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The Comprehensive City Plan of Pensacola

George W. Simons Jr.

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COMPREHENSIVE
CITY PLAN
OF
PENSACOLA
FLORIDA

PREPARED FOR
CITY OF PENSACOLA
BY
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PLANNING CONSULTANT
JACKSONVILLE, FLORIDA

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MEM. AM. SOC. C. E.
MEM. AM. INST. OF PLANNERS

MUNICIPAL ENGINEERING
RESEARCH AND PLANNING

HILDEBRANDT BUILDING
JACKSONVILLE 2, FLORIDA
February 16, 1948.

Mr. Don Ellis, Chairman,
City Planning and Zoning Commission,
Pensacola, Florida.

Dear Mr. Ellis:

Pursuant to my agreement with the city I am pleased to present to you herewith our report on the Comprehensive Development Plan for the City of Pensacola and environs. This report climaxes the intensive studies and work that started with the zoning plan and ordinance adopted by the Council earlier. Its recommendations are founded on the principles of sound planning to encourage orderly growth, preserve and enhance land and taxable values, improve traffic conditions, take advantage of natural characteristics, acknowledge facts and prepare a guide for the future development of the city for the benefit of all its citizens.

In the conduct of the several studies which in the aggregate, constitute the report many departments of the city, county and state as well as the members of the City Planning and Zoning Commission, have cooperated. The constructive suggestions advanced by your Commission, its sub-committees, and those contained in the previous Recreation Survey have been incorporated in this report where pertinent.

From such a comprehensive study a number of desirable projects are proposed, some more important and urgent than others. These are generally of two types, specific and those selected examples illustrating the broad field in which the problem lies. The suggested priorities list the more specific proposals for early completion and allow time for additional study and contemplation by your Commission for the remainder. Pensacola's potentialities for wholesome development are good.

It has been a genuine pleasure and privilege to do this work. Thruout its course, we have been accorded a fine degree of cooperation and aid from many people too numerous to mention but we do extend to Mr. Semmes especially our grateful appreciation and thanks for his help, and cooperation first as City Engineer and then as City Manager. And too, we appreciate the counsel and suggestions extended to us by yourself and other members of the Planning Commission from time to time.

Sincerely yours,

Signature Redacted

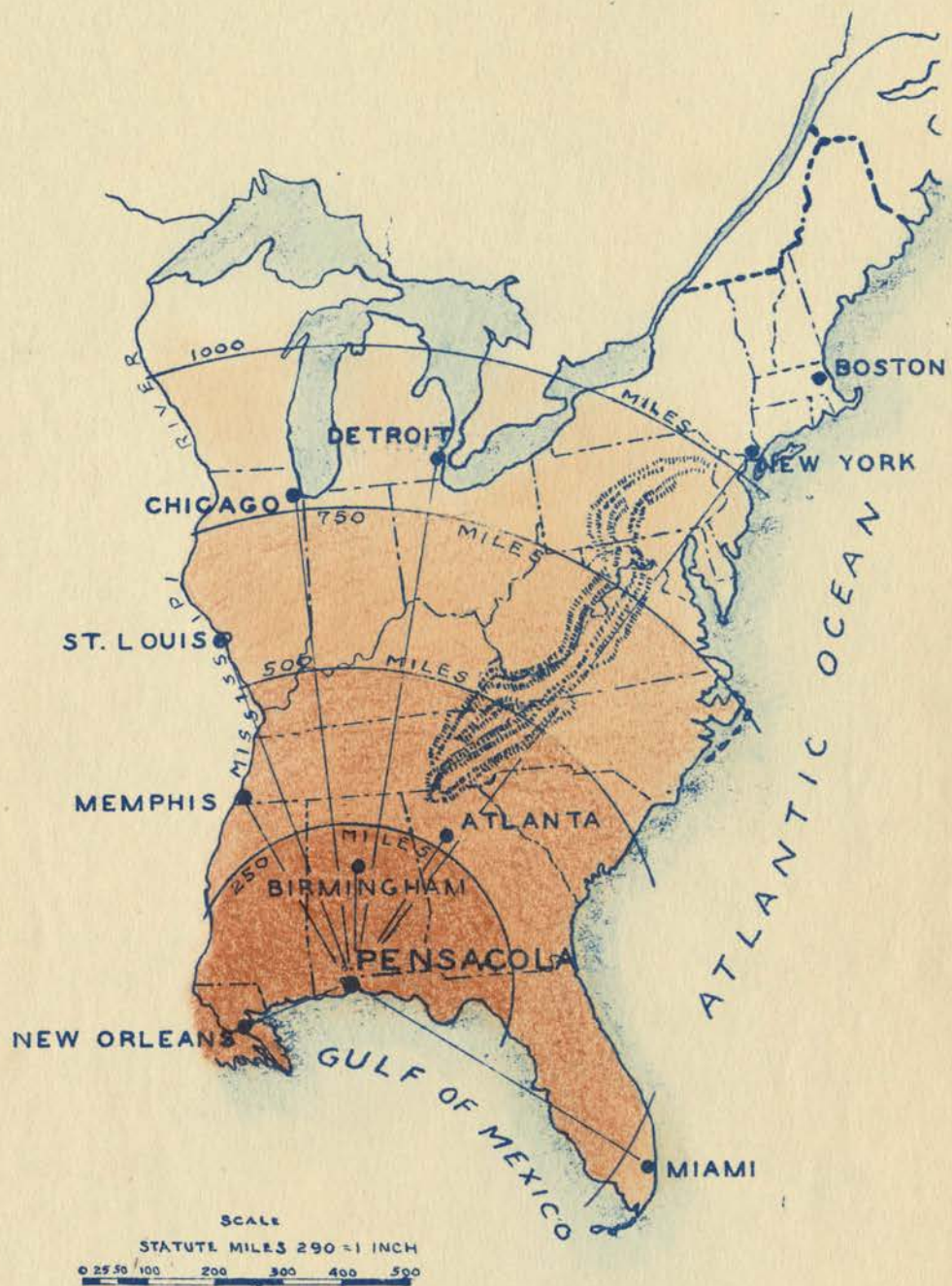
GEORGE W. SIMONS, JR.

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THE
RELATIVE LOCATION
OF
PENSACOLA
IN
THE EASTERN UNITED STATES

ECONOMIC SURVEY OF PENSACOLA AND ESCAMBIA COUNTY

"The object of making the Plan is to give guidance to the people of the Region and the governing authorities that represent and act for them, to enable them to so direct urban growth in the future that the greatest practicable measure of health, safety, convenience and general welfare will be secured for the inhabitants".

Regional Plan of New York and Its Environs
Page 131, Volume I.

Pensacola is located on the southern coast of the eastern half of the United States. It is almost due south of Chicago, Illinois, and Detroit, Michigan, both of which are within eight hundred miles. Within a two hundred and fifty mile radius are such important cities as New Orleans, Birmingham, Montgomery and Tallahassee. A gigantic "V" with Pensacola as the base and one leg radiating out thru Saint Louis, Missouri, and the other thru Atlanta, Georgia, would cover the industrial heartbeat of the United States, much of its richest agricultural lands, and a majority of its mineral wealth. As the county seat of Escambia County and the westernmost city in Florida, it had great influence in shaping the course of Florida's history until the peninsular was opened up for development by the railroads. It still wields considerable weight in the affairs of western Florida and its development is of great import to its tributary area. Its strategic value has been recognized by the military and naval forces of the country and its unique advantages have given it national fame as the home of United States Naval Aviation.

Escambia County's 424,320 acres had a population of 74,667 in 1940, giving it a density of 112.6 persons per square mile. These people, 75%

white, lived half in urban areas and half in rural areas, tho less than 10% could be classified as farmers. 1940 is a good year to use as a base for a survey. World War II was three years old in Europe; eight years old in China. Its effect upon United States economy up to that time had been salutary, tho some maladjustments and inequalities of the economic system still lingered from depression days. The effects of total war, military production, population migration, military personnel demands, the equilibrium of the entire social system had not yet been unbalanced to tip the scales of total war in our favor.

In that year, last of our peacetime pursuits for four years, nearly a third of Escambia's population was gainfully employed, about 30% in domestic and other service work, 17% as professional men, executives and administrators, 25% as skilled craftsmen and machine operators. There were as many clerks and salesmen as there were laborers. Farming only employed 1.4% of the working force, a new low. Escambia's citizens represented 4% of the total population of Florida. Her craftsmen and service employees were way above state levels, while the percentage of her executives and administrators dropped slightly below. The rest of Florida had six times the percentage of farm supported people. Pensacola, even seven years ago, was already predominantly industrial.

Pensacola was an older, more settled and complacent community than most other cities in Florida. The houses were older. More people owned their own homes. It was a progressive community, too. Of the 18,567 homes, 65% had electric lights and running water, well up with the rest of the state, but behind with interior baths and toilets. The home folks lived comfortably with central heating, refrigeration and radios, tho 90% of them still

cooked with wood.

The people were variously employed. Seventy-six manufacturing plants employed 2,166 to whom was paid over \$1.5 million for adding nearly \$5.5 million in value to an annual production slightly over \$11 million. Most of the plants processed food and kindred products, about 25% of them were in chemicals and lumbering and timber operations were a close third. The average farm was but half the size of the average Florida farm, and 1,164 of them dotted less than 17% of the county's acreage, but their value was equal to the state's average. The smaller size required fewer mechanical implements to work, but the automobiles and trucks traveling to and from the markets over good roads led the state in farm distribution. Gross farm income was well above the state average.

Pensacola, county seat of Escambia County, has a trading area which extends entirely or partially over seven counties in Florida (Escambia, Bay, Santa Rosa, Okaloosa, Walton, Holmes, Washington) and four in Alabama (Baldwin, Covington, Geneva, Escambia). It actively supported, in the county, 76 wholesale houses, 729 retail outlets and 192 service shops employing a total of 4,200 people and paying annual wages in excess of \$3 million. Commerce is of first importance in the county and is fortified by 3% of the state's bank deposits and 4% of the income tax returns, thus placing the economy on a sound financial foundation. It has, in fact, a better market quality rating than any of its neighbors.

This trading area of approximately 14,000 square miles had a population of 300,000, 80% white. There were 263 manufacturing plants in it employing nearly 10,000 workers with an annual wage of better than \$5 million. The most prominent industries were chemicals, food and kindred products, and lumber and timber in that order. The 19,400 farms were valued at over \$38



million, and produced a cash income in 1944 of almost \$29 million. Of the 3,947 trade establishments in the area, 235 are wholesale, 2,930 retail, and 782 service shops. Employment totals 8,708 for an annual wage of almost \$6 million. Total bank deposits are over \$79 million. In 1940, 19,523 income tax returns were received from this area. Not all of this area consistently trades in Pensacola, but for common necessities it is estimated that 65% of the people are effectively within the Pensacola district.

The growth of Escambia County has outstripped all other areas within its trading territory. From 1930 to 1940, the population rose 50%, home ownership went up 16% while in the five year period ending 1940 income tax returns multiplied sevenfold, and retail sales went from \$13.7 millions to \$19 millions. In 1935, the 72 local plants produced \$6.4 millions worth of goods, but five years later 76 plants nearly doubled the amount, raising it to \$11 millions. Employment in this field only rose 33% from 1,678 to 2,166. The county has retained this growth to a much better extent than its neighboring counties and has improved its relative position to that extent. By 1940, growth in the dairy industry had brought it to the point where it accounted for one-third of the gross farm income.

Altho the county was credited with an effective buying income of \$64.75 millions in 1940 which shot up to \$97.5 millions by 1946, it should be remembered that this was a temporary war-time phase when war contracts in the trading area topped \$238 million. The longer steadier trend is not predicated upon such flash-in-the-pan war-time prosperity. What should be borne in mind is the background of the county's economy.

Pensacola, with its deep water, easily accessible port, was once a prominent and prosperous link in the transportation system of the predatory lumbering and naval stores industries. Its position was such that it was

the natural outlet for a large "V" of inland forests which could not be tapped by the eastern seaboard ports nor easily swung into the broad stream of commerce which flowed down the Mississippi and burgeoned the great port of New Orleans. The ports on the Gulf are dominated by the preeminence of New Orleans, one of the great ports of the United States. To the west of it lie Galveston, Port Arthur and Corpus Christi; to the east, Mobile, Pensacola and Tampa. New Orleans drains the great midwest tapping the rich resources of factory and farm. In addition to the greatest river in America, it is the focal point of numerous railroads, highways, and modernly, airlines. Naturally competition has sprung up wherever nature provided a good harbor. New Orleans in itself would cut off competition by Pensacola for products of the southwest disregarding the excellent short-haul Texas ports. The State of Alabama has lavished its port development resources on Mobile and has provided it with modern shipping facilities. In addition, the great industrial empire centered in Birmingham has every reason to favor Mobile. Its proximity to Pensacola is unfortunate. Pensacola has to compete for state funds with every other port in Florida from Jacksonville and Fernandina in the northeast, to Miami and Key West in the south, to Tampa and Saint Joe on the west coast. Pensacola at the extreme tip of Florida's western arm is not apt to receive much favorable consideration for state funds because of the long haul necessary for the majority of state products when other ports of call are more readily accessible.

At the terminal of the main line of one railroad (Frisco Lines) which soon leaves the great "V" of which Pensacola is the apex and for which it is the natural outlet, the port is handicapped because this main line cuts across the broad natural traffic flow down the Mississippi. It is on the line of another railroad (Louisville and Nashville) whose main line drains

a major portion of the great "V" but delivers it to Mobile and New Orleans. Tho on good highways (U. S. 90; U. S. 29; U. S. 98), they are not the main traffic arteries that could bring the large trailer trucks in any large quantities to swell the warehouses while waiting shipment. Once a regular port of call for sixteen shipping lines which connected not only with other major ports in the United States both east and west coasts, but also with the principal ports of the world, Pensacola had nineteen lines listed in 1945, plus such tramp steamers in the coastal or gulf trade that have cargo to discharge or are looking for tonnage.

The steady beneficial influence of the Naval Air Station cannot be over-estimated. This was underlined during the war when it became the center of naval air training and implemented the establishment of new service and trading interests which in turn enriched the whole area. This basic factor in the economy was nearly lost by transfer to the west coast. The threat of this possibility should be ever present and complacent reliance on its continued existence should be avoided lest the entire economy be supported by it and collapse when, as, and if it should ever be removed.

Altho the lumbering and naval stores industries, have by their early predatory methods, succeeded in removing, and nearly completely destroying, the most valuable of all crops grown in the great "V", timber, it is not too late by proper methods of reforestation and the adoption of proper forestry methods to renew this great source of raw material. The modern technology is developing new products daily from old materials. In no other field has the transformation been so complete nor so varied. Wood appears in practically every form today with qualities that were formerly only attributable to other fibres. From strong light sheets of building materials

to lady's hose, wood has expanded its realm. During the war, technology was getting sugar and fuel from neglected wood wastes.

It will therefore be to Pensacola's advantage to explore possibilities for developing new industries based upon local raw materials or those located in its tributary area. These industries would be based upon wood, lumber, wood products, farm and orchard products, clay and sand products, fishing and fish products. As new processes are being located near a permanent source of raw material supply, encouragement for modern forest practices should be given locally as well as in all areas of the great "V". Escambia County formerly a supplier of raw materials, should become a processor which, in turn, will encourage fabricators and develop a complete collateral economy from raw material to finished product. This will require the cooperation and perseverance of the owners of all the vast timberlands fanning out to the north. Timber cropping may well become the most profitable land use for large areas maintained by high standards of forestry practice and proper reforestation methods. A modern processing plant or plants geared to this source of supply would have every advantage any industry could desire.

Designedly, no mention has been made of the recreational or tourist business as an industry. Tho by far the largest and most important industry in Florida and playing a not unimportant role in the economy of the Gulf region, Pensacola has not seen fit to join the all too common movement toward exploitation of her resources. The excellent beach and the attractive climate, summer and winter, are great drawing cards. But there are all types of resorts and there are those who prefer a quiet environment for rest and relaxation. To change the character of a community to compete with the more garish and commercialized resort centers would rob Pensacola of its distinctive

charm. The early history antedating many more widely advertised places, the Spanish and English institutions unique in American history, have great cultural attraction. Proper restraint in publicizing them would enhance the drawing power of Pensacola without destroying its enchantment.

Briefly, Pensacola should be looking for new fields to conquer. Such fields must be within the limitations set forth above. Her brilliant expanding future lies as much in the careful long-range development of her tributary region as it does within the narrow confines of her peripheral area. Exploration of the possibilities of coordinated effort between the two is essential and is recommended.

PREFACE

"Now and then it is well for us to look in cold-eyed appraisal at the cities we serve and in the light of statistics, and of slums and of illiteracy, and of open sewers, and of low public health standards and disgraceful social levels, shock ourselves into realizing how little we have done and how much, how tragically much, there is yet to do."

Ralph Bradford, General Manager, Chamber of Commerce of the United States.

The people who live and work in our cities are becoming increasingly conscious of the evils and high costs of planless city growth. They are plagued constantly by the costly delays and hazards of traffic movements thru inadequate street systems. They are sorely beset by the congestion in central business districts and elsewhere, and their inability to find parking spaces readily is irritating. As they drive to and fro, the increasing spread of blighted, run-down properties reflects instability and changing values and, the ever presence of sordid slum dwellings recalls the mounting costs of crime and delinquency. As they ponder over these observations and experiences they also witness the great movement of people from the older settled portions of the city to points at and beyond the fringe and naturally, they ask themselves, why? Generally they are growing weary of disorder, crowdedness, dirt and odors. With more leisure time at their disposal, these people also sense the gross inadequacy and poor distribution of park and playground facilities and the inadequacy of school plants and the land spaces around them. Such critical conditions as these, and many others, are stimulating a lively interest in plans for the future - plans to avoid and correct the errors of the past.

People realize that our cities cannot continue to grow and suffer as they have in the past. Knowing that industrial enterprise applied planning principles to their problems, they see no reason why the political enterprise, of which they are a part, cannot do likewise. People know that a preconceived plan will result in a more economical, orderly development as well as a more wholesome, convenient and better balanced place in which to live, work and play. And that is what they are primarily interested in. They know also that the aimless, senseless expansion and growth of the past can result only in a continuation of confusion and chaos.

PLANNING SURVEY

A planning operation must begin with a survey of actual resources - land, people, economy - and an evaluation of existing conditions and opportunities. What forces were responsible for the city's establishment and what resources and industrial activities activated its growth. What policies of early land subdivision have influenced the existing land use patterns. What population growth has the city experienced and to what extent has the economy of the city's tributary area influenced that growth. What is the predominate economy of the city and its environs and in what way has that economy shaped the characteristics and living conditions of the people and the city. What changes are going on within the city and what forces are causing these changes. And judging from the growth experience of the past and an evaluation of those forces affecting growth and change, what are the future economic and social possibilities of the city. These and other kindred questions must be studied and analyzed before any plans can be drawn to meet the needs of the future. Only after such a diagnosis will it be possible to propose any major physical changes or readjustments or define any scheduled program of capital improvements.

THE CITY PLAN

The comprehensive city plan consists of several coordinated plans resulting from a number of separate studies, the elements of which may be more specifically described as follows:

1. MAJOR STREET PLAN (A study of the existing street system for the purpose of defining a framework of major thoroughfares, with recommendations for roadway and street widenings, extensions, readjustments, grade crossing eliminations and by-passes).
2. TRAFFIC MOVEMENTS, CONTROL AND PARKING (A study of traffic movements throughout the corporate area, prevalent control methods, availability of parking facilities with recommendations for improvement).
3. PARKS AND RECREATION FACILITIES (A study of existing facilities in relation to the needs of the public with recommendations as to changes, additions and new developments).
4. NEIGHBORHOOD DEVELOPMENT (A study of residential areas and their grouping with self-contained liveable neighborhoods).
5. UTILITIES (A survey and study of the existing water, sewerage and drainage systems with recommendations as to desirable improvements).
6. WASTE COLLECTION AND DISPOSAL (A study of the methods and costs of waste collection and disposal with recommendations as to future needs and improvements).
7. LAND USES (A study of prevailing land uses and trends of uses throughout the corporate area with recommendations as to the regulation of such uses to best advantage. On these studies the Zoning Ordinance and Plan already adopted, was based. Subdivision regulations were also based on these studies).
8. TRANSIT FACILITIES (A study of bus routes and services with recommendations as to extensions, changes or other improvements).

9. PUBLIC BUILDINGS (A study of the locations, adequacy and serviceability of public buildings such as Schools, City Hall, Library, Fire Stations, Auditorium, etc., with recommendations).
10. HOUSING FACILITIES (A study of housing facilities thruout the corporate area with recommendations relative to blight and slum elimination).
11. TRANSPORTATION (A study of rail, air, water and bus facilities with recommendations as to improvements and coordination of services).
12. BRIDGES AND VIADUCTS (From the studies of streets and traffic movements recommendations are made for future bridges, viaducts, etc.).
13. FIRE AND POLICE PROTECTION (From studies of existing conditions recommendations will follow as to improved services).
14. CIVIC ART AND CIVIC CENTER (These studies revolve around the creation of a central civic unit and the general attractiveness of the city).
15. FISCAL PATTERN AND ASSESSMENT PRACTICES (From these studies of the fiscal structure the city's ability to finance improvements will be determined).

The City plan is primarily a guide to orderly physical development. It is a plan of strategy defining a course of action to be followed over a period of years, to avoid the errors of the past, yet conform to the needs of the future. The city plan as herein conceived is not a set of detailed working drawings to be used by constructors but instead, it is a pattern predicated on broad principles, pointing out how the community should develop to improve and enhance its economy, its attractiveness and its liveability as a city of people.

Because the city is in a constant state of flux no plan or guide to the future should be so rigid that it can not be adjusted to changing conditions as they arise. It must be a continuing, flexible instrument. And too, the basic thinking incident to its preparation must extend beyond the fixed city limits into the surrounding region, to determine the effect of such tributary

region on the life and character of the city.

"The objective of city planning is to so arrange the physical plant, the layout of the city, in which the population lives and works that it will minister to and promote rather than impede the social and economic welfare of the community". Some of these objectives will be:

1. A sound wholesome development of the city. Such a development will stabilize property values and land uses. It will put right things in the right place.
2. Proper distribution and allocation of land uses. This will be accomplished thru zoning regulation.
3. Better traffic control and regulation. The proper design of the street system, the proper utilization of roadways for moving traffic and provisions for parking will accomplish much of this.
4. Better housing for all the people. The elimination of blighted and slum areas and protection by zoning will bring this about.
5. More adequate park and recreation areas. A complete system of playground areas for varying types of service and a system of parks, predicated on the neighborhood theory will accomplish this.
6. Public utilities serviceable to all properties is desirable.
7. Public buildings conveniently located for public usage.
8. Attractiveness of city. A development of personality.
9. Better land subdivision thru subdivision regulations.

After completion, the city plan must be activated constantly. To keep the people of the city informed as to the plan provisions, "action" committees should be enlisted to keep it alive and active. By processes of public enlightenment, the wisdom of broad planning should be kept before the people and no capital improvements should be approved that do not conform to it.

HISTORICAL

"The story of every city can be read thru a succession of deposits; the sedimentary strata of history."

Lewis Mumford, in "The Culture of Cities"

A knowledge of a city's origin and its transition thru the years from a simple to a more complex economy, is important. It enables one to understand better those historic, economic and social forces that were active in directing the city's growth and development. It also enables one to evaluate the role these forces may have on the material and spiritual life and growth of the city in the future.

Men and resources have shaped the patterns and kinds of cities. Some have been identified with seafaring commerce, some with transportation, manufacturing and agriculture while others owe their growth and importance to climatic or health giving resources. But regardless, many of the physical peculiarities and features of the original town sites, such as lot and block and street dimensions established by the founders, have influenced the patterns of successive expansions thru the years. And currently, many of the difficulties encountered by the modern city can be traced directly to the restrictions imposed earlier in horse and buggy days.

The people, institutions and events of the past have also contributed much to the character of the city, its attractiveness, personality and traditions. And thru the years the city has accumulated and embodied the heritage of the region of which it is a part. So as Mumford has said, "the story of every city can be read thru a succession of deposits; the sedimentary strata of history".

HISTORICAL BACKGROUND OF PENSACOLA

Few areas in the United States have a more colorful, richer historical background than Pensacola and its environs. "Authentic records of the regions around Pensacola Bay are nearly four centuries old, but three settlements were planted on the mainland and Santa Rosa Island before the one town endured to form the nucleus of the present city". Hardships, adventures, disease and struggles were intimately identified with this region, leaving their marks even to this day. The little settlements were wrecked and torn between contending Spaniards, French and English, a destructive hurricane leveled one of the settlements, and long periods elapsed between their abandonment or destruction and the birth of another settlement. The continuous history of Pensacola dates from the establishment of British supremacy in the Floridas during 1763 and the coming of Commodore George Johnstone of the Royal Navy to the new capital of West Florida, as its governor, in the following year. Not long after this (1764) what is the older part of Pensacola was surveyed and laid out.

In August, 1559, one Don Tristan de Luna y Arellano, established the colony of Santa Maria near the site of Fort Barrancas, about seven miles southwest of the present city which the Spaniards then called Ochuse. His orders were to establish one of three forts at this point. From the beginning the settlement encountered difficulties and in about two years disappeared. About one hundred years later, in November, 1698, one Don Andreas d'Arriola reestablished the earlier colony as San Carlos de Austria but in 1719 this was captured and burned by the French under Bienville. It is reported that Arriola was bitterly disappointed in the conditions of the lands. In 1723 the French gave the colony back to the Spanish. After the

destruction of 1719 the survivors settled on Santa Rosa Island but the colony established here was destroyed by a hurricane in 1754. After these successive experiences another and final settlement was established on the site of the present city.

In 1763 the English took over and a town planned. At that time it is reported, there were about forty huts and a small barracks at Pensacola. In 1781 the Spanish again resumed control over the West Florida territory and maintained it until Andrew Jackson became the first territorial governor for the United States in 1821.

Thruout these many years, Pensacola came into being, grew as lumber and naval stores port, suffered the reverses of yellow fever (1822), the financial panic of 1837 and the failures of railroad speculation (1835). But despite its misfortunes the city continued to grow and develop into an important industrial, commercial trading and port center.

Pensacola was incorporated as a city at the session of the first Legislative Council which met at Tallahassee in November, 1824, at which session Saint Augustine and Fernandina were also made cities.

In April, 1883, the railroad line east to River Junction (Louisville and Nashville Railroad) was completed and Pensacola had outlets to the remainder of the nation. From that time the Louisville and Nashville Railroad became a vital influence in the development of Pensacola as a port.

In 1899 the only street pavement was on that portion of Palafox Street extending from Main Street to Garden Street. Sidewalks were mostly of wood except within the limits south of Garden Street and between Baylen and Zaragoza Streets. There were about five miles of sewerage at that time. The more favored sections of the city were furnished with gas lights, from 1893 and in that year a horse car system was set up. The horse cars were super-

ceded by electric cars in 1896. In 1901, the Legislature authorized the city to make its own valuation of property for purposes of taxation, independent of state and county assessments and in that year also a law was passed authorizing the city to issue bonds. Later an enabling act was passed in 1905 modifying the earlier one and between 1906 and 1912, about one million dollars of bonds were issued for public improvements. This period was one of much activity and growth in the life of Pensacola; about 25 miles of streets were improved, services extended, city hall and jail erected, parks improved, and the water system extended.

ORIGINAL PLAN

The Spaniards who settled on the mainland after the hurricane of 1754 doubtless had some form of land subdivision plan but to the English under Governor Johnstone is due credit for the original surveyed plat. The plan was developed by Elias Dwinford who was appointed civil engineer of the province in July, 1764. According to the Dwinford plan lots south of Garden Street had an area of 80 feet front and 170 feet deep and north of Garden Street they were 192 feet square, known as arpent or Garden lots, and were numbered to correspond with those lying south of Garden Street which were, strictly speaking, town lots. In order to furnish each family with a garden spot, each grantee of a town lot was entitled, upon the condition of improvement, to receive a conveyance of an arpent lot of the same number as his town lot. The Dwinford plan is still largely the plan of old Pensacola.

The original plan of Dwinford gave English names to the principal thoroughfares but apparently after the Spanish took over from the English in 1781, they renamed the streets and changed the plat in a number of respects.

The Spanish and French influence is shown in the street and park names of later years. Palafox, Zaragossa, Baylen, Romana, Alcaniz, Tarragona and others all reflect their colorful historical background. Baylen Street, for instance, commemorates the victory of the Swiss Reding, then in the military service of Spain, over the French at Baylen, a small town on the road from Cadiz to Cordova. Palafox Street was named after a young officer of Spain who in 1808 resisted the French.

The earliest survey of Pensacola of which there is record is that of 1827, which definitely set the pattern for the Pensacola of today. Figure 1 shows the physical arrangement of streets, blocks and lots as of that time. The English gridiron pattern of the earlier Dwinford is here also the land subdivision scheme north of Garden Street.

The early developed area of Pensacola was confined between Garden Street and the bay, the shore line of which was in the vicinity of Main Street. This small settlement was bounded on the west by a creek or drain that followed a course about where Spring Street is now located. Easterly this settlement extended about two blocks beyond Seville Square; as it grew and expanded northward, the large lots north of Garden Street were gradually subdivided and utilized.

TOPOGRAPHY

"Even in its most highly developed stages, the city is, among other things, an earth form . . . Its shape is conditioned by topography and the nature of the land; and the special requisites of the site alter with the needs of. . . industry and transportation."

Lewis Mumford in "The Culture of Cities"

Topography and other natural conditions (streams, depressions, soils, etc.), have always influenced directional trends of growth and its character. From Figure 2 showing the topography of the Pensacola townsite, it will be observed that most of the land surface lying between Wright Street and the bay is relatively flat, having an elevation less than 20 feet above mean low sea level (U. S. G. S.). In this area the old city was established. North of Wright Street the gradually rising terrain is divided into two upland sections by a broad, shallow valley (Long Hollow) extending northerly between Palafox Street on the west and Alcaniz Street on the east, thru which the railroad right-of-way was located. This topographical variation definitely influenced the early development of the city, particularly the land uses.

Easterly and westerly from the elongated depression (Long Hollow) and northerly from Wright Street, the land surface rises gradually to elevations exceeding 80 feet, creating two upland areas that have, thru the years, become favored residential sections - East Hill and North Hill. The East Hill area lying north and east of the railroad is virtually a plateau with elevations of 70 feet or more above mean sea level. Its eastern rim is the shore of Bayou Texar where the elevation drops rapidly, forming attractive bluffs and highland areas. Scenic views of rare beauty along this shore line with

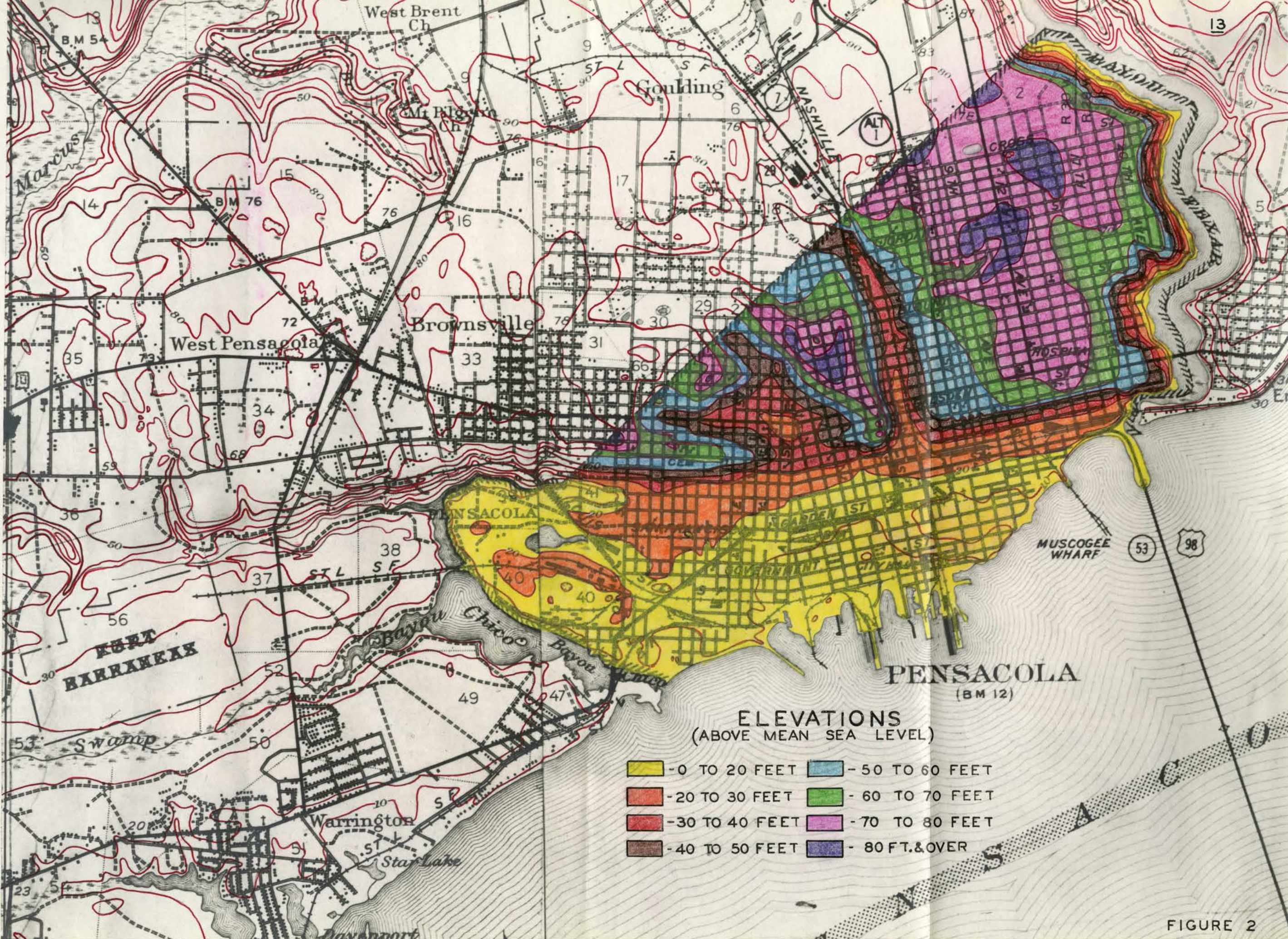


FIGURE 2

its commanding elevation make it highly desirable for dwelling purposes.

To the west of the railroad right-of-way and north of Wright Street the topography experienced similar rises in elevation but within the corporate area it is more restricted in expanse. The northerly portion of this area is called North Hill, where some points exceed 80 feet in elevation.

West of "A" Street and south of Wright Street to the bay, the land surface is generally flat with elevations less than 30 feet above mean sea level (U. S. G. S.), but in the western section of the city the land elevation along "O" Street rises gradually from the bay to an elevation of about 20 feet at Garden Street and about 70 feet at Cervantes Street (Mobile Highway, U. S. 90).

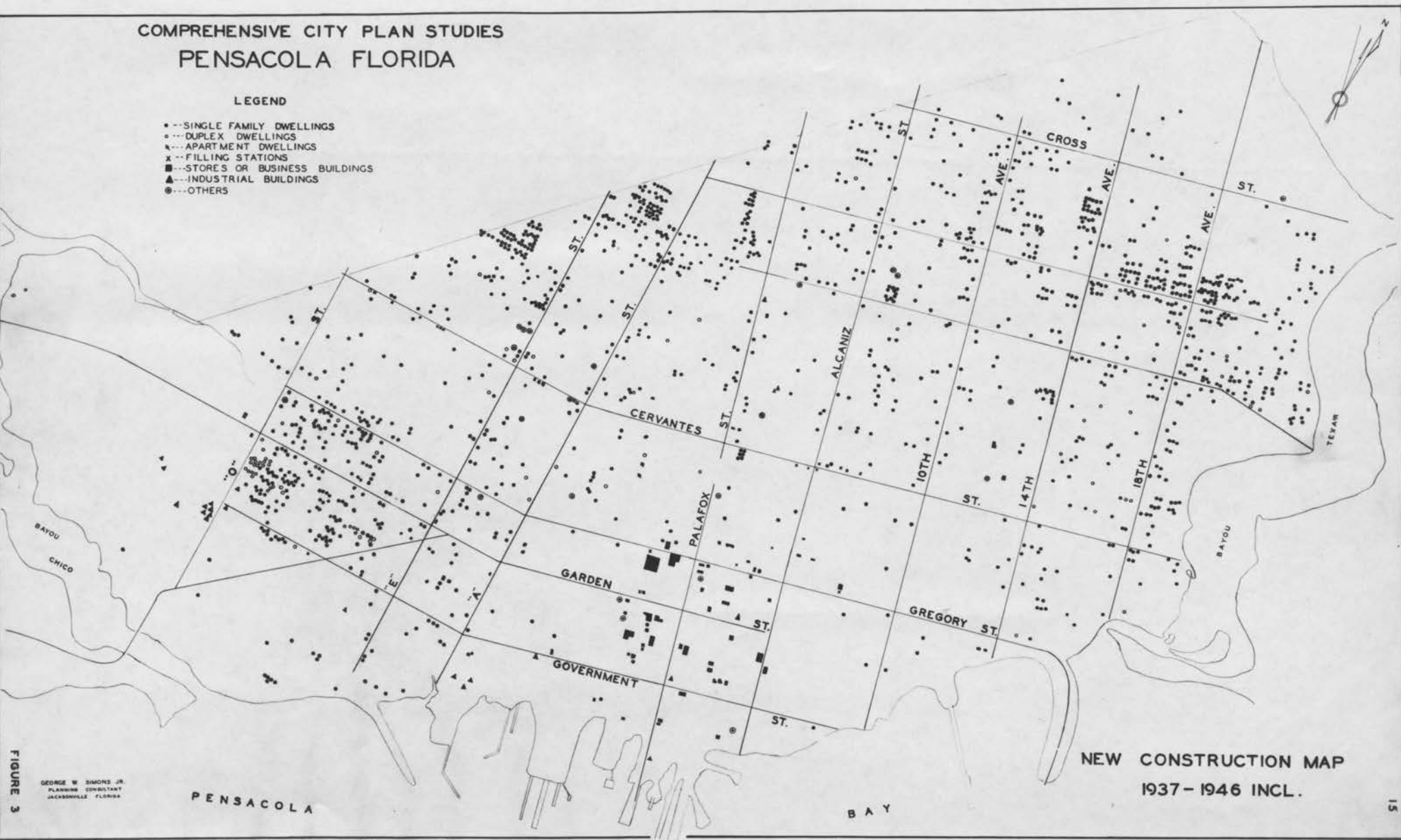
Obviously the character of existing land uses responded to the topography of the area. Railroads sought and utilized the lands of lower elevations most accessible to the port and industry located along rail facilities, and dwellings sought the lands of higher elevations. The north and south depression east of Palafox Street and the railroad at first were a retarding influence to a rapid growth north of Wright Street, east of the railroad but this influence was gradually overcome by the installation of the underpass between Seventeenth Avenue and Gregory Street, the improvement of Alcaniz Street northward and finally, by the construction of the Cervantes Street overpasses. These improvements accelerated the growth of the East Hill section.

Figure 3 showing the trend of building construction in the several sections of the city during the decade 1936-1947, emphasizes the movement of single family dwellings into the favorable upland areas. It reflects also the trend of new residential development westerly along Garden Street

COMPREHENSIVE CITY PLAN STUDIES PENSACOLA FLORIDA

LEGEND

- SINGLE FAMILY DWELLINGS
- DUPLEX DWELLINGS
- ◡ APARTMENT DWELLINGS
- x FILLING STATIONS
- STORES OR BUSINESS BUILDINGS
- ▲ INDUSTRIAL BUILDINGS
- ⊙ OTHERS





L. & N. Right-of-Way
Looking North from Cervantes Street
Viaduct

Tarragona Street

and southerly between Garden and Government Street west of "I" Street.

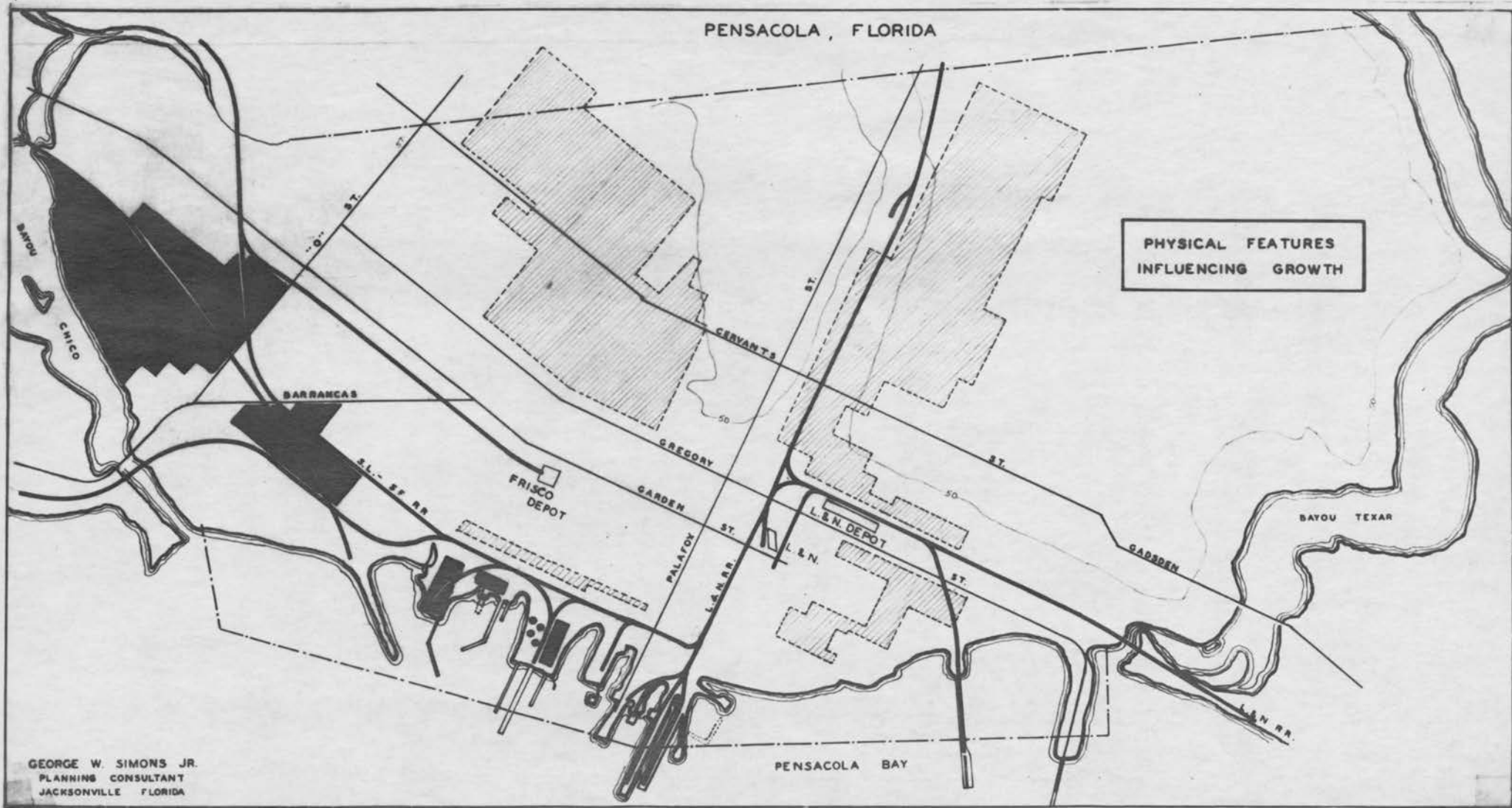
A study of land uses shows how the various lands thruout the city are used. From this one can also note clearly the effect of the topography in segregating the respective uses. The land use picture discloses definitely the predominance of single family uses.

The city as an economic and social unit is responsive constantly to social and economic forces. It is dynamic and not static. In its long history, Pensacola has responded to these various demands and pressures as the original settlement expanded and new areas were opened for use and development. As the processes of expansion proceeded the functions of government and the demands on government multiplied and grew in complexity.

Gradually older, stately residential areas were absorbed by expanding commerce and industry and new dwelling areas were established at successive intervals, remote from the central core. Within recent years the widespread use of the automobile, ineffective two generations ago, has accelerated the forces of decentralization. People are now able to avoid the congestion, noises, fumes and dirt of the more densely settled sections and acquire more desirable dwelling places at and beyond the fringes. The activity of these forces of decentralization in the Pensacola area will be discussed subsequently.

Obviously with each successive extension, new problems arise relating to streets, utilities, schools and public services, which constantly demand the attention of the governing bodies.

Figure 4 shows the barriers that influence directions and character of growth.



POPULATION

GROWTH - DISTRIBUTION - OCCUPATIONAL STATUS - SEX AND AGE GROUPING

"Human beings are the primary agency of social change. The rates at which the population grows, its geographic distribution and the proportions in which it is divided between farms and cities, the racial and national stocks from which it comes, its age trends, sex ratios and marital conditions - all of these help to determine the rapidity and the direction of past and future changes".

Thompson & Whelpton in "Recent Social Trends",
page 1, Volume I.

The people are the city. Where they live and work; what they do; their color, age and sex groupings are all important factors that must be considered in determining the requirements and character of the future community. People mould the kind of community in which they live, work and play.

The relation between the density and distribution of population and the places where people work influence the extent and kind of circulation facilities (streets) that must be provided. The relative distribution and incidence of the younger age groups influence directly the location of schools, also the locations and kinds of recreation facilities that should be provided. The distribution and density of the population and its movements within the city, have direct bearings on the various utility services and the transit system to move the people around. Therefore, a knowledge of people and their characteristics is an important fundamental in any planning program.

Figures 1 to 13 impart much information pertinent to the people comprising the city and its environs.

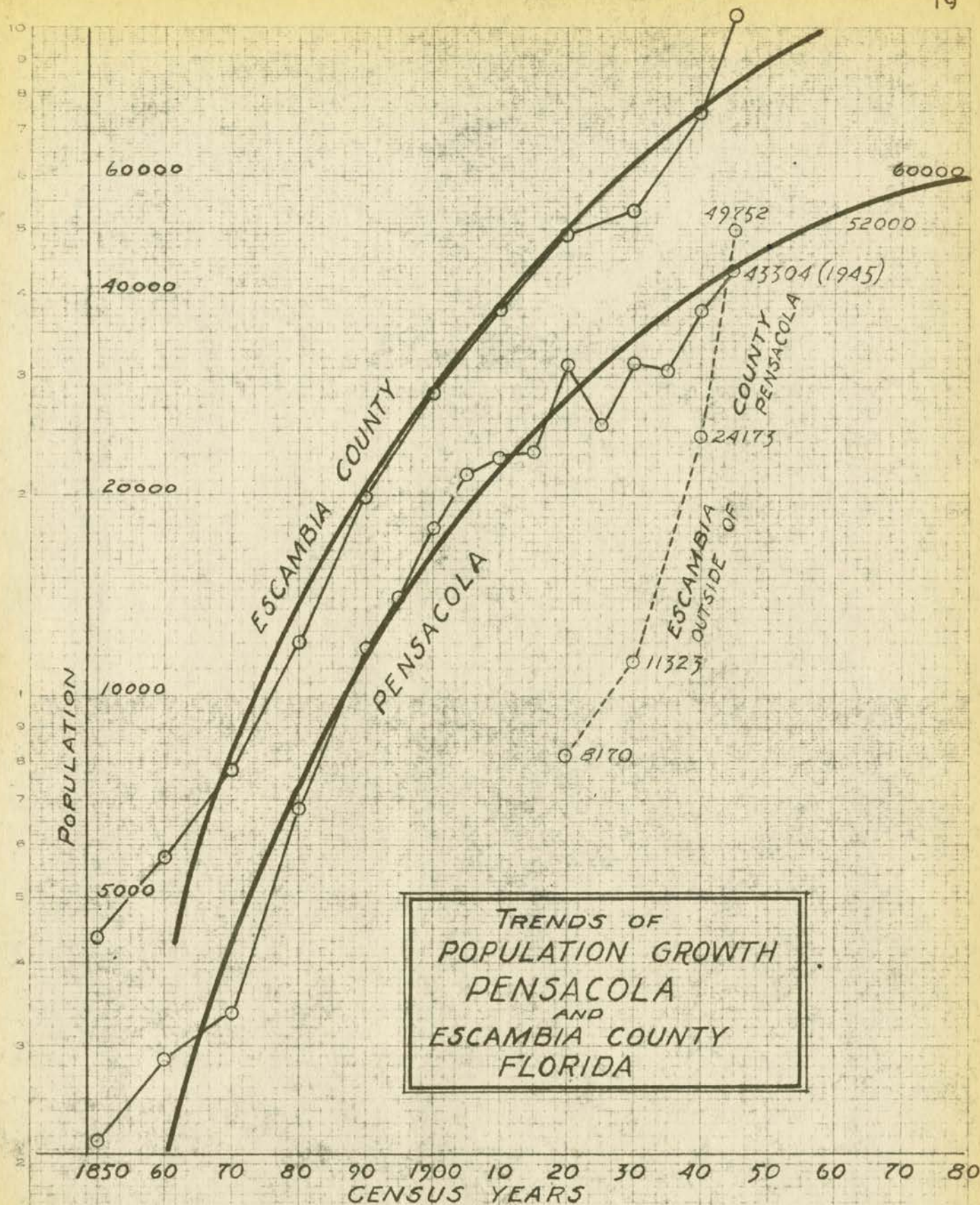


FIG. 5

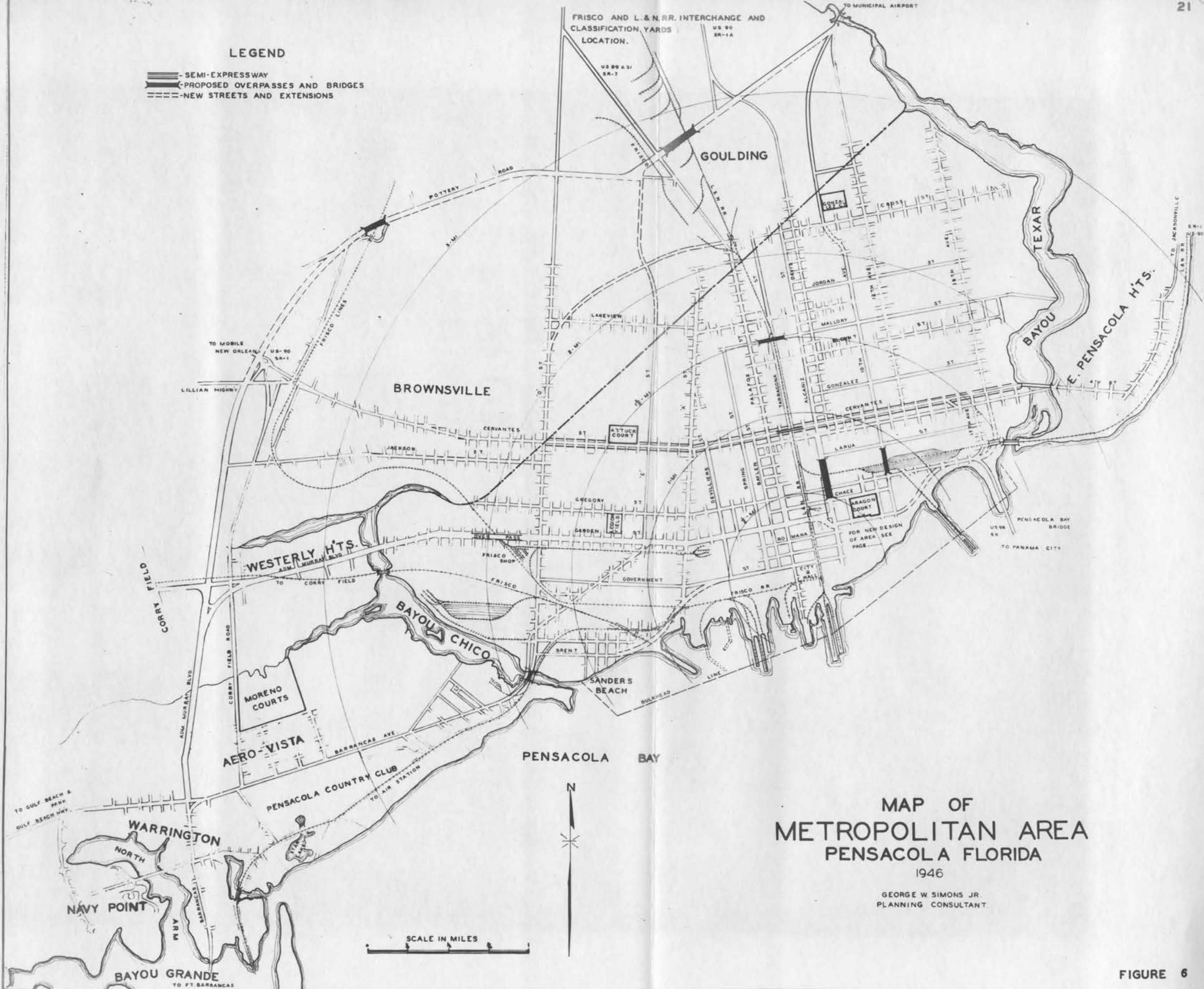
Since 1850, Pensacola has experienced a steady, substantial growth. From 1850 to 1905 (55 years) - thru a period distinguished by a commercial-industrial expansion - its population increased from 2,164 to 21,505, nearly tenfold. The moderate growth of the 1905-1915 decade was again accelerated during the World War I years, the population ascending to 31,035 in 1920. At that time, Pensacola was the third largest city in Florida. From 1920 to 1935 (15 years), the city virtually stood still, actually registering a population decline from 1920 to 1925, but recovering from this recession between 1925 and 1930.

As a major naval air and army training center during World War II, Pensacola felt the full impact of war time growth, the population increasing from 30,826 in 1935 to 43,304 in 1945 - an increase of more than 40 per cent in the decade. But in spite of this growth, it lost in relative importance as a place to live, to Escambia County, the population of which increased from 56,674 in 1935 to 105,262 in 1945, nearly 86 per cent. Figure 1 shows the growth trends of Pensacola and Escambia County. Altho the rate of growth within the corporate area is currently less than it was in the 1850-1905 period, it is still ascending but at a declining rate. The trend in the County tho, including the city, is upwards at a rate greater than that within the city.

Projecting the population growth curve shown on Figure 5 indicates that the population of Pensacola under present conditions may be expected to reach a peak of about 60,000 in 1980, or about 52,000 by 1960. This would represent an approximate 50 per cent increase in population density per square mile within the present city limits. Obviously this increased growth will require a more adequate street system to accomodate the increased number of automobiles,

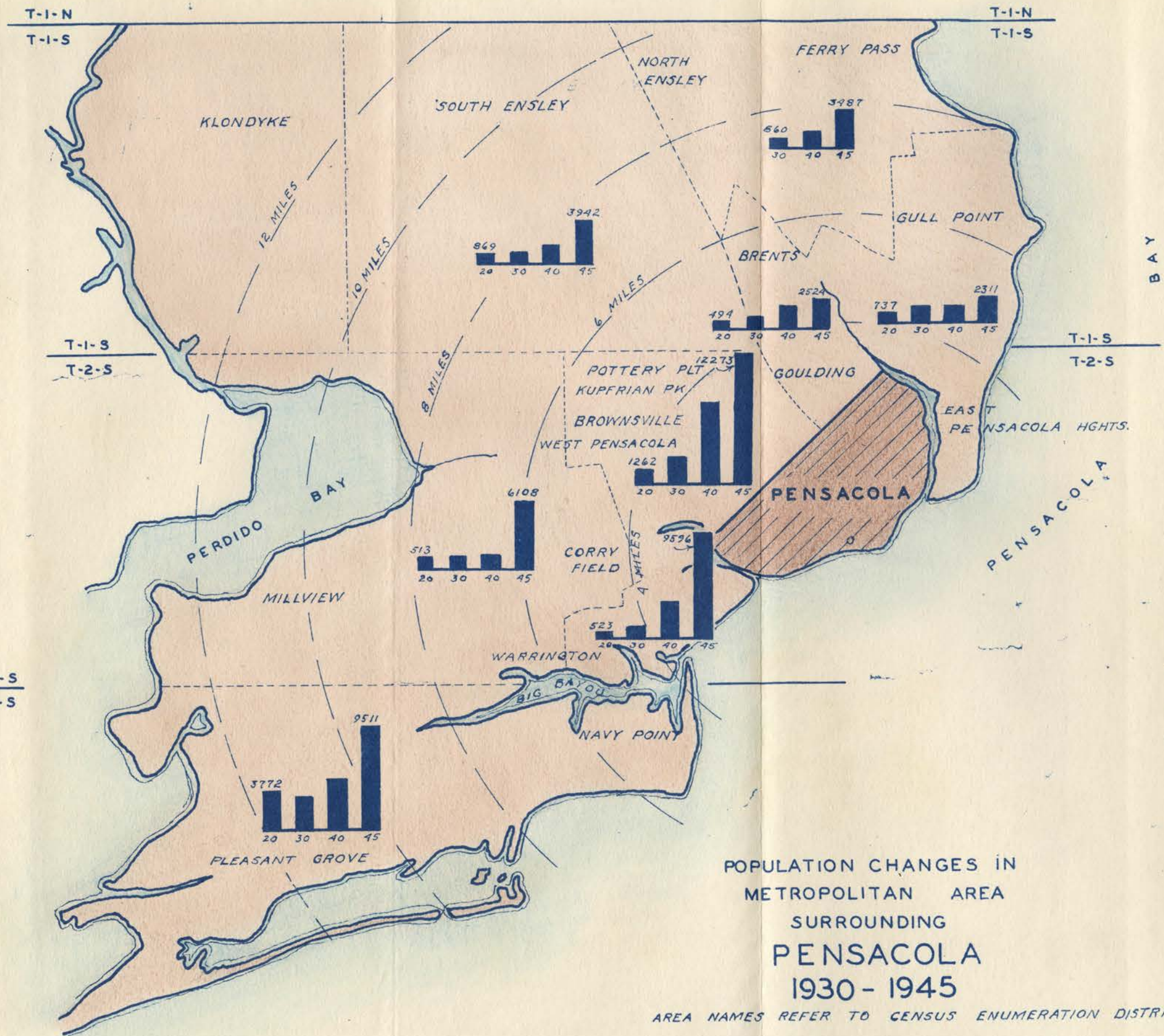
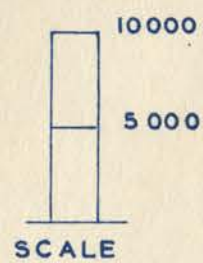
LEGEND

- SEMI-EXPRESSWAY
- PROPOSED OVERPASSES AND BRIDGES
- NEW STREETS AND EXTENSIONS



more utilities and additional schools, parks and recreation facilities. As the city grows, there will be an intense development and growth in areas outside of but contiguous to the city, which growth will also impose a severe impact on the services of the city.

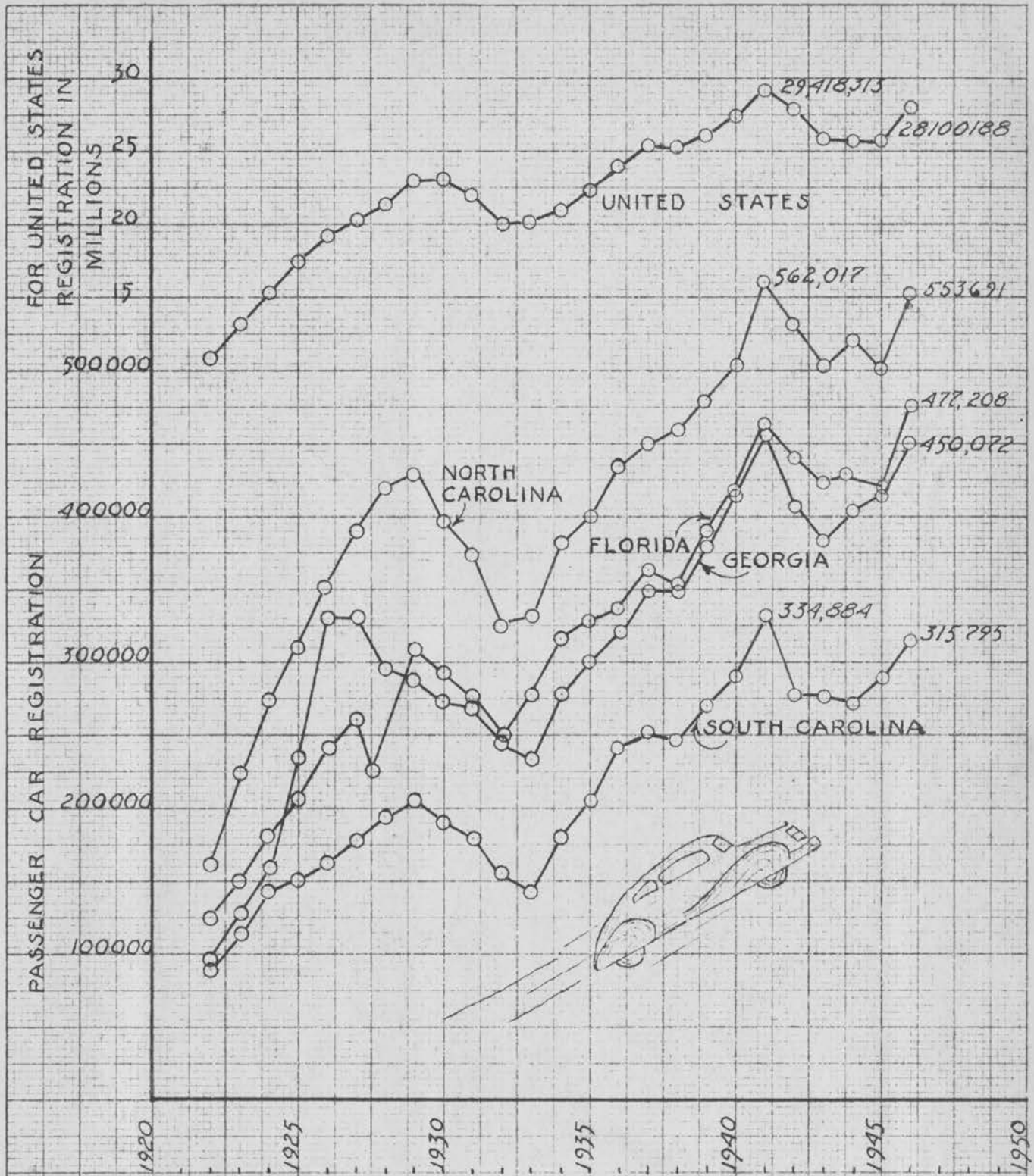
The foregoing population information relates primarily to the city as confined by its corporate limits. This however does not reflect the whole story of Pensacola's people because the corporate area of about seven square miles represents only a part of Pensacola as popularly comprehended. Restricting one's sights to the corporate area is misleading because surrounding this political entity is a much larger, unincorporated metropolitan area (Figure 6) which is as much a part of the Pensacola life pattern as if it were included within the city limits. The growth and characteristics of this outer fringe area and its probable effect on the city must be evaluated in the consideration of any future plans for Pensacola. Many of the people residing in these outer areas work within the city or at the nearby naval establishments or industrial operations. They are a part of and definitely contribute to the city's economic, cultural and spiritual life. Despite the many satellite trading centers outside the city, the Central Business District of Pensacola remains the central focus to which all the people travel, now and then, to transact business peculiar to such central locations - banking, doctors, lawyers, recreation, etc. The city therefore not only has a keen interest in the growth of and conditions prevailing in these outer fringe areas but for its own economic welfare and enhancement, the city must consider the growth probabilities of the outer areas in the development of any plans for improvements within the city, particularly as such plans will provide direct, adequate accessibility and circulation.



These outer fringe areas in which there are still large tracts of undeveloped acreage, may ultimately become parts of the corporate area. In contemplation of such a possibility - however remote that may be - the city is interested in the development of an orderly land subdivision pattern that will conform to the expanding pattern of corporate Pensacola and thereby minimize its difficulties.

Figure 7 pictures the population growth in those unincorporated sections of Escambia County outside of but within a radius of 12 miles. In the areas west and southwest, growth and development has been active, especially around Navy Point, Warrington, Aero-Vista and Brownsville. North and northwest, the growth has been substantial but not as spirited and intense as in the other sections. According to the figures of the State Census of 1945, when the corporate area of Pensacola had a population of 43,304, the outer unincorporated areas shown in Figure 7 had a population of 49,752, exclusive of navy and army personnel.

The rate of growth in the County, as stated previously, is greater than that in the city (Figure 5), due primarily to the growth in the outer unincorporated fringe areas around the city, as shown in Table 1. While the population of the city increased 18.6 per cent from 1930 to 1940 and 15.6 per cent from 1940 to 1945, the population of the outer areas within the 12 mile radius increased 114 per cent and 106 per cent in the respective periods. Another way of examining this picture reveals that in 1940, Pensacola's citizens represented 50 per cent of the population of the county. The most recent figures indicate that the city has lost in relative importance as in 1945 its citizens were but 41 per cent of the county population.



GROWTH OF PASSENGER CAR REGISTRATION 1922-1946

UNITED STATES AND SELECTED
SOUTHERN STATES

FIGURE 8

TABLE 1

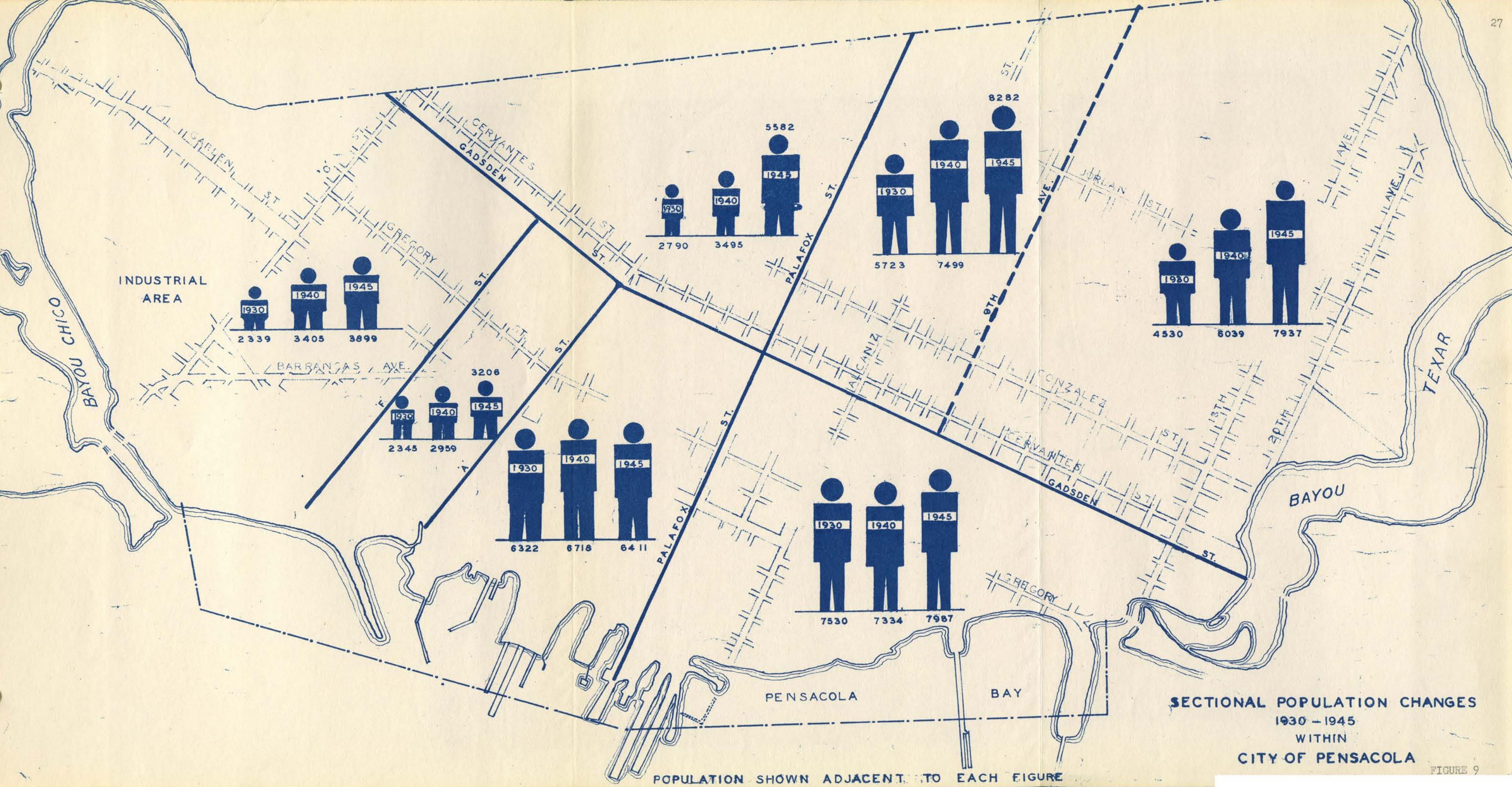
POPULATION GROWTH
INCORPORATED AND UNINCORPORATED AREAS

	<u>INCORPORATED AREA (PENSACOLA)</u>		<u>UNINCORPORATED AREA (FRINGE)</u>		<u>TOTAL</u>
	<u>POPULATION</u>	<u>PER CENT INCREASE</u>	<u>POPULATION</u>	<u>PER CENT INCREASE</u>	<u>POPULATION</u>
1920	31,035		8,170		39,205
1930	31,579	1.75	11,323	38.5	42,902
1940	37,449	18.60	24,173	114.0	61,622
1945	43,304	15.60	49,752	106.0	93,056

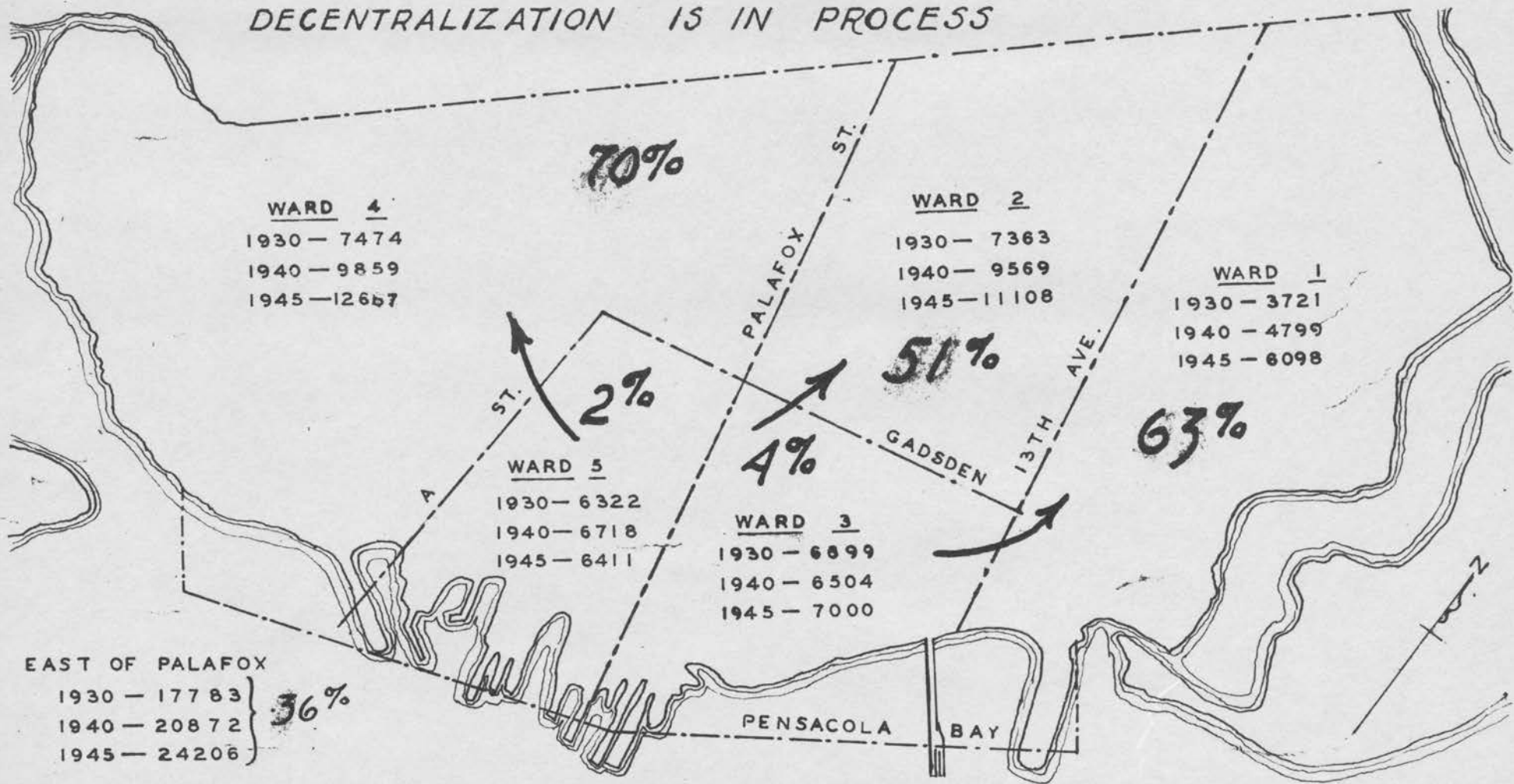
From these trends, the importance of the outer fringe areas to the city is readily apparent. They show that the greater Pensacola area has a population now of nearly 100,000 which currently contributes to the economic welfare of the city. They further reflect that many people who make up the whole Pensacola area are more willing and anxious to dwell in sections outside municipal jurisdiction than inside, yet they want to be near enough to be a part of the city's life and enjoy the many privileges and advantages that it affords.

Population growth of the city and the outer areas, as a whole, is only one part of the picture. The movements of people within the city and their characteristics of age, sex, color and occupational status are other phases.

In the early years of the city, 1850 to 1905, population was distributed outward from the small central nucleus of the old city. Later, with the introduction and wider use of the automobile and the expansion of commercial and industrial activities, population began to spread out. No longer was it necessary for a person to live within walking distance of his business or work. The street car which afforded an opportunity to move into the more desirable, remote spaces was followed by the automobile. The influence of the automobile has been most effective since 1920 (Figure 8).



DECENTRALIZATION IS IN PROCESS



PENSACOLA FLORIDA
POPULATION CHANGES IN WARDS
OF THE CITY
1930-1945

Figures 9 and 10 show the population growths within the city since 1930. It is noteworthy that the increase in the central core was very slight and by 1950 this central area doubtless will show a decrease. With the expansion of commerce into areas formerly occupied by dwellings, the people moved to more desirable sections. The movements into the North and East Hill sections and into the western part of the city are clearly discernible from Figures 10 and 3, the latter showing trends of building permits. Construction in all these areas was intensified during the war years. In these areas there are still many vacant lots to absorb additional dwellings.

These various trends of growth as reflected by population movements and building construction emphasize the desirability of the more remote areas as dwelling places and the necessity of anticipating their future needs in streets, utilities, parks, schools and recreation.

In 1930, Pensacola boasted of 31,579 people of which 51% were females and 49% males. The colored population represented about 30% of the total with the female negroes outnumbering the males by about 25%. Among the whites, the sexes were evenly balanced. By 1940, the slight predominance of females a decade earlier had assumed the aspect of a trend. Only 47% of the population were then males. Numerically the white females were nearly 10% in excess of the males, while negresses had dropped their lead by 10% outnumbering the male negro by less than 23%.

This deviation among the sexes in the decade under consideration was not as striking as the relative proportions of the various age groups. Dividing the population into four classes, pre-school and school (up to and including 19 years of age), the college and actively employed group (20 to 44 years old), the mature employed group (45-64) and the retired or about to

retire group (over 65), the greatest changes occurred in the youngest and eldest groups. The first group dropped from 37.5% to 34% while the eldest group rose from 4% to 5%, a 25% increase. Of the other two middle groups, the actively employed increased less than 5% from 42.4% to 44%, while the mature group showed better than a 6% gain from 16% to 17%.

Escambia County showed similar tho not as marked changes. It must be remembered that the city figures are part of the county's and any difference in the trend between the two would be due to a preponderance on the county's side. The youngest group dropped approximately 6% from 40.7% in 1930 to 37.7% in 1940. The eldest group increased only 15%. The actively employed group in the county rose 8% by 1940 to 43.3% of the population. The relationship between these two groups over the decade was represented by a widening gap due to the reduction in the youngest group on the one hand and an increase in the next group on the other, until it reached a difference of 15%. The third or mature group for the county reversed the general trend and contrary to the direction of its urban counterpart showed a decrease from 15.4% to 14.5% or approximately a 6% change. The eldest group, on the other hand, affirmed the trend by increasing from 3.9% to 4.5% or better than 15%.

In the county, the colored population of 26% in 1930 had dropped to 23% a decade later. Contrary to the urban trend, the white males increased from 36% to 41% while the females showed practically no change. Thus in the county, outside of the city limits, there is a definite increase (which the next Federal census may well show to be decided trend) in the vigorous young active group, predominantly male.

From Figure 11, it is of interest to note the divergencies and parallelisms

POPULATION CHARACTERISTICS PENSACOLA, FLORIDA

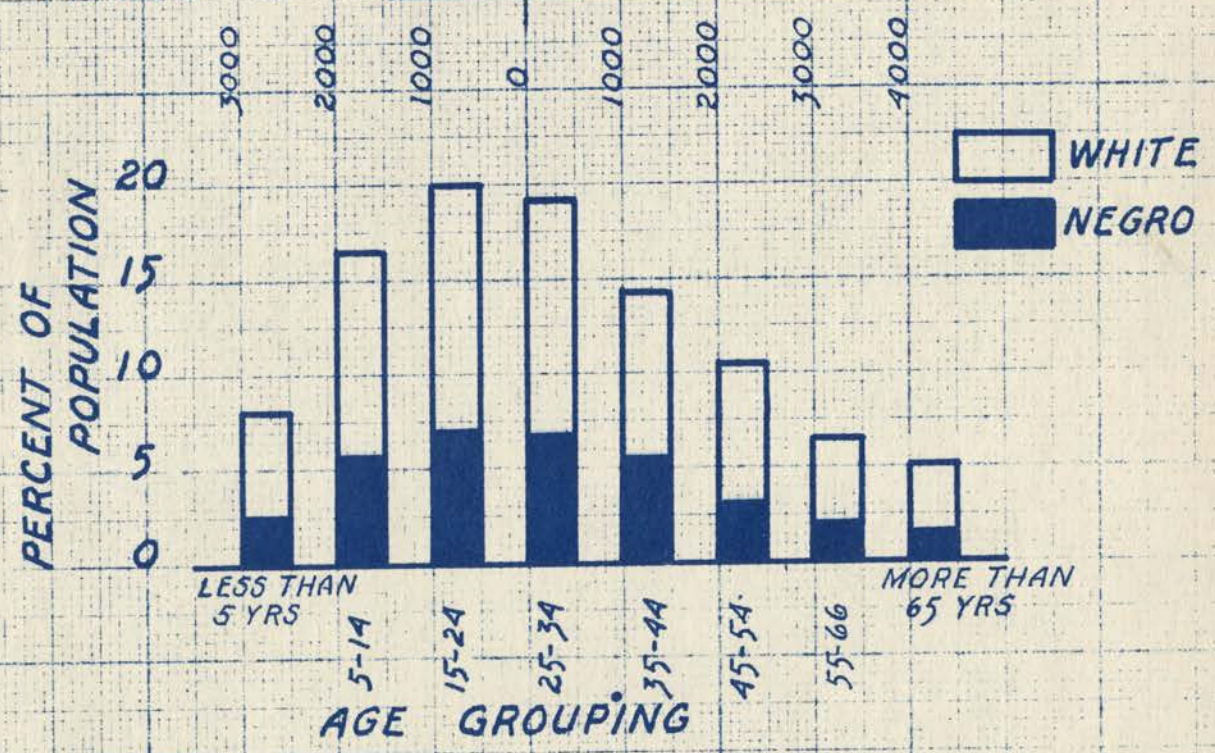
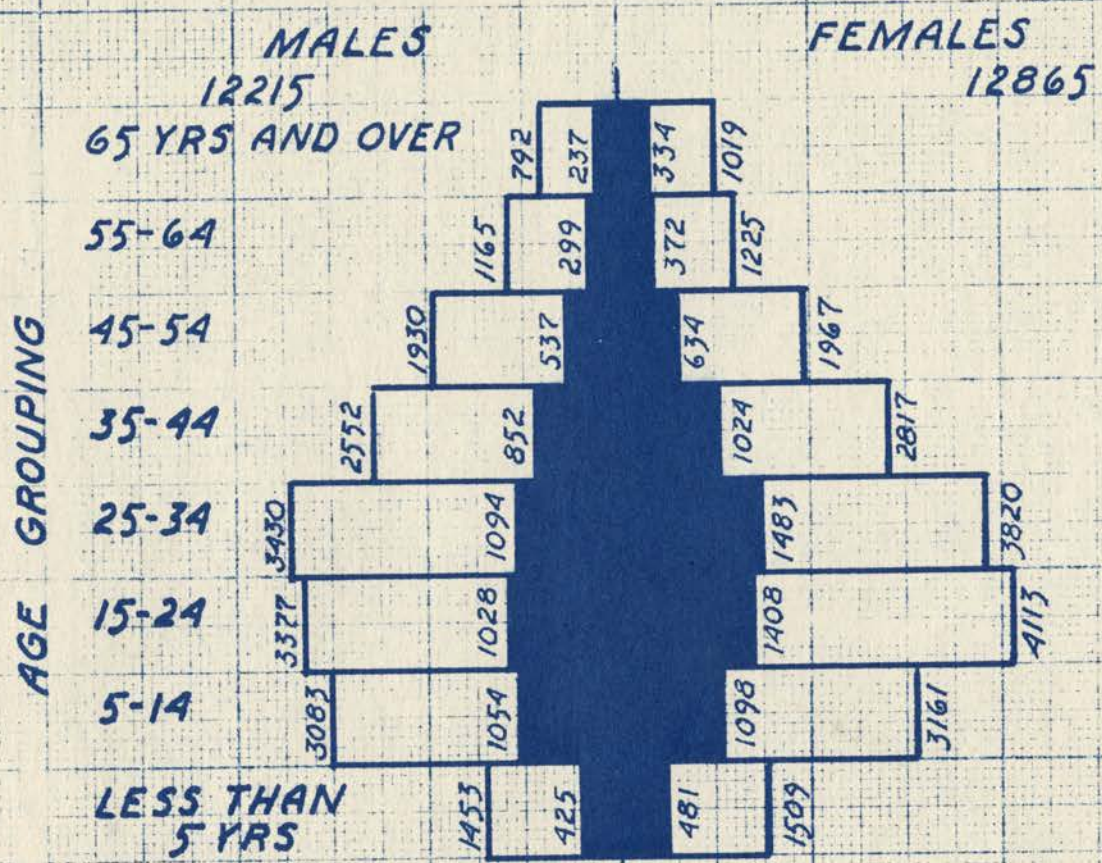
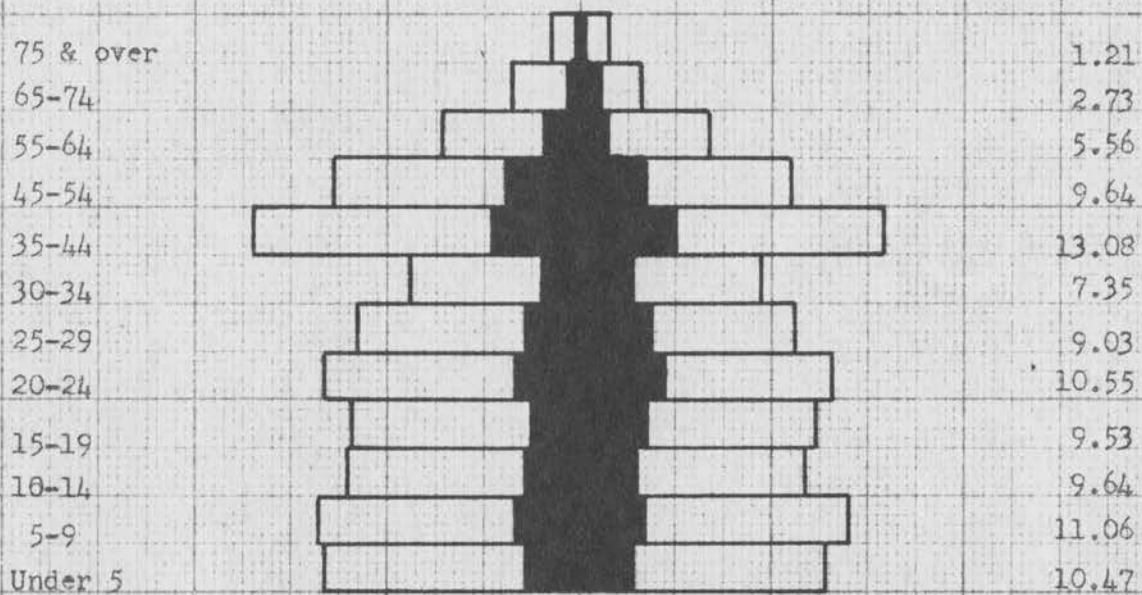


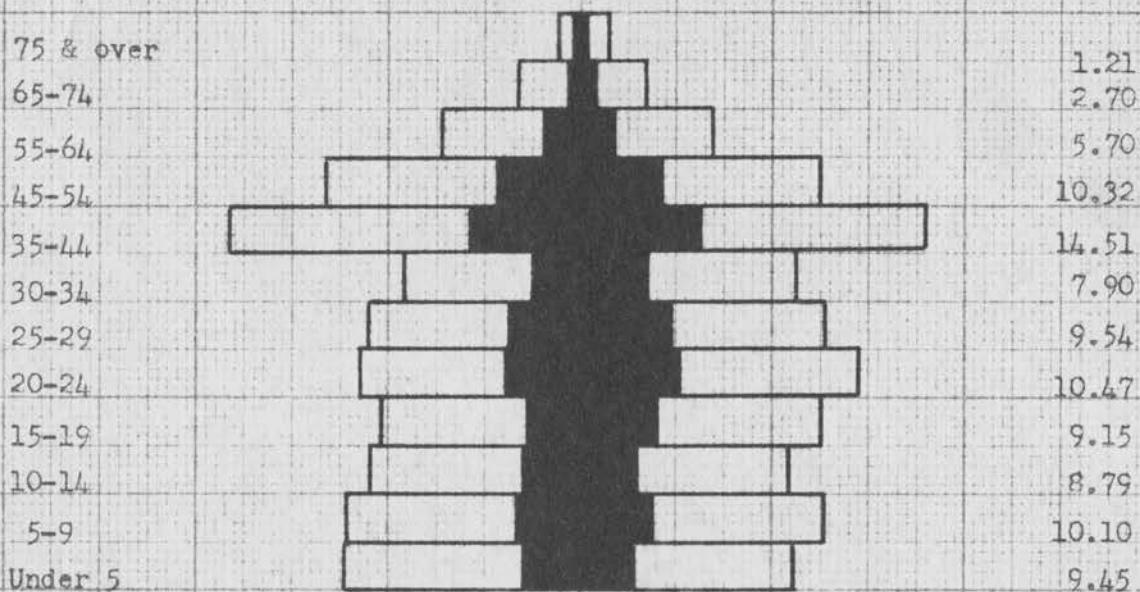
FIGURE 11

ESCAMBIA COUNTY AGE AND SEX GROUPINGS 1930

Percent
By Age
Group



PENSACOLA AGE AND SEX GROUPINGS 1930



MALE

FEMALE

8 7 6 5 4 3 2 1 % 1 2 3 4 5 6 7 8

FIGURE 11

ESCAMBIA COUNTY AGE AND SEX GROUPINGS 1940

Percent
By Age
Group

75 & over

1.15

65-74

3.35

55-64

5.58

45-54

8.95

35-44

12.93

30-34

8.23

25-29

10.58

20-24

11.53

15-19

10.13

10-14

9.23

5-9

9.02

Under 5

9.32

PENSACOLA AGE AND SEX GROUPINGS 1940

75 & over

1.36

65-74

3.65

55-64

6.38

45-54

10.41

35-44

14.35

30-34

8.76

25-29

10.61

20-24

10.38

15-19

9.52

10-14

8.71

5-9

7.97

Under 5

7.90

MALE

FEMALE

between the various age groups, as explained above. These swings and variations, both within and between the city and county reveal, because of the steady increase in population, that in-migration has been a very definite factor in the area, as the difference between the birth and death rates, both steadily falling, cannot account for the increase. The city and county both have advantages which make them attractive to more mature people.

In spite of the high urban birth rate which exceeds even that of the peripheral area and the county, it is not sufficient to maintain the present level of population. The soaring population figures are due to in-migration of two distinct classes; those who find within the city or the region an ideal spot for retirement, and those who find within the same space the economic opportunity to maintain the local "way of life". The former may swell the population temporarily, but it is the latter who, by their economic and family ambitions, will contribute most to the ultimate stability and growth of the area. This group must be given every consideration in the development of the various phases of the municipal plan, or one by one they will slip away with their families to other more appreciative regions.

The inhabitants are variously employed. Of the group over fourteen years of age, 28,957, or slightly over 50% are gainfully employed. Approximately one-third of them are women (4,745). Of the employed men in the county, less than half of them reside in Pensacola, but of the employed women, more than two-thirds of them are city dwellers. Of all the women in the county not gainfully employed, half live in the city. Yet of all those women seeking employment two-thirds of them live in the urban area also. Thus it would seem that altho the percentages between the city and county

may be different for employed women, numerically those not in the labor force are about equally divided between the urban and suburban areas. It would follow that the excess of men in the environs are employed bachelors, that the fall of the birth rate for the city has caught up with the decreased death rate and that the population is outstripping the national averages in growing older.

The largest employer in the entire county is the Federal Government. Long established here the employees are trained skilled and clerical workers for the most part. The next most important groups are the service workers, providing goods and services for their neighbors and fellow-citizens. They include all of the distributive trades for food, clothing and other supplies, the lawyers, doctors and dentists, the barbers and beauticians, cleaners and dyers, etc. The largest private enterprises run by the people have to do with the transportation of goods. Altho Pensacola has lost her former pre-eminence as a shipping port, it is still the terminus of a great railroad which taps thousands of miles of productive territory to bring freight and cargo to the port for trans-shipment by coastwise or foreign steamships to all parts of the world.

DENSITY OF POPULATION

Figure 12 shows how densely the various sections of Pensacola are occupied. For the gross area of the city there are about nine people per acre. In the central core, represented by the area south of Garden Street, between "A" Street on the west and Sixth Avenue on the east, the density is 7.26 people per acre. For the East Hill area, east of Ninth Avenue, the density approximates 6.1 people per acre but for the well-built-up section between Alcaniz Street and Seventeenth Avenue and between Gadsden and Blount Streets, the density is 14.7 people per acre. The North Hill area has a density less than 10 people per acre and that southwest section, south of Gadsden and west of "F" has a density of only 3.6. The "Long Hollow" area north of Gadsden, between Alcaniz and Palafox has a density of 15.6 people per acre.

From this study, it is quite apparent that none of the lands of Pensacola are over-crowded to the point of danger. Densities of 12 to 15 people per gross acre are not unreasonable. Judging from land subdivision and building practices of the past, the density of land utilization per gross acre will not exceed 15 people.

MAJOR STREET PLAN

"Under present-day techniques, congestion is not a necessary condition for communication and cooperation."

Lewis Mumford in "City Development".

Land, in addition to other qualities, must be accessible in order to be useful for dwelling or industrial purposes. Accessibility is provided by a network of streets and highways. It is this network which comprises the structural frame around which the community develops. The direction, character and probabilities of growth depend largely upon the effectiveness of the street system in serving its contiguous areas.

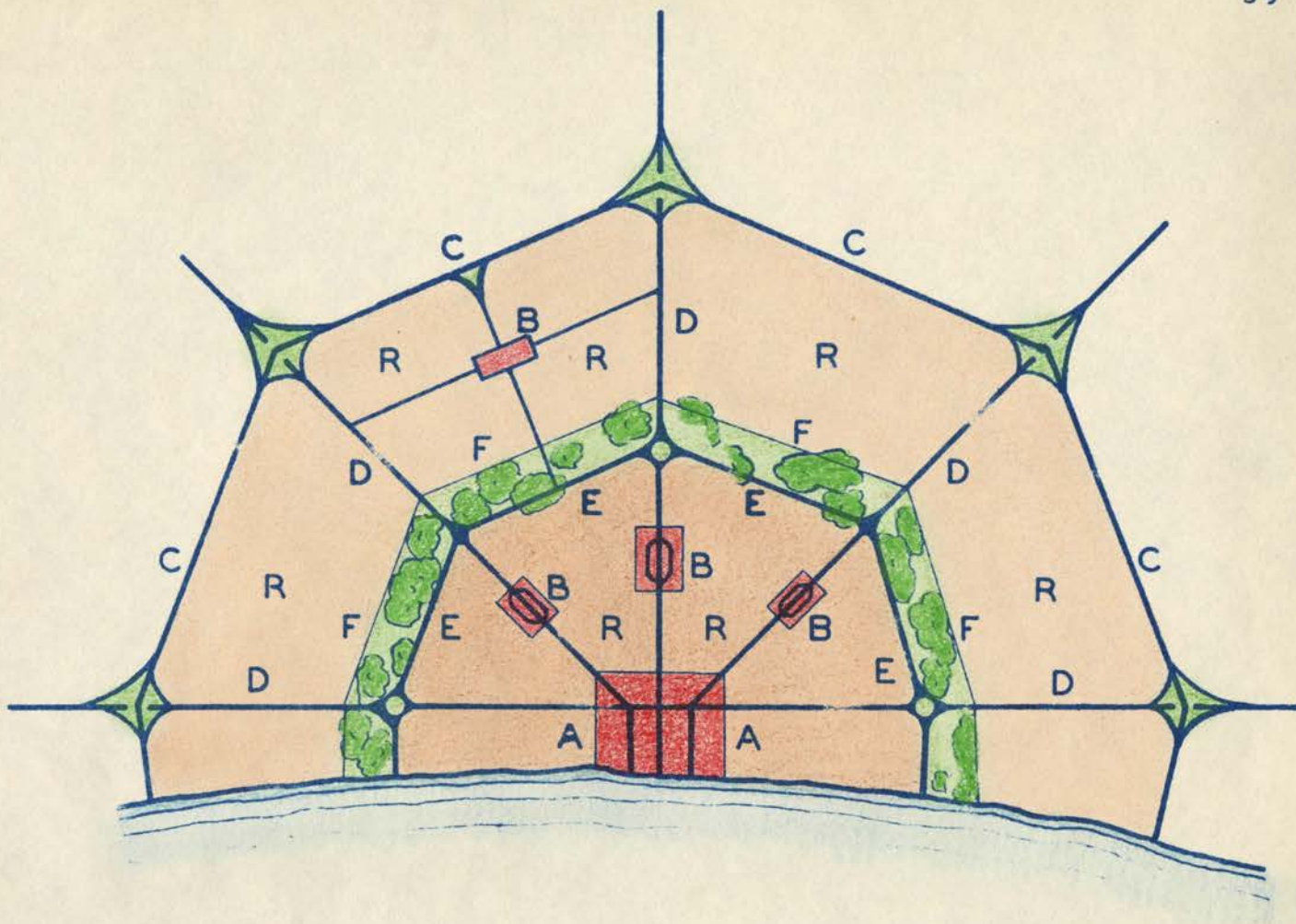
The street plan laid down for the original settlement (Figure 1) has been extended thru the intervening years into a rigid gridiron pattern without regard for topographical features. From north to south and from east to west the streets run straight and direct with a minimum of dead ends, constrictions, jogs and reverse curves that so often characterize the origins of old cities.

Considering the period in which the street system was conceived, it must be concluded that the generosity of the original developers in contributing land for streets was met by those who succeeded them and perpetuated the original pattern. Certainly when street widths of seventy, eighty and one hundred feet were defined, no one anticipated the demands of the present technological era. For this, the present and future citizens of Pensacola owe a debt of gratitude to those forebears. With few exceptions, existing street widths (from property line to property line) are adequate to accom-

moderate the wider roadways essential to handle ever-increasing traffic flow. Of particular interest are the relative locations of the five north-south one hundred feet wide streets in the East Hill area, Tenth, Fourteenth and Eighteenth Avenues and Cross and Gonzalez Streets (Figure 13).

The basic practices of land subdivision, nearly uniform thruout the city, have resulted in blocks approximately three hundred by four hundred feet outside of the central business district. This pattern allocates more land for street purposes than is usually found in cities. The amount of land allocated to streets in the average American city approximates twenty per cent. In that area of Pensacola east of Eighth Avenue and north of Wright Street, more than thirty-five per cent of the land area is devoted to streets. The same small blocks prevail thruout the city resulting in a much higher ratio of streets to total city area than exists in all but a very few American cities. This is the principal criticism of the prevailing street and block pattern. By closing certain streets and thereby reducing the number of intersections, super-blocks could be created advantageously in selected sections of the city.

Topography, altho neglected in the development of the street pattern, has been instrumental in determining the relative importance and usage of streets and hence, the direction and type of urban growth. It has been allowed to interfere with the delineation of an ideal street system consisting of radial main arteries fanning outwards from the central business district and interconnected at intervals marked by greenbelts and business districts, by a web of circumferential or secondary streets (Figure 14). Accepting Palafox, Garden and Gregory Streets as serviceable radials around which a major street framework may be constructed direct access can be obtained



IDEAL CITY

LEGEND

- A - CENTRAL BUSINESS DISTRICT
- B - ---- NEIGHBORHOOD BUSINESS
- C - ---- OUTER CIRCUMFERENTIAL
- D - ---- RADIALS
- E - ---- INNER CIRCUMFERENTIAL
- F - ---- GREENBELT
- R - ---- DWELLING AREAS

between the central business district, correlating the various sections of the city and the contiguous metropolitan areas and a better distribution of traffic flow promoted.

Palafox Street is the principal north and south artery extending from the central business district (U. S. 29 and 31) thru Escambia County to the Alabama line at Flomaton. It virtually divides the corporate area into halves. Palafox Street therefore has a dual importance, a street to serve local traffic needs and also to serve the traffic entering the city from the tributary area north of the city.

Garden Street on the other hand, extending westerly from the central business district to Admiral Murray Boulevard and thence south and southwest serves Aero-Vista, Warrington, Navy Point and the Naval Air Station. Barrancas Avenue from its intersection with Garden Street provides a supplementary street into the same outlying tributary region. Altho Garden Street now terminates two blocks east of Palafox Street it does at that point intersect Alcaniz Street which is a principal north and south street serving areas east of the railroad. In many respects Alcaniz Street bears the same relationship to the East Hill section as Palafox Street does to the North Hill section. Topography has been a factor here.

Gregory Street is a prominent east and west radial from the central business district, extending from "O" Street on the west to the Pensacola Bay bridge (U. S. 98) on the east and also connects via the underpass with the East Hill section at Seventeenth Avenue. Since this radial, like Palafox, serves much local traffic as well as traffic from a large tributary area southeast of the city, it too serves a dual purpose. Gregory Street, located south of the railroad, like Garden Street, intersects Alcaniz Street and also

provides connections with Tenth, Fourteenth and Seventeenth Avenues to the north.

South of Garden Street, extending thru the central business district east and west, are Romano, Intendencia, Government and Zaragossa Streets of which Government is the most important. Government Street has a greater width than either Romana or Intendencia Streets and affords the southern part of the central business district direct access to the industrial area and "O" Street and easterly to Ninth Avenue thence to Gregory Street. These several streets provide a radial distribution into the various parts of the corporate area and beyond.

All east and west streets north of Gregory Street as elements of a grid-iron pattern, are useful but some are more important from a structural standpoint than others - also because of topography. Of these streets, Cervantes is the most important, extending across the corporate area from Bayou Texar on the east to the city limits on the west. Cervantes Street (U. S. 90) is most important as a channel for local traffic but like Palafox and Gregory Streets it also has a dual purpose. It serves tributary areas east and west of Pensacola along U. S. 90. Cervantes Street, located in the uplands section of the city, is the only street provided with an overpass bridging the railroad right-of-way and depressed area between Palafox and Alcaniz Streets. All other streets paralleling Cervantes cross the depression and the railroad at grade. As Palafox Street divides the city into east and west sections, Cervantes Street divides the city into uplands (north) and lowlands (south) sections.

Of the other streets north of Gregory Street, excepting Cervantes Street, Gonzalez, Mallory, Jordan and Cross are located geographically to

render increasingly important service. These streets all extend across the railroad from "A" Street easterly to Twentieth Avenue and beyond, but the east and west portions function more or less as separate segments. Gonzalez, Mallory, Jordan and Cross Streets are especially important to that portion of the city east of Alcaniz Street whereas the same streets west of Palafox Street serve more or less as neighborhood tributary feeders to the North Hill Section. Altho the rights-of-way of these streets are continuous, functionally they are divided.

Davis Street is also an important street on the east side of the tracks serving primarily the negro "Long Hollow" area. North of Cervantes Street, it is designated as an Alternate U. S. 90 to the east, extending into the northeastern portion of Escambia County.

Other important structural members of the north and south street framework are Baylen, Spring, DeVilliers, "A", "E" and "O" Streets, west of Palafox Street and Tenth, Fourteenth, Eighteenth and Twentieth Avenues, east of Alcaniz Street. Most of these streets are of local interest primarily and therefore of secondary value, excepting "O" Street. Barrancas Avenue has been referred to previously.

"O" Street is an outer circumferential in the western part of the city - destined to be one of the most important arteries in the Pensacola area. Its importance to the State highway system already has been recognized by the State Road Department which has assumed responsibility for its widening and further improvement. Currently the State Road Department is constructing a new bridge across Bayou Chico channel connecting with a new approach to "O" Street. "O" Street serves the Warrington, Navy Point and Naval Air Station via Barrancas Avenue; it also serves the large industrial area west

thereof. Extending northerly it intersects such important streets as Government, Garden, Gregory and Cervantes and thence proceeds via the Pottery Road into Palafox Street in the Golding section. As an outer circumferential it has a distinct and prominent place in the street pattern.

In summary, the foregoing streets comprise elements in the street pattern which when correlated and coordinated will constitute the Major Street Plan for the city. Improvements and suggestions for accomplishing the desired results will now be considered.

Intercommunication is indispensable to a city's existence. Raw materials and foodstuffs must be delivered from the tributary area, customers from remote and fringe areas must have access to the trading and service centers, products must be moved from storage and distribution foci to retail establishments, workers must have ready access to their places of employment in the least possible length of time, the productivity of one section must be exchanged with that of another. Obviously these various movements from one part of the city to another should be expedited safely and quickly with a minimum of delay and in the most direct way.

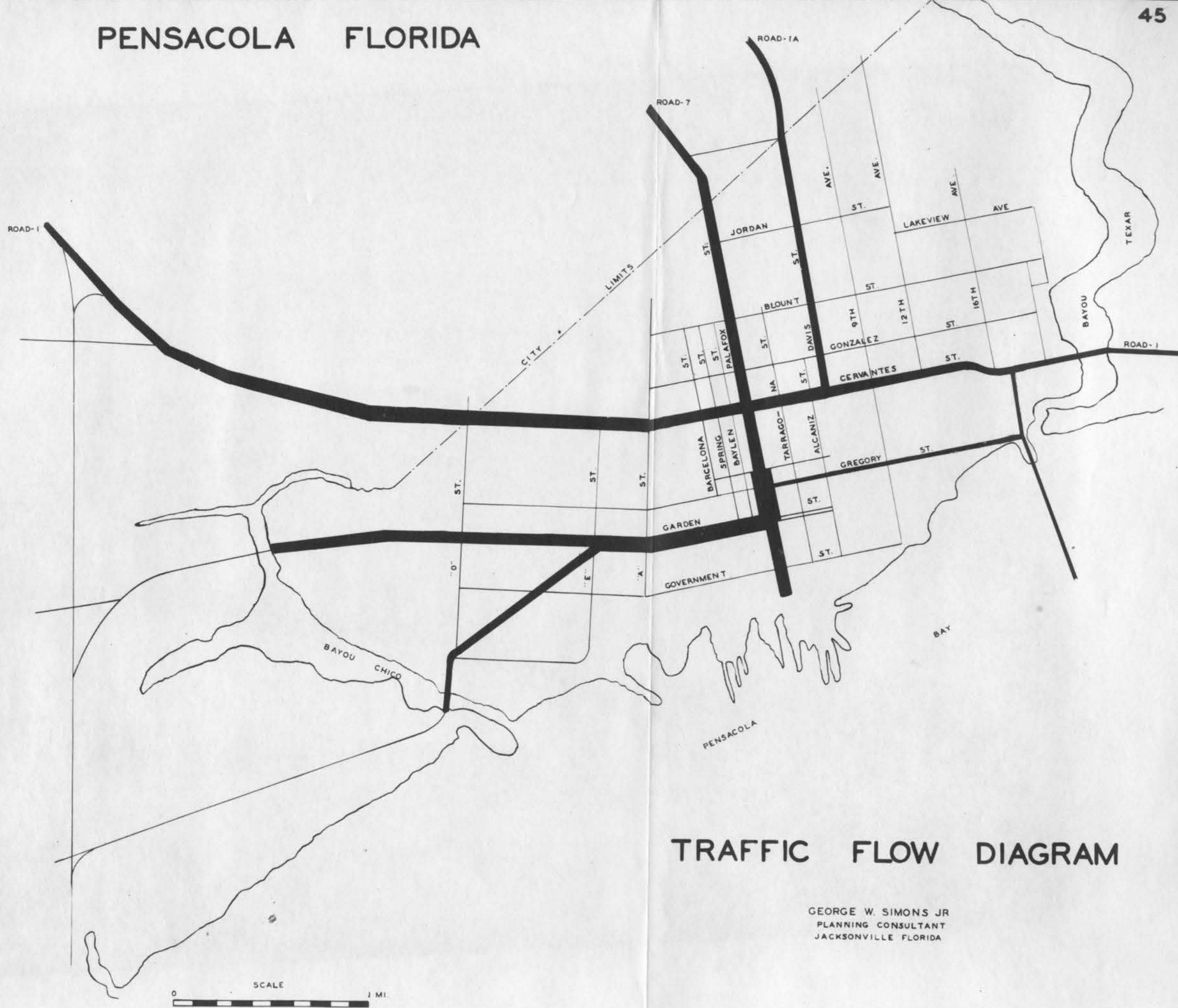
The greatest volume of automobile traffic circulating within a city is of local origin; only a relatively small portion is "thru" traffic or even traffic coming into the city from the outside. And too, much of the city's traffic is directed toward or thru the central business district, whether originating within or outside the city. The congestion resulting from such traffic accumulations encourages excessive traveling time and needless, costly delays from which both industry and commerce suffer as well as the nerves of the driver.

Much of the traffic circulating in the existing street pattern can be

distributed more evenly by relieving heavily burdened arteries with a few extensions, modifications and improvements. Frequent cross town streets, circumferential by-passes and the opening of new routes will direct traffic into new channels of flow and simultaneously encourage a more uniform development of residential districts. An adequate system of major and secondary streets is the best assurance of orderly growth.

The Major Street Plan will provide a network of primary and secondary arteries to overcome defects in the prevalent traffic flow pattern of the city. It will consist of radials, cross town and circumferential streets. The primary trunks will be selected to serve best the anticipated land uses of the various sections as reflected in the Zoning Plan. The several trunks will also be arranged so as to encourage and preserve the integrity and character of the various residential areas.

Observations of traffic movements in various parts of the city and its surrounding area disclose how the several members of the structural framework are utilized. Cervantes, Gregory, Alcaniz, Garden, Barrancas and Palafox Streets carry the principal traffic loads (Figure 15). Because of its prominence as the principal commercial street much of the traffic flow is channeled from the several tributary regions into the Palafox-Garden Street focus. Traffic originating in the East Hill area, destined for the central business district uses one of three principal routes of travel, (1) the Seventeenth Avenue underpass and Gregory Street; (2) parallel east and west access streets to Alcaniz Street, thence to Garden Street, or, (3) Cervantes Street to Palafox Street and thence to the central district. Traffic from the North Hill section destined to the central district follows parallel streets east to (1) Palafox Street and thence south, (2) Spring or Baylen



TRAFFIC FLOW DIAGRAM

GEORGE W. SIMONS JR
PLANNING CONSULTANT
JACKSONVILLE FLORIDA

Streets and thence south. East Hill traffic destined to the North Hill area uses Cervantes Street predominantly while traffic from the Goulding section and north of the city destined to the central area follows Palafox Street and that destined to points east and west of the city travels Palafox Street to Cervantes Street and thence east or west. Traffic from the Warrington, Navy Point section destined to the central district or to East Hill generally follows the Barrancas Avenue, Garden Street, Alcaniz Street route. Much of the traffic originating in the Warrington, Naval Air Station section follows "Q" Street to Pottery Road and thence north via Palafox Street. With some improvements these several lines of heavy traffic can be distributed more evenly over the entire network in traveling from point of origin to destination.

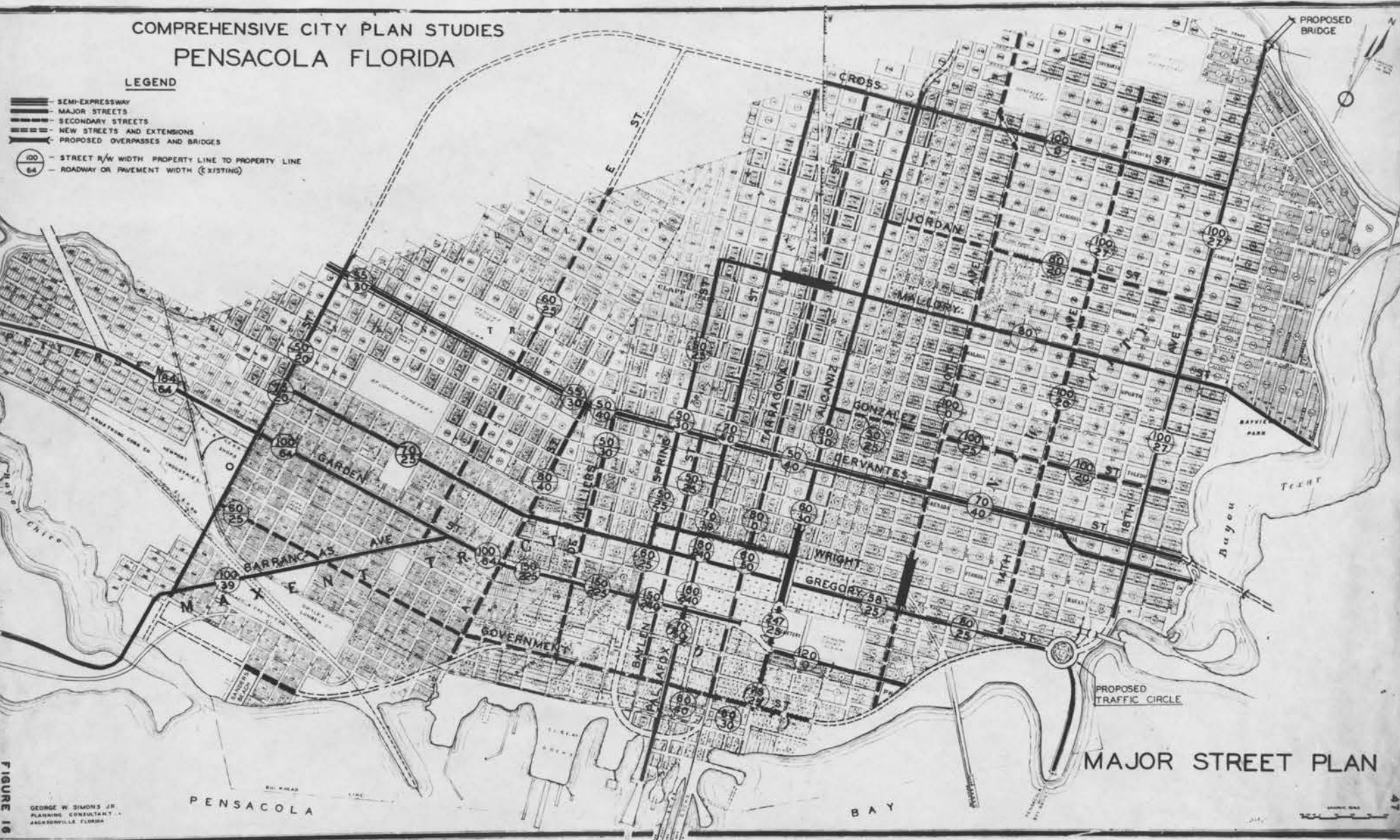
Alcaniz Street is a natural interceptor of traffic originating in or destined to that large area east thereof. As an important traffic artery it is defective in two respects: (1) it has insufficient width and (2) it has a hazardous grade crossing near the L. and N. depot. Both of these conditions should be corrected. Currently Alcaniz Street has a width of 60 feet with a roadway 30 feet wide. To more adequately accommodate the increasing traffic flow of the future and to enhance further its utility value as a primary artery, it should ultimately be widened to 80 feet with a minimum roadway of 60 feet (four moving lanes). Ultimately the grade crossing at the L. and N. tracks should be eliminated by an overpass extending from Chase Street on the south to Jackson Street on the north. Such an overpass would also extend over Gregory, Wright, Belmont and LaRue Streets (Figure 16).

The East Hill section is one of the fastest growing areas in Pensacola

COMPREHENSIVE CITY PLAN STUDIES PENSACOLA FLORIDA

LEGEND

- SEMI-EXPRESSWAY
- MAJOR STREETS
- SECONDARY STREETS
- NEW STREETS AND EXTENSIONS
- PROPOSED OVERPASSES AND BRIDGES
- STREET R/W WIDTH PROPERTY LINE TO PROPERTY LINE
- ROADWAY OR PAVEMENT WIDTH (EXISTING)



MAJOR STREET PLAN

PENSACOLA

(Figure 9) consequently its traffic demand will become increasingly greater with the passage of years. Currently some 15,000 or more people live east of Alcaniz Street and north of the railroad. As the vacant areas in the northern and northeastern parts of East Hill and the Pensacola Heights area are developed this population will increase ultimately to 20,000 to 25,000 people which means a traffic volume of nearly twice the present originating in these areas. In addition to the traffic volume that can be anticipated as originating in these close-in areas, there will be the increasing volumes from the outlying fringe and rural areas to the north and east that are also in a process of intensive growth. A greater part of the fringe and rural growth north of the city, east of the railroad, will channel thru Alcaniz Street whereas that from the east across Bayou Texar will channel thru Cervantes Street unless another bridge is provided at the northern extremity of Eighteenth Avenue.

To augment the traffic capacity of Alcaniz Street, Tenth, Fourteenth and Eighteenth Avenues (all 100 feet wide) should be developed as major arteries. A second overpass over the railroad should be located at Tenth Avenue and the underpass now leading into Seventeenth Avenue should be moved to Eighteenth Avenue which street would then become a primary artery to the north. The roadways in these streets (Tenth, Fourteenth and Eighteenth) should be widened and traffic directed to their utilization. One of the objects of improving these major streets is to increase their utility value to the point which will attract traffic. Such improvements as here proposed for the north and south streets, east of Tarragona Street, will provide that entire area with a structural framework adequate to meet its growing needs for many years to come.

Palafox Street will always be a street of major importance from the



Alcaniz Street and
L. & N. Railroad Crossing

From North to South

From South

Overpass at
This Grade
Crossing



Tarragona Street

Rail Tracks Impede
Traffic Flow

Route of
Jefferson Street
North of
Government Street



north into the central business district. The volume of local traffic tributary to it from the North Hill section will increase as that area continues to improve and develop. Like the East Hill section, that area west of Palafox Street and north of Blount Street has experienced an intensive growth and judging by the amount of desirable land available for development, it will continue to grow. Then too, the fringe and rural areas to the north and northwest are growing. Industrially, the Goulding section has expanded and with the creation in this area of a joint interchange rail facility, its industrial potential will improve. It is the most promising industrial area in the metropolitan area. Palafox Street therefore must be visualized not only as a street to carry traffic of origin within the city but passenger and truck traffic originating outside the city, traffic destined to points within the city and to points in the outer tributary area.

North of Wright Street, Palafox Street has a width of 70 feet with a roadway 40 feet wide which should be adequate for some years but ultimately these widths north of Cervantes Street may need widening to 80 feet and 60 feet respectively.

The efficient serviceability of Palafox Street is now seriously handicapped by its narrow circuitous routing around Lee Square at the top of the hill. The traffic channels around the monument should be changed in such manner as to retain the beauties of the park and not disturb the monument, thus eliminating a hazardous condition and providing a smoother flow of north and south traffic.

Baylen, Spring and DeVilliers Streets are very important north and south streets serving areas west of Palafox Street, especially the North Hill residential area. Spring Street particularly is well situated to be



PALAFIX STREET

South from Wright

North from Garden



Garden Street west of Spring Street
Vocational School on left

a principal feeder. Set back lines have previously been established - and very wisely so - on Baylen Street and already much of that street has been widened and improved between Intendencia and Garden Streets. Baylen Street will not only supplement Palafox Street but gradually, with an improvement of traffic circulation, it will become an increasingly useful commercial street south of Gregory Street.

Between Gregory and Cervantes Streets, Baylen Street is used as the principal interurban bus route for the bus terminal at the northwest corner of Baylen and Gregory Street. Buses operating from the terminal to points on U. S. 90 use Baylen and Spring Streets between Cervantes and Gregory Streets. North of Garden Street, Baylen is now only 50 feet wide with a roadway only 25 feet wide. Ultimately the widening program that has already been effective south of Garden Street should be extended northward to at least Cervantes Street and subsequently to the city limits.

Spring Street as an artery on the west side is comparable to Alcaniz Street on the east side. As stated above, it penetrates the fast growing North Hill area and now carries much of the traffic volume originating therein destined for the central business district. Whereas Alcaniz and Palafox will carry traffic of all kinds, Spring Street will be limited primarily to light traffic originating in the tributary residential areas. The area tributary to Spring Street is also rather restricted, unaffected by the industrial rural development to the north from which traffic will be diverted into other channels. Spring Street should ultimately be widened from 50 to 70 feet from Mallory Street south to Wright and from 60 feet to 80 feet south of Wright Street.

Spring Street south of Wright Street will assume an increasing impor-

Baylen Street, North of
Intendencia Street

This Section has been
Widened

South of Intendencia
Needs Widening



Spring Street South of
Romana to be
Extended



Wright Street, West of
Palafox to be
Widened



tance, especially as the central business district expands westward. Currently, Spring Street terminates in a dead end at Romano Street and between Garden and Romano Streets there is a parkway with roadways on either side. As an initial step in any improvement of Spring Street the parkway should be eliminated and the added area be converted into parking spaces. Then as a second step, Spring Street should be extended south to Main Street, thereby contributing to a general improvement of traffic circulation in the central business district.

DeVilliers Street is a well traveled street between Garden and Cervantes Street, which is a substantial negro trading area. Now 50 feet wide with a roadway 30 feet wide, DeVilliers Street should ultimately be widened between Garden and Cervantes Streets to 60 feet with a 40 foot roadway and be extended south to Government Street. Because of topography and the orientation of the street pattern west thereof, DeVilliers, Spring and Baylen Streets will continue to be the most important streets between Palafox and "A" Streets, leading into the central business district and of these Spring Street will occupy an increasingly important place.

Beginning with "A" Street, all parallel north and south streets are orientated away from, rather than toward the business district. "A", "E" and "O" Streets with Barrancas Avenue are the main streets serving the western part of the city and the areas tributary thereto. "A" and "E" Streets are more or less secondary in character but "O" Street and Barrancas Avenue are of major importance. Barrancas Avenue is an artery 100 feet wide with a roadway 39 feet wide, between Garden Street and Warrington, Navy Point and the Naval Air Station. It is directly assessable to the central focus at Garden and Palafox Streets but also connects with Government Street providing

access to the lower part of the business section. Barrancas Avenue is of adequate width but ultimately its roadway will need widening.

Barrancas Avenue serves the Naval Air Station and adjacent residential areas that have experienced a most rapid growth. As these areas continue to grow and improve more traffic will use Barrancas Avenue. Because of the nature of development in the tributary area the traffic will consist of both passenger and commercial vehicles. The growth of the tributary area can be noted from Figure 7. While it is true that much of the development in the Navy Point-Warrington areas resulted from war activities at the near-by Naval Station, it is also true that the topography and geography of the area lend themselves to a continuing residential development comparable to that in the East or North Hill sections.

"O" Street is one of the most important primary arteries in the Pensacola region - of value not only to the city but to the entire area contiguous and tributary thereto. As the southwestern and western areas develop more intensively, "O" Street will occupy an even greater position relatively in the street system as a whole. It will be particularly important as an element in the circumferential street pattern. The State Road Department is now responsible for the future widening and improvement of "O" Street.

"O" Street, entering into Barrancas Avenue, is tributary to the same area.

As a circumferential highway "O" Street will intersect in its course, Government, Garden, Gregory and Cervantes Streets affording a valuable feeder also to the industrial areas in the western part of the city and provide a connecting link between the industrial area on the north with that on the west. A right-of-way between "O" and Cross Streets will provide a valuable connection between the upper East Hill and Lakeview sections and the indus-

trial area on the west and the Naval Air Station. Also the extension of "O" Street northerly into Pottery Road and thence to Palafox Street will provide a direct connection between two major industrial areas and an outlet north without entering the city. Further, an extension of Admiral Murray Boulevard northward into Pottery Road will open a large undeveloped area for either residential or industrial development. The State Road Department is now constructing a new bridge across Bayou Chico connecting with "O" Street and Barrancas Avenue.

Residential development west of "O" Street and north of Garden Street has been and still is very active. West of Cervantes and "O" Streets is the Brownsville community. Doubtless residential activity will continue in these outer fringe areas. As these developments continue, "O" Street will grow in importance and become a very important outer circumferential route. "O" Street should ultimately be developed as a parkway.

Cervantes Street as U. S. 90 thru the city is one of the most important and heavily used cross town arteries. Despite the U. S. 90 by-pass north of the city, Cervantes Street still carries a major part of the traffic destined thru the city. It is not only a collector of local traffic but serves Brownsville and the fast growing areas west and southwest thereof. The Lillian Highway serving the Myrtle Grove, Paradise Beach and Foley sections enters Cervantes Street via the Admiral Murray Boulevard. Extended westward Cervantes Street is also the direct route to Mobile and intermediate points. To the east it serves East Pensacola, Gull Point and other developing Pensacola Bay areas. From this it can be seen that Cervantes Street is comparable in importance to Palafox Street from the north despite the fact that it does not penetrate the central business district.

From east to west, the width of Cervantes Street varies from 50 feet to 70 feet with roadways of 36 and 40 feet. Set back lines have already been established by ordinance in anticipation of future widening. From the east to Eighth Avenue the street width is 70 feet with a 40 foot roadway; from Eighth Avenue to "A" Street the width is 50 feet with a roadway 40 feet wide; west of "A" Street the street is 55 feet wide and the roadway 30 feet (Figure 13).

Because of its relative position and importance in the street system and the type of service it renders, the traffic load on Cervantes Street will increase rather than decrease. Unless the capacity of Cervantes Street is kept commensurate with the demand, the resultant congestion, hazard and delay will cause much thru traffic to by-pass the city and even minimize its usefulness as a local street. If traffic originating in the thickly populated areas to the west finds it too difficult to traverse Cervantes Street a further decentralization of business to the outer fringe areas will ensue. In addition to its utility value as a major artery of travel Cervantes Street is an important collector and distributor of traffic originating in the areas north of it - a traffic largely destined to the business district or to the North Hill or other sections. Cervantes Street therefore is a most significant street in the future plans of the city, one that ultimately will assume the characteristics of a semi-express way. A street 80 feet wide should be provided thruout its entire length with a roadway adequate to accomodate at least four moving lanes of traffic. As Palafox Street divides the corporate area into east and west sections, Cervantes Street divides it into north and south sections.

South of Cervantes Street, Wright Street should be widened between

Palafox Street and Spring Street and the parkway eliminated between Palafox Street and Tarragona Street. This will enable Wright Street to become a valuable member of an inner circumferential route to be discussed later.

As pointed out earlier, Gregory Street is of major significance south of the railroad. As Palafox Street serves the tributary area to the north, Cervantes Street that from east and west and Barrancas Avenue from the southwest, Gregory Street serves the tributary Gulf coast areas. It also serves to feed the central district from the East Hill section. The width of Gregory Street east of Tenth Avenue is 80 feet but west thereof to "A" Street its width is only 58 feet but west of "A" Street is 70 feet. Gregory Street should have an established width of 80 feet east of "A" Street and 70 feet west thereof to "O" Street. The roadway should be widened to 60 feet east of "A" and to 40 feet west thereof to replace the present roadway of but 25 feet. Next to Cervantes Street, Gregory Street is one of the most important cross town streets. West of "H" Street, Gregory Street extends thru an area that has experienced a substantial growth in recent years (Figure 9). It is one of the routes to Legion Field and the proposed stadium location west of "C" Street.

The eastern dead end of Garden Street at Alcaniz Street should be eliminated by extending Garden Street easterly along the south boundary of the cemetery into Aragon Street and thence into a proposed street extending along the water front - the latter section to be a parkway. Such an extension would relieve both Alcaniz and Gregory Streets of much traffic destined to East Hill. The extended street should have a width of 80 feet to the parkway and 100 feet thereafter.

Government Street affords a direct connection between the industrial areas in the western part of the city and via Barrancas Avenue, the Naval Air Station and the lower down town district and thence easterly into

Alcaniz and Gregory Streets. The width of Government Street of 60 feet thruout is adequate but ultimately its sections of narrow roadways should be widened to 40 feet. Government Street will cater to all classes of traffic but predominantly, commercial and industrial.

North of Cervantes Street and east of the railroad there are several useful streets but the improvement of such streets as Gonzalez, Mallory, Jordan and Cross are recommended as members of the structural framework and therefore should take precedence over the others. Mallory Street has a width of 80 feet (Figure 13) and extends from Bayou Texar and Bayview Park to Spring Street, west of Palafox Street. Located midway between Cervantes and Cross Streets, Mallory can be improved as a valuable secondary cross town artery with an overpass over the railroad. This improvement will provide a direct connection between the North Hill section and Bayview Park and the central portion of the East Hill section and thereby relieve Cervantes Street of much cross town traffic between these areas.

Cross Street, 100 feet wide, is logically the northern east and west link of an outer circumferential route ultimately connecting with "O" Street on the west. This improvement is not essential at present but will be needed more as the northern section of the East Hill residential area is more intensely developed.

In addition to the proposed improvements of Cervantes, Mallory and Cross Streets as major streets, Gonzalez and Jordan Streets are recommended as intermediate secondary streets between Alcaniz Street and Bayou Texar. Jordan Street has a width of 80 feet and a roadway of 20 feet and Gonzalez Street a width of 100 feet. Both street widths are adequate as secondary streets, and both serve as feeders to immediate tributary residential areas.

In the southwest part of the city, a new street is proposed easterly from "O" Street to Brent Street and thence along Brent Street to "G" Street. From the intersection of Brent and "G" Streets, it is proposed to extend a new right-of-way northeasterly to an intersection with Government Street near Donalson Street and thence easterly along Government Street to Alcaniz Street. This new street located on the north side of an expanded Saunders Beach and park area could be developed as a parkway.

Reference was made earlier to Davis Street which extends northerly from Wright Street to and beyond the city limits thru a section occupied predominantly by negroes. Because of its extension northward into the county as Alternate U. S. 90, it is used extensively by trucks and buses north of Cervantes Street. This street is only 51 feet wide. Because of its dead end at Wright Street it is recommended that Alcaniz Street be widened and improved as the north and south artery and a connection be made at its northern extremity with the county road (Alternate U. S. 90). In this way, major traffic can be focused on Alcaniz Street and Davis Street remain a street of purely local interest and use.

Jefferson Street between Government and Garden Streets is now in process of development. The function of this street will be to primarily broaden the Palafox Street trading area and provide another outlet for circulating traffic.

Tarragona Street from Wright to Government Street is an important channel but its use as a north and south artery is seriously impaired by the railroad tracks traversing its length. These tracks also act as a barrier to an easterly extension of the retail district, and further, to an east and west flow of traffic at times when freight trains obstruct cross-

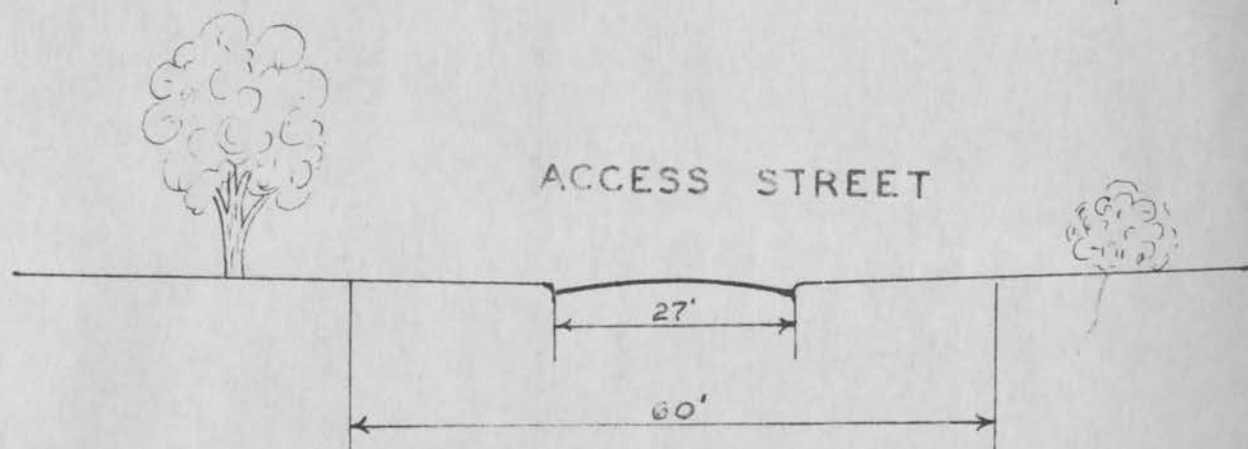
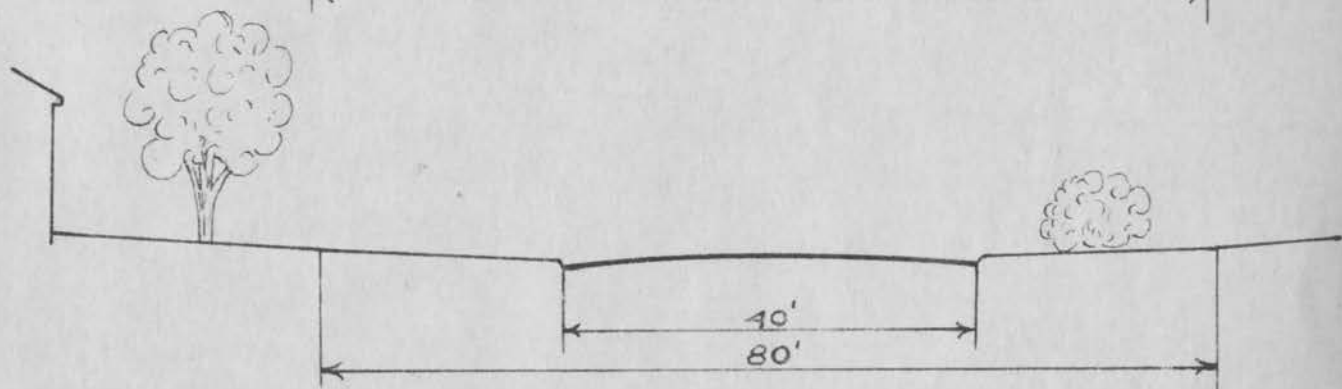
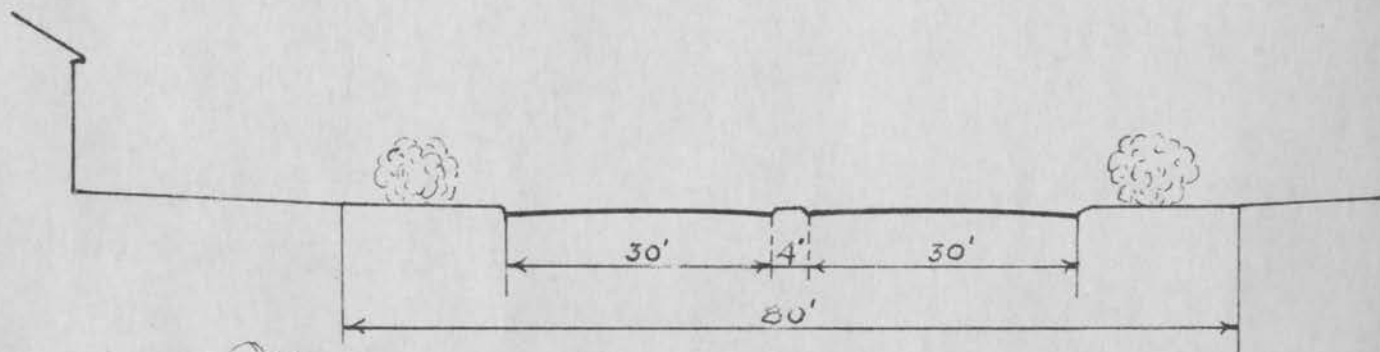
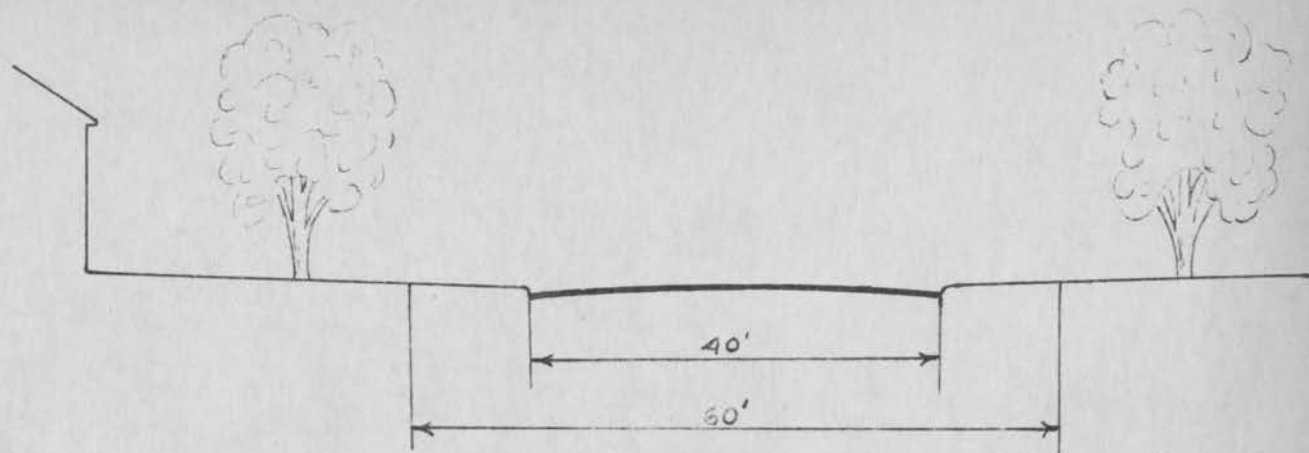
EXISTING AND PROPOSED WIDTHS OF
MAJOR STREETS

<u>STREET</u>	<u>EXISTING WIDTHS</u>		<u>PROPOSED WIDTHS</u>	
	<u>STREET</u>	<u>ROADWAY</u>	<u>STREET</u>	<u>ROADWAY</u>
<u>"A"</u>	80	40	80	40
<u>Baylen</u>				
Government to Cervantes	50	25	60	40
<u>Alcaniz</u>				
Zarragossa to Garden	78	25	78	40
Garden to Railroad	247	25	247	60
Wright to City Limits	60	30	80	60
<u>Barrancas Avenue</u>	100	39	100	60
<u>Cervantes</u>				
19th Avenue to 8th Avenue	70	40	80	60
8th Avenue to "A"	50	40	80	60
"A" to "O"	55	30	80	60
<u>Cross</u>				
18th Avenue to Palafox	100	0	100	60
<u>DeVilliers</u>				
Government to Cervantes	50	30	60	40
<u>"B"</u>				
Barrancas to City Limit	60	25	60	40
<u>Garden</u>				
Alcaniz to Spring	150	2/40	150	2/40
Spring to "A"	150	2/25	150	2/40
"A" to "O"	100	64	100	64
<u>Gonzalez</u>				
18th Avenue to 8th Avenue	100	20	100	40
8th Avenue to Alcaniz	50	25	70	40
<u>Gregory</u>				
Causeway to 10th Avenue	80	25	80	60
10th Avenue to "A" Street	58	25	80	60
"A" to "O"	70	25	70	40
<u>Government</u>				
DeVilliers to "O"	60	25	60	40
Tarragona to deVilliers	60	40	60	40
Alcaniz to Tarragona	60	30	60	40

<u>STREET</u>	<u>EXISTING WIDTHS</u>		<u>PROPOSED WIDTHS</u>	
	<u>STREET</u>	<u>ROADWAY</u>	<u>STREET</u>	<u>ROADWAY</u>
<u>Fourteenth Avenue</u>				
Gregory to Cross	100	20	100	40
<u>Eighteenth Avenue</u>				
Gregory to Cervantes	100	27	100	60
Cervantes to City Limits	100	27	100	40
<u>Tenth Avenue</u>				
Gregory to City Limits	100	0	100	40
<u>Jordan</u>				
Alcaniz to 18th Avenue	80	20	80	40
<u>Mallory</u>				
18th Avenue to Spring	80	-	80	60
<u>"Q"</u>				
Cypress to Gregory	75	20	80	60
Gregory to City Limits	50	20	80	60
<u>Palafox</u>				
Wright to Cervantes	70	39	80	60
Cervantes to City Limits	70	40	80	60
<u>Spring</u>				
Wright to Mallory	50	25	70	40
Wright to Romana	60	25	80	60
Romana to Main	0	0	80	60
<u>Tarragona</u>				
Wright to Government	60	50	80	60
Wright to City Limits	80	0	80	40
<u>Wright</u>				
Palafox to Spring	45	25	80	60
Palafox to Tarragona	106	2/25	106	60

STANDARD STREET CROSS SECTIONS

PRIMARY AND SECONDARY



PENSACOLA FLORIDA

ings. Because of these tracks, industrial and distribution establishments are also located along Tarragona Street. By eliminating the tracks altogether or by moving them to the easterly side of the right-of-way, Tarragona Street could be converted into a useful traffic artery. It is about 70 feet wide. Tarragona Street, with Wright and Spring Streets should be developed into an inner circumferential route around the central business district.

Pensacola as a populated economic entity is far more extensive in area and influence than Pensacola, the political entity. Altho the area of the political entity is only about seven square miles and currently accomodates some 43,000 inhabitants, the area of the surrounding contiguous region is much greater and accomodates more inhabitants. But in contemplating the development problems of the future the two areas cannot be divorced. They must be considered as a whole because the inner political entity is the center and life of the entire metropolitan region. Therefore the major street planning within the city must be coordinated with that outside the city. In this connection the Admiral Murray Boulevard and "O" Streets should be extended into the county areas to tie in with the street system of the city and further, the roads of the city should be directed in such a manner as to serve the population of the outer fringe as well as those dwelling within the city.

Altho neighborhood business districts are located at strategic sites within and without the corporate area, the principal economic and commercial life of Pensacola and its environs is focused in a relatively narrow central business district along Palafox Street, south of Wright Street. Some retail businesses have located on Garden Street east and west of Palafox, also on

both Intendencia and Romana Streets but notwithstanding these side street locations, Palafox remains the principal commercial channel. Therefore all traffic originating in the city or its metropolitan area seeking to transact business or receive services in the central business district must head sooner or later into the Palafox Street funnel. And in addition to the customary daily flow of individual and commercial traffic, every bus line operating in the Pensacola area traverses Palafox Street. Obviously this condition is conducive to congestion, delay and danger.

One of the objectives of the major street framework shown in Figure 16 is to improve the accessibility of the central business district, minimize the evils of congestion and delay, provide adequate terminal facilities in the central district and improve the circulation of traffic generally by distributing the load. The terminal facilities will be discussed under **Transportation, Transit and Port.**

Surrounding the Central Business District with an inner belt or circumferential system will serve to distribute the traffic flow directed to it and simultaneously serve to broaden the retail district. The northern element of the inner belt will be Wright Street from Tarragona to Spring Street and the east and west legs thereof will be Tarragona and Spring Streets respectively from Wright to Government in the first stage and extended southward into a lower belt as a second stage. Intermediate between Spring Street and Palafox Street, and Palafox Street and Tarragona Street will lie Baylen and Jefferson Streets respectively.

Traffic originating at any point outside this wide belt can circulate around the district to reach terminal facilities nearest the desired destination. Buses operating south of Wright Street can be routed via either

Baylen or Spring Street; loop at Government Street and return northbound via Jefferson or Tarragona Street thereby removing the bus traffic entirely from Palafox Street.

With few exceptions the framework of major streets here proposed can be effectuated with a minimum of street widening. Most of the primary and secondary members recommended are 80 feet or more in width. And on narrow streets such as Baylen, Spring and Cervantes, set back lines have already been established in anticipation of widening.

At the junction of Gregory Street and U.S. 98 from the Bay Bridge, the angle of incident is too great for easy and unimpeded traffic flow. To correct this situation and relieve down town streets of the thru traffic entering the city from this source, a traffic circle is proposed that would take the traffic from Gregory, Garden Street Extension, Eighteenth Street, and the Bay Bridge and distribute it for easy access to the north, west and south arteries.

In its design, the anticipated growth and development of the city and its metropolitan area have been considered as well as the possibilities of retaining and encouraging the complexions of neighborhoods thruout the city. And finally, the ultimate utility and preservation of value of the central business district have been sought. Only by these means can decentralization be minimized and the central tax situation preserved and enhanced.

PARKS AND RECREATION

"The increase of facilities for recreation is an indirect continuation of the democratic tradition of the modern community".

Chicago Recreation Survey.

"The movement by the American public toward more adequate recreational facilities is one of the significant social trends of recent times".

Recent Social Trends.

"Advancement in public thinking has brought about an entirely new attitude toward parks. No longer can their establishment be left to the vagaries of chance."

Annual Report - City of Dayton, Ohio.

"A better place in which to live, work and play!" That trite statement expresses the ideal being sought. It comprehends among other needs, adequate recreation facilities. A community, be it county, city or mere neighborhood, is made up of people - of human beings. And, to make it a more wholesome, healthful and desirable place for people to live in, it should be accessible to places for recreation and relaxation. The need is more urgent now than ever because the gradual shortening of the working day and the general lightening of the burden of excessive toil, have brought in their train an increasing amount of leisure and a demand for improved means for its enjoyment.

Parks and recreation facilities are being accepted increasingly as essential public functions, a fact not always true. Not so many years ago, well meaning citizens protested and even litigated budgetary provisions and bond

issues for such utilities. The Supreme Court of North Carolina within recent years upheld the right of a city to issue bonds for parks and recreation facilities in approving a decision of a lower court, which said, "the city was performing a governmental function useful and necessary in the preservation and promotion of the health, safety and morals of the people and that the proposed issuance of bonds was a necessary expense".

Parks and recreation facilities supply a needed tonic to a mechanized civilization that goes further than merely promoting health and comfort; they minimize the crimes resulting from idleness. This is especially true now when people have more leisure time at their disposal than ever before. It has also been observed that, in the nerve end tempo of modern life, the amusement and wholesome recreation of the people cannot be left wholly to the devices of private interests. A great part of the hunger and thirst for physical, mental and spiritual stimulation can be satisfied only thru the facilities of publicly owned, operated and supervised recreation areas. One need but to observe how extensively the few inadequate facilities of Pensacola are used, to vouch for the truth of this statement.

It is therefore generally conceded that an ample supply of open spaces for parks and recreation, located wisely to serve the several populated areas, having diversified programs of activities, adequately equipped and staffed to render efficient service is a positive and definite responsibility of local government - as important to the welfare of the community as the building of streets, providing fire and police protection and other public utilities.

GROWTH OF PARKS AND RECREATION

In the period 1925-1940, the park acreage of more than 1,000 American cities increased 78 per cent; the acreage in cities 50,000-100,000 population group, more than 100 per cent. Fourteen hundred communities of 2,500 or more reported a total area in municipal parks and recreation places of 444,121 acres, representing some 19,000 parks.

Supervised public recreation has developed rapidly since 1921. There are now more than 19,000 play acres in some 2,200 American cities. Expenditures for public recreation increased from \$54,000,000 in 1913 to \$170,000,000 in 1941 and thru the war years it was still greater. Whereas in 1925, only 748 cities employed recreation leaders, today more than 3,000 cities employ such workers. From this it is clear that the amount of land devoted to parks and recreation and the amount of public funds being allocated to such purposes, are increasing steadily and, what is more significant, the increases and expansions have resulted directly from citizen interest and demands.

PLANLESS DEVELOPMENT OF PARKS AND RECREATION

In the development of many park and recreation systems too little advance thought has been given to the proper selection and adaptability of sites for the type of service to be rendered - particularly as to size, shape, soil conditions and topography. Too little attention has also been given to the needs of the future. Tracts or parcels of land are often acquired wholly unsuited for park and recreation purposes - lands which some aggressive land

owner is primarily interested in disposing. Too many cities are burdened with inadequate, poorly located sites acquired in this manner.

No parcels of tracts of land should ever be acquired for park or recreation purposes by any public body unless, (1) the land area fits into the comprehensive park and recreation plan of the city; (2) the topography and soil conditions are adapted to the uses intended; (3) an impartial land appraisal has been made of the land by competent appraisers and finally, (4) a public hearing has been held. If the land selected conforms to the first three qualifications the fourth can be dispensed with.

A study of many municipal park and recreation systems shows that the planless procedure of the past is being supplanted by a more orderly development following full investigation. Pensacola, for instance, has a recreation facility plan made by competent authority which is being correlated to the general plan of physical development of the city.

ASSET VALUE OF PARKS AND RECREATION

Comprehensive, well conceived and coordinated systems of parks, parkways and recreation areas are assets of untold value to the community. The park systems of Minneapolis and Kansas City as well as those of a hundred other places, prove this point. In a day of increasing pleasure travel when people are eager to roam and see the country, thousands of visitors annually enjoy the beauties, recreation and relaxation afforded by the many parks, gardens and playgrounds. Such facilities impart a distinctiveness to the city possessing them; they provide the citizen and visitor alike a certain, definite "lift" that can be attained in no other way. People will travel

miles to enjoy parks and gardens as the gardens at Charleston, South Carolina, and Mobile, Alabama, will prove. Large, well-planned, scenic areas developed into parks serve in a grand and imposing way to enhance the environment in which to live and further, stimulate a finer, deeper civic consciousness.

The casual traveler thru the city or the visitor who lingers, are always interested in the points of interest, particularly parks and recreation areas. A beautiful garden, an entrancing water vista, a pleasant wooded picnic area or a charming drive make lasting impressions that distinguish the unique from the ordinary. Frequently a newcomer asks the man on the street, or the hotel clerk, "where are your parks", or "where can I enjoy a view of your broad bay". Bayfront Park in Miami, Bayshore Drive in Tampa, Centennial Park in Nashville, Greenfield Park in Wilmington, North Carolina, are all fine examples of the municipal park and parkway.

Parks and recreation areas therefore should be of considerable concern to any city seeking to attract visitors and residents. They are often decisive factors in the selection of a city as a dwelling abode. The acquisition of industry and the development of a port are noble objectives but the cultivation of those potential values lurking in the parks and recreation areas are "acres of diamonds" to be harvested at a minimum of expense.

CLASSIFICATIONS OF PARK AND RECREATION FACILITIES
ACCEPTED STANDARDS

As component parts of a comprehensive plan of development, parks and recreation facilities are classified according to the functions they serve. One or more large parks, for instance, may serve an entire metropolitan area, whereas others smaller in area may serve only small neighborhood areas. There are parks that enhance solely the beauty and attractiveness of an area, capitalizing on some topographical feature or scenic vista. Similarly recreation areas can be classified according to the services they perform. There are small plots located conveniently to serve the lowest age groups and then those larger, more completely equipped areas to serve the requirements of adolescent and older age groups. Playfields, athletic fields, golf courses, polo fields, fall within the latter category.

To understand better the number and type of facilities that should become parts of the coordinated park and recreation system and the accepted standards by which each is evaluated, the following definitions are included, drawn largely from the Preliminary Report of the Committee on Parks and Recreation Standards of the American Society of Planning Officials and from standards prescribed by the National Recreation Association.

Park and Recreation areas are classified as Squares or Plazas, Play Lots, Playgrounds, Playfields, Neighborhood Parks, Large Parks, Parkways and Reservations. In practice the various uses frequently overlap; Playgrounds are combined with Neighborhood Parks and Playfields and Playfields may be located in large park areas. In Atlanta, for instance, the large Piedmont Park has landscaped scenic areas, a golf course, athletic field, and a zoo.

Squares and Plazas are landscaped spaces of limited area usually occupy-

ing some central place in the city, around which public buildings are erected. The "Court House" square is a familiar American scene. The old New England town Commons was in this category, also the plazas and squares provided in the old English and Spanish town plans of some Southern cities. Ferdinand Square in front of the City Hall, Seville Square and a number of the other park areas in Pensacola would be in this class.

Play Lots suitable for the use of pre-school children are usually located close to homes, preferably intra-block. Altho in size they may vary, areas of 1,500 to 5,000 square feet are the most desirable. In areas predominantly occupied by dwellings, there should be one play lot for every 300 to 700 people. They serve primarily the youngest age groups and therefore the equipment should be restricted to sand boxes, simple slides, teeters and swings with enough landscaping to make them attractive. Play lots are not substitutes for Neighborhood Playgrounds; they are however substitutes for the back yard and street.

Playgrounds provide for the active recreation of children five to fifteen years old. They may, in addition, provide a small section for the exclusive use of the pre-school age group. In the well equipped Playground, games of all kinds can be enjoyed, nature activities, treasure hunts, folk dancing, handcraft and quiet games. Neighborhood tournaments, festivals, plays and dancing can also be focused into the Playground area.

Considering the city as a whole, there should be one acre of Neighborhood Playground space for each 800 people of the present or estimated future population. Their sizes usually range between three and seven acres, and their spacing in the community depends on the density of population and the

boundaries of the neighborhood. The National Recreation Association suggests the following space requirements for neighborhoods of different populations:

<u>POPULATION OF NEIGHBORHOOD</u>	<u>SIZE OF PLAYGROUND NEEDED</u>
2,000	3.25 acres
3,000	4.00 acres
4,000	5.00 acres
5,000	6.00 acres

A radius of $1/4$ to $3/8$ of a mile of every home is desirable. An ideal arrangement is to provide adequate local play space on a year 'round basis in connection with elementary schools, where the schools have ample ground space available and where satisfactory working agreements can be reached with the school authorities.

The following facilities should be included in the Neighborhood Playground:

1. Corner for pre-school children.
2. Apparatus area for older children.
3. Open space for informal play.
4. Surfaced area for court games such as tennis, shuffleboard, etc.
5. Field games such as soft ball, touch football and mass games.
6. Area for story telling, crafts, dramatics, guest games.
7. Shelter house for conferences, meetings, games.
8. Wading pool for the young people.
9. Corner for table games and other activities for old people.
10. Landscape features.

Playfields provide active recreation for the older children and adults, ages fifteen and over. Considering the city as a whole there should be one acre of Playfield for each 800 of the present or estimated future population, but the preferable minimum size is about ten acres. More land, up to 20 and 30 acres, is desirable and can always be used to advantage. The spacing and distribution of Playfields depends on the density and distribution of the population. A radius of one mile is considered a good average but in

sparsely settled areas this distance can be increased. A Playfield should be provided for about every 20,000 people.

The well equipped Playfield will provide most of the following facilities:

1. Separate sports field for men and women for such games as baseball, football, soccer, softball.
2. Courts for tennis, horseshoes, shuffleboard, roque.
3. Lawn areas for croquet, archery.
4. Outdoor swimming pool.
5. Theatre or band shell.
6. Fire place, table and benches for small picnic groups.
7. Recreation building.
8. Children's playground.
9. Running track and spaces for field events.

Recreation Building or Indoor Recreation Center. A recreation building should be located in each Playfield - one for every 20,000 people. It will serve as the central meeting place and among its facilities should include the following:

1. Gymnasium with seats for spectators, lockers and showers.
2. Assembly hall or auditorium with stage.
3. Lounge-room for reading.
4. Arts and crafts workshop.
5. Room for active table games and other games.
6. Two or more multiple use rooms.
7. Social or play room.
8. Snack bar.
9. Kitchen.
10. Office.
11. Storage and service rooms.

As to different recreational features there should be a:

1. Gymnasium for each 10,000 of the population.
2. Auditorium for each 20,000 of the population.
3. Social room for each 10,000 of the population.
4. Swimming pool for each 50,000 of the population.

The Neighborhood Park is a small area intended to provide an attractive neighborhood setting and to afford a place for quiet, passive recreation for all ages. As the name implies these areas are related to the needs of individual neighborhoods and should be located within easy walking distance of all homes. Neighborhood Parks developed as individual units should be

from four to seven acres in extent and one should be provided for every 5,000 to 6,000 people. A combination Playground and Neighborhood Park is very desirable. The area should have among its other features, a lawn space, shrubs and trees and be provided with benches. Not infrequently Community Buildings for neighborhood meetings, plays, dinners and festivals are located in Neighborhood Parks.

Large Parks are controlled less by standards than other facilities. Their location and size is usually governed by topography and unusual scenic conditions. Streams, bayous and topography usually determine locations for such facilities.

There are areas of 100 to 1,000 acres, serving the city as a whole. Their primary purpose is to preserve broad expanses of natural scenery, adjusted by design and development to the use of a large number of people. They give the city dweller a chance to get away from the noise and rush of traffic and enjoy an occasional contact with nature. There should be a large park for about every 40,000 people.

Large parks are developed with drives, paths, gardens and limited facilities for active play of all ages, with such special features as band shells, zoo, out-of-door theatre. Bayview Park is the nearest approach to the Large Park in Pensacola.

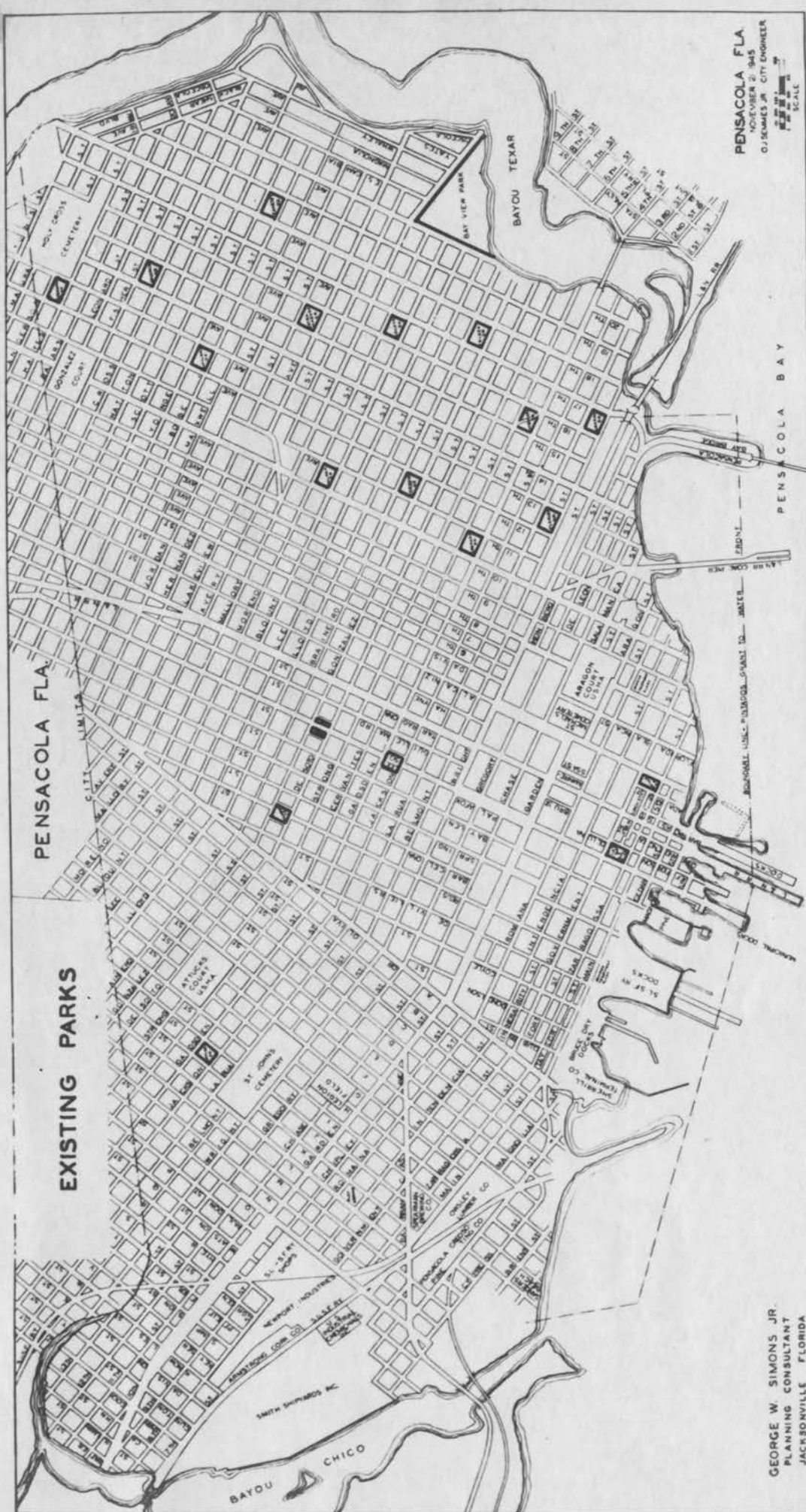
EXISTING CONDITIONS

An examination of the prevailing land use pattern of Pensacola shows a number of plazas or small parks located thruout the eastern half of the city. West of Palafox Street there are also some areas allocated to park and recreation uses but the provisions in this section are neither as numerous nor as well distributed as on the east. In addition to the open park and recreation spaces now existant (Figure 17), there are parkways in Garden Street west of Alcaniz Street to "A" Street, in Palafox Street between Garden and Wright Streets and in Spring Street between Garden and Romana Streets.

Bayview Park, located east of Twentieth Avenue and south of Mallory Street overlooking the Bayou Texar, is the principal scenic park of the city. Its location, topography and vegetation contribute greatly to its adaptability and usefulness as a park. A considerable portion of this area is in a natural state but a portion thereof is devoted to recreation facilities - tennis courts. The park has an area of approximately 27 acres.

The location of Bayview Park on high lands overlooking Bayou Texar and in the distance, Pensacola Bay, advantageously provides the growing eastern portion of the city with large park facilities. It is however remotely located to serve effectively the city west of Palafox Street.

East of Tenth Avenue, north of the railroad, there are thirteen blocks designated as "Squares" which, because of their respective locations, can become Neighborhood Parks and Playgrounds to serve tributary areas. Each of these "Squares" has an area approximating $2\frac{1}{2}$ acres. Some of these squares are now being used for recreation but generally they present an undeveloped status.



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FIG. 17

In addition to the parkway in Palafox Street there is Ferdinand Plaza located on the east side of Palafox Street between Government and Zaragossa Streets; Lee Square on upper Palafox Street between Jackson and Gadsden Streets and Georgia Square between DeSoto and Gonzalez Streets. The two latter are landscaped areas.

Ferdinand Square in front of the City Hall is a down town park space but its arrangement and present use is not attractive to serve its best purposes.

Alabama Square at Reus, Gadsden and Gonzalez Streets is the only "square" between Palafox and "A" Streets, However in Spring Street between Garden and Romano Streets is a parkway.

The pattern of "squares" found east of Tenth Avenue is not to be found west of "A" Street. Two "squares" are located between "K" and "L" and Romano and Intendencia Streets and between Jackson and Gadsden Streets, and "J" and "K" Streets. South of Gregory Street west of "G" Street is a large area of about eight acres known as Legion Field and south of Brent Street facing the bay is Sanders Beach which is the only area other than Bayview Park located on the water and the only one on the bay. It is a relatively small area equipped with a central building, out-of-door movie facilities and a beach for bathing. Obviously the western portion of the city does not now have as favorable distribution of park facilities as the eastern.

It is interesting to observe that there is not a park, recreation area, beach or swimming pool in the city for the use of negroes.

In the aggregate, Pensacola falls short of having enough open spaces devoted to parks and recreation. On the standard basis of one acre of park



SEVILLE PARK

Could be Excellent
Neighborhood
Playground



BAYVIEW PARK

View South from
Mallory Street



CORDOVA SQUARE - Hospital in Background

and recreation area per 100 people, Pensacola should have about 400 acres of land devoted to these facilities. There are now about 75 acres, less than a quarter of the desirable standard.

For a city located on a broad expanse of beautiful bay it is unfortunate that more bay frontage has not been acquired and developed in attractive parks. Miami, Saint Petersburg and other cities have capitalized on similar situations, developing beautiful water front parks that have been factors in attracting people to these cities. The Pensacola water front has all the potentials of these other Florida cities, and in addition, has areas that could yet be developed and utilized to advantage. America has become a nation of travelers and tourists. Annually millions of people spend millions of dollars "seeing America" and those cities catering to this trade have benefited not just temporarily but from such business permanent residents and industries have developed. The Gulf Coast cities of Gulfport, Biloxi, Pass Christian in nearby Mississippi have grown into popular resorts serving a middle west area that is also tributary to Pensacola. In the future Pensacola should court this tourist business as ardently as industry is now pursued, but to entice people into the community, attractions and facilities for passive and active recreation must be provided. This possibility Pensacola has not explored as actively as it should.

In contemplating a comprehensive plan of parks and recreation facilities - Large Parks, Neighborhood Parks and Playgrounds, Playfields and other features, the probable land uses as defined by the zoning plan, the neighborhood groupings of the people and trends of growth, all are factors to be considered. The plan should also be correlated to the plan of major streets which will define clearly, neighborhood groupings and characteristics of the future.

Several years ago the National Recreation Association of New York submitted a report and plan of recreation facilities for the city, the main features of which are still valid. This report therefore, will not present any new recreational features or modifications of the former recommendations except in so far as trends or changes may indicate such modifications desirable or necessary.

NEIGHBORHOOD AREAS

From the studies of topography, land uses and population distribution, the trends and character of growth were shown. The living places of the people - their dwellings - have followed a directional course from the older settled areas to and beyond the fringes. In the course of these movements neighborhoods have been created into which the white and negro populations have moved. And also, in the outward movement from the center some of the older dwelling areas have become substandard in character and some have even degenerated to slums. The latter condition however is not as prevalent in Pensacola as in many other places; the density of population data do not reveal any serious conditions of congestion or overcrowding.

It is difficult to describe boundaries of Neighborhoods exactly. Toward the edges, the characteristics of one neighborhood often blend into those of another. Homogeneity of dwelling characteristics however is a determining factor. Neighborhood areas in Pensacola can be described roughly as follows:

1. EAST HILL. One of the fastest growing residential areas (Figure 9), bounded on the north by the city limits, on the east by Bayou Texar, on the south by the L. & N. Railroad and on the west by Ninth Avenue. As of the

State Census of 1945, this area had a population of about 12,000. It is moderately built up between its south boundary and Maxwell Street, north of which it is only sparsely developed. The whole area is predominantly single family.

2. LONG HOLLOW. This area is occupied predominantly by negroes. It is bounded on the north by the city limits, on the east by Ninth Avenue, on the south by Wright Street and on the west by Guillemard Street. As of 1945 this area had a population of about 10,000 and a population density of about 16 persons per gross acre. It is compactly developed from its south boundary to Maxwell Street, north of which it is also sparsely built up, principally with single family dwellings.

3. OLD CITY (southeast). This area, in the southeast portion of the city, occupied by both white and negro population, is roughly bounded on the north by the railroad, on the west by Alcaniz Street and on the south by the bay. The Aragon Court Housing development, municipal sewage disposal plant and Saint Michaels Cemetery are in this area which had a 1945 population approximating 3,000. This area is only partially built up with dwellings most of which are of early origin. Many of the large, older dwellings are occupied by two or more families.

4. NORTH HILL. This area is predominantly residential in character and like East Hill, fast growing. It is bounded on the north by the city limits, on the east by Palafox Street, on the south by Belmont Street and on the west by a meandering boundary that follows Reus, Cervantes, deVilliers and Lee Street to the city limits. This area had a 1945 population approximating 5,000. The northernmost portion of the North Hill area is being improved by modern single family dwellings. That portion however, nearest the

central business district contains many of the older large substantial dwellings and in recent years many multi-family dwellings have been built in the area.

5. BAYSHORE (southwest). This area lies west of the central business district, bounded on the north by Garden Street and the west by Barrancas Avenue. In it are located many substandard houses and considerable industry. It is about fifty per cent developed and in 1945 had a population of about 4,000.

6. WEST GARDEN. This is a residential area west of Barrancas Avenue and "A" Street and south of a meandering line following Cervantes Street from the city limits easterly to "H" Street, thence along "H" Street to Jackson Street, thence along Jackson Street to "F" Street, thence southerly along "F" Street to Wright Street, thence easterly along Wright Street to "A" Street. This area is only partially built up and in 1945 had a population of about 3,000.

7. WEST HILL. This area, predominantly negro in population lies between the West Garden and North Hill areas previously described, and had a 1945 population of about 5,000.

FUTURE PLANS OF DEVELOPMENT

Figure 18 from the report of the National Recreation Association shows areas in which the incidence of juvenile delinquency and infant mortality were greatest. These are areas in which there has been a deficiency of recreation facilities and in which such facilities should receive first consideration in the execution of any expanded program.

In supplying the needs of a future growth and development of Pensacola,

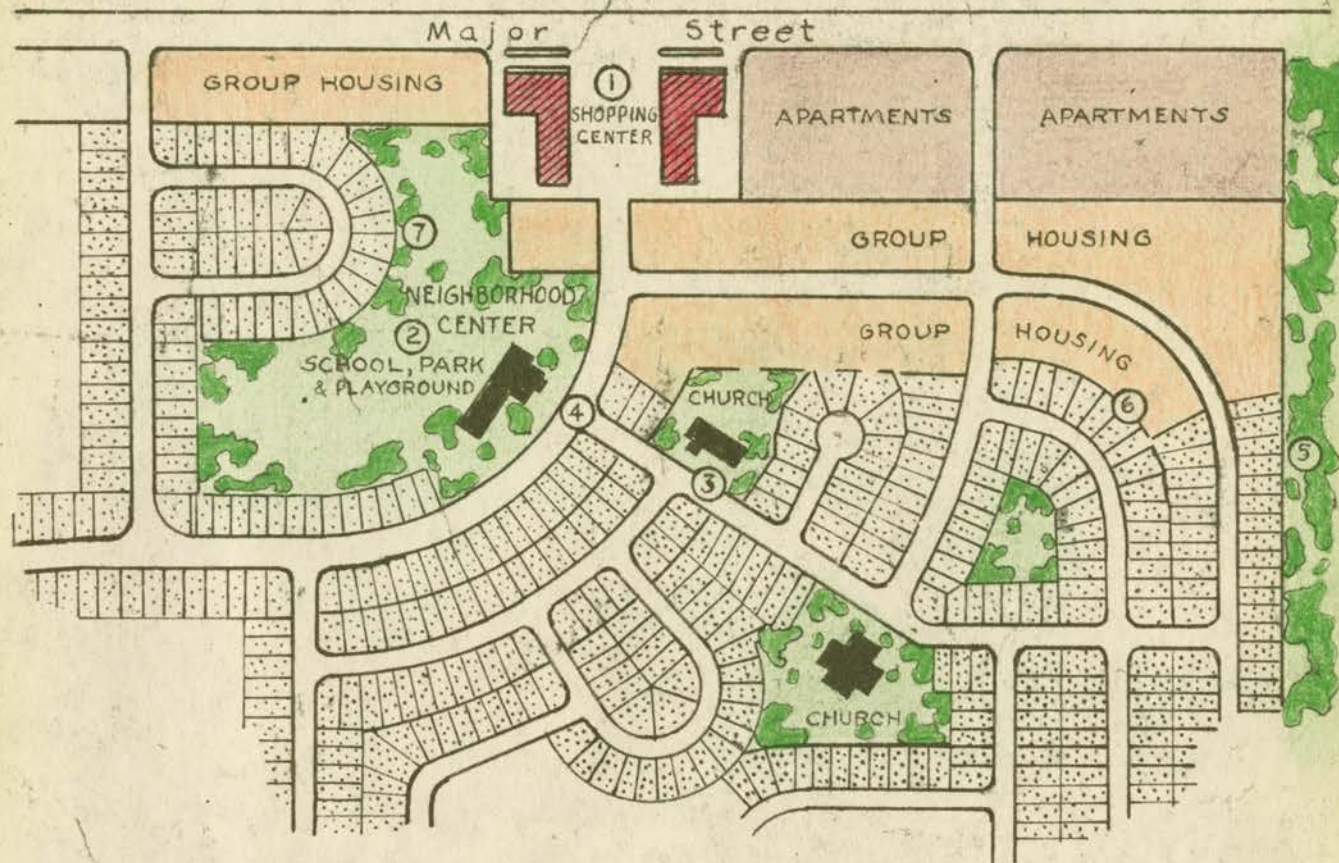


existing public spaces and publicly owned lands should be utilized to the maximum. And further, the utilization of existing sites should be correlated so far as possible with the ultimate scheme of development. To avoid the purchase of lands in areas now deficient in facilities, the city should search the tax records and acquire tax delinquent lands for development in so far as such lands are available and suitable in the area for development.

The existing park and recreation facilities of Pensacola are wholly inadequate to meet the needs of the present population. As this population increases and vacant areas are further improved this need will be accentuated, especially in those parts of the city requiring facilities now. And too, as the metropolitan area increases in population, additional park and recreation facilities for the people as a whole should be provided.

In planning for the future of Pensacola and its surrounding area serious consideration should be given to the distribution of parks and other recreation facilities, especially as to the types and adequacy of facilities to be provided. Theoretically every neighborhood should have a neighborhood park and playground, an elementary school, a community center and an adequate amount of service businesses (Figure 19). For every two or three adjoining neighborhoods there should be a more extensive playground or playfield in which a community building is located, equipped with gymnasium apparatus and rooms for community meetings. Then for every 20,000 to 30,000 people there should be an athletic field in which spaces can also be provided for playground and playfield facilities. In addition to these various facilities, generous spaces should be developed into large parks - areas located preferably on the bay front or on the bayous.

In selecting sites for the various types of parks and recreation



COMPOSITION OF THE NEIGHBORHOOD PLAN

- ① SHOPPING CENTER WITH OFF-STREET PARKING
- ② NEIGHBORHOOD CENTER WITH SCHOOL, PARK & PLAYGROUND
- ③ CHURCH SITES
- ④ EFFICIENT INTERIOR STREET LAYOUT
- ⑤ BUFFER STRIP SEPARATION FROM INDUSTRIAL AREA
- ⑥ USE CHANGES SEPARATED AT REAR LOT LINE
- ⑦ PARK BOUNDARIES ABUT PROPERTY LINES RATHER THAN STREETS, CROSSWALKWAYS PROVIDED FOR ACCESS.

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facilities, the standards of the National Recreation Association, outlined on pages 66 thru 70 should be used as guides. Neighborhood playgrounds which will be most numerous, should not however be located on any major traveled street but instead, be located so as to minimize the number of major street crossings.

Where elementary schools are favorably located on large sites, arrangements may be made with the Board of Public Instruction to utilize a portion of such sites as neighborhood playgrounds.

Figure 20 shows the location of existing playgrounds, parks and other recreation facilities in Pensacola, and also where additional facilities should be established, now and ultimately. In the East Hill area, east of Ninth Avenue and north of the railroad, the principal task will consist of distributing the needed facilities among the existing "squares" and public spaces.

1. Bayview Park. The usefulness of this area can be improved by expanding the present recreation facilities into a fully equipped Neighborhood playground. A boat house with small boat facilities can be added as well as a swimming pool. The beauty of the park could be enhanced by landscaping and a community center could also be provided. This area can be developed into a very useful community park. Topographically, Bayview Park lends itself to development into an outstanding community park.

2. Neighborhood playgrounds should be established in Estamadura and Catalona Squares and a third playground be established on a block to be acquired in the vicinity of Escambia Avenue, Hatton Street, Cross Street and 20th Avenue. Neighborhood playgrounds should also be located ultimately in Esperanza, Cordova, Toledo and Florida squares, the latter now known as

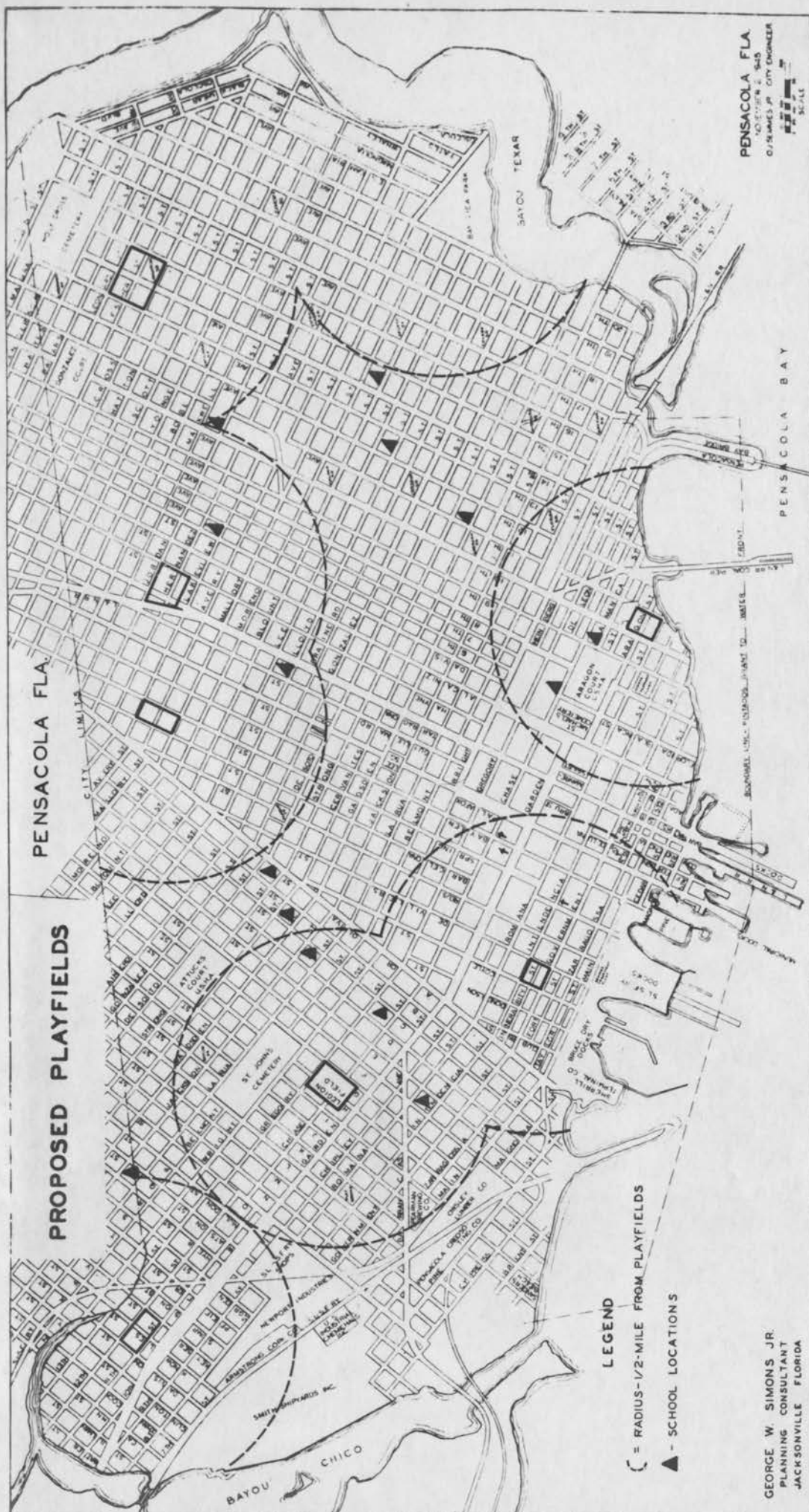


FIG. 20

Lions Club Park. In the development of these several playgrounds, the role of the Neighborhood Park should not be destroyed. By landscaping and proper arrangement of equipment, the main features of the park can still be maintained.

3. In addition to the aforementioned park and playground improvements, a Playfield of some ten acres in area should be established in the vicinity of La Mancha Square. Three additional blocks should be added to La Mancha Square, two on the west side and one on the north and the streets between them be closed. This area would provide ample room for the development of a good playfield in a growing area.

In the Old City (southeast) section, south of the railroad and east of Palafox Street the following facilities should be provided.

1. A Neighborhood Playground should be established in or adjacent to Seville Square.

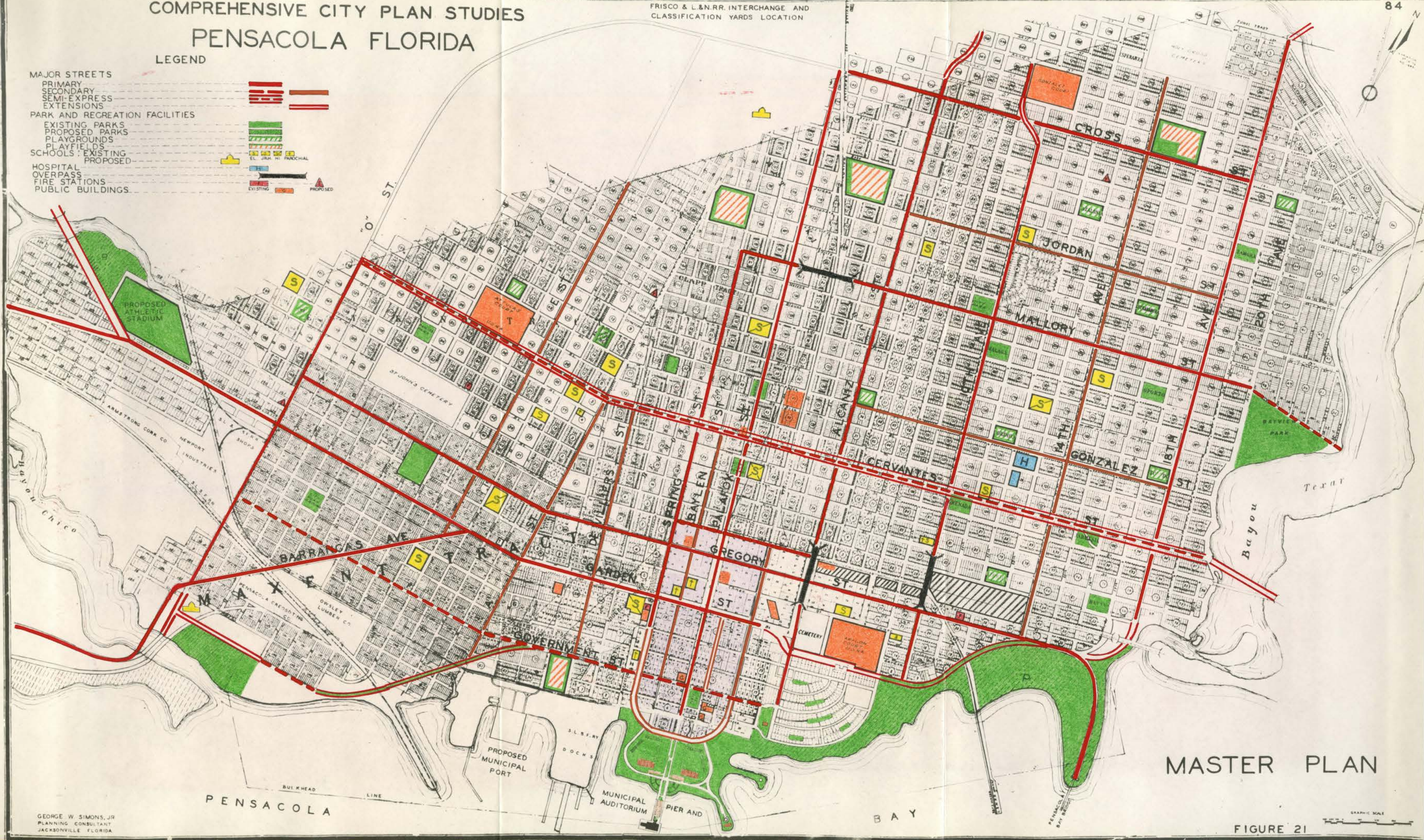
2. The bayfront area (Figure 21) should be expanded and converted into a new water front park. Such an improvement would give the people of Pensacola an outstanding water front park in an area of declining value and usefulness - a park located within easy walking distance of the central business district. In this park area a limited amount of recreation could be provided but primarily it should be landscaped and developed as a park similar to Battery Park at Charleston, Biscayne Park at Miami and water front park at Saint Petersburg. The possibilities for improvement here are great.

The new Pensacola High School will be built north of the city near the North Hill area. The site of this school will provide the city with an additional athletic field and indoor center. In addition to this improvement

FRISCO & L.&N.RR. INTERCHANGE AND
CLASSIFICATION YARDS LOCATION

84

HOSPITAL —
OVERPASS —
FIRE STATIONS —
PUBLIC BUILDINGS.



MASTER PLAN

FIGURE 21

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PENSACOLA

the North Hill area should be provided with the following facilities:

1. A Neighborhood playground to be located in a portion of Alabama Square, and
2. A Playfield on a tract of five acres or more located in the vicinity of Mallory, Spring, Avery and Barcelona Streets.

In the Bayshore area (southwest) Sanders Beach should be extended westerly so that a Neighborhood Playground can be established therein and the spaciousness of the area respond to attractive treatment. In this area a swimming pool might also be located advantageously. The enlargement and improvement of Sanders Beach will give the people living in the southwest and westerly portion of the city a combination park and recreation area comparable to Bayview Park on the east. It will also enable the city to acquire and improve an additional piece of bay front property for public use and enjoyment.

In addition to Sanders Beach, this section needs a Neighborhood Playfield in the vicinity of Government, Clubb, Coyle and Intendencia Streets, in an area now wholly deficient.

The West Garden neighborhood currently has three public spaces for park and recreation development - Kiwanis Park, Bayliss Park and Legion Field. The first two should be equipped as Neighborhood playgrounds and the latter be expanded into a combination Playfield and Athletic Field.

Subsequently an additional Neighborhood Playground should be developed west of "Q" Street, north of Garden Street and a new Athletic Field and Stadium be established in the large area west of the Frisco right-of-way and north of Garden Street. This stadium and athletic field would ultimately release Legion Field to playfield uses exclusively.

In the western part of the city, north of the proposed Stadium site, a tract of land on Bayou Chico should be acquired for development ultimately into another water front park.

The negro population of the city should be provided with Park and Recreation facilities in the following locations:

1. In the "Long Hollow" area a Neighborhood Park and Playfield should be established in the vicinity of Bobe, Hayne, Jordan Streets and the railroad. This area can be landscaped and be provided with recreation equipment including a swimming pool for negroes.
2. A second Neighborhood Playground should be established in the vicinity of Brainerd, Gonzalez, Alcaniz and Davis Streets.
3. In the western part of the city two Neighborhood Playgrounds should be established for negroes, one on property adjacent to and north of Attucks Court and the second in the vicinity of the negro schools near Cervantes and "A" Streets.
4. A beach for negroes should be provided in some accessible area.

The parks, playgrounds and playfields proposed here for consideration will, in conjunction with the street plan, enable the city to provide its people with adequate park and recreation facilities consistent with anticipated growth and development. Obviously all the improvements proposed are not needed at once; they are all desirable but they should be established only as needed. In areas where land acquisition must precede improvement, it would be advantageous and wise to acquire such lands now. As a guide toward accomplishment, the following schedule of priorities is suggested.

1. Expand and improve the Sanders Beach area.

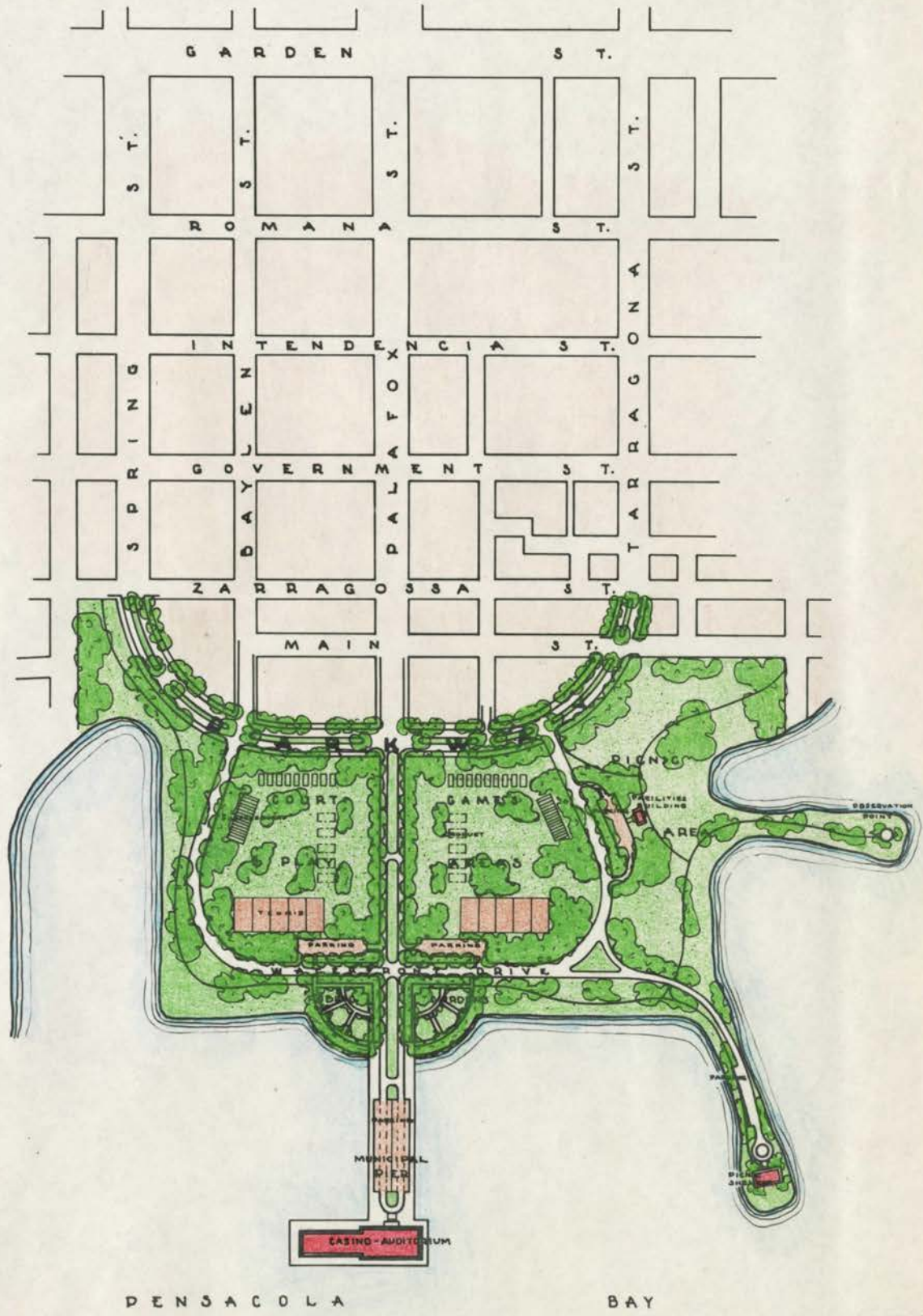
SKETCH PLAN

PROPOSED WATERFRONT PARK

PENSACOLA, FLORIDA

GEORGE W. SIMONS JR.
PLANNING CONSULTANT

SCALE 1" = 200' 1947



PENSACOLA

BAY

FIGURE 22

2. Acquire lands for:

- (a) stadium and athletic center site
- (b) Long Hollow Park and Playground
- (c) Long Hollow Playfield
- (d) North Hill Playfield
- (e) East Hill Playfield
- (f) Attucks Court Playground
- (g) Bayshore (southwest) Playfield
- (h) Bayshore (southeast) Waterfront Park
- (i) Bayou Chico Park

3. Develop and improve existing Playgrounds

4. Develop Long Hollow Playfield

5. Develop North Hill Playfield

6. Develop East Hill Playgrounds

To complete the comprehensive plan of park and recreation facilities as proposed, a central capstone of bold and daring proportions is proposed for development at the southern extremity of Palafox Street (Figures 21 and 22). In years past the area south of Main Street was more actively and intimately identified with the port than it is today. Physically the area has changed little in twenty years. Judged by the trend of assessed values of water front property and by the incidence of new construction the entire water front area is declining in value and usefulness. From a value of \$609,670 in 1932 it declined to a value of \$383,390 in 1946. A study of port activities and possibilities reveals that the Pensacola of the future will be a port of less importance than it was formerly. Studies made for the Port Authority by the Frederic R. Harris Engineering Corporation project

the future port activities and recommend a new municipal port improvement west of Palafox Street in the vicinity of the Frisco docks (Figure 21). This development will tend to centralize future port activities in that area and render less valuable the present terminal facilities of the L. & N. Railroad at the foot of Palafox Street.

In view of the changes this area has already experienced and the future possibilities of the port, it is proposed to convert the area into a water front park and municipal pier with small yacht basin and municipal auditorium.

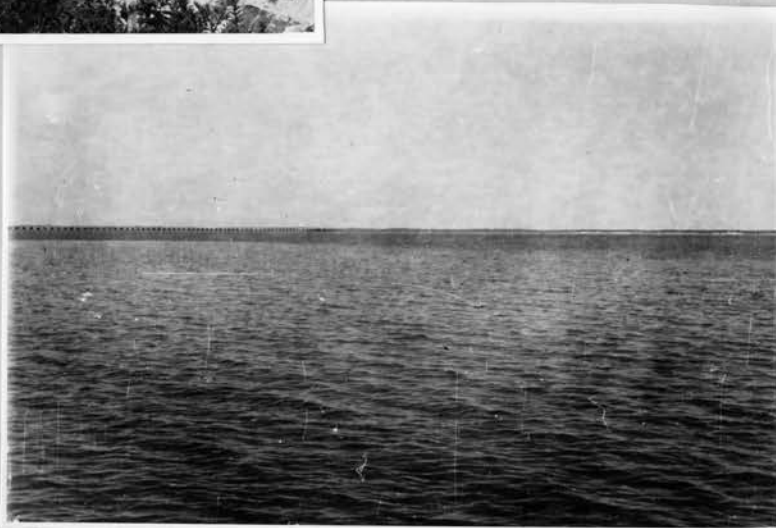
Figures 21 and 22 show how the area south of Main Street on both sides of Palafox Street might be improved and converted to public use. Figure 21 also shows the location of the municipal port facility proposed by the Harris Corporation. Altho some taxable land and improvements would be removed from the tax roll, the improvements proposed would in all probability enhance the values of those commercial properties north of Main Street commensurably. The proposed plan utilizes much property now vacant and reclaims much more by hydraulic fill. This feature of the comprehensive plan is multi-purposed in nature because of the following:

1. By the extension southward and union of Spring and Tarragona Streets, an important inner circumferential thorofare around the central business district is created. This belt line will serve to broaden the central business district and distribute more evenly the flow of traffic now funneling into and thru Palafox Street.
2. An area of declining and questionable future value will be restored to public use for the enjoyment of all the citizenry and visitors to the city.



Corner 8th Avenue and
Zarragossa Street
Site of Proposed Park

View Across Bay
From Proposed Park Site



Water Front Foot of Baylen
Looking Toward Palafox Street Pier

3. Ample space will be available for landscaping and for such recreation facilities that appeal to adults and tourists.
4. A central pier on which the municipal auditorium with parking facilities will be the principal attraction.

Altho this is a project of magnificent proportions it is not beyond the realm of possibility. It may not be wholly realized this year or next but over a period of several years it can become a reality providing the people of the community desire it. Steps have already been launched toward the establishment of the municipal auditorium. Gradually land in the vicinity can be reclaimed from the bay and vacant non-productive lands be acquired. The principal structural features of the plan, excepting the auditorium, are bulkheads and streets.

Few cities in America have within their grasp the possibilities of such a magnificent central civic center as Pensacola has here - a center that could well become a living, useful memorial.

TRAFFIC MOVEMENTS - CONTROL AND PARKING

"The chariots shall rage in the streets, they shall jostle one against another in the broad ways; they shall seem like torches, they shall run like the lightnings".

Nahum, Chapter 2, Verse 4.

During the early days of its growth from an embryonic port to a city of 23,000 in 1915, the circulation and control of traffic and the problems of parking were of little official concern. The few improved streets and roads easily accommodated those fortunate enough to have an automobile or a horse and carriage. Street cars served the needs for mass transportation. In the nineties and the early years of the century, hitching posts along the sidewalks and the occasional "hitching lot" provided parking facilities of that period. No one traveled far from home except by railroad. Suburbs were even close in.

The advent of the automobile and improved highways, urban and inter-urban, revolutionized this tranquil picture. Since about 1920, American cities have had to meet the increasingly complex problems posed by automotive transportation. In that year there were about 10.3 people for every passenger car registered in the State of Florida; in 1945 - only twenty-five years later - there were 4.3 people for every registered passenger automobile and in Escambia County, 6.7 people. Figure 8 traces the growth in passenger automobile registration in the United States and several southeastern states, 1922-1946, inclusive. The growth of passenger automobile and truck registration in Escambia County, 1927 to 1946, was as follows:

1927	7,253	1937	11,315
1928	8,774	1938	11,617
1929	9,212	1939	12,280
1930	9,433	1940	16,147
1931	9,375	1941	19,613
1932		1942	18,215
1933	7,989	1943	18,566
1934	8,743	1944	18,569
1935	9,486	1945	18,452
1936	10,490	1946	19,413

With the exception of the depression years of the 30's and the war time gas restriction years, automobile usage in Escambia County increased substantially, two and one-half ($2\frac{1}{2}$) times from 1927 to 1945.

In a span of years, short in the long life of Pensacola and Escambia County, a system of streets admirably adapted to the older slow moving traffic had to accomodate a new and speedier means of transportation.

Since 1920, the intensity of traffic flowing thru the streets of the city has increased greatly. The animal drawn vehicle has practically disappeared from the roadway. Not only has the volume of traffic increased tremendously but the types and weights of vehicles using the streets have multiplied and their speeds increased. Today huge trucks with trailers of equal size, interspersed with passenger cars, complicate the problems. And according to all the experts there will be twice the present volume of traffic on the streets in 1960, moving at higher speeds. The heavier and speedier vehicles are also influencing the quality and types of street surfaces required to move the loads.

Studies conducted by the Federal Bureau of Public Roads and many State Highway Departments, disclose that traffic flowing thru the street channels of the city is seventy-five to eighty per cent of local origin. The percentage of so-called "thru" traffic is relatively small compared with the volume

moving back and forth from one point to another within the city. It is this traffic of local origin that fills the streets from day to day. It is estimated by competent authority that twenty-five to thirty per cent of the population of a metropolitan district enters a central business district every day. This means that some 25,000 to 30,000 Pensacola people circulate thru the central business district every day, producing a traffic load of some 6,000 to 10,000 cars daily.

Every car on the highway has a destination and unfortunately many of these destinations are in the central business district. In the early days of fewer cars, there was ample curbside space for parking but with the increase in commercial automobile usage, the demands for reserved loading and unloading zones, curb side space has been reduced. And in cruising around seeking a parking space, congestion and confusion is intensified. To expand the availability of curbside facilities, parking meters have been introduced but even these devices are unable to wholly meet the situation and resort must be made to "off-street" parking facilities.

Roadways were provided primarily to accomodate moving traffic and not for the storage of automobiles. Therefore if the full width of a roadway is needed for traffic movements, parking should be eliminated. Observations have proven that the capacity of roadways is less where parking is allowed than where it is prohibited. The speed of cars in the lanes next to parked cars is greatly lessened.

The inability to find suitable parking spaces within a reasonable walking distance of destinations (usually about 1,500 feet maximum) and the delays to flowing traffic with its resultant congestion are having an adverse economic effect on central business districts. Decentralized neighborhood

business districts with ample "off-street" parking are being established at convenient, accessible points to attract the many shoppers reluctant to experience the hazards and inadequacies of central business districts. This decentralization of business is being reflected in declining assessed values which will continue until the central streets can accomodate the increasing volumes of traffic and provide ample and adequate parking facilities.

The establishment of large trading centers at Navy Point, in Warrington and Brownsville stand as threats of a further disintegration of the central business district of Pensacola. To restore this central district to its former position of prestige and value, traffic must be able to reach it quickly, and safely, with a minimum loss of time and on arrival must be able to park economically and with safety. These qualifications command a lively interest in traffic control and regulation by diverse and sundry means. The Major Street Plan proposed the utilization and development of certain streets to distribute and expedite traffic movements thruout the city and its contiguous area.

Traffic regulation is necessary for three principal reasons: (1) the maximum protection of citizens from injury and death and from damage to their property in street accidents; (2) the establishment and maintenance of reasonable facility of movement of all types of traffic and (3) to provide adequate facilities for the storage or parking of automobiles.

Altho traffic regulation and parking are currently functions of the Police Department, there are features that relate principally to Engineering and Education. The arrangement of streets, their widening, the elimination of dangerous curves, jogs, dead ends, the design, location and construction of viaducts, underpasses or other structures, the channelizing of roadways

and the design of an adequate traffic light system are all problems of a strictly engineering nature. The proper utilization of the roadway surfaces, the speed of cars, the timing of lights, the regulation of left turns and the regulation of parking are problems of police administration. The conduct of drivers and the rules of driving courtesy and safety are subjects requiring persistent and continuous education of the driving public. In other words, a traffic regulation and control program should revolve around the three Es - Engineering, Enforcement and Education.

REGULATION OF TRAFFIC BY ORDINANCE

The City Council, City Manager and Director of Public Safety have been constantly alert to the regulation of traffic movements and parking. They have sought to expedite a safe and smooth movement of traffic thruout the city and regulate the parking of the increasing numbers of vehicles desiring to park. During 1947 some 450 parking meters were installed in the central business district, a comprehensive traffic control ordinance was adopted and steps taken to improve the traffic lighting system. In addition to these measures, an excellent system of street name markers has been established thruout the city - one that is permanent, easily recognized and read by moving vehicles.

The ordinance of comprehensive scope adopted in March, 1947, follows closely the provisions of the model ordinances proposed by the Bureau of Public Roads, the National Safety Council and the American Automobile Association. The provisions of this ordinance are sufficiently complete to enable the Director of Public Safety to meet any traffic circulation and curbside parking problem that might arise.

In addition to the regulation of speed, turning movements, parking zones, pedestrians, loading and unloading, safety zones, the ordinance has specific provisions relating to parking on narrow roadways, one-way and thru streets. On roadways 20 feet or less in width, no parking is permitted (Section 120 a) and on roadways that do not exceed 30 feet in width, parking is permitted on one side of the street only.

The ordinance designates the following as One-Way Streets:

1. Wright Street - Palafox to Baylen - east to west movements.
2. Romana Street - Spring to Tarragona - west to east movements.
3. Intendencia Street - Barcelona to Tarragona - east to west movements.
4. deLuna Alley - Government to Intendencia - south bound movements.
5. Bru Street - Garden to Romana - south bound movements.
6. Gadsden Street north of Lee Square - southbound on Palafox.
7. Jackson Street south of Lee Square - northbound on Palafox.
8. Zarragossa Street - Tarragona to Barcelona - east to west movements.
9. Jefferson Street - Government to Main - north to south movements.

The following are designated as Thru Streets and all traffic movements entering them must come to a stop before crossing:

1. Palafox Street
2. Cervantes Street
3. Spring Street
4. Barrancas Avenue
5. Gregory Street, east of Tarragona Street
6. Davis Street, north of Cervantes Street
7. Gonzalez Street, Palafox to Twelfth Avenue
8. "A" Street, Cervantes to Garden Streets

9. Blount Street, Palafox to 20th Avenue

10. Garden Street, Spring Street to City Limits.

By means of Thru Streets and other regulations relating to stops at intersections, Pensacola has been able to move traffic with a minimum of intersection traffic control lights. Directional traffic lights have been erected only at the most critical intersections. At other intersections drivers have learned to drive cautiously and thereby minimize accidents. Traffic signals are in operation at the following intersections:

1. Palafox at Government, Intendencia, Romana, Garden, Gregory and Cervantes Streets.
2. Garden at Baylen and "O" Streets.
3. Cervantes at Spring and "O" Streets.
4. Alcaniz at Cervantes Street.

Parking is regulated by several ordinance provisions. As previously stated, some 450 parking meters have already been installed in the central business district to regulate curb side parking so that more spaces are available during the business hours for shoppers and those desiring to transact business in the central district.

Traffic circulation and adequate parking affect many people - the average resident, the professional and business man, the industrialist. The responsibility of the Council is to provide an arrangement of adequate streets that will encourage and promote the safe, expeditious movement of traffic, minimize delay and congestion and provide ample spaces for parking not only in the central district but thruout the city. Every city has its own peculiar problems of traffic circulation and parking, which become increasingly acute and complicated as the central business district is approached. Outside the

central core the problems are less critical and more easily controlled.

The traffic movements of Pensacola differ from those of similarly situated cities such as New Orleans, Mobile and Miami, where the moving streams of traffic are able to enter and filter thru the business districts over several streets. In Pensacola, however, traffic originating in outlying sections, destined into or thru the central business district converges to the central focus at Garden and Palafox Streets for distribution. (Figure 15). Around this critical intersection 12,000 - 16,000 vehicles circulate per day, 10,000 of which enter and emerge from Palafox Street south of Garden Street. Of the entire movement around the Garden-Palafox intersection some 14,000 vehicles per day move north and south on Palafox Street between Chase and Garden Streets and some 12,000 move east and west on Garden Street between Palafox and Baylen Streets.

The existing street and block design of the central business district is not conducive to the most efficient circulation of traffic thru the principal retail district between Garden and Government Streets. From observation and traffic studies, it is apparent that many of those desiring to transact business south of Garden Street park their cars on Garden Street or north thereof. Assuming that every one of the metered parking spaces on Palafox Street between Garden and Government Streets (79) are used ten times per day less than ten per cent of the daily volume using this street could be accommodated.

Flanking Palafox Street is Tarragona Street on the east and Baylen Street on the west. The former, more than 700 feet from Palafox Street could be a greater relief to Palafox Street for much East Hill traffic but its effectiveness as a traffic channel is greatly reduced by the railroad

track extending south of Wright Street. Baylen Street, on the west, could likewise relieve Palafox Street of much traffic originating in the North Hill area but its narrow roadway is currently a handicap. Spring Street is a useful auxiliary but the dead end at Romana Street reduces its full effectiveness. Notwithstanding their limitations as channels of flow each of these streets does contribute to the traffic circulation south of Garden Street and into Palafox Street thru Government, Intendencia and Romana Streets. Movements in this area however are retarded and the availability of parking spaces reduced by the narrowness of Romana and Intendencia Streets, each of which is restricted to one way movements with parking on one side of the street only. Between Garden and Government Streets (more than 1,200 feet), traffic from Baylen Street can move easterly only thru the narrow Romana Street and from Tarragona Street westerly thru the narrow Intendencia Street. Traffic on Zarragossa, south of Government Street, moves one way only, from west to east. In other words, between Garden Street and Zarragossa Street, traffic moves in both directions only on Government Street.

Available parking facilities on Palafox Street have been referred to. In the remainder of the central district from the west side of Baylen Street to the east side of Tarragona Street, curbside parking is not as plentiful as in the area north of Garden Street. Because of curb restrictions, alley and street entrances, less than 200 vehicles can park at the curb on the several streets immediately surrounding Palafox Street south of Garden. In the aggregate, south of Garden Street between and including Baylen and Tarragona Streets less than 300 vehicles can park at the curb whereas on Garden Street between Spring and Bru Streets, and Palafox Street north of Garden to Wright Street, more than 300 cars can park. This reflects the

parking differences between the areas north and south of Garden Street.

Outside the curbside spaces there are no public off-street parking facilities. Delchamps at the southwest corner of Baylen and Garden Streets have an off-street parking area for their customers. In the rear of the Brent Building is a private off-street parking space for the use of tenants and for loading and unloading. On Romana Street, at Bru Street, is a lot used as a bus terminal and for the storage of taxis but no private parking. On the south side of Garden Street, east of Palafox Street, is a storage garage for taxis and other cars but this is used primarily for hotel transient storage. Between Intendencia and Government Streets, west of Palafox Street, some cars and taxis are parked off-street but there is no formal parking lot. Outside these several areas, all parking depends on the availability of curbside spaces.

Circulation and parking conditions in the area north of Garden Street are more favorable than south thereof. The spaciousness of Palafox and Garden Streets in this area encourages their extensive use for circulation and parking. The recent recommendation of the Planning Board to remove the parkways from Garden Street in the vicinity of Palafox Street and the conversion of the reclaimed portions into additional parking spaces, will further enhance the usefulness of this section.

The opening of Jefferson Street between Government and Garden Streets will facilitate traffic circulation south of Garden Street, provide additional curbside parking space, encourage the broadening of the retail district easterly and thereby relieve considerable Palafox Street congestion. Ultimately Jefferson Street should be extended northward into Guillemard Street at Wright Street.

The widening program on Baylen Street previously initiated, will per-

mit further roadway widening which should be extended northward to Cervantes Street and southward to Government Street. The widening of this roadway will encourage a wider use of Baylen Street and also facilitate the movement of interurban buses between the bus terminal and Cervantes Street.

Wright Street should be widened between Palafox Street and Spring Street to encourage a greater diversion of Palafox Street traffic from the north into Baylen and Spring Streets.

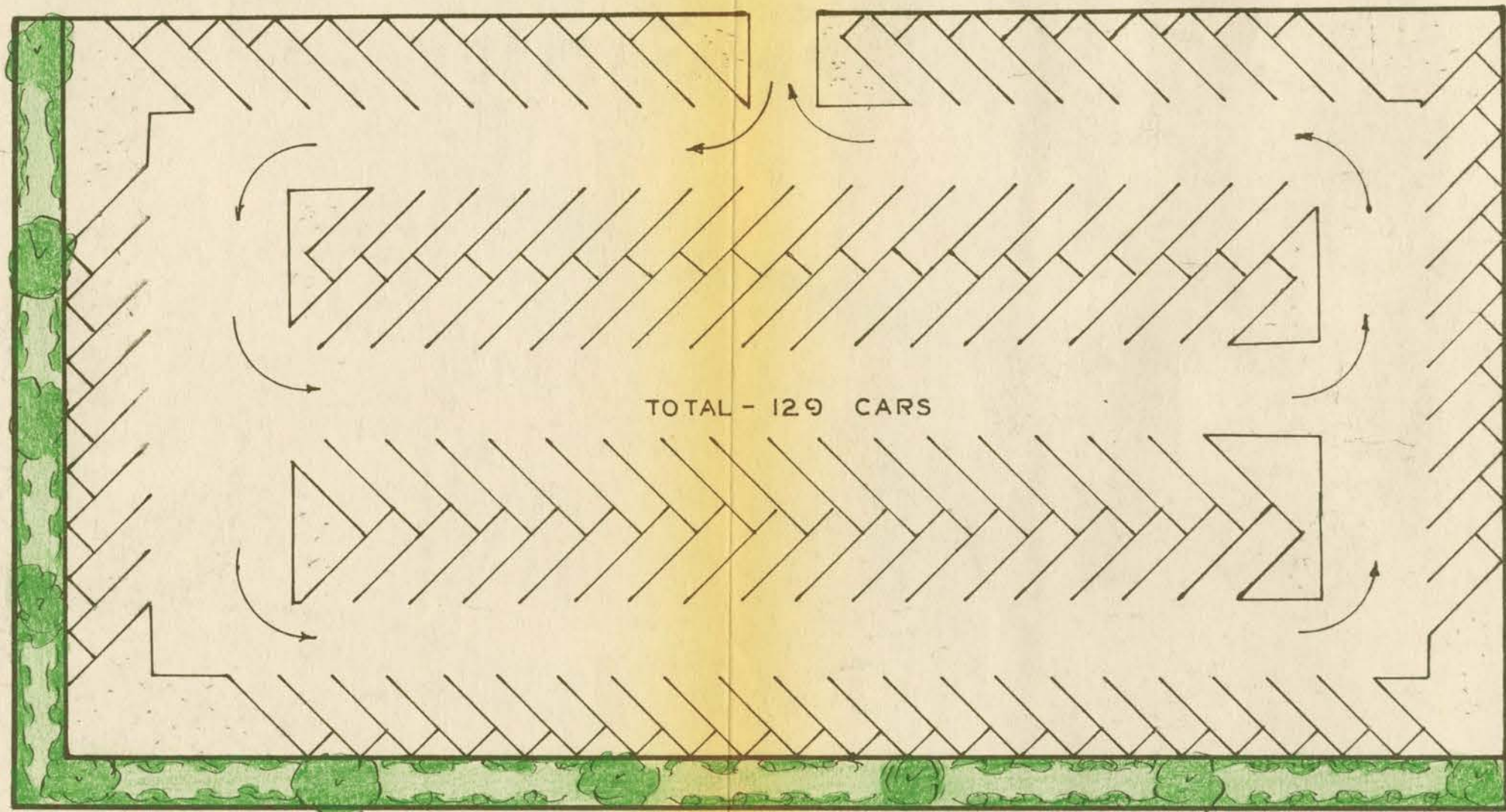
The improvement of Baylen, Jefferson and Wright Streets should be followed by the improvement of Tarragona and Spring Streets, the latter being extended from Romana to Main Street. Obviously the gradual improvement of these several streets from north to south, flanking Palafox Street will permit a better distribution of the increasing volume of traffic into and thru the central district and relieve the intense concentration at Garden and Palafox Streets. These improvements will also contribute to the expansion of the retail district westerly as well as easterly and encourage a general rehabilitation of the properties along Palafox Street especially in the area between Intendencia and Zarragossa Streets which would benefit from improved circulation.

PARKING FACILITIES

The properties fronting on Palafox Street between Garden and Government Streets are devoted to the diverse uses customarily found in retail districts. These are banking institutions, retail outlets, specialty shops, theatre, five and ten cent stores, department stores, offices of realtors, insurance companies and professional men. The principal points of concentration are the Florida National Bank, Escambia County Court House, Thiessen Building, Brent and Elount Buildings. A majority of the structures are one and two stories in height. In the aggregate there are approximately 621,000 square feet of floor space in these structures devoted to the several uses.

Studies made thruout the nation disclose that there is a rather definite relation between the amount of floor area devoted to the various uses and the parking spaces required to serve those uses. Predicated on such studies the above floor area along Palafox Street between Garden and Government Streets would now require between 500 and 600 parking spaces of about 200 to 250 square feet each. Currently curb side spaces now available along Palafox and other streets in the immediate area (Government, Baylen, Romana, Intendencia) will accomodate less than 300 cars at one time. This would reflect a deficiency of parking spaces under present conditions of 200 to 300 cars. Obviously any improvement of Palafox Street properties by replacement or otherwise or the expansion of retail or other enterprises to Baylen and Jefferson Street frontages will augment this deficiency despite the additional parking spaces that the new Jefferson Street will create.

To provide additional facilities to meet the current and increasing demands for parking south of Garden Street, "off-street" facilities should



PLAN OF
PROPOSED OFF-STREET
PARKING LOT
COR. ZARRAGOSSA AND BAYLEN STS.
SCALE - 1" = 30-FT.

OFF STREET PARKING



Parking Facilities Provided by Delchamps
at Corner Baylen and Garden



Off-Street Parking Garage
Washington, D. C.

be seriously considered, which can be of the surface or multi-level structural type.

Sites of parking facilities are dependent on the availability of land located at convenient, easily accessible distances from points of concentration. Experience indicates that motorists are reluctant to walk more than 1,200 to 1,500 feet from the parking site to their destination for shopping or other services. Experience also favors intra-block locations which are accessible to surrounding businesses.

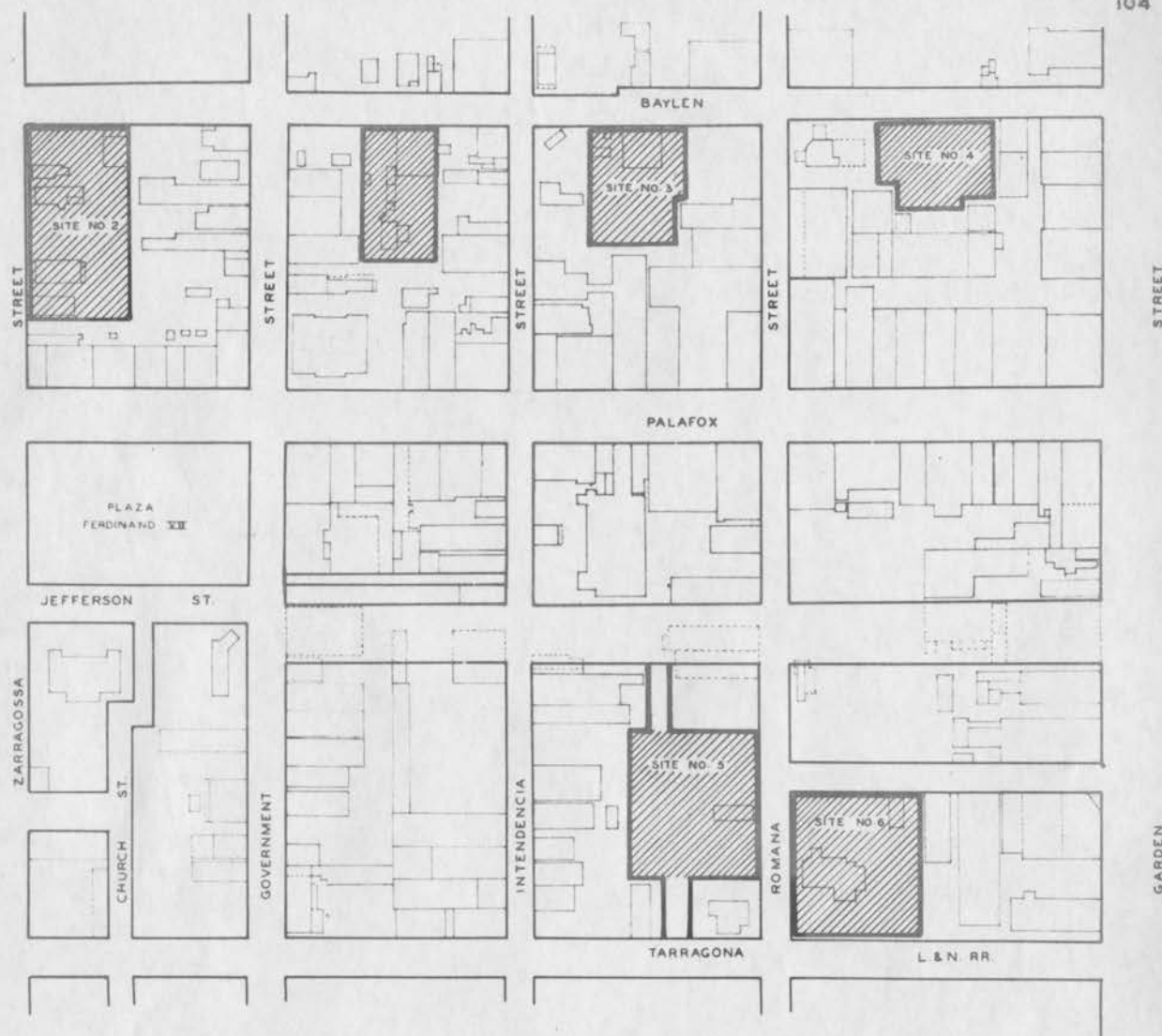
In the central area of Pensacola, south of Garden Street and adjacent to Palafox Street, several desirable sites are proposed for earnest consideration, as future parking facilities. They are close to Palafox Street and the points of concentration and their conversion into parking facilities would contribute to the rehabilitation and enhancement of the entire area.

SITE NO. 1. This area is located on the south side of Zarragossa Street between Palafox and Baylen Streets, now occupied by old, worn-out dwellings. It could be developed to accomodate at least 125 cars.

SITE NO. 2. This area lies directly opposite Site No. 1 on the north side of Zarragossa Street at the corner of Baylen Street and is likewise occupied by old run-down dwellings. This area could be developed to accomodate 125 or more cars.

SITES No. 1 and 2 would be convenient to the City and County buildings and to the Florida National Bank Building which is one of the heaviest concentration points.

SITE NO. 3. This area lies within the block bounded by Palafox, Intendencia, Romana and Baylen Streets with access from either Baylen or



N
SCALE
1" = 100' FT.

PROPOSED OFF-STREET PARKING SITES IN CENTRAL BUSINESS DISTRICT

GEORGE W. SIMONS JR.
PLANNING CONSULTANT
JACKSONVILLE, FLORIDA

Intendencia Streets. This area could be developed to accommodate at least 50 cars.

SITE NO. 4. This area lying within the block bounded by Garden, Palafox, Romana and Baylen Streets could be developed to accommodate at least 75 cars.

SITE NO. 5. This area is located east of Palafox Street in the block bounded by Romana, Intendencia, Tarragona and the new Jefferson Street. This area could be developed to accommodate at least 100 cars and possibly more. This site is central to the theatre district.

SITE NO. 6. This area lies between Bru and Tarragona Streets on the north side of Romana, now occupied by the Van Ness Hotel. This area could be developed to accommodate at least 100 cars. Incidentally this site, centrally located, is admirable for the development of a multi-level parking structure.

The several sites, shown on Figure 23, are distributed on both sides of Palafox Street to serve the several parts of the central district. They are all within easy walking distance of Palafox, Garden and surrounding streets. Most of the sites recommended are now vacant or undeveloped with low value structures. They can be developed to provide a minimum of 575 parking spaces in the aggregate and by expansion horizontally or vertically many more spaces could be provided. In determining the number of spaces, a factor of 250 square feet per vehicle was used.

Altho the difficulties incident to circulation and parking north of Garden Street are not as acute now as south thereof, future developments in this area may produce aggravated conditions. Therefore it is advisable

to anticipate the future needs. Intrablock facilities could be established in the blocks between Garden and Chase Streets and between Chase and Gregory Streets, east of Palafox Street to accomodate in the aggregate at least 200 cars. Facilities small in area, could be located west of Palafox Street but their establishment would entail the acquisition of well-developed properties which might make the undertaking economically unwise. The properties east of Palafox are less intensively developed.

"Off-Street" parking facilities can be established and operated in one of several ways, (1) by the municipality, (2) by a created Authority, (3) by private enterprise, or (4) jointly by municipality and private enterprise. In many cases the municipality assumes the entire responsibility, which seems to be preferable. In some cities, "Parking Authorities" have been created by the legislature, having power to "construct, maintain and operate places for the parking and storage of vehicles by the public". Such Authorities have been authorized in Richmond, Virginia, and Miami. In Michigan the legislature recently passed an enabling act under which municipalities "may acquire, improve, enlarge, extend and operate automobile parking facilities - - - and may finance them thru the issuance of revenue bonds". In Minnesota, the City of Saint Paul was authorized by the legislature to create a "Central Business District Authority" with power to acquire property, finance and develop parking facilities but in addition, rehabilitate run-down, obsolete business properties.

In Philadelphia, the city is acquiring and equipping the facilities but leasing the operations to private enterprise.

In several cities, notably Washington, D. C., and Cincinnati, Ohio, private enterprise (department stores) erected and operate off-street facilities.

In Cincinnati one store has erected a 1,200 car storage garage for transient parking, on the ground floor of which small shops and a restaurant are located.

In Allentown, Pennsylvania, the merchants of the central business district created a corporate body to acquire and operate "off-street" parking facilities, which operation has been very successful.

In Oakland, California, a "Downtown Merchants Parking Association" was formed to establish parking sites. Today they operate six lots with a capacity of more than 800 cars. Including night operations, the lots average a turnover of 307 cars per space per day.

Regardless of the method employed to accomplish the results, by either public or private initiative, the facilities provided are self-liquidating thru the receipt of service charges. Open lots are provided with stalls, each equipped with a parking meter.

To assure the financial success of "off-street" facilities it is necessary to regulate curb side practices strictly. Where a number of curb side spaces are reduced a like number should be provided "off-street" to compensate for the reduction. With the installation of any "off-street" facilities at Pensacola it would be advisable to eliminate all parking from Romana and Intendencia Streets so the full roadway widths of these streets could be used by circulating traffic. Also as an adjunct of such "off-street" facilities, parking meters should be added to Government Street between Baylen and Jefferson Streets and also on Baylen Street between Gregory and Government Streets.

According to information recently gathered by the International City Manager's Association, 345 cities out of 875 reporting, now have one or more "off-street" parking lots in operation marking a 63 per cent increase

over 1942 when only 211 cities operated municipal "off-street" facilities.

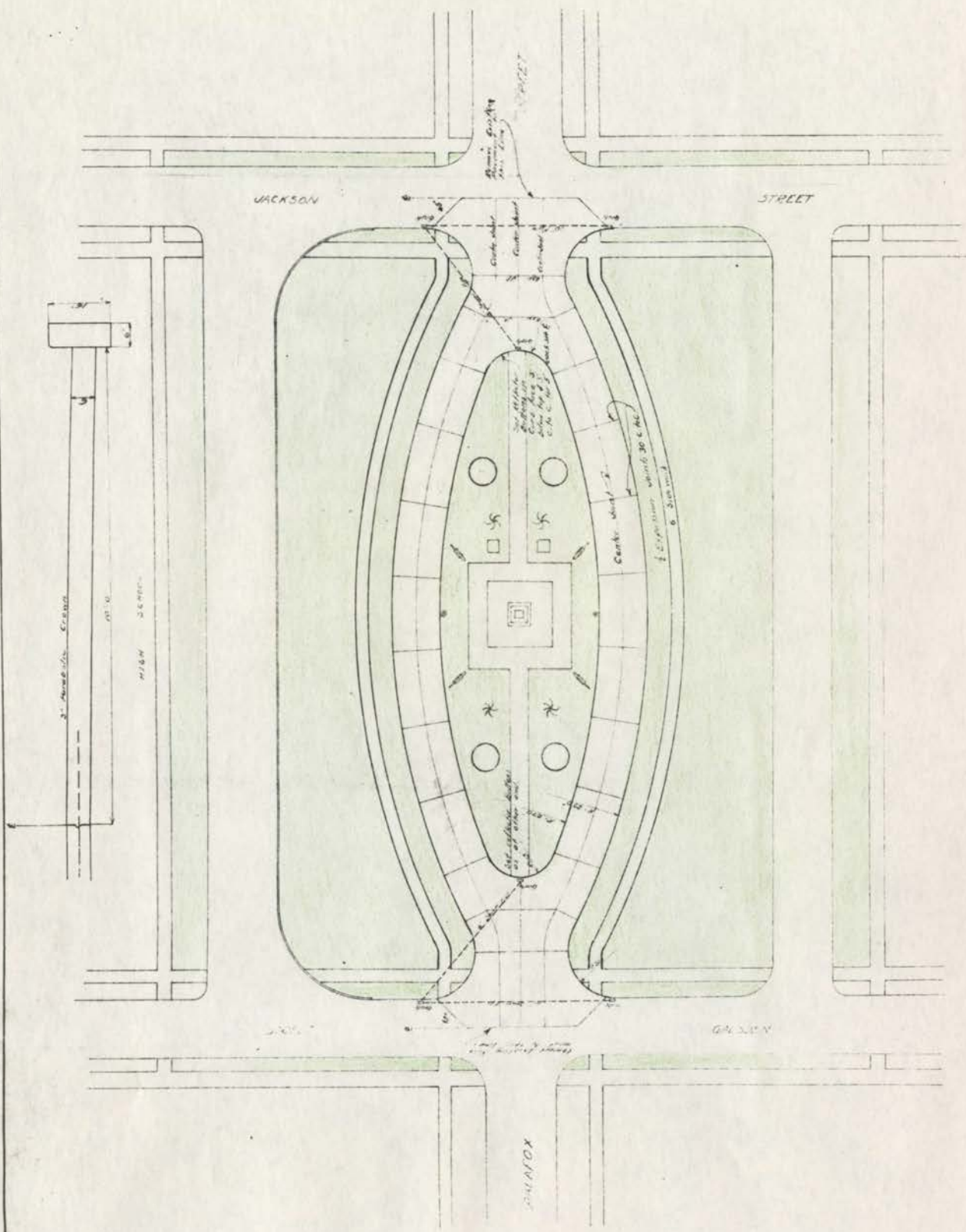
The parking problem is fast becoming the number one municipal headache. The absence of parking spaces and the inability to park is one of the sources of business decentralization and the decrease in assessed values. Within the past ten years the values of central properties have declined 34 per cent in Baltimore, 16 per cent in Atlanta and 39 per cent in Portland, Oregon. No one can say that these declines are due solely to traffic congestion or lack of parking facilities but the officials in these cities and the businessmen too, know that when people cannot and will not come down town to shop, property values must suffer.

LOADING ZONES

Zones for the loading and unloading of freight are frequently barriers to the free flow of traffic. The Building Code of the City should be so amended that new commercial structures erected in the central district or elsewhere will be obliged to provide loading and unloading zones "off-street" either on the property or by providing recesses in the structure.

TRAFFIC LIGHTS

Additional traffic control lights should be erected at Garden and Spring Streets, Baylen and Gregory Streets and Alcaniz and Gregory Streets.



CITY OF PENSACOLA
 PLAN OF
 PROPOSED ROADWAY
 THROUGH LEE SQUARE
 October 29, 1934 Scale 1" = 20'
 C. J. Semmes Jr., City Eng.



LEE SQUARE - Car Turning Right
at Jackson

Looking East from Palafox and Jackson
High School in Background



LEE SQUARE

Under the Major Street Plan section reference was made to the routing of traffic around Lee Square. The present street arrangement was satisfactory for horse and buggy days but not for fast moving motor travel. To improve the circulation of traffic in this area the streets should be relocated as suggested in Figure 24. This plan will not injure the park or its significance but it will improve the movement of traffic which is the primary purpose of streets.

GARDEN - PALAFOX INTERSECTION

The Garden - Palafox Street intersection is the most critical in the city. By its expanse it is confusing to both drivers and pedestrians. The width of Garden Street makes it difficult for a slow walking pedestrian to get from one side to another between light changes. The absence of a central channel island also adds to the confusion.

This intersection should have a light control for both pedestrians and vehicles so regulated that all turns and crossings could be negotiated in an orderly manner.

Figure 25 suggests a plan of light control for this intersection, which would contribute to safety of operation and relieve much of the uncertainty and bewilderment that is now attached to it.

NO-PARKING

When the volume of traffic moving in any street is the source of continued congestion, delay and danger, parking should be eliminated before any widening is undertaken. Parking on both sides of a primary artery such

PALAFIX
AND
GARDEN
INTERSECTION



Needs Better Traffic
Control, Especially
for Pedestrians

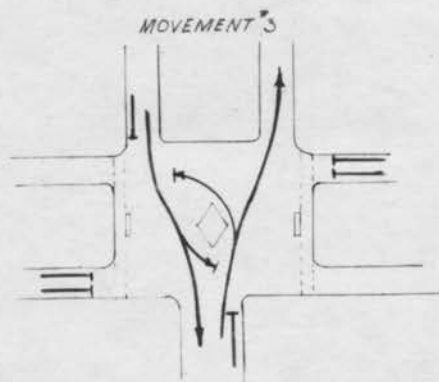
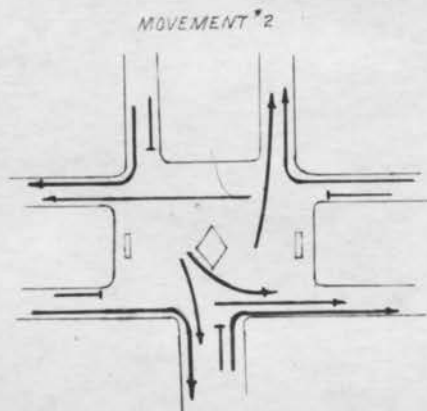
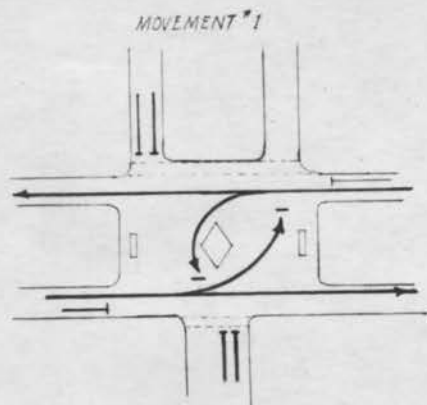


Palafox Street North from
Government Street

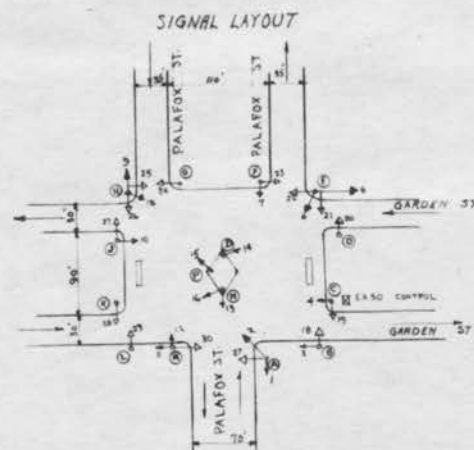
Note Lane Markings

Park - Government
and
Palafox Streets



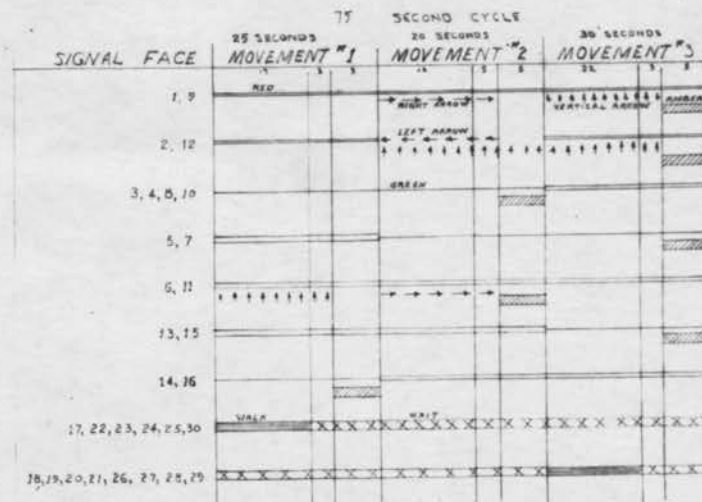


SCALE
1" = 100 FT.



SIGNAL FACE NUMBER	TYPE OF LENSES
1-6-9-12	RED-AMBER-VERTICAL ARROW- RIGHT ARROW
2-12	RED-AMBER-VERTICAL ARROW- LEFT ARROW
3-4-5-7-8-10-13-14-15-16	RED-AMBER-GREEN
17 THROUGH 30	WALK-WAIT

SIGNAL AND TRAFFIC MOVEMENTS PROPOSED FOR THE GARDEN AND PALAFOX STREETS INTERSECTION



SIGNAL COLOR SEQUENCE CHART



as Palafox Street, reduces its flowing capacity by slowing down movements. The elimination of parking will open the entire roadway to traffic movements.

SUMMARY

The central business district is the crux of the traffic circulation and parking problem of Pensacola. To retard the disintegrating effects of decentralization and thereby conserve and enhance property values the circulation of traffic in the central area should be improved and more parking areas be provided. By the opening and widening of selected roadways the central area will be accessible from more points and experience a better opportunity to expand. Improved circulation and parking will incidentally encourage the rehabilitation of areas now run down and blighted, opening them to utilization by new enterprise. This is particularly true of that section in the vicinity of Palafox, Government and Zarragossa Streets which should respond quickly to rehabilitating processes.

All of these proposals may not be attainable at once. They are, in the aggregate, proposed to meet the needs of the future growth of the metropolitan area. Pensacola, it must be remembered, is not merely a city of 47,000 but instead one of more than 100,000 because the people of the metropolitan area look to Pensacola for trading and servicing. Therefore in contemplating any improvements or additions to the central district, the needs of the larger population should be considered. The several proposals here made can be installed over a period of time as needed because they are proposed as the ultimate instead of the minimum.

MASS TRANSPORTATION

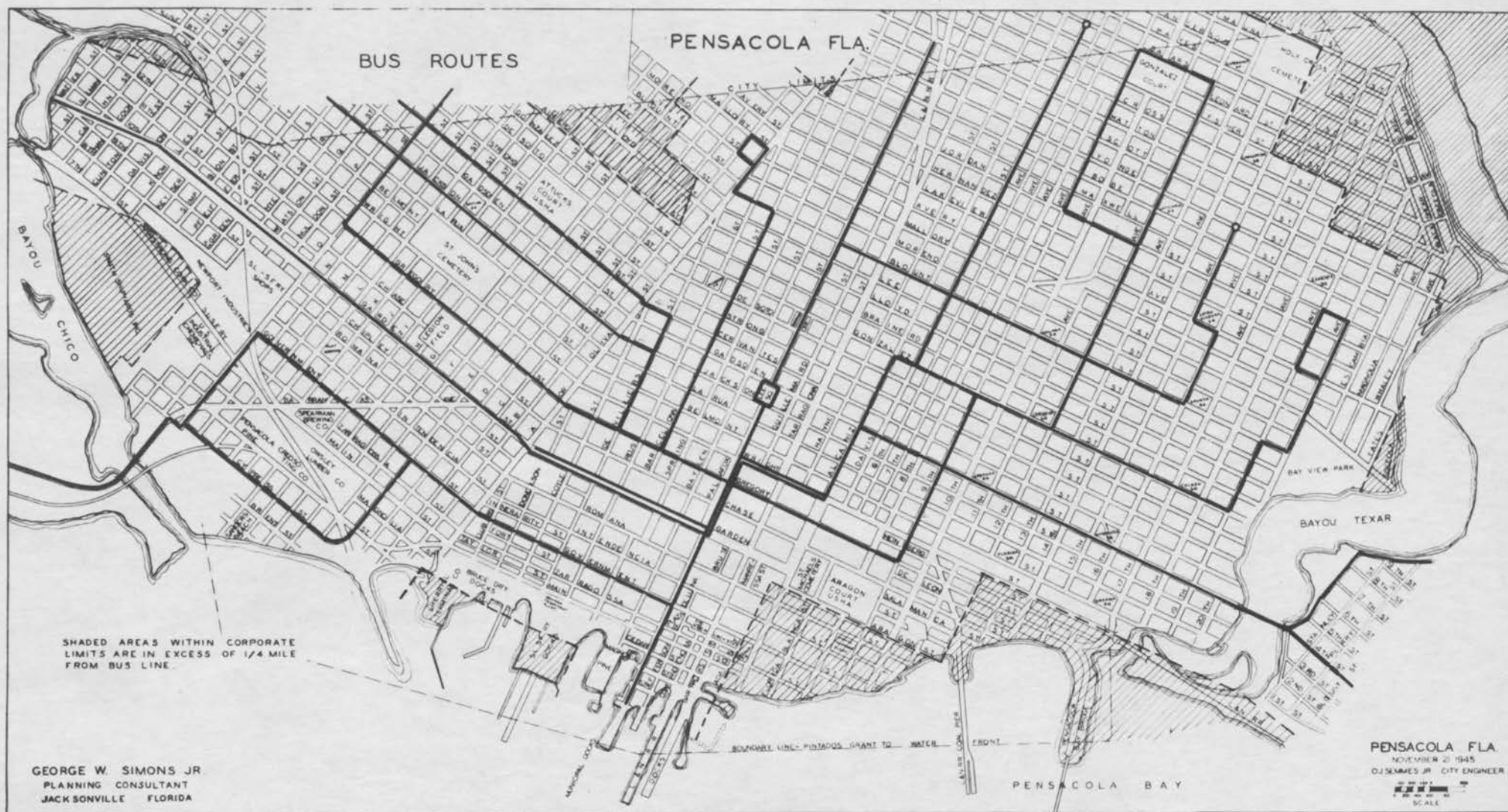
The Pensacola Metropolitan area is served by buses of the Pensacola Transit, Incorporated. Operating from the central focus of Palafox Street there are sixteen routes as follows:

- 1 & 2 East Pensacola Heights - North Davis
- 3 & 4 Hospital - Bayview - Gonzalez Courts
- 5 & 6 North Fifteenth Avenue - North "T" Street
- 7 & 8 North "O" Street - West Cervantes Street
- 9 & 10 Ellyson Field - Ensley
- 11 & 12 North Hill - Myrtle Grove
- 13 Saufly Field
- 14 Corry Field
- 15 Navy Point
- 16 Naval Air Station

The first two routes are operated with common equipment, as is the case also for 3 & 4, 5 & 6, 7 & 8, 9 & 10 and 11 & 12. The remaining four (13-16) are entirely separate and in the case of Corry Field, is operated only as a tripper line. During the summer a line is operated to Pensacola Beach.

The time intervals on the first eight lines (1-8) are operated on thirty (30) minute intervals as is also the case on the Navy Point line. The last four lines (9-12) are operated on hourly headways with extra service on the North Hill line in the morning and evening. The Naval Air Station line is operated on fifteen (15) minute intervals until 8:00 P. M. when service is reduced to a twenty (20) minute headway. The Saufly Field line is operated every ninety (90) minutes with two extra trips in the evening.

Figure 26 shows the routing of the several bus lines and the areas



tributary thereto. Areas more than one quarter mile from a bus line are shaded.

Buses of all the lines pass thru the Palafox-Garden Street intersection and travel north and south on Palafox Street which adds considerably to the congestion on this central artery.

With the widening of Wright Street between Palafox and Baylen Streets and the opening of Jefferson Street it would be advisable to consider a re-routing of buses entering and leaving the central district. If buses can be routed around the inner circumferential of Wright, Baylen, Government and Jefferson Streets, Palafox Street between Garden and Government Streets could be relieved of all bus traffic. Such routing would place buses within a block of Palafox Street at all times. As the outer areas of Pensacola increase in population, the demands for mass transportation service will increase proportionately and this increase should be anticipated in the design of bus routings. Furthermore, as the outer areas build up more intensively, additional bus lines may be desirable either as direct lines into the center or as cross town connecting lines.

The routing and availability of mass transportation is an important factor in directing city growth. Usually bus lines are not established until the demand arises but if the city and transit company work together in selecting lines of travel, the development of areas now desirable for use but vacant may be encouraged.

INTERURBAN BUSES

Interurban buses do not serve local mass transportation needs but the bus routings and terminal facilities are a factor influencing traffic movements. The Greyhound bus terminal at the northwest corner of Gregory and Baylen Streets is new and modern. Thru it daily pass all interurban bus lines. Buses using U. S. 90 east and west of Pensacola use Cervantes, Spring, Baylen and Davis Streets. Buses from Panama City use Gregory Street from the causeway to the terminal and those to points north, use Palafox Street north of Cervantes Street.

The principal requirements for improvement will be the widening of Spring and Baylen Streets between Gregory and Cervantes Streets. With the future widening of Alcaniz Street it would be advisable to use it as an outlet instead of Davis, north of Cervantes Street.

TRANSPORTATION FACILITIES

Railroads have always been identified with the economy of the city and its tributary areas. Many cities owe their growth and their peculiar characteristics and their prominence among cities, to early railroad development. Railroads created distribution and industrial centers and contributed to the building of ports. Incidentally they brought people into the community to work and live. Prior to the extensive use of motor vehicles and the construction of regional, interurban highways, practically all movements into and from the city were by rail. This picture has changed. Railroads now share the transportation requirements of the community with motor vehicles and airplanes.

In the early days of their expansion and growth, railroads acquired considerable land for and adjacent to their rights of way, some by purchase but much by gift. Much of this property within cities was occupied by terminals for passengers and freight, shops and storage tracks and properties adjacent thereto were utilized by industrial or other enterprise dependent on rail shipments. As the community grew these rail properties and those adjacent thereto often became barriers to the advantageous growth of other types of urban development. Around the railroads and industries, substandard dwellings were built, which in too many instances have become the unnecessary source of spreading blight.

The railroad is still important to the economy of the city and its tributary areas. It still has a valuable function to perform, but it is not as essential as formerly. The motor truck, bus and airplane have invaded the province of the railroad. No longer is it necessary to locate distri-

bution warehouses and industries centrally on or along railroad properties, or even to locate freight houses and storage tracks in central areas to accommodate animal drawn drays. The economic movement of heavy loads by motor truck has made it possible to utilize more desirable sites for both industry and distribution - sites removed from dwelling areas and areas of congestion and fire hazards. Similarly storage tracks, exchange yards and classification yards can be located away from potentially high value areas. Many commodities are conveyed wholly by motor truck from source of production to retail distributor. These changing conditions and practices produce problems of correlation between the various carriers and further, enable a city to reexamine its attitude towards railroads and the role they play in the community. In as much as the city is primarily a place in which to live, should the railroad continue to be the source of blight to the community that it still carries over from the horse and buggy days, or should the railroad become one of the citizens in trying to conserve and develop properties in an orderly manner?

EXISTING CONDITIONS

Two trunk line railroads serve Pensacola, the Louisville and Nashville and Frisco. The former extends northerly to Flomaton, Alabama, where it connects with the main line between New Orleans, Mobile, Montgomery, Birmingham and Cincinnati. It also extends easterly to Chattahoochee, Florida, where it connects with the Seaboard Air Line Railway to Jacksonville, Florida. This latter serves all of the west Florida counties. The Frisco extends northwesterly to a connection with the remainder of the system leading to Memphis, Kansas City and Saint Louis.

Figure 4 shows the routings and terminal facility locations in Pensacola. The Louisville and Nashville enters from the east with the passenger terminal at Alcaniz Street, from which point it extends northerly along Tarragona Street. Two stub extensions extend from the main line tracks, one southerly along Tarragona Street to dock facilities on the waterfront and the other to the coaling pier (Muscogee Pier). The Frisco enters Pensacola in the northwest part of the city extending along Chipley Street to its passenger terminal at Coyle Street near Garden Street. It also extends to the Frisco dock on the waterfront. The shops, round house and storage yards of the Louisville and Nashville are located east of Tenth Avenue between DeSoto and Belmont Streets. The yards and shops of the Frisco are located west of "O" Street, south of Garden Street. A line connecting the two railroads extends along Main Street from Tarragona to Coyle Street. North of the city in the Goulding section the two railroads are close together but do not connect. It is approximately one mile between the two passenger terminals with the new Greyhound bus station about half-way between. Freight terminals of the Louisville and Nashville are located in the block between Chase and Garden Streets at Tarragona and Alcaniz Streets, and those of the Frisco near its passenger terminal at Coyle Streets.

When Pensacola was a more active port, the docks at the southern extremity of Tarragona, Commandencia and Jefferson Streets were vital adjuncts to the railroad. In recent years however these dock facilities have not been greatly utilized and currently there is serious question as to their utility value. The same can be said of the Frisco docks at the southern extremity of Reus Street. During the past year the coal loading docks and facilities of both roads have been used extensively to load coal for export

to Europe but it is generally conceded that this condition is temporary. Because of the present trackage interchange much of the coal originating on the Louisville and Nashville has been exported from the Frisco docks, causing congestion and delay to motor traffic along Tarragona Street and Garden, Gregory and Chase Streets.

Altho the line extending north and south on Tarragona Street serves the freight house and storage facilities at Garden Street and several businesses south thereof, it is doubtful whether such service is an economic necessity. The trackage and terminals of the Frisco railroad are so located that they do not obstruct traffic seriously or otherwise constitute a barrier.

The storage yards and shops of the Louisville and Nashville as sources of noise and smoke have exerted a blighting influence on residential property north and south of it.

The trackage on Tarragona Street is a source of danger and delay to automobile traffic. For the present the Council should endeavor to control movements on this line so as to minimize delays to street traffic. The ultimate usefulness and disposition of this trackage will depend largely on the future activity of the port. If plans to establish a municipal port are consummated, the utility value of the present dock structures will be greatly lessened. It is not outside the realm of possibility that the dockage properties may ultimately be abandoned and if so, the Tarragona Street trackage will be of little value. Then Tarragona Street can be converted into a more useful traffic artery and the waterfront properties can be developed for the use of the people. This is a long range view but one that may materialize ultimately.

Attention is also directed to the location of an interchange and classification yard for the two railroads north of the city in the Goulding section which is ideally situated for future industrial development. In this area the Louisville and Nashville shops could be relocated.

Altho these suggestions may seem radical and impracticable at this time, it again must be remembered that this plan is a guide to future growth and needs and as such should anticipate railroad relocation changes that will enable the city to develop soundly. The disuse and deterioration of the present dockage facilities would intensify a blighting, devaluing influence on properties which could be restored advantageously to public uses.

PORT OF PENSACOLA

Pensacola's original settlers arrived by water. It was many years before the tiny community established overland communication with other settlements in the vicinity and a great many years before roads connecting with the principal inland cities were built. Later came the railroads. The orientation of the city to the Gulf has been established from its very inception.

The early importance of the port was established when the Navy selected it as a base in 1825. This was abandoned, however, before World War I. As a coastwise and export-import point its importance has steadily diminished since it was once one of the principal ports for the export of lumber and naval stores. Altho lumber continues to be one of its most important commodities, the volume has been considerably reduced. Coal and fertilizer are two more important items, and the three make up more than two-thirds of the total volume of commerce.

The physical features of the port have much to recommend it, deep water channel easily accessible from the Gulf, sixteen piers and wharves with more than half of the available berthage space with deep water docks, special coal and fertilizer handling facilities, and repair facilities including a floating dry dock. The existing disadvantages for large scale operation are lack of storage and warehousing facilities, proper open storage facilities, no cold-storage facilities.

Efforts to improve the position of the port have been unavailing until a municipal Port Authority was established. The Authority has leased one of the Frisco Line Piers and has started operation under a long range plan based upon an engineering survey and report of 1947. This report points out the highly competitive nature of a port operation.

To be realistic about Pensacola's port development, the facts regarding competing ports must be analyzed and Pensacola's relative position made apparent. Disregarding for the moment the volume and value of all products in the so-called competitive areas, an examination of immediately adjacent ports will serve to impress the relative position of Pensacola in the Gulf port picture. As the wartime figures were highly inflated due to the nature of the war and the enemy, comparisons will be made only on the 1939 figures which were better than the average for the previous decade or two for Pensacola. In that year while Pensacola was handling 660,000 tons thru the port, Mobile handled over 4.5 million, and New Orleans over 16 million. These are the ports with which Pensacola must compete. In 1945 New Orleans was the sixth largest in volume in the United States, and recently has opened its free port which will further enhance its attractiveness as does its International House, all in spite of the long and tortu-

ous haul up from the Gulf. Pensacola has a slight advantage over Mobile in travel time from and to the Gulf but lacks port facilities.

Port operation has become so highly competitive that private business in its own competitive spirit and inheritance is unable to cope with its magnitude and voraciousness. It points to a statement frequently referred to in the above mentioned report that the L. & N. Railroad might prefer to avoid any additional capital outlays or maintenance on their piers and installations, thus throwing the burden elsewhere. In an effort to merely maintain existing facilities and, in some instances, to improve them, various combinations of business and governments have been brought together to manage and coordinate the multi-varied activities which make up a port. Governmental support at the state level has been denied Pensacola for all practical purposes because in Florida there are many harbors which would be the state's leading port and no division of state support has ever been agreed upon. Mobile, for instance, the only port in Alabama, has the wholehearted backing of the state, the State Chamber of Commerce, as well as other bodies both statewide and local in character. As the State of Alabama constitutes a major portion of the tributary territory of Pensacola and a sizeable portion of the immediate competitive territory, it is reasonable to assume that freight rate comparisons, as important as they are, are not the sole criterion for shipping routes. In fact, the principal rail facility thru the heart of the tributary territory of the Pensacola port must leave the main line at Flomaton and run down a branch line to Pensacola. This makes for delay, confusion and additional handling. Actual elapsed transit time is shorter between Montgomery and Mobile than between Montgomery and Pensacola.

Coastwise shipping has not recovered since the war as it was formerly assumed it would. Many lines that formerly made Pensacola a regular port of call have not resumed such a schedule, and because of the confused situation in maritime circles, it is problematical if they ever will. Recently, because of the two coal loading facilities, the port has been busy loading other than bunker coal for Europe. It can be assumed that this will fall off as soon as the European mines can resume their former level of production and the political situation becomes clarified.

Port activity is only a minor facet in Pensacola's commercial life. Attempts to build it up to a point of competing with Mobile and New Orleans without the support of large scale industries in the immediate tributary area, such as lumbering and naval stores formerly were, would call for an outlay of capital and labor far in excess of its value to the community. The development of small tho important ports to the east (Panama City and Port Saint Joe) in recent years indicates the weakened competitive position in which the port finds itself. Were it able to induce an industry of such magnitude to locate within the tributary area, one that would employ hundreds if not thousands of employees, and produce large quantities of commodities for transportation or consume quantities of bulky raw materials, then, with reason, the Port Authority could lay it on the line to provide the necessary facilities and there would be no trouble at all in getting the finest cooperation from rail and shipping interests.

This report approves the suggestion of the Frederic R. Harris Corporation to establish the municipal port facility in an area west of the Frisco docks, which would concentrate all waterfront activities in the southwest industrial area and thereby preclude the necessity of sacrificing the entire

waterfront to scattered commercial-industrial development. This location is sufficiently adequate in size for future development and expansion and is close to dwelling, commercial and industrial facilities.

Pensacola with one of the best harbors on the Gulf coast is not finished as a port. It started as a port and will continue as a port, altho limited as to the extent of business passing thru it. The promotion and development of the port must be continued however against keen competition.

HOUSING

"Better housing is all that is needed to enable the individual to make an adequate contribution to the common life of society; it is basic, without it the satisfaction of other needs would be ineffective."

Sir Raymond Unwin.

Housing is a most important part of the city structure. The pattern of housing is largely the pattern of the city. Streets, parks and other public or semi-public uses occupy less than one-third (28.88%) of the total city area. Of the remaining two-thirds, excluding vacant, undeveloped lands, about forty-five per cent is occupied by the dwelling places of people - their homes. Therefore any study of a community's future must consider the places in which people live - their locations, conditions, changes that have been experienced, facilities and utilities available to them and their relation to the economy of the city as a whole.

Within recent years much of the housing controversy has revolved around two challenging thesis - public housing and more housing. In the confusion, the place housing occupies, as a major element in the city's plan, has been submerged. The relation existing between housing and the general welfare, healthfulness and morals of the city has been obscured. Few cities have conducted studies of housing, on which to predicate policies and plans for maintaining values and integrity of dwelling areas. Studies to determine the incidence and progress of deterioration or the effect of blight, the cost of maintaining substandard housing, trends of development and other studies have demonstrated the importance of housing as a part of planning. Many of the older dwelling areas can never be fully absorbed by either commerce or industry and unless rehabilitated as decent neighborhoods, will

gradually deteriorate to a status of slums. And then as new dwelling areas are developed, it would be to the best interest of the city to see that they follow the neighborhood pattern. The absence of policies and the continued neglect of this problem will seriously jeopardize the status of hundreds of dwelling properties which in the aggregate, constitute the city.

The evolution and growth of a city can be traced in the prevalent types, conditions and uses of its dwellings. Neighborhoods of once stately and pretentious homes have succumbed to old age, obsolescence and the invasion of commerce and in the process, have depreciated in quality and use to a status commonly called "blight" - that insidious malady that starts areas on the down grade. Yielding to the pressure of modernization and the shifting of business centers, old, obsolescent business structures have suffered similarly from the blighting disease which infects everything with which it comes in contact.

As the central business nucleus expanded, the residents of the invaded sections moved to the sparsely settled fringe areas then remote and almost rural in character. After the turn of the century the increasing use of the automobile soon changed the picture. The remote, sparsely settled fringe area of a generation ago became an intermediate conglomerate area, the mid-town section, and a new fringe of subdivisions was established farther out. Houses erected in the large intermediate area were predominantly single family in type, occupied by the owner who was the entrepreneur, clerk or white collar worker. The establishment of a new fringe inspired a desire to again move - still farther from the instability, confusion and congestion of the older sections.

The intermediate area of dwellings began to change and take on a new complexion; the absence of a definite land use policy and the absence of

zoning opened the way for deterioration and the seeds of blight. Sections nearest the central business district yielded to the seed of blight first. Old residences were converted into duplexes, apartments and rooming houses. The bulky apartment crowded on small lots, then followed. Business establishments were interspersed with residences. Stability and security of value gave way to uncertainty and instability. Proceeding from the central core toward the fringe, the same general pattern was followed, except as one approached the fringe the single family use predominated.

In this process of expansion, main traveled streets were all principal "business" streets in the eyes of their owners. Instead of rationally establishing and concentrating business centers strategically, serviceable to home neighborhoods, selfish property owners invaded dwelling areas to establish scattered ribbon business along these streets. In so doing, hundreds of dwelling properties were sacrificed on the altar of selfishness - properties that never will be absorbed by any business uses but instead, will gradually sink into the mire of blight and become economic liabilities to the taxpayer and the city alike.

As these changes in the city pattern advance and broaden the infected areas of blight and deterioration, a succession of new fringes are established, which in the course of time pass thru the cycle of their antecedents. With each successive cycle, the radius of blight widens and the degree of economic instability increases. At the base of the housing structure are those large concentrations of housing "across the tracks" that have degraded thru all the years to a status of "slums" - substandard as living quarters.

All cities have "slums", areas with which most of the citizens are not familiar but which house much of the domestic help. "Slums" are usually owned by a relatively few people who neither live in nor near them but who extract

substantial increments of returns from them. One authority has defined a slum as "a dirty, miserable, diseased human junk yard full of frustration and despair. It is a place where people exist because they do not have the money to live elsewhere. Nobody lives there for any reason except financial pressure". In the United States Housing Act of 1937, a slum is defined as "any area where dwellings predominate which, by reason of dilapidation, overcrowding, faulty arrangement or design, lack of ventilation, light or sanitation facilities, or any combination of these factors, are detrimental to safety, health or morals".

Slum or substandard areas influence properties surrounding them and through points of contact, properties and homes remote from them. Slums are often the most densely populated areas of the city, equipped with the fewest facilities. They are foci of crime, fire hazards, disease, delinquency and bad morals. Every substandard or slum area is an economic liability to the community in that the revenues they produce in taxes never pay for their costs. In Atlanta, as an illustration, only 5.5 per cent of the 1941 real property tax revenues came from slum areas whereas 53 per cent of the city's cost for police, fire, health and other services were in slum areas. Slums are parasitic; they live at the expense of the better, more valuable property! In thirteen diversely located American cities, the costs of slum areas averaged eight times the tax revenues produced by them. This fact is sufficient justification in itself to devote much serious thought to slum elimination.

It is apparent therefore that Housing and Housing policy have an important place in any planning program. In adopting the Zoning Plan in 1947, the City Council took one major step toward a stabilization of values and land uses and the adoption of regulations to guide land subdivision practices will

be a second step. Regulations tho are not enough. The citizens and property owners of Pensacola must have an understanding of the economic liability of blight and slums, their cost and the cost of combatting them. They must recognize the magnitude of the problem and the fact that there is no major cure-all for it. The relationship of a decent, healthful environment to the corporate area as a whole and the value of neighborhood reconstruction must be driven home to them. Urban rehabilitation is an essential in American cities because only thru such measures can economic stability be restored to many worn out areas. Demolition and reconstruction on new patterns, where necessary, should be done preferably by an assembly of owners thru the mechanism of private enterprise.

The people must understand that substandard housing is associated with undesirable social conditions, low levels of nutrition, crime, disease, morals and lack of education. There are minimum standards of housing to which every community should aspire, as follows:

1. Each dwelling unit should be structurally safe and in a good state of repair.
2. Each unit should be provided with running water and a private indoor toilet.
3. Every room should be supplied with adequate natural light and ventilation.
4. Each unit should be of sufficient size in relation to the family group to prevent overcrowding, or more than one person to a room.
5. Each unit should be supplied with the means of proper heating and with adequate lighting and cooking facilities.

As Fortune stated in its issue of February, 1932, "A minimum standard

of health and decency is one below which no American family should be expected to fall".

When it is said that a dwelling is substandard it means that the family is not furnished with an ample and pure supply of running water, with an indoor flush toilet for its exclusive use, with a bath tub or shower.

During the housing shortage of recent years, makeshift dwellings of all kinds have complicated the whole housing problem. Garage apartments, remodeled filling stations, cinder-block houses, Quonset huts and other substitutes for standard accommodations have been built. These deplorable makeshifts which have been resorted to because of expense and scarcity of materials have started a trend from which we shall reap a bitter harvest. Where garage apartments have been built, they have often converted a single family residence district into a two-family area, sometimes in the highest class residential neighborhoods. Eventually, some of these may be used as servants quarters, allowable in such areas, but many will continue to be rented indefinitely. In other cases, when the garage apartment remains the only dwelling on the lot, it will be entirely out of keeping with surrounding developments. Less attractive shelters will go down the scale until they become out and out slums, as present tenants find more desirable quarters and less fortunate people move in.

EXISTING CONDITIONS

Two Real Property Surveys of Pensacola were made in 1939 and 1940, one by the U. S. Bureau of the Census and the second by the W. P. A. The latter extended beyond the corporate area to include East Pensacola Heights, Brownsville and New Warrington. The former (U. S. Census of Housing) included rural and non-rural data for Escambia County in addition to that for the

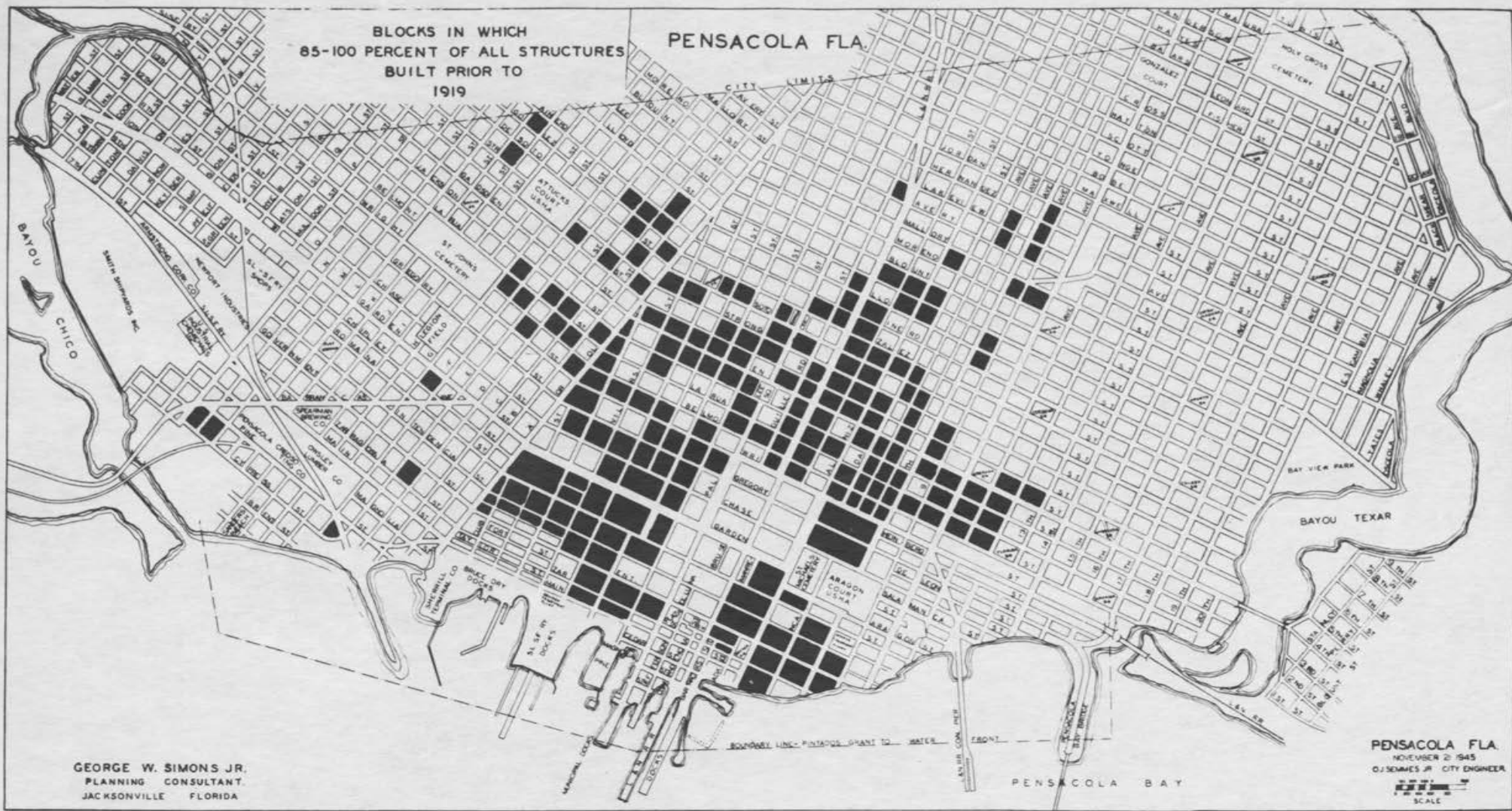


FIG. 27

corporate area of Pensacola. To understand the trend of development, its character and distribution between 1937 and 1946, reference is made to Figure 3.

Housing in Pensacola runs the gamut from the spacious homes in well groomed subdivisions to the old, obsolete shacks in worn-out neighborhoods. In the older part of the city that grew up around the central business section, most of the housing is old - a product of the nineteenth century. Many of the homes in these areas are still maintained as single family dwellings but many others have been converted into tourist homes, rooming houses or apartments interspersed with business.

Of some 10,599 dwelling structures reporting in 1939, 3,565, or 34% were more than forty years of age. Figure 27 shows areas in which 85-100 percent of the structures were built before 1919. Of the dwelling structures, 8,740 or about 83 per cent were single family dwellings. In the dwelling structures of various kinds there were 12,195 dwelling units occupied by 8,638 (70.8%) white families and 3,557 (29.2%) negro families. Of those erected thru 1938, examination revealed that 1,213 were unfit for use.

Between 1936 and 1947, there were 1,975 single family dwellings erected in Pensacola, distributed as shown in Figure 3 from which the trend of new construction into three areas is clear, (1) East Hill, (2) North Hill, and (3) west Garden Street area.

Studies of Housing conditions in Escambia County outside the corporate limits of Pensacola also impart some interesting information. Of 7,006 dwellings outside the corporate area of Pensacola, as of 1940, nearly 4,200 (60%) were built between 1930 and 1940. During the same period only about 1,600 were built inside the city. This again emphasizes the intensity and trend

of development in the fringe area outside the city previously referred to.

Areas in greatest need of rehabilitation can be roughly described as follows: (1) south of Garden Street, between Baylen and "A" Streets, (2) south of Aragon Street, east of Alcaniz Street, (3) area between Guillemard Street and Sixth Avenue, north of Wright Street (Long Hollow) and (4) area around Attucks Court west of deVilliers Street. In all these areas sub-standard housing can be found. Adjacent to them however are areas of good and new housing.

The diversity and multiplicity of ownerships contributes to the difficulty of housing rehabilitation. Many of the oldest, run-down dwellings should be condemned as unsafe, and be demolished. Others should be modeled and repaired. The ideal solution would be the demolition, redesign and reconstruction of whole areas into neighborhoods - the plan followed by the Housing Authority in developing Housing projects. But for the multiplicity of ownerships to follow such a plan it would be necessary to assemble properties and reconstruct under the direction of some central body, either public or private. Any plan undertaken would necessarily be a long range one aimed at the eventual stabilization of values and the rebuilding of outmoded and obsolete districts.

Adjacent to the central business district, both east and west thereof, areas occupied by old run-down structures could advantageously be replaced with "off-street" parking facilities and parks and dwellings be located in areas more suitable to such development.

As the business district expands and invades the surrounding residential areas, seeds of blight are sown which in a decade or so will result in new slums. This spread of blight can be controlled by zoning, also by the creation of green belts.

SUGGESTED NEIGHBORHOOD REDEVELOPMENT PLAN

FOR AN AREA EAST OF SEVILLE SQUARE
PENSACOLA, FLORIDA

GEORGE W. SIMONS, JR.
PLANNING CONSULTANT

SCALE 0 50'



LAND USE ANALYSIS

	ACRES	%
RESIDENTIAL LOTS	36.3	52.0
PARKS, PLAY AREAS & WALKWAYS	14.3	23.7
STREETS	14.0	21.3
COMMERCIAL AREA (INCLUDES PARKING SPACE & SHORE PATROL BUILDING)	2.3	3.0
TOTAL (EXCLUDES DISPOSAL PLANT)	69.7	100.0

219 LOTS - AVERAGE SIZE 7,231 SQ. FT.

ADVANTAGES OF REDEVELOPMENT

- I. PLEASANT STREET ALIGNMENT OBTAINED BY FOLLOWING NATURAL CURVE OF SHORELINE.
- II. WATERFRONT PUT TO APPROPRIATE USE AS A NEIGHBORHOOD PARK, FEATURING A COMMUNITY BUILDING & SHELTER.
- III. SEVILLE SQUARE ENLARGED TO PROVIDE PROPER SETTING FOR HISTORIC CHURCH BUILDING & PLAY SPACE FOR CHILDREN.
- IV. COMMERCIAL AREAS RESERVED, WITH PARKING FACILITIES INDICATED.
- V. SUPER BLOCK DESIGN PROVIDES:
 - A. ECONOMIC STREET PATTERN.
 - B. LOCAL USE STREETS, REQUIRING ONLY INEXPENSIVE PAVING.
 - C. INTRA-BLOCK PLAY LOTS, WITH CONNECTING LANDSCAPED WALKWAYS.

FIGURE 28

Much study should be given by the city to the preservation of values and the quality of dwellings in the large mid-section between the central fringe and the periphery. Unless the uses of land and structures are controlled in the large area between Gregory and Gonzalez Streets and between Palafox and Reus Streets, the dwellings in this area will be an easy prey to gradual deterioration. This is still one of the best residential areas in Pensacola but in it garage apartments, boarding and rooming houses are getting a foothold. Unless strictly controlled it will ultimately become more of a liability than an asset. The blighting of property is no respecter of persons, rich or poor.

Any rehabilitation program undertaken should be directed toward the creation of neighborhoods. Every neighborhood should have an active Improvement Association interested in the welfare of the neighborhood. It is not always necessary to demolish structures; many can be repaired, painted and improved to be creditable to any neighborhood. However some of the older dwelling groups may be advantageously rebuilt. A suggested treatment of the area west of Alcaniz Street and south of Aragon Street is shown in Figure 28, also on Figure 21. Neighborhoods redesigned and rebuilt into single family or group dwellings in this manner, will restore values to run-down areas and simultaneously contribute to the building of a better citizenship. Many of the dwelling units in these several areas are old and have long outlived their usefulness.

The Urban Rehabilitation Act adopted by the 1945 Florida legislature enables private enterprise to assemble lands and redevelop tracts pursuant to a plan approved by the City Council and Planning Board. And if the Taft-Ellender-Wagner bill is adopted by the Congress of the United States, the way will be open for F. H. A. assistance in such rehabilitation.

Run-down, substandard houses are a costly liability to the city. They are sources of delinquency, crime, infant mortality and fire hazards (Figure 18). Records from many cities show that such areas cost the city more in services (health, police, fire, courts) than they produce in tax income. And ironically, much of this property in its present run-down state, is the source of the most revenue to the owner.

Any plan directed at the conservation of dwelling values and qualities should be supported by adequate Building Code provisions and Sanitary ordinances. The strict enforcement of such provisions will prevent much difficulty in the future.

Housing is of the people. Much of the accumulated savings of the people have been invested in homes and the only real protection those people have against the encroachment of unfavorable uses, the spread of blight and the ultimate creation of slums, are the protective measures adopted and enforced by the City Council.

PUBLIC UTILITY AND SERVICE SYSTEMS

One of the principal functions of a municipal government is to provide its people with an adequate supply of pure water for domestic and commercial uses, a system of sanitary sewerage to remove domestic liquid wastes and sewage treatment to prevent the fouling of receiving waters. Storm drainage is also essential to the proper development of the modern city. Other services that will be provided to protect persons and property are fire, police and health departments. The availability of these several utilities and services gives the city dweller an advantage over the occupant of land outside the city where few or none of these services are available.

When the developed area of the city was small and compact, its servicing was comparatively simple and economical. But when it began to spread out aimlessly and became scattered, servicing became more complicated and costly. It frequently costs a city more to provide water and sewerage services to an isolated area than such area will produce in income. When the community develops and grows according to a pattern defined by the zoning plan, it is possible to anticipate the utility requirements with a greater degree of certainty than otherwise. Pipe and conduit sizes can be determined better once the future character of land uses has been agreed upon. Therefore, from the standpoint of utility design it is advantageous to encourage the utilization of all properties and thereby eliminate large vacant tracts of spotty, misguided development.

Topography is obviously more of a factor in the design of sewerage and drainage facilities than it is in the design of water supply and distribution facilities. The availability of modern deep well pumping units enables the city to establish well sites as needed, extending service lines therefrom.

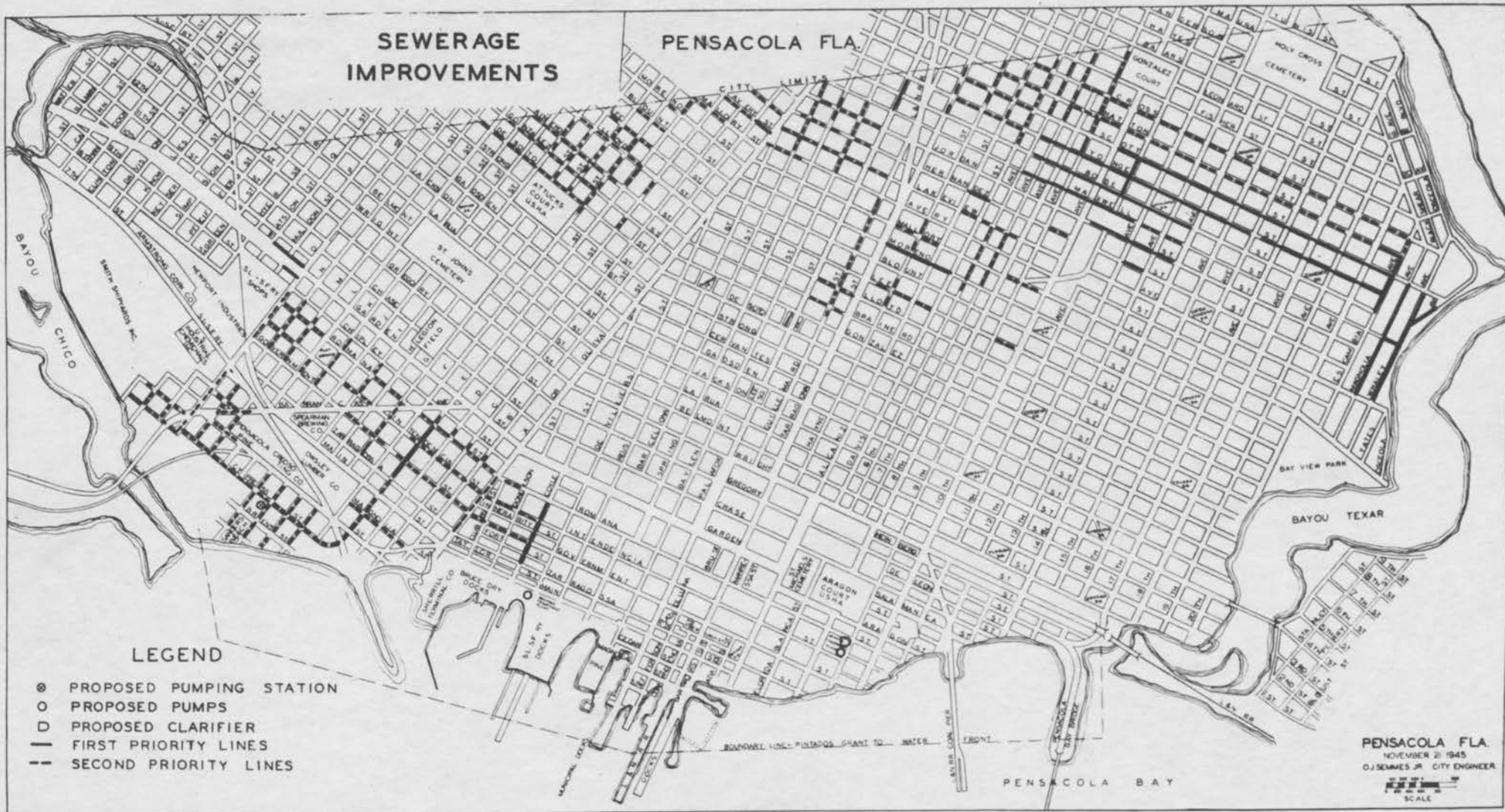


FIG. 29

But in the case of sewerage it is necessary to convey the collected sewage to a minimum number of points for treatment, which frequently entails the installation of lift stations and collection lines of large capacity.

SEWERAGE AND SEWAGE DISPOSAL

The greater part of the developed, built-up area of Pensacola is now accessible to sanitary sewerage. Figure 29 shows areas into which service has been introduced recently, is being installed or in which it is proposed to extend lines. With these additions completed most of the developed city will be accessible to sanitary sewerage.

Altho the prevailing topography favors economical construction in some parts of the city, it imposes structural difficulties in other parts. As a matter of fact topography has favored two disposal units instead of one. In the East Hill section, topography will require the installation of a pumping station in the vicinity of Whaley and Maxwell Streets, also in the southwestern part of the city near Sanders Beach.

The Engineering Department of the city has always maintained excellent records of its sewerage facilities, their availability and capacities. Advance studies have always been made to keep abreast of the expanding needs.

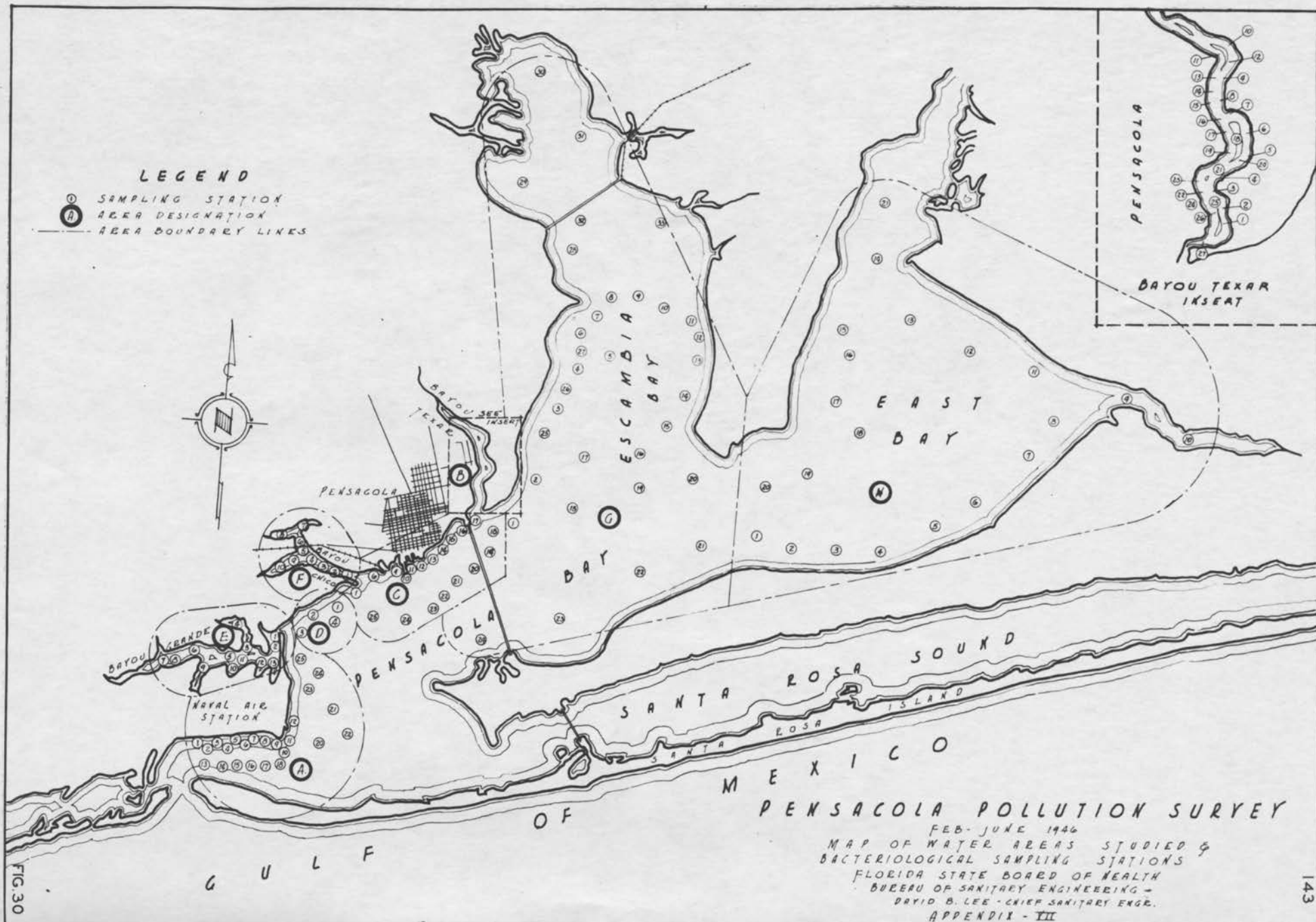
The extent of sewage treatment required prior to ultimate disposal poses a problem of economics in which every growing city is interested. A city can very easily make capital expenditures for sewage treatment devices productive of a refined effluent having a quality better than that of the receiving waters. Therefore the type and extent of treatment required to maintain safe and balanced conditions in the receiving waters is of the greatest concern to the city. The city should not be required to install

non-essential mechanisms or mechanisms that will impose an economic burden on the people.

All the sewage produced in the city of Pensacola is discharged into Pensacola Bay after primary treatment. Treatment plants are located near the bay (Figure 29), one at Intendencia Street at Ninth Avenue and the other near Main and deVilliers Street. The former plant has a designed capacity of 1.5 million gallons daily but is currently treating approximately 2.0 million gallons daily. The second plant has a capacity of 0.75 million gallons per day. Each plant is of the separate sludge digestion type. The main plant at Intendencia Street needs an additional clarifier unit and outfall pumps and the smaller plant needs additional outfall pumps. These two treatment plants were installed to prevent the excess pollution of the bay waters.

The average daily capacity of the present treatment plants is 2.25 million gallons per day but actually they are treating between 2.75 and 3.0 million gallons per day. As sewer extensions and new connections are added to the system this aggregate sewage production will likewise increase. As the population of the city approaches and reaches 60,000 the requisite sewage treatment capacity will approximate 5.0 to 6.0 million gallons per day or two to three million gallons of capacity more than is available today. Some of this additional capacity should be provided now.

The degree of sewage treatment required depends on the quality of sewage, the quantity and quality of the receiving waters, the extent of dispersion provided and the proximity of shell fish areas, recreation and beaches. The quantity and quality of the receiving waters for dilution purposes is of utmost importance.



The sewage of Pensacola is predominantly of domestic origin - the accumulations of liquid wastes from the dwellings or people. The contribution of industrial wastes is relatively limited, consequently the ultimate treatment process will be designed primarily to treat domestic sewage that is comparatively fresh when it reaches the treatment units.

Pensacola Bay is a large, expansive body of tidal water. Tributary to it in the immediate Pensacola area are Escambia Bay and Bayou Texar on the east and Bayou Chico and Bayou Grande on the west (Figure 30).

Since 1931 the Florida State Board of Health has made eight sanitary investigations of the bay waters and its tributaries to locate sources of pollution and determine the effect of such pollution on the quality of the bay water. These several studies have revealed a marked deterioration in the quality of bay waters since 1931. The areas of greatest deterioration are those directly in front of the city extending from Sanders Beach easterly and in Bayou Chico. The latter is the principal source of industrial waste pollution. Eight specific study areas were selected by the State Board of Health and the findings from each can be briefed as follows (Figure 30 shows the location of the several areas).

AREA A. Naval Air Station and waters adjacent thereto. Slight pollution from Fort McRae, Fort Pickens and Fort Barrancas but much from the Naval Air Station. At the time of the survey (October, 1941) Fort Barrancas and the Naval Air Station were discharging one million gallons of raw sewage into the bay daily. (Since the survey the Naval Air Station has constructed a complete treatment plant which should be in operation; the contract was let in August, 1946. It is of interest, incidentally, that raw sewage from these major sources was discharged into the bay thruout the whole period of

the war when the daily contribution must have greatly exceeded that of 1941 but not until after the war was a contract let to install a treatment plant and then the plant did not get into operation until late 1947. From this it might be concluded that the Navy did not look upon the pollution of the bay as a menacing problem).

AREA B. Bayou Texar. No major sources of pollution. Surface drainage was the principal source of pollution.

AREA C. Pensacola Area. The sources of pollution in this area were varied but the principal offenders were storm sewers into which domestic sewage had been discharged. It was estimated that the storm sewers at the foot of Jefferson, Reus, Coyle, Palafox and "B" Streets discharged untreated sewage into the bay in an amount equivalent to that from approximately 4,000 persons.

AREA D. Country Club Section. No pollution sources located.

AREA E. Bayou Grande. The main source of pollution was the Naval Air Station dump which drained into an arm of the Bayou. Navy Point has been equipped with septic tanks.

AREA F. Bayou Chico. The water of this bayou is polluted by trade wastes from various industries, also by the treated sewage from Moreno Court. The waters of Bayou Chico were the most highly polluted of all, but primarily by industrial wastes and not domestic sewage.

AREAS G AND H. Escambia and East Bay. There are few, if any, important sources of pollution within these areas.

The average coliform bacteria content of the waters in the several described areas were as follows:

<u>AREA</u>	<u>MPN COLIFORM BACTERIA PER 100 MILLILITERS</u>
A-Naval Air Station	550
B-Bayou Texar	800
C-Pensacola	7,700
D-Country Club	2,000
E-Bayou Grande	1,400
F-Bayou Chico	15,700
G-Escambia Bay	275
H-East Bay	250

This data would indicate that Bayou Chico is the most heavily polluted area of the bay but apparently the sources of pollution are primarily industrial. The third most heavily polluted area was the Country Club section, an area in which the field survey showed the presence of no pollution sources. Similarly the fifth most heavily polluted area was Bayou Texar, an area in which the field survey also revealed the relative absence of pollution sources. The one area in which a considerable quantity of raw sewage was being discharged into the bay (Naval Air Station) was revealed as the sixth most polluted area.

Altho the analytical data indicate that the intensity of pollution in front of the city is the second highest, the sources contributing to this situation can be corrected.

The analytical data reflect the effect of dilution on the intensity of pollution. At points in the bay remote from the shore line and removed from the sewer outlets, the intensity of pollution was one to ten per cent as high as at points nearer the shore. These results suggest an improvement of outfalls to promote a wider and more effective dispersion of sewage thru

the diluting waters.

The results of the State Board of Health studies give a clue to the extent of sewage treatment required of the city. With a control of sanitary sewage discharging into storm sewers and a more effective treatment of outfalls to promote dispersion, it is probable that the city can satisfy conditions by primary treatment. Of course as more people contribute to the sewage load the time might be reached when secondary treatment will be necessary. Plans for the future should contemplate secondary treatment but such additional treatment should not be added until conditions in the bay require it. The city should be given every opportunity to justify its use of primary treatment methods.

The state survey shows very definitely that the responsibility for keeping the bay waters clean and free from pollution is not solely a city problem. It is a regional problem. As the growth of areas surrounding the city continues, the problem of sewerage and sewage treatment will become more acute. The Naval Air Station and other governmental reservations have solved their problems independently but little or nothing has been done to solve the problem elsewhere. The situation in New Warrington, Navy Point, Brownsville and other points will become increasingly more critical because their populations will continue to increase and they will become more densely settled. Currently these outer populated areas in their present unregulated, unsewered status are a potential health menace to Pensacola. They are also a menace to themselves.

The whole subject of cleansing the bay waters and of regulating the sanitation and healthfulness of the outer fringe areas can be solved in one of two ways. First, the city can extend its limits to include the outer

built up sections or second, a Sanitary District can be created to include the outer areas, authorized to design and install sanitary and storm sewerage and sewage disposal facilities.

An act was passed by the Florida legislature permitting the creation of a Sanitary District but the Attorney-General has declared it inoperative consequently nothing can be done toward the creation of such district until after the legislature of 1949.

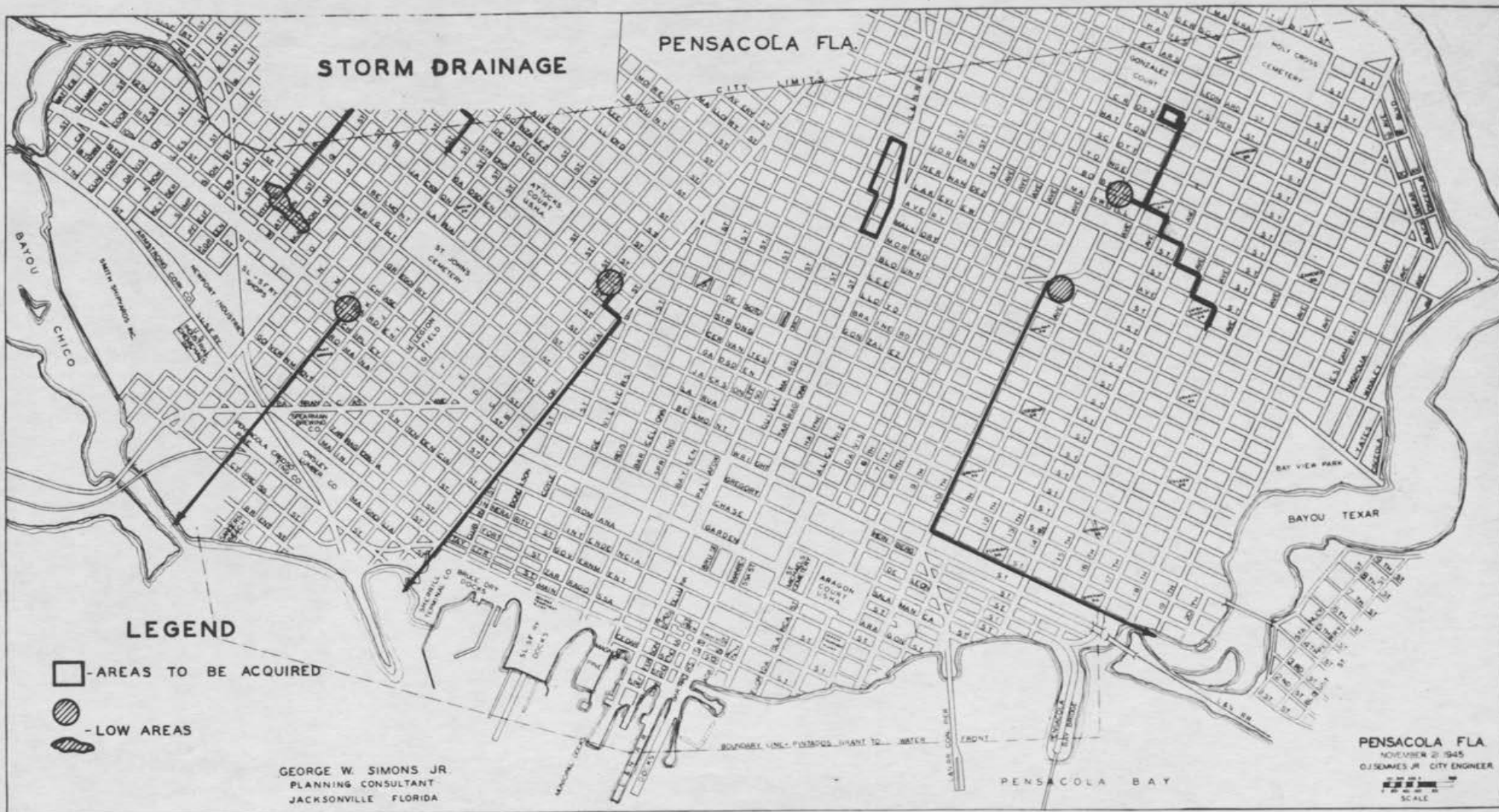
The trend of growth and development in the outer areas, along with that to be anticipated within the city itself justifies bold action. The welfare of the city and the metropolitan region are identical. It is therefore imperative that plans be initiated to regulate the outer areas. The sanitation of these outer developed areas is essential to the most wholesome, healthful growth of Pensacola, the city.

STORM SEWERAGE AND DRAINAGE

Storm sewerage and drainage are closely allied to sanitary sewerage. Storm drainage attempts to remove surface accumulations of water and runoff from rains as quickly and economically as possible. Drainage is an important factor in the development of a community because drainage facilities and measures frequently prepare lands for utilization that otherwise could not be used.

Despite topography that is generally favorable to the installation and extension of drains, either open or closed, there are in every topographical pattern small local depressions that inject complications. A number of such situations are found in Pensacola.

In the East Hill are, two low areas are the source of annoyance to the residents and a source of expense to the city. One is located in the area



south and southeast of Gonzalez Court and a second in the vicinity of Tenth and Eleventh Avenues and Mallory Street. A second critical area is located in the north-central part of the city between Palafox Street and the railroad north of Moreno Street. A third depressed area giving trouble is that in the vicinity of Cervantes Street and "B" and "C" Streets. A fourth area is in the vicinity of Garden Street and "L" Street and a fifth just west of "O" Street north of Garden Street. These several critical spots are not large in area but in periods of prolonged or intense rains they are sources of water accumulations that affect the surrounding properties.

To improve the drainage conditions in the several areas the plans outlined in Figure 31 should be considered. A block of land bounded by Fisher, Cross, Eleventh and Twelfth Avenues should be acquired and be converted into a storm water storage basin which could be used as a neighborhood lake. From this stabilizing basin a drain could be extended southward to a connection with existing drains. Similarly the area north of Moreno Street between Palafox Street and the railroad could be acquired, and be converted into a stabilizing basin from which a drain could be laid southward. Other situations can be handled by the installation of additional drainage lines as shown on Figure 31.

Improvements in the drainage system as here outlined would improve the properties lying adjacent to the several depressed areas and promote a more uniform development of the surrounding lands. The general welfare and sanitation of the community would be vastly improved also.

WATER SUPPLY AND DISTRIBUTION

The water supply of Pensacola is municipally owned and operated. It serves the built up portions of the city and several hundred consumers outside the corporate limits. The original works were constructed in 1886 and purchased from the Pensacola Water Company in 1908.

The supply of water is derived from deep wells located at diverse points in the city. The original wells and pumping station were located at Guillemard and DeSoto Streets, which is still the main station altho considerably modernized from what it was originally. Adjoining the main station are two covered reservoirs with a combined capacity of 1,600,000 gallons. An additional 1,000,000 gallons of elevated storage has also been provided (1-500,000 gallon tank near Gonzalez and "I" Streets and 1-500,000 gallon tank near Cervantes and Hayne Streets).

The distribution system as a whole is comprised of mains 4 to 16 inches in diameter, the 6 and 8 inch lines comprising some 35 per cent of the whole network. The system is connected with the water supply of the Newport Industries in the western part of the city. A 12 inch main extends from the fire pumps 1,200 feet to a connection with the city system. This supply would be available to the city in time of need, and the capacity of the fire pumps could be delivered to the central business district at about 40 pounds pressure.

During July, 1947, a contract was let for the construction of two additional wells and pumping equipment, one at Gonzalez and "I" Streets and the second at Mallory Street and Tenth Avenue.

The city has adopted the policy of decentralizing the water supply and

pumping equipment. Wells with direct connected deep well pumping units are being established thruout the city as needed, pumping water directly into the system after chlorination.

All pumping equipment is now electrically operated, power being supplied by the Gulf Power Company.

CONSUMPTION

The average daily consumption has increased from 2,429,252 gallons per day in 1938 to 4,490,000 gallons per day in 1946. For the first five months of 1947, the average daily consumption was 4,490,000 gallons. Table 2 shows that the maximum day was in June, 1946, with a pumpage of 6,698,000 gallons. The maximum day of pumpage for four years out of nine occurred in June. In 1942, the maximum day was in July; in 1941, August and in 1938 and 1939 it was in September. In the nine years, 1938-1946, inclusive, the maximum day of pumpage for the year, varied from 140 per cent of the average daily pumpage for the year, to 163 per cent (Table 2). The median was 147 per cent and the average, 151 per cent.

TABLE 2
WATER PUMPAGE IN GALLONS
WATER SUPPLY

<u>YEAR</u>	<u>ANNUAL PUMPAGE</u>	<u>AVERAGE DAILY</u>	<u>MAXIMUM DAILY</u>	<u>% MAXIMUM DAY OF AVERAGE DAY</u>
1938	801,299,000	2,429,252	3,890,000(Sept)	160
1939	861,340,000	2,348,614	3,450,000(Sept)	147
1940	866,296,000	2,742,153	3,840,000(Feb.)	140
1941	1,057,151,000	2,888,833	4,625,000(Aug.)	163
1942	1,078,394,000	3,044,000	4,960,000(July)	163
1943		3,332,666	4,858,000(June)	146
1944		3,574,833	5,198,000(June)	146
1945	1,489,404,000	4,040,000	5,887,000(June)	146
1946	1,616,833,000	4,490,000	6,698,000(June)	149
1947	643,445,000*	4,260,000		

*5 months (January-May)

IMPROVEMENTS TO WATER DISTRIBUTION SYSTEM

PENSACOLA FLA.

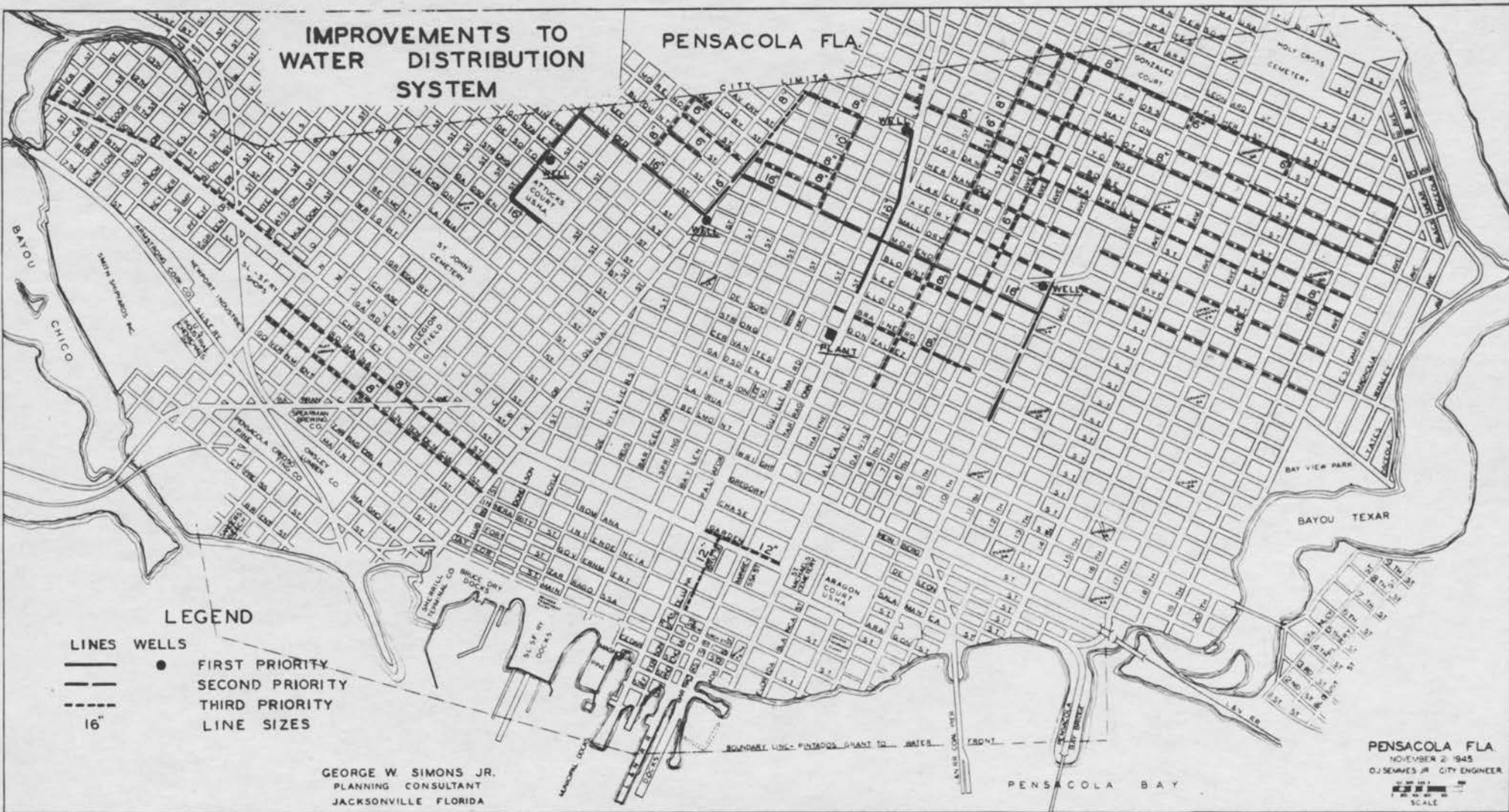
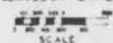
LEGEND

LINES WELLS

- FIRST PRIORITY
- SECOND PRIORITY
- - - THIRD PRIORITY
- 16" LINE SIZES

GEORGE W. SIMONS JR.
PLANNING CONSULTANT
JACKSONVILLE FLORIDA

PENSACOLA FLA.
NOVEMBER 2, 1945
O. J. SEMMES JR. CITY ENGINEER



The average daily per capita consumption increased from 73 gallons in 1940 to 94 gallons in 1945. The latter figure is a little high because the population served was greater than the population within the city at that time. An average daily per capita of 100 gallons is however reasonable to assume for future design purposes.

The policy adopted by the City Manager and Superintendent of Water Works is sound and consistent with modern water works practice where complete water purification is unnecessary. Such a policy enables the city to distribute the well sources as needed and at a minimum of cost. It also precludes the possibility of depleting and depreciating the underground aquifer which so often follows the location of wells too close together.

The city has also preserved a policy of extending water services into areas as fast as development justified such extensions. Figure 32 shows improvements that are now proposed for development.

Predicated on experiences of the past as reflected by the performance records, Pensacola can anticipate its water supply needs rather closely. Table 3 would indicate that in 1950 the average daily pumpage for the year will be 4.7 million gallons, for 1960, 5.2 million gallons and 1970, 5.7 million gallons. The maximum daily for the respective years, predicated on 150 per cent of the average daily will be 7.1 million gallons in 1950, 7.8 million gallons in 1960 and 8.5 million gallons in 1970.

TABLE 3
ANTICIPATED PUMPAGES IN GALLONS
1950-1980

<u>YEAR</u>	<u>POPULATION</u>	<u>AVERAGE DAILY</u>	<u>MAXIMUM DAILY</u> <u>(150% OF AVERAGE)</u>
1950	47,000	4,700,000	7,100,000
1955	50,000	5,000,000	7,500,000
1960	52,000	5,200,000	7,800,000
1965	55,000	5,500,000	8,200,000
1970	57,000	5,700,000	8,500,000
1980	60,000	6,000,000	9,000,000

WATER QUALITY

Water is used for all purposes, domestic, commercial and industrial. Purity is an essential quality for domestic uses and softness a desirable quality for both domestic and industrial uses. Fortunately, water from deep well sources is generally clear, colorless and hygienically pure precluding the necessity of purification processes. Such waters tho frequently have a degree of hardness that makes them less desirable for industrial uses. Waters from the deep aquifers in the Pensacola area (200-300 feet) are of unusually good physical and sanitary quality. Compared with waters from deep seated sources in the peninsular section of Florida, the water delivered to Pensacola is relatively soft, one low in both sulphate and carbonate hardnesses. Water of the present quality is especially well adapted to industrial uses.

HYDRANTS

There are between 550 and 600 hydrants in service, of several makes. All have a 6-inch branch connection. Hydrants have two $2\frac{1}{2}$ -inch outlets and about fifty in important districts have an additional $4\frac{1}{2}$ -inch outlet.


The general practice is to place a hydrant at each street intersection, but in some residential sections they are placed only at every alternate corner. In the central business district some intersections have two hydrants; the average area served by each hydrant is 139,000 square feet. In the residential districts the average area served by each hydrant is 250,000 square feet.

Additional hydrants should be installed so that the area served by each will not exceed 80,000 square feet in the high value districts and 110,000 square feet in residential districts and that all new hydrants have two $2\frac{1}{2}$ -inch and one $4\frac{1}{2}$ -inch outlets.

The future growth and development of Pensacola and its metropolitan area will depend to an appreciable degree on the availability of an adequate supply of water for all domestic and industrial uses. The future needs of the corporate area as now constituted, can be determined with a reasonable degree of accuracy but the requirements of the outer fringe areas and of industry are not so easily or readily determined. Industrial requirements will depend on the type of industry and the rate of industrial expansion. The establishment of large water consuming industries in the area will impose added demands on the available sources. Large industries consuming vast quantities of water such as paper and pulp mills, will often explore and develop their own source

of supply but this source is usually the same as that used by the city. This is likewise true of such extensive governmental establishments as the Naval Air Station. The domestic needs of the outer fringe areas will depend on the extension of distribution services by the city or by the establishment of independent water companies but in either case the source of supply will be the same. In other words, the same source of supply will be drawn upon as the area develops whether inside or outside the city.

The source of all water is rainfall over a large catchment area. The portion percolating into the ground is the source of well supplies in the Pensacola area. That the quantity available is large can be judged by the pumpage records of the city, the Naval Air Station and the various industries now utilizing the ground sources, but obviously even the ground water aquifer is not inexhaustible under the extreme of conditions. By pursuing the policy adopted by the city of spacing wells thruout the metropolitan area, the quality of water can be maintained and the quantity explored to the maximum. Interference of wells and intensive demands on concentrated areas frequently results in a depreciation of quality and a diminution of quantity. The ground water source will doubtless be adequate for all purposes if judiciously and conservatively developed.



FIRE PROTECTION

Currently Pensacola is served by seven fire companies located at the following sites:

Pump 2	Gregory Street and Eleventh Avenue
Pump 3	Headquarters; Spring and Garden Streets
Pump 6	Headquarters; Spring and Garden Streets
Ladder 1	Headquarters; Spring and Garden Streets
Ladder 7	Headquarters; Spring and Garden Streets
Pump 4	"G" and LaRue Streets
Pump 5	Ninth Avenue and Strong Street

In these several locations the various equipment consisting of pumpers, ladders and other apparatus, is housed.

The East Hill area is virtually dependent on one station with a 750 gallon pumper. The western and southwestern sections of the city have no station facilities.

The growth of the city will require the establishment of at least two new stations and the relocation of a third. One new pumper station should be established in the vicinity of Chase and "O" Streets and a second in the vicinity of Scott Street and Thirteenth Avenue. The station now located at "G" and LaRue Streets could be relocated advantageously in the vicinity of "A" and Lloyd Streets.

The growth and development in the outer fringe areas justifies fire protection in them but obviously this is not a problem of the city at this time. The increasing needs for fire and police protection and other facilities in these areas is of concern to the city because of the influence these areas

have on the city. These needs emphasize the desirability of city extension in the creation of some governmental entity to supply the services.

REFUSE DISPOSAL

The City has been experimenting successfully with "sanitary fills". In the northwest section of the city considerable low, wet land has already been reclaimed for use.

It is recommended that the city continue the "sanitary fill" method of disposal, selecting low swampy areas for treatment. In this manner valuable land will be reclaimed and menacing health nuisances be eliminated.

When the "sanitary fill" method has progressed as far as possible, disposal by incineration can be considered.

SCHOOLS

"Education is the most universal and the most significant of public services in the United States. Without it, our democracy cannot hope to play its part in shaping a world in which free men can live in security and hope."

Katherine Cook in "Some Considerations in Educational Planning for Urban Communities"

The schools are solely under the jurisdiction of the Escambia County Board of Public Instruction, the educational system is very much a part of the city's living pattern. The relative location of the schools to the homes of the pupils, the area of the school site, the adequacy and adaptability of the structure to the needs of the community, are factors which merit consideration in contemplating plans for the future. Educational administrators in keeping with the progress made in educational techniques have been raising steadily standards for school plants. The two features showing the greatest change are site size and specialized rooms. Too often have school plants been built or modernized at great expense only to find in a short time that no consideration had been given to future developments. Thus it is important that future requirements of each school district be carefully examined and estimates passed upon maximum expectations.

The purpose of schools have been broadened from the strict confines of the three "Rs" to a pragmatic and realistic program of both an educational and civic nature. The introduction of progressive techniques, the growth of adult education, the acceptance of the school as the focus of neighborhood civic and social affairs, the increasing responsibility thrust upon the system by the breakdown of the home as the traditional source of social discipline, have combined to outmode the old familiar concepts of schools.

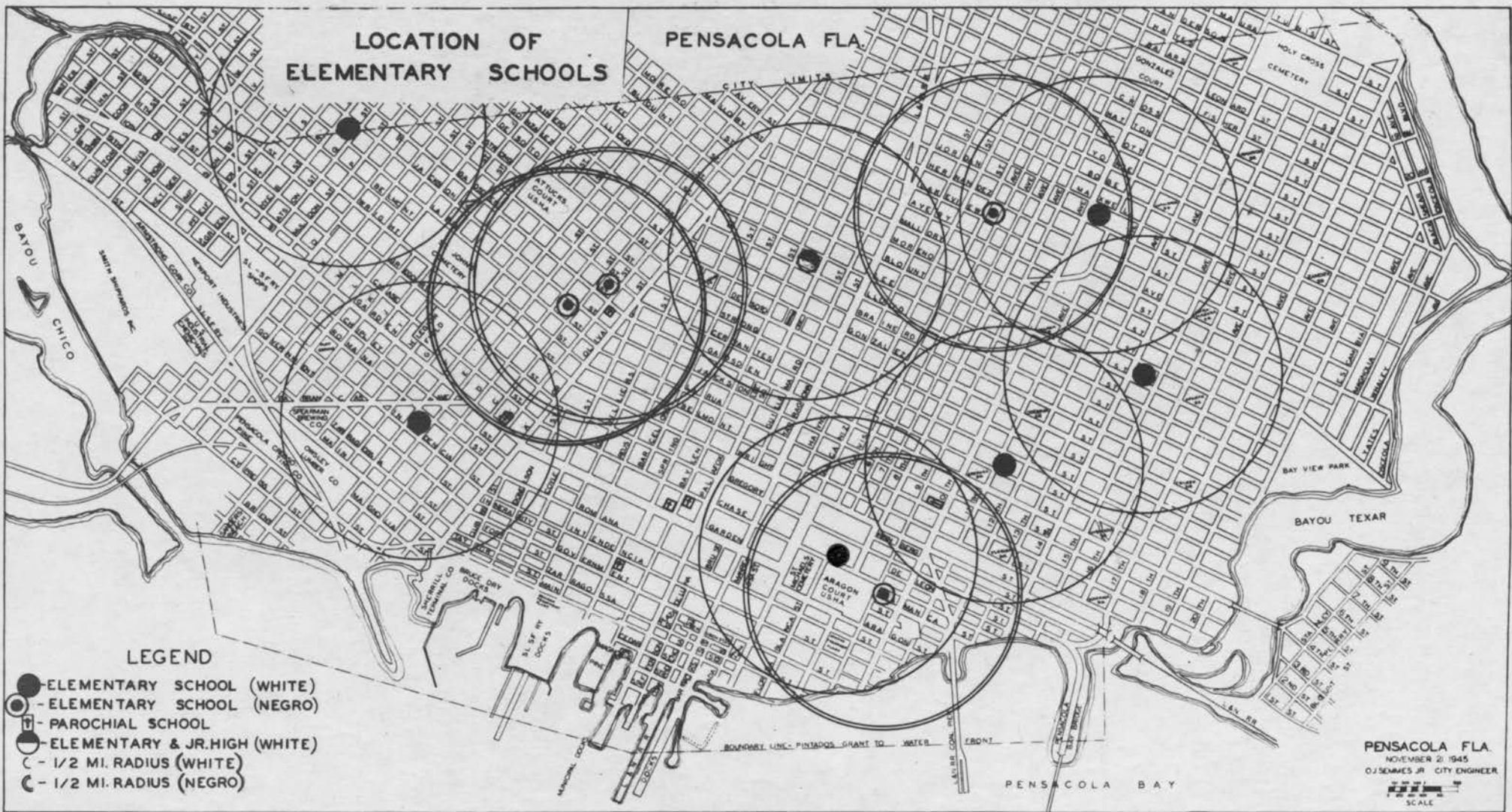
Tho the child's attitude toward school may follow a time-worn pattern, the school's attitude toward the pupil is expanding continually to embrace the new and ever-progressing role it must fill.

The pattern of public education in Pensacola has been organized on the 6-3-3- basis, six years of elementary school, three years of junior high school, three years of senior high school. This system proposed in the 1941 survey by the State Department of Education was adopted for the city schools tho it has been hard to adjust old buildings to new organization. There is a hesitancy to rebuild when there is so much unmet demand for the educational dollar. It may be trite, but it is true that Pensacola's future depends upon its children, the heritage they receive, and the heritage they in turn pass on to the next generation. They must be trained to take advantage of the new economic and cultural opportunities opening up and refrain from leaving their homeland for the mirage of other sections. Every effort must be made to improve their training and schooling.

Modernly no school site is considered proper unless there is enough outside area to maintain an open-air program. Elementary schools of the desirable capacity of five hundred pupils require a minimum of five acres without a playground and ten acres when a suitable playground is maintained. A junior high school for eight hundred pupils requires a minimum of fifteen acres including the playfield. The senior high school with its optimum capacity of 1,100 pupils requires a minimum of twenty acres including its playfields but thirty acres is preferred as the plant should be able to expand its enrollment under temporary conditions to double its optimum capacity. There is no school within the Pensacola city limits which meets this basic standard. The new site for the high school is of a minimum twenty acres. It is located just north of the present city limits.

LOCATION OF ELEMENTARY SCHOOLS

PENSACOLA FLA.

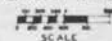


LEGEND

- ELEMENTARY SCHOOL (WHITE)
- ⊙ ELEMENTARY SCHOOL (NEGRO)
- ⊕ PAROCHIAL SCHOOL
- ⊙ ELEMENTARY & JR. HIGH (WHITE)
- C - 1/2 MI. RADIUS (WHITE)
- ⊖ - 1/2 MI. RADIUS (NEGRO)

PENSACOLA FLA.

NOVEMBER 21 1945
O. J. SOAMES JR. CITY ENGINEER



LOCATION OF JUNIOR AND SENIOR HIGH SCHOOLS

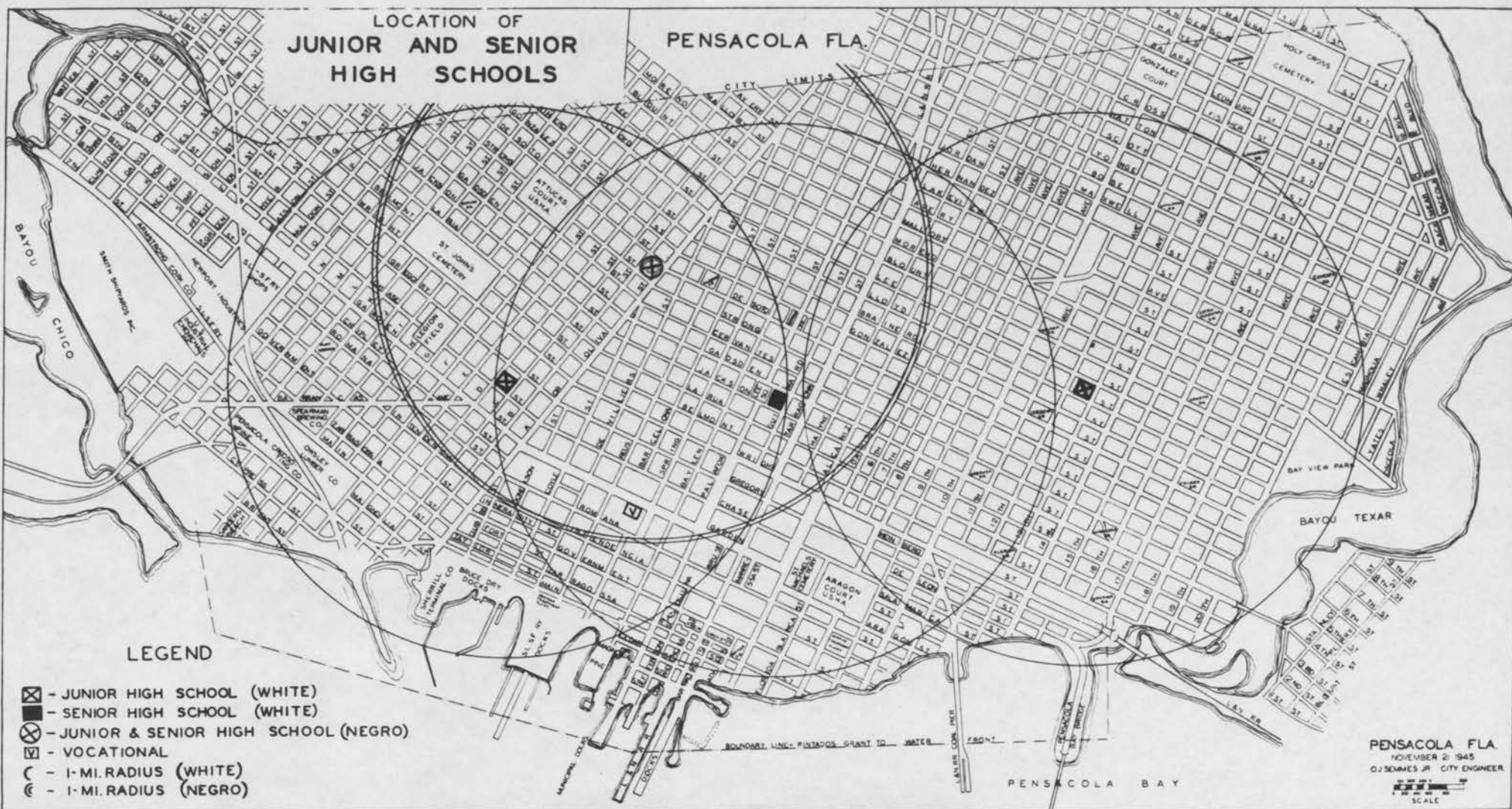
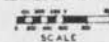
PENSACOLA FLA.

CITY LIMITS

LEGEND

- ⊠ - JUNIOR HIGH SCHOOL (WHITE)
- - SENIOR HIGH SCHOOL (WHITE)
- ⊗ - JUNIOR & SENIOR HIGH SCHOOL (NEGRO)
- ▣ - VOCATIONAL
- (- 1-MI. RADIUS (WHITE)
- ⊕ - 1-MI. RADIUS (NEGRO)

PENSACOLA FLA.
NOVEMBER 21 1945
OJ SEMMES JR. CITY ENGINEER



The location of a school is determined by several factors, the type of area to be served (residential, commercial, industrial, or any combination thereof), the status of the area (undeveloped or developed, zoning, potential population), the trends of municipal growth, birthrate and public attitude toward education, topography and the distance between the school and the uttermost limit of the area from which its pupils must come. This latter standard is most important. No elementary pupil should live more than a half-mile from its school. Junior high students should be within one mile of their schools. The senior high school should draw from a radius of two miles. The capacity of each school would be determined by an estimate based upon the above mentioned factors.

Reference to Figures 33 and 34 will reveal that the area east of Alcaniz is served by four white elementary schools, McMillan, McReynolds, Cook and Wilson. The circles denoting the half-mile radius from each school overlap to such an extent that a ten block area along Blount Street falls into three school districts. Yet in the northeast section lies a large residential district growing rapidly that is not served by an existing school. To the west of Alcaniz, the loss of the Collins school, which has not been replaced, leaves but Hallmark, the elementary section of Yonge, and what amounts to one-half the capacity of Ymestra. This latter determination is caused by the location of the school on the city limit line so that half of the theoretical district from which it draws its pupils falls within the city and half within the county. The elementary section of the Yonge school takes but about 66% of its capacity. Thus actually there are but two and a small fraction schools serving all the white elementary pupils west of Alcaniz. The map reveals the wide open spaces between the theoretical limits of the schools and those areas are characterized by many high density blocks and

developing residential areas. The white elementary schools in Pensacola could have been located to better advantage.

Of the white elementary buildings, Old Cook, built in 1900 is in the worst condition. It should be razed to give more free area on an inadequate site. The new building erected in 1938 has been rated only fair and should be modernized. McReynolds also should be modernized. Efforts should be made to expand all elementary sites by acquisition of adjacent properties.

The completion of the new high school will release the old building for other use. After modernization it is suggested that it be used as a junior high school and that Yonge be modernized and classed solely as elementary. The meagreness of the junior high school sites makes it imperative that their sites should be enlarged as soon as possible, by condemnation proceedings if necessary.

Pensacola has one of the best vocational schools in the state. Centrally located, its importance to the entire curriculum cannot be neglected. The pragmatic results of this training will cause increased attention to its possibilities. The enrollment will continue to expand.

The negro schools are fairly well located to serve their pupils. None is adequate as to site or building. The Kirksey was built as late as 1938, it is of insufficient capacity to eliminate the older Gibson situated within two blocks and serving practically the same area. Between the limits of Bibbs which serves the Long Hollow area and deVaughn which so inadequately serves the southeast section lies a considerable number of pupils homes in an increasingly dense residential area more than a half-mile from the nearest school. Steps should be taken to establish near the center of this area a school for at least the first three grades.

TABLE 4
PENSACOLA SCHOOL DATA

	Site (Acres)	Teachers	Classrooms	Study Halls	Library	Auditorium	Lunch Room	Year Built	1st Addition
<u>WHITE - SENIOR HIGH</u>									
Pensacola	3	47	27	3	1	1	21	21	38
<u>WHITE - JUNIOR HIGH</u>									
Blount	3	30	20	0	1	1	1	17	38
Chubbs	3	32	24	0	1	1	1	10	38
<u>WHITE - ELEMENTARY-JUNIOR</u>									
Yonge	3	19	17	0	1	0	1	21	-
<u>WHITE - ELEMENTARY</u>									
Cook (old)	2 3/4	13	5	0	1	1	1	0	-
Cook (new)	-	-	7	0	1	0	0	21	38
Hallmark	2	21	20	0	0	0	1	27	-
McMillan	2	11	6	0	1	0	0	38	-
McReynolds	3	12	10	0	1	0	1	21	27
Wilson	2	14	13	0	1	0	1	27	-
Yniestra	2	28	20	0	1	1	1	38	-
<u>COLORED - HIGH</u>									
Washington	2 1/2	40	22	0	2	1	1	38	-
<u>COLORED - ELEMENTARY</u>									
Bibbs	3	16	9	0	0	0	0	27	-
deVaughn (main)	1 1/2	7	3	0	0	0	0	0	-
deVaughn (annex)	-	-	3	0	0	0	0	20	-
Gibson	3	11	9	0	0	0	0	21	-
Kirksey (main)	2	14	11	0	1	0	0	38	-
Kirksey (annex)	-	-	2	0	0	0	0	38	-

1947 Condition: School Report listed all good except:

Fair - Pensacola, Cook (new), McReynolds, Kirksey (main)
Bibbs, Gibson

Poor - Cook (old) Kirksey (annex), deVaughn

Washington requires additional ground and should be expanded by the addition of at least ten acres. The Kirksey annex, constructed in 1938, is in such poor condition that immediate aid is required. DeVaughn should be razed and a new plant built on an expanded site of not less than five acres.

Like the white schools, the negro schools are suffering from claustrophobia. A program of definite site expansion should be undertaken at once.

TABLE 5

PENSACOLA SCHOOLS
AVERAGE DAILY ATTENDANCE

	<u>1940</u>	<u>1941</u>	<u>1942</u>	<u>1943</u>	<u>1944</u>	<u>1945</u>	<u>1946</u>	<u>1947*</u>
<u>WHITE</u>								
Pensacola	1,158	1,154	1,132	1,014	932	988	1,112	1,417
Blount	725	761	700	746	728	758	873	876
Chubbs	663	714	773	784	840	892	795	836
Yonge (1)	439	435	507	494	511	526	542	621
Cook	304	294	304	319	345	351	368	363
Hallmark	559	543	553	601	585	615	682	737
McMillan	184	208	251	268	281	272	251	264
McReynolds	284	306	209	315	312	303	300	333
Wilson	389	388	374	360	360	409	395	398
Yniestra	582	656	656	706	805	901	917	866
<u>COLORED</u>								
Washington	817	877	911	863	805	1,005	1,047	1,385
Bibbs	513	520	511	505	522	484	519	583
deVaughn	255	242	226	218	203	209	206	211
Gibson	342	368	361	346	356	386	385	402
Kirksey	249	389	285	389	421	456	478	452

*Enrollment as of September, 1947

(1) Yonge is approximately 2/3 elementary.

Table 5 shows the average daily attendance in the Pensacola schools since 1940. During this period, the average daily attendance of all schools increased twenty-three per cent, ranging from a low of two per cent at Wilson to a maximum of forty-nine per cent at Yniestra. The increases in Yonge, McMillan and Hallmark were 41, 43 and 32 per cent respectively. The greatest increases occurred in the two negro schools, Washington and Kirksey with 70 and 81 per cent respectively. Schools serving the growing areas of the city experienced the heaviest loads.

During the war, the Pensacola high school ranks were lowered by military duty reaching a low point of 932 in 1944, but in three years the enrollment had rebounded to 1,417, the highest of record. The junior high schools (Blount and Chubbs), not affected by the war, have shown a steady increase from 1,388 in 1940 to 1,712 in September of 1947. Elementary enrollments rose from 2,051 in 1940 to 2,528 in 1947, erasing a slight slump in 1942.

The present school population is indicative at least of the load the total educational plant should be devised to accomodate. However there is a natural relationship between school population and births generally by a five or six year lag while the new born are reaching school age.

TABLE 6

PENSACOLA BIRTH RATES

<u>YEAR</u>	<u>NUMBER</u>	<u>RATE PER 1,000</u>	<u>YEAR</u>	<u>NUMBER</u>	<u>RATE PER 1,000</u>
1946	1,483	33.1	1941	1,074	28.4
1945	1,501	34.4	1940	948	25.1
1944	1,428	33.7	1939	816	22.0
1943	1,464	38.7	1938	832	27.0
1942	1,297	34.3	1937	727	23.6

(Florida State Board of Health)

From this it can be understood readily that numerical births are more important than birth rates as the in- and out-migration of adults causes changes in the basic population. In the ten year period 1937-1946, the peak rate of 38.7 was in 1943 while the largest number of births was in 1945. Assuming 1940 to be a representative year, elementary enrollments were slightly over 2,000 when the births six years previously were but 651. The first group of "war babies" was reflected in the 1947 enrollment. Admissions will continue to build up until 1951 when the 1945 crop will start school. After that date enrollments will begin to recede.

TABLE 7
ESCAMBIA COUNTY BIRTH RATES

<u>YEAR</u>	<u>NUMBER</u>	<u>RATE PER 1,000</u>	<u>YEAR</u>	<u>NUMBER</u>	<u>RATE PER 1,000</u>
1946	2,999	26.6	1941	1,851	24.5
1945	2,903	27.2	1940	1,633	21.6
1944	2,717	27.0	1939	1,376	19.1
1943	2,869	38.0	1938	1,360	19.9
1942	2,435	32.2	1937	1,254	19.4

In the county, births recovered from a 1944 slump to reach a high of 3,000 in 1946, altho the birth rate reached its peak in 1943. The population trends in the county reveal that immediate attention must be given to increasing the capacity of all county schools. The survey conducted by the State Department of Education in 1941 stated, "All new centers and the construction of additional plant facilities should be based on fact and not guesswork if school funds are to be properly spent". It would be advantageous to maintain school surveys on a current basis.

The Board of Public Instruction should consider the modern role of a school building. Formerly it was occupied solely for instruction of the

three Rs. Today it is the center of neighborhood activity. The development of adult education, discussion groups and panels, civic meetings, athletic events, branch libraries, meetings of all types of neighborhood groups require facilities that can best be incorporated in schools and thus aid in stretching the use of the educational dollar. With a modern plant, the school as an organization can assume the leadership in community affairs which it has so far neglected. The recreational facilities of the schools, properly restricted during study hours, should be made freely available at all other times for the development of a sound athletic and recreational program. Schools, the product of the community's resources should not be confined solely to a child's role. The community because of the high investment represented demands the facilities be used to their fullest extent in the broadest interpretation of education, a process that should be without end or limit. Assumption of this broadened responsibility will bring the public support both monetary and political that is required.

CIVIC ART AND COMMUNITY APPEARANCES

Industrialists are constantly seeking to improve their product whether it is chewing gum or nylons. In the process, modern factories replace the obsolete; new and better machines give way to the old, and factory surroundings and environment are improved. Some industrialists even construct model communities of homes, churches, schools, commercial and recreation facilities. They have learned that such investments result in more contented, healthful and civic spirited employees, and further, that their product is improved by such acts. These industrialists have come to realize that there is something human about a community, that people have an appreciation of the orderly, attractive, the neat and the beautiful.

In our eager quest for new industrial and commercial enterprises to improve our economic welfare, we are prone to lose sight of the human aspects of the community. We fail to regard our cities as factories producing citizenship. Unlike the modern industrialist, we are too easily satisfied. We tolerate the obsolete, old, run-down plant; we are indifferent to the growth of ugly, disorderly, often sordid, conditions in our midst and the environment of which we are a part. We fail to see that anything that enriches lives and inspires people to higher ideals and levels, is desirable. We admit that modernization is good for industry and business but we are hesitant to apply the same principles of modernization to the old creaking municipal plant and thereby improve its product, our greatest asset - an enlightened and spirited citizenship.

"The primary purpose of the city is to provide adequate living and working accommodations for its population". Cities are for human beings and to

be liveable, wholesome and productive of the best, they should have a well rounded and balanced growth, be healthful and by such development achieve attractiveness, order and beauty.

Civic Art has to do with anything that contributes to or enhances the liveability of the city, its general attractiveness, appeal and beauty. It encompasses those qualities of cleanliness, neatness, order, efficiency and dignity that stir men's souls and arouse in them a new sense of civic responsibility and consciousness.

As one travels over the country thru hundreds of average cities, the impressions made by some are stamped indelibly on one's memory. The beauty and spaciousness of Washington are thrilling; the magnificence and scope of Chicago's lake shore drives and parks captivates one; the quiet beauty and natural development of the Minneapolis park system are restful and pleasing; the stately beauty and harmonious arrangement of San Francisco's Civic Center are enthralling; the cleanliness and newness of Tulsa are satisfying and the charm and serenity of old New Orleans and Charleston are appealing. Outstanding cities - yes, many of them; they all possess certain qualities that remove them from the class of the ordinary. They are places of distinction. In commenting on an individual we frequently refer to his "personality". A city has "personality"; a quality that impresses itself deeply on the minds and memories of man to such a degree that it is remembered and talked about, whereas hundreds of others are forgotten. Every city can be an average city - just another place, but that intangible something called "personality" contributes much to the life and welfare of the city just as it does to the lives of individuals.

Too many people measure the greatness of their city by its industrial

plants, its bank balances, its railroads, its commercial prestige. Fine buildings, smoking factories and busy stores are desirable assets of any city. They inspire progress and activity but smoking factories do not always make a city liveable, an object of pride. Obsolete, run-down buildings do not inspire confidence. To be liveable and inspiring, cities should be efficient and orderly in their pattern of growth and development; they should have adequate and decent housing facilities, adequate and well-equipped parks and recreation facilities, an adequate and efficient circulatory system and easy accessibility to public utilities.

Every person has an innate desire for attractiveness, order and beauty. The executive will discard his old furniture to install something new that adds beauty and distinction to his office. He practices the same rule as the industrialist. Even industry seeks to streamline and beautify the product to make it more appealing to the consumer. But strangely, the executive and industrialist seldom demand that the same principles be applied to the city wherein they live. Many are indifferent and insensible to those things that have happened "across the tracks", indifferent toward the needs of those finer qualities that contribute to a better, more inspiring community life.

To achieve greatness and distinction and "personality" the citizens of the city should think a little in terms other than the material. They must recognize the usefulness and value of those things that contribute something more than merely "bread and butter". They must become interested in the community as a whole; they must become interested in appearances and the conditions of the environment. They must create a new, stimulating "civic consciousness", that intangible something to "lift" their feeling of pride and loyalty to new heights - above the average. Pensacola has a heritage

that lifts it above the average.

Pensacola is an old city with a rich and colorful background. Along with New Orleans and Saint Augustine, Pensacola can capitalize its historic past. Pensacola should not be an average city; it is neither drab nor colorless. Its site is topographically conducive to the best in development and its natural resources of gulf and beach can be further improved; the distinctiveness of the city can be enhanced greatly.

The improvement of the water front will not only impart color and beauty to the city but economic benefits will accrue. The improvement of the many squares or parks will also add to the beautification of the city.

Pensacola has a rich historical heritage that should ever be perpetuated and reflected in its future developments. Pensacola has many assets of which its citizens may well be proud but there are still many opportunities and possibilities not fully explored. To attain the objective and still further enhance its "personality" there is work to be done to improve the attractiveness, appearances and appeal of the city. Some of these are enumerated.

1. Entrances to the City. A front door usually admits one to the living room of the home; it is a spot of happy anticipation. The entrances to the city are analogous to the frontdoor of the home. After riding thru the country, one often gets a shock at the front door. Roadside stands, juke joints, and shacks make a bad impression. They mar the beauty of the scene. The County and the City together with the aid of the various civic organizations should strive to keep the gateways clean and presentable. They should be attractive, not disgraceful. Cervantes Street in particular should be controlled.

2. Property owners and tenants should be urged and encouraged to plant

and cultivate lawns and flowering shrubs. Neighborhood contests should be initiated to stimulate a lively interest. A little activity in this direction would transform many unattractive spots into beauty places.

3. Billboards should not be permitted to mar the landscape or scenery. No billboard should be so located that it becomes a hazard to traffic by diverting the attention of the driver. Billboards are often means of harboring filth accumulations. They are hardly economic essentials today. Entrances to the city should not be cluttered up with dilapidated bill boards. In Massachusetts, the Supreme Court has ruled that billboards may be regulated on the ground of safety.

4. The overhanging sidewalk sign is a common sight. Frequently merchants vie with each other to see who can get the best and biggest visual advantage. Some signs are hung high, some low; some even project into the highway areas. Filling and service stations not infrequently erect signs in the corner plot of intersections, areas that should be free from obstruction.

Every overhanging sign occupies public property. No businesses have a vested interest in that land between the street lines - that is public property for the convenience and safe circulation of the public. To control overhanging sidewalk or street signs and other obstructions in the street area, the city should impose a substantial fee or tax. The imposition of such a tax supplemented by regulations controlling the kind and size of sign, would eliminate many of the unsightly and often grotesque obstructions, and thereby greatly improve the appearance of all highways.

5. The extension of business, ribbon-like, along many streets depreciates the value of much property that cannot be absorbed for commercial



Signs or other obstructions
in City Owned
Space
Should be Charged a Rent
by
City

purposes, and not all of it can be. The Super Markets have discovered that critical intersections are valuable, especially if they can provide sufficient "off-street" parking space. Neighborhood business areas should be encouraged. The Chamber of Commerce and the Real Estate Board would be ideal agencies to promote the establishment of critically located intersection business centers.

6. Enough progress has already been made thruout the nation to demonstrate the value of good housing, in the building of good citizens and good cities. The Police Departments and Juvenile Courts can relate plenty of the evils and costs to the community of bad, sordid housing. Most of our cities have slum and blighted areas; they also have too many old, obsolete, over-sized homes headed straight for blight. The infection, once started, grows and spreads with insidious rapidity destroying values and tax paying capacity. Many of the neighborhoods of Pensacola would respond to rehabilitation as previously pointed out. The public housing projects now in operation prove conclusively that people appreciate decent surroundings.

Surrounding the central business district, blighted areas should be replaced with decent dwellings. These areas are foci of criminal infection; they are cancerous sores blighting an otherwise fair city. Rehabilitation of these various old run-down neighborhoods is a challenge to every loyal, thinking person - a challenge especially to private enterprise and a challenge to civic pride.

7. General clean-ups, renovating, painting, trimming, will do much to improve the appearance of the city. The exercise of cleanliness and neatness at home will be reflected in the character of the neighborhood and from the neighborhood to the city as a whole. Every day should be clean-up, paint-up day.

Public Library



CHRIST CHURCH

From 1763-1783 the Bishop of London licensed priests to administer here.

The parish was organized in 1827. Chartered by Florida's Territorial Council in 1829.

The Rev. Addison Seale was the first rector.

During the rectorship of the Rev. Benj. Hutchins and Rev. Steele this church was built, being completed in 1832.

8. Parks and recreation areas are the lungs of the city. Such open spaces should be provided in every neighborhood as previously recommended, and each be attractively kept.

9. The business of government at the several levels is administered from a number of sources located at different points in the city. The City Hall and Police Department are located in their respective buildings on Jefferson Street, the Fire Department on Spring Street near Garden and the Library on Adams Street at Zarragossa. The County offices and the County Courts are located in buildings at Palafox and Government Streets and Jefferson and Zarragossa Streets. The State Board of Health offices and laboratory are located at Palafox and Cervantes Streets and the United States Post Office, Custom House and Federal Court are located at Chase and Palafox Streets.

Fortunately the offices of the City and County are located close together around Ferdinand Square.

The Library in the old Christ Church is somewhat off center and the least adapted to the functions it performs. The structure tho is one of historic value to the community. At some later date a new library site and building will be necessary and at that time a site should be selected somewhere in the vicinity of Wright and Palafox Streets.

With the exception of the Post Office, all the buildings are old, but notwithstanding they are all roomy enough to accomodate their various departmental activities.

Architecturally the several structures have little in common.

It would be most appropriate for the City to adopt a type of design that could be used in the expansion of its structures program, particularly the fire stations. And too, in a decade or two the need may arise for a new city hall and court house. At such time a joint facility located in the blocks

now occupied by Ferdinand Square and the present city hall would be suitable. Closing Jefferson Street between Government and Zarragossa Streets would permit the erection of a City-County structural unit having adequate decorative park surrounding it as well as adequate space for "off-street" parking.

Cities need not be ugly and unsightly. They need not be colorless, drab or ordinary. The civic "forces" of the city as represented by the Chamber of Commerce, the several civic clubs, garden clubs, neighborhood associations and Parent Teachers, directed thru channels of coordinated thinking and action are all that is necessary to remake a city. Such "forces" thinking and acting in selfless ways, for the welfare of the whole, can soon impart to a city a "personality". To marshall the "forces" - to put them to work for the good of all is the job the good people of Pensacola should tackle. It is an unselfish service, requiring "greatness".

SUBDIVISION REGULATIONS

The authoritative Watson Map of Pensacola reveals that all lands within the city limits have been subdivided and all of the necessary streets to serve the urban area have been determined, both as to street widths and location. It would therefore seem that need of regulations for subdivision practice was unnecessary. Despite the actual platting, however, many sizeable tracts remain unimproved and vacant. These tracts lend themselves admirably to resubdivision to improve the existing land pattern.

Mention has been made of the benefits which would flow from the creation of super blocks in selected areas of the city. Such improvements can only be done properly under adequate regulations which will assure that the public interest will be protected and the results will be advantageous to the development of the area. The City Council would be amply justified in adopting the subdivision regulations which have been previously given and recommended to the Planning Board. Under such regulations, the Council and the citizens can be assured that the resubdivision of the existing plats will be done in accordance with modern practice for the enhancement of the City pattern.

SETBACK LINES

The beneficial effects of the establishment of setback lines for future street widening have been well established in Pensacola by the gratifying experience with Baylen and Cervantes Streets. The Major Street Plan contemplates a program of considerable magnitude in street widening. It is recommended that urgent consideration be given to this phase immediately and the proper ordinances prepared and adopted as soon as possible to receive the

maximum benefit from this excellent policy.



ACTIVATION OF THE PLAN

Plans are made to provide a pattern for some type of action, the plan varying according to the action contemplated. An architect's plan is made to guide construction of a home or office building, just as an engineer's drawing gives directions for building a street or water system. To guide changes, growth and development of the urban structure a city plan is prepared so that desirable goals will ultimately be achieved. Since it must correlate a great many specialized plans for the various phases of urban development, it is of necessity formulated on broad, general lines. Further, it is prepared on the supposition that objectives proposed will be achieved thru the concerted efforts of the various specialized action groups in the city, including semi-public and semi-official organizations as well as departments of the city government. With each group following the plan in so far as it relates to its particular phase of city development, individual units would be fitted into their proper places until eventually a well-rounded structure would evolve. Acting as a stabilizer directing the action of these civic forces, the plan is designed to keep the whole community in balance while progress is being made toward specified goals. Maximum benefit can be derived from the plan only when it is applied to these forces and put into effect by them.

There seems to be no reliable method of action to insure that features now on paper will systematically assume the form of three dimensional, material structures. Changing conditions in the democratic urban community make it necessary to use various devices for putting the Plan into effect, feature by feature. In Pensacola, the City Council and the City Planning Board will undoubtedly be the groups most interested in finding the best ways

of activating the City Plan. To assist them in this work, the following suggestions are made.

One of the most important steps to be taken in applying the Plan to the growing city is that of thoroly educating the public as to its contents. In other cities it has been found that plans are most popular and most likely to be followed when they are thoroly understood by city residents. Since many improvements recommended in any plan require the expenditure of large sums of public money, the average citizen wants to know what benefits will be derived from such expenditures. Being familiar with its goals and recognizing its value, he will be more likely to be interested in efforts to guide developmental activity into lines set forth in the Plan.

Thoro education of residents as to the contents, aims and value of the City Plan can be accomplished in several different ways. One important aid would be the printing of the Plan, possibly section by section, so that it would be readily available to the public. With the various written proposals, charts, diagrams and pictures in printed form so that they could be examined and studied by those interested, the Plan would become more tangible in the minds of the residents. The zoning ordinance and map adopted in 1947 have already been printed and made available to the public. Following the same procedure with the remainder of the Plan would undoubtedly go a long way toward making it clearly understood by the public.

Newspaper articles, radio talks, talks to civic and study clubs and in the public schools would all be helpful in publicizing the various provisions of the Plan. Articles in the local newspapers might appear as a series, taking it up section by section. Helpful editorial comment might be obtained. Members of the Planning Board, the Mayor, city officials and other public-spirited citizens would do well to meet with various clubs to explain and

discuss the various proposals. Since children now in school will be adults when much of the Plan will be realized, the opportunity of enlisting their support should not be lost. Forum discussions on the radio or with any of the groups mentioned, could undoubtedly arouse considerable interest. The Planning Board might act as the central agency guiding such an educational program, or, if they wished, could appoint a committee of citizens to activate the work.

During the publicity program many people will become familiar with the Plan for the first time. Suggestions may be made for initiating the next steps toward realization of concrete results from it. Discussion of the various sections may lead to modifications of the original proposals. In order to avoid too great burden on Planning Board members, it might be advisable for the Board to establish a group of Citizens Committees who would work with both the public and the Board in studying ways to activate the Plan. One committee could work solely on the Parks and Recreation Section, one on Streets and Highways and so forth, so that there would be a committee for each major section. Each Committee should be made up of individuals especially interested in the section which they will study. As far as possible there should be a member of the Planning Board on each committee, to act in an advisory capacity.

The Citizens Committees could probably be of greatest assistance in establishing the Plan as an important municipal institution by carefully studying it as individuals and then exhausting every means available to obtain citizen participation in the workings of the Plan. After carefully studying its respective sections, each committee would do well to discuss the various proposals with the Planning Board. Following that, each committee might hold meetings with various interested groups and individuals

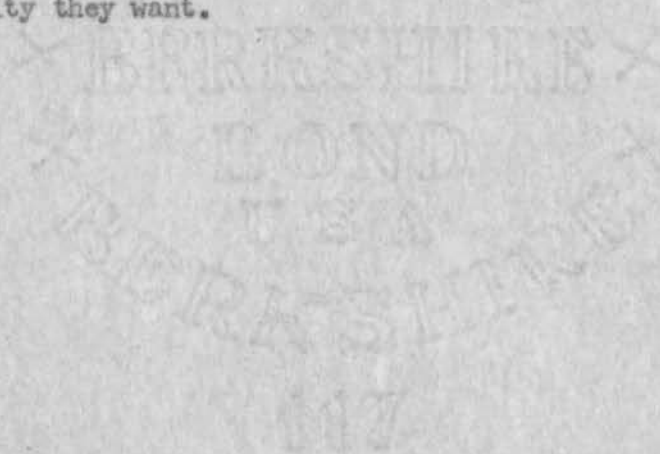
for further discussion. After an appropriate period of study and discussion each committee could give valuable assistance to the Planning Board by submitting a brief report summarizing ways in which elements of the Plan can best be put into effect, as well as any other findings on which they wish to express themselves.

After the initial period of publicity and study by the Planning Board, Citizens Committees and the general public, there remains the task of keeping the Plan alive and active thru the years. As world and community conditions change it should be carefully adjusted to new situations as they arise. This is a task for some central agency such as the present Planning Board, and should not be left to the individual agencies concerned with the respective sections of the Plan. As originally conceived, it was designed to keep various elements of the urban structure in balance. Unless some group continues to work toward this goal of a balanced development, some parts of the Plan will materialize while others will be forgotten. Unfortunately, the parts most likely to be forgotten might be those most important in bringing about a desirable and wholesome city growth.

Technical assistance will be needed to keep the Plan up to date and to secure best results in applying it to municipal action. Planning Board members have given unselfishly of their time and energy over a period of years to work for the good of the city and it is to be hoped that the Board will function indefinitely as the guiding hand in future developments. To help them in seeking the best ways to put the Plan into effect, it seems logical to supplement their guiding counsel with technical assistance. This might be done by engaging a full-time or a part-time technician who has a working knowledge of the principles and goals of city planning, or, alternately, by arranging for periodic consulting service. In the latter case, some local

person might be employed and guided by the regular visits of an experienced planning consultant.

To be most effective the Pensacola Plan must be thoroly understood and approved by Pensacola residents. It should be kept constantly before the public and revised as necessary to keep pace with changing conditions. Citizen participation in carrying out this Plan should be encouraged to the point that Pensacola residents will rely on it as the instrument best equipped to provide the city they want.



ASSESSMENTS

A comparison of municipal real estate assessments over a period of years is an excellent indication of the economic and social activities within the community and an authoritative chart of its general health. Naturally such statistics have to be read in the light of assessment practices and policies to furnish subjective information, but objective information is obtainable without inquiry into such administration. Since 1936 Florida communities have been suffering from the effects of the Homestead Exemption laws of 1935 which allow a \$5,000 exemption to every home owner. Whether the net effect of this legislation has been good or bad is beyond the scope of this inquiry. One result that has become increasingly apparent is the additional burden it has placed upon business to fill the void in municipal incomes. Business properties now yield a greater proportion of the ad valorem tax than previously and in addition have had franchises, licenses and various excise taxes thrust upon the entrepreneur.

The cumulative effect of the operation of this exemption is typified by Figure 35 which illustrates the increasing spread between gross assessments and net assessments. This indicates that any increase in assessable property is more than wiped out by exemptions. Thus while gross valuations have risen roughly 20% from \$20.3 million in 1936 to \$24.7 million in 1946, the net valuation which actually pays the ad valorem tax has shrunk about 15% from \$14.2 million to \$12.6 million. Only a preponderance of new homesteads could produce this result. Industrial, commercial and apartment building must be at a very low ebb. In the meantime, depreciation of older properties is removing many of them from the tax paying rolls when increment

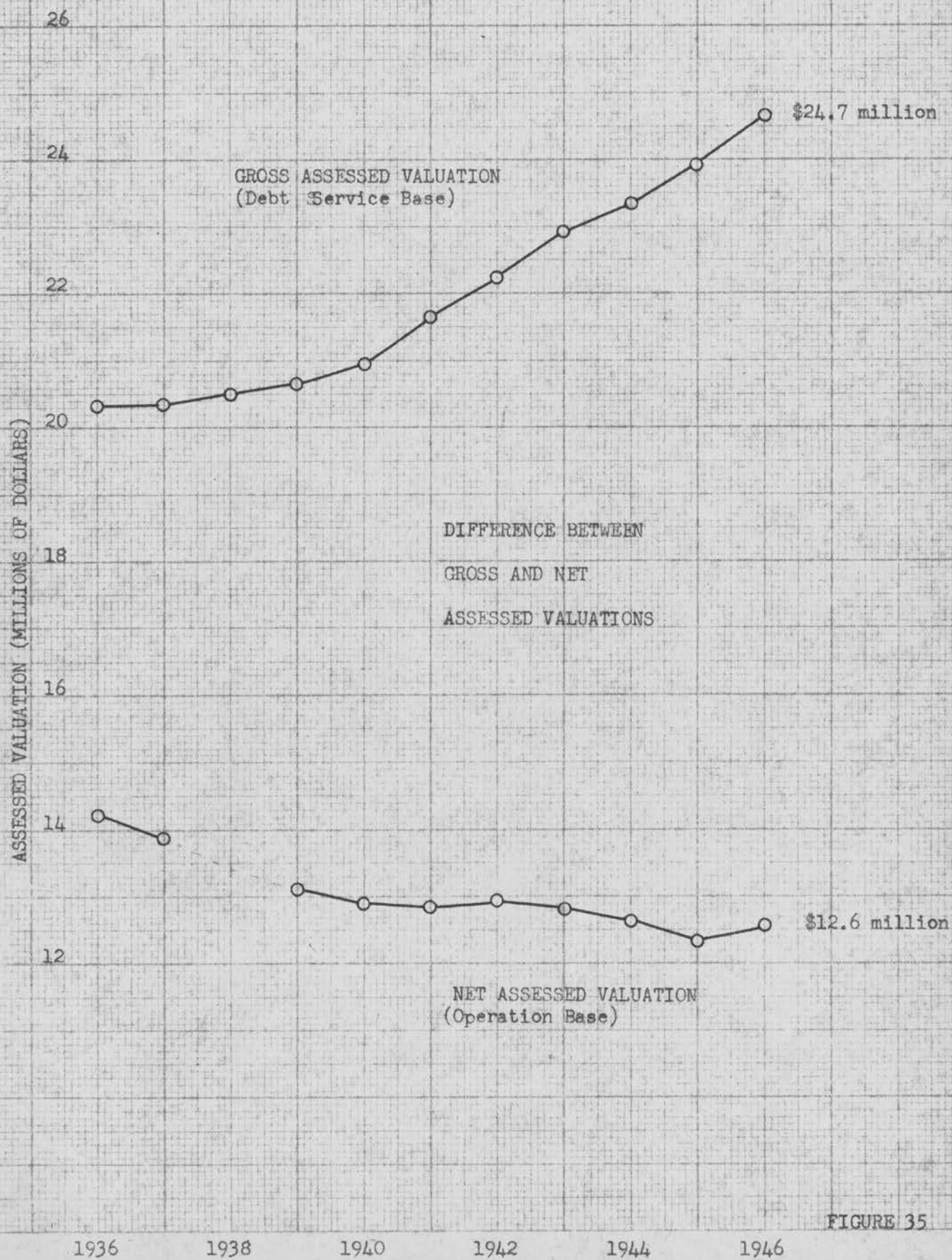


FIGURE 35

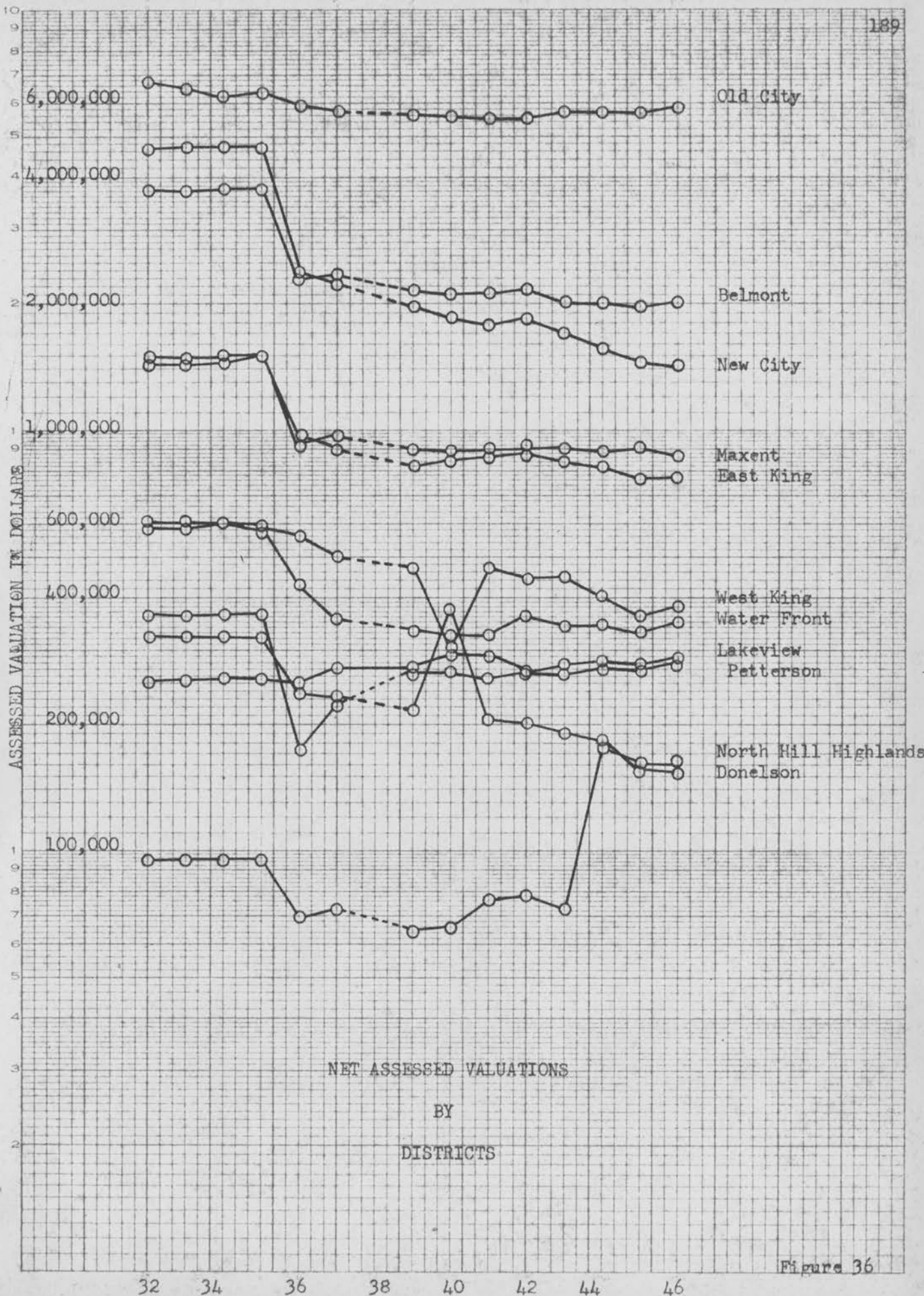


Figure 36

NET ASSESSED VALUATIONS
BY
DISTRICTS
(cumulative)

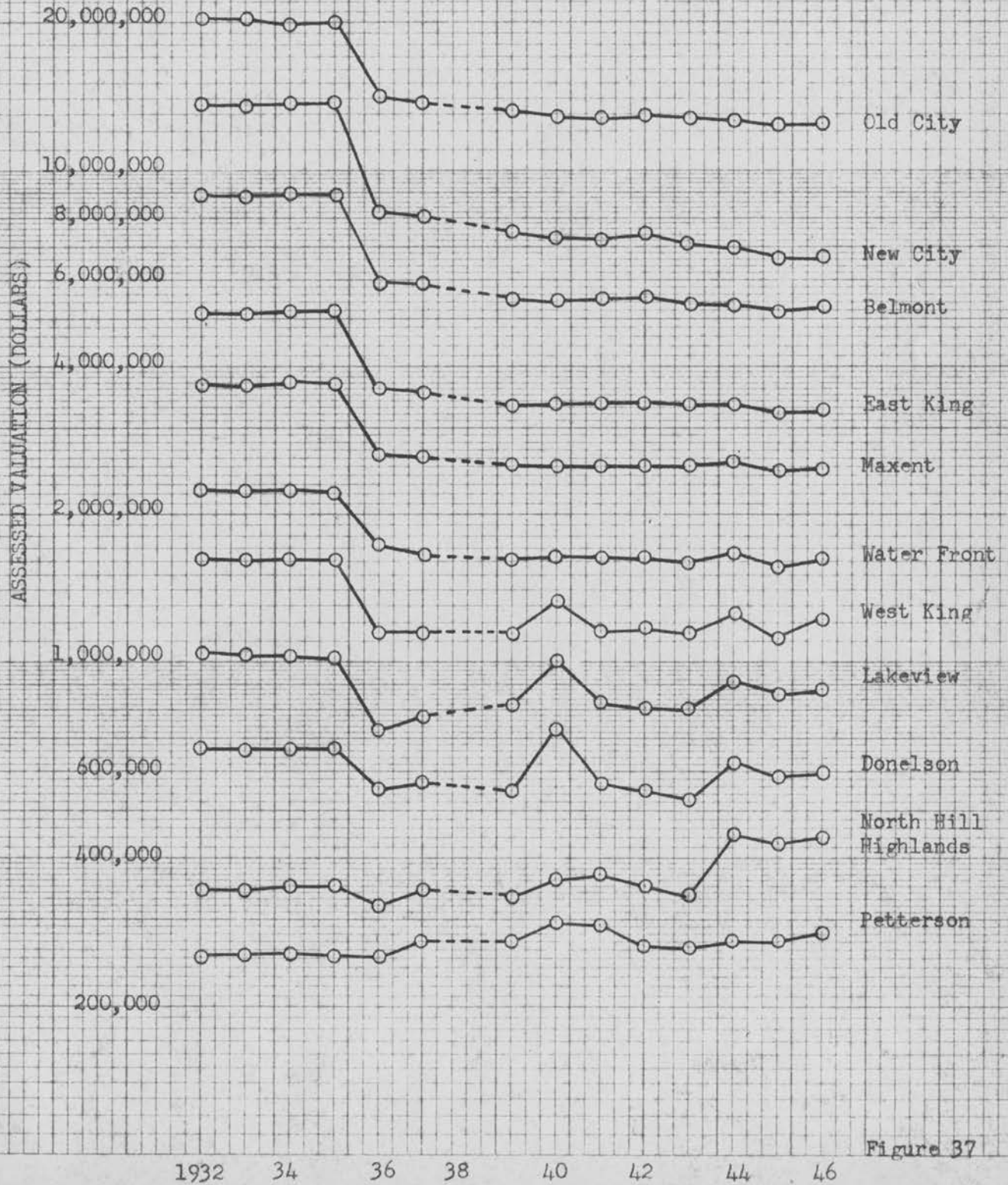


Figure 37

of land values fails to absorb the difference. Yet the increase in metropolitan (city plus peripheral fringe) population seemingly has had no effect upon urban values for assessment purposes.

Fortunately the various sectional figures are available for analysis. The history of the period 1932-1946 is set forth in Figures 36 and 37 which represent net assessments (upon which taxes are paid) by districts except for the year 1938 for which exemption figures were not available.

Even a superficial examination of Figure 36 will reveal the tenacity of valuations of Old City, the heart of the business district in town. Its slow steady decline only perceptibly affected by the exemption law proves it to be almost bereft of homes. Many of its existing residences have been converted to commercial purposes. Yet over the years it has had a gross drop of nearly \$1.2 million reaching its low point in 1942. It has recovered slightly since that date. The rejuvenation of the central business district by the recommendations of this report will do much to raise land values in this district and stimulate commercial improvements.

Altho the industrial and transportation developments along the water front have lost little of their relative importance to the city during the period studied, and the district has no homes in it, its taxable value has lost nearly 40% of its valuation. The break in valuation in 1940 corresponds with the unexplained jump in the Donelson valuations the same year. The only plausible explanation for this phenomena is that some valuations were transferred from the Water Front District to the Donelson District and were restored to their original district the following year. This low value district should respond very favorably if the proposal contained in this report is carried thru for the development of the park area at the foot of Palafox

Street. The inevitable abandonment of some of the port facilities will further reduce the taxable value and can only be restored by positive steps to rehabilitate the district and make it desirable for commercial development. Many of the financial ills that restrict municipal operations may be remedied by the projects recommended, the net effect of which will be to raise the land values of adjacent property, secure and pin down new commercial development, and remove barriers to the enhancement of these two districts.

The growth of Pensacola as a residential city can be measured by the growth of homestead exemptions. Lacking building permit figures, increases in homestead numbers may be attributable to three factors, new construction, new applications from old owners, purchasers of former rental property. It is safe to assume that by 1939 all but a negligible few home owners had been apprized of their rights and had filed their applications. Some new homes were built but the vast majority of the increase came from renter-purchasers. The first year for which exemption figures were available was 1939 and 3,614 were allowed. By 1946, eight years later the figure had risen to 5,987, at the average rate of 300 a year. Actually between 1942 and 1945, construction of new homes for ownership was severely curtailed. Desirable rental property on which taxes had been paid for years was sold for home ownership and taxes were no longer collected. This increased exemptions without actually increasing the number of houses within the city. Since V-J Day in 1945, construction of homes which has gone forward rapidly in most American cities, has lagged in Pensacola. The phenomenal growth in the peripheral belt evidently preferable to the city itself should be the cause of grave concern by municipal leaders and civic minded citizens. References to this danger made elsewhere in this report need not be repeated here, except to point out that

AVERAGE HOMESTEAD EXEMPTIONS BY DISTRICTS

AVERAGE VALUE HOMESTEAD EXEMPTIONS (DOLLARS)

4,000
3,000
2,000
1,000
800

Lakeview

Belmont

North Hill Highlands

New City

Average

Old City

Maxent

Petterson

Donelson

East King

West King

39 40 41 42 43 44 46

Figure 38

steps should be taken immediately to remedy the causes.

Examination of the primarily residential districts reveal that only two, North Hill Highlands and Petterson, increased their net taxable valuations over the period studied. Even if the drop in 1936 is disregarded and the comparison is made for the eight year interval, 1939-1946, the trend for the other districts is still a losing one. The principal reason is either lack of attractiveness for new construction, or an assessment administration which takes a jaundiced view of land values. The only other possible alternative and one which requires the appraisers critical eye is the slow, gradual, barely perceptible wasting away of the basic economy as demonstrated by the unimpeded deterioration of properties. The extraordinary growth of the peripheral area belies any such interpretation. It does underline the advanced stage of decentralization which has overtaken the city, and points up the problems of suburbanism with which the city is faced.

Homestead exemptions in 1946 ate up nearly 50% of the gross assessed valuation of \$24.7 millions dropping it to a tax-paying figure of \$12.6 million. This represents 5,987 exemptions whose average has hovered around \$2,100 since its inception. Figure 38 reveals that only four residential districts are above this average, Lakeview, North Hill Highlands, Belmont, and New City. All of the other districts are below average (the Water Front district is disregarded because of the paucity of exemptions). Old City district is the sole one to have crossed the average line, sinking below it in 1941. The number of exemptions are about evenly divided, the four districts above the line having 3,047 while those below total 2,938. Petterson showed the greatest drop in average exemptions between 1942 and 1943. North Hill Highlands which behaved much differently during this period than any

other district showed a steady rise in average exemptions from 1939 to 1943 and fell rapidly from 1944 to 1946 for no apparent reason ending with a net loss.

In most communities, the net ad valorem assessment is the life blood of the municipal administration. In Pensacola, however, its effect has been steadily minimized. Altho its average contribution over the past ten years has been 45.87% of all revenues, in 1946, the trend had forced it to 38.41%.

The ad valorem tax has been the backbone of municipal finance for centuries. With all its faults, it still possesses features which maintain its importance in the over-all tax picture. Attempts to eliminate it or stigmatize it, tried in many American cities, have only succeeded in confusing the public and creating chaotic conditions in municipal finance. The need of supplementing ad valorem revenues from other sources is well recognized as the increase in revenue demands continues unabated.

The entire city was appraised and reassessed by modern scientific methods in 1932. No comprehensive revaluation has taken place since. During the intervening period, the efforts of property owners before the Equalization Board have succeeded in disrupting the delicate balance established sixteen years ago. It is recommended that steps be taken to reestablish that balance, that equalization among property values, and then, that the assessors re-examine the 100% fair market valuation of residential property to determine if it is necessary that the homestead exemption wipe out so large a proportion of the taxable potential.

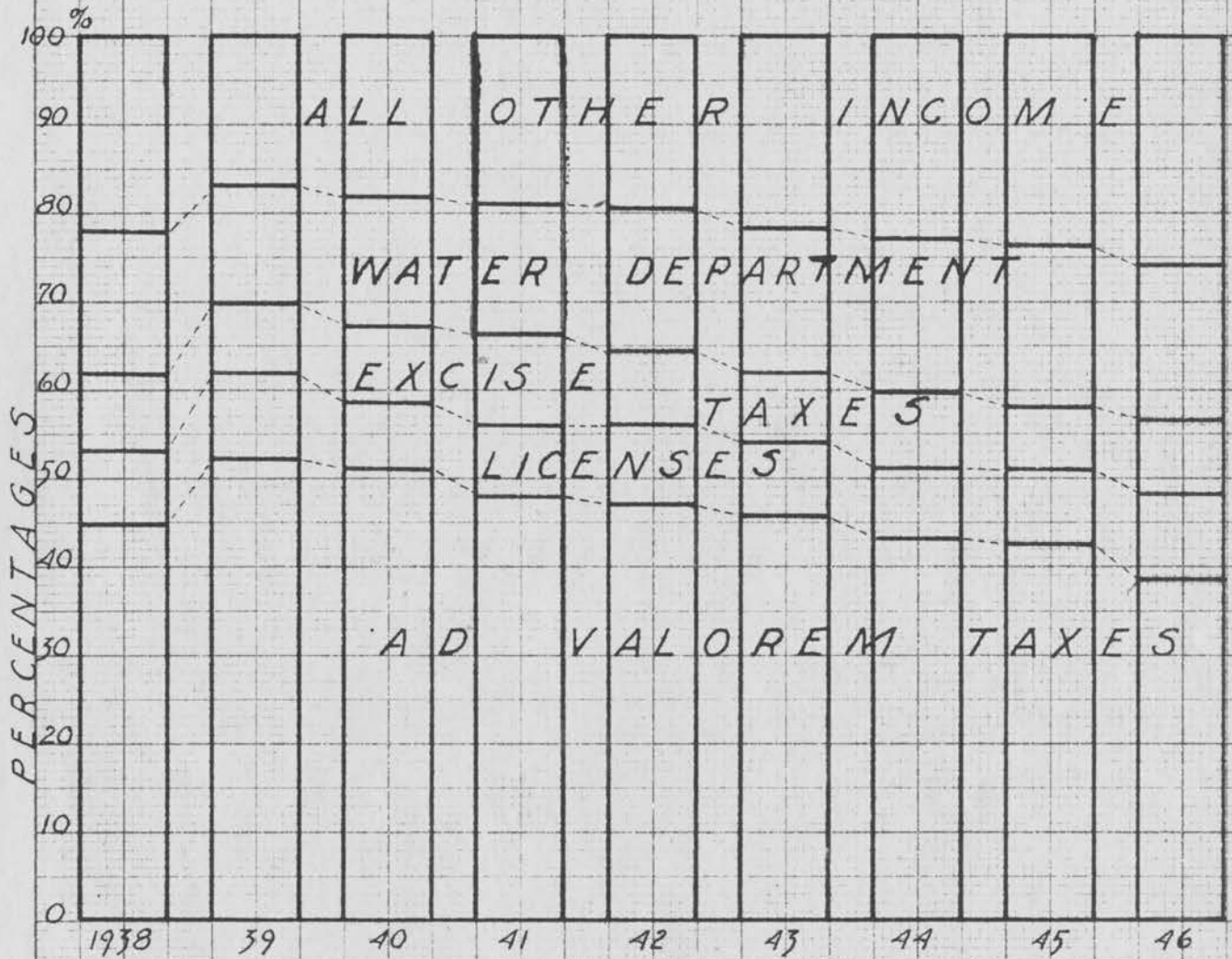
FINANCIAL SURVEY

Pensacola, like many another American city over the past ten years, has been faced with financial problems of great magnitude. The solution to these problems has not always been easy and some of the far reaching effects are not readily apparent even yet. But the ultimate relief which the taxpayers and governing officials seek, cannot be found in any one panacea but in developing a closely integrated procedure from equalized and fair valued assessments right down to the adoption of a capital budget based upon long range programming of public works which in turn is predicated upon the Master Plan for the development of the entire community.

This survey will cover the experience of the past ten years. These years show the city in crisis. The early years studied were in that period when the country was pulling out of the worst depression it had ever known. The middle years represent the stress and strains of total war. And the last year was the first of the peace years and the beginning of the inflation which has affected municipalities as it has individuals. Pensacola during the war years was one of the cities in the United States which felt the brunt of the greatest movement of population within this country that it has ever known. This added strain to an already overburdened tax problem was alleviated only partially by the contributions of the Federal government.

It will be noted that on all the charts presented with this section that the year 1939 has been eliminated. It was in that year that the fiscal year of the city was changed, resulting in an eleven months interim period for that year. It would have been easy to prorate the income and expenditures for that period and come up with a figure that was at least comparable

PENSACOLA

SOURCES OF MUNICIPAL
INCOME

PERCENTAGE DISTRIBUTION
1938 - 1946

for the fiscal years both before and after, but such a figure would have had no basis in reality and might serve to confuse rather than clarify. For that reason it has been entirely eliminated from our consideration.

The foundation of municipal government income is the ad valorem tax. The basis of the ad valorem tax is the assessment roll. The assessment roll touched its low point in 1934 when but \$25.5 million was recorded. Since then it has risen steadily thru 1946 to \$32.5 million. The cumulative effect of the homestead exemptions in Florida has caused municipalities to seek new forms of taxation to replace the lost revenues, as well as to maintain a constant reassessment program to preserve values on taxable property. In 1936 such exemptions reduced the roll 30% but ten years later 49% or practically half the real estate assessment was erased as tax producing property by this means (Figure 35). The basic cause for this procedure was the confiscatory burden that had been placed on real property generally. Its final result has been that municipalities had to find new sources for income. Much experimentation has accompanied this quest. Pensacola found her answer in the combination of several sources, each of which could not produce the total deficit but combined go far toward relieving real estate of its intolerable burden. An examination of Figure 39 reveals that in 1938 ad valorem taxes produced more than 50% of the total revenue, but by 1946 less than 40% was derived from this source. Fees from licenses and excise or sales taxes rose 12%, water department revenue was 25%, and income from all other sources showed more than a 50% gain.

Just how far a city may go in using new forms of taxation before the law of diminishing returns takes effect has never been determined authoritatively. It is known that prospective homeowners carefully weigh the

PENSACOLA

\$1,500,000

\$1,200,000

\$900,000

\$600,000

\$300,000

0

1937

38

40

41

42

43

44

45

46

ALL OTHER INCOME

EXCISE
LICENSES

TAXES

AD VALOREM TAXES

INCOME IN DOLLARS

\$759,888

\$871,861

\$919,317

\$953,664

\$1,036,925

\$1,112,214

\$1,158,618

\$1,336,203

\$1,403,257

SOURCES OF MUNICIPAL
INCOME
IN DOLLARS
1937-1946

Figure 40

advantages and disadvantages of urban living before selecting a homesite. Many times the savings and utility of a lot within an area already possessed of municipal services where the actual improvement costs are known are overlooked for a site without any municipal services. Experience shows however, that eventually there will be a demand for these services and that they will prove to be expensive because of the great distances involved and because they may be needed at a period when high prices prevail. But beyond the effect of improvement assessments and ad valorem taxes, the levy of other alternative taxes must be considered. Commercial enterprises bearing the burden of taxation (Figure 40) within a community either directly or indirectly find themselves in an awkward position when trying to compete with others who because of geographical location are relieved of this onus and some times have the additional advantage of an uncongested traffic situation.

Some cities, of which Philadelphia is the outstanding example, faced with the problem of supplying expensive municipal services to a constantly expanding suburban area whose inhabitants contribute nothing directly to defray the costs have experimented with a gross income tax. Contrary to popular belief at the time little effect has been evidenced of a loss of commuting or business due to this cause. Other forms of spreading the burden tried in other communities have worked to the detriment of the community as a whole in increasing the tempo of flight from the central areas. Long range effects cannot be predicated from a short term trend and depend largely upon other factors which cannot be accurately measured. Each community has its characteristic pattern, and its inhabitants their mould of behavior. The effects of a given policy in one set of circumstances is not indicative necessarily of the results in another even tho points of similarity may be striking.

Any expansion of the city limits of Pensacola will be bound to increase the assessment rolls, but not in proportion to the immediate outlay of capital funds necessary to supply the usual municipal services. In time, however, the eventual utilization of the now vacant or unused sites within such an additional area will serve to off-set the immediate costs. It is paradoxical that in municipal experience there is nothing which indicates lower per capita costs as the population increases. The public in ever increasing concentrations demands more and more from their local government in the form of services, and the government must conform from the slim sums made available for the expansion of existing services and the initiation of new ones.

One method of increasing the available funds from a stabilized tax rate which is particularly desirable from the taxpayer's viewpoint is the adoption of a pay-as-you-go policy. The moderately increasing assessment roll of the average expanding community indicates an increasing income for the maintenance of present services for the increasing population and allows in addition a constantly increasing amount of available funds as the outstanding bonded indebtedness is retired.

At the present time, Pensacola is faced with the necessity of spending nearly \$2.3 millions up to and including 1958 in retiring outstanding bonds and paying the interest on them. The interest alone amounts to almost half a million dollars. Yet under existing policies, the sinking funds are being accumulated with but half enough funds to retire the term bonds at maturity. This presents but three alternatives, either the payments into the sinking fund must be substantially increased over the next few years; or there must be a substantial increase in the tax rate for the years of maturity of the

term bonds; or the term bonds which cannot be paid upon maturity will have to be refinanced with resulting costs and additional interest charges. It is advantageous at this time to adopt simultaneously the first alternative mentioned above together with two other policies which will supplement such a move, namely, the pay-as-you-go and the capital budget.

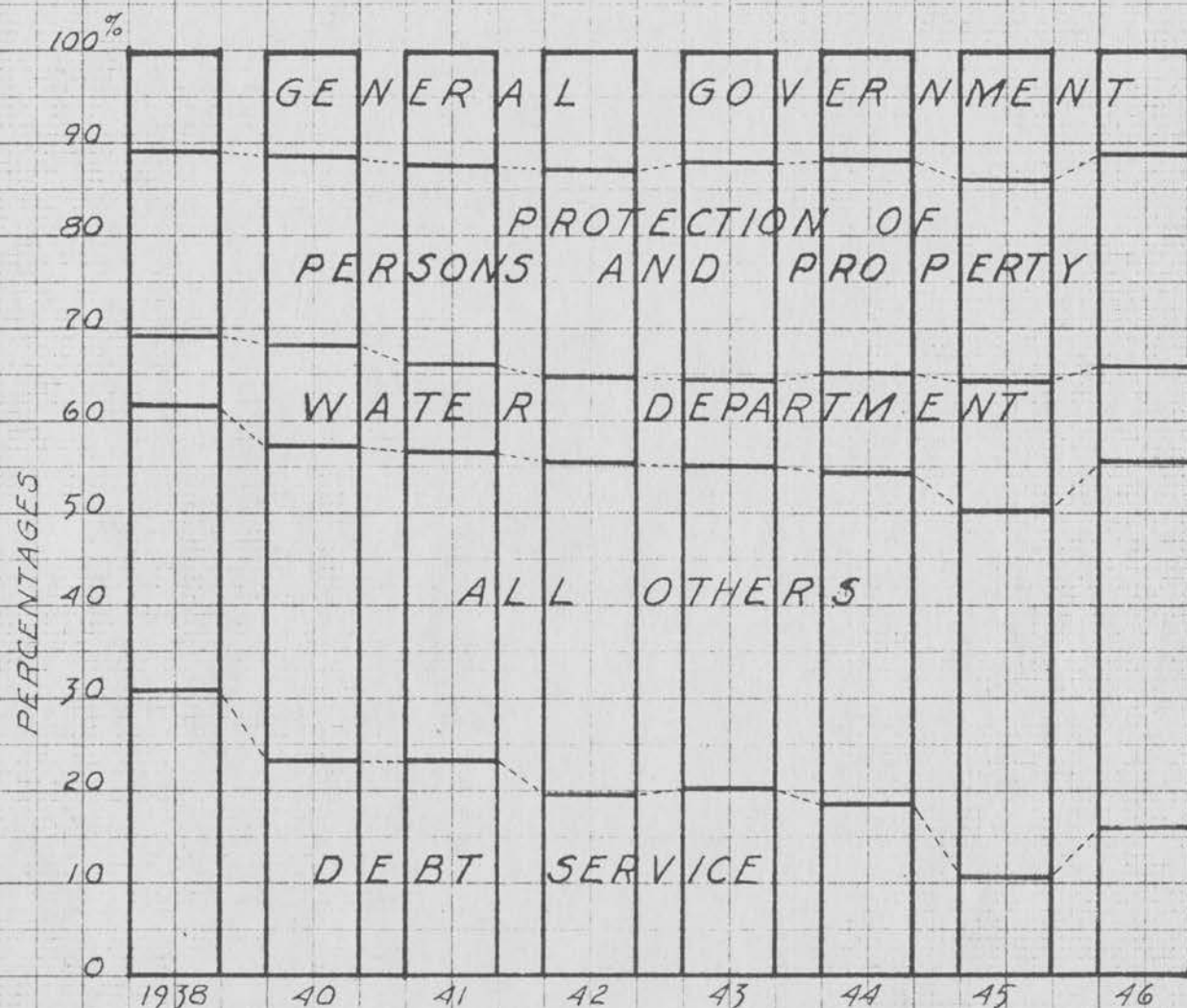
The latter is a simple method of arriving at priorities for needed public works required for the development of the community as a whole along the lines of the Master Plan and predicated on the ability of the community itself to pay not only the original construction costs but also the resulting costs of operation and maintenance. These latter costs are sometimes overlooked in determining whether any particular project is within the financial plan and scope of the city. By appointment a committee is charged with the preparation of a capital budget program extending over a six year period. Such a plan is the result of mature deliberation and based upon two salient factors, the amount of available funds, and the need and importance of any single public work to the community as a whole. This six year program is presented thru the proper existing channels to the appropriations body but only the first year of the program represents a proposal for adoption in that particular fiscal year. Each year the committee reviews the program and in the light of past experience and recent developments, draws up another six year program. This annual activity prevents the hasty adoption of large scale, well publicized, and glamorous public works which catch the public's fancy momentarily to the detriment of less spectacular developments of greater utility to the community as a whole. In the communities in which it has had the opportunity to operate over a period of years and in which the integrity of the plan has not been undermined by stampeding expediency, it has proven to be a boon to taxpayers, the general public, municipal of-

1
ficials, both elected and appointed, and to the general tone of municipal operations.

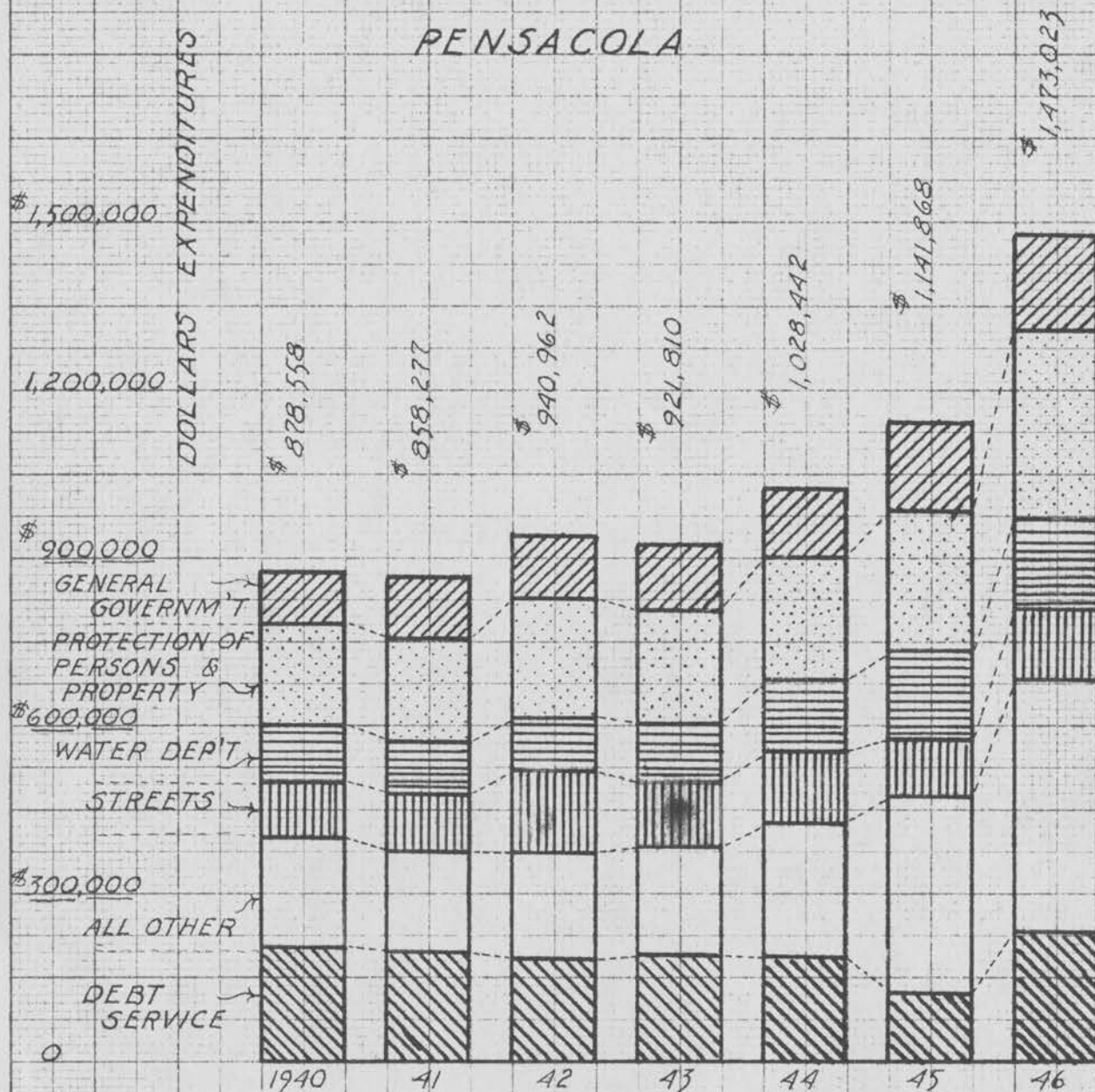
In directing our attention to the expenditures over the period studied, it is necessary to bear in mind the effect of the war years generally on municipal operations. It was a time when total war demanded the policy of "wear it out, use it up, make it do". Skilled technicians familiar with the vagaries of the municipal plant were called to more important fields in the war effort. Materials and supplies were hard to obtain and many were of inferior quality. The lack of replacement parts and the necessary neglect of ordinary maintenance procedures put a strain on the municipal plant which could only be relieved after the war was over. Immediately after V-J day, the cities and towns thruout the nation started in to bring their plant and equipment up to the pre-war standards of maintenance and performance. The pent up flood of demands for equipment and supplies on a supply that had not been able to recover pre-war productive levels forced prices higher and higher. The monetary inflation which followed and is existing today has increased the operating costs of every department of government. Municipal salaries long considered the poorest pay for a most thankless job had to fall in line or lose out to the competitive bidding of commerce and lose thereby the valuable experience and service of seasoned employees. It cannot be said in most cases that municipal salaries have more than held their own in the inflationary spiral.

By examination of the two charts on expenditures (Figures 41 and 42), the effect of the factors referred to above can readily be seen. The dollar costs of practically all operations have risen proportionately, but the percentage relationships have had little change. The relative importance of

PENSACOLA



PERCENTAGE DISTRIBUTION
MUNICIPAL EXPENDITURES
1938-1946



MUNICIPAL EXPENDITURES
IN DOLLARS

1940 - 1946

Figure 42

debt service has been reduced but not its dollar demands. This increasing cost of government can be expected to continue upwards until either a new plateau of stabilized prices and wages has been established, or, if there is to be a repetition of the "boom and bust" cycle, the toboggan is reached. It is a good time to inspect carefully all demands for immediate expenditures of a capital nature and be prepared with plans, specifications and funds to take advantage of any break in the present high and almost prohibitive level of prices.

Pensacola is in an unenviable position as she is faced with the necessity of providing expensive municipal services for people beyond her borders. These services if attempted to be duplicated in the county would prove to be too expensive for the present concentrations there to maintain. The city must improve its position by making the desirability of owning a residence within its limits more attractive. The entire plan presented herein is predicated upon that premise, but it will not be realized in its fullest possibilities unless sound financial planning goes hand in hand with the rest of the comprehensive developments.

RECOMMENDATIONS

As noted in the Economic Survey, Pensacola is the victim of the predatory industries that once made it a flourishing port. With the decline of these industries, no industrial replacements of equal magnitude have been made. Since the advent of the Naval Air Station the city has been lulled into a false sense of economic stability. The largest employed group in the area (6,500) does not depend upon the natural resources of the community for employment. The operations of the largest employer do not result in a product which enters into the economic channels of the area. The presence of consumer facilities at the installation interrupts the normal flow of goods and services which exists in a community of 100,000 people. The service personnel, stationed only temporarily at the base, have no need for civic consciousness. Their needs are supplied at least ninety per cent by non-urban sources. The civilian employees, as well as the employer, having no interest in the economic health of the community, take no active part in the advancement of the basic factors contributing to the welfare of the area. The effect of this unproductive activity and independence from the basic economy has developed an indifference and disinterestedness in a large section of the people toward their civic responsibilities.

There is only one remedy. The Economic Survey section pointed out the need for development of an industry dependent upon the natural resources of the area and which will give collateral employment in other economic levels. It is essential to direct progressively stronger efforts in economically productive channels. The resort and recreation trade has been suggested as the foremost possibility.

The comprehensive plan for the development of the city has been predicated on the analysis and correlation of the many and varied studies of the life and economy of the community and its people. The specific conclusions reached constitute the major trends in the pattern of the city's growth. Obviously all the projects indicated by the several studies are not of equal importance. Some possess greater urgency chronologically than others. Any scheduling of these projects must depend upon the financial ability of the community to meet both initial and maintenance costs. To assure an order of realization priorities can be assigned most advantageously by the City Planning Board cooperating closely with the City Manager and the various department heads.

The Engineering Department with the aid of the Planning Board can proceed in the order of priority with the preparation of detailed plans and specifications for the individual projects against the day of their need. The Planning Board should undertake also to define and institute an educational program to bring the proposals and their interrelationship within the general plan to the understanding of the people. The plan, as has been repeatedly noted, is a flexible guide to the wholesome growth and development of all segments of the city. Consequently the Planning Board must constantly reexamine the plan and when necessary revise or augment it.

The following recommendations drawn from the studies made in the appropriate sections are here collected and distributed among four groups of suggested priority.

IMMEDIATE ACTION

Setback lines should be established on all streets recommended for ultimate widening.

Adopt subdivision regulations.

Reassessment survey should be undertaken for immediate use.

Establish ordinance requiring off-street loading zones for structures in commercial districts.

Reconstruct street thru Lee Square.

Replace parkway on Spring Street with parking space.

Widen Wright Street between Palafox and Spring Streets.

Eliminate parkway on Wright Street between Palafox and Tarragona Streets.

Improve Gonzalez Street.

Install traffic lights at: Garden and Spring
 Baylen and Gregory
 Alcaniz and Gregory
 Garden and Palafox (both vehicular and pedestrian control).

Landscape park and establish neighborhood playground in Bayview Park.

Expand LaMancha Square and establish playfield.

Complete improvement of neighborhood playground in Florida Square.

Establish neighborhood playground in Seville Square.

Initiate study of steps for development of water front parks including improvement of Palafox Street pier.

Initiate acquisition of land in vicinity of Government, Chubb, Coyne and Intendencia for neighborhood playfield.

Enlarge and improve Sanders Beach area including swimming pool.

Improve neighborhood playgrounds in Kiwanis and Bayliss parks.

Acquire land and develop neighborhood playground for negroes in vicinity of Brainerd, Davis, Alcaniz and Gonzales.

Acquire land for park and playfield east of and adjacent to the L. & N.

Railroad in vicinity of Jordan Street for negroes.

Establish neighborhood playground and indoor center opposite Attucks Court for negroes.

Initiate study of steps to acquire bathing beach for negroes.

Construct central channel island in Garden Street at Palafox Street.

Control discharge of sanitary sewage into storm sewers.

Erect designated fire stations.

Widen Baylen Street south to Government Street.

Install parking meters on Government Street between Baylen and Jefferson Streets, and on Baylen Street between Gregory and Government Streets.

Establish park and playground at Estramadura Square.

FIRST PRIORITY GROUP

Widen Alcaniz Street, construct overpass over railroad, extend to county road (alternate 90).

Widen Baylen Street from Gregory Street to City limits.

Widen Spring Street as indicated.

Extend Spring Street to Main Street.

Acquire right-of-way between "O" Street and Cross Street and construct new street.

Develop "O" Street as parkway.

Widen Gregory Street as indicated.

Improve Jordan Street as indicated.

Establish park and playground at: Cordova Square

Catalona Square

Toledo Square

Vicinity of Escambia, Hatton, Cross and

Twentieth Avenue

Establish neighborhood playground in Alabama Square, also at Government,

Chubb, Coyle and Intendencia; also west of "O" Street and north of Garden.

Establish neighborhood park and playfield and swimming pool on land acquired near Jordan and railroad.

Construct Eighteenth Avenue underpass and traffic circle.

Establish neighborhood playground at Cervantes and "A" Streets.

Take next steps in developing bathing area for negroes.

Install additional clarifier unit and outfall pumps at Intendencia sewage disposal plant.

Install outfall pumps at deVilliers Street Station.

Initiate organization of sanitary district for peripheral area.

Take first steps in development of Palafox Street area.

Establish playfield in North Hill area.

Extend Garden Street easterly, Alcaniz to Gregory and construct traffic circle at Eighteenth Avenue and causeway.

SECOND PRIORITY GROUP

- Construct Tenth Avenue overpass.
- Widen roadways Tenth and Eighteenth Avenues.
- Widen roadway Palafox Street north of Wright Street.
- Widen roadway and street, Cervantes Street.
- Widen pavement on Government Street.
- Construct new street from "O" Street to Brent to "G" to Government to Alcaniz Streets.
- Construct parkway in Sanders Beach area.
- Develop inner circumferential street system.
- Reroute buses conforming to new inner circumferential system.
- Continue development of waterfront park.
- Establish waterfront park on Bayou Chico.
- Continue projections for park, pier, yacht basin and auditorium in Palafox Park.
- Establish off-street parking sites (three).
- Eliminate parking on Romana and Intendencia and change traffic to two-way.
- Eliminate parking on Palafox Street south of Garden Street.
- Establish municipal port facility west of Frisco docks.
- Construct storm water storage basins.
- Construct additional drains in two selected areas.

THIRD PRIORITY GROUP

Widen roadway Fourteenth Street.

Widen deVilliers Street.

Extend deVilliers Street to Government Street.

Widen Barrancas Avenue roadway.

Improve Mallory Street and construct overpass.

Improve Cross Street.

Eliminate railroad tracks on Tarragona.

Construct stadium and establish athletic field west of Frisco right-of-way
north of Garden Street.

Extend Jefferson Street to Guillemard Street.

Establish three off-street parking sites along Palafox Street north of Garden
Street.

Relocate interchange and classification yard in Goulding area.

Relocate L. & N. shops in Goulding area.

Complete rehabilitation and/or rehousing in selected areas.

Construct additional water supply facilities to increase (double) capacity.


Relocate outfalls for sewerage system.

Complete program for storm water drainage basin and additional drains.

APPENDIX I

HERKSHIRE
BOND
HERKSHIRE

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APPENDIX I

During the progress of the planning studies the Highway Committee of the Planning Board considered the successive stages of development of the principal urban highway pattern. These deliberations resulted in the three stages shown on the following maps, which were recommended to the Planning Board for approval. In the aggregate they comprise the Major Street framework.

Ne 3-4886

CITY OF PENSACOLA, FLORIDA
SUBDIVISION REGULATIONS

SECTION 1. DECLARATION OF PURPOSE

The procedures and standards for the development, layout and design of subdivisions of land within the corporate limits of the City of Pensacola, as prescribed in this ordinance, are intended primarily to :

- (A) Guide and assist the developer(s) in the correct procedures to be followed and inform them of the fundamental standards required.
- (B) Assist the developer(s) in the most efficient design and utilization of land.
- (C) Protect the public interests by controlling the location, design, class and type of streets, roads, utilities and essential areas required.
- (D) Provide for the public welfare the essential areas required for education and recreational purposes.

SECTION 2. DEFINITIONS

BLOCK. A parcel of land entirely surrounded by public streets, water course, railway, right-of-way, parks, etc., or a combination thereof.

CITY. Wherever used means the City of Pensacola, Florida.

CITY COUNCIL. Wherever used means the City Council of Pensacola, Florida.

CITY ENGINEER. Wherever used means the City Engineer of Pensacola, Florida.

CITY MANAGER. Wherever used means the City Manager of Pensacola, Florida.

COMPREHENSIVE PLAN. A plan, which may consist of several maps, data and other descriptive matter, for the physical development of the city or any portion thereof including any amendments, extensions or additions thereto adopted by the City Council, indicating the general locations for major roads, parks or other public open spaces, public building sites, routes for public utilities, zoning District or other similar information.

CUL-DE-SAC. A dead-end street having one open end and being permanently terminated by a vehicular turn around.

EASEMENT. A grant by a property owner of the use, for a specific purpose or purposes, of a strip of land by the general public, a corporation or a certain person or persons.

LOT. A parcel of land occupied or intended for occupancy by a building together with its accessory buildings; including the open space required by the zoning ordinance.

SECRETARY OF THE PLANNING BOARD. Wherever used means the Secretary of the Planning Board of Pensacola, Florida.

STREETS AND ALLEYS. The term "street" means a way for vehicular traffic, whether designated as a street, highway, thoroughfare, parkway, throughway, road, avenue, boulevard, lane, place or however otherwise designated.

1. Arterial Streets and Highways are those which are used primarily for fast or heavy traffic.
2. Collector Streets are those which carry traffic from minor

streets to the major system of arterial streets and highways, including the principal entrance streets of a residential development and streets for circulation within such a development.

3. Minor Streets are those which are used primarily for access to the abutting properties.
4. Marginal Access Streets are minor streets which are parallel to and adjacent to arterial streets and highways; and which provide access to abutting properties and protection from through traffic.
5. Alleys are minor ways which are used primarily for vehicular service access to the back or the side of properties otherwise abutting on a street.

SUBDIVISION. The term "subdivision" means the division of a parcel of land into two (2) or more lots or parcels for the purpose of transfer of ownership of building development, or, if a new street is involved, any division of a parcel of land; provided that a division of land for agricultural purposes into lots or parcels of five (5) acres or more and not involving a new street shall not be deemed a subdivision. The term includes resubdivision and shall relate to the process of subdividing or to the land subdivided.

ZONING ORDINANCE. Wherever used means the Zoning Ordinance of the City of Pensacola, Florida, and amendments thereto.

SECTION 3. PROCEDURE FOR APPROVAL REQUIRED FOR SUBDIVISION OF PROPERTY

After the effective date of these regulations, no person shall subdivide land within the City of Pensacola, nor commence construction of any buildings or public improvements on such land,

prior, to the approval and recording of a final plat in accordance with the provisions hereof.

Provided however that nothing in these regulations shall be deemed to require the approval and recording of the combination or recombination of portions of previously platted and recorded lots where no new parcels or residual parcels smaller than minimum restriction required by the zoning ordinance for that district are created.

(A) APPROVAL OF PRELIMINARY PLAT BY THE PLANNING BOARD

1. Any person desiring to subdivide land shall first file with the Planning Board a preliminary plat of the subdivision prepared in accordance with specifications and procedures of this ordinance.
2. Accompanying the Preliminary plat shall be a general location sketch map showing the relationship of the proposed subdivision to existing community facilities which serve or influence it. On such a sketch map the main traffic arteries, shopping centers, schools, parks and playgrounds, principal places of employment and other principal features should be noted.
3. Three (3) copies (or more if deemed necessary) of the Preliminary Plat shall be submitted to the City Planning Office at least two (2) weeks prior to the meeting at which it is to be considered.
4. Prior to the examination of the Preliminary Plat, the Planning Board shall be furnished with reports from the City Engineer and the Secretary to the Planning Board to the effect that said plat does or does not conform to the Comprehensive Plan,

the provisions of this ordinance and with sound principles and practices of planning and engineering and with such other items that may affect the health, safety and welfare of the people.

5. When, after examination, the Planning Board finds as a fact that the aforementioned requirements have been met, the preliminary plat may be approved; however such approval shall not constitute an approval of the Final Plat.

B. APPROVAL OF FINAL PLAT BY THE PLANNING BOARD AND CITY COUNCIL

1. The Final Plat shall conform substantially to the preliminary plat. The subdivider shall submit only that portion of the approved preliminary plat which he proposes to record and develop. Such portion shall conform to all requirements of these regulations.
2. Three (3) copies of the Final Plat shall be submitted to the City Planning Office at least two (2) weeks prior to the meeting of the Planning Board at which it is to be considered. Before granting final approval to the plat the Planning Board shall receive reports from the Secretary to the Planning Board and the City Engineer.
3. After approval by the Board, the plat shall be transmitted to the City Manager for City Council approval. Approval of the plat shall be granted by the City Council upon the understanding that all the requirements of this Ordinance have been complied with.

SECTION 4. DESIGN STANDARDS

All subdivision shall conform substantially to the comprehensive plan and the most advantageous development of the surrounding neighborhood. The location of all streets shall conform to the general street plan and provide easy access to and from proposed and existing streets in adjoining or surrounding areas.

Land which the Planning Board has found to be unsuitable for subdivision due to flooding, bad drainage, or other features likely to be harmful to the health, safety and general welfare of future residents, shall not be subdivided, unless adequate methods of correction are formulated by the developer and approved by the City Engineer.

(A) STREETS

1. The arrangement, character, extent, width, grade, and location of all streets shall conform to the Comprehensive Plan and shall be considered in their relation to existing and planned streets, to topographical conditions, to public convenience and safety, and in their appropriate relation to the proposed uses of the land to be served by such streets.
2. Where such is not shown in the Comprehensive Plan, the arrangement of streets in a subdivision shall either:
 - (a) Provide for the continuation or appropriate projection of existing principal streets in surrounding areas; or
 - (b) Conform to a plan for the neighborhood approved or adopted by the Planning Board to meet a particular situation where topographical or other conditions make continuance or conformance to existing streets impracticable.

3. Minor streets shall be so laid out that their use by through traffic will be discouraged.
4. Where a subdivision abuts or contains an existing or proposed arterial street, the Planning Board may require marginal access streets, reverse frontage with screen planting contained in a non-access reservation along the rear property line, deep lots with rear service alleys, or such other treatment as may be necessary for adequate protection of residential properties and to afford separation of through and local traffic.
5. Where a subdivision borders on or contains a railroad right-of-way or limited access highway (super highway) right-of-way, the Planning Board may require a street approximately parallel to and on each side of such right-of-way, at a distance suitable for the appropriate use of the intervening land, as for park purposes in residential districts, or commercial or industrial purposes in appropriate districts. Such distances shall also be determined with due regard for the requirements of approach grades and future grade separations.
6. Reserve strips controlling access to streets shall be prohibited except where their control is definitely placed in the city under conditions approved by the Planning Board.
7. Street jogs with center line off-sets of less than one hundred twenty-five (125) feet shall be avoided.
8. A tangent at least one hundred (100) feet long shall be introduced between reverse curves on arterial (primary or secondary) and collector streets.
9. Streets shall be laid out so as to intersect as nearly as pos-

sible at right angles and no streets shall intersect any other street at less than sixty (60) degrees.

10. Property lines at street intersections shall be rounded with a radius of twenty-five (25) feet, or of greater radius where the Planning Board may deem it necessary.
11. Minimum street right-of-way widths shall be not less than the following:

<u>Street type</u>	<u>Right-of-way in feet</u>
Arterial (Primary)	100
Collector (Secondary)	80
Minor for other residence	60
Marginal access	40
Alley in commercial or industrial areas	24
Alley in residential areas	20

12. Half streets shall be prohibited, except where essential to the reasonable development of the subdivision in conformity with the other requirement of these regulations, and where the Planning Board finds it will be practicable to require the dedication of the other half when the adjoining property is subdivided. Whenever a half street is adjacent to a tract to be subdivided, the other half of the street shall be platted within such tract.
13. Dead end streets, designed to be so permanently, shall not be longer than five hundred (500) feet and shall be provided at the closed end with a turn-around having an outside roadway diameter of at least eighty (80) feet and a street property

line diameter of at least one hundred (100) feet.

14. Street names. A proposed new street, which is in alignment with or a continuation of an existing street, shall have the same name as the existing street. In no case (including numbered or lettered streets) shall new streets have names or numbers which duplicate or which are phonetically similar to existing streets names, regardless of the prefix or suffix used as "Avenue", "Boulevard", "Court", "Crescent", "Drive", "Place", "Street" and "Terrace". All street names shall be subject to approval of the planning board.

NOTE: In this respect it is suggested that the developer check over this proposed street names with the local authorities, before submitting his plat to the Planning Board for approval.

15. Grades and transition of grades must be approved by the City Engineer and in no case shall be less than 0.2%.

(B) EASEMENTS.

1. Easements centered on lot lines shall be provided for drainage where necessary and shall be at least twelve (12) feet wide.
2. Where a subdivision is traversed by a water course, drainage way, channel or stream, there shall be provided a storm water easement or drainage right-of-way conforming substantially with the lines of such water course, and such further width, as will be adequate for the purpose. Parallel streets or parkways may be required in connection therewith.

(C) BLOCKS

The length, width and shape of block shall be determined with due regard to :

- (a) Provision of adequate building sites suitable to the special needs of the type of use contemplated.
 - (b) Zoning requirements.
 - (c) Needs for convenient access, circulation, control and safety of street traffic.
 - (d) Limitations and opportunities of topography.
2. Block lengths, shall not exceed fourteen hundred (1400) foot, or be less than four hundred (400) foot. Where blocks are seven hundred (700) feet or more in length, the Planning Board may require a twenty (20) foot pedestrian easement through the block. Long blocks should be oriented for drainage and toward such focal points as the shopping center and school.
3. Block Width. Blocks should be at least wide enough to allow two (2) tiers of lots and should be a minimum width of two hundred and forty (240) feet, except when reverse frontage is used.

(D) LOTS: BUILDING SITE AREA AND YARD RESTRICTIONS

- 1. Minimum buildings site area and yard restrictions shall be governed by the requirements of the zoning ordinance and amendments thereto. Every lot or parcel of land shall abut a public street.
- 2. In so far as practical, side lot lines shall be at right angles to straight right-of-way lines or radial to curved right-of-way lines.
- 3. The lot size, width, depth, shape and orientation, and the minimum building set back lines shall be appropriate for the

location of the subdivision and for the type of development and use contemplated.

4. Double frontage and reverse frontage lots, shall be avoided except where desirable to provide separation of residential developments from traffic arteries or to overcome specific disadvantage of topography and orientation. A planting screen easement of at least ten (10) feet, and across which there shall be no right-of-access, shall be provided along the line of lots abutting such a traffic artery.

SECTION 5 REQUIRED IMPROVEMENTS

The owner or developer shall prepare and submit to the City Engineer for approval, plans for adequate storm drainage, street grading and street improvements which shall be installed by the owner or developer in accord with specifications of the City. NOTE: See Appendix for City specifications.

SECTION 6. SITES FOR PUBLIC USES

1. The Planning Board may, where necessary, require reservation of suitable sites for schools, which shall be reserved and pinpointed according to the comprehensive plan of the Planning Board of the City of Pensacola; and further, which sites shall be made available to the Board of Public Instruction of the County of Escambia for their refusal or acceptance.
2. The subdividers or owners shall make outright dedication to the City for park and recreation purposes at least five (5) percent of the gross area of said subdivision. In the event

subdivision is too small for the above requirement to be practical, the owner shall pay unto the City of Pensacola, such sum of money equal in value to five (5) percent of the gross area of the subdivision thereof, which sum shall be held in escrow and used by the City of Pensacola, for the purpose of acquiring parks and playgrounds.

3. All streets delineated on all plats submitted to the City Council shall be dedicated to all public uses including the use thereof by public utilities.

SECTION 7. VARIANCES

1. Where strict adherence to all of the provisions of this ordinance would cause unnecessary hardship, due to topographical or other conditions peculiar to the site, the Planning Board may recommend and the City Council may approve a variance.
2. The reasons for the granting of any such variance shall be clearly specified and entered into the minutes of the City Council

SECTION 8. WHAT THE PRELIMINARY PLAT SHALL SHOW

1. The preliminary Plat Plan shall be drawn to a scale of one hundred (100) feet to the inch, and shall show the following:
 - (a) Subdivision or development name, name of the owner(s) or developer(s), name(s) of surveyor and designer, north arrow, date and scale,
 - (b) The boundary line of the tract to be subdivided drawn accurately to scale and with accurate linear and angular dimensions.

- (c) Street: names, right-of-way and roadway widths; similar data for alleys, if any.
- (d) Other rights-of-way or easements; location, width and purpose.
- (e) Lot lines, lot numbers and block numbers.
- (f) Sites, if any, to be reserved or dedicated for parks, playgrounds or other public uses.
- (g) Sites, if any, for multiple family dwellings, shopping centers churches, industry or other non-public uses exclusive of single family dwellings.
- (h) Minimum building set back lines.
- (i) Site data including number of residential lots, typical lot size and areas in parks, etc.
- (j) Ground contours at intervals not greater than two (2) feet.
- (k) Orientation of subdivision or development in relation with sureyos bench marks and monuments.
- (l) The above information may be graphical except where detail computations are required.

SECTION 9. WHAT THE FINAL PLAT SHALL SHOW

1. The Final plat shall conform to Section 10275 of the State of Florida Plat Act of 1925 as amended. In addition it shall show (a), (c), (d) and (f) of Section 8 of this Ordinance.

SECTION 10. FINAL APPROVAL

Approval of subdivision plat by the City Council shall be granted:

- (A) Upon the specific understanding that the developer(s) have complied with applicable Federal, State and City laws, and
- (B) Upon the condition that a true copy of the plat as approved shall be registered and filed by the developer(s) within sixty (60) days from the date of such approval, with the Clerk of the Circuit Court of Escambia County, Florida, and
- (C) Upon the condition that when the plat has been recorded in the records of Escambia County, eight (8) copies thereof shall be filed with the Planning Board within fifteen (15) days after the date of record. One (1) of the aforesaid copies shall be on cloth, and
- (D) Upon the condition that no building permit shall be issued until the required improvements are installed to the satisfaction and inspection of the City Engineer, or unless there is adequate evidence that these improvements will be completed within sixty (60) days. In lieu of the immediate installation of the required improvements the owner or subdivider(s) shall:
 - (1) File with the City a performance or surety bond in an amount to be determined by the City Manager with sureties satisfactory to the City guaranteeing the installation of the required improvements where agreed upon within a specified time.
 - (2) Deposit with the City or place in escrow cash or a certified check in an amount to be determined by the City Manager to cover the cost of the improvements. The City Manager may release portions of this security deposit as work progresses.

SECTION 11. NON-COMPLIANCE

1. Each Day's Violation a Separate Offense. Each and every day's violation of any provision of this ordinance shall constitute a separate and distinct offense.
2. Penalties. Any person or persons violating or failing to comply with the terms and provisions specified in this ordinance, shall upon conviction and at the discretion of the Court, be fined a sum not exceeding five hundred (\$500.00) dollars.

SECTION 12. INVALIDITY OF ANY PART OR PORTION OF THIS ORDINANCE

Should any section, provision, part or portion of this ordinance be ruled unconstitutional or invailed by the Courts, such Court decisions shall not affect the validity of the remainder of this Ordinance.

SECTION 13. EFFECTIVE DATE

This Ordinance shall become effective on the _____ day of _____, 1955.

A P P E N D I X

STREET AND DRAINAGE SPECIFICATIONS

The owner or subdivider shall prepare plans and specifications for adequate storm drainage, street grading and street improvements which conform to the following specifications and details or their approval equal.

1. Clearing, Grubbing and Grading

Per plans and specifications approved by the City Engineer.

2. Arterial Streets (If not determined otherwise on the Comprehensive Plan.)

Right-of-way ----- 100 feet.

Pavement ----- (See Typical Cross sections of the City Engineer.)

Material ----- Double layer of bituminous surface treatment over a six (6) inch compacted clay base.

Curb and Gutter ----- Layback type.

Standards ----- Details and specifications of the City Engineer.

3. Collector Streets

Right-of-way ----- 80 feet.

Pavement ----- 35 feet.

Material ----- Double layer of bituminous surface treatment over a six (6) inch compacted clay base.

Curb and Gutter ----- Layback type.

Standards ----- Details and specifications of the City Engineer.

4. Minor Streets

Right-of-way ----- 60 feet.

Pavement ----- 24 feet.

Material ----- Double layer of bituminous surface treatment over a six (6) inch compacted clay base.

Curb and Gutter ---- Layback type.

Standards ----- Details and specifications of the City Engineer.

5. Marginal Access Streets

Right-of-way ----- 40 feet.

Pavement ----- 24 feet.

Material ----- Double layer of bituminous surface treatment over six (6) inch compacted clay base.

Curb and Gutter ---- Layback type.

Standards ----- Details and specifications of the City Engineer.

6. Cost ----- The City to pay the cost of that portion of pavement over twenty-four (24) feet in width.

7. Drainage Improvements

Per plans approved by the City Engineer. (See details and specifications of City Engineer.)

CITY OF PENSACOLA, FLORIDA

SUBDIVISION REGULATIONS

SECTION 1. DECLARATION OF PURPOSE

The procedures and standards for the development, layout and design of subdivisions of land within the corporate limits of the City of Pensacola, as prescribed in this ordinance, are intended primarily to:

- (A) Guide and assist the developer(s) in the correct procedures to be followed and inform them of the fundamental standards required.
- (B) Assist the developer(s) in the most efficient design and utilization of land.
- (C) Protect the public interests by controlling the location, design, class and type of streets, roads, utilities and essential services required.
- (D) Provide for the public welfare the essential areas required for education and recreational purposes.

SECTION 2. DEFINITIONS

BLOCK. A parcel of land entirely surrounded by public streets, water course, railway, right-of-way, parks, etc., or a combination thereof.

CITY. Wherever used means the City of Pensacola, Florida.

CITY COUNCIL. Wherever used means the City Council of Pensacola, Florida.

CITY ENGINEER. Wherever used means the City Engineer of Pensacola, Florida.

CITY MANAGER. Wherever used means the City Manager of Pensacola, Florida.

COMPREHENSIVE PLAN. A comprehensive plan or portions thereof are those coordinated plans in preparation or which have been prepared by the Planning Board for the physical development of the municipality; or any plans, being portions of the comprehensive plan, prepared for the physical development of such

municipality, that designate, among other things, plans and programs to encourage the most appropriate use of land, and lessen congestion throughout the municipality, in the interest of public health, safety and general welfare.

CUL-DE-SAC. A street having one open end and being permanently terminated by a vehicular turn around.

EASEMENT. A grant by a property owner of the use, for a specific purpose or purposes, of a strip of land by the general public, a corporation or a certain person or persons.

LOT. A parcel of land occupied or intended for occupancy by a building together with its accessory buildings; including the open space required by the zoning ordinance.

SECRETARY OF THE PLANNING BOARD. Wherever used means the Secretary of the Planning Board of Pensacola, Florida.

STREETS AND ALLEYS. The term "street" means a way for vehicular traffic, whether designated as a street, highway, thoroughfare, parkway, thruway, road, avenue, boulevard, lane, place or however otherwise designated.

1. Arterial Streets and Highways are those which are used primarily for fast or heavy traffic.
2. Collector Streets are those which carry traffic from minor streets to the major system of arterial streets and highways, including the principal entrance streets of a residential development and streets for circulation within such a development.
3. Minor streets are those which are used primarily for access to the abutting properties.
4. Marginal Access Streets are minor streets which are parallel to and adjacent to arterial streets and highways; and which provide access

to abutting properties and protection from thru traffic.

5. Alleys are minor ways which are used primarily for vehicular service access to the back or the side of properties otherwise abutting on a street.

SUBDIVISION. The term "subdivision" means the division of a parcel of land into two (2) or more lots or parcels for the purpose of transfer of ownership of building development, or, if a new street is involved, any division of a parcel of land; provided that a division of land for agricultural purposes into lots or parcels of five (5) acres or more and not involving a new street shall not be deemed a subdivision. The term includes resubdivision and shall relate to the process of subdividing or to the land subdivided.

ZONING ORDINANCE. Wherever used means the Zoning Ordinance of the City of Pensacola, Florida, and amendments thereto.

SECTION 3. PROCEDURE FOR SECURING PLAT APPROVAL.

(A) APPROVAL OF PRELIMINARY PLAT BY THE PLANNING BOARD.

1. Before any real property within the city can be divided, recorded and offered for sale, a preliminary plat must be submitted to the Planning Board for review and approval.
2. Accompanying the Preliminary Plat shall be a general location sketch map showing the relationship of the proposed subdivision to existing community facilities which serve or influence it. On such sketch map the main traffic arteries, shopping centers, schools, parks and playgrounds, hospitals, churches and other principal features should be noted.
3. Three (3) (or more if deemed necessary) copies of the Preliminary Plat shall be submitted to the City Planning Office at least two (2) weeks prior to the meeting at which it is to be considered.

4. Prior to the examination of the preliminary plat, the Planning Board shall be furnished with reports from the City Engineer and the Secretary to the Planning Board to the effect that said plat does or does not conform to the Comprehensive Plan, the provisions of this ordinance and with sound principles and practices of planning and engineering and with such other items that may affect the health, safety and welfare of the people.
5. When, after examination, the Planning Board finds as a fact that the aforementioned requirements have been met, the preliminary plat may be approved, however such approval shall not constitute an approval of the Final Plat.

B. APPROVAL OF FINAL PLAT BY THE CITY COUNCIL

1. The Final Plat shall conform substantially to the Preliminary Plat as approved, and, if desired by the Subdivider, it may constitute only that portion of the approved Preliminary Plat which he proposes to record and develop at the time, provided however, that such portion conforms to all requirements of these regulations.

SECTION 4. DESIGN STANDARDS

All subdivisions shall conform substantially to the comprehensive plan and the most advantageous development of the surrounding neighborhood. The location of all streets shall conform to the general street plan and provide easy access to and from proposed and existing streets in adjoining or surrounding areas.

Land which the Planning Board has found to be unsuitable for subdivision due to flooding, bad drainage, or other features likely to be harmful to the health, safety and general welfare of future residents, shall not be subdivided, unless adequate methods of correction are formulated by the developer and approved by the City Engineer.

A. STREETS

1. The arrangement, character, extent, width, grade and location of all streets shall conform to the Streets and Highway Plans of the State, City and County respectively.
2. Where such is not shown in any streets or highway plan, the arrangement of streets in a subdivision shall either:
 - (a) Provide for the continuation or appropriate projection of existing principal streets in surrounding areas; or
 - (b) Conform to a plan for the neighborhood approved or adopted by the Planning Board to meet a particular situation where topographical or other conditions make continuance or conformance to existing streets impracticable.
3. Minor streets shall be so laid out that their use by thru traffic will be discouraged.
4. Where a subdivision abuts or contains an existing or proposed arterial street, the Planning Board may require marginal access streets, reverse frontage with screen planting contained in a non-access reservation along the rear property line, deep lots with rear service alleys, or such other treatment as may be necessary for adequate protection of residential properties and to afford separation of thru and local traffic.
5. Where a subdivision borders on or contains a railroad right-of-way or limited access highway (super highway) right-of-way, the Planning Board may require a street approximately parallel to and on each side of such right-of-way, at a distance suitable for the appropriate use of the intervening land, as for park purposes in residential districts, or for commercial or industrial purposes in appropriate districts. Such distances shall also be determined with due regard for the requirements of

approach grades and future grade separations.

6. Reserve strips controlling access to streets shall be prohibited except where their control is definitely placed in the city under conditions approved by the Planning Board.
7. Street jogs with center line off-sets of less than one hundred twenty-five (125) feet shall be avoided.
8. A tangent at least one hundred (100) feet long shall be introduced between reverse curves or arterial (primary or secondary) and collector streets.
9. Streets shall be laid out so as to intersect as nearly as possible at right angles and no streets shall intersect any other street at less than sixty (60) degrees.
10. Property lines at street intersections shall be rounded with a radius of twenty-five (25) feet, or of greater radius where the Planning Board may deem it necessary.
11. Minimum street right-of-way widths shall be not less than the following:

<u>Street Type</u>	<u>Right-of-way in Feet</u>
Arterial (Primary)	100
Collector (Secondary)	80
Minor for other residence	60
Marginal access	40
Alley in commercial or industrial areas	24
Alley in residential areas	20

12. Half streets shall be prohibited, except where essential to the reasonable development of the subdivision in conformity with the other requirements of these regulations; and where the Planning Board finds it will be practicable to require the dedication of the other half when the adjoining property is subdivided. Whenever a half street is adjacent to a tract to

be subdivided, the other half of the street shall be platted within such tract.

13. Dead end streets, designed to be so permanently, shall not be longer than five hundred (500) feet and shall be provided at the closed end with a turn-around having an outside roadway diameter of at least eighty (80) feet and a street property line diameter of at least one hundred (100) feet.
14. Street names. A proposed new street, which is in alignment with or a continuation of an existing street, shall have the same name as the existing street. In no case (including numbered or lettered streets) shall new streets have names or numbers which duplicate or which are phonetically similar to existing street names, regardless of the prefix or suffix used such as "Avenue", "Boulevard", "Court", "Crescent", "Drive", "Place", "Street", and "Terrace". All street names shall be subject to approval of the Planning Board.

NOTE: In this respect it is suggested that the developer check over his proposed street names with the local postal authorities, before submitting his plat to the Planning Board for approval.

15. Street grades, where feasible, shall be determined by the City Engineer. Grades and transition of grades must be approved by the City Engineer and in no case shall be less than 0.2%.

B. EASEMENTS.

1. Easements across lots or centered on rear or side lot lines shall be provided for utilities where necessary and shall be at least twelve (12) feet wide.
2. Where a subdivision is traversed by a water course, drainage way, channel or stream, there shall be provided a storm water easement or drainage

right-of-way conforming substantially with the lines of such water course, and such further width or construction, or both, as will be adequate for the purpose. Parallel streets or parkways may be required in connection therewith.

C. BLOCKS.

1. The length, width and shape of blocks shall be determined with due regard to:
 - (a) Provision of adequate building sites suitable to the special needs of the type of use contemplated.
 - (b) Zoning requirements as to lot sizes and dimensions.
 - (c) Needs for convenient access, circulation, control and safety of street traffic.
 - (d) Limitations and opportunities of topography.
2. Block lengths shall not exceed fourteen (14,000) hundred feet, or be less than four hundred (400) feet. Where blocks are seven hundred (700) feet or more in length, the Planning Board may require a twenty (20) foot pedestrian easement thru the block. Long blocks should be oriented for drainage and toward such focal points as the shopping center and school.
3. Pedestrian cross walks, not less than ten (10) feet wide shall be required where deemed essential to provide circulation, or access to schools, playgrounds, shopping centers, transportation and other focal points.
4. Block Width. Blocks should be at least wide enough to allow two (2) tiers of lots (except when reverse frontage is used) and should be a minimum width of two hundred and forty (240) feet.

D. LOTS: BUILDING SITE AREA AND YARD RESTRICTIONS

1. Minimum building site area and yard restrictions shall be governed by the requirements of the zoning ordinance and amendments thereto. Every lot or

parcel of land shall abut a public street.

2. In so far as practical, side lot lines shall be at right angles to straight right-of-way lines or radial to curved right-of-way lines.
3. The lot size, width, depth, shape and orientation, and the minimum building set back lines shall be appropriate for the location of the subdivision and for the type of development and use contemplated.
4. Corner lots for residential use shall have extra width to permit appropriate building set back from and orientation to both streets.
5. The subdividing of the land shall be such as to provide, by means of a public street, each lot with satisfactory access to an existing public street.
6. Double frontage and reverse frontage lots, shall be avoided except where desirable to provide separation of residential development from traffic arteries or to overcome specific disadvantage of topography and orientation. A planting screen easement of at least ten (10) feet, and across which there shall be no right-of-access, shall be provided along the line of lots abutting such a traffic artery or other disadvantageous use.

SECTION 5. IMPROVEMENTS AND UTILITIES

The owner or developer shall prepare and submit to the City Manager for approval, plans for adequate storm drainage, street grading and street improvements which shall be installed by the owner or developer in accord with specifications of the City. NOTE: See appendix for City specifications.

SECTION 6. SITES FOR PUBLIC USES

1. The Planning Board may where necessary require reservation of suitable sites for schools, which shall be reserved and pinpointed according to the comprehensive plan of the Planning Board of the City of Pensacola, and further which sites shall be made available to the Board of Public Instruction of the

County of Escambia, for their refusal or acceptance.

2. The subdividers or owners shall make outright dedication to the City for park and recreation purposes of at least five (5) per cent of the gross area of said subdivision. In the event the subdivision is too small for the above requirement to be practical the owner may pay unto the City of Pensacola, such sum of money equal in value to five (5) per cent of the gross area of the subdivision thereof which sum shall be held in escrow and used by the City of Pensacola for the purposes of acquiring parks and playgrounds.
3. All streets delineated on all plats submitted to the City Council shall be dedicated to all public uses including the uses thereof by public utilities.

SECTION 7. VARIANCES

1. Where strict adherence to all of the provisions of this ordinance would cause unnecessary hardship, due to topographical or other conditions peculiar to the site, the Planning Board may recommend and the City Council may approve a variance.
2. The reasons for the granting of any such variance shall be clearly specified and entered into the minutes of the Planning Board and the City Council.

SECTION 8. WHAT THE PRELIMINARY PLAT SHALL SHOW

1. The preliminary Plat Plan shall be drawn to a scale of one hundred (100) feet to the inch, and shall show the following:
 - (a) Subdivision or development name, name of the owner(s) or developer(s), name(s) of surveyor and designer, north arrow and date.
 - (b) The boundary line of the tract to be subdivided drawn accurately to scale and with accurate linear and angular dimensions.
 - (c) Streets: names, right-of-way and roadway widths; similar data for alleys, if any.

- (d) Other rights-of-way or easements: location, width and purpose.
- (e) Location of utilities, if not shown on other exhibits.
- (f) Lot lines, lot numbers and block numbers.
- (g) Sites, if any, to be reserved or dedicated for parks, playgrounds or other public uses.
- (h) Sites, if any, for multiple family dwellings, shopping centers, churches, industry or other non-public uses exclusive of single family dwellings.
- (i) Minimum Building set back lines.
- (j) Site data including number of residential lots, typical lot size and areas in parks, etc.
- (k) Title, scale, north arrow, date.
- (l) Ground contours at intervals not greater than two (2) feet.
- (m) Orientation of subdivision or development in relation with surveyors bench marks and monuments.
- (n) This information may be graphical only; not requiring detail computations or field work over and above that required to obtain the information listed next above.

SECTION 9. WHAT THE FINAL PLAT SHALL SHOW

1. The final plat shall conform to Section 10275 of the State of Florida Plat Act of 1925 as amended. In addition it shall show (a) and (c) of Section 8 of this ordinance.

SECTION 10. APPROVAL

Approval of a subdivision plat by the City Council shall be granted:

- (A) Upon the specific understanding that the developer(s) have complied with applicable Federal, State and local laws, and
- (B) Upon the condition that a true copy of the plat as approved shall be

registered and filed by the developer(s) within sixty (60) days from the date of such approval, with the Clerk of the Circuit Court of Escambia, County, Florida.

SECTION 11. NON-COMPLIANCE

1. Each Day's Violation a Separate Offense. Each and every day's violation of any provision of this ordinance shall constitute a separate and distinct offense.
2. Penalties. Any person or persons violating or failing to comply with the terms and provisions specified in this ordinance, shall upon conviction and at the discretion of the Court, be fined a sum not exceeding five hundred (\$500.00) dollars.

SECTION 12. INVALIDITY OF ANY PART OR PORTION OF THIS ORDINANCE.

Should any section, provision, part or portion of this ordinance be ruled unconstitutional or invalid by the Courts, such Court decisions shall not affect the validity of the remainder of this ordinance.

SECTION 13. EFFECTIVE DATE.

This ordinance shall come effective on the ____ day of _____, 1955.