



ENSLEY CHIEFS. PHOTO CREDIT: ENSLEY YOUTH SPORTS ASSOCIATION

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# ENSLEY REDEVELOPMENT PLAN

Escambia County  
Community Redevelopment Agency  
Neighborhood & Human Services Department

Adopted October 20, 2016

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## CHAPTER 1: OVERVIEW

### PLAN CONTENT AND ORGANIZATION

The Community Redevelopment Act of 1969 was enacted to provide local governments within the State of Florida with the tools necessary to revitalize deteriorated communities. These tools include the establishment of the Community Redevelopment Agency (CRA) to administer redevelopment plans and delegate certain powers to this agency such as the power to designate certain areas as: slum or blight; propose modification to community redevelopment plans; issue revenue bonds; and approve the acquisition, demolition, removal, or disposal of property.

On July 1, 1977, the Florida Legislature amended the Community Redevelopment Act to allow governments to use tax increment financing (TIF) as a tool for redevelopment. The amended Act also allows a designated CRA to utilize the revenues from the sale of tax increment bonds for specific projects aimed at redeveloping and improving community slum or blight. The location and extent of such areas and redevelopment projects must first, however, be objectively established and so designated by the local governing authority.

Community Redevelopment Agencies are granted the authority to undertake redevelopment projects following adoption of a community redevelopment plan as outlined in the Community Redevelopment Act F.S. 163.360. The Redevelopment Plan guides future development and expenditures from the Trust Fund so as to eliminate existing conditions of blight and to create a condition for continued private reinvestment in the district. The Plan provides a framework for coordinating and facilitating public and private redevelopment of the Area. Development and implementation of the Plan involves the efforts of the Agency, the private sector financial and business community and other governmental agencies. Following the adoption of the initial Plan, subsequent modifications and amendments may be adopted by the Governing Body pursuant to F.S. 163.361.

On December 11, 2014, the Board of County Commissioners designated Ensley as a Redevelopment Area finding that it was blighted and the area had a shortage of affordable homes for low- and moderate-income households. This designation was necessary in the interest of public health, safety, morals and welfare of the residents in order to eliminate, remedy, and prevent conditions of blight. This Redevelopment Plan, developed with broad community involvement, supports the future redevelopment of the Ensley Redevelopment Area and is written in compliance with Florida Statutes Part III, Chapter 163.

The Ensley Redevelopment Plan represents the synthesis of a series of planning efforts conducted by the Escambia County Community Redevelopment Agency and area residents and community leaders. The intent of the Redevelopment Plan is to facilitate positive transformation, preservation, and revitalization of the neighborhoods in the Ensley Redevelopment Area. Each of the planning initiatives contained herein involved a series of community workshops and meetings designed to create a unified vision for Ensley. The stakeholder-driven planning process integrates several objectives: Enhance the physical environment; preserve residential character; support commercial activity; introduce a diverse mix of uses along primary corridors; pursue new development opportunities; create a community focal point to foster positive change in the area's core; improve the pedestrian environment; and overcome the obstacles to economic development.

To be useful as a long-term redevelopment guide, the Redevelopment Plan must be flexible to accommodate unanticipated changes and should be monitored closely and updated to reflect changes in the economy, public concerns and private sector development opportunities.

The Redevelopment Plan is a comprehensive resource for community leaders and stakeholders engaged in reshaping the social, economic, and physical form of Ensley. Future actions targeted in this area are anticipated to follow the recommendations of the Redevelopment Plan through continued discussions with residents, community stakeholders, and County agencies.

Starting with Chapter 1, Overview, the Ensley Redevelopment Plan consists of five chapters and a set of appendices.

## **CHAPTER 2: INVENTORY & ANALYSIS**

This chapter presents a summary of existing conditions, including existing land uses, zoning districts, future land uses designations, demographic profile, housing conditions, and neighborhood identity and aesthetics. The summary of inventory results employs data generated by past studies from the Escambia County Community Redevelopment Agency, the Escambia County Property Appraiser GIS database, the 2010 U.S. Census, and University of West Florida's Haas Center for Business Research and Economic Development.

## **CHAPTER 3: CONCEPT PLAN**

The information generated from the inventory, analysis, and the public involvement phases is the foundation for the recommendations contained in Chapter 3. This chapter details action strategies based on established objectives, providing guidelines for sound development and redevelopment of properties in Ensley.

## **CHAPTER 4: CAPITAL IMPROVEMENTS**

This chapter identifies projects that can be pursued in the short-term, mid-term, and long-term. It also includes anticipated costs for the proposed improvements and funding sources to assist the CRA with budgeting and financial planning.

## **CHAPTER 5: PROJECT IMPLEMENTATION**

This chapter presents the organizational framework and financial strategies that will be required for successful implementation of the Redevelopment Plan. It defines the roles and responsibilities that should be undertaken by the various agencies and stakeholders that are involved in shaping the future development of the Ensley Redevelopment Area.

## **APPENDICES**

Five appendices conclude the Redevelopment Plan: A) Public Workshops documentation; B) Statutory Requirements; C) Tax Increment Financing; D) Resolution R2014-146 authorizing the Ensley Redevelopment Area; and E) a map of the Proposed ECUA Sewer Expansion Area.

## INTRODUCTION & GEOGRAPHIC CONTEXT

Ensley Redevelopment Area represents one of multiple unincorporated districts of Escambia County and contains 32 platted neighborhoods, including: Chemwood, Hope Manor, Calvert Oaks, Airway Oaks and Mazurek Plantation. The 456-year-old city of Pensacola, around which Escambia County developed, is the closest urban entity to Ensley, and the westernmost city of the Florida Panhandle (Fig. 1.1), the location of a large U.S. naval air station, and a tourist destination for residents of Louisiana, Alabama, and Mississippi. Pensacola’s long and rich history as a trading center occupied by settlers under no fewer than five different flags since the 1550s and its unique white sand beaches have made the city today a popular destination for tourists, which the city capitalizes on by way of its numerous festivals year-round that draw visitors from all areas within Pensacola’s vicinity. Although not a particularly large economic draw, Pensacola’s visitors traveling south on U.S. Highway 29 pass through Ensley on the way to Pensacola and Escambia County’s beaches.

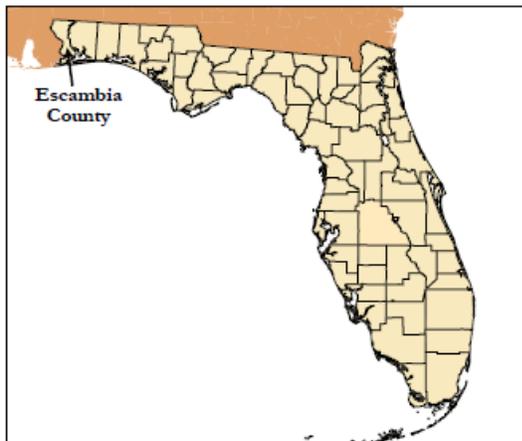


FIGURE 1.1: MAP SHOWING ESCAMBIA COUNTY'S LOCATION IN FLORIDA. ESCAMBIA COUNTY GIS

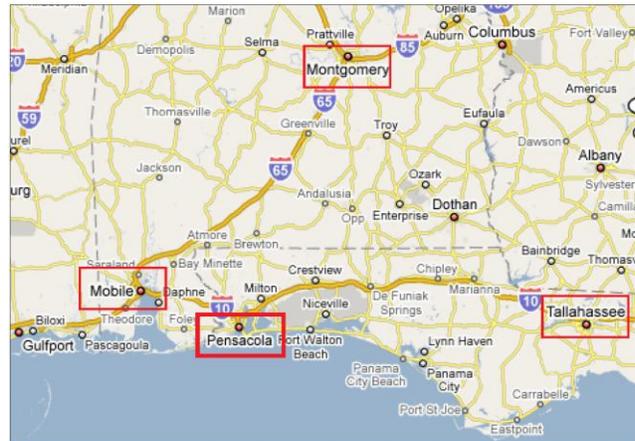


FIGURE 1.2 PENSACOLA'S REGIONAL CONTEXT. GOOGLE MAPS

The southern part of Escambia County is served by Interstate 10 and the Interstate 110 spur that leads south to downtown Pensacola. This metro area is 50 miles east of Mobile, Alabama, 200 miles west of Tallahassee, and 165 miles south of Montgomery, Alabama—the three largest cities in the vicinity of Pensacola (see Fig. 1.2). Commercial air traffic in the Pensacola and greater northwest Florida area is handled by Pensacola Regional Airport.

As elsewhere in the Florida Panhandle, Escambia County’s overall growth in the postwar period has been significantly aided by tourism, even while naval and air force operations continue to support and define much of the character of the Panhandle coast. While the beaches and historic downtowns have prospered, many other areas, particularly in the unincorporated parts of the county, have started to face challenges in economic and residential growth. In 1995, Escambia County established a community redevelopment agency in order to provide direction for urban revitalization and future growth. Since then, a total of nine redevelopment areas were designated for unincorporated parts of the county, including Ensley. These redevelopment areas focus on historic urban residential and commercial centers in Escambia County.

## REDEVELOPMENT AREA BOUNDARY

The Ensley Redevelopment Area (Fig. 1.3) is bounded by E. Nine Mile Road to the north, Alabama and Gulf Coast Railroad to the west, Interstate 10 to the south along the east side of the industrial subdivision at Sears Boulevard, Olive Road to the south and Cody Lane/Jernigan Road to the east. The total area comprises 2,437.49 acres and is composed of more than 32 neighborhoods.

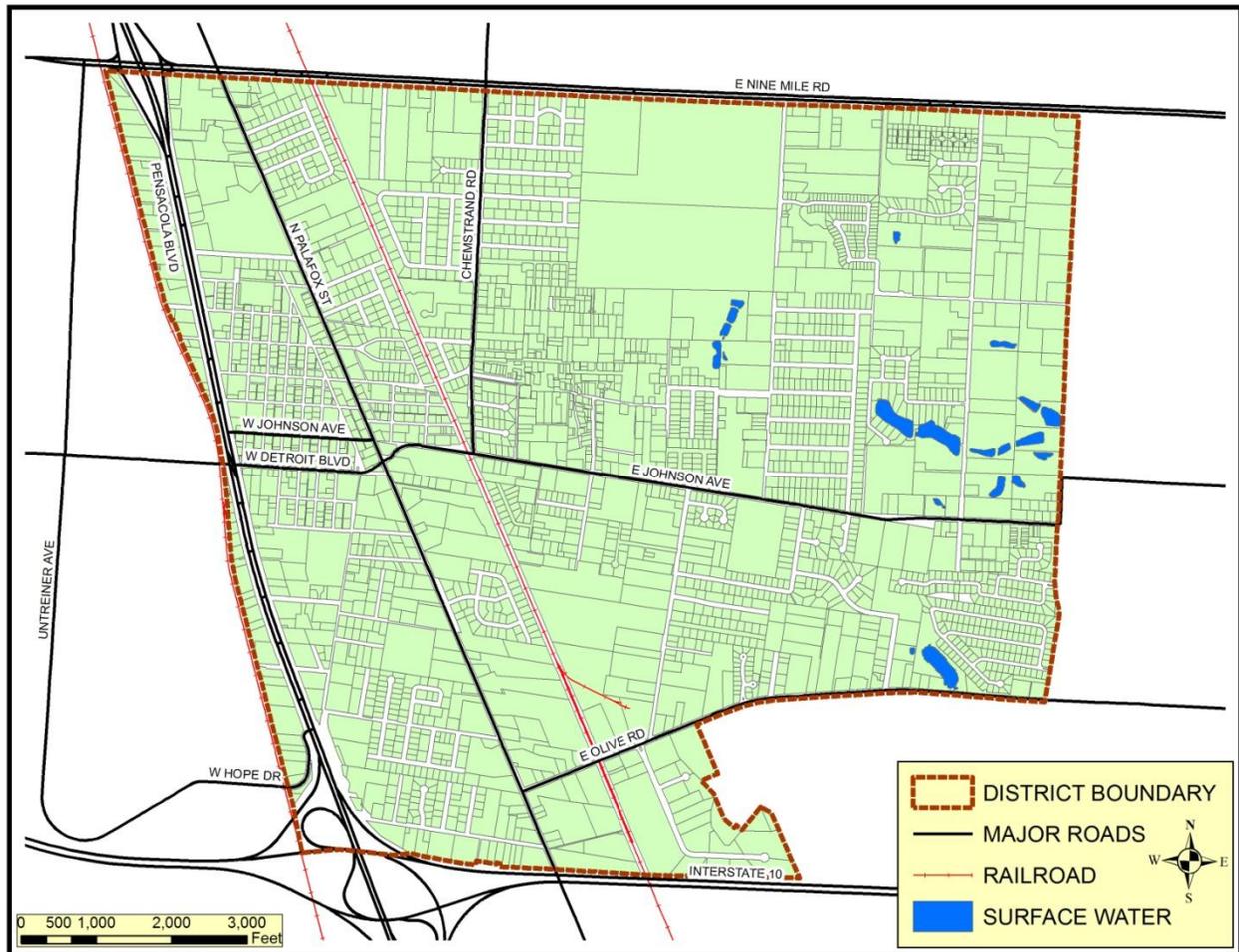


FIG. 1.3: ENSLEY REDEVELOPMENT AREA. ESCAMBIA COUNTY GIS

As one of Escambia County's nine community redevelopment areas, Ensley is situated immediately north of the Oakfield CRA (below Interstate 10) and approximately 4.5 miles south of the Cantonment CRA (Fig. 1.4). The remaining county CRA redevelopment areas are situated further south, located to west of the City of Pensacola.

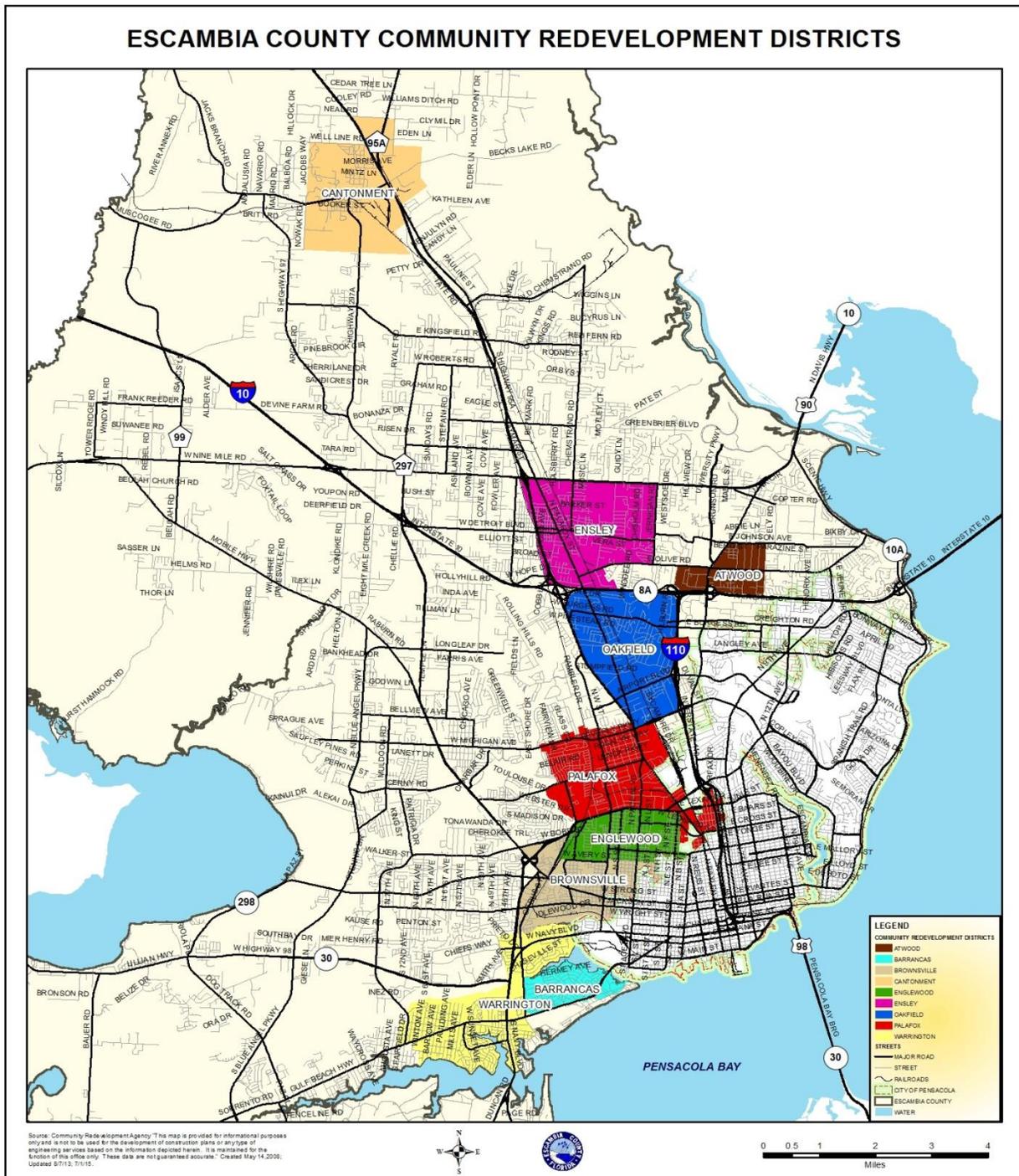


FIG. 1.4: ESCAMBIA COUNTY'S NINE REDEVELOPMENT AREAS. ESCAMBIA COUNTY GIS

## CHAPTER 2: INVENTORY AND ANALYSIS

### EXISTING LAND USE

The Ensley Redevelopment Area is composed of 2,959 parcels across 2,069 acres, excluding roads and rights-of-way. Five primary land uses are represented: **Residential** (comprising approximately 53% of total land use), **Commercial** (approximately 15%), **Vacant** (approximately 13%), **Industrial** (approximately 4%), and **Institutional** (approximately 3%). Other land uses, such as: conservation, parks, public properties and utilities comprise the remaining 11% of land uses identified in the Redevelopment Area. A more detailed description of these land uses follows below.

Land Use Type	Acreage	Percent
Residential	1099.21	53.13%
Single-Family Detached	879.26	42.50%
Single-Family Attached	23.87	1.15%
Multi-Family Residential	22.13	1.07%
Mobile Home Park	22.95	1.11%
Mobile Home	151	7.30%
Commercial	305.85	14.78%
Industrial	85.01	4.11%
Institutional	68.7	3.32%
Conservation	12.14	0.59%
Parks	88.42	4.27%
Public	82.02	3.96%
Utilities	49.72	2.40%
Vacant/Undeveloped	277.94	13.43%
<b>Total</b>	<b>2,069.01</b>	<b>100%</b>

TABLE 2.1: EXISTING LAND USES IN THE REDEVELOPMENT AREA. ESCAMBIA COUNTY GIS

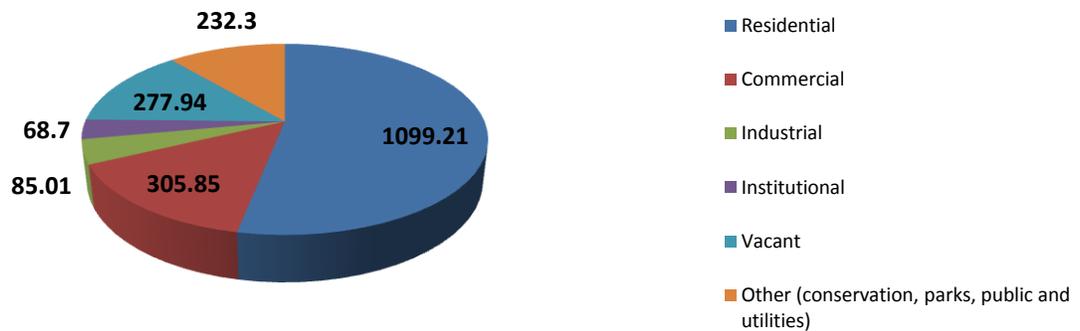


FIGURE 2.1: DISTRIBUTION OF EXISTING LAND USES BY PARCEL COUNT AS A PERCENT OF TOTAL PARCELS. ESCAMBIA COUNTY GIS

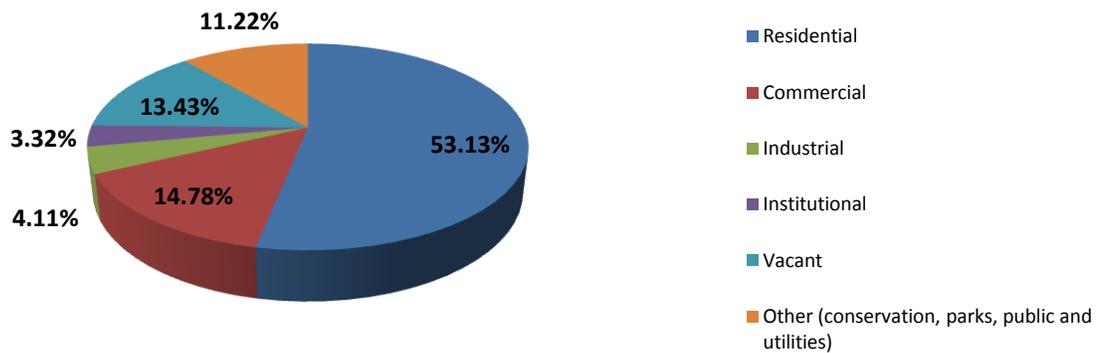


FIGURE 2.2: DISTRIBUTION OF EXISTING LAND USES BY ACREAGE AS A PERCENTAGE OF TOTAL ACRES. ESCAMBIA COUNTY GIS

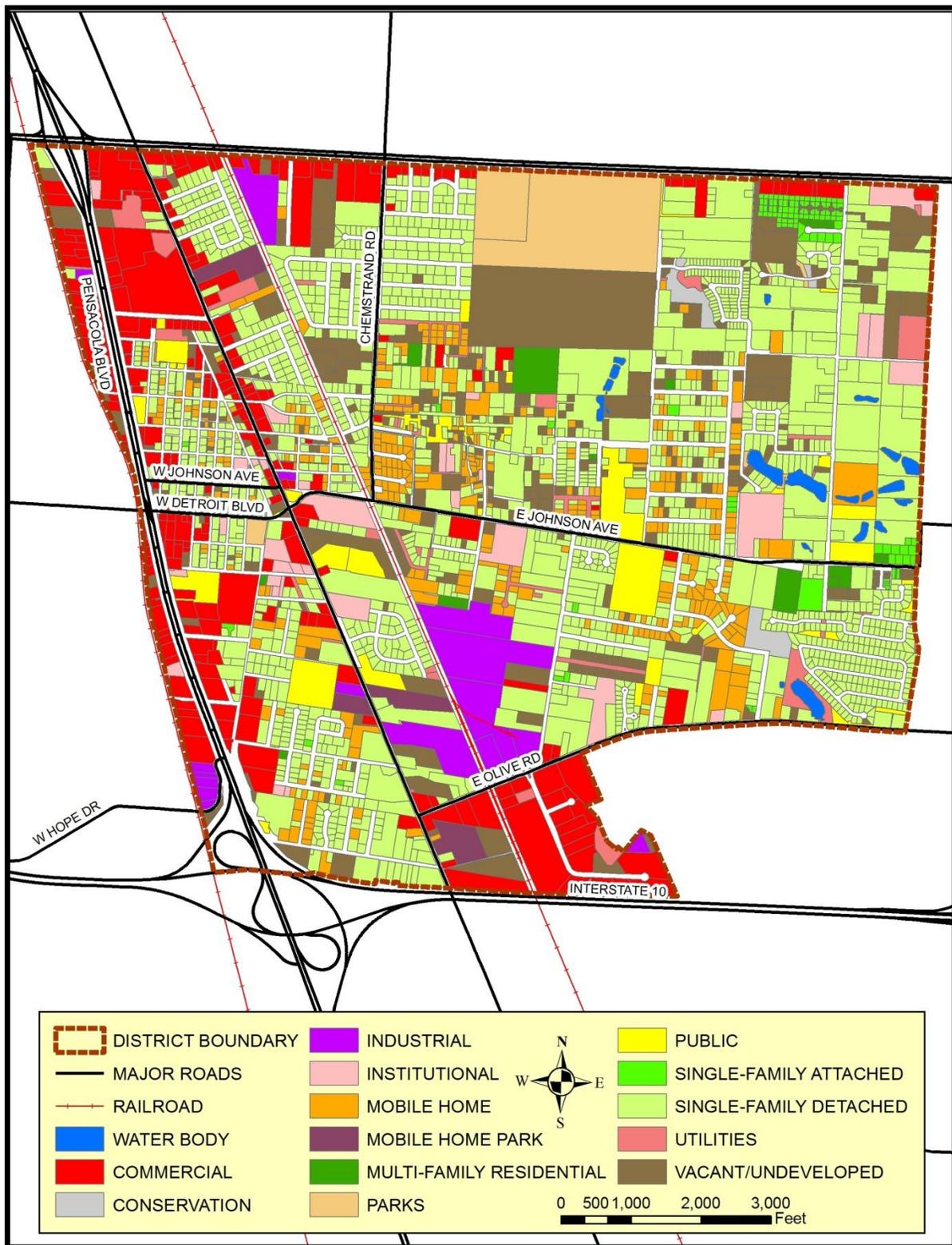


FIGURE 2.3: EXISTING LAND USE IN THE ENSLEY REDEVELOPMENT DISTRICT. ESCAMBIA COUNTY GIS

## RESIDENTIAL

Of the 1,099.21 acres of residential land, single-family homes account for 903.13 acres, or 43.65% of the total residential acreage of the Redevelopment Area. Single-family residential uses account for a total of 1,792 parcels, or 60.56% of the total number of parcels in the Redevelopment Area. This is by far the most dominant land use type in the Redevelopment Area. Comprising 151 acres (7.3% of the district), mobile homes on individual parcels are the second most common residential use in Ensley.

At a much smaller fraction of residential land use are the other residential types – multi-family (22.13 acres over 16 parcels) and mobile home parks (2.9 acres over 4 parcels). Their combined share of acreage is approximately 2.18% of the residential acreage of the Redevelopment Area.



RESIDENTIAL HOMES, ENSLEY REDEVELOPMENT AREA. PHOTO CREDIT: CRA STAFF

## COMMERCIAL

The second-largest land use contingent occupies 305.85 acres, or 14.78% of the total Redevelopment Area acreage, covering 254 parcels. These uses are located primarily along the commercially-oriented U.S. Highway 29, E. Nine Mile Road, N. Palafox Street corridors. Smaller concentrations of commercial uses are also found along E. Olive Road and E. Johnson Avenue.

Ensley's two major commercial corridors (U.S. Highway 29 and E. Nine Mile Road) are vibrant and well-travelled. Big Box stores are highly-visible and anchor local shopping centers. Unique local restaurants, shops and services round out the commercial offerings along the corridors. North Palafox Street also is a mixed-commercial corridor that is primarily dominated by automotive sales, repair, and parts mixed with scattered institutional and residential uses.

In Ensley, commercial uses are generally stable with many local businesses remaining in place for generations. Ensley's geographic location north of Pensacola serves both the suburban clientele of those who consider themselves living in 'North Pensacola' as well as the more rural residents who live in Gonzalez, Cantonment, Quintette and Molino. Escambia County's rural residents are likely to shop in Ensley as it is the northern most commercial area in the county and it is more convenient for those living in north Escambia to travel to Ensley rather than driving further south into Pensacola.

Sears Boulevard is a concentration of light industrial commercial companies: Sears Parts Direct, Golden Flake Snack Foods, Logistic Services International, Gulf Ice Systems, GraniteWorx Pensacola, American Tire Distributors, and Stone Age Custom Flooring.



COMMERCIAL USES, ENSLEY CRA. PHOTO CREDIT: GOOGLE MAPS

### VACANT USES

As a testament to the redevelopment potential of the area, Ensley's third largest land use category is vacant or undeveloped land. Approximately 13.43% of the redevelopment area consisting of 277.94 acres across 344 parcels is undeveloped. In Ensley, most of the vacant properties are smaller in size and scattered throughout the Redevelopment Area.

Vacant structures and abandoned lots are strong indicators of economic distress and lead to deterioration of the physical environment and are detrimental to the investment image of the community. The presence of vacant and underutilized buildings contributes both as an opportunity and a liability for redevelopment. Vacant parcels of considerable size can be assembled to support significant adaptive reuse of underutilized and deteriorating buildings.

The largest undeveloped parcel in the Redevelopment Area is 69.46 acres and is presently in the initial stages of development approval. The owner-developer of the site is seeking to develop the site with 70 single family lots and nearly 500 apartment units.



VACANT PROPERTIES, ENSLEY CRA. PHOTO CREDIT: GOOGLE MAPS

### PARKS, PUBLIC USES AND UTILITIES

The fourth largest use in the Redevelopment Area is parks, public uses and utilities. Public uses in Ensley, as categorized by Escambia County GIS, include a wide variety of uses for the public benefit such as schools, stormwater detention areas, and government buildings like the Escambia County Health Department's Northside Service Center located on N. Palafox Street. Public uses consist of 36 parcels, spanning 82.02 acres, representing 11.22% of the Redevelopment Area.

The Ensley Redevelopment Area has two parks. John R. Jones Jr. Athletic Park is an 80+ acre park with 12 youth baseball fields, a football field, covered pavilion, playground, security lights and picnic area. Partnerships with the Youth Association of Northeast Pensacola and the Ensley Chiefs Football Association provide sports programming for the young athletes in the Ensley area. This facility is also home to the Adult Softball Complex which has four 300-foot fields with 12-foot fences and covered dugouts. Old Ensley School Park is a 1.5 acre neighborhood park with a covered pavilion, playground, walking path, security lights, benches, grills and a picnic area.



JOHN R. JONES JR. ATHLETIC PARK, ENSLEY CRA. PHOTO CREDIT: CRA STAFF

## **INDUSTRIAL**

Industrial uses make up a small portion (4.11%) of the Redevelopment Area. Nearly all of the industrial land uses in Ensley are located along the one of the two rail corridors that run through the Redevelopment Area. The largest groupings of industrial parcels in Ensley are located north of Olive Road and are associated with development of construction and building materials. Argos, USA located at 100 E. Olive Road provides ready mix cement products to the greater Pensacola area. Bonsal American, located at 150 E. Olive Road is a supplier of aggregates, asphalt, ready mixed concrete and construction and paving services.



**INDUSTRIAL PROPERTIES, ENSLEY CRA.** PHOTO CREDIT: GOOGLE MAPS



### **INSTITUTIONAL**

Institutional use in the Redevelopment Area occupies only 68.7 acres, which is 3.32% of the land of the Redevelopment Area. This land use category has a total of 36 parcels, which represents 1.22% of total parcels of the Redevelopment Area. Institutional uses are generally churches or church-owned properties.



**INSTITUTIONAL USES, ENSLEY CRA.** PHOTO CREDIT: GOOGLE MAPS



### **CONSERVATION**

Conservation land represents the smallest land use category with only 12.14 acres (0.59%) of the Redevelopment Area. The conversation designation is given to lands with high environmental sensitivity to development. Protected wetlands are often in this category.

## FUTURE LAND USE & COMPREHENSIVE PLAN

The Escambia County Comprehensive Plan is a guiding document that sets forth goals, objectives, and policies that help define the character, rate of growth, and timing for future development in the County. It also corresponds with the County's future land use map (Fig. 2.4) that identifies almost all of the Ensley Redevelopment Area as a candidate for mixed-use urban redevelopment with strip commercial and industrial development along established corridors.

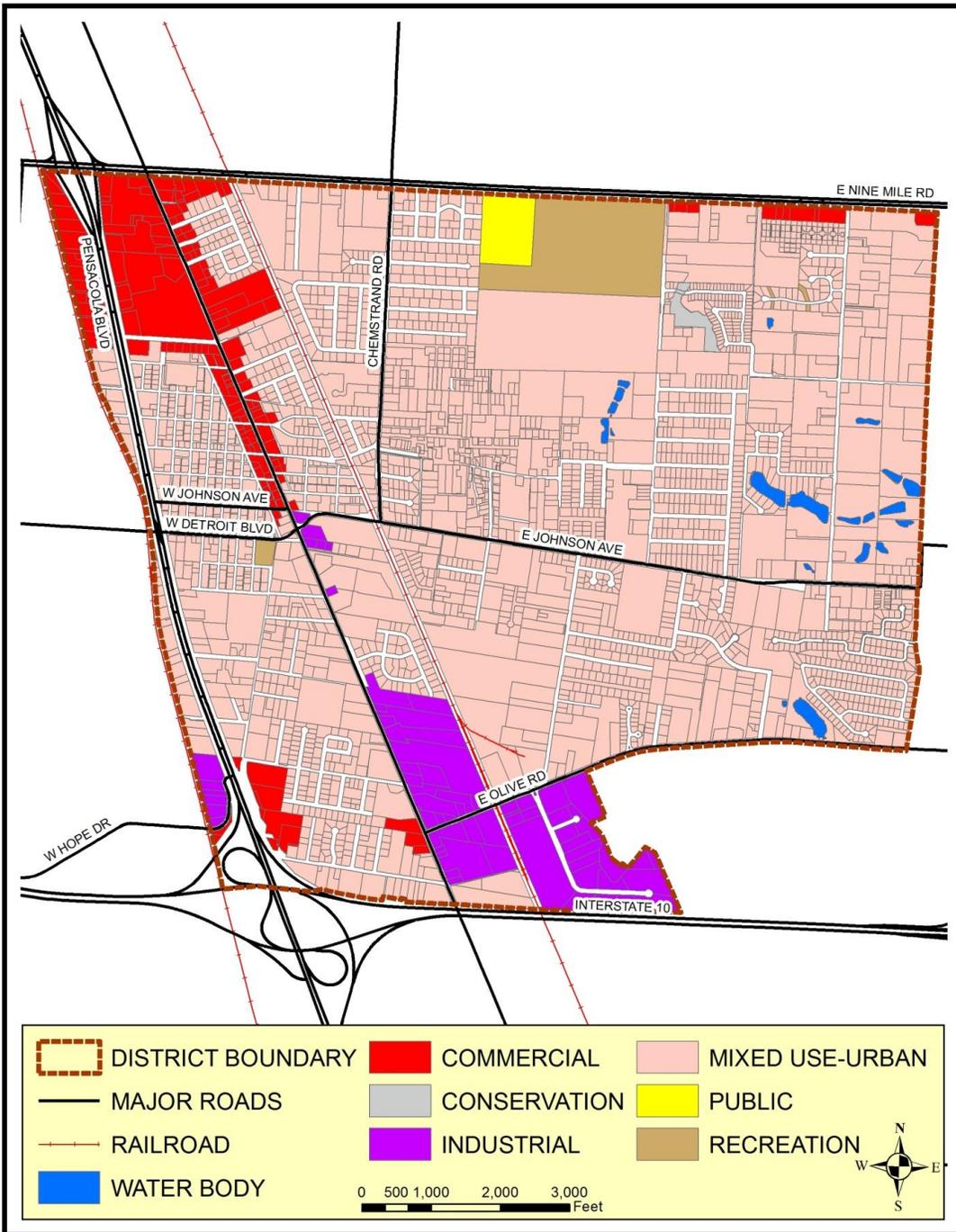


FIGURE 2.4: FUTURE LAND USE IN THE ENSLEY REDEVELOPMENT AREA. ESCAMBIA COUNTY GIS

The following sections are excerpts from the Goals, Policies and Objectives of the Escambia County Comprehensive Plan. These goals, policies and objectives have a direct impact on the Ensley Redevelopment Area and are included below:

## **Chapter 7: Future Land Use Element**

### **GOAL FLU 1 FUTURE DEVELOPMENT PATTERN**

Escambia County shall implement a planning framework that defines, supports and facilitates the desired future development pattern in Escambia County while protecting and preserving natural and historic resources.

#### **OBJECTIVE FLU 1.1 Growth Strategies**

Apply accepted planning principles and utilize innovative and flexible planning strategies to achieve orderly and balanced growth and development.

#### **OBJECTIVE FLU 1.3 Future Land Use Map Designations**

Designate land uses on the FLUM to discourage urban sprawl, promote mixed use, compact development in urban areas, and support development compatible with the protection and preservation of rural areas.

**POLICY FLU 1.3.1 Future Land Use Categories** General descriptions, range of allowable uses and residential densities and non-residential intensities for all future land use categories in Escambia County in the Ensley Redevelopment Area are listed below:

##### *1. Mixed-Use Urban (MU-U)*

**General Description:** Intended for an intense mix of residential and nonresidential uses while promoting compatible infill development and the separation of urban and suburban land uses within the category as a whole.

**Range of Allowable Uses:** Residential, Retail and Services, Professional Office, Light Industrial, Recreational Facilities, and Public and Civic.

**Standards:** Residential Maximum Density 25 du/acre, Non-Residential Minimum Intensity: 0.25 Floor Area Ratio (FAR), and Non-Residential Maximum Intensity: 2.0 FAR. Escambia County intends to achieve the following mix of land uses for new development within a ¼ of mile arterial roadways or transit corridors by 2030: Residential – 8% to 25%, Public/Recreation/Institutional – 5% to 20%, Non-Residential: Retail/Service – 30% to 50%, Office – 25% to 50%, and Light Industrial – 5% to 10%. In areas beyond a ¼ mile of arterial roadways or transit corridors, the following mix of land uses is anticipated: Residential – 70% to 85%, Public/Recreation/ Institutional – 10% to 25%, and Non-Residential – 5% to 10%.

##### *2. Commercial (C)*

**General Description:** Indented for professional office, retail, wholesale, service and general business trade. Residential development may be permitted only if secondary to a primary commercial development.

**Range of Allowable Uses:** Residential, Retail and Services, Professional Office, Light Industrial, Recreational Facilities, and Public and Civic.

**Standards:** Residential Minimum Density: None, Residential Maximum Density: 25 du/acre, Non-Residential Minimum Intensity: None, and Non-Residential Intensity: 1.0 FAR

### 3. Industrial (I)

General Description: Intended for a mix of industrial development and ancillary office and commercial uses that are deemed to be compatible with adjacent or nearby properties. Industrial areas shall facilitate continued industrial operations within the County and provide jobs and employment security for present and future residents.

Range of Allowable Uses: Light to Intensive Industrial, Ancillary Retail and Office. No new residential development is allowed.

Standards: Residential Minimum Density: None, Residential Maximum Density: None, Non-Residential Minimum Intensity: None, and Non-Residential Intensity: 1.0 FAR

### 4. Recreation (REC)

General Description: Recreational opportunities for the Escambia County citizens including a system of public and private park facilities.

Range of Allowable Uses: Active and passive recreation activities and amenities, Park facilities such as boat launch, basketball courts, tennis courts, baseball and softball fields, Meeting halls and the like. No new residential development is allowed.

Standards: Residential Minimum Density: None, Residential Maximum Density: None, Non-Residential Minimum Intensity: None, and Non-Residential Intensity: 0.5 FAR

### 5. Public (P)

General Description: Provides for uses or facilities owned or managed by the federal, state or county government or other public institutions or agencies.

Range of Allowable Uses: Public Parks, Local, Regional, State or Federal Facilities, Public structures or lands, and Quasi-public Facilities providing public services

Standards: Residential Minimum Density: None, Residential Maximum Density: None, Non-Residential Minimum Intensity: None, Non-Residential Intensity: None

#### OBJECTIVE FLU 1.4 Protect Existing Communities

Escambia County shall protect and enhance existing communities by eliminating nonconforming uses and structures over time and through an active code enforcement program.

POLICY FLU 1.4.1 Nonconformity Escambia County shall prohibit expansion of nonconforming land uses or structures within the County. The LDC shall restrict any activity that would expand the land use in question, improve structures or expand improvements associated with a nonconforming land use.

POLICY FLU 1.4.2 Code Enforcement Escambia County shall conduct a combination of complaint-driven and systematic code enforcement actions to reduce property maintenance code violations.

#### OBJECTIVE FLU 1.5 Sustainable Development

Escambia County will promote sustainable development by encouraging compact, mixed- and multi-use land patterns.

POLICY FLU 1.5.1 New Development and Redevelopment in Built Areas To promote the efficient use of existing public roads, utilities and service infrastructure, the County will encourage redevelopment in underutilized properties to maximize development densities and intensities located in the Mixed Use-Suburban, Mixed Use-Urban, Commercial and Industrial Future Land Use districts categories (with the exception of residential development).

POLICY FLU 1.5.2 Compact Development and Maximum Densities and Intensities To ensure developments are designed to be compact and to accommodate travel mode choice, especially for short, local trips, the County will require minimum densities in the Mixed-Use-Suburban Future Land Use category and encourage the maximum densities and intensities in the Mixed Use-Urban Future Land Use category.

## **GOAL FLU 2 DEVELOPMENT AND PUBLIC SERVICES**

Escambia County shall promote urban strategies for compact development, efficient provision of infrastructure and urban services, and the protection of natural resources. Urban strategies shall include infill development, mixed-use development and coordinated land use and transportation planning.

### OBJECTIVE FLU 2.1 Urban Development

Direct growth toward those areas where infrastructure and services exist to support development at approved densities and intensities.

POLICY FLU 2.1.1 Infrastructure Capacities Urban uses shall be concentrated in the urbanized areas with the most intense development permitted in the Mixed-Use Urban (MU-U) areas and areas with sufficient central water and sewer system capacity to accommodate higher density development. Land use densities may be increased through Comprehensive Plan amendments. This policy is intended to direct higher density urban uses to those areas with infrastructure capacities sufficient to meet demands and to those areas with capacities in excess of current or projected demand. Septic systems remain allowed through Florida Health Department permits where central sewer is not available.

POLICY FLU 2.1.2 Compact Development To promote compact development, FLUM amendments and residential rezonings to allow higher residential densities may be allowed in the Mixed-Use Urban (MU-U) and Mixed-Use Suburban (MU-S) future land use categories.

### OBJECTIVE FLU 2.3 Infill Development

Encourage infill development in appropriate urbanized areas where infrastructure is sufficient to meet demands, such as in MU-U and MU-S.

POLICY FLU 2.3.1 Area Designation The Englewood and Brownsville Redevelopment Areas, as adopted by the BCC, are hereby designated as an Urban Infill and Redevelopment Area in conformance with Section 163.2514(2), Florida Statutes. The County shall pursue similar designation for the remaining adopted redevelopment areas.

POLICY FLU 2.3.2 Community Redevelopment Areas Escambia County shall use its fiscal resources to encourage infill residential, commercial and public development, particularly in the Community Redevelopment Areas.

### OBJECTIVE FLU 2.4 Community Redevelopment

The Community Redevelopment Agency (CRA) will continue to implement the recommendations of the 1995 Community Redevelopment Strategy, as may be updated from time to time.

POLICY FLU 2.4.1 Strategy The CRA and other County agencies will implement the recommendations of the Community Redevelopment Strategy through the Palafox, Englewood, Brownsville, Warrington and Barrancas Redevelopment Plans.

POLICY FLU 2.4.2 Block Grants Escambia County shall direct its Community Development Block Grant (CDBG) efforts primarily to the Community Redevelopment Areas, but in any case, the program requirements promulgated by the U.S. Department of Housing and Urban Development (HUD) shall be met.

## **Chapter 8: Mobility Element**

The purpose of the Mobility Element, serving as the Transportation Element, is to establish the desired and projected transportation system in Escambia County and to plan for future motorized and non-motorized traffic circulation systems. This element provides guidelines to prepare for and establish an effective multi-modal transportation system.

### **GOAL MOB 1 TRANSPORTATION**

Escambia County shall provide a safe, cost-effective and functional roadway and transportation system for all residents and visitors to Escambia County.

#### **OBJECTIVE MOB 1.1 Transportation System**

Continue to provide a safe, convenient, efficient and cost-effective multimodal transportation system and roadway network for present and future residents.

POLICY MOB 1.1.3 Non-motorized Transportation All new public road construction projects in urban areas or community redevelopment areas shall accommodate non-motorized transportation. At a minimum, sidewalks and bicycle facilities should be included. Consideration should also be given to include storage racks, striping, or signage.

POLICY MOB 1.1.11 Required Bicycle and Pedestrian Facilities Escambia County will encourage through private/public partnerships the installation of sidewalks along the street frontage of new development (including but not limited to new development along routes shown on the TPO Bicycle and Pedestrian Plan, the County's Bicycle and Pedestrian Plan, or the "Transportation Alternative" Plan) to provide connectivity and utility for existing sidewalks in the vicinity of the development.

POLICY MOB 1.1.12 Coordination with School District and Sidewalk Planning Participation Escambia County will coordinate with the Escambia County School District regarding new school siting and needs at existing schools when determining locations for improvements to pedestrian facilities. Escambia County will also seek public input from citizens, the Escambia County School District, and the development community regarding sidewalk needs and priorities.

#### OBJECTIVE MOB 1.2 Transportation and Land Use

Assure the continual coordination of land use decisions with the future traffic circulation system by coordinating traffic circulation improvements with the FLUM and maintaining consistency between land use decisions and traffic circulation system improvements.

POLICY MOB 1.2.2 Non-motorized Transportation Facilities Escambia County will provide or require the provision of non-motorized transportation facilities to link residential areas with recreational and commercial areas in a safe manner. This may include the construction of sidewalks, bike lanes, installation of signage, striping of roadways, or the like so as to accommodate non-motorized transportation facilities.

#### **GOAL MOB 2 TRANSIT**

Escambia County shall encourage the provision and use of a safe, efficient and financially feasible mass transit transportation system, which is responsive to community needs, consistent with land use policies, is environmentally sound, and promotes economic opportunity and energy conservation.

#### OBJECTIVE MOB 2.2 Mass Transit and Growth Patterns

Operate an efficient and accessible fixed route mass transportation service in support of the projected growth patterns of the service area while maintaining or increasing ECAT's operating ratio.

POLICY MOB 2.2.1 Route Modernization ECAT shall modernize service from the existing radial route system into a modified grid system to improve efficiency.

POLICY MOB 2.2.2 Service Area Adjustments ECAT shall realign or adjust existing routes to provide service to areas requiring service while at the same time reducing service to lower use areas in order to provide more efficient service to more riders at comparable cost.

### **Chapter 9: Housing Element**

The purpose of the Housing Element is to provide guidance for the development of safe, sanitary and affordable housing for all residents of Escambia County. In particular, the goals, objectives and policies contained in this element are intended to identify and address current and future deficits in the provision of moderate, low and very-low income housing, group homes, foster care facilities and housing for those with special needs. In addition, this element is intended to provide guidance to public and private sector housing providers, as well as the residents of Escambia County, regarding redevelopment of existing neighborhoods, removal of substandard housing, relocation assistance and critical housing assistance programs.

#### GOAL HOU 1 Provision of Housing

Escambia County shall provide safe, sanitary and affordable housing for the current and future residents of the County.

#### OBJECTIVE HOU 1.1 Housing Delivery Process

Provide guidance and direction to both the public and private sectors to assist in the provision of adequate housing that varies in type, density, size, tenure, ownership, cost and location.

POLICY HOU 1.1.1 Residential Areas The Escambia County Future Land Use Map (FLUM) and Zoning maps shall identify areas suitable for residential development and/or redevelopment.

OBJECTIVE HOU 1.2 Affordable Housing

Assure the provision of safe, sanitary and affordable housing for moderate, low and very-low income residents.

POLICY HOU 1.2.1 Definition Escambia County shall define affordable housing as housing with costs, including monthly rents or mortgage payments, taxes, insurance, and utilities, not exceeding 30 percent of the amount that represents the percentage of the median adjusted gross annual income for the households in Florida Statutes as amended.

POLICY HOU 1.2.2 Location Escambia County shall allow the location of affordable housing in any residential FLUM category provided the housing is compatible with all applicable rules and regulations of the LDC.

POLICY HOU 1.2.3 Development Types Escambia County shall promote affordable housing opportunities by allowing cluster developments, zero-lot line developments, planned unit developments and other types of housing layouts that may reduce the cost of individual dwelling units.

POLICY HOU 1.2.4 Mobile or Manufactured Home Location Escambia County will encourage the use of modular homes, mobile, and manufactured as a type of housing as defined by Florida Statutes within the appropriate zoning and FLU categories.

OBJECTIVE HOU 1.4 Existing Neighborhoods and Redevelopment

Protect the character of existing residential neighborhoods, provide opportunities for redevelopment and infill development and reduce the number of substandard housing units through the continued implementation of structural and aesthetic improvement programs such as but not limited to: preservation and infill, regulation enforcement, construction inspection, improvement aid, unsafe building abatement, substandard home removal, infrastructure improvement, and rental units and housing stock conservation/rehabilitation.

OBJECTIVE HOU 1.5 Relocation Assistance

Provide housing assistance, including relocation housing for persons displaced by public programs, projects or housing rehabilitation.

POLICY HOU 1.5.1 Grants Escambia County will pursue grants to provide for relocating moderate, low, and very low income persons displaced during the housing rehabilitation process.

POLICY HOU 1.5.2 County Policy Escambia County will utilize its "Relocation Policy" that was developed in compliance with Public Law 93-383 (The Housing and Community Development Act of 1974) and adopted by the BCC on November 28, 1988, including any revisions thereto.

OBJECTIVE HOU 1.6 Housing Programs

Continue implementation of critical housing programs. Implementation will include, but not be limited to, County/Private partnerships, County/City partnerships, private non-profit, and technical assistance providers.

POLICY HOU 1.6.1 Program Information Escambia County will continue its housing outreach program to assure dissemination of housing information.

POLICY HOU 1.6.2 Non-discrimination Escambia County will enforce its nondiscrimination policies and provisions so as to ensure access to housing opportunities by all segments of the County's population.

POLICY HOU 1.6.3 Low-Interest Mortgage Loans Escambia County will cooperate with appropriate local, state and federal agencies to facilitate bond-backed low- interest mortgage loans for homes purchase by qualified individuals or families.

POLICY HOU 1.6.4 Housing Finance Authority Escambia County will participate with the Escambia County Housing Finance Authority (HFA) in the issuance of bonds to provide low interest mortgage loans for home purchases by qualified families.

POLICY HOU 1.6.5 State and Federal Assistance Escambia County will participate in affordable housing programs as made available by the state, federal, or other appropriate agencies.

POLICY HOU 1.6.6 Neighborhood Enterprise Division Escambia County will provide assistance, through NED, to provide affordable homeownership opportunities for moderate, low, and very low income homebuyers.

POLICY HOU 1.6.7 SHIP Fund Initiatives Escambia County will use State Housing Initiatives Partnership (SHIP) Program funds to expand and/or enhance ongoing activities designed to develop new affordable housing initiatives conforming to the statutory requirements of Florida Statutes.

## **Chapter 10: Infrastructure Element**

The purpose of the Infrastructure Element is to provide guidance in the provision of services necessary to accommodate existing and future development in a way that is environmentally sensitive, efficient, and cost-effective. Included within this Element are goals, objectives and policies regarding potable water provision, wastewater treatment, solid waste disposal, stormwater management and aquifer protection. The adequate provision of these services is intended to promote orderly growth within areas best suited to accommodate development, protect sensitive natural resource systems and rural and agricultural areas, and preserve the public health, safety, and general welfare of Escambia County's citizens.

### **GOAL INF 1 WASTEWATER**

Escambia County shall ensure the provision of environmentally safe and efficient wastewater collection, treatment, and disposal concurrent with the demand for such services.

#### **OBJECTIVE INF 1.1 Provision of Wastewater Service**

Ensure the safe and efficient provision of wastewater services through coordination with service providers, maximized use of existing facilities, maintenance of appropriate levels of service, correction of existing deficiencies and protection of natural resources.

POLICY INF 1.1.1 Service Agreements Wastewater service shall be provided at established levels of service within Escambia County consistent with the Interlocal Agreement between the County and the Emerald Coast Utility Authority (ECUA), the Escambia County Utilities Authority Act, Chapter 2001-324, Laws of Florida, and agreements with other wastewater providers.

POLICY INF 1.1.2 Provider Consistency with Plan Escambia County will coordinate with ECUA and other providers relative to their capital improvements and program formulation to assure consistency with this Comprehensive Plan.

POLICY INF 1.1.4 Required Septic Tank Retirement Escambia County shall, in coordination with the Escambia County Health Department and wastewater service providers, require all onsite sewage treatment and disposal system (i.e., septic tank) users to connect to an available central sewer system within the times prescribed by Section 381.00655, Florida Statutes. Sewer availability shall also be as defined in Florida Statutes.

POLICY INF 1.1.5 Coordination on System Expansions Escambia County will coordinate with ECUA and other wastewater service providers on the extensions of sanitary sewer collection lines and the siting or increase in capacity of wastewater treatment facilities to meet future needs.

### GOAL INF 3 STORMWATER MANAGEMENT

Escambia County shall ensure the provision of environmentally safe and efficient stormwater management concurrent with the demand for such services.

#### OBJECTIVE INF 3.1 Provision of Stormwater Management

Ensure the safe and efficient provision of stormwater management through maximized use of existing facilities, maintenance of appropriate levels of service, correction of existing deficiencies and protection of natural resources.

POLICY INF 3.1.2 County System Improvements Escambia County shall continue its practice of enhancing localized and regional drainage systems to increase the LOS associated with development prior to current stormwater management requirements.

## **Chapter 13 Recreation and Open Space Element**

The purpose of the Recreation and Open Space Element is to ensure adequate recreational opportunities for the citizens of Escambia County through the provision of a comprehensive system of public and private park facilities. These facilities may include, but are not limited to, natural reservations, parks and playgrounds, trails, beaches and public access to beaches, open spaces, and waterways.

## LAND DEVELOPMENT REGULATIONS

Ensley’s land is divided into seven zoning categories. Three primary zoning categories are represented in the Ensley Redevelopment Area – residential, heavy commercial/light industrial and recreation. As with land use, the share of each zoning designation reflects the dominance of the corresponding land use, with residential occupying 64.76% of the total acreage, heavy commercial/light industrial occupying 28.63%, and recreation representing 4.18% (Table 2.2). Ensley’s zoning categories are mapped in Figure 2.5 and described below.

Zoning Category	Acreage	Percent
HDMU	924.96	44.54%
MDR	419.95	20.22%
HC/LI	594.59	28.63%
Commercial	41.43	1.99%
Industrial	3.60	0.17%
Recreation	86.86	4.18%
Conservation	5.39	0.26%
<b>Total</b>	<b>2,076.78</b>	<b>100%</b>

TABLE 2.2: DISTRIBUTION OF ZONING CATEGORIES. ESCAMBIA COUNTY GIS

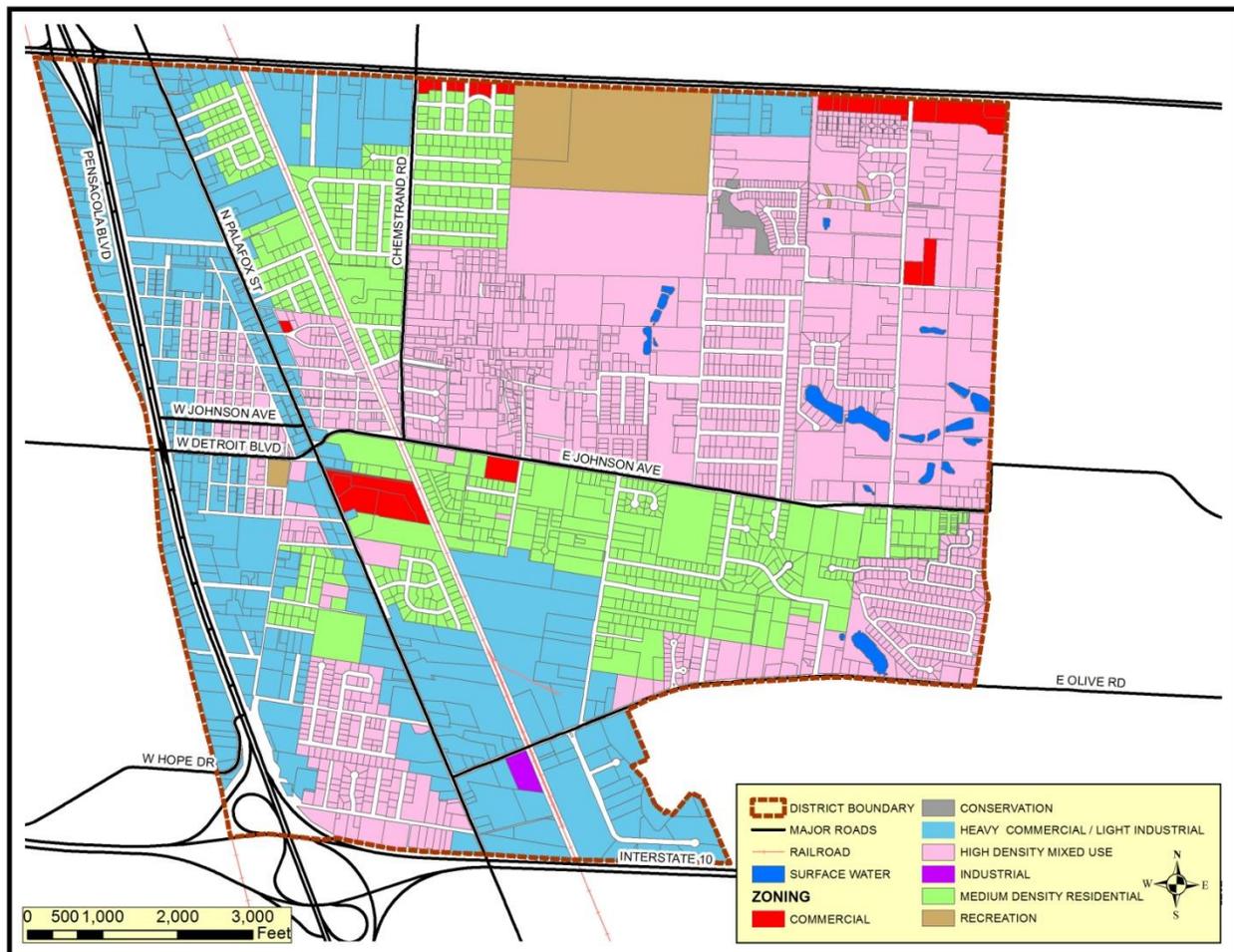


FIGURE 2.5: ZONING CATEGORIES IN THE ENSLEY REDEVELOPMENT AREA. ESCAMBIA COUNTY GIS

**Medium Density Residential district (MDR):** The Medium Density Residential district establishes appropriate areas and land use regulations for residential uses at medium densities within suburban or urban areas. The primary intent of the district is to provide for residential neighborhood development in an efficient urban pattern of well-connected streets and at greater dwelling unit density than the Low Density Residential district. Residential uses within the MDR district are limited to single-family and two-family dwellings. The district allows non-residential uses that are compatible with suburban and urban residential neighborhoods.

**High Density Mixed-use district (HDMU):** The High Density Mixed-use district establishes appropriate areas and land use regulations for a complimentary mix of high density residential uses and compatible non-residential uses within urban areas. The primary intent of the district is to provide for a mix of neighborhood retail sales, services and professional offices with greater dwelling unit density and diversity than the Low Density Mixed-use district. Additionally, the HDMU district is intended to rely on urban street connectivity and encourage vertical mixes of commercial and residential uses within the same building to accommodate a physical pattern of development characteristic of village main streets and older neighborhood commercial areas. Residential uses within the district include all forms of single-family, two-family and multi-family dwellings.

**Commercial district (Com):** The Commercial district establishes appropriate areas and land use regulations for general commercial activities, especially the retailing of commodities and services. The primary intent of the district is to allow more diverse and intense commercial uses than the neighborhood commercial allowed within the mixed-use districts. To maintain compatibility with surrounding uses, all commercial operations within the Commercial district are limited to the confines of buildings and not allowed to produce undesirable effects on surrounding property. To retain adequate area for commercial activities, new and expanded residential development within the district is limited, consistent with the Commercial (C) future land use category.

**Heavy Commercial and Light Industrial district (HC/LI):** The Heavy Commercial and Light Industrial district establishes appropriate areas and land use regulations for a complementary mix of industrial uses with a broad range of commercial activities. The primary intent of the district is to allow light manufacturing, large-scale wholesale and retail uses, major services, and other more intense uses than allowed in the Commercial district. The variety and intensity of non-residential uses within the HC/LI district is limited by their compatibility with surrounding uses. All commercial and industrial operations are limited to the confines of buildings and not allowed to produce undesirable effects on other property. To retain adequate area for commercial and industrial activities, other uses within the district are limited.

**Industrial district (Ind):** The Industrial district establishes appropriate areas and land use regulations for a broad range of industrial uses. The primary intent of the district is to accommodate general assembly, outdoor storage, warehousing and distribution, major repair and services, manufacturing, salvage and other such uses and activities that contribute to a diverse economic base but cannot satisfy the compatibility requirements and higher performance standards of other districts. The Industrial district is also intended to provide appropriate locations and standards that minimize dangers to populations and the environment from heavy industrial activities, and to preserve industrial lands for the continuation and expansion of industrial production. Non-industrial uses within the district are limited to ensure the preservation of adequate areas for industrial activities. New or expanded residential development is generally prohibited.

**Recreation district (Rec):** The Recreation district establishes appropriate areas and land use regulations for outdoor recreational uses and open space. The primary intent of the district is to preserve and maintain parcels of land necessary or used for a system of public and private parks providing both active and passive recreational activities and amenities. Indoor recreation facilities are allowed within the Recreational district if customarily

incidental to the principal outdoor uses. Non-recreational uses are severely limited to ensure the preservation of district lands and provision of adequate areas for public recreation. New or expanded residential development is generally prohibited.

**Conservation district (Con):** The Conservation district establishes appropriate areas and land use regulations for the conservation of important natural resources. The primary intent of the district is to conserve wetlands, marshes, watersheds, coastal dunes, wildlife habitats and other environmentally sensitive lands, but allow for passive recreational opportunities and amenities consistent with the Conservation future land use category. Non-conservation uses are severely limited to ensure the conservation of district resources and provision of appropriate areas for public recreation. Non-residential uses within the Conservation district are limited to activities that will have minimal impacts and where the educational benefits of the uses are determined to outweigh those impacts.

As shown on the zoning map, in the Ensley Redevelopment Area, these zoning categories are placed within contiguous districts. The high contiguity of the different zoning districts will help in creating distinct neighborhoods in Ensley whose character will be tied closely to the allowances of each zoning category.

## PARCEL SIZE

The size of parcels (Fig. 2.6) has a significant impact on redevelopment potential for any proposed project. Typically, older subdivision plats and commercial properties may be too small for redevelopment and may exhibit non-conformance with current zoning codes.

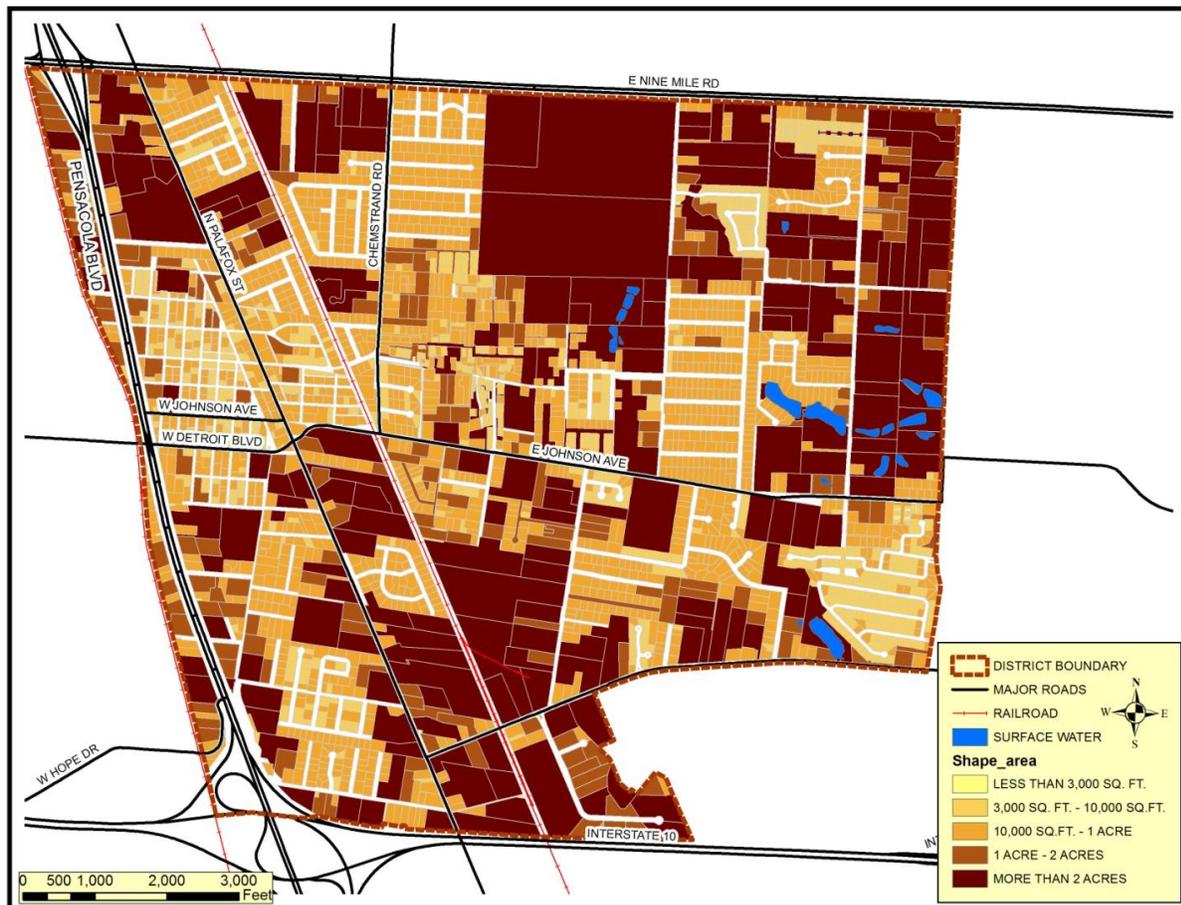


FIGURE 2.6: PARCEL SIZE IN THE ENSLEY REDEVELOPMENT AREA. ESCAMBIA COUNTY GIS

Table 2.5 summarizes the parcel counts and distribution of various parcel sizes. The majority (55%) of parcels in Ensley are between 10,000 square feet to 1 acre (43,560 square feet) in size. The next most common parcel sizes in Ensley are lots that are between 3,000 to 9,000 square feet – representing nearly 31% of the Redevelopment Area.

Parcel Size	Count	Percent
< 3,000 square feet	46	1.55
3,000 – 9,999 square feet	906	30.66
10,000 square feet – 1 acre	1,635	55.26
1-2 acres	189	6.39
> 2 acres	183	6.18
<b>Total</b>	<b>2,959</b>	<b>100</b>

TABLE 2.5: DISTRIBUTION OF PARCEL SIZE. ESCAMBIA COUNTY GIS

Inadequate parcel size may become a significant deterrent for redevelopment efforts. The smaller properties are often limited by their size in relation to parking and setback requirements, stormwater retention standards, landscaping requirements, and other land development regulations. In addition, contemporary development trends favor larger sites for redevelopment as it offers the flexibility to provide a variety of uses and a mix of activities. It also reduces the complexities involved with assembly of smaller parcels to support large scale redevelopment projects.

## HOUSING CONDITION

Housing condition in the Redevelopment Area is in many areas dilapidated or vacant and the distribution of substandard housing is scattered across the entire Redevelopment Area (Fig. 2.7), while the neighborhoods of Tower Terrace, Hope Manor and Shady Oaks contain a relatively higher concentration of poor quality housing compared to the rest of Ensley.

CRA staff conducted a neighborhood housing survey throughout the Ensley Redevelopment Area. Houses were evaluated based upon the following established conditions criteria:

1. **Excellent condition** – None or very minor repair required.
2. **Good condition** – Possibly requiring paint. There may be evidence of aging. No structural repair necessary.
3. **Fair condition** – Repair or rehabilitation is required. Shingles may be curling. There may be evidence of the need for energy improvements. Roofing may be required as well.
4. **Poor condition** – Obvious structural damage exists. The Entire structure may be leaning, the floor may be settling in places, and there may be evidence of water damage.
5. **Dilapidated condition** – Typically beyond feasible rehabilitation and in need of demolition. The building may be burned out or otherwise structurally unsafe. Portions of the structure may already be down.

Conditions of deterioration in a neighborhood are a negative influence on surrounding residents, and the condition of these units can be a deterrent to continuing investment and maintenance of other units. Of the 1,908 houses in Ensley, over 25% are in either poor or dilapidated condition. Another quarter (27%) of the housing stock is in fair condition. On the east side of Ensley, new subdivisions of housing in excellent condition are located in close proximity to depressed housing stock.

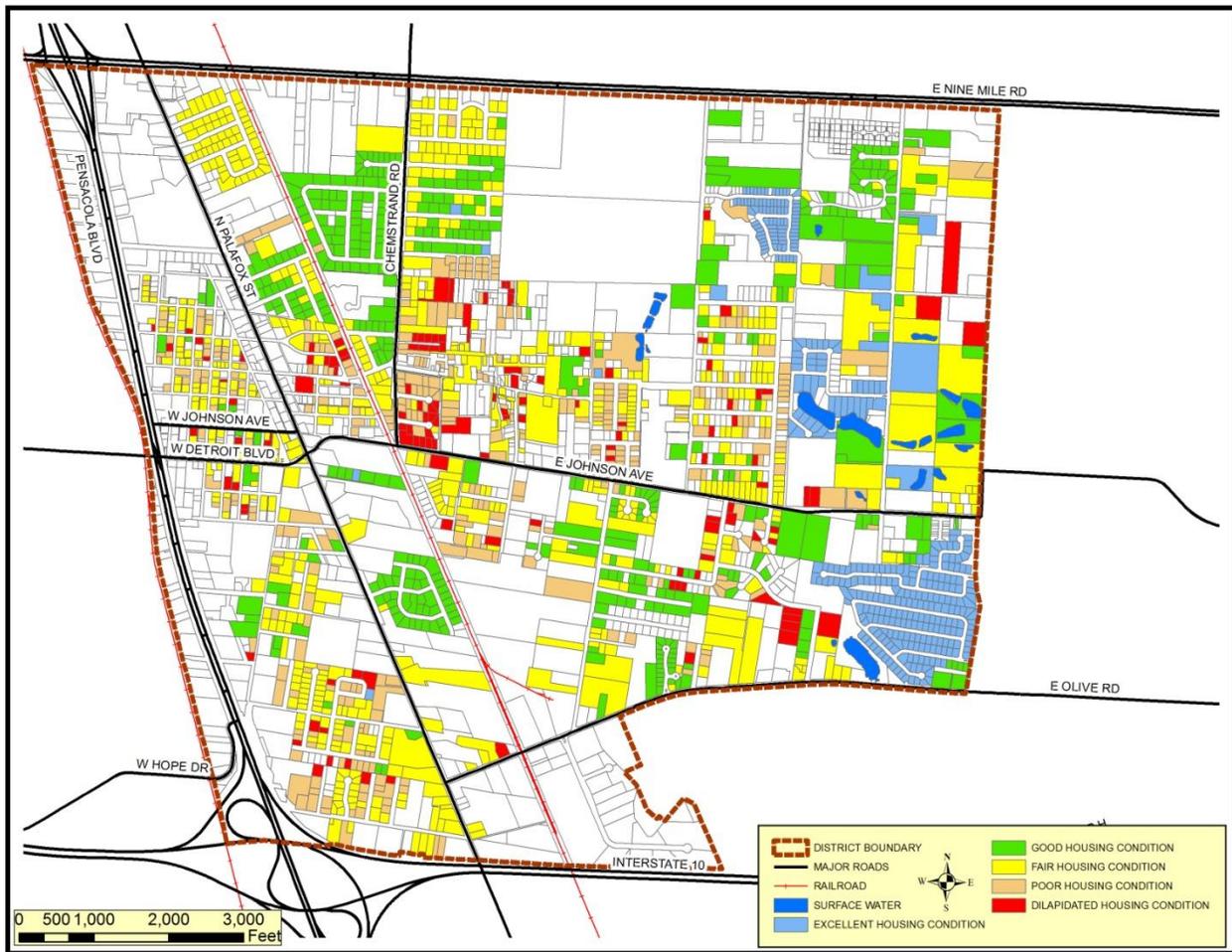


FIGURE 2.7: HOUSING CONDITIONS IN THE ENSLEY REDEVELOPMENT AREA. ESCAMBIA COUNTY GIS

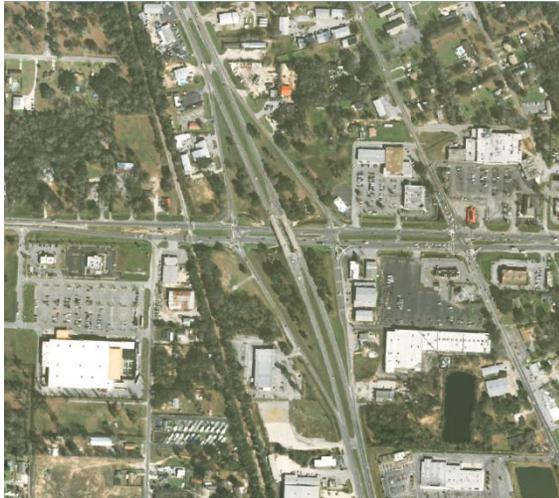
## TRANSPORTATION AND INFRASTRUCTURE

Vehicular circulation through Ensley’s commercial corridors is logical and efficiently planned. U.S. Highway 29 intersects E. Nine Mile Road as a grade-separated interchange that keeps the north-south flow of traffic unhindered. North Palafox Street serves as an alternate north-south passage and E. Johnson Avenue and E. Olive Road provide the primary east-west access through the residential and lesser commercial areas of the redevelopment area. Efficient north-south connection through the central residential area is impeded by the railroad track bisecting the redevelopment area running parallel to N. Palafox Street.

Ensley doesn’t have much of a traditional city-like street grid, with only the area south of Caro Street and north of Jones Street between U.S. Highway 29 and N. Palafox Street having this traditional interconnected street layout. The remainder of the redevelopment district is either served by high-capacity commercial corridors or an inefficient suburban layout unconnected to neighboring residential areas.

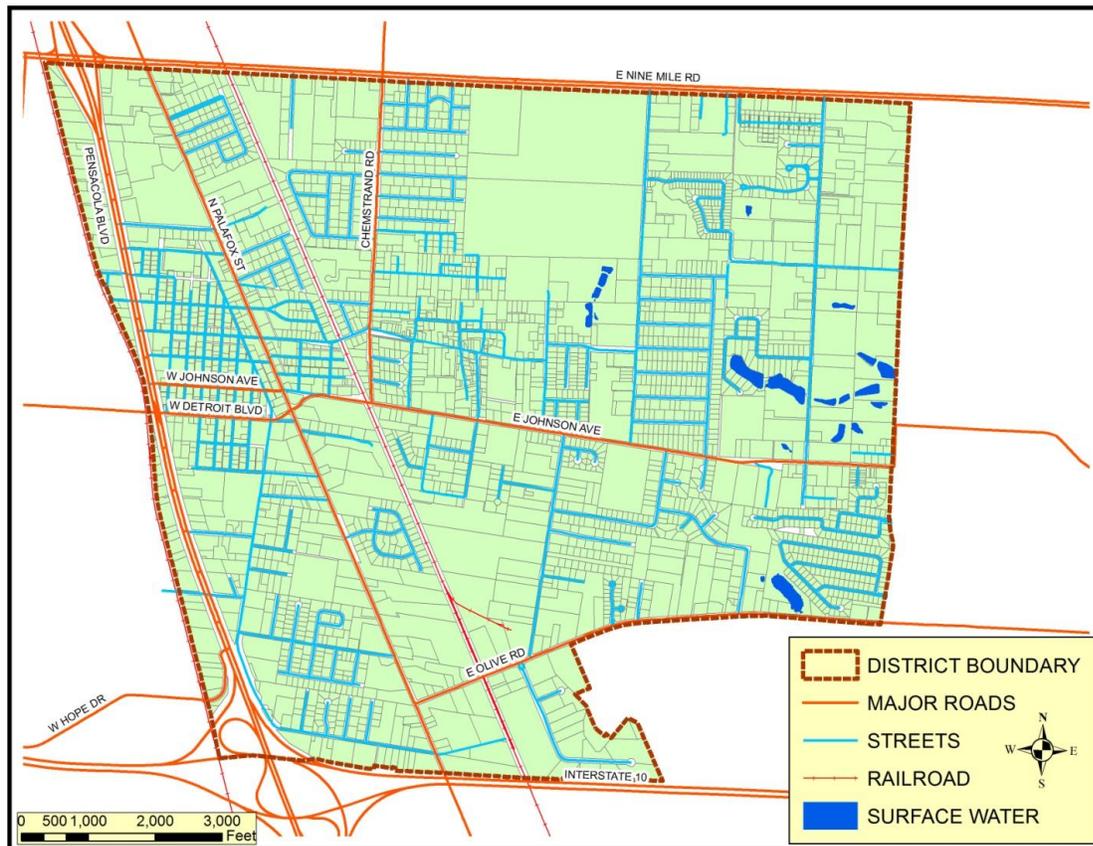
A new east-west extension of Camden Road to Airway Drive was proposed by a developer of the approximate 69-acre parcel located south of John R. Jones Jr. Athletic Park. This new road connection was largely opposed by nearby residents attending the Envision Ensley workshops who expressed concern about high volumes of traffic on narrow residential roads and the general traffic impact in an already congested area. At the time of this plan, the County was still working with the developer and local residents to find an amenable solution.

A major improvement to U.S. Highway 29 from Interstate-10 north of E. Nine Mile Road will increase road capacity from four lanes to six. Sidewalks, bike lanes, drainage and other safety improvements will be incorporated into the project. This road improvement has a completed design and is funded as a Florida Department of Transportation Committed Strategic Intermodal System project for fiscal year 2017-2021.



**INTERSECTION OF U.S. HIGHWAY 29 AND E. NINE MILE ROAD & INTERSECTION OF N. PALAFOX STREET & E. NINE MILE ROAD  
ESCAMBIA COUNTY GIS**

**INTERSECTION OF N. PALAFOX STREET AND E. OLIVE ROAD  
ESCAMBIA COUNTY GIS**



**FIGURE 2.8: VEHICULAR CIRCULATION IN THE ENSLEY REDEVELOPMENT AREA ESCAMBIA COUNTY GIS**

## PEDESTRIAN CIRCULATION

Pedestrian circulation in Ensley is deficient. With the exception of two subdivisions (Crystal Wells and Crestwood), Ensley does not have an interconnected sidewalk network other than improvements made to E. Johnson Avenue east and west of N. Palafox Street and along the length of Airway Drive. The sidewalk on E. Johnson Avenue extends on both side of the road from N. Palafox St. east to Briese Lane.

The planned road widening of U.S. Highway 29 will include bike lanes and sidewalks throughout the length of this heavily-travelled corridor in the Redevelopment Area.

A corridor management plan for N. Palafox Street was completed in 2015. Planned (but currently unfunded) improvements to N. Palafox Street include sidewalks and bike lanes.

With the funded and planned improvements in the Ensley Redevelopment Area, north-south pedestrian circulation will be vastly improved. East-west circulation still requires further enhancement.

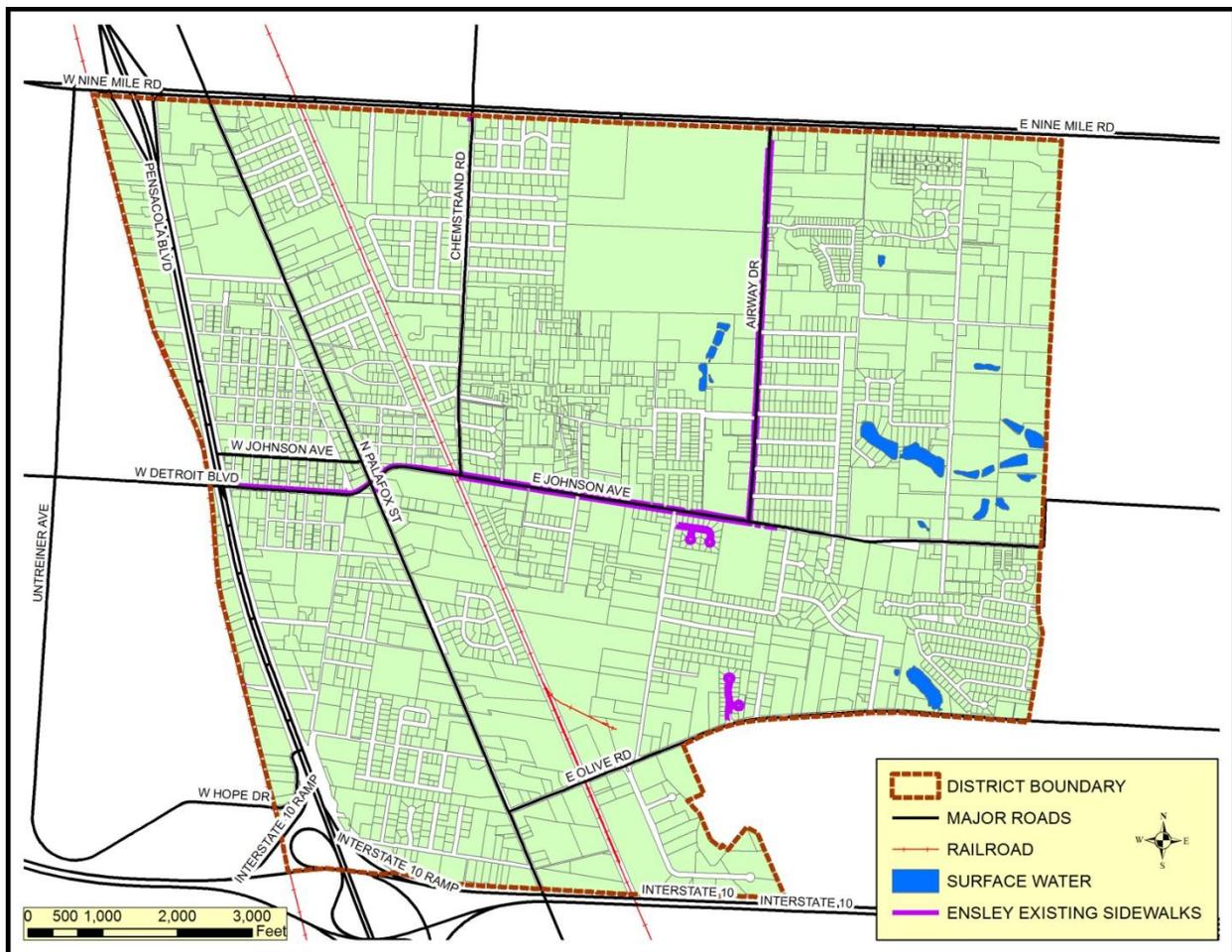


FIGURE 2.9: SIDEWALKS IN ENSLEY REDEVELOPMENT AREA. ESCAMBIA COUNTY GIS

## SANITARY SEWER

The sewer network in Ensley is limited and scattered throughout the Redevelopment Area. Sewer is available in the following neighborhoods: Chemwood, Palafox Mobile Home Estates, Chrystal Wells, Airway Oaks, Legacy Oaks, Azalea Court, Serenity Townhomes, Grand Cedars Reserve, Mazurek Plantation, and The Arbors at Ensley. A

handful of residential streets not in subdivisions also have sewer: Vickie Street, and E. Johnson Avenue in the vicinity of Vickie Street, Argo Drive, E. Ensley Street, Handicare Street, Washburn Street, and Sonnyboy Lane.

Sewer service is also limited to businesses and industry in Ensley. U.S. Highway 29 north of Detroit Boulevard has sewer service covering most of both sides of the highway. E. Nine Mile Road's sewer availability is spread out in The Redevelopment Area, serving the eastern and western corners and a section in the center. The industrial subdivision on Sears Drive is fully-served by a sewer system.

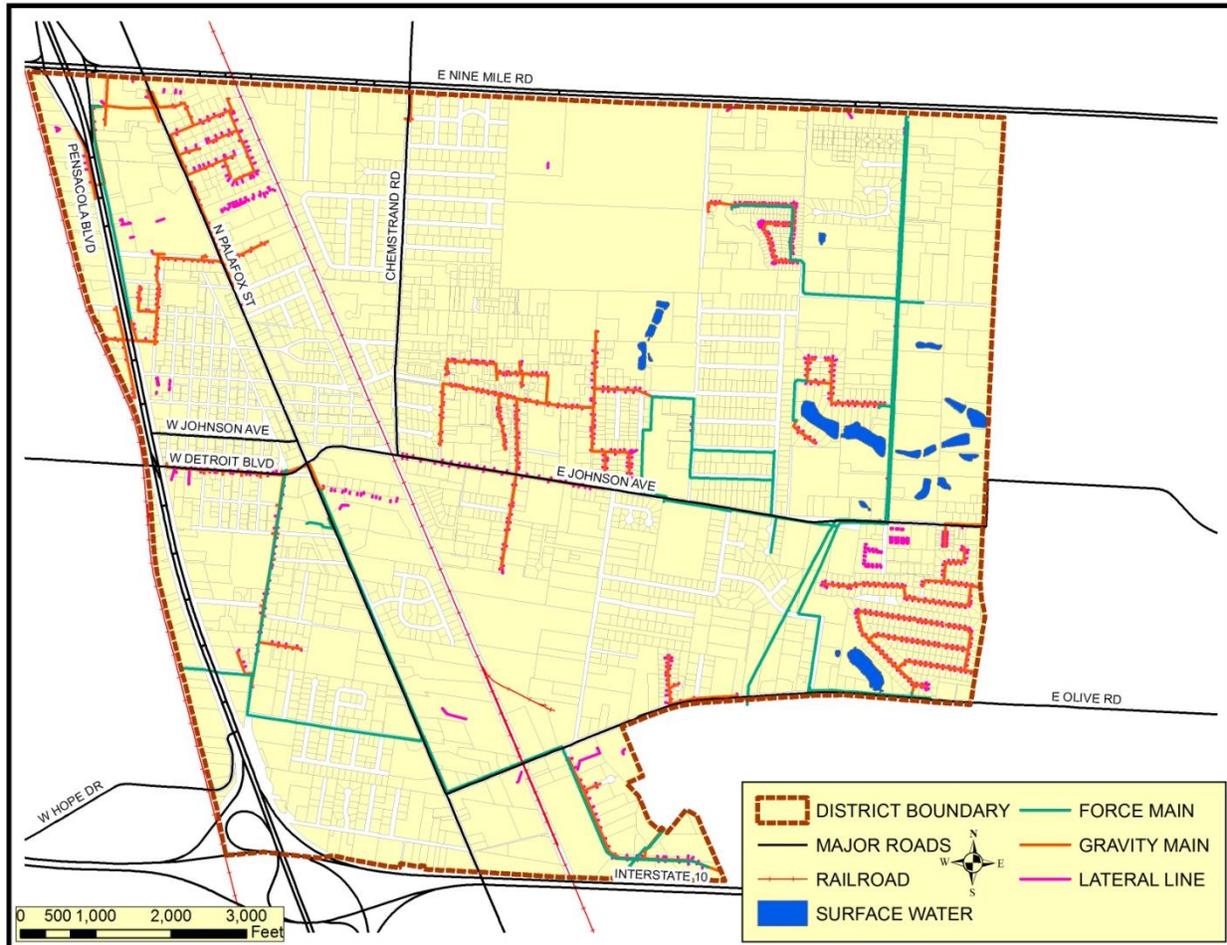


FIGURE 2.11: SEWER LINES IN THE ENSLEY REDEVELOPMENT DISTRICT. ESCAMBIA COUNTY GIS

## DEMOGRAPHICS

This section uses data provided by Nielsen SiteReports as compiled by the Haas Center of University of West Florida to discuss the demographic, housing and economic conditions in the Ensley Redevelopment Area and compare them to the same conditions across the whole of Escambia County.

### POPULATION

Ensley's population has been very stable over the past fourteen years and is expected to remain so in the near future. The 2000 Census identified 5,947 residents and 5,811 residents in 2010. Estimated population in 2014 was 5,837. Projected population in 2019 is 5,940. Population in the Redevelopment Area declined 2.30% from 2000-2010, but increased 0.45% from 2010-2014. Ensley is expected to grow 1.77% from 2014-2019.

The Ensley Redevelopment Area is growing at a much slower pace than the county as a whole. In the period from 2000-2010, Escambia County grew 1.09%. Population grew faster in Escambia County from 2010-2014 with a growth rate of 3.03%. Projected growth rate of the county as a whole is expected to pick up to 4.49% from 2014-2019.

POPULATION Location	2010	2014	% change from 2010	2019 (estimated)	% change from 2014
Ensley CRA	5,811	5,837	0.45%	5,940	1.77%
Escambia County	297,619	306,630	3.03%	320,397	4.49%

TABLE 2.6 POPULATION. 2010 U.S. CENSUS/ESRI/UNIVERSITY OF WEST FLORIDA

## HOUSEHOLDS

Household data (Tables 2.7 and 2.8) are important indicators of housing demand, household characteristics, and market potential in a community. The 2010-2014 percent increase of households in Ensley (1.15%) is less than half than the rate in household growth in Escambia County (3.42%). Despite this difference, the percentage of home owners living in their homes is nearly similar when comparing Ensley to the county as a whole.

HOUSEHOLDS Location	2010	2014	% change from 2010	2019 (estimated)	% change from 2014
Ensley CRA	2,291	2,317	1.15%	2,371	2.30%
Escambia County	116,238	120,219	3.42%	125,949	4.77%

TABLE 2.7 HOUSEHOLDS. 2010 U.S. CENSUS/ESRI/UNIVERSITY OF WEST FLORIDA

HOME OWNERSHIP RATE IN 2014	Ensley	Escambia County
% Owner-occupied	63.31%	64.78%
% Renter-occupied	36.69%	35.22%

TABLE 2.8 HOME OWNERSHIP RATES. 2010 U.S. CENSUS/ESRI/UNIVERSITY OF WEST FLORIDA

Median household income is another very significant indicator of an area's economic strength. Ensley's median household income in 2014 was \$39,640. Escambia County's median income in 2014 was \$43,533. The discrepancy in Ensley's median income is \$3,893 or 9.82% less than the County's median income.

Ensley's median owner-occupied house price in 2014 was \$109,823, compared to Escambia County's median owner-occupied house price of \$128,533. Ensley's median home price is \$18,710 (14.56%) less than the countywide average.

## ETHNIC COMPOSITION

Compared to Escambia County as a whole, the Ensley Redevelopment Area is more ethnically diverse (Table 2.9). Ensley has 17.72% fewer white and 13.38% more black or African American than the county as a whole. Although the other listed races only make-up a small percentage of the ethnic composition of Ensley, it is worthwhile to note that Ensley generally has double the percentage of the other race categories than the county's average.

ETHNIC COMPOSITION	ENSLEY CRA	ESCAMBIA COUNTY
White	50.85%	68.57%
Black or African American	36.61%	22.78%
Amer. Indian or Alaska Native	1.25%	0.85%
Asian	4.33%	2.89%
Native Hawaiian and other Pacific Islander	0.02%	0.16%
Some other race	3.27%	1.46%
Two or more races	3.67%	3.29%

TABLE 2.9: ETHNIC COMPOSITION. 2010 U.S. CENSUS/ESRI/UNIVERSITY OF WEST FLORIDA

## AGE

Age breakdowns are comparatively similar in Ensley and Escambia County as a whole (Table 2.10). In the Ensley Redevelopment Area, 74.68% of the population is over 18 years of age while countywide the percentage is 78.4%. Comparison of the elderly population is nearly equal. Although slight, the greatest age comparison difference is in children in Ensley. Ensley has about 1.6% more young children and 2.1% more school-aged children than the county as a whole.

AGE	ENSLEY CRA	ESCAMBIA COUNTY
0-4	7.86%	6.23%
5-17	17.48%	15.36%
18-64	59.30%	62.75%
65+	15.36%	15.67%
Over 18	74.68%	78.41%

TABLE 2.10: AGE. 2010 U.S. CENSUS/ESRI/UNIVERSITY OF WEST FLORIDA

## EMPLOYMENT

The total working-age population of Ensley in 2014 was estimated at 4,504, of those 2,595 are employed. In 2014, unemployment rate in Ensley was 7.86%. 37.04% of the working age population of Ensley is not in the labor force. Among Ensley residents (Table 2.11), the highest percentages are employed people work in food preparation/serving (18.84%) and office/administration support (18.23%).

EMPLOYMENT	ENSLEY CRA	ESCAMBIA COUNTY
Architect/Engineer	1.73%	1.30%
Arts/Entertain/Sports	0.08%	1.66%
Building Grounds Maintenance	3.43%	5.12%
Business/Financial Operations	1.35%	3.33%
Community/Social Services	1.39%	1.65%
Computer/Mathematical	1.12%	1.27%
Construction/Extraction	4.78%	5.02%
Education/Training/Library	4.35%	5.43%
Farm/Fish/Forestry	0.23%	0.43%
Food Prep/Serving	18.84%	8.52%
Health Practitioner/Tech.	8.79%	7.60%
Healthcare Support	5.51%	2.78%
Maintenance Repair	4.59%	3.61%
Legal	0.54%	0.97%
Life/Phys/Social Science	1.35%	0.57%
Management	3.47%	8.28%
Office/Admin. Support	18.23%	15.84%
Production	0.81%	3.40%
Protective Services	1.31%	2.15%
Sales/Related	7.90%	11.82%
Personal Care/Service	5.47%	3.33%
Transportation/Moving	4.70%	5.90%

TABLE 2.11: EMPLOYMENT. 2010 U.S. CENSUS/ESRI/UNIVERSITY OF WEST FLORIDA

## EDUCATION

Economic conditions in a community are often analyzed through indicators such as per capita income, median and average household incomes, employment rate, educational attainment, labor force participation, and poverty rate, but there may be correlations as well between income performance and educational attainment.

As shown in Table 2.12, in 2104, it is estimated that 30% of Ensley residents have received their high school diploma, while an additional 28% have attended college (with nearly 13% of the population attaining a Bachelor's Degree). In contrast, 16% of the Redevelopment Area adults have not completed high school.

In comparison with Ensley to the county as a whole, the difference isn't dramatic – with slightly lower educational attainment in Ensley. However, Ensley does lead the county with the percentage of adults who have a high school diploma and have attended college.

EDUCATIONAL ATTAINMENT	ENSLEY CRA (population 25+ in 2014)	ESCAMBIA COUNTY (population 25+ in 2014)
Less than 9 <sup>th</sup> grade	6.56%	4.03%
Some High School, no diploma	7.86%	8.81%
High School Graduate (or GED)	30.05%	29.00%
Some College, no degree	27.97%	24.49%
Associate Degree	9.58%	10.40%
Bachelor's Degree	12.62%	14.77%
Master's Degree	4.79%	6.33%
Professional School Degree	0.26%	1.32%
Doctorate Degree	0.34%	0.85%

TABLE 2.12: EDUCATIONAL ATTAINMENT. 2010 U.S. CENSUS/ESRI/UNIVERSITY OF WEST FLORIDA

## INCOME

In 2014, residents of Ensley on average earned 19.6% less than a resident elsewhere in Escambia County. The difference in median income was not quite as drastic with Ensley residents earning 9.82% less median income than in the county as a whole. Despite this discrepancy, Ensley has higher percentages of residents in the \$35,000 - \$99,999 income range than compared countywide.

INCOME BRACKETS	ENSLEY CRA	ESCAMBIA COUNTY
2014 Average Income	\$48,699	\$58,243
2014 Median Income	\$39,640	\$43,533
<\$15,000	16.83%	15.44%
\$15,000 - \$24,999	14.24%	12.08%
\$25,000 - \$34,999	13.90%	13.48%
\$35,000 - \$49,999	16.18%	15.82%
\$50,000 - \$74,999	18.90%	17.37%
\$75,000 - \$99,999	12.86%	12.13%
\$100,000 - \$124,999	3.11%	5.68%
\$125,000 - \$149,000	0.95%	2.68%
\$150,000 - \$199,999	2.07%	2.93%
\$200,000 - \$249,999	0.47%	0.95%
\$250,000 - \$499,999	0.43%	1.12%
\$500,000+	0.04%	0.33%

TABLE 2.13: INCOME BRACKETS, 2010 U.S. CENSUS/ESRI/UNIVERSITY OF WEST FLORIDA

## CRIME

Crime and the perception of crime remain impediments to the redevelopment of Ensley. The data below in Table 2.14 provides a baseline for future improvement as the Redevelopment Area progresses.

TOTAL INCIDENCE OF CRIME Location	2008 Reports	2009 Reports	2010 Reports	2011 Reports	2012 Reports	2013 Reports	2014 Reports
<b>Ensley CRA (pop. 5,837)</b>							
Murder	1	1	4	0	0	2	0
Forcible Sex Offenses	11	9	17	11	5	4	9
Robbery	25	16	23	21	15	20	17
Aggravated Assault/Battery	34	48	28	39	47	48	48
Burglary/Break-and-Enter	110	104	87	91	151	120	123
Larceny	434	494	425	438	473	373	415
Motor Vehicle Theft	30	43	19	26	30	55	46
<b>Escambia County (pop. 306,630)</b>							
Murder	18	15	26	14	15	23	18
Forcible Sex Offenses	225	307	313	272	264	224	234
Robbery	554	534	461	463	412	370	306
Aggravated Assault/Battery	1,420	1,392	1,128	1,033	1,269	1,169	1,203
Burglary/Break-and-Enter	2,417	2,610	2,665	2,600	3,156	2,776	2,356
Larceny	6,364	6,593	7,271	7,543	7,579	7,588	6,908
Motor Vehicle Theft	687	630	519	858	550	654	554

TABLE 2.14 TOTAL INCIDENCE OF CRIME IN ENSLEY AND ESCAMBIA COUNTY. ESCAMBIA COUNTY SHERIFF'S OFFICE

## CHAPTER 3: CONCEPT PLAN

### CONCEPT PLAN PHILOSOPHY

This chapter presents the Concept Plan for future land use and redevelopment within the Ensley Redevelopment Plan. The Concept Plan elements were conceived based on the priority issues and assets identified during the public workshops and surveys. The Concept Plan presents a general outline of the recommended elements for redevelopment of the Ensley Redevelopment Area followed by a brief description of the objectives and the recommended action strategies to achieve these objectives. The Concept Plan serves as the foundation for future policy decisions by the County. The following general principles form the basis for recommendations and strategies contained in the Concept Plan:

- The Plan identifies, in general, where future land use changes and redevelopment activities should occur to make best use of limited resources and attract desirable businesses and reinvestment.
- The Plan offers a comprehensive strategy from which the Community Redevelopment Agency can plan its activities for the Ensley Redevelopment Area.
- The Plan emphasizes public safety and the passive means that help achieve this; i.e., street lighting, CPTED design, signage, etc.
- The Plan considers business development, particularly small-scale and local enterprise, as the future economic foundation for the Ensley Redevelopment Area.

In summary, the Concept Plan supports desirable social, physical and economic development strategies as expressed by community stakeholders, including:

- Improving physical conditions and visual character of the area's primary transportation corridors.
- Encouraging infill, renovation, reconstruction and enhancement of single-family residential areas.
- Creating natural centers of social, entertainment, and retail activity that help anchor neighborhoods and form gateways into Ensley.
- Promoting denser and fuller commercial development on Ensley main commercial corridors.
- Appropriately buffering non-harmonious adjacent land uses in order to preserve residential character and help stabilize property values.
- Identifying appropriate locations in the Redevelopment Area to introduce mixed-use developments through adaptive reuse, new infill construction and future land use revisions.
- Enforcing code regulations as they apply to housing and property upkeep, visual blight, and safety requirements.
- Enhancing the pedestrian orientation of the Ensley Redevelopment Area by increasing its walkability;
- Providing infrastructure, especially sanitary sewer connections to enable infill development of single-family homes.
- Devising strategies to support increased home ownership and improved housing rehabilitation efforts such as soft second mortgages and low-interest loans without income restrictions.

# ENSLEY CRA CONCEPT PLAN

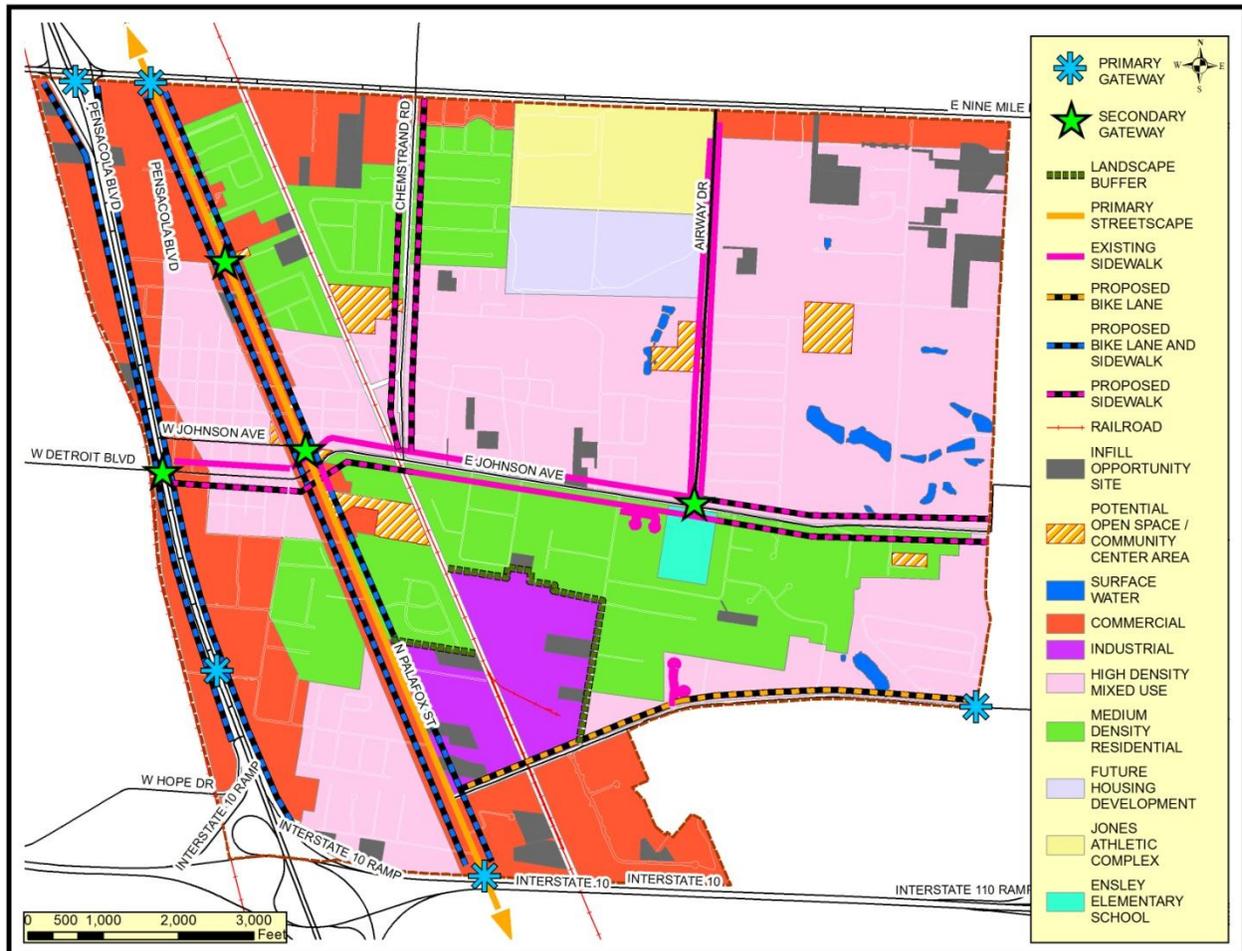


FIGURE 3.1: CONCEPT PLAN FOR THE ENSLEY REDEVELOPMENT AREA. ESCAMBIA COUNTY GIS, CRA STAFF

## CORRIDORS

Primary corridors serve as major access routes for vehicular and pedestrian movement. Highly visible and easily accessible business locations are essential components of market development, and effective traffic circulation is an important factor. Primary corridors carry the largest amounts of traffic and are the most recognizable and convenient routes. Integration of transportation and land use considerations become important in designing primary corridors that are effective at moving traffic, allowing curbside access, and presenting an appealing and welcoming image to motorists and pedestrians alike.

Existing conditions on the Redevelopment Area’s primary corridors are largely deficient in terms of infrastructure quality, commercial activity, personal safety, and aesthetic character. These deficiencies must be addressed in order to create the conditions that will lead to reinvestment in the Redevelopment Area. The Concept Plan identifies three primary corridor types within the Ensley Redevelopment Area that could potentially act as catalysts for the redevelopment of the area. These corridors are:

### 1. Primary Commercial Corridors:

U.S. Highway 29, E. Nine Mile Road

### 2. Neighborhood Commercial Corridors

N. Palafox Street

### 3. Neighborhood Connectors

E. Johnson Ave/Detroit Blvd, E. Olive Road, Chemstrand Road and Airway Road

## PRIMARY COMMERCIAL CORRIDORS

U.S. Highway 29 is the primary north-south route through Ensley. Land use along U.S. Highway 29 is primarily highway-commercial with numerous driveways and access points along the road. Economic vitality along the corridor is moderate with retail, industrial and institutional uses. Retail uses are more concentrated north of Detroit Boulevard traveling north approaching E. Nine Mile Road. Some areas of the corridor are vacant or underutilized, with excellent redevelopment potential.

Although traffic is heavy during peak hours, a significant road improvement for U.S. Highway 29 through the Redevelopment Area is funded and imminent in the next few years. This Florida Department of Transportation project will improve safety for vehicles, bicycles and pedestrians in addition to widening the roadway to six lanes from Interstate-10 to north of E. Nine Mile Road.

E. Nine Mile Road is the primary east-west route through Ensley and serves as the northern border of the Redevelopment Area. Commercial activity along E. Nine Mile Road is as intense as is found on U.S. Highway 29 through the Redevelopment Area. Large shopping centers are anchored by large national retailers and are supported by smaller shops and services. A significant commercial redevelopment opportunity is available in the former K-Mart store at E. Nine Mile Road and Chemstrand Road. Although not technically in the Redevelopment Area, the north side of E. Nine Mile Road is also a vibrant part of the commercial corridor.

**Objective:** Integrate existing commercial development into the functional and aesthetic framework of the redevelopment vision that retains the economic benefits of these uses, while improving their visual impact. Establish an identity for the corridor and stimulate quality development in the Ensley Redevelopment Area.

### Action Strategies:

- Initiate physical improvements to enhance the overall visual appearance of the commercial corridor. These include constructing elements such as landscaped medians, street lighting, sidewalks, and shared access to adjacent uses.
- Concentrate and consolidate existing commercial uses to prepare for any new development and use the services of a real estate agent and/or the County's land management team to acquire and assemble land for the development of large marketable retail or office sites.
- Identify priority sites for developing neighborhood retail and entertainment centers. These centers would centralize important neighborhood features, such as grocery stores, banks, dry cleaners, restaurants, etc.
- Provide business owners and developers with incentives such as a tax breaks to upgrade existing buildings and property to meet minimum code standards.
- Encourage adaptive reuse of underutilized and obsolete commercial uses wherever possible.

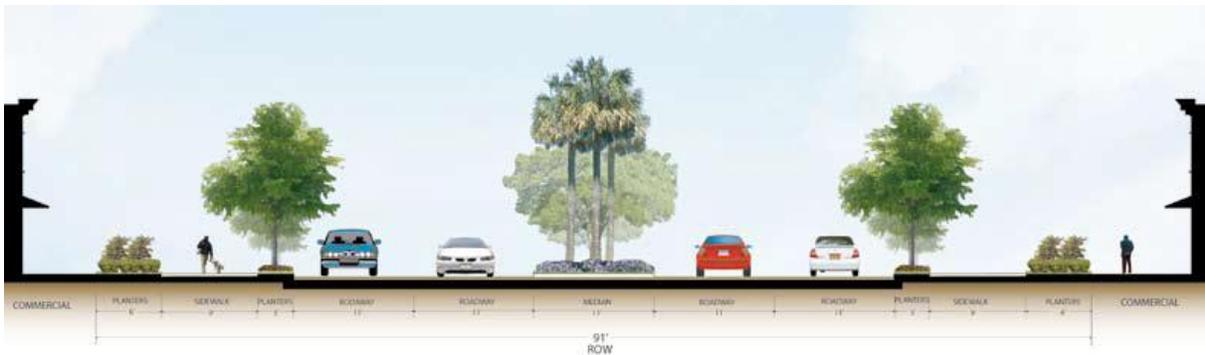
- Adopt and enforce design standards to ensure visual integration and a sense of identity for the entire corridor.
- Extend and/or complete sewer infrastructure to all properties in the corridor.



**EXISTING CONDITION: E. NINE MILE RD., CRA STAFF PHOTO**



**PHOTO SIMULATION OF DESIRED IMPROVEMENTS FOR A PRIMARY COMMERCIAL CORRIDOR, CREDIT: IBI GROUP, INC.**



**TYPICAL SECTION AN IMPROVED COMMERCIAL CORRIOR, CREDIT: IBI GROUP, INC.**

### **NEIGHBORHOOD COMMERCIAL CORRIDORS**

Preserving neighborhood character and unity was mentioned as being important to the residents of Ensley, and the proposed development program for Ensley’s neighborhood commercial corridor intends to build upon their existing character.

North Palafox Street is the secondary north-south route through the Redevelopment Area. Businesses and residential uses are interspersed along the corridor. Many of the businesses along this corridor are auto-centric: auto sales, repair and parts.

Residential streets provide pivotal links between different neighborhoods, between different uses in the same neighborhoods, and form the road network that residents use to interact with each other. Their character is generally leisurely; narrow laneways, on-street parking, and tree canopies combine to create a sense of tranquility that is unavailable on busier roadways. Streets with mixed commercial and residential uses, such as N. Palafox Street, require modified strategies to properly manage their character and uses. Also, in certain cases, pedestrian infrastructure is deficient or missing, and without a safe or comfortable pedestrian environment, it is unlikely that such streets will be utilized by local residents.

**Objective:** Transform the functional and visual character of the street as primary neighborhood commercial corridor at a scale that is pedestrian friendly and compatible with the residential neighborhoods. Establish an identity for the corridor and encourage private sector investment that addresses the needs of the neighborhood.



**EXISTING CONDITION: N. PALAFOX STREET, CRA STAFF PHOTO**

**Action Strategies:**

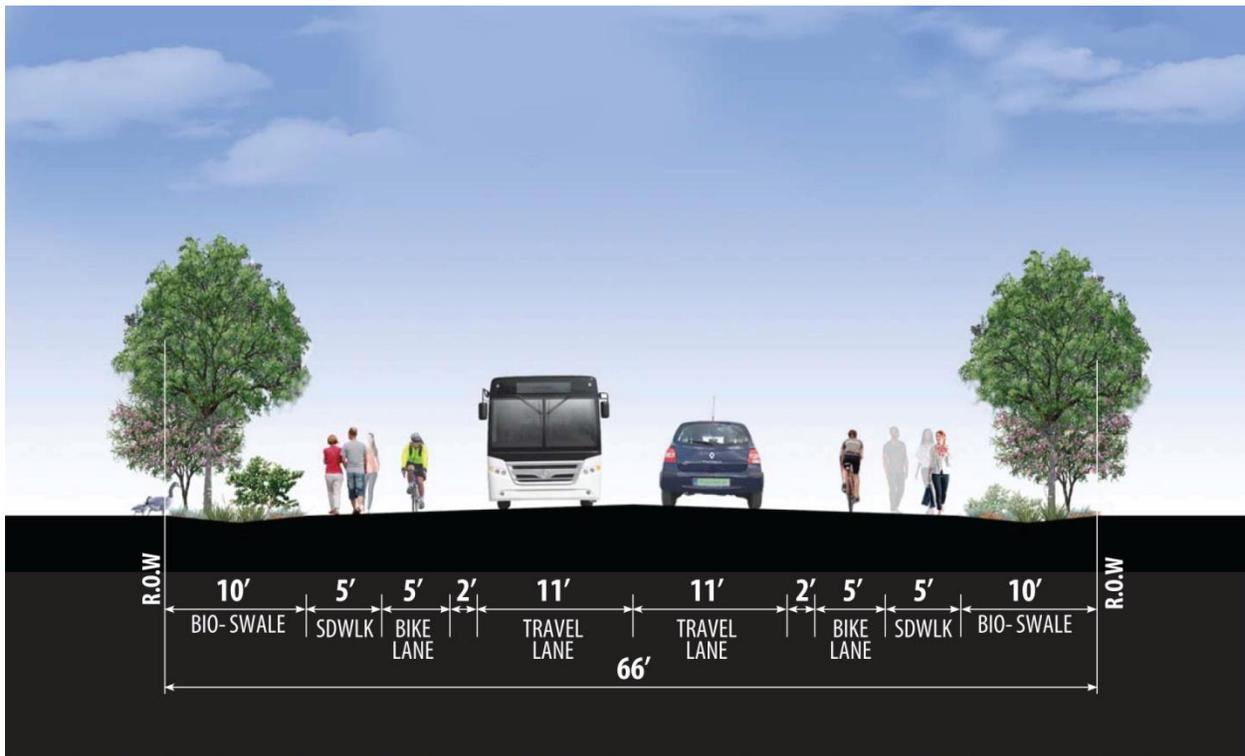
- Implement physical improvements to enhance the overall visual appearance of these residential corridors. Such improvements should be made to help soften the street view, provide pedestrian comfort and safety, and slow traffic to reasonable speeds. Tree canopy, landscaping, street lighting, sidewalk repair and construction, and vegetative screens to hide undesirable views are all appropriate.
- Encourage neighborhood commercial development that is compatible with the adjacent uses.
- Provide business owners and developers with incentives such as tax breaks to upgrade existing buildings and property to meet minimum code standards.
- Adopt and enforce design standards to ensure visual integration and a sense of identity for the entire corridor.
- Focus redevelopment efforts at neighborhood gateway intersections.
- Improve pedestrian safety and amenity where deficient, particularly in the form of street lighting, crosswalks and signals, and sidewalks.
- Increase code enforcement and augment public security.



N. PALAFOX STREET CURRENT CONDITION, CREDIT: ATKINS GLOBAL, N. PALAFOX CORRIDOR MANAGEMENT PLAN, 2015



N. PALAFOX STREET CORRIDOR IMPROVEMENT CONCEPT, CREDIT: ATKINS GLOBAL N. PALAFOX CORRIDOR MANAGEMENT PLAN, 2015



PROPOSED CROSS SECTION OF N. PALAFOX ST. IMPROVEMENTS, CREDIT: ATKINS GLOBAL N. PALAFOX CORRIDOR MANAGEMENT PLAN, 2015

**NEIGHBORHOOD CONNECTORS**

Only one neighborhood connector runs the entire span of the Redevelopment Area. Detroit Boulevard becomes E. Johnson Road at the intersection of N. Palafox Street. This newly-created intersection utilizes Detroit Boulevard, which has better access from U.S. Highway 29 than the former section of E. Johnson Road, to make a logical east-west connection through the Redevelopment Area. Curb and gutter drainage as well as sidewalks were included in this recent intersection improvement.

East Olive Road is also an important east-west connection through Ensley although E. Olive Road’s western terminus is at N. Palafox Street and does not extend all the way to U.S. Highway 29. East Olive Road extends eastward to the Atwood Redevelopment Area and beyond to Scenic Highway (U.S. Highway 90).

Jernigan Road is a north-south neighborhood connector on the eastern boundary of the Ensley Redevelopment Area. Jernigan Road provides access from E. Nine Mile Road to E. Johnson Avenue. South of E. Johnson Avenue, Jernigan Road becomes Cody Lane, which defines the southeastern edge of the Redevelopment Area down to E. Olive Road. Other north-south neighborhood connectors in the Redevelopment Area are Chemstrand Road, Airway Drive and Chisholm Road – all of which provide a connection from E. Nine Mile Road south to E. Johnson Avenue.

**Objective:** Maintain and improve the residential character of the neighborhoods. Connect important neighborhood destinations. Enhance the community’s sense of place and identity by establishing higher quality architectural design standards in the residential areas.

**Action Strategies:**

- Implement physical improvements to enhance the overall visual appearance of these residential connectors. Such improvements should be made to help soften the street view, provide pedestrian comfort and safety, and slow traffic to reasonable speeds.
- Encourage adaptive reuse of vacant properties that is compatible with the neighborhoods.
- Adopt and enforce design standards to ensure visual integration and a sense of identity for the entire corridor.
- Improve pedestrian safety and amenity where deficient, particularly in the form of street lighting, crosswalks and signals, and sidewalks.
- Increase code enforcement and augment public security.



PHOTO SIMULATION OF DESIRED IMPROVEMENTS FOR A NEIGHBORHOOD CONNECTOR, CREDIT: IBI GROUP

**GATEWAYS**

Gateways are important visual landmarks that reinforce the entrance into a geographic area. They commonly make use of a combination of complementary elements to create a pleasing and welcoming image to residents and visitors. Such elements include signage, landscaping, hardscape features like fountains or plazas, outdoor kiosks or vending stalls, and various forms of retail or dining activity. Gateways, when designed in this manner, help to provide focal points for people to spend time away from work or home. In addition to serving as landmarks, they can be zones of social and retail/dining activity for local residents.

In the Ensley Redevelopment Area, there are nine intersections where gateways of primary and secondary magnitude could eventually be developed. The primary ones are located at major intersections, while the secondary ones serve largely residential blocks.

**PRIMARY GATEWAYS**

All primary gateways can be designed and developed on common principles, with particular strategies added to each gateway appropriate to the area around it. The implementation of any of these town-center gateways will

require close cooperation between the public and private sectors. Escambia County and various state and federal agencies must ensure that public utilities, rights-of-way, zoning requirements are able to accommodate the proposed primary gateways.

**Proposed primary gateway locations:**

- on U.S. Highway 29 at E. Nine Mile Road
- on U.S. Highway 29 at Broad Street
- on N. Palafox Street at E. Nine Mile Road
- on N. Palafox Street at Interstate-10 Overpass
- on Olive Road at Cody Lane



**EXAMPLE OF A GATEWAY BEAUTIFICATION.**  
PHOTO CREDIT: GOOGLE MAPS

**SECONDARY GATEWAYS**

Secondary gateways are intended to highlight the instance of entering a particular neighborhood or district. In these cases, signage, landscaping, and paving are combined in ways that draw attention to the intersection and the streets that lead to it. For example, N. Palafox Street is selected as the ideal street to build secondary gateways in Ensley. In addition to being located parallel to busy U.S. Highway 29, it is anchored on the south end by the Interstate 10 overpass, representing an important opportunity to brand the entrance into the Redevelopment District along a lower-speed corridor.

**Proposed secondary gateway locations:**

- on N. Palafox Street at E. Hood Drive
- on N. Palafox Street at E. Johnson Avenue
- on W. Detroit Boulevard at U.S. Highway 29
- on Airway Drive at E. Johnson Avenue



**EXAMPLE OF A GATEWAY FEATURE.**  
PHOTO CREDIT: GOOGLE MAPS

**Objective:** Create entrance gateways at critical intersections to create a sense of arrival and neighborhood identity for the Ensley Redevelopment Area.

**Action Strategies:**

- Install unique landscaping elements and signage directing people to the Ensley Redevelopment Area.
- Prioritize construction of gateway improvements in conjunction with other planned improvements.
- Establish neighborhood identification and directional signage programs announcing the entrance to the Ensley Neighborhood at the identified prime entry points.
- Continue to bury utilities during new construction where feasible to provide safe pedestrian access and improve visual qualities.
- Ensure a coherent design for all the proposed gateways with an integrated landscaping and unified signage theme.



EXAMPLES OF A PRIMARY GATEWAY DESIGN. CREDIT: IBI GROUP, INC.



EXAMPLES OF NEIGHBORHOOD GATEWAY DESIGN. CREDIT: IBI GROUP, INC.

## COMMUNITY AMENITIES

Existing community amenities in the Ensley Redevelopment Area are limited. This Redevelopment Plan proposes to emphasize new open space, park facilities and amenities that encourage outdoor recreation and social interaction.

Ensley has two parks: a large 80+ acre athletic park and a small 1.5-acre neighborhood park. Neighborhood parks should be created on vacant lots that are strategically located near neighborhoods. The goal is to provide a neighborhood park within a reasonable walk of any residence in the Ensley Redevelopment Area. Future areas in Ensley that have the potential to be preserved as open space are identified in Figure 3.1 on page 37. If all areas were preserved as open space, the total acreage would be approximately 40.9 acres.

A community center is proposed as a capital improvement project in Chapter 4 of this Redevelopment Plan. A community center would become Ensley’s civic focal point as the area is redeveloped.

**Objective:** Strengthen and enhance the system of parks, trails and open space in the neighborhood providing recreational opportunities for residents of the Ensley Redevelopment Area. Such amenities should be readily accessible and serve to improve the quality of life for residents.

**Action Strategies:**

- Strategically locate neighborhood pocket parks within a reasonable walking distance from residential blocks. Identify such pocket park opportunity sites through acquisition of privately owned vacant, dilapidated or uninhabitable structures, when possible.
- Increase the number of neighborhood groups and strengthen neighborhood group collaboration.
- Fund the community center project identified in the capital improvement section of this plan.

**REDEVELOPMENT STRATEGIES**

This section of the plan highlights five particular redevelopment opportunities that could have far-reaching positive impact on the Redevelopment Area:

- Commercial Redevelopment and Infill
- Infill Opportunities for Single- and Multi-Family Housing
- Enhancement of the Industrial District
- Implementation of the North Palafox Street Corridor Management Plan
- Encourage Citizen Groups and Civic Pride

**COMMERCIAL REDEVELOPMENT AND INFILL**

Over 13% of the Redevelopment Area is vacant, representing a good opportunity for redevelopment of underutilized areas and infill development for new businesses. The former K-Mart shopping center at 235 E. Nine Mile Road represents the largest single commercial redevelopment site in the Ensley Redevelopment Area. Composed of a few parcels under the same ownership, this approximately 8.68-acre site has the potential to be revitalized into a new shopping area or other large-scale commercial use.

The Concept Map (on page 38) identifies vacant parcels 1-acre and larger. These identified parcels are opportunities for new development.

**Objective:** Encourage the redevelopment and infill development of vacant properties with commercial potential. Such economic growth benefits both Ensley and Escambia County.

**Action Strategies:**

- Initiate the Sign Grant and Commercial Façade, Landscape & Infrastructure Grant programs. These grant programs match commercial property owners in a reimbursement grant for 50% of the project cost according to the grant program guidelines. If the amount of the TIF and Community Development Block Grant funding allows, consider expanding the maximum match to a higher amount to accommodate larger improvement projects.
- Meet with developers to find out what the County can do to help promote commercial growth in the Ensley Redevelopment Area.



**EXAMPLE OF A COMMERCIAL FAÇADE GRANT RECIPIENT. PHOTO CREDIT: CRA STAFF**



**EXAMPLE OF A COMMERCIAL SIGN GRANT RECIPIENT. PHOTO CREDIT: CRA STAFF**

**INFILL OPPORTUNITIES FOR SINGLE- AND MULTI-FAMILY HOUSING**

Located directly south the John R. Jones Athletic Complex, The largest undeveloped parcel in the Ensley Redevelopment Area will soon be urbanized with single-and multi-family homes. This 69.46-acre parcel will be developed in three phases of residential construction. Phase I includes 70 single-family homes. Phases II and III will contain approximately 235 and 250 multi-family units, respectively.

Several smaller undeveloped tracts remain in the Ensley Redevelopment Area for future residential development. As Escambia County continues to grow its economy, new residential development will follow. The ongoing expansion of the Navy Federal Credit Union campus, only 4.5 miles from the western edge of the Redevelopment Area, is expected to place additional demand for housing units as the credit union’s employees relocate to the area and new jobs are created.

The Community Redevelopment Agency will coordinate with local housing authorities such as Escambia County Neighborhood Enterprise Division, Habitat for Humanity, and Community Equity Investment, Inc. concerning the development of new affordable housing opportunities. By partnering with a wide variety of agencies and non-profits, a greater pool of funding is available for home repairs and construction.



**EXAMPLE OF A LOW-INCOME QUALIFIED HOME REPAIR IN THE STATE HOUSING INITIATIVE PARTNERSHIP (SHIP) PROGRAM. PHOTO CREDIT: STAFF**

**Objective:** Encourage the redevelopment and infill development of vacant properties with residential potential.

**Action Strategies:**

- Work with local partners to increase the affordable housing opportunities in Ensley.
- Create community amenities, beautification and streetscapes to make Ensley an attractive place to live.
- Use TIF funds to expedite funding of infrastructure improvements in the Ensley CRA.

**ENHANCEMENT OF THE INDUSTRIAL DISTRICT**

Industrial uses in Ensley are mostly clustered in the area along Olive Road east of N. Palafox Street. Light industrial uses are clustered along Sears Boulevard. Heavy industry is located on the north side of E. Olive Road west of Briese Lane. These industrial uses are important economic engines for the community and should be protected by residential encroachment with enhanced buffering and dense landscaping. The CRA offers matching grants up to \$10,000 that could be used to improve a landscape buffer for the businesses seeking grant assistance.

**Objective:** Promote and protect the industrial uses and vacant parcels with a Future Land Use that supports heavy and light industrial jobs.

**Action Strategies:**

- Promote the CRA's Commercial Façade, Landscape and infrastructure grant to local businesses as a means of improving the buffering of residential uses. Also use this grant program to help businesses improve the appearance and infrastructure needs to improve the attractiveness of Ensley's industrial areas.
- Work with the regional chamber of commerce to promote infill development on Sears Boulevard to fill out the remaining vacant parcels in the light industrial subdivision.



EXAMPLE OF A LIGHT INDUSTRIAL BUSINESS ON SEARS BLVD. IN ENSLEY. PHOTO CREDIT: CRA STAFF

## IMPLEMENTATION OF THE NORTH PALAFOX STREET CORRIDOR MANAGEMENT PLAN

In 2014, Atkins was commissioned by the Florida-Alabama Transportation Planning Organization to conduct a corridor management plan for N. Palafox Street (CR 95A) with the study limits consisting of U.S. 29 at the south to E. Nine Mile Road in the north – approximately 4.8 miles. The purpose of the corridor management plan was to identify operational and access management improvements and priorities needed to support all modes of transportation including roadway capacity, public transit and bicycle and pedestrian movements.

Recommended improvements to the corridor include:

- A combination of buffered bike-pedestrian lanes with rain gardens for drainage throughout the corridor;
- A road diet in the Airport Blvd. area (within the Oakfield CRA);
- A roundabout at Ensley St.;
- A dual roundabout at Stumpfield Rd./Majors Rd./Industrial Blvd. (within the Oakfield CRA);
- Access management/driveway modifications throughout the corridor;
- N. Palafox Street/I-10 bridge design modifications; and
- Transit improvements

The N. Palafox Street Corridor Management Plan was adopted by the Florida-Alabama Transportation Planning Organization by Resolution FL-AL 15-38 on November 3, 2015.

**Objective:** Implement the N. Palafox Street Corridor Management Plan. This plan defines the improvements needed to make the N. Palafox Street corridor a safe, functional, and attractive space.

### Action Strategies:

- Work with County Engineering to develop a phasing plan to implement this project in both the Ensley and Oakfield redevelopment areas.
- Seek funding for the phases of this project through the FL-AL Transportation Planning Organization.

## ENCOURAGE CITIZEN GROUPS AND CIVIC PRIDE

Citizen involvement in the redevelopment of an area is critical to its success. Citizen groups, such as neighborhood watch groups or other civic-minded organizations are a great way to advocate for improvements to elected officials. Motivated neighbors also are a great resource to get small projects completed whether it is helping someone paint a house or hosting a park clean-up day. These neighborhood groups will receive support and guidance from Escambia County to maximize their effectiveness in the community. Ortega Neighborhood Watch is a group established in 2015 to improve the Ortega subdivision and has interest in the issues affecting the Ensley Community Redevelopment Area.

In the past, the Escambia County Redevelopment Agency hosted a Neighborhood Leadership Workshop for the heads of the neighborhood groups of all the CRA districts to attend a workshop to network, trade information, and learn new skills. The CRA hopes to reinvigorate this practice in the future which will include leaders from the Ensley Redevelopment Area.



CELEBRATING BROWNSVILLE FESTIVAL 2015. PHOTO CREDIT: CRA STAFF

An annual festival is also a great way for neighbors to get out and meet. Starting in 2014, the CRA has hosted an annual festival in the Brownsville CRA called: Celebrating Brownsville. This festival includes music, food, an art exhibition, and vendors. Future festivals could be held in Ensley and are a good goal to strive towards.

**Objective:** Help foster a sense of civic pride in the Ensley Redevelopment Area through neighborhood groups, beautification projects, neighborhood conferences and festivals.

**Action Strategies:**

- Work with residents to establish community groups and provide support to help those groups have maximum effectiveness in their community.
- Host an annual Neighborhood Leadership Workshop and invite leaders from all CRA areas in Escambia County and the City of Pensacola.
- Work with residents to gauge support for an annual festival or block party.

**RESIDENTIAL PRESERVATION AND ENHANCEMENT**

The Ensley Redevelopment Area contains over thirty neighborhoods. The housing condition is fair with a number of dilapidated homes scattered across the Redevelopment Area. In addition, crime and public safety are also concerns of the community. The efforts to revitalize the Redevelopment Area and improve the quality of life should be supported by a harmonizing effort to revitalize and preserve existing neighborhoods. The Plan calls for continued neighborhood improvements to create a strong, safe and vibrant community.

To preserve and improve the quality of the existing housing conditions, the Plan recommends utilizing existing incentives such as the CRA’s residential rehabilitation grant to encourage housing restoration across the Redevelopment Area, and continuing to collaborate with non-profit organizations and faith-based institutions.

To improve neighborhood connections and pedestrian walkability, the Plan suggests enhancing the existing neighborhood character, continuing with public realm improvements to provide a safe and aesthetically pleasing environment, and in particular, improving the connections with local schools, parks and other neighborhood destinations. The Plan also recommends pursuing infill development opportunities in the neighborhood to develop pocket parks and multi-family housing development through land assembly and acquisition, where possible.

**Objective:** Preserve and enhance the residential character of the neighborhood through investment in public infrastructure and by establishing or promoting programs that support investment in residential renovations and redevelopment of existing housing stock.

**Action Strategies:**

- Establish the residential improvement grant to encourage housing restoration across the Redevelopment Area.
- Establish residential design standards for building renovations and infill development.
- Acquire lots or building sites, or execute land exchanges for infill development.
- Actively pursue code enforcement including demolition of dilapidated structures. Parcels that become available as a result of the demolition may be used for infill housing development or neighborhood parks.

- Identify opportunities to develop pocket parks through acquisition of privately owned vacant, dilapidated or uninhabitable structures so that Ensley residents can reasonably walk to a park from their home.
- Continue to provide financial assistance to further sewer system expansion throughout the redevelopment area together with ECUA and developer funding.
- Consider the provision of flexible development standards in future zoning code revisions for minimum lot sizes to enable development of smaller residential lots.
- Enhance pedestrian safety employing a combination of traffic calming measures such as reduced speed limits, better signage, and the use of elevated decorative crosswalks at primary intersections.
- Initiate community-based activities involving the youth and public safety staff to generate support and participation in local anti-crime programs and improve public relations with the staff.
- Continue to work with neighborhood associations to conduct neighborhood planning exercises on a periodic basis to determine the specific needs of each neighborhood within the Redevelopment Area.
- Support enhanced law enforcement.
- Support neighborhood promotional programs.



Before



After



Before



After

**HOUSES IMPROVED WITH THE CRA RESIDENTIAL REHAB GRANT PROGRAM. PHOTO CREDIT: CRA STAFF**

## **PUBLIC HEALTH AND SAFETY**

Crime and the perception of crime in Ensley, especially in terms of drugs and larceny/theft, is an impediment to the revitalization of the Ensley CRA District and the surrounding areas. As shown in Table 2.14, the incidence of crime is high and should be lessened through revitalization efforts.

The Escambia County CRA will coordinate with stakeholders to work towards the common goal of decreasing and/or eliminating the high crime rates by implementing a comprehensive strategy addressing law enforcement, community policing, prevention, intervention and treatment, neighborhood and economic development.

**Objective:** The CRA will continue to work with the Escambia County Sheriff's Department, Ensley neighborhood groups, area churches, commercial businesses and community stakeholders.

### **Action Strategies:**

- Seek to extend the operational hours of the existing Sheriff sub-station.
- Promote representatives from the Escambia County Sheriff's Department and Safe Neighborhood Program to conduct regular clean-sweeps of the Ensley area.
- Seek ways to provide counseling for drug abuse and interventions and provide resources for treatment.
- Continue to solicit assistance from citizens for code enforcement violations.
- Support crime prevention programs throughout the community.
- Continue to provide residential and commercial street lighting for safety.
- Install additional sidewalks for pedestrian safety.
- Collaborate to leverage funding sources with CRA Safe Neighborhood Program and Neighborhood Enterprise Division.

## CHAPTER 4: CAPITAL IMPROVEMENTS

Capital investment in improvement projects, including pedestrian-targeted improvements, will help to achieve the goals and desires of the Ensley community. It is through such projects that Escambia County will enhance the functional and aesthetic quality of the Ensley Redevelopment Area and provide the basis for leveraging private redevelopment investment. The table below presents a list of proposed capital projects and programs that could be pursued by the county to implement the recommendations of this Redevelopment Plan.

The strategies herein are divided into short-term (within 5 years), mid-term (5 to 10 years), and long-range (+10 years) time horizons to help facilitate budgeting and provide a guide to what projects may be considered a higher priority at first. It is important to note that these proposed capital improvement strategies are not a pledge of expenditure of funds on a given project in a given year. Actual funding allocations will be determined annually through the county's budget process. Also, as years pass, priorities may change and the capital improvement strategies may need to be amended to reflect that.

County funds can be used to leverage grants and commercial financing to accomplish a substantial number of capital improvements and planning activities. With successful revitalization, Escambia County should see a substantial increase in the tax base and realize a healthy return on its investment through increased ad valorem tax revenues, sales tax receipts and other formulated revenue sharing programs.

The Ensley Redevelopment Plan contains several projects consisting of public, private and joint public/ private efforts that may take up to twenty years to complete. It is essential that the county incorporates a sound project implementation strategy when identifying priorities. The community should understand that the county will be pursuing multiple elements of the Redevelopment Plan at all times, and it is important to note that the summary of capital implementation strategies in this chapter is flexible in nature. It is the best estimate of project costs based on a measure of the order of magnitude for projects in relation to anticipated revenues. As a matter of practice the county will continue to prepare annual budgets as well as establish five-year and long-range work programs for budgetary and administrative purposes. Ultimately project costs will be refined during the design and construction phase of any given project.

Project	Description	Estimated Costs	Funding Sources	Estimated Timeframe
<b>Bike Lanes</b>				
U.S. 29 from I-10 to north of E. Nine Mile Rd.	Bike lanes on both sides of U.S. 29	Funded as a part of the U.S. 29 road improvement project	FDOT	Construction begins Summer 2016.
N. Palafox St. from I-10 bridge to E. Nine Mile Rd.	Bikes lanes as identified in the N. Palafox Corridor Management Plan	\$3,500,000 (if done separately from major road improvement)	TIF, FDOT, LOST	Long-range. TBD. May be constructed in several phases.
Olive Rd.	A bike lane <u>or</u> sidewalk is proposed. ROW not big enough for both amenities.	\$1,100,000	TIF, FDOT, LOST	Mid-term. TBD.
<b>Bus Stop Improvements</b>				
General transit improvements to bus stops in Ensley CRA	Transit improvements are made on an as-needed basis. Olive Rd. and N. Palafox St. have identified needs. Additional needs may be identified in the future.	TBD	TBD, ECAT, LOST	Short-term. TBD

Project	Description	Estimated Costs	Funding Sources	Estimated Timeframe
<b>Community Center</b>				
Ensley Community Center	Community Center with similar layout and size as Marie K. Young in Wedgewood	\$2,900,000	LOST, TIF	Long range. TBD
<b>Drainage</b>				
Caro-Mayflower Pond Area	Expansion of the Caro-Mayflower pond to address issues south of Caro St. north of E. Johnson Ave. between Hwy 29 and N. Palafox St. including repetitive flooding loss on Orange Ave.	\$1,300,000	Fully funded	Project is funded. Construction to begin in March 2016
Johnson Ave. Drainage (east of Briese Ln.)	Remove/replace faulty storm pipe from Pine Ridge Lane to E. Johnson Ave.; address pipe flow Crystal Wells pond; address two 24" pipes feeding one 24" pipe down to outfall in Gulf Power easement.	\$400,000	TBD	Mid-term. TBD
Briese Ln. between Jeffery and Olive Rd.	Extend existing E. Johnson Ave drainage system to relieve roadway and yard flooding.	\$100,000	TBD	Mid-term. TBD
<b>Parks</b>				
Improvements to Old Ensley School Park	Improvements are TBD with public input.	\$30,000	Parks Capital Improvement budget, TIF	Mid-term. TBD
New Neighborhood Park	Construct a new neighborhood park with safe pedestrian access to the park.	\$1,000,000	TBD	Long-range. TBD
<b>Road Improvements</b>				
U.S. 29 Road Improvement from I-10 to north of Nine Mile Rd.	Add lanes and reconstruct the highway to improve drainage and add sidewalks and bike lanes. Construction estimated to begin in late August 2016. Ending by spring 2020.	\$35,500,000	FDOT	Project is fully designed and funded. Construction from Summer 2016 to Spring 2020.
U.S. 29/I-10 Major Intersection Improvement (Phase I)	Interim improvement project to begin in 2016	\$7,900,000	FDOT	Interim improvement project to begin in 2016
U.S. 29/I-10 Major Intersection Improvement (Phase II)	Full reconstruction currently scheduled in the 2 <sup>nd</sup> Five Year SIS Plan (FY2022-2026)	\$84,000,000	FDOT	Project scheduled to begin in FY2022
N. Palafox St. improvements identified in the Corridor Management Plan	Improve drainage, resurfacing, restriping, stripe safety buffer, bike lanes, sidewalks and streetscape	\$4,824,064	FDOT, LOST, TIF	Long-range. TBD

Project	Description	Estimated Costs	Funding Sources	Estimated Timeframe
<b>Sidewalks</b>				
Chemstrand Rd. from E. Nine Mile Rd. to E. Johnson Rd.	Sidewalk one side of Chemstrand Rd. Which side is to construct is TBD. Project will include drainage improvements.	\$1,200,000	LOST IV, TIF	Short-term. TBD
E. Johnson Ave. past Greenacres store to Cody Ln.	Sidewalk on south side of E. Johnson Ln. Project will include drainage improvements.	\$1,200,000	LOST IV, TIF	Short-term. TBD
Cody Ln. from E. Johnson Rd. to Olive Rd.	Side walk on west side of Cody Ln.	\$400,000	TBD	Mid-term. TBD
Additional sidewalks to be identified in the Ensley pedestrian study	The County will perform a pedestrian study for the Ensley CRA. Additional sidewalks may be identified as recommended improvements.	TBD	LOST, TIF	Long-range. TBD
<b>Street Corridor Beautification</b>				
N. Palafox St. beautification	Improve N. Palafox with streetscaping and landscaping as identified in the N. Palafox Corridor Management Plan.	\$2,000,000	LOST, TIF, CDBG	Mid-term. TBD
Gateway signage and beautification	on U.S. Highway 29 at E. Nine Mile Road	\$50,000	TIF, CDBG	Mid-term. TBD
Gateway signage and beautification	on U.S. Highway 29 at Broad Street	\$50,000	TIF, CDBG	Mid-term. TBD
Gateway signage and beautification	on N. Palafox Street at E. Nine Mile Road	\$50,000	TIF, CDBG	Mid-term. TBD
Gateway signage and beautification	on N. Palafox Street at Interstate-10 Overpass	\$50,000	TIF, CDBG	Mid-term. TBD
Gateway signage and beautification	on Olive Road at Cody Lane	\$25,000	TIF, CDBG	Mid-term. TBD
Gateway signage and beautification	on N. Palafox Street at E. Hood Drive	\$25,000	TIF, CDBG	Mid-term. TBD
Gateway signage and beautification	on N. Palafox Street at E. Johnson Avenue	\$25,000	TIF, CDBG	Mid-term. TBD
Gateway signage and beautification	on W. Detroit Boulevard at U.S. Highway 29	\$50,000	TIF, CDBG	Mid-term. TBD
Gateway signage and beautification	on Airway Drive at E. Johnson Avenue	\$25,000	TIF, CDBG	Mid-term. TBD
<b>Street Lights</b>				
New streetlights to be identified by Gulf Power	Encompasses the Ensley CRA	\$200,000	TIF, CDBG, SN	Short-term. 2016-2018
Power bill	Monthly electric costs to power the new streetlights	\$30,000	TIF, SN	Recurring annual expense

Project	Description	Estimated Costs	Funding Sources	Estimated Timeframe
<b>Sewer</b>				
Ackerman Drive Sewer Expansion Area	Sewer project will serve 186 new customers.	\$1,702,690	ECUA, LOST, TIF	Long-range. TBD
Camden Road Sewer Expansion Area	Sewer project will serve 287 to 410 new customers. The higher price estimate includes the cost of a new regional lift station.	\$2,419,186 to \$3,638,393	ECUA, LOST, TIF	Long-range. TBD
Ensley Street Sewer Expansion Area (Phase I)	Sewer project will serve 247 new customers.	\$2,207,172	ECUA, LOST, TIF	Long-range. TBD
Ensley Street Sewer Expansion Area (Phase II)	Sewer project will serve 138 new customers.	\$1,179,106	ECUA, LOST, TIF	Long-range. TBD
Stockdale Avenue Sewer Expansion Area	Sewer project will serve 207 new customers. The higher price estimate includes the cost of a new regional lift station.	\$1,522,175 to \$1,756,706	ECUA, LOST, TIF	Mid-term. TBD
Tower Drive Sewer Expansion Area	Sewer project will serve 104 new customers.	\$874,115	ECUA, LOST, TIF	Long-range. TBD

**TABLE 4.1: CAPITAL IMPROVEMENT PROGRAM**

List of Acronyms:

- CDBG Community Development Block Grant
- LOST Local Option Sales Tax
- TIF Tax Increment Financing
- TBD To Be Determined
- FDOT Florida Department of Transportation
- SN Safe Neighborhood Program

## CHAPTER 5: IMPLEMENTATION STRATEGIES

The success of the Ensley Redevelopment Plan will depend on the coordinated efforts of the community's various stakeholders and agencies including the Escambia County Community Redevelopment Agency, neighborhood associations, business and property owners, and residents. This chapter outlines the implementation functions and organizational framework that are critical components for successful realization of the planning and design objectives that have been developed for Ensley.

### Implementation Functions

The implementation process can be divided into two major dimensions:

- Functional areas related to non-financing as well as financing considerations; and
- Responsible groups or agencies charged with addressing the functional areas.

Financial and non-financial considerations are equally important to the effective implementation of the Ensley redevelopment plan. Non-financing considerations deal with developing an organizational framework to define the roles for various stakeholders involved in the redevelopment effort. Financing mechanisms are perhaps more easily defined, but not to be focused on until organizational elements are put into effect.

#### 1. Non-Financing Functions

Non-financing functions fall into six general categories:

##### *Site Assembly*

The redevelopment of an urban area requires assemblage of multiple parcels of land to maximize the development potential of constrained properties. Site assembly efforts are vital in pursuing land trades and creating development partnerships to ensure controlled growth in the neighborhood. In Ensley, the primary opportunity for economic growth lies in the redevelopment of the substandard parcels located along the area's commercial corridors and the development of the proposed primary gateways which are located in areas where site assembly is advised.

##### *Capital Improvements*

Escambia County employs dedicated funding sources such as the Local Option Sales Tax Plan (LOST) and Local Option Gas Tax (LOGT) to fund capital improvements such as street improvement and upgrading utilities. With the creation of a CRA district for Ensley, tax increment financing will soon be available for use.

##### *Standards and Controls*

Design guidelines and development controls for controlling future development assures tenants and developers that quality future development will occur. In addition, promotion of high-quality design for the community improves aesthetic character and raises the market value of the neighborhood.

### *Physical Development*

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

### *Development Incentives*

To further stimulate private investment, Escambia County can provide development incentives through various means, including façade, landscape, signage, and property improvement grants; payment of impact fees; provision of site specific infrastructure improvements to address any deficiencies; participation in environmental clean-up of contaminated sites, flexibility in the application of use restrictions and increasing intensity of site use, flexible parking regulations, grants or low interest loans for life safety improvements; joint business support ventures such as district business identification signage or centralized marketing strategies.

### *Code Enforcement, Neighborhood Clean Ups, and Housing Rehabilitation*

CRA will continue to partner with the County's Environmental Code Enforcement Division to help reduce blight within the designated areas. Code Enforcement will be an important element of this redevelopment program to systematically enforce all relevant codes, including those dealing with dilapidated structures, deteriorated housing, weeds and litter, zoning, signs, abandoned vehicles, etc. The CRA will support and fund the initiatives of Keep Pensacola Beautiful, neighborhood clean ups, demolition and lot abatements, monitoring sites, and supporting minimum housing standards codes.

### *Property Acquisition*

The CRA is authorized under F.S. 163, Part 3 to sell, lease, exchange, subdivide, transfer, assign, pledge encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property. All real property acquired by the CRA in the Redevelopment Area shall be sold or leased for development for fair value in accordance with the uses permitted in the Plan and as required by the Act. This plan will support the acquisition of vacant land for housing construction or commercial development; the land may or may not be acquired by the County.

### *Seasonal Lawn Maintenance*

CRA will continue to support the Seasonal Lawn Maintenance Program to remove blight and control litter along selected corridors and residential roadways by mowing and weed-eating during the high seasonal summer/fall growth periods.

## **2. Financing**

### *Grants*

Federal grants have long been a source of funds for development projects, especially for public improvements. Such sources as community development block grants (CDBG) and Section 108 grants, are available, although the extent of their uses is diminishing as the volume of the grant decreases. They have the advantage of directly mitigating development costs and their benefits are predictable and readily understood. The Section 108 loan program allows municipalities to convert a portion of the funds they will receive through the CDBG program into loans to use in economic revitalization projects. Local governments often use their current and future CDBG funds

as collateral to guarantee the loans. Other sources of financing include the State Housing Initiatives Partnership (SHIP) Program, and HOME Program. All of these programs should be leveraged as much as possible.

#### *Tax Increment Funds*

Tax increment funds are the increased revenues generated by taxes gained from growth in property values resulting from successful redevelopment activities in a designated CRA district. Because this is a commonly relied-upon source of funding for redevelopment, it is addressed in more detail in Appendix C.

#### *Redevelopment Bonds*

Redevelopment bonds are issued by the Redevelopment Agency and approved by the County to finance renovation of specific projects, but are not guaranteed by the general revenues of the County. Anticipated TIF revenue may be pledged as the collateral for these bonds.

#### *Private Investment*

A general rule for successful revitalization is that private investment usually must exceed public funding by a factor of three to four. Private investment, therefore, is the single most important source of redevelopment funding. Such funding takes the form of equity investment and conventional real estate loans.

#### *Project Equity Position*

When a community redevelopment agency takes an equity position in a project, the agency contributes cash or land to the project with a return in the form of profit-sharing. This manner of participation can reduce developer costs.

#### *Leasing*

County-owned land, buildings, and equipment can be leased to developers for projects. For the developer, this reduces the need for capital investment in land, buildings, etc. or debt service on money borrowed to finance the purchase of the same. The County would then receive lease payments deductible from the developer's income tax. Such leases may also include a purchase option.

#### *Joint Ventures*

In real estate syndication ventures, the community redevelopment agency can contribute equity capital to a project, thereby reducing equity requirements from the developer and/or reducing the amount of debt service. Through equity syndication, tax subsidy benefits can be passed on to investors in the form of depreciation, investment tax credits, deferral of taxes and capital gains.

#### *Mortgage Write-Downs*

Mortgage write-downs (funded through the Escambia County Neighborhood Enterprise Division) is a mechanism typically used to encourage residential development and home ownership in the Redevelopment Area. Funds from the agency are offered to qualified potential home buyers (low-moderate income, first time buyers, etc.) to increase their down payment, thereby decreasing mortgage payments. The Agency usually takes an ownership interest, such as a soft second mortgage, in the dwelling for a predetermined period of time to guarantee against misuse of the funds.

County support and management of the program's activities will provide the system to carry out the recommendations presented in this plan. It is necessary to establish lines of communication between all sectors of the community to positively effect change in the Ensley neighborhoods. Developers and entrepreneurs will be key contributors to the success of this project. Strong public-private partnerships will be crucial to the long-term success of the redevelopment effort.

#### *Faith-based Institutions*

Ensley Redevelopment Area churches and other faith-based institutions have an important social role in the successful implementation of the redevelopment plan. Escambia County should work closely with faith-based organizations to develop community development programs that capitalize on their strengths and outreach capacity. Participation from faith-based organizations can aid in obtaining community-wide support, addressing the social service needs such as instituting daycare centers, organizing neighborhood clean-up drives and crime prevention campaigns, and encouraging youth participation in community development programs such as mentorship and job training programs to enhance their sense of responsibility.

#### *Private Sector*

Private-sector leadership can come from local banks, real estate development entrepreneurs, and property owners within the community. Local banks may provide financing for private developments and establishing a consortium to provide a revolving loan pool at below market interest rate. This activity may provide an opportunity for these financial institutions to meet their goals with respect to the Community Reinvestment Act that is designed to provide capacity building support and financial assistance for the revitalization of low and moderate income communities. Additionally, Escambia County should connect with companies dedicated to investing in local communities. A number of companies actively invest in several communities across Florida with a mission of enhancing the quality of life for the community. First Union Corporation (Northwest Florida, Lee County) and the Corporate Partners Program (St. Petersburg) are examples of programs that involve corporate investment in community development. Similar companies may exist in Escambia County.

However, in order to encourage private investment, the right set of conditions must be in place that facilitate investment and help reduce risk. Creating new business incubators and working closely with interested property owners to develop and/or redevelop vacant land and structures in accordance with the community's overall vision for the Redevelopment Area's future growth is a recommended start. Ensuring that property owners are familiar with the brownfield development procedures and financial incentives available for brownfield redevelopment would also help significantly.

#### *Planning and Development Strategies*

Escambia County Community Redevelopment Agency staff should be responsible for the execution of this redevelopment plan, and the following are recommendations towards such implementation:

- Prioritize and develop detailed programs for projects to implement major strategies illustrated in the Redevelopment Plan including phasing, project financing, land acquisition, land disposition, funding sources and financing.
- Contact affected property owners to determine their level of interest in participating in proposed redevelopment activities.
- Solicit the services of a realtor and/or utilize the County's community development team to devise a land acquisition strategy for potential purchases of property in the neighborhood.

- Support residential renovation and rehabilitation programs through the use of grant funding such as SHIP, CDBG, HOME, and TIF.
- Increase awareness of funding resources and program initiatives available to residents interested in improving their property as means to increasing home ownership and property values.
- Conduct traffic analysis and market feasibility studies to assess the impact of proposed projects in surrounding areas.
- Initiate discussions with the City of Pensacola to coordinate joint improvement projects planned for the Ensley Redevelopment Area.

#### *Housing Rehabilitation and Commercial Reinvestment Financing*

A variety of funding sources will continue to provide an array of mechanisms to assist in rehabilitation and reinvestment activities to help spur economic development. This will include Community Development Block Grant funds, State housing assistance funds, and TIF resources. Of particular importance will be a housing rehabilitation loan pool with low interest rates geared to assist low and moderate-income homeowners in bringing their houses up to code. The CRA will work with the Neighborhood Enterprise Division to implement these programs.

## APPENDIX A: PUBLIC WORKSHOPS

Ensley residents and business owners were invited to participate in a series of public workshop at Ensley Elementary on E. Johnson Avenue. Dates and themes of the workshops were:

- **October 13, 2015**                      **Kick-off meeting, identify issues**
- **November 12, 2015**                **Prioritize Ensley's needs**
- **December 8, 2015**                 **Review results, learn about the draft plan**
- **January 12, 2015**                    **Final meeting: Presentation of the draft final plan**



CITIZENS ATTENDING THE ENVISION ENSLEY WORKSHOPS, CRA STAFF PHOTO

Citizens were encouraged to contribute their ideas to the redevelopment of the Ensley Redevelopment Area. The results of their input are summarized below and were integrated into the concept plan development.

At the October 13<sup>th</sup> and November 12<sup>th</sup> workshops the following strengths, weaknesses, opportunities and threats regarding Ensley were identified by the participants:

<p style="text-align: center;"><b>Strengths</b></p> <ul style="list-style-type: none"> <li>- Like their neighbors, community pride</li> <li>- Good school/teachers</li> <li>- Semi-rural atmosphere</li> <li>- Location, convenience</li> <li>- Proximity to University of West Florida, Navy Federal, and West Florida Hospital</li> <li>- Affordable</li> <li>- Family legacy, grew up here</li> <li>- Feel safe here</li> </ul>	<p style="text-align: center;"><b>Weaknesses</b></p> <ul style="list-style-type: none"> <li>- Abandoned houses, trash, overgrowth</li> <li>- Drugs and crime</li> <li>- Drainage problems</li> <li>- Not enough green space, neigh. parks</li> <li>- Needs sidewalks, sewer, street lighting</li> <li>- No place for community to meet</li> <li>- Housing/rentals in poor condition</li> <li>- Homeless congregating near I-10</li> <li>- Ensley does not have a post office</li> <li>- Many areas need sewer</li> </ul>
<p style="text-align: center;"><b>Opportunities</b></p> <ul style="list-style-type: none"> <li>- Room for development and infill</li> <li>- Add more parks as the area grows</li> <li>- Better info sharing/community website</li> <li>- Community center</li> <li>- Volunteering</li> <li>- Neighborhood watch/association</li> <li>- St. James Church is planning to build a community center</li> </ul>	<p style="text-align: center;"><b>Threats</b></p> <ul style="list-style-type: none"> <li>- Crime/robbery/drugs</li> <li>- Lack of information for citizens</li> <li>- Lacking community outreach/resources</li> <li>- Jobless people/poor economy</li> <li>- Lack of sidewalks &amp; lighting</li> <li>- Poor planning/lack of a plan for area</li> <li>- Area could grow faster than available school capacity</li> <li>- Loitering/open containers outside at stores make area unsafe</li> </ul>

The November 12<sup>th</sup> Envision Ensley workshop built upon the community attributes identified above. Residents were tasked with identifying the short- and long-term improvements they wanted to see the Ensley Redevelopment Plan accomplish. The following improvements were identified:

- Chemstrand Rd from Nine Mile Rd. to E. Johnson Rd. add sidewalks
- Add left turn lane and light on Chemstrand Rd. at Nine Mile Rd.
- Add left turn signal on Detroit Blvd. at U.S. 29 – both directions (x2)
- Add sidewalks on E. Johnson Ave. past Greenacres to Cody Ln. on both sides
- Traffic signal synchronization
- Street lights on E. Johnson Ave.
- Clean up abandoned lots
- More police presence (x2)
- Streetlights and sidewalks on all major thoroughfares and side streets
- Large community center with gym, multi-purpose rooms, kitchen, pavilions outside, public pool, tennis courts, athletic/recreational events, skate park, computer lab and library (x2)
- Smaller parks strategically placed in community
- Cultural festival/events
- Partnership with St. James Church to build community center (church will provide land with entrance from Vickie St.
- Expand sewer system throughout CRA
- Improvement to Ensley Elementary School crossing guards signage and road striping.
- Street lights, trash containers, benches, and bike paths for: Nine Mile Rd., Olive Rd., N. Palafox St., U.S. 29, Cody Ln.
- Finish sidewalks network from E. Johnson Ave. and Chemstrand Rd. and Chisholm Rd., Airway Dr. and Briese Ln.
- Sidewalks on N. Palafox St.
- Dedicated bike lanes
- Bus stop improvements (shelters and other amenities)
- Design retention ponds to double as public spaces
- Infill development/better utilization of Sears Blvd. Industrial Park
- Improved street connectivity
- Sidewalks on Tower Dr. and Detroit Blvd.
- Community Center between Sunny Lane & Sunny Acres/Partnership with St. James Church
- Widen N. Palafox St.
- Staff the Sheriff's Office substation 24-hours a day
- Improve bus routes/handicapped service
- Speed bumps at Tower Dr. & Detroit
- Streetlights and sidewalks on E. Johnson Ave. from Airway Dr. to Cody Ln.
- Streetlights and sidewalks on Chemstrand Rd. from Johnson to E. Nine Mile Rd.
- Bike lanes on Chemstrand from E. Johnson Ave. to E. Nine Mile
- No entrance through Topeka or Camden roads for the new subdivision (x2)
- Redevelopment of K-Mart shopping center
- Improve drainage/clean existing ditches
- Traffic merging issues/congestion on U.S. 29 from I-10 during evening rush hour
- Trim trees over roads

## **APPENDIX B: STATUTORY REQUIREMENTS**

This section addresses certain specific requirements of Chapter 163, Part III, Florida Statutes, as they relate to the preparation and adoption of Community Redevelopment Plans in accordance with Sections 163.360 and 163.362. Provided below is a brief synopsis of each subsection requirement from 163.360 and 163.362, and a brief description of how the redevelopment plan and adoption process meet those requirements.

### **163.360 – Community Redevelopment Plans**

#### **Section 163.360 (1), Determination of Slum or Blight By Resolution**

This section requires that a local governing body determine by resolution that an area has been determined to be a slum or blighted area before a redevelopment area can be established.

Action: Escambia County previously conducted a blight study which established conditions of blight in Ensley and designated the area as appropriate for community redevelopment.

#### **Section 163.360 (2)(b), Completeness**

This section requires that the Redevelopment Plan be sufficiently complete to address land acquisition, demolition and removal of structures, redevelopment, improvements and rehabilitation of properties within the redevelopment area, as well as zoning or planning changes, land uses, maximum densities, and building requirements.

Action: These issues are addressed in Chapters 2 and 3 of the Redevelopment Plan.

#### **Section 163.360 (2)(c), Development of Affordable Housing**

This section requires the redevelopment plan to provide for the development of affordable housing, or to state the reasons for not addressing affordable housing.

Action: The Redevelopment Plan anticipates the need to maintain and expand affordable housing in Ensley. The Escambia County Community Redevelopment Agency will coordinate with local housing developers to seek opportunities for the development of additional affordable housing.

#### **Section 163.360 (4), Plan Preparation and Submittal Requirements**

The Community Redevelopment Agency may prepare a Community Redevelopment Plan. Prior to considering this plan, the redevelopment agency will submit the plan to the local planning agency for review and recommendation as to its conformity with the comprehensive plan.

Action: Escambia County Community Redevelopment Agency staff prepared the Ensley Redevelopment Plan.

#### **Section 163.360 (5), (6), (7)(a)(d), Plan Approval**

**163.360 (5)**. The Community Redevelopment Agency will submit the Redevelopment Plan, along with written recommendations, to the governing body and each taxing authority operating within the boundaries of the redevelopment area.

Action: The Escambia County Board of County Commissioners, sitting as the Escambia County CRA, will pass a resolution for the final adoption of the Plan as provided by statute. The Board of County Commissioners will proceed with a public hearing on the Redevelopment Plan as outlined in Subsection (6), below.

**163.360 (6)**. The governing body shall hold a public hearing on the Community Redevelopment Plan after public notice by publication in a newspaper having a general circulation in the area of operation of the Ensley Redevelopment Area.

Action: A public hearing on the Ensley Redevelopment Plan will be held at a future date.

**163.360 (7)**. Following the public hearing described above, Escambia County may approve the redevelopment plan if it finds that:

(a) A feasible method exists for the location of families who will be displaced from the Redevelopment area in decent, safe, and sanitary dwelling accommodations within their means and without undue hardship to such families;

Action: To minimize the relocation impact, the CRA will provide supportive services and equitable financial treatment to any individuals, families and businesses subject to relocation. When feasible, the relocation impact will be mitigated by assisting relocation within the immediate neighborhood and by seeking opportunities to relocate within new/redeveloped buildings that will contain residential and commercial space.

(d) The Redevelopment Plan will afford maximum opportunity consistent with the sound needs of the county or municipality as a whole, for the rehabilitation or redevelopment of the redevelopment area by private enterprise.

Action: The need for, and role of, private enterprise and investment to ensure the successful rehabilitation or redevelopment of the Ensley area is described throughout the Plan.

### **Section 163.360 (8)(a)(b), Land Acquisition**

These sections of the statute establish requirements for the acquisition of vacant land for the purpose of developing residential and non-residential uses. The Redevelopment Plan supports future development of both residential and non-residential uses at various locations in the redevelopment area as described in Chapter 3. The Plan identifies strategies that will promote and facilitate public and private sector investment in vacant land acquisition for these purposes.

### **Chapter 163.362 - Contents of Community Redevelopment Plans**

Every community redevelopment plan shall:

#### **Chapter 163.362(1) Legal Description**

Contain a legal description of the boundaries of the redevelopment area and the reasons for establishing such boundaries shown in the plan.

Action: A legal description of the boundaries is contained in Escambia County Board of County Commissioners Resolution R2014-146 and the Finding of Necessity Report, which are attached and incorporated herein by reference.

**Chapter 163.362(2) Show By Diagram and General Terms:**

(a) Approximate amount of open space and the street layout.

Action: This task is achieved in the Redevelopment Plan in Chapter 2 and Chapter 3. Figure 3.1 demonstrates the location for potential areas to be preserved as open space.

(b) Limitations on the type, size, height, number and proposed use of buildings.

Action: These are described in general terms in Chapter 2, however it is expected that the County's zoning ordinance and land development regulations will continue to provide the regulatory framework for any building dimension or style limitations. This redevelopment plan does not add any new limitations on the type, size, height, number and proposed use of buildings in the Ensley Redevelopment Area.

(c) The approximate number of dwelling units.

Action: This redevelopment plan does not include any capital improvements for the development of new housing units – therefore, no estimation of new dwelling units is included in this plan. However, based on the future land use concepts contained in the Plan, and the expressed desire to increase residential opportunities in Ensley, it can be reasonably expected that new investment in housing will occur over time. Future developments of moderate to high density residential projects are encouraged in other areas of the redevelopment area, as well as new investment in single family infill. Residential density in Ensley is expected to increase.

(d) Such property as is intended for use as public parks, recreation areas, streets, public utilities and public improvements of any nature.

Action: Proposed future uses and activities of this nature are described in Chapter 2.

**Chapter 163.362(3) Neighborhood Impact Element**

If the redevelopment area contains low or moderate income housing, contain a neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas.

The Ensley Redevelopment Area contains a significant number of dwelling units which may be considered low to moderate-income units. The Redevelopment Plan makes provisions for affordable housing through rehabilitation and new construction. Shortages in affordable housing will be addressed through existing and new affordable housing development strategies, with an emphasis on developing ways in which affordable housing can be integrated within market rate housing projects.

The implementation of the Ensley Redevelopment Plan will contribute significantly in improving the quality of life for Ensley residents. Potential impacts are summarized below for each category required by statute: relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood.

**Relocation**

The Redevelopment Plan as proposed supports the preservation of existing residential areas and does not require the relocation of any of the low or moderate income residents of the redevelopment area. To minimize the relocation impact, the Community Redevelopment Agency will provide support services and equitable financial

treatment to any individuals, families and businesses subject to relocation. When feasible, the relocation impact will be mitigated by assisting relocation within the immediate neighborhood and by seeking opportunities to relocate within new/ redeveloped buildings that will contain residential and commercial space.

### **Traffic Circulation**

The implementation of the Redevelopment Plan recommendations related to streetscape improvements and traffic circulation are anticipated to positively impact the Ensley Redevelopment Area. The primary corridor improvements, a component of the Redevelopment Plan, envisions enhancing identified roadways through streetscape improvements that encourage pedestrian mobility and improve vehicular circulation within the area.

### **Environmental Quality**

Escambia County Community Redevelopment Agency will work closely with developers to ensure anticipated new development does not negatively affect the drainage capacity of the area, and, when feasible, support on-site provision of stormwater retention facilities for new development. The development of vacant and/or underutilized sites within Ensley may result in minor increases in the amount of stormwater runoff which may contain pollutants. The Redevelopment Plan recommends pursuing environmental remediation in close cooperation with property owners to ensure that the pollutants are handled adequately prior to new development on identified brownfield sites.

The county will closely monitor the capacity of the existing and planned stormwater infrastructure to ensure sufficient capacity exists, and there are no negative impacts from development. In terms of vegetation and air quality, proposed streetscape improvements are anticipated to add vegetation to Ensley and preserve existing mature tree canopies.

No negative impact on the existing sanitary sewer is expected from implementation of the Redevelopment Plan, and expansion of said sewer may be required to spur redevelopment. If future deficiencies are projected, the county and the Redevelopment Agency will ensure that adequate capacity is available at the time of development.

### **Community Facilities and Services**

The Redevelopment Plan presents strategies to create a number of town-center-styled gateway areas that will accommodate a diverse range of community and cultural facilities serving the needs of the local population. Existing open space/recreation facilities in Ensley and its vicinity include: John R. Jones, Jr. Park and Old Ensley School Park. The Plan recognizes the importance of these facilities and supports improvements of these facilities.

### **Effect on School Population**

The Redevelopment Plan does not anticipate significantly affecting Ensley school population. Any increase in school population is expected to be absorbed by the existing schools in the area. The Redevelopment Plan recommends streetscape improvements and sidewalks connecting the area schools to improve pedestrian safety and walkability for students and parents who walk to school. The County and the Redevelopment Agency will continue to work closely with Escambia County School Board to ensure the board's plans for area schools are consistent with the Redevelopment Plan.

### **Physical and Social Quality**

The Plan's recommendations to continue with improvements to the existing streetscape environment, to redevelop vacant land and former industrial sites, to establish urban design and architectural standards for new development, and to continue code enforcement will have a positive impact on Ensley's physical and visual character.

Implementation of the redevelopment plan will also improve community access to the social service network currently available to local residents. Job training, apprenticeship opportunities, and mentorship programs created through commercial and industrial redevelopment and establishment of a community center will support the development of human capital, increase employment opportunities and serve as a tool to improve the household income.

#### **Chapter 163.362(4) Identify Specifically any Publicly Funded Capital Projects**

Publicly Funded Capital Improvements are identified in Chapter 4 of the Plan.

#### **Chapter 163.362(5) (6) Safeguards and Retention of Control**

Contain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan. Provide for the retention of controls and establishment of any restrictions or covenants running with land sold or leased for private use.

Action: The following safeguards and procedures will help ensure redevelopment efforts in the redevelopment area are carried out pursuant to the redevelopment plan:

The Community Redevelopment Plan is the guiding document for future development and redevelopment in and for the Ensley Redevelopment Area. In order to assure that redevelopment will take place in conformance with the projects, goals and policies expressed in this Plan, the Escambia County Community Redevelopment Agency will utilize the regulatory devices, instruments and systems used by Escambia County to permit development and redevelopment within its jurisdiction. These include but are not limited to the Comprehensive Plan, the Land Development Code, the Zoning Code, adopted design guidelines, performance standards and County-authorized development review, permitting and approval processes. Per Florida Statute, Escambia County retains the vested authority and responsibility for:

- The power to grant final approval to Redevelopment Plans and modifications.
- The power to authorize issuance of revenue bonds as set forth in Section 163.385.
- The power to approve the acquisition, demolition, removal or disposal of property as provided in Section 163.370(3), and the power to assume the responsibility to bear loss as provided in Section 163.370(3).

In accordance with Section 163.356(3)(c), by March 31 of each year the Redevelopment Agency shall file an Annual Report with Escambia County detailing the Agency's activities for the preceding fiscal year. The report shall include a complete financial statement describing assets, liabilities, income and operating expenses. At the time of filing, the Agency shall publish in a newspaper of general circulation a notice that the report has been filed with the County and is available for inspection during business hours in the office of the County Clerk and the Escambia County Community Redevelopment Agency.

The Community Redevelopment Agency shall maintain adequate records to provide for an annual audit, which shall be conducted by an independent auditor and will be included as part of the Escambia County Comprehensive Annual Financial Report for the preceding fiscal year. A copy of the Agency audit, as described in the CAFR will be forwarded to each taxing authority.

The Agency shall provide adequate safeguards to ensure that all leases, deeds, contracts, agreements, and declarations of restrictions relative to any real property conveyed shall contain restrictions and/or covenants to run with the land and its uses, or other provisions necessary to carry out the goals and objectives of the redevelopment plan.

The Redevelopment Plan may be modified, changed, or amended at any time by the Escambia County Community Redevelopment Agency after notice and public hearing. If modified, changed, or amended after the lease or sale of property by the Agency, the modification must be consented to by the developer or redevelopers of such property or his successors or their successors in interest affected by the proposed modification. This means that if a developer acquired title, lease rights, or other form of development agreement, from the Agency to a piece of property within the redevelopment area with the intention of developing it in conformance with the redevelopment plan, any amendment that which might substantially affect his/her ability to proceed with that development would require his/her consent.

When considering modifications, changes, or amendments in the redevelopment plan, the Agency will take into consideration the recommendations of interested area property owners, residents, and business operators. Proposed minor changes in the Plan will be communicated by the agency responsible to the affected property owner(s).

#### **Chapter 163.362(7) Assurance of Replacement Housing for Displaced Persons**

Provide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the community redevelopment area.

Action: As previously stated, to minimize the relocation impact, the Agency will provide supportive services and equitable financial treatment to any individuals, families and businesses subject to relocation. When feasible, the relocation impact will be mitigated by assisting relocation within the immediate neighborhood and by seeking opportunities to relocate within new/redeveloped buildings that will contain residential and commercial space.

#### **Chapter 163.362(8) Element of Residential Use**

Provide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan or if the plan is intended to remedy a shortage of housing affordable to residents of low to moderate income, including the elderly.

Action: There are residential uses of various types and character, including, single-family, multi-family, rental units, owner-occupied units, and detached units in existence in the redevelopment area at the time of this writing. The efforts undertaken by the Agency, as described in this Redevelopment Plan, are intended to retain and enhance a high quality of residential use, particularly with regard to developing and maintaining sustainable neighborhoods. Redevelopment program activities will strive to cultivate the positive neighborhood characteristics cited by the community during public workshops and reduce or eliminate any negative characteristics.

The establishment of a revitalized and expanded residential base in Ensley is essential to achieve a successful economic redevelopment program. Residents living within the redevelopment area will comprise components of the work force and the market, which will generate economic activity.

#### **Chapter 163.362(9) Statement of Projected Costs**

Contain a detailed statement of the projected costs of development, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency or the municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment funds.

Action: Project costs and funding sources are described in Chapter 4 of the Redevelopment Plan.

**Chapter 163.362(10) Duration of Plan**

Provide a time certain for completing all redevelopment financed by increment revenues.

Action: The Ensley Redevelopment Plan shall remain in effect and serve as a guide for future redevelopment activities in the redevelopment area through 2046.

## APPENDIX C: TAX INCREMENT FINANCING

Tax increment financing (TIF) is a tool that uses increased revenues generated by taxes gained from growth in property values resulting from successful redevelopment activities. Because it is a frequently relied-upon tool for project financing, it is explored more fully here. This section presents a brief history of tax increment financing, types of expenses allowed, and TIF revenue projections that the Ensley redevelopment area may generate in the next forty years.

### History of Tax Increment Financing

TIF was originally developed over 50 years ago as a method to finance public improvements in distressed areas where redevelopment would not otherwise occur. TIF is separate from grants or government funds, and given reductions in federal funds available for local projects in recent years TIF has increasingly developed into a primary means to finance local redevelopment.

State law controls tax increment financing. Because of this control, tax increment financing takes on a number of different techniques and appearances throughout the country. In Florida, tax increment financing is authorized in the Community Redevelopment Act of 1969, which is codified as Part III, Chapter 163 of the Florida Statutes. This act, as amended in 1977, provides for a combination of public and private redevelopment efforts and authorizes the use of tax increment financing. Under the Statutes, municipalities must go through a number of steps to establish a redevelopment area and implement a tax increment financing district for that area.

Upon approval of the governing body, a trust fund for each community redevelopment area may be established. The revenues for the trust fund are obtained by allocating any increases in taxable assessed value to the area. The current assessed value of the district is set as the base and any increases (the tax increment revenues) are available for improvements to the area. The property tax paid on the base assessed value continues to be distributed to the local governments. The tax collector collects the entire property tax and subtracts the tax on the base value, which is available for general government purposes. Of the remaining tax increment revenues, 75 percent are deposited to the trust fund. The remaining 25 percent of the incremental growth is kept by the local government as a collection fee.

### Type of Expenses Allowed

Funds from the redevelopment trust fund may be expended for undertakings of the community redevelopment agency which are directly related to financing or refinancing of redevelopment in the redevelopment area pursuant to an approved community redevelopment plan for the following purposes, including, but not limited to:

- Establishment and operations: The implementation and administrative expenses of the community redevelopment agency.
- Planning and analysis: Development of necessary engineering, architectural, and financial plans.
- Financing: Issuance and repayment of debt for proposed capital improvements contained in the community redevelopment plan.
- Acquisition: The acquisition of real property.
- Preparation: Tasks related to site preparation, including the relocation of existing residents.

According to F.S. 163.370(2), TIF funds may not be used for the following purposes:

- To construct or expand administration buildings for public bodies or police and fire buildings unless each taxing authority involved agrees,
- Any publicly-owned capital improvements which are not an integral part of the redevelopment if the improvements are normally financed by user fees, and if the improvements would have otherwise been made without the Redevelopment Agency within three years, or
- General government operating expenses unrelated to the Redevelopment Agency.

In addition, tax increment funds cannot be spent on capital projects contained in the local government's Capital Improvement Plan for the preceding three years.

APPENDIX D: RESOLUTION R2014-146

Escambia County  
Clerk's Original

2014-001262 BCC  
Dec. 11, 2014 Page 1

12/11/2014 5:33pm PH.

RESOLUTION R2014-146

A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF ESCAMBIA COUNTY, FLORIDA, PURSUANT TO PART III, CHAPTER 163, FLORIDA STATUTES, RELATING TO COMMUNITY REDEVELOPMENT: FINDING THAT THERE IS A BLIGHTED AREA WITHIN ESCAMBIA COUNTY, FLORIDA, AND A SHORTAGE OF AFFORDABLE HOUSING FOR LOW AND MODERATE INCOME HOUSEHOLDS, SPECIFICALLY WITHIN THE ENSLEY COMMUNITY; FINDING THAT REHABILITATION CONSERVATION, REDEVELOPMENT, OR A COMBINATION OF THESE IN THE ENSLEY COMMUNITY IS NECESSARY IN THE INTEREST OF THE PUBLIC HEALTH, SAFETY, MORALS, AND WELFARE OF THE RESIDENTS OF ESCAMBIA COUNTY; FINDING THAT THERE IS A NEED TO DESIGNATE ENSLEY AS A REDEVELOPMENT AREA; AND PROVIDING FOR AN EFFECTIVE DATE.

NOW, THEREFORE BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF ESCAMBIA COUNTY, FLORIDA THAT:

**Section 1. Authority.** This Resolution is adopted pursuant to the provisions of Part III, Chapter 163, Florida Statutes, known as the "Community Redevelopment Act of 1969."

**Section 2. Definitions.** The definitions of the terms as provided in §163.340, Florida Statutes, are hereby adopted by reference whenever used or referred to in the Resolution. In addition, the term, "Proposed Ensley Redevelopment Area" when used in this Resolution means the area within the boundaries of Escambia County, Florida, as outlined in the map and legal description attached hereto and incorporated herein as Exhibit A.

**Section 3. Findings and Determinations.** The Board of County Commissioners of Escambia County, Florida finds and determines as follows:

- a) The Board of County Commissioners finds that the area referred to as the "Proposed Ensley Redevelopment Area" is a slum or blighted area which substantially impairs the sound growth of the County, and is a threat to the public health, safety, morals, and welfare of the residents of the County, and that the existence of blight further creates an economic and social liability by hindering development, discouraging private investment, reducing employment opportunities, retarding the construction and improvement of housing accommodations, causing an excessive proportion of expenditures for crime prevention and other forms of public services, and depressing the tax base.
- b) The Board of County Commissioners finds that a combination of rehabilitation, conservation and redevelopment of the area identified as the Proposed Ensley Redevelopment Area is necessary in the interest of the public health, safety, morals, and welfare of the residents if the County in order to eliminate, remedy and prevent conditions of slum and blight.
- c) The Board of County Commissioners finds and determines that there exists a

Date: 12/15/2014 Verified By: J. Canew

need for the Community Redevelopment Agency created pursuant to Part I, Article VI, Section 78.151 of the Escambia County Code of Ordinances, to carry out redevelopment purposes pursuant to Part III, Chapter 163, Florida Statutes in the Proposed Ensley Redevelopment Area.

d) The Board of County Commissioners finds and determines that the area described in Exhibit A and entitled Proposed Ensley Redevelopment Area is appropriate for redevelopment projects and is hereby designated a Community Redevelopment Area.

**Section 4. Effective Date.** This Resolution shall take effect immediately upon adoption by the Board of County Commissioners.

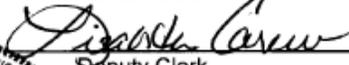
Adopted this 11<sup>th</sup> day of December, 2014.

**BOARD OF COUNTY COMMISSIONERS  
ESCAMBIA COUNTY, FLORIDA**

BY:   
Steven Barry, Chairman

Attest:

PAM CHILDERS  
Clerk of the Circuit Court

  
Deputy Clerk



Date Executed

12/11/2014

Approved as to form and legal sufficiency.

By/Title:   
Date: 11/29/14

EXHIBIT "A"

Legal Description  
Ensley Redevelopment Area  
November 5, 2014

This description is intended solely for the purpose of identifying the Ensley Redevelopment Area referenced in this ordinance and is not intended to be used when conveying or otherwise defining interests in real property.

Begin at the intersection of the East right-of-way line of the Alabama and Gulf Coast Railroad (100' R/W) and the South right-of-way line of East Nine Mile Road (200' R/W); thence run East along said South right-of-way line of East Nine Mile Road (200' R/W) to the West right-of-way line of Jernigan Road (66' R/W); thence run south along said West right-of-way line of said Jernigan Road (66' R/W) and the West right-of-way line Cody Lane (R/W varies) to the South right-of-way line of East Olive Road (R/W varies); thence run West along said South right-of-way line of East Olive Road (R/W varies) to the Northwest corner of Lot 1, Block "W", Oak Forest Subdivision as recorded in Plat Book 10 at page 100 of the public records of Escambia County, Florida, thence run in a Southeasterly, Westerly and Southeasterly direction along the West boundary of said Oak Forest Subdivision to the most Southerly corner of Lot 47, Block "W", thence continue on an extension of the line last run for 100.00 feet to the East line of a Gulf Power Easement (100' Easement); thence run Northeast 433 feet, more or less, to the Northwest corner of that parcel of land recorded in Official Records Book 6620 at page 590 of the public records of Escambia County, Florida; thence run Southeasterly along the North line of said parcel for 154.2 feet to the Southwest corner of Lot 52, Block "A", Carlisle Subdivision Unit 2 as recorded in Plat Book 9 at page 85 of the public records of said County; thence Southeasterly along the West line of said Carlisle Subdivision Unit 2 to the North right-of-way line of Interstate 10; thence run West along said North right-of-way line and extension thereof to the East right-of-way line of the Alabama and Gulf Coast Railroad (100' R/W); thence run Northerly along said East right-of-way line of the Alabama and Gulf Coast Railroad (100' R/W) to the Point of Beginning.

**Findings of Necessity  
Proposed Ensley Redevelopment Area**

**Introduction**

As directed by the Board of County Commissioners and Committee of the Whole, Escambia County Community & Environment Department/Community Redevelopment Agency prepared a Findings of Necessity report to support the proposed creation of an Ensley Redevelopment Area. A map depicting the proposed redevelopment area and boundary description for the proposed area are presented as Exhibit A. Data obtained from UWF Haas Center for Business Research using 2010 U.S. Bureau of Census Population and Housing with 2014 forecasts and field surveys were used to formulate these findings. The following data and analysis support the legislative finding that conditions in the proposed redevelopment area meet the criteria of slum or blight as described in Florida Statute 163.340(7) or (8).

**Findings**

A "blighted area" is a area experiencing economic distress, endangerment to life or property due to the presence of a substantial number of deteriorated structures. The proposed area exhibits conditions of blight as defined in Florida Statute to include the following:

Finding 1: Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities:

The proposed redevelopment area lacks public infrastructure to include adequate street layout, paved roads, stormwater management systems, and sanitary sewer service. While some of the area is served by sanitary sewer, other areas in the proposed are not served by a public sewer system which hinders reinvestment and redevelopment opportunities. The faulty lot layouts, lack of accessibility or usefulness of property, and marginal sewer service in the proposed redevelopment area supports the need for redevelopment.

Finding 2: Deterioration of site or other improvements:

Based upon windshield surveys conducted during 2014, there is a predominance of deteriorated or dilapidated housing in the proposed area. Single family residents were scored based upon a point system ranging from 1, Excellent Condition to 5, Dilapidated Condition. The housing conditions windshield survey results found 52% of the single family houses in the area fall in the categories of fair, poor, or dilapidated condition which means they require some form of repair or rehabilitation, show signs of

structural damage, or need of demolition. These houses show need for repair or rehabilitation as indicated by curling shingles and lack of energy related improvements. Many of the homes were constructed prior to 1982. The age and conditions of the structures in the proposed area, indicates the houses are in need of updates, including energy related improvements.

The residents' economic conditions indicate economic distress of the proposed Ensley Area. This contributes to the diminished re-investment and new development in the area as highlighted by the following:

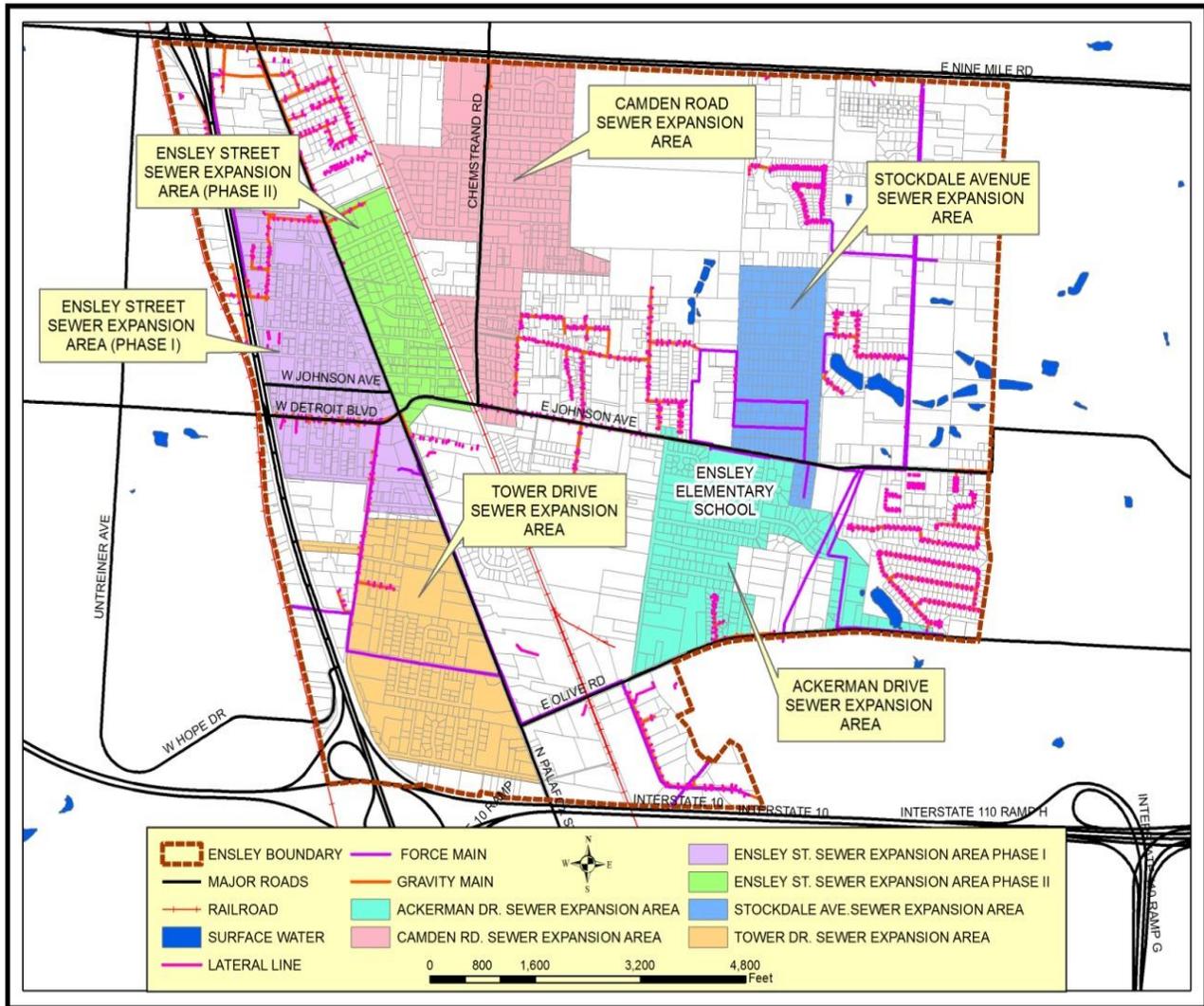
- The average median owner-occupied housing value of \$114,000 in the proposed area compared to the County median of \$132,412.
- The average median household income in the area is \$39,000 compared to the County median income of \$42,100.

#### **Summary**

Based upon the findings presented, the proposed redevelopment area exhibits conditions of slum or blight as defined by Florida Statutes. The condition of numerous structures within its boundaries, lack of public infrastructure, and the socio-economic characteristics of the residents all contribute to this recommendation. The proposed area would benefit from redevelopment programs and projects. A combination of rehabilitation, conservation, and redevelopment of the proposed area will support the elimination, prevention, and remedy of the conditions of slum and blight. The creation of a redevelopment area will serve to improve the condition of this blighted area and help bring much needed economic development to the area.



## APPENDIX E: PROPOSED ECUA SEWER EXPANSION AREA



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