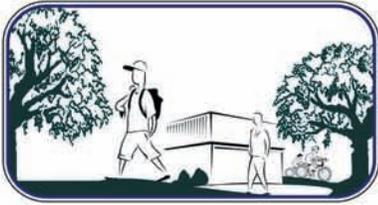




# WEST PENSACOLA SECTOR PLAN







## WEST PENSACOLA SECTOR PLAN

### Introduction to West Pensacola Sector

The West Pensacola Sector is a highly urbanized area, comprised of a mixture of university properties, university-related retail and services, student rental housing, large apartment units, stable older neighborhoods, and several government owned properties. Tallahassee Community College and Florida State University bookend the sector. Due to the close proximity to these academic institutions, the majority of investment and development proposals in the sector are focused on student or multi-family housing and other university related uses.

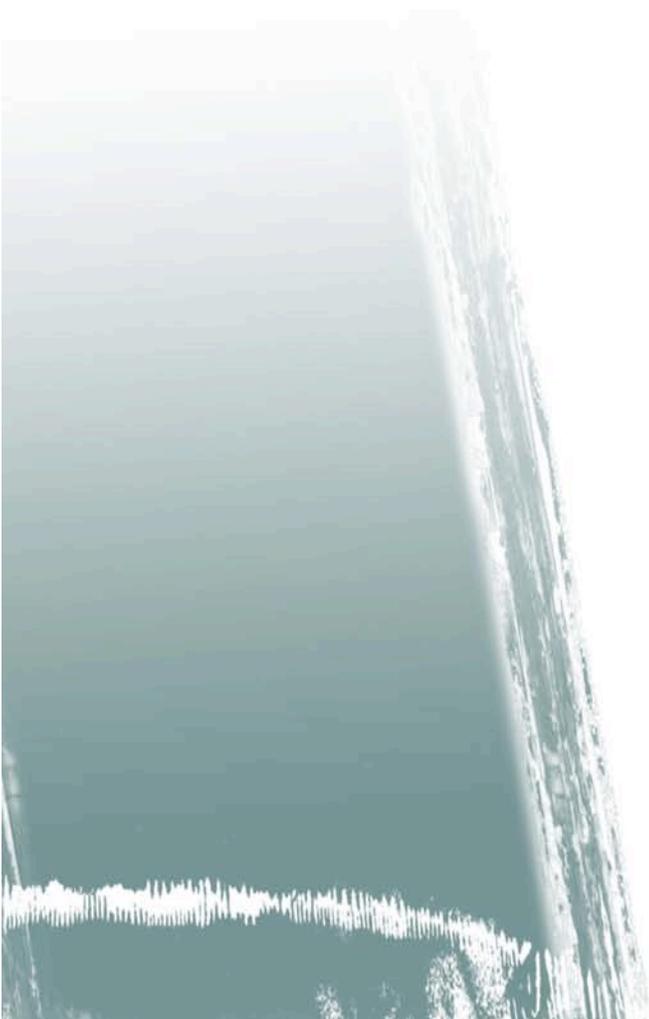
Many in the community see the Sector as part of a larger education quadrant. Most of the housing stock, either rental houses or apartment dwellings, is geared to student use, as is much of the retail development. The foreseeable goal for the West Pensacola Sector must be to provide adequate services for the area residents, while preserving the remaining viable neighborhoods.

Pedestrian, bicycle, and public transit improvements have been discussed for the Sector. Tallahassee Community College is a commuter school and Florida State is faced with an intense parking dilemma. Therefore, improvements to bicycle and pedestrian facilities in the sector are seen as an important part of reducing the traffic problems on the two primary east-west thoroughfares, West Tennessee and West Pensacola Streets. In addition, TalTran is currently reassessing its routes to better serve student needs and will be expanding its facilities in the sector.

## Sector Planning in the Southern Strategy Area

The Tallahassee-Leon County Comprehensive Plan directs the sector planning of the Southern Strategy area. The Tallahassee-Leon County Planning Department has been working diligently to meet this requirement. In early 2004, the City and County Commissions approved the South Monroe Sector Plan. Early 2005 saw the approval of the Lake Bradford Sector Plan. The Oak Ridge and the Capital Cascades Sector Plan are nearing completion. Also, sector planning was recommended in the 21st Century Council Report and by Blueprint 2000.

The purpose of this sector plan is to balance the various needs of the stakeholders and residents in the sector to provide the best outcome for our community. It is to bring this diverse community together to provide direct input in shaping the future redevelopment of the Southside over the next 20 years, and beyond. This charge includes identifying appropriate land uses for the area and providing a plan that documents the stakeholders wishes for the area. Sector planning allows a specific geographic area to be developed in a way that enhances its own unique characteristics.



## Stakeholders

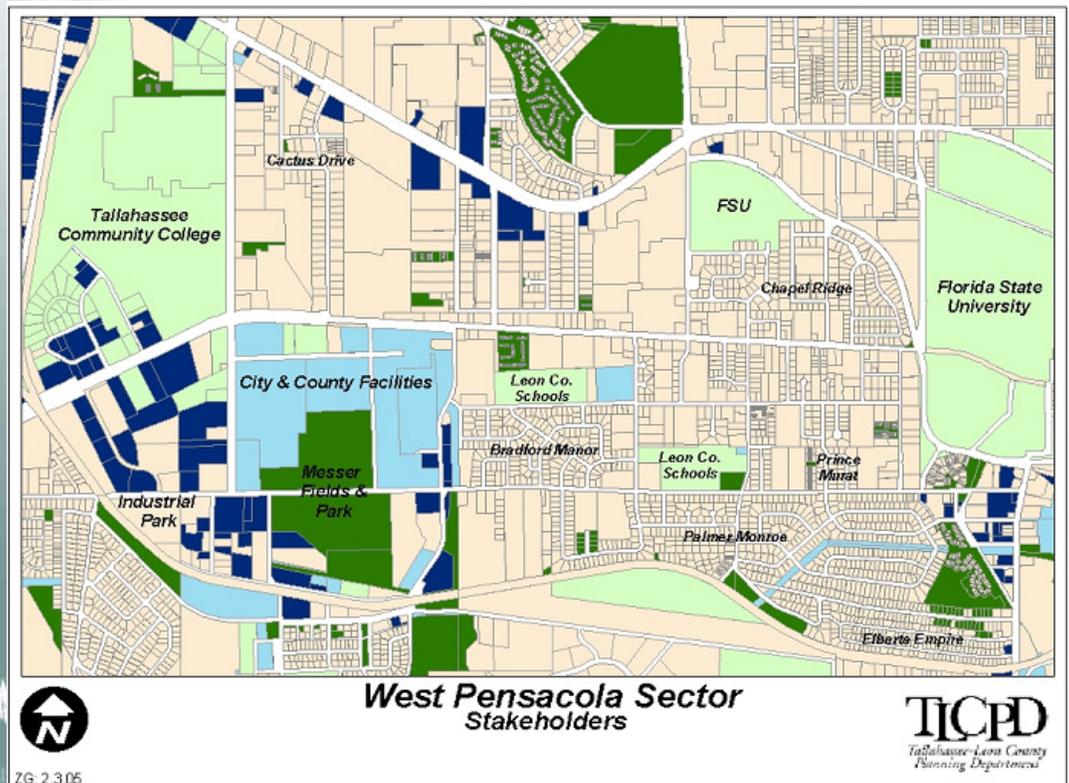
The West Pensacola Sector includes 1,488 acres and is bounded by West Tennessee Street to the north, Appleyard Drive to the west, the CSX railroad right-of-way to the south, and Stadium and Lake Bradford Roads to the east. The map below provides a more detailed view of the boundaries. Contained within the sector are a multitude of stakeholders, including universities, schools, several residential areas and a predominantly service oriented business sector. The following stakeholders will be included in this community planning process:

**Tallahassee Community College** – Founded in 1966 and relocated to its current locale in 1967, TCC currently has an approximate enrollment of 14,500, all of which are commuters. The largest feeder institution to Florida State University, TCC also has an excellent relationship with Florida A&M University. The TCC campus forms the western boundary of the West Pensacola Sector.

**Florida State University** – The athletic facilities complex and Stadium Drive form the eastern boundary of the Sector. The university was originally founded in 1857 as the West Florida Seminary. In recent decades, university enrollment has grown and the accommodating housing supply has shifted westward into the West Pensacola Sector.

**City of Tallahassee and Leon County** – Public Works facilities, Fleet management and maintenance, and the County Jail are located on Dupree Street. The City's Parks and Recreation department maintains a large athletic complex in the sector, Jacob Messer Fields and the Tallahassee Skate Park. And, the Palmer Munroe Center is located farther east along Jackson Bluff Road.

**Leon County Public Schools** – There are two public schools in the West Pensacola Sector. Brevard Elementary and Bellevue Middle Schools serve area students. Area students are served by several high schools, all located outside the sector.



## Neighborhoods

**Chapel Ridge** – The Chapel Ridge neighborhood is located to the east of Florida State with Ocala Drive forming the western border. Originally part of the Merrivale Subdivision, many of the homes along Westridge Drive and Barbara Street date back to the early 1940s. Several of these structures have been identified as historically significant. The homes were developed at a low density of 2.7 units per acre. Presently, there is an approximate 23 percent homeownership rate. This marks a considerable drop in the five years.

**Elberta Empire** – This neighborhood is comprised of the homes along Elberta and Hernando Drives, just north of the CSX Railroad. Many of the homes in this area were constructed in the early 1940s. The area has a residential density of 5.7 dwelling units per acre. Several have been recognized by the local Trust for Historic Preservation as historically significant. Analysis has shown approximately 35 percent of the residences in the neighborhood are owned.

**Prince Murat** – Serviced by Prince and Murat Streets, the neighborhood is a single-family enclave amid the growing number of apartment units in the sector. Although none are recognized as historically significant, all the houses within the neighborhood were constructed in 1950 or earlier. The current density is 3.7 units per acre. Nearly 18 percent of the area is under homeownership.

**Palmer Munroe** – Stretching from Lake Bradford Road to Mabry Road and bounded to the north by Jackson Bluff Road, the Palmer Monroe Neighborhood contains numerous housing types and a variety of residences. A majority of the homes were originally built prior to 1965, but there are several apartment dwellings that have been constructed more recently. The average density of the area is 3.7 units to the acre. Roughly one quarter of the homes are owned occupied.

**Bradford Manor** – Also referred to as Knollwood, the neighborhood is located between Bell Vue Way and Jackson Bluff Road. Mabry Street and Ausley Road form the west and east boundary of the neighborhood. The homes were constructed in the late 1950s and early 1960s. The neighborhood density of 3.7 units per acre is similar to other areas in the sector. Although recent homeownership numbers have dropped, the area maintains an ownership rate of 37 percent.

**Cactus Drive** – The Cactus Drive neighborhood is most easily accessible by West Tennessee Street. Block and Hayward Drives are also found in the area. Homes in the area are varied in type and age. There are several apartment units as well as the predominant single-family structures. Many of the homes were constructed in the 1980s, though some date to the late 1940s. Current analysis has revealed homeownership rates exceeding 50 percent and an average density of 2.1 dwelling units per acre.



## Existing Land Use

The West Pensacola Sector is nearly 1500 acres and provides residence to more than 15,000 citizens. When applying this population total to the 46 percent of the sector in residential usage, the gross density is 22.3 residents per acre. This high density is unusual when compared to other residential areas of Tallahassee. However, it is reflective of the large amount of multi-family dwellings, apartment units, and rental homes that serve the large student population.

Government Operations and warehousing comprise 18 percent of the sector. The majority of these land uses are found on the past site of Dale Mabry Field in the southwest quadrant of the Sector. There is room for expansion in both the governmental facilities and the industrial parks adjacent to the CSX Railroad.

With that expansion comes the possibility of economic development and increased employment within the Sector. Other opportunities for economic growth exist on the 121 acres (12%) of land currently vacant. In addition to vacant lands, there are several commercial parcels which are excellent candidates for redevelopment.

Retail services and office space make up nearly 10 percent of the Sector. The majority of these commercial entities serve the student populations.

2004 Existing Land Use for Sector Area

Land Use	Acreage	# of Parcels	% of whole
Single Family	355.73	1312	24%
Multi-Family	331.53	685	22%
Vacant	180.19	121	12%
Gov't. Operations	166.69	24	11%
Warehouse	109.61	53	7%
School & University	94.65	13	6%
Open Space	91.3	70	6%
Retail	83.21	77	6%
Office	39.47	19	3%
Religious/ NonProfit	22.54	11	2%
Motel/ Medical/ Clinic	13.68	7	1%
Totals	1488.6	2392	100%

## Demographics

With more than 15,000 residents in the West Pensacola Sector, the area is one of the most densely populated in our community. The strong influence of college students can be seen in several indicators. For example, 65% of the sector is between the ages of 18 and 24, with 63% currently enrolled in college.

The Sector has a minority population of approximately 44 percent, with the African American population comprising about 38%. There is a slightly stronger Hispanic influence in the Sector than throughout Leon County.

Further examples of the student population demographic are seen in household and income data. The percent of households in the Sector that are families is less than 20%, compared to 44% for Leon County. Eighty percent of the housing stock is multi-family homes, likely apartment units. Also, almost 90 percent of the Sector population rents, as opposed to only 43% in the remainder of the County. Median household incomes are well below the County value and a high percentage of households apparently live below the poverty level. While this does not discount those who are accurately represented by the data, the immense disproportion between the Sector and County averages suggests the student population significantly affects the compiled data.



Comparison of 2000 Census Demographic Data

	West Pensacola Sector	Leon County
Total Population	15,304	239,452
White	56.5%	66.4%
Black	38.4%	29.1%
Other	5.1%	4.5%
Hispanic	(6.9%)	(4.4%)
Under 5 years old	2.8%	5.7%
Age 5-17	4.5%	15.6%
Age 18-24	64.6%	21.4%
Age 25-44	21.5%	28.9%
Age 45-64	4.4%	20.0%
Age 65 and over	2.2%	8.3%
% of College Students	63.5%	21.3%
% of Adults with at least a High School Education	82.3%	89.1%
% of Adults with at least a 4-year College Degree	28.7%	41.7%
% of Households that are Families	19.8%	43.7%
Of Families with Children, % that are Single Parent	70.1%	35.0%
Median Household Income	\$14,008	\$37,517
Median Family Income	\$21,341	\$52,962
Per Capita Income	\$10,253	\$21,024
% of Persons below the Poverty Level	56.3%	18.2%
% of Families below the Poverty Level	31.3%	9.4%
Unemployment Rate	5.7%	5.7%
% using Public Transportation to Work	5.4%	1.6%
% of Households with no vehicle available	9.0%	7.1%
% of Households with 1 vehicle	48.5%	38.8%
% of Households with 2+ vehicles	42.5%	54.1%
Singlefamily homes	17.2%	58.1%
Multi-family homes	80.3%	30.9%
Mobile homes	2.5%	10.8%
Vacancy Rate	8.5%	7.2%
Home Owners	10.9%	57.0%
Renters	89.1%	43.0%
Median Home Value	\$60,767	\$110,900
Median Rent	\$452	\$606

## Recent Trends in Housing

The primary land use of the Sector is residential. Approximately 45 percent of the land area is comprised of residential use; nearly equal proportions of single- and multi-family dwelling units. Census data from 2000 reveals that homeownership across the entire sector is slightly more than 10 percent. Nearly 90 percent of the sector population rents for its housing needs. However, multi-family dwelling units make up only 80 percent of the housing stock. This discrepancy may account for the transition of many single-family houses to student rentals.

A study conducted during the Rooming House study in 1999 provided a point of reference when analyzing the recent housing trends. Each of the six major neighborhoods has seen decreased homeownership rates in the past 5 years. In 1999, four of the neighborhoods had homeownership rates of 40 percent or greater, with the Cactus Drive area at nearly 70 percent. Today, every neighborhood has lost at least 10 percent of its owner occupied housing. In fact, homeownership numbers in Chapel Ridge have fallen by 47 percent. Today, the Cactus Drive area is the only neighborhood with ownership rates greater than 45 percent.

The analyzed data and calculations suggest a trend of increasing rental use. Those neighborhoods closest Florida State are the three with the lowest percentage of owner-occupied homes. Prince Murat and the adjacent parcels (16.76%), Chapel Ridge (22.7%), and the eastern portion of Palmer-Monroe (23.34%) have very low percentages of homeownership despite the low density, single-family house development patterns. The proximity of these areas to the Florida State campus makes each desirable for renters in search of short commutes.

In addition to the rental transformation of single-family neighborhoods, the sector has experienced the continued construction of apartment. New projects have begun throughout the Sector and several are currently being proposed. The West Pensacola Sector will only increase in density as commute times and utilization of public transit increases. Attractiveness of the area is measured by its proximity to the two colleges. The West Pensacola Sector is the logical location in which to accommodate student housing needs.



## Transportation Issues

The West Pensacola Sector is characterized by its proximity to Florida State University and Tallahassee Community College. With these two institutions as primary destinations, the Sector has three significant east-west roadways in West Tennessee Street, West Pensacola Street, and Jackson Bluff Road. Appleyard, Ocala, Lipona Roads, and Stadium Drive provide north-south connections. Below is a listing of sector roadways within the sector and their classification.

Roadways	Classifications			
	Principal Arterial	Minor Arterial	Major Collector	Minor Collector
West Tennessee Street	X			
West Pensacola Street		X		
Appleyard Drive			X	
Ocala Road			X	
Jackson Bluff Road			X	
Call Street			X	
Bryan Street			X	
Stadium Drive			X	
Mabry Street			X	
Ausley Road			X	
Chapel Drive				X
Belle Vue Way				X
Lipona Road				X
Hayden Road				X
Pepper Drive				X





The majority of roadways in the sector are operating well above capacity. Several significant collector roads and numerous residential streets afford an adequate flow of vehicular traffic. There are a few streets that are currently at, or near, capacity. Below is a list of the constrained facilities.

Roadway	Segment	
	Beginning	End
West Tennessee Street	White Drive	Ocala Road
Appleyard Road	West Tennessee Street	Jackson Bluff Road
Ocala Road	West Tennessee Street	West Pensacola Street
Jackson Bluff Road	Hendry Street	Lake Bradford Road
West Call Street	Stadium Drive	West Tennessee Street
Lipona Road	West Pensacola Street	Pepper Drive
Stadium Drive intersection with Lake Bradford Road and Gaines Street.		

There are several proposed projects to improve the flow of traffic, increase capacity on constrained roadways, and provide alternate forms of transportation. Below is a summary of the infrastructure improvements proposed and planned for the West Pensacola Sector.

These projects are proposed for the sector by the City Growth Management Department:

- Installation of traffic signals at the entrance to Tallahassee Community College on Appleyard Road.
- Intersection improvements at the meeting of Gaines Street, Lake Bradford Road, Stadium Drive, and Champions Way.

These projects are laid forth by the Tallahassee–Leon County Metropolitan Planning Organization Transportation Improvement Plan:

- Pedestrian and Street Safety (PASS) Program – study and design for Belle Vue Road between Ausley and Hayden Roads.
- Resurfacing West Tennessee Street between Capital Circle NW and Ocala Road.
- Design and Construction of West Tennessee Street Gateway improvements between Ocala Rd. and Dewey St. The improvements will include bicycle and pedestrian facilities, extensive landscaping, and improved lighting.
- Safety improvement made at the Mabry St. railroad crossing.

In addition to the infrastructure improvements, the Tallahassee-Leon County Planning Department is considering the inclusion of the sector within an Education Quadrant, which could carry with it status as a transportation concurrency exemption area (TCEA). This option would require a comprehensive plan amendment and coordination with the Florida DCA.

## Environmental Analysis

The West Pensacola Sector Planning area is located within the southern extent of the Tallahassee Red Hills of North Florida where it meets the Lake Munson Sandhills. The natural environment of this ecological interface has over time created a rich mosaic of karst topography, longleaf pine, cypress, and live oak dominated forests, listed animal and plant species such as Gopher Tortoise, Wood Stork, and Bent Golden Aster, and significant freshwater features connected to the aquifer through the area's karst topography. However, the West Pensacola Sector Planning area has been heavily urbanized, resulting in the channelization of natural streams and the filling of once extensive wetland systems through which surface water once drained off the Red Hills.

Much of this area is relatively flat compared to much of the Red Hills, and its proximity to downtown has invited development such as airports, schools, single and multifamily dwellings, and industrial, government, and other institutional land uses. There are few forested parcels left from development, and there are no known listed species or significant wetlands or wildlife habitat. The West Drainage Channel or ditch drains a large area to the north of the planning area and forms the western and southwestern boundary of the West Pensacola Sector Planning area. A large area within the Sector Planning area through these ditches traverses is within the 100-year flood zone. This area has been identified for a potential greenway as part of the proposed Education Quadrant. A significant area east of Appleyard Drive is low and floodprone, and drains via a channelized ditch into the West Drainage Channel. The channelized ditch that drains much of Frenchtown and Florida State University flows through the southeast corner of the West Pensacola Sector Planning area, and much of this area is within the 100-year flood zone. The City of Tallahassee has purchased a number of individual residential lots in the latter area as part of its stormwater management program.

The James Messer softball fields, the Palmer – Monroe Community Center, and the Stadium Drive greenway trail or shared-use path are located within the West Pensacola Sector Planning area. There are no other City of Tallahassee or Leon County parks or greenways.

There are at least 382 known utility, drainage, conservation, and other mapped easements within the West Pensacola Sector Planning area. Of these, 16 are conservation easements, and 57 are drainage easements. The area covered by these two types of easements is approximately 73 acres, or approximately four percent of the planning area.

There are no natural lakes within the planning area, and no Special Development Zones around any water features.

Although there are no known active karst features such as sinkholes mapped by Leon County within the sector planning area, there are several significant potential karst features. The largest of these is located in the northwest corner of the planning area.

## Public Safety

Below are the crime statistics for the West Pensacola Sector as compiled by the Crime Analysts with the City of Tallahassee Police Department. This data reflects the statistics from the time period beginning January 1st until December 31st of 2004. Unfortunately, a comparison with 2003 data reveals Burglaries and Auto Theft statistics significantly increased in the past year.

### Crimes within the West Pensacola Sector

Crimes for 2004	West Pensacola Sector	City of Tallahassee	% of City of Tallahassee
Violent Crimes	302	2,799	10.79%
Burglaries	424*	2,949	14.38%
Sex Crimes	56	258	21.71%
Other Crimes	2,233	21,949	10.17%
Totals	3,015	27,955	10.79%

### Commercial & Automotive Crime within the West Pensacola Sector

Crimes for 2004	West Pensacola Sector	City of Tallahassee	% of City of Tallahassee
Auto Theft	111*	1,010	10.99%
Auto Burglaries	153	1,046	14.63%
Commercial Burglaries	26	404	6.44%
Totals	290	2,460	11.79%

Source: Tallahassee Police Department's Printrak CAD and Omega Crimeview systems.  
(Researched and Compiled by Analyst Annie Thompson)

\* The 2003 data shows Burglary totals at 203 and 67 Auto Thefts in the last year. This translates to a 108% and 66% increase respectively.

In reference to the above tables:

- Violent Crimes include homicide, robbery, assaults and batteries (all attempts).
- Burglaries include auto, commercial and residential (all attempts).
- Sex Crimes include sexual battery, lewd/lascivious activity, loitering/prowling (all attempts).
- Other Crimes include any other crime not itemized above along with associated attempts.

## Government Initiatives and Significant Private Expenditures in Sector

There are several budgeted and proposed projects slated for the Sector in the coming years. Below is a brief summary of the Governmental projects and a few examples of private sector investment and redevelopment.

### City of Tallahassee Capital Improvement Budget Items

- Lake Bradford Road Gateway Enhancements (p. 295)
- Mabry Street Municipal Complex Safety/Security Improvements (p. 341)
- Chapel Drive Stormwater Improvements (p. 362)
- TALTRAN maintenance facility expansion (p. 379)
- Neighborhood Enhancement Program - Columbia, Valencia, and Escambia Drives will be improved by enclosing ditches, adding curb & gutter, and installing a sidewalk on one side of the road.

### Tallahassee-Leon County MPO Transportation Improvement Plan

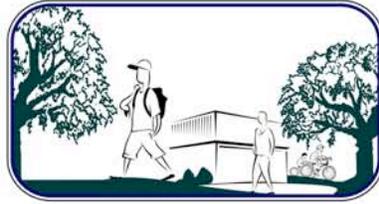
proposed projects and those in-progress are noted earlier in the Transportation Issues section.

### Private Development Proposals

- Ooten Mixed Use Development at the corner of Chapel Drive and West Pensacola Street.
- Osceola Village expansion at the corner of Chapel Drive and West Call Street.
- Hamilton Park expansion with the construction of several new warehousing facilities.







# WEST PENSACOLA SECTOR PLAN



## PRIORITY ISSUES





## Priority Issue 1 – Land Use

The Planning Department met with the residents, property owners and other interested people to discuss the future of the West Pensacola Sector. Through brainstorming and small group exercises the public provided comments as to how the sector should develop in the future. Many of the comments received were from two general views. Resident-owners (people who reside in the sector) expressed concerns about the apartments, traffic, noise, loss of families in the sector and other impacts of high-density development and an urbanizing area and their desire for neighborhood protection. Rental-owners (people who own rental homes or investment property in the sector) expressed a desire for all or portions of the sector to be redeveloped to permit higher density housing, retail and other supporting uses.

All parties generally agreed with directing the highest density/intensity development to the corridors and moving industrial/government operation uses from the old Dale Mabry lands. Rental-owners and Resident-owners generally disagreed with the level of density to apply away from the corridors.

To assist the public in developing a vision for the sector, the Planning Department provided the following information:

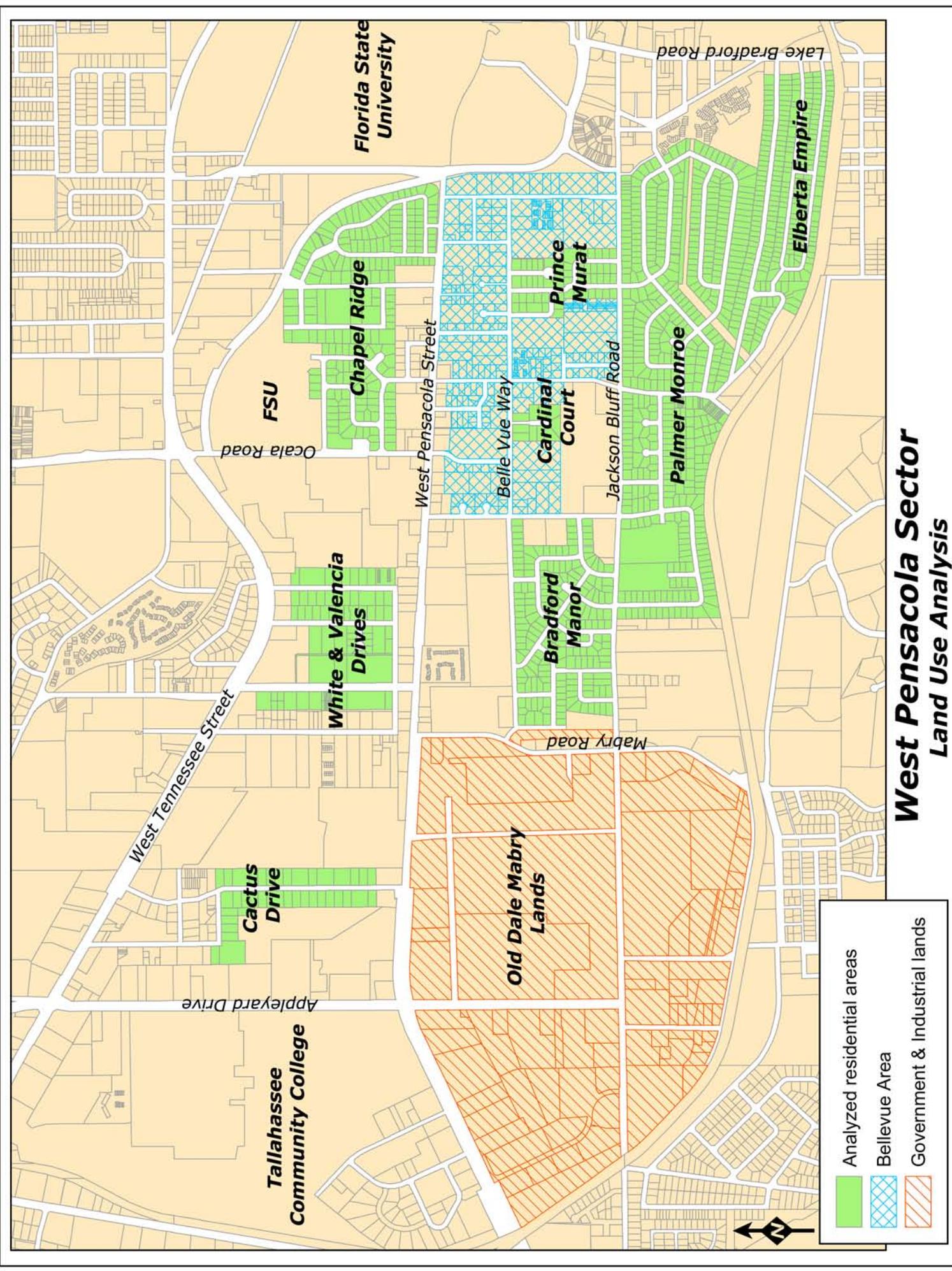
### Composition of Future Population

According to the 2000 Census data, 63.5% of the sector population or 9,718 residents are students. With this sector positioned between Florida State University and Tallahassee Community College and with the continuous construction of multifamily units in the area, this area will maintain a high percentage of students. In addition, the opposite effect is taking place in the single-family neighborhoods. Since 2000, home ownership has declined significantly in every neighborhood in the sector. The trend is for an increase in renters and students. Major intervention from the public and private sector would be needed to change this trend.

**Table 1: W. Pensacola Sector Neighborhood Profiles**

Neighborhoods	# of Homes	# of Renters	# of Home-owners	% of Home-ownership	% Loss since 2000 Analysis
Cactus Street	41	16	25	60.97%	-26.5%
Elberta Empire	198	115	83	41.91%	-15.3%
Bradford Manor	184	116	68	36.95%	-23.0%
Palmer Monroe(W)	195	144	51	26.15%	-34.6%
Palmer Monroe (E)	277	212	65	23.47%	-31.6%
Chapel Ridge	178	137	41	23.03%	-48.75%
Prince Murat*	27	21	6	22.22%	-25.0%
Bellevue Area	257	200	57	22.18%	-17.4%
White/ Valencia	70	62	8	11.43%	NA

\*Prince Murat is contained within the larger Bellevue Area and has been counted twice in this analysis.



# West Pensacola Sector Land Use Analysis

	Analyzed residential areas
	Bellevue Area
	Government & Industrial lands