



City of Pensacola

Environmental Advisory Board

Agenda

City of Pensacola
222 W. Main Street
Pensacola, FL 32502

March 6, 2025, 2:00 PM

Hagler-Mason, 2nd Floor

One or more members of City Council may be in attendance.

The meeting can be watched via live stream at cityofpensacola.com/video.

CALL TO ORDER

ROLL CALL

APPROVAL OF MINUTES

1. 25-281 APPROVAL OF MINUTES: REGULAR MEETING DATED 01.02.2025 & WORKSHOP MINUTES DATED 02.13.2025

Recommendation: That the Environmental Advisory Board (EAB) approve meeting minutes from 01.02.2025 and Workshop meeting minutes from 02.13.2025.

Sponsors: Katie Dineen - Chair

Attachments: EAB Workshop Minutes 02.13.2025
EAB Minutes 01.02.2025

PRESENTATIONS

STAFF COMMUNICATIONS

2. 25-284 UPDATES

Recommendation: That the EAB receive staff communications.

Sponsors: Katie Dineen - Chair

Attachments: None

ACTION ITEMS

3. 25-283 LDC REVIEW PROCESS AND COMMENTS

Recommendation: That the EAB discuss, review and if needed, comment on environmental issues within the LDC.

Sponsors: Katie Dineen - Chair

Attachments: 00_Pensacola LDC Approach_v6
2025-01-22_CC Kick-off Meeting_v2_

DISCUSSION ITEMS

BOARD MEMBER COMMENTS

PUBLIC COMMENT

ADJOURNMENT

If any person decides to appeal any decision made with respect to any matter considered at such meeting, he will need a record of the proceedings, and that for such purpose he may need to ensure that a verbatim record of the proceedings is made, which record includes the testimony and evidence upon which the appeal is to be based.

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City of Pensacola

222 West Main Street
Pensacola, FL 32502

Memorandum

File #: 25-281

Environmental Advisory Board

3/6/2025

LEGISLATIVE ACTION ITEM

SPONSOR: Katie Dineen - Chair

SUBJECT:

APPROVAL OF MINUTES: REGULAR MEETING DATED 01.02.2025 & WORKSHOP
MINUTES DATED 02.13.2025

RECOMMENDATION:

That the Environmental Advisory Board (EAB) approve meeting minutes from 01.02.2025 and Workshop meeting minutes from 02.13.2025.

HEARING REQUIRED: No Hearing Required

SUMMARY:

The EAB held their regular meeting on 01.02.2025 and held a Workshop on 02.13.2025, this item approves the minutes from each of those meetings.

PRIOR ACTION:

January 2, 2025 -- EAB Meeting
February 13, 2025 -- EAB Workshop

FUNDING:

N/A

FINANCIAL IMPACT:

N/A

LEGAL REVIEW ONLY BY CITY ATTORNEY: No

STAFF CONTACT:

Don Kraher, Council Executive

Katherine Kuhn, Environmental Coordinator
Chase Crawford, City Arborist

ATTACHMENTS:

1. EAB Workshop Minutes 02.13.2025
2. EAB Minutes 01.02.2025

PRESENTATION: No



City of Pensacola

Environmental Advisory Board

MINUTES

City of Pensacola
222 W. Main Street
Pensacola, FL 32502

February 13, 2025, 2:00 PM

Hagler-Mason, 2nd Floor

Members Present: Katie Dineen, Chair, Neil Richards, Vice Chair, Blase Butts, Jay Massey, Jordan Poole

Members Absent: Kelly Hagen, Katie Fox, Rachel Mahone, Mark Gottschalk

Others Present: Don Kraher, Council Executive, Sonja Gaines, Council Assistant, Katherine Kuhn, Environmental Coordinator, Kia Goldsmith, Shante Smith, Eduardo Lora, Christian Wagley

CALL TO ORDER:

The Workshop Meeting was called to order by Chair Dineen.

ROLL CALL:

A quorum was established.

PRESENTATIONS:

There were no presentations.

STAFF COMMUNICATIONS:

There were no communications.

DISCUSSION ITEMS:

1. 25-138 LAND DEVELOPMENT CODE REVIEW

Recommendation: That the Environmental Advisory Board (EAB) have a discussion regarding the upcoming Land Development Code Review process.

Sponsors: Katie Dineen - Chair

Attachments: Exhibit 2-Pensacola LDC Matrix_v7

Environmental Coordinator reviewed the Phase I matrix and Phase II timeline developed by Inspire Placemaking Collective, Inc. that is on the City's webpage for the review process of the City's Land Development Code, pointing out how to submit comments and the timeline of the first round of public meetings to be held.

One thing mentioned from public works was stormwater that the EAB might be interested in. Another is the active transportation plan.

Board member comments included addressing mixed use development, parking requests, improving pervious surfaces for stormwater retention on site and offering incentives, treatment of stormwater before entering waterways, flexibility for offsite treatment of stormwater, placement of landscape debris to keep out of streets and stormwater outlets, mitigate things getting into stormwater pipes, re-use of water for sprinkler systems, clean-up landscape language, should chapter 12-6 Tree/landscape regulations be in the LDC, tree removal, placement of underground utilities and, septic to sewer conversion.

Comments made by Christian Wagley included the need for more mixed use, more multi-housing units vs single family in neighborhoods, development of neighborhood businesses, expand formed base standards, need for covered bike parking, street standard widths, tree standards and benefit of street trees.

Eduardo Lara, CIVICCON Communications Director announced the upcoming CIVICCON presentation on Zoning for Opportunity with Rebekah Kik on Monday, February 24, 2025, that will be held at Wesley Abbey and smaller session, the following morning February 25, 2025 at Maritime Place. He invited members to sign up to attend. There is no charge to attend.

Environmental Coordinator summarized broad topics discussed: stormwater mitigating pollution, include Active Transportation Plan and how it is addressed in the LDC, trees and how to clean up language relative to development, incentives to builders and mixed use purposes for zoning.

BOARD MEMBER COMMENTS:

There were no further board member comments.

PUBLIC COMMENT:

There were no further public comments.

ADJOURNMENT:

There being no further business to come before the Board, the workshop was adjourned at 3:44 p.m.



City of Pensacola

Environmental Advisory Board

Minutes

City of Pensacola
222 W. Main Street
Pensacola, FL 32502

January 2, 2025, 2:00 PM

Hagler-Mason, 2nd Floor

Members Present: Katie Dineen, Chair, Neil Richards, Vice Chair, Katie Fox, Jay Massey
Jordan Poole, Matt Gottschalk, Rachel Mahone(arrived late)

Members Absent: Kelly Hagen, Blase Butts

Others Present: Don Kraher, Council Executive, Sonja Gaines, Council Assistant,
Katherine Kuhn, Environmental Coordinator, Chase Crawford, Arborist,
Wendy Gavin, Streets and Traffic Division Manager, Victoria Daycard;
Lauren Hamilton, Amie Birk

CALL TO ORDER:

The meeting was called to order by Chair Dineen.

ROLL CALL:

A quorum was established.

Council Executive informed the board that there was an add on discussion item regarding the potential use of tree planting trust fund money. It is brought to the board's attention to get your thoughts, there is no formal action to be taken. In order to add it on, you would need a motion and second to add it on. It will have to have a super majority vote, which means all six members would have to vote to add it on.

Chair Dineen made a motion to add the discussion item on the agenda, seconded by Member Gottschalk. The motion carried 6 – 0, with member Mahone absent for the vote and two other members absent.

APPROVAL OF MINUTES:

1. 24-833 APPROVAL OF MINUTES: REGULAR MEETING DATED NOVEMBER 7, 2024.

Recommendation: That the Environmental Advisory Board (EAB) approve the minutes from the November 7, 2024 EAB meeting.

Sponsors: Katie Dineen - Chair

Attachments: EAB Minutes 11.07.2024

Motion made by Member Gottschalk, seconded by Chair Dineen to approve the minutes of the November 7, 2024 meeting. The motion carried 6 – 0, with member Mahone absent for the vote and two other members absent.

PRESENTATIONS:

There were no presentations.

Member Gottschalk indicated that he had an item to bring up for discussion. Council Executive indicated that he could bring it up during Board Member Comments.

STAFF COMMUNICATIONS:

There were no additional staff communications. Comments will be made during the discussion item.

ACTION ITEMS:

2. 24-1263 EAB REVIEW OF REQUEST FOR USAGE OF TREE PLANTING TRUST FUNDS IN EXCESS OF \$25,000 -- CITY HALL

Recommendation: That the EAB review the request for use of Tree Planting Trust Funds in excess of \$25,000, in accordance with City Code Section 12-6-10(c)(1).

Sponsors: Katie Dineen - Chair

Attachments: None

Chase Crawford, Arborist reviewed the proposed new landscaping plan for the City Hall parking lot, the removal of dead trees, pruning of trees that will remain, and the bulk of the landscaping, including an irrigation system. He chose all the plants and presented to bidders. He chose low maintenance, hurricane tolerant, and high salinity tolerant plants. The two outer islands will be graveled with ornamental rock.

(Board Member Mahone arrived)

Wendy Gavin introduced herself as the City's Streets and Traffic Division Manager, who oversees the arborist and environmental coordinator. She reviewed various projects that the City will be looking at for additional tree plantings, especially the Arbor Day grant fund projects that will be happening. They are working on getting bids out for the first of those projects which will be about 125 trees.

The arborist indicated that additional monies will be coming into the tree planting trust fund due to several violations of the tree planting ordinance. With the bids, there is a two-year maintenance contract that includes watering and a warranty for the trees.

Further comments were made about the species, whether consideration had been given to maintaining some of the tree trunks for owl habitats, and the bid quotes received.

Chair Dineen made a motion that the EAB approve the request for usage of tree planting trust funds, seconded by Member Massey. The motion passed 7 – 0, with two members absent.

DISCUSSION ITEMS:

25-1 ADD-ON -- EAB REVIEW OF REQUEST FOR USAGE OF TREE PLANTING TRUST FUNDS IN EXCESS OF \$25,000 - BAYFRONT

Recommendation: That the EAB review the request for use of Tree Planting Trust Funds in excess of \$25,000, in accordance with City Code Section 12-6-10(c)(1).

Sponsors: Katie Dineen - Chair

Attachments: None

Council Executive explained the reason the item was an add-on item for the agenda. The request was for design and there was a question as to whether the tree trust fund could be used for design, Legal is taking a look at that, but we wanted to bring this item forward so that staff could get your comments and see where you stood on the project as a whole. There is no action required today.

Environmental Coordinator indicated that the Land Development Code is presently being reviewed and there could be some fine tuning and editing and there might be some edits of the tree ordinance. The tree ordinance mentions installment and maintenance but design is not specifically used.

Streets and Traffic Division Manager explained that they were looking at ordinances that might need to change. Should design be added into the ordinance. A lot of the FDOT projects do not have any funding for landscaping and the City has to come in afterward and be able to work with FDOT to get design of trees or other landscaping as part of that project.

As part of the Suntrail project, FDOT will be removing a lot of the trees and landscaping on Bayfront Parkway. The Suntrail Grant cannot pay for landscaping, so this is something that the City is looking at to help with the landscaping design. It is about \$75,000 for this mile long section of the Suntrail. They want the landscape design to flow with the street design and the trail design. The trail design is about 90% complete. Where all the landscaping is being taken out, the goal is to have new landscaping put in the center median and the area adjacent to the trail, the area between the curb and the trail. That might just be grass, but we wouldn't ask the tree trust fund to pay for that. If there is a place for trees or lower growing shrubs or something, that will be something we would come back to the EAB and talk about. Is the design work for this project, where they are going to be taking out trees and other shrubbery, is the tree trust fund an acceptable source or should the city be looking at other means to provide funding. If it is something about design of a tree canopy that is something for the EAB to talk about. If there are not going to be any trees added, or if it is shrubs with a habitat, is there a limit, a certain percentage. Looking for thoughts from the EAB members.

Member Fox expressed her concerns about using the tree trust fund for design purposes for the potential that it could be a slippery slope to design any project within the city, especially with the city hall landscape plan and now replacing landscaping on Bayfront. The perception could be that all of the money is being used downtown.

Council Executive read from the code, “that the first priority for the expenditure of funds deposited in the tree planting trust fund is for restoration of the tree canopy in the area where trees generating the funds were removed.” That portion of the code falls in Chapter 12 of the Land Development Code which is currently undergoing an overhaul. On January 22*, there is going to be a special workshop with Inspire Communities, the consultant overseeing the re-write of the LDC will give an overall presentation. Members of the EAB are welcome to attend. (*due to the snow storm, the workshop is rescheduled to February 25, 2025.)

The arborist indicated that if members had any location suggestions for trees, to please let him know.

Member Gottschalk suggested Gregory Street, between Coyle and Baylen. He has some other locations and will get with the arborist.

As part of the Arbor Day grant, the arborist will be able to provide information about the 125 trees that will be planted throughout the city.

Member Gottschalk and Member Richards expressed their concerns about using funds for design from the tree planting trust fund.

3. 24-1274 DISCUSSION ITEMS: STRATEGIC PLAN, MONTHLY MEETINGS, UPDATES ON GRANTS, SOLAR CANOPIES

Recommendation: That the EAB discuss items as described above.

Sponsors: Katie Dineen - Chair

Attachments: None

Chair Dineen opened discussion for this item, calling on Environmental Coordinator to provide input. She provided background information on the Strive to Thrive Strategic Plan document and provided implementation charts that provided a check list to follow to see how it fits with the strategic plan. Any ideas for grants or projects the EAB might have, please forward to her. She also reported on the Solar panel project for Bayview Community Center,

Member Gottschalk suggested looking into establishing bike lanes south of Garden Street, specifically on Romana Street, between Coyle and Baylen for greater connectivity. Bike Pensacola might be able to help with that.

Environmental Coordinator suggested that may be a project to look at as possibly establishing a small pilot project.

With the impending workshop on the Land Development Code, Member Gottschalk presented a letter he drafted for changes in the Land Development Code to make other forms of transportation feasible to reduce dependency on personal automobiles. The current Land Development Code does not sufficiently allow for walkable development and the car centric road network disincentivizes trips on foot and on bike. Possible solutions would be to eliminate

government mandated parking minimums, upzone urban tracts to allow for higher density and mixed-use development and create a comprehensive protected bike lane network downtown.

Council Executive indicated it might be premature for the board to take formal action without hearing from the transportation planner and other staff involved with the process and without the board having the time to digest the proposal. It seems that it is geared to the downtown area, but we also have the uptown area that is covered by the land development code. The walkability and bike ability are on the forefront for consideration.

Member Gottschalk stated that he just wanted to present some environmental reasons why the proposed changes would be beneficial on zoning requests.

Chair Dineen opened discussion on meetings of the board, whether to stay with meeting every other month or go back to monthly meetings. Consensus of the board was to stay with every other month meetings until there is a strong reason to go back to monthly meetings.

As a matter of keeping the board informed, the Environmental Coordinator indicated she would be willing to send out various updates to the board on city happenings and pending issues.

BOARD MEMBER COMMENTS:

Chair Dineen indicated that she agreed with the concept outlined in Member Gottschalk's letter and improving connectivity of bicycle safety throughout the City. Other board member comments included acknowledging the benefits of electric vehicles in reducing exhaust pollution, the need for safe bike lanes, the benefit of small wins like establishing a natural habitat landscape initiative in the code to encourage citizens to plant natural habitats in their yards that would be protected from code enforcement violations, learning more about the Bluffline project that would connect UWF to downtown, linking the Climate Action Plan and the resiliency plan with the strategic plan.

PUBLIC COMMENT:

Lauren Hamilton participates in research with EPA regarding water quality, soil quality and stormwater development and wanted to know how active the board is with stormwater projects. Trees are a huge variable in stormwater management and are very beneficial and help with urban forestry. When selecting the trees, look at how much water they retain.

Dr. Victoria Daycard works for EPA and expressed her interest in the various topics discussed by the board. She looks forward to getting involved in the community and attending other meetings.

ADJOURNMENT :

There being no further business to come before the board, the meeting was adjourned at 4 p.m.



City of Pensacola

222 West Main Street
Pensacola, FL 32502

Memorandum

File #: 25-284

Environmental Advisory Board

3/6/2025

DISCUSSION

SPONSOR: Katie Dineen - Chair

SUBJECT:

UPDATES

RECOMMENDATION:

That the EAB receive staff communications.

HEARING REQUIRED: No Hearing Required

SUMMARY:

Updates: Funding for the Arbor Day Grant, the EECBG Solar Project and the Department of Agriculture \$1M Grant

PRIOR ACTION:

None

FUNDING:

N/A

FINANCIAL IMPACT:

N/A

LEGAL REVIEW ONLY BY CITY ATTORNEY: No

STAFF CONTACT:

Don Kraher, Council Executive
Katherine Kuhn, Environmental Coordinator
Chase Crawford, City Arborist

ATTACHMENTS:

None

PRESENTATION: No



City of Pensacola

222 West Main Street
Pensacola, FL 32502

Memorandum

File #: 25-283

Environmental Advisory Board

3/6/2025

ACTION ITEM

SPONSOR: Katie Dineen - Chair

SUBJECT:

LDC REVIEW PROCESS AND COMMENTS

RECOMMENDATION:

That the EAB discuss, review and if needed, comment on environmental issues within the LDC.

HEARING REQUIRED: No Hearing Required

SUMMARY:

The City is currently undergoing a review of the Land Development Code. Currently, there is an opportunity to comment regarding the code and provide input. This item provides the opportunity to discuss, review and comment (if needed) that may be submitted on behalf of the Board. Individuals may comment without regard to EAB input.

PRIOR ACTION:

February 13, 2025 -- EAB Workshop on LDC review process

FUNDING:

N/A

FINANCIAL IMPACT:

N/A

LEGAL REVIEW ONLY BY CITY ATTORNEY: No

STAFF CONTACT:

Don Kraher, Council Executive

Katherine Kuhn, Environmental Coordinator
Chase Crawford, City Arborist

ATTACHMENTS:

1. 00_Pensacola LDC Approach_v6
2. 2025-01-22_CC Kick-off Meeting_v2_

PRESENTATION: No

TO: Cynthia Cannon, AICP, Planning & Zoning Division Manager
CC: Sherri Morris, AICP, Development Services Department Director
FROM: Patricia Tyjeski, AICP, Project Manager
DATE: April 9, 2024
SUBJECT: LDC Assessment Recommendations – Approach to LDC Update

A brief look through the Pensacola Land Development Code (LDC) shows that the City is committed to protecting its rich collection of historic resources; encouraging and facilitating sensible infill and redevelopment; preserving the character of the City core; and extending the core's best qualities, such as walkability, grid pattern, and traditional urban form, to other areas of the City. It is also evident that incremental changes over the years have made the code lengthy and difficult to navigate.

The City engaged Inspire Placemaking Collective, Inc. (Inspire) to assist with a review of the LDC and develop recommendations for improvement. The LDC assessment exercise included a thorough review of the LDC by the Inspire Team and significant input from staff and some stakeholders identified by the City. This memorandum contains recommendations for the update of the LDC based on that assessment.

I. OVERVIEW

The intent of the LDC is to implement the City's vision for growth; not just for the City as a whole, but also for the diverse neighborhoods that comprise the City. To implement that vision, the LDC should set clear standards for development and redevelopment and establish development review processes and procedures.

The LDC is used by different groups for different purposes. Property owners use the LDC to determine what they (and their neighbors) can do on their property; developers/designers use it to design new buildings and sites or modifications to existing development; and City staff and appointed/elected officials use the code to review applications for compliance and compatibility. The common desire among these groups is to have a code that is easy to navigate, predictable, and clearly enforceable. This should be the City's main priority when updating the LDC.

The staff/stakeholder input exercise during the assessment indicated that, even though the main vision for the City and most neighborhoods is clear and still on track, there are some neighborhoods that have evolved in another direction and may need to revisit their vision. For example, neighborhoods zoned for commercial or mixed-use becoming predominantly residential, or neighborhoods where the lot sizes or setbacks are no longer working. Addressing those challenges will require more intensive public input and should not be combined with a major LDC rewrite that addresses numerous other topics. After the LDC is reorganized and clarified, the City should take on addressing issues that are particular to

neighborhoods and could become more controversial. This strategy would allow for ample public input, best management practices research, and a focus on the issue at hand.

Based on the LDC assessment and input from staff and stakeholders, the Inspire Team produced several documents with recommendations to improve the LDC. The documents are attached as Exhibits to this memorandum. The following is a summary of each.

- The **reorganization** document (Exhibit 1) proposes to create a series of 13 chapters, each with a specific topic (e.g., definitions, zoning, procedures, landscaping). As the code has been updated in the past to address changing conditions and priorities, the topics have lost their “home” and as a result, the topics are repeated throughout the code, which causes confusion, redundancy, and unnecessary length. For instance, Chapter 12-3 does not include only zoning requirements. It also includes standards for signs, landscaping, procedures, accessory structures, and many other topics.
- The **LDC matrix** (Exhibit 2) contains an extensive list of specific provisions that the LDC rewrite should address, as identified by Inspire, the stakeholders, and staff. The team held daily work sessions over an entire week to review questions and address matrix items that required clarification or discussion. After those work sessions, the Inspire Team completed the Action column, which gives specific directions for addressing all the issues raised. This column also notes which items can be addressed during the upcoming LDC rewrite and which items should be addressed individually because they require more substantial public involvement and should therefore be addressed outside of the initial LDC rewrite.
- The **tables of uses and dimensional standards** (Exhibits 3 and 4) allow a side-by-side comparison of districts. These tables were the first step in creating a streamlined and more user-friendly LDC and will prove helpful in consolidating zoning districts as noted in the matrix.
- The tables comparing design standards applicable to **Historic, Redevelopment, and Design Districts** (Exhibits 5, 6 and 7) identify and illustrate the degree of repetition currently found in the code. The LDC rewrite will correct this repetition through better organization and presentation of the regulations. The rewrite will also make similar adjustments in areas that would not create controversy or require substantial public input.

Most of the items listed above (i.e., reorganization, the Matrix, tables and charts, and consolidation of standards) can be addressed as part of the overall LDC rewrite. We recommend that the City use separate ordinances to address items that require more focus and that could be controversial in order to avoid a delay in the approval of important structural changes. The *Proposed Scope* section recommends steps for addressing the update of the LDC.

II. URBAN PATTERNS

The street grid and urban fabric of the City’s downtown and surrounding areas exhibit traditional and formal elements typical of early settlements. The waterfront-oriented downtown is specifically characterized by a traditional grid layout with narrow streets and historic buildings, exemplified in the Palafox Historic District. With a dense concentration of shops, restaurants, cultural and institutional uses, and historic landmarks within close proximity, the area is highly walkable. This inter-connected pattern continues with a mixture of commercial and residential development in the Pensacola Historic

District, North Hill Preservation District, Old East Hill Preservation District, and other areas directly adjacent to downtown, such as the Gateway and Waterfront Redevelopment Districts. The establishments of these and the Aesthetic Review Districts, such as the Palafox Historic Business District, North 9th Avenue Corridor District, and CRA Urban Design District, exemplify the City's commitment to preserving its architectural heritage and character. Outside these areas, the urban fabric becomes less structured and connected. Following a more post-war suburban model, these outside areas lack connectivity, have limited sidewalks, have longer distances between destinations, and segregate commercial and residential areas, making them more automobile oriented and reliant.

The City has already put a lot of effort into creating standards that require new development and redevelopment to contribute to the maintenance/creation of a traditional urban form which translates into walkable environments. Several issues, however, became evident in the preparation of the matrix and during the work sessions related to urban form: Pressure from suburban development patterns, difficulties meeting parking and stormwater requirements, and the potential for additional building height.

There is a lot of pressure from the development community to approve **suburban style** developments (building in the back, parking in front) particularly along arterial roads. Although this style has been the predominant pattern for many decades in Florida, more and more communities are revisiting their regulations to bring back the prominence and safety of pedestrians. Pensacola has made great advances on this and should continue to do so. Even FDOT has changed its focus on mobility and is now using roadway context classification and encouraging the creation of complete streets to shift the focus from moving cars through our cities, to ensuring that all modes of transportation are safely accommodated. The City's commitment to development patterns that address all modes of transportation and provide for pedestrian safety is a policy decision. If the City intends to continue this commitment, the LDC should include appropriate regulations to fulfill that intent.

The issue of **parking** affects all urban areas. Although infill and redevelopment are encouraged in the core, the traditional small lots do not easily accommodate the more modern types of development. The City has the authority to eliminate parking requirements to facilitate redevelopment and infill, but most people in Florida still own and circulate in cars. If the City waives parking requirements, there will still be a need for parking in and near the core. Cities that have included waivers for parking have public parking areas nearby. The parking waiver can also be in the form of a payment to a public parking fund in lieu of providing on-site parking. A parking study can help identify the availability and location of public parking areas to justify any waiver. In the meantime, the City should consider offering a wide variety of options for parking: on-site, shared, on-street, remote, and payment in lieu of providing on-site spaces.

In addition to the parking challenges, small sites also find it difficult or nearly impossible to provide on-site **stormwater** facilities. The City, however, is not in a position to waive stormwater management requirements. Low Impact Design practices may help treat stormwater, but these options do not address the state agency requirements. The City could consider establishing a master stormwater system that accepts drainage from the core development sites. A master stormwater system takes time to establish and until that system is operational, development and redevelopment must continue to abide by water management district requirements.

Building **height** is one of several provisions in the LDC that would benefit from more clarity and predictability in its language. Several zoning districts permit a base height but offer additional height either through conditions, conditional use, or bonuses. The LDC rewrite will help clarify those instances so that citizens, developers, and staff have better parameters and understand where additional building height could be realized. A 3D visualization exercise and massing study would help citizens understand the potential for building height currently permitted, with and without bonuses, as well as potential compatibility problems with adjacent uses. The technology is available now to easily do this. Inspire has worked with Gridics in the past and would suggest collaborating with them. Gridics is a technology company and market leader in the integration of 3D mapping and online zoning codes.

III. AFFORDABLE HOUSING

As the city has grown, property values have been rising and housing affordability has suffered. The adopted comprehensive plan calls for land development regulations to allow flexibility within some zoning districts to provide for affordable housing (Policy FLU-1.8.2) and to include standards for residential density bonuses and density transfers above the limit established by the future land use category (up to 25% in certain districts) in exchange for the construction of affordable housing (Policy FLU-1.8.3). That policy also allows density transfers of up to 50% of the donor site's maximum density. Objective H-2.4 and associated policies direct the City to encourage and facilitate the creation of quality affordable housing throughout the City, while Objective H-2.5 calls for innovative programs and regulations to create and preserve such housing. The Housing Element contains numerous other policies related to the provision of affordable housing. The only direct mention of affordable housing in the LDC is Section 12-3-109, which offers the incentives listed in the comprehensive plan for the provision of affordable housing.

The lack of affordable housing was a topic covered during the work sessions. Staff were eager to learn what other communities are doing to incentivize the provision of units that are affordable to various income levels. Although the City already has a density transfer and bonus program incentivizing the provision of affordable housing, there is concern that not many developers are using it. There are other tools that the city could use to help with the provision of affordable units. These tools include:

1. **Reduced parking requirements.** As mentioned earlier, one of the greatest site design challenges for infill and redevelopment is meeting the City's parking requirements (LDC §12-4-1). For developments that include affordable housing, the City could also consider providing flexibility if the development is served by the ECAT transit system.
2. **Parking exceptions for ADUs.** Section 12-3-81(c)(6) of the LDC requires that all accessory residential dwelling units (ADUs) be provided with one off-street parking space. Requiring off-street parking for such units increases the cost of development, which may be passed along through higher rents for prospective tenants. If the intent of allowing accessory dwelling units is to encourage the provision of affordable housing, the City should consider reducing the ADU parking standards like other cities across the state have done. The following are some examples:
 - a. The City of Orlando does not require off-street parking for accessory dwelling units less than 500 sf in size, as long as the principal structure meets the City's current parking requirements (LDC §58.501F). ADUs above this size are required to provide an off-street parking space.

- b. The City of St. Petersburg exempts off-street parking requirements for ADUs if the units are located within 0.25 miles of a transit route, are less than 600 sf in size, are located on an alley, all required parking for the single-family home is accessed from the alley, and there is no front-loading driveway.
3. **Update the definition of 'family.'** LDC §12-13 currently defines a 'family' as "one or more persons occupying a dwelling unit and using common utility services, provided that unless all members are related by blood or marriage, no such family shall contain over four persons." There are two potential issues with this definition:
 - a. This definition defines a family by "blood or marriage" alone, and therefore excludes a variety of non-traditional housing types. Examples include households with non-married parents and their children, married adults with non-biological children (i.e., stepchildren, adopted children, or foster children), and families who share a household with a family friend.
 - b. This definition also states that families not meeting the "blood or marriage" requirement are limited to no more than four persons per household. Besides potentially excluding each of the non-traditional households described above, these occupancy limitations can have a dramatic effect on housing affordability as well. These limitations may prevent young professionals from living together to save for more permanent housing, cohabitating workers who cannot afford to have their own place, or graduate students who share a house near their college. Two of the most commonly-cited fears associated with relaxing occupancy limits are excessive noise and overflow parking—both of which are more appropriately addressed directly via code enforcement rather than indirectly with a strict definition of 'family.'
4. **Single-room occupancy (SRO) developments.** Single room occupancy (SRO) refers to a historical type of rental accommodation where each tenant has their own private room but often shares communal facilities like bathrooms and kitchens with others. Due to the shared nature of SROs, rents are often much lower than standard multifamily dwellings, and therefore typically attract low-income populations such as students, the elderly, unemployed individuals, or persons with intellectual or physical disabilities. The City of Gainesville currently permits SROs by right in mixed use, moderate, and high-density residential zoning districts, subject to additional use standards (Gainesville LDC §30-5.8.) These additional standards include bedroom limitations, transit proximity, and laundry, bathroom, kitchen, and management requirements. Many of these standards are currently in the process of being relaxed to allow for increased flexibility.
5. **Development flexibility.** As detailed extensively in the American Planning Association's Equity in Zoning Policy Guide (2022), one of the greatest contributors to the affordable housing crisis continues to be restrictive single-family zoning regulations. In addition to cultivating inefficient uses of land, the report also states that "evidence shows that [single-family zoning] has a disproportionate impact on the ability of historically disadvantaged and vulnerable groups to access attainable housing and quality schools and services."

A significant portion of the City of Pensacola is zoned exclusively for single-family detached use (R-1AAA, R-1AAAA, or R-1AAAAA). In addition to prohibiting attached dwellings, duplexes,

triplexes, or quadplexes, these districts also have sizable dimensional requirements relating to minimum lot area, width, and setbacks—all of which increase the cost of developing (and as a result, purchasing or renting) within these areas of the City. Increasing the flexibility in low and moderate density districts would cultivate a more comprehensive and effective approach to local housing reform. Addressing this issue, however, would be challenging and require more substantial public input than the LDC rewrite includes.

6. **Residential bonus density program.** There are several items within the City’s residential density bonus program (LDC §12-3-109) which should be amended to increase program clarity and popularity. These recommended improvements are listed below:

- a. *Decouple the density transfer provisions.* The program’s current language includes regulations pertaining to density transfers, which should be regulated separately from the density bonus program. However, sites participating in the density transfer program should continue to be allowed to utilize the density bonus program.
- b. *Tabulate applicability provisions.* A table can summarize much of the program’s language to clearly indicate what levels of increased densities can be achieved based upon the public benefits provided by the development (e.g., affordable housing, superior building/site design, etc.).
- c. *Refine the affordable housing provisions.* The primary objectives of the bonus program are currently unclear. For example, it is clear that the City wants to increase the supply of affordable housing. However, it does not specify which income level it is targeting. Is there a greater need for housing serving income levels below 80% of the area median income (AMI)? Is there any housing in the City now that is affordable for the very low-income households (50% AMI)? Does the City want to target renters or homeowners, or both? How long should these units be required to maintain their affordability?

The City should answer these questions prior to making significant amendments to the program to ensure that it is targeting the specific affordable housing needs of the community. These determinations should be made in coordination with City Staff, local housing advocates and professionals, elected officials, and the public. Once determined, the affordable housing provisions should, at a minimum, clarify the following requirements:

- i. *Minimum set aside.* Density bonuses for affordable housing typically require that at least 10 to 15% of the total number of units be set aside as affordable units. Some jurisdictions also change the minimum percentage required based upon the AMI target (for example, minimum set asides may be lowered if the units are targeted at an AMI not to exceed 30%). Additionally, select communities choose to base their minimums, not on units provided, but rather the total residential square footage of the development. In these cases, the minimum is typically around 8-10% of the total.
- ii. *Targeted income levels/Definitions of ‘affordable.’* Density bonus programs around the nation typically serve households earning up to anywhere between 80% and 120% of the AMI. Communities with a strong demand for affordable housing tend to have lower AMI maximums, while communities with less demand allow for higher AMI maximums.

Increasingly, many communities are requiring a mix of income levels below the established maximum AMI (example: 10% of affordable units must serve <50% AMI, 15% of affordable units must serve <65% AMI, with the remainder serving <80% AMI).

- iii. Comparable design, quality, amenities, and aesthetics. The provisions should mandate that the affordable units are integrated throughout the overall development and share a comparable design, quality, amenities, and aesthetics to market rate units.
- iv. Occupancy status. Typically, density bonuses are often limited to rental units. However, several communities do extend these bonuses to owner-occupied dwellings.
- v. Duration of affordability. The program should clearly articulate how long the units should remain affordable. The term of affordability typically begins for rental units when the unit is granted a certificate of occupancy and for for-sale units at the time a unit is initially sold. In the past, the required affordability term was often limited to a few decades; however, many jurisdictions are now seeking a minimum duration at or greater than 99 years to ensure their long-term affordability.
- vi. Implementation and monitoring requirements. The City and the housing provider must enter into an agreement to clearly outline the affordability requirements, monitoring procedures, and penalties.

On a related note, there has been some interest in ensuring that the City's residential bonus density program is consistent with the statutory provisions and definitions found within the Live Local Act (LLA). At this time, it is not recommended that the City amend the LDC to match the provisions of the LLA for many reasons, the most relevant of which are listed below:

- i. The LLA is still new and remains highly controversial—a recipe for future and ongoing statutory amendments, which will likely result in the City continuing to amend its LDC to remain consistent with provisions of the Act.
 - ii. The LLA does not necessarily reflect the affordable housing objectives of the City (see Recommendation #6.c). More specifically, the AMIs targeted by the Act may be determined to be inappropriate or insufficient for meeting the City's local housing needs.
 - iii. Local governments are preempted from narrowing the provisions of the LLA. As such, extensive regulations regarding its implementation are difficult and open the City up to potential legal challenges.
7. **Inclusionary Zoning Study**. Inclusionary zoning (IZ) is the concept of requiring and/or incentivizing developers to incorporate long-term affordable housing units as part of market rate housing developments. When IZ is required for market rate housing developments it is commonly referred to as 'mandatory;' alternatively, when it is optional, it is typically identified as 'voluntary.' As adopted, the affordable housing provisions of the City's residential density bonus program are likely considered to be a form of Voluntary IZ. Because the provision of affordable housing is not required under Voluntary IZ programs (particularly when other, less difficult, or expensive opportunities for receiving density bonuses exist), these programs often go unused. To combat this issue, some jurisdictions have decided to adopt Mandatory IZ programs.

These programs, if implemented successfully and within an appropriately competitive housing market, can be more effective at increasing the local supply of affordable housing than Voluntary IZ programs. If pursued by the City, the process outlined in Recommendation #6 above should be utilized to ensure that the process is transparent, fact-driven, and engages the public in a meaningful and equitable manner.

8. **Affordable Housing Incentive Plan.** The purpose of the Incentive Plan is to set out the deliberations and recommendations for monetary and non-monetary incentives targeting regulatory reform with respect to affordable housing including the evaluation of the established policies, procedures, ordinances, land development regulations and the comprehensive plan. Upon review of this document, it does not appear that any of the strategies outlined therein conflict or contradict with the recommendations provided as part of this exercise. In fact, it is recommended that the City continue to implement the provisions of the Incentive Plan in tandem with the LDC changes proposed in this document to ensure that the City maximizes its opportunities for increasing the local supply of affordable housing.

IV. HISTORIC PRESERVATION

The City of Pensacola has four designated local historic districts: **Pensacola** (locally designated in 1968, National in 1970), **North Hill** (1974/1983), Old East Hill (1984/NA), and **Palafox Historic Business** (1994/2016).

Each historic district has several implementing zoning districts. The Old East Hill district, for instance, has four applicable districts and North Hill has three. Each district has specific standards for preservation, rehabilitation, and new construction covering topics such as setbacks, building height, landscaping, parking, signs, fences, architecture, and even procedural. The Pensacola Architectural Review Board (ARB) is charged with the review of modifications and new development within those districts.

In addition to the standards contained in the LDC, the City has two documents that serve as resources and guides for owners of properties subject to historic district regulations, and guide Board members in their review and decisions. The **Preservation District Guidelines and Regulations**, created in 2014, and the **Seville Historic District Guideline Study**.

While the City has all the provisions in place to protect and guide new development within the historic and preservation districts, there is room for improvement. The reorganization and streamlining of the standards would help users navigate the code and better understand the regulations. Additionally, the City should consider applying for Certified Local Government (CLG) status. The CLG represents a partnership of the City with the State Historic Preservation Office and the National Park Service. The benefits of such designation include technical assistance and training, and eligibility to apply for federally funded CLG subgrants to conduct survey, planning, and National Register nomination projects.

The State Historic Preservation Office reviews applications for certification. The process includes demonstrating that the City already has a historic preservation ordinance that meets the CLG criteria, the establishment of a preservation review board or commission consisting of at least five members meeting certain qualifications and submitting the application to the State Historic Preservation Office. If the State Historic Preservation Office determines that all requirements have been met, a CLG agreement

is signed by the Mayor. The signed CLG agreement is then sent to the National Park Service requesting CLG certification.

Inspire recommends adding or clarifying the following provisions during the code update:

1. **Historic Preservation Commission and Officer.** The City currently relies on West Florida Historic Preservation, Inc. for certain historic preservation functions. The Architectural Review Board, which includes two members from that group, is the body in charge of implementing the historic preservation ordinance. We recommend renaming the ARB to Historic and Architectural Review Board (HARB). The membership, terms, and duties should be compared to the CLG guidelines to ensure compliance. If applying to become a CLG, the city will also need to designate a Historic Preservation Officer (HPO), which could be the City's historic preservation planner. Among that person's duties would be to approve Standard Certificates of Appropriateness.
2. **Process.** The code should clearly articulate the process for designating individual local landmarks and districts and how to obtain Certificates of Appropriateness (COA) for modifications, additions, new construction (if applicable), and demolitions. The COAs would fall into two categories, Standard for minor changes and Special for all others. Minor COAs are reviewed and approved by the HPO; special are reviewed by the HARB. This section should also include criteria for approval of designations and COAs, which should refer to the Secretary of Interior standards and the adopted design standards and guidelines for each district. All the procedural provisions should go in the development review chapter.
3. **District Designation.** Most communities treat historic districts as overlay districts. However, Pensacola designates them as stand-alone zoning districts. The narrative in the Zoning chapter should only include the establishment of each district, the general boundaries or map, permitted uses, and site dimensional standards (setbacks, height, lot coverage). That section can also cross-reference the standards section (in a separate chapter) and adopt district design guidelines by reference.
4. **Design standards vs. guidelines.** The design "guidelines" should be taken out of the code into stand-alone documents like the Preservation District Guidelines and Regulations. The design "standards" (measurable standards) should be in a separate chapter where they are consolidated so there is no repetition. For any features that vary from one district to the next, notes may be added. The difference between standards and guidelines is that the standards are requirements (shall) and the guidelines provide advice on how to meet the standards (do this, don't do that) and include numerous pictures and diagrams.

V. COASTAL RESILIENCY

As evidenced through recent efforts such as the Climate Action Recommendations and the ongoing Vulnerability Assessment, the City recognizes that coastal resiliency is essential for addressing the challenges posed by climate change, sea level rise, and extreme weather events. In response, the city has implemented a comprehensive approach aimed at safeguarding its coastal areas, infrastructure, and communities. Given the increased frequency and strength of severe weather events impacting Florida, it is crucial that the City continues this multifaceted approach to enhance resilience and mitigate the risks

associated with coastal hazards. Stringent building codes and zoning regulations that ensure that new construction and development projects in coastal areas adhere to resilient design standards should be at the forefront of these efforts.

The Florida Building Code mandates that structures be elevated above base flood elevations, employ resilient construction materials, and adhere to setback requirements to minimize vulnerability to flooding, storm surges, and other coastal hazards. In conjunction with building regulations, comprehensive zoning and land-use planning strategies can help manage coastal development and mitigate risks associated with erosion, flooding, and sea-level rise. Planning strategies could involve designating buffer zones, conservation areas, and coastal protection zones to preserve natural ecosystems, maintain biodiversity, and reduce exposure to coastal hazards, which may be further identified by the Vulnerability Assessment. This risk may be offset by strategically concentrating densities and intensities in less vulnerable areas. Specific planning/zoning tools that the city may want to start or continue implementing to become more resilient include:

- Standards for natural hazard mitigation such as green stormwater systems (bioswales, absorbent gardens, pervious surfaces)
- Preserving and continuing the City grid to facilitate safer and efficient evacuation from high risk areas
- Transfer of development rights for parcels which are in high risk areas
- Require the use of native and drought-tolerant plantings
- Encourage shared and reduced parking and the use of permeable paving or other techniques for groundwater recharge from off-street parking
- Require tree shading to reduce the heat island effect of parking lots
- Encourage Low Impact Design (LID) citywide, and make it a requirement in coastal areas

While hardening coastal development is important, it should be done in a manner which does not deter from the vitality of a place. Appropriate architectural standards should be incorporated to ensure mitigation strategies are balanced by aesthetically pleasing and appealing design considerations, particularly for ground/base floors within the floodplain and other non-habitable areas.

Effective stormwater management is another integral component. Even though many people struggle with the provision of stormwater facilities on redevelopment sites, the requirements to address stormwater are necessary given the City's susceptibility to heavy rainfall and storm surges. Managing stormwater runoff is crucial for reducing flood risk. Development regulations should address a variety of stormwater management practices, including green infrastructure, water retention, and drainage improvements, in both the public and private realms, to mitigate flooding and improve water quality,

Ensuring that these components work together in a complementary manner is key to striking a balance between economic growth and environmental sustainability.

VI. PROPOSED SCOPE AND ESTIMATED COST

See Exhibit 8, attached.

LDC Update City Council Kick-off

2/25/2025

AGENDA



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INTRODUCTIONS

PREVIOUS SCOPE & RECOMMENDATIONS

CURRENT SCOPE & SCHEDULE

DISCUSSION

NEXT STEPS



INTRODUCTIONS



A NEW CODE FOR A NEW ERA



Pat Tyjeski
Project Manager

Leslie A Del Monte
Senior Urban Design Specialist



Max Zabala
Architect & Urban Planner

A background image of the Pensacola City Building, a large brick structure with many windows and flags flying in front of it.

PENSACOLA
FLORIDA'S FIRST & FUTURE

Cynthia Cannon
Planning & Zoning Division Manager

Sherry Morris
*Development Services Department
Director*

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PREVIOUS SCOPE



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2024 Assessment Completed

LDC Matrix

Reorganization

Table of Uses

Historic Districts

Aesthetic Review Districts

Redevelopment Districts

Florida Statutes

Dimensional Tables

Scope for LDC Update

EXHIBIT 2 - Proposed LDC Chapter Reorganization

CURRENT CHAPTER OUTLINE	PROPOSED CHAPTER OUTLINE
12-1. General Provisions	1. General Provisions
12-2. Comprehensive Plan	2. Definitions
12-3. Zoning Districts	3. Boards and Commissions [Combine with Development Review?]
12-4. Off-Street Parking	3. Development Review Procedures (Administration & Enforcement)
12-5. Signs	4. Zoning Districts
12-6. Tree/Landscape Regulations	5. Design & Historic Districts Standards
12-7. Subdivisions	6. Accessory, Temporary and Special Uses
12-8. Stormwater Management and Control of Erosion, Sedimentation and Runoff	7. Streets, Parking, and Loading
12-9. Floodplain Management	8. Tree Protection, Landscaping, and Buffering
12-10. Airport	9. Subdivision & Site Design
12-11. Administration and Enforcement	10. Stormwater [Combine With Subdivisions?]
12-12. Boards and Commissions	11. Floodplain Management
12-13. Definitions	12. Signs
	13. Airport

Comment	Inspire Response	Staff Comment	Action
GENERAL COMMENTS			
1. Reorganize and streamline the code (KO)	Agree. See proposed outline (Table 1). Recommend organizing the LDC based on topics. All use regulations in one place, for all districts. All sign or parking regulations should go in the respective chapters.	Agree (CC) (GH) (LS) (SM)	WS1 (1/29) – Reorganize the LDC as noted in the Reorg document
2. Add graphics where needed (KO)	Agree. Will propose specific sections where graphics can add value.	Agree (CC) (GH) (LS) (SM)	Add graphics where they can add value.
3. Seek separation of processes and procedures from standards and requirements. (PI)	Agree. See specific recommendations in the proposed outline (Table 1)	Agree (CC) (LS) No comment (GH) Fine with this (SM)	WS1 (1/29) – Inspire's recommended approach to LDC reorganization is satisfactory
4. Include LDC language about requirement to inspect, remove, and replace any leaking sanitary lateral as part of the self-transfer of ownership of a house (AT)	Does not belong in the LDC. Should be in a Public Works/ Engineering Standards Manual	It is not a public works/engineering standards. Perhaps an ordinance where a building permit with a certain dollar amount of improvements would trigger a sewer lateral inspection. Could it fit in 12-3-4 that talks about buildings that are non-compliant. Add sub section (c) utilities that are faulty or noncompliant must be brought into compliance with new residential or commercial, or improvements to existing buildings. Can is reference building permit process? AT No comment. (GH) (LS)(SM)	Recommend adding this requirement to Title XIV, Buildings, Construction and Fire Codes/Ch. 14-2, Building Construction Standards/Article XI, Plumbing. Staff to handle. No action needed by Inspire
5. The layout/organization is not as user friendly as it could be. Site development standards are mixed in multiple places and easily missed by design professionals (and staff). We have exemptions and exceptions within land use categories instead of within the development standards where they would be anticipated. (LS)	Agree. The first major step of the LDC update will be the reorganization. See proposed outline (Table 1).	Agree (CC) (GH) (LS)(SM)	Reorganize based on the proposed outline (Table 1).
6. the Comprehensive Plan should probably be within MuniCode (LS)	It is a good idea.	Agree (CC) (LS)(SM)	Staff to handle. No action needed by Inspire
7. It also has some misnumbering in the latest additions [comp plan] (LS)	That would be addressed in the rewrite.	Agree (LS)	Staff to handle. No action needed by Inspire
8. Sometimes the LDC gets into too much detail regarding public works or engineering issues. (Inspire)	Does the City of have a design manual for purposes of public infrastructure? We would recommend moving the detailed sections to that manual, if it exists.	No. Until we have one, staff wants public works and engineering references to remain. AT Agree with both comments (SM)	Keep engineering details in LDC. Will highlight for future action. SEPARATE ORDINANCE
9. The following sections mention "Inspection Services" which has been replaced by "Building Inspections" Division. (JB) 12-9-57 12-9-2 12-9-3 12-10-3 12-10-4 12-11-5 Recommended Changes- Change the division title from Inspection Services to Building Inspections. (JB) Comment- this is a housekeeping change to correct the Division title within the ordinances. The title was changed during the last budget cycle. Note: Planning Services is also reflected in the ordinances and this has been changed to Planning and Zoning. These sections may need to be considered separately. (JB)	Do we need to refer to specific divisions or titles or should we instead talk about "city administrator or designee"? The responsibilities can be assigned internally and may change over the years. Could exempt floodplain section from this change		Use a more generic term (e.g., available at the City, or City Staff) as division names change over time.
CH. 12-1 - GENERAL PROVISIONS			
10. Sec. 12-1-4 – Buildings to conform to regulations. The consequences for not building to the standards should be reviewed and perhaps defined. (VO)	Recommend adding a section on enforcement, violations, and penalties.	OK. (VO) Agree (GH) (LS)(SM) While this was a problem during the early days of the	Add a section on enforcement, violations, and penalties.

PREVIOUS SCOPE



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LDC MATRIX

268
items

Comment	Inspire Response	Staff Comment	Action
GENERAL COMMENTS			
1. Reorganize and streamline the code (KO)	Agree. See proposed outline (Table 1). Recommend organizing the LDC based on topics. All use regulations in one place, for all districts. All sign or parking regulations should go in the respective chapters.	Agree (CC) (GH) (LS) (SM)	WS1 (1/29) – Reorganize the LDC as noted in the Reorg document

Comment	Inspire Response	Staff Comment	Action
2. Add graphics where needed (KO)			
3. Seek separation of processes and procedures			
4. Include LDC language about requirement to leaking sanitary lateral as part of the sell/transfer	Sec. 12-3-28 contains standards for the Governmental Center district. The purpose states that it was established to provide the redevelopment of a centralized area for government related land use; and to encourage a coordinated architectural character within the district. The section, however, does not have any standards that are specific to this area. (Inspire)	Is this district still needed? It is also covered by the Urban Core CRA and the Pensacola Inner City CRA. This should be further discussed. I do not believe the current vision is to have a "governmental center" in this area any longer. (VD) Agree (CC) I do not think it is needed but would like further	WS (2/1) – Eliminate the Governmental Center district

Comment	Inspire Response	Staff Comment	Action
CH. 12-4 - OFF-STREET PARKING			
STREETS			
5. The layout/organization is not as user friendly standards are mixed in multiple places and e (and staff). We have exemptions and except of within the development standards where the Comprehensive Plan should probably be. It also has some misnumbering in the latest. Sometimes the LDC gets into too much detail issues. (Inspire)	Section 12-1-6(b) also exempts lots of record from corner lot and visibility triangle requirements except for placement of the driveway.	Recommend compliance with visibility triangle "unless	Agree. City staff (Planning & Eng. combined) can

Comment	Inspire Response	Staff Comment	Action
COMPREHENSIVE PLAN			
6. The layout/organization is not as user friendly standards are mixed in multiple places and e (and staff). We have exemptions and except of within the development standards where the Comprehensive Plan should probably be. It also has some misnumbering in the latest. Sometimes the LDC gets into too much detail issues. (Inspire)	Sec. 12-3-31(7)a.3 explains how to measure it is done in other parts of the City. The method		
7. It also has some misnumbering in the latest. Sometimes the LDC gets into too much detail issues. (Inspire)			

Comment	Inspire Response	Staff Comment	Action
8. Sometimes the LDC gets into too much detail issues. (Inspire)	Pls review and simplify 12-3-31.12. Glazing R this is a large source of confusion for developers to bottom of finished floor. (MR)		

Comment	Inspire Response	Staff Comment	Action
9. The layout/organization is not as user friendly standards are mixed in multiple places and e (and staff). We have exemptions and except of within the development standards where the Comprehensive Plan should probably be. It also has some misnumbering in the latest. Sometimes the LDC gets into too much detail issues. (Inspire)	This chapter should be expanded to include (Inspire)		

Comment	Inspire Response	Staff Comment	Action
10. This chapter should be expanded to include (Inspire)	Policy FLU-1.2.2: Land uses which are potentially incompatible due to type of use and/or intensity of use, shall be buffered from one another through the use of physical and/or natural vegetative barriers within required yards established in the adopted Land Development Code. Policy FLU-1.2.2: Land uses which are potentially incompatible due to type of use and/or intensity of use, shall be buffered from one another through the use of physical and/or natural vegetative barriers within required yards established in the adopted Land Development Code.	The buffer requirements are in the Zoning chapter, but also sprinkled throughout the Zoning chapter. We recommend consolidating them in the Landscape chapter and using a table specifying width, landscaping materials, and screening requirements (wall, hedge, or none).	Agree (SM) Consolidate buffer requirements in the Landscape chapter and using a table specifying width, landscaping materials, and screening requirements
11. Section 12-1-7 Requirement for easements to priority routes as identified in Active Transportation	Policy FLU-1.1.6: The following uses shall be allowed in all future land use districts, except for Conservation and Interstate Corridor, subject to regulations set forth in the adopted Land Development Code, and Chapter 333 of the Florida Statutes: Community residential homes, schools with curriculum the same as public schools, libraries, churches, home occupations and accessory structures incidental to any permitted use. Parks and playgrounds and utility structures shall be allowed in every district. Policy FLU-1.1.7: Adaptive reuse of vacant public, semipublic, institutional or historically significant structures within the Medium and High Density Residential Land Use Districts and the Residential Neighborhood Commercial Land Use District shall be allowed subject to issuance of a conditional use permit. Applicants for a conditional use permit must submit development plans, undergo site review process through the Planning Board, provide for public notification of property owners within an established radius and obtain approval from the City Council. To ensure the compatibility of the conditional use development with the surrounding residential neighborhood the City Council may prescribe appropriate conditions and safeguards as follows: • Limit or otherwise designate the following: the manner in which the use is conducted; the height, size or location of a building or other structure; the number, size, location, height or lighting of signs; the location and intensity of outdoor lighting or require its shielding. • Establish special or more stringent buffer, yard or other open space requirements. • Designate the size, number, location or nature of vehicle access points. • Require berming, screening, landscaping or similar methods to protect adjacent or nearby property and designate standards for installation or maintenance of the facility. • Designate the size, height, location or materials for a fence or wall.	Need to make sure the table of uses addresses this policy. Community Residential Homes of more than 6 residents, however, do not have to be permitted in all districts. This is a Comp Plan directive. Need to maintain consistency (or amend the policy).	Verify that the uses are allowed as noted. Agree (SM) Verify consistency of LDC with this policy.

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TABLES OF USES

Table 1B - Residential Land Use Districts Table (Sorted & Condensed)	R-1AAAAA, R-1AAAA, & R-1AAA	R-1AA	R-1A	R-1B	R-ZL	R-2A ¹	R-2B ¹
Accessory office units subject to regulations in section 12-3-80.		C	C	C			
Accessory residential units subject to regulations in section 12-3-81.	P	P	P	P			
Accessory structures, buildings and uses customarily incidental to the above uses not involving the conduct of a business subject to regulations in section 12-3-55.	P	P	P	P		P	P
Bed and breakfast subject to regulations in section 12-3-84.		C	C	C			
Bed and breakfast subject to regulations in section 12-3-84. [must comply with the minimum standards for the R-1A zoning district for single-family detached dwellings in section 12-3-4(5)]						P	P

Table 2B - Office, Commercial, & Industrial Land Use Districts Table (Sorted & Condensed)	R-2	R-NC	R-NCB	C-1	C-2A	C-2	C-3 ¹	M-1	M-2 ²
Accessory buildings and uses customarily incidental to the above uses. [no outside storage or work permitted]		P	P	P	P	P			
Accessory buildings and uses customarily incidental to the above uses. [no outside storage or repair work permitted]				P	P	P			
Accessory buildings and uses customarily incidental to the above uses.							P	P	P
Accessory structures, buildings and uses customarily incidental to any of the above uses subject to regulations in section 12-3-55.	P	P	P	P	P	P	P	P	P

Table 3B - Historic Preservation Land Use Table (Sorted & Condensed)	HR-1	HR-2	HC-1	HC-2	PR-1AAA	PR-2	PC-1	OEHR-2	OEHC-1	OEHC-2	OEHC-3	SPBD
Accessory buildings and uses customarily incidental to any of the above uses, including storage garages, when located on the same lot and not involving the conduct of business.	P	P	P	P		P	P					
Accessory buildings and uses customarily incidental to any of the above uses, including storage garages, when located on the same lot.		P	P	P								
Accessory buildings and uses customarily incidental to the above uses not involving the conduct of a business.					P	P	P					

Table 4B - Redevelopment Land Use Districts (Sorted & Condensed)	GRD	GRD-1	WRD	WRD-1
Adult entertainment establishments subject to the requirements of chapter 7-3 when located within the dense business area as defined in chapter 12-13, Definitions.	P			
All commercial uses permitted in the C-2A zone [LET'S DISCUSS WHAT USES PERMITTED WITHIN C-2A STAFF CONSIDERS TO BE 'COMMERCIAL' BEFORE WE LIST THEM BELOW] with no outside storage or repair work allowed, with the exception of": i. Mortuaries and funeral parlors. ii. Appliance and repair shops. iii. Public parking lots and parking garages. iv. New car lots or used car lots. v. Public utility plants, transmission and generating stations, including radio and television broadcasting stations. vi. Car or truck rental agencies or storage facilities.	P			
Antique shops.			P	P
Antique shops. [limited to a maximum area of 5,000 square feet]		P		

Special Land Use Districts Table (Sorted & Condensed)	CO	ARZ ¹	ATZ-1	ATZ-2	IC
Airport, airport terminal, air cargo facilities, and uses customarily related to airport operations and expansions.		P			
Any use allowed in the ATZ-1				P	
Aviation related facilities; and				P	
Bike trails.	P				
Commercial uses to include hotels, motels, extended stay facilities, pharmacy, restaurant and drive through facilities, banks, office, post secondary education facilities, meeting facilities, dry cleaner, health club, exercise center, martial arts facility, bakery, floral shop, day care/child care facility, medical clinic, doctor and dentist offices, and retail services to include specialty shops and studios; or other similar or compatible uses.		P			
Communications towers in accordance with section 12-3-67.			C	C	
Community commercial.					P
Family day care homes licensed by the state department of children and family services as defined in state statutes.			P	P	
Golf course, tennis court, driving range, par three course, outdoor recreational facilities, provided that no such uses shall include seating or structures to accommodate more than 100 spectators or occupants.		P			
Home occupations, subject to regulations in section 12-3-57.			P	P	

PREVIOUS SCOPE



A NEW CODE FOR A NEW ERA

HISTORIC, REDEVELOPMENT, AESTHETIC REVIEW DISTRICTS

HISTORIC AND PRESERVATION LAND USE DISTRICT. LAND USE DISTRICTS

It is important to make it very clear if these are zoning districts or overlays. The Zoning map should clearly identify that. There is some overlap.

(1) Historic zoning districts: HR-1, HR-2, HC-1 and HC-2.	(2) North Hill preservation zoning districts: PR-1AAA, PR-2, PC-1.	(3) Old East Hill preservation zoning districts: OEHR-2, OEHC-1, OEHC-2 and OEHC-3.	Inspire comment
a. Purpose. The historic zoning districts are established to preserve the development pattern and distinctive architectural character through the restoration of existing buildings and construction of new buildings. The official listing of the Pensacola historic district includes all areas designated as historic zoning districts) on the Register of Historic Places and the authority of the architectural board reinforce this special character. Zoning regulations are ensure that future development is compatible with and enhance the pedestrian scale of the existing structures and period architecture of the districts.	a. Purpose. The North Hill preservation zoning districts are established to preserve the development pattern and distinctive architectural character through the restoration of existing buildings and construction of new buildings. The official listing of the Pensacola historic district includes all areas designated as historic zoning districts) on the Register of Historic Places and the authority of the architectural board reinforce this special character. Zoning regulations are ensure that future development is compatible with and enhance the pedestrian scale of the existing structures and period architecture of the districts.	a. Purpose. The Old East Hill preservation zoning districts are established to preserve the development pattern and distinctive architectural character through the restoration of existing buildings and construction of new buildings. The official listing of the Pensacola historic district includes all areas designated as historic zoning districts) on the Register of Historic Places and the authority of the architectural board reinforce this special character. Zoning regulations are ensure that future development is compatible with and enhance the pedestrian scale of the existing structures and period architecture of the districts.	Is there a

REDEVELOPMENT LAND USE DISTRICTS

It is important to make it very clear if these are zoning districts or overlays. The online map shows an outline of the GRD district but does not coincide with the zoning district boundaries. It includes sites that are zoned C-2A and SSD.

Need to confirm that the design standards comply with Sec. 163.3202, F.S., which states that single family and duplex dwellings are exempt from building design requirements, unless they are historic or within a designated historic district, a community redevelopment area as defined in the statutes, or in a city with a design review board established before 2020.

(1) GRD, Gateway Redevelopment District.	(2) GRD-1, Gateway redevelopment district, Aragon redevelopment area.	(3) WRD, waterfront redevelopment district.	(4) WRD-1, Waterfront Redevelopment District-1.	Inspire comment
a. Purpose of district. The gateway redevelopment district is established to promote the orderly redevelopment of the southern gateway to the city in order to enhance its visual appearance, preserve a unique shoreline vista, improve traffic safety, and encourage a high quality of site planning and architectural design . Site specific analysis of each development proposal within the gateway district is intended to ensure that the scenic orientation and open space image of the Bayfront Parkway is maintained, the development character of the Chase-Gregory corridor is upgraded , and the boundary of the adjacent historic district is positively reinforced.	a. Purpose of district. The gateway redevelopment	a. Purpose of district. The waterfront redevelopment	a. Purpose of district. The waterfront redevelopment	These subsections

SPECIAL AESTHETIC REVIEW DISTRICTS

It is important to make it very clear if these are zoning districts or overlays.

Need to confirm that the design standards comply with Sec. 163.3202, F.S., which states that single family and duplex dwellings are exempt from building design requirements, unless they are historic or within a designated historic district, a community redevelopment area as defined in the statutes, or in a city with a design review board established before 2020.

12-3-27- Palafox historic business district	12-3-30-North 9th Avenue corridor management overlay district.	12-3-31.-Community redevelopment area (CRA) urban design overlay district.	Inspire comment
(a)Purpose. The Palafox historic business district is established to preserve the existing development pattern and distinctive architectural character of the historic downtown commercial district. The regulations are intended to preserve, through the restoration of existing buildings and construction of compatible new buildings, the scale of the existing structures and the diversity of original architectural styles, and to encourage a compact, convenient arrangement of buildings (b)Character of the district. The Palafox historic business district is characterized by sites and facilities of historical value to the city. These buildings and historic sites and their period architecture (i.e., Sullivanesque, Classical Revival, Renaissance Revival, and Commercial Masonry) blend with an overall pattern of harmony, make the district unique and represent the diversity of business activity and commercial architecture over a long period of Pensacola history. The district is an established business area, tourist attraction, containing historic sites, and a variety of specialty retail shops, restaurants, private and governmental offices, and entertainment centers.	(b)Purpose. The purpose of this overlay district is to establish specific criteria to address access management of vehicular traffic and to enhance safety in the district for both pedestrians and the operators of motor vehicles. Further, creation of the district will allow for the orderly rezoning and redevelopment of the district over time, allow for a compatible mixture of residential and business uses, maintain the residential appearance and quality of the district by implementation of design standards, and enhance the corridor's visual appearance . These objectives will be accomplished through comprehensive site planning on the part of the developer, combined with site plan review and approval by the planning board, planning staff, the city engineer and the district office of the state department of transportation.	(1)Intent. The requirements set forth in this section are intended to: a.Preserve and maintain the urban pattern and architectural character of Pensacola's community redevelopment areas, while encouraging new construction that is compatible with that heritage, but also reflective of its time. b.Improve the physical appearance of the community redevelopment areas with urban design standards that provide more predictable results in terms of the form and character of buildings. c.Support the removal of blight within the community redevelopment areas by encouraging quality redevelopment. d.Support the future growth of the city, to ensure compatible and cohesive development, to remain resilient long-term, and to support the goals, objectives and policies of the city's comprehensive plan and community redevelopment area master plans e.Coordinate the placement, orientation, and design of buildings to ensure a coherent and walkable streetscape and traditional urban character by creating well-defined street edges with continuous building walls, articulated facades, and architectural features that create visual interest and an attractive pedestrian environment f.Capitalize on opportunities to attract and grow a variety of residential building types, retail, service, and cultural establishments to serve local needs, create regional attractions and a robust economic base. g.Enable and encourage mixed-use development within the community redevelopment areas in support of viable and diverse locally-oriented business and cultural institutions. h.Achieve context-based development and complete streets.	They have different purpose, but the writing should be consistent.
(c)Historic theme area. That portion of Palafox Place between Garden Street and Main Street is hereby designated a historical theme area, with a theme based on materials, signs, canopies, facades or other	(a)Creation and description of the overlay district. There is hereby created the North 9th Avenue corridor management overlay district within the area described as follows: all properties abutting North 9th	(2)Boundaries of the district. The boundaries of the CRA urban design overlay district shall be as outlined on Figure 12-3-31.1. A more detailed map of the boundaries of the overlay is on file in the office of the city	What is the Pensacola downtown improvement district? Add clarification.

RECOMMENDATIONS ISSUES



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URBAN VS. SUBURBAN



DEVELOPMENT INCENTIVES



BUILDING HEIGHT



HISTORIC PRESERVATION



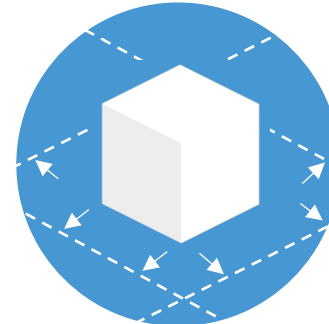
AFFORDABLE HOUSING



COASTAL RESILIENCY



PARKING STANDARDS



DEVELOPMENT FLEXIBILITY



STORMWATER REQUIREMENTS

2

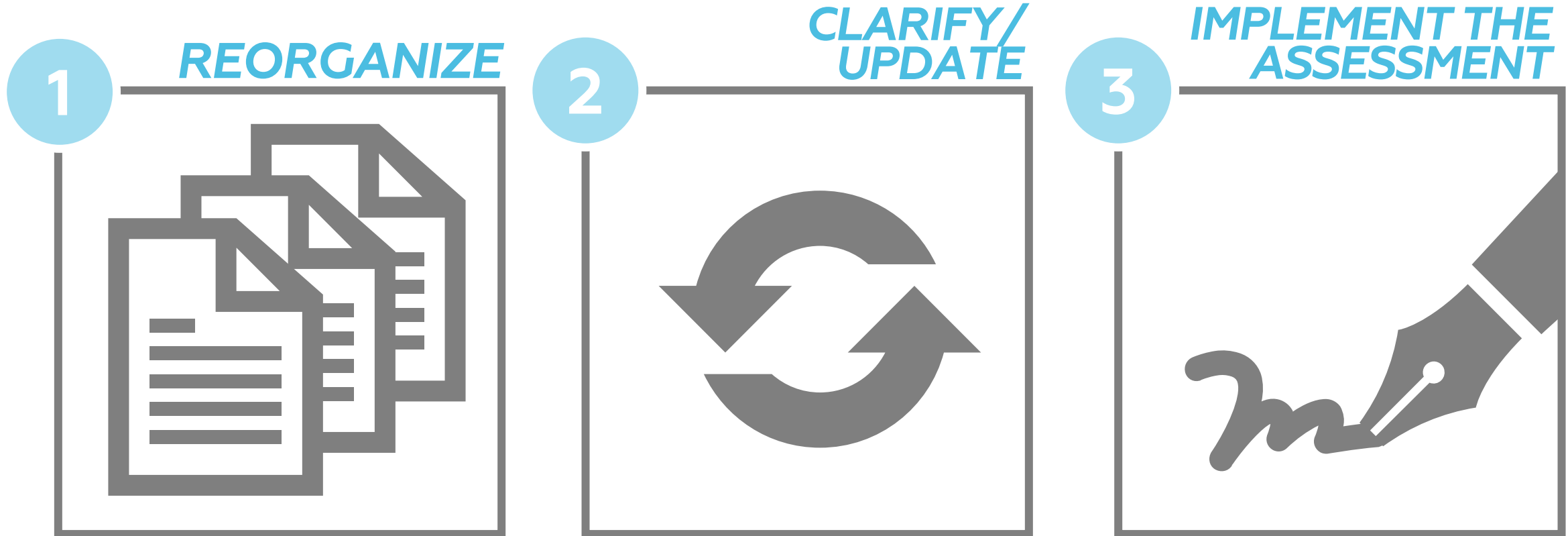
CURRENT SCOPE



CURRENT SCOPE



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1. Reorganize



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Title XII – Land Development Code

CURRENT

- Ch. 12-1 General Provisions
- Ch. 12-2 Comprehensive Plan
- Ch. 12-3 Zoning Districts
- Ch. 12-4 Off-Street Parking
- Ch. 12-5 Signs
- Ch. 12-6 Tree/Landscape Regulations
- Ch. 12-7 Subdivisions
- Ch. 12-8 Stormwater Management
- Ch. 12-9 Floodplain Management
- Ch. 12-10 Airport
- Ch. 12-11 Admin. & Enforcement
- Ch. 12-12 Boards & Commissions
- Ch. 12-13 Definitions

PROPOSED

- 12-1. General Provisions
- 12-2. Definitions
- 12-3. Administration & Enforcement
- 12-4. Zoning Districts
- 12-5. Design & Historic Districts
- 12-6. Accessory, Temporary & Special Uses
- 12-7. Streets, Parking, and Loading
- 12-8. Tree Protection, Landscaping, & Buffering
- 12-9. Subdivision & Site Design
- 12-10. Floodplain Management
- 12-11. Signs
- 12-12. Airport

2. Clarify / Update



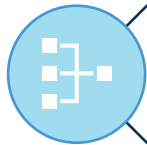
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Eliminate repetitive language and excessive cross-references



Address inconsistencies with Florida Statutes



Consolidate zoning districts



Create tables and charts

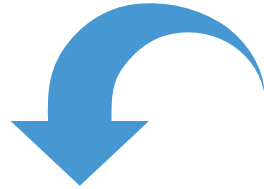


Clarify language and streamline processes

3. Implement the Assessment



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Comment	Inspire Response	Staff Comment	Action
Parking can be reduced via administrative variance and a waiver can be approved by Engineering and Planning staff. Some of the CRA tables contain references to elements which are not allowed. (LS)			Which elements are not allowed, but are mentioned in the CRA tables?
29. As the zoning districts become more intensive, the language applying R-1A zoning district standards to single-family residential development in neighborhood commercial and greater land use categories disappears. I'm not so sure it should from a compatibility standpoint? Parking isn't addressed if there isn't a front setback. Not that front-loading is desirable, but sometimes that may be the only option. (LS)	Not every district should refer back to R-1A. Some may need tighter or larger setbacks.	Agree (CC) (GH) (LS)(SM) Parking is either required for residential or impractical not to provide. Office and commercial zoning districts allow for residential uses. When residential uses are proposed, the developer doesn't always consider the parking component and how that relates to practical setbacks when the district has little to no front setback. (LS)	WS (2/1) – Un-pyramid districts. More intensive districts should have their own standards for SF, if allowed. Parking location is a policy decision. Need to prioritize (parking needs vs. urban form/walkability).
30. Sec. 12-3-1: Zoning districts should be simplified. I have concerns about commercial and industrial uses and their proximity to residential uses, particularly by allowing cumulative zoning without form standards for residential. We need to continue to embrace the concept of facilitating the development of missing middle housing but in a careful and intentional manner. In order to have a more organized appearance, improve quality of neighborhoods and better address the functional needs of streets we should further review the	Agree 100% that the district standards section needs to be simplified. The first task is to create a table of uses so that it is clear which uses are allowed (P or C) in which districts. Then, taking standards that have nothing to do with use or dimensional standards out of the chapter and moving them to the respective chapters (landscaping, signs, parking, etc.)	Would like to further discuss (VD). Agree (GH) (LS)(SM)	WS (2/1) – simplify standards and language wherever practicable; change buffer standards to be between districts—not uses

Comment	Inspire Response	Staff Comment	Action
As the zoning districts become more intensive, the language applying R-1A zoning district standards to single-family residential development in neighborhood commercial and greater land use categories disappears. I'm not so sure it should from a compatibility standpoint? Parking isn't addressed if there isn't a front setback. Not that front-loading is desirable, but sometimes that may be the only option. (LS)	Not every district should refer back to R-1A. Some may need tighter or larger setbacks.	Agree (CC) (GH) (LS)(SM) Parking is either required for residential or impractical not to provide. Office and commercial zoning districts allow for residential uses. When residential uses are proposed, the developer doesn't always consider the parking component and how that relates to practical setbacks when the district has little to no front setback. (LS)	WS (2/1) – Un-pyramid districts. More intensive districts should have their own standards for SF, if allowed. Parking location is a policy decision. Need to prioritize (parking needs vs. urban form/walkability).
		Agree with AT. (LS)	Why specify front and side yard setbacks if not along the water? Why is there a 30' setback from the mean high-water line in one district and 20' in the other for lots of record? There should be a minimum based on water protection and the regular district setback, whichever is wider. [SEPARATE ORDINANCE]

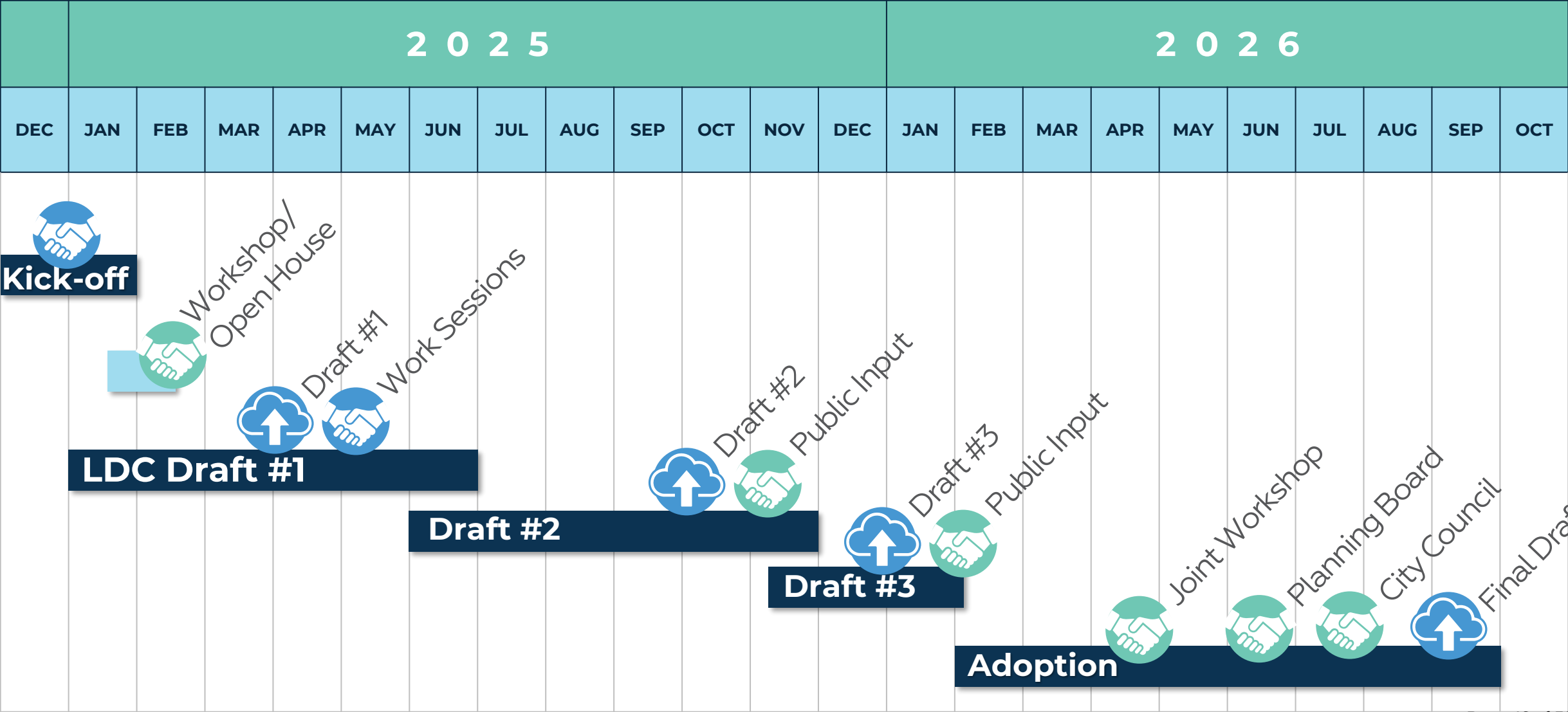
A stylized illustration of a city skyline. It features a large blue arc in the background, a bright yellow sun with rays in the upper right, and several buildings in shades of blue and green. The buildings include a tall tower and a classical-style structure with columns.

The screenshot displays the 3D Map! web application. The main map shows the United States with various cities marked. Pensacola, Florida, is highlighted with a green box. The interface includes a search bar at the top right, a list of cities on the right side, and a sidebar with navigation options. The map is rendered in a light gray style with green markers for cities. The sidebar on the right contains a search bar and a list of cities, including Arizona, Bisbee, District of Columbia, Washington, Arkansas, Rogers, Rogers - Retired, California, Altadena, Cupertino, Los Angeles County, Los Angeles, Oceanside, Pacific Palisades, Placer County, Sacramento, San Jose, Seaside, Yuba County, Colorado, Denver, Florida, Bal Harbour, Boynton Beach, Coral Gables - Zoning, and Coral Gables - Comprehensive Plan. The map also shows state boundaries and names, and a sidebar on the left with navigation options like Home, Map, and Check.

TENTATIVE SCHEDULE



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PUBLIC OUTREACH



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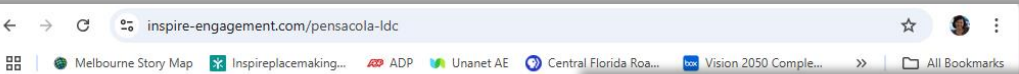
- City Council Kick-Off
- Project Branding and Website
- Public Workshops
- Open Houses
- Staff Briefings



PUBLIC OUTREACH



A NEW CODE FOR A NEW ERA



Introduction

The City of Pensacola is launching a two-year initiative to update its Land Development Code (LDC Phase 2), building on the findings from the LDC Assessment Recommendations Report (Phase 1). The LDC sets the standards for land use development in the City, covering a wide range of topics such as zoning, building regulations, parking, signage, and more. The goals of this update are to reorganize sections of the Code to resolve duplications and conflicts, clarify and consolidate language, streamline development processes, update outdated regulations, and enhance the overall efficiency of the LDC. Over the years, the LDC has been amended multiple times, but a thorough update has not occurred in many years. We invite you to stay informed and involved as this important process unfolds!

Timeline

- December 2024**
Kickoff Meeting with Staff
- February 2025**
Feb. 25, Kick-off Meeting with City Council (5:30 pm)
Feb. 26, Public Workshop #1 (6:00 to 8:00 pm)
Feb. 27, Open House (8:30 am to 1:00 pm)
- March 2025**
Preliminary Draft Submittal to Staff for Review
- April 2025**
Staff review of drafts; internal work sessions
- June 2025**
Staff comments due
- September 2025**
LDC Draft #1
- October 2025**
Public Workshop & Open House
- January 2026**
LDC Draft #2
TBD: Open House #3
- April 2026**
Adoption Draft
- August 2026**
Final Draft

Share your Ideas!

SURVEY | **MAP** | **IDEA WALL**

FAQ's

Have a question about the City of Pensacola Land Development Code (LDC)? Review our frequently asked questions tool below.

+ What is a Land Development Code (LDC)?

VISIT THE PROJECT WEBSITE!

Contact Us

Need assistance or have a project-related question? Feel free to reach out using the contact information below or visit us in-person.

Name Planning & Zoning Division
Phone 850-435-1670
Email PensacolaLDC@cityofpensacola.com

DISCUSSION

3



DISCUSSION



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1. Strategic Plan
2. Redevelopment Plan Update
3. What are the **main issues** for...
 - a. City Council?
 - b. The community?
 - c. Special interest groups (developers, design industry, etc.)?

4

NEXT STEPS



NEXT STEPS

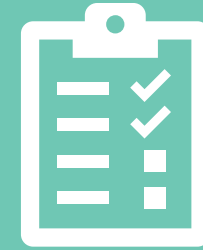


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- Draft Reorganization and Edits
- Public Kick-off Workshop #1
- Open House #1
- Staff Briefings



FEBRUARY 26-27



COORDINATION



www.inspire-engagement.com/pensacola-ldc



PENSACOLA

LAND DEVELOPMENT CODE

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