Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

"Love the Eco-Park and the storm water operation – needs more funkiness …"

Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

> "Creating a marina that can be used by adults, kids, and pets"

Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

"Trees planted along Harrison Avenue and other roads"

Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

"The key to our rebounding is Quality of Life .... This should be priority #1"

Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

"My favorite ideas are the redesigned streetscapes and the emphasis on 'greenness' and walkability"

Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

> "You are on the right path to revitalize my much-loved hometown"

Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

# "I would love to see pocket neighborhoods"

Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

> "A longtime dream of many including myself is (walk-bike) connectivity to St. Andrews via Beach Drive"

Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

*"Love the* plaza at the intersection of Harrison & 4th"

Of the many ideas you have heard or seen so far, which ones seem the most exciting to YOU?

*"I am most excited about the esplanade and green spaces"* 

# A Strategic Vision for Panama City's Historic DOWNTOWN and its WATERFRONT

# Review of the First Draft

City of Panama City Long Term Recovery Planning Project



August 29, 2019

# **Tonight's Agenda:**

- welcome
- planning status update
- review the draft document
- your questions & feedback
- next steps



# Welcome



Long Term Recovery Planning Project: City of Panama City, FL 13



# Planning Status Update



## **Project Vision & Deliverables**

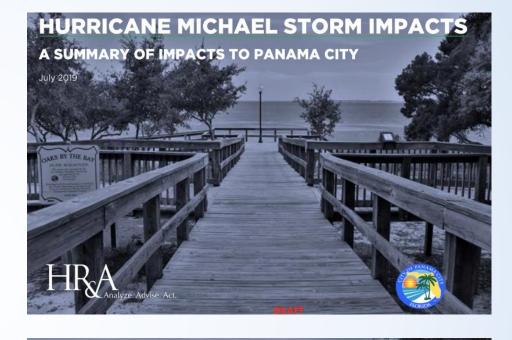
	Learning from the past	Preparing for the future	Resilient City of Panama City
Recovery Action Planning	<ul> <li>Impact and Unmet Needs Assessment</li> <li>Recovery Action Plan</li> </ul>	<ul> <li>Pre-Disaster Recovery Plan</li> <li>Redevelopment Plan Update</li> </ul>	🕑 🕍 📾 😽
Economic Development Strategy	<ul> <li>Economic Impact Assessment</li> </ul>	Comprehensive Economic Development Strategy	🖬 💼 🄽
Master Plan	<ul> <li>Existing Conditions Analysis</li> </ul>	Master Plan	💟 🕍 🎰 🄽
Community Engagement	<ul> <li>Comprehensive Communications and Engagement</li> </ul>	<ul> <li>Comprehensive Communications and Engagement</li> </ul>	***

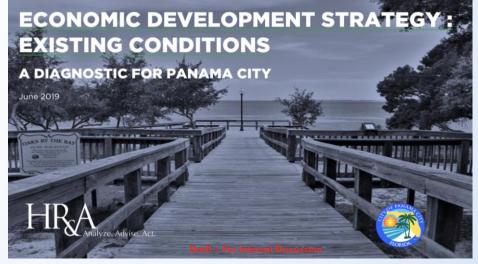


# **Economic Recovery Planning Update**

**Purpose:** The Hurricane Michael Storm Impacts Report tells the story of the economic and financial impacts to the City attributed to Hurricane Michael.

**Purpose:** The Economic Development Strategy provides recommendations to expand the City's economy to promote quality of life, economic diversification, and access to opportunity.





# Hours Total Of On-site Community Events (Including Kickoffs, Town Halls, Focus Groups, Bus Tour, Downtown Master Planning Events, And Design Studio)



# **Unmet Needs Assessment**

Purpose: Understand community unmet community needs in the post-disaster environment to support recovery and funding provision.



## HURRICANE MICHAEL IMPACT ANALYSIS

**City of Panama City Long Term Recovery** 

FINAL DRAFT

July 29, 2019

# **Recovery Action Plan**

**Purpose:** Provide a roadmap to help facilitate recovery from Hurricane Michael in the City of Panama City.



## **RECOVERY ACTION PLAN**

City of Panama City, Florida

DRAFT



# **Recovery Action Plan: Goals, Strategies, Actions**



# **Redevelopment Plan**

**Purpose:** Provide a vision for the future and identify projects/actions that can help the City achieve that vision by 2050.



## REDEVELOPMENT PLAN

Annex to the Recovery Action Plan

City of Panama City, Florida

#### DRAFT





# Review the Downtown [Draft] Document



Public Review **DRAFT** 

#### A Strategic Vision for Panama City's Historic DOWNTOWN and its WATERFRONT

DRAFT 08.23.19

City of Panama City Long Term Recovery Planning Project

### TEN CORNERSTONE IDEAS

During the charrette week, the planning team worked with the community to envision future improvements and development in Downtown Panama City. Participants challenged the team and each other with questions such as: "How can we make Harrison Avenue a place people really want to be? Can the waterfront be designed as a place for people, with views and open spaces for everyone to enjoy? What if we replace some of the asphalt with green and re-plant the tree canopy to improve the quality of the water that goes into the bay?"

The many ideas heard at the hands-on design session and stakeholder interviews, during the community bus tour and focus group conversations were distilled into most-often heard themes or "Cornerstone Ideas". These ideas define a common vision for the future of Downtown, and are described in this section of the report. The Illustrative Plan on this page provides a highlevel overview of the physical improvements envisioned for Downtown. Additional illustrations and text describe ideas in more detail, identifying what would need to change about the design of Downtown's public spaces and buildings, or what changes would be needed to City regulations, policies or procedures, to realize the vision.

#### Ten Cornerstone Ideas to Rebuild Downtown Panama City:

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# A Strategic Vision for Panama City's Historic DOWNTOWNand its WATERFRONT

#### DRAFT 08.23.19

City of Panama City Long Term Recovery Planning Project

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Ten Cornerstone Ideas

# Ten Cornerstone Ideas

Cornerstone #1: WATERFRONT ACCESS ......

Cornerstone #2: DOWNTOWN ACTIVITY .....

Cornerstone #3: DOWNTOWN LIVING .....

Cornerstone #4: SAFETY & SECURITY .....

Cornerstone #5: SUSTAINABLE BUILDING .....

Cornerstone #6: RESILIENT INFRASTRUCTURE ....

Cornerstone #7: CONNECTED ..... Cornerstone #8: PLACEMAKING Cornerstone #9: GATHERING SPACES ..... Cornerstone #10: UPDATED STANDARDS ..... Implementing the Vision Appendix A: Market Tables .....

#### BACKGROUND

#### **Historic Downtown**

Historic Downtown Panama City began to take shape in the late 1800s; centered around McKenzie Park, a new settlement called "Park Resort" was conceived. The City was renamed Panama City in 1906, and incorporated in 1909. The first commercial buildings faced Harrison Avenue, with residences on surrounding blocks, including homes fronting McKenzie Park. A pier extended from Harrison Avenue connecting the town to its waterfront.

The intelligence of the plan established by the City founders quickly became evident. Downtown Panama City was a proud town with public spaces that reflected its community. Harrison Avenue and the waterfront formed the center of civic life, serving as the sight of gatherings such as parades and Fourth of July celebrations. Buildings met the streets with dignified public facades including shopfronts, signage, awnings, and brick cornices. Trees lined Harrison Avenue; civic buildings, including city hall, courthouses, churches, and schools, were part of the Downtown fabric. These buildings and public spaces are the City's inheritance.

Over the years, new development marched outward to other areas of the City and County. As seen in communities across the country, activity sprawled with the population from the Downtown to the suburbs. Even before the storm, it was difficult for Downtown businesses to generate a critical mass of activity. After the storm, the problem has become more pronounced. The challenge now is to go back and fill the Downtown back in; fill the empty storefronts, build new homes, plant the trees, and re-shape the gathering places, to fulfill the potential of Downtown as a vibrant center of community life.



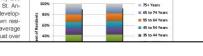


Right: Map of Downtown Panama City i

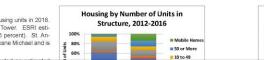
#### Downtown Panama City: Demographics

Even before Hurricane Michael, the Downtown Panama Population Distribution by Age, 2018 City study area was sparsely populated with only 260 residents in 2018 almost all of whom lived in St Andrews Tower, a HUD-assisted seniors housing development at the foot of Harrison Avenue. Downtown residents had a median age of 60.4 years and an average household size of 1.1 persons per household. Just over 80 percent were n low-income hous was \$18,745. More relevant to th demographics of t tions. In 2018 befo City had a populati Housing Market as estimated by Downtown had an estimated 246 housing units in 2018. graphic data 1 The Of those, 216 were in St. Andrews Tower. ESRI estihouseholds from mates that 11 units were vacant (4.5 percent). St. Angrowth rate of 0.46 drews Towers was damaged in Hurricane Michael and is 80% the 0.86-percent a currently under renovation a whole

Downtown Panama City: Physical Conditions



#### Downtown Panama City: Market Conditions





school diploma.6

**Panama City Educational** 

Attainment for Persons Aged Over

25 Years

Bachelor's Deero

The lower household incomes relate to employment

and educational achievement. While over half of city

residents were employed in white-collar occupations in

2018, 21.6 percent had blue-collar jobs and 24 percent

had service jobs, which tend to pay lower wages.5 Forty-

one percent of city residents have no more than a high

#### Multifamily Housing Trends

CoStar, a national provider of real estate information. tracks multi-family housing in Bay County. Though the data have not captured fully the impact of Hurricane Michael, the trend data to 2018 provide useful information. Panama City's inventory of multi-family housing totaled 7,752 units from 2012 through 2017 after adding a 92unit development in 2012.13 Another 596 units were delivered from 2008 through 2010. Occupancy levels improved steadily from a low of 91.2 percent in 2008 during the Great Recession in spite of the increased inventory as households who lost their homes to foreclosures moved into rental units. By 2017, occupancy averaged 95.7 percent citywide. That indicated a tight market with slightly fewer vacancies than a healthy market requires for ease of movement between units.

Apartment development has been more active in other parts of Bay County in recent years. A total of 1,588 apartments have been delivered since 2012 while the city did not have any new construction.<sup>3</sup>

Apartment rents are reported to average \$889 per month as of April 2019, equivalent to \$0.95 per square foot. Rents have increased 6.0 percent from \$839 in 2017 The 25.7-percent increase in rents from \$707 in 2008 compares with the 16.6-percent overall inflation rate. Bay County rents average \$1,085 per unit or \$1.12 per square foot. Countywide rents increased 19.9 percent from \$905 in 2017 and 43.7 percent from \$755 in 2008.

#### **Hurricane Michael Impacts**

No comprehensive estimate of the housing lost to Hurricane Michael exists yet, but the best information collected from direct survey of Bay County apartment complexes showed that 4,544 rental apartments - 54.7 percent of the total inventory - were damaged and still uninhabitable in April 2019. In Panama City, 66 percent of multifamily apartments were damaged and 64 percent were still uninhabitable as of April 2019.15 Losses were severe among units designated for low-income tenants. Of the 1,786 units for low-income households, 1,252 units or 70 percent were uninhabitable in April 2019

13 Appendix Table A-13. 14 Appendix Table A-14. 15 EPCI Housing Inspections

Massalina Bayou. The Downtown has a connected block-and-street street network with allevs, which is an opportunity for continuous building frontages that are not interrupted by curb cuts. The aerial photo reveals large amounts of impervious cover that does not allow water to be absorbed. Above: Historic photos of Downtown Par including surface parking lots and building footprints. McKenzie Park is Downtown's main public green space. This photo from before the storm reveals

**Existing Conditions Aerial** 

the tree canopy is less today.

block-and-street "bones" of Downtown



# **Downtown and its Waterfront**



## **Historic Panama City**



# Downtown Panama City (1917)

(courtesy Robert Hurst, Historical Society of Bay County)

# **Historic Panama City**



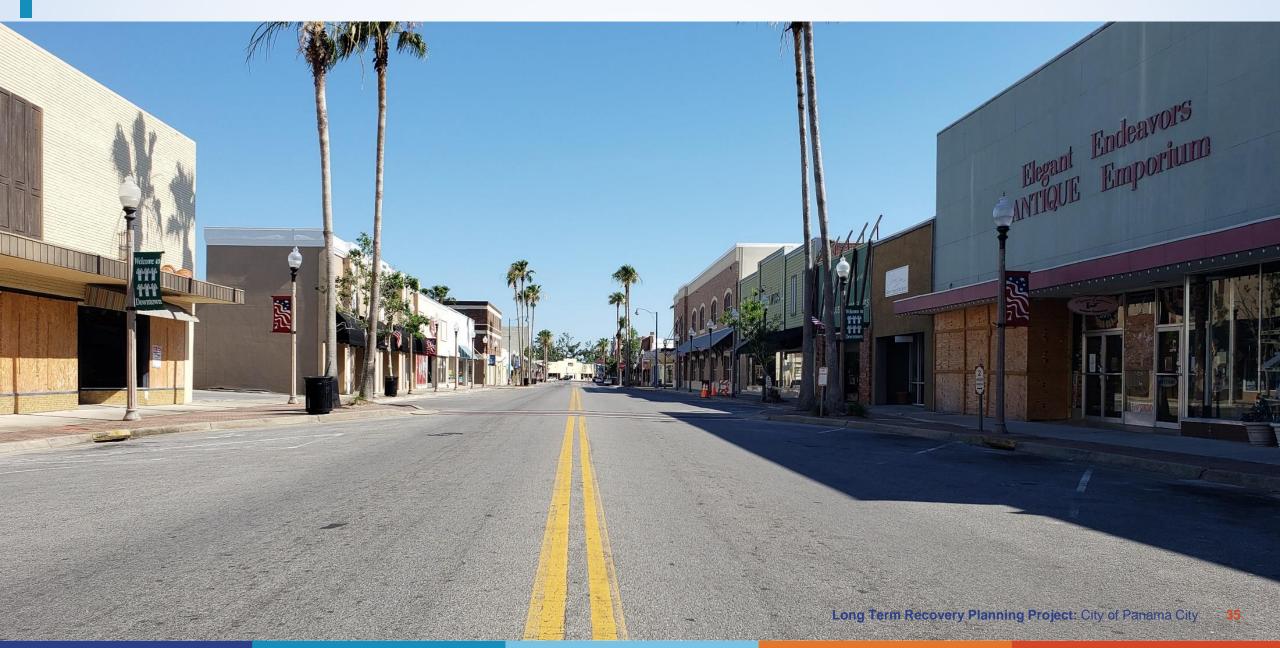
# Panama City, change over time



# **Downtown Panama City Today**



## **Downtown Panama City Today**



## PLANNING PROCESS

#### **Citizens Shaped this Vision**

A public design charrette was the centerpiece of the planning process; community meetings and workshops provided opportunities for group brainstorming and input. However, the planning process began months before. Recovery Plan team members conducted site visits in April and May to meet with City staff, interview community stakeholders, and analyze the City's existing conditions. A stakeholder list was developed, and strategy for engagement defined. The rebuildpc. org website was launched in May 2019 to disseminate project information.

On Monday, May 6th, a Community Kick-off Meeting launched the public input portion of the project. Over 200 community members filled the Panama City Center for the Arts. Representatives from Hagerty Consulting and Dover, Kohl & Partners led a short presentation about project schedule, goals and objectives; keypad polling was used to gather insights about priorities and interests. Then, an open microphone session allowed community members to express their hopes and aspirations for the project. Following the formal meeting, participants continued talking with members of the planning team, filled out survey cards, and wrote their ideas on display boards.

CHARRETTE

WEEK:

(JUNE 2019)

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**Project Timeline** 

SITE VISIT AND KICK-

OFF MEETING

(APRIL / MAY 2019)



## Bus/Walking Tour June 17, 2019



### Hands-on Design Session June 17, 2019



### Focus Group Meetings, Ward Meetings, & On-Site Studio June 18 - 20, 2019



### Focus Group Meetings, Ward Meetings, & On-Site Studio June 18 - 20, 2019





ECONOMY (7)

 IIII F. UTILITE VACANT LAND /LOTS (BLDGS.)
 REVITALIZE VINTAGE /AIGTORIC & STRUCTURES]
 INVENTORY OF ASSETS (PROPERTIES) (VE: ZONING
 THE STREAMLING OF PERMITTING, INSPECTIONS etc. -+EXPEDITING
 INCENTIVES TO RE-OPEN/RESTORE BUSINESSES
 INTERIM FUNDING ON a LOCAL BASIS TO "' " TO EXPEDITE RE-OPENING"
 PROMOTIONAL SUPPORT For VISITORS, LOCALS

- TO MAKE AREA VISIBLE & EDUCATE SAME LT70 BIKE TRAILS /WALKING PATHS for safety (lightedi BLT70 PREE PURCHE PARKING LOTS TO MWIMIZE TRAFFIC
  - ON & SHOPPING STREETS (BECK, etc.) (OFF-SREET) SHORT-TERM SIGNAGE

### **Charrette Closing Presentations**

June 21 & 22, 2019





#### Charrette Closing KEYPAD POLLING

### **10 CORNERSTONE IDEAS**

During the charrette week, the planning team worked with the community to envision future improvements and development in Downtown Panama City. Participants challenged the team and each other with questions such as: "How can we make Harrison Avenue a place people really want to be? Can the waterfront be designed as a place for people, with views and open spaces for everyone to enjoy? What if we replace some of the asphalt with green, and re-plant the tree canopy, to improve the quality of the water that goes into the bay?"

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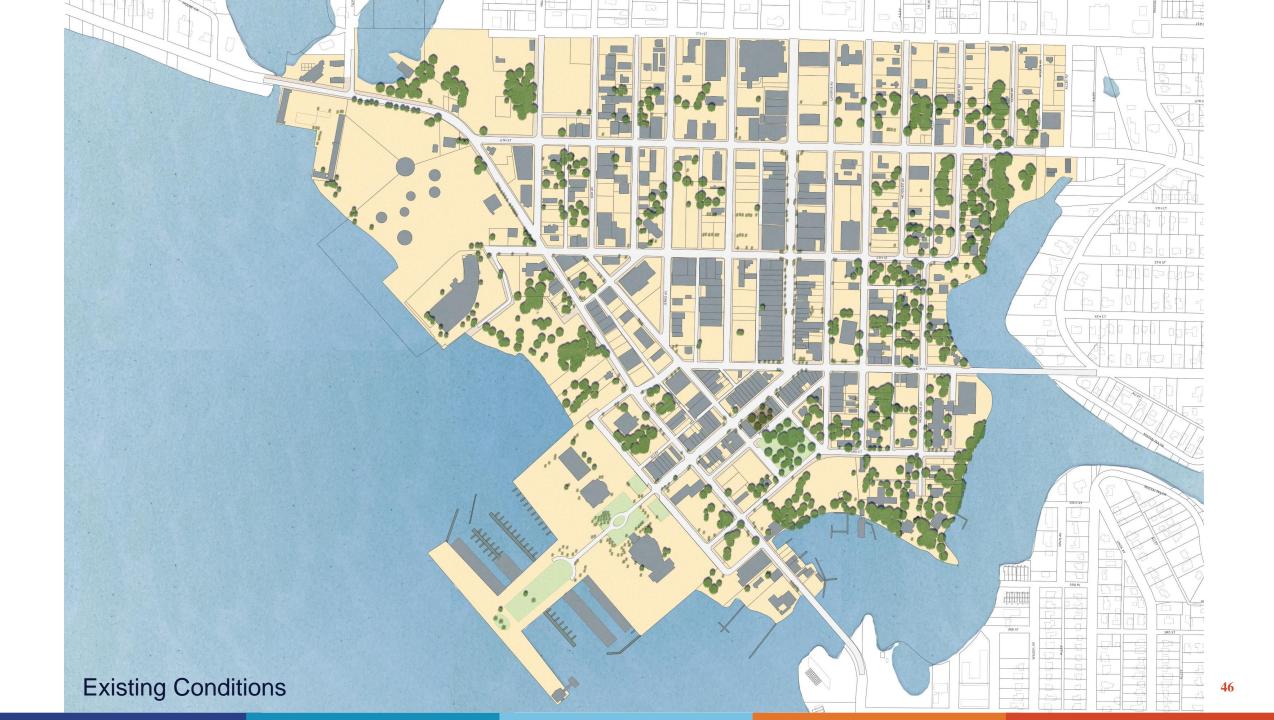
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WA

#### Ten Cornerstone Ideas to Rebuild Downtown Panama City:









## **CORNERSTONE 1:** Waterfront Access

- A continuous promenade provides public views and access to the waterfront.
- The promenade links open spaces and includes recreation opportunities (walk/bike/run trail, swings, kayak launch).
- The marina area can be a working waterfront (fishing boats, fish/farmers market, sailing clubs).



Above: The Waterfront Promenade is a continuous walk/bike, tree-lined trail that provides public access to the waterfront in the marina area.

Below. Potential alignment of the promenade along Downtown's streets and waterfront. The alignment in dark blue is along existing streets and publicly-owned land. Segments in lighter blue indicate areas under private ownership, where additional pieces of promenade could be added to increase waterfront access.





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Promenade, Hotel, Restaurant, Waterfront Public Space

Temporary buildings line parking, streets connect to Downtown

Buildings frame the public space

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Temporary structures are replaced with permanent buildings



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Beachfront Promenade, Shoreline Refurbishment

Waterfront Gathering Space, Stepped Building Heights

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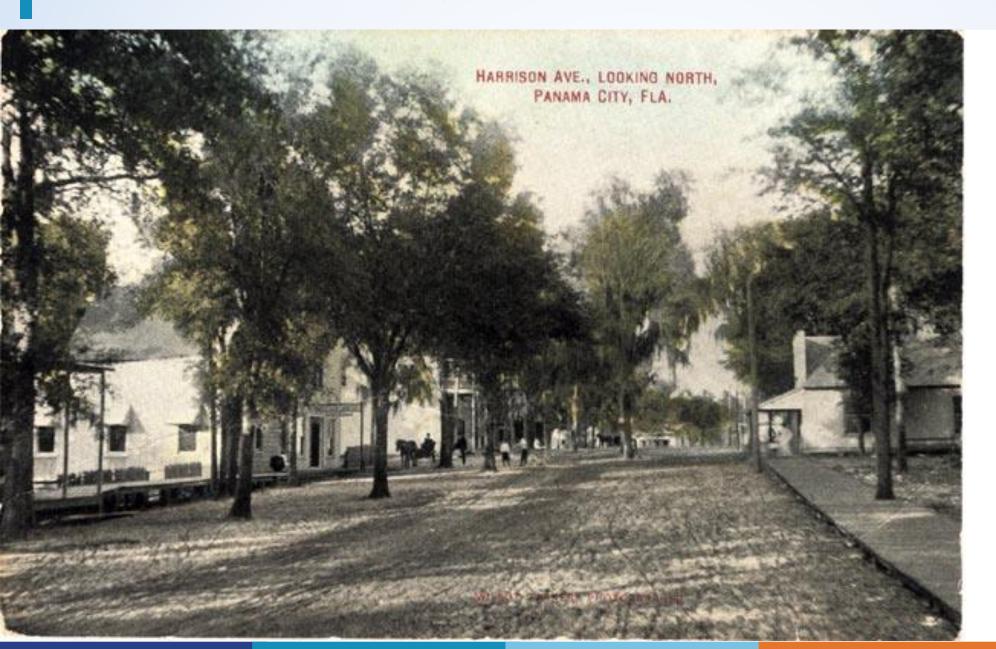
# **CORNERSTONE 2:** Downtown Activity

- Create an active and livable Downtown.
- Focus on Harrison Avenue and the marina/waterfront as the active center.
- Reinforce the unique "brand" of the historic downtown waterfront.
- A mix of uses throughout Downtown includes: retail; restaurants; offices/jobs; arts and culture destinations; university/higher learning sites.



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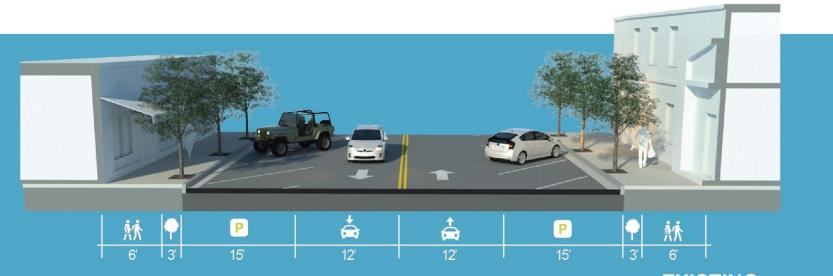
## **Historic Panama City**



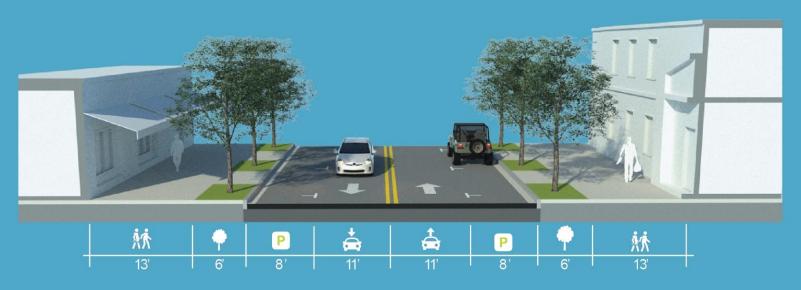


Reimagine Harrison Avenue





EXISTING



**Structural Soil Cells** 

PROPOSED

Reimagine Harrison Avenue

And Street

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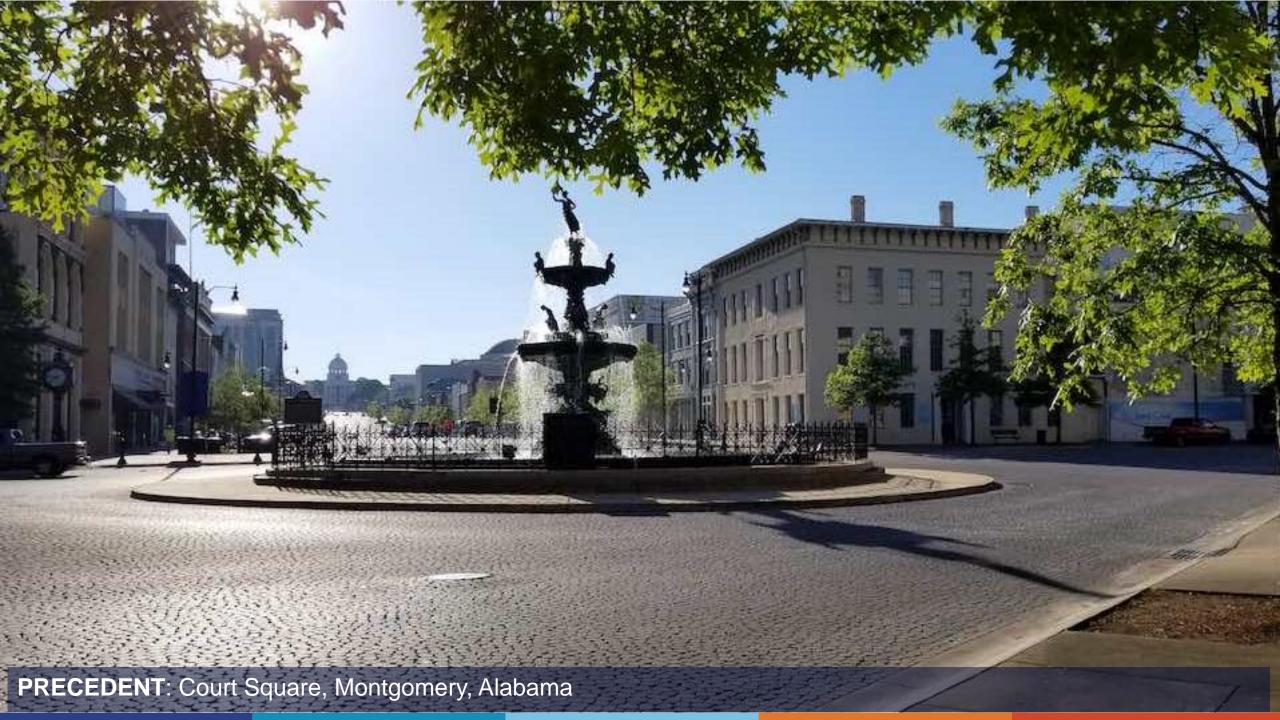












# **CORNERSTONE 3:** Downtown Living

- The active downtown has a mix of uses that draws and supports a residential community.
- Many types of housing (apartments, accessory units, cottages, townhouses) for students, seniors, all ages.
- Investigate potential for uses that support residents: grocery; pharmacy; etc.









#### Massalina Bayou Area Concepts:

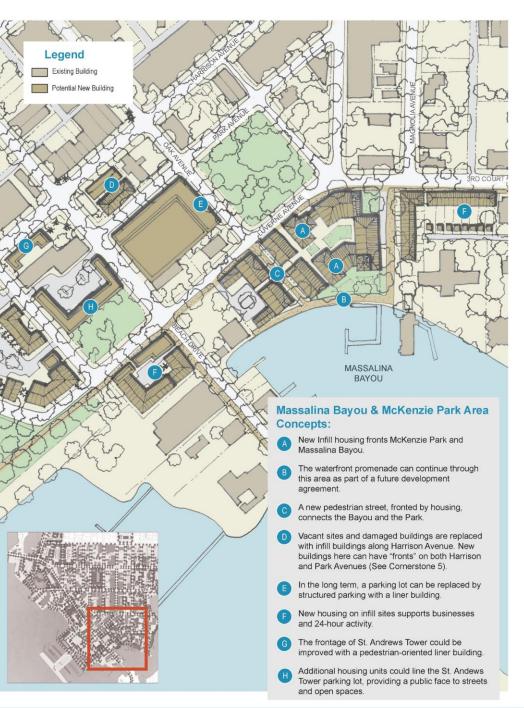
New infill housing fronts McKenzie Park and Massalina Bayou. New units could be a mix of rental or for-sale rowhouses and/or apartments. The two illustrations above show the same urban design layout, with varying unit types (the top primarily rowhouses, and the below with more apartments).

B A new pedestrian street, fronted by housing, connects the Bayou and the Park.

Parking is located to the rear of buildings; natural topography can allow for one level of parking to be tucked into the slope, hidden from view of pedestrians on the street.







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Potential Infill Facing McKenzie Park

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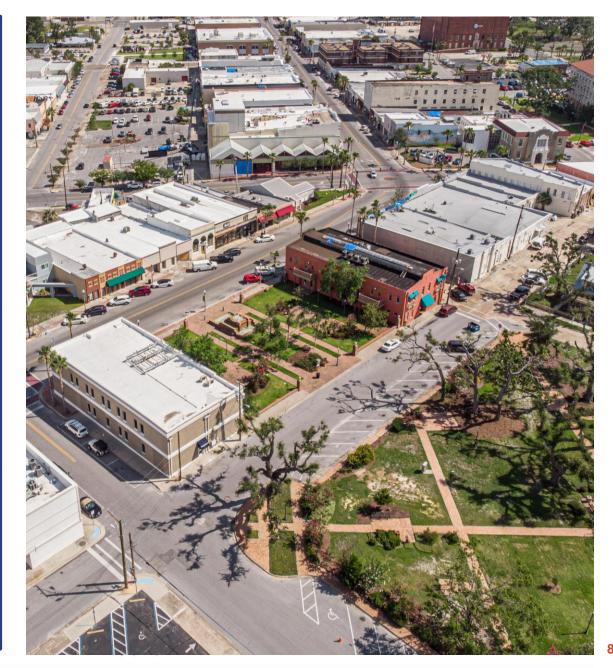
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# **CORNERSTONE 4:** Safety & Security

- More activity and enhanced lighting promotes feelings of safety and security.
- Secure and clean up buildings in disrepair, enforce codes.



# **CORNERSTONE 5:** Sustainable Building

- New development should be comprised of a mix of building types, including many types of housing.
- Architecture and development follows green building best practices and coastal design traditions.



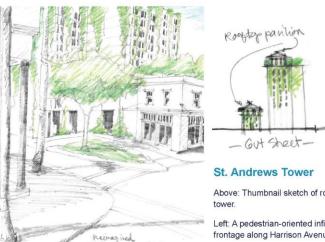
P. C. 28-HOTEL DIXIE SHERMAN, PANAMA CITY, FLA



Above: Historic postcard of the Hotel Dixie Sherman.

Right: A modern hotel tower with ballrooms/meeting rooms could fill a portion of the site. Structured parking can be lined with habitable space and capped with a courtyard garden. A new community green can line 5th Street; infill residential and mixeduse buildings front 6th Street.





St Andrews & Hamism



Above: Thumbnail sketch of rooftop pavilion and greening of the tower.

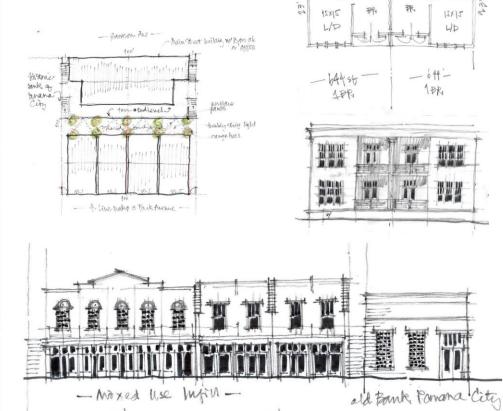
Left: A pedestrian-oriented infill building could repair the street frontage along Harrison Avenue.

#### Infill on Small Downtown Lots

Right top and middle: Residential and live/work infill building studies sized to fit the small, shallow lots on Luverne Avenue.

Below: Plan view of Harrison Avenue infill demonstrates how the small lots can accommodate a new courtyard building that has front facades on both Harrison Avenue (top of image) and Park Street (bottom of image). Located in the center of Downtown, parking can be accommodated on surrounding blocks.

Bottom: Elevation for new mixed-use infill building on Harrison Avenue near Beach Drive. Buildings on this block were badly damaged in the storm and were recently removed; only the historic Bank of Panama City building remains.



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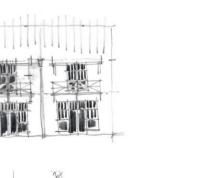
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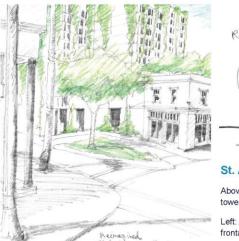
P. C. 28-HOTEL DIXIE SHERMAN, PANAMA CITY, FLA

#### **Dixie Sherman Site**

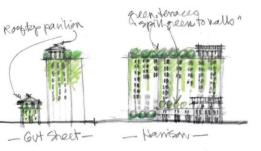
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Right: A modern hotel tower with ballrooms/meeting rooms could fill a portion of the site. Structured parking can be lined with habitable space and capped with a courtyard garden. A new community green can line 5th Street; infill residential and mixeduse buildings front 6th Street.





Andrews & Hamison



St. Andrews Tower

Above: Thumbnail sketch of rooftop pavilion and greening of the tower.

Left: A pedestrian-oriented infill building could repair the street frontage along Harrison Avenue.

# **CORNERSTONE 6:** Resilient Infrastructure

- Upgrades were needed before the storm, and now are more urgent.
- Pursue Downtown stormwater solutions: green infrastructure for small and large lots, places for stormwater parks, and street trees.
- Harden overhead utilities as part of improvements to help withstand storms.
- Create a Downtown Stormwater Master Plan as a first step to outline specific resiliency priorities consistent with and calibrated to the overall vision.



### High sewage overflows after heavy rain on Monday highlights Panama City infrastructure problems

**By Patrick McCreless** 

Y Follow

Posted Aug 22, 2019 at 5:49 PM

Panama City reported six incidents that totaled more than 300,000 gallons of wastewater overflows from various manholes, pipes and lift stations to the Florida Department of Environmental Protection. The city is aware of the aging systems' problems and is developing plans to address them.

PANAMA CITY — More than 300,000 gallons of wastewater reportedly overflowed from Panama City's sewage system on Monday, highlighting growing problems with the city's infrastructure.

The city reported six incidents of wastewater overflows from various manholes, pipes and lift stations to the Florida Department of Environmental Protection. Some environmental advocates say the total overflow was exceptionally high for a single day and that the city's aging wastewater system infrastructure was to blame. City officials say they recognize the problems and have plans to address them — from new testing to find and fix the worst trouble spots, to scheduling a set of bigger, long-term street improvement projects.

"We have not been bashful in saying our infrastructure is decaying beneath us," said Mark McQueen, city manager. "What we experienced on Monday was extraordinary rain in a short time that stressed a system that needs help."

According to the National Weather Service, large parts of the city experienced between 6 inches and 8 inches of rainfall on Monday. Certain streets quickly turned into small rivers in the city.



Flash flooding created dangerous conditions for drivers in in downtown Panama City on Monday. [PATTI BLAKE/THE NEWS HERALD]



#### **Adaptation Toolkit**

#### Dry Floodproofing

Water tighting 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 examples of a highly impervious area with tremendous opportunity for tree canopy cover improvements - also adding to land value and public health.

## REFORESTATION

#### **Restore Wetlands**

Wetlands are extremely productive living ecosystems, and 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.



#### **Green Infrastructure Toolkit**

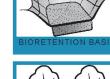
#### **Bioswales**

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.



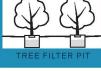
#### **Bioretention Basins**

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.





REVERT PAVEMENT

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IDEAS







#### What is a Water Smart Park?

Water Smart Parks provide for community enjoyment and recreation in addition to stormwater control. These spaces can be designed to filter, absorb, and store onsite and off-site runoff to help address neighborhoodscale flooding. Park spaces can transform the community perception of rainwater and stormwater runoff, viewing it as a resource rather than a waste product.

- Water Smart Parks can be a shared stormwater solutions in vulnerable low-lying areas.
- Stormwater control and treatment must be complimentary to other active and passive uses of the park. The recreational value and lovability of the park is critical to success of the space as a park and a stormwater practice.
- Water Smart Parks require an enhanced commitment to operation and maintenance.



#### Eco-Park at the Tank Farm Site

The above sketch details potential features that could be part of the Eco-Park envisioned for the site of the existing tank farm. Should a new site in an industrial area of the City be identified and funding to move the existing facility available, the tank farm site could be reused and the soil remediated to support a mix of waterfront open space and development that is more compatible with the vision for the surrounding Downtown area. The open space should be designed to serve a stormwater management function, filtering runoff from adjacent development before it flows into the Bay.

The proposed plan extends the grid of downtown streets in this area to support opportunities for new development to help activate and bring energy to the park. The waterfront promenade should continue through this area, and the potential to locate a boat launch to bring additional activity to this location could also be explored. Portions of the tanks could remain as public art, creating landforms in the park that could also reduce construction cost by serving as "capped" areas for contaminated soil volume to remain in place. above: Eco-Park Concept at the Tank Farm site

Below: Example of a Brownfield Park



Left: Examples of small Water Smart Parks; these small parks

on infill lots can be designed to hold stormwater, and serve as

part of the Downtown stormwater management.

# **CORNERSTONE 7:** Connected

- A network of streets, sidewalks, and trails are located and designed to increase pedestrian and bike comfort and safety.
- Implement accessible/ADA design upgrades.
- Explore other ways to get downtown: water taxi; circulator shuttles.
- Extend a multi-use trail from the Cove to St. Andrews.
- Include green infrastructure on as part of street improvements.





#### "Shady Stroll"

Community ideas for walkable paths / sidewalks & bikable streets

(Image by Jane Perry)







EXISTING



#### PROPOSED

# Min A A F Min 10 Varies, 4min 11 11 5 5 PROPOSED

#### Beach Drive (north of 5th / west of downtown)

**Existing:** Beach Drive north of 5th Street serves as the western entrance into Downtown Panama City from St. Andrews. It has two traffic lanes and a sidewalk on the northern side. There is a 46' maintenance right-of-way (ROW). In portions of the corridor as it moves west to St. Andrews, this is within a wider 75' City-owned platted ROW area.

**Proposed:** The proposal for Beach Drive introduces a multi-use trail along the beach frontage. Maintaining the existing sidewalk on the north end, a re-sizing of vehicular lanes provides space within the existing maintenance ROW for a 10' shared pedestrian/bike trail. In areas where the right-of-way area widens, the planting strip between vehicular lanes and trail can be widened. The alignment of the trail should be designed to preserve existing vegetation, where possible. The City should explore acquiring ownership from FDOT to maximize design flexibility. The proposed redesign creates an active and desirable trail for all residents of Panama City.

#### Beach Drive (south of 5th)

**Existing:** Beach Drive runs parallel to St. Andrews Bay. South of 5th Street, it is a two-way street with parking on one side. Enhancing bike safety, as well as upgrades to underground infrastructure and undergrounding of power lines, are priorities.

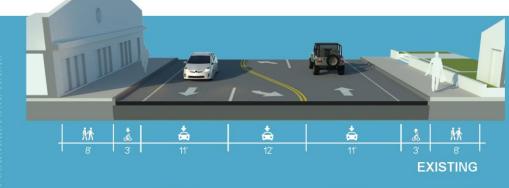
**Proposed:** The proposed section for Downtown Beach Drive re-allocates the existing width to introduce protected bikeways and street trees. Needed utilities upgrades should be included as part of the improvement. This street redesign will support circulation to/from the nearby waterfront promenade, as well as new mixed-use development along the street.

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#### **Jenks Avenue**

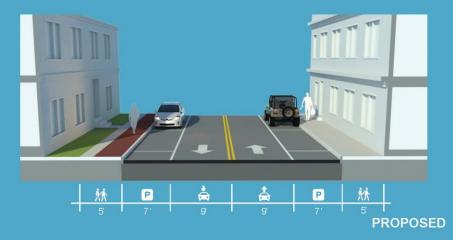
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**Existing:** Jenks Avenue is a north-south connector through Panama City. It is a three lane road with a center turning lane, designed to move cars quickly. It has no plantings or separation for pedestrians from moving vehicles. Sidewalks are encumbered with intermittent utility poles, hindering mobility and access. Bikes are only allocated a three foot lane.

**Proposed:** The proposal for Jenks Avenue removes the middle turning lane and adds street trees and a protected bikeway next to the sidewalk. This is a prime corridor for undergrounding of utilities as part of streetscape improvements, to improve sidewalk continuity. These changes will improve the bike and pedestrian experience and support new mixed-use development in the Downtown area. PROPOSED

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#### Luverne Avenue

**Existing:** Luverne Avenue is an oversized, onelane, one-way road that connects from 7th Street to 4th Street. Luverne Avenue has parking on both sides of the street.

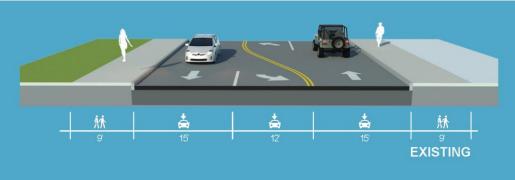
**Proposed:** Luverne Avenue can easily be converted into a two-lane road by re-striping the existing pavement area into two 9' wide lanes, with 7' parking lanes. Two-way traffic flow has a number of benefits, including improved public safety (lower speeds) as well as improved access, circulation and wayfinding.

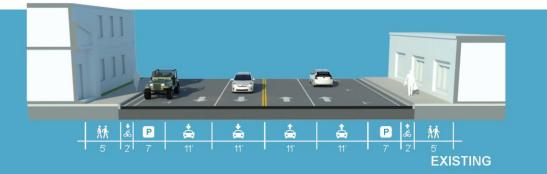
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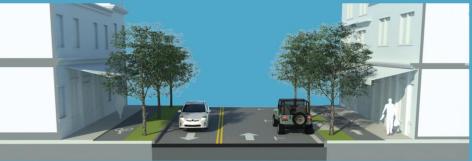
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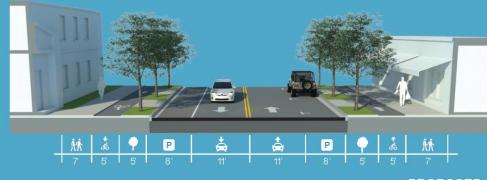


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#### **6th Street**

**Existing:** 6th Street is an 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 Downtown context.





#### Harrison Avenue (north of 6th)

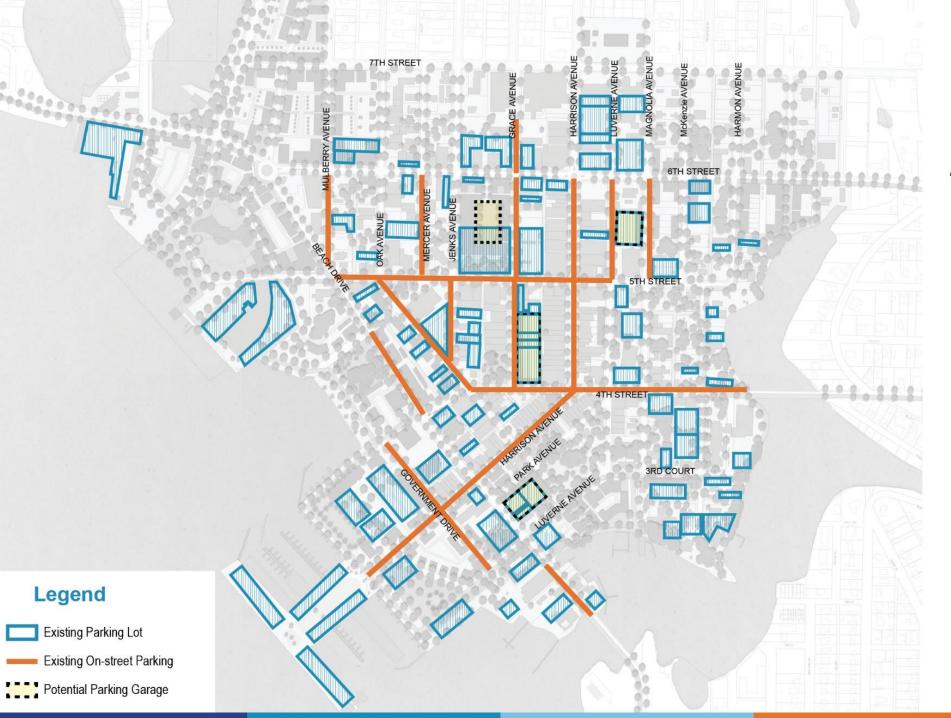
**Existing:** Harrison Avenue north of 6th Street is a four-lane street that serves as a central connector through Panama City. Its auto-oriented streetscape has excess vehicular capacity and results in high-speed movements, with little to no pedestrian and bike activity due to poor conditions.

**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.

PUBLIC REVIEW DRAFT 08.23.19







#### **DOWNTOWN PARKING**

#### 4,307 existing spaces

#### **Parking Management Toolkit**



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Business and property owners can enter into covenants with the City

whereby it is agreed that employees would not park in the on-street

spaces in Downtown.

street. Multi-use parking structures on public land could be built through

public-private partnerships.

# **CORNERSTONE 8:** Placemaking

- Support art and artists in streets and public spaces (murals, music, festivals).
- Provide space for arts/artists throughout downtown.
- Preserve Downtown's historic character, which is critical to its sense of place.





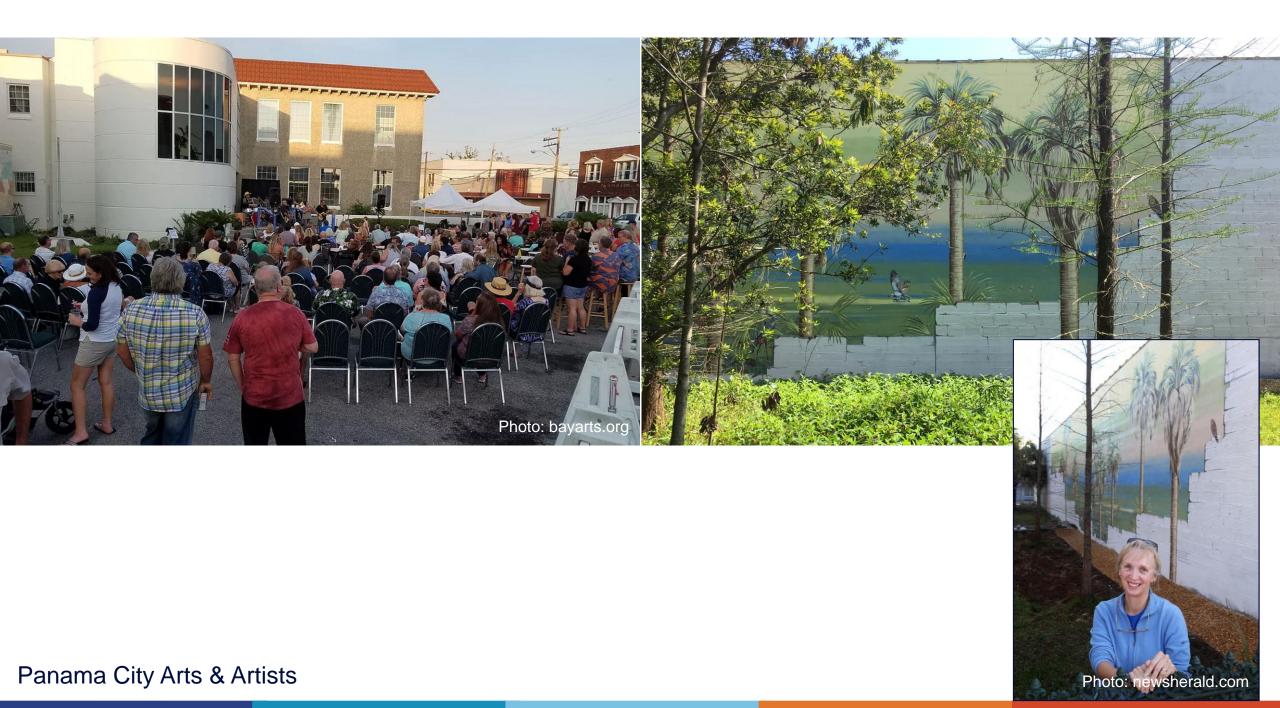


#### **Historic Preservation Tools**

Panama City's historic buildings provide a connection to the past. Plus, they (mostly) look good—and how things look is no small thing is revitalization. These buildings can easily look great, however, with a little effort. While dilapitated historic properties drag down property values and send a message of neglect, on the other hand, restored and well-maintained historic properties reinforce a city's unique brand. Preserving this inheritance for future generations will have innumerable economic, environmental, and social benefits.

Although Downtown Panama City has a wealth of historic buildings and the Historical Society has completed inventories and education, there are few standards or regulations in place to ensure buildings remain into the future. A number of tools exist that should be explored to either incentivize or require preservation, including:

- Tax incentives (for example, abatement for ten years) for reinvestment in rehabbing / adaptive reuse of and making additions to historic properties.
- Financial incentives (for example, grants or microloans) for reinvestment in rehabbing / adaptive reuse of and making additions to historic properties.
- Zoning that permits transfer of unused development rights (severable use rights) from locally listed historic properties. Receiving sites would need to be dedicated elsewhere in the City as part of a TDR program.
- Updated **inventory** of historic resources, pursue historic designation for eligible structures.
- Participation in the Florida Certified Local Government Program (CLG) to identify, evaluate and protect historic properties. Implementing ordinances could include a delay-of-demolition ordinance and standards for the rehabilitation of historic structures. Participation in the CLG provides access to state funding resources and technical assistance.
- A demolition-by-neglect ordinance to discourage property owners from allowing long-term deterioration.
- Adoption of the International Existing Building
   Code to facilitate renovation at a lower cost.
- Parking requirements exemption for historic properties.



# **CORNERSTONE 9:** Gathering Spaces

- Locate spaces for community gatherings and events, and kid-friendly destinations at the waterfront and Downtown.
- Community desires include parks and open spaces, amphitheater, maritime and science museums, splash pad, pool, YMCA.





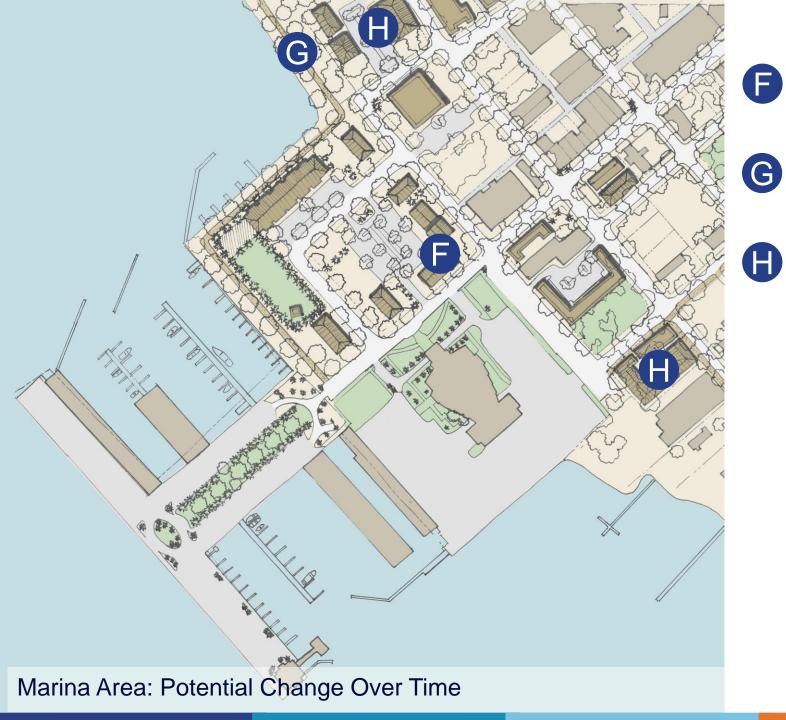
#### Waterfront Promenade

Community Green Space

Parking for Hotel and Restaurant

Former Courthouse replaced with new Civic Building (Possible Multi-Purpose Event Center, TBD)

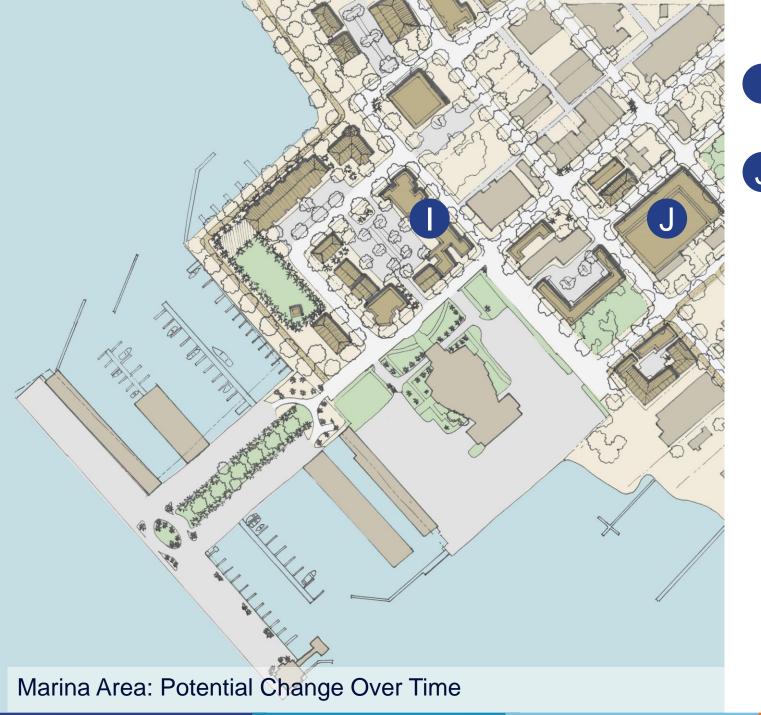
Former Civic Center (Demolition or repair TBD)



Temporary Retail

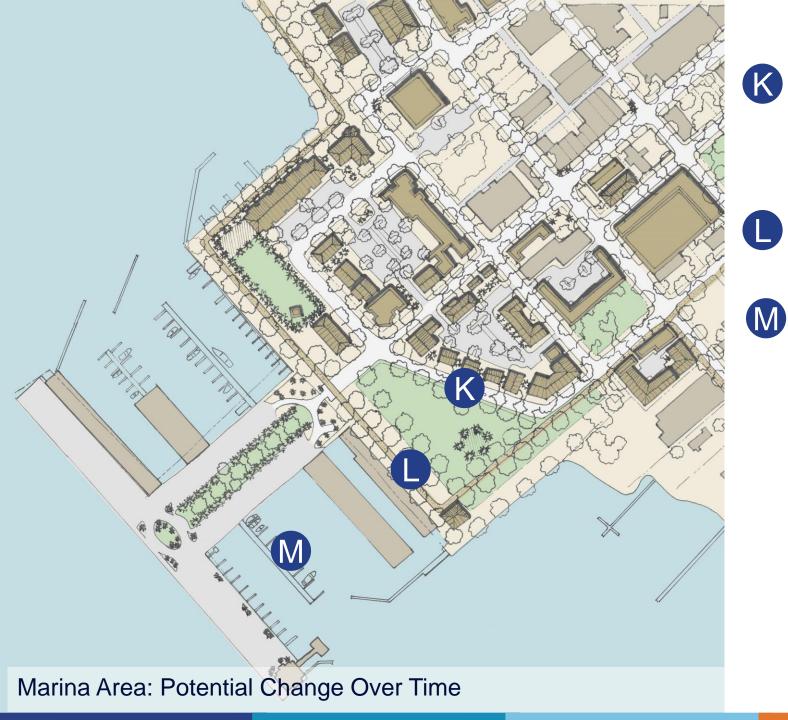
Waterfront Promenade, continued

Potential Downtown Infill





Parking Garage with Liner Building



If Civic Center and Boat Ramp/Parking are relocated, potential reuse with Open Space and Mix of Uses



Marina Remains an Active Waterfront



PRECEDENT: Charleston, South Carolina

# **CORNERSTONE 10:** Updated Standards

- Update regulations and codes to implement the vision.
- Make historic building reuse easy; create a style/pattern book of Panhandle architecture for historic rehab.
- Address zoning and building codes, specifically heights, parking, and stormwater.
- Provide pre-approved designs for infill buildings, including ADUs.
- Streamline events permitting

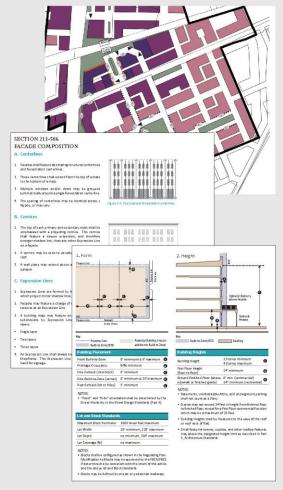
#### **Form-Based Codes**

In order to implement the plan, a form-based code could be drafted and adopted to apply to new development downtown. Form-based codes focus primarily on the physical form of development and can be used to realize a desired community vision. The community vision and form-based recommendations in this plan provide a solid foundation for a new code.

Form-based codes differ from traditional zoning in that they prescribe specific urban design standards and place fewer restrictions of the specific use of land. For example, a traditional zoning code may designate a property be used specifically for commercial purposes, but be silent about its urban characteristics. Conversely, a form-based code provides detailed regulation about elements of design that impact the quality of public streets and spaces. Form-based codes specify where a building should be placed on its site to define the street space, that the building not have blank walls to face public spaces, and that it provide shade over the sidewalk with awnings or canopies. Some codes include detailed architectural standards that specify materials and configurations of design details that are harmonious with local and regional precedents. The code may allow for a wider range of uses than traditional zoning, which is particularly relevant in historic buildings that often require flexibility for change in use over time.

A form-based code approach to downtown zoning would help to ensure that future infill buildings and improvements conform with the plan vision, getting the basic form and massing right while controlling for the key elements that affect how well buildings respect and contribute to the public space.

Another potential benefit of form-based codes is a streamlining of the review process, which encourages new development by providing clarity and certainty. Formbased codes allow by-right development in congruence with the standards set forth; since the community has already given approval to the development forms specified by the code, the overall review and approval process can be shortened. In addition, the "guessing game" of what will be approved that can be associated with the approvals process is eliminated. By establishing clear standards that support the community's vision and provide a visual guide to design criteria, community members can also be assured that infill development will be desirable and contributive to the character and function of the town.



Above: Components of a Form-Based Code:

- The *Regulating Plan* is a map that applies the code standards, such as transect zones or building types, build-to lines, mandatory shopfronts, and street types to specific lots and parcels.
- *Building Form Standards* describe the required relationships between buildings and public spaces, incorporating build-to zones, setbacks, building heights, permitted encroachments, and parking location.
- Architectural Standards specify architectural elements, configurations, and materials. The level of detail included in a code varies. Some codes go to a great level of detail to specify desired architectural style and design elements; others limit instruction to just those key elements that are vital to walkability, such as prohibiting blank walls, and providing shelter for pedestrians at the ground floor level.

#### **IMPLEMENTING THE VISION**

The Strategic Vision for Downtown and its Waterfront is driven by the imperative to make Panama City the premier city in the Florida Panhandle.

Achieving that goal will depend on a series of concerted actions to rebuild Downtown Panama City in a new way that creates great places that will draw people Downtown to live, work and play. The plan emphasizes physical improvements to enhance the City's waterfront, improve the public realm and set the stage for private reinvestment in Downtown buildings and sites. The implementation actions are designed to realize the 10 Cornerstone Ideas, driven by the following strategies:

- Invest in the public realm to create a better sense of place, revitalize Downtown, and support private investment;
- Remove barriers to private investment, and incentivize new development according to the vision;
- Attract more residents, businesses and visitors; and
- Build on existing assets and strengths.

#### Ten Cornerstone Ideas to Rebuild Downtown Panama City:



#### UPDATED STANDARDS

#### Invest in Priority Improvements

The key public improvements in the Implementation Action Plan were identified based on their potential to revitalize Downtown and support private investment. Foremost among these are:

Upgrade Infrastructure: Repair/upgrade existing below-grade utilities (stormwater, sewer) to 21st century technologies to support rebuilding/ development. Underground power lines as streetscapes are redesigned.

#### Related Cornerstone Ideas: 6, 7

 Waterfront Promenade: Build a continuous walk/ bike tree-lined trail that provides public access to the waterfront.

#### **Related Cornerstone Idea: 1**

MarinaArea Development: In the near term, remove vacant/damaged buildings and excess pavement in the marina area and investigate options for the Civic Center (repair/rebuild or relocate). Partner with St. Joe to build a waterfront hotel, public open space, and restaurant in place of the vacant former City buildings on the north side of the marina area. Longer term, consider relocation of the boat ramp and redevelopment of the south end of the marina area to include additional waterfront gathering/public open space areas and a mix of uses that could include City facilities and housing.

#### Related Cornerstone Ideas: 1, 2, 3, 9

- Harrison Avenue Streetscape and Plaza: Execute an enhanced version of the previously-designed Harrison Avenue streetscape that provides wider sidewalks, shade trees, pedestrian lighting, and other amenities to support businesses and activity along Harrison. Harrison Plaza is a redesign of the intersection of Harrison Avenue and 4th Street as a shared space for vehicles, pedestrians, and cyclists.
  - Related Cornerstone Ideas: 2, 6, 7, 9

# **IMPLEMENTATION ACTIONS:**

- Invest in Priority Improvements
- Remove Barriers to Investment & Incentivize Desired Development
- Attract More Residents, Visitors & Businesses
- Build on Existing Assets & Strengths
- Explore Funding Strategies

AND ITS STRATEGIC VISION FOR HISTORIC DOWNTOWN

### **Implementation Action Plan**

			imefran	ne	Responsible Party	Potential Funding Sources*
Action / Description		Immediate (first year)	Mid Term (years 1 to 5)	Long Term (5+ years)		
Inve	est in Priority Improvements					
Upgra	ade Infrastructure					
1	Repair / upgrade existing below-grade utilities (stormwater, sewer) to current technology/standards, to support rebuilding. Underground utility upgrades should occur at the same time or before street design improvements.	x	x		City	
2	Underground power lines, add pedestrian lighting (prioritize streets identified for street improvements)	х	х		City	
Wate	rfront Promenade					
3	Pursue land acquisition or easements for Promenade	Х			City	
4	Design & construction of Promenade, including ameni- ties (lighting, trees, swings, etc)		х		City	
Marin	a Area Development					
8	Proceed with building, pavement demolition	x			City	
9	Partner with St Joe to build a waterfront hotel, public open space, and restaurant in place of the vacant former City buildings on the north side of the marina area.	x			City	
10	Assess damage level, explore options for Civic Center (repair/rebuild or relocate). An economic study should evaluate options and potential sites.	x	х		City	

77 **DRAFT** Action Steps to Implement the Vision

\*Potential funding sources are being identified in coordination with other recovery planning documents, and will be included as part of the next draft of the Downtown Plan.

A Strategic Vision for Panama City's Historic DOWNTOWNand its WATERFRONT



more info & online survey: rebuildpc.org

#### Public Review Draft Feedback

What do you think about the draft Cornerstone Ideas?

Are there any ideas for Downtown that you would like to see more information or detail about in the next draft?

**SURVEY**: Give us your Feedback

Are there any ideas you have for Downtown that were not yet addressed?



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# Ideas can power and change our community. Share yours to #RebuildPC.

Community involvement is key to the success of the Long-term Recovery Planning Project. Your participation is vital to understanding the community's current needs and priorities for long-term recovery.





Download the printable file

#### WATCH THIS:

#### Review the First Draft of the Strategic Vision of Panama City's Downtown & Waterfront

Since the weeklong community engagement effort in June, the City's planning support team has been hard at work developing draft versions of the Recovery Action Plan, Redevelopment Plan, Economic Development Strategy, and Downtown Master Plan.

Many of these plans are still under development, but a preliminary (draft) version of the Downtown Master Plan is available for review ahead of the next public meeting on August 29. Check out the video to learn more about the plan, and register for the meeting using the link below if you're interested in attending!

#### Give Your Feedback on the Draft

Take a couple minutes to fill out this survey.

**Take Online Survey** 

# Please Visit RebuildPC.org

# Next Steps:

Fill out a survey tonight, or online at rebuildpc.org

- Comments by September 13
- Updated report in early October

### **Next Steps**

### **Public Rollout**

In early October, the City will unveil and publicize the planning documents developed as part of the City's long-term recovery planning effort.

Plans will be formally adopted in October 2019.



# rebuildpc.org



# Your Questions & Feedback





# Next Steps



Long Term Recovery Planning Project: City of Panama City, FL 121

# Next Steps:

Fill out a survey tonight, or online at rebuildpc.org

- Comments by September 13
- Updated report in early October



# Thank You!



Long Term Recovery Planning Project: City of Panama City, FL 123