

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





# Volume II

## Implementation Plan

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# 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%
<b>TOTAL</b>	<b>2,780</b>	<b>100.0%</b>

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%
<b>TOTAL</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>	<b>100.0%</b>

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 9<sup>th</sup> 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 Wakebord 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 9<sup>th</sup> 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



Commendancia 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. Commendancia Street offers a wide right-of-way and adjacent publicly owned land to complete the Baywalk connection to Commendancia Slip.



Recommended Phase IV improvements include:

- Cedar Street and Commendancia 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 17<sup>th</sup> 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 9<sup>th</sup>
- New roundabouts at 9<sup>th</sup> 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, 10<sup>th</sup> Ave, Romana St, and 9<sup>th</sup> 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 9<sup>th</sup> 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 9<sup>th</sup> Avenue and Romana Street R.O.Ws. along wide, tree lined sidewalks
  - Buildings should conceal parking lots/structures from 9<sup>th</sup> 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 9<sup>th</sup> Avenue (e.g. retail shops, cafes, restaurants, etc.)



**Technology Park Development** site located north of the Aragon neighborhood bounded between Florida Blanca Street, 9<sup>th</sup> 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

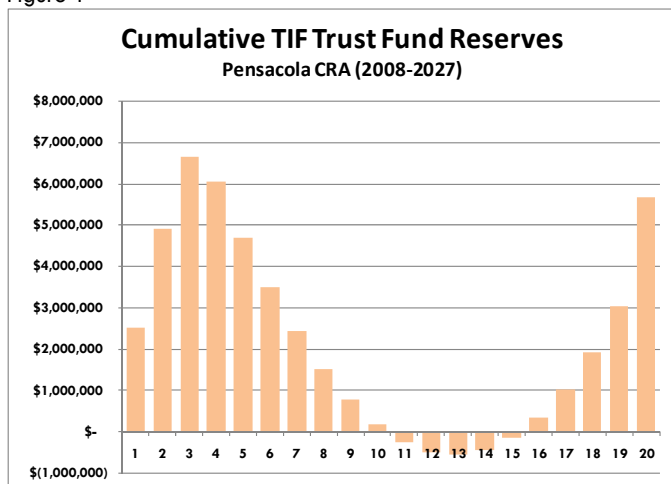
# FINANCING AND FUNDING SOURCES

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 event 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.