

# PORTSIDE PENSACOLA

VISION PLAN &  
REINVESTMENT  
STRATEGY

FEBRUARY, 2019





## Mission Statement

**Achieve a revitalized, sustainable Port of Pensacola.**

**We will accomplish this by safeguarding core maritime infrastructure and activities while engaging underutilized land and waterfront assets into new pursuits, inclusive of science, technology, education, research, business and other complimentary uses.**

**Our goal is to secure long term economic and social benefit to Pensacola and Northwest Florida.**

PREPARED FOR



PORT OF PENSACOLA  
700 SOUTH BARRACKS STREET  
PENSACOLA, FL 32502

PREPARED BY



We wish to thank all citizens for passionately expressing a point of view and vision for Pensacola's Port, downtown and waterfront.







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# EXECUTIVE SUMMARY

**As the City and Port plan for its long-term future, this Vision Plan explores possible pathways to achieve a hybridization of the Port and its respective land areas. The Port has long been a fixture of Pensacola's waterfront but faces headwinds to remain economically sustainable and relevant.**

Over the course of six months in 2018, the consulting team engaged the City and community through a series of work sessions and survey efforts to gain insights on what the Port could and should look like over the next several decades. What was learned through this active process of engagement was that the elimination of the Port was not something the community wished to come to fruition. Rather, the Port must look to the future and decipher its highest and best use to remain not only competitive but also sustainable.

Based on these findings and informed by case study and other research, the consultant team established a mission statement and six guideposts that preserve the Port's strategic attributes, while accommodating new sectors of innovation and technology for a revitalized and sustainable future.

From this foundation, a multi-faced vision for port lands was prepared (see opposite page). The vision reinforces core port operational areas while underutilized land and waterfront assets engage in new pursuits, including science, technology, education, research, business and other complimentary uses. The vision plan seeks to establish a hybrid port, balancing clean cargo seaport trades with new investment geared to creative knowledge and expertise.

Key steps moving forward for implementation include follow-on studies and initial investments, supported by market conditions and sustained determination by individuals and groups over the long term. These subsequent steps will continue to support the project mission, and meet the guidesposts defined within this vision plan.

## LEGEND

- PORT OF PENSACOLA (+/- 55 AC)
- 1 MARINE RESEARCH AND OCEAN SCIENCES (38K SF)
- 2 RESEARCH VESSELS AND TRAVEL LIFT
- 3 GULF INNOVATION CAMPUS (124K SF)
- 4 PENSACOLA BAY FERRY
- 5 PENSACOLA MARITIME HERITAGE CENTER (14.5K SF)
- 6 1559 HARBOR SCHOOL (PHASE 1 AND 2) (66.4K SF)
- 7 COMMERCIAL USE (28.6K SF)
- 8 COMMENDENCIA PLAZA AND PARK
- 9 BARTRAM PARK
- 10 FISH HOUSE
- 11 BARTRAM MARINA
- 12 LIVING SHORELINE AND BREAKWATER
- 13 MIXED-USE MARINA VILLAGE (193K SF)
- 14 PORT ADMINISTRATION
- 15 PORT SECURITY GATE (RELOCATED)
- 16 VESSEL MRO CENTER
- 17 GENERAL CARGO OPERATION YARD(S) AND WAREHOUSE(S)
- 18 OFFSHORE INDUSTRIES SUPPORT/ OTHER PORT MARITIME USE





Note: The proposed street network should be further analyzed in conjunction with future port truck/rail demands to ensure safe traffic and pedestrian access while maintaining appropriate level of service into port.





# THE PORT OF PENSACOLA WAS, IS AND COULD BE...



## *The Port of Pensacola Was...*

**An essential transportation and trade gateway founded along Pensacola Bay, one of the Gulf of Mexico's only naturally occurring deep water harbors.** Building from its first recorded commercial shipments of products in mid-1700s, Pensacola grew to a major center for shipment of regionally harvested timber, sailing masts, bricks, seafood and other goods.



## *The Port of Pensacola Is....*

**A seaport leveraging 2,360 linear feet of deepwater berths and +/- 55 acres of land area supportive of regional commerce and industry.** Container services, manufactured paper, wind turbines, power plant components, offshore vessels services, in-water ship maintenance, repair and overhaul (MRO) and other maritime activities comprise the Port's ongoing operations.



## *The Port of Pensacola Could Be....*

**A renewed, sustainable maritime asset capable of welcoming vessels and cargoes along its wharves while also fostering new development and investment benefited by proximity to Pensacola's Port, downtown and waterfront.**

The Port holds the promise to **offer a new center of excellence for innovation in the growing regional and international blue economy**. Ocean sciences and research, product development and testing laboratories, education and community outreach, business incubators and flex working spaces, and other related uses.

**A true hybrid of maritime commerce and related tech**, the Port will also expand linkages to downtown and its waterfront where feasible, from roadways to interlinked recreational corridors and greenways.











# SECTION 1

## THE PORT, DOWNTOWN & WATERFRONT



# 1.1

## PROJECT OVERVIEW AND OBJECTIVES

**In what ways might Pensacola’s port lands evolve to meet economic and social opportunities of the next 50 years? This was the central question posed by the City to its planning team at the inception of this planning effort. The results of which are summarized in the following Vision Book.**

Since its establishment, the Port has served as an important transportation and trade gateway in Northwest Florida. Early on, goods shipped through Pensacola included regionally harvested lumber, locally made bricks and sailing ship masts. As Pensacola and the region evolved, so too did the Port’s cargoes. Manufactured paper, wind turbines, power plant components and services supporting offshore industries and vessel Maintenance, Repair and Operation (MRO) activities all became part of the Port’s increasing specialization within the broader network of Florida and Gulf seaports.

The Port, however, faces strong economic headwinds in its efforts to remain a self-sustaining enterprise. The Port’s +/- 55 acres of facilities and infrastructure requires continual maintenance and upgrades to remain competitive in its areas of specialization at a time when local, state and federal resources remain harder to rely upon. And these headwinds have gained strength at a time of renaissance along Pensacola’s waterfront and throughout the downtown and surrounding neighborhoods. Thus, “How best should Pensacola’s port lands evolve?” is an appropriate question to ask as we continually assess and position this community asset.

The City retained the maritime and community planning expertise of Moffatt & Nichol to help with this visioning and strategy effort. Commencing in April of 2018, the planning team advanced through its project methodology which:

- Explored innovative ideas, uses, and community priorities for the Port unearthed through thoughtful, focused engagement of the Pensacola community.
- Developed multiple planning level concepts depicting

upland and in-water uses informed by community input, consultant expertise and case study research.

- Considered methods for incorporating Port properties and in-water facilities into the surrounding Downtown waterfront and broader community context of Pensacola.
- Organized a general playbook outlining approaches for an informed evolution of Port marine terminal operations and site investments that consider the idea of “future-proofing” Port lands and facilities to be adaptable to ever-changing market opportunities and community priorities.
- Assembled a compendium of illustrations, concepts and other assets for use in communicating long-range possibilities for the Port of Pensacola.



Each of the above items were achieved throughout the course of the planning effort and are summarized within this Vision Book.

One objective the planning team was not assigned—and which the outcomes of this effort do not explore—is the exploration of existing and new maritime markets and other port-centric strategies. The intent of the City in scoping this effort was not to prepare a traditional Port Master Plan, but rather, ask the planning team and community “what if?” Furthermore, this effort was not tasked with assessing potential economic value lost if the Port were to fully or partially transition into other use or assessing the economic impact or business case to be made for or against any suggested uses contained in this document. This type of economic analysis is envisioned as a likely candidate for follow-on study.

The Vision Plan presented herein is a starting point for continued discussion of what’s possible—and actionable.





# 1.2

## PENSACOLA AND ITS WATERFRONT

**While today occupying distinct and separate areas, the Port, City and the broader regional waterfront were at one time indistinguishable from one another, and inseparable in terms of their linked importance. Looking through old photographs of Pensacola's Port, City and waterfront is an exercise of discovery to identify where each element begins and ends. While the spatial lines between each element were often blurred, one feature was always in sharp focus; generations of Pensacolians' livelihoods were connected to the almost daily process of cargoes and trade goods streaming from the Port.**





### REGIONAL CONTEXT

The City still receives economic benefit from the Port, but now the livelihood of Pensacolians is more diversified and can also be linked to the Naval Air Station Pensacola, regional health care providers, the University of West Florida, Gulf Power and others. Downtown and its waterfront—which as recent as the 1970's was a fractured landscape of maritime, industrial, and city infrastructure alongside deteriorating historic buildings and facades—is today a place of rebirth, renaissance and civic pride.

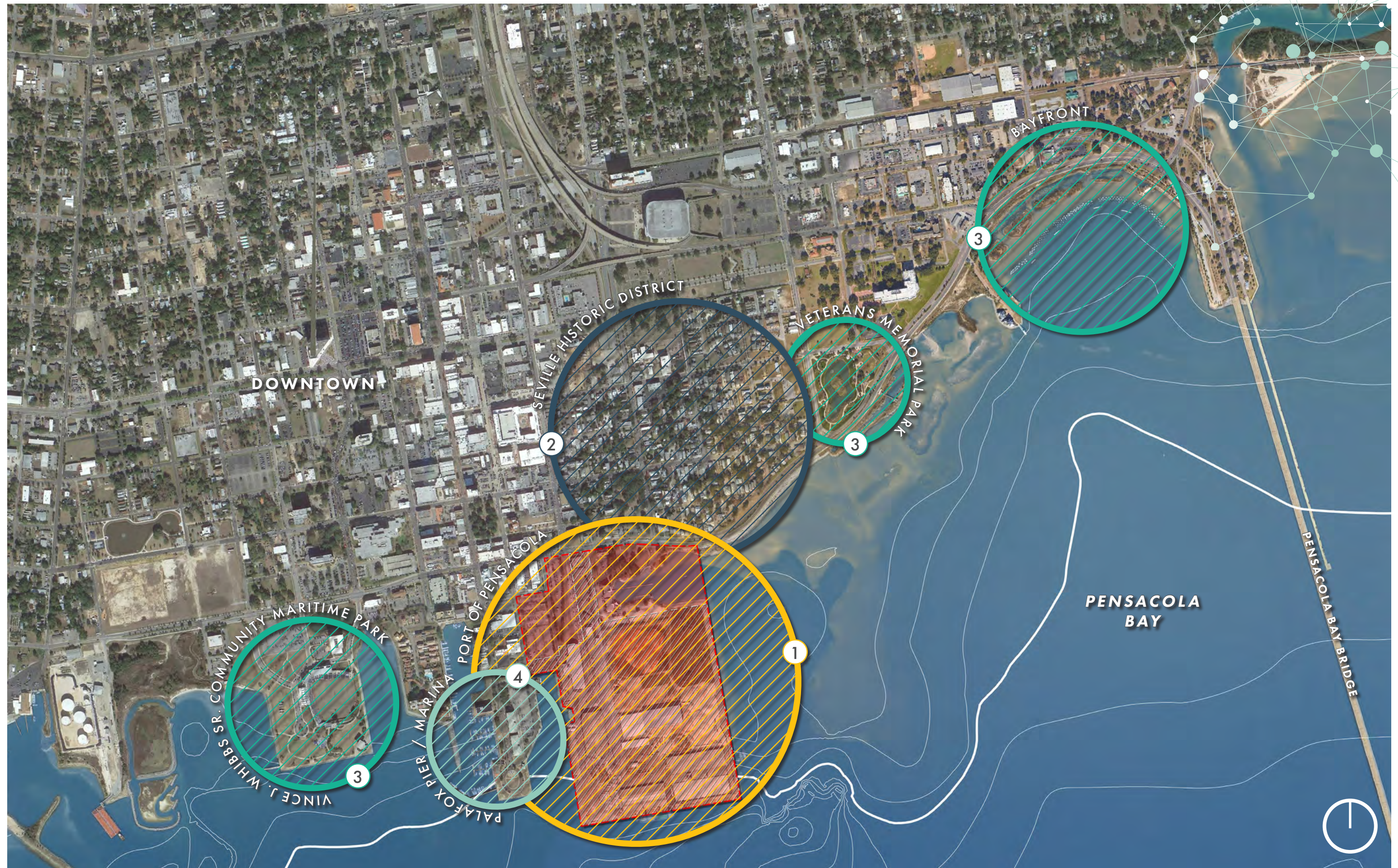
Pensacola's core Downtown waterfront extends from Bayou Chico to Veterans Memorial and Bayfront Parkway and the northern terminus of the Pensacola Bay Bridge (east). Within this 1.75 mile stretch of waterfront, several hundred million dollars of investment in preservation, renewal and development has occurred along the water's edge and the streets, recreational, commercial and residential corridors stretching into Downtown. Several large properties west and north of Maritime Park remain available for large scale development projects, while current, significant investment is occurring along Downtown's major streets.

Amongst this backdrop remains the largest single use situated along the waterfront—the Port of Pensacola and its respective +/- 55 acres of port lands and related in-water berths and infrastructure.

### LEGEND

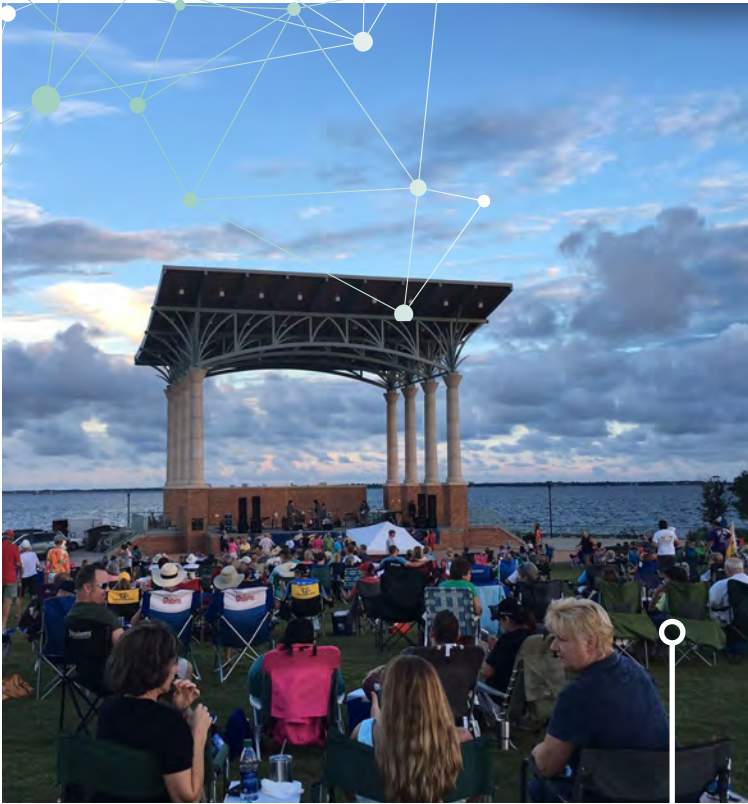
-  PORT OF PENSACOLA PROJECT SITE
-  SEVILLE HISTORIC DISTRICT
-  OPEN SPACE / PARKS
-  PALAFOX PIER / MARINA



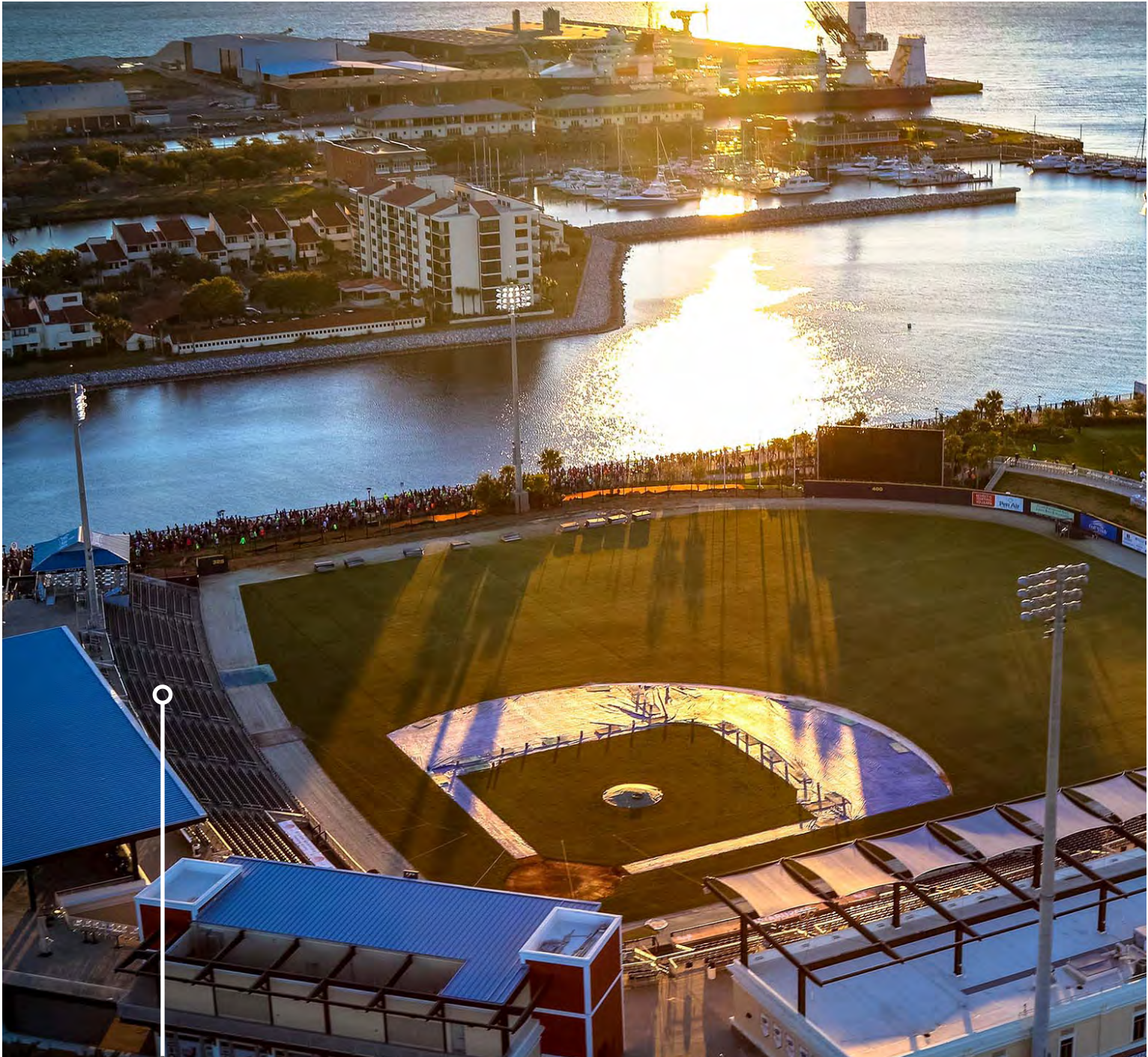




•PENSACOLA'S WATERFRONT... and its attractions from West to East!



PENSACOLA OLD CITY HALL  
HUNTER AMPHITHEATER



VINCE J. WHIBBS SR. COMMUNITY MARITIME PARK  
(BLUE WAHOOS STADIUM)



PALAFIX STREET





PALAFIX PIER & PLAZA DE LUNA MEMORIAL PARK  
SEVILLE HISTORIC DISTRICT



VETERANS MEMORIAL PARK  
PORT OF PENSACOLA



# 1.3

## THE PORT OF PENSACOLA

**Port of Pensacola is situated along the shores of Pensacola Bay, and is one of the key land parcels left that is adjacent to Downtown. The study team believes it is ripe for renewal.**

### PROJECT SITE

Today, the Port is home to a range of uses serving port and maritime functions. The Port lands are home to nine warehouses with an estimated 485,000 SF of total space and over 265,000 SF of indoor warehouse space available for redevelopment to meet user demand or activity. Four acres of outside storage are supplemented with an additional 8-10 acres for future expansion. Covered rail car load/unload zones, as well as on-dock rail service — provided by CSX Transportation, Burlington Northern Santa Fe Railroad, and Rail America — transport goods inland from the vessels docking at the Port. The 8,000 LF of rail on site supports the deep water berths.

On the waterside, eight berths, ranging in depth from 16 to 33 feet. These berths include 2,360 LF of primary deepwater berths; 1,000 LF of secondary shallow draft berths; and 1,000 LF of shallow draft moorage. The Port is one of the last industrial land uses in an urban fabric which caters to Downtown and its civic life; adjacent amenities include various large open spaces, housing and marina promoting connectivity between Downtown and the waterfront.

### LEGEND

- PROPOSED PROJECT LIMITS (+/- 84.50 AC)
- PORT OF PENSACOLA (+/- 55 AC)
- 1 PLAZA DE LUNA MEMORIAL MONUMENT
- 2 PALAFOX MARINA
- 3 VINCE J. WHIBBS SR. COMMUNITY MARITIME PARK (BLUE WAHOOS STADIUM)
- 4 MUSEUM OF COMMERCE
- 5 PENSACOLA CULTURAL CENTER
- 6 VETERANS MEMORIAL PARK
- 7 DOWNTOWN PENSACOLA
- 8 SEVILLE SQUARE
- 8 MAIN ACCESS
- 9 PORT OFFICES
- 10 FISH HOUSE & SEVILLE HARBOR
- 11 SECURITY GATE / TRUCK OPERATION ZONE (+/- 45 SPACES)
- 12 STORAGE & LAYDOWN AREA; FUTURE EXPANSION
- 13 CSX RAIL LINE
- 14 BERTH 1 (LENGTH: 540' / APRON: 100' / DEPTH: 33')
- 15 BERTH 2 (LENGTH: 400' / APRON: OPEN / DEPTH: 33')
- 16 BERTH 3 (LENGTH: 476' / APRON: OPEN / DEPTH: 33')
- 17 BERTH 5 (LENGTH: 476' / APRON: 50' / DEPTH: 33')
- 18 BERTH 6 (LENGTH: 476' / APRON: 50' / DEPTH: 33')
- 19 BERTH 7 (LENGTH: 0' / APRON: 0' / DEPTH: 16')





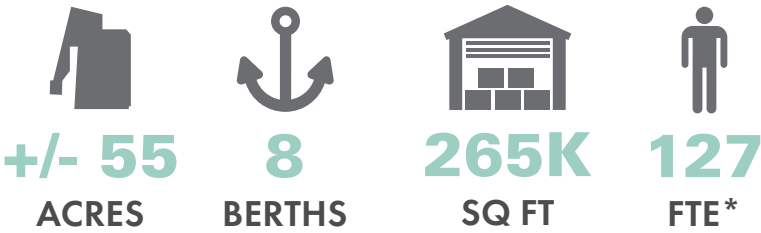


## STATISTICAL DASHBOARD

The following pages provide a brief overview of key Port of Pensacola statistics as well as contextual information (vs. other Florida and regional ports). This “dashboard” was requested by participants taking part in Community Work Session One. The data provided herein highlights key throughput and income data points and is not an exhaustive assessment of the Port in all statistical categories.



### PORT OVERVIEW



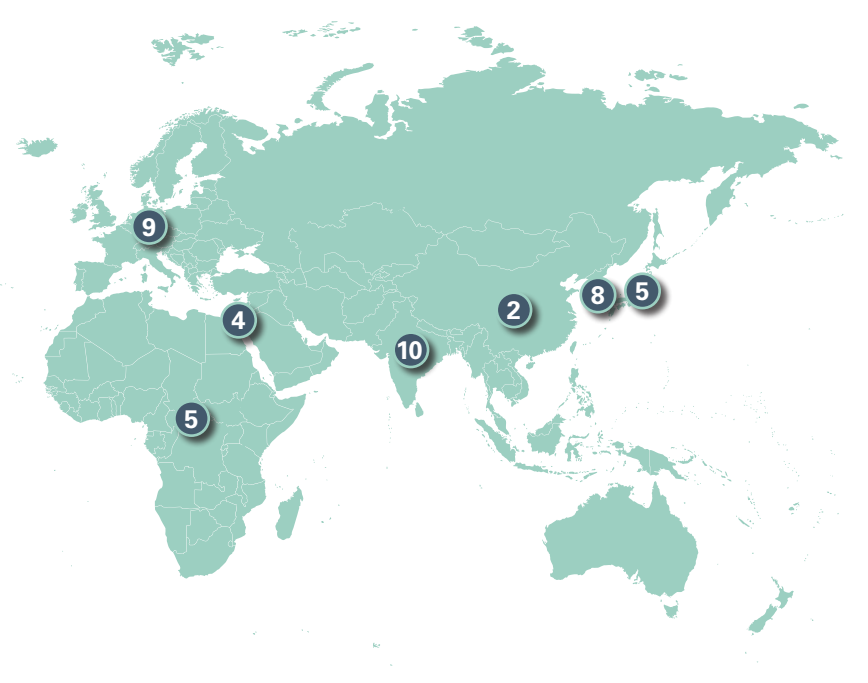
\* Direct on-port jobs including 9 direct city employees. Number doesn't include off-port dependent jobs.

#### LEADING COMMODITIES

- |                 |              |
|-----------------|--------------|
| 1 Wind Turbines | 4 Aggregates |
| 2 Lumber        | 5 Steel      |
| 3 Paper         |              |

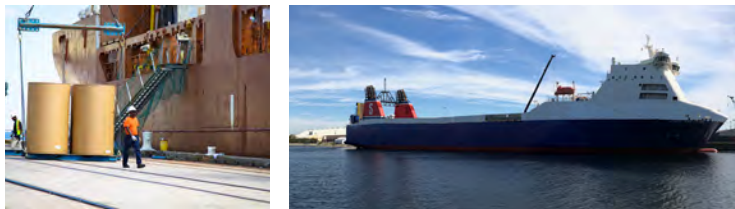
#### TOP TRADE PARTNERS

- |          |               |
|----------|---------------|
| 1 Mexico | 6 Canada      |
| 2 China  | 7 Bahamas     |
| 3 Brazil | 8 South Korea |
| 4 Israel | 9 Germany     |
| 5 Japan  | 10 India      |

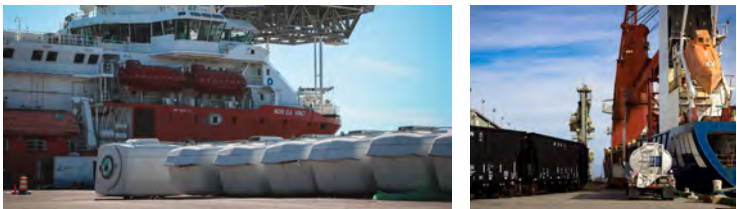
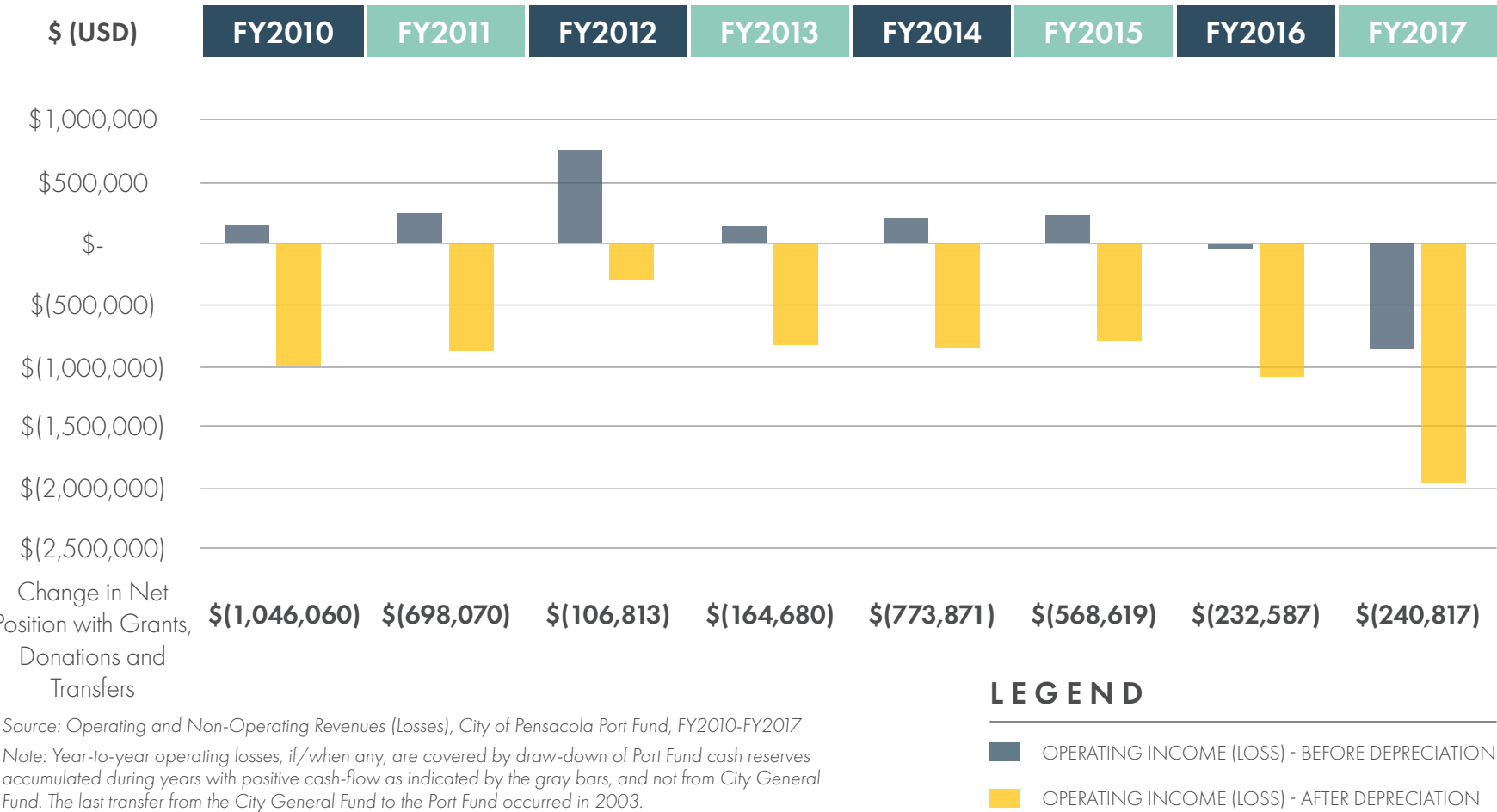


Source: US Trade Numbers  
Source: WorldCity analysis, latest U.S. Census Bureau

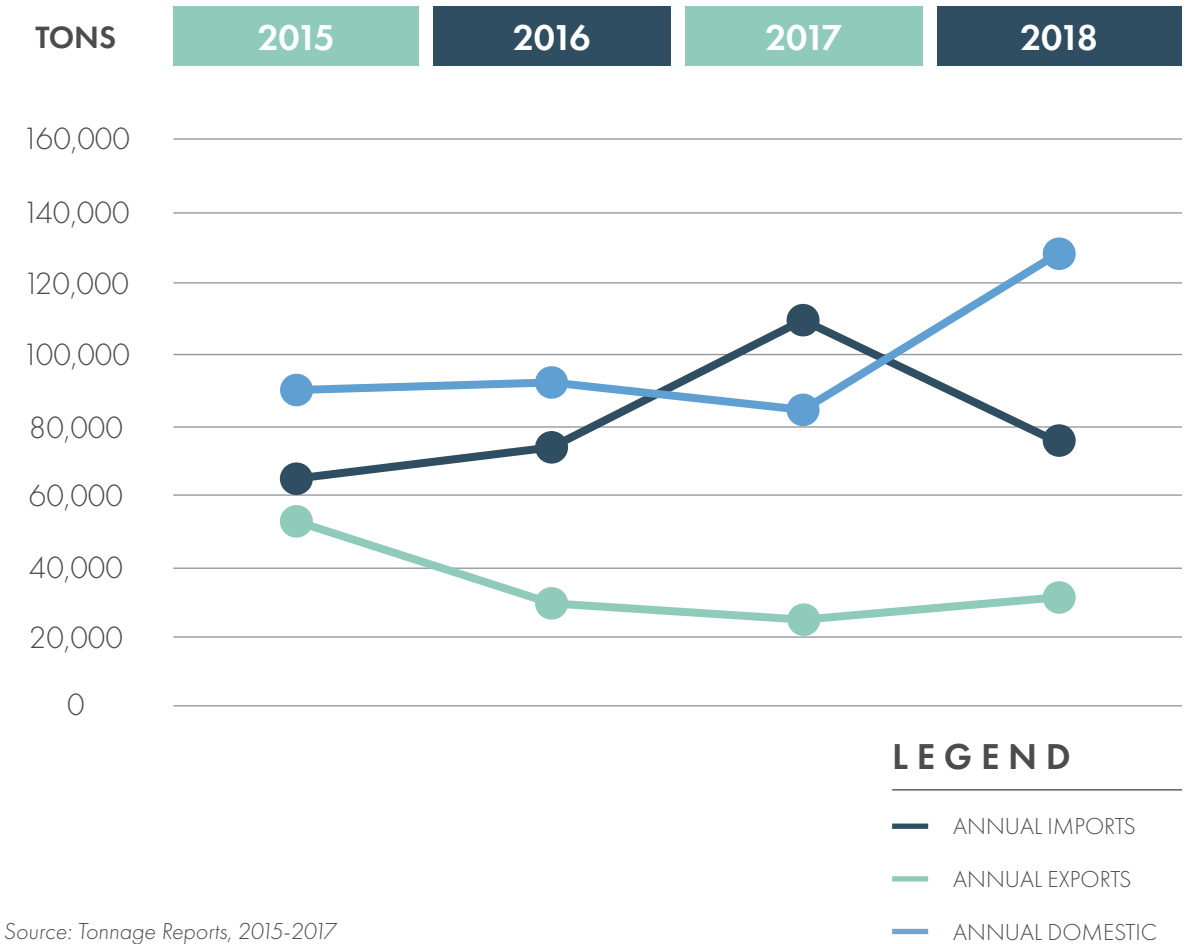




PORT INCOME



PORT IMPORTS / EXPORTS





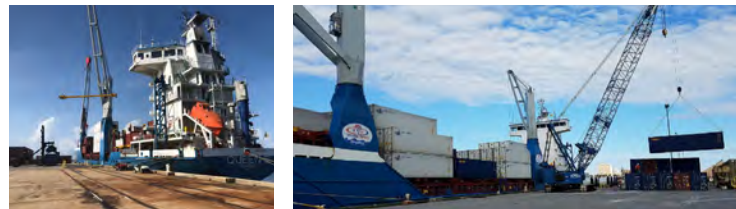


FLORIDA WATERBORNE IMPORTS AND EXPORTS BY SEAPORT (BY VALUE) 2016 - 2017

Port	2016			2017		
	Imports (\$ USD)	Exports (\$ USD)	Total (\$ USD)	Imports (\$ USD)	Exports (\$ USD)	Total (\$ USD)
Canaveral	\$ 976,327,640	\$ 59,151,126	\$1,035,478,766	\$ 1,014,752,294	\$ 68,699,646	\$ 1,083,451,940
Everglades	\$ 10,421,226,674	\$ 11,690,966,269	\$ 22,112,192,943	\$ 11,080,530,426	\$ 12,079,908,666	\$ 23,160,439,092
Fernandina	\$ 6,807,201	\$ 146,771,682	\$ 153,578,883	\$ 10,340,317	\$ 138,772,360	\$ 149,112,677
Fort Pierce	\$ 1,853,940	\$ 4,213,892	\$ 6,067,832	\$ 4,717,366	\$ 4,097,552	\$ 8,814,918
Jacksonville	\$ 17,339,882,582	\$ 6,040,533,548	\$ 23,380,416,130	\$ 19,342,315,153	\$ 5,919,848,158	\$ 25,262,163,311
Manatee	\$ 705,024,410	\$ 105,128,195	\$ 810,152,605	\$ 749,538,074	\$ 87,947,957	\$ 837,486,031
Miami	\$ 14,288,239,575	\$ 9,458,426,886	\$ 23,746,666,461	\$ 14,454,613,396	\$ 9,432,739,329	\$ 23,887,352,725
Palm Beach	\$ 418,968,673	\$ 1,617,204,364	\$ 2,036,173,037	\$ 512,834,877	\$ 1,754,756,867	\$ 2,267,591,744
Panama City	\$ 1,827,497,693	\$ 497,127,737	\$ 2,324,625,430	\$ 2,315,627,064	\$ 649,004,733	\$ 2,964,631,797
Pensacola	\$ 1,027,914	\$ 38,314,978	\$ 39,342,892	\$ 1,949,292	\$ 12,419,334	\$ 14,368,626
Tampa	\$ 1,801,166,877	\$ 1,814,782,698	\$ 3,615,949,575	\$ 1,820,932,122	\$ 1,710,532,852	\$ 3,531,464,974
Miscellaneous	\$ 5,961,847	\$ 22,248,221	\$ 28,210,068	\$ 793,241	\$ 10,550,244	\$ 11,343,485
Total	\$47,793,985,026	\$31,494,869,596	\$79,288,854,622	\$51,308,943,622	\$31,869,277,698	\$83,178,221,320

Source: U.S. Census Bureau - the total 2017 international trade value basis is \$151.4 billion.  
Note: No cargo handled at the following ports: Citrus, Key West, St. Joe or St. Petersburg; cargo values in the miscellaneous category reflect operations other than those at specific port docks, as calculated by the federal government.



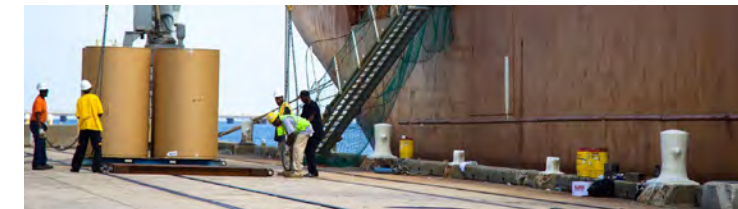


## THREE-YEAR COMPARISON OF FLORIDA TOTAL WATERBORNE TRADE TONNAGE (BY PORT) AND FORECASTED FY 2021 /2022

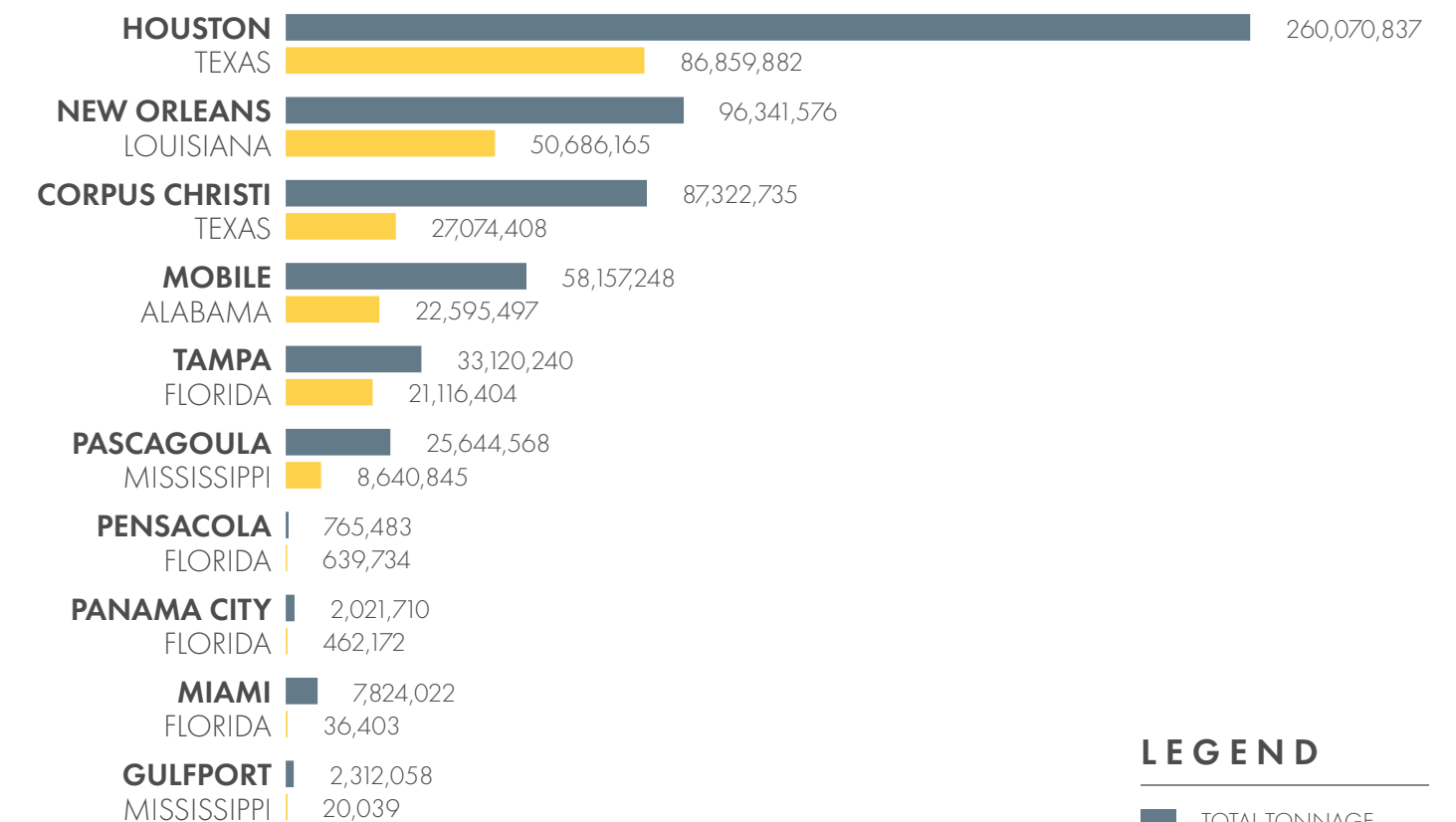
Port	Trade Tonnage (GT)			
	FY 2014/2015	FY 2015/2016	FY 2016/2017	FY 2021/2022
Canaveral	4,151,726	5,524,478	5,990,735	7,467,006
Everglades	24,001,663	24,681,331	25,233,820	26,895,560
Fernandina	303,981	296,874	285,279	762,000
Fort Pierce	0	56,600	82,000	85,000
Jacksonville	17,704,737	19,017,794	19,743,799	25,538,212
Manatee	6,517,732	6,888,757	7,797,889	9,105,476
Miami	8,613,739	8,777,974	9,162,340	10,627,682
Palm Beach	2,094,096	2,519,255	2,449,039	2,515,923
Panama City	2,032,426	1,880,401	1,748,387	3,160,000
Pensacola	217,695	201,009	231,935	308,000
Tampa	37,374,291	37,525,453	38,101,623	46,735,000
<b>Total</b>	<b>103,012,059</b>	<b>107,369,926</b>	<b>110,826,846</b>	<b>133,199,859</b>

Source: Individual seaports

Note: No cargo reported or projected for ports of Citrus, Key West, Port St. Joe or St. Petersburg at this time.



## U.S. GULF PORTS INTERNATIONAL TRADE BY TOTAL TONNAGE IN 2017



Source: Waterborne Commerce Statistics Center, U.S. Army Corps of Engineers, 2017

Note: Of the 37 United States Gulf of Mexico ports, only 10 reported any significant cargo shipments.

### LEGEND

- TOTAL TONNAGE
- DOMESTIC TONNAGE



# 1.4

## THE PORT MOVING FORWARD: LONG TERM DEVELOPMENT SCENARIOS

**Pensacola’s waterfront and Port have been more than 500 years in the making, from settlement to bustling trade center to its present dynamic blend of urban, maritime and coastal districts. While the next 500 years is unknowable, its evolution over the next 50 years could follow one of three main courses.**

Under the first scenario, the Port remains a major focus of maritime commerce and marine related commercial activity, in parity with Downtown and the broader waterfront in terms of an active spatial footprint and derived economic benefit. The full Port property is employed in new and/or expanded maritime and Port related industries, with the door open for some degree of geographic expansion of the Port area south and east. The City or other operating entity effectively “doubles down” on facility investment and the strategic alignment of Port assets to market opportunities. The argument being that the Port will be more successful if greater

resources and energy are directed at the Port to increase utilization of its infrastructure, land area and in-water assets.

Scenario 2 retains the Port and is core in-water and landside maritime facilities while also exploring the engagement of some degree of existing seaport lands and other assets into uses more closely aligned with Downtown and/or waterfront activities. Within the context of Downtown and the waterfront, the Port continues to make an important contribution, but not at the scale—or to the detriment—of the larger economic engines of Downtown and the broader community waterfront. This scenario contemplates hybridization of the Port, with an amount of current land area remaining subject to security and safety requirements and others opened and linked closely with Port, Downtown or public waterfront activities.

The last scenario considers that no matter the degree of well-intentioned effort and investment made by the City or other operating entity, the Port finds itself in a continual mismatch with the marketplace for cargo and other maritime trades. As such, the determination is made to dissolve the Port and

engage its land and in-water assets into functions aligned with Downtown and other, more public and communal waterfront activities.

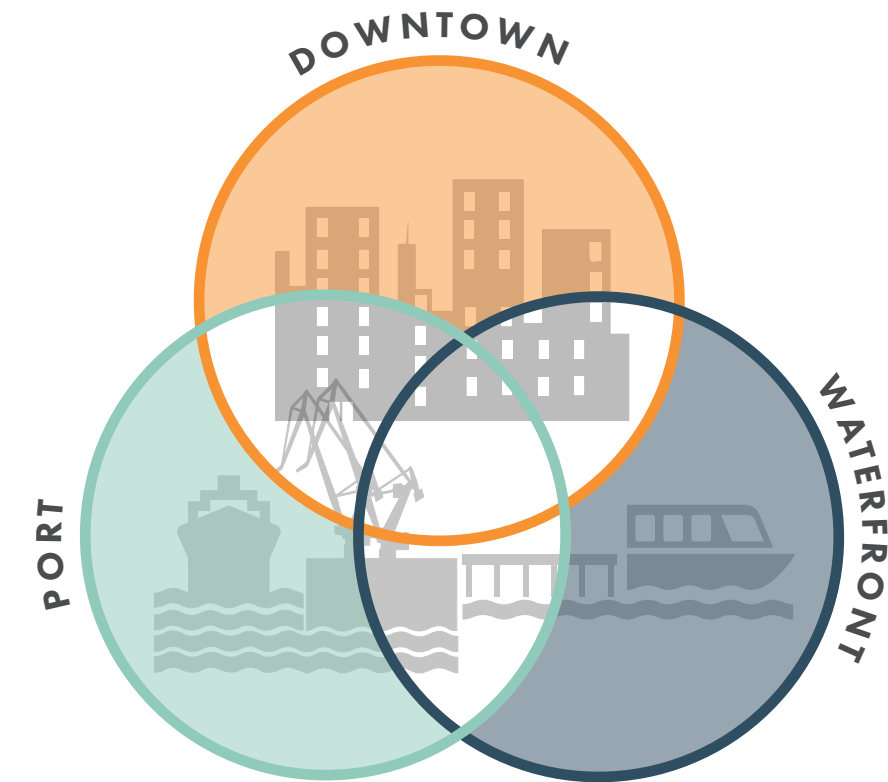
As presented, the three scenarios are ultimately outcomes arrived at by the choices made by the marketplace, community leaders, and citizens. As such, it is the review of these three scenarios that became one of the first points of dialogue during the public engagement process, with the ultimate objective to align future visions of the Port with community values and desire. The public engagement process and outcomes are presented in the next section.





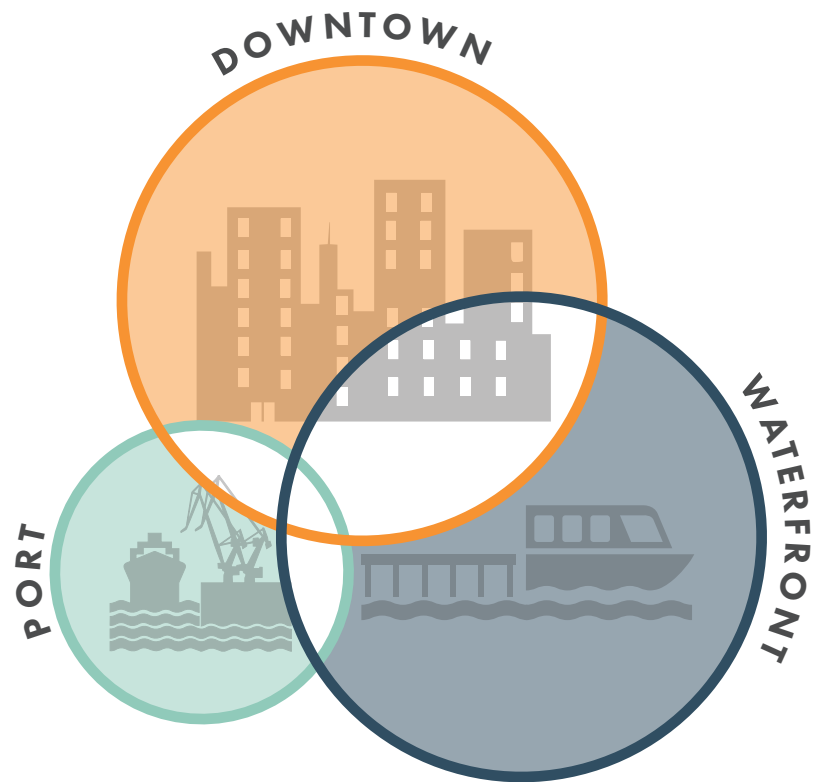
SCENARIO 1: BALANCED

REDOUBLE OUR EFFORTS AND BRING A BALANCE BETWEEN DOWNTOWN, THE WATERFRONT AND PORT ACTIVITIES.



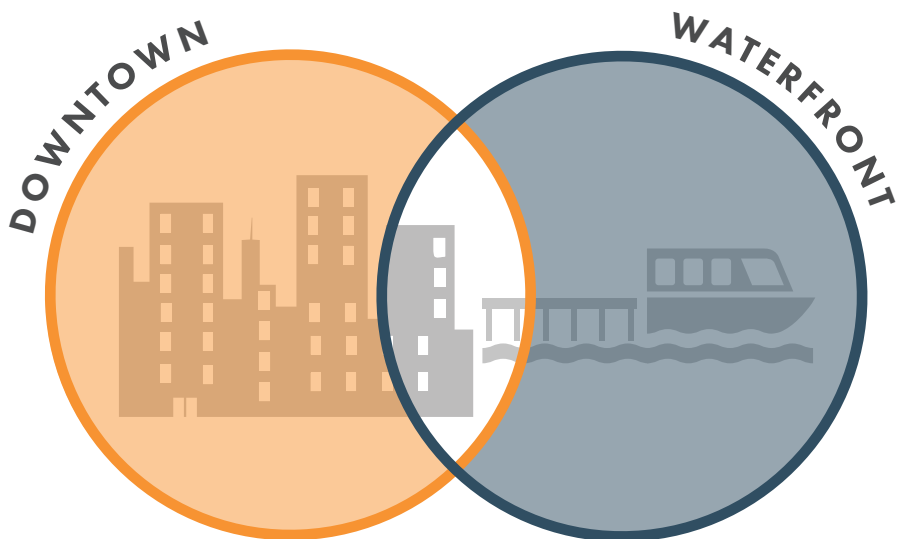
SCENARIO 2: COMPLEMENTARY

ALLOW ASPECTS OF THE SEAPORT AND ITS DEEP WATER VESSEL OPERATIONS TO REMAIN IN A COMPLEMENTARY WAY.



SCENARIO 3: DISSOLVED

DISSOLVE THE PORT, ALLOWING IT TO MORPH INTO PART OF THE BROADER WATERFRONT AND DOWNTOWN OFFER.











# SECTION 2

## CRAFTING A VISION FOR PORT LANDS & MARINE FACILITIES



## 2.1

# ENGAGING THE COMMUNITY

**Plan making is about building public trust and working collaboratively to translate community desire into compelling, actionable initiatives and projects. For this assignment, a comprehensive program of public outreach effort was advanced which included a series of public work sessions paired with a website portal and survey platform. This combination of meetings and online input yielded favorable results, both in terms of participation and clear community direction for envisioning conceptual plan options for the Port of Pensacola.**

In this section, the planning team documents the methods and results of our public engagement process. Also presented are site organization considerations and case studies, that combined with initial results from public outreach efforts, led to a series of follow-on early concepts.

The public engagement process involved community work sessions and web-based outreach. Each played a vital role in framing project issues and guiding the plan making effort.

## COMMUNITY WORK SESSIONS

Two multi-day community work sessions were held over the course of the planning effort. Sessions were held at three locations throughout the City, including City Hall, the Vickrey Center and Fricker Center Social Hall. All sessions included public drop-in sessions and formal project presentations.

Community Work Session One, entitled Community Issues and Priorities for the Port of Pensacola, was held on June 26 and 27, 2018. This session was designed to create a collective public understanding about the issues and opportunities facing the Port, promoting an open dialogue as to the best ways to address these.

The first community work session also stimulated discussion

on how the Port could evolve over time. Approximately 116 citizens participated in Session One.

Community Work Session Two was held on August 13 through 15, 2018. This second session, entitled Future Visions, presented three planning concepts for the Port and elicited community feedback as to a preferred direction forward. 70 citizens attended Session Two.

A third, one-day community session was held on September 24 at Fricker Center Social Hall. This third and final session covered much of the same ground as Session Two, and outlined approaches for implementation of project concepts and ideas.

In summary, **over 38 hours of open house opportunities for citizens to drop by and review planning efforts and graphics while interacting with the planning team.** Eight formal presentations—generally when public attendance was the highest—were offered during open house hours.





## By the Numbers

- Completed 8 formal presentations over 6 days with 38 hours of open house hours.
- Two formal surveys with over 1,100 respondents.
- Multiple meetings with public agencies and other interested parties.
- Continual online project presence through [www.portsidepensacola.com](http://www.portsidepensacola.com)



**200**  
MEETING ATTENDEES



**12,365**  
WEBSITE  
VIEWS



**1,119**  
SURVEY  
PARTICIPANTS



**84,572**  
SOCIAL  
VIEWS



**15,571**  
RESPONSES



**1,007**  
COMMENTS



**326**  
SUBSCRIBERS



**3**  
WORK SESSIONS





## ENGAGING THE COMMUNITY

CRAFTING A VISION FOR PORT LANDS & MARINE FACILITIES

## WEBSITE AND SURVEY EFFORT

A project website—[www.PortsidePensacola.com](http://www.PortsidePensacola.com)—was launched in June to serve as an information portal and garner community feedback. Content was tailored to reflect project materials from each community work session, and, importantly, ask a series of questions about what the community wants and prefers (from offered options). The website offered open ended questions to gather community ideas and points-of-view. Digital copies of all community presentations, poster-sized graphics, and survey results were made available via the project website.

How did residents find out about the website? In short, lots of ways. The City of Pensacola Office of Communications provide press releases, social media posts and other updates through its public information network. Facebook ads announcing the community work sessions and website were targeted towards zip codes containing and surrounding the City of Pensacola (32501, 32502, 32503, 32504 and

32505). Local news media and word of mouth provided an important outlet for residents to know about the project and website.

Overall, the website was well received, garnering over 12,365 views and 326 subscribers. Over 1,100 individuals answered one or more survey questions, generating 15,571 survey responses.

## COMMUNITY PERCEPTION OF THE PORT

Out of the gate, one important question for exploration with citizens was regarding the Port over the long term within the context of its role in the community and its spatial relationship with Downtown. The three broad evolution scenarios presented in Section 1.4 were examined:

- **Scenario 1 – Balanced.** Redouble efforts to bring investment to the Port, balancing the economic and social contributions of the Downtown and waterfront;
- **Scenario 2 – Complimentary.** Advocate a sense of status quo, with the Port continuing to make an important contribution, but not at the scale—or to the detriment—of the larger economic engines of Downtown and the broader community waterfront; and,
- **Scenario 3 – Dissolved.** The Port’s best day are behind it, and as such, should dissolve over time allowing land and waterside infrastructure to morph into the broader waterfront and Downtown offer.

Presented with these general outcomes as part of community survey effort one, the public held the view (53% of respondents) that “the Port is a local and regional asset supporting trade and commerce,” or “the Port is a tool supportive of economic development in our community.” This, coupled with results from related questions about the future role of the Port, strongly suggest that of the three scenarios

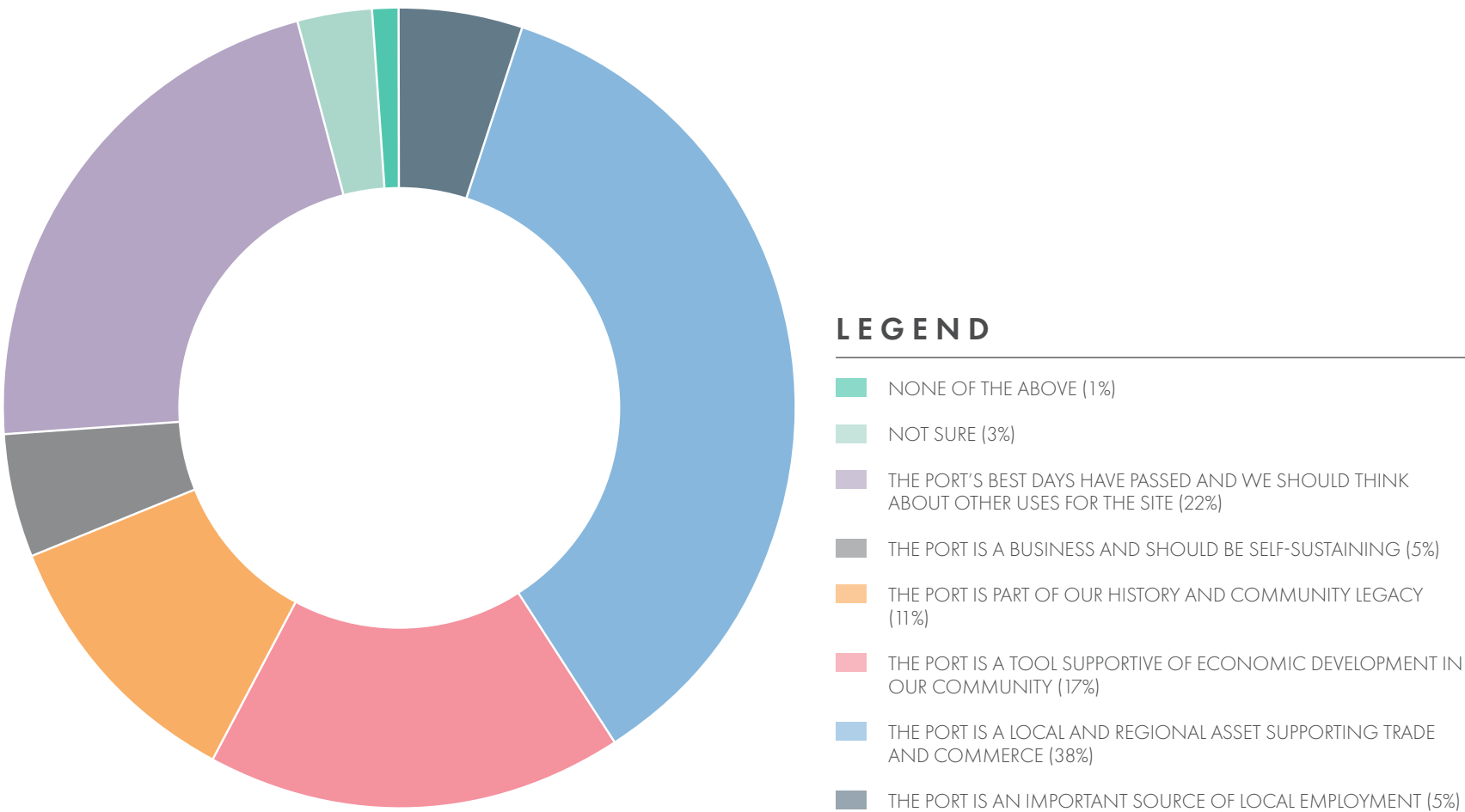
offered—balanced, complimentary and dissolved—that **elimination of the Port was not something the community wished to come to fruition.**

What also become apparent was that citizen participation through public work sessions and the surveys indicated something happening at the Port beyond the status quo. When asked to rank a series of land uses that “over the next fifty years...could be blended together as a mixed-use district,” those ranked highest included: maritime dependent and related use; marine tech industries and related use; marina facilities and related technical use; education and research, and light industrial and logistical use. This feedback, along with comments assembled during the Community Work Session One and the first online survey, helped narrow the field of uses and ideas to consider as well as discard.





WHICH STATEMENT IS MOST ALIGNED WITH YOUR POINT OF VIEW?



Community Work Session / Survey One (June 26 - 27, 2018)  
Total Participants - 535



BASED ON YOUR EXPERIENCE WITH THE PORT, EXPRESS YOUR POSITION ON THE FOLLOWING STATEMENTS?

	All Respondents					City Zip Codes (32501, 02, 03, 04 and 05)				
	Strongly Disagree	Disagree	Agree Nor Disagree	Agree	Strongly Agree	Strongly Disagree	Disagree	Agree Nor Disagree	Agree	Strongly Agree
The Port of Pensacola manages and operates cost-effective facilities supportive of trade and commerce.	14%	19%	31%	22%	14%	19%	19%	22%	23%	16%
The Port fosters regional and international trade and promotes economic development and employment.	9%	16%	17%	34%	23%	13%	18%	11%	31%	28%
The Port is a strategic community and regional asset.	11%	9%	8%	27%	45%	14%	10%	4%	23%	49%
Investment in Port and maritime dependent industries provides benefit to our community and Northwest Florida.	8%	9%	7%	25%	51%	11%	10%	7%	24%	49%
The presence of the Port is misaligned with my vision for Pensacola’s waterfront.	38%	24%	9%	11%	17%	42%	22%	5%	9%	22%
There are other ways we can invest in the land occupied by the Port that over the long term will provide greater benefits to our community and Northwest Florida.	37%	15%	13%	14%	21%	44%	11%	10%	11%	21%
Some or all the land occupied by the Port should be engaged in some other use aligned with Pensacola’s Downtown and Bayfront.	33%	12%	12%	18%	26%	35%	11%	7%	19%	29%

Community Work Session / Survey One (June 26 - 27, 2018)  
Total Participants - 509



OVER THE NEXT FIFTY YEARS, THE LAND OCCUPIED BY THE PORT COULD BE EMPLOYED INTO SEVERAL USES, MANY OF WHICH COULD BE BLENDED TOGETHER AS A MIXED-USE DISTRICT. PLEASE RANK IN ORDER OF IMPORTANCE THOSE USES YOU FEEL FIT BEST WITHIN THE AREA OCCUPIED BY THE PORT ?

Marine and maritime related industries along with education and research were the highest ranked elements for consideration on Port lands.

Community Work Session / Survey One (June 26 - 27, 2018)  
Total Participants - 331

MOST PREFERRED



MARITIME DEPENDENT  
AND RELATED USE



MARINE TECH INDUSTRIES  
AND RELATED USE



EDUCATION AND  
RESEARCH



LIGHT INDUSTRIAL AND  
LOGISTICAL USE



MARINA FACILITIES AND  
RELATED TECHNICAL

LEAST PREFERRED



SHOPPING, DINING  
AND ENTERTAINMENT



PARK AND OPEN SPACES



COMMERCIAL OFFICE USES



CIVIC USES



RESIDENTIAL USES



## 2.2

# SITE SITUATIONAL ANALYSIS

In review of the spatial arrangement of the Port moving forward, a number of observations were made by the community and planning team. Each considered opportunities and challenges presented by the existing physical relationship between the Port and City within the context of the Port's evolution over time.

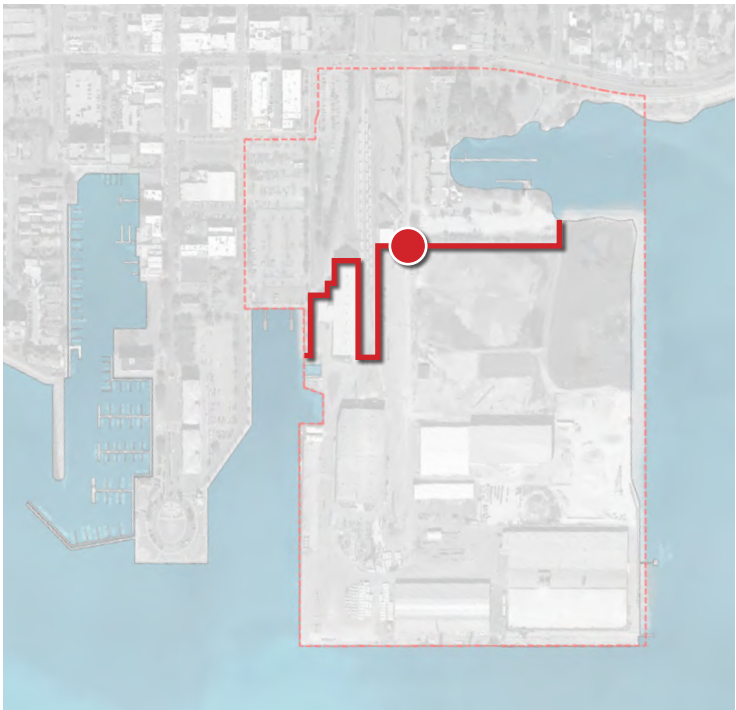
The Port has a defined geography, with limited opportunity to expand beyond its current footprint without undergoing an extensive regulatory permitting process coupled with significant capital outlay. Through its rectilinear arrangement, Port and its +/- 55 acres represents the maximum achievable project footprint moving forward. While beyond the scope of this planning effort, the potential exists to create inland areas linked to the Port that serve as logistical zones for freight forwarders, shippers, transport operators and related services, as well as light industrial or other similar activities.





# PRESENCE OF PORT SECURITY

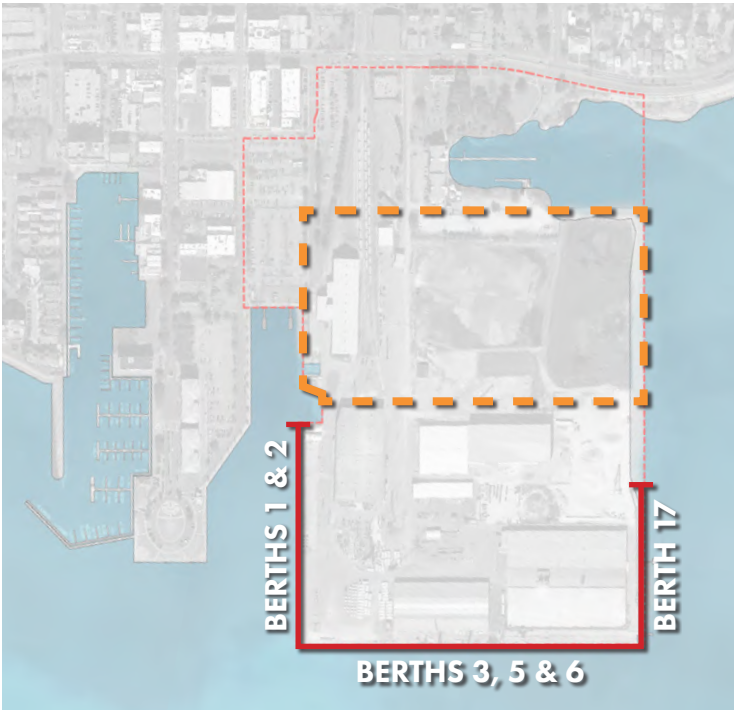
U.S. Ports are subject to federal and international requirements to be secured. Security infrastructure takes many forms, but perhaps the most noticeable to the public-at-large are the combination of fence, gate and credentialing system (Transportation Worker Identification Credential, or TWIC) mandated by the Department of Homeland Security and local law enforcement agencies. This “edge” defines the Port of Pensacola and its relationship with surrounding land uses.



# UNDERUTILIZED AND/OR AVAILABLE LAND

The Port consists of +/-55 acres, of which 30 acres constitutes its core operational area, while another 25 acres are dedicated to underutilized and/or available land.<sup>1</sup> A majority of the area considered underutilized and/or available is situated within the Port security zone. New uses introduced into this underutilized and/or available land would either be subject to Port security requirements, or a shifting of the gate and perimeter fence to allow this area to be positioned outside the secure zone.

<sup>1</sup>These underutilized and/or available areas have been engaged in prior industrial use. The Port indicated these areas have undergone remediation; additional testing and study will likely be required in these zones prior to a new development.



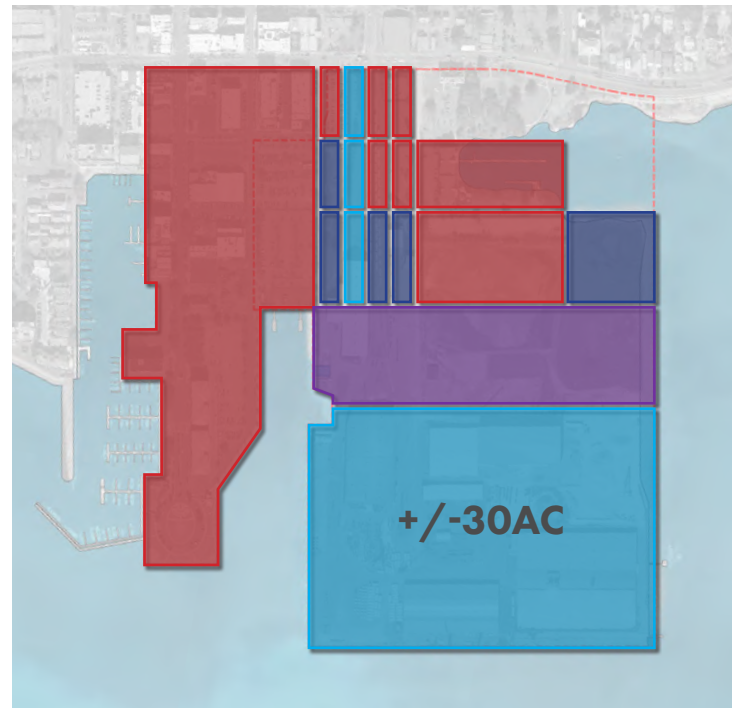


## SITUATIONAL ANALYSIS

CRAFTING A VISION FOR PORT LANDS & MARINE FACILITIES

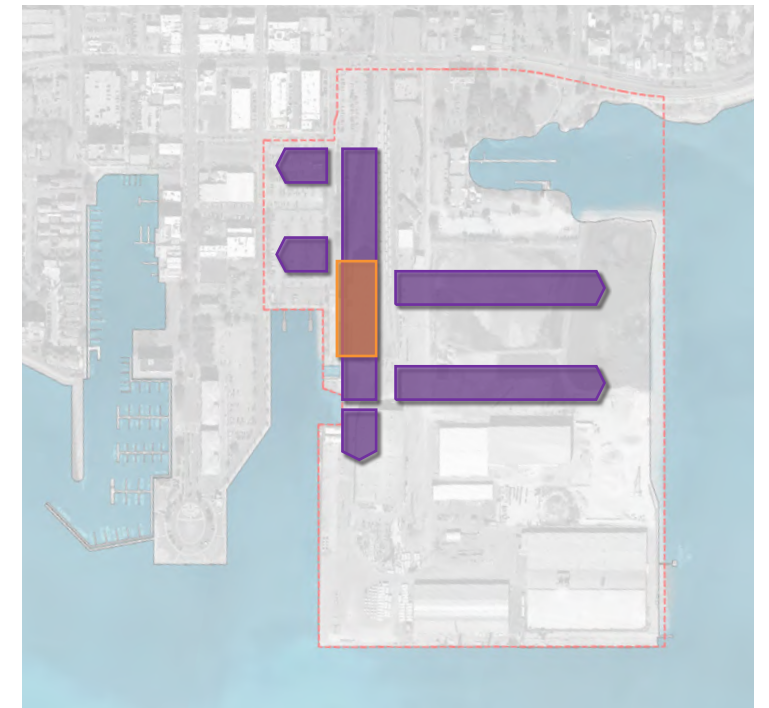
### MIXED-USE

Downtown's renaissance has brought closer the mix of uses that comprise the City center and its waterfront, bringing these increasingly closer to the Port and its road and rail serving infrastructure. Engagement of properties outside of the Port secure zone presents the possibility to introduce new uses that are a natural extension of Downtown, as well as those aligned with mixed-use cluster and development objectives at the Port.



### KEY LINKING PARCELS

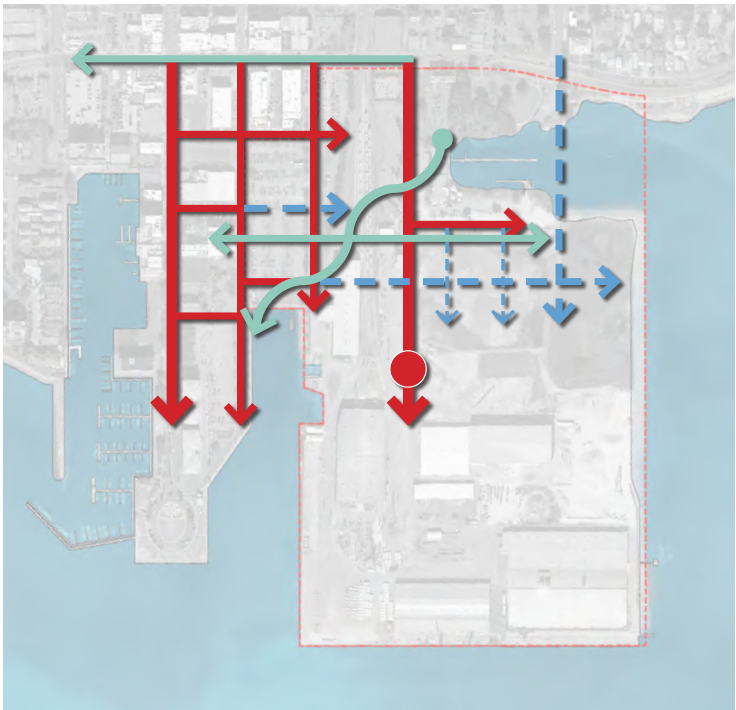
Cargo Shed 4 and related properties north of Berth 1 and east of the current ferry terminal are critical to any meaningful integration between port lands, Downtown and the waterfront. This position presents an ideal location for a mix of uses, inclusive of several approaches outlined in Section 2.2 (e.g., the Torpedo Factory Art Center, Granville Island's Public Market). This parcel is the current location for a proposed Marine Research and Ocean Science's facility.





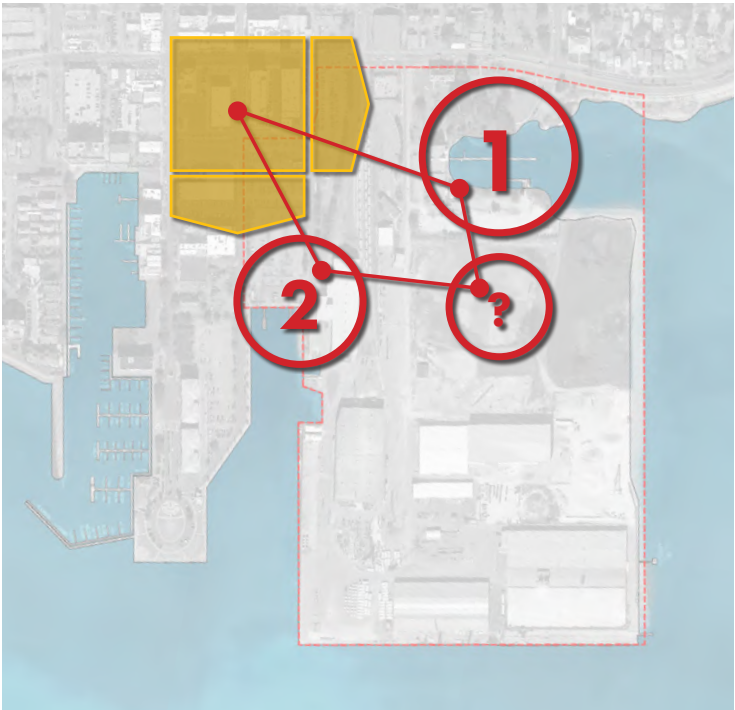
# THE NEED FOR EXPANDED ACCESSIBILITY

The CSX corridor and position of the Port’s security gate/ fence line limit the potential to expand north-south and east-west. Access is needed to more broadly integrate and advance greater opportunities for activation of Port property to the north. While the Port and surrounding areas can remain two distinct zones, knitting together the vehicular, pedestrian and recreational networks creates a broader range of opportunities for the site. The Port’s gate complex and security fence may need to be adjusted to allow for expanded accessibility. Reduction of CSX trackage and safe crossing points will also have to be studied.



# NEW ACTIVATED NODES

There are opportunities to create zones of interest and activation while also allowing for a continuation of Port operations. Linking these areas in a meaningful way strengthens the overall potential for “future proofing” the project site and the waterfront.





## 2.3

# EVOLVING WATERFRONTS AND HYBRID APPROACHES

**One planning effort objective is to review projects that have like-minded alignment of uses and elements which translate the community's desires. While no project aligns itself perfectly with the conditions found in Pensacola, other precedents' implementation strategies provides insightful knowledge into key successes.**

## CASE STUDIES

In the section that follows, we present a summary review of several projects and plans that help shape our understanding of how traditional maritime areas are "hybridized", allowing new ideas and functionality to take root. We have specifically sought out projects that share a space between maritime cargo and downtown areas, or those which highlight a unique attribute based on the community's outreach effort. We have also worked to identify projects that incorporate an adaptive reuse component, thinking through the potential for reuse of Port buildings such as Shed 4.

## ALTASEA AT THE PORT OF LA

### WHERE

35-acre campus of underutilized Port of Los Angeles lands and waterfront areas located in San Pedro, California. Adjacent to SSA Marine cargo facilities, Cabrillo Way Marina and the historic ship S.S. Lane Victory.

### WHAT

More than ten years in the making, AltaSea is a stand-alone nonprofit corporation creating a knowledge cluster of ocean-related science, business and education. AltaSea is "a place where innovators collaborate to develop solutions critical to the survival of the earth and its inhabitants."

AltaSea started in 2007 with a private foundation grant to conduct a visioning study for the new home of the Southern California Marine Institute (SCMI). AltaSea entered into a 50-year lease with the City of Los Angeles that included significant capital upgrades of the site by the City's Harbor

Department. Following lease establishment, AltaSea convened a group of top business and civic leaders and philanthropists to create a Board of Trustees to oversee project organization, construction and capital campaign efforts. Master planning of the site followed, with initial rounds of site redevelopment and revitalization ongoing—restoration of Warehouses 58-60, creation of the Education Pavilion and Wharf Plaza and others. The master plan envisions AltaSea as an "urban, ocean-based campus."

Science, business and education hubs accelerate scientific collaboration, facilitate job creation, and inspire the next generation for a more sustainable ocean. Key tenants, such as The Boeing Company and its Echo Voyager program, anchor the site and pay market level rents to help balance lower lease rates for business incubators and other campus spaces and amenities.

### TAKEAWAYS

- Strong proof of concept project highlighting market and community acceptance for a blue-economy, defined





as any economic activity in the maritime sector, and its facilities focused on science, research, business and education.

- Plan and facility showcases itself as a “urban, ocean-based campus,” spatially occupying a place between cargo, marina, downtown (San Pedro) and other uses. Uplands areas of the Port of Pensacola occupy a similar position between maritime cargo and downtown areas.
- AltaSea took over a decade to implement and was reliant on initial grant(s) to advance key first steps. The process is similar to the proposal for Triumph Gulf Coast Trust Fund grant funding of the Marine Research and Ocean Sciences Center at the Port of Pensacola.





## EVOLVING WATERFRONTS AND HYBRID APPROACHES

CRAFTING A VISION FOR PORT LANDS & MARINE FACILITIES

### PHILADELPHIA NAVAL YARD

#### A CAMPUS BUILT FOR BUSINESS GROWTH.

##### WHERE

1,200-acre redevelopment, comprising new and adaptive reuse in Philadelphia's navy yard. The site is located at the intersection of the Delaware and Schuylkill Rivers, and positioned three miles from downtown.

##### WHAT

The master plan for the Navy Yard began in 2004 with an initial vision focusing on business development and job creation. Prepared by Robert A.M. Stern Architects, the site was divided into five land use types: the Shipyard, Historic Core, the Corporate Center, the Research Park, and an additional 200 acres set aside for future development. Currently, state-of-the-art research laboratories, flexible office space, retail, and commercial uses are coupled with recreational amenities, big-box distribution and

manufacturing facilities to create an all-encompassing campus. Mass transit and housing are in the pipeline to deliver the Navy Yard as a true mixed-use center.

The Philadelphia Industrial Development Corporation (PIDC) led the charge and benefited from significant support from municipal, state, and federal agencies, along with input from private developers. Over the course of 20 to 30 years, the development is slated to generate over 20,000 jobs and bring in more than \$2 billion of private investment. PIDC's strategy to leverage financing and real estate resources to attract new businesses incorporates programs which include tax incentives, financing incentives/direct lending, and workforce development. Ten-year real estate tax abatements are provided by the City for new industrial and commercial construction. Since 2005, the Navy Yard has benefited from its designation as a Keystone Innovation Zone (KIZ). The KIZ initiative promotes collaboration among academia, government research and private industry for economic development, job creation and technology commercialization. Startups and tech-based companies

benefit from the KIZ initiative helping to accelerate their growth to market. Since 2009, the Navy Yard KIZ has catapulted over 100 entrepreneurs, attracted seven startup technology companies, and significantly progressed Penn State University research programs.

##### TAKEAWAYS

- Redevelopment of a 1,200-acre historic naval shipyard incentivized over \$2 billion in economic development for Philadelphia.
- Early buy-in and collaboration with public and private stakeholders ensured regulatory issues were easily resolved and helped to streamline the planning process.
- Financial incentives help attract not only startup technology companies and entrepreneurs, but also large industrial, commercial and academic sectors. The impact of offering innovative financial incentives is evident in the increased number of jobs and rapid growth of companies onsite.

- Providing infrastructure helps set the pace of development while attracting new development and renovation.











## EVOLVING WATERFRONTS AND HYBRID APPROACHES

CRAFTING A VISION FOR PORT LANDS & MARINE FACILITIES

### SPARKMAN WHARF

#### TAMPA'S WATERFRONT DESTINATION.

##### WHERE

The under-performing former Channelside Bay Plaza is home to the new Sparkman Wharf. A Water Street Tampa project, the Wharf is located along the Garrison Channel in downtown Tampa.

##### WHAT

Sparkman Wharf is named after Stephen Sparkman, the region's first congressman and one of Tampa's original movers and shakers. Sparkman introduced innovation and transformation to Tampa, pushing the City's boundaries and helping shape its future. Changing the economic and physical landscape of downtown Tampa, he secured federal funding to dig deep-water channels into downtown, allowing larger ships to come closer and creating Port Tampa Bay.

Strategic, a partnership developed between Tampa Bay Lighting owner Jeff Vinik and Bill Gates' Cascade Investment, demolished the failed Channelside Bay Plaza and developed Sparkman Wharf as a \$30 billion redevelopment, linking Tampa and its waterfront with activating site uses.

Key site amenities activate the public realm and revitalize Tampa's waterfront: a re-imagined waterfront loft-style office space, ground-level retail, a one-acre event lawn, biergarten and dining garden. Sparkman Wharf will offer approximately 180,000 square feet of office space spread out over two floors, a two-story office lobby, private outdoor terraces and up two 40-foot ceiling heights. The open space and event lawn are programmed year-round with live music and shows, and has various seating options to accommodate up to 500 people. The Biergarten is adjacent to the lawn and dining garden, features over 30 beers on tap with an emphasis on local beer, and offers 3,000 square feet of covered space offering shade year-round. The Dining Garden, comprised of a collection of ten brightly painted shipping containers, showcases ten of Tampa's best restaurants, with a wide

variety of cuisine types to satisfy all consumers. Additionally, Splitsville Southern and Social provides indoor and outdoor recreation amenities, a new bar and restaurant and is in a warehouse-type setting that pays homage to the Old Tampa district surrounding the port.

The Wharf is in the Channel District and will benefit from nearby revitalization efforts. Within three blocks of the wharf, the following projects are in development: The University of South Florida Morsani College of Medicine is building a new 13-story facility; JW Marriott Hotel is building a 26-story hotel; a 20-story office building; two apartment towers; and, a Marriot Edition boutique hotel with 46 high-end condominiums above.

##### TAKEAWAYS

- The Wharf pays homage to Tampa's industrial and maritime history and is a bold revitalization effort of waterfront redevelopment.

- Revitalization of a failed, closed-off and inward-looking shopping center, focused on what the site could offer by tearing down a barrier and opening the views, connecting people to the waterfront and providing a range of site uses to activate the public realm.
- Various indoor/outdoor programming amplifies uses on site while connecting to nearby amenities, like the sporting arenas.
- Cruise ships only dock at the Port of Tampa for 35 days in a calendar year. Opening the site to the public will allow people to get closer to the waterfront, optimizing the other 330 days. The port's security fence will be replaced with a waist-high rail fence to provide unobstructed views by visitors.







## EVOLVING WATERFRONTS AND HYBRID APPROACHES

CRAFTING A VISION FOR PORT LANDS & MARINE FACILITIES

### THE NEW YORK HARBOR SCHOOL

**COLLEGE PREPARATORY EDUCATION BUILT  
UPON MARITIME EXPERIENCE.**

#### WHERE

The school campus is located on Governors Island, New York. Students and faculty access the school by taking the Battery Park ferry in Lower Manhattan or via the subway to the island.

#### WHAT

A unique public high school where the school bus is a ferry, teachers are known as the crew, and some classes are held underwater. The New York Harbor School aims to engage city children by relating every aspect of the curriculum to the water, providing a unique college-preparatory education built upon maritime experience. Students receive not only

traditional academics, but also a work-based learning environment in career and technical education. The students obtain industry certification in marine science or technology by specializing in one of seven programs: aquaculture, marine biology research, marine policy and advocacy, marine systems technology, ocean engineering, professional diving and vessel operations. With the New York Harbor surrounding the school, the blend of indoor lesson plans with outdoor experimental laboratory days provides a unique and exciting opportunity to train the next generation of skilled labor; students venture into the harbor every Tuesday and Thursday for experiential, hands-on learning.

The New York Harbor School opened in 2003 with private and public funding supporting the programs. Since then, the school has become the model for marine-themed schools around the world. Now more than thirty schools in the United States have some form of a nautical program. Every year, the school hosts an annual regatta to support their environmental education program. As part of their community outreach effort, the school partnered with the New York Harbor

Foundation to create and implement the Billion Oyster Project, an ambitious effort to reestablish the oyster beds once lining the harbor. Since 2008, 25 million oysters have been replanted in the estuary.

#### TAKEAWAYS

- An innovative, experiential school program that connects youth education with the local environment and ecosystem.
- Incorporates the youth as a new target demographic for site activity, enabling students to connect to the site and gain a sense of pride and ownership for their port and city.
- Opportunity to help the City raise awareness about degraded waterways and the local environment by engaging students in their local ecosystem, while providing on-the-job skill training.





# UF INNOVATION HUB

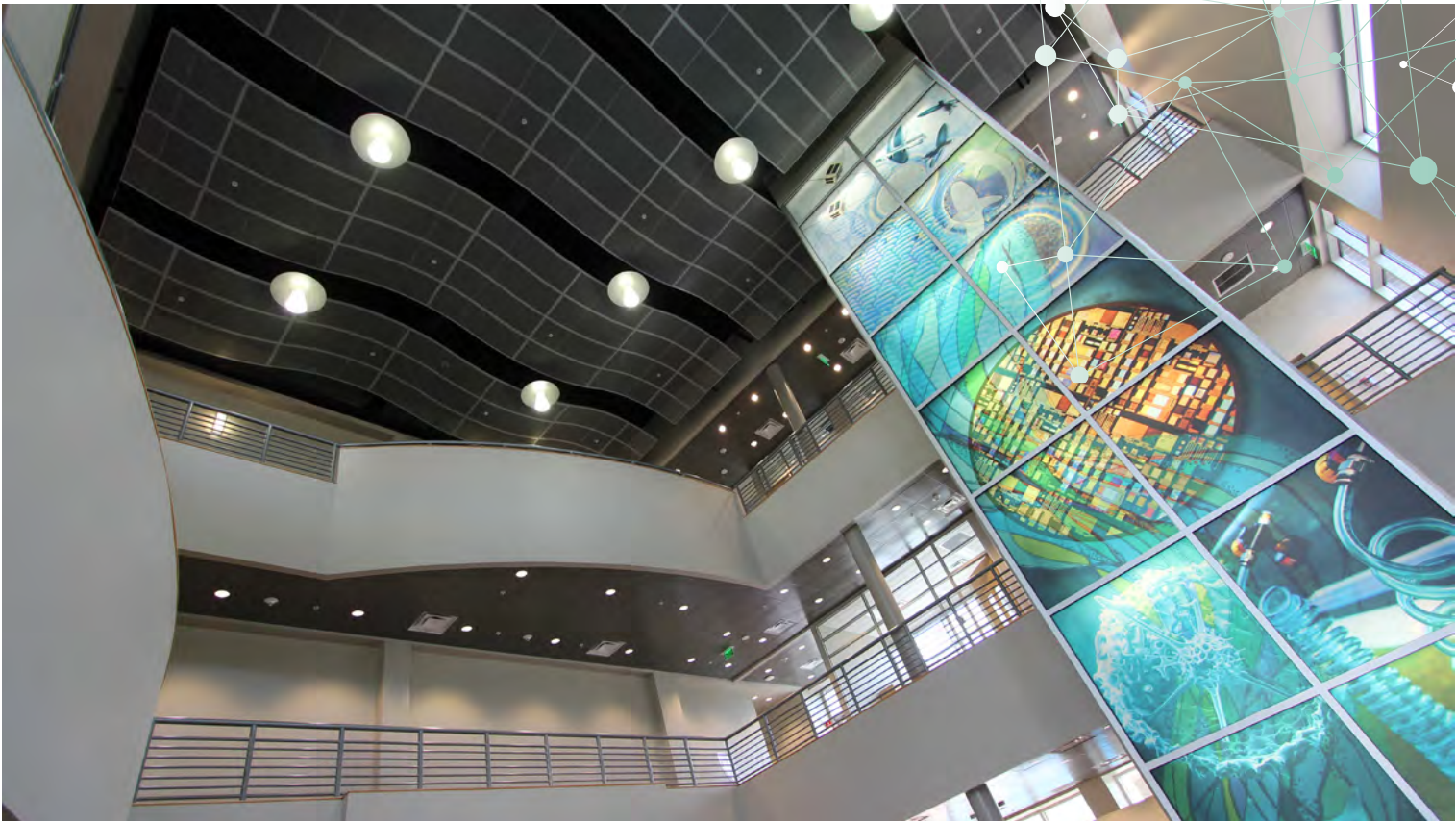
## SUMMARY

Home to over 40 startups, the UF Innovation Hub is a 100,000 SF business incubator intended to build, drive and support innovation. The Hub provides the infrastructure for state-of-the-art labs, light manufacturing and office, while also providing programming, mentorship, education, and amenities to proliferate an entrepreneurial ecosystem. Residential and affiliate programming is available on site to help service startups and small businesses.

The original 48,000 SF facility was built with an \$8.2 million EDA grant and a \$5 million commitment from UF. The Hub demonstrated such success when it opened in 2011, the EDA awarded a second \$8 million grant, upon which UF added an additional \$9 million in 2015. Since 2012, UF Innovate has generated over \$1 billion in private investment, launched 193 startups by tech licensing, and created over 960 startup jobs.

## TAKEAWAYS

The UF Innovation Hub has transformed Gainesville’s entrepreneurial ecosystem, catalyzing the university city to emerge as one of the top tech communities in the Southeast. The Hub encompasses the research, technology and development sectors, with programming and networking opportunities to support startups and small companies.





# EVOLVING WATERFRONTS AND HYBRID APPROACHES

CRAFTING A VISION FOR PORT LANDS & MARINE FACILITIES

## GRANVILLE ISLAND

### SUMMARY

Once a focus of industrial manufacturing and maritime activities, Vancouver’s Granville Island is the center for art, culture, shopping, dining and public market activities with appeal to residents and visitors alike. Granville Island occupies approximately 35 acres and is home to an estimated 275 businesses and facilities that generate over \$215-million in economic activity each year.

The Island’s buildings and overall area entered a state of decline in the 1970s. In 1979, a comprehensive planning effort led to the creation of one of the site’s main and most celebrated features, the Granville Public Market. Other site uses include several large marinas, a boutique hotel, fine arts galleries and entertainment spaces, a variety of shopping areas, parks and open spaces and waterfront walkways. Total building area is estimated at 1 million SF. Part of the redevelopment strategy was to retain the historical and architectural vestiges of the site, from industrial siding and

doorways to cranes and rail tracks.

Ocean Concrete remains Granville Island’s longest-established tenant and one of the few active industrial areas supporting concrete silos and operational areas.

### TAKEWAYS

Significant, highly celebrated projects with interconnected public spaces and marinas are feasible on a 30+ acre site. Granville Island demonstrates the potential to preserve older industrial and architectural elements along with industrial tenants (Ocean Concrete) and activities.



## PORT OF FORT PIERCE

### SUMMARY

The east coast Port of Fort Pierce in St. Lucie County, while smaller, shares similarities with the Port of Pensacola. The Port of Fort Pierce’s core 20-acre operational area is administered by the St. Lucie County Port and Airport Authority. The County also owns a 10% stake in an adjacent 67-acre private parcel (Bell Property), and is located next to the shuttered 12-acre Indian River Terminal.

Similar to Pensacola, the Port of Fort Pierce serves as a niche facility supporting commercial trade services at its wharfs and a 125,000 SF warehouse. Through the course of several master planning efforts and community engagements, the Port established a master planning consensus strategy for the core area plus, adjacent sites that support a hybrid maritime node featuring cargo facilities, marine tech and commercial, a mixed-use hospitality, a park and other elements.

Advancement of the plan resulted in May 2018’s release of an RFP by St. Lucie County seeking private partner participation to operate and develop the Port of Fort Pierce. The RFP led to a short list of two bidders and the ultimate selection in November of Derecktor Shipyard of Dania Beach to operate a mega-yacht repair center at the Port. The Derecktor Shipyard facility is slated to cater to yachts 200-feet in length and of over 900 tons. Derecktor Shipyard plans to install a 1400-ton mobile hoist on-site and ultimately employ more than 200 people directly.

### TAKEWAYS

St. Lucie County advanced a series of master planning efforts for the port area over the last 8 years which led a based, mixed-use approach for its waterfront underpinned by community consensus building efforts. The work successfully issued an RFP and pending finalization of a public-private partnership that advances job creation and preservation of maritime activity on the site.



# TORPEDO FACTORY ART CENTER

## SUMMARY

Once an old munitions plant, the Torpedo Factory Art Center is now a community focal point along Alexandria’s diverse riverfront. The Torpedo Factory is home to 82 artists’ studios, making it the nation’s largest collection of working-artists under one roof. Measuring approximately 76,000 SF, the Torpedo Factory receives nearly 500,000 visitors annually and contributes an estimated \$35 million to benefit the City of Alexandria’s economy.

The Torpedo Factory’s creation dates back to 1969 when the City purchased the U.S. Naval Torpedo Station—then relegated from its storied past of supplying naval munitions to a storage annex—from the Federal Government. The Alexandria Art League proposed renovating the building into working studio spaces and the formation of the Torpedo Factory Artists’ Association. The effort to transform the building

commenced in 1974, with artist volunteers and City personnel working together to remove the debris, building studio walls and other building rehabilitation efforts. Between 1982-83, the entire building underwent a major renovation to update all infrastructure, glazing and the addition of a second floor. The Torpedo Factory has become a model of creative placemaking for scores of other communities across the globe.

## TAKEAWAYS

Pensacola’ Port’s 49,000 SF Shed 4, with its strategic position between the Port, Downtown and waterfront, lends itself to the possibility of serving as a creative cluster of the arts, aligned with a mix of other uses like that of the Torpedo Factory. Shed 4 would need extensive upfit, but the size and breadth of Pensacola’s arts community may turn the building’s adaptive reuse into a long-term economic and social success like that of the Torpedo Factory.







**WHAT DIVERSE, MIXED-USE WATERFRONTS  
AROUND THE WORLD ARE STRIVING FOR...**



## MAKE CONNECTIONS

Foster creation of interconnected, walkable green areas, blueways, streets, neighborhoods and commercial zones accessible for all. Essential for creation of healthy communities.

## PROMOTE A MIX OF USES

Embrace a diversity of uses. Create spaces for residents, visitors and long stay guests.

## TELL YOUR AUTHENTIC STORY

Allow the waterfront to look forward and back...explore memory and prophecy. Communicate your values to residents and visitors.

## FIND THE RIGHT MIX/RHYTHM

Great waterfronts explore what works for their citizens and society over time. They evolve.





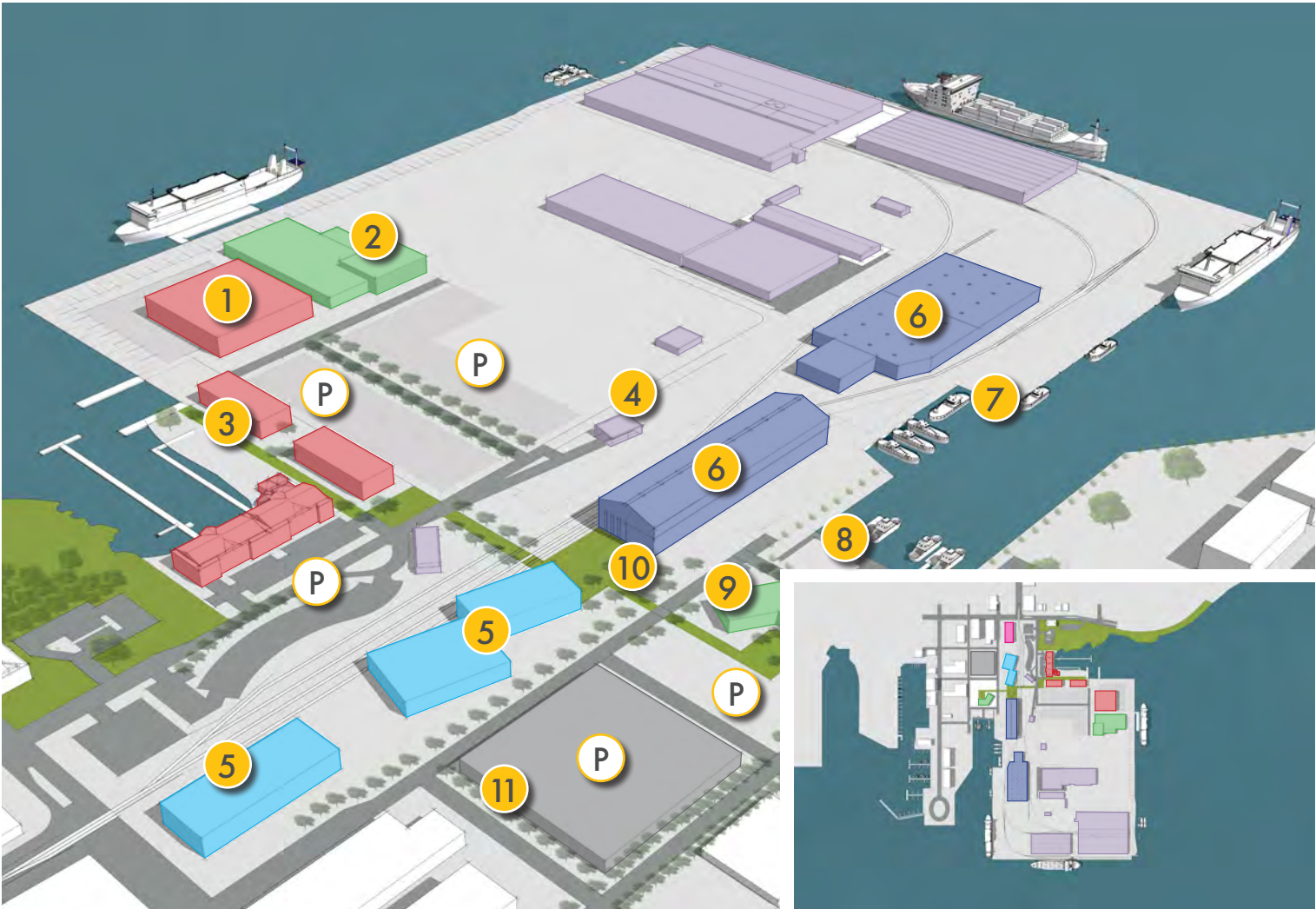
## 2.4

# COMMUNITY CONSIDERATIONS AND PREFERENCES

**As part of Community Work Session Two, the planning team prepared a series of initial site options building off the ideas generated from the first public outreach session and survey effort as well as site situational analysis, case study and other project research effort. These options presented a series of intervention approaches for the study area, from minimal redevelopment and renewal (Concept 1) to more complex development ideas (Concept 3). Although each concept is unique, together they share one common goal: to preserve core Port operational areas and maritime assets; an approach consistent with community desire measured as part of Community Work Session One and the initial survey effort.**

Each initial concept and its respective program ideas are not mutually exclusive to one another. The expectation by the planning team—confirmed as part of Community Work Session Two—was a desire to mix and match concept elements to ultimately build a preferred concept and approach for vision plan development. Concepts also (initially) discarded ownership, easements, zoning, parking ratios and other issues to fully explore opportunities and generate community insights. Finally, concepts depicted ideas fully implemented over a 25-year planning horizon.





LEGEND

- MIXED-USE COMMERCIAL AND MARINA USES

ENVIRONMENTAL / HISTORICAL / CULTURAL RESOURCE USES

RESEARCH AND EDUCATION USES

LABORATORY, RESEARCH AND BUSINESS INCUBATOR USES

PORT OPERATIONS

STRUCTURED PARKING WITH COMMERCIAL GROUND FLOOR LINER

1

NEW MARINA, HIGH-DRY STORAGE AND TECHNICAL AREAS

2

GULF COAST ENVIRONMENTAL CENTER AND FISH HATCHERY

3

MIXED-USE MARINA VILLAGE

4

RELOCATED PORT SECURITY GATE

5

OCEAN-BASED SCIENCES, RESEARCH AND BUSINESS HUB

6

OCEAN-BASED RESEARCH, LABORATORY AND BUSINESS INCUBATOR SPACES

7

EXPANDED RESEARCH VESSEL OPERATIONS

8

PASSENGER FERRY TERMINAL

9

PENSACOLA HERITAGE AND CULTURAL CENTER

10

LINKING GREENWAY(S), PLAZAS AND RECREATIONAL CORRIDOR

11

STRUCTURED PARKING WITH COMMERCIAL GROUND FLOOR LINER

P

PARKING

CONCEPT ONE

Concept One seeks to keep intact a large portion of the Port’s traditional operations areas and backlands, while adding expanded research, education and recreational boating elements. The marina basin at the Fish House and Bartram Park is restored and expanded, with new marina technical yards, high-dry boat storage and mixed-use commercial features. Adjacent to the expanded marina is a new environmental center of the Gulf Coast Environmental Center and Fish Hatchery. To the west, investments are made from Shed 4 to E. Main Street, creating a new center for ocean-based sciences, research and business—an anchor tasked with tapping into growing the blue economy of Pensacola and Northwest Florida. This center is linked to expanded and improved marine research vessel berths along the western edge of the Port.

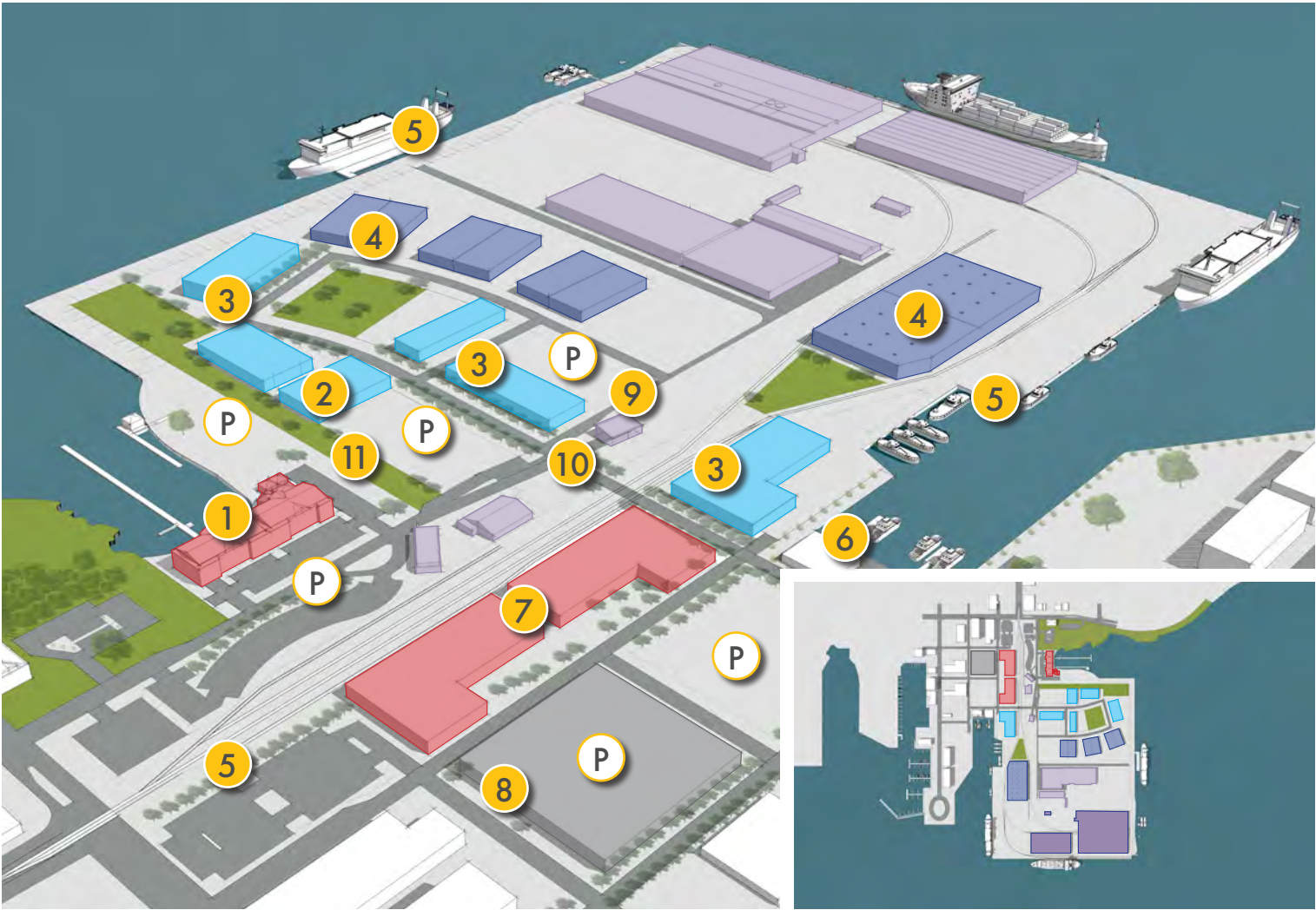


CONCEPT TWO

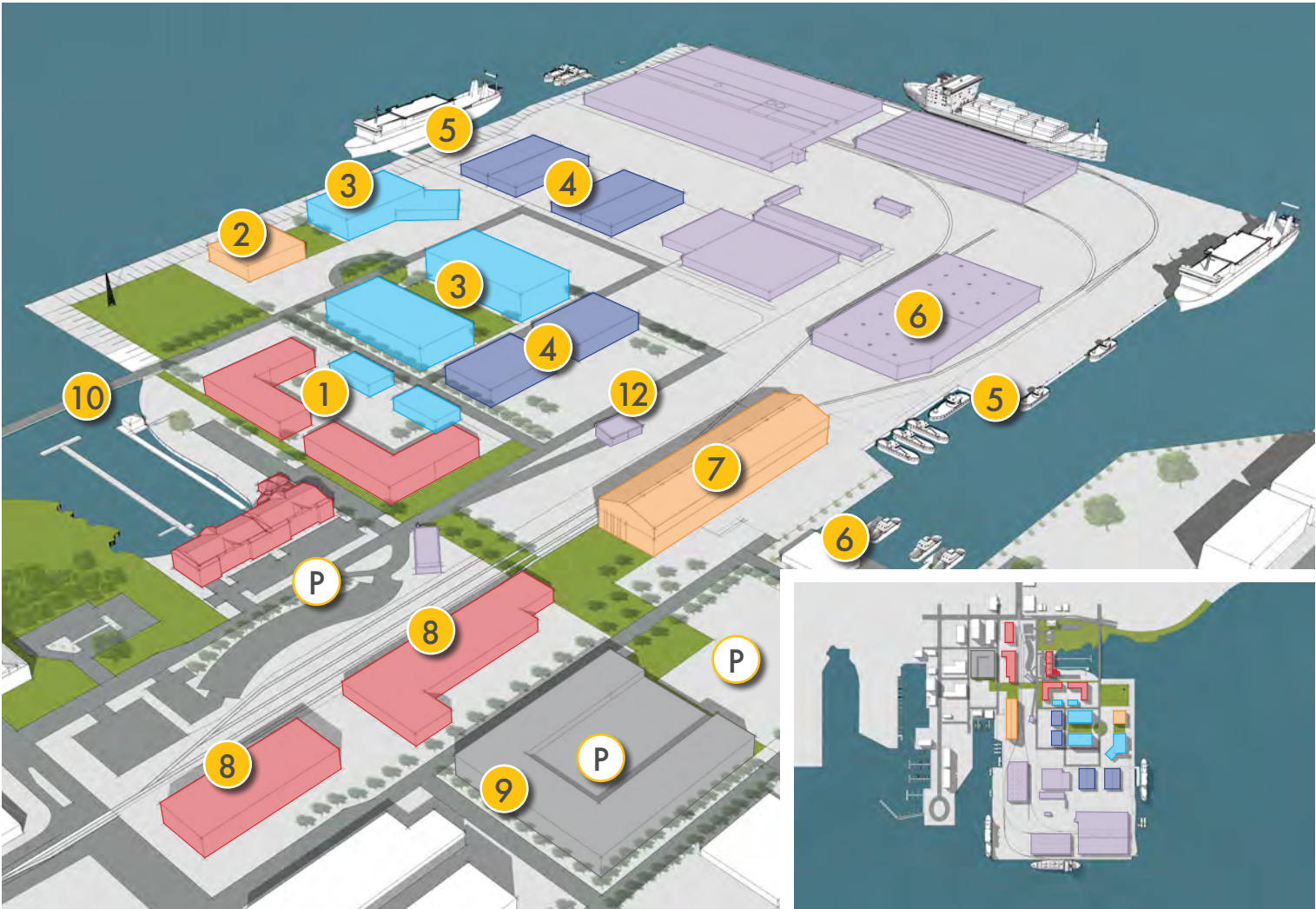
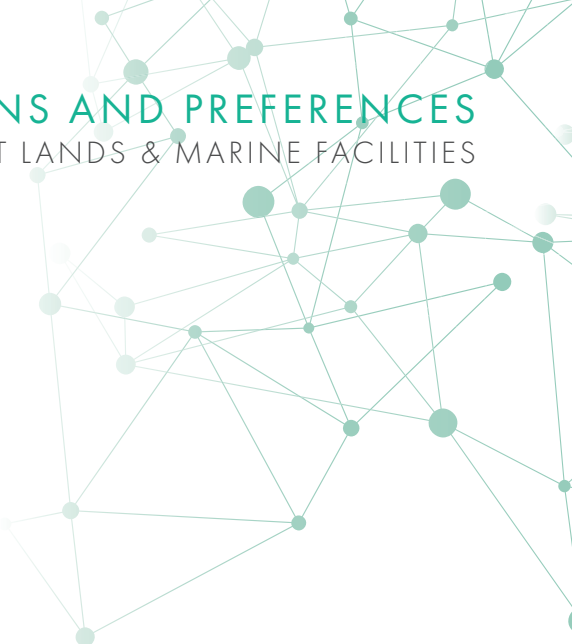
Concept Two takes a step forward by bringing research, science, business, technology and similar uses into traditional port backlands, creating a smaller campus of these elements with supporting business incubator and laboratory spaces. A new east-west road is introduced through the relocation of the Port’s main security gate and consolidation of rail lines and operational areas. A K-12 1559 Harbor School is added in this concept. Urban infill occurs within core downtown blocks supported by consolidation of parking within a new structured deck lined with commercial ground floor uses.

LEGEND

- MIXED-USE COMMERCIAL AND MARINA USES
- ENVIRONMENTAL / HISTORICAL / CULTURAL RESOURCE USES
- RESEARCH AND EDUCATION USES
- LABORATORY, RESEARCH AND BUSINESS INCUBATOR USES
- PORT OPERATIONS
- STRUCTURED PARKING WITH COMMERCIAL GROUND FLOOR LINER
- 1 NEW MARINA LINKED TO MIXED-USE COMMERCIAL
- 2 1559 HARBOR SCHOOL
- 3 OCEAN-BASED SCIENCES, RESEARCH AND BUSINESS HUB
- 4 OCEAN-BASED RESEARCH, LABORATORY AND BUSINESS INCUBATOR SPACES WITH SHARED PORT WAREHOUSES
- 5 EXPANDED RESEARCH VESSEL OPERATIONS
- 6 PASSENGER FERRY TERMINAL
- 7 MIXED-USE COMMERCIAL AND OFFICE
- 8 STRUCTURED PARKING WITH COMMERCIAL GROUND FLOOR
- 9 RELOCATED PORT SECURITY GATE
- 10 NEW ACCESS ROAD
- 11 LINKING GREENWAY(S), PLAZAS AND RECREATIONAL CORRIDOR
- P PARKING







LEGEND

- MIXED-USE COMMERCIAL AND MARINA USES
- MARKETPLACE
- ENVIRONMENTAL / HISTORICAL / CULTURAL RESOURCE USES
- RESEARCH AND EDUCATION USES
- LABORATORY, RESEARCH AND BUSINESS INCUBATOR USES
- PORT OPERATIONS
- STRUCTURED PARKING WITH COMMERCIAL GROUND FLOOR LINER
- 1 MIXED-USE MARINA VILLAGE
- 2 1559 HARBOR SCHOOL
- 3 OCEAN-BASED SCIENCES, RESEARCH AND BUSINESS HUB
- 4 OCEAN-BASED RESEARCH, LABORATORY AND BUSINESS INCUBATOR SPACES WITH SHARED PORT WAREHOUSES
- 5 EXPANDED RESEARCH VESSEL OPERATIONS
- 6 PASSENGER FERRY TERMINAL
- 7 MARKETPLACE, LOFT AND OTHER INCUBATOR BUSINESS
- 8 MIXED-USE COMMERCIAL AND OFFICE
- 9 STRUCTURED PARKING WITH COMMERCIAL GROUND FLOOR
- 10 NEW ACCESS ROAD
- 11 LINKING GREENWAY(S), PLAZAS AND RECREATIONAL CORRIDOR
- 12 RELOCATED PORT SECURITY GATE
- P PARKING

CONCEPT THREE

Concept Three broadens the idea of a maritime campus focused around ocean-based sciences, research, business and education, as well as other complimentary commercial and live-works spaces. A new, dedicated causeway is introduced from the extension of S. Alcaniz Street providing improved access into the site. Uses radiate from a renewed marina to the northern edge of the core port operations area. Shed 4 is reworked and adaptively reused to provide marketplace, loft and other incubator business and artist spaces. Urban infill occurs within core downtown blocks supported by the consolidation of parking within a new structured deck lined with commercial ground floor uses.



As part of the second community survey effort, participants were asked to review each concept against the elements of a draft mission statement prepared for the project area. The purpose was to see if the community felt there was strong alignment between the desired outcome expressed in the draft mission statement and each initial planning concept. The scoring rating system indicates a 1 - least supports versus a 5 - greatly supports the core concepts. The core questions reviewed against each concept included:

- [Does the concept] Safeguard the Port’s core maritime assets?
- Broaden the Port’s range of facilities and services geared toward science, research, education and business technology?
- Use the Port’s expanded reach to provide long-term economic and social benefit to Pensacola and Northwest Florida?

ON A SCALE OF 1 TO 5, HOW WELL DOES EACH CONCEPT ADDRESS THE FOLLOWING?

	Concept 1						Concept 2						Concept 3					
	1	2	3	4	5	Not Sure	1	2	3	4	5	Not Sure	1	2	3	4	5	Not Sure
Safeguard the Port’s core maritime assets?	13%	5%	18%	20%	37%	6%	19%	7%	21%	25%	22%	6%	21%	11%	16%	23%	23%	5%
Broaden the Port’s range of facilities and services geared toward science, research, education, business and technology?	18%	6%	13%	23%	37%	3%	13%	6%	15%	30%	31%	5%	14%	8%	14%	23%	38%	4%
Use the Port’s expanded reach to provide long-term economic and social benefit to Pensacola and Northwest Florida?	20%	9%	18%	16%	34%	4%	19%	8%	18%	29%	24%	2%	19%	8%	18%	29%	24%	2%

Community Work Session / Survey Two (August 13 -15, 2018)  
Total Participants - 466



In general, each concept addressed core mission statement ideas, the majority of elements ranking a 4 (well) or 5 (very well).

When the community was asked "... which initial concept will be most beneficial for the Port over the long term," 41% of respondents indicated Concept 3, followed by 21% for Concept 1. When the community was asked "... which initial concept will be most beneficial for the Downtown and waterfront over the long term," Concept 3 followed by Concept 1 were also given the highest favorability. One conclusion clearly conveyed from community feedback was support for all early concepts depicting transformation of the study area to offer a hybrid of activities linked to the Port, Downtown and waterfront overall. Furthermore, community preference was highest for blue economy related ideas, such as those conveyed as part of Concept 3.



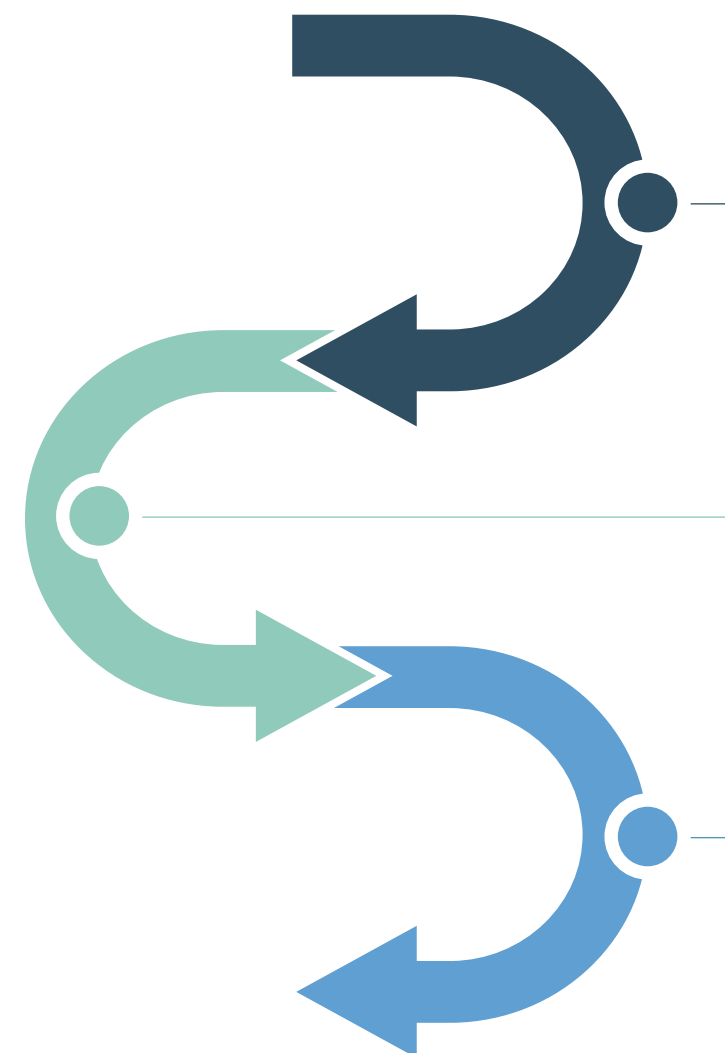


## 2.5

# ESTABLISHING THE MISSION AND FRAMEWORK FOR VISION PLAN APPROACHES

With the list of potential land uses narrowed through the community outreach effort and initial concept review, a revised mission statement for the project site was prepared. The draft mission statement was accompanied by six organizing elements, or guideposts. Why are these valuable? Both the mission statement and supportive tenets guide plan formulation; they are the foundational elements of the vision, enshrining key areas of investment as well as community sentiment.

The draft mission statement and guideposts were presented to the public as part of Community Work Session Two. The community provided valuable feedback and refinements, inclusive of validating the statement "Broaden the Port's range of facilities and services geared toward science, research, education, business and technology" (46%) as the mission statement's most important element.



### MISSION STATEMENT

The mission statement is where you want to go and what you do to get there. It is intended to be aspirational.

### GUIDE POSTS

These are the guiding rules that drive the development of site concepts, and ultimately, the statements that hold the Vision Plan together. They directly align with the Mission Statement.

### VISION PLAN

The Vision Plan and Reinvestment Strategy is the ultimate outcome of the project effort. It summarizes all work prepared, and importantly, assembles these items into a playbook outlining approaches for site uses and reinvestment. It also offers a compendium of illustrations, concepts and other assets for use in communicating long range possibilities for the Port.





From the community input received, the mission statement was revised and is presented on the accompanying page. The final statement speaks to preserving the Port’s strategic attributes while also stretching itself by positioning assets and focus toward new areas aligned with where Pensacola can innovate and grow. It seeks to be a hybrid piece of community infrastructure amidst a backdrop of incremental, sustainable renewal.

The six mission guideposts were also refined. The first five describe what the community would like to see over the long term at the Port; the sixth, a directive to study and implement a new approach to site governance.

Guideposts overlap each other to some degree. For example, being an outsize player in the emerging blue economy can speak to handling specialized cargos and the provision of support to offshore industries—two endeavors the Port of Pensacola has long been involved. These activities also find home in the Port remaining a gateway for trade.

## Mission Statement

**Achieve a revitalized, sustainable Port of Pensacola. We will accomplish this by safeguarding core maritime infrastructure and activities while engaging underutilized land and waterfront assets into new pursuits, inclusive of science, technology, education, research, business and other complimentary uses. Our goal is to secure long term economic and social benefit to Pensacola and Northwest Florida.**

20%

of respondents supported safeguarding the Port’s core maritime assets.



46%

of respondents supported broadening the Port’s range of facilities and services geared toward science, research, education, business and technology



35%

of respondents supported using the Port’s expanded reach to provide long-term economic and social benefit to Pensacola and Northwest Florida.





GUIDE POSTS... that underpin the Mission Statement!



PENSACOLA’S TRADE GATEWAY

Preserve and enhance key Port assets to continue the Port’s role as a gateway for trade and commerce; align with local and regional businesses, as well as the command readiness of Naval Air Station Pensacola.



AN ENGINE FOR OUR BLUE ECONOMY

Become a center of excellence and innovation for science, research, business and education aligned with the sustainable use of Gulf and ocean resources for economic growth.



A FUTURE-PROOFED PORT

Foster greater adaptability and flexibility of Port lands and berths to help extend the service life and economic contribution of the seaport for future generations.





**PROMOTE INCREASED  
RECREATIONAL ACTIVITY**

Seek new ways in which Port lands can leverage increased in-water and landside recreational activities.



**A CELEBRATION OF PENSACOLA’S  
PAST AND FUTURE**

Use the Port and surrounding land areas to better convey Pensacola’s rich history and compelling vision for the future.



**EMBRACE NEW APPROACHES TO  
PORT ORGANIZATION**

Exploration of new approaches of seaport management and organizational infrastructure to help it adapt to its newfound role and expanded range of business.









# SECTION 3

## VISION PLAN



# 3.1

## VISION PLAN OVERVIEW

**The Vision Plan seeks to establish a hybrid port, one balancing clean cargo seaport trades with new investments geared to creating knowledge and expertise clusters aligned with Pensacola’s strategic strengths and vision. Deep water berths and seaport facilities are leveraged to maintain container, equipment and other cargo flows and vessel refit and repair. Underutilized parcels are assembled and re-energized by incremental investment in research, innovation, technology, commercial, recreation and other components that serve to knit together the Port, Downtown and the waterfront.**

The Vision Plan seeks to strike a balance between what to keep and what to grow. As clearly conveyed through the community engagement process and encapsulated in the project mission statement, the Port’s core maritime

infrastructure is of great value to Pensacola and Northwest Florida. This infrastructure is a tool the City and economic development partners can employ to support traditional cargo trades, in-water Maintenance, Repair and Overhaul (MRO) activities—such as work ongoing to convert the 600-foot Stena Freighter to support Amazon’s Blue Origin operation—to provide maritime support services for oil, gas and other offshore blue economy activities, as well as other niche engagements. As such, the Vision Plan preserves Berths 1 through 6 and adjacent berth pockets and navigation access. The Port’s security gate and fence are shifted south to accommodate uses and activities comprising the balance of the overall vision plan and respective districts. With the exception of Shed 4 and aspects of the CSX spurs leading into this building, other upland features along with road and core rail access are also preserved, with incremental maintenance and new investment made to ensure readiness for container, palletized cargo, paper, equipment, ocean support and other seaport operations. Additionally, the Vision Plan celebrates the establishment of Pensacola in 1559 with the addition of a K-12 school, named 1559 Harbor School.

### LEGEND

- 1 MARINE RESEARCH AND OCEAN SCIENCES (38K SF)
- 2 RESEARCH VESSELS AND TRAVEL LIFT
- 3 GULF INNOVATION CAMPUS (124K SF)
- 4 PENSACOLA BAY FERRY
- 5 PENSACOLA MARITIME HERITAGE CENTER (14.5K SF)
- 6 1559 HARBOR SCHOOL (PHASE 1 AND 2) (66.4K SF)
- 7 COMMERCIAL USE (28.6K SF)
- 8 COMMENDENCIA PLAZA AND PARK
- 9 BARTRAM PARK
- 10 FISH HOUSE
- 11 BARTRAM MARINA
- 12 LIVING SHORELINE AND BREAKWATER
- 13 MIXED-USE MARINA VILLAGE (193K SF)
- 14 PORT ADMINISTRATION
- 15 PORT SECURITY GATE (RELOCATED)
- 16 VESSEL MRO CENTER
- 17 GENERAL CARGO OPERATION YARD(S) AND WAREHOUSE(S)
- 18 OFFSHORE INDUSTRIES SUPPORT/ OTHER PORT MARITIME USE





PENSACOLA  
BAY

Note: The proposed street network should be further analyzed in conjunction with future port truck/rail demands to ensure safe traffic and pedestrian access while maintaining appropriate level of service into port.





**Within the balance of port lands and the study area, three new districts are proposed: The Gulf Innovation Hub, Bartram Harbor (at Pitt’s Slip) and Luna Basin. The assemblage of these new uses and activity zones—aligned with the needs of the Port’s consolidated operational area—is an outcome of community preferences and feedback on initial concepts as well as the project’s overall mission statement and guideposts. The development of these districts and uses is a long-term endeavor, with core investments outlined in Section 4.0 providing the basic site arrangement and organization.**

## LUNA BASIN

In the spirit of Tristan de Luna, Luna Basin represents the launching point for discovery of the revitalized portside area. Luna Basin is framed by Plaza de Luna and Palafox Pier, the Pensacola Bay Ferry terminal and docks, a revitalized Shed 4 and related port lands and wharf area.

The overall planning intent for this area includes a number of elements:

- Support the redevelopment and transformation of Shed 4 as the proposed Marine Research and Ocean Sciences Center or similar research endeavor designed to anchor the overall Gulf Innovation Hub. Coalesce activities by a number of regional and national academic, research, and military undersea operational groups working on blue economy issues and tech.
- Bring Shed 4 and surrounding port lands from Berth 1 to the ferry terminal into the public (i.e., non-secured) realm, with portions of the basin edge supporting research vessel and other small boat traffic linked to related upland uses.

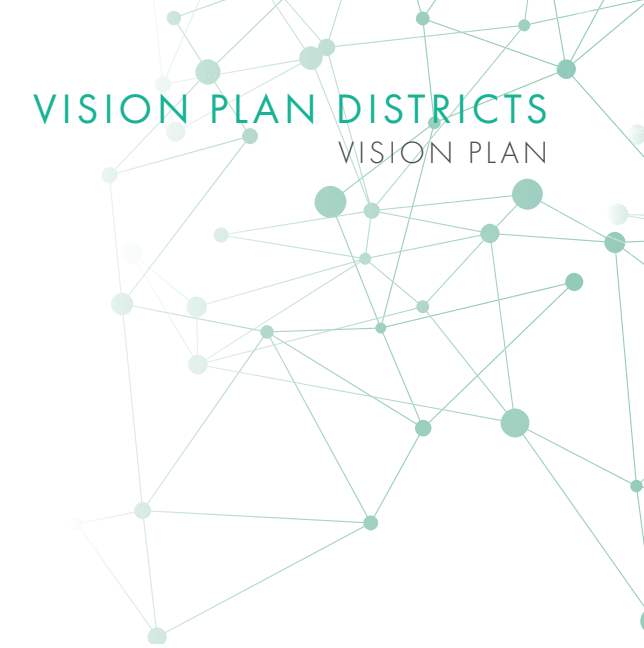
- Extend Commendencia Street to the east, creating a new roadway opening access into the northern, underutilized port lands area and readying this zone for long term transformation and economic success.
- Support development of a Pensacola Maritime Heritage Center, with the potential to create expanded research and development spaces or other uses on an expanded building footprint and/or second floor use. The center would become the primary start and endpoint for visitors and residents seeking to explore Downtown, the waterfront and regional sights such as Fort Pickens (via ferry).
- Encourage urban infill development north of the ferry terminal, inclusive of development of structured parking supporting the needs of surrounding uses and activities.
- Animate Luna Basin with walking areas, art, and vibrancy. Make Luna Basin one of the preferred locations to watch vessel(s) at the port.

## THE GULF INNOVATION HUB

All throughout the planning process, the Pensacola community rallied around the notion to bring an expanded footprint of science, research, education and business technology to the Port. When asked which of the mission statement elements was most important [to you], nearly half of community respondents indicated to “broaden the Port’s range of facilities and services geared toward science, research, education, business, and technology.”

The Gulf Innovation Hub draws from case study (e.g., AltaSea at the Port of LA and UF’s Innovation Hub), but perhaps more importantly, the anticipated long-term success to be generated from implementation of the Marine Research and Ocean Sciences initiative discussed previously and the agglomeration blue economy uses and tech in a single location. Planned buildings are organized as a linear campus, starting from Luna Basin to the end of the extended Commendencia Street and related plaza. Campus buildings front Commendencia Street, with the backs of each building





linked to structured parking and green spaces—both elements serve to buffer uses and activities from ongoing Port operational areas. Excluding the Marine Research and Ocean Sciences area, campus buildings depicted on the plan are two levels and represent approximately 120,000 SF of floor area.

Anchoring the western end of the Gulf Innovation Hub is the proposed 1559 Harbor School, a laboratory for K-12 learning and education blending of Science, Technology, Engineering and Mathematics (STEM) curriculum with ocean and blue economy studies and hands on-learning. The 1559 Harbor School is envisioned to be a magnet program for youth and provide broad based community learning and vocational training opportunities. The MESS Hall already established in downtown Pensacola is a great example of the potential educational opportunities.

The Gulf Innovation Hub supports and is benefited by the mix of uses and community open spaces area at Bartram Harbor, including commercial, dining, hospitality and residential uses.

## BARTRAM HARBOR (AT PITT’S SLIP)

Already established with open space, dining and marine leisure activities, the plan for Bartram Harbor (Pitt’s Slip or Seville Harbor) seeks to create a multi-faceted node of activities organized around a renewed leisure marina.

Key features of this district include:

- Redevelopment of marina facilities in Pitt’s Slip are protected by a new breakwater and living shoreline, as well as stormwater enhancements and other area serving infrastructure. While various slip configurations can be pursued based on market demand, the present plan depicts 90-110 vessel positions along with a supporting fuel dock and other required marine utilities and services.
- The southern edge of the harbor is lined with two new building volumes representing approximately 193,000 SF of development, three to four stories tall. Commercial uses line ground floor areas, with upper

floors dedicated to uses consistent with the Marina Village concept.

- A small commercial area lines the north edge of Commendencia Street, helping to frame and conceal at-grade parking areas supporting the marina, Fish House and other marina village features.

Ever present views of the water and harbor are a key feature of the district. So too are public recreation amenities, from park uses and open space at Bartram Park, to esplanade and plaza areas lining the park to the Fish House, new mixed-use development areas, Commendencia plaza and the 1559 Harbor School.



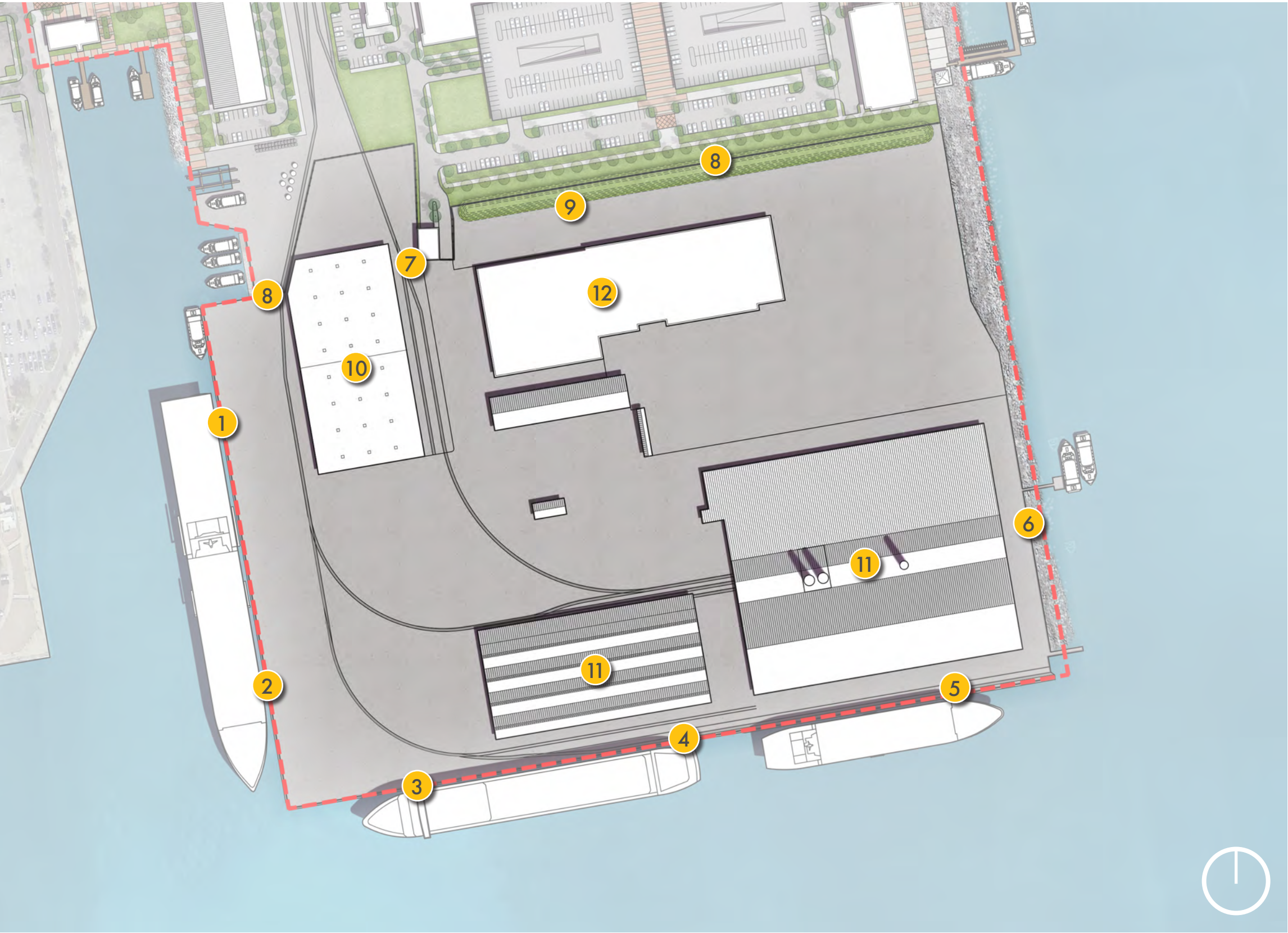




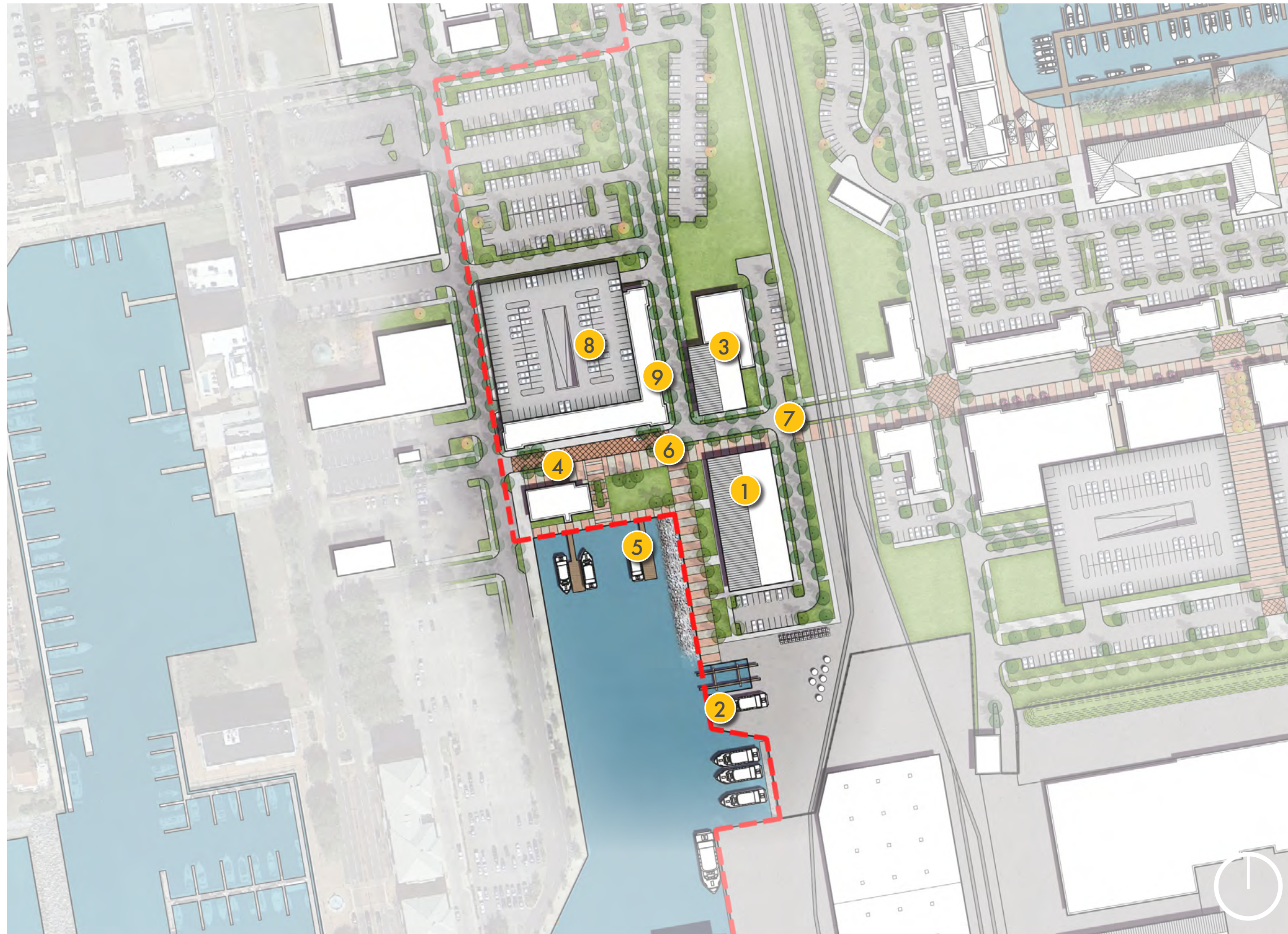
## PENSACOLA SEAPORT

### LEGEND

- 1 BERTH 1
- 2 BERTH 2
- 3 BERTH 3
- 4 BERTH 5
- 5 BERTH 6
- 6 BERTH 7
- 7 PORT SECURITY GATE (RELOCATED)
- 8 PORT SECURITY FENCE
- 9 LANDSCAPE SOUND ATTENUATION AND VISUAL BARRIER
- 10 VESSEL MRO CENTER
- 11 GENERAL CARGO OPERATION YARD(S) AND WAREHOUSE(S)
- 12 OFFSHORE INDUSTRIES SUPPORT/ OTHER PORT MARITIME USE







## LUNA BASIN

### LEGEND

- 1 MARINE RESEARCH AND OCEAN SCIENCES (38K SF)
- 2 RESEARCH VESSELS AND TRAVEL LIFT
- 3 PENSACOLA MARITIME HERITAGE CENTER (14.5K SF)
- 4 PENSACOLA BAY FERRY TERMINAL
- 5 PENSACOLA BAY FERRY DOCK
- 6 LUNA BASIN WATERFRONT PARK
- 7 STREETScape & WAYFINDING ENHANCEMENTS
- 8 PARKING DECK (+/- 400 SPACES)
- 9 COMMERCIAL USE (14K SF)

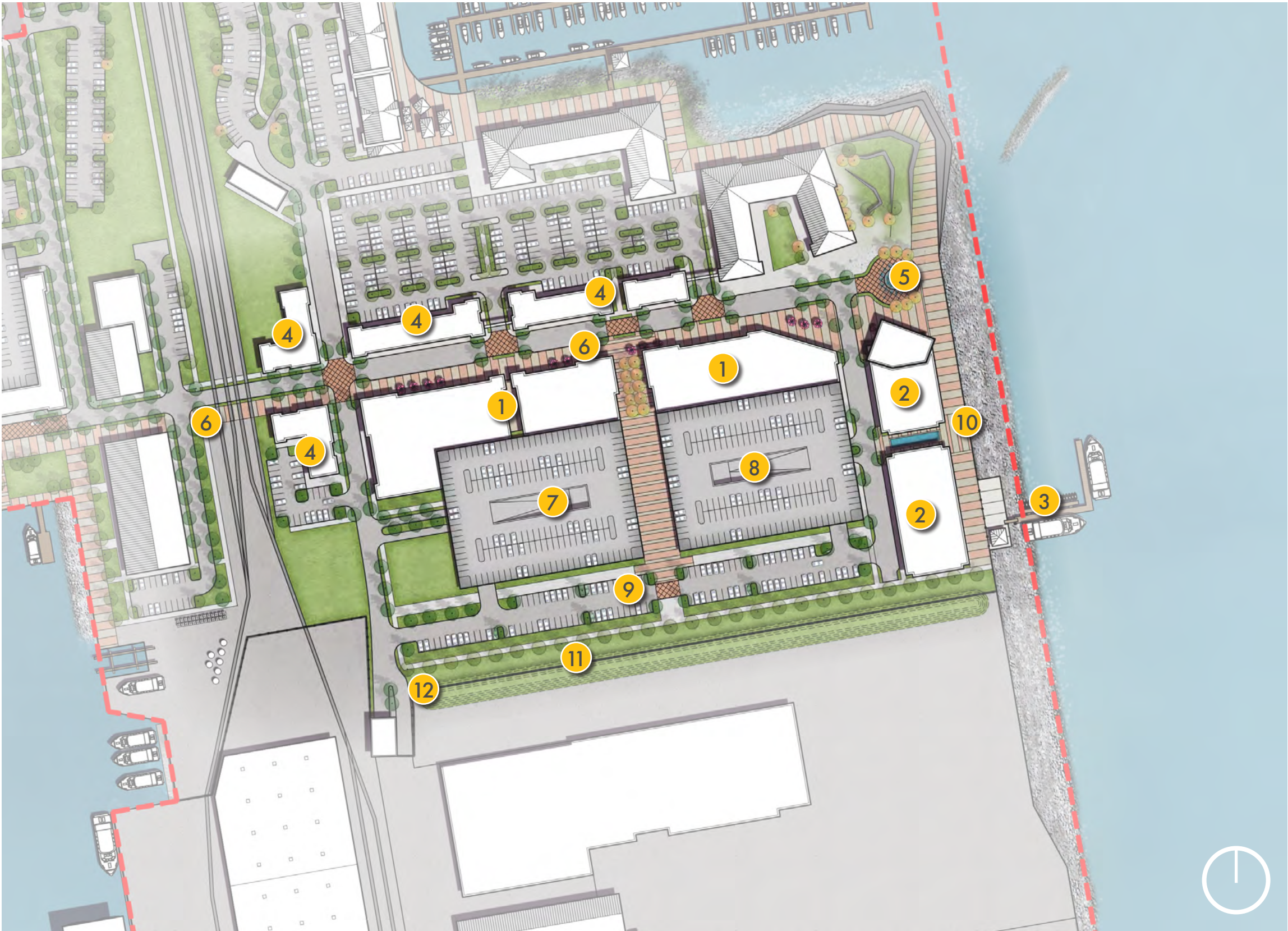




GULF INNOVATION HUB

LEGEND

- 1 GULF INNOVATION CAMPUS (124K SF)
- 2 1559 HARBOR SCHOOL (PHASE 1 AND 2) (66.4K SF)
- 3 1559 HARBOR SCHOOL RESEARCH DOCK
- 4 COMMERCIAL USE (28.6K SF)
- 5 COMMENDENCIA PLAZA AND PARK
- 6 STREETScape & WAYFINDING ENHANCEMENTS
- 7 PARKING DECK 1 (+/- 550 SPACES)
- 8 PARKING DECK 2 (+/- 550 SPACES)
- 9 SURFACE PARKING (+/- 120 SPACES)
- 10 WATERFRONT ESPLANADE
- 11 LANDSCAPE SOUND ATTENUATION AND VISUAL BARRIER
- 12 SECURITY FENCE







## BARTRAM HARBOR

### LEGEND

- 1 COMMENDENCIA PLAZA AND PARK
- 2 BARTRAM PARK
- 3 BARTRAM MARINA (+/- 100 SLIPS)
- 4 FISH HOUSE
- 5 LIVING SHORELINE AND BREAKWATER
- 6 MIXED-USE MARINA VILLAGE (193K SF)
- 7 PORT ADMINISTRATION
- 8 EXISTING SUBSTATION (RELOCATE IF POSSIBLE)
- 9 SURFACE PARKING (+/- 750 SPACES)
- 10 WATERFRONT ESPLANADE
- 11 STREETScape & WAYFINDING ENHANCEMENTS
- 12 BIKE / PED TRAIL WATERFRONT TRAIL HEAD
















# 3.2

## ALIGNMENT WITH THE FRAMEWORK

### 1. PENSACOLA'S TRADE GATEWAY

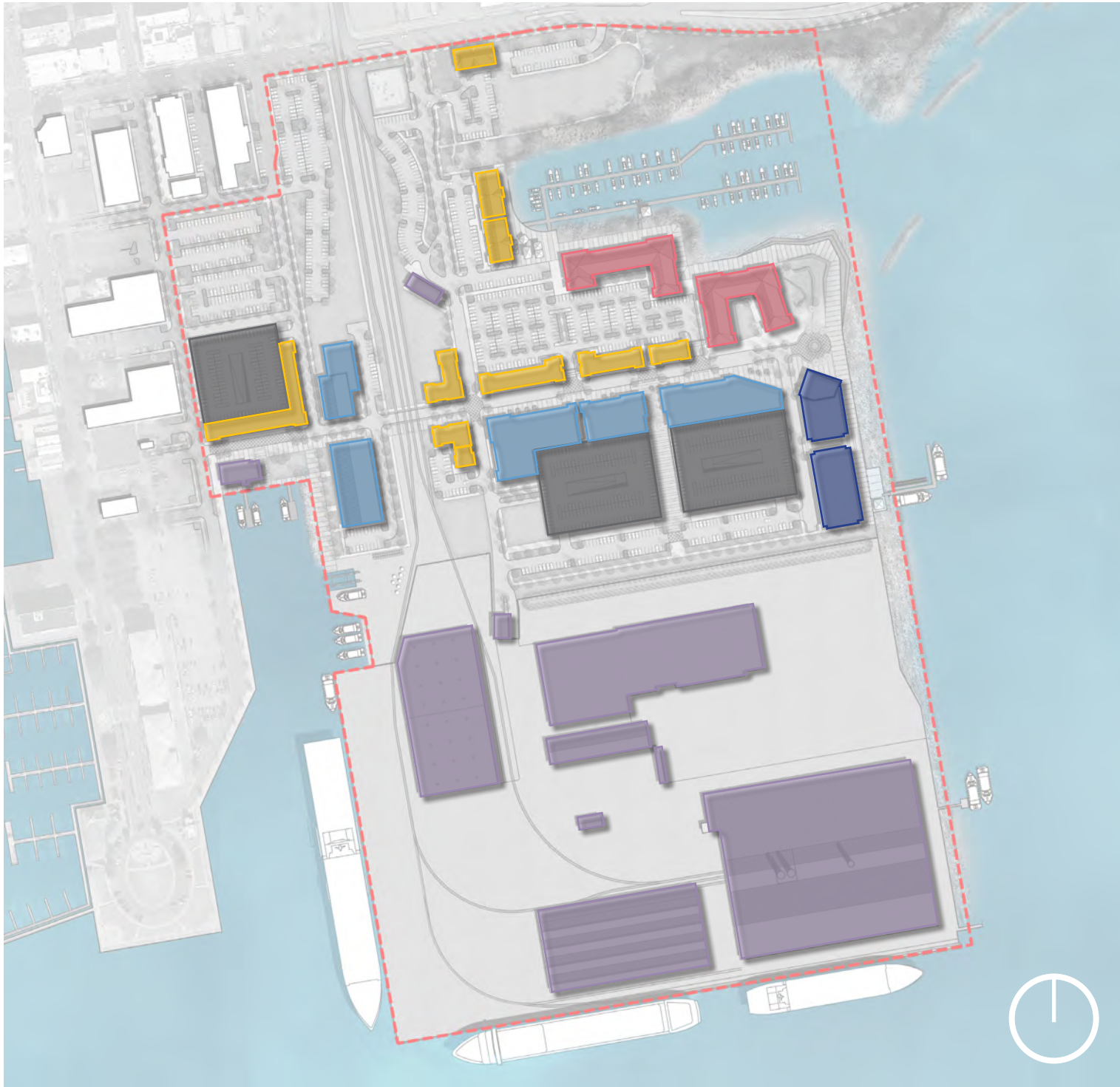
From the start of the planning process, the community made clear that the Port is a strategic asset, one of 15 in Florida and one of a handful along the Gulf, that once gone would be hard to ever return. Thus, this core tenet is aligned to make sure the essential assets needed for trade—the channel, wharfs, apron, operational yards, key warehouses, security facilities and transportation network—are maintained, and as market opportunities are presented, improved upon.

#### LEGEND

-  PORT LANDS AREA
-  EXISTING PORT OPERATION BERTH FACILITIES
-  PRIMARY VEHICULAR CIRCULATION
-  SECURITY FENCE
-  PORT OPERATION SECURITY ACCESS GATE







## 2. AN ENGINE FOR OUR BLUE ECONOMY

The blue economy broadly defined refers to any economic activity in the maritime sector. Taking it a step further, many organizations focus on blue economy activities as being sustainable, balancing the health of ocean, sea and coastal ecosystems with the opportunity to expand economic output and livelihoods.

The potential to blend the Port’s functional attributes with the ongoing work of local centers of excellence (IHMC, UWF, et.al.) holds promise to offer a compelling, strategic location for activities to agglomerate and thrive. The Port can be the “engine” in this regard, helping make the outputs of these users more powerful as they are able to tap into shipping, operational areas and other seaport attributes.

### LEGEND

- COMMERCIAL
- MIXED-USE MARINA VILLAGE
- RESEARCH AND DEVELOPMENT
- SCHOOL / EDUCATION (BLUE ECONOMY)
- LABORATORY, RESEARCH AND BUSINESS INCUBATOR
- PORT AND FERRY OPERATIONS
- STRUCTURED PARKING



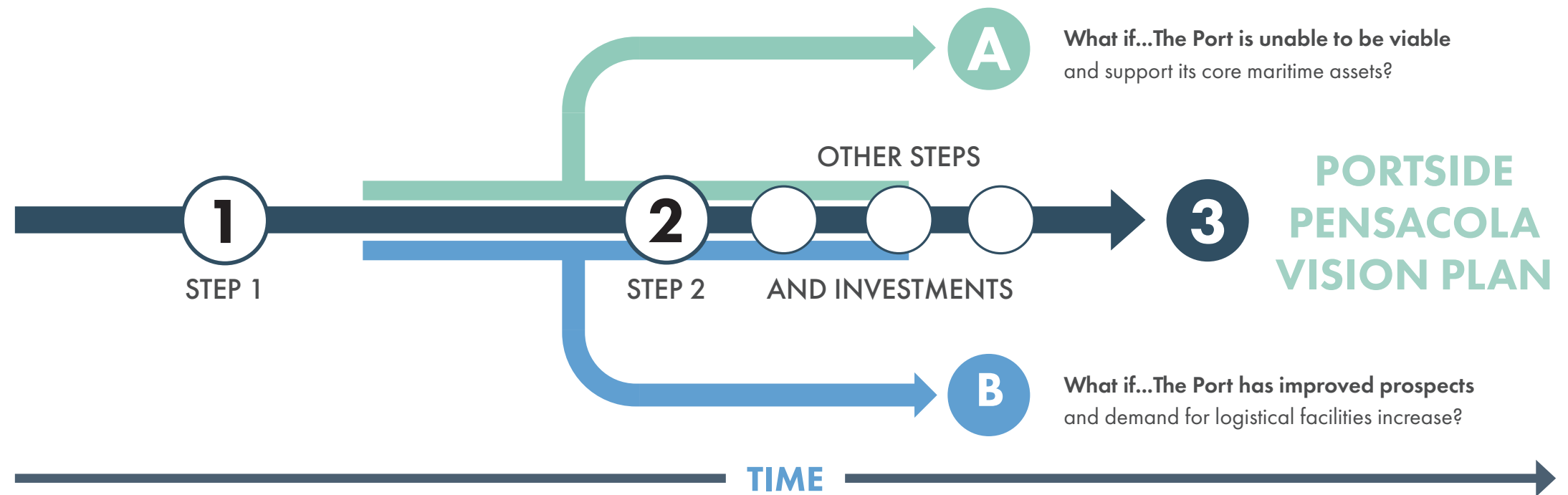
### 3. A FUTURE PROOFED PORT

It's hard to say with certainty what the future will hold for the Port and in-water and upland assets. Detailed market studies—while a useful follow-on step—were not part of the Port of Pensacola vision planning effort. What strongly resonated with the community, however, was seeking to ensure the port could bend to new business prospects and changing priorities. From this standpoint, the idea of creating a future-proofed Port of Pensacola is an essential project guidepost, one seeking to make incremental improvements to port lands and in-water assets that align the Port for a variety of possible alternative visions and market possibilities.

Over time, the goal is to advance early and follow-on actions over the next one to five years that set up the Port to continue along a continuum of improvements that lead toward full realization of the Vision (refer to timeline, Step 1, 2 and onward). Our future-proofed port, however, is not locked into this continuum. What if the Port is unable to be viable and support its core maritime assets? Initial investments

have helped set up the potential for a movement toward full transition of the Port to a sequence of non-cargo related but maritime aligned mixed-use integrated with new accessway, parks and mixed-use development elements. An example of one possible outcome of this approach is shown on the opposite page (Continuum A example).

What if the Port has improved prospects and demand for logistical facilities or other similar elements? Initial investments have allowed some new economic assets to assemble and make a positive contribution, but the Port retains the ability to use additional acreage to meet market opportunities. An example of one possible outcome of this approach is shown on the opposite page (Continuum B example).







EXAMPLE OF CONTINUUM "A"











EXAMPLE OF CONTINUUM "B"



## 4. PROMOTE INCREASED RECREATIONAL ACTIVITY

As the Port continues to evolve, there may be opportunities to enhance the linkages between Downtown and its entire waterfront. The Port must maintain a secure perimeter to operate, and thus, any new connections need to take this into account. By vetting the opportunity to make stronger connections, especially when it comes to recreation and ecological corridors, the Vision Plan provides a strong attempt to more effectively stitch together east-west and north-south connections. Bartram Park, the Proposed Baywalk and open spaces found to the east connect, across the Port lands via greenways and sidewalk corridors, to Plaza de Luna, Palafox Pier and areas to the west. This robust network of interconnectedness linking civic uses to Downtown and tying together communal assets along the water's edge is highly desirable.

### LEGEND

-  LIVING SHORELINE
-  PROPOSED BAYWALK
-  PARK AND OPEN SPACE
-  WATERFRONT MARINA, FERRY AND ESPLANADE
-  PUBLIC PLAZA / KEY NODE
-  RESEARCH AND DEVELOPMENT
-  MIXED-USE
-  PED / BIKE CIRCULATION LOOP









## 5. A CELEBRATION OF PENSACOLA'S PAST AND FUTURE

One characteristic of the port the community expressed strong emotional connection to was observing the daily comings and goings of ships. The vessels at the port are often iconic and visually engaging. They align with the memory of the City and the idea that Pensacola was, is and forever shall be a seaport. Thus, one important feature of the port within the context of celebrating Pensacola's past and future is the ability to view the port's maritime activities.

Within the vision plan, traditional sight lines of the port's berths are maintained and expanded; the plan allows citizens and visitors to see and connect with the cargo, research and recreational ships. The ferry terminal and areas around Luna Basin, the extension of Commendencia Street to a new plaza and eastern esplanade, and other locations frame and promote views of the water and the comings and goings of vessel traffic. The plan supports installation of key beacons

and monumentation that speaks to the tall masts and past cargos that once called Pensacola home, as well as those ships that are a more recent fixture of the City's history.

One important feature aligned with the theme marking Pensacola's past, present and future is the promotion of a new welcome center that becomes the primary start and endpoint for visitors and even residents seeking to explore Downtown, the waterfront and regional sights, such as Fort Pickens. At the crossroads of the ferry terminal, Downtown, expanded parking facilities, and key walking and bike pathways, the center would introduce a series of experiences through Downtown and Pensacola Bay. We see this location as a launching off point to better understand the types of ocean technologies being studied and developed in the area, the ecology of Pensacola Bay and the Gulf Coast, the best times to view training activities of the Blue Angels, and other features.

Port lands engaged as an extension of the City should host a compelling program of signage and wayfinding elements that work to link people to/from Downtown. Art,

monumentation, gateways and other features aligned with Pensacola's brand should be used as elements in the broader wayfinding strategy.

Public space at Luna and Bartram Harbors provide places for people to enjoy the water's edge, with features and amenities programed for each location. These offer unique opportunities for showcasing Pensacola's heritage. Additionally, they should also be considered for hosting events that bring people together to enjoy music, culinary flavors and the spirit of the region.







## 6. EMBRACE NEW APPROACHES TO PORT ORGANIZATION

During the community engagement process and interviews with stakeholders, the future organization and management of the Port lands engaged in new, non-traditional seaport operations was continuously raised. Several community members expressed a view that the Port’s previous authority model of management provided a more agile, focused approach catering to current seaport tenants and building a new book of clientele. Others expressed concern as to the effectiveness a City department would have in nurturing, investing and effectively serving as landlord to other non-port upland users promoted in the vision plan.

The full—or even partial—realization of the Vision Plan will require the study and ultimate adoption of a new model(s) for development and management of the site. There are several worthwhile models to consider, ranging from some or full privatization of the Port, to establishment of an investment

authority tasked with refining the right balance of activities and commerce at the Port, maximizing the value added economic and community building opportunities envisioned under the hybrid port configuration. The successful undertaking of all aspects of seaport and other development contemplated in the plan, however, is not viewed as something the City should undertake using its present governance model.

Moving forward, one of the first steps the City should take as part of plan implementation is to form a task force charged with the study, evaluation and recommendation of the forward approaches to establish a governance model that will be most effective in achieving the aims of the plan. The task force will need to consider a number of topics:

- Operational structure and decision making;
- Attracting and maintaining team(s) with skill sets required in port operations and development;
- Reaction time to meet market opportunities;
- Packaging and marketing of opportunities at the Port;
- Continued access to grants and public finance;

- The preferred combination of initial investments;
- Mitigation of project risk;
- Governance model transition;
- Alignment with economic and social benefit;
- Allow core Port land uses to be compatible with new hybrid land uses;
- Identify land uses not compatible.

Through all of the above, the Port remains open for business with a dedicated team working to ensure tenant needs are met and facilities remain safe, reliable and utilized. The Port will continue to explore and attract businesses aligned with the seaport facilities it has today and will have for the foreseeable future. Addressing usage at the core port area that align with the future vision is key to attract future investment dollars.









# **SECTION 4**

## **IMPLEMENTATION & NEXT STEPS**



# IMPLEMENTATION & NEXT STEPS

**Vision Plan implementation will occur over time, with follow-on studies and initial investments leading to subsequent steps and projects. Advancement of the vision is reliant on the funding and design of several projects that will, when fully assembled, achieve the mission and meet the guide posts outlined in Sections 2 and 3.**

In the following section, we identify each project and initiative contemplated as Early or Next Action items in the Vision Plan.

Projects are presented in tabular format. Each entry includes a project identifier (location and number), a project name, and brief description. A linking project refers to whether the initiative requires additional research or further investment to occur prior to implementation. Finally, we present preliminary ranges of estimated costs for listed projects, as well as possible sources of grants or other funding. Estimated costs were assembled from a variety of sources and should be

considered a starting point from which further detailed study and design will yield more precise costing figures. For funding, several grant sources were reviewed and are recommended for the listed projects. Grants generally require some degree of community match, and as such there will need to be active participation by the City of Pensacola and other project sponsoring entities.

Economic development and other project funding sources can be employed to advance initiatives outlined under this vision plan. It is quite common to finance community development initiatives with multiple sources of funding—private capital and bond initiatives, philanthropic grants, incentives offered by local utilities, and local, state and federal government grants and subsidies. While government grants and subsidies are a good starting point, these types of funding are not guaranteed and may decline over time. Grants generally require some degree of local match. Materials provided within the Vision Plan provide a strong starting point to meet requirements of many grant submission applications. Local, state, and federal funding in support of community development projects is available, but it often takes a combination of funding types and sources to fully finance a single project.









## CORE INVESTMENTS

### IMPLEMENTATION & NEXT STEPS

In the tables offered, we provide an initial take on possible funding avenues for many of the early action initiatives offered. This is a starting point for ongoing detailed funding research by the City based on their desire to move forward.

## EARLY ACTION ITEMS

Early action items include studies and initiatives for pursuit over the next two to three years. These projects are expected to have a high potential for implementation given perceived funding availability, as well as community desire and the need for these projects to establish a foundation for later stage projects.

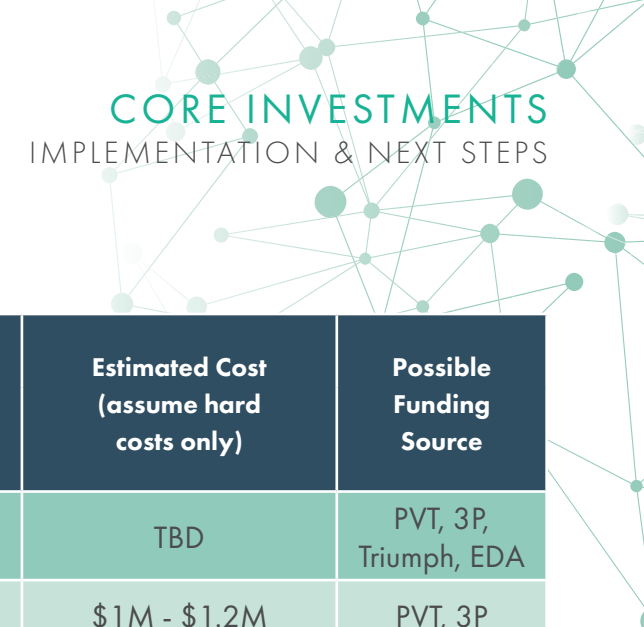
Key studies and projects are identified in the accompanying table. These include:

- Promote and advance the redevelopment of Shed 4 and surrounding areas in support of the creation of the Marine Research and Ocean Sciences Center, inclusive of upland and in-water works.

- Development of a new breakwater and living shoreline associated with protection of Bartram Harbor (Pitt's Slip).
- Advancement of development of new, 80- to 100-slip marina with Bartram Harbor, along with related fueling facilities and other infrastructure elements.
- Environmental and soils study of Port uplands areas slated for mixed-use and other hybrid Port development areas and elements.
- Design and assessment of Port gate and security fence relocation, inclusive of development of a new port security plan.
- Rehabilitation of the Port of Pensacola's Berth 6.







SCHEDULE OF IMPROVEMENTS<sup>1</sup>

LOCATION CODE & ICON (Code) <sup>(1)</sup>	PROJECT NAME	DESCRIPTION	RATING <sup>(1)</sup>		Linking Projects	Estimated Cost (assume hard costs only)	Possible Funding Source
			Community Desire (CD)	Funding (F)			
U1	Marine Research and Ocean Sciences Center	Multi-level 19,480 SF building housing offices, research and other operational support areas associated with ocean driven technology, engineering, research and education.	1	2	None	TBD	PVT, 3P, Triumph, EDA
C1	Research Vessels & Travel Lift	Installation of the operational float and related improvements for research vessel operations.	2	2	U1	\$1M - \$1.2M	PVT, 3P
C2	Living Shoreline (Breakwater)	Installation of new breakwater and living shoreline from Bartram Marina & Commendencia Park to existing Parkland.	2	2	None	\$1.5M - \$2M	NFWF 5 Star, PVT, Restore, NOAA
C3	Bartram Marina	Redevelopment of marine facilities and recreational piers.	2	2	C2	\$2M - \$2.5M	PVT, BIG
O1	Soil and Environmental Studies	Conduct soil boring, water quality and other environmental studies to determine and mitigate potential hazards.	1	2	None	\$75K (study only, greater if issues are uncovered)	FSTED, CITY, EPA, FDEP
O2	Port Gate Relocation	Assessment and design for the relocation of the Port operational security and access gate.	2	2	None	\$150K (study only)	FSTED, CITY
C4	Berth 6 Rehabilitation	Upgrade existing infrastructure and associated facilities along Berth 6.	2	2	None	\$14M	FSTED, CITY, Restore, Triumph, DIGP
C5	Full On-Port Rail Rehabilitation	Upgrade of Port docksite and warehouse serving rail.	2	2	None	TBD	FSTED, CITY, Restore, Triumph, DIGP

<sup>(1)</sup> Location Codes	
(C)	Coastal
(U)	Upland
(O)	Other Studies, Improvements and Projects

<sup>(2)</sup> Rating Codes	
(CD)	Community Desire; degree of community prioritization, with 1 (highest) to 3 (lowest)
(F)	Funding; degree to which a reliable funding source has been identified, with 1 (highest) to 3 (lowest)

<sup>(3)</sup> Funding Source Codes			
(PVT)	Private Investment	(EPA)	EPA Cleanup Grants & Funding
(3P)	Public Public Partnership	(EDA)	Economic Development Administration
(Triumph)	Triumph Gulf Coast Trust Fund	(FDEP)	FDEP Waste Cleanup Program
(FSTED)	Florida Seaport Transportation and Economic Development Grant	(DIGP)	Defense Infrastructure Grant Program
(BIG)	Fish & Wildlife Service - Boating Infrastructure Grant Program	(FDEP)	Florida Department of Environmental Protection Office of Greenways and Trails Grant
(NFWF 5 Star)	National Fish and Wildlife Foundation Five Star and Urban Waters Restoration Grant	(NOAA)	NOAA Coastal Resilience Grants
(CITY)	City Investment		
(Restore)	Restore Direct Component Funds (Pot 1)		

<sup>1</sup>Implementation timing and order to be based on market demand, tenant / private sector partner identification and availability of funds.



## NEXT ACTION ITEMS

The next grouping of action items anticipates needed early action items are completed and requisite environmental and permitting studies are conclusive and supportive of development anticipated and depicted within the vision plan.

While next action items are slated for advancement in years three to five, increasingly, **projects identified within this grouping are reliant on favorable market conditions and participation by private and/or public-private investment.** Actual advancement of several of these project items may occur outside the three- to five-year time horizon.

Key studies and projects are identified in the accompanying table. These include:

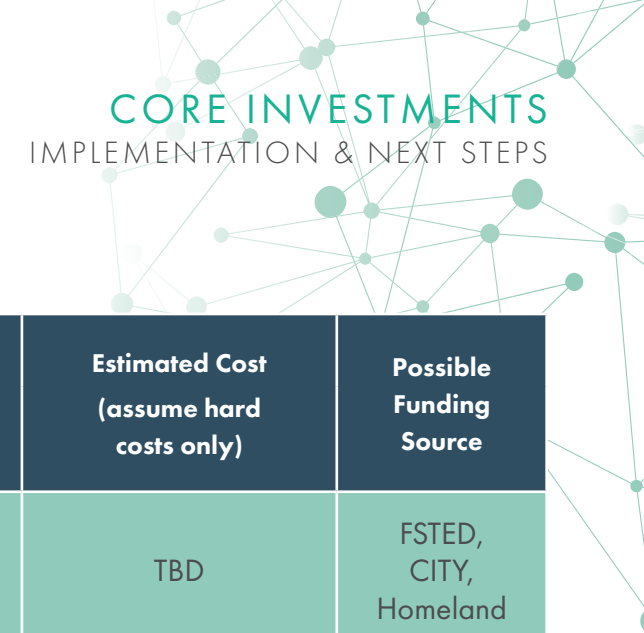
- **Port security gate and fence relocation.** Project to include earthen berm creation to serve as a buffer between secure and non-secure port areas.
- **Commendancia Street Extension, rail crossing elements and Commendancia Plaza.** Project included development of a complete street package,

from surface, curb and gutter, on-street parking, landscaping and utilities.

- **1559 Harbor School (Phase 1).** Creation of the first of two phases of the harbor school along with research dock area.
- **Gulf Innovation Hub (Phase 1).** As market conditions warrant, development of the first phase of the Gulf Innovation Hub campus, inclusive of between 40,000 - 50,000 SF on two levels and ground level parking.
- **Pensacola Maritime Heritage Center along with Marine Research and Ocean Sciences annex spaces.** Development of a +/- 5,000 SF Pensacola Maritime Heritage Center with additional supporting spaces for integration with the functions and elements of Marine Research and Ocean Sciences. Total building is estimated at 14,500 SF.
- **Bartram Harbor Mixed-Use Development.** As market conditions warrant, development of an estimated 95,000 SF of ground floor commercial capable of supporting immediate or future multi-floor additions.







SCHEDULE OF IMPROVEMENTS

LOCATION CODE & ICON (Code) <sup>(1)</sup>	PROJECT NAME	DESCRIPTION	RATING <sup>(1)</sup>		Linking Projects	Estimated Cost (assume hard costs only)	Possible Funding Source
			Community Desire (CD)	Funding (F)			
U2	Port Gate Relocation	Relocation of operational security and access gate.	2	2	O2	TBD	FSTED, CITY, Homeland
U3	Commendencia Street Extension	Landscape, sidewalk, crossing, lighting, wayfinding and other corridor enhancements.	1	3	O2, U1, U2	\$3M - \$3.4M (+\$500K for rail crossing)	3P, Triumph, CITY, EDA, FI-AL, CDBG, FHARTP, TAP, FDEP
U4	Commendencia Plaza	Development of public open space with improved water’s edge access, landscape features	2	3	C3, U3, U8	\$1.5M - \$2M	CITY, CDBG, FHARTP, TAP, FDEP, FDSHR
U5	1559 Harbor School (Phase 1)	Education facility promoting the blend of traditional academic studies with experiential learning.	2	3	U4	\$6.6M - \$7M	ECSB, USDE, FDE, DL, Triumph, PVT, 3P
U6	Gulf Innovation Campus (Campus 1)	State-of-the-art, mixed-use business incubator, inclusive of research laboratory and classrooms.	3	3	U3	\$10.4M - \$10.6M	ECSB, EDA, USDE, FDE, DL, Triumph, PVT, 3P
U7	Pensacola Maritime Heritage Center	Development of a +/- 14,500 SF building celebrating the history of the Port of Pensacola and its relevance to the growth of Pensacola, inclusive of supporting facilities.	2	3	U1	\$5.5M - \$5.8M	PVT, 3P, CITY, FDSHR
U8	Bartram Harbor Mixed-Use Development	Multi-level, 95,000 SF mixed-use development.	2	3	O1, U4, C3	\$35M - \$36M	PVT, 3P

<sup>(1)</sup> Location Codes	
(C)	Coastal
(U)	Upland
(O)	Other Studies, Improvements and Projects

<sup>(2)</sup> Rating Codes	
(CD)	Community Desire; degree of community prioritization, with 1 (highest) to 3 (lowest)
(F)	Funding; degree to which a reliable funding source has been identified, with 1 (highest) to 3 (lowest)

<sup>(3)</sup> Funding Source Codes			
(PVT)	Private Investment	(FI-AL)	FI-AL TPO Five Year Work Program
(3P)	Public Public Partnership	(ECSB)	Escambia County School Board
(Triumph)	Triumph Gulf Coast Trust Fund	(USDE)	U.S. Department of Education
(FSTED)	Florida Seaport Transportation and Economic Development Grant	(FDE)	Florida Department of Education
(BIG)	Fish & Wildlife Service - Boating Infrastructure Grant Program	(DL)	Department of Labor - WIOA
(NFWF 5 Star)	National Fish and Wildlife Foundation Five Star and Urban Waters Restoration Grant	(CDBG)	Community Development Block Grant
(CITY)	City Investment	(FHARTP)	Federal Highway Area Regional Trail Plan
(Homeland)	Homeland Security Grant	(TAP)	US Department of Transportation Alternative Program
(EDA)	Economic Development Administration	(FDEP)	Florida Department of Environmental Protection Office of Greenways and Trails Grant
		(FDSHR)	Florida Department of State Historic Resource Grants

<sup>1</sup>Implementation timing and order to be based on market demand, tenant / private sector partner identification and availability of funds.





## CORE INVESTMENTS

### IMPLEMENTATION & NEXT STEPS

## FOLLOW-ON EFFORTS

General groupings of projects continue to follow the overall roadmap outlined for each district. These elements include:

- Continual upgrade and rehabilitation of Port facilities and operational area necessary for maintaining core operations and functionality.
- Development surrounding Luna Basin, inclusive of parking garage development with commercial liner wrap.
- Continued advancement of the Gulf Innovation Hub, inclusive of additional office, research and technology building, parking areas and other features.
- Phase 2 implementation of the 1559 Harbor School.
- Completion of Bartram Harbor elements, inclusive of additional mixed-use development and harborfront esplanade features, as well as rehabilitation of the Fish House building(s).

From the vision plan, the goal to future-proof the Port area allows for a number of several future directions to occur based on market opportunities and community desire. As showcased in Section 3, shifting of priorities and market prospects for the Port—whether more or less favorable—allows the area to transform as a scenario where additional Port, logistics and related light industrial facilities can be pursued or a broader transition to mixed-uses can be advanced. Investment in key initial early and later action elements create the roadway, infrastructure and overall development framework, accommodating multiple future development directions.





## CHAMPIONING THE EFFORT FORWARD

Implementation of the Vision Plan will require sustained, continued focus and determination by individuals and groups over the long term. Perhaps the most critical element will be maintaining the momentum following this planning process. We recommend the formation of a Port of Pensacola Committee, comprised of City staff, civic leaders and other willing community members identified by the City of Pensacola. This group should be tasked to:

- Validate identified starter projects and studies that align squarely with conditions in the marketplace. Establish approaches for RFP issuance for public-private partnership opportunities.
- Study the establishment of a permanent entity dedicated to advancing design, funding, and projects identified under (or following) the vision planning effort.

- Develop design standards for the site and work to address needed changes to zoning, permitting, and other regulatory elements to solidify the community's vision and uses for the site.
- Work with the City and other outside experts to advance grant identification and writing in support of early and next stage action items.
- Develop a website, social media, and other information platforms designed to continually keep the community up-to-date on planned events and overall advancement of the vision plan and key initiatives.



# PENSACOLA

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