An aerial photograph of a coastal landscape, likely a park or waterfront area, featuring a mix of greenery, water, and some structures. The entire image is covered with a green halftone dot pattern. The text is overlaid on the upper portion of the image.

# SCAPE LANDSCAPE ARCHITECTURE DPC WATERFRONT FRAMEWORK + CATALYTIC PROJECTS

PENSACOLA, FLORIDA



# PROJECT TEAM

Client group:

Studer Community Institute

City of Pensacola

Design Team:

SCAPE Landscape Architecture

James Lima Planning & Development: economic development

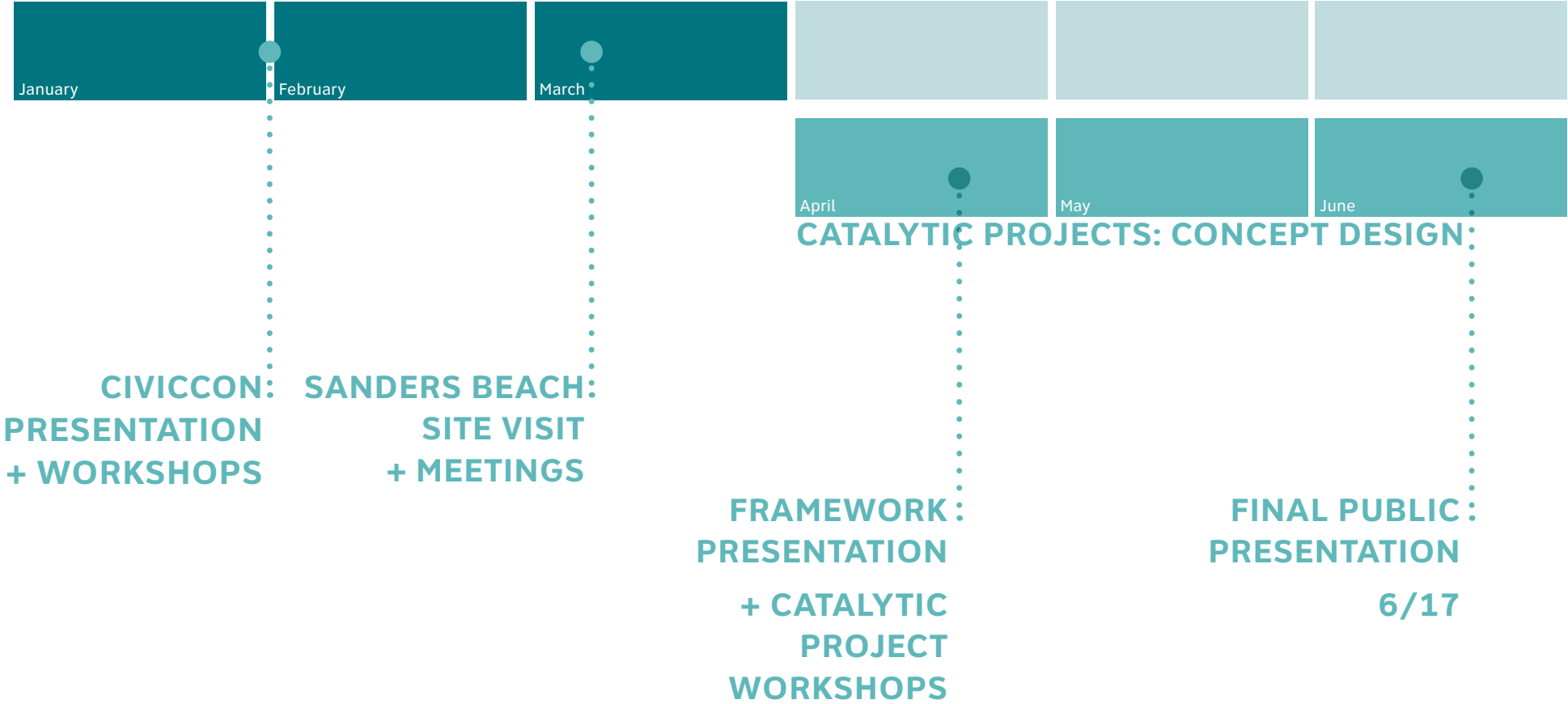
Jerry Pate Design: cost estimating

The logo for SCAPE, with the word in a bold, sans-serif font. The 'S' is dark teal, and the remaining letters 'CAPE' are a lighter teal color.The logo for jamesLIMA, with 'james' in lowercase and 'LIMA' in uppercase. Below it, the words 'Planning + Development' are written in a smaller, yellow-green font.The logo for Jerry Pate Design, featuring a stylized green 'JP' monogram to the left of the text 'Jerry Pate Design' in a bold, black font.The logo for Pensacola, with the word 'PENSACOLA' in a blue, sans-serif font. The 'O' is replaced by a green circular graphic containing a white wave-like shape. Below the word, the phrase 'THE UPSIDE of FLORIDA' is written in a smaller, blue, sans-serif font.



# PROJECT TIMELINE

## FRAMEWORK PLAN





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# EXECUTIVE SUMMARY

# WATERFRONT FRAMEWORK PLAN

## CREATING A MORE CONNECTED AND RESILIENT PUBLIC REALM

The City of Pensacola's downtown waterfront formed along the edge of the Pensacola bluffs and gradually expanded to accommodate a variety of waterfront industrial uses including steel, lumber and sewage plants. As these uses have gradually disappeared, opportunities to craft a stronger identity, create continuous connections, and promote new types of both transportation and development along the historic waterfront have arisen.

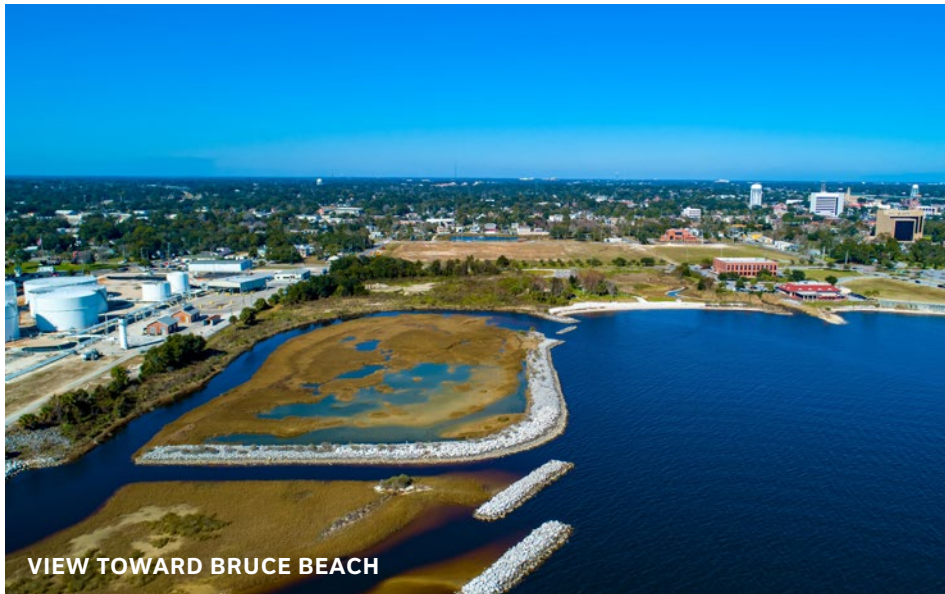
The Pensacola Waterfront Framework Plan puts forward a series of strategies for transforming downtown Pensacola into a more continuous and resilient public realm that will encourage intergenerational exchange and everyday use by all.

By linking Pensacola's diverse and separated neighborhoods with safe streets for bike lanes, pedestrian paths and shade trees, residents and visitors will enjoy improved access to existing waterfront resources. These streetscape and connectivity improvements will also help generate new destinations along the waterfront that will ideally serve a broader daily audience.

Creating new destinations along the waterfront, celebrating the local ecology, and reducing long-term vulnerability to sea-level rise, are central goals within the Framework Plan. Features such as floating pools and an educational "harbor school" will engage students and community members in environmental education and monitoring to make them better stewards

of the environment. Likewise, investments in living infrastructure across the length of the waterfront will improve today's quality of life while increasing long-term resilience.

Ultimately, the proposed improvements will provide public infrastructure that will generate the conditions for future sustainable urban development. Coupled with zoning for resilience and building codes for new development within the waterfront district, Pensacola's waterfront will improve the everyday lives of today's residents, while also providing a public amenity for future generations.



VIEW TOWARD BRUCE BEACH



VIEW TOWARD PLAZA DE LUNA





VIEW TOWARD PORT OF PENSACOLA



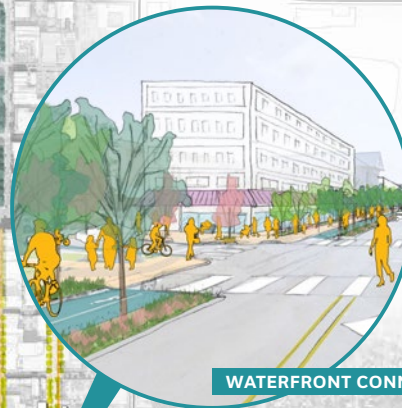
VIEW TOWARD BAYFRONT PARKWAY

# PROJECT GOALS AND OBJECTIVES

1. CREATE A MORE CONNECTED PUBLIC REALM
2. HIGHLIGHT AND CELEBRATE LOCAL ECOLOGY
3. LEVERAGE OPPORTUNITIES FOR ECONOMIC DEVELOPMENT
4. PROMOTE EQUITY AND INCLUSION IN PUBLIC SPACE
5. IDENTIFY ACTIONABLE AND IMPLEMENTABLE PROJECTS
6. CREATE A NEW MODEL FOR OUTREACH AND CIVIC ENGAGEMENT



BRUCE BEACH PARK



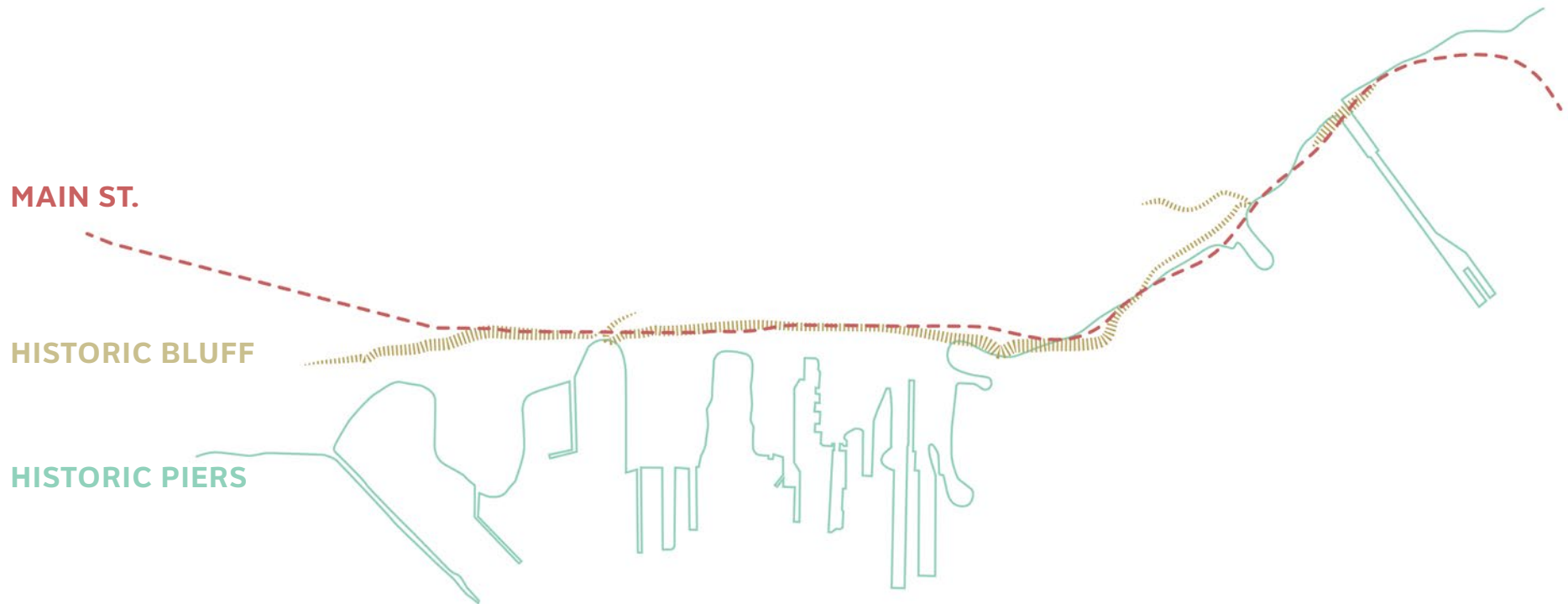
WATERFRONT CONNECTOR



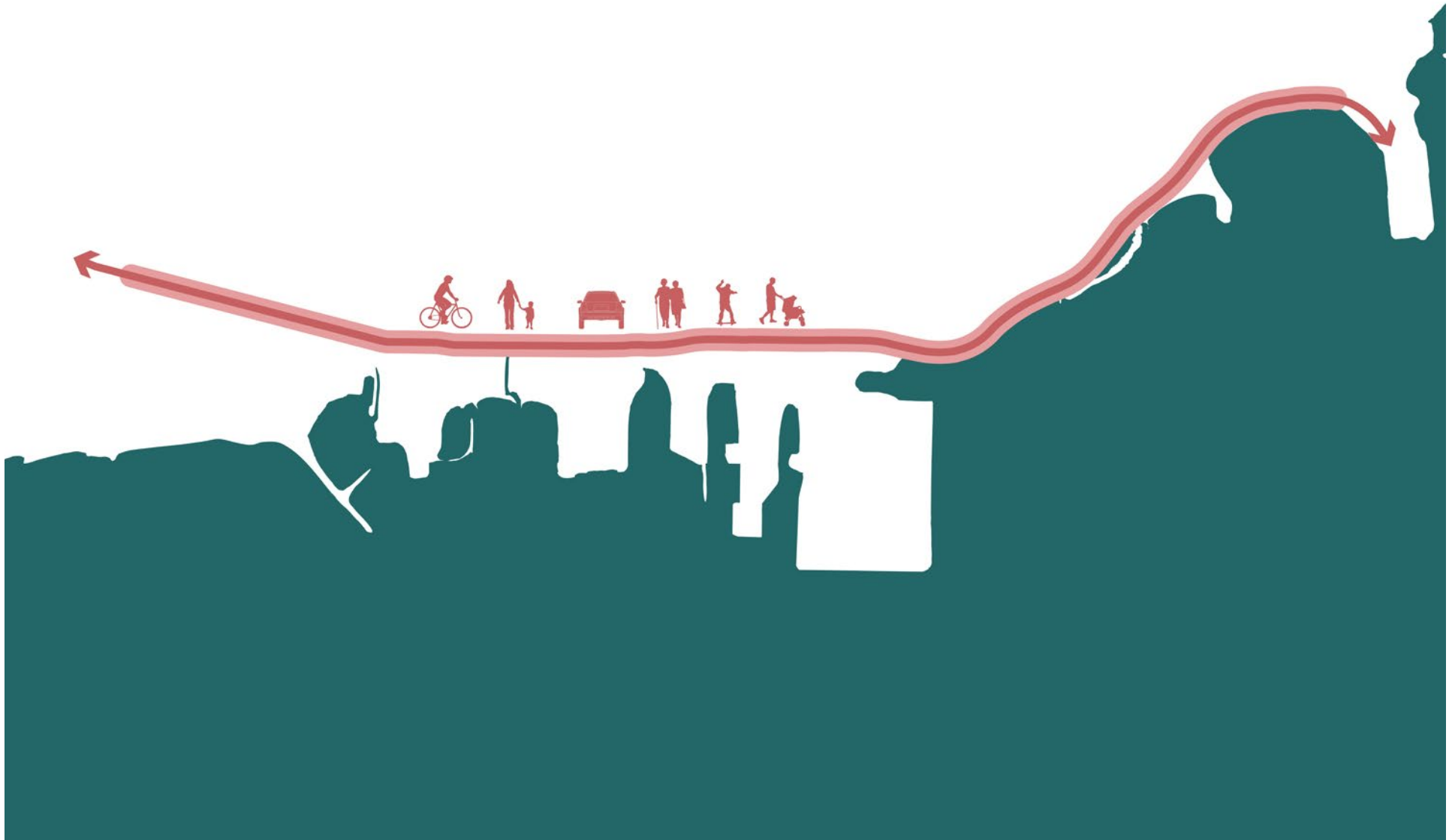
BAYFRONT BOULEVARD



## PENSACOLA'S WATERFRONT INDUSTRY EXPANDED THE ZONE BETWEEN WATER AND LAND



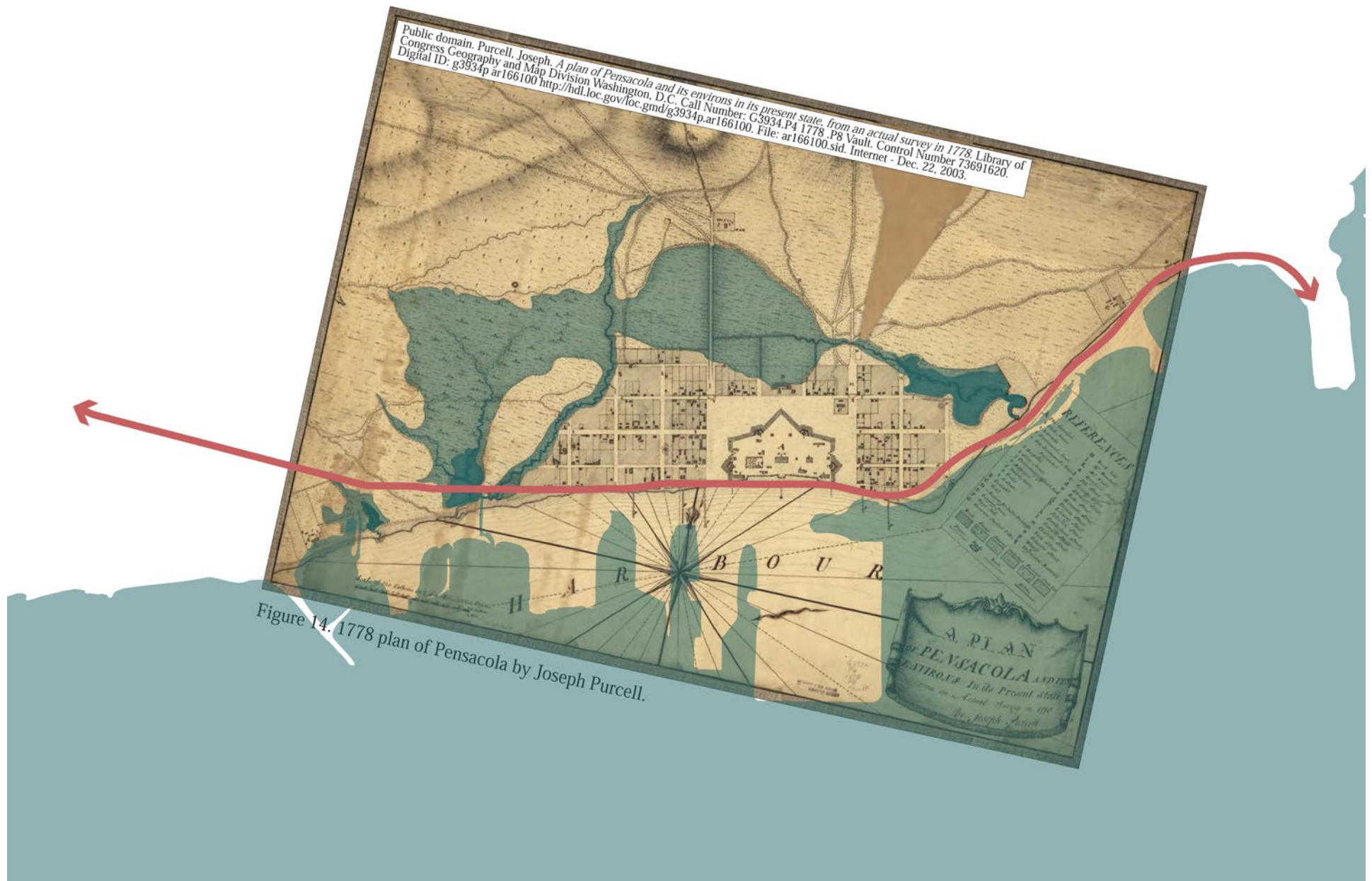
## THE FRAMEWORK ESTABLISHES A STRONG IDENTITY FOR MAIN STREET AND PRIORITIZES ALL ROAD USERS...



## IT LINKS PENSACOLA'S WATERFRONT DESTINATIONS AND VIEWS, AND ENCOURAGES FUTURE URBAN DEVELOPMENT...



## WHILE CONSIDERING VULNERABILITY AND HISTORIC ECOLOGICAL PATTERNS











BAYFRONT ROAD DIET

EXPANDED EDGE

BARTRAM PARK GATEWAY

GREENSHORES 2.0

EDUCATIONAL PIER

SHTAG' CONNECTOR

LAZA DE LUNA

# BRUCE BEACH

## A NEW WATERFRONT DESTINATION

Bruce Beach holds great potential to become a transformative public space on the water's edge, connect people to the waterfront, and create a new destination on the Western edge of downtown Pensacola.

The design of Bruce Beach Park pulls the energy of Main Street through the site with a programmatic spine directly to the beach. Today, only 10% of the site is active, and a mound of construction debris blocks the view of the beach.

The area adjacent to Washerwomen Creek will remain as a naturalized environment with buffer planting that extend the edge of the restored marsh into the site. Native planting throughout the park will connect residents to their local bay ecology.

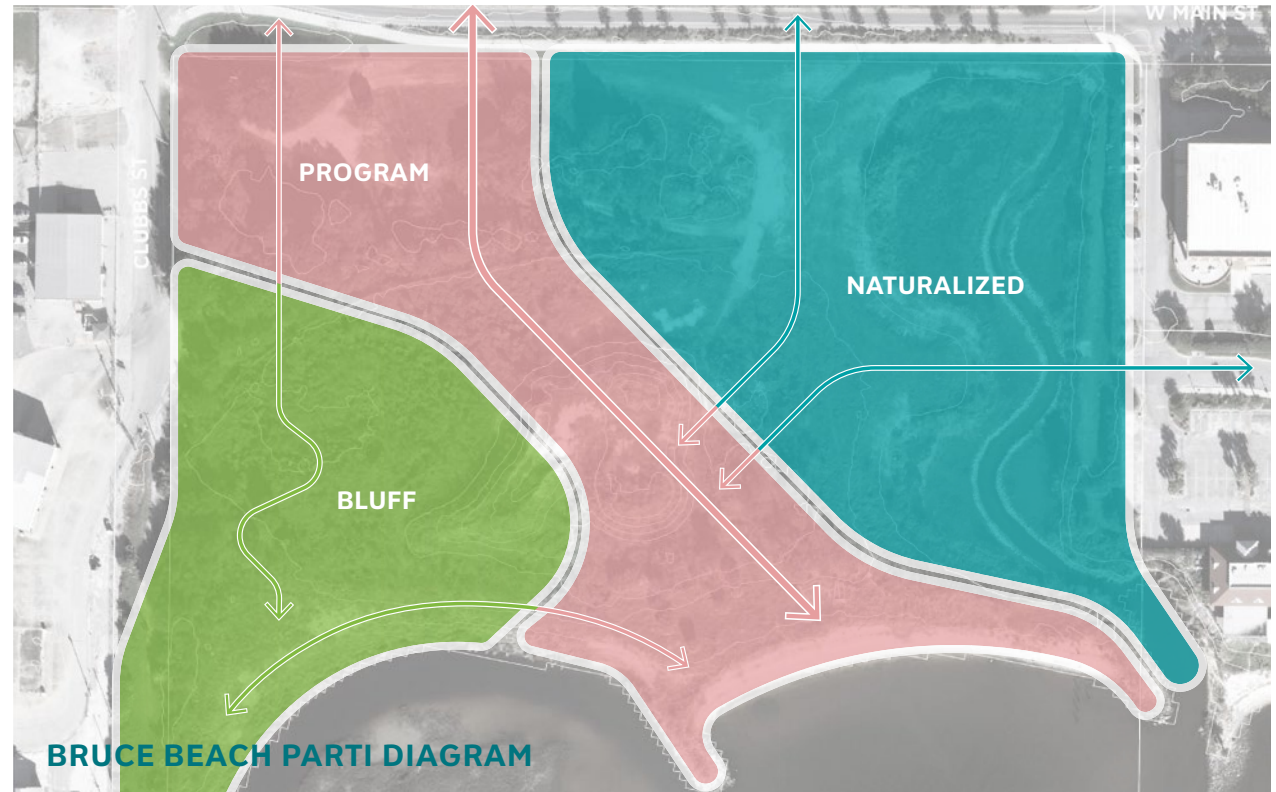
Active and passive recreation are integrated in the park with a diversity of activities that educate, connect, and engage people with each other and their environment. Kayak storage and an accessible launch provide increased opportunities to explore the bay and its incredible assets, such as the restored marsh.

The African American and maritime history of Bruce Beach is showcased in the entry plaza and outdoor exhibition space. The entry plaza is inlaid with commemorative paving that leads into the site and historic rail remnants are inlaid as well to direct circulation and break up the space.

The Education Center creates a new destination at Bruce Beach where culture, history, and bay ecology education can coexist with park operations and visitor services. A canopy structure extends from the building to extend the program into a shaded cultural outdoor exhibition space and seating areas.



Bruce Pool, 1950s







BRUCE BEACH ILLUSTRATIVE PLAN



# BRUCE BEACH EXISTING CONDITIONS



NATIVE WETLAND VEGETATION

WASHERWOMAN / SAN MIGUEL CREEK

MARITIME PARK

SLOPED BEACH





EXPANSIVE BAY VIEWS

POTENTIAL FOR ACCESS PATH

CONSTRUCTED WETLAND

EXISTING MOUND

# KEY PRIORITIES

1. CONNECT PEOPLE TO THE WATER
2. RESTORE AND ENHANCE LOCAL ECOLOGY
3. MARK AND COMMEMORATE AFRICAN-AMERICAN HISTORY AND HERITAGE
4. DESIGN FOR EDUCATIONAL ACTIVITIES, BOTH INDOORS AND OUTDOORS
5. CREATE A CULTURAL AND EDUCATIONAL DESTINATION AT THE BAY'S EDGE



## BIRD'S EYE VIEW OF PROPOSED PARK





# ENTRY PLAZA

## A STRONG URBAN EDGE

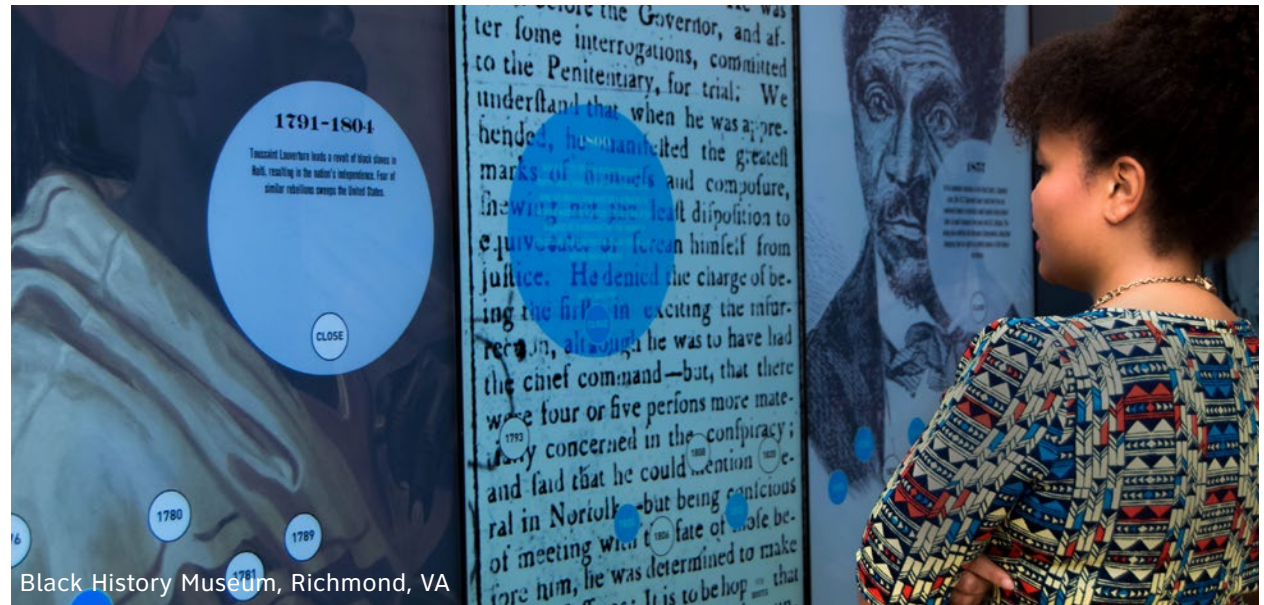
Bruce Beach has over 800' of street presence along Main Street which holds the potential to create unique, urban spaces for residents to engage in new activities and connect to the future developments across the street. Stepped lawn terraces that provide a passive space to lay or rest lead to the education center building that has a grand staircase for social seating along the sidewalk. A strong tree canopy creates comfortable spaces to rest or socialize. Views are preserved through the site and are emphasized through the careful placement of the building and tree allee to direct views to the beach. The building form and entry plaza mark the entrance to the park and pull visitors into the site.



BAM South Development, Brooklyn, NY

## AFRICAN AMERICAN HISTORY

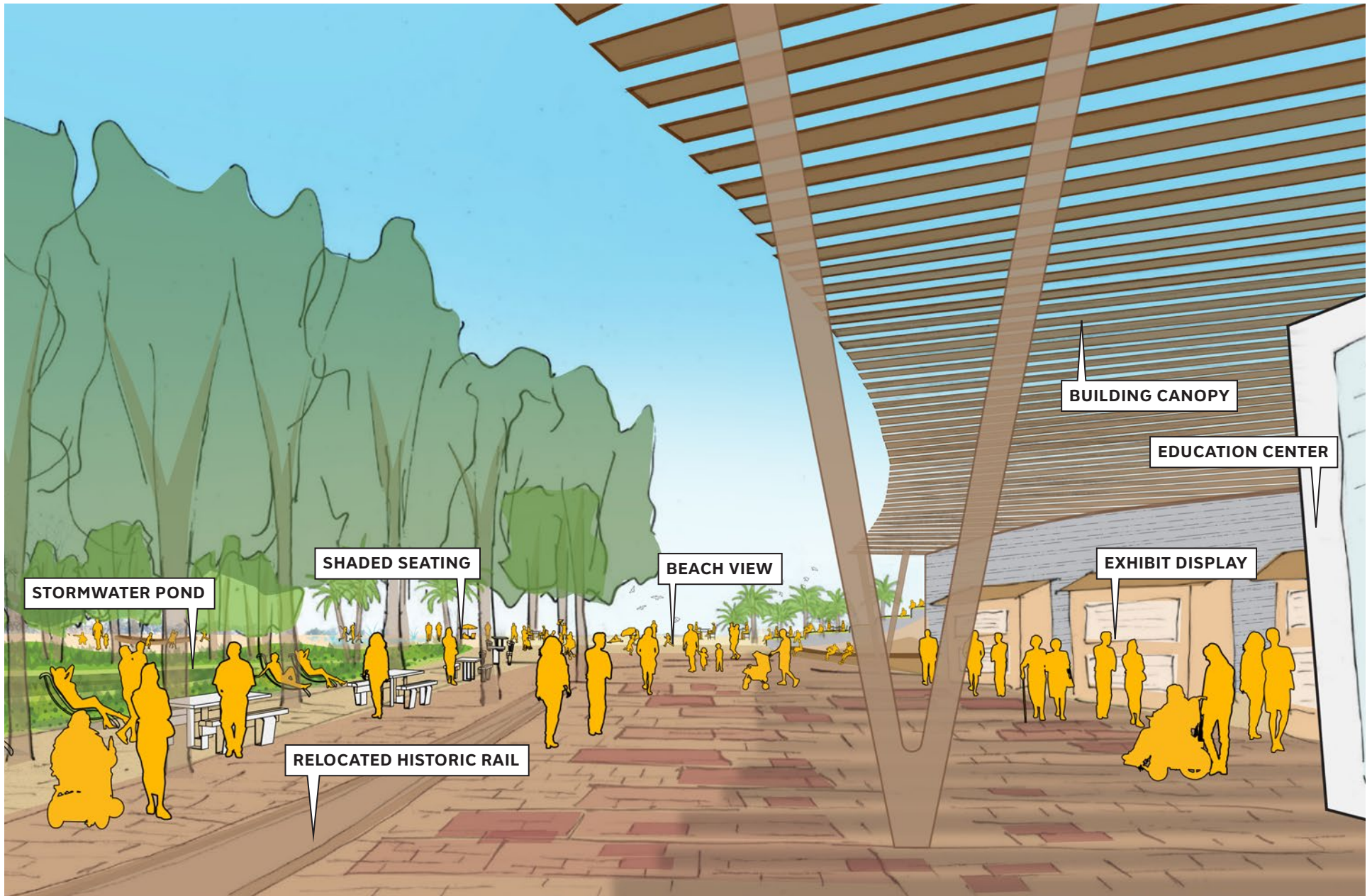
The entry plaza is inlaid with commemorative paving that leads into the site, while historic rail remnants are inlaid to direct circulation and break up the space. Cultural programming in the education center and a direct material connection to the Belmont-De Villiers and Tanyards neighborhoods help connect these communities to their new waterfront amenity. Marking and commemorating the history of the site is achieved with the inclusion of an outdoor exhibition space that can be used to showcase the African American and maritime history of Bruce Beach.



Black History Museum, Richmond, VA



## PERSPECTIVE VIEW FROM MAIN ST.





# BLUFF OVERLOOK

## A NEW BAY VANTAGE POINT

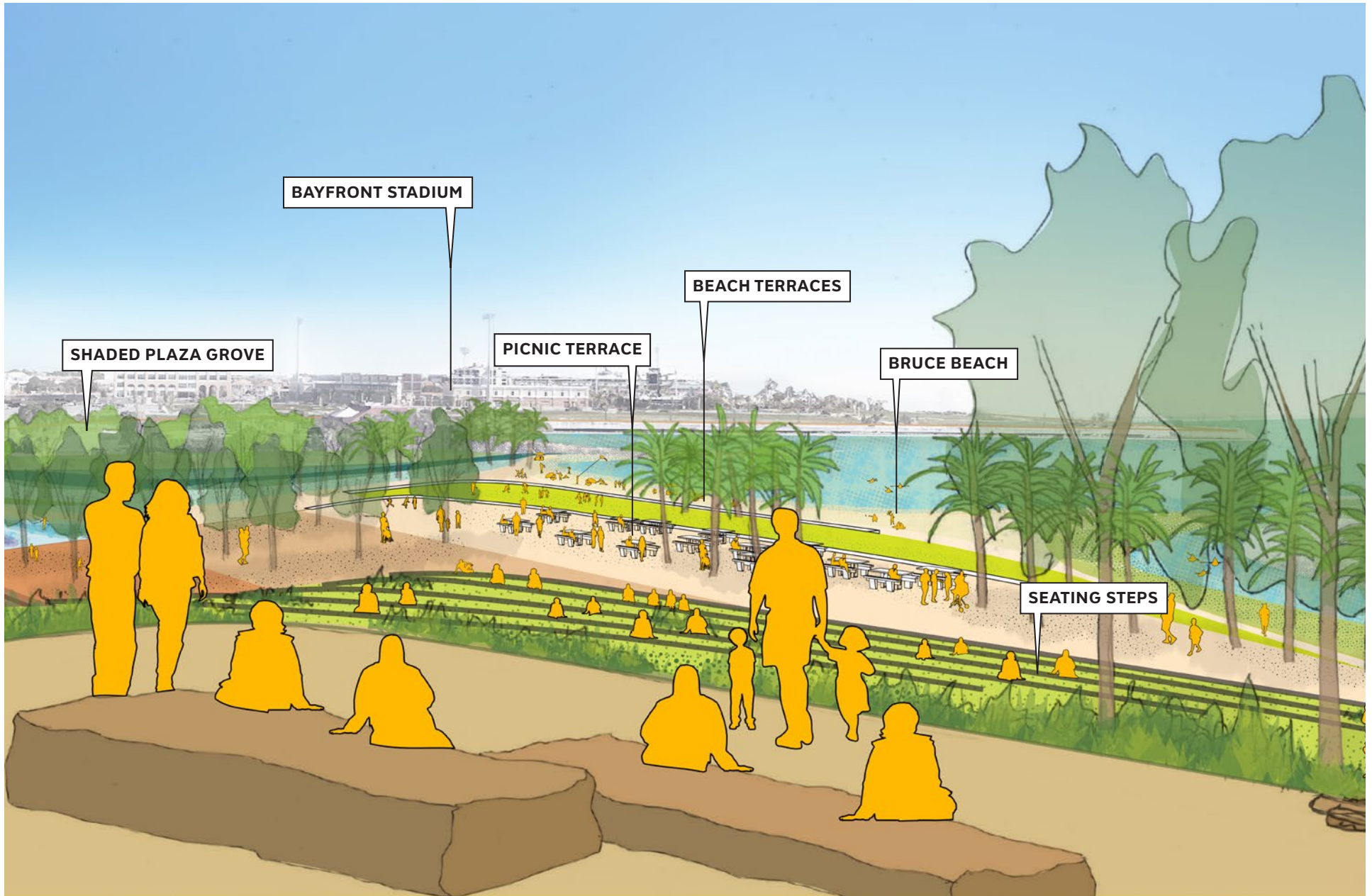
The Bluff Overlook provides a new vantage point of Pensacola Bay from an accessible overlook gathering space. The existing construction debris mound is removed and a new mound is created on the Western side of the site that preserves clear views and circulation from Main Street to the beach. The mound is programmed as a bluff that reinterprets the historic bluff that once traced Main Street. Native planting create an immersive experience along a native plants walk leading to the overlook seating area. The overlook reaches up to 34' high, providing a unique panorama of Pensacola Bay, the adjacent restored marsh, and Washerwoman Creek.

A rock scramble and amphitheater seating are integrated into the side of the berm that faces the beach terraces. The unique play environment leads directly to the overlook, while the lawn terraces between the amphitheater seat walls create a passive space to rest, appreciate the view, or enjoy performances.





## VIEW FROM BLUFF OVERLOOK





# HASHTAG CONNECTOR

The Hashtag Connector is a proposal for the Downtown and Bayfront areas to better connect the areas along the city's waterfront, support multi-modal transportation, offer opportunities for development, and promote public spaces.

The proposal outlines strategic modifications to the mobility networks in the Hashtag area, including traffic changes, a complete and connected bike network, and strategic curb modifications to better accommodate pedestrian circulation, bioswales, and planting. In addition, the proposal outlines a signature palette of paving materials, street furniture, and plant communities that will create a distinct landscape for the Bayfront area. The proposed Hashtag Connector Plan prioritizes users in Street Design. Pedestrians are given priority with the design of friendly sidewalk spaces, resting spots, shade, and active storefronts.

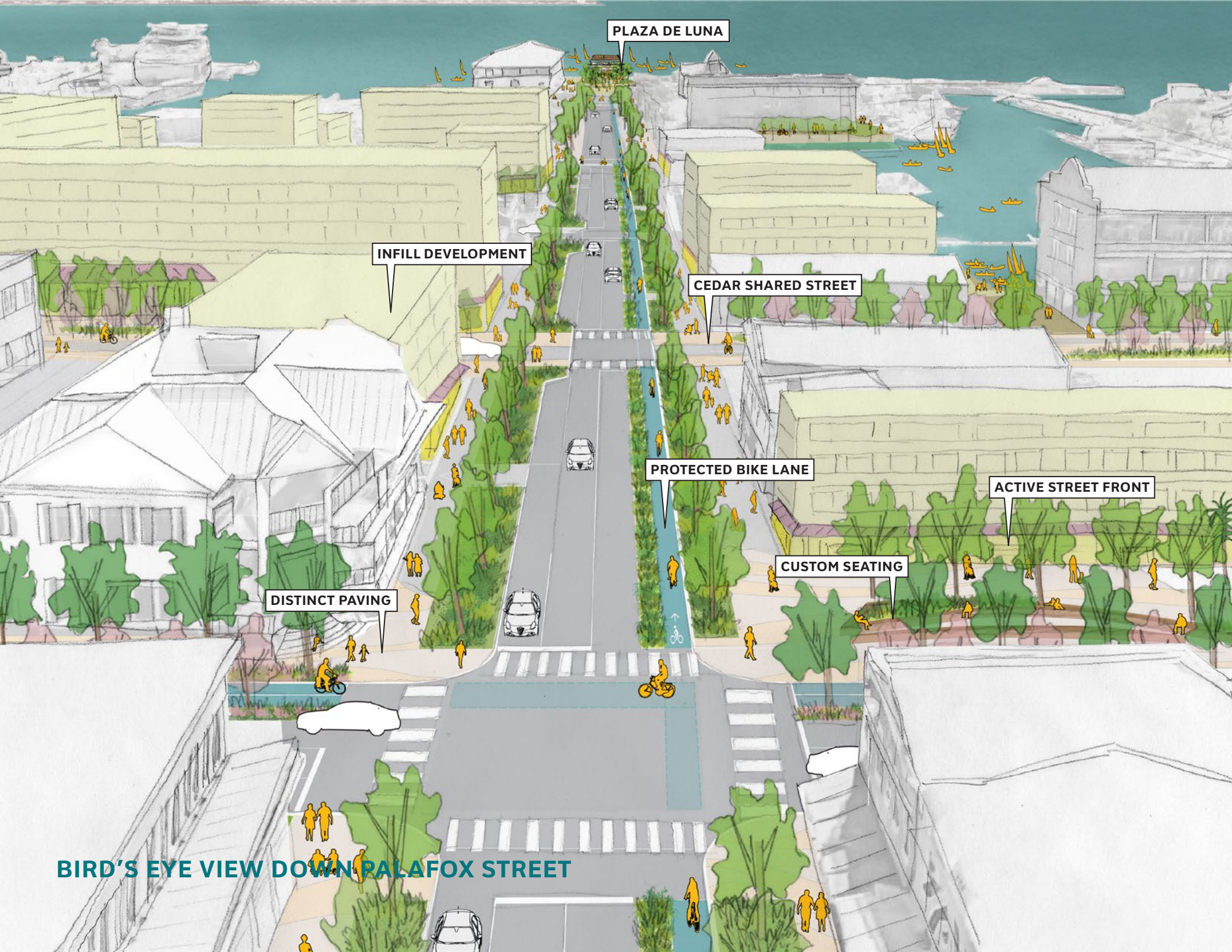


Historic Photo of Main Street



Proposed Hashtag Districts





PLAZA DE LUNA

INFILL DEVELOPMENT

CEDAR SHARED STREET

PROTECTED BIKE LANE

ACTIVE STREET FRONT

CUSTOM SEATING

DISTINCT PAVING

BIRD'S EYE VIEW DOWN PALAFOX STREET



# EXISTING CONDITIONS: MAIN STREET AND TARRAGONA STREET



HISTORIC BUILDINGS PROVIDE STREET WALL

NO SEATING

UNSAFE PEDESTRIAN CROSSING

LACK OF BICYCLE INFRASTRUCTURE

NARROW SIDEWALK WITH NO SHADE



# VIEW DOWN JEFFERSON STREET

MULTIPLE SURFACE PARKING LOTS

LACK OF CONTINUOUS STREET WALL

LACK OF PUBLIC SPACE NEAR FERRY

OVERSIZED TRAVEL LANES

NO SIDEWALK

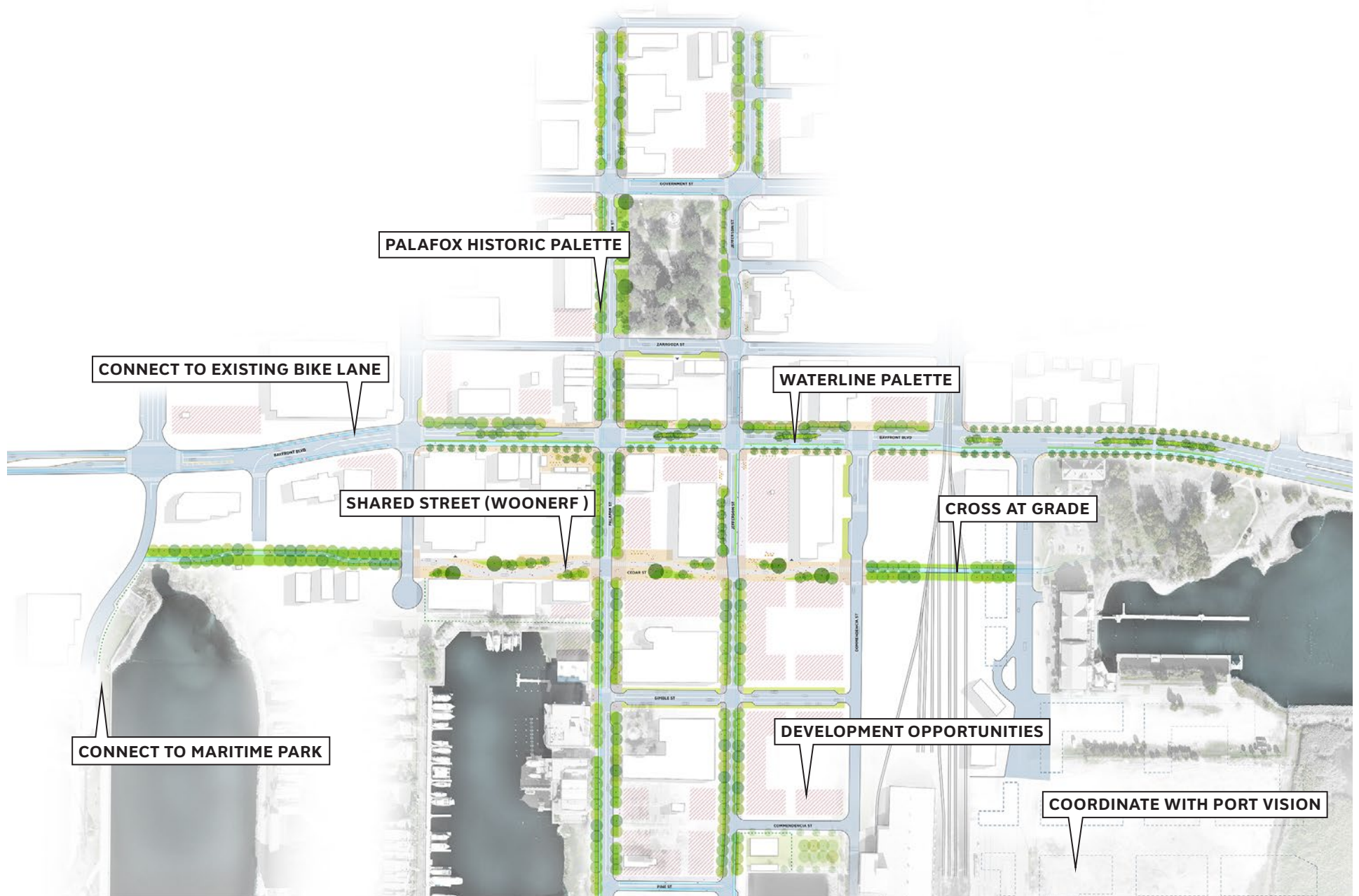




# KEY PRIORITIES

- 1. CREATE A WALKABLE, BIKABLE, AND SAFE ENVIRONMENT**
- 2. CONNECT PEOPLE TO THE WATERFRONT**
- 3. ACKNOWLEDGE AND CELEBRATE HISTORIC SIGNIFICANCE**
- 4. INFILL WITH DEVELOPMENT AND  
RETAIL ALONG MAIN STREET**

## PROPOSED HASHTAG CONNECTOR

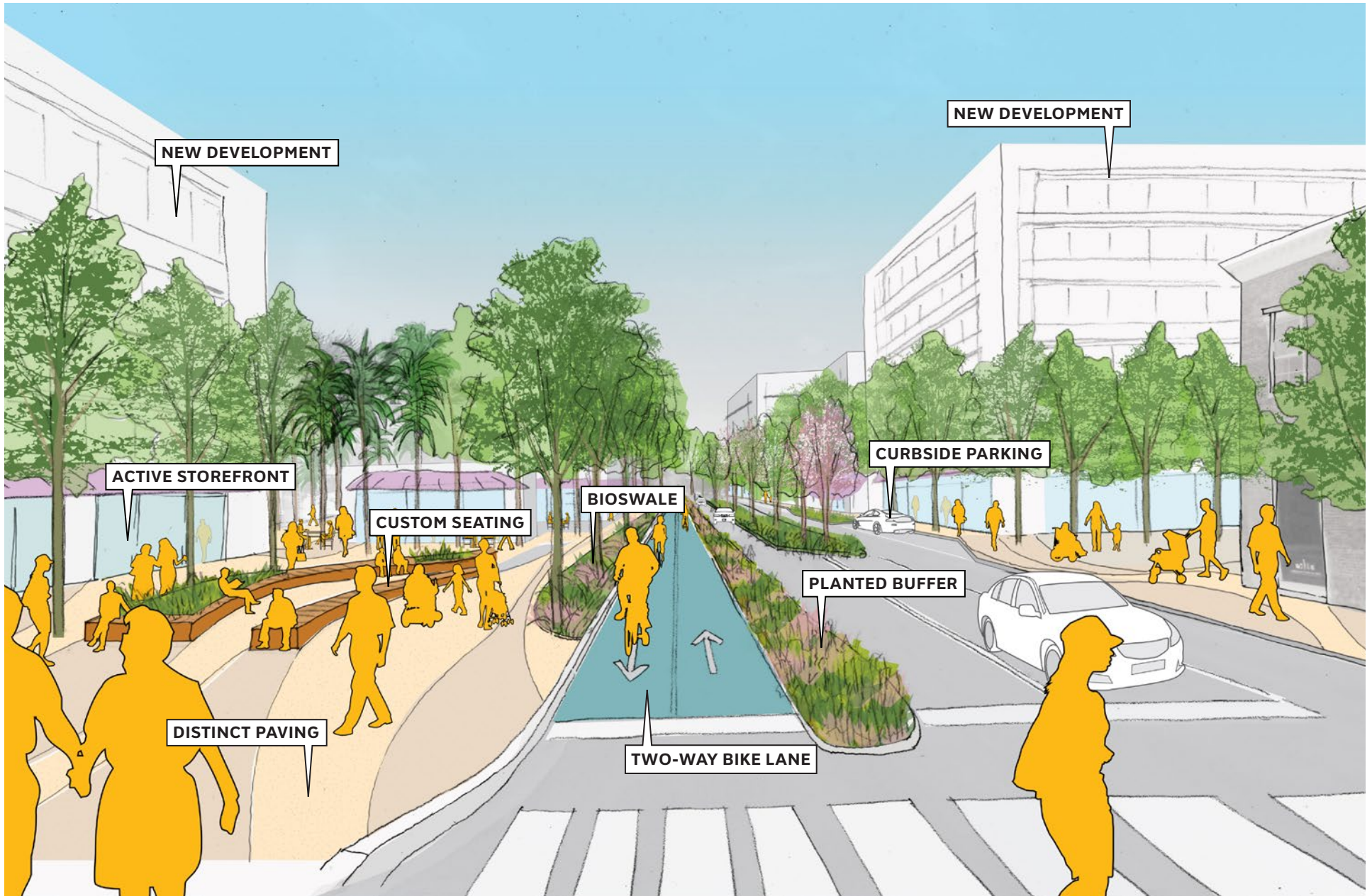


## VIEW OF MAIN STREET AT JEFFERSON

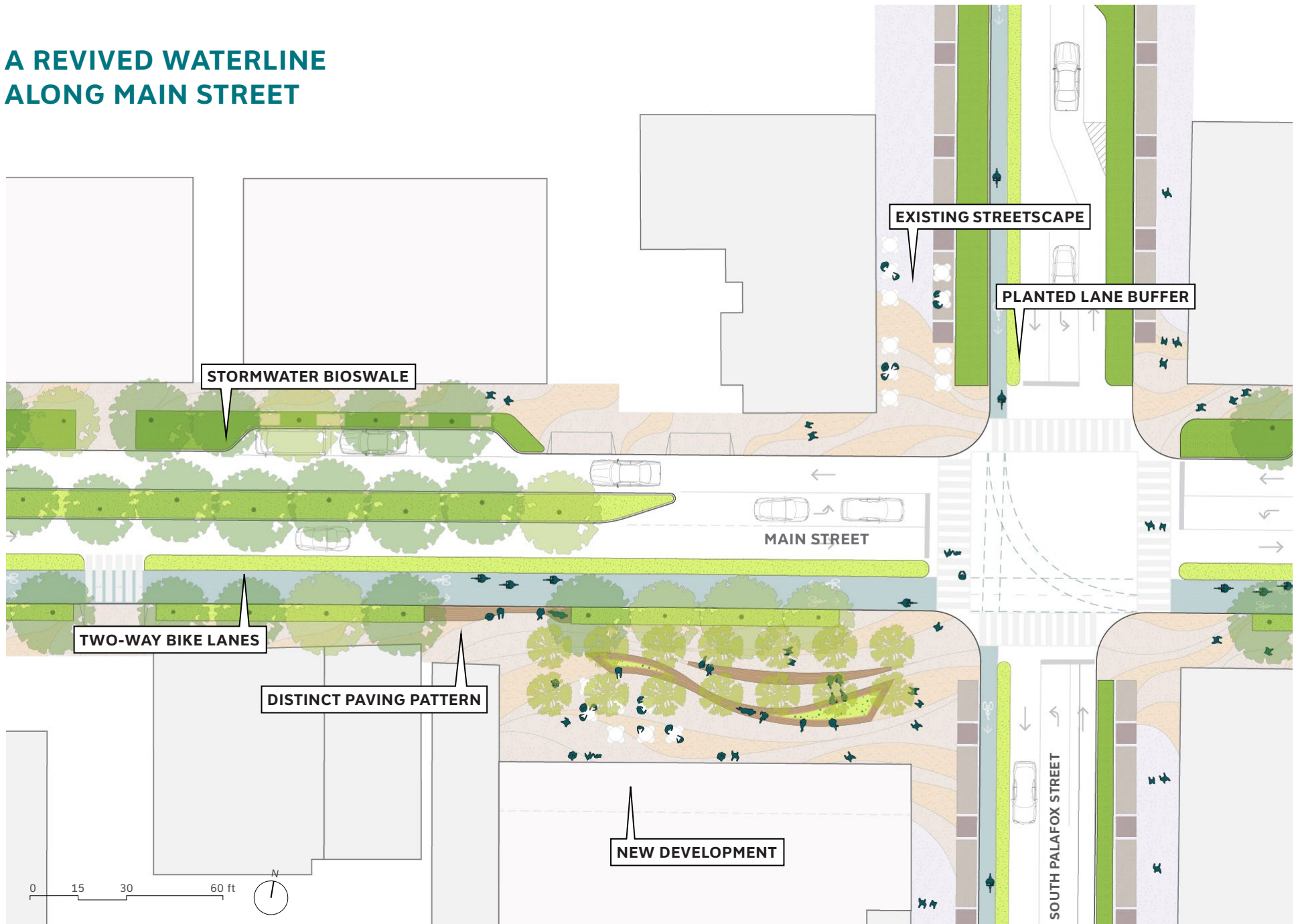




## VIEW OF MAIN STREET AT PALAFOX



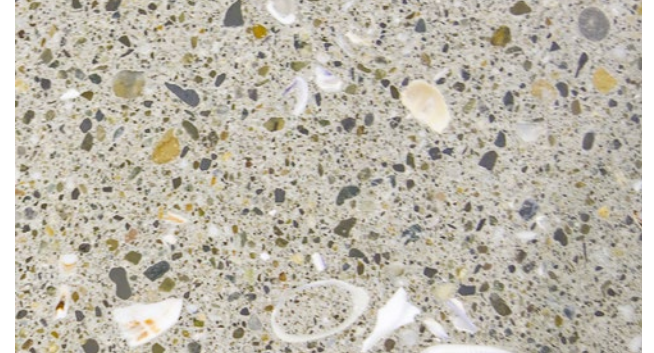
## A REVIVED WATERLINE ALONG MAIN STREET





## WATERLINE PALETTE

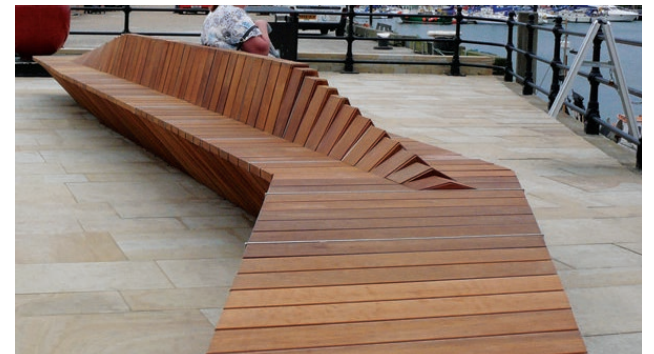
### CONCRETE WITH EXPOSED AGGREGATE



### UNITIZED PAVERS



### SEAT WALLS AND BENCHES



# PRELIMINARY PROJECTION:

## REAL ESTATE AND FISCAL IMPACT OF CATALYTIC PROJECTS

James Lima Planning + Development (JLP+D) investigated six categories of economic benefits attached to investments in parks and open spaces. Two are centered around real properties. The real estate and fiscal benefits of parks and open space development were calculated in two parts:

1. **Proximity Premium:** Increased property value due to proximity to parks and open spaces
2. **New Development:** Induced development at locations that are proximate to parks and open spaces

Based on the analysis, JLP+D estimated an approximate \$14.2 million net present value (NPV) of additional City tax revenue over a 20-year period as a result of potential property value increase and real estate activities surrounding the SCAPE catalytic projects. The NPV of additional tax revenue in the Hashtag Connector impact area was estimated at approximately \$8.7 million; the NPV in the Bruce Beach impact area was estimated at approximately \$5.6 million.

Other areas of potential economic benefits include tourism, increased spending, job creation, and business and talent attraction. A more in-depth economic model could be used to estimate these additional economic benefits.

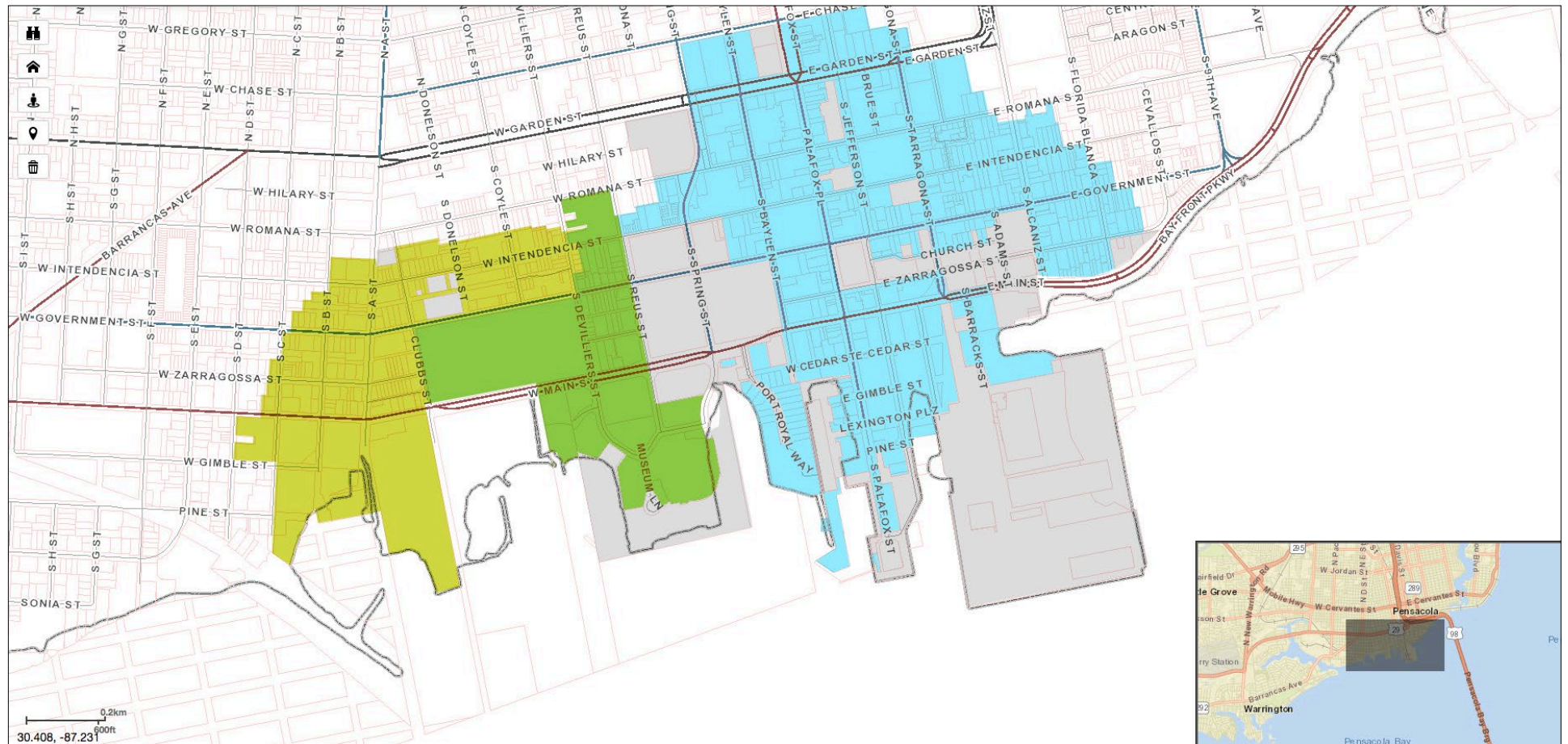
In the calculation for the two SCAPE catalytic projects, JLP+D gathered property data from Escambia County GIS on all parcels within 1,350 feet (approximately a quarter mile) from the Bruce Beach and Hashtag Connector project sites.

Non-taxed parcels were excluded from the calculation – these are parcels with no ad valorem taxes, owned by City, County, State, and Federal governments, as well as parcels with current uses such as church, charitable, forest and park, public school, leasehold interest, utility, gas, electric, right-of-way, submerged, and wasteland. Also excluded are non-taxed parcels owned by Historic Pensacola.

A subset of City-owned vacant commercial and leasehold interest parcels do have development potential based on the design study – they were accounted for in the impact calculation.

The Hashtag Connector impact area consists of parcels totaling 127.8 acres. The Bruce Beach impact area consists of 140.2 acres.





- Bruce Beach Impact Area (within a quarter mile from project sites)
- Hashtag Connector Impact Area (within a quarter mile from the project site)
- Overlap Area (within a quarter mile from both projects, lumped into Bruce Beach for reporting purpose)
- Excluded (parcels with no ad valorem taxes)



# COMMUNITY ENGAGEMENT











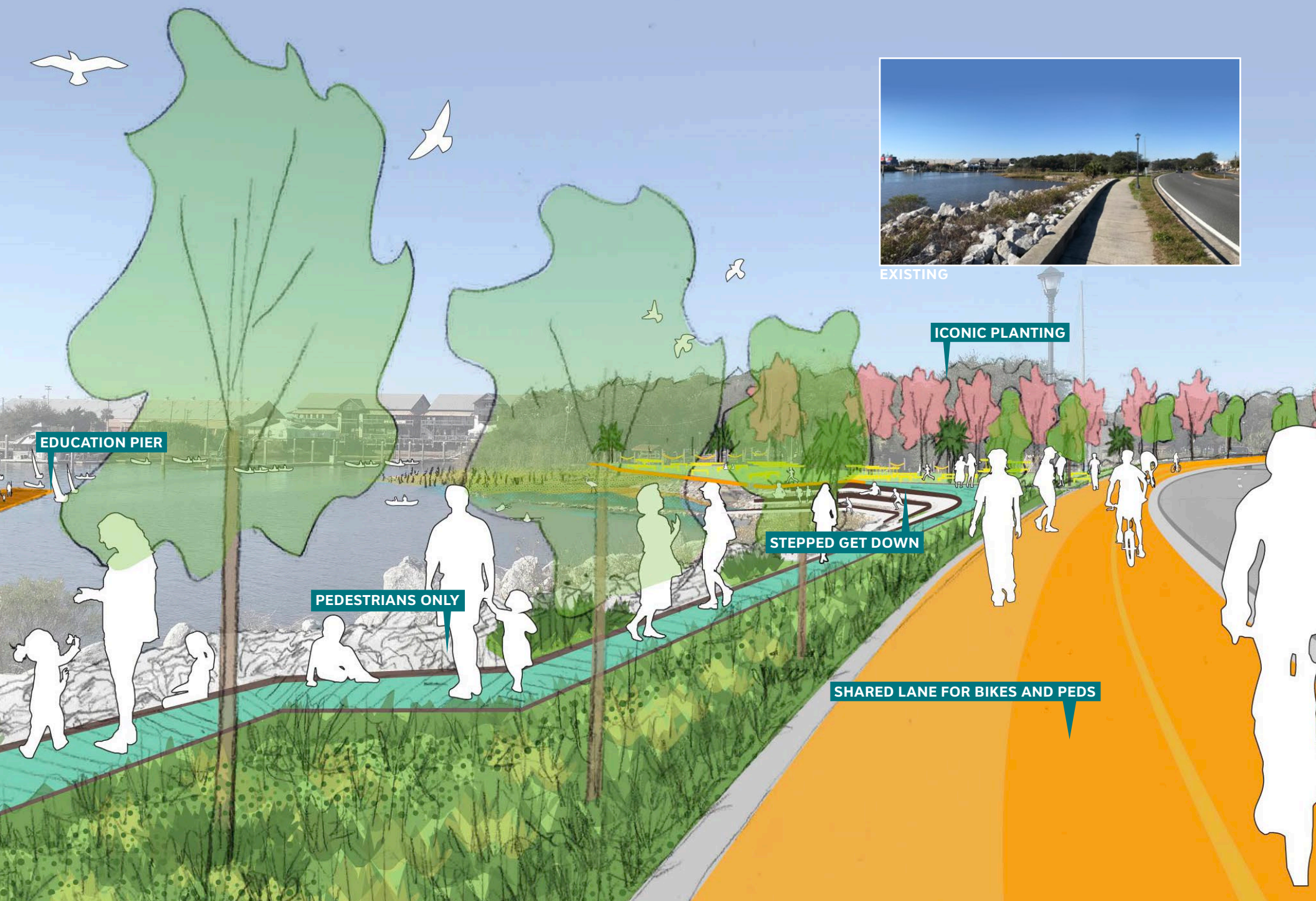
# **WATERFRONT FRAMEWORK**

# GUIDING PRINCIPLES

1. BEGIN THE WATERFRONT EXPERIENCE AT MAIN STREET
2. CREATE CONTINUOUS ACCESS ALONG THE WATERFRONT
3. TRANSFORM THE WATERFRONT INTO AN EVERYDAY DESTINATION FOR ALL
4. TRANSLATE PENSACOLA'S ECOLOGY AND HISTORY INTO PHYSICAL SPACE
5. DEVELOP A LONG-TERM URBAN RESILIENCE STRATEGY
6. PRIORITIZE AND PHASE INVESTMENTS OVER TIME



# BARTRAM PARK GATEWAY



EXISTING

EDUCATION PIER

PEDESTRIANS ONLY

STEPPED GET DOWN

ICONIC PLANTING

SHARED LANE FOR BIKES AND PEDS

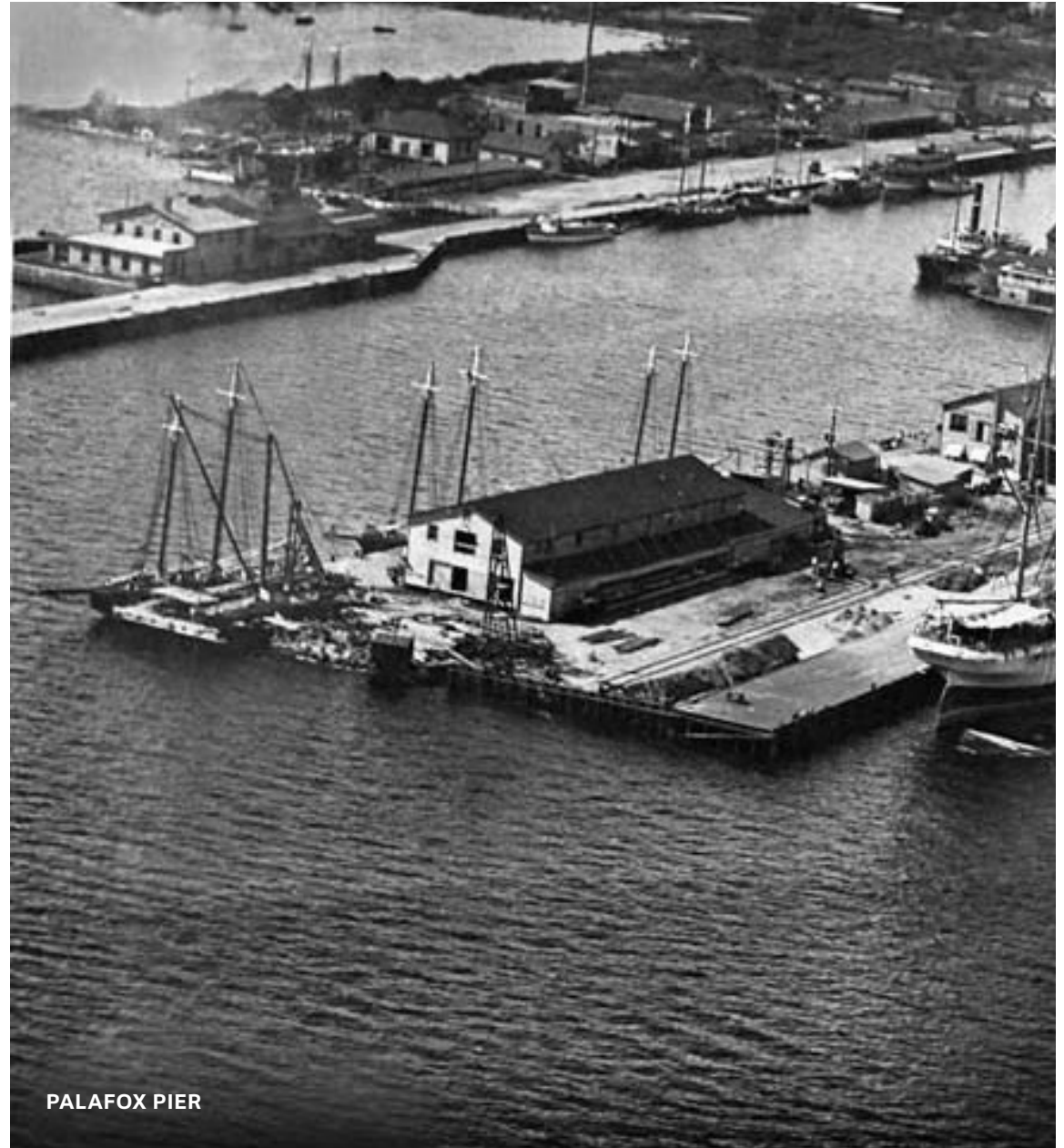


# SITE HISTORY

One of the earliest European settlements in the U.S., Pensacola has long served as an economic hub for the region, marked by moments of growth and decline due to fluctuations in industry and major storm events. After the Civil War, when much of the economy throughout the South was in shambles, the acquisition of a federal navy yard and the potential for a fishing industry in Pensacola played a major role in the waterfront's revitalization.

By 1880, the timber industry was also booming in Pensacola with the pine trees of Northwest Florida providing an enormous boost to the local economy. Hundreds of ships from around the world were coming and going from Pensacola's active port. Well aware of the devastation of hurricanes, lower-income residents of Pensacola worked and lived in the neighborhoods on the waterfront throughout the 1900s. One of Pensacola's oldest historic Creole and racially mixed neighborhoods, the Tan-Yards, was located along the waterfront until most of the land was bought out to build government buildings. At the height of Jim Crow, the Tan-Yards were a strange anomaly of integrated racial relations in the Deep South. Outside the Tan-Yards, the Belmont-De Villiers neighborhood and Bruce Beach were key cultural and recreational destinations for the city's African American community.

Major industries have contributed to the pollution and ecological devastation of the bay, which has only started to see restoration and investment in recent years, in part due to funding provided as a result of the Deepwater Horizon Oil Spill. Hurricanes continue to threaten the Pensacola waterfront, and must be taken into account, along with an increasingly changing climate and sea level rise.



PALAFOX PIER



Public domain. Purcell, Joseph. *A plan of Pensacola and its environs in its present state, from an actual survey in 1778*. Library of Congress Geography and Map Division Washington, D.C. Call Number: G3934.P4 1778 .P8 Vault. Control Number 73691620. Digital ID: g3934p ar166100 <http://hdl.loc.gov/loc.gmd/g3934p.ar166100>. File: ar166100.sid. Internet - Dec. 22, 2003.

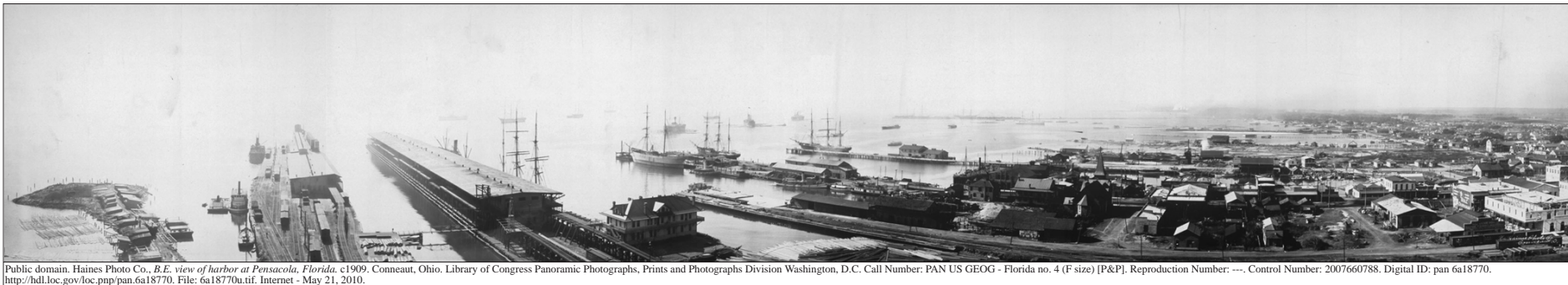






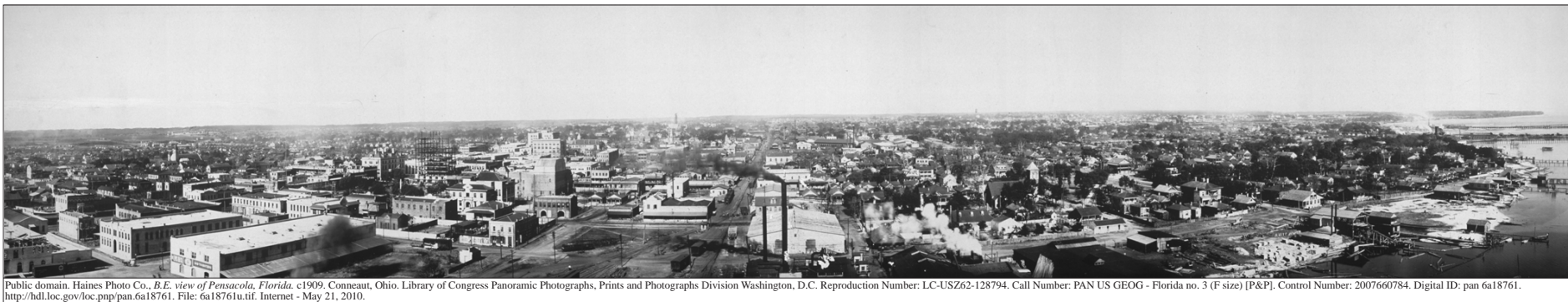






Public domain. Haines Photo Co., B.E. view of harbor at Pensacola, Florida. c1909. Conneaut, Ohio. Library of Congress Panoramic Photographs, Prints and Photographs Division Washington, D.C. Call Number: PAN US GEOG - Florida no. 4 (F size) [P&P]. Reproduction Number: ---. Control Number: 2007660788. Digital ID: pan 6a18770. <http://hdl.loc.gov/loc.pnp/pan.6a18770>. File: 6a18770a.tif. Internet - May 21, 2010.

Figure 34. 1909 panoramic photograph of the Pensacola waterfront, view to the southwest, by the Haines Photo Company.



Public domain. Haines Photo Co., B.E. view of Pensacola, Florida. c1909. Conneaut, Ohio. Library of Congress Panoramic Photographs, Prints and Photographs Division Washington, D.C. Reproduction Number: LC-USZ62-128794. Call Number: PAN US GEOG - Florida no. 3 (F size) [P&P]. Control Number: 2007660784. Digital ID: pan 6a18761. <http://hdl.loc.gov/loc.pnp/pan.6a18761>. File: 6a18761a.tif. Internet - May 21, 2010.

Figure 35. 1909 panoramic photograph of the Pensacola waterfront, view to the northeast, by the Haines Photo Company.



# PREVIOUS & ONGOING STUDIES

Many previous efforts have focused on Pensacola's waterfront assets in recent years and have provided the design team with extensive background information and valuable insight. In addition, ongoing design efforts focused on the former Wastewater Treatment Plant site and the remediation of the American Creosote Works site were taken into consideration during the design process. A partial list of these studies includes the following:

- Community Redevelopment Plan, 2010
- Urban Redevelopment Advisory Committee Report, 2013
- Pensacola Baywalk Proposal, 2013
- Pensacola Bay Watershed Restoration, 2014
- Sanders Beach Neighborhood Park Proposal, 2014
- Washerwoman Creek Restoration Project Proposal, 2015
- Sanders Beach Stormwater Retention Proposal, 2016
- Portside Pensacola Vision, 2018
- Bruce Beach as an Outdoor Classroom, 2018
- Bruce Beach Vegetative Review, 2018
- West Main Street TAP Project, 2018
- City of Pensacola Climate Mitigation and Adaptation Task Force Report, 2018
- Ongoing streetscape improvements along A Street, Rues, De Villiers, CRA, 2019
- ACW Concept Plan Presentation, 2019



Community Redevelopment Plan



DPZ Proposal



Pensacola Port Study

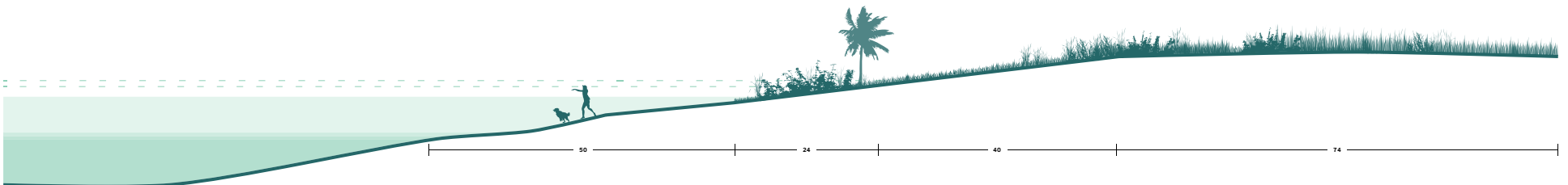


2013 Baywalk Proposal



# EXISTING EDGE CONDITIONS

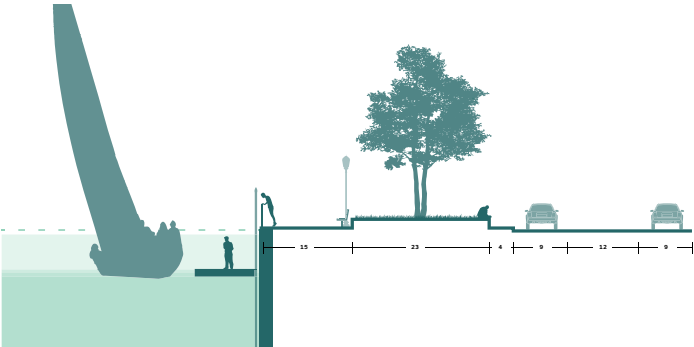
## VEGETATED EDGE



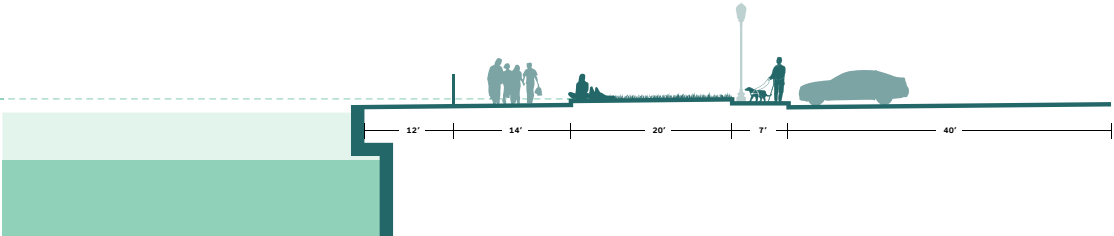
Bruce Beach



BULKHEAD



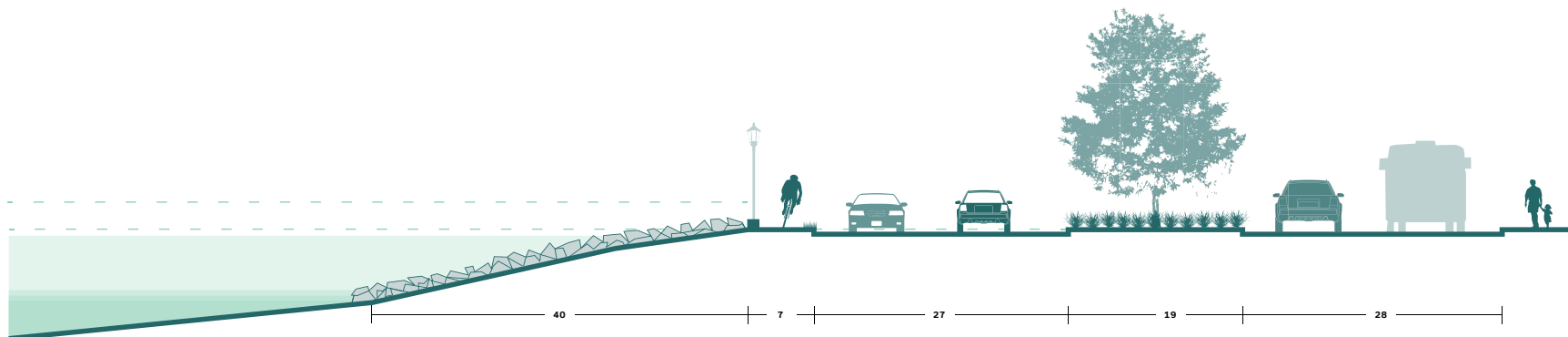
Marina Edge at South Palafox Street



Bulkhead at Plaza de Luna



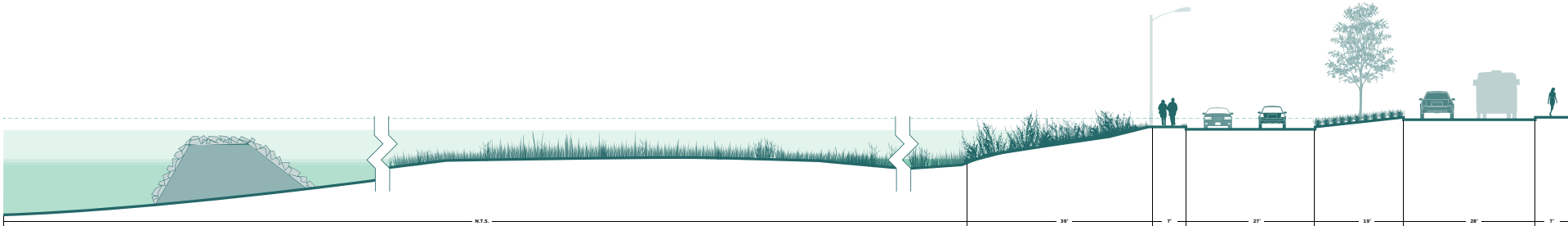
## RIP RAP EDGE



Bayfront Parkway east of Bartram Park



PROJECT GREENSHORES



Bayfront Parkway at Project Greenshores

# WATERFRONT DESIGN

## CONTINUOUS PUBLIC ACCESS

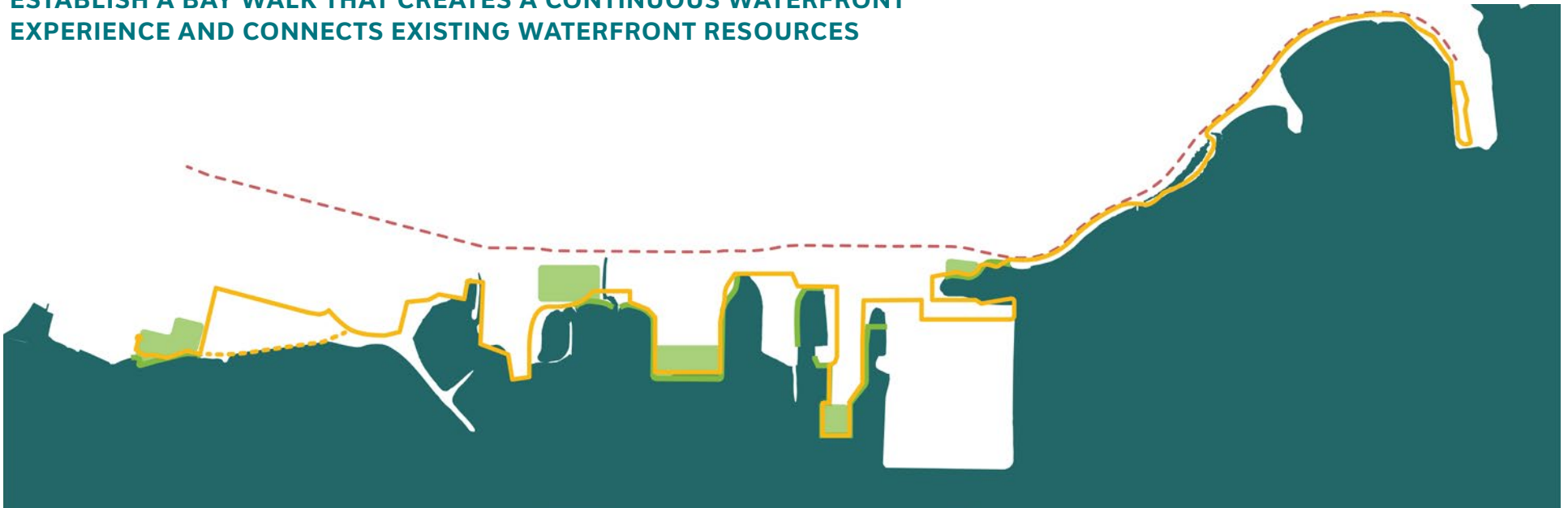
The Pensacola Waterfront Framework Plan puts forward a series of strategies for transforming downtown Pensacola into a more continuous and resilient public realm that will encourage intergenerational exchange and everyday use by all.

The intent of the framework is to establish continuous access as close as possible to the water's edge, as well as in-water access where possible. In a few cases existing facilities or private property prevent access to the water's edge (including the port of Pensacola, the Port Royal neighborhood, and a series of private commercial and residential properties in the

Sanders Beach neighborhood. In these cases, the public path remains as close as possible to the water without encroaching on private property.

The illustrated plan to the right shows two types of continuous paths. In orange is the primary path, offering direct and uninterrupted access shared by pedestrians, cyclists, and users of all ages and abilities. A secondary path marked in blue indicates a pedestrian-only path which meanders through open areas like Bartram park and allows for direct water access, reaching lower and closer to the water along Bayfront Parkway in a floodable pedestrian path.

## ESTABLISH A BAY WALK THAT CREATES A CONTINUOUS WATERFRONT EXPERIENCE AND CONNECTS EXISTING WATERFRONT RESOURCES







BAYFRONT BOULEVARD

FLOODABLE PEDESTRIAN PATH

EXPANDED EDGE

BARTRAM PARK GATEWAY

EDUCATIONAL BOARDWALK



## BAYFRONT BOULEVARD

By linking Pensacola's diverse and separated neighborhoods bike lanes, pedestrian paths and shade trees, it will be safer and easier for people to access existing waterfront resources. More specifically, by decreasing the size of the medians and driving lanes on several existing streets, space can be devoted to a multi-use paths and bike lanes for non-motorized transportation. Increasing the size of planted buffers and adding more canopy streets along streets such as Bayfront Parkway, will further enhance the experience of cyclist and pedestrians.

These streetscape and connectivity improvements will also guide the generation of new destinations along the waterfront that will ideally serve a broader daily audience. In creating new destinations along the waterfront, celebrating the local ecology and reducing long-term vulnerability to sea-level rise, are central goals that will be highlighted through the waterfront experience. Features such as floating pools and an educational "harbor school" will engage students and community members in environmental education and monitoring to make them better stewards of the environment. Likewise, investments in living infrastructure across the length of the waterfront will improve today's quality of life while increasing long-term resilience.



EXISTING CONDITIONS: BAYFRONT PARKWAY







## AN EVERYDAY DESTINATION FOR ALL

Many popular destinations exist today along Pensacola's waterfront. Some of these are only active during event days (like the Blue Wahoos Stadium), while others offer an enjoyable setting without many programs or activities on site, and with little access to refreshments or other amenities. The framework envisions expanding types of activities available at the water's edge and designing destinations for a broader range of users and visitors. In conversations with residents who participated in project workshops many were interested in educational opportunities for children and youth, water-based recreation, cultural activities, access to rest rooms, and place to purchase food and drinks or enjoy ones brought from home. The framework proposes a series of investments in new and existing public spaces including an educational pier adjacent to a new innovation campus to be developed on the north third of the port property, improvements to Plaza de Luna at the end of Palafox Pier that would maintain vehicular access and drop off but dedicate more space to green space and recreation coupled with a potential floating platform for performances, a floating pool and water play facility adjacent to Maritime Park, a day use marina to be completed along the parks western edge, and a new ecological and cultural destination at Bruce Beach. In addition, an expansion and improvement of the facilities at Sanders Beach are proposed, building on the successful and active park and community center already in place. A future public park on the ACW site is not included in this study, but such a park once completed will have the potential to connect Pensacola's waterfront to a series of open spaces leading all the way to Bayou Chicco.



Harbor School Education Pier, New York, New York



Floating Pools, Copenhagen, Denmark





DE VILLIERS CULTURAL CONNECTOR

JEFFERSON CORRIDOR

BRUCE BEACH COMMUNITY CENTER

CEDAR SHARED STREET

MARINA MARKETPLACE

EDUCATION PIER

FLOATING POOLS

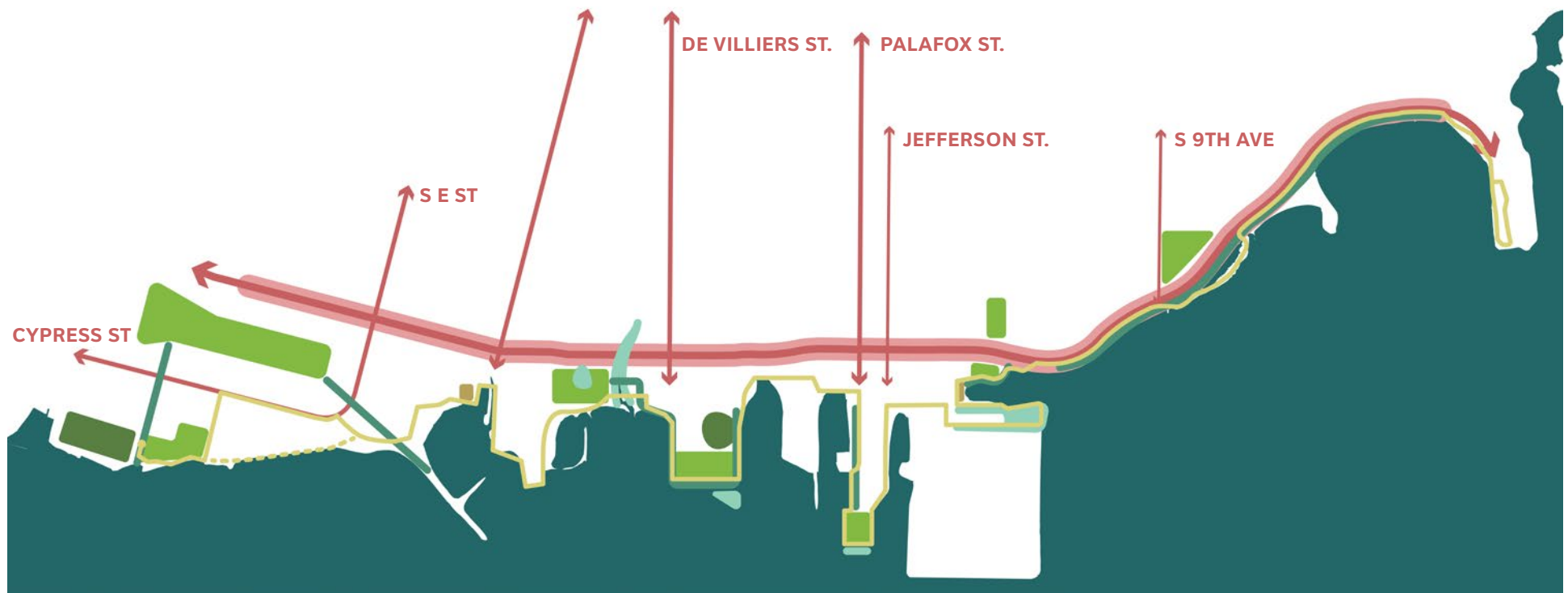
PERFORMANCE PLATFORM

## STRONGER NEIGHBORHOOD CONNECTIONS

Critical to the plan's success is investment in north-south streets that connect Pensacola's waterfront to existing neighborhoods and can make the waterfront more accessible and inviting to all city residents.

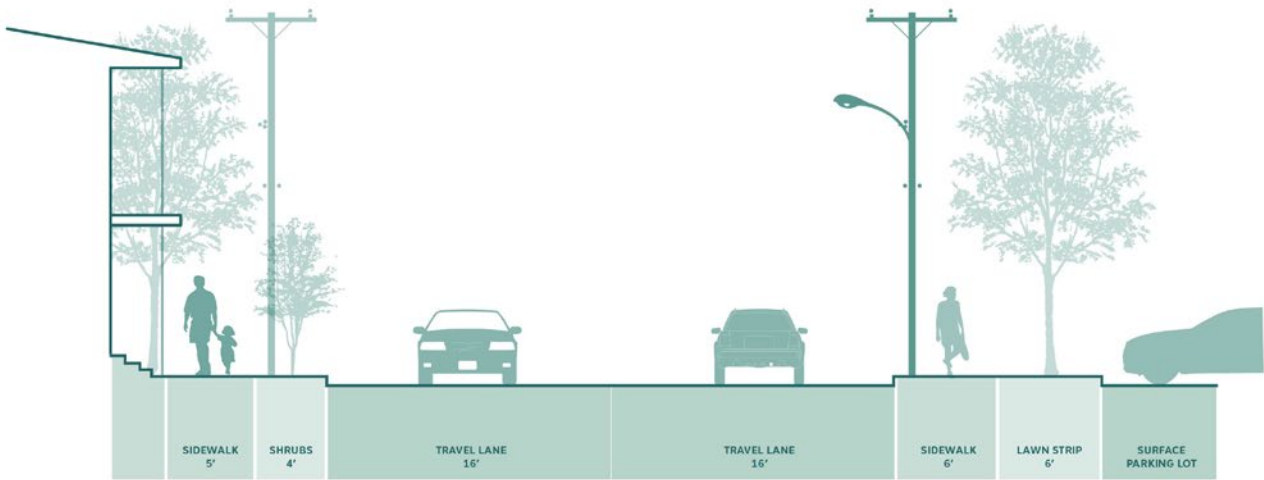
The plan includes proposed typical sections for the De Villiers Street corridor, A street, and Jefferson Street (further developed in the "Hashtag" section). The proposed sections have been coordinated with ongoing CRA efforts along some of the streets listed.

Street improvement strategies include narrowing down excessively wide vehicular travel lanes (from 12' or 16' to 10'), adding protected bike lanes where possible, providing pedestrian street lights, adding street trees and vegetation where possible, and including interpretive Signage along De Villiers Street that would share information about the neighborhood's rich and important cultural history and the role it has played for Pensacola's African American community.

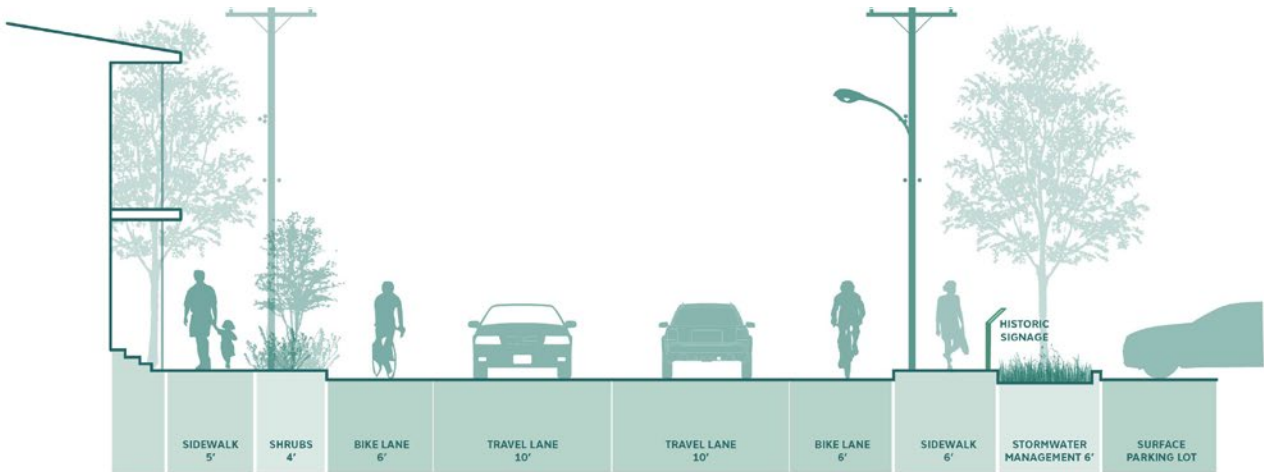




DE VILLIERS ST. BETWEEN ROMANA ST. AND INTENDENCIA ST.

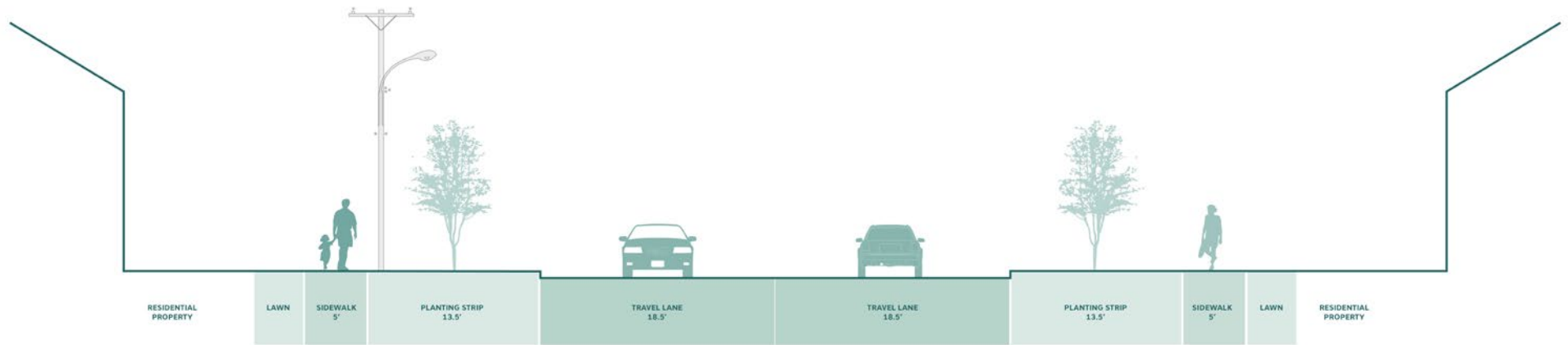


EXISTING

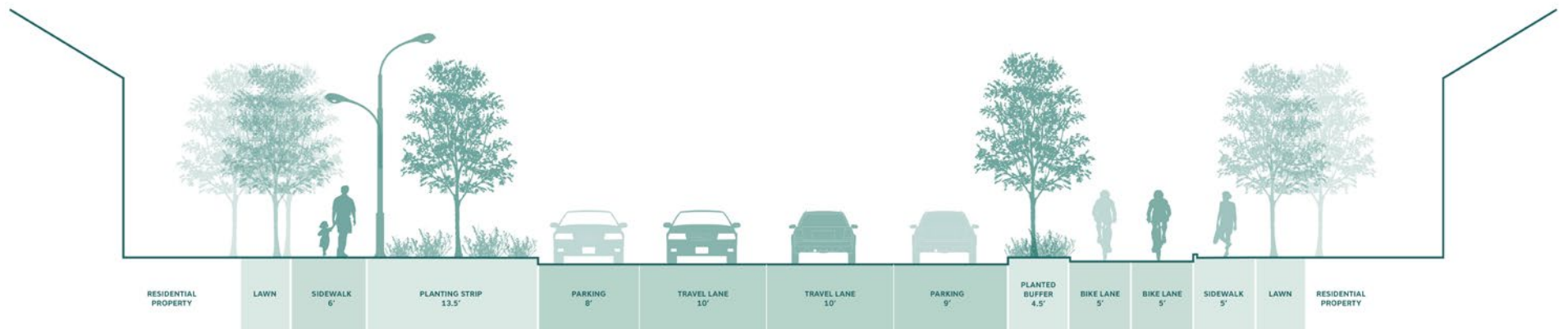


PROPOSED

## A' STREET BETWEEN GOVERNMENT AND INTENDENCIA STREET



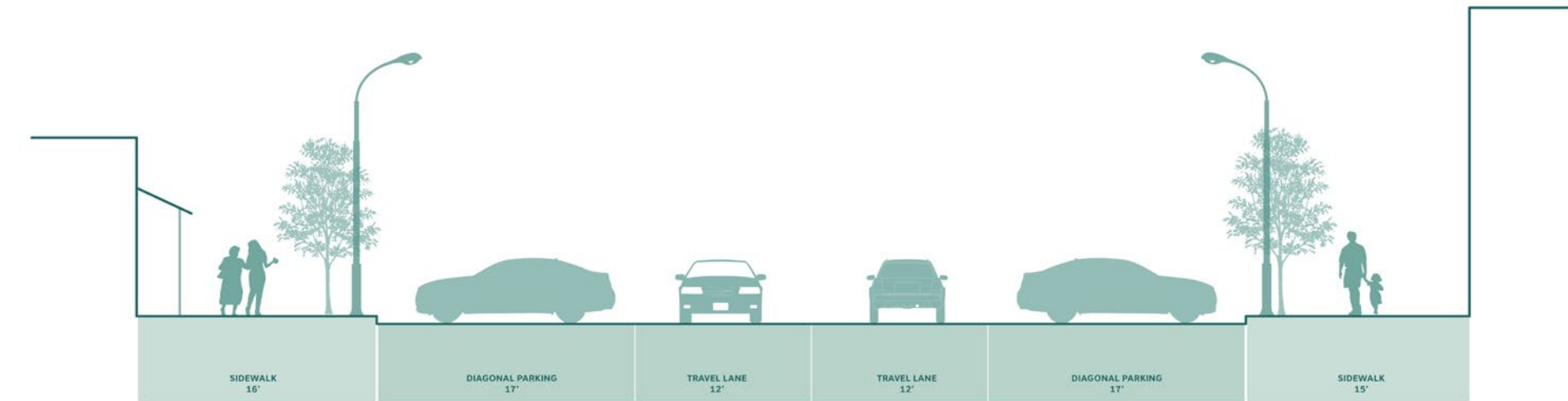
### EXISTING



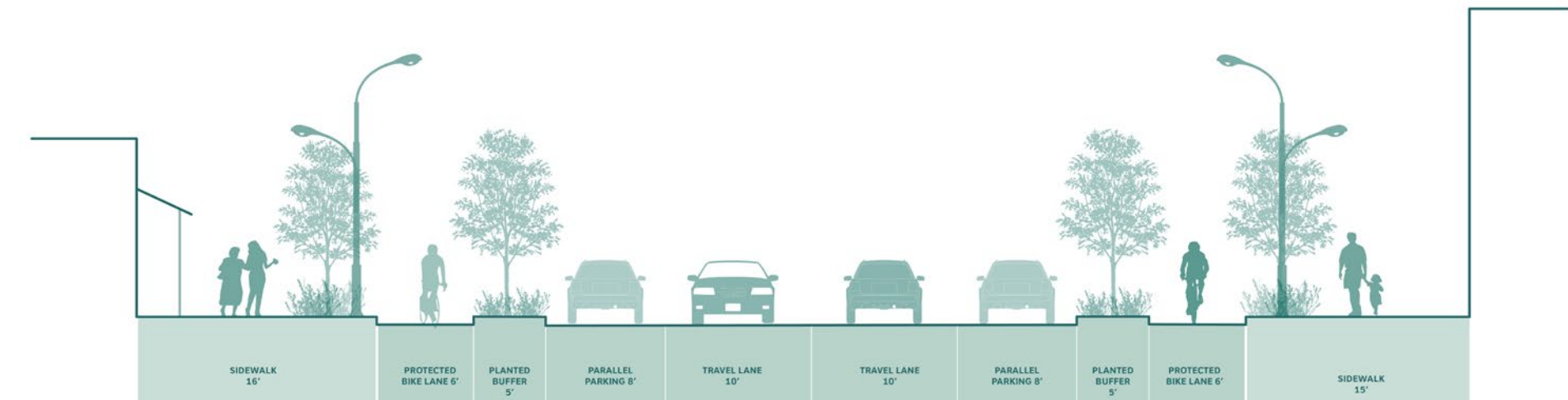
### PROPOSED



JEFFERSON ST. BETWEEN INTENDENCIA ST. AND ROMANA ST.



EXISTING



PROPOSED

## ECOLOGY AND HABITAT

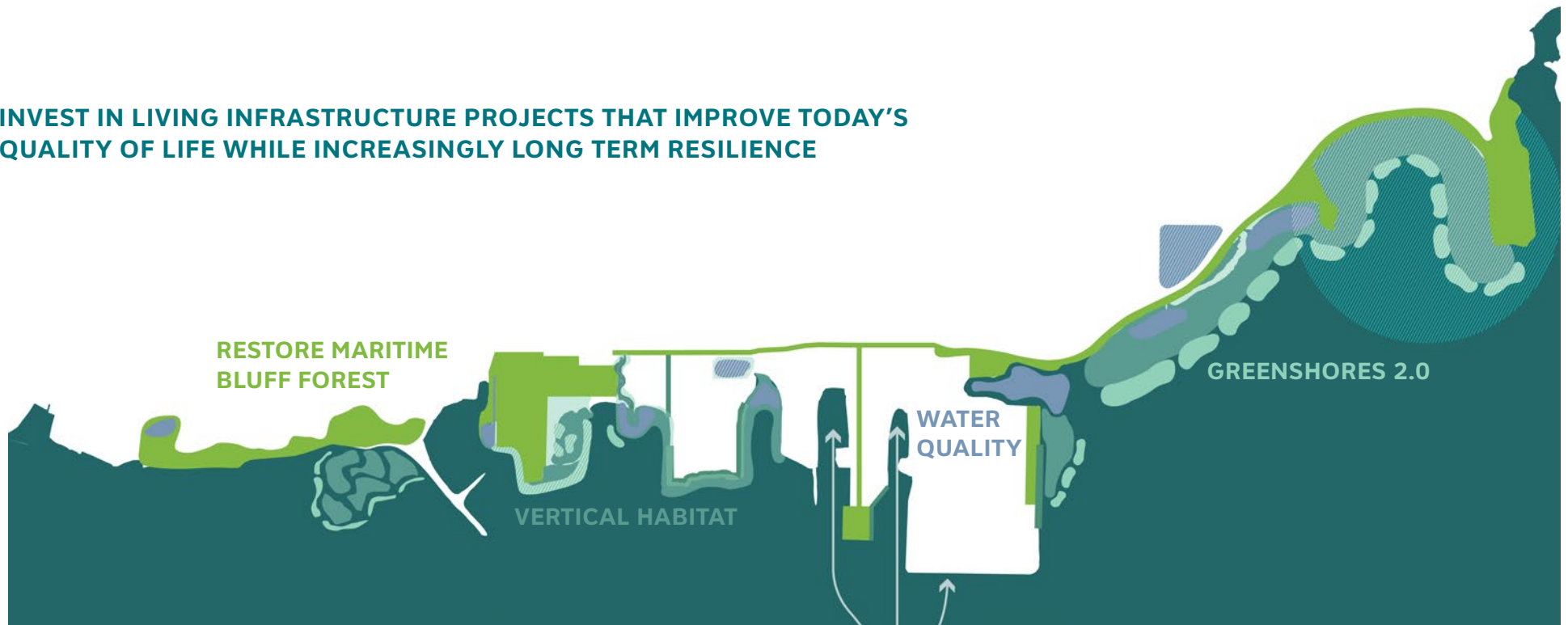
The Pensacola Bay presents a unique and rich ecology which forms a great part of the city's identity and character. Recent investment in ecological restoration and mitigation efforts, along with nature-based infrastructure have made a significant impact. Stormwater infrastructure improvements continuously contribute to the improvements in the bay's water quality and must continue.

Investments in living infrastructure along the waterfront will improve today's quality of life while increasing long-term resiliency. Increasing upland forest vegetation along the existing bluff lines, expanding Project Greenshores,

focusing on water quality improvements and implementing vertical habitat along bulkheads are just a number of potential improvements that should be considered along the waterfront. All of these projects will speak to Pensacola's historic and existing ecology and hydrology, further emphasizing the city's unique sense of place.

Continued advocacy and stewardship are critical, as has been provided in recent years by Pensacola's strong and ecologically minded community.

## INVEST IN LIVING INFRASTRUCTURE PROJECTS THAT IMPROVE TODAY'S QUALITY OF LIFE WHILE INCREASINGLY LONG TERM RESILIENCE







UPLAND BLUFF FOREST

HABITAT RESTORATION

SUNKEN FOREST

STORMWATER TREATMENT

VERTICAL HABITAT

GREENSHORES 3.0



PENSACOLA BAY BLUFFS





LONGLEAF PINE

SWITCHGRASS

LITTLE BLUESTEM

WAX MYRTLE

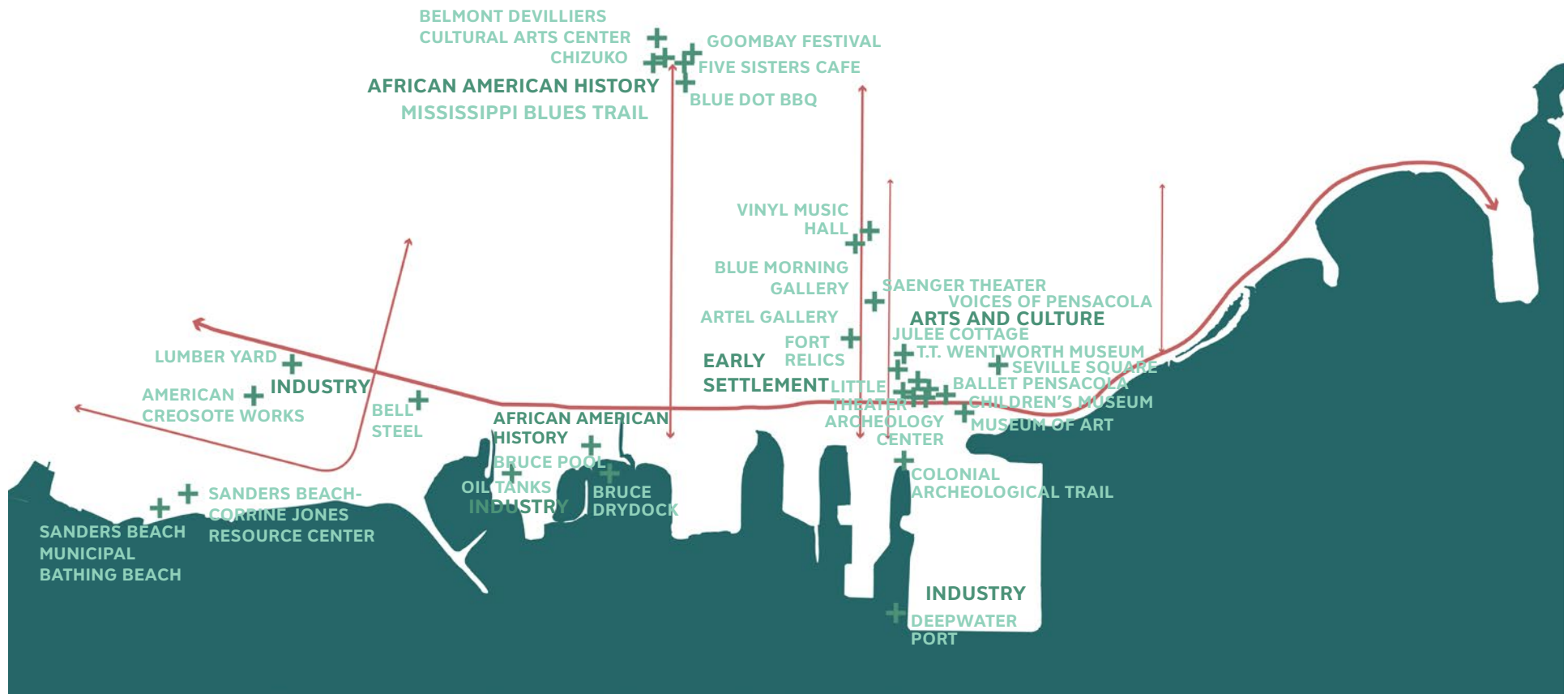
SAND PINE

EXISTING BLUFF FOREST AT BAY BLUFFS PARK



## CULTURAL AND HISTORIC REPRESENTATION

Pensacola's rich history, from early settlement days, through its days as a bustling industrial hub, to the vibrant destinations for African American culture and entertainment as part of the Mississippi Blues Trail, offers ample opportunities to showcase and celebrate history as part of the city's landscape. From murals, to interpretive signs, to markers and other design features, this historical significance must become part of the city's built landscape.







Rhino District, Denver, Colorado



Rose Kennedy Greenway, Boston, Massachusetts

## LONG-TERM URBAN RESILIENCE STRATEGY

Like many coastal communities, Pensacola's waterfront is vulnerable to sea level rise, local flooding and major storm events. These vulnerabilities closely align with historical ecological and development patterns along the waterfront. In order to counteract these patterns and promote long-term resiliency, the waterfront framework plan includes a series of proposed ecological and habitat improvements along the waterfront.

When coupled with resilience zoning and building codes for new development within the development district, these improvements to waterfront infrastructure will help mitigate the impacts of increasingly frequent storms in a changing climate, and allow Pensacola to bounce back quicker in the event of a major storm.



### REGIONAL CLIMATE ACTION PLAN 2.0

## Implementation Workshop

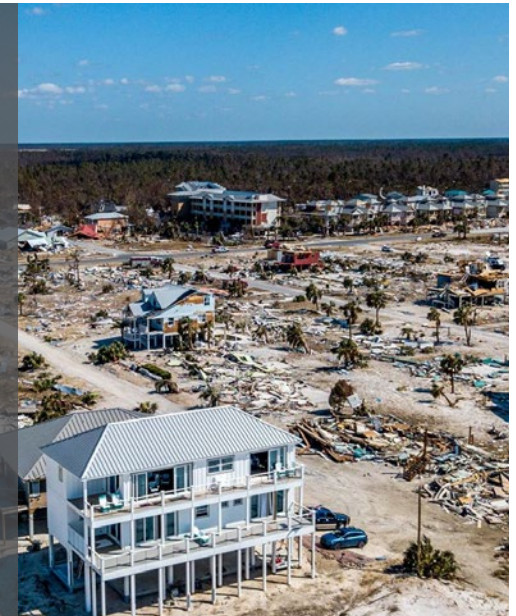
### Building Codes for Resilience

### Building Codes for Resilience

# DESIGN AND PLANNING FOR FLOOD RESILIENCY:

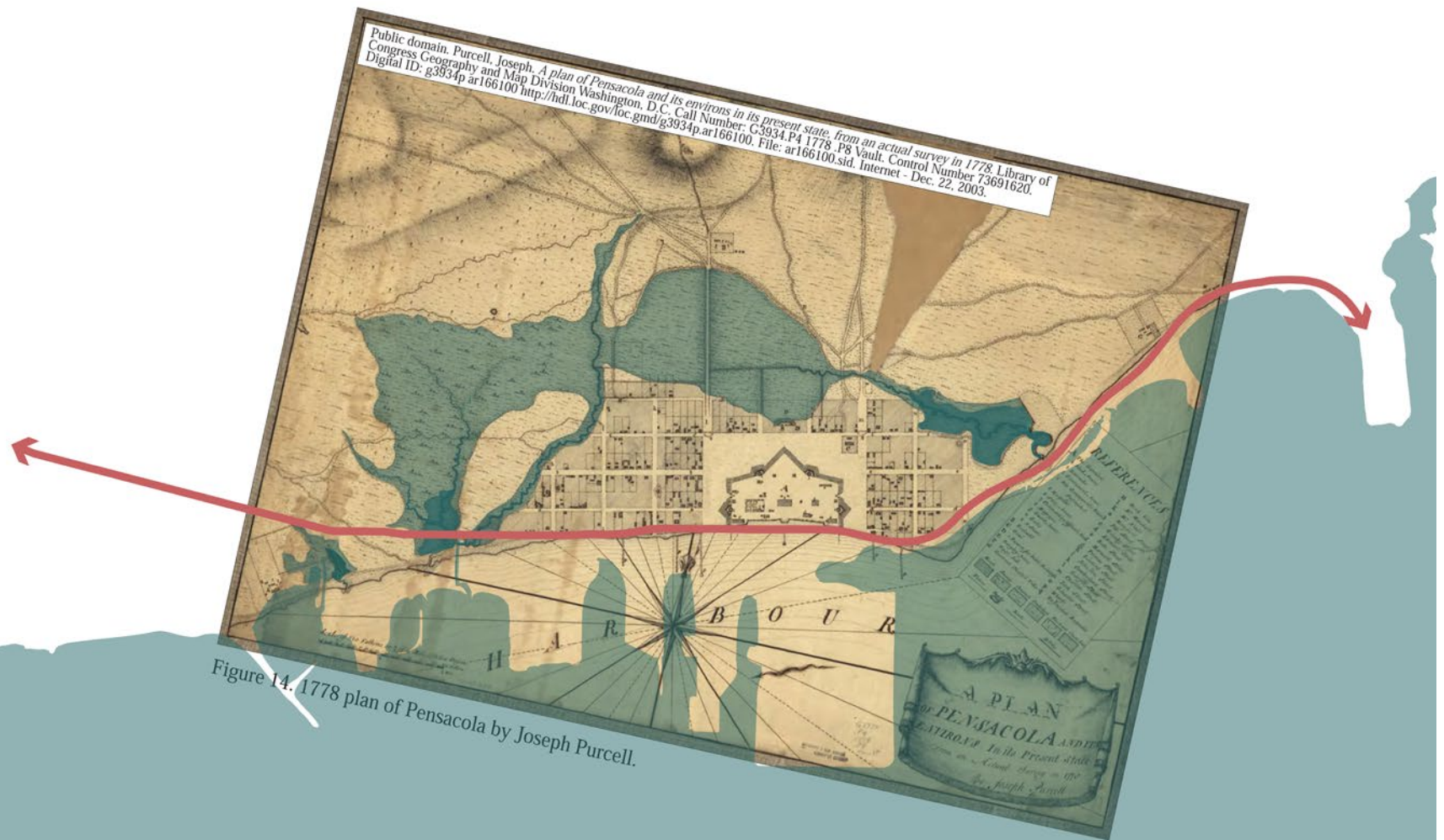
Guidelines for NYC Parks

- Awareness of how national model building codes are developed & the role local governments can play
- Code compliance best practices, challenges, and opportunities for local building departments
- Research, technical assistance, and education resources available to local governments
- Opportunities within local jurisdictions to set localized provisions that can advance energy efficiency and resilience goals





## VULNERABILITIES ALIGN WITH HISTORICAL ECOLOGICAL PATTERNS





# PHASING OVER TIME

## NOW, SOON, EVENTUALLY

In order to ensure that the most impactful improvements to the waterfront are prioritized, projects within the framework plan have been grouped into three time frames: Now, Soon and Eventually.

Projects to be implemented now, or in 0-3 years, emphasize streetscape improvements that prioritize pedestrians and cyclists including the implementation of bike lanes, bioswales for stormwater management. Other connectivity projects include the path connector on Cedar Street and pedestrian safety improvements to Bayfront Parkway. Small pop-ups at Admiral

Mason Park and Plaza de Luna, and minor improvements to Bartram Park will also go a long way towards drawing people to the waterfront in the next 0 to 3 years.

Soon, or in the next 3-8 years, substantial, more permanent improvements to the waterfront can be implemented. This might involve significant upgrades to public waterfront spaces including Sanders Beach, Bruce Beach, Maritime Park, and Palafox Pier, as well as the second phase of Project Greenshores. Ongoing connectivity improvements will further complete the links between these destinations.

Projects completed eventually, or in 8+ years, are significantly more aspirational. These long-term ambitions include a new recreation park on the ACW site, a rail to trails path to Bayou Chico, and an educational hub located on the edge of the existing port facility. While the improvements made in 0-8 years will significantly transform the waterfront, these longer-term projects have the potential to position Pensacola as a true innovation hub punctuated with a series of unique, iconic waterfront spaces.



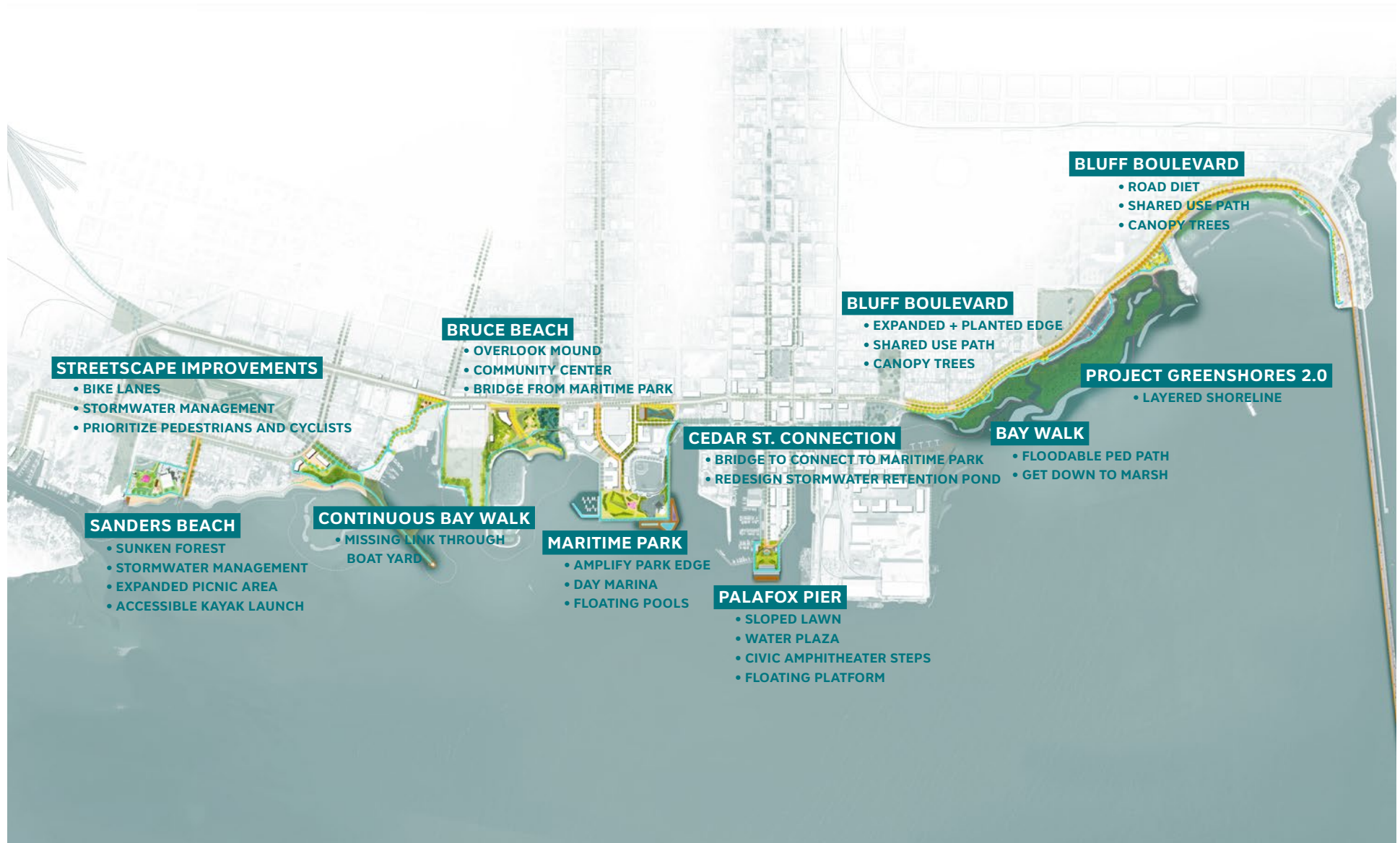
CEDAR STREET EXTENSION



## PROJECTS TO DEVELOP NOW (0-3 YEARS)

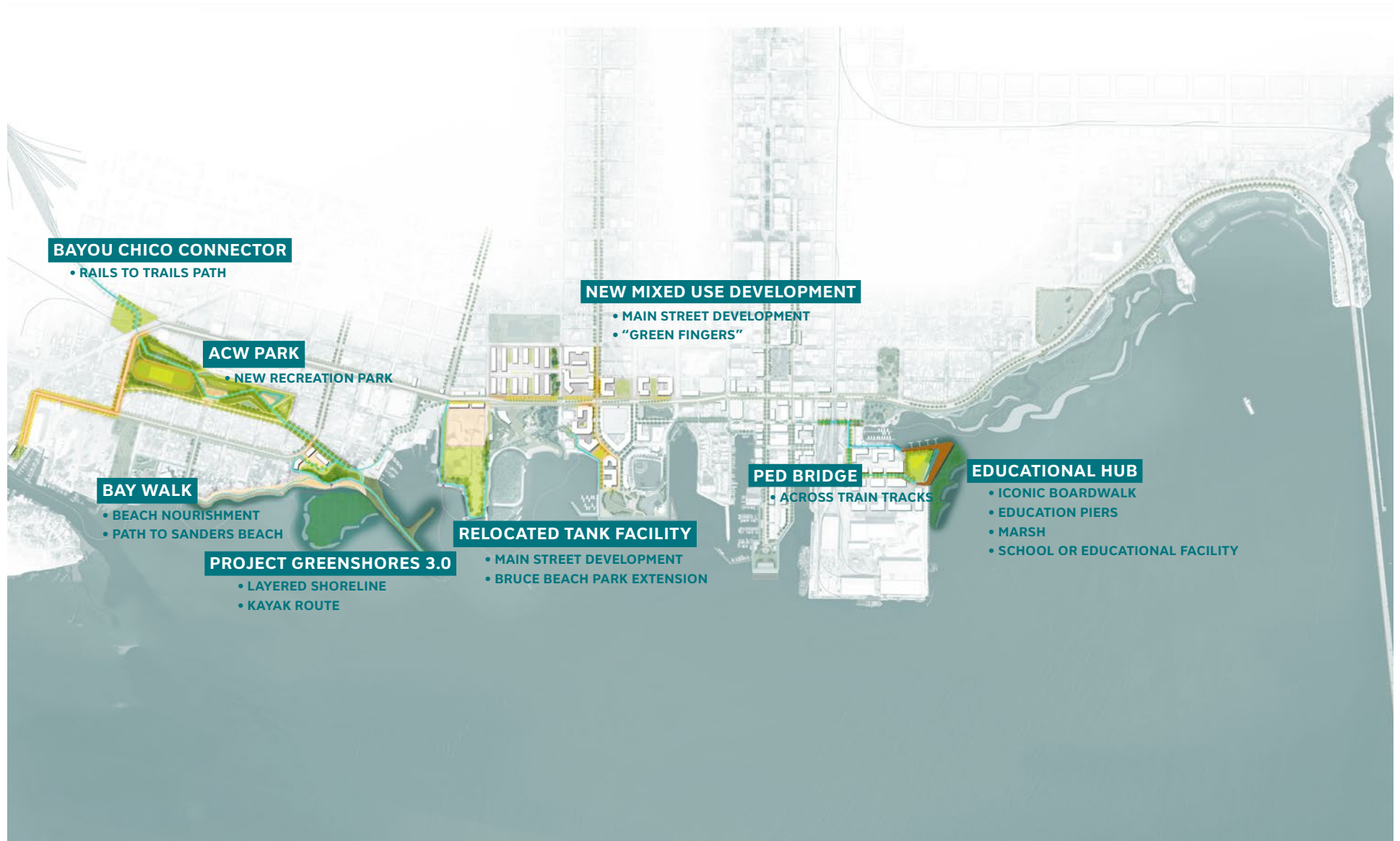


## PROJECTS TO DEVELOP SOON (3-8 YEARS)





## PROJECTS TO DEVELOP EVENTUALLY (8+ YEARS)



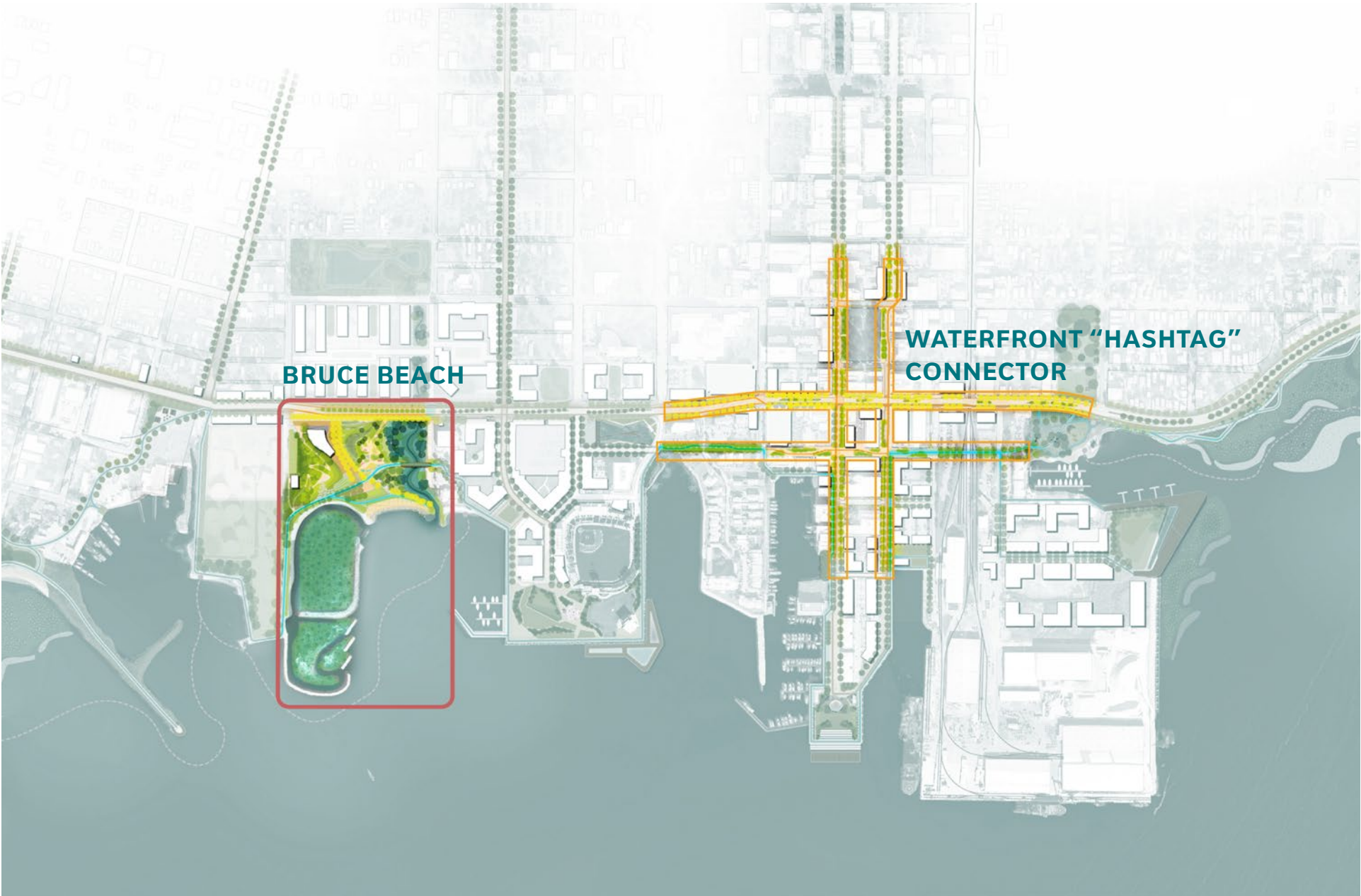
# TWO CATALYTIC PROJECTS

For the second phase of the project, the design team focused on two specific projects to be developed to a conceptual level of design. The process of selecting the two projects involved multiple discussions with city officials, stakeholders, and member of the public, who provided feedback and recommendations on the project types that would be most impactful for the city. The team chose to develop one project which will become a recreational, educational, and ecological destination at Bruce Beach, and another project which emphasizes mobility, connectivity, and potential for economic development in the downtown area. The four streets defining the project are Palafox, Jefferson, Main, and Cedar, creating the form of a hashtag symbol - #, hence called the Hashtag Connector.

The following sections outline the design concept for each project and include a thorough analysis and recommendations from James Lima Planning + Development, focused on the economic benefits these two projects could offer the city. Finally, a preliminary estimate of construction costs was provided by Jerry Pate design and is included for each of the projects.











**BRUCE BEACH**

# KEY PRIORITIES

1. CONNECT PEOPLE TO THE WATER
2. RESTORE AND ENHANCE LOCAL ECOLOGY
3. MARK AND COMMEMORATE AFRICAN-AMERICAN HISTORY AND HERITAGE AT THE SITE
4. DESIGN FOR EDUCATIONAL ACTIVITIES, BOTH INDOORS AND OUTDOORS
5. CREATE A CULTURAL AND EDUCATIONAL DESTINATION AT THE BAY'S EDGE





# SITE ANALYSIS

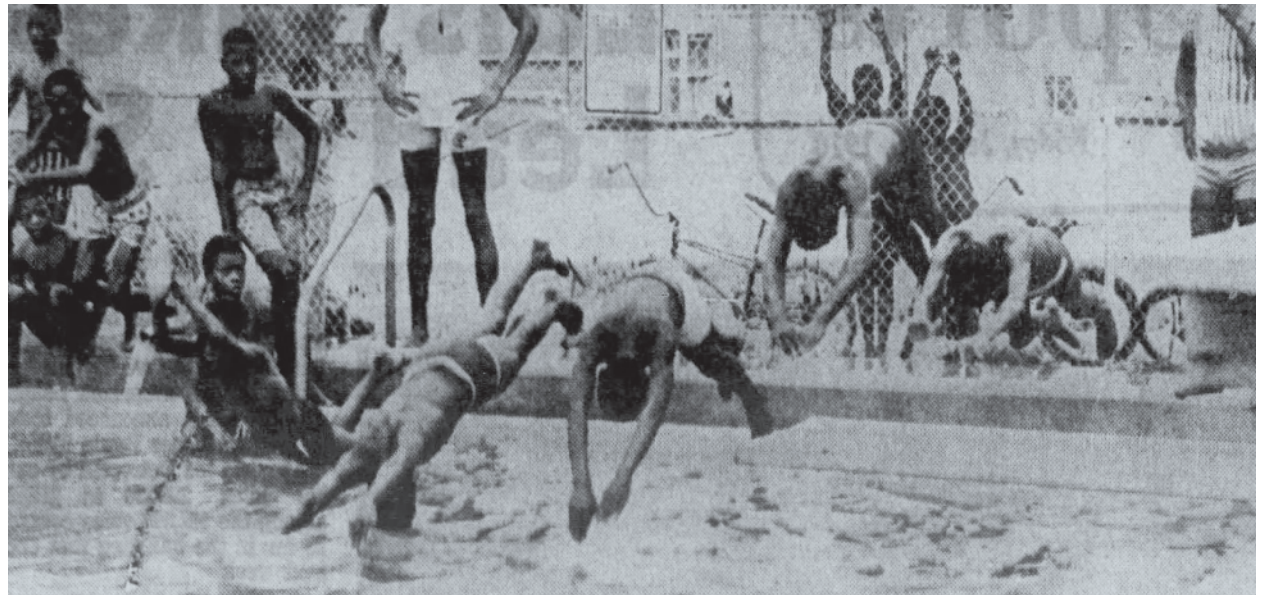
## A DEEP AND LAYERED HISTORY

Bruce Beach is entirely man-made, a result of dredging operations during the turn of the 20th century, ballast storage, and dumping that created the present day shoreline.

Pensacola's maritime industrial history is closely intertwined with Bruce Beach. After the lumber boom of the late 19th century, lumber planing mills existed along Main Street and in 1916 Bruce Dry Dock Company operated on the site until WWII to service and repair ships. 250,000 cubic feet of sand were dredged to create the channel for the massive ships and resulted in the land that exists today.

In the 1950s, Bruce Beach was a cherished neighborhood gathering place for Pensacola's African American community, who were prohibited from accessing most other public beaches and facilities in the city during the Jim Crow era. In 1956 Bruce Pool was built on the site, which provided a safe place for the black community to learn to swim.

The pool provided safety against the dangers of swimming in the bay and became a refuge for people who lived in the Belmont-De Villiers, Tanyards, and East side neighborhoods. Due to the extensive maritime operations, a steep drop off exists off the shore of Bruce Beach and in the 1960's it was the site of several drownings of black children. This directly led to the Bay's dangerous perception which still holds true to this day. The beach is mainly used for passive activities and kayaking and is not a site of major swimming activities.







A group of swimmers at Bruce Pool, 1950s, where many children learned to swim safe from the dangers of the bay



## SITE HISTORY



Larry Grice takes the plunge at Bruce Beach Pool.

Bruce Pool was an active destination



Bruce Beach waterfront access



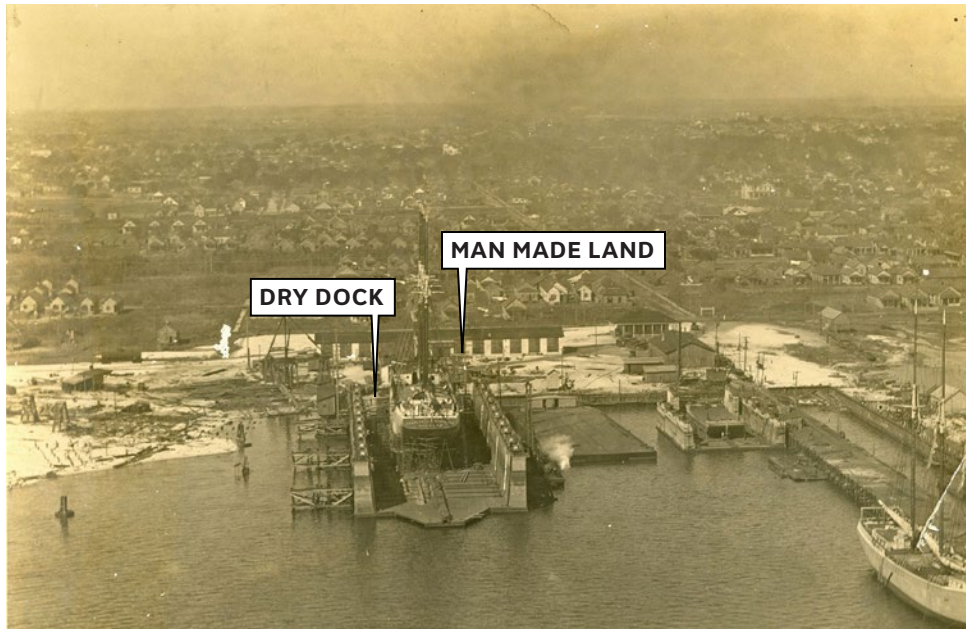
## SITE HISTORY



The streets of Belmont-De Villiers were paved in historic brick until the 1970s when a street revitalization project paved over the brick with asphalt



## MARITIME HISTORY





## SITE REMNANTS





# EXISTING SITE CONDITIONS





COMPARATIVE SCALE STUDIES

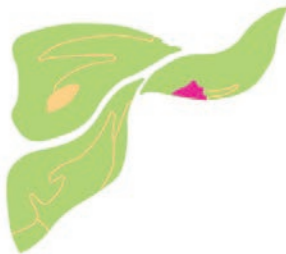
BRUCE BEACH  
Pensacola, FL

11.5 acres



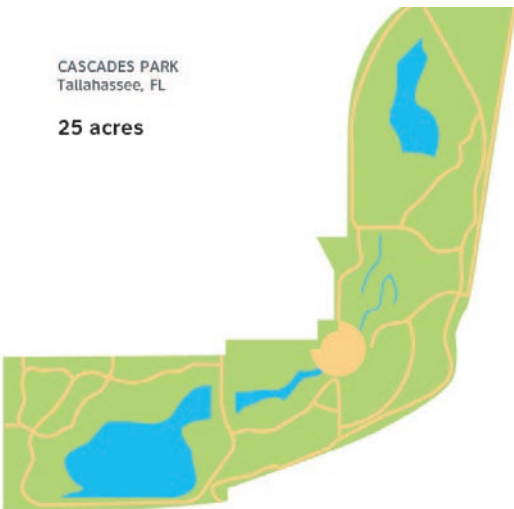
THE HILLS  
Governors Island, NY

7.5 acres



CASCADES PARK  
Tallahassee, FL

25 acres



SEVILLE SQUARE  
Pensacola, FL

2 acres



BRYANT PARK  
New York City, NY

9 acres



ADMIRAL MASON PARK  
Pensacola, FL

7.5 acres



BAYVIEW PARK  
Pensacola, FL

28 acres





# BRUCE BEACH EXISTING CONDITIONS



NATIVE WETLAND VEGETATION

WASHERWOMAN / SAN MIGUEL CREEK

MARITIME PARK

SLOPED BEACH





EXPANSIVE BAY VIEWS

POTENTIAL FOR ACCESS PATH

CONSTRUCTED WETLAND

EXISTING MOUND



# PARK DESIGN

## PROGRAM SPINE

Bruce Beach presents the perfect opportunity to activate downtown Pensacola's waterfront through the addition of a transformative public space at the water's edge.

The design pulls the energy of Main Street through the site and connects a programmatic spine directly to the beach. Today, a mound of construction debris blocks the view of the beach. The proposed mound maintains the exiting vantage point but shifts the land form to the west to open up the site. A clear view and circulation connection from Main Street to the beach ends in beach terraces that gently step down to the water.

## NATURALIZED AREA

The area adjacent to Washerwoman Creek will remain as a naturalized environment with extended buffer planting that expand the edge of the restored marsh to the west. Native planting throughout the park will connect residents to their local bay ecology.

A nature play zone will draw upon a palette of natural materials such as wood and rope, to create a unique environment that is surrounded by dense, native planting.

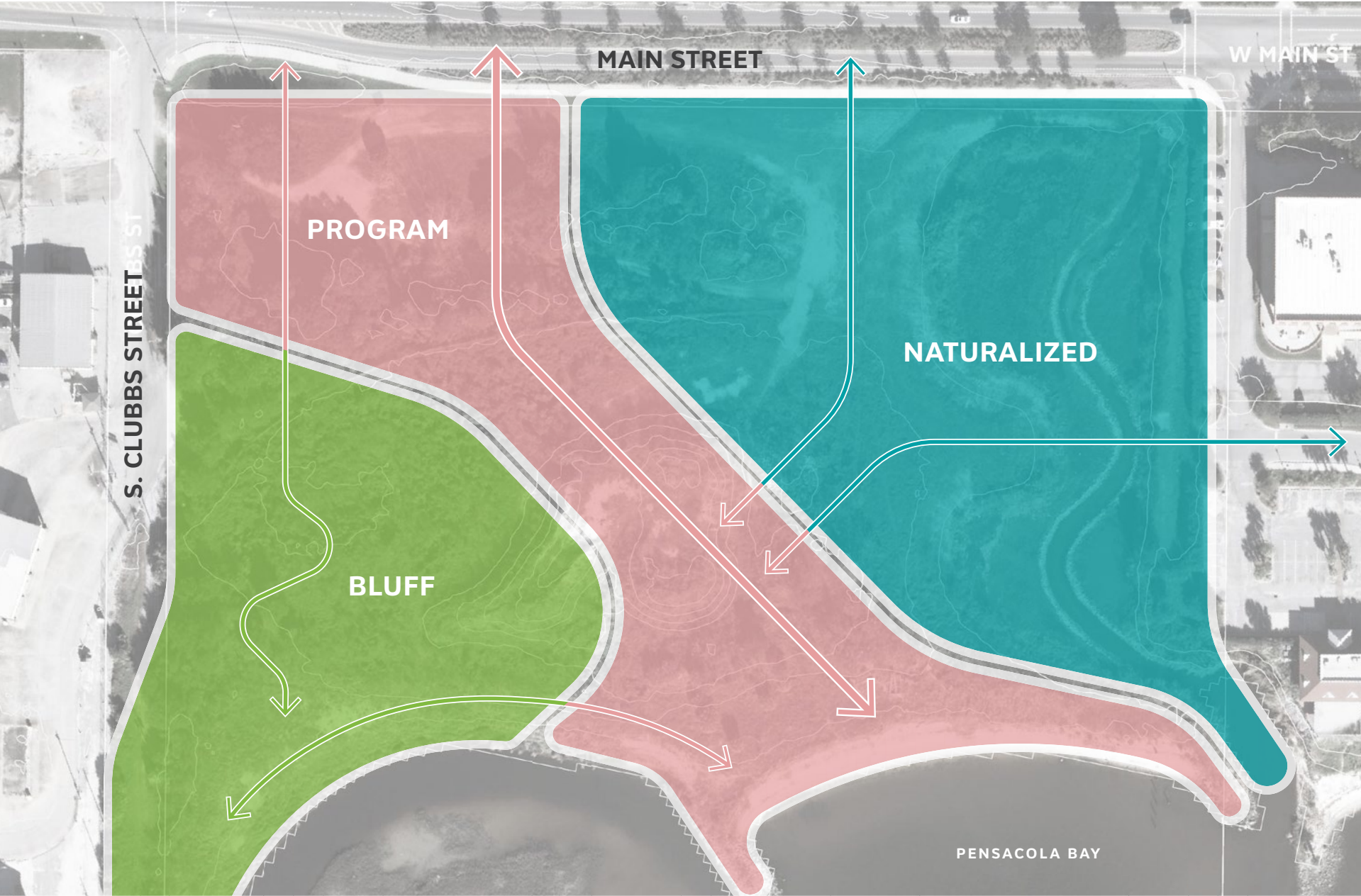
## BLUFF

The Bluff provides a new vantage point of Pensacola Bay from the accessible overlook. It reinterprets the historic bluff that once traced Main Street. Native planting create an immersive experience leading along the trail up to the Bay Overview, where the panorama of the restored marsh and Pensacola Bay create a unique destination and vantage point, unlike any in the city.





PARTI DIAGRAM





## PARK OVERVIEW

Bruce Beach holds great potential to become a major destination for Downtown Pensacola to connect people to the Bay and each other. Active and passive recreation create new programming for multiple age groups and accommodates a diversity of uses, from outdoor exhibitions to informal performances.

Site program is concentrated along a major north-south spine of the park that connects the Main Street urban corner and building to the beach itself. This leads from a flexible entry plaza to gentle terraces that step down from the central gathering space to the beach and contain spaces for picnic, barbecues, beach volleyball, and flexible lawns.

Nature and water play activate the park for the younger generations while providing a platform to celebrate and express the historic significance of the site through materiality and form. A water play area is located near the site of the historic Bruce Pool and commemorates the activities that people once engaged in on the site. Learning pods and trails create an educational walk for young children. The play on the site is also easily visible from multiple angles so parents can keep an eye on their children. Seating elements are interspersed as well to provide spaces for adults to sit and watch.

The beach is a major destination and focal point of the park design and program. Beach volleyball is incorporated in one of the terraces to create active recreation space surrounded by seat walls for people to view the games or rest.

Smaller, intimate and shaded spaces like the picnic terrace provide spaces to grill and have a barbecue for families or small gatherings. A hammock grove by the beach builds upon the passive nature of beach activities.



Long Dock Park, Beacon, NY



Restored Marsh and Washerwomen Creek at Bruce Beach





BRUCE BEACH ILLUSTRATIVE PLAN



## EDUCATION CENTER: AN ACTIVE LEARNING ENVIRONMENT

The education center at Bruce Beach holds immense potential to become a space for Pensacola's communities to showcase culture, hold education programs, and celebrate what makes Pensacola unique. Bay ecology education, as well as cultural interpretive programs can showcase the African American and maritime heritage of the site and adjacent neighborhoods.

Another component of the education center is park operations, maintenance storage, and visitor services, as well as the potential to house office space for a nonprofit or other organization that participates in park operations and advocacy or in educational programming.

An integrated canopy structure extends from the building to create further outdoor program zones that are shaded. These may include cultural or educational outdoor exhibitions, informal performances, picnicking, and seating on the steps along Main Street.



Mount Oxford Visitors Center, Quebec, Canada



Mount Oxford Visitors Center, Quebec, Canada



## BIRD'S EYE VIEW OF BRUCE BEACH PARK

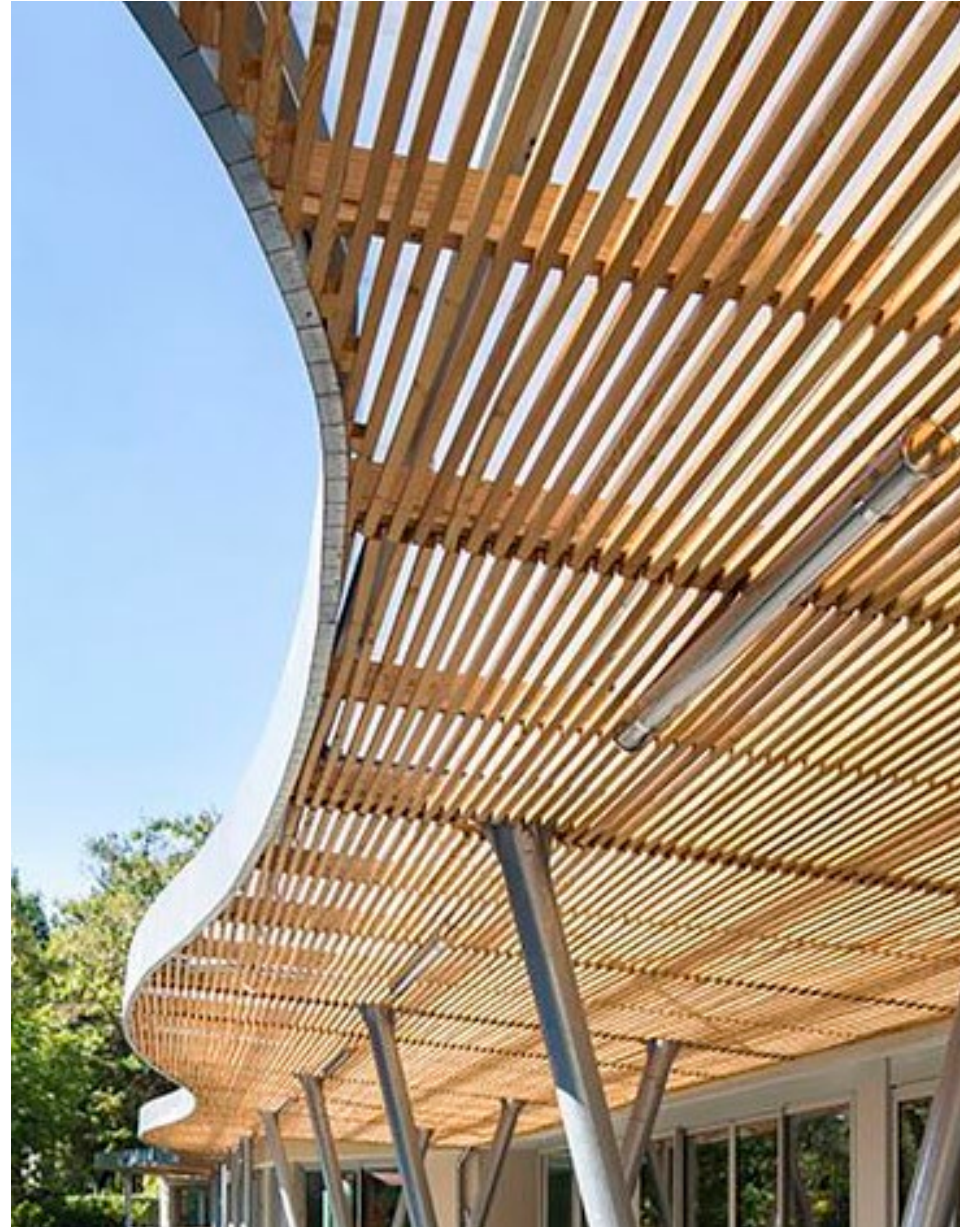




## BUILDING SHADE CANOPY



Hunters Point South Park Pavilion, New York City, NY



Ecole maternelle Sonia Delaunay, Courbevoie, France



## OUTDOOR EDUCATIONAL PROGRAM



Marsh bridge as educational opportunity



In-water Environmental Monitoring



## A STRONG URBAN EDGE

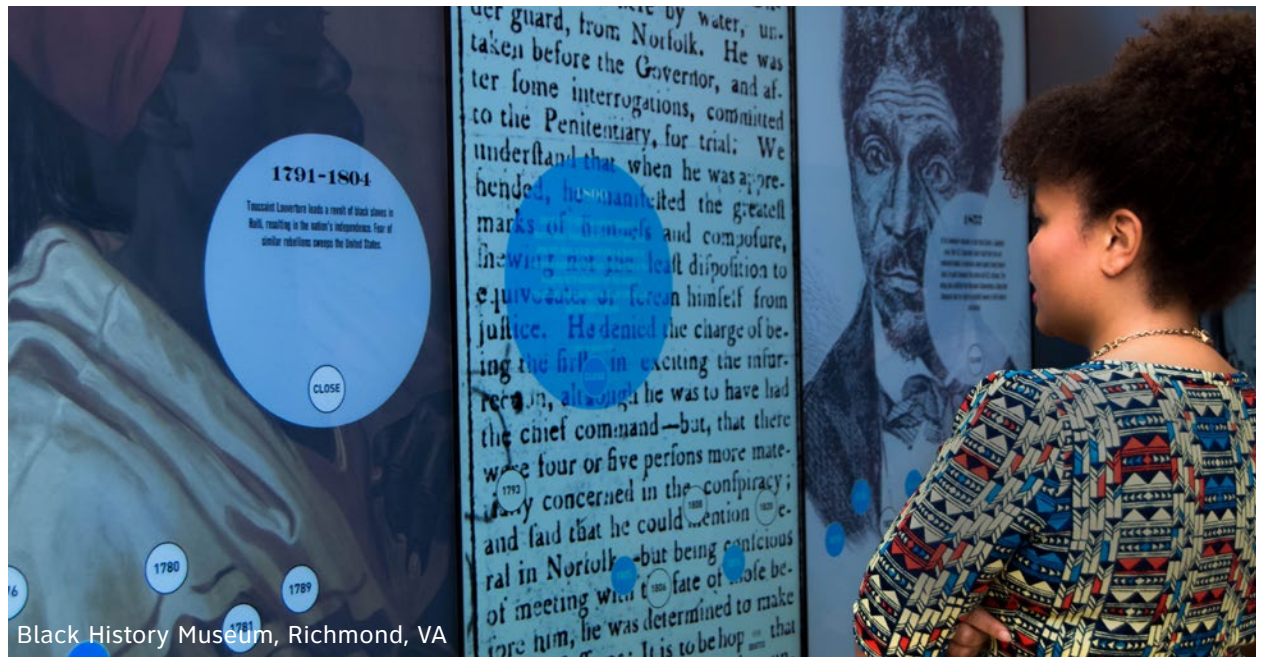
Bruce Beach has over 800' of street presence along Main Street which holds the potential to create unique, urban spaces for residents to engage in new activities and connect to the future developments across the street. Stepped lawn terraces that provide a passive space to lay or rest lead to the education center building that has a grand staircase for social seating along the sidewalk. A strong tree canopy creates comfortable spaces to rest or socialize. Views are preserved through the site and are emphasized through the careful placement of the building and tree allee to direct views to the beach. The building form and entry plaza mark the entrance to the park and pull visitors into the site.

## EXHIBIT AND COMMEMORATIVE LANDSCAPE

The entry plaza is inlaid with commemorative paving that leads into the site, which historic rail remnants are inlaid in the paving to direct circulation and break up the space. Cultural programming in the education center and a direct material connection to the Belmont-De Villiers and Tanyards neighborhoods helps connect these communities to their new waterfront amenity. Marking and commemorating the history of the site is achieved with the inclusion of an outdoor exhibition space that can be used to showcase the African American and maritime history of Bruce Beach, as well as through the design of park elements and features that reference this history.



Lawn Terraces, New York Presbyterian, SCAPE, NYC



Black History Museum, Richmond, VA



## PERSPECTIVE VIEW FROM MAIN ST.





## NATURE PLAY AND MEMORY

The nature play and memory splash pad at Bruce Beach will offer multi-generational activities and create new opportunities for outdoor learning, play, and educational moments along the waterfront. The larger play area is divided into a variety of different sized pods that can hold different play and learning program elements. These areas are surrounded by undulating planted areas with a dense canopy and understory layers that provide shade and enhance the dynamic experience of the different spaces. Seating elements are also incorporated throughout the zone for caretakers to easily watch the children.

The play elements incorporate natural materials such as wood and climbing nets, that reference the maritime history of the site. Learning gardens provide sheltered spaces for young children to explore and engage their minds and bodies. This improves early educational opportunities and may enhance school performance.

The splash pad is located in the vicinity of the historic Bruce Pool and can incorporate memory in the engraving and surface materiality. This can reference Pensacola Bay's ecology or other aspects of the site's African American history.



The Common Ground, Indianapolis IN



Wells Nature Play Space, Chicago



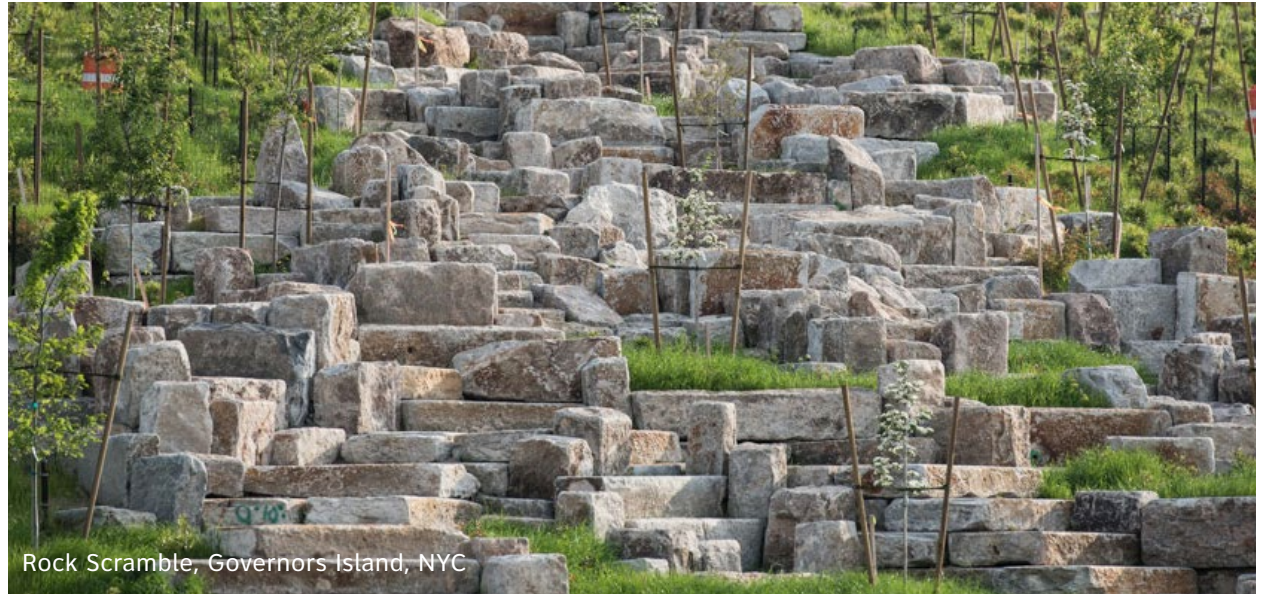




## BLUFF OVERLOOK: A NEW BAY VANTAGE POINT

The Bluff Overlook provides a new vantage point of Pensacola Bay from an accessible overlook gathering space. The existing construction debris mound is removed and a new mound is created on the Western side of the site that preserves clear views and circulation from Main Street to the beach. The mound is programmed as a bluff that reinterprets the historic bluff that once traced Main Street. Native planting create an immersive experience along a native plants walk that leads to the overlook seating area. The overlook reaches up to 34' high, providing a unique panorama of Pensacola Bay, the adjacent restored marsh, and Washerwoman Creek.

A rock scramble and amphitheater seating are integrated into the side of the berm that faces the beach terraces. The unique play environment leads directly to the overlook, while the lawn terraces between the amphitheater seat walls create a passive space to rest, appreciate the view, or enjoy performances.



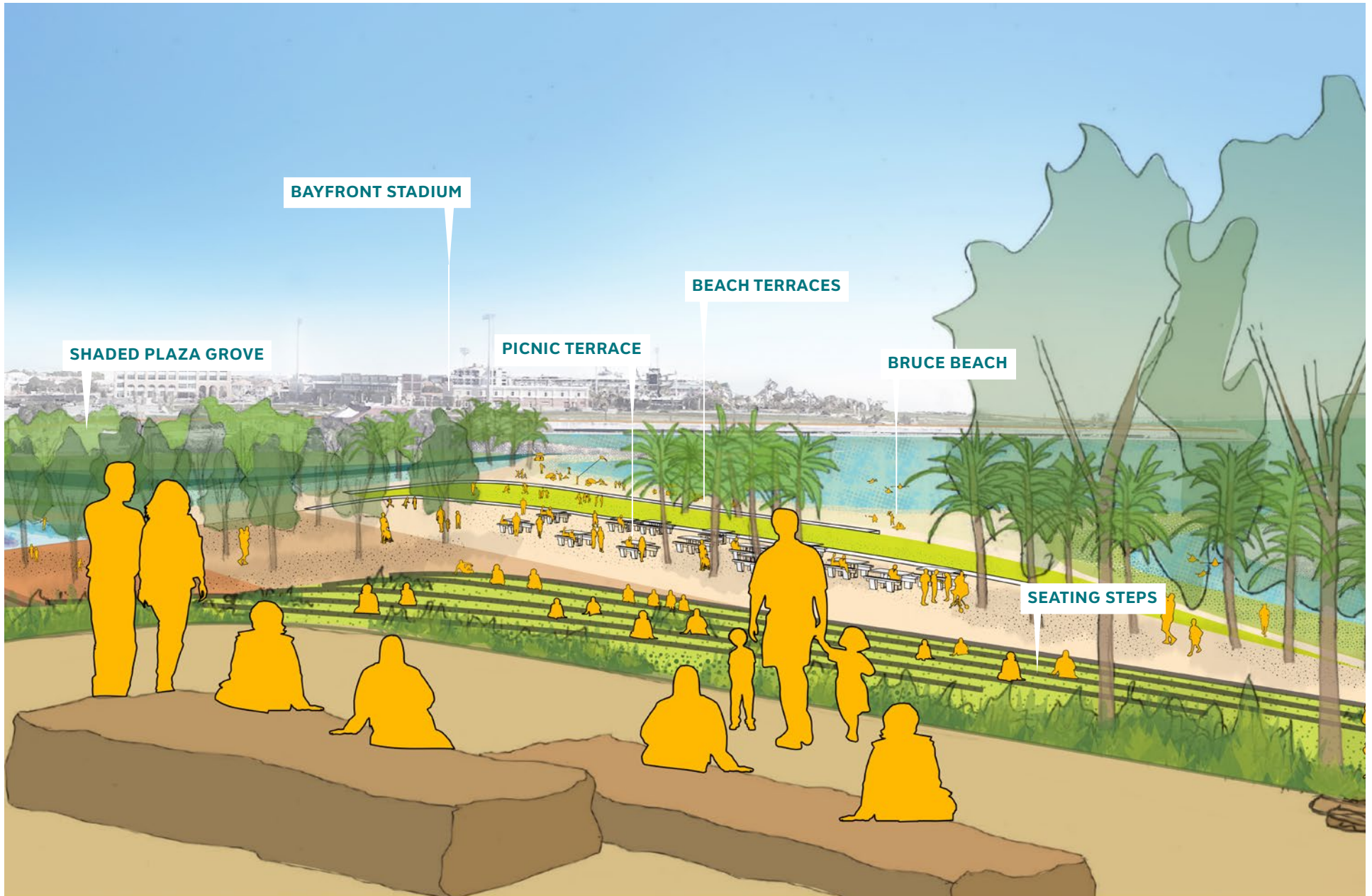
Rock Scramble, Governors Island, NYC



Native Plants Walk, UCF Arboretum, Orange County FL



## VIEW FROM BLUFF OVERLOOK





## PARK ACCESSIBILITY

Bruce Beach Park is designed to accommodate a diversity of user groups. All program areas are accessible from pathways with less than 5% slope, a comfortable surface for people in wheelchairs or to push strollers on. Pathway materials will be hard enough to provide a smooth surface to ride on. Moments of respite along major pathways provide space for individuals with impaired mobility to stop and rest before continuing to their final destination. Signage and wayfinding will be designed to serve the visually impaired. A vehicular drop off area will be provided within the parking lot in close proximity to the entrance of the educational building, in addition to designated parking spaces for disabled individuals.

The kayak launch along the beach will be accessible and navigable to from accessible pathways. Temporary kayak storage slats are located along the path adjacent to the beach for easy storage and access.



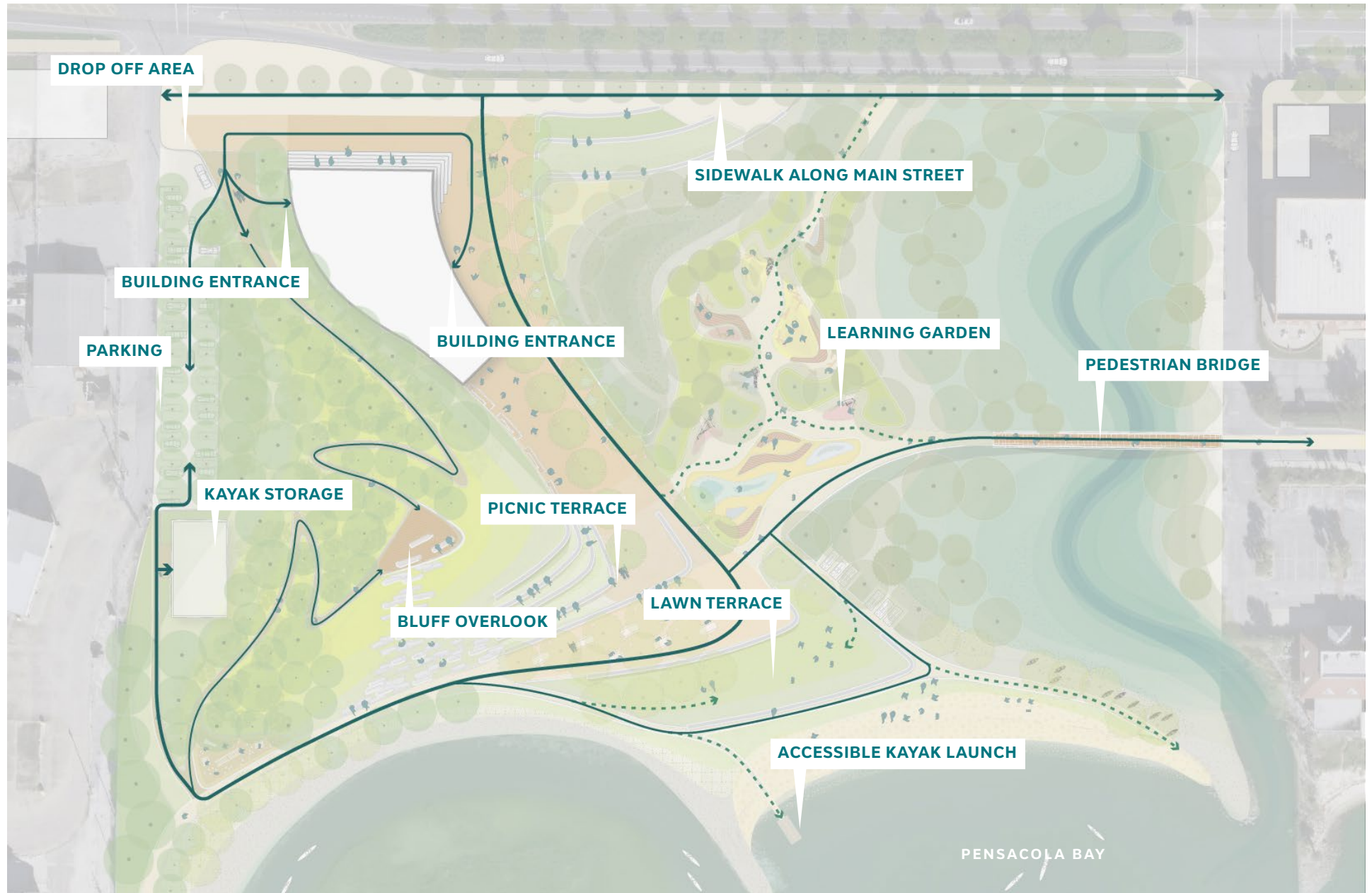
Accessible and deployable kayak launch



Kayaking at Bruce Beach



## ACCESSIBLE PATHWAYS





## A DIVERSITY OF USER GROUPS AND ACTIVITIES

Bruce Beach has great potential to accommodate a range of program opportunities that will activate the park throughout the day and engage the larger communities of Pensacola. The site has already experienced some environmental monitoring activities, which can be enhanced with the inclusion of further native planting and restoration to expose students and the public to their local ecologies.

Beyond environmental and education users, Bruce Beach is an ideal place to commemorate the extensive African American and maritime history of Pensacola and the site itself. An outdoor exhibition space provides flexibility to program cultural events and exhibitions curated by the local community to express their values.

Kids and caretakers alike will experience new play, recreational, and restorative activities that create new waterfront and play experiences on the waterfront.



Queens Plaza, Long Island City, NY



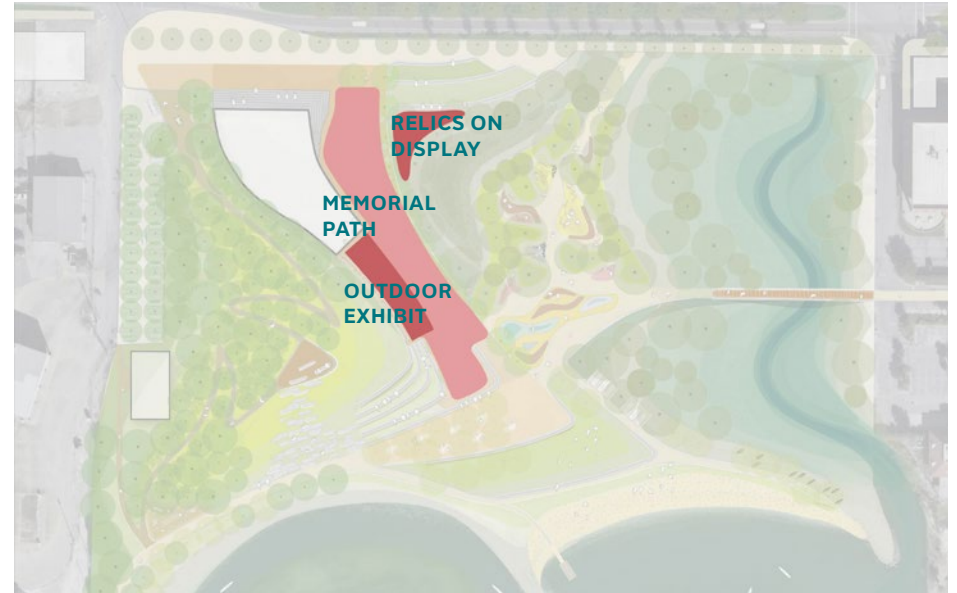
Beach Volleyball, Phoenix Beach, Trollhattan Sweden



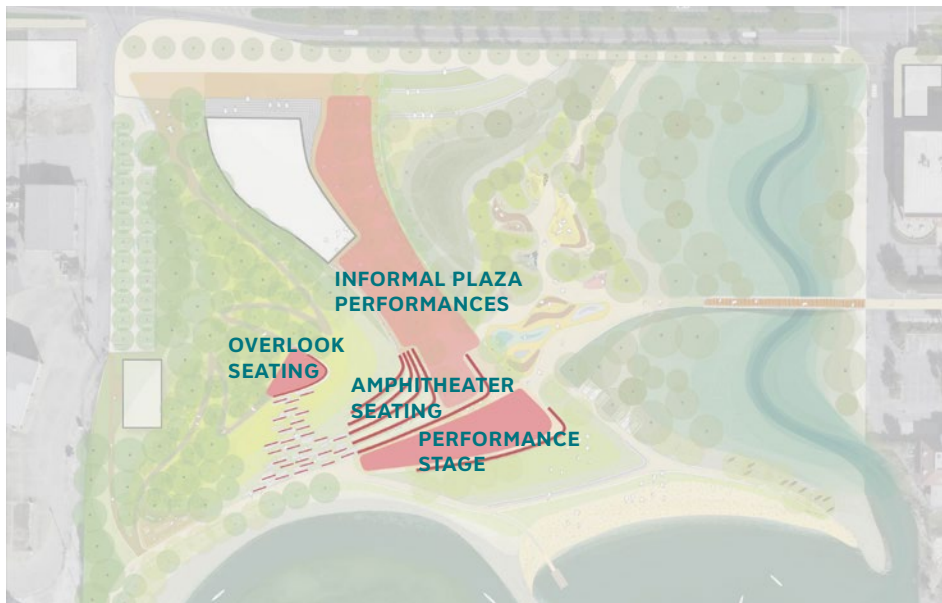
## SCHOOLS + EDUCATION



## OUTDOOR EXHIBITION



## OUTDOOR PERFORMANCE



## PLAY + RECREATION





## PLANT COMMUNITIES



**BLUFF-** dense and immersive native planting



**DUNE-** sandy coastal dune



**HARDWOOD HAMMOCK-** dense tree groves and understory



**WET PRAIRIE-** stormwater pond and marsh edge



## PLANTING STRATEGY



## BLUFF COMMUNITY

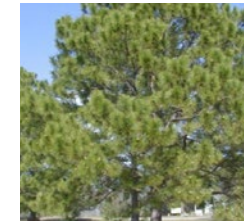
### BLUFF TREES



LONG LEAF PINE



SLASH PINE



LOBLOLLY PINE



### BLUFF UNDERSTORY/ SHRUBS



SAW PALMETTO



WAX MYRTLE



GALBERRY



### BLUFF UNDERSTORY/ HERBACEOUS



LITTLE BLUESTEM



ST. JOHNS WORT





# DUNE COMMUNITY

## DUNE TREES



PALM



SAND LIVE OAK



## DUNE UNDERSTORY/SHRUBS



SAW PALMETTO



WAX MYRTLE



SEA GRAPE



## DUNE UNDERSTORY/HERBACEOUS



SEA OATS



DUNE PANIC GRASS

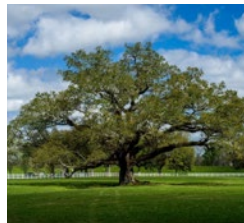


FLORIDA ROSEMARY



## HARDWOOD HAMMOCK COMMUNITY

### HARDWOOD HAMMOCK TREES



SOUTHERN LIVE OAK



SAND LIVE OAK



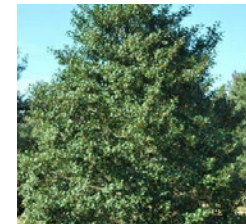
LAUREL OAK



SOUTHERN MAGNOLIA



PIGNUT HICKORY



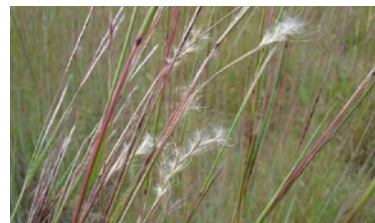
AMERICAN HOLLY



### HARDWOOD HAMMOCK UNDERSTORY/ HERBACEOUS



LITTLE BLUE STEM



SAW PALMETTO





WET PRAIRIE COMMUNITY

WET PRAIRIE/ GRASSES



SAW GRASS



BLACK SEDGE



GULF MUHLY



WET PRAIRIE/  
HERBACEOUS



FLORIDA LOBELIA



PICKERELWEED



WATER HYSSOP



# ESTIMATED COST

	DESIGN ELEMENTS	ESTIMATED COST*
<b>ZONE 1</b>	EDUCATION BUILDING, OUTDOOR EXHIBIT AREA, SHADE CANOPY, MAIN STREET SEATING STEPS	\$ 9,375,000
<b>ZONE 2</b>	BLUFF MOUND, ACCESSIBLE PATH AND VIEWING PLATFORM, BOULDER SCRAMBLE	\$ 1,215,000
<b>ZONE 3</b>	ENTRY PLAZA AND TREE ALEE, MAIN STREET LAWN TERRACES, BEACH TERRACES WITH PICNIC AND BBQ AREA	\$ 2,215,000
<b>ZONE 4</b>	PLAY AREA, LEARNING GARDENS, SPLASH PAD WATER FEATURE, SURROUNDING GROVE	\$ 965,000
<b>ZONE 5</b>	EXPANDED MARSH RESTORATION, NATIVE SPECIES PLANTING, RAISED PEDESTRIAN BRIDGE	\$ 3,350,000
<b>ZONE 6</b>	PARKING LOT AND KAYAK STORAGE STRUCTURE	\$ 1,165,000
<b>ZONE 7</b>	MAIN STREET IMPROVEMENTS	\$ 715,000
<b>TOTAL COST</b>		<b>\$ 19,000,000</b>

\* Project costs include cost of materials, equipment, contractor requirements, permitting, general liability, design fee, design contingency, contractor contingency, and contractor's general conditions.



## PROJECT ZONES DELINEATED FOR PRICING PURPOSES







# **PARKS AND OPEN SPACES AS ECONOMIC DEVELOPMENT STRATEGY**

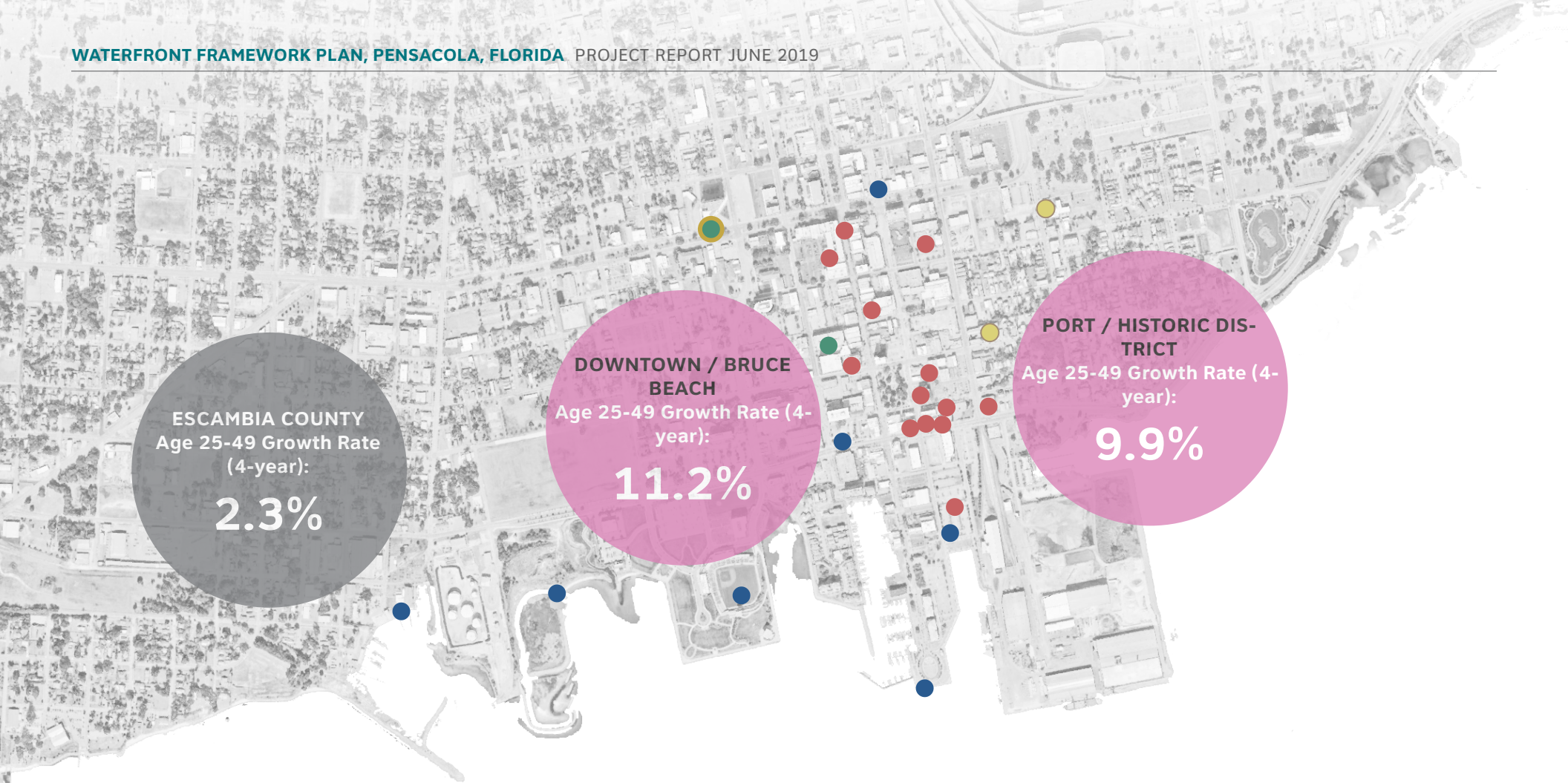
# THE ECONOMIC BENEFITS OF PARKS AND OPEN SPACES

Parks and open spaces are not only important quality of life elements. They are also instrumental in the city's economic development and can yield broad economic dividends to residents, businesses, and local government.

Increasingly, cities and regions pursue high-quality design and development of public spaces as a way to foster growth and revitalize neighborhoods. Parks and open spaces generate various types of economic impact via property value premium, spurring new development, tourism, job creation, and talent and business attraction. All of these aspects then contribute to increased tax revenue and bring returns on public investments.

In Pensacola, existing improvements to parks and waterfront amenities have correlated with higher concentration of jobs and growth of young population. Considering the fact that many other mid-sized and small cities have been actively pursuing their distinct open space strategies and are enjoying the economic and social benefits of such development, Pensacola shall further harness the economic potential of great placemaking and open space development in order to compete in the region.



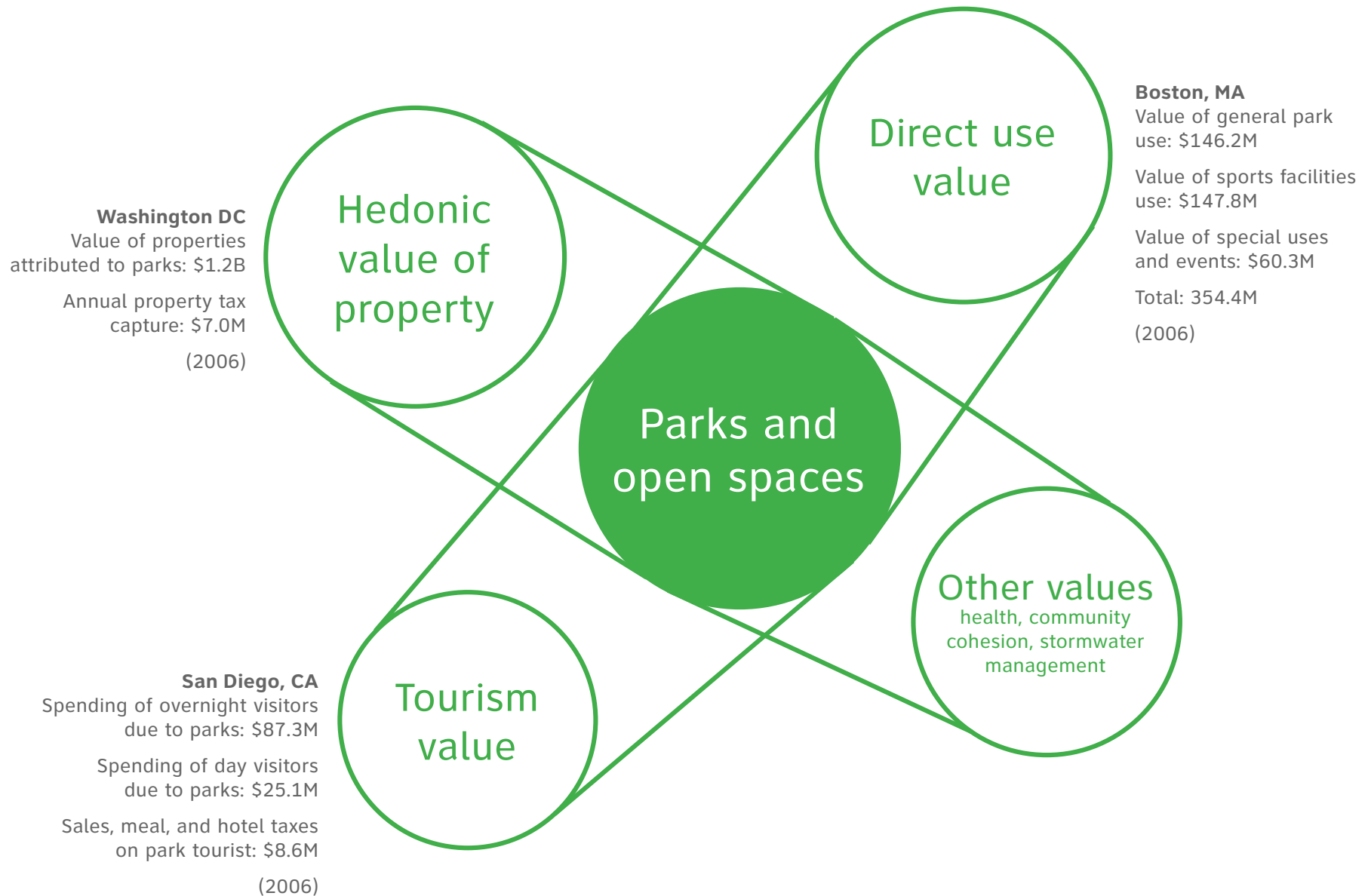


Currently, the growth of young working age population near the waterfront outpaces the County average. With further improvement in the quality of life and by leveraging existing assets, Pensacola can develop a **truly competitive core** that cultivates an effective brand, attracts more talent, fosters stronger agglomeration of key industries, and fuels greater regional growth.

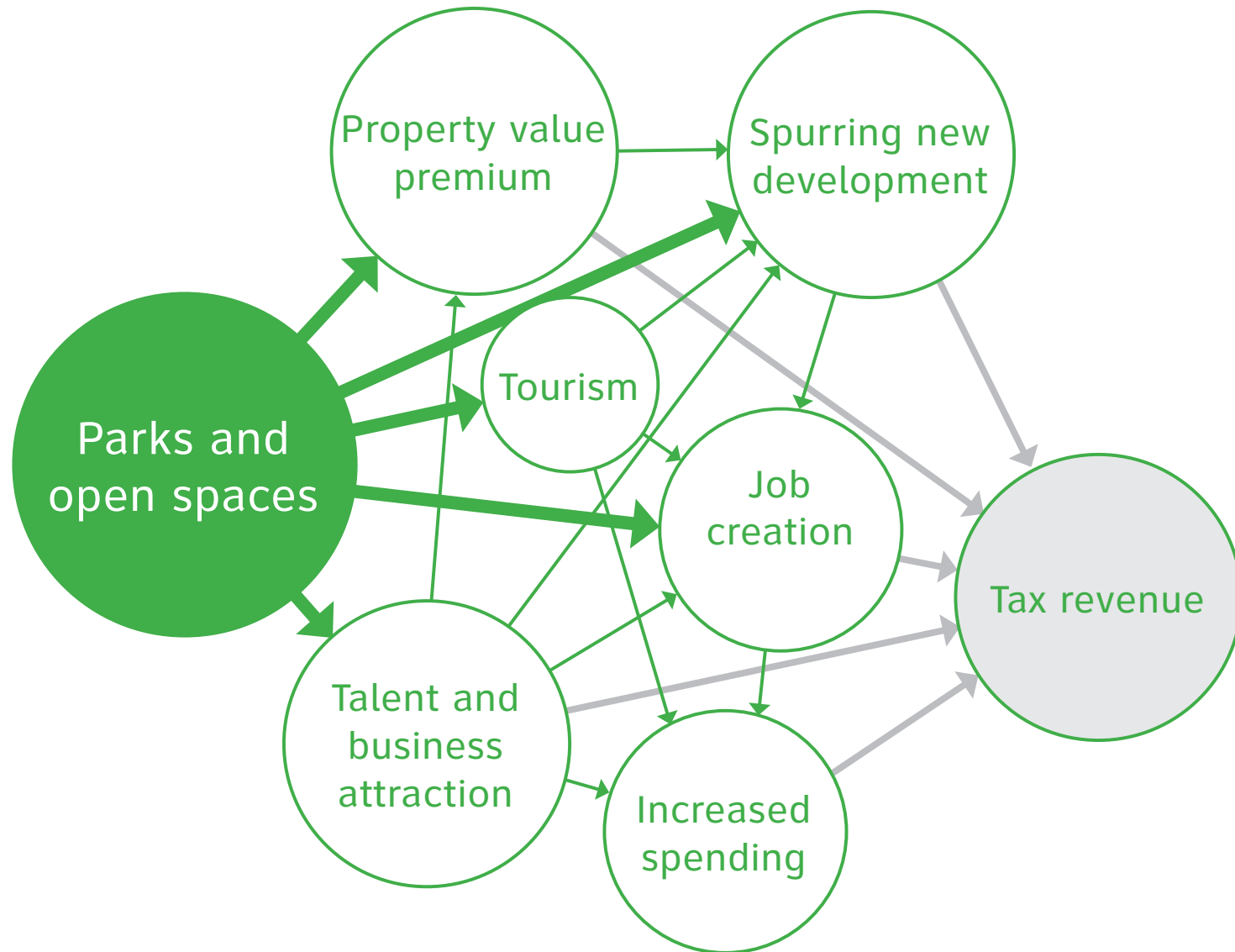




## TYPES OF OPEN SPACE VALUE

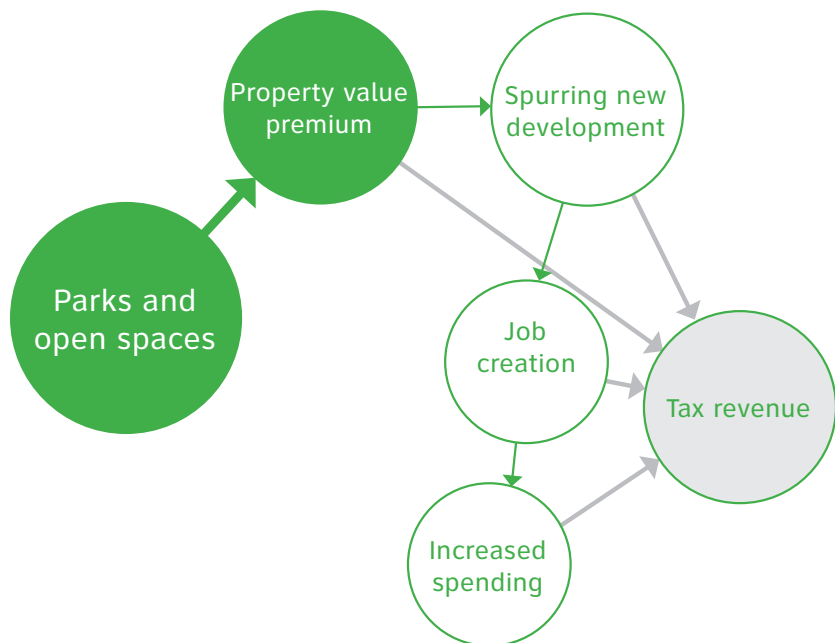


## MECHANISMS OF GENERATING ECONOMIC BENEFITS





## MECHANISM A: Property value premium



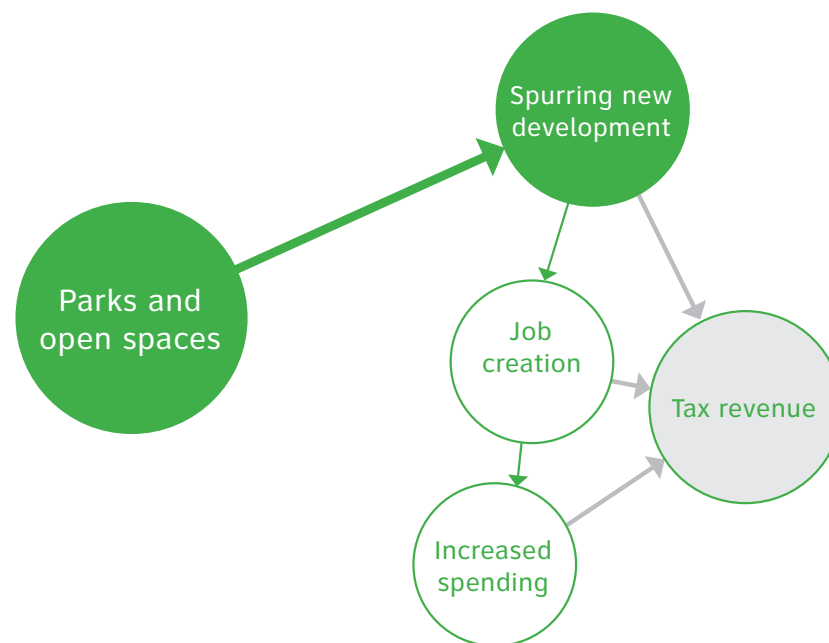
### INDIANAPOLIS, IN:

The total assessed value of parcels proximate to the Cultural Trail rose by 148 percent between 2008 and 2014.

### DALLAS, TX:

The city's park system enhanced the value of residential properties within a 750 foot-radius by \$119 million annually. Downtown Parks (Klyde Warren, Pegasus Plaza, Belo Garden, Main Street Garden, and Dealey Plaza) generate \$31 million in annual park premiums.

## MECHANISM B: Spurring new development



### PITTSBURGH, PA:

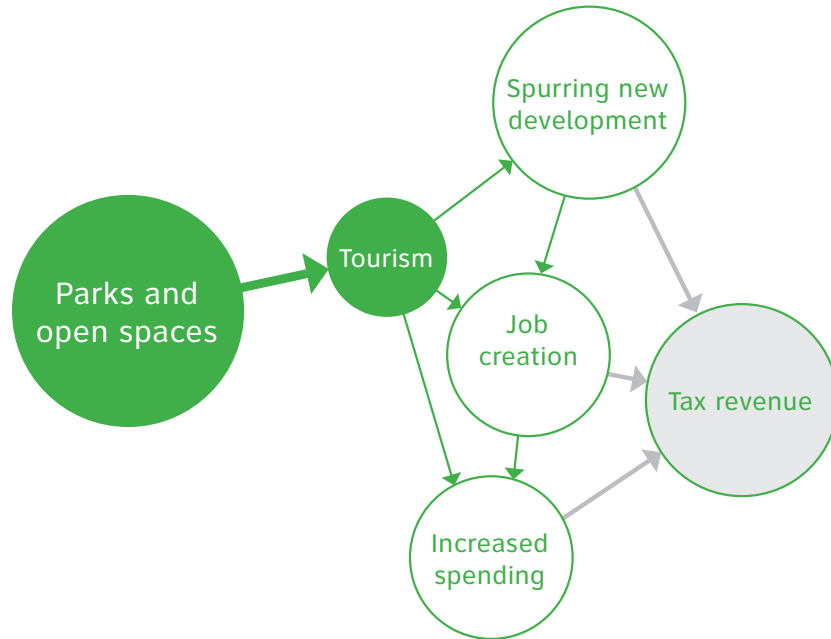
The approximately \$130 million invested in Three Rivers Park over the past 15 years has helped to catalyze nearly \$2.6 billion in riverfront development activity, a 20:1 ROI.

### FORT WORTH, TX:

Over 275,000 square feet of mixed use development occurred in the area surrounding Sundance Square Plaza within a year of the Plaza's completion.

Data source: Indiana University Public Policy Institute, "Assessment of the Impact of the Indianapolis Cultural Trail" (2015). HR&A Advisors, "Economic Value and Benchmarking Study of the Dallas Park System" (2016). Riverlife Pittsburgh, "Three Rivers Park: Economic Impact Analysis" (2015). Landscape Architecture Foundation, "Landscape Performance Series: Sundance Square Plaza, Fort Worth" (2014)

## MECHANISM C: Tourism



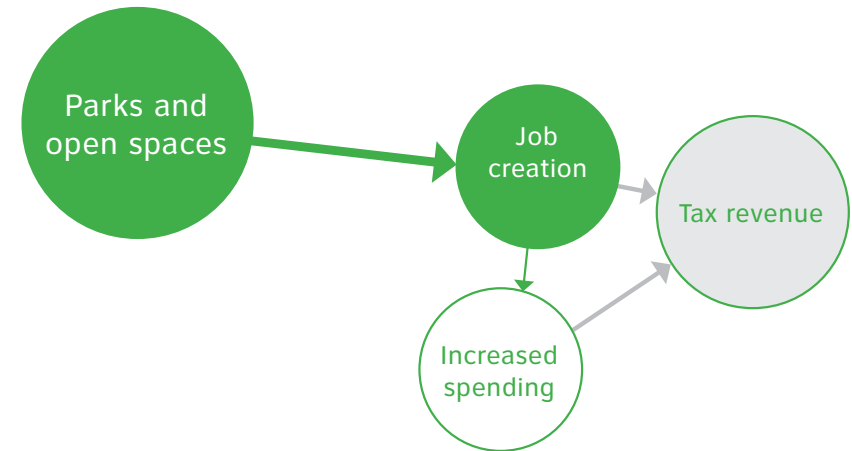
### VIRGINIA BEACH, VA:

In 2010, park tourists spent nearly \$843 million. This generated approximately \$8.4 million in city tax revenue and \$295 million in profits to local businesses.

### LOUISVILLE, KY:

Louisville's Waterfront Park has shifted over \$23 million of Jefferson County's economic activity to downtown, driven primarily by local and day trip visitors.

## MECHANISM D: Job creation



### ATLANTA, GA:

The Beltline Redevelopment Plan estimates that Beltline neighborhoods will see 30,000 jobs created over the course of the project's 17-year implementation period.

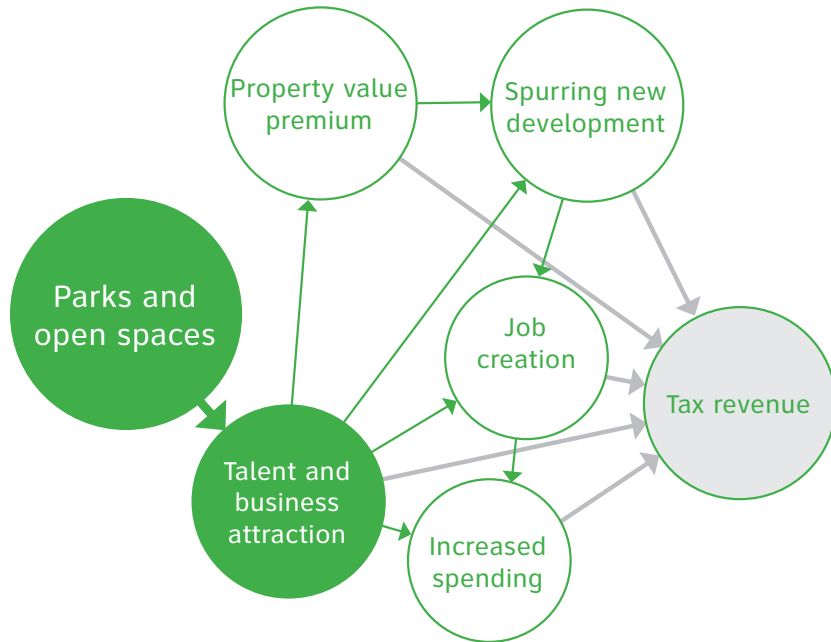
### RICHMOND, VA:

The completion of the Canal Walk attracted 2,570 jobs to the surrounding district.

Data source: The Trust for Public Land, "The Economic Benefits of the Park and Recreation System of Virginia Beach, Virginia" (2011). Louisville Waterfront Development Corporation, "Visitor Profile & Economic Impact Study" (2018). Atlanta BeltLine, "2030 Strategic Implementation Plan: Final Report" (2013). Landscape Architecture Foundation, "Landscape Performance Series: Canal Walk, Richmond" (2011)



## MECHANISM E: Talent and business attraction



### HOUSTON, TX:

The number of business establishments in the neighborhood where Houston's Buffalo Bayou Promenade is located increased more than fourfold from 54 to 236 between 2008 and 2012.

Data source: Landscape Architecture Foundation, "Landscape Performance Series: Buffalo Bayou Promenade, Houston" (2013).





# HASHTAG CONNECTOR

# KEY PRIORITIES

1. CREATE A WALKABLE, BIKABLE, AND SAFE ENVIRONMENT
2. CONNECT PEOPLE TO THE WATERFRONT
3. ACKNOWLEDGE AND CELEBRATE HISTORIC SIGNIFICANCE
4. INFILL WITH DEVELOPMENT AND  
RETAIL ALONG MAIN STREET







# SITE ANALYSIS

## RECENT STREETScape IMPROVEMENTS

In the recent years, the City of Pensacola has invested in streetscape improvements to increase walkability and promote active sidewalks. Recent improvements include furniture, lighting, brick paving, and trees along Palafox Street. These improvements are complemented by the recently implemented bike lanes along West Main Street and provide the base for our team's proposal. The proposed Hashtag plan builds upon these recent interventions and ensures seamless connectivity.

## UNDERUTILIZED SPACES AS SPATIAL OPPORTUNITIES

The existing road network consists of 12-16 feet wide travel lanes, 8 feet parking lanes on both sides of the street, and an abundance of underutilized median spaces. The generous current configuration of the streets offers an opportunity for reorganization and accommodation of multiple modes of transportation, expanded sidewalks, bioswales, and planting. In addition, the low-density urban fabric offers opportunities for development and economic growth alongside streetscape improvements.



Intersection of Palafox Street and Gimble Street



Intersection of Palafox Street and Cedar Street



EXISTING CONDITIONS





EXISTING CONDITIONS: MAIN STREET AND TARRAGONA STREET



HISTORIC BUILDINGS PROVIDE STREET WALL

NO SEATING

UNSAFE PEDESTRIAN CROSSING

LACK OF BICYCLE INFRASTRUCTURE

NARROW SIDEWALK WITH NO SHADE



# VIEW DOWN JEFFERSON STREET

MULTIPLE SURFACE PARKING LOTS

LACK OF CONTINUOUS STREET WALL

LACK OF PUBLIC SPACE NEAR FERRY

OVERSIZED TRAVEL LANES

NO SIDEWALK





# SITE HISTORY

## HISTORIC CHARACTER OF PALAFOX STREET

During the period of industrial expansion and port operations, the streets of the downtown area accommodated a variety of uses with active storefronts that supported the operations of the piers, and the needs of the workers. In the early 1900s a trolley line operated along Palafox St.

## HISTORIC SHORELINE ALONG MAIN STREET

The location of the historic bluff aligns with modern day Main St. During the period of industrial expansion and port operations, piers have expanded outwards of what used to be the shoreline, creating a new shoreline of industrial piers. Today, many piers have been decommissioned and demolished, while others have changed uses. Nowadays, Main St. has become a key connector for East-West vehicular traffic.



1898, The Glad Hand Saloon, Palafox and Cedar



2018, Palafox and Cedar



Early 1900s, Palafox Trolley



2018, Palafox and Romana





# STRATEGY

## HASHTAG DISTRICTS

### HISTORIC DOWNTOWN

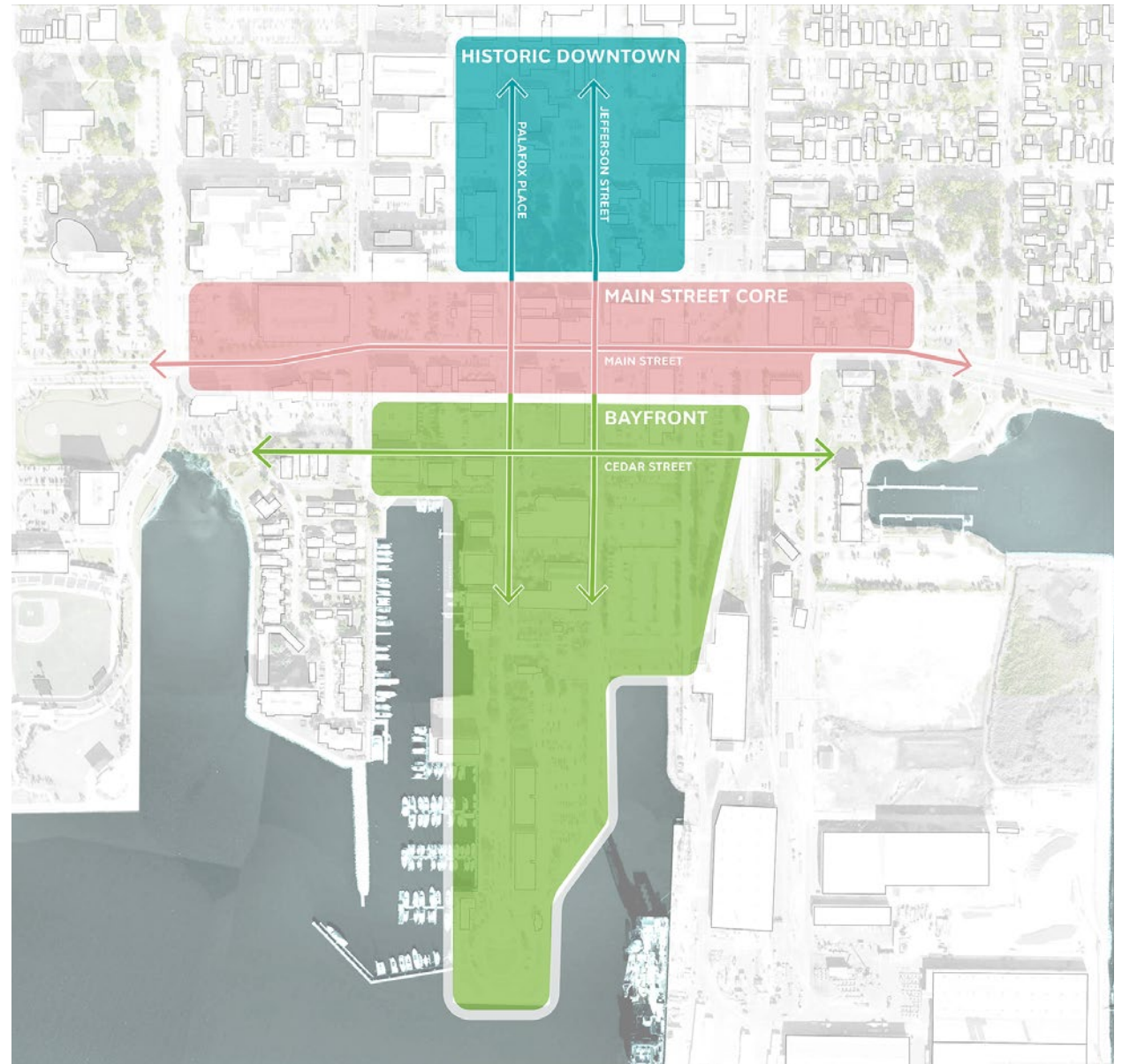
The Historic Downtown District has seen investment and development in recent years, building on the historic scale and character of the existing fabric. In this district, commercial ground floors are encouraged, coupled with a mixed of office and residential uses above, while maintaining the historic scale and materiality.

### MAIN STREET CORE

The area along Main Street has been identified as a potential higher density corridor. The Main Street Core district will encourage commercial or community uses on the ground floors, office or residential on the upper floors, and will maintain continuous facade along the street. In this district, buildings will be encouraged to incorporate resilience strategies without losing urban character and street level activity. Improving walkability in this area is key to connectivity along Pensacola's waterfront, and between existing neighborhoods and the water's edge.

### BAYFRONT

The Bayfront area will encourage retail, hotels and a residential mix, with smaller massing, 4-6 stories with setbacks, balconies and awnings, and screened mid-block parking. As in the Main Street Core, buildings will be encouraged to incorporate resilience strategies without losing urban character. Pedestrian and Bicycle infrastructure will be introduced to improve connectivity.





## PRIORITIZING USERS IN STREET DESIGN

The proposed Hashtag Connector Plan prioritizes users in Street Design. Pedestrians are given priority with the design of friendly sidewalk spaces, resting spots, shade, and active storefronts. Cyclists and Transit Riders are then prioritized over vehicular traffic with a comprehensive protected bike network within the Hashtag area. Lastly, the plan creates spaces for temporary community uses and active public spaces that support civic and commercial life in the area.

## Prioritizing Users in Street Designs



Source of Graphic: National Association of City Transportation Officials (NACTO)

# PROPOSAL

The Hashtag Connector is composed of a series of layers including modifications on the vehicular flows, bike flows, and curb geometry, as well as identification of potential sites for the development of commercial, residential, and hospitality uses.

In this chapter, the proposal outlines strategic modifications to the mobility networks in the Hashtag area, including traffic changes, a complete and connected bike network, and strategic curb modifications accommodating pedestrian circulation, bioswales, and planting.

In addition, the proposal outlines a signature palette of paving materials, street furniture, and plant communities that will create a distinct landscape for the Bayfront area.

## EXISTING VEHICLE FLOWS

Eastbound and Westbound vehicular flows are the most predominant in the Hashtag area, especially along Main Street. Other East-West streets supplement traffic on Main Street, but remain largely underutilized most hours of the day. North-South traffic is mostly concentrated along Palafox Street, connecting Plaza Ferdinand VII with Plaza De Luna on Palafox Pier.

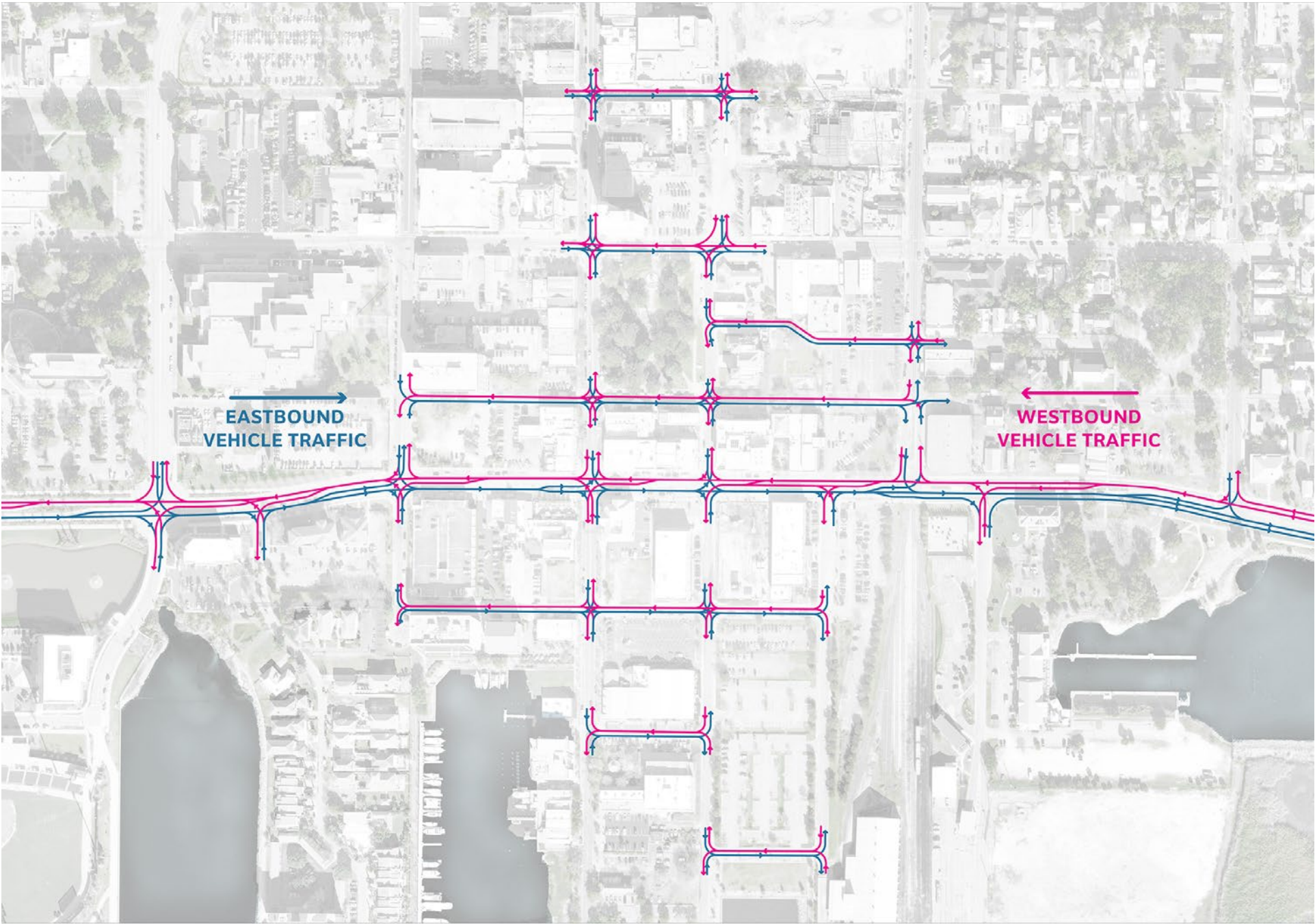


View down Main Street



Intersection of Palafox Street and Main Street







## PROPOSED VEHICLE FLOWS

The Hashtag Connector Plan proposes a series of interventions that can help organize and simplify vehicular flows, including:

- Curbless Shared Street (Woonerf) along Cedar St. to accommodate a variety of transportation modes and pedestrian circulation
- Extension of Gimble St. to form a complete street grid south of Main St.
- Alternative one-way streets south of Main St., between Palafox St. and Commendencia St.

## PROPOSED FURTHER TRAFFIC STUDIES

In order to ensure the viability of the proposals, the team has identified a series of additional traffic studies needed:

- Study the potential to remove a traffic lane along E Main St. (east of Barrack St.) without disrupting truck traffic into and out of the port
- Study the potential to shorten turning lanes along Main St., between Baylen St. and Commendencia St. without affecting their capacity
- Study and performance evaluation of the intersection of Baylen St. and W Main St.
- Study the impacts of implementing one-way street circulation south of Main St., between Palafox St. and Commendencia St., without affecting traffic

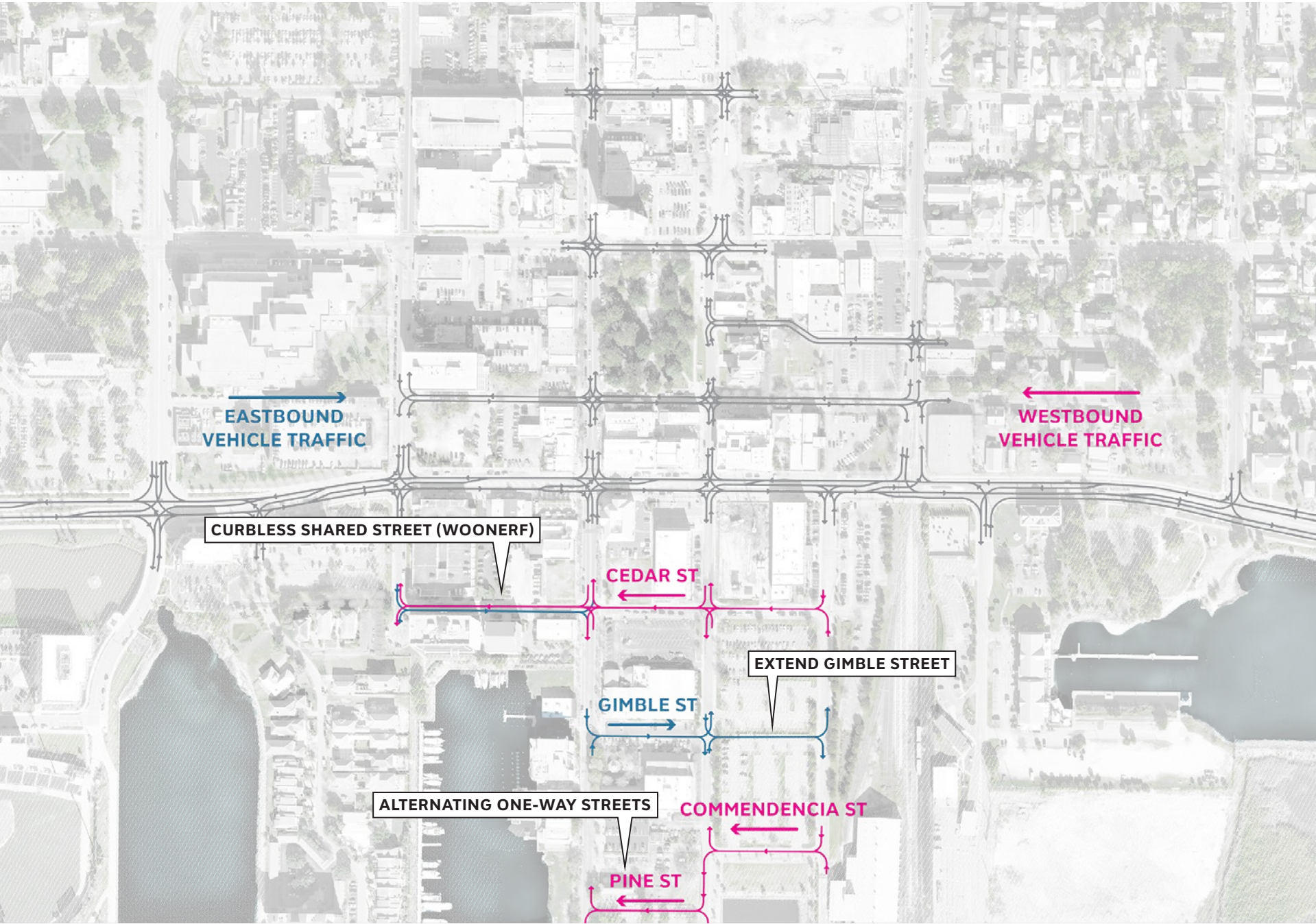


Shared Street 'Bell Street Park' in Seattle



Farmers Market along Bell Street Park, Seattle







## A COMPLETE AND SAFE BIKE NETWORK

The Plan proposes a complete bike network that connects to existing waterfront path along Bayfront Pkwy. to Maritime Park, and existing recently implemented bike lanes along W Main St. The plan includes a two-way protected bike lane along the southern side of Main St., and along the Shared Street on Cedar St. In addition, the plan proposes one-way Northbound and Southbound protected bike lanes along Jefferson St. and Palafox St. respectively.

In order to better connect the network to Maritime Park, the plan proposes extension of the bikeway along Cedar St. towards the west. East of Cedar St., the plan proposes an at grade crossing over the rail and connection to the Bartram Park. To achieve the at grade crossing, the plan assumes coordination with the proposed Portside Vision Plan regarding street improvements and perimeter fence relocation.

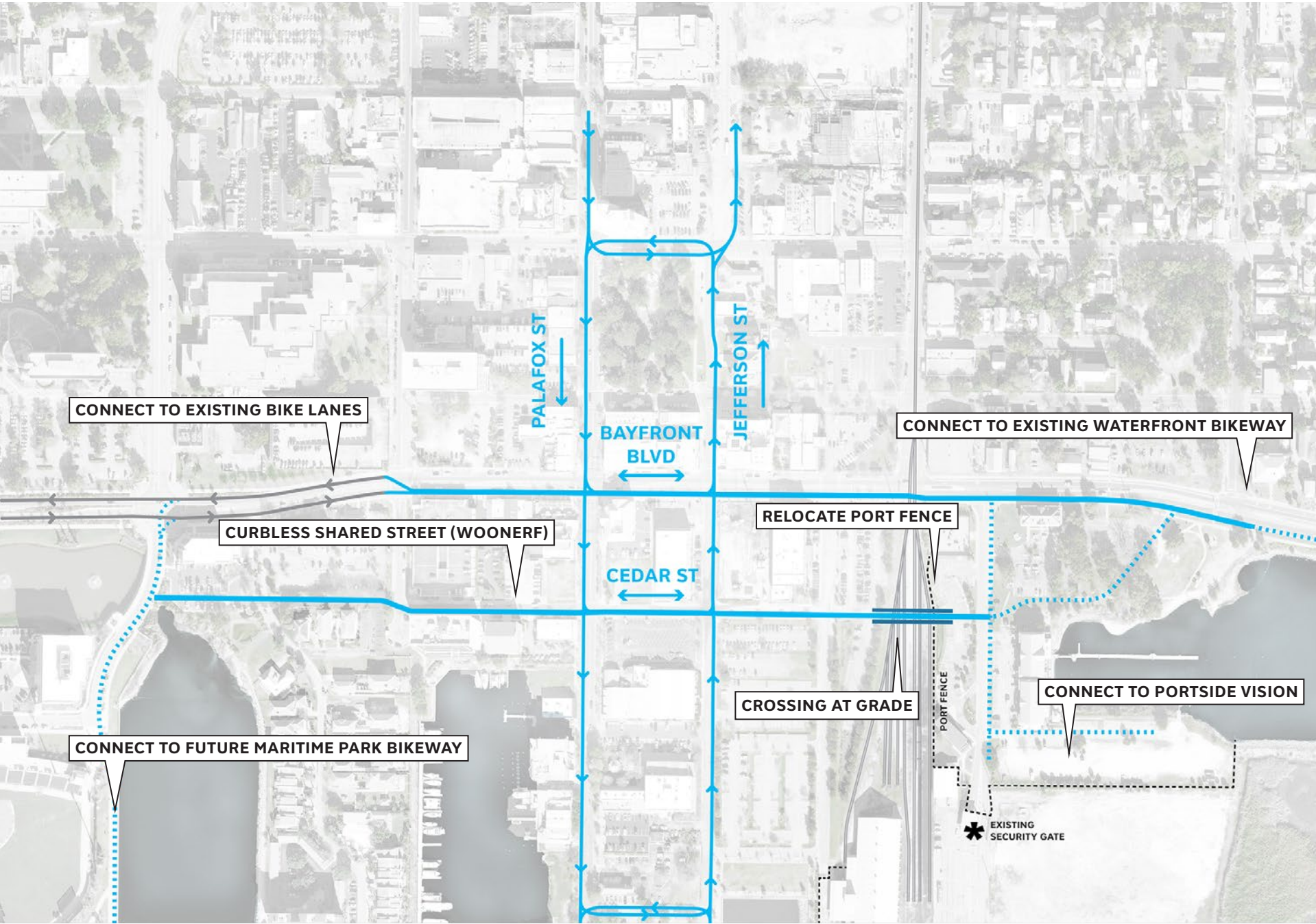


Protected two way bike lanes with planted buffer example



Cost effective bike network interventions example







## STRATEGIC CURB CHANGES

In order to accommodate a full bike network in a cost effective way, the plan proposes curb changes on one side of select streets such as Main St., Cedar St., Palafox St., and Jefferson St. Modifications include curb extensions near pedestrian intersections, curb extensions for stormwater infrastructure (bioswales), and planted street medians.

In addition to providing a safe and protected lanes for cyclists, these planted strips and bioswales provide stormwater management services in an area prone to recurrent flooding during routine storm events.

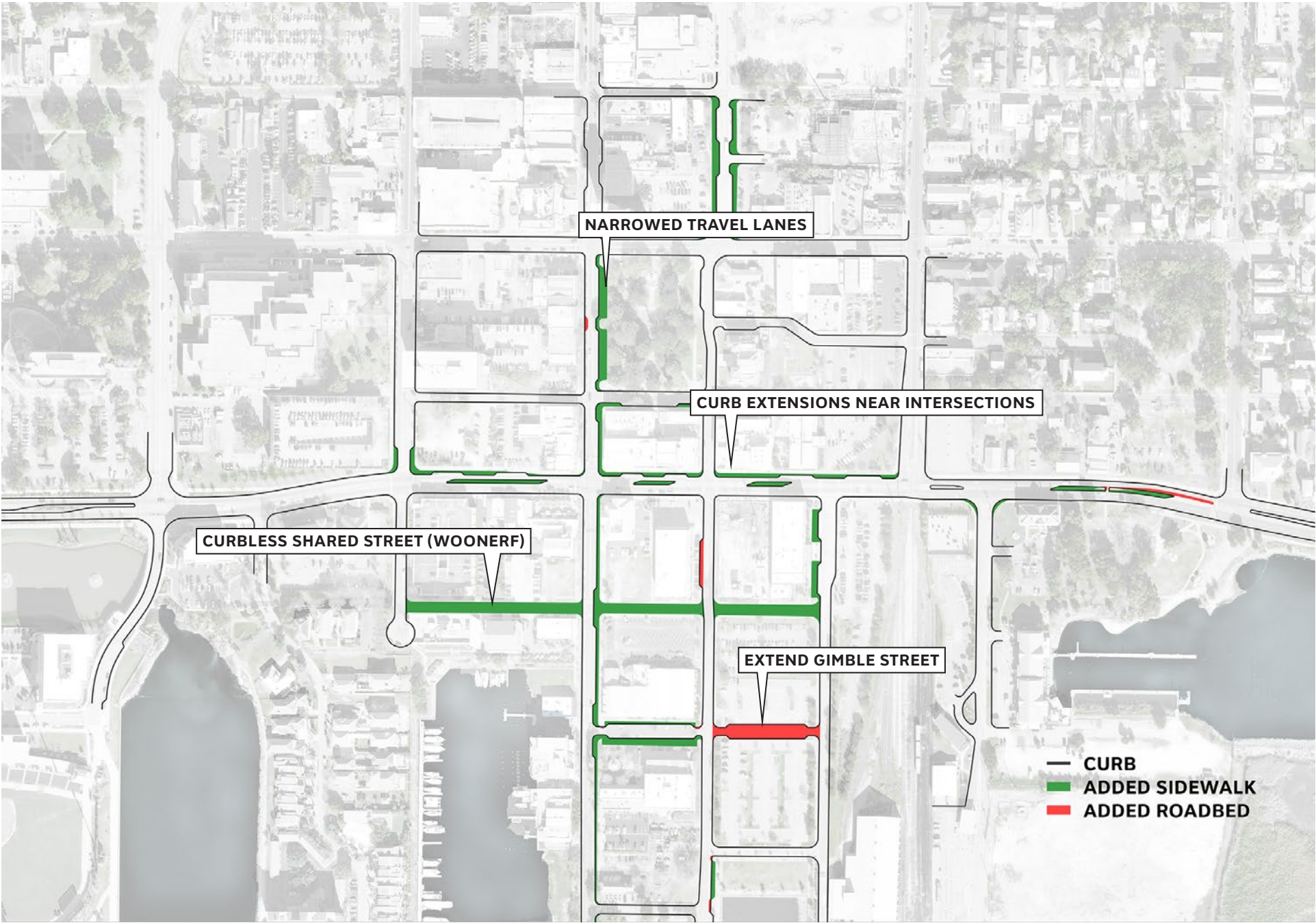


Curb extension with bioswale example that retains existing drainage infrastructure



Curb extension with bioswale example





# DESIGN ELEMENTS

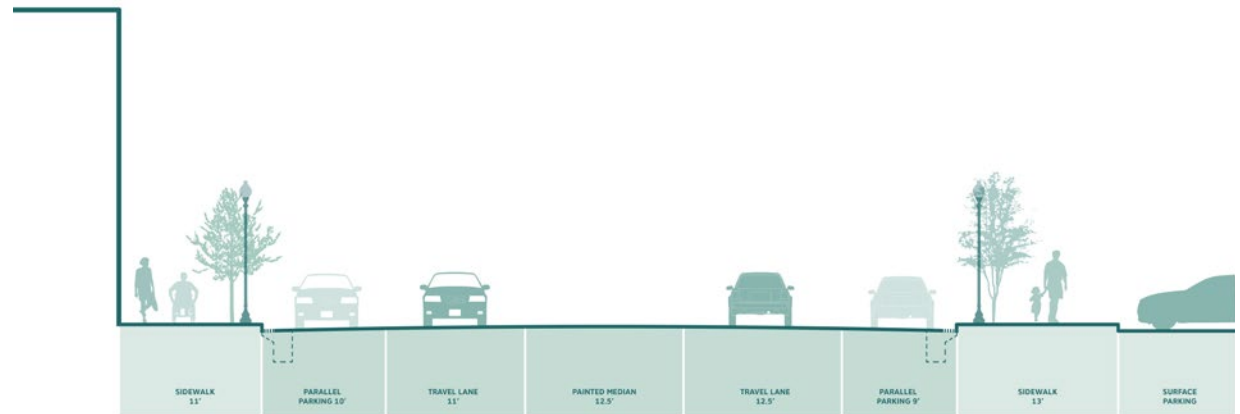
Design elements presneted in the following section include typical street sections along key corridors, a typical block plan, and a proposed material and planting palette.

## MAIN STREET

Existing wide travel lanes, median spaces, and parking lanes along Main St. offer an opportunity to reorganize the right-of-way in order to provide space for bike lanes, planting, and expanded sidewalks.

The proposed section includes a two-way bike lane along the southern side of Main St., curbside parking on the north side of Main St., as well as planted medians and bike lane buffers.

Existing trees are preserved. Additional large canopy trees such as Basswood, Bald Cypress, and Miyabei Maple are introduced. For bioswales and planting buffers the proposed planting palette includes Gulf Nuhly, Smooth Cordgrass, and Cherokee Sedge.



Main St. between Palafox St. and Jefferson St. (Existing)



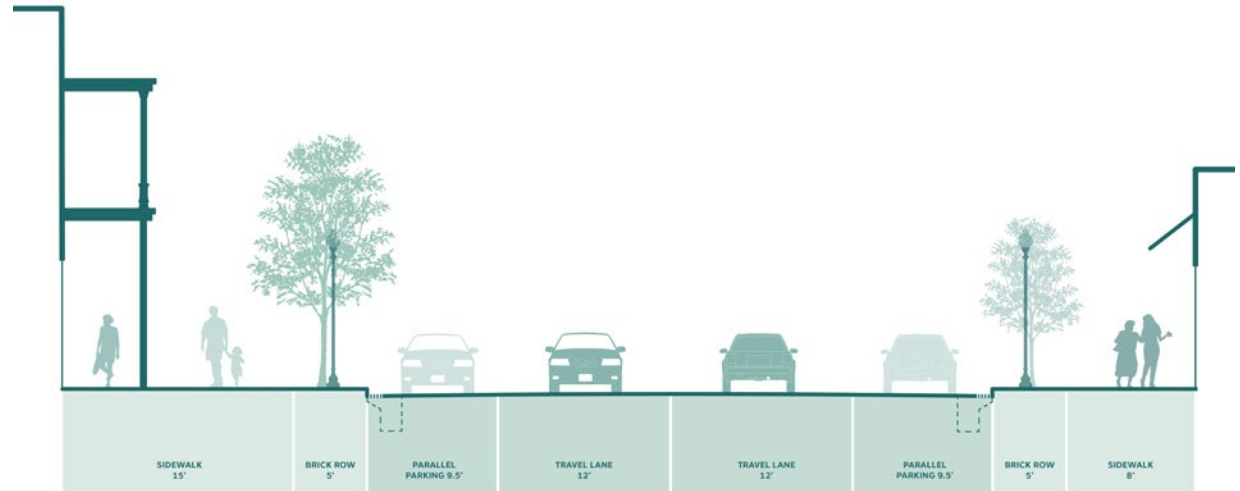
Main St. between Palafox St. and Jefferson St. (Proposed)



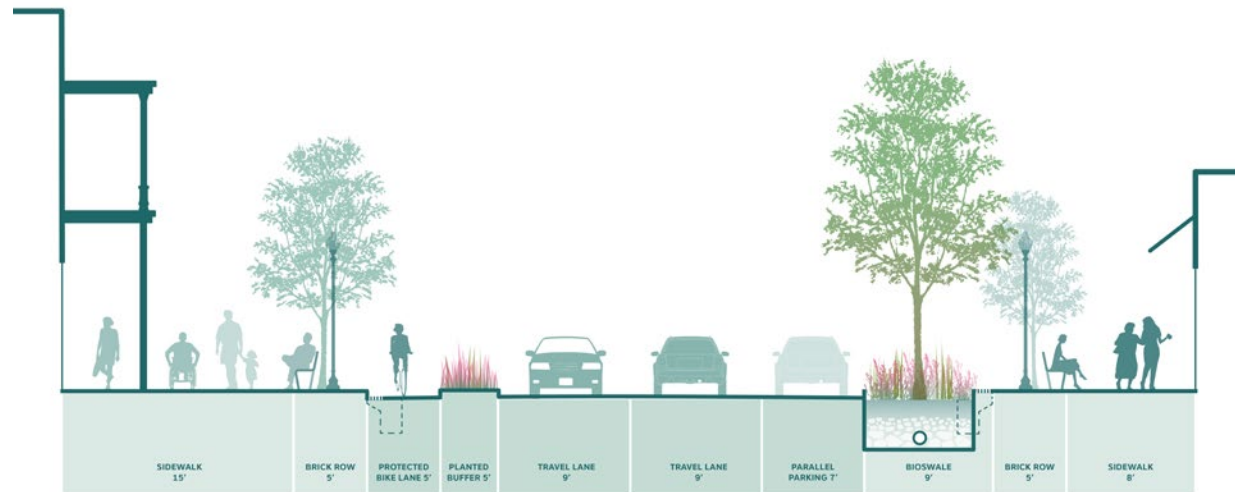
## PALAFOX STREET

Recent improvements along Palafox St. include street furniture, lighting, and a brick row with street trees. In the proposed plan, these elements are preserved, and the proposed interventions include curb extensions on the east side of the road for bioswales that retain the existing drainage infrastructure and incorporate trees for additional shade. On the west side of Palafox St., a one-way bike lane is introduced for south-bound bike circulation.

The planting strategy for Palafox St. includes preservation of existing street trees and addition of large canopy trees such as Basswood, Bald Cypress and Miyabei Maple along the sidewalks. For bioswales and planting buffers the proposed planting palette includes Gulf Nuhly, Smooth Cordgrass, and Cherokee Sedge. The same planting strategy is applied to Jefferson Street.



Palafox St. between Main St. and Zaragoza St. (Existing)



Main St. between Palafox St. and Jefferson St. (Proposed)

## VIEW OF MAIN STREET AT JEFFERSON (EXISTING)





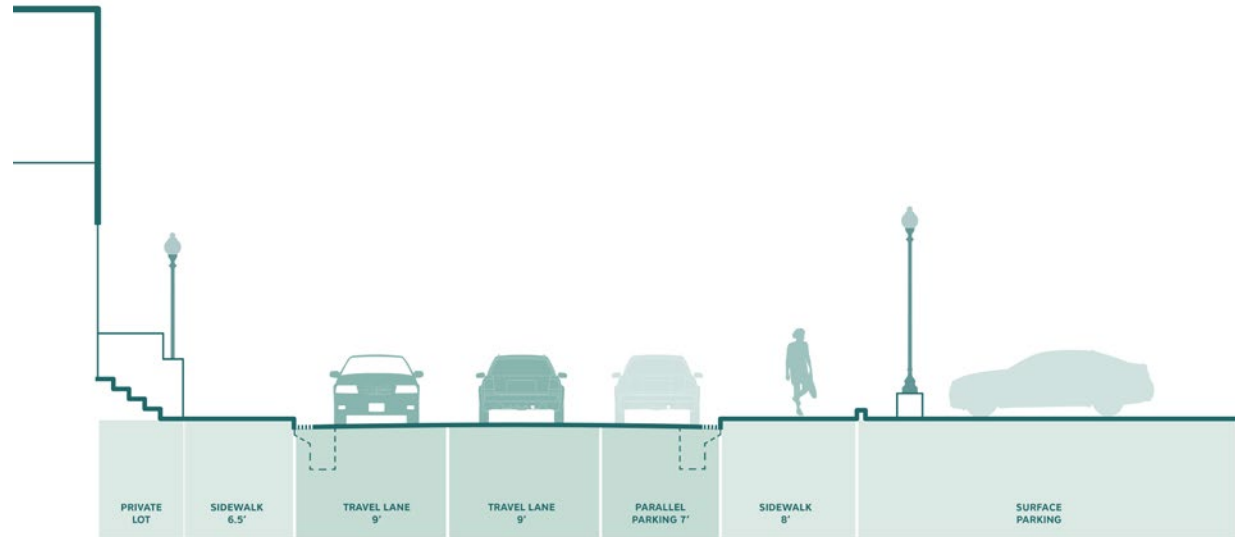
## VIEW OF MAIN STREET AT JEFFERSON (PROPOSED)



## CEDAR STREET

As part of the Hashtag Connector plan, Cedar Street becomes a curbless shared street (Woonerf) that can both accommodate vehicular traffic, bike circulation, pedestrian circulation, and opportunities for additional public programming. This entails a 25' wide shared space with planting areas, resting areas, and flexible public space.

Along Cedar St. and other East-West streets, small ornamental streets such as Redbud, Grey Dogwood and Parsleyhaw are introduced. For bioswales and planting buffers the proposed planting palette includes Gulf Muhly, Smooth Cordgrass, and Cherokee Sedge. Existing drainage infrastructure is retained, with the curbless street sloping towards the existing drains and away from the property lines.



Main St. between Palafox St. and Jefferson St. (Existing)



Main St. between Palafox St. and Jefferson St. (Proposed)



# PLANTING STRATEGY

## MAIN STREET & NORTH-SOUTH STREETS (LARGE CANOPY TREES)



BASSWOOD



BALD CYPRESS



MIYABEI MAPLE



## EAST-WEST STREETS (SMALL/ ORNAMENTAL TREES)



REDBUD



GREY DOGWOOD



PARSLEYHAW



## BIOSWALE/ PLANTING BUFFERS



GULF MUHLY

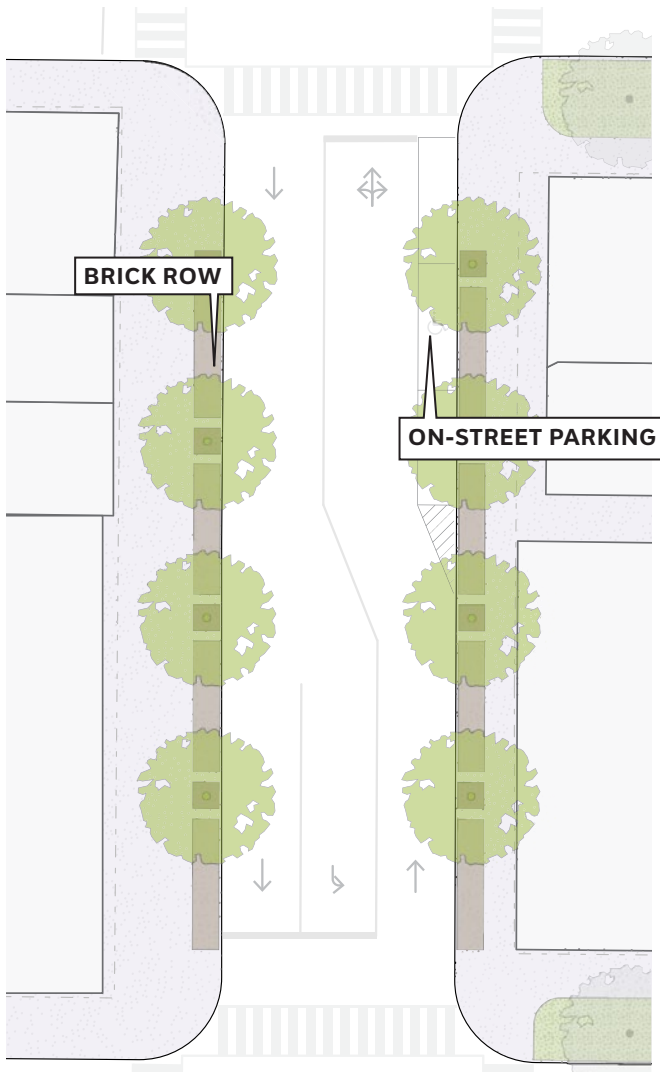


SMOOTH CORDGRASS

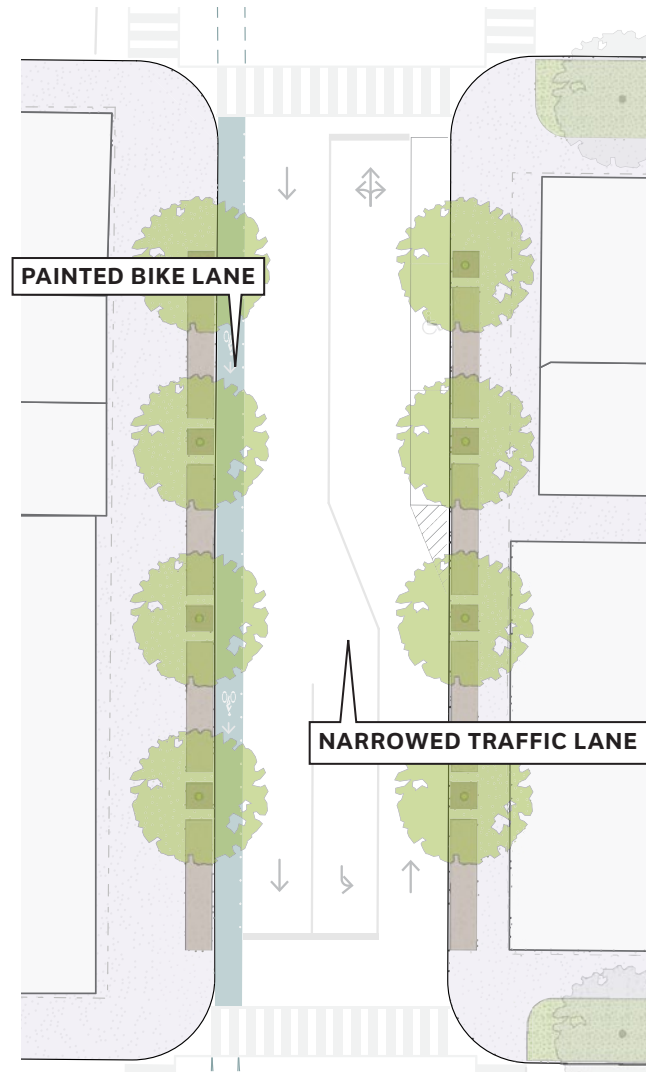


CHEROKEE SEDGE

## CURB OPTIONS

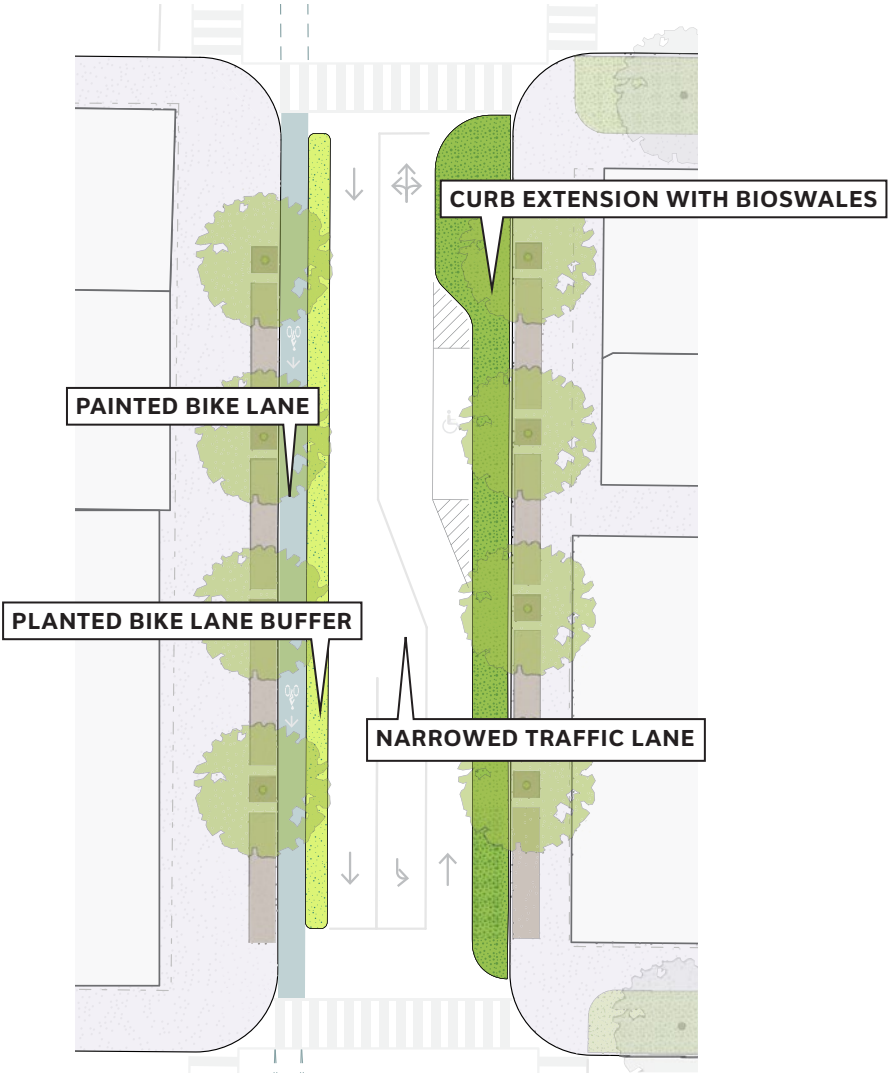


EXISTING CONDITIONS



MINIMAL RECONFIGURATION USING PAINT



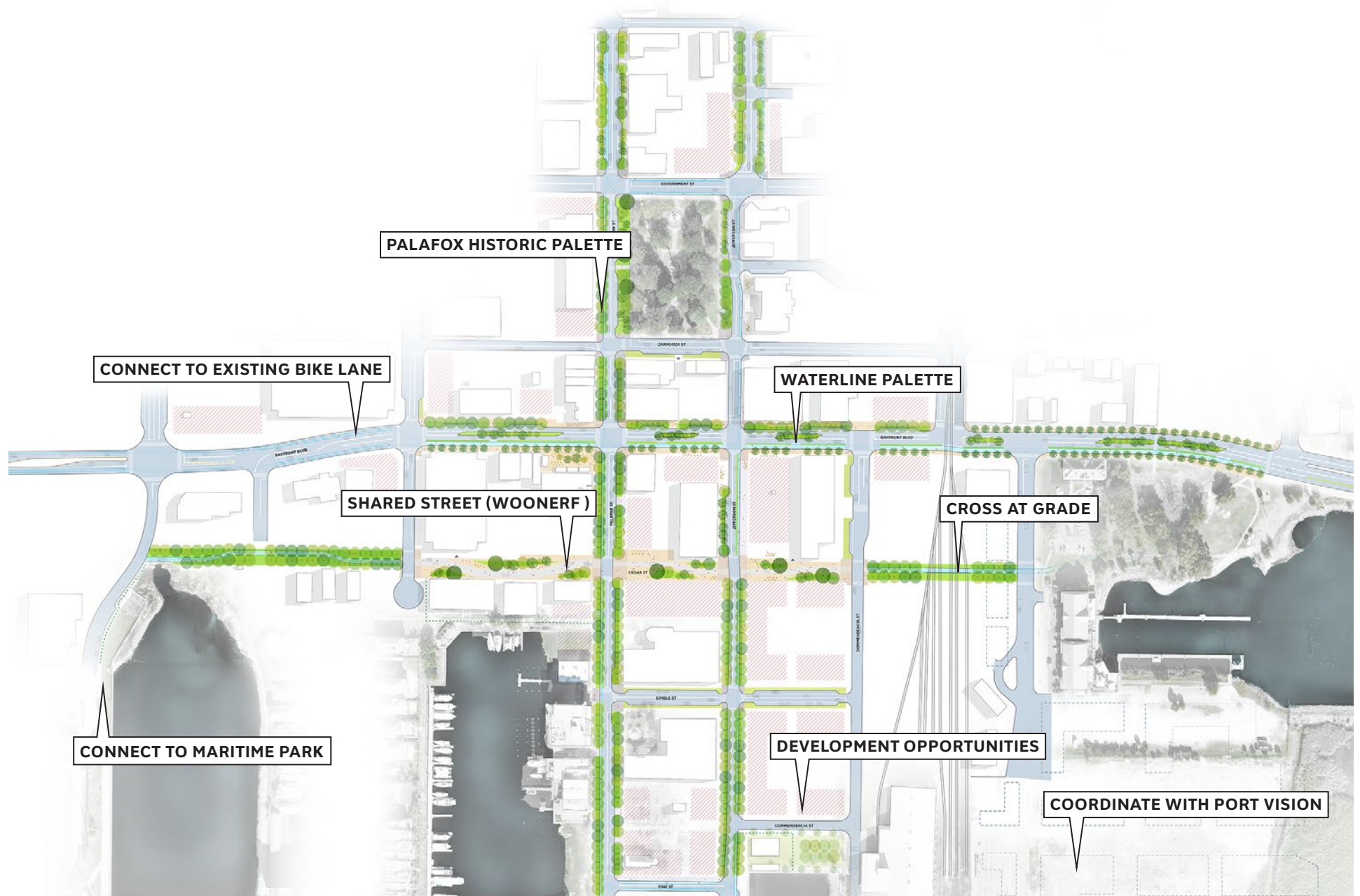


PAINT + PLANTING WITHIN ROADBED



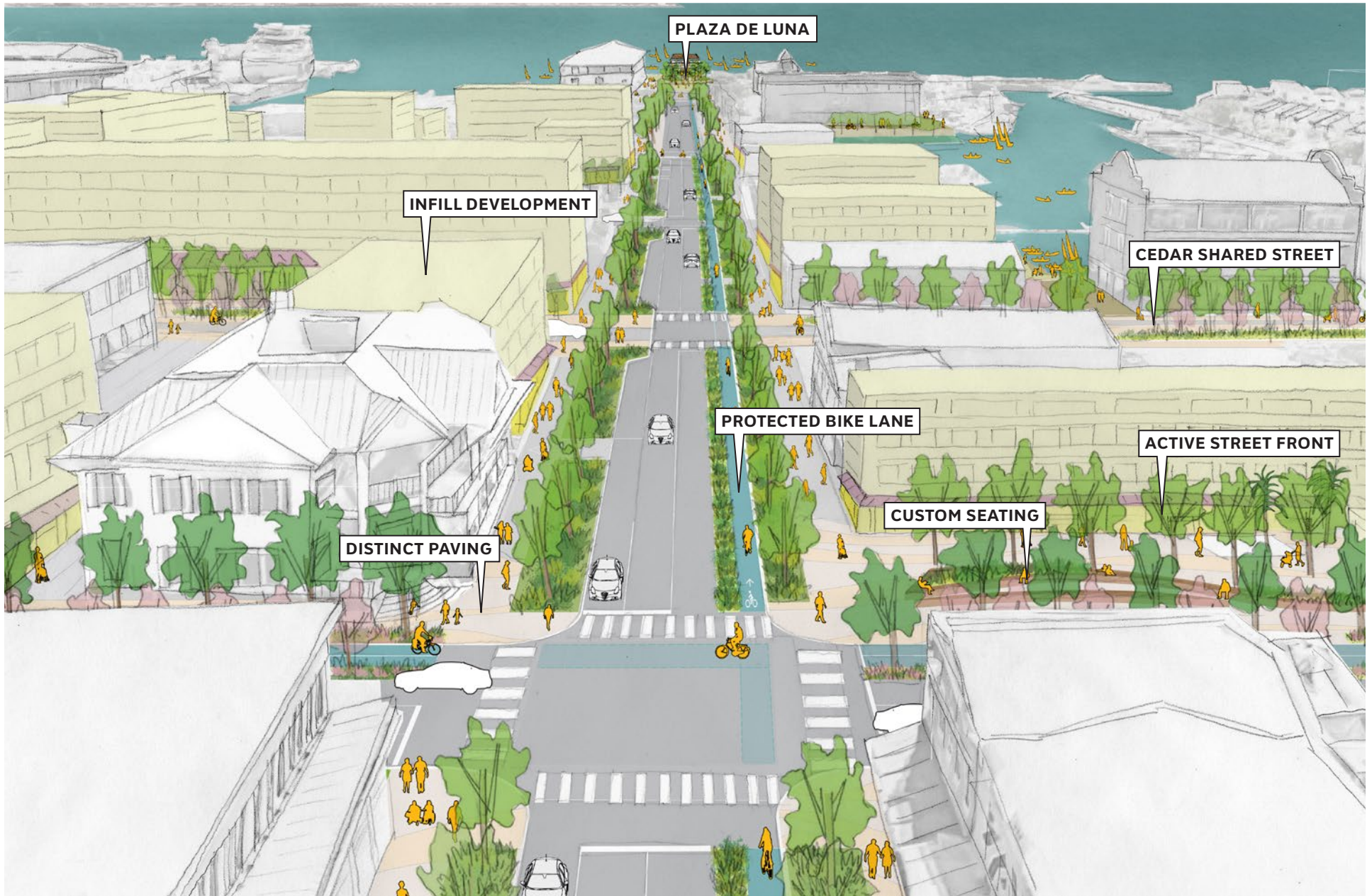
COMPLETE SIDEWALK REPLACEMENT

## PROPOSED HASHTAG CONNECTOR



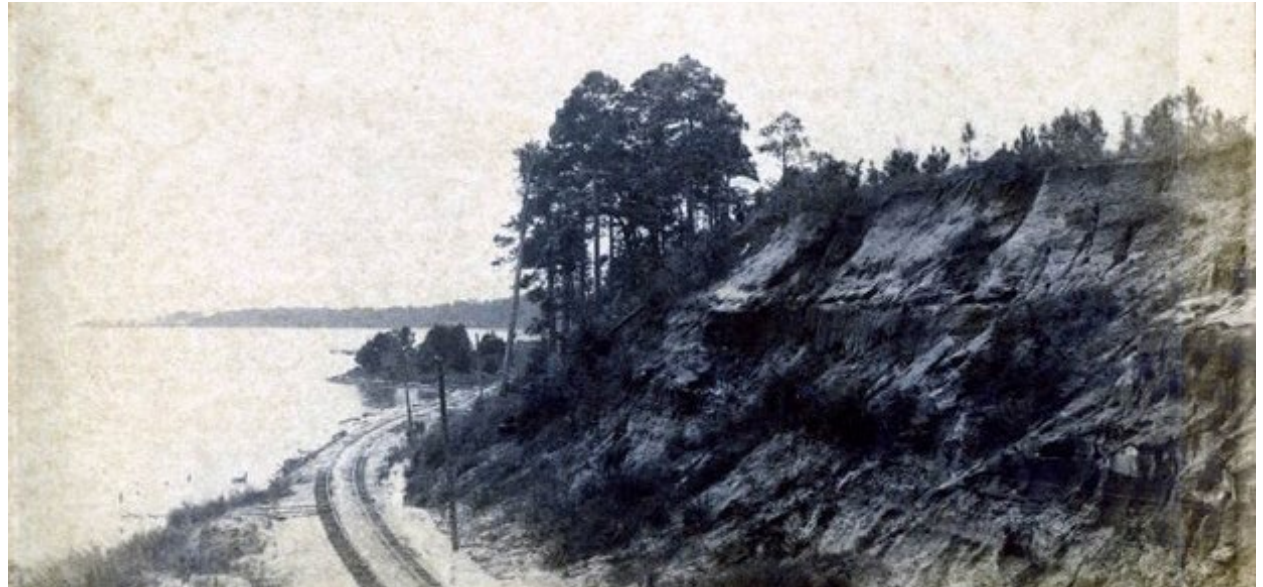


## BIRD'S EYE VIEW DOWN PALAFOX STREET



## A REVIVED WATERLINE

The design intent along Main St. is to evoke the memory of the historic waterline and bluff through form, materiality, and color. A distinct paving pattern with wave forms and tonal differences can highlight the existence of the historic bluff on site. In addition, custom seating made of seat walls and benches follows the wave form of the pattern. Recommended paving methods include concrete with exposed aggregate or unitized pavers.



Historic photo of Main Street

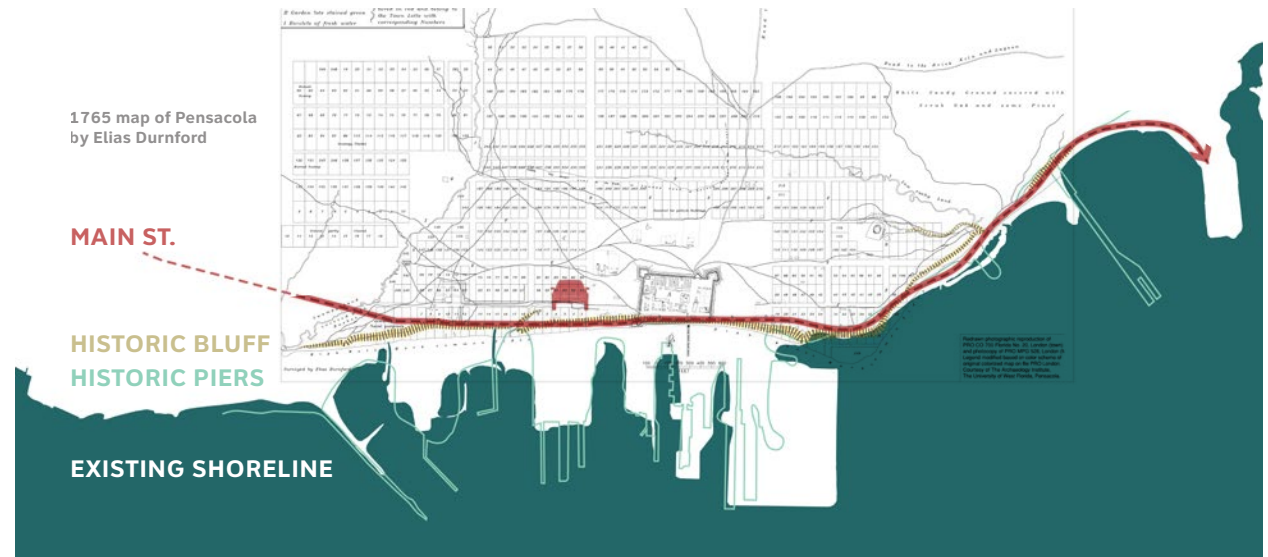
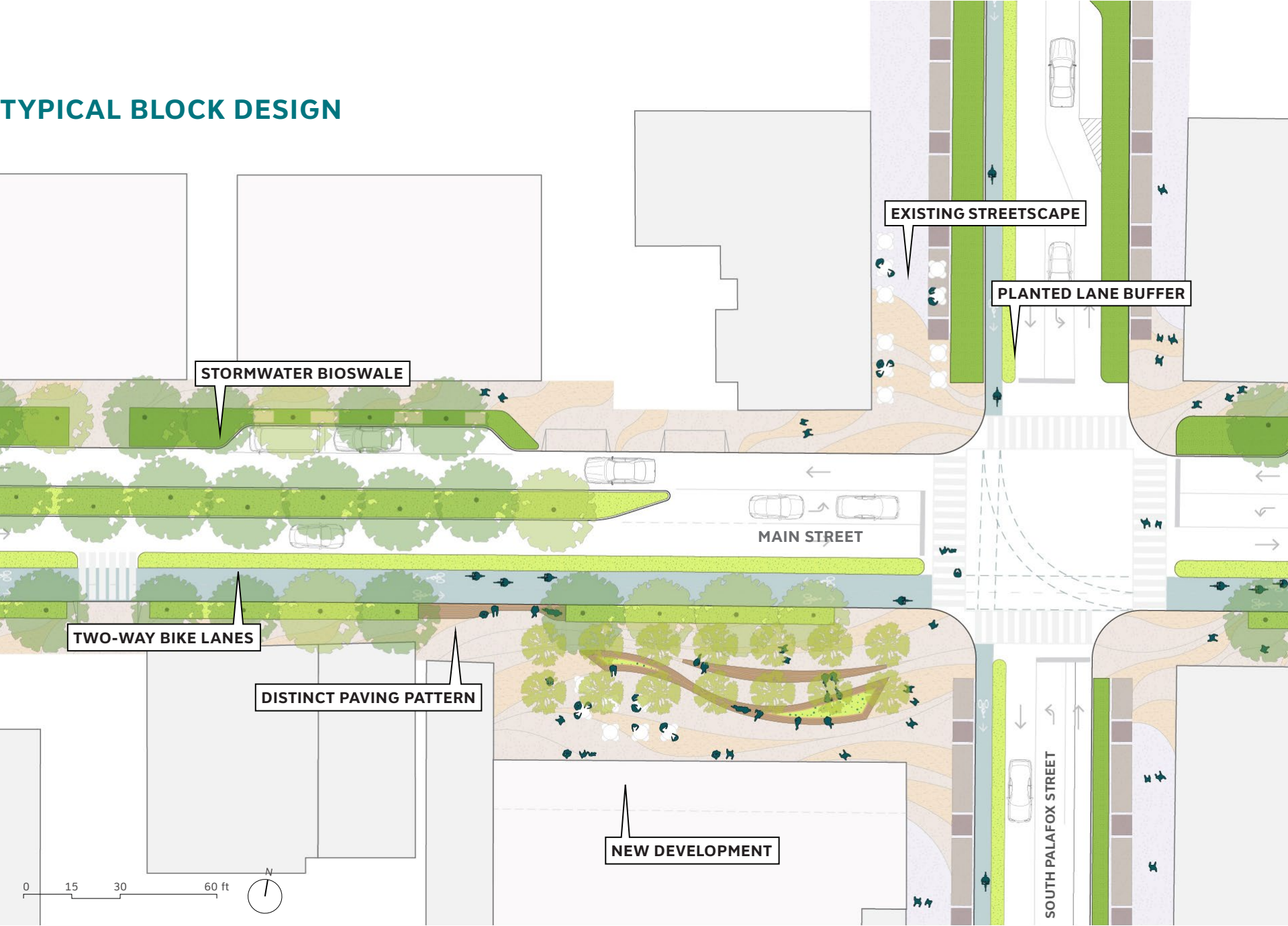


Diagram of historic and existing shoreline extents

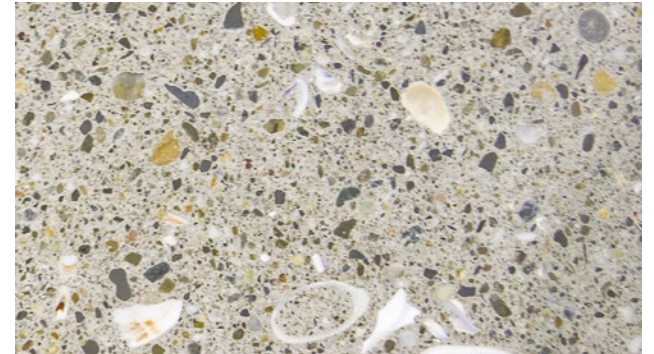


TYPICAL BLOCK DESIGN



## MATERIAL PALETTE

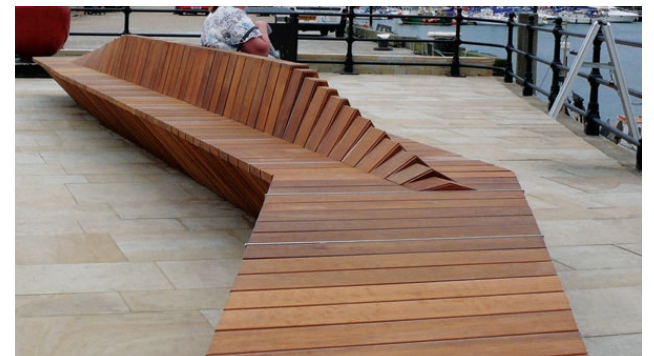
### CONCRETE WITH EXPOSED AGGREGATE



### UNITIZED PAVERS

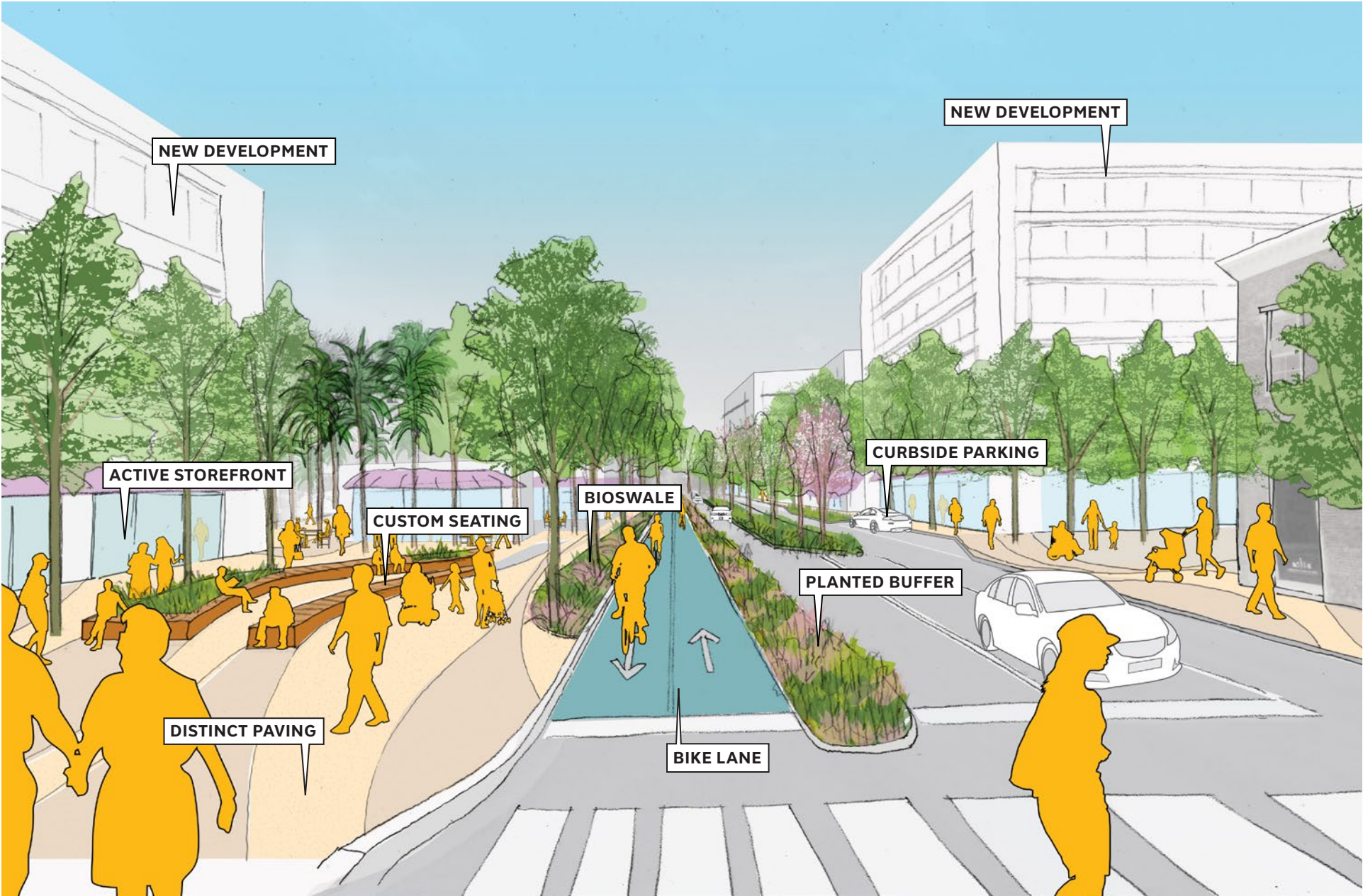


### SEAT WALLS AND BENCHES





VIEW OF MAIN STREET AT PALAFOX



## RESILIENT BUILDINGS

In order to successfully plan for the future, the Hashtag Connector Plan recommends guidelines for resilient buildings in the Main Street Core and Bayfront areas that are most affected by flooding. Strategies include elevating mechanical systems and ground floor uses out of the floodplain, while maintaining an active relation with the street and not creating a blank wall along the sidewalk.

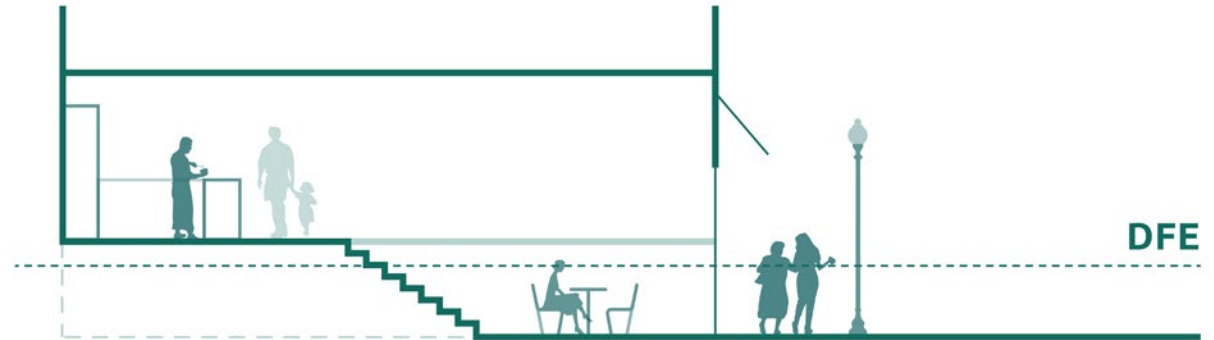
- AE zone: 1% Flood Hazard
- VE zone: 1% Flood Hazard with High Velocity Waves





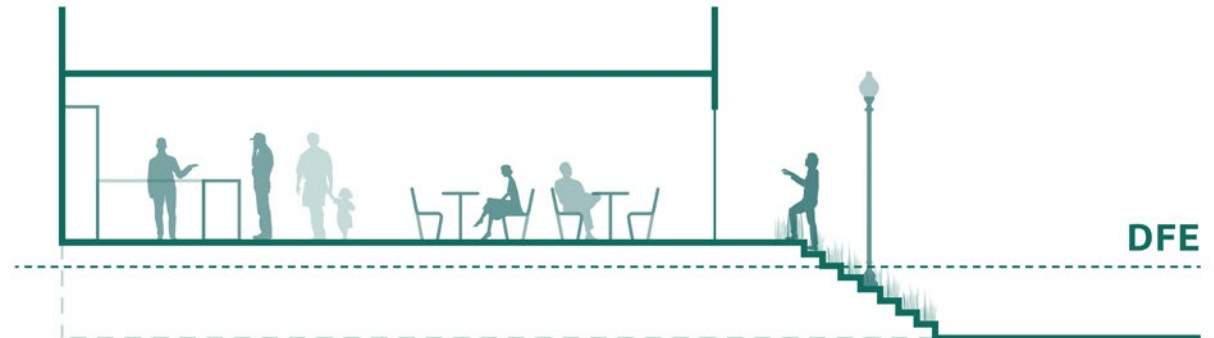
## STRATEGY 1

First floor program on a split level, with floodable areas and elevated protected areas above the Design Flood Elevation (DFE).



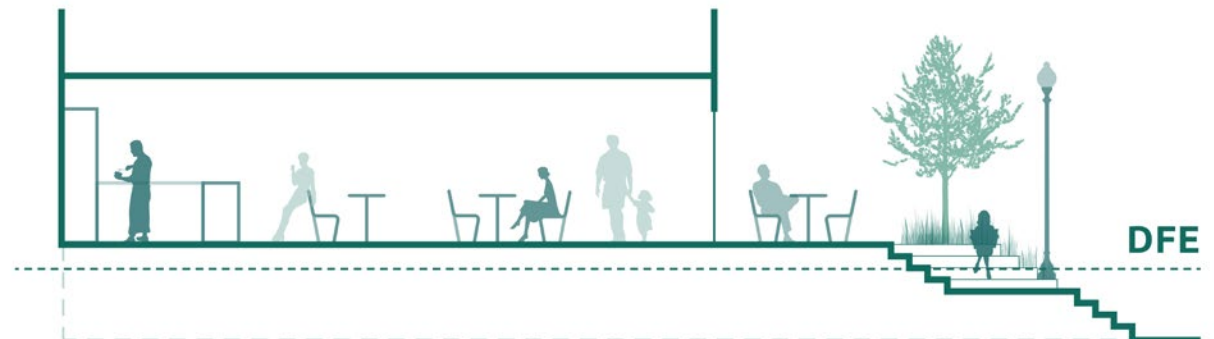
## STRATEGY 2

Elevated first floor with outdoor steps leading up to the first level, that incorporate planting and street life.



## STRATEGY 3

Elevated first floor with expanded programmed areas outdoors and stepped areas that incorporate planting and street life.



# ESTIMATED COST

	DESIGN ELEMENTS	ESTIMATED COST*
SOFTSCAPE	TREES, SHRUBS, SOILS, IRRIGATION	
HARDSCAPE	SIDEWALK PAVING, CURB EXTENSIONS, BIKE LANES	
FIXTURES	BIKE RACKS, STANDARD AND CUSTOM BENCHES, LIGHTING	
TOTAL COST		
		\$ 12,786,000
	COST OF IMPROVEMENTS ALONG MAIN STREET ONLY	\$ 3,425,000

\* Project costs include cost of materials, equipment, contractor requirements, permitting, general liability, design fee, design contingency, contractor contingency, and contractor's general conditions.









# **DEVELOPMENT OPPORTUNITIES**

# HASHTAG CONNECTOR DEVELOPMENT

Based on the design, approximately 11 acres of public and private land parcels are identified as potential sites for real estate development in the Hashtag Connector project area. Most of such parcels are located within C-2A Zoning District and the Waterfront Redevelopment District. Altogether, the permitted amount of multi-family residential development on all the identified parcels is approximately 550 dwelling units. We recommend higher density retail, residential, and hotel development along the Main Street; medium density retail and residential development in the Historic Downtown; and mid-high density retail, residential, and office development in the Bayfront area.

The real estate development process for public land parcels is assumed to be through public-private partnerships. Any such redevelopment should start with a robust community engagement and planning process resulting in an agreed upon set of planning and development principles (and/or design guidelines), after which one or more targeted development RFP(s) can be issued that lay out investment opportunities with the confines of the planning and development principles.

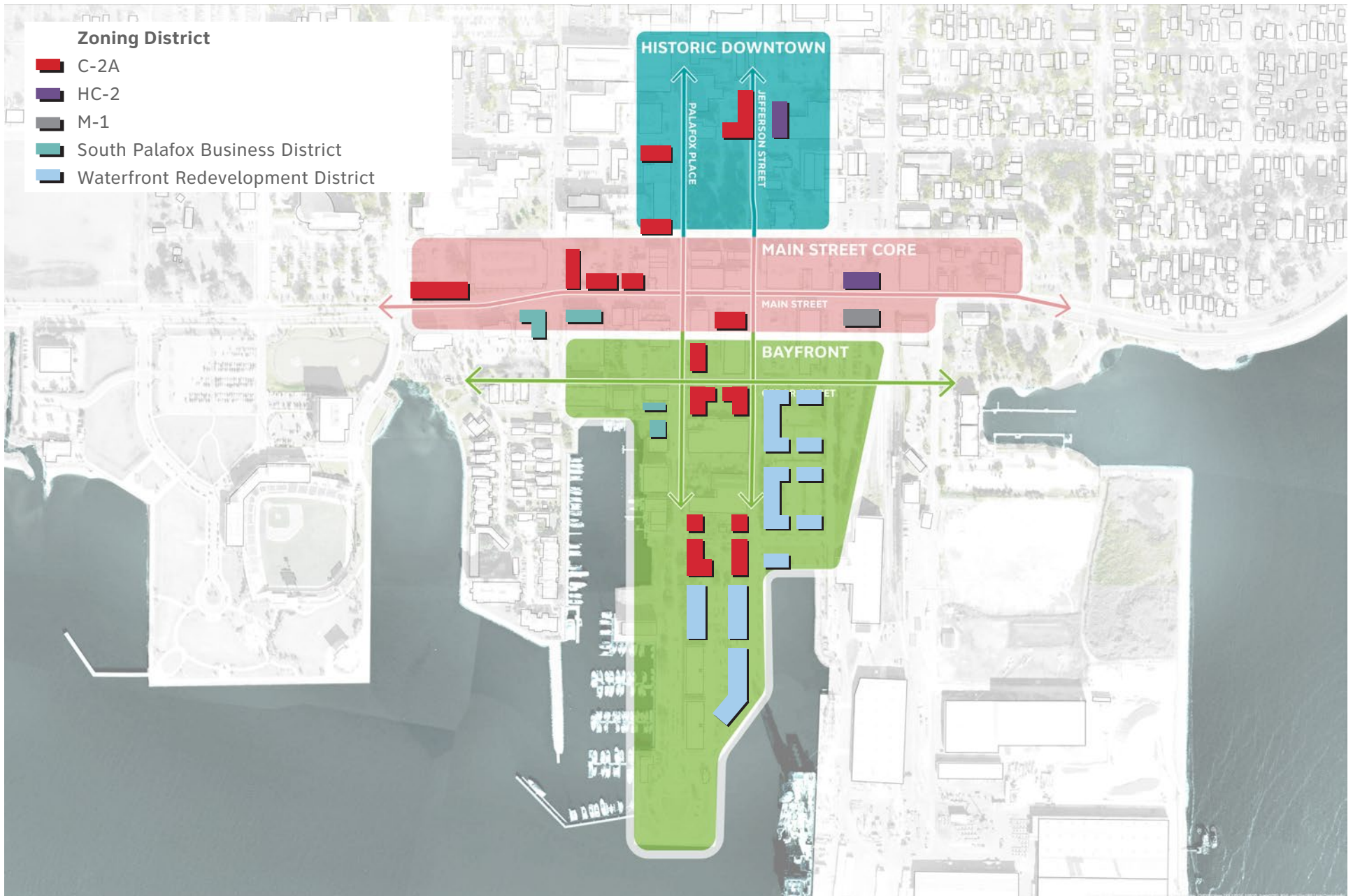
In terms of implementing the public realm improvement projects, we recommend the City and stakeholders explore all available sources of public and private funding for capital investment, as well as for recurring annual expense for maintenance and operations. The currently established Downtown Improvement Board, for example, could potentially become a partner in managing the maintenance aspects of the project.



## POTENTIAL DEVELOPMENT SITES



## POTENTIAL DEVELOPMENT SITES

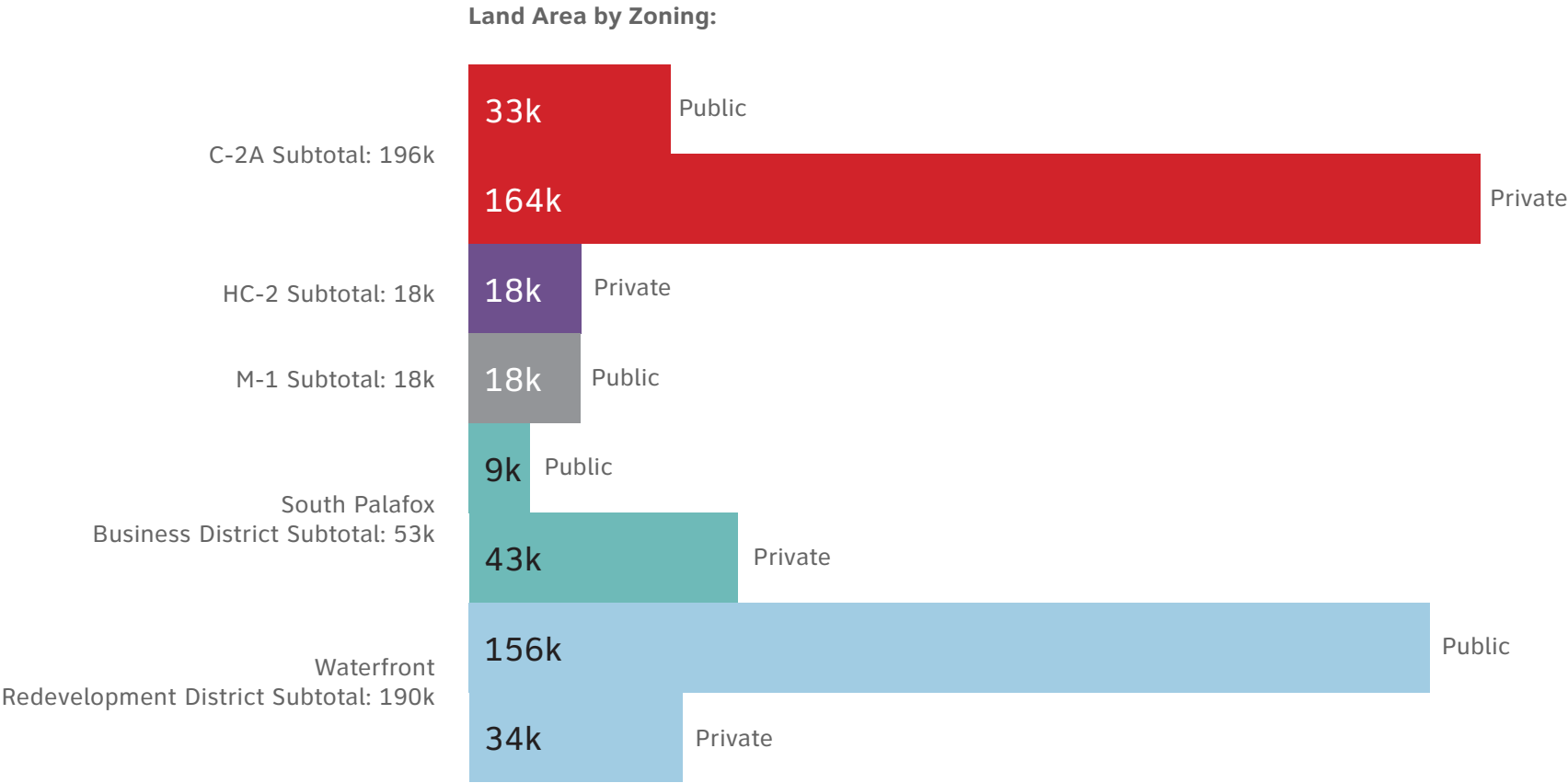




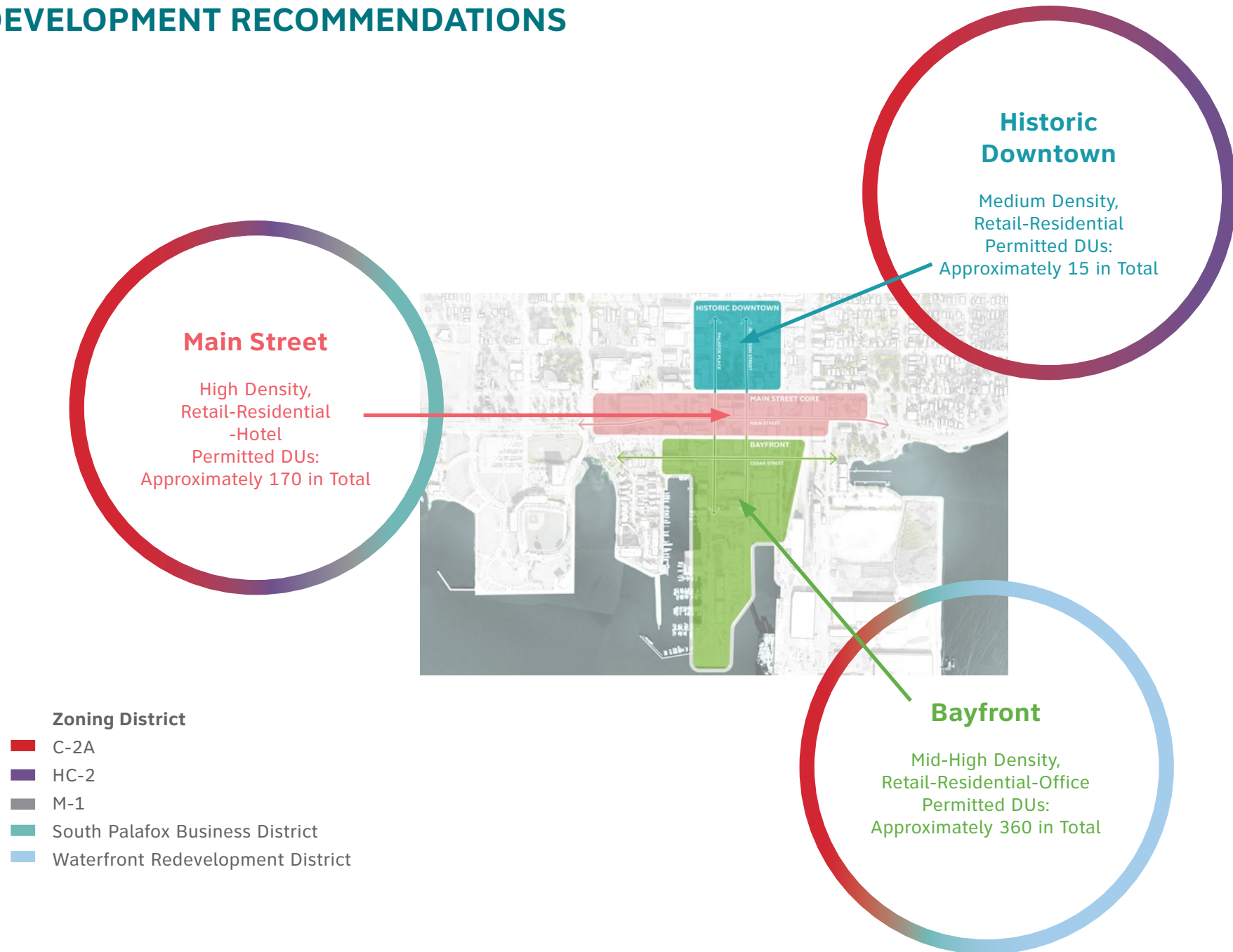
# ZONING OVERVIEW

Total Land Area of Potential Development Sites: 474k sqft (10.9 acres)

Permitted Amount of Development:  
Approximately 550 Dwelling Units in Total (Multi-Family) + Commercial



## DEVELOPMENT RECOMMENDATIONS





## DEVELOPMENT RECOMMENDATIONS



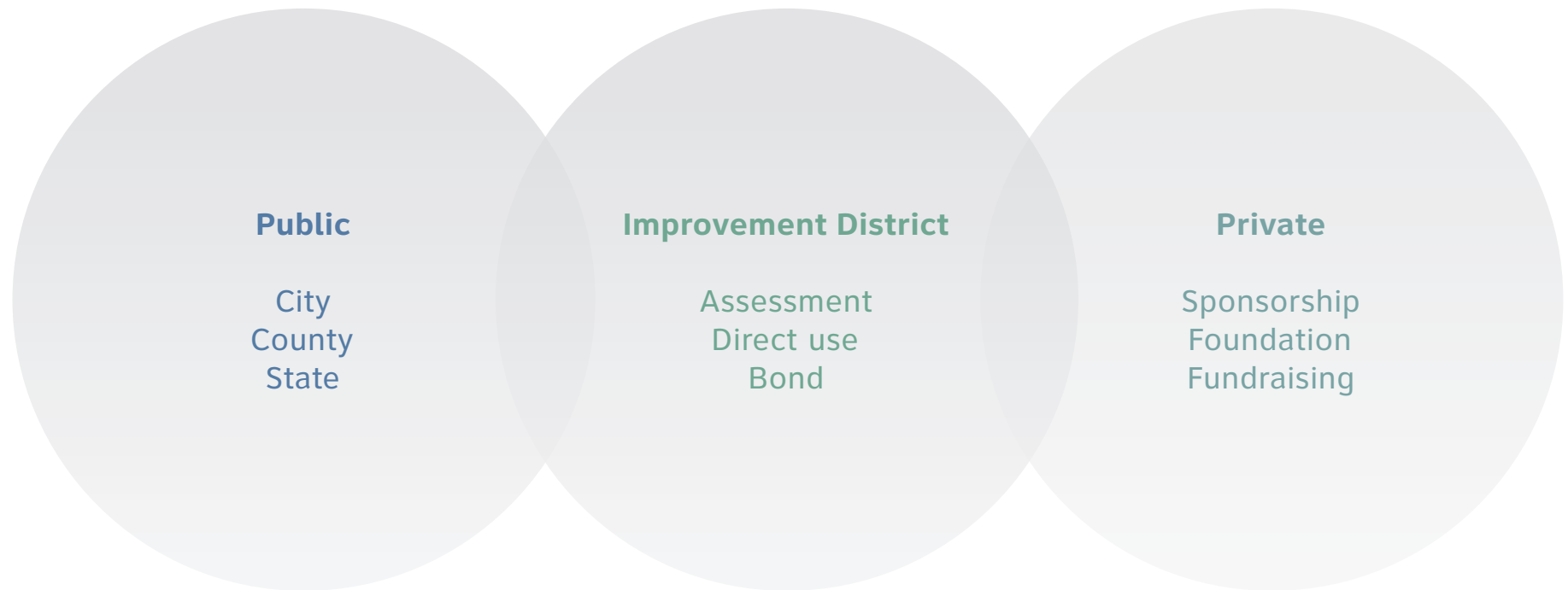
**Coexisting with Historic District of Unique Character**  
Historic Front Street (Cookfox)



**Indoor / Outdoor Living**  
Williams Terrace (David Baker)

## IMPLEMENTATION STRATEGIES

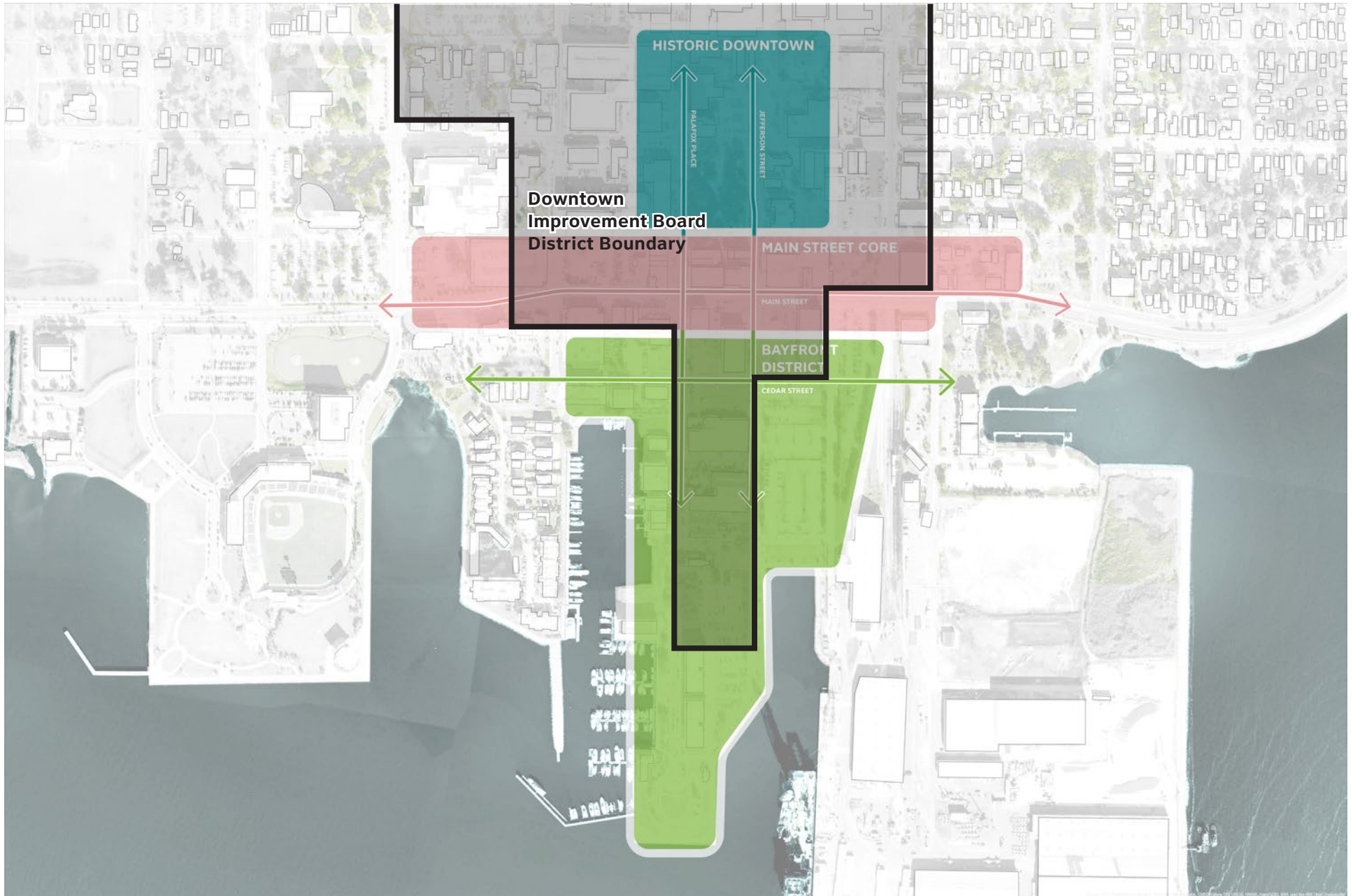
### Public Realm and Infrastructure Capital Improvement & Maintenance



The Hashtag Project Area overlaps with the Downtown Improvement Board (DIB), funded by a special tax levy on properties within its district boundaries. While the Downtown Improvement District focuses on maintenance of the downtown instead of capital improvements, they can potentially work with the City and identify recommended street improvement projects for City funding. The Parking Management District, also overseen by the DIB, could potentially fund capital improvements with available parking revenue, provided that the inter-local agreement with the City is renegotiated.



## IMPLEMENTATION STRATEGIES



## IMPLEMENTATION STRATEGIES

### Real Estate Development Process for Public Land











# **ECONOMIC OPPORTUNITY ANALYSIS**

# REGIONAL ANALYSIS

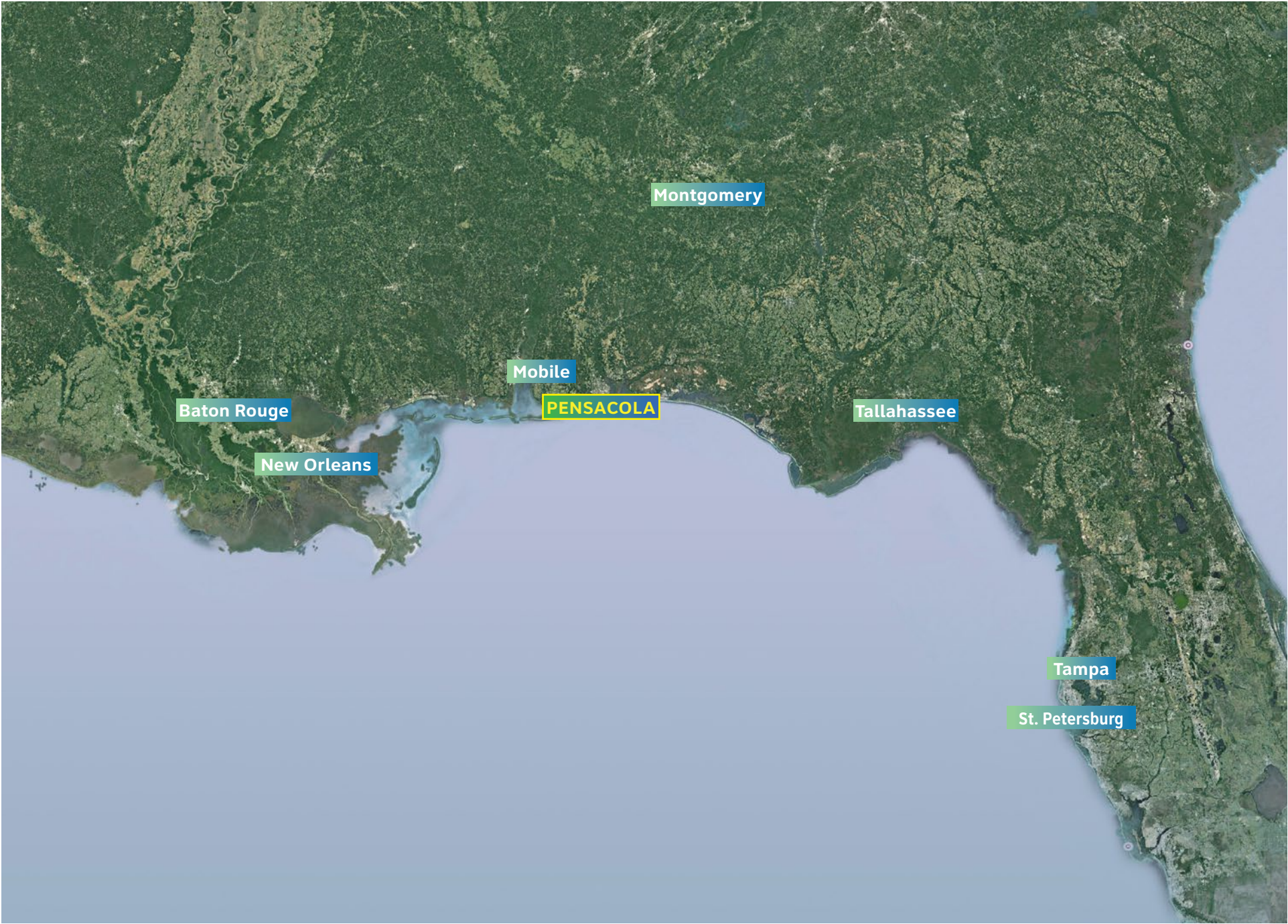
The City of Pensacola is situated in a region where strong players in the Southeast are present and cities constantly compete for talent, businesses, and investment.

In terms of productivity, measured by GDP per capita, Pensacola has been catching up with the Florida State average during the past decade. However, the current level and the growth rate of productivity in Pensacola is still behind nearby cities in other states, such as Baton Rouge, New Orleans, and Montgomery. In terms of innovation capacity, measured by the number of patents per ten thousand employees, Pensacola has been historically overshadowed by other coastal cities in Florida.

In terms of the city's ability to attract and retain young population, Pensacola has a relatively high rate of college age population, thanks to the presence of major academic institutions in the city. However, when compared to other coastal cities in Florida, Alabama, and Louisiana, Pensacola does not retain as much young adult population. In Pensacola, for every college age person, there are 2.1 young adult; In New Orleans, for comparison, the number is 3.5.

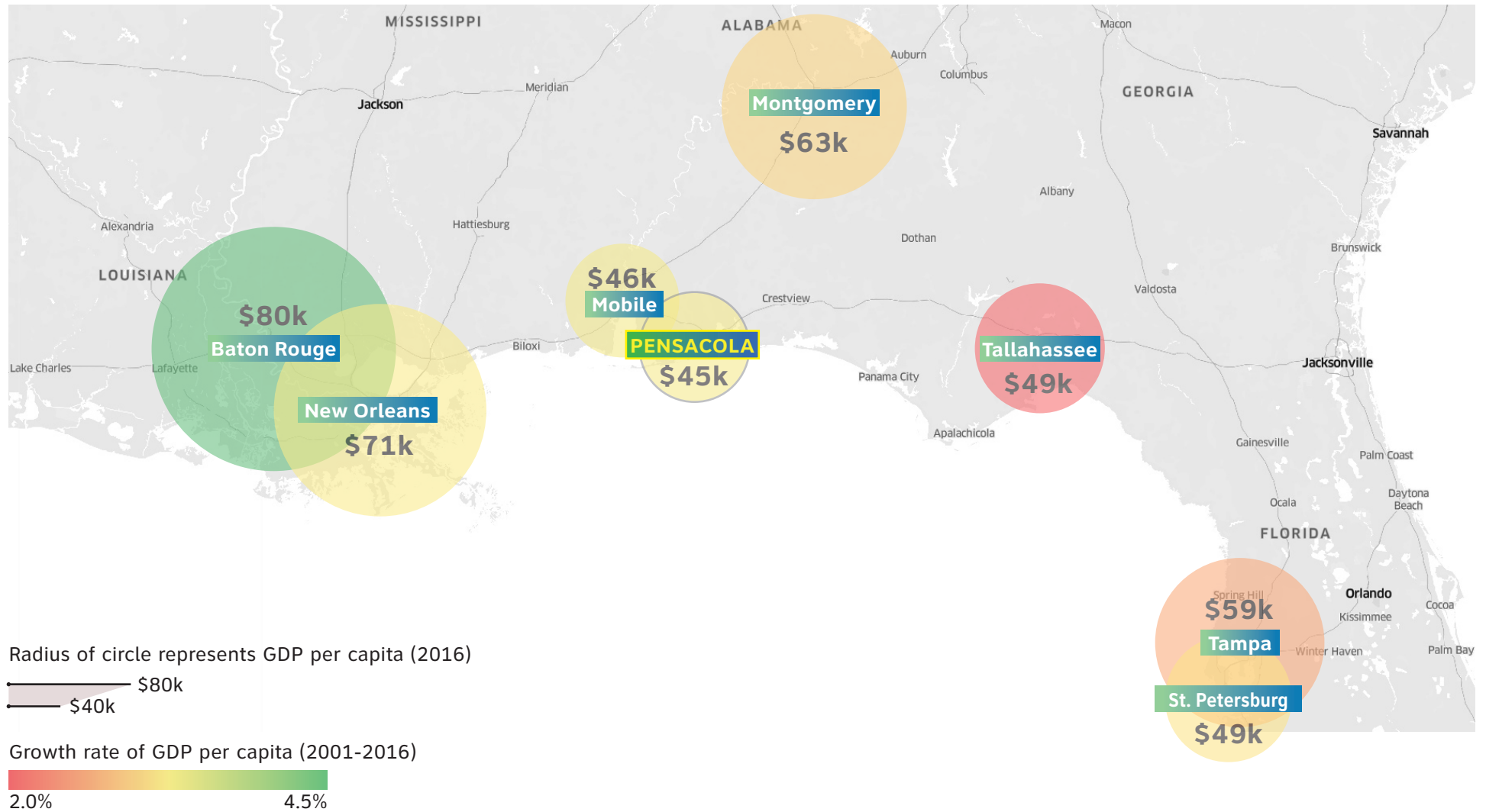
Finally, in terms of industries and economic sectors, Pensacola has the potential to further diversify its tourism-based economy and harness opportunities in other aspects of the ocean economy as well as technologically advanced industries such as cyber security. Compared to other cities in Florida, Pensacola's economy is more dependent on the ocean. However, much of its existing ocean economy is centered around hospitality and tourism-related services, which are seasonal in nature. This leaves gaps for the development of other ocean-related industries that have higher technological contents and provide more stable and higher-paying jobs.





## PROSPERITY AND PRODUCTIVITY

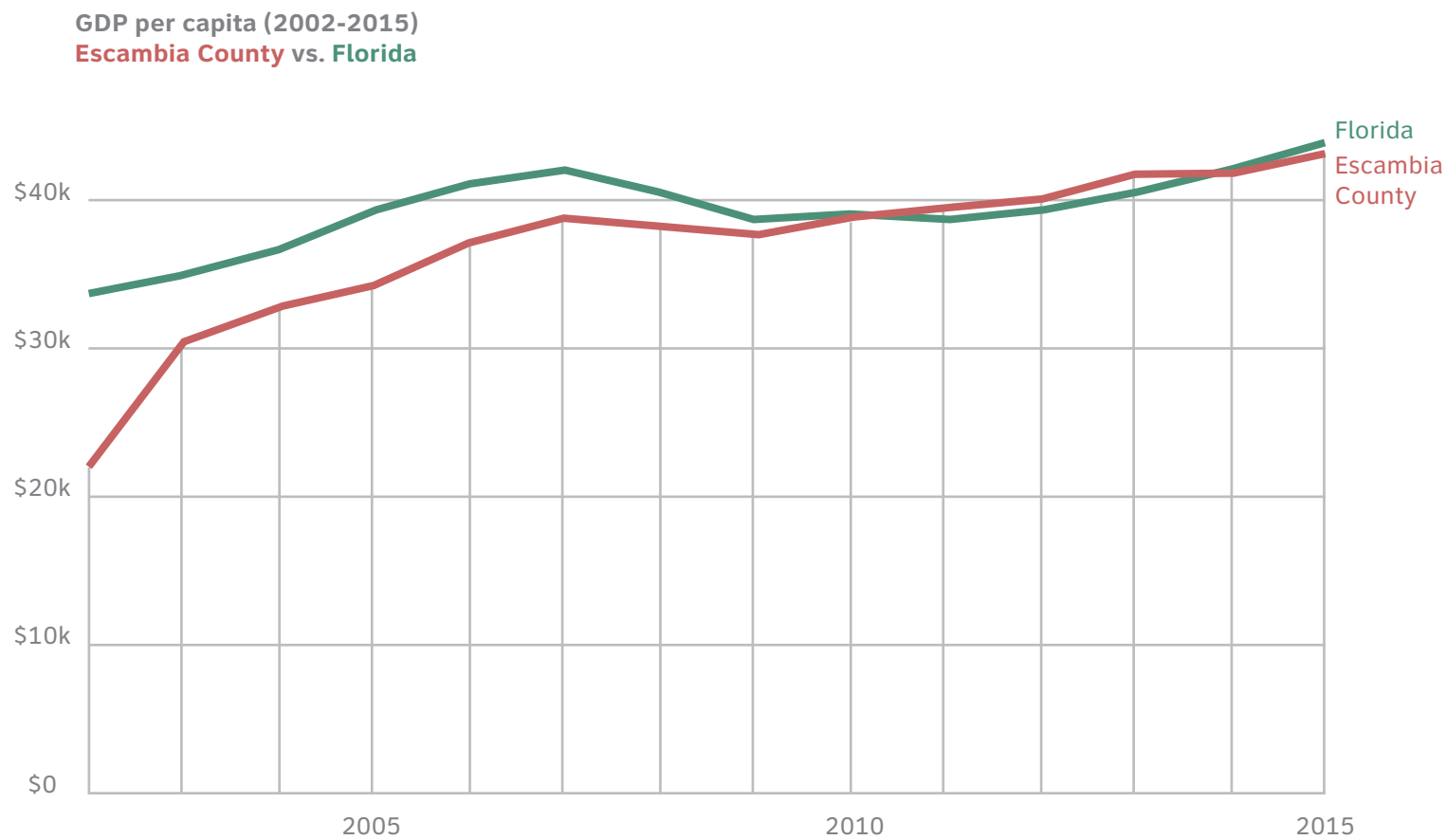
Surrounded by competitive players in the region, Pensacola experienced average growth in productivity.



Data source: Moody's (County-level data)

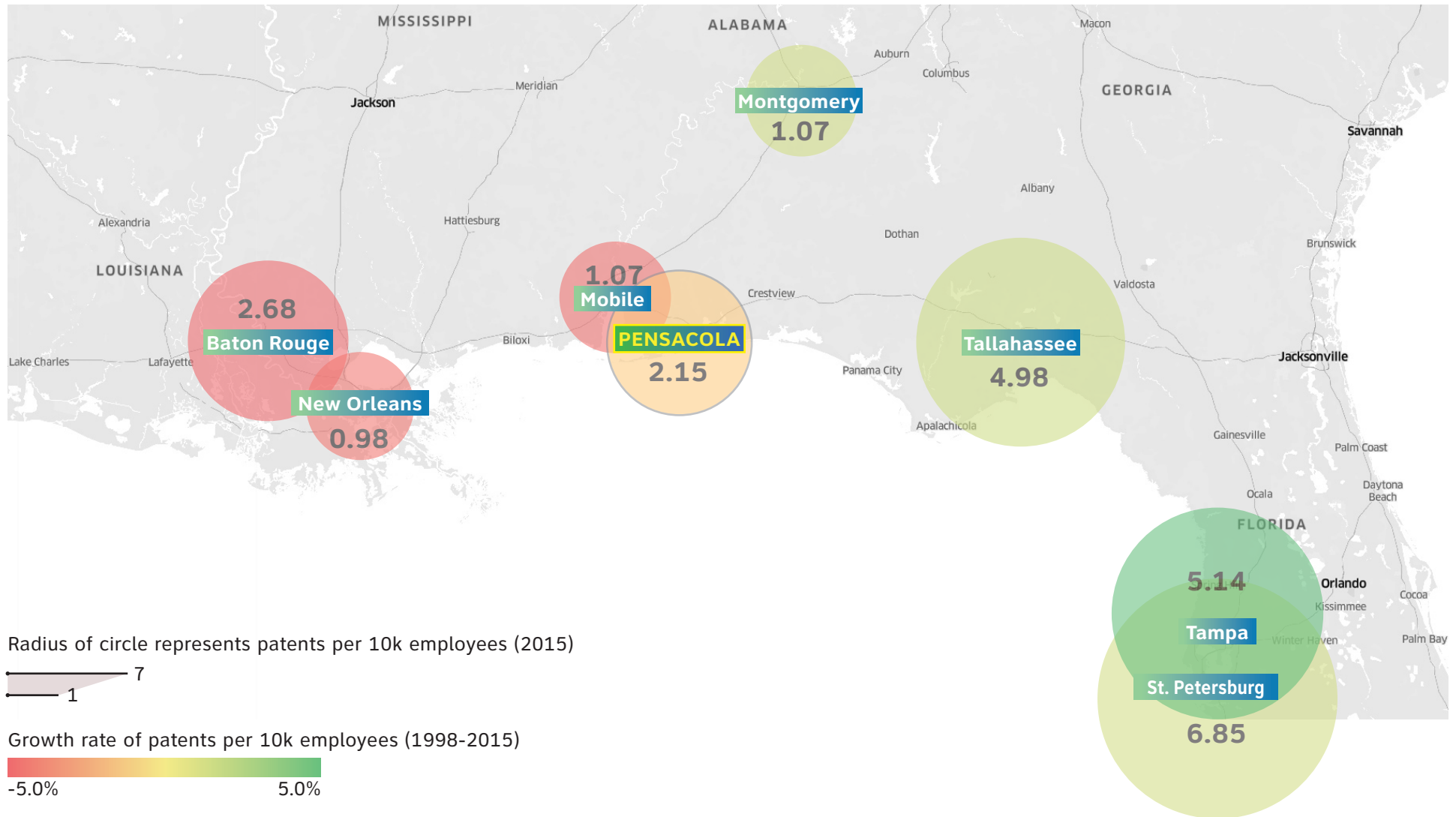


Can Pensacola drive further growth after the convergence with State average?



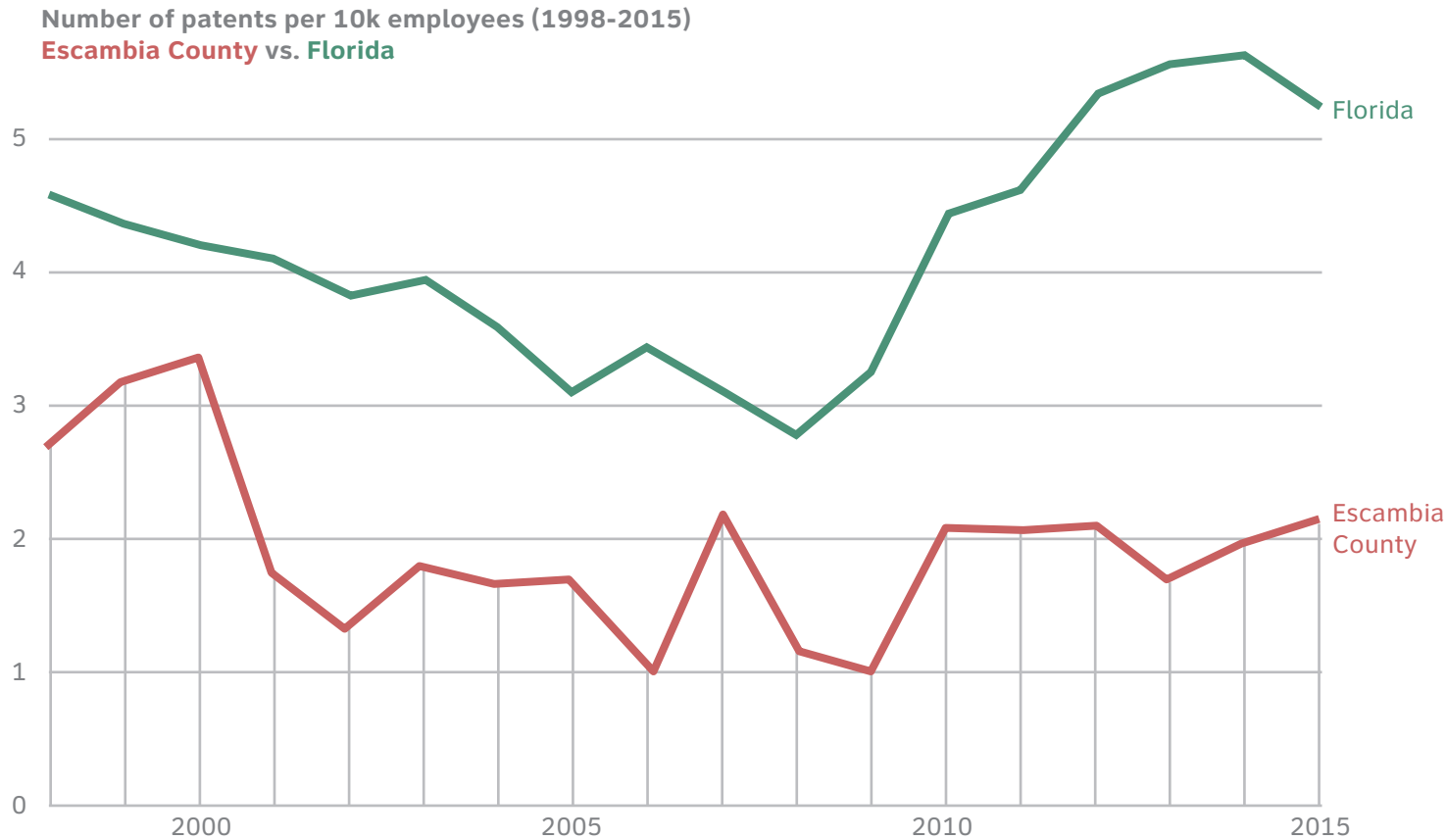
## INNOVATION

In terms of innovation, Pensacola is underperforming. Other cities in Florida can potentially provide learning opportunities and spillovers.



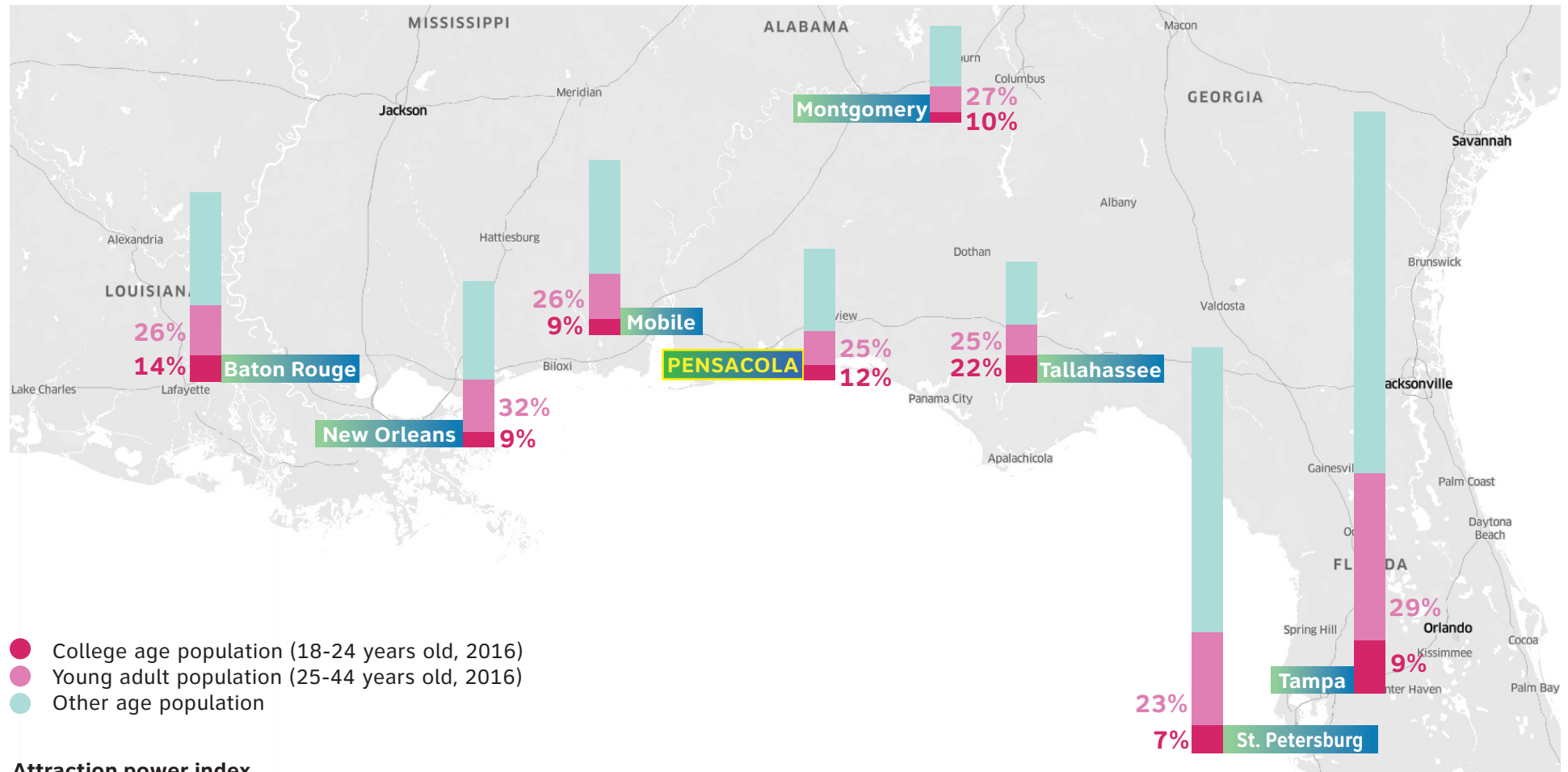


Historically, Pensacola’s innovation economy has been relatively weak. More targeted push might be needed.



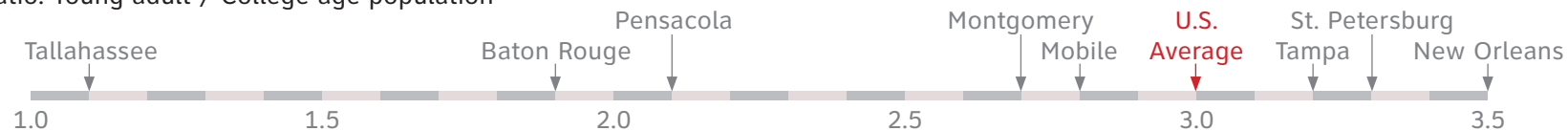
## TALENT ATTRACTION AND RETENTION

Pensacola has high concentration of college students, but the city underperforms in retaining graduates and attracting young adults.



### Attraction power index

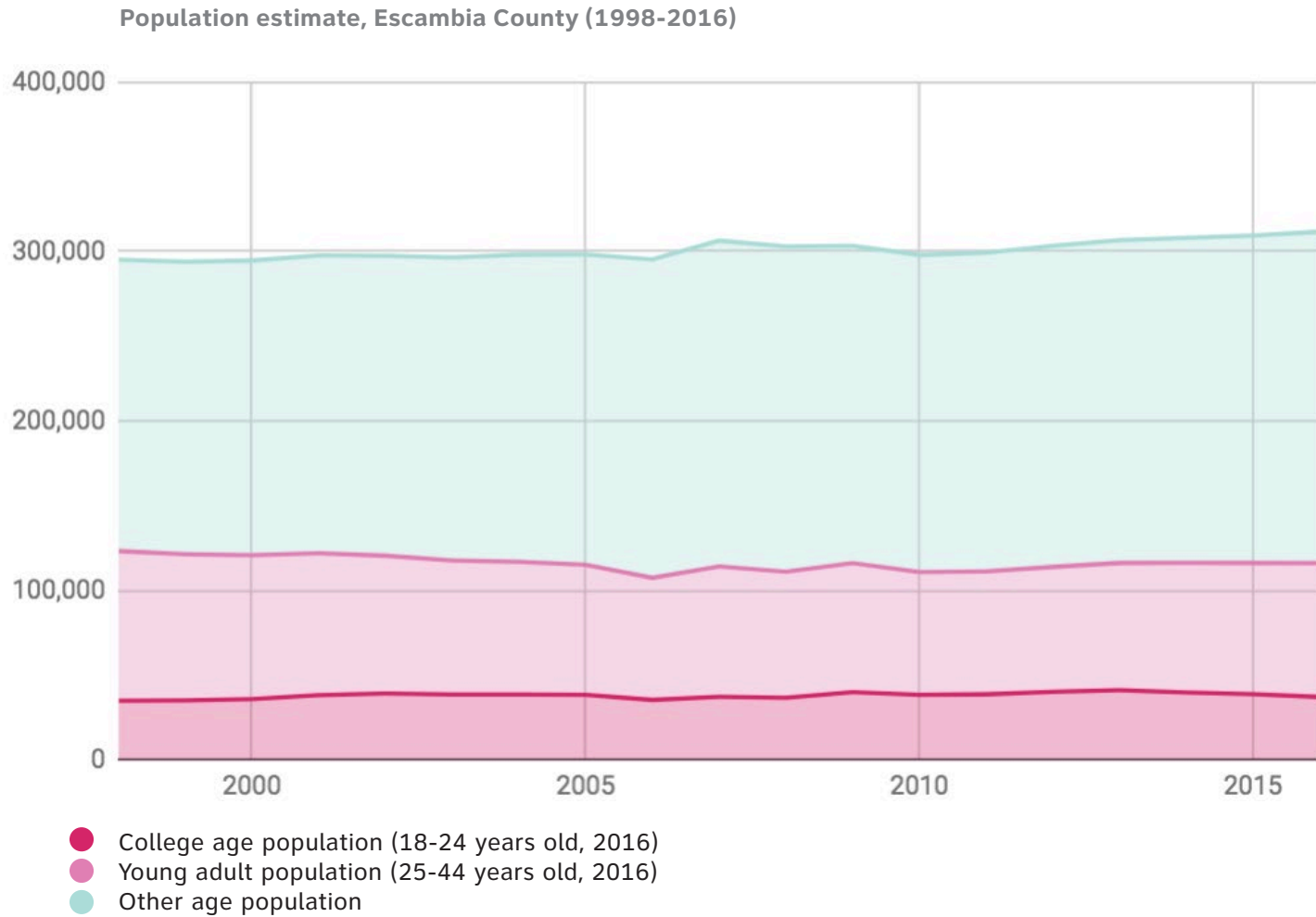
Ratio: Young adult / College age population



Data source: Census (County-level data)

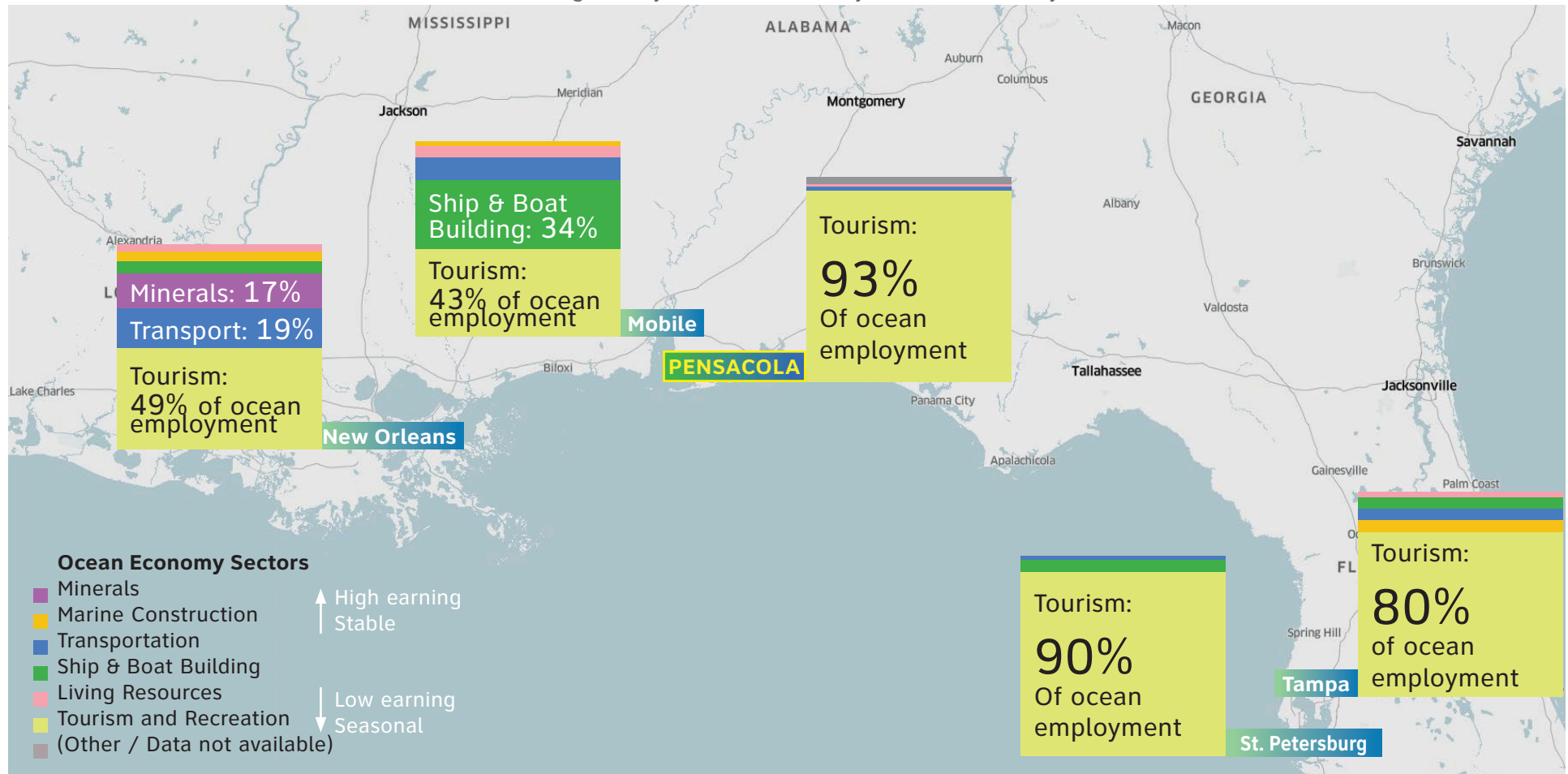


The share of young adults in Pensacola declined by 15% from 1998 to 2016.

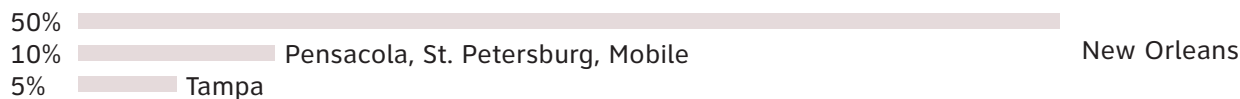


## OCEAN ECONOMY

Pensacola's economy is more dependent on the ocean than the State average. The city should keep harnessing the economic benefit of tourism and recreation, while looking for ways to further diversify its ocean economy.



### Ocean Economy Employment as a Percentage of Total Employment

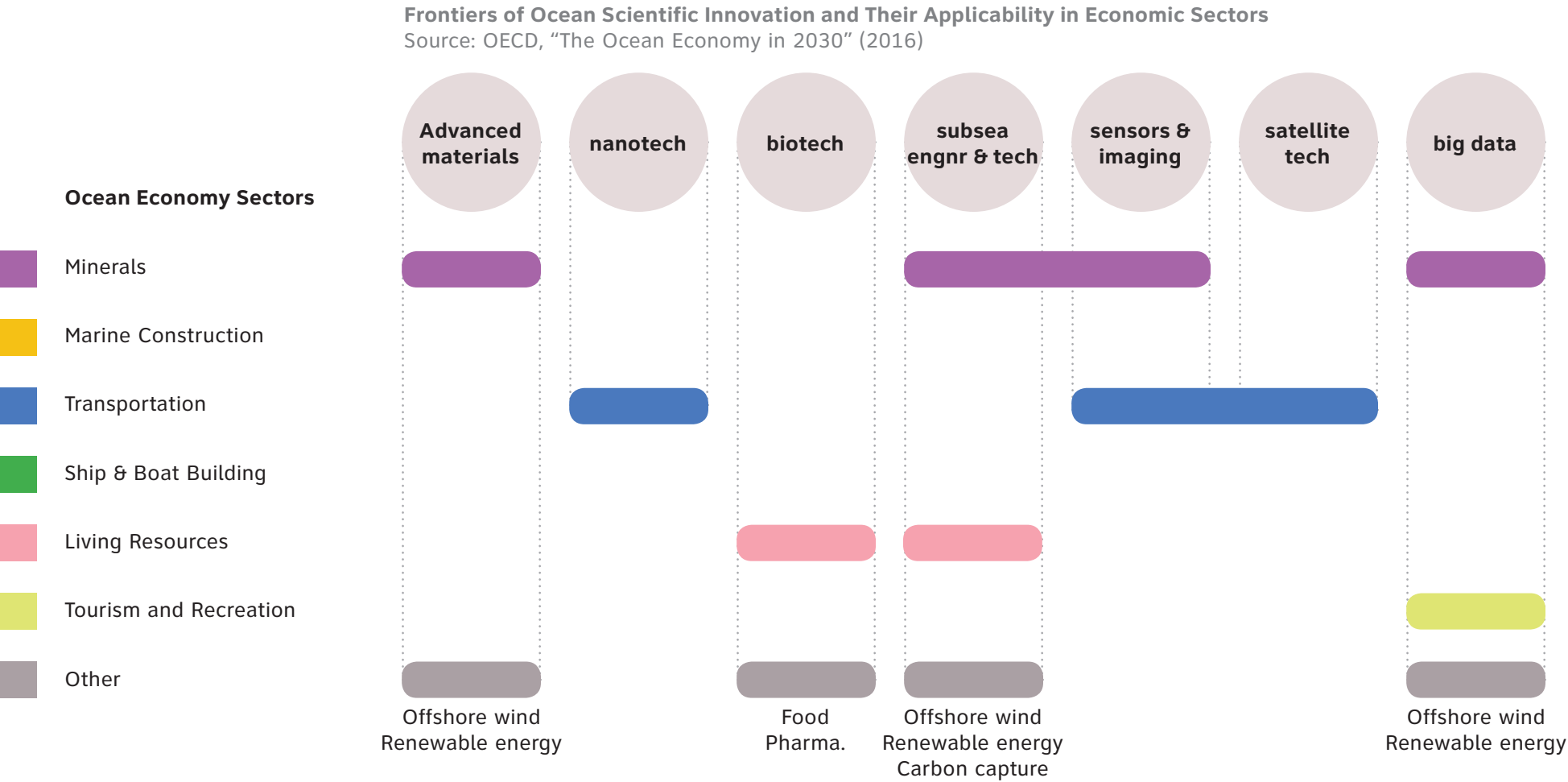


Florida State average: 5.7%

Data source: National Ocean Economics Program (County-level data)



Businesses and research institutions should promote advanced technologies across different sectors and disciplines.



# CITY ANALYSIS

Pensacola has opportunities to increase employment, diversify the economy, and attract and retain talent. The key is to adopt a set of economic development strategies that address both the vibrancy of the economy and the livability of its neighborhoods.

Currently, Pensacola can leverage multiple existing assets to improve its quality of life, such as the waterfront, beach and boating activities, and art and culture. Opportunities for further growth and development exist in regard to the connectivity of neighborhoods, inclusiveness, and housing choices for a wide range of age groups and price points.

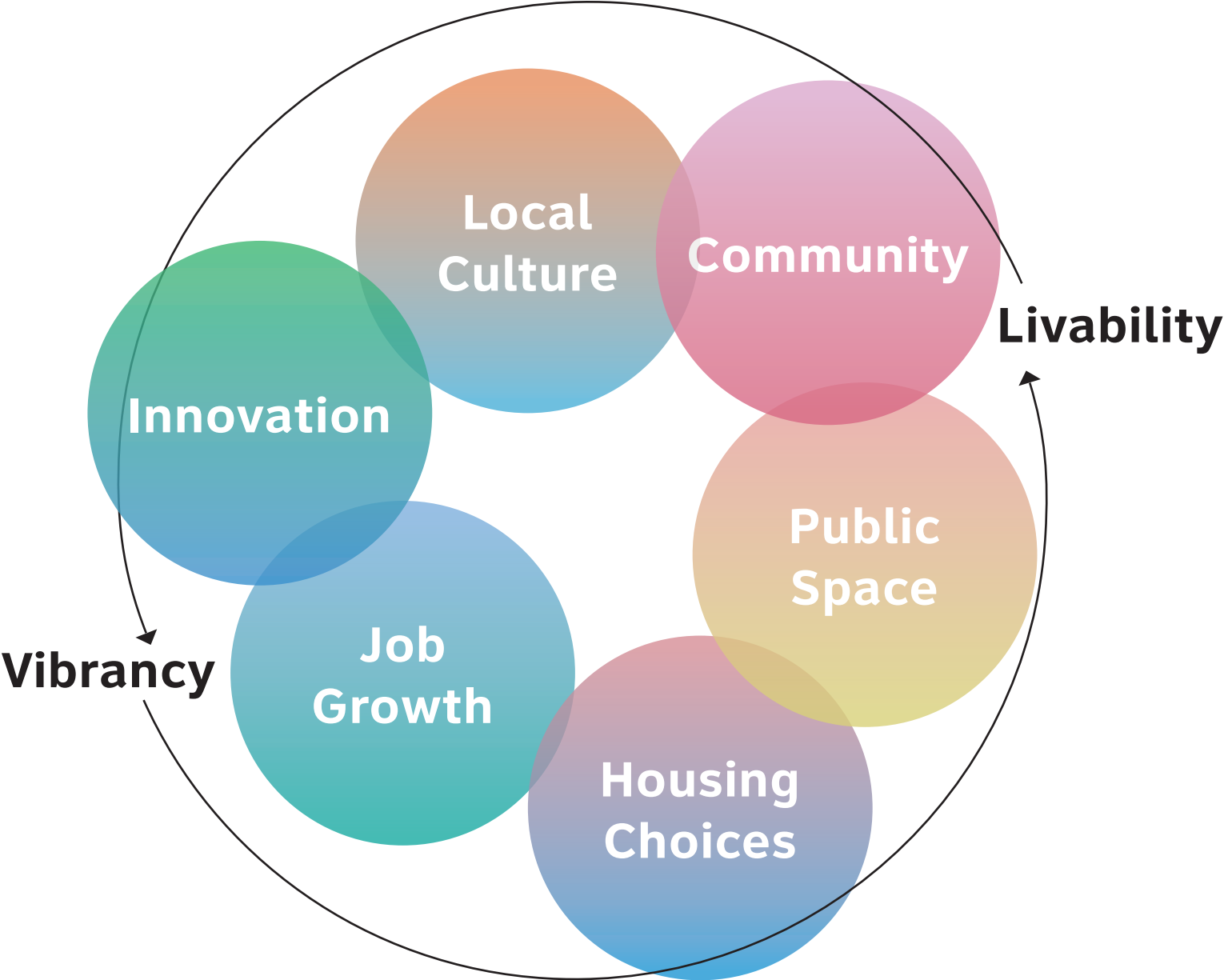
Based on the analysis of Pensacola's physical conditions and various existing assets (economic, cultural, institutional), we recommend a development framework that consists of two core components.

The first is the development of an Innovation Circle that leverages the existing cluster of cultural institutions and the emerging clustering of academic institutions and major employers in the downtown core. Greater placemaking and better connectivity to the waterfront can potentially transform the downtown area into a more attractive hub for talent, companies, and investors.

The second component of the framework is the creation of a Community Destination at Bruce Beach, extending the cultural and commercial activities along De Villiers Street to the waterfront and creating a place that preserves and celebrates local culture. A range of public realm improvement, open space development, and infill development could be studied to achieve the development framework.

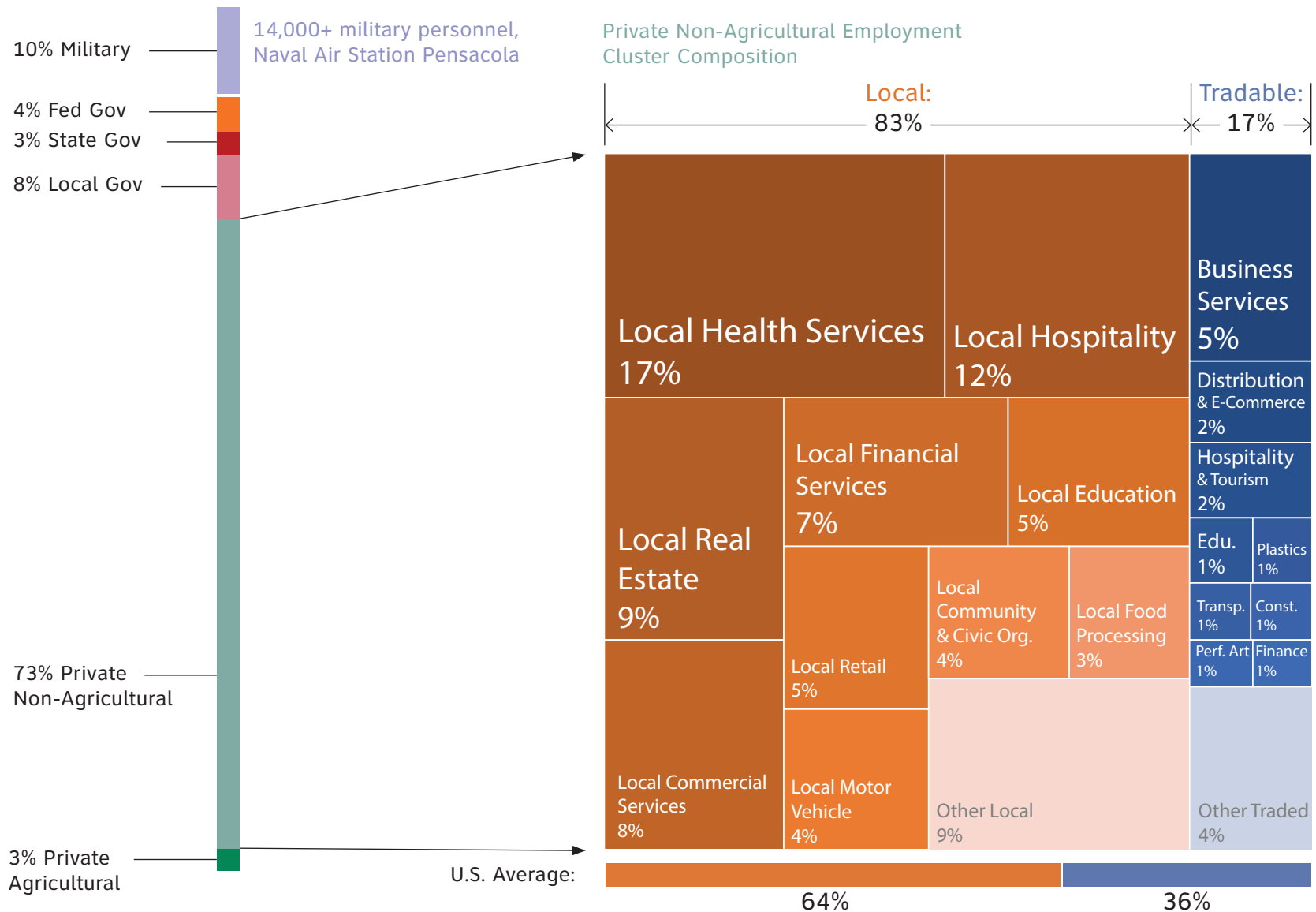
Capital  
Follows Talent.  
Talent Follows  
Place.





## LOCAL EMPLOYMENT SNAPSHOT

Active Military Duty + Civilian Employment

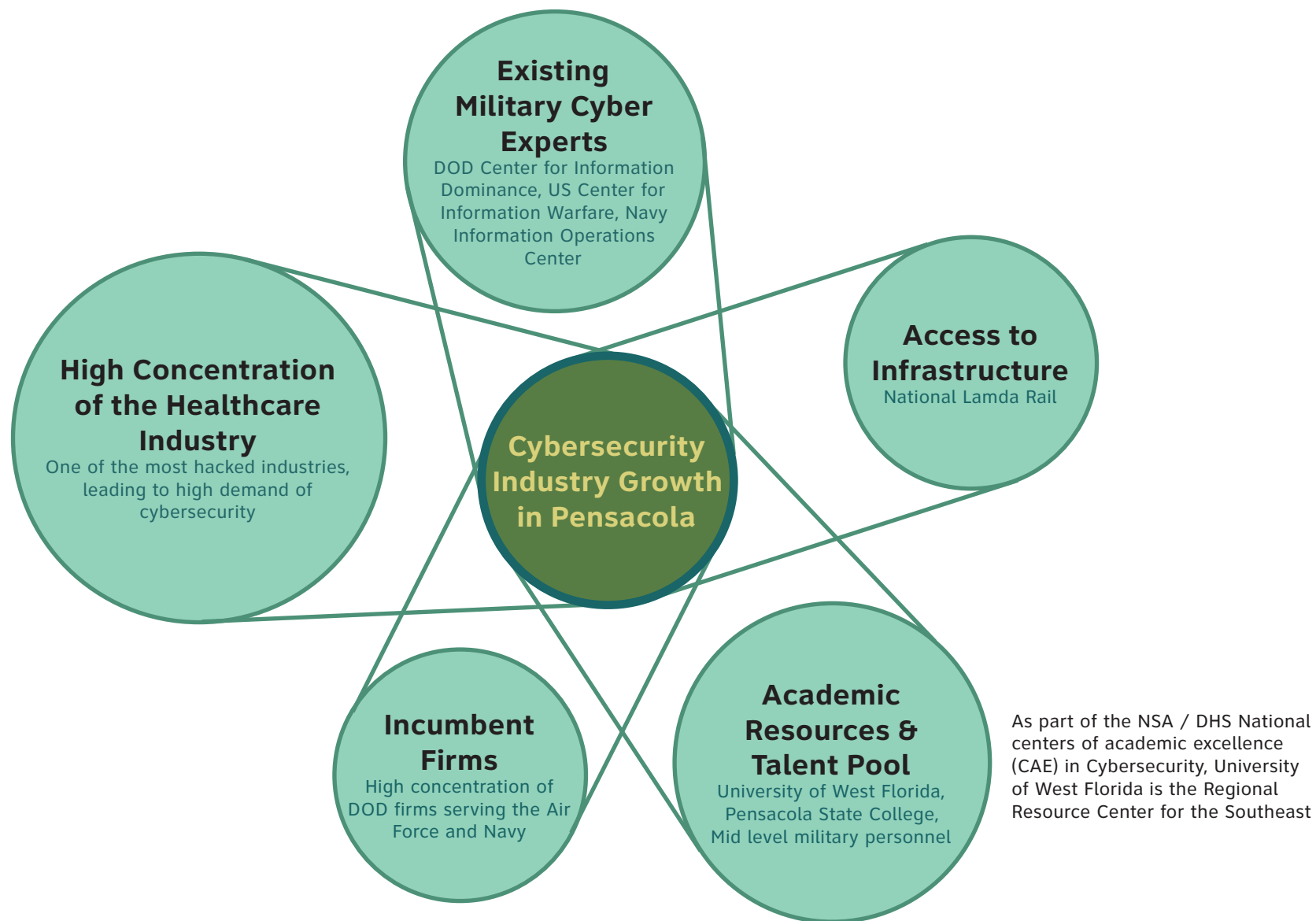


Data source: U.S. Bureau of Labor Statistics; U.S. Cluster Mapping (County-level data)  
 Military OneSource - Department of Defense (Naval Air Station Pensacola)



## UNIQUE ADVANTAGE IN CYBERSECURITY

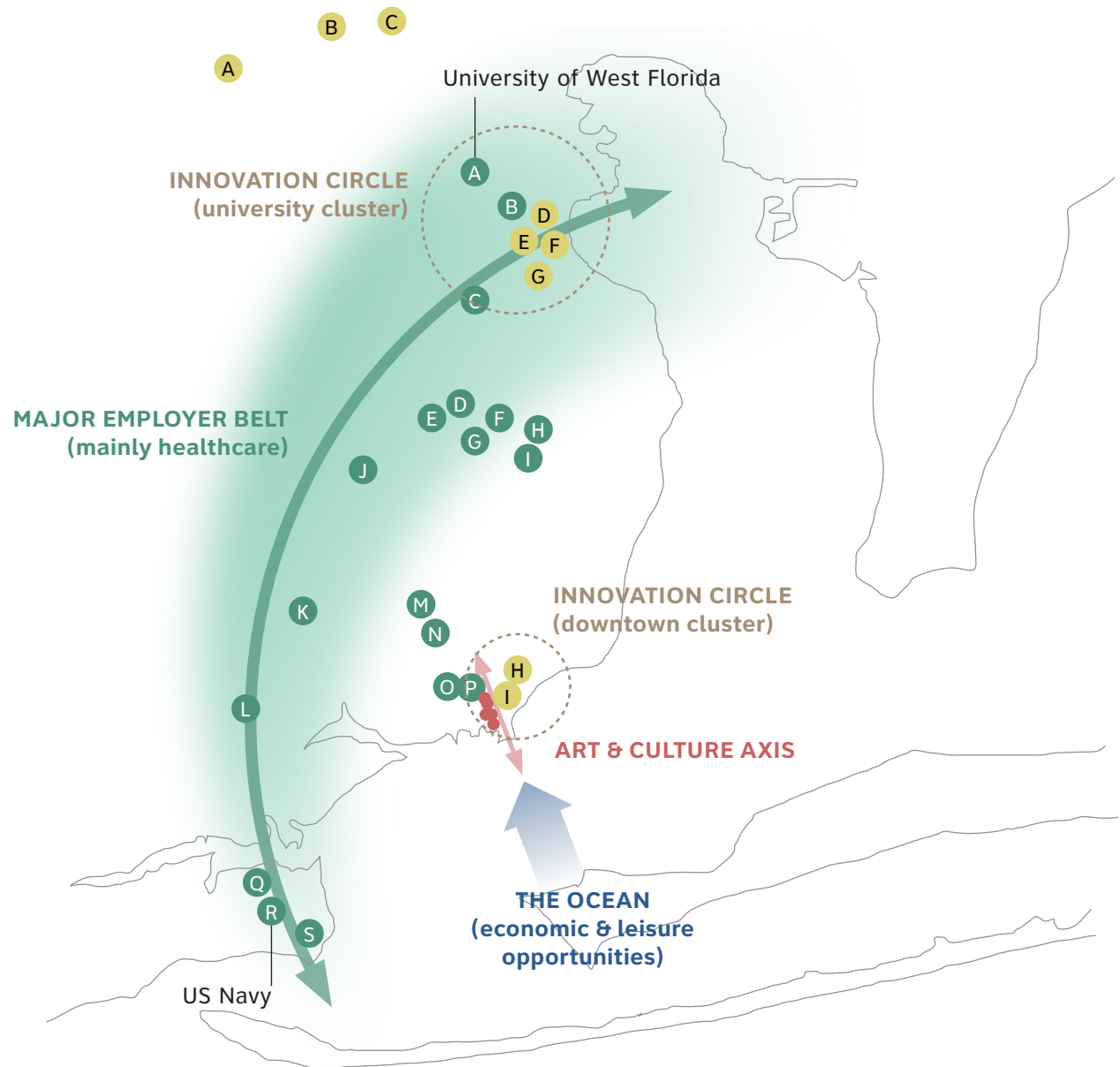
Cybersecurity, a growing industry, can thrive in Pensacola and provide innovation and economic opportunities to the region.



Data source: Florida West Economic Development Alliance; Allied Market Research

## ASSET MAP (METRO AREA)

- **Major employers**
  - A. University of West Florida
  - B. ACTS Retirement-Life Communities
  - C. Medical Center Clinic
  - D. Navy Federal Credit Union
  - E. Sears
  - F. Sacred Heart Health System
  - G. Lowe's
  - H. Pensacola State College
  - I. Gentiva Health
  - J. Consulate Health Care
  - K. Lowe's
  - L. US Navy Exchange
  - M. Lakeview Center Incorporated
  - N. Baptist Health
  - O. Booz Allen Hamilton
  - P. Escambia County
  - Q. CSRA / General Dynamics IT
  - R. US Navy
  - S. US Navy Exchange
- **Major innovators**  
 (based on number of patents)
  - A. Verax Technologies
  - B. Solutia Inc.
  - C. Huntsman Petrochemical Corp.
  - D. Homerun Holdings Corp.
  - E. QMotion
  - F. Wayne-Dalton Corp.
  - G. Pall Corp.
  - H. Institute for Human and Machine Cognition
  - I. Centerpin Technology
- **Art and cultural institutions**



Data source: Burning Glass / Labor Insight; Visit Pensacola



## ASSET MAP (DOWNTOWN) ↑ R

### Major employers

- A. Booz Allen Hamilton
- B. Escambia County

### Major innovators

(based on number of patents)

- C. Institute for Human and Machine Cognition
- D. Centerpin Technology

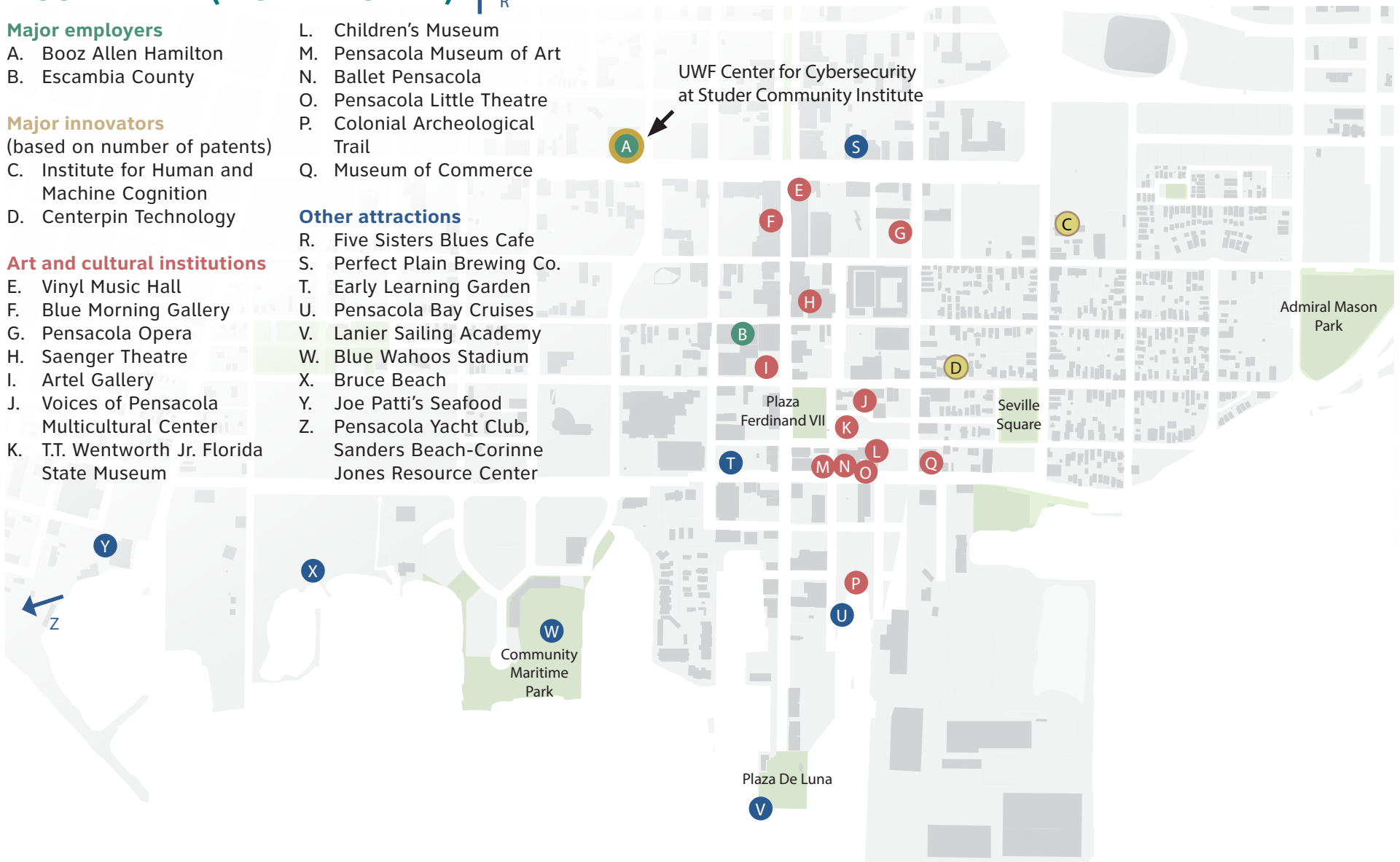
### Art and cultural institutions

- E. Vinyl Music Hall
- F. Blue Morning Gallery
- G. Pensacola Opera
- H. Saenger Theatre
- I. Artel Gallery
- J. Voices of Pensacola Multicultural Center
- K. T.T. Wentworth Jr. Florida State Museum

- L. Children's Museum
- M. Pensacola Museum of Art
- N. Ballet Pensacola
- O. Pensacola Little Theatre
- P. Colonial Archeological Trail
- Q. Museum of Commerce

### Other attractions

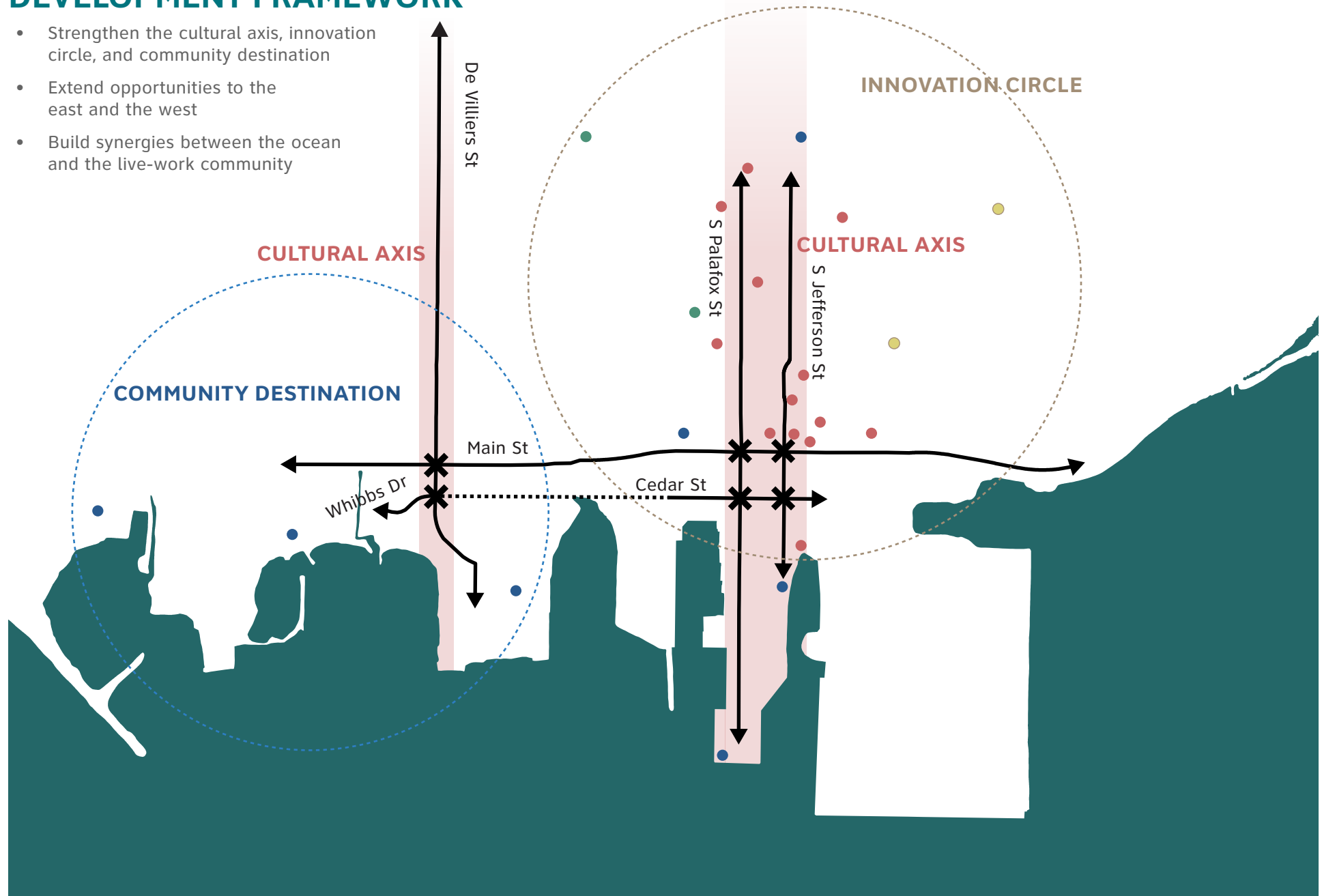
- R. Five Sisters Blues Cafe
- S. Perfect Plain Brewing Co.
- T. Early Learning Garden
- U. Pensacola Bay Cruises
- V. Lanier Sailing Academy
- W. Blue Wahoos Stadium
- X. Bruce Beach
- Y. Joe Patti's Seafood
- Z. Pensacola Yacht Club, Sanders Beach-Corinne Jones Resource Center



Data source: Burning Glass / Labor Insight; Visit Pensacola

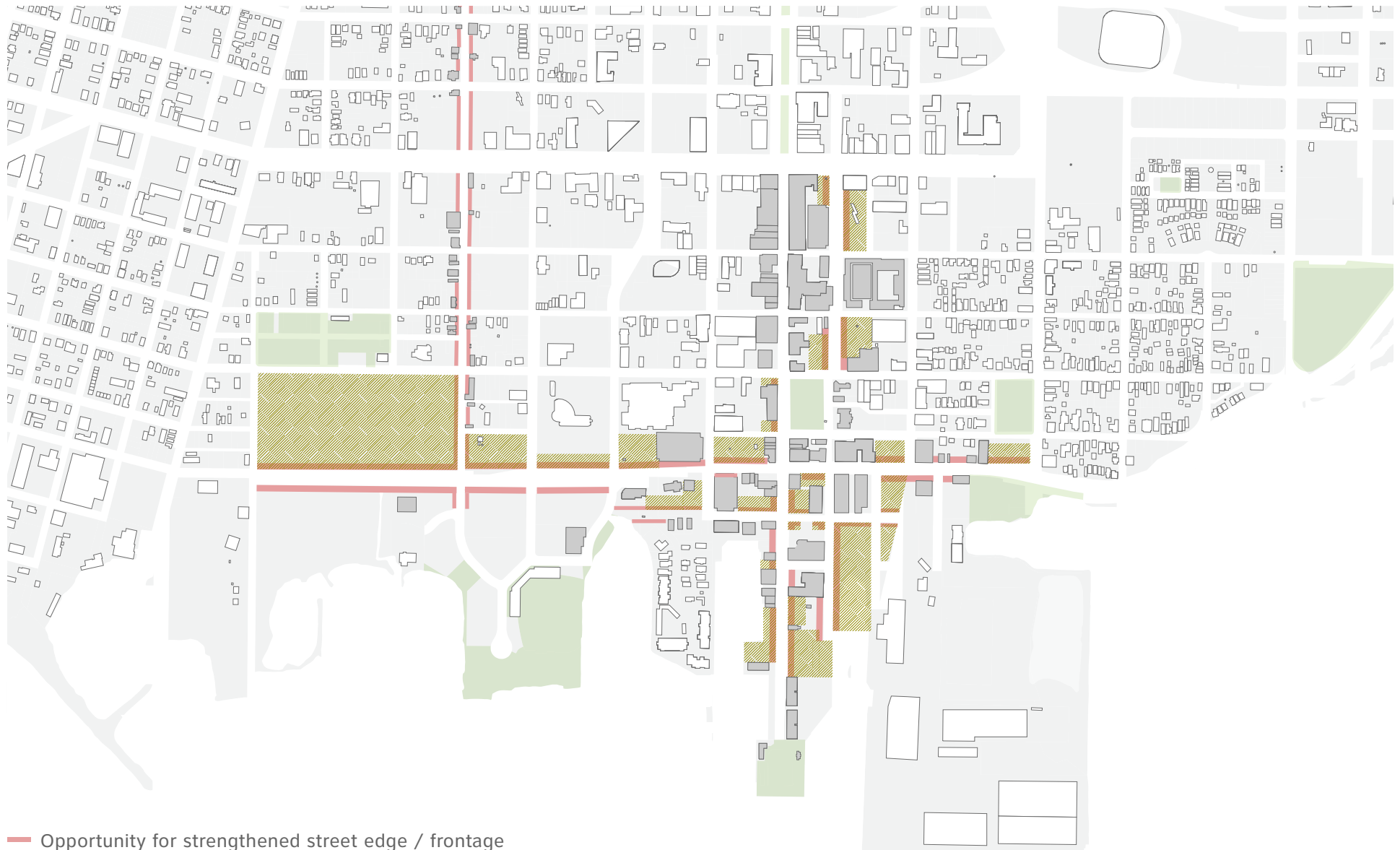
## DEVELOPMENT FRAMEWORK

- Strengthen the cultural axis, innovation circle, and community destination
- Extend opportunities to the east and the west
- Build synergies between the ocean and the live-work community



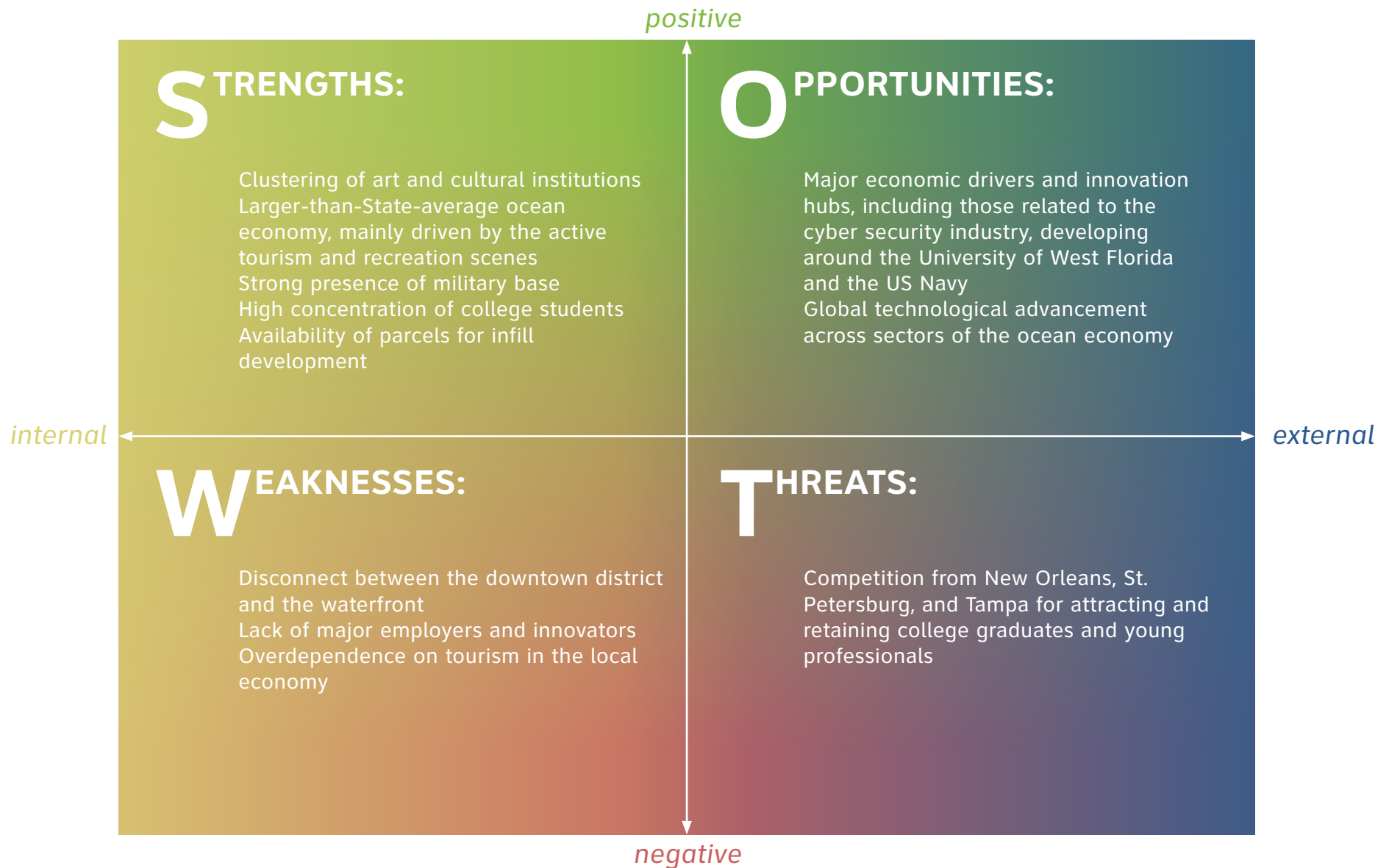


## DEVELOPMENT OPPORTUNITIES



- Opportunity for strengthened street edge / frontage
- Opportunity for parcel infill development
- Existing building block along street edge
- Existing park and open space

## SWOT ANALYSIS











# **PARKS AND OPEN SPACES AS ECONOMIC DEVELOPMENT STRATEGY**

# CASE STUDIES

SMALL AND MID-SIZED CITIES HAVE ADOPTED SIMILAR STRATEGIES AND ARE BEGINNING TO REAP THE BENEFITS, PROVIDING FURTHER EVIDENCE DEMONSTRATING THE ECONOMIC VALUE OF PARKS AND OPEN SPACE.



Data source: Census. BEA. US Cluster Mapping. The Trust for Public Land.





## BENCHMARKING

## PENSACOLA

## BEAUFORT

## BOULDER

## CHATTANOOGA

## GREENVILLE

## KNOXVILLE

## POPULATION

Metro Area Population (7/2018)	494,833	217,686	326,078	560,793	906,626	883,309
City Population (7/2018)	52,713	13,357	107,353	180,557	68,563	187,500
Metro Area Growth (2012-2018)	7.1%	12.3%	6.8%	4.3%	7.7%	4.2%
College Age Population (2017)	11.1%	9.5%	15.1%	8.9%	10.2%	10.0%
Young Adult Population (2017)	25.5%	22.5%	26.3%	25.8%	25.3%	24.6%

## ECONOMY

Metro Area GDP (2017)	\$18.0 billion	\$9.2 billion	\$25.3 billion	\$27.1 billion	\$42.1 billion	\$41.5 billion
Metro Area GDP Growth (2012-2017)	18.9%	21.4%	22.3%	18.3%	26.2%	20.2%
# Businesses (2016)	9.4k	5.8k	12.4k	11.2k	19.5k	18.1k
# Jobs (2016)	129.6k	62.2k	150.2k	217.7k	327.4k	337.8k
Major Economic Drivers	Business Services, Local Health Services, Hospitality	Hospitality, Business Services, Financial Services	Business Services, E-Commerce, Education	Transportation, Business Services, Insurance	Education, Production Technology, Plastics	Business Services, Automotive, Local Health Services

## PARKS AND OPEN SPACES

% Land Used for Parks	3%	1%	14%	8%	2%	5%
% Residents Within 10-Min Walk of Park	84%	35%	90%	37%	51%	50%
# Parks Within City	75	13	114	91	30	119
Parks Dept. Budget	\$6.4 million (2019)	\$3.1 million (2018)	\$29.9 million (2018)	N/A	\$8.7 million (2019)	\$23.1 million (2019)
Parks Dept. Budget per Resident	\$122 (2019)	\$229 (2018)	\$278 (2018)	N/A	\$128 (2019)	\$123 (2019)



## CASE 1: Beaufort, SC

### THE ACTION:

Beaufort recognized the important role “place” plays in its economy and adopted the Beaufort Civic Master Plan in 2014.

The plan set a goal of creating inviting public spaces that are within a 5-minute walk of all homes and businesses and connected to the city’s existing natural infrastructure.

### THE RETURN:

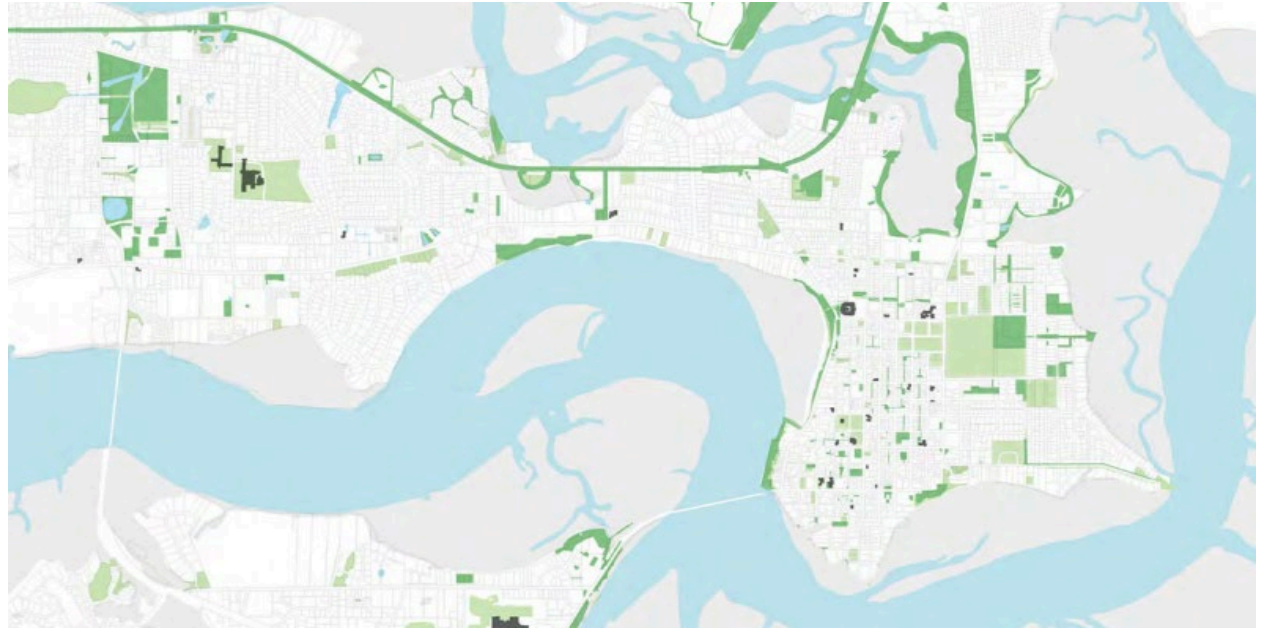
This strategy has bolstered Beaufort’s tourism-based economy. In 2016, \$116 million of GDP and \$3.46 million of local tax revenue were attributable to park, trail, and open space visitor spending.

### THE BROADER IMPACT:

Beaufort’s efforts to cultivate a high quality of life through the preservation and promotion of open spaced helped it become the 12th fastest growing metropolitan area in the country in 2015.

The city is now using this momentum to diversify its economy and develop a tech sector called the “Beaufort Digital Corridor”, planning to leverage its high-amenity community as a means of alluring talent.

Data source: City of Beaufort, SC, “Beaufort Civic Master Plan” (2014). The Trust for Public Land, “The Economic Benefits of Parks, Trails, and Conserved Open Spaces in Beaufort County, SC” (2018). U.S. Census Bureau, “County and Metro Area Population Estimates” (2015). Post and Courier, “In a Tide of Stagnant Economic Growth, Beaufort is Betting on the Tech Sector” (2018).





## CASE 2: Boulder, CO

### THE ACTION:

Since the 1960s, the City of Boulder has been acquiring and cultivating greenbelts in an attempt to control sprawl and preserve open space.

### THE RETURN:

These parklands provide immediate economic value to both citizens and the local government.

One study found that the average value of properties adjacent to the greenbelt would be 32% higher than those 3,200 walking feet away.

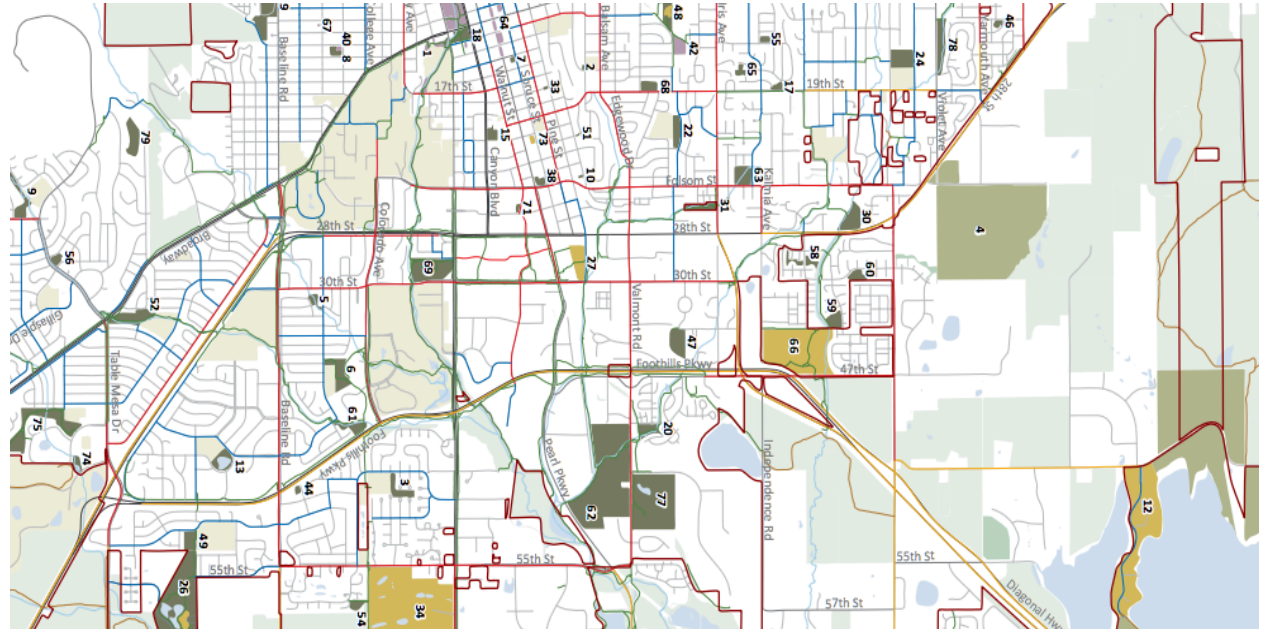
### THE BROADER IMPACT:

The city recognizes its 1800 acres of parkland as a vital community asset that is central to its overall economic development strategy and continues to make open space preservation a crucial component of its comprehensive plans.

Boulder's high quality of life continues to attract skilled workers and has helped to transform the city into an emerging innovation center.

Boulder was named one of the top 25 metro areas for high growth firms (and was among the smallest in terms of population).

Data source: City of Boulder, CO, "Boulder Parks and Recreation Department Master Plan" (2014). Correll et al "The Effects of Greenbelts on Residential Property Values: Some Findings on the Political Economy of Open Space" (1978). City of Boulder, CO, "Open Space and Mountain Parks Master Plan" (2019). Brookings Institution, "High-Growth Firms and Cities in the US: An Analysis of the Inc. 5000" (2018)





## CASE 3: Chattanooga, TN

### THE ACTION:

Deindustrialization left large parcels of riverside land disused and the downtown in decline. A city-funded task force recommended the creation of a linear series of waterfront parks as a means of providing amenities to local residents and transforming Chattanooga into a regional attraction.

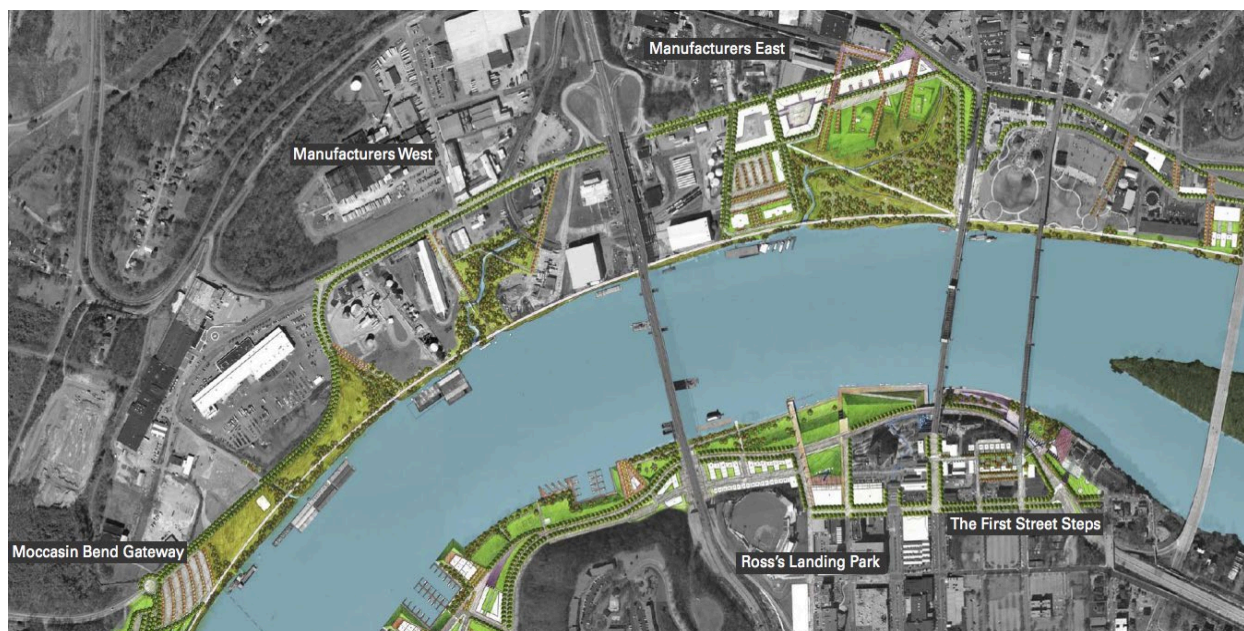
### THE RETURN:

The river parks began spurring private investments in the downtown area, attracting patrons and new business establishments. The success of initial public realm investments led Chattanooga to launch another round of revitalization with the 21st Century Waterfront Plan. Renaissance Park, part of the 21st Century Waterfront Plan, has spurred \$55 million of investment in redevelopments nearby. Aggregate land values within a quarter mile of the park increased 821% between 2005 and 2013.

### THE BROADER IMPACT:

Civic infrastructure was critical in Volkswagen's decision to locate a new manufacturing plant in Chattanooga. In 2015, this dense, walkable, and interconnected neighborhood was designated as Chattanooga's Innovation District, which now teems with accelerators and research labs.

Data source: Brookings Institution, "Restoring Prosperity Case Study: Chattanooga, TN" (2008). River City Company, "21st Century Waterfront: Chattanooga, TN" (2002). Landscape Architecture Foundation, "Landscape Performance Series: Renaissance Park, Chattanooga" (2014). Bass Center for Transformative Placemaking (Brookings), "Opportunities for Transformative Placemaking: Chattanooga Innovation District, TN" (2018)





## CASE 4: Greenville, SC

### THE ACTION:

The BMW Plant seeded in Greenville one of the country's largest automotive clusters. In the ensuing decades, approximately 22,000 jobs and 223 companies moved to Upstate South Carolina, causing the Greenville metro area's population to swell. To preserve the city's livability amid this rapid growth and to remain an attractive place for firms to locate, Greenville has undertaken the development of new master plans for its downtown that prioritize linkages between open spaces and other public assets.

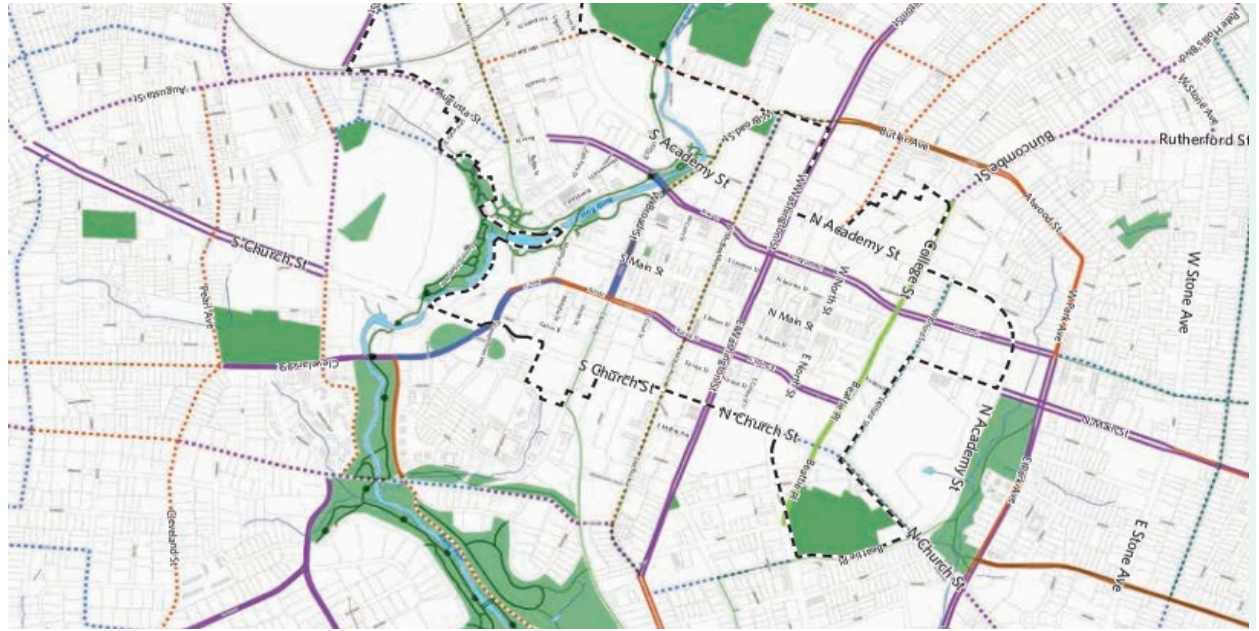
### THE RETURN:

A \$13.5 million investment in Falls Park downtown has yielded nearly \$600 million in nearby development since its completion in 2004. Greenville homes located within 600 feet of an "attractive" park (with sports facilities, playgrounds, trails, etc) sold for almost 14 percent more than other homes.

### THE FUTURE:

The economic impact taught the City to invest strategically and revitalize local economy. Successful examples of value-driving parks inform Greenville's plans for Unity Park, the marquis piece of the city's recent master plan.

Data source: University of South Carolina School of Business, "BMW's Impact in South Carolina" (2014). Brookings Institution, "Rethinking Cluster Initiatives: Upstate South Carolina" (2018). City of Greenville, SC, "Downtown Strategic Master Plan" (2019). Bruner Foundation, "Challenging Conventions: The 2015 Rudy Bruner Award for Urban Excellence" (2015). Espey, Molt and Owusu-Edusei, Kwame, "Neighborhood Parks and Residential Property Values in Greenville, SC" (2001)





## CASE 5: Knoxville, TN

### THE ACTION:

As Knoxville-Knox County's population was projected to reach 525,000 by 2030 (a 37% increase from 2000), Knoxville decided to create its first-ever comprehensive plan for parks out of a desire to preserve the region's critical natural features.

Knoxville-Knox County has about 6,000 acres of usable park land, most of which is concentrated in the Urban Wilderness area, approximately 2 miles from downtown - a proximity unmatched in the U.S. that presents a unique economic opportunity.

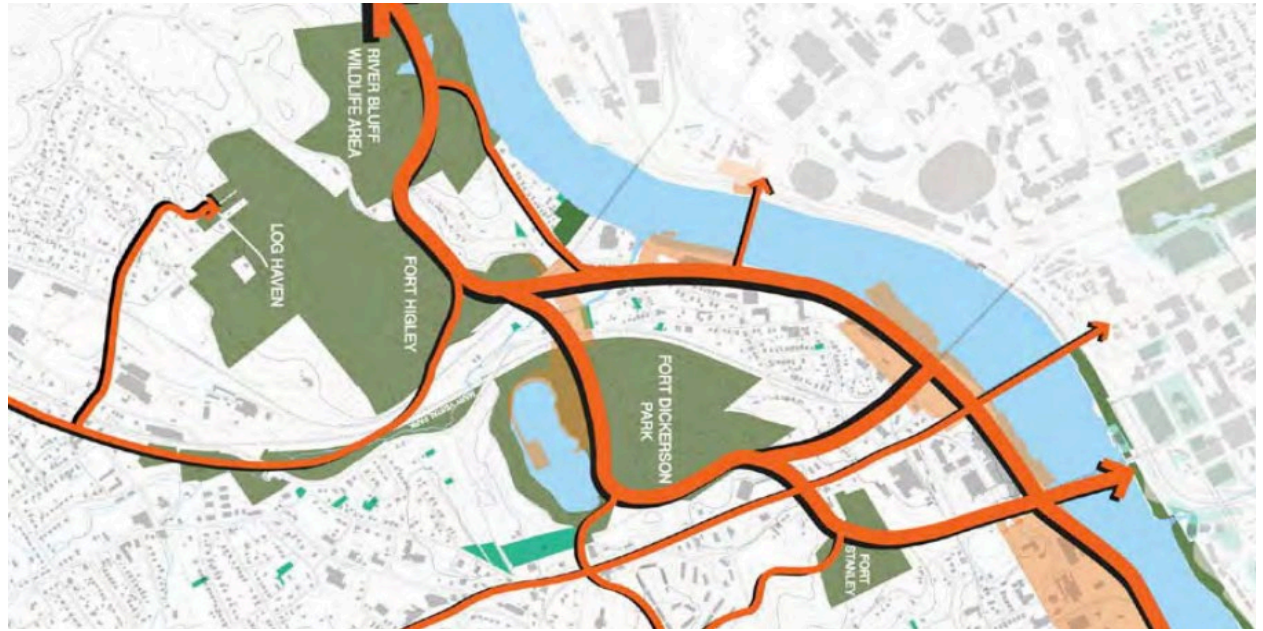
### THE RETURN:

The Urban Wilderness currently generates \$14.7 million in economic output as a local amenity. Study found that if accessibility was improved and a clear connection to downtown was established, the Urban Wilderness could generate up to \$51.2 million.

### THE FUTURE:

In an attempt to capture this value, Knoxville unveiled plans to transform an old highway into the Urban Wilderness Gateway Park, which will create an Urban Wilderness entryway, connect the previously detached trails and carry them north into downtown.

Data source: The Knoxville-Knox County Metropolitan Planning Commission, "The Knoxville-Knox County Park, Recreation, and Greenways Plan" (2009). University of Tennessee Baker Center for Public Policy, "Economic Potential of South Knoxville's Urban Wilderness" (2015). City of Knoxville, TN, "Urban Wilderness Gateway Park: Vision, Framework + Concept Design" (2019)



# PRELIMINARY PROJECTION:

## REAL ESTATE AND FISCAL IMPACT OF CATALYTIC PROJECTS

James Lima Planning + Development (JLP+D) investigated six categories of economic benefits attached to investments in parks and open spaces. Two are centered around real properties. The real estate and fiscal benefits of parks and open space development were calculated in two parts:

1. **Proximity Premium:** Increased property value due to proximity to parks and open spaces
2. **New Development:** Induced development at locations that are proximate to parks and open spaces

Based on the analysis, JLP+D estimated an approximate \$14.2 million net present value (NPV) of additional City tax revenue over a 20-year period as a result of potential property value increase and real estate activities surrounding the SCAPE catalytic projects. The NPV of additional tax revenue in the Hashtag Connector impact area was estimated at approximately \$8.7 million; the NPV in the Bruce Beach impact area was estimated at approximately \$5.6 million.

Other areas of potential economic benefits include tourism, increased spending, job creation, and business and talent attraction. A more in-depth economic model could be used to estimate these additional economic benefits.

In the calculation for the two SCAPE catalytic projects, JLP+D gathered property data from Escambia County GIS on all parcels within 1,350 feet (approximately a quarter mile) from the Bruce Beach and Hashtag Connector project sites.

Non-taxed parcels were excluded from the calculation – these are parcels with no ad valorem taxes, owned by City, County, State, and Federal governments, as well as parcels with current uses such as church, charitable, forest and park, public school, leasehold interest, utility, gas, electric, right-of-way, submerged, and wasteland. Also excluded are non-taxed parcels owned by Historic Pensacola.

A subset of City-owned vacant commercial and leasehold interest parcels do have development potential based on the design study – they were accounted for in the impact calculation.

The Hashtag Connector impact area consists of parcels totaling 127.8 acres. The Bruce Beach impact area consists of 140.2 acres.









# **APPENDIX: COMMUNITY ENGAGEMENT MATERIALS AND FINDINGS**

# WATERFRONT FRAMEWORK WORKSHOPS

## WE MET WITH:

**190 CIVICCON PARTICIPANTS**

**24 LOCAL AND ENVIRONMENTAL EXPERTS**

**26 PROPERTY OWNERS**

**22 HIGH SCHOOL STUDENTS**

**32 COMMUNITY LEADERS**





Image Credit: Gregg Pachkowski, PNJ

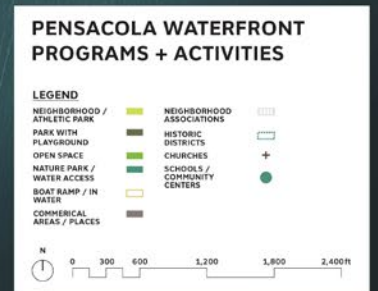


**PENSACOLA WATERFRONT PROGRAMS + ACTIVITIES**

**LEGEND**

NEIGHBORHOOD / ATHLETIC PARK	NEIGHBORHOOD ASSOCIATIONS	HISTORIC DISTRICTS	CHURCHES
PARK WITH PLAYGROUND	OPEN SPACE	NATURE PARK / WATER ACCESS	SCHOOLS / COMMUNITY CENTERS
BOAT RAMP / IN WATER	COMMERCIAL AREAS / PLACES		

0 300 600 1,200 1,800 2,400 ft





# CONNECTIVITY + CIRCULATION



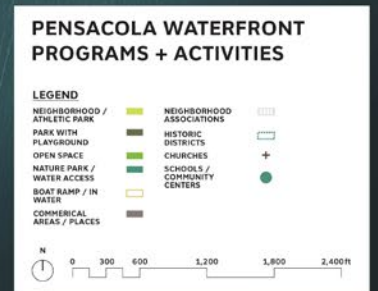


**PENSACOLA WATERFRONT PROGRAMS + ACTIVITIES**

**LEGEND**

NEIGHBORHOOD / ATHLETIC PARK	NEIGHBORHOOD ASSOCIATIONS	HISTORIC DISTRICTS	SCHOOLS / COMMUNITY CENTERS
PARK WITH PLAYGROUND	CHURCHES	+	
OPEN SPACE	NATURE PARK / WATER ACCESS		
BOAT RAMP / IN WATER	COMMERCIAL AREAS / PLACES		

0 300 600 1,200 1,800 2,400 ft

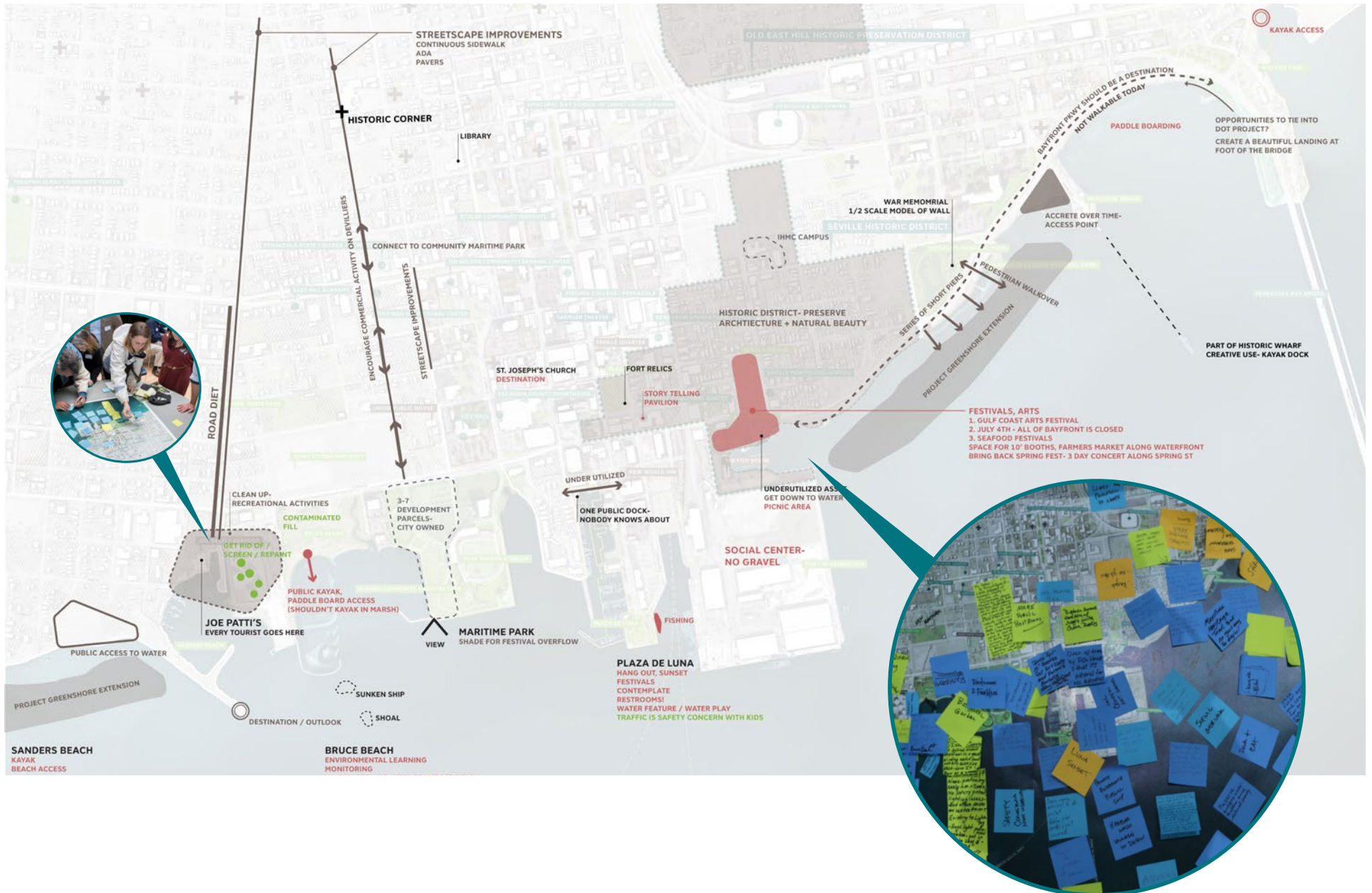




# SEA LEVEL RISE



## PROGRAMS + ACTIVITIES





# KEY TAKEAWAYS

- UTILIZE, ENHANCE + CONNECT EXISTING ASSETS AND HISTORY
- ENGAGE COMMUNITY AND SCHOOLS IN ENVIRONMENTAL EDUCATION AND MONITORING
- CONTINUOUS TRAIL OR BOARDWALK
- SHADE EVERYWHERE
- DIVERSITY OF ACTIVITIES, MORE ACCESS POINTS ALONG THE WATERFRONT
- AMENITIES: REST ROOMS, PUBLIC DOCKS, BIKE LANES, TRAILS, PIERS, ETC.

[illegible]



# KEY TAKEAWAYS

- CONNECT EAST TO THE WEST WITH A CONTINUOUS WATERFRONT TRAIL
- SAFE NEIGHBORHOOD CONNECTIONS TO THE WATER
- SLOW DOWN AND REDIRECT TRUCK TRAFFIC AWAY FROM DOWNTOWN
- LINK EXISTING ASSETS
- BRING PEOPLE TO THE WATER
- SEPARATE BIKES AND PEDESTRIANS
- ACCOMMODATE A DIVERSITY OF MOBILITY OPTIONS

**PENSACOLA WATERFRONT**



# KEY TAKEAWAYS

- DAYLIGHT CREEKS AND MANAGE STORMWATER
- SOFTER EDGES: BEACHES, RIP RAP
- STORMWATER FEATURES ALONG STREETS
- MORE SHADE, ENRICH ECOSYSTEMS
- HABITAT CONNECTIVITY ALONG WATERFRONT AND TO THE NORTH
- ACTIVE EDUCATION, MONITORING, ENGAGE WITH SCHOOLS
- MAINTAIN PREVIOUSLY ENHANCED AREAS AND INTERTIDAL ZONES
- CLEAN UP AND RESTORE AREAS INTO RECREATIONAL ASSETS





# KEY TAKEAWAYS

- EDGES AND FILL AREAS ARE VULNERABLE TO SEA LEVEL RISE
- FLOOD ZONES - MOUTH OF WASHERWOMAN CREEK, UNDER 17TH AVE BRIDGE, CORRINE JONES PARK, FORMER ECUA SITE
- PLAN FOR SHORT VS. LONG TERM SUSTAINABLE DEVELOPMENT

## PHYSICAL MODEL: WATERFRONT ACTIVITIES





# KEY TAKEAWAYS

- WATER EXPERIENCES NEAR BARTRAM PARK
- INCREASED PLANTING ALONG BAYFRONT PARKWAY
- PASSIVE AND ACTIVE RECREATION AND WATER ACTIVITIES AROUND MARITIME PARK AND BRUCE BEACH
- BAYFRONT BOULEVARD CONTAINS BARRIERS TO WATERFRONT ACCESS

The map illustrates the Fisherville area in Pensacola, Florida, with various urban and environmental features. Key locations and features include:

- EPA COMPLETING CLEANUP, PILING SOIL** and **ACW SUPERFUND SITE** in the upper left.
- FORMER OUTFALL - DIVERTED** and **STORMWATER TRETMENT UNDERNEATH ROAD** in the center.
- MONITORING WELLS (CLEANUP COMPLETED)** and **PENSACOLA YACHT CLUB** on the left.
- CITY TO PURCHASE GROTTA HALL/ JONES RESOURCE CTR** and **SANDERS** in the center.
- CENTER HIGHLY UTILIZED!** and **FISHERVILLE / FISHERS HOUSE** in the center.
- PRIVATE WATERFRONT RESIDENCES** and **OUTFALL** along the waterfront.
- YOUTH BOATING ACTIVITIES** and **KAYAK ROUTE** in the lower left.
- ESTUARIAN AND WETLANDS** in the lower left.
- CORINNE JONES PARK** and **BRUCE BEACH** on the right.
- NEED PEDESTRIAN IMPROVEMENT** and **EXTEND COMPLETE STREET** in the upper right.
- CHANGE AREA TO RESIDENTIAL?** and **RAIL TRACKS CAN BE REMOVED UP TO B ST.** in the center-right.
- WATER ACCESS?** and **PUBLIC ACCESS?** in the lower right.
- BOARDWALK TO JETTY** in the lower right.

The map also shows a grid of streets and a dashed line indicating a "0.5 mile to 1 mile" distance.

## SANDERS BEACH



# KEY TAKEAWAYS

- WATER ACCESS IS DISJOINTED
- PRIVATE RESIDENCES IMPEDE A CONTINUOUS WATERFRONT PATH
- PEDESTRIAN IMPROVEMENTS NEEDED - SIDEWALKS ARE NOT CONTINUOUS
- EXISTING PIER REMNANTS OFFER OPPORTUNITY FOR FUTURE WATER ACCESS
- ACW SUPERFUND SITE IS BEING REMEDIATED BY EPA, OFFERS OPPORTUNITY AS FUTURE NEIGHBORHOOD ASSET

## ACTIVITY CARDS

### EXPERIENCE

EXPERIENCE: THE LOOK AND FEEL OF ... SHOULD BE ...

WATER	PLANTING	EDGES	+1

EXPERIENCE: THE LOOK AND FEEL OF ... SHOULD BE ...

WATER	PLANTING	EDGES	+1

EXPERIENCE: THE LOOK AND FEEL OF ... SHOULD BE ...

WATER	PLANTING	EDGES	+1

NOTES + COMMENT

WE WANT TO SEE *More family oriented places & events, food trucks closer to the waterfront, things all in one place, and more sunlight for Instagram pictures & shade for the summer time, all dogs*

WE DON'T WANT TO SEE *More things no dead plants, more things to get clutter thrown away, less things that can be done alone*

### ACTIVITIES

ACTIVITIES: PEOPLE SHOULD BE ABLE TO ...

PLAY	ENGAGE	RELAX	+1

ACTIVITIES: PEOPLE SHOULD BE ABLE TO ...

PLAY	ENGAGE	RELAX	+1

ACTIVITIES: PEOPLE SHOULD BE ABLE TO ...

PLAY	ENGAGE	RELAX	+1

NOTES + COMMENT

WE WANT TO SEE *connected waterfront, safe environment for people to hang out, and be educated with waterfront history & ecological info*

WE DON'T WANT TO SEE *2 bike path*



## CATALYTIC PROJECTS WORKSHOPS





## ACTIVITY CARDS: ENGAGE

					
					
					
					
					
					
					
				Food-Related Accessibility Community Garden African American Heritage Facility on Bruce Beach	



ALL MEETINGS: PICTURE YOUR WATERFRONT GROUP SELECTION SUMMARY



ACTIVITY CARDS: PLAY







Play for All Ages



ALL MEETINGS: PICTURE YOUR WATERFRONT GROUP SELECTION SUMMARY

## ACTIVITY CARDS: RELAX



ALL MEETINGS: PICTURE YOUR WATERFRONT GROUP SELECTION SUMMARY



ACTIVITY CARDS: WATER





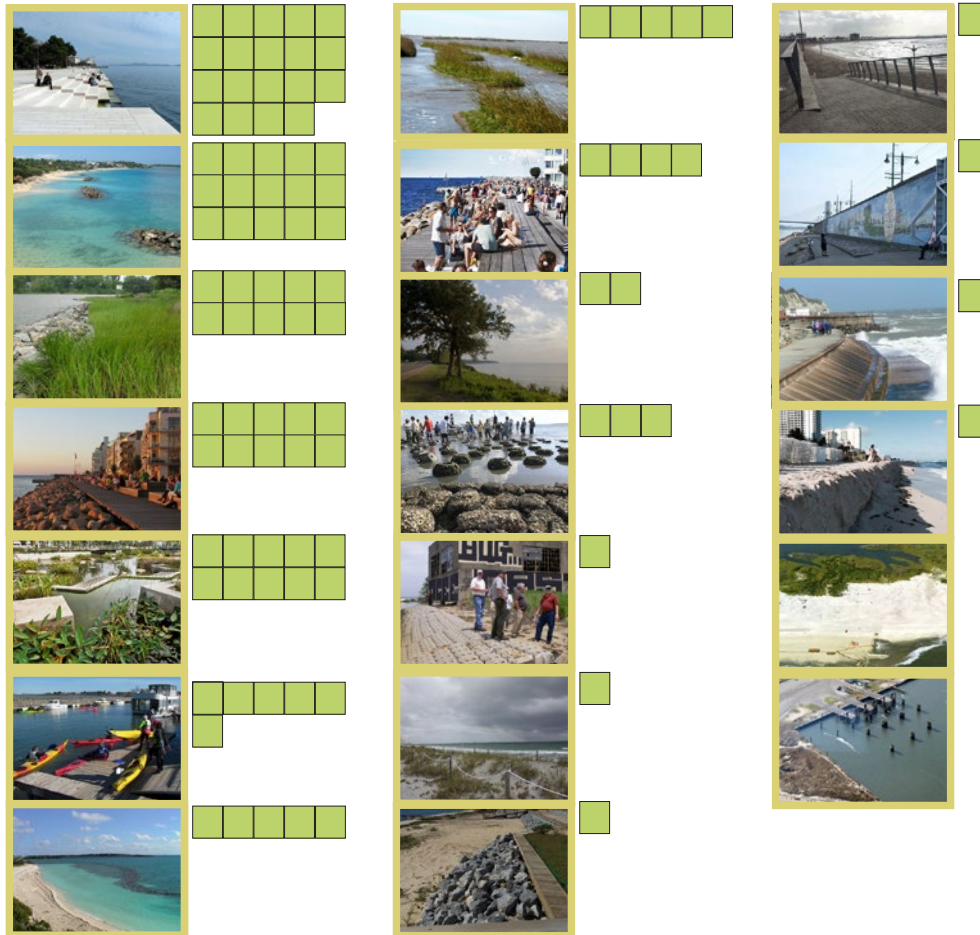


Activities for All Ages



ALL MEETINGS: PICTURE YOUR WATERFRONT GROUP SELECTION SUMMARY

## ACTIVITY CARDS: EDGES



ALL MEETINGS: PICTURE YOUR WATERFRONT GROUP SELECTION SUMMARY



## ACTIVITY CARDS: PLANTING



## ALL MEETINGS: PICTURE YOUR WATERFRONT GROUP SELECTION SUMMARY

# CATALYTIC PROJECTS WORKSHOPS

## BRUCE BEACH

**BRUCE BEACH**

PEOPLE SHOULD BE ABLE TO ...

PLAY	LEARN	RELAX
Good plan design for Bruce's beach at this time.		

**BRUCE BEACH**

PEOPLE SHOULD BE ABLE TO ...

PLAY	LEARN	RELAX

**BRUCE BEACH**

PEOPLE SHOULD BE ABLE TO ...

PLAY	LEARN	RELAX
Runnel Walk Picnic		X

TELL US YOUR VISION FOR BRUCE BEACH!

Connector Bridge  
Beach Over Umbrella Rentals  
Dune-protected View of Beach from Main Street

Mark on the plan where you would like to see different activities or engage in new activities at Bruce Beach. We welcome all ideas!

SCAPE

## HASHTAG

**WATERFRONT "HASHTAG" CONNECTOR**

PEOPLE SHOULD BE ABLE TO ...

ACCESS	SHOP	RELAX

TELL US YOUR VISION FOR THE WATERFRONT CONNECTOR!

Bike + pedestrian pathways  
North + South  
Road diets on Main St  
Trees + shade

Mark on the plan where you would like to see different activities or engage in new activities around the Waterfront Connector. We welcome all ideas!

SCAPE

## WATERFRONT FRAMEWORK

**NEXT STEPS FOR THE PENSACOLA WATERFRONT FRAMEWORK PLAN**

NOT MY FIRST PRIORITY

**NEXT STEPS FOR THE PENSACOLA WATERFRONT FRAMEWORK PLAN**

NOT MY FIRST PRIORITY

**NEXT STEPS FOR THE PENSACOLA WATERFRONT FRAMEWORK PLAN**

NOTES + COMMENTS

MY FIRST PRIORITY IS...

...waterfront planning... ...GOOD PARTNER FOR IMPLEMENTATION IS...  
...beach... ...waterfront... ...beach... ...waterfront...  
...beach... ...waterfront... ...beach... ...waterfront...  
...beach... ...waterfront... ...beach... ...waterfront...  
...beach... ...waterfront... ...beach... ...waterfront...

SCAPE



## WATERFRONT FRAMEWORK WORKSHOPS



