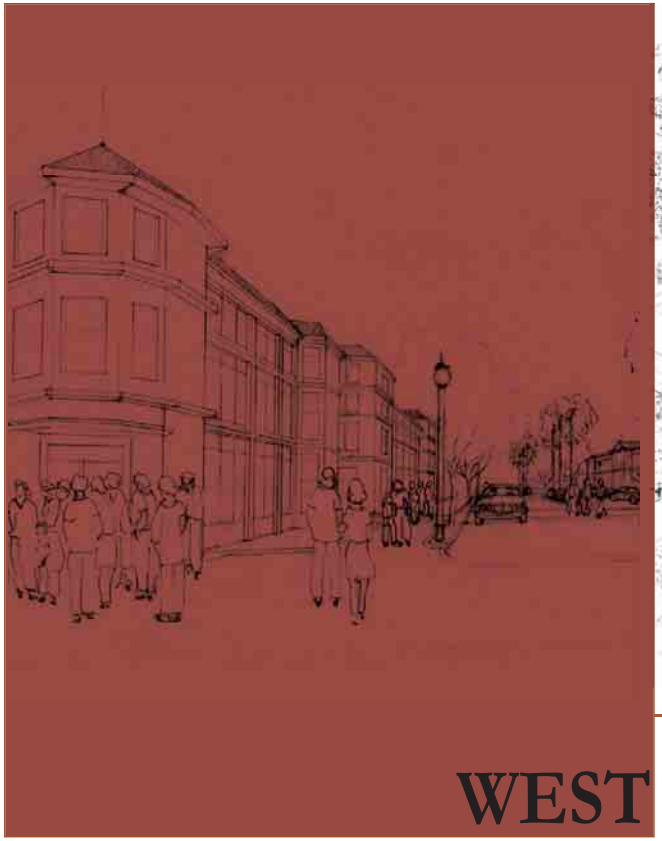

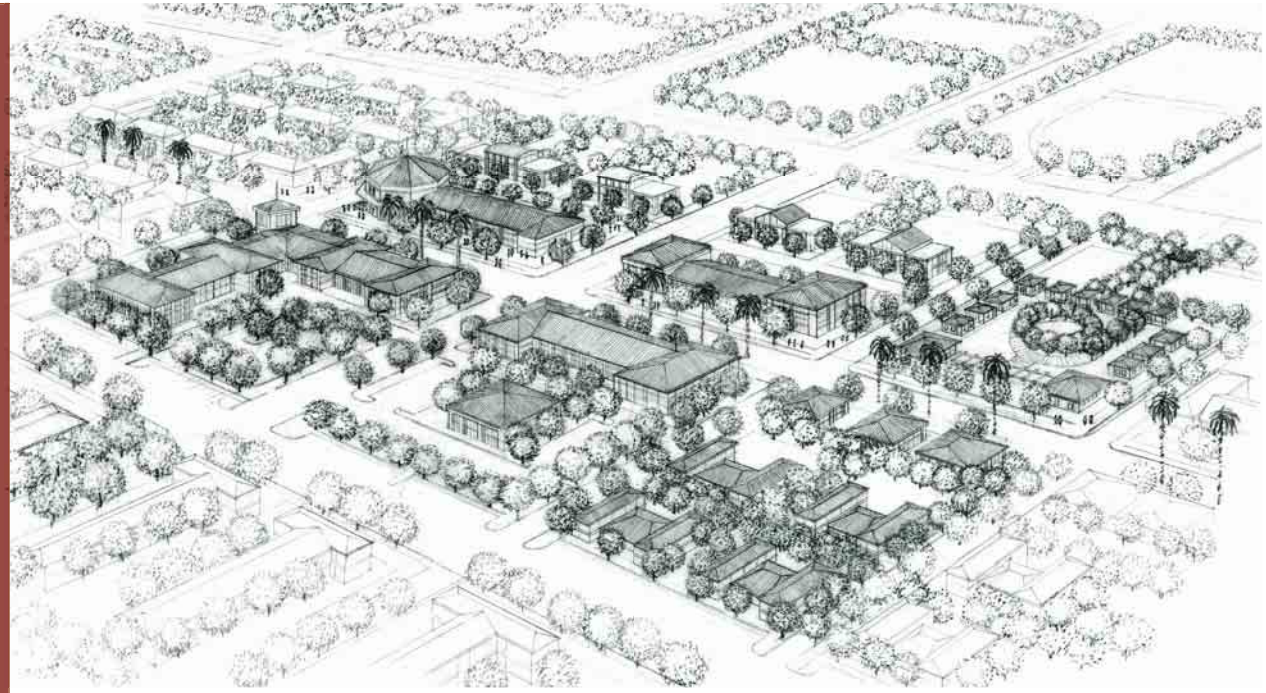

# WEST SIDE NEIGHBORHOODS PLAN

Prepared for:
The City of Pensacola, Florida

# WEST SIDE NEIGHBORHOODS PLAN

**Prepared For**

**The City of Pensacola, FL**
**September 2005**

Prepared By:

THE RMPK GROUP

Community and Regional Planning
Environmental Planning
Landscape Architecture
Land Planning
Urban Design

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Chapter 1

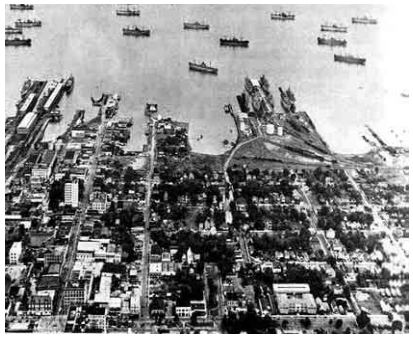
# INTRODUCTION

# Overview

The City of Pensacola is located in Escambia County, in northwestern Florida covering about 23 square miles of land area in the southwestern part of the county. The City is situated 50 miles east of Mobile, Alabama and is directly connected to Tallahassee, the state capital via Interstate 10.

Having been under the control of the Spanish, French, English, American and the Confederates throughout its history, the City of Pensacola is also known as the 'City of Five Flags'. Established in 1559, Pensacola is one of the oldest cities on the National Register Historic Districts.

Similar to other urban areas in the country, the neighborhoods within Pensacola's urban core face many challenges such as declining inner city population, poor housing conditions and economic development concerns. The City of Pensacola's location on the Florida Panhandle makes it prone to hurricanes and much of the City experienced severe declining conditions after Hurricane Ivan damaged a large number of homes and businesses in 2004.



Port of Pensacola

Historic Pensacola

Downtown Pensacola

The City of Pensacola has undertaken several revitalization and development projects to improve its economic position in the region. The City established a Community Redevelopment Agency (CRA) in 1980 to guide redevelopment initiatives and foster private investment in the downtown district utilizing tax reinvestment. The CRA has established programs including the Commercial Façade Program, the Alcaniz Streetscape Initiative and the Pensacola Historic Downtown Plan to promote innovative redevelopment activities in the community. The City of Pensacola is one of the most proactive agencies in the region that has initiated programs in the past aimed at addressing the environmental concerns of its urban areas.

In addition, the City continues its efforts to facilitate community participation as an active planning tool and focus on building the neighborhoods as the building blocks of the community and economic development. This report presents a neighborhood redevelopment plan for the West Side Neighborhoods in support of the City's efforts to provide a high quality of life for its citizens.

# Project Approach and Plan Content

The City of Pensacola developed their Neighborhood Planning Process in 2001 to actively engage the citizens in the community development process. This project aims to address specific neighborhood concerns and identify areas for neighborhood development, protection and revitalization and includes the area known as the West Side Neighborhoods. The West Side Neighborhoods Plan aims to:

- Assess current physical and economic conditions
- Identify assets, issues and concerns
- Provide recommendations to achieve sustainable long term economic goals
- Devise implementation strategies and capital projects related to the redevelopment proposal

## Inventory and Analysis

The Plan was developed through an extensive inventory and analysis of existing conditions witnessed in the West Side Neighborhoods. The inventory which is elaborated in Chapter 2 (Neighborhood Assessment), looked at population and demographic trends, evaluated past and current land uses as outlined in previous plans, as well as zoning utilities, and transportation issues.

The data gathering process also included a series of focus group meetings and public workshops to obtain citizen input in the planning process. This process also incorporated a written survey. The workshop summaries are contained in the appendices at the end of the document and the results of the survey are contained in Chapter 2.

With the completion of the inventory, an analysis was undertaken of the data including site observations. The analysis describes the area's assets and identifies issues to be addressed through the planning process.

The analysis also noted several issues including: traffic and pedestrian circulation, deterioration of physical conditions and the existence of irregular and/or small lot sizes. While there are issues to be addressed, the analysis found many opportunities for public realm improvements in the form of streetscapes, gateways, parks and trails as well as the future propensity for market driven redevelopment activity in the private sector.

## Concept Plan

The Concept Plan was developed after analyzing the existing conditions in the redevelopment area and determining the issues and concerns as expressed by members of the community. The Concept Plan summarizes the general intent of the redevelopment program and provides a guideline for promoting the sound development and redevelopment of the properties in the neighborhood. Opportunities for public improvements, anticipated redevelopment activities, and proposed future land use composition are identified and graphically illustrated in the Concept Plan.

## Implementation Strategies

Chapter 4 of the Plan contains a description of the organizational framework and the roles that should be undertaken by various agencies and stakeholders. This chapter further talks about implementation functions and financing options available for the redevelopment efforts.

## Capital Projects and Program Initiatives

Chapter 5 of the Plan contains a description of proposed projects and programs that the City should pursue to implement the redevelopment effort, including an organizational framework and a list of various funding sources.

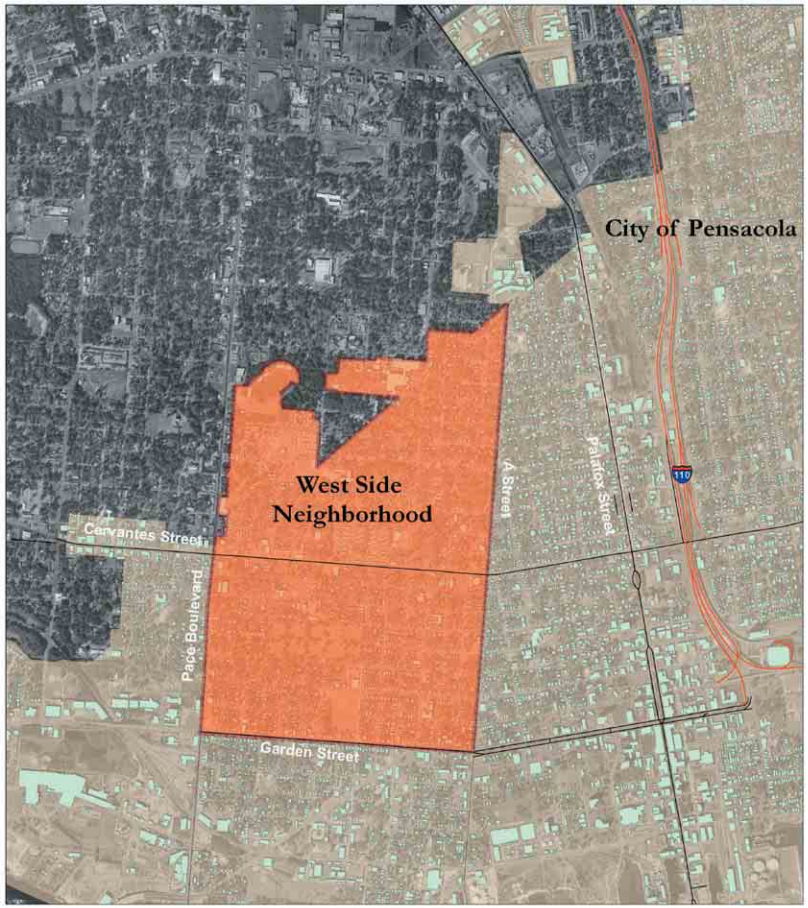
Finally, the Plan contains several appendices that provide supplemental data and information. Appendix A contains a summary of the information obtained during public workshops. Appendix B provides the neighborhood survey results that serves as the foundation for many of the recommendations that have been prescribed in the document. Appendix C describes in detail the financing sources referenced in the Plan.

# Geographic Context

The West Side Neighborhoods are located in the south western part of the City of Pensacola. The boundaries of the project area are defined by Pace Boulevard on the west, Garden Street on the south, A Street on the east and the northern boundary defined by Pensacola City limits.

The general character of the project area is residential with scattered commercial establishments along the arterial corridors. Cervantes Street bisects the neighborhood and is the major thoroughfare connecting the West Side Neighborhoods to the rest of the city.

Within a half mile distance of the neighborhoods is the City of Pensacola's Downtown. A Street serves as the West boundary of the City's established Community Redevelopment Area. Also, three miles to the East is the Historic Downtown District that is linked through Garden St. and Cervantes St, the two major commercial development corridors of the West Side Neighborhoods.



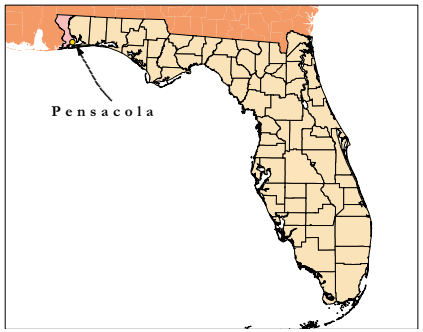




Fig 1.1 Map showing location of Pensacola in Florida

West Side Neighborhood Aerial Photo Map

City of Pensacola, Florida

2,700 1,350 0 2,700 Feet

Fig 1.2 West Side neighborhoods Aerial Photo Map

Chapter 2

# NEIGHBORHOOD ASSESSMENT

# Inventory and Analysis

This chapter describes the overall context in which the West Side Neighborhoods are situated in the City of Pensacola. The preparation required an understanding of the physical and socio-economic conditions of the neighborhood supported by a detailed analysis of the area's opportunities and constraints. Information for the inventory was collected from previous planning studies, interviews with city staff, residents and business owners, and technical documents. Meetings were held with the residents to determine their concerns and assess opportunities regarding the West Side Neighborhoods. The results of the inventory and analysis were the guiding framework for the formation of clear goals and objectives for the Redevelopment Plan.

During the first presentation of the assessment of conditions in the neighborhood, including findings of the community's demographic profile, the statistics sparked the interest of the participants in the public workshop who felt that trends in population decline have reversed since Hurricane Ivan. Recent data collected from the City confirms the participants' observations concerning the increase in the City's population (Table 2.1). However, due to the lack of availability of similar data for the West Side Neighborhoods, the same population growth cannot be assumed for the West Side neighborhoods.

**Pensacola Annual Profile**

| | 2000 | 2001 | 2002 | 2003 | 2004 |
|---|---|---|---|---|---|
| **City Population Estimate (1)** | **56,255** | **56,275** | **56,271** | **56,307** | **56,366** |
| Population Change | - | 20 | -4 | 36 | 59 |
| % Population Change | - | 0.04% | -0.01% | 0.06% | 0.10% |
| Births (2) | 878 | 985 | 1,053 | 1,126 | |
| Deaths (2) | 799 | 784 | 798 | 795 | |
| Natural Increase | 79 | 201 | 255 | 331 | |
| Net Migration | - | -181 | -259 | -295 | |

Table 2.1 Pensacola Annual Profile

| | CITY OF PENSACOLA | WES TSIDE NEIGHBORHOODS |
|---|---|---|
| 2004 | 54,392 | 4,643 |
| 2009 est. | 52,299 | 4,347 |

Table 2.1 Population in City and the Study Area

| | CITY OF PENSACOLA | WES TSIDE NEIGHBORHOODS |
|---|---|---|
| 2004-2009 est. | -3.85% | -6.38% |
| 2000-2004 | -3.31% | -5.11% |
| 1990-2000 | -4.50% | -4.92% |

Table 2.2 Population Growth Rate 1990-2009

## Demographics

The demographic data was provided by the City of Pensacola and future projections were obtained from Claritis Inc., estimated in August 2004.

## Population Decline

The population projections are based on the trends established based on Census data collected between 1990 and 2000 and will become reality only if these trends continue. The City of Pensacola's population was estimated to be 54,932 in 2004 with the West Side Neighborhoods comprising of 4,643 residents. The West Side neighborhood population has been decreasing since 1990 at a greater rate than the City. Claritis Inc. estimates a further loss of population by the year 2009 in both the City and the West Side Neighborhoods by 3.85 per cent and 6.38 per cent respectively. This loss of residents has resulted in a low income concentration and signs of an unstable inner city. (Table 2.2 and Table 2.3)

## Neighborhood Conditions

The decline of the city's households is one of the significant trends affecting the West Side Neighborhoods. According to the 2000 Census, 2001 households resided in the West Side Neighborhoods. However, the estimate for 2004 (Table 2.4) shows a decrease in neighborhood households by 5.32 per cent and a further decrease of 6.95 per cent is

| | CITY OF PENSACOLA | WEST SIDE NEIGHBORHOODS |
|---|---|---|
| 2004-2009 est. | -3.75% | -6.95% |
| 2000-2004 | -3.13 | -5.32% |
| 1990-2000 | -5.95 | -5.35% |

Table 2.4 Growth in Family Households

| | CITY OF PENSACOLA | WEST SIDE NEIGHBORHOODS |
|---|---|---|
| Owner Occupied | 63% | 45.5% |
| Rental | 37% | 54.5% |
| Single Family Detached | 69% | 67% |
| Median Own. Occ. Value | $118,000 | $57,317 |
| Median Year Built | 1968 | 1950 |

Table 2.5 Housing

| | CITY OF PENSACOLA | WEST SIDE NEIGHBORHOODS |
|---|---|---|
| Average | $63,604 | $33,725 |
| Median | $46,738 | $19,646 |

Table 2.6 Family Household Income

projected between 2004 and 2009 for the West Side neighborhood households. The declining housing data could be linked to the disinvestment experienced in the neighborhoods and is a constraining factor impeding growth in the area.

Furthermore, Table 2.5 indicates a higher rate of owner occupied housing in the City of Pensacola with the housing stock being slightly newer and more expensive as compared to the West Side Neighborhoods. The median value of owner occupied housing in the West Side Neighborhoods is less than half of the value of homes in the rest of the City. The low home ownership rates translate to low housing values and tax revenues for the neighborhood.

## Age, Race and Educational Attainment

In 2004, the West Side Neighborhood residents showed distinctly different racial and education characteristics compared to the City of Pensacola as highlighted in below and in Table 2.8 and Table 2.9.

- The West Side Neighborhood residents have a lower average age than the City and while both populations have younger than average males, males in the West Side Neighborhoods are significantly younger than for the City as a whole.
- 79 per cent of the West Side Neighborhood residents are African American – a share 47 per cent greater than that of the City's African American population.

| | CITY OF PENSACOLA | WEST SIDE NEIGHBORHOODS |
|---|---|---|
| At or Above Poverty Level | 90% | 76% |
| Below Poverty Level | 10% | 24% |
| Fem. Householder w/Child. | 8% | 24% |

Table 2.7 Poverty Status of Families

| | CITY OF PENSACOLA | WEST SIDE NEIGHBORHOODS |
|---|---|---|
| Average Age | 40 | 38 |
| Male | 38 | 34 |
| Female | 42 | 41 |

Table 2.8 Age by Gender

| | CITY OF PENSACOLA | WEST SIDE NEIGHBORHOODS |
|---|---|---|
| White | 63% | 17% |
| Black | 32% | 79% |
| Other | 5% | 4% |

Table 2.9 Population by Race

- The West Side Neighborhoods residents have a lower level of educational attainment as compared to the rest of the City. Approximately 38 per cent of the West Side Neighborhoods area residents do not have a high school diploma as compared to 15 per cent for the rest of the City. These indicators also show a relatively low percentage of college education attainment suggesting a less educated labor force limiting future job opportunities and possible private sector disinvestment.

| | CITY OF PENSACOLA | WEST SIDE NEIGHBORHOODS |
|---|---|---|
| Non GED | 15% | 38% |
| GED | 85% | 62% |
| College Degree | 41% | 15% |

Table 2.10 Educational Attainment Level in percent

## Employment and Economy

Table 2.11 indicates that both the City and the West Side Neighborhoods have low unemployment rates, but the nature of work is reversed with the City of Pensacola population employed predominantly in white collar jobs while those in the West Side area are mostly employed in blue collar, service and farm industry jobs at similar rates. The average household income in the West Side Neighborhood is $33,725 compared to $63,604 for the City. These indicators may be attributed partly to the low level of educational attainment and the declining population prevalent in the neighborhood.

The redevelopment plan aims to provide opportunities for promoting infill housing and development patterns and act as a catalyst to reverse the urban blight, decline and general disinvestment investment experienced in the West Side Neighborhoods

| | CITY OF PENSACOLA | WEST SIDE NEIGHBORHOODS |
|---|---|---|
| Unemployment Rate | 3.75% | 4.89% |
| Blue Collar/Service/Farm | 35% | 64% |
| White Collar | 65% | 36% |

Table 2.11 Economic Conditions

# Neighborhood Identity and Aesthetics

Four neighborhoods represent the total West Side Neighborhoods: West Pointe Heritage, St. John's Coalition, West Side Sunshine and A Change of Pace (formerly Eyes of the People). There is a high degree of diversity and a great range in property conditions between these neighborhoods. The West Pointe Heritage has the largest number of residents followed by the West Side Sunshine. (See Fig 2.1)

Single family residential parcels constitute the predominant land use in the West Side Neighborhoods followed by Institutional and Public uses. The area has a number of cemeteries and churches as an integral component of its land use pattern. The St. John's cemetery established in 1876 is a historical landmark that covers approximately 26 acres. The other cemeteries include the St. Joseph's cemetery on Pace Boulevard, the Talbert Chapel Cemetery and AME Zion Burial Ground on A Street. Large portions of the neighborhood's parcels are vacant and blighted presenting unique redevelopment potential. The commercial development is concentrated along Pace Boulevard and Cervantes Street but is characterised by visually unattractive and scattered commercial strip development.

Canopy of Trees on Chase Street

Greek Orthodox Church

St. Joseph's Cemetery on Pace boulevard

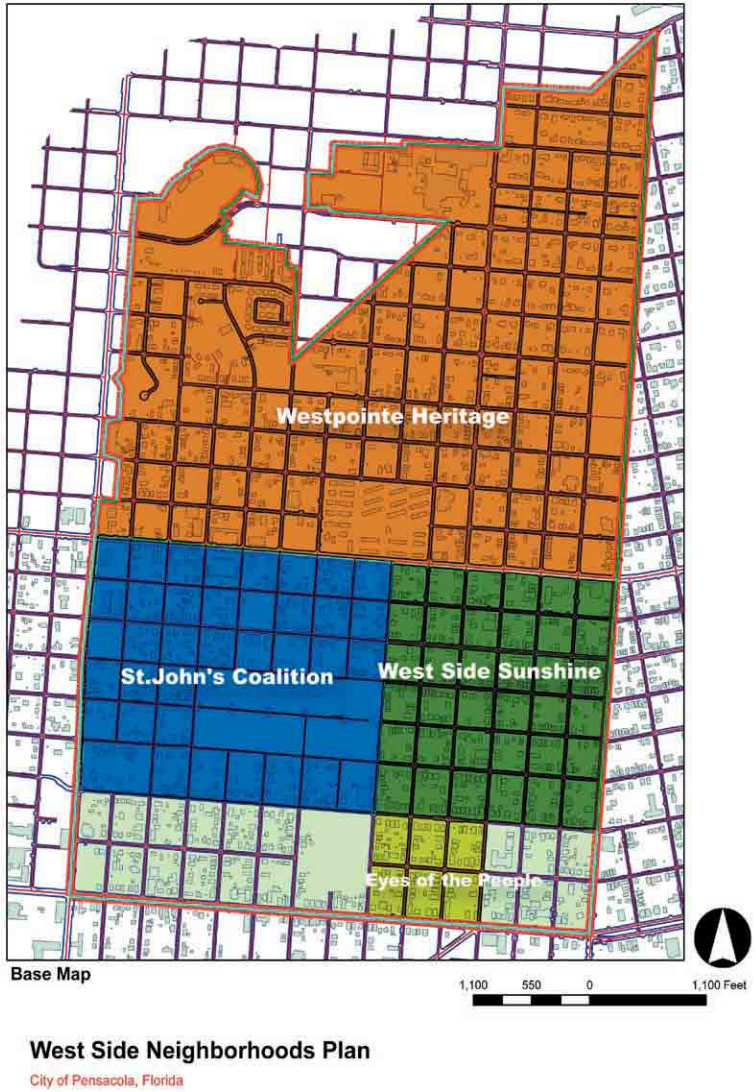



Fig 2.1 Neighborhoods constituting the Study Area

Due to recent hurricanes, lack of private investment and the declining socio-economic condition, the aesthetic character of the neighborhoods has deteriorated. However, there are areas with high architectural character with unique social assets that can be built upon to bring about positive changes within the West Side Neighborhoods. These include:

- The existing canopy of trees on residential streets which were damaged by the hurricane. These oak trees can be restored naturally to create great residential streetscapes
- The presence of significant faith based organizations unique to the West Side Neighborhoods provides an opportunity to instill a sense of community identity and pride.
- The high quality architecture in older housing in the neighborhoods should be preserved and maintained.
- Area Schools and recreational amenities could be enhanced to provide a strong social and educational framework for local youths.

Restored home on a residential street

Vernacular residential architecture: Chase Street

Maintained sidewalks on A Street North

Pensacola High School

Canopy of Oak Trees on Blount Street

St. John's Cemetery

# Land Use and Zoning

## Existing Land Use

Land Use within the West Side Neighborhood consists of six broad classifications: Residential, Commercial, Institutional and Public Uses, Industrial, Public Utilities and Vacant Lands.

As seen in Table 2.9 below, the land use in the West Side neighborhoods is predominantly residential (55.56%); followed by institutional uses (22.6%) and commercial uses which consume approximately 6.6 % of the total land use.

| EXISTING LAND USE | | |
|---|---|---|
| COMMERCIAL | % | In Acres |
| | 6.17 | 45.36 |
| | | |
| INSTITUTIONAL & PUBLIC USE | % | In Acres |
| | 22.06 | 162.12 |
| | | |
| RESIDENTIAL | % | In Acres |
| | 55.56 | 408.35 |
| | | |
| INDUSTRIAL | % | In Acres |
| | 0.05 | 0.34 |
| | | |
| PUBLIC UTILITIES | % | In Acres |
| | 1.41 | 10.39 |
| | | |
| | | |
| VACANT LANDS | % | In Acres |
| | 14.74 | 108.34 |
| TOTAL | 100.00 | 734.91 |
| | | |

Table 2.12 Existing Land Use: West Side Neighborhoods

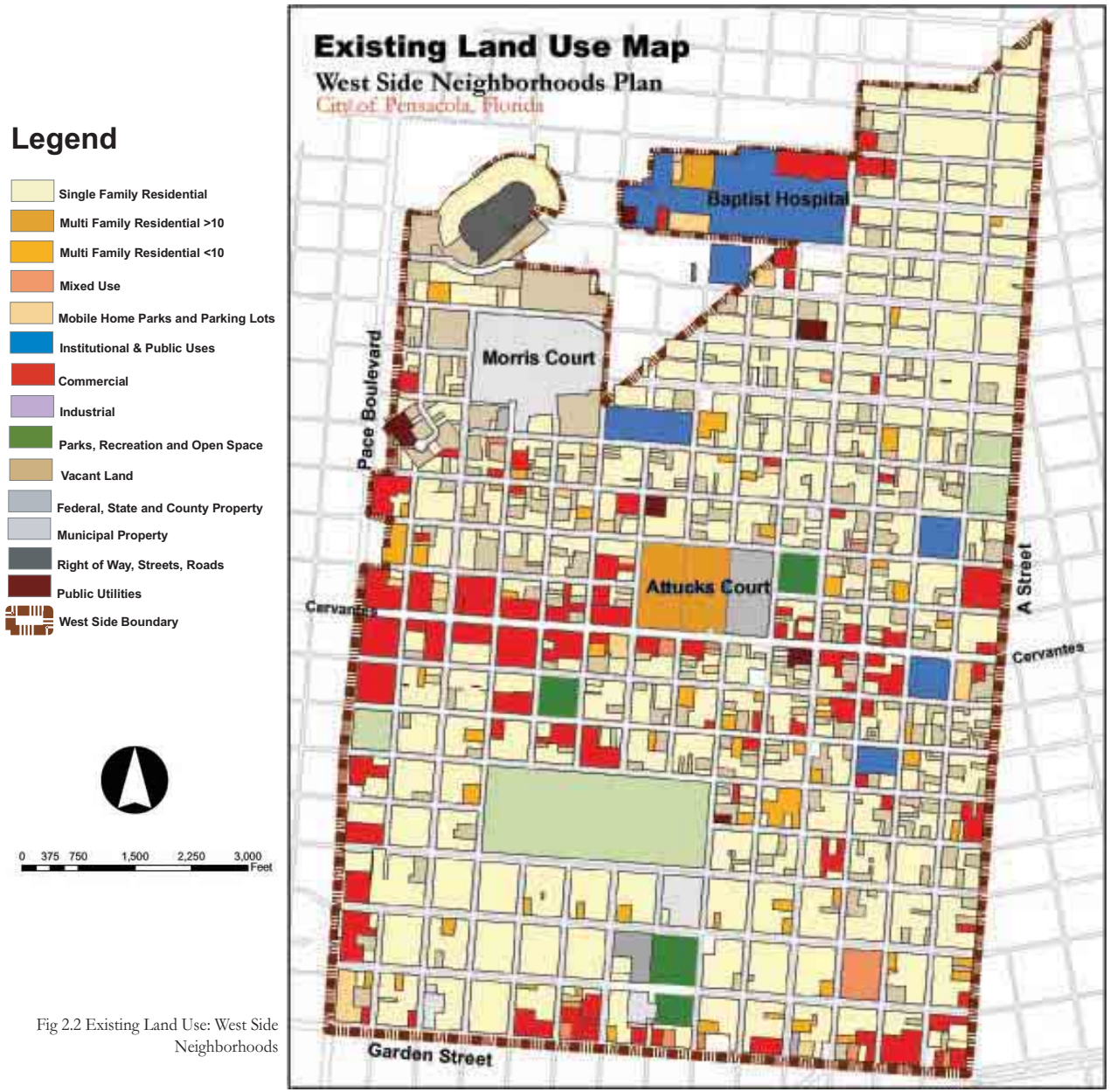



Fig 2.2 Existing Land Use: West Side Neighborhoods

## Residential: Single Family and Multi Family

This land use is the largest of all other classifications in the study area. Most of the residential development is located north and south of Cervantes Street with major concentrations along A Street and E Street. Residential uses are also intermixed with commercial uses along Cervantes Street. Building uses consist of Single Family detached units and Multi family units. The neighborhood also has retirement and multi-family housing provisions including the Attuks Court and Morris Court. In addition, there are some mobile home parks scattered in the entire neighborhood.

Vacant residential lands constitute a large portion of the area and often don't comply with the minimum lot size development standards. The City should consider this when revising the zoning code in the future to provide flexibility in these standards to enable development of smaller lots for residential uses when possible.

## Institutional and Public Use

This is the second largest land use category in the study area. There are significant institutional and public uses which are unique to the neighborhoods. Some of these include the Baptist Hospital, Public County Schools, State, Federal, County and Municipal properties, parks, three cemeteries and approximately 30 churches located in the West Side Neighborhoods. (Fig 2.3)

| EXISTING LAND USE | | |
|---|---|---|
| INSTITUTIONAL & PUBLIC USE | % | In Acres |
| Churches | 4.13 | 30.37 |
| Privately Owned Hospitals | 3.59 | 26.41 |
| Financial Institutions | 0.19 | 1.36 |
| Public County Schools | 1.68 | 12.34 |
| State Property | 0.36 | 2.65 |
| Federal Property | 0.95 | 6.98 |
| County Property | 0.56 | 4.10 |
| Municipal Property | 3.25 | 23.87 |
| Mortuaries, Cemeteries etc. | 5.77 | 42.39 |
| Forests, Parks, Recreational Areas | 1.59 | 11.65 |
| **TOTAL** | **22.06** | **162.12** |
| | | |

Table 2.13 Institutional and Public Uses

Baptist Hospital

Escambia County Environmental Health Department: Formerly Armory

Blount School on Chase St.

Catholic Diocese Pastoral Center: Garden Street

Cemetery on Belmont St.

First Corinthian Baptist Church: Jackson Street

Aadixon School on Gregory St.

St. Stephen Catholic Church: Garden Street

Cemetery on A St.

Greater Little Rock Baptist Church A St.

Lakeview Center: Avery Street

Memorial Church on Jackson Street

## Commercial

This land use constitutes approximately 6.17 per cent of the total West Side Neighborhoods' land area. Most of the commercial uses are scattered along the primary corridors along Pace Boulevard and Cervantes Street. Building uses in this land use found in the study area range from retail shops, drive in restaurants, motels to auto sales and repair shops, gas stations and convenience stores.

Strip commercial development is not conducive to the success of small businesses in a marginal real estate market. The lack of business opportunity leads to an increase in vacant and deteriorated buildings that have a negative influence on the investment image of the community. The City should consider consolidating commercial uses in appropriate locations to generate positive economic synergies between local businesses.

## Industrial

The Industrial use consists of only 0.05 per cent of the total West Side Neighborhoods' land use and consists of a closed bakery unit at the intersection of Garden Street and E Street.

Restaurant: Cervantes Street

Retail Store: Cervantes Street

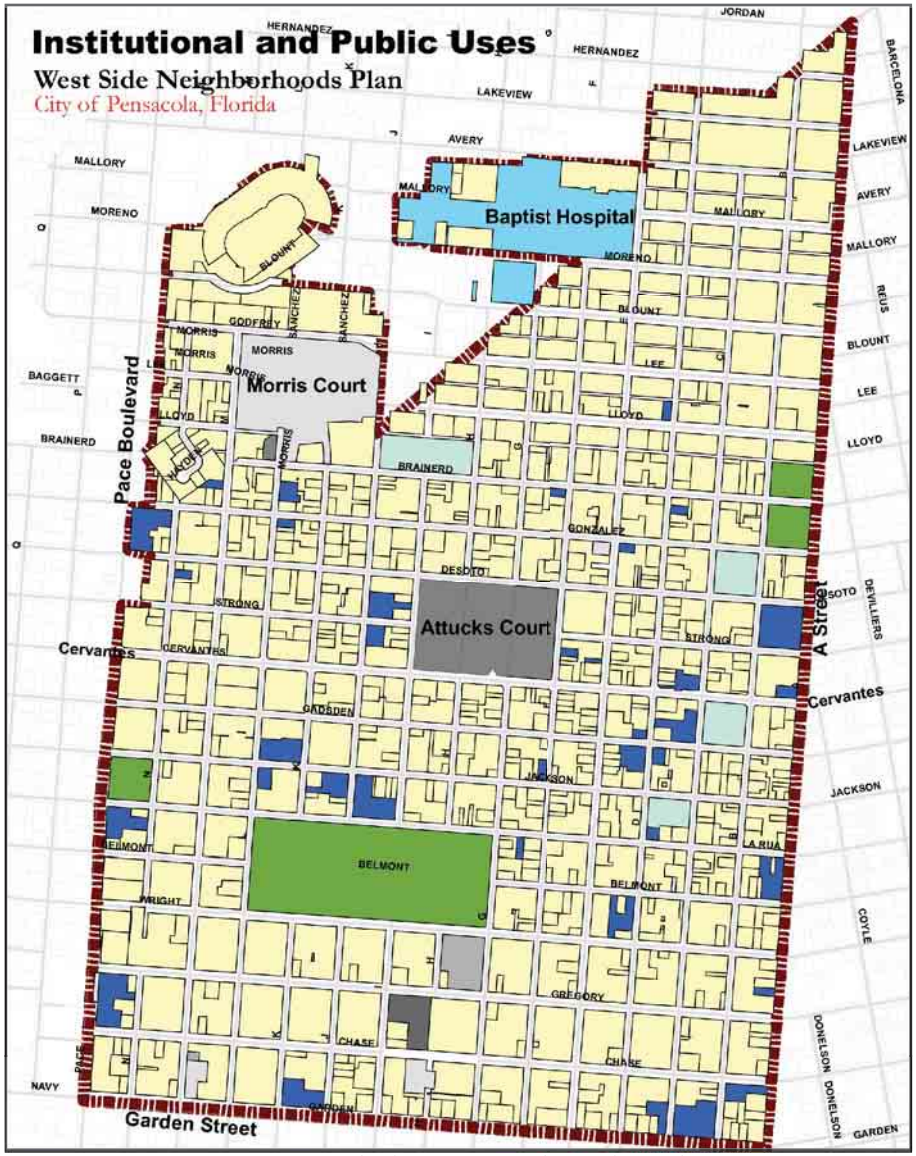


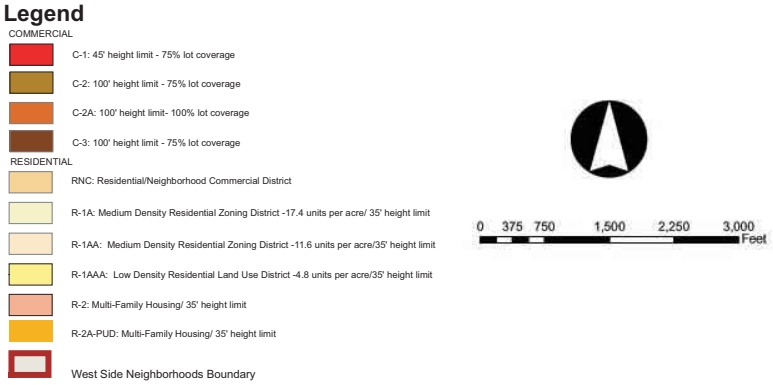

Fig 2.3 Institutional and Public Uses: West Side Neighborhoods

## Zoning

The West Side Neighborhoods area has ten zoning classifications with the majority of the land zoned as Residential (88 per cent) from low density of 4.8 units per acre to multi-family housing and the balance zoned as Commercial (12 per cent). The existing zoning classification is not consistent with the prevailing land use pattern. The existing land use contains only 6.17 per cent of the total as commercial use.

| ZONING CLASSIFICATION | CITY OF PENSACOLA | | WEST SIDE NEIGHBORHOODS | |
|---|---|---|---|---|
| RESIDENTIAL | % | Acres | % | Acres |
| | 62.4 | 8590.4 | 88.0 | 646.71 |
| | | | | |
| COMMERCIAL | % | Acres | % | Acres |
| | 13.4 | 1949.1 | 12.0 | 88.2 |
| | | | | |
| INDUSTRIAL | % | Acres | % | Acres |
| | 4.7 | 680.6 | | |

Table 2.14 Comparison of Zoning Classifications: City of Pensacola and West Side Neighborhoods



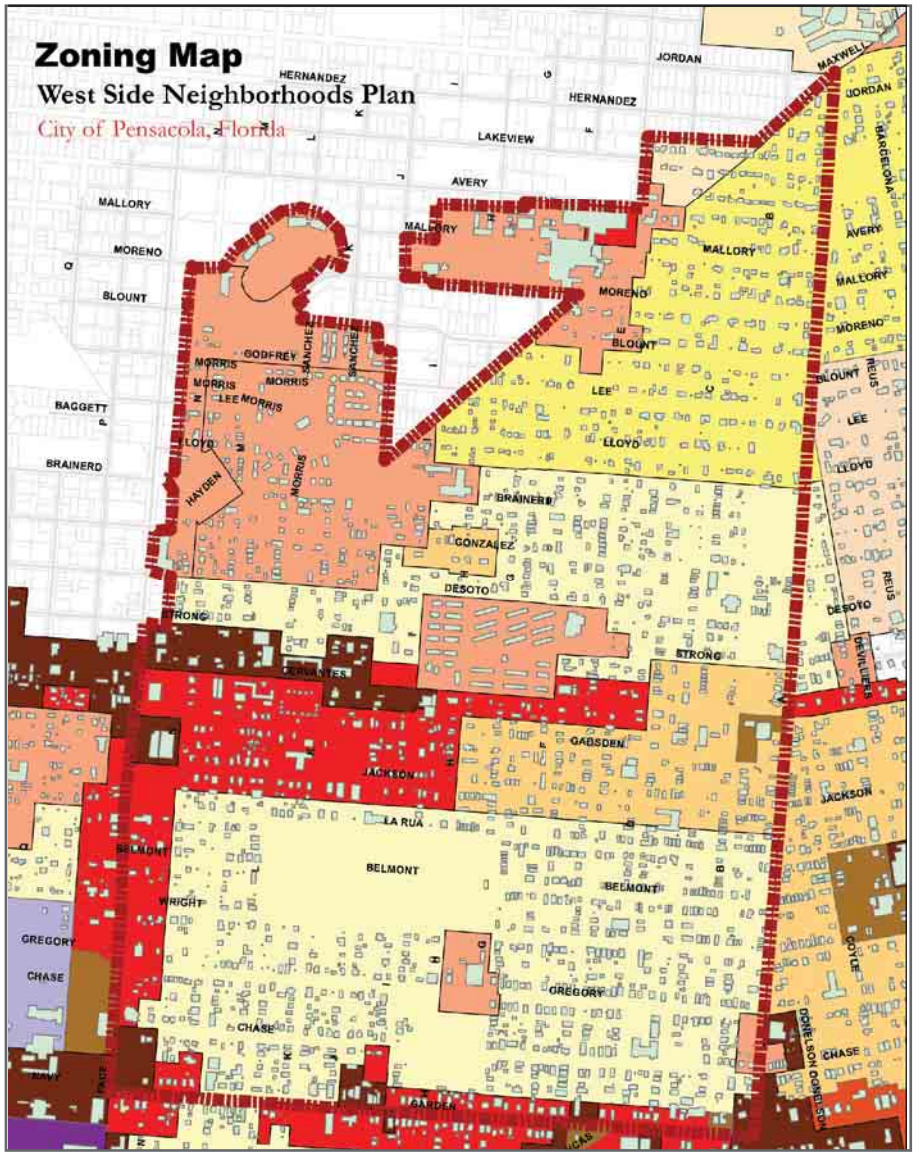




Fig 2.4 Zoning Map: West Side Neighborhoods

## Future Land Use

Fig. 2.5 lists the seven types of Future Land Uses within the West Side Neighborhoods: Low Density Residential, Medium Density Residential, High Density Residential, Residential Neighborhood Commercial, Commercial, City Parks, Public and Semi-Public Uses.

The Future Land Use is predominantly residential with density increasing in residential lots located near the commercial corridors. According to the Future Land Use Map (Fig. 2.5), Cervantes Street becomes the heart of commercial development in the West Side Neighborhoods, as commercial activities extend south of Cervantes Street onto the residential neighborhood blocks, these areas are designated as Residential/Neighborhood Commercial.

The future land use allows for high density residential of over 17.4 dwelling units per acre. In addition, it also introduces the Residential Neighborhood Commercial Land Use that provides for a mixture of residential small-scale office and commercial uses either in established neighborhoods where these mixes already exist or in areas where this mix is desired such as Garden Street.

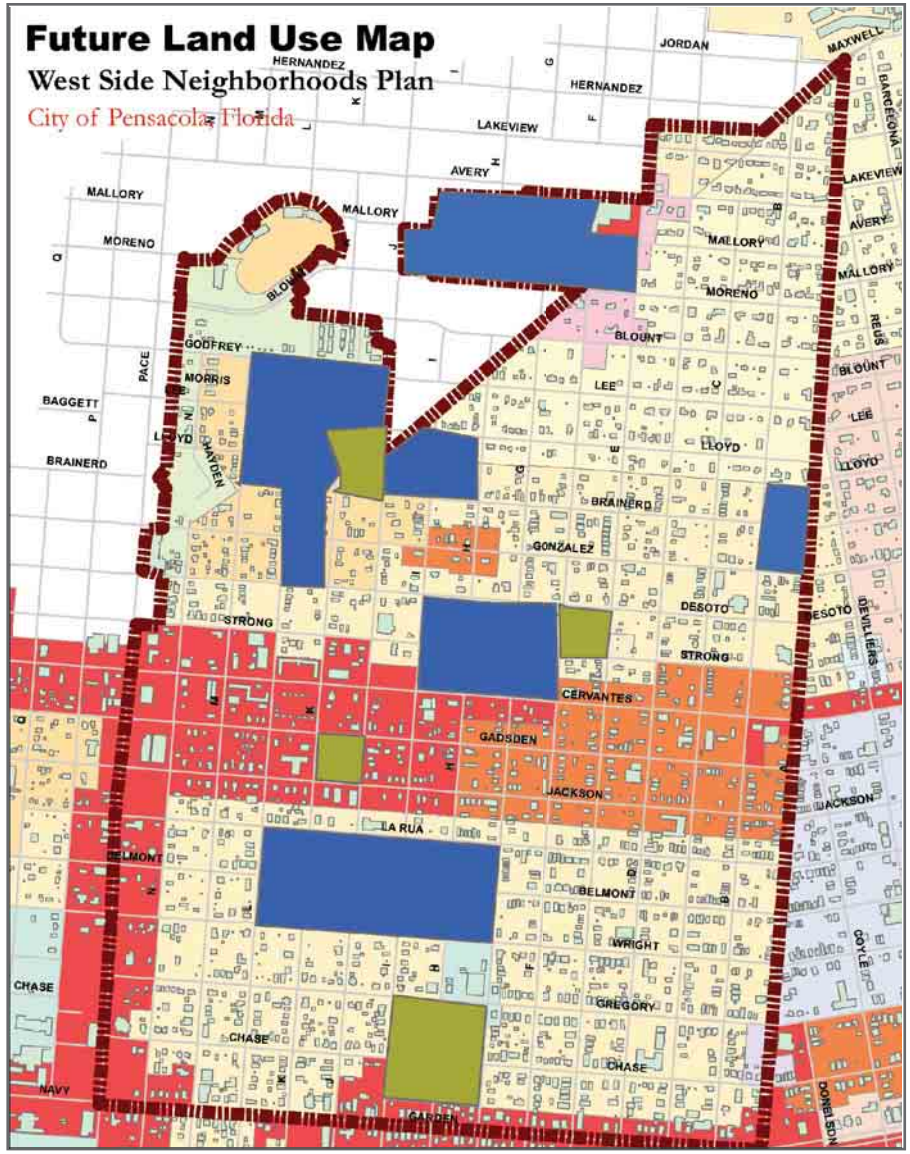



Fig 2.5 Future Land Use: West Side Neighborhoods

# Vacant Land and Buildings

Fig 2.6 indicates the concentration of vacant lands and buildings in the West Side Neighborhoods. These lands are potential opportunity sites for infill housing, public spaces, and parking. Vacant buildings are unused or unoccupied physical structures. These vacant structures can be used for adaptive re-use for commercial, retail or mixed uses where deemed appropriate.

The West Side Neighborhoods have about 15 per cent of their total land use as vacant lands covering a total of 108.3 acres. The vacant residential parcels cover approximately 73.5 acres followed by vacant institutional (19.5 acres) and then vacant commercial uses (7.3 acres). Compared to the West Side, 8 per cent of the City's land acreage is vacant and dispersed throughout the older parts of the city.

The presence of vacant and underutilized buildings contributes both as an opportunity and a liability for redevelopment. Vacant parcels of considerable size can be assembled to support significant adaptive reuse of underutilized and deteriorating buildings. Also, highly visible vacant parcels along primary corridors that might be contaminated, such as gas stations, present a unique opportunity for securing additional funding for clean-up and survey activities and reverting the property back to the tax rolls.

Vacant house
Jackson and N Street

Vacant Church Land
Pace Boulevard

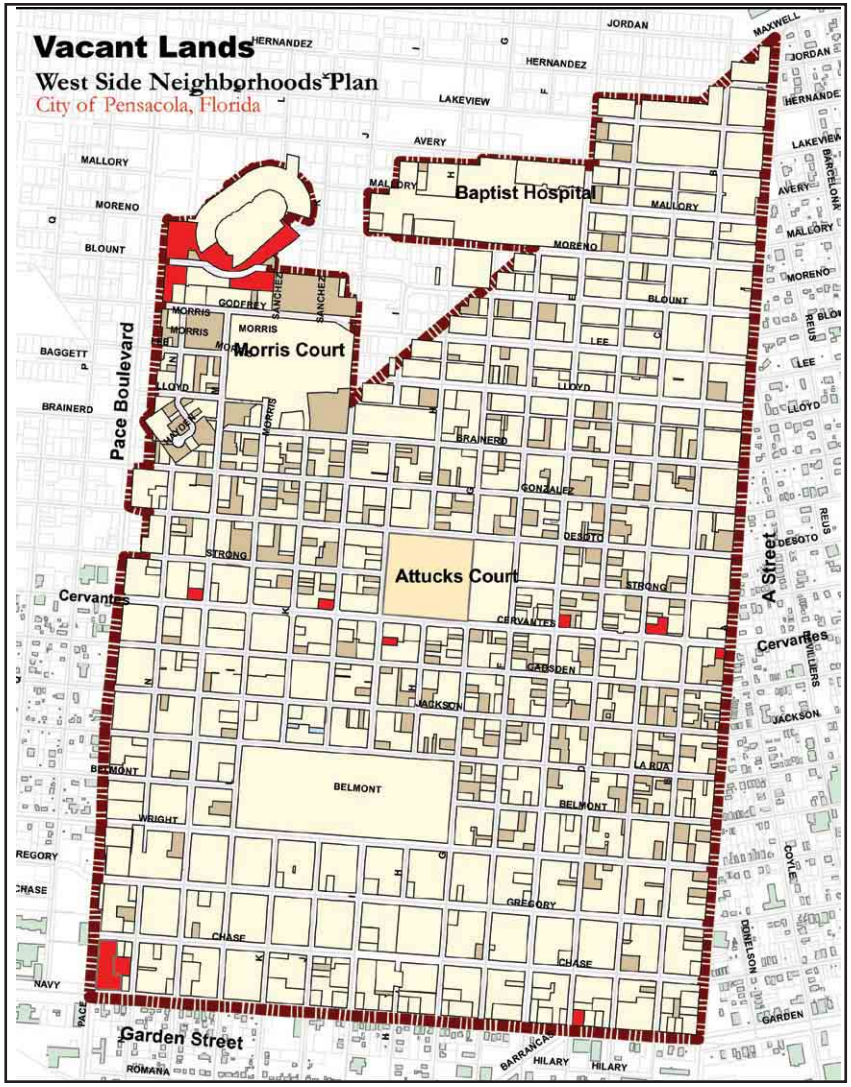



Fig 2.6 Vacant Lands: West Side Neighborhoods

On the other hand, vacant and underutilized properties contribute to the negative image of the neighborhood by conveying a lack of investment and community interest.

| VACANT LANDS | % | In Acres |
|---|---|---|
| Vacant Commercial | 1.42 | 10.42 |
| Vacant Institutional | 0.05 | 0.38 |
| Vacant Residential | 13.27 | 97.55 |
| **TOTAL** | **14.74** | **108.34** |

Table 2.15 Vacant Lands: West Side Neighborhoods

# Brownfields

According to the Florida Brownfield Redevelopment Act (Florida Statute, 376.79), "Brownfield sites are defined as real property, the expansion, redevelopment, or reuse of which may be complicated by actual or perceived environmental contamination."

Brownfields provide a unique redevelopment opportunity as a number of incentives are available to survey or clean up these sites. In addition, the State of Florida also links tax incentives to job creation on Brownfield sites, and reserves 30 percent of its Quick Response Training program funding for employees of businesses that locate in locally-designated Brownfield areas. However, developers are reluctant to redevelop these sites because of liability and contamination issues. The City should investigate further into compiling an inventory of vacant and contaminated lands in the neighborhood.

There are two potential Brownfield sites located in the West Side Neighborhood both gas stations near the intersection of Chase Street and N Street and the other on A Street .

Vacant Commercial Structures: Cervantes Street

Vacant Commercial Structure: Cervantes Street

# Housing Conditions

Based on photographic surveys and physical observations, a variety of housing conditions are evident in the West Side Neighborhoods . While some housing units are well kept and well maintained, others are in varying stages of disrepair. Two types of substandard housing were observed:

**Deteriorated Housing Units** are units that are considered to be suitable for rehabilitation through either minor or major repairs to renovate one or more of the following defects:

- Broken or missing materials in small areas of exterior wall or roof
- Badly weathered appearance
- Indications of rotting
- Open pockets in exterior walls

**Dilapidated Housing Units** are units that do not provide safe and adequate shelter and have one or more of the critical structural defects listed below. Such units are generally considered to be beyond rehabilitation.

- Inadequate or missing original construction
- Severe damage due to fire or weather
- Holes in large areas of the roof

Stone cladded house: Chase Street

House under repair: A Street

Residential House: J Street

Derelict House: I Street

Residential Single Family Detached Dwelling Unit

Example of good architectural elements: C Street

- Sagging roof lines and bulging walls
- Doors or windows incapable of being closed or secured
- Large areas of rot or termite damage
- Severe foundation settling

The presence of dilapidated, vacant or boarded-up housing units in a neighborhood exerts a negative influence on attracting potential future residents. The condition of these units is a deterrent to continuing investment and maintenance of other units. In addition, lack of oversight of these properties creates places that encourage undesirable activities. Although, a number of units are presently occupied, they have been allowed to slide into disrepair.

Deferred maintenance occurs for three primary reasons. First, owner-occupants may not be able to afford needed improvements and regular maintenance. Second, owner-occupants may not be inclined to continue investing in maintenance of the unit, anticipating a move or feeling that housing conditions in the area do not warrant continued upkeep. Third, owners of rented units may defer maintenance in order to maximize return on the unit. Poorly maintained and overgrown vacant lots and other open spaces such as easements and drainage areas are blighting influences on residential neighborhoods. Periodic maintenance of these areas, with costs billed to the landowner, can prevent the accumulation of debris and overgrowth.

In a number of cases, the homeowner does not have the financial means to make repairs and improvements to the structure. Consideration should be given to the establishment of a public/private partnership to provide low interest home rehabilitation loans to supplement existing City rehabilitation loan programs.

There are a number of vacant lots on which infill housing could be built. The City should incorporate design standards to ensure housing development that enhances the aesthetic appeal of the neighborhood. With the recent hurricane that left the West Side Neighborhoods in such a poor condition, funding assistance for clean-up must be tapped as well as design standards and code enforcement must be put into place.

Public Housing

Example of good architectural elements: D Street

Vernacular architectural elements: Chase Street and B Street

# Recreation and Open Space

Fig 2.7 identifies recreational facilities located within the West Side Neighborhoods. The National Recreation and Park Association recommends a minimum of 2 acres per 1000 population for locating neighborhood parks. As such, the total land area presently designated for parks and recreation is approximately 10.87 acres. This satisfies the recommended criteria considering the West Side Neighborhoods population of 4,500. However, not all children can safely walk to the parks. Available vacant lands are opportunities for locating smaller, pocket parks that are strategically placed throughout the community. This could offer children recreational opportunities closer to home.

The West Side Neighborhoods have the following parks and recreational facilities present within the neighborhood boundaries:

- Fricker Recreation Center (De Soto Street & F Street)
- Legion Field (Gregory Street & Chase Street)
- Morris Court (Brainerd Street & J Street)
- Terry Wayne East Park (Gadsden Street, J Street & K Street)

Fricker Recreation Center

Fricker Recreation Center: Tot Lot

Attucks Court: Tot Lot

Legion Field: Basketball Court and Playground Facilities

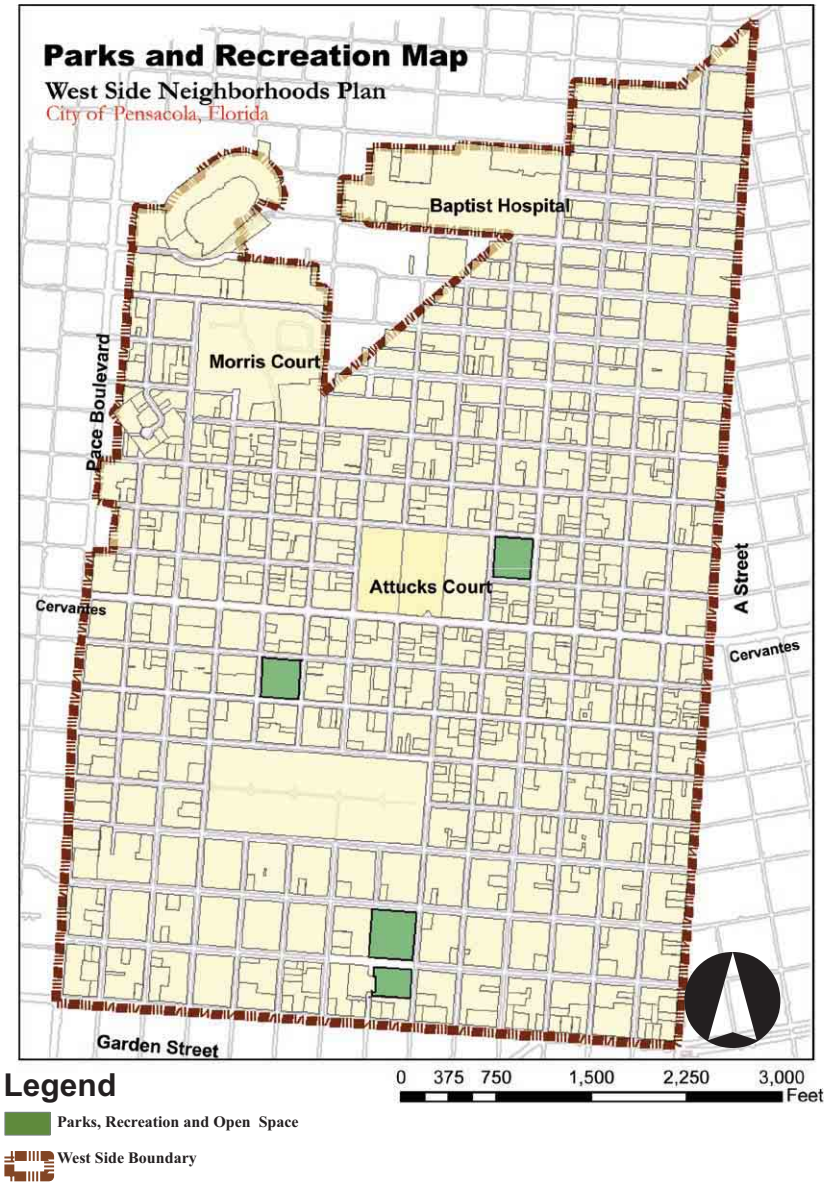



Fig 2.7 Parks and Recreation Map: West Side Neighborhoods

# Vehicular and Pedestrian Circulation

The West Side Neighborhoods' roads are laid out in a traditional grid pattern. Pace Boulevard is a major north/south commercial route, while Cervantes and Garden Streets are east/west routes with commercially zoned activities on both sides of the roadway.

There are designated on-street parking amenities with spaces on Garden Street and E Street. However, these are under used due to lack of development activities in the area. The West Side Neighborhoods are served by the Escambia County Area Transit with a fixed route connecting to Baptist Hospital.

Intersection of Pace Boulevard and Cervantes Street

Road Section of Cervantes Street

Intersection of Pace Boulevard and Garden Street

Intersection of Garden Street and A Street

Fig 2.8 Major Transportation Corridors: West Side Neighborhoods

Pedestrian safety is being addressed in many areas of the city through the use of CDBG (Community Development Block Grant) funds with sidewalk improvements as one of the major programs undertaken by the City. Residential streetscape enhancements including design of sidewalks, street lighting, landscape and tree planting as well as the natural restoration of Oak trees which were harmed by the hurricanes should be part of the future

Sidewalk on A Street

Lack of Sidewalks: M Street

On- Street Parking: Garden Street

On- street Parking E Street

EXISTING SIDEWALKS

2003 SIDEWALKS

NEW SIDEWALKS
RECONSTRUCTION SIDEWALKS
CDBG SIDEWALKS

2004 SIDEWALKS

NEW SIDEWALKS
RECONSTRUCTION SIDEWALKS

Fig 2.9 Sidewalk Improvements: West Side Neighborhoods

# Economic Development

infrastructure improvements plan.

Economic development in the West Side Neighborhoods is the basic foundation for the success of future community development and capacity building efforts. Economic development can be achieved through a range of employment generating and training activities. These include investment in public infrastructure to support future growth and development, education and training that anticipates demand in the job market to ensure secure career opportunities. Private investment and access to business loans and programs designed to support local entrepreneurial efforts are also critical in the future physical and economic development of the community.

The West Side Neighborhoods are within the City's designated Enterprise Zone where certain programs for economic development are being addressed by the City to create jobs, offer education and training, public infrastructure improvements and incentives for development and redevelopment. It is important to acknowledge that economic development in the neighborhoods will be challenged by the physical form. The physical form pertains to lot sizes, zoning classification, building mass requirements, design standards, and code enforcement.

Recent investment in commercial development including the construction of a Walgreen's and CVS Pharmacy at the intersection of Pace Boulevard and Cervantes Street indicates possible renewed private sector interest. Another significant economic growth potential is the location of the Baptist Hospital within the West Side Neighborhoods. Due to the growing needs in health service, there is potential for expansion of medical facilities and the opportunity to encourage a cluster based growth of medical oriented industries that can be accommodated within the area.

Lakeview Activity Center: Avery Street

Gas Station: Cervantes Street and Pace Boulevard

Recent private sector investment on Cervantes Street and Pace Boulevard

Retail Store: Garden Street

Commercial Establishment: Pace Boulevard

# Community Renewal Intitatives

Following are the projects that the City has completed or are currently in process within the West Side Neighborhoods. For details relating to the listed sources please refer Appendix C.

**Community Development Block Grant (CDBG)**

Housing Rehabilitation Loans/ Grants: 138 houses have been rehabilitated under the CDBG program in the West Side Neighborhoods. In addition, there are five houses currently being rehabilitated.

**Council of Aging of West Florida, Inc. (COA)**

The COA operates a "Congreagate Meals" site at the Fricker Center serving low and moderate income elderly, disabled and handicapped residents in the West Side neighborhoods.

**CDBG Public Facilities Improvements**
**Urban Infill Housing Development Enhancements**

In Fiscal Year 2002-2003 there were 1,800 linear feet of sidewalk constructed on both sides of "L" Street from Cervantes Street to Brainard Street along with 17 handicapped access ramps.

**Alice S. Williams Day Care Center**

In 2001, the Housing Department rehabitated the City owned building located at 1015 North E Street utilizing over $200,000 in CDBG funds.

**State Housing Intiatives Partnership (SHIP)**
**Affordable Housing program**

Since 1992, there have been 19 new infill homes constructed in the West Side neighborhoods. Additionally, since 2001, 60 homes within the neighborhoods have received SHIP rehabilitation or repair assistance. There are 19 new SHIP infill homes underway or committed in the area.

**HOME Program**
**Substantial Housing Rehabilitation/ Reconstruction**

Through this program 13 houses have been reconstructed within the West Side neighborhoods since the program's inception in 2002. One house cureently is being rehabilitated and six applicants are in process.

**HOME Again**

There are six applicants that have qualified for funding under this program from the West Side neighborhoods.

**CDBG Disaster Recovery Initiatives 2004-2005**

Funding in the amount of $1,200,000 is targeted for Census Tracts 4 and 5 which include the West Side Neighborhoods planning area. The funding is for projects including the construction and reconstruction of public infrastructure damaged by Hurricane Ivan and the structural enhancement of the Fricker Center for use as a neighborhood evacuation shelter during a declared emergency.

**CDBG Public Facilities Improvements**
**FY 2005-2006**

$100,000 in CDBG Annual Entitlement Funds was programmed in the Fiscal Year 2005-2006 Annual action Plan to provide improvements to the facilities at Terry Wayne East Park.

**Florida Hurricane Housing Recovery Program**

The State of Florida in response to the damage caused by the hurricanes approved funding to help communities meet the housing needs of their residents and allocated $23,816,315 to Escambia County through the Hurricane Housing Recovery Program. Morris Court Redevelopment Project is a project identified in the Escambia County Long-Term Recovery Plan as prepared by the Federal Emergency Management Act

**Local Option Sales Tax (LOST) FY 2007-2017**

The City has included three proposed projects within the West Side Neighborhoods for LOST extension. These include $1m for the New West Side Community Center, $500,000 for Fricker Center improvements and $1.5 m for the West Side Library.

Chapter 3

# CONCEPT PLAN

# Concept Plan

This chapter presents the elements proposed within the Concept Plan for the West Side Neighborhoods Plan. The Concept Plan elements were conceived based on the priority issues and assets identified during the neighborhood visioning workshops and surveys. The Plan presents a general outline of the elements followed by a brief description of the objectives and the recommended action strategies to achieve these objectives. The proposed Concept Plan was developed with consideration of other plans for the City of Pensacola including the Comprehensive Master Plan, the Urban Infill and Redevelopment Area Plan, the Front Porch Plan and the Enterprise Zone Strategic Plan.

**The Plan was developed with consideration of basic philosophies that serve as the foundation for future policy decisions by the City and staff. The most important aspects of the Plan are the following:**

**The Plan identifies, in general, where the future land use changes and the West Side Neighborhood Town Center should be located in order to best integrate and provide focus for the neighborhood as well as to attract prospective businesses and residents, while at the same time being well integrated into desired future transportation and land use patterns.**

**The Plan provides a tool for West Side Neighborhoods to promote economic development by illustrating a focal point that integrates the neighborhoods and aims to restore and re-build the environment as well as the pride and dignity of the residents.**

**The Plan provides a holistic means for the City to provide the approvals for new development projects based on an agreed upon strategy.**

**The Plan enables the City to make capital improvement projections based upon known future, public project needs, demands and proposed locations.**

**The Plan supports desired social, physical and economic development strategies as expressed by community representatives during the planning process.**

**The Plan facilitates the preparation of new land development regulations that provide a higher standard of urban and residential design.**

**The Plan promotes nodal development patterns that ensures compact and neighborhood scaled activities through restricted heights, building masses and primary residential uses in surrounding areas.**

**The Plan embraces transportation and pedestrian mobility strategies.**

**The Plan supports education and businesses as major activities in the West Side Neighborhood Town Center.**

# Concept Plan

## 1 Gateways

Directional Signage
Landscaping
Monumentation
Lighting

## 2 Primary Corridors

Commercial Corridor: Pace Boulevard
- Commercial Facade Improvements
- Supermarket/ Grocery Chain
- Acquireand Consolidate Land

Boulevard Setting: Garden Street
- Entryway into Downtown
- Streetscape and Road Improvements
- Preserve the institutional presence- Churches

Neighborhood Street: Cervantes Street
- Campus Oriented layout
- Community Congregation Space and Focal Place:
- West Side Neighborhood Town Center
- Adaptive Reuse of Vacant Commercial Structures and Old Motel Cottages

Active Code Enforcement: Scattered Development
Alternate location for Supermarket
Residential Streets: A & E Streets
- Directional Signage
- Landscaping
- Bike Lanes
- Street Furniture
- Sidewalk treatment

## 3 Residential Preservation & Enhancement

Jackson Street, Chase Street, Gregory Street, A and E Street
Restoration of Homes
Repair and renovation of damages by the Hurricane
Planting Street Trees and Natural Restoration of Trees
Sidewalk Improvements
Decorative Street Lighting
Residential Design Standards
Residential Facade Improvement Grant program
Upgrade aesthetic character: Work with Habitat for Humanity

## 4 Multi-Family

Morris Court: Additional units and refurbishment of old units
New Urbansim Principles

## 5 Residential Neighborhood Commercial

Streetscape to Improve Pedestrian Environment
New Business Opportunities for local businesses
Facade Improvement Grants

## 6 Medical Related Commercial Services

Expansion of Services : Baptist Hospital's potential growth
Medical Offices, laboratories, Clinics
Professional Medical Office Building and Parking Structure

## 7 West Side Neighborhood Town Center

Urban School
Neighborhood Library
Business Resource Center
Vocational Technology Learning Center
Neighborhood Gardening Center
Arts & Crafts Training Center
Tool Library
CPTED Principles
Compact commercial buildings

## 8 Cemeteries

Enhance and upgrade existing cemeteries
Integrate with neighbrohoods- Connect Hand I Street
Signage, Landscaping, Lighting
Capitalize on formal fencing & entranceway treatments

## 9 Parks and Recreation

Neighborhood Parks strategically located within a 5 minute walking distance from residential blocks
Improve Fricker Center recreational facilities
West Side Community Center- swimming pool, tennis courts

### Legend

- Major Gateway
- Minor Gateway
- Neighborhood Parks
- Grocery Store/ Supermarket Location
- Existing Park
- North-South Corridor
- Residential Corridor
- Neighborhood Corridor
- Commercial Corridor
- Boulevard
- Streetscape Improvement
- Neighborhood Streetscape
- Program Area Boundary
- Single Family Residential
- Multi-Family Residential
- Residential Neighborhood Commercial
- Commercial
- Public/Semi-Public Uses
- Cemeteries

1,200 600 0 1,200 Feet

THE RMPK GROUP

West Side Neighborhoods
City of Pensacola, Florida

# Gateways

Gateways are important visual landmarks that reinforce the entrance into a geographic area employing a combination of elements such as landscaping, signage and/or structures.

The Concept Plan identifies several opportunities for the creation of gateways in the neighborhood to redefine the character and identity of the West Side Neighborhood. These opportunities include major gateways at the intersections of:

- **Pace Boulevard with Cervantes and Garden Streets**
- **A Street with Cervantes and Garden Streets**

**Other potential neighborhood gateway locations include the intersections of:**

- **I Street with Garden, Belmont and Cervantes**
- **E Street with Lakeview, Jackson, Gregory and Cervantes**
- **A Street with Jackson, Lloyd and Wright**
- **Garden Street with J and G Streets**

*Objective*

Establish entrance gateways at critical intersections to create a sense of arrival and neighborhood identity for the West Side Neighborhoods.

*Action Strategies:*

Install unique landscaping elements and signage directing people to the West Side Neighborhoods

Prioritize gateway improvements on Cervantes Street in conjunction with other planned improvements.

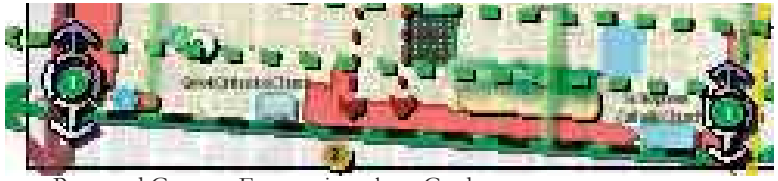
Establish neighborhood identification and directional signage programs announcing the entrance to the West Side Neighborhood at the identified prime entry points.

Continue to bury utilities during new construction where feasible to provide safe pedestrian access and improve visual qualities

Ensure a coherent design for all the proposed gateways with an integrated landscaping and unified signage theme.

Commercial Gateway Feature Elements Kissimmee Downtown

Residential Gateway Feature Elements: Saratoga Pines



Proposed Gateway Entry points along Garden

Proposed Gateway Entry points along Cervantes

Perspective View Residential Gateway

# Primary Corridors

Primary corridors serve as major access routes for vehicular movement and pedestrian circulation. Highly visible and easily accessible locations are critical components of market development, thus, the integration of transportation and land use requires a specific approach to establish an attractive, safe and efficient traffic circulation and pedestrian mobility system. The Concept Plan identifies a hierarchy of four primary corridor types within the neighborhood that could potentially act as catalysts for the redevelopment of the West Side Neighborhoods. Each type of corridor anticipates a distinct future land use and style of development pattern. The proposed corridor types are:

1. **Neighborhood Street: Cervantes Street**
2. **Commercial Corridor: Pace Boulevard**
3. **Mixed Boulevard Setting: Garden Street**
4. **Residential Streets**

Grocery Store: Cervantes Street

## *Neighborhood Street: Cervantes Street*

Cervantes Street presently serves the West Side Neighborhoods as a major commercial thoroughfare physically bisecting through the heart of the neighborhood. The corridor has a considerable amount of land dedicated to commercial uses and supports a variety of features including hotels, drive-in restaurants, auto-repair shops, liquor shops and federal housing facilities. However, Cervantes Street now is perceived as a 'physical barrier' preventing neighborhood connectivity and also encouraging the proliferation of undesired activities and crime. Constraints relating to the development of Cervantes Street are the deteriorating conditions of the commercial establishments, vacant and underutilized buildings and an unsafe environment for pedestrians. Despite these constraints, the area exhibits redevelopment potential as a major thoroughfare providing urban amenities and surrounding residential development. Taking into consideration these neighborhood advantages, it is the intent of this plan to reconfigure the character of Cervantes Street as the focal point for the West Side Neighborhood redevelopment program.

*Objective*

Transform the functional and visual character of Cervantes Street as the primary Neighborhood Street Corridor and neighborhood center that will stimulate quality development in the West Side Neighborhood. Capitalize on the corridor's location and economic development opportunities to integrate the neighborhoods at a scale that is pedestrian friendly and compatible with the neighborhood.

Conceptual Site Plan for Cervantes Street Corridor illustrating the proposed Library and Urban School

Intersection of Pace and Cervantes: Recent Developments

*Action Strategies*

Develop strategies for the change in future development patterns from the existing commercial strip development into a more campus oriented layout encouraging a complimentary mix of neighborhood commercial uses and activities.

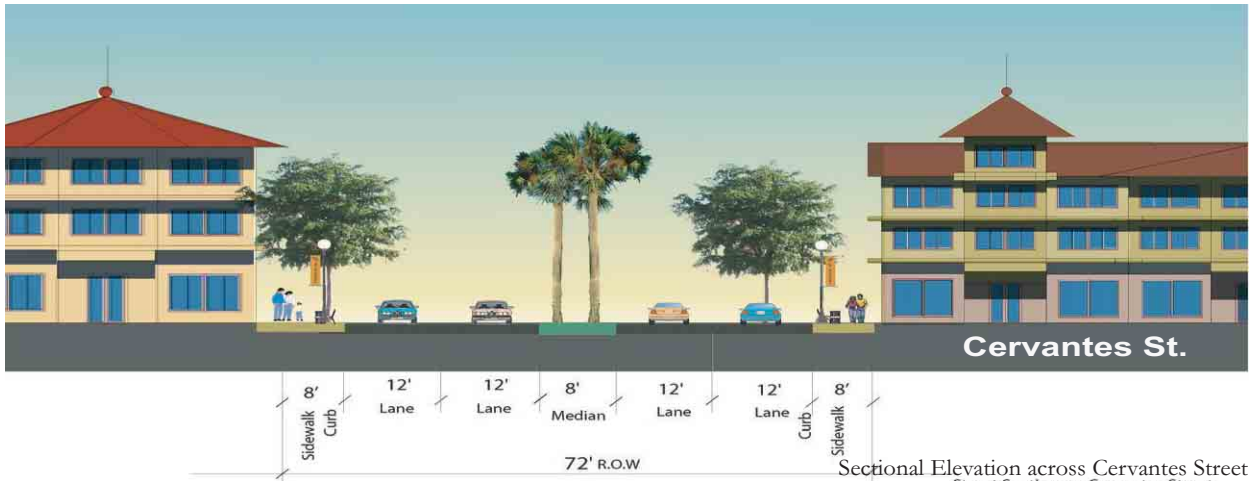
Create a mixed use "West Side Neighborhood Town Center" along Cervantes Street offering neighborhood recreational and institutional uses as a focal point and area for congregation.

Promote the adaptive re-use of vacant parcels and underutilized buildings such as the old motel cottages. Adaptive reuse should accommodate proposed community facilities such as the Tool Library, Arts and Crafts Training Center, Community Gardening Center, Business Resource Center and other activities desired by the community.

Encourage the City to locate the proposed West Side Library, the West Side Community Center and a possible new urban school on the Cervantes Street Corridor.

Locate a supermarket/ grocery store on Cervantes Street to serve the needs of the residents.

Incorporate the use of "Crime Prevention Through Environmental Design" principles such as orienting the buildings towards the street and minimizing alleyways in the proposed redevelopment activities to help reduce crime generating activities.




Sectional Elevation across Cervantes Street

Proposed Improvements along Cervantes Street Corridor

Incorporate streetscape and landscape improvements, such as decorative street lighting, wider sidewalks, street trees, landscaped medians and neighborhood signage to create a pedestrian environment in support of neighborhood activity.

Work with FDOT to enhance pedestrian safety through traffic calming techniques, better directional signage and improved sidewalk treatments.

Establish design standards for building renovations, in-fill development and tear downs.

Encourage restoration of deteriorating structures and façade improvements through use of funds available for façade improvements

Provide for neighborhood parks or tot lots where opportunity exists to complement the feeling of a community congregation space.

Balance the pedestrian safety and the flow of goods and services in a manner that encourages commercial retail development.

Use TIF Funds as a revenue source for clean-up of derelict properties

## *Commercial Corridor: Pace Boulevard*

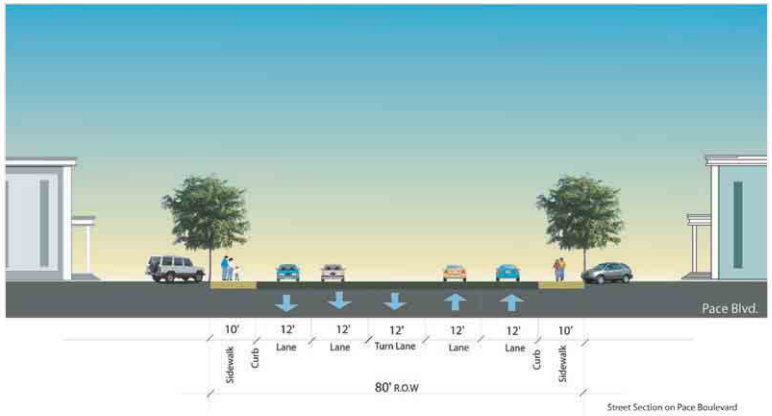
Pace Boulevard serves the West Side Neighborhoods as the major commercial strip marked with sub-standard parcel sizes. While this area consists of long-standing businesses that provide an economic base for the City as well as the West Side Neighborhood, the current conditions indicate a deteriorated physical environment and haphazard commercial growth. The intent of the redevelopment plan is to sustain the long term viability of the businesses while buffering views of the harsh physical conditions of the properties. This can be accomplished through TIF sponsored clean-up of activities, landscaping, code-enforcement and development regulations for future commercial uses.

### *Objective*

Integrate the existing commercial development into the functional and aesthetic framework of the neighborhood retaining the economic benefits of these uses, while mitigating their visual impact. Establish an identity for the corridor and encourage private sector investment that addresses the needs of the neighborhood.

Proposed Improvements along Pace Boulevard Commercial Corridor

Proposed Improvements along Pace Boulevard Commercial Corridor




Street Section: Pace Boulevard

Existing Conditions: Pace Boulevard

### *Action Strategies*

Initiate physical improvements to enhance the overall visual appearance of the commercial corridor such as redesigning the corridor's right of way conditions. This includes constructing elements such as the center median, carriage way, sidewalks, landscaping, lighting and access to adjacent uses.

Concentrate and consolidate existing commercial uses to prepare for any new development and utilize the services of a realtor and/or the City's land management team to assemble and acquire land for the development of large sized marketable retail sites.

Identify priority sites for developing large scale neighborhood retail center such as a supermarket, a grocery store and complementing retail that addresses the needs of the residents.

Provide business owners and developers with incentives such as tax breaks to upgrade existing retail services in order to maintain control the character of infill development.

Identify key business owners that can assist with the redevelopment efforts along the corridor.

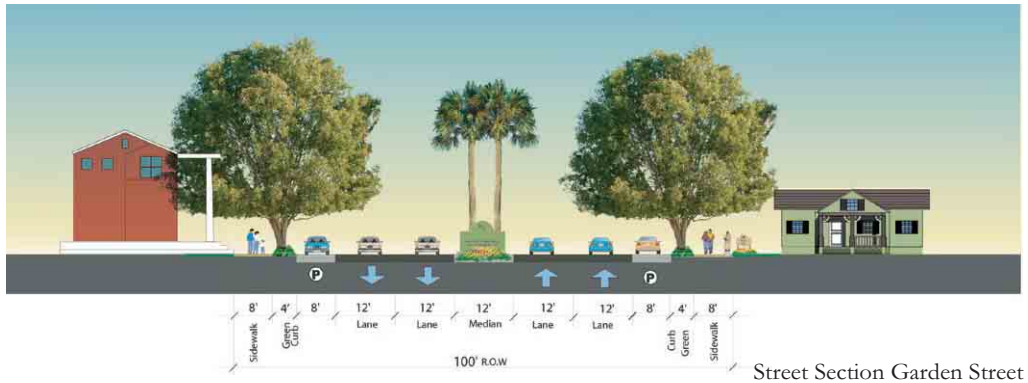
Employ design standards to ensure visual integration and a sense of identity for the entire corridor.

## *Mixed Boulevard Setting: Garden Street*

Garden Street serves as the main entrance to the West Side neighborhood from the south and further connects the neighborhood to the historic downtown. The current land use development along Garden Street is in transition from residential to office use. In addition, a part of the neighborhood along the corridor consists of a variety of mixed uses including scattered retail stores, multi-family residential development and two major churches. In accordance with the future land use map, land in these areas may be developed at a density of 17.4 dwelling units per acre at a scale that is compatible with the neighborhood. Because of its close proximity to downtown, the corridor provides a unique opportunity for developing a pedestrian oriented mixed use boulevard.

*Objective:*

Designate areas for moderate density mixed use residential development and provide for in-fill development opportunities at a scale that is compatible with the neighborhood. Create a walkable 'urban village' environment to encourage a balance of residential development types available to different income levels on the market.




Street Section Garden Street

Proposed Improvements along Garden Street Mixed Boulevard Setting

Existing Conditions: Garden Street

### *Action Strategies*

Encourage the adaptive reuse of existing residential structures for low impact nonresidential uses.

Provide opportunities for future high quality mixed use in-fill development.

Pursue streetscape and landscape improvements to enhance the quality of pedestrian environment.

Install a commercial gateway at the intersection of Garden Street with Pace Boulevard and a neighborhood gateway at the intersection of Garden Street with A Street to emphasize its importance as an entry point into the West Side Neighborhoods.

Create landscaped medians to make the development more inviting to pedestrians.

Encourage maintenance, repair or renovation of existing residential areas and upgrading existing housing.

Capitalize on the opportunity to work with the churches and community organizations and continue to encourage resident participation in neighborhood revitalization activities.

## *Residential Streets*

During the planning process, several participants expressed the need to maintain the character of residential streets in the neighborhood. This Plan identifies a hierarchy of neighborhoods streets that are primary residential corridors. These are:

- **A Street, E Street and I Street North- South Residential Corridors**

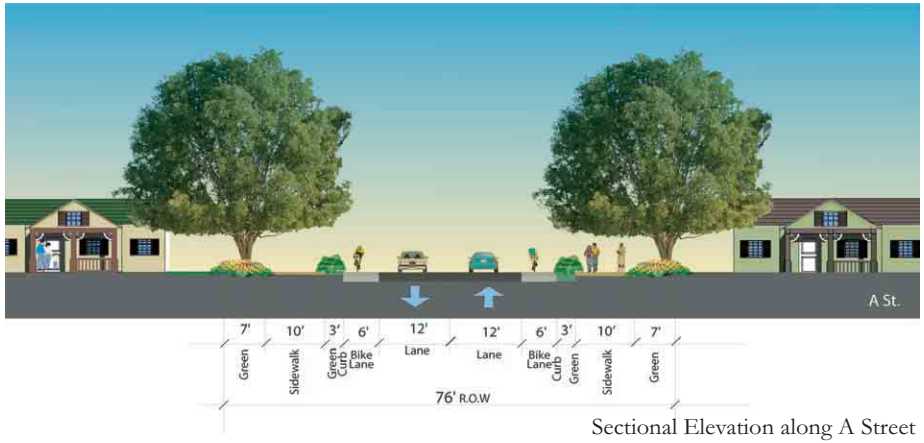
- **Gregory Street, Chase Street and Jackson Street East- West Residential Corridors**

A Street is a 2-lane residential street that bounds the West Side Neighborhoods in the East. This residential corridor is significant as it becomes the gateway to the Historic Downtown and the East Side Neighborhoods. I Street provides an opportunity to visually and physically connect the southern boundary of the neighborhood, Garden Street, to the north culminating in the proposed Morris Court development bisecting through St.John's Cemetery and the proposed West Side Neighborhood Town Center.

*Objective:*

Maintain and improve the residential character of the neighborhoods. Enhance the community's sense of place and identity by establishing higher quality architectural design standards in the residential areas.

Proposed Improvements along A Street and E Street Residential Corridors




Sectional Elevation along A Street

Existing Conditions: Residential Streets

### *Action Strategies*

Encourage restoration of older homes through property improvement grants and the use of state and federally funded housing programs.

Establish residential design standards for building renovations and in-fill development.

Preserve these areas from encroachment by incompatible uses.

Provide for neighborhood streetscape to improve the aesthetic character of the streets.

Encourage adaptive reuse and infill development of the vacant land and underutilized parcels as an opportunity for revitalization.

Continue with the formulation of financial incentives to promote owner-occupied housing in the redevelopment area.

## Residential Preservation and Enhanacement

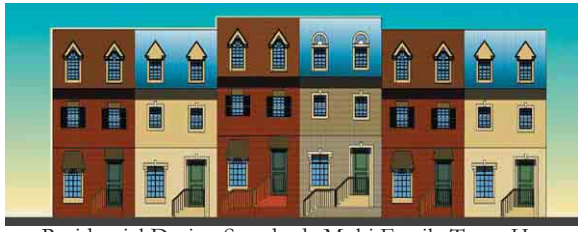
Most of the residential units in the West Side Neighborhoods did not escape Hurricane Ivan's wrath and are in critical need of repair and restoration. The City has already initiated improvements and assistance program for the affected business owners and commercial establishments. Using additional funding sources and community support, the City should establish a residential property improvement grant to encourage housing restoration in the hurricane affected properties in the neighborhood. The City should establish residential design standards and ensure that future construction and redevelopment efforts are designed to the highest quality.

Perspective Sketch of Residential Neighborhood Streetscape

Existing Housing Character

*Objective:*

Preserve and enhance the residential character of the neighborhood to maintain the affordable housing stock within the neighborhood through investment in public infrastructure and by establishing or promoting programs that support investment in residential renovations and redevelopment of existing housing stock.



Residential Design Standards Multi Family Town Homes

*Action Strategies*

Coordinate efforts to enhance and upgrade the quality of architecture in the neighborhood's affordable housing construction.

Improve and maintain the current landscape, sign, and design standards throughout the community.

Consider the provision of flexible development standards in future zoning code revisions for minimum lot sizes to enable development of smaller residential lots.

Institute Residential Facade Improvement Programs.

Incorporate secondary streetscape improvements with lighting, trees, sidewalks and underground utilities

Maintain affordable housing stock.

Identify and restore historic housing that may be in a state of deterioration but otherwise structurally sound.

Identify and remove vacant, dilapidated housing structures that pose a threat to public health and safety.

## Multi-Family Residential
## Morris Court Redevelopment Project

As the successful redevelopment program evolves the demand for multi-family housing will increase. Morris Court Redevelopment Project is a collaborative effort between the Area Housing Commission, Pensacola Housing Department, and Escambia County Neighborhood Enterprise Foundation Inc. (NEFI) located within the city limits adjacent to the unincorporated Escambia County. The property is currently a "super-block" owned by the Area Housing Commision. The project introduces the principles of New Urbanism in the construction of additional dwelling units and the refurbishment of old units. The redevelopment plan for the project proposes to establish a street grid pattern, upgrade architectural character for single and multi-family units and provide community facilities such as elder center, day care, head-start programs and tenant owned small businesses. The Morris Court Redevelopment project could potentially act as a model for future redevelopment activity in the West Side Neighborhoods.

*Objective:*

Capitalize on the positive aspects of the Morris Court Redevelopment Project such as the urban design and site planning principles to ensure integration of similar community planning principles in the neighborhood's redevelopment efforts.

*Action Strategies*

Establish high quality of design standards in the neighborhood using Morris Court Redevelopment Project as a catalyst.

Incorporate the urban design principles applied to Morris Court Redevelopment Project as a guiding framework for future redevelopment initiatives.

Integrate the overall design into future development by including key principles such as interconnected street network, pedestrian-friendly streets with buildings close to the street, rear parking and row housing, single family appearance for the residential development.

Proposed Rowhouse Type Apartment Buildings

Morris Court Conceptual Plan A

Morris Court Conceptual Plan B

## Residential Neighborhood Commercial

This Plan recommends the establishment of Residential Neighborhood Commercial areas near the intersection of Cervantes Street and residential cross streets as a growth management technique to control scattered growth in accordance with the City's future land use plan.

*Objectives*

Ensure the integration of future development patterns with the proposed campus oriented layout to deviate from the existing commercial development. Accommodate transitions in land use through appropriate zoning regulations, investment in pedestrian improvement and incentives for private sector investment in the adaptive reuse of existing residential structures.

*Action Strategies*

Incorporate streetscape improvements, such as decorative street lighting, wider sidewalks, street trees and street furniture to establish a pedestrian environment in support of commercial activity.

Create business incubators and business resource support services to encourage increased investment from existing local businesses.

Devise site planning strategies that enable nodal development patterns.

Fund facade improvement grants as an incentive for investment.

Proposed Residential Neighborhood Commercial Element
Cervantes and A Street

## Medical Related Commercial Services

The future expansion of Baptist Hospital will be instrumental in enhancing future economic development opportunities of the West Side Neighborhoods. The blocks adjacent to the existing hospital property are identified for ancillary uses and related activities in support of the Baptist Hospital Master Plan. The redevelopment plan should work with the Hospital to enable voluntary annexation, future on-site expansion and possibly shared public facilities and resources.

*Objectives*

Build on Baptist Hospital's growth potential and identity as a major employer and one of the primary medical service providers in the city to stimulate development of medical offices, clinics and laboratories in the area creating jobs and market support for commercial activities.

Baptist Hospital

Conceptual Plan for Medical Related Services

*Action Strategies*

Work with the Escambia County to pursue the annexation of blocks located north of Hernandez St. and blocks West of E St. until Pace Boulevard for the expansion of Baptist Hospital.

Form strategic partnerships with Baptist Hospital and area medical professionals to address the needs of existing businesses through the redevelopment process.

## West Side Neighborhood Town Center

The West Side Neighborhood Town Center will provide an opportunity to re-orient the existing nature of Cervantes Street from strip commercial development into a community focal point and congregation space. The Town Center will be geographically located on Cervantes Street in the heart of the West Side Neighborhood and provides the opportunity to create an extremely desirable urban center that supports education and local economic development. The proposed site covers approximately 20 acres of land along Cervantes Street between L Street and I Street. Current uses include vacant land, residential homes, retail stores, old motels and underutilized commercial properties.

Perspective View: Urban School and West Side Library proposed to be located as a part of the Town Center

Establishment of the Town Center provides a solution for addressing the undesirable social activities including drug and alcohol use, prostitution and other crimes presently occurring at the west end of Cervantes Street. The proposed 'West Side Neighborhood Town Center' consists of community oriented activities and uses including an Urban School, West Side Neighborhood Library and Business Resource Center, Arts and Vocational Campus, Tool Library and Neighborhood Garden. The implementation of the 'West Side Neighborhood Town Center' would require enhanced coordination between the primary stakeholders in the redevelopment process. The City has included the New West Side Community Center and the West Side Library in its 2007-2017 Local Option Sales Tax list of proposed projects. This Plan recommends that these projects should be incorporated into the West Side Neighborhood Town Center.

*Objective*

Redefine the functional and visual character of Cervantes Street to provide for a focal space in the neighborhood's center for public gathering and reduce the negative image and undesired activities from the neighborhood.

Proposed Improvements along Cervantes with the Neighborhood Town Centre as the focal point

*Action Strategies*

Pursue a strategic partnership with the Escambia County School Board to further build on the concept of an Urban School as a part of the proposed redevelopment plan.

Work closely with the City to further develop plans to build a West Side Library and West Side Community Center as a part of the proposed center.

Create a master planned redevelopment strategy to coordinate the development of the various uses in the proposed Activity Center

Encourage adaptive reuse of vacant and underutilized commercial structures to concentrate and collect uses in business incubators

Collaborate with the Pensacola Bay Area Chamber of Commerce and local merchants to develop apprenticeship and training programs for the capacity building and skills development for the youth and residents

Develop community initiatives such as the Tool Library and neighborhood garden to motivate and assist residents in the clean up of the West Side neighborhoods.

Establish a coherent framework of guidelines and standards for the site and architectural design of buildings

Promote arts and crafts related activities for the teens and children to further develop the center as a recreation oriented community space.

Attract a bank, post office and other businesses and services expressly desired by the community.

Old Motels on Cervantes Street

Aerial Perspective : Cervantes Street and the West Side Neighborhood Town Center

## Cemeteries

There are four cemeteries that are unique to the neighborhood open space framework, however, they have been neglected over time and need to be preserved as an important statement of the community's sense of place and history. The cemeteries are identified as an important part of Pensacola's heritage; two governors and other political dignitaries are buried in St. John's Cemetery. The other cemeteries include St. Joseph's Cemetery, the Talbert Chapel Cemetery and the AME Zion Cemetery. Community investment in the restoration of these cemeteries should receive consideration.

*Objective*

Recognize the historical and social value of the cemeteries as important components of the open space system and preserve their visual character. Enhance and upgrade the cemeteries through a well designed system of trails and landscape elements.

Perspective Sketch: Cemetery Improvements

Typical Gateway Improvements

Existing Conditions
A Street Cemetery

Existing Conditions
Belmont Street Cemetery

Existing Conditions
Pace Boulevard Cemetery

*Action Strategies*

Install entryway improvements that include gateway features and quality fencing features utilizing historic preservation grants and private donations.

Enhance the overall appearance of the cemeteries through the use of better signage, area wide landscaping, sidewalk improvements, internal trail improvements and lighting.

Minimize the potential threats posed by incompatible uses to the cemeteries while creating a smooth transition area from the cemeteries into residential areas.

## Parks and Recreation

There are four neighborhood park amenities for the West Side Neighborhoods; however, the community expressed its desire to have more parks especially south of Cervantes Street. The redevelopment plan for the West Side Neighborhoods has strategically identified neighborhood parks on vacant lots throughout the study area, and adopting the New Urbanism principle of the "5-minute walk", which translates to 600 feet walking distance or 2 blocks to a neighborhood park from place of residence. This strategy will help ensure public safety for children and connectivity throughout the neighborhood. The intent of the redevelopment plan is to continue to strengthen and expand upon the system of parks, open space and trails in the neighborhood and provide connection between these recreational facilities. The City should also seek opportunities to acquire land for small passive neighborhood parks to complete the system.

*Objective*

Strengthen and enhance the system of parks, trails and open space in the neighborhood providing recreational opportunities for citizens of the West Side Neighborhoods, which are readily accessible and improve the quality of life for residents. Preserve land to serve as public parks and open space for current and future residents.

*Action Strategies*

Pursue park, recreation, and beautification efforts to preserve and enhance the character of the neighborhood. Prepare a horticulture master plan.

Develop neighborhood parks in residential areas as amenities to stimulate private investment.

Pursue improvements to the Fricker Center and Legion Field as a priority.

Provide safe connection from the neighborhood's parks to primary activity centers such as the proposed 'West Side Neighborhood Town Center' and schools through sidewalks and bikeways.

Wherever possible, maintain the integrity of the natural environment when developing property, especially when significant tree canopies or natural habitats can be integrated into the site design.

Identify potential revenues including tax increment financing, grants, impact fees and other assessments to provide adequate funding for proposed improvements and maintenance of public facilities.

Perspective View of a Typical Neighborhood Park

Existing Parks: Legion Field (Above) and Public Housing Tot Lot (Below)

Chapter 4

# IMPLEMENTATION STRATEGIES

## Organizational Framework

The success of the West Side Neighborhoods Plan ultimately rests on the coordinated efforts of the community's various sectors and agencies. The City's Neighborhood Planning Process has initiated vital relationships between key players in this effort. The City must utilize the opportunity presented by the West Side Neighborhoods Plan to strengthen its efforts to provide a better quality of life for its citizens. This section of the Plan outlines the organizational framework and implementation functions that are critical components for the successful realization of the planning and design objectives that have been developed for the neighborhoods.

The City must support the program's activities and provide a well devised management system to carry out the recommendations presented in this plan. It is necessary to establish lines of communication between all sectors of the community to positively effect change in the West Side Neighborhoods.

*City Council and Staff*

The City Council and their staff are the leaders of the redevelopment program and must assume this role with vitality and enthusiasm. They should concentrate on the following actions throughout the redevelopment process.

- Provide commitment of public policy and resources for the redevelopment effort.
- Provide necessary staffing and support from other City Departments for administrative purposes and program implementation.
- Commit to making the necessary public improvements identified in the Plan.
- Provide maintenance for completed capital projects freeing available tax increment revenues for the implementation of the projects and proposals contained in the Plan.
- Provide leadership and support for administrating public development controls and incentives to promote high-quality private development; this may include streamlining the development review process to minimize the time involved in the approval process, zoning requirements and incentives, corridor plans, site and architectural design guidelines, provision of additional public facilities and coordinated capital improvement programs.
- Work cooperatively with other agencies, including, but not limited to the State, Escambia County, FDOT, Escambia County School Board, Baptist Hospital, West Florida Regional Planning Council and the Pensacola Bay Area Chamber of Commerce.

*Establish a Community Redevelopment Area*

This Plan recommends that the City of Pensacola should establish a Community Redevelopment Area for the West Side Neighborhood. The City should prepare a redevelopment plan in accordance with the provisions of the Community Redevelopment Act to establish a Community Redevelopment Agency for the management of the West Side Neighborhoods Plan. The redevelopment plan can provide focus and oversight of the land development process while improving the appearance and marketability of the area. It can provide a strategy for funding capital improvements and economic incentives that will attract private sector investment and ensure that infrastructure is in place to support future growth and development. The City should also consider hiring a CRA Coordinator for the West Side Neighborhoods to manage the redevelopment efforts at a daily basis.

*Conduct a Finding of Necessity Study*

To create a redevelopment agency, the City must conduct a finding of necessity study. The finding of necessity study must meet the requirements of Florida Statutes, Section 163.355

The Community Redevelopment Agency is responsible for assisting in the preparation of the Redevelopment Plan. Section 163.362 F.S. contains a detailed description of the required contents of this Plan. The

Plan is intended to address the needs identified in this study, define community redevelopment goals and objectives, set forth specific Agency policies and actions, and finally, identify all publicly funded capital improvements, their costs and funding sources.

This Plan contains many of the elements required by statute to be in a Community Redevelopment Plan, therefore it should be revised and adopted to streamline the process and take advantage of the tools made available through the statutes. The city should incorporate an extensive community involvement program in this process to develop consensus and support.

*Institutions*

Through partnering with institutions including but not limited to the Escambia County School Board, Baptist Hospital, non profit organizations and neighborhood associations, the City can leverage more commitment for projects and create a cumulative impact in the area.

*Escambia County School Board*

The School Board is highly supportive in concept of the proposed development of a downtown Urban School on Cervantes Street. The City should consider coordinating efforts with the Board to highlight common goals between these stakeholders and the City's redevelopment efforts.

*Baptist Hospital*

The involvement and support of this institution is pivotal in the success of the proposed redevelopment improvements due to their large landholdings, the potential commercial base and the future goals. The City should work in close cooperation with Baptist Hospital to explore potential redevelopment opportunities in the vicinity of the hospital and sharing of public facilities.

*Steering Committee*

The West Side Neighborhood Improvement Steering Committee should be retained as stewards to monitor the progress and timely development of the projects proposed in the redevelopment area. In addition, the role of this steering committee could be potentially expanded to generate community interest in the projects and formulate redevelopment incentives to attract developers and businesses to the area. The Committee could also help to generate community support for the redevelopment efforts and increase public involvement in the process.

*Civic and Clerical Leaders*

Civic and clerical leaders must also act as the ambassadors of the redevelopment program. Their support and active involvement in the effort is essential for success. They should:

- Embrace the Redevelopment Plan and be educated about the program.
- Be involved in the implementation of the Plan and involve the community through outreach.

*Private Sector*

Essential private-sector leadership must come from local banks, real estate development entrepreneurs, and property owners within the community.

- The leadership role of local banks will involve providing financing for private developments and establishing a consortium to provide a revolving loan pool at below market interest rate. The City should also establish contact with financial institutions in support of the Community Reinvestment Act that is designed to provide capacity building support and financial assistance for the revitalization of low and moderate income communities.
- Private real estate and development leadership

must provide necessary entrepreneurial vision and initiative that will create profitable enterprises and attractive redevelopment projects.

- The City should contact corporations dedicated to investing in the communities they serve such that actively invest in several communities across Florida with a mission of enhancing the quality of life for the community.
- Create new business incubators and work with local businesses to develop mentoring and apprenticeship program for the youth in the community.
- Encourage Medical Services Related specialized cluster development in collaboration with Baptist Hospital as a local economic development tool to increase employment and businesses.

*Planning and Development Strategies*

The City Planning staff should be responsible for the execution of the Plan. The following are recommendations to ensure the implementation of the Plan.

- Detail the implementation strategies illustrated in this Plan that should include project financing, land acquisition, land disposition, funding sources and financing.
- Review and update the Comprehensive Plan and Capital Improvements Plan to ensure consistency with the proposed Neighborhood Plan.
- Revise the city's Land Development Code to establish concurrency between documents and the recommendations of this plan.
- Involve residents in the planning process through forming organizing committees and regular meetings with residents.
- Contact affected property owners to determine their level of interest in participating in proposed redevelopment activities.
- Solicit the services of a realtor and/or utilize the City's land management team to devise a land acquisition strategy for potential purchases of property in the neighborhood.
- Form basic public/private development agreements to be used for developer solicitation on selected projects
- Prepare grants feasibility study for public projects, including roads, utilities, streetscapes, parks, law enforcement, human resources, etc.
- Support residential renovation and rehabilitation programs through the use of grant funding.
- Increase awareness of funding resources and program initiatives available to the residents interested in improving their property as means to increasing home ownership and property values.

## Implementation Functions and Financing

Implementation functions consist of both financing and non-financing considerations, with both areas equally as important. Non-financing considerations deal with the sometimes complex organizing efforts and ensuring that use of resources is maximized and that revitalization is conducted in a positive and reinforcing manner. Financing mechanisms are perhaps more easily defined, but not to be focused on until organizational elements are put into effect.

Non-financing functions are briefly discussed in six general categories below.

*Site Assembly*

The redevelopment of an urban area requires assemblage of multiple parcels of land to maximize the development potential of the efforts. In the case of the West Side Neighborhoods, the principal opportunity for dramatic change lies in new development and redefinition of the primary corridors in the neighborhood. Site assembly can be for the future purposes of land trades, creating development partnerships and to facilitate controlled growth in the neighborhood.

*Capital Improvements*

The City of Pensacola employs the Transportation/ Stormwater Plan, the Local Option Sales Tax Plan (LOST) and Local Option Gas Tax (LOGT) to implement major infrastructure items including street improvement and upgrading utilities. Also, capital improvements can include a variety of revitalization items such as facade improvements, landscaping, streetscaping, etc. as well as new parking development. In the case of the West Side neighborhoods in the City of Pensacola, the priorities are improved streetscapes along the transportation corridors, increased community facilities, crime prevention, landscaping, upgrading utilities and façade rehabilitation.

*Standards and Controls*

Formulating design guidelines and controls for controlling future development assures tenants and developers that quality development will occur. In addition, promoting high design standards for the community will improve the aesthetic character and market value of the neighborhood.

*Technical Assistance*

This function primarily involves providing technical assistance to potential developers and existing businesses and property owners in the neighborhood such as assistance in loan applications, architectural design, business operations, etc.

*Physical Development*

This is the actual construction of new facilities and rehabilitation of older facilities. Physical development is dependent upon several factors, the most important of which is the ability to effectively rehabilitate existing facilities and to attract and integrate new development in concert with a comprehensive redevelopment plan.

The following section lists selected potential sources of financing for the West Side Neighborhoods Plan.

*Grants*

Federal grants have long been a source of funds for development projects, especially for public improvements. Such sources as Community Development Block Grants (CDBG), Section 108 Grants, Weed and Seed Grant and Urban Development Action Grants (UDAG) are available although the extent of their uses is diminishing as the volume of the grant decrease. They have the advantage of directly affecting development costs and their benefits are predictable and readily understood. The Section 108 loan program allows municipalities to convert a portion of the funds they will receive through the CDBG program into loans to use in economic revitalization projects. Local governments must use their current and future CDBG funds as collateral to guarantee the loans. Other sources of financing include the State Housing Initiatives Partnership (SHIP) Affordable Program, HOME Program and HOME Again. For more information on these financial programs, see Appendix A

*Tax Increment Funds*

This is a fund that uses increased revenues generated by taxes gained from growth in property values resulting from successful redevelopment activities. Tax Increment Funds can be sued for development in a declared redevelopment area only. The resources generated from the fund are used for continuation of improvements within the redevelopment areas of the city.

*Redevelopment Bonds*

Redevelopment bonds are issued by the Redevelopment Agency and approved by the City to finance renovation of specific projects, but are not a liability of the city.

*Private Investment*

This is the single most important source of redevelopment funding. The general rule for successful revitalization is that private investment usually must exceed public funding by three to four fold. Such funding takes the form of equity investment and conventional real estate loans.

*Project Equity Position*

When the Redevelopment Agency takes an equity position in a project, the Agency contributes cash or land to the project with a return in the form of profit sharing. This Agency participation has the effect of reducing developer costs and can be used for projects such as redevelopment and parking structures.

*Leasing*

City-owned land, buildings, equipment, etc. can be leased to developers for projects. For the developer, this eliminates the need for capital investment in land, buildings, etc. or debt service on money borrowed to finance the purchase of such things as land, building, and equipment. The city receives lease payments which are deductible from the developer's income tax. The lease may also constitute a purchase option.

*Joint Ventures*

In real estate syndication ventures, the Redevelopment Agency can contribute equity capital to a project. This has the effect of reducing equity requirements from the developer and/or reducing the amount which must be debt serviced. Through equity syndication, tax subsidy benefits can be passed on to investors in the form of depreciation, investment tax credits, deferral of taxes and capital gains.

*Mortgage Write-Downs*

Mortgage write downs by the Redevelopment Agency is a method usually used to encourage residential development and home ownership in the redevelopment area. Funds from the Agency are offered to qualified potential home buyers (low-moderate income, first time buyers, etc.) to increase their down payment, thereby decreasing mortgage payments. The Agency usually takes an ownership interest in the dwelling for a predetermined period of time to guarantee against misuse of the funds.

Chapter 5

# CAPITAL PROJECTS AND PROGRAM INITIATIVES

## Capital Improvements Plan (CIP)

Public capital investment in improvement projects, namely streetscape improvements, the creation of gateways, the continued extension of the pedestrian environment and recreational improvements will help to achieve the goals and desires of the community. It is through such projects that the City will enhance the functional and aesthetic quality of the West Side Neighborhoods and provide the basis for leveraging private redevelopment investment within the redevelopment area. It is recommended that the City develop a capital improvement program (CIP) for the planning, design and construction of the redevelopment and improvements projects identified in this plan.

The CIP is used for short-term, mid-term and long range planning purposes. The CIP is not a guarantee of expenditure of funds on a given project in a given year. Actual funding allocations will be determined annually through the City's budget process. As priorities change, the CIP is amended. Managed correctly, funds from both the general fund and TIF monies can be leveraged through grants and commercial financing to accomplish a substantial number of capital improvements and planning activities. When successful, the City should see a substantial increase in the tax base and realize a healthy return on its investment through tax increment revenues, sales tax receipts and other formulated revenue sharing programs.

The proposed West Side Neighborhood Plan contains several projects consisting of public, private and joint public/private efforts that will take at least twenty years for completion. Therefore, it is critical that the City incorporates a sound project implementation strategy when identifying priorities. The following phasing plan sets forth recommendations concerning project priorities and funding sources. The project priorities have been classified into the following three categories:

**Short- Term Projects- Those that should be implemented immediately and completed within one to five years.**

**Mid- Term Projects- To be completed within six to ten years**

**Long- Term Projects- Projects that will likely take more than ten years to complete.**

## CAPITAL BUDGET: YEARS 1 THROUGH 5

| Project | Cost | Funding Source | |
|---|---|---|---|
| Commercial Gateway Features: Pace Boulevard | 2 @ $75,000 | CDBG/ LOST/ LOGT/PCIP/ TIF | 2006-2007 |
| Sub-Total | $150,000 | | |
| Cervantes Street Corridor Improvements | $2.5 million | TIF/LOGT/LOST/ FDOT/City Tree Fund/ General Fund/ | 2005-2009 |
| Urban School- Planning Phase | TBD | TIF/Grants/ School Board | 2005- 2008 |
| West Side Library | $1.5 million | TIF/LOST/ Community Banking Funds/ General Fund | 2005 - 2009 |
| West Side Community Center | $1 million | LOST/ TIF | 2009 |
| Supermarket/ Grocery Store: Cervantes and Pace | TBD | TIF/ Private/ Community Banking Funds | 2008 |
| Façades/Ownership Incentives | $100,000/yr | SHIP/HOME | Ongoing |
| | $500,000 | | |
| Tree Planting | $40,000 | TIF,KAB,SBA | Annual |
| Horticulture Master Plan | $50,000 | TIF | 2006 |
| Architectural Design Guidelines | $50,000 | TIF | 2006-2007 |
| Neighborhood Improvements | TBD | | Ongoing |

**CDBG- Community Development Block Grant**
**LOST- Local Option Sales Tax**
**LOGT- Local option Gas Tax**
**TIF- Tax Increment Financing**
**SHIP- State Housing Initiatives Partnership**
**KAB- Keep America Beautiful**
**SBA- Small Business Administration Tree Planting Grant**
**TBD- To be Determined**
**FDOT- Florida Department of Transportation**
**PCIP- Pensacola Community Initiatives Program**

## Short Term: Years 1 through 5

*Capital Improvements*

- Commercial Gateway treatments at Pace with Cervantes and Garden
- Cervantes Street Corridor Improvements
- West Side Neighborhood Town Center Urban School Land Acquisition
- West Side Library
- Improvements to Fricker Center and Legion Field

*Public/Private Projects*

- Supermarket/ Grocery Store on Cervantes Street

*Private Sector*

- Baptist Hospital expansion

*On-Going Projects & Programs*

- Zoning code revisions
- Code enforcement
- Community policing
- Facade Improvements
- Neighborhood planning and improvements
- Tree planting and street lighting programs

## CAPITAL BUDGET: YEARS 6 THROUGH 10

| Project | Cost | Funding Source | |
|---|---|---|---|
| Urban School- Contruction Phase | TBD | School Board/TIF/ Grants | 2011 |
| Commercial Gateway Features A Street | 2 @ $75,000 | CDBG/ LOST/ LOGT/PCIP/ TIF | 2010-2012 |
| Sub-Total | $150,000 | | |
| Neighborhood Gateway Treatments: E Street | 4@ $10,000 | CDBG/ LOST/ LOGT/PCIP/ TIF | 2010-2012 |
| Sub-Total | $40,000 | | |
| Garden Street Corridor Improvements | $2.5 million | TIF/LOGT/LOST/ FDOT/City Tree Fund/ General Fund/ SHIP/ HOME | 2012 |
| Adaptive Reuse- Tool Library, Vocational Training Center, Community Garden | $500,000 | TIF/LOST/ Community Banking Funds/ General Fund | 2015 |
| Residential Corridor Improvements: A Street, Chase Street and L Street | $4.5 million | TIF/LOGT/LOST/ FDOT/City Tree Fund/ General Fund/ SHIP/ HOME | 2010-2015 |
| Façades/Ownership Incentives | $100,000/yr | SHIP/HOME | Ongoing |
| Sub-Total | $500,000 | | |
| Tree Planting | $40,000 | TIF,KAB,SBA | Annual |
| Neighborhood Improvements | TBD | | Ongoing |

**CDBG- Community Development Block Grant**
**LOST- Local Option Sales Tax**
**LOGT- Local option Gas Tax**
**TIF- Tax Increment Financing**
**SHIP- State Housing Initiatives Partnership**
**KAB- Keep America Beautiful**
**SBA- Small Business Administration**
**Tree Planting Grant**
**TBD- To be Determined**
**FDOT- Florida Department of Transportation**
**PCIP- Pensacola Community Initiatives Program**

## Mid Term: Years 6 through 10

*Capital Improvements*

- Commercial Gateway treatments at A Street with Garden and Cervantes Street
- Neighborhood Gateway Treatments: E Street at Lakeview, Cervantes, Jackson and Gregory Streets
- Garden Street Corridor Improvements
- Residential Corridor Improvements: A Street, Chase Street and L Street

*Public/Private Projects*

- Morris Court Multi-Family Housing Project

*Private Sector*

- Baptist Hospital expansion
- Medical Related Services

*On-Going Projects & Programs*

- Zoning code revisions
- Code enforcement
- Community policing
- Facade Improvements
- Neighborhood planning and improvements
- Tree planting and street lighting programs

## CAPITAL BUDGET: YEARS 11 THROUGH 20

| Project | Cost | Funding Source | |
|---|---|---|---|
| Neighborhood Gateway Treatments: Garden Street and A Street | 6@ $10,000 | CDBG/ LOST/ LOGT/PCIP/ TIF | 2014-2016 |
| Sub-Total | $60,000 | | |
| Pace Boulevard Corridor Improvements | $2.7 million | TIF/LOGT/LOST/ FDOT/City Tree Fund/ General Fund/ SHIP/ HOME | 2013- 2022 |
| Neighborhood Parks w/ land acquisition | 11@ $100,000 | LOST/ TIF | 2013-2022 |
| | $1.1 million | | |
| Cemetery Improvements | 4@ $400,000 | TIF/LOST/Historic Preservation Grants/ Private Donations | 2015 |
| Sub-Total | $1.6 million | | |
| Residential Corridor Improvements: E Street and I Street | $3 million | TIF/LOGT/LOST/ FDOT/City Tree Fund/ General Fund/ SHIP/ HOME | 2015-2025 |
| Façades/Ownership Incentives | $100,000/yr | SHIP/HOME | Ongoing |
| | $500,000 | | |
| Tree Planting | $40,000 | TIF,KAB,SBA | Annual |
| Neighborhood Improvements | TBD | | Ongoing |

**CDBG- Community Development Block Grant**
**LOST- Local Option Sales Tax**
**LOGT- Local option Gas Tax**
**TIF- Tax Increment Financing**
**SHIP- State Housing Initiatives Partnership**
**KAB- Keep America Beautiful**
**SBA- Small Business Administration**
**Tree Planting Grant**
**TBD- To be Determined**
**FDOT- Florida Department of Transportation**
**PCIP- Pensacola Community Initiatives Program**

## Long Term: Years 11 through 20

*Capital Improvements*

- Neighborhood Gateway Treatments: Garden Street with I Street, J Street and G Street
- Pace Boulevard Corridor Improvements
- Residential Corridor Improvements: E Street and I Street
- Improving Cemeteries
- Neighborhood Parks

*Private Sector*

- Residential Neighborhood Commercial Business Development

*On-Going Projects & Programs*

- Zoning code revisions
- Code enforcement
- Community policing
- Facade Improvements
- Neighborhood planing and improvements
- Tree planting and street lighting programs

The following table summarizes the action strategies discussed in this Plan. Please refer to Chapter 3 and Chapter 4 for a detailed description

| |
|---|
| Establish a Community Redevelopment Area for the West Side Neighborhood |
| Develop a full time position for a West Side Neighborhood Director |
| Create a Redevelopment Trust Fund for the West Side Neighborhoods |
| Develop one, three and five year Work Programs |
| Retain the Steering Committee to monitor and oversee the Neighborhood Plan |
| Work with the School Board to pursue the location of the proposed downtown Urban School concept on Cervantes Street as part of the West Side Neighborhood Town Center |
| Encourage the City to locate the proposed West Side Library and West Side Community Center in the proposed West Side Neighborhood Town Center |
| Establish contact with local banks to provide additional capacity building support for the redevelopment efforts |
| Solicit services of a realtor and/or the City's land management team to devise land acquisition and assemblage strategies |
| Contact Sweetbay Supermarket to explore potential supermarket/grocery store development opportunities along Cervantes Street |
| Expand Weed and Seed Program |
| Develop a mentoring and apprenticeship program with local entrepreneurs to help the youth develop their skills and capabilities |
| Redefine the functional and aesthetic character of Cervantes Street to promote a compact, campus oriented layout and transform the negative image of the area |
| Develop a beautification plan to preserve the visual character and historical significance for the cemeteries in the neighborhood. |
| Encourage adaptive reuse and infill development of the vacant land and underutilized parcels as an opportunity for revitalization. |
| Establish Residential Property Improvement Grant Program. |
| Incorporate "Crime Prevention Through Environmental Design" principals in all new construction and major renovations as a measure to eradicate crime |
| Continue the Neighborhood Community Oriented Policing program |
| Prepare a neighborhood horticulture master plan |
| Improve recreational facilities at Fricker Center and Legion Field |
| Preserve and enhance the neighborhood character of the Residential Corridors |
| Work with FDOT to resurface roads as needed and encourage the burying of utility lines when major reconstruction of streets or major developments is done. |

# Appendix A

# FOCUS GROUP MEETING SUMMARY REPORT

## Working Group Meetings Summary Report

This section outlines the information obtained during work sessions conducted on May 3rd, 4th, and 23rd and June 21st and 22nd, 2005 in the City of Pensacola, Florida. At each session a brief overview of the planning process was provided along with a summary of the Neighborhood Assessment. During these work sessions, the participants were involved in a brainstorming session to identify the neighborhood assets, issues of concern and potential opportunities that are characteristic of the West Side Neighborhoods.

The information contained in this report presents a list of the attendees and a brief summary of the comments provided by them. The information was incorporated in the formulation of the Concept Plan development phase of the West Side Neighborhood.

**PUBLIC WORKSHOP- MAY 3, 2005**

The following information was gathered during the Public Workshop held on May 3rd at the Fricker Community Center, Pensacola, Florida with the residents of the West Side Neighborhoods. With the help of aerial photographs and base maps of the neighborhoods, the residents were encouraged to actively participate in the planning process. The following are some of the opportunities and constraints identified by the residents:

**ASSETS**

Baptist Hospital
Parks
Fricker Center
Legion Field
Trees
Mom and Pop Businesses
Churches
Residential character of A Street
Historical Significance
Proximity to Downtown
Architectural character

**CONCERNS**

Abandoned Properties
Package Stores
Vacant Lots and Buildings
Rise in illegal activities: Drug Activity and Prostitution
Presence of abandoned and underutilized motels on Cervantes St.
Poor aesthetic character of Habitat Housing design
Lack of Street Lighting
Inadequate Neighborhood parks especially south of Cervantes
Absence of high rise buildings
Irregularity of City limit lines
Deteriorating conditions of Storm Water Drainage
Vagrancy
Blight/properties in poor condition

**SOLUTIONS**

Clean Cemeteries: better maintenance
Sting Operations: prostitutes
In-fill- Affordable Housing (Better Quality and Design)
Trim/Prune the dead trees
Better Code Enforcement
Better Maintenance on Parks
Employment Opportunities for Teenagers
More Police Patrols (including bike)
Advertise funds for Small Businesses
No high rise buildings
Rehabilitate houses and provide assistance for those in need
Develop a Grocery Store
Institute Façade Improvement Programs
Develop Housing Rehabilitation Program
Develop Design guidelines for housing
Enforce zoning changes to protect residential character of A Street

**Overview of results from Public Meeting**

The participants in the public workshop raised an over all sentiment that Hurricane Ivan had actually reversed the demographic data from decline to actual in-migration. Other issues of concern include work force training, housing conditions, design and long-term affordability, level of income and nature of employment, decreasing population and households and lack of private sector investment in revitalizing commercial corridors.

## WEST SIDE NEIGHBORHOODS STEERING COMMITTEE MEETING MAY 4, 2005

The following summary of comments was gathered on May 4th, at the Lakeview Center in the City of Pensacola during a Steering Committee meeting. The Steering Committee's responsibility is to champion the process within the community and ultimately make a recommendation to City Council regarding the Plan Each of the Steering Committee members described their vision for the neighborhoods, the needs and what their organizations may have planned in the future. The following is a summary of their comments:

### ASSETS

- The Change of Pace neighborhood has made great strides lately through City sponsored cleanup and sidewalk construction.
- "A" Street will become a major corridor as the historic downtown develops.
- The Housing Authority has plans to redevelop Morris Court with construction of 24 new apartments.
- Attucks Court has received very high marks from the Federal Government regarding conditions in this neighborhood.
- Habitat for Humanity housing has enabled home ownership for tenants in the public housing projects freeing space for new residents.
- A new neighborhood recreational center is proposed. Council has appropriated $1 million LOST
- The School Board would like to build a New Urban School in the neighborhood requiring a minimum of 5 acres of land.
- The St. Johns Cemetery is a great historic resource with numerous dignitaries including 2 former governors, state representatives and war heroes buried there.

### CONCERNS

- Legion Field is a historic site that is supposed to provide recreational opportunities for the area residents but, the field is being physically destroyed and has become an area for prostitution, which is a terrible influence on the youths in the neighborhood.
- More tot lots and passive parks are needed especially in the area south of Cervantes.
- Police response is slow
- Speeding is an issue especially by people on motorcycles.
- Cost to complete improvements has increased from $55 to $85 per square foot since the occurrence of the Hurricane Ivan.
- The Housing Commission has been listening to architects and planners who are recommending higher architectural standards and a site layout more consistent with "New Urbanism" principles.
- The St. John's cemetery must be restored but resources are limited in light of the impact of Hurricane Ivan on those who currently reside in the area.
- This cemetery, along with others in the community should be part of a historic tour.

### SOLUTIONS

- Ensure that the plan is for everyone (old, young, black and white)
- Incorporate energy conservation measures/ features into redevelopment/infill projects in the area ( solar, wind, alternative energy source) could give the area an edge
- Children are the future and they need better schools, parks and activities.
- Need more code enforcement
- There's a need for housing rehab grants, property improvement grants & R.O.W. enhancement grants
- Stem the demolition of older homes
- Increase home ownership opportunities and help current renters become owners as a means of building neighborhood pride
- Halt the negative activities at the motels on Cervantes

- Housing rehabilitation needs more funding.
- Improvements should be made on A Street with landscaping, decorative street lighting sidewalks and signage. Zoning should be in place to protect the residential character of the road so it doesn't turn into strip commercial uses.
- Cervantes Street needs the establishment of a Facade Grant to improve the deteriorating buildings in that area.
- Consider partnership roles for area churches and grants for restoration.
- Architectural Guidelines are needed to blend Habitat and anything new with the character of the neighborhood (porches, CPTED considerations)
- Use of Geo-thermal systems for energy savings and that grant opportunities may be available.
- More focus on schools (partnerships to nurture kids) and utilize the location of schools to help stabilize the neighborhoods and enhance property values
- Establish the neighborhood as a leader in energy conservation.
- In reaching out to the area's youth we should consider apprenticeship opportunities for electricians, plumbers and other trades.
- Tool Lending Library to provide tools needed for community clean-up
- Employment of the area's youth to fix parks, sidewalks, and buildings in the neighborhood providing jobs and training in construction trades.
- Community Garden to grow fresh produce seasonally to serve area restaurants for profit.
- There needs to be a re-entry program for ex-offenders so they can be trained and employed rather than slipping into old bad habits.

**PUBLIC WORKSHOP- MAY 23, 2005**

**ASSETS**

- Neighborhood history
- Cemeteries
- Baptist Hospital
- Fricker Community Center
- Parks
- New quality infill housing
- New businesses in the area (Walgreen's, Circle K, CVS, Auto Parts)
- AA Dixon GED program (child care needed)
- County owned property at Desoto & Gonzalez for redevelopment as a park
- Traditional neighborhood character
- Churches
- Good potential for investments
- CJ's Restaurant (Garden & Pace)
- Assisted Living Facility
- Potential for home construction/purchase

**CONCERNS**

- Loitering (near Cervantes St)
- Lack of neighborhood school
- Pedestrian deaths/injuries on Cervantes St (Need safe crossings: pedestrian activated cross walks, etc)
- Need new sidewalks (particularly along Cervantes);
- Existing sidewalks need to be reconstructed (614 N E St)
- Need a neighborhood grocery store
- Area is too dark, need additional street lighting (historic style)
- Architectural design/appearance of affordable housing (Habitat & other private need to be off grade, steeper roof pitch, no patio style)
- Poor design of new commercial buildings (no metal buildings)
- Don't want trailers (mobile homes) in the neighborhood
- Need a quality, affordable restaurant in the neighborhood
- Need a branch library in the neighborhood area

- Stormwater drainage is poor in the area (particularly E St, C St, Avery to Cervantes)
- Package/liquor stores on Cervantes Street at M Street and E Street(drinking/loitering outside)
- Dilapidated taxi stand at Cervantes & F Streets is an eyesore
- Abandoned and deteriorated houses need demolition172 N G St/ 1708 W DeSoto St)
- Hotels on Cervantes St and associated prostitution
- Neighborhood watch is needed
- Drug activity
- Lloyd Alley (City ROW) from D to G Streets (parallel to Lloyd) is overgrown/ needs maintenance
- Poor drainage/standing water producing high mosquito populations
- Prostitution
- Need a Farmer's Market/fresh produce outlet
- Need additional educational facilities
- Parked cars blocking road at Cervantes & F Streets

**SOLUTIONS**

- Farmers' Market/growers produce market
- Enhance/beautify main corridors with trees, planting, lights and bike paths
- Add/improve signage on main corridors
- Re-open AA Dixon as neighborhood school
- Re-use Blount School property for housing (no-high rises)
- Cleanup/ improve/ beautify neighborhood cemeteries (plant trees, add signage, fix fence at St John's Cemetery)
- Re-vegetate the neighborhood (replenish post-Ivan)
- Revise zoning to allow mixed (residential/ office) uses
- Install traffic calming devices on L Street from Garden to Cervantes
- Install traffic calming devices on Jackson St from Pace to E Street
- Place utilities underground/ Install newer more hurricane resistant traffic lights
- Upgrade/enhance Legion Field
- More educational classes/programs in the neighborhood (bring nursing program to PJC downtown)
- Improve existing parks
- Development more parks
- Upgrade the Fricker Center parking lot
- Increase police patrols in the area
- Amend the noise ordinance to allow for easier enforcement
- Pave streets (Brainerd from A to B)
- Repair existing sidewalks
- Construct new sidewalks (100 BLK of Lee St, C St from LaRua to Mallory, G St,
- Wright St)
- Construct traffic calming devices at Fricker and at Baptist (F St from Cervantes to Moreno)
- Upgrade traffic lights everywhere
- Enforce laws (loitering at package stores, open containers, noise, code)
- Safe pedestrian crossings (overpass) across Cervantes St
- Resurface roads/ fix potholes
- Annex property at northern boundary of area (around Baptist Hospital)

**WEST SIDE NEIGHBORHOOD PLAN**
**June 21, 2005**

**WEST SIDE CONCEPT PLAN OVERVIEW**

- Neighborhood/Town Center concept co-locating planned new facilities.
- Plan elements include gateways, public infrastucture improvements & key new development projects
- Establish a neighborhood identity through entry signage and primary corridors
- Pursue City control of Pace Blvd
- Provide opportunity for tradesmen to share their skills with apprentices
- Concept plan may require changes to the future land use plan
- Improvement recommendations not only a money decision but an impact decision: remove physical structures, housing and negative activities
- Make investment in maintenance, character and long term stability
- Private investors want to invest where they can achieve a return
- Need to balance pedestrian safety with the flow of goods & services on Cervantes St

**GARDEN STREET**

- Should be treated as a Western Gateway
- Create Boulevard or Parkway through landscaping, signage & lighting

**CERVANTES STREET**

- Needs a character change (its purpose shouldn't be only to move traffic through)
- Should become more pedestrian oriented
- New activities/uses are needed
- Thoroughfare needs to be scaled down

**A & E STREETS**

- Maintain the residential character
- Enhance these corridors

**CEMETERIES**

- These are historic and physical assets-(two governors buried in one; significant African Americans)
- Establish a walking/driving tour (connect the area)
- Make them inviting (e.g.-Arlington National at small scale)
- An on-going street planning program can be done inexpensively and continually build up the neighborhood

**HOUSING (DESIGN STANDARDS)**

- Reflect historic character
- Apply principles of new urbanism
- Parking in the rear & side yards
- Pay attention to the details
- Habitat could include emphasis on restoration as much as new construction
- L.A. Kirsey multi-family residential project (subject to new urbanism guidelines)

**COMMERCIAL**

- Facilitate business growth via an improved environment
- Parking issues are a detriment to business-incorporate shared parking/side street parking
- Grocery store
- Occurrence of commercial should remain at existing 12% levels
- Area needs a haircut & a shave
- Demo of dilapidated structures
- Cut grass on rights of way
- City steps to show commitment to the area

**BAPTIST HOSPITAL**

- Current improvement plans are in the works
- Good time to partner
- Seek annexation

**PUBLIC SECTOR INVESTMENT**

- New urban school
- 5 yr plan
- Downtown consolidated technical elementary school
- 4-5 acres needed
- New library
- Investment should address the more negative, blighting influences
- Physical appearance/infrastructure enhancements
- Transform corridor image
- Opportunity for synergy

**CEMETERIES & PARKS**

Connect traffic to H& I Streets through St' John's

## BUSINESS AND CHURCH LEADERS FOCUS GROUP COMMENTS

- Negative demographics are reasons for neighborhood decline
- Resident priorities for improvement match the needs highlighted by the demographic data

## ISSUES/CONCERNS

- More parks needed
- More amenities/programs needed in parks (summer programs)
- Not enough activities for area residents/ youth
- Cocaine corners-A & Cervantes St
- Judges turning offenders back out on the streets
- Single activity center needed to accommodate seniors, youth, families
- Increasing numbers of rental properties (what can neighborhood offer to people w/ greater resources/choice)?
- Need a focal point for a smaller/ tighter community to rally around (e.g.: neighborhood park, coffee shop, etc.)
- Vagrancy/alleged homelessness
- Truancy
- Drug activity & prostitution
- Obvious disconnect from downtown
- Nothing for youth/teens to do (constructive activities)
- Fricker Center useful for specific structured activities
- Visual blight

## NEIGHBORHOOD ASSETS

- Location (downtown, close to water)
- Potential spin-off impact of waterfront development
- Good police activity
- Address each sub-neighborhood within the planning area independently rather than as a single neighborhood
- Build neighborhood zones north & south of Cervantes (perhaps in quadrants)
- Don't hamper traffic flow on Cervantes St- retain as main east-west commercial corridor to support business development/job growth
- Maintain controlled, structured commercial access
- Enhance Lakeview, A and E Streets (Jackson St has a lot of history as a former Trolley line)
- DOT involvement is needed
- Establish guidelines (setbacks, design) for commercial corridor to encourage investment

## OPPORTUNITIES/ DIRECTIONS

- CDBG
- Façade Program
- Housing Rehab
- Habitat housing should enhance/add value to the neighborhood
- Bridge to downtown
- Cervantes needs a different function, different activities, different look
- Infrastructure improvements
- Business location incentives (write down the cost of land)

**PUBLIC WORKSHOP- JUNE 21, 2005**

**COMMENTS**

- Fewer Habitat Houses—the style doesn't blend
- Streetscape, lights, plantings, sidewalks
- New housing should reflect the best of existing structures
- Residential design standards
- Housing that has a connection to the sidewalk
- Commercial development standards are needed
- Cross access between pedestrians and parking
- Development needs an opportunity to make a profit
- Cemeteries need clean-up/beautification/ preservation
- High percentages of rental property – encourage home ownership
- Need a quality, clean grocery store
- Zoning changes are needed to allow smaller lot sizes
- Increases in public housing will bring more problems (Morris & Attucks Courts are problem areas)
- Timeline for annexations
- Sewer plant relocation needs to be settled
- Impact of improvements on property taxes (don't price out the elderly/fixed income)
- R.O.W. property is not being maintained (responsibility of adjacent property owners)
- Code enforcement is lacking
- Demolish dilapidated structures
- Structure @ G and Cervantes is an eyesore
- Need to enforce the minimum maintenance ordinance (Standard Housing Code)
- Need to enforce enhanced penalties for drug related crimes (near churches, parks, schools, etc.)
- Opportunities for private infill

**STEERING COMMITTE MEETING**
JUNE 22, 2005

- Liquor stores on Cervantes at D and N Streets need to be removed
- Market impacts of improvements may cause property to be purchased for other uses
- Slow traffic on Cervantes
- Create a school slow zone
- Place buildings close to street edge
- Construct a median
- Plant trees
- Reuse of buildings for after school tutorial centers /apprenticeship programs
- Locate new clean supermarket on Cervantes (See St. Pete)
- Establish a CRA to assemble property
- Landscape & other jobs created by the renewal effort should go to local contractors
- A portion of the Blount School property may serve as a community center site
- Jackson & Gregory Streets are very useful active secondary thoroughfares
- Include world class swimming pool in new community center
- Small playground for kids in southern half of neighborhood (prioritized for systematic implementation)
- Beautification of A Street as a residential thoroughfare
- Community policing substation
- Housing rehab combined with a tool loan program
- Beautification/establish a signature streetscape/landscaping plan
- Need to look at multiple sites for new elementary school

# Appendix B

# NEIGHBORHOOD SURVEY

## Neighborhood Survey

The City of Pensacola distributed a set of questions as a survey to the residents of the West Side Neighborhoods to determine the needs and primary concerns of the neighborhood. There were 45 residents who participated in the survey. The following is a presentation of the survey results:

**1. Overall how satisfied are you with your neighborhood as a place to live?**

| SATISFIED | NOT SATISFIED |
|---|---|
| 12 (26.66%) | 33 (73.33%) |

**2. What can be done to increase your satisfaction? Please be specific.**

**HOUSING**

- Fewer habitat houses
- Upgrade Neighborhood
- Better houses

**PHYSICAL ENVIRONMENT**

- Clean Up
- Better lighting
- Remove abandoned buildings
- Trash pick up
- Landscaping

**PUBLIC INFRASTRUCTURE**

- Repair potholes
- Traffic calming devices on residential roads
- Sidewalks

**SOCIAL INFRASTRUCTURE**

- Eliminate drug activities
- More community activities
- Youth and Senior Activities
- Public Safety Address
- Concerns of Black community

**POLICY**

- Improvement Plan

**3. In general over the past two years, would you say that your neighborhood is improving or declining?**

| IMPROVING | DECLINING |
|---|---|
| 25 (55.55%) | 20 (44.44%) |

**4. Why do you feel the neighborhood is improving?**
**5. Why do you feel the neighborhood is declining?**

| IMPROVING | DECLINING |
|---|---|
| **HOUSING**<br>• Infill Housing<br>• Rebuilding<br>• Well maintained exterior houses<br>**PHYSICAL ENVIRONMENT**<br>• Clean up activities<br>• Better Neighbors who care about the surroundings<br>**PUBLIC INFRASTRUCTURE**<br>• New sidewalks<br>• On-going development<br>**SOCIAL INFRASTRUCTURE**<br>• Less crime<br>• In-migration<br>• Good balance of racial mix<br>**POLICY**<br>• City is active | **HOUSING**<br>• Abandoned buildings<br>• Neglect of properties<br>**PHYSICAL ENVIRONMENT**<br>• Hurricane<br>• Empty lots<br>**PUBLIC INFRASTRUCTURE**<br>• Poor drainage<br>• Poor road conditions<br>**SOCIAL INFRASTRUCTURE**<br>• Loud young people<br>• Increase of Vagrants<br>• Gang violence<br>• Drugs, liquor, prostitution<br>• Kids loitering at night<br>• Unconcerned Parents<br>• Lack of Employment<br>**POLICY**<br>• Lack of commitment |

**6. Please tell us the three things you like best about your neighborhood?**

**HOUSING**

- Affordable housing
- Brick homes
- Integrated Homeowners (mixed)

**PHYSICAL ENVIRONMENT**

- Close to Downtown
- People in close proximity
- On-going beautification
- Fairly quiet
- Neighborhood Parks
- Historic
- New drug store
- Good location
- Children and older residents
- Trees

**PUBLIC INFRASTRUCTURE**

- Parks

**SOCIAL INFRASTRUCTURE**

- Low cost of living
- Churches
- Multi-racial
- Baptist Hospital

**7. Please tell us the three things you like least about your neighborhood?**

**HOUSING**

- Poor housing: Habitat housing

**PHYSICAL ENVIRONMENT**

- Poor lighting
- Unclean environment
- Neglect
- Litter
- Loud music
- Old High School
- Abandoned buildings
- Trash on street: Old Cars

**PUBLIC INFRASTRUCTURE**

- Misuse of the Historic Legion Field
- Cars speeding
- Noisy night traffic

**SOCIAL INFRASTRUCTURE**

- Lack of Community Pride
- Gangs, drug activities and prostitution
- Kids loitering

**POLICY**

- Police respond slow
- Unlawful use of off street: motorcycles, mopeds, go carts

**8. Please rank, on a scale from one to five, with the five being the most important and one being the least important, the following neighborhood concerns by their importance to you:**

| | |
|---|---|
| More police patrols | 62% |
| Better lighting | 60% |
| Better traffic control | 37.7% |
| More of improved sidewalks | 53.3% |
| More emphasis on beautification | 60% |
| More recreation opportunities | 57.7% |
| Better/more code enforcement | 46.6% |
| Better storm water management | 53.3% |
| Improved roadway conditions | 35.5% |
| More Education | 68.8% |
| Better Jobs | 62.2% |
| Others | 22.2% |
| | |

**9. If you could change one thing in your neighborhood, what would it be?**

**HOUSING**

- Improve Habitat housing
- Better houses
- Beautification of neighborhoods

**PHYSICAL ENVIRONMENT**

- Clean up
- Improve aesthetics

**PUBLIC INFRASTRUCTURE**

- Road improvement
- Better Drainage
- Better maintenance of sidewalks
- Better and additional lighting

**SOCIAL INFRASTRUCTURE**

- Remove or monitor vagrants
- Eliminate drug activities
- Eliminate prostitution
- Increase civic pride

**POLICY**

- More police involvement

**10. On the following scale, how likely is it that you will MOVE out of the neighborhood in the next two years?**

| VERY LIKELY | VERY UNLIKELY |
|---|---|
| 3 (6.66%) | 42 (93.33%) |

**11. If you were to move out of the neighborhood, what would be the reason for your moving?**

**HOUSING**

- Better house
- Change of quiet neighborhood

**PHYSICAL ENVIRONMENT**

- Deteriorating condition of neighborhood

**SOCIAL INFRASTRUCTURE**

- Loss of business
- Better opportunity outside the neighborhood
- Job relocation
- Increased crime in the neighborhood

**POLICY**

- Crime/Safety

**12. Do you own or rent your home?**

| OWN | RENT |
|---|---|
| 35 (77.77%) | 10 (22.22%) |

**13. Do you own or operate a business in the West Side Neighborhoods area?**

| BUSINESS OWNER | NON BUSINESS OWNER |
|---|---|
| 10 (22.22%) | 35 (77.77%) |

**14. As a business person, are there regulatory issues, administrative processes or business services that could be improved to help strengthen your business? If so, what can be done?**

- Fair taxes
- Licensing to help local new businesses
- Training
- City has been extremely cooperative and supportive

**15. As a business person or resident, what is your impression of the physical condition of the commercial roadways in the West Side neighborhoods area?**

| GOOD | POOR |
|---|---|
| 5 (11.11%) | 40 (88.88%) |

**16. Participate as Planning Process Volunteer**

| YES | NO |
|---|---|
| 11 (24.44%) | 34 (75.55%) |

# Appendix B

# FUNDING SOURCES

This appendix provides a list of some commonly used financial programs that can be employed in redevelopment efforts in the West Side Neighborhoods. This list is not intended to be comprehensive, as programs expire or are established continuously and a number of programs exist that can be applied innovatively to fund redevelopment initiatives. This list provides a brief overview of the various local, state and federal sources that have been utilized for similar projects in other areas. In general, a variety of financing options are presently available to the City of Pensacola and the proposed Redevelopment Agency.

**Community Development Block Grant (CDBG): HUD**

CDBG are disbursed by the US Department of Housing and Urban Development (HUD) for use by cities in addressing urban development needs. The program provides an opportunity for eligible municipalities and counties to compete for funds to improve local housing, streets, utilities, and public facilities. The primary purpose of this program is the development of viable urban communities by providing housing opportunities and an enhanced quality of life primarily for low income and moderate income residents.

**Community Services Block Grant Program: Florida Department of Community Affairs**

The Community Services Block Grant Program was created by the federal Omnibus Budget Reconciliation Act of 1981 to provide a range of services to assist low-income people in attaining the skills, knowledge and motivation necessary to achieve self sufficiency.

**Cultural Facilities Grant**

This grant, through the Florida Department of State, Division of Cultural Affairs, is used for construction of cultural facilities including arts, historical and science museum and has a maximum of $500,000. A 50% cash match is required. The architectural planning must be completed.

**Emergency Shelter Grants (ESG)**

This program is designed to help communities meet the basic shelter needs of homeless individuals and families. Part of HUD's award-winning Continuum of Care initiative, these grants also provide transitional housing and a variety of support services designed to move the homeless away from a life on the street toward permanent housing.

**Florida Communities Trust: Florida Department of Community Affairs**

Florida Communities Trust (FCT) is a state land acquisition grant program that provides funding to local governments and eligible non-profit environmental organizations for acquisition of community-based parks, open space and greenways that further outdoor recreation and natural resource protection needs identified in local government comprehensive plans

**Florida Department of Environmental Quality: Coastal Partnership Initiative**

This initiative is designed to support innovative local-level coastal management projects in four program areas: public access, remarkable coastal places, working waterfronts, and community stewardship. Governmental, educational, and non-profit entities can apply, and the Florida Coastal Management Program offers technical assistance and training along with the more traditional funding support. Financial awards are limited to no more than $50,000 and no less than $15,000 and may be used for planning and coordination activities, land acquisition, small construction, or capital improvement projects. If the type of assistance provided through the grant contract is financial assistance, the recipient will be required to provide 100% matching funding, which may be cash or in-kind

**Florida Department of Transportation's Local Agency Program**

The program is designed to provide funding and technical assistance to local governments interested in implementing federal aid transportation projects.

**Florida Greenways and Trails Program**

The Florida Department of Environmental Protection administers this grant, which can be used for acquisition of property for linear corridors, open space connectors and trails. There is a cap of $5,500,000 with no match required.

**Florida Hurricane Housing Recovery Program (HHRP)**

The State of Florida in response to the damage caused by the hurricanes approved funding to help communities meet the housing needs of their residents and allocated $23,816,315 to Escambia County through the Hurricane Housing Recovery Program.

**Family Unification Program** - (FUP) The purpose of this program to is reunite parents with their children and/or prevent the removal of children from the household due to housing issues. Vouchers for this program are available to those families who are referred by the Department of Children and Families Protective Services unit. This program is administered by the City of Pensacola's Department of Housing.

**Florida Arts Grants: Florida Office of Cultural and Historic Programs**

This program administers a variety of culture and arts grant programs for non-profit Florida organizations and individuals, supporting a wide range of cultural activities, which provide access to the arts for all of Florida's residents and visitors.

**Florida Recreation Development Assistance Program (FRDAP)**
This annual, state recreation assistance program may be used for recreational land acquisition, park design and construction. Active park amenities are normally afforded a higher priority than passive parks. With a limit of $150,000, projects may be phased over several years. Grants under $50,000 require no match. Grants over $50,000 require a 50% match.

**Family Self-Sufficiency (FSS) Program** - This program is a voluntary program available to those families currently receiving assistance through the Section 8 program. The goal of participants who enroll in the FSS Program is to obtain self-sufficiency through job training and education. Benefits include an escrow account provided by the City to the family if the family fulfills the terms of the FSS contract. This program is administered by the City of Pensacola's Department of Housing.

**General Revenue Bonds**

For the purposes of financing redevelopment actions, the City may also issue general obligation bonds. These bonds are secured by debt-service millage on the real property within the City and must receive voter approval.

**Historic Preservation Grants: Florida Office of Cultural and Historic Programs**

This program awards $1.5 million annually in basic matching grant assistance for the restoration of historic structures, archaeological excavations, recording of the historic and archaeological sites, state historical markers and historic preservation education projects.

**History Museum Grants: Florida Office of Cultural and Historic Programs**

This program awards $1.5 million annually to assist historical institutions with basic operating expenses and with the development of exhibits relating to Florida history.

**HOME Again**

This program is designed by the Florida Housing Financing Corporation to provide financial assistance to homeowners who were severely impacted by the hurricanes with repair or reconstruction of their homes. In December 2004, the Housing Finance Corporation approved the City of Pensacola's application for Disaster Relief HOME Assistance Program.

**HOME Reconstruction Program**

Through this program financial assistance is provided for reconstruction to that have deteriorated beyond the scope of housing rehabilitation within the scope of the CDBG Housing Rehabilitation Programs. Through this program, 13 houses have been reconstructed within the West Side Neighborhood since its inception in 2002.

**Housing Rehabilitation Loans/ Grants**

This program assists in the rehabilitation of existing residential property for low and moderate income homeowners. The funds are available to the homeowners as a combination of grants and loans. As part of the CDBG program, this program has addressed the needs of around 138 houses in the West Side Neighborhood planning area.

**Keep America Beautiful (KAB) Grant**
Annual landscaping grant program administered through the State Department of Agriculture. With a $20,000 limit, projects may be phased.

**Land and Water Conservation Fund**

These are federal monies used for land acquisition, development or renovation of parks and open spaces. The program is administered by the Florida Department of Environmental Protection and requires a 100% match.

**Local Law Enforcement Block Grants Program**

Administered by the U.S. Department of Justice, this program can be used to fund hiring, training, employment of additional law enforcement, and establishment of crime prevention programs between the community and law enforcement personnel.

**Mainstream Program**

This program is available to families whose head of household is disabled and non-elderly (under the age of 62). The Housing Department staff works closely with eligible applicants to provide the supportive services necessary for eligible persons to find suitable affordable housing under this program. This program is administered by the City of Pensacola's Department of Housing.

**Pensacola Area Chamber of Commerce-Foundations/Military**

Foundations for the Future is a program developed in 1994 and designed to raise $5 million to escalate economic development efforts in the Pensacola area. Efforts are focused in the areas of business development and retention, armed services development and retention, and tourism development and retention.

**Pensacola-Escambia Development Commission (PEDC)**

The PEDC is the board responsible for the promotion and development of industrial, tourist, and commercial attributes and facilities in the area. The nine member board consists of representatives from the City, the County, the Town of Century, and the Chamber of Commerce. The City provides funding jointly with the County through an interlocal agreement.

**Pensacola Community Initiatives Program (PCIP)**
This program provides cash grants on a competitive basis to eligible neighborhood organizations to improve the quality of life in the City. Neighborhood organizations can apply for up to $5,000 or $10,000 in matching grants funds for improvements in the neighborhood. The organization must match the City's contribution with volunteer time, in-kind donations of materials, supplies, services or cash

**Redevelopment Revenue Bonds**

The provisions of F.S. 163.385 allow the City, in conjunction with the CRA to issue "revenue bonds" to finance redevelopment actions. The security for such bonds is based on projected tax increment revenues used to finance the long-term bond debt. Prior to the issuance of long-term revenue bonds, the City or the CRA may issue bond anticipation notes to provide up-front funding for redevelopment actions until sufficient tax increment funds are available to provide debt service on a bond issue.

**Section 8 Housing Choice Voucher Program**

This program assists extremely low and very low income families pay their rent through subsidies provided by the Department of Housing and Urban Development. This program is administered by the City of Pensacola's Department of Housing.

**Small Business Administration Programs**

The U. S. Small Business Administration has a number of programs that can be used to help develop new businesses or enhance existing businesses.

**Small Business Administration (SBA) Tree Planting Grant**

Annual tree planting grant geared toward supporting nursery operations and landscaping contractors with less than 100 employees. Has a $20,000 limit.

**Southwest Florida Water Management District (SWFWMD)**

SWFWMD funding is available for assistance in stormwater improvement projects, which is beneficial for redevelopment projects that contain areas identified as having drainage deficiencies.

**Special Category Grants: Florida Office of Cultural and Historic Programs**

This program funds major historic building restoration, archaeological excavations, and museum exhibit projects on the human occupation of Florida. Funding is dependent on an annual appropriation of funds by the Florida Legislature. This amount has averaged around $10 million in recent years, and typical grants have ranged from $50,000 to $250,000.

**State Housing Initiatives Partnership (SHIP) Affordable Housing Program**

This program is sponsored jointly by Escambia County and the City of Pensacola. The primary goal of the SHIP program is to assist lower income families to attain and/ or maintain affordable home-ownership through housing development, rehabilitation and repair assistance. **Two programs** are available to first time homebuyers under the SHIP Program.

Under the **SHIP First Time Home Buyers Program**, eligible low and moderate families may qualify for up to $7,500 for down payment and closing cost assistance who, otherwise, qualify for bank or private first mortgage financing. The monies are offered in the form of a grant, which is a forgivable loan.

The **SHIP Urban Infill Housing Development Program** uses vacant or abandoned properties located within designated City redevelopment targeted areas as sites for the development of new affordable homes. Eligible low and moderate families may qualify for a maximum SHIP down payment (mortgage reduction) no interest forgivable loan up to $25,000. Since 2001, 60 homes within the West Side Neighborhoods have received SHIP rehabilitation or repair assistance.

**US Army Corps of Engineers**

The Corps of Engineers provides planning support and technical assistance to communities looking to revitalize brownfields in their communities.

**US Department of Commerce**

The Economic Development Administration (EDA) within the Department of Commerce offers several programs that provide funds for revitalizing brownfields, including the Public Works and Economic Development program, the Economic Adjustment program, and the Planning Program for Economic Development Districts, Redevelopment Areas, and State and Urban Areas.

**US Department of Transportation (DOT)**

The DOT provides funds for communities engaging in brownfield redevelopment through improving local road infrastructure and public transportation planning and development.

**Weed and Seed Grant**

Weed and Seed is a U.S. Justice Department strategy designed to help communities bring together people and resources to prevent and control crime and improve the quality of life. The local Weed and Seed strategy is a community based and comprehensive multi-agency approach to law enforcement which supports the "weeding-out" of crime and drug activity, and the "seeding-in" of services and activities that stabilize neighborhoods, prevent crime and blight.

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Community and Regional Planning
Environmental Planning
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