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# **BROWNSVILLE COMMUNITY REDEVELOPMENT PLAN**

Prepared by Escambia County  
Community Redevelopment Agency  
Neighborhood & Human Services Department

Adopted by the Board of Escambia County Commissioners  
Updated Plan on February 16, 2017

Original Plan was adopted by the Board of County Commissioners on September 4, 1997  
Amended as to Boundaries only adopted on September 4, 2003  
Amended Plan adopted on March 18, 2004

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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 such as the power to designate certain areas as: slum and/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 area. The Plan provides a framework for coordinating and facilitating public and private redevelopment of the CRA. 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 March 7, 1995, the Escambia County Board of County Commissioners designated a portion of the Brownsville Community as a redevelopment district. It was found that the designated district was a blighted area with a shortage of affordable houses for low and moderate income households. This designation was necessary in the interest of the public health, safety, morals and welfare of the residents in order to eliminate the present condition of blight in area. The initial Brownsville Plan was adopted in 1997 and updated in 2004. This update of the Redevelopment Plan, developed with broad community involvement, supports the future redevelopment of the CRA Brownsville Redevelopment District and is written in compliance with F. S. Part III, Chapter 163.

The Brownsville Redevelopment Plan represents the synthesis of a series of planning efforts conducted by the Escambia County CRA, area residents and community leaders. The intent of the Redevelopment Plan is to facilitate positive transformation, preservation, and revitalization of the neighborhoods in the designated Brownsville Redevelopment Area. Each of the planning initiatives contained herein involved a series of community workshops and meetings designed to create a unified vision for Brownsville. 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 Brownsville. 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.

## 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 Brownsville.

## CHAPTER 4: CAPITAL IMPROVEMENTS

This Chapter identifies projects that can be pursued as ongoing, in the short-term, mid-term, and long-term range. 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 Brownsville Redevelopment Area.

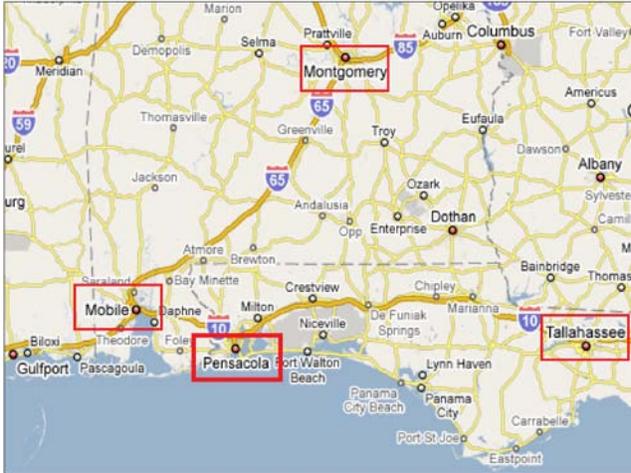
## APPENDICES

Five appendices conclude the Redevelopment Plan: A) Public workshops documentation; B) Statutory requirements; C) Tax increment financing; D) Resolution and Legal Description and E) A map indicating possible ECUA sewer expansion Area.

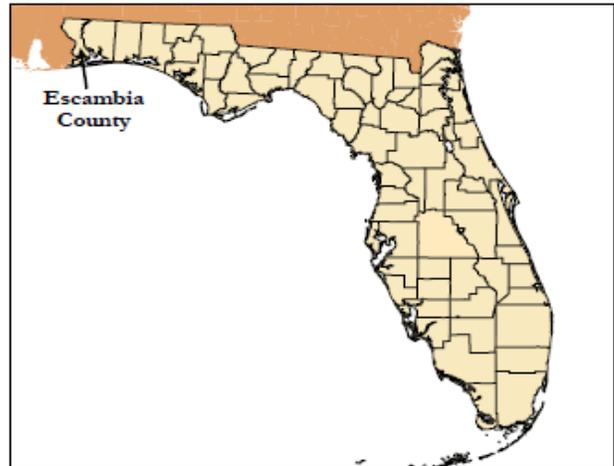
## INTRODUCTION & GEOGRAPHIC CONTEXT

Initiated in 1995, Escambia County's Brownsville Redevelopment Strategy was a result of efforts to strengthen the commercial highway gateways to the two nearby Navy bases. The last update of the CRA Brownsville Redevelopment Plan was adopted in March 2004. This Plan revised the initial plan adopted by the Board of County Commissioners in September 1997. The Brownsville CRA District is centrally located 2 miles northwest of the heart of downtown Pensacola (Fig. 1.1). The City of Pensacola, which is now over 450 years old, around which Escambia County was developed, houses the location of a large U.S. naval air station, and is a designated tourist destination for residents of Louisiana, Alabama, and Mississippi. The CRA Brownsville Redevelopment District is centrally located 2 miles northwest of the heart of downtown Pensacola.

The southern part of Escambia County is connected 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 International Airport.



**Figure 1.1: Pensacola regional context, GOOGLE MAPS**



**Figure 1.2: Map showing Escambia County’s location in Florida, ESCAMBIA COUNTY GIS**

As elsewhere in the Florida Panhandle, Escambia County’s overall growth 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 faced challenges in economic and residential growth.

### REDEVELOPMENT AREA BOUNDARY

The Brownsville CRA Redevelopment District (Fig. 1.3) is bounded by New Warrington Road and a small section of W Fairfield Drive to the west, W Fairfield Drive south to W Avery Street then east to N “J” Street, following the boundary lines south to just south of W Jackson Street, west back to N New Warrington Road (Fig. 1.3). The total area comprises 1,152.14 acres and has more than 19 recognized neighborhoods.

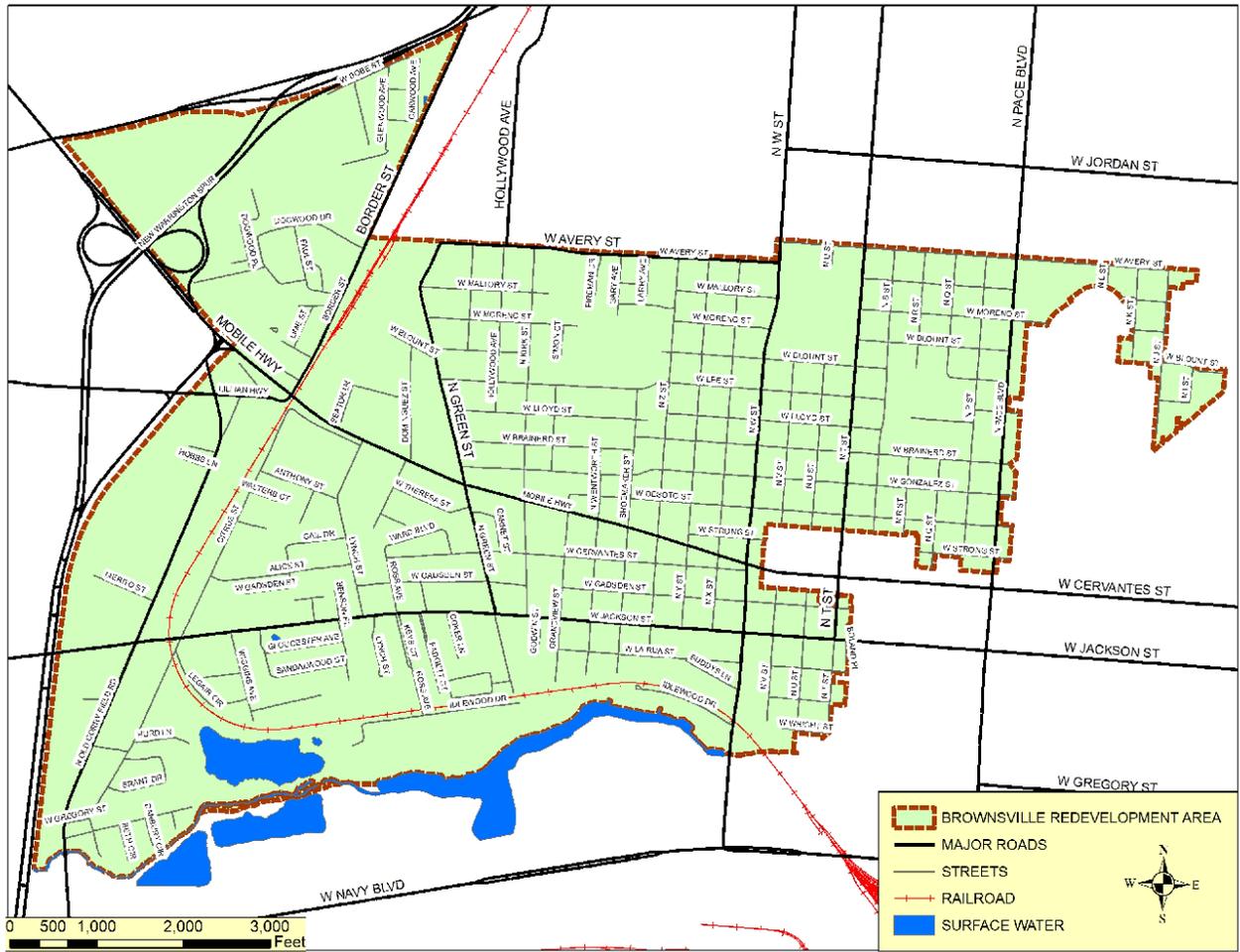


Fig. 1.3: BROWNSVILLE REDEVELOPMENT AREA, ESCAMBIA COUNTY GIS

As one of Escambia County’s nine community redevelopment areas, the CRA Brownsville Redevelopment District is located north east of the Warrington CRA District (south of W. Fairfield Drive), north of the Barrancas CRA District and approximately 11 miles south of the Cantonment CRA District (Fig. 1.4). The Brownsville CRA District provides a western gateway into the City of Pensacola.



## SUMMARY OF PREVIOUS PLAN ACCOMPLISHMENTS

A number of plans and studies have already been completed for the CRA Brownsville Redevelopment District since the original plan was adopted in 1997. The majority of the plans were concerned with the redevelopment of Brownsville directly and preserving the historical value of the homes and businesses located within and around the District.

The information contained from these studies and accomplishments help to establish the foundation for the updated Redevelopment Plan. This information is also considered during the planning process to ensure consistency between documents and must be utilized to establish a cohesive master plan that provides continuity in function, future land use and design.

There were thirteen capital improvements identified in the updated 2004 CRA Brownsville Redevelopment plan and the status of each project is outlined in Table 1.1 below.

### STATUS OF CAPITAL IMPROVEMENTS FROM PREVIOUS PLAN (2004-2015):

| Project                          | Description                                      | Estimated Costs  | Funding Sources | Status  |
|----------------------------------|--|--|-----------------|---|
| <b>Community Center</b>          |  |  |                 |   |
| Brownsville Community Center     | 3200 W. De Soto St.                              | \$2.1M   | LOST            | Purchased December, 2014.                     |
| <b>Parks</b>                     |  |  |                 |   |
| New Parks                        | Create a new park with athletic facilities       | \$150,000  | CDBG & TIF      | No progress.                                  |
| <b>Property Acquisition</b>      |  |  |                 |   |
| Property acquired:               | Two lots (3300 & 3322) on Mobile Highway         | Proposed: \$500,000<br>Actual: \$195,000 (total)                     | LOST & TIF      | Purchased by Escambia County in FY 2013-2014. |
|                                  | 1313 Pace Blvd. /"P" St. (2 lots)                | Actual: \$195,000 (total)  | LOST & TIF      | Purchased by Escambia County in FY 2012-2014. |
|                                  | Various lots on Frontera Circle (redevelopment)  | Actual: \$124,310 (total)  | LOST & TIF      | Purchased by Escambia County in FY 2012-2015. |
|                                  | 4216 Anthony Street                              | \$8,480-paid off Liens and the property was escheated to the County. | N/A             | Turned over to Escambia County in FY 2013.    |
| <b>Public Parking</b>            |  |  |                 |   |
| Parking Plaza                    | Mobile Highway Parking Plaza                     | \$150,000  | CDBG            | No progress.                                  |
| <b>Residential Street Lights</b> |  |  |                 |   |
| Install Street Lights            | Brownsville Expansion Area                       | \$10,000   | CDBG/SNP        | Completed (2011-2015).                        |
| <b>Sewer Extension</b>           |  |  |                 |   |
| Extension                        | North side of Mobile Highway (Kirk to Dominguez) | \$650,000  | LOST/CDBG/ECUA  | No progress.                                  |
| <b>Sidewalks</b>                 |  |  |                 |   |
| Install sidewalks                | Avery St (Kirk to W St)                          | \$74,000   | TIF             | N. "Z" St. to Gary                            |

|                                   |   |                                   |                         |   |
|-----------------------------------|---|-----------------------------------|-------------------------|---|
|                                   |   |                                   |                         | Ave. completed.                           |
|                                   | W Blount Street (Pace to T St.)                                 | \$47,000                          | TIF                     | Completed.                                |
|                                   | Jackson St. (Phase 1- "T" to Kirk St.)                          | \$101,000                         | TIF                     | "T" St. to "Z" St. completed              |
|                                   | Jackson St. (Phase 2- Kirk to New Warrington Rd.)               | \$173,000                         | TIF                     | Sidewalk ends just west of Citrus Street. |
|                                   | Mobile Highway ("V" St. to Lynch)                               | No cost estimated<br>Actual: 2.0M | FDOT                    | Completed-north and south sides.          |
| Storm Water Drainage              |   |                                   |                         |   |
|                                   | Improvements  | TBD                               | LOST/NFWMD              | No progress.                              |
| Streetscape Design/Beautification |   |                                   |                         |   |
| Mobile highway                    | Beautification  | TBD                               | FDOT                    | No progress.                              |
| Street/Highway Resurfacing        |   |                                   |                         |   |
|                                   | North Pace Blvd.  | \$45,000                          | FDOT                    | No progress.                              |
|                                   | Mobile Highway ("V" to Lynch)                                   | \$1,455,103                       | FDOT                    | Completed in August of 2005.              |
|                                   | New Warrington Road to West Fairfield Drive at Ruby St.         | \$2,747,844                       | FDOT                    | Completed in February of 2006.            |
|                                   | West Fairfield Drive from New Warrington Spur to Mobile Highway | Add on: \$292K                    | FDOT                    | Completed.                                |
| Traffic Calming Devices           |   |                                   |                         |   |
| Installation                      | Western Industrial/Commercial Areas                             | TBD                               | Escambia County/TIF     | No progress.                              |
| Walking/Bike Path                 |   |                                   |                         |   |
| Nature Trail                      | Gulf Power property   | \$0-\$150,000                     | Donation by GP/CDBG/TIF | No progress.                              |
| Annual Costs                      |   |                                   |                         |   |
| Costs                             | Residential Street lighting                                     | \$31,000                          | TIF                     | Ongoing.                                  |

TABLE 1:1 CAPITAL IMPROVEMENTS FROM PREVIOUS PLAN

**List of Acronyms for the abovementioned chart:**

- CDBG** Community Development Block Grant
- LOST** Local Option Sales Tax
- LOGT** Local option Gas Tax
- GP** Gulf Power
- TIF** Tax Increment Financing
- TBD** To Be Determined
- FDOT** Florida Department of Transportation
- SNP** Safe Neighborhood Program

## CHAPTER 2: INVENTORY AND ANALYSIS

### EXISTING LAND USE

The CRA Brownsville District is composed of 2,992 parcels across 1,152 acres, excluding roads and rights-of-way. Five primary land uses are represented: **Residential** (comprising approximately 59% of total land use), **Commercial** (approximately 20%), **Vacant** (approximately 12%), and **Industrial** (approximately .8%), and **Institutional** (approximately 5%). **Other land uses**, such as: parks, public properties and utilities comprise the remaining approximately 5% of land uses identified in the Redevelopment Area. A more detailed description of these land uses follows below.

| Land Use Type            | Acreage         | %           |
|--------------------------|-----------------|-------------|
| Residential              | 650.88          | 59.80%      |
| Single-Family Detached   | 559.03          | 48.52%      |
| Single-Family Attached   | 11.50           | 1.00%       |
| Multi-Family Residential | 17.35           | 1.51%       |
| Mobile Home Park         | 22.95           | 1.99%       |
| Mobile Home              | 40.05           | 3.48%       |
| Commercial               | 232.20          | 20.15%      |
| Industrial               | 9.20            | 0.80%       |
| Institutional            | 58.98           | 5.12%       |
| Parks                    | 11.45           | 0.99%       |
| Public                   | 33.60           | 2.92%       |
| Utilities                | 9.39            | 0.82%       |
| Vacant/Undeveloped       | 146.44          | 12.71%      |
|                          |                 |             |
| <b>Total</b>             | <b>1,152.14</b> | <b>100%</b> |

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

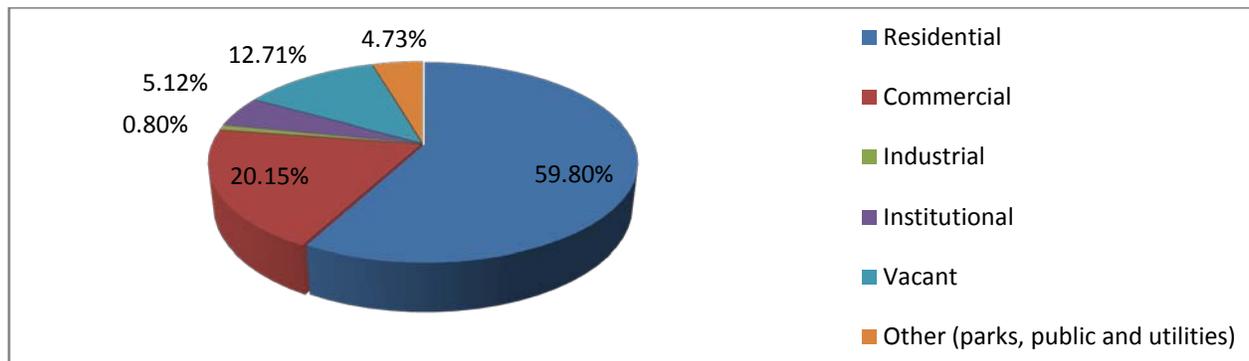


FIGURE 2.1: DISTRIBUTION OF EXISTING LAND USES BY ACREAGE AS A PERCENT OF TOTAL ACRES. ESCAMBIA COUNTY GIS

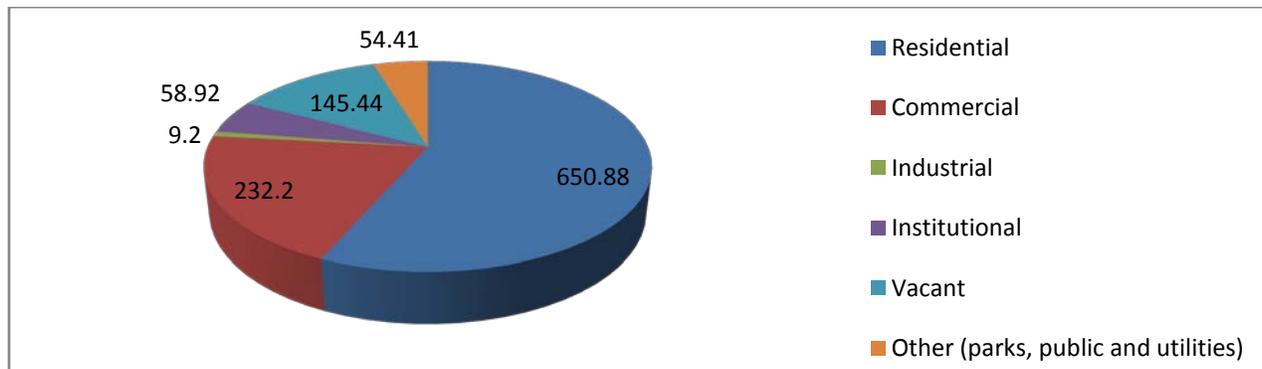
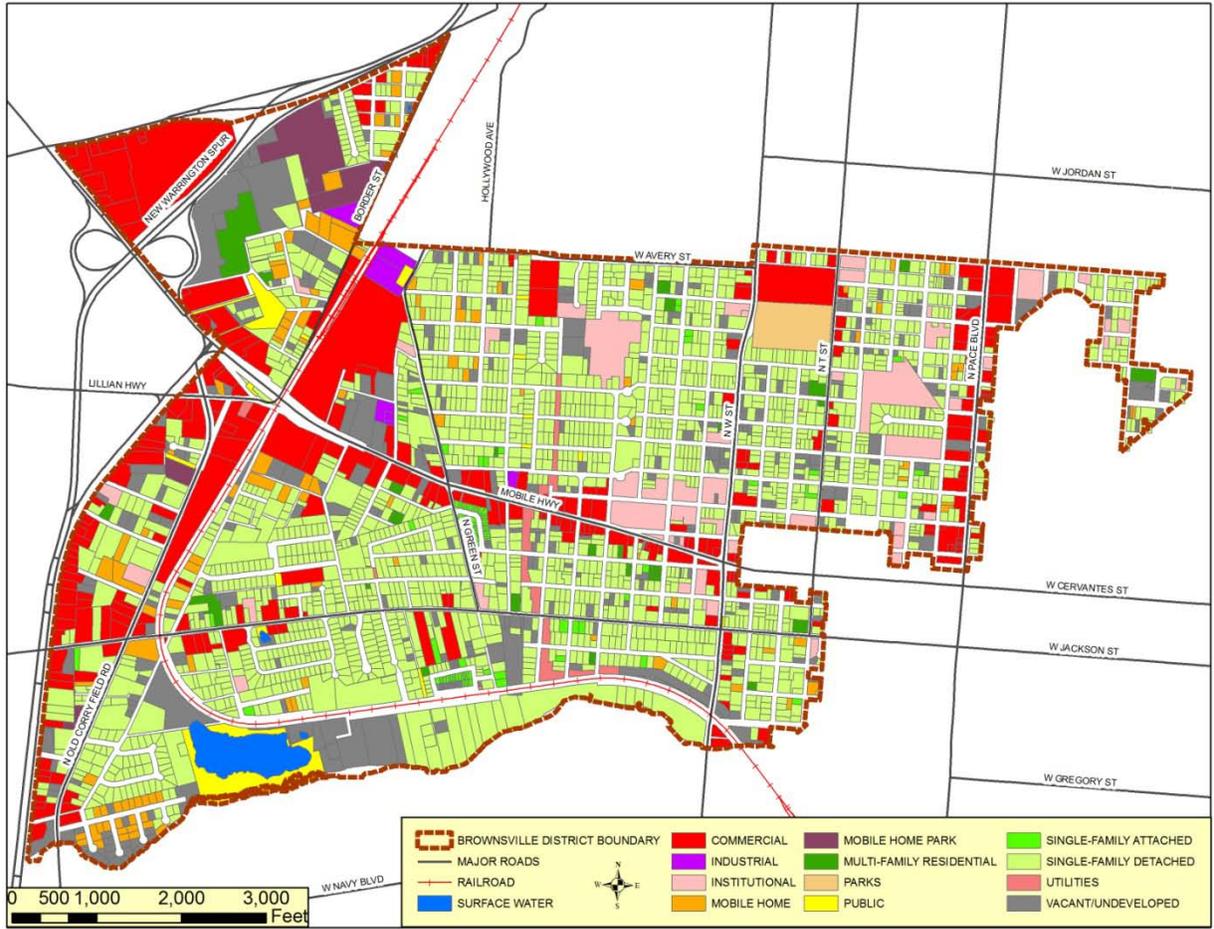


FIGURE 2.2: DISTRIBUTION OF EXISTING LAND USES BY PARCEL COUNT AS A PERCENT OF TOTAL PARCELS. ESCAMBIA COUNTY GIS



**FIGURE 2.3: EXISTING LAND USE IN THE BROWNSVILLE REDEVELOPMENT DISTRICT, ESCAMBIA COUNTY GIS**

**RESIDENTIAL**

Of the 650.88 acres of residential land, single-family homes (attached and detached), account for 560 acres, or 48.52% of the total residential acreage of the Redevelopment District. Single-family residential uses account for a total of 2,084 parcels, or 70% of the total number of parcels in the Redevelopment District. This is by far the most dominant land-use type. The second largest land use is Commercial, comprising of 232 acres, or 20% of the district. The third largest land use in the CRA Brownsville District is vacant/undeveloped property. Even though there are 389 vacant parcels, those lots account for only 13% of the existing land use.

At a much small fraction of residential land use are the other residential types – multi-family (17.35 acres over 28 parcels) and mobile home parks (22.95 acres over 4 parcels). Their combined share of acreage is 1.07% of the residential acreage of the District.



EXISTING RESIDENTIAL HOMES IN THE BROWNSVILLE REDEVELOPMENT DISTRICT, PHOTO: GOOGLE MAPS

### COMMERCIAL

The second-largest land use contingent occupies 232.20 acres, or 20.15% of the total CRA Redevelopment District's acreage, covering 262 parcels. These uses are located primarily along the commercially-oriented Mobile Highway, North Old Corry Field Road, West Fairfield Drive, and West Cervantes Street. Smaller concentrations of commercial uses are also found along West Blount Street. Brownsville's geographic location, in the center of Pensacola serves the suburban clientele of those who work and reside in the Brownsville community.

The CRA Brownsville District's major commercial corridors, as mentioned above, continue to be in need of revitalization and upgrades. In the district, many of the commercial uses are generally left vacant or in run down conditions. Commercial zoning pattern appears to coincide with the current uses. As part of the initial redevelopment efforts for this community, an Overlay District was created that applies to a portion of Mobile Highway and T Street. The Overlay District provides an enhanced level of protection to these commercial corridors in the Brownsville Community by requiring that special performance standards be applied to commercial development within this district.

The intersection of West Fairfield Drive and Mobile Highway offers Brownsville residents multiple retail choices and is a major commercial corridor in the Brownsville community.



COMMERCIAL USES ALONG MOBILE HIGHWAY AND W. FAIRFIELD DR., PHOTO: GOOGLE MAPS

## VACANT USES

As a testament to the redevelopment potential of the area, the CRA Brownsville Redevelopment District's third largest land-use category is vacant or undeveloped land. Approximately 12.71% of the district consists of 146.44 acres across 387 parcels that are vacant/undeveloped.

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. Smaller vacant parcels can be assembled and larger vacant parcels are "development ready" to support new development and/or significant adaptive reuse of underutilized and deteriorating buildings.

There are several large undeveloped parcels in the Redevelopment District. These areas consist of approximately 39.0 acres and are presently heavily wooded. There are no future development plans for this site.



VACANT PROPERTIES, BROWNSVILLE REDEVELOPMENT DISTRICT, PHOTO: GOOGLE MAPS

There are several smaller areas/parcels within the Brownsville CRA district that make up the remaining 107.0 acres of vacant properties.

## PARKS, PUBLIC USES AND UTILITIES

Public uses in the CRA Brownsville Redevelopment District, as categorized by Escambia County GIS, include a wide variety of uses for the public benefit such as parks, schools, storm water detention areas, and government buildings. These land uses consist of approximately 4.73% of existing land in the district. There are presently no public schools located within the district; however, there is one private Christian School, Escambia Christian School (K-12).

Raymond Riddles Athletic Park is currently the only public park in the CRA Brownsville Redevelopment District. It is located at 1704 North W Street, is a 5-acre park comprised of five baseball fields for youth and adult, a playground, restrooms, a basketball court and security lights. A partnership with the West Pensacola Youth Association provides sports programming at the facility and it is available to the general public for reservation and rental. The Salvation Army located on "S" Street, provides some limited play areas for youth activities.

The West Pensacola Volunteer Fire Department Station 17, located at 1700 North W Street, provides fire protection for the Brownsville community.



**PARK AND PUBLIC FACILITIES, BROWNSVILLE CRA, GOOGLE MAPS**

### INSTITUTIONAL

Institutional use in the Brownsville CRA Redevelopment District occupies 59 acres, which is 5.12% of the land. This land use category has a total of 43 parcels, which represents 1.44% of total parcels of the district. Institutional uses are generally churches or church-owned properties.



**INSTITUTIONAL USES, BROWNSVILLE CRA, PHOTO: GOOGLE MAPS**

### INDUSTRIAL

Industrial uses make up a small portion, 9.20% of the CRA Brownsville District. Nearly all of the industrial land uses are located off of Mobile Highway. The Mobile highway frontage and adjacent land west of Dominguez Street plus the Old Corry Field Road corridor are the primary industrial and heavy commercial areas.



**INDUSTRIAL PROPERTIES, BROWNSVILLE CRA DISTRICT, PHOTO: GOOGLE MAPS**

## 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 Brownsville redevelopment as a candidate for mixed-use urban redevelopment with strip commercial development along established corridors.

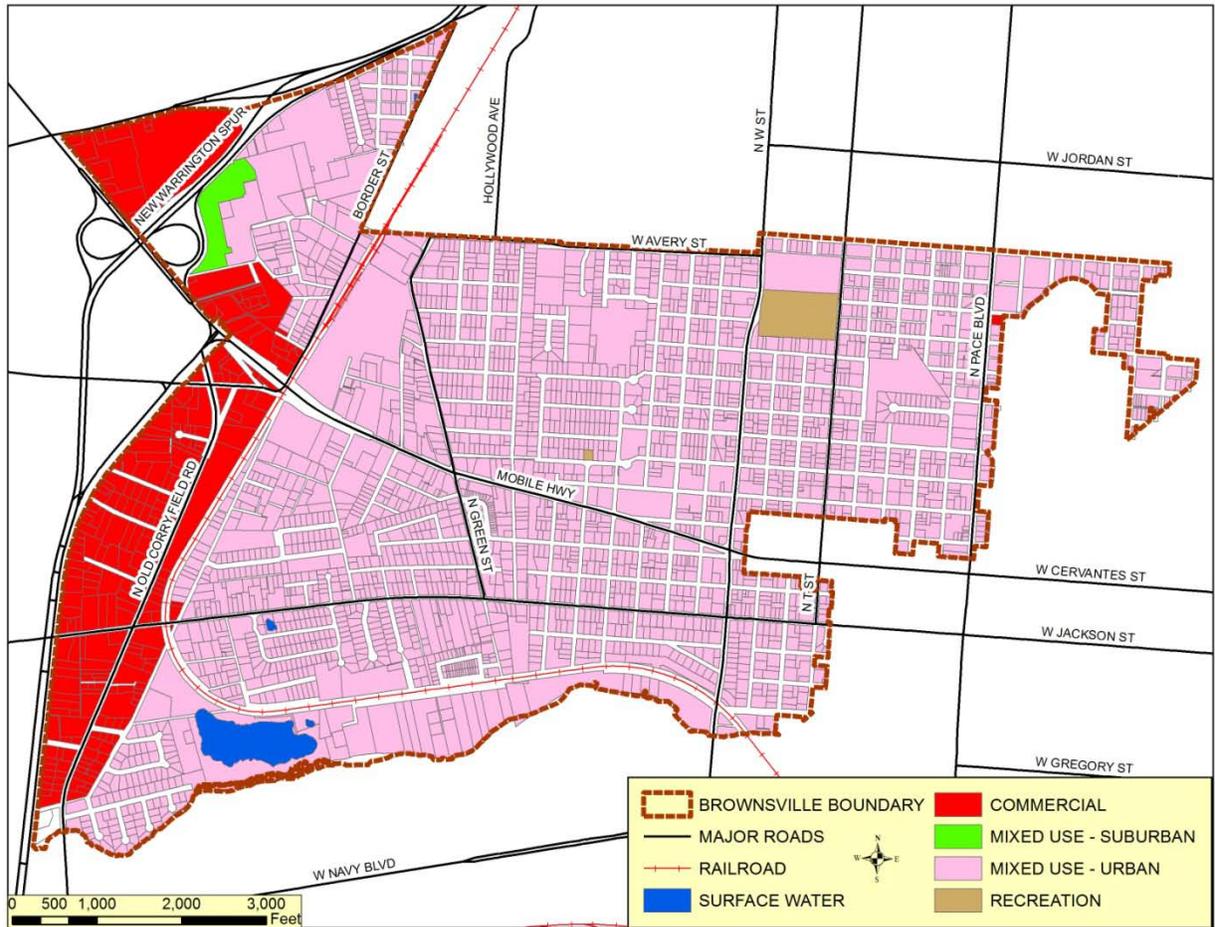


Figure 2.4: FUTURE LAND USE IN THE BROWNSVILLE REDEVELOPMENT AREA, Escambia County GIS

**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 Brownsville Redevelopment Area and are included below:**

#### Chapter 7: Future Land Use Element

#### GOAL FLU 1 FUTURE DEVELOPMENT PATTERN

Escambia County will 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 Brownsville 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: Intended 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 Maximum Intensity: 1.0 Floor Area Ratio (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 will 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 will 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 will 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 will promote urban strategies for compact development, efficient provision of infrastructure and urban services, and the protection of natural resources. Urban strategies will 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 will 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 re-zonings to allow higher residential densities to 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 All Community Redevelopment Areas, as adopted by the BCC, are hereby designated as an Urban Infill and Redevelopment Area in conformance with Florida Statutes.

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

#### OBJECTIVE FLU 2.4 Community Redevelopment

The Community Redevelopment Agency (CRA) will continue to implement the recommendations of the Community Redevelopment Strategy, 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 will 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) will 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 will 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 will 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 will 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 will 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 will 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 will 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 will 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 will 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 will 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 will 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 will 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 will be provided at established levels of service within Escambia County consistent with the Interlocal Agreements 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 will, 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 will 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 will 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**

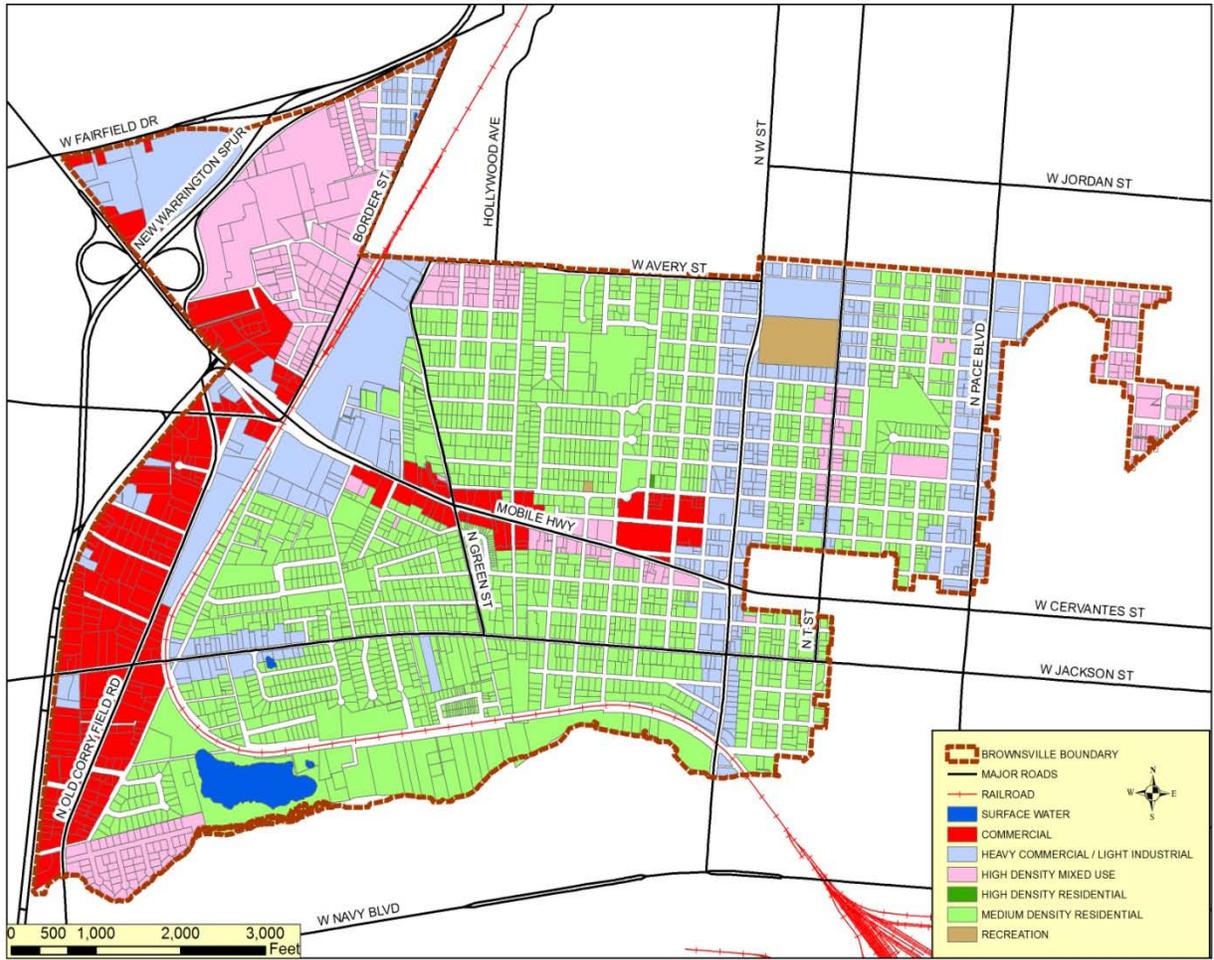
The purpose of the Recreation and Open Space Element is to ensure adequate recreational opportunities for the citizens of Escambia County through the provision of a comprehensive system of public and private park facilities. These facilities may include, but are not limited to, natural reservations,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

## LAND DEVELOPMENT REGULATIONS

The CRA Brownsville Redevelopment District land is divided into six zoning categories. Three primary zoning categories are represented in the as **residential, heavy commercial/light industrial** and **commercial**. As with land use, the share of each zoning designation reflects the dominance of the corresponding land use, with residential occupying 63.44% of the total acreage, heavy commercial/light industrial, occupying 22.55%, and commercial representing 13% (Table 2.2). The CRA Brownsville Redevelopment District zoning categories are mapped in Figure 2.5 and described below.

| Zoning Category | Acreage         | %           |
|-----------------|-----------------|-------------|
| HDMU            | 165.67          | 13.96%      |
| HDR             | 0.18            | 0.02%       |
| MDR             | 587.15          | 49.46%      |
| HC/LI           | 267.63          | 22.55%      |
| Commercial      | 154.68          | 13.03%      |
| Recreation      | 11.75           | 0.99%       |
|                 |                 |             |
| <b>Total</b>    | <b>1,187.06</b> | <b>100%</b> |

**TABLE 2.2 DISTRIBUTION OF ZONING CATEGORIES,**  
 ESCAMBIA COUNTY GIS



**FIGURE 2.5: ZONING CATEGORIES IN THE BROWNSVILLE REDEVELOPMENT AREA, ESCAMBIA COUNTY GIS**

**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.

**High Density Residential district (HDR):** The High Density Residential (HDR) district establishes appropriate areas and land use regulations for residential uses at high densities within 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 and diversity than the Medium Density Residential district. Residential uses within the HDR district include most forms of single-family, two-family and multi-family dwellings. On residential uses within the district are limited to those that are compatible with urban residential neighborhoods.

**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.

**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.

**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.

**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.

## 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.

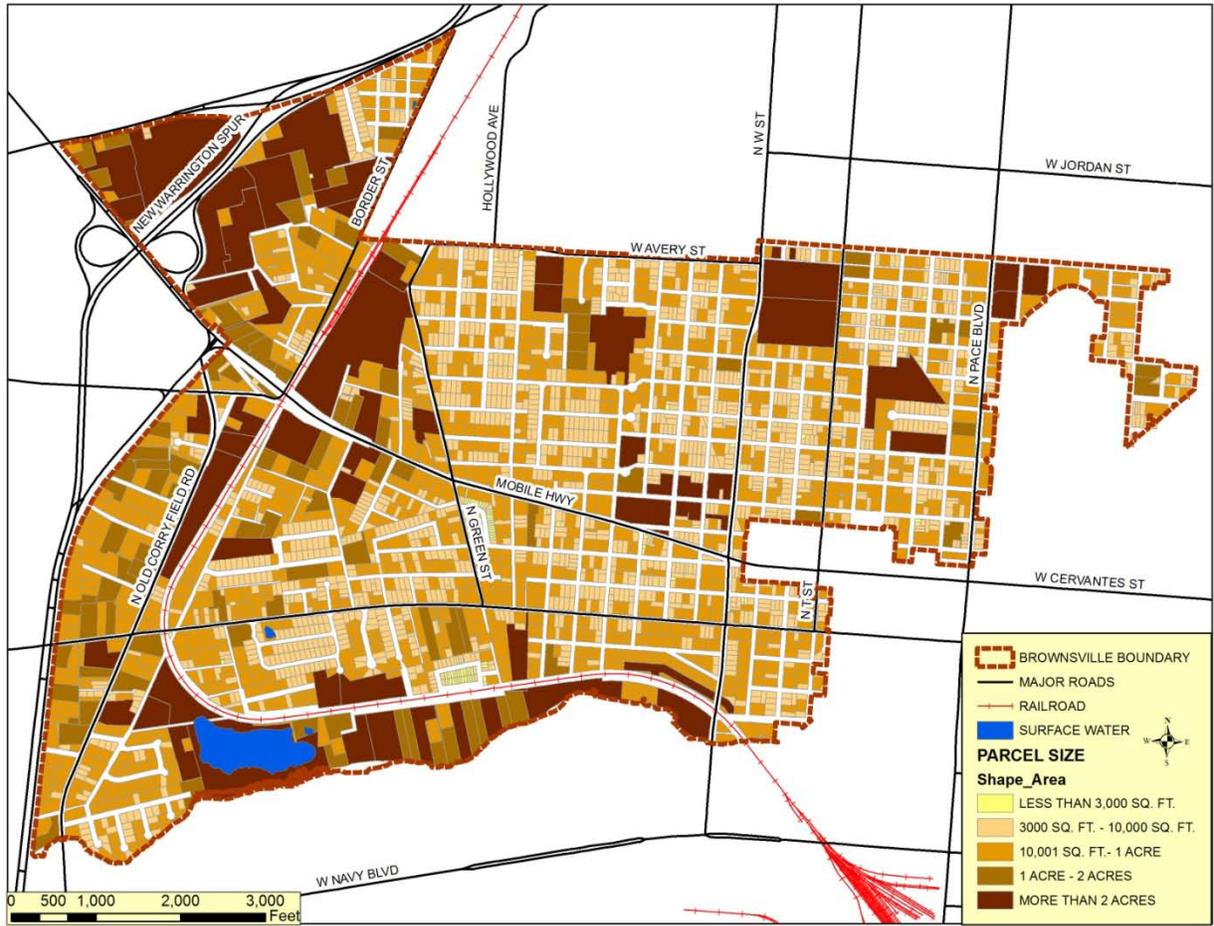


FIGURE 2.6: PARCEL SIZE IN THE BROWNSVILLE REDEVELOPMENT AREA, ESCAMBIA COUNTY GIS

Table 2.5 summarizes the parcel counts and distribution of various parcel sizes. The majority, (51%), of parcels in the CRA Brownsville Redevelopment District are between 3,000 square feet to 9,999 square feet. The next most common parcel size (39%), are parcels that are between 10,000 square feet-1 acre (43,560 square feet) in size. The next most common parcel size in are lots that are less than 3,000 square feet, representing nearly 5% of the district. The remaining parcels, (4.8%), are 1 acre or above.

| Parcel Size                 | Count        | Percent    |
|-----------------------------|--------------|------------|
| < 3,000 square feet         | 158          | 5.28%      |
| 3,000 – 9,999 square feet   | 1532         | 51.20%     |
| 10,000 square feet – 1 acre | 1160         | 38.77%     |
| 1-2 acres                   | 90           | 3.01%      |
| > 2 acres                   | 52           | 1.74%      |
| <b>Total</b>                | <b>2,992</b> | <b>100</b> |

Table 2.5: DISTRIBUTION OF PARCEL SIZE, Escambia County GIS

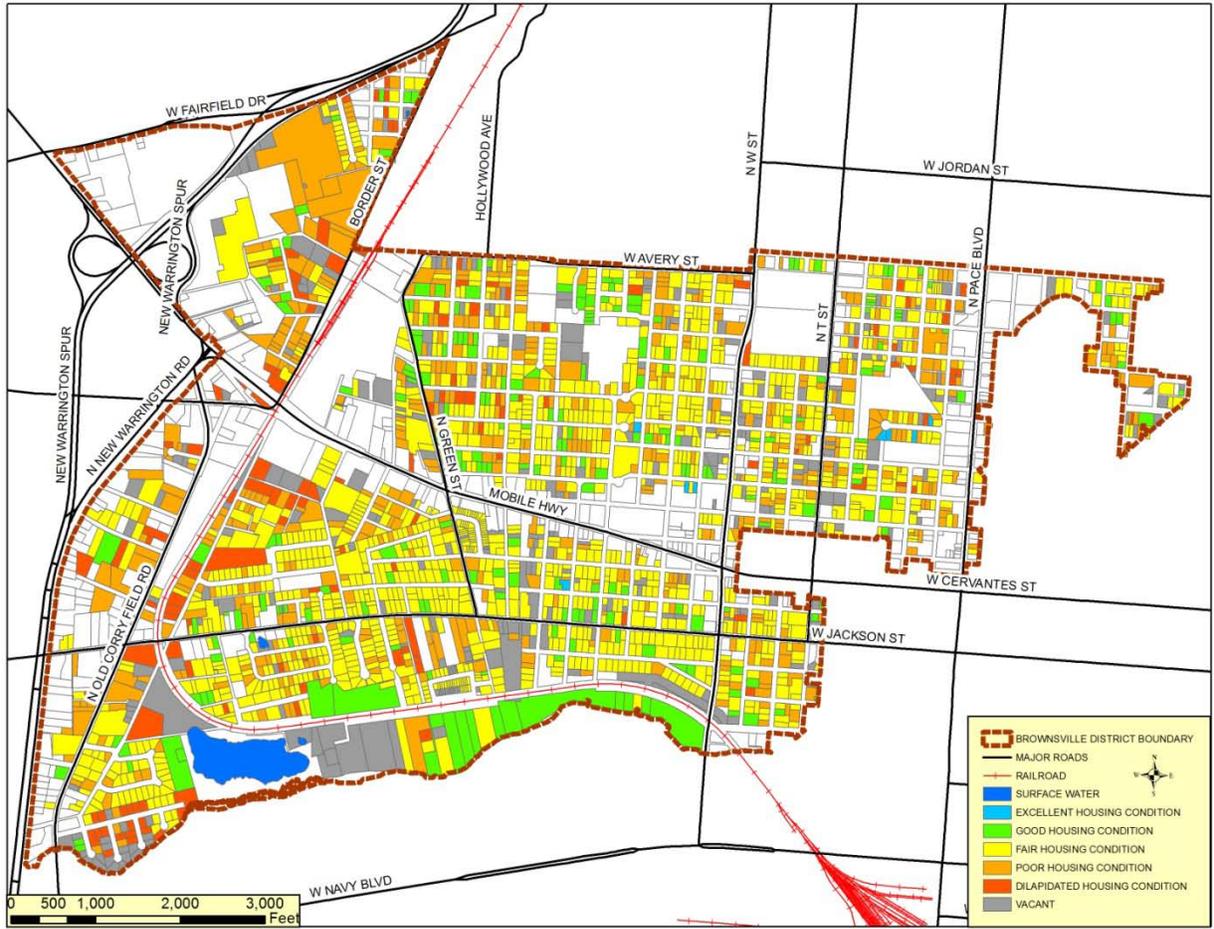
Inadequate parcel size may become a significant deterrent for redevelopment efforts. The smaller properties are often limited by their size in relation to parking and setback requirements, stormwater retention standards, landscaping requirements, and other land development regulations. In addition, contemporary 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 CONDITIONS

Housing conditions in the CRA Brownsville Redevelopment District is in many areas dilapidated or vacant, and the distribution of substandard housing is scattered across the entire CRA (Fig. 2.7), while the neighborhoods of Fiveash, Welles and Morrison Court contain a relatively higher concentration of poor quality housing.

CRA staff conducted a neighborhood housing survey throughout the CRA Brownsville Redevelopment District. 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 missing or curling. There may be evidence of the need for energy improvements and new 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.



**FIGURE 2.7: HOUSING CONDITIONS IN THE BROWNSVILLE REDEVELOPMENT AREA, ESCAMBIA COUNTY GIS**

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 2,554 houses in the CRA Brownsville Redevelopment District, over 27% are in either poor or dilapidated condition. Another half, 51% of the housing stock, is in fair condition. Only 8.7% of the existing homes are in good condition and 8 homes (0.31%), are in excellent condition.

Compared to housing conditions reported in the CRA Brownsville Redevelopment Plan in 2004, there was an increase of 543 homes within the district, according to Escambia County GIS. The conditions of homes reported in excellent condition previously, have decreased from 2.29% to 0.31% (46 homes to 8 homes). Homes that were in fair condition have also declined from 81% (1,628 homes) to 51% (1,307 homes). Poor and dilapidated homes have increased from 12% (245 homes) to 27% (692 homes). A 15% increase in dilapidated homes indicates the need for residential rehabilitation due to homes deteriorating on a continual basis.

**TRANSPORTATION AND INFRASTRUCTURE**

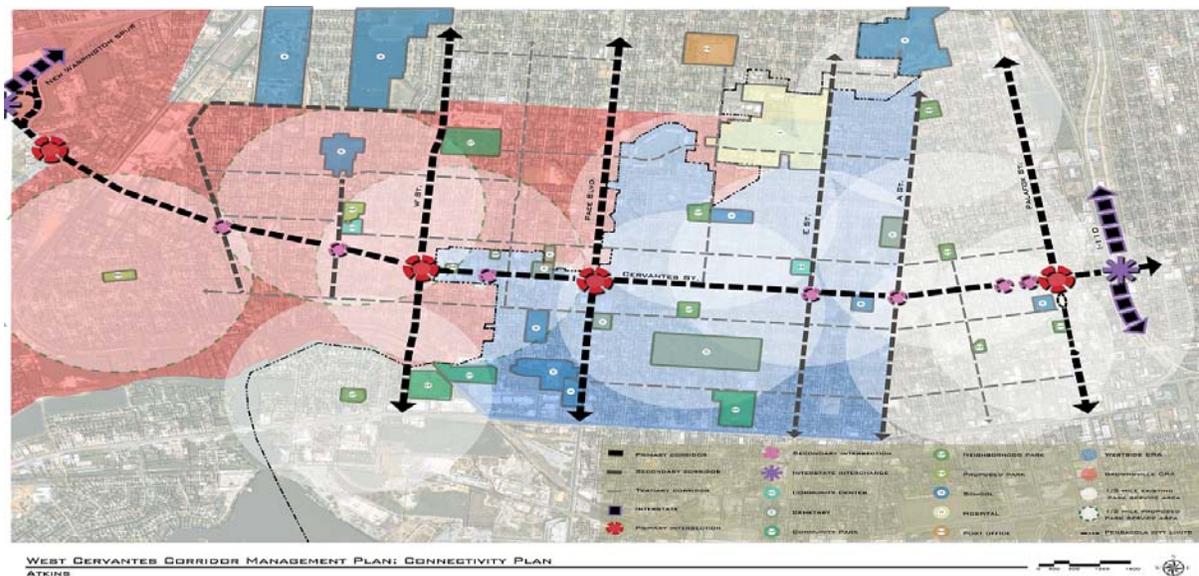
Vehicular circulation through the CRA Brownsville’s Redevelopment District’s commercial corridors is logical and efficiently planned. Mobile Highway/West Cervantes Street serves as a primary arterial thoroughfare, high-capacity urban road. This primary road runs directly through the center of the district and indicates a highway converted to a main thoroughfare. North W Street, North Green Street, North T Street, North Old Corry Field Road and a small section of North Pace Blvd, serve as alternate north-south passages and provide access to the

residential and lesser commercial areas of the CRA Brownsville Redevelopment District. The eastern section of the New Warrington Spur is located in the north east section of the district.

The CRA Brownsville Redevelopment District has a traditional, parallel and horizontal city-like street grid, providing less traveled street layouts with easy access to many of the neighborhoods, a flea market and one park that is housed within the district. The remainder of the district is served by suburban street layouts connecting neighboring residential areas and local businesses.

There are pockets of areas, both north and south of the district where the residential roads end and do not connect to other neighborhoods. For example, there is a railroad track located in the south section of the district and that causes a disruption between some neighborhoods. The southern portion of the Brownsville CRA Redevelopment District has the most inefficient street layout and there is at least one private road that is not maintained and is difficult to travel up and down the road.

A transportation analysis is being conducted by the Florida-Alabama Transportation Planning Organization and the Connectivity Plan map is shown here:



Source: WEST CERVANTES STREET CORRIDOR MANAGEMENT PLAN-12/2015

This analysis is being done to identify improvements needed to increase the safe and efficient movement of people and goods and improvements needed to support all modes of transportation including roadway capacity, public transit and bicycle and pedestrian movements. The study is expected to be completed by October, 2016.



INTERSECTION OF W. CERVANTES AND NORTH W STREET, GOOGLE MAPS



INTERSECTION OF N NEW WARRINGTON ROAD AND MOBILE HIGHWAY, GOOGLE MAPS

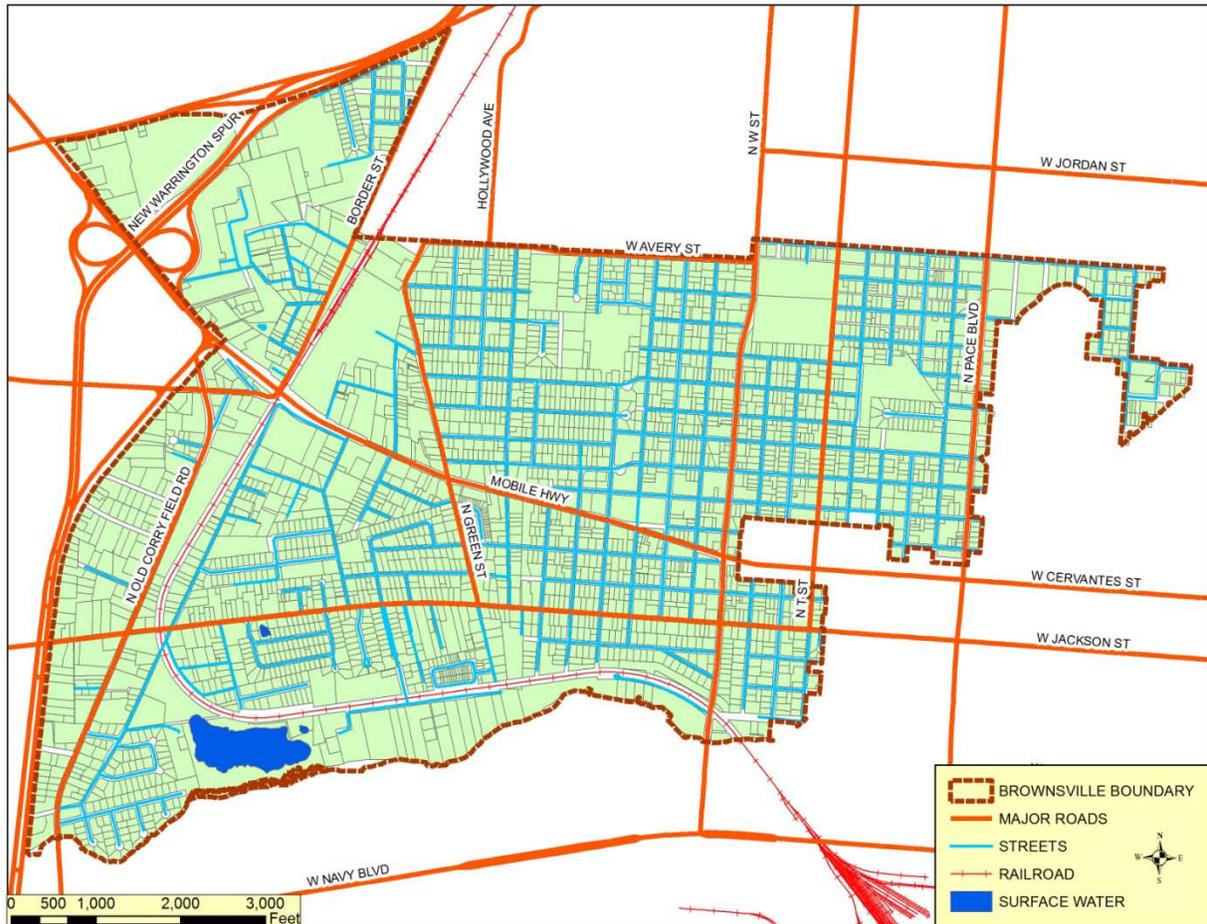


FIGURE 2.8: VEHICULAR CIRCULATION IN THE BROWNSVILLE REDEVELOPMENT AREA, ESCAMBIA COUNTY GIS

## PEDESTRIAN CIRCULATION

Pedestrian circulation in the CRA Brownsville Redevelopment District is noticeably deficient in the largest section of residential areas. With the exception of a few residential streets, the district has no consistent residential sidewalk networks. Currently, there are sidewalks located on the west side of Kirk Street from West Jackson Street to Lee Street and from West Blount Street to Avery Street. There is very small section of sidewalks on the east side of Kirk Street running north to south, from West Lloyd Street to West Lee Street. There is also a small section of sidewalks on the north side of West Blount Street running from North T Street to North Pace Blvd.

There are sidewalks on both sides of Mobile Highway, North W Street and North Pace Blvd. located within the CRA Brownsville Redevelopment District. There are sidewalks on both sides of the street on North T Street running north to south, from West Avery Street to West Lloyd Street. There are sidewalks on south side of West Jackson Street from T Street to U Street, and then the sidewalks continue on the north side of West Jackson Street almost to the intersection of Citrus Street.

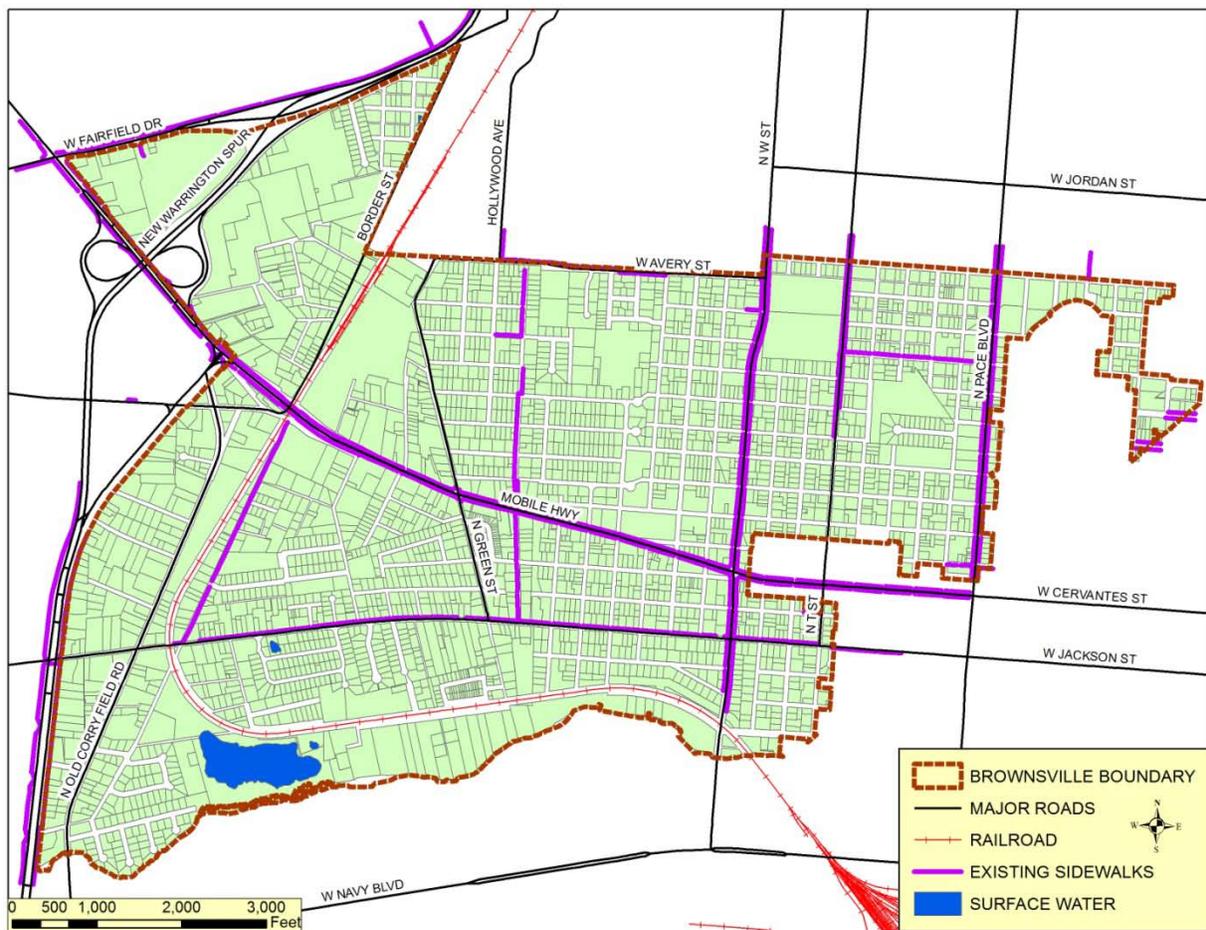


FIGURE 2.9: SIDEWALKS IN THE BROWNSVILLE REDEVELOPMENT AREA, ESCAMBIA COUNTY GIS

## SANITARY SEWER

The sewer network in the CRA Brownsville Redevelopment District is very limited and is in need of expansion. Sewer is currently available running north to south along a section of Green Street from Mobile Highway to Idlewood Drive and a section of Gadsden Street. Sewer is also available along North Old Corry Field Road in the western section of the Brownsville Redevelopment District. Commercial investment is hindered along Mobile Highway, a major commercial corridor, because of the lack of sewer connection. Connecting neighborhoods are

also in need of sewer connection. Without connection, residential development or infill housing projects will have to provide septic tanks on site. With the parcel sizes in this district mostly being small, this may become a deterrent for redevelopment efforts and limit redevelopment potential.

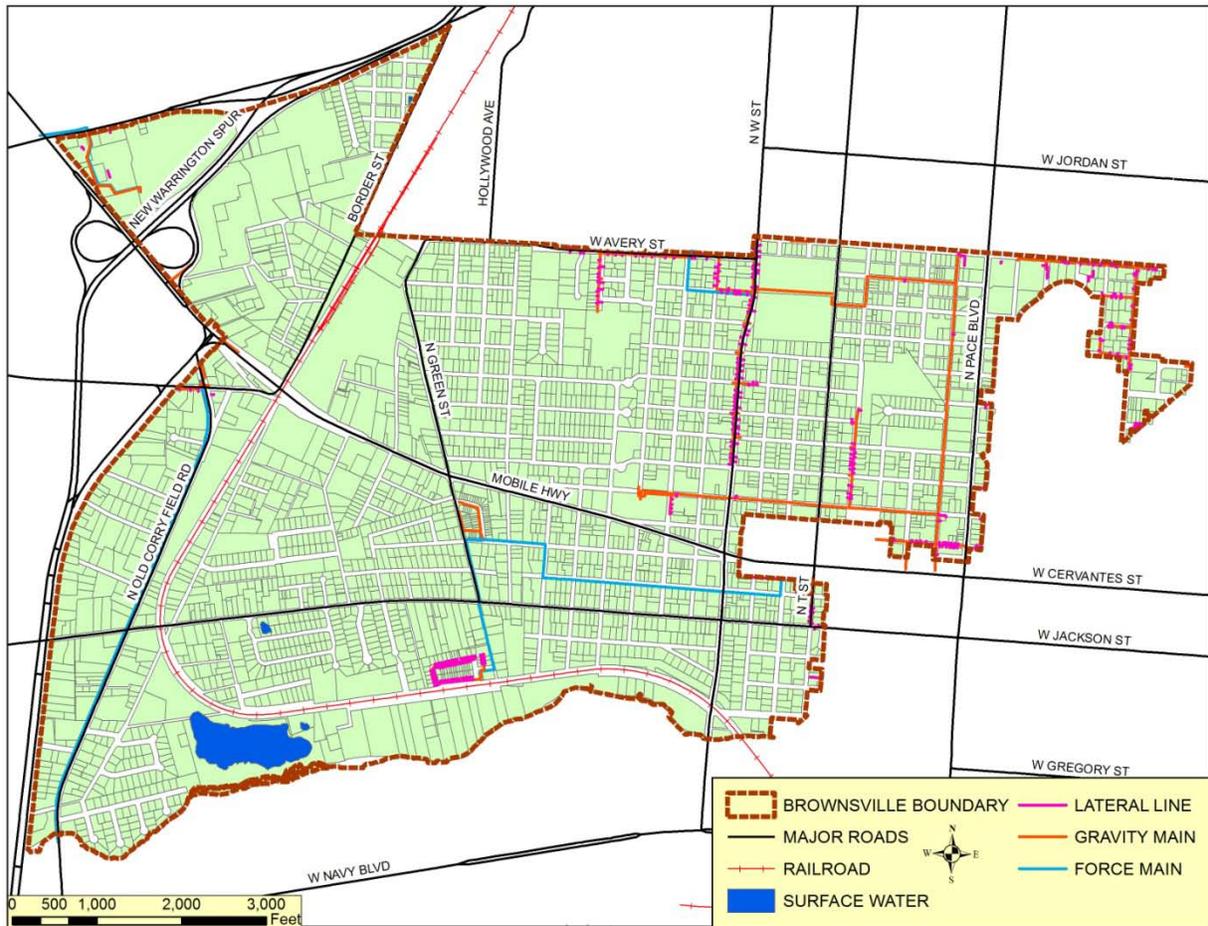


FIGURE 2.10: CURRENT SEWER LINES IN THE BROWNSVILLE REDEVELOPMENT DISTRICT, ESCAMBIA COUNTY GIS

## DEMOGRAPHICS

This section uses data provided by Nielsen Site Reports as compiled by the Hass Center of University of West Florida and the Environmental Systems Research Institute (ESRI), to discuss the demographic, housing and economic conditions in the CRA Brownsville Redevelopment Area and compare them to the same conditions across Escambia County.

### POPULATION

The CRA Brownsville’s Redevelopment District population (Table 2.6) has been near stable over the past ten years and is expected to remain so in the future. The 2010 Census identified 6,278 residents and estimated 6,531 residents in 2014 and the estimated population for 2019 is 6,418. Population in the district increased 0.96% from 2010-2014, but is projected to decrease 1.01% from 2014-2019. This indicates the Brownsville Redevelopment District is growing at a much slower pace than the County as a whole. In the period from 2010-2014, Escambia County grew 1.03% with a population growth rate of 0.97% and projected growth rate for the county as a whole is expected to pick up 1.03% from 2014-2019.

| POPULATION<br>Location | 2010    | 2014    | % change<br>from 2010 | 2020<br>(estimated) | % change<br>from 2015 |
|------------------------|---------|---------|-----------------------|---------------------|-----------------------|
| Brownsville CRA        | 6,801   | 6,930   | 1.90%                 | 7,167               | 3.42%                 |
| Escambia County        | 297,619 | 306,630 | 4.01%                 | 320,397             | 4.79%                 |

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

### HOUSEHOLDS

Household figures (Tables 2.7 and 2.8) are important indicators of housing demand, household characteristics, and market potential in a community. The 2015-2020 projected percent increase of households in the CRA Brownsville Redevelopment District (4.53%) is less than the rate of household growth in Escambia County (5.46%).

| HOUSEHOLDS<br>Location | 2010    | 2014    | % change<br>from 2010 | 2020<br>(estimated) | % change<br>from 2015 |
|------------------------|---------|---------|-----------------------|---------------------|-----------------------|
| Brownsville CRA        | 2,724   | 2,825   | 3.72%                 | 2,953               | 4.53%                 |
| Escambia County        | 136,703 | 138,636 | 4.43%                 | 128,021             | 5.46%                 |

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

Median household income is another very significant indicator of an area's economic strength. The CRA Brownsville Redevelopment District's median household estimated income in 2015 is \$26,417. Escambia County's estimated median income in 2015 is \$45,453. The discrepancy in Brownsville's median income is \$19,036 or 58.12% less than the County's median income.

| HOME OWNERSHIP RATE IN 2014 | Brownsville | Escambia County |
|-----------------------------|-------------|-----------------|
| % Owner-occupied            | 42.92%      | 64.83%          |
| % Renter-occupied           | 57.08%      | 35.17%          |

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

The CRA Brownsville Redevelopment District's median owner-occupied house value in 2014 is \$73,417, compared to Escambia County's median owner-occupied house value of \$130,449, with a difference of \$55,032 or 56.28 % less than the County's median owner-occupied houses.

### ETHNIC COMPOSITION

In 2014, compared to Escambia County as a whole, the CRA Brownsville Redevelopment District is more ethnically diverse (Table 2.9). The CRA Brownsville Redevelopment District has 26.9% fewer whites and 25.6% more black/African Americans than the county as a whole.

| ETHNIC COMPOSITION                         | BROWNSVILLE<br>CRA | ESCAMBIA COUNTY |
|--|--------------------|-----------------|
| White                                      | 41.75%             | 68.65%          |
| Black or African American                  | 47.94%             | 22.37%          |
| Amer. Indian or Alaska Native              | 1.14%              | 0.87%           |
| Asian                                      | 3.14%              | 3.01%           |
| Native Hawaiian and other Pacific Islander | 0.15%              | 0.16%           |
| Other                                      | 2.85%              | 1.47%           |
| Two or more races                          | 3.03%              | 3.48%           |

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

### AGE

Age breakdowns are comparatively similar in the CRA Brownsville Redevelopment District and Escambia County as a whole (Table 2.10). In the district, 74% of the population is over 18 years of age while countywide the percentage is 79%. Comparison of the elderly population is nearly equal. Although slight, the greatest age comparison difference is in children in Brownsville. The CRA Brownsville District has about 1.3% more young children and 1.9% more school-aged children than found countywide.

| AGE     | BROWNSVILLE<br>CRA | ESCAMBIA<br>COUNTY |
|---------|--------------------|--------------------|
| 0-4     | 8.15%              | 6.08%              |
| 5-9     | 7.85%              | 5.98%              |
| 10-17   | 10.23%             | 9.31%              |
| 18-44   | 33.63%             | 36.76%             |
| 45-64   | 27.31%             | 25.76%             |
| 65+     | 12.84%             | 16.11%             |
| Over 18 | 73.77%             | 78.63%             |

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

## EMPLOYMENT

In 2014, the total estimated working-age population in the CRA Brownsville Redevelopment District was 5,282, of those, 2,239 are employed. In 2015, the unemployment rate was 14.50% and of the working age population, 41.48% are not in the labor force. Of these workers (Table 2.11), the highest percentages are employed in Office/Admin, Support (11.72%) and Sales/Related positions (11.38%).

| EMPLOYMENT                    | BROWNSVILLE<br>CRA | ESCAMBIA COUNTY |
|-------------------------------|--------------------|-----------------|
| Architect/Engineer            | 1.63%              | 1.30%           |
| Arts/Entertain/Sports         | 0.22%              | 1.66%           |
| Building Grounds Maintenance  | 7.01%              | 5.12%           |
| Business/Financial Operations | 1.32%              | 3.33%           |
| Community/Social Services     | 1.28%              | 1.65%           |
| Computer/Mathematical         | 1.29%              | 1.27%           |
| Construction/Extraction       | 9.08%              | 5.02%           |
| Education/Training/Library    | 6.06%              | 5.43%           |
| Farm/Fish/Forestry            | 0.22%              | 0.43%           |
| Food Prep/Serving             | 6.39%              | 8.52%           |
| Health Practitioner/Tech.     | 6.21%              | 7.60%           |
| Healthcare Support            | 4.79%              | 2.78%           |
| Maintenance Repair            | 5.19%              | 3.61%           |
| Legal                         | 0.94%              | 0.97%           |
| Life/Physical/Social Science  | 0.05%              | 0.57%           |
| Management                    | 3.42%              | 8.28%           |
| Office/Admin. Support         | 11.72%             | 15.84%          |
| Production                    | 5.66%              | 3.40%           |
| Protective Services           | 0.92%              | 2.15%           |
| Sales/Related                 | 11.38%             | 11.82%          |
| Personal Care/Service         | 7.06%              | 3.33%           |
| Transportation/Moving         | 8.17%              | 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 2014, it is estimated that 44% of CRA Brownsville Redevelopment District residents will have received their high school diploma, while an additional 18% have attended college (with nearly 4% of the population attaining a Bachelor's Degree). In contrast, it is estimated that nearly 23% of the adults will not complete high school.

In comparison with the CRA Brownsville Redevelopment District to the county as a whole, the difference indicates lower post-secondary educational attainment. The CRA Brownsville Redevelopment District leads the county with the percentage of adults who have attended high school but did not receive a diploma.

| EDUCATIONAL ATTAINMENT          | BROWNSVILLE CRA<br>(population 25+ in 2014) | ESCAMBIA COUNTY<br>(population 25+ in 2014) |
|---------------------------------|---|---|
| Less than 9 <sup>th</sup> grade | 7.29%                                       | 4.03%                                       |
| Some High School, no diploma    | 15.75%                                      | 8.81%                                       |
| High School Graduate (or GED)   | 44.19%                                      | 29.00%                                      |
| Some College, no degree         | 17.69%                                      | 24.49%                                      |
| Associate Degree                | 8.44%                                       | 10.40%                                      |
| Bachelor's Degree               | 4.03%                                       | 14.77%                                      |
| Master's Degree                 | 1.77%                                       | 6.33%                                       |
| Professional School Degree      | 0.45%                                       | 1.32%                                       |
| Doctorate Degree                | 0.40%                                       | 0.85%                                       |

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

### INCOME

In 2014, residents of the CRA Brownsville District, on average earned 59.72% less than a resident residing elsewhere in Escambia County. This is a significant difference since the difference in median income in Brownsville is more than half of the median income than in the county as a whole. There is a higher percentage of residents in the \$15,000 - \$24,999 income range than compared county-wide.

This data clearly indicates the inability of the typical resident living within the CRA Brownsville Redevelopment District to afford a new house or to rehabilitate an existing home. This also attributes to the homes in the District being mostly rental properties since those types of homes tend to be lower income properties.

In areas where the income brackets are lower than the average, there is an increase in crime, increased code violations, residents that do not own personal vehicles and a lack of affordable housing.

| INCOME BRACKETS       | BROWNSVILLE CRA | ESCAMBIA COUNTY |
|-----------------------|-----------------|-----------------|
| 2015 Estimated Income | \$31,186        | \$58,243        |
| 2014 Median Income    | \$26,417        | \$45,453        |
| <\$15,000             | 27.81%          | 15.44%          |
| \$15,000 - \$24,999   | 19.74%          | 12.08%          |
| \$25,000 - \$34,999   | 17.30%          | 13.48%          |
| \$35,000 - \$49,999   | 19.13%          | 15.82%          |
| \$50,000 - \$74,999   | 10.01%          | 17.37%          |
| \$75,000 - \$99,999   | 4.43%           | 12.13%          |
| \$100,000 - \$124,999 | 1.23%           | 5.68%           |
| \$125,000 - \$149,000 | 0.17%           | 2.68%           |
| \$150,000 - \$199,000 | 0.13%           | 2.93%           |
| \$200,000-\$249,000   | 0.05%           | 0.95%           |
| \$250,000-\$499,000   | 0.00%           | 1.12%           |
| \$500,000+            | 0.00%           | 0.33%           |

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

### CRIME

It is not difficult to establish an understanding of crime trends in the CRA Brownsville Redevelopment Area (Table 2.14). The data shows in 2012 there was a crime spike and it was a particularly bad year in nearly every respect; murder, aggravated assault/battery, burglary/break-and-enter, larceny, motor vehicle theft and narcotic charges were the highest in recent memory or above average. Those numbers have slightly declined in more recent years

and could be a direct result of more residential street lights, paid for by the CRA on an annual basis and crime prevention sweeps conducted by the Escambia County Sheriff's Department, as indicated in 2014.

| TOTAL INCIDENCE OF CRIME<br>Location  | 2008<br>Reports | 2009<br>Reports | 2010<br>Reports | 2011<br>Reports | 2012<br>Reports | 2013<br>Reports | 2014<br>Reports |
|---------------------------------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|-----------------|
| <b>Brownsville CRA (pop. 6,930)</b>   |                 |                 |                 |                 |                 |                 |                 |
| Murder/Negligent Manslaughter         | 3               | 0               | 1               | 2               | 3               | 2               | 0               |
| Forcible Sex Offenses                 | 18              | 22              | 20              | 26              | 15              | 28              | 23              |
| Robbery                               | 68              | 95              | 93              | 67              | 74              | 71              | 57              |
| Aggravated Assault/Battery            | 129             | 146             | 145             | 136             | 138             | 129             | 114             |
| Burglary                              | 239             | 307             | 267             | 267             | 301             | 329             | 248             |
| Larceny/Theft                         | 284             | 259             | 332             | 389             | 340             | 317             | 315             |
| Motor Vehicle Theft                   | 83              | 76              | 60              | 74              | 54              | 73              | 58              |
| Narcotics                             | 143             | 197             | 238             | 192             | 239             | 211             | 158             |
| Prostitution                          | 39              | 53              | 16              | 23              | 16              | 29              | 1               |
| <b>Total</b>                          | <b>1,080</b>    | <b>1,257</b>    | <b>1,288</b>    | <b>1,256</b>    | <b>1,280</b>    | <b>1,273</b>    | <b>1,062</b>    |
| <b>Escambia County (pop. 309,630)</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                              | 2,417           | 2,610           | 2,665           | 2,600           | 3,156           | 2,776           | 2,356           |
| Larceny/Theft                         | 6,364           | 6,593           | 7,271           | 7,543           | 7,579           | 7,588           | 6,908           |
| Motor Vehicle Theft                   | 687             | 630             | 519             | 858             | 550             | 654             | 554             |
| Narcotics                             | 1,369           | 1,526           | 1,458           | 1,641           | 1,701           | 1,600           | 1,122           |
| <b>Total</b>                          | <b>13,054</b>   | <b>12,607</b>   | <b>13,841</b>   | <b>14,424</b>   | <b>14,946</b>   | <b>14,404</b>   | <b>12,701</b>   |

TABLE 2.14 TOTAL INCIDENCE OF CRIME IN BROWNSVILLE 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 CRA Brownsville 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 CRA Brownsville Redevelopment District followed by a brief description of the objectives and the recommended action strategies to achieve these objectives. The Concept Plan elements were developed with consideration of previous and related plans for CRA Brownsville Redevelopment District. 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 Brownsville Redevelopment Area.
- The Plan recommends nodal redevelopment patterns that help create definition throughout the Brownsville Redevelopment Area and will help scale neighborhoods to smaller and more accessible levels.
- 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 Brownsville 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 Brownsville.
- Promoting denser and fuller commercial development on Brownsville 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 District 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 CRA Brownsville Redevelopment District by increasing its pedestrian traffic.
- Providing infrastructure, especially sanitary sewer connections to enable infill development of single-family homes and commercial businesses.
- Devising strategies to support increased home ownership and improved housing rehabilitation efforts such as soft second mortgages and low-interest loans without income restrictions.

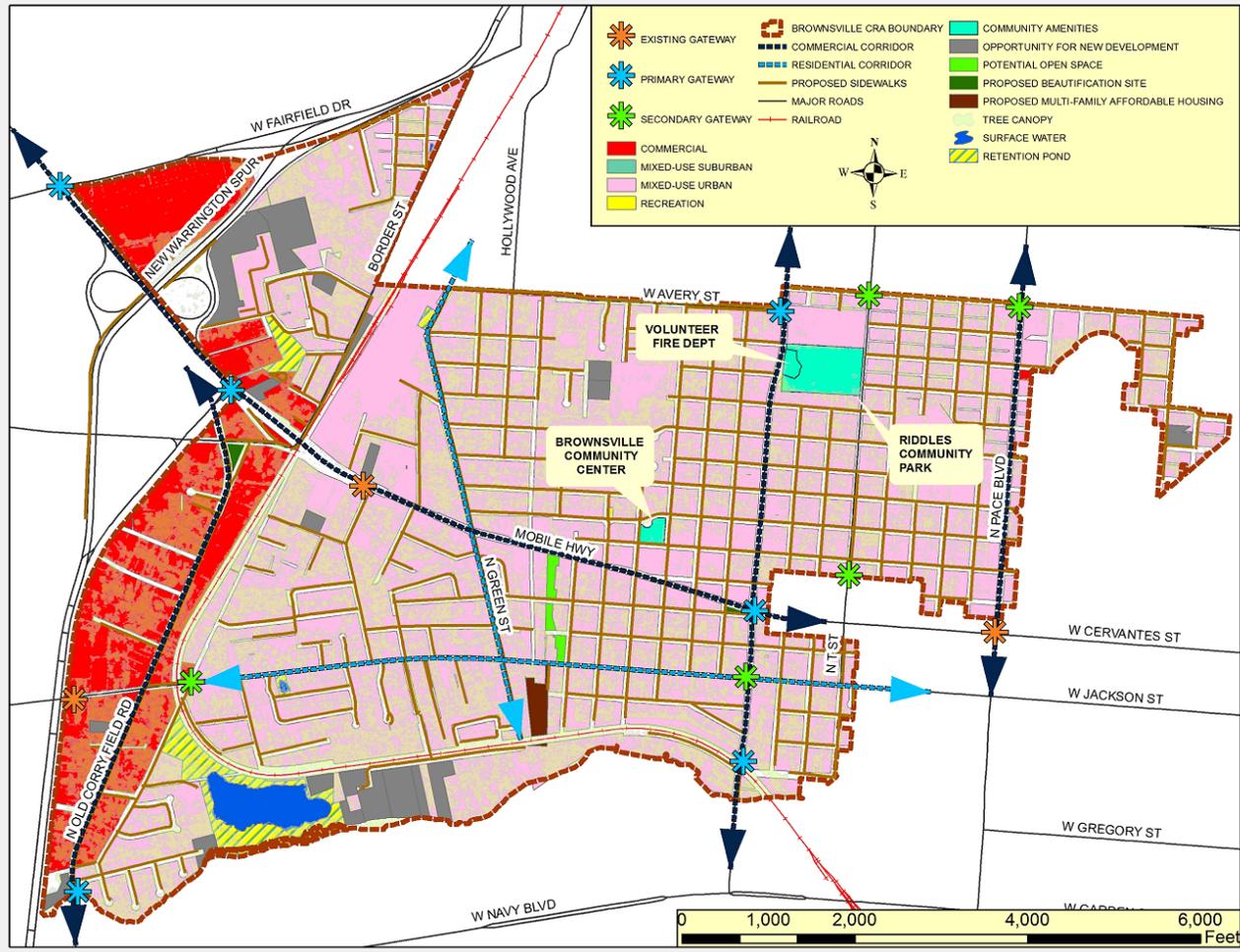


FIGURE 3.1: CONCEPT PLAN FOR THE BROWNSVILLE REDEVELOPMENT AREA. ESCAMBIA COUNTY GIS, CRA STAFF

## 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. Collectors typically are designed for lower speeds and shorter distance travel. Collectors are typically two-lane roads that collect and distribute traffic to/from the largest of proportion of total traffic.

Existing conditions on the Redevelopment District’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 Brownsville Redevelopment Area that could potentially act as catalysts for the redevelopment of the district. These corridors/collectors are:

### 1. Primary Commercial Corridors:

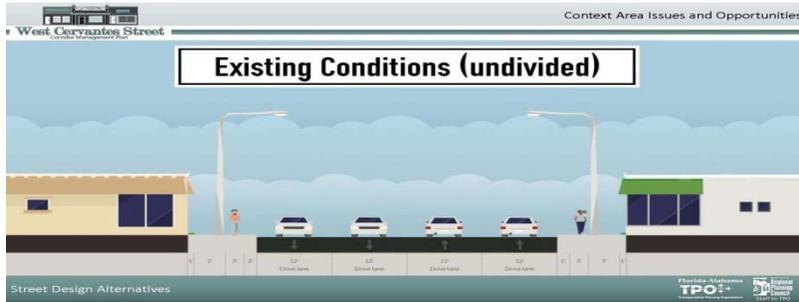
**West Fairfield Drive/Mobile Highway/West Cervantes Street/ W Street and North Pace Boulevard**

## 2. Neighborhood Commercial Corridors

West Jackson Street/North Old Corry Field Road and Lillian Highway

## 3. Neighborhood Collectors

Border Street/West Avery Street and North T Street



Source: WEST CERVANTES STREET CORRIDOR MANAGEMENT PLAN-12/2015

### PRIMARY COMMERCIAL CORRIDORS

Mobile Highway is the primary west-east route through the CRA Brownsville Redevelopment District. Land use along Mobile Highway is primarily commercial with numerous driveways and access points along the road. Economic vitality along the corridor is moderate with retail, industrial and institutional uses. There are several prominent Asian stores; including Asia Oriental Market and Bien Dong Oriental Market located on Mobile Highway in the heart of the District. Brownsville Ornamental Iron Works, Inc., (AKA Brownsville Welding) is also situated on Mobile Highway and has been in the same building since the early 1930's.

Although traffic is heavy during peak hours, a significant road improvement with traffic calming devices for Cervantes Street/Mobile Highway through the Redevelopment District would improve safety for vehicles, bicycles and pedestrians.

Adjacent to Mobile Highway, West Fairfield Street is a primary route covering a small portion of the northeast boundary of the CRA Brownsville Redevelopment District. North Pace Boulevard provides a heavy commercial and light Industrial corridor from West Avery Street to West Strong Street and serves as the gateway to the eastern border of the District.

**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 CRA Brownsville Redevelopment District.

**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.
- Encourage the possibility of providing 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.
- Advocate to expand and/or complete sewer infrastructure to all properties along the corridor.



**EXISTING CONDITION: -MOBILE HIGHWAY AND W STREET, GOOGLE MAPS**



**PHOTO SIMULATION OF DESIRED IMPROVEMENTS FOR A PRIMARY COMMERCIAL CORRIDOR, WEST CERVANTES STREET COORIDOR MANAGEMENT PLAN.**



EXAMPLE OF A TYPICAL SECTION OF WEST CERVANTES STREET-REBALANCED, CREDIT: IBI GROUP, INC.

#### NEIGHBORHOOD COMMERCIAL CORRIDORS

Preserving neighborhood character and unity was mentioned as being important to the residents of Brownsville. In December, 2015, the Florida-Alabama Transportation Planning Organization began gathering information for a study to address improvements along Cervantes Street and Mobile Highway. These improvements would begin at A Street and run west to Dominguez Street. The only portion contained within the CRA Brownsville Redevelopment District, runs along Cervantes Street (AKA Mobile Highway), west, from W Street to Dominquez Street. The purpose of the study is to identify operational and access management improvements needed to support all modes of transportation within the Commercial, High Commercial/Light Industrial and High Density Mixed Use areas. This study will focus on traffic capacity, public transit and bicycle/pedestrian access and flow. Preserving neighborhood character and unity has been mentioned as important to the residents of Brownsville, and the results of this study should provide insight into improvements upon the existing character of the roadways for safety purposes and traffic calming objectives, providing there is sufficient right-of-way to support development.

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 West Jackson 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.

Neighborhood Commercial Corridors for the CRA Brownsville Redevelopment District include West Jackson Street running east to west from North T Street to Old Corry Field Road, which includes a small portion of Lillian Highway. Lillian Highway and West Jackson Street encompass a portion of the western border of the District.



EXISTING CONDITION: WEST JACKSON STREET, GOOGLE MAPS



EXISTING CONDITION: OLD CORRY FIELD ROAD AND LILLIAN HIGHWAY, GOOGLE MAPS

**Objective:** Transform the functional and visual character of the streets as primary neighborhood commercial corridors at a scale that is pedestrian friendly and compatible with the residential neighborhoods. Encourage private sector investment that addresses the needs of the neighborhood.

**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.
- Encourage the possibility of providing 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.

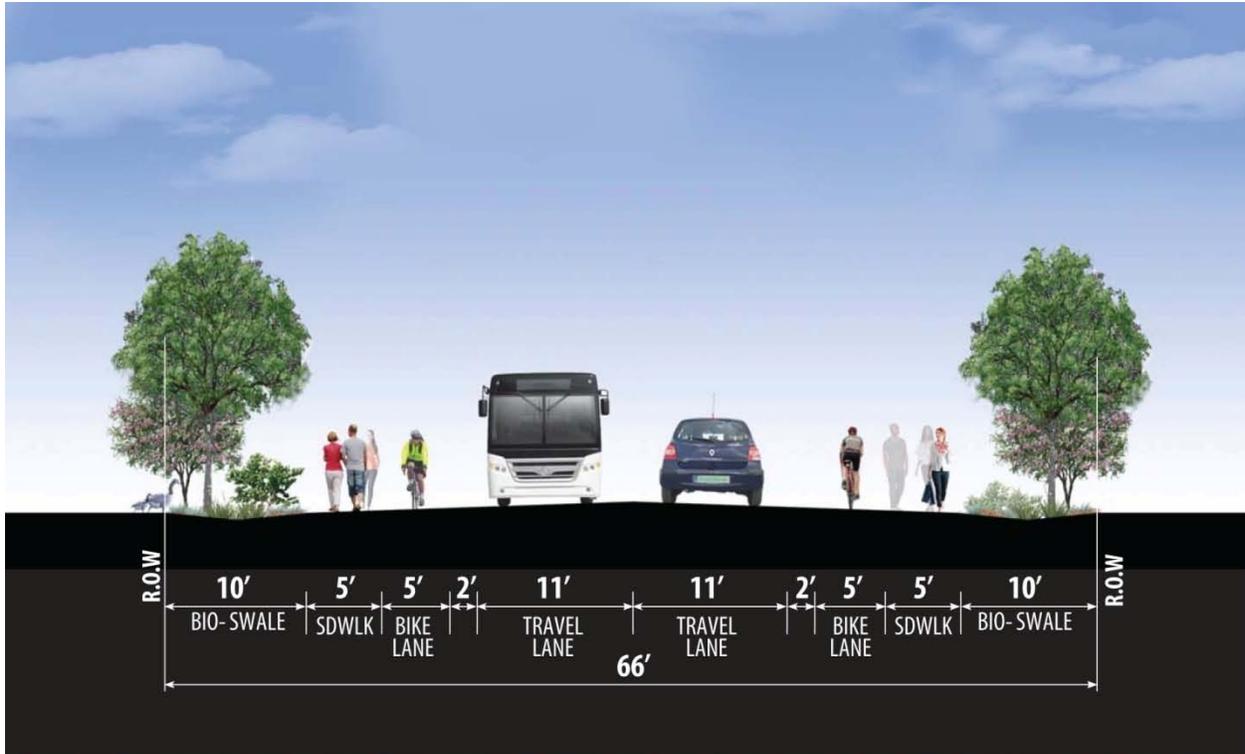
**IMPLEMENTATION OF THE WEST CERVANTES CORRIDOR MANAGEMENT PLAN**

In December, 2015, the Florida-Alabama Transportation Planning Organization (TPO), held a public workshop to gather public input regarding the West Cervantes Corridor Management Plan. A second public meeting was held on April 28, 2016. The study will be completed in October, 2016. The information gathered will be placed into a draft plan that will go before the Florida-Alabama TPO for review. The Plan will then go back to the TPO for consideration of adoption at another meeting. The TPO will go before the advisory committees, the Technical Coordinating Committee and the Citizens Advisory Committee. Construction for this project is not planned or funded at this time. The CRA will coordinate with the conclusion of the plan with other local agencies to implement proposed improvements.

The West Cervantes Street Corridor Management Plan focuses on five goals and addresses many of the issues that were expressed at the Envision Brownsville public meetings:

- Multimodal improvements
- Enhance walkability

- Improve key corridor gateways (North Pace Blvd.)
- Improve north to south connectivity
- Improve workforce through corridor commercial revitalization



EXAMPLE OF A RESIDENTIAL ROAD IMPROVEMENT, ATKINS GLOBAL N. PALAFOX CORRIDOR MANAGEMENT PLAN, 2015

### NEIGHBORHOOD COLLECTORS

A vital neighborhood collector runs almost the entire span of the CRA Brownsville Redevelopment District. West Avery Street creates a logical west-east connection through the district and is the northern border of the CRA Brownsville District.

West Avery Street provides access to neighborhoods on the southern side from Border Street to North J Street. North Green Street connects neighborhoods running south of West Avery Street to north of West Jackson Street.

Border Street is located within a small portion of the CRA Brownsville Redevelopment District and runs north to south from Lillian Highway, north to West Yonge Street which defines the northeastern edge of the area. Another neighborhood collector in the district is North T Street from West Avery Street to West Strong Street. This collector provides access to the district from West Avery Street to Mobile Highway.

**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 collectors. 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 length of the collector.
- 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 COLLECTOR, 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, hard cape 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 CRA Brownsville Redevelopment District, there are considered to be approximately seven intersections where gateways of primary and secondary magnitude could eventually be improved. 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:

- Mobile Highway at New Warrington Road

- Mobile Highway at Shoemaker Street
- Mobile Highway at North W Street
- Mobile Highway at W Fairfield Drive



**EXAMPLE OF AN EXISTING BROWNSVILLE PRIMARY GATEWAY SIGN, PHOTO: 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, Mobile Highway is selected as an ideal street to build secondary gateways in Brownsville. It is located parallel to busy West Jackson Street, representing an important opportunity to brand the entrance into the CRA Brownsville Redevelopment District along a lower-speed corridor.

### **Proposed secondary gateway locations:**

- West Jackson at North T Street
- West Jackson at North W Street
- West Jackson at Green Street

**Objective:** Create additional entrance gateways at critical intersections to create a sense of arrival and neighborhood identity for the CRA Brownsville Redevelopment District.

### **Action Strategies:**

- Install unique landscaping elements and signage directing people to the Brownsville Community.
- Prioritize construction of gateway improvements in conjunction with other planned improvements.
- Establish directional signage programs announcing the entrance to the Brownsville 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 NEIGHBORHOOD GATEWAY DESIGNS. CREDIT: IBI GROUP, INC.

**COMMUNITY AMENITIES**

Existing community amenities in the CRA Brownsville Redevelopment District are extremely limited. It is proposed in the updated Redevelopment Plan to emphasize new open space, park facilities and amenities that encourage outdoor recreation and social interaction.

Brownsville has one Community Park: a 5-acre athletic park located right next to T & W Flea Market. The Plan generally provides for additional open space through the development of neighborhood parks as discussed in Chapter 3.

Community amenities could also be improved at other existing facilities, such as the current Brownsville Community/Resource Center. The Community Center is centrally located in the CRA Brownsville District and is currently being renovated to provide necessary amenities and programs that would benefit the art culture, senior citizens, children and the undereducated that reside within the community. Joint-use opportunities will be explored by the Community Redevelopment Agency and local citizens, businesses, property owners and stakeholders.

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

**Action Strategies:**

- Strategically locate neighborhood parks/pocket parks that will enhance neighborhood recreational opportunities. Identify such pocket park opportunity sites through acquisition of privately owned vacant, dilapidated or uninhabitable structures, when possible.
- Upgrade the current park (Raymond Riddles) providing additional amenities.
- Increase the number of neighborhood groups and strengthen neighborhood group collaboration.



EXAMPLES OF A TYPICAL ESCAMBIA COUNTY PARK IMPROVEMENT, PHOTO: CRA STAFF

## REDEVELOPMENT STRATEGIES

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

- Commercial Redevelopment and infill
- Infill opportunities for Single and Multi-Family Housing
- Enhancement of the industrial District
- Public Health and Safety
- Encourage Citizen Groups and Civic Pride

### COMMERCIAL REDEVELOPMENT AND INFILL

Over 20% of the CRA Brownsville Redevelopment District is vacant, representing a good opportunity for development of underutilized areas and infill development for new businesses.

The concept map (on page 39) identifies vacant parcels that are 1-acre and larger in size. These vacant parcels create opportunities for new development to occur.

**Objective:** Encourage the redevelopment and infill development of vacant properties with commercial potential. Such economic growth would benefit both the CRA Brownsville Redevelopment District and Escambia County as a whole.

### Action Strategies:

- Continue the Sign Grant and Commercial Façade, Landscape & Infrastructure Grant programs. Funding through the Brownsville Tax Increment Financing (TIF) reimbursement process and the Community Development Block Grant (CDBG), will allow residents and business owners to redevelop/revitalize properties. These grant programs match property owners by matching dollar for dollar, up to a certain amount or, if the amount of the TIF allows, consider expanding the maximum match to a higher amount.
- Meet with developers to discuss what the County can do to help promote commercial growth in the CRA Brownsville Redevelopment District.



before



after

EXAMPLE OF A COMMERCIAL FAÇADE GRANT RECIPIENT, PHOTO: CRA STAFF



EXAMPLE OF A COMMERCIAL SIGN GRANT RECIPIENT, PHOTO: CRA STAFF

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

There are several smaller undeveloped tracts in the CRA Brownsville Redevelopment District that can be utilized for urbanized neighborhoods with single-and multi-family homes. This development can be done in phases of residential construction to prevent congested areas and to promote multi-family housing. As Escambia County continues to grow its economy, new residential development will follow.

The Community Redevelopment Agency works with partners such as Escambia County Neighborhood Enterprise Division, Habitat for Humanity, and Community Enterprise Investments, Inc., to coordinate the creation 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: CRA 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 the CRA Brownsville Redevelopment District.
- Create community amenities, beautification and streetscapes to make the district a more attractive place to live.
- Use TIF funds to expedite funding of infrastructure improvements in the CRA Brownsville Redevelopment District.



**VACANT PROPERTY OFF OF BRAINARD STREET, PHOTO: GOOGLE MAPS**

### ENHANCEMENT OF THE INDUSTRIAL DISTRICT

Light Industrial uses in the CRA Brownsville Redevelopment District are mostly clustered in the area along Mobile Highway, running north to south on W Street and North Pace Blvd. Light industrial uses are also clustered along the New Warrington Spur and Old Corry Field Road. 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 the industrial areas.
- Work with the local and regional Chamber of Commerce to promote infill development on remaining vacant parcels that are zoned for Industrial uses.



EXAMPLE OF A LIGHT INDUSTRIAL BUSINES ON DOMINQUEZ AND BLOUNT STREET, PHOTO: GOOGLE MAPS

**PUBLIC HEALTH AND SAFETY**

Crime and the perception of crime in the CRA Brownsville Redevelopment District create a negative perception, especially in terms of drugs and prostitution and is a major impediment to revitalization for the district and the surrounding areas. As shown in Table 2.15, the incidence of crime, both violent and property, continue to be on the high end.

The Escambia County CRA, the local Brownsville Community and the Brownsville Neighborhood Groups continue to work towards the common goal of decreasing and/or eliminating the high crime rates by implementing a comprehensive strategy addressing the need for additional 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, Brownsville Neighborhood Groups, Area churches, Commercial businesses and community stakeholders.

**Action Strategies:**

- Seek to have a Sheriff sub-station located within the Brownsville CRA District.
- Promote representatives from the Escambia County Sheriff’s Department to conduct regular clean-sweeps of the Brownsville 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.



EXAMPLE OF SIDEWALK INSTALLATION, PHOTO: GOOGLE MAPS



EXAMPLE OF RESIDENTIAL STREET LIGHTING, PHOTO: GOOGLE MAPS

### ENCOURAGE CITIZEN GROUPS AND CIVIC PRIDE

Citizen involvement in the redevelopment of a designated district 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.

In the past, the Escambia County CRA hosted a Neighborhood Leadership Summit for the Presidents, Vice-Presidents/Chairs of the neighborhood groups in all of the CRA districts. The Summit provided an opportunity to network, exchange information, and learn new ideas/skills. The CRA hopes to continue this practice in the future which will include leaders from the CRA Brownsville Redevelopment District.

Annual festivals are a great way for neighbors to meet and greet each other. In 2012, the Escambia County CRA, in partnership with Artel Art Gallery and Lamar Advertising introduced the Mural Project to encourage revitalization and pride within the Brownsville Community through Art. Beginning in 2014, the Escambia County CRA held its first annual festival in the Brownsville Redevelopment District; Celebrating Brownsville. The festival included music, food, an art exhibition, vendors and resourceful information. There have been two successful festivals since and future annual festivals should be scheduled as neighborhood groups and the local community become more involved.

**Objective:** Help foster a sense of civic pride in the CRA Brownsville Redevelopment District through neighborhood groups, beautification projects, neighborhood meetings 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 Summit and invite leaders from all CRA Redevelopment areas in Escambia County and the City of Pensacola.
- Work with residents to gauge support for an annual festival or continual block parties.



CELEBRATING BROWNSVILLE FESTIVAL, 2016, PHOTOS: COUNTY STAFF

## RESIDENTIAL PRESERVATION AND ENHANCEMENT

The CRA Brownsville Redevelopment District contains over nineteen neighborhoods. The housing condition is fair with a number of dilapidated homes scattered across the district. In addition, crime and public safety are also concerns of the community. The efforts to revitalize the area and improve the quality of life should be supported by harmonizing efforts to revitalize and preserve existing neighborhoods and create new ones. 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 District, 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 area local schools, parks, Community Centers and other neighborhood destinations. The Plan also recommends pursuing new 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 which supports investments in residential renovations and redevelopment of existing properties.

### Action Strategies:

- Continue to utilize the residential improvement grants to encourage housing rehabilitation across the Redevelopment District.
- Follow residential design standards for building renovations and infill development.
- Acquire additional 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.
- Continue to provide financial assistance to further sewer system expansion throughout the Redevelopment District 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 and needs.



EXAMPLE OF A RESIDENTIAL REHABILITATION GRANT RECIPIENT, WINDOW REPLACEMENT, PHOTO: CRA STAFF



EXAMPLE OF A RESIDENTIAL REHABILITATION GRANT RECIPIENT, NEW ROOF INSTALLATION, PHOTO: CRA STAFF

## CHAPTER 4: CAPITAL IMPROVEMENTS

### CAPITAL IMPROVEMENTS

Capital investment in improvement projects, including pedestrian-targeted improvements, will help to achieve the goals and desires of the Brownsville community. It is through such projects that Escambia County will enhance the functional and aesthetic quality of the CRA Brownsville Redevelopment District 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 Escambia County to implement the recommendations of updating 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 any changes.

County funds will 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 CRA Brownsville Redevelopment District 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 on this page 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.

#### FUTURE CAPITAL IMPROVEMENTS: ONGOING, SHORT, MID, AND LONG-TERM (LISTED IN ORDER OF PRIORITY)

| Project   | Description  | Estimated Costs           | Funding sources | Status   |
|---|--|---------------------------|-----------------|----------|
| Residential Street Lighting                       |  |                           |                 |          |
| Street Lighting for safety                        | Continue to fund street lighting within the CRA District                                 | \$69,341 (annually)       | CDBG/SNP/TIF    | Ongoing. |
| Neighborhood Improvements                         |  |                           |                 |          |
| CRA Worker Program                                | Employs local residents to perform landscaping maintenance.                              | \$32,817                  | TIF/SNP         | Ongoing. |
| Conduct "Clean Sweeps" and neighborhood clean-ups | Schedule on a continual basis.   | \$9,178.00 (2011-current) | CDBG/SNP/TIF    | Ongoing. |
| Remove Neighborhood blight/slum                   | Continue to work with Code Enforcement for lot abatements and demolition of vacant homes | \$100,000                 | TIF/CDBG/SNP    | Ongoing  |

|   |  |   |   |  |
|---|--|---|---|--|
| <b>Traffic Calming Devices</b>                  |  |   |   |  |
| West Cervantes Street Corridor Management Study | Study being conducted to address traffic capacity, public transit and bicycle and pedestrian access to revitalize corridors within the Brownsville CRA District. | \$100,000-Construction not planned or funded. | Florida-Alabama Transportation Planning Organization. | Ongoing.   |
| <b>Brownsville Community/Resource Center</b>    |  |   |   |  |
| Improvements to the existing building.          | Renovate the exterior and interior including the lay-out of the building to be comparable with other Community Centers.  | \$3M  | Escambia County/LOST                                  | Renovations to being in August, 2016. Short-term, TBD. |
| <b>Parks</b>                                    |  |   |   |  |
| New Neighborhood Park                           | Construct a new neighborhood park with safe pedestrian access and adequate parking.  | \$150,000                                     | Parks Capital Improvement/TIF                         | Short-term, TBD.                                       |
| Improvements to existing Raymond Riddles Park   | Improvements TBD with public input.  | \$50,000                                      | TIF/CDBG  | Short-term, TBD.                                       |
| <b>Drainage/Storm water management</b>          |  |   |   |  |
| Idlewood at the Railroad Tracks                 | Upgrade current system/divert runoff from Green Street   | \$2M  | FEMA/NWFWMD   | Anticipated construction Short-term, April-June 2016.  |
| <b>Bus Stop Improvements</b>                    |  |   |   |  |
| Cervantes at New Warrington Rd.                 | Install a bench only.  | \$2,500                                       | LOST/TIF  | Short-term, 2016.                                      |
| <b>Sidewalks</b>                                |  |   |   |  |
| Install sidewalks                               | Install sidewalks from New Warrington Rd. to W. Jackson St.  | \$315,000                                     | FDOT  | Short-term, 2016                                       |
|   | Border St. from Dogwood Dr. to Old Corry Field Road  | \$242,000                                     | LOST/TIF/CDBG   | Short-term, 2017                                       |
| <b>Street/Highway resurfacing/Turn lanes</b>    |  |   |   |  |
| Resurfacing                                     | New Warrington, from Mobile Highway to N. Pace Blvd.   | \$2.2M  | FDOT  | Short-term, 2016.                                      |
| Resurfacing                                     | Mobile Hwy from Edison Dr. to Lynch St.  | \$2.0M  | FDOT  | Short-term, 2017.                                      |
| <b>Sewer Expansion</b>                          |  |   |   |  |
| East Brownsville (Phase I & II)                 | Connect sewer lines to 70 residences and 10 Commercial properties.   | \$1.5M  | LOST III  | Short-term, 2017.                                      |
| <b>Street Lighting</b>                          |  |   |   |  |
| Install Street lighting for pedestrian safety   | Install additional street lights (identified needs: Green Street., Kirk Street., W. Lloyd Street., and Shoemaker Street).  | \$45,000                                      | TIF/SNP   | Short-term, TBD.                                       |

|  |   |           |               |  |
|--|---|-----------|---------------|--|
| <b>Street Corridor Beautification</b>  |   |           |               |  |
| Vacant Property within the CRA District  | Add community beautification.   | \$100,000 | TIF/CDBG      | Short-term, 2017   |
| Corridor Beautification  | Create a street tree program for CRA District.  | \$50,000  | TIF/CDBG      | Mid-term, 2018.  |
| <b>Nature Trails/Greenway</b>  |   |           |               |  |
| Create a Nature Trail/Open Space   | Use property in the Brownsville CRA District (Utility Easements, vacant land, etc.)   | \$100,000 | TIF/CDBG      | Mid-term, TBD.   |
| <b>Road Improvements</b>   |   |           |               |  |
| New Warrington Rd. and W. Jackson St.  | Construct Northbound right lane and Southbound right turn lane on New Warrington Road:<br>Redesign the existing northbound and southbound left-turn lanes on New Warrington Road and Extend eastbound and westbound left-turn lanes on W. Jackson to provide at least 150 feet. | \$470,000 | FDOT          | Mid-term, 2017/2018  |
| <b>Parking</b>   |   |           |               |  |
| Parking places   | Some parking will be addressed in the West Cervantes Street Corridor Management Plan and continues to be an ongoing issue.  | \$250,000 | FDOT          | Mid-term, West Cervantes Street Corridor study to be completed in October, 2016. |
| <b>Affordable Housing</b>  |   |           |               |  |
| Frontera Circle  | Reduce blight/slum. Use property for Affordable Housing with a shared community park.   | \$900,000 | CDBG/TIF      | Mid-term, 2019.  |
| 305 Block Godwin St.   | Provide for multi-family affordable housing units with a shared park/community garden.  | \$9,000   | CDBG/TIF      | Mid-term, 2019.  |
| <b>Sidewalks/bicycle paths</b>   |   |           |               |  |
| Install sidewalks  | North W St. from Mobile Highway to Buddy's Lane.  | \$150,000 | TIF/CDBG/LOST | Design only- construction not funded. Mid-term, TBD.                             |
| Install sidewalks  | New Warrington Road to "W" Street.  | \$150,000 | TIF/CDBG/LOST | Design only- construction not funded. Mid-term, TBD.                             |
| Install sidewalks that are missing throughout the remaining Brownsville CRA District | Install new Sidewalks to connect neighborhoods with primary and secondary corridors.  | \$200,000 | TIF/CDBG/LOST | Identified areas only, Mid-term, TBD.  |
| <b>Bus Stop Improvements</b>   |   |           |               |  |

|  |   |          |                           |   |
|--|---|----------|---------------------------|---|
| New Shelters   | Install new shelters as needed (benches with covers and lighting).  | \$10,000 | TIF/CDBG                  | Mid-term, TBD.  |
| <b>Sewer Expansion</b>   |   |          |                           |   |
| West Brownsville (Phase I & II)                                      | Provide sewer available on W. Cervantes St. to Gonzales St. and Shoemaker to W Street.  | \$2.5M   | ECUA/Escambia County      | Design completed, project start date, Mid-term, 2019. |
| <b>Brownsville Hotels</b>  |   |          |                           |   |
|  | Implement a strategy to revitalize existing dilapidated motels on Mobile Hwy. Either demo or revamp the existing structures for economic development. Acquisition-analyze the cost to purchase and prepare a Strategy Plan. | \$3M     | TIF/CDBG                  | Long-term, 2020.                                      |
| <b>Turn signals</b>  |   |          |                           |   |
|  | Install turn signals at Green Street and Mobile Highway.  | \$1M     | FDOT/Escambia County      | Long-term, 2020.                                      |
| <b>Stormwater</b>  |   |          |                           |   |
| Construct a new stormwater collection system                         | Old Corry Field Road from Border Street to West Jackson Street  | \$1M     | TIF/LOST/ Escambia County | Long-term, 2021.                                      |
|  | Kirk Street, extend from West Avery Street to West Gonzalez Street and the surrounding area   | \$2M     | TIF/LOST/ Escambia County | Long-term, 2021.                                      |
|  | Citrus Street.-system improvements per Warrington Study, Branch G   | \$1M     | TIF/LOST/ Escambia County | Long-term. 2021.                                      |
| <b>Sewer Expansion</b>   |   |          |                           |   |
| Phased sewer (South and Central) improvements- includes lift station | Five phased project to expand sewer through-out the Brownsville CRA District  | \$4M     | Escambia County/ECUA      | Long-term, 2021.                                      |

**TABLE 4.1: CAPITAL IMPROVEMENT PROGRAM**

List of Acronyms:

- CDBG Community Development Block Grant
- LOST Local Option Sales Tax
- LOGT Local option Gas Tax
- EPA Environmental Protection Agency
- TIF Tax Increment Financing
- SHIP State Housing Initiatives Partnership
- TBD To Be Determined
- FDOT Florida Department of Transportation
- SNP Safe Neighborhood Program

## CHAPTER 5: IMPLEMENTATION STRATEGIES

### IMPLEMENTATION STRATEGIES

The success of the Brownsville Redevelopment updated Plan will depend on the coordinated efforts of the community's various stakeholders and agencies including the Escambia County Community Redevelopment Agency, Neighborhood Group Associations, business and property owners, and residents and stakeholders. This chapter outlines the implementation functions and organizational framework that are critical components for successful realization of the planning and design objectives that continued to be developed for the Brownsville CRD.

#### **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 continued effective implementation of the Brownsville 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 should not be the focus 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 the Brownsville CRD, 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 utilizes 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. One area of target is to pave roads within the Brownsville CRA District that are currently non-functional.

##### *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 the comprehensive redevelopment plan



**EXAMPLES OF NEW PARK EQUIPMENT AT A COMMUNITY PARK IN EACAMBIA COUNTY: PHOTO: CRA STAFF**

### *Development Incentives*

To further stimulate private investment, Escambia County provides 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.



**PICTURES OF A BROWNSVILLE NEIGHBORHOOD CLEAN-UP, DEBRIS TOTALED MORE THAN 83 TONS, 2016. PHOTO CRA STAFF**

### *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 supports 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*

The 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 may diminish 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 (TIF), 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) are 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 CRA Brownsville Redevelopment District 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*

The CRA Brownsville Redevelopment District churches and other faith-based institutions have an important social role in the successful implementation of the redevelopment plan. Escambia County will 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 Brownsville 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. A housing rehabilitation loan pool with low interest rates geared to assist low and moderate-income homeowners in bringing their houses up to code, will be of particular importance. The CRA will work with the Neighborhood Enterprise Division to implement these programs.

## APPENDIX A: PUBLIC WORKSHOPS

Brownsville residents and business owners were invited to participate in a series of public workshops held at the Oakcrest Elementary School Cafeteria and the Brownsville Community/Resource Center. The dates and times are listed below:

- March 31, 2016, 6:00pm-7:00pm Kick-off meeting, identify issues
- May 24, 2016, 6:00pm-7:00pm Prioritize Brownsville Community needs
- June 14, 2016, 6:00pm-7:00pm Discuss Capital Improvements needed in the area (past and present)
- July 21, 2016, 6:00pm-7:00pm Final meeting: presentation of final draft plan



CITIZENS ATTENDING THE ENVISION BROWNSVILLE WORKSHOPS, CRA STAFF PHOTO

Participants were encouraged to contribute their ideas/suggestions for updating the CRA Brownsville Redevelopment District Plan. The results of their input and suggestions are summarized below and were integrated into the overall concept plan.

At the First kick-off meeting: A Swat Analysis (Strengths, Weaknesses, Opportunities and Threats), was completed by all attendees. The analysis revealed:

### Strengths

- Brownsville has an Athletic Park (Raymond Riddles)
- Brownsville has a Community Center
- There is affordable housing available
- Area offers a variety of housing types (duplexes, apartments, single-family homes, etc.)
- If residents were properly trained, local business Owners would hire local workers
- There are plenty of street lights near the Salvation Army
- There is a shelter
- There is a Flea Market
- There is diversity in the neighborhoods
- Bayou Chico
- Wildlife Sanctuary
- Gulf Power Easements
- Church Choirs
- Oscar's Restaurant

### Weaknesses

- Empty store fronts
- No good pedestrian system or walk-ways
- Trash/debris in ROW
- Not enough public transportation
- Not enough housing for senior citizens or Transitional housing
- No meeting space available
- Housing/rentals in poor condition
- No programs for kids after school
- No programs for women (pregnancy prevention, parenting, building self-esteem, etc.)
- No public Library
- Lack of accessible parks (tennis courts, soccer fields, exercise equipment, etc.)
- Lack of knowledge about the local history
- Lack of Rehabilitation programs for dilapidated houses

### **Opportunities**

- Room for development and infill
- Add more parks/community gardens/dog parks
- Better info sharing/community website
- Provide workforce training (Trade school)
- Provide incentives for workers
- Increase Code Enforcement violations
- Condemn nuisance properties
- Have a Farmers Market
- Attract new businesses (coffee shops, banks, grocery stores & medical facilities)
- Continue CRA grants
- Provide playgrounds for children
- Provide Nature Trails/green space
- Have an Arts program

### **Threats**

- Heavy crime
- Lack of support from local law enforcement
- Lacking community outreach/resources
- Indigent problem (marketing)
- More and more abandoned vehicles
- Homeless people abundant in the area
- Poor image (violence, prostitution, etc.)
- Animals left abandoned to roam neighborhoods
- Peoples' attitudes
- No parking areas
- No traffic calming devices
- Hit and runs have increased (deaths)
- Poor drainage
- Lack of sidewalks in neighborhoods

At the second meeting: the workshop offered the opportunity for Brownsville citizens to have a question and answer session with Commissioner May and Commissioner Underhill, regarding on-going issues in the Brownsville Community Center and prioritizing other Community needs.

The third workshop built upon the SWAT analysis and information gathered in the second meeting. Attendees were tasked with identifying the short and long term improvements they felt were needed and wanted to see in the CRA Brownsville Redevelopment Area. The following needed improvements, in order of priority, were identified:

- Medical Clinic
- Children & Family Needs (tutoring computer training, afterschool programs, family & parenting counseling & playroom for parents)
- Adult Education (GED training, computers, financial tutoring, literacy, trade education, food education and workforce development)
- Seniors Care (Seniors Activity Center & Programs and Affordable housing)
- Library
- Arts (Theater production, classes, Fine Arts Room for pottery, painting, etc., Recording Studio)
- Sports & Fitness (adult, youth & children), classes & Intra Mural Teams
- Park & Garden (playground, benches, basketball court)
- Deputy residence
- Grocery store
- Bank
- Business branding
- Better code enforcement on inoperable vehicles and yard maintenance
- Crime prevention

The fourth and final public meeting allowed attendees to see an actual copy of the draft updated plan. They were provided with copies and given additional time to provide feedback.

## 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 Brownsville 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 the Brownsville CRA District. 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 Brownsville 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 Brownsville Redevelopment Area.

Action: A public hearing on the Brownsville 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 Brownsville 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 R2011-68 and the Findings 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 Brownsville 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 Brownsville, 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 Brownsville 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 Brownsville 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 Brownsville Redevelopment Plan will contribute significantly in improving the quality of life for Brownsville 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 Brownsville 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 Brownsville 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 Brownsville 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 Brownsville and its vicinity include: John R. Jones, Jr. Park and Old Brownsville 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 Brownsville 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 Brownsville'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 Brownsville 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 public notice and hearing. If the Plan is 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 Brownsville 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 Brownsville 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 Brownsville 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 other-wise 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 AND LEGAL DESCRIPTION

The Brownsville Redevelopment Area is that real property in Escambia County with the Following described boundary:

On March 7, 1995, the Board of County Commissioners of Escambia County (hereinafter called the "board") adopted a resolution by which it found and declared that there existed in Escambia County three blighted areas; that the rehabilitation, conservation or redevelopment, or a combination thereof, of said blighted area was necessary in the interest of the public health, safety, morals or welfare of the residents of Escambia County to eliminate, remedy and prevent conditions of slums and blights: that said blighted areas was appropriate for community redevelopment projects; and that there existed the need for a community redevelopment agency to function in Escambia County to carry out the community redevelopment purposes pursuant to F.S. ch. 163, pt. III, "The Community Redevelopment Act of 1969" or (hereinafter called "the Act"). Said resolution designated said blighted area as a community redevelopment area.

On March 7, 1995, the board of county commissioners adopted Ordinance No. 95-6 by which it declared its membership to comprise the Community Redevelopment Agency of Escambia County and vested in such agency all rights, powers, duties, privileges and immunities authorized by the Act.

On September 4, 1997, the board of county commissioners further adopted a Brownsville Neighborhood Redevelopment Plan which, among other things, adopted, subject to modification from time to time as appropriate, a plan for community redevelopment projects conducted by the community redevelopment agency.

The boundaries of the area, as amended, are described as follows:

The Brownsville Redevelopment Area is that real property in Escambia County, Florida, with the following described boundary:

"Begin at the junction of New Warrington Road and Jackson Street; continue easterly along Jackson Street to the Pensacola City limits (midway between "S" and "T" Streets); thence northerly following the Pensacola City limits to a point midway between Gadsden and Cervantes Streets; thence westerly following the Pensacola City limits to a point midway between "V" and "W" Streets; thence northerly following the Pensacola City Limits to a point midway between Strong and Desoto Streets; thence easterly following the Pensacola City limits to a point midway between "Q" and "R" Streets; thence southerly following the Pensacola City limits to a point midway between Strong and Cervantes Streets; thence easterly following the Pensacola City limits the easterly right-of-way line of the North Pace Boulevard; thence northerly along said easterly right-of-way line to an intersection with the southerly right-of-way line of West Strong Street; thence easterly along said southerly right-of-way line to a point midway between North Pace Boulevard and North "N" Street; thence northerly following the Pensacola City limits to Desoto Street; thence westerly to Pace Street; thence northerly to Gonzalez Street; thence easterly to a point midway between "N" and Pace Streets; thence northerly following the Pensacola City limits to a point 50 feet south of Brainerd Street; thence northwesterly following the Pensacola City limits to Brainerd Street; thence northeasterly following the Pensacola City limits to a point 40 feet north of Brainerd Street and midway between "N" and Pace Streets; thence northerly following the Pensacola City limits to Moreno Street; thence easterly along Moreno Street to Osceola Boulevard; thence in a clockwise direction follow Osceola Boulevard and the Pensacola City limits to the intersection of Osceola Boulevard and "L" Street; thence southerly following "L" Street and the Pensacola City Limits to Blount Street; thence easterly along Blount Street to a point midway between "J" and "K" Streets; thence southerly to a point midway between Blount and Godfrey Streets; thence easterly following the Pensacola City limits to "J" Street; thence southerly following the Pensacola City limits to a point 235 feet north of Brainerd Street; thence northeasterly following the Pensacola City limits to Moreno Street; thence westerly along Moreno Street to "J" Street; thence northerly to Mallory Street; thence easterly for 142.25 feet to the Pensacola City limits; thence northerly continuing along the Pensacola City limits to the south line of Section 17, Township 2

South, Range 30 West, thence easterly along said south line of Section 17 following the Pensacola City Limits to the point where said City Limit line turns northerly; thence northerly along said City Limit line to a point on the northerly right-of-way line of Avery Street; thence westerly along the northerly right-of-way line Avery Street to the westerly right-of-way line of "W" Street; thence south along said westerly right-of-way of "W" Street to an intersection with the northerly right-of-way line of Avery Street; thence westerly along and together with the meanderings of the northerly right-of-way line of said Avery Street and the south line of Section 16, Township 2 South, Range 30 West to an intersection with the westerly right-of-way line of Border Street; thence northeasterly along said westerly right-of-way line of Border Street to an intersection with the southerly right-of-way line of Fairfield Drive; thence westerly along and together with the meanderings of said southerly right-of-way line of Fairfield Drive to an intersection with the easterly right-of-way line of Mobile Highway; thence southeasterly along said easterly right-of-way line of Mobile Highway to an intersection with the northeasterly projection of the easterly right-of-way line of New Warrington Road; thence southwesterly to and along said easterly right-of-way line of New Warrington Road to an intersection with the northerly right-of-way line of Jackson Street and the Point of Beginning;

AND ALSO

Begin at the intersection of the easterly right-of-way of New Warrington Road and the north right-of-way limit of Jackson Street; continue easterly along said northerly right-of-way/maintenance to the Pensacola City limits (midway between "S" and "T" Streets) at the southeast corner of the west half of Block 194, West King Tract; thence southerly parallel to "T" Street, to the southern right-of-way line of La Rua Street; thence westerly along said southerly right-of-way line 150 feet to the eastern right-of-way line of "T" Street; thence southerly along said eastern right-of-way line 102.5 feet; thence easterly parallel to La Rua Street 150 feet; thence southerly parallel to "T" Street to the northeast corner of Lot 10, Block 191 of said West King Tract; thence west along the southerly right-of-way line of Belmont Street to the eastern right-of-way line of "T" Street; thence south along the eastern right-of-way line of "T" Street to the southwest corner of Lot 1, of said Block 191; thence easterly along the northerly right-of-way line of Wright Street (approximately 10') to the "Old City Limits"; thence southwesterly along the "Old City Limits" through a point 152.5 east of the northwest corner of Lot 7, Block 163 West King Tract to its intersection with the eastern headwaters of Bayou Chico; thence westerly along the centerline of Bayou Chico and its western branch to the northwestern headwaters of Bayou Chico; thence continue westerly along Jackson's Branch to the southeast corner of Block "B" Wesleyan Terrace Subdivision as recorded in Plat Book 7, at Page 7 of the Public Records of Escambia County; thence continue along the centerline of Jackson's Branch and its modern channelized extension to the eastern right-of-way line of New Warrington Road; thence northerly along said eastern right-of-way of New Warrington to the northern right-of-way line of Jackson Street and the Point of Beginning."

Less and except:

Lots 17, 18, 19, 20, 21, 22, and 23 Block 206, City of Pensacola, as per map of City of Pensacola, copyrighted by Thomas C. Watson in 1906.

In addition, the board of county commissioners made the following findings:

The police power of Escambia County alone is inadequate to accomplish the removal or elimination of the blighted area and said area has deteriorated so that mere conservation methods would not accomplish the elimination of the blighted conditions.

Private enterprise cannot alone accomplish the acquisition and redevelopment of the area in question to eliminate the blighted conditions therein because of the diversity of ownership and the inability of one or more private persons or organizations to obtain all parcels therein without the power of eminent domain; nor would such endeavor be profitable to private enterprise acting alone.

That the rehabilitation, conservation and redevelopment of the blighted area is necessary in the interest of the public health, safety, morals and welfare of the residents of Escambia County.

A Brownsville Neighborhood Redevelopment Plan report incorporated therein by reference, supported the findings that the Brownsville Neighborhood Redevelopment Area was a blighted area.

The board of county commissioners now finds that the findings, determinations, declarations and actions set forth in the Resolution and Ordinance No. 95-6 were supported by substantial evidence and were proper, that said findings determinations, declarations and actions are valid today.

Each taxing authority which levies ad valorem taxes on taxable real property contained within the Brownsville Neighborhood Redevelopment Area was furnished notice of the proposed ordinance at least 15 days prior to the date on which this matter is to be considered, as required by F.S. § 163.346.

*Definitions.* Unless the context clearly requires otherwise, the terms contained in this section shall have the meaning set forth in part III, F.S. ch. 163 ("The Community Redevelopment Act of 1969") hereinafter referred to as "the Act."

*Establishment of redevelopment trust fund.* This section provides for the funding of the Brownsville Redevelopment Trust Fund for the duration of the Brownsville Redevelopment Plan.

Pursuant to F.S. § 125.01, as amended, and *Strand v. Escambia County, 992 So.2d 150 (Fla. 2008)* there is hereby established a Redevelopment Trust Fund for the Community Redevelopment Agency of Escambia County (hereinafter referred to as the "agency"). Pursuant to the Act, funds allocated to and deposited in this fund shall be used to finance or refinance community redevelopment projects undertaken in the Brownsville Neighborhood Redevelopment Area and when directly related to the financing or refinancing of such a community redevelopment project, may be expended for any purpose set forth in F.S. (1995) § 163.387, and as amended, including:

Administrative and overhead expenses necessary or incidental to the preparation and implementation of a community redevelopment plan adopted by the agency;

Expenses of redevelopment planning, surveys, and financial analysis, including the reimbursement of the governing body or the community redevelopment agency for such expenses incurred before the redevelopment plan was approved and adopted;

The acquisition of real property in the Brownsville Neighborhood Redevelopment Area;

The clearance and preparation of the Brownsville Neighborhood Redevelopment Area for redevelopment and relocation of site occupants as provided in F.S. § 163.370;

Repayment of principal and interest or any redemption premium for loans, advances, bonds, bond anticipation notes, and other forms of indebtedness;

All expenses incidental to or connected with the issuance, sale, redemption, retirement, or purchase of agency bonds, bond anticipation notes, or other forms of indebtedness; including funding of any reserve, redemption, or other fund or account provided for in the ordinance or resolution authorizing such bonds, notes or other form of indebtedness; and the development of affordable housing in the area.

*Funding of redevelopment trust fund.*

For the duration of any community redevelopment project undertaken in the Brownsville Redevelopment Area pursuant to the redevelopment plan, the annual funding of the redevelopment trust fund established by subsection (4) shall be in an amount not less than the increment in the income, proceeds, revenues, and funds of each taxing authority, derived from or held in connection with the undertaking and carrying out of community

redevelopment under the Community Redevelopment Act. Such increment shall be determined by resolution and shall remain in effect unless or until revised by adoption of a subsequent resolution.

Pursuant to F.S. § 125.01, as amended, and *Strand v. Escambia County*, 992 So.2d 150 (Fla. 2008) commencing upon the effective date of this section and the duration of any community redevelopment project undertaken pursuant to the Act, each taxing authority shall annually appropriate and pay on or before January 1 to the redevelopment trust fund a sum which is no less than the increment of ad valorem tax revenues as defined and determined in paragraph (a)1. and 2., above. Failure of said taxing authorities to do so shall subject the taxing authorities to a penalty equal to that anticipated by F.S. § 163.387, as amended.

The obligation of the board of county commissioners to fund the redevelopment trust fund annually shall continue until all loans, advances, and indebtedness, if any, and any interest thereon of the agency incurred as a result of a community redevelopment project, have been paid, but only to the extent that the tax increment described in this section accrues. The board of county commissioners covenants that so long as its obligation to fund the redevelopment trust fund continues, it shall take all necessary action to enforce the performance of the obligation of each taxing authority to make the annual appropriations required by paragraph (b). However, the obligation of the board of county commissioners to fund the redevelopment trust fund shall not be construed to make Escambia County a guarantor of the obligations of other taxing authorities under this section or the Act; nor shall it be construed to require the exercise of the taxing power of Escambia County or the payment to the redevelopment trust fund from any other funds of Escambia County except the incremental revenue provided in paragraph (a).

The redevelopment trust fund shall be maintained and administered as a separate account and unexpended monies deposited therein shall be dispensed as authorized by law.

*Disposition of monies upon expiration of the fiscal year.* Any money which remains in the trust fund after the payment of expenses on the last day of the fiscal year of the Brownsville Redevelopment Trust Fund shall be appropriated to a specific redevelopment project pursuant to an approved community redevelopment plan which project will be completed within three years from the date of such appropriation in accordance with F.S. § 163.387(7).

*Annual audit.* The community redevelopment agency shall provide for an independent financial audit of the trust fund each fiscal year and a report of such audit. Such report shall describe the amount and source of deposits into, and the amount and purpose of withdrawals from the trust fund during such fiscal year and the amount of principal and interest paid during such year on any indebtedness to which is pledged increment revenues and the remaining amount of such indebtedness. The agency shall provide a copy of the report of each taxing authority.

(Ord. No. 97-53, §§ 1—7, 10-28-1997; Ord. No. 2003-43, § 1, 9-4-2003; Ord. No. 2007-31, § 1, 7-19-2007; Ord. No. 2008-25, § 1, 5-1-2008; Ord. No. 2009-23, § 1, 8-6-2009; Ord. No. 2010-28, § 1, 9-16-2010; Ord. No. 2012-32, § 1, 8-23-2012)

