

BELMONT DEVILLIERS NEIGHBORHOOD LAND USE PLAN

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Prepared For

Community Redevelopment Agency (CRA) of the City of Pensacola

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The project team would like to express their gratitude to all the residents, property owners and the other interested parties who participated in the public workshops, surveys and neighborhood walkabout conducted for this project. Their ideas and feedback form the basis of this plan, and the general principles, redevelopment strategies, and proposed future land use recommendations are a direct result of their efforts.

Preface

The Belmont/DeVilliers Neighborhood Land Use Plan is built on three principle areas that form the foundation for the Plan's recommendations. These areas include the historical neighborhood characteristics, the most recent successful community planning efforts in the late 1990's focusing on the four block commercial core area and the efforts of all the many residents and business owners who participated in this neighborhood-wide planning process in the Fall of 2003. Based on communication that occurred during a series of public forums, and the ideas and dreams that were generated by the participants at these public workshops, this land use plan is presented as a guide for redevelopment that will usher in a new era in the ongoing history of the Belmont/DeVilliers neighborhood.

The purpose of this project is to develop a plan for land use in the neighborhood that will help protect, preserve, and enhance the quality of life in the area. The plan is not intended to be comprehensive in addressing all the issues and concerns of the neighborhood, but rather provides a flexible framework for land uses to compliment and promote the revitalization goals expressed by the participants in the planning process

The plan will be presented to the Community Redevelopment Agency (CRA) for approval. Approval of the plan does not alter any current zoning or the City's Comprehensive Plan. It does however lay out a preferred future and a variety of implementation strategies that the CRA will cooperatively incorporate into the Belmont/DeVilliers Redevelopment Work Program. In identifying improvement strategies and actions for implementation, the work program will coordinate with a number of plans covering the Belmont/DeVilliers area previously approved by City Council. These include the Pensacola Comprehensive Plan, the Community Redevelopment Area Plan and the Enterprise Zone Strategic Plan.







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Historic Architecture



Part 1: Existing Conditions

A. HISTORICAL DEVELOPMENT*

The Belmont DeVilliers neighborhood is rooted in the history of Pensacola - from its beginnings in the late 1880's to its heyday in the 1930's and 1940's. At that time, the neighborhood was characterized by a strong residential base served by many local and regional businesses. Beginning in the 1950's, the decay and demolition of buildings throughout the neighborhood caused a weakening in its physical framework and diminished its social structure to some extent. The good news is that the neighborhood still includes many of its original structures - residential, commercial, religious and public. It also includes a population of residents and business owners who are dedicated to reinvigorating this area and transforming it into a vibrant and diverse community that is sensitive to its past while providing for a positive future.

The Belmont DeVilliers neighborhood in the City of Pensacola is known traditionally as part of West Hill. The neighborhood developed as part of a wider geographic area that served as an early suburb of the old city section between the 1880's and 1930's. With the beginning of "Jim Crow" legislation in Florida in 1905, and a gradual increase in racial separation in Pensacola, the Belmont and DeVilliers intersection developed as a core for the African-American business community.

At the turn of the 20th century businesses were traditional neighborhood industries consisting of barbers, meat markets, bakers and grocery stores. In the early 20th century, business interests were concentrated at the intersection of Belmont and DeVilliers Streets. Private homes and businesses that operated out of houses made up the rest of the blocks. Over the next half century change came to the business district. New buildings and larger operations gradually replaced the private houses on Belmont and DeVilliers Streets.

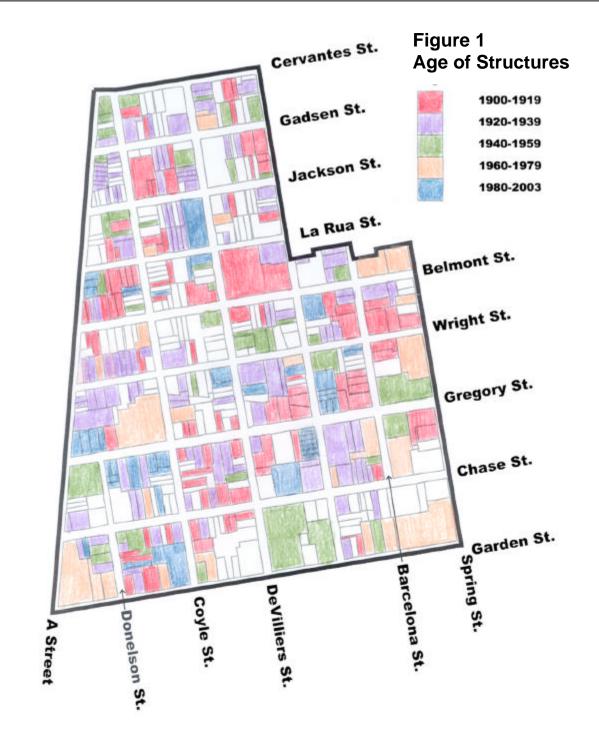
During the 1920's and 1930's there was an expansion of goods and services available in the neighborhood. The corner grocery store and meat market still existed, however furniture stores, doctors, pharmacies and restaurants joined them.

In the late 1940's and into the 1950's, the four-corners of the Belmont/DeVilliers intersection were home to some of the districts' most important companies. The Escambia Furniture Company was located on the southwest corner. Smith's Bakery was on the northeast corner from its beginnings in 1928 and remained in operation on this site into the 1980's. The northwest corner of the intersection, 500 West Belmont, began as a grocery store. By 1933 the building had been heavily modified and became the local pool hall. Though changing names over the years this site has been the premier nightclub in the district and is still in operation as the Bunny Club today.

Figure 1 on the following page depicts the age of structures in the Belmont/DeVilliers neighborhood based on information from the Escambia County Property Appraiser's website.

*Source: Historic Pensacola Preservation Board, Historic Pensacola Inc., 15 June 1998.











B. ARCHITECTURAL SIGNIFICANCE*

The West Hill area of Pensacola, like East Hill, another traditional Pensacola neighborhood was developed by the growing middle class around the turn of the 20th century. As such, the neighborhood shows a lack of variation among architectural styles of houses. West Hill was settled during a period of intensive economic growth for Pensacola stemming from activities at the port. The neighborhood became one of the early suburbs of the Old City of Pensacola. Nearby on North Hill, Pensacola's upper classes built houses on a larger scale.

Most of the houses surrounding the intersection of Belmont and DeVilliers Streets are Framed Vernacular in style. However there are few other styles such as Craftsman, Prairie and Queen Anne throughout the district. Commercial structures are primarily plain Masonry Vernacular buildings. There is one Spanish Eclectic/Mediterranean Revival style building and a Gothic Revival church within the neighborhood.

Despite the fact that there exists a rich and diverse plethora of architectural styles in the neighborhood, certain key urban elements make the Belmont/DeVilliers neighborhood truly unique and give it its sense of place. These elements include:

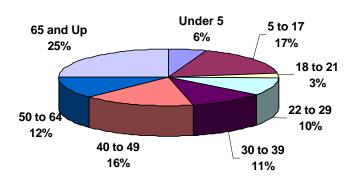
- Front Porches
- Small Front Setbacks
- Sloped Roofs
- Traditional Exterior Sidings
- Off-grade Elevations
- Vernacular Details

*Source: Historic Pensacola Preservation Board, Historic Pensacola Inc., 15 June 1998





Other 3% White 30% Black 67% Population Characteristics



Age Distribution

C. BELMONT/DEVILLIERS NEIGHBORHOOD TODAY

Belmont/DeVilliers encompasses 35 city blocks (approximately 100 acres) in the heart of Pensacola, right on the outskirts of the downtown business core of the city. Located two miles west of Interstate 110, the neighborhood is easily accessible to both local and regional traffic.

The neighborhood still includes many of its original structures, mostly single-family homes and some historic churches and retail structures. According to the Escambia County Property Appraiser's website, of the 341 structures in the neighborhood, 133 structures (39%) were built in the 1920's and 1930's, 94 structures (28%) were built before 1919, 53 structures (15%) were built since 1980, 44 structures (13%) were built between 1940 and 1959, and 17 structures (5%) were built between 1960 and 1979. Recent private building activities include new subsidized housing projects, single-family housing renovation projects, improvements to the Belmont Arts Center and private nonresidential retrofits. Recent public building activities include a major 4-block streetscape project at the Belmont/DeVilliers intersection.

The neighborhood includes approximately 525 developable parcels, the largest percentage of which are developed as single-family homes. Another 168 parcels are either vacant land (154 parcels) or boarded up residential structures (14 parcels). Based on data from the Escambia County Property Appraiser's website, 86% of the parcels are locally owned (Escambia or Santa Rosa County residents). Approximately 67% of the housing units in the neighborhood are rented.

Population Characteristics

The Belmont/DeVilliers neighborhood has a population of approximately 969, or 2% of the entire population of Pensacola. The racial makeup is predominantly Black (67% of the neighborhood), with another 30% of the neighborhood population being White and 3% of other races. This is almost exactly the opposite of the racial makeup for the city, which is 65% White, 31% Black and 4% other races. Over 25% of the population of Belmont/DeVilliers is age 65 or older, a higher percentage than the city, which has only 17.2% of its population over 65. Both the neighborhood and the city have a 17% population between the ages of 5 to 17.





Commercial and Business Activity

The largest concentration of 7 office buildings and 9 retail establishments is along Garden Street. The offices include the "Sun Plaza", Bank of Pensacola, Pensacola Federal Employees Credit Union, a couple of insurance offices, and a law office. The retail establishments include the Good Neighbor Coffee House, Artesana Gift Shop, The Linen Corner, Pensacola Auto Wash and Bill Haven's used car dealership and auto repair.

DeVilliers Street has the second largest number of office/retail land uses with 7 retail establishments and 4 office buildings. These include the locally famous Blue Dot Barbecue restaurant, New American Press offices, Elegant Creations Florist & gifts, Bunny Club, offices of the 100 Black Men of Florida and Joe Morris Funeral Home.

Businesses on Gregory Street include an attorney's office, Advanced Optics, the Florida State Employees Federal Credit Union, Bontrager Builder's Group, Inc. and the Act II Men's Shop.

No office land uses are located along Cervantes Street, however, there are 2 retail establishments, namely, T & C Food Mart and Premier Cleaners.

Other offices/retail businesses scattered throughout the neighborhood are Community Equity Investments, Inc., Constance Crosby Interiors, Benton Design, Inc., Child Care Center on Chase Street; Coe & Coe CPA, Epilepsy Services Society of NW Florida, Michael Allen Electrical Contractors on Belmont Street, Benboe Funeral Home on Wright Street and attorney offices on Barcelona Street and Coyle Street.

Two industrial land uses are located in the neighborhood, namely, Polar Ice Cream on Gregory Street and American Building Components on Reus Street.

In summary, out of a total of 55 commercial parcels, 26 (47%) have office uses, 23 (42%) have retail uses, 2 have industrial uses, 2 are day care centers and 2 are funeral homes.





D. EXISTING LAND USE AND ZONING

Of the 525 developable parcels in the Belmont/DeVilliers neighborhood, 233 are developed as single-family residential dwellings (44%). Vacant and boarded up structures account for 166 parcels (32%) in the neighborhood. The table and pie chart below depict the relative use of parcels in the Belmont/DeVilliers neighborhood. *Figure 2* shows the various land uses by parcel.

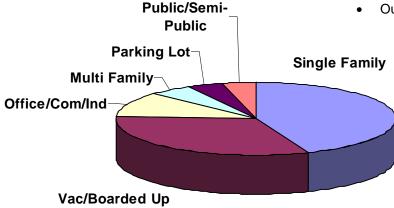
Land Use	# Parcels	% Parcels
Single-Family Residential	233	44%
Vacant Land/Boarded Up	168	32%
Office/Commercial/Industrial	55	11%
Multi-Family Residential	28	5%
Parking Lot	22	4%
Public/Semi-Public	21	4%
Total	527	100%

Owner-occupied versus rental

- Out of a total of 261 residential parcels, 56% are for rental uses
- Out of a total of 359 residential units, 67% are rented
- Out of the 233 single-family residential units, 49% are owner-occupied and 51% are renter-occupied

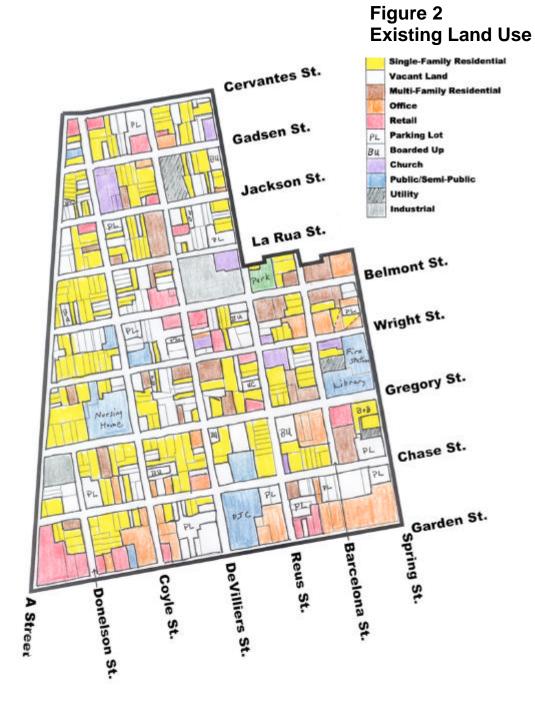
Local versus out-of-town ownership

- Of the renter-occupied residential units, 73% are owned locally and 27% have out-of-town owners
- Out of 154 vacant parcels, 19% have out-of-town owners and 81% are local



Land Use Distribution













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Current Zoning Within the Belmont/DeVilliers Neighborhood

Land use is presently regulated in the Belmont/DeVilliers neighborhood through implementation of four conventional zoning districts as described below and shown in Figure 3 on page 14. (Refer to the City of Pensacola Land Development Code for specific details). The following are existing land uses within the study area:

- Historic activity center at intersection of Belmont and DeVilliers Streets
- Residential throughout the neighborhood
- Only one park/playground to serve the entire neighborhood
- An abundance of institutional and public facilities: eight churches, one nursing home, two day care centers, the main branch of the West Florida Regional Library, a fire station, a junior college branch facility and an arts center
- Vacant parcels and dilapidated properties are scattered throughout the neighborhood
- Generally, lots are platted at a relatively small size, with the average residential lot being 30 feet x 125 feet
- The neighborhood has 23 retail establishments; however, these are not necessarily neighborhood-serving uses
- 26 office buildings are located primarily along the east and south boundaries of the neighborhood, some in formerly residential structures
- Garden Street, the southern boundary of the neighborhood is entirely commercial, institutional or office serving a regional area

Following are descriptions of the land uses permitted within each zoning district:

R-2 Residential and Office

- Single-family detached dwellings; two-family attached dwellings (duplexes)
- Single-family attached (townhouse and quadruplex construction) and detached zero lot line dwellings
- Multiple-family attached dwellings (three or more dwelling units) with a maximum gross density of thirty-five (35) units per acre
- Community residential homes licensed by the Florida Department of Health and Rehabilitative Services
- Cemeteries
- Home occupations
- Municipally owned and operated parks and playgrounds
- Minor structures for the following utilities: unoccupied gas, water and sewer substations of pump stations, electrical substations and telephone substations
- Childcare facilities
- Private clubs and lodges, except those operated as commercial enterprises
- Boarding and lodging houses
- Bed and breakfasts





- DormitoriesOffice buildings hospitals, clinics (except animal hospitals and clinics)
- Nursing homes, rest homes, convalescent homes
- Schools and educational institutions having a curriculum the same as ordinarily given in public schools and colleges
- Libraries and community centers open to the public and buildings used exclusively by the federal, state, county and city government for public purposes
- Churches, Sunday school buildings and parish houses
- Social services homes/centers
- Accessory structures, buildings and uses customarily incidental to any of the above uses

R-NC Residential Neighborhood Commercial

(Predominant zoning in the neighborhood). Everything in R-2 plus the following, with no outside storage or work permitted except as provided herein:

- Residential design manufactured homes
- Manufactured home parks
- Retail food and drug store (including liquor package store)
- Personal service shops
- Clothing and fabric stores
- Home furnishings, hardware and appliance stores
- Specialty shops
- Banks
- Bakeries, whose products are sold at retail and only on the premises
- Pawn shops and secondhand stores
- Floral shops
- Health clubs, spas, and exercise centers
- Martial arts studios
- Laundromats and dry cleaners using combustible or flammable liquids of solvents with a flash point of one hundred ninety (190) degrees Fahrenheit or greater
- Laundry and dry cleaning pick-up stations
- Outdoor sales of trees, shrubs, plants and related landscaping materials as an accessory to indoor retail sales uses permitted by this paragraph, provided that the area is enclosed within a fence attached to the rear or side of the main building, and provided that the outdoor area does not exceed twenty (20) percent of the total area of the main building
- Restaurants
- Studios
- Mortuary and funeral parlors
- Appliance repair shops
- Gasoline and service stations with up to three (3) wreckers. Minor repair work not involving major motor or drive train repairs, straightening of body parts, painting, welding or other major mechanical and body work involving noise, glare, fumes, or smoke is permitted within a building







C-2A Downtown Retail Commercial District

- Any use permitted in the R-NC and C-1 district with the exception of manufactured home parks
- Retail sales and services
- Motels/hotels
- Vending machine, when as an accessory to a business establishment and located on the same parcel of land as the business
- Car washes
- Movie theaters, except drive-in theaters
- Open-air sales of trees, plants and shrubs. The business shall include a permanent sales or office building (including restrooms) on the site
- Pet shops with all uses inside the principal building
- Pest extermination services
- Animal hospitals and veterinary clinics with fully enclosed kennels and no outside runs or exercise areas
- Bars
- Pool halls
- Newspaper offices and printing firms
- Business schools
- Pounds
- Marinas
- Major public utility buildings and structures including radio and television broadcasting stations
- Amusement machine complex
- Accessory buildings and uses customarily incidental to the above uses
- Parking lots and parking garages
- No requirement for off-street parking for residential development and includes special exceptions for commercial uses in the area bounded by La Rua, Wright, Coyle and Reus Streets

C-3 Commercial Zoning District (wholesale and limited industry)

Any use permitted in the C-2A, C-2 and R-C district except that outside storage and work shall be permitted for those uses and the following uses, but shall be screened by an opaque fence or wall at least eight (8) feet high at installation. Vegetation may be used as a screen where such vegetation provides seventy-five (75) percent opacity within three (3) years of planting. Obvious outside sales (i.e., mobile homes, trailer sales, boat sales, car lots and storage of delivery vehicles) do not require screening.

- New and used automobile sales lots, including trucks which do not exceed five thousand (5,000) pounds
- Cabinet shops and upholstery shops
- Electric motor repair and rebuilding
- Mini-storage warehouses





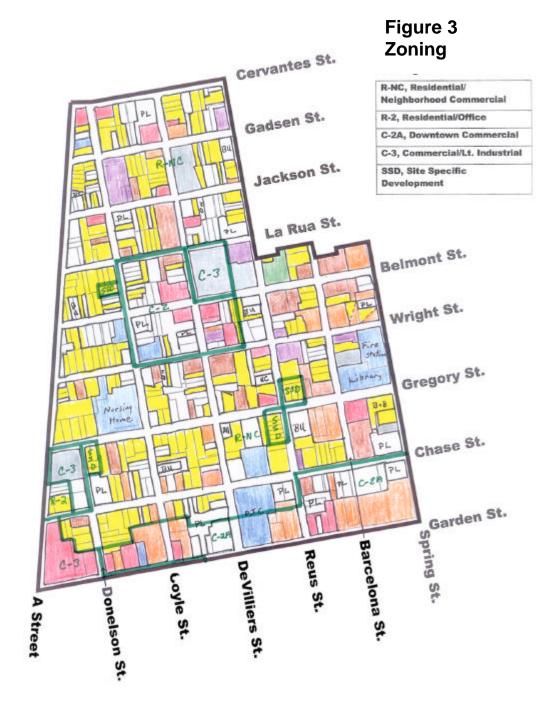
- Trade schools
- The repair and overhauling of automobiles
- Bowling alleys
- Skating rinks
- Other recreation or amusement places operated for profit
- Sign shop
- Industrial laundries and dry cleaners using combustible or flammable liquids or solvents with a flash point of one hundred ninety (190) degrees Fahrenheit or less which provide industrial type cleaning, including linen supply, rug and carpet cleaning and diaper service
- Retail lumber and building materials
- Warehouses
- Plumbing and electrical shops
- Any use permitted in the R-C district. Outside kennels, runs or exercise areas for animals
- Growing and wholesale or retail sales of trees, shrubs and plants
- Bakeries, wholesale
- Ice cream factories and dairies
- Quick-freeze plants and frozen food lockers
- Boat sales and repair
- Outdoor theaters
- Trailer sales
- Mobile home sales
- Truck sales and repair
- Light metal fabrication and assembly
- Contractors shops
- Adult entertainment establishments
- Accessory buildings and uses customarily incidental to the above uses

Figure 3 shows the boundaries of the five zoning districts found within the Belmont/DeVilliers neighborhood.

Figure 4 shows selected parcel ownership information – out of town owners (those living outside Escambia or Santa Rosa County) and parcels owned by the City of Pensacola and Escambia County.

Figure 5 shows the location of parcels that contain rental residential units, including single-family residences, duplexes, tri-plexes, quadruplexes and apartment buildings.

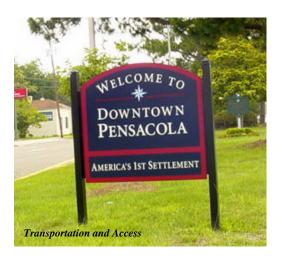












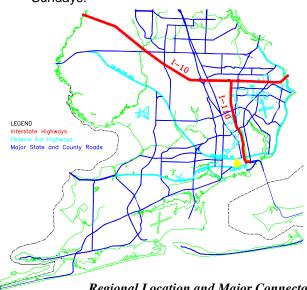


ECAT Route in Belmont/DeVilliers



E. TRANSPORTATION ACCESS AND MAJOR ROADS

- The Belmont/DeVilliers neighborhood is located between two Federal Aid Highways US 90/SR30A (Cervantes Street) to the north and US 98/SR30 (Garden Street) to the south.
- Both Garden Street and Cervantes Street are rated Level of Service "D" on the FDOT scale of "A" to "F." (The CRA area is under a traffic concurrency exemption allowing level of service to drop in order to encourage infill development).
- The Neighborhood is located close to Downtown and the Bay and has easy access to the major freeways, namely I-10 and I-110. Access to Interstate 10 is via I-110 with exit ramps at Gregory Street and Cervantes Street, both within a few blocks of the east border of the neighborhood.
- There are no plans to increase capacity on any of the major roads surrounding Belmont/DeVilliers, and the only project listed on the FDOT 5-year Work Program is the resurfacing of Cervantes Street in fiscal year 2005/2006.
- No major enhancement projects (pedestrian or bicycle facilities) are specified either within the neighborhood or on the surrounding major roadways.
- The City Council has approved various pedestrian improvements including sidewalk repairs and handicap ramps throughout the neighborhood. Construction for these projects is scheduled in fiscal year 2004.
- The Belmont/DeVilliers neighborhood is served by Public Transit Route 4 through service provided by the Escambia County Area Transit (ECAT) system. The bus operates on an hourly schedule from 6:00 am to 5:30 pm. on weekdays and Saturdays, with no service on Sundays.



Regional Location and Major Connectors



F. ENVIRONMENTAL ASSESSMENT

The Escambia County Health Department has determined the following sites contain some degree of petroleum contamination in the Belmont/DeVilliers neighborhood:

- Polar Ice Cream 693 W. Gregory Street (in the neighborhood)
- City of Pensacola Fire Station 329 Spring Street (in the neighborhood)
- TC Food Market 601 W. Cervantes Street (in the neighborhood)
- Pete Moore Chevrolet used cars 732 W. Garden Street (in the neighborhood)

Additionally, the Escambia County Health Department has determined the following sites near the Belmont/DeVilliers neighborhood contain some degree of petroleum contamination:

- Circle K # 8229 800 W. Garden Street (surrounding the neighborhood)
- Macabe and Co. 801 West Garden Street (outside the neighborhood)
- Pratt Martin 100 N. Spring Street (outside the neighborhood)
- Esc County School Board 201 W. Garden Street (outside the neighborhood)

The City of Pensacola coordinates with the Florida Department of Environmental Protection to assist property owners in assessing the environmental quality of their property in the event that there is a possibility of contamination or a documented case of contamination.

G. OVERVIEW OF EXISTING INFRASTRUCTURE

The Belmont/DeVilliers neighborhood is served by public water and sewer systems provided by the Escambia County Utilities Authority (ECUA). Stormwater management is provided by the City of Pensacola. Maintenance and upkeep of roads and bicycle/pedestrian facilities are provided by either the Florida Department of Transportation (on state facilities) or the City of Pensacola on city streets.

The City Council has approved various pedestrian improvements including sidewalk repairs and handicap ramps throughout the neighborhood. Construction for these projects is scheduled in fiscal year 2004.



Part 2: Opportunities and Issues

The opportunities and issues in the Belmont/DeVilliers neighborhood have been primarily identified through research of the existing conditions and the public participation process. The neighborhood Walkabout Exercise and Public Workshop 1: Neighborhood Impressions, helped identify and prioritize opportunities and issues within the neighborhood. The following table presents a summary of opportunities and issues expressed by the participants during the planning process. The items below are not weighted by importance or by frequency of comment. Part 3, C: Neighborhood Land Use Plan Redevelopment Strategies on page 23 categorizes and begins to address issues based on the areas of most concern or opportunity by the planning participants.

	Opportunities	Issues
Residential	 Restore and renovate existing single-family residences Facade improvements and maintenance Remove chain link fences, especially from front yards; encourage iron or picket fences Need range of housing types, including affordable housing Ensure stability of existing residential ownership 	 Demolition of historic housing stock Perception of crime is deterring ownership Disproportionate number of renters Inadequate property maintenance by owners and renters Lack of affordable housing choices
Commercial/Office	 Sit-down restaurant Neighborhood retail – mom & pop shops Possible locations along Belmont Street and DeVilliers Street Possible medical offices and clinics near Coyle and Wright Streets Commercial at street level and residential on upper levels 	 Inadequate neighborhood services Lack of employment opportunities within neighborhood Inadequate residential base to support neighborhood businesses and services Competition from the well established businesses outside the neighborhood
Parks/Open Spaces	 Provide playground with basketball court Controlled, monitored and well-lit facilities Possible location near intersection of Chase and DeVilliers Streets Belmont and DeVilliers Streets to be designed as linear parks 	 Inadequate parks and recreation facilities within neighborhood Limited available public properties Perception of crime
Roads	 Save existing brick and street car rails Streets to be cleaned on a regular basis Primary linkages; Belmont Street, DeVilliers Street and Gregory Street 	 Maintenance and improvement of existing roads Limited right-of-way space



Parking	 Maximize off-street residential parking where possible Adequate parking on all streets Additional public parking (possibly 2 to 3 stories) within "town square" Parking on one side of street only 	 Long term parking deficiency Unorganized on-street parking
Infrastructure	 Improve stormwater system throughout especially on Spring Street between Wright Street and Garden Street Encourage on-site retention Continue streetscape on DeVilliers Street and improve lighting on all streets Public transportation and independent transportation options Proactive maintenance of sidewalks and crosswalks ADA compliant sidewalks and crosswalks throughout Tree lines street and landscaping throughout Underground utilities 	 Lack of maintenance and improvement of existing roads Small lots to accommodate on-site retention Funding for improvements
Design	 Should reflect character of neighborhood Unique, artistic Sensitive designs for subsidized housing Incentives or grants for homeowner renovations New development/construction to be sensitive to historical architecture Establish design guidelines – encourage above grade elevations, front porches, sloped roofs, eaves 	Incompatible designs of new development taking away the character of the existing neighborhood
Anticrime Initiatives	Establish "Neighborhood Crime Watch"Achieve "Drug-Free" designation	Participation by the community at large
Heritage Center	 Arts & cultural activities Evening activities Possible cultural and community service centers at location near library Possible education/community center at PJC parking area 	 Lack of identity and a definition of "who we are" Small lots and diverse ownership
Beautification/Clean Up	 Gulf Power – Beautify exterior wall Clean up and landscape Elks, Window Factory and other commercial properties Dumpsters for large trash Assistance for elderly in maintaining their yards and properties 	 Lack of proper property maintenance General consensus on overall aesthetic improvements







Additionally, to help identify general redevelopment principles, participants in Public Workshop 1 - Neighborhood Impressions were asked to write 5 words or phrases that describe Belmont/DeVilliers today, and 5 words or phrases that will describe the neighborhood in 20 years. The following are the most recurring themes:

5 Words or phrases that describe Belmont/DeVilliers today

- 1. Rich in Culture/History
- 2. Few Opportunities
- 3. Crime
- 4. Blighting Conditions
- 5. Integrated

5 Words or phrases that will describe Belmont/DeVilliers in 20 years

- 1. Vibrant and safe "Perfect Picture Book"
- 2. Restored, renovated, more owner occupied, and affordable properties
- 3. Thriving neighborhood businesses
- 4. Heritage tourist center promoting arts and culture
- 5. Active and accessible







