

**From:** Sherry Morris

**Sent:** Wednesday, September 12, 2018 5:36 PM

**To:** City Council <[CityCouncil@cityofpensacola.com](mailto:CityCouncil@cityofpensacola.com)>

**Cc:** Ericka Burnett <[EBurnett@cityofpensacola.com](mailto:EBurnett@cityofpensacola.com)>; Dick Barker Jr <[RBarker@cityofpensacola.com](mailto:RBarker@cityofpensacola.com)>; Keith Wilkins <[KWilkins@cityofpensacola.com](mailto:KWilkins@cityofpensacola.com)>; Ashton Hayward <[mayorhayward@cityofpensacola.com](mailto:mayorhayward@cityofpensacola.com)>

**Subject:** Agenda Item 18-0035

Council President Wingate and Members of City Council,

On behalf of Mayor Hayward, I am sending you the attached excerpts from the *2010 Urban Core CRA Plan* and the *2012 Urban Redevelopment Advisory Committee (URAC) Final Report*.

As both of these documents highlight the vital importance of the redevelopment of the area that is the subject of Item 18-0035 on tomorrow's City Council agenda, Mayor Hayward felt it would be helpful to provide this additional information. I am also providing a more current aerial image of the area in question.

Sherry H. Morris, AICP  
Planning Services Administrator  
City of Pensacola  
P.O. Box 12910  
Pensacola, FL 32521

(850) 435-1670-phone  
(850) 595-1143-fax



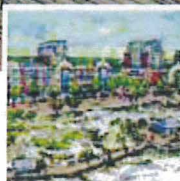
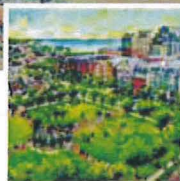
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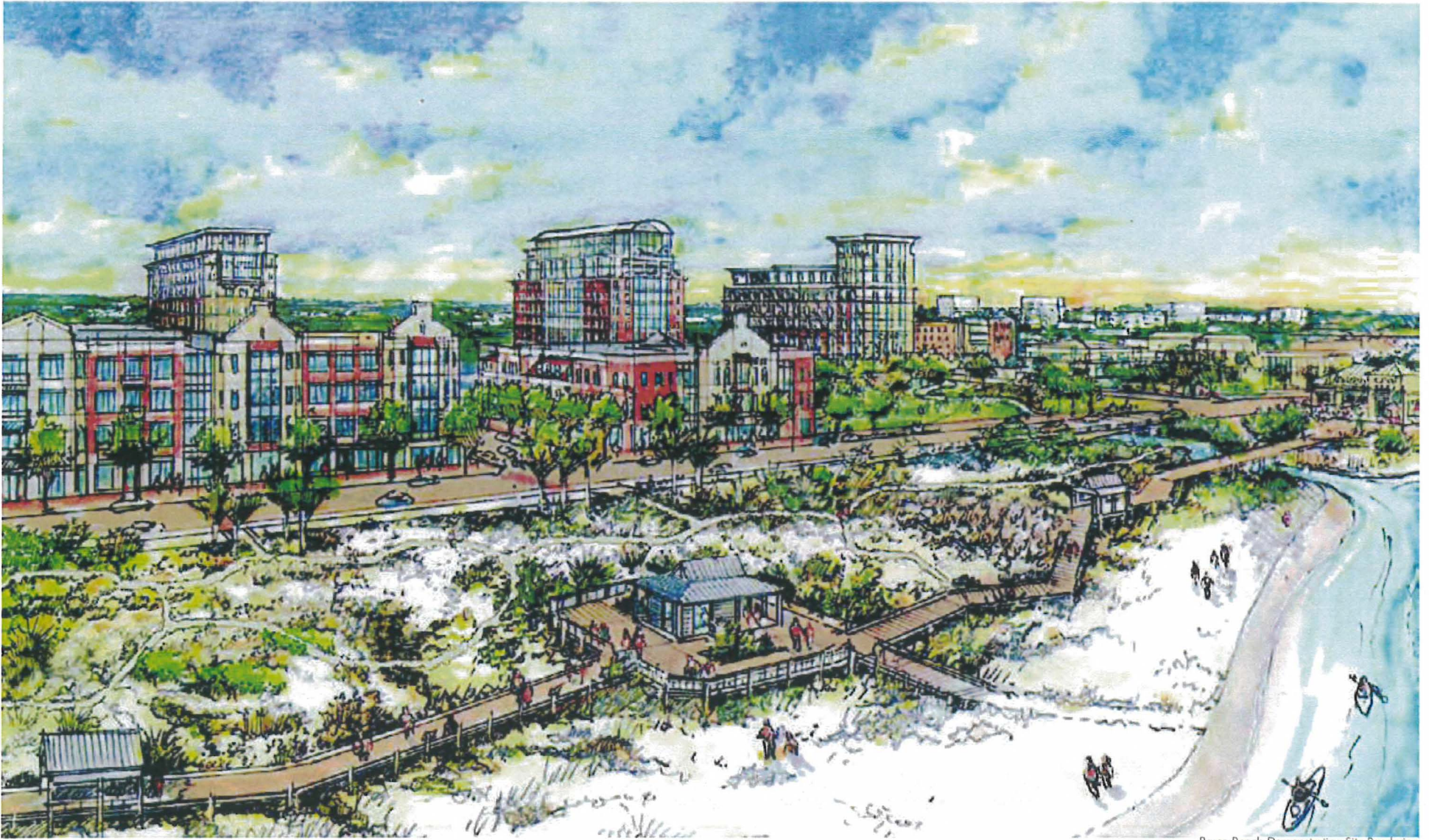
URBAN CORE

## COMMUNITY REDEVELOPMENT PLAN, 2010

City of Pensacola, Florida

Volume I





Bruce Beach Demonstration Site Rendering



## CRA PLAN - COMMUNITY AMENITIES

### PARK AND OPEN SPACE NETWORK

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

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

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

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

### LEVERAGING CIVIC AND INSTITUTIONAL ASSETS

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

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

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

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

### POTENTIAL CULTURAL VENUE SITES

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

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

### POTENTIAL SCHOOL SITES

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

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



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



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



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



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



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



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



## CRA PLAN - REDEVELOPMENT DEMONSTRATION SITES

### ECUA/BRUCE BEACH SITE

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

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

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

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

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

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







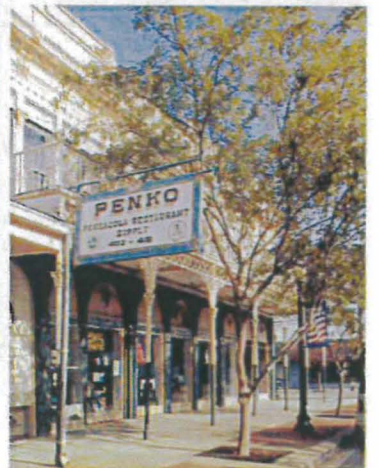
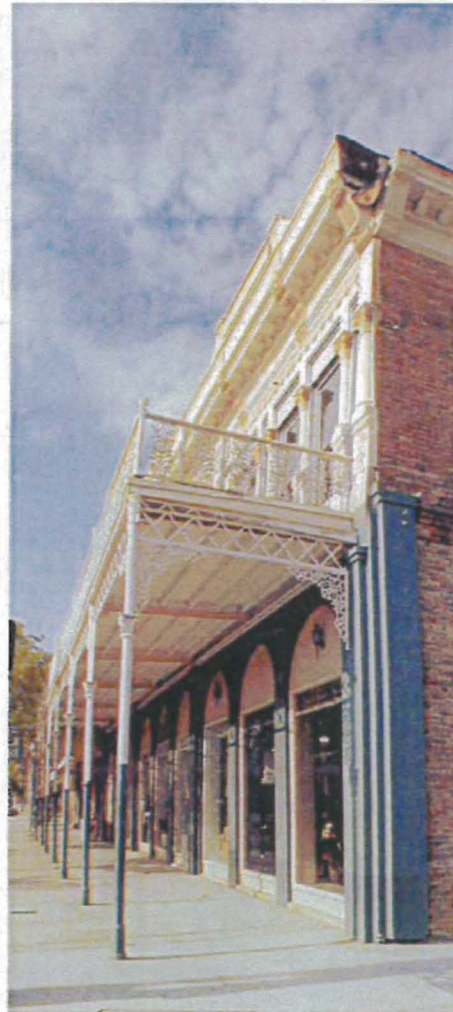
Bird's eye view of ECUA Redevelopment Demonstration Site from above Corinne Jones Park

Existing Corinne Jones  
Park, looking south



PENSACOLA

Mayor Ashton Hayward's  
**Urban Redevelopment  
Advisory Committee**  
Final Report





#### Action Item

Promote a pro-business environment through aggressive incentives and tax breaks for potential investors, to include an open, transparent, and accessible selection process. Find out what private developers want and seek an accommodation.



### 3.2 West End Redevelopment Area

The Committee referred to the area within the CRA south and west of City Hall as the West End. It spans from Pensacola Bay in the south, to A Street on the west, Garden Street on the north, and to Spring Street in the east. It includes a portion of the governmental district and the Tanyard neighborhood.

The West End includes almost 45 acres of undeveloped public property, including the private development parcels of Community Maritime Park, the Corrine Jones Park property, the School Board property at Garden and Spring, large state-owned parking lots, and the former Wastewater Treatment Plant site owned by ECUA. There are also numerous contiguous vacant private parcels in the area. A parcel map of this area is provided with an overlay showing approximately 50 acres most suited to redevelopment. While any number of

scattered residences, businesses, and public facilities would remain, the best strategy for this area is one of assemblage, demolition, and redevelopment of the defined area.

Within the West End is the lowest area—in terms of elevation above sea level—within the CRA, leaving much of it within a flood zone. Some areas are six to eight feet below the minimum required flood elevation.

This issue, along with the storm-water requirements, means that the area requires significant infrastructure investment to make it viable for new private development. Despite these issues, the West End offers some of the best redevelopment sites in all of Pensacola.

In addition to infrastructure funding, another major impediment to the redevelopment of this area is a high speculative land cost and multiple claims of ownership that may encumber a single title. No entity or individual investor has the capability to assemble multiple parcels, fund the necessary infrastructure, and hold the property until it can be profitably redeveloped.

The 2010 CRA Plan designated much of this area as a midrise, mixed-use neighborhood. Bruce Beach was to be redeveloped as a place where the public could access the water. The private development parcels were scheduled for four



to five-story mixed-use developments with structured parking.

The area shown for redevelopment holds the best chance this community has to grow its downtown and enhance the CRA's tax base. To underutilize this property or to leave it undeveloped in public ownership will limit the expansion of downtown. It is an area in size equal to the existing urban core. But redeveloping this area as a midrise, mixed-use urban community will take the same united, cooperative spirit from multiple parties that was necessary to remove the Treatment Plant. No single entity has the capacity or resources to accomplish this task alone, and no private interest is willing to invest without the proper planning, infrastructure, and negotiated public-cooperation agreements. Attached is a simple schematic and capacity study for the ECUA property. It clearly shows what will be necessary to effectively develop this property to achieve its highest and best use.

#### Recommendation

Assemble a working task force with

representatives from the City, ECUA, CRA, County, School Board, CMPA, State, and private interests from within the redevelopment area to develop a specific plan for the redevelopment of this area. The task force should appoint a technical advisory committee to develop this plan and report back to the full task force with their findings within six months.

#### Recommendation

Develop the Bruce Beach property as a public space and bay access point with a building that supports public beach programming (with bathrooms, vendor sites, and so forth). This investment will attract potential private developers, provide an amenity to home buyers and renters, and will bring people downtown. Additionally, the Bruce Beach property functions as an important link in our waterfront trail system, and gives the public a spot to enjoy one of Pensacola's greatest assets. Indeed, numerous studies cite the importance of green space in urban areas. Progressive cities that attract people of all ages have recreational opportunities to walk, run, fish, swim, and boat. Expanding recreational opportunity downtown increases Pensacola's

#### Action Item

Hire a full-time ombudsman to serve as a liaison between investors who may be interested in the downtown area and all relevant governmental entities.



quality of life quotient. Relatedly, the City should make leases available for concessions and other uses—boat rentals, kayaking, paddleboarding, sailing lessons, and so forth. Other potential programming for the Beach Bruce property includes marine conservation and education, or City Summer Marine Biology Camps in conjunction with UWF.

### Recommendation

Focus this redevelopment effort on the following specific parcels and insist that ownership of the parcels listed below remain with current owners until sold to private developers. From this, the net proceeds—after repaying development costs—should remit to the current owner:

Property	Acres
ECUA Property	18.5
Private improvement parcels in CMP	8.5
Corrine Jones Park Property	5.1
School Board Property	4.8
State-owned parking lots	3.0
Private parcels (by owner request)	25

### Recommendation

Ask the City Council to establish a pool of working capital to fund necessary planning, engineering, and marketing efforts for these West End properties. Adopt a conservative pro-rata formula governing the distribution of these funds.

### Recommendation

Use a transparent formal solicitation process to hire a consulting, planning, design, engineering, and marketing team to assist with the above West End redevelopment effort. Require that any comprehensive plan include the following:

- as-is survey and topographical information;
- accurate, independent appraisals;
- market research on users, financing realities, and developer potential;
- a storm water study;
- a flood study;
- a review and cost analysis of all relevant utility and infrastructure needs;
- an environmental review;
- a use-and-capacity study;
- parking and traffic studies; and
- a legal analysis of ownership and title issues.

### Recommendation

Redefine the City's land development code ("LDC") to complement the above West End redevelopment plan.

### Recommendation

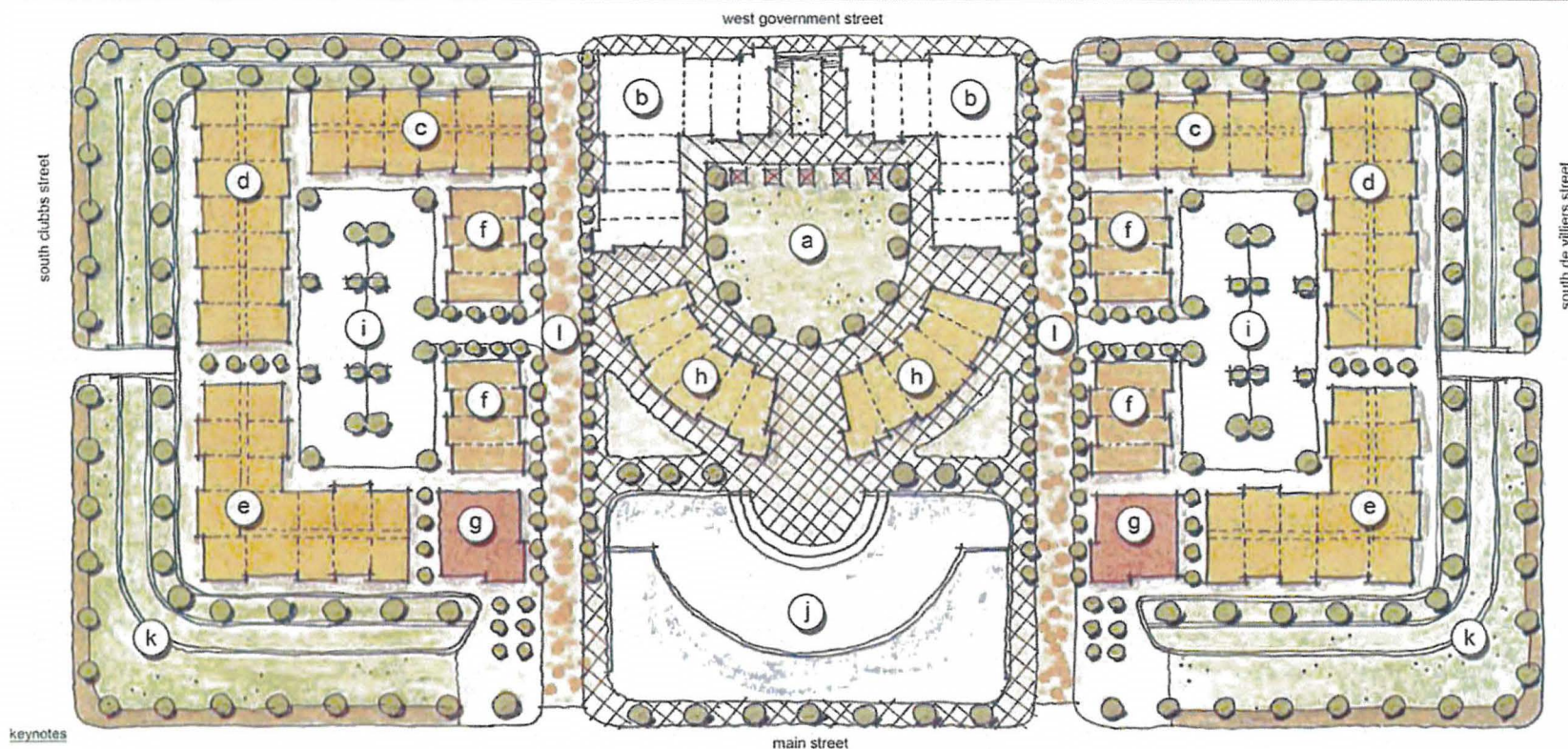
Appoint an individual to research

### Action Item

Immediately issue formal solicitations for the sale or lease of all surplus municipal-owned properties.



## Attachment: J



- a Central Square – envisioned as a lively activated public-ream urban plaza formed by surrounding retail shops, restaurants and bars.
- b Mixed-Use Buildings – 18,750 SF floor plates with ground floor retail or community service uses such as wellness center, day care, etc. 4 floors of office (1560.00 SF) above with bay views
- c Residential – Bay view rental units including studios, 1, 2 and 3 bedroom units; 8 floors at 12 DU's per floor = 96 units; includes rooftop terrace & pool as common area amenity.
- d Residential – Bay view rental units including studios, 1, 2 and 3 bedroom units; 7 floors at 14 DU's per floor = 84 units; includes rooftop terrace & pool as common area amenity.
- e Residential – Bay view rental units including studios, 1, 2 and 3 bedroom units; 6 floors at 8 DU's per floor = 48 units; includes rooftop terrace & pool as common area amenity.
- f Townhouses – or Live-Work units 16 units front the proposed street extensions and screen the surface parking to the rear.
- g Specialty Retail or Restaurant – strategically located 1 story buildings intended to serve as restaurant, bar or neighborhood commercial/convenience retail; 1 story height allows for uninterrupted bay views for buildings to the north and flanking.
- h Retail Shops – 12 small retail bays (10,500 SF) with orientation options toward the Bay View or the Central Square urban plaza.
- i. Parking: 1,080 Spaces – underground structured parking provides 750 spaces, augmented by on-site surface parking courts with 190 spaces and 140 on-street parallel spaces.
- j. Stormwater Pond Feature – an architectonic treatment of the stormwater management facility includes a weir with an infinite edge waterfall feature; serves as an attractive foreground element for views to and from the property.
- k. Terraced Lawns – provide an aesthetically pleasing and passive recreation area and serve the functional purpose of transitioning from the 4.5' elevation at W. Main Street to the recommended 10.5' finished floor elevation (FFE) with 18 inch seating walls and gently sloped lawns between. The lowest level also serves as a dry stormwater treatment and attenuation area.
- l. Proposed Street Extensions – the extension of both S. Coyle Street and S. Donelson Street as "complete streets" from Government to Main is proposed to connect the urban grid and to enhance neighborhood connectivity, walkability and residential retail opportunities.

West End Conceptual Site Development Study August 3, 2012





0 0.05 0.1 Miles

Date: 9/12/2018



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**PENSACOLA**