



City of Pensacola

Urban Core Redevelopment Board

Agenda

City of Pensacola
222 W. Main Street
Pensacola, FL 32502

February 11, 2025, 3:30 PM

Whibbs Room, 1st Floor

The meeting can be watched via live stream at cityofpensacola.com/video.

CALL TO ORDER

DETERMINATION OF QUORUM

ADMINISTRATION OF OATH

OLD BUSINESS

NEW BUSINESS

REPORTS AND ANNOUNCEMENTS

1. 25-94 PROJECT UPDATES

Attachments:

- Project Status Report 2.2025*
- UC Program Manager Report 2.2025*
- Equity Development Framework Plan 2025*
- Residential Property Improvement Guidelines*
- Residential Resiliency Program Guidelines - Rev.Approved 9.9.2024*
- Commercial Property Improvement Program Guidelines*
- 2024-combined-income-and-rent-limits-(eff-4-1-2024)*

2. 25-112 REDEVELOPMENT PLAN UPDATE

Attachments:

- CRA Plan 2010 - Volume 1 of 2_201309041627339189*
- CRA Plan 2010 - Volume 2 of 2_201309041628004338*

BOARD MEMBER COMMENTS

OPEN FORUM

ADJOURNMENT

The City of Pensacola adheres to the Americans with Disabilities Act and will make

reasonable accommodations for access to city services, programs, and activities. Please call 850-436-5640 for further information. Requests must be made at least 48 hours in advance of the event in order to allow the city time to provide the requested services.

URBAN CORE REDEVELOPMENT BOARD PROJECT LIST AND IMPLEMENTATION PLAN (FY2025-30)

2/11/2025

PROJECT NAME	CRA DISTRICT	DESCRIPTION	EST. IMPLEMENTATION PERIOD	PROJECT STATUS	PROJECT UPDATES	MANAGER	PRIOR REDEVELOPMENT BOARD ACTIONS
Community Policing	Urban Core	Community policing efforts are on-going. Implementation of community policing strategies within the Urban Core CRA through the City of Pensacola Police Department (PPD)	Thru FY2030	On-going	Community policing efforts are on-going.	Erica Randall, PPD Chief, Hilary Halford, Assistant CRA Division Manager	UCRB recommended inclusion in project list (Added 7/21/20).
West Main Street Corridor Management	Urban Core/ Westside	Corridor Management of West Main street from Clubbs to Barrancas.	Thru FY2027	Design	A public meeting was held on November 19th at the Downtown Public Library to seek feedback on the 30% plans. Public comments were accepted until December 3rd. 60% design plans are expected in early 2025 along with a meeting with City Council. Construction is anticipated to commence early 2026. More information available on City website: https://www.cityofpensacola.com/3567/West-Main-Street-Stormwater-and-Multi-Mo	Brad Hinote, City Engineer; Caitlin Cerame, Transportation Planner	URCB recommended inclusion in project list (Added 7/21/20).
Two Way Conversion MLK/Alcaniz & Davis	Urban Core/ Eastside	Two-way conversion of MLK Blvd/Alcaniz St & Davis Hwy from I-110 interstate to Wright St. Project managed by the Florida Department of Transportation in coordination with the City of Pensacola and Escambia County.	Thru FY2030	Planning	This project is currently ranked #25 on the FL-AL TPO project priorities. It was not funded in the FDOT FY24-28 work program, however, the City has allocated funding towards design in an effort to take advantage of scheduled resurfacing work programmed by FDOT.	Brad Hinote, City Engineer; Caitlin Cerame, Transportation Planner	ERB & UCRB (Added 7/21/20) recommended inclusion in project list.
Residential Property Improvement Program	Urban Core/ Eastside/ Westside	Improvements for residential properties under CRA Residential Property Improvement Program within the City's adopted CRA districts. Program is available for owner occupied, long term rental and vacant homes. More information available on the City website: www.cityofpensacola.com/CRAPrograms	Thru FY2030	On-going	See attached report. Shirley Baylis, Program Manager will provide an update.	Shirley Baylis, CRA Program Manager	ERB, UCRB (Added 7/21/20) & WRB recommended inclusion in project list.

URBAN CORE REDEVELOPMENT BOARD PROJECT LIST AND IMPLEMENTATION PLAN (FY2025-30)

2/11/2025

PROJECT NAME	CRA DISTRICT	DESCRIPTION	EST. IMPLEMENTATI ON PERIOD	PROJECT STATUS	PROJECT UPDATES	MANAGER	PRIOR REDEVELOPMENT BOARD ACTIONS
Residential Resiliency Program	Urban Core/ Eastside/ Westside	Improvements to residential property under CRA Residential Resiliency Program within the City’s designated Urban Core, Westside and Eastside community redevelopment areas to repair storm-damaged structures and secure at-risk property against future hazards caused by natural disasters. Typical improvements include emergency roof repair and replacement, hazardous tree removal and trimming, emergency electrical, plumbing or structural repairs, and mechanical equipment (i.e.) HVAC repairs and, in high flood hazard zones, elevation. Forgivable loan program. More information available on the City website: www.cityofpensacola.com/CRAPrograms	Thru FY2030	On-going	See attached report. Shirley Baylis, Program Manager will provide an update.	Shirley Baylis, CRA Program Manager	ERB, UCRB (Added 12/2/20) & WRB recommended inclusion in project list.
CRA Commercial Property Improvement Program	Urban Core/ Westside	The Commercial Property Improvement Program (CPIP) is designed to support preservation and enhancement of commercial and non-residential buildings, increased building occupancy and reuse, elimination and prevention of blight and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes. More information and target area maps are available on the City website: www.cityofpensacola.com/CRAPrograms	Thru FY2030	On-going	See attached report. Shirley Baylis, Program Manager will provide an update.	Shirley Baylis, CRA Program Manager	UCRB (Added 7/21/20) & WRB recommended inclusion in project list.

URBAN CORE REDEVELOPMENT BOARD PROJECT LIST AND IMPLEMENTATION PLAN (FY2025-30)

2/11/2025

PROJECT NAME	CRA DISTRICT	DESCRIPTION	EST. IMPLEMENTATION PERIOD	PROJECT STATUS	PROJECT UPDATES	MANAGER	PRIOR REDEVELOPMENT BOARD ACTIONS
Affordable Housing Initiatives	Urban Core/ Westside/ Eastside	Affordable housing initiatives within the Urban Core, Westside and Eastside areas as identified in the redevelopment plans and in support of the City's overarching 500 homes in 5 Years Initiative. Projects may include rehabilitation programs and affordable, workforce, mixed use, and mixed income projects and strategies.	Thru FY2030	On-going	Agreement for ARPA funding with CLT approved by City Council on 12/12/25 for the redevelopment of 925 E Jackson Street and 113 North Spring Street, in the Urban Core district, as well as, 2300 W Jackson St, B, and 1491 North E Street (formerly 901 W Blount St) in the Westside district (\$30k each). These sites are earmarked for long term affordable housing in partnership with the CLT. A prospective hire for the Housing & Development Program Manager position has been identified and is anticipated to start February 18th. The CRA is also actively working towards the development of an incentive program for small scale affordable rental housing.	Victoria D'Angelo, CRA Manager; Erica Grancagnolo, Economic Development Director; Meredith Reeves, Housing Director	ERB, UCRB (Added 12/2/20) & WRB recommended inclusion in project list.
"A" Streetscape Revitalization	Urban Core/ Westside	Streetscape and corridor improvements including sidewalk, decorative elements, ADA, curb-cut, lighting, street trees/landscape, crosswalk, and bicycle improvements along "A" Street from Cervantes to Main.	-	Discontinued	Discontinued per CRA action reallocating Urban Core funding to Bruce Beach Phase 2(B) on 8/14/23.	-	UCRB (Added 7/21/20) & WRB recommended inclusion in project list.
"Hashtag" Streetscape / Continuous Waterfront Trail System	Urban Core	Streetscape and corridor improvements along Main Street, Cedar Street, Palafox Street and Jefferson Street. Project anticipated to be completed in phases - Main Street from Baylen Street to Alcaniz Street (Phase 1); Cedar Street from Alcaniz Street to Community Maritime Park (Phase 2); and Palafox Street and Jefferson Street from Intendencia Street to waterfront (Phase 3 - subject to additional funding availability).	Thru FY2030	Phase 1 - Design Complete; Phase 2 - Planning; Phase 3 - Not planned	Design for phase 1 along Main Street from Baylen to Alcaniz is substantially complete. Design for phase 2 along Cedar Street from Alcaniz to Community Maritime Park is planned.	Brad Hinote, City Engineer; Victoria D'Angelo, CRA Division Manager	UCRB recommended inclusion in project list (Added 7/21/20).

URBAN CORE REDEVELOPMENT BOARD PROJECT LIST AND IMPLEMENTATION PLAN (FY2025-30)

2/11/2025

PROJECT NAME	CRA DISTRICT	DESCRIPTION	EST. IMPLEMENTATION PERIOD	PROJECT STATUS	PROJECT UPDATES	MANAGER	PRIOR REDEVELOPMENT BOARD ACTIONS
Hollice T. Williams Urban Greenway & Skate Park	Urban Core/Eastside	Storm water, park (including skate park) and greenway improvements beneath the I-110 interstate overpass along Hayne Street from Wright Street to Jordan Street.	Thru FY2030	Skate Park - Complete; EDFP, Phase I - Complete; Greenway - In Design	In 2024, the CRA engaged Urban Design Associates (UDA) to draft the first phase of an Equity Development Framework Plan (EDFP). This plan provides the park design firm with equity principles to consider as they produce the new design for the park. The EDFP was approved by City Council on November 14, 2024. The City has selected Geosyntec and Michael Van Valkenburgh Associates for redesign of Hollice T. Williams Park. The first park design public engagement event occurred on January 30, 2025 at E.S Cobb Center. The event drew 90 community participants. There will be two more public meetings - one in February and one in March. These dates are TBD. Funding towards the park continues to be sought. The following grants have been secured to date: \$25 million CDBG-DR and \$5 million NRDA grant (first phase of park improvements, including stormwater upgrades). \$1.2 million TA grant (multi-use trail), \$5 million Reconnecting Communities Grant (pedestrian paths, cross walk improvements, multi modal trails between E. Blount and E. Avery St). Rachel Bennett will provide an update.	Brad Hinote, City Engineer; Rachel Bennett, Urban Design Planner	UCRC (Added 7/21/20) & ERB recommended inclusion in project list.
Downtown District Initiatives	Urban Core	As provided in DIB Tentative Work Plan.	Thru FY2025	On-going	On July 15, 2024, the CRA recommended that City Council exempt the DIB from the annual TIF payment. Due to this action, the DIB's annual work plan was withheld pending further action by City Council. City Council is anticipated to consider the request at its February 17th meeting.	Walker Wilson, DIB Executive Director	UCRB recommended inclusion in project list (Added 7/21/20).

URBAN CORE REDEVELOPMENT BOARD PROJECT LIST AND IMPLEMENTATION PLAN (FY2025-30)

2/11/2025

PROJECT NAME	CRA DISTRICT	DESCRIPTION	EST. IMPLEMENTATI ON PERIOD	PROJECT STATUS	PROJECT UPDATES	MANAGER	PRIOR REDEVELOPMENT BOARD ACTIONS
Community Maritime Park Day Marina	Urban Core	Floating day-use marina to be located along southwest segment of Community Maritime Park.	Thru FY2024	Complete	Completed 2023/24.	-	UCRB recommended inclusion in project list (Added 7/21/20).
Sidewalk Improvements	Urban Core	Sidewalk improvements including repairs and connectivity guided by the redevelopment plans and the City's recent sidewalk ADA accessibility study.	Thru FY2030	Planning	Ongoing.	Brad Hinote, City Engineer; Daniel Moak, Engineering Design Manager	UCRB recommended inclusion in project list (Added 7/21/20).
Bruce Beach Park Improvements (Phases 1-4)	Urban Core	Park improvements to Bruce Beach Natural Area guided by the Urban Core Community Redevelopment Plan and the Waterfront Framework Plan developed by SCAPE.	Thru FY2030	Phase 1 & 2 Complete	Phases 1 and 2 are complete. Phase 3, construction of the cultural building, is still being considered for inclusion in the updated redevelopment plans.	Brad Hinote, City Engineer	UCRB recommended inclusion in project list (Added 7/21/20).

**City Of Pensacola Community Redevelopment Agency
Urban Core
Program Status Report
February 2025**

RESIDENTIAL PRE-ELIGIBILITY APPS IN QUEUE:

In Review:18
Approved with inspections pending:3
On hold:1

TOTAL IN QUEUE: 22

RESIDENTIAL PROPERTY IMPROVEMENT PROGRAM (RPIP)

The Residential Property Improvement Program (RPIP) is designed to support the preservation and creation of affordable housing, preservation and enhancement of traditional neighborhood character, blight elimination and prevention, and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes.

Projects invited for full application:.....3
Projects pending inspections:.....3
Projects pending bidding:0
Projects under contract:0

TOTAL PROJECTS IN PROGRESS: 6

TOTAL PROJECTS COMPLETED SINCE 2019: 15

RESILIENCY PROGRAM

The Residential Resiliency Program is designed to support blight removal and prevention by repairing storm-damaged structures or securing at-risk property against future damage caused by natural hazards such as hurricanes and flooding.

Projects invited for full application: 1
Projects pending bidding: 0
Projects under contract: 1

TOTAL PROJECTS IN PROGRESS: 2

TOTAL PROJECTS COMPLETED SINCE 2019: 1

Commercial Property Improvement Program

The Commercial Property Improvement Program is designed to support preservation and enhancement of commercial and non-residential buildings, increased building occupancy and reuse, elimination and prevention of blight and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes. (For full details please see attached program guidelines).

PRE-ELIGIBILITY APPLICATIONS IN QUEUE

In Review:	0
Approved with inspections pending:	0
On hold:.....	0
Projects pending bidding:	0
Projects under contract:	0

TOTAL PROJECTS IN PROGRESS:	0
TOTAL PROJECTS COMPLETED SINCE 2019:	2



EQUITABLE DEVELOPMENT PLAN

HOLLICE T. WILLIAMS STORMWATER PARK

PENSACOLA, FLORIDA | OCT. 25, 2024





Equitable Development Plan

PREPARED FOR
Mayor Reeves
City of Pensacola

FUNDED BY
City of Pensacola

CONSULTANT TEAM
Urban Design Associates | Team Lead
James Lima Planning + Development | Economic Advisers
MonWin Consulting | Engagement and Planning
HDR Architecture | Transportation

FRIENDS OF HOLLICE T. WILLIAMS PARK

Anthony Williams	Tommy Lyter
David Williams	Michelle Macneil
DJ Williams	Joseph Marshall
Gerald Williams	David Mayo
Larry Williams	Melanie Nichols
Sabrina Williams	Allison Patton
Rusty Branch	Jon Shell
Teniade Broughton	Eddie Todd
Carlton Charles	Christian Wagley
Mark Gottschalk	Tia Wallis
George Grace	Tommy White
Kevin Hagen	Tracy White
An Hayward	Jewel Cannada-Wynn
Bart Hudson	Doug Young
Zac Lane	

ACKNOWLEDGMENT



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Overview

As the City of Pensacola invests \$25 million in the first phase of enhancements to make Hollice T. Williams Stormwater Park a 1.3-mile long signature park, equity is a priority.

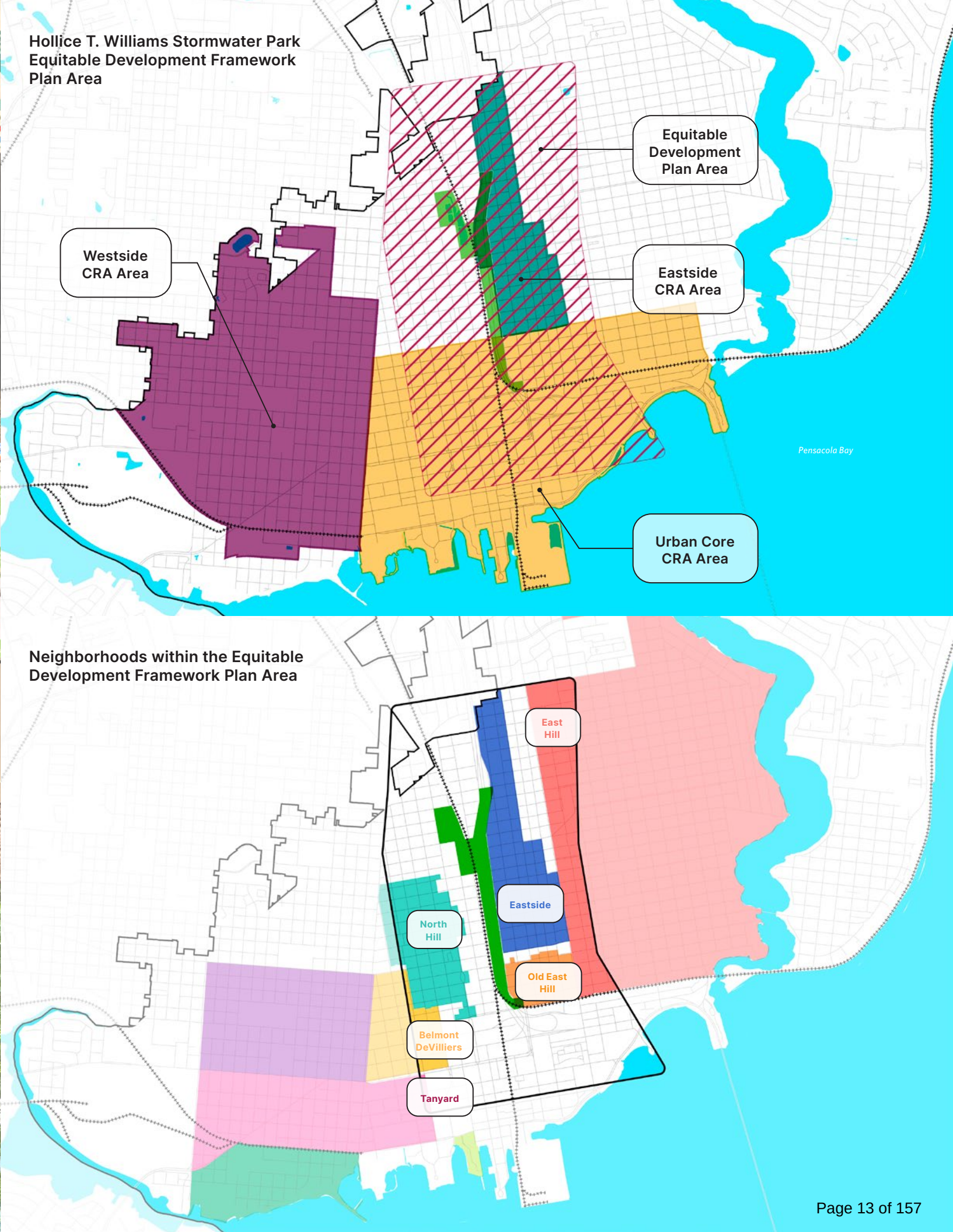
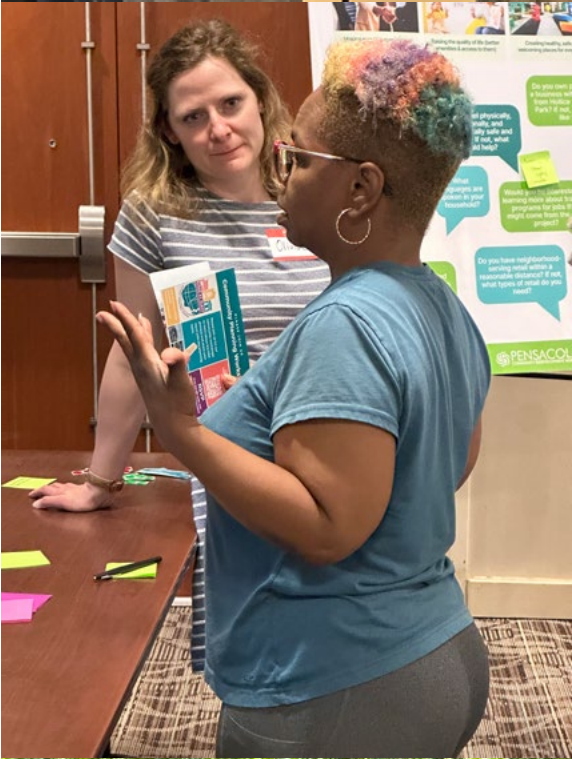
Hollice T. Williams Park is an important place in between the Eastside, Old East Hill, and North Hill neighborhoods. The Park is named after Hollice T. Williams, Sr., the first black man to be appointed to the Pensacola City Council and the first black man to become physical director of the YMCA.

The park was created on the land remaining under and around the I-110 overpass, between E. Maxwell Street to the north and E. Wright Street to the south. The highway was cut through a thriving Black and African American neighborhood in the 1970s, uprooting and displacing long-standing homes, churches, businesses, and residents. Residents hold strong memories of the Lost Neighborhood. Hollice T. Williams Park is a physical reminder of the impacts of structural racism in Pensacola.

The park currently includes standard amenities — basketball courts, benches, a pavilion, the Cecil T. Hunter Pool, tennis courts, and walking paths. It also includes other programming like the Blake Doyle Skatepark and the From the Ground Up Community Garden. The communities surrounding the park have been exploring enhancing Hollice T. Williams to serve as a signature park. Planning efforts took place in 2004, 2010–2014, and 2021.

At the same time, there is a growing need for stormwater enhancements to prevent flooding in the adjacent neighborhoods and downstream. In 2023, the City applied for and received a \$25 million CDBG-DR grant and a \$5 million NRDA grant to fund the first phase of park improvements, including stormwater upgrades. Additionally, the City applied for and received a \$1.2 million TA grant to fund a multi-use trail.

In 2023, Mayor Reeves attended the MICD Just City Mayoral Fellowship to learn about equitable development and received a review of the 2021 Hollice T. Williams Stormwater Park plan refinement. As a result of this engagement, the Mayor committed to developing this Equitable Development Framework Plan, which will guide the development of the park and development within a 1/2-mile radius of the park. It was determined that most people would walk up to a 1/2 mile to a quality park. Furthermore, national research shows that economic impacts of parks extends up to 2,000 feet from the park, just under a 1/2 mile.



Previous Planning Efforts

The community has been planning for Hollice T. Williams Park for two decades. The Equitable Development Framework Plan incorporated feedback and priorities from these previous planning efforts.

2004 Eastside Neighborhood Plan

The 2004 Eastside Neighborhood Plan began to explore enhancements to what was called “Central Park”. It laid out basic ideas for a passive park with safe walking and bicycling connections to the surrounding neighborhood. The Eastside Neighborhood Plan prioritized family-friendly amenities and ensured the park would serve users of all ages.

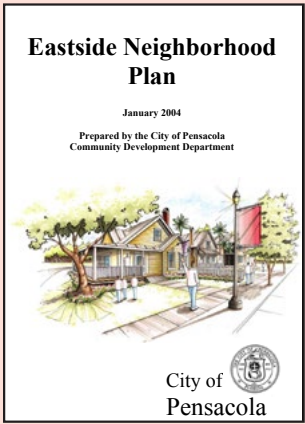
2010 Hollice T. Williams Greenway Framework Plan

In 2010, the surrounding neighborhoods participated in an inclusive process to more holistically imagine Hollice T. Williams Park. After extensive engagement, concept drawings for the park were developed, with prioritized amenities, including trails, community gardens, art that reflects the community, and gathering spaces for music, art, and cultural events.

2022 Hollice T. Williams Stormwater Park Plan Refinement

The purpose of the plan refinement effort was to confirm the desired park amenities and to develop a detailed plan that could be built. Residents and stakeholders did engage throughout this effort, but given the timing during the COVID-19 pandemic, the participation was not as broad as during the 2010 planning process. This is one of the reasons that additional engagement and design work is being pursued for the park concurrent with the Equitable Development Framework Plan.

2004 Eastside Neighborhood Plan



Purpose
Central Park was one element of the larger neighborhood plan

Outcome
Very basic ideas for a passive park and connections to the neighborhood

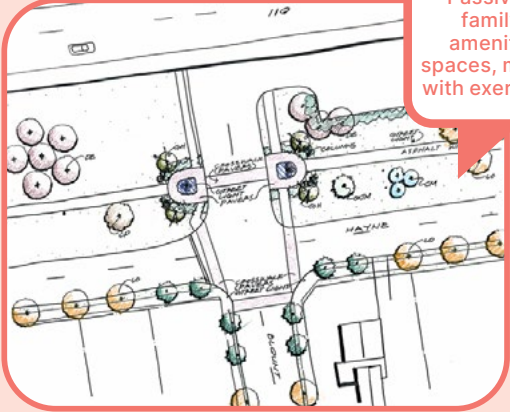
AMENITIES

Public restrooms at the tennis courts

Family areas with playgrounds & seating

Safe walking connections to the neighborhood

Enhancements to Magee Field (parking, concessions, restrooms)



Original Park Concept: Passive park with family-friendly amenities (picnic spaces, multi-use path with exercise stations)

2010 Hollice T. Williams Greenway Framework Plan



Purpose
Develop the first drawing for Hollice T. Williams Park based on community input

Outcome
Park design that included the amenities the community wanted to see

AMENITIES



Skate Park

Pool Facilities (recreational + competitive)

Community gardens

Recreation facilities (tennis, bike, polo, football)

Commercial + retail development

Trail with exercise stations

Boardwalk extension & water activities

Art in the park

Pedestrian plaza

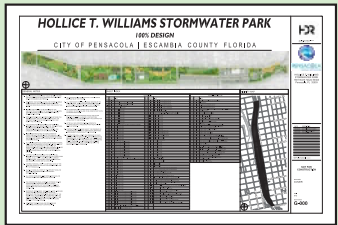
Interactive areas for children

Extensive open areas

Jazz festivals + community gatherings

Dog parks

2021 Hollice T. Williams Stormwater Park Plan Refinement



Purpose
Confirm the park amenities and turn the concept into a plan that could be built

Outcome
More detailed design of the park to guide construction

AMENITIES



Rain Gardens

Multi-use Fields

Playground

Dog Park

Demo Kitchen + Classroom

Public Art + Sculpture

Neighborhood History + Cultural Exhibits

Fitness Loop + Exercise Stations

Restrooms + Parking Areas

Splash Pad

Market Plaza

Storyboard + Community Timeline

Greenway Path

Youth Obstacle Course

Sand Volleyball

Amphitheater

Skate Park

Overlook

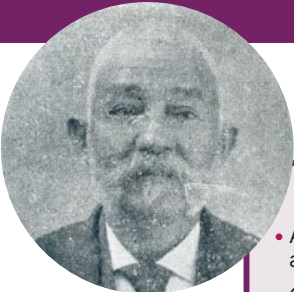
Neighborhood History

The history of the area around Hollice T. Williams Park is tied to the construction of I-110 in the 1970s. The construction of I-110 displaced the community that lived below the raised section of the roadway from Wright Street to Maxwell Street. The construction also threatened historic landmarks, including a live oak tree and St. Michael's Cemetery, which contains graves dating back to the 1700s. Famous Pensacolians, such as Williams, John Sunday, Chappie James Jr., and Cecil T. Hunter, once called the neighborhood home. Historically significant structures bearing their names in the neighborhood include the John Sunday House, Chappie James Museum, and Dr. John Lee Pickens Medical Office.



H & O Cafe

- Originally a dry goods store owned by Tierce Lee, a wealthy Black businessman and his brother Shef
- The building was bought by their brother Hamp and his wife Ola in 1944 and converted to H & O Cafe
- The building was then purchased by the Grier family in 1947, who operated the cafe for more than 60 years
- H&O became an informal place for the African American community to gather & organize during the Civil Rights era
- They are acclaimed for their traditional southern style food and have been visited by many local and national celebrities and politicians



John Sunday

- A war veteran who fought to end slavery and rebuild Pensacola after the Civil War
- Owned large areas of land and houses
- Donated his personal land to build St. Joseph's Catholic Church, at the request of his sister Mercedes
- Was a member of the 1874 Florida Legislature
- Served as a Pensacola alderman from 1878-1881 during Reconstruction
- Built a Creole School on Intendencia Street



General Daniel "Chappie" James Jr. Memorial Park

- Daniel "Chappie" James Jr. was the first African American four-star general, and one of America's first Black military airmen
- He was a Tuskegee Airmen Pilot graduate who trained pilots for the famed all-Black 99th Pursuit Squadron
- "Chappie" James was awarded the Distinguished Service Medal, Legion of Merit, and the Distinguished Flying Cross
- He was born and raised in the Eastside neighborhood



E.S. Cobb Center

- Dr. Eli Sanford Cobb was a Pensacola native
- He served in the U.S. Army during WWI and returned to Pensacola after the war to practice medicine
- Dr. Cobb loved sports and started 2 semi-pro teams: the Pensacola Seagulls baseball team and the Pensacola Giants football team

Historic Crystal Ice House

- Built in 1932 and open until the 1950s
- Sold ice to the neighborhood before homes had refrigerators
- Listed on the National Register of Historical Places



Spencer Bibbs Academy

- Established in 1919
- Spencer Bibbs was the first African American Supervisor of Colored Schools in Escambia County
- The Academy served students through 4th grade
- Spencer Bibbs would use his own wagon to transport students above the 4th grade to the west side, so that they could continue their education

Dr. A.S. Magee Field

- A talented and trusted surgeon who owned a pharmacy at Alcaniz and LaRua Streets
- Worked closely with other African American doctors and nurses
- Performed surgeries in people's homes when Black doctors were not allowed to practice in hospitals during the early Jim Crow years



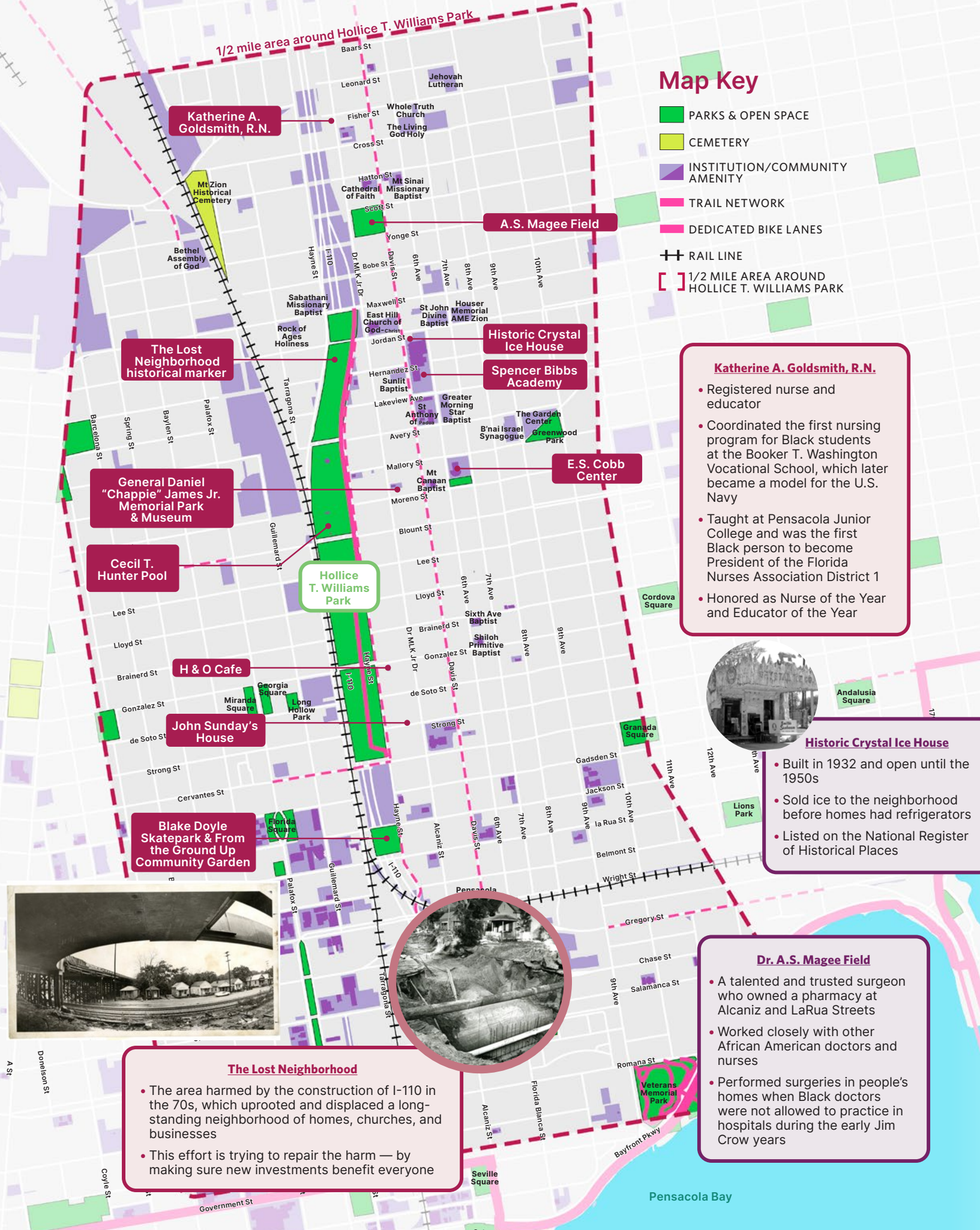
The Lost Neighborhood

- The area harmed by the construction of I-110 in the 70s, which uprooted and displaced a long-standing neighborhood of homes, churches, and businesses
- This effort is trying to repair the harm — by making sure new investments benefit everyone



Map Key

- PARKS & OPEN SPACE
- CEMETERY
- INSTITUTION/COMMUNITY AMENITY
- TRAIL NETWORK
- DEDICATED BIKE LANES
- RAIL LINE
- 1/2 MILE AREA AROUND HOLLICE T. WILLIAMS PARK



Defining Equitable Development

Equitable development is a term that may be familiar to some in the planning and development industries, but it has the potential to cause confusion. City staff and the team developed common language to describe equitable development and this process in straightforward terms, to ensure that everyone understood the effort. The following descriptions were provided to community stakeholders and residents throughout the planning process.

What is Equitable Development?

- Development that minimizes negative impacts (like increasing rents and home prices).
- Development that is inclusive to everyone, especially long-time residents and businesses.

Why is the City creating an Equitable Development Framework Plan?

- Given the history of this area and the negative impacts of I-110, the City wants the Hollice T. Williams Stormwater Park improvements to have a positive impact.
- The City believes existing residents deserve to live in healthy, safe, amenity-rich neighborhoods that reflect their culture.
- Residents deserve to have opportunities for jobs and property & business ownership.
- Residents and stakeholders deserve to participate in the decision-making process about the park and surrounding development.



What is an Equitable Development Framework Plan?

- A set of standards to ensure that future development in and around Hollice T. Williams Park benefits everyone.
- A set of shared values that represent the community's priorities as the park evolves, and how land is developed around it.

How will these values & principles be used?

- They will articulate the priorities of residents with regard to the design of Hollice T. Williams Park, including stormwater improvements.
- They will establish expectations for how development should impact the community surrounding the park (within a 1/2 mile).
- They will serve as criteria to help the City evaluate development projects seeking public funding or public approvals.
- They will serve as guidance for the City to decide the prioritization of funding for development projects and public improvements.

Defining Gentrification

People understand that as improvements are made and development happens, the positive and negative impacts often aren't felt equally by neighborhoods and individuals. To ensure participants understood the effort, the following definitions and common language were developed to describe gentrification, displacement, and economic growth. The communities surrounding Hollice T. Williams Stormwater Park are organized, active, and educated and wish to continue having an informed conversation about the positive and negative impacts.

What is Gentrification?

Gentrification is the process of change in a neighborhood or community marked by increases in prices for basic needs, increased economic investments, and demographic or cultural shifts, often resulting in the displacement of residents or businesses. Gentrification can include:

- Social changes
- Economic changes
- Cultural changes
- Physical change in the built environment

What is Displacement?

Displacement is a force that relocates people from where they are living or running a business. Displacement can be either physical or economic, and often, it's experienced as a slow building of pressure that leads to individuals making choices about whether to stay in a neighborhood or leave. Displacement might include:

- Newer housing stock being built, while older housing stock declines
- Rising costs for housing, services, and businesses
- Fluctuations in resident incomes
- Migration

When is it Displacement versus Gentrification?

Displacement and gentrification are related, but they are not entirely the same.

- Displacement is defined by the movement of residents and businesses. It is measurable. Oftentimes, it is seen in areas that are gentrifying, especially once the economic changes reach a tipping point.
- Gentrification is a process that creates the set of factors that lead residents and businesses to move, but it also causes other changes. Gentrification is multifaceted and much more complex to measure.

When is it Gentrification versus Economic Growth?

- Economic growth is positive for any community, especially for low-income communities. However, when that growth is not inclusive or accessible to certain groups, it is not equitable.
- Negative impacts of economic growth are often associated with gentrification, such as increasing rents and reduced affordability for existing residents.
- Equitable economic development aims to minimize the negative impacts of economic growth.



Process

The City developed a process to invite the community within the 1/2-mile project area to guide the priorities and principles of the Equitable Development Framework Plan. The Mayor formed the Friends of Hollice T. Williams Park group to advise on both the design of the park and the Equitable Development Framework Plan. The engagement process followed three steps:

- Step 1: Listening
- Step 2: Exploring Priorities
- Step 3: Developing the Plan

A series of outreach events celebrated the current use and future possibilities for the park. In late July, the Party in the Park brought hundreds of people to Hollice T. Williams Park for local food vendors and trucks, a game of skate at the Blake Doyle Skatepark, a slow ride with Bike Pensacola, tours of the From the Ground Up Community Garden, an artist's market, performances, and speeches by descendants of Hollice T. Williams and local historians knowledgeable about the Lost Neighborhood. Over 330 people completed a survey expressing their priorities for making sure the design of the park and development around the park are equitable.

Which groups were engaged throughout the process?

Friends of Hollice T. Williams Park

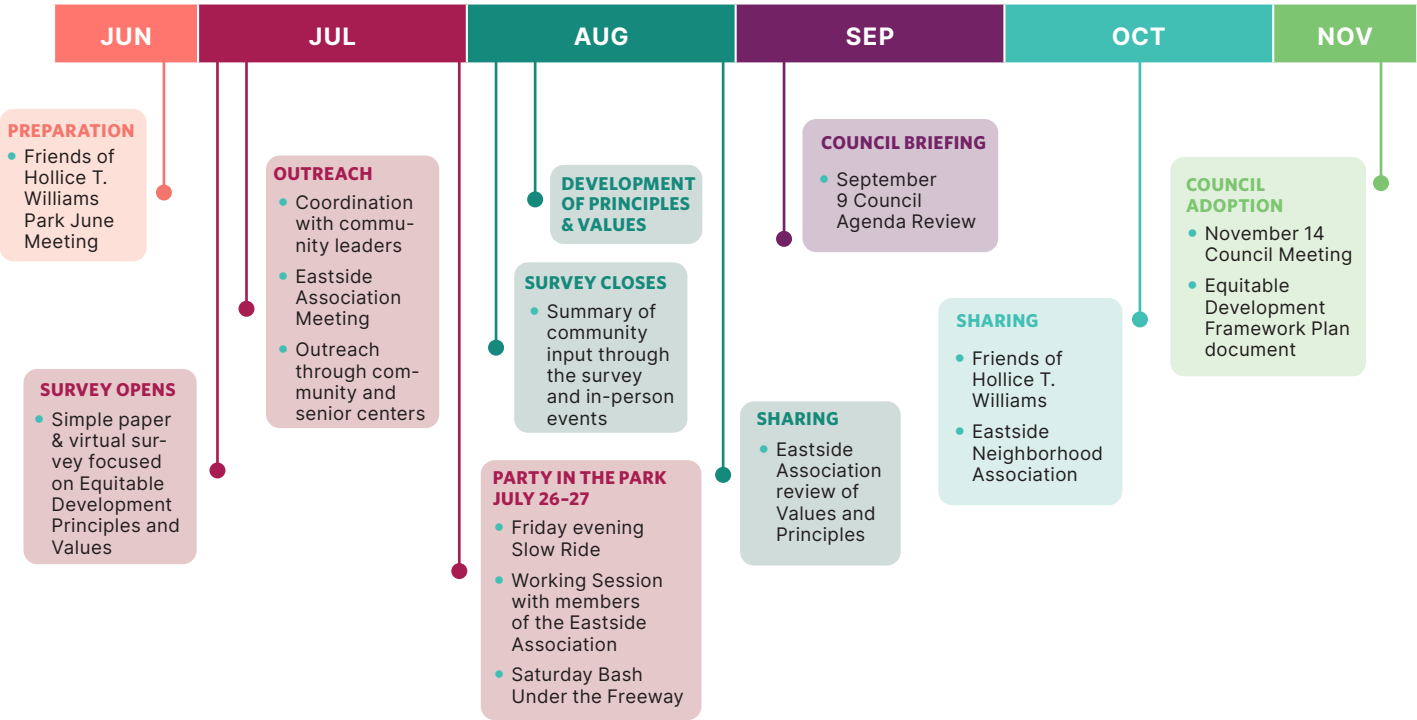
Neighborhood Associations

Residents

Park Users

Community Organizations

2024



SATURDAY, JULY 27TH, 2024

Party in the Park —
Bash Under the Freeway

FRIDAY, JULY 26TH, 2024

Party in the Park — Game of
Skate and Slow Ride

TOP 10

Community Priorities

- » Be welcoming & safe to everyone
- » Meet the needs of all ages & abilities
- » Include community members in the decision-making process
- » Create comfortable gathering spaces
- » Create jobs for local residents
- » Address and prevent flooding
- » Provide programming for children and adults
- » Celebrate local history & culture
- » Create affordable housing
- » Allow community members to help guide, program, & manage park use

Outcomes of the Community Survey

LEARNING WHAT'S IMPORTANT TO PENSACOLIANS

The Community Equity Survey was offered in both hard copy form during events and in digital form accessible online. 335 individuals responded, sharing their priorities for the park and surrounding development. 94 individuals filled out the survey online, 142 people completed the survey during the Party in the Park events, and an additional 99 people completed the survey during smaller outreach events. The top 10 ranked community priorities (listed to the left) were used to inform the Equitable Development Values and Principles, along with conversations with key stakeholders, such as the Friends of Hollice T. Williams Park group and neighborhood associations.



Values & Principles

Values	Principles
Inclusive, Accessible, & Responsive	1 Ensure the park and new development is welcoming and accessible to everyone.
	2 Meet the needs of all ages & abilities.
	3 Create comfortable gathering spaces.
	4 Make it simple and affordable for community organizations and residents to host events in the park.
	5 Provide programming and recreational amenities that reflect the desires and needs of the surrounding community.
History & Culture	6 Honor & celebrate the history of the Lost Neighborhood & important places & people through signage, historical markers, public art, etc.
	7 Preserve existing community buildings and invest proactively to prevent deterioration .
Economic Opportunity	8 Create jobs and provide opportunities for wealth building for local residents.
	9 Require measurable positive impacts from development projects in the adjacent communities.
Environmental Justice	10 Address and monitor environmental impacts of the highway to minimize negative effects.
	11 Ensure stormwater projects don't have negative effects on the immediately adjacent community.
	12 Develop and fund a long-term maintenance plan for the park that is sustainable.
Housing Affordability	13 Create new affordable housing.
	14 Provide support to existing long-term homeowners so they can remain in their homes.
	15 Support and stabilize existing rental housing to prevent displacement.
Local Decision-Making	16 Include community members in the decision-making process.
	17 Demonstrate familiarity and responsiveness to existing community plans.

INCLUSIVE, ACCESSIBLE, & RESPONSIVE

PRINCIPLE 1

Ensure the park and new development is welcoming and accessible to everyone.

How could this be accomplished?	Who would implement?
1 Include design elements in the design of the park that recognize and celebrate the cultures of the people who live in the 1/2-mile radius around Hollice T. Williams Park.	Public Sector
2 Encourage, rather than discourage, people to spend time in the park, such as later park hours.	Public Sector
3 Implement a comprehensive protected walking and biking network within the 1/2-mile radius around Hollice T. Williams Park, which enables residents to safely commute to the park. This should be implemented by the City in alignment with the Active Transportation Plan.	Public Sector
4 For projects seeking public funding or approvals within the 1/2-mile radius of Hollice T. Williams Park, development should be designed to be welcoming to the community by including public art, murals, transparent storefronts, pedestrian-oriented elements like benches, awnings, patios, landscaping and shade, and frequent street-facing entrances	Private Sector

How to Understand these Recommendation...

The Values and Principles grew out of the input from the Equitable Development Framework Plan process. They are meant to stand as the guiding policy for development in and around Hollice T. Williams Park.

The examples listed under “How could this be accomplished?” are meant as possible actions, policies, programs, or incentives that would ensure the principles are carried out. They help provide a more concrete understanding of how this plan could be implemented. In many cases, these examples describe programs and policies that don't exist yet. Not all examples will be implemented, and as the City continues to refine what's possible, other strategies may be added.

PRINCIPLE 2

Meet the needs of all ages & abilities.

How could this be accomplished?	Who would implement?
1 Include park amenities that are engaging and interesting for all ages (ranging from early childhood to school-aged children, teens, young adults, and seniors).	Public Sector
2 Design the park and development within 1/2 mile of Hollice T. Williams Park seeking public funding or approvals to be accessible to all abilities (including those with different physical, mental, and emotional abilities). Examples could include accessible swings, ramps, transfer platforms, ground-level play features, wider pathways, smooth but slip-resistant surfaces, sensory elements, sound instruments, soothing colors, and textures.	Public/Private Sector



PRINCIPLE 3

Create comfortable gathering spaces.

How could this be accomplished?	Who would implement?
1 Provide spaces in the park where community members can hold larger gatherings and celebrate special events with friends and family	Public Sector

PRINCIPLE 4

Make it simple and affordable for community organizations and residents to host events in the park.

How could this be accomplished?	Who would implement?
1 Offer reduced or waived fees for community members for event permits; explore creative ways to lessen the requirements for insurance, road closures, security, etc.	Public Sector
2 Consider a City staff position to act as a community navigator or liaison, who could help residents navigate the permit application process.	Public Sector



PRINCIPLE 5

Provide programming and recreational amenities that reflect the desires and needs of the surrounding community.

How could this be accomplished?	Who would implement?
1 Design the park amenities, features, and programming to appeal to the existing residents of the surrounding neighborhoods.	Public Sector
2 Incorporate current and past community input about the needs and desires of the residents for park elements and programs.	Public Sector
3 Create a Program Plan for Hollice T. Williams Stormwater Park that encompasses the variety of programs, services, and activities.	Public Sector
4 Require developers working in the 1/2-mile radius of the park seeking public funding or approvals to make an intentional effort to lease ground floor space at an affordable rate to businesses that serve the existing community's interests and needs (prevent changing the dynamic and culture of the neighborhood by only appealing to outside customers). The City could examine the potential incentives for this effort (such as a tax abatement on tax bills for business owners who commit to this effort).	Public/Private Sector

PRINCIPLE 6

Honor and celebrate the history of the Lost Neighborhood and important places & people through signage, historical markers, public art, etc.

How could this be accomplished?	Who would implement?
1 Invest in a dedicated historic preservation and documentation project to understand the various histories of the Lost Neighborhood and the neighborhoods surrounding Hollice T. Williams Park; incorporate and formalize the research that members of the Pensacola community have begun; include both formal histories as well as personal ones; allow for opportunities for residents to share photographs and oral histories.	Public Sector
2 Develop a well-designed, interactive theme that weaves history and stories throughout the park that not only informs users about the history, but encourages them to interact with it (for example, 3D structures they can walk in and through, music-based exhibits, etc.)	Public Sector
3 Developers that are working within a 1/2 mile of the park and seeking public funding or approvals should incorporate public art that honors the history of the neighborhood into their buildings and exterior spaces.	Private Sector



PRINCIPLE 7

Preserve existing community buildings and invest proactively to prevent deterioration.

How could this be accomplished?	Who would implement?
1 Create and publicize the reinvestment and maintenance schedule for public buildings in the vicinity of Hollice T. Williams Park (such as the E.S. Cobb Center, etc.) so the community can see that the City is proactively preventing the decline of buildings with cultural significance.	Public Sector
2 Create a public grant or loan program to support business owners in preserving, updating, and growing their businesses, properties, and buildings.	Public/ Private Sector
3 Outreach to businesses, property owners, developers, and other public agencies who are interested in renovating community anchors (such as the H&O Cafe, Spencer Bibbs Center, Oliver's Flowers, the Ice House, etc.); support owners with the application process and connect them to additional funding with matching requirements.	Public/ Private Sector
4 Work with important community organizations and anchors, such as youth athletic programs, to make improvements to the public parks where programming occurs; look for creative projects that will serve the needs of the community, such as creating space for children to do homework after school.	Public Sector





PRINCIPLE 8

Create jobs and provide opportunities for wealth building for local residents.

How could this be accomplished?

Who would implement?

- 1 The City expects developers to follow the City’s Covenant for the Community. In particular, projects within a 1/2 mile of Hollice T. Williams Park that are seeking public funding or approvals should hire local residents and M/W/DBE companies to participate in the construction or operations of new development, exceed Section 3 program requirements for any projects receiving state or federal funding, or develop an internal workforce development program that trains residents and connects them to current and future opportunities.
- 2 Establish a monthly market or regular series of events to provide an opportunity for local vendors to sell their products; build spaces into the park to easily facilitate these types of events (kiosks, multi-use structures, power, lighting, shade, etc.).
- 3 Invest in building permanent structures/kiosks, or temporary elements with the basic amenities (water/power) that will provide an opportunity for local vendors to share their goods on a regular basis.

Private Sector

Public Sector

Public Sector

PRINCIPLE 9

Require positive impact(s) from development projects in the adjacent community or communities.

How could this be accomplished?

Who would implement?

- 1 Developers may demonstrate positive impact through the creation of jobs, leasing space to entrepreneurs and local businesses at an affordable rate, programming the building with neighborhood-serving uses, including affordable housing into their development, or other creative strategies.
- 2 Develop a minority developer mentorship program that includes an annual training program and a program that pairs experienced developers with access to capital with minority developers or individuals with an interest in development to grow the pool and capacity of the development community in Pensacola; offer funding opportunities for alumni of the program.
- 3 Connect small businesses that serve the local market with neighborhood-serving retail (corner markets with fresh food, ice cream shop, diners and restaurants, etc.) to resources, funding opportunities, and developers with lease-able space.

Private Sector

Public/Private Sector

Public/Private Sector



PRINCIPLE 10

Address and monitor environment impacts of the highway to minimize negative effects.

How could this be accomplished?	Who would implement?
1 Invest in and install mitigation elements such as plants/trees with natural purifying functions (pines and cypresses, silver birch, yew, and elder trees) or noise barriers that can reduce the impact of the highway on users of the park and residents of surrounding neighborhoods.	Public Sector
2 Invest in ongoing environment monitoring in the park and several blocks in to the neighborhood to determine the environmental impacts of the highway and to track the effectiveness of mitigation strategies.	Public Sector



PRINCIPLE 11

Ensure stormwater projects don't have negative effects on the immediately-adjacent community.

How this could be accomplished?	Who would implement?
1 Design the stormwater management within Hollice T. Williams Park project to have a positive impact not only on the overall region, but to ensure that there is no negative impact on the immediately-surrounding blocks and neighborhoods.	Public Sector
2 Design and execute an education campaign including messaging, materials, and meetings to explain how flooding mitigation improvements will not exacerbate existing flooding; materials should be communicated simply, with diagrams and animations to make sure all residents understand that they will not be negatively impacted and how the system will work.	Public Sector
3 Developers within the 1/2-mile radius who incorporate low-impact development strategies and demonstrate that the project will not have negative downstream impacts may utilize stormwater credits from the Hollice T. Williams Stormwater Park.	Private Sector

PRINCIPLE 12

Develop and fund a long-term maintenance plan for the park that is sustainable.

How could this be accomplished?	Who would implement?
1 Dedicate sufficient and sustainable funding for maintenance, safety, and lighting within the park so that the new park remains an asset in the community that will uphold and bolster surrounding property values and act as a safe, clean place for residents to recreate and enjoy.	Public Sector
2 Create a caretaker or ambassador program with a higher level of operating partner to maintain and manage park amenities and programs.	Public Sector
3 Create a corporate philanthropic program that could help reduce fees for low-income vendors and contribute to an Operation and Maintenance Fund.	Public Sector
4 Organize non-profits and local volunteer groups that help raise funds for special programming in the park, supplement by cleaning up litter, and adopt the park as a place that private citizens care about and take care of.	Private Sector



PRINCIPLE 13

Create new affordable housing.

How could this be accomplished?	Who would implement?
1 Build mixed-income and affordable rental housing that is attainable for the residents of the surrounding neighborhoods; provide public incentives to help close gaps and upgrade infrastructure.	Public/ Private Sector
2 Partner to build affordable for-sale infill housing in vicinity of the park; provide first-time homebuyer incentives and work with non-profits to close funding gaps to increase the number of homes that can be brought on-line each year.	Public/ Non-Profit Sector
3 Acquire land with public funds and solicit development partners through RFP processes for affordable housing, with the goal that the housing should be affordable to the average income of families in the immediate neighborhood.	Public Sector



PRINCIPLE 14

Provide support to existing long-term homeowners so they can remain in their homes and realize increased values.

How could this be accomplished?	Who would implement?
1 Explore tax additional incentives for long-term homeowners and educate and support residents in applying for Pensacola’s Save Our Homes homestead classification, which limits annual property tax increase to 3%.	Public Sector
2 Create a robust outreach and information campaign to educate homeowners about available funding programs for home improvements	Public Sector
3 Partner to increase the funding available for residential property improvements (with foundations, other sources of public funding, affordable housing trust funds, bonds, etc.)	Public/ Non-Profit Sector
4 Expand pro-bono legal & estate planning services to ensure residents have clear title documentation so wealth can be passed between generations.	Public/ Non-Profit Sector



PRINCIPLE 15

Support and stabilize existing rental housing to prevent displacement.

How could this be accomplished?	Who would implement?
1 Apply the City of Pensacola’s Residential Anti-Displacement and Relocation Policy (which applies to all activities undertaken through the uses of CDBG, HOME, and other federal funding), and expand it to apply to all projects in the 1/2-mile radius of Hollice T. Williams park seeking public funding or approvals.	Public Sector
2 Tie financial incentives for improvements to owners’ and developers’ cooperation in keeping rents affordable and preventing displacement within the neighborhoods surrounding Hollice T. Williams Park.	Public/ Private Sector
3 Use public funds to purchase affordable properties whose affordability is expiring in the coming 5 years and partner to re-syndicate and preserve affordability.	Public Sector

PRINCIPLE 16

Include community members in the decision-making process.



How could this be accomplished?

Who would implement?

- | | | |
|----------|---|----------------|
| 1 | Support the formation and capacity building of strong neighborhood associations; share regular updates about consequential projects happening within the vicinity of the park with the relevant neighborhood associations; hold developers accountable for coordinating with the neighborhood associations for support. | Public Sector |
| 2 | Developers who meet with, present to, and seek letters of recommendation from the relevant neighborhood associations impacted by their projects will receive higher priority when applying to the City/CRA for any funding, entitlements, or approvals. | Private Sector |
| 3 | The City will commit to increased communication about project updates by scheduling regular meetings with the relevant neighborhood associations. | Public Sector |

PRINCIPLE 17

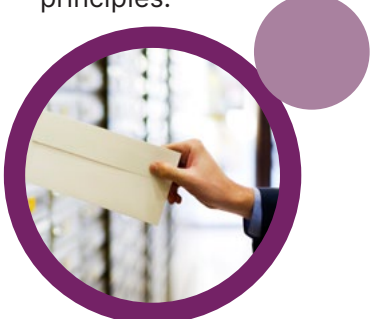
Demonstrate familiarity and responsiveness to existing community plans.



How could this be accomplished?

Who would implement?

- | | | |
|----------|--|----------------|
| 1 | Developers working within 1/2 mile of Hollice T. Williams park seeking public funding or approvals must demonstrate that proposals comply with the CRA plans and/or the Equitable Development Framework Plan principles. | Private Sector |
|----------|--|----------------|



Next Steps

This Equitable Development Framework Plan defined the high-level values and principles that should guide design of the Hollice T. Williams Stormwater Park and public and private projects within a 1/2-mile radius of the park. However, additional details will be needed to adopt specific policies and funding incentives to accomplish these values and principles.

The next step should be to commission a more detailed set of recommendations, supported by a consensus negotiation process that involves elected and appointed officials, community leaders, and other key stakeholders. A Step 2 document should outline the policies that the City is committed to putting in place to ensure that negative impacts (like increasing rents and home prices) are minimized and development is inclusive to everyone, especially long-time residents and businesses.





RESIDENTIAL PROPERTY IMPROVEMENT PROGRAM GUIDELINES

PROGRAM PURPOSE

The Residential Property Improvement Program ("RPIP") is designed to support the preservation and creation of affordable housing, preservation and enhancement of traditional neighborhood character, blight elimination and prevention, and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes.

PROPERTY ELIGIBILITY

- Must be located within an eligible target area within a City of Pensacola community redevelopment district, if applicable. Visit www.cityofpensacola.com/CRAPrograms to verify eligible areas.
- Must be used primarily for residential purposes.
- Eligible building types include:
 - Buildings that appear from the street to be an individual single family, a duplex or a single family attached home (such as a townhome) and accessory dwelling units, regardless of number of units.
 - Live-work or mixed-use buildings where the principal use of the building is residential. (ex. home occupation)
- May be occupied by the property owner ("owner-occupied"), long-term rental (12 months or more) or vacant (subject to occupancy terms).

HOUSEHOLD INCOME REQUIREMENTS

Homes assisted through this program support households within an annual income of **120% Area Median Income ("AMI") or less**, adjusted for family size, based on the Florida Housing Finance Corporation's (FHFC) annual income limits for Escambia County, Florida.

Owner Occupied: Households with annual income of 120% AMI or less are eligible.

Rental Property: Long-term rental property (12 months or more) is eligible under this program. Where the household income of the landlord exceeds 120% AMI, he or she shall be responsible to provide a match equal to 30% of the project costs. Rental property must be occupied by a household at or below 120% AMI at the time of application or within 90 days of project completion. Referral to Section 8 can be provided. Rents may not increase more than 3% each year and monthly rent amounts may not exceed the affordability rent limits published annually by the Florida Housing Finance Corporation. The lease must be provided to establish eligibility.

Vacant Property: Vacant property must be occupied within 90 days of project completion or immediately listed for sale upon project closeout and conveyed in accordance with the terms of the affordability period covenants described below.

In instances where property will be sold immediately upon improvement, requirements shall be the same as rental property.

ELIGIBLE IMPROVEMENTS

Eligible improvements include the following:

- Exterior repair and enhancements necessary to restore building appearance, integrity, and character.
- Fencing, lighting and limited landscape and pavement.
- Other improvements necessary to enhance the street face of the property and provide for safe and decent living conditions.

Priority will be given to exterior features that are visible from the public realm.

PROJECT TYPE

Terms for this program are based on the degree of improvement needed, as determined by a program inspector in coordination with the owner, and actual project costs. The project type shall correlate with the affordability period requirements described under “Affordability Period Covenants” below.

- **Moderate Rehabilitation**
Cost Range: Up to \$28,000 Affordability Period: 5 years
Cost Range: \$28,001 - \$40,000 Affordability Period: 7 years
- **Major Rehabilitation**
Cost Range: \$40,001 - \$70,000 Affordability Period: 10 years
- **Substantial Reconstruction**
Cost Range: \$70,001 - \$105,000 Affordability Period: 15 years

* Should an owner wish to remove the affordability period covenants after 5 years of good and faithful compliance with the program, he or she may repay the amount of the program assistance minus a forgiveness benefit of 70% of the actual project costs paid by the program, up to \$28,000. Forgiveness is calculated daily of the 5-year period.

AFFORDABILITY PERIOD COVENANTS

To meet the CRA's goal of increasing and preserving affordable housing within the redevelopment districts, this program will apply covenants, secured by a lien agreement, upon the property during the "affordability period" described under "Rehabilitation Needs" above. The covenants will not require repayment of the assistance amount if the property is retained for affordable housing or transferred to an eligible relative, as defined in the program policy, and the home is not intentionally demolished and/or rebuilt.

If the property is not transferred to an eligible relative during the Affordability Period, and the owner decides to sell the property, the property must either be

- a. Sold to an owner-occupant whose household income is at or below 120% AMI or
- b. Sold to a landlord who will rent the home to a household at or below 120% AMI within 90 days of acquisition.

**City of Pensacola
Community Redevelopment
Agency**
222 W. Main Street, Pensacola FL
32502
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Administered By:
Community Redevelopment
Agency
Hilary Halford, Program Manager
(850) 436-5654
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Program subject to funding availability and full terms described in the program policy and affiliated agreements.



Residential Resiliency Program Guidelines

The Residential Resiliency Program is designed to support blight removal and prevention by repairing storm-damaged structures or securing at-risk property against future damage caused by natural hazards such as hurricanes and flooding.

The public purposes addressed by the Program are consistent with those authorized by the Community Redevelopment Act Chapter 163 of the Florida Statutes, including the elimination and prevention of blight, revitalization of neighborhoods, the elimination or improvement of the shortage of affordable housing for low or moderate income residents and the preservation or enhancement of the tax base.

ELIGIBLE PROPERTY

Eligible property includes residential owner-occupied property with a household income at or below 80% Area Median Income (AMI), and residential long-term lease property (12 months or more) rented to tenants with a household income at or below 80% AMI for Escambia County, Florida, and located within the City of Pensacola's designated Urban Core, Westside or Eastside community redevelopment area.

FUNDING LIMITS

- **Owner-Occupied Property:** \$15,000(80% AMI or less)/\$7,500 (+80% AMI)
- **Long-Term Lease Property:** \$7,500 (Tenant household income 80% AMI or less)

All awards subject to funding availability.

ELIGIBLE IMPROVEMENTS

Typical eligible improvements include (but are not limited to):

- Emergency roof repair/replacement
- Hazardous tree removal/trimming
- Electrical, plumbing and structural repairs
- At-risk mechanical equipment (i.e. HVAC systems) repair/replacement and/or elevation

Other improvements that remedy storm damage or secure at-risk property against future damage caused by natural hazards may be considered on a case-by-case basis. Subject to inspection by a licensed and insured Contractor or CRA-appointed inspector.

Roofing: Roofing repairs/replacement must be warranted pursuant to inspection by a licensed and insured Contractor or a CRA-appointed inspector.

Hazardous Trees: Trees must have already fallen or be deemed hazardous pursuant to inspection by a licensed and insured Contractor or a CRA-appointed inspector.

Electrical, Plumbing, Structural: Must present a hazard to health and/or property if not repaired, such as a risk for fire, exposure of home to outside elements, or potential for major damage to the home.

At-Risk Mechanical Equipment: Equipment must be at-risk for storm damage or damaged by a recent storm event and attributed to the safety and integrity of the home. Elevation limited to properties located in high flood hazard areas (Zones A and V) as defined by the most recent FEMA flood maps. Visit the Northwest Florida Water Management District website for more information on flood hazard areas: <http://portal.nwfwmdfloodmaps.com/>.

TYPE OF ASSISTANCE:

Assistance is provided as a zero-interest forgivable deferred loan secured by a sub-ordinate lien agreement. The lien period is 1 year for owner-occupied property and 3 years for long-term lease property. The lien is forgiven on a daily basis over the course of the lien period. At expiration of the lien period, the loan is forgiven in full with program compliance.

Eligible program participants shall be eligible to apply for assistance under other residential CRA programs after a period of one (1) year, commencing on the beginning date of the lien period and terminating one (1) year thereafter. However, improvements made under this program shall not be eligible for modification or reconstruction.

Leased Property: Limited to landlords renting to households at or below 80% AMI. Rents must not be increased more than 5% per year during the lien period, and must be certified annually to the Community Redevelopment Agency (CRA).

Transfer of Property: During the lien period, transfer of property shall only be permissible to an eligible heir, as defined by Florida law. In the event of the transfer of property to an heir, such heir shall assume all responsibilities for compliance under the program.

Duplication of Benefits: This program shall not be used to duplicate or supplant benefits received or available from insurance policy payouts, and FEMA assistance programs.

CONTRACTING PROCEDURES:

The property owner shall be responsible for contracting licensed and insured contractors to conduct the improvements according to the following procedures.

Bids shall be solicited on behalf of the property owner, from three (3) or more licensed and insured contractors who are qualified to conduct the improvements. Contractors to be bid shall be selected by the property owner. The project shall be awarded to the lowest and most responsive bidder. **Owner shall not cause work to commence until a work contract has been executed and the Contractor has been issued a Purchase Order.** Payment shall be made by the CRA directly to the Contractor.

EMERGENCY RESPONSE AND RECOVERY: In the event of an emergency response or recovery situation, such as a state of emergency related to a natural disaster or an instance where an immediate threat is presented to the building, funding may be approved via an abbreviated process (“emergency approval”).

Eligible Improvements: Emergency approvals shall be limited to the minimum amount of work necessary to stabilize the building and prevent further degradation. Examples of work include, but are not limited to, tarping, boarding windows and removing fallen trees. In instances when a CRA-appointed inspector cannot be provided, the owner (or their licensed and insured contractor), shall provide, at minimum pictures and written documentation of the conditions warranting improvement.

Contracting & Payment: Work authorized under emergency approval shall be provided as a grant and exempt from lien requirements. Contracting procedures may be waived at the discretion of the CRA Manager, only in accordance with emergency procurement laws pertaining to City procurement. Administration and contracting may also be facilitated and/or secured by a Partnering Agency or City Department under these events on a case-by-case basis. Contractors shall be licensed and insured. Payment shall be made by the CRA directly to the Contractor. In the event a homeowner or their representative undertakes the stabilization work themselves only cost of materials will be reimbursed upon submission of paid receipts. Payment shall be made upon 100% completion of the work, and passed inspection if applicable. Completion shall be verified by, at minimum, date stamped photo documentation to include both before photos of damages and after photos of work and materials provided. Work shall comply with all local, state and federal requirements. Applicants shall fully cooperate with the CRA Office in providing the documentation necessary to verify the completion of the work performed and compliance with law.

Income Verification: During emergency response and recovery, household income may be verified by self-certification.

Once the emergency response period has ended, the program shall be re-opened under normal operational procedures. However, grant recipients with remaining improvements necessary to be performed (such as requiring a new roof or windows, for example) shall be given priority over new applicants and funded based on the order in which their grant application was approved during the emergency approval process.

PRIORITIZATION: In instances of high program demand and limited funding, program approvals may be prioritized based on the extent of damage and degree of threat to the building and its inhabitants (e.g. a tree that has fallen on or near a structure will receive higher priority than a tree that poses a threat to a property), as well as, household income (households at or below 80% AMI will receive higher priority than households over 80% AMI) and direct impacts caused by major storm events such as hurricanes and floods.

PROCEDURES:

1. Upon submittal of a complete application, including all supporting documentation, the Program Administrator will determine initial eligibility for program participation.

2. Upon a finding of initial eligibility, or in conjunction with the application, the project shall be placed out to bid. Upon receipt of the bids, the project shall then be considered for approval.
3. Upon approval, the Owner shall enter into a work contract with his/her Contractor and execute the Lien Agreement. A Notice to Proceed (NTP) establishing the start date for construction will be will be issued to the selected Contractor.

Completion must be achieved within 90 days from the established start date unless otherwise authorized by the CRA Manager or his or her representative.

4. The lien will be forgiven in full at the conclusion of the lien period with program compliance.

City of Pensacola Community Redevelopment Agency

222 W. Main Street, Pensacola FL 32502

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Program subject to funding availability and full terms described in the program documents.



COMMERCIAL PROPERTY IMPROVEMENT PROGRAM GUIDELINES

PROGRAM PURPOSE

The Commercial Property Improvement Program (“CPIP”) is designed to support preservation and enhancement of commercial and non-residential buildings, increased building occupancy and reuse, elimination and prevention of blight and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes.

PROPERTY ELIGIBILITY

- Must be located within an eligible target area within a City of Pensacola community redevelopment district, if applicable. Visit www.cityofpensacola.com/CRAPrograms to verify eligible areas.
- Eligible property types include:
 - Non-residential and mixed-use buildings (pursuant to policy terms)
 - Publicly accessible historic cemeteries
- May be occupied (subject to terms of use) or vacant (subject to occupancy/reuse terms).

*Tax-exempt organization and religious institutions subject to property type restrictions.

ELIGIBLE IMPROVEMENTS

Eligible improvements for non-residential buildings include the following:

- Exterior repair and enhancements necessary to restore building appearance, integrity, and character.
- Fencing, lighting, landscaping, signage and pavement.
- Other improvements necessary to enhance the street face of the property and provide for conditions that enable use or reuse.

Improvements shall be sufficient to provide a pleasant property façade that aligns with the historic and urban character of the neighborhood and support use or reuse of the property. Priority will be given to exterior features that are visible from the public realm.

Eligible improvements for cemeteries shall be limited to permanent improvements such as fencing and signage.

Projects shall be competitively bid pursuant to program requirements.

FUNDING THRESHOLDS & MATCHING

Non-Residential Buildings

Funding threshold and terms for non-residential buildings are based on the age, size, cultural and/or historical significance of the site and the degree of improvement needed, as determined by a program inspector in coordination with the owner. Funding thresholds shall correlate with the affordability period requirements described under “Maintenance and Occupancy Period” below.

Maximum Award

SQUARE FOOTAGE

3,000 square feet or less: \$45,000

Over 3,000 square feet: \$15/sq. ft., not to exceed \$80,000

AGE

51 – 75 years: \$25,000

76 -100 years: \$35,000

Over 100 years: \$50,000

CULTURALLY OR HISTORICALLY SIGNIFICANT

\$25,000

Funding amounts are cumulative based on square footage, age and cultural/historical significance. However, funding shall not exceed \$150,000.

Cemeteries

Funding thresholds for cemeteries are based on the degree of improvement needed, as determined by a program inspector in coordination with the owner. Maximum award not to exceed \$100,000.

MATCHING REQUIREMENTS

A 20% match is required for all commercial projects.

Matching may be provided by cash contribution or the following in-kind contributions: retail price of contributed materials and volunteer professional services. Volunteer professional services shall be calculated by the hour for the applicable service rendered at the rate established by the Bureau of Labor and Statistics. A maximum of 10% of the match requirement may be made-up of volunteer professional services.

A match of 10% is required for non-residential buildings and cemeteries that serve a public purpose and are permitted a tax exemption according to the Department of Revenue.

Subject to funding availability. All projects must be approved by the City of Pensacola Community Redevelopment Agency.

MAINTENANCE AND OCCUPANCY PERIOD COVENANTS

To meet the CRA's goal of eliminating and preventing the return of blight and increasing building occupancy and reuse within the redevelopment districts, this program will apply requirements secured by a transferrable lien agreement, for a specified term called the "Maintenance and Occupancy Period" for all properties except cemeteries. The lien will not require repayment of the assistance amount if occupancy or reuse of the building is actively sought or achieved (in accordance with the occupancy and operating plan), the building is not used for an ineligible purpose, the property is maintained in good and faithful compliance with the program and the site is not intentionally demolished and/or rebuilt.

If the property is sold during the Maintenance and Occupancy Period, all requirements of the program shall convey to the new owner. Forgiveness of the lien amount shall be calculated daily. The lien amount shall be 100% forgiven at the end of the period.

Maintenance and Occupancy Periods shall be as follows:

<u>Funding Amount</u>	<u>Period</u>
Up to \$75,000	5 Years
\$75,001 - \$150,000	10 Years

OTHER REQUIREMENTS

Maintenance and Reuse: Participants must submit an occupancy and operating plan that addresses maintenance and reuse of the property. Efforts to occupy or otherwise reuse the building, including marketing and implementation of the approved occupancy and operating plan, must be made and reported annually to the CRA during the Maintenance and Occupancy Period.

Insurance: Insurance is required for non-residential buildings during construction or as soon as eligible for insurance as gained through program participation and through the end of the Maintenance and Occupancy Period as defined in the covenant and approved by the City of Pensacola Risk Management Office.

Licensure: Owner and tenants shall maintain all licensure as required by law.

In the event of an emergency response or recovery situation, terms may be modified in accordance with the program policy.

CRA Programs 850-436-5675

City of Pensacola

Community Redevelopment

Agency

222 W. Main Street, Pensacola FL

32502

www.cityofpensacola.com/cra

Program subject to funding availability and full terms described in the program policy and affiliated agreements.

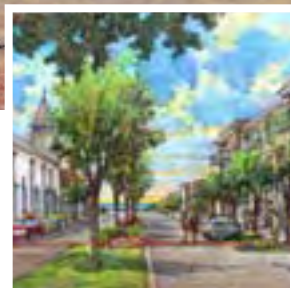
HUD release: 4/2/2024

Effective: 4/1/2024

**2024 Income Limits and Rent Limits
Florida Housing Finance Corporation
SHIP and HHRP Programs**

County (Metro)	Percentage Category	Income Limit by Number of Persons in Household										Rent Limit by Number of Bedrooms in Unit					
		1	2	3	4	5	6	7	8	9	10	0	1	2	3	4	5
DeSoto County Median: 57,100	30%	15,060	20,440	25,820	31,200	35,250	37,850	40,450	43,050	Refer to HUD		376	443	645	830	946	1,043
	50%	22,850	26,100	29,350	32,600	35,250	37,850	40,450	43,050	45,640	48,248	571	611	733	848	946	1,043
	80%	36,550	41,750	46,950	52,150	56,350	60,500	64,700	68,850	73,024	77,197	913	978	1,173	1,356	1,512	1,669
	120%	54,840	62,640	70,440	78,240	84,600	90,840	97,080	103,320	109,536	115,795	1,371	1,468	1,761	2,035	2,271	2,505
	140%	63,980	73,080	82,180	91,280	98,700	105,980	113,260	120,540	127,792	135,094	1,599	1,713	2,054	2,374	2,649	2,922
Dixie County Median: 52,500	30%	15,060	20,440	25,820	31,200	35,250	37,850	40,450	43,050	Refer to HUD		376	443	645	830	946	1,043
	50%	22,850	26,100	29,350	32,600	35,250	37,850	40,450	43,050	45,640	48,248	571	611	733	848	946	1,043
	80%	36,550	41,750	46,950	52,150	56,350	60,500	64,700	68,850	73,024	77,197	913	978	1,173	1,356	1,512	1,669
	120%	54,840	62,640	70,440	78,240	84,600	90,840	97,080	103,320	109,536	115,795	1,371	1,468	1,761	2,035	2,271	2,505
	140%	63,980	73,080	82,180	91,280	98,700	105,980	113,260	120,540	127,792	135,094	1,599	1,713	2,054	2,374	2,649	2,922
Duval County (Jacksonville HMFA; Jacksonville MSA) Median: 98,100	30%	20,450	23,400	26,300	31,200	36,580	41,960	47,340	52,720	Refer to HUD		511	548	657	847	1,049	1,250
	50%	34,100	38,900	43,800	48,650	52,550	56,450	60,350	64,250	68,110	72,002	852	912	1,095	1,265	1,411	1,557
	80%	54,500	62,300	70,100	77,850	84,100	90,350	96,550	102,800	108,976	115,203	1,362	1,460	1,752	2,024	2,258	2,491
	120%	81,840	93,360	105,120	116,760	126,120	135,480	144,840	154,200	163,464	172,805	2,046	2,190	2,628	3,036	3,387	3,738
	140%	95,480	108,920	122,640	136,220	147,140	158,060	168,980	179,900	190,708	201,606	2,387	2,555	3,066	3,542	3,951	4,361
Escambia County (Pensacola-Ferry Pass- Brent MSA) Median: 92,200	30%	18,900	21,600	25,820	31,200	36,580	41,960	47,340	52,720	Refer to HUD		472	506	645	847	1,049	1,250
	50%	31,500	36,000	40,500	44,950	48,550	52,150	55,750	59,350	62,930	66,526	787	843	1,012	1,168	1,303	1,438
	80%	50,350	57,550	64,750	71,900	77,700	83,450	89,200	94,950	100,688	106,442	1,258	1,348	1,618	1,870	2,086	2,301
	120%	75,600	86,400	97,200	107,880	116,520	125,160	133,800	142,440	151,032	159,662	1,890	2,025	2,430	2,805	3,129	3,453
	140%	88,200	100,800	113,400	125,860	135,940	146,020	156,100	166,180	176,204	186,273	2,205	2,362	2,835	3,272	3,650	4,028
Flagler County (Palm Coast MSA) Median: 88,700	30%	18,250	20,850	25,820	31,200	36,580	41,960	47,340	52,720	Refer to HUD		456	488	645	847	1,049	1,250
	50%	30,400	34,750	39,100	43,450	46,950	50,400	53,900	57,350	60,830	64,306	760	814	977	1,130	1,260	1,390
	80%	48,650	55,600	62,550	69,500	75,100	80,650	86,200	91,750	97,328	102,890	1,216	1,303	1,563	1,807	2,016	2,224
	120%	72,960	83,400	93,840	104,280	112,680	120,960	129,360	137,640	145,992	154,334	1,824	1,954	2,346	2,712	3,024	3,337
	140%	85,120	97,300	109,480	121,660	131,460	141,120	150,920	160,580	170,324	180,057	2,128	2,280	2,737	3,164	3,528	3,893
Franklin County Median: 69,500	30%	15,060	20,440	25,820	31,200	36,580	40,350	43,100	45,900	Refer to HUD		376	443	645	847	1,008	1,112
	50%	24,350	27,800	31,300	34,750	37,550	40,350	43,100	45,900	48,650	51,430	608	651	782	903	1,008	1,112
	80%	38,950	44,500	50,050	55,600	60,050	64,500	68,950	73,400	77,840	82,288	973	1,043	1,251	1,445	1,612	1,779
	120%	58,440	66,720	75,120	83,400	90,120	96,840	103,440	110,160	116,760	123,432	1,461	1,564	1,878	2,169	2,421	2,670
	140%	68,180	77,840	87,640	97,300	105,140	112,980	120,680	128,520	136,220	144,004	1,704	1,825	2,191	2,530	2,824	3,115

Florida Housing Finance Corporation (FHFC) income and rent limits are based upon figures provided by the United States Department of Housing and Urban Development (HUD) and are subject to change. Updated schedules will be provided when changes occur.







Prime Consultant:



Florida Corporate
License #s:
AA 0003619 /
IB 0001324

Sub Consultants:



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INTRODUCTION

USING THE CRA PLAN

The 2009 Urban Core Community Redevelopment Area Plan is presented in two volumes. Volume I - CRA Plan for the Urban Core Redevelopment Area of the City of Pensacola provides background information about the Agency and the Urban Core Community Redevelopment Area and Plan; outlines the strategic framework, themes and principles; provides a market and physical assessment of the Redevelopment Area in the year 2009; and illustrates the vision and recommendations of the Plan.

Volume II - CRA Plan for the Urban Core Redevelopment Area of the City of Pensacola presents the recommended implementation strategies and priority capital projects to achieve the CRA vision established in the Volume I - CRA Plan.

Volume II functions in reference to Volume I and together they comprise the complete CRA Plan. Volume II is intended to be able to be used as a stand-alone document that can be referenced for implementation strategies, priorities and schedules. Furthermore, Volume II is a guiding document to be utilized by the CRA for annual budgeting and focus of activity.

PREFACE

The State of Florida’s Community Redevelopment Act of 1969 was enacted to provide local governments with the “tools” necessary to revitalize the deteriorated portions of their communities. These “tools” include the establishment of the Community Redevelopment Agency (CRA or Agency) to administer redevelopment plans and delegate certain powers to this agency such as the power to designate certain areas as slum or blighted areas; propose modifications to community redevelopment plans; issue revenue bonds; and approve the acquisition, demolition, removal, or disposal of property. The Statutes further dictates that the municipality, “to the greatest extent it determines to be feasible, shall afford maximum opportunity, consistent with the sound needs of the county or municipality as a whole, to the rehabilitation or redevelopment of the community redevelopment area by private enterprise.” (§163.345)

On July 1, 1977, the Florida Legislature amended the Community Redevelopment Act to allow governments to use tax increment financing (TIF) as a tool for redevelopment. The amended Act also allows a designated Community Redevelopment Agency to utilize revenues from the sale of tax increment bonds for specific projects aimed at redeveloping and improving “slum” or “blighted” areas in their community. The location and extent of such areas and redevelopment projects must first, however, be objectively established and so designated by the local governing authority.

In the late 1970’s, the City Council of the City of Pensacola recognized that the City’s downtown and inner city was an all too common victim of the shifts in the 60’s and 70’s to suburban living, and took the necessary steps as outlined in the following sections to utilize the critical redevelopment tools available under this Act.

PENSACOLA’S URBAN CORE COMMUNITY REDEVELOPMENT AREA

On September 25, 1980, the City Council of the City of Pensacola adopted Resolution No. 54-80, stating that a blighted area existed in the City of Pensacola and finding the need for a redevelopment agency for the purpose of eliminating and preventing such blighted conditions. This action identified the Pensacola Inner City area as a blighted

area, and designated it as a community redevelopment area. The resolution further specifically established the Pensacola Urban Core area (Renamed the “Urban Core Community Redevelopment Area” in Res. 13-84) as the designated priority area within the Inner City for the focus of the rehabilitation, conservation and redevelopment activities conducted by the community redevelopment agency.

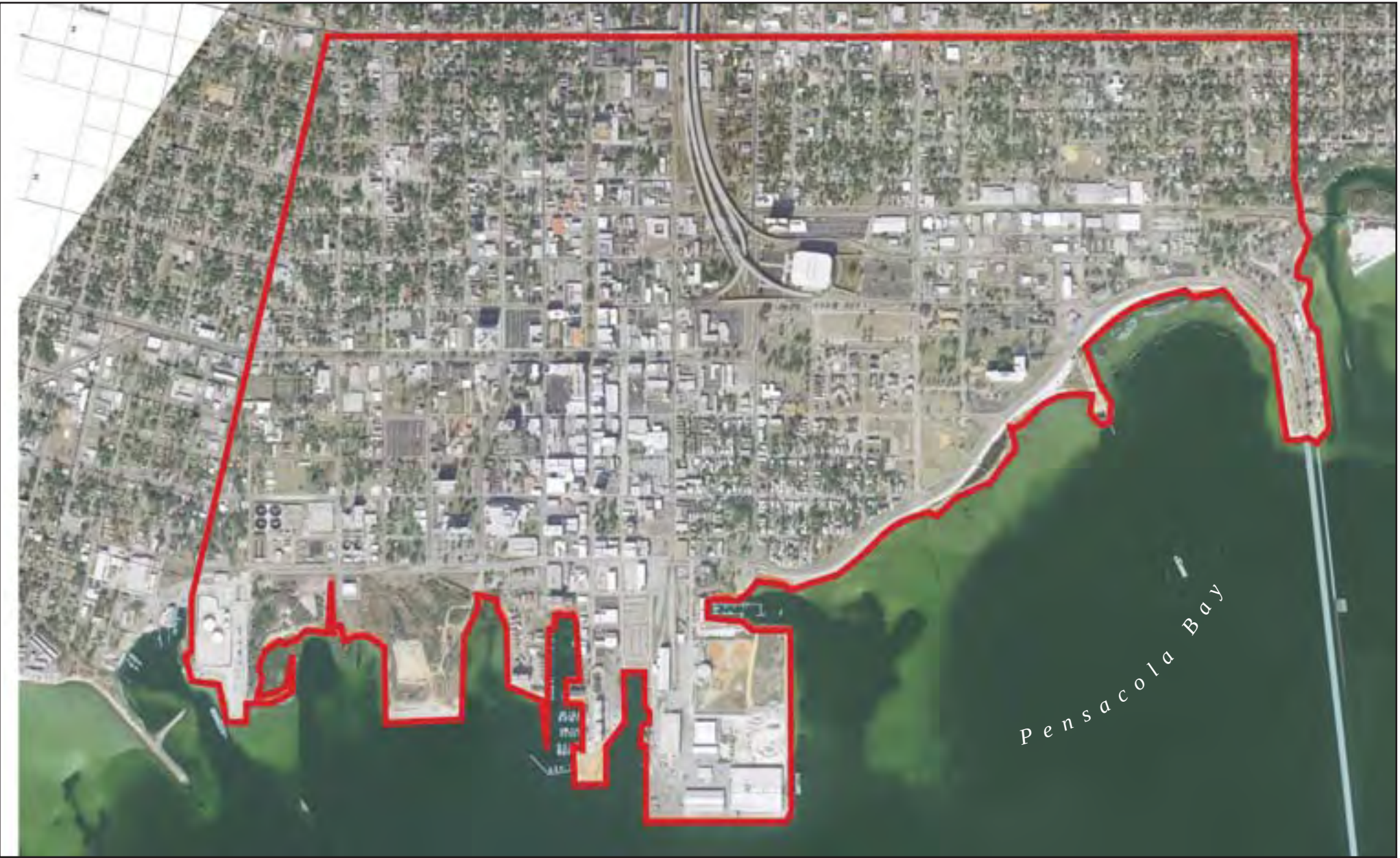
Resolution No. 65-81, adopted by the City Council on October 22, 1981 further defined the blighted area as follows: “All that real property in the City of Pensacola, County of Escambia, State of Florida, with the following described boundary: Begin at Pensacola Bay and Bayou Texar then northerly along Bayou Texar to Cervantes Street, thence westerly to 17th Avenue, thence northerly to Baars Street, thence westerly to the City -limit line at Davis Street, thence southwesterly to Leonard Street at I-110, thence southerly to Cross Street, thence westerly to the L & N Railroad, thence southeasterly along the L & N Railroad to the original City limit line, thence southwesterly along the original and present City limit line to Bayou Chico, thence southeasterly to Pensacola Bay, thence easterly in Pensacola Bay to POB.”

On March 8, 1984, the City Council adopted Ordinance No. 13-84 which established the priority area for redevelopment and the Redevelopment Trust Fund for the Urban Core Community Redevelopment Area: The area boundaries were established as follows:

“That area situated in the City of Pensacola, Escambia County, Florida, which is bound on the west by “A” Street; on the north by Cervantes Street; on the east by 17th Avenue, the L & N Railroad trestle and the mouth of Bayou Texar; and on the south by Pensacola Bay; “

THE COMMUNITY REDEVELOPMENT AGENCY OF THE CITY OF PENSACOLA

The management structure established to undertake formal redevelopment activities within the Redevelopment Area is the Community Redevelopment Agency. Based on the determination made by the City Council on September 25, 1980 that a blighted area existed in the City, and that a need existed for a redevelopment agency to implement the revitalization of this area, the Council also declared itself by Resolution No. 55-80 the Community Redevelopment Agency (CRA or Agency) for the City of Pensacola. This



action outlined the rights, powers, duties, privileges and immunities invested in the Council acting as the CRA. However, other powers allowed by the Redevelopment Act were reserved solely with the City Council.

The Agency, therefore, exists as a public body corporate and politic. It is a legal entity, separate, distinct and independent from the City Council and exists until dissolved by direct action of the Pensacola City Council. The Agency has adopted administrative and fiscal policies and procedures for conducting the business of the CRA.

The Agency shall from time to time employ staff, contractors and/or consultants to carry out administration and implementation of the redevelopment efforts. The staff of the CRA, along with the Staff of various City Departments perform staff functions for the CRA, as needed. Because many of the redevelopment projects and activities carried out to date, as well as many of the proposed-projects, involve construction or renovation of public rights-of-way, City owned properties and public open spaces, and community policing, interaction among the staff outlined above is critical to the successful redevelopment. This interaction is also important from the long term perspective of operation and maintenance of redevelopment projects once construction is complete and the City’s annual budget process is impacted.



THE PENSACOLA URBAN CORE REDEVELOPMENT TRUST FUND

Florida Statute 163.353 designates that the powers of “a taxing authority[to]... appropriate funds to a redevelopment trust fund include the of such taxing authority.” Therefore, as the primary focus for rehabilitation, conservation and redevelopment activities in Urban Core, the CRA established the Redevelopment Trust Fund (Ordinance No. 13-84), for the purpose of financing and refinancing community redevelopment projects to preserve and enhance the tax base within the Urban Core Community Redevelopment Area.

Community redevelopment within the Area is financed primarily from tax increment finance (TIF) revenues allocated to and deposited in the Redevelopment Trust Fund pursuant to §163.387, Florida Statutes. Tax increment revenues are paid to the Redevelopment Trust Fund by taxing authorities, other than school districts and water management districts, which have taxing jurisdiction within the Redevelopment Area. Presently, those taxing authorities include Escambia County, the City of Pensacola and the City of Pensacola Downtown Improvement Board. The amount of funds appropriated by each taxing authority to the Redevelopment Trust Fund is equal to 95% of the difference between the amount of ad valorem real property taxes levied by the taxing authority each year within the Redevelopment Area and the amount which would have been produced by the same levy on the assessed value of taxable real property in the Redevelopment Area in 1983. This 1983 base value of taxable real property is \$87,926,570.

To fund significant projects the City may issue Revenue Bonds pledging future TIF revenue collection for repayment of the bonds. Redevelopment revenue bonds or other obligations must mature within 60 years after the end of the fiscal year in which the initial community redevelopment plan was approved or adopted. Annual appropriations to the fund by each taxing authority shall not exceed this time period.

Pursuant to the Community Redevelopment Act §163.387(1)(a), no TIF may be expended within the Community Redevelopment Area unless those funds are expended in accordance with the community redevelopment plan. The Agency’s allocation of available TIF funds is budgeted annually concurrently with the City of Pensacola budget process.

It should be noted that additional public and private resources are often necessary to accomplish significant redevelopment initiatives and may be further defined in the Community Redevelopment Plan.

URBAN CORE COMMUNITY REDEVELOPMENT PLAN

Local municipalities and community redevelopment agencies are granted the authority to undertake redevelopment projects following adoption of a community redevelopment plan as outlined in the Community Redevelopment Act (§163.360). The Redevelopment Plan guides future development and expenditures from the Trust Fund so as to eliminate existing conditions of blight and to create a condition for continued private reinvestment in the district. The Plan provides a framework for coordinating and facilitating public and private redevelopment of the Area. Development and implementation of the Plan involves the efforts of the Agency, the private sector financial and business community and other governmental agencies. Following the adoption of the initial Plan, subsequent modifications and amendments may be adopted by the Governing Body pursuant to §163.361.

On March 27, 1984, the City Council adopted Resolution No. 15-84 and approved the first Community Redevelopment Plan for the Urban Core Community Redevelopment Area. This 1984 Plan identified specific community redevelopment projects to be funded from the Redevelopment Trust Fund. Resolution No. 15-84 also authorized the issuance and awarded the sale of \$2,145,000 Redevelopment Revenue Bonds, Series 1984 to finance the specific community redevelopment projects in the 1984 Plan. Minor amendments to the 1984 Plan were subsequently adopted by the Pensacola City Council to include additional projects.

Between 1987 and 1988 the CRA undertook a significant planning process to adopt a new CRA Plan utilizing the 1984 Plan as amended as the basic foundation. One of the primary objectives of this planning process was to develop a list of priority projects which could better link together the previous CRA redevelopment activities and projects in a more comprehensive manner. This second plan was adopted in 1989. The projects and elements of the 1989 Plan were consistently implemented, with numerous minor amendments over the years based on small area or task specific plans, studies and reports that were developed including:

- Downtown and CRA Residential Market Potential, 2004
- Downtown Improvement Board, Parking Management Strategy, 2006
- Downtown Improvement Board, Retail Market Strategy, 2007

Furthermore, the 2010 CRA Plan explicitly adopts by reference the following previously adopted plans as part of this plan:

- Pensacola Waterfront Development Plan, 2000
- Belmont/DeVilliers Land Use Plan, 2004
- Pensacola Historic District Master Plan, 2004



COMMUNITY REDEVELOPMENT PLAN - 2009

Culturally, the nation is changing its attitudes towards cities and urban living. Broad economic, social and cultural forces are reshaping the face of our urban environment. These forces give areas such as downtown Pensacola the best opportunity to compete in decades. The challenge was to develop a plan that realizes Pensacola’s urban core’s full potential.

The 2009 CRA Plan establishes the framework for transformative policies and investments in the Community Redevelopment Area. Within that context the plan provides policy, programmatic and fiscal direction for the CRA as Pensacola reshapes its urban landscape and waterfront. The purpose of the Plan is to:

- Define the strategic framework, conceptual themes, goals, principles and objectives (use what ever hierarchy terms that are used in the plan) for the future of Pensacola’s Urban Core Community Redevelopment Area
- Establish a Plan that illustrates a bold vision for the Urban Core Community Redevelopment Area

INTRODUCTION

- Establish relevancy and appropriateness of objectives and specific initiatives and capital projects identified in the Community Redevelopment Plan (1989 as amended) that have not been fully implemented and to adopt those that are still relevant in context of the new or updated elements of this Plan.
- Establish relevancy and appropriateness of past area plans and incorporate priority elements from each that are consistent with the Plan
- Identify specific short term(3 – 5 year) priority redevelopment capital improvement projects and other recommended redevelopment project elements and establish a recommended timeline
- Identify potential long term redevelopment capital improvement projects and other recommended redevelopment initiatives
- Comply with the State of Florida Statutory Requirements per §163.362 of the Community Redevelopment Act of 1969. (See Appendix for compliance requirements and action)

PROCESS

The Urban Core CRA Plan was developed through an engaging process of public input involving multiple stakeholder groups, focus groups, neighborhoods and public officials through a series of tours, interviews, focus group sessions, workshops and presentations. The process consisted of five general tasks:
Task 1: Process of Discovery - The project team gathered information and data, reviewed existing plans, studies and development regulations and visited Pensacola for the project kickoff, site investigation and a series of focus group meetings and interviews. A public meeting was held where the project team presented their first impressions, opportunities and challenges. A brief presentation was made on characteristics of successful downtowns offering the participants the opportunity to visualize successful urban places and to understand their consistent principles. As part of this task, the team performed a Real Estate Market Analysis and Demographic Trends & Economic Development Analysis.



Task 2: Design Workshop - The four-day Design Workshop in Pensacola began with a Public Visioning Workshop where citizens participated in a Community Vision Survey where they ranked images of other places as to their appropriateness for downtown Pensacola. They were then invited to role up their sleeves with the project team and put on paper their ideas and dreams for the Community Redevelopment Area. Throughout the week, while the team synthesized the outcomes of the Public Visioning Workshop

and developed the preliminary concept plan, the public was invited to drop in to observe and offer insight. Culminating the workshop, the project team presented to the public the overall concept plan and recommendations for the CRA and received public comments.

Task 3: Plan Refinement/Preliminary Draft Report - Following the Design Workshop, based on the CRA staff and public input, the project team continued to refine the concepts that were developed and prepared a Preliminary Draft Report for the CRA’s review.

Task 4: Final Draft Report - Based on feedback from the CRA, the project team refined the draft report and recommendations and developed the final draft Community Redevelopment Plan including the Implementation Plan, priorities and funding strategies for review.

Task 5: Final Report and Presentation – Following the CRA’s review of the final draft report, the project team made final refinements and presented the CRA with the final report. On XXX, XX, 2009, the CRA presented the Community Redevelopment Plan to the City of Pensacola Planning Board. The CRA Plan was adopted by the Pensacola City Council on XXX, XX, 2009.

FRAMEWORK AND THEMES

In preparation for the comprehensive update to the CRA Plan the City of Pensacola established the strategic framework and conceptual themes for the project.

STRATEGIC FRAMEWORK

In the CRA’s strategic framework, talent, connections, distinctiveness and innovation have been identified as key elements which provide the basis for the next steps in Pensacola’s urban core redevelopment. The ideas behind this framework are:

- Talent - Pensacola wants to attract young talented adults. This growing and diverse population (X-Y generation, young professionals, new immigrants, young families with children,) wants choices in life style and to be connected to strong close in neighborhoods, near cultural and entertainment venues and recreation.
- Connections - Strengthening physical, social and cultural connections will foster a sense of community and belonging for residents of Pensacola. These connections will create a downtown that is no longer simply a collection of buildings, streets and open spaces, but an integrated community that attracts new residents, businesses and visitors.
- Distinctiveness - Pensacola must be aspirational and offer professional opportunities to attract young people to want to live, work and raise a family in the area. Downtown’s urban amenities, historic neighborhoods, urban living and cultural attractions provide a competitive niche to attract workers, residents and tourists.
- Innovate - Innovation is the driver of the economy. Therefore Pensacola needs to promote investment in technology infrastructure and forward-thinking transformative initiatives.

CONCEPTUAL THEMES

Urban Core - the plan should guide the strengthening of Pensacola’s unique urban environment as a regional landmark and an important destination by:

- Building upon recent success and community strengths
- Creating strong destinations for development / investments
- Connecting new investments with existing community fabric
- Linking destinations to neighborhoods and waterfront to establish a multi-dimensional downtown

Waterfront - the Plan should guide the CRA in creating an attractive amenity that adds to the identity and livability of the City and celebrates its most valuable natural asset by:

- Increasing the awareness of the waterfront within the city / region
- Enhancing and promoting the waterfront for the economic benefit of the community
- Promoting the diversity of the waterfront by creating opportunities for parks, cultural recreational, educational, and entertainment experiences
- Connecting the waterfront to the city linking neighborhoods and downtown
- Preserving and enhancing the natural areas along the water’s edge

STRATEGIC GUIDING PRINCIPLES

Having laid out what the CRA feels is its strategic framework within which they work and conceptual themes for the plan; the following principles guided the development of the Community Redevelopment Plan. Following the precedents of other successful cites, Pensacola should strive to be:

- Prosperous - attracting jobs and investment
- Diverse - embracing social and economic inclusiveness
- Distinctive - celebrating and reinforcing historic, entertainment and cultural destinations
- Walkable - focusing on the pedestrian environment
- Green - promoting the natural landscape and resources

The strategy that has been employed throughout the CRA Plan has been to identify transformative investments which are multi-dimensional efforts that remake the urban physical environment to stimulate economic growth, improve fiscal vitality and advance social equity. These strategies have been employed to strengthen the five cornerstones of the CRA: The Urban Core, Neighborhoods, Streets, Green Spaces and the Waterfront.





Assessment



SOCIOECONOMIC ANALYSIS

A. INTRODUCTION

The following section includes an analysis of demographic and economic trends and projections for the Pensacola CRA and surrounding jurisdictions. This data provides the baseline for identifying the growth potential of the region, city and the CRA. This analysis specifically examines trends and projections for the Pensacola CRA, the City of Pensacola, Escambia County, and a 3-county economic region including Escambia and Santa Rosa Counties in Florida and Baldwin County, Alabama. The study areas were included to create a direct comparison between the local and regional competitive markets. The data was collected primarily from Demographics Now¹, ESRI Inc., the Bureau of the Census, and the Bureau of Labor Statistics.

B. POPULATION TRENDS AND PROJECTIONS

1. Population Trends

The population of the CRA decreased by 413 people between 1990 and 2000 resulting in a 11% decline. Since 2000, there are no reliable estimates of the CRA population. During the 1990s, the City of Pensacola experienced a 5.3% decline, resulting in a population of 56,255 in 2000. According to State of Florida and U.S. Census estimates, the City may have been losing population at a rate of between 2.4% and 4.3% since 2000. Both sources indicate a loss of several thousand residents over the past eight years (Table 1).

During this same period, Escambia County, the 3-county region, and the State of Florida experienced strong population gains. Between 1980 and 2000, the county and region experienced annual growth rates exceeding 1%. This would suggest that Pensacola has been experiencing steady out-migration of its population to more suburban and rural parts of the region. The rapid growth of Baldwin County, AL over the past several decades has driven much stronger population gains in the region, that approached 10% annually during the 1980s and 2.2% per year during the 1990s. According to the State and U.S. Census estimates, population growth has slowed considerably during the 2000s, ranging from roughly 0.5% annual for Escambia County to roughly 1.5% per year in the region. The State of Florida has continued to grow at between 1% and 2% per year, although the current recession has had deleterious effects of Florida’s housing markets and many residents have lost their homes due to foreclosure. Whether these factors will have a significant negative effect on state population growth is uncertain at this time.

It is important to note that the areas surrounding the City of Pensacola have much more available land for development and suburban growth patterns are pushing development into areas of the county. If properly positioned, the CRA could benefit from this regional population growth. New investment in retail development and housing units could draw a share of regional population growth into the CRA, particularly persons seeking contemporary urban living.

2. Population Projections

Escambia County is projected to increase in population over the next decade, growing at roughly 0.5% annually through 2015, according to State of Florida estimates. Increases in population typically translate into an increased demand for housing, as well as retail, office and service space. Population growth in the region is projected to increase at a rate three times the county growth rate (1.7%/yr.) during the 2008-2015 period.

In order for the CRA to grow in the future, a concerted effort is necessary to encourage new housing and apartment development. The lack of housing diversity in the CRA, particularly higher density housing such as apartments and condominiums, create an opportunity for new development in the future. However, additional efforts are needed to provide amenities (e.g., parks, trails, etc.) and basic services (e.g., grocery and convenience shopping, personal services, etc.) in support of this new housing.

¹ DemographicsNow is a private data vendor that compiles and analyzes socio-economic and demographic data. The company also applies a proprietary methodology to develop future projections.

Table 1 Population Trends and Projections Comparative Analysis; 1980 to 2013						
				----- Estimates -----		--- Projections---
	1980	1990	2000	2008	2008	2015
TOTAL NUMBER				Univ. of FL [1]	U.S. Census [2]	[3]/[4]
Pensacola CRA	--	3,749	3,336	--	--	---
City of Pensacola	58,614	59,418	56,255	54,925	53,820	---
Escambia County	232,354	262,477	294,410	313,480	302,939	325,322
3-County Region*	172,544	442,686	552,568	632,055	627,431	696,218
State of Florida	9,536,863	12,937,926	15,982,378	18,807,219	18,328,340	20,615,256
PERCENT CHANGE		1980-1990	1990-2000	2000-2008	2000-2008	2008-2015
Pensacola CRA	--	--	-11.0%	--	--	---
City of Pensacola	--	1.4%	-5.3%	-2.4%	-4.3%	---
Escambia County	--	13.0%	12.2%	-1.3%	2.9%	2.4%
3-County Region	--	156.6%	24.8%	14.4%	13.5%	7.4%
State of Florida	--	35.7%	23.5%	17.7%	14.7%	7.8%
ANNUAL PERCENT CHANGE		1980-1990	1990-2000	2000-2008	2000-2008	2008-2015
Pensacola CRA	--	--	-1.2%	--	--	---
City of Pensacola	--	0.1%	-0.5%	-0.3%	-0.6%	---
Escambia County	--	1.2%	1.2%	0.8%	0.8%	0.5%
3-County Region	--	9.9%	2.2%	1.7%	1.6%	1.4%
State of Florida	--	3.1%	2.1%	2.1%	1.7%	1.5%

*3-County Region includes Escambia County (FL), Baldwin County, and Santa Rosa County

Sources:

[1] University of Florida, Bureau of Economic and Business Research, 11/3/08.

[2] U.S. Department of Commerce, Bureau of the Census, Population Estimates Division.

[3] Florida Demographic Estimating Conference, February 2009 and the Florida Demographic Database, August

[4] The University of Alabama, Center for Business and Economic Research

3. Population by Age

The population within the CRA is aging. According to DemographicsNow, the median age increased from 36.9 in 1990 to 42.1 in 2008 (Table 2) The 35 to 64 age cohorts are the only age cohorts that have increase their share of the total population since 1990. This is generally considered a positive development since these age cohorts correspond strongly with the years that most people start to have children and become established in their careers. Comparatively, the 0 and 34 and the 65 and over age cohorts have seen their numbers decline as a percentage of total population. The shrinking share of retirement age cohorts (65 years and older) is counter to national and state population trends which has experienced a marked increase in older populations. These trends may indicate that the CRA is not viewed as a desired location for raising children, and those most attracted to Downtown Pensacola are trending toward older and more established mid-cycle households.

The surrounding counties all have higher proportions of younger populations than the Pensacola CRA or the City as a whole. This represents an increased opportunity for the CRA to better position itself as an attractive location for families and young adults. Ways to attract more families and young people to the area include increasing family-oriented recreational opportunities, which will be discussed in more detail in the following chapters. Also, the limited presence of schools in the downtown impacts the numbers of households with children.

Future trends indicate the median age of the CRA will continue to increase through 2013 (43.7). Those aged 55 to 64 are projected to have the largest increase in share of population (2.8%) and those 65 to 74 are also projected to experience a comparatively large increase in share of population (1.1%). Similarly, the median age of residents in Escambia County, the 3-County Region, and the state of Florida are also projected to continue to age through 2013 (37.9, 39.9, and 42.2, respectively). The aging population indicates a potential need for more retail and service businesses that cater to this age group. Businesses that typically are used by elderly persons include pharmacies, elder care services, and health care services.

In preparing for the future, part of the strategy for the CRA should be to create opportunities and incentives to attract younger households, particularly those in the 20 to 34 demographic. Creating more diverse housing options at different price points is important to this cohort. The lack of modern and affordably-priced, apartment complexes and condominiums downtown is likely creating barriers to entry for some populations interested in living downtown.

Table 2
Percentage Distribution of Population by Age Cohort
Comparative Analysis; 1990 to 2013

	1980	1990	2000	2008	2013
PENSACOLA CRA					
0 to 4	--	7.0%	4.8%	5.1%	5.0%
5 to 19	--	16.5%	15.3%	15.1%	14.0%
20 to 24	--	7.0%	6.3%	6.7%	7.1%
25 to 34	--	16.6%	15.3%	13.1%	12.7%
35 to 44	--	13.4%	16.7%	14.4%	13.1%
45 to 54	--	8.4%	13.7%	16.6%	15.3%
55 to 64	--	9.6%	8.5%	11.8%	14.6%
65 to 74	--	10.0%	8.8%	7.2%	8.3%
Over 74	--	11.4%	10.7%	10.2%	10.1%
Median Age	--	36.9	40.4	42.1	43.7
ESCAMBIA COUNTY					
0 to 4	7.4%	7.4%	6.1%	6.2%	6.2%
5 to 19	25.8%	21.6%	21.6%	19.5%	18.7%
20 to 24	10.6%	8.4%	8.0%	7.8%	7.5%
25 to 34	16.1%	17.1%	13.7%	14.1%	13.7%
35 to 44	11.4%	14.1%	15.3%	13.2%	12.8%
45 to 54	10.4%	10.5%	12.9%	14.1%	13.8%
55 to 64	9.3%	9.1%	9.2%	11.2%	12.6%
65 to 74	5.8%	7.4%	7.3%	7.2%	7.6%
Over 74	3.1%	4.5%	6.0%	6.7%	7.0%
Median Age	--	32.4	35.4	36.8	37.9
STATE OF FLORIDA					
0 to 4	5.9%	6.6%	5.9%	6.0%	6.0%
5 to 19	21.7%	18.3%	19.4%	17.9%	17.1%
20 to 24	8.3%	6.7%	5.8%	6.3%	6.3%
25 to 34	14.5%	16.3%	13.0%	12.1%	12.2%
35 to 44	10.7%	14.0%	15.5%	13.3%	11.9%
45 to 54	10.1%	10.0%	12.9%	14.4%	14.3%
55 to 64	11.5%	9.7%	9.8%	12.2%	13.6%
65 to 74	10.9%	10.6%	9.1%	8.7%	9.4%
Over 74	6.4%	7.8%	8.5%	9.3%	9.3%
Median Age	--	36.4	38.7	41.0	42.2

*3-County Region includes Escambia County (FL), Baldwin County, and Santa Rosa County
Source: ESRI and RKG Associates, Inc., 2009

C. HOUSEHOLD TRENDS AND PROJECTIONS

1. Household Formation Trends

Recent trends indicate the 3-county region has experienced the fastest growth in household formations of the study areas (Table 3). This growth is largely attributable to the population “boom” experienced by Baldwin County during the 1980s and 1990s. The household formation growth rate in the CRA and the City as a whole from 2000 to 2008 (4.0% and 3.5%, respectively) was faster than the population growth of these areas during the same period. This may suggest that Pensacola and the CRA is attracting more single person or smaller households.

	1980	1990	2000	2008	2013
CITY OF PENSACOLA					
0 to 4	6.5%	6.7%	5.7%	5.7%	5.7%
5 to 19	23.7%	19.5%	19.9%	17.2%	16.0%
20 to 24	8.8%	7.2%	6.3%	6.5%	6.4%
25 to 34	15.1%	15.7%	12.1%	12.4%	12.6%
35 to 44	10.4%	14.6%	14.8%	12.3%	11.7%
45 to 54	11.1%	10.0%	14.5%	15.3%	14.5%
55 to 64	11.1%	10.1%	9.6%	12.9%	14.5%
65 to 74	8.2%	9.3%	8.9%	8.2%	9.1%
Over 74	5.1%	6.7%	8.3%	9.7%	9.5%
Median Age	--	35.6	39.3	42.0	43.0
3-COUNTY REGION*					
0 to 4	7.5%	7.3%	6.2%	6.3%	6.2%
5 to 19	26.2%	21.8%	21.6%	19.3%	18.9%
20 to 24	9.9%	7.4%	6.5%	6.6%	6.3%
25 to 34	15.7%	16.7%	13.1%	12.9%	12.5%
35 to 44	11.7%	14.4%	16.0%	13.7%	12.9%
45 to 54	10.3%	10.8%	13.4%	15.1%	15.0%
55 to 64	9.3%	9.3%	9.8%	12.0%	13.5%
65 to 74	6.2%	7.6%	7.6%	7.6%	8.1%
Over 74	3.3%	4.5%	5.8%	6.4%	6.7%
Median Age	--	33.0	36.6	38.7	39.9

Table 3
Household Trends and Projections
Comparative Analysis; 1980 to 2008

	1980	1990	2000	2008
TOTAL NUMBER				
Pensacola CRA	--	1,626	1,524	1,585
City of Pensacola	22,267	24,495	24,524	25,391
Escambia County	80,957	98,449	111,049	123,555
3-County Region*	57,907	165,552	210,178	251,815
State of Florida	3,667,994	5,134,869	6,337,929	7,589,539
PERCENT CHANGE				
	1980-1990	1990-2000	2000-2008	
Pensacola CRA	--	--	-6.3%	4.0%
City of Pensacola	--	10.0%	0.1%	3.5%
Escambia County	--	21.6%	12.8%	11.3%
3-County Region	--	185.9%	27.0%	19.8%
State of Florida	--	40.0%	23.4%	19.7%
ANNUAL PERCENT CHANGE				
	1980-1990	1990-2000	2000-2008	
Pensacola CRA	--	--	-0.6%	0.5%
City of Pensacola	--	1.0%	0.0%	0.4%
Escambia County	--	2.0%	1.2%	1.3%
3-County Region	--	11.1%	2.4%	2.3%
State of Florida	--	3.4%	2.1%	2.3%

*3-County Region includes Escambia County (FL), Baldwin County, and Santa Rosa Count
Source: ESRI, DemographicsNow, and RKG Associates, Inc., 2009

D. RACIAL COMPOSITION

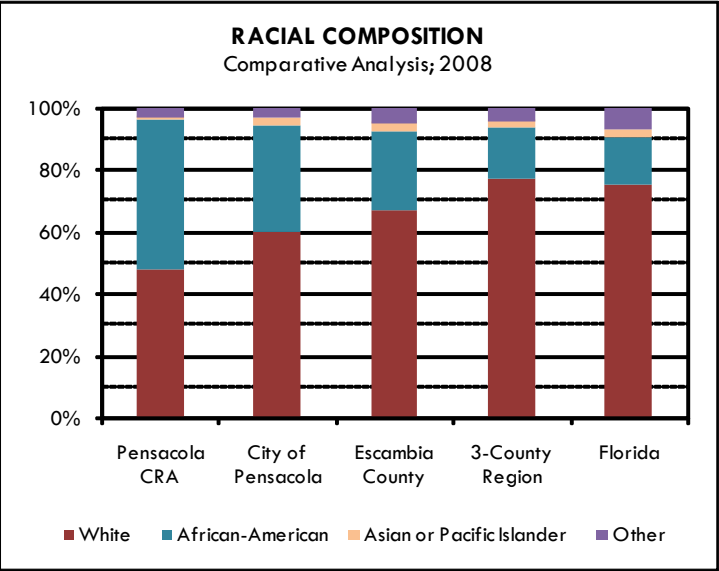
In the CRA, the 2008 population was fairly evenly split between white (48.2%) and African-American (47.9%) populations, which accounted for more than 96% of all CRA residents (Figure 1). Recent trends indicate the white population has been steadily declining while the African-American population has grown. More specifically, the white population declined from 55.8% of the total population in 2000 to 48.2% in 2008; while the African-American population grew from 40.7% to 47.9% of the population during the same time period. The African-American population also experienced significant growth in the 3-county region and state of Florida; however, growth in these surrounding areas has been slower than in the CRA, City, or Escambia County.

Future projections indicate the African-American population in the CRA will increase through 2013 to 51.7% of the population. The white population is projected to decline by another 4.2% during the same time period. Other races are projected to continue to comprise less than 4.0% of the population through 2013.

E. EDUCATION ATTAINMENT

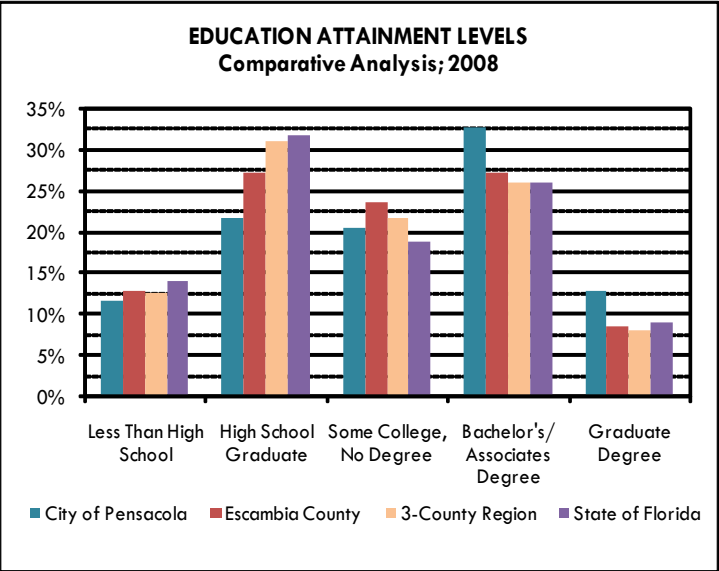
Education attainment levels for Pensacola residents age 25 and over are higher than the County and the other study areas as shown in Figure 2. In the City of Pensacola, 36.7% of the population 25 years and older had a Bachelor’s Degree or higher in 2008, while approximately 33.4% had a high school diploma or less. This is a higher attainment level than in the County as a whole, where 26.0% had a Bachelor’s Degree or higher and 40.4% had a high school degree or less. Pensacola’s favorable education attainment levels are largely due to the presence of the University of West Florida, which has a number of alumni living in the region. The 3-county region had a lower percentage of residents 25 years and older with at least a Bachelor’s Degree (25.3%). The 3-county region also has more people that achieved a high school degree or less (43.8%). DemographicsNow estimates 26.2% of residents in the State of Florida had a Bachelor’s Degree or higher and 46.0% had a high school degree or less in 2008. Invariably, the data indicates that the City of Pensacola has comparatively high education attainment levels. Overall, the City’s larger college educated population bodes well for its ability to attract knowledge-based companies and the “creative class” employees that support those companies.

Figure 1



Source: ESRI Inc., and RKG Associates, Inc., 2009

Figure 2



Source: DemographicsNow and RKG Associates, Inc., 2009

F. MEDIAN HOUSEHOLD INCOME TRENDS AND PROJECTIONS

1. Median Household Income Trends

In order to more accurately compare household income trends, RKG adjusted historic income data collected from DemographicsNow to current dollars using a regional CPI-U index. Generally, median household incomes in all the study area jurisdictions are rising, albeit at different rates (Figure 3). The State of Florida had the highest current median income at \$50,509 in 2008. The CRA had a significantly lower median income at \$43,911, approximately 86% of the state median. All study areas had median incomes below the national level of \$54,749.

In terms of income by range, the largest segment of the CRA population earns under \$25,000 (37.5%). However, the largest segment of households (30.4%) in the City make between \$50,000 and \$100,000. The majority of residents in the comparative study areas also make between \$50,000 and \$100,000. The state of Florida has the highest percentage (17.2%) of the population earning over \$100,000 per year.

2. Median Household Income Projections

The median household income in the CRA and City is projected to grow at a much faster rate through 2013 than in previous years (1.4% annual increase). The 3-county region and state of Florida are also projected to experience household income growth, albeit at a much slower annual rate (0.4% and 0.8%, respectively).

G. EMPLOYMENT AND ESTABLISHMENT TRENDS

Employment and establishment trends were analyzed to help gain a fuller understanding of the industries that have experienced growth in the recent past and therefore may be ideal industries to focus recruitment efforts on. The employment and establishment data was collected from the U.S. Census Bureau’s County Business Patterns (CBP). County Business Pattern data consists of annual series that provides employment and establishment growth trends data by NAICS industry categories.

In order to identify growth trends for the Pensacola study area, RKG collected data for the years 1998 and 2006. In 1998, the Census Bureau switched to the North American Industry Classification System (NAICS). As such, data prior to this date is not compatible with the most recent information. The most recent data at the time of this analysis was 2006 information. The consultant collected the employment and establishment data for the 3-county region of Escambia County, Baldwin County, and Santa Rosa County.

It is important to note that some of the CBP data is suppressed by the Census Bureau in order to protect the information of individual companies. In these cases, RKG has employed a methodology to

estimate employment numbers by using averages that fell into the ranges provided by the Census Bureau. The information presented in this analysis is intended to be a representation of employment and establishment levels, but it not an exact count. Though there are some limitations to the data, it provides a good sense of what types of industries have been gaining or losing employment and establishments in the recent past.

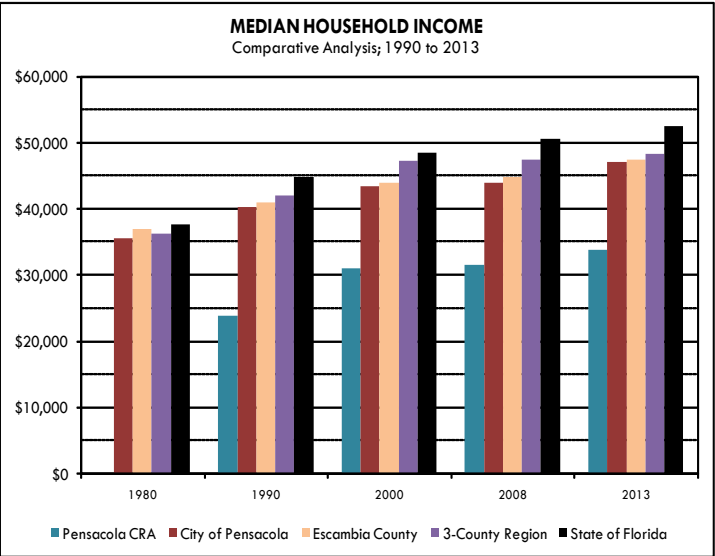
1. Employment Trends

Over the past four decades the Pensacola economy has been shifting from a production economy to a service economy. While all industries have gained employment since 1969, the service industries have grown at a much faster pace. In fact, service employment has grown by 300% over 40 years (Figure 4). However, unlike other regions of the country that have seen production employment (i.e., agriculture, forestry, construction, and manufacturing) erode or disappear, the Pensacola MSA's production industries have actually increased employment by approximately 35%. The third leg of the region’s economy has been government employment, which has increased by 11.4% in 40 years.

The 3-county region has a concentration of service-related employment. Retail trade (34,408 jobs) was the top employment sector in 2006 (Table 5) followed by healthcare and social assistance (28,732 jobs), and accommodation and food services (24,886 jobs). The comparatively high amount of accommodation and food services employment is largely attributable to the beach tourism industry that has a major presence in all three counties.

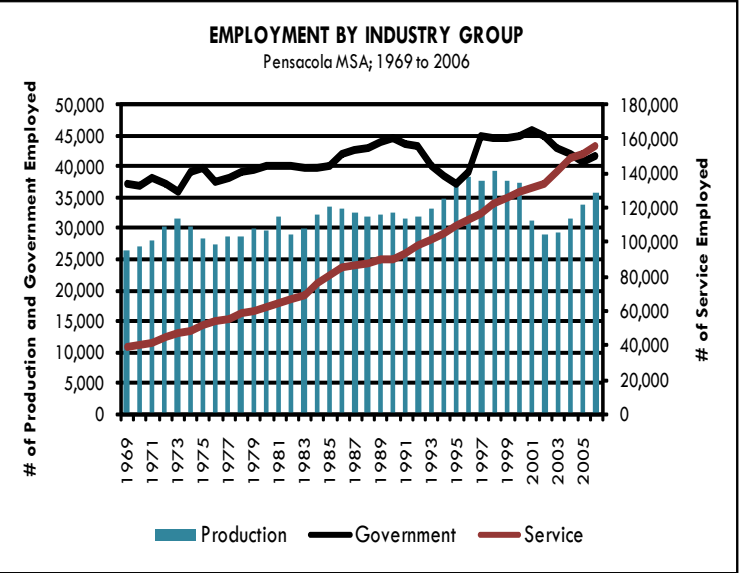
Job growth has been strong in the 3-county region, as the study area experienced a net increase of 23,035 new jobs, or 13.9%, between 1998 and 2006. This employment growth has been primarily concentrated in the service sectors. The retail trade, accommodation

Figure 3



Source: ESRI Inc., and RKG Associates, Inc., 2009

Figure 4



Source: REIS and RKG Associates, Inc., 2009

Table 4
Income by Range
Comparative Analysis; 1990 to 2013

	1990	2000	2008	2013
PENSACOLA CRA				
Under \$25k	--	50.3%	37.5%	32.7%
\$25k to \$50k	--	31.5%	33.9%	30.4%
\$50k to \$100k	--	12.0%	21.1%	29.1%
Over \$100k	--	6.0%	7.5%	8.1%
CITY OF PENSACOLA				
Under \$25k	49.9%	36.2%	28.2%	24.6%
\$25k to \$50k	29.6%	31.5%	27.7%	22.0%
\$50k to \$100k	16.7%	23.4%	30.4%	36.1%
Over \$100k	3.8%	9.0%	13.6%	17.3%
ESCAMBIA COUNTY				
Under \$25k	49.7%	34.5%	26.2%	22.4%
\$25k to \$50k	33.7%	33.3%	28.8%	23.0%
\$50k to \$100k	14.4%	25.3%	33.2%	39.3%
Over \$100k	2.2%	7.0%	11.9%	15.3%
3-COUNTY REGION*				
Under \$25k	48.5%	31.5%	24.3%	21.1%
\$25k to \$50k	34.3%	32.8%	28.2%	23.6%
\$50k to \$100k	14.8%	27.6%	34.8%	39.6%
Over \$100k	2.4%	8.2%	12.8%	15.6%
STATE OF FLORIDA				
Under \$25k	45.1%	30.8%	22.6%	18.6%
\$25k to \$50k	34.1%	31.7%	26.8%	20.8%
\$50k to \$100k	16.9%	27.2%	33.5%	38.1%
Over \$100k	3.9%	10.4%	17.2%	22.5%

Source: DemographicsNow and RKG Associates, Inc., 2009

Table 5
Employment Trends, By Major Industry Classifications
Escambia, Baldwin, and Santa Rosa Counties; 1998-2006

NAICS	Description	1998	2006	Change	% Change
-----	Total	165,629	188,664	23,035	13.9%
11	Forestry, Fishing, Hunting, and Agriculture Support	467	179	(288)	-61.7%
21	Mining	219	229	10	4.6%
22	Utilities	1,622	1,731	109	6.7%
23	Construction	12,731	17,239	4,508	35.4%
31	Manufacturing	15,205	11,943	(3,262)	-21.5%
42	Wholesale Trade	6,422	6,806	384	6.0%
44	Retail Trade	27,984	34,408	6,424	23.0%
48	Transportation and Warehousing	3,805	4,521	716	18.8%
51	Information	3,735	3,767	32	0.9%
52	Finance and Insurance	4,956	6,778	1,822	36.8%
53	Real Estate and Rental and Leasing	2,518	3,837	1,319	52.4%
54	Professional, Scientific, and Technical Services	8,141	10,962	2,821	34.7%
55	Management of Companies and Enterprises	730	788	58	7.9%
56	Administrative and Support and Waste Management and Remediation Services	17,929	16,092	(1,837)	-10.2%
61	Educational Services	3,123	3,976	853	27.3%
62	Health Care and Social Assistance	25,573	28,732	3,159	12.4%
71	Arts, Entertainment, and Recreation	2,273	2,401	128	5.6%
72	Accommodation and Food Services	18,591	24,886	6,295	33.9%
81	Other Services (except Public Administration)	9,048	9,361	313	3.5%
95	Auxiliaries (exc corporate, subsidiary & regional mgt)*	425	0	(425)	-100.0%
99	Unclassified	132	28	(104)	-78.8%

Source: US Census Bureau and RKG Associates, Inc., 2009

*The Auxiliary category was discontinued in 2006 and auxiliary employment was redistributed into other categories.

and food services, and health care and social assistance sectors alone added 15,878 new jobs, or over two-thirds the total net gain in the region. Baldwin County, in particular, has added a large number of retail jobs and was responsible for 4,015 (62.5%) of the 6,424 new jobs in this industry. It should be noted that the construction industry also experienced large employment gains (4,508 new jobs) between 1998 and 2006. However, construction employment has likely declined since 2006 due to the current economic downturn which is slowing development activity statewide.

The largest jobs have occurred in the service sector. Food services and drinking places experienced the largest net gain, at more than 6,678 new jobs (Table 6). A production industry, special trade contractors, also experienced significant employment growth (3,565 new jobs), however as mentioned previously the job growth in this subsector since 2006 has slowed. Given the study period (1998-2006), it is likely that some construction employment growth was attributable to the clean-up and renovation activities occurring during the years after Hurricane Ivan.

Professional, scientific, and technical services added 2,821 new jobs during the study period. It should be noted that all of the growth in the professional, scientific, and technical services occurred in Baldwin County and Santa Rosa County, while Escambia County actually lost 225 jobs in this industry. It will be important for the CRA to continue innovative marketing efforts in order to attract the regional professional, scientific, and technical employment industries into the City of Pensacola.

Table 6
Largest Employment Shifts¹
Escambia, Baldwin, and Santa Rosa Counties; 1998-2006

NAICS	Description	1998	2006	Change	% Change
LARGEST NET GAIN					
722	Food Services and Drinking Places	15,905	22,583	6,678	42.0%
235	Special trade contractors	7,920	11,485	3,565	45.0%
541	Professional, Scientific, and Technical Services	8,141	10,962	2,821	34.7%
621	Ambulatory Health Care Services	8,328	10,178	1,850	22.2%
448	Clothing and Clothing Accessories Stores	2,214	3,610	1,396	63.1%
LARGEST NET LOSS					
561	Administrative and Support Services	17,692	15,758	(1,934)	-10.9%
315	Apparel Manufacturing	1,172	14	(1,158)	-98.8%
325	Chemical Manufacturing	2,203	1,454	(749)	-34.0%
334	Computer and Electronic Product Manufacturing	816	68	(748)	-91.7%
333	Machinery Manufacturing	1,292	630	(662)	-51.2%
LARGEST PERCENTAGE GAIN					
493	Warehousing and Storage	29	192	163	562.1%
514	Information & data processing services	86	213	127	147.7%
711	Performing Arts, Spectator Sports, and Related Industries	263	648	385	146.4%
454	Nonstore Retailers	381	855	474	124.4%
485	Transit and Ground Passenger Transportation	306	622	316	103.3%
LARGEST PERCENTAGE LOSS					
315	Apparel Manufacturing	1,172	14	(1,158)	-98.8%
334	Computer and Electronic Product Manufacturing	816	68	(748)	-91.7%
115	Support Activities for Agriculture and Forestry	245	35	(210)	-85.7%
331	Primary Metal Manufacturing	642	153	(489)	-76.2%
712	Museums, Historical Sites, and Similar Institutions	171	48	(123)	-71.9%

1 - Minimum of 100 employees
Source: U.S. Census Bureau and RKG Associates, Inc., 2009

Employment sectors that experienced the greatest decline were primarily in the manufacturing industry. Apparel manufacturing experienced the greatest decline in net jobs (1,934 job losses). Chemical manufacturing, computer manufacturing, and machinery manufacturing also experienced severe employment losses (3,317 total job losses). The decline in manufacturing employment is a trend experienced throughout the nation, as our economy transitions from a production to service economy in most parts of the country. The only service industry to experience comparatively large net declines in employment was the administrative and support services subsector (1,934 jobs losses). Most of the job losses in this category were in Escambia County (2,768 job losses). It is important to note that the removal of auxiliary jobs from the 3-county region is a result of reclassification rather than job loss. These 425 positions were reorganized into the remaining industry sectors.

Warehousing and storage, and information and data processing services were the fastest growing employment sectors. Warehousing and storage employment increased 562%, while information and data processing increased approximately 148%. Similar to largest net losses, the manufacturing industries had the largest percentage loss of jobs. Apparel manufacturing had the largest percentage loss (98.8%) followed by computer and electronic manufacturing (91.7%). Support activities for agriculture and forestry also experienced a percent decline of over 85% and are indicative of the suburbanization of the region.

2. Establishment Trends

The 3-county region experienced a faster percent growth in establishments (17.4%) than employment (13.9%); indicating new companies continue to locate to the region (Table 7). The top five sectors, in terms of number of businesses, were very similar to the

top employment sectors. Retail trade had the largest amount of new businesses (2,259 businesses) followed by construction (2,142 businesses) and professional, scientific, and technical services (1,436 businesses).

Changes in establishments among industries have varied greatly within the region. Special trade contractors (472 new businesses) experienced the largest net gain (Table 8). Professional, scientific, and technical services also experienced a large net gain of 400 new businesses. Although Escambia County experienced a decrease in professional, scientific, and technical employment, this industry actually increased by 164 establishments during the same time period. Repair and maintenance and wholesale trade of nondurable goods experienced the largest net decline (45 and 38 businesses, respectively).

Table 7
Establishment Trends, By Major Industry Classifications
Escambia, Baldwin, and Santa Rosa Counties; 1998-2006

NAICS	Description	1998	2006	Change	% Change
-----	Total	12,389	14,548	2,159	17.4%
11	Forestry, Fishing, Hunting, and Agriculture Support	52	42	(10)	-19.2%
21	Mining	20	27	7	35.0%
22	Utilities	57	51	(6)	-10.5%
23	Construction	1,449	2,142	693	47.8%
31	Manufacturing	452	408	(44)	-9.7%
42	Wholesale Trade	618	627	9	1.5%
44	Retail Trade	2,415	2,529	114	4.7%
48	Transportation and Warehousing	373	373	0	0.0%
51	Information	187	213	26	13.9%
52	Finance and Insurance	681	847	166	24.4%
53	Real Estate and Rental and Leasing	591	887	296	50.1%
54	Professional, Scientific, and Technical Services	1,036	1,436	400	38.6%
55	Management of Companies and Enterprises	47	52	5	10.6%
56	Administrative and Support and Waste Management and Remediation Services	631	729	98	15.5%
61	Educational Services	103	125	22	21.4%
62	Health Care and Social Assistance	1,079	1,324	245	22.7%
71	Arts, Entertainment, and Recreation	199	182	(17)	-8.5%
72	Accommodation and Food Services	917	1,096	179	19.5%
81	Other Services (except Public Administration)	1,353	1,423	70	5.2%
95	Auxiliaries (exc corporate, subsidiary & regional mgt)*	14	0	(14)	-100.0%
99	Unclassified	115	35	(80)	-69.6%

Source: US Census Bureau and RKG Associates, Inc., 2009
*The Auxiliary category was discontinued in 2006 and auxiliary establsihments were redistributed into other categories.

Table 8
Largest Establishment Shifts¹
Escambia, Baldwin, and Santa Rosa Counties; 1998-2006

NAICS	Description	1998	2006	Change	% Change
LARGEST NET GAIN					
235	Special trade contractors	868	1,340	472	54.4%
541	Professional, Scientific, and Technical Services	1,036	1,436	400	38.6%
531	Real Estate	456	729	273	59.9%
233	Building, developing & general contracting	476	668	192	40.3%
621	Ambulatory Health Care Services	740	906	166	22.4%
LARGEST NET LOSS					
811	Repair and Maintenance	485	440	(45)	-9.3%
422	Wholesale trade, nondurable goods	211	173	(38)	-18.0%
713	Amusement, Gambling, and Recreation Industries	160	130	(30)	-18.8%
453	Miscellaneous Store Retailers	289	264	(25)	-8.7%
451	Sporting Goods, Hobby, Book, and Music Stores	152	130	(22)	-14.5%
LARGEST PERCENTAGE GAIN					
514	Information & data processing services	21	42	21	100.0%
523	Securities, Commodity Contracts, and Other Financial Investments and Related Activities	66	112	46	69.7%
562	Waste Management and Remediation Services	20	33	13	65.0%
531	Real Estate	456	729	273	59.9%
711	Performing Arts, Spectator Sports, and Related Industries	29	45	16	55.2%
LARGEST PERCENTAGE LOSS					
113	Forestry and Logging	35	25	(10)	-28.6%
325	Chemical Manufacturing	26	19	(7)	-26.9%
337	Furniture and Related Product Manufacturing	50	37	(13)	-26.0%
323	Printing and Related Support Activities	49	38	(11)	-22.4%
713	Amusement, Gambling, and Recreation Industries	160	130	(30)	-18.8%

1 - Minimum of 20 Companies
Source: U.S. Census Bureau and RKG Associates, Inc., 2009

ASSESSMENT - SOCIOECONOMIC ANALYSIS

The fastest growing industries, in terms of percentage growth, were information & data processing services (100% growth) and securities, commodity contracts, and other financial investments and related activities (69.7% growth). The largest percentage losses occurred in agricultural and manufacturing subsectors. Forestry and logging experienced the largest percentage loss of businesses (28.6% decline) followed by chemical manufacturing (26.9% decline) and furniture and related product manufacturing (26.0% decline).

H. CREATIVE CLASS ANALYSIS

1. Introduction

Richard Florida, a leading urban theorist and researcher, describes the creative class as a group of highly educated, creative people that are a key driving force behind regional economic innovation and prosperity. More specifically, the creative class, as defined by Richard Florida in his book, The Rise of the Creative Class, includes, “scientists and engineers, university professors, poets and novelists, artists, entertainers, actors, designers, and architects, as well as the ‘thought leadership’ of modern society: nonfiction writers, editors, cultural figures, think-tank researchers, analysts, and other opinion-makers. Beyond this core group, the creative class also includes ‘creative professionals’ who work in a wide range of knowledge-intensive industries such as high-technology, financial services, the legal and healthcare professions, and business management.”

Those in the creative class tend to be higher paid than working class or service class workers. Therefore, cities and regions with large numbers of the creative class tend to be economically diverse and enjoy greater household affluence. Nationally, the creative class population tends to concentrate in and around major metropolitan areas such as Boston, San Francisco, Washington, DC, and New York City. However, given the City of Pensacola’s interest in making its downtown a more diverse employment center and residential district, RKG Associates conducted an analysis of Downtown Pensacola’s creative class employment as defined by Richard Florida’s in his most recent book entitled, Who’s Your City, where the author attempts to quantify the creative class in U.S. metropolitan areas and identify the factors that attract them.

Some facts about the creative class from Florida’s research include:

- Size of the Creative Class - The creative class now includes some 38.3 million Americans, roughly 30 percent of the entire U.S. workforce. In the leading centers of this new class geography, the creative class workers comprise more than 35 percent of the workforce.
- Creative Class Workers are Better Paid - In 1999, the average salary for a member of the creative class was nearly \$50,000 (\$48,752), compared to roughly \$28,000 for a working-class member and \$22,000 for a service-class worker.
- Quality of Life is Important to the Creative Class - Cities and regions that attract lots of creative talent are also those with greater diversity and higher levels of quality of place.
- Creative, Knowledge-based Pursuits Define the Core Creative Class - The super creative core of this new class includes: scientists and engineers, university professors, poets and novelists, artists, entertainers, actors, designers, and architects, as well as the “thought leadership” of modern society: nonfiction writers, editors, cultural figures, think-tank researchers, analysts, and other opinion-makers.
- Professional Occupations Contribute to the Creative Class - Beyond this core group, the creative class also includes “creative professionals” who work in a wide range of knowledge-intensive industries such as high-tech sectors, financial services, the legal and healthcare professions, and business management.
- Successful Creative Class Regions - Today, it seems, leading creative centers provide a solid mix of high-tech industry, plentiful outdoor amenities, and an older urban center whose rebirth has been fueled in part by a combination of creativity and innovative technology, as well as lifestyle amenities.

- Diversity, Tolerance and Lifestyle Amenities Attract the Creative Class - While it certainly remains important to have a solid business climate, having an effective people climate is even more essential. By this Florida mean’s a general strategy aimed at attracting and retaining people- especially, but not limited to, creative people. This entails remaining open to diversity and actively working to cultivate it, and investing in the lifestyle amenities that people really want and use often, as opposed to using financial incentives to attract companies, build professional sports stadiums, or develop retail complexes.

- Immigration is an Important Factor - Openness to immigration is particularly important for smaller cities and regions.

- The Creative Class Breeds Young, Entrepreneurial, Risk Takers - Young workers have typically been thought of as transients who contribute little to a city’s bottom line. But in the creative age, they matter for two reasons. First, they are workhorses. They are able to work longer and harder, and are more prone to take risks, precisely because they are young and childless. In rapidly changing industries, it’s often the most recent graduates who have the most up-to-date skills. Second, people are staying single longer. The average age of marriage for both men and women has risen some five years over the past generation. College-educated people postpone marriage longer than the national averages. Among this group, one of the fastest growing categories is the never-been-married. To prosper in the creative age, regions have to offer a people climate that satisfies this group’s social interests and lifestyle needs, as well as address those of other groups.²

2. Methodology

In order to measure the downtown creative class population, RKG Associates obtained detailed employment data for the area within the CRA by NAICS industry code from ESRI, Inc. RKG then obtained industry occupational data for over 90 occupational categories from REMI, Inc., an econometric modeling firm located in Amherst, MA. The occupational data showed the percentage distribution of various occupations within major industry categories. These percentages were then applied to the total employment in each industry represented in the CRA. This allowed RKG to identify specific creative class occupations and measure their presence within Downtown Pensacola as a percentage of total employment.

3. Creative Class Employment

Data obtained from ESRI, Inc. indicates that there were approximately 14,147 people employed in the CRA in 2008. Of this total, RKG estimates about 37% are employed within 32 creative class occupations as described in Florida’s book and interpreted by RKG Associates (Table 9). On average, the annual salary for these occupations is estimated at nearly \$59,000, which is many times greater than Pensacola’s median household income. This includes a number of moderately paid occupations that support the primary creative class.

Some creative class occupations within the CRA have greater representation than others. For example, the downtown has a high number of health diagnosing and treating practitioners and technologists and technicians. This group comprises almost 16% of the CRA’s creative class employment. This concentration is primarily due to presence of Baptist Hospital in the downtown. There are also comparatively large numbers of computer specialists within the district (482 people).

The comparatively large number of computer specialists is indicative of the CRA’s growing technology and research employment base. For instance, the CRA is home to The Florida Institute for Human & Machine Cognition (IHMC), an innovative research and technology center that specializes in artificial intelligence, cognitive science, psychology, philosophy, and robotics.

There is also a large defense presence in Pensacola. The Naval Aerospace Medical Research Laboratory, located in close proximity to the CRA, is a division of the Navy devoted to conducting research, development, testing, and evaluation in aerospace medicine and related sciences. These types of research facilities add to the region’s research, technology, and innovation. There is an opportunity to continue building upon the research facilities already located in the area and create a research and technology cluster. Attracting more of these types of innovative companies will further help to build upon the creative class employment base and spur economic development within the CRA.

For comparative purposes, RKG Associates analyzed the creative class employment in Escambia County and the United States as a whole. Using the same methodology, the percentage of employment within the creative class in Escambia County was 28.4%,

2 Richard Florida, Who’s Your City: How the Creative Economy Is Making Where to Live the Most Important Decision of Your Life, Basic Books, 2008.

and 29.9% for the United States. As mentioned previously, downtown Pensacola is estimated to have almost 37% of total employment within the creative class.

It should be noted that cities and metropolitan areas often contain higher levels of creative class employment than rural or less dense areas. Although the CRA has a larger amount of these professions than the national average, it is important to continue innovative marketing efforts to attract this segment of the population into the City in order to best foster economic growth.

4. Creative Class Income

The consultant analyzed the wages of the creative class occupations to obtain a sense of how much spending power these professions bring to the downtown. To complete this analysis, RKG collected salary and wage data for the Pensacola MSA from the Bureau of Labor Statistics (BLS). Occupational category descriptions from the BLS slightly differed from the occupational titles obtained from REMI, Inc. but not significantly. The consultant took the closest match possible when the titles were differing. The result in Table 9 shows the approximate annual salaries of creative class occupations within the CRA.

The median annual wages of those in the creative class range from \$32,180 for drafters, engineering and mapping specialists to \$159,250 for top managers and executives. Not surprisingly, lawyers and computer specialists have comparatively high wages within the creative class (\$110,230 and \$79,710 respectively) (Table 9). Engineers and other managers round out the top five occupations with the highest median wages. In comparison, “support occupations” tend to have lower annual median wages. The support occupations annual median wages range from \$35,470 for legal support workers to \$64,940 for occupational and physical therapists. Regardless, the annual median wages for all creative class occupational categories are above the average annual median wage for all occupations within the Pensacola MSA (\$23,730).

I. LABOR FORCE AND UNEMPLOYMENT TREND

1. Labor Force Participation

Labor force participation rates are an important indicator of labor force quality, as they represent the percentage of eligible workers in the population over the age of 16 that are either: (1) currently employed or (2) are unemployed but actively seeking employment. People who have given up their job search are said to have “dropped out” of the labor force and are not counted as participants. The labor force participation data, or the percent of those over 16 that are in the labor force, was obtained from DemographicsNow. Labor force information at the CRA level was not available. Although DemographicsNow does not report yearly participation rates, a sense

Table 9
Creative Class Employment
Pensacola CRA

	Pensacola MSA Annual Median Wage	
	Total	
Pensacola CRA Employment	14,147	--
MANAGEMENT, DESIGN, AND TECHNICAL OCCUPATIONS		
Top executives	232	\$159,250
Advertising, marketing, promotions	75	\$70,840
Operations specialties managers	163	\$61,240
Other management occupations	270	\$61,240
Business operations specialists	369	\$50,110
Financial specialists	300	\$50,290
Computer specialists	482	\$79,710
Mathematical science occupations	15	\$55,400
Architects, surveyors, and cartographers	35	\$56,820
Engineers	130	\$78,930
Drafters, engineering, and mapping	90	\$32,180
Life scientists	24	\$49,380
Physical scientists	27	\$49,380
Social scientists and related occupations	50	\$49,380
Lawyers, judges, and related worker	98	\$110,230
Postsecondary teachers	124	\$51,720
Primary, secondary, and special education	294	\$42,920
Other teachers and instructors	63	\$42,920
Librarians, curators, and archivist	28	\$50,200
Life, physical, and social science	34	\$51,660
Art and design occupations	69	\$37,900
Entertainers and performers, sports	43	\$37,900
Media and communication occupations	122	\$59,680
Media and communication equipment	30	\$37,900
Health diagnosing and treating practitioners	821	\$47,130
Nursing, psychiatric, and home healers	382	\$49,790
Health technologists and technician	448	\$48,200
Sub Total	4,818	\$60,071
% of Grand Total	34.1%	--
SUPORT OCCUPATIONS		
Legal support workers	68	\$35,470
Other education, training, and librarians	112	\$47,780
Other healthcare practitioners	17	\$47,130
Occupational and physical therapist	21	\$64,940
Other healthcare support occupations	143	\$36,460
Sub Total	361	\$41,961
% of Grand Total	2.5%	--
GRAND TOTAL	5,178	\$58,810
% OF PENSACOLA CRA EMPLOYMENT	36.6%	--

Source: REMI, ESRI, BLS, and RKG Associates, Inc., 2009
Note: Occupational wages obtained from BLS and were matched as closely as possible to occupational categories obtained from REMI

of the general trends can be obtained by comparing 2000 and 2008 data in Table 10. Labor force participation rates are roughly 60% for all geographic regions and have not changed considerably since 2000. More importantly, the City of Pensacola has experienced a slight decline in its labor force over the past 8 years, while Escambia County and the region have grown.

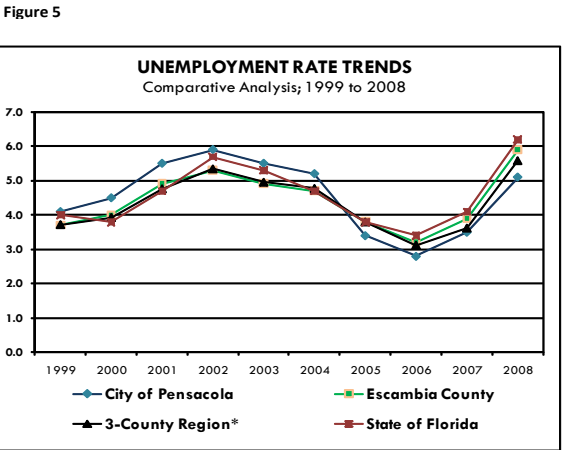
Table 10
Labor Force Participation
Comparative Analysis; 2000 and 2008

	POPULATION OVER 16		IN LABOR FORCE		LABOR FORCE PARTICIPATION	
	2000	2008	2000	2008	2000	2008
Pensacola CRA	--	--	--	--	--	--
City of Pensacola	45,163	42,479	26,773	25,483	59.3%	60.0%
Escambia County	232,930	235,749	139,618	144,090	59.9%	61.1%
3-County Region*	433,134	501,239	261,007	304,553	60.3%	60.8%
State of Florida	12,741,821	15,138,411	7,471,165	9,242,000	58.3%	61.1%

*3-County Region includes Escambia County (FL), Baldwin County, and Santa Rosa County
Source: DemographicsNow and RKG Associates, Inc., 2009

2. Unemployment Rate Trends

Unemployment rates have increased in all study areas. Unemployment steadily declined from 2002 to 2008 (Figure 5). The recent national downturn in the economy has also affected the state and local unemployment rates, which have been rising since mid-2006. The City of Pensacola has generally been on-par with the state-wide and county unemployment rate trends. The annual unemployment rate in Pensacola for 2008 was 5.1%, which was below the state rate of 6.2%, as well as the other comparative regions.



Source: BLS and RKG Associates, Inc., 2009

J. IMPLICATIONS

Although the CRA and City have experienced declines in population in past decades, recent trends indicate a minor gain in population and households in recent years. In order to continue growing, new residential development must occur. Additional housing units downtown will also generate increased retail and service demand, which will in turn help support new or expanded businesses and employment. A more detailed analysis of housing units and residential market demand is included in the real estate market section of this report.

The population data indicate the CRA is comprised of mostly established, mid-cycle households, while young professionals, households with children, and seniors have located outside the CRA in other parts of the city or region. Future strategies must target a more diverse population base by providing a more complete set of urban amenities, entertainment, and improved quality of life.

The service industry, specifically the professional and scientific jobs is growing in the region. However, professional service growth in Escambia County has lagged behind the region. Innovative marketing efforts, such as a recently re-designed Chamber of Commerce website, will help to attract the young professional workforce to support this employment sector. Continued recruitment efforts and business development incentives offered within the CRA will also help to attract professional and scientific employment.

Finally, the city should continue nurturing its creative class, which appears to be clustering in businesses located in the central business district. What is not known at this time is the percentage of creative class workers who are actually living in the CRA. In order to attract this population, more efforts are needed to diversify the housing stock; create a more active dining and entertainment scene; create public amenities for recreationalist and families with children; and connect downtown neighborhoods to the waterfront.

A. INTRODUCTION

This section details the real estate market forces that are shaping Pensacola’s development environment, as well as the demand for retail, office, and residential properties in the CRA study area. The real estate market assessment reflects the most current market information available and includes an assessment of development trends, current lease rates, and real estate sales prices. In addition, RKG Associates conducted interviews with various real estate professionals in order to understand the dynamics of the local market.

The general purpose of this assessment is to provide insight into the competitive market and to position the CRA to achieve its growth and development objectives. This assessment focuses on the residential, retail, and office markets, and utilizes existing research completed by other consultants within the past few years. Where existing market research was not available, RKG attempted to fill the gap.

B. DEVELOPMENT PROFILE

In preparing the following analysis, RKG Associates obtained real property assessment records for Escambia County from the Pensacola Community Redevelopment Agency. The consultant analyzed development profiles and trends of the entire County in order to provide appropriate context for new development and investment that may occur in the CRA. The parcel data was sorted by land-use and then arranged into County, City (excluding the CRA) and CRA boundaries. The location of these areas is shown in Map 1.

It must be noted the database provided by the CRA has some limitations in terms of accuracy and completeness. In September of 2004, several properties in the City were destroyed or severely damaged by Hurricane Ivan. Although many of these properties have since been repaired, there remain a number of uninhabitable properties that have not been restored. These properties were removed from the analysis. In addition, where parcel records had incomplete data fields, RKG attempted to calculate or estimate the appropriate value (if possible) based on the average values of similar properties. Consequently, the data presented in this chapter does not reflect exact conditions, but is considered quite accurate and suitable for the purpose of identifying general land use trends and growth patterns in the CRA and surrounding areas.

1. County Development Profile

Escambia County is primarily rural in nature, and the most prominent land use is single family residential which comprises 72% of all building square feet (Figure 1). Outside of the City of Pensacola, there is 23 million SF of commercial and industrial space. The northern portion of the county is primarily composed of single family residences, agriculture and timber land.



2. City Development Profile

Approximately 31.4 million square feet (67%) of the City’s total building space is classified as single family residential, which is approximately 5% less than the County (Figure 2). Commercial and industrial uses comprise approximately 20% of the developed space (9.5 million SF). The Cordova Mall, located near the Pensacola Gulf Coast Regional Airport, accounts for a large percentage of this space. Other commercial uses are primarily clustered near the airport along Airport Boulevard, N 9th Ave., and Creighton Road. This area contains many big-box and fast food establishments such as Wal-Mart, Target, McDonald’s and Wendy’s.

3. CRA Development Profile

Compared to the City and County, the CRA has a much higher percentage of commercial development, roughly 58% or 4 million SF of total building square footage (Figure 3) In fact, the commercial square footage is almost double the total residential square footage for the area. This is not surprising, as the CRA serves as the City’s central business district. A main retail attraction within the CRA is the Palafox Street commercial corridor which contains locally owned shops such as antiques, jewelry, and boutique stores. In fact, most of the retail establishments within the CRA are locally owned establishments. National retailers have typically located to the Cordova submarket, adjacent the Pensacola Regional Airport.

Of particular note in the CRA is the low percentage multi-family and condominium square footage, which is comparatively lower (9%) than either the City (12%) or the County (13%). This is not typical of most downtown districts, which tend to offer a number of higher density housing options (e.g., apartments, condos, etc.) and fewer single family homes.

C. RESIDENTIAL MARKET ASSESSMENT

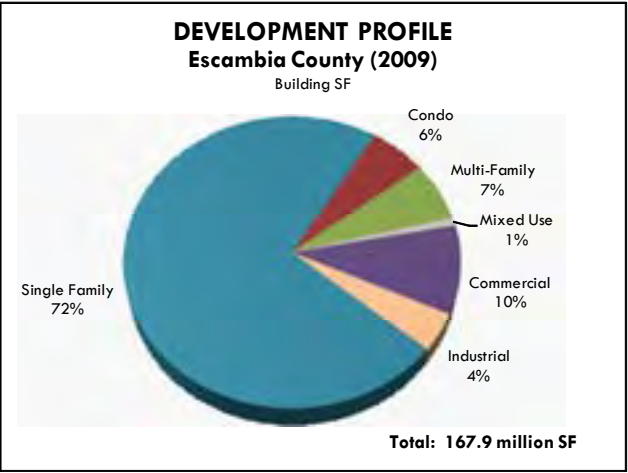
This section provides an assessment of the supply of both owner-occupied and rental housing in the CRA. To conduct this analysis, the consultant interviewed real estate professionals, analyzed the current supply of housing using assessment records from the City, and used secondary data sources such as DemographicsNow and ESRI, Inc³. In 2008, a Residential Market Potential study for the CRA was conducted by Zimmerman/Volk Associates. The findings from that report are included in the following supply-side analysis.

1. Supply-side Analysis

The following section details recent residential development activity and provides an analysis of the number, square footage, and value of new development. Similar to the development profile analysis, the following development trend analysis includes the County (less the city), City (less the CRA) and CRA boundaries. Associated tables are located at the end of this chapter.

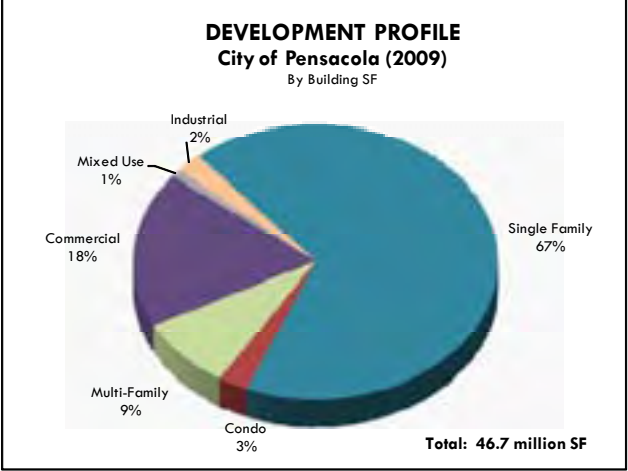
3 DemographicsNow and ESRI Inc. are private data vendors that compile and analyze socio-economic and demographic data. The companies also apply a proprietary methodology to develop future projections.

Figure 1



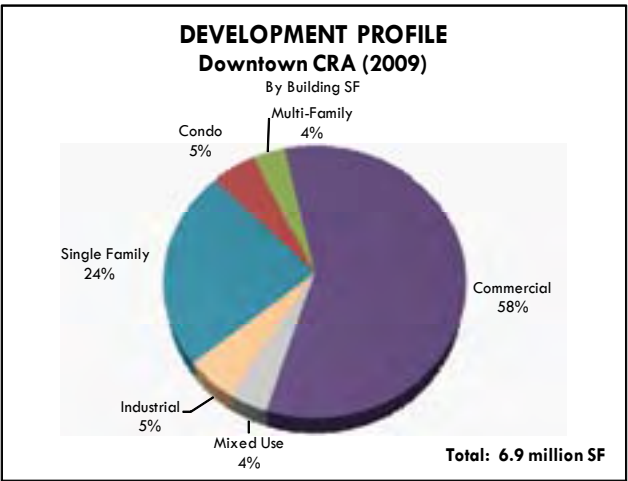
Source: Escambia County Assessor’s Office and RKG Associates, Inc., 2009

Figure 2



Source: CRA and RKG Associates, Inc., 2009

Figure 3



a.) County Development Trends (Less the City)

The portions of the County outside Pensacola’s City limits have experienced a significant increase in single family development. The housing stock within the last five years has increased by 9.0%. The cost per square foot for single family developments has steadily increased over the past ten years, rising from \$66.94/SF during the 1999 to 2003 period to \$72.60/SF from 2004 to the present. In addition, the average size of new homes has been getting larger, increasing from 1,547 SF pre-1999 to 1,992 SF in the past five years.

Condominium development within the County has been even more robust than single family development. Over 2,000 condominiums were developed in the past five years, representing a 43% increase over 2003 levels. The size of condominiums has also increased to an average of 1,813 SF, which is just 179 SF smaller than the average single family home.

Multi-family development has been slower than other residential development in the County. About 86 multi-family developments with fewer than 10 units were developed in the past ten years, and 11 projects with greater than 10 units have been developed during the same period. However, these eleven developments added 1,653 units to the County.

b.) City Development Trends (Less the CRA)

The number of new single family homes has increased 2.7% during the past five years (477 new homes). Although the amount of new homes developed increased modestly, the building value per square foot of these homes increased by more than half, to a present value of \$83.87/SF.

There has also been condominium development in the City, but considerably less than in the County. RKG estimates that 80 new units were added within the last five years, which represents a 7.1% increase over 2003 levels. Unlike single family homes, the average size of condominiums developed in the past five years has decreased significantly from 1,000 SF to 727 SF. Interesting, from 1999 to 2003, the average size of a new condominiums was 1,823 SF. The increase in size is largely a result of the condominiums developed at the Scenic Terrace Condo subdivision located at 1700 Scenic Highway. The average size of a condo in this development was 2,077 SF. The increase in condo development may suggest that there is a pent up demand for different housing in Pensacola.

Multi-family housing comprises almost 10% of the total building square feet in the City. Although there were only 3 new multi-family developments with over 10 units developed in the past five years, this represents a 10.7% increase over 2003 levels. Approximately 13 new multi-family developments with less than 10 units have been developed within the past five years, representing a 2.7% increase.

The average building values per square feet has risen for multi-family developments. Those multi-family developments with less than 10 units rose from \$38.98/SF to \$61.29/SF and multi-family developments over 10 units rose from \$24.48/SF to \$43.13/SF. Although multi-family development has increased over the current stock, there is still opportunity for higher density housing within the City and CRA.

c.) CRA Development Trends

There are only 1,010 single family homes within the CRA, with 152 units (17.7%) constructed within the past 10 years. Building values per square foot have increased from \$42.58/SF pre-1999 to the present value of \$115.17/SF. The new homes that have been developed in the CRA are larger on average than the homes within the City. A number of new homes were developed within the Pensacola Historic District and surrounding neighborhood.

Condominiums comprise 5% of the new building square feet constructed within the CRA. This is a higher proportion than the City, where condos make up 3% of the total building square footage. In fact, condo development with the CRA has increased 21% over the past 5 years. The new condos are located within the Pensacola Historic District and include the Alcaniz Lofts and Romana Lofts at Alcaniz Center. New condos have also been developed at Court of North Hill, located in the northwest quadrant of the CRA.

Multi-family square footage accounts for only 4% of the total building square feet within the CRA. There are only 3 multi-family units that contain more than 10 units. No new multi-family developments with more than 10 units have been built in the past

10 years. Multi-family development with less than 10 units has also been slow. Only 2 multi-family developments with less than 10 units have been built during the past ten years. Although development of multi-family units has been slow, the 2008 Zimmerman/Volk Associates Residential Market Potential report indicates that in 2008, there was potential demand for 750 new rental multi-family units and 500 new for-sale units in the CRA.

2. Residential Permit Activity

RKG conducted an analysis of building permit activity from 2000 to 2008 for Pensacola, Escambia County, Baldwin County, and Santa Rosa County. Recent trends indicate that the number of permitted units has been declining rapidly since 2005 for most jurisdictions (Figure 4). However, the units permitted in Pensacola actually increased from 176 permitted units in 2007 to 195 units permitted in 2008. The increase is largely due to new multi-family housing in the City. In 2008, there were 3 multi-family buildings permitted containing a total of 154 units.

Single family building permits have experience a large decline. In 2007, there were 927 permits issued in Escambia County and by 2008, single family permits dropped to 554, for a decline of 40.2%. Likewise, single family permits issued in Baldwin County, AL declined 36.3% from 1,992 to 1,268 and Santa Rosa County, FL declined 35.4% from 830 to 536 in Santa Rosa. This decline mirrors a large national housing decline, which was accelerated in the Fall of 2008 with the collapse of several large financial institutions. The subsequent credit crisis has constrained access to affordable mortgage loans and has constrained new residential development and sales activity.

RKG Associates obtained commercial and residential building permit data for the CRA going back to 2006, including new construction and major renovations. The purpose of this analysis was to document the level of private investment occurring within the downtown and to identify where it has been occurring. New residential investment has concentrated in the Pensacola Historic District (Map 2). There also have been permits issued near the waterfront for condominium development, and permits issued in the neighborhoods located in the northeast portion of the CRA.

The number of new construction permits issued per year has steadily decreased since 2006 (Table 1). In 2006, there were 11 permits issued for new construction. This decreased to 5 permits issued in 2007 and only 1 issued in 2008. However, the number of permits issued for alterations or repairs increased from 28 permits issued in 2006 to 35 permits issued in 2007. During 2008, renovation permits 14 issued in 2008. The majority of the new permits issued were for buildings valued under \$200,000. The largest permitted building value was issued in 2006 for \$500,000.

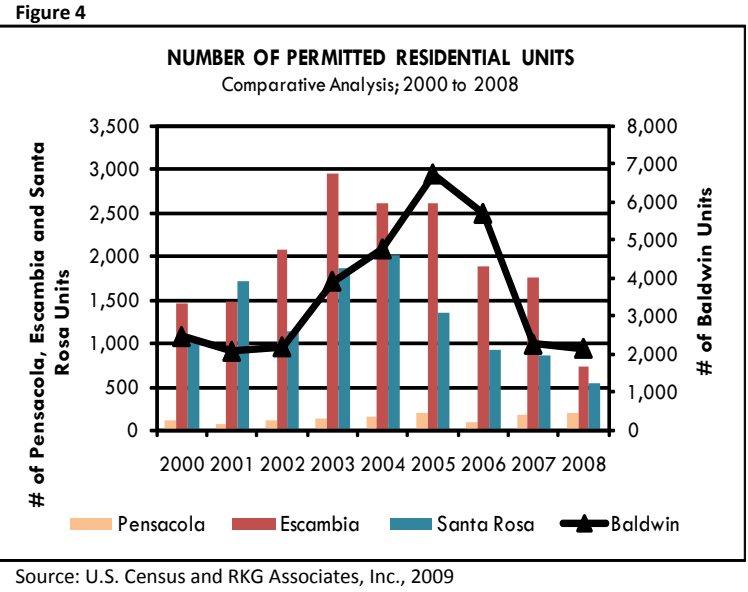


Table 1
Residential Building Permits
Pensacola CRA; 2006 to 2008

Year	New Construction			Alterations/Repairs			% of Grand Total	
	Number	Total Value	Value Per Permit	Number	Total Value	Value Per Permit	New Construction	Alterations & Repairs
2006	11	\$1,630,179	\$148,198	28	\$1,471,625	\$52,558	64.7%	36.4%
2007	5	\$903,027	\$180,605	35	\$992,001	\$28,343	29.4%	45.5%
2008	1	\$157,927	\$157,927	14	\$371,928	\$26,566	5.9%	18.2%
GRAND TOTAL	17	\$2,691,133	\$158,302	77	\$2,835,554	\$107,467	100.0%	100.0%

Source: Pensacola CRA and RKG Associates Inc., 2009

3. Distribution of Downtown Assessed Values and Building Condition

In order to understand the relative condition of buildings in the Downtown, RKG Associates conducted an analysis of assessed property values for all residential and commercial properties. This analysis compared the assessed building values of each property, on a per square foot basis, against the average assessed value per square foot for all other properties within the same land use category. As an example, each single family property was compared against the average assessed values of all other single family homes in the City of Pensacola. The individual values of each property (\$/SF) were then calculated as a percentage of the average value in that building category. A heat map showing variations in downtown property values is shown in Map 2. Areas shown in dark red denote the lowest property values per square foot, sometimes referred as hot zones. Lighter colors denote higher values.

The analysis, although not a perfect indictor of building conditions, shows concentrations of properties that are valued comparatively lower, on average, than other properties in the same category. Typically, property values are strongly correlated with condition, as value is partially a reflection of maintenance and upkeep levels. Areas where there are concentrations of lower values are represented as red or dark red and higher value buildings are depicted as pink or white. Parcels without any color are classified as either industrial, governmental, or institutional uses (i.e. churches, parks, cemeteries, etc.).

RKG Associates then conducted field research to determine if the value calculations reflected actual building conditions in the field. It should be noted, however, that the calculations depicted in Map 2 compared each downtown building value against the average value for other downtown properties. This does not reflect a comparison of downtown building values against citywide average values, which are higher on a per square foot basis.

Map 2 shows the greatest concentrations of lower building value appear in the areas west of the Belmont/DeVilliers neighborhood and A Street and Old East Hill north of the Pensacola Civic Center and east of Interstate 110. Property values in these areas are typically less than 50% of the average assessed value of similar properties in the City. The best property values are located north of Cervantes Street and west of Interstate 110 in the North Hill neighborhoods. Within the CRA boundaries, property values tend to fall between 50% to 100% of the average city values.

Map 2



4. Zimmerman/Volk Housing Supply Summary

Zimmerman/Volk assessed the current residential market supply in the Residential Market Analysis report, which was updated in 2008. Zimmerman/Volk surveyed one managed rental property in Downtown and several outside of Downtown. They found that rents at the selected managed rental properties have increased substantially. Rents for one-bedroom apartments have risen from \$400 to \$700 a month in 2004 to approximately \$500 to \$800 a month in 2008. Rents for two-bedrooms also rose, and are up from \$500/month to \$900/month. Occupancy at the surveyed properties ranged from 95% to 100%.

There are several for-sale attached housing developments located in Downtown Pensacola. Zimmerman/Volk surveyed a total of 143 single family attached units that are available in the Downtown. Many of the units (63) are located at 111 Spring Street. These units range in price from \$280/SF for a one-bedroom/1bathroom to \$415/SF for penthouses. At the time of report writing, 10 of the 63 units had been reserved. The Lofts at Alcaniz is another major single family attached development within the Downtown. This site opened in November of 2006 and has sold all but four for the 27 condominiums proposed for the site. The 843 SF to 1,972 SF units are priced between \$249,000 and \$575,000 and is the only project in the Downtown to average more than one sale a month in the current market.

According to Zimmerman/Volk, there were very few single family subdivisions under development in the Downtown. Aragon, the new traditional neighborhood adjacent to the Pensacola Historic District had 129 lots sold in 2003. The price of the lots ranged from \$41,000 to \$118,000. Since 2003, 66 homes have been developed or are under construction.

5. Demand-side Analysis

The consultant assessed demand for residential housing by analyzing housing occupancy trends, sales activity, and summarizing findings from the Zimmerman/Volk market study.

a.) Housing Occupancy

The housing occupancy and tenure data was collected from ESRI, Inc. ESRI estimates occupancy rates using the Census 2000 as a base-line and incorporating estimated changes from building permits, the U.S. Postal Service residential lists, and construction data from Hanley Wood Market Intelligence. Of the comparative study areas, the City of Pensacola has the lowest estimated current vacancy in housing units (10.2%) (Table 2). Housing vacancy rates in Escambia County and Santa Rosa County are slightly higher (11.5% and 12.6%, respectively). The CRA has a significantly higher percentage of vacant housing units at 21.4%. Generally, vacant housing units are more likely to fall into disrepair as there are no on-site occupants to maintain the property. In addition, absentee landlords defer maintenance on properties that no longer generate revenue. Vacancy could lead to eventual blight and demolition.

Table 2 Housing Occupancy Comparative Analysis; 2000 to 2013									
Pensacola CRA			City of Pensacola			Escambia County			
2000	2008	2013	2000	2008	2013	2000	2008	2013	
NUMBER OF TOTAL HOUSING UNITS									
Owner	737	796	800	15,517	16,601	16,892	74,687	85,921	90,501
Renter	647	646	701	9,007	8,790	9,490	36,362	37,634	41,461
Vacant	342	393	424	2,471	2,873	3,130	13,598	16,045	17,516
Total Housing Units	1,726	1,835	1,925	26,995	28,264	29,512	124,647	139,600	149,478
PERCENTAGE OF TOTAL HOUSING UNITS									
Owner	42.7%	43.4%	41.6%	57.5%	58.7%	57.2%	59.9%	61.5%	60.5%
Renter	37.5%	35.2%	36.4%	33.4%	31.1%	32.2%	29.2%	27.0%	27.7%
Vacant	19.8%	21.4%	22.0%	9.2%	10.2%	10.6%	10.9%	11.5%	11.7%
Total Housing Units	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%	100.0%

Baldwin County			Santa Rosa County		
2000	2008	2013	2000	2008	2013
NUMBER OF TOTAL HOUSING UNITS					
Owner	44,016	59,533	70,867	35,194	44,505
Renter	11,320	14,728	18,213	8,599	9,494
Vacant	18,949	28,478	35,347	5,326	7,806
Total Housing Units	74,285	102,739	124,427	49,119	61,805
PERCENTAGE OF TOTAL HOUSING UNITS					
Owner	59.3%	57.9%	57.0%	71.7%	72.0%
Renter	15.2%	14.3%	14.6%	17.5%	15.4%
Vacant	25.5%	27.7%	28.4%	10.8%	12.6%
Total Housing Units	100.0%	100.0%	100.0%	100.0%	100.0%

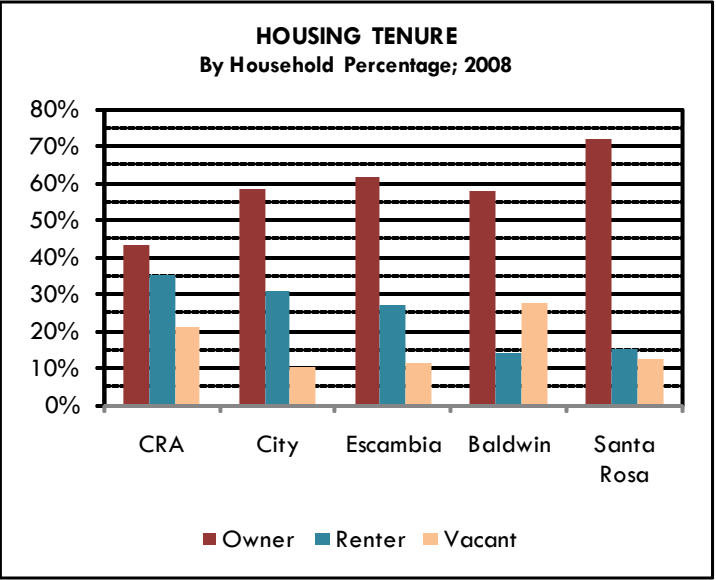
Source: ESRI and RKG Associates, Inc., 2009

It is important to note that ESRI reports the highest vacancy rate is in Baldwin County (27.7%). The high vacancy rate in Baldwin County is attributable to the high amount of seasonal and second homeowners. In the 2000 Census, approximately 63% of the total vacant units were owned by non-full-time homeowners. If these units were taken out of the analysis, the vacancy rate in 2000 would drop to 9.5% instead of the reported 25.5%. Unfortunately, vacancy rates by housing tenure are not available for 2008 estimates and 2013 projections. Although this data is not reported for current and future time periods, it can be assumed that vacancy rates in Baldwin County would be significantly lower when seasonal and recreational homeowners are taken out of the analysis.

b.) Housing Tenure

Housing tenure is an analysis of the proportion of residents that either own or rent their housing. According to the data presented in Figure 5, the CRA has the highest proportion of renters (35.2%). The City also has a similar rental occupancy rate of 31.1%. The report by Zimmerman/Volk indicates that the CRA has potential to capitalize on this demand and attract 750 additional multi-family rental households to the area. Although the portion of ownership housing is comparatively less in the CRA (43.4%) than the comparative study areas, Zimmerman/Volk also report that there is demand for 500 multi-family for-sale (i.e., condominiums), 410 single family attached for-sale (i.e., townhomes), and 1,120 single family detached (single family homes) households to locate to Downtown.

Figure 5



Source: ESRI and RKG Associates, Inc., 2009

c.) Sales Activity

RKG obtained residential sales transaction data for the past three years from the University of West Florida’s Haas Center Business Research and Economic Development. The sales transaction data was then linked to the assessment database received from the CRA to ascertain the sale price per square foot and a sale price to assessed value ratio for properties within Escambia County. The following analysis is of arms-length transactions in the City of Pensacola, Escambia County, Baldwin, and Santa Rosa counties. Although the assessment database was only available for Escambia County, sales transaction activity is also shown for Baldwin County and Santa Rosa County for comparison purposes. RKG Associates analyzed sales activity from 2006 to 2008.

1.) Single Family Sales Activity

Single family transactions have been steadily decreasing since 2006 for all study area jurisdictions. The number of sales transactions within the City decreased 51% from 903 transactions in 2006 to 400 transactions in 2008. Similarly, transactions in the County decreased 52% from 7,153 transactions in 2006 to 3,460 transactions in 2008. Baldwin County sales transactions declined at a faster rate (59%) while Santa Rosa County experienced a slower decline in sales transactions (34%).

The sale price per square foot (per/SF) for single family homes has also been steadily declining for homes within the City and the County. In 2006, the sale price/SF for single family homes was \$104.92, and the price in the County was \$96.05. Since 2006, the sale price per square foot in the County has declined 19% to \$85.00/SF. The sale price per square foot in the County has declined 9% to \$87.42/SF. The slow-down in residential activity is indicative of the national downturn in the economy. Home sales as well as housing values have steadily been declining, on a national level, since 2006.

2.) Condominium Sales Activity

Condominium sales activity within the City has experienced a much faster decline in sales transactions from 2006 to 2008. The City sales transactions declined 75% from 123 transactions in 2006 to 31 transactions in 2008. Sales within the County decreased 53% from 857 transactions to 402 transactions. Baldwin County and Santa Rosa County have comparatively much fewer condominiums available than within Escambia County. Baldwin County transactions decreased from 68 in 2006 to only 32 in 2008, while Santa Rosa County decreased from 121 transactions to 70 transactions during the same time period.

The sale price/SF has also declined. Condominiums in the City sold for \$162.68/SF in 2006. This sale price/SF declined 35% to \$106.39 by 2008. Many condominiums in Escambia County are luxury condominiums, often located near the beaches. As such, these condominiums have a higher sales value. However, even these condominiums have declined in value, from \$317.64/SF in 2006 to \$278.99/SF in 2008. Despite the decline in condominium sales transactions, there is still potential for this type of housing in the Downtown. The newly constructed Lofts at Alcaniz have been a particularly successful condominium development as 23 of the total 27 units have been sold at the time of report writing.

3.) Multi-Family Sales Activity

Most multi-family transactions within all the jurisdictions are for buildings with under 10 units. Similar to other residential sales activity, multi-family unit transactions have declined. The City experienced a decline of 31 transactions in 2006 to 10 transactions in 2008. The County experienced a similarly sharp decline in total multi-family sales, from 176 total transactions in 2006 to 54 transactions in 2008. The multi-family market is located primarily in Escambia County; however the few multi-family sales in Baldwin County and Santa Rosa County have also declined during this time period.

D. Commercial Market Assessment

The following section is an analysis of the office and retail markets. The county’s property assessment database received from the CRA had commercial land-uses broken into several categories. For the purpose of this analysis, the consultant arranged the commercial parcels by mixed use, general retail, auto-related, restaurants/bars, hotels & motels, office/professional service building, and financial institutions.

1. Supply-side Analysis

a.) Development Trends

The following section details recent commercial real estate market activity and provides an in-depth analysis of the number, square footage, and value of developments. Similar to the development profile analysis, the following development trend analysis is of the County (less the city), City (less the CRA) and CRA boundaries. The development trends tables are located at the end of this chapter.

1.) County Development Trends (Less the City)

There has been moderate growth in office development over the past 10 years. A total of 96 new office and professional buildings were developed during this time period. However, the assessed price per square foot for office buildings dipped from \$80.88 during1999 to 2003 to \$65.93 from 2004 to present. The Navy Federal Campus outside the City limits contains over 300,000 SF and over 1,200 employees and is classified under financial services. This segment has shown strong growth since 2003, although average values per square are quite low. Several commercial development segments have lower values per square foot since 2004 than prior to that year.

Retail growth has been moderate, as the amount of general retail space over the past five years has increased 7.2% over 2003 building levels. Restaurant growth in the county has been steady as a total of 44 new restaurants/bars were constructed over the past 10 years. The assessed value per square foot for restaurants/bars jumped up from \$62.42/SF from 1999 to 2003 to \$86.88/SF from 2003 to present. Hotel/motel development has been slightly stronger. There were 9 hotels/motels constructed from 1999 to 2003 that had an average assessed value of \$135.38/SF. An additional 9 buildings were constructed from 2004 to present, however they had a lower building assessed values per square foot (\$61.80/SF).

2.) City Development Trends (Less CRA)

Office growth within the City has been slightly slower than the County growth. New office space increased approximately 5% between 1999 to 2003 over the 1998 inventory, and slowed to an increase of 2% over the past five years. Although office growth has been slower in the City than in the County, building values/SF are higher. The average building value per square foot was \$103.94 in the past five years, as compared to \$65.93/SF in the County.

There has been a fair amount of growth in the local retail market, including general retail stores, restaurants, and hotels within the last 10 years. One hotel was developed in the City, as well as 29 general retail buildings and 11 restaurants/bars. Of particular note, the building values per square foot for restaurants/bars has consistently risen since 1999 to a current average value of \$115.72/SF.

3.) CRA Development Trends

The office growth within the CRA has been slower than both the City and the County. However, it should be noted that the CRA is denser than both the City and County and there are fewer available sites for new development. The office building stock has increased approximately 5.5% (14 buildings) over the past 10 years. Approximately 9 of those buildings were constructed in the last 5 years. Although office development increased in the recent past, interviews with real estate brokers indicate that a number of offices are vacant and it is estimated that current vacancies range between 16% and 18%. Real estate professionals also report that no new Class A office buildings have been developed in the downtown since the mid-1980s.

Other commercial development has been relatively slow. There were five restaurants/bars developed, and only 1 general retail establishment developed within the past 10 years. However, there have been two hotels/motels developed in the past five years, which is a 33% increase over the previous building stock.

While site development opportunities in the downtown are fewer than the city or county, there are considerable opportunities for site redevelopment to occur. These sites are typically excess parking lots or vacant lots were buildings previously stood. This is particularly true in the area south of Main Street along Palafox, Jefferson and Commendencia Streets heading to the waterfront.

4.) CRA Commercial Permit Activity

RKG Associates obtained commercial building permit data from the City for the past three years. The location of the permits within the CRA is identified in Map 1 presented earlier in the section. There were two permits issued near 9th Avenue that were valued over \$300,000. There has also been some commercial permit activity near the waterfront. The waterfront within the CRA is a great asset to the City. Developing key properties along the waterfront for residential, commercial, and recreation purposes is a future priority for the CRA, which could open access to local residents and visitors and create high value ratables for the City.

Two prominent waterfront redevelopment opportunities are currently being pursued by the CRA along Main Street, between Spring Street and Clubbs Street. Community Maritime Park is proposed as a mixed use entertainment and recreational development with a new ballpark, professional office space, a maritime museum, park space, and various shops and restaurants. Across the street, the Escambia County Utility Authority (ECUA) will be relocating the wastewater treatment facility, which will free up nearly 20 acres for redevelopment. Both of these sites are capable of support signature downtown redevelopment projects.

Commercial permit information included in Table 3 indicates that building permit activity for new construction has been comparatively slow. There was one new construction permit issued in 2006 and two new construction permits issued in 2008. However, there has been comparatively more permits issued for alterations and repairs. In total, there were 58 permits issued for this type of activity within the past 3 years. Not included in the table is one demolition permit, which was issued in 2006 and valued at \$1.5 million.

Table 3
Residential Building Permits
Pensacola CRA; 2006 to 2008

Year	New Construction			Alterations/Repairs			% of Grand Total	
	Number	Total Value	Value/Permit	Number	Total Value	Value/Permit	New Construction	Alterations/Repairs
2006	1	\$350,323	\$350,323	19	\$1,489,269	\$78,383	33.3%	32.8%
2007	0	\$0	\$0	23	\$2,002,323	\$87,058	0.0%	39.7%
2008	2	\$330,778	\$165,389	16	\$1,685,017	\$105,314	66.7%	27.6%
GRAND TOTAL	3	\$681,101	\$227,034	58	\$176609.1	\$89,252	100.0%	100.0%

Source: Pensacola CRA and RKG Associates Inc., 2009

2. Demand-side Analysis

a.) Available For-Sale Office Properties

The consultant obtained all for-sale listings from LoopNet.com, a leading real estate service provider. The office listings are arranged into the major submarkets within the County including the CRA, the Greater Downtown, which includes the area directly outside of the CRA but within City limits, the Cordova submarket near the airport, and University Mall. The office listings located outside of these major submarkets were categorized as North of Interstate 10 and South of Interstate 10.

Interviews with real estate professionals indicate that most of the office demand within Pensacola is for small to moderately sized office users demanding less than 10,000 SF of space. In fact, the LoopNet data show that most of the office for-sale listings within the CRA are for users demanding between 2,500 SF to 7,500 SF spaces (Table 4). Office buildings within the CRA have the highest average asking price per SF of all the submarkets (\$163.61/SF); however the prices range anywhere from \$95.90/SF for a 4,484 SF building at 222 E. Government Street to an asking price of \$343.41/SF for the 7,280 SF building located at 997 S. Palafox Street. Private office users in the CRA and Downtown are predominately banks, high tech firms, small businesses, government contractors, and law firms that require quick access to the downtown court buildings. According to interviews with real estate experts, the Cordova submarket attracts a different user than the CRA or Downtown market. Office buildings within the Cordova submarket typically offer more amenities, such as parking, and the building space is newer. The CRA has older buildings, which tend to attract users that want to be located within the City’s historic downtown. The for-sale asking price/SF for space in Cordova (\$136.01/SF) is lower than the CRA; however it is highly competitive with the other submarkets. In addition, Cordova also has a comparatively high number of office spaces available that are over 7,500 SF.

The University Mall submarket also has a comparatively high average asking price/SF. It should be noted that the 6200 N. Davis Hwy listing (\$344.04/SF) is substantially higher than the other listings in this submarket, which are \$109.38/SF and \$68.21/SF. According to interviews, the University Mall area is in need of reinvestment.

As would be expected, the office submarkets outside of the City limits have lower asking values per square foot. The average price per square foot for properties North of Interstate 10 are \$72.96/SF. This area also has the highest amount of properties for sale that are over 7,500 SF. The submarket South of Interstate 10 has slightly higher asking prices (\$105.65/SF).

According to LoopNet, there are currently 82 for-sale office listings totaling 611,240 SF in the five subdistricts tracked by RKG Associates. Of this total, the CRA accounts for 23% (19 properties) of all office listings and 23% (139,823 SF) of for-sale office space on the market.

Table 4 Office For Sale Listings Escambia County; 2009			
Address	Total SF	Total Sale \$	Price/SF
PENSACOLA CRA	139,823	\$ 22,876,200	\$ 163.61
Under 2,500 SF	5,437	\$ 934,800	\$ 171.93
2,500 To 5,000 SF	23,379	\$ 3,541,000	\$ 151.46
5,001 SF to 7,500 SF	44,920	\$ 8,595,000	\$ 191.34
Over 7,500 SF	66,087	\$ 9,805,400	\$ 148.37
GREATER DOWNTOWN	86,271	10,013,887	\$ 116.07
Under 2,500 SF	14,582	\$ 2,016,987	\$ 138.32
2,500 SF To 5,000 SF	13,310	\$ 1,543,000	\$ 115.93
5,001 SF To 7,500 SF	12,424	\$ 1,054,900	\$ 84.91
Over 7,500 SF	45,955	\$ 5,399,000	\$ 117.48
SOUTH OF INTERSTATE 10	112,099	\$ 11,842,800	\$ 105.65
Under 2,500 SF	11,306	\$ 1,270,800	\$ 112.40
2,500 SF To 5,000 SF	8,299	\$ 1,070,000	\$ 128.93
5,001 SF to 7,500 SF	16,599	\$ 1,107,000	\$ 66.69
Over 7,500 SF	75,895	\$ 8,395,000	\$ 110.61

Source: LoopNet.com and RKG Associates, Inc., 2009

Address	Total SF	Total Sale \$	Price/SF
CORDOVA	135,299	\$ 18,401,900	\$ 136.01
Under 2,500 SF	1,425	\$ 399,000	\$ 280.00
2,500 SF To 5,000 SF	13,973	\$ 1,349,900	\$ 96.61
5,001 SF to 7,500 SF	17,703	\$ 3,645,000	\$ 205.90
Over 7,500 SF	102,198	\$ 13,008,000	\$ 127.28
UNIVERSITY MALL	17,011	2,320,000	\$ 136.38
NORTH OF INTERSTATE 10	120,737	\$ 8,809,060	\$ 72.96
Under 2,500 SF	8,520	\$ 1,331,160	\$ 156.24
2,500 SF To 5,000 SF	2,500	\$ 189,900	\$ 75.96
Over 7,500 SF	109,717	\$ 7,288,000	\$ 66.43

The CRA has a large variety of office buildings for lease. The size of for-lease space in the CRA range anywhere from 143 SF to 15,336 SF. Those under 2,500 SF have an average asking price of \$15.15/SF. The lease types are almost evenly distributed between full-service gross, modified gross, and triple net. Triple net leases require that the tenant pay for all utilities, taxes, and insurance, while full-service lease typically include all tenant costs in the monthly rent, while modified gross leases include only some tenant costs. The leasable office spaces over 5,000 SF have a slightly higher average asking price/SF (\$18.44/SF). In total, there is currently 116,155 SF of office space for lease in the CRA, which is the most of any submarket (Table 5).

The highest current asking rents downtown are achieved along Romana Street and Garden Street where rents in the \$20/SF to \$22/SF are achievable. Some lease rates in Table 5 appear much higher than the top end of the market (\$40/SF to \$80/SF), but these offices are very small (under 500 SF) and are leased on a lump sum rent per month and not on a per square foot basis. Typical rents for a new Class A office building downtown might range from \$28/SF to \$35/SF, depending on the quality of the space.

The lack of Class A office space downtown may indicate that Pensacola does not have the type tenants that could support such rent levels. However, it is more likely that there is an unmet demand for Class A office space driven by select group of companies that would lease higher quality space if it were available for lease. Under current economic conditions, as companies actively seek ways to lower operating costs, it is difficult to estimate the demand for office space at \$35/SF. Such a project may require financial subsidies to drive down lease rates to more affordable levels, perhaps the high twenties per square foot. If this is an important objective for the City, then a suitable development site in the CRA should be identified and subsidies packaged to attract the right developer. The use of CRA property might be one approach to improving the economics of the project.

Once outside of the CRA submarket, the asking price/SF generally is substantially lower. The average lease rate for spaces in the Greater Downtown is \$8.89/SF, and the University Mall average asking price is \$10.48/SF. Cordova submarket’s average asking lease rate is a little higher at \$12.79/SF. The submarkets outside of the City limits, including North of Interstate 10 and South of Interstate 10, also have competitive lease rates (\$14.16/SF and \$12.16/SF respectively).

Of the 137 for-lease office properties currently on the market, 36 (26.2%) are located within the CRA comprising 116,155 SF (25.3%). The largest space for lease in the CRA is a 15,336 SF space located at 220 W. Garden Street, but only 6 listings offer more than 5,000 SF. The vast majority (83%) of vacant office space is under 5,000 SF and would appeal to companies with 1 to 25 employees. Suitable office space for larger company employing 100 or more employees can only be found at two for-sale properties located at 411 Garden Street and 17 E. Main Street.

Table 5
Office For Lease Lisings
Escambia County; 2009

Adress	SF	\$/SF
PENSACOLA CRA	116,155	\$16.95
Under 2,500 SF	16,842	\$15.15
2,500 SF To 5,000 SF	46,255	\$15.90
Over 5,000 SF	53,058	\$18.44
GREATER DOWNTOWN	40,247	\$8.89
Under 2,500 SF	11,664	\$10.69
2,500 SF To 5,000 SF	5,700	\$5.45
Over 5,000 SF	22,883	\$8.82
UNIVERSITY MALL	36,944	\$10.48
Under 2,500 SF	15,061	\$10.03
2,500 SF To 5,000 SF	5,240	\$15.32
Over 5,000 SF	16,643	\$9.37

Source: LoopNet.com and RKG Associates, Inc., 2009

Adress	SF	\$/SF
CORDOVA	64,475	\$12.79
Under 2,500 SF	32,757	\$13.29
2,500 SF To 5,000 SF	7,953	\$12.10
Over 5,000 SF	23,765	\$12.33
NORTH OF INTERSTATE 10	81,822	\$14.16
Under 2,500 SF	8,250	\$11.62
2,500 SF To 5,000 SF	12,000	\$9.58
Over 5,000 SF	61,572	\$15.39
SOUTH OF INTERSTATE 10	114,925	\$12.16
Under 2,500 SF	18,638	\$10.40
2,500 SF To 5,000 SF	20,568	\$10.80
Over 5,000 SF	75,719	\$12.96
PERDIDO KEY	3,890	\$21.00
Under 2,500 SF	3,890	\$21.00

c.) Available For-Sale Retail Properties

RKG Associates examined retail properties for sale in Escambia County. Interviews with real estate professionals note that the CRA is composed of mostly local “mom and pop” establishments rather than national retailers. The larger national chains tend to locate outside of the Downtown in the Cordova submarket.

ASSESSMENT - REAL ESTATE MARKET

There are currently five properties for sale in the CRA with an average asking price of \$138.14/SF. The average asking price of retail properties is very competitive with the Greater Downtown (\$139.78/SF) and the Cordova (\$135.29/SF) submarkets. As mentioned previously, the University Mall has older buildings that are less well-maintained. This is reflected in the lower asking prices (\$99.73/SF) (Table 6).

Most of the retail properties North of Interstate 10 are located on or near 9-Mile Road. This is an emerging retail cluster which contains many newly developed buildings. The asking price per square foot in this submarket is \$251.05. The property at 2200 W. 9-Mile Road has a particularly high asking value (\$618.05/SF) and a capitalization rate of 7.8%. Retail buildings South of Interstate 10 are located on or near Mobile Highway. There are also a few properties located on W. Highway 98. Similar to 9-Mile Road, the retail South of Interstate 10 is an emerging retail cluster. The average asking price per square foot in this submarket is \$152.72. This submarket also has the highest amount of available retail square feet for sale (257,163 SF).

The CRA’s role in the retail market is quite small, as current for-sale listings and building square feet comprise less than 9% of the current listings and 6% of the building inventory. Roughly, 570,500 SF is current available for sale, with only 3 of the 57 listed properties exceed 50,000 SF. The largest single retail building for sale in Escambia County is located at 6141 Mobile Highway with 120,000 SF.

Table 6 Retail For Sale Escambia County; 2009			
Address	Total SF	Total Sale \$	\$/SF
PENSACOLA CRA	34,096	\$4,709,900	\$138.14
2,500 SF To 5,000 SF	5,545	\$484,900	\$87.45
Over 7,500 SF	28,551	\$4,225,000	\$147.98
GREATER DOWNTOWN	68,493	\$9,573,887	\$139.78
Under 2,500 SF	8,384	1,488,887	\$177.59
2,500 SF To 5,000 SF	20,609	2,435,000	\$118.15
Over 7,500 SF	39,500	5,650,000	\$143.04
CORDOVA	187,778	\$25,404,872	\$135.29
Under 2,500 SF	1,035	\$750,000	\$724.64
2,500 SF To 5,000 SF	4,331	\$625,000	\$144.31
Over 7,500 SF	182,412	24,029,872	\$131.73

Note: Averages exclude anything that does not show a listed price
Source: LoopNet.com and RKG Associates, Inc., 2009

Address	Total SF	Total Sale \$	\$/SF
UNIVERSITY MALL	6,016	\$599,999	\$99.73
NORTH OF INTERSTATE 10	16,938	\$4,252,287	\$251.05
Under 2,500 SF	1,020	\$148,000	\$145.10
2,500 SF To 5,000 SF	10,418	3,754,387	\$360.38
5,001 SF To 7,500 SF	5,500	\$349,900	\$63.62
SOUTH OF INTERSTATE 10	257,163	\$39,273,000	\$152.72
Under 2,500 SF	16,704	3,898,000	\$233.36
2,500 SF To 5,000 SF	20,469	2,093,000	\$102.25
5,001 SF To 7,500 SF	17,907	2,474,000	\$138.16
Over 7,500 SF	202,083	30,808,000	\$152.45

e.) Commercial Sales Activity

RKG Associates collected sales data for commercial properties and arranged them by land-use categories. The different commercial categories include mixed use, community shopping center, department store, retail store, and office. The sales transaction data was collected for the City of Pensacola, Escambia County, Baldwin County and Santa Rosa County.

Office sales transactions within the City actually increased from 25 transactions in 2006 to 26 transactions in 2007. However, they declined sharply to 10 transactions in 2008. Sales in the County also declined from 51 transactions in 2006 to 26 transactions in 2008. Similarly, office transactions in the surrounding counties have declined. The number of sales dropped 55% in Baldwin County and 68% in Santa Rosa County. The sale value per square foot for office buildings within the City have dropped from \$134.89/SF to \$96.33/SF. County office sale values have also dropped from \$121.34/SF to \$108.68/SF.

Retail sales have also experienced declines. The City experienced 18 general retail store transactions in 2006, which dropped to 12 store transactions in 2008. The County also declined from 74 retail store transactions in 2006 to 32 transactions in 2008. Baldwin County is the only jurisdiction to have an increased amount of sales transactions. Retail transactions in Baldwin County actually increased from 54 sales in 2006 to 78 sales in 2008.

Table 7 Retail For Lease Escambia County; 2009		
Address	SF	\$/SF
PENSACOLA CRA	22,925	\$9.96
Under 2,500 SF	3,024	\$14.27
2,500 SF To 5,000 SF	19,901	\$9.30
GREATER DOWNTOWN	67,377	\$8.48
Under 2,500 SF	9,889	\$12.09
2,500 SF To 5,000 SF	17,828	\$9.40
5,001 SF To 7,500 SF	18,248	\$9.70
Over 7,500 SF	21,412	\$5.01
CORDOVA	136,140	\$10.80
Under 2,500 SF	8,042	\$14.08
2,500 SF To 5,000 SF	16,162	\$10.76
5,001 SF To 7,500 SF	13,538	\$13.10
Over 7,500 SF	98,398	\$10.22
UNIVERSITY MALL	24,270	\$9.98
Under 2,500 SF	13,800	\$10.35
2,500 SF To 5,000 SF	2,550	\$12.00
Over 7,500 SF	7,920	\$8.67
Note: Averages exclude anything that does not show a listed price Source: LoopNet.com and RKG Associates, Inc., 2009		

Address	SF	\$/SF
NORTH OF INTERSTATE 10	180,665	\$2.17
Under 2,500 SF	8,735	\$14.17
2,500 SF To 5,000 SF	3,500	\$8.57
5,001 SF To 7,500 SF	6,500	\$12.00
Over 7,500 SF	161,930	\$0.99
SOUTH OF INTERSTATE 10	249,722	\$5.21
Under 2,500 SF	16,527	\$12.75
2,500 SF To 5,000 SF	25,227	\$8.46
5,001 SF To 7,500 SF	12,007	\$10.00
Over 7,500 SF	195,961	\$3.87
PERDIDO KEY	3,890	\$21.00
Under 2,500 SF	3,890	\$21.00

d.) Available For-Lease Retail Properties

According to LoopNet, there are currently 9 retail properties available for lease within the CRA. These properties range in size from 738 SF to 3,986 SF. The properties under 2,500 SF lease for an average asking rent of \$14.27/SF and the larger spaces 2,500 SF to 5,000 SF lease for \$9.30/SF. The asking lease rates per square foot in the Greater Downtown are slightly less expensive. Properties under 2,500 SF in this submarket lease for an asking price of \$12.09/SF. The larger properties lease for an average of \$5.01/SF for those over 7,500 SF to \$9.70/SF for those properties 5,001 to 7,500 SF (Table 7).

Cordova is a retail submarket that attracts many of the larger national chains and is home to the Cordova Mall and many independent national retailers. In fact, this submarket currently has 7 properties available that are over 7,500 SF. The average asking lease rate for these properties is \$10.22/SF. The smaller properties also lease for a comparatively high rate (\$14.08/SF for properties under 2,500 SF).

There are several retail properties available at 7280 Plantation Road and 5007 Davis highway in the University Mall submarket. Most of the listings are under \$2,500 SF and have an asking lease rate of \$10.35/SF. Similar to for-sale retail properties North of Interstate 10, there are several for-lease properties available which are located on West 9 Mile Road. The properties under 2,500 SF lease for an average asking price of \$14.17/SF, which is slightly higher than the Cordova submarket properties.

Currently, there are 97 retail properties for lease in the local market containing 684,989 SF. Similar to for-sale retail properties, the CRA district has a comparatively small percentage of the leasable retail space, roughly 3.3%. Between the for-sale and for-lease markets, there is at least 1.26 million SF of available retail space on the market as of the Spring of 2009. While there is a significant amount of available space, some is likely to be older and functionally obsolete space that is chronically vacant. The balance will remain competitive with the CRA.

Despite the decline in the number of retail transactions, the sale price per square foot for retail has remained relatively stable, and has even increased within the City and County. Retail sale prices per square foot rose from \$89.03 to \$151.90 within the City and rose from \$91.04 to \$134.12 in the County.

National trends indicate that commercial properties may be slow to recover from the economic downturn. Throughout the country, credit availability remains tight, consumer spending is weak, and unemployment continues to rise. However, retail values in Pensacola have remained stable, and there are opportunities for new businesses and expansions within the CRA. The Downtown Pensacola Retail Strategy, discussed in more detail in the following section, provides specific ways Downtown Pensacola can attract and retain commercial businesses.

3. Downtown Pensacola Retail Strategy

The Pensacola Downtown Improvement Board commissioned Marketing Developments, Inc., to create a Downtown Retail Strategy. This strategy identified the demand for retail and contains a series of action plan items for recruiting additional retail to the area. In summary, the report, titled High Potential, states that there is legitimate demand in the Pensacola area to permit substantial additional retail development. The retail strategy suggested ways to improve retail in each section of the Downtown. Examples of action items include modifying signage ordinances to permit more creative/purposeful retail signage, fully funding a façade matching grant program, and making Palafox a two-way street between Garden and Main. The retail strategy lists hundreds more actions and strategies for expanding and attracting additional retail development to the Downtown.

4. Commercial Real Estate Interviews

To gain further insight into the current commercial market in the CRA and surrounding areas, a series of interviews were conducted with local real estate professionals during the spring of 2009. Real estate brokers and developers that specialize in commercial real estate were contacted. This section highlights the opinions of local professionals regarding the CRA and surrounding areas, and summarizes the most significant findings.

These interviews were conducted with assurances of confidentiality. The consultants asked the respondents to be “as frank and honest” as they felt comfortable. The comments contained in this section represent the ideas and opinions of those people interviewed and may or may not reflect actual conditions or circumstances. However, it is the consultant’s opinion that the findings presented below reflect either perceived or real conditions affecting the CRA commercial real estate market.

a.) Office Market Interviews

Downtown Pensacola is the primary office market in the County. However, the office submarkets outside of Downtown have been growing, and they typically offer less expensive office lease rates. Multiple interviewees noted that the office buildings outside of the Downtown attract a different user than those in the Downtown or CRA. The office buildings outside of the Downtown are often less aesthetically pleasing but more functional. They typically lack the character and charm of the Downtown’s architecture. However, companies that are less concerned about “image” are more likely to locate outside of the CRA in more suburban locations. It was suggested that renovating downtown office buildings and constructing new office building with modern amenities such as free parking could attract more users into the CRA.

According to CoStar, a leading commercial real estate company, total office building sales transactions in the nation were down 42% in 2008 as compared to 2007. Interviews with real estate professionals indicate that the office market has slowed tremendously in Pensacola and there has been very little activity in the past 10 months. It was noted that before the slowdown in the economy, activity primarily came from lawyers, high tech firms, and government contractors (as well as smaller general office users). It was mentioned that those three groups are also currently inactive.

b.) Retail Market Interviews

The stores in Downtown are primarily local “mom and pop” establishments. According to interviews, the predominance of this type of store has both its advantages and disadvantages. Though they contribute to the unique feel and charm of the City, it has been noted that many local establishments in the Downtown do not keep regular store hours. The lack of regular hours detracts shoppers from visiting the Downtown and traveling instead to the Cordova submarket, which is home to many national chains that keep uniform store hours.

According to interviews, retail sale and lease activity has been slow, and local retailers have been hardest hit. According to the Pensacola based research firm Metro Market Trends, year-to-date dollar sales volumes are down 68%, falling from \$48 million in the first quarter of 2008 to \$15.39 million for the same period this year. However, some real estate brokers have mentioned that leasing activity for commercial space is starting to pick up again.

E. IMPLICATIONS

1. Residential Market

Interviews and market research indicate that there is a great demand for increased housing units in the Downtown. The Residential Market Potential report conducted by Zimmerman/Volk indicated that there is the potential for 750 multi-family for-rent, 500 multi-family for-sale, 410 single family attached for-sale, and 1,120 single family detached households to locate to the Downtown. Adding new residences to Downtown and the CRA will in turn help to attract more commercial activity to the area.

Although there has been a recent slow-down in for-sale residential activity, which is consistent with the national downturn in the economy, the residential leasing market in the Downtown has remained stable. The occupancy rate of rental units in the Downtown is a high 90% to 95%. The market data and interviews with real estate professionals indicate that there is a high demand for this type of housing in the Downtown.

2. Office Market

Consistent with national trends, office activity has recently slowed in Downtown Pensacola. However, there remains opportunities to attract more users to the area. The three-main categories of office users in the Downtown are government contractors, lawyers and accountants, and high-technology firms. Recent efforts by the City, Downtown Improvement Board, and Chamber of Commerce have been aimed at attracting more high-technology firms, and those firms that are a part of the “creative class.” Continued effort and recruiting strategies will be essential in attracting office activity to the area.

The availability of existing office space in the CRA will create opportunities looking to enter the downtown submarket. However, without contemporary and higher quality, Class A space, it will be very difficult to attract a corporate presence in the CRA. Likewise, office lease rates are currently too low to build speculative office space, and no Class A office building has been developed in the downtown in decades.

3. Retail Market

The retail market in Downtown Pensacola is primarily local “mom and pop” establishments. A retail strategy, commissioned by the Downtown Improvement Board, indicates that there is opportunity for more local and national stores to locate to the Downtown. Additionally, the sales value/square foot for retail establishments within the City remain stable, and have even increased over the past 3 years. Improvements that will help attract additional retail to the area, as stated in High Potential, range from transportation improvements such as making Palafox a two-way street between Garden Street and Main Street, intensifying marketing strategies, to creating sign ordinances and changing the code and permitting model to a more streamlined and predictable process. The full list of action items are listed in the Downtown Retail Strategy presentation, available on the Downtown Improvement Board website.

ASSESSMENT - CURRENT COMMUNITY PATTERNS

EXISTING LAND USE PATTERNS

RESIDENTIAL

- The central core of commercial, industrial and civic/institutional uses separates eastern residential neighborhoods from western neighborhoods both socially and physically
- Residential land use in the Tanyard neighborhood has been severely eroded by encroachment of incompatible commercial and industrial uses, most notably the ECUA Sewer Treatment Facility
- A defined neighborhood commercial center anchors the Belmont/DeVilliers neighborhood, however several surrounding incompatible commercial uses and vacant lots are fragmenting the underlying residential land use
- Old East Hill and East Hill neighborhoods are disconnected from the bayfront by the highway oriented Gateway Commercial area and the Civic Center

CIVIC / INSTITUTIONAL

Three distinct civic/institutional land use areas provide opportunities for stitching the neighborhoods together:

- The Governmental Center District
- The University of West Florida Historic Area & surrounding arts venues
- Several religious institutions centered around North Palafox Street in the Long Hollow and North Hill neighborhoods

COMMERCIAL

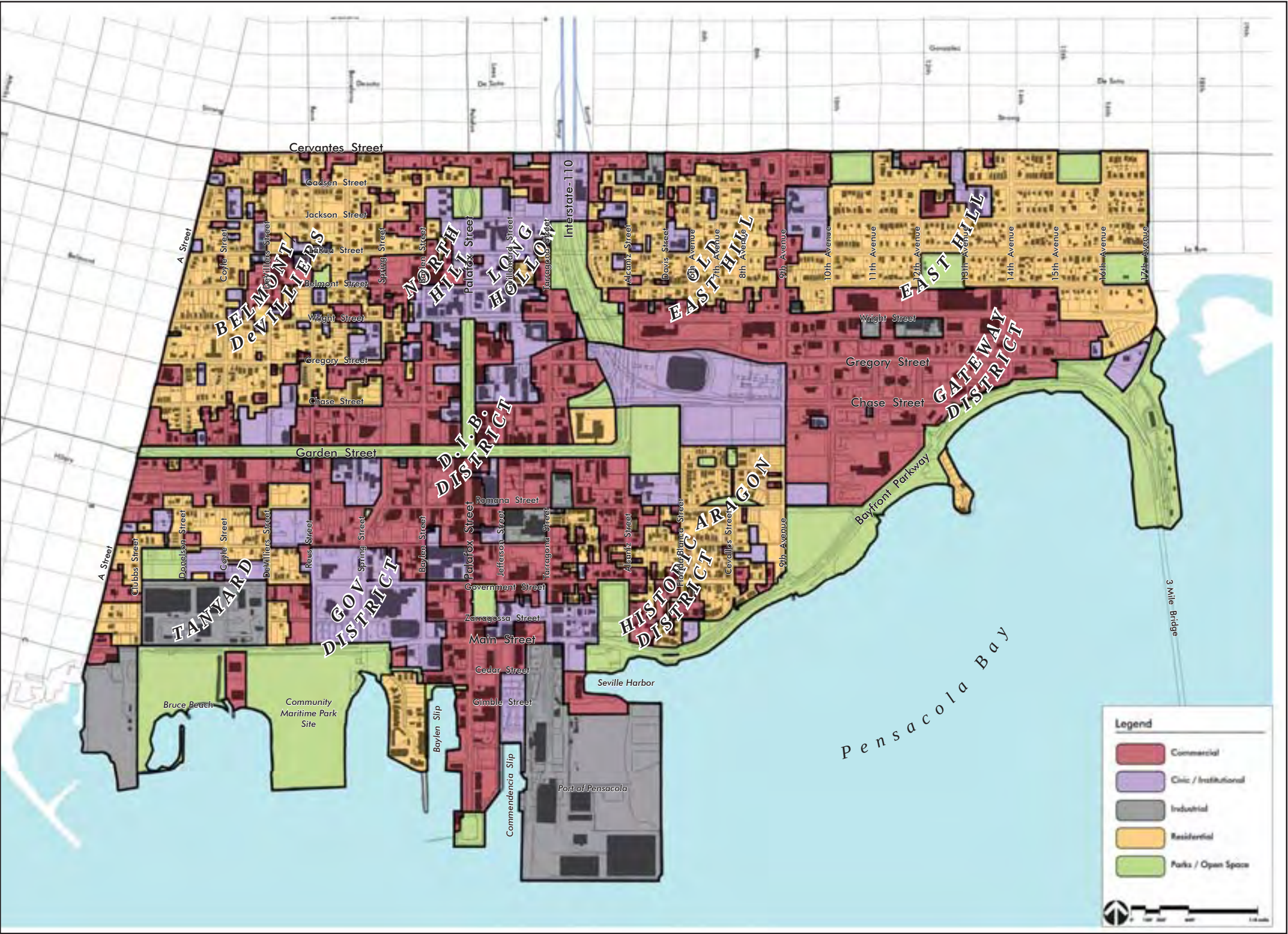
- Major commercial corridors include: Palafox Street, Garden Street, Cervantes Street, Gregory Street, Chase Street and 9th Avenue
- Neighborhood commercial nodes include: Belmont Street at DeVilliers Street, Alcaniz Street, and Alcaniz Street at Wright Street

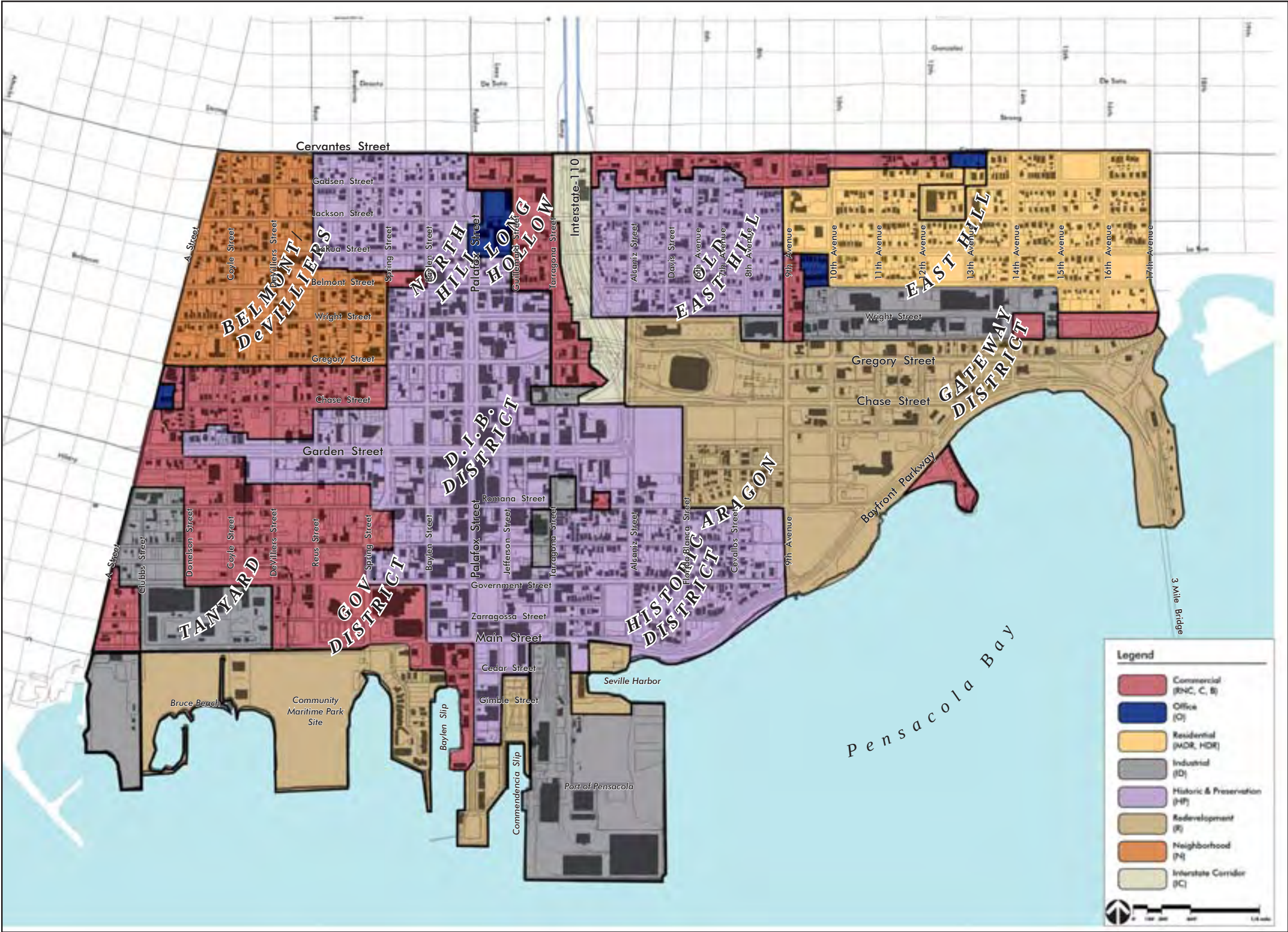
INDUSTRIAL

- ECUA Sewer Treatment site provides a paramount short term redevelopment opportunity
- Pensacola News Journal newspaper printing plant and brickyard land uses are incompatible with surrounding commercial and residential uses
- The Port of Pensacola and Chevron Petroleum Site currently prevent continuous public waterfront access and offer potential long-term redevelopment opportunities
- Industrial/commercial warehouses along Heinberg Street and railroad separates the East Hill Neighborhood from the Pensacola Historic District and waterfront to the south

PARKS / OPEN SPACE

- Bayfront is disconnected from residential uses and commercial nodes
- Much of bayfront is undeveloped, providing opportunity for public access to waterfront





FUTURE LAND USE PER COMPREHENSIVE PLAN

Commercial: Provides for the highest density and intensity of residential, office and commercial uses. Residential units are allowed at densities of higher than 17.4 units per acre; commercial, office, institutional, recreational facilities and park lands, and public uses including regional scale developments are also allowed.

Office: This district allows for a mixture of all the housing types described in the residential districts; office development designed with the scale and character of surrounding residential development in mind; parks and recreation activity; institutional; and public uses.

Medium Density Residential: Appropriate uses are limited to: single-family, single-family with an accessory residential or office unit, zero-lot-line. townhouses, apartments and two-family attached residential units; parks and recreation activity; institutional and public uses.

High Density Residential: Appropriate uses are limited to: apartments, zero-lot-line developments and townhouse residential units; parks and recreation activity; institutional and public uses.

Industrial: The industrial district allows for any office, commercial, industrial use; transportation, communication, or utility use. The district is intended to provide appropriate areas for industrial activity. Residential uses are not allowed in this district.

Historic & Preservation: Within these areas more detailed land use categories are defined and regulations identified which work toward achieving development of the areas consistent with the established character and mix of uses in these neighborhoods.

Redevelopment: Within these areas more detailed land use categories are defined and regulations identified which work toward achieving development of the areas consistent with the established character and mix of uses in these neighborhoods.

Neighborhood: Within these areas more detailed land use categories are defined and regulations identified which work toward achieving development of the areas consistent with the established character and mix of uses in these neighborhoods.

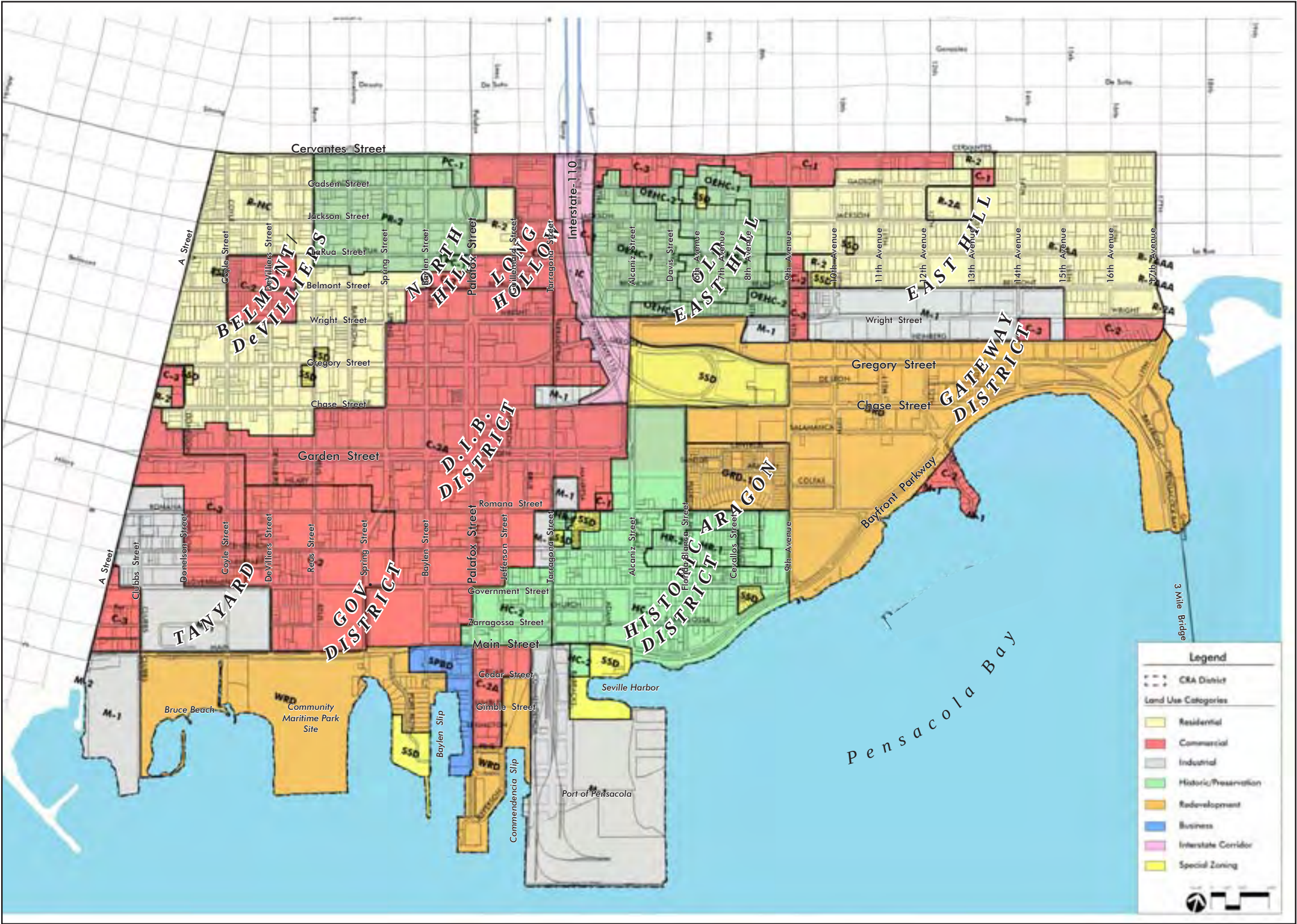
Interstate Corridor: Permitted land uses include recreation and open space facilities, public utilities and facilities, service commercial and light industrial uses, public transportation facilities and tourist commercial and community commercial uses with site plan approval from City Council.

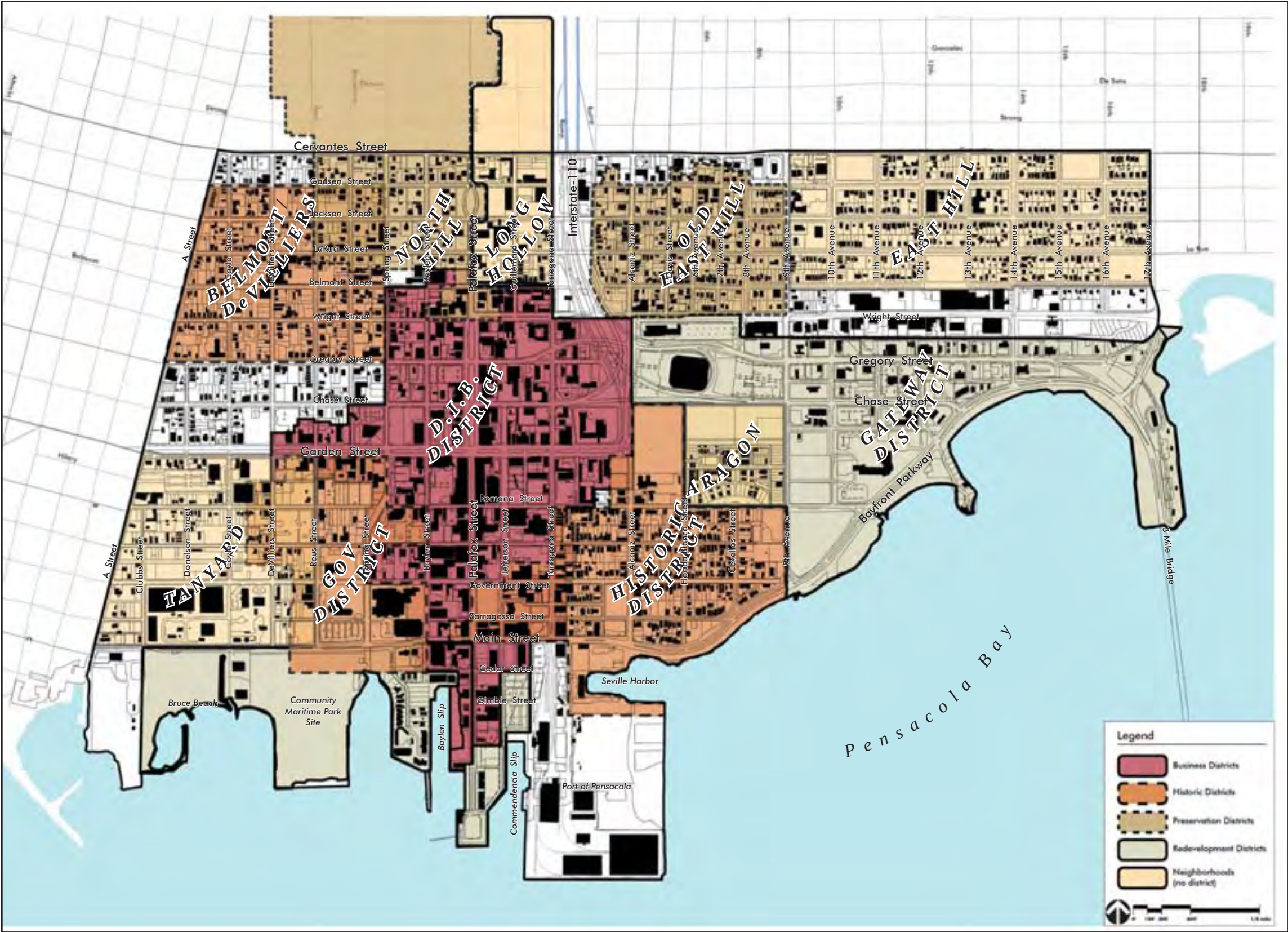
OBSERVATIONS AND OPPORTUNITIES:

- Residential, Historic & Preservation and Neighborhood land use designations support the residential and urban neighborhood character of East Hill, Old East Hill, North Hill, Long Hollow, DIB and Pensacola Historic District neighborhoods
- Industrial and Commercial land use designations threaten the Tanyard neighborhood and portions of Belmont/DeVilliers
- Industrial land use designations at Wright Street and at Tarragona and Romana Streets are isolated and incompatible with their surroundings
- Industrial land use designations along the Pensacola Bay waterfront prevent public access and offer long-term redevelopment opportunities

EXISTING ZONING

- Industrial zoning (M-1) in the Tanyard Neighborhood is incompatible with residential uses and community goals for future redevelopment of the ECUA Sewer Treatment site and surrounding parcels
- Industrial zoning (M-1) along the waterfront currently serves a useful purpose but may ultimately have a higher value for redevelopment and public access to the waterfront
- Industrial zoning (M-1) along Heinberg Street and railroad separates the East Hill Neighborhood from the Pensacola Historic District and waterfront to the south
- Industrial zoning (M-1) at the intersection of Tarragona and Chase Streets creates a potentially unwelcoming arrival into downtown from Interstate 110
- Industrial zoning (M-1) at Tarragona and Romana Streets is isolated and incompatible with surrounding uses
- Broad definition of allowed uses in commercial zones (C-2 and C-3) have created some incompatible adjacencies with residential uses, specifically in the Tanyard and Belmont/DeVilliers neighborhoods
- Gateway Redevelopment District (GRD) zoning serves a useful purpose for travelers, but the automobile oriented form it promotes is inconsistent with surrounding pedestrian friendly, urban neighborhoods and separates East Hill and Old East Hill from the waterfront
- Commercial (C-2A) zoning centered on Palafox and Garden Streets offers appropriate uses, however current development standards allow erosion of the urban streetscapes
- Residential and Historic zoning in DIB, Pensacola Historic District, Old East Hill, East Hill and North Hill are appropriate for downtown neighborhoods





NEIGHBORHOODS AND DISTRICTS

Belmont/DeVilliers

- Rich history and strong sense of community
- Challenged with vacant lots and some code violation issues
- Eroded edges along A Street
- Neighborhood center has great potential
- Neighborhood lacks connectivity to the waterfront
- Public Library expansion project will help create a sense of neighborhood center

North Hill

- Stable neighborhood
- Some residential being converted to bed & breakfast and other compatible neighborhood uses

Long Hollow

- Stable neighborhood
- Interstate-110 overpass creates a harsh barrier that separates the neighborhood from the east and compromises residential development along Tarragona

Old East Hill

- Stable neighborhood
- Lacks open space / neighborhood park
- Disconnected from west neighborhoods and DIB District by I-110 overpass
- Disconnected from Pensacola Historic District and waterfront by Civic Center and I-110 ramps

East Hill

- Stable neighborhood
- Great neighborhood park network
- Disconnected from west neighborhoods and DIB District by I-110 overpass
- Disconnected from Pensacola Historic District and waterfront by Civic Center, Gateway District, railroad and incompatible commercial/industrial uses along railroad and Heinberg Street

Tanyard

- Severely eroded neighborhood with many vacant lots and incompatible industrial/commercial zoning and uses
- Existing ECUA sewer treatment facility is a major negative impact on residential viability
- Lacks strong connections to DIB District, Belmont/DeVilliers and west side neighborhoods
- ECUA site creates a barrier between the neighborhood and Bruce Beach, the Community Maritime Park and the waterfront
- Corinne Jones Park lacks activity and definition caused by a lack of surrounding residential development

Gateway District

- Automobile oriented commercial development creates a barrier between East Hill Neighborhood and waterfront

DIB

- Urban development patterns along Palafox Street should be a model for the DIB District
- More residential needed to achieve critical mass
- Surface parking lots create “missing teeth” gaps along pedestrian oriented urban streetscapes

EXISTING BUILDING DEVELOPMENT PATTERN

The “Figure / Ground” diagram presented on this page illustrates existing buildings as black footprints within the Urban Core. This diagram is a useful assessment tool that indicates where healthy building development patterns and underutilized parcels exist within the community. This specific diagram indicates the following:

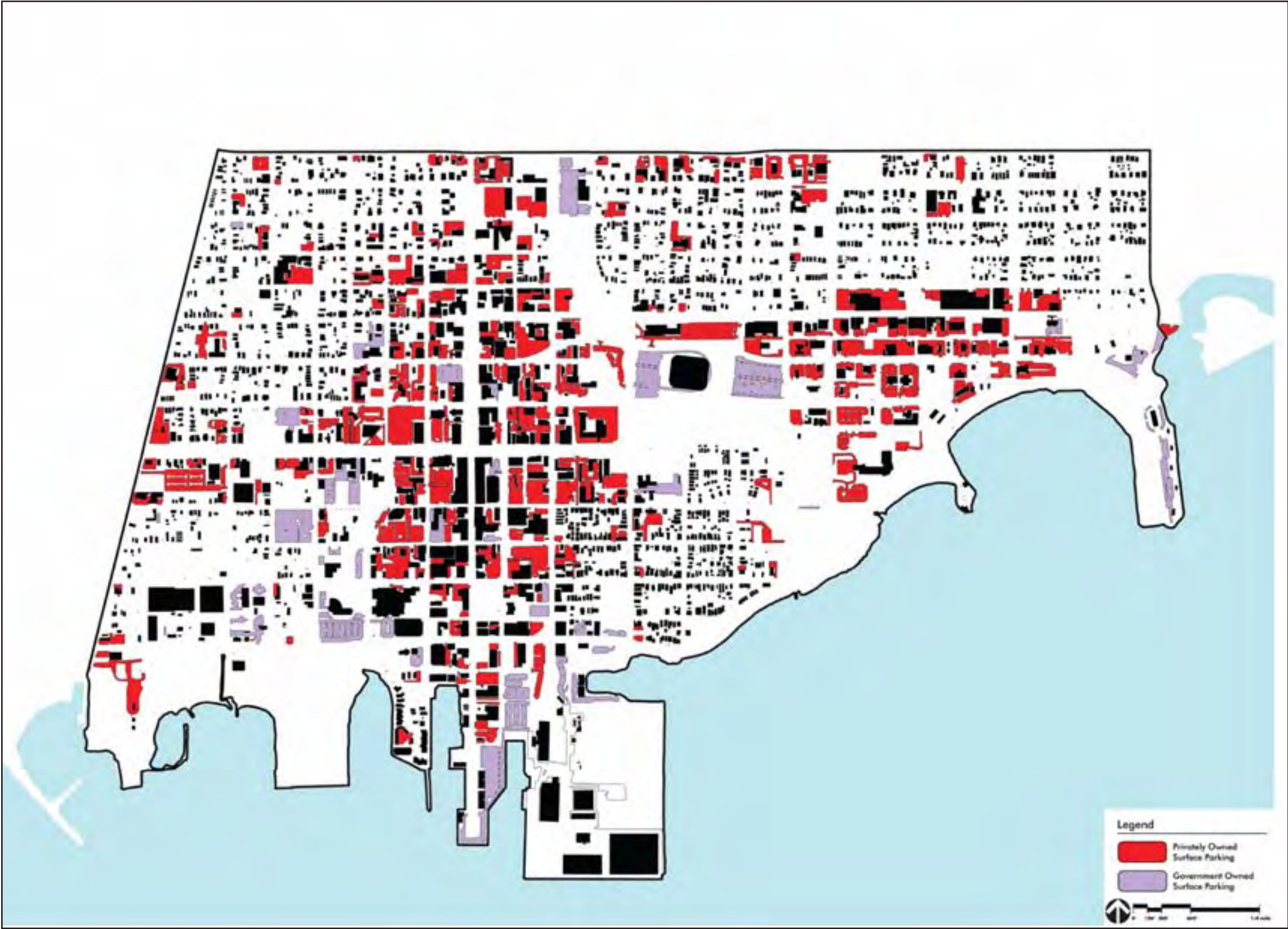
- Palafox Street emerges as the most completely defined urban street in downtown Pensacola
- Interstate-110 overpass, Civic Center site, St.. Michael’s Cemetery, Admiral Mason Park, and vacant parcels in the Aragon East area create a visible development void between east and west, and north and south neighborhoods
- Large tracts of undeveloped land in the Aragon East and Civic Center areas separate Old East Hill from the Pensacola Historic District and bayfront
- Much of the bayfront south of Tanyard and the Governmental Center District remains undeveloped and a prime opportunity for public access to the waterfront
- Fragmented voids in Belmont/DeVilliers and Tanyard neighborhoods indicate a need for revitalization
- Residential patterns in the Pensacola Historic District, North Hill, Long Hollow, East Hill and Old East Hill neighborhoods appear intact and healthy
- Gateway District’s automobile oriented development pattern leaves commercial properties underutilized



EXISTING SURFACE PARKING PATTERN

The modified “Figure / Ground” diagram presented on this page adds existing surface parking areas in gray to the black footprints within the Urban Core. This diagram illustrates the relationship of parking areas to building mass and highlights potential infill development opportunities. More specifically this diagram indicates the following:

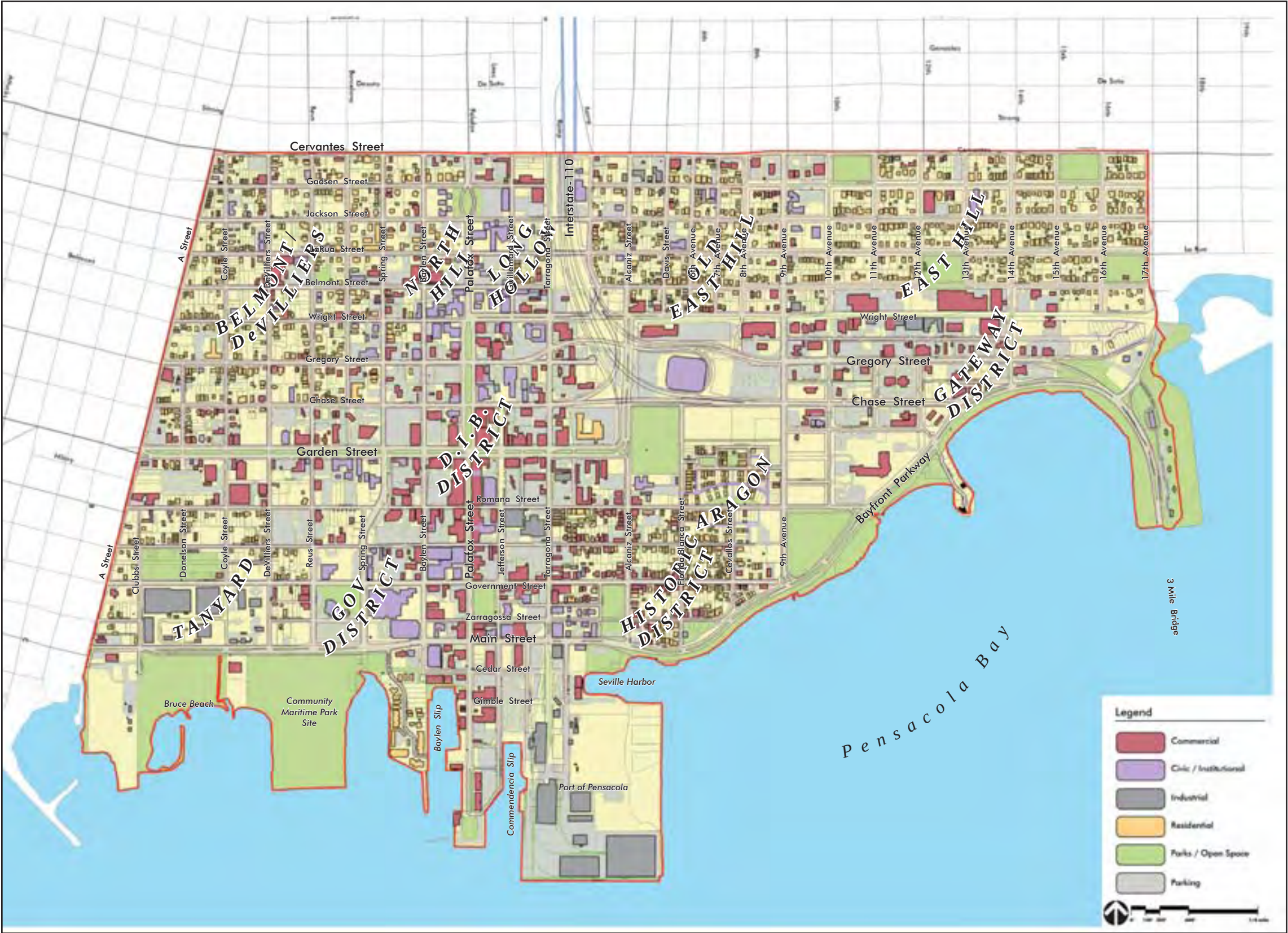
- Most surface parking lots are intuitively located adjacent to the densest building patterns
- Most surface parking lots in the Downtown Improvement Board District are located only one or two blocks away from Palafox Street
- Some city blocks in the Government and Downtown Improvement Board Districts are either mostly or completely paved for surface parking to serve off-site uses
- Large amounts of surface parking along primary street frontages and street corners erode the potential density and vitality of the Community Redevelopment Area
- Large surface parking lot at Civic Center is only used for special occasions and creates an underutilized void in the neighborhood
- Redevelopment opportunities exist where large surface parking lots can be parked more efficiently in structured garages and screened from street view by revenue generating building development
- Gateway District’s parking to building ratio indicates an underutilized, automobile oriented development pattern inconsistent with the rest of the Community Redevelopment Area



EXISTING DETAILED LAND USE PATTERN

The diagram presented on this page illustrates detailed land use information including individual building uses, surface parking areas, streets, open spaces and parks, and non-contributing open spaces such as private yards. This diagram indicates where infill opportunities may exist on underutilized properties. More specifically the diagram indicates the following:

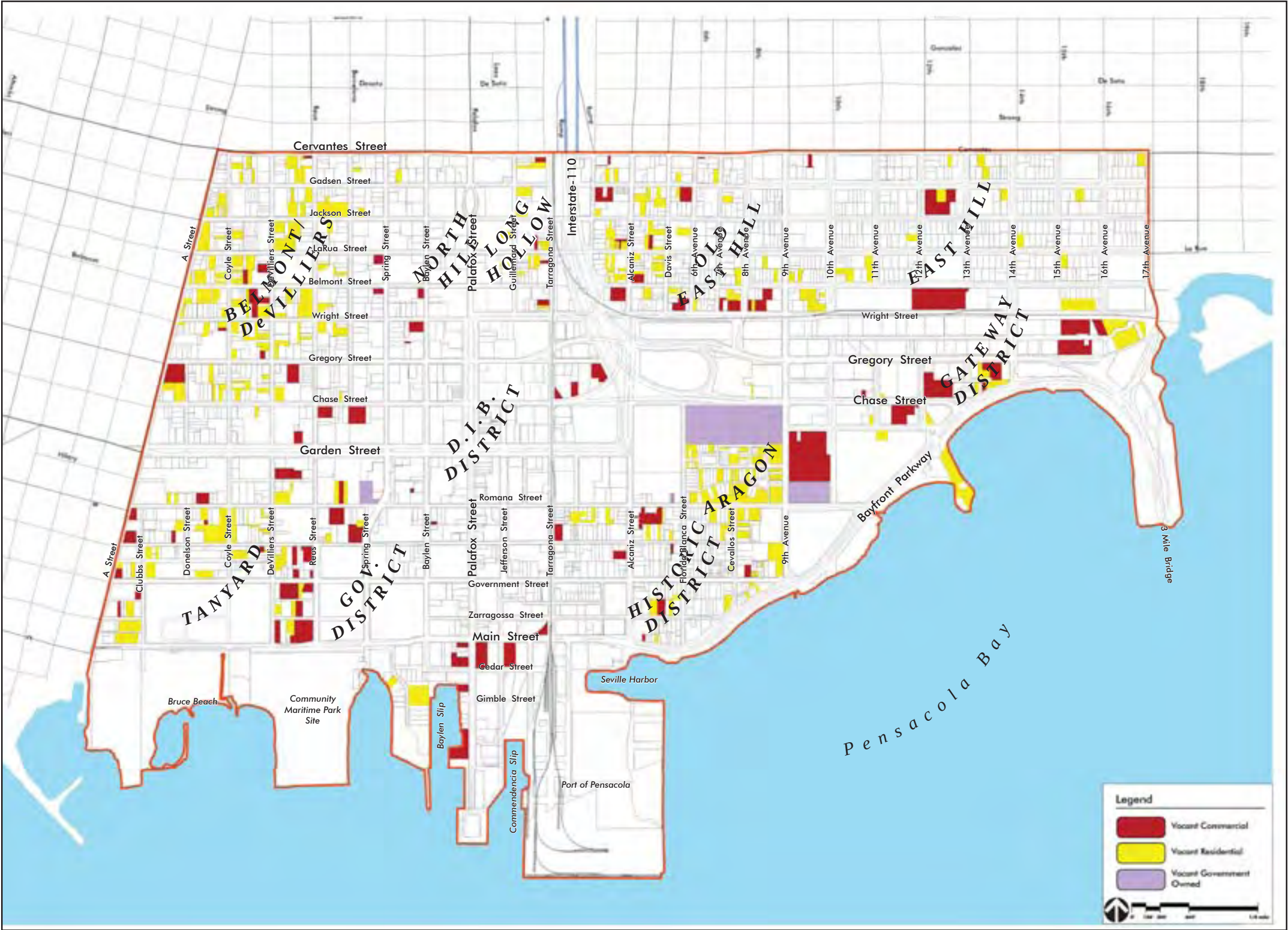
- The Gateway Commercial District presents a suburban highway / commercial corridor development pattern that separates East Hill from the bayfront
- Industrial uses along Heinberg Street and the railroad, at the intersection of Tarragona and Chase Street and Romana Street, and NW of ECUA site are incompatible with adjacent land uses and the vision for the Community Redevelopment Area
- Garden Street and Cervantes Street commercial corridors present a fragmented streetscape and underutilized development pattern with potential for commercial / mixed-use infill
- Lack of residential critical mass within Downtown Improvement Board District restrains Palafox Street commercial uses from achieving full potential and vitality
- ECUA Sewer Treatment Facility creates a significant physical barrier disconnecting Tanyard and Belmont/DeVilliers neighborhoods from the bayfront
- Several vacant properties and surface parking lots along Palafox Pier create "missing teeth" that discourage walking from Main Street to Plaza de Luna
- Neighborhood Centers such as the intersection of Belmont and DeVilliers Streets and Chase and Davis Streets remain intact but are in need of private investment to promote vitality
- Commendencia Slip is surrounded by surface parking lots that offer valuable long-term redevelopment opportunities



VACANT PARCEL PATTERNS

The diagram on this page illustrates residential and commercial parcels that were noted as vacant in the City’s GIS system. This diagram indicates areas in the Urban Core that may be under stress from a variety of negative influences. More specifically this diagram indicates the following:

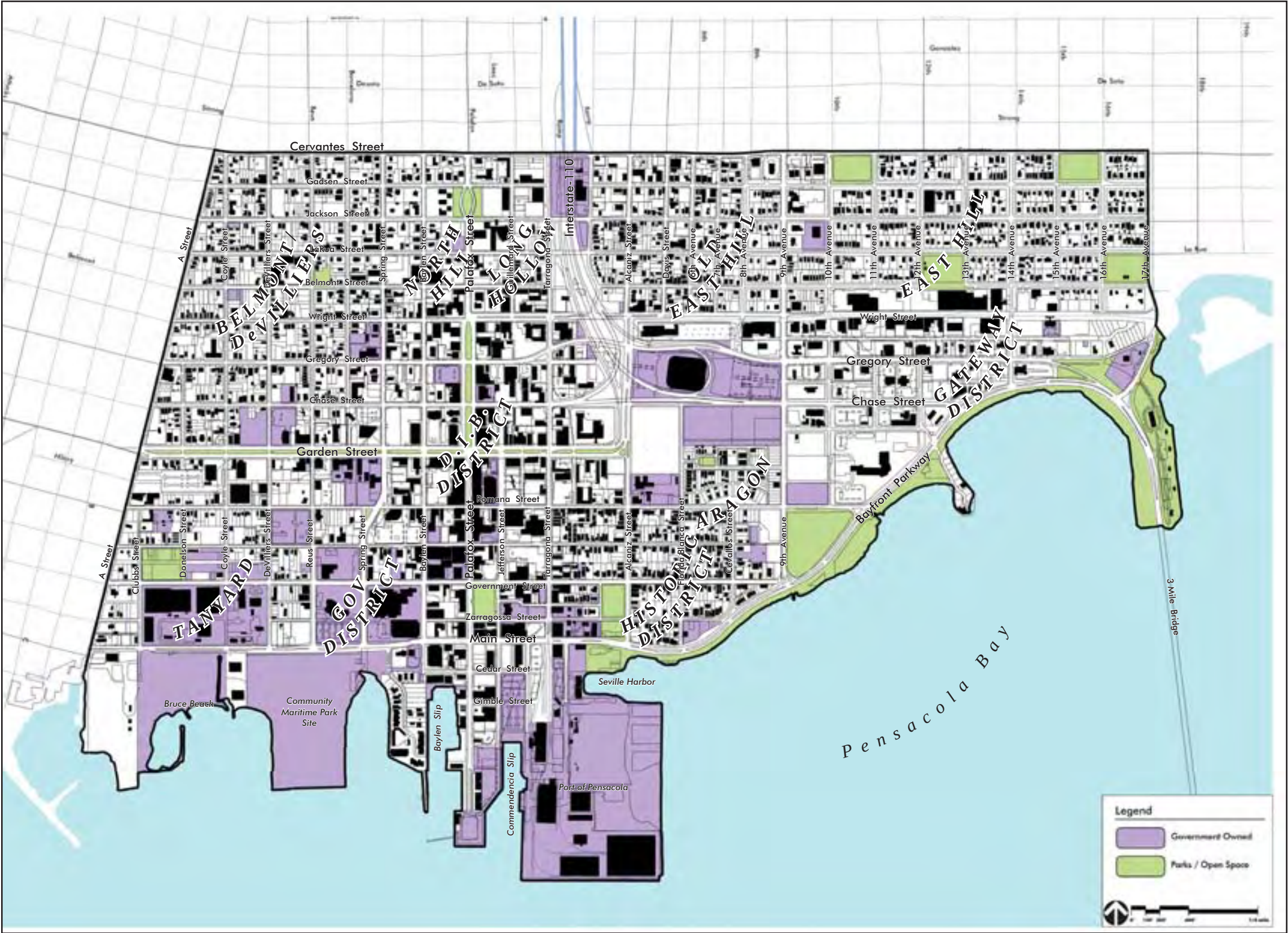
- Concentration of vacant residential properties in Belmont/DeVilliers neighborhood influenced by perception of crime, absentee landlords, investment acquisitions, real estate holdings and title issues
- Concentration of vacant residential properties in Tanyard neighborhood influenced by adjacent ECUA Sewer Treatment Facility, perception of crime, absentee landlords, investment acquisitions, real estate holdings and title issues
- Concentration of vacant residential properties indicated in Aragon neighborhood represents remaining undeveloped real estate parcels as a result of market conditions rather than negative contextual influences
- Concentration of vacant residential and commercial properties in Old East Hill should be explored further to understand potential reasons for vacancy
- Large Government Owned vacant parcels include the Aragon East and Technology Park, offering immediate development opportunities



EXISTING GOVERNMENT OWNED PROPERTIES

The diagram presented on this page illustrates properties in the Urban Core that are currently owned by City, County, State or Federal Government. These properties include public parks and open spaces, public buildings, utility facilities, and CRA real estate holdings. Some of the publicly owned properties illustrated are currently leased to private users, such as the Port of Pensacola. This diagram indicates where early redevelopment projects may be implemented more efficiently and where existing public assets may be underutilized. More specifically this diagram indicates:

- Underdeveloped bayfront properties such as Bruce Beach, the Community Maritime Park site, Commendencia Slip and Port of Pensacola are owned by government agencies and present a unique opportunity for public access, amenities, and development with relatively little land acquisition cost
- Potential for a public waterfront pedestrian/bikeway trail from Pensacola Welcome Center to Joe Patti’s
- Civic Center and Technology Park properties present redevelopment opportunities that would help connect Old East Hill and East Hill neighborhoods to the Pensacola Historic District and the bayfront
- ECUA Sewer Treatment Facility relocation offers a paramount opportunity for redevelopment that would help connect Belmont/DeVilliers and Tanyard neighborhoods to the planned Community Maritime Park, Bruce Beach and the bayfront
- City Hall surface parking lot, ECUA site and Bruce Beach site present redevelopment opportunities to support the planned Community Maritime Park and create a Main Street downtown gateway from the west
- Parks and open spaces are generally in good condition where they exist, contributing to vitality of the neighborhoods
- Recent investment to Corinne Jones Park should be supported with surrounding residential development to define edges and activate use
- CRA owned Aragon East property offers an immediate opportunity for mixed-use development that would help activate Admiral Mason Park and support recent investments along 9th Avenue at Aragon
- CRA owned property at southwest corner of Palafox and Gregory Street presents an infill development opportunity at an important street corner



OPPORTUNITIES AND CONSTRAINTS DIAGRAM

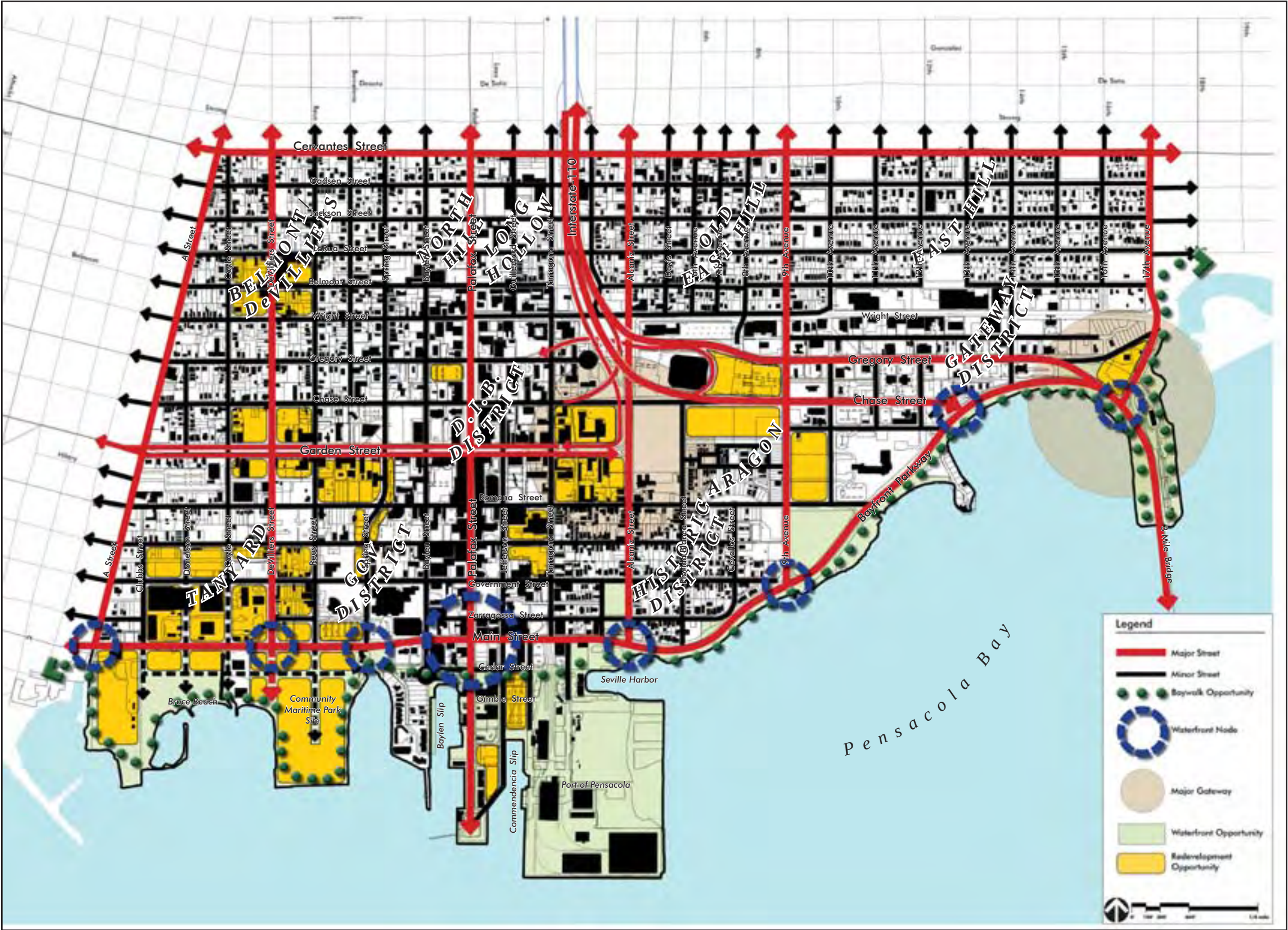
The diagram on this page summarizes key opportunities and constraints realized from the previous assessment diagrams.

- Existing government owned land along the bayfront presents an opportunity to create a “Bay Walk” recreation trail that connects the Urban Core’s waterfront assets, including the Welcome Center, Admiral Mason Park, Bartram Park, Palafox Pier, the future Community Maritime Park, Bruce Beach, Joe Patti’s Seafood and beyond
- Opportunity to create safe pedestrian crossings and active development nodes at key intersections along Bayfront Parkway and Main Street to connect neighborhoods with the waterfront
- Opportunity to reconnect streets from the Tanyard neighborhood to the waterfront when the ECUA Sewer Treatment site redevelops
- Opportunity to improve gateway arrival experiences to downtown from Interstate-110 and from Pensacola Beach

Assessment of Opportunities and Constraints have identified several potential contributing redevelopment and infill development sites, and focus areas that include:

- Bruce Beach
- ECUA Sewer Treatment Site and Adjacent Properties
- Belmont Street and DeVilliers Street Intersection
- DeVilliers Street and Garden Street Intersection
- Pensacola School Board Site (Garden St. & Spring St.)
- Pensacola News Journal Site
- Alcaniz Street and Garden Street Intersection
- Civic Center Parking Lot
- Technology Park Site
- Aragon East
- East Gregory Street and 17th Avenue
- Commendencia Slip parking lots
- Chevron Petroleum Site
- CRA owned lot at Gregory and Palafox Street

Redevelopment opportunities could include new development with appropriately contributing infill development of a desirable urban character or renovation and/or adaptive reuse of existing buildings.



The CRA Plan Elements



CRA PLAN - KEY PRINCIPLES

The key principles presented below are the result of a week-long public workshop and presentation hosted April 30, 2009. These principles lay the foundation for development of the CRA Plan and specific CRA initiatives. CRA initiatives should seek to achieve one or more of these principles mutually with no individual principal being achieved at the sacrifice of another. The key principles also provide a basis for decision making as general development plans are implemented under specific site conditions.

1. **Reinforce & Enhance Recent Successes and Plans** - The Urban Core CRA Plan should recognize and support the recent history of CRA initiatives and neighborhood plans as a contributing foundation for newly proposed strategies.
- The 2004 Belmont/DeVilliers Neighborhood Land Use Plan establishes a basic framework that should be reinforced with a more detailed neighborhood master plan and development design guidelines and/or zoning overlay to celebrate and protect this area's unique culture
 - The 2004 Pensacola Historic District Master Plan provides a concept plan vision and guidelines that should be respected with development of infill and adjacent Technology Park and Aragon East sites
 - The ongoing Community Maritime Park project and recently completed Plaza de Luna establish recreation destinations that should be leveraged into a broader vision for the entire Urban Core and waterfront
 - DIB's Retail Strategy (2007) should be the primary retail emphasis with priorities of: filling vacant storefronts, replacing incompatible uses, and developing infill on parking lots and vacant parcels both within and outside of the legal boundaries of the DIB
 - DIB's Parking Management Strategy (2006) should be followed to fully utilize parking resources while exploring possible redevelopment of surface parking and balancing the demand with structured parking



2. **Strengthen Connectivity** - Throughout the Urban Core, redevelopment and improvements should seek to support physical and social connections between neighborhoods and community destinations.
- The street grid should serve to connect automobiles, pedestrians and bicycles between neighborhoods and destinations within the Urban Core as a priority over creating low friction automobile thoroughfares through the core to regional destinations
 - Streets should be safe, comfortable and attractive to promote increased pedestrian and bicycle activity
 - The existing local street grid should be maintained as a minimal priority and preferably reconnected where disconnects have been made in the past, such as the Interstate-110 viaduct and the ECUA Sewer Treatment Facility

- Existing pedestrian connections should be maintained as a minimal priority and improvements should be made to reconnect dilapidated or missing gaps in the Urban Core network of sidewalks
- Sustainable transportation alternatives should be maintained and expanded to interconnect people to destinations within the Urban Core and to connect the Urban Core to regional destinations



3. **Fill the Gaps** - Vacant gaps in the urban fabric exist in varying levels of intensity throughout the Urban Core Community Redevelopment Area. Vacant residential lots, commercial parcels, parking lots and redevelopment sites create barren disconnects between neighborhoods and community destinations. The form of how the gaps are filled is as important as the use and should uphold all other Key Principles listed.
- Where possible, avoid demolition of existing vacant buildings as they contribute opportunity for reuse and provide a more developed form to the urban fabric than empty or underdeveloped lots
 - Non-contributing buildings should be considered for expansion or retrofits to improve the urban experience
 - Infill development should be prioritized along streets that connect community destinations such as Palafox Street, the Pensacola Historic District, Plaza de Luna, the Governmental Center District, Community Maritime Park and neighborhood centers
 - As a priority, infill buildings should define primary street edges with parking located to the rear of the building; parking may be conditionally located to the side of buildings on secondary streets
 - As a priority, infill buildings, not parking lots, should define street intersections; public open spaces may be appropriate at intersections
 - Infill development in the Urban Core should follow principles of good urban design and form, not suburban form

- Infill development should contribute to the pedestrian urban experience with buildings fronting streets, shallow or zero lot line build-to zones, wide sidewalks, commercial storefronts or residential stoops and details such as awnings, canopies and arcades

4. **Access the Waterfront** - Pensacola's waterfront is very unique in the fact that much of it remains undeveloped and publicly owned. While opportunities exist to redevelop and activate the waterfront, the CRA Plan should seek to provide continuous public access to it.
- Improved pedestrian crossings should occur at streets intersecting Bayfront Parkway and Main Street for people to safely access the waterfront
 - Disconnected streets in the Tanyard Neighborhood should be relinked to Main Street and waterfront properties as the ECUA Sewer Treatment site is redeveloped
 - New development and redevelopment should maintain continuous public access along the water's edge; the waterfront should belong to everyone
 - Design and form of private development adjacent to the waterfront should avoid potential conflicts with public access (e.g. privacy for ground floor residential)
 - North/south neighborhood connections to the waterfront should be maintained and enhanced as future redevelopment occurs with streetscape and sidewalk improvements and contributing urban building character



5. **Activate the Waterfront** - The CRA has made recent successful investments at Palafox Pier and Plaza de Luna along with ongoing development of the Community Maritime Park that all serve to activate Pensacola's waterfront. Future development and redevelopment should reinforce and leverage these existing investments to create a vibrant experience along the entire Urban Core waterfront.
- Existing and future waterfront destinations should be connected with a continuous "Baywalk"; recreational trail/boardwalk for pedestrians and cyclists
 - Waterfront development should uphold and leverage recent master plan visions and development guidelines for the Community Maritime Park and Pensacola Historic District Neighborhood plan
 - Opportunities should be provided for active and passive recreation that appeal to people of all ages and abilities
 - Special community events should continue to be promoted at waterfront destinations

- Development of uses should create an “everyday” reason for visiting the waterfront
- Opportunities should be provided for a variety of experiences along the entire CRA waterfront that could include both developed edges and natural edges
- Waterfront redevelopment should be prioritized at key locations where concentrated commercial uses will create an active experience, such as Community Maritime Park and Baylen Slip/Palafox Pier
- Recent Bruce Beach wetland mitigation bank project should be enhanced and leveraged as a park that adds amenity value for ECUA Sewer Treatment site redevelopment
- Existing marinas and docks should be reinforced, enhanced and expanded
- Opportunities for water transit should be supported, both along the CRA bayfront and to regional destinations such as Pensacola Beach, Fort Pickens and Naval Air Station

6. **Strengthen Neighborhoods** - The vitality of Pensacola’s Urban Core is dependent on the strength of its supporting neighborhoods. Not all of Pensacola’s neighborhoods are currently at the same level of health and opportunities exist to improve conditions in these areas.
- Community programs and law enforcement agencies should continue to be supported to provide safe, crime-free neighborhoods
 - Organized communication should be improved, both inter-neighborhood and with City Government
 - Zoning districts should reinforce uses and standards compatible with residential neighborhoods, including a mix of residential building types, retail, restaurants, small office, and cultural arts and entertainment uses
 - Unique identities of each neighborhood should be respected, preserved and celebrated
 - Existing building and zoning codes should be thoroughly enforced
 - A variety of housing types and affordability should be supported in each neighborhood respectful of surrounding context
 - Neighborhood-scaled commercial centers should be supported at key locations
 - Existing neighborhood parks should be maintained, enhanced and leveraged as amenity assets for redevelopment
 - Opportunities to establish new neighborhood parks should be pursued where neighborhoods are deficient of public open space (e.g. Old East Hill)



7. **Increase Downtown Residential** - Vibrant downtowns depend on a critical mass of residential development to support restaurants, retail shops, offices, and to activate parks and open spaces. Residential tenants/owners also provide a security system of “eyes on the street” that thwarts criminal activity after business hours. The CRA Plan accommodates approximately 2,000 new residential units resulting in a potential 3,500 households by 2040.

- Redevelopment/code compliance assistance should be explored to help building owners convert vacant upper stories of existing mixed-use buildings to support residential uses
- Higher density, mixed-use development should be promoted in the Downtown Improvement Board District, Governmental Center District, Waterfront District, and ECUA site
- Shared parking programs should be promoted between compatible uses that reduce the financial hurdle of building new structured parking to support individual uses separately
- Existing zoning code/permitting process should be reviewed for hurdles that can be removed to incentivize mixed-use residential development
- Incentive options should be explored to attract high quality, mixed-income residential developments, both for-sale and for-rent



8. **Identify New Civic, Cultural and Entertainment Needs** - The Urban Core is Pensacola’s hub for civic, cultural and entertainment activities. New locations should be identified for future supporting uses that reinforce existing cultural assets in the Urban Core.

- Belmont/DeVilliers neighborhood center should be reinforced with enhanced cultural, arts, and entertainment venues that celebrate its unique music history
- Vice Admiral John H. Fetterman State of Florida Maritime Museum and Research Center should be leveraged with supporting educational and entertainment venues to create a multi-faceted cultural destination
- Cultural and entertainment uses should be explored to support the Saenger Theatre and Pensacola Museum of Art along Palafox and Jefferson Streets
- An Arts District should be considered to incentivize development of supporting uses around existing cultural assets
- Industrial properties along Heinberg Street and the railroad should be promoted as a new Design District that reuses the existing warehouse buildings as showrooms and design studios



9. **Ensure Quality in Design and Development**

- Existing overlays, design guidelines and review boards should be examined for effectiveness
- New overlays, design guidelines and zoning districts should be considered to assure high quality, compatible development
- Quality should not be compromised in public infrastructure, streetscapes, public spaces and other improvements



CRA PLAN - OVERALL RECOMMENDATIONS

The following sections serve to establish a vision for future CRA capital improvements and programs by utilizing the Key Principles listed in the previous section. A complete and detailed listing of recommendations is presented in Volume II along with schedules and estimated costs for completion.

BAYWALK

- Welcome Center / Wayside Park Demonstration Site
- Bayfront Parkway Demonstration Site
- Bartram Park Demonstration Site
- Baylen Slip Demonstration Site
- Bruce Beach Demonstration Site

COMMUNITY AMENITIES

- Park and Open Space Network
- Leveraging Civic and Institutional Assets
- Potential Cultural Venue Sites
- Potential School Sites

TRANSPORTATION

- Gateways
- East Gateway
 - West Gateway
 - Community Maritime Park Gateway
 - Interstate-110 Gateway - Phase I
 - Interstate-110 Gateway - Phase II

- Road Diets
- Main Street Road Diet
 - Bayfront Parkway Road Diet - Phase I
 - Bayfront parkway Road Diet - Phase II

- Street Extensions
- Donelson Street

- One-Way Conversions
- Spring Street and Baylen Street
 - Alcaniz Street and Davis Street

PARKING STRATEGY

- Parking Strategies
- Parking Location and Design

TRANSIT INITIATIVES

- Downtown Transit Circulator
- ECAT Hubs
- Downtown/NAS Connector
- Water Taxi
- Bay Ferry

NEIGHBORHOODS AND DISTRICTS

- Neighborhood Impact Element
- Belmont/DeVilliers
- North Hill
- Tanyard Neighborhood
- Long Hollow
- Old East Hill
- East Hill
- Pensacola Historic District
- Aragon
- Technology Park
- Gateway District
- DIB and Governmental Center Districts

REDEVELOPMENT DEMONSTRATION SITES

- Pensacola News Journal Site
- School Board Site
- ECUA/Bruce Beach Site
- Port of Pensacola Site



CRA PLAN - PENSACOLA BAYWALK

Perhaps the Urban Core’s greatest untapped asset is Pensacola Bay. Remarkably most properties along the bayfront are publicly owned yet only a small percentage of the waterfront is accessible to the public. Past investments at Plaza de Luna, Palafox Pier and Commendencia Slip have proven to successfully transform the bayfront. The Community Maritime Park will continue this transformation and will help attract more active uses to the bayfront.

The CRA Plan includes a continuous Baywalk where pedestrians and cyclists can access, transgress and enjoy Pensacola Bay from the Pensacola Area Welcome Center to Bruce Beach. The Baywalk will provide continuous linkages between existing waterfront improvements such as Plaza de Luna, Commendencia Slip and Baylen Slip. Direct waterfront access shall be achieved where possible and existing waterfront improvements shall be considered part of the Baywalk.

Where waterfront access is not practical, the Baywalk should follow inland routes that provide a more direct east/west connection. These inland routes may follow streets, passageways and easements and shall be a safe, attractive and unique experience. See Volume II for recommended phasing and implementation strategies.

The CRA Plan illustrates five Demonstration Sites along the Baywalk on the following pages that set an example for different experiences along the entire waterfront.

Principles of the Baywalk include:

- Standards and materials should be compatible with recent streetscape improvements at Palafox Pier, Plaza de Luna and Commendencia Slip
- A common standard and brand for the Baywalk should be developed through the use of common lighting fixtures, park benches, logos, interpretive educational displays, etc.
- A variety of waterfront experiences should be developed that could include concrete bulkheads, wood boardwalks and paved trails
- A variety of enhancements for both active and passive recreational uses should be provided



Wetland mitigation bank area at Bruce Beach should be enhanced for use as a park to amenitize adjacent redevelopment sites and to demonstrate educational/interpretive sustainable landscapes and water quality features



Existing easement between private development and Main Street should be enhanced as part of the Baywalk connecting Community Maritime Park, Baylen Slip and Cedar Street



Bartram Park should be enhanced as part of a redevelopment project that could activate the park and provide more amenity for the Pensacola Historic District



Development of the Community Maritime Park will redefine and activate the waterfront with retail, restaurant and cultural destinations



Recent improvements to Palafox Pier and Baylen Slip should be enhanced to provide accessibility for transient docking and to create a continuous bulkhead and boardwalk along the east bank of the slip



The Baywalk along Bayfront Parkway should be developed in coordination with road diet projects to create an enhanced pedestrian zone along the waterfront



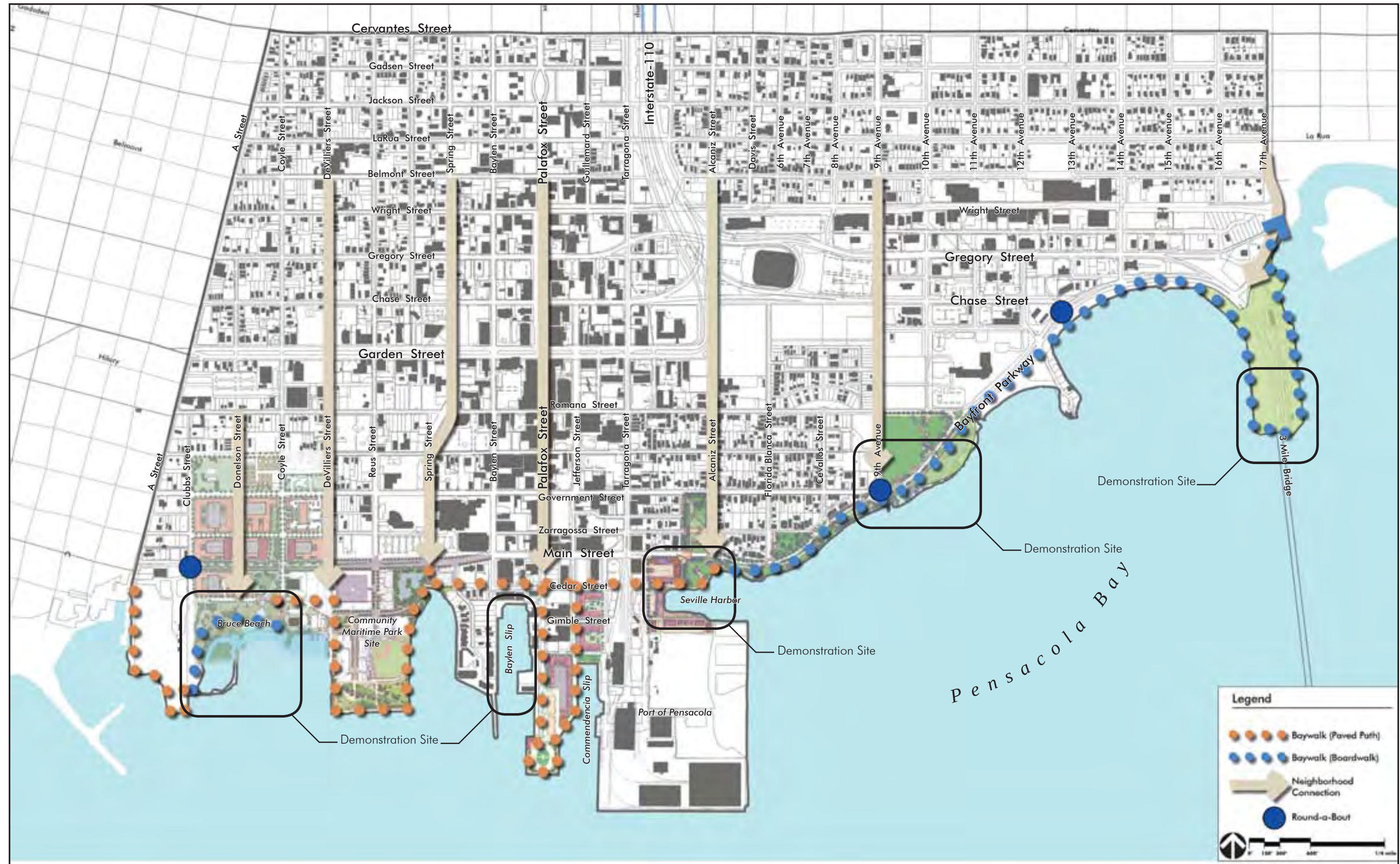
Pensacola Bay approaches Main Street closest at the intersection of Spring Street, providing an important visual connection to the waterfront that should be celebrated



Recent improvements to Commendencia Slip should be leveraged to entice development of adjacent parking lots



The Baywalk should connect to and respect existing cultural destinations such as The Sanctuary sculpture and Veteran’s Memorials at Admiral Mason Park



CRA PLAN - PENSACOLA BAYWALK

WELCOME CENTER / WAYSIDE PARK DEMONSTRATION SITE

The Welcome Center / Wayside Park site anchors the southeast boundary of the Urban Core CRA and presents an important first impression for visitors arriving from the beach. Improvements should compliment and support the existing Pensacola Area Convention & Visitors Information Center with recreational amenities to increase visitor activity.

Recommended Improvements:

- 1. Vertical structures should flank each side of Bayfront Parkway to create a gateway identity that is visible upon the approach from 3-Mile Bridge and celebrates the arrival into Pensacola
- 2. The Baywalk should connect under 3-Mile Bridge and the fishing bridge, providing a much needed pedestrian connection to the eastern bank of Wayside Park, the Welcome Center and north to the East Hill Neighborhood
- 3. Accommodations for a Water Taxi landing should be planned along the eastern edge of the site in close proximity to the Welcome Center building
- 4. Parking lots should be designed and landscaped to lessen the visual impact of parked automobiles from Bayfront Parkway and the waterfront
- 5. Decorative site lighting fixtures should be selected to provide security and illumination of structures while minimizing glare and uplighting



BAYFRONT PARKWAY DEMONSTRATION SITE (BAYFRONT AT 9TH AVE.)

The Baywalk along Bayfront Parkway from Wayside Park to Bartram Park should create a variety of experiences that could include hard-paved surfaces and boardwalks to take advantage of different waterfront edge conditions. This portion of the Baywalk implementation should be planned and executed in coordination with the proposed Bayfront Parkway Road Diet and 9th Avenue Round-a-Bout projects as described in the Transportation Section of the CRA Plan. New improvements should also be coordinated with initiatives resulting from CRA Pensacola Historic District Neighborhood Plan (2004).

Recommended Improvements:

1. Provide textured pedestrian crosswalks linking the Baywalk to all intersecting streets along Bayfront Parkway and to Admiral Mason Park at Hawkshaw Lagoon Memorial Park (coordinate with Bayfront Parkway Road Diet project)
2. Create a Pier & Waterwalk from 9th Avenue to Romana Street intersections with pavilion and dayslips: connect with Hawkshaw Lagoon and The Sanctuary Memorial Sculpture
3. Plan to accommodate a Water Taxi landing at the 9th Street Round-a-Bout with supporting on-street parking on Bayfront Parkway
4. Celebrate the connection of 9th Avenue to the waterfront by adding a fountain(s) in the water on axis with the centerline of the street
5. Provide shaded overlooks and places of pause along the Baywalk with park benches and educational/interpretive displays
6. Coordinate with planned area stormwater infrastructure improvements and the Aragon East redevelopment project



Perspective



Site Plan



Site Section



Key Map

BARTRAM PARK DEMONSTRATION SITE

Bartram Park acts as an extension of Seville Square, providing an important public link to the waterfront from the Pensacola Historic District. Bartram Park improvements should enliven the waterfront with active recreation opportunities that support the Pensacola Historic District, Seville Harbor Marina and community events at Seville Square. New improvements should be coordinated with initiatives resulting from CRA Pensacola Historic District Neighborhood Plan (2004).

Recommended Improvements:

- 1. Bulkhead a portion of the waterfront for transient docking and coordinate a Water Taxi landing
- 2. Enhance the park with new pavilions, paths and seating areas
- 3. Celebrate the connection of Alcaniz Street to the waterfront by adding a fountain or monument and gathering space on axis with the centerline of the street
- 4. Enhance the natural shoreline using best environmental practices and native landscaping
- 5. Consider relocating overhead utility lines to underground on Main Street (coordinate with Main Street Road Diet project)
- 6. Support new infill development along west edge of the park to activate the park with supporting uses
- 7. Create a new regional environ-friendly playground to be timed after festivals can be moved to Community Maritime Park; could be a community-build event



BAYLEN SLIP DEMONSTRATION SITE

Pensacola Baywalk Phase I will connect Palafox Street, where much of the existing retail and entertainment activity is concentrated, to the new Community Maritime Park. Currently, continuous public rights-of-way exist along Baylen Slip, Cedar Street and an unimproved passageway north of Port Royal. As part of Phase I, and likely a separate project, the CRA should make improvements to Baylen Slip that will attract private redevelopment to further generate waterfront activity and support recent investments in the South Palafox area.

Recommended Improvements:

Phase Ia:

- Streetscape improvements along Cedar Street from Palafox to Baylen
- New plaza at Baylen terminus. The plaza shall continue to serve the functions of the existing cul-de-sac while creating a pedestrian-friendly access to Baylen Slip
- New pedestrian/bicycle access between Baylen Street & Community Maritime Park with paved crosswalks at Baylen and Port Royal entry drive
- Waterfront access at Spring Street

Phase Ib:

- New bulkhead at remaining portions of east side of Baylen Slip
- Public access easements along east side of Baylen Slip
- Dayslips/Transient docking at north end of Baylen Slip with handicap access improvements
- Handicap access at north end of Baylen Slip
- Improve Pedestrian/bicycle connection between Baylen Slip and Palafox Street



Baylen Slip Demonstration Site Rendering

Existing Baylen Slip
looking southeast

Key Map

BRUCE BEACH DEMONSTRATION SITE

Bruce Beach was once an important recreation site serving the Belmont/ DeVilliers and Tanyard neighborhoods to the north. Fortunately, this site has remained undeveloped and presents an opportunity to reconnect those neighborhoods and the rest of Pensacola to the waterfront.

Pensacola Baywalk Phase II will connect Community Maritime Park to Bruce Beach including a new interactive and educational nature park with a focus on environmental sustainability. Where one private parcel separates Bruce Beach from CMP, a public access easement along the water should be negotiated with the private property owner. Strong consideration should be given to improve the water quality and erosion control at the beach to provide future opportunities for swimming and other recreation activities.

Baywalk Phase II shall be closely planned and coordinated with future Bruce Beach redevelopment opportunities and associated infrastructure. Future westerly waterfront access to Joe Patti’s and to Sander’s Beach with continuous connectivity to Bruce Beach should be planned during Phase II.

Recommended Improvements:

1. Extend Coyle and Donelson Streets from Main Street into Bruce Beach site for public access and parking
2. Extend Community Maritime Park east/west street into Bruce Beach area to provide public access, on-street parking and an active park edge
3. Build a continuous boardwalk and/or trail along waterfront from CMP to Bruce Beach jetty
4. Create an interactive educational nature park with a focus on environmental sustainability and best practices including trails, boardwalks, pavilions, small gathering spaces, bird watching and natural/native landscapes
5. Enhance the existing beach for public access and future safe swimming
6. Protect and improve existing wetlands and storm water management features at Bruce Beach to enhance the educational experience
7. Maintain and coordinate service access to the existing barrier jetty with the City of Pensacola



Site Plan



Key Map



Bruce Beach Demonstration Site Rendering

CRA Plan - COMMUNITY AMENITIES

PARK AND OPEN SPACE NETWORK

The CRA includes a system of approximately 70 acres of existing and new parks and open spaces that serve the current needs of residents and visitors alike. A healthy variety of recreational experiences is critical to serve a growing residential population in the Urban Core. In addition to the Baywalk and associated open spaces, the CRA Plan recommends the following strategies and improvements:

- Maintain a high quality and safe experience in all parks and open spaces
- Improve facilities at Corinne Jones Park to entice surrounding redevelopment in the Tanyard Neighborhood as ECUA sewer treatment facility is relocated
- Improve facilities at Bartram Park as Baywalk is implemented and Community Maritime Park becomes available to host cultural and civic events
- Maintain public accessed open space that also serves as a stormwater treatment area as part of ECUA and Bruce Beach redevelopment projects

The CRA Plan also recommends strengthening connections between several inland neighborhood parks and open spaces to the waterfront by means of enhanced streetscapes that should be implemented over time as key redevelopment projects occur. These neighborhood parks include:

- Henry W. Wyer Park along enhanced Belmont Street
- Corinne Jones Park along reconnected Donelson Street
- City Hall Park along enhanced Spring Street
- Ferdinand Plaza along enhanced Palafox and Jefferson Streets
- St. Michael’s Cemetery along enhanced Alcaniz Street

LEVERAGING CIVIC AND INSTITUTIONAL ASSETS

Several existing civic and institutional assets within the Urban Core provide opportunities for establishing a supporting district of similar uses. Civic and institutional destinations should be promoted and supported to serve as catalysts for adjacent redevelopment. Specifically the area around the Saenger Theatre, T.T. Wentworth State Museum and the Pensacola Museum of Art should be promoted as the Arts District, which may extend into the Pensacola Historic District. The Belmont Arts Center and other venues at the Belmont/DeVilliers neighborhood center should be promoted as a Cultural and Arts District with a focus on the rich music history and African American heritage of the neighborhood.

The religious institutions located in the Urban Core play a vital role for community gathering and neighborhood support. Special needs for these institutions can be leveraged into opportunities, such as peak parking requirements for large numbers of cars that can be shared during weekday business hours to support neighboring uses.

The CRA should maintain an understanding of growth plans for these institutions, realizing that congregational growth may raise the need for adjacent land acquisition, development of additional facilities and higher peak parking demands. The CRA should work with religious institutions to strategically locate parking facilities so they do not continue to erode the urban fabric. Long-range plans should also be

understood in the event any particular institution becomes incapable of expanding in its current location and moves away from the Urban Core CRA.

POTENTIAL CULTURAL VENUE SITES

New venues should be explored that will reinforce the Urban Core as a local, regional and national destination. The CRA Plan identifies the following locations as potential cultural venue sites. These sites are selected due to their ability to mutually support and leverage existing cultural, civic and institutional assets and investments. They will serve to concentrate pedestrian oriented commercial activity (retail, restaurants, cafes, etc.) along streets with short walking distances between venues.

- Gussie’s Records / Five Sisters Blues Cafe
- Community Maritime Park
- Spring Street at Pensacola Baywalk
- Main Street at Palafox Street
- Main Street at Baylen Street
- Government Street at Jefferson Street

POTENTIAL SCHOOL SITES

The CRA should explore potential sites within the Urban Core Community Redevelopment Area that could be allocated for a new school as the need arises. The CRA should work with the school board to ensure future school development plans contribute to the urban character of the Urban Core. Sites to consider include:

- Civic Center Parking Lot
- Garden Street and Alcaniz Street Site (Seville Inn Site)



Bruce Beach offers a unique opportunity to leverage the wetland mitigation bank as an environmental education and recreation park that amenitizes nearby redevelopment at the ECUA site



Corinne Jones Park should be activated by supporting private residential development along the edges fronting the park



The Pensacola Museum of Art provides an opportunity to establish an arts district in the Urban Core that would be promoted to attract supporting cultural institutions to the area



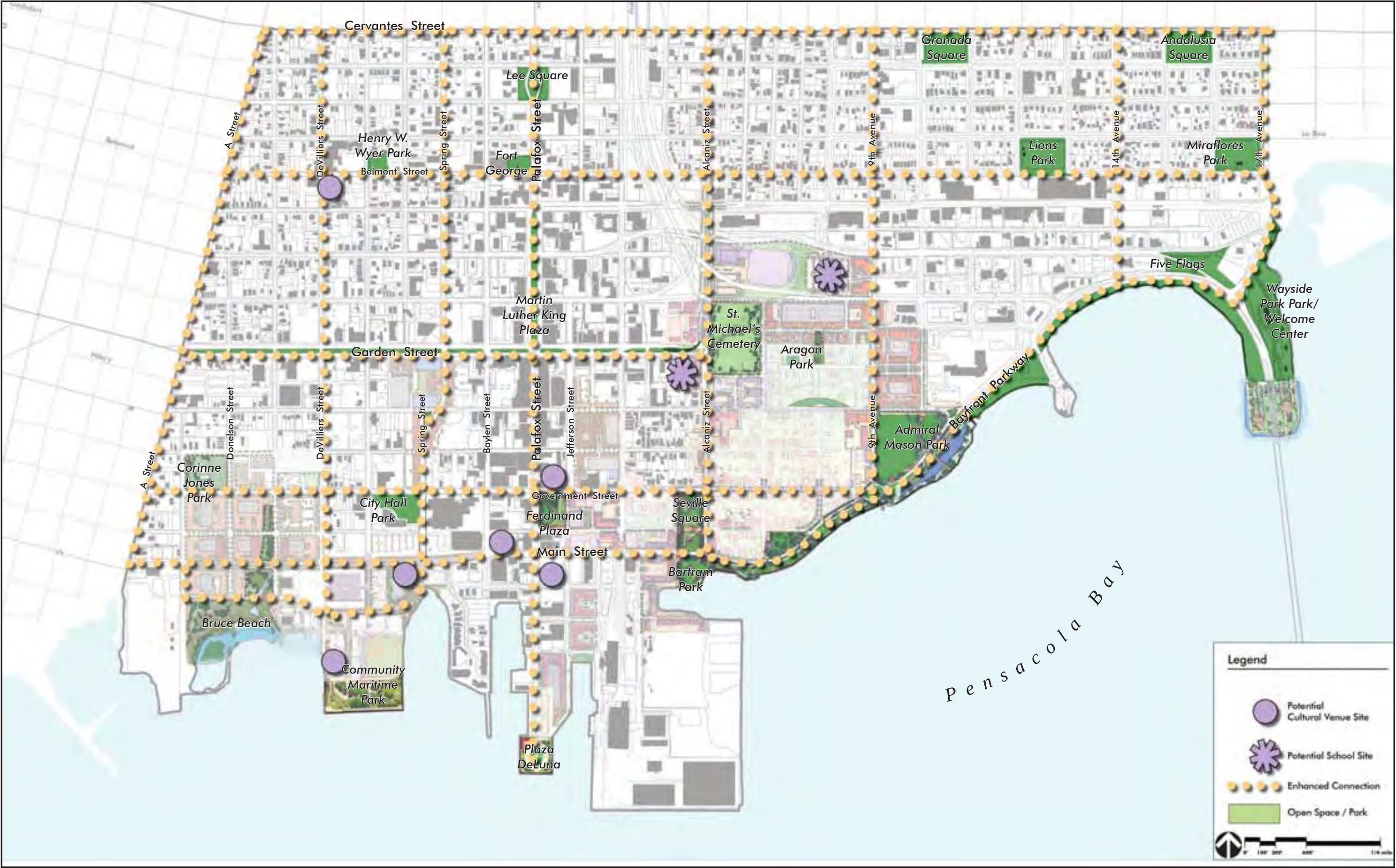
The T.T. Wentworth, Jr. Florida State Museum and the WFHPI Historic Pensacola Village should continue to be promoted as valuable visitor attractions in the Urban Core



The Gussie’s Records /Five Sisters Blues Cafe project present an opportunity to strengthen cultural activities in Belmont/DeVilliers



Private development opportunity at Main and Jefferson Streets presents an opportunity for a cultural venue site to support the Pensacola Museum of Art



CRA PLAN - TRANSPORTATION

GATEWAYS

There are a number of primary gateways into Pensacola’s downtown area as well as key gateways to districts and neighborhoods within downtown. Each of these should be considered important in welcoming both visitors and residents and in signifying arrival into these special places.

General gateway improvements should be considered in both the public right of way and on private parcels. The CRA may work with private property owners to assist with site improvements, access, lighting and building improvements and perhaps redevelopment to enhance the gateway experience.

The CRA should take an active role in improving the gateways within rights-of-way and publicly owned land. Several key gateway projects have been identified as priorities for the CRA.

EAST GATEWAY

The East Gateway Improvement Project is envisioned to call attention to downtown for both area residents and beach visitors. Currently, the experience from 3-Mile Bridge has no relationship to downtown and encourages travelers to avoid downtown via Gregory and Chase Streets. The Bayfront Parkway project envisions a new gateway feature (round-a-bout) at Chase Street, street trees and landscaping to improve this experience. However, a number of other potential improvements could improve the gateway even more.

Recommended East Gateway improvements include:

- 1. Work with private property owners to improve conditions and aesthetics of buildings, landscaping and lighting
- 2. Develop dramatic gateway feature visible from the bridge such as water cannons, light show or Port tank murals of a high artistic quality
- 3. Encourage development of publicly owned parcel at 17th and Gregory with a signature building. This may be a public or private development, but should offer an urban character announcing entry into downtown
- 4. Encourage redevelopment of privately owned parcels, such as convenience market at Chase and Bayfront, with buildings of urban character

WEST GATEWAY

The West Gateway along Main Street is considered another key entry to downtown for residents and people travelling to and from the Naval Air Station and along the bay coast. The corner of Main Street and Clubbs is envisioned as the noticeable point of entry into downtown as the ECUA redevelopment, Main Street road diet and Bruce Beach development will dramatically change the area’s character. A round-a-bout is envisioned at this intersection as part of the Main Street road diet that will further reinforce this gateway. In the long term, as properties to the west redevelop, Joe Patti’s should be considered the point of entry and site and streetscape improvements should be extended to A Street.

COMMUNITY MARITIME PARK GATEWAY

A new Community Maritime Park Gateway from the north is recommended at Spring Street to enhance the experience approaching CMP while improving pedestrian safety and the experience in the Governmental Center District and connection to the City Hall Park. Currently Spring Street has a very wide right-of-way and pavement width and could be reconfigured to provide an attractive, pedestrian-friendly street approaching Maritime Park. The scope of this project may extend to Garden Street, however, at a minimum, and perhaps as an initial phase, Spring Street between Main and Government should offer great benefit.

Recommended Community Maritime Park Gateway improvements include:

- 1. Reduce street width to one lane in each direction
- 2. Streetscape improvements with median, on-street parking, street trees and wide sidewalks
- 3. Significant landscape screening of Courthouse mechanical equipment
- 4. Potential redevelopment of City Hall parking lot corner should be considered to provide an urban edge along both Spring and Main Streets



East Gateway Diagram



A two-lane round-a-bout should be considered to establish a eastern gateway into downtown at Bayfront Parkway and Chase Street



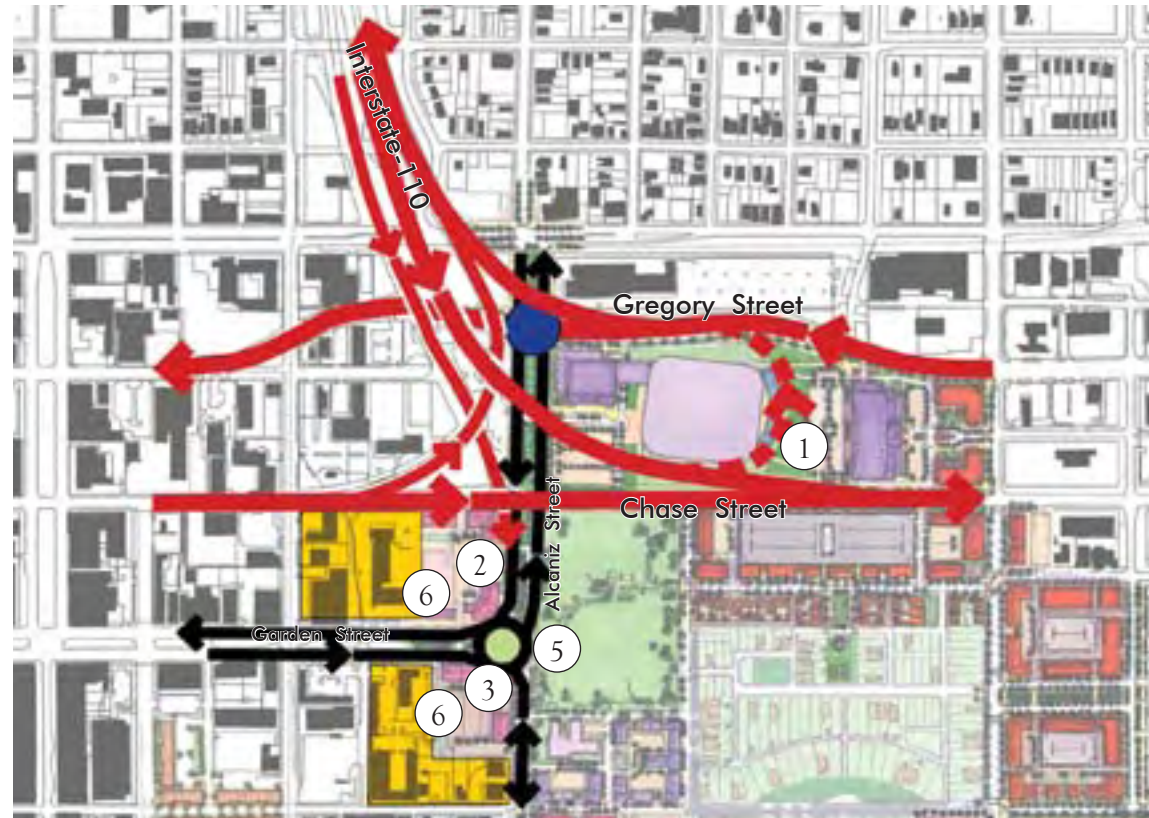
West Gateway and Community Maritime Park Gateway Diagram



The expansive Spring Street section should be reduced in width and redeveloped with mixed-use buildings to establish an active gateway to the Community Maritime Park



The existing gateway arrival from I-110 into downtown Pensacola at Gregory Street is not a welcoming experience and encourages visitors to by-pass the Urban Core on their way to the beach



Interstate-110 Gateway Phase I Diagram illustrates elimination of interchange loop around Civic Center with proposed round-a-bout at intersection of Garden and Alcaniz Streets to establish a welcoming arrival experience into the CRA



The existing I-110 overpass along Tarragona Street creates a harsh void in the Urban Core's fabric that separates neighborhoods and discourages pedestrians from establishing east/west connections



Interstate-110 Gateway Phase II Diagram illustrates elimination of overpass south of Cervantes Street and reconnection of street grid and neighborhoods at grade within the CRA

INTERSTATE-110 GATEWAY - PHASE I

The I-110 Terminus is perhaps the gateway experienced by most people entering the Community Redevelopment Area. While, for many, the I-110 interchange is en route to the beach, its design offers no signal of entering downtown and discourages travel to or through downtown. The Pensacola Historic District Master Plan (2004) recognized this as a problem and identified a slightly different solution. The CRA should support a detailed study to determine the feasibility, the best design alternative, and cost of eliminating the interchange in the long term as it nears the end of its useful life.

In the short term, efforts should be made to remove and improve a number of the on/off ramps.

Recommended I-110 Gateway Phase I improvements include:

1. Eliminate loop ramp behind Civic Center
2. Reconfigure southbound ramp to merge with Alcaniz between Chase Street bridge and Garden Street
3. Develop a round-a-bout at intersection of Alcaniz and Garden Streets that creates a gateway arrival experience and allows exiting traffic to circulate north on Alcaniz
4. Process as Phase I of IJR (Interchange Justification report)
5. Landscape and streetscape improvements
6. Encourage redevelopment of private properties with buildings of urban character

INTERSTATE-110 GATEWAY - PHASE II

Long term, the I-110 interchange should be eliminated. Once it nears the end of its useful life, plans should be made to terminate it at Cervantes Street with a low-impact terminus near Tarragona and Hayne Streets.

Recommended I-110 Gateway Phase II improvements include:

1. Eliminate interchange and terminate overpass at Cervantes Street
2. Reconnect the street grid at grade
3. CRA to support redevelopment area where interchange is eliminated

Both Phase I and II will require significant coordination with and approvals from the Florida Department of Transportation. Discussions with FDOT should begin in order to establish a long term plan and to identify hurdles and traffic related concerns early in the process.

CRA Plan - TRANSPORTATION

ROAD DIETS

Downtown Pensacola has a number of streets that are oversized for an urban environment, and in some cases, have more lanes than necessary to carry normal traffic volumes. The project team has identified the priority streets that are in need of a “Road Diet” to calm traffic and create a more pedestrian and bicycle friendly environment. Each of these road diets should be considered comprehensively and coordinated with other redevelopment projects and initiatives. Phasing of each of these has been preliminarily identified. However, additional detailed due diligence may be required to determine if the timing and phasing strategy should be refined. New improvements should be coordinated with initiatives resulting from CRA Pensacola Historic District Neighborhood Plan (2004).

MAIN STREET ROAD DIET

Main Street Phase I from Clubbs to Baylen is not state highway and offers the opportunity to transform an oversized 4-lane street into an attractive, pedestrian friendly gateway to downtown. Phase I will introduce a safe crossing between the Belmont/DeVilliers and Tanyard Neighborhoods and the waterfront as properties are being redeveloped at Community Maritime Park and the ECUA site. A round-a-bout is envisioned at Clubbs street that will calm arriving traffic and complete the western gateway into downtown.

Main Street Phase II from Baylen to Alcaniz Streets will connect the Pensacola Historic District to Palafox to Maritime Park to the ECUA redevelopment. A portion of this stretch, from Tarragona to Alcaniz is controlled by FDOT. Private properties may prohibit continuation of the Phase I proposed cross section.

BAYFRONT PARKWAY ROAD DIET - PHASE I

The existing Bayfront Parkway from Alcaniz Street to Chase Street is a wider section than needed to handle current traffic loads. At four lanes, this section promotes higher travel speeds than posted and discourages pedestrian activity along the bayfront edge. The current street section also creates a pedestrian barrier between neighborhoods and the waterfront.

Bayfront Parkway Road Diet - Phase I from Alcaniz Street to Chase Street will maintain a four lane traffic section but will reduce lane widths to 11 ft. and use the remaining section for a new bicycle lane in each direction. This initial phase presents an opportunity to calm traffic speeds and connect pedestrians and cyclists along the waterfront at a minimal cost. Safe pedestrian crossings should be created at all streets intersecting Bayfront Parkway and at key mid-block locations such as Admiral Mason Park at Hawkshaw Lagoon Memorial Park. Pedestrian crossings should occur at grade and be enhanced with textured paving to alert motorists and count-down crossing signals to assist pedestrians.

BAYFRONT PARKWAY ROAD DIET - PHASE II

Current traffic loads on Bayfront Parkway do not warrant a four lane section, as indicated by the highest traffic counts on Bayfront Parkway/Main Street currently occurring at the existing two-lane section between Tarragona and Baylen Streets.

Bayfront Parkway Road Diet - Phase II from Alcaniz Street to Chase Street will reduce the street section from four traffic lanes to two traffic lanes with bicycle lanes in each direction. The remainder of the existing street section will be redeveloped as a parkway buffer between the street and the waterfront to further enhance the Baywalk pedestrian experience. A two-lane round-a-bout is envisioned at the Chase Street intersection to calm traffic entering from the east. Single lane round-a-bouts are envisioned at 9th Avenue, Alcaniz Street, and Clubbs Street to serve as the western gateway.

The CRA Plan also recommends road diets for DeVilliers Street and Jefferson Street (see Volume II). Other streets; such as A Street, Gregory Street and Government Street, may warrant

traffic calming measures that create more pedestrian and bicycle friendly streets and provide safe and convenient on-street parking.

STREET EXTENSIONS

Donelson Street in the Tanyard Neighborhood has long been disconnected from Main Street by the ECUA waste water treatment facility. Donelson Street currently terminates at Intendencia Street and Corinne Jones Park. The CRA Plan recommends reintroducing Donelson Street through the east edge of Corinne Jones Park to Government Street. Recommendations for further extensions of Donelson Street are included as part of the ECUA and Bruce Beach Redevelopment Projects presented in Volume II - Redevelopment Projects.

ONE-WAY CONVERSIONS

Existing one-way street patterns promote faster travel speeds and reduce way-finding and traffic dispersion for motorists. As the Community Maritime Park and other opportunities develop, the need for traffic dispersion in the CRA will be increased. The CRA Plan recommends converting the following one-way streets back to their original two-way traffic patterns (see Volume II for detailed implementation) :

- Spring Street and Baylen Street
- Alcaniz Street and Davis Street
-

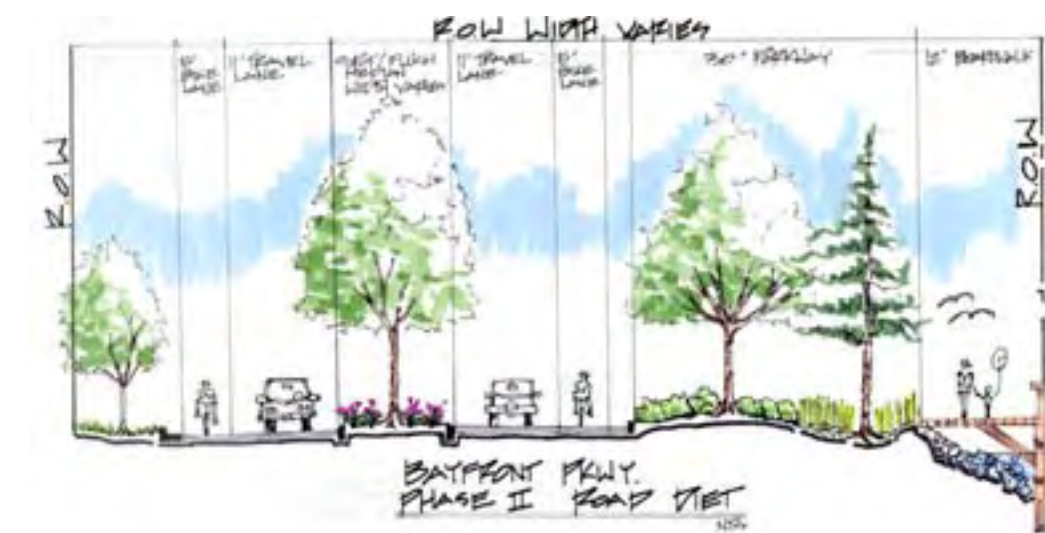
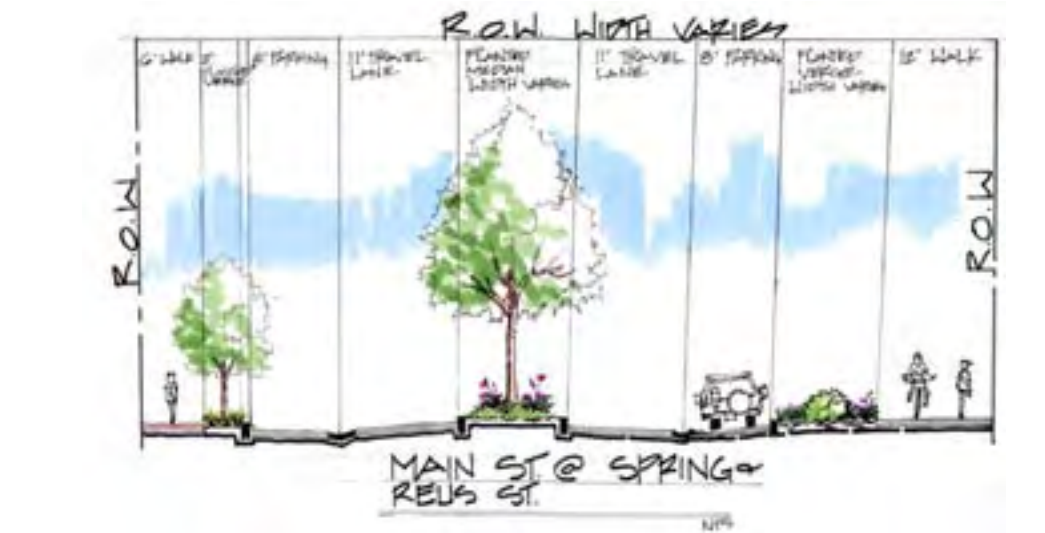
Chase and Gregory Streets serve an important traffic movement role between Interstate-110 and Pensacola Beach and should remain as one-way streets. The CRA should consider calming traffic speeds on Chase and Gregory Streets through the use of reduced travel lane widths, and adding on-street parking lanes with landscaped bulb-outs and street trees.



Existing Main Street looking west at DeVilliers Street intersection is a harsh experience for pedestrians



Proposed Main Street Road Diet transforms the wide, fast street into a pedestrian friendly boulevard with on-street parking, wide sidewalks, and improved pedestrian crossings and landscaping





Exposed parking structure facades should be avoided along street edges, particularly at ground level as they create inactive pedestrian voids in the streetscape



Underutilized surface parking lots create prime opportunities for dense, urban infill to activate street edges and the waterfront



As a primary principle, parking lots should be avoided at street intersections as they create the most damaging voids in the urban fabric at these locations



This parking garage is a good example of how a well designed ground floor liner use activates the street and how the upper floor parking decks are exposed as appropriately designed facades



This mixed-use, urban infill development addresses the street in an appropriate manner with active ground floor uses and residential above, concealing the parking structure behind from street views



A good example of how street corners should be developed in the Urban Core with buildings, not parking lots, addressing the street

PARKING STRATEGIES

Perhaps the most detrimental existing development pattern within the Urban Core is the prominence of surface parking lots exposed to the streetscape. Where exposed to the street, surface parking lots create vast gaps in the streetscape that discourage pedestrian activity and connectivity. Many of the surface parking lots in the Urban Core CRA are underutilized after business hours and present opportunities for infill residential, office and commercial redevelopments served by structured decks.

The CRA Plan recommends referencing the May 2006 Pensacola Downtown Improvement Board Parking Management Analysis Findings and Recommendations.

Furthermore, this plan recommends:

- Structured parking should be promoted over surface parking to achieve critical development mass in the Urban Core
- As a priority, the CRA should support and promote structured parking in the DIB, South Palafox Business District, the Governmental Center District, Commendencia Slip, ECUA and Bruce Beach redevelopment sites, and Community Maritime Park
- The CRA should explore opportunities to partner with private developments and construct additional, publicly accessible parking within those projects that supports surrounding off-site uses
- The CRA should explore reduced parking requirements and shared parking allowances for the Urban Core
- Special event parking strategies should be explored to avoid underutilized facilities when events are not active; these strategies could include shuttle services to remote parking facilities and free or reduced fares on transit routes

PARKING LOCATION AND DESIGN

Healthy downtowns are able to balance parking demands with appropriately located and designed surface lots and structures that conform to the urban fabric and provide a vibrant streetscape experience. The Urban Core CRA contains numerous existing surface parking lots and several structured decks, many of which do not conform to the principles of good urban design and place making. The following principles should be maintained as redevelopment occurs and new parking facilities are constructed:

- Buildings, not parking facilities, should address streets and form facades along streetscapes
- Preferably, surface and structured parking facilities should be located internal to the city block with buildings fronting streets around the perimeter of the block
- As a minimal standard, surface and structured parking facilities should be located to the rear of buildings that front primary streets
- Entries to parking facilities should be clearly marked with appropriate signage at the street
- Safe and attractive pedestrian passageways should connect parking facilities to the fronts of buildings along streets
- Where unique conditions expose parking facilities to the street, measures such as walls, landscaping buffers, and architecturally appropriate garage facades shall be implemented to reduce the impact of parking on the streetscape
- Large public parking facilities should be strategically located to accommodate user convenience while creating a pedestrian retail path along streetscapes to anchor destinations and venues
- On-street, parallel parking provides convenience parking for merchants, a safety buffer between motorists and pedestrians, calms traffic speeds; and should be promoted on all new and existing streets where practical within the Urban Core CRA

CRA PLAN - TRANSIT INITIATIVES

DOWNTOWN TRANSIT CIRCULATOR

The Urban Core should be a place where visitors have the ability to park once and experience several destinations without using their automobile. Active and vibrant downtowns provide alternative transit options that are reliable, clean and attractive to encourage ridership and reduce the need for excessive convenience parking at each destination.

As redevelopment occurs and the Urban Core becomes a more active and vibrant area, a downtown circulator route should be reconsidered to link existing and new key destinations to one another in the Urban Core. This route should link the Community Maritime Park with City Hall, Palafox Street, Ferdinand Plaza, Seville Square and the Pensacola Historic District, and Bartram Park. Consideration should be given to extending the route to Gregory Street hotels and restaurants. This route should also support the existing transit system by connecting to Urban Core ECAT Hubs. Circulator busses should run at frequent intervals to minimize wait times and compete with riders’ option of driving to their destination. New, modern styled electric busses should be considered to minimize polluting diesel emissions and to present a safe, clean and efficient brand for the system. Free fares should be considered for the Downtown Circulator to promote ridership.

ECAT HUBS

The existing ECAT bus system serves much of the Urban Core and connects people to outlying destinations and neighborhoods. Enhancements and upgrades should be supported for ECAT that will help increase ridership and potentially lessen the impact of automobile trips in downtown Pensacola. Improved and new ECAT Hubs should be supported as part of this transit network in the Urban Core. These hubs should also serve the proposed Downtown Circulator Route mentioned above.

The existing ECAT Hub located adjacent to City Hall on West Government Street should be enhanced to promote ridership with a sheltered pavilion, updated benches, waste cans, decorative lighting and landscaping. Informative ECAT route maps should be displayed along with arrival times for routes serving this hub.

A new ECAT Hub should be considered near the Downtown Improvement Board District to further connect the Urban Core to outlying destinations and neighborhoods such as Cordova Mall and Sacred Heart. Locations for this hub might be at the corner of Alcaniz and Garden Streets or along Jefferson Street or Intendencia Street as part of a private redevelopment project. This new hub is envisioned to be larger, serving more routes and riders than the existing hub at City Hall. It should include sheltered waiting areas, informative system maps and arrival times, a ticket kiosk, decorative lighting and landscaping. Partnerships with private businesses should be established to provide concessions, cafes and a news stand.



Alternative fuel, hybrid or plug-in electric busses should be considered to serve the Downtown Transit Circulator Route



Modern, clean, and efficient busses should be considered for primary ECAT routes serving the Urban Core to establish a high quality brand and to encourage ridership



The CRA should study the need for a transit line to the Naval Air Station; as a future strategy, a light rail line should be explored if ridership warrants

DOWNTOWN/NAS CONNECTOR

Due to the regional economic and workforce influence of the neighboring Naval Air Station on the Urban Core Community Redevelopment Area, the CRA should study the potential for increasing transit options to serve that destination. Such a transit route could increase visitation to the CRA and provide a commuting alternative that could be initiated as a rubber tired vehicle and potentially evolve into a light rail line.

WATER TAXI

Pensacola’s Bay presents an opportunity to establish a Water Taxi that would connect existing and new key public access destinations to one another along the CRA waterfront. The Water Taxi is envisioned to provide an alternative means of transit that also serves as a tourism attraction for those who would like to experience boating on the bay.

Water Taxi landings should be considered at the Pensacola Welcome Center at Wayside Park, the proposed 9th Avenue Round-a-Bout, Bartram Park, Palafox Pier, the Community Maritime Park and at Joe Patti’s. Water Taxi service is envisioned to expand east and west outside of the Urban Core CRA to link downtown to outlying destinations and neighborhoods.

Water Taxi landings should be designed to contextually compliment the Baywalk at each location. Sheltered waiting areas, comfortable benches, ticket kiosks, signage, waste receptacles, decorative site lighting and landscaping should be carefully selected to create a recognizable identity and brand for the system.

BAY FERRY

Pensacola’s major regional tourism destinations are Pensacola Beach, The Naval Air Station and Fort Pickens. These destinations lie across the bay , distant from the boundaries of the Urban Core Community Redevelopment Area. The CRA should continue to explore opportunities to capture as much of this tourism traffic as possible to activate downtown.

A Bay Ferry is one possible opportunity that the CRA has explored and initiated through issuing an RFP for services. The Bay Ferry is envisioned to connect downtown at the South Palafox Pier to Pensacola Beach, Fort Pickens and, if practical, the Naval Air Station Museum.

The Bay Ferry landing at South Palafox Pier will further serve to activate and support this important destination with increased visitor traffic. The South Palafox Pier landing will provide a destination for visitors to arrive in downtown Pensacola from across the bay, and will also provide a launching point for people to park downtown and travel out to remote destinations. Local businesses should be encouraged to partner with the Bay Ferry operator by offering discounted parking, restaurant coupons, movie passes, etc. with ticket stubs. The Bay Ferry should become part of Pensacola’s complete transit network by linking with the Downtown Circulator and Water Taxi at Community Maritime Park.



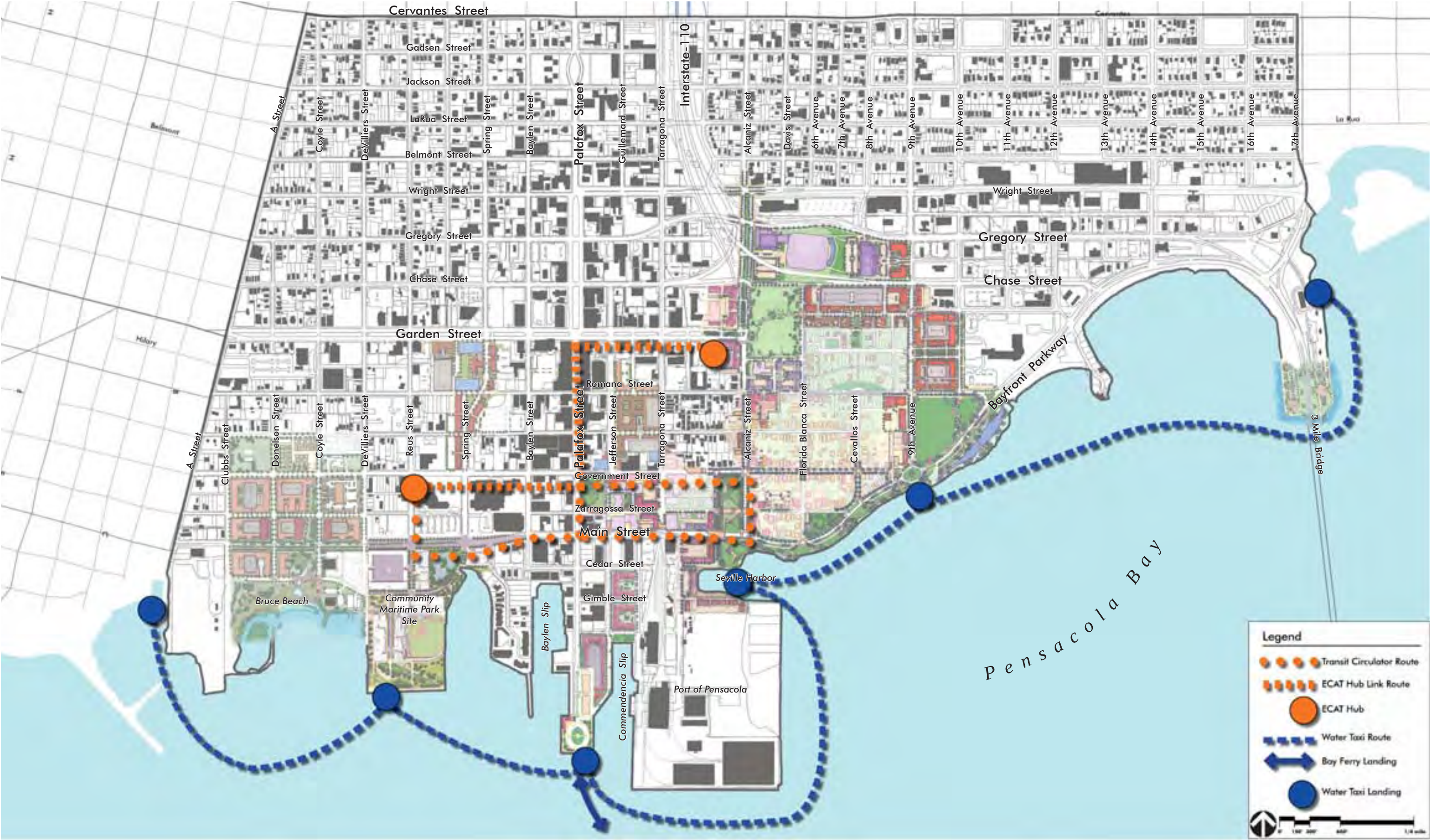
If implemented, water taxi landings should be located at key bayfront destinations to generate activity for commercial uses



Water taxis provide a transit alternative that also attracts tourists and locals who would like to experience boating on the bay



A Bay Ferry between downtown Pensacola, the beach and possibly the Naval Air Station and Fort Pickens would provide a unique transit experience that would help activate the waterfront at the South Palafox Pier landing



CRA Plan - Neighborhoods and Districts

Neighborhood Impact Element

The Redevelopment Plan emphasizes mixed-income housing throughout the Redevelopment Area including the provision for affordable housing through rehabilitation and new construction. Opportunities for new housing exist in every neighborhood throughout the Redevelopment area including single-family infill lots, larger parcels for townhomes and multi-family and significant redevelopment sites for higher density multi-family. Redevelopment activities should strive to integrate affordable and workforce housing within market rate housing projects. Incentives should be considered by the CRA to make provisions for affordable and workforce housing more viable.

While all impacts cannot be determined without site-specific proposals, this section provides a summary of potential impacts that may occur.

RELOCATION

The Redevelopment plan supports the preservation of existing low and moderate income housing within the Redevelopment Area. The Plan offers the opportunity for thousands of new residential units within redevelopment sites that will not displace any residents. Should there be a need for relocation of residents, supportive services and equitable financial treatment will be provided to any individual or families subject to relocation. Alternative housing opportunities, either new or existing, will be sought within the same neighborhood.

TRAFFIC CIRCULATION

The existing street grid within the Urban Core Redevelopment Area is sufficient to accommodate increased volumes of traffic as the area redevelops with more intense uses, as vacant lots and buildings are occupied and as more businesses and visitors come to downtown Pensacola. Where feasible, the Plan recommends reconnecting missing portions of the street grid to disperse traffic and to provide additional alternative routes within the neighborhoods and through the Redevelopment Area.

Additionally, several one-way pairs are recommended to be transformed to two-way streets, providing better circulation and encouraging slower speeds. The Plan recommends a number of road diets and enhancements to calm traffic and create more pedestrian and bicycle friendly streets.

ENVIRONMENTAL QUALITY

The City of Pensacola land use regulations require that stormwater management be addressed as a condition of permitting any development project. The Plan includes a storm water treatment train/bio-retention area within the ECUA site redevelopment that will provide conveyance and treatment within an area that is prone to flooding.

The CRA is empowered to assist with environmental cleanup of both public and private properties to carry out the Plan. The relocation of the ECUA waste water treatment facility will have a positive impact on the air quality within the Redevelopment Area, improving the quality of life for residents in the Tanyard neighborhood. The Plan identifies other industrial properties that are incompatible with adjacent land uses and recommends transitioning such uses out of the Redevelopment Area over time.

COMMUNITY FACILITIES AND SERVICES

As the civic, cultural and historic center of the region, the Urban Core Redevelopment Area has a high concentration of community facilities and services. The Plan supports the current library expansion project on Spring Street and the Community Maritime Park project along the waterfront. Public parks are located throughout the Area, including pocket parks, neighborhood recreational parks, formal squares, plazas and boardwalks. The Plan includes additional open spaces including the Pensacola Baywalk, a continuous pedestrian and bicycle path that parallels the bay front and provides, where possible, continuous public access to the waterfront.

To support the revitalization of the Tanyard neighborhood and associated redevelopment efforts, improvements are recommended for Corinne Jones Park and new open spaces are recommended within the ECUA redevelopment site and at Bruce Beach. Enhanced access from the Tanyard and Belmont DeVilliers neighborhoods to these facilities are included in the Plan. Due to the high concentration of families within the Historic District, Bartram Park is recommended to be enhanced with more active facilities for children and families. The CRA is empowered to provide a higher level of maintenance for public spaces within the Redevelopment Area.

The Plan identifies a number of sites for new community facilities as the needs present themselves for future cultural, civic and institutional uses within the Area.

EFFECT ON SCHOOL POPULATION

While the Escambia County School Board owns property on Garden Street, currently there are no public schools within the boundary of the Urban Core Redevelopment Area. As the Area becomes more desirable for families, the need for nearby schools will increase. The Plan supports significant residential growth within the Redevelopment Area. While the market for urban living is greater with singles, empty nesters and couples without children, the emphasis on making downtown more family friendly and the number of infill and redevelopment opportunities suggests a likely increase in student population within the Redevelopment Area.

The improved urban character, increased densities and enhanced mobility supported by the Plan support the location of a new school or school(s) within the Redevelopment Area. The Plan identifies several sites that could support an urban school including the Civic Center parking lot and properties near the Alcaniz and Chase intersections. The CRA should work closely with the Escambia County School Board to encourage new facilities within the Area and to ensure the board’s future plans for area schools are consistent with the Redevelopment Plan.

PHYSICAL AND SOCIAL QUALITY

The Plan’s recommendations to continue to improve the Redevelopment Area’s streetscapes, public spaces and waterfront access; redevelopment of vacant and underutilized parcels and former industrial sites; establishing urban design guidelines for new development; policy and zoning recommendations to ensure compatible land uses and character;

building rehabilitation services and continued code enforcement will have a positive impact on the area’s physical and visual character.

Implementation of the Redevelopment Plan recommendations will improve the overall quality of life for area residents. The Plan provides increased opportunities for residents and employees to socialize in additional public spaces, at the waterfront and at new cultural and institutional venues within the Redevelopment Area. Streetscape improvements and the Agency’s ongoing landscape maintenance program will continue to improve the quality of the neighborhoods and the connectivity between neighborhoods and activity centers within the Redevelopment Area.

BELMONT/DEVILLIERS

LEVERAGING RECENT LAND USE PLAN

Strategies included in the Community Redevelopment Plan are intended to reinforce and leverage strategies presented in the 2004 Belmont/DeVilliers Neighborhood Land Use Plan. The CRA should continue to follow the strategies presented in the Land Use Plan.

Since real estate investment and land acquisition activity is apparent in Belmont/DeVilliers, perhaps the most urgent strategy presented in the Land Use Plan is to establish a residential neighborhood protection policy and adopt design guidelines to realize a standard of quality for future development.

LEVERAGING RECENT INVESTMENTS

The ongoing Public Library expansion/renovation project provides an important opportunity for this neighborhood. The CRA should explore opportunities to leverage the library’s investment to generate an active community node of retail, cafes and restaurants around the library.



Ongoing expansion project for the Public Library should be leveraged to create a neighborhood center between North Hill and Belmont/DeVilliers

CONNECTIVITY

Although Belmont/DeVilliers has maintained a well connected street grid, a high number of vacant lots, vacant buildings, incompatible land uses and building types have eroded the tightly knit development fabric and streetscape experience of a well connected residential neighborhood.

DeVilliers Street is the primary north/south connection between the neighborhood center, Garden Street and the waterfront. Redevelopment opportunities should be prioritized along DeVilliers Street as it has the potential to connect the neighborhood culturally, physically and economically to Community Maritime Park, the ECUA redevelopment site and Bruce Beach.

Belmont Street is the primary East/West Street connecting Belmont/DeVilliers to North Hill and Palafox Street. Belmont Street currently terminates at Tarragona Street as a result of the I-110 overpass and interchange. The CRA Plan recommends reconnecting Belmont Street east to Old East Hill and East Hill as part of the I-110 Long Range Plan.

A Street is the defined western edge of the neighborhood and the CRA. A road diet with landscaped on-street parking bulb-outs and improved pedestrian crossings should be considered to calm traffic on this street.



Recent enhancements to the Belmont/DeVilliers neighborhood center should be leveraged to attract private redevelopment

NEIGHBORHOOD CENTER

The namesake neighborhood center of Belmont/DeVilliers is located at the intersection of Belmont and DeVilliers Streets. This neighborhood center has a rich cultural and historical significance that is recognized and celebrated with recent redevelopment projects and streetscape improvements. The CRA should continue to promote opportunities that create activity and interest in the neighborhood center such as the private redevelopment of the Gussie’s Records building and cultural, arts and music events at the Belmont Arts Center.

CELEBRATING UNIQUE IDENTITY

The Belmont/DeVilliers neighborhood has a rich and unique cultural identity within the CRA and regionally as a core for the African-American business community. Music has played a significant role in the neighborhood’s past as a venue destination along the famous “Chitlin’ Circuit” and is celebrated today with the Music Maker’s Hall of Fame at the Belmont Arts Center and events during the Goombay Festival.

The CRA should continue to promote cultural events in Belmont/DeVilliers that attract tourism, generate activity and support neighborhood scaled commercial development while celebrating it’s unique identity.

Design guidelines implemented for Belmont/DeVilliers should allow the unique cultural identity of the neighborhood to be celebrated while promoting an expected level of quality development.

ZONING

The broad definition of allowed uses in existing commercial zones (C-2 and C-3) have created some incompatible adjacencies with residential uses in the Belmont/DeVilliers neighborhood. The recent Belmont/DeVilliers Land Use Plan recommends the introduction of three new land use designations; Neighborhood Cultural Center (N-CC), Neighborhood Mixed-use Corridor (N-MC), and Neighborhood Residential (N-R). These new zoning categories should be supported with design guidelines that promote specific, appropriate form-based bulk standards that will ensure an expectation of quality development.



Henry W. Wyer Park is an important open space for Belmont/DeVilliers that should be defined and activated with surrounding residential infill development

NORTH HILL

The North Hill Neighborhood appears to be a healthy and vital residential neighborhood with well maintained and occupied lots and buildings. New infill developments are compatible with the character of the neighborhood and are providing a variety of housing choices within the Urban Core.



This townhome infill project provides a variety of housing in North Hill that is appropriate and compatible with the surrounding neighborhood

CONNECTIVITY

The CRA Plan recommends reconfiguring North Spring Street and North Baylen Street to become two-way streets. This initiative will serve to increase connectivity within the neighborhood, improve traffic dispersion and calm traffic speeds on these streets.



Bungalow homes in North Hill are an appropriate infill model with porches that create an active streetscape

TANYARD NEIGHBORHOOD

CONNECTIVITY

The Tanyard Neighborhood is currently disconnected from much of the Urban Core. The ECUA sewer treatment facility creates a physical barrier between the neighborhood and Main Street, Bruce Beach, Community Maritime Park and the waterfront. Many vacant lots and buildings and incompatible uses have severely eroded the neighborhood fabric and discourage pedestrian activity.

The CRA should promote reconnecting Donelson and Coyle Streets to Main Street and into the Bruce Beach site as the ECUA site is redeveloped. Zarragossa Street should also be reconnected during the ECUA site redevelopment to further improve east/west connectivity within the Tanyard Neighborhood and to City Hall.

DeVilliers Street should be enhanced between Main Street and Garden Street as private redevelopment projects are implemented. DeVilliers Street serves as an important north/south connection that links Belmont/DeVilliers to Bruce Beach, Community Maritime Park and the waterfront.

Street character should promote pedestrian connectivity. Private redevelopment projects should create active, urban street edges with commercial storefronts, and residential stoops and porches fronting streets along wide, tree-lined sidewalks.



Donelson Street currently terminates at the ECUA site, disconnected from Main Street and the bayfront

NEIGHBORHOOD CENTER

The Tanyard neighborhood does not have an identifiable neighborhood center within the Urban Core. Small scale, mixed-use neighborhood commercial uses should be promoted to help generate an active neighborhood center as the ECUA site redevelops.

‘A’ Street may serve the entire Tanyard Neighborhood as the neighborhood center. However, currently A Street is a wide, auto-oriented street that encourages high speeds. The CRA Plan recommends a road diet for A Street with landscaped bulb-outs that define safe on-street parking lanes.

CELEBRATING UNIQUE IDENTITY

The Tanyard Neighborhood has lost much of its identity due to the erosion of the residential fabric. An opportunity exists with the redevelopment of the ECUA site and surrounding properties to create a new identity for this neighborhood. This neighborhood has the potential to become the region’s premier mixed-use, high density residential neighborhood. Its unique location adjacent to Pensacola Bay, Bruce Beach and Community Maritime Park make it an attractive location for the active, urban, creative class workforce.

ZONING

Industrial zoning (M-1) within the Tanyard Neighborhood is incompatible with residential uses and community goals for future redevelopment of the ECUA Sewer Treatment site and surrounding parcels. Rezoning the ECUA site to a high density, mixed-use zone should be a priority for allowing future development patterns and land uses that will activate Main Street and provide the residential critical mass needed to support downtown commercial development. Zoning north of Government Street should promote a lower development density and height that transitions to the existing residential pattern. Form-based standards should be established as part of the rezoning process to ensure a standard of quality and expectation for future development patterns in the Tanyard neighborhood.



Some recent commercial developments along A Street are architecturally attractive, but are planned in an inappropriate suburban manner with parking located on the street corner

CRA Plan - Neighborhoods and Districts

Long Hollow

CONNECTIVITY

Long Hollow is currently disconnected from neighborhoods to the east by the Interstate-110 overpass and from the core of its own neighborhood to the north by the Cervantes Street overpass ramp. The CRA Plan recommends supporting connectivity as the I-110 Gateway Phase II plan is implemented (pg. 47).

CELEBRATING UNIQUE IDENTITY

Although most of Long Hollow is located north of Cervantes Street outside of the CRA boundary, the portion of the neighborhood that is in the CRA contains many important religious, cultural and civic institutions. These include the First Baptist Church, Allen Chapel AME Church, First United Methodist Church and the Historic Admiral Mason Home. The CRA should maintain an understanding of growth plans for these religious congregations specifically related to property acquisitions, building expansion and parking needs. Opportunities should be explored for shared parking during off-peak weekdays that may support surrounding redevelopment programs.

Old East Hill

CONNECTIVITY

Old East Hill is currently disconnected from much of the Urban Core. Interstate-110 creates a barrier to the west as Belmont Street terminates at Hayne Street, separating Old East Hill from Palafox Street, Long Hollow, North Hill and Belmont/DeVilliers. North Alcaniz Street traverses underneath an inhospitable tangle of the I-110 interchange at Gregory and Chase Streets, creating a barrier to the Pensacola Historic District and the waterfront.

The CRA Plan recommends reconnecting Belmont Street west to Long Hollow, Palafox Street, North Hill and Belmont/DeVilliers and reconfiguring Alcaniz Street as part of the I-110 Long Range Plan.

The CRA Plan also recommends reconfiguring North Alcaniz Street and Davis Street to become two-way streets. This challenging initiative, that could be part of an MPO funded railroad crossing improvement project, will serve to increase connectivity within the neighborhood, calm traffic speeds on these streets and eliminate the awkward north-bound jog along Alcaniz at Wright Street.

North/south connections from Old East Hill to the Pensacola Historic District and the waterfront along 9th Avenue should be enhanced as part of private redevelopment opportunities. Enhancements should promote active pedestrian streetscapes with active ground floor uses fronting wide, tree lined sidewalks.

PARKS

The existing prevalence of small, single-family residential land use in Old East Hill promotes housing opportunities for young families and the need for family oriented amenities such as parks and playgrounds. Currently, Old East Hill is deficient in parks and sites internal to the neighborhood should be explored that could provide such a much needed park.

NEIGHBORHOOD CENTER

The CRA should explore opportunities to promote the existing businesses at the intersection of Wright Street and Alcaniz to become an active neighborhood commercial center.

ZONING

Current zoning in Old East Hill is serving the neighborhood adequately by maintaining the historic residential character.

East Hill

CONNECTIVITY

East Hill is currently disconnected from the bayfront and Wayside Park by the railroad and associated incompatible industrial and commercial uses. Only 9th Avenue, 14th Avenue and 17th Avenue connect East Hill south across the railroad. This presents an inconvenient disconnect for motorists and a major separation for pedestrians accessing the bayfront as the existing 17th Street section is not wide enough to provide safe sidewalks under the railroad bridge.

The CRA Plan recommends enhancing pedestrian connections along 9th, 14th and 17th Streets as private redevelopment opportunities occur. Enhancements should promote active pedestrian streetscapes with active ground floor uses (e.g. storefronts, porches and stoops) fronting wide, tree lined sidewalks.

The CRA Plan also recommends reconnecting Belmont Street from 12th Avenue to 13th Avenue, completing the east/west connection from A Street in Belmont/DeVilliers to 17th Street in East Hill.



A pedestrian walkway is planned to connect along the bayou waterfront just east of the Urban Core CRA boundary that will provide a safe pedestrian sidewalk connection from East Hill to Wayside Park and the Welcome Center

PARKS

East Hill has a well established network of parks and open spaces that provide places for passive and active recreation and enjoyment. The CRA should continue to promote neighborhood and community events in these parks to culturally connect East Hill with other neighborhoods in the CRA.

ZONING

Current zoning in Old East Hill is serving the neighborhood adequately by maintaining the historic residential character.

Pensacola Historic District

LEVERAGING NEIGHBORHOOD PLAN

Strategies included in this Urban Core CRA Plan are intended to reinforce and leverage strategies presented in the Pensacola Historic District Master Plan. The CRA should continue to follow the strategies presented in the Pensacola Historic District Master Plan (2004).

Specific strategies that should be coordinated with those of this CRA Plan include the Bayfront Parkway street intervention and roundabout, the Baywalk, Bartram Park enhancements and redevelopment, and the Aragon East redevelopment site.

The Interstate-110 strategy should also be coordinated with this CRA Plan as it presents an alternate strategy for creating a gateway into the Urban Core at Alcaniz Street.



The neighborhood center at Seville Square is a vibrant example of how other neighborhood centers should feel with outdoor dining, cafes, restaurants and retail shops

CONNECTIVITY

The Pensacola Historic District is currently disconnected from the waterfront by Bayfront Parkway and adjacent incompatible uses such as the PNJ site create a disconnect west to Palafox Street. The I-110 interchange and Civic Center site present a barrier to Old East Hill to the north.



The Lee House Bed and Breakfast Inn is an appropriate example of infill use and form to support a neighborhood center

The CRA Plan recommends promoting transitional, mixed-use redevelopment of incompatible adjacent uses that will serve to connect the Pensacola Historic District west to Palafox Street with active streetscapes. The I-110 long-range strategy will reconnect the Pensacola Historic District north along Alcaniz with potential redevelopment sites to Wright Street. The Bayfront Parkway and Main Street road diets and Baywalk initiatives will connect the Pensacola Historic District to the waterfront.

NEIGHBORHOOD CENTER

The Pensacola Historic District has an active neighborhood commercial center at Seville Square that is supported by restaurants, retail shops, the Lee House Bed and Breakfast Inn, and the WFHPI/Historic Pensacola Village. The CRA should continue promoting community events at Seville Square in support of its importance as the Pensacola Historic District neighborhood center.



A mix of residential and commercial uses in the Pensacola Historic District help activate the neighborhood and make it a unique destination in the CRA

CELEBRATING UNIQUE IDENTITY

The Pensacola Historic District has maintained its identity as the oldest neighborhood in Pensacola while being flexible enough to be a vibrant, active neighborhood that includes commercial uses in a compatible and contributing form. The CRA should continue promoting and celebrating the unique historical identity of this neighborhood.

ZONING

Current zoning in the Pensacola Historic District is serving the neighborhood adequately by maintaining the historic character and appropriate uses.

ARAGON

The Aragon neighborhood is Pensacola’s best example of a neo-traditional neighborhood. The urban character of pedestrian oriented streets and pocket parks, shallow setbacks and alley loaded garages all enhance the experience of living in this neighborhood.

The CRA should promote redevelopment patterns on the adjacent Aragon East site that compliment Aragon’s mixed-use buildings along 9th Avenue to create a balanced streetscape.

Development of the Technology Park site should be sensitive in scale and character to the adjacent Aragon neighborhood.



Traditional neighborhood development in Aragon is an appropriate development model for neo-traditional single-family homes in lower density neighborhoods within the CRA

TECHNOLOGY PARK

The Technology Park site located north of the Aragon neighborhood bounded between Florida Blanca Street, 9th Avenue and Chase Street presents an opportunity to establish a corporate campus within the Urban Core CRA. The CRA has entered into a partnership with the Pensacola Chamber of Commerce to recruit corporate relocation and development for this site. The CRA should continue collaborating with the Chamber of Commerce to attract a development that will uphold the vision and principles of good urban design such as fronting buildings directly onto 9th Avenue and other streets, similar to Aragon, and concealing parking away from street views.

GATEWAY DISTRICT

CONNECTIVITY

The Gateway District currently serves as a commercial corridor linking Interstate-110 motorists to Gulf Breeze and Pensacola Beach. This neighborhood does little to create safe, comfortable pedestrian connections along its streets and across intersections. Gregory Street and Chase Street are both multi-lane, one-way streets that do not slow traffic sufficiently through the neighborhood to be compatible with safe pedestrian activity. These streets, along with the suburban development pattern of large surface parking lots exposed to the street edge create a pedestrian barrier between Old East Hill and East Hill and the bayfront.

The CRA Plan recommends traffic calming for Gregory Street and a round-a-bout for Chase Street at Bayfront Parkway to calm traffic speeds, create safer pedestrian crossings and set the stage for a more appropriate urban redevelopment pattern. The CRA should also consider creating a neighborhood master plan for the Gateway District that explores more intense, urban, transformative redevelopment solutions.

NEIGHBORHOOD CENTER

The Gateway District currently does not contain a defined neighborhood center as it is primarily a transient commercial corridor serving visitors. As the district redevelops over time into a mixed-use neighborhood, Chase and Gregory Streets should maintain their presence of commercial uses at street level, with residential or office uses on upper floors.

CREATING UNIQUE IDENTITY

Currently, the Gateway District’s identity is suburban, dominated by parking lots, signs and automobiles. As this district redevelops into a neighborhood the opportunity arises to establish a more unique, cohesive identity. The CRA should explore design guidelines to establish standards for setbacks, building heights, building massing and parking lot configuration that transforms this district into a pedestrian friendly mixed-use neighborhood while maintaining its functionality as a commercial corridor en route to Pensacola Beach.

ZONING

Gateway Redevelopment District (GRD) zoning serves a useful purpose for travelers, but the automobile oriented form it promotes is inconsistent with surrounding pedestrian friendly, urban neighborhoods. The CRA

should explore mixed-use zoning for this district that allows the same types of uses to serve travelers, but in a more appropriate and less suburban form for the Urban Core.

Current Industrial Zoning (M1) along the railroad and Heinberg Street allows land uses and building forms that are incompatible with the CRA Plan vision. Existing industrial and commercial warehouses in this area present a rezoning opportunity to establish a Design Center District. Adaptive reuse of existing warehouses should be transformed into such businesses such as furniture showrooms, design studios and artist workshops. Establishing a district would encourage a critical mass of similar businesses and create a unique destination in the CRA that would attract local and regional visitors. The Design Center District should also include properties along 9th Avenue to support the existing garden center and other design oriented businesses.

DIB AND GOVERNMENTAL CENTER DISTRICTS

CONNECTIVITY

The Downtown Improvement Board District and Governmental Center District are the heart of the CRA. Over the years, the removal of buildings and paving of surface parking lots has eroded the edges of these districts and created gaps in the urban fabric that separate them from surrounding residential neighborhoods.

The CRA Plan recommends redeveloping surface parking lots vacant lots and vacant buildings to fill the gaps in the fabric and reconnect those neighborhoods to the core. Redevelopment should be dense and urban in character with little or no setbacks, ground floor storefronts and residential stoops, and concealed parking. Generally, development should be of densities supportive of structured parking to eliminate parking lots.

The CRA Plan also recommends a road diet for Spring Street that will create a boulevard gateway from Garden Street to the Community Maritime Park.



Surface parking lots along Spring Street provide an opportunity for infill development that could activate this important gateway to Community Maritime Park



Future development/redevelopment along Palafox Street should maintain the historic low-rise scale and character that makes this the CRA’s most successful mixed-use street

ACTIVITY CENTER

The DIB and Governmental Center Districts include several activity centers that should be supported with future redevelopment opportunities. The CRA should continue promoting community cultural events at Plaza de Luna, Palafox Pier, Ferdinand Plaza, the Saenger Theatre and Museum of Art by promoting an Arts District linking these assets together and attracting similar uses to the Urban Core. The CRA should support establishment and promotion of an Art District Show event through print, visitor guides, internet and other media sources.

CELEBRATING UNIQUE IDENTITY

The CRA should continue to promote the DIB and Governmental Center Districts’ unique identity as the cultural, historic and civic heart of the region. As Pensacola’s waterfront redevelops with Community Maritime Park, the ECUA site, Bruce Beach and the baywalk; Pensacola’s Urban Core will become a must-see vacation destination.

ZONING

Existing Commercial (C-2A) zoning centered on Palafox and Garden Streets offers appropriate uses, however current zoning standards such as deep building setbacks, parking lots between streets and building frontages allow erosion of the urban streetscapes.

Future development along Palafox Street should maintain the existing historic low-rise character. Taller buildings and increased development densities should be encouraged along the edges of the DIB and within the Governmental Center District.

CRA PLAN - REDEVELOPMENT DEMONSTRATION SITES

INTRODUCTION TO REDEVELOPMENT DEMONSTRATION SITES

The CRA Plan explores three prime redevelopment sites, both publicly an privately owned. These examples illustrate one appropriate scenario for each site to demonstrate use of the guiding principles and important aspects of urban redevelopment to consider.

The CRA, City, County, School District and State own a number of key sites that should be pursued for redevelopment. These sites include the following (see Volume II for specific strategies):

- Government Street between Coyle and Donelson Streets
- ECUA Sewer Treatment Redevelopment
- Bruce Beach Redevelopment
- Aragon East
- Technology Park Development
- Commendencia Slip Redevelopment
- Bartram Park Redevelopment
- Community Maritime Park (underway)
- Pensacola City Hall Parking Lot
- Pensacola School Board Site / Spring Street
- Garden Street and Alcaniz Street
- Civic Center Parking Lot
- Gregory Street and 17th Street
- Palafox and Gregory Street Parking Lot
- Baylen and Intendencia Street Parking Lot
- 120 West Government Street Parking Lot
- Romana and Reus Street State Parking Lot

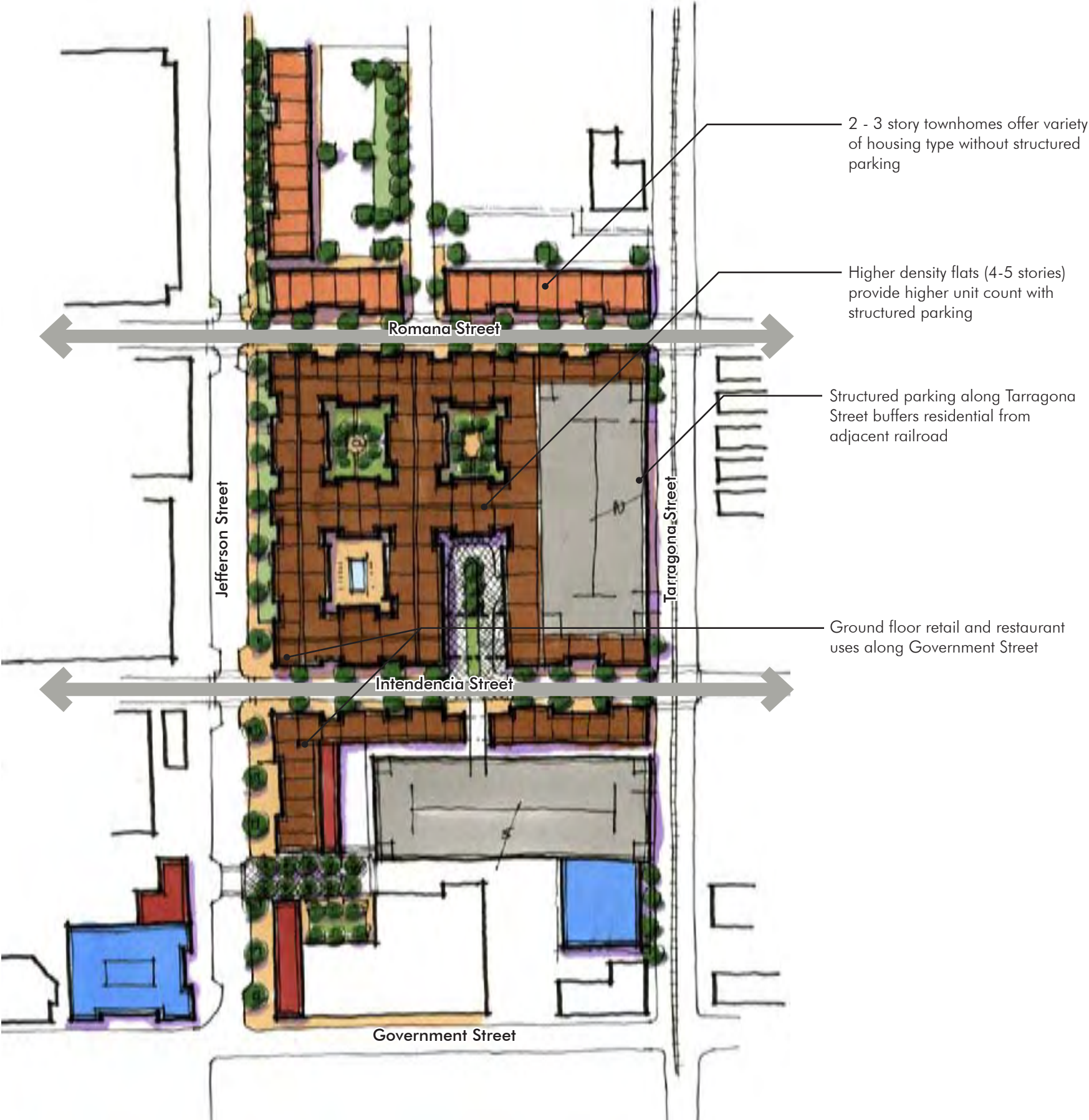
PENSACOLA NEWS JOURNAL SITE

Along both the east and west edges of the DIB, there are areas of underutilized lots and buildings that offer little to support the urban fabric and separate adjoining neighborhoods from Palafox Street. Several of these properties are currently zoned for industrial uses. While office uses may also be appropriate, these areas offer the opportunity to increase the downtown residential population toward a critical mass. Regardless of use, buildings in these areas should have ground floors that activate the streetscape with uses such as retail storefronts, sidewalk cafes and residential stoops.

The Pensacola News Journal Site was chosen as a demonstration site due to its unique location between the Pensacola Historic District and Palafox Street and the DIB District. This demonstration example illustrates how redevelopment should be planned and implemented that will connect surrounding neighborhoods to the DIB District with active ground floor uses, residential dwelling units on upper floors, and pedestrian friendly streetscape elements.

More specifically, this example illustrates:

- Ground floor retail uses along key connector streets
- Structured parking with minimal visibility from the street
- High density residential with amenities (e.g. courtyards, pool, fitness center, etc.)
- Two and/or three story townhome or residential flat development is appropriate, allowing surface parking as an alternative to structured parking
- Pedestrian friendly streetscapes with wide sidewalks, street trees and decorative street lighting
- Surface parking (at town homes) located behind buildings
- Connectivity by creating an active, vibrant streetscape





Intendencia Street,
looking west



Pensacola News Journal Redevelopment Demonstration Site Rendering

CRA PLAN - REDEVELOPMENT DEMONSTRATION SITES

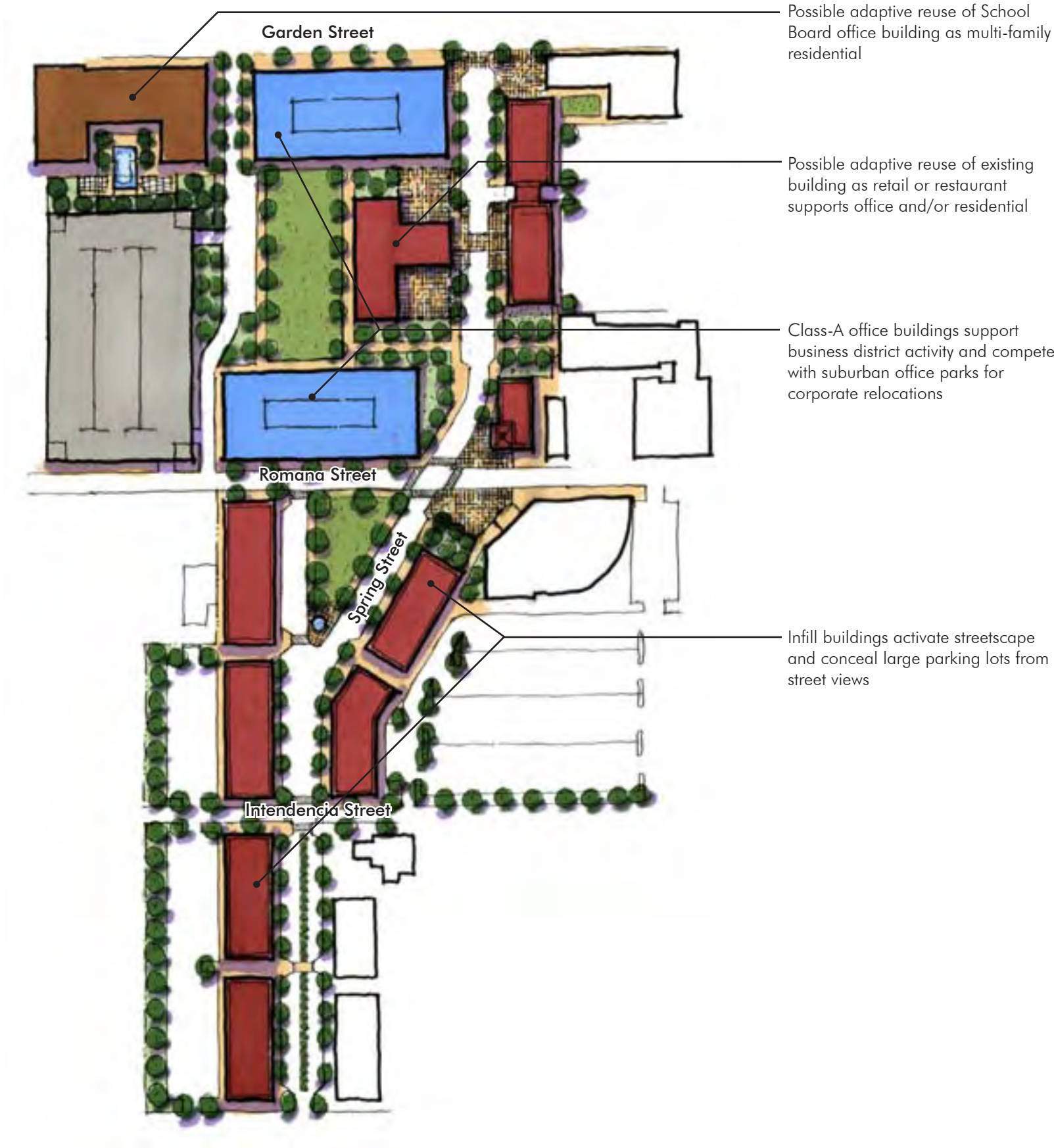
SCHOOL BOARD SITE

The School Board Site located at the corner of Spring Street and Garden Street and properties along Spring Street present an infill redevelopment opportunity that would serve as a gateway from Garden Street to the Community Maritime Park. This example illustrates how redevelopment in the Governmental Center District should support existing retail uses and the business district by providing Class-A infill office development in the Urban Core CRA. Residential uses may also be appropriate in this district to take advantage of the opportunity for shared parking between compatible uses with offset peak parking times. Structured parking, to accommodate new and existing development, should be strongly considered in this area to reduce and minimize the negative impact of large surface lots.

Spring Street’s wide right-of-way and curb-to-curb width should be considered for a road diet. Between Garden and Government Streets, a two-lane section with on-street parking, wide sidewalks and street trees could be accommodated with a reduced right-of-way to provide more opportunity for private development frontage. Spring Street between Government and Main Streets should be considered as a gateway to Community Maritime Park and could be a more formal boulevard with a landscaped median and wider sidewalks.

More specifically, this example illustrates:

- Infill development density to help support recent and potential future investments such as Downtown Circulator route along Government Street and Community Maritime Park
- Residential density within walking distance to employment center
- Mixed income housing opportunities
- Potential to attract large office and commercial tenants





Existing
School Board
Site looking
south along
Spring Street



School Board Redevelopment Demonstration Site Rendering

CRA PLAN - REDEVELOPMENT DEMONSTRATION SITES

ECUA/BRUCE BEACH SITE

The ECUA / Bruce Beach site was chosen as a demonstration site due to the planned relocation of the waste water treatment plant and the magnitude of opportunity this presents for the Urban Core CRA. The waste water treatment plant has, for years, contributed to the decline of the surrounding area, and the commercial zoning designation all but relinquished the eastern portion of the Tanyard neighborhood from its former residential purpose. The reclamation of the plant site represents a monumental opportunity for the Tanyard neighborhood to return to a vibrant, inner-city community with vital residential and commercial uses, safe, active parks and unencumbered access to Bruce Beach, once a favorite local swimming hole.

The redevelopment concept presented, illustrates how higher density mixed-use development (5 - 12 stories) should be planned and implemented along Main Street, defining one of downtown’s primary western gateways and offering opportunities for spectacular views to Pensacola Bay. Taller buildings should be oriented with longer sides perpendicular to the bay. Scale, mass and density should decrease toward the north (3 - 4 stories) providing a respectful transition to the surrounding single-family neighborhood. High density residential development will increase the marketability and viability for neighborhood scaled commercial establishments at key corners of the Tanyard Neighborhood and within the ECUA redevelopment site. The area could support approximately 1,500 units of mixed-income residential averaged at approximately 48 dwelling units per acre.

Reconnecting Coyle and Donelson Streets to Main Street and on to Bruce Beach creates continuous connections from the neighborhoods to the north, while creating a series of development blocks that can be phased and implemented as market conditions allow. Existing flooding issues along Government Street should be examined for future development solutions.

Bruce Beach, once a popular neighborhood recreation destination, should be developed into a waterfront park as a major amenity for the Tanyard and even the Belmont/DeVilliers neighborhoods to the north. The park’s focus should be on education of environmental sustainability, planted with native species, Best Management Practices (BMTs) in stormwater treatment and demonstrating a healthy, natural beach and shoreline as a respite from the city and hard-edged waterfront features elsewhere in the CRA.

Cedar Street is planned to extend from Community Maritime Park and development should be limited to the north side of the street. Cedar Street should be designed as a slow, narrow pedestrian-friendly street with on-street parallel parking to serve the park and the adjacent development. Ground floor retail, restaurants or residential stoops shall activate the street creating a vibrant, defined edge to the waterfront park.

While office uses may be appropriate to mix in along Main Street, this location offers the City the best immediate opportunity to build up a desperately needed critical mass of residential units in the downtown area, including affordable and mixed-income units. This critical mass will populate downtown, increasing the long term viability of downtown retail, restaurants, entertainment and cultural venues. Likewise, streets and public spaces will become more activated creating a stronger sense of community, and a heightened sense of safety and security.





Bird's eye view of ECUA Redevelopment Demonstration Site from above Corinne Jones Park

Existing Corinne Jones
Park, looking south

CRA PLAN - REDEVELOPMENT DEMONSTRATION SITES

PORT OF PENSACOLA SITE

A small portion of the Port of Pensacola fronting inland toward Seville Harbor presents an opportunity to explore redevelopment strategies that would support and further activate existing investments in this area. Such existing investments to be leveraged include Seville Harbor, The Fish House, Atlas Oyster House, Bartram Park and Seville Square. The Port is also an economic asset that should be supported and improved as needed to continue and possibly expand operations, thereby generating revenue and employment growth for the City of Pensacola.

The three redevelopment concepts presented include a waterfront hotel, office buildings, and potential restaurants. Shared parking in a new structured deck would serve the program elements along the south side of Seville Harbor with a new self-parked office building along the west side of Barracks Street. A potential pedestrian connection across the railroad is encouraged to connect the proposed Baywalk from Bartram Park through this site to Cedar Street.

More specifically, this example illustrates:

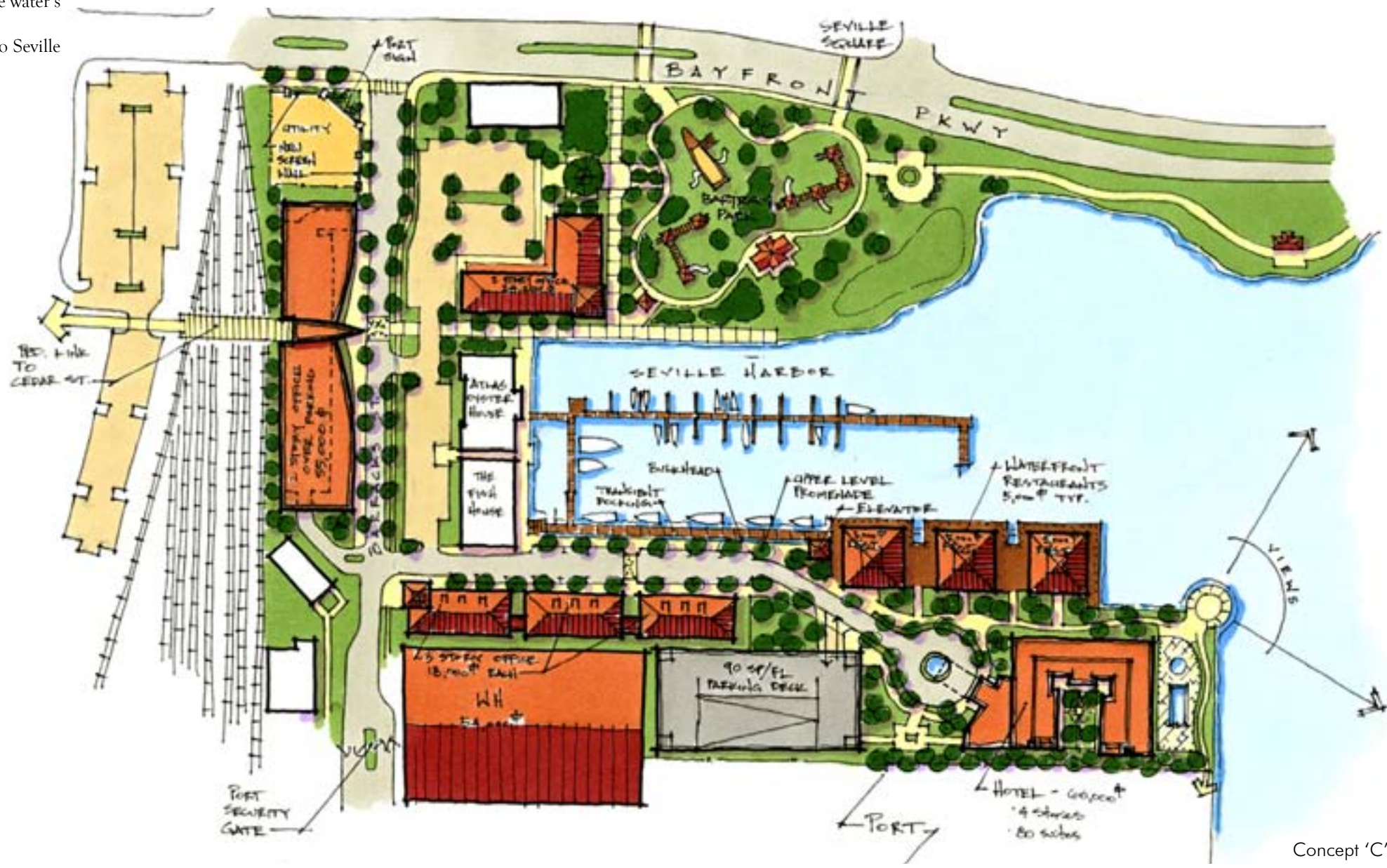
- Infill development density and uses to help support recent and potential future investments such as The Fish House and Atlas Oyster House, Bartram Park, Seville Harbor and the Port of Pensacola
- Activates the waterfront with office, hotel and restaurant uses
- Provides public access to the waterfront by improving and expanding boardwalks and trails along the water’s edge and by connecting the Baywalk through the site
- Supports the Pensacola Historic District neighborhood by connecting an active waterfront center to Seville Square and surrounding businesses and residences



Concept 'A'



Concept 'B'



Concept 'C'



Waterfront view of Port of Pensacola Redevelopment Demonstration Site, Concept 'C', from The Fish House / Atlas Oyster House



Concept 'A' view from The Fish House / Atlas Oyster House



View of potential office building along Barracks Street



Existing condition, looking west toward The Fish House / Atlas Oyster House

Appendix



APPENDIX - PUBLIC INPUT SUMMARY

PENSACOLA CRA – REAL ESTATE DEVELOPMENT FOCUS GROUP
02/25/2009

Challenges:

- Regulations / codes
- Permitting / approvals process and code enforcement
- Pensacola has always been “Behind”
- Status quo is “Comfort Zone” due to non-awareness of other places’ solutions
- Some level of “No Growth” sentiment, definitely don’t want “Bad Growth”
- Don’t want growth to change Pensacola’s unique character, especially downtown
- Lack of vision and leadership
- Community loves to plan, but find implementation difficult “Implementation Constipation”
- Too few rooftops, not a 24/7 population
- Need implementation leader and champion
- Existing product not moving; developers hesitant to do something new
- Can’t get jobs or financing
- Mid-level rentals don’t exist in Downtown
- Need for incentives (Ad Valorem relaxation, etc.) to offset disincentives associated with Downtown development
- Port property has been a ‘Sacred Cow” and not addressed
- Train is disruptive
- Don’t see Downtown as a destination
- Safety/security issues and perception
- 9-Mile Road is the “New” commercial center
- What is it about other places (Destin, East Shore, etc.) that make you want to go there?
 - Destination
 - Shopping
 - Family activities
 - Transients

What does this area want to be; what is missing?

- Something to draw sunburned tourists Downtown
- More critical mass needed
- Fishing Village around Joe Patti’s
- More bars/restaurants on Palafox
- More nightlife
- Higher quality
- Variety of offerings (bars, quality fine dining, etc.)
- Downtown employment
- Shopping
- Theater
- Downtown housing

PENSACOLA CRA – CULTURE AND TOURISM FOCUS GROUP
02/25/2009

Attendees:

Hospitality Roundtable
Pensacola Tourism
Belmont Arts
Pelicans
Civic Center
Arts Council
Library
Parks and Recreation
African American Heritage

Activities and Venues:

- Branded as family destination, better beaches
- Showcase what is different from other beaches (history, culture, arts)
- Drive-to destination from Nashville, Houston, Jackson, Memphis
- Snowbirds
- Competition from other beaches
- Why would beach goers come Downtown?
 - Festivals
 - Rainy weather
- Beach events; 200,000 attending Blue Angels’ show
- Experience coming to Downtown from the beach
- Summer; hotels overflow to Downtown
- Bus/shuttle to and from the beach
- Ferry serving Palafox, Beach, Naval Air Station, Fort Pickens
 - 150 passenger, excursion vessel
 - One boat – Beach to Downtown, TR – Fort Pickens
 - Two boat – Beach / Ft. Pickens / Downtown
 - 7 days a week; March – October

What are we offering?

- Civic Center; diverse country acts do well
 - 2007 – Lost hockey (attendance and sponsorship)
 - Don’t compete with Mobile, AL
 - Mobile, Tallahassee, Birmingham and The Wharf
- Convention Center / Conference Center talk
- Community values arts
 - Gallery Night
 - Seafood Festival
 - Goombay Festival
 - Art Fest
 - Crawfish
 - Jazz
- Arts Council
 - Two staff members plus volunteers
 - County/City funding for grants (operational)
 - Pensacola Youth Theater
- Very mature arts
 - 70th year symphony
 - A few generous donors
- No foundations, only one endowment
- Southern Arts Federation, Atlanta (grants) supports traveling events
- Impact 100; \$1,000 membership fee (100,000 + grants)

How do we build on what we have?

- Bring locals to Downtown
 - Limited residential offerings
 - More night offerings
 - Child care, dry cleaners, neighborhood services
 - More affordability
- Parks
 - 93 parks
 - Lots of active people
 - Waterfront
 - Seville Square, Ferdinand Plaza, Plaza de Luna
 - CRA pays Parks for maintenance
 - Maintain historic places; Plaza Ferdinand, Fort George, Seville Square
- History
 - Has been run as academic endeavor
 - Need to connect promotional efforts with academic
 - African American Museum in Historic Village
 - Heritage Trail of African American Sites; film in development
 - No real sense of place at Historic Village
 - Having difficulty getting African Americans Downtown
- Undertapped Markets
 - 4.7 million Beach Goers
 - 800,000 Naval Air Station Visitors
 - Fort Pickens Visitors
- Marketing our Assets
 - More unified marketing needed
 - Thin marketing to broad tourism market
- Families
 - Plaza de Luna, parts of museums geared toward children

PENSACOLA CRA - NEIGHBORHOODS FOCUS GROUP
02/25/2009

BELMONT / DeVILLIERS

- Concerns:
- Empty and vacant lots
 - Need more daytime businesses

- Opportunities:
- Re-establish a Neighborhood Business District
 - Build upon unique minority history and culture, Booker T. Washington’s writings
 - Connect Maritime Park with the neighborhood
 - Work an agreement with Maritime developer(s) to leverage \$40m to improve neighbor-hoods

ARAGON

- Opportunities:
- Several parcels of City and County owned land
 - Would like to see more development by private enterprises
 - Would like to see tax incentives for retail development

OLD EAST HILL

- Concerns:
- Lack of communication between neighborhoods
 - Need more beautification, code enforcement, policing from City
 - Systematic crime problems
 - Need more walkable destinations
 - Need more employment opportunities

- Opportunities:
- Unique culture “Shabby Chic” / “Funky Town”
 - Neighborly diversity
 - Build on reinvestment post Hurricane Ivan

TANYARD

- Concerns:
- Waste Water Treatment Plant
 - Vacant Parcels
 - Code enforcement
 - Need more neighborhood organization and communication
 - Concerned about CRA’s future growth plans, how they will effect the neighborhood

- Opportunities:
- Neighborhood continues west of Downtown CRA boundary
 - Leverage Federal Funding (FEMA)

NORTH HILL

- Concerns:
- Inconsistency of building quality at Palafox
 - Homeless population and associated issues
 - Perception as ‘Elite’ may be detrimental
 - Need more communication with the City of Pensacola
 - Experience of approach to Palafox

- Opportunities:
- Unique historical district
 - Neighborhood extends north of CRA boundary
 - Neighborhood is well connected internally via internet

SEVILLE / HAWKSHAW

- Concerns:
- Neighborhoods lack physical connectivity between one another and popular destinations

- Opportunities:
- Unique history, contains oldest standing structure in Pensacola dating to 1776
 - Good mixed-use neighborhood
 - Neighbors openly invite visitors into the neighborhood

GENERAL STATEMENTS

- Improve City of Pensacola web site
- Neighborhoods should support one-another / cross advertise businesses
- Neighborhoods should work together towards economic development goals
- Re-establish Neighborhood Round Table Meetings
- Hire a professional Neighborhood Organizer to build capacity
- Racial divide exists with minority neighborhoods not gaining as much value from Palafox business district
- Maritime Park provides opportunity to become “Common Ground” that builds a bridge between the racial divide
- Pensacola needs more connections between “Old” and “New” cultures (ex. Blues Fest)
- More transit options are needed between neighborhoods and to Maritime Park, possibly trolleys
- Build a regional relationship through Arts and Entertainment

APPENDIX - LEGAL DESCRIPTION

LEGAL DESCRIPTION

Resolution No. 65-81, adopted by the City Council on October 22, 1981 further defined the blighted area as follows: “All that real property in the City of Pensacola, County of Escambia, State of Florida, with the following described boundary: Begin at Pensacola Bay and Bayou Texar then northerly along Bayou Texar to Cervantes Street, thence westerly to 17th Avenue, thence northerly to Baars Street, thence westerly to the City limit line at Davis Street, thence southwesterly to Leonard Street at I-110, thence southerly to Cross Street, thence westerly to the L & N Railroad, thence southeasterly along the L & N Railroad to the original City limit line, thence southwesterly along the original and present City limit line to Bayou Chico, thence southeasterly to Pensacola Bay, thence easterly in Pensacola Bay to POB.”

On March 8, 1984, the City Council adopted Ordinance No. 13-84 which established the priority area for redevelopment and the Redevelopment Trust Fund for the Urban Core Community Redevelopment Area: The area boundaries were established as follows:

“That area situated in the City of Pensacola, Escambia County, Florida, which is bound on the west by “A” Street; on the north by Cervantes Street; on the east by 17th Avenue, the L & N Railroad trestle and the mouth of Bayou Texar; and on the south by Pensacola Bay; “



STATUTORY REQUIREMENTS OF THE COMMUNITY REDEVELOPMENT PLAN
CHAPTER 163, PART III, FLORIDA STATUTES

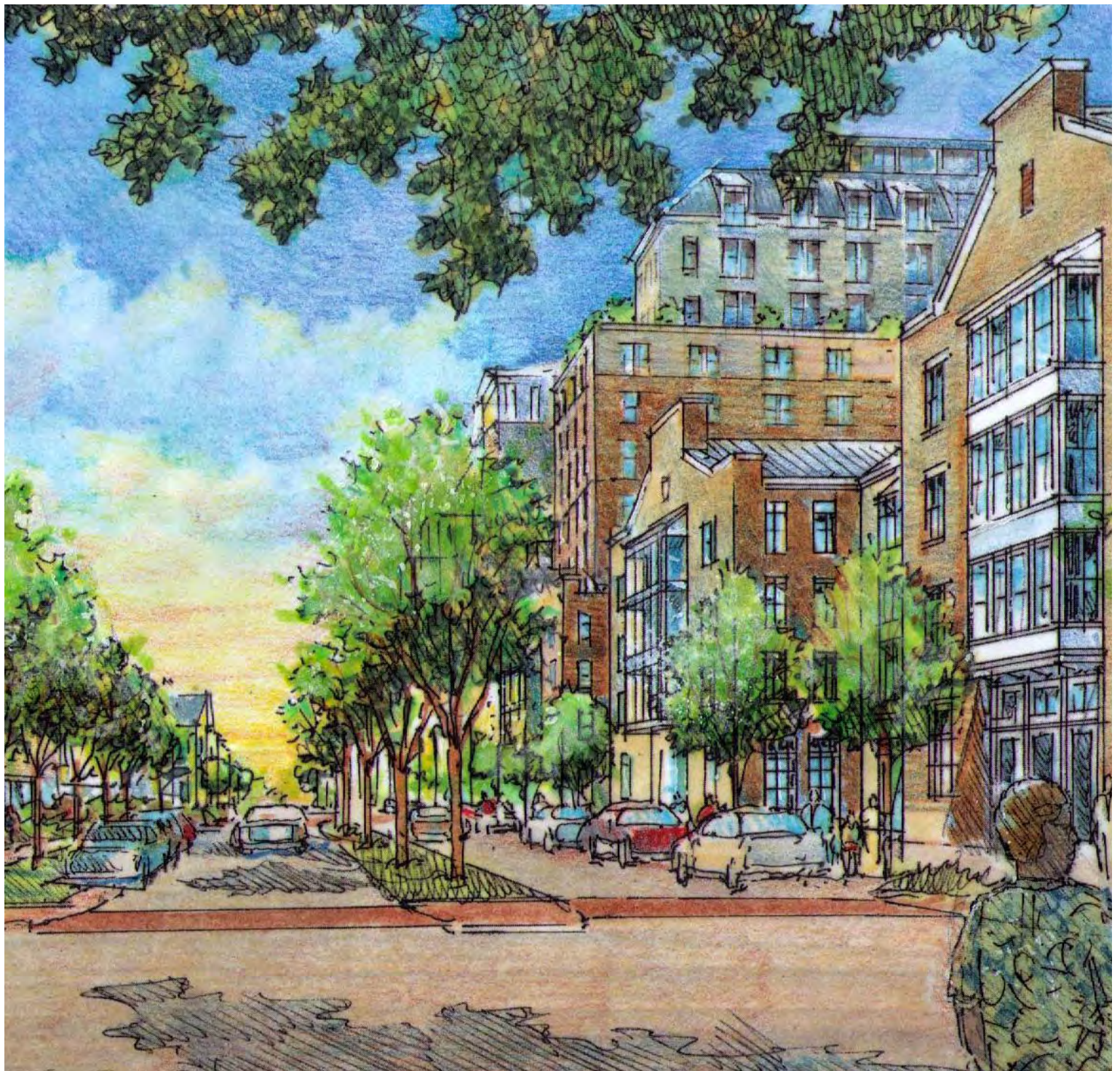
163.360
(2) The community redevelopment plan shall:

Element	Reference
(a) Conform to the comprehensive plan for the county or municipality as prepared by the local planning agency under the Local Government Comprehensive Planning and Land Development Regulation Act.	City of Pensacola Planning Board on October 20, 2009 found the CRA Plan to be in conformance with the Comprehensive Plan and Land Development Regulation Act
(b) Be sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the community redevelopment area; zoning and planning changes, if any; land uses; maximum densities; and building requirements.	Volume I, pages # 30 - 59
(c) Provide for the development of affordable housing in the area, or state the reasons for not addressing in the plan the development of affordable housing in the area. The county, municipality, or community redevelopment agency shall coordinate with each housing authority or other affordable housing entities functioning within the geographic boundaries of the redevelopment area, concerning the development of affordable housing in the area.	Volume II, pages # 4 - 6
(3) The community redevelopment plan may provide for the development and implementation of community policing innovations.	Volume II, page # 40

163.362
Contents of community redevelopment plan.~Every community redevelopment plan shall:

Element	Reference
(1) Contain a legal description of the boundaries of the community redevelopment area and the reasons for establishing such boundaries shown in the plan.	See legal description and map, Volume I, Appendix page # iv
(2) Show by diagram and in general terms:	
(a) The approximate amount of open space to be provided and the street layout.	Volume I, pages # 42 - 43
(b) Limitations on the type, size, height, number, and proposed use of buildings.	Volume I, pages # 30 - 59
(c) The approximate number of dwelling units.	Volume I, page # 31
(d) Such property as is intended for use as public parks, recreation areas, streets, public utilities, and public improvements of any nature.	Volume I, pages # 30 - 59

Element	Reference
(3) If the redevelopment area contains low or moderate income housing, contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood.	Volume I, page # 50
(4) Identify specifically any publicly funded capital projects to be undertaken within the community redevelopment area.	Volume II, pages # 13 - 29
(5) Contain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan.	Volume I, pages # 2 - 4
(6) Provide for the retention of controls and the establishment of any restrictions or covenants running with land sold or leased for private use for such periods of time and under such conditions as the governing body deems necessary to effectuate the purposes of this part.	Volume II, page #_38
(7) Provide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the community redevelopment area.	Volume I, page # 50 Widespread displacement of families is not anticipated due to direct action by the City of Pensacola.
(8) Provide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan or if the plan is intended to remedy a shortage of housing affordable to residents of low or moderate income, including the elderly, or if the plan is not intended to remedy such shortage, the reasons therefore.	Volume II, pages # 4 - 6
(9) Contain a detailed statement of the projected costs of the redevelopment, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency, the county, or the municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues.	Volume II, pages # 28 - 29
(10) Provide a time certain for completing all redevelopment financed by increment revenues. Such time certain shall occur no later than 30 years after the fiscal year in which the plan is approved, adopted, or amended pursuant to s. 163.361(1).	FY 2040



URBAN CORE
COMMUNITY REDEVELOPMENT PLAN, 2010
City of Pensacola, Florida



Volume II

Volume II

Implementation Plan

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December 7, 2009

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Event Programming, Advertising and Promotions	
Code Enforcement	
Community Policing Innovations	
Administrative and Professional Consulting Services	

INTRODUCTION

The 2009 CRA Plan establishes the framework for transformative policies and investments in the City of Pensacola's Urban Core Community Redevelopment Area. Within that context the Plan provides policy, programmatic and fiscal direction for the Community Redevelopment Agency as Pensacola reshapes its urban landscape and waterfront.

This Volume II - CRA Plan for the Urban Core Redevelopment Area of the City of Pensacola presents the recommended implementation strategies and priority capital projects to achieve the CRA vision established in the Volume I - CRA Plan.

Volume I provides background information about the Agency and the Urban Core Community Redevelopment Area and Plan; provides a market and physical assessment of the Redevelopment Area in the year 2009; and provides an illustrated vision for the recommendations in the Plan. Volume II functions in reference to Volume I and together they comprise the complete CRA Plan. Volume II is intended to be able to be used as a stand-alone document that can be referenced for implementation strategies and priorities.

Volume II Implementation Strategies are categorized into the following major headings:

- Marketing Downtown Pensacola
- Economic Development
- Capital Projects and Cost Estimates
- Financing and Funding Sources
- Policy and Zoning
- Programs/Activities

MARKETING DOWNTOWN PENSACOLA

The City of Pensacola is poised to launch itself into recognition as one of the greatest waterfront and historic communities in the country in the coming years. The Urban Core Redevelopment Area Plan Team has observed a community with unbelievable existing assets and incredible opportunities that most cities of this

size can only dream of. However, the Team recognizes that Pensacola's story has not been widely told. Local perception of "who we are" as a community has perhaps been the most restraining factor that must be overcome. Celebrating both large and small successes, bringing positive regional, national and international attention to Pensacola and improving local perception, communication and cooperation among all citizens, stakeholders and agencies is critical.



Pensacola should celebrate, leverage and capitalize on its rich settlement story, its impressive architectural gems and historic character and its culturally diverse history as other cities, like Charleston and Savannah, have for years. Likewise, Pensacola should take advantage of its most unique and valuable natural asset, Pensacola Bay - focusing on creating a waterfront experience that is a one-of-a-kind world class amenity for residents, workers and visitors. The devil is in the details in successfully achieving this goal. Mediocrity will yield little result and investments must be strategic to leverage the existing waterfront amenities, downtown attractions, businesses and neighborhoods.

Other unique aspects should be celebrated and marketed to outsiders as well. There are few cities of Pensacola's size that can boast having the five primary art institutions: a successful ballet, opera, symphony, theatre and art

museum, enhanced by other cultural venues, all within walking distance of one another. These should be leveraged by celebrating, marketing and advertising a newly defined Pensacola Arts District regionally and nationally.

Pensacola's unique history and ongoing archeological studies should not be taken for granted. Few communities offer the opportunity to see archeological digs happening almost daily. This should be marketed to the general public, to area schools, to the national archeological, science and academic communities, to history buffs and to tourists. The University of West Florida's leadership in this endeavor is critical along with other local archeological and historic preservation organizations, the Chamber of Commerce and the Convention and Visitors Bureau.

People love to visit where people love to live. Concentrating on improving the quality of life for all Pensacolians first will create a local admiration and love for the place your own citizens call home. When a community loves their home, the buzz is contagious and begins to spread across the region and country.

While perhaps this presents one of the biggest challenges to overcome, every investment made and every project implemented by the CRA should not go without consideration to enhancing the quality of life for the citizens of Pensacola. The Community Redevelopment Area Plan supports this with each of its recommendations.

The most sought after addresses, streets, districts, towns and cities for people to reside are also the most successful in attracting tourists and new businesses. Creating a downtown that will attract a critical mass of residents is of utmost importance to accelerating downtown's business and visitor growth. Improving the infrastructure, the walkability, the access to amenities and marketing downtown as the place to live will induce a greater demand to live in Downtown Pensacola. Offering quality housing at varying levels of affordability and types will broaden the target market, optimize and accelerate downtown's residential growth and offer the benefits of urban living and downtown amenities to all walks of life. Again, this is important to improving the quality of life and perception of all citizens of Pensacola.



ECONOMIC DEVELOPMENT

The Pensacola CRA's economic development strategy consists of a multi-faceted approach designed to improve the way people live, work, shop, and entertain in the downtown. This non-traditional and expanded definition of economic development responds to the CRA's emerging potential as an exciting, mixed-use district that creates opportunities for new rounds of private investment and development activity downtown.

The CRA Economic Development strategy is comprised of the following key components:

1. Residential
2. Retail
3. Office
4. Tourism, Arts and Entertainment

This section includes a summary of two recent market studies and strategies prepared by Zimmerman/Volk Associates and Marketing Developments, Inc. relative to the CRA's residential and retail market potential. RKG Associates has not attempted to replicate these studies and has incorporated their findings and recommendations into this report.

Residential Strategy

Historically, the CRA has functioned as a collection of single family neighborhoods. In some cases, these neighborhoods have been recognized for their historic and architectural character and some have been designated historic preservation districts.

The CRA's housing stock primarily consists of single family units, as 71% of the total housing units (1,306 units) in the CRA are classified as single family attached or detached housing. While a number of single family homes have been converted to rental units, the current housing options are too narrow to appeal to broad segments of the housing market.

With the CRA's stated goal of attracting new employment and "Creative Class" residents to the downtown, it is essential to provide contemporary housing to meet the needs of a variety of different homebuyers and renters. CRA housing must also meet the needs of modest income persons, as well as "empty-nester" households

consisting of middle-aged (55-64) couples with grown children. So called "empty-nesters" are typically drawn to urban housing when they no longer wish to care for a larger home. Typically, this occurs once their grown children have left the home.



Opportunities for construction of housing in the Downtown core should concentrate on higher-density housing types which support urban development and redevelopment. This includes rental lofts and apartments, for-sale lofts and apartments, and for-sale townhouses/rowhouses and live-work flex units. However it is important to note that the realization of the for-sale ownership market potential could be quite challenging, in particular given the restrictive development financing and mortgage underwriting by financial institutions, and the inability of older households to sell their existing single family units.

The Zimmerman/Volk *Residential Market Potential* (2008) study projected the future demand for new housing in the CRA over the next several years. Given the study's completion prior the U.S. financial collapse in the fourth quarter of 2008, RKG believes that the upper end of these projections may not be achievable in the near-term until mortgage lending requirements ease and the country's financial system recovers and private capital begins to flow to new development projects. In the short-term, absorption projections could fall 20% to 30% below projections.

1. Multi-Family Development (For-Rent)

The lack of apartment options in the CRA has effectively reduced its appeal to those people who: (1) can't afford to live in a single family home, (2) don't wish to live in a single family home, or (3) don't wish to care for a large home and lawn. People in their

twenties and early thirties; one of the key demographic groups underrepresented downtown, often prefer to rent as they begin to establish their careers and are not yet ready for marriage or financially ready to purchase a home.

This age group tends to drive the demand for dining and entertainment of all types, and they're often drawn to the excitement of an urban downtown and are more tolerant of typical "urban noise" than home owners may be. The income levels of younger renters can be quite modest so housing affordability will be an issue for many.

For average wage earners, housing affordability is more easily achieved in a rental housing where roommates are common in order to share monthly rent and utilities.

In a traditional neighborhood development within the CRA, the base rent price for multi-family apartments would be \$650/month for a 550 SF studio, \$850/month for a 750 SF 1br/1ba unit, \$1,050/month for a 2br/1ba unit, and \$1,200/month for a 1,100 SF 2br/2ba unit.

Zimmerman/Volk projects that average annual absorption for multi-family units over the next five years will could range from 75 to 113 units. Approximately 63.7% would be priced under \$1,000/mo. in contract rent.

2. Condominium Development (For-Sale)

The limited availability of condominium developments in the CRA is also a constraining factor for some people who would live in Downtown Pensacola. These housing types are desirable to first homebuyers, empty-nesters, investors, and second homebuyers. They typically are smaller in size than single family homes and sit on less land area. In the case of condominiums, no land area transfers with the unit and thus the cost of land does not contribute greatly to the purchase price, which can improve their affordability.

This housing type creates popular investment opportunities in resort and oceanfront communities. While much of the City's investment/second home properties are located on Pensacola's beachfront, the downtown has the potential to capture a portion of this market if the proper amenities are in place.

Downtown amenities such as convenience and specialty shopping, hiking/biking trails, restaurants/bars, entertainment and sports venues, parks and playgrounds, libraries, historic neighborhoods, and other amenities that contribute to a high quality of life. While the CRA has many amenities in place, additional efforts are needed to enhance the richness of downtown as an exciting mixed use district.

According to Zimmerman/Volk, the for-sale price range for condominiums could vary greatly. The range for a soft loft unit would be \$145,000 for a 600 SF studio, \$190,000 for an 800 SF 1br/1ba, \$235,000 for a 1,000 SF 2br/1ba, and \$290,000 for a 1,250 SF 2br/2ba. For high-rise or luxury units, for-sale mansion apartments would be priced at \$215,000 for an 850 SF studio, \$325,000 for a 2br/2ba 1,300 SF unit, and \$375,000 for a 1,500 SF 2br/2.5ba/den unit.

Zimmerman/Volk projects that average annual absorption in the CRA could range from 25 to 50 units annually over the next five years. It is estimated that 80% of these for-sale units would be priced under \$250,000.

3. Single Family Development (For-Sale)

New single family development is needed in the CRA in order to expand the offerings and attract new economically diverse households. The average size of a single family home in the CRA is approximately 1,622 SF in 2009, according to County assessment levels. During the past 10 years, the size of new single family units constructed in the CRA has risen to over 2,100 SF, approximately 35% larger than units constructed before 1999. Homes of this size can support a 4-bedroom, 2 ½ bathroom floor plan, which meets the needs of most modern families with children. Smaller homes with 2 to 3 bedrooms and 1 to 1 ½ bathrooms may be suitable for entry-level of first homebuyers, but are less desirable for family households.

Zimmerman/Volk recommends that new urban density single family development take the form of attached row houses or townhouses. Single-family attached rowhouses would be priced at \$180,000 for a 950 SF 2br/1.5ba unit, \$225,000 for a 1,200 SF 2 br/2.5ba unit, and \$265,000 for a 1,450 SF 2

br/2.5ba/office unit. A high-end rowhouse would be priced at \$385,000 for a 1,750 SF 3br/2,5ba unit.

Zimmerman/Volk projects that average annual absorption for these units could range from 21 to 41 units per year, with 36.6% of units priced under \$250,000. An additional 18 units of single family detached units on small lots could be absorbed according to Zimmerman/Volk's projections.

4. Projected Housing Demand

The Residential Market Potential report by Zimmerman/Volk indicates that the CRA has potential to attract 2,790 additional households to the CRA over the next five year. The distribution of the draw area market for these newly-created housing units is projected as 33.7% from the City of Pensacola, 22.5% from Escambia County, 6.5% from Santa Rosa County, and 37.3% as the balance of the US. Based on the target market analysis, those that would be living in the newly constructed CRA housing units are younger singles and couples, empty nesters and retirees, and compact families. The housing preferences of this market group are identified in Table 1.

Table 1
Zimmerman/Volk Potential Market for New Housing Units
Community Redevelopment Area/Downtown Pensacola; 2008

Housing Type	# of Households	% of Total
Multi-family for-rent (lofts/apartments)	750	27.0%
Multi-family for-sale lofts/apartments, condo ownership)	500	18.0%
Single-family attached for-sale (townhouses/rowhouses/condominium ownership)	410	14.7%
Low-range single family detached	460	16.5%
Mid-range single family detached	420	15.1%
High-range single family detached	240	8.6%
TOTAL	2,780	100.0%

Source: Zimmerman/Volk Associates and RKG Associates Inc., 2009

However, within the context of the new housing in the CRA, single family detached lots would need to be smaller and urban in scale. Therefore, the report also shows the demand for housing in the CRA excluding the market for single-family detached houses on large lots. With the exclusion of these households, the CRA has the potential to attract 2,060 households from the draw areas. This effectively reduces the single family market potential from 1,530 additional households to 810 additional households.

5. Housing Demand Drivers

Zimmerman/Volk also characterized market-rate housing units in the CRA by general household type (Table 2). Based on their analysis, younger singles and couples compose the largest share of the market. The challenge in capturing this potential is being able to produce new units that are attractive to young people (lofts and non-suburban style apartments) at rents and prices the majority can afford. Since land and construction costs in downtowns are typically higher than in other neighborhoods, this can be difficult to achieve without some form of development incentives.

Table 2
Zimmerman/Volk Residential Mix By Household and Unit Types
Community Redevelopment Area/Downtown Pensacola; 2008

Household Type	% of Total	Multi-Fam For Rent	Multi-Fam for Sale	SF ATT For Sale	SF DET For Sale
Empty-Nesters and Retirees	30.0%	20.0%	40.0%	34.0%	32.0%
Traditional and Non-Traditional Families	22.0%	21.0%	8.0%	17.0%	48.0%
Younger Singles and Couples	48.0%	59.0%	52.0%	49.0%	20.0%
TOTAL	100.0%	100.0%	100.0%	100.0%	100.0%

Source: Zimmerman/Volk Associates and RKG Associates Inc., 2009

Retail Strategy

The Pensacola Downtown Improvement Board commissioned Marketing Developments, Inc., to create a Downtown Retail Strategy in 2007. This strategy identified the demand for retail and contains a series of action plan items for recruiting additional retail to the CRA. In summary, the report states that there is legitimate demand in the Pensacola area to permit substantial additional retail development. The trade area, which includes Escambia County, Santa Rosa County, and parts of Baldwin County, generates \$3.1 billion in general merchandise, apparel, furniture and other expenditures. This number is projected to increase to \$4.0 billion (31% increase) by 2012. This large increase in expenditures provides a legitimate demand sufficiency and opportunity for the Downtown to increase retail development.

Marketing Developments, Inc. held a series of community input sessions with Downtown residents, landlords, retailers, realtors, city personnel and others in order to assess Downtown issues impacting retail or retail potential. Major findings from the community input sessions included:

- The need for better transit connections within Downtown and from Downtown to the beaches and military installations,
- The problem of real estate investors holding onto vacant buildings,
- The need for more eating and entertainment venues along Palafox,
- The perceived difficulty of the local permitting process and working with City Hall when starting a new business, and
- The lack of Downtown programmed events.

The overall theme of the input sessions was that Pensacola has great potential which has not been realized.

A retail strategy was created for different districts within the CRA and is summarized here.

1. North Palafox Street Retail Strategy

Palafox Street functions as a retail spine for Downtown that makes up most of the CRA's retail potential. However, North Palafox Street currently does not have many visitor attractions. Marketing Developments, Inc. states that there is potential for minimal cost low-scale open pavilions interspersed on the Palafox median strip that could be used for a public market, outdoor cafés, art shows, antique expos, bike and moped rental units, or an evening concert venue. One major asset of North Palafox Street is the wide sidewalks, which lend itself to outdoor café seating and aiding pedestrian energy.

The North Palafox Strategy also states that a logical anchor location exists on the site occupied by the newly renovated Sole' Inn. The three block stretch around the Inn could be merchandised towards more dining and entertainment venues, which would have complimentary uses to the Weekend Market. It was determined that North Palafox best fits food and entertainment uses.

2. Central Palafox Retail Strategy

This area benefits from initial store and merchandise types already in place, including several of Pensacola's finest jewelry stores, a well-stocked kitchenware shop and several other strong operators. The retail strategy for this area includes developing side streets as start up product and service retail, filling in the area around Don Alan's men store and Jackson's restaurant with additional quality retail and suggesting that existing restaurants creatively occupy

both ground and second floors, allowing balcony dining.

3. South Palafox Retail Strategy

This section of Palafox extends from Main Street south to Plaza de Luna, and contains numerous open spaces, vacant lots, and parking lots. The focus of the strategy for this area is to redevelop the vacant lots. The proximity of the waterfront makes this space ideal for more restaurants, higher density residential, and professional office space. South Jefferson Street, in particular, contains vacant waterfront property, which would be an ideal location for a signature mixed-use development.

This portion of Palafox has the greatest potential for substantial entertainment venue and retail complex leading to Plaza de Luna. This should be an active pedestrian area that brings people to the waterfront for dining, shopping, outdoor events, and passive recreation. The community has embraced Plaza de Luna and it gets heavy use by people who enjoy fishing off the pier, enjoying the evening sunsets, and attending community events. However, the adjacent land uses and businesses closest to the plaza do not encourage pedestrian activity on the street. Over time, the CRA and DIB must work closely with local property owners to help them transition their ground floor tenants to more active users.

4. Beyond Palafox Street Retail Strategy

The retail strategy indicates that the areas outside of Palafox Street are best suited for business services, convenience retail and office uses. However, there are currently a variety of entertainment uses along Government Street. One of the recommendations was to turn Government Street into a "pedestrian only" zone on the weekends to help support the entertainment venues in this area. Other recommendations include gift shop recruitment for the Seville Quarter and continuing to program an existing parking lot in the Seville Quarter with concerts and events.

In conclusion, the Consultants believe that Palafox's success as a central retail/dining/entertainment corridor is critical to the success of Downtown Pensacola. It is important that the City strengthen Palafox before expanding its retail focus to other corridors. Palafox and its various cross streets, has the potential to be an

important tourism draw for shoppers, diners, theater goers, and visitors.

5. Belmont/DeVilliers Retail Strategy

The Belmont/DeVilliers area anchors the west side of Downtown and is a natural transition zone for expansion of the Downtown. There is a large amount of vacant land in this area that can be used for additional residential development. A focal point of the Belmont/DeVilliers strategy is the Belmont Arts Center. Marketing Developments, Inc. recommended that this center be redeveloped as a mixed-use center with residential uses above retail uses.

The LRK Team believes that the Belmont Art Center can contribute greatly to the quality of life and arts culture of the neighborhood and should be preserved. However, it is recommended that the center become more inviting to the neighborhood and its residents. As currently configured, the Art Center is an inward focused building, meaning that visitors and patrons must be inside the building to experience it. An existing plan is underway to begin opening the building to the street and making it more transparent to residents and those passing by. Creating larger street level entrances, storefront gallery space, and adorning the building's exterior with an artistic paint job could create a signature cultural attraction in the neighborhood and downtown.



The Belmont/DeVilliers commercial district has a unique history and character that should be celebrated by the community. The rich African American heritage and business legacy is something the neighborhood is very proud of and it should seek ways to tell that story. The establishment of

entertainment and dining uses, as well as neighborhood serving businesses are a natural fit for this location.

The potential to create a full-service grocery store at this location is considered a low probability given the very low traffic counts and lack of visibility from major transportation corridors. That does not preclude the creation of a locally-owned specialty market, but it is unlikely that a larger grocery chain would locate along DeVilliers Street.

Finally, an opportunity exists to strengthen the Belmont/DeVilliers business district by making a strong physical connection with the proposed Community Maritime Park on the waterfront. Some residents have indicated a desire to celebrate the district's music heritage by immortalizing well-known local residents, artists, famous musicians in a DeVilliers Walk of Fame, stretching from Maritime Park, up DeVilliers Street to the intersection of Belmont & DeVilliers. This Walk of Fame could culminate in a formal exhibit or small museum would tell the story of Belmont/DeVilliers music history.

Office Strategy

The CRA contains roughly 2.7 million SF of office and financial services space, making it one of the largest office markets in West Florida. However, over that past decade, only 120,000 SF of new office space has been built within the CRA, indicating a slow-down in new development activity. According to local real estate professionals, a new Class A office building has not been developed since the mid-1980s and the demand for space is currently soft. Local professionals estimate the downtown's office vacancy rate at between 16% and 18%.

1. Future Office Demand Drivers

In the future, there will be opportunities to build new office space within the CRA. The type of building space, the floorplan configuration, and location will greatly influence the rate of absorption and occupancy level.

Potential office market targets for Downtown Pensacola include the following:

- Government – Local, county, state and federal government users occupy a significant share of

CRA office space and tend to have large space needs. The Pensacola Area Chamber of Commerce estimates that local, state and federal government agencies employment over 29,000 in the region, with many of them located in downtown office buildings.

- Finance/Insurance/Real Estate - This segment is mostly comprised of smaller, locally-owned business and occupy small to mid-size office units under 2,500 SF. It also includes regional headquarters of state banks
- Legal Services - Comprised of attorneys and other businesses providing services to the downtown courts. Although many of these users tend to have small space needs, there are several significant state and national law firms.
- Health Services - With the location of Baptist Health Care and its more than 3,100 employees, there is significant demand for medical office space in support of the hospital and its physician base. Jobs in the health-care industry represent some of the highest paying jobs in the Pensacola Bay Area. Annual payroll for area employers in the industry in 2005 was more than \$882 million. Average annual wages in the industry are \$40,676, some 15 percent higher than the area average annual wage. Employment in health-care services is expected be the fastest-growing industry in the area in terms of new jobs from 2003 to 2011.
- Emerging Technology and Scientific Firms - The Pensacola Bay Area Chamber of Commerce is pushing forward on a regional marketing and industry recruitment effort to attract emerging technology and scientific firms to the region and downtown. The focus of this effort is on life sciences and defense and aerospace firms. The initiative in Pensacola is anchored by a proposed Downtown Tech Park Campus which will accommodate 500,000 SF of technology and office space located near the civic center.

A number of Chamber initiatives are being implemented to enhance regional cooperation in future technology business development and recruitment activities. These initiatives include:

- Creation of Entrepreneurial networking groups (High Growth Business Club and Entrepreneurial Development Council),

- Creation of iTen wired a web portal for communication and marketing efforts for technology entrepreneurs in Northwest Florida and South Alabama,
- Creation of a multi-million dollar early stage angel fund for start-ups,
- New technology startups launched including Ceryph and Gridsouth, and
- Continued growth at the Institute for Human and Machine Cognition and the Andrews Institute

- Federal Government Contractors and Defense/Aerospace - With the close proximity of NAS Pensacola, the federal government has attracted numerous federal contractors that work in support of the Air Station's mission. It is estimated that there are 28 government contractors spending \$400 million per year in Pensacola. Fortune 500 firms such as General Dynamics, Lockheed Martin, DynCorp, and L3 Communications are located in the area to support the armed forces mission. In total, over 6,500 federal civilian employees working at NAS Pensacola.

In accordance with BRAC 2005, NAS Pensacola is expected to grow by 5,000 military personnel and 7,000 dependents by 2011. The expanded mission will include:

- Army 7th Special Forces - Unconventional Warfare,
- Counter Insurgency Joint Strike Fighter Training Center,
- Defense Threat Reduction Agency - Safeguard America & its Allies from WMD
- Cradle of Cryptology - Center of Excellence for Netcentric Warfare - Corry Station
- NAS - Naval Air Technical Training Center
- Air Force Relocation - Doubling Flight Training at NAS

In the future, the West Florida Region and Pensacola could be impacted by a federal contract decision that could bring a new military/aerospace contract to the region. In 2008, EADS North American/Northrop Grumman won a \$40 billion military contract (the largest in history) to build the new AC 45a refueling tanker in a new \$600 million

production facility located at Brooks Field in Mobile, AL. The local operation would attract a number vendors and government contractors, which some local realtors believe could generate increased demand for Pensacola office space. Unfortunately, this contract award is being challenged by the second place bidder and the award decision has been canceled indefinitely.

New office space in the future will likely cater to smaller users, which are common in the CRA district. This typically involves companies employing fewer than 40 employees and requiring office space under 7,500 SF, with most users requiring less than 5,000 SF.

The potential for a new Class A office building in the CRA will depend on several factors, including the presence of multiple office users demanding more than 20,000 SF of space. Financing for investment grade office properties will require substantial pre-leasing requirements of at least 50% before lender financing can be obtained. An 8 to 10 story office tower could require pre-leasing of 70,000 to 90,000 SF.

Tourism, Arts and Entertainment Strategy

Tourism and coastal real estate development contribute significantly to the growth of the Pensacola area economy. The Pensacola area attracts over four million visitors annually, averaging over \$500 million in expenditures. The Pensacola Gulf Coast attracts visitors from the Midwest and Eastern United States. Chicago, St. Louis and New York are among the major markets identified by visitors as their primary residence.

According to recent visitor surveys, tourists visiting Pensacola are looking for experiences that are:

- Affordable and uncluttered,
- Family-oriented,
- Great beaches,
- Cultural & Historic Attractions, and
- Great weekend getaways.

A review of the region's hotel and condominium supply indicates that Pensacola possesses the largest number of hotel rooms in the West Florida Gulf Coast Region with 7,350 rooms. However, the Pensacola area has the lowest

number of condominium units (3,650 units) of the five counties of Gulf Shores/Orange Beach, Pensacola, Okaloosa, Walton, and Bay. This may suggest that Pensacola is viewed as more of a day-trip destination than a vacation or extended stay destination.

Bay and Gulf Shores/Orange Counties have between 14,000 and 16,000 condos, most of them located on gulf front property. In 2008, a \$500 million, three-phase Pensacola Beach Resort development was proposed that would add 700 new hotel and condominium units on the beachfront. If completed, this will increase the number of multi-night visitors to the Pensacola area.

The challenge for Downtown Pensacola has always been capturing a percentage of the beach visitors that flock to the area throughout the year. While the distance from Pensacola Beach to downtown is not great, the CRA currently lacks a critical mass of shops, restaurants and attractions to draw tourists in large numbers.

A number of initiatives are necessary to improve the tourism draw of downtown.

1. Passenger Ferry Service

The City should continue to pursue a service agreement with a private passenger ferry operator to provide scheduled service between Pensacola Beach, Downtown Pensacola, NAS Pensacola and other waterfront destinations in the immediate area. This seasonal service would be offered to encourage beachgoers to take day-trips to the downtown and would operate on a predictable schedule.

This service should be affordable in order to increase ridership, which may require some form of subsidy to the operator. The close proximity and relative ease of traveling between Pensacola Beach and downtown by car may dissuade some passengers from utilizing ferry service. As such, it is essential that the service be efficient and offer regular between the beach and downtown.

2. Community Maritime Park

The development of Community Maritime Park along the downtown waterfront could become the number one visitor attraction in the CRA once completed. The park will include a new multi-use stadium that will host the Pensacola Pelicans and various other sports and entertainment venues, a public park, retail establishments, office space,

restaurants, and a maritime museum operated by the University of West Florida focusing on marine archeology.

It is important that this development be planned as a pedestrian-oriented mixed-use district offering a variety of activities for residents and visitors. The edges of the property should allow people to enjoy the waterfront, including outside dining and places to gather for community events.

Access to the park from the water should be accomplished through the construction of a public day marina, identified as a later phase project. In addition, special events should be designed to attract recreational boaters to the park. The erection of a floating movie screen in the bay could attract people to “Movies at Maritime” or “Cinema in the Park” on summer weekends.

3. Continuous Waterfront Trail System

One of downtown’s most underutilized assets is its waterfront. With the exception of Plaza de Luna at the end of Palafox Street, there are very few opportunities for Pensacola residents and visitors to gather on the downtown waterfront. The creation of a continuous bayfront trail from Bruce Beach to the Pensacola Area Welcome Center at 3-Mile Bridge would create a valuable amenity to be used by residents and visitors alike. See the Capital Project Summary for a complete description of this project.

4. Expand Offerings for Families and Children

While Pensacola offers a number of different activities, attractions, and things of interest for tourists, there is a need for more family-oriented attractions that appeal to young children. It is recommended that Community Maritime Park and/or other key CRA locations could include a

child amusement center that caters to children from 5 to 18. The amusement center might include paddle boats, video arcade games, a themed-restaurant (i.e., Jillian’s, Beef O’Brady’s, Dave & Buster’s, etc.), a bowling center, or similar family attractions.

5. Increase Night-Life Attractions

Increasing the downtown’s night-time appeal is an important factor that will help attract tourists and will create an exciting environment for people considering living downtown. Increasing the number of arts and theater events, dining and nightclub options, and other cultural events is a sound strategy for moving Downtown Pensacola closer to becoming an active 24/7 district.

As stated previously, the addition of a family-oriented restaurant with eat, drink, and play functions would offer an alternative to the downtown’s current dining offerings. Beef O’Brady’s currently has over 100 locations in Florida and two locations in Pensacola on 9th Avenue and Nine Mile Road. However, Dave & Buster’s has only three restaurants in Florida and none west of Jacksonville.

6. Increase Water-based Activities on Pensacola Bay

Pensacola Bay is an underutilized resource that could serve as a staging area for many water-based events or competitions. The natural breakwater created by Pensacola Beach creates a calm water surface that is conducive to such things as water skiing, jet skiing, and wakeboarding competitions and other water activities.

The American Water Ski Association is currently seeking bids for the 2010, 2011, 2012 and 2013 Water Ski National Championships; 2010 U.S. Open Water Ski Championships; 2010 U.S. Junior Water Ski Team Trials; and 2010 Junior U.S. Open Water Ski Championships. Other groups such as the National Show Ski Association, the National Collegiate Water Ski Association and USA Wakeboard are similarly soliciting proposals for future event locations.

Similar competitions are held throughout the county by the International Jet Sports Boating Association and American Power Boat Association.



7. Create Commercial Landing for Downtown Bay Dinner Cruise Ship

The City should examine opportunities to create a commercial boat landing for a dinner cruise ship in the downtown. While dinner cruises are available within the region, no cruise ships are based in, or depart from, the downtown. Offering nightly dinner cruises would be an effective way to attract residents and tourists to the downtown in the evening. Such tours typically offer dinner and entertainment and make round trip tours of three to four hours.

The City or Chamber of Commerce could lead the effort to solicit interest from cruise ship operators once the boat landing is constructed. The landing area should be located at a convenient location with adequate parking nearby. The landing at the end of South Jefferson Street may accommodate a boat of this size or a facility could be constructed in conjunction with the proposed Community Maritime Park.

8. Create a Regional Fresh Food Market Attraction

Although the market is located just outside the CRA boundary, Joe Patti's Seafood Company located on the waterfront is a very popular fresh fish market with a large customer following. The market offers daily fresh seafood caught in the Gulf of Mexico, as well as freshly prepared sushi. In addition, the business sells spices, marinades, and other food products, wine, and has a coffee shop.

The potential to expand this business would appear to be great, especially with the future redevelopment of the ECUA property into a residential community. The popularity of urban fresh food markets throughout the country is strong and customers tend to become loyal patrons.

The most famous example of a popular fresh food market is Seattle's Pike Place Market, which has grown into a major city institution and tourism attraction. The market not only offers fresh seafood, but all manner of produce, baked goods, coffee, wine, candy, meat and poultry, and many specialty foods. In addition, there are dozens of cafes and restaurant located in the market place.

The expansion of Joe Patti's or another facility would involve the evolution of different food offerings, but also the creation of a larger and more festive atmosphere. With this type of draw, dining and entertainment are a natural complement and the entire complex could eventually grow into a multi-purpose market, dining, and entertainment attraction for Pensacola.



CAPITAL PROJECTS

The Urban Core Redevelopment Area Plan identifies capital projects throughout the CRA area through the next thirty years. While timing and execution will depend on funding availability, The Plan sets priorities to be initiated in the first five years. This section discusses capital projects by category. See the next section for recommended priorities and cost estimates.

Pensacola Baywalk

The Pensacola Baywalk is intended to provide continuous pedestrian and bicycle connections along the Pensacola Bay from the Pensacola Area Welcome Center to Bruce Beach and direct linkages between existing waterfront improvements such as Plaza de Luna, Commendencia Slip and Baylen Slip. Direct waterfront access shall be achieved where possible and existing waterfront improvements shall be considered part of the Baywalk. Where public access easements may not be acquired on private property, other publicly owned land shall serve as continuous inland linkages.

The Baywalk is projected to be developed in four phases over a ten year period and may include separate projects within each phase. While the specific extent and details of each phase may vary, generally the four phases are recommended as follows:

Phase I – Palafox to Community Maritime Park

Phase II – Maritime Park to Bruce Beach

Phase III – Bartram Park to Welcome Center

Phase IV – Palafox to Bartram Park

Pensacola Baywalk Phase I will connect Palafox Street, where much of the existing retail and entertainment activity is concentrated, to the new Community Maritime Park. Currently, contiguous public rights-of-way exist along Baylen Slip, Cedar Street and an un-improved passageway north of Port Royal. As part of Phase I, and likely a separate project, the CRA should make improvements to Baylen Slip, including negotiating access easements with private property owners along the east side of the slip.



Recommended Phase I improvements include:

Phase Ia:

- Streetscape improvements along Cedar Street from Palafox to Baylen
- New plaza at Baylen terminus. The plaza shall continue to serve the functions of the existing cul-de-sac while creating a pedestrian-friendly access to Baylen Slip
- New pedestrian/bicycle access between Baylen Street & Community Maritime Park with paved crosswalks at Baylen and Port Royal entry drive
- Waterfront access at Spring Street

Phase Ib:

- New bulkhead at remaining portions of east side of Baylen Slip
- Public access easements along east side of Baylen Slip
- Dayslips/Transient docking at north end of Baylen Slip with handicap access improvements
- Handicap access at north end of Baylen Slip
- Improve Pedestrian/bicycle connection between Baylen Slip and Palafox Street

Baywalk Phase I should be closely coordinated with the Community Maritime Park (CMP) design. The CRA should work closely with the CMPA to assure continuous public waterfront access at the CMP, to create seamless connections and to establish a palate of complementary materials and fixtures that may be appropriate to utilize throughout the Baywalk. Consideration shall be given to materials and fixtures that are compatible with those at Palafox Pier and Commendencia Slip.

Pensacola Baywalk Phase II will connect Community Maritime Park to Bruce Beach including a new interactive and educational nature park with a focus on environmental sustainability. Where one private parcel separates Bruce Beach from CMP, public access easement along the water should be negotiated with the private property owner. Strong consideration should be given to improve the water quality and erosion control at the beach to provide opportunities for future swimming and other beach activities.



Recommended Phase II improvements include:

- South Coyle Street extension from Main Street for public access and parking
- Continuous Boardwalk and/or trail along waterfront from CMP to the jetty
- Interactive educational nature park with focus on sustainability including trails, boardwalks, pavilions, small gathering spaces, bird watching and natural/native landscapes
- Improvements to the existing beach for public access

Existing wetlands and storm water management features at Bruce Beach shall be protected and improved to enhance the educational experience. Service access to the existing barrier reef shall be maintained and coordinated with the City of Pensacola.

Baywalk Phase II shall be closely planned and coordinated with future Bruce Beach redevelopment opportunities and associated infrastructure. Future westerly waterfront access to Joe Patti's and to Sander's Beach with continuous connectivity to Bruce Beach should be planned during Phase II.



Pensacola Baywalk Phase III parallels Bayfront Parkway and is planned to enhance the connection from Bartram Park to the Pensacola Area Welcome Center at 3-Mile Bridge. Improved pedestrian/bike paths, boardwalks, piers, park improvements on both sides of the bridge and pedestrian/bike access beneath the bridge to the Center represent nearly 2 miles of improvements. Consideration should be given to separate projects as funding sources may vary. One private parcel exists along the waterfront, however, Bayfront Parkway right-of-way allows continuous public access with no required access easements.

Recommended Phase III improvements include:

- New pedestrian/bike trail and/or Boardwalk along Bayfront Parkway
- Pier & Waterwalk from 9th Avenue to Romana Street intersections with pavilion, dayslips and water taxi landing
- Educational/interpretive overlooks at Green Shores area
- Pedestrian/Bike connection (trail or bulkhead boardwalk) beneath 3-Mile Bridge
- Wayside Park improvements including parking, pavilions, hardscape along waterfront and landscaping

The Florida Department of Transportation controls the Bayfront Parkway right-of-way and west side of 3-Mile Bridge and should be involved in the planning and design of the Baywalk. Improvements along Bayfront Parkway should be closely coordinated with the proposed Bayfront Parkway road diet project.

Pensacola Baywalk Phase IV completes the Baywalk with connections from Palafox Pier to Bartram Park along the Cedar Street right-of-way with connections to

Commendencia Slip. While Phase IV may be accommodated completely on public property and rights-of-way, a pedestrian/bike crossing of the rail lines to the Port of Pensacola and Port parking lot must be coordinated with the Port and Railroad.

Cedar Street right-of-way may need to be widened to accommodate an attractive inland “greenway” connection. However, the street should remain and parallel parking should be planned along Cedar to serve potential adjacent development. Commendencia Street offers a wide right-of-way and adjacent publicly owned land to complete the Baywalk connection to Commendencia Slip.



Recommended Phase IV improvements include:

- Cedar Street and Commendencia Street streetscape improvements with street trees, lighting and wide sidewalks to accommodate pedestrians and bicycles
- Pedestrian/Bike crossing at Port of Pensacola rail lines and parking lot with landscaping and lighting
- Pedestrian/Bike crossing at Barracks Street with connection to Bartram Park

Phase IV should be closely coordinated with adjacent redevelopment projects in this area as well as the proposed improvements to Bartram Park.

Parks and Open Space

In addition to the Pensacola Baywalk, a number of parks have been identified as needing improvements to enhance the downtown experience and leverage adjacent parcels for development.

Corinne Jones Park should be improved to provide a more attractive and safe park for the Tanyard Neighborhood and added value to adjacent development opportunities. Recent investments should be retained.

Recommended Corinne Jones Park improvements include:

- Define eastern edge with new Donelson Street extension (perhaps separate project), sidewalks and street trees
- New sidewalks and street trees and removal of abandoned curb cuts on Government, Clubbs and Intendencia
- Consideration should be given to relocating utilities underground on each surrounding street. If feasible, this may be part of ECUA redevelopment infrastructure project.
- Assessment of existing neighborhood needs should be done in order to identify any additional amenities at the park.

Coordination with the City Parks department, Tanyard residents and the ECUA demolition and redevelopment will be necessary.

Bartram Park is envisioned as an important node along the Baywalk offering residents and visitors a more active open space to enliven the waterfront. Local events that use Bartram Park may, in the future consider other locations such as Plaza de Luna, Community Maritime Park, Seville Square or other downtown locations.



Recommended Bartram Park improvements include:

- New regional environ-friendly playground
- New bulkhead and breakwater along portions of shore with transient docking and water taxi landing
- New pavilions, paths and seating areas
- Focal point such as a fountain or monument and gathering space terminating Alcaniz Street
- Improvements to natural shoreline
- Consideration should be given to relocate overhead lines to underground on Main Street (may be part of Main Street road diet)
- Infill development along west side of park

Coordination will be necessary with the City parks department, the Main Street/Bayfront Parkway road diet project, community organization and timing with CMP for events currently held in Bartram Park, and nearby residents and businesses.

Transportation

Transportation infrastructure is a critical component of the transformation and continuation of the revitalization of downtown Pensacola. Creating transportation networks and systems that are convenient, that accommodate cars, pedestrians, bicycles and transit, and that contribute to a higher quality of life in the CRA will increase the likelihood of success with other recommended improvements. The project team has identified several key steps toward a comprehensive approach to achieving the desired outcome as it relates to the transportation element.

Key steps toward implementation include:

- CRA to coordinate with Metropolitan Planning Organization (MPO) to incorporate initiatives into Long Range Transportation Plan
- CRA to work with MPO to incorporate Plan into the overall MPO Blueprint which will be required at the Federal level for funding outlays under the proposed Surface Transportation Authorization Act (STAA) of 2009 which is currently before Congress (this is not yet a requirement but the new legislation requires urban areas of over 50,000 in population to create a “Blueprint” to identify how they will accommodate transportation and land use in an integrated, sustainable manner)

- CRA to coordinate with FDOT on any projects that are under FDOT jurisdiction to identify continuing control of facility or transfer to local jurisdiction; coordination on desired design parameters will dictate outcome
- CRA to identify funding sources for initiatives
 - Federal funding through STAA 2009 (reauthorization of Surface Transportation Act that is proceeding through Congress now)
 - FDOT funding thru Enhancement funds (others?)
 - ECAT funding for transit initiatives
 - Public-private partnerships
 - Others?
- CRA to work with MPO to move projects with funding identified into 5 Year Work Program/Transportation Improvement Program

Gateways

There are a number of primary gateways into Pensacola’s downtown area as well as key gateways to districts and neighborhoods within downtown. Each of these should be considered important in welcoming both visitors and residents and in signifying arrival into these special places.

General gateway improvements should be considered in both the public right of way and on private parcels. The CRA may work with private property owners to assist with site improvements, access, lighting and building improvements and perhaps redevelopment to enhance the gateway experience.

The CRA should take an active role in improving the gateways within rights-of-way and publicly owned land. Several key gateway projects have been identified as priorities for the CRA.

The **East Gateway Improvement Project** is envisioned to call attention to downtown for both area residents and beach goers. Currently, the experience from 3-Mile Bridge has no relationship to downtown and encourages travelers to avoid downtown via Gregory and Chase Streets. The Bayfront Parkway project envisions a new gateway feature (roundabout) at Chase Street, street trees and landscaping to improve this experience. However, a number of other potential improvements could improve the gateway even more.

Recommended East Gateway improvements include:

- Work with private property owners to improve conditions and aesthetics of building, landscaping and lighting
- Develop dramatic gateway feature visible from the bridge such as water cannons, light show or Port tank murals
- Develop publicly owned parcel at 17th and Gregory with signature building. This could be a private development, but should offer an urban character signifying entry into downtown
- Redevelop privately owned parcels with buildings of urban character

The **West Gateway** along Main Street is considered another key entry to downtown for residents and people travelling to and from the Naval Air Station and along the coast. The corner of Main Street and Clubbs is envisioned as the noticeable point of entry into downtown as the ECUA redevelopment, Main Street road diet and Bruce Beach development will dramatically change the area's character. In the long term, as properties to the west redevelop, Joe Patti's should be considered the point of entry. Site and streetscape improvements should be extended to A Street.

A new **Community Maritime Park Gateway** from the north is recommended at Spring Street to enhance the experience approaching CMP while improving pedestrian safety and the experience in the Governmental Center District and connection to the City Hall Park. Currently Spring Street has a very wide right-of-way and pavement width and could be reconfigured to provide an attractive, pedestrian-friendly street approaching Maritime Park. The scope of this project may extend to Garden Street, however, at a minimum, and perhaps as an initial phase, Spring Street between Main and Government should offer great benefit.

Recommended Community Maritime Park Gateway improvements include:

- Narrow street to one lane in each direction
- Streetscape improvements with median, on-street parking, street trees and wide sidewalks
- Significant landscape screening of Courthouse mechanical equipment
- Potential redevelopment of City Hall parking lot corner should be considered to provide an urban edge along both Spring and Main

The **I-110 Terminus** is perhaps the Downtown Pensacola gateway experienced by most people. While, for many, the I-110 interchange is en route to the beach, its design offers no signal of entering downtown and discourages travel throughout downtown.

In the short term, efforts should be made to remove and improve a number of the on/off ramps.

Recommended I-110 Gateway Phase I improvements include:

- Eliminate loop ramp behind Civic Center
- Reconfigure southbound ramp to merge with Alcaniz Street between Chase Street Bridge and Garden Street
- Develop a round-a-bout at intersection of Alcaniz and Garden Streets
- Process as Phase I of Interchange Justification Report (IJR) with FHWA/FDOT
- Landscape and streetscape improvements
- Encourage redevelopment of private properties with buildings of urban character

Long term, the I-110 interchange should be eliminated. Once it nears its useful life, plans should be made to terminating it at Cervantes Street with a low-impact terminus near Tarragona and Hayne Streets.

Recommended I-110 Gateway Phase II improvements include:

- Eliminate interchange and terminate at Cervantes Street
- Reconnect the street grid at grade
- CRA Plan redevelopment area where interchange is eliminated

Both Phase I and II will require significant coordination with and approvals from the Florida Department of Transportation. Discussions with FDOT should begin to establish a long term plan and to identify hurdles and traffic related concerns early on.

Road Diets

Downtown Pensacola has a number of streets that are oversized for an urban environment, and in some cases, have more lanes than necessary to carry normal traffic volumes. The project team has identified the key streets that are in need of a "Road Diet" to calm traffic and

create a more pedestrian and bicycle friendly environment. Each of these road diets should be considered comprehensively and coordinated with other redevelopment projects and initiatives. Phasing of each of these has been preliminarily identified. However, additional detailed due diligence will be required to determine if the timing and phasing strategy should be refined.

Main Street / Bayfront Parkway Road Diet

The Main Street / Bayfront Parkway corridor is one of the most important streets for defining the character of Downtown Pensacola as a gateway and as a zipper (or divider) between downtown and the waterfront. Portions of this project may be implemented along with other redevelopment projects.

Main Street and Bayfront Parkway connect and run parallel to the Baywalk and, in places, may supplement the Baywalk for bicyclists, joggers and pedestrians moving through downtown to the east and west. Portions of the street are controlled by the Florida Department of Transportation and it is recommended that the City of Pensacola pursue taking control of the street from Chase Street toward downtown.

The Main Street / Bayfront Parkway road diet is projected to be developed in three or four phases over a ten year period and may include separate projects within each phase. While the specific extent and details of each phase may vary, generally the phases are recommended as follows:

Main Street Phase I - Clubbs Street to Baylen Street

Main Street Phase II- Baylen Street to Alcaniz Street

Bayfront Parkway Phase I - Alcaniz Street to Chase Street (interim phase)

Bayfront Parkway Phase II - Alcaniz Street to Chase Street



Main Street Phase I from Clubbs to Baylen is not state highway and offers the opportunity to transform an oversized 4-lane street into an attractive, pedestrian friendly gateway to downtown. Phase I will introduce an attractive and safe crossing between the Tanyard Neighborhood and the waterfront as properties are being redeveloped at Community Maritime Park, the ECUA site and as the Baywalk is implemented. A small amount of property acquisition will be necessary to develop the roundabout at Clubbs Street and Main.

Recommended Main Street Phase I improvements include:

- Narrow to one lane in each direction with a center median and defined on-street parking
- Very wide promenade that accommodates pedestrians and bicyclists on the south side
- Street trees with wide landscape strips and pedestrian scaled lighting
- Paved crosswalks at key intersections such as Spring Street and DeVilliers
- Gateway roundabout at Clubbs and Main
- Consider relocating utilities underground between Clubbs and DeVilliers

Main Street Phase I should be closely coordinated with the Community Maritime Park (CMP) design and Pensacola Baywalk Phase I. The CRA should work closely with the CMPA to create seamless connections and to establish a pallet of complementary materials and fixtures that may be appropriate to utilize throughout the Main/Bayfront corridor. Consideration shall be given to materials and fixtures that are compatible with those at Palafox Pier.

Coordination with Community Maritime Park and ECUA redevelopment projects will be critical as well as the utility providers. New infrastructure at CMP and ECUA should be coordinated with Phase I to optimize sequencing of each project so as to not invest in places twice.

Main Street Phase II from Baylen to Alcaniz Streets will connect the Pensacola Historic District to Palafox to Maritime Park to the ECUA redevelopment. A portion of this stretch, from Tarragona to Alcaniz is controlled by FDOT. Private properties may prohibit exact continuation of the Phase I proposed cross section.

Recommended Phase II improvements include:

- Work with FDOT to eliminate state highway designation from Tarragona to Chase
- Streetscape improvements to include wide sidewalks street trees in tree grates, pedestrian scaled lighting, defined parallel parking and narrow lanes
- Paved crosswalks at key intersections such as Palafox, Adams and Alcaniz
- New roundabout at Alcaniz Street
- Relocate utilities underground between Tarragona and Alcaniz

Main Street/Bayfront Parkway Phase II should be closely coordinated with and connect to Baywalk Phase III.

Bayfront Parkway Road Diet from Alcaniz to Chase Streets may be considered to be implemented in two phases. Phase I is a short term solution to begin to slow traffic and make Bayfront Parkway more inviting to pedestrians and bicyclists by narrowing the travel lanes and adding a bike lane on each side. This phase may be considered for implementation earlier, along with Main Street Phase I or II. Ultimately, Bayfront Parkway recommended improvements include:

- Work with FDOT to eliminate state highway designation from Tarragona to Chase
- Streetscape improvements to include moving the curbs to reduce the pavement width to one lane in each direction with a bike lane and on-street parking in places where parking is needed
- sidewalks street trees and pedestrian scaled lighting
- Paved crosswalks at key intersections such as Alcaniz and 9th
- New roundabouts at 9th and Chase

Bayfront Parkway Road Diet should be closely coordinated with and connect to Baywalk Phase III.

DeVilliers Street Road Diet

Phase I - Garden Street to Wright Street

Recent improvements to North DeVilliers Street between West LaRua Street and West Wright Street have successfully promoted the importance of the neighborhood center intersection at Belmont and DeVilliers Streets. Outside of these recent improvements, the travel lanes are wider than needed for neighborhood traffic levels and do little to calm fast vehicle speeds. The CRA Plan recommends continuing DeVilliers street improvements south to connect this center with Garden Street, creating a gateway to the neighborhood during the first five years that is consistent with initiatives suggested in the Belmont/DeVilliers Neighborhood Land Use Plan.



Recommended Phase I improvements include:

- Reduce travel lane widths in each direction to calm traffic speeds and provide sufficient distance in the right-of-way for wider sidewalks and on-street parking lanes along each side of the street
- Create safe pedestrian crossings at each intersection clearly marked with paving treatment and accessible with appropriate curb ramps
- As private redevelopment occurs, partnerships should be considered to bury overhead utility lines
- Stormwater management enhancements such as curb and gutter, catch basins and conveyance structures should be included as road diet is implemented; alternative and sustainable stormwater treatment structures such as rain gardens located in planting strips along sidewalks and pervious pavements in

parking lanes should be considered to treat quality as well as quantity of stormwater runoff

- Street trees should be planted in on-street parking lane bulb-outs or in planting strips along sidewalks; planting strips along sidewalks should be wide enough to accommodate accessible curb ramps, landscaping and street lighting
- Informal (non-striped) on-street parking should be included along entire street wherever practical
- Include pedestrian scaled, decorative street lighting that compliments fixtures found at the Belmont/DeVilliers intersection
- Include decorative street signs and posts that establish a unique, recognizable brand and identity for DeVilliers Street and the Belmont/DeVilliers neighborhood
- Consider including art in the streetscape that celebrates the unique history of Belmont/DeVilliers (e.g. historical markers of Music Makers Hall of Fame musicians, historic site markers, street lamp banners, etc.)

Phase II - Garden Street to Main Street

As the east edge of the ECUA Site redevelops, the connection of DeVilliers Street from Garden Street to Main Street becomes a critical connection that completes the link from Belmont/DeVilliers to the waterfront.

Recommended Phase II improvements include:

- Reduce travel lane widths in each direction to calm traffic speeds and provide sufficient distance in the right-of-way for wider sidewalks and on-street parking lanes along each side of the street
- Create safe pedestrian crossings at each intersection clearly marked with textured and colored paving and accessible with appropriate curb ramps
- As private redevelopment occurs, partnerships should be established to bury overhead utility lines or relocate them away from building frontages
- Stormwater management enhancements such as curb and gutter, catch basins and conveyance structures should be included as road diet is implemented; alternative and sustainable stormwater treatment structures such as rain gardens located in planting strips along sidewalks and pervious pavements in parking lanes should be considered to treat quality as well as quantity of stormwater runoff
- Street trees should be planted in on-street parking lane bulb-outs or in planting strips along sidewalks; planting strips along sidewalks should be wide

enough to accommodate accessible curb ramps, landscaping and street lighting

- Informal (non-striped) on-street parking should be included along entire street wherever practical
- Include pedestrian scaled, decorative street lighting that establishes a new and unique identity for the Tanyard neighborhood
- Include decorative street signs and posts that establish a unique, recognizable brand and identity for the Tanyard neighborhood
- Consider including art in the streetscape that celebrates a new identity for the Tanyard neighborhood

Jefferson Street Road Diet

The current Jefferson Street road section between Garden Street and Government Street is a wide, two-way street with angled parking along both sides that experiences relatively low traffic volumes. Jefferson Street currently acts as a rear street to Palafox, with few active uses along its west edge. An exposed parking garage and blank rear facades of buildings fronting Palafox Street offer little opportunity for redevelopment along the western edge of the street. As redevelopment opportunities are implemented, such as the Pensacola News Journal site, the street section should be reduced to create opportunity for larger redevelopment parcels. This potential redevelopment would create more active ground floor uses along the west side of the street and help connect Palafox Street to neighborhoods to the east.

Recommended improvements include:

- Hold the east edge of R.O.W. as exists and reduce travel lane widths to calm traffic speeds and provide sufficient distance in the right-of-way for wider sidewalks and on-street parking lanes
- Consider offering remaining R.O.W. along west edge for sale to private developers and property owners of adjacent parcels to increase developable parcel size
- Consider using increased parcel depth to line garage structure along west side of Jefferson Street between Garden and Romana Street with shallow footprint uses such as small commercial storefront or residential uses
- Consider offering increased parcel depth to line rear of building on west side of Jefferson Street at the intersection of Intendencia Street and Jefferson Street with mixed-use uses such as commercial storefront, office or residential uses

Street Extensions

Donelson Street Reintroduction - Intendencia to Government Street

Donelson Street in the Tanyard Neighborhood has long been disconnected from Main Street by the ECUA waste water treatment facility. Donelson Street currently terminates at Intendencia Street and Corrinne Jones Park. The CRA Plan recommends reintroducing Donelson Street through the east edge of Corrine Jones Park to Government Street. Recommendations for further extensions of Donelson Street are included as part of the ECUA and Bruce Beach Redevelopment Projects presented in Volume II - Redevelopment Projects.



Recommended improvements include:

- Coordinate with development plans for Government Street Affordable Housing redevelopment project as indicated in Development Projects section
- Dedicate new right-of-way sufficient to include the following:
 - Two neighborhood scaled travel lanes
 - On-street parallel parking lane each side of street
 - Landscape strip along each side of street
 - Sidewalk along each side of street (sidewalk on west side of street in Corrine Jones Park may be substituted with an accessible recreation path or trail)
 - Required utility easements sufficient for underground lines and connections
- Overhead utilities should be avoided; electric, telecom, and data utilities should be located underground
- Pedestrian scaled, decorative street lamp fixtures should be selected to establish and promote a unique identity for this and other future developments within the Tanyard Neighborhood

- Create safe pedestrian crossings at each intersection clearly marked with textured and colored paving and accessible with appropriate curb ramps
- Street trees should be planted in planting strips along sidewalks at a regularly spaced interval appropriate for maturation; non-invasive species should be selected that will mature to provide shade for pedestrians

One-way Conversions

Spring/Baylen One-way Conversion

Currently, Spring Street is two lanes, one-way southbound between Garden Street and Cervantes Street. Baylen Street is two lanes, one-way northbound between Garden Street and Cervantes. These one-way patterns promote faster travel speeds and reduce way-finding and traffic dispersion for motorists. As the Community Maritime Park and other opportunities develop, the need for traffic dispersion will be increased from Main Street to the north. These streets should be converted back to their original two-way traffic patterns.

Recommended improvements include:

- Restripe roadway for two-way travel lanes and on-street parallel parking in each direction
- Improve traffic signals and pedestrian crossing signals where needed as coordinated by DOT and Department of Public Works

Alcaniz/Davis One-way Conversion

Currently, Alcaniz Street is two lanes, one-way southbound and Davis Street is two lanes, one-way northbound from Fairfield Drive, located outside of the Urban Core CRA boundary, to Wright Street. These one-way patterns promote faster travel speeds and reduce way-finding and traffic dispersion for motorists. As the Interstate 110 Gateway Project is implemented (see Volume II - Gateways), these streets should be converted back to their original two-way traffic patterns between Wright Street and Cervantes Street.

Recommended improvements include:

- Given the complexity of reconfiguring the intersection and railroad crossing at Wright Street and Alcaniz Street, the CRA should solicit a project feasibility study prior to commencing detailed design studies

- Restripe roadway for two-way travel lanes and on-street parallel parking in each direction
- Improve traffic signals and pedestrian crossing signals where needed as coordinated by DOT and Department of Public Works
- Explore funding through MPO as part of railroad crossing improvement project at Wright Street and Alcaniz Street intersection
- Coordinate with plans for Interstate 110 Termination Project presented in Volume II - Gateways

Parking

Palafox Pier/Commendancia Slip Area Parking Plan and Event Parking Management Study

The primary area related to parking that needs specific focus from the CRA will come when the market and timing is right to develop parking lots at Palafox Pier and the Commendancia Slip area. While these lots provide parking for some businesses in the area and serve a valuable function for downtown event parking, they are scarcely utilized on a day-to-day basis. These lots offer a key opportunity to continue to activate the waterfront by filling the gap between Palafox Pier and Bartram Park and ultimately should be redeveloped.

As Community Maritime Park and other new waterfront areas develop, events may choose to utilize different venues around downtown. Prior to redevelopment, the CRA should work with the Downtown Parking Management District to develop a Parking Plan and an Event Parking Management Study to determine the daily parking demand in this immediate area, to plan for the accommodation of business and residential parking in the area, to plan for the replacement of these lots with infill development and to prepare an Event Parking Management strategy for downtown events.

Transit Initiatives

Downtown Transit Circulator

As redevelopment occurs and the Urban Core becomes a more active and vibrant area; a new Downtown Transit Circulator route should be reconsidered to link existing and new key destinations to one another within the Urban Core. This route should link the Community Maritime Park with City Hall, Palafox Street, Ferdinand Plaza, Seville Square and the Pensacola Historic District, and Bartram Park.

Recommendations for this route include:

- Refer to Volume I: CRA Plan for suggested route map; main lines run along Main Street and Government Street between Reus Street and Alcaniz Street, a connector line runs to the proposed new ECAT Hub along Palafox Street and Garden Street
- CRA should explore federal transportation grants and other programs to assist purchase of environmentally sustainable vehicles to serve this route; fully electric and alternative fuel vehicles should be used to reduce pollution in the Urban Core and present a clean, progressive image for the Downtown Transit Circulator and Pensacola
- The CRA should explore operational funding sources (perhaps through the DIB) that allow reduced or free fares for the circulator; free fares will help promote ridership and reduce frequent and unnecessary automobile trips within the Urban Core
- A progressive branding strategy should be created for the Downtown Transit Circulator that establishes a marketing campaign with graphic standards and logos that should be used to identify routes and stops



ECAT Hubs – Governmental Center District and East of Palafox

The existing ECAT bus system serves much of the Urban Core and connects people to outlying destinations and neighborhoods. Enhancements and upgrades should be supported for ECAT that will help increase ridership and provide a transportation alternative to automobile trips in downtown Pensacola. Improved and new ECAT Hubs should be supported as part of this transit network in the

Urban Core. These hubs should also serve the proposed Downtown Circulator Route mentioned above.

Specific recommendations for ECAT Hubs include:

- The CRA should support expanding/updating the existing ECAT Hub located adjacent to City Hall on Reus Street
- The CRA should consider sites for, and support development of, a new ECAT Hub near the Downtown Improvement Board District
- The CRA should collaborate with ECAT in an advisory role to analyze and possibly restructure routes through the Urban Core Community Redevelopment Area

Water Taxi

Pensacola's Bay presents an opportunity to establish a Water Taxi that would connect existing and new key public access destinations along the Urban Core CRA waterfront. The Water Taxi is envisioned to provide an alternative means of transit that also serves as a tourism attraction for those who would like to experience boating on the bay.

Specific recommendations for the Bay Ferry include:

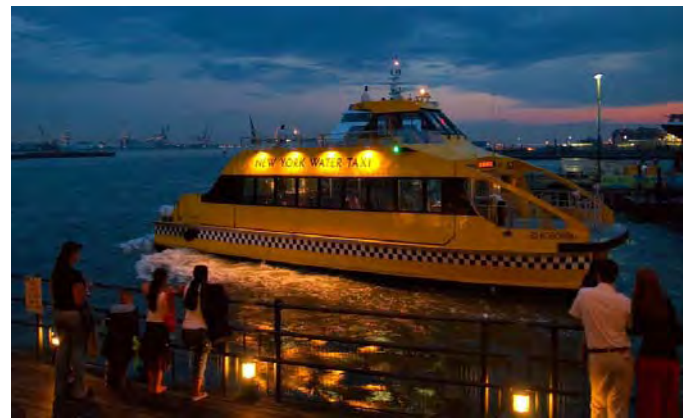
- As waterfront redevelopment projects occur, CRA should support the establishment of water taxi service and landings at appropriate locations
- Water Taxi service and landings should be prioritized to support existing or proposed waterfront developments that attract a high level of visitor activity
- At least one Water Taxi landing should be located to coordinate with a possible Bay Ferry landing, possibly at Palafox Pier

Bay Ferry

A Bay Ferry is one possible opportunity that the CRA has already explored and initiated through issuing an RFP for services. The Bay Ferry is envisioned to connect downtown at the Community Maritime Park to Pensacola Beach and, if practical, Fort Pickens and the Naval Aviation Museum. The CRA should contract with a private ferry service to provide access and an affordable Bay experience from downtown to Pensacola Beach and back.

Specific recommendations for the Bay Ferry include:

- Locate the Bay Ferry landing at Palafox Pier to further activate that destination
- Promote a marketing campaign with downtown merchants (particularly those around Community Maritime Park) to attract ridership by offering discounted attraction tickets, restaurant meals, parking fees, etc.
- Link ferry riders to other destinations in the Urban Core by promoting Water Taxi, ECAT and Downtown Circulator fares with Bay Ferry ticket stub or transfer pass
- Establish partnerships for potential landing locations at Pensacola Beach as a priority; and Fort Pickens and Naval Air Station if practical
- To promote success, the Bay Ferry should be a unique experience to compete with driving options; such as a recreation cruise experience with dining, music, bar service, etc. to attract tourism ridership



Downtown/NAS Connector

Due to the regional economic and workforce influence of the neighboring Naval Air Station on the Urban Core Community Redevelopment Area, the CRA should study the potential for increasing transit options to serve that destination. Such a transit route could increase visitation to the CRA and provide a commuting alternative that could be initiated as a rubber tired vehicle and potentially evolve into a light rail line.

Redevelopment Projects

The Plan identifies key publicly controlled properties that present the City with the opportunity for significant transformative investments within the Redevelopment Area. The CRA should work to see that these properties are redeveloped and such efforts should support the principles of the Plan.

Government Street Affordable Housing (between Coyle and Donelson Streets). As the ECUA site is being prepared for redevelopment, and Donelson Street is extended to Government Street, the CRA should implement the following strategy to promote an early, successful affordable/workforce housing development in the Tanyard neighborhood.

- Acquire, or assist a private developer to acquire, all property not currently owned within the block defined within the boundaries of West Intendencia Street, South Coyle Street, West Government Street, and the newly extended South Donelson Street
- Establish preferred design guidelines for new development of this site and other low-density residential infill redevelopment within the Tanyard neighborhood to insure an expected standard of quality development
- Market the property to local or regional private developers and leverage S. Donelson Street extension, enhanced Corinne Jones Park and future ECUA redevelopment investment as a catalyst for redevelopment of this site with workforce housing

- Support a private development plan that fronts homes west along the newly extended Donelson Street and Corrinne Jones Park (refer to ECUA demonstration site, Volume I: CRA Plan)

ECUA Redevelopment is perhaps the most potentially transformative opportunity for the Urban Core CRA. With the size and location of the property, a significant high-density development is possible. The development program prepared by LRK shows a build-out scenario totaling 1,535 residential units on the subject property and other adjacent property owned by the City of Pensacola.

While the build-out scenario is in line with Zimmerman/Volk's residential absorption projections for downtown, RKG believes that market limitation may make this level of development challenging and perhaps unachievable in the near future. However, the higher density development pattern that is recommended at this location is appropriate and desirable and thus may take many years to complete.

Ongoing plans to decommission and relocate the existing waste water treatment facility will create a significant redevelopment site in the Tanyard Neighborhood with potential to reconnect Tanyard and Belmont/DeVilliers to Main Street, Bruce Beach, Community Maritime Park and the waterfront.



The CRA should implement the following tasks to achieve the goals and vision for this redevelopment as presented in the Volume I: CRA Plan.

- Seek a development partnership with ECUA to ensure the most beneficial result for both parties.
- CRA/ECUA negotiate initial land disposition and development process; CRA should oversee planning and development
- Develop a rezoning strategy that protects the site from being prematurely sold and redeveloped under its current Industrial (M-1) designation. As part of the ECUA redevelopment or separately, a Land use policy and zoning study should be developed for the Tanyard Neighborhood to identify potential zone changes to carry out the intent of the Plan. New zoning tools, such as a form-based code, may need to be developed.
- Commission a Master Development Plan and Design Guidelines to insure an expected standard of quality development for this site and other medium and high density mixed-use and residential infill redevelopment in the Tanyard neighborhood and Bruce Beach area. The Master Development Plan should be flexible to respond to market conditions, should focus on phasing of infrastructure and development non-negotiables, should include market responsive solutions, should identify potential CRA assistance and should include elements presented in Volume I: CRA Plan:
 - Extend South Donelson Street and South Coyle Street to Main Street
 - Reconnect West Zarragossa Street through the site
 - Coordinate with Main Street Road Diet plan
 - Coordinate with Western Gateway round-a-bout plan at intersection of Clubbs Street and Main Street
 - Include environmentally sustainable Best Management Practice (BMTs) linear stormwater treatment park along western edge of extended Coyle Street between Main Street and Government Street
 - Explore adaptive reuse opportunities of existing ECUA buildings
- Create a phasing strategy for development that responds to current and expected market conditions, site constraints and infrastructure strategies and promotes the most optimum yield of return on investment for the City

- Develop ECUA site infrastructure plan for streetscapes, utilities and stormwater including both internal and surrounding streets and necessary utilities to adequately service the ECUA potential buildout
- Market the redevelopment parcels for sale to national and international developers that have an established portfolio of medium and high density mixed-use experience in urban markets; leverage the City's past and proposed investments at adjacent Community Maritime Park, Government Street Affordable Housing Development, Corrinne Jones Park, Bruce Beach, and Main Street Road Diet and Western Gateway to attract qualified developer(s).

Bruce Beach Redevelopment site provides a unique waterfront opportunity in the Urban Core to create a park focused on environmentally sustainable education within existing wetland areas. The site also includes several acres of non-wetland area that should be offered for private development of medium and high density mixed-use buildings. The CRA should implement the following tasks to achieve the goals and vision for this redevelopment as presented in the Volume I: CRA Plan.

- Commission a Master Site Development Plan and Design Guidelines (should be implemented as part of ECUA Redevelopment Master Development Plan and Design Guidelines) to insure an expected standard of quality development for this site. The Master Development Plan should include the following elements:
 - Extend West Cedar Street from Community Maritime Park and Crab Trap restaurant west to South Clubbs Street to define southern edge of development parcels and provide public access to Bruce Beach Park and waterfront
 - Extend South Clubbs Street, South Donelson Street and South Coyle Street from Main Street to newly extended West Cedar Street
 - Coordinate with Main Street Road Diet plan
 - Coordinate with Western Gateway round-a-bout plan at intersection of Clubbs Street and Main Street
 - Include environmentally sustainable Best Management Practice (BMTs) linear stormwater treatment park along western edge of extended Coyle Street between Main Street and Bruce Beach waterfront
- Commission a Bruce Beach Habitat Restoration and Park Plan (could be part of the overall Neighborhood

Plan for ECUA and Bruce Beach Redevelopment Site); this Park Plan should include the following elements presented in the Volume I: CRA Plan:

- Coordinate with Baywalk plan
- Coordinate with City of Pensacola Parks Department to identify recreation needs and develop a management strategy
- Identify wetland areas to be protected and non-wetland areas that may be enhanced for active recreation
- Develop a sustainable habitat restoration and management strategy for the shoreline and environmentally protected areas of Bruce Beach Park
- Create a beach clean-up and enhancement plan to prepare non-protected areas of Bruce Beach for waterfront recreation and swimming activities
- Create an environmentally sustainable stormwater treatment plan (BMT) that addresses quality of discharge as well as quantity
- Develop a plan and design guidelines for interpretive educational displays focused on environmental sustainability, native plant species and wildlife habitat
- Market the redevelopment parcels to national and international developers that have an established portfolio of medium and high density mixed-use experience in urban markets; leverage the City's past and proposed investments at adjacent ECUA redevelopment plan, Community Maritime Park, Bruce Beach Park Plan, and Main Street Road Diet and Western Gateway to attract qualified developer(s).
- Strongly consider establishing environmentally sustainable development incentives (bonus height, FAR, etc.) based on a nationally recognized program such as USGBC LEED or equivalent

Aragon East Development site (bounded by Colfax St, 10th Ave, Romana St, and 9th Ave.) in the Gateway District is currently under control of the CRA and presents an opportunity to transition suburban scaled office campus over to the urban pattern and scale of the Aragon Neighborhood and Pensacola Historic District. The CRA should implement the following tasks to achieve the goals and vision for this redevelopment as presented in the Volume I: CRA Plan.

- Consider either rezoning the property or applying an overlay design guideline to establish a dense development pattern that upholds the principles of good urban design
- Promote and select a private development plan that achieves the following goals:
 - Respects and leverages recent investments made along west side of 9th Avenue at Aragon
 - Provides economic growth for Urban Core CRA by providing a dense mix of uses that could include office, retail and residential programs
 - Fronts buildings directly onto 9th Avenue and Romana Street R.O.Ws. along wide, tree lined sidewalks
 - Buildings should conceal parking lots/structures from 9th Avenue and Romana Street views
 - Parking lots/structures along 10th Avenue and Colfax Street should be screened with low walls, landscapes and architecturally appropriate garage facades
 - Plan should consider possibility of future expansion north across Colfax Street onto adjacent property
 - Plan should include ground floor uses that activate the streetscape along 9th Avenue (e.g. retail shops, cafes, restaurants, etc.)



Technology Park Development site located north of the Aragon neighborhood bounded between Florida Blanca Street, 9th Avenue and Chase Street presents an opportunity to establish a corporate campus within the Urban Core CRA. The City, CRA and Escambia County have entered into a partnership with the Pensacola Chamber of Commerce to recruit corporate relocation and development for this site. The CRA should continue collaborating with the Chamber of Commerce to attract a development that will uphold the vision and principles of good urban design presented in the CRA Plan.

Commendencia Slip Redevelopment Site #1 is currently a surface parking lot located between the recently completed mixed-use buildings fronting South Palafox Street and South Jefferson Street. This site has tremendous potential for redevelopment as it fronts Commendencia Slip across Jefferson Street along a recently improved bulkhead promenade. The CRA should continue marketing this site for redevelopment and support a development that would uphold the Key Principles of the CRA Plan while providing necessary parking to support existing and new development programs.

Commendencia Slip Redevelopment Site #2 located between South Jefferson and Commendencia Streets south of Gimble Street is currently a large surface parking lot used to serve special events and businesses in the South Palafox area. This site presents prime potential for redevelopment to activate Commendencia Slip as the Urban Core CRA continues to grow. The CRA should continue marketing this site for redevelopment and support a development that would uphold the Key Principles of the CRA Plan while providing necessary parking to support existing and new development needs.

Bartram Park Redevelopment site is currently a surface parking lot located along the west edge of Bartram Park to the rear of the UWF building fronting Main Street. This small parcel presents an opportunity to further activate and support Bartram Park with ground floor uses that could include small retail, café, restaurant with upper story office or residential uses.

The CRA should promote and select a private development plan that achieves the following goals:

- Provides ground floor uses that will front and/or can be accessed directly by pedestrians from Bartram Park

- Provides active ground floor uses such as restaurant, café, retail, etc. that will help activate and offer amenity to Bartram Park patrons
- Conceals parking lots or structured parking from views to Bartram Park
- Coordinates with existing or future plans for a potential Water Taxi Landing
- Coordinates with vision for Bartram Park improvements (see. Volume I- Bartram Park Demonstration Site and Volume II -Parks and Open Space)

Port of Pensacola North End Redevelopment site is currently an unpaved surface parking lot and unimproved land located along the south waterfront of Seville Harbor. This area presents an opportunity for redevelopment that will support and leverage existing assets, such as The Fish House and Atlas Oyster House, Seville Harbor, Bartram Park and the Port of Pensacola. Development opportunities could include a new warehouse and office buildings to support the Port, and a waterfront hotel and restaurants to support and activate Seville Harbor and the waterfront. Structured parking should be considered to achieve a development density that will best utilize and activate this valuable waterfront property.

The CRA should promote and select a private development plan that achieves the following goals:

- Provides active uses along the waterfront such as restaurant, café, retail, etc. that will help activate and offer amenity to Seville Harbor
- Provides public access to the waterfront by means of improved and expanded boardwalks and/or trails along the waterfront
- Provides uses that may support the Port of Pensacola such as expanded warehouse facilities and office buildings
- Provides a development site for a waterfront hotel that leverages views to and from the site across the bay
- Provides structured parking, with a portion of spaces that are publically available to support parking demands of off-site uses within the development
- Conceals parking from streetviews by means of liner buildings, walls and landscaping
- Provides a pedestrian link that connects the Baywalk from Bartram Park to Cedar Street
- Coordinates with existing or future plans for a potential Water Taxi Landing

CAPITAL PLAN & PRIORITIES

The CRA Redevelopment Plan is anticipated to be completed in 30 years and should be flexible to respond to market conditions, funding sources and community priorities. However, the Plan recommends the following projects as priorities that could help stimulate redevelopment and accelerate growth in the short term.:

- Community Maritime Park
- ECUA Facility Relocation
- Pensacola Baywalk
- Government Street Affordable/Workforce Housing including Donelson Street Extension and Corrine Jones Park
- ECUA Redevelopment including ECUA/CRA partnership agreement, rezoning/design guidelines and master plan
- Tanyard Neighborhood Zoning Study
- Main Street/Bayfront Parkway Intervention
- S. Spring Street Road Diet
- Two-way Conversion N. Spring Street and N. Baylen Street
- Bay Ferry
- I-110 Retrofit Phase I

The CRA Redevelopment Plan identifies the following capital projects as priorities that should begin within the first five years following adoption of the Plan.

Capital Project Priorities and Cost Estimates

Priority	Project	Description	Anticipated Hard Costs
1	Baywalk Phase IA (Palafox to Community Maritime Park)	Design & Construct Public-Access Pedestrian/Bicycle Trail and Associated Amenities - Includes Streetscape Improvements along Cedar Street & Baylen cul-de-sac	\$920,000
2	Baywalk Phase IB (Baylen Slip Improvements)	Negotiate bulkhead & public access easements w/Palafox property owners; Design & construct remaining bulkhead, public access/boardwalk, handicap accessibility & transient docks at northern end of Baylen Slip	\$862,500
3	Donelson Street (Government to Intendencia)	Design & Construct Donelson Street Extension; 1 Block including street, sidewalks, street trees, etc.; Coordinate w/ Corrine Jones Park improvements	\$172,500
4	Corinne Jones Park Redevelopment	Design & Construct upgrades to neighborhood park including streetscape improvements, sidewalks & park facilities; coordinate w/ Donelson Street extension	\$489,000

5	Baywalk Phase II (Maritime Park to Bruce Beach)	Design & Construct Public-Access Pedestrian/Bicycle Trail and Associated Amenities - Includes Bruce Beach improvements, new educational/interpretive nature park, access drive & parking	
			\$759,000
6	Government St. Affordable/Workforce Housing	Acquire remaining land between DeVilliers & Donelson on north side of Government St. and consolidate; Define Standards; RFQ for quality affordable housing; Rezone property	
			TBD
7	Main Street / Bayfront Intervention - Phase I (Clubbs to Baylen Street)	Design & Construct Pedestrian Friendly Main Street with narrowed asphalt, on-street parking, median, wide sidewalks, landscaping, roundabout at Clubbs, etc. Coordinate w/ and/or In conjunction w/ Community Maritime Park and/or ECUA infrastructure projects; coordinate w/ Downtown/NAS transit connector study	
			\$1,207,500
8	ECUA Infrastructure	Design and Construct new infrastructure at ECUA site (street extensions, utilities, streetscape improvements, stormwater conveyance, etc.), coordinate extents & design w/ Community Maritime Park and Main Street intervention projects	
			\$1,035,000
9	Spring Street Road Diet (Gateway to Maritime Park)	Design & construct pedestrian friendly street (possible boulevard) between Garden and Main with wide sidewalks, street trees and on-street parking; coordinate w/ Main Street Intervention Phase I	
			\$1,553,000

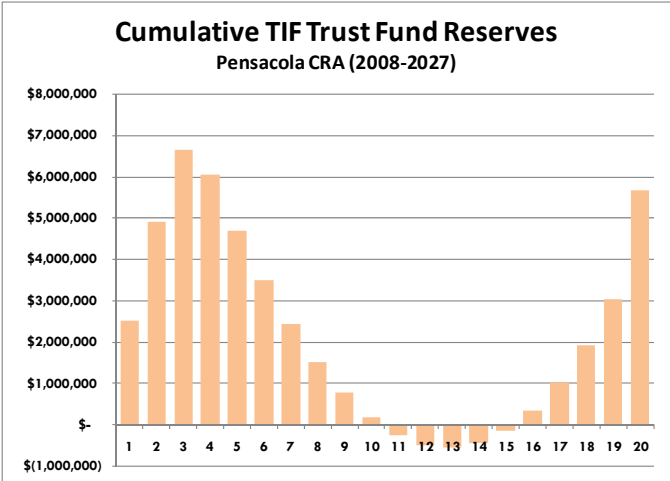
FINANCING AND FUNDING SOURCES

On the heels of Florida’s tax reform provisions of 2007, the Florida legislature imposed a statutory cap bill that imposes property tax rollbacks and caps on cities, counties and independent districts for 2007-08, including independent tax authorities such as CRAs.

HB 1B provides a cap on property tax levies in the future, limiting increases to the percentage change in per capita Florida personal income, plus new construction. A higher rate may be levied in any fiscal year only with an extraordinary vote of the governing body, as defined in the bill, or by referendum. If a county or city exceeds the maximum rate without the required extraordinary votes, it will not receive Half-Cent Sales Tax Revenue distributions for a 12 month period,

In accordance with the tax roll back and cap provisions, the Pensacola CRA projects that it will experience a deficit of \$252,000 in its TIF Revenue Trust Fund by 2018 (Year 11), accumulating to \$1.9 million over five successive years. The projections are in part based on the CRA’s upcoming TIF obligations to finance the public infrastructure for the proposed Community Maritime Park (\$40 million) and the closing and redevelopment (\$19 million) of the ECUA’s wastewater treatment plant on Main Street.

Figure 1



By 2024, the CRA should have sufficient reserves to bond for new capital projects. However, for the next 15 years, projected TIF revenues are fully committed and

additional resources will be needed from other sources. The following section summarizes some of the outside funding sources that can be utilized by the CRA to fund major capital projects in the Community Redevelopment Area. Until specific projects are selected and their funding requirements identified, it is difficult to identify the most appropriate financing strategies. The most appropriate strategies will be those that best address the needs of the project and leverage various sources of public and private funds.

1. Commercial and Infrastructure Funding

- New Market Tax Credits
The New Markets Tax Credits (NMTC) program was created by the Clinton Administration for the purpose of encouraging private investment and development in Low Income Communities (LIC). It is similar to Low Income Housing Tax credits in that it brings significant funding to the LIC. However, the New Markets Tax Credit's purpose is for building infrastructure specifically, rather than residential housing. Recognizing that housing alone will not solve the problems existing in these distressed communities, the program provides for the building of commercial businesses and not-for-profit human service facilities.

The program is very flexible in the type of projects that can be funded and has been used to fund a variety of infrastructure developments: shopping centers, mixed use (housing/retail) facilities, hotels, office buildings, warehouses, charter schools, not-for-profit agencies (both administrative offices, as well as operational facilities).

Over the last six years, the CDFI has authorized funding of \$16 billion. The developers of these projects, both commercial developers and not-for-profit agencies, receive a tax credit of 39% on all developer project costs. While the not-for-profit agencies can not directly use the credits, the NMTC regulations allow the credit to be transferred to other investors, thereby providing a significant source of funds to not-for-profit projects.

In order for a not-for-profit developer to transfer the tax credit, a rather complex financial structure must be established. Because of this, a New Markets Tax Credit transaction takes a considerable amount of time to prepare for and actually complete. The financial structure and syndication of the necessary project funding requires multiple financial institutions, as well as several legal and accounting firms. The actual transaction can take 2-3 months to complete - after all design, construction estimates and permitting processes have been completed.

- Recovery Zone Economic Development Bonds
The American Recovery and Reinvestment Act (2009) earmarks \$10 billion of Recovery Zone Economic Development Bonds ("RZEDBs"). These are governmental bonds to be used for governmental purposes that will allow the county/large municipality to borrow on a lower cost than traditional tax-exempt financing. RZEDBs may be issued for purposes of promoting development or other economic activity, including public infrastructure and construction of public facilities or job training and educational facilities, in an area that has been designated by the county/large municipality as a "recovery zone. RZEDBs are taxable bonds (the interest earned by the holders of the bonds is subject to taxation and the rate of interest paid by the county/large municipality would presumably be higher than that on tax-exempt bonds). However, the federal government would reimburse the county/large municipality for 45% of the interest paid; thus making the true cost of the interest paid lower than that paid on tax-exempt bonds.

Recovery Zone Facility Bonds the Recovery Act earmarks and additional \$15 billion of Recovery Zone Facility Bonds ("RZFBs"). RZFBs permit counties/large municipalities to provide tax-exempt financing for projects which historically would not qualify (e.g. large manufacturing plants, distribution centers, hotels, research parks, etc.). RZFBs are private activity bonds and are classified as "exempt facility bonds" for tax purposes. RZFBs may be issued for any depreciable property that (a) was acquired after the date of designation of a "recovery zone," (b) the original use of which occurs in the recovery

zone and (c) substantially all of the use of the property is in the active conduct of a "qualified business." "Qualified business" is defined to include any trade or business except for residential rental facilities or other specifically listed "bad projects" (e.g. golf courses, massage parlors, gambling facilities, etc.). Volume Cap is not required for RZFBs, and there is no prohibition on acquiring existing property.

2. Affordable Housing

- Capital Magnet Fund

Through the Capital Magnet Fund (CMF), the CDFI Fund provides competitively awarded grants to CDFIs and qualified nonprofit housing organizations to finance affordable housing and related community development projects. The CMF was established as a permanent trust fund through the Housing and Economic Recovery Act of 2008 and will be administered by the CDFI Fund. The CDFI Fund is currently assessing the most effective way to design, implement, and administer the program.

Capital Magnet Fund grant dollars can be used to finance a variety of activities that include:

- The development, preservation, rehabilitation or purchase of affordable housing for low-, very low- or extremely low-income families; and
- Economic development activities or community service facilities which, in conjunction with affordable housing activities, will implement a concerted strategy to stabilize or revitalize a low-income area or underserved rural area

Capital Magnet Awards may be used for the purposes above, and include the following eligible uses:

- To provide loan loss reserves;
- To capitalize a revolving loan fund;
- To capitalize an affordable housing fund;
- To capitalize a fund to support economic development activities or community service facilities, as described in Section 1339(c)(2) of the Act; and
- For risk-sharing loans.

3. Transportation

The U.S. Department of Transportation (USDOT) recently issued guidelines under the American Recovery and Reinvestment Act (ARRA) making it clear that communities will have a new source of funding to jumpstart implementation of local 2010 Campaign for Active Transportation plans. The \$1.5 billion fund created by ARRA enables USDOT to issue discretionary (competitive) grants for surface transportation infrastructure. The guidelines are explicit: The fund may be used to build "new or improved biking and walking infrastructure."

Inclusion of active transportation in this grant program—"Grants for Transportation Investment Generating Economic Recovery" (or TIGER Discretionary Grants)—marks an extension of our initial ARRA victory in which states were mandated to set aside \$800 million extra for Transportation Enhancements (TE) funding in the initial year of the economic recovery bill. Initial TIGER grant awards will be made by February 17, 2010, coinciding with the sunset of the TE boost on the first anniversary of ARRA. It runs for two additional years, as projects must be completed by February 17, 2012.

TIGER Discretionary Grants will focus on relatively neglected transportation priorities. Two key features include: (1) identification of "livability" as one of five "long-term outcomes" that constitute primary selection criteria for grants, and explicit listing of bicycling and walking infrastructure as a means to promote livability; and (2) a liberal approach to granting waivers of the \$20 million grant floor, clearing the way for funding of active transportation projects which seldom reach this threshold. Further, applicants who demonstrate intermodal connectivity and accessibility benefits will be highly competitive.

TIGER Discretionary Grants facts:

- State and local governments are eligible to apply.
- First round applications were due September 15, 2009.
- Grants are made to projects that have a significant impact on the entire nation, a metropolitan area or a region. Transit and other large infrastructure projects will compete for these grants. Package should further integrated active transportation networks.



POLICY AND ZONING

The Plan identifies a number of areas within the Urban Core Redevelopment Area that should be considered for policy amendments to the City of Pensacola Comprehensive Plan's Future Land Use Plan. Specifically, in a number of places, industrial land use policies within the Area are incompatible with adjacent land uses and with the redevelopment activities called for by the Plan. The ECUA site and nearby industrially zoned properties, if developed with industrial uses, will slow redevelopment efforts in the Tanyard neighborhood. Other isolated industrial policy areas have been identified within specific neighborhoods in the Neighborhoods and Districts section of Volume I of the Plan.

While areas of commercial land use policies are generally concentrated in the DIB and Gateway Districts and along major corridors, they encroach into residential neighborhoods in a number of areas. Specifically, the Belmont/ DeVilliers neighborhood and the Tanyard

neighborhood have areas that encourage commercial land uses and allow uses that are incompatible with the residential character of the neighborhoods.

Generally the zoning throughout the Redevelopment Area is consistent with the Comprehensive Plan policies. Accordingly, industrial and commercial zoning districts encroach into residential neighborhoods and areas called for by the Plan to be redeveloped mixed-use neighborhoods with a high concentration of residential uses.

The CRA, in cooperation with City planning department, should review the industrial and commercial policies and zoning districts within the Redevelopment Area and consider a public process to identify those areas that may need to be reconsidered. Likewise, the CRA should carefully review the existing land use categories and zoning districts to determine if the creation of new policy and zoning districts should be considered to support the recommendations of and to carry out the Redevelopment Plan.



CRA PROGRAMS AND ACTIVITIES

In addition to specific capital projects identified in The Plan the CRA will be empowered to provide and may fund services and programs to further carry out the themes and principles of the Plan. Close coordination, cooperation and communication with other public and semi-public agencies is critical for the CRA to be most efficient with its redevelopment efforts. The CRA will seek the aid and cooperation of other agencies and will attempt to coordinate the Plan with activities of each agency in order to achieve the purpose of the redevelopment in the highest public interests. These programs are intended to encourage and promote private enterprise within the CRA.

Redevelopment Assistance

The CRA may help directly stimulate and support private investment in new real estate development, property improvements, new businesses, increased business activity and as a result, create new jobs. The CRA may assist private property owners and developers in redeveloping properties in a number of ways including recruiting businesses and/or developers to do business within the CRA urban core and connecting would-be developers with potential property owners to facilitate redevelopment. The CRA may choose to offer financial incentives in order to fill the economic gap and stimulate redevelopment. The following tools may be used as incentives for private redevelopment:

Florida Enterprise Zone program

There are forty-seven enterprise zones in Florida. These zones are areas targeted for economic revitalization. The Florida Enterprise Zone program offers financial incentives to businesses located in designated areas found in urban and rural communities. These incentives are offered to encourage private investment in the zones as well as employment opportunities for the area's residents. The City of Pensacola's Enterprise Zone encompasses the entire western half of the CRA, including the Port of Pensacola and much of the Gateway District.

Financial Incentives include:

- Enterprise Zone Jobs Tax Credit (Corporate Income Tax)
- Enterprise Zone Jobs Tax Credit (Sales and Use Tax)

- Enterprise Zone Property Tax Credit (Corporate Income Tax)
- Sales tax refund for building materials used in rehabilitation of real property
- Sales tax refund for business machinery and equipment
- Sales tax exemption for electrical energy
- Community Contribution Tax Credit Program

Eligible Businesses:

Tax incentives are offered to all types of businesses that are located within a designated Enterprise Zone who employ zone residents, rehabilitate real property or purchase business equipment to be used in the zone. Tax credits are available to businesses that pay either the Florida Corporate Income Tax or the Florida Sales and Use Tax. Sales Tax refunds and sales tax exemptions are available if eligible purchases are made.

Direct financial incentives for new development - In redevelopment areas, it is often the case that the financial gaps exist that makes projects financially infeasible. This is because local rents are often too low to generate adequate rates of return, given higher cost factors for land acquisition and building renovations,

- Multi-Family Development - Incentives for residential development should be reserved for the creation of new affordable housing or mixed income housing in the CRA. The purpose of the incentives should be to keep some or all units in a development affordable based on local fair market rents. This can be achieved through the use of state and federal tax credits, site and infrastructure incentives, and rent subsidies.
- Single Family Development - Mortgage write downs by the CRA is a method usually used to encourage residential development and home ownership in the downtown area. Funds from the CRA are offered to qualified potential home buyers (low-moderate income, first time buyers, etc.) to increase their down payment, thereby decreasing mortgage payments. The CRA usually takes an ownership interest in the dwelling for a predetermined period of time to guarantee against misuse of the funds. The pursuit of non-CRA resources for housing development such as SHIP and CDBG programs should be combined is strongly encouraged as well.

- Commercial Development - Commercial developments must be market feasible as well as financially feasible in order to be successful. While the CRA cannot greatly impact the market feasibility of a new commercial development, it can improve project's financial feasibility. Site acquisition, infrastructure and street improvements, parking, and building renovations are just some of the cost items that can be funded in whole or in part through the CRA. These improvements are usually funded through the City's Capital Improvement Plan or program, using sources such as property assessments, general funds and tax increment finances.

In addition, the CRA could take an equity position in a project, thereby contributing cash or land to the project with a return in the form of profit sharing. This CRA participation has the effect of reducing developer costs and can be used for projects such as redevelopment and parking structures.

The CRA will be empowered to financially subsidize commercial, residential, and mixed-use private development projects, including but not limited to, direct grants, and the sale of real estate owned by the CRA at a discounted price. The CRA will prepare and adopt guidelines for determining eligibility and the amount of the incentive payment or discount.

- Land Writedowns and Deferred Land Payments - Traditional redevelopment projects used land write-downs to attract developers to redevelop sites and the incentive is still popular. After an analysis of the residual value of the land (calculated by capitalizing the net income to arrive at the value of a project and matching it with the capital cost of producing or replacing it), the write-down, or reduction of price to a level the proposed development can support can be established. Alternatively, rather than a one-time payment for the land, the public entity holding the land could agree to receive installment payments from the developer. This practice reduces the requirement for front-end cash and allows the developer to stage the payments to better match cash flow from the project.
- Ground Leases - Ground leases are not new to the City of Pensacola and have been employed within the CRA in the past. Public entities, using vacant public lands, enter into long-term, unsubordinated, participating ground leases with developers to create

additional cash flow to supplement tax revenues. In some instances, the public sector negotiates lower lease payments in exchange for developers' providing limited building space. Long-term leases are increasingly used in publicly assisted development because they are so flexible. The lease can provide for a minimum base payment, plus a percentage of income generated by the project or by some other graduated arrangement. Thus, if the project does well, the city shares in the income and can recover some or all of its costs. Ground leases, moreover, can be subordinated if necessary, that is, the city can execute a mortgage of its land as security for the development loan made to the lessee.

For the developer, such long-term leases can greatly improve the net return on investment through improved financing terms, reductions in the equity required and tax advantages. With a subordination clause in the lease, the advantages are even greater. The disadvantage is that cash flows to the public entity are reduced when the land is leased rather than purchased.

Regulatory Incentives

- Density Bonuses and Rezoning - By using its land use ordinance, the city can create value for a site by upgrading the land use or density allowed as well as by creating disincentives for developing in competing areas. It is important to note, however, that increased density might not translate into increased value if the market cannot support the size of the project.
- Fast Track Permitting - In addition, a major cost/obstacle to redevelopment is the time and effort involved in the planning/permitting process. A "fast-track" process for development could be created to expedite certain desired projects. For example, Sarasota County and the Committee for Economic Development of the Greater Sarasota Chamber of Commerce have developed a program called SMART (Sarasota Means Action Response Team) that is designed to enable certain businesses to move through the review and approval of development plans at a quicker pace. This effort should be coordinated with the Chamber of Commerce and the City's Planning Commission.

Interest subsidies on loans for property improvements -

Owners of commercial or residential properties often cannot justify the cost of renovations because rents will not increase enough to provide an acceptable return on investment. Individual condominium owners and condominium associations often simply cannot afford to make the needed improvements. The CRA will be empowered to pay a portion or all of the interest on loans that business operators, property owners, condominium owners, or condominium associations acquire from a third party lender to make property improvements. Eligible improvements shall include, but not be limited to, facade treatments, landscaping, parking lot upgrades, lighting, and signage. The CRA will prepare and adopt guidelines as to the type of renovations that will be eligible and the amount of the interest subsidy.

Direct and indirect financial incentives for property improvements -

The CRA has the power to financially subsidize the cost of property improvements through grants to business operators and property owners, including commercial properties, and rental apartment properties. Eligible improvements shall include, but not be limited to, facade improvements, landscaping, parking lot upgrades, lighting, and signage. The CRA will prepare and adopt guidelines as to the type of eligible costs and the limits on the amounts of the grants. Indirect incentives also include:

- Preservation Easements - Building owners might agree that a building's exterior physical features will not be changed to preserve its historical or architectural importance. Cities might convey buildings to developers under an agreement that the developer donate the exterior to the community while renovating the interior for income-producing uses. The effect is a reduction in frontend costs through the tax savings generated by the charitable contribution. Cities also covenant with developers to make no changes to any part of a building, interior or exterior, with this loss in value representing a charitable contribution that can qualify as a tax deduction for the acquiring developer. With Pensacola's strong downtown historic preservation initiative, this may become an important strategy for ensuring future private sector preservation.

Financial incentives for new businesses - Attracting new businesses will be critical to the success of the redevelopment and revitalization of the commercial portions of the community redevelopment area. The

ability to offer financial incentives increases the potential for success in attracting the numbers and types of businesses needed and desired to create a sustainable business community.

- Low-Interest Loan Pool - This is an effective tool for attracting new businesses and assisting existing businesses that want to expand. Private foundations and local banks are the primary sources in establishing these programs. Local banks that participate in such programs are eligible for Community Reinvestment Act (CRA) credits that they are required to fulfill on an annual basis. Loans are often made at or below the prime interest rate as an incentive for locating in targeted areas of the community or to attract specific types of businesses. Under this scenario, a consortium of financial institutions would be organized to provide a pool of low-interest financing for business expansion, working capital, equipment, and space improvement for targeted business types. Financial institutions have the resources and experience in evaluating business plans and lending procedures to carry out this program most effectively.

For the downtown area, loan programs should be geared to restaurants, specialty retail, and upper-floor development with professional office uses or new dwelling units.

- Public Lease Commitment - A public commitment to lease space in a new development makes it considerably easier for a developer to obtain financing. Even if government commits itself to leasing, only a minor portion of a proposed project (its favorable credit rating as a lessee) makes it easier for the developer to obtain other lease commitments. By carefully structuring the terms of rent escalation and renewal options, a municipality can minimize the cost of space at the same time it encourages private development. This approach may be necessary to help stabilize cash flow for a new Class A office building downtown, while the rest of the building absorbs slowly.
- Section 108 Guaranteed Loans - Section 108 of the Housing and Community Development Act allows communities entitled to CDBG moneys to borrow against future grants to finance major projects. Communities can borrow up to three times their annual CDBG allocation and repay the loan over a

period up to six years by pledging the future CDBG funds as security. Section 108 loans, administered by HUD, can be used for almost any CDBG-eligible rehabilitation or economic development project and because of the collateral, loan rates are low. The application process is short as well ~ six to eight weeks.

Section 108 loans are not affected by the caps on volume and other restrictions of the Tax Reform Act of 1986, nor are they limited by any local debt ceilings. The amount of funds available is up to three times the annual entitlement amount. The funds borrowed are repaid over a six-year period from the city's entitlement. The repayments can be made from the cash flow of the development either for the full amount or portion. These repayments by the developer can also be secured with lines of credit, property, personal net worth, etc. The repayment of these moneys could come in whole or part from the developer so as not to limit the city's use of CDBG funds in the future. The restrictions on CDBG moneys involve benefit to very low, low- and moderate persons.

The CRA can use redevelopment trust fund monies to pay incentives to new businesses that locate in or established businesses to relocate to the community redevelopment area. The CRA will prepare and adopt guidelines as to the type of businesses that will be eligible and the amount of the financial incentive.

Residential Rehabilitation- The appearance and integrity of residential neighborhoods within the redevelopment area is critical to its success. Accordingly, the CRA may provide grants or loan interest subsidies, or a combination thereof, to residential property owners, condominium owners, and condominium associations for the rehabilitation of their properties. These funds can be used for a broad range of permanent (fixed) improvements including, but not limited to, roof repair, landscaping, painting, parking and driveway upgrades, and sewer hook-ups.

Infill & New Housing - Land assemblage is one of the most important assistance provided to private developers, particularly those that are planning larger scale development. The CRA should identify vacant lots within the redevelopment area for the development of new housing. The Agency shall recruit developers and builders to fulfill this goal. The CRA will be empowered

to give grants to such developers and builders to reduce the costs of developing the new housing structures. The CRA will prepare and adopt guidelines for determining eligibility and the amount of the incentive payment or discount.

- Community Development Block Grants - CDBG funds can be used for direct or secondary loans to developers; to fund loan guarantees; collateral; insurance costs on notes, bonds and loan fees; and for planning and administrative costs related to a city's development program. The objectives that must be met to receive CDBGs have become increasingly difficult to meet, however. CDBG-funded activities must meet one or more of three objectives: 1) benefit low and moderate-income people (60 percent of the people benefiting from the funded activities must be low or moderate income); 2) eliminate slums and blight; and 3) fill urgent community needs. Furthermore, union wage requirements imposed by federal legislation discourage use of the funds.
- CDBG Floats - Under this concept, a Community Development (CD) entitlement grantee may take advantage of the unexpended moneys available in its CDBG line of credit for short-term financing needs for activities which are eligible for CDBG funding. Under this arrangement, the city would request the use of funds which have not been expended and will not be expended during the time-frame for which the CD float funds are needed. These funds are not dependent upon federal funding cycles and may be approved at any time during the year if sufficient unexpended moneys exist. This type of approach works well with construction financing for residential and commercial development projects. The CD moneys can be provided at below-market rates and thus making a project feasible. The construction period also represents the highest risk and thus most difficult portion of a project to finance.

Homeowner Reinvestment Grant - Upon application to the Agency, owners of real property with a "Homestead Exemption" may apply for grant funds for uses that will be outlined by the Agency. The funding levels will be proportional to the TIF increment paid by the owner. Eligible owners of the real property within the community redevelopment area may be eligible for the life of the redevelopment trust fund.

Mortgage Subsidies and Second Mortgage Assistance - In order to encourage homeownership, the CRA may provide subsidies to reduce the costs of purchasing a house or condominium unit. The Agency shall have the authority to structure such subsidies in a variety of ways, including but not limited to, grants to be applied toward the purchase price and second mortgages wherein no repayment is required during the homeowner's period of ownership. The CRA must be repaid the grant or second mortgage principal upon the sale of the residential property. The Agency will prepare and adopt guidelines for determining eligibility, penalties, and procedures.

Matching Funds for Grants - As provided by Chapter 163, Pmt III, *Florida Statutes*, CRAs may apply for and receive grants. Most grant programs require some level of matching funding from the recipient. The CRA will be empowered to use monies to provide matching funds for grants, regardless of what entity applies for the grant, provided the proceeds of the grant will be used for community redevelopment within the redevelopment area.

Land banking and site assembly - In order to help further the purposes of the Plan, it may be necessary from time to time for the CRA to purchase a property or multiple properties either for current or future redevelopment opportunities.

- The CRA will be empowered to purchase properties to hold for current or future opportunities or to assemble with other properties.
- The CRA may also pay for related costs, including but not limited to, transaction costs, site clearance, demolition, and repairs.
- The CRA also may pay for costs associated with the disposition of property it acquires, including but not limited to, marketing, the request-for-proposal (RFP) process, and transaction costs.

This program shall be utilized as a secondary tool after efforts have been made to encourage the private sector to take the lead in response to redevelopment opportunities. The City and the CRA will seek to purchase real property on the basis of negotiated voluntary sales. At the time of the adoption and approval of this Plan, there are no specific properties that the CRA is proposing to purchase using eminent domain.

Business relocation - The CRA may assist businesses with moving expenses to relocate to the Redevelopment Area and may also assist existing businesses within the Redevelopment Area to relocate to make way for redevelopment activities consistent with The Plan.

Environmental improvements - As redevelopment occurs, private properties within the Redevelopment Area may be found to contain environmental contamination. The CRA is empowered to provide financial assistance to property owners and developers to cover costs associated with environmental cleanup as part of the redevelopment of such properties.

Prepare sites for redevelopment - The CRA may prepare or cause to be prepared as building and development sites, any property in the Redevelopment Area owned or acquired by the CRA or any other person, in order to redevelop the site in accordance with the Plan. Such site preparation may include, but is not limited to demolition, building rehabilitation, building relocation, infrastructure, utilities, environmental cleanup and grading.

Marketing research - The CRA may fund market research in order to assist developers, owners and businesses with assessing the market potential and viable mix of retail, restaurant, office and residential for the Redevelopment Area or for specific projects.

Business and developer recruitment - The CRA may fund recruitment efforts to attract new businesses, residents, investors and developers to the Urban Core Redevelopment Area.

Real Property Acquisition & Disposition

Property acquisition - The CRA may acquire real property or air rights by purchase, condemnation, gift, exchange or other lawful means in order to carry out the intents and purposes of the Plan. Property may be acquired for either public use or to be disposed of for private development in accordance with the Plan. Key redevelopment sites have been identified in the Plan, however, other properties may become available or may be identified as important parcels for the CRA to pursue acquisition in order to carry out the objectives of the Plan.

Real property disposition - The CRA is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property. To the extent permitted by law, the CRA is authorized to dispose of real property by negotiated sale or lease. All real property acquired by the CRA in the Redevelopment Area shall be sold or leased for development for fair value in accordance with the Plan and as required by the Act.

The CRA may reserve such powers and controls through disposition and development documents with purchasers or lessees of real property from the CRA as may be necessary to ensure that development begins within a reasonable period of time and that such development is carried out pursuant to the purpose of the Plan. The leases, deeds, contracts, agreements and declarations of restrictions relative to any real property conveyed by the CRA may contain restrictions, covenants, covenants running with the land, conditions subsequent, equitable servitudes, or such other provisions necessary to carry out the Plan.

All property in the Redevelopment Area is hereby subject to the restriction that there shall be no discrimination or segregation based upon race, religion, sex, age or national origin, in the sale, lease, sublease, transfer, use, occupancy, tenure, or enjoyment of property in the Redevelopment Area.

Building Demolition, Rehabilitation and Relocation

Demolition - The CRA may demolish, clear, or move buildings, structures and other improvements from any real property in the Redevelopment Area which it has acquired and as may be necessary to carry out the purpose of the Plan.

Building rehabilitation - The CRA may rehabilitate or may as a condition of sale, lease or owner participation, require a redeveloper or owner-participant to rehabilitate, remodel, alter, restore, repair or otherwise improve property that is the subject of the sale, lease or Owner Participation Agreement.

The CRA may pursue the purchase of underutilized or dilapidated structures within the Redevelopment Area, may work with the owner(s) through a joint venture to redevelop and/or rehabilitate such structures (e.g.

Commercial Façade Improvement Program) and may help existing building owners recruit businesses to occupy such structures in order to ensure these structures perform to their potential.

Structure relocation - In the event that a particular structure which is in an area that is proposed for redevelopment is determined by the City and/or the CRA as worthy of being preserved, the CRA may, if they determine preservation is feasible, authorize funding necessary to move the structure to another location within or outside the redevelopment area.

Property Management and Maintenance

Property management - The CRA may manage property owned by the City within the Redevelopment Area either directly or indirectly through the employment of agents, employees, independent contractors or other persons.

Landscape & site maintenance - The CRA Plan identifies a number of projects within the public street right of way and in public open spaces that will require an increased level of maintenance once the project is completed and open to the public. The CRA currently has an Interlocal Agreement with City Parks and Recreation Services to provide a higher level of maintenance in park spaces within the downtown. The CRA may contract with a public agency or a private contractor to provide ongoing maintenance for these projects which may include irrigation, electrical services, trimming and mowing, gardening and hardscape upkeep.

Public Improvements, Beautification & Infrastructure

The Plan identifies specific public improvement projects to be implemented. In addition, the CRA may undertake and fund, in cooperation with the City and in coordination with City departments and utility companies, public infrastructure improvements throughout the Redevelopment Area as deemed necessary by the Agency to carry out the Plan. These programs are not designed to replace the City's funding already allocated for capital improvements in the area but rather to augment them. Improvements may be funded in conjunction with private development activities as incentives for redevelopment. The CRA may establish specific funds to assist private property owners with infrastructure improvements (e.g. the Sidewalk

Partnership Fund). Such improvements may include, but are not limited to the following:

- **Streetscapes** - paving, striping, curb & gutter, widening, narrowing, signalization, signage, street trees, landscaping
- **Pedestrian improvements** - such as sidewalks, crosswalks, trails, lighting, furnishings, bike racks, etc.
- **Landscaping & hardscaping**
- **Parking improvements** - provision for on-street parking, parking structures (public and private), parking lot improvements (landscaping, lighting, striping, paving); public parking facilities and public/private parking joint ventures
- **Open space, parks and public space enhancements** - parks, plazas, passages, trails, boardwalks and recreation facilities including accessibility improvements
- **Transit** - trolley, bus, bus rapid transit (BRT), ferry, water taxi, etc.
- **Public Art**
- **Waterfront & bay improvements** - bulkheads, docks, marina slips, boardwalks and promenades, erosion control, etc.
- **Utility upgrades** - Upgrades to water, gas, sanitary sewer, phone, data, electric and other utilities
- **Overhead utility relocation** - relocation of overhead utilities to alleys and/or underground shall be coordinated with utility electric company, phone, cable and data providers and the City
- **Storm water management** - storm water treatment (bio-swales, rain gardens, BMPs), detention, retention and conveyance
- **Environmental improvements** - hazardous material cleanup, bay water-quality improvements, erosion control, etc.
- **Signage** - District identification, district gateway, way-finding, etc.

Event Programming, Advertising and Promotions

Event Programming - Downtown events are important to bring people to the urban core. Regular weekly, monthly and annual festivals and events, along with special one-time occasions will draw local citizens who may not utilize downtown regularly as well as visitors from the region and nation. The CRA may develop, coordinate, encourage and promote events designed to enliven public spaces, streets, cultural venues and businesses within the

downtown. These events should be designed to stimulate business and to promote downtown.

Advertising and promotions - The CRA may assist with funding and management of promotional activities in order to raise awareness and interest in the Redevelopment Area, to provide support for area businesses and to help brand Pensacola's urban core regionally and/or nationally. Promotional campaigns should be aimed at increasing business volume, development activity and residential interest in the Redevelopment Area. The CRA may fund staff, consultants, events, advertising/promotional materials, distribution, media advertising and other promotional activities. The CRA should coordinate advertising and promotional activities with other local agencies and organizations such as the Downtown Improvement Board, the Chamber of Commerce, the Pensacola Bay Area Convention and Visitors Bureau, and local arts/cultural organizations in order to leverage and optimize each organizations efforts and funds.

Code Enforcement

The CRA may fund increased code enforcement services in order to increase the marketability, appearance and safety within the Redevelopment Area. Cooperation with the City enforcement officials will be critical to carry out this program in a fair and coordinated manor. The CRA may reimburse the City for additional code enforcement officers to serve the Redevelopment Area.

Community Policing Innovations

Community policing innovations are one approach that may be initiated to target criminal activity within a community redevelopment area. The Community Redevelopment Act describes "community policing innovations" as a "policing technique or strategy" designed to reduce crime by reducing opportunities for, and increasing the perceived risks of engaging in criminal activity through visible presence of police in the community, including, but not limited to community mobilization, neighborhood block watch, citizen patrol, foot patrol, neighborhood storefront police stations, field interrogation or intensified motorized patrol. Community policing innovations may be considered to be funded by the CRA within specific areas of the Community Redevelopment Area.

Administration and Professional Consulting Services

The CRA is empowered to fund all operational, management and administrative activities of the Agency including, but not limited to employees' salaries and benefits, equipment, supplies, software and vehicles. The CRA is empowered to hire private consultants for expert and temporary services to carry out the Plan.

Not-for Profit Entity

The CRA is empowered to create a not-for-profit entity to facilitate receipt of outside source funding for purposes of implementing the CRA Plan.