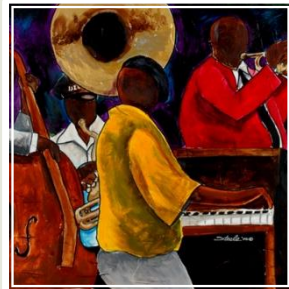
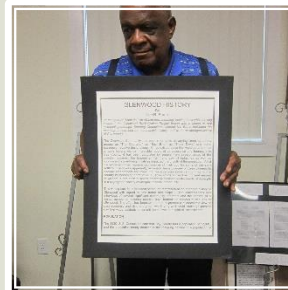


# PANAMA CITY CULTURAL HERITAGE TOURISM DISTRICT PLAN



Art

History



Culture



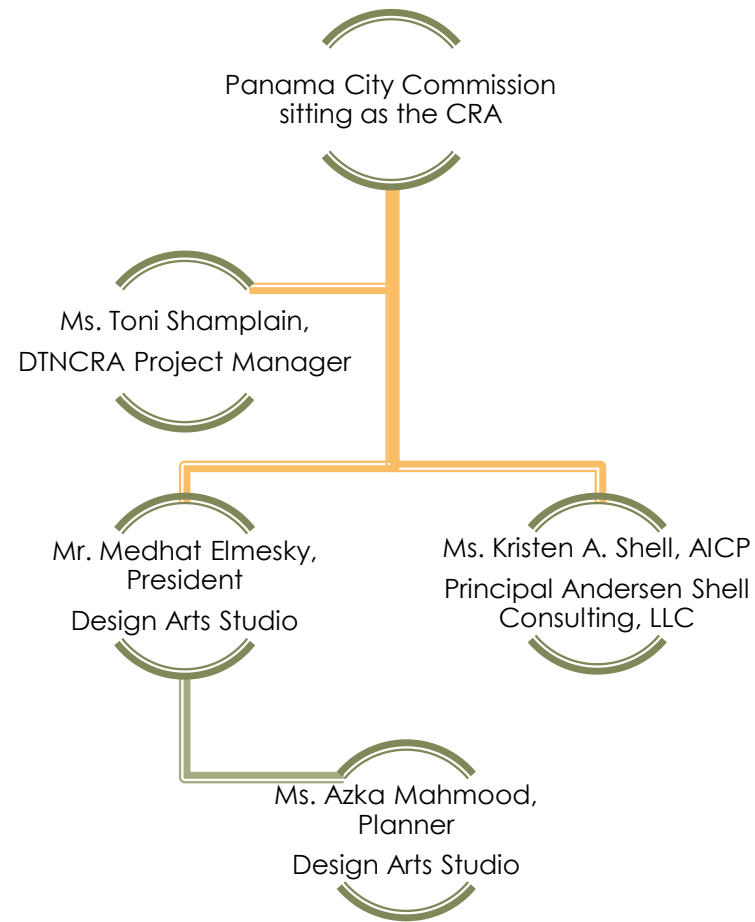
Prepared for the Panama City  
Downtown North Community Redevelopment Agency

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## Executive Summary

This Plan has been created to provide a blueprint for the development of a Cultural Heritage Tourism District (District) within the Downtown North Community Redevelopment Area (DTNCRA) located in Panama City, Florida. Along those lines it includes a Feasibility Study, Master Implementation Plan, and a District Community Model. This document builds on previous work and ongoing redevelopment activities as well as existing assets and linkages. The land use scenarios contained herein have been developed with economic development goals in the forefront - and together with the urban design vision they create a unique place within the City. At its heart, the plan's intent is that of place making – the intersection of urban planning, design, and economic development. The key concepts and recommendations, found on the following page, form the overall basis for the recommendations included herein.

Many cultural districts and cultural district uses were researched in order to complete this Plan. The importance of creative arts and culture in sustainable economic development has led to the emergence of new ways in which cities and states harness the benefits of the arts to capture economic gains, rehabilitate historic neighborhoods, and revitalize urban areas.

At least twelve states in the U.S have undertaken formal programs to recognize districts dedicated to art-related activities. While gaining popularity across the country as a feasible revitalization measure, successful cultural district programs must possess a number of elements including clearly articulated goals, public and private sector financial support, community buy-in (including future mindedness), and key performance measures that track the cultural district's progress. A section is included within this Plan that outlines some cultural heritage district examples in order to highlight the aims and strategies of established and emerging cultural heritage tourism districts.

A number of baseline conditions were examined in order to capitalize on existing assets and opportunities within the Cultural Heritage Tourism District. An important land analysis fact is that approximately 50% of the District is either publicly owned or vacant. Historical context, including the history of the Glenwood community and other historical sites and buildings is provided herein as well as a description of existing cultural events and assets, which are numerous.

These events include the annual Gumbo Git Down and Peach Cobbler Competition, The BBQ Cook Off and Buffalo Soldier movie showings, Red Velvet Cake Contest, and the Martin Luther King Jr. Day Walk and Festival.

According to the Creative Industries Report for Bay County, there were 505 arts related businesses that employed 3,354 people in Bay County as of January of 2012. These arts centered businesses are essential to building and sustaining economic diversity and they employ a creative workforce. These businesses include museums/collections, performing arts, visual/photography, film, radio, TV, design/publishing/ and arts schools and services. These businesses spend money locally, generate government revenue, and can be a cornerstone of tourism and economic development.

Some of the local existing arts assets include the Visual Arts Center of Northwest Florida, the Panama City Marina Civic Center, the Martin Theatre, the Kaleidoscope Theatre, Floriopolis, the Bay Arts Alliance, City Arts Coop, Panama City POPS Orchestra, Panama City Music Association, Gulf Jazz Society, and Global Arts Society.

There are also numerous other physical building block and space that can be used in furtherance of the District concept including the A.D. Harris Learning Village, the Glenwood Community Center, the existing African American Cultural Heritage Center, Henry J. Davis Park. The Downtown North CRA is also actively engaged on several fronts to improve the infrastructure and the quality

of life in Downtown North and the Glenwood area and linkages to other active CRAs can easily be made. Taken together these things are significant building blocks for the creation of the Cultural Heritage Tourism District.

Many of the recommendations contained within this Plan come directly from the significant public involvement component associated with this project. Three large public meetings, numerous focus group meetings, along with a strong web presence including a project website, Facebook page and online surveys were critical to gathering the wishes and desires of the public. The results of these efforts are described in detail later in this Plan.

In keeping with the District Concept, public events and festivals which serve to promote community unity as well as draw in visitors are recommended. Along these lines a tour of historic churches has been developed and other festival and events are recommended including an art in the alley or public street festival, a grace festival, a farmers market and other music festivals

Building on the following principles of cultural space and cumulative attraction, two land use scenarios have been developed to accomplish the cultural district concept. These land use scenarios are not intended to reflect zoning but are simply graphical representations of how the District could be organized spatially in order to accomplish the cultural heritage tourism district concept. The location of the conceptual land uses shown on these scenarios is subject to change and these scenarios only represent two ideas for the locations of District related land uses.

Complementing the land use scenarios, an Urban Design Master Plan Concept has been developed with specific attention on the continued repurpose of the A.D. Harris Learning Village from its original public school use, a live/work space for artists site across the street from the A.D. Harris Learning Village, a large assembled grocery retail site at the corner of Martin Luther King Jr. Boulevard, the main gateway into the District at Martin Luther King Jr.

Boulevard and 15<sup>th</sup> Street, and a proposed African American Cultural Center and Museum Concept at the current Glenwood Community Center site, The overarching aim of the urban design concept plan is to create a viable African-American Cultural Heritage Tourism District (CHTD) that is a major center of culture, entertainment, education, and employment in Panama City. The plan envisions close links between the commercial and residential uses of the CHTD that reinforces the ties between the economy and residential community of the area.

In accordance with the developed urban design principals, is the key recommendations to create a District that is accessible by foot and bicycle. Buildings and sites should be designed on a pedestrian scale to encourage touring the district by bike and foot. This multi-modal concept includes the following key ideas: Walking Tour of Local Historical Sites and Churches, clearly identified gateways and markers, and Martin Luther King Jr. Boulevard intersection Improvements. The latter could be studied to include pedestrian refuge, landscaping, and signage. Martin Luther King Jr. Boulevard is complete with sidewalks, a dedicated bike lane, and a landscaped median. Keeping the complete street design for Martin Luther King Jr. Boulevard is critical to the District concept. The concept for Martin Luther King Jr. Boulevard includes a pedestrian buffer and open sidewalks with transit corridors featuring enhanced bus shelters and 11<sup>th</sup> Street multi use path redesign

An 11<sup>th</sup> Street multi use path could connect the District to St. Andrews and downtown in a physical way that would draw visitors. Ultimately a downtown connection could also be made possibly via a connection to the abandoned railroad and US 98 (Bay County TPO Bicycle and Pedestrian Master Plan) and/or Harrison Avenue.

An overlay regulatory framework is also described and recommended herein. The CRA should work with the community, utilize a range of approaches aimed at engaging with the citizens, and create detailed urban

design and architectural standards that can help create lively spaces that are safe, accessible, pleasant to use and human in scale. The CRA should adopt such standards through an ordinance as part of its revised Land Development Regulations Code to further ensure consistent development and redevelopment in Downtown North".

A review of the City's current zoning districts has been conducted and the results of this review are summarized within the Plan with the main conclusion that some current zoning districts may fit within the concept many will need significant modification through the adoption of the overlay regulatory framework or amendment.

Consistency with Downtown North Plan Update was also examined and the major conclusion is that this Plan is consistent with all recommendations with the exception of the linear park concept for a portion of Martin Luther King Jr. Boulevard.

The following section provides basic information on state and federal grant programs that would be appropriate for the development of the District. These grants have been organized in the following areas: community development; arts/culture; parks /recreation; and transportation. Green energy related grants are also provided as well as other grants and programs.

In order to capture some of this large tourism base to Panama City Beach as well as more local tourists, the following considerations are important: 1) Organizing District assets and businesses under a niche banner so that they can benefit from joint promotional and marketing efforts; 2) Cross-marketing is a good opportunity to capitalize on the other tourism attractions and interesting places and events; and 3) A cluster strategy, whereby attractions and areas of interest are linked both physically and in a marketing strategy is also a good strategy.

Specific implementation items such as a master stormwater plan / recreational development, shared

parking, transportation improvements, site assembly, museum and cultural center market study, District signage and demarcation, promotion of the District concept and citizen engagement, and incentives for the Glenwood neighborhood are also elaborated on.

Finally the Plan included indicators for measuring success. A comprehensive model for research and measurement has been included to assist the DTNCRA in measuring and communicating the progress of the Cultural Heritage Tourism District. Along these lines, five key performance indicators have been identified based on available research. These indicators are: population; employment; property tax base; taxable sales; and the DTNCRA annual budget for the District.

## Common Cultural District Components

Museum of Local History

Cultural Heritage Trails

Walking or Biking Tours of Public Art

Art Galleries and Venues

Events and Programs to Showcase  
Local Music, Art, and Culture

Great Public Spaces – Open Space  
Park and Venues

Rich Local History and Story Telling  
Showcased by Urban Form

Cultural Food Venues and Restaurants

## Key Concepts

**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.

*“The urban fabric of a city can be used as a metaphorical and physical device for shaping collective memory and shared experiences.”*

## Key Recommendations

**Build the district concept** within the community.

Develop and **prepare the physical space** for arts and cultural related activities.

**Market** for Success.

**Encourage and incentivize** district concept related non-residential and residential infill.

**Measure** and track progress.

## Background

The Community Redevelopment Agency (CRA) was created by the City of Panama City in 2006 under the powers granted by the Legislature. Prior to 2006, the CRA was a combined agency with the Downtown Improvement Board. Its goal is to combat neighborhood deterioration and eliminate economic blight in the designated Community Redevelopment Areas. (Source: <http://www.pcgov.org/residents/panama-city-community-redevelopment-agency-cra>)

In 2004 the Downtown North CRA initiated a community-driven visioning effort working in partnership with the Glenwood Revitalization Steering Committee and since then several improvements and projects have been undertaken to address neighborhood concerns. The Downtown North Community Redevelopment Area (DTNCRA) was expanded in 2008 to include lands between 12th Street and U.S. Highway 231 between McKenzie Avenue and Mercedes Avenue. The DTNCRA encompasses nearly two square miles of land area, and includes the Greater Glenwood Area and the Bay Medical – Sacred Heart Center. Then in 2009, with the objective of building on the Glenwood community's visioning effort and expansion of the DTNCRA boundaries, the original Downtown North Community Redevelopment Plan was updated. This update was intended to reflect a community vision related to the future growth of the CRA. The Redevelopment Plan Update identified the community's vision and served as a guide for implementation.

As such, this Plan contained a number of recommendations and projects that resulted from a public participation program led by the Mayor, the City's CRA, the DTNCRA, the Glenwood Improvement Board, the Glenwood Working Partnership, and the consulting team at the time. This Plan is based primarily on the recommendations found within the Downtown North Community Redevelopment Plan Update, specifically the

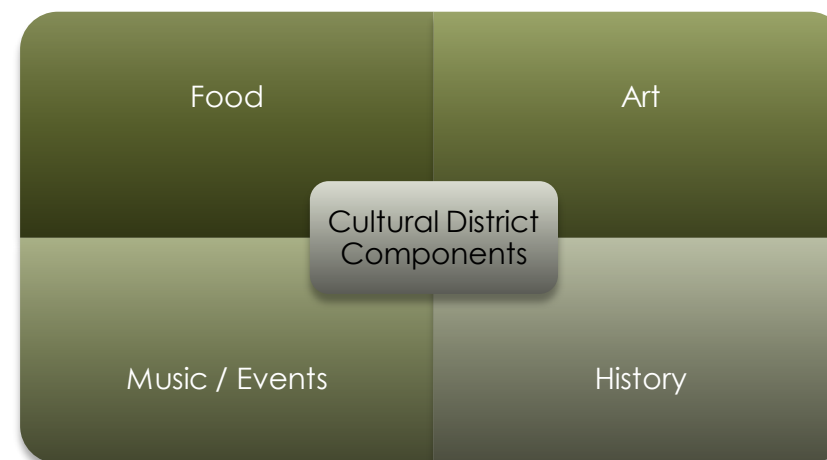
Neighborhood Character and Identity Element, in addition to the public input described later in this Plan.

The main intent of this Plan is the creation of Cultural Heritage Tourism District within the area shown on Map 1. The Cultural Heritage Tourism Concept was identified within the Downtown North Community Redevelopment Plan as a mechanism for maximizing opportunities and as a strategy to attract new business and development to the CRA.

The District is anchored by US 231 and the Bay Medical-Sacred Heart Facility and is located approximately 20 miles from Panama City Beach – a major tourist destination. Panama City is also situated in the Florida Panhandle - Florida's Great Northwest - and market potential for the District's attractions extend far beyond the District itself to include both local tourists as well as non-local tourists.

Along these lines, this Plan further refines the District concept by providing a work plan for accomplishing the creation of the District. Figure 1, below, defines some of the key land uses and activities that are fundamental to the creation of a cultural district. These land uses and activities form the basis for many of the recommendations included herein.

Figure 1: Key Components of the District



## WHY A CULTURAL DISTRICT?

To enhance the competitiveness of Panama City for business relocations or establishments and for young and talented citizens – the creative class;

To provide an economic base for an area of the City in need;

Studies have demonstrated that active involvement in and exposure to the arts has a positive impact on young people;

To create a culturally diverse, unique urban area that is an asset for local tourists as well as non-local tourists;

To create a mechanism for bringing local history to life – capitalize on existing resources; and

To grow the culture of arts in Panama City – link existing assets to enable capitalization through aggregation.

Map 1. Cultural Heritage Tourism District Boundary





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# CULTURAL DISTRICT EXAMPLES AND COMPONENTS

## Cultural District Examples in Other Places

The importance of creative arts and culture in sustainable economic development has led to the emergence of new ways in which cities and states harness the benefits of the arts to capture economic gains, rehabilitate historic neighborhoods, and revitalize urban areas.

At least twelve states in the U.S have undertaken formal programs to recognize districts dedicated to art-related activities. While gaining popularity across the country as a feasible revitalization measure, successful cultural district programs must possess a number of elements including clearly articulated goals, public and private sector financial support, community buy-in (including future mindedness), and key performance measures that track the cultural district's progress. This section outlines some cultural heritage district examples to highlight the aims and strategies of established and emerging cultural heritage tourism districts.



**Get Involved with  
Tinner Hill**

## TINNER HILL

"The Tinner Hill Heritage Foundation was founded in 1997 to preserve the early civil rights history of Falls Church, Virginia and vicinity. The history of Tinner Hill is about civil rights, location, and a few brave people who defended the U.S. Bill of Rights. It is about hard work and perseverance.

The Tinner Hill Heritage Foundation has two, close-in-proximity properties that, remarkably, survive from the post-Civil War period. Both properties are intimately tied to the history of Falls Church and to the struggles of African Americans to attain their rights and freedoms, from the period of Jim Crow through the Civil Rights Movement. The existence of the two properties presents the City of Falls Church and, in fact, the state and the nation, with a rare opportunity a) to preserve vernacular places not grand in stature but immensely important in the evolution of this freedom-based democracy, b) to acknowledge the importance of these places by making their presence central to the City's development projects. (At present, these planned developments--commercial and residential buildings--surround or are visibly near the two African American sites.)

The Tinner Hill Heritage Foundation has been instrumental in the creation of place by hosting annual events such as the famous Tinner Hills Blues Festival, the E.B. Henderson Dear Editor Contest, a New Years Eve Watch Night complete with music, food and performances, and an annual Black History Celebration and Basketball game that celebrates the roots of black basketball with an evening that includes a panel discussion and ends with an exciting face off between local citizens and New York City's the Harlem Magic Masters." Source: Tinner Hill Heritage Foundation



Photo Credits: Tinner Hill Heritage Foundation

### Tinner Hill Partnerships

Virginia Tech and the Tinner Hill Heritage Foundation have an agreement whereby both parties mutually apply for grant funding in the areas of oral history and architecture. Virginia Tech provides academic, professional and administrative support in the process of fulfilling the obligations of the grant. Tinner Hill provides technical, administrative and community-based support for filling the obligations of the grant. To date, the partnership has resulted in a successful architectural contest for the design of the Tinner Hill Historic Site and the initiation of an oral history project at Tinner Hill.

The Northern Virginia Regional Commission and the Tinner Hill Heritage Foundation have an agreement whereby both parties may apply for grant funds in the area of Low-Impact and Green Design. One grant has been sought for Low-Impact design features of the Tinner Hill Historic Site.

The City of Falls Church and the Tinner Hill Heritage Foundation have a contract, whereby the City purchased one lot on Tinner Hill and provided a 40-year lease with an option-to-buy to the Tinner Hill Heritage Foundation. The Foundation is expected to build and have operational the Tinner Hill Historic Site and the John Jackson Center for Piedmont Blues by February, 2008.

Likewise, Fairfax County and the Tinner Hill Heritage Foundation have a contract, whereby the County purchased one lot on Tinner Hill and provided a 40-year lease with an option-to-buy to the Tinner Hill Heritage Foundation. The Foundation is expected to build and have operational the Tinner Hill Historic Site and the John Jackson Center for Piedmont Blues by February, 2008.

The National Park Services Heritage Preservation has administered two grants that will allow the Foundation to develop the resources to build the Tinner Hill Historic Site and the John Jackson Center for Piedmont Blues. These funds were appropriated through Congressman Jim Moran. Source: Tinner Hill Heritage Foundation

## BELMONT - DEVILLIERS

On June 20, 2013 The Design Arts Studio team visited the Belmont De Villiers Historic District in Pensacola. During that visit, the team met with Mr. Eugene Franklin of the National Black Chamber of Commerce and Ms. Sonja Evans, a local artist and gallery owner. The team also took a tour of the De Villiers Historic District to observe how Black history and culture can be harnessed and fostered to improve the social and economic wellbeing of an area and community. The Belmont - Devilliers project has experienced a successful streetscaping project and two thriving soul food restaurants are located within the District. The neighborhood has also been successful in converting unwanted land uses including an undesirable night club that had a history of crime that was converted into a cultural center. This transformation has been accomplished under the leadership of the National Black Chamber of Commerce and has been a community led effort with very little outside or government financing.

The photo below is the team visiting the Gumbo Gallery with owner Ms. Sonya Evans and National Black Chamber of Commerce Florida President Mr. Eugene Franklin.



### Belmont-DeVilliers

Founded in the late 1800's, the Belmont-De Villiers neighborhood blended Spanish, Creole, French, and African influences into a uniquely American community. Historic Belmont De Villiers was once a thriving African American community that included a business district that was the economic engine and cultural center for the Black population of the region. During the 1970's the community began to deteriorate from neglect. Fortunately, the renowned Blue Dot Café and other local businesses, along with community leaders kept the local community alive and saved it from complete invisibility. Belmont-DeVilliers possesses some unique characteristics and historical assets that Pensacola's Downtown Improvement Board and the National Cultural Heritage Initiative decided to bring to light.

The Belmont De-Villiers Building, now located at 421 W. Belmont St., was originally 431 W. Belmont St. The structure first opened as the P.A. Morris Saloon in 1913 but



later became the Belmont Cash Grocery Co. in 1921. In 1927, the structure underwent renovation and modification before re-

opening, first as a furniture shop and later, an upholstery shop. The structure became most known for the record store and radio station that opened within it in 1968. This radio station, WBOP, became one of Pensacola's first African-American radio stations and gained popularity for being one of the few news stations in the city to play gospel music and R&B. The record shop closed in the 1980s, and the building has been out of use until its newest renovation into the current Belmont-De-Villiers Building. Belmont De-Villiers was also known as the Harlem of the South due to its vibrant Black community and was a prominent stop on the "Chitlin' Circuit".

As a first step, the City of Pensacola repaved the sidewalks and added lampposts in the neighborhood. Financial incentives were set in place and attracted several businesses. In 2009, the community became the project model for the 'National Cultural Heritage Tourism Initiative'. A cultural marketing plan and project was developed to promote and market the community's history and rebuilding efforts. These endeavors were greatly enhanced by the opening of Five Sisters Blues Café and the investment of other business owners and entrepreneurs such as the notable cultural art shop called Gumbo Gallery that is dedicated to the history and culture of Pensacola. The Belmont-DeVilliers District organizes 'Artist's Row', a monthly art, food, and music event. It is marketed as a developing tourist destination that offers everything from original works by local artists including paintings, pottery, unique crafts, photography, jewelry, and specialty gifts. The District has also created a Wall of stars dedicated to Black musical celebrities who have performed in the historical community.

A Cultural Heritage Mural by local artists is an upcoming project that will decorate the walls of the Gumbo Gallery and depict local history.

The Belmont- De Villiers brand includes a cultural heritage e-museum website and has inspired the making of a documentary and the writing of a book "The Making of a Neighborhood" by Robert Robino. The District is also home to a barbershop, bookstore, fine and casual local dining, and non-profit organizations. The Belmont-DeVilliers District has partnered with the Pensacola Bay African-American Heritage Trail, the African-American Chamber of Commerce, and the Gulf Coast African-American Visitors Bureau.

<http://belmontdevilliers.com/history.html>,  
<http://www.devilliersmuseum.com/>, and  
<http://www.thevoyager.net/2011/10/belmont-devilliers-is-transforming/>



Photo Credits: <http://belmontdevilliers.com>

### The Austin African Cultural Heritage District

(AACHD) is located near downtown Austin. AACHD's boundaries are I-35 to the west, Airport Boulevard on the east, Manor Road on the north, and Huston-Tillotson University to the south. The AACHD was created to preserve, restore, and recognize the historic buildings and other culturally significant aspects of an area that contains a concentration of African American landmarks. The district emerged from recommendations in the City of Austin African American Quality of Life Initiative. In 2006, the city awarded \$1.5 million in bond money to build a facility on East 11th Street to serve as the district headquarters. The AACHD contains a number of cultural and historic sites including the Bertram-Huppertz House, Blackshear Elementary School, Evergreen Cemetery, the Heritage House, the Hofheinz houses, and the John Case Buildings, and Carver Museum and Cultural Center. The district is also home to a diverse mix of contemporary arts and cultural organizations, workspaces, and individual creative businesses. Stakeholders in the AACHD state that they have already seen the district as a catalyst for cooperation between artists' groups as well as collaboration with economic development agencies, foundations, and the convention and visitors bureau.

The African American Cultural Heritage District (AACHD) is a non-profit organization created to serve as a catalyst for projects and activities that are dedicated to enhancing the quality of life for residents and small businesses of Central East Austin while preserving and protecting the cultural legacy of this historically Black community. The District builds on existing assets and works with Preservation Austin, Texas Historic Commission, City of Austin and others to preserve and maintain the district's cultural assets in the built environment. This District also plans to establish a web-based radio station that will play music created within the district and feature interviews, conversations and reports about life within the district as seen through the artistic sensibility.

Named after the state-designated African American Cultural Heritage District where it is located, the African American Cultural & Heritage Facility adds to the area's cultural significance by facilitating arts, business, cultural and entertainment programming.

The beautiful facility is located at 912 East 11th Street immediately east of the State Capitol and downtown Austin. AACHF houses the Capitol City African American Chamber of Commerce on Side A and the Office of Arts & Cultural Resources on Side B. The L-shaped architectural design by McKinney York Architects has been lauded for its modern design elements.

This cultural institution benefits Austin not only in terms of culture, diversity, resources, tourism, and activities, but also economically by stimulating business and economic development.

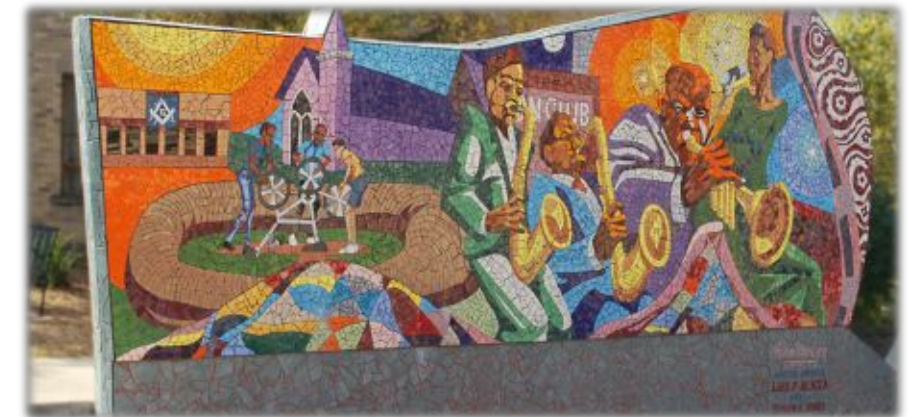
The George Washington Carver Museum and Cultural Center is dedicated to the collection, preservation, research and exhibition of African-American historical and cultural material. The museum offers gallery and online exhibits, programs, classes, theatre productions and a genealogy center.



The George Washington Carver Museum and Cultural Center



Historic Structure in the Austin AACHD



Public Art in the Austin AACHD

<http://www.aachd.org/>

## AUSTIN AACHD CAPTURES YOUTH

Austin, Texas) - People interested in Austin's black history will soon have access to an interactive Website that highlights the rich history, heritage and contributions of blacks in Austin. To make the site a reality the newly formed African American Cultural Heritage District (AACHD) is tapping into the minds and energy of 120 Kealing Middle School students who will conduct research about the District.

"Austin is rich in black history," says Lisa Byrd, AACHD's Executive Director, "and although the black population here continues to decline, we want everyone to know about the events, special people and places that have helped to shape Austin.

"We're excited to have Kealing Middle School students help us find interesting facts and data about several historic sites and figures for the Website. These students have a unique opportunity to learn about blacks in Austin while helping us to educate others," adds Byrd. The partnership with Kealing Middle School began earlier this year and the project is funded through a grant from the City of Austin.

The students' research will be overseen by their teachers and AACHD staff will incorporate the students' findings into the BlackAustinTours.com which is expected to launch next summer. The Website will feature three tours the District offers; each of which focuses on the diversity of architectural offerings, people, places, and events that make it a vibrant community.

In 2007, Austin's City Council authorized the District's boundaries: Manor Road to the North; Huston Tillotson, south; Airport Blvd, east; and I-35 as the western boundary. In 2009 the District received state designation for the area. Earlier this year, a non-profit was formed to manage the activities of the District, chaired by businessman Adrian Neely.

<http://www.aachd.org/news-post.php?postid=42>

### **Cloverdale Historic District, Alabama**

Alabama's Montgomery County has designated four distinct historic districts to preserve and promote historic neighborhoods, housing stock, and shops: Cloverdale Historic District, Cottage Hill Historic District, Garden District, and Capitol Heights District.

The Cloverdale Historic District is a 156-acre historic district in Montgomery, Alabama. Norman Bridge and Cloverdale roads, Fairview and Felder avenues, and Boultier Street roughly bound it. It contains 463 contributing buildings and 4 structures that date from the mid-19th to the early 20th centuries. The district was placed on the National Register of Historic Places on September 12, 1985.

The Cloverdale area of the city of Montgomery, Alabama was originally a portion of a 160-acre tract of land purchased by William Graham from the United States government in 1817. The tract of land owned by Graham "way out in the country" to the south of Montgomery was called Graham's Woods. The landscape was covered with virgin pines, a few of which still exist on the lawns of some Cloverdale homes. Consequently, this area was sometimes called "The Pines" in addition to the name "Graham's Woods". In addition to the pine trees, there were also a number of open glens where clover grew in abundance, and this seems to be the likely origin of the name, Cloverdale, which was adopted in 1892.

The earliest documentation discovered for the construction of a house in Cloverdale is from a letter dated 1892. This house, which was located on the corner of what is now Felder Avenue and Norman Bridge Road, was demolished for an apartment complex in the late 1940's.

In 1893, The Cloverdale Land and Development Company was bankrupt, due to the nationwide economic panic of that period. During the next fifteen years, the Cloverdale site lay dormant with the exception

of some activity along the north side of Felder Avenue, where a small golf course and tennis courts were built. This was the beginning of the Montgomery Country Club. In 1908, there were only ten houses in Cloverdale, but by 1916 there were one hundred twenty-five. Montgomery's leading architects, B. B. Smith, Weatherly Carter, Frank Lockwood Sr. and Frank Lockwood Jr., designed many of these homes. One house was designed by Mobile architect Nicholas Holmes Sr.

In 1910, the residents of Cloverdale voted for the first time to incorporate their suburb into a self-governing village. They elected Charles Tullis as the first mayor. This period also saw the development of a small commercial strip on the corner of Norman Bridge Road and the north side of Cloverdale Road, and this became Montgomery's first suburban commercial area. In the late 1920's, another similar business strip began to develop on the corner of Fairview Avenue and Woodley Road.

Cloverdale has been one of Montgomery's choice residential areas since the turn of the century. It is one of Montgomery's earliest suburbs and is the oldest landscape garden designed residential area in Alabama, predating similar areas in Birmingham. Its short existence as an incorporated village (1910 - 1927) gave it a special sense of neighborhood, which it has retained to some degree to the present day. The neighborhood showcases fine vintage houses in a variety of styles of architecture. Many buildings proudly display historic markers and building dates and the District allows for self-guided tours of some homes.

In the heart of Old Cloverdale, streets are lined with some of the finest eateries in Alabama. The District also boasts many local bars, sports pubs, and theatres. Many old shops survive and the shopping areas in the Cloverdale District are home to art galleries, antique stores, and retail shops.

#### Garden District

The Garden District of Montgomery takes its name from its beautiful wide lawns and tree-lined streets. Montgomery's

Garden District began as the Victorian community of Bellinger Heights on the north end of the neighborhood. It included development along South Hull and Maury Streets, including Burton Ave and Finley Ave. It also included Noble Ave from Perry St to McDonough and south to Finley.

The Garden District is a 315-acre historic district in Montgomery, Alabama. Norman Bridge Road, Court Street, Jeff Davis Avenue, and Fairview Avenue roughly bound it. It contains 678 contributing buildings with architecture including the Queen Anne, Classical Revival and American Craftsmann styles. The district was placed on the National Register of Historic Places on September 13, 1984. When listed, the district included 678 contributing buildings and 81 non.-contributing buildings

It includes work designed by multiple architects, including one or more works by Ralph Adams Cramm. It includes Late 19th and 20th Century Revivals, Late Victorian, and Bungalow, and other architecture.



<http://www.oldcloverdale.org>

## Sample Cultural District Uses and Activities

### Tampa Heights Community Garden

Tampa Heights Community Garden is nestled next to Interstate 275 at 605 E Frances Avenue in Tampa. The strip that holds the gardens is owned by the Florida Department of Transportation and managed by the City, which allows for the garden. Tampa Heights residents first envisioned the garden 20 years ago with the aim to redefine the blighted neighborhood by the creation of green spaces for community gatherings. The goal was to involve everyone in the neighborhood and provide fresh fruits and vegetables as well as a sense of community, a place for exercise, and encourage neighborhood improvement. The urban pioneers, who gambled on the stately neighborhood founded in the 1880s, now weed plots alongside formerly homeless people living at nearby Metropolitan Ministries and A Safe Place. Residents from these shelters harvest peppers, tomatoes and collard greens each year and not only gain food but also skills to improve self-sufficiency.

The garden actively engages teens from the Tampa Heights Junior Civic Association as well as wounded veterans and their families that live at Tampa Fisher House. Since its inception, many hands have worked to transform a barren, nondescript rectangular plot just north of downtown into a lush, green oasis. Today at the Tampa Heights Community Garden, sweet potatoes burst from the earth near where pumpkin vines crawl from bushel baskets and purple eggplant globes hang heavily. The Garden is also home to events such as Yoga in the Garden, Teens Entrepreneurial Garden, and periodic holiday bazaars.

Tampa Heights Community Garden collaborators include the Tampa Heights Civic Association, Tampa Heights Stewardship Team, Tampa Heights Junior Civic

Association, The Tampa Garden Club, and Metropolitan Ministries, Inc. The Home Depot, the University of Tampa President's Leadership Fellows, 100 Black Men, and Sweet Bay Supermarket also support the Garden. The Design Arts Team learned of this project while attending the Florida Redevelopment Association's annual conference in Tampa.



Source: <http://tampaheightscommunitygarden.com/>

### **The Gadsden Arts Center – Quincy, Florida**

The Gadsden Arts Center was incorporated as a 501(c)3 nonprofit organization in 1994 to provide exhibitions of fine art and art education to the people of Gadsden County, which is diverse, culturally underserved, and economically challenged. Gadsden Arts is the outgrowth of a community volunteer effort that began in 1989 when a local artist and her husband developed Art in Gadsden: a juried exhibition of fine art.

The Quincy Main Street Program managed Art In Gadsden through 1993. In 1994, the volunteers created a non-profit corporation, Gadsden Arts, Inc. After obtaining non-profit IRS 501(c)3 status, the group found and purchased an historic building (c. 1904) with individual gifts and a state historic preservation grant. The building provided a permanent base for operations, but offered only 800 square feet of public space for exhibitions, meetings and events.

In 1996, business owner, community leader, and philanthropist Mark Bates offered the Bell and Bates building to Gadsden Arts, to be transformed into a permanent arts center, with a prominent location on Quincy's historic courthouse square. The building, a landmark since its construction in 1910, had been a community center as a family hardware business for 86 years.

In 1997, the all-volunteer organization hired its first paid staff and hired Zoe Golloway as Founding Executive Director. Golloway was an active volunteer for the organization, and its first board President, as well as having many years of experience in managing non-profit organizations. That year, Gadsden Arts funded operations and acquired close to \$800,000 toward renovating the Bell and Bates building. With staff support, the Strategic Planning Committee began planning to take the arts center into the 21st century. Committee members drove 1,000 miles to visit museums in North Florida, Alabama, and Georgia, created and distributed a community survey that brought back a wealth of information about

the types of exhibits and educational activities desired, and created the vision, mission and values statements, and organizational goals that now guide Gadsden Arts, Inc.

After an initial \$1.5 million goal was established and one historic building transformation being planned, the Gadsden Arts board bought a one-story connecting building to house support services for the art center, including a gift shop, offices, vault for the Permanent Collection, storage and receiving areas. This added \$175,000 to the total campaign goal. Individual and corporate contributions, plus state funding of \$125,000 supported a Capital Campaign that amassed \$1.4 million in cash and stock donations and pledges. Construction began in August of 1999; renovation came in on budget and on time. The building opened to the public on September 17, 2000, moving Gadsden Arts from 1700 to 15,000 square feet.

In 2007, with gifts from generous private donors, the Gadsden Arts Center acquired the Fletcher Building, a 2,000 sq. ft. space at 9 N. Madison Street, adjacent to the Arts Center Gift Shop. The space required comprehensive renovation. A combination of CRA grants and private donations funded the renovation of the building, which opened to the public on January 16, 2009, and houses the GAC Artists Guild Gallery. The Gadsden Arts Center realized a 19% increase in membership and 71% increase in participation contacts in 2010, with a growing regional reputation for quality exhibitions, beautiful, professional quality gallery spaces, and a broad range of quality programs and events for all ages and backgrounds.

By 2011, the Gadsden Arts Center Permanent Collection had grown from 11 works of art to 51, including Vernacular art collection that traveled to the Gibbes Museum of Art in Charleston, South Carolina that summer. The Center was also awarded a grant from the State of Florida to develop exciting programming for the exhibition, Dean Mitchell: Rich in Spirit, including a full-

color catalog, audio tour in English and Spanish, gallery talks, and radio and TV advertising.

Currently, the Gadsden Arts Center holds workshops, lectures, art classes, painting socials, and student art competitions. Children's summer camp and internships for college juniors and seniors are also offered. The Gadsden Arts Center partners with the downtown Quincy to host community-oriented events at various parades and festivals through the year. Moreover, The Gadsden Arts Center, Quincy Music Theater, and the Legacy School for the Performing Arts have partnered to bring fine arts and music to every elementary school in Gadsden County. The Gadsden Arts Alliance is working with the Gadsden County Public Schools to help remedy the lack of funding for art and music.



<http://www.gadsdenarts.org/gacnew/home.aspx>



## Indianapolis Cultural Trail

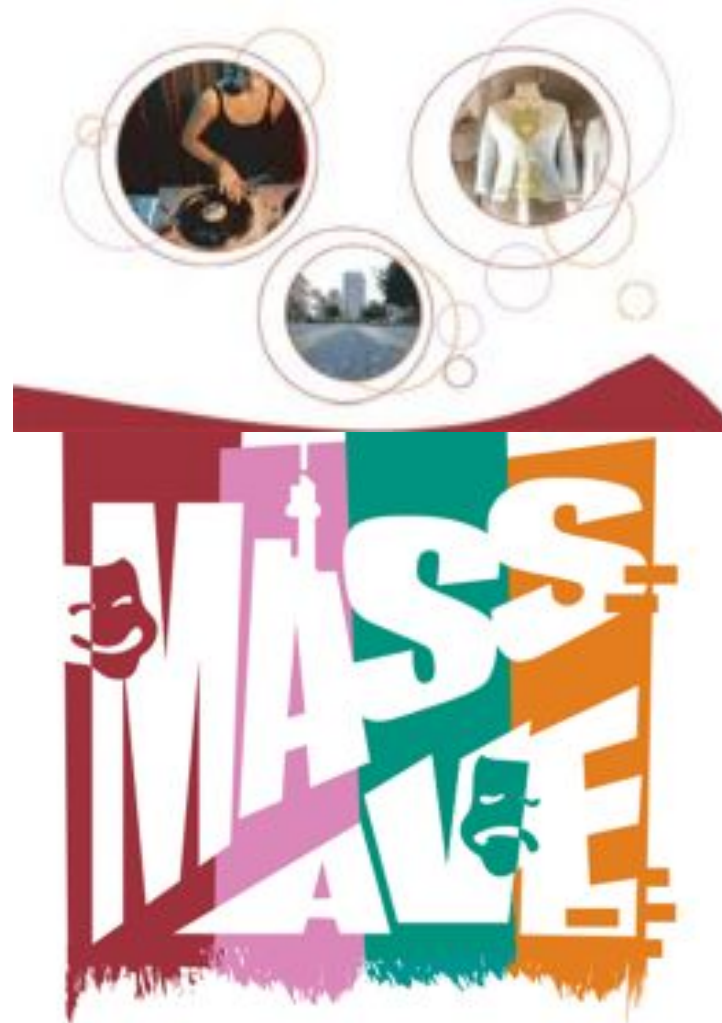
The Indianapolis Cultural Trail: A Legacy of Gene & Marilyn Glick is an 8-mile world class urban bike and pedestrian path in downtown Indianapolis, Indiana. The Indianapolis Cultural Trail seamlessly connects neighborhoods, cultural districts and entertainment amenities while serving as the downtown hub for central Indiana's vast greenway system.



The Cultural Trail is made possible by a large public and private collaboration led by Central Indiana Community

Foundation, the City of Indianapolis and several not-for-profit organizations devoted to building a better city.

The Indianapolis Cultural Trail is managed by a nonprofit, Indianapolis Cultural Trail, Inc. (ICT, Inc.). ICT, Inc. works to thoughtfully manage, maintain and promote the Trail to ensure it continues to exist as a world-class public space for residents and visitor of Indianapolis. The Indianapolis Cultural Trail seamlessly connects five vibrant downtown Indianapolis cultural districts and neighborhoods, and Broad Ripple to the north by way of the Monon Trail.



The Indy Art Trail connects the City's six cultural districts including the Mass Ave theatre district. This amazing gem also includes 24,000 square feet of sustainable green infrastructure stormwater planters and links multiple public art spaces. It is a good example of how a trail in itself can bring visitors.

<http://indyculturaltrail.org/>

## Picassoz Art Café - Lakeland, Florida



<http://www.picassoz.com/>



### **Hammond Regional Arts Center Louisiana**

The Hammond Regional Arts Center (HRAC) supports, promotes, and coordinates visual, performing, and literary arts in Tangipahoa Parish and surrounding parishes. Their primary mission is to enrich lives through quality arts education, develop an appreciation of the arts within individuals, and introduce the public to professional exhibitions, performances and literature. Hammond Regional Art Center has served as an institution in the city of Hammond for 30 years. A coalition of the Hammond Art Guild, Hammond Heritage Foundation, Columbia Theater Players, Hammond Arts Council, and the Hammond Central Business District formed the Hammond Cultural Foundation and created the Hammond Regional Art Center. The goal was "a centralized cultural, artistic and educational facility for the community."

The 1982 ribbon cutting and champagne reception for the grand opening of its permanent location in the Levy Building, 217 East Thomas Street, culminated three years of intense efforts by local citizens. Maya Levy, the first president of the Foundation, was instrumental in persuading Alyce Levy to donate the building to the city. In 1979 the Hammond City Council accepted the building and leased it back to the Foundation for \$1 a year. After a public hearing, this action was approved and work began. Volunteers dedicated to the project, rolled up their sleeves and went to work—cleaning, scrubbing and painting. Since its auspicious beginnings, the Hammond Regional Arts Center has been a driving force in the community.

Three years after the opening, in 1985, Marjorie Morrison appeared before the Tangipahoa Parish Police Jury with a resolution to make the Foundation the official arts organization of the parish, and the governing body unanimously approved the resolution.

Initially, dedicated volunteers ran the foundation, but as activities and duties increased, a director was hired.

Local, regional and nationally acclaimed art exhibits have been a monthly offering since the art center's inception. In cooperation with the New Orleans Museum of Art, the center has hosted Haitian Art, Monet, Hawaiian Cultural Display and a Japanese Art Exhibit that drew over 400 viewers. In recent years the Arts Center hosts over 8,000 visitors annually. In April 2012 the George Rodrigue Blue Dog Exhibit on loan from NOMA will hang in the gallery as part of the celebration of the Hammond Regional Arts Center's 30th year and as a toast to the arts locally.

Membership, volunteers and fundraisers have been an integral part of HRAC's ongoing success. Members are invited to all exhibition receptions, given discounts on services like classes and workshops for children and adults, and offered highly sought-after event tickets first. Children's arts and crafts workshops and seasonal activities are popular. Summer art camps are conducted by local artists for both children and adults. Classes include drawing, sketching, fiber art, basket weaving, jewelry making and other art forms and filled to capacity. Activities at the Arts Center are catered to, but not limited to, the HRAC membership. Many area residents get their first view of the only multi-discipline arts center in the parish through a class, before joining the membership.

The HRAC is supported in part by a Decentralized Arts Funding Grant from the Arts Council of Greater Baton Rouge in cooperation with the Louisiana Division of the Arts, Office of Cultural Development, Department of Culture, Recreation and Tourism, and Louisiana State Arts Council. The HRAC also has corporate sponsors that support various events and projects. Further, the Center relies on membership fees and donations and focuses on an annual membership drive.

The Hammonds Regional Arts Center hosts art and photography exhibits, screens movies, presents theatrical, musical, and dance performances, and hosts social gatherings based around art. Events organized by the Hammonds Arts Center include the annual Brews Art Festival that combines beer tasting, art for sale, live art demonstrations, and food and live entertainment. For the past fifteen years, the Hammonds Regional Arts Center has organized an annual culinary arts event in collaboration with a local culinary equipment superstore where well-known and local Louisiana chefs perform cooking demonstrations. A monthly art walk has been set up with art exhibits, pop up galleries, theater, food, and music. A literary festival with readers' and writers' workshops and events is forthcoming in March 2014. Importantly, the HARC partners with other cultural and educational organizations such as the Louisiana Children's Discovery Center and the South Eastern Louisiana University for programming and educational efforts.



[www.hammondarts.org](http://www.hammondarts.org)

**Southside Arts Complex - Tallahassee, Florida**

“Marcus Rhodes is the visionary for the Southside Arts Complex. A native of Little Rock, Arkansas, he has been an educator for K-12 and collegiate students in the states of Arkansas, Louisiana, Texas, and Florida for 15 years.

Over the years he has seen the decline in arts instruction in the nation's schools and its effect on the quality of the performing arts. He also believes this has affected the level of learning amongst students in as much as the study of the arts have historically had an impact on students by improving, focus, concentration, and overall performance in the classroom. Increased cultural exposure and artist performance opportunities, has also been the plot of Professor Rhodes, so since January 2009 initial ideas and plans for a cultural complex have been developing. Upon locating the facility at South Monroe in March 2011, the vision for SAC was realized, which was to bring Cultural projects to the Southside, and Bonds community, provide artistic training to the city's youth, and promote the careers of local and regional artist.

SAC will team up with various local arts organizations to house their projects and present a diverse range of arts collaborations throughout the city of Tallahassee.

<http://www.southsideartscomplex.org/>



The Southside Arts Complex (SAC) has the mission to provide cultural exposure with an emphasis in rare African American art forms, training for youth and aspiring career artist, and opportunities for artist performance.

**GOALS:**

- 1) To harness the wealth of cultural collective talent that exists in our community
- 2) To provide an incubator for seasoned and budding artists to collaborate through teaching/learning, performance/exhibition
- 3) To spur economic development and support small, disadvantaged businesses by providing a venue which allows local artists to earn revenue by showcasing their creative enterprises.

4) To improve the quality of life for youth and other residents of Tallahassee's Southside, Tallahassee/Leon County and beyond through cultural enrichment opportunities that promote positive and creative dialogue through words, music and art."

South Side Arts Complex  
2525 S. Monroe Street  
Tallahassee, FL 32301



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## **BASELINE CONDITIONS**

## Baseline Conditions

### Location of District

Panama City is the county seat of Bay County, Florida. Nestled between St. Andrews Bay and the Gulf of Mexico, it is the largest city between Tallahassee and Pensacola along Florida's Emerald Coast, also known as the Great Northwest. According to the U.S Census Bureau, the city limits encompass an area of 35.4 square miles. As of the 2010 Census, the population of Panama City was recorded at 36,484 individuals in 14,792 households, and 8,613 families. The estimated population density was 1,245.2 people per square mile. The average household size was 2.28, and the average family size was 2.91. The racial makeup of the City is 71.6% White, 22% African-American, and 5.1% Hispanic or Latino.

The Northwest Florida Beaches International Airport services Panama City, a major tourism destination. The City has ground links through Bay Line and CSX rail and Interstate 10. Port Panama City, which serves as a foreign trade zone, is a deep-sea port that connects Panama City's location provides a Gulf coast gateway to shippers and consignees in Georgia, Alabama, Florida, Tennessee, and the Carolinas.

The Cultural Heritage Tourism District falls within the Downtown North CRA of the City of Panama City. The total area of the cultural district is 0.89 square miles with 18 blocks along Martin Luther King Junior Boulevard. 17<sup>th</sup> Street serves as the northern boundary and 7<sup>th</sup> Street is the southern boundary. McKenzie Avenue and Highway 231 serve as the western line whereas Mercedes Avenue and Watson Bayou form the eastern boundary.

Estimates based on the 2010 Census show an average population density of 595.2 households per square mile for Panama City, and it is estimated that there are 530 households in the Cultural District (Bay County GIS). With a Citywide average of 2.91 persons per household, the total population of the Cultural District can be estimated at 1,542 people. The median income for the District for a

most working age earners (ages 25 to 64 or 69.7%) was between \$19,313 and \$22,829 per year. Approximately, 26.4% of the District's residents are age 65 or older. (2012 estimates, U.S. Census Bureau).

### Tourism Base

The District is located approximately 12 miles from the Saint Andrews State Park located on Panama City Beach. Panama City Beach has a very large tourism base and is one of the most popular vacation destinations in Florida. Over seven million visitors come to Panama City Beach annually with around 90% of these visitors driving. According to data provided by the Panama City Beach Tourism Development Council's summer survey, approximately 44% of summer visitors come from the nearby states of Georgia, Tennessee, and Alabama.

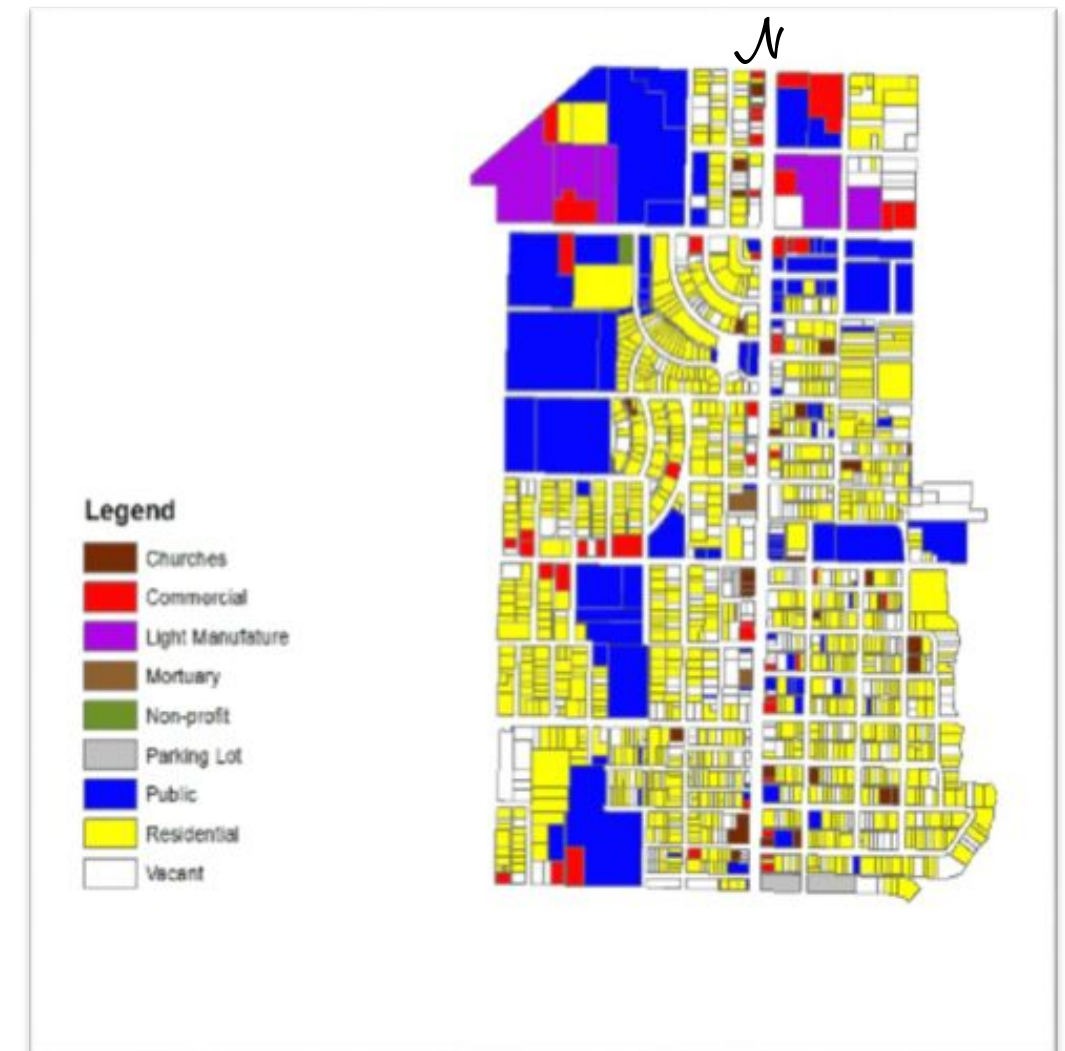
### Land Analysis

The District Boundaries are shown on Map 1 and include approximately 1453 parcels. Of these parcels, approximately 29% are government owned and an additional 420 parcels are privately owned but vacant. In all approximately 50% of the District is either publicly owned or vacant. Map 2 depicts the existing land uses within the District.

**Table 1: District Existing Land Uses**

Existing Land Use Data	Acres	Percent
<b>Commercial</b>	<b>23.5</b>	<b>6%</b>
<b>Publicly Owned</b>	<b>121.9</b>	<b>29%</b>
• Publicly Owned and Vacant	<b>16.9</b>	
<b>Residential Total</b>	<b>184.1</b>	<b>44%</b>
• Single Family Residential	<b>165.3</b>	
• Multi-Family Residential Less than 10 Dwelling Units per Acre	<b>5.4</b>	
• Multi-Family Residential Greater than 10 Dwelling Units per Acre	<b>2.3</b>	
• Homes for the Aged	<b>11.1</b>	
<b>Other Vacant</b>	<b>86.6</b>	<b>21%</b>

**Map 2: District Existing Land Uses**



## Historical Context of the District and Existing Historical Assets

### History of Panama City

Early European explorers arrived to the shores of the Gulf of Mexico in the 1800s and a small number of villages developed along the coast. Until then, there were few permanent communities in this region where archaeologists found Native Americans to have undertaken oyster-harvesting activities. Historical researcher Glenda Walters finds that although Florida was granted statehood in 1845, that official documentation of the first permanent settlers in Panama City dates to 1884 when a large tract of land along St. Andrews Bay was deeded to Samuel J. Ervin. In 1887, Ervin sold the land to Army veterans Capt. George W. Jenks and D. J. Demorest who began to plat the land after naming it Park resort. In the same year, George West, a Chicago lawyer and businessman, acquired one of the vacation homes in Park Resort. The settlement continued to grow slowly and in 1889 received its first post office and renamed itself 'Harrison' to honor the US President of the time.

Growth in Panama City occurred in tandem with the greater railroad development in the panhandle. As the Atlantic Railroad extended its lines to Pensacola in 1895, businessmen in the timber industry in Georgia and Alabama took notice of the potential of the town of Harrison. Additionally, other businessmen were eager to capitalize on the potential of the area to serve as a deep-sea port to benefit from increased trade with Panama after the construction of the Panama Canal. By the year 1905, George West established the Gulf Coast Development Company to develop large tracts of land to develop and sell. As a result, construction of the railroad that connected Dothan, Alabama to the coast by Panama City was completed by 1908. Early growth in the town of Harrison clustered around St. Andrews Bay and was decidedly non-touristic in nature. A steamship building plant, a steam-powered lumber mill and a turpentine factory were soon built in and around Harrison, setting the stage for what would emerge as the leading industries in

Panama City for some decades. Fishing and boat building also emerged as local industry. Thus the early settlers of Bay County were employed in the turpentine, sawmill, and fishery industries or provided stevedoring services. In 1909, the town of Harrison petitioned to be incorporated. M.L. McKenzie, the vice president of the Gulf Coast Development Company, was elected as the mayor. According to author Tim Hollis, McKenzie renamed Panama City thus due to its proximity to Panama, and its location along the railroad connecting Chicago and Panama, to emphasize its importance as an emerging center of commerce.

The building of the International Paper Company in 1930 buoyed Panama City through the Great Depression. However, the Second World War proved to be the turning point for the future of Panama City. In 1941, an area close to Panama City was chosen to house Tyndall Air Force Base. In 1943, St. Andrews Bay was selected as a Naval Base. Ancillary services such as ship-building brought further prosperity to the area. After the conclusion of the war, many soldiers elected to make Panama City their permanent home. Around the same time, land owners and developers began to exploit the tourism potential of strips of the seaside in the 'Emerald Coast' in a somewhat systematic manner to give rise to the tourism industry.

### The Development of Glenwood

The rise of a strong business class and a growing population in the era of segregation also created demand for services. Already, the Massalina, Gainer, and Lee families had established a fishing community around St. Andrews Bay. A man by the name of J.R. Shine built a number of rental homes on Washington Street for black families and the community became known as Shinetown. In 1907, C.M. Chandlee platted the Glenwood Addition. In 1913, several street names were changed in the section. Washington Street became East 11th Street; Lincoln Street was changed to Mercedes Avenue; Roosevelt Street to Cove Boulevard; North Street to East Seventh Street; Main Street to Elm Avenue; Emma Street to East Fifth Street and Bay Street to Redwood Avenue. In 1926, H.L. Sudduth bought Glenwood, which adjoined Bunkers Cove, for \$100,000. The section included approximately 145 acres

and included 60 waterfront lots facing Watson Bayou. The Glenwood neighborhood emerged as a predominantly African American neighborhood with residents employed in domestic service including household help, laundry service, chauffeurs, and hotel workers. It is estimated that in 1935, African Americans made up ten percent of the total population of Bay County and numbered approximately 1,000. However, this number includes African Americans in Bay County as a whole and does not isolate those residing in Glenwood.

According to excerpts from the History of Glenwood commissioned by the Glenwood Revitalization project and written by Ivie Burch, the entrepreneurial spirit of the African Americans of Glenwood and the need for services and comforts for African Americans led to the establishment of several successful businesses such as restaurants, beauty salons, funeral homes, and places of entertainment. In time, Glenwood became a self-sustaining economy owned and run by African Americans. Based on oral history and some limited printed materials catalogued in the Glenwood Revitalization Report, it is estimated that Glenwood contained at least 33 independent businesses including cafes, bars, motels, billiards clubs, and grocery stores in the 1930s and 1940s (Table 1). The majority of these businesses were lost during the expansion of the Martin Luther King, Jr. Boulevard that had served as the main street for Glenwood.

Name of Business	Type	Address
Blue Front Cafe	Restaurant	
Wells Cafe	Restaurant	
Wells Barber shop	Barber shop	
Sportsman's Inn	Night club	
Davis Grocery	Grocery store	
Mamie Burns' Beauty Shop	Beauty salon	629 Harmon Avenue
Doralee's Beauty Shop	Beauty Salon	908 Mercedes Avenue
Lizzie Gautier's Beauty Shop	Beauty Salon	813 East 9 <sup>th</sup> Court
Modern Beauty Shop	Beauty Salon	1014 Cove Blvd

Queen of Beauty Salon	Beauty Salon	812 East 9 <sup>th</sup> Court
Lady Ethel Beauty College and House of Charm	School of Cosmetology	1308 Cove Blvd
Hannah Blackshear	Tavern	600 Harmon Avenue
Willie Conner	Café	573 Harmon Avenue
Harlem Bar and Café	Tavern	Cove Blvd
Laulas Jackson	Café	531 Harmon Avenue
Little Savoy	Tavern	908 Cove Blvd
Lover's Rest Café	Café	1015 North MacArthur Avenue
Lucille's Café	Café	828 Cove Blvd
Old High Hat Café	Café	929 Cove Blvd
Reno Bar and Grill	Tavern	Harmon Avenue
Roosevelt's Café	Café	725 East 9 <sup>th</sup> Street
Wayside Grill	Café	912 Cove Blvd
Suwanee Night Club	Tavern	1124 Varsity Drive
Edward Benton's Grocery	Grocery store	Cove Blvd
Blue Front Grocery	Grocery store	650 Wilson Avenue
J.R.Bowers' Grocery	Grocery store	1146 Cove Blvd
Isaiah Cady's General Merchandise	Grocery store	101 MacArthur Avenue
East End Grocery	Grocery store	680 Harmon Avenue
W.R.Gautier's Grocery	Grocery store	1018 Cove Blvd
Chas. Gaines Lincoln Park Super Market	Grocery store	13 <sup>th</sup> and Cove Blvd
Tobe McCray's Grocery	Grocery store	944 Cove Blvd
Fred Owen's Grocery	Grocery store	East 9 <sup>th</sup> Street
Emanuel Pope's Grocery	Grocery store	908 East 10 <sup>th</sup> Street
Wm. Sutton's Grocery	Grocery store	722 Hamilton Avenue
E.J Brown's Grocery and Service Station	Gas station	
Ware's Union 76	Gas station	

McNeill's Shell	Gas station	
Robinson's Shell	Gas station	
Lee's Gulf Service	Gas station	
Anderson's Chevron	Gas station	
Barnes Texaco	Gas station	
Monarch Cleaners	Dry cleaners	
Prows' Laundromat	Laundromat	
Tony Barnes Cleaners	Dry cleaners	
Joe Barnes Cleaners	Dry cleaners	
Stephen's Laundromat	Laundromat	
Rhodes' Laundromat	Laundromat	

### Glenwood's Historic Assets

A 2004 study conducted by the National Trust for Historic Preservation Heritage Tourism Program and Southern Regional Office recommends the promotion of heritage tourism in Panama City. According to the report, in the year 2000 alone, over half a dozen African-American Museums opened or broke ground in the US. The report suggests that the neighborhood of Glenwood possesses the qualities needed to establish an African-American Cultural Heritage attraction that depicts the history, music, and assets of the area.

In particular, the report suggests that historic sites in Panama City be added to the National Register of Historic Places. Currently, only seven locations in Bay County are included in the National Register of Historic Places, and only ten locations are denoted with historical markers. Panama City sites that exist on the National Register of Historic Places are:

1. Robert L McKenzie House on 17 East 3<sup>rd</sup> Court
2. The Schmidt-Godert Farm on 100 State Road 2297
3. The Sherman Arcade on 228 Harrison Avenue
4. The S.S Tarpon shipwreck, 7.8 nautical miles outside Panama City
5. The St. Andrew School on 3001 W 15<sup>th</sup> Street
6. A. A Payne – John Cristo house on 940 West Beach Drive

7. Sapp House on 224 3<sup>rd</sup> Court

Sites with historical markers are listed below:

1. St. Andrews Bay Skirmish, located on U.S. 98 between Fairland & Friendship Aves.
2. Panama City Airport, located on 3173 Airport Rd., in front of main terminal.
3. Robert Lee McKenzie's home and office, located on 3rd Court at Park Street
4. The St. Andrews Bay Salt Works, located at the intersection of West Beach Drive and East Caroline Boulevard
5. The Gideon Vs. Wainwright case, located at 300 E. 4th St.
6. St. Andrews School, located at 3001 W. 15th St. Panama
7. A.A Payne – John Cristo house, located at W. Beach Dr. near Balboa Ave.

(Sources:

<http://www.nationalregisterofhistoricplaces.com/FL/Bay/sate.html> and <http://www.flheritage.com/preservation/markers/index.cfm>)

The Panama City Historic Sites Survey of 1987 suggested two areas near Glenwood to be developed as historic assets. The first is Massalina Drive between E 5<sup>th</sup> Street and 3<sup>rd</sup> Street because of its importance in local Black history. The second is T. H. Harmon's Subdivision where the Historic Sites Survey found a concentration of early 20<sup>th</sup> Century housing in T.H. Harmon's Subdivision that qualifies for National Register District status.

This report makes further recommendations for the following assets to be explored and enhanced to be marked as historic:

1. The legacy of the Massalina clan and the fishing industry: The first African American to settle in Bay County, Spanish fisherman Josea Massalina was the founder of Red Fish Point, a small community in

what is now Tyndall Air Force Base. Many of the former slaves from Econfina, Jackson County, and other locations, migrated to Redfish Point. The Redfish Point community extended southwest to Davis Point, and southeast to Smack Bayou. The Point took its name from the large number of redfish, red snapper and grouper caught here in the early days. Families such as the Gainers and the Lees joined Hawk fishing around St. Andrews Bay and the fishing and ship building industry began to grow. The community moved across the bay, settling along the Bayou now named for the Massalina family. Massalina's son, Narcisco 'Hawk' Massalina, was a prominent Panama City ship builder and fisherman. Hawk's gill-net boat- rowed or "pulled" by four oarsmen manning three 16-foot oars and one 14-foot oar. The boat became a familiar sight in the bay and offshore waters. At times these men pulled all the way from Redfish Point to St. Joseph Bay on fishing trips. Hawk went on to serve as a tour guide when land seekers arrived during promotion of the area by the development organization, known as the St. Andrews Bay Railroad Land & Mining Co., in the 1880s. While teaching visitors to fish and camp, Hawk became known as "the historical character" around the bay. On Saturday evenings, Massalina's home was a popular gathering place for frolics (dances). Hawk Massalina died on February 2, 1948 and was buried in Redwood Cemetery. He was reported to be 108 years old.

(Sources: <http://www.newsherald.com/news/out-of-the-past-many-former-slaves-went-to-redfish-point-after-emancipation-proclamation-1.89108?page=4> and [http://archive.org/stream/flblackheri00flor/flblackheri00flor\\_djvu.txt](http://archive.org/stream/flblackheri00flor/flblackheri00flor_djvu.txt))

The development of important locations and residences with links to the fishing and shipbuilding history and local Black heritage is of significance to the preservation of the history of the greater Panama City and Bay County area. Therefore,

such a site holds the potential to attract a variety of visitors.

2. The impact of Lady Ethel's Beauty College: Lady Ethel was a trained cosmetologist who served on the faculty of McQueen's School of Beauty Culture in Tallahassee and Reeling's Academy in Pensacola. She established Lady Ethel's Beauty College in Panama City in the mid-1940s to help train budding Black cosmetologists in the area. The College was approved by the State Board of Cosmetology and also qualified to train veterans. Faith was a large part of the training at Lady Ethel's school of cosmetology and the First Baptist Church and the Greater Bethel A.M.E church were involved in the commencement and anniversary celebrations in the first few years. Lady Ethel was a prominent and well-respected figure in the community who served as an institution and launched the careers of hundreds of graduates as well as acting as a civic leader. (Source: Panama City News Herald <http://www.newspapers.com/newspage/641108/>)



3. Africa-American educational institutions: Rosenwald High School was located on Bay Avenue in what was once the Black business district of Panama City, and served black students of Bay County during segregation. The original campus built in the mid 1930s remains on its site. Originally named Panama City High School, Rosenwald High School also served as Rosenwald Junior College from 1958 to 1966. The High School graduated its last high school class in 1967 and remained shut for 42 years. The school reopened in August 2009 after renovations and technological upgrades. Glenwood Elementary school on 11<sup>th</sup> Street, which later became the A.D. Harris Elementary School in 1968 is another historic educational institute that continues to serve the community in various capacities after being purchased by the Downtown North CRA from Bay District Schools.

Glenwood Elementary School: Glenwood Elementary School (A.D. Harris Elementary School) originated as a simple schoolhouse serving the community. The school facility served students of grades one through eight from Milleville and Panama City. Due to limited funds, parents provided school supplies and textbooks and the school operated only six months of the year. The County contributed by building two rooms at the site of the current A.D. Harris Learning Village campus. In 1928, the community built the Panama City Colored School with help from the Rosenwald Fund and students moved to the new facility. In 1950, students from grade one through six were moved back to the original school facility and the school was renamed as Glenwood Elementary School. In 1951, the school facility was enhanced and fourteen classrooms and a cafeteria were built. In 1968, Glenwood Elementary School was renamed as A.D. Harris Elementary School as a memorial to A.D. Harris, Senior who had served as the school principal for many years. In 1988, the school became the A.D. Harris High School for alternative students. Though Bay District



Schools voted to close the school, the community rallied to keep the facility functioning. The A.D. Harris Learning Village continues to provide skills and education to the African-American community in Panama City.

#### Rosenwald High School:

In 1927, the African-American community applied to the Rosenwald Fund, the philanthropic organization of the Sears and Roebuck Corporation and businessman Julius Rosenwald, for finances for a school. The Rosenwald Fund gave the community \$1,000, the community raised \$1,250 on its own, and the City of Panama City gave \$4,325 to establish the Panama City Colored School was established with grades 1 through 8. The new school building, located on Bay Avenue, was completed in 1928 and teaching began. In 1937, the school expanded to include grades one through twelve and became the first high school for African-American students in Bay County.

In 1938, the name of the school was changed to Rosenwald High School to honor Julius Rosenwald. In 1950, as the Florida Department of Education shifted to a junior-high school model, students from grades one through six were moved to the first school location on 11th Street and the original facility was renamed as Glenwood Elementary School. Rosenwald High School then housed students from seventh to twelfth grades.

In 1958, Rosenwald High School became one of twelve Black colleges in the South as it expanded to Rosenwald Junior College. However, in 1968 the junior college merged with Gulf Coast College and the school reverted to a middle school, with high school grades getting integrated into other high schools in the area. In 2009, the school reverted back to Rosenwald High School once again. These educational facilities are interwoven with the African-American history of Panama City and were fundamental to the sense of Africa-American identity and pride.

4. Preservation of characteristic housing stock: The area encompassing the Cultural and Heritage Tourism District is home to some of the oldest housing stock in Panama City. Various communities such as Shinetown, Dixie Heights, Washington Heights, and the Glenwood Addition were platted in the area. The District also has a number of old and historic churches. Buildings in good original condition that possess characteristic architectural details of the era in which they were built can be preserved and highlighted within the Cultural Heritage District. Furthermore, houses with unique and historic architecture can serve as templates for design standards for new buildings, renovations, and other endeavors that preserve the authentic character of Glenwood.

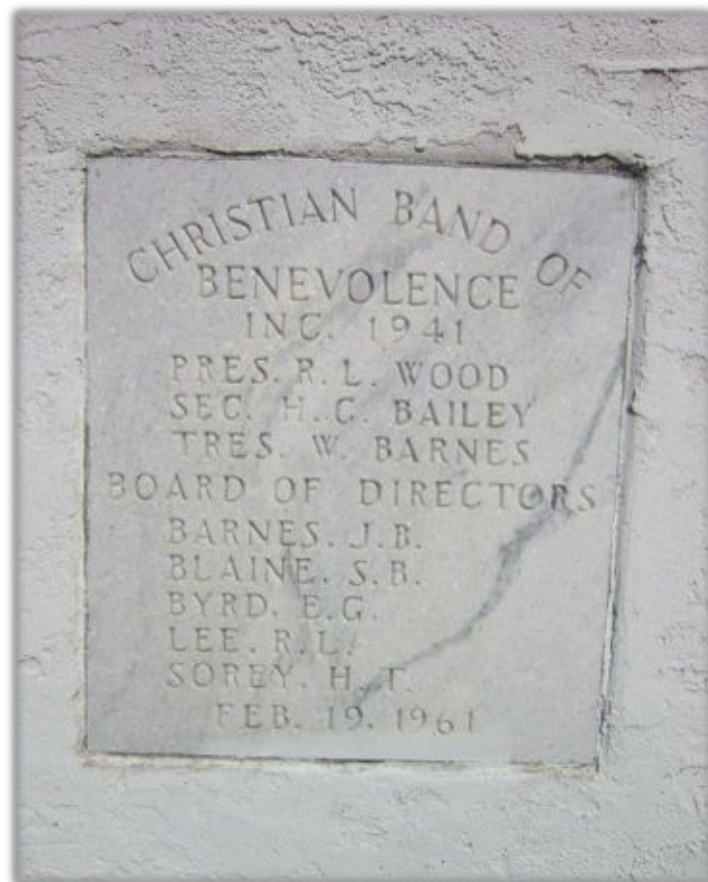
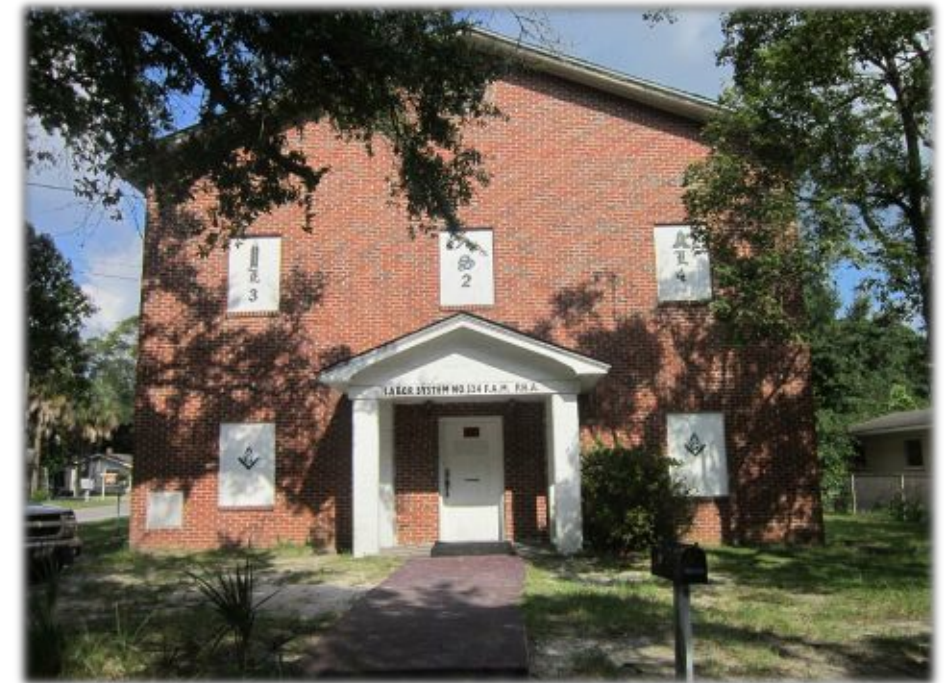
5. Historic District churches over 100 years old:

According to the Glenwood Revitalization report, the following churches played a fundamental role in the civic organization of the Glenwood community from its inception.

- a. Tabernacle Missionary Baptist Church established 1936 1204 North Palo Alto Avenue
- b. Mount Olive Missionary Baptist Church established 1944
- c. Greater Bethel A.M.E Church established 1945
- d. Christian Band of Benevolence established 1941
- e. Macedonia Missionary Baptist Church 1955
- f. New Judson Missionary Baptist Church established 1877
- g. St. John Missionary Baptist Church established in 1923
- h. Masonic Temple COGIC: Labor System Lodge established 1934
- i. Gospel Temple FWB Church established 1954
- j. Mount Zion PB Church established 1944

In addition to being notable due to their age, the churches played an important role in the local Civil Rights movement. According to the Glenwood Revitalization report, pastors from the pioneering Black churches of Glenwood established the Ministerial Alliance and assumed leadership roles in the community that reached far beyond religious duty. As such, the Ministerial Alliance was able to unify the Glenwood community and present their wishes and demands in a unanimous manner during the Civil Rights movement. The Glenwood Revitalization Report also underscores the importance of the Ministerial Alliance in educating and mobilizing the Black community as well as in creating consensus on critical issues.

Some of the historic churches on the proposed tour route:  
 From left to right - Holy Temple Church of God in Christ  
 established 1941, Greater Bethel A.M.E Church  
 established 1945, Masonic Temple COGIC Labor System  
 Lodge established 1934.



### Requirements to Qualify as a Florida Heritage Site:

To qualify as a Florida Heritage Site, a building, structure or site must be at least 30 years old and have significance in the areas of architecture, archaeology, Florida history or traditional culture, or be associated with a significant event that took place at least 30 years ago.

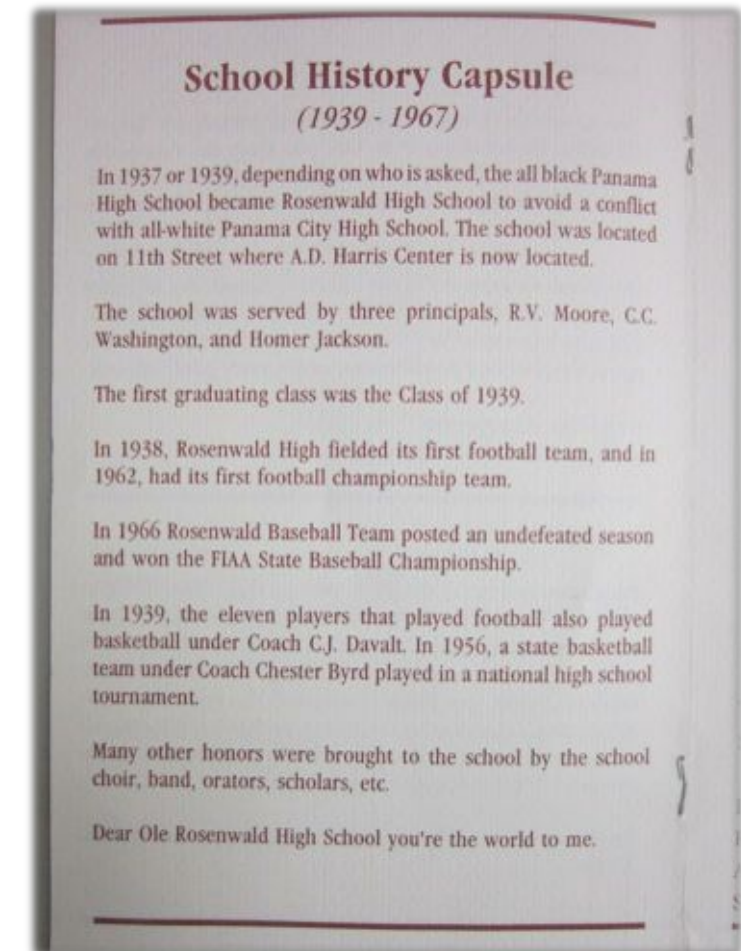
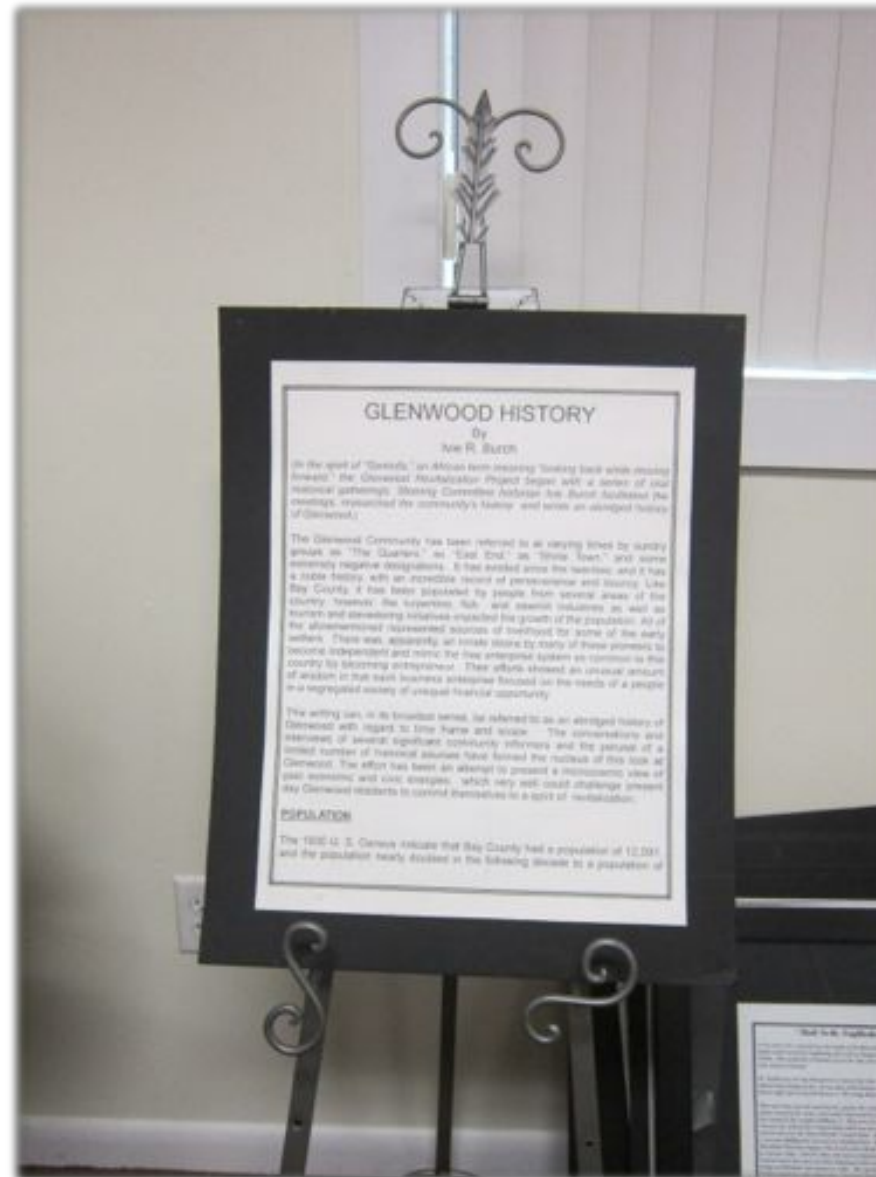
- Resources associated with a historically significant person may qualify as a Florida Heritage Site 30 years after the death of the individual or 30 years after the event with which the person is associated.
- The resource should visibly retain those physical characteristics that were present during the period for which it or the associated person is significant.
- A moved building or structure may qualify as a Florida Heritage Site if the move was made 30 or more years ago, or the move was made to preserve the resource from demolition and reasonable attempts were made to ensure that the new setting is similar to the historical setting.

To qualify as a Florida Heritage Landmark a building, structure or site must be at least 50 years old and have regional or statewide significance in the areas of architecture, archaeology, Florida history or traditional culture, or be associated with an event of statewide or national significance that took place at least 50 years ago.

- Resources associated with persons of regional or statewide historical significance may be recognized with Florida Heritage Landmark status 50 after the death of the individual or 50 years after the historical event with which the person is associated.
- In certain cases, resources that are less than 50 years old but are significant at the statewide or national level also may qualify as a Florida Heritage Landmark.
- The resource should visibly retain those physical characteristics that were present during the period for which it or the associated person is significant. A moved building or structure may still qualify as a

Florida Heritage Landmark if the move was made 50 or more years ago, or the move was made to preserve the resource from demolition and reasonable attempts were made to ensure that the new setting is similar to the historical setting. Source: <http://www.flheritage.com/preservation/markers/index.cfm>

The following photos are of some of the artifacts and documents held within the African American Cultural Center, located within the District.



## Existing Cultural Events and Assets

The Cultural District currently has several events and festivals that can be built upon in furtherance of the District Concept. These events include the annual Gumbo Git Down and Peach Cobbler Competition, The BBQ Cook Off and Red Velvet Cake Contest, and the Martin Luther King Jr. Day March and Festival.

The pictures on this page provide a glimpse of these events and the District's greatest asset, its people. One of the main goals of this planning process has been to identify public space and infrastructure necessary to capitalize on the current cultural momentum.



The Glenwood Community strives to foster unity and creates events to engage the community in enjoyable activities that celebrate Black culture. Many of these initiatives have become regular features and occur

annually. Such on-going efforts serve as the foundation of further cultural and heritage-based activities and attractions.

Gumbo Git Down and Peach cobbler competition: The A.D. Harris Learning Village hosted the first-ever Gumbo cook-off and peach cobbler contest this year to celebrate Black Music Month. The contest brought

together amateur and professional cooks as well as visitors from the community who enjoyed live music, dance performances, and food.

BBQ Cook Off and Red Velvet cake contest: The Glenwood community barbecue cook-off is an annual tradition that began in September 2006.



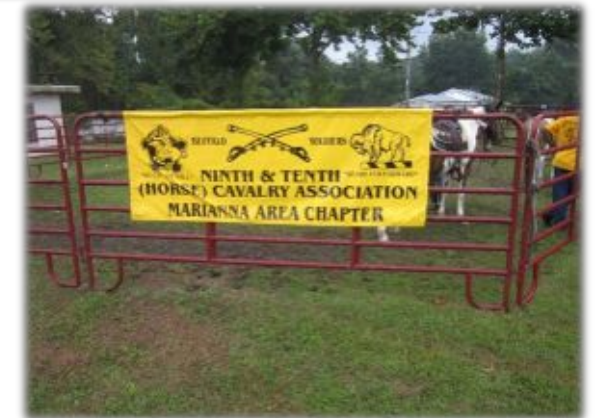
The event draws visitors from across the city and vendors from the region. Visitors sample food and wares and enjoy live music and children's rides as they wait for the slow-cooked barbecue to be prepared. A panel of judges announces winners for the barbecue as well as red velvet cake.

Martin Luther King, Junior Day March: A march is organized each year by residents of Panama City to mark the birthday and legacy of Martin Luther King, Junior. The walk begins at the Bay County Courthouse which is in the Glenwood area. On Martin Luther King, Junior day, the Glenwood Community Center hosts a prayer and breakfast before the beginning of the festival at McKenzie Park in downtown Panama City. As such, the MLK day presents a strong opportunity for collaboration between the Downtown and Downtown North CRAs.

Playhouse at the Glenwood Community Center: The Glenwood Community Playhouse was established in 2005 by notable playwright Mr. Matthew Shack who hails from Glenwood. The Playhouse has presented a fictionalized historical account of the life Narcisco Massalina, a prominent figure in Glenwood history and identity.

Black History Celebration: Annual event where the Glenwood community gathers to remember and honor

the pioneers of their community and keep alive the spirit of thriving in the face of adversity.



## Existing Art Assets/Community Partners

According to the Creative Industries Report for Bay County, there were 505 arts related businesses that employed 3,354 people in Bay County as of January of 2012. These arts centered businesses are essential to building and sustaining economic diversity and they employ a creative workforce. These businesses include museums/collections, performing arts, visual/photography, film, radio, TV, design/publishing/ and arts schools and services. These businesses spend money locally, generate government revenue, and can be a cornerstone of tourism and economic development.

ACCORDING TO THE CREATIVE INDUSTRIES REPORT FOR BAY COUNTY, THERE WERE 505 ARTS RELATED BUSINESSES THAT EMPLOYED 3,354 PEOPLE IN BAY COUNTY AS OF JANUARY, 2012.

### Visual Arts Center of Northwest Florida

The Visual Arts Center of Northwest Florida (VAC) is located in downtown Panama City and is viewed as the anchor of the revitalization of downtown Panama City. The VAC is located in Panama City's first City Hall, built in 1925, and is regarded as one of the major cultural organizations within one hundred miles of the Bay County area, serving a seven county region. The museum has over 2,000 square feet of gallery space to showcase its own substantial art collection as well as traveling art exhibitions from around the nation and abroad. The Visual Arts Center draws thousands of visitors to the area and enhances the image of Panama City. It is regarded as vital to the long-term success of the city, its

commerce, and its beaches. A dedicated team of staff and volunteers strives to maintain the status of the VAC as a cultural arts leader in Northwest Florida. The VAC provides family oriented art and cultural exhibits, events, and venues.

The purpose of the Visual Arts Center is to foster excellence, diversity and vitality of the visual arts, to broaden the availability and appreciation of such excellence, diversity, and vitality through education and exhibitions, and to serve as a source of information about the arts, activities and events in Northwest Florida. The Visual Arts Center serves the needs of and enhances opportunities for visual artists and assures them of an integral role in policy development and programming. Along with its mission, the Visual Arts Center strives to provide artistic excellence, diverse programming, community accessibility, cultural participation, education impact on both local and visiting children, as well as economic development for our surrounding areas.

The VAC hosts approximately 12 events annually, such as exhibitions, an annual juried art competition that is in its 51<sup>st</sup> year, a spring arts festival that is in its 44<sup>th</sup> year, monthly art classes, summer camp for youth, street painting and chalk art festivals, holiday-related arts and crafts activities and art workshops. (<http://www.vacnwf.org>)

### Panama City Marina Civic Center

The City of Panama City's Marina Civic Center is a performing arts facility committed to the provision of cultural enrichment opportunities for the citizens of Panama City, Bay County and the surrounding area. The Civic Center is owned by City of Panama City and managed by the Bay Arts Alliance, a non-profit charitable organization. After a \$6 million renovation in 1994, the center now houses a 2,508 seat theatre, three 980 square foot meeting rooms, a fully equipped stage, and industry standard sound and lighting systems.

### Martin Theatre

Originally built in 1936, the Martin Theatre first opened its door as the "Ritz". Owned by the Columbus, GA based company, this Cinema was one of a chain of movie houses owned by Martin and Davis that covered Georgia, Alabama and Northwest Florida. Early memories boast visits by such notables as Clark Gable, Constance Bennett, Michael O'Shea, William Boyd, and cowboy great Bill Elliot.

In the early 50's the Ritz chain was bought and renovated by the Martin family. The original marquee was replaced with the one now gracing the facade of the building and the cinema operated as the Martin Theatre until 1978. Left vacant and deteriorating, the theatre was operated for a short time as a shooting gallery. In 1987 the Panama City Downtown Improvement Board bought the vacant building. The DIB, with funding from the State, completely renovated the facility, turning it into the state-of-art facility that we have today.

The Martin Theatre opened its doors for the second time in November of 1990 with a staff of one. Since that time the Theatre has added the Greenroom, a 1500 square foot reception and meeting room, along with wing space and restrooms, two full time staff members and a host of volunteers, all with the goal to serve the community. (<http://www.marinaciviccenter.com/>)

### Kaleidoscope Theatre

Kaleidoscope Theatre was founded in 1971 with an offer of a performance facility from the Panama City Beach Civic Center and an open invitation to anyone interested in live theatre. A handful of people responded to form the nucleus of a community theatre. Plays were performed randomly at first, but by 1973 the first full season was offered. All performances of the first three years were performed at the Panama City Beach Civic Center. With time, play offerings and attendance grew steadily. As the theatre developed, it became difficult to find room for rehearsals and storage space, and the organizers sought a new venue.

In 1976, Kaleidoscope Theatre incorporated as a non-profit corporation. In 1978 the theater were able to purchase a small church that was transformed into a theatre. In 1990 the current facility opened with the production of Best Little Whorehouse in Texas, inaugurating the stage with a cast and crew of 35. Kaleidoscope Theatre is proud to serve the community and to provide a means through which the talents of local artists can find expression. The mission of the Theatre is

- To produce quality theatrical productions for Northwest Florida Panhandle residents and visitors
- To provide community participation in the creative process of staging live presentations
- To showcase local talent in all aspects of the performing arts
- To develop an audience with a cultural appreciation of live theatre as an art form.

### **Floriopolis**

'Floriopolis', a new community arts center in historic St. Andrews opened its doors to the public in November 2013. As an organized effort geared towards place making, Floriopolis aims to preserve and promote the arts and culture of St. Andrews and bring the community together. The goals of Floriopolis are to host community art exhibits, weekly art classes, workshops, and related events for all ages. Other plans include a Doodle Cart, puppet shows, music, and storytelling. The start-up costs were covered by generous individual donations that enabled Floriopolis to rent space in historic St. Andrews. The exhibition space at the arts center showcases art work by local artists. Floriopolis also collaborates with the Panama City Publishing Museum to hold Significantly St. Andrews, a bimonthly arts and crafts event centered on historic St. Andrews that includes a tour of the museum. <http://painterparker.com/floriopolis.html>

### **Panama City Music Association**

The Panama City Music Association has presented an annual series of five concerts since 1941. The series are balanced with classical and popular offerings. The goal of the non-funded, volunteer organization has always been to provide excellent entertainment at affordable prices. ([www.panamacitymusicassoc.org](http://www.panamacitymusicassoc.org))

### **The Panama City POPS Orchestra**

Formerly the Orchestra of St. Andrew Bay, The Panama City POPS Orchestra is a non-profit organization and Bay County's very own POPS orchestra. ([www.panamacitypops.org](http://www.panamacitypops.org))

### **Gulf Coast State College Division of Visual and Performing Arts**

The Gulf Coast State College Division of Visual and Performing Arts offers A.A. university transfer programs in Art, Music and Theatre; an A.S. Degree in Music Production Technology and a Certificate in Audio Technology. They also present concerts, plays, musicals and art shows, all open to the community.

([www.gulfcoast.edu/arts](http://www.gulfcoast.edu/arts))

### **Bay Arts Alliance**

Bay Arts Alliance (BAA) serves as the local non-profit arts agency of Bay County. A principle goal of BAA is to foster a lifelong appreciation and enjoyment of the Arts by providing opportunities for cultural enrichment in the community through broad-based educational experiences and quality performances. BAA also manages the Marina Civic Center, a state-of-the-art 2,500-seat facility owned by the City of Panama City. BAA shares a close relationship with the City.

BAA accomplishes its goals by communicating programming, scheduling, and events calendars through Bay Arts Publications and those of other arts agencies.

The Board of Directors of BAA designates the following actions to accomplish BAA's mission:

- Presenting Arts Series - present national touring performances that bring quality and enrichment to our community.
- Arts in Education - facilitate cultural opportunities for schools and non-profit organizations.
- Programs - foster cultural awareness and growth within the community by providing workshops and arts events.

Bay Arts Alliance is supported by more than 500 individual, business, and organizational members and receives funding from the Florida Department of State, Division of Cultural Affairs through the Florida Arts Council. The efforts of BAA and other arts organizations have contributed to Panama City's recognition as the sixth best small arts town in the nation. Bay Art Alliance to contributes performance tickets and tickets underwritten by foundations and corporate sponsors to groups which otherwise would not be able to attend a performance. Some of the supported organizations are: After School Assistance Program, Anchorage Children's Home, Bay Education Foundation, Chemical Addictions Recovery Effort, Council on Aging, Girl Scouts, Girl's Inc., Matson Retirement Center, St. Andrews Towers, and Widowed Persons Service.

Bay Arts Alliance hosts a monthly arts luncheon where there is open communication and encouragement between art organizations to share information and resources with other arts groups. Bay Arts Alliance collaborates with more than 50 arts and cultural organizations throughout the Bay County community.

BAA's Arts in Education program organizes an annual Very Special Arts Festival for children with disabilities. Arts in Education routinely conducts art activities in community parks, after school, and in school outreach programs, all with arts components, to bring music, dance, visual arts, and history/heritage to children who otherwise might not have those opportunities. The Arts in

Education program also offers four national touring performances at no charge to all first, third, fifth and eighth grade students in Bay County each year. <http://bayarts.org/>

### **CityArts Cooperative**

CityArts Cooperative and gallery is the largest arts cooperative in Northwest Florida with 7,000 square feet in Historic Downtown Panama City dedicated to visual, literary, and performing arts. The mission of CityArts Cooperative is to serve the needs of visual, literary, and performing artists by providing studio space, meeting rooms, classrooms and gallery space, and giving local artists a community within which they can create, teach, and learn. CityArts Cooperative is operated and funded by a group of artists and individuals that serve as Creative Directors and use the co-op for their own benefit and to host classes and events that are open to the public. Creative Directors are committed to the cooperative for one-year terms and have round the clock access to the building, use of display and gallery spaces, the ability to reserve use of common spaces to host events, and semi-private working studios. CityArts Cooperative is able to offer various art, photography, and dance classes, and host exhibitions for the public. [www.cityartskooperative.com](http://www.cityartskooperative.com)

### **Panama City Artists**

Panama City Artists (PCA) is an enthusiastic group of artists and art lovers based in the Panama City and Bay County region. The members have pooled their talents and resources to enrich themselves and their community. PCA members include professional artists, teachers, hobbyists, enthusiasts and patrons. The PCA is headquartered at the CityArts Cooperative and holds monthly meetings, periodic exhibitions, and quarterly workshops. <http://www.panamacityartists.net>

### **Global Arts Society**

The mission of Global Arts Society is to use the arts as the medium to educate, serve, bring awareness, and give

voice to under-served communities and causes. The programming at Global Arts Studio transcends religion, creed, culture, and socioeconomic status to impact education, elevate awareness, cultivate creativity, transform self-image, and enhance spiritual, mental and physical well-being.

[info@globalartssociety.org](mailto:info@globalartssociety.org)



Juke Joint by Local Artist Ricki Steele (reprinted with permission of the artist)



Still by Local Artist Heather Parker (reprinted with permission of the artist)

## Existing Linkages, Community Programs, Facilities, and Other Building Blocks

### A.D. Harris Learning Village

The A.D. Harris Learning Village was known as the Glenwood Elementary School. Over time, the school had ceased operations and the facility fell into disuse. In 2013 the ownership of the facility was transferred from Bay District Schools to Panama City's Downtown North Community Redevelopment Agency. The CRA is working to create a place where people will learn skills, share knowledge, come together as a neighborhood and explore their heritage and culture. The community cherishes the 5.6-acre facility due to its historic nature and the overarching vision is to transform the facility into a 'learning village' that continues the community-oriented educational spirit of the facility. The main focuses for the repurpose of this asset are training, education, history, art and culture.



The A.D. Harris Learning Village

Some of the following services are already offered at the campus and others are in the works.

- Preventive Health services and education
- Gulf Coast Community College credit and non-credit classes including communication skills, personal finance management, resume writing, business marketing, and first aid classes
- Community Garden and other green sustainable activities
- Financial literacy and life management training
- Small Business Assistance Center
- Mentoring services for youth
- Art and culinary training
- Historical and genealogical research center (upcoming)

### African American Cultural Center

The African-American Cultural Center opened its doors to the public in April 2007. The Center was established under the auspices of the Panama City Leisure Services and aims to give residents a glimpse of Black history as well as hope for its future. The Cultural Center provides the community with a place to house important historical mementos and collectibles, to document the contributions of the Black community to Bay County, and to hold events. The Center preserves the culture of African-Americans in and around the City of Panama City through printed storybook format and electronic media displays that document the contribution of African Americans to the local area. The Center harnesses the history and vision of local pioneers and frontrunners to educate younger generations about the culture of African-Americans who have positively impacted the City of Panama City. During Black History Month, the center showcases local families' history and artifacts. The center is open daily from 2-5 p.m.



The African American Cultural Center

### Henry J. Davis Park

Henry J. Davis park is a park and adjoining retention facility that were named after Henry Davis, a famous running back from Bay High School who set an all-time one-year Bay High and Big Five Conference rushing record. Davis graduated from Bay High School in 1973 and went on to the University of Florida. Over the years of 2006 to 2010, The City of Panama City invested \$1.6 million and another grant of \$850,000 helped with major renovations that included fencing, clearing the area, new playground equipment, proper restrooms and picnic benches. As a result, Henry J. Davis Park is now a heavily utilized park in the Glenwood area. The park is also the site where the deceased Henry J. Davis is honored with a Henry Davis day festival.



Henry J. Davis Park



### Community Programs

The Downtown North CRA is actively engaged on several fronts to improve the infrastructure and the quality of life in Downtown North and the Glenwood area. CRA programs in the area include

- Small Business Development Center, Commercial Improvement Assistance Programs, and Job Creation Assistance Program
- Volunteer Income Tax Assistance (VITA) United Way and Money-Smart classes
- Striving Toward Achieving Real Success (STAR) Students program
- Alley Crew – Alley clean-up for vacant lots and derelict properties
- Bayou Clean up
- Residential Improvement Assistance Programs
- Sidewalks project – now in phase 2

### Linkages to other CRAs: 1 City, 4 Experiences

The District is linked through road infrastructure to the Downtown, St. Andrews, and Milleville Community Redevelopment Associations (CRAs). However, partnerships and collaborations among the abundant cultural assets among the four distinct art and tourism locations must be forged to create truly synergistic linkages. Such community-building partnerships stand to benefit not just the Glenwood Cultural Heritage Tourism District, but also all of the partnering CRAs by presenting a unified tourism destination to visitors.

For the enhancement of arts and culture in particular, the Visual Arts Center (VAC) and the Bay Arts Alliance (BAA) can play an instrumental role in building human capital. The VAC and BAA can help to harness talent from the Glenwood area, support its growth, and develop exhibits and activities around the Cultural Heritage District for display within the District. As established art institutions and organizations, the VAC and BAA can offer guidance in the establishment of art assets within the District as well as collaborate to create satellite campuses and offer classes locally within the District.

Various artists groups can host classes, rent gallery spaces, and live in the artists' live/work spaces created in the District to nurture the growth of an artistically inclined environment in the District. Other community assets such as non-profits and citizens' groups can pitch in to volunteer for clean-up, rehabilitation, and renovation projects.

Crucially, cross-advertising events and attractions amongst the four CRAs will create a unified cultural destination and create tourist traffic that will visit all four locations. The key is to develop programming that follows a cohesive theme with festivals or events that are staggered over separate days in various locations to offer a unique and integrated experience for the overarching brand of Panama City. This coordination could be accomplished by the establishment of a joint calendar of events and through event planning.

In order to achieve this, the various CRAs must establish channels of communication and actively work towards creating events in which all CRAs participate. Additionally, though roads offer connectivity within these four locations, bike and pedestrian routes as well as opportunities to connect through water can be developed where possible.



City Arts Cooperative Event



Visual Arts Center, Downtown Panama City

# ASSETS

One of the main concepts of this plan is building upon existing District Assets. These assets include existing built commercial and residential structures as well as community infrastructure, recreational facilities, and publicly owned community buildings and lots.



DISTRICT INTERSECTIONS



DISTRICT BUSINESSES



DISTRICT CHURCHES



DISTRICT MAJOR ROADS

CULTURAL HERITAGE TOURISM DISTRICT

SOME EXISTING DISTRICT ASSETS



DISTRICT RESIDENTIAL



DISTRICT LANDSCAPING



DISTRICT PARKS & RECREATION



DISTRICT SIDEWALKS & STREET FURNITURE



DISTRICT INSTITUTIONS

CULTURAL HERITAGE TOURISM DISTRICT

SOME EXISTING DISTRICT ASSETS

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# PUBLIC INVOLVEMENT

## Community Involvement Plan

Community involvement was critical to the development of this Plan. The widespread dissemination of project related information, and the gathering and recording of citizen input were the overarching goals. This citizen input was ultimately incorporated, in large part, into the final recommendations found later in this Plan. Five primary objectives shaped the public and stakeholder involvement process for this study:

- 1) Ensuring that current or future stakeholders in this project—property and business owners, residents, partners, and groups—can contribute to the decisions and direction that will guide future development and investment in the District.
- 2) Providing opportunities for any interested person to find out about the project and its work products and to provide comments to the consulting team.
- 3) Implementing a process that makes effective use of participants' time and offers choices about when, where, in what format and at what length a participant is involved.
- 4) Structuring the involvement process so the input received is timely and relevant to the project's analytical work and recommendations.
- 5) Building support for any future action in this project study area to be considered by the CRA.

The involvement process utilized a set of tools that gave the community a variety of options for communicating

throughout the project. This 'ongoing involvement' took advantage of an up-to-date dedicated project website developed by DAS, periodic electronic communications, and social media including a project Facebook page. In addition, scheduled events and activities such as meetings and focus groups took place during the study. These events brought people together for interaction, discussion and feedback on Plan related ideas and alternatives. These tools are described below, along with a description of the specific ways they were used.

- A set of webpages provided a convenient location for all information about the project—local residents, potential investors, organizations interested in future activities and facilities, property owners and business operators. This information was available to anyone who had access to the internet, at any time of day. Design Arts Studio developed and maintained a website for this project. The project team provided content for these pages at key points during the process, such as after a scheduled event.
- The webpage included an email address to which anyone could address questions about the project and/or send comments or recommendations. This dedicated email address gave citizens a way to make a specific comment and send it directly to the CRA staff and study team.
- A questionnaire was utilized to get quick feedback on the project's overall direction from people who were unable to attend the public meetings. Questionnaires provide someone with a way to engage in the process even if they can't attend the community meetings. The initial questionnaire was posted shortly after the first community meeting on the project webpage. After the second community meeting, an email questionnaire was developed that focused on the alternatives developed there and being

evaluated. The responses that were received were collected through an online database and the results are included later in this report.

- A Facebook account and page was established so that people could follow the project on Facebook, provide comments to the study team and chat with other interested residents. Facebook provides some of the same value as the website and online input tools. By adding this tool, the study team was able to connect with people for whom Facebook is the primary electronic communications tool. Facebook was also the key social media tool for announcing events and spreading the word about the project and the ways in which people could participate. In addition, Facebook gave people a way to communicate with one another about the study.

## First Public Meeting – July 27, 2013

The DAS team with the help of DTNCRA staff held the first community meeting for the property owners and residents of the District. The team mailed out flyers to all district property owners and invited Panama City and Panama City Beach officials, community groups, 16 local churches, several local businesses, and artists to the meeting. The meeting was held on June 27, 2013 at the A.D Harris Learning Village Cafeteria at 6 p.m. Approximately 200 individuals attended the meeting and Mr. Eugene Franklin, President of the Florida Black Chamber of Commerce, was the guest speaker for the event. Mr. Franklin gave a presentation on the cultural model of developing a Cultural Heritage Tourism District based on the Belmont De Villiers Historic District in Pensacola, Florida. After the presentation, the DAS team conducted two activities with the community to solicit their input on the strengths, weaknesses, and opportunities present in the District.

**Sticky Note Exercise**

Participants were asked to write two specific answers on sticky notes in the first exercise. They were asked to write the top asset of the community along with the thing they disliked the most or felt would be a hindrance to the cultural heritage tourism concept. Responses were collected and categorized as pertaining to the built environment, the local economy, local social life, local cultural factors, and educational factors. The input was then organized into broad categories to conceptualize the strengths and weaknesses identified by the community.

**Map Marking Activity**

In the second exercise, participants were asked to mark aerial maps of the district with community assets and opportunities as well as anything that was seen as a problem for the future implementation of the cultural heritage tourism concept. The markings on all maps were combined into a master map that was used as a basis for the urban design presented herein. The results from the first community meeting as follows and as presented in the following table.



Finding out what the project is all about!



First community meeting map marking forms the basis for the Land Use Scenarios



Working TOGETHER for a better community!

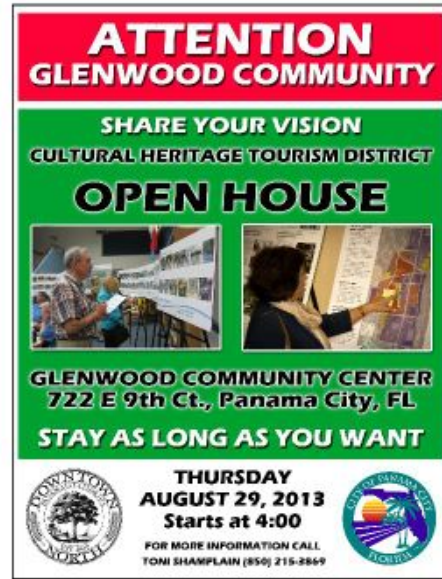


Mr. Eugene Franklin with the National Black Chamber of Commerce Describes Belmont De-Villiers



Results

**Table 2: Sticky Notes Results** - Total of 158 comments



August 29 Meeting Flyer

Categories	Assets/Strengths	No. of responses	Liabilities/Weaknesses	No. of responses	
<b>Physical and built environment</b>	Bayou/waterfront	4	Vacant/abandoned lots/blight	13	
	Location close to Downtown marina	2	Poorly maintained lots	10	
	MLK Boulevard	1	MLK Blvd median/lack of turn lanes and poor access to businesses along MLK Blvd	8	
	Climate		1	Garbage on the streets	7
				Lack of parks and recreational facilities	7
				Lack of sidewalks	4
				Insufficient street lighting	4
				No swimming pool	2
				Lack of affordable housing/rentals	1
	<b>Economic factors</b>	Bay Medical Center	3	Lack of supermarket/grocery stores	6
Lack of retail shops				4	
Poor economic infrastructure				1	
Complex grant matching program				3	
Lack of spending power				1	
High taxes				1	
Lack of businesses in community				1	
<b>Social factors</b>	The people	16	Drugs	6	
	Various churches	5	Lack of activities for young people	6	
	History	5	Dearth of entertainment options/theaters	5	
	Sense of community and families	2	Crime	3	
	A.D Harris village	2	Lack of pride, culture, enthusiasm	1	
	Peoples' energy and potential	1	Lack of unity	1	
			Insufficient of community support	1	
			Apathy, fear, doubt	1	
		Lack of safety	1		
<b>Cultural resources</b>	MLK Cultural center	3	Lack of outlets to display local talent	2	
	Fishing	2	Lack of black hair stores	1	
	Daddy's Place Restaurant	1	Absence of Black book store	1	
	Seasoned Cooks	1			
<b>Educational facilities and attitudes</b>	Various exiting schools in the community	3	Failure of parents to discipline children	2	
	The Glenwood community's historic ability to educate its young people	1	Lack of vocational schools	1	

## Community Open House – August 29, 2013

A Community Open House was held on August 29, 2013 from 4:00 until 8:00 pm. There were approximately 61 attendees with a total of 21 votes and 14 comments submitted on the conceptual urban design and land use scenario comments. This meeting provided an opportunity for community stakeholders and interested individuals to review the analysis and preliminary recommendations resulting from the consulting team's work. The same mailing list was used to invite participation in the open house as was used for the first community meeting. During the open house, participants were asked to vote with red dot stickers on proposed concepts and ideas shown on graphic displays. The vote was one of disagreement. This setting allowed for direct review and dialogue with one another and the consulting team regarding preliminary results. Participants were also encouraged to offer hands-on refinement of graphics; to provide feedback and suggest refinements; and to interact with one another. The results of this open house are summarized below:

### Voting Results

- Grocery store complex at Martin Luther King Jr. Blvd and 15<sup>th</sup>  
2 votes of disagreement
- A.D. Harris Learning Village as cultural center with performing arts venue, galleries and exhibit space  
2 votes of disagreement
- Multi-family residential development at Martin Luther King Jr. Blvd and 11<sup>th</sup> Street  
3 votes of disagreement
- Mixed use development along Martin Luther King Jr. Blvd  
4 votes of disagreement

- Live/work space for artists across from A.D. Harris Learning Village  
1 vote of disagreement
- New museum at Glenwood Community Center site  
1 vote of disagreement
- Multi-story mixed use complex (restaurant, retail, motel) across Martin Luther King Jr. Blvd from museum site  
3 votes of disagreement
- Medical offices near Bay Medical  
3 votes of disagreement
- Waterfront restaurant and boardwalk  
1 vote of disagreement

### Sticky Note Comments

- Palo Alto is narrow, no right of way exists for pedestrian mobility
- Concern with taking property by eminent domain
- A.D. Harris Learning Village is a historical site
- No toilet facilities at Henry Davis Park
- More sidewalks
- More landscaping
- Bigger gateway
- Fish dock, restaurant on Watson Bayou and boat launch
- No parking at Henry Davis Park
- Outdoor water fall
- Skating for youth
- Skating rink
- Public art commissioned and maintained
- 15<sup>th</sup> street divided highway makes accessibility difficult

### Analysis of Votes

The votes of disagreement are for the most part related to the non-residential or mixed use and office development along the Martin Luther King Jr. Blvd Corridor. Neighborhood preservation was a consistent

theme and throughout the evening, attendees voiced concern for neighborhood preservation. This concern is evidenced in the votes above and increased non-residential development along Martin Luther King Jr. Blvd without consideration for buffering and future non-residential encroachment is seen as problematic.

The general consensus and agreement was good and in total there was very little disagreement. Areas of concern to be addressed are how to better preserve the existing neighborhoods and how to convey this message in the District Plan.

Project Manager Ms. Toni Shamplain (second photo) and City Commissioner Brown (first photo) along with District residents at the second community meeting.





### Focus Groups – July through August, 2013

Focus group and stakeholder meetings were conducted to provide a format for detailed discussion with individuals or organizations that had knowledge about particular aspects of the project. These meetings gave the team a way to have more detailed discussions with these stakeholders.

#### **Business and Tourism Focus Group**

Stats: 4 attendees including Bay County Chamber of Commerce, Economic Development and Tourism, and Bay Medical

Input:

- Idea of Linking Downtown and St. Andrews to the District
- Include the Bay Medical Facility and its Possible Future Expansion
- Appeal to the Creative Class, Create a Unique Place
- Focus on Food and Unique Cultural Restaurants
- Focus on Local Tourism



#### **Artists Focus Group**

Stats: 6 attendees including performing artists and other mixed media artists

Input:

- Need for Large Public Open Space
- A.D. Harris Learning Village as Art/Cultural Center
- Public Art Should be Grand – Gateways and Entrances
- Display Space
- Historical Markers and Tour



#### **Downtown North Design and Planning Focus Group**

Stats: 7 attendees

Input:

- Authentic Design that is true to the character of the community
- Self-contained community with appropriate mix of services, entertainment and shopping
- MLK Boulevard is crucial – restore commercial core that was destroyed by FDOT project
- Bed & breakfast facilities
- Ethnic and soul food restaurants
- Venues for performing arts
- Activities that foster culture
- Local history museum
- Pool or similar community center



### Historical Focus Group

Stats: 16 Attendees

Input:

- Historical Markers under the Marker Program from Bay County Historical Society (suggested sites are Old Panama Grammar School and Old Segler Farmhouse, Greater Bethel Church, East End and Shine Town, the first Black neighborhoods)
- Mobile Church Tour
- Commercial hub for community that includes: large black and multicultural beauty salon, family restaurant, bowling alley, theater, visitor center, park where volunteer teachers can teach an etiquette class and instill pride in children and make them worldly.

- Large Museum complex with multiple levels and the ability to host community events and exhibitions in addition to artifacts.
- Grocery store
- Community Swimming pool
- Boys and Girls Club
- Participation in marker program
- Pave parking lots and make them available for use (Greater Bethel Church)
- Promote local history in commercial activities under the Chamber of Commerce and the Black Chamber of Commerce.
- Make the existing MLK walk part of the historical walk and trail
- Hold MLK festival in the District rather than elsewhere in the City
- Create a pedestrian overpass on MLK Jr. Blvd
- Host athletic competitions
- Host grace festivals
- Host music competition
- Shotgun houses on Lincoln and Roosevelt etc. can be converted to shopping booths at the corner of 15th and MLK
- Waterfront park with boardwalk along headwaters of Watson Bayou



### Youth Focus Group

Stats:

25 children aged between 9-18.

Group a: 9-10 years (7 members)

Group b: 11-14 years (6 members)

Group c: 11-14 years (5 members)

Group d: 15-18 years (7 members)

11 of these children reside within the District

4 of the children walk to school

16 of them feel safe in the neighborhood but not always at night

Input:

- Bigger and better houses, sports and pool facilities
- Road repairs, streetlights, sidewalks
- Community center with indoor basketball court, skate park, and free wi-fi, walking park, arcade
- Park, pool, more community activity
- Arts classes



**Glenwood Working Partnership / African American Cultural Center Board Focus Group**

Stats: 17 attendees

Input:

- African-American Museum
- Prominent markers at sites of old businesses and buildings of historical importance
- Markers for historical black churches and church tour
- Cultural Center
- Showcase local community's artists and musicians
- Ethnic food
- Black entertainment (Chitlin), black music
- Mixed-use housing, offices, swimming pool
- Ease of Access along MLK Jr. Blvd from East to West, wider sidewalks, improve drainage
- Athletic center
- Venue/banquet hall for events and parties

- Walking park (can utilize City land) and bike paths
- Urban farm
- Affordable housing
- Movie theater
- Farmers market
- Parking facilities (11th St. and Martin Luther King Jr. Blvd)



- Grocery store
- More prominent Cultural Center (Museum)
- Ambulatory- accessible senior-living apartment complex
- Choir unions
- 'Freedom' program to inculcate values and sense of history and identity among Black youth
- Alternative energy to lower utility expenses

- Above minimum-wage employment opportunities
- Large stores that pay good wages and benefits and hire locally
- Professional parks/buildings including specialist physicians' offices
- Gas station
- Community vegetable store to supply ethnic foods and vegetables
- Super Dollar General store or similar inexpensive



- Store
- Churches' Chicken restaurant
- Farmers market
- Retail area for boutique shops and small local independent businesses
- Light manufacturing facility that hires locally and encourages economic stability

## Real Estate Focus Group

The DAS team met with commercial real estate experts from the Bay County region to discuss commercial development in the District and solicit feedback on conceptual plans developed to date. The team held meetings with Counts Real Estate, a leading commercial real estate firm in the Panama City area, Site Selections Real Estate; and Mr. John Shook, an experienced realtor in Bay County. The recommendations from these real estate experts have been synthesized in the following categories:

### Residential

The real estate experts suggested the development of a mix of upscale and mid-scale housing in the District. In order to create a local market for the commercial and retail activity envisioned in the District and to capture the spending power of the workforce at Bay Medical Center, realtors suggested creating mid- and upscale residential complexes aimed at medical professionals to be utilized by Bay Medical Center employees with larger disposable incomes and odd working hours. It was suggested that such housing be developed closer to the hospital complex for convenience.

It was suggested that for the general District population, particularly those who might be displaced by the development of the District, modern yet low cost housing should be created. The lower cost residential development can attract younger residents and counter some problems of the aging population that the District faces, as well as create a market for the District's art and entertainment activities. The experts emphasized the quality and affordability of new housing. The design elements of mid-rise housing created for local families should incorporate appropriate buffering from road noise and afford the privacy of detached homes in order to make apartment living comfortable and attractive for local families. Suggestions for a feasible price point in terms of good rental value for the District population was suggested to be \$800, and sale price of \$80,000 to \$

90,000 for a 740 square foot residential unit. It was recommended that residential developments have enhanced security measures such as covered parking, security cameras, and gated entrances.

### Commercial

The real estate experts emphasized the need for appropriate zoning to encourage mixed-uses along Martin Luther King Boulevard in order for commercial activity to thrive. They suggested the development of commercial activity along Martin Luther King Boulevard and the establishment of a grocery store in particular. Research undertaken by commercial real estate firms suggests that the District possesses sufficient purchasing power and numbers as well as volume of traffic to support a grocery store. Real estate professionals recommended contacting Grocery Outlet, Save-A-Lot, Piggly Wiggly, or Family Dollar to establish a store in a central location in the District. The experts also felt that there is a need for physicians' offices in the area. They suggested that professional parks be located close to Bay Medical-Sacred Heart.

The experts underscored the need for improvements in safety, security, and image of the area in order to attract and sustain commercial activity. It was felt that the existing character and crime in the area serves as a deterrent to commercial development.

Importantly, commercial real estate experts felt that commercial development in the District should be made attractive to developers by the creation of significant subsidies, matching grants programs, relaxed zoning, and incentives. Without such benefits commercial developers are not likely to be encouraged to invest in the District area. It was felt that the high number of vacant lots in the District is indicative of the high cost of developing commercial real estate with no prospects of return on investment and the City must take measures to safeguard commercial interests as well.

### Safety and security

The experts felt that the success of the District as an attractive place to visit and in which to reside hinges on improvements in safety and security. Investment in lighting, security cameras, panic buttons, and gated entrances to residential buildings is recommended. The proper development of crosswalks, widening of sidewalks, appropriate traffic speeds, and harmony of vehicular and pedestrian traffic is deemed important.



Medhat Elmesky meets with Mr. John Shook





### Third Public Meeting January 16, 2014

A Community Open House was held on January 16, 2014 from 5:00 until 7:00 pm. This meeting provided an opportunity for community stakeholders and interested individuals to review the revised land use scenario 2 and urban design concepts. There was a total of 9 attendees and the following survey results were obtained during this meeting:

Are there any components or elements you would like to see added to the Cultural Heritage Tourism District concept plan in addition to the ones shown and described today? Please list.

- 1) Sports complex and swimming pool
- 2) A place for festivals
- 3) Great proposal. Please consider including some sort of amphitheater or park that would allow for and encourage outdoor entertainment such as concerts
- 4) A small branch library
- 5) Senior service center

What components are required to be included within the Cultural Heritage Tourism District for it to be considered "successful"?

- 1) Bank and grocery store
- 2) Economic development coordination
- 3) Community support, safe and clean environments and sufficient commercial establishments that will provide employment.
- 4) Whichever components meet with the approval of the stakeholders and satisfy the objectives of the project.

Are there any components or elements in the Cultural Heritage Tourism District concept plan that you do not agree with?

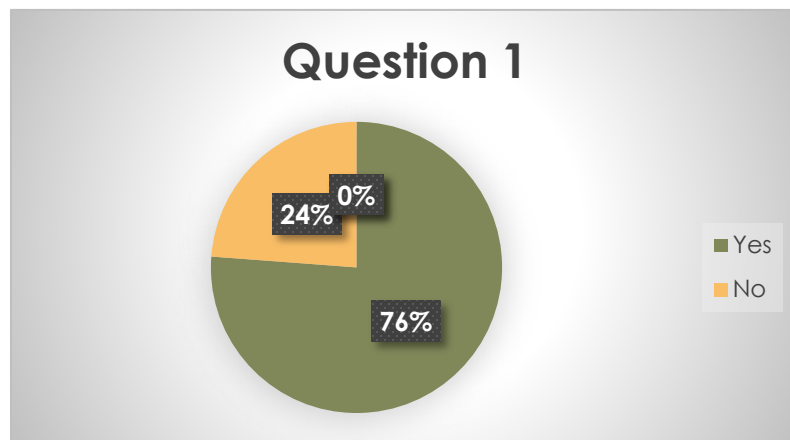
- 1) Industrial park
- 2) No



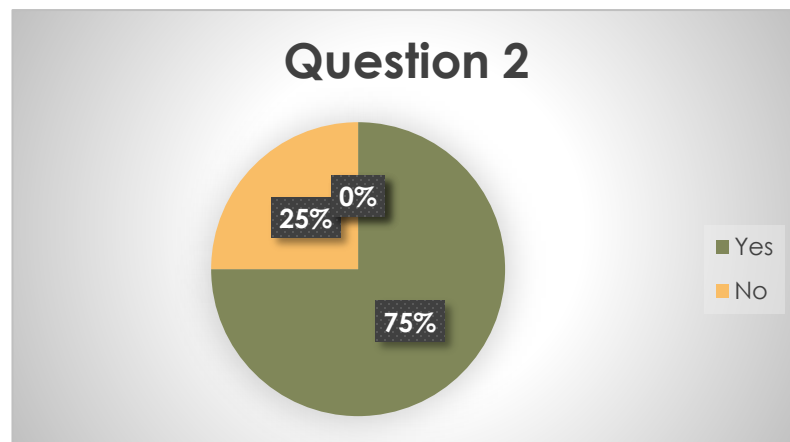
## Survey Monkey E-mail Survey

An email survey was sent to 82 District residents through the Survey Monkey platform. Surveys were mailed to e-mail addresses gathered at public meeting events. Out of the 82 surveyed, 21 responded, 1 opted out of the survey, and 4 email addresses failed. The following questions were posed with these results:

Question 1: Do you think the Cultural District should include a walking tour of local churches and other historical sites?

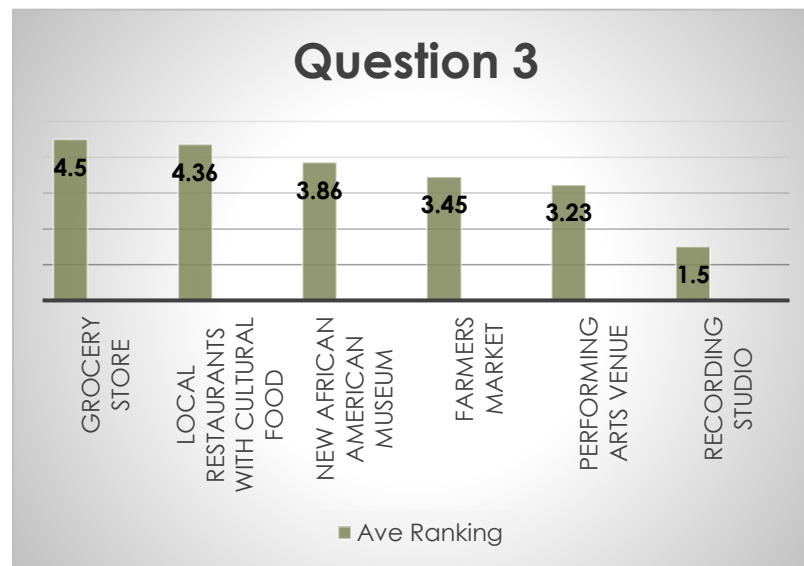


Question # 2: Do you think the City should pay for large public art pieces to be located in the District?

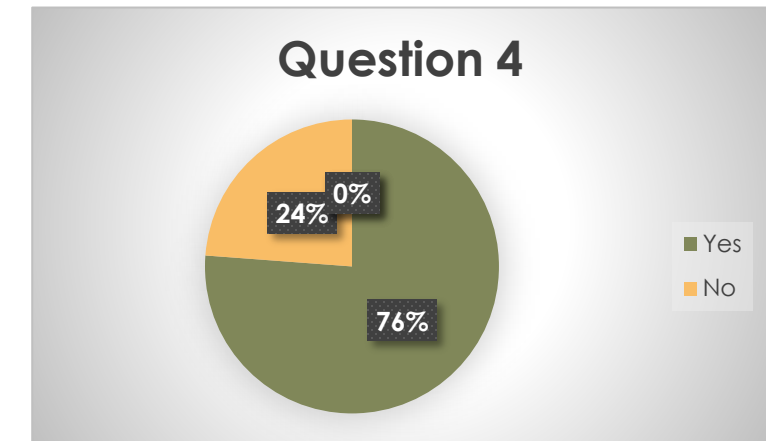


Question # 3: What would you like to see most?

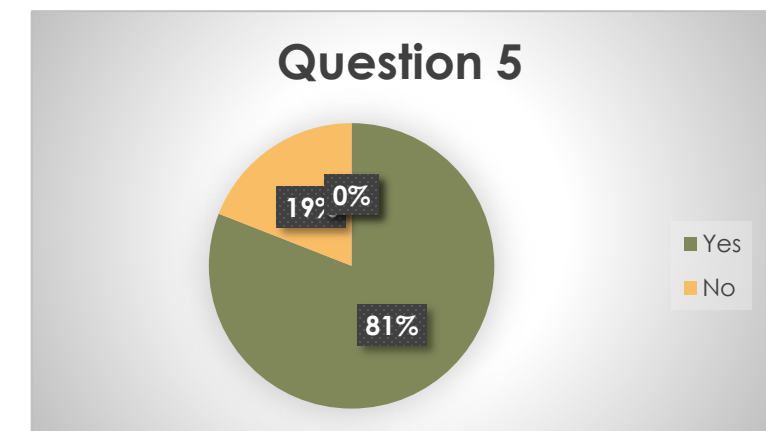
- Rank in order of importance:  
A new African American Museum
- A grocery store
- Local restaurants with cultural foods
- A farmers market
- A recording studio
- A performing arts venue



Question #4: If a new retail or shopping area were to be developed do you think the corner of 15<sup>th</sup> Street and Martin Luther King Jr. Boulevard is a good location?



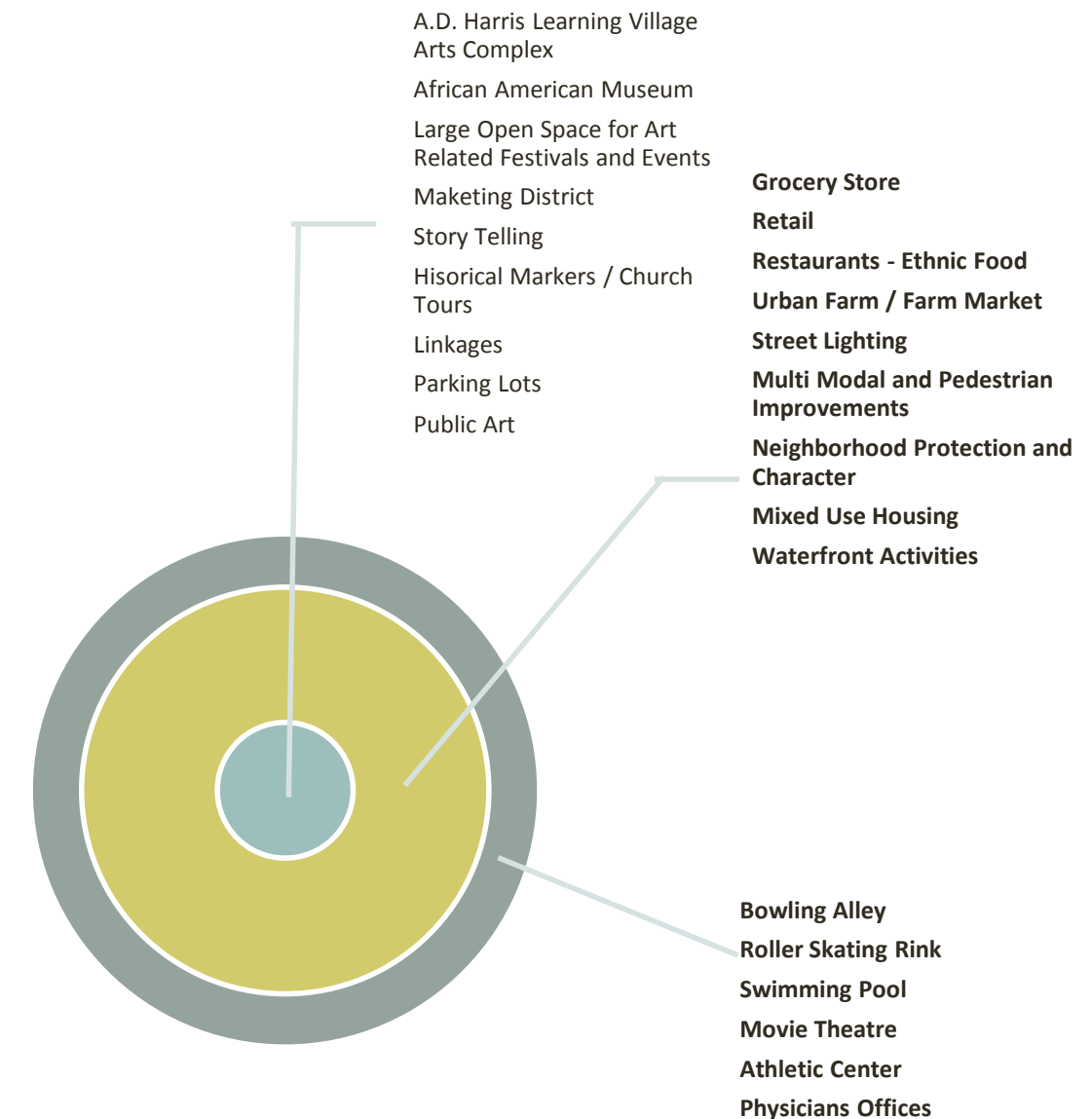
Question # 5: Would the A.D. Harris Learning Village be a good location for an arts/performance complex?



## Summarizing Public Involvement

The following graphic (Figure 4.) looks at the combined results from the first community meeting, the focus group meetings, and the two community open house meetings. The center of the bull's eye represents the Cultural Heritage Tourism District concept and the key supporting facilities and activities are listed. As we move further from the center of the bull's eye to the next concentric ring, there are ancillary facilities and activities that support the District concept. The outside ring moves further away from the District Concept. In order for the concept to be successful, efforts must be focused in a coordinated and concentrated towards the center of the bull's eye first. As the District become successful, the outer rings can begin to take on more import. While this report provide each and every public comment and great consideration was given to the comments, concerns and wishes of those participating, some prioritization of ideas is necessary.

Figure 4: Summarizing Public Involvement in Terms of Relevance



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# DISTRICT COMMUNITY MODEL



## Recommended Community Festivals and Activities

In keeping with the District Concept, public events and festivals which serve to promote community unity as well as draw in visitors are recommended. A calendar of events should be well publicized and made prominent on the CHTD's marketing based website. Along these lines the following community events were suggested through the public involvement process for consideration in the future. Cultural events can also engage local artisans to present historical folk life demonstrations such as quilt making, fishnet making, and turpentine stilling to educate the community about history and heritage. It is recommended that this festival and all other events seek unique ways to capture the youth of the community as well as young visitors, for instance legal graffiti at an art related event.

### Tour of Historic Churches

During the public involvement portion of this planning project, it was suggested that a tour of the 'church district' be created in the Cultural Heritage Tourism District. The tour will harness the historical importance of several prominent Glenwood churches, many of which are in close proximity to each other. A tour of these significant churches will showcase the contributions of noted pastors and mark the physical locations of remarkable events while attracting visitors at the same time. The proposed tour will connect all existing churches that are over 50 years old. Tours may begin at the recommended visitors' center at fixed times during the week and may be conducted by local volunteers. It is recommended that the participating churches also apply for the Historic Markers program through the Bay County Historical Society. In addition, churches can create a 'culinary tour' alongside tours of the churches where each church can serve a different course and the full tour constitutes a full meal or some other food arrangement as well as a visit to all the historic churches. It is recommended that as the first step to the

establishment of the 'church district', a faith-based entity modeled on the Ministerial Alliance be established to set the foundation for further collaborative activities among churches. Way-finding and other markers are also recommended as part of the overall CHTD signage and marking.

### Art in the Alley or Public Street

A monthly art and crafts festival based on the talents of local artists can be organized. Artists can sell their creations in booths set up along selected alleys or roadways in close proximity. Local chefs and cooks as well as live musicians can also be involved to lend the event a festive air and attract visitors. An art festival that removes the negative connotations from alleys repurposes them as a safe and fun public space. Currently, there are few such regularly scheduled events in Panama City and a different approach to art can successfully bring visitors and boost local small businesses.

### Faith-based Festival

The strong presence of churches in the District provides a unique opportunity to create an event around the talents and choirs of the District churches in the form of an annual festival, potentially during the holiday season. A faith-based festival that includes all of the major faith-based organizations in the District has appeal for a wide variety of tourists and visitors. Additionally, competitions can be organized amongst choirs from within the District as well as across the City to create a distinctly cultural and regional activity.

### Music Festivals

Music is a great way to bring people into the District and music festivals can either be held at various local venues through a schedule of events or at a large outdoor venue. Culturally significant music including local artists could be showcased as well as bringing in artists from other locations. This type of event would aid in marketing the District and in bringing patrons to local businesses. Music festivals could also be held in conjunction with other events.

### Farmers' Market

A weekly farmers' market at the A.D. Harris Learning Village or in one of the recommended community parks will boost the local economy by providing a regular platform in a designated public space to local producers, artists, and other vendors to set up shop. Farmers' markets also give locals an opportunity to purchase fresh produce and other items not easily accessible. The success of farmers' market in forging a sense of community while bolstering small local economies is well documented. Farmers' markets often include an element of live entertainment and are fun for the whole family. The forthcoming Renaissance Market under development in the Glenwood area is likely to fulfill this concept.





## Land Use Scenarios and Conceptual Urban Design

Building on the following principles of cultural space and cumulative attraction, two land use scenarios have been developed to accomplish the cultural district concept. These scenarios build on the Downtown North CRA Plan Update Concept Plan and are based on the public input process described in the previous section. These land use scenarios are not intended to reflect zoning but are simply graphical representations of how the District could be organized spatially in order to accomplish the cultural heritage tourism district concept. The location of the conceptual land uses shown on these scenarios is subject to change and these scenarios only represent two ideas for the locations of District related land uses.

In order to create the District, Cultural "space" must be considered a required element of the District. The land use scenarios and conceptual urban design plan included within this Plan provide a systematic and comprehensive— as opposed to piecemeal — approach to providing affordable and stable space for arts and culture. Key to this concept, it is important to recognize that existing and planned cultural space is an important element to the overall district concept.

Cumulative attraction, an accepted principle in tourism development, says that a cluster of proximate facilities is likely to result in greater visitation. Cumulative attraction recognizes that much tourism business is shared. An attraction secures its visitors as a result of its own generative power and as a result of the generative power of proximate attractions. (Source: Weidenfeld, Butler, and Williams, *International Journal of Tourism Research*, Vol 12, Issue 1). For instance, clusters of recreational facilities offer a critical mass that is not present when facilities are widely scattered. As this critical mass becomes greater, people will travel from a more extensive geographical area to visit them, visitors will stay

longer in the area, and they will spend more dollars. Source: American Planning Association, <https://www.planning.org/cityparks/briefingpapers/tourism.htm>

The vision of a cultural district is a defined, limited geographic area within a neighborhood. Inside this area, developers would be able to access incentives that would allow for the creation of permanently affordable space for designated District uses. The District concept proposes a district model that would integrate with existing planning processes, including neighborhood planning and preservation efforts, neighborhood organizations, incentives and other zoning tools that are in place or in process in the District. Powerful to this concept is the creation of place.

According to the Project for Public Spaces, "Placemaking is the process through which we collectively shape our public realm to maximize shared value. Rooted in community-based participation, Placemaking involves the planning, design, management and programming of public spaces. More than just creating better urban design of public spaces, Placemaking facilitates creative patterns of activities and connections (cultural, economic, social, and ecological) that define a place and support its ongoing evolution." One of the most basic ideas behind the concept of Placemaking is to focus on the destination itself rather than any one individual land use such as an open space park. In other words, it is the combination of land uses, amenities, and attractions that work together to create the destination. According to the Project for Public Spaces, it is ideal to provide ten things to do within a destination area or cluster. This creates "diverse, layered activity, ensuring that no single use will predominate. Once ten destinations have been identified, then nearby residents, businesses, community organizations and other stakeholders begin to define the uses and activities they want to see at each place."

The vision included in this Plan addresses the provision of long-term affordable space for arts and culture

organizations, and creates a dynamic neighborhood and economic development strategy for the city in this challenging financial market. Within the cultural district, the basic concept is to make available an array of tools that would aid in the creation of new arts and culture spaces as well as the conservation of existing spaces. The creation or designation of the cultural district would be done through the work of integrating existing planning processes into a 'brand'.

Though the challenges are great, existing City assets such as A.D. Harris Learning Village and the African American Cultural Center have the potential to be leveraged into something new and reinvented. The public perception of the District as an unsafe place to visit presents a paradox that must be addressed during the early stages of the project. On the one hand, crime deters visitors from frequenting the District area and on the other, it is the very attraction of people to the area and redevelopment that will alleviate crime and substandard conditions and change the character of the area entirely. Another challenge is the recognition that there is an organic quality to arts and cultural spaces. Typically, arts and cultural destinations come into being because of some sort of existing base of people and land uses. Cities across the nation have capitalized on these existing bases, adding government intervention to further the development of arts and culture and the associated economy. In terms of the District, such activities have to be cultivated and nurtured.

The following land uses are shown on the figures for Land Use Scenario 1 and Land Use Scenario 2 (following). The singular difference between the two scenarios is the introduction of the cottage commercial on the west side of Martin Luther King Jr Boulevard between 13<sup>th</sup> and 9<sup>th</sup> Streets and on the east side of Martin Luther King Jr Boulevard, west of Macarthur Avenue and between East 9<sup>th</sup> Street and East 7<sup>th</sup> Street.

## Land Use Scenario Uses

The land use scenarios presented herein do not consider the currently adopted zoning or Future Land Use Map categories. These scenarios are intended to show potential locations for land uses in support of the District Concept. It is important to note that these locations are potentialities and there is flexibility within the District as to the exact location of land uses. These land use scenarios are intended to materialize for the most part under a private development framework, with CRA funds leveraged in a minimal but strategic and supportive way mainly on current government owned lands (current assets) and or vacant and underutilized properties. In other words, the intended CRA role is that of catalyst rather than developer. Private development of privately held lands is the preferred and planned route to implementation.

Important concepts also include the idea of providing a variety of housing types, increasing residential densities within the District, encouraging and providing space for arts related businesses and artists, providing space for cultural activities such as festivals and events, providing space for heritage based activities and providing for the development of ancillary, District concept related commercial land uses. These concepts were fundamental to the development of both land use scenarios. While some flexibility exists as to the ultimate location of these land uses, the concepts of ensuring space and geographic proximity are paramount to the District concept.

The following major land use categories are shown on the land use scenario maps in addition to some general concepts (Land Use Scenario 1 and Land Use Scenario 2):

### District Commercial

This category is comprised of approximately 47.5 acres and is located primarily along 11<sup>th</sup> Street, Martin Luther King Jr. Boulevard and the major intersection of 15<sup>th</sup> Street and Martin Luther King Jr. Boulevard. Along Martin Luther King Jr. Boulevard this area could potentially contain commercial land uses such as cafes, bookstores, retail shops and other district related ancillary commercial land uses. In addition for the Martin Luther King Jr. Boulevard and 11<sup>th</sup> Street corridors, upstairs residential or mixed commercial residential land uses are a possibility. The major intersection of 15<sup>th</sup> Street and Martin Luther King Jr. Boulevard represents an opportunity for more traditional commercial land uses such as small to medium box retailers, larger restaurants, and other larger scale commercial land uses. A detail of this major intersection and the traditional commercial conceptual master plan can be found on page 72 of this Plan.



### Cottage Commercial or Transitional Residential (Scenario 2)

This category is comprised of approximately 12.7 acres and is shown only on Land Use Scenario 2. It is intended that this category represent low intensity cottage commercial land uses more compatible with the adjacent neighborhood character. Uses include, home based businesses such as child care, cottage food establishments, offices and professional services, small retail or service oriented businesses etc., that follow certain design guidelines to ensure compatibility. Cottage commercial use has the potential to minimize redevelopment and building costs by using existing structures for a variety of uses. However on vacant lots this area may be included in an overall development plan that would extend the depth of the parcels fronting Martin Luther King Jr. Boulevard under certain design guidelines ensuring compatibility. Cottage commercial or mixed use areas can serve as a transitional land use between commercial and residential areas in the District.



### Multi-Family Residential

This category is comprised of approximately 10 acres and both Land Use Scenarios show three sites (7<sup>th</sup> and Hamilton, 10<sup>th</sup> and Macarthur, and 12<sup>th</sup> and Palo Alto) that are options for the development of medium density residential structures (2 to 3 stories max). This would include elder care facilities and mid-rise apartments as well as higher density condominiums or townhome developments. Recommended new multi-family residential developments are intended to address limited quality housing concerns in the area and provide housing that is affordable to young families and professionals. Design standards could ensure green space, playgrounds, and pedestrian amenities. In addition, other standards could include landscaping and appropriate buffering to reduce road noise, rear parking away from the main streets towards the back of parcels, and entrances into residential buildings from side streets. A conceptual master plan for these sites is included in the Overall Urban Design Conceptual Master Plan found on page 69.



### Mixed Use Residential/Commercial or Live/Work Space

This category is comprised of approximately 2.5 acres and is shown on both land use scenarios across 11<sup>th</sup> Street from the A.D. Harris Learning Village. This category is intended to formalize the concept of providing live/work space in order to attract an artisan base to the District. The category concept is medium density or mixed use residential development with studio work space or retail space. A conceptual master plan for this as well as more detail is found on page 71 of this Plan.



### Low to Medium Density Residential or Transitional Residential

Intended for townhome or medium density multi-family residential development is located along 13<sup>th</sup> Street, adjacent to the large commercial node located at 15<sup>th</sup> Street and Martin Luther King Jr. Boulevard.



### Low Density Residential

Intended primarily for neighborhood preservation and protection, this category is comprised of approximately 12.4 acres on both Land Use Scenario 1 and 2. It is located between 14<sup>th</sup> Street and 12<sup>th</sup> Street, just west of Palo Alto Avenue and between 9<sup>th</sup> Street and 7<sup>th</sup> Street, east of Hamilton Avenue.



### Recreation / Park

Shown on Scenarios 1 and 2, the existing Henry A. Davis Park which could be expanded and used for District related events.



### Cultural District Park

Important to the District concept is the provision of adequate outdoor public space for art, cultural and heritage related events. These space are shown between the A.D. Harris Learning Village and Martin Luther King Jr. Boulevard.



### Public Institutional

Shown here are the A.D. Harris Learning Village and the Glenwood Community Center block as potential locations for district concept related uses such as an arts and cultural hub and a new Cultural Heritage Museum.



### Education Recreational Center

Shown adjacent to the Martin Luther King Jr. Recreational Center for potential expansion of community recreational facilities or educational uses.





CULTURAL HERITAGE TOURISM DISTRICT

LAND USE SCENARIO 1



### LEGEND

- |  |   |  |  |
|--|---|--|--|
|  | OTHER ZONING                                      |  | OFFICE BUILDING  |
|  | ALL THE ZONING OF HISTORIC DISTRICT               |  | OFFICE BUILDING  |
|  | MULTI-FAMILY RESIDENTIAL                          |  | RETAIL BUILDING  |
|  | OFFICE BUILDING (EXCEPT OFFICE BUILDING)          |  | OFFICE BUILDING (EXCEPT OFFICE BUILDING)               |
|  | LOW RISE OFFICE BUILDING (EXCEPT OFFICE BUILDING) |  | BOUNDARY OF HISTORIC DISTRICT                          |
|  | LOW RISE OFFICE BUILDING                          |  | STREET LIGHTING  |
|  | OFFICE BUILDING (EXCEPT OFFICE BUILDING)          |  | BOUNDARY OF HISTORIC DISTRICT (EXCEPT OFFICE BUILDING) |
|  | OFFICE BUILDING                                   |  | BOUNDARY OF HISTORIC DISTRICT (EXCEPT OFFICE BUILDING) |
|  | OFFICE BUILDING                                   |  | BOUNDARY OF HISTORIC DISTRICT                          |
|  | OFFICE BUILDING                                   |  | CHURCH TOUR ROUTE                                      |
|  | OFFICE BUILDING                                   |  | BOUNDARY OF HISTORIC DISTRICT (EXCEPT OFFICE BUILDING) |
|  | OFFICE BUILDING                                   |  | STREET LIGHTING  |
|  | OFFICE BUILDING                                   |  | STREET LIGHTING  |

CULTURAL HERITAGE TOURISM DISTRICT

LAND USE SCENARIO 2



## Section 1: Grocery Store and Recreational Complex Vision

### Grocery Store / Retail Node

In order to address the need for a convenient full-fledged grocery store with fresh produce and daily necessities in the greater Downtown North area, the southwestern corner of 15<sup>th</sup> Street and Martin Luther King, Jr. Boulevard (existing Lincoln Park neighborhood) has been designated as the commercial hub for the District. This intersection is proposed as a large and distinctive gateway for the Cultural Heritage Tourism District. The specifics of this section are as follows:

- Envisioned as the retail and commercial hub for the District.
- Located on approximate area of proposed grocery store complex is 21 acres.
- Intended to house small affordable grocery store, fine dining and casual eateries, and retail shops.
- Envisioned as a 'multi-cultural' place with a variety of ethnic restaurants.
- Ample parking for grocery store and other more intense uses but still at a pedestrian scale to the rest of the District.
- Creates a location where families can relax and shop.
- Gives tourists and visitors a sense of entry into the wider District.
- Joined by the existing Henry J Davis Park.

### Recreational Complex Area

Developed to improve existing recreational facilities and provide higher quality and options for constructive activities for families and youth, as indicated by the community and Glenwood-area youth.

- Envisioned as the primary area for recreational activities for families and children.

- Area intended to build on existing facilities such as the Martin Luther King, Jr. Recreation Center and playground and ASAP Building.
- Space to develop community pool, tennis courts or other recreational uses and associated amenities such as showers, lockers, and parking
- Intended to have plaza-like open space with the ability to host events after closing street entrance to Martin Luther King Jr. Blvd
- Venue for Boys and Girls Clubs, athletic competitions, swimming classes, ASAP book fair etc.
- Entails relocation of existing African American Cultural Center to the new museum site in an expanded and more exciting form.



The Martin Luther King Jr. Recreation Center



14th street, between Martin Luther King Jr. Blvd. and Palo Alto Ave (showing part of MLK recreation building) The street can be closed and become part of a large open space for festivals and events.



The corner of Martin Luther King Jr. Boulevard and 15<sup>th</sup> Street



CULTURAL HERITAGE TOURISM DISTRICT  
GATEWAY CORNER CONCEPT ILLUSTRATION

### LEGEND

- |                            |                               |
|----------------------------|-------------------------------|
| STREET COMMERCIAL          | STREET FRONT YARD DEVELOPMENT |
| LOW DENSITY RESIDENTIAL    | STREET FRONT YARD DEVELOPMENT |
| MEDIUM DENSITY RESIDENTIAL | PLAZA TREE WELL               |
| MEDIUM DENSITY RESIDENTIAL | PLAZA TREE WELL               |
| PARKING                    | PLAZA TREE WELL               |
| HIGH DENSITY RESIDENTIAL   | PLAZA TREE WELL               |
| RECREATION/PARK            | PLAZA TREE WELL               |
| MEDIUM DENSITY RESIDENTIAL | PLAZA TREE WELL               |
|                            | PLAZA TREE WELL               |
|                            | PLAZA TREE WELL               |
|                            | PLAZA TREE WELL               |

### SECTION 1

Scenario 1 Section # 1: This section is anchored at 15<sup>th</sup> Street and Martin Luther King Jr. Boulevard by a large retail and grocery store development site. This area is approximately 21 acres and could potentially be the site of a grocery store, cultural and ethnic restaurants and ancillary retail. The Gateway Corner Concept Illustration to the left provides an idea for the corner area bounded by Carver Drive, as a critical gateway into the District. Washington and Roosevelt Drives are critical access points to this potential redevelopment area with access to both Martin Luther King Jr. Boulevard and 15<sup>th</sup> Street allowing for access management controls near the intersection. Critical to this concept is the idea of pedestrian scale and walkability. Design guidelines for the grocery and retail anchor site should include mechanisms for bike / ped connections and facilities as well as bike parking facilities. Safe pedestrian navigation of the Martin Luther King Jr. Boulevard and 15<sup>th</sup> Street gateway intersection is also critical. The development concept for this area could include parcel assimilation, infrastructure development and/or other incentivizations.

Additional Commercial development opportunities exist along the Eastern side of Martin Luther King Jr. Boulevard between 14<sup>th</sup> and 15<sup>th</sup> Streets.

The existing Henry Davis Park remains and is expanded for public space and stormwater management. The expanded public space could potentially be used for District Concept related festivals, events or a farmers market.

Transitional duplex, triplex or cottage industry is shown along Lincoln Drive / Louisiana Avenue.

GROCERY STORE, EDUCATIONAL & RECREATION COMPLEX

LAND USE SCENARIO 1



CULTURAL HERITAGE TOURISM DISTRICT  
GATEWAY CORNER CONCEPT ILLUSTRATION

### LEGEND

- |  |   |
|--|---|
| GENERAL COMMERCIAL                             | TRAIL AND BIKEWAY (WALK AND BIKE)                           |
| SPECIAL COMMERCIAL OR TRANSITIONAL RESIDENTIAL | TRANSITION ZONE (TRANSITION FROM COMMERCIAL TO RESIDENTIAL) |
| LOW-MEDIUM DENSITY RESIDENTIAL                 | STREET LIGHT POLE   |
| LOW DENSITY RESIDENTIAL                        | TRANSITION ZONE (TRANSITION FROM BIKEWAY TO TRAIL)          |
| PARKS  | TRANSITION ZONE   |
| OPEN SPACE (PARKWAY PLAZA)                     | STREET LIGHT POLE   |
| RECREATION/PARK                                | STREET LIGHT POLE   |
| SPECIAL COMMERCIAL                             | STREET LIGHT POLE   |

### SECTION #1 CONCEPT

Scenario 2 Section # 1: This section is anchored at 15<sup>th</sup> Street and Martin Luther King Jr. Boulevard by a large retail and grocery store development site. This area is approximately 21 acres and could potentially be the site of a grocery store, cultural and ethnic restaurants and ancillary retail. The Gateway Corner Concept Illustration to the left provides an idea for the corner area bounded by Carver Drive, as a critical gateway into the District. Washington and Roosevelt Drives are critical access points to this potential redevelopment area with access to both Martin Luther King Jr. Boulevard and 15<sup>th</sup> Street allowing for access management controls near the intersection. Critical to this concept is the idea of pedestrian scale and walkability. Design guidelines for the grocery and retail anchor site should include mechanisms for bike / ped connections and facilities as well as bike parking facilities. Safe pedestrian navigation of the Martin Luther King Jr. Boulevard and 15<sup>th</sup> Street gateway intersection is also critical. The development concept for this area could include parcel assimilation, infrastructure development and/or other incentivizations.

Additional Commercial development opportunities exist along the Eastern side of Martin Luther King Jr. Boulevard between 14<sup>th</sup> and 15<sup>th</sup> Streets. On the south side of Martin Luther King Jr. Boulevard cottage commercial opportunities have been identified.

The existing Henry Davis Park remains and is expanded for public space and stormwater management. The expanded public space could potentially be used for District Concept related festivals, events or a farmers market.

Transitional duplex, triplex or cottage industry is shown along Lincoln Drive / Louisiana Avenue.

## GROCERY STORE, EDUCATIONAL & RECREATION COMPLEX / SCENARIO #2

## Section 2: A.D. Harris Learning Village Complex and 11<sup>th</sup> Street Multi-Modal Vision

### A.D. Harris Learning Village Complex

The main goal for this section is to gradually over time create an art and cultural hub that engages the community in arts-related activities and educational opportunities. It is intended to translate this facility into an attraction for visitors and tourists. The center will highlight local talent, provide a place for local artists to perform, host events and teach classes for the community.



A.D. Harris Learning Village Hosts the Blacks in Wax Exhibit

- Envisioned as art and cultural center with an outdoor art park
- Performing art theater and venue for plays, musicals, spoken word events, grace competitions, dance performances etc.
- Exhibition galleries and spaces for local artists and sculptors and traveling exhibits
- Classrooms to hold fine art and performing art classes taught by local artists, playwrights, and dancers
- Large enclosed courtyard with landscaping and shaded sitting areas
- Courtyard walls to depict Glenwood history and culture as murals painted by local artists and children
- Nurture and develop existing community garden as an added activity that encourages interaction

among residents and provides fresh produce to local vendors and residents

- Courtyard to have the ability to hold festivals and events such as Gumbo Git Down, BBQ contest, movie nights, art festivals, etc.

### Mixed Use and Diversified Residential Development

- Envisioned as mixed-use live/work housing for artists and multi-story building for residents
- Artists' housing to be located along 11<sup>th</sup> Street across from A.D. Harris Learning Village
- Artist's housing intended as a collection of duplexes or town homes with areas to display work and living quarters
- Multi-story residential building can house relocated residents from Grocery Store Complex or possible senior living facility

### Retail and Professional Building Development

In order to foster economic activity in the District and enable local entrepreneurs to find attractive locations where businesses can be accommodated

- Parcels along Martin Luther King Jr. Blvd to be developed for mixed-use and commercial activity including a potential food store site at 10<sup>th</sup> and 11<sup>th</sup> facing Martin Luther King, Jr. Blvd.
- Intends to widen sidewalks to increase pedestrian traffic and enable roadside farmers' market activity
- Developed buildings can be used by boutique shops, African American bookstores, cafes, art suppliers, beauty salons, and restaurants
- Scenario 2 introduces cottage commercial on the South side of Martin Luther King Jr. Blvd.



A.D. Harris Learning Village Campus



11<sup>th</sup> Street with A.D.Harris Learning Village to the right and the live/work space for artists site to the right.



CULTURAL HERITAGE TOURISM DISTRICT  
COMMON STREET BLOCK CONCEPT ILLUSTRATION

### LEGEND

- |                                  |                              |
|----------------------------------|------------------------------|
| OFFICE/COMMERCIAL                | BICYCLE ROUTE WITH WAYPOINTS |
| MULTI-FAMILY RESIDENTIAL         | BICYCLE ROUTE WITH WAYPOINTS |
| MIXED USE/COMMERCIAL/RESIDENTIAL | BICYCLE ROUTE WITH WAYPOINTS |
| LOW DENSITY RESIDENTIAL          | BICYCLE ROUTE WITH WAYPOINTS |
| OPEN SPACE (COMMUNITY PARK)      | BICYCLE ROUTE WITH WAYPOINTS |
| CULTURAL HERITAGE PARK           | BICYCLE ROUTE WITH WAYPOINTS |
| PARKING                          | BICYCLE ROUTE WITH WAYPOINTS |
| PUBLIC INSTITUTION               | BICYCLE ROUTE WITH WAYPOINTS |
| BICYCLE ROUTE WITH WAYPOINTS     | BICYCLE ROUTE WITH WAYPOINTS |
| BICYCLE ROUTE WITH WAYPOINTS     | BICYCLE ROUTE WITH WAYPOINTS |
| BICYCLE ROUTE WITH WAYPOINTS     | BICYCLE ROUTE WITH WAYPOINTS |

## SECTION 2

Scenario 1 Section 2: This section contains the A.D. Harris Learning Village Learning Village (1) and imagines this facility as an integral part of the art and cultural infrastructure of the City. This facility in conjunction with the Museum concept, live/work space for artists, and the open space areas form the cultural district concept physically. Here the A.D. Harris Learning Village Learning Village provides an arts and culture center with potential performing arts venue, exhibition galleries for artists, and space for exhibits. In addition, A.D. Harris Learning Village could contain a learning or seed commercial kitchen and a sound recording studio.

Across 11<sup>th</sup> Street from the A.D. Harris Learning Village Learning Village is a potential site for the development of combined artist housing and work space (5). The District concept includes the provision of space for artists as part of the City's infrastructure and the idea of attracting art talent to the District as a catalyst for future development.

A potential cultural district (6) is located south of the A.D. Harris Learning Village Learning Village bordering the existing stormwater management facility. This stormwater facility could be enhanced for aesthetics and included in the park concept. This park could be linked into the A.D. Harris Learning Village Learning Village concept with public art and mural displays at the A.D. Harris Learning Village Learning Village.

A potential multi-family residential site is shown west of Martin Luther King Jr. Boulevard along 12<sup>th</sup> Street. This area is largely vacant with some government owned frontage parcels that are shown as commercial potential along Martin Luther King Jr. Boulevard. Another potential multi-family residential site is located behind the live / work space for artists along E. 10<sup>th</sup> Court.

On both sides of Martin Luther King Jr. Boulevard between 13<sup>th</sup> and 12<sup>th</sup> Street, the scenario shows mixed use development. Additional commercial opportunities are shown along both sides of 11<sup>th</sup> Street. A common street block concept is shown to the left.

11<sup>th</sup> Street represents a major bike connector between the District, St. Andrews and Downtown. Safety and wayfinding improvements to this facility including designating it as a Panama City Bikeway are recommended.

This section also contains some of the Districts churches (3), an integral part of the culture and history of the District. A tour of the more historic churches is proposed as part of the overall district concept in addition to looking for ways to integrate these churches into the concept such as archival story telling.



CULTURAL HERITAGE TOURISM DISTRICT  
COMMON STREET BLOCK CONCEPT ILLUSTRATION

### LEGEND

- |  |                           |
|--|---------------------------|
| MIXED COMMERCIAL                                       | PUBLIC INSTITUTION        |
| OFFICE COMMERCIAL OR MANUFACTURING, INDUSTRIAL         | TRAVEL, LODGING & TOURISM |
| MULTI-FAMILY RESIDENTIAL                               | STREETScape               |
| HOUSING (TRANSITIONAL/COMMERCIAL, CO-HOUSING, ETC.)    | PUBLIC SPACE              |
| LOW DENSITY RESIDENTIAL                                | PUBLIC SPACE              |
| OPEN SPACE (RECREATION, PARKS)                         | PUBLIC SPACE              |
| CULTURAL HERITAGE TOURISM                              | PUBLIC SPACE              |
| PARKING  | PUBLIC SPACE              |
| PUBLIC INSTITUTION                                     | PUBLIC SPACE              |
| HIGHWAY, EXPRESSWAY AND ACCESS CONTROLLED INTERCHANGES | PUBLIC SPACE              |
|  | PUBLIC SPACE              |

### SECTION 2

Scenario 2 Section 2: This section contains the A.D. Harris Learning Village Learning Village (1) and imagines this facility as an integral part of the art and cultural infrastructure of the City. This facility in conjunction with the Museum concept, live/work space for artists, and the open space areas form the cultural district concept physically. Here the A.D. Harris Learning Village Learning Village provides an arts and culture center with potential performing arts venue, exhibition galleries for artists, and space for exhibits. In addition, A.D. Harris Learning Village could contain a learning or seed commercial kitchen and a sound recording studio.

Across 11<sup>th</sup> Street from the A.D. Harris Learning Village Learning Village is a potential site for the development of combined artist housing and work space (5). The District concept includes the provision of space for artists as part of the City's infrastructure and the idea of attracting art talent to the District as a catalyst for future development.

A potential cultural district (6) is located south of the A.D. Harris Learning Village Learning Village bordering the existing stormwater management facility. This stormwater facility could be enhanced for aesthetics and included in the park concept. This park could be linked into the A.D. Harris Learning Village Learning Village concept with public art and mural displays at the A.D. Harris Learning Village Learning Village.

A potential multi-family residential site is shown west of Martin Luther King Jr. Boulevard along 12<sup>th</sup> Street. This area is largely vacant with some government owned frontage parcels that are shown as commercial potential along Martin Luther King Jr. Boulevard. Another potential multi-family residential site is located behind the live / work space for artists along E. 10<sup>th</sup> Court.

On both sides of Martin Luther King Jr. Boulevard between 13<sup>th</sup> and 12<sup>th</sup> Street, the scenario shows mixed use development potential with transitional commercial or cottage industry of lesser intensity intended for neighborhood compatibility. Additional commercial opportunities are shown along both sides of 11<sup>th</sup> Street. A common street block concept is shown to the left.

11<sup>th</sup> Street represents a major bike connector between the District, St. Andrews and Downtown. Safety and wayfinding improvements to this facility including designating it as a Panama City Bikeway are recommended.

This section also contains some of the Districts churches (3), an integral part of the culture and history of the District. A tour of the more historic churches is proposed as part of the overall district concept in addition to looking for ways to integrate these churches into the concept such as archival story telling.

## Section 3: African-American Museum and Cultural Center

### Museum and Park Area

This section contains a large site for a new museum. The main idea is to create a purpose-built venue that preserves and promotes the African-American history and heritage of Panama City. The Museum will honor past African American generations and nurture future ones by creating a strong sense of identity. The museum could also include innovative and fun exhibits, attractions and events.

- Envisioned as a museum with adjoining park.
- Located between 9<sup>th</sup> and 10<sup>th</sup> Street along Martin Luther King Jr. Blvd to the East Street.
- Envisioned as a spacious modern building to preserve and showcase local African American heritage.
- Hall for traveling historical exhibits.
- Complex intended to house a visitors' information center for the entire District.
- Museum to have adjoining enclosed landscaped green space with trees and benches to create an area for visitors to rest or for events.
- Museum complex may host Martin Luther King Jr. Day Festival, local parades, Martin Luther King Jr. Day walk and other local events.
- Intended to provide a new building for the African American Cultural Center currently located on 14<sup>th</sup>.

### Retail and Professional Building Development

In order foster economic activity in the District and enable local entrepreneurs to find attractive locations where businesses can be accommodated the parcels along Martin Luther King Jr. Boulevard could be developed for mixed-use and commercial activity.

- Widen sidewalks could increase pedestrian traffic and enable roadside market activity.
- Developed buildings can be used by boutique shops, African American bookstores, cafes, art suppliers, beauty salons, and restaurants.
- Intended to provide building for medical specialist offices and other professional offices, particularly in southern part of the District closer to Bay Medical Center.



A potential District gateway and opportunity for intersection enhancements such as pedestrian refuge, signage and landscaping.



Potential Museum and Cultural Center Site



Wilson's Barber Shop (below)



### SECTION 3

Scenario 1 Section 3: This section contains the proposed multi-story museum facility (2), one of the major attractors to the District. This site would potentially be the home of the African – American Culture Center, historic barbershop and an outdoor park with public art. The museum concept illustration to the left gives an idea of a multi-story facility that could contain visitor services as well as innovative and unique exhibits and programs. This focal point is envisioned as a launching point for a visitor’s trip to the District.

Across the street from the museum site, a potential for a multi-story mixed use complex is shown. This site would be ideal for ancillary uses to the museum such as restaurant, retail or motel.

A potential multi-family residential site is identified near 7<sup>th</sup> Court on the west side of Martin Luther King Jr. Boulevard.

An additional area near 9th Street and Hamilton Avenue is targeted for neighborhood policing, lighting and incentivization for crime prevention.





### SECTION 3

Scenario 2 Section 3: This section contains the proposed multi-story museum facility (2), one of the major attractors to the District. This site would potentially be the home of the African – American Culture Center, historic barbershop and an outdoor park with public art. The museum concept illustration to the left gives an idea of a multi-story facility that could contain visitor services as well as innovative and unique exhibits and programs. This focal point is envisioned as a launching point for a visitor’s trip to the District.

Across the street from the museum site, a potential for a multi-story mixed use complex is shown. This site would be ideal for ancillary uses to the museum such as restaurant, retail or motel.

A potential multi-family residential site is identified near 7<sup>th</sup> Court on the west side of Martin Luther King Jr. Boulevard.

Cottage commercial is identified for Scenario 2 along McArthur and on the West side of Martin Luther King Jr. Boulevard between 10<sup>th</sup> Street and 9<sup>th</sup> St.

An additional area near 9<sup>th</sup> Street and Hamilton Avenue is targeted for neighborhood policing, lighting and incentivization for crime prevention.

## Multi Modal Concept

One of the key recommendations is to create a District that is accessible by foot and bicycle. Buildings and sites should be designed on a pedestrian scale to encourage touring the district by bike and foot. This multi-modal concept includes the following key ideas in addition to marking and enhancing neighborhood pedestrian ways:

### Tour of Local Historical Sites and Churches

The District contains several historical churches that could be combined on a signed tour. Each year these churches could coordinate an event to encourage people to the tour such as a cultural food sampling event. The Church tour route is depicted on Figure 5 (page 50) and should be well marked and promoted.



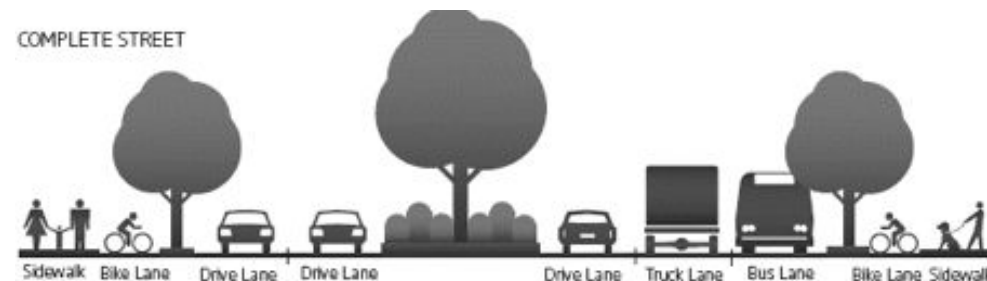
### Gateways Clearly Identified and Marked

It is recommended that the intersection of Martin Luther King, Jr Boulevard and 15<sup>th</sup> Street be developed as the main gateway into the Cultural Heritage Tourism District. The main gateway may also have an information kiosk for visitor information and adjoining enclosed green area with water features and amenities to create a welcoming entry way. Clear signage and landscaping, along with appropriate sidewalk widening and pedestrian crossings at the intersection are suggested to bring the gateway to pedestrian scale. Other corner parcels at 17<sup>th</sup>, 11<sup>th</sup> and 7<sup>th</sup> Streets where they intersect Martin Luther King Jr. Boulevard may have notable public art structures with well-lit signage to denote place within the Cultural Heritage Tourism District.

In addition, District gateways and restricted access into Glenwood could provide for neighborhood protection and delineation.

### Martin Luther King Jr. Boulevard Improvements

Intersection Improvements could be studied to include pedestrian refuge, landscaping, and signage. As shown in the photo below, Martin Luther King Jr. Boulevard is complete with sidewalks, a dedicated bike lane, and a landscaped median. Keeping the complete street design for Martin Luther King Jr. Boulevard is critical to the District concept. The concept for Martin Luther King Jr. Boulevard includes a pedestrian buffer and open sidewalk (shown on the complete street diagram



CULTURAL HERITAGE TOURISM DISTRICT  
MLK BOULEVARD MIX USE SCENE ILLUSTRATION



below as well as the MLK Boulevard Mixed Use Scene Illustration above), with transit corridors featuring enhanced bus shelters and street furniture as previously identified in the DTNCRA Plan update.

### 11<sup>th</sup> Street Multi Use Path Redesign

This concept would connect the District to St. Andrews with a multi-use path. Ultimately a downtown connection could also be made possibly via a connection to the abandoned railroad and US 98 (Bay County TPO Bicycle and Pedestrian Master Plan) and or Harrison Avenue. 11<sup>th</sup> Street currently has bike lanes and sidewalks and represents a good opportunity should the City and County ever wish to develop a multi-modal cross town connector that contained a multi-use path facility separating bike and pedestrian traffic from vehicular traffic. Several significant land uses are also accessed from 11<sup>th</sup> Street such as the North Bay Haven Charter Academy, the Bay County Public Library, and the Oakland Terrace Park. Since 11<sup>th</sup> Street is a County maintained facility, this would require a high level of coordination. At a minimum safety improvements and way finding signage could be considered



## MOBILITY ANALYSIS

- District mobility by foot and bicycle could be enhanced by:
  - Creating a walking tour of historic churches and marking/enhancing neighborhood pedestrian ways.
  - Clearly marking and identifying District gateways and the Glenwood neighborhood.
  - Martin Luther King Jr. Boulevard intersection improvements in keeping with the complete street design to enhance pedestrian refuge, landscaping and signage.
  - Martin Luther King Jr. Boulevard improvements to include an open sidewalk that is buffered from traffic and enhanced transit services such as bus shelters and street furniture.
  - Considering the 11<sup>th</sup> Street corridor for the development of a multi-use path facility.

## LEGEND

CITY STREET	DASHED LINE
HISTORIC DISTRICT	GREEN LINE
HISTORIC DISTRICT	RED DASHED LINE
HISTORIC DISTRICT	RED DASHED LINE
HISTORIC DISTRICT	HISTORIC DISTRICT
HISTORIC DISTRICT	HISTORIC DISTRICT

# CULTURAL HERITAGE TOURISM DISTRICT

# TRANSIT/PEDESTRIAN MAP

## Urban Design Concepts

The overarching aim of the urban design concept plan is to create a viable African-American Cultural Heritage Tourism District (CHTD) that is a major center of culture, entertainment, education, and employment in Panama City. The plan envisions close links between the commercial and residential uses of the CHTD that reinforces the ties between the economy and residential community of the area.

To strengthen the economic development of the District, the **commercial element** of the urban design concept suggests major commercial development along Martin Luther King, Jr. Boulevard, the important and historic commercial backbone and transit corridor of the CHTD. The plan suggests the development of the intersection at Martin Luther King, Jr. Boulevard and 15<sup>th</sup> Street as the main gateway and commercial hub for the District. The concept plan facilitates development that is conducive to the establishment of a variety of cultural, dining, and entertainment businesses and activities, and addresses the critical food, retail, and banking needs of the community. It envisions new development around existing historical and important structures and the retention of existing businesses while attracting new enterprises. The plan emphasizes human scale and the maintenance and reinforcement of the unique identity and character of the Glenwood neighborhood.

The urban design concept plan addresses **housing** in various ways. By recommending sites for new multi-family and medium density residential developments, the concept plan fosters the growth of housing to help reinforce the CHTD as a lively urban area. The concept plan encourages the development of a variety of housing types, prices, and rents to cater to the housing

needs of professionals, artists, low-income, and special-needs populations who currently reside in the CHTD area or wish to move there. The recommendations in the plan include mixed-use areas where housing can be created above businesses in the cottage commercial category. The plan also calls for the preservation and rehabilitation of existing housing stock. Importantly, the plan emphasizes historic preservation and the retention of the character of the original neighborhoods in the District.

**Culture and entertainment** are a critical component of the concept plan. The proposed concepts of the A.D. Harris Learning Village, the Museum Complex, and the Grocery Store/Retail Complex aim to establish a core of cultural and entertainment activities in the CHTD. The concept plan encourages the number and diversity of arts, cultural, and entertainment activities in the form of clusters that attract visitors. The proposed facilities create spaces where arts and culture can take root, artists and craftsmen can live and work, and art can be displayed and purchased. The plan also caters to performance spaces and festivals and events centered around history, culture, and art, as well as creating avenues for entertainment.

The **transportation and transit element** of the urban design concept plan envisions a more diverse transportation system that supports the CHTD community and attracts tourists by linking the District with the City in a more effective manner. For the convenience of motorists, the concept plan proposes increase in parking facilities and ample parking to support new development. Enhanced bike lanes along Martin Luther King, Jr. Boulevard and a more multi modal design for 11<sup>th</sup> Street are recommended to link the CHTD with other attractions and areas such as St. Andrews and Millville in the City and allow residents and visitors to use alternative forms of transportation. The proposed creation of additional bus

or trolley stop in the proposed grocery store complex and improvements to pedestrian facilities such as sidewalks and refuges make walking a safe and pleasant choice for the community. Major points of intersection along Martin Luther King, Jr. Boulevard at 15<sup>th</sup> Street and 11<sup>th</sup> Street are recommended to have pedestrian cross walks in all four directions to improve accessibility to important cultural and entertainment destinations in the District. The plan also recommends appropriate design and buffering to protect residential areas from noise and congestion of through traffic particularly along Macarthur Avenue, Palo Alto Avenue, Hamilton Avenue, and Louisiana Avenue. In all, the CHTD plan caters to automobiles, bicyclists, pedestrians, and mass transit and suggests improved linkages to the rest of the City.

To meet the open space and recreation needs of the CHTD area, the concept plan aims to create a **park and open space system** of facilities within walking distance of each other. The recommended green spaces, plazas, and walking parks tie various cultural and entertainment elements of the District together and lend a sense of place. Importantly, the concept plan proposes to develop a safer District by encouraging greater presence of people, creating higher visibility, and developing safer areas through environmental design.

The concept plan facilitates the enhancement **of social and health services**. Through the expansion of existing facilities at the Martin Luther King, Jr. Recreation Center and the recommendation of new educational and training activities at the reimagined A.D. Harris Learning Village, the plan supports efforts to deliver social services and to create job training and employment in the District.



- ### LEGEND
- ① MAIN STREET - CULTURAL CORRIDOR
  - ② SIDEWALK AND BIKE LANE ON MAIN
  - ③ SIDEWALK AND BIKE LANE ON BRANCH
  - ④ SIDE OF SIDEWALK BIKEWAY
  - ⑤ SIDE OF SIDEWALK BIKEWAY
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#### A.D. Harris Learning Village Concept

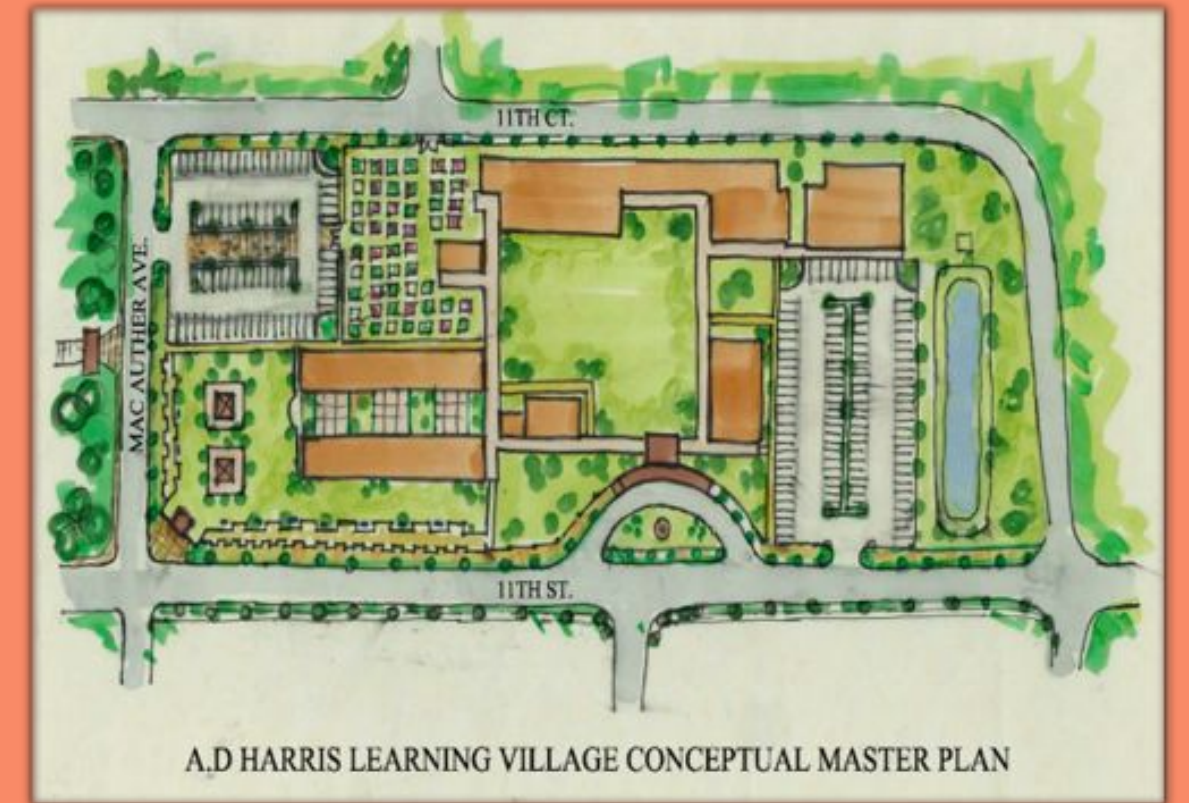
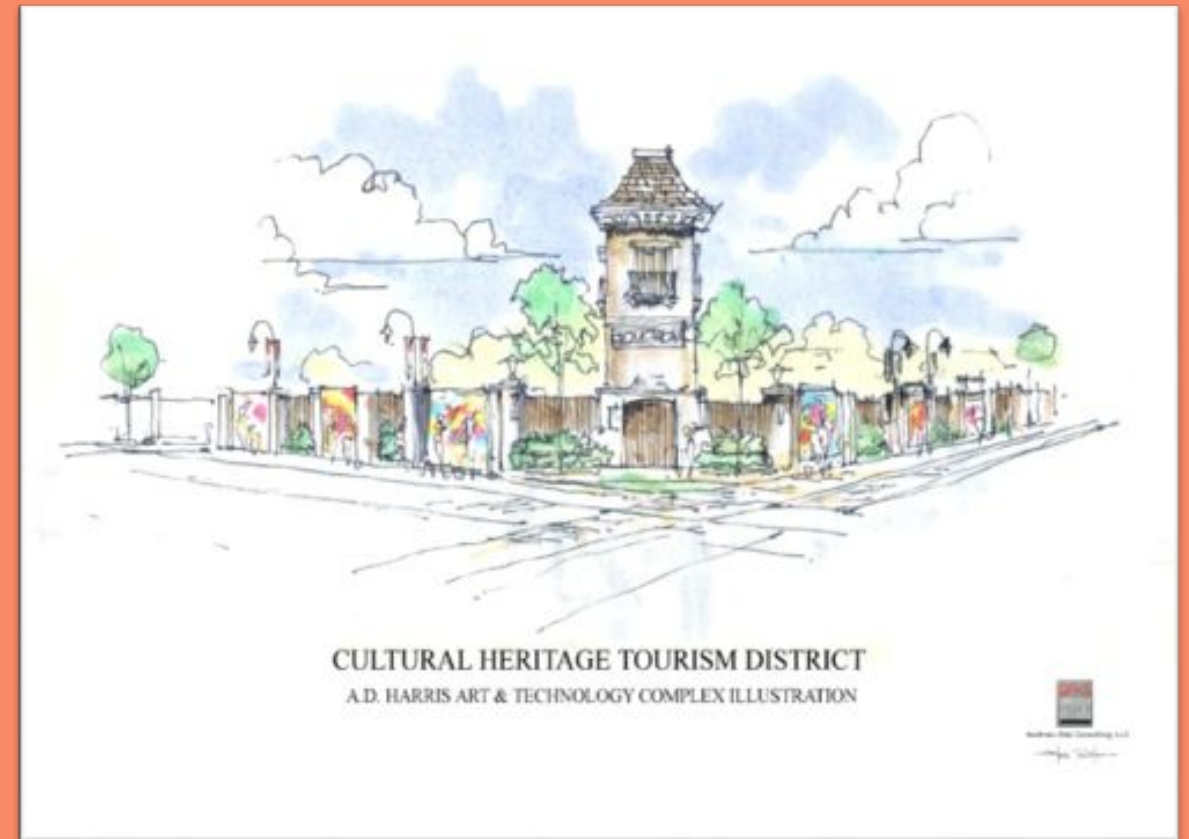
- **Site Stats: 8.2 acres, 7 parcels**
- Envisioned as an expanded cultural and educational center with an outdoor art park
- The A.D Harris Learning Village may have an enclosed courtyard with landscaping and shaded sitting areas
- Both the inner and outer aspects of the courtyard walls can depict Glenwood history and culture as murals painted by local artists and children and be viewed by pedestrians walking along the walls outside and inside
- Sidewalks along the exterior of A.D Harris Learning Village can be widened and well-lit to allow for better viewing of the murals
- The envisioned A.D Harris Learning Village aims to nurture and develop existing community garden as an added activity that encourages interaction among residents and provides fresh produce to local vendors and residents
- The landscaped and improved courtyard can have the ability to hold festivals and events such as Gumbo Git Down, BBQ contest, movie nights, art festivals, etc.

#### Park Adjacent to the A.D Harris Learning Village

- It is proposed that the water retention facility on the corner of Martin Luther King, Jr. Boulevard and 11<sup>th</sup> Street be enhanced to create a walking and sitting park
- The retention pond may be improved with a water feature for aesthetic purposes
- A walking path around the pond may be created
- Covered picnic tables may be added to the facility
- A raised gazebo may be constructed for music and other performances



A.D. Harris Learning Village Cultural Events and Space

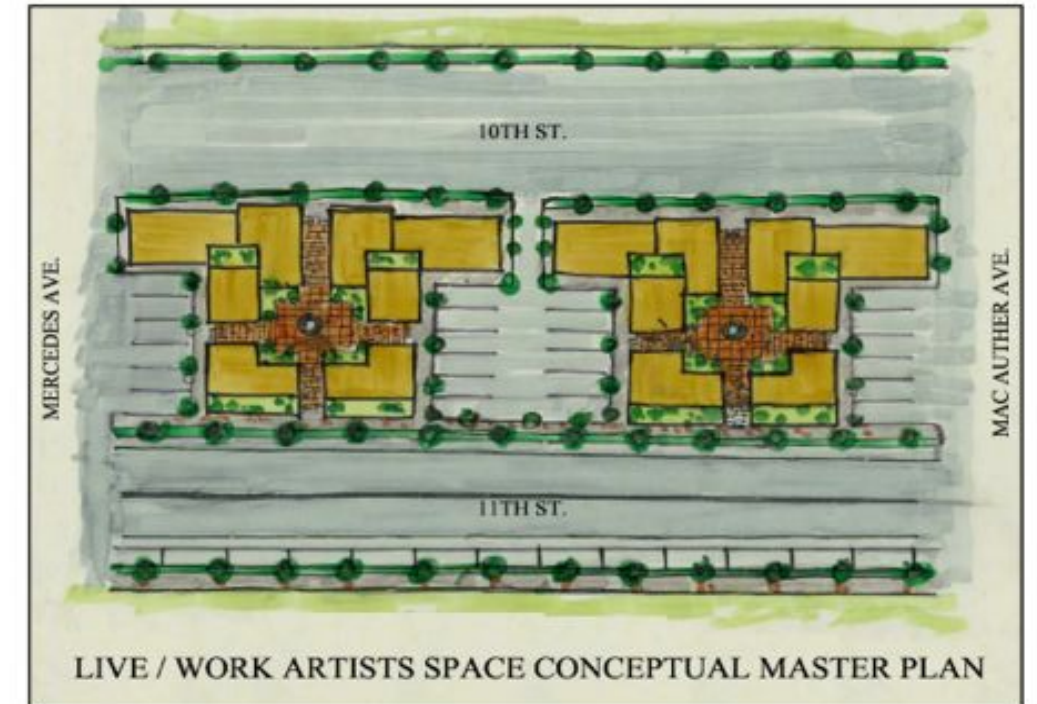


### Live Work Space for Artists Site

- **Site Stats: 2.2 acres, 14 parcels**
- Aims to attract artists to the Glenwood area to further the Cultural Heritage Tourism District vision and build a local artisan base
- Artists' accommodation is recommended to be built in close proximity to the A.D Harris Learning Village and or the proposed Museum complex
- Proposed location is on 11<sup>th</sup> Street with existing and proposed multi-modal road, making the location accessible
- Envisioned building structures are duplexes that allow for gallery, studio, and living spaces on separate floors
- Proposed accommodations can be suitable for young families or single artists
- Built structures can incorporate enclosed common outdoor spaces to be shared among units

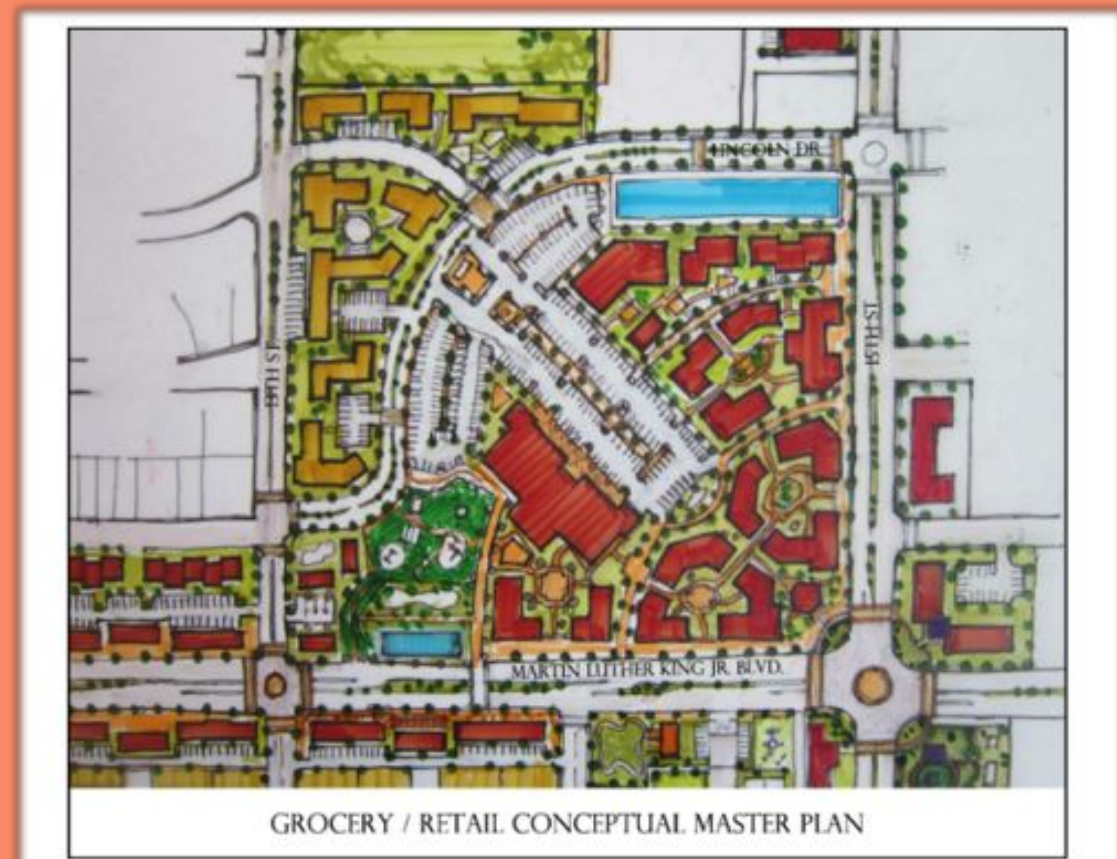
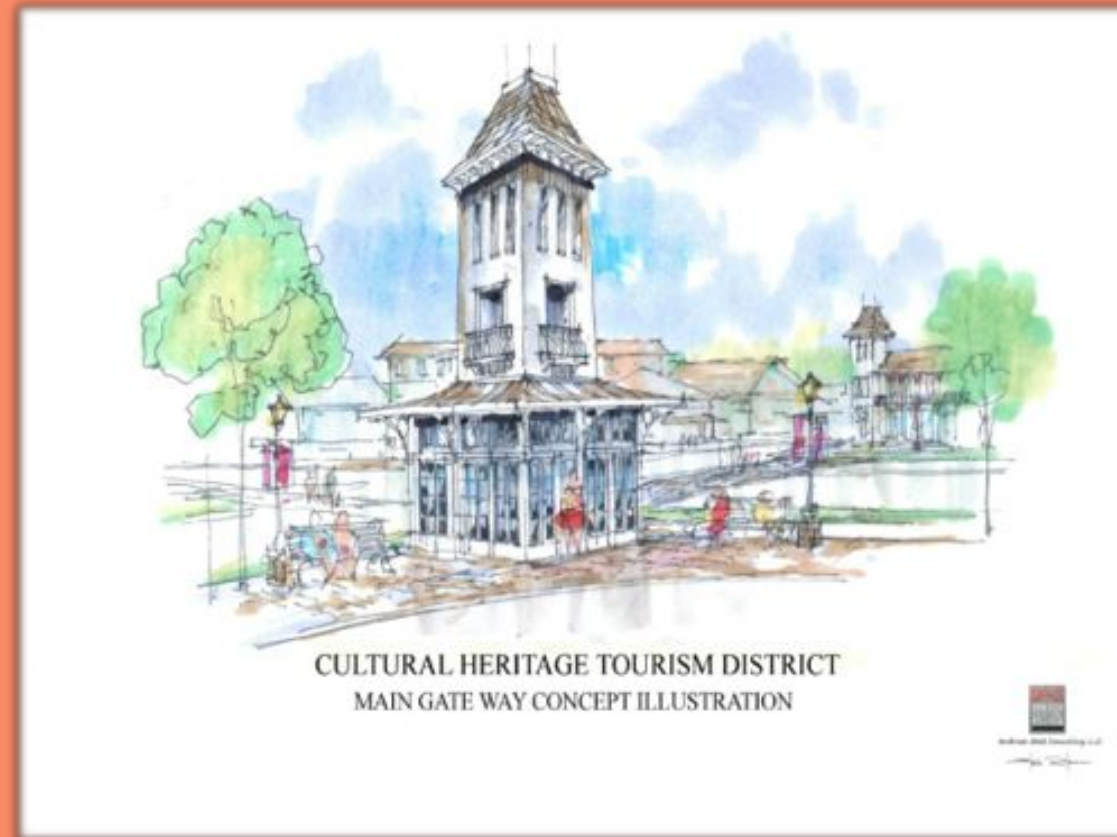


A live/work example with ground floor storefronts and upstairs residences shown to the left



### Grocery Retail Concept

- 17 acres and 58 parcels total, FAR of .75 yields 556,677 ft<sup>2</sup>
- Envisioned as the commercial and retail hub of the District to serve local population as well as attract tourists
- Proposed to address the existing food desert in the area that has a lack of healthy and nutritious foods and a population that has limited access to automobiles, by enabling the development of an urban-format, affordable grocery store
- Aims to create an area where investors can develop other retail and commercial ventures such as casual and fine dining, jazz clubs, coffee shops, stores, and shops to serve the retail needs of the area
- Recommended access to the commercial complex is from Lincoln Street with transit stop
- Parking may be located in the center of the complex in order to be accessible to all businesses and to be utilized for other more intense uses but the complex is to remain at pedestrian scale
- Access from Martin Luther King, Jr. Boulevard and 15<sup>th</sup> Street is recommended to be pedestrian only
- Widening of sidewalks and streets and landscaping of medians surrounding the grocery store complex is suggested
- Pedestrian walkways can connect the grocery store complex to nearby medium-density duplex and triplex housing
- Suggested to be developed as a space where families can relax and shop
- Proposed to be developed in a way that creates a sense of entering the Cultural heritage Tourism District – Main Gateway Concept Illustration
- Joined by the existing Henry J Davis Park



### Main Gateway Concept

- It is recommended that the intersection of Martin Luther King, Jr Boulevard and 15<sup>th</sup> Street be developed as the main gateway into the Cultural Heritage Tourism District
- The surrounding commercial parcels are recommended to be developed for mixed-use and commercial uses
- Corner parcels may have notable structures with well-lit signage to denote entrance into a distinct Cultural Heritage Tourism District
- The main gateway may also have an information kiosk for visitor information and adjoining enclosed green area with water features and amenities to create a welcoming entry way
- Clear signage and landscaping, along with appropriate sidewalk widening and pedestrian crossings at the intersection are suggested to bring the gateway to pedestrian scale



Corner restaurant concept shown above

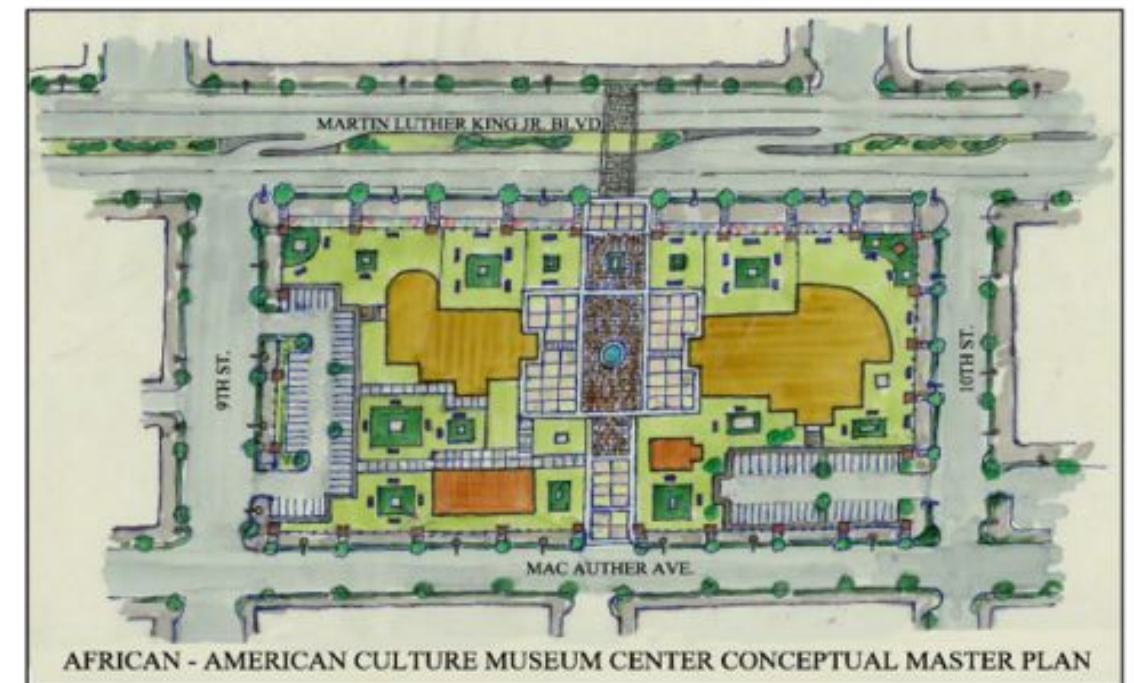


### African American Cultural Center and Museum Concept

- **Site Stats: 4.6 acres and 25 parcels total, FAR of 1.5 yields 280,309 ft<sup>2</sup>**
- The complex may have a central plaza or courtyard with landscaping, water features, and sitting areas
- Parking entrances may be built from side streets rather than Martin Luther King, Jr. Boulevard
- Surrounding streets may be landscaped appropriately to create a sense of place and to serve as buffer between the museum and residential areas
- Proposed museum complex can include existing Glenwood Community Center and Mr. Wilson's Barbershop
- The museum complex may house performing arts theater and venues for plays, musicals, spoken word events, grace competitions, dance performances etc.
- The museum can have exhibition galleries and spaces for local artists and sculptors as well as traveling exhibits
- Classrooms can be created to hold fine art and performing art classes taught by local artists, playwrights, and dancers
- Smaller parts of the grounds can be turned into sculpture gardens with landscaping and sitting area to maximize utility of the complex



Museum courtyard / sculpture garden concept



## Overlay Concept

As stated in the 2008 DTNCRA Plan Update, "high quality urban design standards play an important role in community revitalization. Good urban design is a concerted effort to recognize the positive attributes of the community, to enhance and conserve those attributes, and to improve the living environment where it is less than satisfactory. The CRA should work with the community, utilize a range of approaches aimed at engaging with the citizens, and create detailed Urban Design and Architectural Standards that can help create lively spaces that are safe, accessible, pleasant to use and human in scale. The CRA should adopt such standards through an ordinance as part of its revised Land Development Regulations Code to further ensure consistent development and redevelopment in Downtown North". The Plan Update also carries this concept further with the incorporation of the Visual Preference Survey which was developed over a series of focus groups with residents and community stakeholders. This Survey can form the foundation for the development of specific design and architectural standards.

In 2007, Downtown and Downtown North Design Guidelines were created based on a Visual Preference Survey. For the sub-districts that formulate part of the Downtown North CRA, the guidelines are as follows:

**Sub-District 2** is located within the Downtown North CRA and spans from 7th street north to 12th street and from State and Bell avenues east to Magnolia Avenue. This moderate speed corridor features buildings from the 1940s through 1960s, however most building exteriors have been altered to the point that the original character has been lost. Buildings in this area are typically 1 to 2 story block or brick with flat or hip roofs. New construction in this area shall utilize design elements, materials, and colors that are in harmony with and complimentary to the sub-district. Renovations to existing

buildings shall try to retain historically significant design elements and/or add back historically correct design elements complimentary to the look of the sub-district. This moderate speed sub-district should also be oriented to pedestrian traffic, with wide tree-lined sidewalks to offer an aesthetically pleasing environment.

**Sub-District 3** is located within the Downtown North CRA and is the Martin Luther King, Jr. corridor with wings extending from Louisiana east to McArthur Avenue, from 6th street north to 12th street and the 11th street corridor from Magnolia avenue east to the Watson Bayou. This commercial corridor through Greater Glenwood is typically moderate speed. This historic African American corridor lost many structures, which reflect the community's heritage through the widening of State Highway 77. While some historic buildings remain, this sub-district has the potential to create a link to its past and a unique look to the traffic, attracting interest in the area. This can be accomplished through interest from business owners to enhance the building exteriors and by using well-designed signage. Signage is important to a higher-speed area such as this, but bigger is not always better. This is an area where the façade contributes heavily as "signage". This sub-district is well suited for neighborhood retail and mixed-use development.

**Sub-District 4** located in the Downtown North CRA and spans from 4th street north to 12th street and Magnolia east to the Watson Bayou. This district is the residential area surrounding the Martin Luther King Jr. corridor in the Greater Glenwood district. Many homes are older, built in the 1940s and 1950s. These homes are 1-2 story, clapboard or board and batten style, featuring porches on 1-3 sides. The residential areas should be maintained as such, with any commercial designated property being restored to residential character. Mixed income/mixed-use quality residential development is encouraged and should compliment the look of the sub-district.

(Source: Downtown and Downtown North Design Guidelines 2007)

Furthermore, as part of the Downtown North CRA Plan Update 2009, a visual preference survey was conducted for the residents of the Downtown North Community Redevelopment Area on September 17, 2008. The survey presented varying images of different characteristics that represented five primary land use categories: residential, commercial, community facilities, recreation and open space: passive, recreation and open space: active, and street character. The survey participants were asked to rate each image on a scale from -3 to 3, and to provide additional comments as needed. The results of the survey were compiled, analyzed and summarized below.

### Residential

Six images were presented in the residential category. The most preferred image was Image 1a, which showed a single-family house of Bungalow style. It received a high score of 2.7, along with comments that requested this type of residential development "must be affordable for population which is already there". Image 1c which depicted a duplex of moderate density was the second favorite of the group, also with comments that it should be affordable for existing residents. The least preferred image was Image 1d, which showed a 2-story townhome development of moderate density, and received a low score of -1.4. The comments for this category stressed the need for affordable yet quality residential developments.

### Commercial

Fifteen images were presented in the commercial category. Image 2f, which showed a local restaurant that blended well with the neighborhood, received the highest score of 2.6 from the participants. Image 2e depicting a book store/cafe also received a high score of 2.3, with comments indicating that such development should "blend in with houses". Other preferred types of developments include neighborhood grocery stores, medium-sized grocery stores, chain restaurants, and mixed use developments. Image 2a of a suburban corridor development/strip mall was the least favorite of

the group and received a low score of -0.2. The scores and comments for this category reflect a desire for small to medium-sized commercial establishments that are of neighborhood scale and would serve the needs of local residents.

### **Community Facilities**

Nine images were presented in the community facilities category. The most preferred image was Image 5b, which depicted a band shell/performance venue and received a high score of 2.7. Other types of facilities the participants preferred include business assistance centers, performing/visual art classes, vocational training centers, community gardens, and artist studios/galleries. Although Image 5d of a tool library was the least preferred of the group, it should be noted that the image still scored a relatively high score of 0.9.

Overall, the images of the community facilities all received relatively high scores, which reflect a high demand for such facilities by the local residents.

### **Recreation and Open Space: Passive**

Six images were presented in this category, which all received very high scores. The most preferred image was Image 6a of a neighborhood park with shade trees and pavilions. Trails, bike paths, picnic facilities, fishing boardwalks were all highly preferred by the participants. The least preferred image was Image 6b of a linear park, however, it still scored a high point of 2.5.

The high scores of the images in this category revealed a strong desire of the local residents for various recreation and open space opportunities.

### **Recreation and Open Space: Active**

Six images were presented in this category. The most preferred image was Image 7f of a multipurpose playground. Other preferred types of recreational facilities include basketball courts, swimming pools, and tennis courts. Although scored the lowest among the

group, Image 7d of a soccer field still received a relatively high score of 1.7.

Overall, the images of this category all received relatively high scores, which revealed a high demand for active recreational facilities by the local residents.

### **Street Character**

Six images were presented in this category. The most preferred image was Image 8f, which depicted a well-landscaped urban plaza with seating, a fountain and other amenities as a connector of the street network. The participants also preferred image 8e showing a narrow sidewalk with planting strip between the curb and the sidewalk. The least favorite of the group is Image 8a, which showed a four-lane road way with a turning lane and little landscaping. This image scored a negative 1.3. Generally the participants expressed desire for streets with pedestrian friendly features, such as shade trees, landscaping, wide sidewalk and other pedestrian amenities.

Source: Panama City Downtown North CRA Plan Update 2009

It is recognized that existing land development regulations may not yield the desired development pattern for the CHTD (see following review of existing zoning regulations). It is also recognized that it will be necessary to incentivize, through regulatory relief, the redevelopment of the District. The main concept behind the creation of the overlay district is to provide for incentivized, concept driven development and redevelopment within the District.

A cultural overlay district is a type of geographic designation within the Comprehensive Plan and Land Development Code that offers incentives and imposes regulation intended to support and encourage the retention of existing neighborhoods and the development/redevelopment of new places for arts and culture activities including supporting ancillary

commercial and residential uses. As such, the overlay standards may contain provisions for:

- Shared or joint parking
- Bike / ped facilities
- Building design or architectural standards
- Site design standards
- Incentives such as density bonuses or regional stormwater alternatives, landscaping alternatives and shared parking or flexible parking standards.
- Incorporation of signage design standards
- Landscaping requirements

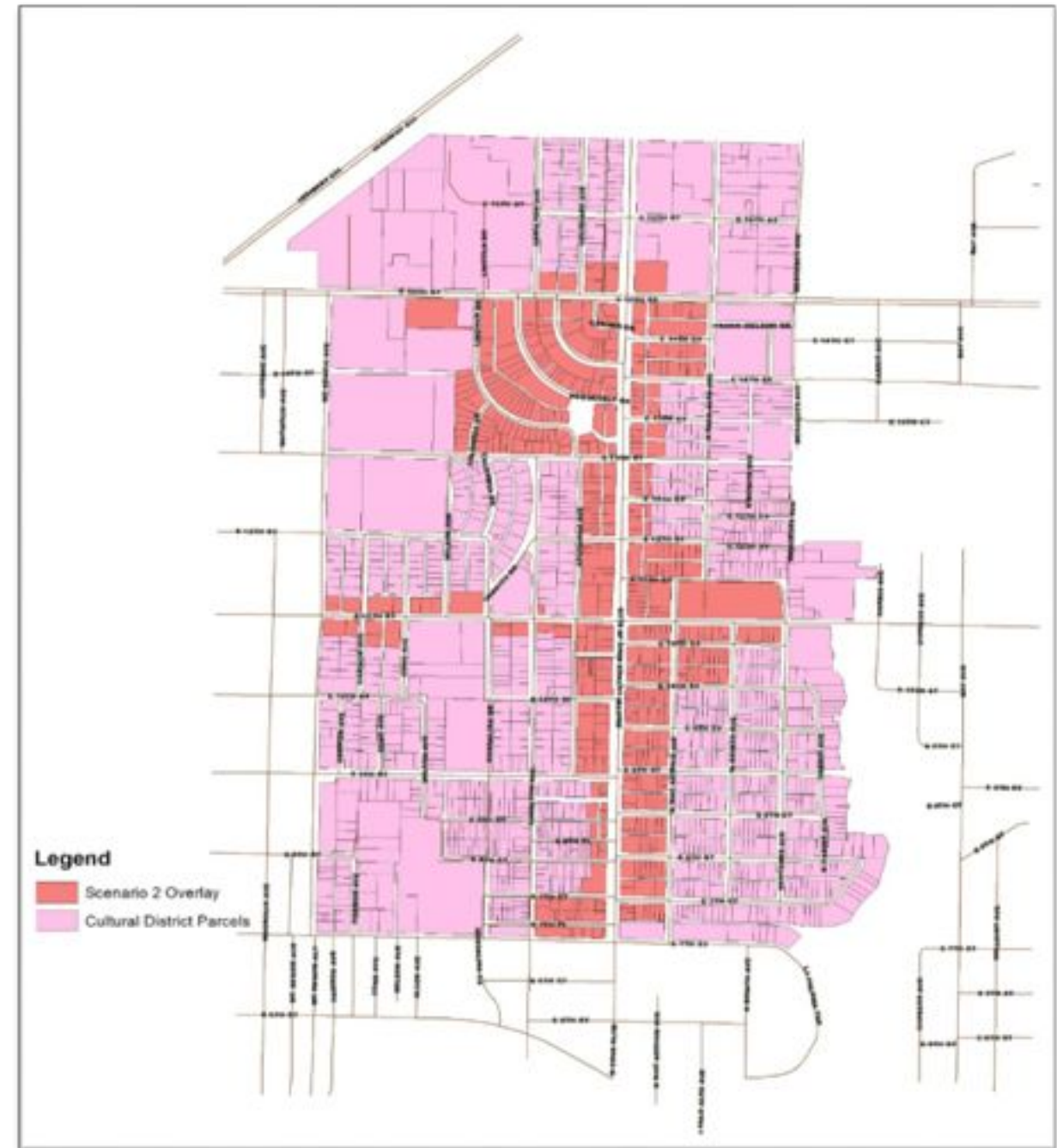
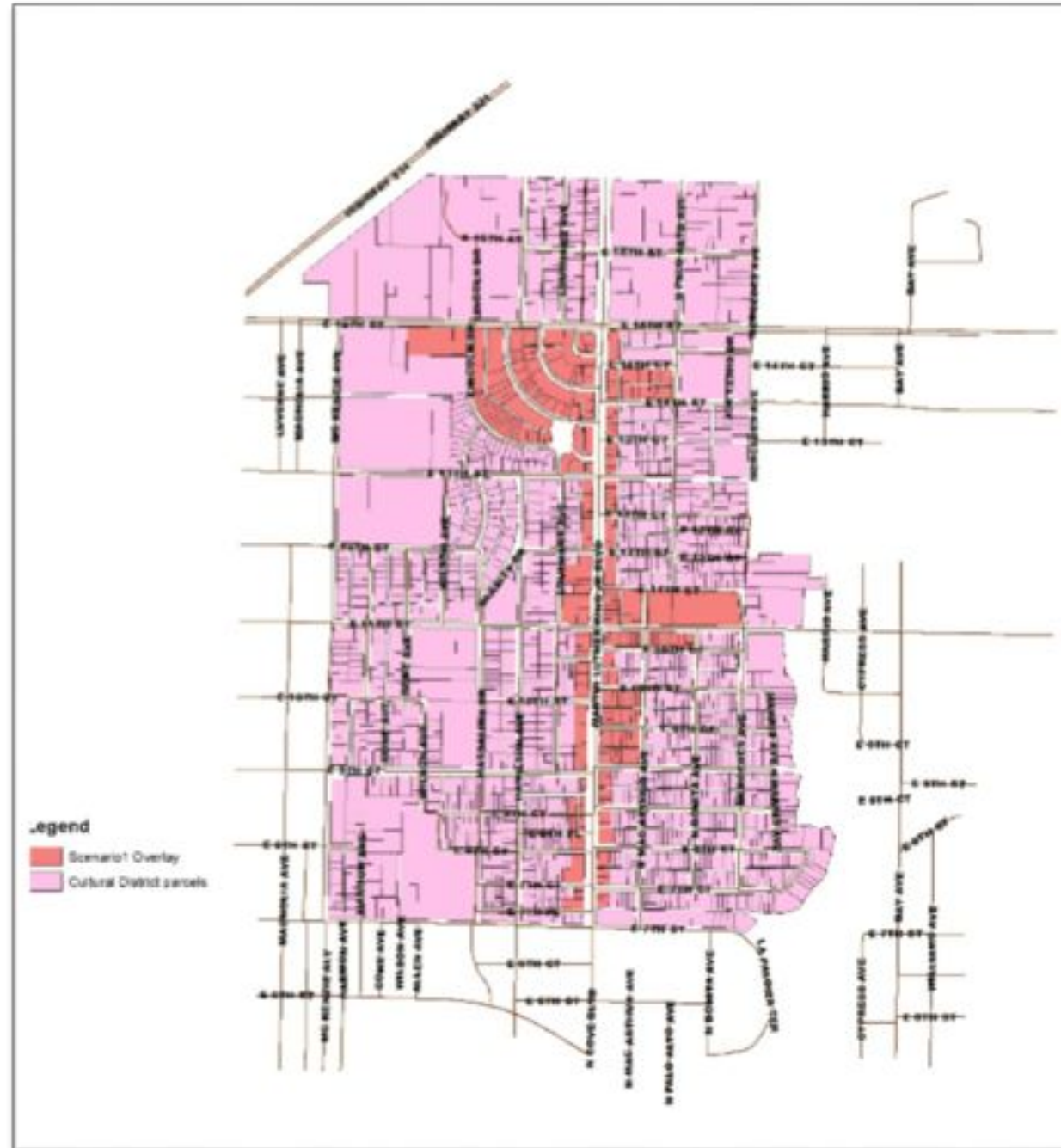
The following section identifies some of the issues with the currently adopted land development regulations that could be alleviated through the adoption of the Overlay. However, a more thorough review of the currently adopted land development regulations and zoning districts is beyond the scope of this Plan and should be undertaken at the point of overlay and design standard drafting.

Maps 3 and 4 show the proposed parcels to be included within the CHTD Overlay for both Scenarios 1 and 2. .

Importantly, design standards and other CHTD Overlay requirements can be specifically linked to the urban design concepts presented in the previous section, should this pattern of development be deemed desirable.

In order to accomplish a set of urban design and architectural standards that are specifically unique to the CHTD, this Plan recommends the adoption of a CHTD Overlay.

Maps 3 and 4: Overlay Areas for Scenario 1 and 2



## Review of Currently Adopted Zoning Districts

A review of the City's current zoning districts has been conducted and the results of this review are summarized below. The currently adopted City of Panama City Land Development Regulations contain provisions for zoning districts, landscaping and off-street parking, regionalized stormwater facilities, home occupations, and CRA review of proposed developments – all of which are applicable to the District concept. The scenario 2 overlay area (which encompasses the scenario 1 overlay area) contains the following zoning districts: General Commercial -2 (GC-2), Mixed Use 1 and 2 (MU-1,2), Residential-1, Recreation, and Public / Institutional.

Section 104-29 provides for the Urban Residential -1 (UR-1) zoning district. This District allows medium to high density residential development as well as ancillary neighborhood commercial land uses. This is similar in concept to the Cottage Commercial or Transitional Commercial land use category proposed under Land Use Scenario 2, however, the minimum lot size requirement, impervious surface ratio, maximum floor area ratio, and other requirements may be problematic in addition to the 20,000 square foot maximum for neighborhood scale commercial uses. For similar reasons, Urban Residential -2 (UR-2) and Urban Residential -3 (UR-3) found in subsequent sections of the City's Land Development regulations are also not recommended.

Section 104-32 through 104-34 of the City's Land Development Regulations contain provisions for the City's Mixed Use zoning districts, Mixed Use 1, 2 and 3 (MU-1,2,3). While these zoning districts are similar in concept to the district commercial land use category proposed on Land Use Scenario 1 and 2, the minimum lot size requirements, impervious surface ratio, maximum floor area ratio, and other requirements may be problematic.

Sections 104-36 and 104-37 of the City's Land Development Regulations contain provisions for the City's General Commercial -1 and General Commercial - 2 (CG- and GC-2) zoning districts. These zoning districts allow for intensive commercial activity including retail sales and services, wholesale sales, shopping centers, professional offices and services and other similar land uses. The major difference between the two commercial zoning districts currently adopted by the City is the intensity of uses allowed, with CG-1 being the less intensive or neighborhood oriented category. For the large commercial node proposed on both District land use scenarios, GC-2 would most likely be appropriate under the modifications of the proposed overlay. It is not anticipated that either of these commercial zoning districts would accommodate the development scenario envisioned for the Martin Luther King Jr. Boulevard corridor or the 11<sup>th</sup> Street commercial corridor.

It is anticipated that a combination of re-zoning properties and the adoption of an overlay would be necessary to accomplish either of the land use scenarios and the urban design concepts included herein.

### Consistency with Downtown North CRA Plan Update

#### Land Use Element

The land use scenarios presented in this Plan represent a further refinement of the concepts presented by the IBI Group and Wendy Grey Land Use Planning in the Panama City Downtown North CRA Plan Update. The land use concepts presented herein are more specific and tailored to the CHTD concepts of providing space for arts and cultural related activities and ancillary development, but are consistent with and implement the overall land use concept plan presented in the Downtown North CRA Plan. The key land use concepts presented in the Downtown North CRA Plan of course are inclusive of the larger Downtown North CRA boundary

while this Plan is specific to the Cultural Heritage Tourism District Concept. Main concepts carried forward by this Plan include:

- Martin Luther King Jr. Boulevard corridor – the historic center of commerce for the African American community in Panama City. The CHTD Plan concept is to restore this legacy along with the business vitality of the corridor.
- Node of Martin Luther King Jr. Boulevard and 15<sup>th</sup> Street. The CHTD Plan concept is to serve as a gateway to the Downtown North redevelopment area, as well being an appropriate location to introduce neighborhood commercial uses that are highly demanded by residents such as a grocery store, pharmacy, bank and restaurants. The Economic Analysis Report prepared by IBI Group suggests that the demographic and market condition of the redevelopment area may not support a large format grocery store, however, a smaller store may be feasible (33,000 sq ft).
- Bay Medical Center – major employer in the region and visitors may lack access to nearby retail, restaurants, and accommodations. Demand has also been identified for potential workforce housing in close proximity to the hospital.
- Preservation of the single family nature of the existing neighborhoods. The CHTD plan contains provisions for the preservation and revitalization of the Glenwood Community. The preservation of this area as the residential base of the District is paramount.
- Introduction of multi-family housing opportunities. The CHTD land use scenarios include potential multi-family residential sites. These sites represent opportunities to provide a range of housing types and price ranges as well

as increase the overall density of the supporting residential base in the District.

- Creation of a mixed use Downtown North Town Center in the vicinity of Martin Luther King Jr. Boulevard and 11<sup>th</sup> Street. The CHTD land use scenarios include this intersection as a major cultural hub, building on existing assets.
- Martin Luther King Jr. Boulevard Streetscape Improvements. In order for the CHTD concept to be fully realized, this Plan supports the streetscape improvement recommended in the DTNCRA Plan Update. Improving multi-modal opportunities and creating a safer pedestrian environment are critical to the concepts of this Plan.
- Flex space commercial buildings on the frontage of industrial parcels abutting major roadways. While flex space is not specifically addressed in the CHTD Plan, this concept is not inconsistent with the land use scenarios presented herein.
- Provide linkages between neighborhoods utilizing the existing and proposed system of trails, sidewalks, alleyways, and bicycle routes. The CHTD land use scenarios provide a further refinement of this concept with the development of the multi modal concept plans, the designation of 11<sup>th</sup> Street as a major connector between the District, Downtown, and St. Andrews, and the development of the District Walking Tour.

### **Housing Element**

The CHTD land use scenarios contained herein support the concepts of the CRA Plan Update Housing Element. Primarily with the identification of multi-family and higher density development sites in order to address the needs presented in the Economic and Real Estate Market Analysis. The needs included the development for an affordable diverse mix of housing types. In addition, the CHTD land use scenarios include live/work space for artists in keeping with the mail cultural and arts based objectives of the CHTD.

Artists' annual earnings are frequently well below the national median income, and are often not distributed in regular paycheck form. Thus, rent increases for housing and for work spaces are often difficult for artists to absorb. The existing housing found within the Glenwood Community are part of the intrinsic character and culture of this neighborhood. Their age and condition makes them, mostly, within the range of affordability for artists. However, the concepts presented in this Plan provide for a wide range of new housing types including live/work space for artists.

### **Recreation and Open Space Element**

The DTN Plan calls for upgrade and expansion of the existing open space and recreational system, through improvements to current facilities such as Martin Luther King Jr. Recreational Center and Henry Davis Park, the restoration of Watson Bayou and introduction of passive water based activities, and the construction of a linear park and multi-use trail system along Martin Luther King Boulevard that will effectively connect the recreational facilities and amenities. The Plan also recommends the development of infill or pocket parks on vacant properties where opportunities exist. Specifically, the following recommendations are included within the CRA Plan Update:

- Expand and upgrade existing facilities at the Martin Luther King Recreation Center to introduce new activities and uses
- Design a pedestrian / bicycle trail along MLK Blvd and Business Highway 98 connecting the neighborhoods to Watson Bayou and the St. Andrews Bay
- Pursue restoration of Watson Bayou and examine the feasibility of introducing water front activities, where possible
- Locate a community park/sports complex with a swimming pool at an appropriate location
- Work with the School Board and the churches to form joint use agreements that serve the area's recreational needs
- Coordinate youth programs to encourage community participation in neighborhood activities
- Ensure that adequate natural areas are protected, restored and enhanced
- Incorporate recreational activities such as canoeing, kayaking, and fishing along the bayou, if feasible
- Preserve existing tree canopies
- Seek opportunities to develop vacant properties into pocket parks where possible
- Develop a land acquisition strategy to seek partnerships to assemble land along MLK Jr. Blvd
- Initiate discussions with the faith based organizations located within the area to utilize their facilities and premises for additional recreation and cultural facilities
- Accommodate special events (community picnics, nature study tours, concerts, inter-neighborhood sports events) at the area's recreational facilities and parks to develop a sense of pride in the community and to help

The CHTD Plan is consistent with these main recommendations with the exclusion of the following two recommendations:

- Infill or pocket parks should only be considered in areas of high visibility and can be carefully situated to avoid creating unsafe areas of concern.
- Unfortunately a multi-use trail system along Martin Luther King Jr. Boulevard works in direct opposition to increasing commercial depth and expanding commercial opportunities within the CHTD. Alternatively this plan, recommends a pedestrian way with pedestrian scale urban design as an alternative.

The CHTD includes the Martin Luther King Jr. Recreation Center, the Glenwood Community Center, and Henry A. Davis Park. For the purposes of this Plan it is important to think about how parks and recreational facilities can either be enhanced or be provided in such a way as to further District economic activity based on arts, culture and history. Along those lines, the land use scenarios contained herein, depict and expanded Martin Luther King Jr. Recreation Center, and Henry A. Davis Park in order to provide for enhanced and or expanded recreational activities as well as additional space for cultural district related events.

### **Neighborhood Character and Identity Element**

According to the DTN Plan Update, the “Glenwood Community experienced significant growth in population closely related to the area's intensification in the industries of turpentine, fishing, sawmill, stevedoring, and tourism. In the next two decades. The 1930's and 1940's, the area witnessed an increase in the entrepreneurial ventures that served the needs of local residents. The 1950's and 1960's, characterized by the Civil Rights Movement in the entire nation, also witnessed the rise of the civic movement in the community....to capitalize on such a rich cultural heritage which provides the redevelopment of the area a unique advantage over other communities in the region, the plan proposes to

establish a cultural district along Martin Luther King, Jr. Boulevard, the historic center of commerce for the African American community in Panama City, between 15<sup>th</sup> Street and 11<sup>th</sup> Street. The Cultural District will restore that historical legacy, and serve to create a sense of place and nurture civic pride in the community effectively. ...As an integral part of creating a strong sense of community identity, the Plan recommends strategies to strengthen the role of the arts in support of its overall economic development efforts.” Specific recommendations are as follows:

- Encourage public art in the DTNCRA
- The formation of an arts committee inviting people from various arts organizations in the City
- Continue the enhancement of the areas infrastructure and amenities, such as the upgrade to Henry Davis Park
- Work with residents, the African American Cultural Center, and property owners to introduce activities that promote the area's rich heritage
- Institute programs that involve youth with housing renovations and construction
- Expand and upgrade the recreational facilities
- Construct gateway features and directional signage

The CHTD Plan is the first step in implementation of the Cultural District recommended in this section of the DTN Plan Update. While the District is somewhat expanded than the original recommendation, the Concept is furthered by this Plan. Space has been identified in order to bring history, arts and culture to the forefront of the community's identity. Space for public art has been identified as well as expanded recreational opportunities. Gateways and signage are also a critical component of the CHTD Plan.

### **Community Facilities and Amenities Element**

Primarily, the DTN Plan update identifies a Neighborhood Town Center at the intersection of 11 Street and Martin

Luther King Jr. Boulevard. This neighborhood town center was intended to be built upon the existing Glenwood Community Center and introduce new facilities, programs and services. The town center was slated for such uses as a civic plaza and amphitheater providing a community gathering place to accommodate special events, such as outdoor festivals and art shows etc.

The CHTD Plan is consistent with the concept and identifies this same intersection as the cultural hub for the District. In this Plan concept, the A.D. Harris Learning Village, and the Martin Luther King Jr. Boulevard corridor work in conjunction with the Glenwood Community Center site to create a unique opportunity to cluster art and cultural space and uses. Additional ancillary commercial development is anticipated as a secondary phase.

### **Circulation and Connectivity**

The DTN Plan emphasizes pedestrian circulation and safety, multi-use path development, intersection or gateway design elements and streetscaping for the Martin Luther King Jr. Boulevard corridor. Each of these recommendations is consistent with this Plan. In addition, this plan furthers the linkages concept through the recommendation of the 11<sup>th</sup> Street multi use path which would connect to Downtown (including the new Marina) and St. Andrews.

### **Economic Development Element**

This Plan further refines the marketing strategy recommendation included in the DTN Plan. No inconsistencies were identified.



# FEASIBILITY STUDY



## Funding Research

The following section provides basic information on state and federal grant programs that would be appropriate for the development of the District. These grants have been organized in the following areas: community development, arts/culture, parks and recreation, and transportation. Green energy related grants are also provided as well as other grants and programs.

### Community Development

#### Community Development Block Grant Program:

The Community Development Block Grant (CDBG) Program was created by Title I of the Housing and Community Development Act of 1974. The primary statutory objective of the program is to develop viable communities by providing decent housing and a suitable living environment and by expanding economic opportunities, principally for persons of low- and moderate-income. This general objective is achieved by concentrating on activities which benefit low- and moderate-income families. The program can also aid in the prevention or elimination of slums or blight, and under unique circumstances, the State may also use its funds to meet urgent community development needs. A need is considered urgent if it poses a serious and immediate threat to the health or welfare of the community and has arisen in the past 18 months.

The Department of Economic Opportunity manages three CDBG Programs:

1. Florida Small Cities Community Development Block Grant Program
2. Disaster Recovery Initiative
3. Neighborhood Stabilization Program

#### Florida Small Cities CDBG Program:

The Florida Small Cities Community Development Block Grant Program is a competitive grant program that awards funds to eligible cities, counties, towns and villages. There are approximately 249 eligible communities in Florida. To be eligible for the Small Cities CDBG Program, a city must have a population under 50,000, and a county's population must be under 200,000. The Program awards sub-grants in four categories:

- Economic Development
- Neighborhood Revitalization
- Housing Rehabilitation, and
- Commercial Revitalization.

#### Arts/Culture

##### National Endowment for the Arts:

###### Arts Education

- Our Town grant (for creative placemaking) <http://www.nea.gov/grants/apply/OurTown/index.html>
- Art Works (for support to create works of art that provide work to artists)- To support the creation of art that meets the highest standards of excellence, public engagement with diverse and excellent art, lifelong learning in the arts, and the strengthening of communities through the arts. Within these areas, innovative projects are strongly encouraged. Grants generally range from \$10,000 to \$100,000. <http://www.nea.gov/grants/apply/GAP14/ArtsEdAW.html>

###### Folk and traditional Art

- Challenge America Fast-Track: To support projects that extend the reach of the arts to underserved populations. Grants are for \$10,000.

#### Florida Division of Cultural Affairs

General Program Support (GPS): Funding is designed to support the general program activities of an organization that is realizing its stated mission and furthering the state's cultural objectives by:

- Conducting, creating, producing, presenting, staging, or sponsoring cultural exhibits, performances, educational programs, or events or
- Providing professional services as a State Service Organization or Local Arts Agency
- Requests up to \$150,000 depending on the size and type of organization and other factors as outlined in the grant guidelines.

Specific Cultural Project (SCP): This grant is designed to fund a cultural project, program, exhibition, or series taking place within the grant period (July 1 through June 30). Cultural Endowment Program: The purpose of the Cultural Endowment Program is to create an endowment matching funds program that will provide operating resources to participating cultural organizations. \$240,000 state dollars for \$360,000 local match dollars; \$600,000 total dollars invested and interest used for operations.

#### Institute of Museum and Library Services

Museum Grants for African American History and Culture: These programs are intended to enhance institutional capacity and sustainability through professional training, technical assistance, internships, outside expertise, and other tools. Successful proposals will focus on one or more of the following three goals: (1) developing or strengthening knowledge, skills, and other expertise of current staff at African American museums; (2) attracting and retaining professionals with the skills needed to strengthen African American museums; and (3) attracting

new staff to African American museum practice and providing them with the expertise needed to sustain them in the museum field.

Amount: \$5,000-\$150,000 for up to two years.

### **ArtPlace America**

ArtPlace America invites Letters of Inquiry for the Innovation Grants program from initiatives involving arts organizations, artists and designers working in partnership with local and national partners on place-based strategies that can transform communities. The Innovation Grants program is designed to invest in creative placemaking projects that reach for new possibilities and involve a variety of partners who together are committed to increasing the vibrancy and diversity of their communities. ArtPlace America sees its role as providing venture funding in the form of grants—seeding entrepreneurial projects that lead through the arts, already enjoy strong local buy-in, integrate with a community's economic development and community revitalization strategies, and have the potential to attract additional private and public support to the community. We want to learn alongside those doing this groundbreaking work and spread the lessons they are learning to other communities across the U.S. - See more at: <http://www.artplaceamerica.org/loi/#sthash.e2AobT4h.dpuf>

### **National Endowment for the Arts Our Town Program**

Now available on the National Endowment for the Arts website are guidelines and application materials for Our Town, the agency's primary creative placemaking grants program. Now in its fourth year, Our Town has provided \$16 million to support 190 projects in all 50 states and the District of Columbia. These projects are diverse in geographic distribution, number and types of partnerships, artistic discipline, and type of project. Pending availability of funding, grants will range from \$25,000 to \$200,000.

Our Town will invest in creative or innovative projects in which communities, together with arts and/or design organizations and artists, seek to:

- Improve their quality of life;
- Encourage greater creative activity;
- Foster stronger community identity and a sense of place; and
- Revitalize economic development.

Projects may focus on arts engagement activities, cultural planning activities or design activities

### **Florida Humanities Council Grants**

Since 1971, the Florida Humanities Council has awarded more than \$8 million statewide in support of the development and presentation of humanities-rich cultural resources and public programs. These programs and resources help preserve Florida's rich history and heritage, promote civic engagement and community dialogue, and provide opportunities for reflecting on the future of our growing state.

With funding from the National Endowment for the Humanities, FHC grants primarily respond to the needs of local communities, but they often address topics of statewide interest. FHC is particularly interested in projects that are collaborative, attract diverse audiences, encourage active participation from the public, and explore humanities topics and disciplines in interesting and engaging ways. <http://www.flahum.org/Grants/Home>

### **Parks and Recreation**

The Grants Section of the Florida Department of Environmental Protection Office of Financial Management administers grants to local governments through the Florida Recreation Development Assistance

Program (FRDAP) and the Land and Water Conservation Fund (LWCF). These are competitive, reimbursement grant programs which provide financial assistance for acquisition or development of land for public outdoor recreation. Eligible participants include all county governments, municipalities in Florida and other legally constituted local governmental entities, with the responsibility for providing outdoor recreational sites and facilities for the general public. The Florida Recreation Development Assistance Program is a state competitive grant program that provides financial assistance to local governments to develop and/or acquire land for public outdoor recreational purposes the maximum grant request is \$200,000. The Land and Water Conservation Fund (LWCF) is a federal competitive program which provides grants for acquisition or development of land for public outdoor recreation use. The matching ratio is one applicant dollar to one federal dollar for all grant awards (50% / 50%). The maximum grant request is \$200,000. For more program information view the facts about FRDAP and LWCF in the Program information listed below.

### **Contact Information**

Department of Environmental Protection, Division of Recreation and Parks, Office of Financial Management, Mail Station #585, 3900 Commonwealth Boulevard, Tallahassee, FL 32399-3000. For more information, call (850) 245-2501 or email either [mary.ann.lee@dep.state.fl.us](mailto:mary.ann.lee@dep.state.fl.us) or [rita.ventry@dep.state.fl.us](mailto:rita.ventry@dep.state.fl.us)

### **Transportation**

#### **Safe Routes to Schools**

Safe Routes to School (SRTS) programs are sustained efforts by parents, schools, community leaders and local, state, and federal governments to improve the health and well-being of children by enabling and encouraging them to walk and bicycle to school.

In July 2005, Congress passed federal legislation that established a National Safe Routes to School program. The program, which was signed into law in August 2005, dedicated a total of \$612 million towards SRTS from 2005 to 2009. The Federal Highway Administration administered the Safe Routes to School program funds and provided guidance and regulations about SRTS programs. Federal SRTS funds were distributed to states based on student enrollment, with no state receiving less than \$1 million per year. SRTS funds could be used for both infrastructure projects and non-infrastructure activities. The legislation also required each state to have a Safe Routes to School Coordinator to serve as a central point of contact for the state.

In July 2012, Congress passed a transportation bill: Moving Ahead for Progress in the 21st Century (MAP-21). Since October 2012, Safe Routes to School (SRTS) activities have been eligible to compete for funding alongside other programs, including the Transportation Enhancements program and Recreational Trails program, as part of a new program called Transportation Alternatives.

#### **Transportation Alternatives Program**

The Transportation Alternatives Program (TAP) was authorized under Section 1122 of Moving Ahead for Progress in the 21st Century Act (MAP-21) and is codified at 23 U.S.C. sections 213(b), and 101(a)(29). Section 1122 provides for the reservation of funds apportioned to a State under section 104(b) of title 23 to carry out the TAP. The national total reserved for the TAP is equal to 2 percent of the total amount authorized from the Highway Account of the Highway Trust Fund for Federal-aid highways each fiscal year. (23 U.S.C. 213(a)). The TAP provides funding for programs and projects defined as transportation alternatives, including on- and off-road pedestrian and bicycle facilities, infrastructure projects for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail program

projects; safe routes to school projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former Interstate System routes or other divided highways.

Each State's TAP funding is determined by dividing the national total among the States based on each State's proportionate share of FY 2009 Transportation Enhancements funding. Within each State, the amount for TAP is set aside proportionately from the State's National Highway Performance Program (NHPP), Surface Transportation Program (STP), Highway Safety Improvement Program (HSIP), Congestion Mitigation and Air Quality Improvement Program (CMAQ), and Metropolitan Planning apportionments. (23 U.S.C. 213(a))

#### **Recreational Trails Program**

The Moving Ahead for Progress in the 21st Century Act (MAP-21) reauthorized the Recreational Trails Program (RTP) through Federal fiscal years 2013 and 2014 as a set-aside from the new Transportation Alternatives Program. The Recreational Trails Program (RTP) provides funds to the States to develop and maintain recreational trails and trail-related facilities for both non-motorized and motorized recreational trail uses. The RTP is an assistance program of the Department of Transportation's Federal Highway Administration (FHWA). Federal transportation funds benefit recreation including hiking, bicycling, in-line skating, equestrian use, cross-country skiing, snowmobiling, off-road motorcycling, all-terrain vehicle riding, four-wheel driving, or using other off-road motorized vehicles.

The RTP funds are distributed to the States by legislative formula: half of the funds are distributed equally among all States, and half are distributed in proportion to the estimated amount of non-highway recreational fuel use in each State.

The current maximum grant amount for mixed use projects and non-motorized projects is \$75,000. The maximum grant award amount for motorized projects is \$500,000. All grant awards must be matched. In your application you choose either 50:50, 60:40 or 80:20 match. The more match provided, the more points awarded.

Alexandra H Weiss, RTP Administrator  
Office of Greenways & Trails  
Division of Recreation & Parks  
3900 Commonwealth Boulevard MS # 795  
Tallahassee FL 32399-3000  
850-245-2052; Fax 850-245-2082/2083

## State Level Programs and Tax Incentives

### Child Care Executive Partnership

The Child Care Executive Partnership is an innovative, public/private partnership program that helps employers meet the needs of a growing segment of their workforce: working parents.

### Federal Bonding Program

The Federal Bonding Program, sponsored by the U.S. Department of Labor, helps obtain job placement of ex-offenders and other high-risk applicants by issuing Fidelity bonds to businesses that offer jobs to workers in at risk groups. These bonds are business insurance policies that protect the employer in case of any loss of money or property due to employee dishonesty.

The Federal Bonding Program is an incentive program that allows employers to hire with limited liability to their business at-risk job applicants. A Federal Fidelity Bond, supplied by Travelers Insurance Co., is a business insurance policy that insures the employer for theft, forgery, larceny or embezzlement by the bonded employee.

The bond does not cover liability due to poor workmanship, job injuries or work accidents. The Federal Bonding Program does not provide bail bonds or court bonds for the legal system nor contract bonds, performance bonds or license bonds that are sometimes needed for self-employment.

At-risk job applicants are:

Ex-offenders

Recovering substance abusers (alcohol or drugs)

Welfare recipients and other persons having poor financial credit, or who have declared bankruptcy

Economically disadvantaged youth and adults who lack a work history

Individuals dishonorably discharged from the military

Anyone who cannot secure employment without bonding services

Employed workers who need bonding services to avoid layoff or to secure a promotion are also eligible.

All employers are eligible for bonding services. Bonds can be issued as soon as the applicant has a job offer and a scheduled start date.

Bonds are in units of \$5,000 and provide coverage for a six-month period. When the initial bond coverage expires, employers can purchase continued bond coverage from Travelers Insurance Co., if workers demonstrated job honesty under bond coverage provided by the Federal Bonding Program. One unit of bond insurance coverage is usually sufficient to cover most job applicants.

### Business Incentives

Programs and incentives available to Florida's businesses and communities to spur investment and fuel job growth.

The Florida Small Business Development Center Network (FSBDCN) delivers, through certified professionals, consulting, training and information to help businesses succeed and create positive impact for the Florida economy, while providing value for our stakeholders. The FSBDCN serves as the statewide single point of contact for the advancement of an entrepreneurial environment; thus, creating a positive foundation for the development and growth of micro, small and medium enterprises in Florida. The Network's focus on the critical needs of businesses drives its direction and performance expectations. The Florida SBDC program is the most experienced economic development network serving Floridians statewide.

The following programs and incentives are available to Florida's businesses and communities to spur investment and fuel job growth.

### Community Contribution Tax Credit Program

The Community Contribution Tax Credit Program provides a financial incentive (up to 50% tax credit or sales tax refund) to encourage Florida businesses to make donations toward community development and housing projects for low-income persons. The tax credit is easy for a business to receive. Businesses located anywhere in Florida that make donations to approved community development projects may receive a tax credit of up to 50 percent of the value of the donation.

### Florida's Brownfield Area Loan Guarantee Program

Florida's Brownfield Area Loan Guarantee Program is just one of the Brownfield incentives available for developers of Brownfield sites. The limited state loan guaranty applies only to 50 percent of the primary lender's loan for redevelopment projects in Brownfield areas with two exceptions for healthcare facilities or affordable housing provided they meet the requirements.

For additional information on redevelopment in a Brownfield visit the Florida Department of Environmental Protection's website and the Florida Brownfields Association's website.

### Florida New Markets Development Program

The New Markets Development Program was established to encourage capital investment in rural and urban low-income communities. It allows taxpayers to earn credits against specified taxes by investing in qualified community development entities that make qualified low-income community investments in qualified active low-income community businesses to create and retain jobs.

### GrowFL: Florida's Economic Gardening Technical Assistance Program

GrowFL provides strategies, resources and support to second-stage companies for next level growth. By supporting companies with Strategic Research and peer-to-peer CEO Learning, GrowFL helps companies overcome obstacles to growth and leads them towards

prosperity. Based on the philosophy of Economic Gardening – to grow existing businesses in a community, region or state – GrowFL at the University of Central Florida is a critical component to the state's economic development strategy and Florida's entrepreneurial ecosystem.

#### **Minority-Owned Business Assistance**

Florida assists developing and expanding minority-owned business enterprises by evaluating their unmet needs for capital, providing technical assistance and creating partnerships between state and local governments and private enterprises to aid in business development. Find out more about the Black Business Loan Program and other resources available to minority businesses.

#### **Rural and Urban Job Tax Credit Programs**

The Rural and Urban Job Tax Credit Programs offer a job creation incentive for eligible businesses located within one of the 36 designated rural areas or within one of the 13 designated urban areas.

#### **State Small Business Credit Initiative**

The State Small Business Credit Initiative programs include the Florida Capital Access Program, Florida Venture Capital Program and the Small Business Loan Support Program. These programs will provide Florida's small businesses access to debt and venture capital financing that may not otherwise be available.

#### **Work Opportunity Tax Credit (WOTC)**

The Work Opportunity Tax Credit program encourages employers to hire applicants from targeted groups by offering them a federal income tax credit. The WOTC can reduce an employer's federal tax liability up to \$9,600 per new hire, depending on the target group.

#### **Workforce Florida Incentive Program**

In support of our work to help Floridians enter and advance in the workforce while strengthening the state business climate, Workforce Florida offers funding opportunities through grant solicitations, requests for proposals (RFP), and invitations to negotiate (ITN).

Workforce Florida and the state's 24 Regional Workforce Boards are driven by the real-time needs of Florida's businesses. At Workforce Florida, a diverse and engaged Board of Directors made up of business leaders and stakeholders from throughout the state as well as state government leaders collaborates to identify solutions to the state's most pressing workforce issues and to pursue new opportunities that will ensure Florida's future economic strength by providing businesses with a strong supply of world-class talent

#### **Disabilities Access Tax Credits**

Since the Americans with Disabilities Act (ADA) was enacted in 1990, employers have been required to make their workplaces accessible to employees and customers with disabilities. Since the cost of making these accommodations to your business can be costly, the IRS allows businesses to deduct a portion of the cost of property (called Section 179 property) you buy for this purpose. The deductions in this case are really a tax credit for 50% of the allowable amount for eligible expenditures.

Businesses can receive the tax credit for improvements to your business which remove barriers, like making a rest room door wider, and for new or modified equipment or devices to help disabled individuals. You may also be eligible for credit for interpreters (for a hearing-impaired employee, for example) or means of helping a visually-impaired employee see better.

Businesses can take a tax credit for 50 percent of eligible expenditures over \$250 up to \$10,500 a year. So your tax bill can be reduced by up to \$5,000.

The tax credit is available only for businesses with gross receipts of \$1 million or less, or fewer than 30 employees.

You must follow IRS guidelines to receive these tax credits; the IRS checks to see that the credit is not abused. Don't buy anything or do anything expecting to get the tax credit without checking first with your CPA or tax advisor.

#### **Suggested Reading**

- Disabilities at Work
- Employer Responsibilities for ADA
- Accommodating Employees and Applicants

#### *Green Energy Related Grants and Programs*

#### **Green Energy (SBIR and STTR)**

Congress established the Small Business Innovation Research (SBIR) and Small business Technology Transfer (STTR) programs to support scientific excellence and technological innovation through the investment of Federal research funds in critical American priorities to build a strong national economy.

Small Business Innovation Research (SBIR) and Small Business Technology Transfer (STTR) are U.S. Government programs in which federal agencies with large research and development (R&D) budgets set aside a small fraction of their funding for competitions among small businesses only. Small businesses that win awards in these programs keep the rights to any technology developed and are encouraged to commercialize the technology.

For instance, each year, the Department of Energy (DOE) issues Funding Opportunity Announcements (FOA) inviting small businesses to apply for SBIR/STTR grants. These FOA's contain topics in such research areas as:

- Clean Energy
- Fossil, Nuclear and Renewable Energy (energy production and use in buildings, vehicles, and industry) and Electricity Delivery and Reliability
- Basic Science and Engineering
- Fundamental Energy Sciences, including materials, life, environmental, and computational sciences, and Fusion Energy, High Energy and Nuclear Physics

- Nuclear Security
- Environmental Management and Nuclear Nonproliferation

<http://science.energy.gov/sbir/about/>

### **Section 1703 Loan Program**

Section 1703 of Title XVII of the Energy Policy Act of 2005 authorizes the U.S. Department of Energy to support innovative clean energy technologies that are typically unable to obtain conventional private financing due to high technology risks. In addition, the technologies must avoid, reduce, or sequester air pollutants or anthropogenic emissions of greenhouse gases. Technologies considered are: biomass, hydrogen, solar, wind/hydropower, nuclear, advanced fossil energy coal, carbon sequestration practices/technologies, electricity delivery and energy reliability, alternative fuel vehicles, industrial energy efficiency projects, and pollution control equipment. Technologies with more than three implementations that have been active for more than five years are excluded.

From: <http://www.freshfromflorida.com/Divisions-Offices/Energy/Grant-Programs/State-Energy-Program>

### **Shovel Ready Energy Project Grants**

This program leverages Florida's state energy grant initiatives to identify "shovel-ready" projects that can be expeditiously implemented through available SEP funding. The goal is to provide grants for competitively-selected renewable energy and energy efficiency technology projects. The grant program is designed to stimulate capital investment in the state and promote and enhance the statewide utilization of renewable energy technologies.

### **Florida Clean Energy Grants**

The Clean Energy Grant program is providing funding to promote energy efficiency measures and renewable energy deployment for eligible public, not-for-profit, and agricultural entities. The maximum amount for an individual award was \$500,000 with a minimum amount of

\$100,000. The program was subdivided into two categories. Eligible applicants under Category 1 included Florida state and local governments who did not receive a direct allocation of funds from the U.S. DOE for the Energy Efficiency Conservation Block Grant Program, school districts, public universities and colleges, Florida Constitutional Officers, independent special districts, and not-for-profit companies. Existing Florida farms and farm operations were considered eligible applicants under Category 2.

### **Florida Renewable Energy, Efficiency and Conservation Grants (FREEC)**

As a result of action taken by the Florida Energy and Climate Commission on June 30, 2010, \$11,886,988.75 was reprogrammed under the State Energy Program (SEP) in order to fund additional grants to local governments. Local governments receiving reprogrammed dollars were based on the final ranking of the Competitive Grants to Local Governments under the Energy Efficiency and Conservation Block Grant Program and each application was reviewed for SEP eligibility. Applications selected for funding from these reprogrammed dollars are listed below within their respective category.

### **Florida Energy Opportunity Fund - Clean Energy Investment Program**

The Florida Opportunity Fund – Clean Energy Investment Program is a direct investment program created to promote the adoption of energy efficient and renewable energy (EE/RE) products and technologies in Florida. The Fund will increase the availability of capital in Florida through both loan and equity investment instruments, and is designed to help Florida businesses and promote the adoption of commercialized clean energy technology. Fund investments must comport to the State Energy Program statute which requires that funds be used primarily for: (1) facility and equipment improvement with EE/RE products; (2) acquisition or demonstration of renewable energy products; and (3) improvement of existing production, manufacturing, assembly or

distribution processes to reduce consumption or increase the efficient use of energy in such processes. The Office of Energy is working with the Grantee – Florida Opportunity Fund (staffed by Enterprise Florida) – and their contracted investment manager Florida First Partners to administer the program.

### **Enterprise Green Communities Grants**

Enterprise Green Communities provides funding and technical assistance to organizations throughout the country working to transform the way we think about the location, design, construction and rehabilitation of affordable housing so that it provides significant health, economic and environmental benefits to residents and communities.

On a bi-annual basis, Enterprise Green Communities issues competitive funding rounds to request proposals from community housing development organizations (CHDOs) and community development corporations (CDCs) throughout the United States working to deliver and sustain green, healthy, affordable housing and neighborhoods.

<http://www.enterprisecommunity.com/solutions-and-innovation/green-communities/resources/green-communities-grants>

### *Other Credits, Grants and Programs*

#### **New Markets Tax Credits**

Since 2000, NMTC have generated investment in low-income communities across all 50 states, the District of Columbia and Puerto Rico. According to the Treasury Department's Community Development Financial Institutions Fund, to date the program has raised more than \$31 billion in private capital, leveraging about \$8 of private capital for every \$1 of NMTC investment in distressed communities.

The New Markets Tax Credit (NMTC) program stimulates local economies in low-income, distressed communities.

A proven, cost-effective tool, NMTCs support job creation and encourage small businesses to expand. Because of NMTCs, cities gain new tools for economic development, developers enjoy subsidized rates on debt or receive additional tax credit equity and investors fulfill CRA objectives and diversify their investment portfolio with commercial and mixed-use real estate.

Enterprise's NMTC projects have ranged from an elementary school in Portland, Ore., to a domestic violence shelter in Harlem, to a retail shopping center in Cleveland. In each case, our allocation has helped facilitate the completion of a vital local project that otherwise would not have moved forward. Through the program, Enterprise bridges financing gaps and provides a cushion against cash flow obstacles as projects reach stabilized operations. These investments also help cover up-front costs associated with installing energy-efficient, water-saving and other sustainable green-building features through the Enterprise Green Communities NMTC program.

<http://www.enterprisecommunity.com/financing-and-development/new-markets-tax-credits/about-nmtc#sthash.5cew1iaY.dpuf>

#### **Florida Community Loan Fund**

The Florida Community Loan Fund is a state-wide Community Development Financial Institution (CDFI). Established in 1994 as a 501(c)(3), we are a mission-based non-profit organization dedicated to improving low-income communities throughout Florida by delivering flexible financing. The FCLF lending approach focuses on providing various types of financing to meet the needs of non-profit organizations and mission-based for-profit organizations that develop affordable housing, supportive housing, community facilities, and economic development projects. This financing can include loans for new construction, preservation, rehab, acquisition, lines of credit, and/or longer term permanent financing.

#### **Florida Housing Finance Corporation**

##### **Home Investment Partnerships**

The HOME Investment Partnerships Program provides non-amortized, low interest loans to developers for acquisition and/or new construction or rehabilitation of affordable rental housing to low income families. Loans are offered for the financing of first or subordinate mortgages with a simple interest rate of zero percent to nonprofit applicants and 1.5% per annum interest rate to for-profit applicants. Loan terms are generally for 15 years for rehabilitation and 20 years for new construction.

The borrowers of HOME funds are for-profit developers, nonprofit housing providers, Community Housing Development Organizations (CHDOs) or local governments, redevelopment organizations or public housing authorities.

Twenty percent of the HOME-assisted units are occupied by families whose annual incomes do not exceed 50 percent of the median family income for the area; and the balance of HOME-assisted units must be occupied by families whose annual incomes do not exceed 60 percent of the median family income for the area. All HOME loans must comply with 24 CFR, Part 92 and applicable federal requirements, including federal labor standards.

Eligible applicants should apply for funding through the Universal Application Cycle or contact program staff for further information. This program is governed by Rule 67-48 of the Florida Administrative Code

##### **Elderly Housing Community Loan**

Offers up to \$750,000 in loans to make substantial improvements to existing affordable rental housing for the elderly.

##### **Low Income Housing Tax Credits ("Housing Credits")**

Provides nonprofit and for-profit developers with a dollar-for-dollar reduction in federal tax liability in exchange for the development of affordable rental housing.

##### **Multifamily Mortgage Revenue Bonds**

Uses both taxable and tax-exempt bonds to provide below market rate construction loans to nonprofit and for-profit developers of affordable housing.

##### **Predevelopment Loan Program**

Assists affordable housing developers with up to \$750,000 in financing for predevelopment activities associated with the construction of affordable housing, such as rezoning, title searches, impact fees and other requirements.

##### **State Apartment Incentive Loan**

Provides developers with the gap financing needed to obtain full financing of affordable rental housing.

[http://apps.floridahousing.org/StandAlone/FHFC\\_ECM/ContentPage.aspx?PAGE=0171](http://apps.floridahousing.org/StandAlone/FHFC_ECM/ContentPage.aspx?PAGE=0171)

##### **Florida Weatherization Assistance Program (WAP)**

Department of Economic Opportunity (DEO), the State agency that administers WAP grants and training assistance, and provides information for potential clients, including application form and income guidelines. Florida Energy Office, Florida Department of Agriculture and Consumer Services, the State agency responsible for implementing the 2006 Florida Energy Act and coordinating federal energy programs delegated to the state; aims to advance the development of clean energy sources, energy conservation and efficiency.

##### **U.S. Department of Housing and Urban Development (HUD) – Florida**

Administers a number of programs that assist economically challenged households and/or promote energy efficiency and sustainability, including:

Community Service Block Grant, Healthy Homes Initiative, Green Homes & Communities (community planning and development), Sustainable Communities Resource Center Sustainable Housing and Communities.

**Partnership for Sustainable Communities (HUD, DOT, EPA)**

The Partnership of federal agencies periodically offers funding opportunities. When these grants are offered, they will be announced on [www.grants.gov](http://www.grants.gov). In addition, each agency maintains websites to track their own grant announcements. The grants announced on these sites will also be on [www.grants.gov](http://www.grants.gov).

HUD offers funding opportunities to help communities realize their own visions for building more livable, walkable, and environmentally sustainable regions.

DOT offers funding opportunities to support more livable walkable communities.

EPA offers grants to support activities that improve the quality of development and protect human health and the environment.

In addition, EPA maintains a listing of additional funding sources to build sustainable communities. A guide to federal and other national sources is available, as well as a guide to regional, state, and local funding opportunities. The Partnership agencies manage a variety of on-going programs that provide funding and technical assistance to support communities creating vibrant, healthy neighborhoods that provide more housing options, economic opportunities, and efficient transportation while reinforcing existing investments. These funding and technical assistance programs, such as the Community Development Block Grant (CDBG) program and the Congestion Mitigation and Air Quality (CMAQ) program can provide another means of federal resources for states, regions, and local governments.

**GULF ARTS ALLIANCE**

The Gulf Alliance for the Local Arts (GALA) is a non-profit organization dedicated to advancing and supporting the arts and all its forms in a way that promotes education, communication and appreciation throughout Gulf County.

GALA's mission is to inspire the community to recognize and embrace the power of the Arts to enrich our lives, enhance our economic development and add value to our educational programs.

In the spring of 2000, several arts enthusiasts gathered to discuss their desire for more cultural activities in the small rural communities of the Forgotten Coast. Everyone acknowledged the lack of an infrastructure to support arts and culture in our area. There was little communication between arts organizations and related groups either within a town, a county, or between counties. Artists in various disciplines were working throughout the area but often received no recognition. Arts information was usually unavailable or, when available, often haphazardly communicated to the public. It was also agreed that several sub-cultures, unique to the panhandle area, are taken for granted. Leaving the history of these indigenous cultures and their arts unrecorded could become a lost opportunity during the current period of rapid growth and development along the Forgotten Coast.

During the following two years several significant events occurred. An ad hoc group was formed to determine how to increase cultural activities in Gulf County. Residents from Franklin County and Mexico Beach in eastern Bay County joined forces with Gulf in a tri-county effort to support and develop the arts. At that time Suella McMillan representing FALA and ACE of the FL Department of Cultural Affairs offered her assistance. A needs assessment was conducted through a series of public meetings. There was an amazing turnout of over 70 enthusiastic participants. In the winter of 2002 the Gulf Alliance for Local Arts was incorporated as a 501(c)(3) non-profit organization to serve Gulf County, and Mexico Beach, Florida



## Market Development

One of the main intents of the District's creation is to create economic opportunities through the development of a cultural, arts and entertainment niche market. The basic premise is to grow this niche market through retail expansion, recruitment of new businesses and cooperative advertising and promotion. The creation and promotion of this niche could provide economic opportunities for the residents of the District through retail ownership, restaurants ownership, participation in cultural or art related businesses, and participation in other ancillary businesses.

Significant economic strengths have been identified in the baseline conditions section of this report including existing arts, historical, and structural assets. The District is located approximately 14 miles from Panama City Beach, which has a very large tourism base and is one of the most popular vacation destinations in Florida. Over seven million visitors come to Panama City Beach annually with around 90% of these visitors driving. According to data provided by the Panama City Beach Tourism Development Council's summer survey, approximately 44% of summer visitors come from the nearby states of Georgia, Tennessee, and Alabama.

Bay County Tourist Development Council numbers also show the average snowbird stays in the area for about two months, and they typically spend around \$2,000 a person. The typical winter visitor profile to Panama City Beach consists of adults with a typical party size of 2 and an average age of around 54 years old. Slightly more than half of the visitors during the winter where from six states/provenances including Ontario, Florida, Michigan, Georgia, Iowa and Minnesota. (Source Panama City Beach Tourism Development Council, 2013)

In order to capture some of this large tourism base to Panama City Beach as well as more local tourists, the following considerations are important.

### Developing a Common Marketing Scheme:

Organize District assets and businesses under a niche banner so that they can benefit from joint promotional and marketing efforts.

A niche strategy should constantly be evaluated and its economic impact quantified. Positive impacts on the economics of the District should be widely reported and celebrated. This will serve to strengthen the niche.

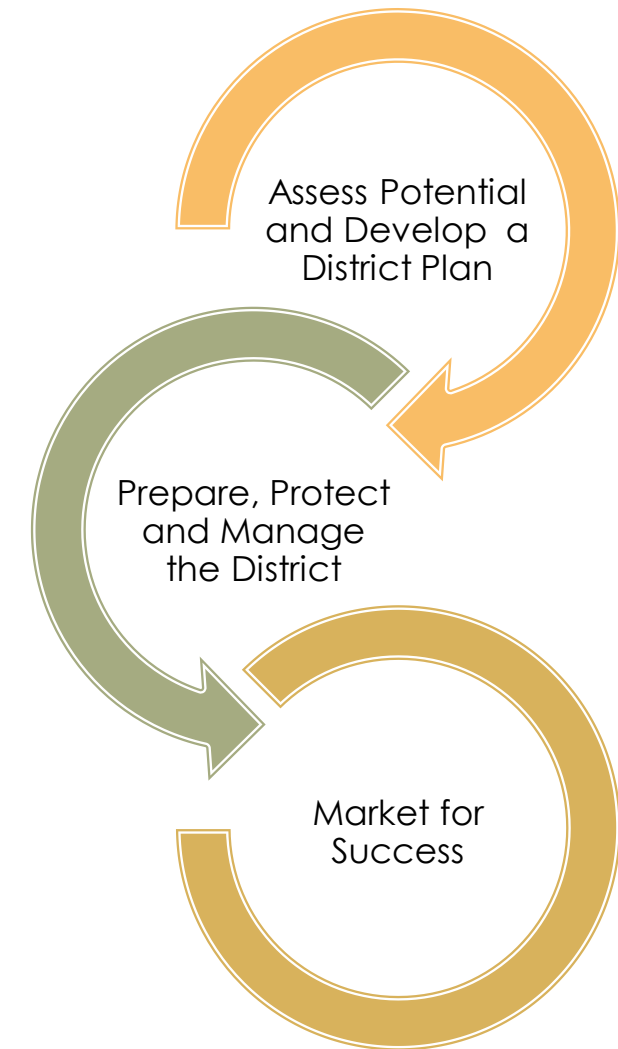
### Cluster Strategy:

Cluster strategies (see land use scenario section) can be used to geographically define where businesses serving the niche should be located. Trying to create a new niche can be more challenging than trying to capture an existing niche. While new niches can be very successful, their development often involves risk and large investments from both the public and private sectors.

Sometimes, having one niche can be a base for developing another one, since the first already draws a certain type of customer. For example, a downtown with a restaurant niche may draw customers that might utilize entertainment or performing arts facilities.

### Cross Marketing

Cross-marketing is a form of marketing where customers of one product or service are targeted with promotion of a related product. It may involve two or more organizations, companies or entities working together to promote a service or product, in a way that benefits both. In terms of marketing the District cross marketing opportunities exists with organizations, businesses and entities that also market Panama City Beach, St. Andrews, downtown Panama City, the Panama City Marina etc.



## Specific Implementation Items

### Master Stormwater Plan / Recreational Development

In order to encourage redevelopment in the area and for the purpose of creating an incentive a stormwater master plan for the District could be undertaken with these two goals. Stormwater master planning refers to the development of a comprehensive plan which could be initiated by the City to identify and characterize the key components that must be implemented to protect the watershed against stormwater related challenges. Planning may be at a small or large landscape scale but would typically be watershed-based. The end result may be a watershed plan, an ordinance, a site design or a stormwater Best Management Practice (BMP) implementation plan. In this particular case, the goals of either providing regional as opposed to site based stormwater BMPs or the provision of community enhancing or amenity based stormwater facilities might be the main focus of such planning effort.

### Shared Parking Guidelines

Shared parking means that a parking facility serves multiple destinations. This requires multiple destinations within walking distance of the same parking facility, and is most effective when those destinations either share patrons, so that people park once and visit multiple destinations, or have different periods when parking demand is highest. Shared parking is usually an intrinsic part of downtown settings where there is public parking because the same parking facility serves many different destinations within walking distance. The development of shared parking facilities and planning for shared parking can be used as a redevelopment incentive alleviating the need for onsite parking facilities in some specifically designated areas. Shared parking can reduce the amount of land needed for parking, creating opportunities for more compact development, more space for pedestrian circulation, or more open space and landscaping.

### Transportation Improvements

As previously discussed in the multi-modal plan section of this Plan, two major roadway facilities are critical to the success of the District concept, these are:

- 1) 11<sup>th</sup> Street (County Maintained), and
- 2) Martin Luther King Jr. Blvd (State Maintained)

Corridor specific planning efforts or design based planning would be required in order for these facilities to truly move towards being safe and well utilized multi-modal roadways. Further, for the urban design master plan concept presented in this Plan to be realized, Martin Luther King Jr. Boulevard would need significant bike/ped and intersection based improvements. The 11<sup>th</sup> Street corridor could potentially be a destination in itself drawing people to a multi-use path that connects three of the City's communities – St. Andrews, the District, and Downtown Panama City. In some cases, trails in themselves have become economic development powerhouses. At a minimum this corridor could be marked as a bicycle way and safety improvements could be made.

Aerial view of 11<sup>th</sup> Street



### Site Assembly

One of the functions of the Redevelopment Agency is site assembly, clearance and relocation and policy

making relative to implementing the Redevelopment Plan. Through site assembly clearance and relocation activities, land can be provided at a price that is an incentive for private redevelopment. The redevelopment agency must also plan and coordinate other revitalization activities with the City and County to ensure that public infrastructure projects address any deficiencies in the provision of service due to a lack of capacity.

This is a vital function in creating new development in the redevelopment area. In the case of Downtown North the principal opportunity for dramatic change lies in new development, in coordination with major infrastructure improvements, business rehabilitation and streetscape improvements. Site assembly can be used for the future purposes of land trades, creating development partnerships. Recent court decisions and legislative actions have eliminated the use of eminent domain (taking of property) for site assembly purposes of redevelopment. Therefore all land acquisition must be through cooperative sales. Source DNTCRA Redevelopment Plan Update.

### Museum / Cultural Center Market Study

A critical component of the District concept is the African American Cultural Center. Should a new and expanded facility be considered, a market study is warranted to determine the uses, exhibits and other facility based improvements that would bring in both local and non-local tourists. This facility would need to be an exciting and fun place that would serve as an anchor draw for the District. It may be that the current museum could be combined with a cultural center approach that has educational, recreational, social, and fitness activities. For instance the Charlotte County Cultural Center contains a theater, The Learning Place - for the Arts, Academics, Dance and Exercise; The Midtown Deli Café - for breakfast and lunch; and unique shopping in the Thrift Shops for pre-loved goods, the Country Store for collectibles etc., and the Gift Shop for hand-made items.

The center also accommodates seminars, banquets, and gatherings of any size in an adjustable 7,200 square foot conference center.

### **District Signage and Demarcation**

The Downtown North CRA has developed signage guidelines that are a user friendly tool to help businesses construct signage that supports the character of Downtown and Downtown North. These sign guidelines along with wayfinding and Cultural Heritage Tourism District gateway signage are important components of creating a sense of place and unique character.

### **Promotion of the District Concept and Citizen Engagement**

In order for the Cultural Heritage Tourism District Concept to be successful, area residents must be engaged and fully supportive of the concept as an idea that transcends individual groups or individuals. Working together to make this vision a reality will require cooperation as well as open channels of communication that will foster support for the District. Along these lines specific recommendations have been included within this plan regarding formalizing citizen coordination/involvement, District leadership and management as well as marketing.

### **Building on the National Trust for Historical Preservations Five Principals**

The National Trust for Historical Preservation has developed five basic principles for cultural heritage tourism that can be further explored in context with the District. These five principals are:

**Collaborate:** Building partnerships to establish local support and to meet the tourism demand for resources that no single organization can supply. Success depends on the active participation of political leaders, business leaders, operators of tourist sites, artists and craftspeople, hotel/motel operators, and many other people and groups. Regional partnerships are also useful to cultural heritage tourism efforts.

**Find the Fit:** While this Plan goes a long way towards finding the fit, programs that succeed have widespread local acceptance and meet recognized local needs. They are also realistic, based on the talents of specific people as well as on specific attractions, accommodations, and sources of support and enthusiasm.

**Make sites and programs come alive:** According to the National Trust for Historic Preservation "The human drama of history is what visitors want to discover, not just names and dates. Interpreting sites is important, and so is making the message creative and exciting." It is important to find ways to engage as many of the visitor's five senses as you can, as the more visitors are involved, the more they will retain.

**Focus on quality and authenticity:** The true story of the authentic contributions previous generations have made to the history and culture is the one that will interest visitors, because that is what distinguishes the area from every other place on earth. It's authenticity that adds real value and appeal. Creating an area that is unique with special charm can attract visitors.

**Preserve and protect:** It is important to protect historical structures but also traditions. Traditions such as turpentine and cultural foods must be preserved and perpetuated. Storytelling for instance can include the story of the people who settled the land.

### **Glenwood Neighborhood Preservation**

The Glenwood neighborhood is a vital component of the District concept. This neighborhood provides the people of the District and is the center of District residential development as the keystone neighborhood. Improving the quality of life in the Glenwood neighborhood is of paramount importance through offering incentive programs, grants, and other safety related programs.

## **PARRAMORE HERITAGE PARK, ORLANDO**

A neighborhood revitalization effort is underway in Orlando, Florida that targets five key areas: housing, public safety, business development, education, and quality of life. The plan entails the building of new housing and commercial space, public outreach initiatives, greater police involvement, streetscape improvements, and other steps to improve the socioeconomic status of the area. Stormwater management features will be incorporated into open space to create recreational opportunities for residents. The character and appearance of each park will be determined by the nature of the surrounding areas. A centralized Parramore Heritage Park will serve a dual purpose as an amenity for local citizens and as a stormwater collection/retention site for future development in the Parramore sub-basin. A proactive approach to stormwater management is intended to encourage redevelopment in the area. Green spaces will also be included within the surrounding neighborhood and will be linked to existing recreational facilities through strategic streetscaping. Sources: City of Orlando, 2005; Hood, no date.



Exterior paint color, improvements to roofs through housing grants, improvement of the exterior walls of the house by using siding, clap boards, window and door trims, adding or improving porches and balconies to the houses for improving the social life of the community and adding or improving residential driveways are all possible considerations.

Quite a bit of work has already been accomplished along these lines.

According to the Downtown North CRA Plan of 1993, the redevelopment of the Downtown North was deemed to be an essential component to the overall revitalization of Panama City. It is recognized that the Greater Glenwood area is of import to Panama City due to its role as the gateway to the downtown for the majority of visitors to the city and, despite deteriorating housing stock, an important source of affordable housing in Panama City. A number of studies and report since then have taken stock of the existing inventory of housing and facilities as well as catalogued the characteristic of the area.

The Greater Glenwood Revitalization Plan (2004) was a joint community-based visioning effort that was initiated by the Downtown North CRA and Downtown Improvement Boards, and the Greater Glenwood Revitalization Steering Committee in 2003. The project intended to engage residents and other Glenwood stakeholders in developing a vision of the future revitalization of the Glenwood community and the Downtown North CRA. The revitalization visioning project, modeled after the Main Street program, funded by the Downtown Improvement Board/ Downtown North CRA, and facilitated by Lucas Communications, Inc. involved more than 300 stakeholders. The plan outlined in detail the goals, objectives, and strategies that were developed for the Greater Glenwood community. The status of the recommendations as of June 2008 is shown on paged 96-100 of the Downtown North CRA Plan Update 2009. Some important on-going initiatives include the following:

Identification, preservation, and restoration of historic buildings

Renovation of existing and increasing the number of new residential housing units in the Greater Glenwood community in order to shape the physical image of Greater Glenwood as a safe, attractive place for families and homeowners.

Creation of mixed-income/mixed-use residential neighborhoods within Greater Glenwood that are safe and attractive.

Identification of potential problem lots and pursuit of owners to have the structures demolished.

Promotion of programs and resources that improve the educational, financial and career opportunities for residents.

Working to establish partnerships with local banks to provide consumer readiness training for homeownership, entrepreneurial and other ventures.

Publicity of job opportunities and training available to Greater Glenwood residents.

Establishment of partnership with Bay County School District to improve educational opportunities for residents.

Promotion of Greater Glenwood Historic District as an African American heritage tourism destination as part of the commercial redevelopment of the district and to increase employment opportunities for the residents.

Development of an annual calendar of events to attract people to Greater Glenwood to live, work and play.

The following photos demonstrate some exterior improvements including porches and paint colors.



## Indicators for Measuring Success – A Comprehensive Model of Research and Measurement

To assist the DTNCRA in measuring and communicating the progress of the Cultural Heritage Tourism District, four key performance indicators have been identified based on available research. It is recognized that the overall intent of the District is to act as a catalyst for broader economic development and to stimulate growth and redevelopment.

Population and employment speak to the general attractiveness of the area to residents, tourists, and local businesses. Property tax base and taxable sales measure tax revenue and return on investment to the public sector. No set of indicators will perfectly capture the quantity, quality, and diversity of the cultural district. If a cultural district successfully implements its guidance plan, these indicators should move in a positive direction.

According to the report titled, "Texas Cultural Districts Program: Indicators for Measuring Success" prepared by TXP, Inc. "Existing cultural districts use a variety of methodologies and metrics to measure the impact of the area. Some communities focus on job creation and capital investment within the cultural district while others conduct economic impact studies that capture the total regional effects. It is common for these studies to offer an annual snapshot of the economic and tax revenue impact, but not trends or changes over time. In addition, not all states require cultural districts to report annual activity using a standardized scorecard or metrics. This makes it difficult to compare districts from different states or programs.

To assist local and state arts stakeholders in measuring and communicating the progress of these zones, the Texas Cultural Trust tasked TXP with identifying readily available datasets that are useful in tracking changes

year over year. The goal was to identify no more than five key performance indicators that apply regardless of location or size. Based on conversations with cultural district representatives, the majority of districts are measuring activity using statistics such as event attendance, spending by nonlocals, and advertising effectiveness.

These indicators speak to the direct impact of cultural district activity and programming, but do not fully capture the spillover effects attributable to the arts. The presence of major arts organizations, for example, serves as a magnet for many smaller arts organizations and individuals, providing scaffolding for the growth of the creative community. In addition to the overall benefits provided to the community, cultural districts stimulate the growth of tourism. Individuals visiting an area rich in the arts are likely to stay longer and spend more money than the area's residents. This in turn supports jobs at local restaurants, shops, and hotels. Because many cultural districts are centered on publicly owned or tax exempt facilities, examining the economic impact of just these organizations does not include the activity at businesses that chose to locate in close proximity.

An issue for selecting cultural district metrics is data availability by geography. Many annual datasets provide information at the city and county level, but not for smaller subzones such as census tracts or blocks. Even when the data is available, another challenge is that cultural district boundaries do not perfectly match census tract or zip code boundaries.

Despite these limitations, TXP identified four datasets that closely match the boundaries of the cultural district, capture the spill over impact, and are available on an annual basis. Population and employment speak to the general attractiveness of the area to residents, tourists, and local businesses. Many of the existing cultural districts are in the urban core or downtown part of the community. The cultural districts are also serving the broader role of economic development driver to

stimulate growth and redevelopment in these areas. Property tax base (from the certified tax roll) and taxable sales measure tax revenue and return on investment to the public sector. If local or state governments are considering funding the district, they should have a good understanding of the tax revenue generated by the area. Lastly, the projected income statement of a cultural district considers the local resources available relative to other communities. Unless local and state governments appropriately fund the Cultural District program, it will be challenging for program managers to achieve the same level of success found in other states. The public sector provided the bulk of funding for the first three years of operations.

No set of indicators will perfectly capture the quantity, quality, and diversity of the cultural districts. If a cultural district successfully implements its strategic plan, these five indicators should move in a positive direction. Local leaders will have to identify and document significant changes or unusual fluctuations that require resetting the baseline values (for example, if a gallery closes for renovation)." These five indicators and a data source are listed below:

- 1) Population: Census Block, US Census Bureau American Community Survey
- 2) Employment: Census Block, US Census Bureau – LEHD Program
- 3) Property Tax Base: Cultural District, Bay County Property Appraisal
- 4) Taxable Sales: Zip Code, Florida Comptroller
- 5) DTNCRA Annual Budget for District

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# MASTER IMPLEMENTATION PLAN

### Short Term

Recommendation 1: Create and designate cultural district with signage and web presence.

Recommendation 2: Allocate a staff position as a cultural district manager.

Recommendation 3: create a 'brand' for the arts and cultural district including a logo.

Recommendation 4: Conduct outreach, and build community awareness and support. Ensure that the District concept is at the forefront of local events.

Recommendation 5: Identify and develop partnerships; align goals and gather mutual support.

Recommendation 6: Hire a consultant or use in house planning staff to re-imagine existing incentives and regulations through Cultural District Overlay creation and adoption (codification).

Recommendation 7: Continue to improve community safety.

Recommendation 8: Continue to improve community aesthetics or appearance.

Recommendation 9: Develop human capital, work with local artists and art organizations to promote the District and understand space and needs requirements.

Recommendation 10: Designate a District oversight board, organization or committee to manage the development of the District Concept. This oversight board could be composed of local businesses such as a Chamber of Commerce, local artists, and local residents or some combination.

Recommendation 11: Create and maintain online marketing based website that promotes all district activities, events and resources.

Recommendation 12: Provide space for local artists to work, teach classes, sell and perform within the District.

Recommendation 13: Assistance with applications for Historical Markers program, assistance with small businesses, education about financial incentives for home renovations and start-up businesses.

Recommendation 14: Designate farmer's market board.

Recommendation 15: Enlist volunteers for tours.

Recommendation 16: Establish partnerships with local non-profits such as habitat for humanity.

Recommendation 17: Develop and adopt a toolbox of financial incentives.

Recommendation 18: Weed and Seed projects (policing, neighborhood watch).

Recommendation 19: Implementation of safety measures (street lights, panic buttons).

Recommendation 20: Work with City Planning to develop incentives and identify urban infill opportunities for the purposes of increasing population densities within the Downtown and Downtown North areas.

Recommendation 21: Actively pursue linking the CRAs together to create one experience for visitors. Linkages should be both administrative and marketing related but also physical.

### Mid Term

Recommendation 1: Aggregate and assemble parcels of land in support of large land use concepts at the museum site, the grocery/recreational site, and at the A.D. Harris Learning Village site.

Recommendation 2: Begin working with local MPO staff, Bay County Traffic Engineering, and City Engineering staff on planning and implementing multi-modal transportation related improvements to the Martin Luther King Jr. Blvd and 11<sup>th</sup> Street Corridors.

Recommendation 3: Maintain City ownership or purchase recreational/park areas.

Recommendation 4: Infrastructure improvements (pavement, lighting, signage, storm water facilities, parking, roadways).

Recommendation 5: Establish cross marketing partnerships with local tourism organizations such as the Panama City Beach Tourism Development Council for the purpose of promoting the District on such site as [www.visitpanamacitybeach.com](http://www.visitpanamacitybeach.com).

### Long Term

Recommendation 1: Develop a multi-modal corridor linking the District, Downtown, and St. Andrews (11<sup>st</sup> Street improvements).

Recommendation 2: Develop the Museum site.

Recommendation 3: Accomplish the conversion of the A.D. Harris Learning Village Learning Village as the primary arts and cultural space for the District.

Recommendation 4: Issue and RFP for a developer for the grocery store site complete with incentive package.

Recommendation 5: Accomplish a regionalized stormwater management plan.

Recommendation 6: Accomplish recreational improvements.