario of over 10 feet of water level rise by 2100⁴. Most low-lying developed areas do not currently experience tidal flooding impacts; however, as sea level rises, high-tide flooding will become more frequent with longer duration. If unmitigated, tidal flooding will cause increasing complications such as road closures, infrastructure damage, erosion, and surcharging of local drainage systems.

⁴ NOAA Sea Level Rise Viewer <https://coast.noaa.gov/slr/#/layer/sce/6/-9538840.004930543/3525072.9869863265/15/satellite/57/0.8/2100/interHigh/midAccretion>



Watershed-Scale Solutions

Overarching watershed-scale solutions focus on protecting and restoring inland and coastal natural resources, improving city-wide infrastructure, and connecting neighborhoods with green corridors. A range of policy and organizational strategies aim to advance those solutions. These strategies, applied city-wide, will require long-term planning and coordination among multiple City departments.



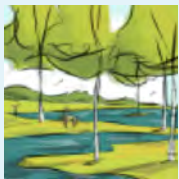
Example of engineered channels and ponds needing restoration and naturalization at MLK Boulevard & E 11th Street.

GREEN-BLUE FRAMEWORK STRATEGIES: WATERSHED SCALE



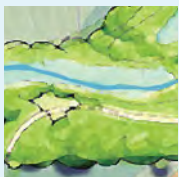
Land Conservation

Conserve and protect vacant land in low-lying areas of historic bayou influence to preserve the land's water quality, flood storage, and ecological functions.



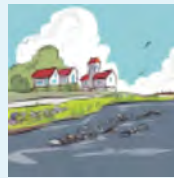
Wetland and Floodplain Restoration

Restore degraded wetlands and floodplains to improve stormwater treatment, flood storage, surge attenuation, tidal flushing, and habitat.



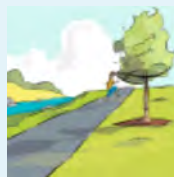
Stream Restoration

Enhance stormwater ditches by adding floodplain, sinuosity, and native vegetation. Create trails and other community amenities along restored streams.



Living Shorelines

Restore coastal wetlands and shorelines, combining native vegetation, oyster reefs, and structural elements to absorb wave energy, reduce erosion, improve water quality, and protect coastal properties.



Interconnected Greenways

Create networks of accessible, multimodal trails and paths along natural features, with urban linkages, to expand community access to open space and waterfront amenities.



Resilient Infrastructure

Upgrade and maintain wastewater infrastructure to reduce vulnerability to natural hazards and eliminate discharge of untreated or under-treated sewage.

Resilient Infrastructure

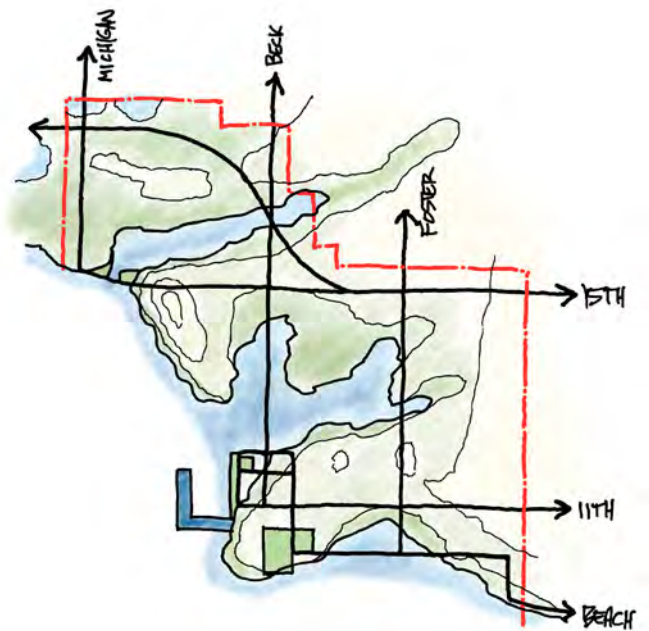
The City is in the process of assessing drinking water, wastewater, and stormwater infrastructure to prioritize improvements and to plan for ongoing maintenance. Already identified as a high priority, the City is pursuing funding to repair and upgrade wastewater pump stations that were damaged during Hurricane Michael. As part of the stormwater master plan, the City will evaluate stormwater and flood management needs throughout the City. The stormwater master plan should prioritize areas identified in each neighborhood's Green-Blue Framework for assessment and design. Design of infrastructure upgrades should also account for increased precipitation and rising sea level. By preparing for future conditions, the City's infrastructure will be more capable of withstanding increasingly intense and frequent storms and preventing high-tide flooding.

Key to implementing the resilient infrastructure projects is the creation of a dedicated staff position. Funding a stormwater staff position within the Department of Public Works is necessary to insure green infrastructure solutions are included in the capital improvements and review private development proposals for compliance with flood plain and stormwater regulations.

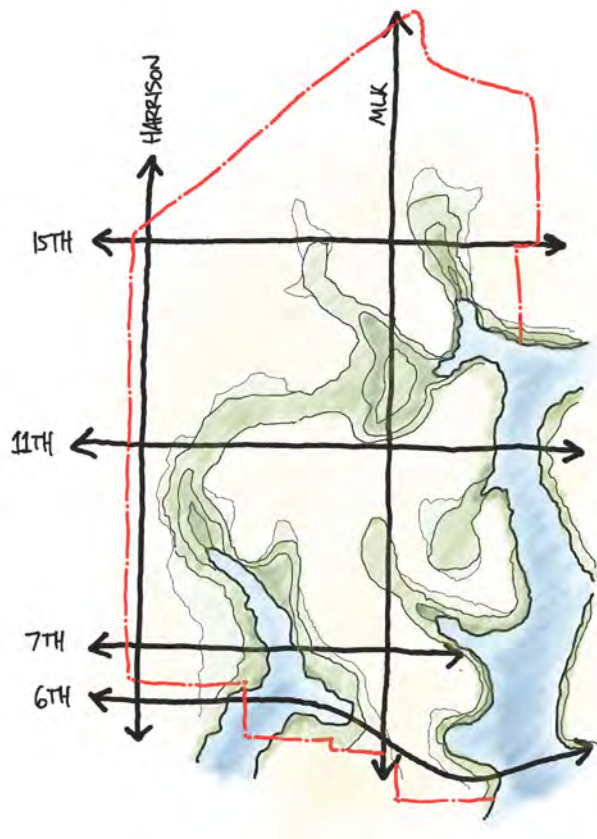
Wetland and Floodplain Restoration

Coastal and inland wetlands, floodplains, and forests act as sponge, filter, flood storage, habitat, and storm buffer. In Glenwood, Millville, and St. Andrews, wetland and floodplain restoration is largely focused on historic bayou extensions. These extensions are typically flat or very gradually sloping low-lying areas of Watson Bayou and Massalina Bayou. These systems have been significantly altered in much of Panama City, fragmenting their connections to the larger bayous and resulting in increased flooding, erosion, and water quality impacts. Restoring these altered natural systems can alleviate the impacts of past development patterns and fortify communities against intensifying storms, rising sea level, and other climate change effects. Protecting the remaining unaltered natural systems will likewise prevent worsening impacts.

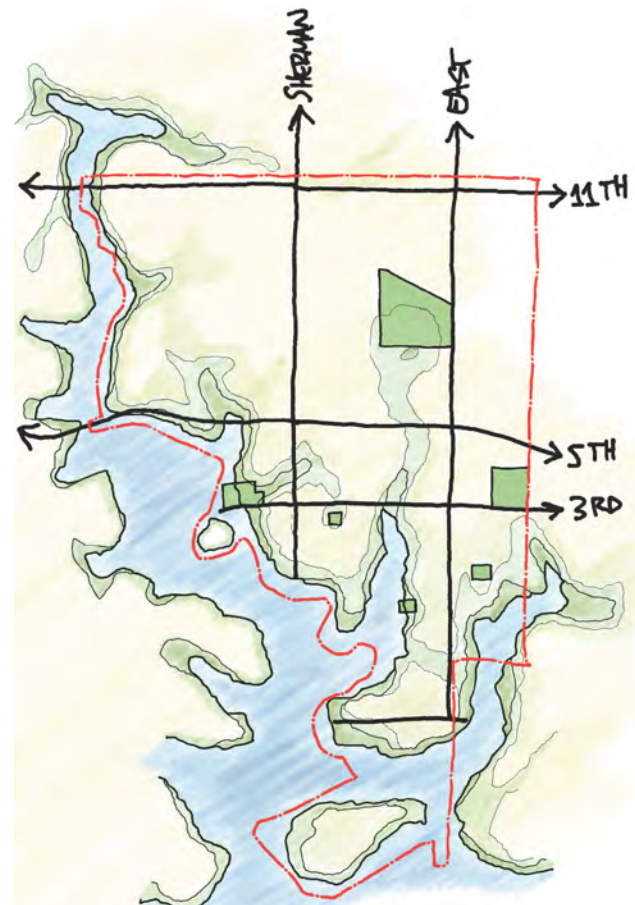
Historic Bayou Influence Areas



St. Andrews



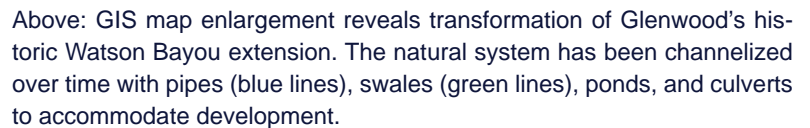
Glenwood



Millville

The original natural lines on the land, stripping back decades of human influence – earth moving, road construction, development, and myriad other alterations – are still visible in Panama City's topography, soils, and drainage patterns. These sketches, inspired by local designer/artist Jane Perry, examine historic bayou influence areas in Glenwood, Millville, and St. Andrews.

In Panama City, stream restoration techniques can be integrated into rehabilitation of hurricane-damaged stormwater ditches. As these ditches are cleared, regraded, and revegetated, the City can look for opportunities to restore floodplain, sinuosity, and native vegetation. The stormwater master plan analyses will be instrumental in determining the necessary conveyance capacity for these ditches. Restored ditches should also be designed to include trails, benches, and other amenities wherever possible, particularly where streams flow near public space improvements, redevelopment projects, and stormwater management interventions.



Living Shorelines

Living shorelines are a design solution that recreates natural communities of seagrass, oyster reef, and other natural habitat and structures along degraded shorelines. These restoration areas reduce erosion and flood damage by slowing waves and reducing wave height. They also filter pollutants and provide valuable habitat to aquatic organisms.

Living shoreline opportunities exist along Glenwood, St. Andrews, and Millville waterfronts as well as between them. The shoreline along West Beach Drive, for example, is eroding and could be fortified with living shoreline and shore buffer restoration. In Millville, a living shoreline is being developed on the Watson Bayou waterfront south of Millville Waterfront Park. The project includes vegetated bank stabilization, seagrass planting, and rip-rap breakwater.

Living shorelines are one of the nature-based solutions that FEMA provides credit for under the Community Rating System (CRS). Participating communities can earn credit for flood-reduction actions such as open space preservation and wetland restoration, and thereby earn discounts on flood premiums for property owners, renters, and businesses.

Community Greenways

The proposed Green-Blue Framework plans weave trails throughout the historic bayou extensions, establishing a trail and connectivity network, creating floodable parks, providing open space access to underserved areas, and connecting residents to waterfront amenities.

Community parks, open space, and recreation are critical elements to any community's health and quality of life for all residents. An open space network that provides the most value is accessible to all, incorporates passive and active recreation, provides space for community gathering and engagement, and can serve multiple purposes as needs may change by time of day, day of the week, or even as the community evolves over the years.

In Glenwood, Millville, and St. Andrews, many areas have little or no usable green open space, and many of the existing parks lack amenities that the community needs. A green network that can be embraced by the community and improve quality of life should strive to achieve the following goals:

1. Parks and open spaces that meet ADA accessibility, making them inviting to all;
2. Safe environments including enhanced lighting, maintenance, and visibility;
3. Connectivity for pedestrians and bicyclists to access usable open space within a quarter mile (5-minute walk), including an overall trail network;
4. Conservation / protection of natural resources and neighborhood-scale stormwater management and flood control;
5. Maintenance plans that simplify designs and leverage partnerships with local organizations;
6. Enhanced connection to water resources; and
7. Spaces and designs that reach a broad audience by providing flexibility and layered uses.

Floodable Parks

Floodable Parks provide for community enjoyment and recreation in addition to stormwater control. These places can be designed to filter, absorb, and temporarily store stormwater, storm surge, and high tides to help alleviate neighborhood flooding.

- » **Floodable Parks can be a shared stormwater solution in vulnerable low-lying areas that are high risk for development.**
- » **Stormwater control and treatment must be complimentary to other active and passive uses of the park. Stormwater design should be secondary to ensure the recreational value and lovability of the park.**
- » **Floodable Parks require a commitment to operation and maintenance.**

Land Conservation

Land conservation can be achieved through a combination of voluntary buyouts and other conservation mechanisms, such as conservation easements, landowner agreements, tax incentives, and transfer of development rights. Local conservation organizations, such as Bay County Audubon Society and Bay County Conservancy, could be strong partners in such conservation and restoration efforts.

For voluntary buyouts, the City should develop a strategic buyout program that promotes clustering of buyout properties within areas identified in each neighborhood's Green-Blue Framework. The buyout program, while focused primarily on reducing flood risk, should prioritize properties based on their location within each neighborhood's Green-Blue Framework and proximity to other buyouts. A study by The Nature Conservancy and Texas A&M University¹ found that a similar buyout program in Houston was cost-effective and achieved broader social and environmental benefits than programs focused exclusively on flood risk. The Houston buyout program in the study prioritized buyouts based on flood loss claims, proximity to natural features (floodplains, wetlands, parks, and other protected areas), and proximity to existing buyouts. Rather than producing a checkerboard of green spaces, as is typical of buyouts focused solely on flood loss, the strategic buyout program resulted in clustered green spaces that add multiple values – open space, reduced flood risk, and community amenities.

Workforce Development

To accomplish Green-Blue Framework objectives, the City will need a workforce skilled in wetland restoration, green infrastructure, tree planting, open-space amenity installation, and maintenance. That need is also an opportunity: investment in nature-based solutions can yield social and economic benefits in the form of local jobs.

The City should explore opportunities to prepare workers and businesses with the skills they will need for wetlands, green stormwater infrastructure, and parks. The City could support and build upon three existing programs:

- Gulfcorps is a program administered by The Nature Conservancy (TNC). Through Gulfcorps, young adults are recruited, trained, and employed

¹ The Nature Conservancy and Texas A&M University. Strategic Property Buyouts to Enhance Flood Resilience: Creating a Model for Flood Risk Reduction, Community Protection and Environmental Gains

at local conservation corps in all five Gulf states. Projects include invasive species removal, planting native trees and grasses, building and maintaining trails and boardwalks, restoring natural shorelines, and restoring rare or important species and habitats. In Panama City, TNC has partnered with Children's Home Society of Florida to provide training space. One of the Panama City crew's projects is Panama City Beach Conservation Park, for which the crew has provided trail maintenance, trash removal, prescribed fire, and wetland restoration.

- Panama City Marine Institute has an environmental program for youth as well as a workforce development program. While the organization's workforce program is currently focused on construction trades, their wetlands restoration and environmental monitoring programs may provide a good foundation for a new environmental jobs-training program.
- The National Green Infrastructure Certification Program (<https://ngicp.org/>) offers training and certification for green stormwater infrastructure construction, inspection, and maintenance workers. Panama City could partner with neighboring communities and state agencies to host a training and certification exam for local landscape and construction contractors interested in expanding or shifting their services toward green infrastructure.

St. Andrew and St. Joe Bays Estuary

The nascent Estuary Program² affords an opportunity for Panama City to pursue shared solutions and funding with neighboring communities to address watershed issues. In May 2020, Bay County approved program funding, accepting \$1 million from The Nature Conservancy and allocating \$720,000 from RESTORE Act funds. These funds will be passed to Florida State University, Panama City campus, which will serve as the host organization and will provide administrative, financial management, and program organizational support. As a key watershed stakeholder, Panama City will be invited to join other local, federal, and state organizations in the Estuary Program's decision-making body. By engaging early and often, Panama City can ensure that the City's needs and Green-Blue Framework solutions are considered in the Estuary Program's action and funding plans.

² <https://pc.fsu.edu/estuaryprogram>

City Code Improvements

Reduction of overall impervious area within the watershed starts with neighborhood-scale concentration of focused redevelopment with open space preservation/restoration set forth by the Green-Blue Framework plan for each neighborhood. Many provisions to support shared neighborhood-scale solutions already exist in the City's code, for example, flexibility within Downtown District and ability to provide off-site improvement; however more coordination is recommended to increase stormwater retrofits, calibrate stormwater regulations to the community vision for various neighborhoods, and integrate with the upcoming Citywide Stormwater Management Master Plan. Restoration projects and preservation can be implemented with FEMA funds, CDBG-DR grants, Stormwater Utility, and other related sources.

At the scale of the block, street, and site, the City's stormwater requirements exempt projects that increase a site's net impervious area by less than 2,000 square feet. Cumulatively, these incremental expansions of impervious surfaces lead to substantial increases in stormwater runoff and pollution. Compliance with stormwater regulations for a specified amount of land disturbance, rather than a net increase of impervious surface, would increase the ability to provide much needed stormwater retrofit of currently highly impervious sites. An increase in projects subject to stormwater requirements should be combined with additional flexibility for redevelopment/infill projects in specified neighborhood center areas to enable and incentivize redevelopment consistent with urban design best practices and each neighborhood's vision. These might include:

- Coordination between each neighborhood's plan and parking study to minimize parking requirements and encourage permeable surfaces wherever possible. Details and technical requirements are needed to require appropriate design and implementation of permeable parking.
- Sliding scale for stormwater requirements within specified focused development areas based on technical feasibility and site constraints.
- Flexibility to pay for stormwater mitigation off-site within the same subwatershed, coordinated with the City via a stormwater coordinator and the Stormwater Utility. This off-site shared stormwater management should be integrated into the neighborhood as an appealing and useful open space amenity within each neighborhood plan and coordinated with the Citywide Stormwater Man-

agement Master Plan. Section 106-15 of the City Code is already a great start.

- Water quality treatment should always be required. Neighborhood plans and the upcoming Stormwater Management Master Plan should make every effort to demonstrate the applicability of simple and aesthetically valuable water quality Best Management Practices (BMPS) within the various neighborhood center contexts in Panama City.

The flexibility already provided within Section 106-11.B is useful, but should be accompanied by a set of guidelines or checklist for predictability. This list could limit application of this provision to focused neighborhood centers defined by the City, and might include more specific evaluation factors such soil conditions, topography, constraints introduced by proposed density/scale, etc.

Wetland & Floodplain Protection Recommendations:

- Current no-development buffer is 30 feet from jurisdictional wetland. Consider increasing the buffer width and enforcing against existing encroachment.
- Preservation zoning district requirements should be investigated for Green-Blue Framework areas to codify preservation of those areas.
- Code prohibits development, fill, or regrading within regulatory floodways unless encroachment analysis shows no rise. This requirement could be expanded to apply to other inland flood zones.

Waterway Dredging

Community participants identified the need to conduct dredging to restore water quality and increase quality of life and property values. The City has been working to develop a citywide dredging ordinance/program to help fund projects, in tandem with efforts to reduce stormwater runoff sediment load from the watershed that has contributed to filling in of the waterway. Dredging is expensive to design, permit and implement; a new program could institute a 2-tier fee system whereby property owners along the waterway (who benefit the most) as well as those within the overall watershed contribute to costs. The City is also conducting a cost-benefit analysis of contracting out dredging services versus purchasing equipment to reduce expense.

Neighborhood-Scale Solutions

Detailed neighborhood plans for Glenwood, Millville, and St. Andrews are presented in each neighborhood's section of the report. These neighborhood-scale solutions are informed by watershed-scale strategies and sensitive to each neighborhood's unique context.

GREEN-BLUE FRAMEWORK STRATEGIES: NEIGHBORHOOD- AND SITE-SCALE TOOLKIT



Urban Tree Canopy

Restore pre-Hurricane Michael tree canopy, with a focus on planting resilient species and providing healthy root zone (uncompacted, aerated, watered) for tree health.



Focused Development

Guide development to locations that avoid sensitive natural systems and minimize risk from flooding, coastal impacts, and climate change.



Green Stormwater Infrastructure

Construct small-scale green stormwater infrastructure facilities, such as rain gardens, and permeable pavement, throughout upland areas including streets, parks, parking lots, and private parcels. Incorporate green stormwater infrastructure, tree planting, and impervious area reduction into utility upgrade and street retrofit projects wherever possible.



Waterfront Parks

Create parks along the Bay and Bayou waterfronts that are designed to flood and absorb wave energy during extreme storms.



Low Impact Development

Expand implementation of low impact development practices such as preserving existing trees, adding new shade trees, protecting wetlands and vegetated buffers, protecting floodplains, and minimizing impervious cover within the watershed.



Adaptation

Employ adaptation tools such as hardening, floodproofing, and raising to protect existing and future structures from storm surge and tidal flooding.



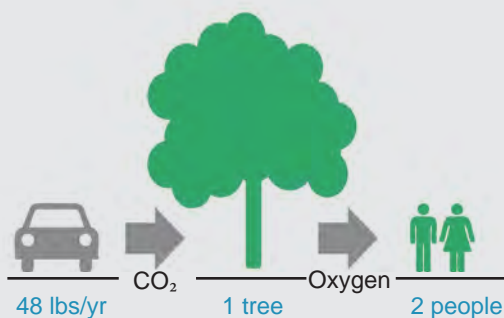
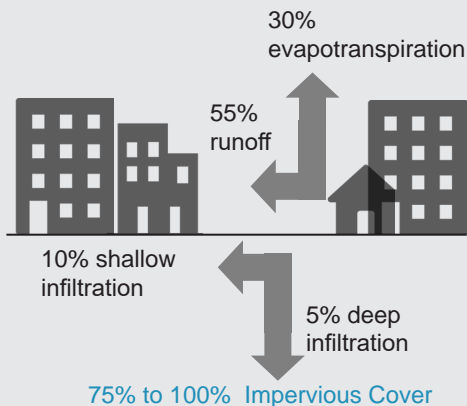
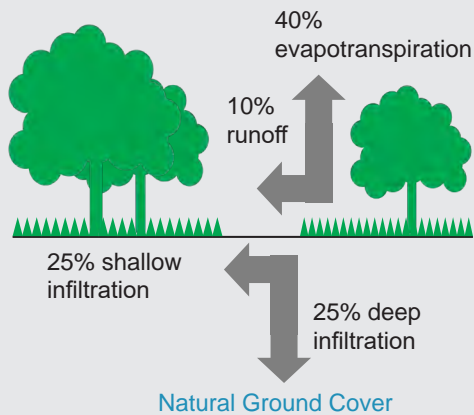
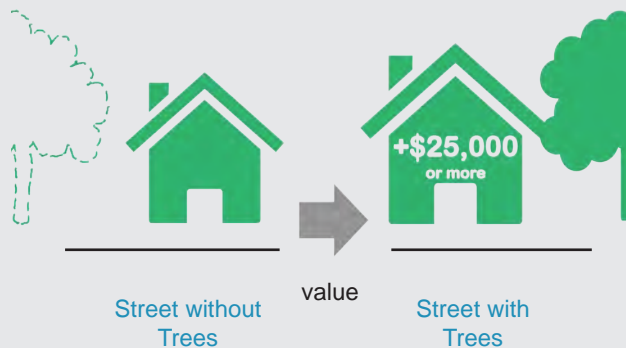
Stormwater Parks

Improve existing stormwater ponds by adding native vegetation and flood storage.

Create recreational areas as part of stormwater ditch, pond, and wetland improvements. Amenities may include paths, gathering spaces, scenic views, wildlife viewing platforms, and waterfront access. Stormwater parks are designed to flood during extreme events and to withstand flooding.

Adapted from FEMA (2020) Building Community Resilience with Nature-Based Solutions

The Value of Street Trees



A primary focus of this plan is to restore the street tree canopy lost during Hurricane Michael. The City should develop an urban forest inventory and master plan that promotes the sustaining value of trees. Beyond design aesthetics, urban trees have numerous economic and environmental benefits.

» Economic Value

Research has shown that trees positively affect both property values and office occupancy rates. National studies show that trees increase property values by 5 to 15 percent.

» Human Health

Trees remove harmful pollutants from the air and soil and generate oxygen. Research has linked the presence of urban trees to reduced rates of cardiovascular disease, strokes and asthma due to improved air quality. Simply taking a walk down a tree-lined street, even in an urban setting can significantly reduce stress level by helping interrupt thought patterns that lead to anxiety and depression. Increased tree canopy can be directly correlated with wellness and social equity.

» Reduce Stormwater Runoff and Pollution

Trees decrease the amount of stormwater runoff and pollutants that eventually reach local waterways. Trees perform this important service through evapotranspiration and retention. The leaves and branches of trees intercept rain and prevent a portion of it from reaching the ground. The root structure of trees improves conditions for the infiltration of stormwater into the soil, further reducing the amount of runoff. Trees are also capable of absorbing certain pollutants.

» Carbon Storage and Sequestration

Carbon dioxide (CO₂) is commonly known as a type of greenhouse gas associated with climate change. The photosynthesis process of trees helps to reduce concentrations of CO₂ in the air by sequestering and storing carbon. Carbon sequestration varies based on tree species and age. Mature large trees store the most carbon.

Focused Development

These neighborhood plans guide development to corridors and centers that align with existing infrastructure, transportation systems, economic development objectives, historic and cultural resources, and protection/restoration of natural systems. These areas were identified by reviewing previous planning efforts, looking at historic patterns of development, listening to the public and other stakeholders, and then generating a consolidated vision plan. Clustering development around designated corridors and centers can allow for and enable contiguous green spaces and sensitive natural resources to be protected and restored. In conjunction with focused growth, protection and restoration of natural resources can target connected green swaths, thus reducing overall impervious area in the watershed and providing a host of other environmental and community benefits.

Adaptation

Where development is desired in environmentally vulnerable locations, such as low-lying coastal areas in St. Andrews, designs that account for frequent flooding and high groundwater must be utilized. Successful redevelopment within adaptation areas should use a broad suite of tools designed to redirect flood waters, allow flood waters to pass through, and/or temporarily store portions of flood waters. The approach embraces the reality of frequent flooding, and the design responses integrate these conditions into the lived experience. The Adaptation Toolkit provides primary techniques available at the block, street, building, and site scale.



Example of wetland restoration project used in Chepachet (Credit: HW)

Low-Impact Development and Green Infrastructure

The future vision for development weaves “Low Impact Development” (LID) and green stormwater infrastructure (GSI) principles into the built landscape. LID is an approach to land development that works with nature to manage stormwater as close to its source as possible, reduce the impact of development on the environment, and promote the natural flow of water. LID often utilizes GSI practices such as permeable surfaces, rain gardens, bioretention systems, and tree filters to naturally filter and absorb runoff, thus minimizing downstream impacts.

Filter

Filtration BMPs predominantly treat stormwater runoff, not manage increases in runoff rate or volume. Practices are typically vegetated shallow depressions or open channels, including bioretention areas, bioswales, and vegetated sand filters. Some sites with high groundwater or poorly draining soils may still be appropriate for filtering GSI practices, using “wet systems” such as vegetated wet swales or constructed wetland systems designed to mimic natural wetlands – implementing the watershed scale Green-Blue Frameworks. Wetland systems are nature’s original filters – a high priority is placed on protection of existing wetlands and creation of new systems wherever possible.

Absorb + Store

Trees are stormwater machines. In addition to providing a host of environmental, economic, and community health benefits, trees draw moisture from the ground



Example of stormwater area in Fisher Hill (Credit: KMDG)

and intercept and store rainfall, which can significantly reduce local flooding, delay the onset of peak flows, and lessen requirements for additional stormwater infrastructure. Street trees can also be designed as tree trenches, which in conjunction with structural soil or silva cell structures to provide appropriate soil volume, can also accept runoff via gutter flow to feed root systems and encourage infiltration.

Detention of stormwater runoff has typically been accomplished in Panama City with engineered stormwater ponds, which may most efficiently achieve stormwater quantity mitigation but often have a negative impact on community safety and value. Basins often are designed with steep slopes to maximize volume within a given area, and require perimeter fencing for safety.

Porous surfaces, rain gardens, green roofs, and trees absorb stormwater – promoting infiltration and evapotranspiration and reducing runoff. Practices such as infiltration basins, recharge basins, dry wells, and sub-surface chambers are designed to store collected stormwater on-site and release it slowly, mitigating flooding impacts downstream and providing groundwater recharge and reuse of stormwater runoff wherever possible.

Beautify

Context-appropriate, strategically designed GSI practices provide value as aesthetically pleasing landscape amenities – “green design” features with more bang for the buck. Very often, green site design is also more cost effective compared to traditional “pipe and pond” approaches, especially when considering shared systems at the scale of the neighborhood or block, such as flood-

able parks and wetland restoration. Current monitoring data shows that GSI practices have a better chance of long-term success because they are typically visible, simple, easily understood, and most important, well loved by the surrounding community. Detention basins and technologically advanced solutions can lose functional value quickly if they are abandoned as eyesores or because they are too complicated or costly to maintain.

Green infrastructure projects at multiple different scales are proposed within each neighborhood’s green-blue plan. For example, restoration of Henry Davis Park will increase Glenwood’s flood mitigation capacity and serve community benefit when realized as an expanded wetland system with trails. Integration of urban green infrastructure systems and shade trees with appropriate soil volume as part of St. Andrews Beck Avenue retrofit (similar to what is currently being designed for Harrison Avenue Downtown) will mitigate flooding, improve water quality in the Bay, and greatly improve streetscape quality. And the proposed floodable park at E 6th Street and Elm Avenue in Millville will address localized flooding and provide value as a neighborhood park.

Below: Thomasville, GA. Street trees are being installed using structures to provide enhanced soil volume to filter runoff and promote root growth. These systems are currently being incorporated the Harrison Avenue retrofit following Downtown Plan recommendations, and should be considered for street retrofits in Glenwood, Millville, and St. Andrews



Example of stormwater area used in Boston Public Schools
(Credit: HW)



Adaptation Toolkit

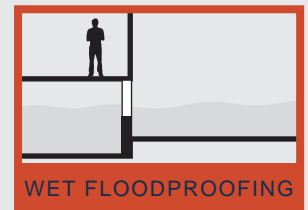
Dry Floodproofing

Water tight structures using external coating or internal membranes can prevent flood waters from entering. On-going maintenance is required and dry floodproofing may not always be the most aesthetically pleasing. As a first step, flood shields for windows and doors may protect vulnerable openings.



Wet Floodproofing

Building modifications such as breakaway walls designed to break free when subjected to flood forces can safely allow flood waters to enter and leave the lower level. Elevating utilities above the base flood elevation is critical. Often requires repair costs by the owner after flood events.



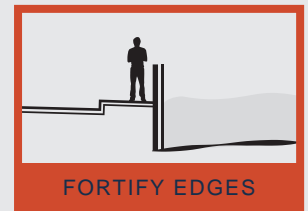
Raise Finish Floor Elevation

The most common form of adaptation is to elevate the entire first floor elevation above the base flood elevation. This can be accomplished on piles or earth fill. This technique can create accessibility issues depending on the site's surroundings, and can sometimes be difficult to retrofit into historic neighborhoods.



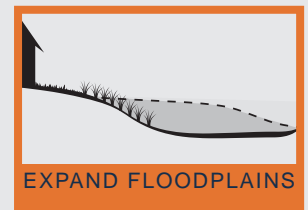
Fortify Edges

Seawalls, bulkheads, berms, and levees are common techniques to repel flood waters at the edges of sites or neighborhoods. An important role for the hard edge is to dissipate the velocity of flood forces from direct storm surge. Over time, scouring from constant wave energy can undermine the structural integrity of the structure from underneath. Requires periodic inspections to ensure stability.



Expand Floodplains

Development often hugs the coastline, infringing upon the riparian buffer/edge. Development along the coastal bank replaces a natural healthy riparian edge with manicured lawns, roads, and docks. Healing the riparian edge in balance with reasonable human uses and access to the water will expand floodplains by recreating a natural living shoreline.



Reforestation

Transforming forests into pavement results in more runoff, higher pollutant loads, and erosive concentrated flows. The marina area is a prime example of a highly impervious area with tremendous opportunity for tree canopy cover improvements - also adding to land value and public health.



Restore Wetlands

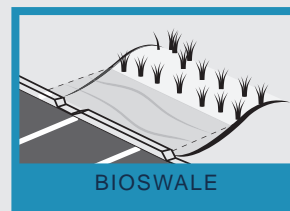
Wetlands are extremely productive living ecosystem that also attenuate wave velocity, provide water quality treatment, and act as a natural buffer between the built environment and water resources. Restoring degraded wetland systems by enforcing and regulating buffer protection zones is critical to sustain a healthy relationship with water.



Resilient Infrastructure Toolkit

Bioswales

Bioswales are linear landscape elements designed to convey runoff. Typically bioswales are vegetated and provide water quality treatment. Bioswales designed with pretreatment facilities will perform higher filtering function and will require less maintenance over time.



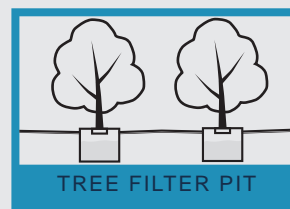
Bioretention Basins

Bioretention basins are depressions in the landscape designed to collect and filter stormwater. A more highly engineered rain garden, bioretention basins typically have pretreatment forebays, perforated pipe underdrains, and special soils that help filter and enhance infiltration.



Tree Filter Pits

Tree filter pits use stormwater runoff for irrigation. Primarily a water quality practice, runoff enters the systems from a deep sump inlet structure as a form of pretreatment. Stormwater is stored in the gravel reservoir below ground which allows the tree roots to soak up runoff.



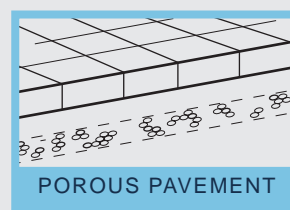
Stormwater Planters

Raised planters are ideal stormwater solutions for projects with space constraints adjacent to buildings. Roof runoff is diverted via downspouts into above-ground planters where microbes in the soil and around plant roots help to filter runoff before overflow into the storm system.



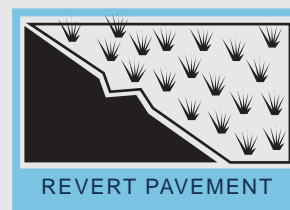
Porous Pavement

A range of free-draining alternatives to typical impervious bituminous pavement and concrete are available, such as pervious concrete, porous asphalt, pervious pavers, and structured grass. Proper design of the system base and review of the existing subbase for infiltration capacity is required.



Revert Pavement to Green Space

Often the simplest and most cost-effective green infrastructure retrofit, “grey to green” interventions replace extraneous pavement with planted landscape, including tree planting if possible.



Constructed Wetlands

Constructed wetlands mimic natural wetland function. Systems are designed for water at all times, either in saturated soil or as standing water. They are often designed with engineered soils and can include small islands and pools. Typically they are constructed as part of larger projects or systems.



Neighborhood Vision

Implementation Actions

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Complete Neighborhoods				
2	Invest in broadband infrastructure that provides access to all residents	X		
112	Pursue zoning updates to implement the vision. Zoning updates should use neighborhood character maps to inform permitted mix of uses, setbacks, lot size, parking requirements, and building design standards.	X		
51	Draft design standards to provide guidance for future buildings to conform with floodplain regulations and accommodate to sea level rise, while also enhancing neighborhood walkability (see St. Andrews chapter for more information).	X		
44	Produce signage / marketing materials about City-wide boat launch resources to inform community members of options and availability	X		
108	Produce RFP and make City-owned lots available for infill housing development	X		
131	Improve the usability of CRA grants by revising requirement for three independent bids	X		
155	Coordinate technical assistance for small businesses with Gulf Coast State College and FSU Panama City	X		
164	Engage the community in volunteer and educational opportunities related to green infrastructure	X		
165	Create a summer job youth program to undertake public improvements (planting trees, etc.)	X		
166	Commit to a diverse housing stock of different sizes, types and prices / rents	X		
128	Increase code enforcement to clear and/or clean vacant lots	X		
130	Invest in code enforcement with assistance to low-income homeowners to make improvements	X	X	
146	Promote strategic events, such as races, festivals, boat parades, and annual activities that connect residents across Panama City neighborhoods	X	X	
147	Create an Academy of the Building Arts in partnership with Panama City Marine Institute, Bay District Schools and local homebuilders (includes next 6 lines)	X	X	
148	Pursue grants and sponsorships	X	X	
149	Develop coordinated literacy and job-skills training	X	X	
150	Recruit community youth, adults and returning citizens	X	X	
151	Provide transportation, financial and child care support for participants	X	X	
152	Make City-owned land available for hands-on construction activity		X	
153	Fund home rehab and building efforts		X	X
171	Incentivize development of workforce and affordable housing in the sale of City-owned properties	X	X	
168	Develop an education and outreach program to inform residents of available heirs property/ title assistance programs offered by the Department of Economic Opportunity and Florida Bar Association. Consider supplementing existing resources by establishing a community-based program that provides assistance in clearing titles (See action #171)	X	X	

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
172	Continue to implement ReHouse Bay housing programs to provide housing assistance to low and moderate income households. Provide training, credit repair and financial assistance for first-time homebuyers. Partner with local organizations to host Financial Literacy courses at easily-accessible neighborhood facilities	X	X	
167	In Public / Private Partnership developments of City-owned land, require 10 to 15 percent of units be earmarked for workforce housing	X	X	X
154	Package and earmark some City-owned land sales for small contractors		X	
156	Consider establishing a Community Development Corporation to help businesses access Small Business Administration loans and other financing		X	
163	Provide financial literacy and other life skills training for area youth		X	
173	Partner with non-profits and / or developers to compete for Low-Income Housing Tax Credit support for mixed-income housing		X	
175	Consider developing architectural designs and plans for small infill housing that have been pre-approved for zoning and building permits		X	
169	Establish a community-based program to provide legal assistance in clearing title for heirs properties; develop application process and sliding-scale fee program; recruit probate attorneys to participate and negotiate discounted fees; inform residents and solicit applications for the heirs property program; screen applications to prioritize properties where title can be easily resolved		X	X
Great Streets				
114	Adopt a Complete Streets Ordinance	X		
115	Adopt C-4 and C-5 designations for context-sensitive design by FDOT	X		
113	Adjust City practice for intersection / site distance triangles to allow buildings along the sidewalk in C-5 context areas (neighborhood downtowns) in most circumstances	X		
5	Add street lighting to enhance safety; priority areas include street design projects and neighborhood downtown / mixed-use corridors		X	X
9	Redesign priority street connections to improve safety, walkability, and bikeability (specific streets highlighted in neighborhood chapters and US Business 98 below)		X	X
13	Improve US Business 98 Corridor streetscape, lighting, safety, infrastructure (including street trees / soil cells), bike facilities, and walkability, from the 5th Street bridge to East Avenue in Millville; from the 5th Street bridge to Massalina Bayou in Glenwood; and Beck Ave in St Andrews.		X	X
17	Enhance cross-town street connections (include street trees, green stormwater infrastructure and protected bikeway/sidewalks or multi-use trail) via 15th Street; 11th Street; Beach Drive; 5th/6th Street		X	X
18	Improve auto-oriented intersections for safety, walkability, and bikeability (specific intersections highlighted in neighborhood chapters)		X	X
21	Invest in neighborhood sidewalks, prioritizing routes to parks, schools, and neighborhood business districts		X	X
22	Restore the street tree canopy, focusing initially on street design projects and neighborhood downtown / mixed-use corridors		X	X

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Resilient Infrastructure				
45	Adopt an internal City policy / protocol for evaluating and integrating green stormwater infrastructure into street retrofit, infrastructure upgrades, and other capital projects	X		
47	Create a comprehensive coastal resiliency plan including design guidelines and regulatory audit	X		
50	Develop a strategic buyout / incentive and conservation program to implement watershed restoration according to each neighborhood's Green-Blue Framework plan, including permanent conservation mechanisms, restored natural systems, space for flooding and absorption	X		
75	Engage with the St. Andrew and St. Joe Bays Estuary Partnership to develop action plans and funding to address watershed issues	X		
76	Partner with Healthy Gulf and other regional entities working to clean up the Gulf of Mexico to gather support for green infrastructure and water quality improvements	X		
78	Develop maintenance plan and strategy for each park as well as overall park system	X		
116	Revise stormwater management regulations to add clarity, adapt to scale / context of place, allow for shared solutions, and remove barriers to green stormwater infrastructure	X		
119	Adopt City policy to seek easements for public access to the waterfront in the approval process for future developments	X		
1	Upgrade / replace water, sewer, stormwater infrastructure; priority areas include street design projects and sewer lift stations damaged in Hurricane Michael. Other locations will be identified and prioritized as part of ongoing sewer, water, and stormwater infrastructure assessments	X	X	
79	Improve safety and access in all existing parks, including lighting, site visibility, and handicap accessibility	X	X	
74	Develop an urban forest inventory and master plan to replace tree canopy lost in Hurricane Michael and improve conditions for tree health	X	X	
118	Investigate and incentivize green restoration opportunities within the floodplain	X	X	
158	Conduct information sessions to help educate local contractors as to green infrastructure and coming opportunities		X	
159	Develop workforce training and entrepreneurship support programs for green infrastructure and wetland restoration, installation, maintenance and monitoring with non-profit partners. Recruit neighborhood residents		X	
160	Explore opportunities to create a National Green Infrastructure Certification Program center to train and certify local workers		X	
120	Prepare citywide Master Stormwater Plan		X	
121	Pursue creation of a stormwater utility		X	
4	Upgrade and maintain wastewater infrastructure to eliminate discharge of untreated or under-treated sewage, and relocate vulnerable infrastructure	X	X	X
49	Create new trail networks, taking advantage of green stormwater infrastructure, wetland/bayou restoration projects, connections to the water, and swale upgrades	X	X	X
88	Seek opportunities to create pocket parks	X	X	X

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
46	Prioritize, design, and install green infrastructure improvements	X	X	X
77	Fund a stormwater staff position within DPW to ensure green infrastructure solutions are included in the City's capital improvements, review private development proposals for compliance with flood plain and stormwater regulations, coordinate implementation of the citywide Stormwater Master Plan and stormwater utility, and pursue grant funding for resilient infrastructure projects (See actions #75-76, #122, #123, #160-162)	X	X	X
6	Underground / harden utilities; priority areas include street design projects and neighborhood downtown/mixed-use corridors		X	X
Note: See Implementation Action Plan (Chapter 7) for a full summary of actions with anticipated time frame, responsible parties, and funding sources.				



CHAPTER 4

Glenwood

EXISTING CONDITIONS

Glenwood



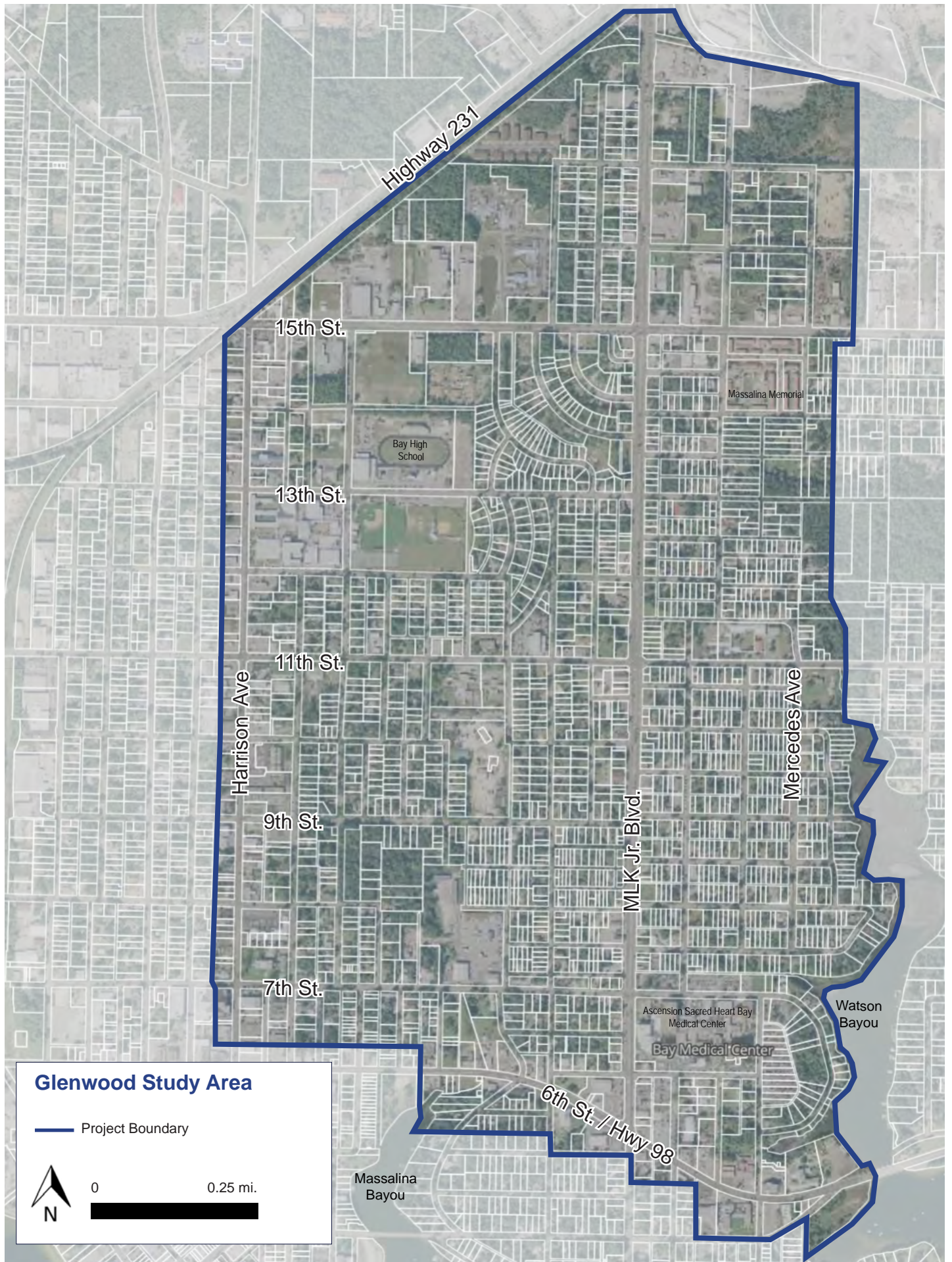
A Neighborhood of Cultural Heritage

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

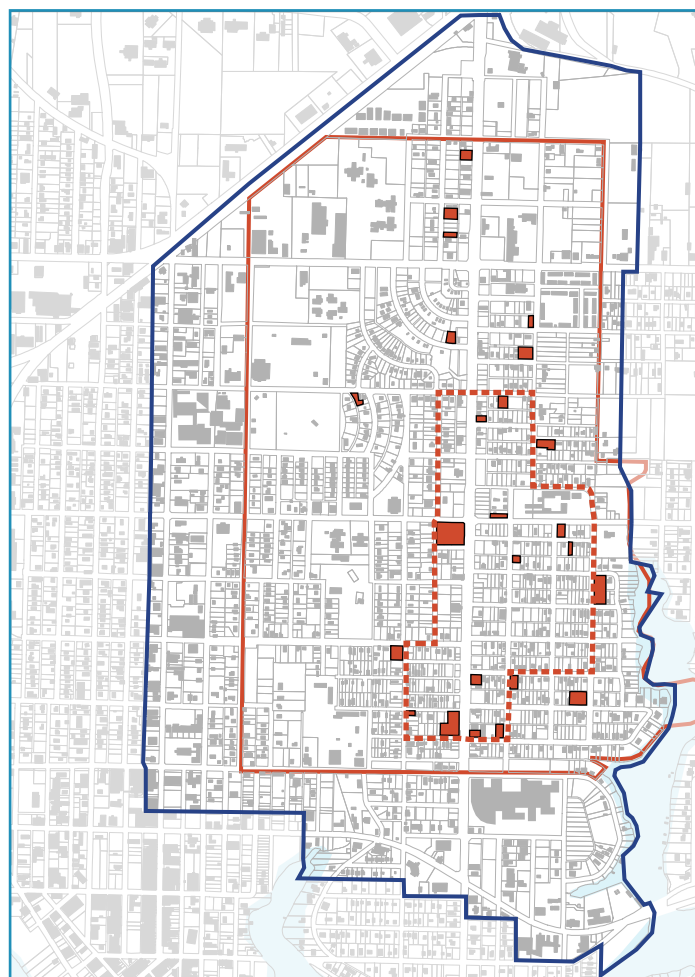


History

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



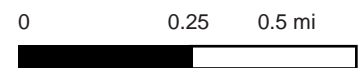
Cultural Heritage District

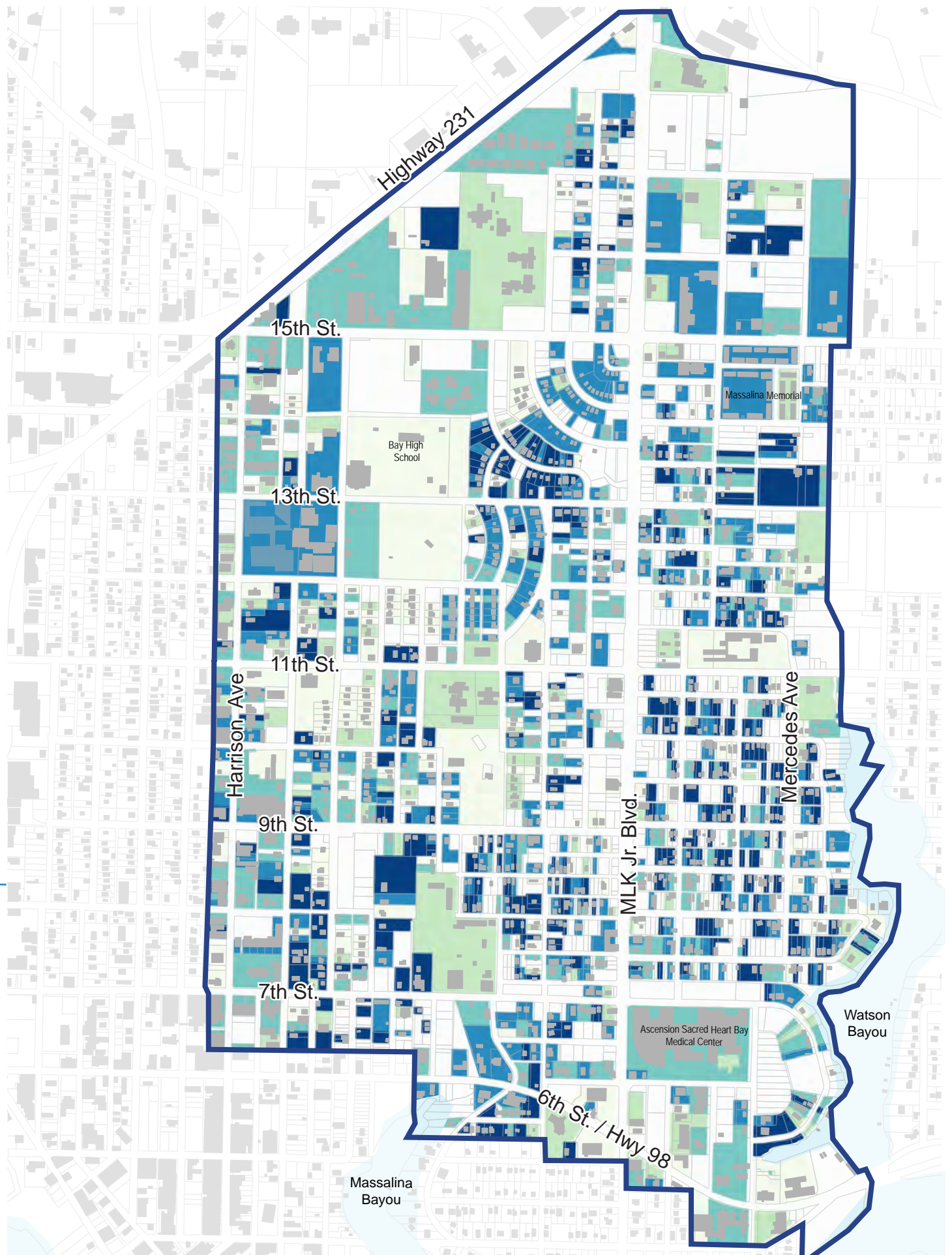
The Cultural Heritage Tourism District Plan (2014) outlines a walking tour route connecting historic churches in the Glenwood neighborhood. Details of that plan are included later in this chapter.

- 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)



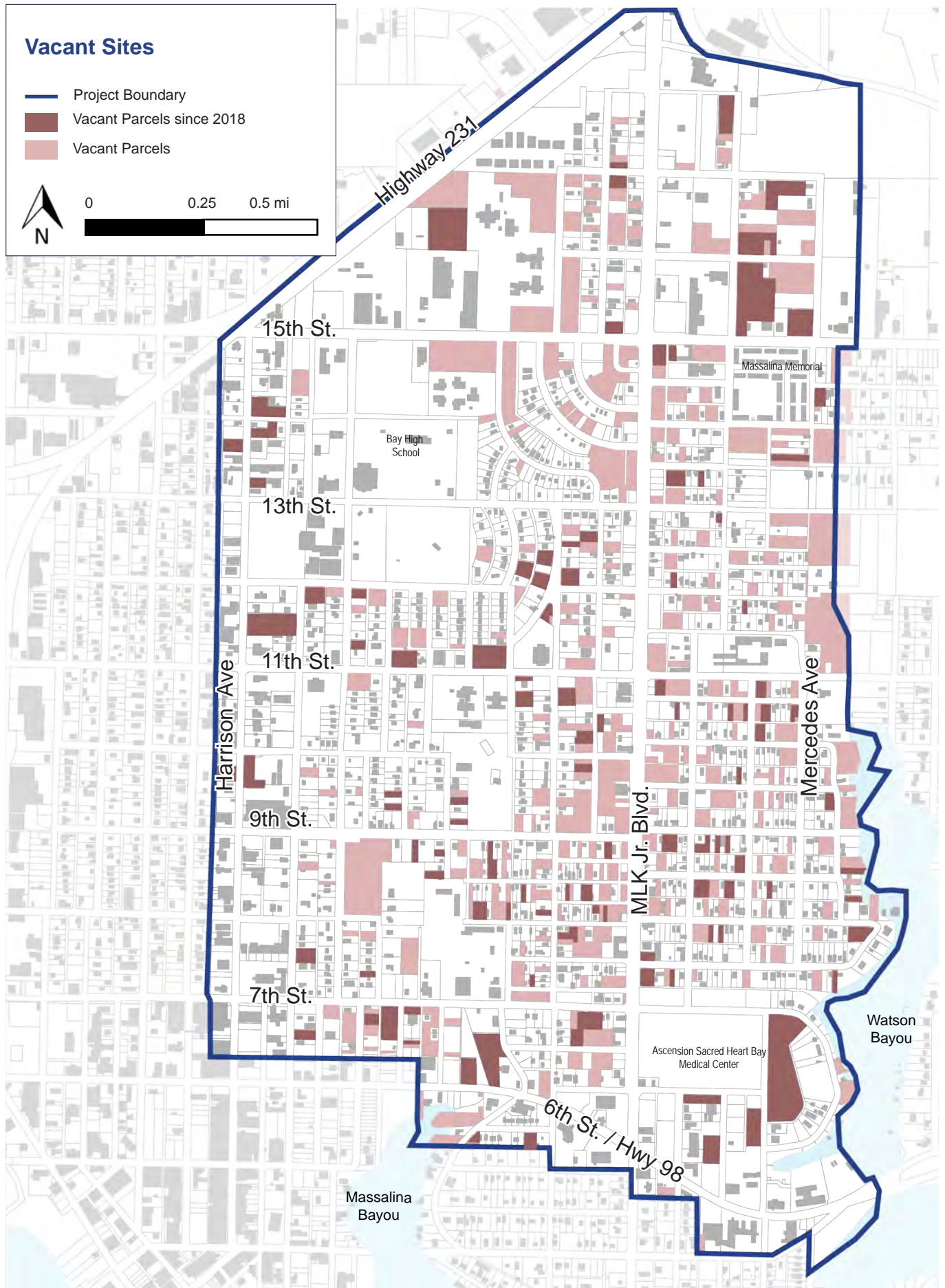
1943 topographical map shows today's Glenwood neighborhood, major roads, natural bayou extents, and places of worship (USGS)

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.

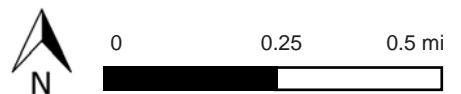
Along MLK Jr. Boulevard, lot depths for commercial properties are much shallower than those along Harrison Avenue (approximately 130 ft. versus 180 ft., respectively). This is due to widening of MLK Jr. Boulevard in the early 2000s by the Florida Department of Transportation. This impacted properties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

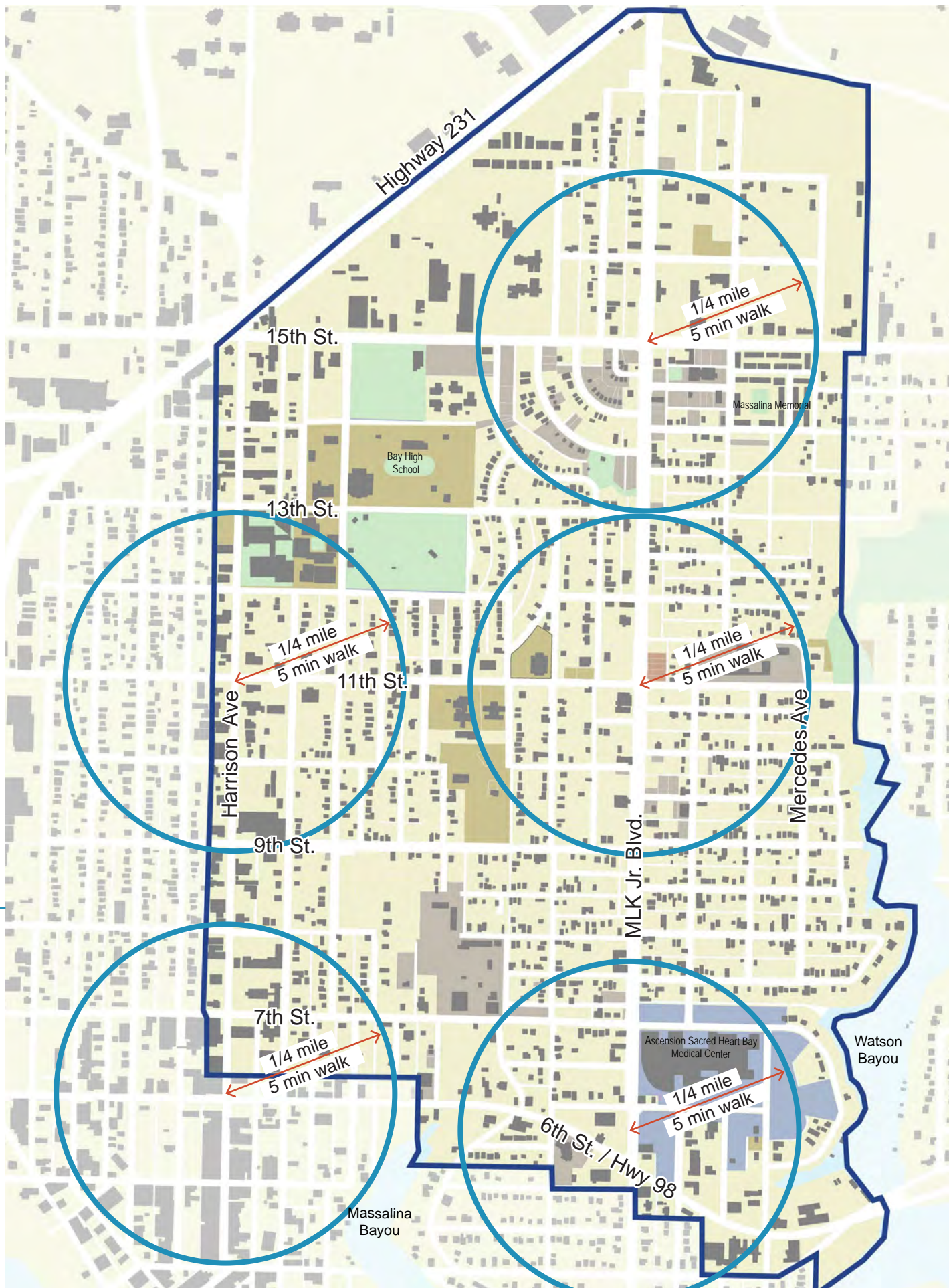
There are some areas that lack development due to natural features or the presence of recreation fields. The area to the north of 15th Street contains underdeveloped land with few buildings. There are a few institutional complexes with large footprints, including Ascension Sacred Heart Bay Medical Center, 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.

Neighborhood Features

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





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'

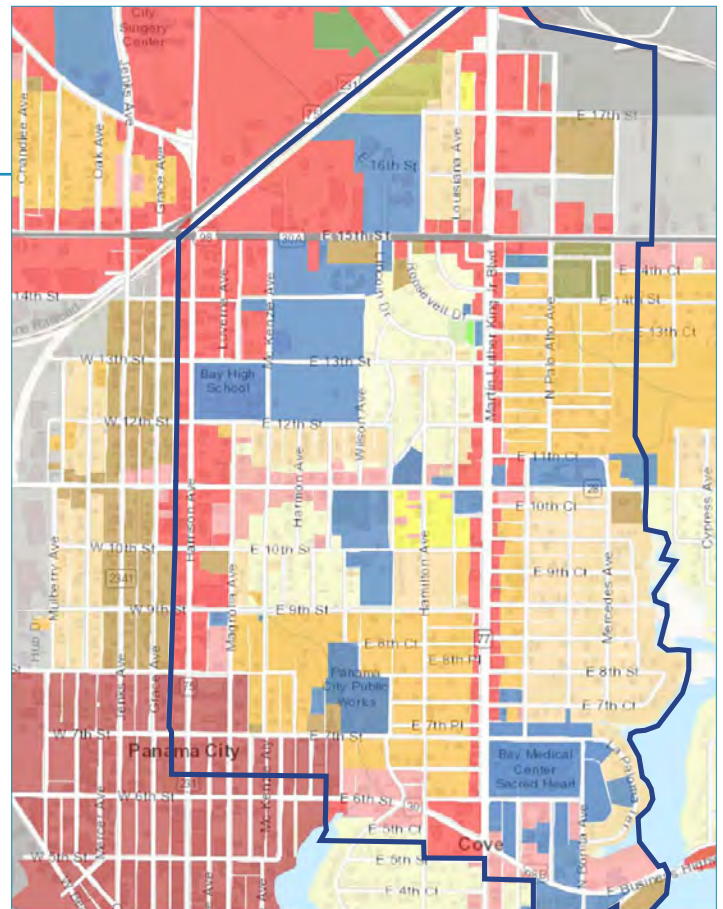
a. MU-1 District has the same requirements.

b. 20' from road on corner lots.

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

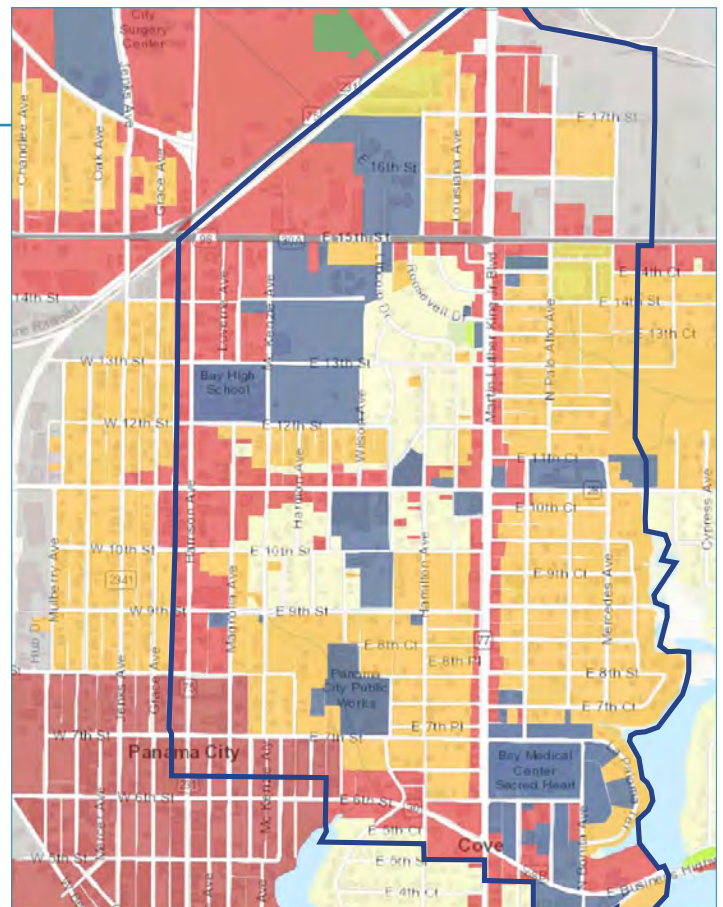
Existing Zoning

- 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



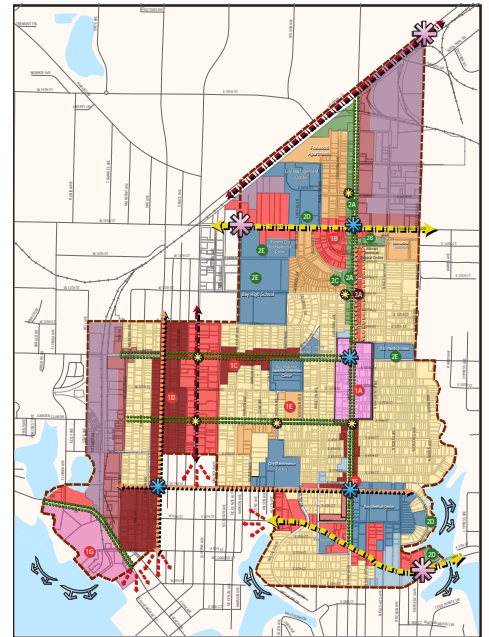
Previous Plans & Studies

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



Downtown North CRA Concept Plan

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

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



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



- » 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.

Greater Glenwood Revitalization Report

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

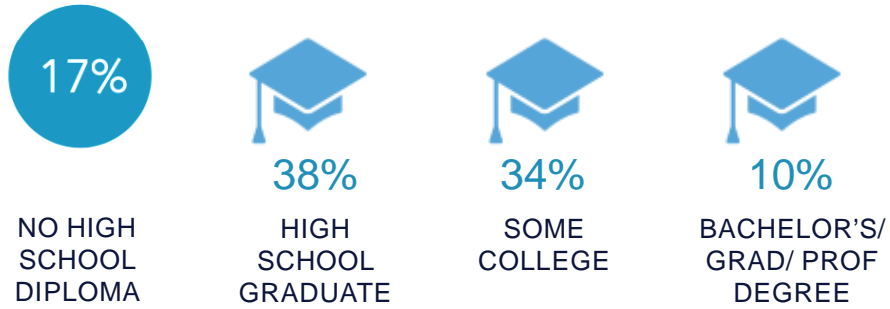
-1%

2010-19 POPULATION:
ANNUAL GROWTH RATE

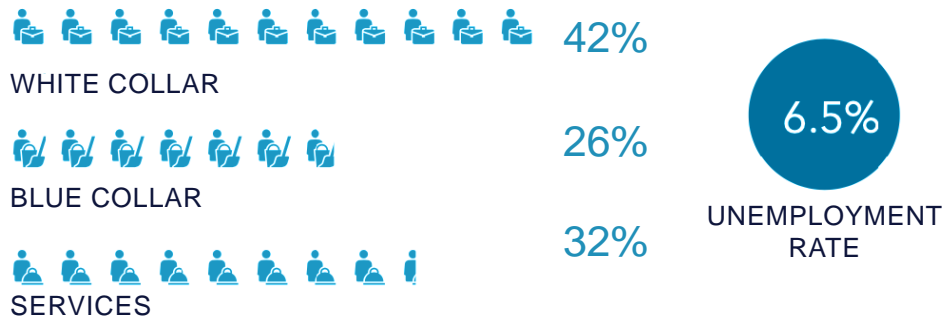


MEDIAN AGE

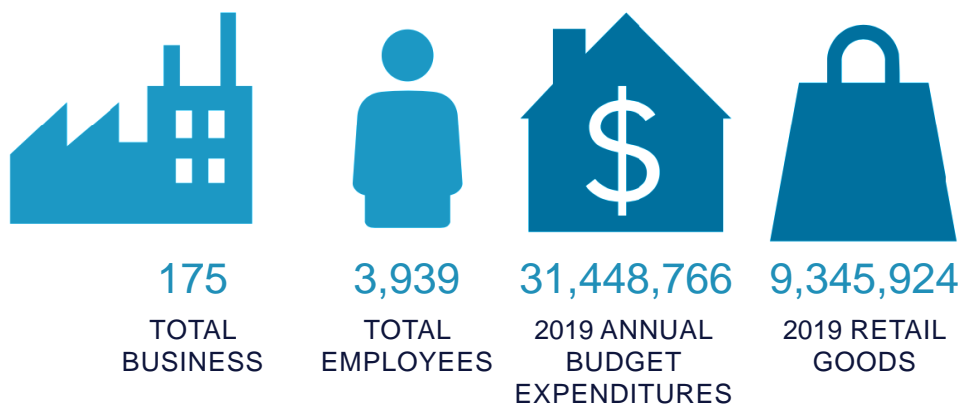
Education



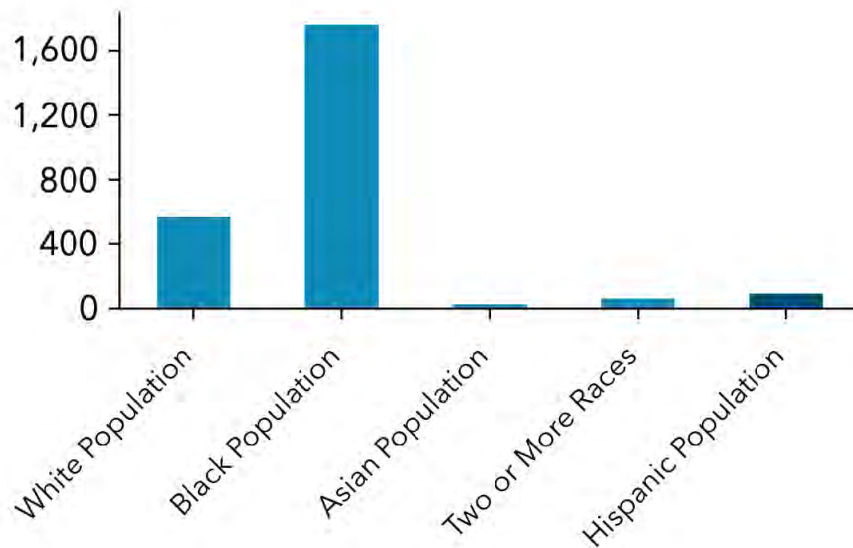
Employment



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.

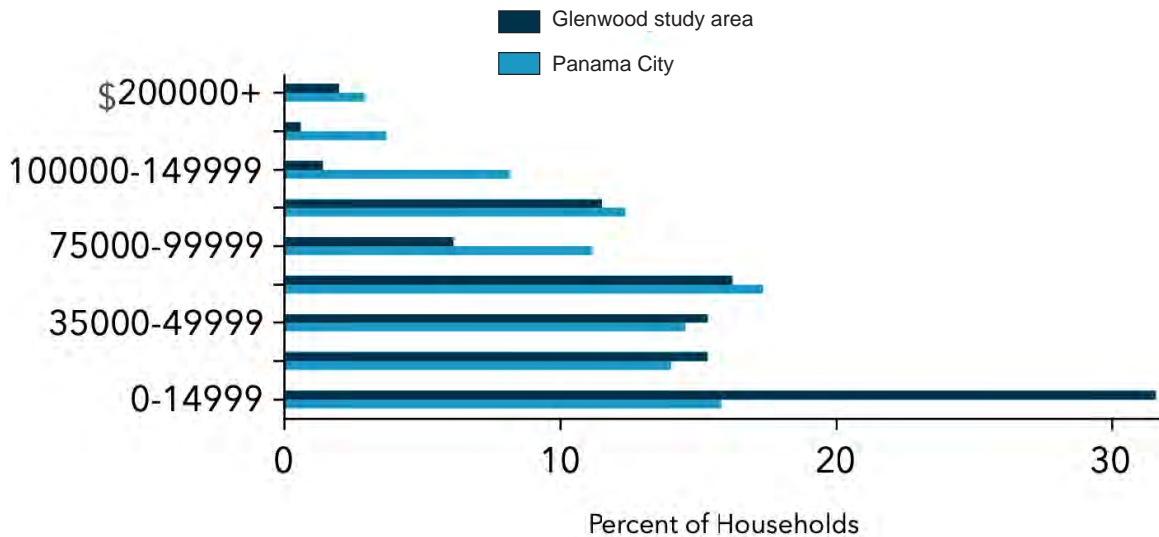
Ascension Sacred Heart Bay Medical Center anchors the southern end of the community along with related health care providers. As of 2017, 64 percent of the 3,586 jobs based in Glenwood were in health care and social assistance. Food services and hotels represented another nine percent of jobs with five 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.

Households by Income



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.

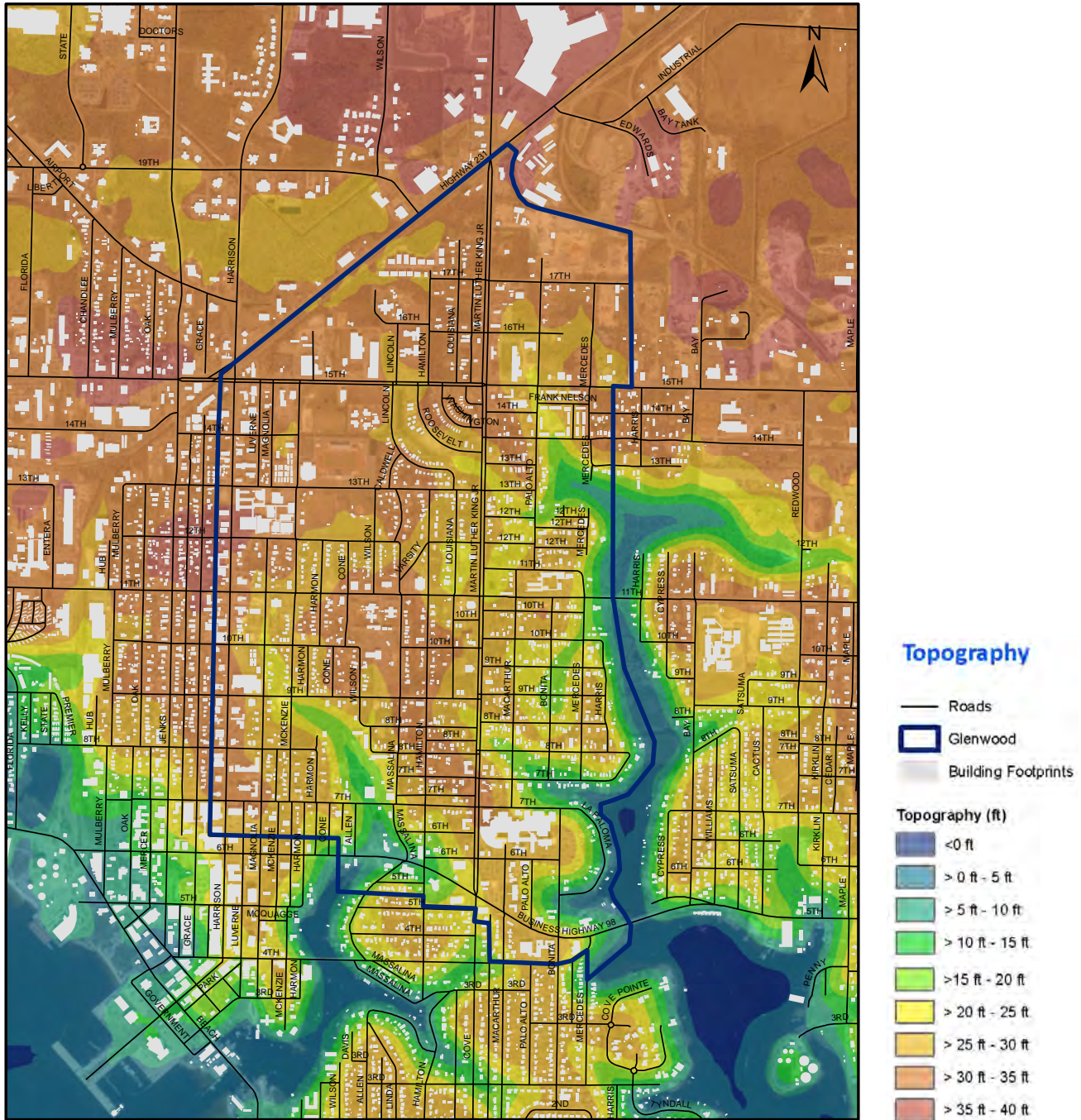
Sidewalks and trails that link the gathering place to institutions, such as the medical center, schools and churches, will be important in encouraging local residents to patronize and support local businesses. In particular, street trees, lighting and other streetscape improvements that enhance those 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.

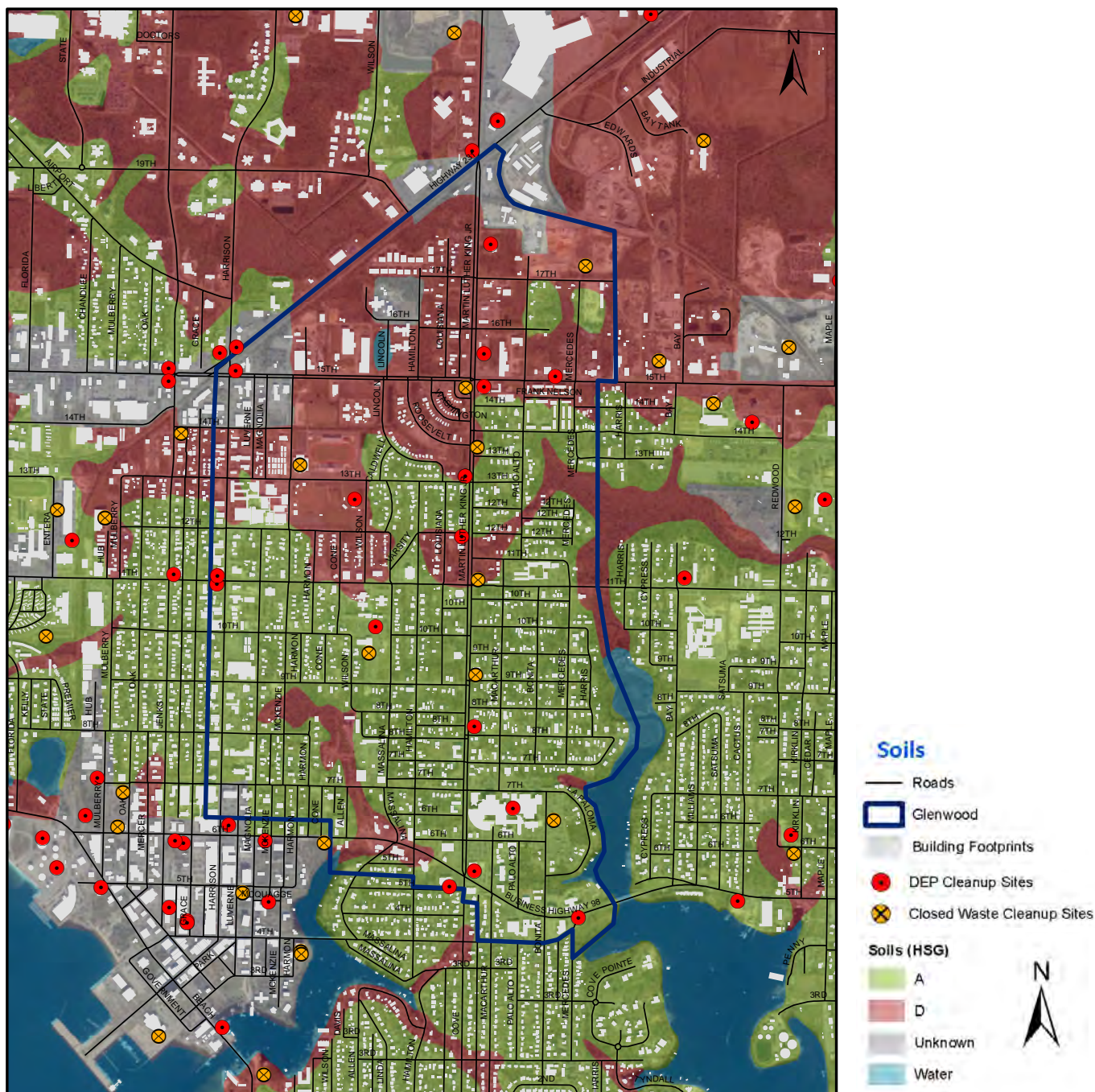
Environmental Analysis



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

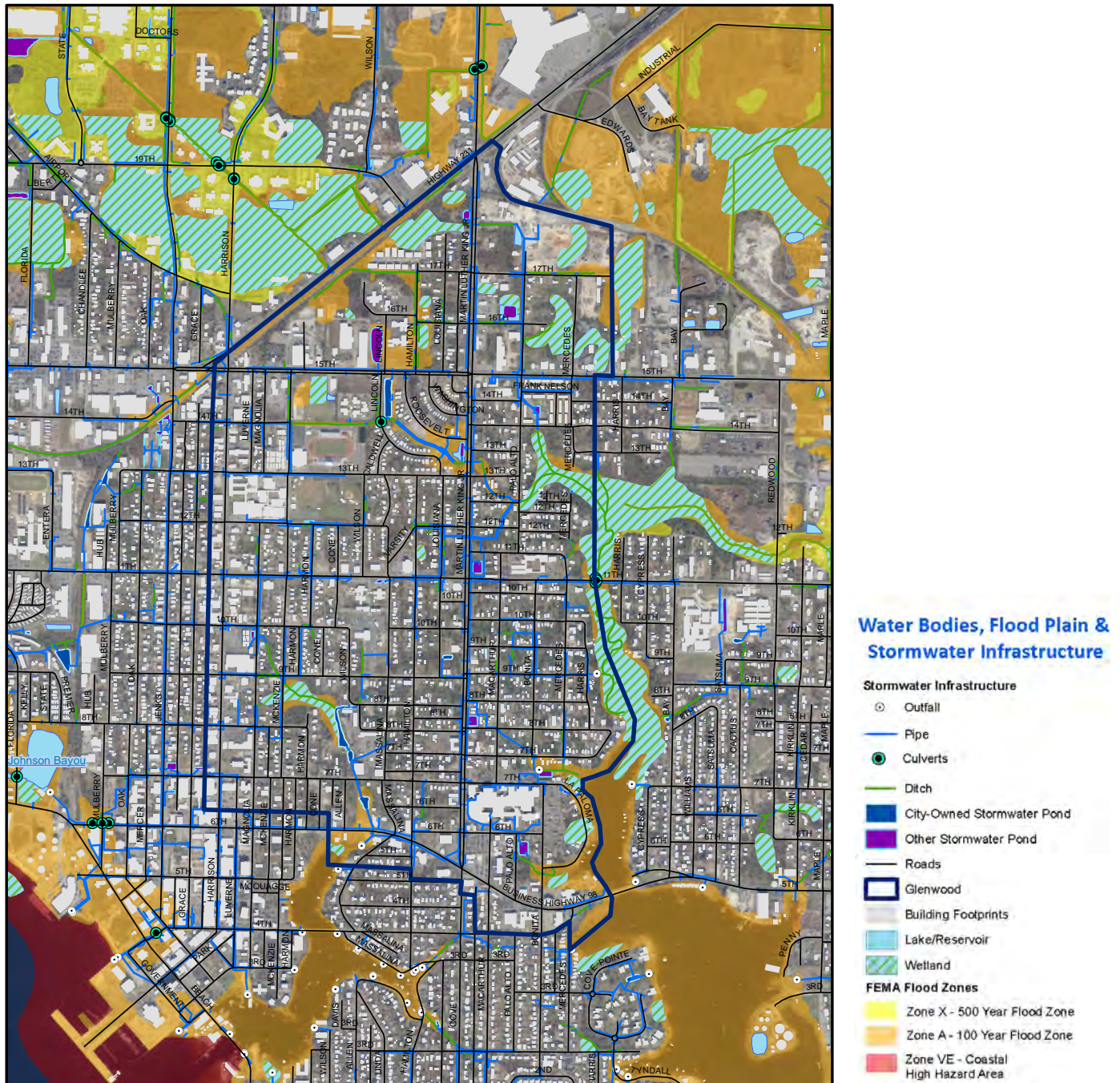
divides, or relatively higher ridges, can be seen in the darker orange color that separates the two depressions on the topographic map.



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

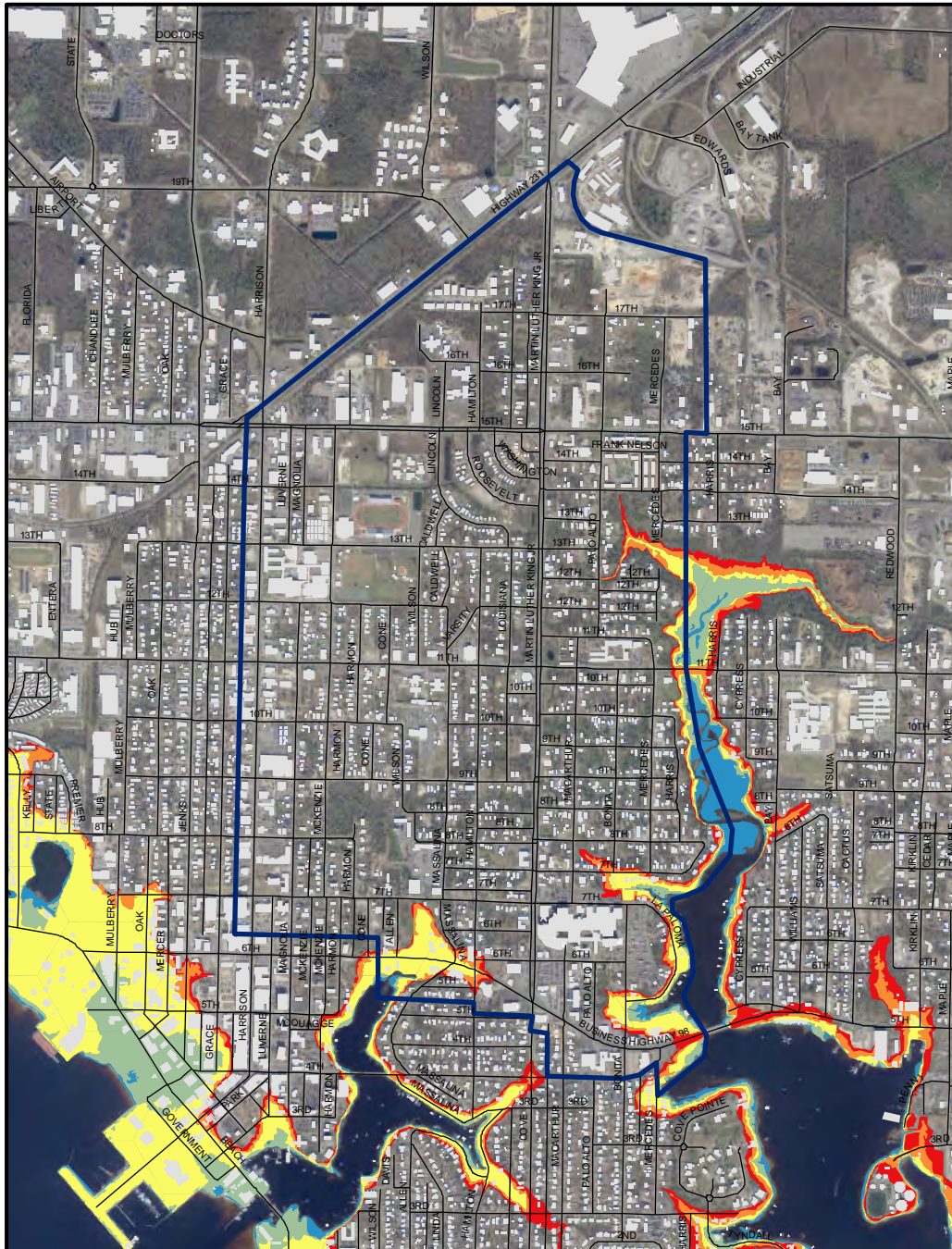
tanks that contaminated adjacent soil and groundwater, or for which site assessments are in progress. Florida DEP Petroleum Restoration Program oversees assessment and cleanup of those sites. Closed waste cleanup sites indicate locations for which cleanup and monitoring have been completed. Where either 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.



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 Category

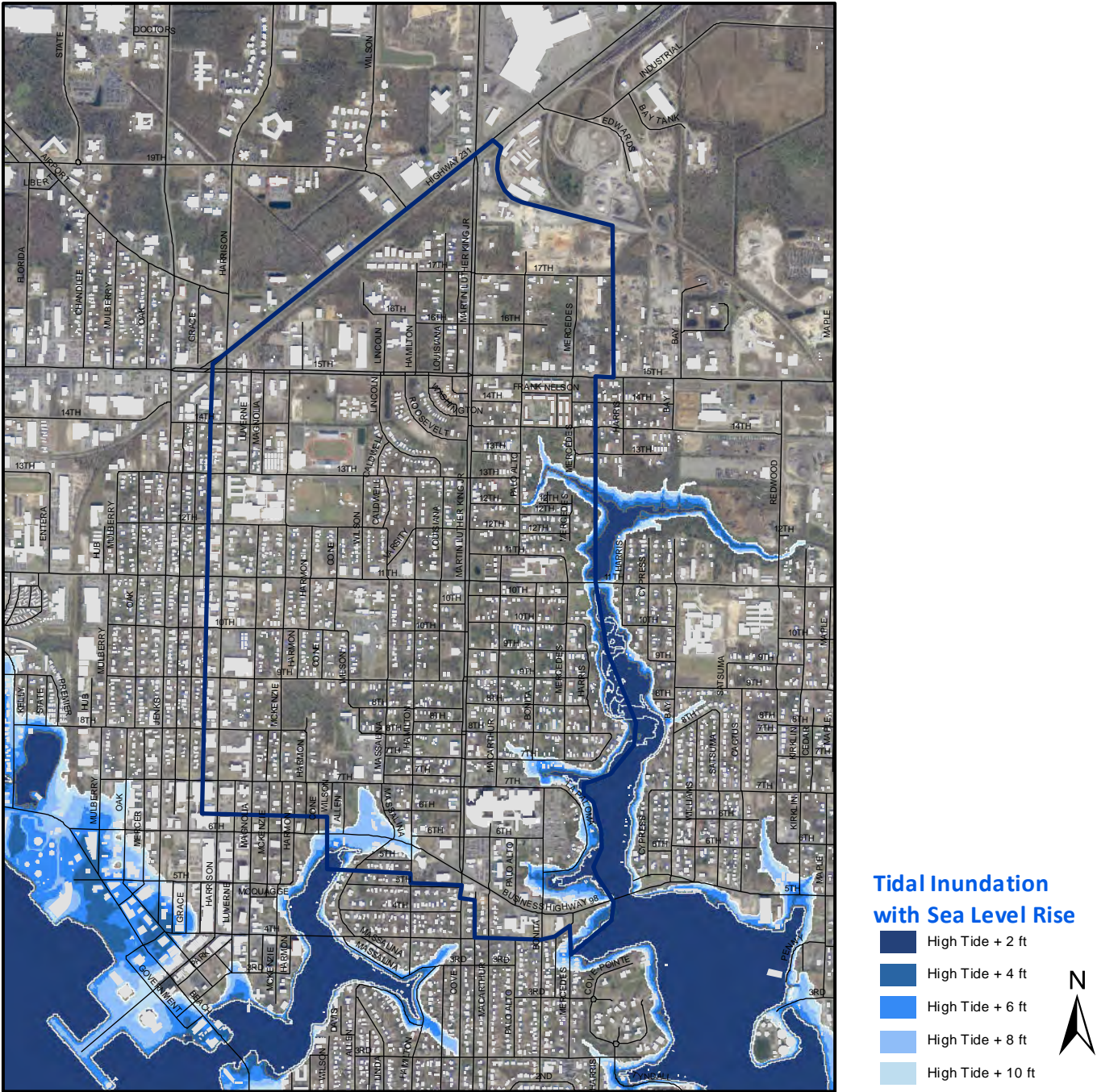
- 1
- 2
- 3
- 4
- 5



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 Mas-salina 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.



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

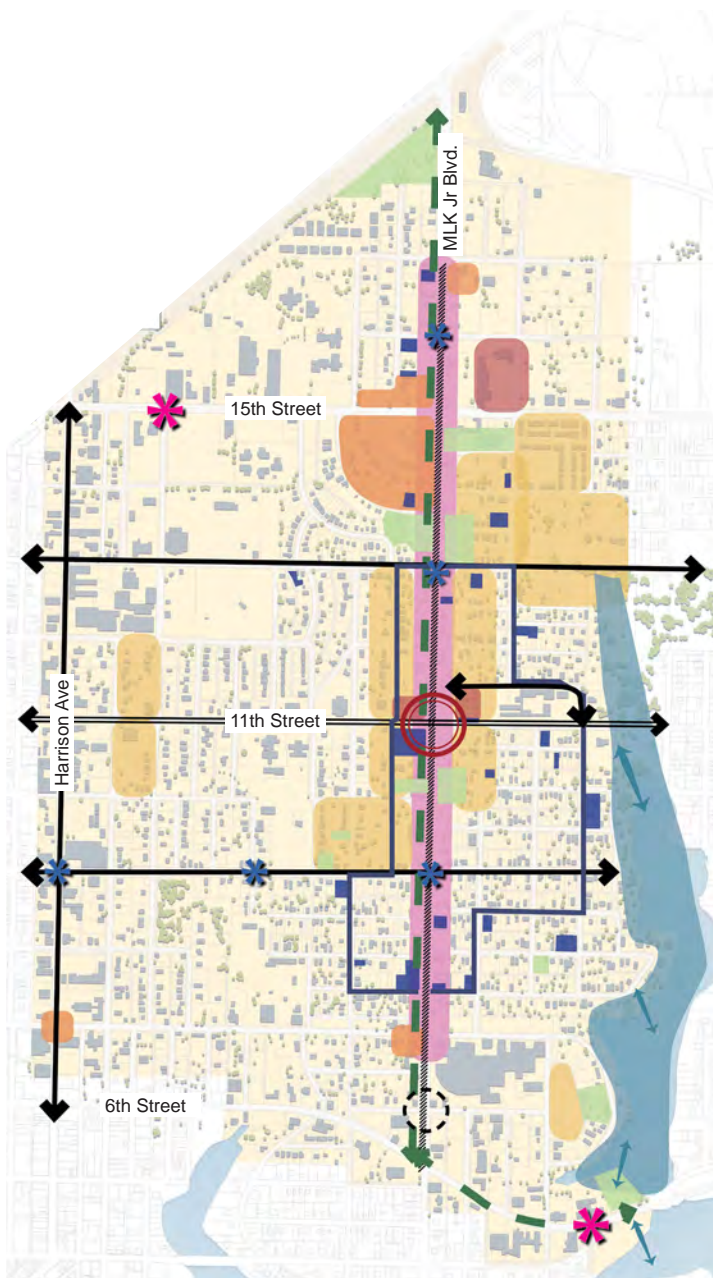


- Waterfront Access
- Neighborhood Activity
- Neighborhood Living
- Safety & Security
- Sustainable Building
- Resilient Infrastructure
- Connectivity
- Placemaking
- Gathering Spaces
- Codes & Standards
- Other

122
participants

GLENWOOD INPUT SESSION

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



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.

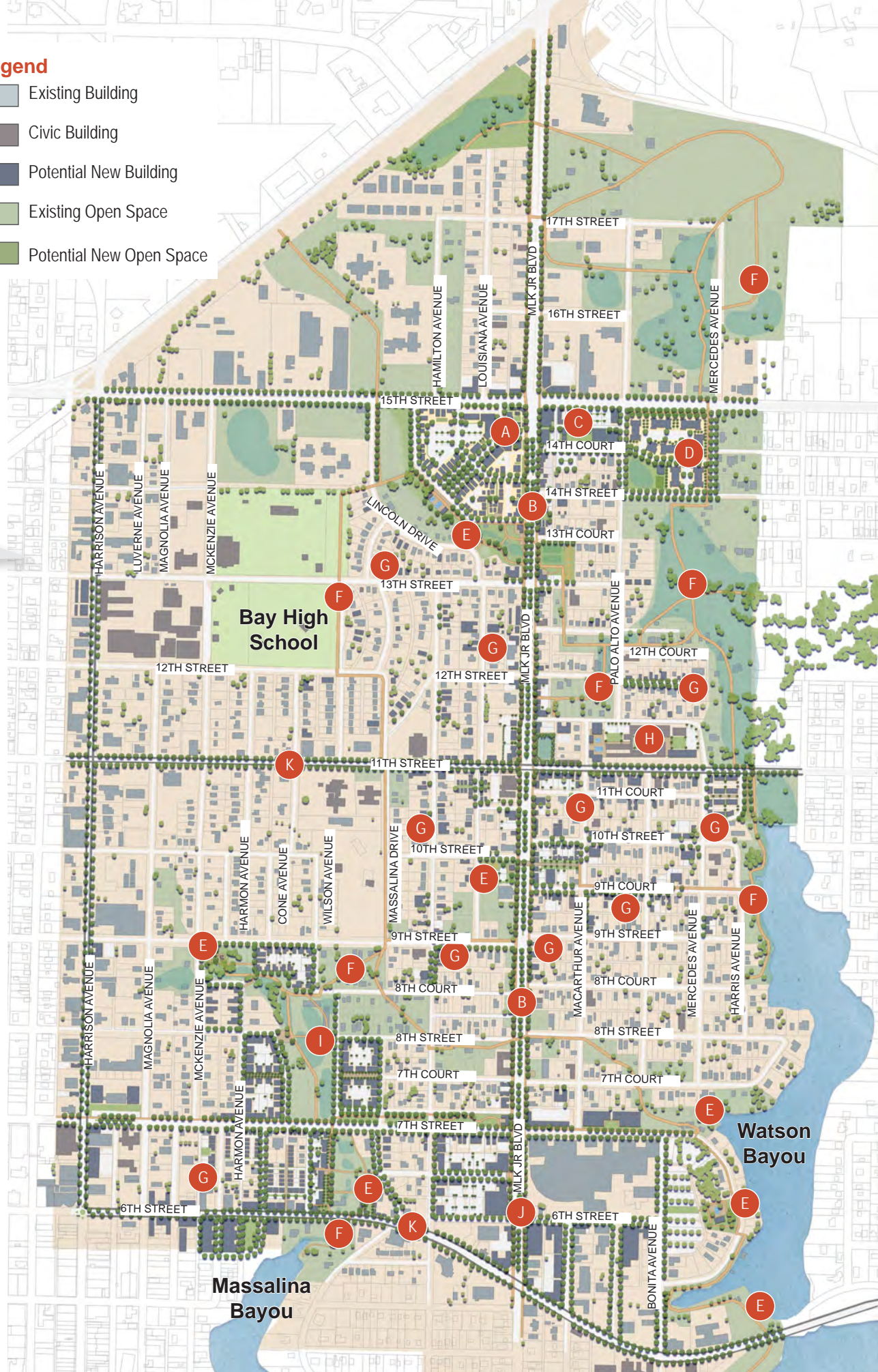
Illustrative Plan Concepts:

- 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.

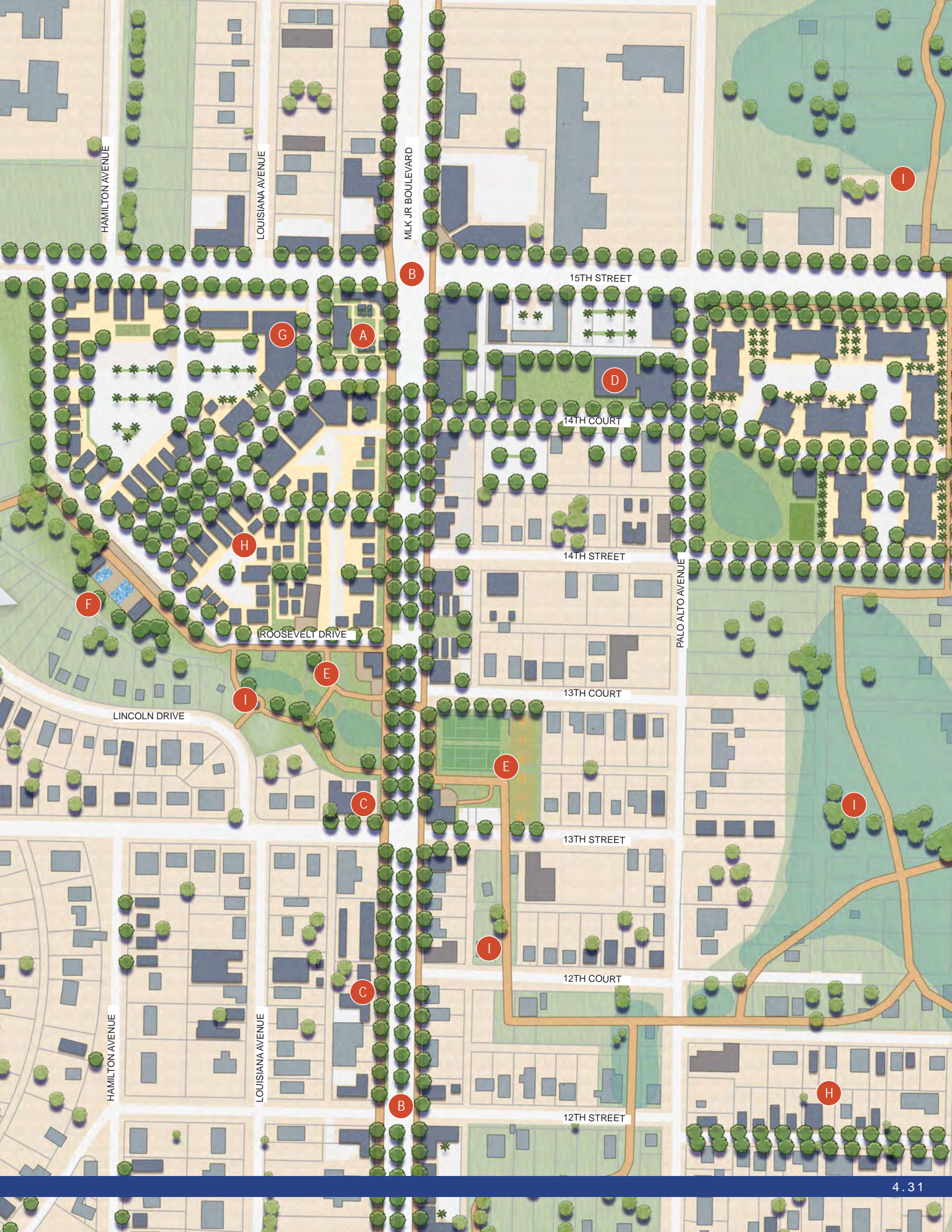
Neighborhood amenities can be incorporated in the neighborhood centers; illustrations show opportunities for a grocery store, and park spaces with sports courts and pavilions for gatherings. Ground floor commercial space should be included to provide opportunities for small, local businesses to get started. 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 adja-

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.

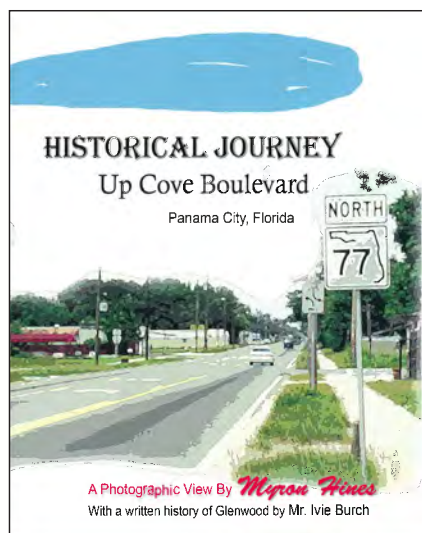
Municipal Aquatic Center

- » 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.)



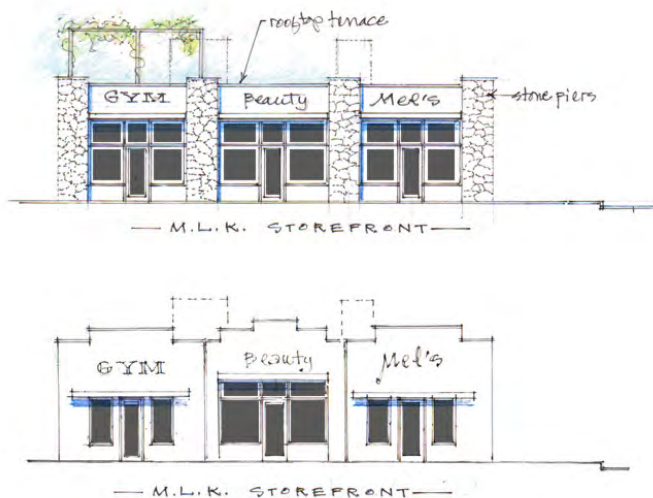
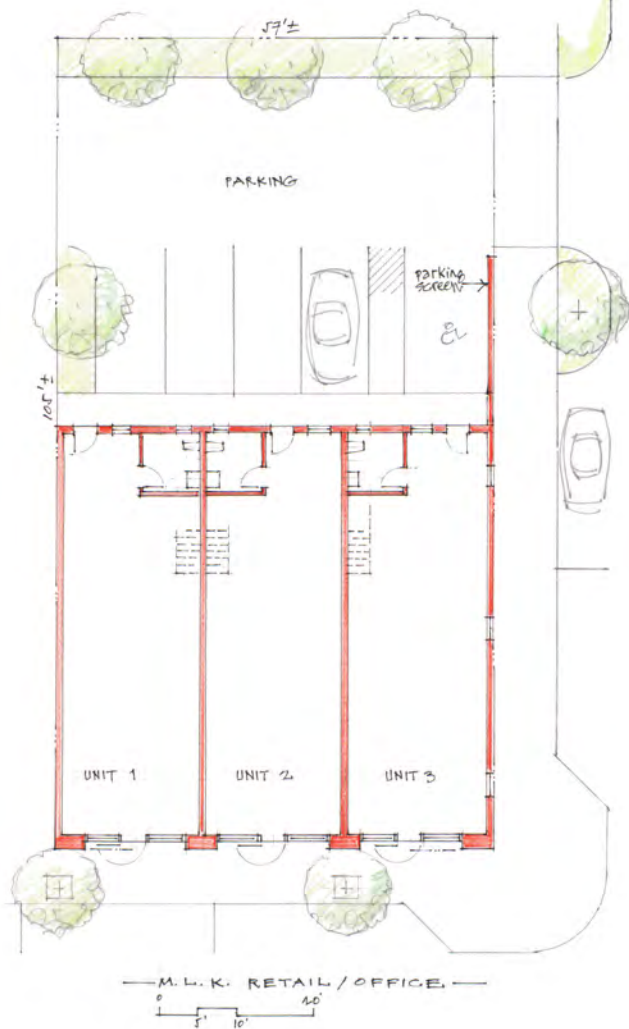
Above: The businesses and buildings that once lined MLK Jr. Boulevard are documented in the *Historical Journey Up Cove Boulevard* by Myron Hines, with written history of Glenwood by Mr. Ivie Burch. Several photos are included in this report.



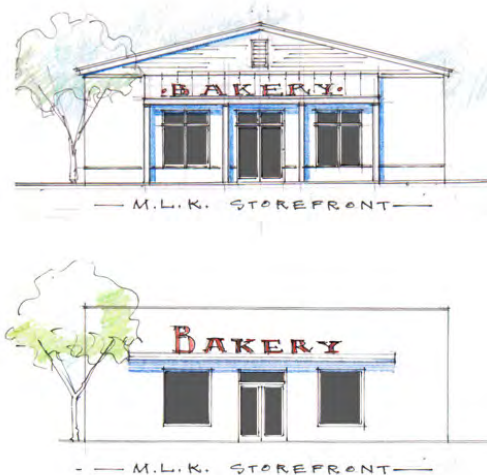
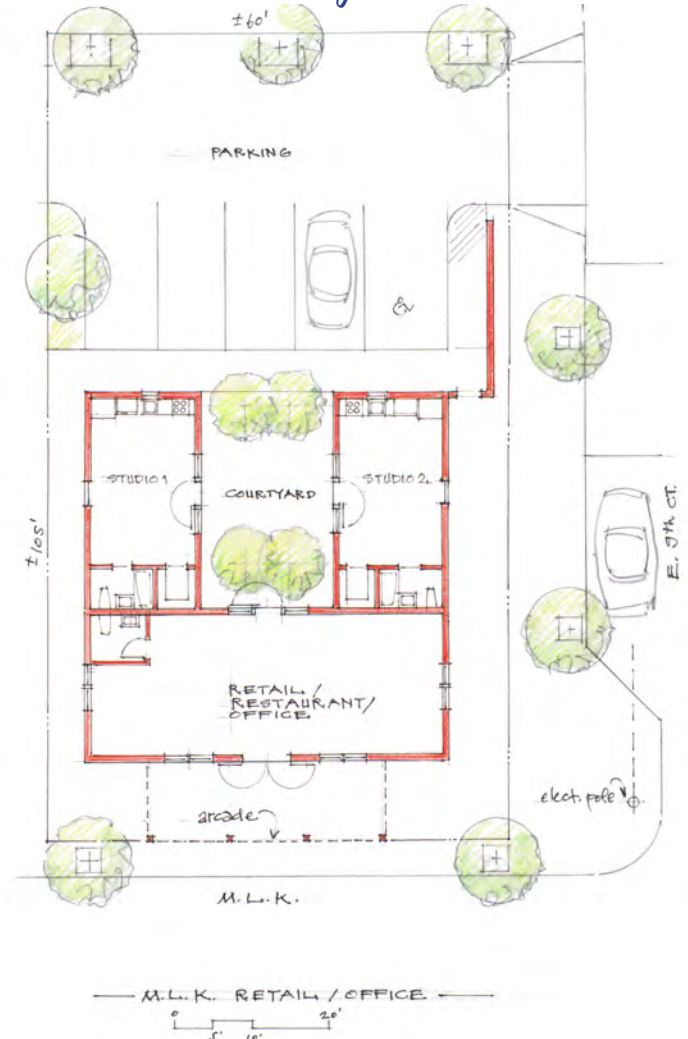
Top: Historic photo of business once located on MLK Jr. Boulevard.

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

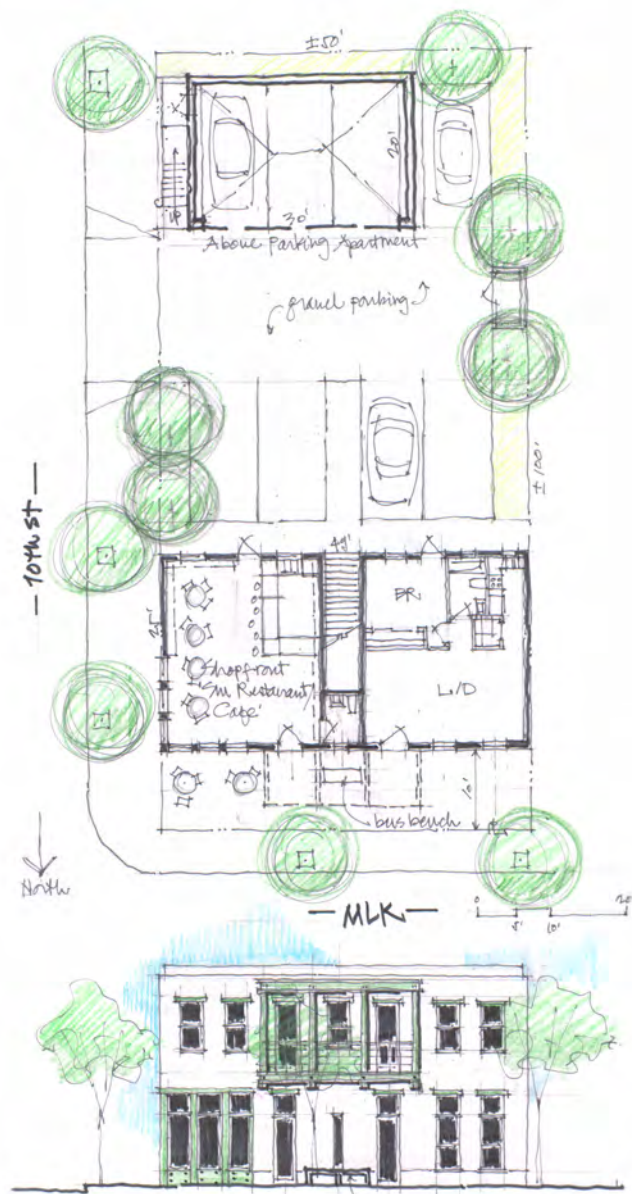
Shopfronts on Martin Luther King Jr. Boulevard



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.

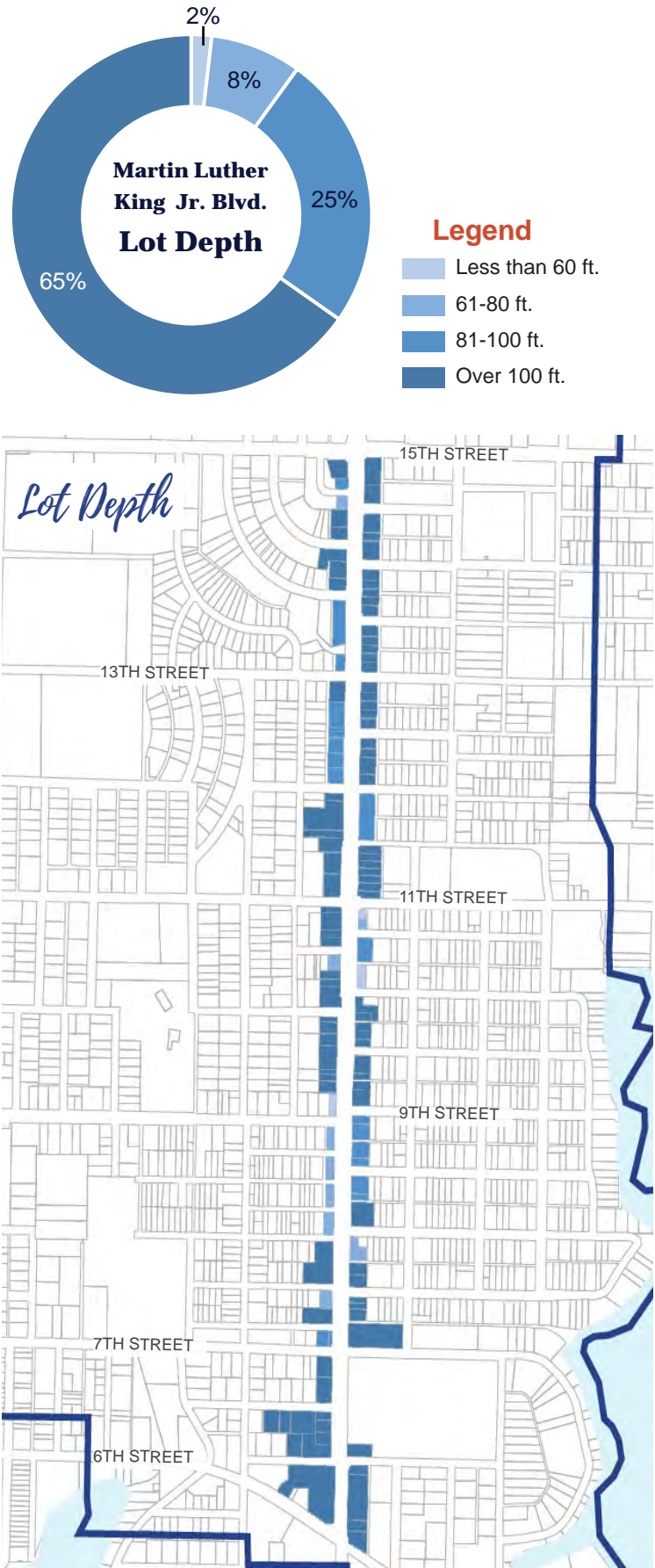
Martin Luther King Jr. Blvd. Lot Analysis

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.



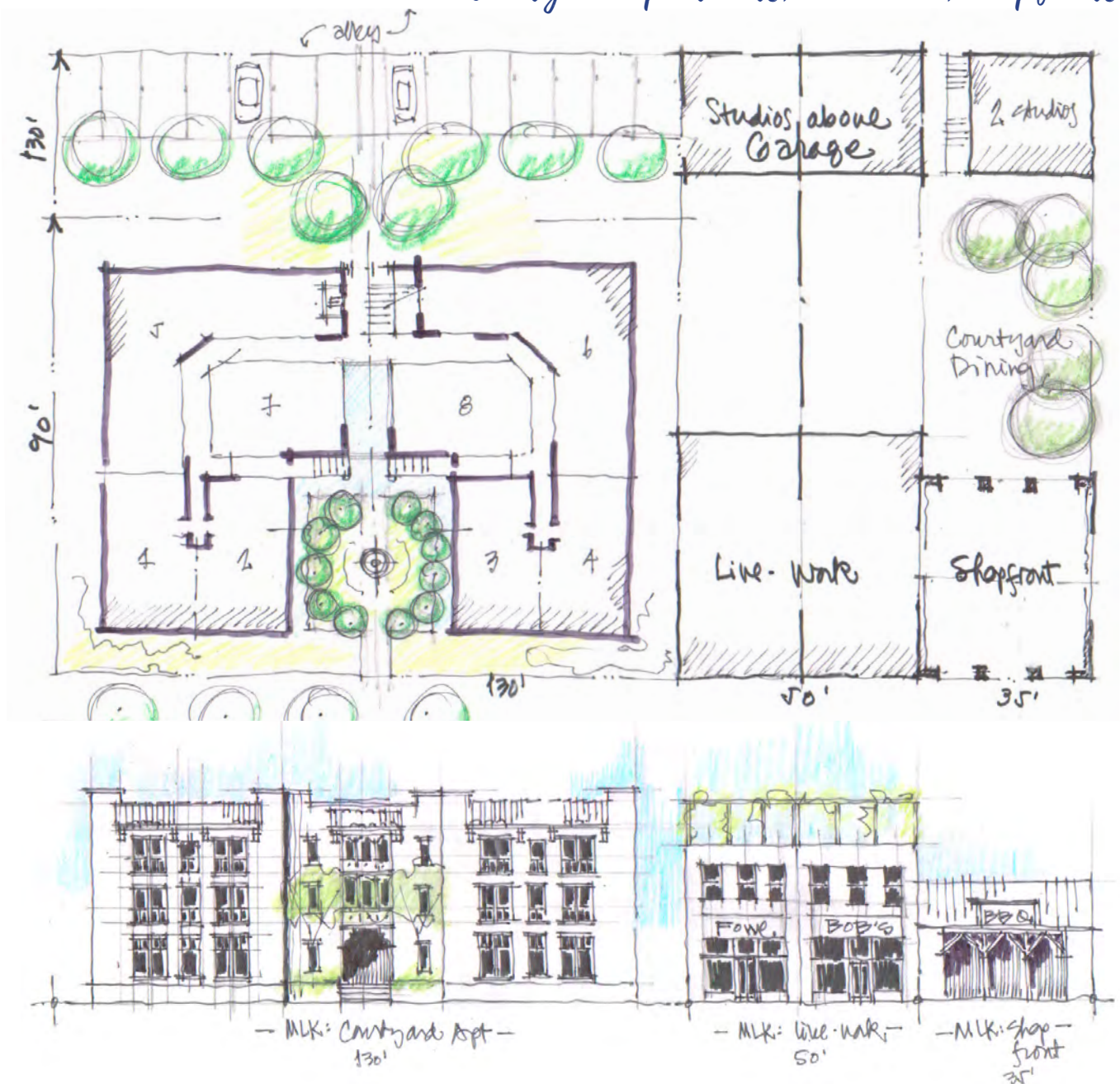
Mixed-use Infill on MLK Jr. Boulevard

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.

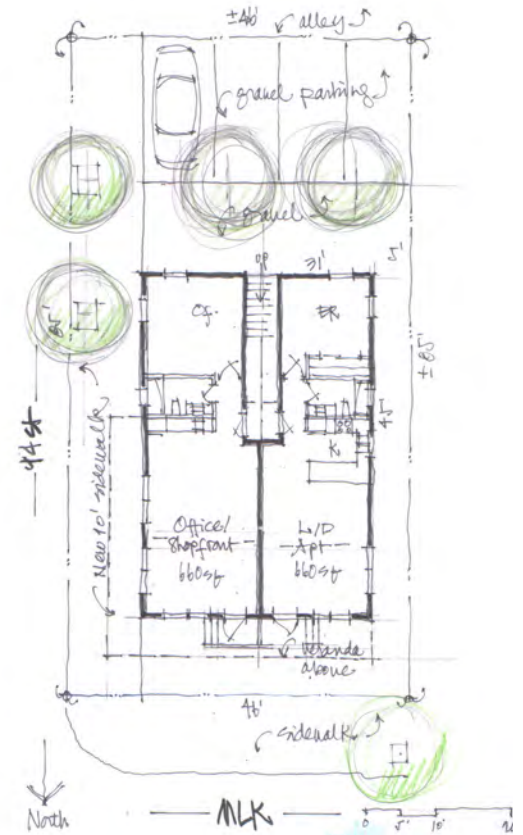
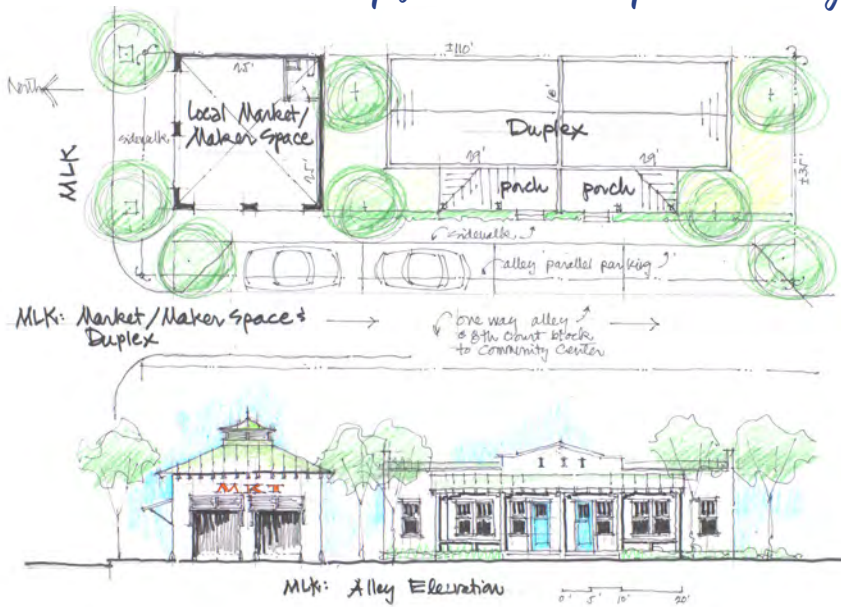
Below: Plan view for a courtyard apartment building with parking in the rear and alley access. Garages behind the live-work building can have studio apartments above, and the shopfront can have a courtyard dining area with two studios behind.

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

Courtyard Apartments, Live-Work, Shopfronts



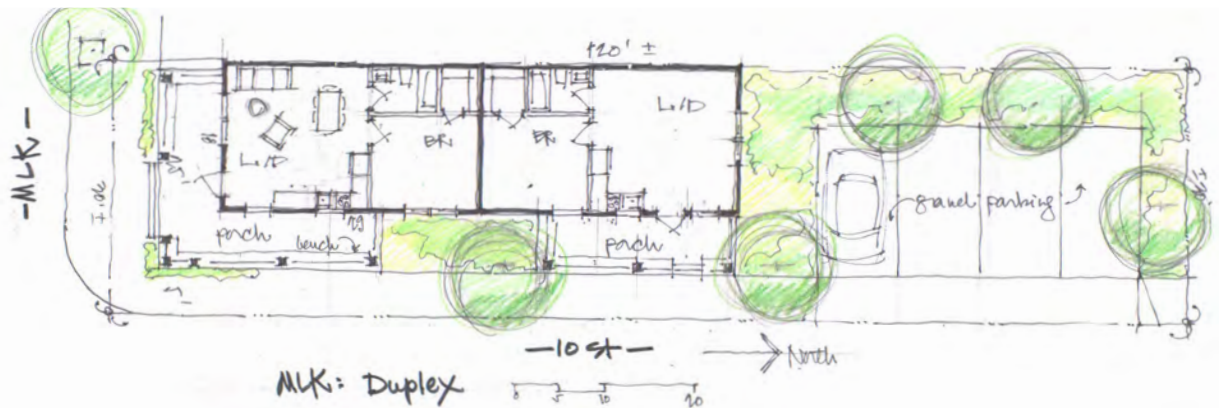
Shopfronts and Duplex Housing



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.

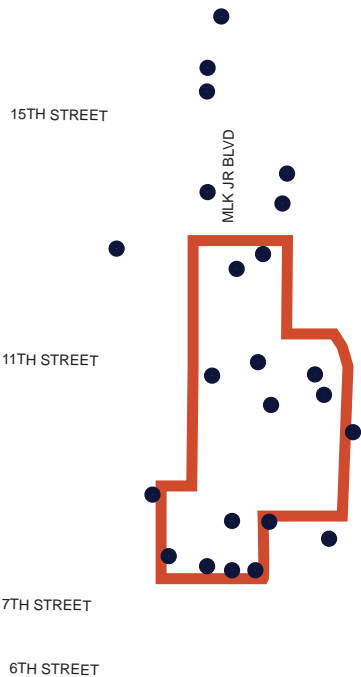
Promotions and Marketing

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.

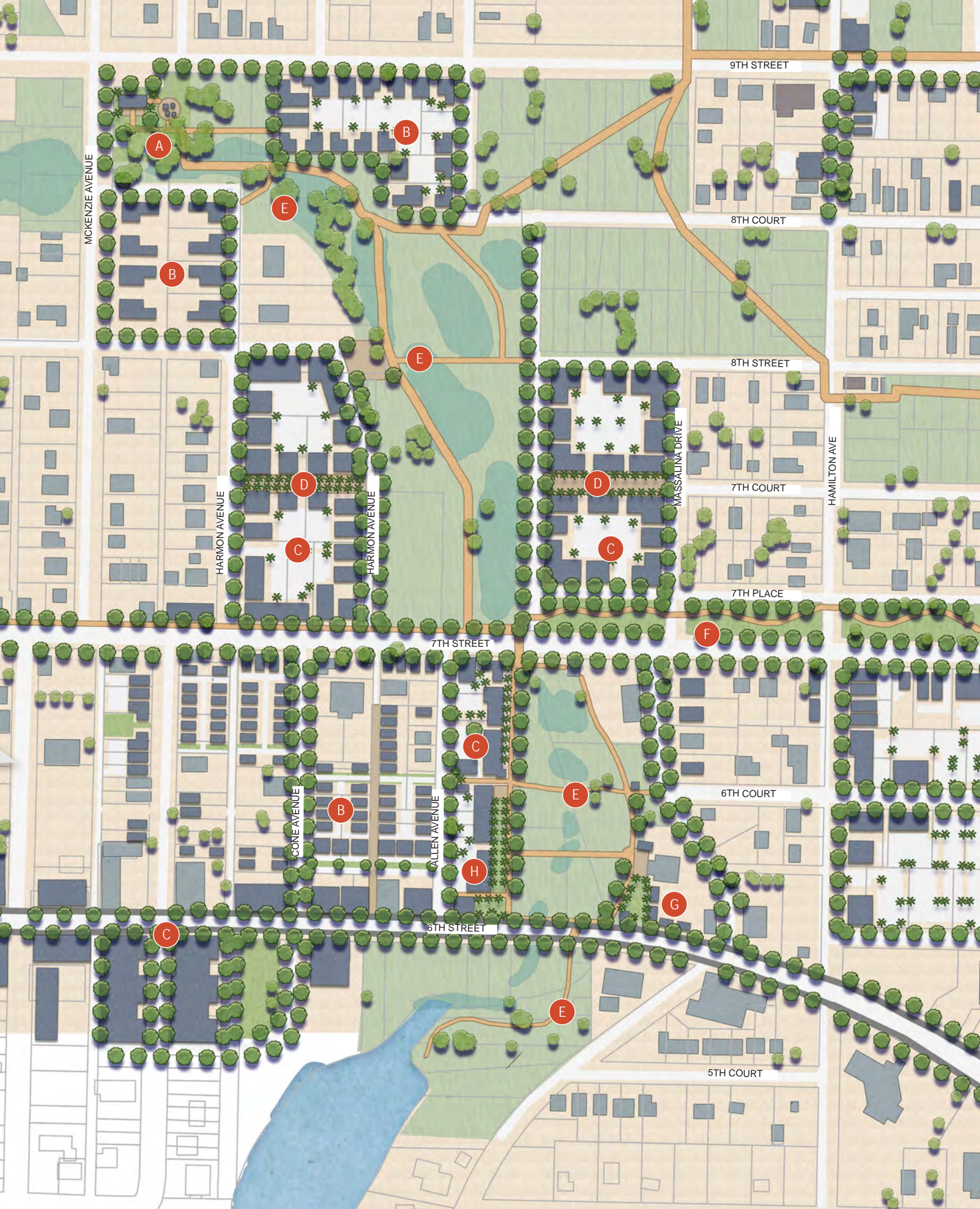
Improving access to open space is a big idea brought forward by the community; the only existing park in Glenwood is Henry Davis Park, and most of the neighborhood has much farther than a 5-minute walk to any type of open space. This stormwater park and surrounding development should be connected to 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**

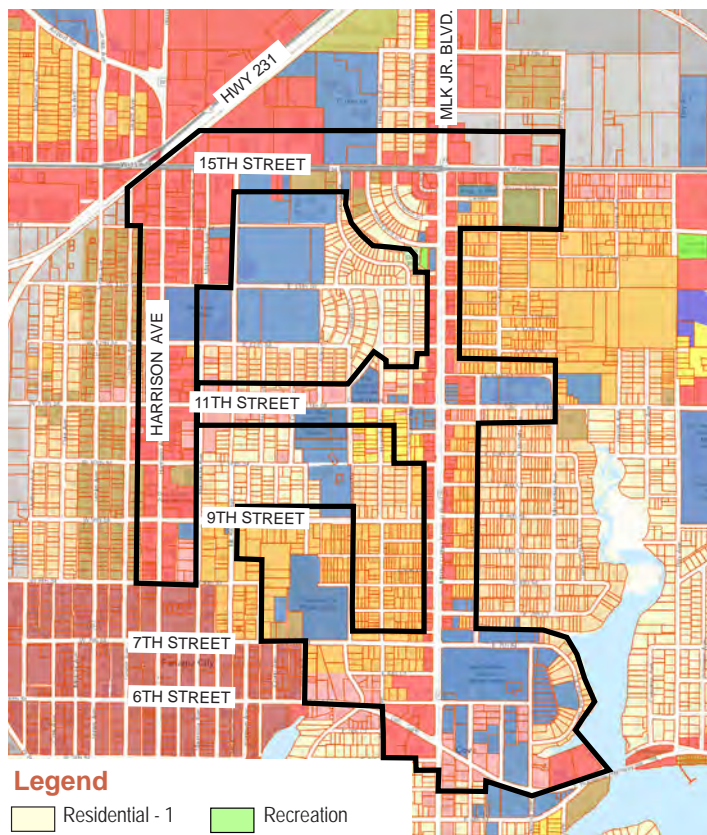
The zoning code stipulates a one-size-fits-all approach to parking city-wide. Glenwood's centers would benefit from an approach that is more suited for a walkable, mixed-use environment, with reduced or eliminated parking requirements. In a walkable environment, parking can be provided in a common lot 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.

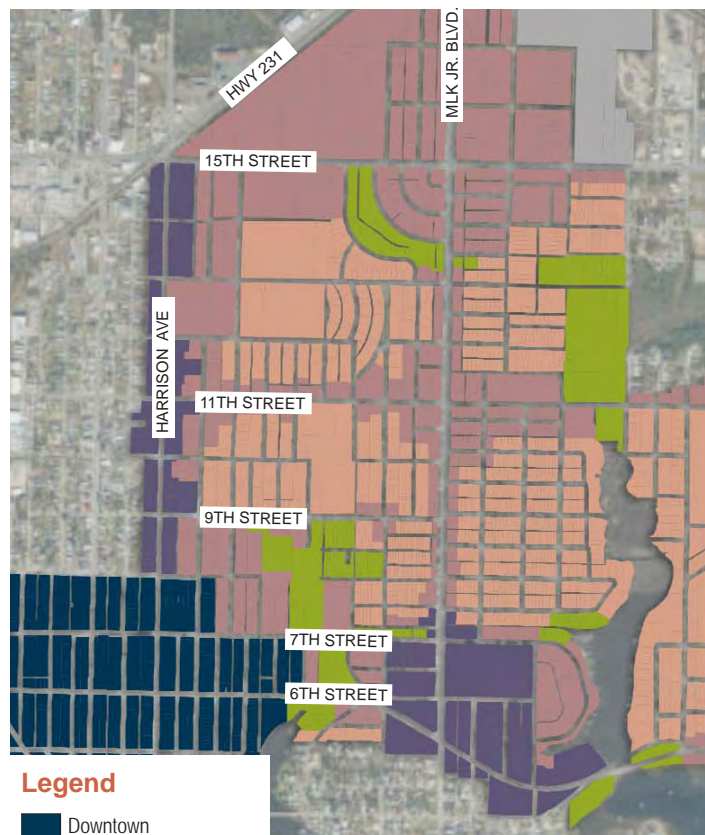
» **In Neighborhood Downtown and General Areas, Add Standards to Support Walkability**

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.

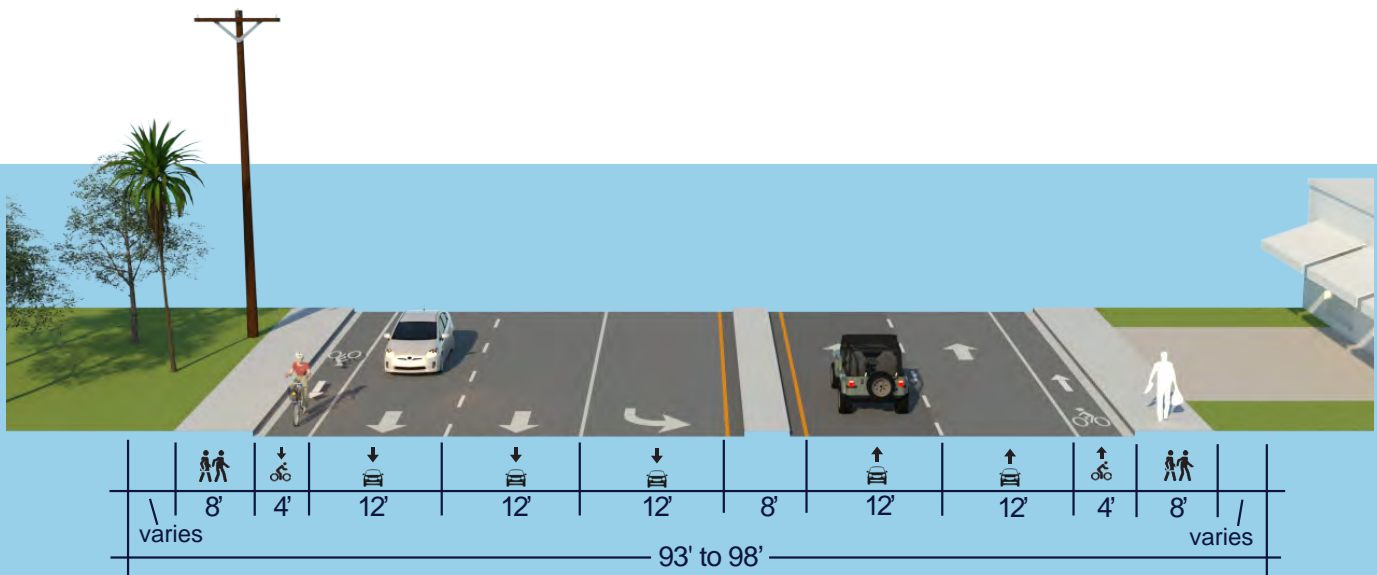


Above: Example of existing long median on MLK Jr. Blvd.

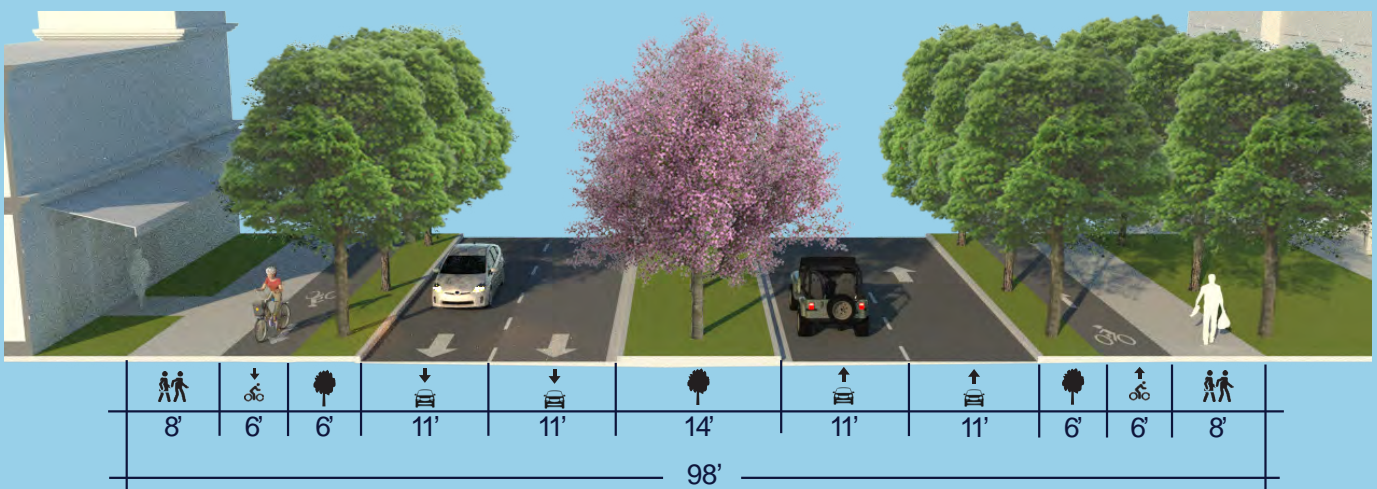
MLK Jr. Boulevard:

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

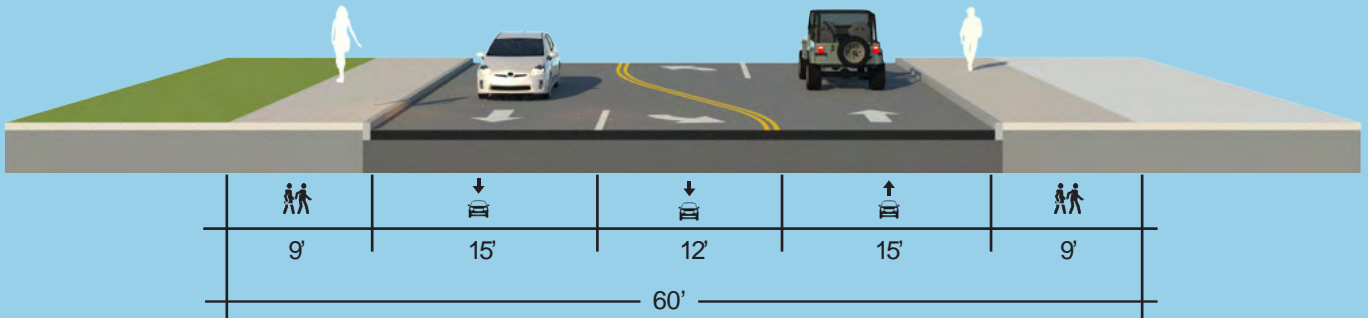


PROPOSED

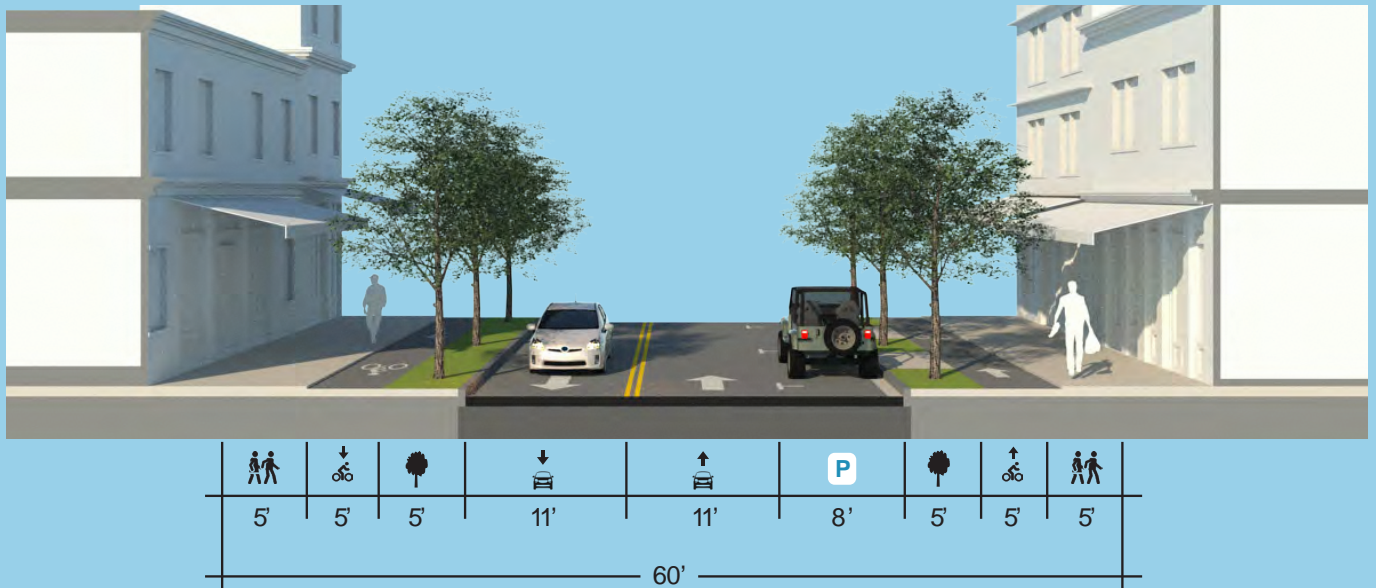
MLK Jr. Boulevard

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

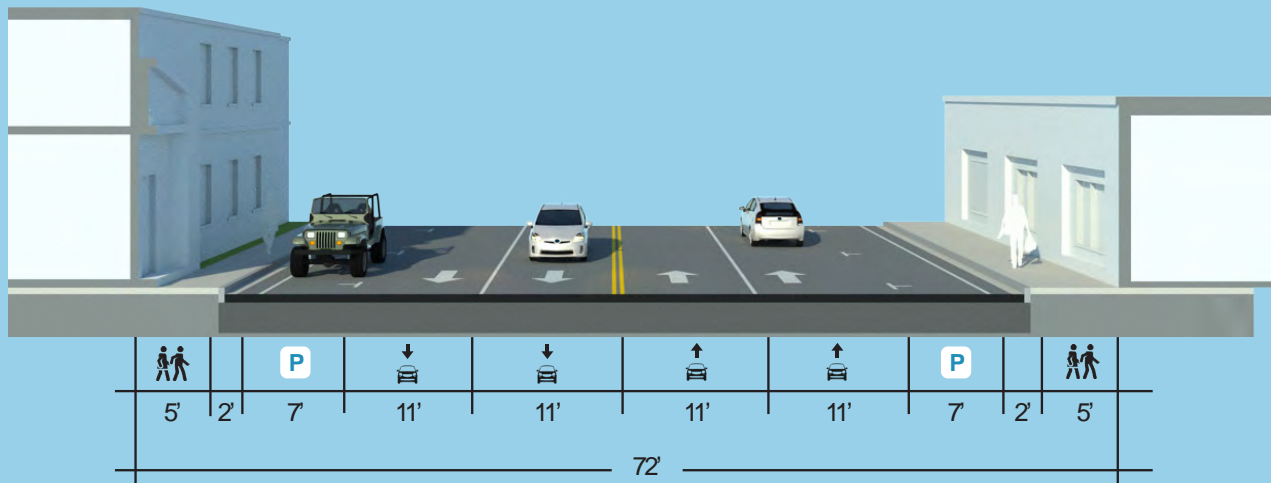


PROPOSED

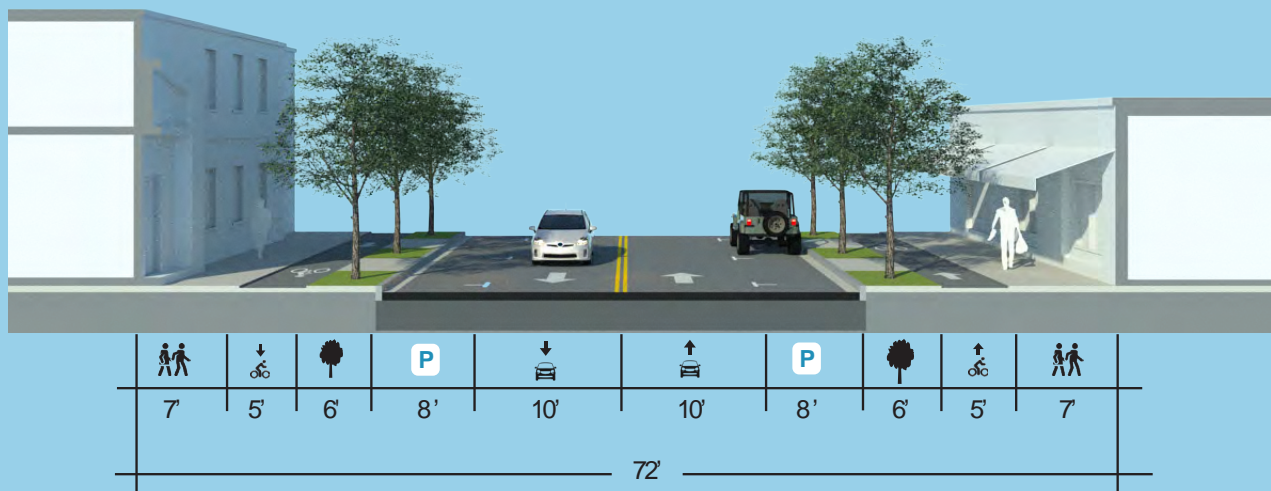
6th Street

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.

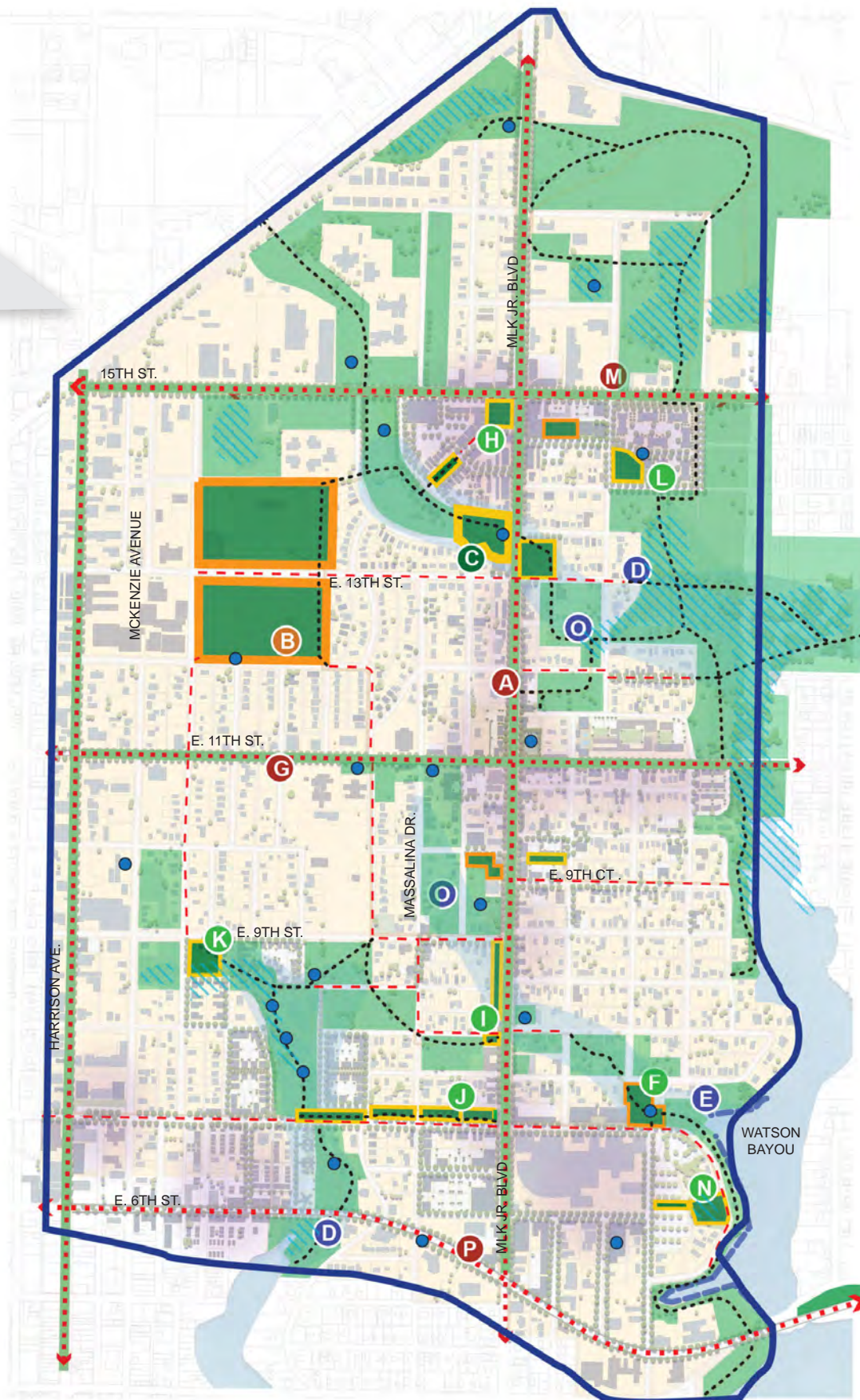
Glenwood has suffered extreme fragmentation of natural resources and contains limited open space and park assets. There is great opportunity for coordinated nature restoration and healing to maximize environmental benefits and community value, while at the same time focusing economic development. The 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

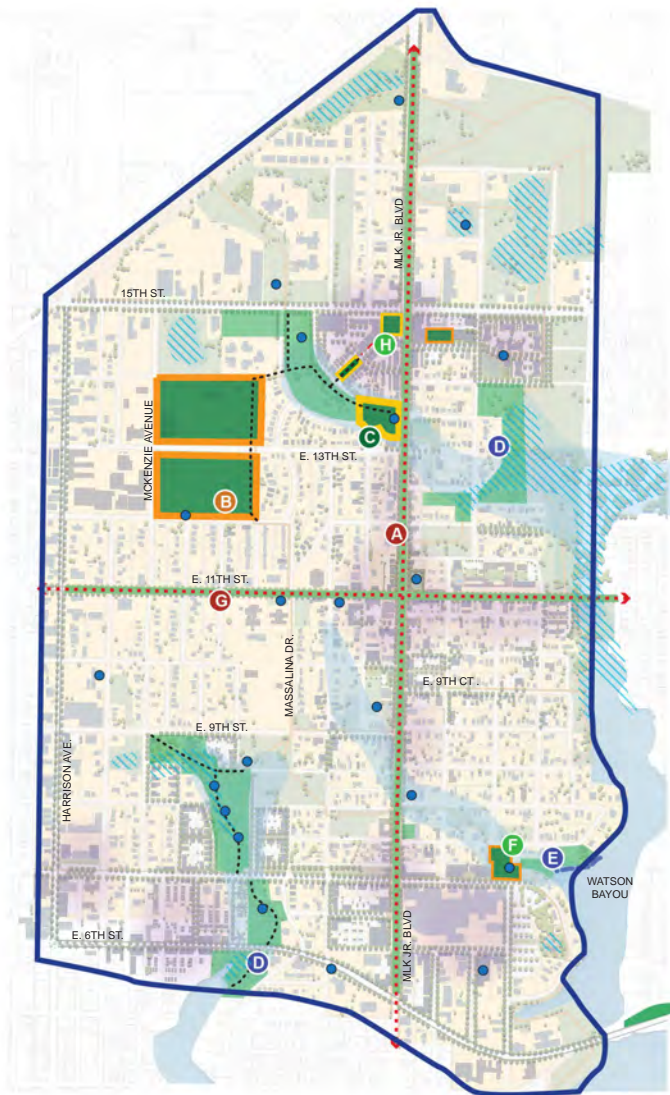
The neighborhood Green-Blue Framework plan is a vision for Glenwood's future balance of growth with natural restoration and will take time to fully implement in a series of many steps. First steps focus on utilizing City-owned and vacant parcels with emphasis on areas that will have a positive impact 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:

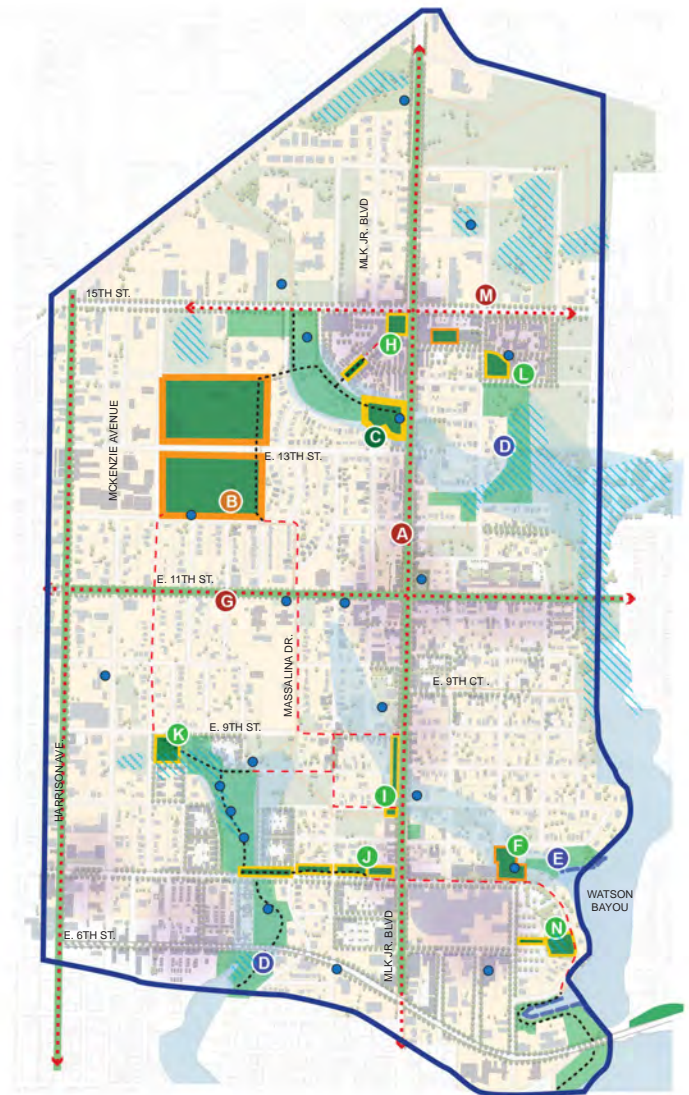
Floodable Park: A park space designed for double-duty, providing community use and acting for neighborhood scale stormwater management.

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

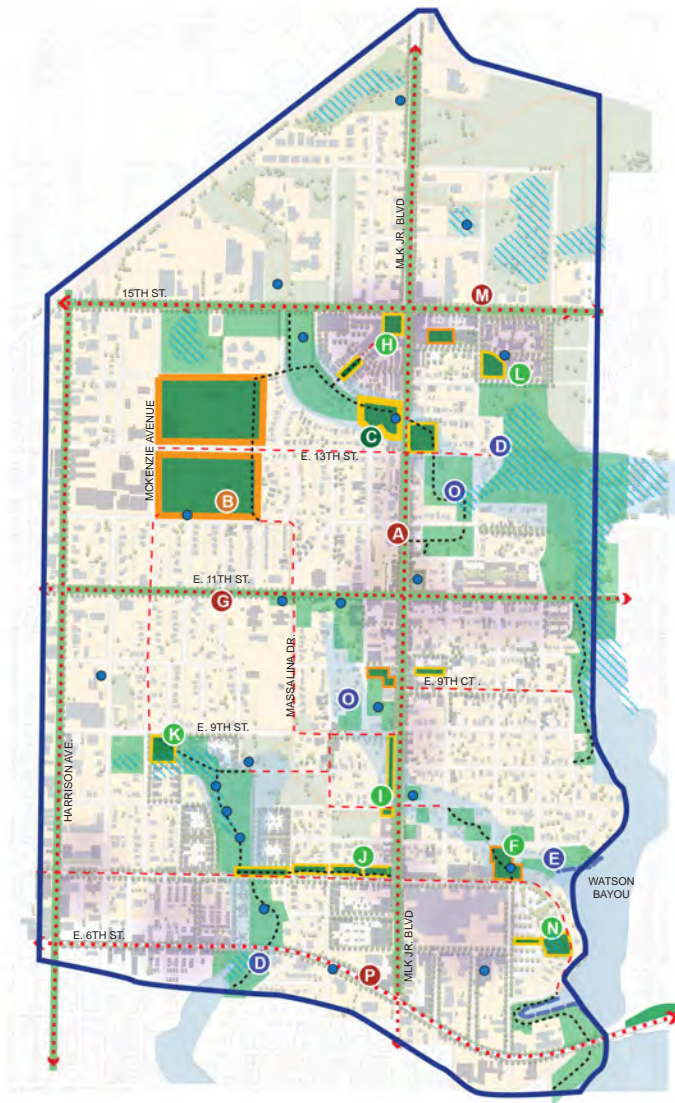
Legend:

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

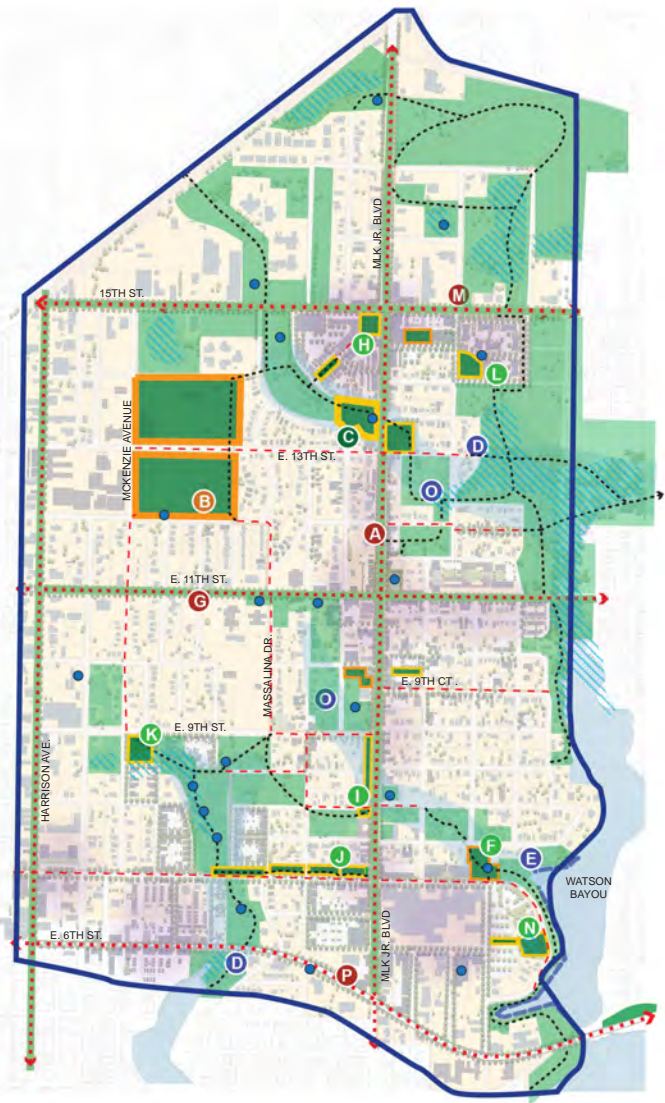
-  Green Street Connection
-  Ped / Bike Street Connection (Major)
-  Ped / Bike Street Connection (Minor)
-  Multi-Use Trail
-  Shoreline Restoration

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.

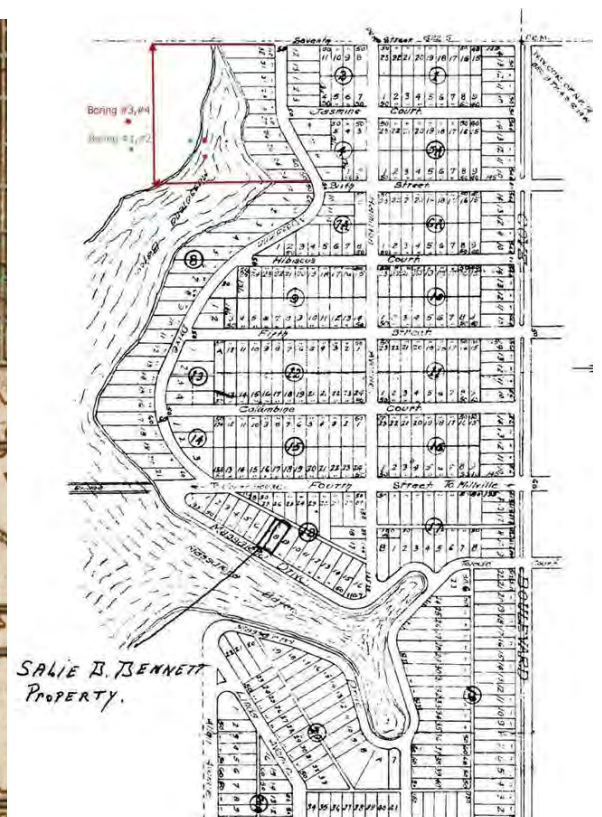
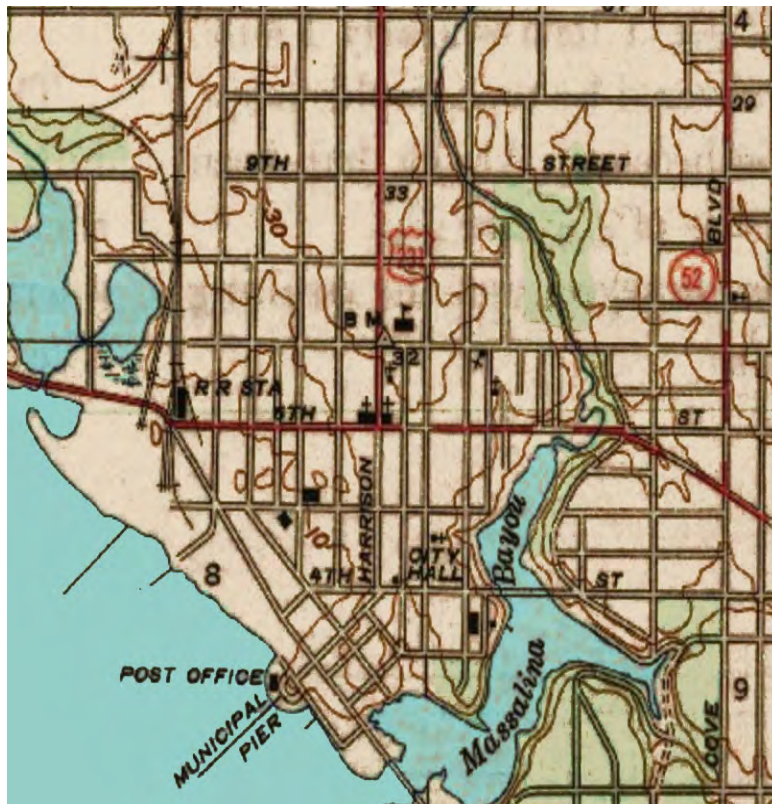
Glenwood's Green-Blue Framework plan will take a long time to fully implement in a series of many steps. First steps include restoration and expansion of historic bayou influence areas. Areas within the floodplain that currently experience periodic flooding, such as parcels north of the hospital, can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

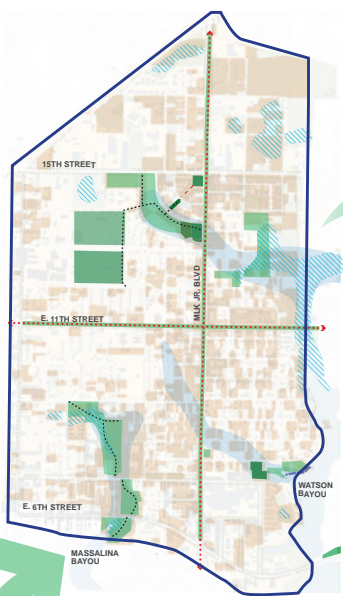
In addition to focusing on areas that are down stream and affected by flooding, green stormwater infrastructure practices should be tied in with street improvements. This includes street trees and GSI along MLK JR. Boulevard, and 11th Street.

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

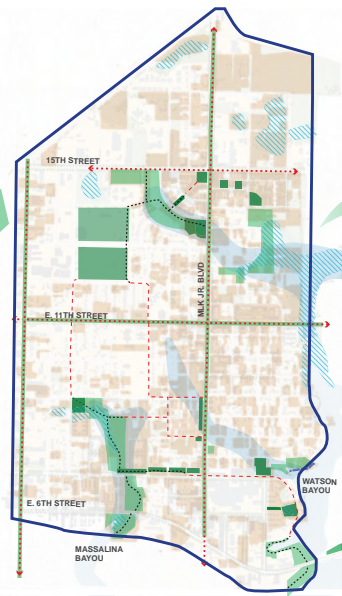
Below, right: Historic Map from 1926 of Bunkers Cove on Massalina Bayou





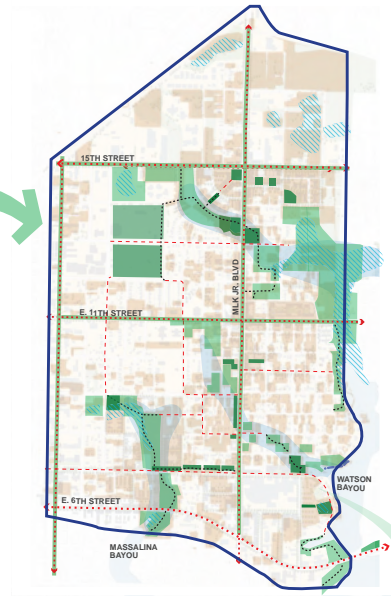
Phase 1

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



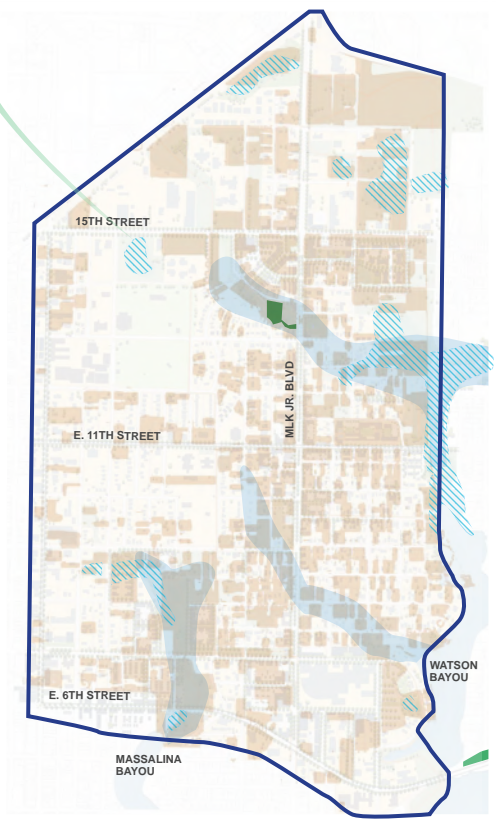
Phase 2

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

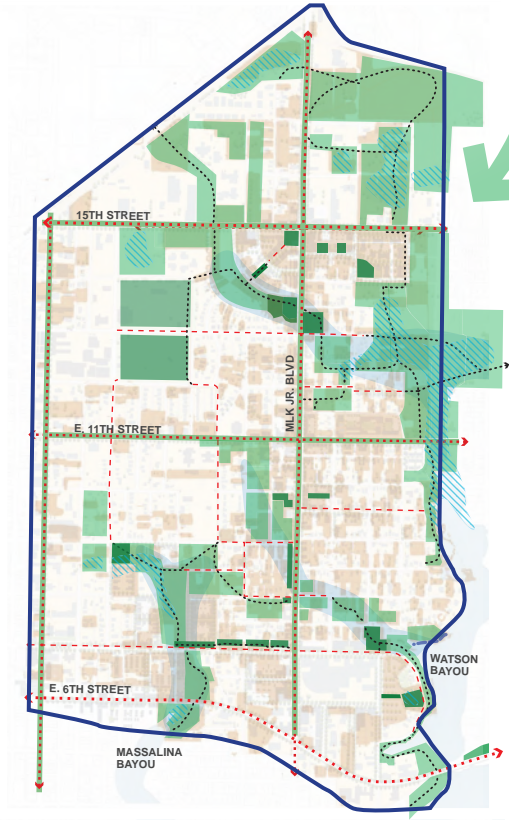


Phase 3

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)

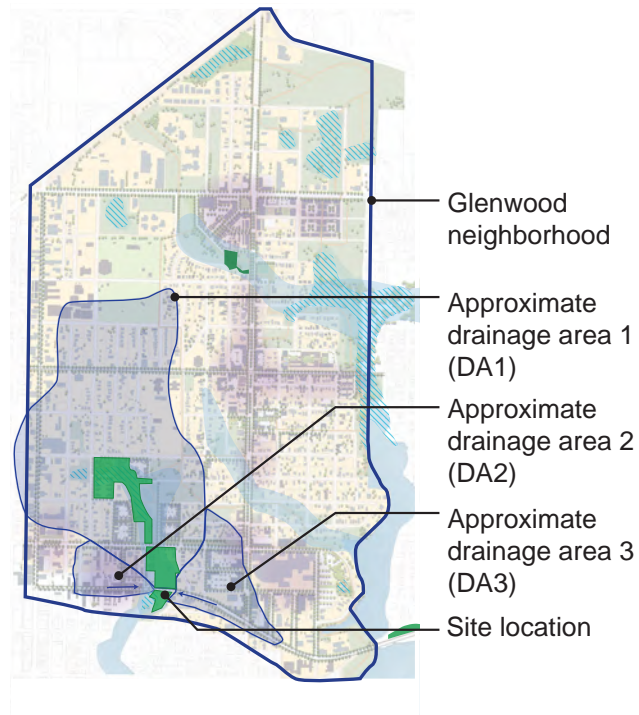
Ped / Bike Street Connection (Minor)

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:

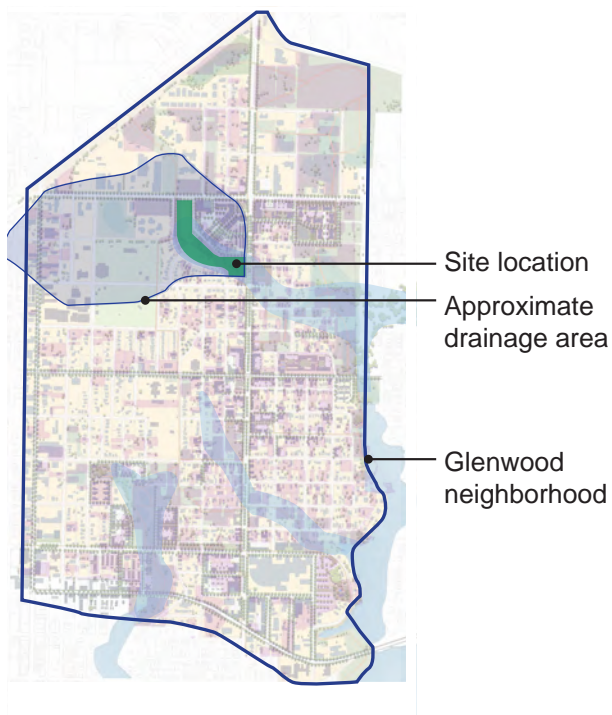
1"=120'

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.				

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SECURITY CO.
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Credit or Debit Cards

302

OPEN
11:00am to 1:00pm
CLOSED SUN-M
NO SMOKING



CHAPTER 5

Millville

EXISTING CONDITIONS

Millville



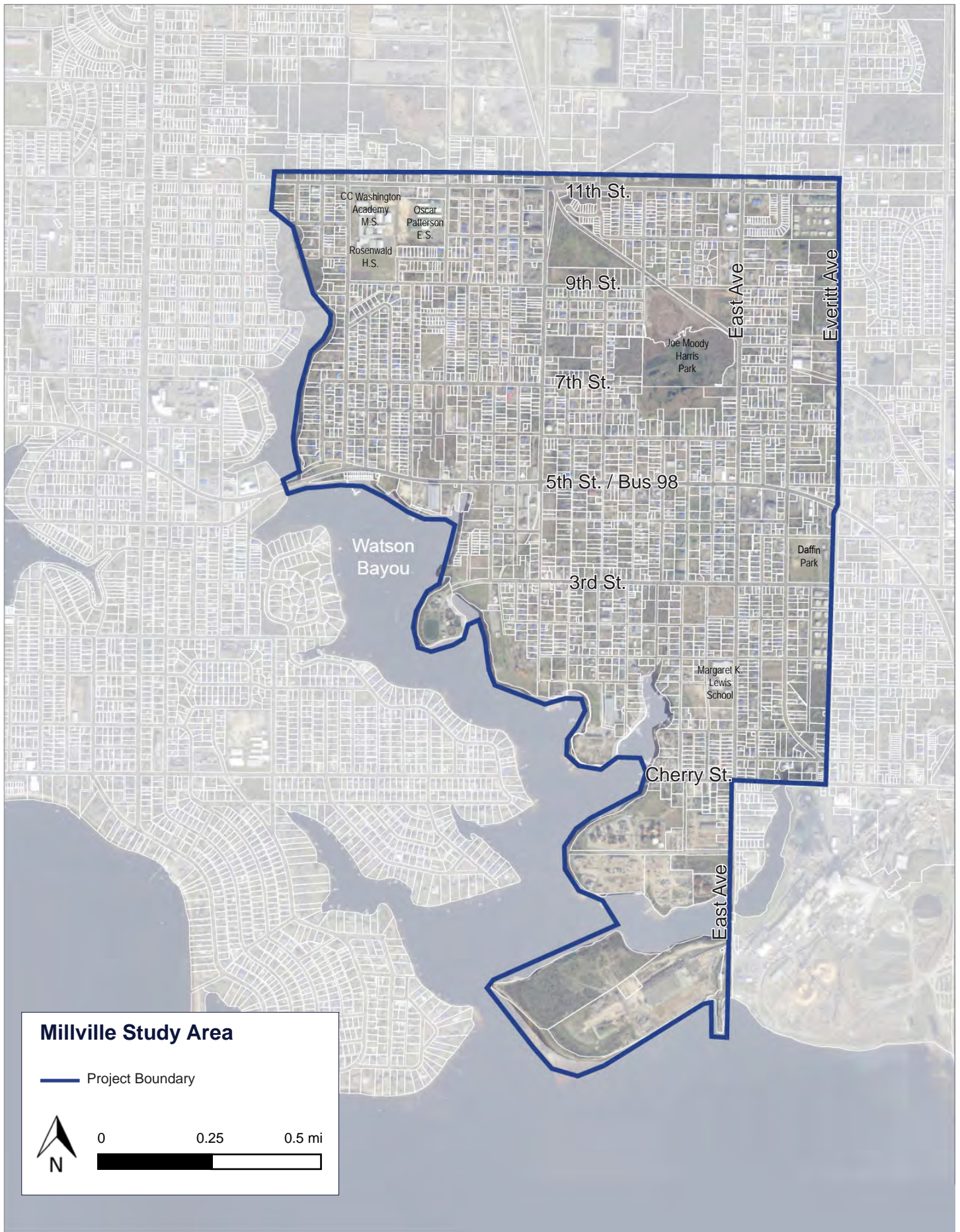
Boat dock over Watson Bayou

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



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



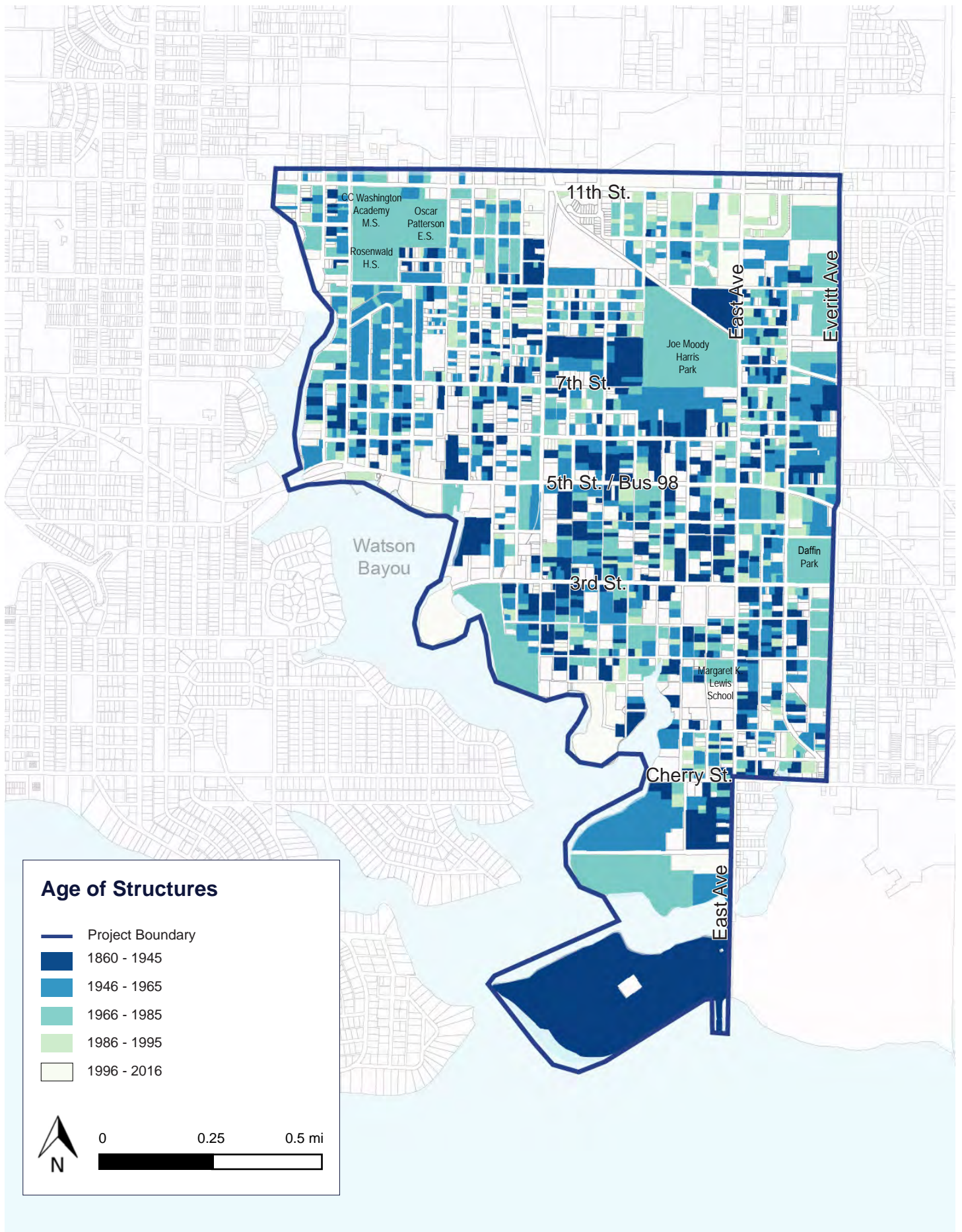
Tempate, first ship at Sherman shipyard, 1920



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



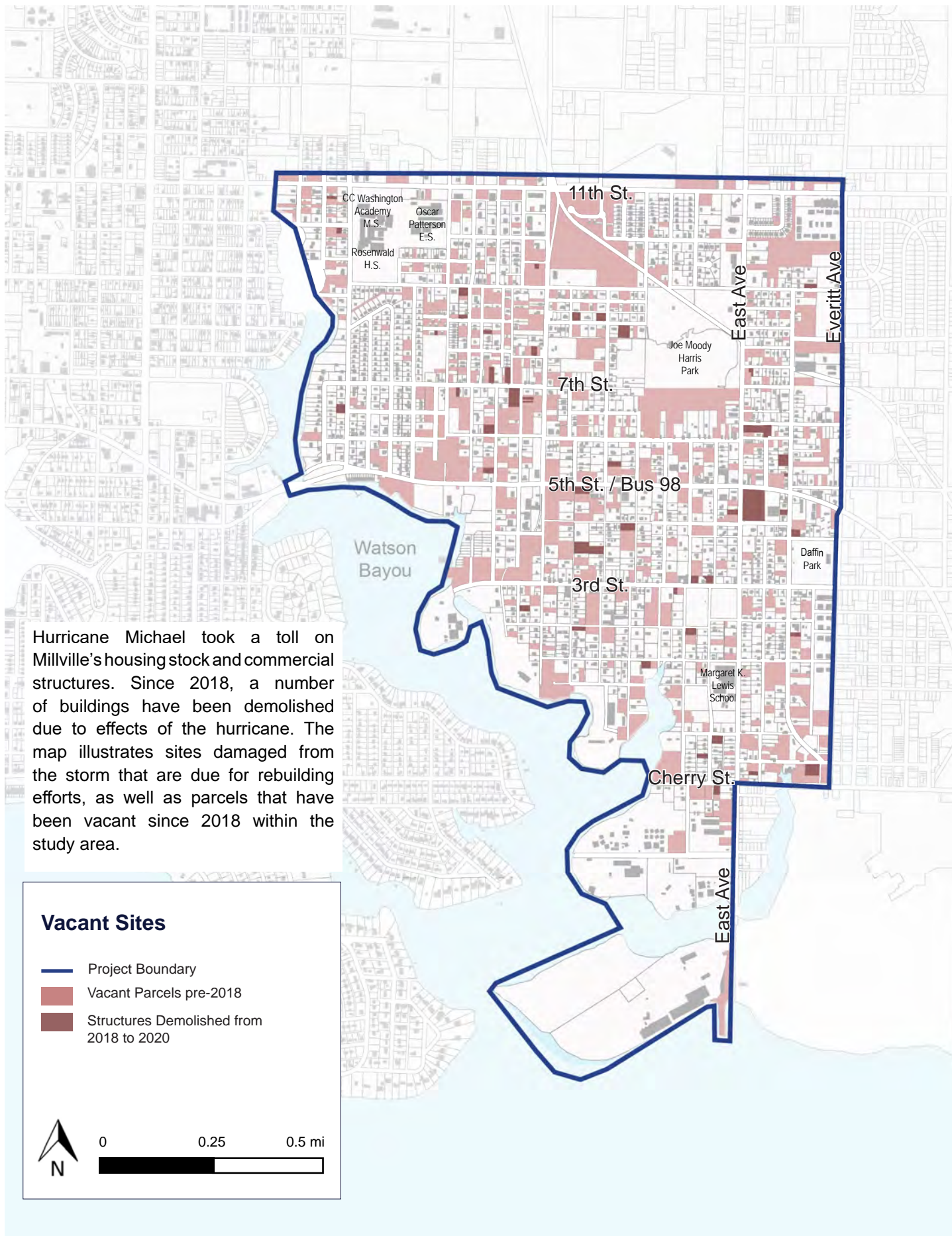
Singletary House, built in 1902



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



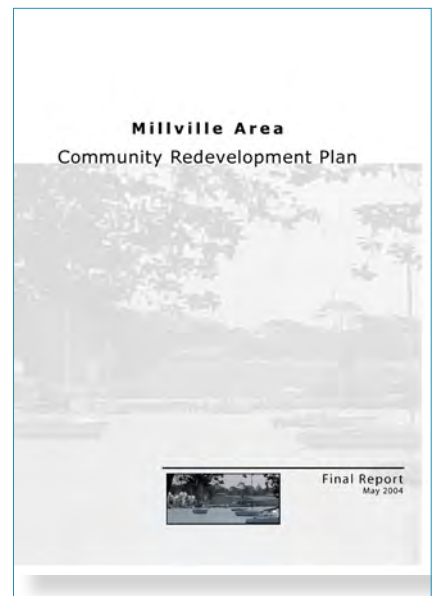
Previous Plans & Studies

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)

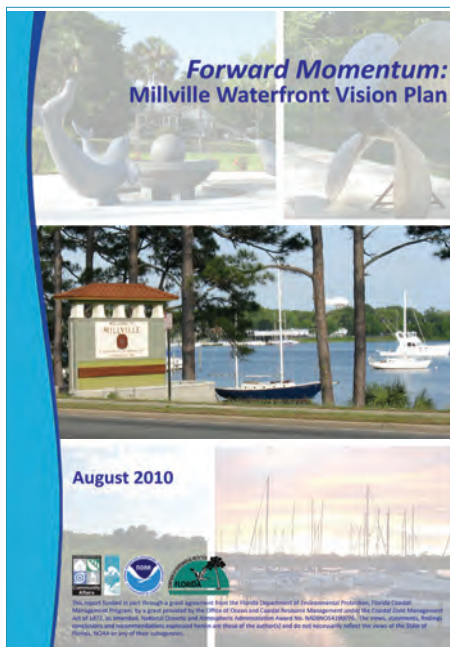
This plan called for a more walkable, attractive, and economically vibrant corridor linking Greater Panama City neighborhoods. The study identified key project recommendations for Millville with the aim of enhancing access to water and parks, capitalizing on existing character and identity, increasing 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

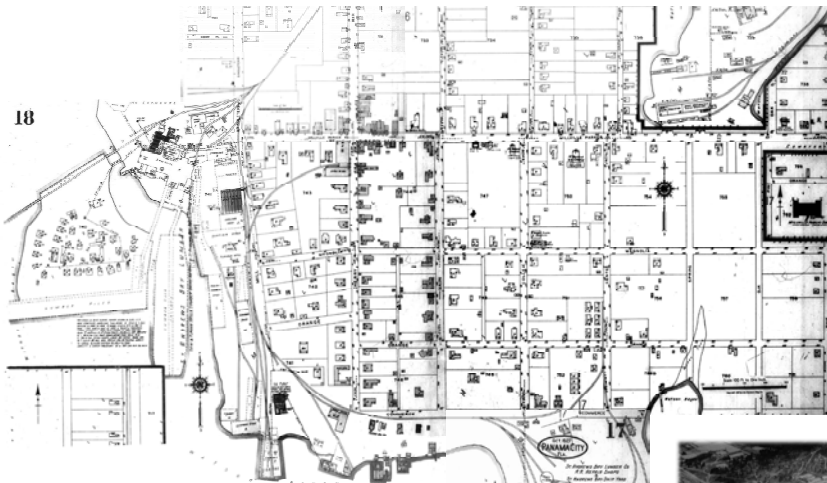
Millville is made up of smaller neighborhoods that are connected through a tight network of streets. Blocks are short and walkable with a few exceptions of some longer blocks where natural features occur.

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.

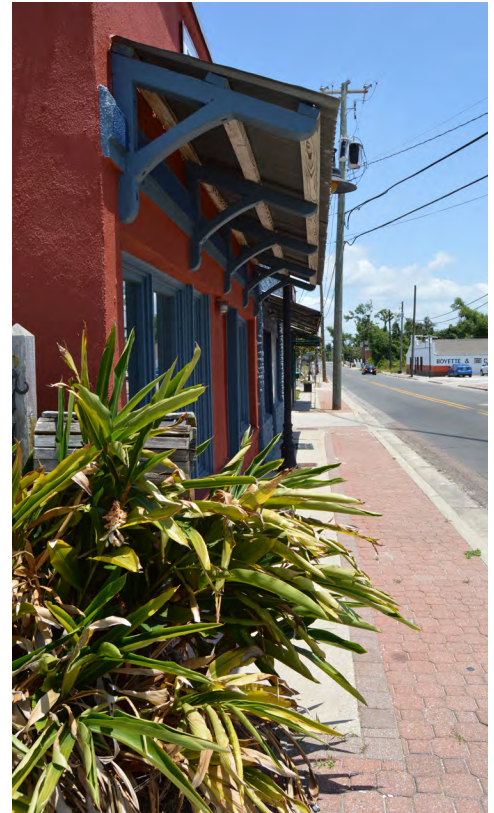
Along Business 98, commercial buildings are larger and support motorists that travel along this route. However, these buildings lack cohesion in setback and building form. Lots are shallow and within walking distance to residents on either side of Business 98.

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)



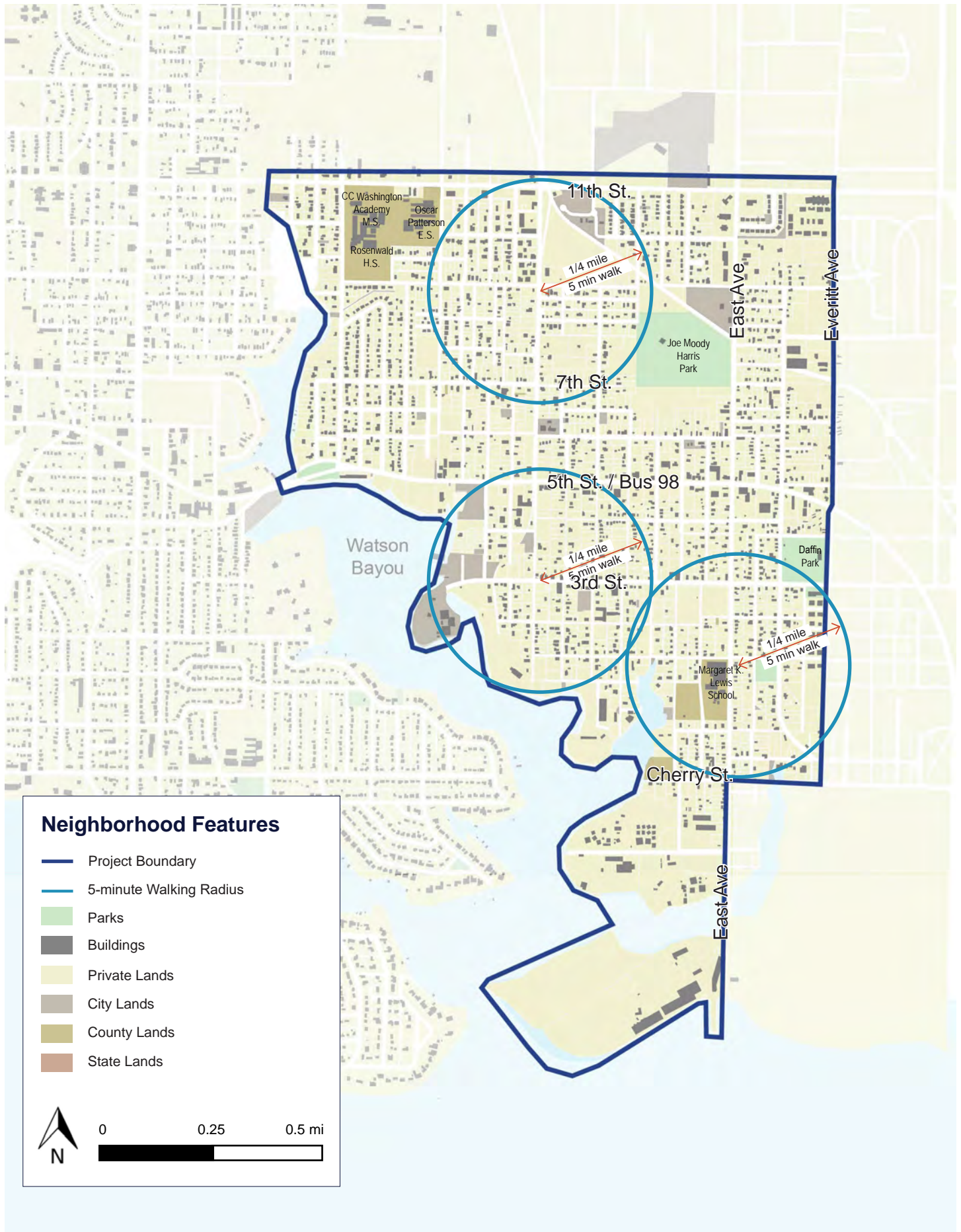
Walkable shopfronts in Downtown Millville along 3rd Street.



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



Traditional house in Millville



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		
									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'
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'

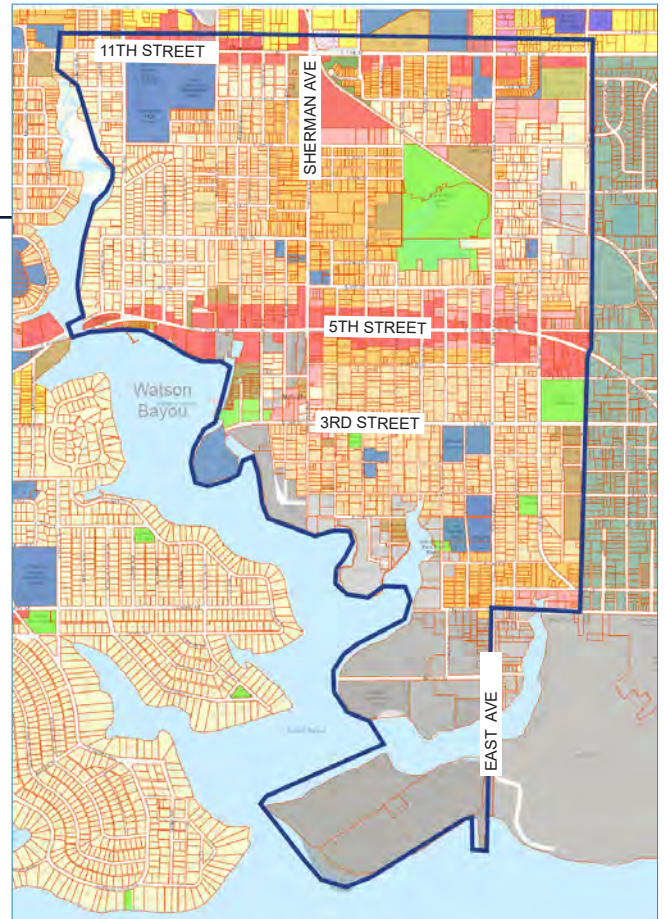
a. MU-1 District has the same requirements.

b. 20' from road on corner lots.

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

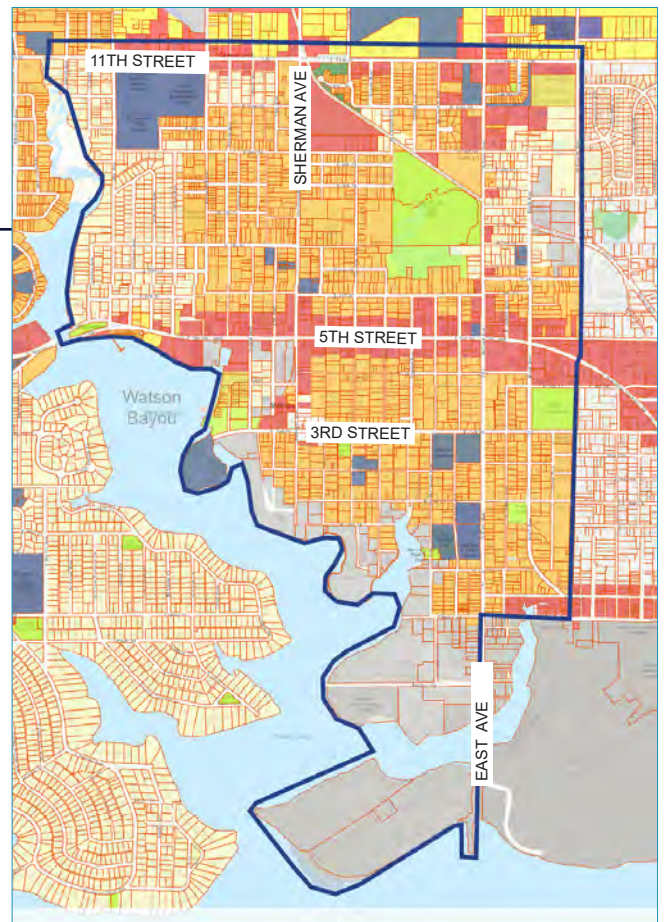
Existing Zoning

- 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

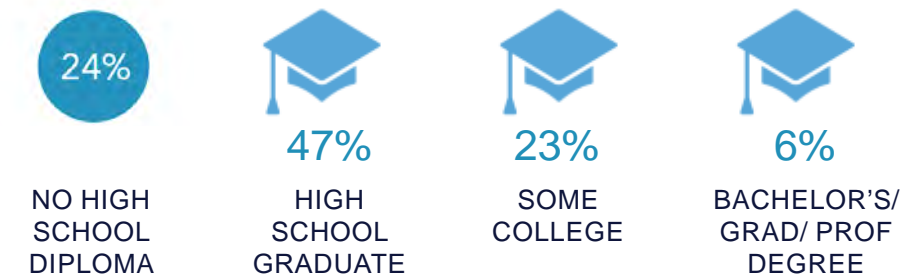
-0%

2010-19 POPULATION:
ANNUAL GROWTH RATE

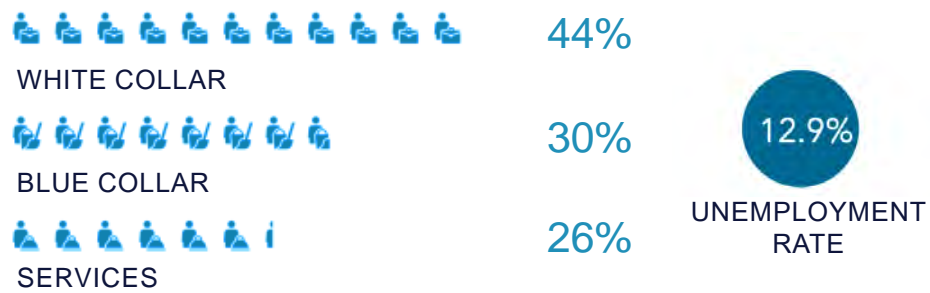


MEDIAN AGE

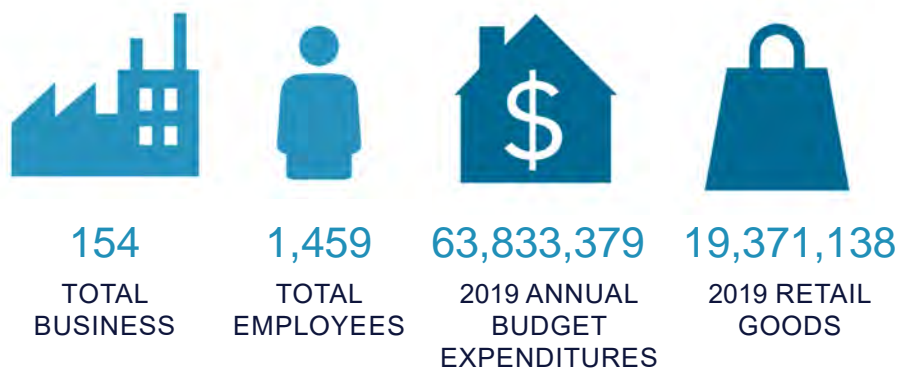
Education



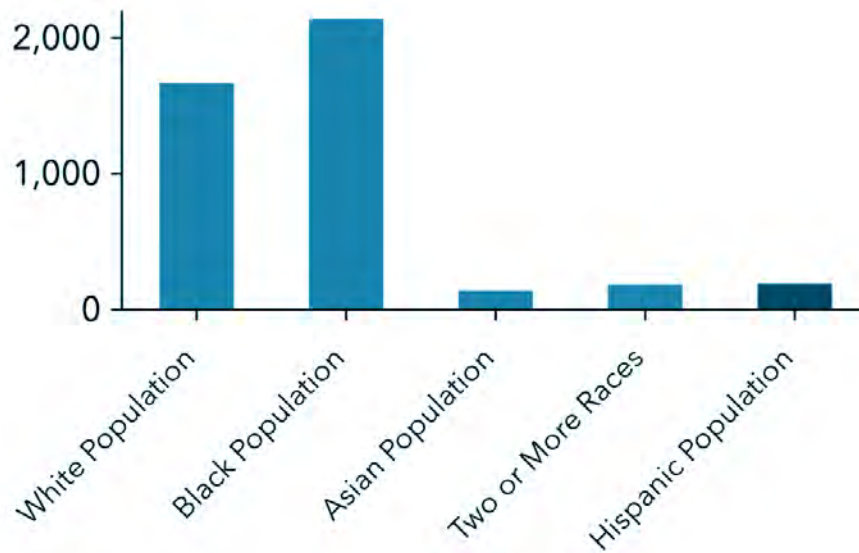
Employment



Business



2019 Race and Hispanic Origin



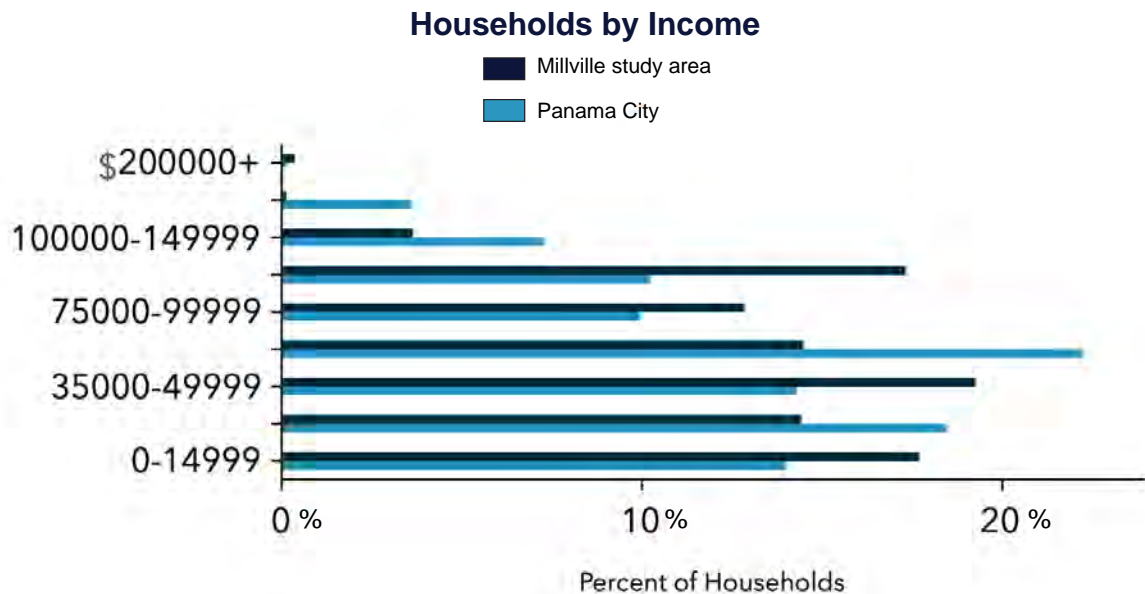
The community combines several distinctive historic homes as well as more modest shotgun houses and cottages, some of which are in poor condition. Sixty-three percent of the housing is in single-family detached houses with four percent mobile homes. Fifty-four percent of the housing was built before 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.

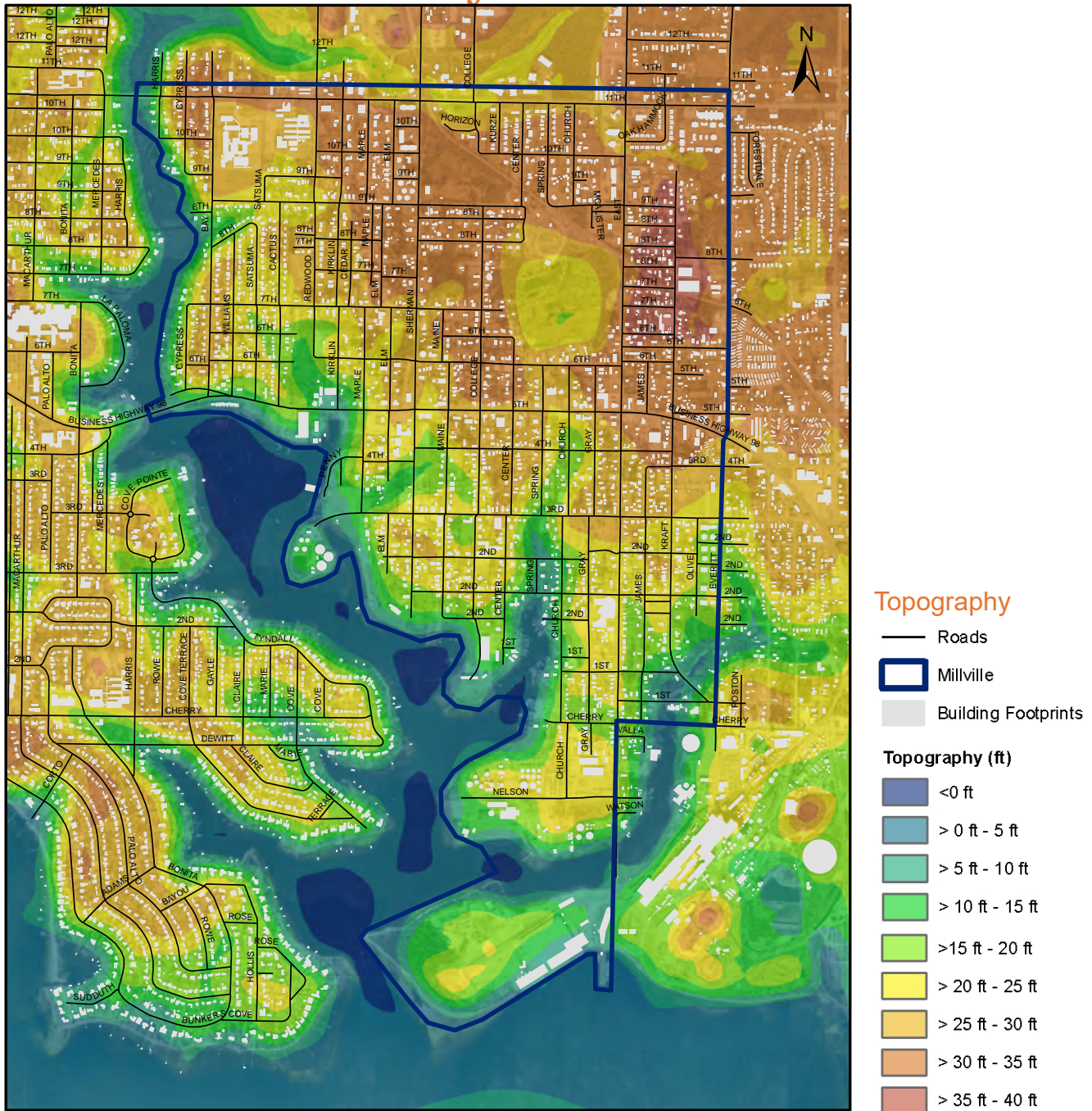
The City owns land at Snug Harbor on Watson Bayou just south of Business 98. The site is planned for an expanded boat ramp facility with associated boat trailer parking. Millville's commercial facilities are quite limited with six historic buildings and a new structure along two blocks of 3rd Street 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

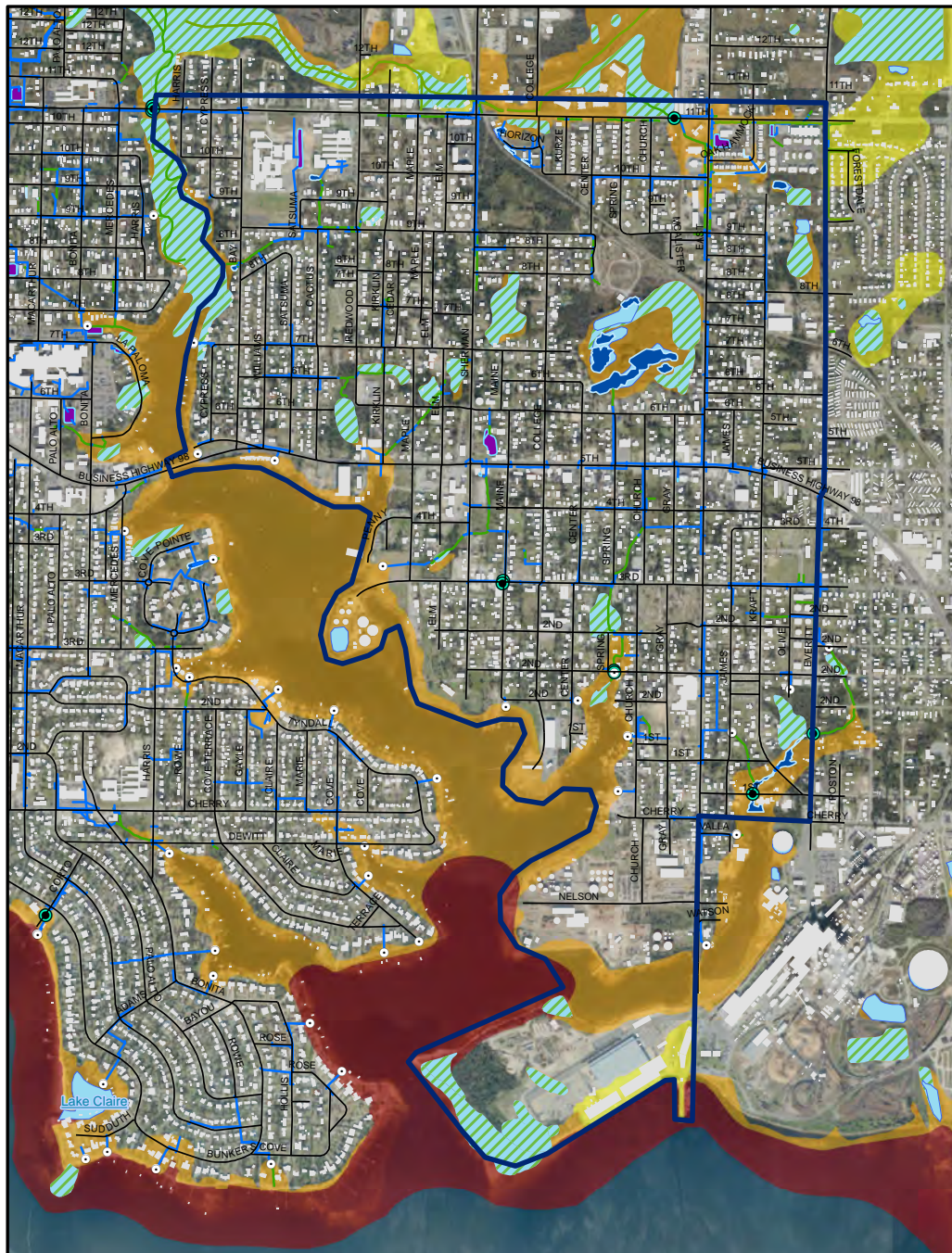
Millville generally slopes from northeast to southwest toward Watson Bayou, with several natural depressions forming the drainage channels and ridges of the neighborhood. Runoff is directed into low-lying bayou extensions, such as those near Millville Waterfront Park and east of N Center Avenue. There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



Water Bodies, Floodplain, & Stormwater Infrastructure

Stormwater Infrastructure

- Outfall
- Pipe
- Culverts
- Ditch
- City-Owned Stormwater Pond
- Other Stormwater Pond

- Roads
- Millville
- Building Footprints
- Lake/Reservoir
- Wetland

FEMA Flood Zones

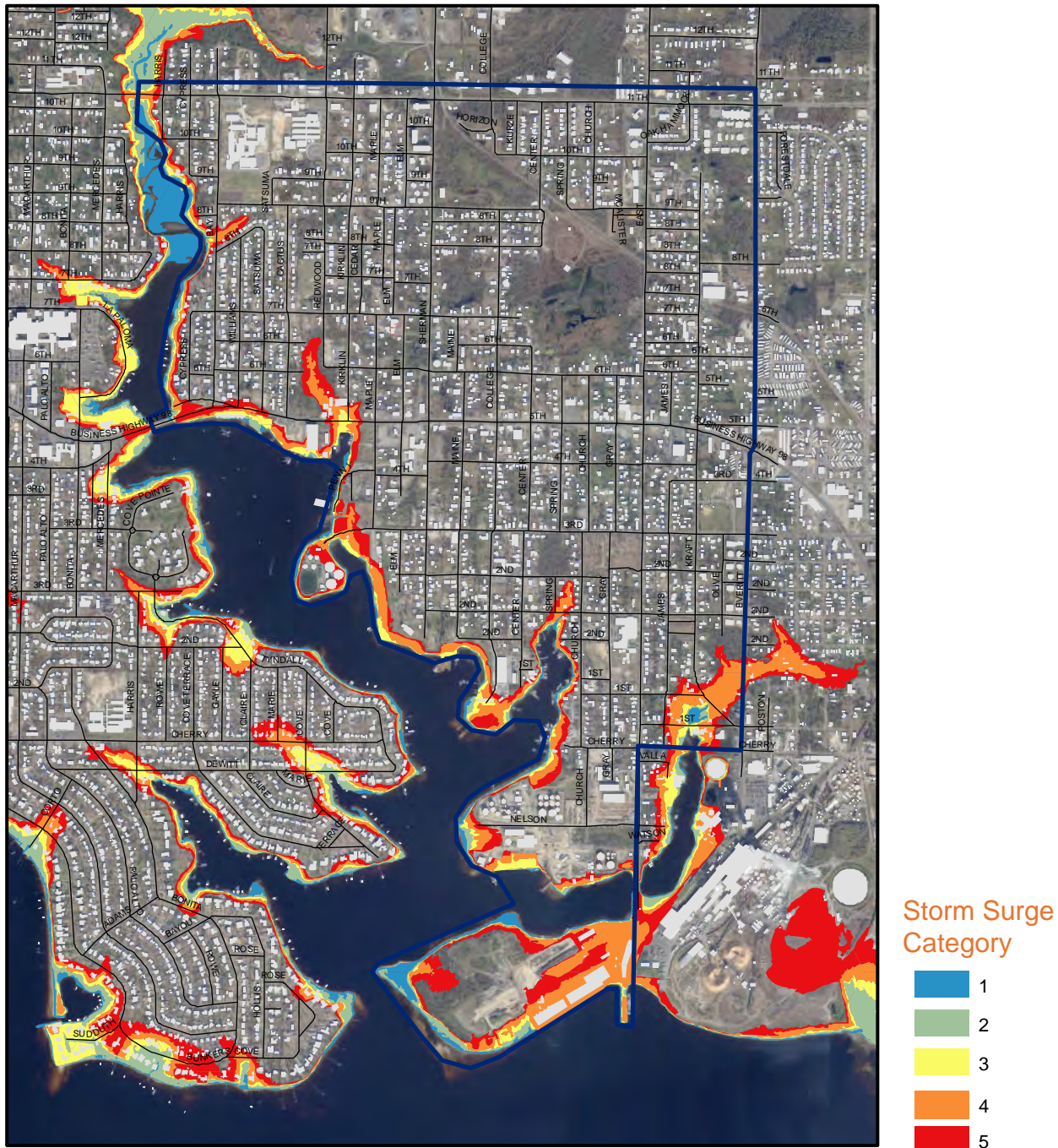
- Zone X - 500 Year Flood Zone
- Zone A - 100 Year Flood Zone
- Zone VE - Coastal High Hazard Area

Stormwater & Green Infrastructure

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

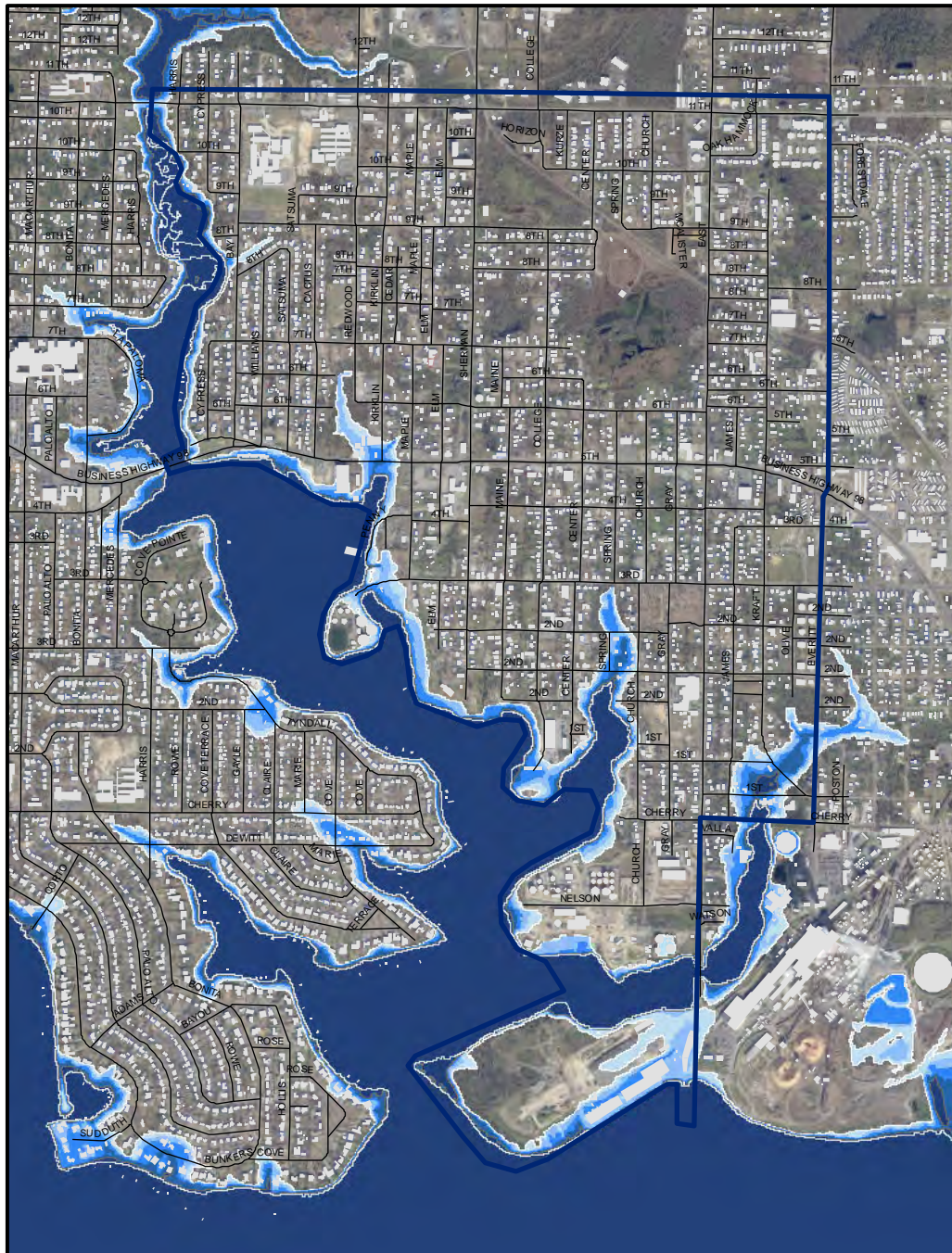
opportunity to widen and enhance the ditch/depressions within the City-owned parcels to provide water quality treatment, flood storage, and community amenities.

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.

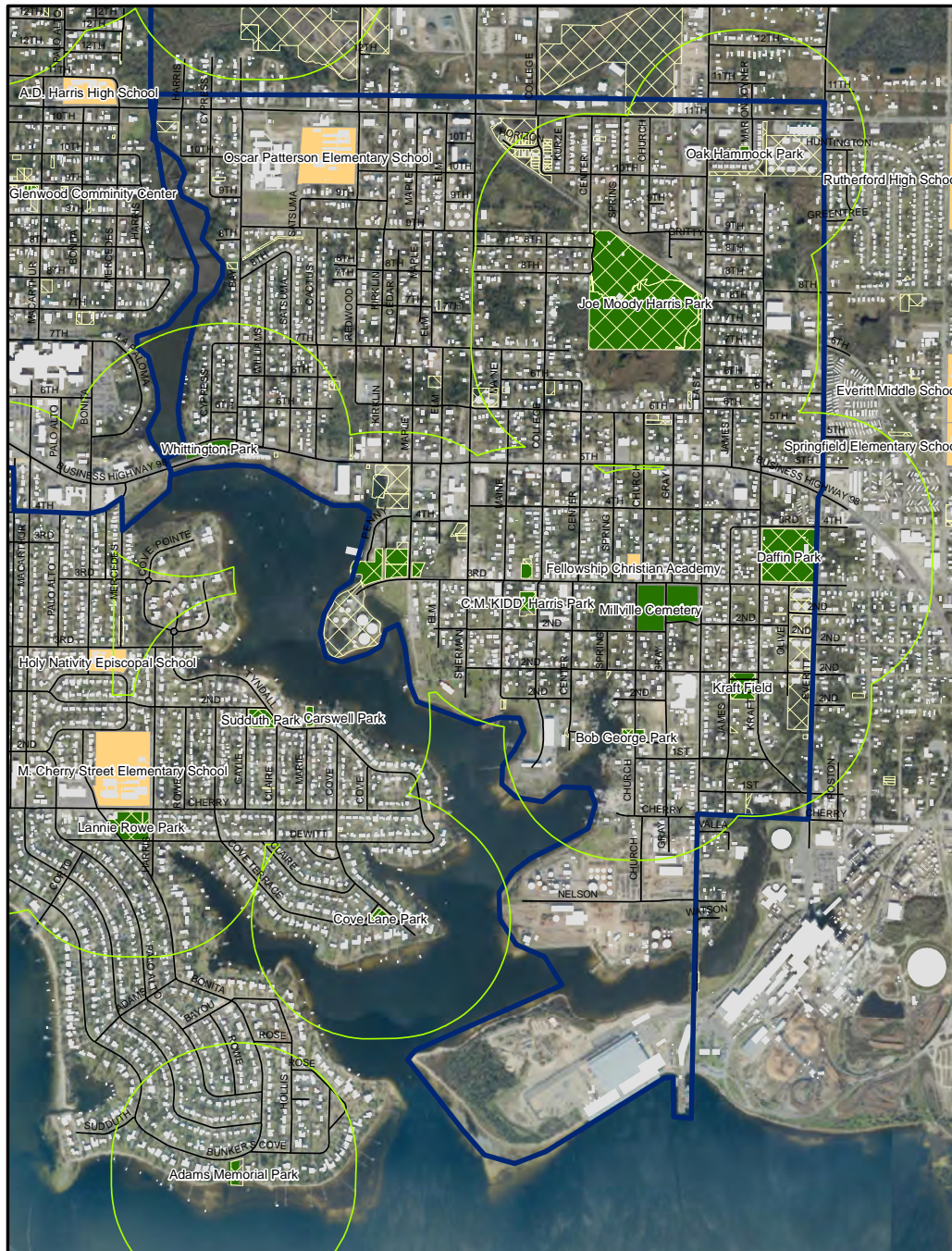


Tidal Inundation with Sea Level Rise



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



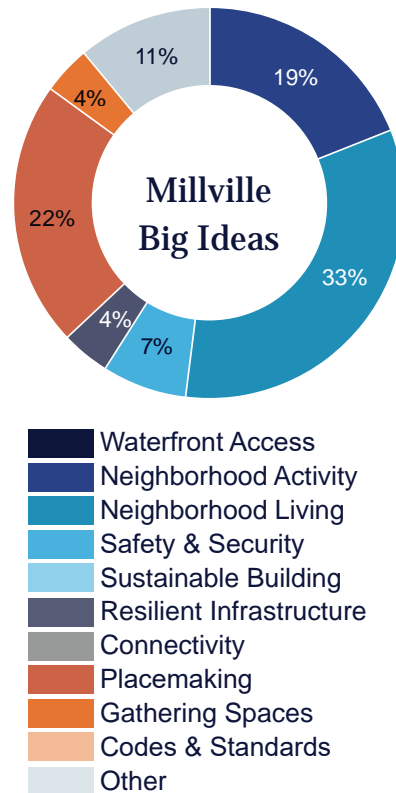


COMMUNITY IDEAS

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:

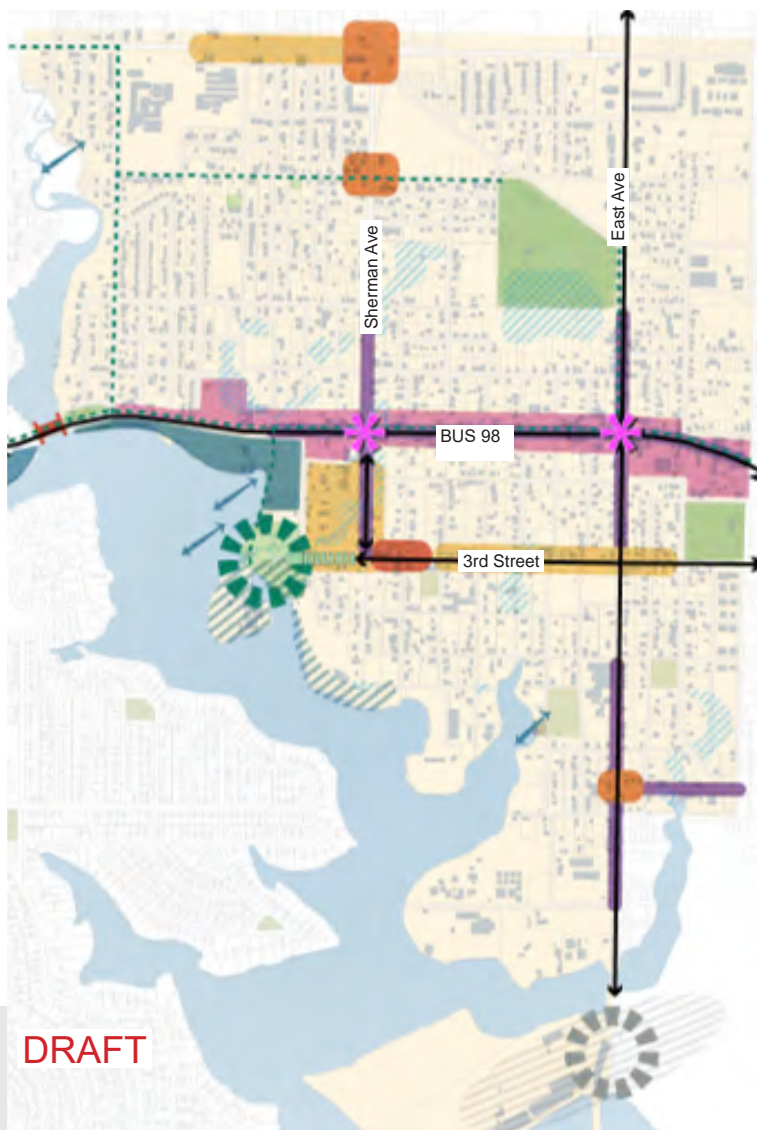
- » Programming to fill skill gaps and help move up income
- » Revitalization of homes and policing of landlords
- » Kids being able to participate in sports, class, after school programs

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

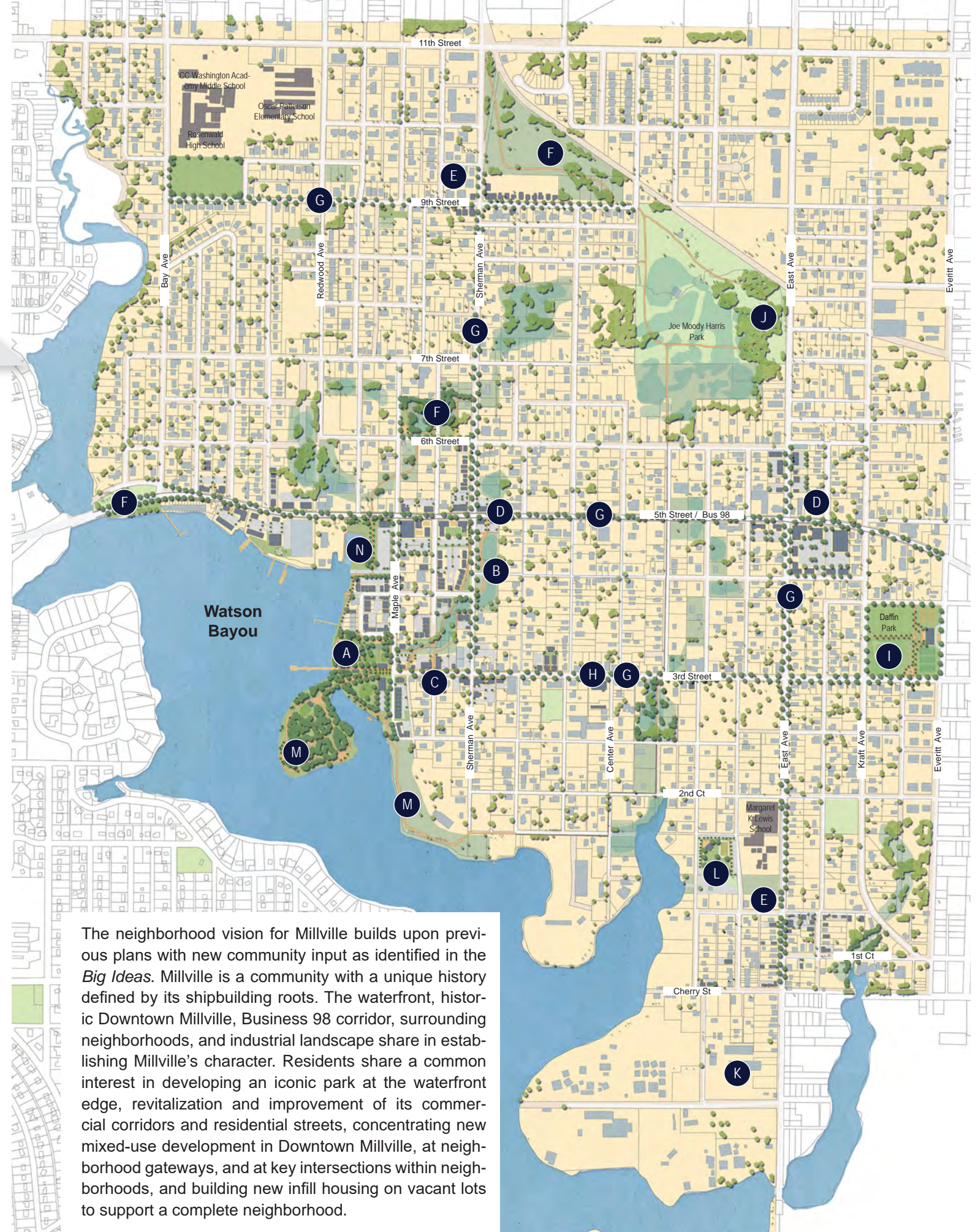
Infrastructure: Harden and upgrade utilities; create a resilient system to manage stormwater and improve water quality in the bayou

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.



Legend

- Existing Building
- Potential New Building

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



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.

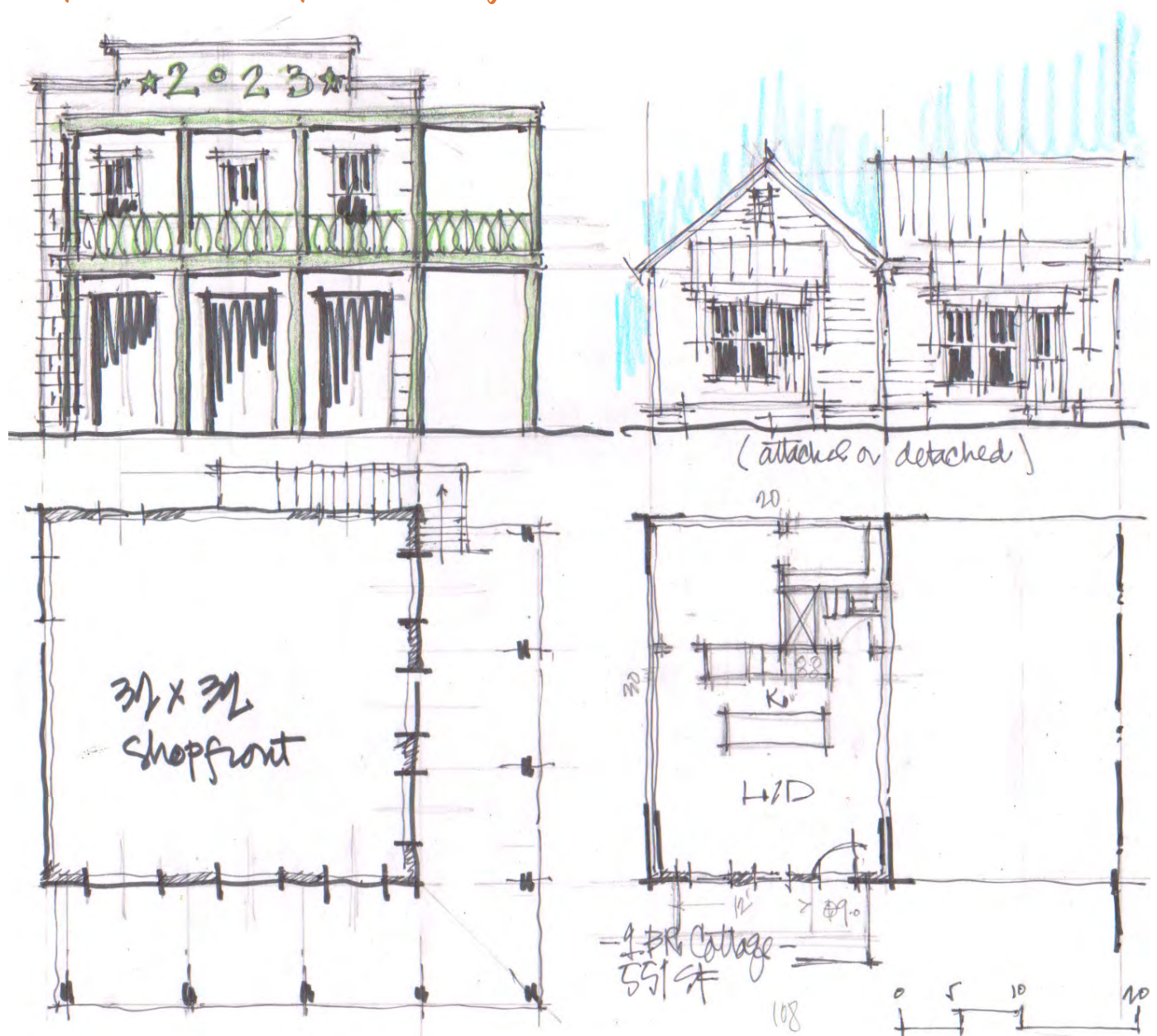


Top to bottom: examples of micro-retail, small cottage, and live-work buildings

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



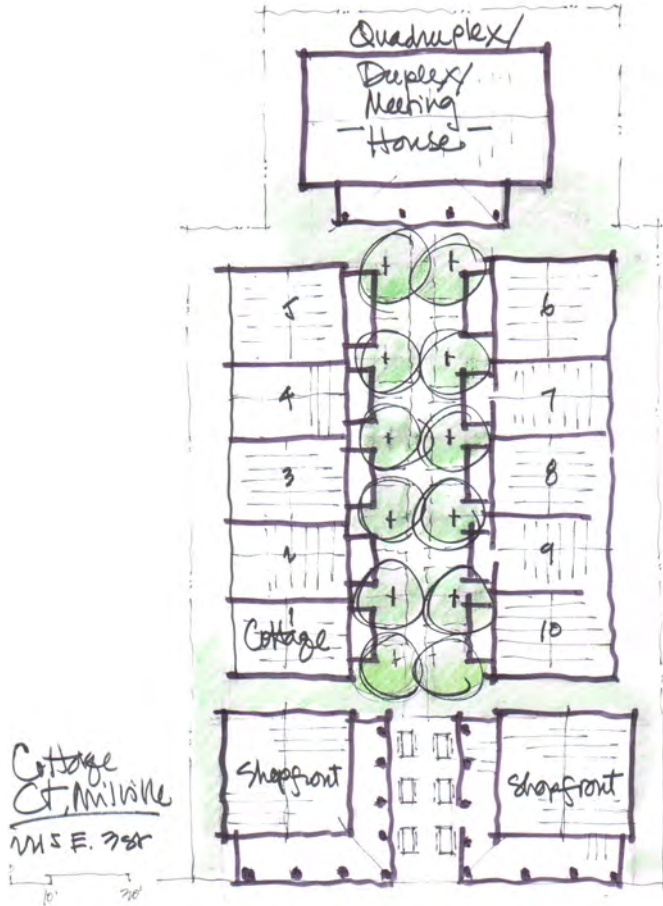
Above: A concept plan and elevation for ground floor shopfront, and duplex cottage that can either be attached or detached.

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.

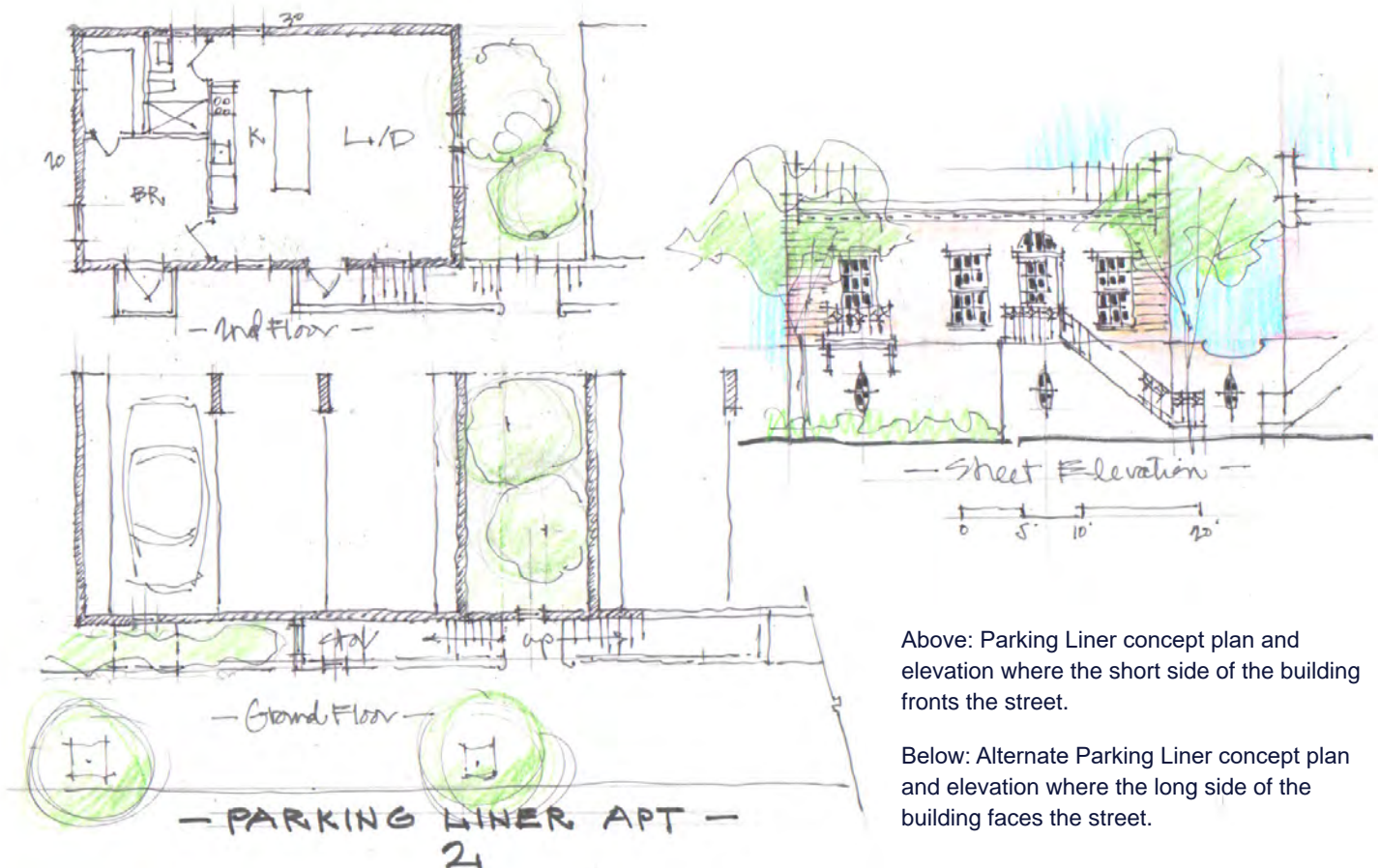
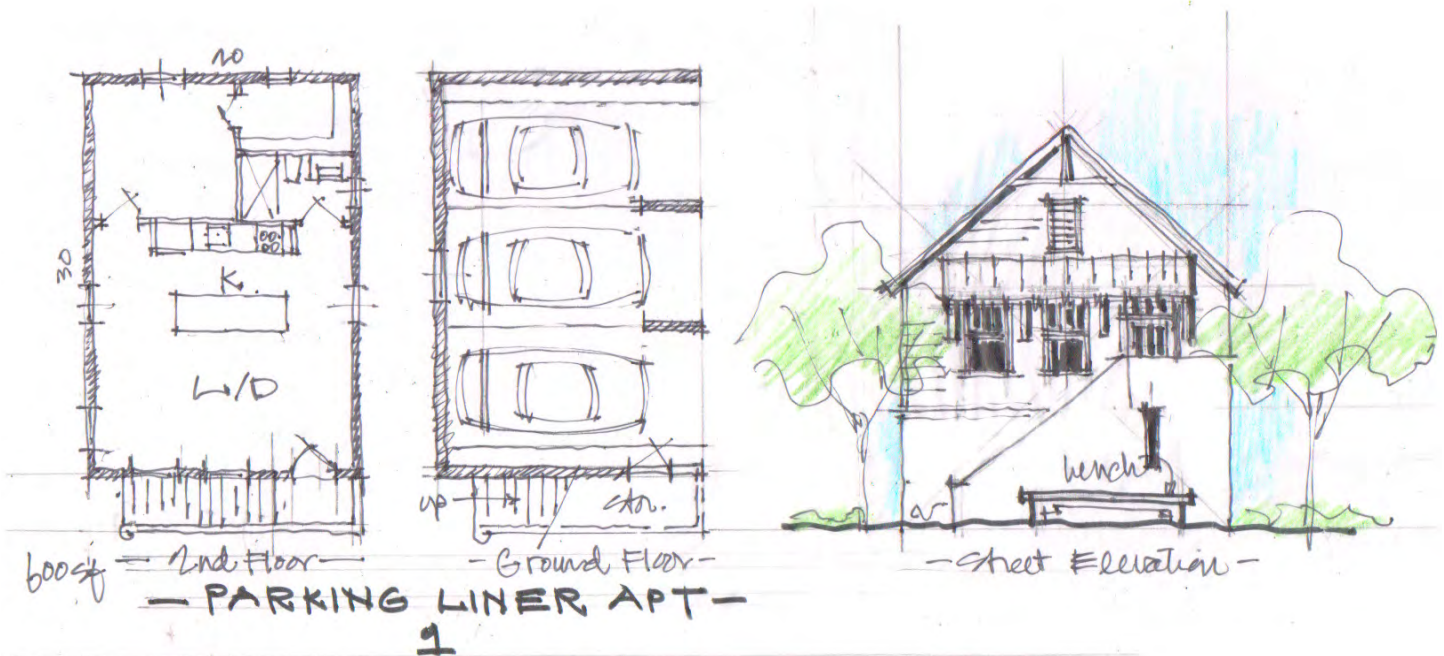
The design concepts shown depict two options for approximately fourteen units for a sample lot on 3rd Street. The first option depicts attached units to the rear and shopfronts at the streets. The second alternative depicts a shopfront and an apartment unit above parking at the street.

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.

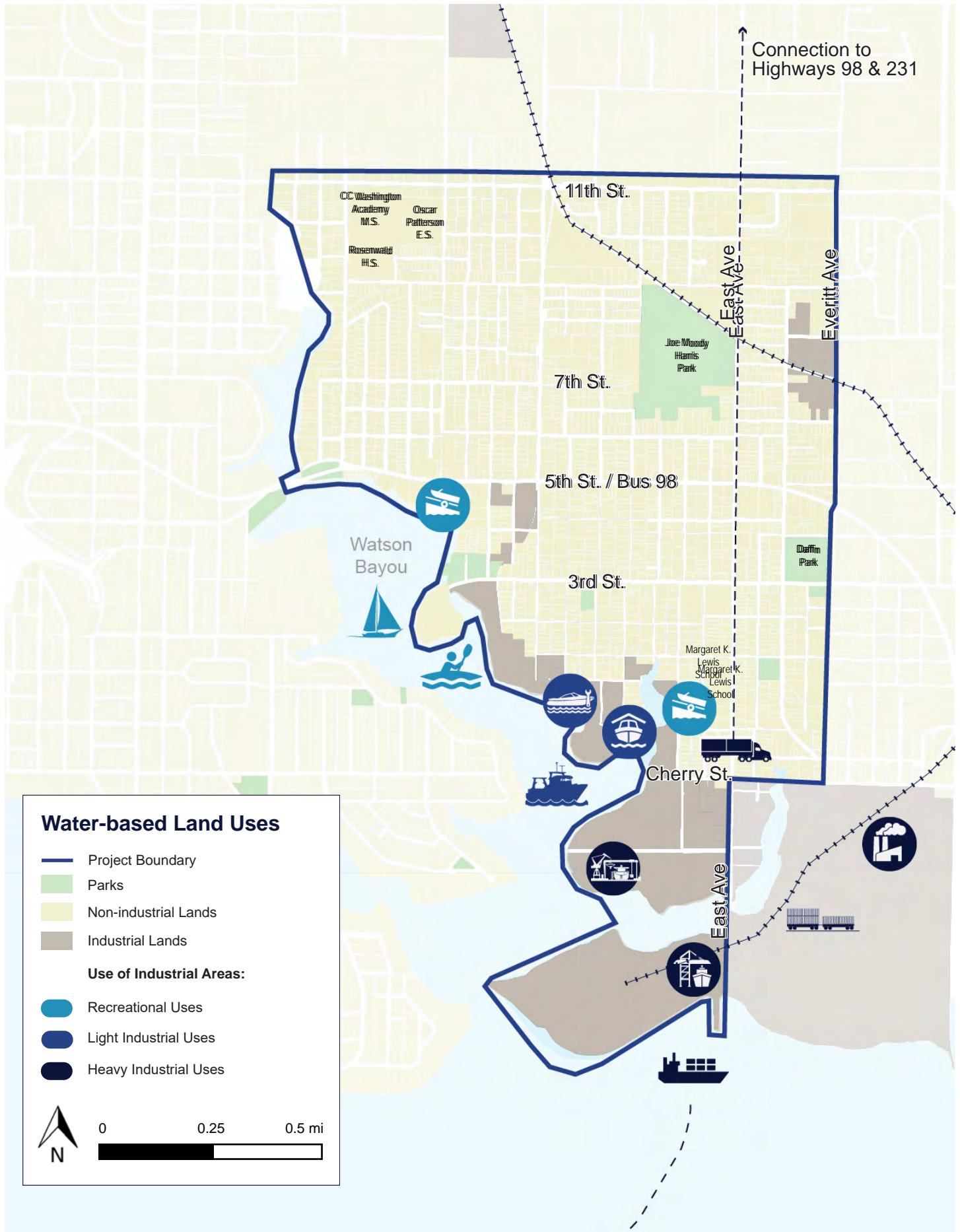
Millville's Working Waterfront

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**

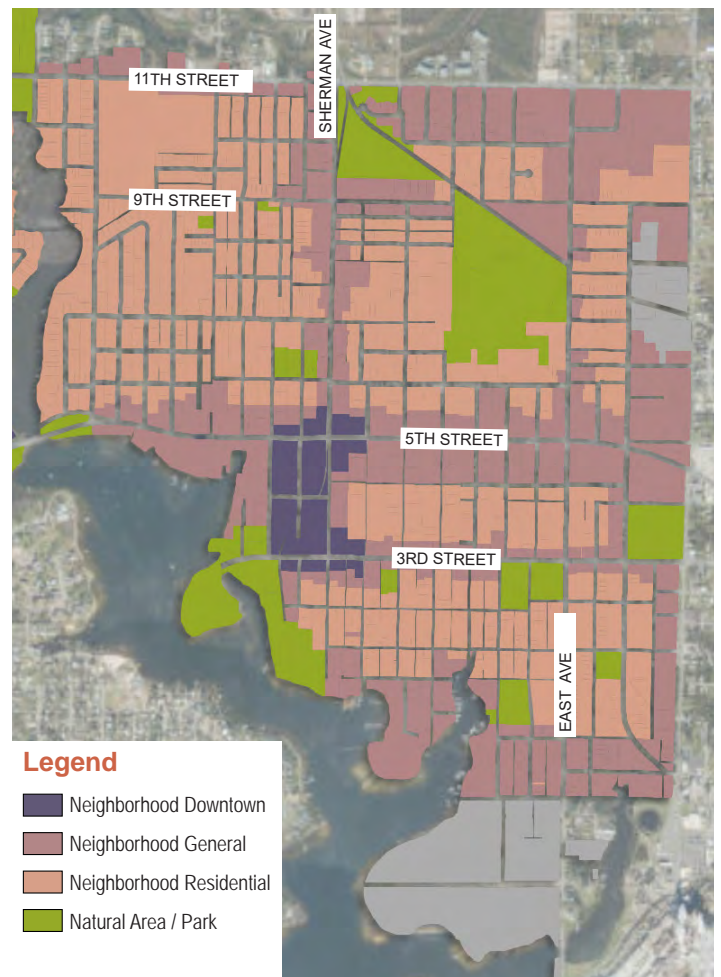
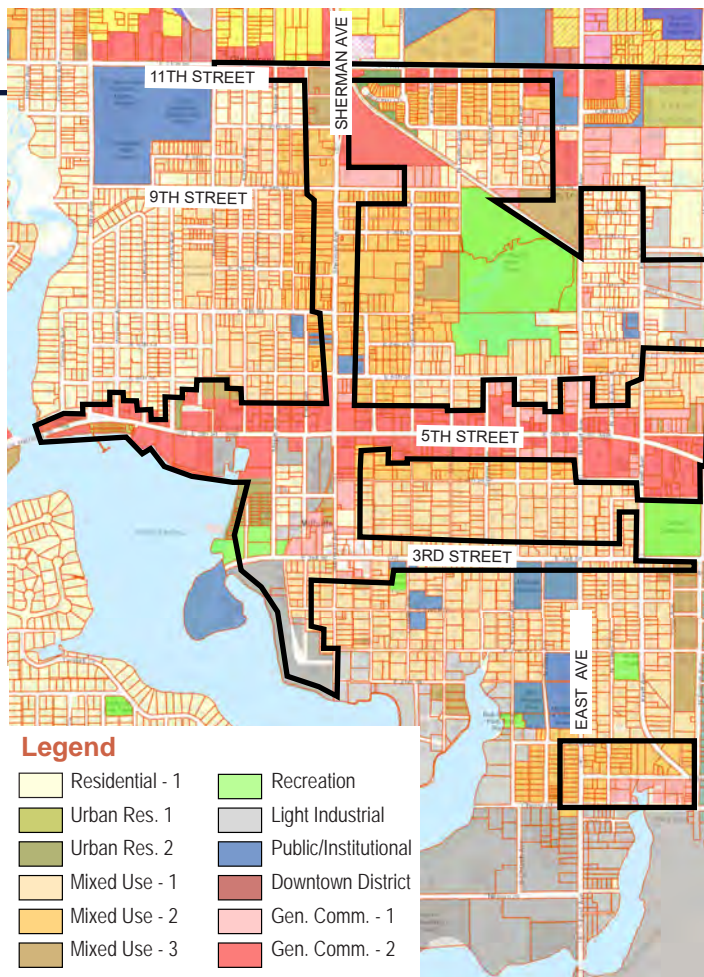
The zoning code stipulates a one-size-fits-all approach to parking. Millville would benefit from an approach that is more suited for a walkable, mixed-use environment. The walkability of the neighborhood, the amount of on-street parking spaces, small typical lot sizes, and potential for shared parking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

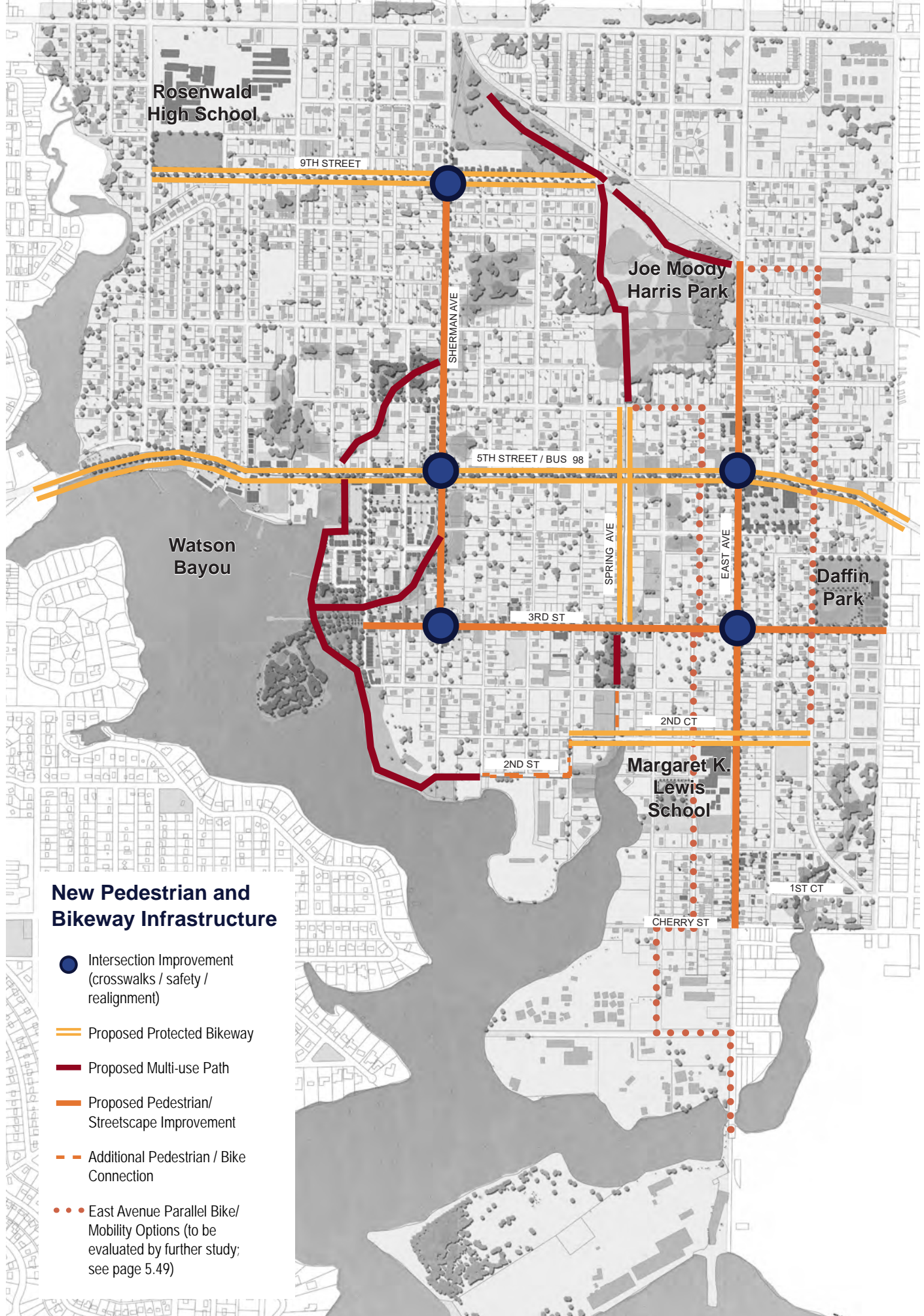
- » *A network of streets, sidewalks, and trails are located and designed to increase pedestrian and bike comfort and safety*
- » *3rd Street continuous pedestrian-friendly streetscape better connects pedestrians and cyclists from Daffin Park to waterfront*
- » *East Avenue and Business 98 are redesigned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



New Pedestrian and Bikeway Infrastructure

- Intersection Improvement (crosswalks / safety / realignment)
- Proposed Protected Bikeway
- Proposed Multi-use Path
- Proposed Pedestrian/ Streetscape Improvement
- - Additional Pedestrian / Bike Connection
- • • East Avenue Parallel Bike/ Mobility Options (to be evaluated by further study; see page 5.49)



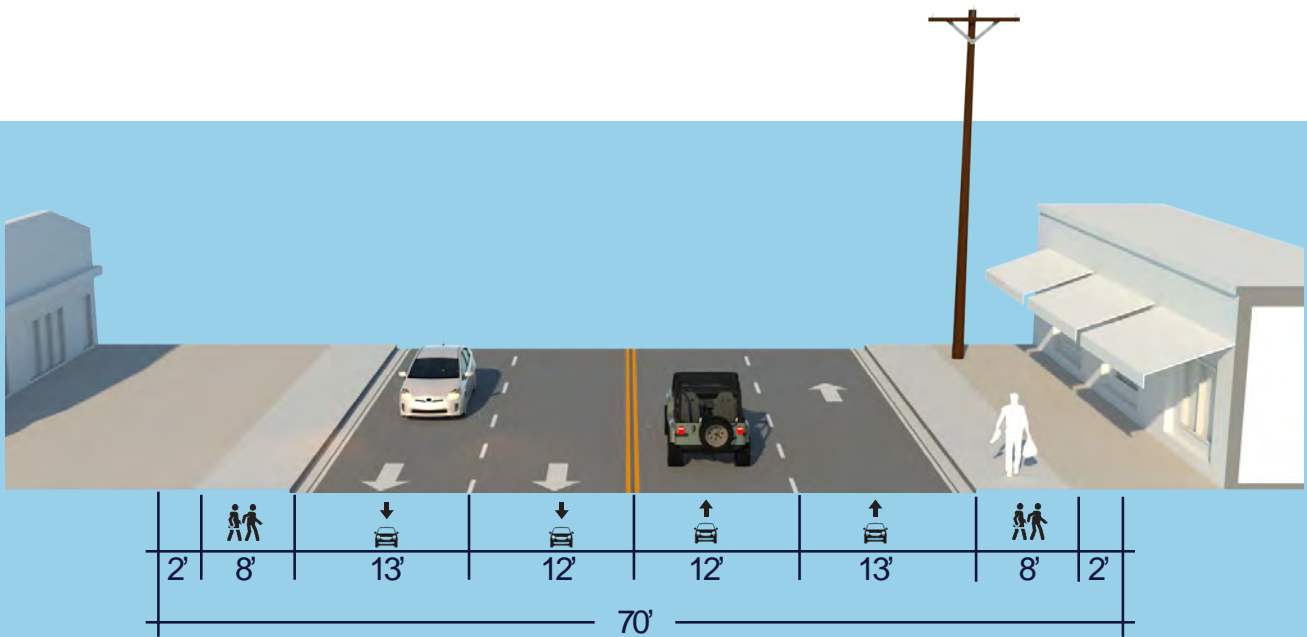
Left: Existing conditions of Business 98 and Sherman Avenue.

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

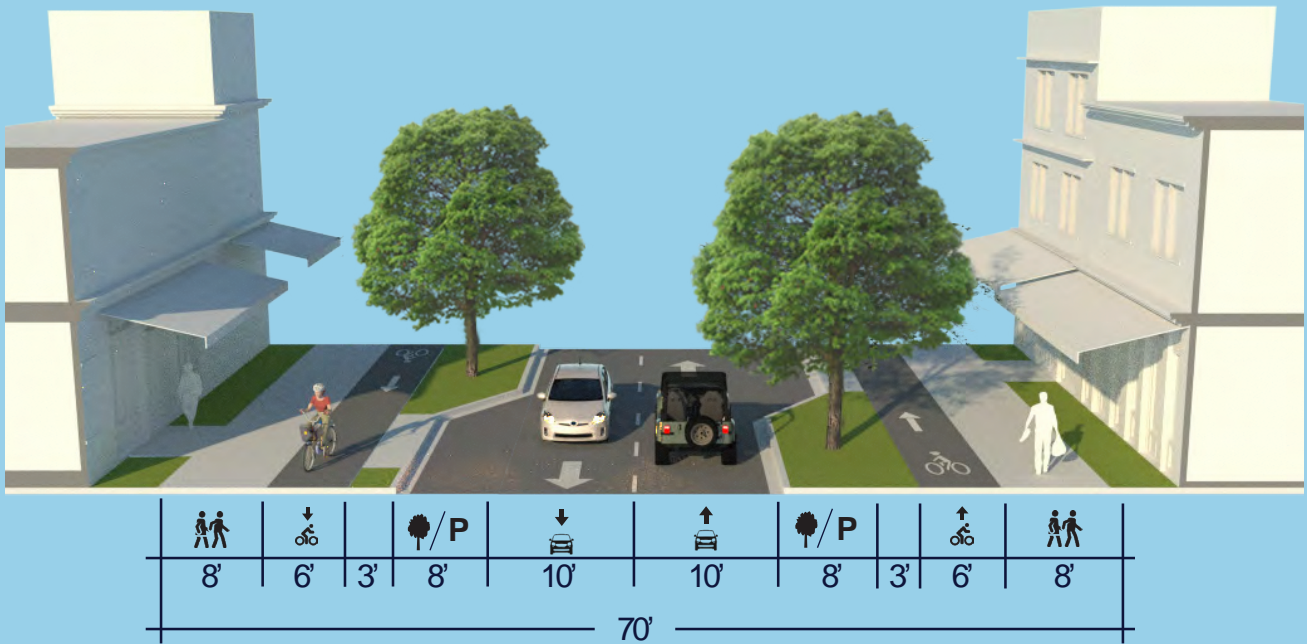


Sherman Avenue & 5th Street





EXISTING



PROPOSED

5th Street / Business 98

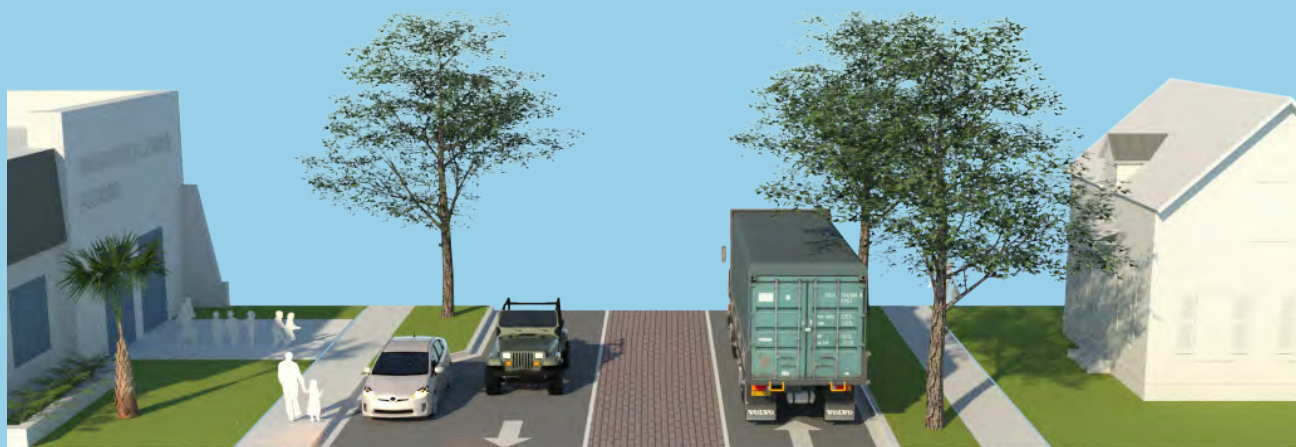
Existing: Business 98 is a prominent east-west route leading to Tyndall Air Force Base. The state-owned route lacks proper lighting, sidewalk conditions, and landscaping features that would otherwise create a complete street environment. Existing curb to curb width varies from approximately 50-52 feet.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



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

EXISTING



	P					
5'	9'	11'	11'	11'	6'	5'

PROPOSED

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:

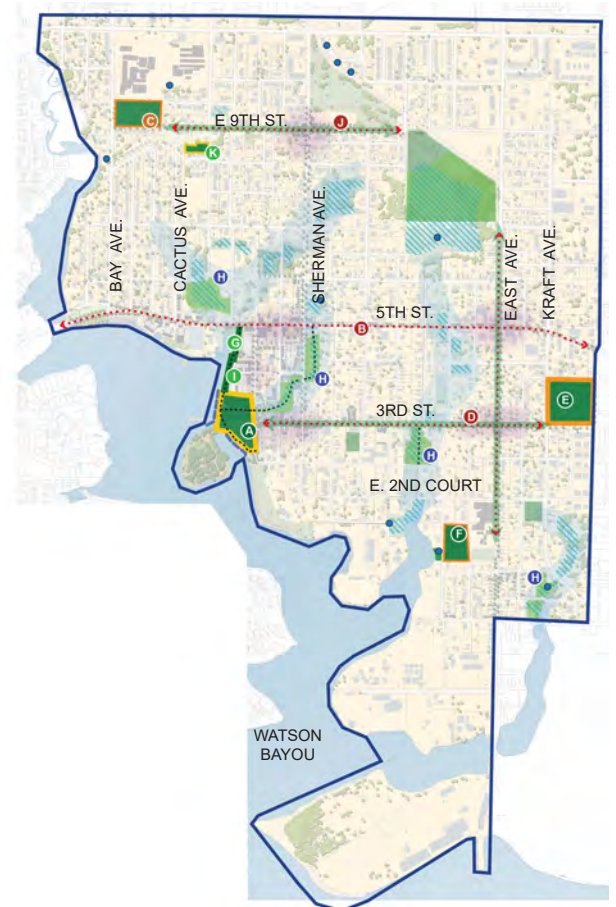
-  EXISTING PARK, IMPROVED
-  NEW PARK
-  SCHOOL PARTNERSHIP
Partner with the schools to open facilities to public during off school hours.
-  CONNECTIONS
Green streets, pedestrian and bicycle paths.
-  HISTORIC BAYOU / WETLAND EXPANSION
Restore portions of main drainage pathways that connect to bayous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



Future Vision



Phase 1
















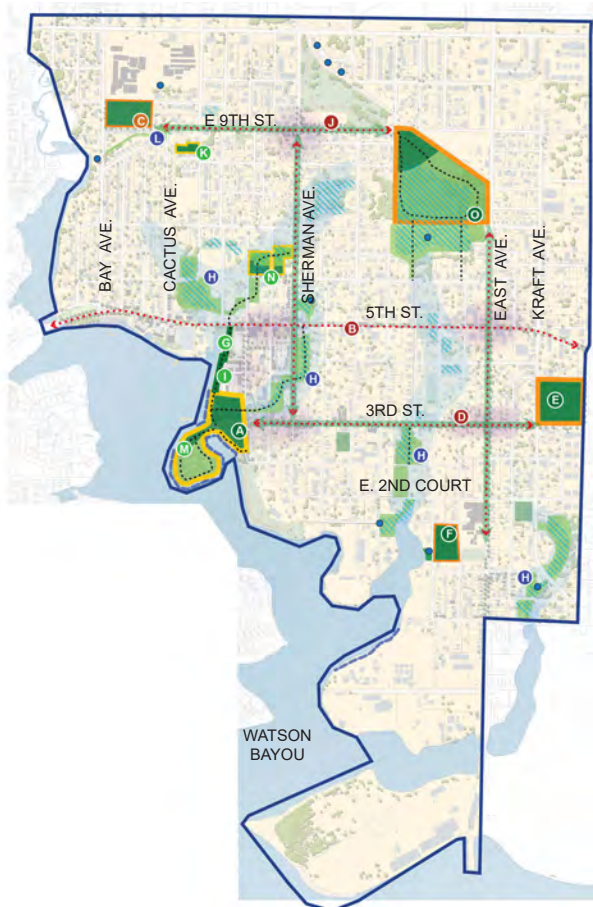
Phase 2

Change Over Time

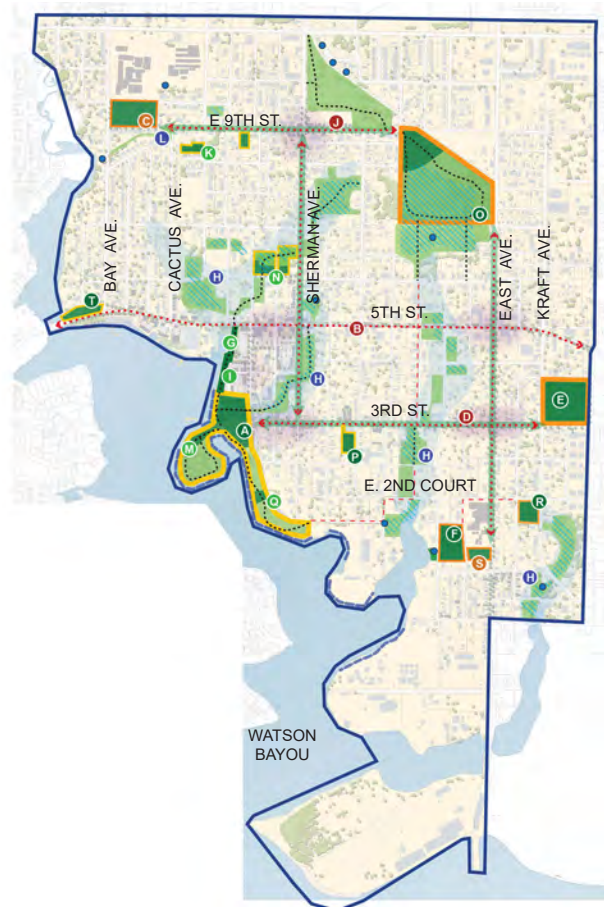
The Green-Blue Framework plan is a vision for Millville's future balance of growth with natural restoration; it will take a long period of time to fully implement in a series of many steps. First steps have been identified, including redesign of Millville Waterfront Park, a public waterfront trail connection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

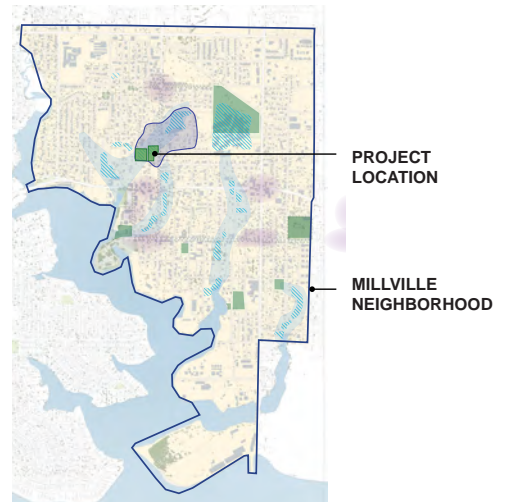
Historic Bayou Influence Area: Historic bayou extension, generally altered over time by development yet still discernible by watershed topography, drainage patterns, and wetlands.

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.

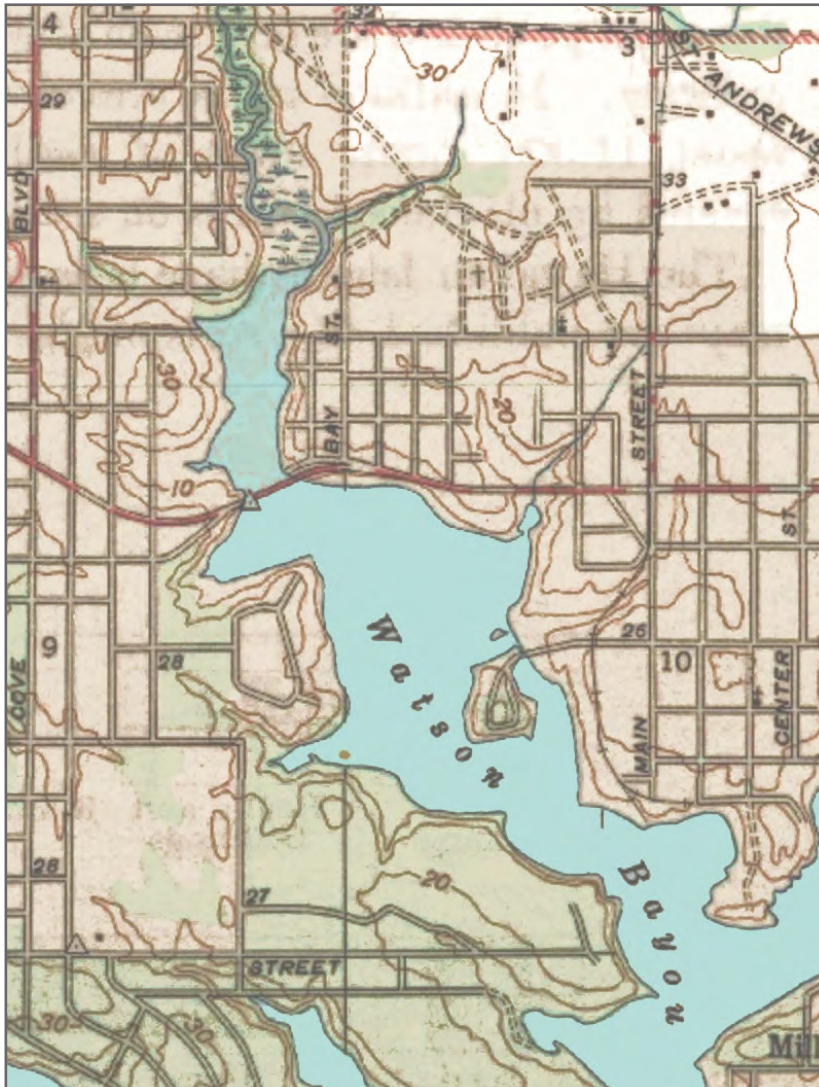
6th Street Floodable Park

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.

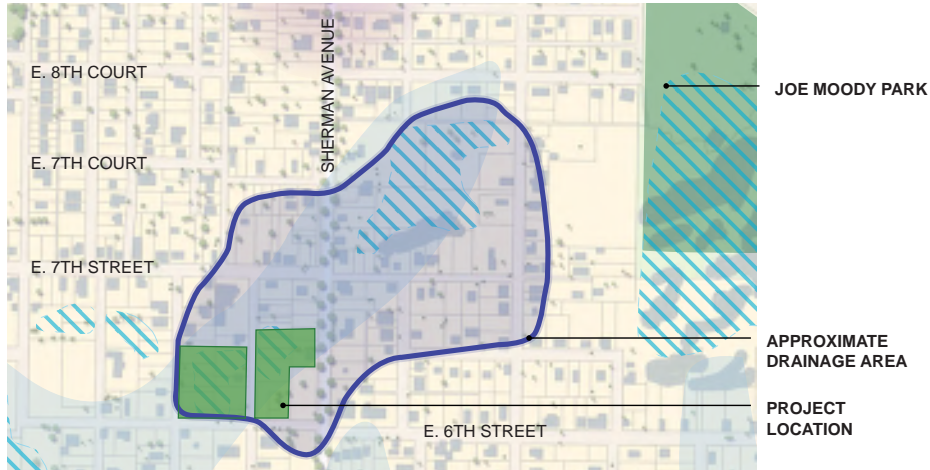


LOCATION KEY



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 trees, 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.				



Eva & Quinn
Since 1925



Eva & Quinn
Since 1925

BOUTIQUE



Built in St. Andrews
1871-1872

BECK ST
10TH ST

CHAPTER 6

St. Andrews

EXISTING CONDITIONS

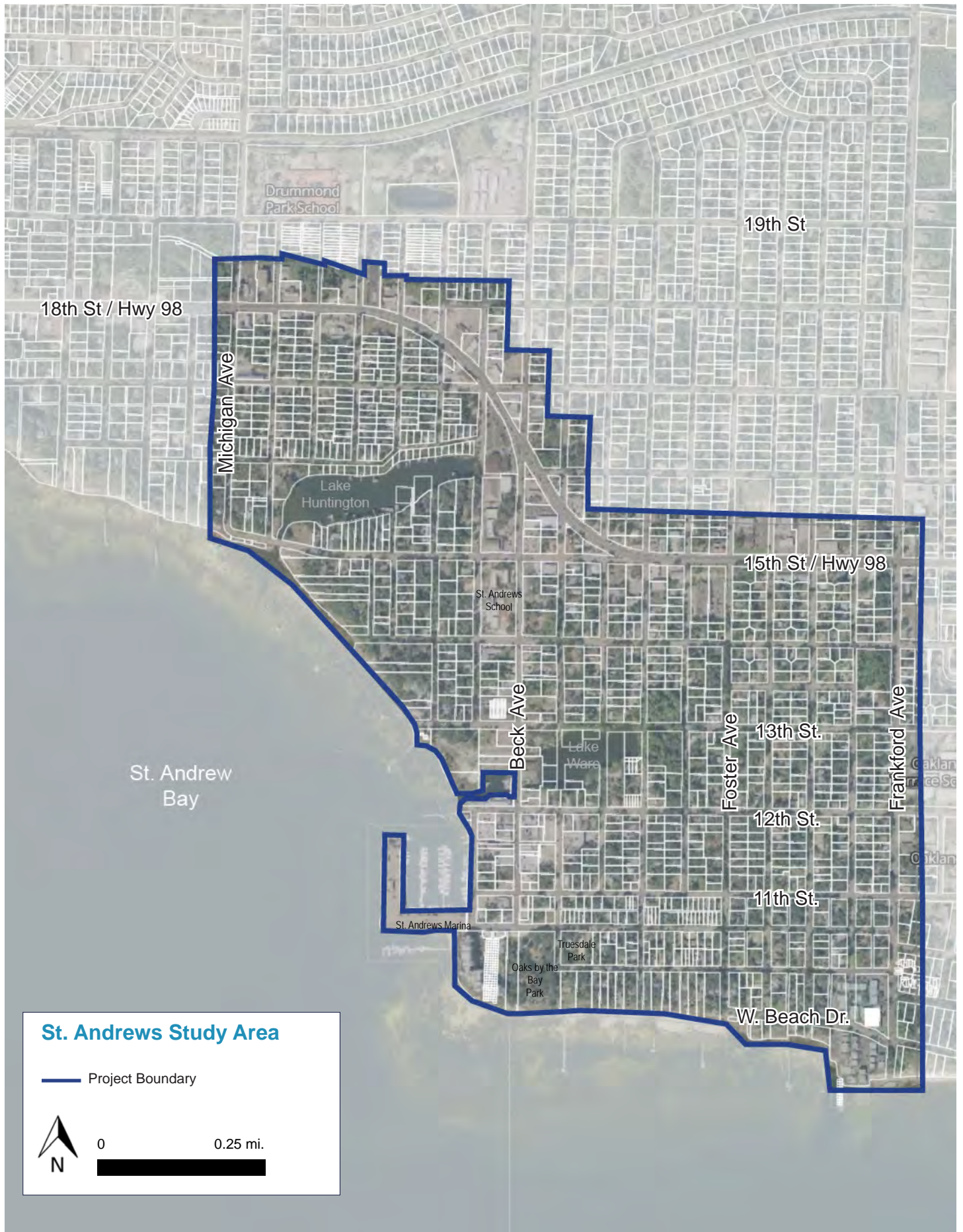
St. Andrews



A mid-century postcard of the Shrimp Boat Restaurant.

A Village by the Bay

St. Andrews has built its reputation around its relationship with the waterfront, as seen by the many boats and docks that line St. Andrews Bay and vernacular buildings characteristic of a traditional fishing village. Extensive shoreline and abundant park space are enjoyed by residents and visitors. It is an established community that has built an identity around its working waterfront, with the St. Andrews marina a central landmark, and active downtown district. In addition to the waterfront and marina, the area is marked by Lake Huntington and Lake Ware. These unique natural features add to the amount of measurable shoreline present and create waterfront vistas. Oaks by the Bay Park, Villa Gateway Park, Truesdale Park, Lake Huntington Park and Club House, and the St. Andrews Marina are key public spaces that offer space for community gatherings and events.



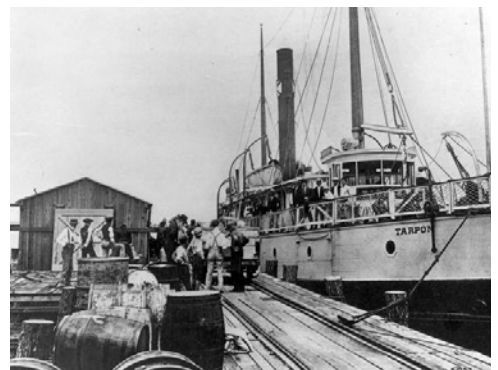
History

St. Andrews' namesake dates back to the 16th century. It is theorized that a Spanish explorer must have landed on the coast of St. Andrews on February 4th, Saint Andrew Corsini's Day. Though it is impossible to say for sure who gave St. Andrews its name, it can be said with some certainty that it was named between 1516 and 1558 when the early Spanish Navigators were exploring the northeast Gulf Coast.

The first European settlement in the St. Andrews Bay area was along Beach Drive between Frankford Avenue and Lake Caroline, and the first house constructed in 1832. Just a few people resided year round in St. Andrews, earning a living making salt, fishing, and boarding vacationers who came to the area for the "healthy sea baths" and the fishing.¹ Salt, a common household commodity, came into high demand during the Civil War for its preservation and sterilization qualities. Suddenly, this new industry dedicated to extracting salt from seawater docked on the shores of St. Andrews Bay.

In 1845, the town was referenced as "St. Andrews" by the post office. The geodetic survey of 1855 (the first official survey) depicted the town as "St. Andrews City" and the bay as "St. Andrews Bay." It is claimed the post office allegedly dropped the "s" off and never corrected it. The

¹ HistoricStAndrews.com

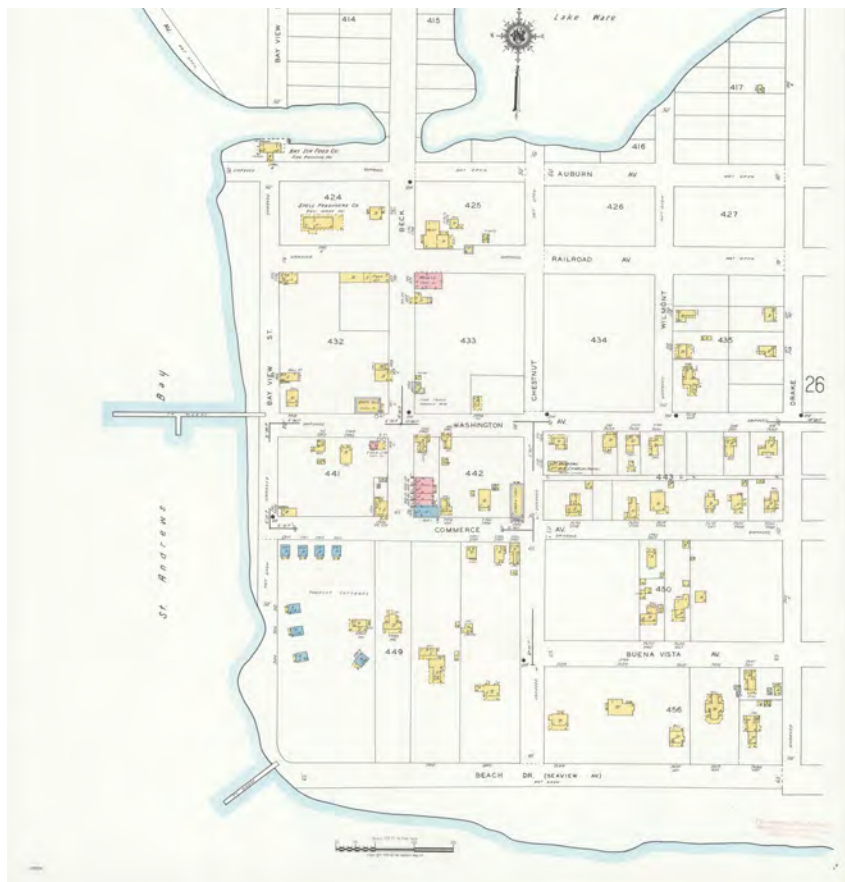


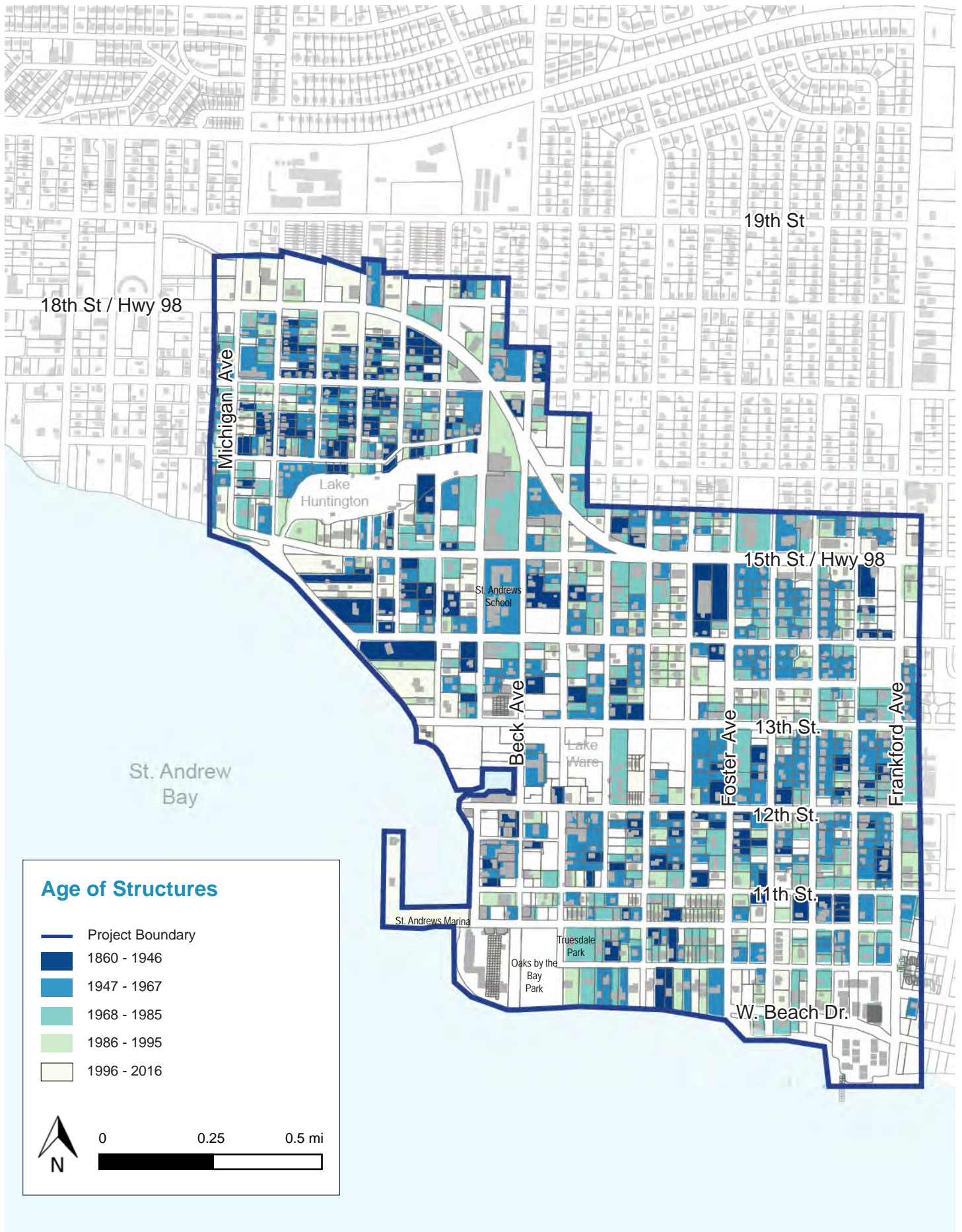
Top: Boats are docked at St. Andrews in 1935. (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Center: The "Tarpon" was an iron steamer built in 1887 at Wilmington, Delaware. It was lost in a 1937 hurricane off Panama City. (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Bottom: Visitors vacationing in St. Andrews would often take the ferry to the nearby beach, c. 1890. (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Left: Sanborn Fire Insurance Map from Panama City, Bay County, Florida. Sanborn Map Company, Jan, 1939. Map. https://www.loc.gov/item/sanborn01329_003/.





newspaper, St. Andrews Bay News, cited the town as “St. Andrews” but referred to the post office as “St. Andrew.” Most colloquially refer to the community as “St. Andrews.”

St. Andrews incorporated in 1908 and grew in the early 1900s as a popular port on the gulf coast. One of the most noted ships, the SS Tarpon, traveled between Mobile and Appalachicola, stopping like clockwork in St. Andrews, delivering supplies such as beer and flour. In 1927, St. Andrews was annexed into Panama City along with Millville and Glenwood. By the mid-1900s, St. Andrews had become known as a destination for vacationers, with Charter Boats, restaurants, and shops.

Real estate became desirable as well. Lots approximately 25 feet by 82 feet were sold for cheap in the early days but the price rose quickly as the reputation of St. Andrews grew. One of the early land purchasers, George Mortimer, opened a publishing house that became home to the Panama City Pilot, the City’s first newspaper. It is now a museum and a key landmark along Beck Avenue.

The Panama City Commission acknowledged the need to revitalize St. Andrews and designated the area as a Community Redevelopment Area in 1989. In 1997, St. Andrews participated in the first ever Waterfronts Florida Program. This program, in addition to many grants awarded from the State of Florida, have helped to transform and revitalize St. Andrews.

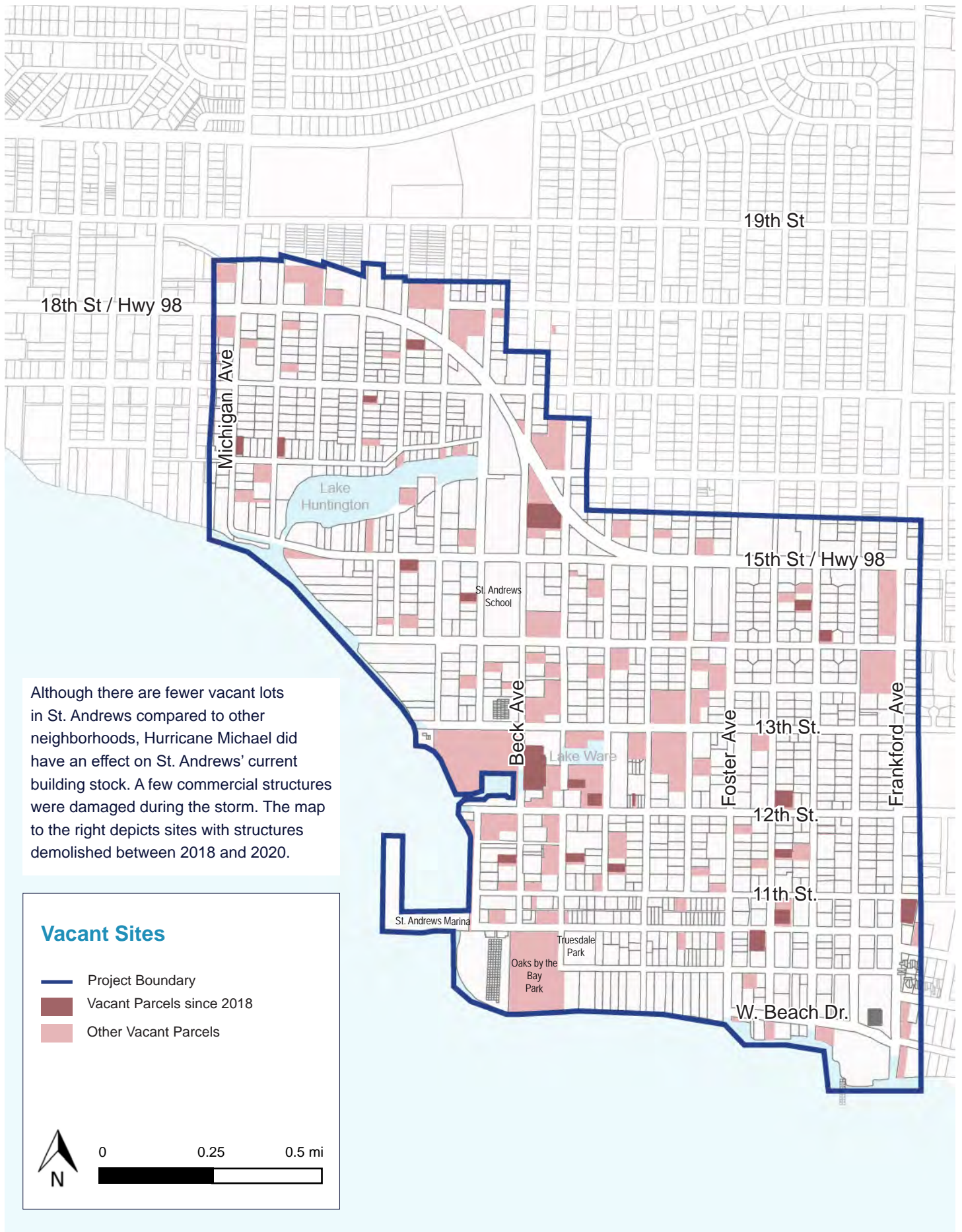


Top: St. John the Evangelist Catholic Church. (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Center: Postcard of Beck Avenue c. 1940 (Walters, Glenda. Images of America. Arcadia Publishing, 2008.)

Left: 1968 aerial view of St. Andrews Marina.





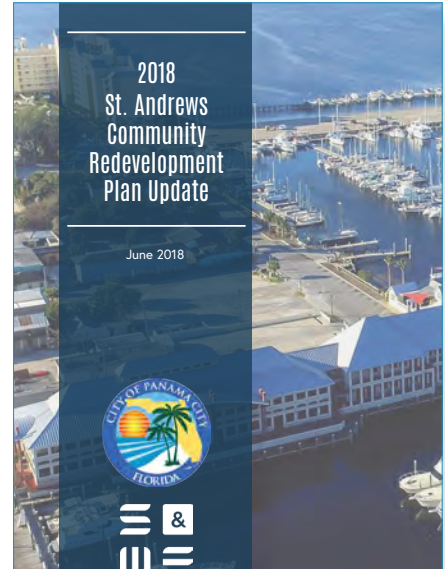
Previous Plans & Studies

St. Andrews Community Redevelopment Plan

The most recent update to the St. Andrews Community Redevelopment Plan occurred in 2018. A Three-Point Action Plan outlined how to utilize the St. Andrews Marina as a vibrant public space and working waterfront, strengthen neighborhoods through improved bike and pedestrian facilities and connections to the historic waterfront, and develop incentives and programs designed to facilitate desired redevelopment projects. The master plan included design guidance for gateways and focal points, roadway and streetscape improvements, and development opportunities centered around the Marina and Waterfront.

US 98 Business Heritage & Cultural Corridor Study

In 2006, the US 98 Business 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 St. Andrews with the aim of enhancing access to water and parks, capitalizing on existing



2018 St. Andrews CRA Plan:

- » Gateways and Focal Points for Beck Ave and Hwy 98 & 15th St, as well as 9th & 11th Streets
- » Roadway Improvements for Beck Ave to redesignate as a local right-of-way
- » Marine & Waterfront Areas should have walkable development with an expanded boardwalk & trail system
- » Streetscape Improvements along Beck Ave
- » New Development & Redevelopment Opportunities including a mixed-use development along the waterfront, infill housing, designated parking, and a stormwater park

2006 Corridor Study Key Projects for St. Andrews:

- » *Gateway treatment along Beck Ave at Hwy 98 / 15th Street*
- » *Streetscape improvements to 11th Street*
- » *Streetscape improvements to Beck Avenue*
- » *Stormwater park at the eastern edge of Lake Ware*
- » *Waterfront park at northwest edge of Lake Ware*
- » *Boardwalk and trail system and walk along shore edge and pier*
- » *Mixed-use development and pedestrian mall north of Lake Ware*
- » *Redesignate Business 98*
- » *Potential future parking garages*

character and identity, increasing multi-modal opportunities, creating pedestrian-oriented destinations, walkable districts, and streets, and creating a city-wide network of destinations.

St. Andrews CRA Design Guidelines and Standards

There are many buildings that define the character of St. Andrews and lend to its identity as a waterfront community. The St. Andrews District Design Guidelines were developed to establish vernacular design elements into new development and redevelopment. The district is divided into several subdistricts including the Waterfront, Beck Avenue, Highway 98 Corridor, and Residential areas, and covers the following design elements:

- Development, buildings, and facades
- Parking
- Signage
- Outdoor environment

The St. Andrews Design Guidelines outline guidance for rehabilitating an existing building or constructing a new one to create a holistic environment with complimentary buildings. The guidelines detail appropriate use of architectural elements and signage.

Buildings in St. Andrews clockwise from top left:

1. St. Andrews Grammar School

2. Amavida Coffee Roasters

3. Shopfronts at Beck Avenue and 11th Street

4. Panama City Publishing Company

5. Salty Oak Brewing Company

6. Alice's on Bayview



Neighborhood Form

The neighborhood of St. Andrews contains a tight network of streets with small, walkable blocks. The street grid is compact and well connected but lacks an alleyway system. This framework makes for an urban, walkable environment.

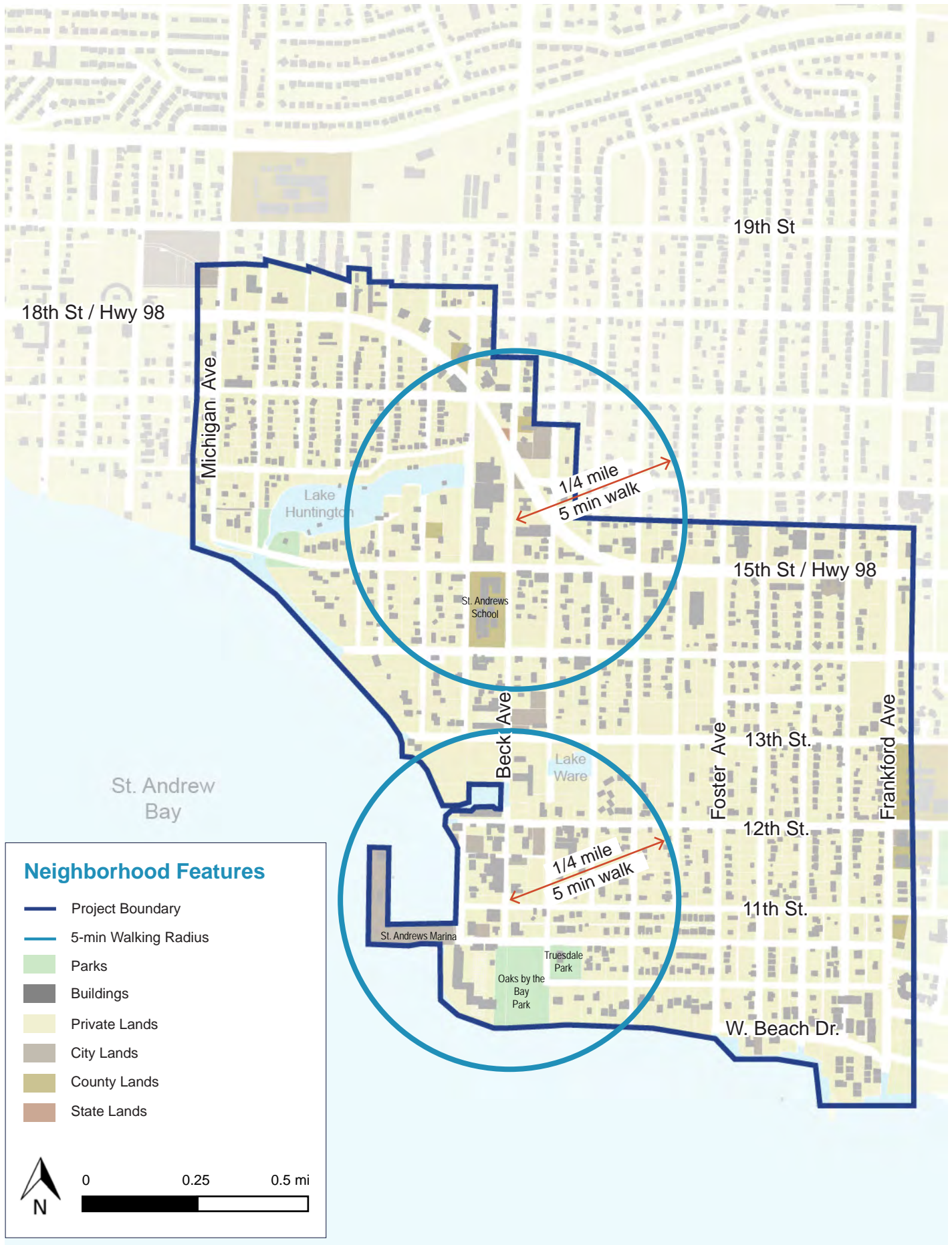
Concentrated activity occurs along Beck Avenue between 11th and 12th Streets where historic commercial shopfronts and restaurants line either side of the street. This area contains several parks and waterfront views within walking distance of residents with the St. Andrews Marina serving as the central focal point.

Development footprints are larger along Beck Avenue and Highway 98 with a concentration of larger buildings at the intersection of these streets. This area is close to the historic St. Andrews School and neighborhood conveniences. Parks and waterfront areas provide both active and passive recreation opportunities. For example, Lake Huntington provides area for recreational activity while Oaks by the Bay Park provides an area for small events and passive activities.



Photos of St. Andrews neighborhood from top to bottom:

1. Market along Bayview Avenue
2. Mardi Gras Parade along Beck Avenue
3. Streetscape along 10th Street
4. Fresh produce at the St. Andrews Waterfront Market



Existing Zoning & Future Land Use

According to an analysis undertaken for the St. Andrews Community Redevelopment Area, approximately 51% of the land is zoned general commercial and 27% is zoned mixed-use. About 10% of the area is zoned for public, institutional, or recreational use.

In general, the Zoning map shows properties fronting Beck Avenue zoned for Downtown District making up the core of St. Andrews Downtown. The district extends from 15th Street at the northern end to 10th Street at the southern end. Commercial properties line Highway 98 to the north of St. Andrews forming a prominent east-west business corridor.

Properties east of the downtown core transition to mixed-use residential and then to single family residential. The Future Land Use Map calls for expansion of more intense urban mixed-use residential, currently concentrated along 10th Street and 11th Street, to capture an area from Beach Street to Highway 98 around Lake Ware.

The lowest intensity of residential use lies east of Foster Avenue and west of Bayview Avenue below Lake Huntington along the shoreline of St. Andrew Bay.

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'
StAD		35.0/ac	100%	125'	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'
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'

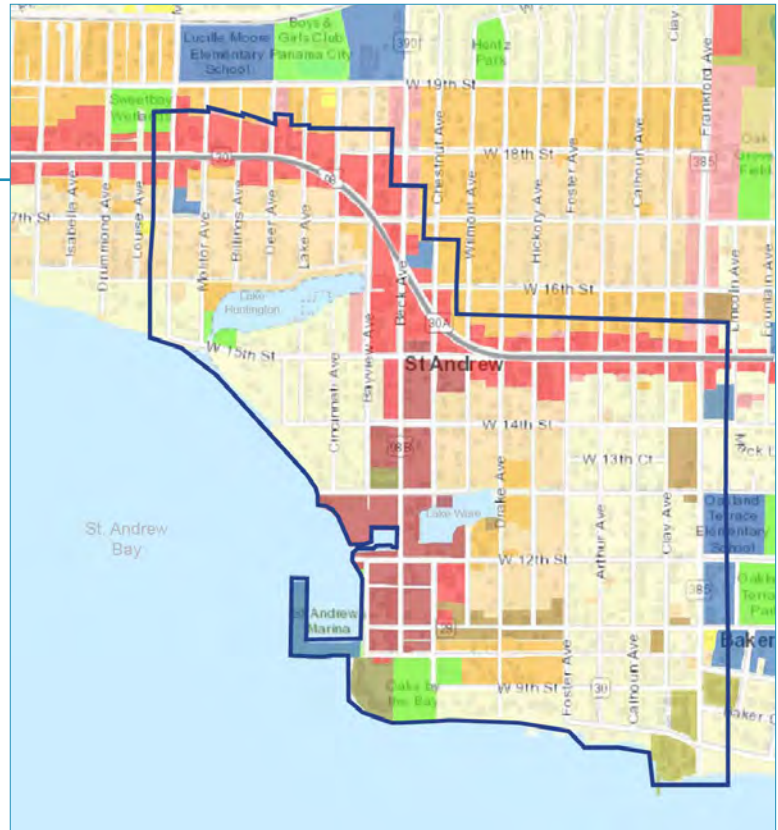
a: MU-1 District has the same requirements.

b: 20' from road on corner lots

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

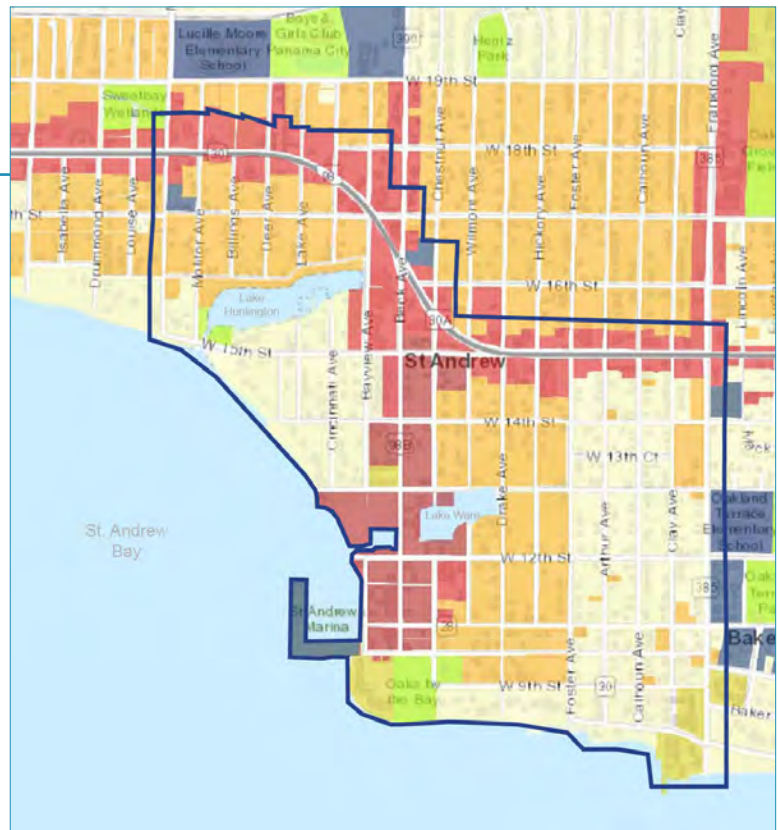
Existing Zoning

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



Future Land Use

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



Market Findings

St. Andrews retains its historic character as a fishing village with a working waterfront. Since its construction in 1960, St. Andrews Marina has anchored the community's daily life, though many of the commercial fishing operations relocated and the marina shifted to greater charter and recreational use.

The St. Andrews study area was expanded beyond the official boundaries of the Community Redevelopment Area to include the residential neighborhood to the northwest from Michigan Avenue and south of west 18th Street/US Highway 98 and east beyond Frankford Avenue. While the area had almost 2,500 residents in 2000, ESRI, a national provider of demographic data, estimates the 2019 population at 2,291 residents, living in 1,102 households. The population decline is related to smaller households as well as the loss of 64 year-round households, some of which may have been replaced by seasonal residents. Local households are overwhelmingly small with an average size of 2.07 persons. Single people living alone constitute 40 percent of area households with two-person households accounting for another 35 percent. Household incomes had a median of \$36,596 in 2019, which was 87 percent of the citywide median and 69 percent of the Bay County median income. Twenty-two percent of year-round residents are aged 65 or older with 20 percent aged 20 to 34.

More than one-half of St. Andrews residents work in services with another 20 percent employed in retail trade. Of the population aged 25 or over, 44 percent had a high school diploma or less education while 21 percent had at least a Bachelor's degree. Just under one-third of the jobs based in St. Andrews in 2017 were in accommodations and food service with an additional 16 percent in retail and 14 percent in transportation and warehousing. As of 2017, the latest date for which information is available, the U.S. Census Bureau reported 721 jobs based in St. Andrews.

The median year built for St. Andrews housing is 1964 with 11 percent of units built since 2000. Sixty-two percent are single-family detached housing units. Just over half of the households rent their homes, up from 46 percent in 2010. Vacancies are estimated at 24 percent, of which more than one-third are held for seasonal use by households that maintain a permanent residence elsewhere.

St. Andrews Neighborhood Profile

2,291

2019 POPULATION



AVERAGE HOUSEHOLD SIZE



1,102

2019 HOUSEHOLDS

\$36,596

2019 MEDIAN HOUSEHOLD INCOME

-0%

2010-19 POPULATION:
ANNUAL GROWTH RATE



MEDIAN AGE

Education



NO HIGH
SCHOOL
DIPLOMA



32%

HIGH
SCHOOL
GRADUATE



35%

SOME
COLLEGE



21%

BACHELOR'S/
GRAD/ PROF
DEGREE

Employment



71%

WHITE COLLAR



16%

BLUE COLLAR



13%

SERVICES



UNEMPLOYMENT
RATE

Business



195

TOTAL
BUSINESSES



1,302

TOTAL
EMPLOYEES



\$49,733,931

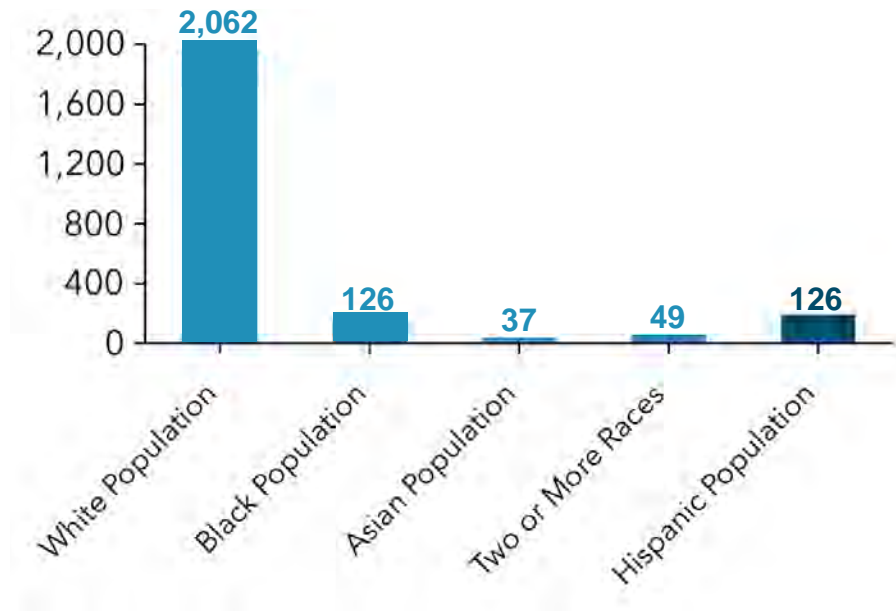
2019 ANNUAL
BUDGET
EXPENDITURES



\$14,815,308

2019 RETAIL
GOODS

2019 Race and Hispanic Origin



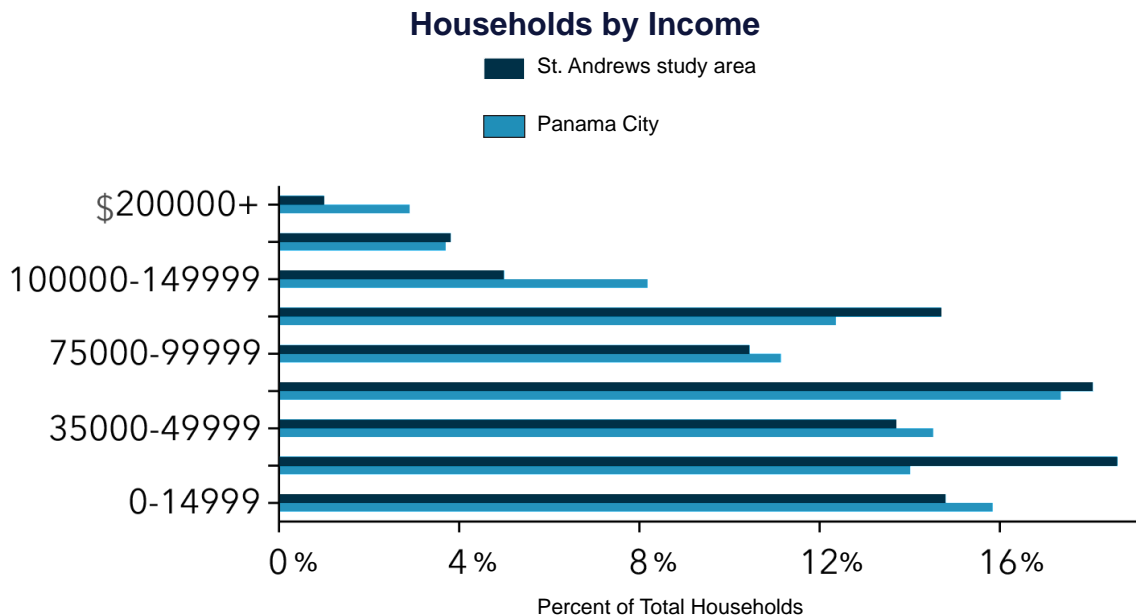
The 2006 opening of the major Harbour Village at Historic St. Andrews condominium development helped to spur the business district's revitalization by bringing new households and visitors to the neighborhood. Primarily focused along Beck Avenue, St. Andrews offers a variety of local retailers and restaurants that draw both tourists and locals alike. However, the retail scene is interrupted by vacant lots, vacant buildings (some vacant as a result of Hurricane Michael) and non-retail uses. Such interruptions between stores discourage shoppers continuing up the road to patronize other businesses.

The designation of Beck Avenue and 11th Street as US Business 98 brings trucks and non-local traffic through the heart of St. Andrews, impinging on the pedestrian environment and creating some safety hazards. The proposed removal of that designation will allow the City to take greater control and upgrade conditions to better serve local businesses and residents.

Waterfront access is a major community advantage, including the well-loved Oaks by the Bay Park. Renovation of St. Andrews Marina has the highest priority for near-term economic recovery and revitalization. Providing additional pedestrian amenities (e.g., benches) and gathering places would better leverage the public investment.

U.S. Business 98 provides a less than stellar gateway to St. Andrews. The scene suffers from the dominance of auto-oriented uses characterized by barren parking lots that contribute little to the public realm. Following Hurricane Michael, demolition and removal of destroyed structures have improved conditions, but much more still needs to be done to beautify this important gateway. Rebuilding the Grocery Outlet at the entrance to St. Andrews offers a unique opportunity to craft a quality gateway worthy of the community.

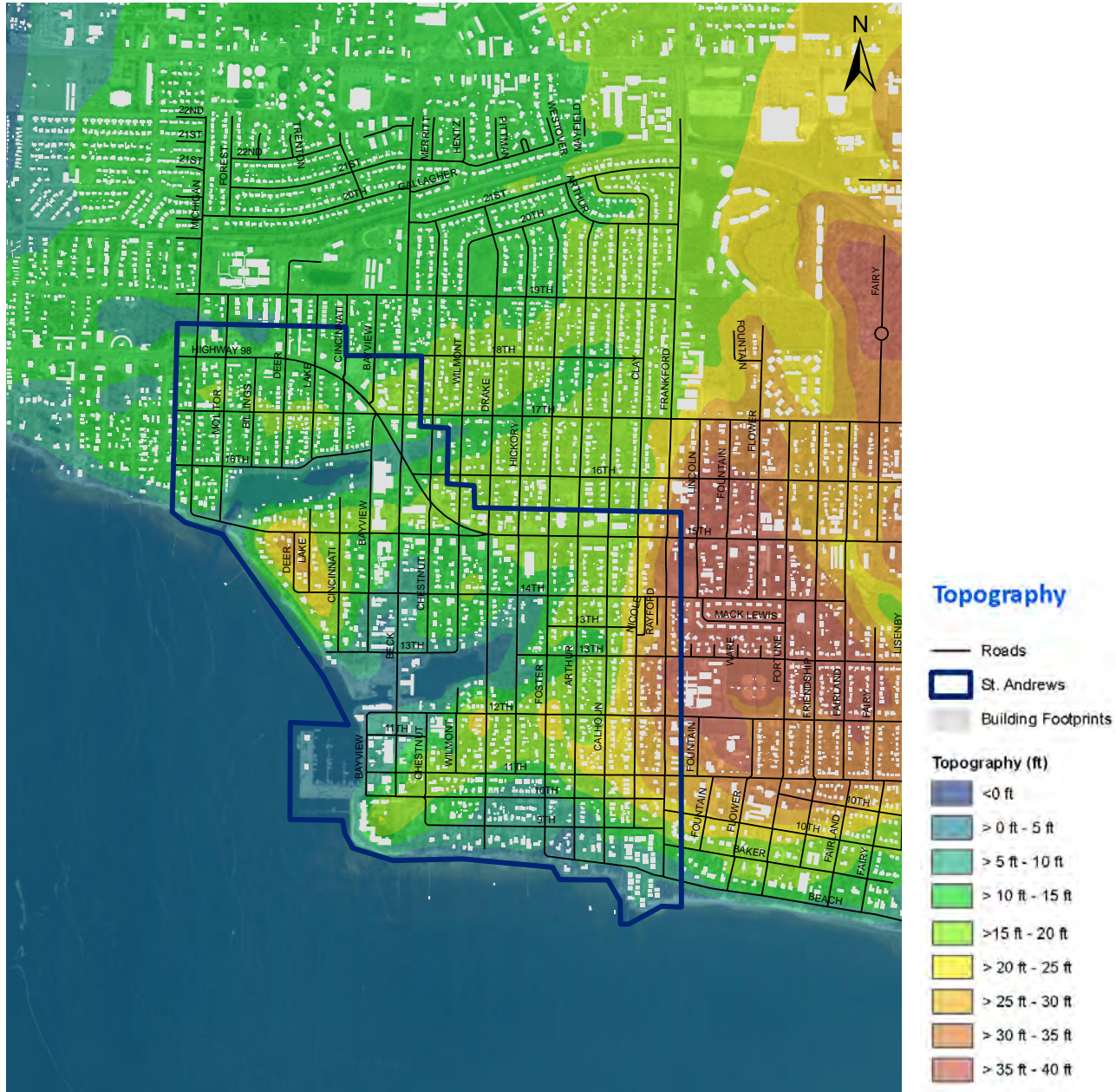
Following reopening of the marina, St. Andrews will offer additional development opportunities. The market should be able to support a new hotel on the water and additional retail/restaurant offerings along Beck Avenue. The exact timing of those opportunities will depend on resolution of the COVID-19 pandemic and restoration of public confidence in traveling and gathering together for entertainment and dining. Nationally, the hotel industry is expected to take three or four years to return to 2019's high occupancy levels; however, beach communities focused on the leisure market will likely recover more quickly. Retail and restaurant business failures caused by the pandemic may constrain the commercial market in the near term. Historic



storefronts have the advantage of lower rents/costs more affordable to independent, non-chain retailers. Simple new one- and two-story structures would help to maintain that affordability. New stores should be focused primarily between 10th and 12th streets to encourage filling in gaps between existing structures.

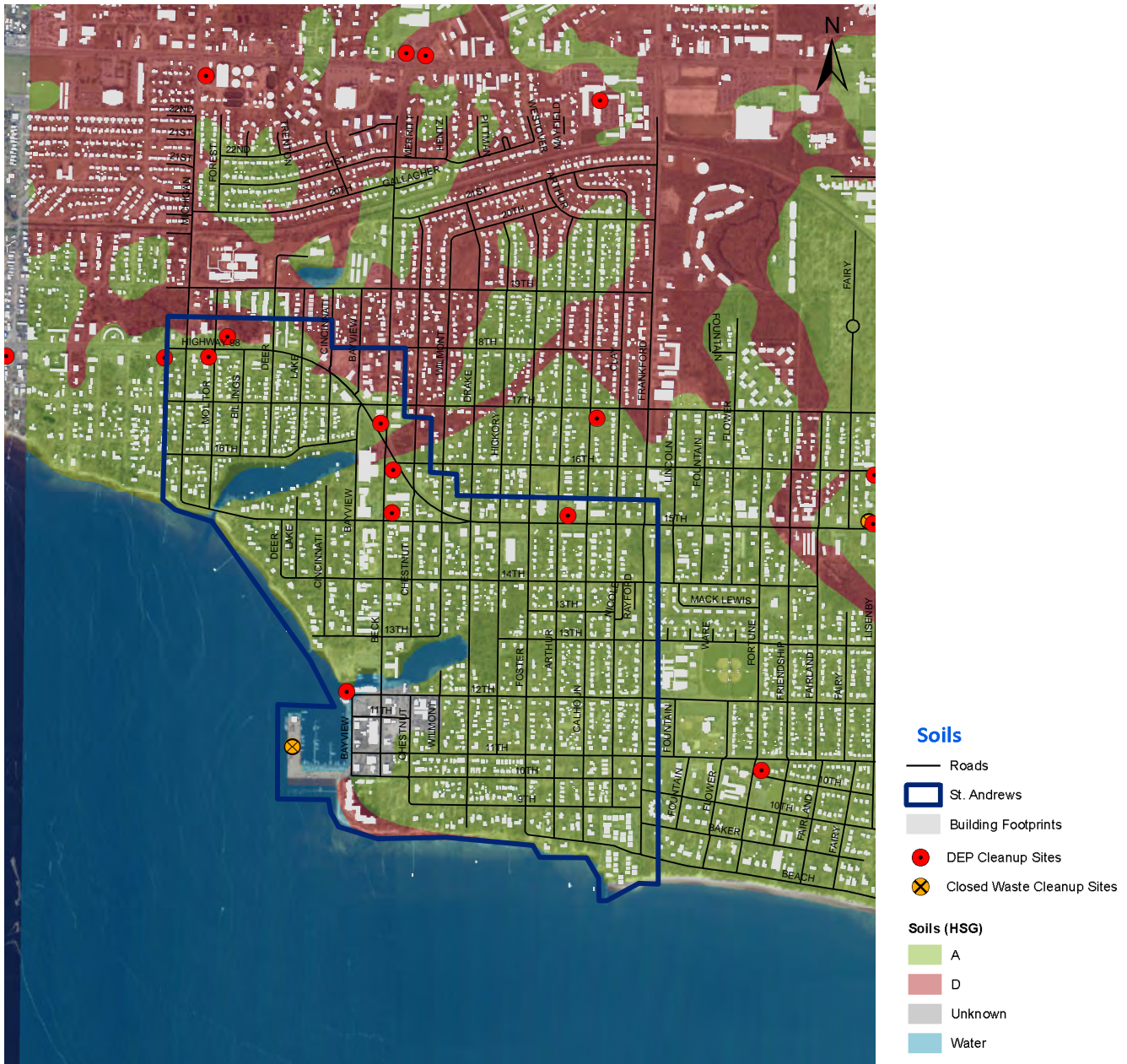
The continued revitalization of the St. Andrews commercial district will build market support for development of new housing. Harbour Village condominiums sold very quickly and have increased in value significantly over the years. A similar residential project with 200 to 300 condominiums could be developed on the waterfront property at 13th Street. The neighborhood has many infill lots that could accommodate new smaller multi-family apartment buildings as well as single-family houses. However, the high costs of construction create a challenge to delivering units at market prices.

Environmental Analysis



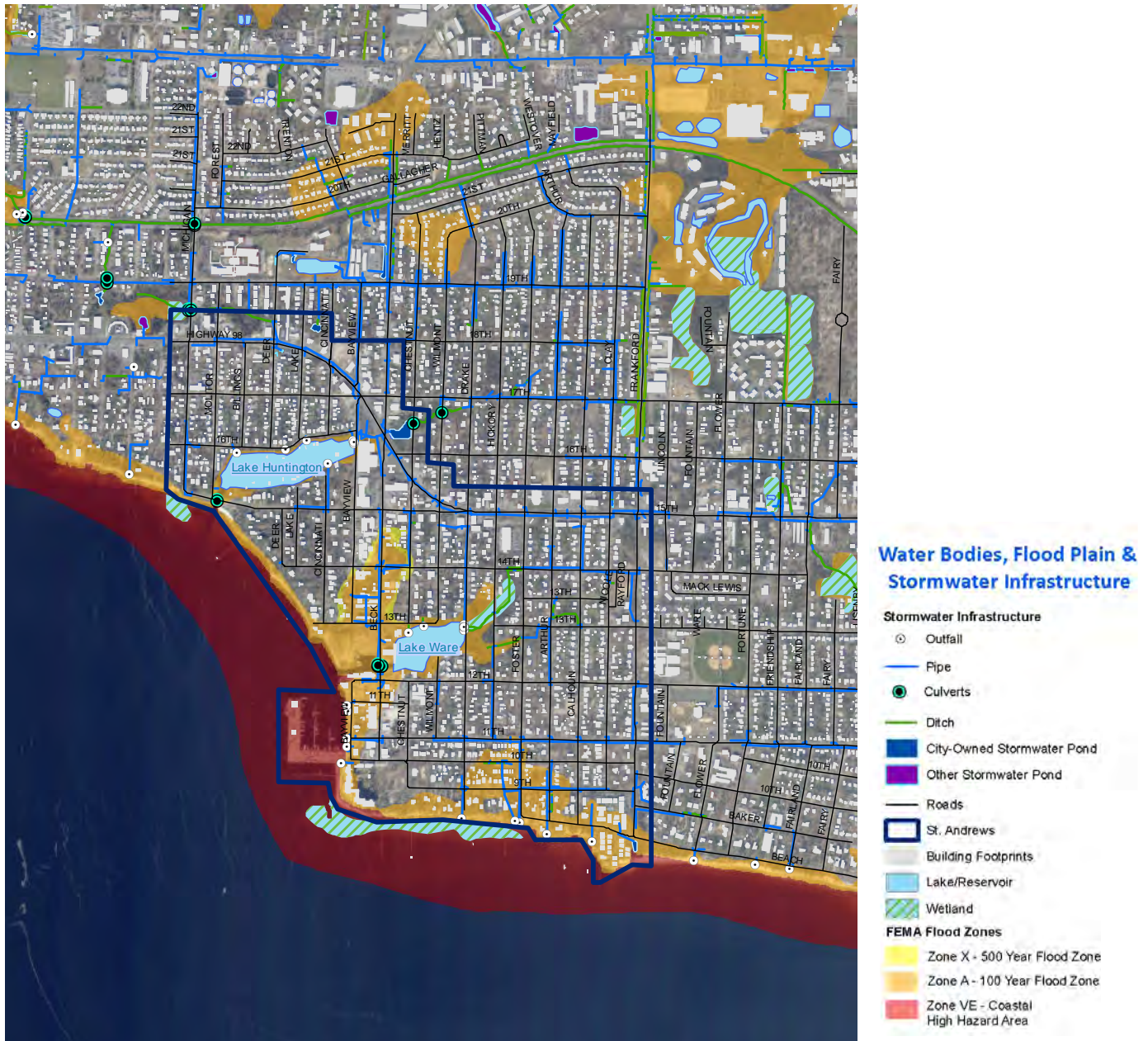
Topography & Drainage

The St. Andrews area is relatively flat and low-lying, with a small range in elevation as depicted in the topography map. Shown in blue and blue/green, the major drainage patterns follow the Lake Huntington and Lake Ware inlets and extend past the water bodies into the surrounding neighborhood.



Soils

Soil mapping for St. Andrews shows that the area is dominated by HSG A soils, which may provide opportunities in higher-elevation areas to infiltrate stormwater. Lower-elevation areas are likely to have high groundwater levels that would preclude infiltration systems.

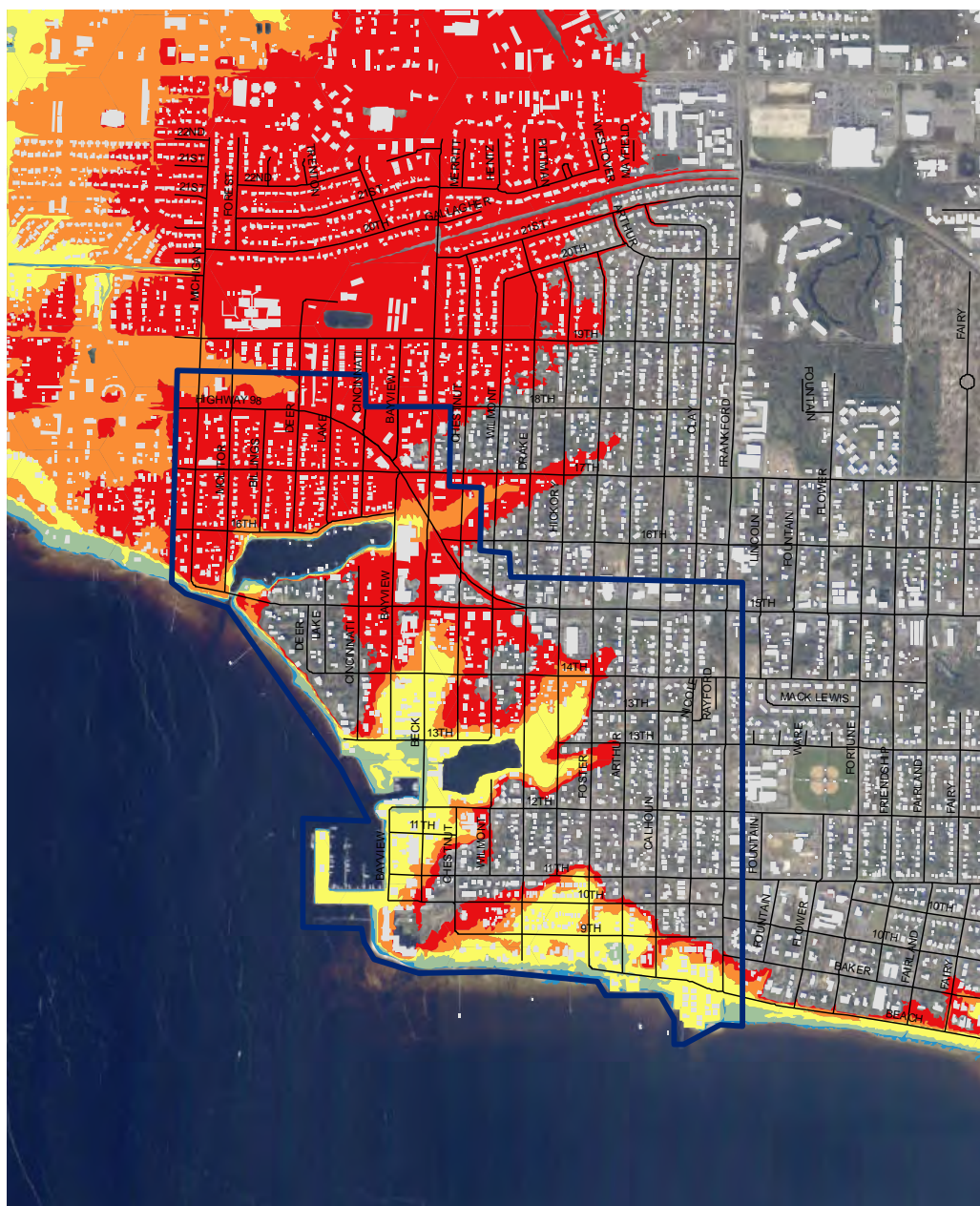


Stormwater & Green Infrastructure

Lake Huntington and Lake Ware are integral to the drainage system in this neighborhood, with large drainage pipes/culverts connecting both lakes to the Bay. As the City explores expanding recreational opportunities in these lakes, water quality and public health concerns should be carefully considered. Other than stormwater ponds, the drainage system in St. Andrews generally does not have stormwater treatment before discharge to the Bay. DPW noted that untreated stormwater discharges have caused sediment buildup, which affects boating for waterfront property owners. The City has dredged this area in the past to maintain access.

The 100-year flood zone follows the low area surrounding Lake Ware and to the east of Oaks by the Bay park. Upstream of Lake Ware, there are several vacant, privately owned parcels within the flood zone. These parcels may provide an opportunity to expand and enhance the wetlands for stormwater quality, flood storage, and passive recreation.

The land around Lake Huntington is mostly developed, with few vacant parcels. To the southeast, along Bayview Avenue, there are vacant parcels owned by St. Andrew Baptist Church and Bay County Audubon. Through public-private partnership, there may be an opportunity



Storm Surge Category

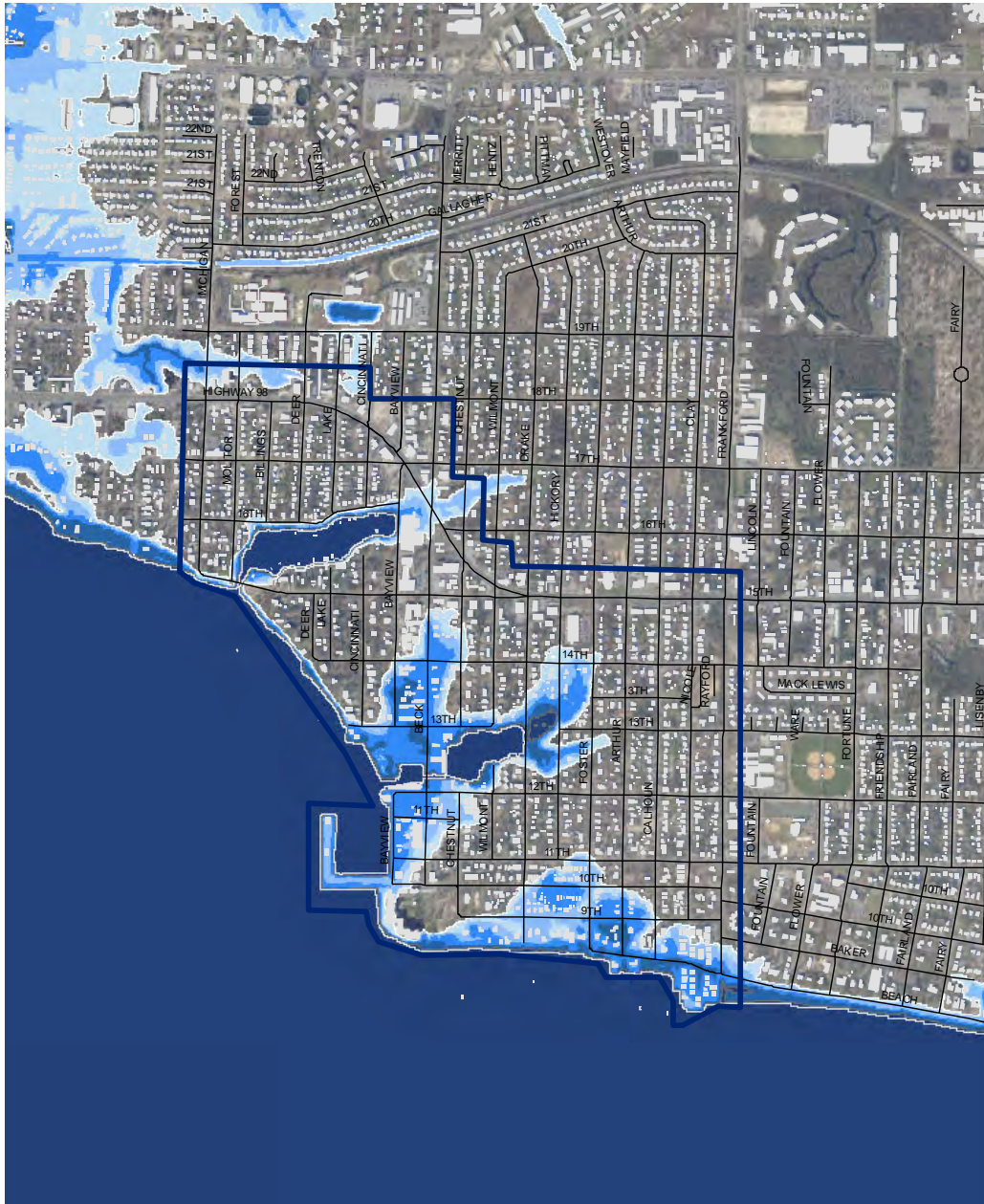


Storm Surge Flooding

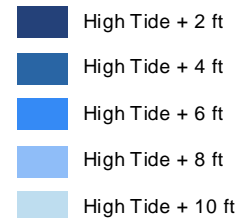
to enhance these properties with green infrastructure for stormwater quality, flood storage, and passive recreation. Upstream of Lake Huntington there is a large retention basin owned by the City. While it appears that space is limited, there may be an opportunity to expand, naturalize, and add passive recreation around the pond.

Stakeholders mentioned that Oaks by the Bay Park may present an opportunity for living shoreline restoration. The large parcel on waterfront between 12th and 13th Street, owned by CSS St. Andrews, LLC, may also provide an opportunity for shoreline buffer restoration.

Storm surge threatens a large portion of St. Andrews, including the downtown businesses, residential areas to the north, the St. Andrew Community Medical Center on Route 98, and the St. Andrews School.

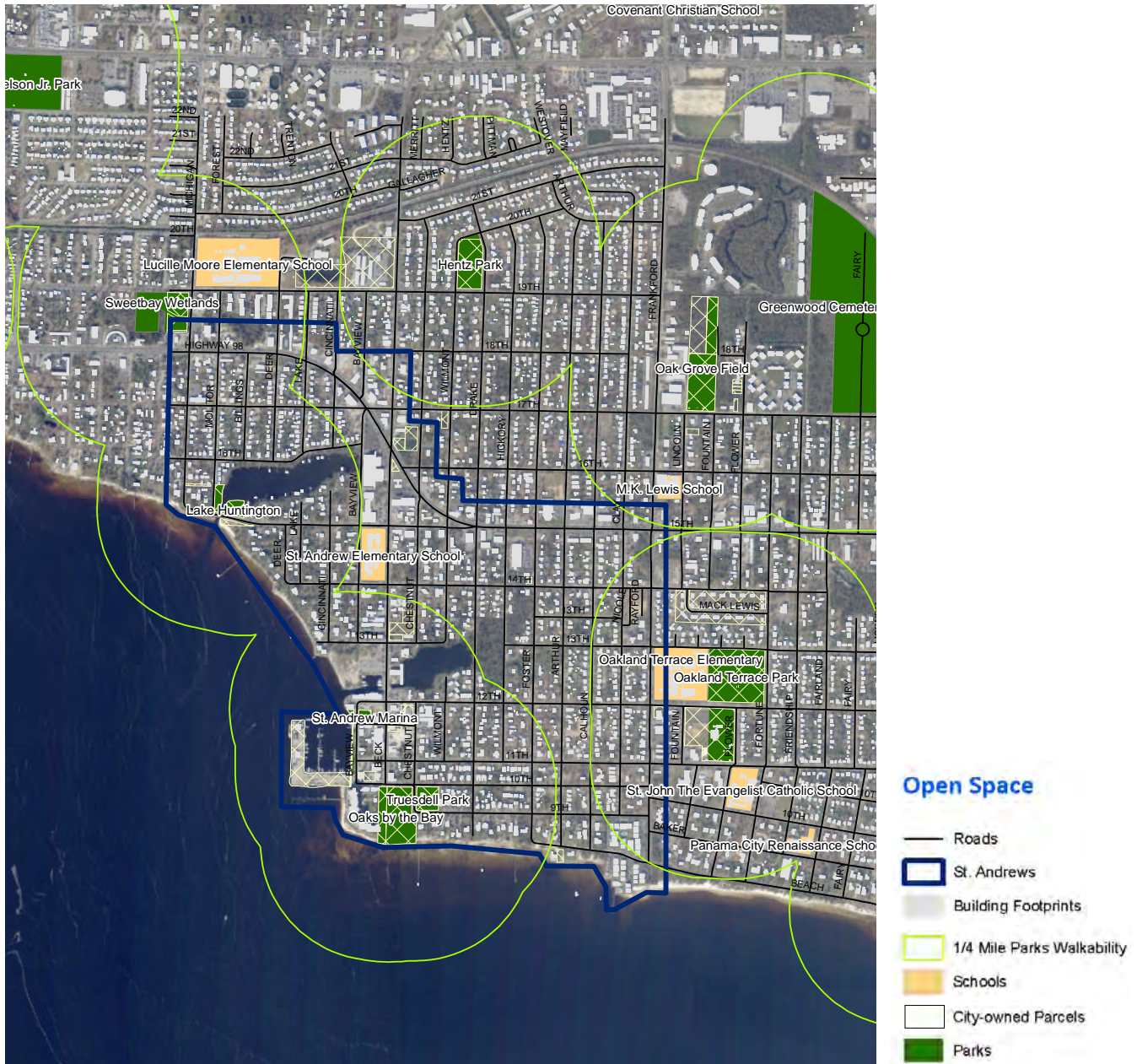


Tidal Inundation with Sea Level Rise



Sea Level Rise

Lower-lying areas within St. Andrews will be the most vulnerable to high-tide flooding resulting from sea level rise. Without mitigation, Beck Avenue between 11th Street and 15th Street and between 10th Street and W. Beach Drive will experience frequent high-tide flooding toward the end of the century. Many of the stormwater outfalls in St. Andrews will be frequently inundated during high tide. This may exacerbate drainage issues in St. Andrews, where high tide already causes backups in the drainage system and flooding of low-lying areas during storm events.



Open Space

The biggest concerns expressed for St Andrews is for more green space, organization, and access for pedestrians along the waterfront, opportunities for recreation, connectivity, and safety. Several public green spaces exist along the Bay with a concentration near 10th Street and Bayview Avenue.

Oaks by the Bay is one of the most loved parks in the area, providing green space, access to the water, event opportunities, and prior to Hurricane Michael, a strong canopy cover.

Truesdell Park incorporates small play equipment and a community center for events.

North of Oaks by the Bay is St. Andrews Marina and Waterfront, providing opportunities for people to walk along the water and enjoy a small gazebo. Most of the areas are dedicated to vehicles.

Lake Huntington Park acts as a major access point to the water, including a small green space and a club house. Stakeholders noted that parking does not meet the current needs.

Although not public, the property to the south of 13th Street occasionally has hosted public events such as a farmer's market.

Canopy Cover

The St. Andrews canopy cover is patchy with large gaps near commercial properties, along Beck Avenue, 15th Street, Bayview Avenue, 11th and 12th Street. These large gaps make the streets less inviting and will have an increased temperature during summer months. Damage that occurred during Hurricane Michael has decreased the canopy for the entire study area, including historically tree covered areas such as Oaks by the Bay Park. In addition to damage caused by the Hurricane, more frequent flooding and extreme weather continues to affect the existing canopy.

In St. Andrews, a strong forested area appears to be present to the southeast of Lake Ware. This canopy cover follows the natural drainage pattern of the land and lies within and adjacent to existing wetlands.

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



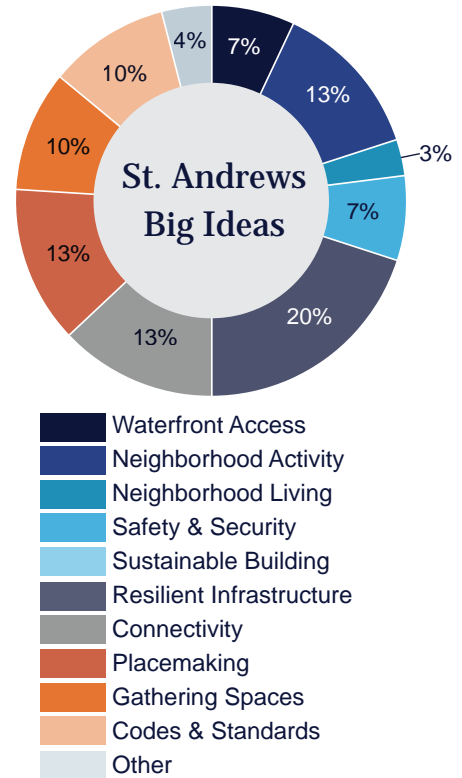


COMMUNITY IDEAS

The St. Andrews Input Session was held on June 18, 2020 with 98 attendees joining representatives from the City and planning team virtually via Zoom. Participants were asked to discuss common issues faced in the neighborhood and to mark them on a map during a group exercise.

A summary of the most often heard Big Ideas from community participants at the St. Andrews Input Session is below. The Big Ideas were also categorized according to the 10 Cornerstone Ideas developed as part of the Downtown Plan to graphically show top areas of interest (right). In St. Andrews, the ideas were distributed almost evenly among all categories with “Resilient Infrastructure” prioritized among others at 20%.

Following the meeting, the DK&P team created a synthesis diagram to begin compiling ideas discussed and marking locations identified as opportunities. The map paints a big picture of ideas including a new design for Beck Avenue, creating public open space at the marina, and adding a bike connection to downtown.



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

Summary of the 3 Big Ideas

GROUP 1:

- » Beck Avenue as a City main street, not a state street
- » Architecture and landscaping guidelines for the whole City
- » Environmental integrity of the Bay and resilience of the infrastructure

GROUP 2:

- » Parking - code enforcement and supply
- » Infrastructure improvements to help quality of life
- » Marina - as historic iconic feature

GROUP 3:

- » Beck Avenue - fix safety issues, make it pedestrian oriented
- » Infrastructure - stormwater, marina, community broadband, finish underground utilities
- » Make it easier to open businesses

GROUP 4:

- » Parking could use improvement
- » Moving Bus. 98. Add bike lanes. Safer intersections
- » Public parks. Skate park, splash pad, amphitheater

GROUP 5:

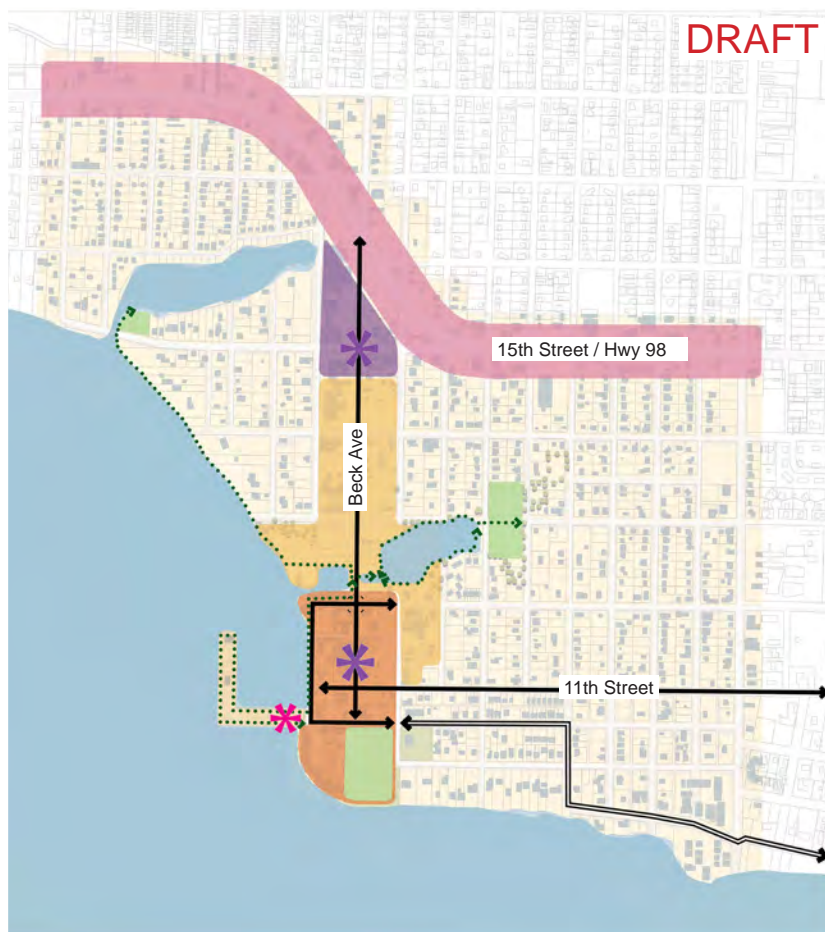
- » Relocate Business 98 off of Beck Ave
- » Walkability on Beck / Bike Connections to Downtown
- » Stormwater management (under parking)

GROUP 6:

- » Bike path to connect both marinas and on 10th St
- » Re-activate the motel area with mixed-use development and water activities on the lake
- » Grocery store and activation of St. Andrews school area

Draft Synthesis Map

- Neighborhood Area
- Potential Gateway Area
- Neighborhood Center
- Neighborhood Infill/Opportunity Area
- Corridor Infill/Opportunity Area
- Waterfront
- Parks & Open Space
- Gateway
- Mixed-use Center
- Street Improvement / Pedestrian & Bike Connection
- Bike Connection
- Trail



GROUP 7:

- » Investing in art and fostering an artsy culture
- » Lake Ware as community asset
- » Coordinated long term plan for infrastructure/future development

GROUP 8:

- » Beck Avenue - Parking, traffic, lighting, shade
- » Preserve the character of local businesses and housing
- » Activities for kids; parks

GROUP 9:

- » Infrastructure investment, fix water pollution issues
- » More business opportunities
- » Fix cut through traffic problem, slow down traffic (Beach Dr and 15th St)

GROUP 10:

- » Invest & expand St. Andrews as a tourist destination
- » Expand housing diversity to greater St. Andrews
- » Upgrade / enhance the marina as the gem of St. Andrews

98
participants

ST. ANDREWS INPUT SESSION

NEIGHBORHOOD VISION

ST. ANDREWS BIG IDEAS

Create a Complete Neighborhood

Increase Water Access: activate Lake Ware; marina as iconic space; kayaks; waterfront paths; water taxi

Incentivize Infill Housing: affordable and diverse housing types

Invest in Arts & Culture: public art; expand tourism; plan for reuse of St. Andrews school

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

Address Parking: enforcement & supply; include strategy for boat trailers

Update Standards: architecture / design standards; streamline business permitting

Create Great Streets

Redesign Beck Avenue: Main Street; improve safety; pedestrian-oriented; lighting, parking, shade

Connect Pedestrian & Bike Networks: connect to downtown via 10th/11th Street and Beach Dr.; connect Lake Ware to waterfront; remove Business 98 designation on Beck Ave

Create Resilient Open Spaces & Infrastructure

Upgrade Infrastructure: improve water quality, underground power, upgrade pipes

Improve Existing Open Spaces: including Oaks by the Bay, Truesdell Park and the marina

Include New Open Spaces & Green Infrastructure: address flood-prone areas, increase resiliency

The vision for St. Andrews preserves the character of the historic fishing village while adding new mixed-use buildings on vacant and underutilized lots to make the area more complete, walkable, memorable, and vibrant. Sustainability and urban design standards will guide new development to be resilient to future storms, compatible with the character of historic precedents, and contributive to a walkable urban realm. A variety of buildings types can accommodate homes, shops, and businesses. Enhancement to public spaces such as the marina, bay and lake frontages, new and existing parks, and key streets such as Beck Avenue and 11th Street support community activity.

St. Andrews Illustrative Plan Concepts:

- A** Priority street connections are identified for safety, walkability, and bikability improvements.
- B** Multi-use paths connect the waterfront, yacht basin, and Lake Ware.
- C** New development incorporates resiliency measures, such as raised finished floors and water smart parks.
- D** Historic St. Andrews school building is preserved with a public reuse (potential community center).
- E** A grocery store is rebuilt on this vacant site; improved pedestrian and bike facilities (crosswalks, protected sidewalks and bikeways) increase access for surrounding residents.
- F** New development continues the street-oriented pattern established by the historic village and follows new resiliency standards.
- G** The marina is enhanced to encourage pedestrian use and public gatherings while providing needed boat and vehicle parking.
- H** The street tree canopy is restored; street retrofit projects are a top priority for green infrastructure.
- I** Existing and future City parking lots serve the downtown; the lot at Chestnut Street is reserved for a future garage.
- J** Shuttles can run from remote lots on weekends to make best use of existing parking.
- K** Signage, art and an improved public space mark the entry to St. Andrews.

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

Filling in the Historic Downtown:

- A** Walkability is enhanced with widened sidewalks, street trees, improved crosswalks, outdoor dining, and street-oriented buildings appropriate to the historic context, filling gaps between existing buildings.
- B** Development on the former Copa Cabana site is consolidated on the north end of the parcel, improving the connection between Lake Ware and the bay.
- C** New development north of the Lake Ware inlet is elevated over a layer of parking to be resilient to future storms and sea level rise.
- D** A floodable stormwater park accompanies new development, designed as quality public space with access to waterfront views.
- E** A parking garage on the Chestnut Street parking lot provides convenient parking for downtown patrons and is lined with habitable space to shield the view of parking from the street.
- F** After a parking garage is constructed, existing surface parking lots could become infill development sites.
- G** Existing buildings fit among new infill buildings in the downtown.
- H** Villa Gateway Park is realized as a public gathering space offering seating area, plaza space with plantings, and viewing area along the water to watch the sunset.

Right: Potential future conditions in downtown St. Andrews

Below: Existing conditions





For Illustrative Purposes Only

Complete Neighborhoods

St. Andrews should be a community of complete neighborhoods with places to live, work, shop, and access the waterfront. In the historic downtown neighborhood, an improved marina will include needed boat facilities and infrastructure with improved pedestrian access and an iconic gathering place. Waterfront paths will connect the bay and Lake Ware. Places for public art consistent with the neighborhood “salty” aesthetic should be reserved in streets and public spaces. Investing in placemaking, streets and public spaces, and historic preservation will support tourism.

Mixed-use infill buildings should fill vacant lots to make the area more complete. New buildings should follow the pattern established by existing precedents, with shopfronts and street-oriented buildings defining a pleasant pedestrian environment in the downtown. Updates to the zoning code should support this vision, specifying the placement and massing of buildings, and including building design standards to ensure quality, durability, and agreeable proportions.

Parking is needed to support local businesses and boating activities, but should be located and designed so that it does not detract from the historic village setting. Active building facades, rather than parking lots, should line downtown’s sidewalks. Design concepts for surface lots and structures on City-owned parcels are shown on the illustrative plan; the strategy for parking is further detailed in the *St. Andrews Parking Study*, described later in this chapter.

Create a Complete Neighborhood:

- » *Increase Water Access*
- » *Incentivize Infill Housing*
- » *Invest in Arts & Culture*
- » *Provide Desired Amenities*
- » *Address Parking*
- » *Update Standards*

Downtown St. Andrews Concepts:

- A** Under City ownership, Beck Avenue is redesigned to include wider sidewalks, right-sized vehicle lanes, shade trees and green infrastructure, and safe crosswalks. The street may be curbless to better accommodate festivals and gatherings.
- B** Development on this vacant waterfront lot can include open space and a mix of uses including homes, shops and businesses. The waterfront park has trails, places for community gathering, and accommodates water retention. Development is elevated over a concealed parking deck.
- C** An existing City parking lot on Chestnut Street could become a parking garage, providing needed parking to existing businesses and lined with habitable space to shield the view of parking from the street.
- D** A vacant City-owned parcel near 13th Street is improved to provide public parking; a new building conceals views of parking from pedestrians on Beck Avenue.
- E** The City-owned parking lot on Bayview can remain in the near term. If a parking garage is built nearby, this lot could accommodate a new building with waterfront views that provides a better pedestrian frontage.
- F** An improved marina includes boat facilities, boat trailer and vehicle parking as well as improved pedestrian circulation and places for gathering with water views.
- G** Oaks by the Bay improvements include enhanced tree canopy, lighting, and other amenities; plus an improved connection to Truesdell Park, which includes playspace and gathering spaces.
- H** Widening the water connection between Lake Ware and the bay improves water quality; options for a bridge with circulation under Beck Avenue can be explored.
- I** A waterfront pedestrian connection is provided from Beck Avenue to 13th Street along Lake Ware.
- J** New buildings follow the pattern established by existing precedents, with shopfronts and street-oriented buildings defining a pleasant pedestrian environment in the downtown.
- K** New buildings in the flood zone have elevated finished floors to be resilient to storm surge and flooding. Architectural treatments such as screening walls and upstairs balconies reinforce the pedestrian realm.
- L** Many existing buildings remain in the downtown, supported by new residents and activity that accompany revitalization.
- M** Safe bike facilities on 11th Street and Bayview Avenue connect the downtown to surrounding neighborhoods.



Designing Shopfront Buildings in the Floodplain

Much of the historic St Andrews downtown area is located in a floodplain, making it especially vulnerable during storm events. To increase resilience and reduce the negative impacts of future flood events, existing and proposed buildings should be adapted — either utilizing special construction methods to withstand flooding like dry floodproofing or by raising habitable space above projected flood elevations.

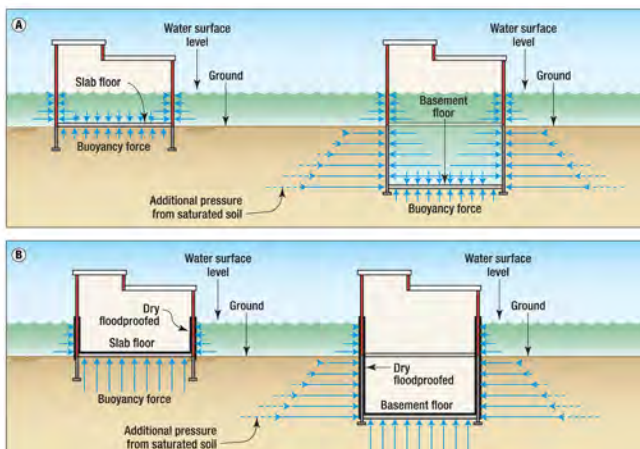
Both of these approaches, outlined further below, offer merits as well as potential challenges in their use. The goal when employing any of these methods is to ensure historic downtown St. Andrews continues to evolve as a vibrant, mixed-use walkable environment.

Dry Floodproofing

FEMA defines dry floodproofing as construction whereby “the building... be designed so that it is watertight below the Base Flood Elevation (BFE), with walls substantially impermeable to the passage of water, and with structural components that are capable of resisting hydrostatic and hydrodynamic loads and effects of buoyancy associated with the design flood event.”

With dry floodproofing, habitable space can be located below the Base Flood Elevation and therefore provides the advantage of maintaining commercial shopfronts at the same elevation as the adjacent sidewalk, facilitating normal visual merchandising techniques.

Disadvantages of dry floodproofing, however, are the often substantial construction costs and the manual intervention required to secure watertight panels over building openings prior to a flood event.



Above: Multiple elevated shopfront buildings linked by an accessible shared front boardwalk.

Below, right: Shopfronts buildings individually elevated.

Below, left: Diagram explaining dry floodproofing, from FEMA's guide to [Floodproofing Non-Residential Buildings](#).





Elevating Buildings

An alternative to dry floodproofing — buildings can instead be elevated so that habitable space is above the Base Flood Elevation (BFE) plus any additional required freeboard. Buildings can be elevated individually or in groups with shared pedestrian circulation.

Shopfront retail depends upon visibility from patrons passing by. Elevating buildings can present challenges for how buildings relate to the sidewalks and contribute to the traditional public realm, so design approaches should make sure that new buildings improve and do not detract from the historic core:

- Clear sight lines to shopfront windows and signage must be carefully designed and maintained.
- Elevated platforms should be configured to maintain clear at-grade sidewalk passage for pedestrians.

Elevated Shared Front Boardwalk Elements:

- | | |
|---|--|
| A Elevated shared front boardwalk. | F Stairs placed along natural pedestrian paths. |
| B Elevated shopfronts. | G Face of elevated shared front boardwalk is screened. |
| C Outdoor boardwalk dining. | H Elevated buildings can be placed above a layer of discreetly-screened surface automobile parking. |
| D Accessibility ramp. | |
| E Ramp access from front sidewalk. | |

- Stairs to access elevated platforms should be placed along logical pedestrian circulation paths.
- Accessibility ramps should be convenient and architecturally harmonious.
- The visible sides of elevated platforms should be attractively screened to prevent views of storage or parking below. Techniques may include architectural articulation, landscaping, display cases and murals.

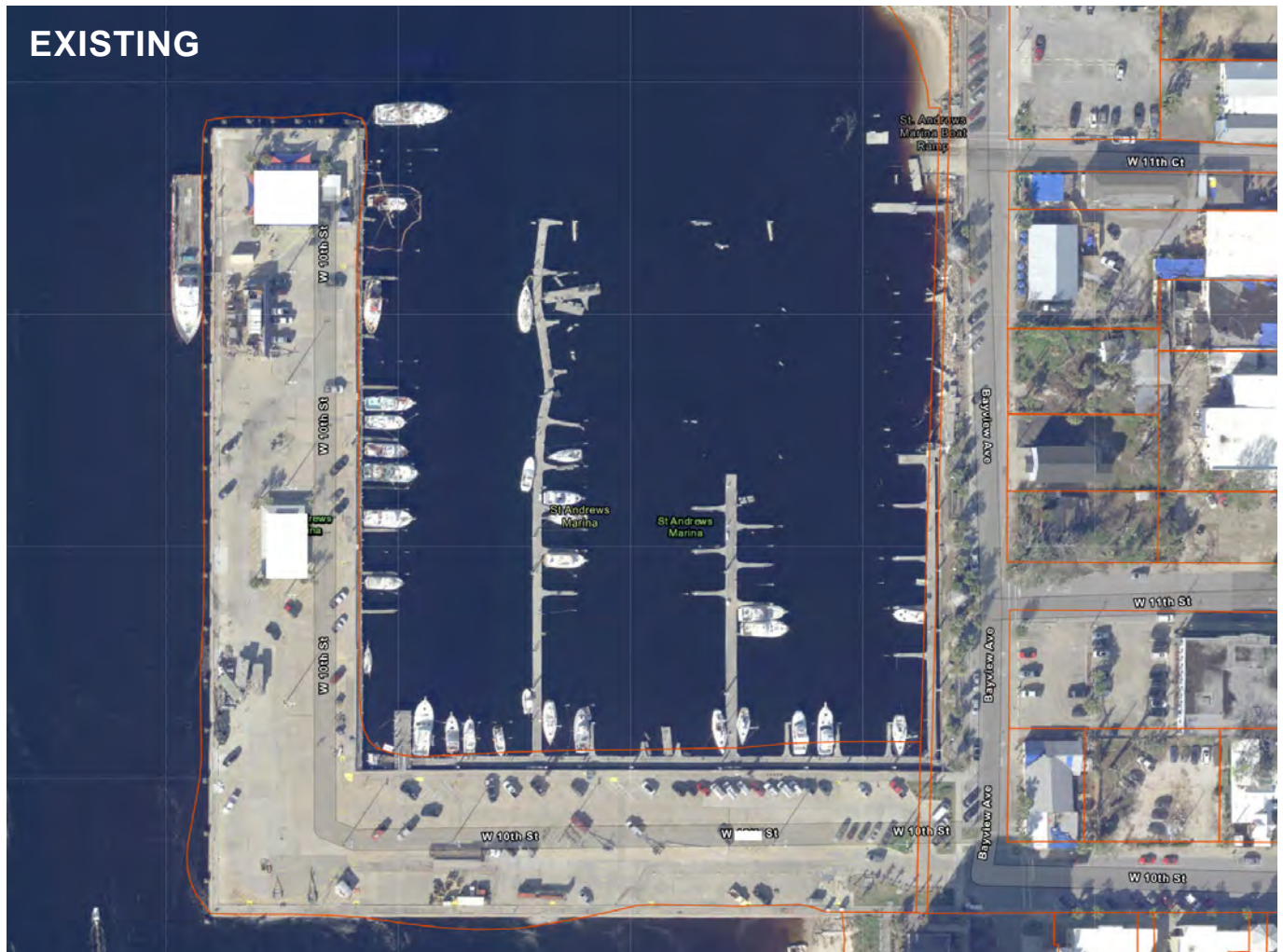
St. Andrews Marina

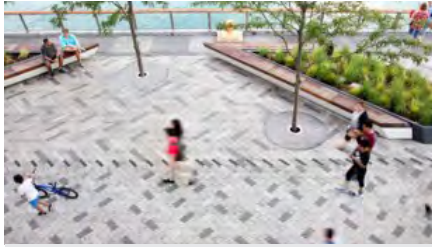
St. Andrews Marina is shared by boaters, tourists, and locals, and is central to the historic fishing village identity of St. Andrews. In 2018, Hurricane Michael took a toll on this major landmark, damaging the boat docks, slips, and structures on the platform. An aerial view of the marina area post-storm is shown below.

Several shared priorities and goals for the marina's future have been identified by the community. In addition to restoring damaged boat facilities, a common goal is to include additional pedestrian circulation and gathering space that can be shared by visitors and locals alike. These spaces could include new programming, such as outdoor seating and gathering spaces that provide moments to view the sunset. Outdoor pavilions and planters with trees could help provide respite from the sun. Green space should be flexible so that a range of activities may make use of the space. At the hinge of

the marina, a focal point provides the opportunity for a defining and celebratory sculpture.

In addition to desired gathering spaces, the need to accommodate vehicles along with boat trailer parking is critical. The core of St. Andrews contains vibrant businesses and restaurants; the functioning marina with charter boats, slip renters, and other visitors produce parking demands as well. Accommodating parking for all is an on-going issue for St. Andrews; the St. Andrews parking study discussed later in this chapter outlines these challenges and potential solutions. The proposed layout on the next page dedicates space for boat trailer and vehicle parking on the southern leg of the marina. The flow of vehicles, layout of parking, and timing of use are key factors in successful implementation.





A Seating pockets



B Signage & wayfinding



C Focal sculpture



D Gathering space



E Flexible green space



F Outdoor seating



St. Andrews Gateway

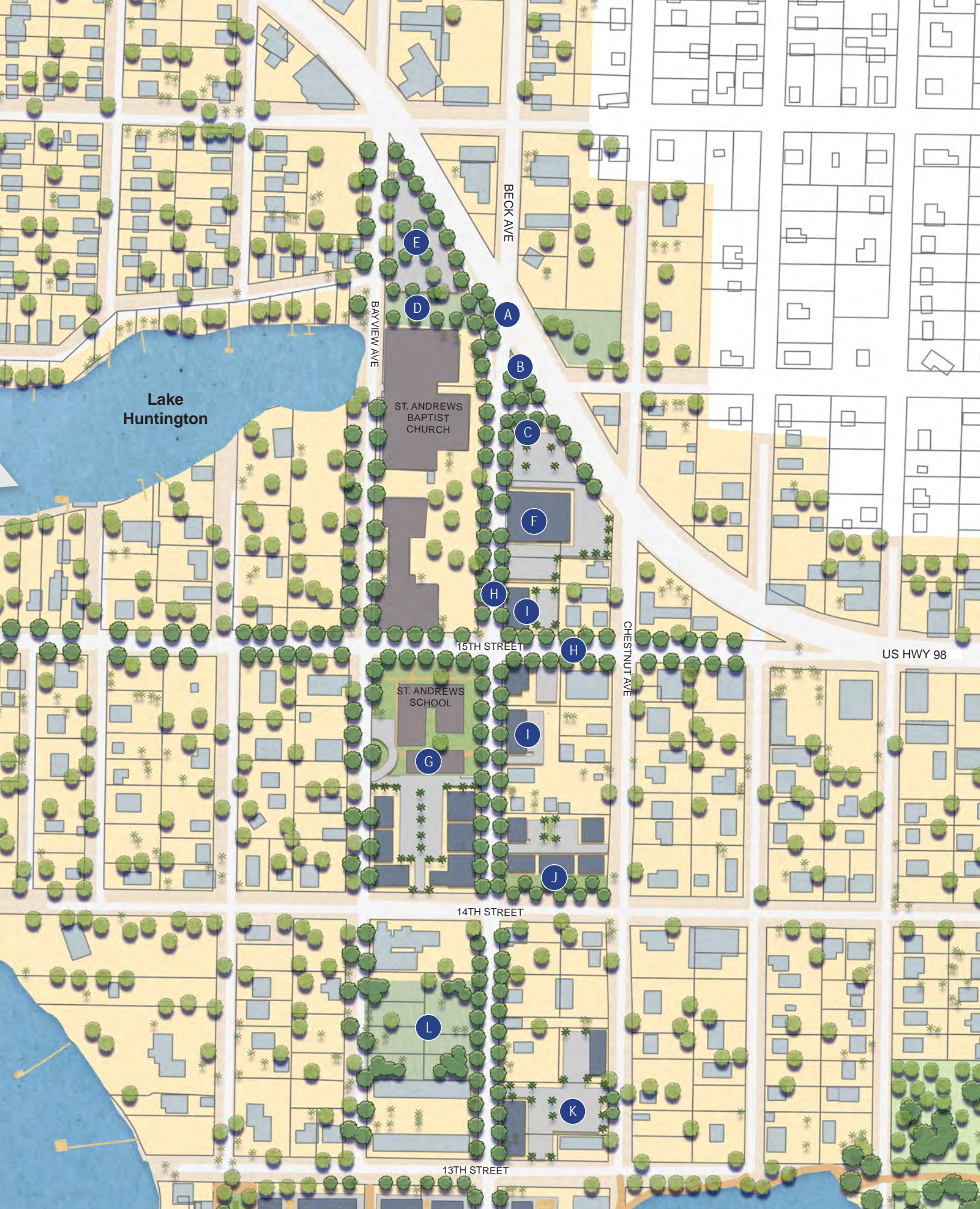
North of the downtown area, the entry to St. Andrews on Beck Avenue should be improved as a gateway area with neighborhood signage, public art, and improved streets and public spaces. Priority streets have been identified for safety, walkability and bikability; as streets are redesigned, they should include street trees and green infrastructure. The intersection of Beck Avenue and Highway 98 should be studied for pedestrian/bicycle safety improvements to connect residents from the north to St. Andrews.

The St. Andrews school should be restored and reused as a community facility; one potential use discussed at the input sessions was a community center with adult education classes. The campus behind the main building has been graded up out of the floodplain; this could become an infill housing site.

A mix of uses, including shops, office and housing, can fill in underutilized frontages along Beck Avenue, creating a walkable center for surrounding residents. A mix of affordable housing types can fill in the neighborhood. Sidewalks should be provided on at least one side of all neighborhood streets to connect residents to neighborhood commercial areas.

St. Andrews Gateway Plan Concepts:

- A** Improve intersection with safe pedestrian and bicycle crossings. Explore potential for pavement removal and the addition of green infrastructure as part of the intersection redesign.
- B** Signage, art and an improved public space mark the entry to St. Andrews.
- C** The edge of this parking lot could be reserved for food trucks to activate the new park space.
- D** Green infrastructure can be added to this parking lot edge to capture water flowing toward Lake Huntington.
- E** Shuttles can run from remote parking lots near Highway 98 to the historic downtown on weekends to make best use of existing parking resources.
- F** A grocery store is rebuilt on this vacant site; improved pedestrian and bike facilities (crosswalks, protected sidewalks and bikeways) increase access for surrounding residents.
- G** Historic St. Andrews school building is preserved with a public reuse (potential community center); new housing could fill the southern end of the site, which is built up on higher ground.
- H** Priority street connections are identified for safe, walkable, and bike-friendly enhancements. The street tree canopy is restored; street retrofit projects are a top priority for green infrastructure.
- I** A mix of uses – including housing – fill in empty or underutilized lots.
- J** New development should include green infrastructure or water smart parks.
- K** A City-owned lot at the intersection of Beck Avenue and 13th Street is used for public parking. A new mixed-use building should be placed at the street frontage to shield pedestrian views of parking.
- L** In the long term, some low-lying areas could become part of the natural green system.



St. Andrews Parking Study

Downtown St. Andrews is a desirable and thriving area where many people, including residents, tourists, business workers, and the boating community, all come together. At any given time of day, streets are shared by pedestrians, bicyclists, vehicles, and trucks with boat trailers. Accommodating the needs of these diverse travelers is a challenge with limited availability of space, and it compounds with the potential for new businesses and future growth. The planning team's transportation consultant, Hall Planning & Engineering, was tasked with undertaking a Parking Study in conjunction with the Neighborhood Plans; a brief summary is provided on these pages.

Community Input

In addition to the Neighborhood Plan events highlighted in Chapter 2, additional activities gathered community input about parking needs in St. Andrews. On July 23, the planning team was invited by Commissioner Nichols to lead a discussion about parking at his recurring Coffee with the Commissioner meeting. The planning team started with an introduction of anticipated components of the study: data collection, evaluation of data, potential solutions, and final report recommendations. Major parking generators were highlighted, which included area restaurants, churches and schools, and boat parking areas. Business owners and interested residents discussed the daily challenges and pressures shared by those that live and work in the area.

In August, the planning team released an online survey to gather key information about people's use of parking. Over 260 people participated in the survey generating a lot of data. Questions were asked with regard to:

- frequency of visits
- activities that occur during visit
- time of day and length of stay
- parking preferences
- frequency of boat launches
- time of day of boat launch and length of stay

The Parking Study has four sections:

1. Policy and Technology Review

- Check other city parking programs for examples and costs

2. Current Conditions in St. Andrews

- Determine base public / private spaces and off-street vs on street parking supply

3. Regulatory Review

- Parking ratios by land use and operational procedures

4. Recommendations & Implementation

- Parking study recommendations

260+
participants
ST. ANDREWS PARKING SURVEY

Parking Study Recommendations

The Parking Study examines current parking supply and regulations in the St. Andrews neighborhood study area (particularly Downtown St. Andrews), reviews good practices from other cities, and analyzes future parking demand supporting current and future businesses, residents and visitors.

FDOT’s Context Classification system is increasingly being used by the City and others across the state to plan for transportation facilities in coordination with local context. Most of the St. Andrews study area is currently classified as C4 Neighborhood General and C5 Neighborhood Center. This has significant consequences for parking. First, a C4 and C5 classification is meant to be not only walkable but enjoyable for biking, transit usage and driving slowly in motor vehicles, while balancing space in the Right of Way (ROW) between multiple modes of transportation. Second, context-based design emphasizes on-street parking and concealed off-street parking lots. This allows targeted parking planning for more supply. The more people walk and bike the fewer parking spaces are required. Embracing C4 and C5 design standards will alleviate significant demand for parking.

An important finding from the survey responses is the mismatch between the type of parking in greatest demand and the type of parking in greatest supply. **65% of respondents prefer public or on-street parking. Only 28% of St. Andrews parking spaces fit these types.**

The Study documents three cornerstone ideas and six ideas for implementation. To address current and future parking needs, the City is encouraged to take multiple approaches to solve the parking demand. Increasing parking supply is one solution; however, encouraging all transportation options should be included within the City’s parking strategies. A complete and continuous approach to parking will ensure that St. Andrews remains “salty”, as new developments evolve and the neighborhood plan comes to fruition.

Parking Study CORNERSTONE IDEAS

1: DECREASE DEMAND	2: INCREASE SUPPLY	3: MANAGE OPERATIONS
<ul style="list-style-type: none">• Improve Transit• Cultivate Walking and Biking• Launch Micromobility	<ul style="list-style-type: none">• Pave 12th & 13th Street Lots• Construct 12th Street Garage (as needed)	<ul style="list-style-type: none">• Explore Feasibility of Paid-Parking• If it is Feasible, use Flowbird or ParkMobile

Zoning Considerations

Implementation of the neighborhood vision will propel the future success of St. Andrews as a thriving, mixed-use, walkable neighborhood. A review of current zoning regulations finds that some modifications are needed to align regulatory requirements with the overall neighborhood vision.

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

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

A challenge for future development in the General Commercial zoning districts, particularly on northern portions of Beck Avenue and on Chestnut Avenue, is the district's prohibition of residential uses. Permitting a mixture of uses in the historic neighborhoods allows market forces to drive redevelopment, reducing the number of vacant properties and increasing activity on neighborhood streets.

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

Many required setbacks are larger than what is measured for existing buildings in St. Andrews and larger than what is illustrated for future buildings in plan renderings. Setbacks should be calibrated in all neighborhood areas to correspond to the traditional neighborhood setting and future vision. Adding a parking setback will ensure that parking does not line sidewalks in neighborhood areas where walkability is a priority.

- **Adjust Parking Ratios**

St. Andrew's historic core has a number of parking generators—restaurants and shops, workplaces, homes, and the marina with charter boats, slip renters and recreational visitors. But, it also benefits by being a traditional park-once environment - where it is possible to do many activities on foot without having to go back to your car. The zoning code stipulates a one-size-fits-all approach to parking. St. Andrews would benefit from an approach that is more suited for a walkable, mixed-use environment. The St. Andrews Parking Study in Appendix B will inform strategies and should guide future decision-making for adjustments to minimum parking requirements and parking management strategies in St. Andrews.

Existing Zoning & Future Character

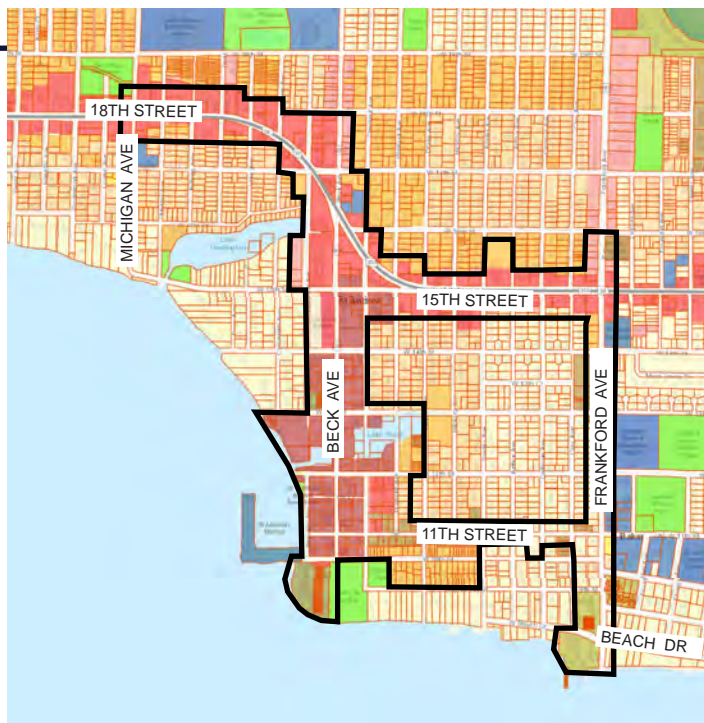
Reviewing the Existing Zoning Map (left) and Future Character Map (right) side-by-side helps to identify areas where the zoning should be updated to accommodate future development according to the neighborhood vision. The chart below summarizes provisions that are a barrier to the visions, as well as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

- **Allow and Encourage “Missing Middle” Housing Types**

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 widths and sizes, large front yard setbacks, and minimum parking requirements that discourage or prohibit these housing types in the neighborhood's 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.

- **Add Standards to Support Walkability**

Beyond simply allowing development according to the vision, new standards such as maximum building setbacks and minimum parking setbacks can be crafted to shape new development. The St. Andrews community voiced a desire for building design standards. There are existing design guidelines today, but the community would like the new standards to be included in the zoning code to improve consistency. In St. Andrews, the historic core is located in the 100-year floodplain, vulnerable to storm events and future sea level rise. New buildings will need to be raised above the sidewalk or use construction techniques such as dry flood-proofing to be protected from flooding. Design standards can guide new buildings to fit with the existing context; for example, elevated buildings should have screened parking or otherwise provide visual interest along the ground level to maintain a strong street presence.



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

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):
St. Andrews Downtown District (StAD)	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, liner buildings, and elevated buildings (for areas in the floodplain)
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 6,000sf• 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

Great Streets

St. Andrews is where local residents, boaters, and visitors come together to walk, bike, drive and access the waterfront. The street life in St. Andrews is dynamic with many activities taking place within the public realm. The various groups within the shared public space provide a unique cultural backdrop, but they raise competing interests in terms of the limited space available for walking, biking, driving, and parking.

Beck Avenue forms the primary commercial spine of St. Andrews. It is the Main Street of this community, the location of parades and community gatherings. It is also designated as US 98 Business, owned by FDOT. US Business 98 passes through central portions of each of the neighborhoods (Glenwood, Millville and St. Andrews). The city has begun conversations with FDOT to transfer this street corridor to City ownership, which would give the City more direct control to implement desired street design changes appropriate for the neighborhood context that it passes through. The vision for Beck Avenue includes improved safety for pedestrians at crossings; pedestrian-scaled lighting, shade, and parking; and making the street more conducive to be the center of pedestrian activity for the neighborhood downtown. South of 12th Street, a curbless street design will allow for festivals and community events to fill the streetspace. North of 12th Street, enhanced sidewalks connect pedestrians to downtown St. Andrews.

Each of the streets in the core of downtown (from 10th to 12th Street and from Bayview to Chestnut Avenue) should be programmed with shade trees and other walkability elements. North of the Lake Ware inlet, Bayview Avenue can be a dedicated bike facility parallel to Beck Avenue.

11th Avenue is a significant east-west street that connects St. Andrews to Glenwood, Millville and Downtown Panama City. Beach Drive runs parallel to the shoreline of St. Andrews Bay and 11th Avenue, connecting St. Andrews to Downtown Panama City. These streets should be programmed by the City and Bay County Transportation Planning Organization (TPO) as Complete Streets with enhanced pedestrian, bike, or multi-use trail features to better connect residents to nearby business districts.

Create Great Streets :

- » *Redesign Beck Avenue: Main Street; improve safety; pedestrian-oriented; lighting, parking, shade*
- » *Connect Pedestrian & Bike Networks: connect to downtown via 10th/11th Street and Beach Drive; connect Lake Ware to waterfront; remove Bus 98 designation on Beck Ave*

Context Classifications in St. Andrews

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 St. Andrews neighborhood. Streets that pass through the Neighborhood Downtown area 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.

New Pedestrian and Bikeway Infrastructure

Legend

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





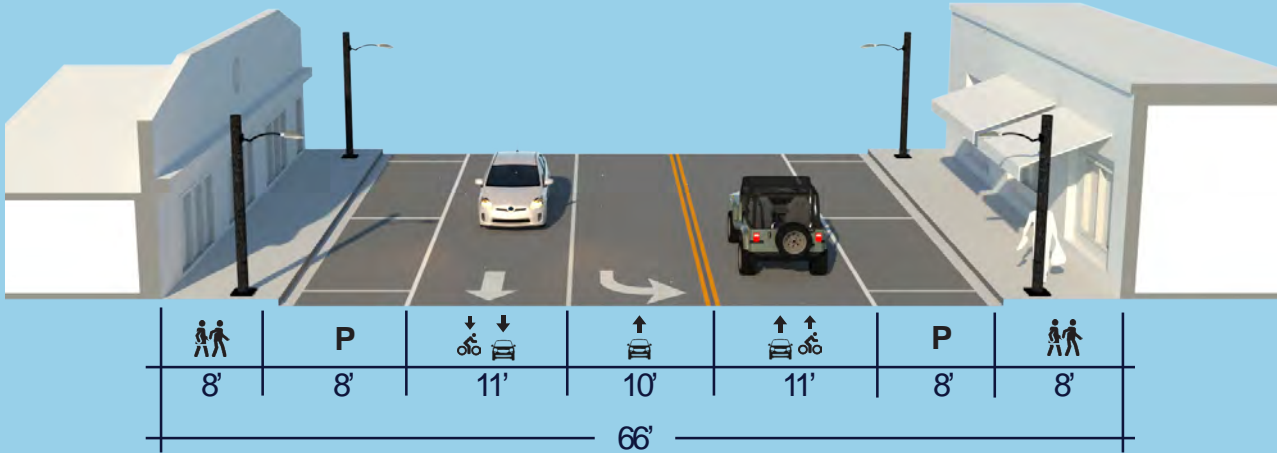
Left: Existing conditions

Below: Sidewalk view of Beck Avenue with wider sidewalks and shade trees, as shown in plans on the previous page.

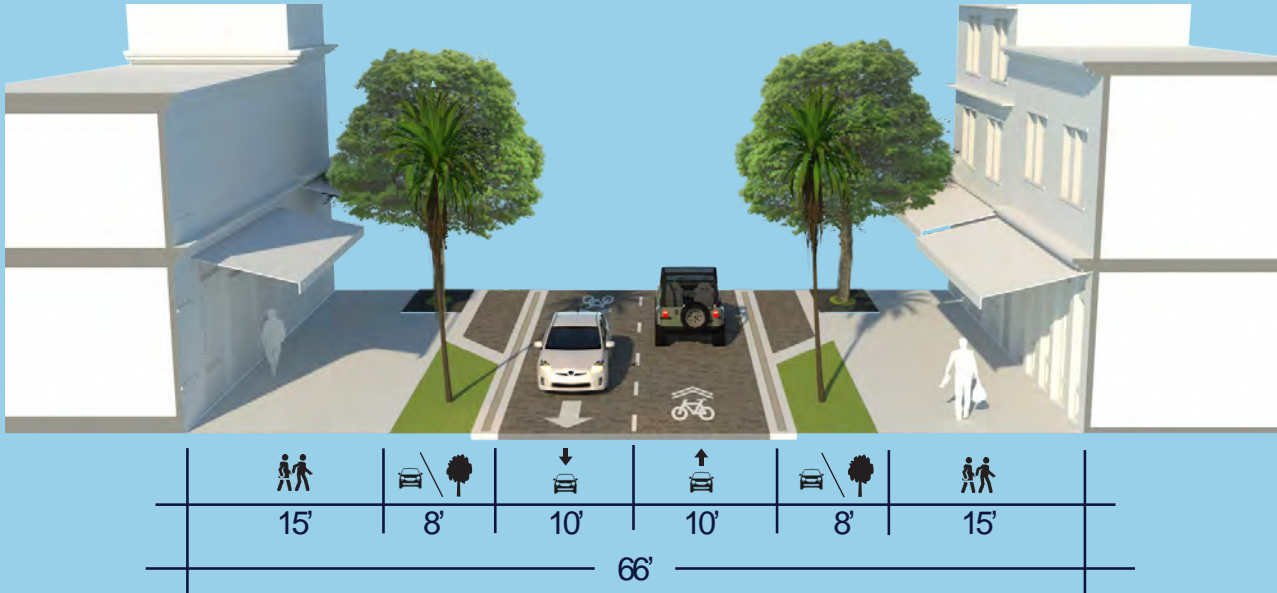


Beck Avenue





EXISTING

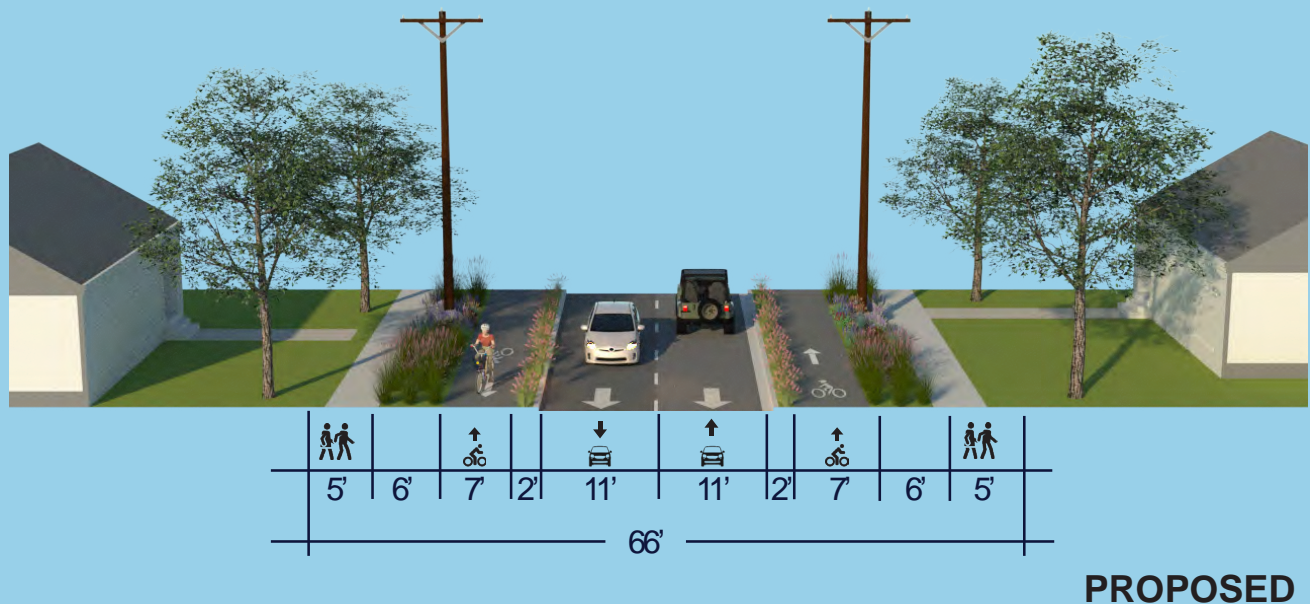
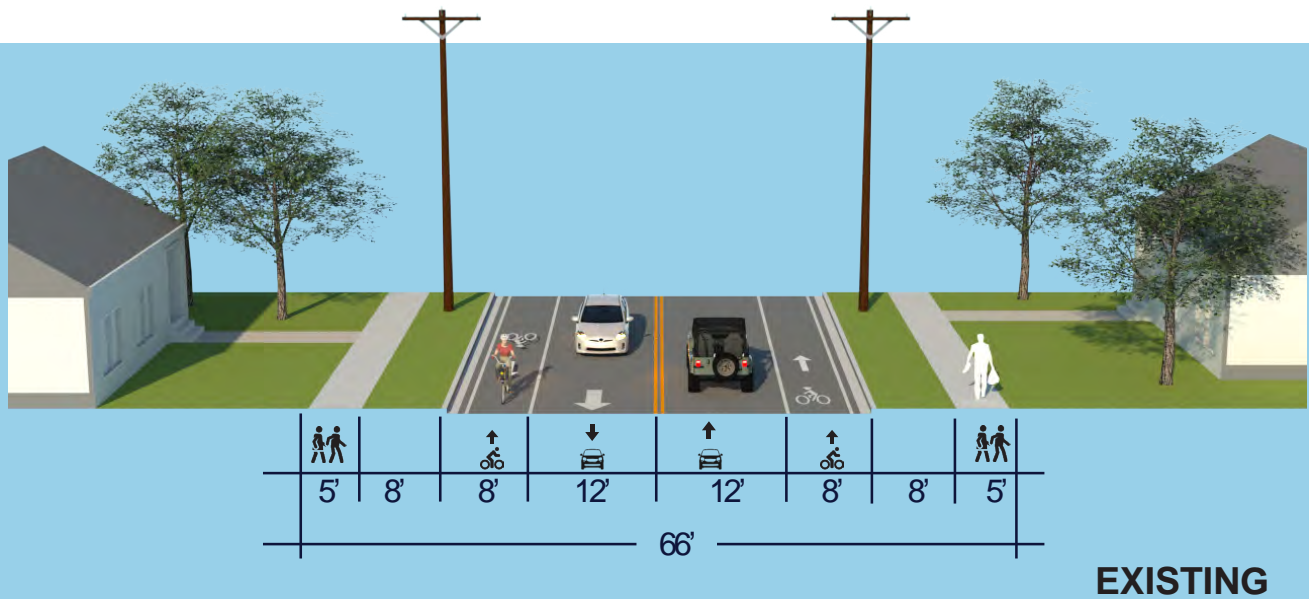


PROPOSED

Beck Avenue

Existing: Beck Avenue is a high-pedestrian activity street. Existing 8-foot sidewalks directly adjacent to the street and minimal shade along this route suggest improved conditions would benefit both the functionality and public enjoyment of this commercial area. Existing curb to curb measures approx. 50 feet. Right of way is approx. 66 feet.

Proposed: The proposed section narrows the roadway width by eliminating left turn lanes and provides a curbless condition. Drive lanes are adjusted to 10 feet wide. An 8-foot wide curb lane is provided for pick up and drop off on each side of the road. This lane is periodically interrupted by tree plantings. The remaining right of way allows for 15 feet of sidewalk on either side of the road. Additional plantings are incorporated into the sidewalk zone.



11th Street

Existing: 11th Street provides an important opportunity for a continuous east-west bike connection between neighborhoods through Panama City. Existing bike lanes are separated from drive lanes by a single white stripe, limiting use to higher skill-level cyclists. Safety of these bike lanes is compromised by their abrupt merging with drive lanes at intersections that have left turn lanes. Right of way varies from 60 feet to 66 feet. Curb-to-curb width measures 40 feet east of Beck Avenue.

Proposed: The proposed section narrows the drive lanes from approximately 12 feet to 11 feet, adds a 2-foot buffer and adjusts the bike lane to 7 feet wide. Importantly, the bike lanes are raised to the sidewalk level, providing greater separation from moving vehicles. Elimination of some left turn lanes will increase walkability by lowering travel speed and allow for better continuity of the bike lane. If power lines are placed underground, there is an opportunity for street trees; if power lines remain (as shown), opportunities for additional front yard trees to provide shade over the sidewalk could be explored.

Resilient Neighborhoods

Resilient neighborhoods have robust infrastructure to support the community; in each of Panama City's neighborhoods, upgrading infrastructure is a top priority. 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.

Coastal Adaptation Strategy

The goal of the St. Andrews coastal adaptation strategy is to set forth a balanced and deliberate approach to historic preservation and redevelopment, minimizing risks from the effects of storm surge, high tide and sea level rise, and local flooding due to precipitation during storm events. Adaptation to these risks will require a combination of resisting floodwaters (seawalls, dry floodproofing, raising/relocating buildings and infrastructure) and accommodating floodwaters (floodable parks, managed nature restoration and retreat within low-lying areas, wet floodproofing). The "balanced" scenario demonstrates application of a range of approaches within St. Andrews, where limited sections of the coastline require hardening (dark blue) with the remainder softened with living shoreline restoration, existing historic buildings require adaptation (blue), new buildings should be strategically located and raised well above future floodplain elevation (purple gradient), low-lying areas should be returned to nature as floodable nature parks (green). Expansion of hydraulic connectivity between Lake Ware and the bay is proposed to help address infrastructure concerns with the Beck Avenue culvert and increase the water quality and habitat value of Lake Ware.

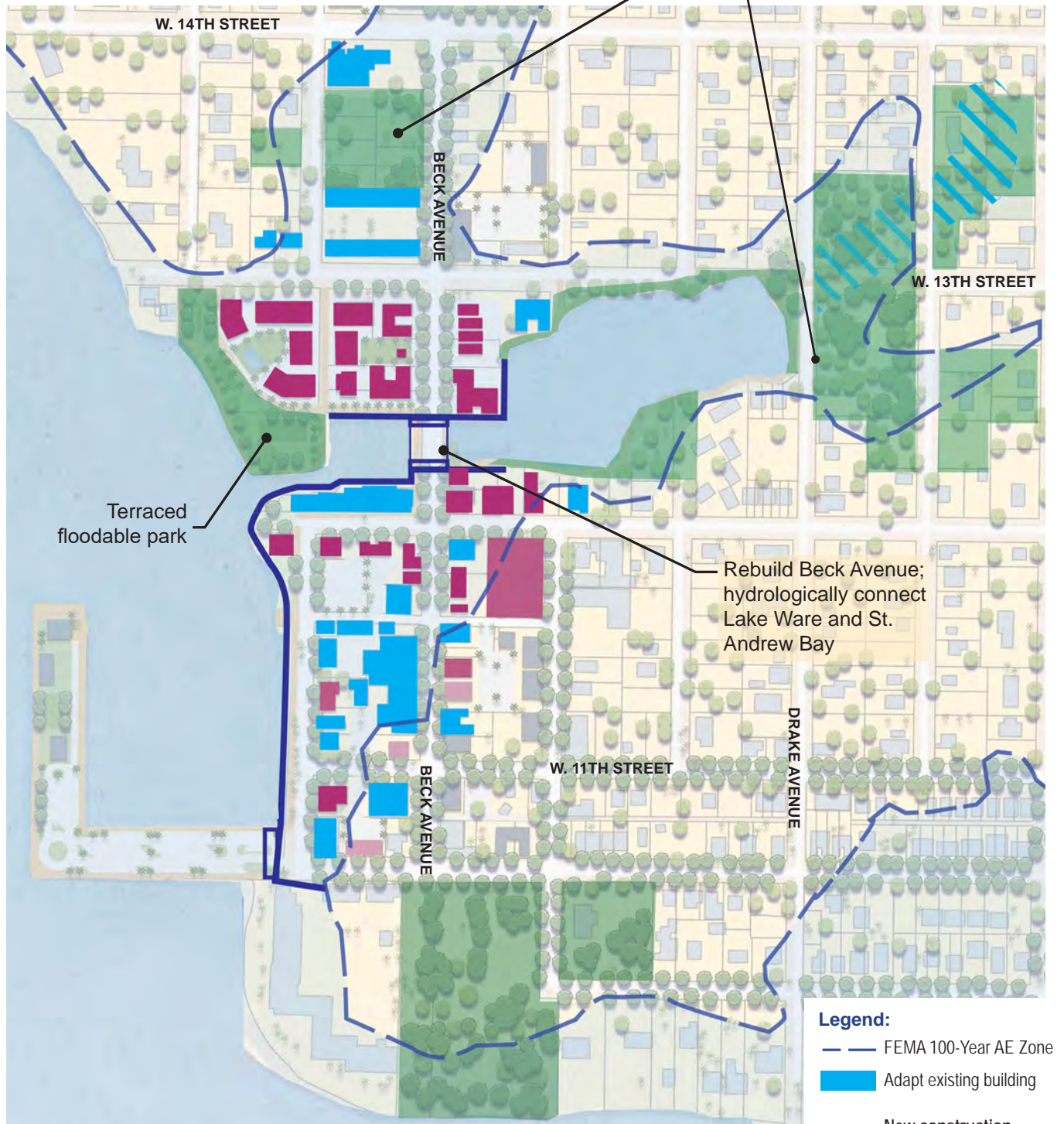
Create Resilient Open Spaces & Infrastructure:

- » *Upgrade Infrastructure: improve water quality, underground power, upgrade pipes*
- » *Improve Existing Open Spaces: including Oaks by the Bay, Truesdell Park and the marina*
- » *Include New Open Spaces & Green Infrastructure: address flood-prone areas, increase resiliency*

Below: 1943 US Geological Survey shows eastward influence of Lake Huntington and Lake Ware



Historic District Floodplain Strategy



Downtown St. Andrews is one of the more vulnerable locations in Panama City, with low-lying land adjacent to the bay. Sustainable rebuilding and revitalization requires a strategy that balances mitigation measures for new construction such as raised finished floors, adaptation of existing structures, restoration and expansion of natural areas that can slow and retain stormwater, and reinforcing portions of the seawall edge.

Green-Blue Framework Plan

Historic St. Andrews draws much of its unique charm from its connection to St. Andrew Bay. This connection also poses risk, as much of the waterfront area is low-lying and subject to impacts from coastal storm surge, sea level rise, and localized flooding during storms. The proposed St. Andrews Green-Blue Framework plan balances redevelopment within the historic core with multiple strategies to adapt to nature's challenges – including adapting existing buildings to floodwaters, raising the floor heights of new buildings, improving coastal edges, and reverting some low-lying land to wetlands and floodable parks. The plan is a vision for St. Andrews' future balance of growth with natural restoration and risk adaptation.

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.

Green-Blue Framework Details:

- A** Develop a comprehensive coastal resiliency plan.
- B** Create a safe bicycle connection to Downtown.
- C** Incorporate shade trees, green stormwater infrastructure, and additional planting into Beck Avenue retrofit.
- D** Redesign marina to balance boat access, pedestrian circulation, gathering/views, maintenance, and parking needs.
- E** Enhance Villa Gateway Park.
- F** Restore natural edge of Lake Ware and adjacent wetlands to help absorb and clean runoff and provide a waterfront pedestrian connection from Beck Avenue to 13th Street.
- G** Improve water access, circulation, pedestrian space, and storage for small crafts and parking adjacent to Lake Huntington.
- H** Improve canopy cover, lighting, and other amenities in Oaks By the Bay Park. Restore waterfront areas.
- I** Improve useable playspace and gathering spaces at Truesdell Park. Create a strong connection with Oaks by the Bay Park.
- J** Incorporate shade trees, green stormwater infrastructure, and additional planting into 15th Street retrofit.
- K** Restore wetlands where possible and make existing stormwater treatment facility more inviting for the public to use adjacent space. Incorporate pavement removal and green infrastructure into intersection and parking lot redesign.
- L** Incorporate shade trees, green stormwater infrastructure, and additional planting into 11th Street, creating a green east-west link for pedestrians and bicyclists.
- M** Create a waterfront park that ties into adjacent development. The park should address wave attenuation, provide space for people and small gatherings, provide a thoughtful terracing solution to proposed residential buildings as well as waterfront promenades at multiple tiers, and improve tree canopy.
- N** Investigate and incentivize green restoration opportunities within the floodplain.
- O** Extend bicycle connections to adjacent neighborhoods and beyond to strengthen network.
- P** Restore wetlands and trails in Sweet Bay Park.



Legend:

- FEMA 100-Year AE Zone
- /// 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
Greenstreets, 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 sponge and clean run off.
- SUSTAINABLE BUILDING ADAPTATION Strategies required for coastal redevelopment.

Change Over Time

The Green-Blue Framework plan will take a long period of time to fully implement in a series of many steps, and will adjust some as effects of sea level rise become more evident. First steps have been identified, including retrofit of Beck Avenue to include green stormwater infrastructure, and preserving wetland areas adjacent to Lake Ware.



Legend:

- FEMA 100-Year AE Zone
- /// 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:

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- 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.



St. Andrews Waterfront Park

A floodable park is proposed as part of redevelopment southwest of the intersection of Beck Avenue and 13th Street. Because this property is low-lying, new buildings will require significant raising to elevate habitable spaces above the future floodplain elevation. The waterfront park should help to terrace the grade to the proposed building, providing a more natural buffer to tide and storm surge and allowing for public waterfront access connecting from Beck Avenue past the boat basin and to 13th Street at multiple elevations.

A large portion of the park will focus on shoreline restoration and resilient landscape with strategically placed views, gathering pockets, and pathways for people. To tie the resilient park in with community needs, areas closer to the buildings and/or Beck Avenue can be converted into space for a farmer's market or other community gatherings.



Aerial view of waterfront park site.

Waterfront Park Concepts:

- A Bank slopes up toward buildings
- B Restored, stabilized edge
- C Boardwalk
- D Thickly planted vegetation for bank stability
- E Green space for small gatherings & farmers market
- F Wide pedestrian promenade, used for farmers market
- G Promenade slopes down to meet Marina, combination of screening used to hide parking under buildings.



Note: All elevations are approximate.

Villa Gateway Park



Villa Gateway Park, located at the end of 12th Street on Bayview Avenue, is an opportunity to capture underutilized space as a formal park space with seating and views of the sunset. (Design concept by City of Panama City Community Design Studio.)

Villa Gateway Park Concepts:

- A Marina Boardwalk / Seating Area
- B Programmable Space
- C Restored Villa Gateway
- D Bioswale w/ Native Plantings
- E Seating Area and Nautical Furnishings
- F Expanded Plaza Area w/ Brick Pavers
- G Crosswalk Art
- H Sunset as View Terminus

Open Space & Public Realm

The St. Andrews neighborhood open space network goals are to maintain and improve existing spaces, minimize impacts from flooding and coastal hazards, and increase connectivity between open spaces and to St. Andrew Bay. Many of the open spaces in St. Andrews have been described as loved and regularly used, but in need of some upgrades and improvements. St. Andrews has taken advantage of its waterfront by creating several access points and establishing a public realm along the water through parks and streetscapes. The improved and proposed open spaces enhance this unique connection by expanding public waterfront areas, defining pedestrian space, enhancing the natural habitat, and establishing routes that make it easy for residents to access the waterfront. The Marina, along Bayview Avenue, and Lake Huntington Launch create opportunities for connection to the bay with improved access points, walking paths, and gathering spaces. The Waterfront Park proposed south of W 13th Street provides a natural coastal buffer and wave attenuation during large storms as well as area for a farmers market, restored bay shoreline and pockets of open space for community gathering. Over time, conversion of vulnerable low-lying areas to usable, floodable open space is recommended as a strategy to handle the impacts of sea level rise.

Besides connecting to the water, a priority for St. Andrews is the creation of a safe bicycle and pedestrian network throughout the entire neighborhood. A separated connection to Downtown, that all residents feel comfortable on, is crucial for the establishment of this network and the promotion of the walkable, bikeable community. The combination of the open space downtown and this network creates a neighborhood that is inviting for everyone.



Above: Existing Marina entry

Middle: Lake Ware from Beck Avenue

Below: Existing concrete culvert connecting Lake Ware and St. Andrew Bay, under Beck Avenue

St. Andrews

IMPLEMENTATION ACTIONS

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Complete Neighborhoods				
119	Adopt City policy to seek easements for public access to the waterfront in the approval process for future developments	X		
87	Improve canopy cover, lighting, and other amenities in Oaks by the Bay Park. Restore waterfront areas	X		
94	Enhance 12th Street and Bayview Avenue park to create Villa Gateway Park	X		
144	Incorporate public art that reflects St. Andrews' heritage	X	X	
95	Redesign St. Andrews Marina	X	X	
43	Study future options for boat launching / trailer parking in St. Andrews. Include boat trailer parking at Marina	X	X	
111	Plan for reuse of St. Andrews School; potential uses include community center / adult education	X	X	
145	Incentivize reuse of historic structures, including St. Andrews School	X	X	
33	Consider water taxi service between St Andrews, Panama City Beach, Shell Island, and Downtown		X	
96	Improve water access, circulation, pedestrian space, and storage for small craft and parking adjacent to Lake Huntington		X	
30	Create waterfront multi-use path between Yacht Basin and Lake Huntington		X	
31	Create a waterfront multi-use path on the north shore of Lake Ware, connecting Beck Avenue to Drake Avenue and potentially further as part of green restoration projects		X	
42	Rebuild St. Andrews Marina. Reconfigure and enhance the Marina, balancing boat access, pedestrian, circulation, gathering / views, maintenance and parking needs		X	
86	Improve usable play space and gathering spaces at Truesdell Park with playground and splash pad. Create a strong connection with Oaks by the Bay Park		X	
107	Construct 13th Street parking lot with mixed-use development on City-owned parcels		X	
34	Implement recommendations of the St. Andrews parking study (includes next 3 lines):	X	X	X
35	Pursue shuttles to remote lots and / or valet parking	X	X	
36	Construct 13th Street parking lot with mixed-use development on City-owned parcels		X	
37	Construct Chestnut parking garage and mobility hub on City-owned property			X
Great Streets				
15	Transfer jurisdiction for Beck Avenue from FDOT to the City. Redesign Beck Avenue to include wider sidewalks, enhanced tree canopy and lighting, safe crosswalks and green infrastructure / soil cells	X	X	
16	Enhance the pedestrian realm by maximizing sidewalks and replanting trees in downtown St. Andrews (from 10th to 12th Street, and from Bayview to Chestnut Avenue)		X	X
32	Incorporate shade trees, green stormwater infrastructure, and additional planting into 13th Street, creating a green east-west link for pedestrians and bicyclists			X

Action Key	Action / Description	Time Frame		
		Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)
Resilient Infrastructure				
47	Create a comprehensive coastal resiliency plan including design guidelines and regulatory audit	X	X	
48	Construct green stormwater infrastructure as a part of Beck Avenue retrofit from 10th Street to Highway 98	X	X	
72	Restore wetlands and trails in Sweet Bay Park	X	X	
98	As coastal flooding becomes more frequent, identify opportunities for floodable parks and gathering spaces along Beck Avenue within the floodplain	X	X	X
117	Draft design standards to provide guidance for future buildings to conform with floodplain regulations and accommodate to sea level rise, while also enhancing neighborhood walkability		X	
118	Investigate and incentivize green restoration opportunities within the floodplain		X	
71	Restore wetlands where possible and make existing stormwater treatment facility at Highway 98 and Beck Avenue more inviting for the public to use adjacent space. Incorporate pavement removal and green infrastructure into intersection redesign.		X	
97	Create a waterfront park south of 13th Street and Cincinnati Avenue connected to adjacent redevelopment to address coastal resiliency, wave attenuation and sea level rise, provide gathering space and waterfront promenades, and improve the tree canopy		X	X
68	Restore natural edge of Lake Ware and adjacent wetlands to help absorb and clean runoff and provide a waterfront pedestrian connection from Beck Avenue to 13th Street.		X	X
69	Improve hydraulic connection between Lake Ware and the Yacht Basin, under Beck Avenue, to mitigate flooding and improve water quality		X	X
70	Restore and protect wetlands east of Lake Ware as shown in Green-Blue Framework plan		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
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.				



CHAPTER 7

Implementation



IMPLEMENTATION

Next Steps

The Implementation chapter documents a comprehensive list of next steps and follow-up activities necessary to make the recommendations of the preceding chapters a reality. It includes an Implementation Matrix summarizing all action items by area, and attaches potential funding sources, responsible parties, and a time frame in which the activity should occur.

A responsible lead party is assigned for each action item. However, the responsible party shown is not meant to be an exhaustive list. Individual actions are shared responsibilities across various interest groups, state, city, and federal agencies, and neighborhood organizations. Supporting partners and resources not listed may exist that could facilitate participation and implementation of each activity.

Action items are organized into immediate, near-term, and long-term events. Immediate activities are identified as those achievable within the first year, whereas near-term and long-term actions are identified as being achievable within 1 to 5 years and 5+ years, respectively.

Several factors contribute to the timing and scheduling of events. While some activities are implementation-ready and require little groundwork, other projects may require multiple stages of development prior to completion. Additionally, near-term and long-term projects may require a higher degree of coordination among state and federal agencies, be contingent upon funding availability, or factor in the cycles of associated markets and industry considerations.

Potential funding resources are identified and described as part of the plan matrix. While the City budget remains a primary resource for many items, other public and private resources could yield additional funds to facilitate implementation of projects. Federal and State programs provide assistance through grants, revolving funds and hazard relief programs.

Funding Sources

An advantage of multi-benefit restoration and infrastructure projects is that they are eligible for a wider range of grants. The table at the end of this chapter summarizes federal and state grants that are well suited for green-blue framework and other plan implementation action projects.

Green-Blue Framework Projects

The City has expressed its intention to create a stormwater utility after completing the city-wide stormwater master plan. A stormwater utility would provide a dedicated funding stream for much-needed capital improvements and maintenance. It would also provide a mechanism, through stormwater fee credits, to incentivize stormwater retrofits on private properties that would not otherwise trigger the stormwater management requirements in City Code.

In addition to a stormwater utility, the City could consider establishing a program for private developers to pay into a fund for off-site or regional stormwater management systems – as encouraged in the City's stormwater requirements. While such a program should not be used as a substitute for low impact development and natural resource protection, it can be used to facilitate redevelopment in desirable areas where site conditions are not amenable to on-site stormwater management. If the City elects to create an off-site mitigation program, it should specify that a development project provide the required stormwater treatment, attenuation, and recharge within the same subwatershed (e.g., Watson Bayou) as the development parcel.

Soil Cells in Street Improvements

The City should strongly consider including Soil Cells in the design of all Arterial and Collector Streets within C5 (Neighborhood Center) and C4 (Neighborhood General) districts. The function of Soil Cells is to:

1. Cleanse Stormwater with detention on its way to St. Andrews Bay.
2. Significantly enhance street tree life expectancy and lower tree replacement costs.
3. Significantly enhance quality of life via street tree provision of cool shade, fresh oxygen supply, traffic speed management, and enhanced aesthetics.

IMPLEMENTATION ACTION PLAN

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
Invest in Priority Improvements							
Upgrade Infrastructure							
All	1	Upgrade / replace water, sewer, stormwater infrastructure; priority areas include street design projects and sewer lift stations damaged in Hurricane Michael. Other locations will be identified and prioritized as part of ongoing sewer, water, and stormwater infrastructure assessments	X	X		Department of Public Works (DPW)	CDBG-DR, Clean Water State Revolving Loan Fund, City Budget
All	2	Invest in broadband infrastructure that provides access to all residents	X			City Manager	CDBG-DR
M	3	Complete Millville wastewater treatment plant relocation study	X			DPW/ Engineering	Clean Water State Revolving Loan Fund, City Budget
All	4	Upgrade and maintain wastewater infrastructure to eliminate discharge of untreated or under-treated sewage, and relocate vulnerable infrastructure	X	X	X	DPW	Clean Water State Revolving Loan Fund, City Budget
All	5	Add street lighting to enhance safety; priority areas include street design projects and neighborhood downtown/mixed-use corridors		X	X	DPW	
All	6	Underground/harden utilities; priority areas include street design projects and neighborhood downtown/mixed-use corridors		X	X	DPW	CDBG-DR
Pursue Street Design and Intersection Improvements							
M	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			Community Redevelopment Agency (CRA) / Millville Main Street, City Manager	CRA, City Budget
M	8	Implement an Open Streets initiative along 3rd Street, where portions of the street are made pedestrian-only for certain times / events.	X			CRA / Millville Main Street, City Manager	CRA
All	9	Redesign priority street connections to improve safety, walkability, and bikeability (including next 4 lines)		X	X	DPW/ Engineering	Development Services & DPW coordinate to redesign priority street connections, CDBG-DR, Surface Transportation Block Grant, Transportation Alternatives Set-Aside, City Budget
G	10	Implement Harrison Avenue concept from downtown vision, north of 6th: street trees, soil cells, protected bikeway and sidewalk		X	X	DPW	
G	11	Redesign MLK Boulevard (street trees, green infrastructure / soil cells, protected bikeway and sidewalk)	X	X		DPW/ Engineering	
M	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		DPW	

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
All	13	Improve US Business 98 Corridor streetscape, lighting, safety, infrastructure (including street trees / soil cells), bike facilities, and walkability, from the 5th Street bridge to East Avenue in Millville; from the 5th Street bridge to Massalina Bayou in Glenwood; and Beck Ave in St Andrews (see also Beck Avenue, below)		X	X	DPW/ Engineering	CDBG-DR, Surface Transportation Block Grant, Transportation Alternatives Set-Aside, City Budget
M	14	Design East Avenue to be compatible with neighborhood vision and school safety, while providing needed access to the Port	X	X		DPW/ Engineering	Florida Department of Transportation, City Budget
St. A	15	Transfer jurisdiction for Beck Avenue from FDOT to the City. Redesign Beck Avenue to include wider sidewalks, enhanced tree canopy and lighting, safe crosswalks and green infrastructure / soil cells	X	X		City Manager, DPW	CDBG-DR, FEMA PA Funding paid for the replacement lighting on Beck and surrounding streets.
St. A	16	Enhance the pedestrian realm by maximizing sidewalks and replanting trees in downtown St. Andrews (from 10th to 12th Street, and from Bayview to Chestnut Avenue)		X	X	DPW	CDBG-DR, City Budget
All	17	Enhance cross-town street connections (include street trees, green stormwater infrastructure / soil cells and protected bikeway/sidewalks or multi-use trail) via 15th Street; 11th Street; Beach Drive; 5th/6th Street		X	X	DPW	Surface Transportation Block Grant, Transportation Alternatives Set-Aside, City Budget
All	18	Improve auto-oriented intersections for safety, walkability, and bikeability (including next 2 lines)		X	X	DPW	Surface Transportation Block Grant, City Budget
G	19	Reconfigure MLK Boulevard intersection with 6th Street, 11th Street, and 15th Street		X		DPW	
M	20	Reconfigure US Business 98 intersections at Sherman and East Avenues		X	X	DPW	
All	21	Invest in neighborhood sidewalks, prioritizing routes to parks, schools, and neighborhood business districts		X	X	DPW	CDBG-DR, CRA, City Budget
All	22	Restore the street tree canopy, focusing initially on street design projects and neighborhood downtown/mixed-use corridors		X	X	DPW	CDBG-DR, Arbor Day Foundation, One Tree Planted, City Budget
Expand Mobility Options							
All	23	Create new trails taking advantage of green infrastructure, wetland/bayou restoration projects and swale upgrades		X	X	DPW	Recreational Trails Program, Surface Transportation Alternatives Set-Aside, City Budget
G	24	Explore use of railbed to link Glenwood to 11th Street and Downtown		X		DPW	Recreational Trails Program, Surface Transportation Alternatives Set-Aside, City Budget

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
G	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		DPW	CDBG-DR
G	26	Create a strong pedestrian and bicycle connection along 6th Street, incorporating shade trees, green stormwater infrastructure, and additional planting	X	X		DPW	Surface Transportation Alternatives Set-Aside, City Budget
M	27	Create a multi-use path along the waterfront connecting Waterfront Park to Snug Harbor, E. 5th Street and Sherman Avenue		X		DPW	Recreational Trails Program, Surface Transportation Alternatives Set-Aside, City Budget
M	28	Create a strong pedestrian and bicycle connection along E. 5th Street, incorporating shade trees, green stormwater infrastructure, and additional planting		X	X	DPW	Recreational Trails Program, Surface Transportation Alternatives Set-Aside, City Budget
M	29	Create a strong green pedestrian and bicycle connection between Rosenwald High School and Joe Moody Harris Park, incorporating shade trees, green stormwater infrastructure, and additional planting			X	DPW	Recreational Trails Program, Surface Transportation Alternatives Set-Aside, City Budget
St. A	30	Create waterfront multi-use path between Yacht Basin and Lake Huntington		X		DPW	Recreational Trails Program, Surface Transportation Alternatives Set-Aside, City Budget
St. A	31	Create a waterfront multi-use path on the north shore of Lake Ware, connecting Beck Avenue to Drake Avenue and potentially further as part of green restoration projects		X		DPW	Recreational Trails Program, Surface Transportation Alternatives Set-Aside, City Budget
St. A	32	Incorporate shade trees, green stormwater infrastructure, and additional planting into 13th Street, creating a green east-west link for pedestrians and bicyclists			X	DPW	Surface Transportation Alternatives Set-Aside, City Budget
St. A	33	Consider water taxi service between St Andrews, Panama City Beach, Shell Island, and Downtown		X		City Manager, DPW	City Budget
Provide Needed Parking							
St. A	34	Implement recommendations of the St. Andrews parking study (includes next 3 lines)	X	X	X	DPW	City Budget, Developer Contributions for Off-Site Parking, CRA
St. A	35	Pursue shuttles to remote lots and / or valet parking	X	X		Quality of Life, CRA / Waterfront Partnership	
St. A	36	Construct 13th Street parking lot with mixed-use development on City-owned parcels		X		DPW	
St. A	37	Construct Chestnut parking garage and mobility hub on City-owned property			X	DPW	
M	38	Provide needed parking to support Bob George Park and Margaret K. Lewis School	X			DPW	City Budget

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
Improve Water Access							
M	39	Pursue new boat launch and boat storage at Snug Harbor	X	X		DPW	City Budget
M	40	Restore waters edge near Snug Harbor	X	X		DPW	Recreational Trails Program, CDBG-DR, NOAA Community-Based Restoration Program
M	41	Improve Bob George Park to incorporate active recreation amenities for the neighborhood, provide adequate boat launch parking and kayak storage	X			DPW	CDBG-DR, FEMA PA Funding - Project Obligated
St. A	42	Rebuild St. Andrews Marina. Reconfigure and enhance the Marina, balancing boat access, pedestrian, circulation, gathering / views, maintenance and parking needs		X		DPW, CRA	CDBG-DR, FEMA PA Funding
St. A	43	Study future options for boat launching / trailer parking in St. Andrews. Include boat trailer parking at Marina	X	X		DPW	
All	44	Produce signage / marketing materials about city-wide boat launch resources to inform community members of options and availability	X			Quality of Life, DPW	
Implement Resiliency and Green Network Strategies							
All	45	Adopt an internal City policy / protocol for evaluating and integrating green stormwater infrastructure into street retrofit, infrastructure upgrades, and other capital projects	X			Development Services, DPW	City Budget
All	46	Prioritize, design, and install green infrastructure improvements	X	X	X	DPW	CDGB-DR, National Foundation Grants
St. A, M	47	Create a comprehensive coastal resiliency plan including design guidelines and regulatory audit	X	X		City Manager, Development Services, DPW/ Engineering	Florida Resilient Coastlines Program, Land and Water Conservation Fund, Clean Water State Revolving Fund, State Water-Quality Assistance Grant, NOAA Community-Based Restoration Program, Gulf Coast Ecosystem Restoration Council, City Budget
St. A	48	Construct green stormwater infrastructure as a part of Beck Avenue retrofit from 10th Street to US Business 98	X	X		DPW	CDBG-DR
All	49	Create new trail networks, taking advantage of green stormwater infrastructure, wetland / bayou restoration projects, connections to the water, and swale upgrades	X	X	X	DPW	Recreational Trails Program, Transportation Alternatives Set-Aside, City Budget

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
All	50	Develop a strategic buyout, incentive, and conservation program to implement watershed restoration according to each neighborhood's green-blue framework plan, including permanent conservation mechanisms, restored natural systems, space for flooding and absorption	X			Community Development (CD), DPW	CDBG-DR, Hazard Mitigation Grant Program, Flood Mitigation Assistance Program, Building Resilient Infrastructure and Communities (BRIC) Program
All	51	Draft design standards to provide guidance for future buildings to conform with floodplain regulations and accommodate to sea level rise, while also enhancing neighborhood walkability	X			Development Services, DPW/ Engineering	Florida Resilient Coastlines Program
G	52	Restore / expand Henry Davis Park including wetland restoration, flood control, gathering space, trails, and install green stormwater infrastructure along Roosevelt Drive	X	X		Quality of Life, DPW	CDBG-DR, FEMA PA Funding - Henry Davis Park project obligated
G	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	CD, DPW	CDBG-DR, Recreational Trails Program
G	54	Explore potential for a floodplain park that includes gathering and play space north of Ascension Sacred Heart Bay between 7th Street and 7th Court		X		Quality of Life, Development Services	CDBG-DR
G	55	Explore options for integrating shade trees, green stormwater infrastructure and additional plantings along MLK Boulevard, Harrison Avenue, and E 11th Street	X	X	X	DPW	
G	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		DPW	Parks and Open Space Florida Forever, Land and Water Conservation Fund, Recreational Trails Program
G	57	Restore natural bayou edge and renaturalize floodplain in the 7th Street bayou project. Include area for kayak launch and trails		X		DPW	Resilient Coastlines Program, State Water Quality Assistance Grants, Recreational Trails Program
G	58	Create a floodable park with gathering space north of 14th Street, connecting to adjacent open and natural spaces		X		DPW	Building Resilient Infrastructure and Communities (BRIC) Program, NOAA Community-Based Restoration Program, National Fish and Wildlife Foundation, Clean Water Act Section 319(h) Grants
G	59	Restore wetland area between E. 6th Street and Lapaloma Terrace and convert upland / edges to usable space that connects to the hospital			X	DPW	
M	60	Install green stormwater infrastructure and implement drainage improvements to address flooding problems south of Rosenwald High School	X			DPW/ Engineering	CDBG-DR

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
M	61	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. Improve the lighting	X			Quality of Life, DPW	CDBG-DR, FEMA PA Funding - Project Obligated
M	62	Develop a floodable wetland park at 6th Street and Elm Avenue		X		DPW	CDBG-DR, Resilient Coastlines Program, Building Resilient Infrastructure and Communities (BRIC) Program
M	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	DPW	Building Resilient Infrastructure and Communities (BRIC) Program, NOAA Community-Based Restoration Program, State Water-Quality Assistance Grants, National Fish and Wildlife Foundation, Clean Water Act Section 319(h) Grants
M	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	DPW	Building Resilient Infrastructure and Communities (BRIC) Program, NOAA Community-Based Restoration Program, State Water-Quality Assistance Grants, National Fish and Wildlife Foundation, Clean Water Act Section 319(h) Grants
M	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	DPW	
M	66	Restore bayou finger north of Snug Harbor, restoring wetlands and providing for neighborhood-scale slowing, filtering and absorbing of stormwater runoff		X	X	DPW	
M	67	Finalize site selection, environmental review and engineering analysis for relocation of the wastewater treatment plant from the Millville Waterfront		X		DPW / Engineering	CDBG-DR
St. A	68	Restore natural edge of Lake Ware and adjacent wetlands to help absorb and clean runoff and provide a waterfront pedestrian connection from Beck Avenue to 13th Street		X	X	DPW	CDBG-DR, Building Resilient Infrastructure and Communities (BRIC) Program, NOAA Community-Based Restoration Program, State Water-Quality Assistance Grants, National Fish and Wildlife Foundation, Clean Water Act Section 319(h) Grants
St. A	69	Improve hydraulic connection between Lake Ware and the Yacht Basin, under Beck Avenue, to mitigate flooding and improve water quality		X	X	DPW	
St. A	70	Restore and protect wetlands east of Lake Ware as shown in Green-Blue Framework plan		X	X	DPW	

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
St. A	71	Restore wetlands where possible and make existing stormwater treatment facility at US Highway 98 and Beck Avenue more inviting for the public to use adjacent space. Incorporate pavement removal and green infrastructure into intersection redesign		X		DPW	CDBG-DR, Building Resilient Infrastructure and Communities (BRIC) Program, NOAA Community-Based Restoration Program, State Water-Quality Assistance Grants, National Fish and Wildlife Foundation, Clean Water Act Section 319(h) Grants
St. A	72	Restore wetlands and trails in Sweet Bay Park	X	X		Quality of Life, DPW	
St. A, M	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	DPW	CDBG-DR, Resilient Coastlines Program
All	74	Develop an urban forest inventory and master plan to replace tree canopy lost in Hurricane Michael and improve conditions for tree health	X	X		Quality of Life, ReTreePC, DPW	CDBG-DR
All	75	Engage with the St. Andrew and St. Joe Bays Estuary Partnership to develop action plans and funding to address watershed issues	X			DPW	City Budget
All	76	Partner with Healthy Gulf and other regional entities working to clean up the Gulf of Mexico to gather support for green infrastructure and water quality improvements	X			Stormwater Utility	City Budget
All	77	Fund a stormwater staff position within DPW to ensure green infrastructure solutions are included in the City's capital improvements, review private development proposals for compliance with flood plain and stormwater regulations, coordinate implementation of the citywide Stormwater Master Plan and stormwater utility, and pursue grant funding for resilient infrastructure projects (See actions #76-77, #122, #123, #160-162	X	X	X	Mayor, City Council	City Budget
Provide Quality Gathering Spaces							
All	78	Develop maintenance plan and strategy for each park as well as overall park system	X			Quality of Life	City Budget
All	79	Improve safety and access in all existing parks, including lighting, site visibility and handicap accessibility	X	X		Quality of Life	City Budget
M	80	Prepare and implement detailed design and phased plan for Millville Waterfront Park, incorporating supportive green infrastructure	X	X		Quality of Life, CRA / Millville Main Street, Development Services, DPW/ Engineering	CDBG-DR, FEMA PA Funding - Project Obligated
M	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		Quality of Life, CRA	Resilient Coastlines Program, Parks and Open Space Forever Florida, CRA, City Budget

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
M	82	Improve facilities within Daffin Park to meet neighborhood needs, incorporating the Boys & Girls Club	X			Quality of Life, CRA / Millville Main Street	City Budget
M	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		Quality of Life, DPW	Building Resilient Infrastructure and Communities (BRIC) Program, NOAA Community-Based Restoration Program, State Water-Quality Assistance Grants, National Fish and Wildlife Foundation, Clean Water Act Section 319(h) Grants
M	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		Quality of Life, CRA	CDBG-DR, Land and Water Conservation Fund Program, CRA, City Budget
M	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	Quality of Life, CRA	Resilient Coastlines Program, Parks and Open Space Forever Florida, Building Resilient Infrastructure and Communities (BRIC) Program, NOAA Community-Based Restoration Program, State Water-Quality Assistance Grants, National Fish and Wildlife Foundation, Clean Water Act Section 319(h) Grants, CRA, City Budget
St. A	86	Improve usable play space and gathering spaces at Truesdell Park with playground and splash pad. Create a strong connection with Oaks by the Bay Park		X		Quality of Life	City Budget
St. A	87	Improve canopy cover, lighting, and other amenities in Oaks by the Bay Park. Restore waterfront areas	X			Quality of Life	CDBG-DR, FEMA PA Funding for Oaks by the Bay Park
All	88	Seek opportunities to create pocket parks	X	X	X	Quality of Life, CRA / Main Street Programs	CDBG-DR, Land and Water Conservation Fund Program, CRA, City Budget
G	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	Quality of Life, CRA / Glenwood Main Street, CD	Land and Water Conservation Fund Program, CRA, City Budget
G	90	Create partnership with Bay High School to open outdoor recreation facilities to the public during non-school hours	X			Quality of Life	City Budget

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
G	91	Create a floodable park including gathering and play space connecting 7th Street to 7th Court in the hospital district		X		Quality of Life, DPW	CDGB-DR
G	92	Create a linear park between MLK and the DPW facility, north of 7th Street	X	X		DPW	Land and Water Conservation Fund Program, CRA, City Budget
G	93	Create a neighborhood park at the SW corner of 9th Street and McKenzie Avenue		X		Quality of Life, CRA	Land and Water Conservation Fund Program, CRA, City Budget
St. A	94	Enhance 12th Street and Bayview Avenue park to create Villa Gateway Park	X			Quality of Life, CRA / Waterfront Partnership	City Budget
St. A	95	Redesign St. Andrews Marina	X	X		Development Services, DPW, Quality of Life	City Budget
St. A	96	Improve water access, circulation, pedestrian space, and storage for small craft and parking adjacent to Lake Huntington		X		DPW	City Budget
St. A	97	Create a waterfront park south of 13th Street and Cincinnati Avenue connected to adjacent redevelopment to address coastal resiliency, wave attenuation and sea level rise, provide gathering space and waterfront promenades, and improve the tree canopy		X	X	Quality of Life, DPW	CDBG-DR
St. A	98	As coastal flooding becomes more frequent, identify opportunities for floodable parks and gathering spaces along Beck Avenue within the floodplain	X	X	X	DPW	City Budget
M	99	Create partnership with Rosenwald High School to open outdoor recreation facilities to the public during non-school hours	X			Quality of Life	City Budget
M	100	Create partnership with Margaret K. Lewis School to open outdoor recreation facilities to the public during non-school hours	X			Quality of Life	City Budget
M	101	Improve Kraft Field to meet recreational needs of community. Build to be flexible for several uses	X	X		Quality of Life	City Budget
M	102	Redesign Whittington Park to be more inviting, provide a pedestrian/bicycle connection across the bayou and act as a stronger gateway	X	X		Quality of Life	City Budget
M	103	Improve amenities within C.M. Kidd Harris Park to provide multi-use open space, and connect to 3rd Street	X	X		Quality of Life	City Budget
Use City Property to Support Revitalization							
G	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	Economic Development, CRA, CD	Private development, City Budget
G	105	Develop City-owned parcels near 9th Street with a mix of uses, including residential		X	X	CRA, CD	Private development, City Budget

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
M	106	Pursue housing/mixed-use development on Sherman Avenue		X		CD	Private development, City Budget
St. A	107	Construct 13th Street parking lot with mixed-use development on City-owned parcels		X		CRA, DPW	Private development contributions to parking fund, City Budget
All	108	Produce RFP and make City-owned lots available for infill housing development	X			CRA, CD	City Budget
Rebuild and Enhance Community Facilities							
G	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	Quality of Life, CRA	City Budget
G	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		Quality of Life, CRA, CD	FEMA Funding, Insurance proceeds, CDBG-DR, CRA, City Budget
St. A	111	Plan for reuse of St. Andrews School; potential uses include community center / adult education	X	X		Development Services, City Manager, CRA	City Budget
Remove Barriers to Investment and Incentivize Desired Development							
Revise City Codes and Ordinances							
All	112	Pursue zoning updates to implement the vision. Zoning updates should use neighborhood character maps to inform permitted mix of uses, setbacks, lot size, parking requirements, and building design standards	X			Development Services	City Budget
All	113	Adjust City practice for intersection / site distance triangles to allow buildings along the sidewalk in C-5 context areas (neighborhood downtowns) in most circumstances	X			Development Services, DPW	City Budget
All	114	Adopt a Complete Streets Ordinance	X			Mayor, City Council, Development Services, DPW	City Budget
All	115	Adopt C-4 and C-5 designations for context-sensitive design by FDOT	X	X		Development Services, DPW	City Budget
All	116	Revise stormwater management regulations to add clarity, adapt to scale/context of place, allow for shared solutions, and remove barriers to green stormwater infrastructure	X			Development Services, DPW/ Engineering	City Budget, Stormwater Utility

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
St. A, M	117	Draft design standards to provide guidance for future buildings to conform with flood plain regulations and accommodate to sea level rise, while also enhancing neighborhood walkability		X		Development Services, DPW/ Engineering	City Budget, Stormwater Utility
St. A, M	118	Investigate and incentivize green restoration opportunities within the floodplain	X	X	X	DPW	City Budget, Stormwater Utility
St. A, M	119	Adopt City policy to seek easements for public access to the waterfront in the approval process for future developments	X			Mayor, City Council, City Manager	
All	120	Prepare citywide Master Stormwater Plan		X		City Manager, DPW/ Engineering	
All	121	Pursue creation of a stormwater utility		X		City Manager, Mayor, City Council	City Budget
Support Rebuilding and Revitalization							
G	122	Incentivize mixed-use development along MLK Jr. Boulevard near 15th Street and 6th Street neighborhood centers	X	X		CRA, Economic Development, CD	City Budget
G	123	Attract a grocery store to Glenwood (potential sites include near the MLK / 15th Street intersection; or the 6th / 7th Street area)	X	X		Economic Development	City Budget
G	124	Encourage Ascension Sacred Heart Bay to partner in providing housing	X	X		City Manager, Mayor, City Council, CD	City Budget
G	125	Develop a Hospital District Plan for Ascension Sacred Heart Bay to enhance site and edge conditions	X	X		Development Services	City Budget
M	126	Encourage mixed-use development on US Business 98 near Sherman and East Avenues		X	X	Economic Development, CD	City Budget
M	127	Attract a neighborhood grocery store to US Business 98		X		Economic Development	City Budget
All	128	Increase code enforcement to clear and / or clean vacant lots	X			CD	City Budget
M	129	Remove derelict boats from Watson Bayou, perhaps with a mooring field designation	X	X		CD, Police	City Budget
All	130	Invest in code enforcement with assistance to low-income homeowners to make improvements	X	X		CD	City Budget
All	131	Improve the usability of CRA grants by revising requirement for three independent bids	X			CRA, Mayor, City Council	

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
Build on Existing Assets and Improve Community Resilience							
Preserve Historic and Cultural Assets							
G	132	Implement Cultural District Plan (includes next 4 lines)	X	X			
G	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		CRA / Glenwood Main Street, Quality of Life	CRA, Destination Panama City, City Budget
G	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		CRA / Glenwood Main Street, Quality of Life	CRA, Destination Panama City, City Budget
G	135	ENHANCE SAFETY & SECURITY. Continue to improve community safety; improve street lighting	X	X		CRA /Glenwood Main Street, Quality of Life	City Budget
G	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		CRA / Glenwood Main Street, Quality of Life	Florida Humanities Community Project Grants, Historical Resources Small Matching Grants, CRA, City Budget
G	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		CRA / Glenwood Main Street, Quality of Life	Historical Resources Special Category Grant, CRA, City Budget
G	138	A.D. Harris: preserve building, reuse as community center / workforce development / adult education. Pursue additional reuse on campus, which could include a community pool	X	X	X	CRA / Glenwood Main Street, CD, Quality of Life	Historical Resources Special Category Grant, CRA, City Budget
M	139	Preserve historic structures and 3rd Street Cemetery		X		CRA / Millville Main Street, Bay County Historical Society	Historical Resources Special Category Grant, CRA, City Budget

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
G	140	Incorporate public art that reflects Glenwood's heritage	X	X		CRA / Glenwood Main Street	Specific Cultural Project Grants, CRA, City Budget
M	141	Incorporate public art that reflects Millville's heritage (includes next 2 lines)	X	X		CRA / Millville Main Street	Specific Cultural Project Grants, CRA, City Budget
M	142	Establish a mural program that could be applied to key buildings to build on Millville's character	X			CRA / Millville Main Street	CRA
M	143	Install wayfinding signage that highlights Millville's historical and natural assets	X			CRA / Millville Main Street	CRA
St. A	144	Incorporate public art that reflects St. Andrews' heritage	X	X		CRA / Waterfront Partnership	Specific Cultural Project Grants, CRA, City Budget
St. A	145	Incentivize reuse of historic structures, including St. Andrews School	X	X		City Manager, Development Services, Mayor, Council	Historical Resources Special Category Grant, CRA, City Budget
All	146	Promote strategic events, such as races, festivals, boat parades, and annual activities that connect residents across Panama City neighborhoods	X	X		CRA / Main Street Programs, City Manager	CRA
Support Workforce Development, Small Businesses, and Entrepreneurs							
All	147	Create an Academy of the Building Arts in partnership with Panama City Marine Institute, Bay District Schools and local homebuilders (includes next 6 lines)	X	X		Economic Development, CD	CDBG-DR, US Department of Labor YouthBuild Program, City Budget
All	148	Pursue grants and sponsorships	X	X		Economic Development, Panama City Marine Institute	
All	149	Develop coordinated literacy and job-skills training	X	X		Economic Development, Panama City Marine Institute, Haney Technical Center, Bay District Schools	CDBG-DR, US Department of Labor YouthBuild Program, City Budget
All	150	Recruit community youth, adults and returning citizens	X	X		Panama City Marine Institute, Bay District Schools, CRA	
All	151	Provide transportation, financial and child care support for participants	X	X		Panama City Marine Institute, CRA	
All	152	Make City-owned land available for hands-on construction activity		X		CD, CRA	
All	153	Fund home rehab and building efforts		X	X	Mayor, City Council, City Manager	Private developer, City Budget

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
All	154	Package and earmark some City-owned land sales for small contractors		X		CD	City Budget
All	155	Coordinate technical assistance for small businesses with Gulf Coast State College and FSU Panama City	X			CRA / Main Street Programs, Gulf Coast State College, FSU Panama City	City Budget
All	156	Consider establishing a Community Development Corporation to help businesses access Small Business Administration loans and other financing		X		Economic Development, CRA, CD	Small Business Administration, City Budget
G	157	Establish a business incubator to serve small businesses		X		CRA / Glenwood Main Street, Gulf Coast State College, FSU Panama City	CRA, City Budget
All	158	Conduct information sessions to help educate local contractors as to green infrastructure and upcoming opportunities		X		Economic Development, CRA / Main Street Programs, City Manager	National Fish and Wildlife Foundation, The Nature Conservancy
All	159	Develop workforce training and entrepreneurship support programs for green infrastructure and wetland restoration installation, maintenance and monitoring with non-profit partners. Recruit neighborhood residents		X		Economic Development, CRA / Main Street Programs, City Manager, Mayor	CDBG-DR, National Fish and Wildlife Foundation, EPA Environmental Workforce Development and Training Grant, The Nature Conservancy, GulfCorps, Stormwater Utility
All	160	Explore opportunities to create a National Green Infrastructure Certification Program center to train and certify local workers		X		Florida Department of Environmental Protection, Tom P. Haney Technical Center	National Fish and Wildlife Foundation, Florida Department of Environmental Protection, The Nature Conservancy, Bay School District
M	161	Partner with Boys & Girls Club for new facilities and expanded activities in Daffin Park	X	X		Boys & Girls Club, Economic Development, City Manager, CRA / Millville Main Street	City Budget
M	162	Explore opportunities for workforce development in coordination with Boys & Girls Club	X	X			CDBG-DR
All	163	Provide financial literacy and other life skills training for area youth		X		CRA / Main Street Programs, Bay District Schools	Bay District Schools
All	164	Engage the community in volunteer and educational opportunities related to green infrastructure	X			CRA, Quality of Life, City Manager	City Budget
All	165	Create a summer job youth program to undertake public improvements (planting trees, etc.)	X			GulfCorps, City	The Nature Conservancy, City Budget

Neighborhood	Action Key	Action / Description	Time Frame			Responsible Party	Potential Funding Sources
			Immediate (first year)	Near-Term (years 1-5)	Long-Term (5+ years)		
Build Workforce, Affordable, and Mixed-Income Housing							
All	166	Commit to a diverse housing stock of different sizes, types and prices/rents	X			Mayor, City Council	City Budget
All	167	In Public / Private Partnership developments of City-owned land, require 10 to 15 percent of units be earmarked for workforce housing	X	X	X	City Manager, Mayor, City Council	City Budget
All	168	Develop an education and outreach program to inform residents of available heirs property/title assistance programs offered by the Department of Economic Opportunity and Florida Bar Association. Consider supplementing existing resources by establishing a community-based program that provides assistance in clearing titles (See action #171)	X	X		CRA, CD	CRA, City Budget
All	169	Establish a community-based program to provide legal assistance in clearing title for heirs properties; develop application process and sliding-scale fee program; recruit probate attorneys to participate and negotiate discounted fees; inform residents and solicit applications for the heirs property program; screen applications to prioritize properties where title can be easily resolved		X	X	CRA, CD	CRA, City Budget
G	170	Implement plans for Massalina Memorial Homes and Fletcher Black replacement housing	X	X		Housing Authority	Florida Housing Finance Agency
All	171	Incentivize development of workforce and affordable housing in the sale of City-owned properties	X	X		CD, City Manager	City Budget
All	172	Continue to implement ReHouse Bay housing programs to provide housing assistance to low and moderate income households. Provide training, credit repair and financial assistance for first-time homebuyers. Partner with local organizations to host Financial Literacy courses at easily-accessible neighborhood facilities	X	X		CRA, CD	CDBG, CRA, City Budget
All	173	Partner with non-profits and / or developers to compete for Low-Income Housing Tax Credit support for mixed-income housing		X		CD	Private investment, City Budget
G, M	174	Pursue partnerships with major corporations and institutions to develop workforce housing for their employees		X		City Manager, CD	Private funding, City Budget
All	175	Develop architectural designs or pattern book of infill housing, live/work, and mixed-use concepts that have been pre-approved for zoning and building permits		X		CD, Development Services	City Budget



FUNDING SOURCES

Funding Program	Potential Uses
FEDERAL	
FEMA <ul style="list-style-type: none"> Hazard Mitigation Grant Program Flood Mitigation Assistance Program Building Resilient Infrastructure and Communities (BRIC) Program 	Strategic buyouts for flood risk reduction and floodplain restoration; stormwater parks incorporating flood storage; wetland and floodplain restoration projects; floodable waterfront parks; building codes; mitigation planning
Community Development Block Grant – Disaster Recovery	Voluntary buyouts in high flood-risk areas; green infrastructure workforce training; drainage and wastewater infrastructure repairs. Must have tie-back to Hurricane Michael and fulfill a funding need that is not met by other federal programs.
NOAA Community-Based Restoration Program	Living shoreline, marsh restoration; floodable waterfront parks with shoreline buffer
National Fish and Wildlife Foundation National Coastal Resilience Fund	Community capacity-building and planning; engineering, design, and construction projects such as living shoreline, floodplain-habitat restoration design, marsh and wetland habitat restoration, and natural channel design.
Environmental Protection Agency Environmental Workforce Development and Job Training Grant	Workforce and job training programs that recruit, train, and place local, unemployed and under-employed residents, providing them with the skills needed to secure employment in the environmental field
Federal Clean Water Act Section 319(h) Grants (Administered by Florida Nonpoint Source Management Program)	Green stormwater infrastructure, low impact development, stormwater pollution public education, septic to sewer projects. Excludes pipes and ditches; excludes projects that are required by permit
Land and Water Conservation Fund	Conservation of natural areas, water resources, and cultural heritage and to provide recreation opportunities for citizens
Gulf Coast Ecosystem Restoration Council	Restoration of ecosystem and economy of the Gulf Coast Region affected by the Deepwater Horizon oil spill
Department of Transportation <ul style="list-style-type: none"> Surface Transportation Block Grant Transportation Alternatives Set-Aside 	Flexible funding used by states and localities for any Federal highway-aid highway, bridge and tunnel projects; pedestrian and bicycle infrastructure; and transit capital projects
Department of Labor <ul style="list-style-type: none"> YouthBuild Program 	Job training and educational opportunities for at-risk youth ages 16-24

Funding Program	Potential Uses
FLORIDA	
Resilient Coastlines Program: Resilience Planning Grants	Community resilience planning, analyzing vulnerabilities and risks, developing plans and policies
Resilient Coastlines Program: Resilience Implementation Grants	Implementation of adaptation/resiliency plans; Nature-based options for erosion and flood control, elevating public structures, and projects specifically included in existing adaptation/resilience plans.
State Water Quality Assistance Grants	Green infrastructure and low impact development
Department of Environmental Protection <ul style="list-style-type: none"> Clean Water State Revolving Fund (CWSRF) 	Provides low-interest loans to local governments to plan, design, and build or upgrade wastewater, stormwater, and nonpoint source pollution prevention projects
Department of Environmental Protection <ul style="list-style-type: none"> Recreational Trails Program 	Construction of new recreational trails; maintenance and restoration or renovation of existing recreational trails; development and rehabilitation of trailside and trailhead facilities; and recreational trail linkages. Excludes trail planning
Department of State <ul style="list-style-type: none"> Historical Resources Special Category Grants 	Historic preservation
OTHER	
Arbor Day Foundation and One Tree Planted 501(c)3	Tree plantings and tree canopy restoration
Florida Humanities Community Project Grants	Projects that strengthen vibrant communities and cultures, promote civic engagement, spark thoughtful community dialogue, and reflect on the human experience across Florida

SAMPLE REVIEW CHECKLIST

As implementation moves forward, street redesign, infrastructure and other improvements should be evaluated for consistency with this plan. Below is a sample checklist that could be used.

Neighborhood Plans Consistency Review

For Street Retrofit, Infrastructure Upgrades, & Other Capital Projects

Review of the following criteria shall be initialed in the space provided. If site conditions partially or completely prevent implementation of specific criteria, documentation demonstrating technical infeasibility must be provided. "No" responses must include additional information justifying the response.

Complete Neighborhoods

	Yes	No	N/A	Notes
A comprehensive existing conditions plan documents existing conditions including natural features, wetlands, topography, soil types, treelines, and significant trees per the City tree protection ordinance.				
Cultural and community resources and assets have been identified, and negative impacts are avoided.				
Downtown, Glenwood, Millville, St. Andrews Neighborhood Plans have been reviewed, and relevant initiatives/goals within the project area have been identified. (Provide documentation on separate sheets as needed.)				
Neighborhood Vision - Big Ideas & Illustrative Plan				
New Pedestrian and Bikeway Infrastructure Map				
Green-Blue Framework Plan				

Great Streets

	Yes	No	N/A	Notes
Street and driveway pavement widths are no wider than required to accommodate public safety and emergency access, including on-street parking and bicycle infrastructure where identified. Opportunities to reduce existing pavement are identified.				
Sidewalks are provided within the project area, prioritizing routes to parks, schools, and neighborhood business districts. Existing sidewalks in poor condition are to be repaired.				
Lighting within the project area is sufficient for safety and crime prevention purposes based on current and projected land use.				
Street design, including retrofit of existing streets and utility infrastructure projects, incorporate shade trees with design of root systems/volume to support growth. Encourage use of structural cells with uncompacted soil in cells within tree root zones to assist storm water cleansing before water reaches St. Andrews Bay.				
Street design, including retrofit of existing streets and utility infrastructure projects, consider stormwater management practices such as tree filters to filter and infiltrate stormwater runoff from adjacent impervious areas. In areas of poorly draining soils water quality filtration can still be provided as a "flow through" condition with underdrain.				

Neighborhood Plans Consistency Review (continued)

Resilient Open Spaces & Infrastructure

Yes No N/A Notes

The proposed project meets or exceeds all city and state stormwater requirements.

The project avoids and protects sensitive natural resource areas and their buffers, including but not limited to designated resource protection areas, stream and coastal buffers, steep slopes, wildlife habitat, and forest cover.

The project identifies opportunities for restoration of natural resources.

Infrastructure construction and maintenance projects (e.g. stormwater infrastructure, wetland restoration, swale upgrades) includes multi-use trails to provide neighborhood connectivity and health opportunities. See neighborhood green-blue framework plans where applicable.

Public waterfront access is maintained. Waterfront multi-use paths and easements are provided where they do not currently exist.

Public open spaces are designed to include neighborhood-scale flood mitigation and water quality benefits as part of a multi-functional space, and incorporate education about green practices where practicable.

New stormwater management infrastructure, natural restoration, and other landscaping includes a long-term Stormwater Operation and Maintenance Plan. The plan identifies responsible party for maintenance and an annual budget.

A construction erosion and sediment control plan meeting applicable City and State requirements has been approved by the City Engineer.

Conservation opportunities for expansion of natural systems and protection of water resources through acquisition, conservation easement, or other relevant means have been considered.

City Approval:

Public Works _____ Date

Development Services/Planning _____ Date



APPENDIX A

Zoning Recommendations

INTRODUCTION

Appendix A - Zoning Recommendations offers proposed zoning changes that can implement the Panama City Neighborhood Plans.

Section I includes new terminology that can be added to the existing zoning code, to include additional housing types that are compatible with traditional neighborhoods, otherwise known as “Missing Middle” housing.

Section II includes proposed zoning districts for Panama City’s traditional neighborhood areas, encouraging a mixture of uses in a walkable form, and maintaining existing residential neighborhood character.

Section III includes building design standards that apply to the Neighborhood Downtown and Neighborhood General areas.

Section IV includes proposed zoning district maps that apply the Neighborhood Downtown, Neighborhood General and Neighborhood Residential districts to the Glenwood, Millville and St. Andrews neighborhoods. Maps also include site-specific building setback zones, in areas where greater specificity for future building placement is desired to fit surrounding context and the vision of the Neighborhood Plans.

- The new Neighborhood Districts are proposed to replace the existing zoning districts for the parcels shown on each map.
- Transition Overlay Areas are where the previously existing zoning districts (those in place at the time of re-zoning) could be optionally utilized, if desired. If an applicant in the Transition Overlay area uses a Neighborhood District, all standards of that district (including permitted uses, setbacks, parking, as well as building design standards) shall apply. Otherwise, the previously existing zoning standards apply.
- The proposed districts within the Transition Overlay areas represent the future vision for Highway 98, 15th Street, and northern portions of the MLK Jr. Boulevard corridor. At the time of implementation of a street design that incorporates a Complete Street approach (which may include wider sidewalks, protected bike facilities, street trees, and other multi-modal improvements), all properties within 400’ of the street right-of-way should have the Transition Overlay option removed.

Section V includes proposed signage standards for traditional neighborhood areas, encouraging a variety of pedestrian-friendly signs.

Finally, **Section VI** contains design best practices the City can use to encourage and inspire development according to the vision of the Neighborhood Plans.

I | DEFINITIONS

Add to **Definitions Sec 116-3** (to define Missing Middle housing types):

Cottage Court: A series of small, detached structures on a common lot providing multiple units arranged to define a shared court that is typically perpendicular to the street. The shared court takes the place of a private rear yard and becomes an important community-enhancing element.

Courtyard Apartment. A medium-sized structure that consists of multiple dwelling units accessed from a courtyard or series of courtyards. Each unit may have its own individual entry, or may share a common entry. The Courtyard Apartment is appropriately scaled to fit within Neighborhood Downtown or General areas and other similar walkable neighborhood districts.

Live/Work Unit: A mixed-use residential unit that is allowed to house a flexible combination of limited commercial functions and the primary residential function. The commercial function may be anywhere in the unit. It is intended to be occupied by a business operator or employee who lives in the same structure that contains the commercial activity or industry.

Multi-plex: Small. A medium-sized structure that typically consists of 3 to 6 side-by-side and/or stacked dwelling units typically with one shared entry or individual entries along the front. The Small Multi-plex has the appearance of a medium-sized family home and is appropriately scaled to fit within Neighborhood General and similar walkable neighborhood districts.

Multi-plex: Large. A medium-to large-sized structure that typically consists of 7 to 18 side-by-side and/or stacked dwelling units, typically with one shared entry. The Large Multi-plex is appropriately scaled to fit within Neighborhood Downtown areas, and other similar walkable neighborhood districts.

Rowhouse. A small-to medium sized attached structure that consists of 2 to 8 dwelling units placed side-by-side on either a single lot or individual lots. This type is typically located within Neighborhood Downtown or General areas, or other similar walkable neighborhood districts.

II | ZONING DISTRICTS

Sec. 104-3X. - Neighborhood Downtown (ND) zoning district.

The purpose of this zoning district is to provide areas for the preservation and development of active and walkable neighborhood downtown areas within the city. These standards implement key provisions of the Strategic Vision established as part of the City's Long Term Recovery Plan.

Neighborhood Downtown areas includes a mix of commercial, civic, and residential uses. Buildings may be attached or detached, and are typically built on or near the front property line to encourage pedestrian activity. Missing Middle housing types typical for this district include Duplex, Small Multi-plex, Cottage Court, Courtyard Apartment, Row-house, and Large Multi-Plex.

The Florida Department of Transportation (FDOT) has adopted a context classification system to plan and design streets in greater harmony with the surrounding land use characteristics. Streets that pass through Neighborhood Downtown areas should have a C5 (Urban Center) classification.

A. The following bulk regulations shall apply to property zoned Neighborhood Downtown (ND):

1. The **impervious surface ratio (ISR)** shall be no greater than **1.0 (or 100%)** of the total parcel area.
2. The **maximum building footprint** per building shall be 25,000 square feet. An exception is made for civic uses including houses of worship and schools. Grocery stores may exceed this limit, with approval of the **Development Services Director**.
3. The **maximum building frontage** per building shall be 120 feet.
4. **Height:** All structures shall have a maximum height limitation of 4 stories plus an attic story.
 - i. Building Heights shall exclude habitable attics and below grade parking.
 - ii. Stories may not exceed 12 feet in height from finished floor to finished ceiling, except for a first floor commercial function which may be a maximum of 25 feet.
 - iii. Heights shall be measured to the eave of the roof or roof deck (if flat).
 - iv. The first finished floor in residential buildings shall be raised a minimum of 24" above the highest adjacent sidewalk grade.



TABLE 104-X:
Neighborhood Downtown Setbacks

Building Location	
Front and Side/Street Setbacks	0' min / 10' max
Side/Mid-Block and Rear Setbacks	0' min / no max.
Frontage Occupancy	80% minimum
Parking Location	
Parking Setback (front and side/street)	25' min.
Parking Setback (side/mid-block)	0' min.
Parking Setback (rear/alley)	5' min.

TABLE 104-X:
Neighborhood Downtown Parking Standards

Residential Uses	1 space per unit minimum / 3 spaces per unit maximum
Non-Residential Uses	1 space per 800 sq ft GFA minimum / 1 space per 300 sq ft GFA maximum

Parking Exceptions:

1. All applications (for new development or building reuse) within the Neighborhood Downtown district that meet all standards of this district, including for building and parking location (Table 104-X) and building design (Sec 105-XX), shall be exempt from minimum parking requirements.
2. Exceptions to the maximum parking limits may be granted by the **City Commission**.

Sec. 104-3X. -	Neighborhood Downtown (ND) zoning district.
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5. Setbacks:

- i. Setbacks are summarized in Table 104-X.
 - ii. There are no minimum setback requirements. The maximum setback from all public ROWs will be 10 feet unless subject to a Building Setback Zone identified on the zoning map. A Building Setback Zone on a corner lot shall apply at least 50 feet from the block corner.
 - iii. Parking shall be setback 25 feet from all public ROWs with the exception of alleys. The parking setback may be reduced to 8 feet in locations at least 25 feet from a block corner where a garden wall or decorative fence is provided and street trees are planted at 30 ft centers along the length of the parking area between the parking and garden wall or decorative fence.
 - iv. The Frontage Occupancy is the percentage of the total lot frontage width that is occupied by the primary building facade. A garden wall that meets the requirements of Sec. 105-XX may be used to meet this requirement with approval of the Development Services Director.
 - v. All Neighborhood Downtown lots are subject to a 20' rear or side setback when sharing a common rear or side lot line with a property within a Neighborhood Residential (NR) district and require screening of a garden wall or solid fence four to eight feet in height within one foot of the common lot line. Trees from the city's approved tree list shall be planted at a maximum of 30 ft centers between 5 and 10 feet from this wall.
6. There are no **minimum lot size** requirements.

B. The following uses are allowed in the Neighborhood Downtown (ND) zoning district. All other uses are prohibited:

1. All uses allowed in the Neighborhood General (NG) zoning district;
2. Hospitals, medical offices, clinics, etc.
3. Temporary commercial uses, including food trucks, pop-up retail, and similar uses.

C. Additional Requirements.

1. Development shall conform to the Building Design Standards of Sec 105-XX.

2. Administrative Exceptions: The Development Services Director shall have authority to grant exceptions to certain specific standards of the ND zoning district as follows:

- i. The Setback and Frontage Occupancy requirements of Sec. 104-3X.A may be waived where development envisioned by the code is not feasible due to irregularly-shaped parcels or environmental constraints (such as flood plain or wetland areas, or existing trees); for building reuse where requirements are incompatible with the existing structure; or for civic uses including schools and houses of worship.
- ii. The Maximum Front Setback of Sec. 104-3X.A may be increased to allow for a new public green or plaza in front of the building facade.

2. Parking shall be provided as described in Table 104-X.

3. No landscape buffers are required in the Neighborhood Downtown zoning district, except where abutting a detached Single Family Dwelling. Streetscape plantings have a higher priority in the neighborhood districts than private landscaping. They provide a public benefit by establishing an environment that encourages and facilitates pedestrian activity and walkable streets that are comfortable, efficient, safe, and interesting; and they contribute to the overall neighborhood character by ensuring the coherence of the public realm. Fee-in-lieu payments for landscape requirements can be used to implement a comprehensive streetscape plan at the time of street rebuilding.

4. Credit shall be applied for existing impervious surface; provided the new development is built over the existing impervious surface. However, new development exceeding these areas or building in a different location on the property will be subject to the City's stormwater requirements.

5. Ground and building lighting shall be confined to the property without causing direct light to protrude on adjacent properties.

6. Setbacks for visibility / sight triangle at intersections are not required in Neighborhood Downtown areas in order to encourage low travel speed and a walkable urban environment.

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Sec. 104-3X. - Neighborhood General (NG) zoning district.

The purpose of this zoning district is to provide areas for the preservation and development of historic, traditional, and walkable mixed-use neighborhoods and corridors within the city. These standards implement key provisions of the Strategic Vision established as part of the City's Long Term Recovery Plan.

Neighborhood General areas includes a mix of commercial, civic, and residential uses. Buildings are typically built on or near the front property line to encourage pedestrian activity. Missing Middle housing types typical for this district include Duplexes, Small Multi-plex, Cottage Courts, Courtyard Apartments, and Rowhouses.

The Florida Department of Transportation (FDOT) has adopted a context classification system to plan and design streets in greater harmony with the surrounding land use characteristics. Streets that pass through Neighborhood General areas should have a C4 (Urban General) classification.

A. The following bulk regulations shall apply to property zoned Neighborhood General (NG):

1. The **impervious surface ratio (ISR)** shall be no greater than **0.80 (or 80%)** of the total parcel area.
2. The **maximum building footprint** per building shall be 10,000 sq ft. An exception is made for civic uses including houses of worship and schools. Grocery stores may exceed this limit, with approval of the **Development Services Director**.
3. The **maximum building frontage** per building shall be 80 feet.
3. **Height:** All structures shall have a maximum height limitation of 3 stories plus an attic story.
 - i. Building Heights shall exclude habitable attics and below grade parking.
 - ii. Stories may not exceed 12 feet in height from finished floor to finished ceiling.
 - iii. Heights shall be measured to the eave of the roof or roof deck (if flat).
 - iv. The first finished floor in residential buildings shall be raised a minimum of 24" above the highest adjacent sidewalk grade.

**TABLE 104-X:
Neighborhood General Setbacks**

Building Location	
Front and Side/Street Setbacks	0' min / 15' max
Side/Mid-Block and Rear/Alley Setback	5' min / no max
Rear/No Alley Setback	10' min / no max
Frontage Occupancy	65% minimum
Parking Location	
Parking Setback (front and side/street)	25' min.
Parking Setback (side/mid-block)	0' min.
Parking Setback (rear)	5' min.

**TABLE 104-X:
Neighborhood General Parking Standards**

Residential Uses	1 space per unit minimum / 3 spaces per unit maximum
Non-Residential Uses	1 space per 800 sq ft GFA minimum / 1 space per 300 sq ft GFA maximum

Parking Exceptions:

1. All applications (for new development or building reuse) within the Neighborhood General district that meet all standards of this district, including for building and parking location (Table 104-X) and building design (Sec 105-XX), shall be exempt from minimum parking requirements.
2. Exceptions to the maximum parking limits may be granted by the **City Commission**.

4. Setbacks:

- i. Setbacks are summarized in Table 104-X.
- ii. Side setbacks may be 0 feet for attached Rowhouse units.
- iii. Parking shall be setback 25 feet from all public ROWs with the exception of alleys. The parking setback may be reduced to 8 feet in locations at least 50 feet from a block corner where a garden wall or decorative fence is provided and street trees are planted at 30 ft centers along the length of the parking area between the parking and garden wall or decorative fence.

Sec. 104-3X. -	Neighborhood General (NG) zoning district.
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- iv. The Frontage Occupancy is the percentage of the total lot frontage width that is occupied by the primary building facade. A garden wall that meets the requirements of Sec. 105-XX may be used to meet this requirement with approval of the Development Services Director.
- 5. There are no **minimum lot size** requirements.

B. The following uses are allowed in the Neighborhood General (NG) zoning district. All other uses are prohibited:

- 1. All uses allowed in the Neighborhood Residential (NR) zoning district, and:
- 2. Residential uses including single-family attached and detached dwellings, and multi-family units. Dwelling units may be located in mixed-use structures with commercial or other non-household living uses.
- 3. Live/work units.
- 4. Civic/Institutional uses including educational, healthcare, and religious uses.
- 5. Commercial office, retail, and entertainment uses.
- 6. Temporary Open Air Retail.
- 7. Hotels, Inns, and Bed and Breakfasts.
- 8. Small-scale manufacturing (all non-retail activities, such as storage, shall not be visible from the street).
- 9. Grocers, Restaurants (no drive-thru), Bars, and Breweries.
- 10. Commercial Marinas, private and public.
- 11. Parking Garages and Parking Lots.
- 12. Public and Private, Passive and Active Recreational Uses.

C. Additional Requirements.

- 1. Development shall conform to the building design standards of Sec 105-XX.
- 2. **Administrative Exceptions:** The Development Services Director shall have authority to grant exceptions to certain specific standards of the NG zoning district as follows:
 - i. The Setback and Frontage Occupancy requirements of Sec. 104-3X.A may be waived where development envisioned by the code is not feasible due to irregularly-shaped parcels or environmental constraints (such as flood plain or wetland areas, or existing trees) for building reuse where requirements are incompatible with the existing structure; or for civic uses including schools and houses of worship.
 - ii. The Maximum Front Setback of Sec. 104-3X.A may be increased to allow for a new public green or plaza in front of the building facade.
- 3. Parking shall be provided as described in Table 104-X.
- 4. No landscape buffers are required in the Neighborhood Downtown zoning district, except where abutting a detached Single Family Dwelling. Streetscape plantings have a higher priority in the neighborhood districts than private landscaping. They provide a public benefit by establishing an environment that encourages pedestrian activity and walkable streets that are comfortable, safe, and interesting; and contribute to the neighborhood character by ensuring the coherence of the public realm. Fee-in-lieu payments for landscape requirements can be used to implement a comprehensive streetscape plan at the time of street rebuilding.
- 5. Credit shall be applied for existing impervious surface; provided the new development is built over the existing impervious surface. However, new development exceeding these areas or building in a different location on the property will be subject to the City's stormwater requirements.

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Sec. 104-3X. - Neighborhood Residential (NR) zoning district.

The purpose of this zoning district is to provide areas for the preservation or development of the historic, traditional, and walkable neighborhoods of the city that include single-family detached and some Missing Middle housing. Missing Middle housing types typical for this district include Duplexes and Cottage Courts. These standards implement key provisions of the Strategic Vision established as part of the City's Long Term Recovery Plan.

The Florida Department of Transportation (FDOT) has adopted a context classification system to plan and design streets in greater harmony with the surrounding land use characteristics. Streets that pass through Neighborhood Residential areas should have a C4 (Urban General) classification.

A. The following bulk regulations shall apply to property zoned Neighborhood Residential (NR):

1. The **impervious surface ratio (ISR)** shall be no greater than **0.60 (or 60%)** of the total parcel area.
2. The **maximum building footprint** per building shall be 4,000 square feet. An exception is made for civic uses including houses of worship and schools.
3. **Height:** All structures shall have a maximum height limitation of 2 stories plus an attic story.
 - i. Building Heights shall exclude habitable attics and below grade parking.
 - ii. Stories may not exceed 12 feet in height from finished floor to finished ceiling.
 - iii. Heights shall be measured to the eave of the roof or roof deck (if flat).
 - iv. The first finished floor in residential buildings shall be raised a minimum of 24" above the highest adjacent sidewalk grade.
4. **Setbacks:**
 - i. Setbacks shall be as summarized in Table 104-X.
 - ii. Porches may extend up to 10 feet into setbacks provided they are at least 8 feet deep. Partial walls, screened areas, and railing on porches that extend into the setback may be no higher than 42 inches.
5. **Minimum lot requirements:**
 - i. Minimum lot width of 40' for square, rectangle, and corner lots.
 - ii. There is no minimum lot size requirement.



TABLE 104-X:
Neighborhood Residential Setbacks

Building Location	
Front and Side/Street Setbacks	7' min / 20' max
Side/Mid-Block	5' min / no max
Rear Setback (primary building)	15' min / no max
Rear/Side Setback (accessory building)	3' min / no max

Sec. 104-3X. -	Neighborhood Residential (NR) zoning district.
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B. The following uses are allowed in the Neighborhood Residential (NR) zoning district. All other uses are prohibited:

1. Single-family detached dwellings.
2. Duplex; up to 2 units attached.
3. Cottage Courts that meet the following conditions:
 - i. Maximum cottage footprint of 800 square feet per building.
 - ii. Maximum cottage height of one story plus an attic story.
 - iii. The central court shall be a green space not more than 1/3rd paved, and at least 20' in width (parallel to the street) and 40' in depth (perpendicular to the street).
3. One Accessory Dwelling Unit (ADU) is allowed per lot.
4. Community residential homes shall be allowed when 6 or fewer residents are located in a single-family, residential dwelling provided that such homes are not located within 1,000 ft of one another and when the location of such homes does not substantially alter the nature and character of the area. Such use must be licensed by a state agency as listed in Section 419.001(1)(b) Florida Statutes.
5. Public and private schools grades K-12.
6. Public or noncommercial private recreation.
7. Accessory uses or structures as set forth in Chapter 110.
8. Public utilities customarily found in residential areas.
9. Family day care homes pursuant to Section 125.0109, Florida Statutes.
10. Bed and Breakfast Inns.
11. Neighborhood Corner Stores are permitted with the following conditions:
 - i. Neighborhood Corner Stores can be either a primary or accessory small-scale neighborhood-oriented commercial use such as a café, barber, salon, professional office, or convenience retail.
 - ii. Neighborhood Corner Stores shall be allowed only on corner lots. No more than one corner store is allowed at an intersection.

- iii. The maximum setback for a Neighborhood Corner Store is 10 feet from both streets with a minimum setback of 5 feet.
- iv. Neighborhood Corner Store buildings are subject to Design Standards as specified in **Sec 105-XX**.
- v. Off-street parking for a Neighborhood Corner Store is discouraged as they are intended to serve the needs of the surrounding neighborhood within walking distance; no minimum parking spaces are required. If off-street parking is provided, the Parking Setback requirements of the Neighborhood General district shall apply.

C. Additional Requirements.

1. **Administrative Exceptions:** The Development Services Director shall have authority to grant exceptions to certain specific standards of the NR zoning district as follows:
 - i. The Setback and Frontage Occupancy requirements of Sec. **104-3X.A** may be waived where development envisioned by the code is not feasible due to irregularly-shaped parcels or environmental constraints (such as flood plain, wetland areas, or existing trees); for building reuse where requirements are incompatible with the existing structure; or for civic uses including schools and houses of worship.
2. Parking shall be provided as specified in Chapter 108.
3. Development shall conform to the landscaping and buffering requirements as specified in Chapter 107.

III | BUILDING DESIGN STANDARDS

Sec. 105-XX. – Neighborhood Building Design Standards.

A. Purpose. The purpose of the Neighborhood Building Design Standards is to shape future development in walkable, mixed-use districts. These standards implement key provisions of the Strategic Vision established as part of the City's Long Term Recovery Plan. **The standards shall apply to the Neighborhood Downtown (ND) and Neighborhood General (NG) districts.**

A. Building Facades

1. Fenestration. All building facades which face onto a street or public space shall meet the minimum fenestration requirements outlined below. The percentage of fenestration per story shall be calculated within the area between finished floor and finished ceiling and shall be a total percentage of doors and windows along that portion of the facade.

- i. Minimum building facade fenestration for ground story (retail use): sixty (60) percent
- ii. Minimum building facade fenestration for ground story (uses other than retail): thirty (30) percent
- iii. Minimum building facade fenestration for upper stories: twenty (20) percent

2. Centerlines. Centerlines serve to organize facade components.

- i. Structural centerlines are vertical lines not interrupted by fenestration. Facades shall feature alternating structural centerlines and fenestration centerlines.
- ii. These centerlines shall extend from the top of a mass to the bottom of a mass.
- iii. Multiple windows and/or doors may be grouped symmetrically around a single fenestration centerline.
- iv. The spacing of centerlines may be identical across a facade, or may vary.
- v. Each facade should be organized into a symmetrical rhythm of facade components grouped in vertical modules. Various patterns may be used, even identical modules.

3. Base, Body and Cap. These elements communicate height to the pedestrian. Expression lines can be used to distinguish between each component.

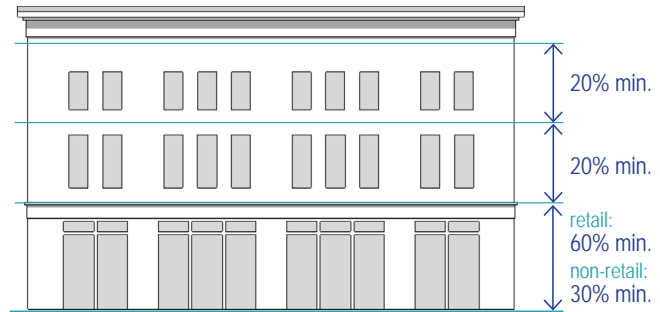


Figure X: Example of compliant facade fenestration

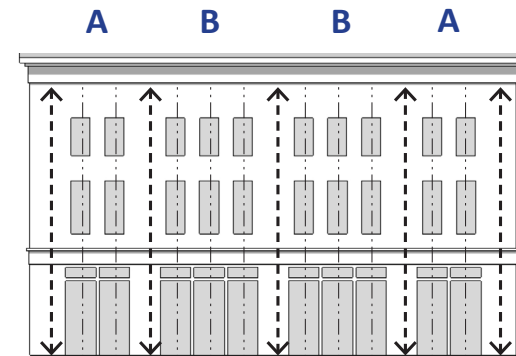


Figure X: Structural and fenestration centerlines, showing how the solid and voids in the facade align vertically; and organization of the facade into vertical modules. The facade example here follows an ABBA pattern.

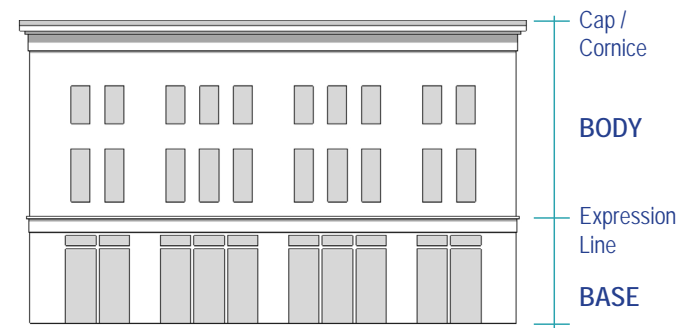


Figure X: The Base, Body & Cap

- i. Expression Lines shall either be moldings extending a minimum of two inches, or jogs in the surface plane of the building wall greater than two (2) inches.
- ii. An expression line may be used to delineate the base of the facade. An expression line shall be used at the top of shopfronts, which may incorporate a band for signage. For buildings three (3) stories or greater, the ground floor shall be differentiated from those floors above by an expression line in order to reinforce the pedestrian realm.
- iii. The top of each building shall be emphasized with a projecting cornice. This cornice shall feature a deeper projection, and therefore stronger shadow line, than any other expression line on a facade.
- iv. Facades may feature a change of colors, materials or textures at an expression line. Buildings should incorporate heavier materials (such as stone or masonry) in the base, below lighter materials (such as siding).

4. Liner Buildings. The character of some uses of land, such as parking structures or grocery stores, may preclude buildings from complying with the Building Facade requirements. Such buildings may be constructed in a manner that they are separated from adjacent streets (but not alleys) by liner buildings that meet the Building Facade requirements in the preceding subsection.

- i. Liner buildings shall be at least two stories in height and fifteen (15) feet in depth;
- ii. Liner buildings may be detached from or attached to the primary building;
- iii. Liner buildings may be used for any purpose allowed on the lot on which they are located except for parking.

5. Building Entrances.

- i. Principal entrances of every building must directly face a street or public space. Public space may include a central garden or courtyard when that public space opens directly onto the street.
- ii. Neighborhood Downtown areas: Doors or entrances for public access shall be provided on street-facing building facades at intervals no greater than fifty (50) feet, unless otherwise approved by the City Commission. The intent is to maximize street activity, to provide pedestrians with frequent opportunities to enter buildings, and to minimize any expanses of inactive wall.

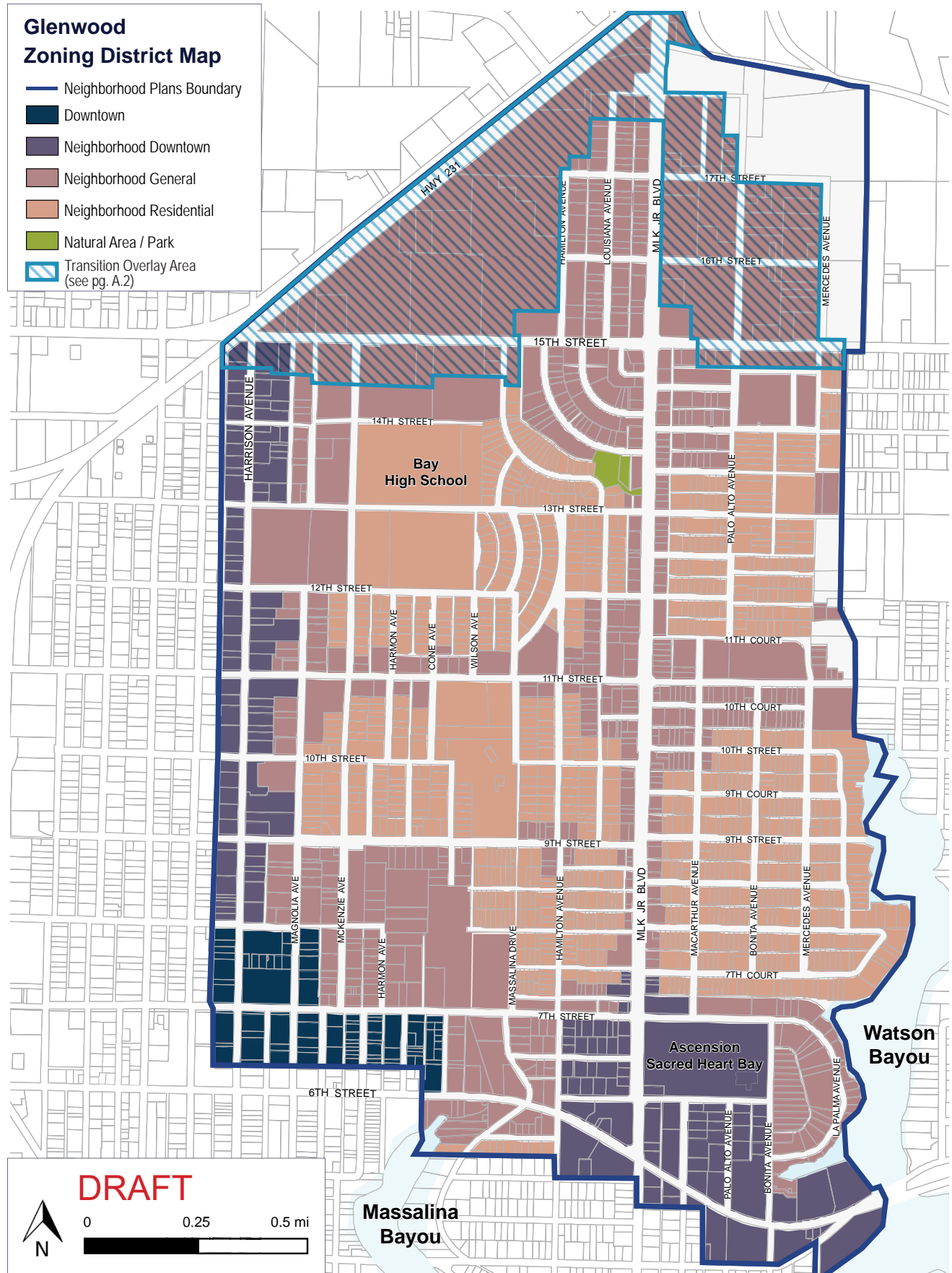
B. Building Wall Materials.

1. Permitted building wall materials include brick, stone or precast stone, stucco, horizontal lap siding (of wood, cementitious, or composition board, such as HardiPlank®), and pre-engineered metal and glass systems (for windows, doors, and shopfront conditions).
2. Other siding materials (which may include metal or cementitious panels for ornamentation) shall not be used as a primary building wall material.
3. Vinyl and aluminum siding are not permitted.
4. In Neighborhood Downtown areas, the above building wall material standards apply to primary and accessory buildings.

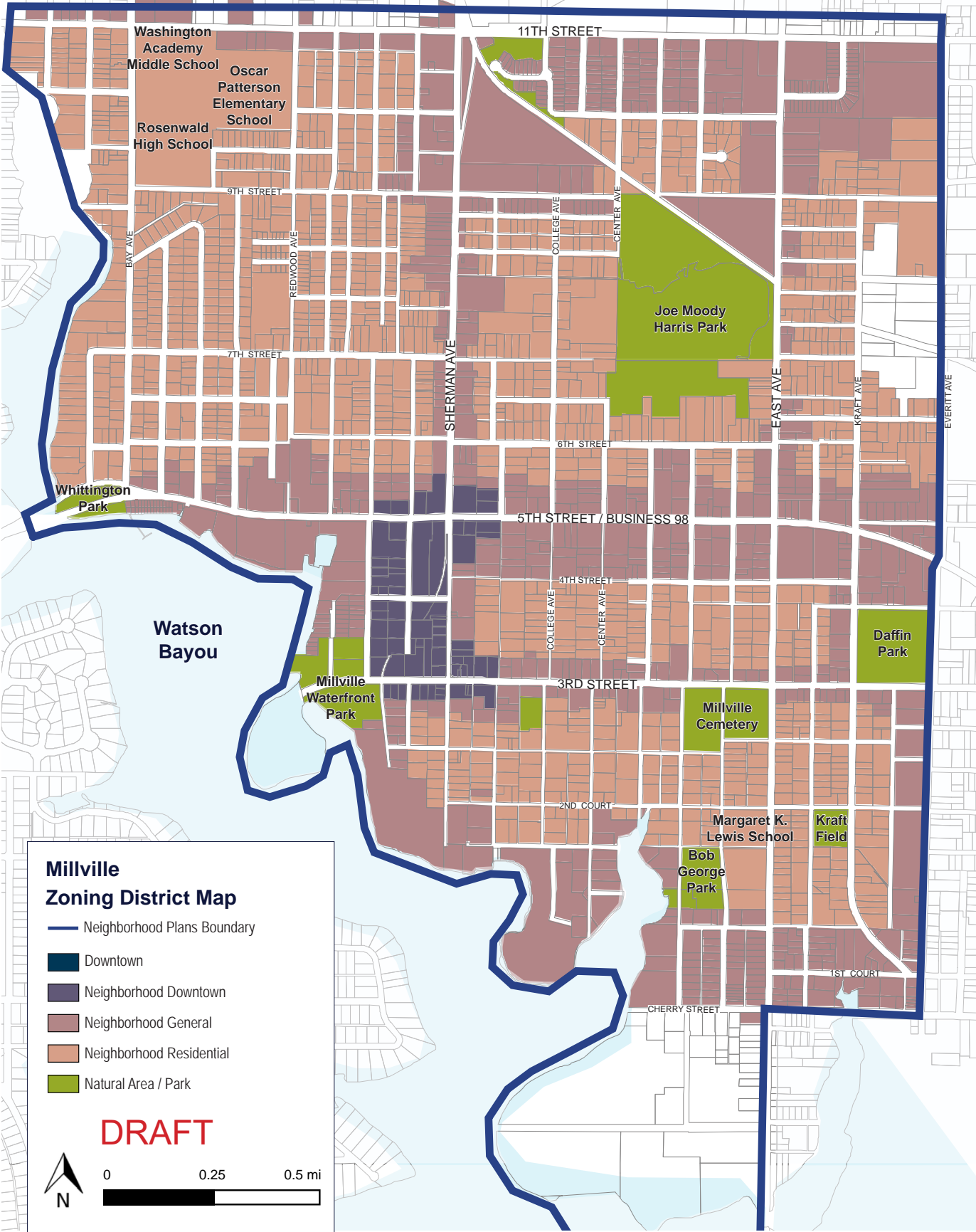
C. Garden Walls and Fences. A garden wall is a wall that defines the frontage line and/or the perimeter of a property. All garden walls or fences along property lines at public rights-of-way shall be a maximum of four (4) feet in height, and shall be constructed of brick, stone, masonry faced with stucco, wood, or metal. Chain link fences (or other rolled fencing) along public rights-of-way are not permitted.

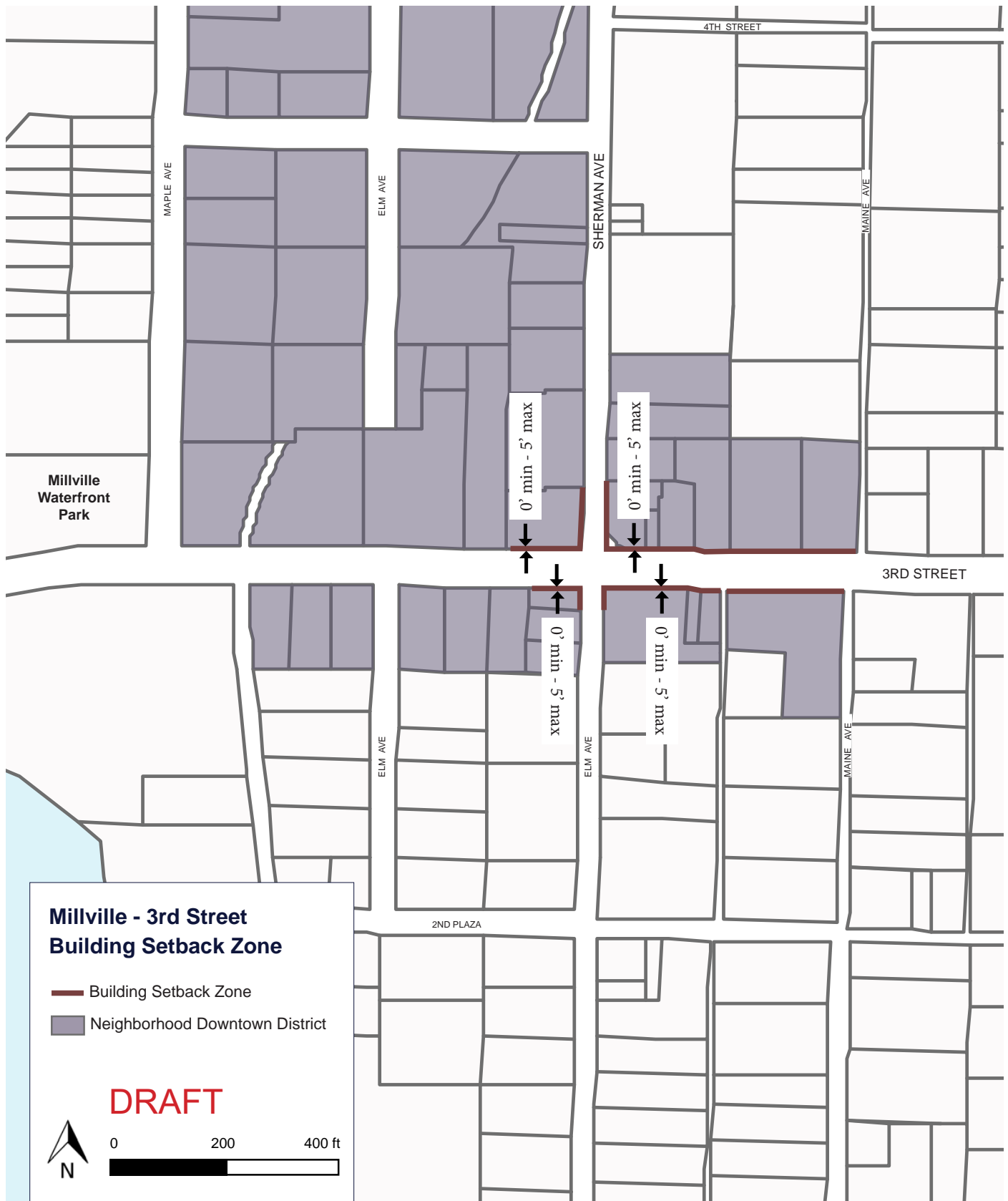
D. Exceptions. Exceptions to the standards of Sec. 105-XX may be granted by the Development Services Director on the basis of architectural merit or where the requirements create undue hardship, such as for building reuse or additions in which required elements are incompatible with the existing structure.

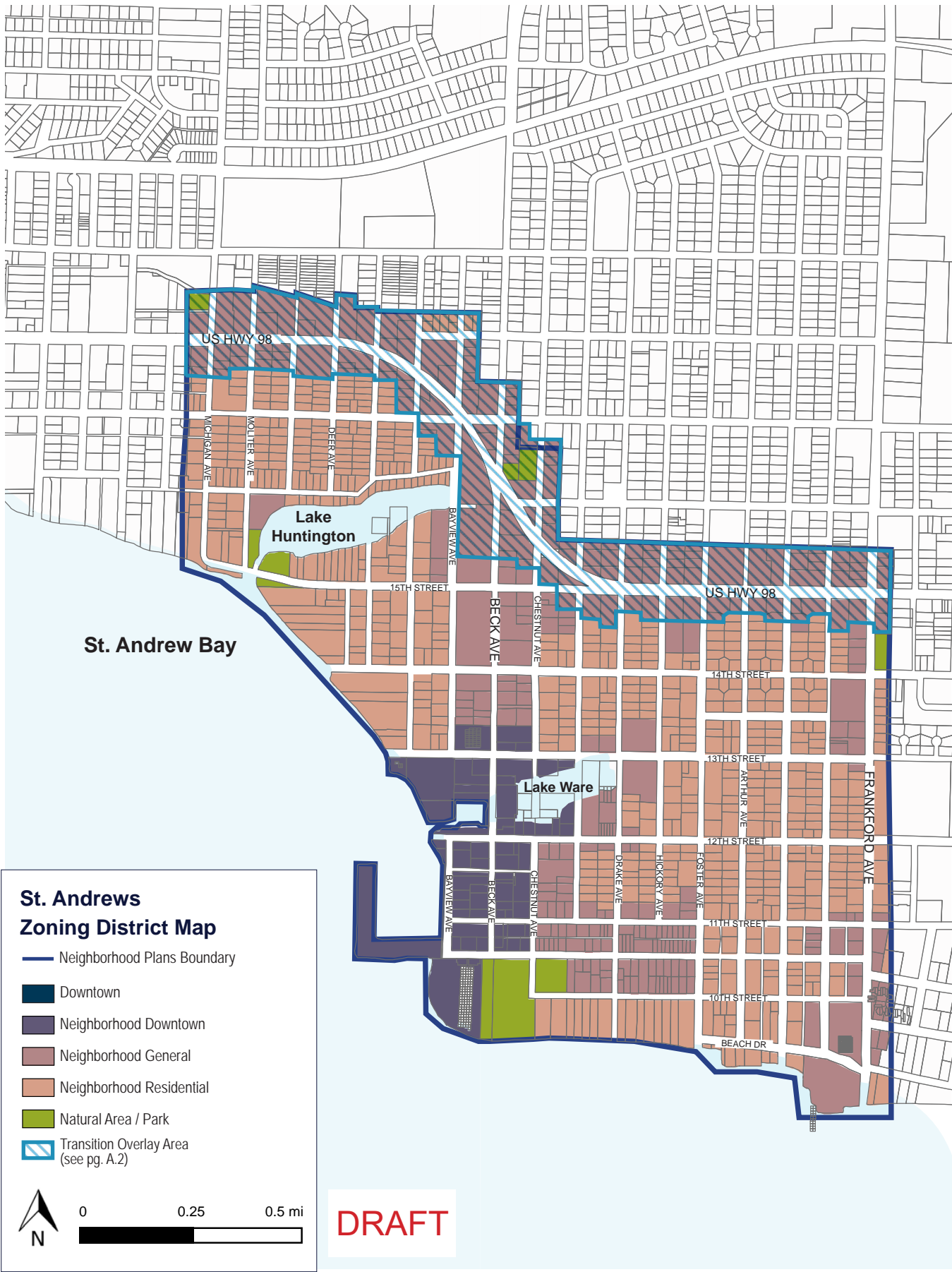
IV | PROPOSED ZONING MAPS











V | PROPOSED SIGNAGE STANDARDS

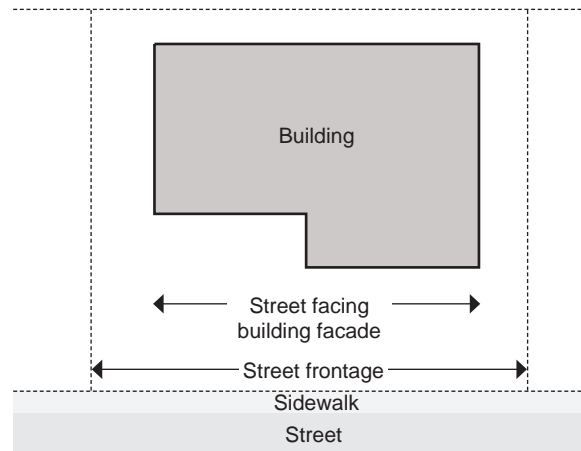
Sec. 112-11-F. Permitted signs in the Downtown and Neighborhood Districts.

The following sign standards shall apply to commercial uses in Downtown, Neighborhood Downtown, and Neighborhood General districts. Signs not identified within this section are prohibited.

A. General Requirements.

1. The maximum total signage area allocated for each building shall be two square feet (2 sq. ft.) per linear foot of street facing building facade along a street frontage.
2. Buildings with a rear public entrance are allowed one flat wall sign to not exceed sixty square feet (60 sq. ft.) to be placed at the rear entrance.
3. Signs shall not obscure architectural details of the building.
4. **Materials.** All permanent, on-premises signs maybe be constructed of a rigid, weatherable material such as wood (painted or natural); metal (copper, brass, aluminum, galvanized steel); painted / engraved directly on façade surface; glass; or hard plastic. Canvas may be used for awning material. Vinyl may be used for windows signs.
5. Exceptions to the regulations of this section for civic or institutional uses may be permitted by the Development Services Director.
6. Exuberant or creative signage that does not fit the specific regulations of this section may be considered by the Development Services Director, based on its merits, as it relates to the unique architectural qualities of a building, a building's historical significance, civic prominence, or unique configuration of existing conditions of a building, and the quality of design, construction, and durability of the sign.
7. **Lighting and Illumination.**
 - i. Signs shall be externally lit from the front. Back lighting is permitted as an exception only for individual letters or numbers (panelized back lighting is prohibited).
 - ii. External light sources used to illuminate signs shall be placed close to, and directed onto the sign, and shielded to minimize glare onto adjacent properties.
 - iii. Neon may be used for lettering or as an accent.

Figure X - Building Facade and Street Frontage Measurement



B. Sign Type Specifications.



Wall Signs

Area (max)	60 sf
Thickness (max)	9 in
Quantity	1 per shopfront

- Description. A wall sign is a building sign that is attached flat to, mounted away from but parallel to, or painted on the building facade.
- One wall sign is permitted per each street-facing building frontage.
- Wall signs shall either be located above the storefront or at least twelve inches (12") from any eave, edge of building, or top of parapet.
- Wall signs must not project more than nine inches (9") from the building face.
- Wall signs that are painted on the wall surface are eligible for a 200% bonus in area with approval of the Development Services Director.



Projecting and Blade Signs

Area (max)	12 sf
Thickness (max)	18 in
Height (max)	6 ft
Width (max)	5 ft
Quantity	1 per shopfront

- Description. A projecting sign is a type of building sign that projects outward from the facade, typically at a ninety-degree angle. Projecting signs are typically, but not always, vertically oriented, attached at two points, and generally mounted above the first floor. A blade sign is a type of sign mounted on a building facade, typically affixed at one point, and projected perpendicular to the normal flow of pedestrian traffic.
- Only one projecting sign up to twelve square feet (12 sf) is permitted per street-facing building front. Projecting signs mounted at the corner count for both street frontage/building elevations.
- Multiple projecting signs or blade signs of six square feet (6 sf) or less are permitted on one building side, but must be located below the second story windowsill.
- Maximum distance from building wall must not exceed one foot and six inches (1'-6").
- Projecting signs shall not extend more than six feet (6 ft.) from the building wall and within two feet of the curb line.
- Maximum height of projecting sign shall be no greater than six feet (6 ft.) and extend no more than four feet (4 ft.) above eave or parapet of building.
- Signs must be stabilized so as not to swing. Signs must have a minimum clearance from the sidewalk of eight feet (8 ft.).



Hanging Signs

Area (max)	6 sf
Thickness (max)	6 in.
Height (max)	3 ft
Width (max)	4 ft
Quantity	1 per shopfront

- Description. A hanging sign is typically attached to the underside of a soffit or awning, or projects outward, typically at a ninety-degree angle, and hangs from a bracket or support that is located over or near a building entrance.
- One sign per shopfront allowed.
- Signs shall not exceed six square feet (6 sf) in area and shall have an eight foot (8 ft.) minimum clearance from the sidewalk.
- Hanging signs cannot exceed four feet (4 ft.) in width and six inches (6 in.) in thickness.
- Hanging signs should be mounted so that they do not swing.





Awning Signs

Width (max)	75% of awning valence	i. Description. An awning sign is a type of building sign where graphics and symbols are painted, sewn, or otherwise adhered to the awning material as an integrated part of the awning itself.
Quantity	1 per shopfront	ii. A maximum of one sign is allowed per shopfront and the area must not cover more than 75% of the awning valence.
		iii. An awning sign may only be externally illuminated.



Canopy Signs

Thickness (max)	9 in	i. Description. A canopy sign is a type of building sign that is attached above, below, or to the face of a canopy.
Height (max)	2 ft	ii. Canopy signs are limited to a maximum one sign per canopy face.
Width (max)	75% of canopy width	iii. Signs must not extend outside the length or width of the canopy and must not cover more than 75% of the canopy length or width.
		iv. Depth of canopy signs must not exceed nine inches (9").
		v. Exposed raceways must not extend above height of letters.
Quantity	1 per shopfront	vi. Cabinet signs are not permitted on canopy signs.



Window Signs

Area (max)	25% of window area	i. Description. A sign intended to be painted on, applied to, or displayed in, a storefront window or door area.
Quantity	1 per window	ii. One window sign is permitted per shopfront.
		iii. A maximum of twenty-five percent (25%) of a window can be used for window signs.



Sidewalk Signs

Area (max)	8 sf	i. Description. Temporary sidewalk signs, such as A-frame sandwich boards, are signs placed within the public sidewalk displayed by retailers, restaurants, and cafes to advertise food or products sold within a business.
Height (max)	4 ft	ii. Sidewalk Signs shall be no larger than eight square feet (8 sf) per face and four feet (4 ft.) in height.
Quantity	1 per shopfront	iii. Sidewalk Signs shall be of quality design, materials and workmanship both to ensure the safety and convenience of users, and to enhance the visual and aesthetic quality of the urban environment.
		iv. Sidewalk Signs are permitted on the public sidewalk adjacent to a business, must maintain a clear sidewalk path of a minimum dimension of five feet (5 ft.), and must be removed from the sidewalk when the establishment is closed for business.
		v. The number of signs shall be limited to one per sidewalk per street-level business frontage.
		vi. Sidewalk Signs shall not be placed within three feet (3 ft.) of an adjacent property line.

VI | DESIGN BEST PRACTICES

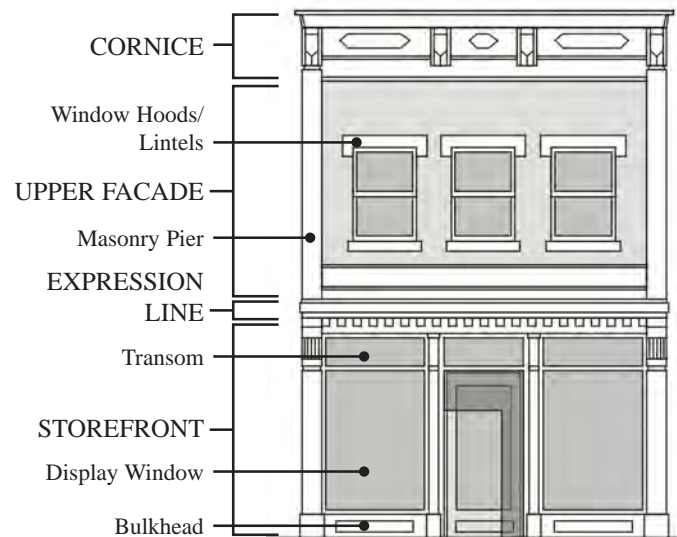
Shopfront Design

These shopfront design best practices should apply to new or improved shopfronts in the neighborhood districts; the intent is to provide active building facades and support the pedestrian experience.

1. The top of all shopfront window sills should be between one (1) and three (3) feet above the adjacent sidewalk.
2. Shopfront windows should extend up from the sill at least eight (8) feet above the adjacent sidewalk.
3. Shopfronts should have a cornice or expression line above, between the first and second story.
4. Shopfront windows should not be made opaque by window treatments (excepting operable sunscreen devices within the conditioned space). Reflective and frosted glass should not be used on shopfronts.
5. Shopfront doors should contain at least sixty (60) percent transparent glass. Solid doors are discouraged.
6. A minimum of fifteen (15) feet of depth of habitable space should be provided behind each shopfront on the primary facade. This ensures that the area behind shopfronts is sufficient enough to be an actively used retail space.



Shopfronts in Panama City



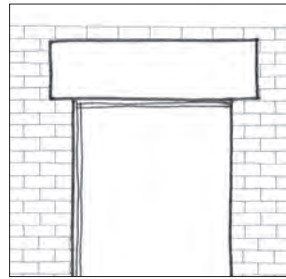
Anatomy of a shopfront

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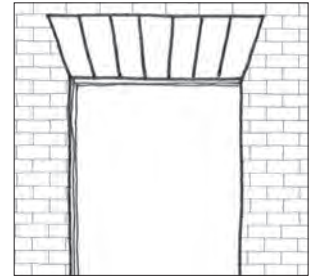
Masonry Detailing

These masonry detailing best practices should apply to the facades and building walls of all structures which are faced with brick masonry, stone, or cast stone.

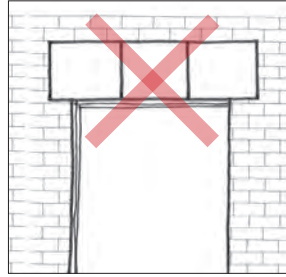
- 1. Headers:** A header is the horizontal member (or assembly of members) visibly spanning the top of an opening.
 - All openings in masonry construction should be spanned by a header. Permitted header forms should be the lintel, arch, and jack arch.
 - Headers may be composed of more ornate moldings or pediments. The header should visually appear able to carry the wall load above.
 - Headers may be comprised of a variety of materials, including: brick, stone, cast stone, cast concrete, wood, and metal.
 - All headers on a building should be of a matching style and material.
 - Headers should be wider than the opening they span.
- 2. Sill:** A sill is the horizontal member (or assembly of members) at the base of a window or door opening.
 - All window and door openings in masonry construction should have a sill at their base.
 - Sills should be generally rectangular in form, and slope slightly away from the opening to shed water.
 - Sills may be comprised of a variety of materials. Permitted materials include: brick, stone, cast stone, and concrete.
 - All sills on a building should be of a matching style and material.
 - Sills should be a minimum of two (2) inches in height and should project from the wall surface a minimum of one half (1/2) inch.
 - Sills should be slightly wider than the opening.
- 3. Cap:** A cap is the protective top layer of a masonry structure exposed to weather from above, such as a wall, parapet, or chimney.
 - A cap should protect the tops of all masonry structures exposed to the weather including: garden walls, stair treads, planter edges, parapets, and freestanding piers.
 - Caps should be comprised of stone, cast stone, brick, concrete, or slate.
 - The edges of caps may be rectangular, or may be more ornate.
 - Caps should project past the edge of the masonry structure below by a minimum of one half (1/2) inch.



Lintel



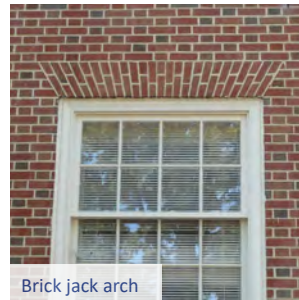
Jack arch



Not permitted



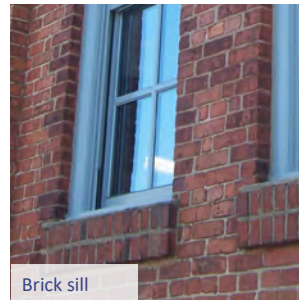
Not permitted



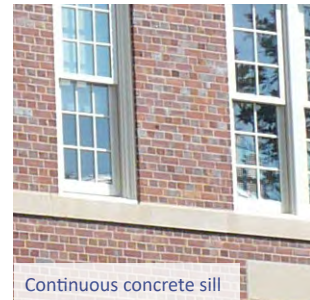
Brick jack arch



Stuccoed masonry lintel



Brick sill



Continuous concrete sill



Cast stone cornice cap

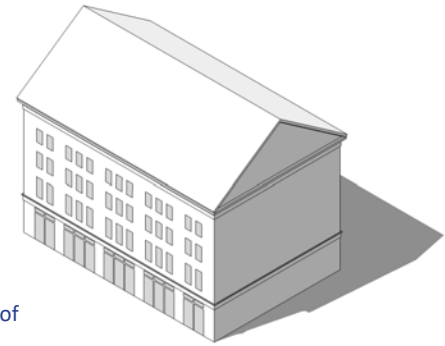


Concrete pier cap

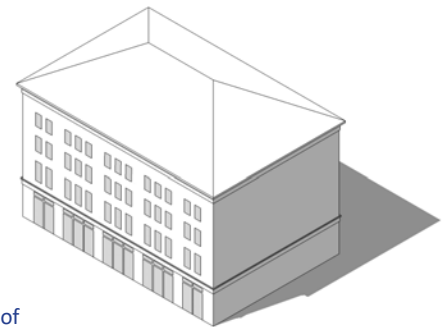
Examples of masonry detailing

Roofs and Parapets

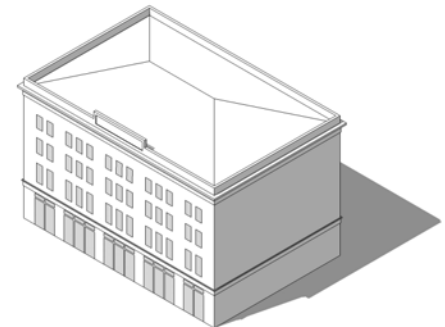
1. Roofs should feature the following configurations:
 - Gabled
 - Hipped
 - Flat / Shed
2. Gabled and hipped roofs may either rise from a projecting cornice, or from behind a parapet. Visible gabled roof ends should be symmetrically pitched. Flat / Shed roofs should always be concealed behind a parapet.
3. The profile of parapets may be sculpted, with additional vertical emphasis corresponding to a prominent facade fenestration centerline.
4. A taller portion of a sculpted parapet may incorporate a signage panel.
5. All mechanical equipment placed on the roof should be set back from the roof line by a distance at least equivalent to the height of the screening in order to minimize visibility from surrounding streets.



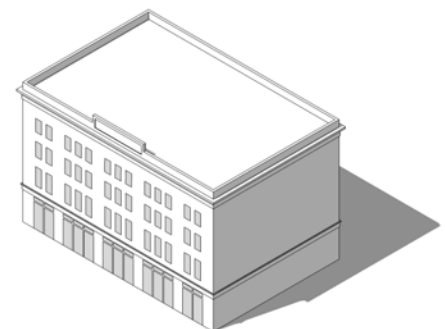
Gabled roof



Hipped roof



Hipped roof with parapet

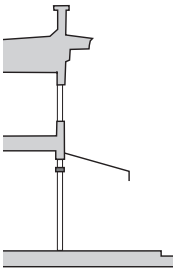
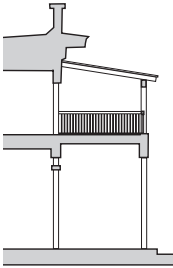
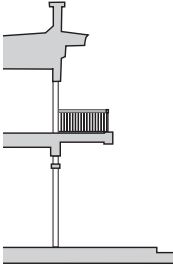
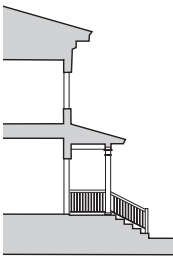


Flat roof with parapet

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Frontage Encroachments

The frontage elements described below may encroach forward of the building setback and into the public right-of-way with City approval. Encroachments should not extend within 2' of the curb. In Neighborhood Downtown areas, properties subject to the Building Setback Zone should have an Awning/Canopy, Gallery, or Second-story Balcony extending over at least seventy (70) percent of the building facade, to provide shelter for pedestrians on the sidewalk.

Frontage Element		Conditions or Limits
Canopy / Awning		A canopy is a structural cantilevered shed roof; an awning is canvas or similar material and may be fixed or retractable. Awnings or canopies over ground-story doors or windows should have a depth of at least five (5) feet and a clear height of at least eight (8) feet above the sidewalk. Back-lit, high-gloss, or plasticized fabrics are not desired.
Gallery		A gallery should have a clear width from its support columns to the building's primary facade of at least eight (8) feet and a clear height above the sidewalk of at least ten (10) feet. Support columns should be spaced no farther apart than they are tall and should be placed to allow at least two (2) feet and up to three (3) feet from their outer face to the curb. When a gallery extends over a public sidewalk, the property owner may be required to enter into a right-of-way agreement in a form acceptable to the City.
Balconies		Second-story balconies that fulfill the shading requirements for properties with a special setback line should have a depth of at least 6 feet and a clear height below of at least ten (10) feet above the sidewalk. Balconies may have roofs but should be open toward the primary street.
Stoops / Porches		<p>Stoop stairs may be perpendicular or parallel to the building facade. Stoops extending into the right-of-way should maintain a 6' min. clear zone for pedestrians on the sidewalk. When a stoop extends over a public sidewalk, the property owner may be required to enter into a right-of-way agreement in a form acceptable to the City.</p> <p>Porches may extend up to ten (10) feet into setbacks. Front porches, and side porches that extend into the setback, should be at least eight (8) feet deep. Partial walls, screened areas, and railing on porches should be no higher than forty-two (42) inches.</p>

Lighting Guidelines

1. Lighting should be designed in such a way as to prevent the direct view of the light source from neighboring residential areas.
2. To increase safety, help geographic orientation, and highlight the identity of an area, the following elements are encouraged to be lit:
 - Edges: Edges of a park or plaza should be lit to define and identify the space.
 - Architectural details: Lighting entrances, archways, cornices, columns, and so forth can call attention to the uniqueness of a building, or place. Lighting of building entrances also contributes to safety.
 - Focal points: Lighted sculptures, fountains, and towers in a neighborhood, especially those visible to pedestrians and vehicles, provide a form of wayfinding.
 - Public parking lots
3. **Lighting Types & Configurations:** Lighting fixtures should be appropriately chosen for the district within which they are located. Variety in character is good to establish identity and uniqueness. However, there should also be consistency within each district (coordinated by the City/CRA) in creating a unifying scheme of illumination that is appropriate to the scale of the street and the level of nighttime activity. Lamp styles should not be mixed along any one particular block of a street
 - Light fixtures should be downcast or low cut-off fixtures to prevent light pollution and reduce backlighting, uplighting, and glare.
 - In order to conserve energy and reduce long-term costs, energy-efficient lamps should be used.
 - Lighting should be shielded to prevent the direct view of the bulb or light source.
4. **Street Lights:**
 - Placement of street light fixtures should be coordinated with the organization of sidewalks, landscaping, street trees, building entries, curb cuts, signage, etc.
 - The height of light fixtures should be kept low (generally not taller than 15 feet) to promote a pedestrian scale to the public realm and to minimize light spill to adjoining properties. Light fixtures should be closely spaced (generally not more than 60 feet on center) to provide appropriate levels of illumination.
 - Light poles may include armature that allows for the hanging of banners or other amenities (e.g., hanging flower baskets, artwork, etc.).



Examples of downcast directional lighting
Source: Darksky.org