City of Pensacola

Community Redevelopment Agency

Agenda

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

March 10, 2025, 3:30 PM **Hagler-Mason Conference Room, 2nd Floor**

The City of Pensacola Community Redevelopment Agency was created by the City Council and is a dependent special district in accordance with the Florida State Statutes Chapter 189 (Resolution No. 55-80 adopted on September 25, 1980; and amended Resolution No. 22-10 adopted on August 19, 2010.)

Immediately following the City Council Agenda Conference starting at 3:30 P.M.

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

CALL MEETING TO ORDER

BOARD MEMBER DISCLOSURE

CHAIRPERSON'S REPORT

ADMINISTRATOR'S COMMUNICATIONS

APPROVAL OF MINUTES

1. 25-296 CRA MEETING MINUTES - 2/10/2025

Attachments: *CRA Meeting Minutes - 02/10/2025*

PRESENTATIONS

2. 25-212 COMMUNITY POLICING UPDATE

Recommendation: That the Community Redevelopment Agency (CRA) receive an update regarding community policing activities within the Urban Core Community Redevelopment Area.

Sponsors: Teniadé Broughton - Chairperson

Attachments: *None*

ACTION ITEMS

3. 25-89 CRA COMMERCIAL PROPERTY IMPROVEMENT PROGRAM AWARD - MODERN CLEANERS

Recommendation: That the Community Redevelopment Agency (CRA) approve a Commercial Property Improvement Program funding award, in an amount not to exceed $140,000, to Shah Mrugank, owner of Modern Cleaners for eligible improvements to the property located at 2500 W. Cervantes Street, Pensacola, Florida. Further, that the CRA authorize the CRA Chairperson to take all actions necessary to complete the project pursuant to the program documents.

Sponsors: Teniadé Broughton - Chairperson

Attachments: *MODERN CLEANERS CPIP APPLICATION 2.19.2025*

DISCUSSION ITEMS

4. 25-214 DRAFT COMMUNITY REDEVELOPMENT PLAN BRIEFING

Recommendation: N/A

Sponsors: Teniadé Broughton - Chairperson

Attachments: *UDA_2505Rpt_Eastside-Final250228*
UDA_2505Rpt_UrbanCore-Final250228 (1)
UDA_2505Rpt_Westside-Final250228 hh

5. 25-213 DISCUSSION ON REDEVELOPMENT BOARDS & STAKEHOLDER ENGAGEMENT

Recommendation: N/A

Sponsors: Teniadé Broughton - Chairperson

Attachments: *Governance_Recommendations_FINAL*

BOARD MEMEBERS COMMENTS

OPEN FORUM

ADJOURNMENT

The City of Pensacola adheres to the Americans with Disabilities Act and will make reasonable accommodations for access to City services, programs and activities. Please call 850-436-5640 for further information. Request must be made at least 48 hours in advance of the event in order to allow the City time to provide the requested services.

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.

City of Pensacola

222 West Main Street
Pensacola, FL 32502

Memorandum

File #: 25-296 | Community Redevelopment Agency | 3/10/2025

ACTION ITEM

SUBJECT:

CRA Meeting Minutes - 2/10/2025

ATTACHMENTS:

1. CRA Meeting Minutes - 02/10/2025

City of Pensacola

Community Redevelopment Agency

Meeting Minutes

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

February 10, 2025, 3:30 PM **Hagler-Mason Conference Room, 2nd Floor**

The City of Pensacola Community Redevelopment Agency was created by the City Council and is a dependent special district in accordance with the Florida State Statutes Chapter 189 (Resolution No. 55-80 adopted on September 25, 1980; and amended Resolution No. 22-10 adopted on August 19, 2010.)

Immediately following the City Council Agenda Conference starting at 3:30 P.M.

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

CALL MEETING TO ORDER

The Community Redevelopment Agency (CRA) Board Meeting was called to order by Chairperson Broughton at 3:50 P.M.

Members Present:	Jennifer Brahier, Allison Patton, Teniade Broughton, Casey Jones, Jared Moore
Members Absent:	Charles Bare, Delarian Wiggins
Also Present:	Mayor D.C. Reeves

BOARD MEMBER DISCLOSURE

CRA Board members Jones and Patton disclosed ownership or control of interest directly or indirectly of property in the Community Redevelopment Area.

CHAIRPERSON'S REPORT

None.

ADMINISTRATOR'S COMMUNICATIONS

CRA Division Manager Victoria D'Angelo, gave a brief update on CRA Affordable Housing Infill Sites donated to the Northwest Florida Community Land Trust. She also updated the board on the CDBG grant for the Cervantes Street corridor. Economic Development Director Erica Grancagnolo, gave an update on the Baptist Redevelopment Project.

APPROVAL OF MINUTES

1. 25-150 CRA MEETING MINUTES - 01/13/2025

Recommendation:

A motion to approve was made by Board Member Brahier and seconded by Board Member Moore.

The motion passed by the following vote:

Yes: 5	Jennifer Brahier, Allison Patton, Teniade Broughton, Casey Jones, Jared Moore
No: 0	None

DISCUSSION ITEMS

None.

ACTION ITEMS

2. 25-82 PALAFOX PIER FOUNTAIN REPAIR

Recommendation: That the Community Redevelopment Agency (CRA) authorize the issuance of an Invitation to Bid (ITB) for repair of the Palafox Pier Fountain with an allocated budget of $100,000 plus a 20% contingency in the amount of $20,000 for a total of $120,000.

A motion to approve was made by Board Member Brahier and seconded by Board Member Moore.

Chairperson Broughton turned the item over to the sponsor, Board Member Patton. Board Member Patton gave a brief overview of the item. Mayor Reeves spoke to the item as well. Staff responded accordingly to questions.

The motion passed by the following vote:

Yes: 5	Jennifer Brahier, Allison Patton, Teniade Broughton, Casey Jones, Jared Moore
No: 0	None

3. 25-60 SUPPLEMENTAL BUDGET RESOLUTION NO. 2025-9CRA NON-ENCUMBERED CARRYOVER

Recommendation: That the Community Redevelopment Agency adopt Supplemental Budget Resolution No. 2025-9CRA.

A RESOLUTION OF THE PENSACOLA COMMUNITY REDEVELOPMENT AGENCY APPROVING AND CONFIRMING REVISIONS AND APPROPRIATIONS FOR THE FISCAL YEAR ENDING SEPTEMBER 30, 2025; PROVIDING FOR AN EFFECTIVE DATE.

A motion to approve was made by Board Member Patton and seconded by Board Member Brahier.

CRA Division Manager Victoria D'Angelo gave a brief overview of the item. Staff responded accordingly.

The motion passed by the following vote:

Yes: 5	Jennifer Brahier, Allison Patton, Teniade Broughton, Casey Jones, Jared Moore
No: 0	None

PRESENTATIONS

None.

BOARD MEMEBERS COMMENTS

None.

OPEN FORUM

None.

ADJOURNMENT

4:05P.M.

The City of Pensacola adheres to the Americans with Disabilities Act and will make reasonable accommodations for access to City services, programs and activities. Please call 850-436-5640 for further information. Request must be made at least 48 hours in advance of the event in order to allow the City time to provide the requested services.

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City of Pensacola

222 West Main Street
Pensacola, FL 32502

Memorandum

File #: 25-212 | Community Redevelopment Agency | 3/10/2025

PRESENTATION

SPONSOR: Teniadé Broughton - Chairperson

SUBJECT:

COMMUNITY POLICING UPDATE

RECOMMENDATION:

That the Community Redevelopment Agency (CRA) receive an update regarding community policing activities within the Urban Core Community Redevelopment Area.

SUMMARY:

The CRA and the City of Pensacola annually enter into an Interlocal Agreement to provide community policing activities within the entirety of the Urban Core Community Redevelopment Area from 17th Avenue to A Street. The Pensacola Police Department will provide an update.

PRIOR ACTION:

September 9, 2024 - The CRA approved the interlocal agreement with the City of Pensacola to provide Community Policing Innovations within the Urban Core Community Redevelopment Area for Fiscal Year 2025.

October 10, 2024 - City Council approved the interlocal agreement with the CRA to provide Community Policing Innovations within the Urban Core COmmunity Redevelopment Area for Fiscal Year 2025.

FUNDING:

N/A

FINANCIAL IMPACT:

N/A

LEGAL REVIEW ONLY BY CITY ATTORNEY: No

STAFF CONTACT:

Tim Kinsella, City Administrator
Erica Grancagnolo, Economic Development Director
Victoria D'Angelo, CRA Division Manager
Hilary Halford, Assistant CRA Division Manager
Eric Randall, Police Chief

ATTACHMENTS:

None

PRESENTATION: Yes

File #: 25-89 Community Redevelopment Agency 3/10/2025

ACTION ITEM

SPONSOR: Teniadé Broughton - Chairperson

SUBJECT:

CRA COMMERCIAL PROPERTY IMPROVEMENT PROGRAM AWARD - MODERN CLEANERS

RECOMMENDATION:

That the Community Redevelopment Agency (CRA) approve a Commercial Property Improvement Program funding award, in an amount not to exceed $140,000, to Shah Mrugank, owner of Modern Cleaners for eligible improvements to the property located at 2500 W. Cervantes Street, Pensacola, Florida. Further, that the CRA authorize the CRA Chairperson to take all actions necessary to complete the project pursuant to the program documents.

SUMMARY:

On December 11, 2017, the Community Redevelopment Agency (CRA) approved a commercial property Improvement Program (CPIP) for administration within targeted districts of the City of Pensacola's designated community redevelopment areas which was subsequently amended. Implementation of this program is identified as a key redevelopment strategy within the City of Pensacola's Westside and Urban Core adopted community redevelopment plans.

The CPIP is designed to support the preservation and enhancement of commercial, non-residential buildings and historic cemeteries, increase building occupancy and reuse, eliminate, and prevent blight, and preserve and enhance the tax base in accordance with the public purposes. For all qualified projects, except cemeteries, the program allows for up to $150,000 in funding based on property age, square footage, and cultural/historical significance. The assistance provided is secured by a forgivable loan for an established period defined as the Maintenance and Occupancy Period. During this period occupancy and reuse of the building must be actively maintained, sought or achieved, in accordance with the applicant's approved occupancy and operating plan, the building may not be used for an ineligible purpose, the property must be maintained in good and faithful compliance with the program and the site must not be intentionally demolished and/or rebuilt.

Mr. Mrugank has applied for funding through the Commercial Property Improvement Program for the property at 2500 W. Cervantes Street, Pensacola, Florida. The proposed improvements include window, door and siding replacement, HVAC installation and associated climate control improvements for the customer service area, and a new electronic sign. Full scope and examples of the new sign are included in the application documents attached.

Modern Cleaners building was constructed in 1938 and originally was a four (4) bay commercial garage. According to the Escambia County Property Appraiser's records, the building is 5,530 square feet. In addition, the building qualifies as a culturally/historically significant building in accordance with the program guidelines. Per the program's established guidelines the project qualifies for up to $140,000 of funding assistance as outlined in the table below. Based on the funding threshold, the Maintenance and Occupancy Period is 10 years. A copy of the applicant's occupancy and operating plan is included within the application documents.

FUNDING CRITERIA	**DETERMINATION**	**QUALIFYING AMOUNT**
Age	87 years	$35,000
Square Footage	5,530	$80,000
Culturally/Historically Significant	Yes	$25,000
	TOTAL	**$140,000**

A match of 20% of the project cost, not to exceed $28,000, is required and Mr. Mrugank is prepared to provide these funds if the project is approved by the CRA Board, at contract execution.

PRIOR ACTION:

December 11, 2017 - The CRA approved the Commercial Façade Improvement Program to be administered within target districts of the City of Pensacola’s designated community redevelopment areas.

February 5, 2018 - The CRA approved the Westside Redevelopment Board recommendation to amend the Westside Commercial Façade Improvement Target Area Boundaries to include the west side of Pace Boulevard from Cervantes Street to Main Street.

December 10, 2018 - The CRA approved amendments to the Commercial Façade Improvement Program.

November 11, 2022 - The CRA approved the Commercial Property Improvement Program policy.

FUNDING:

Budget:	$140,000	Westside Redevelopment District Fund
Actual:	$140,000	

FINANCIAL IMPACT:

Funding is available in the FY2025 Westside Redevelopment District fund budget.

LEGAL REVIEW ONLY BY CITY ATTORNEY: No

STAFF CONTACT:

Tim Kinsella, City Administrator
Erica Grancagnolo, Economic Development Director
Victoria D'Angelo, CRA Division Manager
Hilary Halford, CRA Division Assistant Manager
Shirley Baylis, CRA Program Manager

ATTACHMENTS:

1. MODERN CLEANERS CPIP APPLICATION 2.19.2025

PRESENTATION: No

MODERN CLEANERS, INCORPORATED

2500 W. CERVANTES STREET

PENSACOLA, FL 32505

CITY OF PENSACOLA, COMMUNITY REDEVELOPMENT AGENCY

COMMERCIAL PROPERTY IMPROVEMENT PROGRAM

FUNDING REQUEST APPLICATION

CRA BOARD APPROVAL REQUEST

MARCH 10, 2025

COMMERCIAL PROPERTY IMPROVEMENT PROGRAM

PENSACOLA
COMMUNITY REDEVELOPMENT AGENCY

Administered by:
City of Pensacola Community Redevelopment Agency
222 West Main Street, 3rd Floor
Pensacola, Florida 32502
Phone: (850) 436-5640

PRE-ELIGIBILITY APPLICATION

Property Ownership

Owner Name(s): Mrugank Shah. (Constance Shah.)

If more than one owner include all names.

Are there any owners on the deed that are unable to authorize participation? Yes/ [✓ No]

If so, please explain the circumstances:

Contact Information

Name (Primary Owner Applicant or Representative): Mrugank Shah.

Mailing Address: 5778 San Martino St. Milton, FL. 32583.

Phone: 850-380-3758 Email (if available): moderncleanersinc@ hotmail com

Attach valid state identification for the primary owner who is requesting assistance and representative (if applicable).

Property Information

Address: 2500 W Cervantes St. Pensacola, FL. 32505

Indicate property type:

✓ [✓ Commercial or] Non-Residential ___ Mixed Use ___ Cemetery

If cemetery, provide name: ______

Do you consider the property to be historically or culturally significant? [✓ Yes]/No

If yes, describe significance: Property has been part of Pensacola for over 75 Yrs!

Does the owner have a mortgage on the property? [✓ Yes] / No

If yes, are payments current? [✓ Yes] / No

Name of Lienholder(s): Dennis Thomas.

Are there any liens or code violations on the property? Yes [✓ No]

Are property tax payments current? [✓ Yes] / No / N/A

Occupancy and Use

Is the property vacant or occupied? Occupied.

Write "N/A" if not applicable.

If occupied,

Describe the current use of the property? Dry Cleaning Plant and retail store.

Who is/are the current tenant(s)?

Owner Operated.

Write "N/A" if not applicable.

If leased, attach copy of lease agreement.

Describe the expected use of the property after project completion?

Continue with Dry Cleaning & Laundry Plant

Project Summary

Please provide a brief description of the work that is needed:

Facia uplift, Newer Windows and doors, Signage, Painting of the exterior - Could use A/c in the building -

Are there any issues hindering reuse of the property? Yes [✓ No]

If so, please describe:

Storm Damage

Has the property been damaged by a hurricane or other natural disaster? [✓ Yes] / No

If so, describe the natural disaster and damage that occurred that still requires repair.

Signage, Canopy and some roof damage.

Has a claim been submitted to an insurance company and/or FEMA and been denied?

Yes [✓ No] If yes, please explain:

Has a claim been submitted to an insurance company and/or FEMA and been approved but the money received insufficient to cover the cost of repair? Yes / [✓ No] If yes, please explain:

CERTIFICATION

By certifying this document, I/we (as may be on behalf of the owner(s) pursuant to a duly executed affidavit of representation), understand and agree that:

- Florida Statute 817 provides that willful false statements or misrepresentation concerning income, asset or liability information relating to financial condition is a misdemeanor of the first degree, punishable by fines and imprisonment provided under Statutes 775.082 or 775.83. I/we further understand that any willful misstatement of information will be grounds for disqualification. I/we certify that the application information provided is true and complete to the best of my/our knowledge. I/we consent to the disclosure of information for the purpose certifying my/our eligibility for program assistance. I/we agree to provide any documentation needed to assist in determining eligibility.

- This pre-qualification process is a screening procedure to determine if potential participants meet minimum requirements necessary for participation in the City of Pensacola Community Redevelopment Agency Commercial Property Improvement Program and does not guarantee that funding will be provided under the program.

- A preliminary inspection of the property will occur as a part of the pre-qualification process, which will inform the extent of work necessary to rehabilitate the property. I/we agree to fully cooperate with the program representative(s) and to indemnify and hold harmless the CRA, the City of Pensacola, and their agents and employees from and against claims, suits, actions, liability, damages, losses and expenses, including but not limited to attorney's fees, arising out of or resulting from eligibility screening related to, and/or participation in, this program provided that such claim, damage, loss or expense is attributable to bodily injury, sickness, disease or death, or to injury to or destruction of tangible property including loss of use resulting therefrom, directly or indirectly caused by, resulting from, arising out of or occurring in connection with this program.

MShah 6.13.23

Applicant Signature Date

Print Name: MRUGANK C. SHAH

I am the: [✓ Owner]/Representative (circle one)

Co-Applicant Signature Date

Print Name:

I am the: Owner/Representative (circle one)

If acting on behalf of the owner(s), please submit an executed and notarized Affidavit and Authorization for Representation form which can be obtained from the CRA Office.

B. Passmore 6.13.23

Witness #1 Date

Print Name: Belinda Passmore

Hilary Halford 6.13.23

Witness #2 Date

Print Name: Hilary Halford

Witness #1 Date

Print Name:

Witness #2 Date

Print Name:

CRA OFFICE USE ONLY

Estimated anticipated funding required $ 104,152 . CRA District Westside .

COMMERCIAL PROPERTY IMPROVEMENT PROGRAM

PENSACOLA
COMMUNITY REDEVELOPMENT AGENCY

Administered by:
City of Pensacola Community Redevelopment Agency
222 West Main Street, 3rd
Floor Pensacola, Florida
32502
Phone: (850) 436-5640

OWNER'S CONTRACTOR SELECTION

Date: FEBRUARY 12, 2025

To PROGRAM MANAGER:

Please be advised that we have selected CHARTER DEVELOPMENT CORP. (Contractor's Name) to perform the work under the Commercial Property Improvement Program (CPIP) at our property located at 2500 W. CERVANTES STREET PENSACOLA, FL. Please advise the Contractor of our intent to award.

Sincerely:

mshah
MRUGANK SHAH, Owner
Modern Cleaners, Inc.

Witness #1 Signature

Shirley A. Beyks
Witness #1 Printed Name

Hilary Halford
Witness #2 Signature

Hilary Halford
Witness #2 Printed Name

MATCHING REQUIREMENT COMMITMENT

PENSACOLA
COMMUNITY REDEVELOPMENT AGENCY

COMMERCIAL PROPERTY IMPROVEMENT PROGRAM
Administered by:
City of Pensacola Community Redevelopment Agency
222 West Main Street, 3rd Floor
Pensacola, Florida 32502
Phone: (850) 436-5640

MATCHING COMMITMENT

Owner Name: Mrugank Shah

Property Address: 2500 W Cervantes Street, Pensacola, FL

Total Project Cost: $104,152

% Match Required: 20%
$ Match Requried: $20,830

CASH			
			Amount
Cash Deposit*			$20,830
IN KIND (Attach documents as enumerated below.)			
Materials**	**Cost/unit**	**# Units**	**Total Cost**
			0.00
			0
			0.00
Donated Professional Services***	**Hourly Rate******	**# Hours**	**Total Cost**
Service Type	$0	0	0
			0
TOTAL MATCH			**$20,830**

NOTES

*Cash must be deposited with the CRA Office prior to project commencement.
**Attach 3 comparisons. Calculation to reflect average.
***Subject to 10% cap.
**** Per Bureau of Labor and Statistics hourly rate for applicable service in current year. Attach proof of rate and letter of hourly commitment from Contractor.

OWNER CERTIFICATION

I, Owner/Representative of the property above listed, hereby agree and commit to provide the project match enumerated above. I understand that should I fail to provide the required match that I shall be deemed in default of the program requirements.

Owner Signature: MShah
Acting Post-Commander

Printed Name: MRUGANK C. SHAH

Date: 2-12-2025

FLORIDA DIVISION OF CORPORATIONS

Division of Corporations
an official State of Florida website

Department of State / Division of Corporations / Search Records / Search by Entity Name /

Detail by Entity Name

Florida Profit Corporation
MODERN CLEANERS, INC.

Filing Information

Document Number	P94000001691
FEI/EIN Number	59-3218277
Date Filed	12/30/1993
Effective Date	01/01/1994
State	FL
Status	ACTIVE
Last Event	REINSTATEMENT
Event Date Filed	03/30/2015

Principal Address

2500 W. CERVANTES
PENSACOLA, FL 32505

Changed: 01/30/2021

Mailing Address

5778 San Martino St.
Milton, FL 32583

Changed: 03/30/2015

Registered Agent Name & Address

SHAH, MRUGANK
2500 W. CERVANTES
PENSACOLA, FL 32505

Name Changed: 03/30/2015

Address Changed: 01/30/2021

Officer/Director Detail

Name & Address

Title President

SHAH, MRUGANK
5778 SAN MARTINO ST.
MILTON, FL 32583

Title VP

SHAH, JESSICA
5778 SAN MARTINO ST.
MILTON, FL 32583

Annual Reports

2025 FLORIDA PROFIT CORPORATION ANNUAL REPORT

FILED
Jan 27, 2025
Secretary of State
2335837376CC

DOCUMENT# P94000001691

Entity Name: MODERN CLEANERS, INC.

Current Principal Place of Business:

2500 W. CERVANTES
PENSACOLA, FL 32505

Current Mailing Address:

5778 SAN MARTINO ST.
MILTON, FL 32583 US

FEI Number: 59-3218277

Certificate of Status Desired: No

Name and Address of Current Registered Agent:

SHAH, MRUGANK
2500 W. CERVANTES
PENSACOLA, FL 32505 US

The above named entity submits this statement for the purpose of changing its registered office or registered agent, or both, in the State of Florida.

SIGNATURE: MRUGANK SHAH 01/27/2025

Electronic Signature of Registered Agent Date

Officer/Director Detail :

Title	PRESIDENT	Title	VP
Name	SHAH, MRUGANK	Name	SHAH, JESSICA
Address	5778 SAN MARTINO ST.	Address	5778 SAN MARTINO ST.
City-State-Zip:	MILTON FL 32583	City-State-Zip:	MILTON FL 32583

I hereby certify that the information indicated on this report or supplemental report is true and accurate and that my electronic signature shall have the same legal effect as if made under oath; that I am an officer or director of the corporation or the receiver or trustee empowered to execute this report as required by Chapter 607, Florida Statutes; and that my name appears above, or on an attachment with all other like empowered.

SIGNATURE: MRUGANK C. SHAH PRESIDENT 01/27/2025

Electronic Signature of Signing Officer/Director Detail Date

CULTURAL/HISTORICAL SIGNIFICANCE LETTERS OF SUPPORT

PENSACOLA
FLORIDA'S FIRST & FUTURE

June 14, 2023

City of Pensacola
Community Redevelopment Agency
222 W. Main St.
Pensacola, FL 32502

RE: Letter request for cultural/historical significance of 2500 W. Cervantes Street

Ms. Halford,

This letter serves as a statement on the cultural and historical significance of the property located at 2500 W. Cervantes Street. This resource was surveyed in 2003 during the Brownsville Architectural Survey resulting in Florida Master Site File #ES03200.

The resource was assigned the site name, 2500-2502 West Cervantes Street, also known as Modern Cleaners. Built in 1938, this masonry vernacular structure is constructed of brick with a basketweave pattern along the cornice. Its original function was a garage with four garage bays located on the east elevation. In later years, the structure was utilized for unspecified commercial purposes. The building contributes to the early 20th century commercial development of the Brownsville area, which was a planned working-class neighborhood.

This resource is culturally and historically significant for a local registry of sites as well as a potential contributor for a future National Register district nomination for Brownsville. All alterations and/or repairs should include historically accurate and appropriate materials, and all work should conform to the Secretary of the Interior's Standards for the Treatment of Historic Properties. Additional resources are available through the National Center for Preservation Technology and Training. Please feel free to reach out if additional information is needed.

Thanks,

Adrianne J. Walker

Adrianne Walker, M.A., RPA
Cultural Resources Coordinator

222 West Main Street Pensacola, Florida 32502
Ph: 850.435.1603 | Fax: 850.435.1611 | TTY/D: 850.436.1666
www.cityofpensacola.com

UNIVERSITY of WEST FLORIDA
HISTORIC TRUST

June 30, 2023

City of Pensacola
Community Redevelopment Agency
222 W Main Street
Pensacola, FL 32502

RE: Historical/Cultural Significance Historic Magnolia Cemetery

Ms. Halford,

Upon your request, I have assessed the historical significance of the building located at 2500 W Cervantes Street. I have reviewed a Florida Master Site File (#ES03200) that was completed in 2003 as part of a Brownsville Architectural Survey

Based on the available resources and my general knowledge of this area, the building was built around 1938 as a mechanic repair garage. The architectural style and detailing are typical of vernacular masonry buildings of this time and location. There have been exterior modifications, but the building overall retains many of the original features. The openings along W Cervantes and N “S” Street have modern infill and windows, but these can easily be removed if the building was to be renovated/restored. I would advise that the openings along W Cervantes be restored to full window openings. The removal of residential siding in the infill windows is not appropriate. On the rear of the building, the large metal sliding door and adjacent track where a similar door was located should be preserved in some fashion. Also, the glass block on the north and west side should be retained as they most likely are original to the building.

The building contributes to the commercial development of Brownsville that dates to the early 1900s. Based on the CRA Commercial Improvement Program Guidelines, 2500 W Cervantes Street meets the qualifications as a culturally and historically site. It is important that all work in the cemetery meets the Secretary of the Interior’s Standards and is completed by trained professionals.

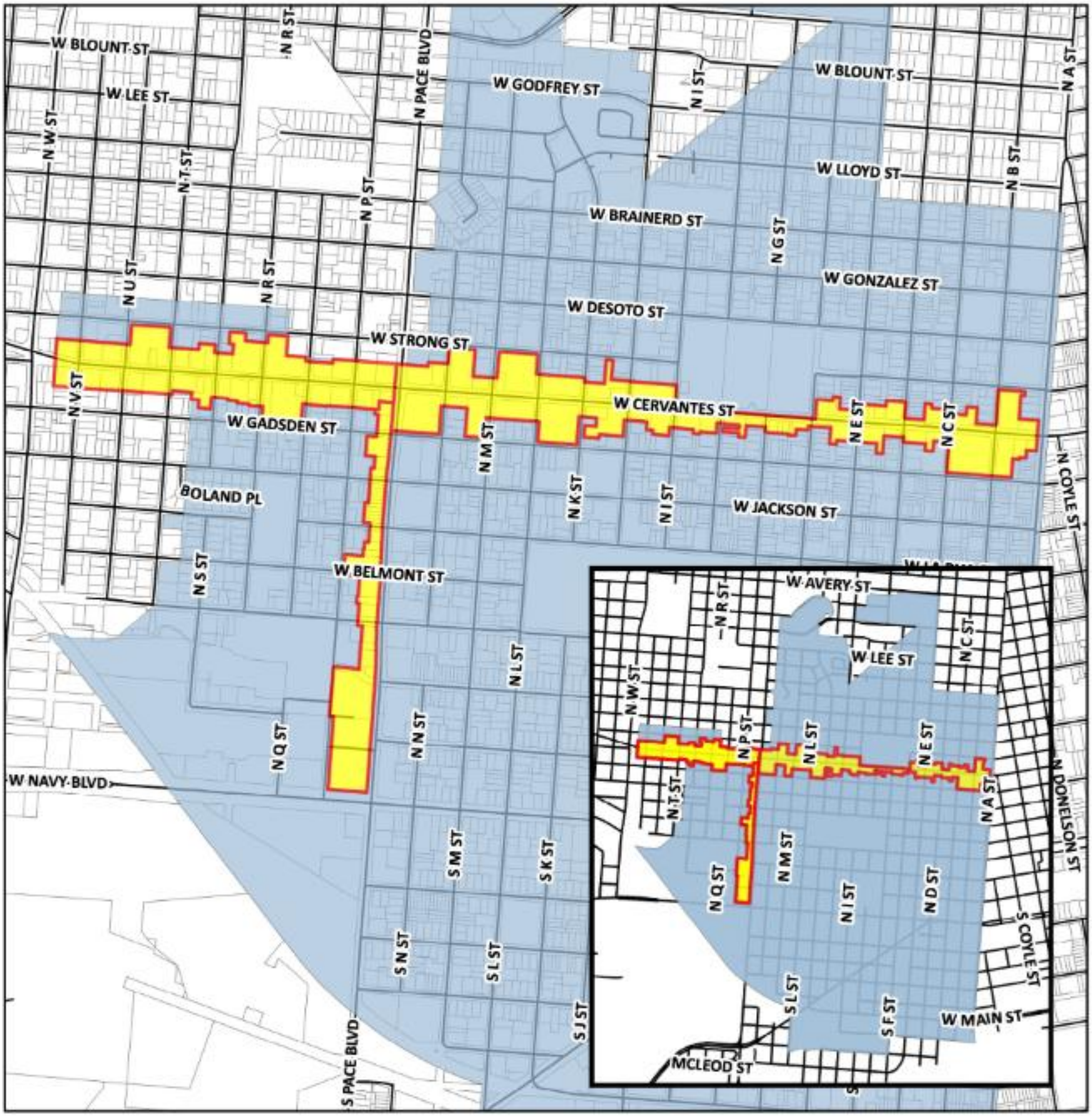
Sincerely,

Ross Pristera
Historic Preservationist

PROPERTY LOCATION MAP

PENSACOLA
COMMUNITY REDEVELOPMENT AGENCY

Commercial Property Improvement Program: Westside Community Redevelopment Area


W BLOUNT ST
W LEE ST
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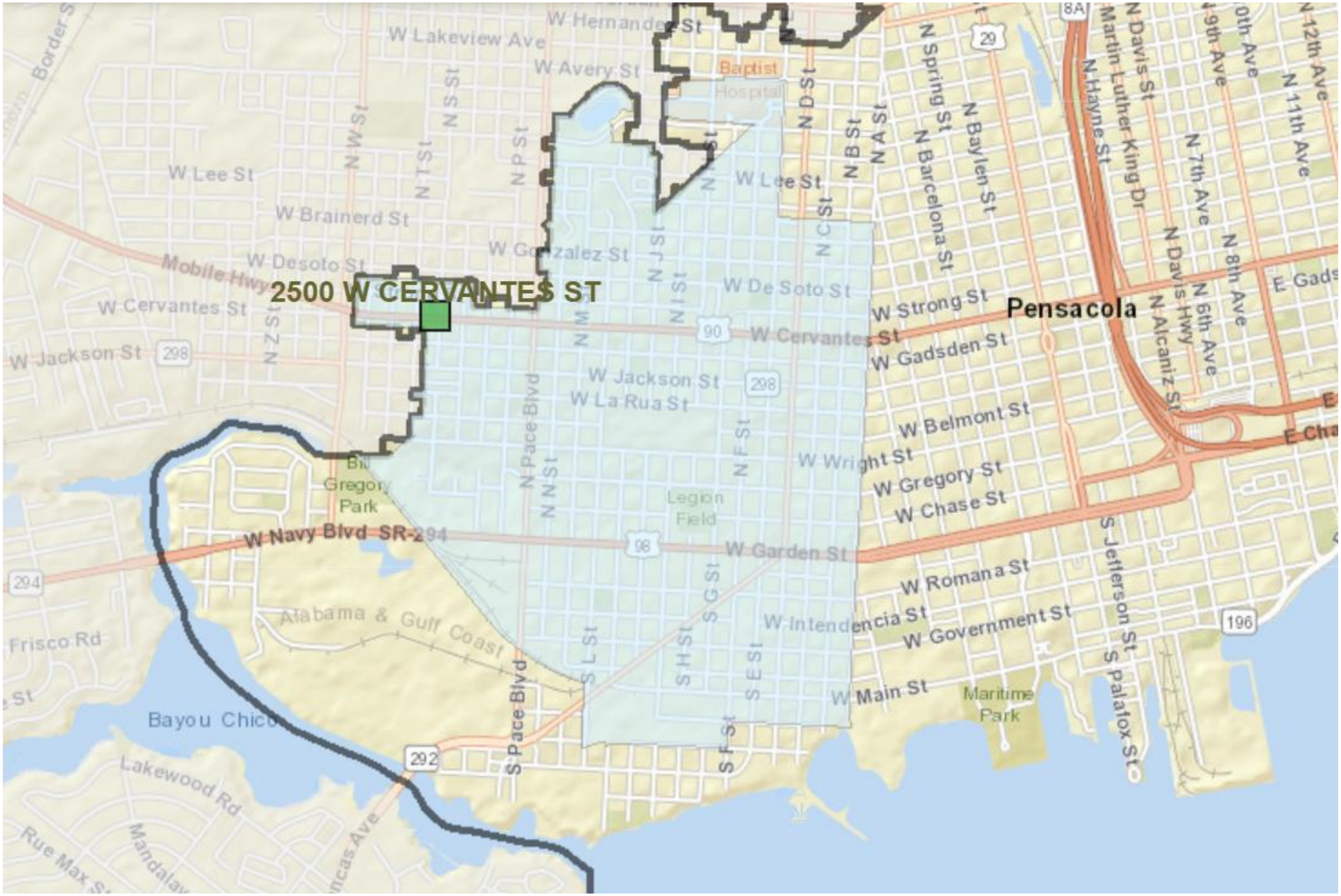
W MAIN ST
MCLEOD ST

Legend

🟨 All eligible property types 🟦 Historical and Culturally Significant Only

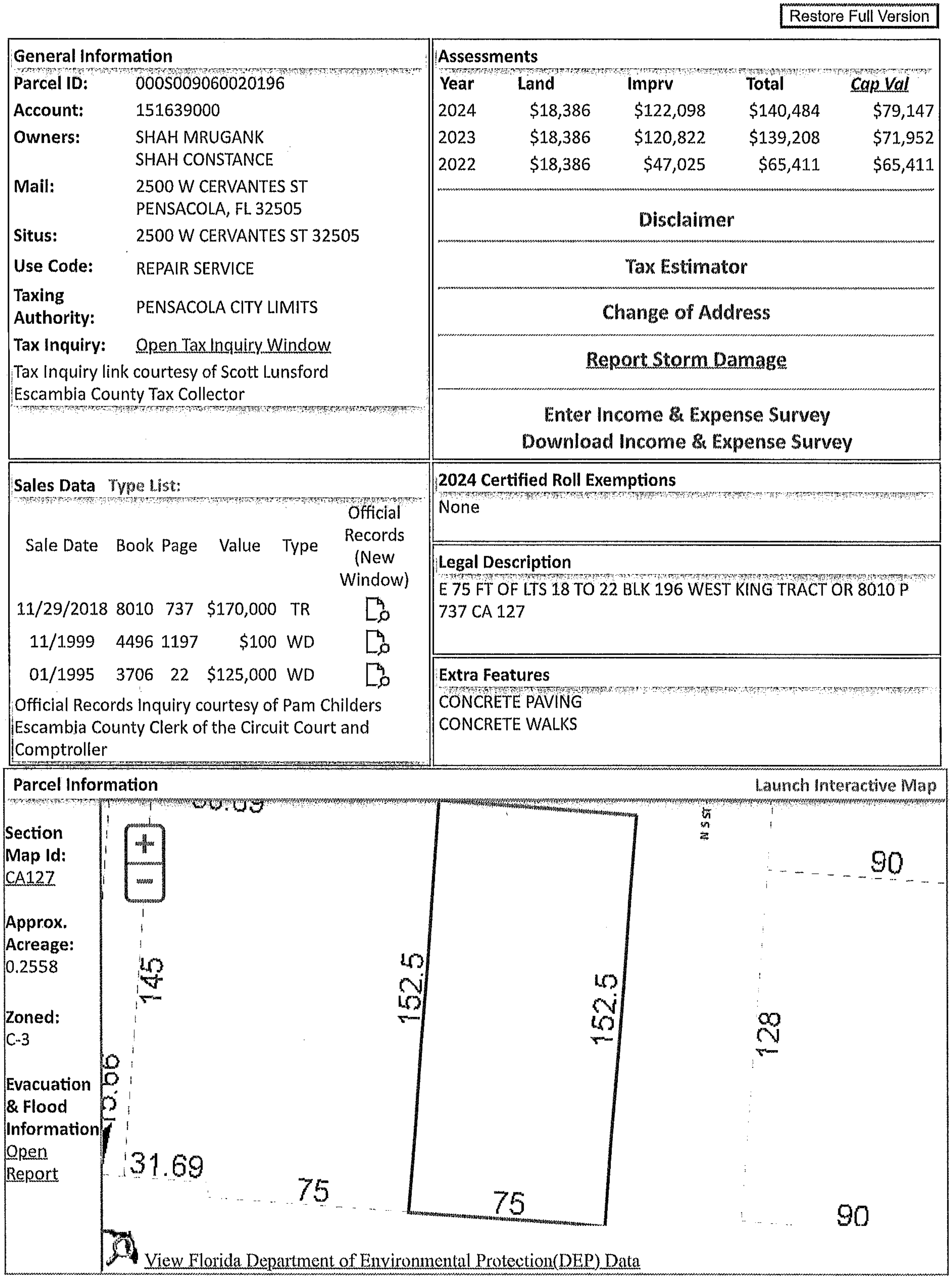
Date: 10/26/2022

N


2500 W CERVANTES ST
Pensacola
W Cervantes St
W Garden St
W Navy Blvd SR-294
Legion Field
Bill Gregory Park
Bayou Chico
Maritime Park
Baptist Hospital
Alabama & Gulf Coast
N Pace Blvd
S Pace Blvd
W Main St
W Government St
W Intendencia St
W Romana St
W Jackson St
W Lee St
W Strong St
W Gadsden St
W Belmont St
W Wright St
W Gregory St
W Chase St
S Jefferson St
S Palafox St
Lakewood Rd
Frisco Rd
Mobile Hwy
W Hernandez St
W Lakeview Ave
W Avery St
W Brainerd St
W Desoto St
W Gonzalez St
W De Soto St
W La Rua St
90
98
292
294
298
196
29

ESCAMBIA COUNTY PROPERTY APPRAISERS' OFFICE INFORMATION

Source: Escambia County Property Appraiser



Restore Full Version

General Information

Parcel ID:	000S009060020196
Account:	151639000
Owners:	SHAH MRUGANK SHAH CONSTANCE
Mail:	2500 W CERVANTES ST PENSACOLA, FL 32505
Situs:	2500 W CERVANTES ST 32505
Use Code:	REPAIR SERVICE
Taxing Authority:	PENSACOLA CITY LIMITS
Tax Inquiry:	Open Tax Inquiry Window

Tax Inquiry link courtesy of Scott Lunsford
Escambia County Tax Collector

Assessments

Year	Land	Imprv	Total	Cap Val
2024	$18,386	$122,098	$140,484	$79,147
2023	$18,386	$120,822	$139,208	$71,952
2022	$18,386	$47,025	$65,411	$65,411

Disclaimer

Tax Estimator

Change of Address

Report Storm Damage

Enter Income & Expense Survey
Download Income & Expense Survey

Sales Data Type List:

Sale Date	Book	Page	Value	Type	Official Records (New Window)
11/29/2018	8010	737	$170,000	TR	
11/1999	4496	1197	$100	WD	
01/1995	3706	22	$125,000	WD	

Official Records Inquiry courtesy of Pam Childers
Escambia County Clerk of the Circuit Court and Comptroller

2024 Certified Roll Exemptions

None

Legal Description

E 75 FT OF LTS 18 TO 22 BLK 196 WEST KING TRACT OR 8010 P 737 CA 127

Extra Features

CONCRETE PAVING
CONCRETE WALKS

Parcel Information

Launch Interactive Map

Section Map Id:
CA127

Approx. Acreage:
0.2558

Zoned:
C-3

Evacuation & Flood Information
Open Report

View Florida Department of Environmental Protection(DEP) Data

Buildings

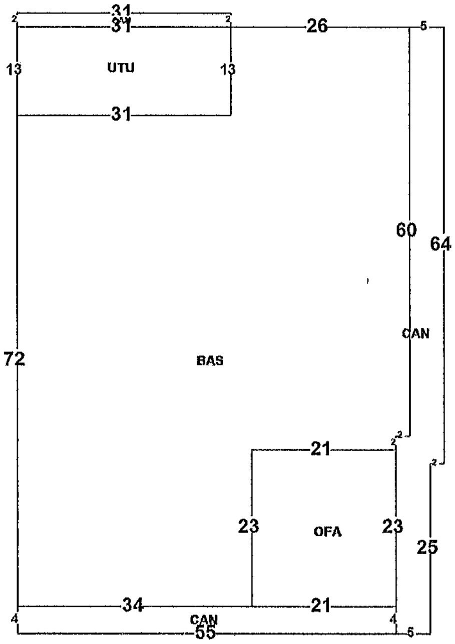
Address:2500 W CERVANTES ST, Year Built: 1938, Effective Year: 1975, PA Building ID#: 25580

Structural Elements

DECOR/MILLWORK-*AVERAGE*
DWELLING UNITS-*0*
EXTERIOR WALL-*BRICK-FACE/VENEER*
EXTERIOR WALL-*CLAY TILE*
FLOOR COVER-*CONCRETE-FINISH*
FOUNDATION-*SLAB ON GRADE*
HEAT/AIR-*NONE*
INTERIOR WALL-*PLASTER DIRECT*
NO. PLUMBING FIXTURES-*8*
NO. STORIES-*1*
ROOF COVER-*COMPOSITION SHG*
ROOF FRAMING-*FLAT/SHED*
STORY HEIGHT-*14*
STRUCTURAL FRAME-*MASONRY PIL/STL*

Areas - 5530 Total SF

BASE AREA - *3909*
CANOPY - *735*
OFFICE AVG - *483*
UTILITY UNF - *403*



Images

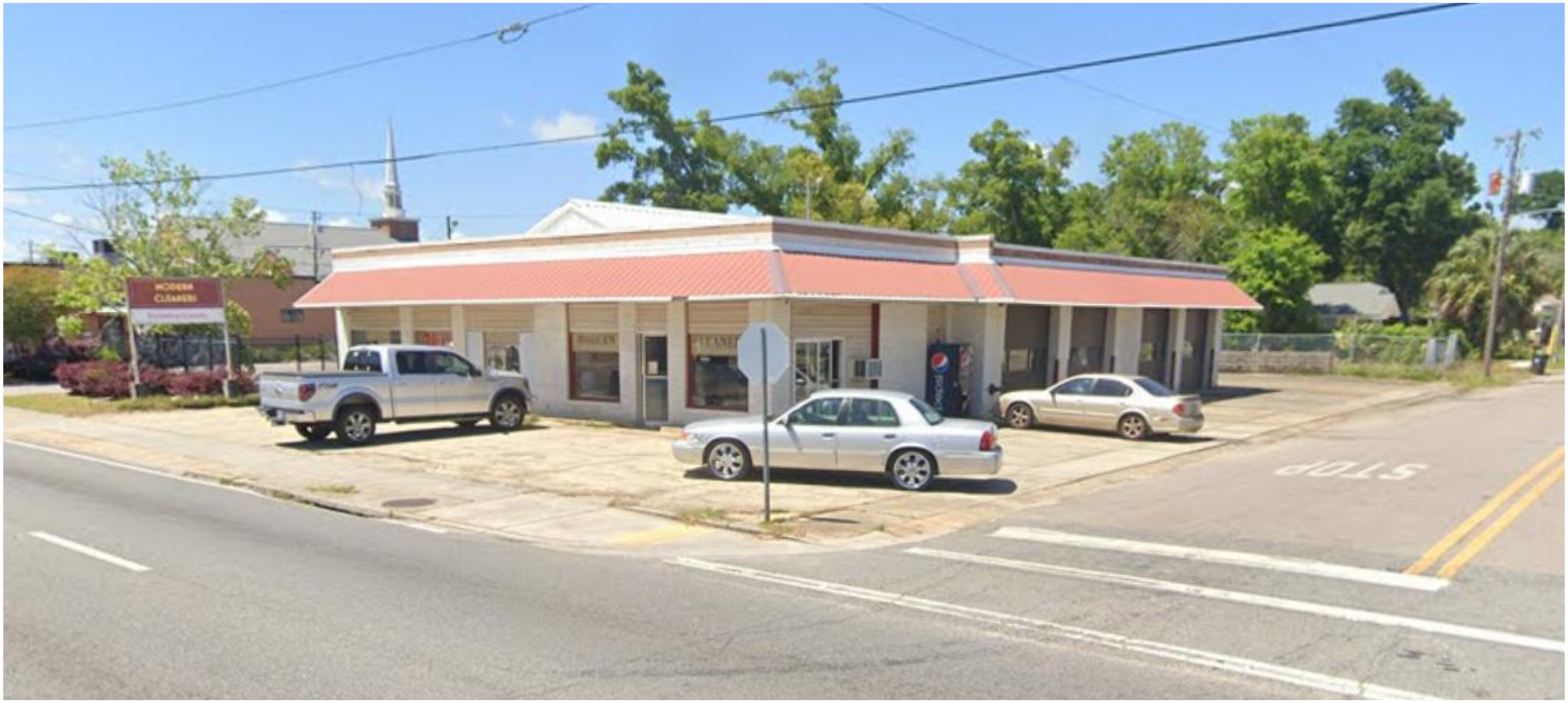
7/7/2023 12:00:00 AM

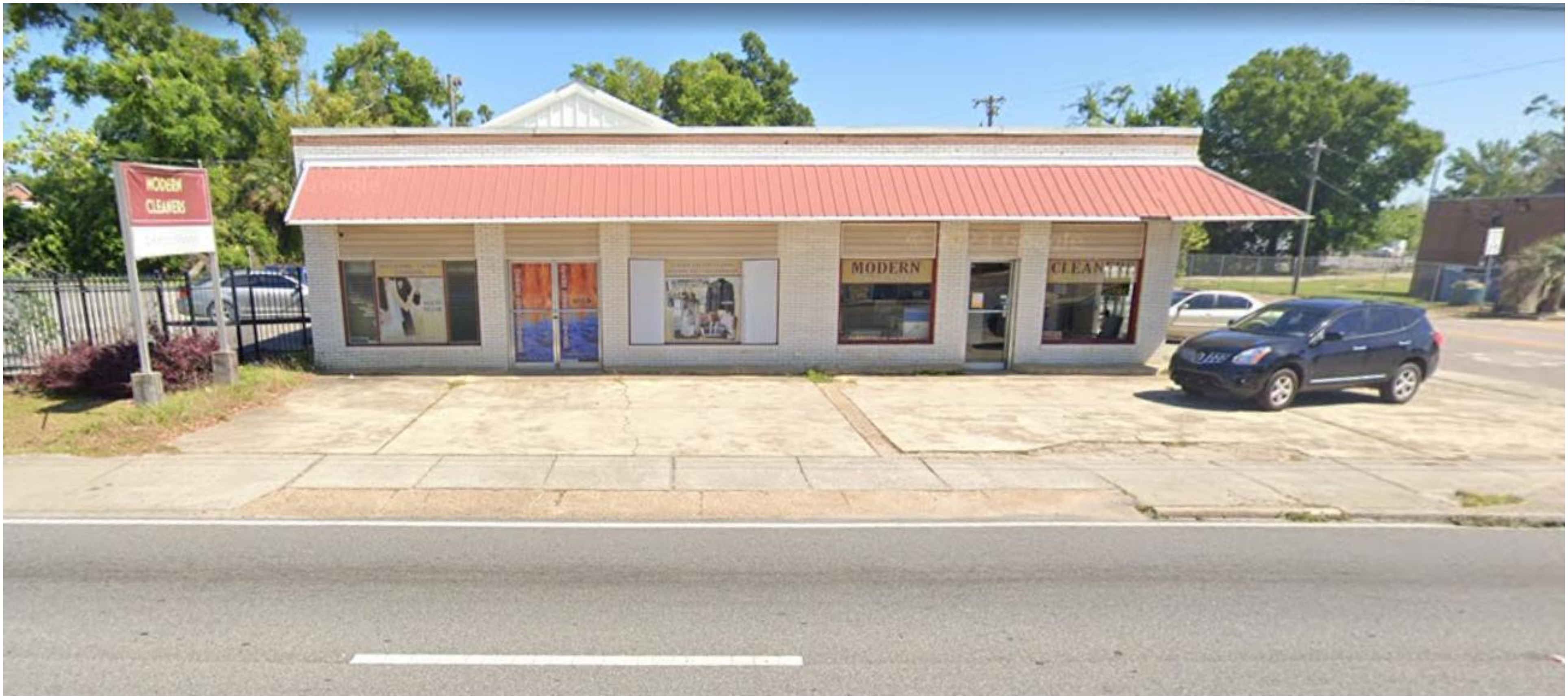
The primary use of the assessment data is for the preparation of the current year tax roll. No responsibility or liability is assumed for inaccuracies or errors.

PROPERTY PHOTOS

Servicing
Pensacola
Florida
Since 1946

MODERN
CLEANERS


MODERN
CLEANERS
MODERN
CLEANERS
STOP


MODERN CLEANERS
MODERN
CLEAN

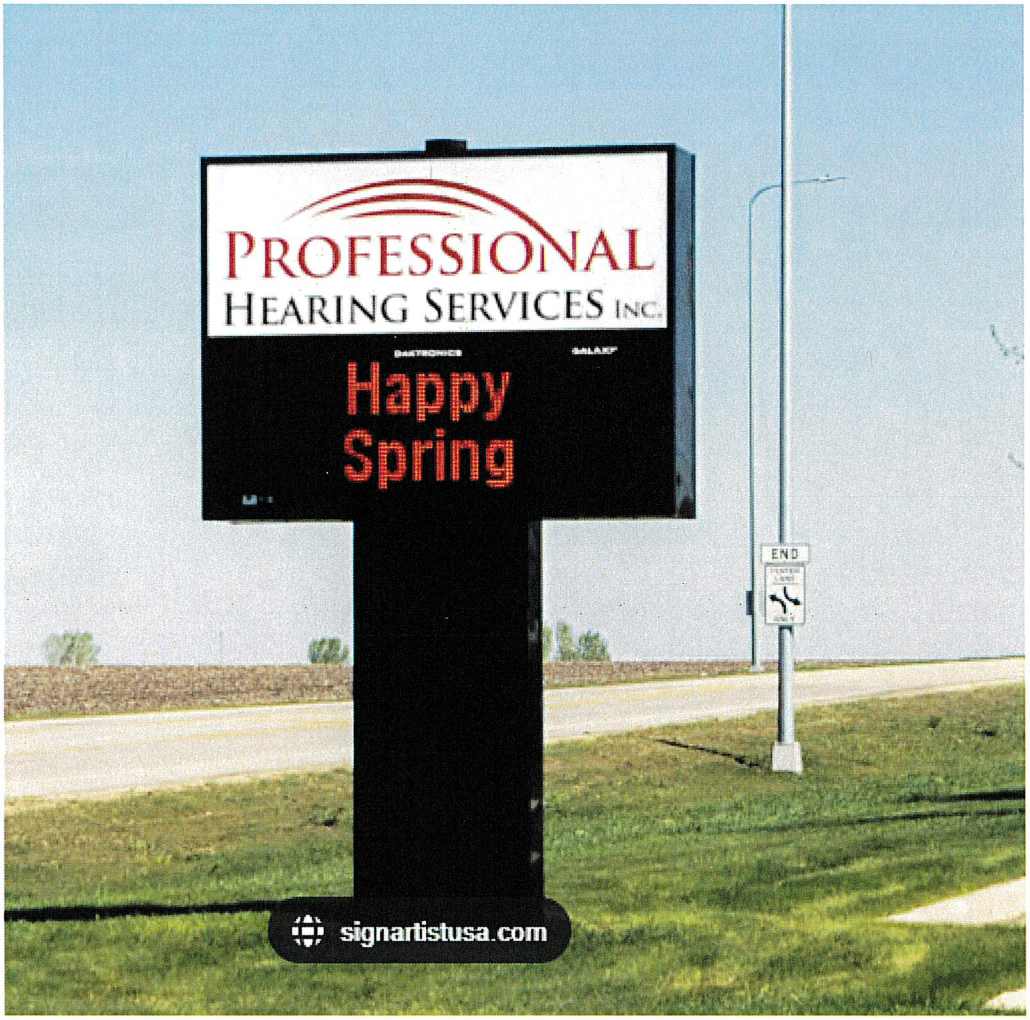
SUPPLY
IN REAR

PROPOSED SCOPE OF WORK

Attachment A - Continued
BID TABULATION
THIS FORM MUST BE INCLUDED IN SUBMITTAL

An excel version of this form may be provided upon request.

Item #	2500 W. Cervantes **Brief Description**	Bid Amount
1	Replace small section of coping on the front soffit of the building. Match current material exactly or close as possible. ***Specs: [provide costs for each item listed separately]***	640.00
2	Paint building trim only. *(color selected by owner w/CRA approval)*	800.00
3	Remove (3) glass block windows in the production area. , Electric inc.	1525.00
4	Replace (3) glass block windows in production area with (3) exhaust fans	6825.00
~~5~~	~~Remove sliding glass doors on the east side of building~~ Delete	0
6	~~Replace sliding glass doors with new tempered glass window to match other glass windows~~	0
7	Remove Jalousie windows from the front of building.	640.00
8	Replace Jalousie windows with new tempered glass windows - Impact Glass	3840.00
9	Install new split unit air conditioning unit in the customer service area	7360.00
10	Install new ~~metal~~ Vinyl siding on front of building	3520.00
11	Replace piece of plywood on east side of building with properly insulated panel and install ~~metal~~ Vinyl siding to match the new siding on front of building.	1200.00
12	Install heavy-duty commercial grade plastic freezer strip panels to cover (3) entry doorways from the customer service area to the production area. Approximate length of 84 inches.	2640.00
13	Replace existing exterior front doors with like style with impact resistant glass. All doors to be lockable. All locks keyed alike. 1-Single and 1 Double	24,458.00
14	New Signage: Remove & dispose of old signage and pole. Replace with new electronic signage-12' x 50'. (See attached example of sign sample attached.)	43,118.00
15	Install and stabilize new pole as required for new signage. Delete **Note: Inspection required.**	0
16	Install necessary commercial grade electricity required for sign installation, to include required wiring and outlets. **Note: Caution recommended. Inspection required.**	1936.00
17	**Permits & inspections required for window installations, door replacements, A/C installation, and sign.**	1280.00
	TOTAL BASE BID	$ 104,152.00


PROFESSIONAL
HEARING SERVICES INC.
Happy
Spring
END
signartistusa.com

MAINTENANCE & OPERATION PLAN

MODERN CLEANERS
2500 W. Cervantes Street
Pensacola, FL. 32505
Tel. 850-438-3696
Email: moderncleanersinc@hotmail.com

Date: December 31, 2024

Good Morning Ms. Baylis.

I am outlining the maintenance plan for the work being done at **Modern Cleaners thru CRA Project:**

The **Digital Pole Sign has 5 years parts and labor warranty.** As per the sign company they are confident that it should not have any problem. It will also be covered under our **property insurance** for any damage due to wind or vandalism.

The **Exhaust Fans** will have **One Year Warranty.** Modern Cleaners will maintain and do the repairs as needed after the warranty expires.

Vinyl Siding will have **Limited Warranty** against fading.

Air Condition in the front lobby area will have **Manufacturer's Warranty and One Year Parts and Labor Warranty by the installers.**

Windows and Doors will have Manufacturer's Warranty.

As the warranties expires, Modern Cleaners and or the owner of the property will maintain the equipment and the building on **as needed basis**.

As the **CRA Board Approves** this project, my share of the contribution will be delivered by **Company Check or Cashier's Check** on the **requested date.**

I believe with help of this project the outlook of this building will improve and will help Brownsville community attract more new businesses and help thrive the community again.

Thank you for considering Modern Cleaners for this project.

Sincerely,

Mshah

M. C. Shah
Owner and Operator

OPERATIONS AGREEMENT

I, **MRUGANK SHAH**, President of Modern Cleaners, Inc. will continue to operate 2500 W. Cervantes Street as a dry-cleaning business under the current management. The business will maintain all existing operational procedures, customer agreements, and service commitments to ensure continued profitability and service excellence.

In the event I am unable to fulfill the operational duties due to incapacity, resignation or any other reason, the vice president, **JESSICA SHAH**, will assume operational control of the business. She shall have the authority to manage daily operations, make business decisions, and ensure the company's continued success.

If, for any reason, the dry-cleaning business is no longer viable or sustainable, the VP shall have the right to operate another viable business in the same space; an alternative business should be established to ensure ongoing operations and revenue generation.

The business location will not remain vacant during the duration of the lien agreement (10 years) or until the balance due on the lien is fully paid.

Any changes in business operations must be in compliance with the lienholder's terms and conditions.

2/11/25

Mrugank Shah
Date

Jessica Shah

2/11/25

Jessica Shah
Date

City of Pensacola

222 West Main Street
Pensacola, FL 32502

Memorandum

File #: 25-214 Community Redevelopment Agency 3/10/2025

DISCUSSION

SPONSOR: Teniadé Broughton - Chairperson

SUBJECT:

DRAFT COMMUNITY REDEVELOPMENT PLAN BRIEFING

RECOMMENDATION:

N/A

SUMMARY:

On February 5, 2024, the Community Redevelopment Agency (CRA) awarded a contract to Urban Design Associates in response to RFQ # 23-014 for the update of the City's three (3) community redevelopment plans (Urban Core, Eastside and Westside) and to develop an equity development framework plan (EDFP) for the Hollice T. Williams Park. The consulting team has diligently undertaken an iterative engagement process and produced draft redevelopment plans. The team will recap the plan development and engagement processes and brief the CRA on the contents of the draft redevelopment plans ahead of the CRA's anticipated vote at its April meeting.

A copy of the draft plans are attached for review.

PRIOR ACTION:

February 5, 2024- The CRA approved an award of contract to Urban Design Associates (UDA) for update of the City's three (3) community redevelopment plans (Urban Core, Eastside and Westside) and to develop an equity development framework plan for the Hollice T. Williams park.

June 10, 2024 - The CRA received a presentation from UDA on the CRA plan update and Hollice T. Williams Park Equity Development Framework Plan (EDFP) related to the step 1 analysis and engagement sessions.

July 15, 2024 - The CRA approved amendment No. 1 to the contract with UDA.

FUNDING:

N/A

FINANCIAL IMPACT:

N/A

LEGAL REVIEW ONLY BY CITY ATTORNEY: No

STAFF CONTACT:

Tim Kinsella, City Administrator
Erica Grancagnolo, Economic Development Director
Victoria D'Angelo, CRA Division Manager

ATTACHMENTS:

1. UDA_2505Rpt_Eastside-Final250228
2. UDA_2505Rpt_UrbanCore-Final250228 (1)
3. UDA_2505Rpt_Westside-Final250228 hh

PRESENTATION: Yes

ICEHOUSE
MARKETPLACE
CRYSTAL
ICE CREAM
SOUL FOOD

Spring 2025

EASTSIDE
CRA PLAN UPDATE

Pensacola, Florida

BLOCK-BY-BLOCK
CRAFTING A PLAN
PENSACOLA CRA
WESTSIDE · DOWNTOWN · EASTSIDE

UDA URBAN DESIGN ASSOCIATES
FDR
JLP+D
MW

ACKNOWLEDGMENTS

LEAD

Pensacola Community Redevelopment Agency

LEAD CONSULTANT

Urban Design Associates (UDA)

COMMUNITY ENGAGEMENT CONSULTANT

MonWin Consulting

TRANSPORTATION CONSULTANT

HDR

MARKET CONSULTANT

JLP+D

MAYOR

D.C. Reeves
Mayor of Pensacola

CRA BOARD MEMBERS

Teniade Broughton
City Council District 5
CRA Chairperson for 2025

Delarian Wiggins
City Council District 7
CRA Vice-Chairperson for 2025

Charles Bare
City Council District 2

Jennifer Brahier
City Council District 1

Casey Jones
City Council District 3

Jared Moore
City Council District 4

Allison Patton
City Council District 6

CITY ADMINISTRATION

Tim Kinsella
City Administrator

Amy Miller
Deputy City Administrator

CRA STAFF

Erica Grancagnolo
Economic Development Director

Victoria D'Angelo
CRA Division Manager

Hilary Halford
Assistant CRA Division Manager

Shirley Baylis
CRA Program Manager

Rachel Benett
CRA Urban Design Planner

Tiffany Whiting-Cardenas
CRA Executive Assistant

EASTSIDE REDEVELOPMENT BOARD

Zachary Lane
Chairperson

Aretta Anderson
Vice-Chairperson

Jennifer Brahier
City Council & Board Member

Tommy White
Board Member

WESTSIDE REDEVELOPMENT BOARD

James Gulley
Chairperson

Karl Schwelm
Vice-Chairperson

Doug Baldwin Sr.
Board Member

Jennifer Brahier
City Council & Board Member

Lamar Brown
Board Member

C. Marcel Davis
Board Member

Michelle Press
Board Member

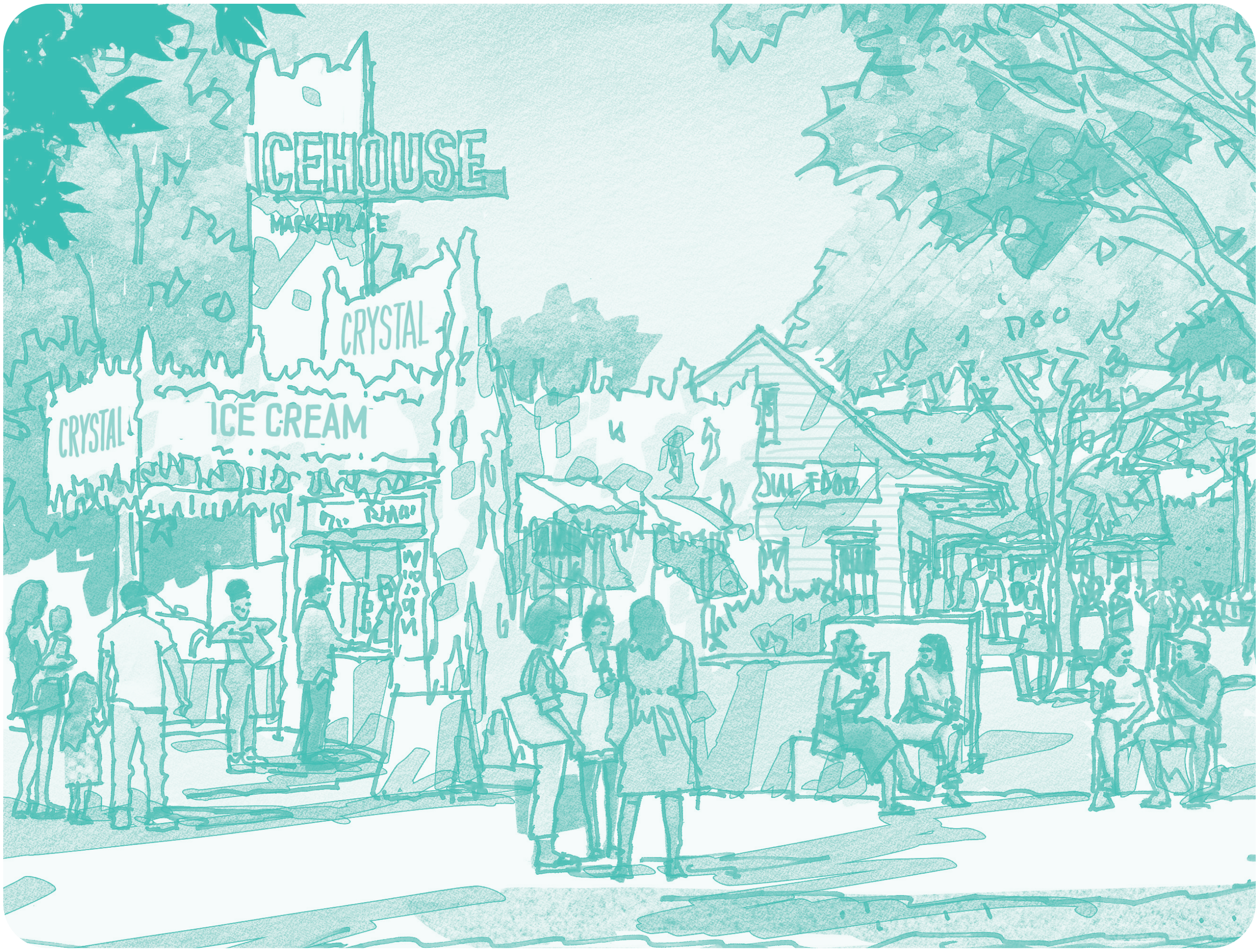
URBAN CORE REDEVELOPMENT BOARD

Christopher Satterwhite
Chairperson

Jared Moore
City Council & Board Member

Melanie Nichols
Board Member

Kelly Wieczorek
Board Member



The recommendations in the Eastside CRA Plan were developed between May 2024 and January 2025. The analyses are based on point-in-time data sources, and the recommendations align with the regulations and funding programs effective during the period when the plan was developed.

This CRA Plan explores recommendations for a 20-year timeframe. Recommendations that may not be feasible in the short term due to market, funding, or policy conditions are still valid for the long-term vision and may take longer to implement.

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EXECUTIVE SUMMARY

This Community Redevelopment Agency (CRA) Plan Update is intended to provide direction for policies, programs, and projects in the Eastside CRA District in the City of Pensacola, Florida. The process of listening to residents and stakeholders informed an ideal vision for Pensacola's Eastside CRA District. The recommendations outlined in this document are intended to establish a foundation of guiding principles, projects, and decision-making frameworks to achieve the community's visions for the future.

The role of the CRA is to strategically implementing its redevelopment plans by leveraging tax incremental financing (TIF) for specific projects aimed at redevelopment and improving areas in the community. TIF is a funding mechanism authorized under Chapter 163, Part III, Florida Statutes which capture incremental growth in the tax base within the CRA district to be reinvested in strategic projects within the district. Key community redevelopment goals include:

- Preserving, rehabilitating, and enhancing the community redevelopment area neighborhoods to maximize livability and quality of life;
- Fostering a diverse supply of housing options, especially affordable and workforce housing; and
- Creating a robust and stable economy that offers employment, culture, and entertainment and is filled with people and businesses.

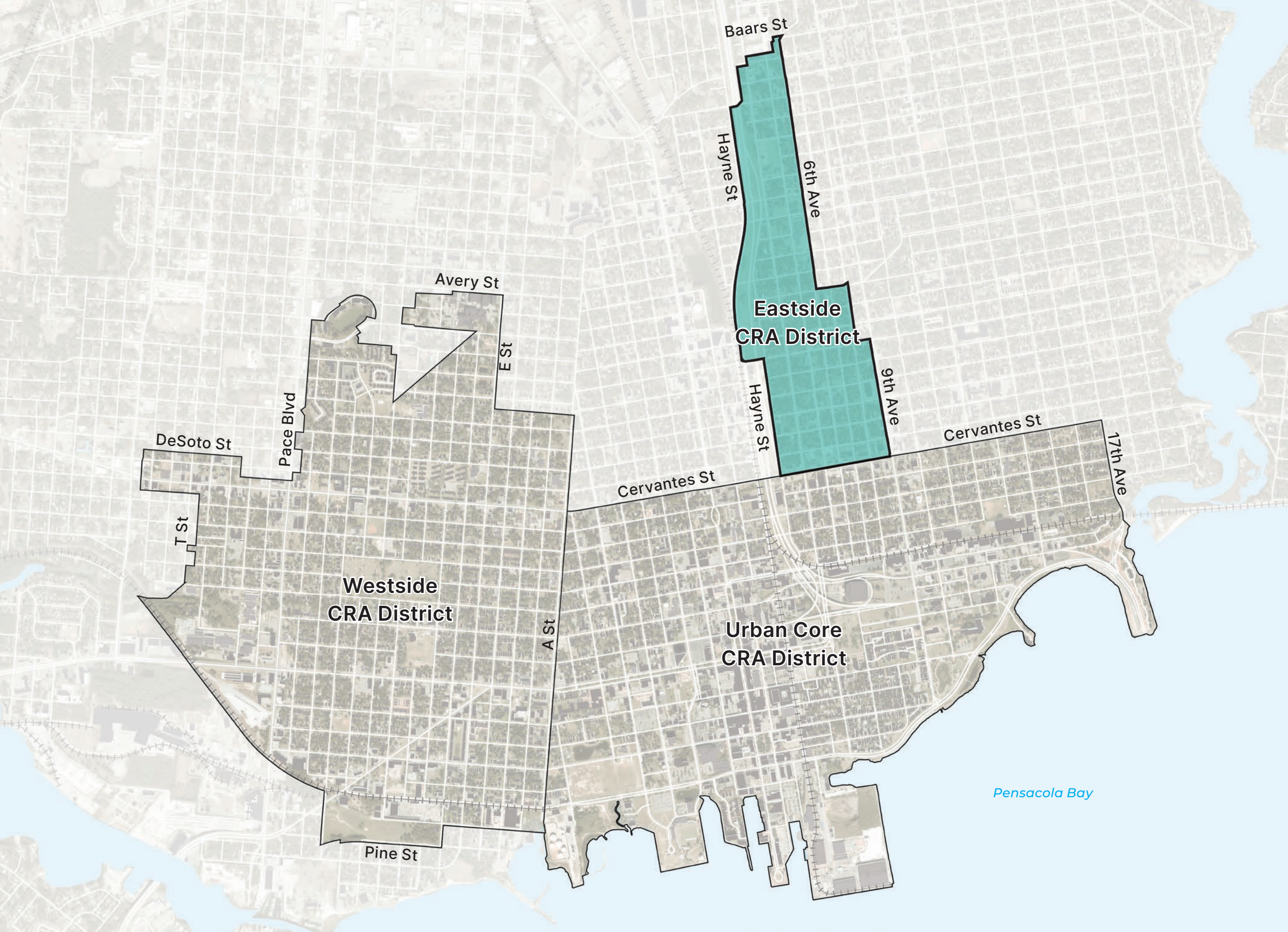
More specifically, this CRA Plan Update is intended to target the following topics and issues within the Eastside CRA District:

- Expanding housing options, especially affordable, workforce housing;
- Preserving traditional character and history and culture;
- Tempering gentrification and/or displacement;
- Building socioeconomic equity;
- Strengthening neighborhood identity;
- Fostering economic development and sustainability;
- Improving walkability, bikeability, transit and parking management; and
- Connecting people to the waterfront and neighborhood assets.

Residents and stakeholders led the way throughout the creation of this CRA Plan Update. From 2024 through 2025, members of the CRA District community were invited to establish the overall vision for the future and provide input on preliminary recommendations. Paired with an exhaustive analysis of existing and projected conditions of demographics, economics, physical urban patterns, and transportation systems, the needs of each CRA District and the paths forward were revealed.

Crystal Ice House

Chappie James Museum of Pensacola

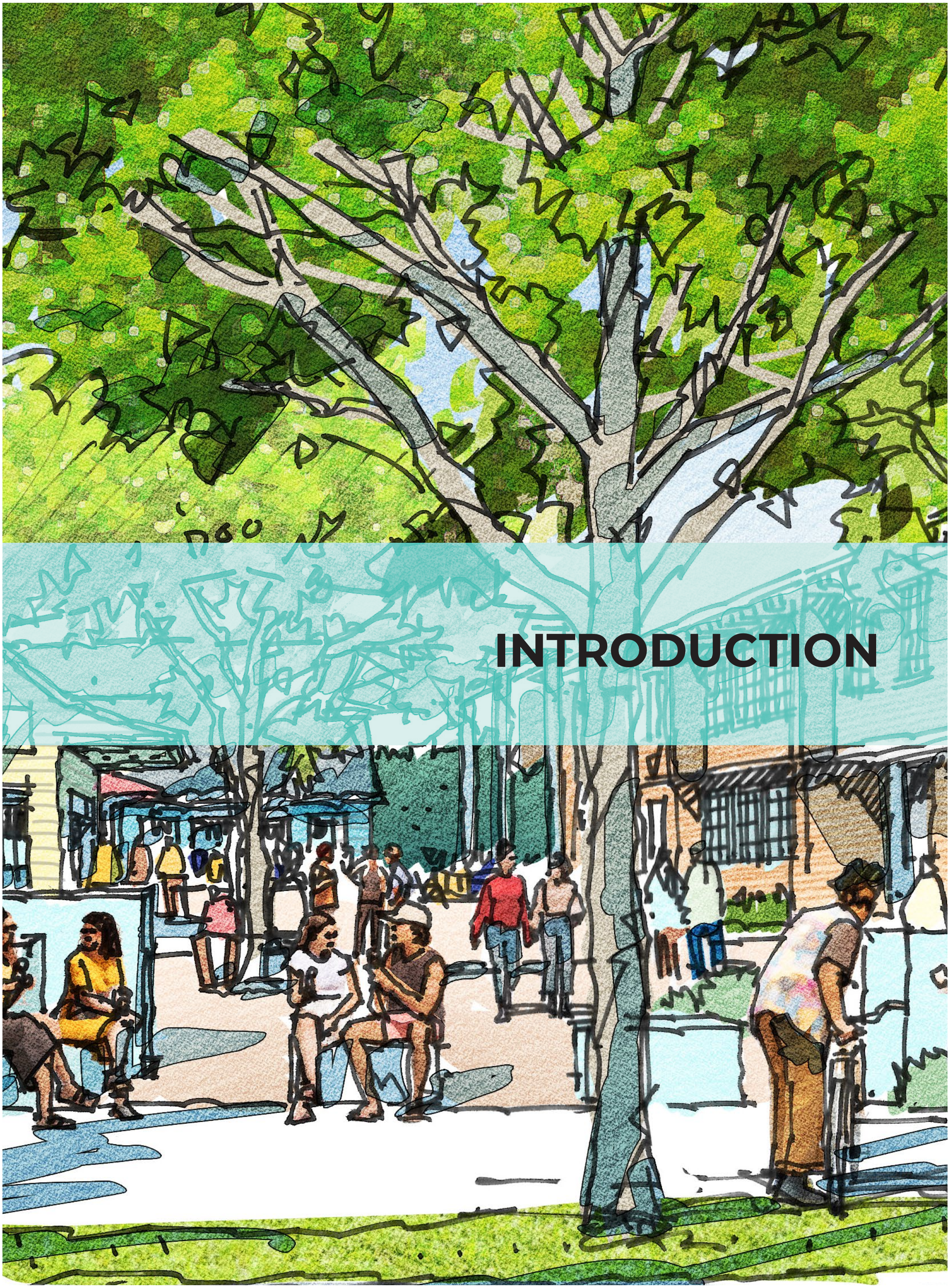

Baars St
Hayne St
6th Ave
Avery St
Eastside CRA District
E St
9th Ave
Hayne St
Pace Blvd
DeSoto St
Cervantes St
Cervantes St
17th Ave
T St
Westside CRA District
A St
Urban Core CRA District
Pensacola Bay
Pine St

CRA Districts Map

This CRA Plan Update builds on past plans and represents potential investments to realize the vision of Eastside residents and stakeholders. The recommendations in this plan are organized into the following topics:

- Land Use, Zoning, and Special Districts
- Economic Development
- Neighborhood Development
- Housing
- Transportation, Streets, and Parking
- Open Space and Community Amenities

A series of Special Demonstration Projects illustrate the potential impact of targeted investments, identifying opportunities to solve issues raised by the community and uncovered through the analysis of the CRA Districts. Strategies for implementing these recommended policies, programs, and projects are provided, along with recommendations about prioritizing potential projects.



INTRODUCTION

OVERVIEW OF THE CRA

PENSACOLA FORWARD

ABOUT THE CRA

The State of Florida's Community Redevelopment Act of 1969 provided local governments with tools to revitalize deteriorated areas of their communities, including the establishment of the Community Redevelopment Agency (CRA), which was charged with the following tasks:

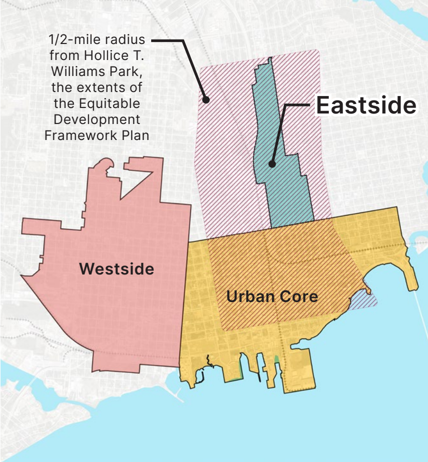
- Administer and prepare redevelopment plans;
- Issue revenue bonds;
- Eliminate and prevent slum and blight;
- Rehabilitate and conserve the redevelopment areas;
- Preserve and enhance the tax base;
- Create affordable housing; and
- Implement community policing innovations.

The statutes dictate that the municipality, "to the greatest extent it determines to be feasible... shall afford maximum opportunity, consistent with the sound needs of the county or municipality as a whole, to the rehabilitation or redevelopment of the community redevelopment area by private enterprise." (§163.345).

On July 1, 1977, the Florida Legislature amended the Community Redevelopment Act to allow governments to use tax increment financing (TIF) to fund redevelopment. This amendment was made to help revitalize declining areas and increase tax revenues.

In 2024, the City of Pensacola's Community Redevelopment Agency (CRA) transitioned to become a division within the city's Economic Development Department. This shift reflects the close alignment between the CRA's mission and the broader goals of economic development, particularly within the city's redevelopment districts. Much like economic development efforts, the CRA's work focuses on both qualitative and quantitative improvements, enhancing the local economy while fostering sustainable growth. By leveraging social assets and resources, the CRA strives to generate a more inclusive, shared economic well-being, ultimately elevating the quality of life for the community as a whole. This transition underscores the city's commitment to revitalizing areas of need, empowering residents, and fostering a thriving, dynamic urban environment.

Public Meeting with the CRA


1/2-mile radius from Hollice T. Williams Park, the extents of the Equitable Development Framework Plan
Eastside
Westside
Urban Core

CRA Districts + Extents of the Equitable Development Framework Plan, extending 1/2-mile radius from Hollice T. Williams Park

ABOUT THE CRA PLANS & THE EASTSIDE

The Eastside CRA District was created in 2004 and the Eastside Neighborhood Plan was adopted as the redevelopment plan for the district as part of the Urban Infill and Redevelopment Area Plan (2004). The boundaries of the Eastside district extend from Baars Street on the north; Cervantes Street on the south; Hayne Street to the west; and 6th Avenue to Mallory; Mallory to 8th Avenue, 8th Avenue to Lee, and Lee to 9th Avenue on the east. The Eastside CRA District accounts from about 1.8% of the City of Pensacola's total land area.

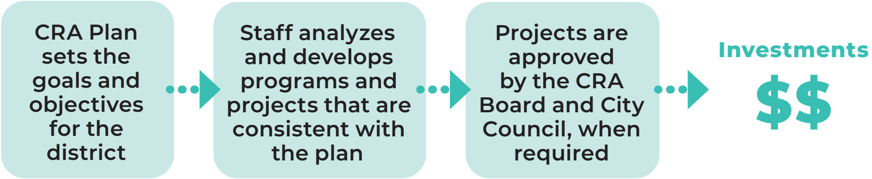
Connection to Neighborhood Plans

In addition to outlining neighborhood profile and background, The Eastside Neighborhood Plan outlined action plans surrounding aesthetics, infrastructure, housing & neighborhood development, public safety, and economic development.

Key initiatives of this plan included:

- Implementing the two-way conversion of Davis Highway and Dr. Martin Luther King Jr. Drive/Alcaniz Street;
- Increasing on-street parking;
- Creating bicycle corridor linkages to downtown;
- Street tree planting recommendations;
- Implementing the East-West two-way conversion of Maxwell and Jordan Street corridor;
- Creating/improving the Hollice T. Williams Stormwater Park.

How will the CRA Plan be used?

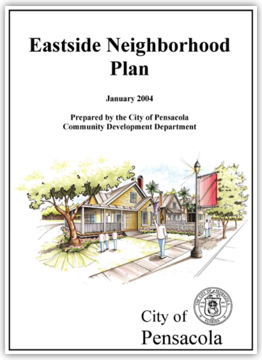

CRA Plan sets the goals and objectives for the district

Staff analyzes and develops programs and projects that are consistent with the plan

Projects are approved by the CRA Board and City Council, when required

Investments

$$


Eastside Neighborhood Plan

January 2004

Prepared by the City of Pensacola
Community Development Department

City of
Pensacola

City of Pensacola

ANALYSIS OF PREVIOUS/EXISTING PLANS AND STUDIES INCLUDE:

- Existing and previous redevelopment master plans
- City of Pensacola Comprehensive Plan
- City of Pensacola Land Development Code
- CRA Annual Reports
- Recent market studies
- Recent transportation studies and/or plans
- Socioeconomic data and demographics
- Analysis of Existing Land Uses & Land Development Regulations
- Socioeconomic Analysis
- Real Estate Market, Trends, and Gap Analysis
- Context Analysis & Classification
- Neighborhood & District Analysis
- Gentrification & Displacement Analysis
- Transportation System & Parking Analysis
- Parks & Public Space Analysis
- The City's new Strategic Plan

INTRODUCTION TO THE EASTSIDE

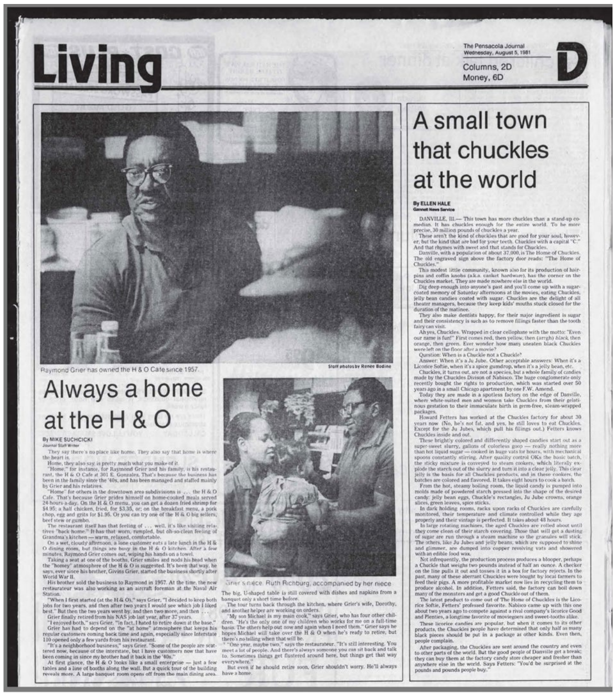
The Eastside occupies an important part of Pensacola's history as one of the neighborhoods where many prominent African Americans lived and had thriving businesses. Daniel Chappie James, Jr., the first Black four-star general in the American military, and Spencer Bibbs, the first Black Superintendent of Schools, are just two among the dozens of individuals who hold an important role in Black history. The neighborhood was racially integrated in the early 1940s and continued to thrive until a portion of the neighborhood was demolished to make way for I-110. Known as the "Lost Community", this section of the neighborhood existed in Pensacola until the late 1970s when the construction of Interstate 110 uprooted long-established businesses, residences, and churches.

PENCER BIBBS
CENTER

Spencer Bibbs Center

While the effects of urban renewal are evident throughout the Eastside, its residents have been working for decades to address the blight in the neighborhood and encourage reinvestment. The Eastside Neighborhood Association was established in 1999 and began work on the Eastside Neighborhood Plan, which was completed in 2004. That plan outlined key priority areas that remain relevant today:

- Infrastructure improvements;
- Housing, Land Use & Historic Preservation;
- Parks, Recreation & Public Safety.



Living

The Pensacola Journal
Wednesday, August 5, 1981

Columns, 2D
Money, 6D

D

Raymond Grier has owned the H & O Cafe since 1957.

Staff photos by Renee Bodine

Always a home at the H & O

By MIKE SUCHCICKI
Journal Staff Writer

They say there's no place like home. They also say that home is where the heart is.

Home, they also say, is pretty much what you make of it.

"Home," for instance, for Raymond Grier and his family, is his restaurant, the H & O Cafe at 301 E. Gonzalez. That's because the business has been in the family since the '40s, and has been managed and staffed mainly by Grier and his relatives.

"Home" for others in the downtown area subdivisions is . . . the H & O Cafe. That's because Grier prides himself on home-cooked meals served 24-hours-a-day. On the H & O menu, you can get a dozen fried shrimp for $4.95; a half chicken, fried, for $3.35, or; on the breakfast menu, a pork chop, egg and grits for $1.95. Or you can try one of the H & O big sellers, beef stew or gumbo.

The restaurant itself has that feeling of . . . well, it's like visiting relatives "back home." It has that worn, rumpled, but oh-so-clean feeling of Grandma's kitchen — warm, relaxed, comfortable.

On a wet, cloudy afternoon, a lone customer eats a late lunch in the H & O dining room, but things are busy in the H & O kitchen. After a few minutes, Raymond Grier comes out, wiping his hands on a towel.

Taking a seat at one of the booths, Grier smiles and nods his head when the "homey" atmosphere of the H & O is suggested. It's been that way, he says, ever since his brother, Givins Grier, started the business shortly after World War II.

His brother sold the business to Raymond in 1957. At the time, the new restaurateur was also working as an aircraft foreman at the Naval Air Station.

"When I first started (at the H & O)," says Grier, "I decided to keep both jobs for two years, and then after two years I would see which job I liked best." But then the two years went by, and then two more, and then . . .

Grier finally retired from his NAS job last year, after 37 years.

"I enjoyed both," says Grier. "In fact, I hated to retire down at the base."

Grier has had to depend on the "at home" atmosphere that keeps his regular customers coming back time and again, especially since Interstate 110 opened only a few yards from his restaurant.

"It's a neighborhood business," says Grier. "Some of the people are scattered now, because of the interstate, but I have customers now that have been coming in since my brother had it back in the '40s."

At first glance, the H & O looks like a small enterprise — just a few tables and a line of booths along the wall. But a quick tour of the building reveals more. A large banquet room opens off from the main dining area.

Grier's niece, Ruth Richburg, accompanied by her niece

The big, U-shaped table is still covered with dishes and napkins from a banquet only a short time before.

The tour turns back through the kitchen, where Grier's wife, Dorothy, and another helper are working on orders.

"My son Michael is my main cook," says Grier, who has four other children. "He's the only one of my children who works for me on a full-time basis. The others help out now and again when I need them." Grier says he hopes Michael will take over the H & O when he's ready to retire, but there's no telling when that will be.

"One year, maybe two," says the restaurateur. "It's still interesting. You meet a lot of people. And there's always someone you can sit back and talk to. Sometimes things get flustered around here, but things get that way everywhere."

But even if he should retire soon, Grier shouldn't worry. He'll always have a home.

A small town that chuckles at the world

By ELLEN HALE
Gannett News Service

DANVILLE, Ill.— This town has more chuckles than a stand-up comedian. It has chuckles enough for the entire world. To be more precise, 30 million pounds of chuckles a year.

These aren't the kind of chuckles that are good for your soul, however, but the kind that are bad for your teeth. Chuckles with a capital "C." And that rhymes with sweet and that stands for Chuckles.

Danville, with a population of about 37,000, is The Home of Chuckles. The old engraved sign above the factory door reads: "The Home of Chuckles."

This modest little community, known also for its production of hairpins and coffin knobs (a.k.a. casket hardware), has the corner on the Chuckles market. They are made nowhere else in the world.

Dig deep enough into anyone's past and you'll come up with a sugar-coated memory of Saturday afternoons at the movies, eating Chuckles, jelly bean candies coated with sugar. Chuckles are the delight of all theater managers, because they keep kids' mouths stuck closed for the duration of the matinee.

They also make dentists happy, for their major ingredient is sugar and their consistency is such as to remove fillings faster than the tooth fairy can visit.

Ah yes, Chuckles. Wrapped in clear cellophane with the motto: "Even our name is fun!" First comes red, then yellow, then (arrgh) *black*, then orange, then green. Ever wonder how many uneaten black Chuckles were left on the floor after a movie?

Question: When is a Chuckle not a Chuckle?

Answer: When it's a Ju Jube. Other acceptable answers: When it's a Licorice Softie, when it's a spice gumdrop, when it's a jelly bean, etc.

Chuckles, it turns out, are not a species, but a whole family of candies made by the Chuckles Divison of Nabisco. The huge conglomerate only recently bought the rights to production, which was started over 50 years ago in a small Chicago apartment by one F.W. Amend.

Today they are made in a spotless factory on the edge of Danville, where white-suited men and women take Chuckles from their gelatinous gestation to their immaculate birth in germ-free, steam-wrapped packages.

Howard Fetters has worked at the Chuckles factory for about 30 years now (No, he's not fat, and yes, he still loves to eat Chuckles. Except for the Ju Jubes, which pull his fillings out.) Fetters knows Chuckles inside and out.

These brightly colored and differently shaped candies start out as a super-sweet slurry, gallons of colorless goop — really nothing more than hot liquid sugar — cooked in huge vats for hours, with mechanical spoons constantly stirring. After quality control OKs the basic batch, the sticky mixture is conveyed to steam cookers, which literally explode the starch out of the slurry and turn it into a clear jelly. This clear jelly is the basis for all Chuckles products, and in these cookers, the batches are colored and flavored. It takes eight hours to cook a batch.

From the hot, steamy boiling room, the liquid candy is pumped into molds made of powdered starch pressed into the shape of the desired candy: jelly bean eggs, Chuckle's rectangles, Ju Jube crowns, orange slices, green leaves, spice sticks.

In dark holding rooms, racks upon racks of Chuckles are carefully monitored, their temperature and climate controlled while they age properly and their vintage is perfected. It takes about 48 hours.

In large rotating machines, the aged Chuckles are rolled about until they come clean of their starch covering. Those that will get a dusting of sugar are run through a steam machine so the granules will stick. The others, like Ju Jubes and jelly beans, which are supposed to shine and glimmer, are dumped into copper revolving vats and showered with an edible food wax.

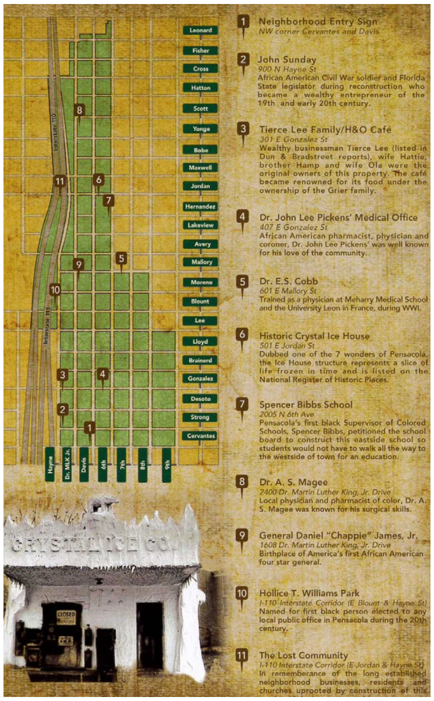
Not infrequently, the production process produces a blooper, perhaps a Chuckle that weighs two pounds instead of half an ounce. A checker on the line pulls it out and tosses it in a box for factory rejects. In the past, many of these aberrant Chuckles were bought by local farmers to feed their pigs. A more profitable market now lies in recycling them to produce alcohol. In addition, Fetters said, the factory can boil down many of the monsters and get a good Chuckle out of them.

The latest product to come out of The Home of Chuckles is the Licorice Softie, Fetters' professed favorite. Nabisco came up with this one about two years ago to compete against a rival company's licorice Good and Plenties, a longtime favorite of moviegoers and sweet-tooths alike.

These licorice candies are popular, but when it comes to its other products, the Chuckles people have determined that only half as many black pieces should be put in a package as other kinds. Even then, people complain.

After packaging, the Chuckles are sent around the country and even to other parts of the world. But the good people of Danville get a break; they can buy them at the factory candy store cheaper and fresher than anywhere else in the world. Says Fetters: "You'd be surprised at the pounds and pounds people buy."

Historic H&O Restaurant



1 **Neighborhood Entry Sign**
NW corner Cervantes and Davis

2 **John Sunday**
900 N Hayne St
African American Civil War soldier and Florida State legislator during reconstruction who became a wealthy entrepreneur of the 19th and early 20th century.

3 **Tierce Lee Family/H&O Café**
301 E Gonzalez St
Wealthy businessman Tierce Lee (listed in Dun & Bradstreet reports), wife Hattie, brother Hamp and wife Ola were the original owners of this property. The café became renowned for its food under the ownership of the Grier family.

4 **Dr. John Lee Pickens' Medical Office**
407 E Gonzalez St
African American pharmacist, physician and coroner, Dr. John Lee Pickens' was well known for his love of the community.

5 **Dr. E.S. Cobb**
601 E Mallory St
Trained as a physician at Meharry Medical School and the University Leon in France, during WWI.

6 **Historic Crystal Ice House**
501 E Jordan St
Dubbed one of the 7 wonders of Pensacola, the Ice House structure represents a slice of life frozen in time and is listed on the National Register of Historic Places.

7 **Spencer Bibbs School**
2005 N 6th Ave
Pensacola's first black Supervisor of Colored Schools, Spencer Bibbs, petitioned the school board to construct this eastside school so students would not have to walk all the way to the westside of town for an education.

8 **Dr. A. S. Magee**
2400 Dr. Martin Luther King, Jr. Drive
Local physician and pharmacist of color, Dr. A. S. Magee was known for his surgical skills.

9 **General Daniel "Chappie" James, Jr.**
1608 Dr. Martin Luther King, Jr. Drive
Birthplace of America's first African American four star general.

10 **Hollice T. Williams Park**
I-110 Interstate Corridor (E Blount & Hayne St)
Named for first black person elected to any local public office in Pensacola during the 20th century.

11 **The Lost Community**
I-110 Interstate Corridor (E Jordan & Hayne St)
In rememberance of the long established neighborhood businesses, residents and churches uprooted by construction of this

African-America Heritage Trail

EASTSIDE VISION

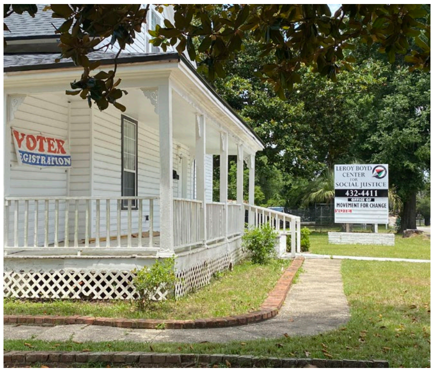
This CRA Plan Update entailed understanding where the Eastside is today and what is still needed to restore the Eastside to the thriving neighborhood it once was. Recent efforts include the construction of the park of Hollice T. Williams Park and the creation of a Neighborhood African American Heritage Trail to tell the story of prominent African Americans in Pensacola. While some challenges remain, there are strong community partners and advocates, including the Eastside Neighborhood Association, the East Pensacola Student Athlete Program, the E.S. Cobb Center, and Movement for Change, to name a few, who remain committed to making the vision of residents a reality. Community leaders are working together to tell the stories of the Eastside, prioritize residents in the redevelopment of the neighborhood, and ensure that the remaining fabric of this neighborhood is preserved.

The following elements from prior planning remain relevant and should anchor reinvestment in the Eastside. Over the coming years, reinvestment efforts should continue to address how to:

- Share the history of the Eastside, preserve structures of historical significance and minimize demolition;
- Address the high-speed traffic and appearance and safety of Dr. Martin Luther King Jr. Drive and the Davis Street corridors;
- Complement the unique architectural character of the neighborhood while encouraging compatible commercial development that will provide access to daily needs and other amenities;
- Provide affordable housing and ensure residents can stay in the neighborhood;
- Reimagine Hollice T. Williams Park in a manner that brings the neighborhood together and addresses the needs of current residents.

Community pool

Eastside home



Movement for Change building

HOW TO USE THIS CRA PLAN

PLAN ORGANIZATION

The Eastside CRA Plan Update is one of three parallel plan updates for each of the CRA Districts. Some high-level goals and policies overlap more than one district, but each Plan Update is tailored to specifically target the visions, opportunities, and implementation goals of the community in each district. Each Plan Update is structurally aligned for ease of use by the CRA throughout the implementation of these plans.

Introduction

This chapter provides an overview of the CRA's role and responsibilities specific to the Eastside. Also described is the alignment of the CRA Plan Updates with the city's 10-year strategic plan, Strive to Thrive: Pensacola 2035.

Planning Process

This chapter summarizes the robust community engagement process conducted by the CRA and the consultant team. Overall summaries of community feedback can be found in this chapter, with more detailed inventory of community feedback for reference in the Appendix.

Analysis

This chapter contains detailed analysis of the demographics, market potential, physical conditions, political boundaries, and transportation systems specific to the Eastside CRA District.

Recommendations

This chapter contains an index of all policy, program, and project recommendations that are either new or updated from past plans, categorized by the following topics:

- Land Use, Zoning, and Special District
- Economic Development
- Neighborhood Development
- Housing
- Transportation, Streets, and Parking
- Open Space and Community Amenities

This chapter also includes a selection of Special Demonstration Projects, which serve to illustrate the potential impact of the implementation of collections of recommendations. These pages are intended to be "one-stop-shops" for potential actionable initiatives, but do not require exact conformity and do not represent the entirety of potential impactful projects for the district.

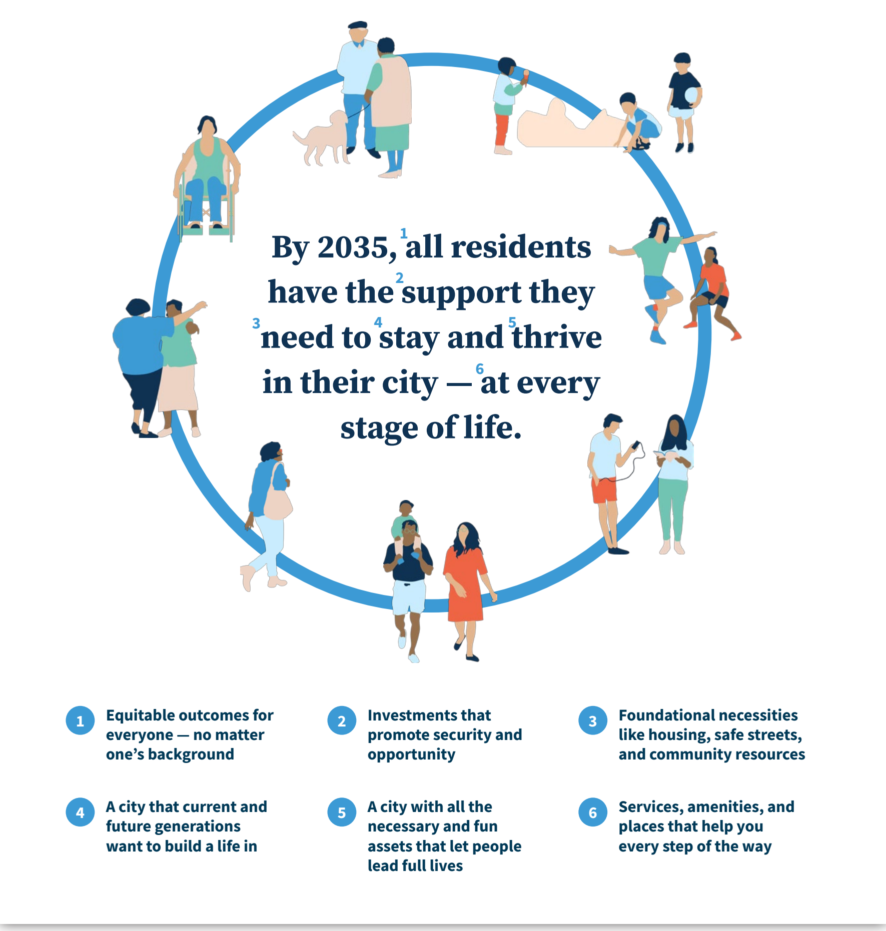
Implementation

This chapter recommends a structure for the CRA to best prioritize initiatives and make decisions, as well as TIF revenue projections, policy and funding considerations, and case studies for programs, policies, and projects.

Appendices

The appendices provide detailed background and studies that were produced or collected throughout the process and informed the recommendations, including:

- Summary of Step 1 Engagement
- Summary of Step 2 Engagement
- Demographics and Market Analysis
- CRA Funding Resources
- Sidewalk Prioritization
- Micromobility Area Map
- Cost and Impact Countermeasures
- Transportation Analysis



By 2035, [1]all residents have the [2]support they [3]need to [4]stay and [5]thrive in their city — [6]at every stage of life.

① Equitable outcomes for everyone — no matter one's background

② Investments that promote security and opportunity

③ Foundational necessities like housing, safe streets, and community resources

④ A city that current and future generations want to build a life in

⑤ A city with all the necessary and fun assets that let people lead full lives

⑥ Services, amenities, and places that help you every step of the way

Gehl

Vision Statement from the Strategic Plan

ALIGNMENT WITH THE STRATEGIC PLAN

Strive to Thrive, Pensacola's 2035 Strategic Plan, is intended to create consensus around a shared community vision and build a strategic foundation to build towards this vision. The Strategic Plan is a summary of the needs and opportunities of the entire City of Pensacola and provides recommendations for a variety of initiatives that particular city departments (i.e. Mayor's Office, City of Pensacola Public Works & Engineering Department, Housing Department, Sustainability & Resiliency Department, etc.) could lead in order to achieve these goals city-wide.

The City's strategic plan is a tool to guide city government's decision-making and ensure that strategic initiatives add up to achieve the broader goals and values of the Pensacola community. The City's community redevelopment plans align with the strategic plan and identify specific projects and activities authorized for the expenditure of Tax Incremental Financing (TIF) within the Urban Core, Westside and Eastside districts. The redevelopment plans are statutorily required for the expenditure of TIF funding under Chapter 163, Part III, Florida Statutes.

STRATEGIC PLAN

Eight goals were developed through this extensive engagement and analysis process that will guide priorities in Pensacola over the next 10 years:

- Attainable Housing for All Income Levels
- Support for Youth Experiences
- More Walkable, Mixed-Use Districts
- Thriving Innovation and Businesses
- Safe Streets for All Mobilities
- Resilient Waterfront and Neighborhoods
- Public Spaces that Connect Communities
- Neighborhoods that Celebrate Culture and Honor Legacy

PLANNING PROCESS

OVERALL PROCESS

PROCESS OVERVIEW

The process to develop this plan began in 2023 and builds on the past plans for the Westside and an extensive engagement process with residents and stakeholders. A rigorous step-by-step process was followed, incorporating multiple rounds of community engagement to guide the development of the recommendations. The process for the Westside CRA Plan ran concurrently with the plans for the Urban Core and the Eastside, with dedicated opportunities for residents of each local area to provide input and feedback on the plan initiatives for each specific area. Below is a summary of the engagement that took place:

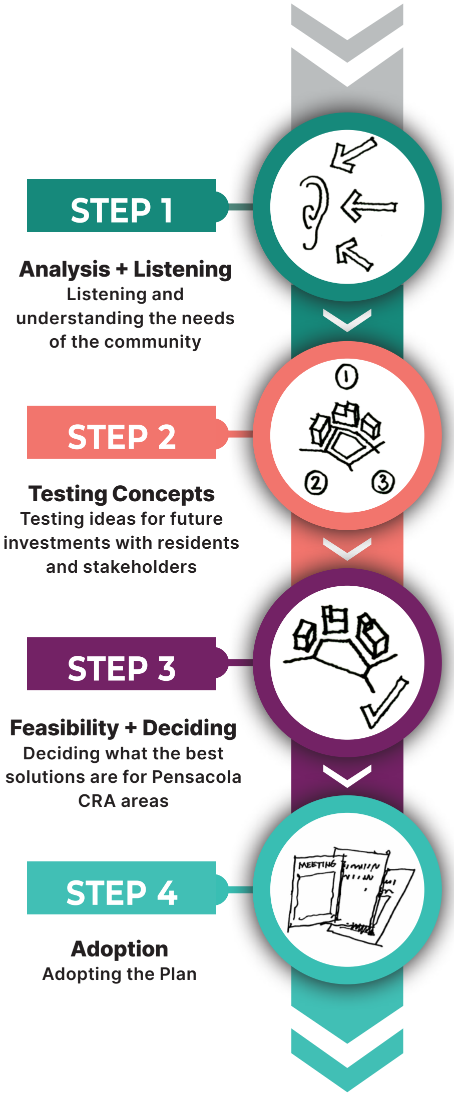
Listening Workshop #1

- Over 900 comments received from more than 270 participants at the community meetings
- Over 200 comments from pop-up neighborhood workshops
- Over 750 comments from 213 contributors on the interactive map

Step 1: Analysis + Listening

The first step in this process involved meeting with community members, local business owners, and stakeholders to understand strengths and challenges and to receive suggestions about neighborhood improvements. In addition to reviewing existing plans and studies, this step also included:

- Listening Workshop #1 (May 28th-31st) — included stakeholder meetings
- Online Interactive Map (May 28th-August 23rd) — to gather input from the public
- Virtual Workshop (June)
- Neighborhood Association Luncheon (July 22nd)
- Vibe & Conversation — Belmont-DeVilliers (July 23rd)
- Cobb Center Summer Kids Camp Pop-Up (August 1st)
- Cobb Center Senior Bingo (August 2nd)
- Fricker Center Summer Kids Camp Pop-Up (August 5th)
- Coffee Conversation — Pensacola Library (August 7)
- Fricker Center Senior Bingo (August 9th)
- Pizza & Conversations — Lost Pizza (August 12th)
- Environmental & Waterways, Parks & Amenities, and Developers Virtual Meeting – (August 14th)



STEP 1

Analysis + Listening
Listening and understanding the needs of the community

STEP 2

Testing Concepts
Testing ideas for future investments with residents and stakeholders

STEP 3

Feasibility + Deciding
Deciding what the best solutions are for Pensacola CRA areas

STEP 4

Adoption
Adopting the Plan

Step 2: Testing Concepts

During this step, the team held a planning workshop to test concepts for priority projects in the neighborhood, such as housing and retail, and street and park improvements. Opportunities for feedback included:

- Four-day Testing Workshop (in-person)
- Digital surveys after Steps 1 and 2

Step 3: Feasibility & Deciding

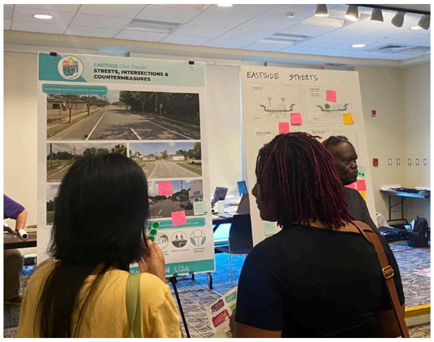
This step entailed reviewing what we learned from the Testing Workshop and subsequent survey, and documenting the preferred plan for the Eastside, including:

- Draft Plan Development
- Two-day Implementation Workshop to get input on the Draft Plan

Step 4: Adoption

The final steps of this process include:

- March – presentation to the CRA & recommendation from the Eastside redevelopment board
- April – approval by the CRA
- May – consistency review with the compilation plan by Planning Board
- June – adoption by City Council



Testing Workshop

COMMUNITY ENGAGEMENT STRATEGIES

This CRA Plan Update is anchored in the input received from Eastside residents about what is most needed in the neighborhood. The CRA team collaborated with the Eastside Neighborhood Association to identify opportunities for engagement with Eastside residents and stakeholders.

In order to maximize opportunities for participation, the team held multiple in-person and virtual events throughout the process. The CRA team also hosted additional engagement events (see Appendix) to meet people at existing gatherings and places of business. It was important to listen to residents about the existing conditions and key issues to address, while also establishing feedback loops to evaluate potential project ideas and opportunities for investment.

Ongoing communication was a core principle of this process. A CRA Plan website was established at the outset, and the following tools were used to keep participants up to date on the process:

- Regular website updates
- Sign up via the website
- Email updates to those that signed up on website, or at an in-person meeting
- Digital surveys after each step of the process
- Social media updates via Instagram and Facebook

STAKEHOLDER GROUPS

- Workforce
- Housing
- Environment & Waterways
- Parks & Open Space
- Arts & Culture
- Neighborhood Associations
- Transportation
- Community Support organizations

WHAT WE HEARD

STEP 1: LISTENING

Listening Workshop #1

A core part of Step 1 was hearing from current residents & stakeholders, and engaging with the Eastside Neighborhood Association to understand the needs of the neighborhood and current priorities. This step included a three-day Listening Workshop, stakeholder meetings, and the launch of an inter-active map to understand existing strengths and challenges, and gather an understanding of where the CRA should invest in the future. The appendix includes a full list of engagement touch points in this step of the process.

The Listening Workshop #1 which took place May 28th-31st included a series of public meetings and stakeholder meetings to gather input on the following topics:

- Strengths, Weaknesses, Opportunities — to understand the best places, problem areas, and where people would like to see something happen.
- Parks, Amenities, & Retail Destinations — to identify the places people visit most often.
- Transportation & Stormwater — to understand how people get around, identify problem streets, and areas that flood.

ENGAGEMENT TOUCH POINTS

LISTENING WORKSHOP
May 28th (6:30-8:00 PM @ Spring Street Library)

STAKEHOLDER MEETINGS
51 organizations participated across 9 stakeholder groups

INTERACTIVE MAP
Over 750 comments from 213 contributors

The following is a summary of what we learned during this step and the factors that informed the recommendations in the CRA Plan.

Strengths to Build On

- Neighborhood history — the Eastside was home to important African Americans and has many historically and culturally significant sites
- Historical and educational institutions (Chappie James Museum & Flight Academy, Movement for Change)
- Parks and community centers that offer activities and resources for families, children of all ages, and seniors (including Magee Field)
- Existing architectural character

Major Concerns

- Lack of affordable, accessible grocery store
- Lack of neighborhood-serving retail offering everyday goods & services
- Existing parks are not well-maintained and difficult to walk to
- Noise and air pollution from I-110 on the adjacent neighborhood
- Vacant/rundown buildings and lots make the area feel unsafe and detract from the existing character
- Poor bike and pedestrian connections to amenities and downtown
- Lack of public amenities (i.e.. bathrooms)
- Existing infrastructure is inadequate, leading to drainage issues & flooding
- Speeding traffic
- Littering

Opportunities for Investment

- Additional amenities and programming for existing community centers & parks in the neighborhood
- Create a safe community (better lighting, neighborhood watch)
- Celebrate the history of the area through public art, signage, building preservation, and education
- Create safe pedestrian and bike connections to neighborhood amenities
- Create a wide variety of parks with different uses and programming
- Build affordable housing
- Ensure existing residents have a say in the future of the Eastside

GENERAL
DANIEL "CHAPPIE" JAMES
HISTORICAL HOMESITE
MUSEUM
FLIGHT
ACADEMY

Chappie James Museum & Flight Academy

Crystal Ice Company Building

Magee Field

STEP 2: TESTING CONCEPTS

Based on what we learned in Step 1, the team tested ideas for potential projects in the Eastside, which included:

- MLK & Davis conversion to the original 2 way street network
- Restoration of the Ice House as a gathering space and marketplace
- Infill housing, opportunities for residential and commercial renovations
- Enhancements to cultural landmarks such as the E.S. Cobb Resource Center
- Opportunities to celebrate the unique history and character of the Eastside through gateways, public art, and branding
- Safety enhancements
- Small business incubation and capacity building

STEPS 3 & 4: FINALIZING THE PLAN

The final steps of the process included refining the project ideas to prioritize investment in the neighborhood. The final plan reflects input from residents regarding the most impactful opportunities for improvement.

Testing Workshop

Developer Feedback: Important Factors

Placemaking and Amenities

- Well-maintained streets & sidewalks are attractive
- Open spaces nearby add a boost
- Near other developments (residential, commercial, mixed) is attractive
- Perception of safety is attractive

Economic and Job Hubs

- Clustering of high(er) paying jobs is attractive
- Resident today have mixed perceptions about economic growth accelerating
- Desire for proximity to or inclusion of jobs/ business/ entrepreneurship / workforce training opportunities

Infrastructure

- Attracted to sites where the City takes on stormwater retention responsibility
- For now, high flood risk areas are avoided due to cost/risk
- Need for additional transit access

Land Availability

- City facilitating the availability of public land (via parcel cost or assembly) is attractive, as a means to support private development moving forward
- Project on other types of land (churches, etc.) with zoning changes is attractive
- Proposed projects on privately-owned land will be more expensive to develop

Parking

- Existing minimum parking requirements are viewed as a cost challenge that could be reduced

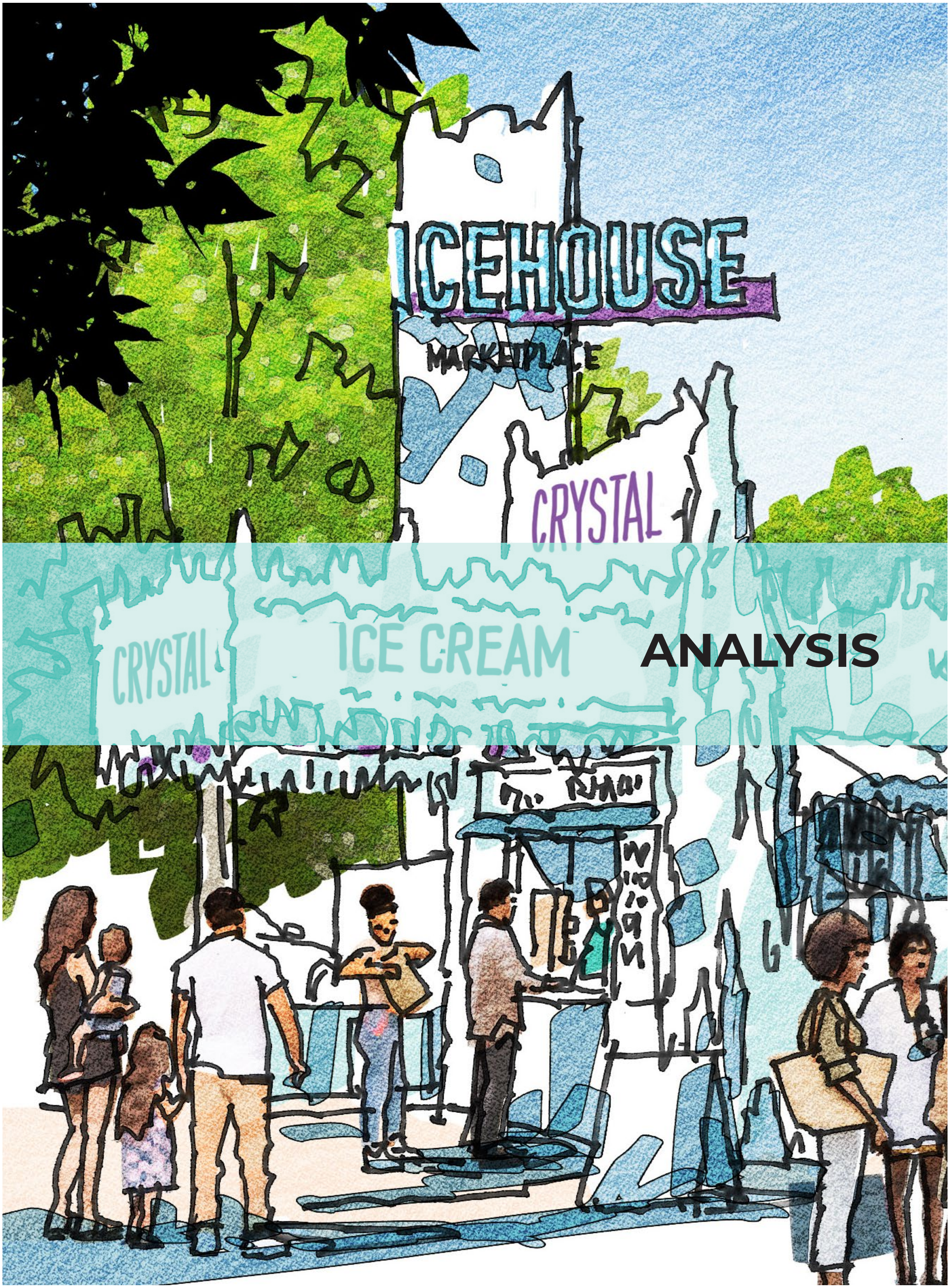
Funding

- Investors and developers from outside of the region tend to be less risk averse, but need a compelling vision and project opportunities to attract them

Permitting

- Projects that can easily obtain permits are more attractive

Developer feedback from stakeholder meeting


ICEHOUSE
MARKETPLACE
CRYSTAL
CRYSTAL
ICE CREAM

ANALYSIS

DEMOGRAPHICS AND MARKET ANALYSIS SUMMARY

Analyzing the existing demographics and market conditions of the CRA Districts was an essential step, laying the foundation for effective recommendations for policies, programs, and projects. This analysis was conducted across all three CRA Districts simultaneously, but also narrowed in on each district to identify specific conditions per district.

The intent of this analysis was to:

- Analyze demographics of each CRA District;
- Identify primary community stressors;
- Identify opportunities in the market;
- Determine the potential impacts of development in each district in order to prevent the displacement of residents and businesses;
- Provide priorities for designers and policymakers to make positive impacts and avoid negative impacts on the community.

DEMOGRAPHICS AND SOCIOECONOMICS

Resident Demographics

The Metropolitan statistical area (MSA) where Pensacola sits has a steadily growing population (1.1% annual average growth rate from 2020 to 2024, similar to the state's overall trend at 1.3% per year in the same period). The MSA's population is younger than the state's overall (40.3 vs 43.5 in median age), an asset that the City leverages for job creation and economic development.

In the Eastside CRA District specifically, as of 2024, there are over 1,000 residents residing in the District, with a population density (3,165 per square mile) significantly higher than the city (2,375 per square mile) and the MSA (320 per square mile). The District's population has been stable (0.1% annual average growth rate from 2020 to 2024), and the median age is significantly lower than that in the MSA (37.5 vs 40.3).

Income and Affordability

At the regional level, Pensacola MSA's median household income is on par with and slightly higher than the state's ($76k vs $75k), while the MSA's median home prices tend to be lower than the state average ($331k vs $392k). Hence the MSA has a much higher affordability index, which takes into consideration both price and income factors, than the state (93 vs 75). Housing affordability index, developed by ESRI Business Analyst based on Census data, indicates the relative affordability of a place; an index greater than 100 suggests homes are easily afforded by the average area resident, and an index less than 100 suggests that homes are less affordable. In terms of poverty, the city's and the MSA's poverty rates are on par with the state's level (all around 12%-14%).

Statistic	State	MSA	County	City	Eastside	Westside	Urban Core
Resident Demographics							
Population (2024)	22,779,514	534,840	329,878	54,094	1,269	6,192	3,825
Density (population per square mile) (2024)	425	320	502	2,375	3,165	3,419	1,935
Annual average population growth rate (2000-2020)	1.3%	1.1%	0.5%	-0.2%	0.1%	-0.2%	0.6%
Median age (2024)	43.5	40.3	39.9	43.5	37.5	42.1	46.8
Income and Affordability							
Median home value (2024)	$391,816	$300,875	$303,143	$354,287	$267,157	$208,696	$505,696
Median household income (2024)	$74,715	$75,688	$64,816	$69,067	$37,906	$26,158	$71,036
Percentage of households below the poverty level (2022)	13%	12%	14%	14%	25%	38%	11%
Vacancy rate (2022)	13%	12%	13%	11%	21%	15%	24%
ESRI Housing Affordability Index (2024)	75	93	87	79	58	51	57
Percentage of owner-occupied housing (2024)	66%	69%	64%	61%	54%	37%	54%
Jobs, Businesses, and Employment							
Total businesses (2024)	1,073,557	18,933	13,451	4,804	65	463	1,658
Total employees (2024)	9,448,528	229,861	186,682	58,160	649	6,475	19,450
Average annual employment growth rate (2010-2022)	2.2%	0.4%	0.2%	-0.2%	-0.4%	1.6%	0.5%
Average size of business (employees per business) (2024)	9	12	14	12	10	14	12
Share of population age 25+ with bachelor's degree of higher (2024)	35%	32%	31%	43%	32%	20%	50%

Data source: ESRI Business Analyst; American Community Survey

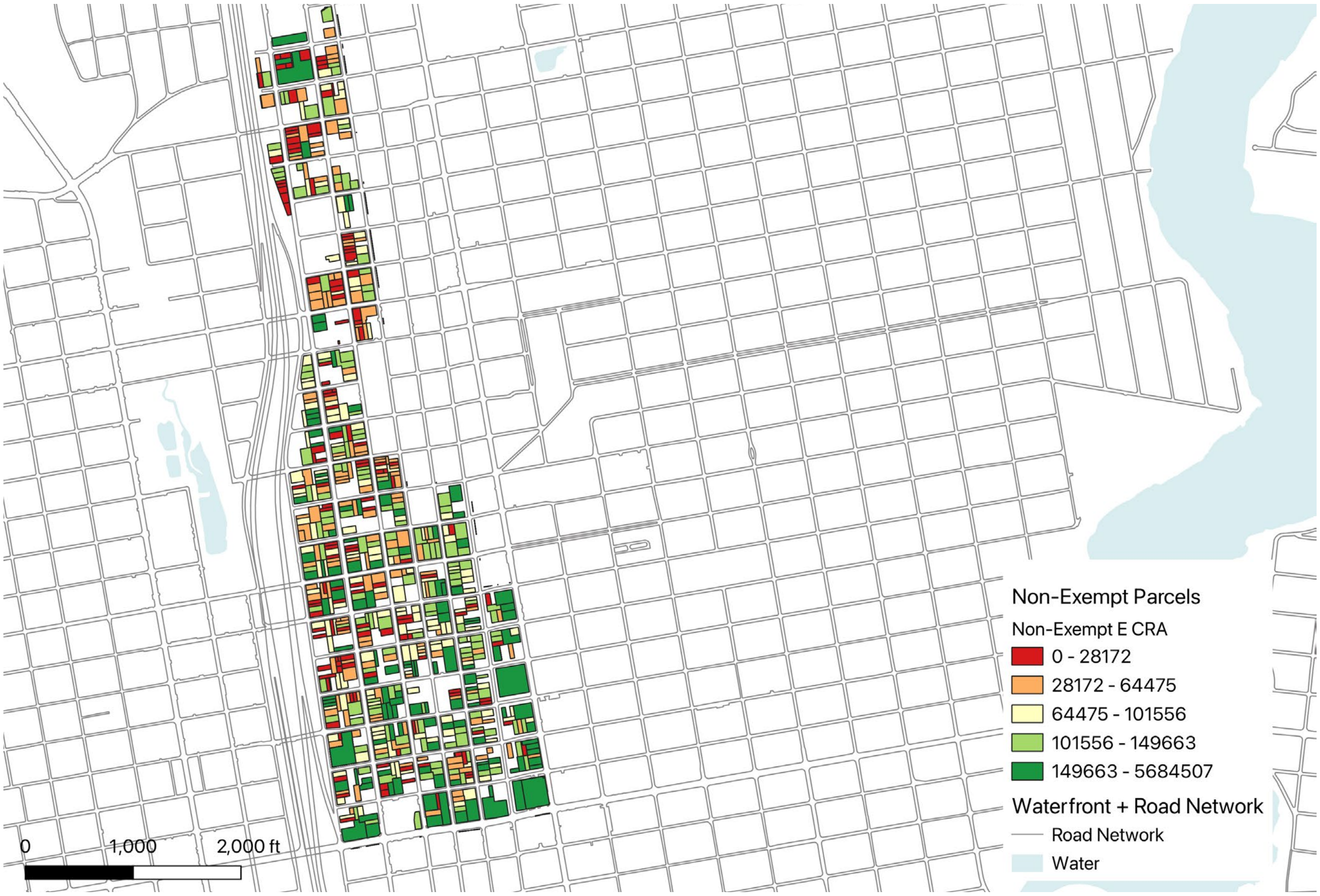
In the Eastside CRA District specifically, as of 2024, the homeownership rate is lower than the MSA (54% vs 69%). The District's median home price is lower than the MSA ($267k vs $331k), but so is its median household income ($38k vs $76k). Therefore, the affordability index in the District is lower than that in the MSA (58 vs 93), pointing to the need for both increased income and attainable housing. The poverty rate in this district (25%) is higher than the city average (14%), hence residents in this area might be particularly vulnerable to major market fluctuations.

Jobs, Business, and Employment

In the region, the military has been a major employment driver, together with key sectors such as professional services, education, healthcare, tourism, and public administration. The city is a job hub in the area, with an employee to resident ratio of 1.1 to 1 (compared to the 0.4 to 1 ratio in the MSA). In terms of job growth, the MSA and the city have seen relatively stagnant growth (0.4% and -0.2% on average per year since 2010) compared to the state (2.2%). In terms of residents' access to jobs, the city has a higher educational attainment than the MSA, measured by the share of population above 25 years old with a Bachelor's degree or higher (43% vs 32%).

In the Eastside CRA District specifically, as of 2024, the area is more residential than the city as a whole, with the employee to resident ratio of 0.5 to 1. The educational attainment of residents in the District tends to be lower than that in the city as a whole (32% of District residents above 25 years old have a Bachelor's degree or higher, compared to the city's 43%). The District's median income is lower than the city median ($38k vs $69k), indicating a need for greater access to upskilling and quality job opportunities.

All these statistics and more are further detailed in the Appendix.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🟩 149663 - 5684507
Waterfront + Road Network
— Road Network
▭ Water
0
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Assessed Property Value by Parcel (2024)

REAL ESTATE MARKET

Housing Market

Compared to the MSA, the city has a slightly lower share of single-family homes in the total housing market (73% vs 80%), and a higher share of small-sized multi-unit housing (11% vs 7%); the shares of larger structures are similar at the city and the MSA levels (both around 5%-6%). The city's pace of building new housing, however, is slower than the MSA, as 6% of the city's housing stock was built in 2010 or later, whereas the statistic in the MSA is 13%. The city's vacancy rate is on par with the MSA's (11%-12%). In terms of price, the median home value in the city is slightly higher than the MSA ($354k vs $330k), while median rent in the city is lower than that in the MSA ($1,144 vs $1,260).

In the Eastside CRA District, housing is predominantly single-family (84%). 8% of the total housing in the district was built after 2010, a slightly higher share than the city (6%) but still lower than the MSA (13%). Vacancy rate is higher than the city average (21% vs 11%), and median home value ($267k) and median rent ($841) are both significantly lower than the city medians.

Commercial Market

The city has a high concentration of office, retail and hospitality assets in the region, with the city's commercial space (measured by SF or unit) to population ratios being 7 times as high as those in the MSA and state. For office, the city's current vacancy rate (2%), on par with the MSA's level (3%), is significantly lower than the state's (8%); new construction and absorption activities in the city have been relatively low. For retail, vacancy rates at the city, MSA and state levels are similar (all around 3%); there is currently more new retail under construction in the city than new office construction. In the hospitality sector, the city's current occupancy rate (62%) is on par with the state's (63%), both slightly lower than the state average (70%); there are several new hotel developments under construction or in the pipeline within the city.

The Eastside CRA District has low office presence and no existing hotels, but the district's retail spaces are noticeable (131,000 square feet) with a low vacancy rate (1%), indicating the potential need for commercial spaces that suit neighborhood character and can help grow local small businesses.

Property Value Analysis

The data for this analysis was obtained from the City and included a comprehensive list of assessed parcels within each Community Redevelopment Area (CRA). To ensure an accurate representation of taxable properties, all parcels with a noted exemption status or public ownership were removed from the dataset. This filtering process allowed for a focused analysis of non-exempt parcels, providing a clearer picture of the assessed property values within each CRA.

Statistic	State	MSA	County	City	Eastside	Westside	Urban Core
Housing Market							
Total Housing Units (2022)	9,075,148	206,688	136,891	27,066	761	3,253	1,983
Share, 1-2 units per building (2022)	67%	80%	76%	73%	84%	59%	65%
Share, 3-9 units per building (2022)	10%	7%	9%	11%	11%	13%	7%
Share, 10-50 units per building (2022)	12%	5%	7%	6%	0%	7%	10%
Share, 50+ units per building (2022)	9%	5%	5%	6%	0%	13%	12%
Median year built (2022)	1987	1988	1983	1972	1955	1965	1966
Share, units built after 2010	11%	13%	10%	6%	8%	11%	11%
Vacancy rate, all housing (2022)	16%	12%	13%	11%	21%	15%	24%
Median home value (2024)	$391,816	$330,875	$303,143	$354,287	$267,157	$208,696	$500,696
Median rent (2024)	$1,580	$1,260	$1,203	$1,144	$841	$620	$1,736
Commercial Market							
Office, inventory in square feet (2025)	780,000,000	17,700,000	15,800,000	15,400,000	21,500	511,000	4,100,000
Office, vacancy (2025)	8%	3%	2%	2%	0%	0%	2%
Office, under construction in square feet (2025)	5,300,000	5000	0	0	0	0	0
Retail, inventory in square feet (2025)	1,300,000,000	32,500,000	23,900,000	22,600,000	131,000	595,000	1,400,000
Retail, vacancy (2025)	3%	3%	3%	3%	1%	2%	3%
Retail, under construction in square feet (2025)	6,400,000	153,000	153,000	153,000	0	0	0
Hospitality, inventory in rooms (2025)	508,244	9,892	8,783	7,115	N/A	26	795
Hospitality, occupancy rate (2025)	70%	63%	63%	62%	N/A	51%	69%
Hospitality, under construction in rooms (2025)	16,976	200	98	98	N/A	0	0

Data source: ESRI Business Analyst; American Community Survey; CoStar

The Eastside CRA has a total assessed value of $89 million across 759 non-exempt parcels, with an average assessed value of $118k. The highest-valued property is assessed at $6 million. Compared to other CRA districts, this CRA consists of smaller and lower-value properties, including single-family residential and underdeveloped commercial areas. Many of the lowest property values are clustered beneath the I-110 overpass at the Hollice T. Williams Park and scattered throughout the district, and highest property values are clustered around the edges of the CRA.

FOR SALE
SOLD

Kindel Media

MARKET OPPORTUNITIES

Based on the assessment of the regional and local socioeconomic and market conditions, the following potential strategies are identified to further drive the city's economic development efforts:

- **Public realm strategy:** Induce and organize private development with investments in parks, open spaces, high-quality streets and sidewalks, and amenities. In the planning and implementation strategy, be mindful of gentrification and displacement risks.
- **Strategic development sites:** Identify shovel-ready development and/or adaptive reuse sites as demonstration projects. Attract private investments with streamlined site assemblage and community-supported visions.
- **Incentives:** Motivate private investments where ROI is currently too low relative to competition from other regions. Consider the following when designing and implementing potential incentive programs:
  1. Tie the applicants' qualifying criteria to KPIs aligned with key policy goals and the City's Strategic Plan;
  2. Conduct cost-benefit analysis to determine the programs' fiscal impact;
  3. Consider a broad array of incentive tools - in addition to fiscal tools, consider zoning policies, land contribution, and permitting and regulatory relief as part of the toolkit;
  4. Consider a phased approach to test the programs in specific high-priority areas before expanding their application;
  5. Consider combine guidance on community benefits agreement with incentive design to ensure fairness and preempt gentrification concerns;
  6. Leverage state and federal programs to maximize the impact of local programs.
- **Economic opportunities and wellbeing**: Continue to leverage workforce training partnerships as well as education programs to prepare residents for high-quality careers and attract businesses. Uplift residents with access to fresh food, health, and social services. Improve the perception of public safety. These improvements also help attract further private investments.

PHYSICAL PATTERNS

EASTSIDE CRA District
STREETS, INTERSECTIONS & COUNTERMEASURES
EASTSIDE STREETS
EASTSIDE

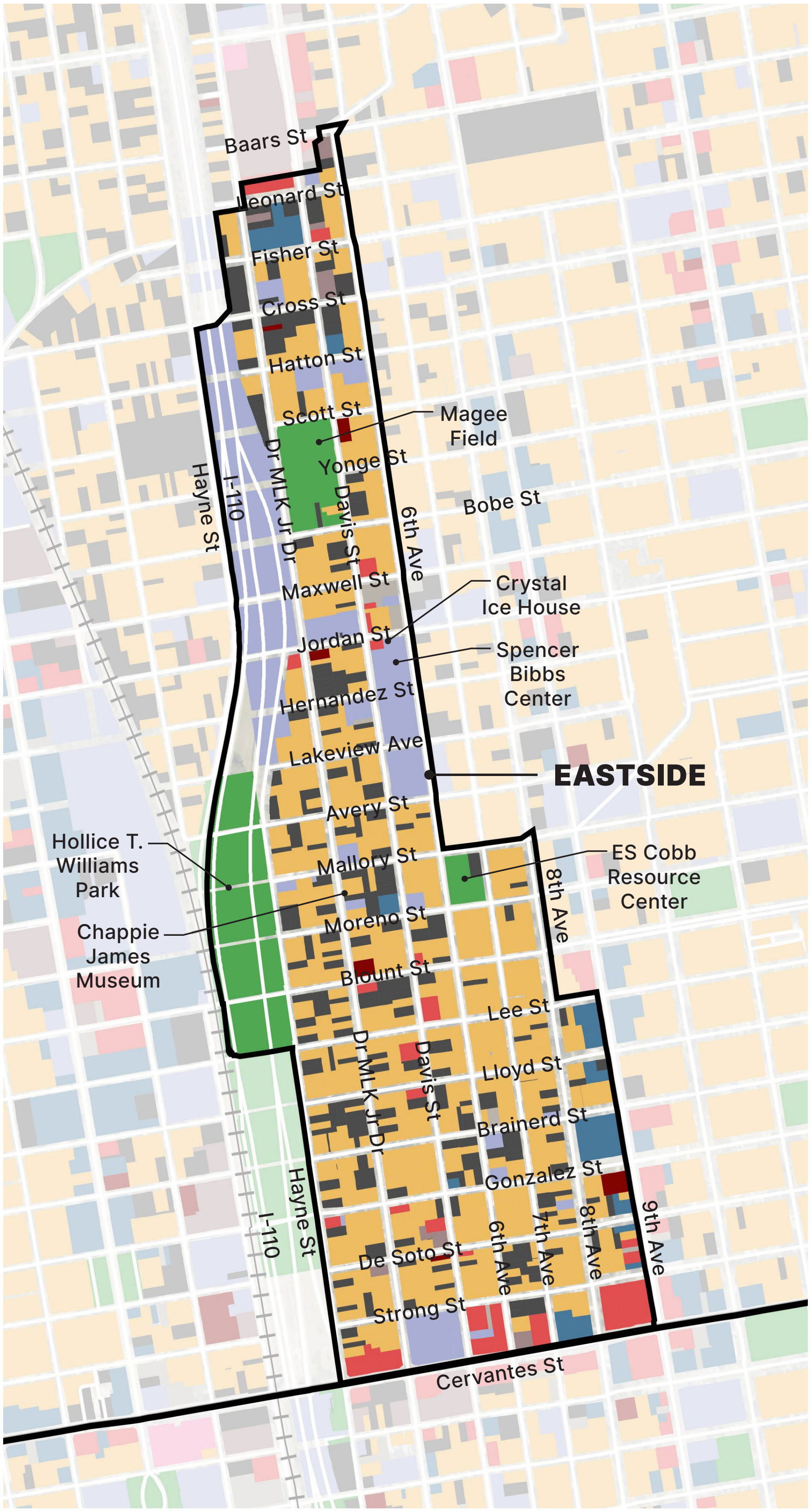
Mapping patterns during the workshop helps reveal objective conditions and prove residents' anecdotal experiences

PATTERN ANALYSIS OVERVIEW

The following series of diagrams is intended to reveal key characteristics and opportunities about the community by isolating both physical and zoning elements such as land use designations, street typologies, open space amenities, vacancies, distinct classifications, and more. Identifying patterns through these standardized analytical plan diagrams helps to target specific community place-based needs and opportunities.

EXISTING LAND USES

The primary existing land use in the Eastside is residential. Retail and commercial uses line Cervantes Street at the southern boundary and are located throughout the district, in particular along N Davis Highway and N 9th Avenue. The small geography and predominantly residential uses in the Eastside district are challenges for TIF revenue generation.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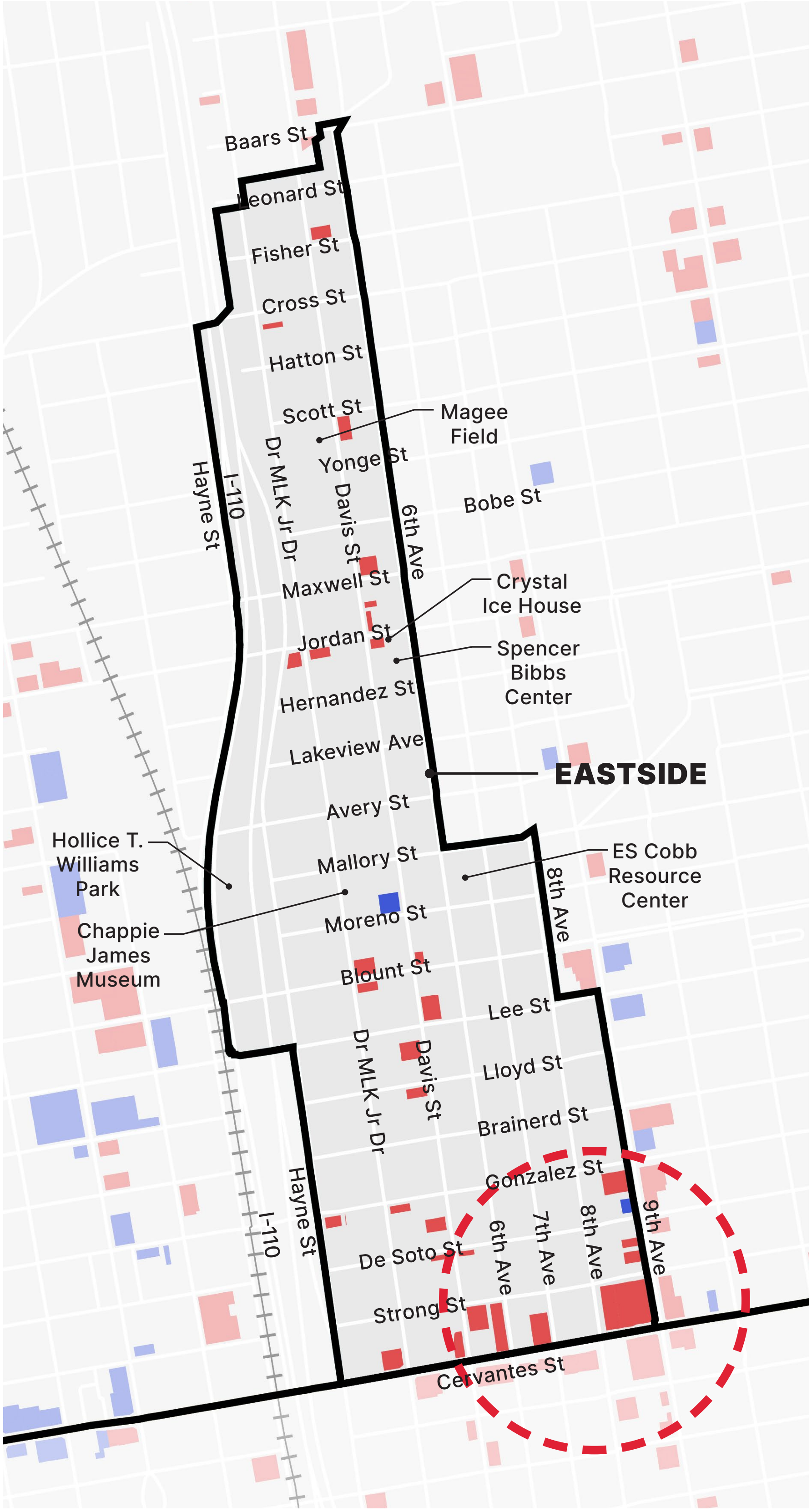
De Soto St
Strong St
Cervantes St

🟩	Open Space	12.23%
🟪	Hotel/Lodging	—
🟧	Residential	33.21%
🟪	Institutional	21.58%
🟫	Industrial	1.85%
🟥	Retail/Commercial	3.01%
🟦	Office	2.53%
🟥	Mixed-Use	0.55%
⬜	Parking Lots	0.49%
⬛	Vacant	11.28%
☐	Public Rights-of-Way	13.27%
🟦	Water	—

Map created using ESRI GIS Data from City of Pensacola, January 2024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COMMERCIAL & RETAIL USES

The Eastside CRA District has the least commercial land use of the three CRA Districts. Retail and commercial uses line Cervantes Street at the southern boundary of the district, and are located throughout the district, in particular along N Davis Highway and N 9th Avenue. While not concentrated, the retail and commercial uses throughout the Eastside represent important cultural and social institutions, many of them minority-owned and serving the residents of the district.

🟥 Retail/Commercial Use

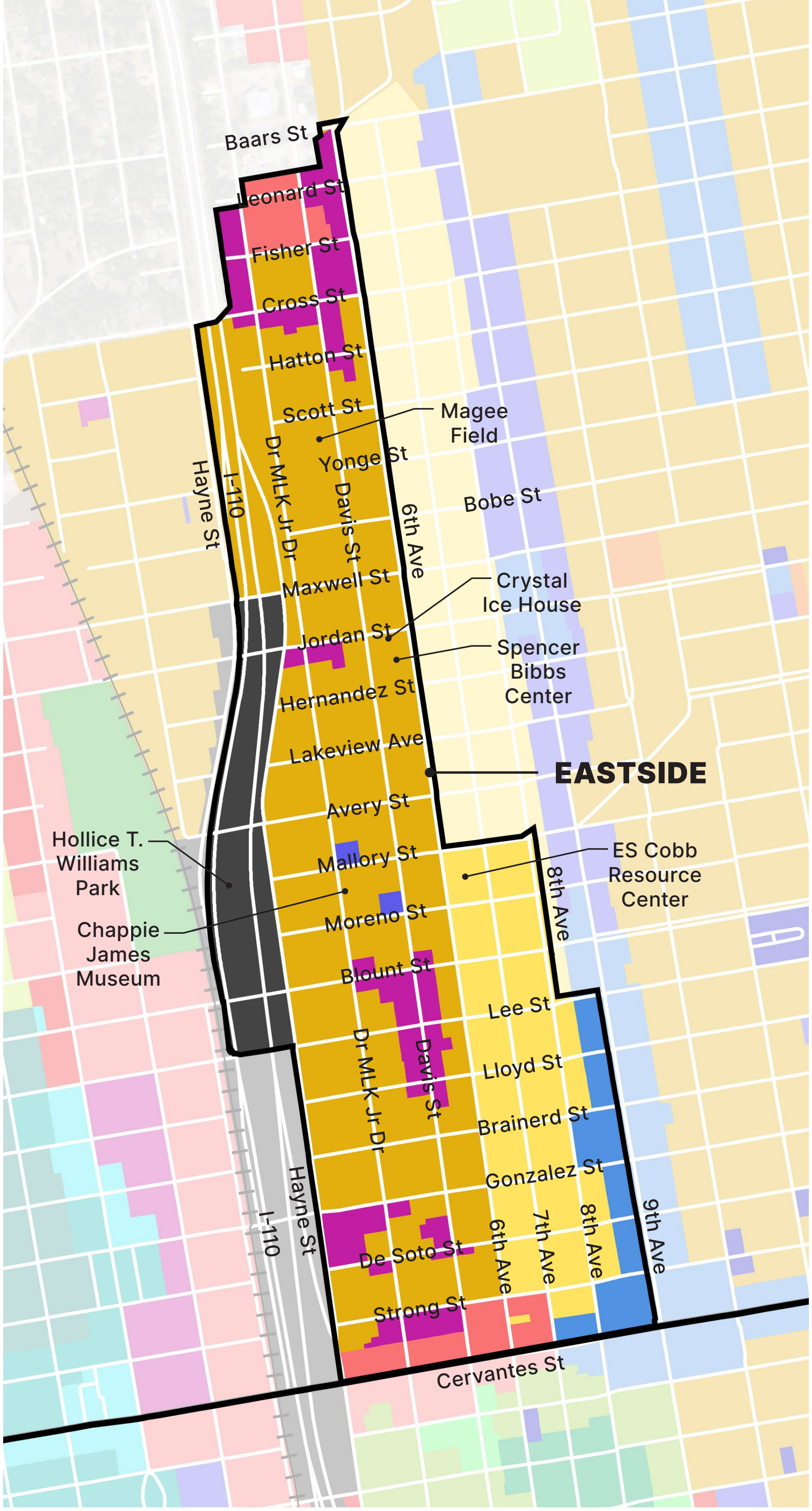
🟦 Commercial Office Use

◌ Commercial Centers

Map created using ESRI GIS Data from City of Pensacola, January 2024

ZONING

The Eastside CRA District is largely zoned lower-density residential with some small pockets of Residential/Neighborhood Commercial zoning. Cervantes Street to the south is zoned Commercial (C-3) and 9th Avenue to the southeast is zoned Retail Commercial (C-1). The majority of the western boundary is zoned as Interstate Corridor.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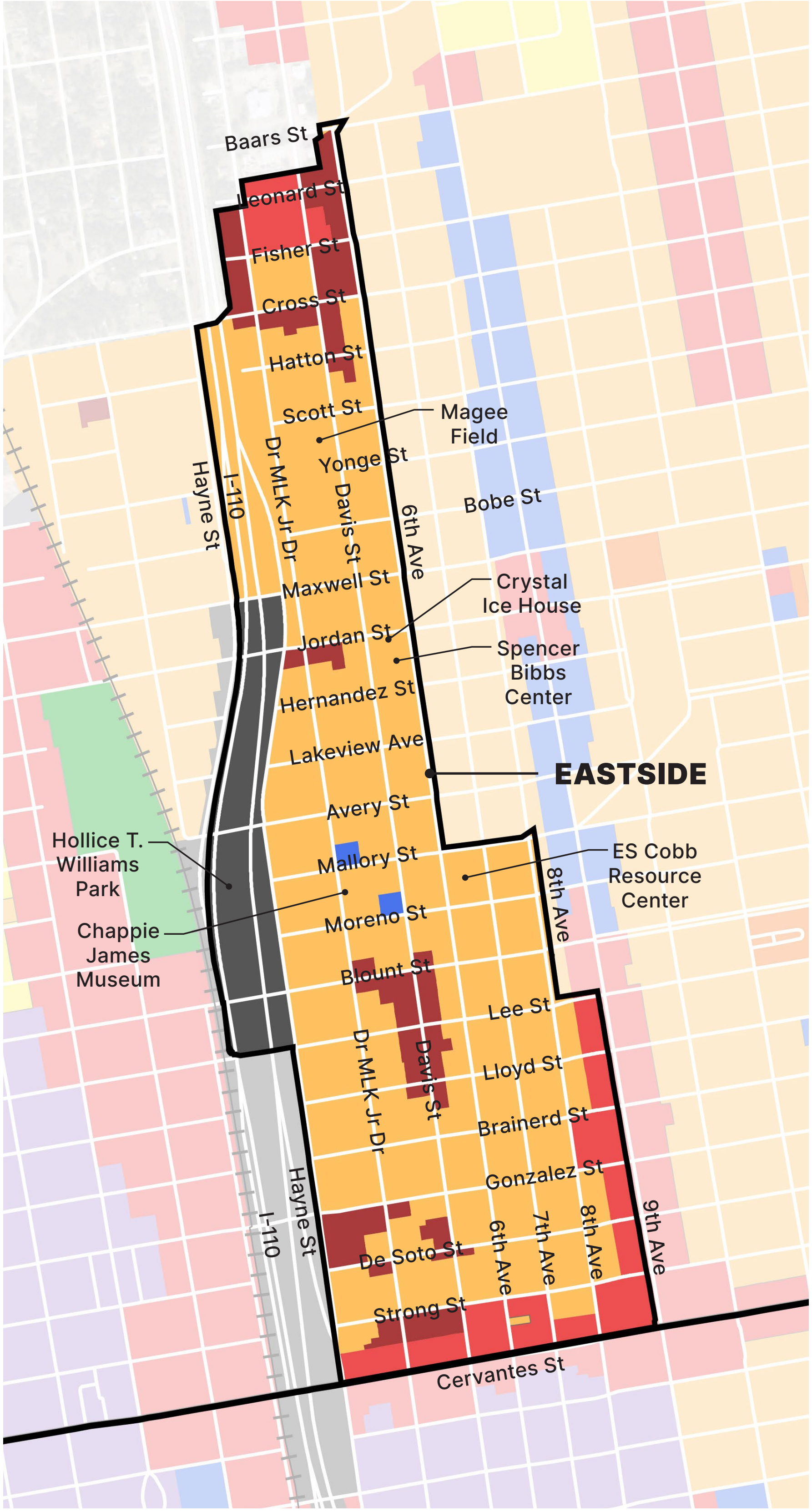
🟥 Commercial (C-3)
⬛ Interstate Corridor
🟨 One and two family (R-1A)
🟧 One and two family (R-1AA)
🟪 Residential/Neighborhood Commercial
🟦 Residential/Office
🟦 Retail Commercial (C-1)

Map created using ESRI GIS Data from City of Pensacola, January 2024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Map created using ESRI GIS Data from City of Pensacola, January 2024

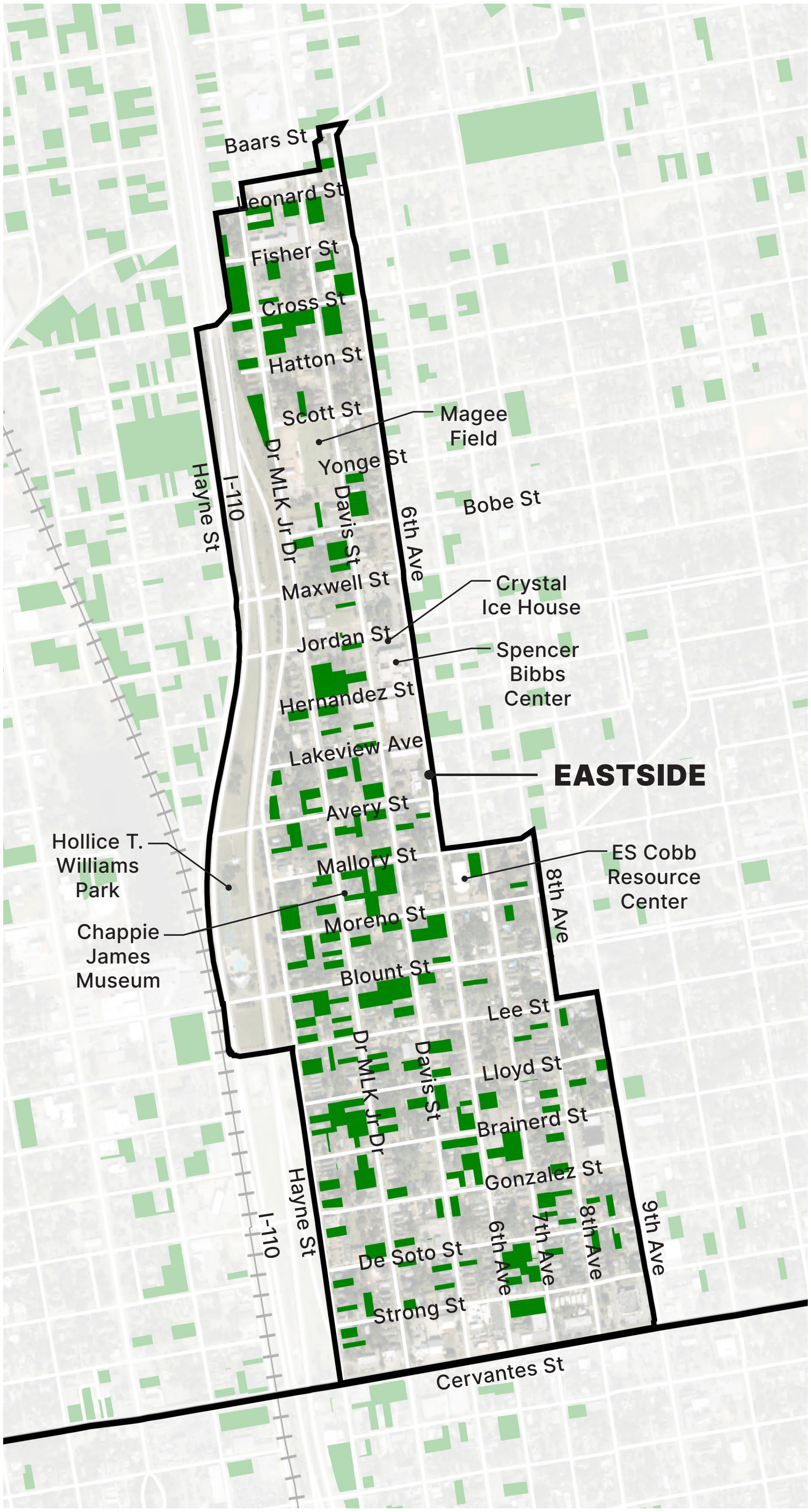
FUTURE LAND USE

The City of Pensacola Land Development Code (LDC) establishes the intended future land uses for districts and parcels. The City is currently in the process of revising the LDC, and the map to the left may change with future updates. The full range of future land use categories are listed below.

- 🟩 Conservation Land Use (CO)
- 🟨 Low-Density Residential Land Use (LDR)
- 🟧 Medium-Density Residential Land Use (MDR)
- 🟧 High-Density Residential Land Use (HDR)
- 🟦 Office Land Use (O)
- 🟥 Residential/Neighborhood Commercial Land Use (RNC)
- 🟥 Commercial Land Use (C)
- ⬜ Industrial Land Use (ID)
- 🟪 Historic and Preservation Land Use (HP)
- 🟩 Redevelopment Land Use (R)
- 🟦 Business (B)
- ⬛ Interstate Corridor (IC)

VACANCY

Approximately eleven percent of the land in the Eastside CRA District is vacant. These are unoccupied lots that are not being used for their intended purpose. Most of the vacancies are small, single-family lots scattered throughout the entire district area. The vacancies create fragmented development patterns and lessen the value of the existing homes.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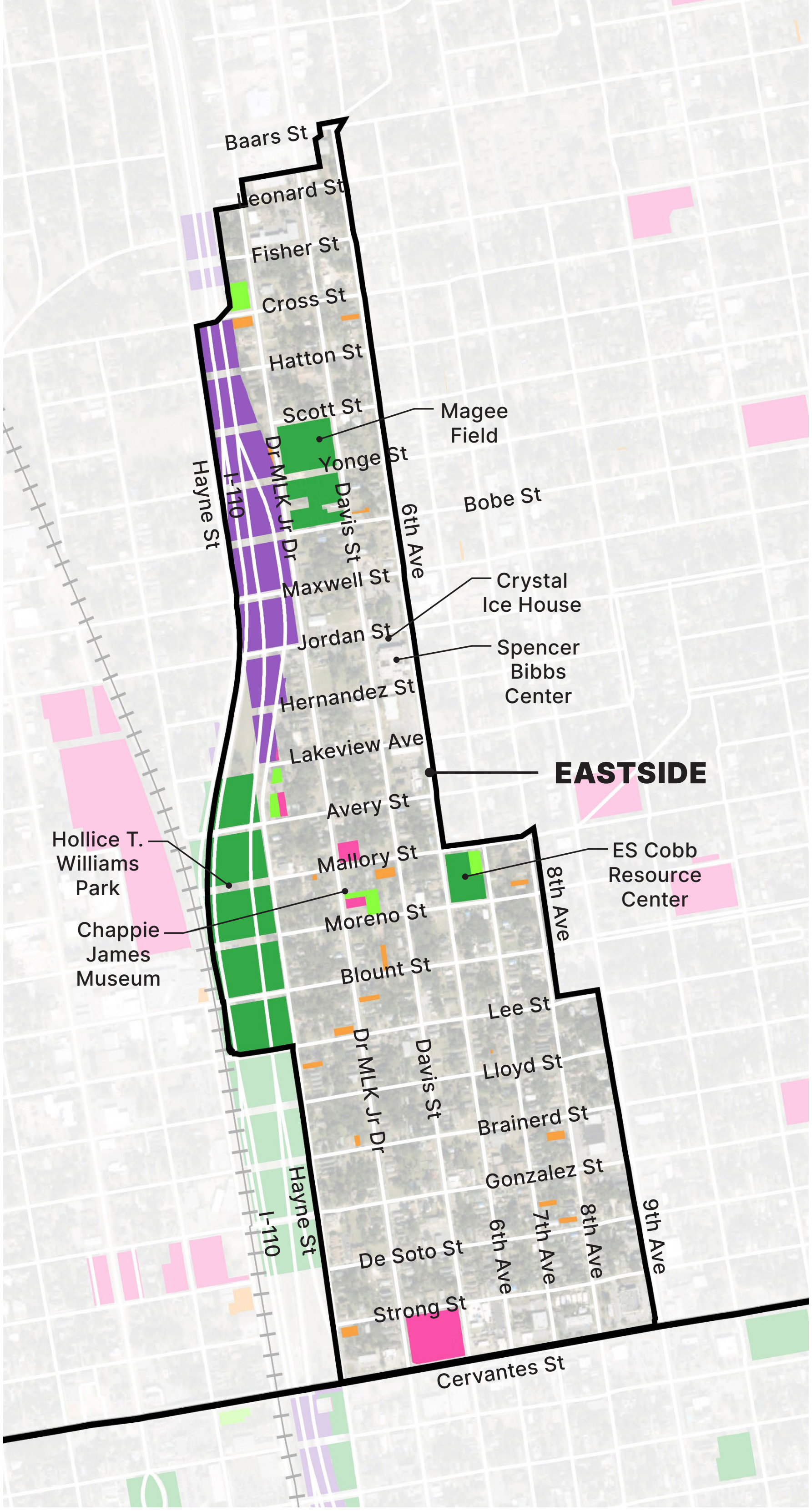
🟩 Vacant Lots

Map created using ESRI GIS Data from City of Pensacola, January 2024

PUBLICLY-OWNED LAND

Publicly-owned land is an important asset. It can incentivize development that benefits the community and be used to create amenities such as open spaces and recreation facilities. The majority of the publicly-owned land in the Eastside CRA District is part of Hollice T. Williams Park, Magee Field, or the EB Cobb Resource Center. The City-owned block on Cervantes Street is the Fire Department headquarters and station. There are not currently publicly-owned development sites in the Eastside CRA.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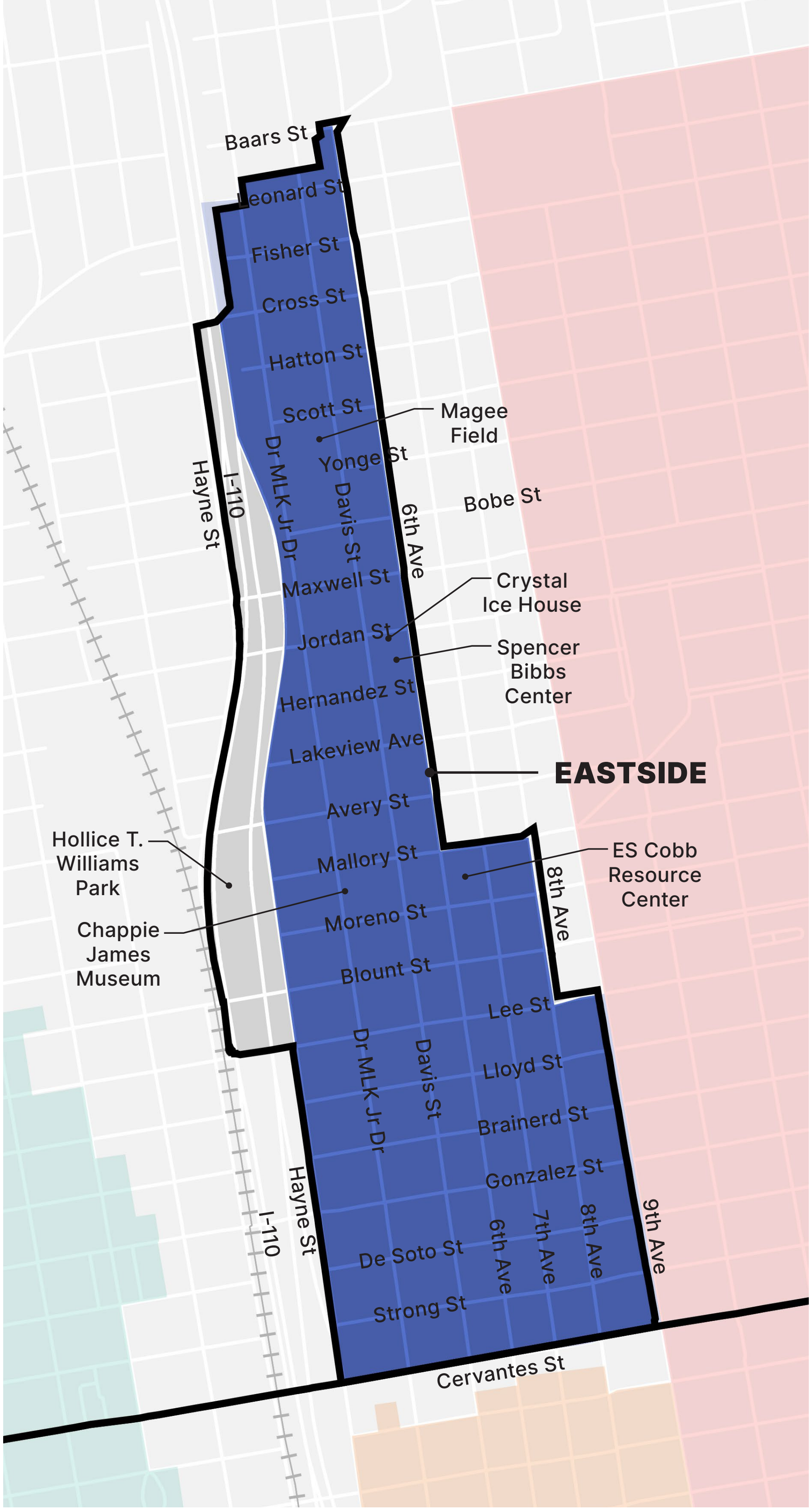
🟦 Federal-owned land
🟪 State-owned land
🟧 County-owned land
🟥 City-owned land
🟩 City-owned parks & open space
🟩 City-owned vacant land

Map created using ESRI GIS Data from City of Pensacola, January 2024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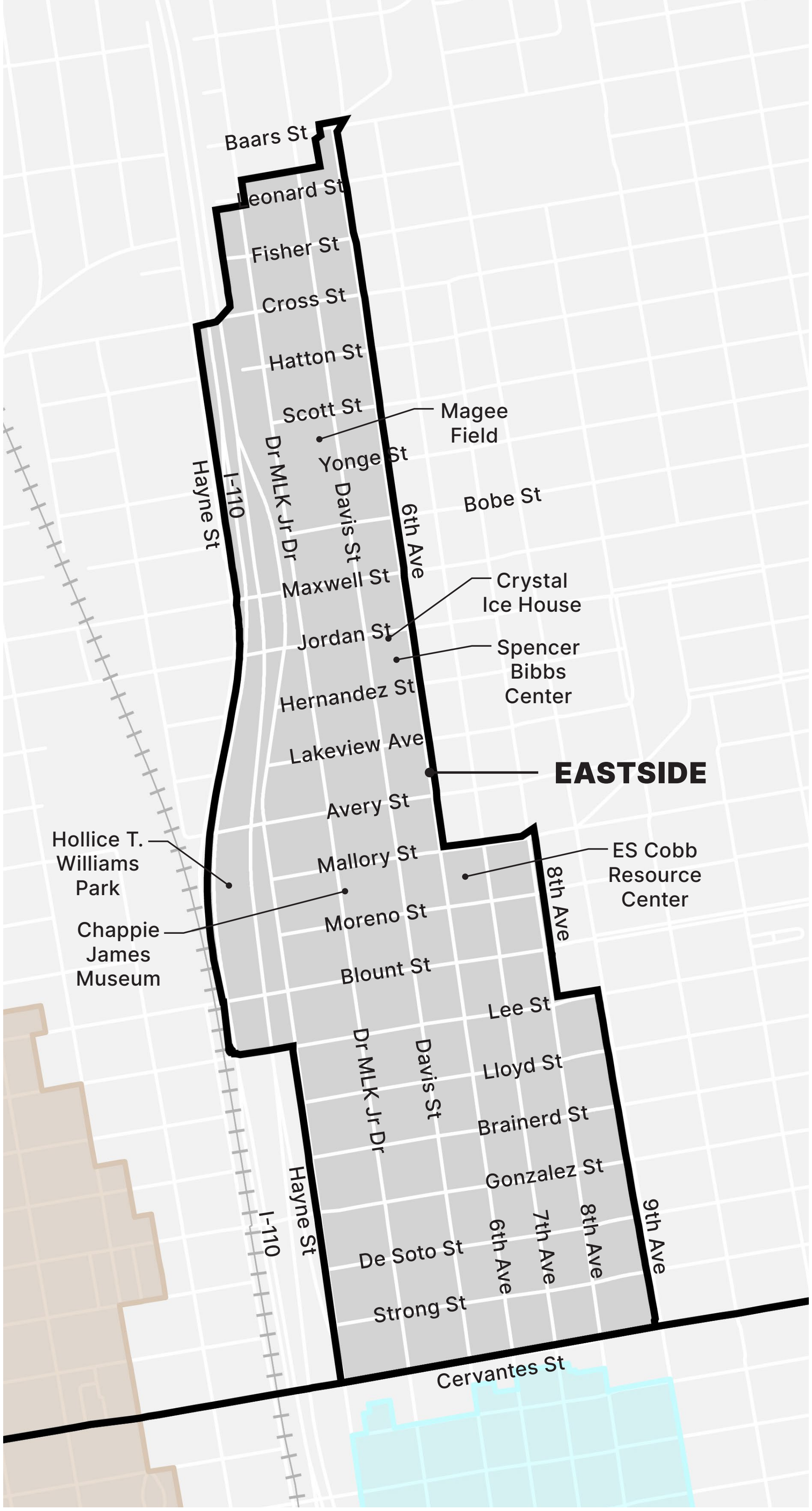
Map created using ESRI GIS Data from City of Pensacola, January 2024

NEIGHBORHOODS

The Eastside neighborhood stretches almost the entirety of the Eastside CRA District. It is a historically African American neighborhood and is home to many important figures such as Daniel "Chappie" James, Jr. Residents have worked tirelessly to preserve and celebrate the cultural impact of the area through the African American Heritage Trail.

🟦 Eastside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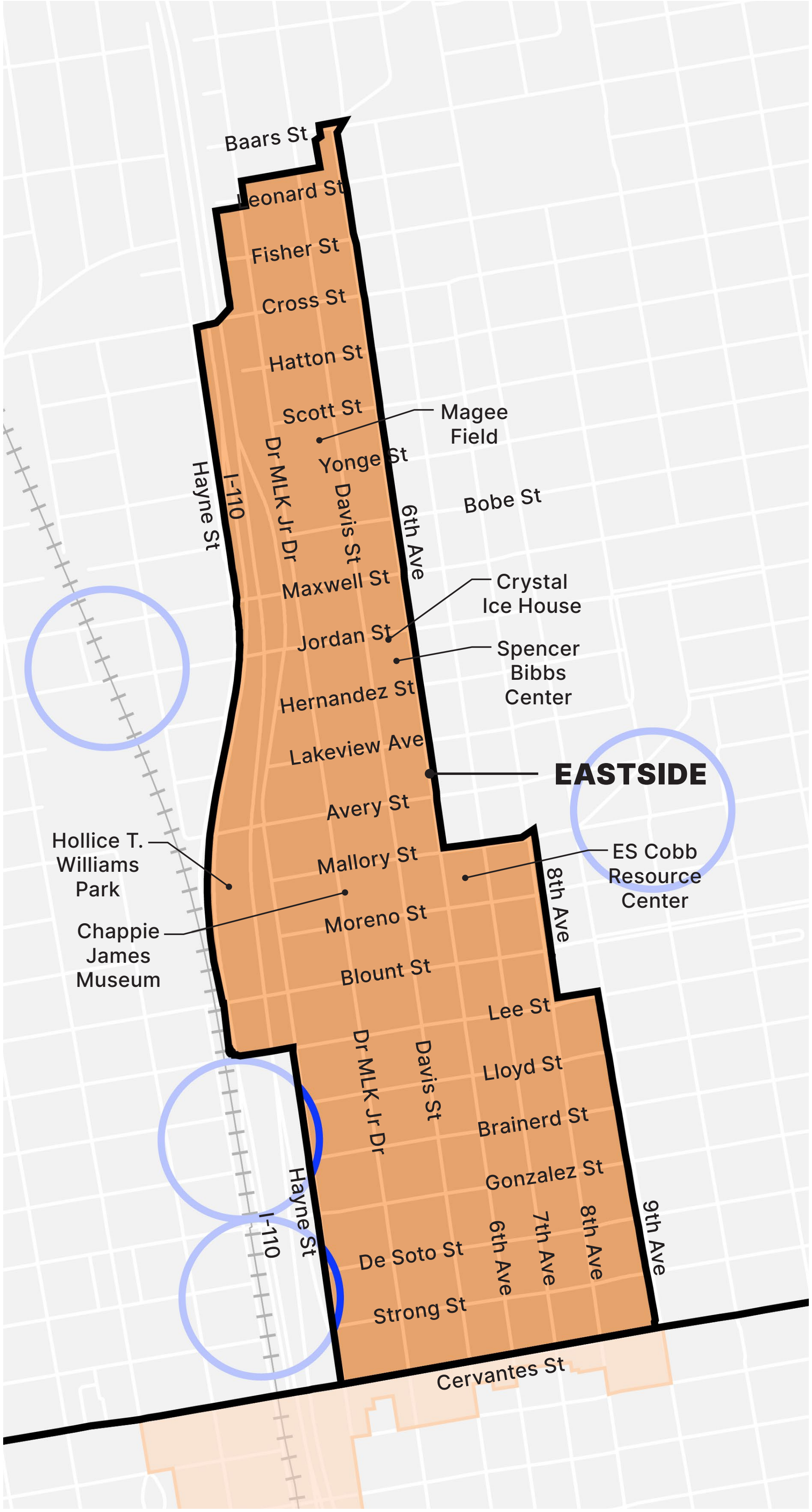
Map created using ESRI GIS Data from City of Pensacola, January 2024

HISTORIC DISTRICTS

Because of Pensacola's long history, there are many areas that are historically and archaeologically important.

There are no historic districts currently located in the Eastside CRA District. This does not mean there are no historically-significant properties, structures, or sites; however, there are no protected preservation areas currently.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Map created using GoMaps 4.0 GIS Data from City of Pensacola, September 2024

UNIQUE DISTRICTS & OVERLAYS

There are several unique zoning districts, resource protection overlays, and other overlays that require sensitive design and enhanced access in the City of Pensacola. The Eastside CRA District includes the CRA Urban Design Overlay and Wellhead Protection Areas.

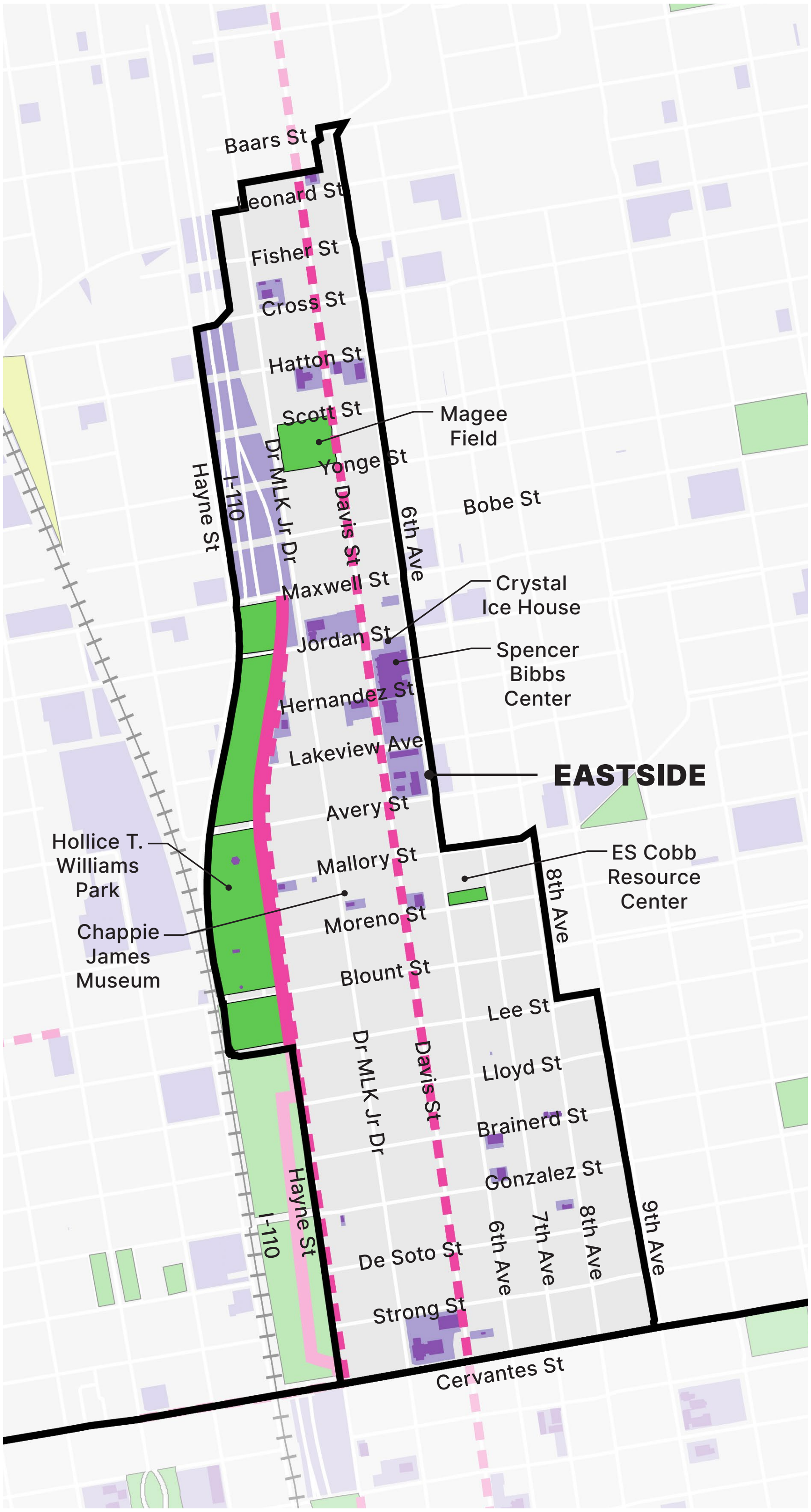
CRA Urban Design Overlay

The CRA Urban Design Overlay area covers all of the Eastside CRA District. The purpose of the district is to improve the visual appearance of these areas, while preserving the urban and architectural character. The regulations support replacing blighted properties with quality, pedestrian-oriented development and encourages a mix of uses that can support a variety of locally-oriented businesses and cultural institutions.

Wellhead Protection Area

Two Wellhead Protection Areas overlap into the Eastside CRA District. These areas are established to protect underground-based sources of drinking water. The goal is to protect the ground area around public water supply wells from contamination.

○ Wellhead Protection Area
▨ CRA Urban Design Overlay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Map created using ESRI GIS Data from City of Pensacola, January 2024

PARKS, OPEN SPACE, AND AMENITIES

The CRA Districts include various parks, open spaces, and public amenities that enhance the livability and desirability of these areas. The following inventory lists all of the open space and recreation amenities in the Eastside CRA District.

- Hollice T. Williams Park
- Magee Field

Further analysis should categorize the parks as passive versus active open space and show how future planned open space connections could better link the existing parks, open space, and amenities to ensure that all parks and open spaces are utilized appropriately and contain amenities that are well-maintained by the city and well-used by the community.

🟩 Parks & Open Space
▨ Institution/Community Amenity
▬ Trail Network
╍ Dedicated Bike Lanes

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TRANSPORTATION ANALYSIS SUMMARY

EXISTING CONDITIONS

Understanding the existing conditions of transportation infrastructure and usage establishes a foundation for developing near-, medium-, and long- term recommendations to ensure that all residents enjoy safe and comfortable mobility options. This assessment was assembled from a variety of sources, including city and FDOT traffic and crash data, previous plans, and resident comments.

Geography & Layout

The Eastside district is geographically very narrow. Major roadways separate and divide the district making walkability and connectivity a challenge. Major north-south connectors to and from downtown are the one-way couplets Dr. Martin Luther King, Jr. Drive and N Davis Highway. This one way pair becomes the main access point to I-110 and lacks traffic calming measures that improve safety and well being for pedestrians and cyclists.

Pedestrian & Bicycle Facilities

There are many challenges with the pedestrian and bicycle infrastructure in the Eastside. The lack of crosswalks, bicycle lanes, and maintenance of these facilities further amplifies barriers to safety and comfort by residents.

Although there is a general lack of facilities in the Eastside, this district does happen to contain the longest segment of continuous bike lane in the city along N Davis Highway. But despite its length, both ends of this bike lane are dead ends in undesirable locations and there are no east-west connections that provide dedicated bicycle infrastructure.

Roadway Safety

The widths of rights-of-way in the Eastside are relatively narrow, indicative of the city's age and the primarily residential nature of this CRA District.

Additionally, the allocation of space within rights-of-way tends to favor space for cars over any other form of travel. Drivers tend to drive faster as lanes widen, further decreasing the safety of pedestrians, bicyclists, and the drivers themselves.

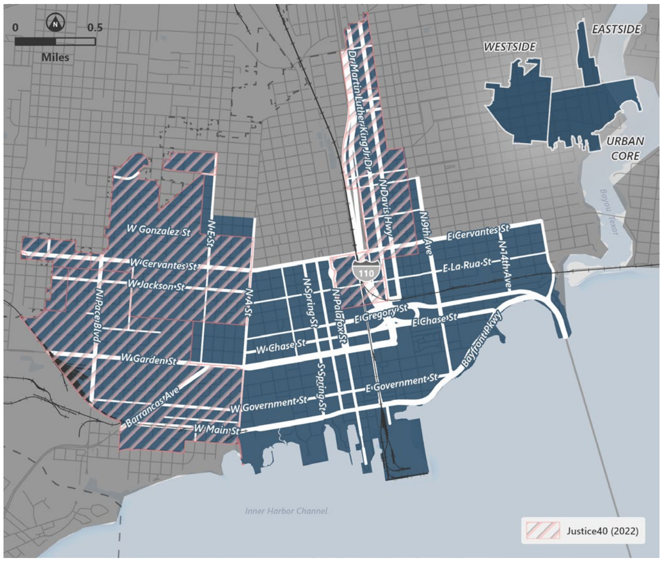
The Active Transportation Plan (ATP) adopted in 2023 identified the intersection of Dr. Martin Luther King, Jr. Drive and E Blount Street as one of the top five "high crash intersections" within the CRA Districts. Additionally, the Emerald Coast Regional Council Safe Streets and Roads For All Safety Action Plan (December 2024) identifies N Davis Highway as a Tier-1 Priority High-Injury Network roadway.

Katie E

WHAT IS WALKABILITY?

Walkability is a term that refers to the ease and ability to access amenities on foot. Great urban places tend to be very walkable, meaning that residents and visitors are able to walk (or use mobility aids) to safely and comfortably reach destinations like shops, daily services, parks, schools, employment centers, and more. Ideally, making a place more walkable will translate into more people choosing to walk instead of driving, which has health, social, economic, and environmental benefits.

This concept also often extends to bicycling infrastructure, called "bikeability." Leading to the same benefits, bikeability is another important ingredient for great urban places.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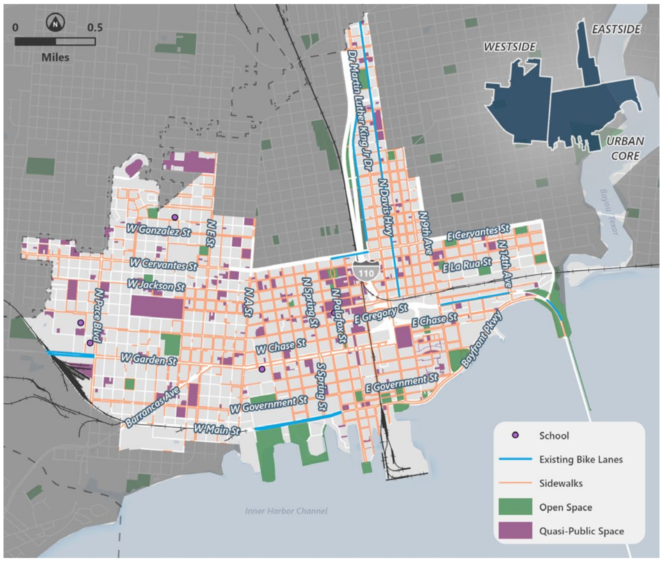
Inner Harbor Channel
Justice40 (2022)

Major Roadways and USDOT Disadvantaged Communities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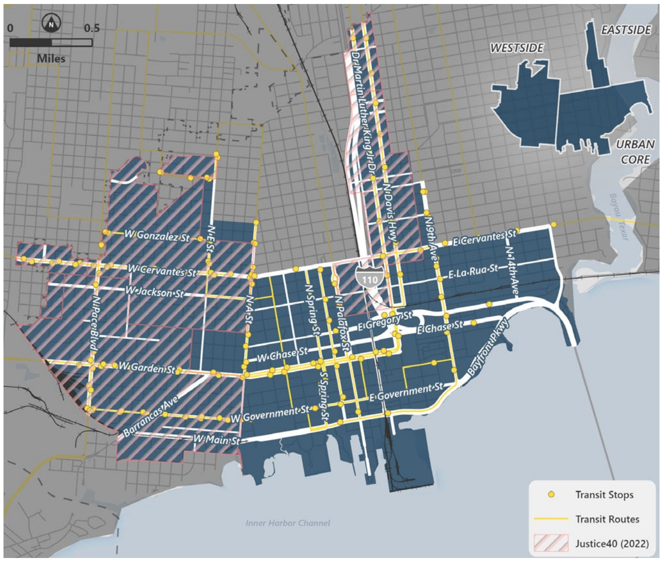
School
Existing Bike Lanes
Sidewalks
Open Space
Quasi-Public Space

Pedestrian & Bike Facilities and Community Assets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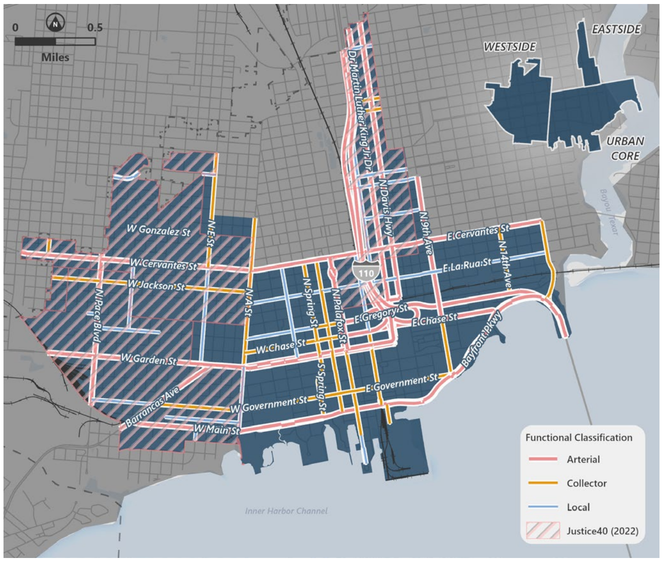
W Main St
Inner Harbor Channel
Transit Stops
Transit Routes
Justice40 (2022)

Transit Routes & Stops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Barrancas Ave
W Main St
Inner Harbor Channel
Functional Classification
Arterial
Collector
Local
Justice40 (2022)

Functional Classification of Streets

Equity and Transportation

The Eastside CRA District ranks in the 99th percentile for transportation cost burden, compared to the city's 63rd percentile rank; this indicates that Eastside residents pay more for less services compared to others in the city. Only two bus routes service the Eastside, and neither of those routes are slated for planned improvements in ECAT's Transit Development Plan.

RECOMMENDATIONS

BIG IDEAS FOR THE EASTSIDE

ABOUT THE RECOMMENDATIONS

The recommendations in this plan are based on the input gathered from Eastside residents and stakeholders throughout this process and an extensive analysis of existing conditions and ideas in prior plans. These recommendations build on prior work while acknowledging the current market conditions and the ever-evolving needs of the community. This chapter includes a series of core ideas to restore the Eastside to a thriving community grounded in its unique history and culture, followed by policy recommendations that provide additional detail on how to make that a reality.

CORE CONCEPTS

The following is a summary of the core concepts to revitalize the Eastside, incentivize equitable development, and ensure that the neighborhood continues to evolve in a manner consistent with the vision of its residents. These ideas reflect the community feedback received throughout the public engagement process.

Diverse and Attainable Housing

Expanding the range of attainable and affordable housing options is a serious need in the Eastside. A long history of displacement and blight can still be felt in the vacancy along some streets and Eastside residents want to see opportunities for diverse housing types that can accommodate a wide range of income types. Infill development can also provide smaller development opportunities for local entrepreneurs, which is a priority of the Eastside Neighborhood Association. Investment in new housing should complement the existing scale and character of the neighborhood, while ensuring that existing residents are able to stay in their homes.

Enhancing Parks and Recreational Amenities

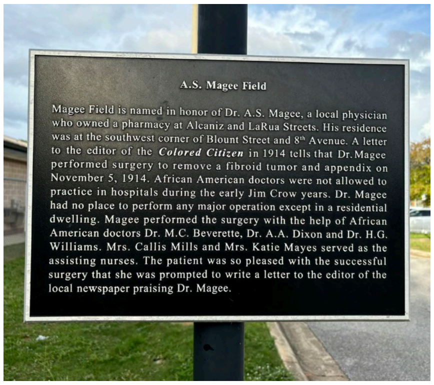
Hollice T. Williams Park, Magee Field, and the E.S. Cobb Resource Center are just a few of the treasured amenities in the neighborhood. Enhancing these existing centers and ensuring that residents can travel to and between them is a priority for the youth of the neighborhood. Continuing to maintain, invest in, and explore the appropriate programming of these spaces will be a critical part of continuing to serve local residents by creating spaces to gather and enhancing recreational amenities in the Eastside.

WELCOME TO
EASTSIDE
NEIGHBORHOOD
BIRTHPLACE OF
GENERAL DANIEL "CHAPPIE" JAMES, JR.

Film North Florida

Eastside neighborhood entry sign

Infill housing example

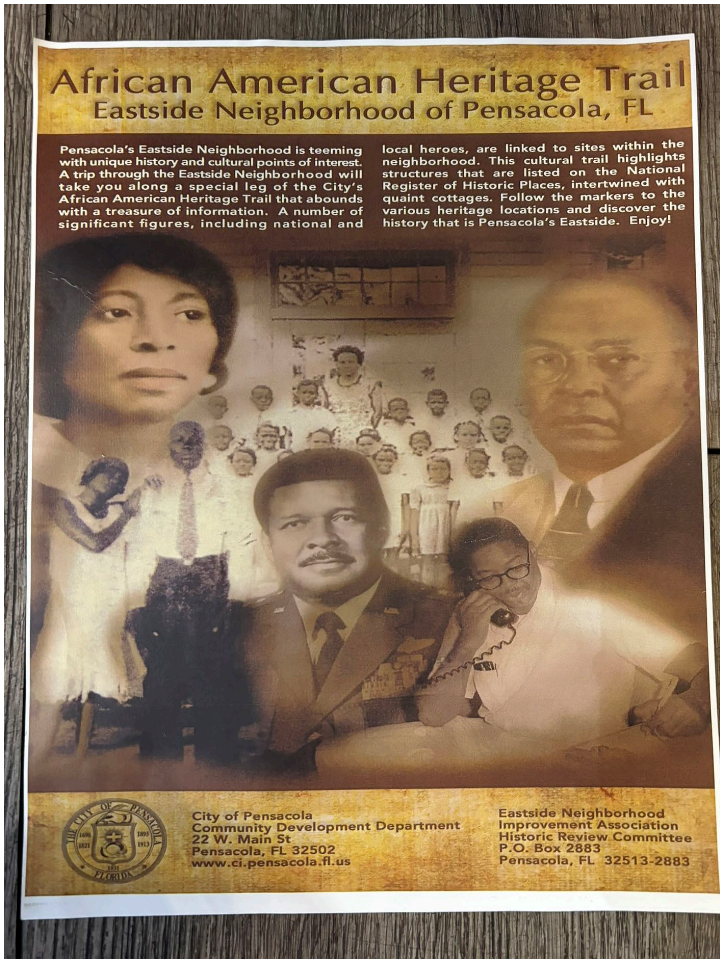


A.S. Magee Field

Magee Field is named in honor of Dr. A.S. Magee, a local physician who owned a pharmacy at Alcaniz and LaRua Streets. His residence was at the southwest corner of Blount Street and 8th Avenue. A letter to the editor of the *Colored Citizen* in 1914 tells that Dr. Magee performed surgery to remove a fibroid tumor and appendix on November 5, 1914. African American doctors were not allowed to practice in hospitals during the early Jim Crow years. Dr. Magee had no place to perform any major operation except in a residential dwelling. Magee performed the surgery with the help of African American doctors Dr. M.C. Beverette, Dr. A.A. Dixon and Dr. H.G. Williams. Mrs. Callis Mills and Mrs. Katie Mayes served as the assisting nurses. The patient was so pleased with the successful surgery that she was prompted to write a letter to the editor of the local newspaper praising Dr. Magee.

The Historical Marker Database

Historical marker at Magee Field



African American Heritage Trail
Eastside Neighborhood of Pensacola, FL

Pensacola's Eastside Neighborhood is teeming with unique history and cultural points of interest. A trip through the Eastside Neighborhood will take you along a special leg of the City's African American Heritage Trail that abounds with a treasure of information. A number of significant figures, including national and local heroes, are linked to sites within the neighborhood. This cultural trail highlights structures that are listed on the National Register of Historic Places, intertwined with quaint cottages. Follow the markers to the various heritage locations and discover the history that is Pensacola's Eastside. Enjoy!

City of Pensacola
Community Development Department
22 W. Main St
Pensacola, FL 32502
www.ci.pensacola.fl.us

Eastside Neighborhood
Improvement Association
Historic Review Committee
P.O. Box 2883
Pensacola, FL 32513-2883

Heritage trail pamphlet

The Chappie James Museum

TO
NORTH
110
FOR SALE
KATIE MILLER
Kuhn
REALTY

Sidewalk conditions along major Eastside corridors

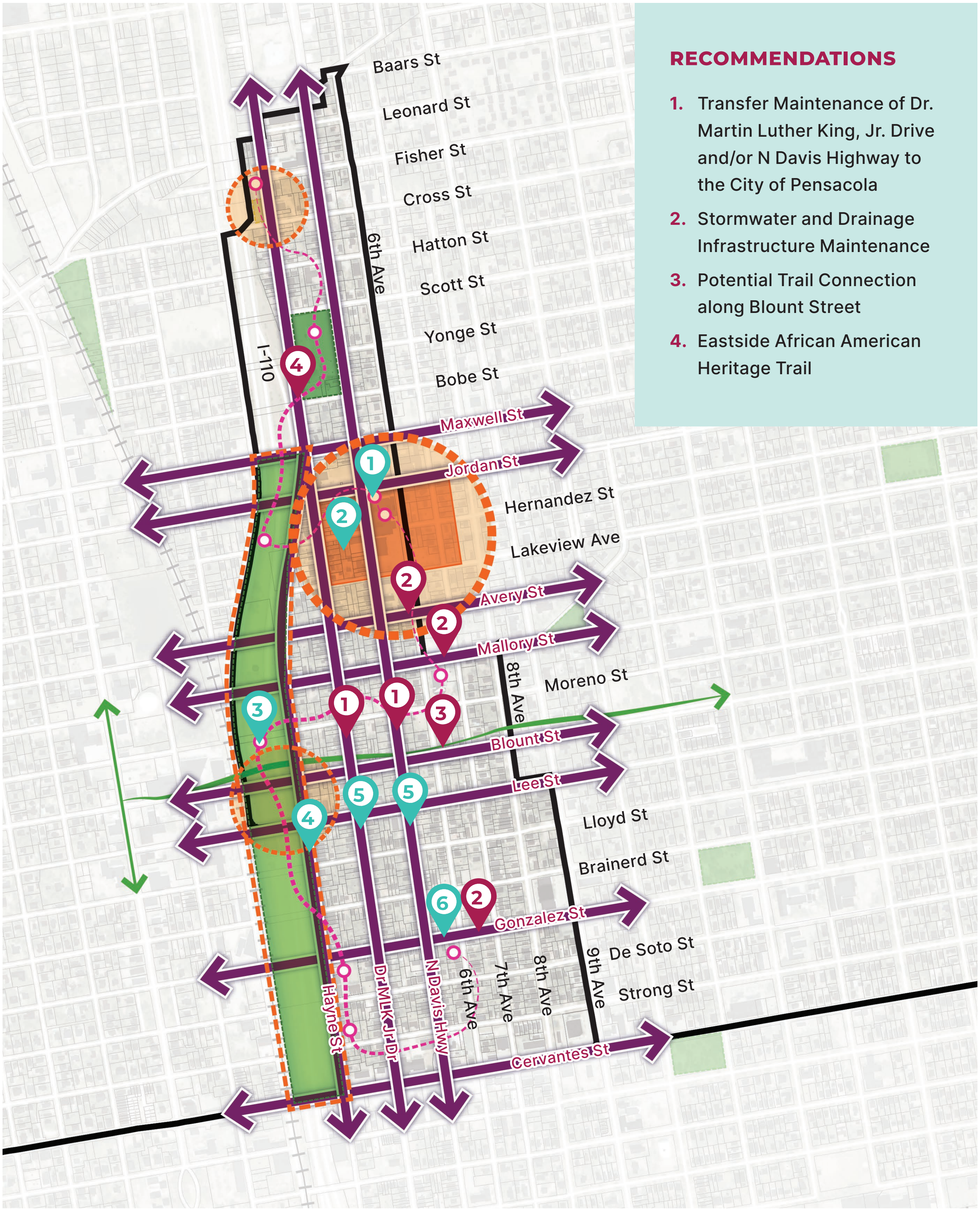
RECOMMENDATIONS

Prioritizing Safety and Walkability

The street grid in the Eastside was seriously impacted by the construction of I-110, and therefore is often confusing for both drivers and pedestrians, resulting in some hazardous conditions. There's an opportunity to restore a neighborhood-scale street grid that prioritizes walking and biking, while allowing for the flow of traffic through the neighborhood. The recommendations in this chapter describe potential improvements to key streets that enhance pedestrian safety, provide additional bike connectivity, and complement neighborhood character, encouraging future investment.

Culture and Economic Mobility

The Eastside has a unique history as the home of many prominent African-Americans, such as General Daniel "Chappie" James, and neighborhood treasures such as the former H&O Cafe. For years, the Eastside Neighborhood Association has worked to create an African American Heritage Trail that shares the history of its many prominent African-American residents. There's an opportunity to build on this momentum and anchor future economic development efforts around celebrating and telling the complex history of the Eastside. This could include bringing some of these important sites back to life while supporting local entrepreneurs and businesses and providing economic opportunities.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Fisher St
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Scott St
Yonge St
I-110
Bobe St
Maxwell St
Jordan St
Hernandez St
Lakeview Ave
Avery St
Mallory St
8th Ave
Moreno St
Blount St
Lee St
Lloyd St
Brainerd St
Gonzalez St
De Soto St
Hayne St
Dr MLK Jr Dr
N Davis Hwy
6th Ave
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RECOMMENDATIONS

1. Transfer Maintenance of Dr. Martin Luther King, Jr. Drive and/or N Davis Highway to the City of Pensacola
2. Stormwater and Drainage Infrastructure Maintenance
3. Potential Trail Connection along Blount Street
4. Eastside African American Heritage Trail

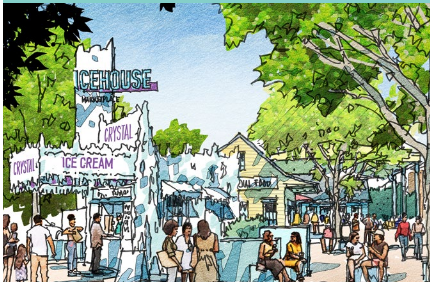
Putting It All Together Policy Recommendations and Special Demonstration Projects in the Eastside

SPECIAL DEMONSTRATION PROJECTS

Special Demonstration Projects are examples of potential projects that achieve community goals by addressing all six categories of recommendations. These projects show potential future visions that are subject to change. In the Eastside, these catalytic projects could include:

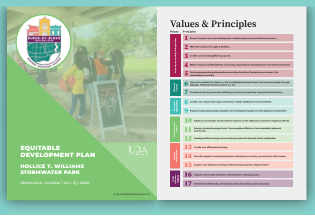
** The quotes shown on the Special Demonstration Project pages represent comments received from residents and stakeholders throughout the engagement process, including community meetings, surveys, website commenting tools, etc. Minor adjustments to the language of the comments were made for clarity purposes only.*

1. Crystal Ice House Market



2. Eastside Infill Housing

3. Hollice T. Williams Park and the Equitable Development Plans



EQUITABLE DEVELOPMENT PLAN

HOLLICE T. WILLIAMS STORMWATER PARK

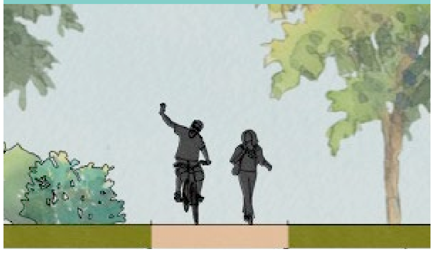
PENSACOLA, FLORIDA | OCT. 25, 2024

© 2024 URBAN DESIGN ASSOCIATES

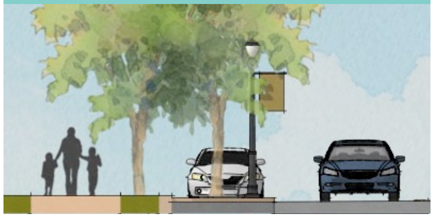
Values & Principles

Values | Principles
1. Ensure the park and new development is welcoming and accessible to everyone.
2. Meet the needs of all ages & abilities.
3. Create comfortable gathering spaces.
4. Make it simple and affordable for community organizations and residents to host events in the park.
5. Provide programming and recreational amenities that reflect the desires and needs of the surrounding community.
6. Honor & celebrate the history of the Lost Neighborhood & important places & people through signage, historical markers, public art, etc.
7. Preserve existing community buildings and invest proactively to prevent deterioration.
8. Create jobs and provide opportunities for wealth building for local residents.
9. Require measurable positive impacts from development projects in the adjacent communities.
10. Address and monitor environmental impacts of the highway to minimize negative effects.
11. Ensure stormwater projects don't have negative effects on the immediately adjacent community.
12. Develop and fund a long-term maintenance plan for the park that is sustainable.
13. Create new affordable housing.
14. Provide support to existing long-term homeowners so they can remain in their homes.
15. Support and stabilize existing rental housing to prevent displacement.
16. Include community members in the decision-making process.
17. Demonstrate familiarity and responsiveness to existing community plans.

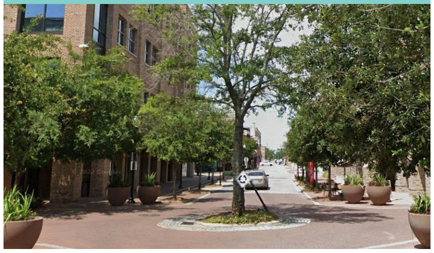
4. Hayne Street Improvements



5. Dr. MLK Jr. Drive and N Davis Highway Streetscapes



6. Gonzalez Street Shareway



HOW THE RECOMMENDATIONS ARE ORGANIZED

Recommendations are organized into the following topics:

Land Use, Zoning, and Special Districts
These recommendations are focused on optimizing planning regulations to encourage appropriate future development while preserving the existing character of neighborhoods.

Economic Development
These recommendations target initiatives that boost local economies by bringing commercial and rich mixes of uses into the district.

Neighborhood Development
These recommendations are aimed at strengthening neighborhoods through partnerships, capacity building, and building on existing assets.

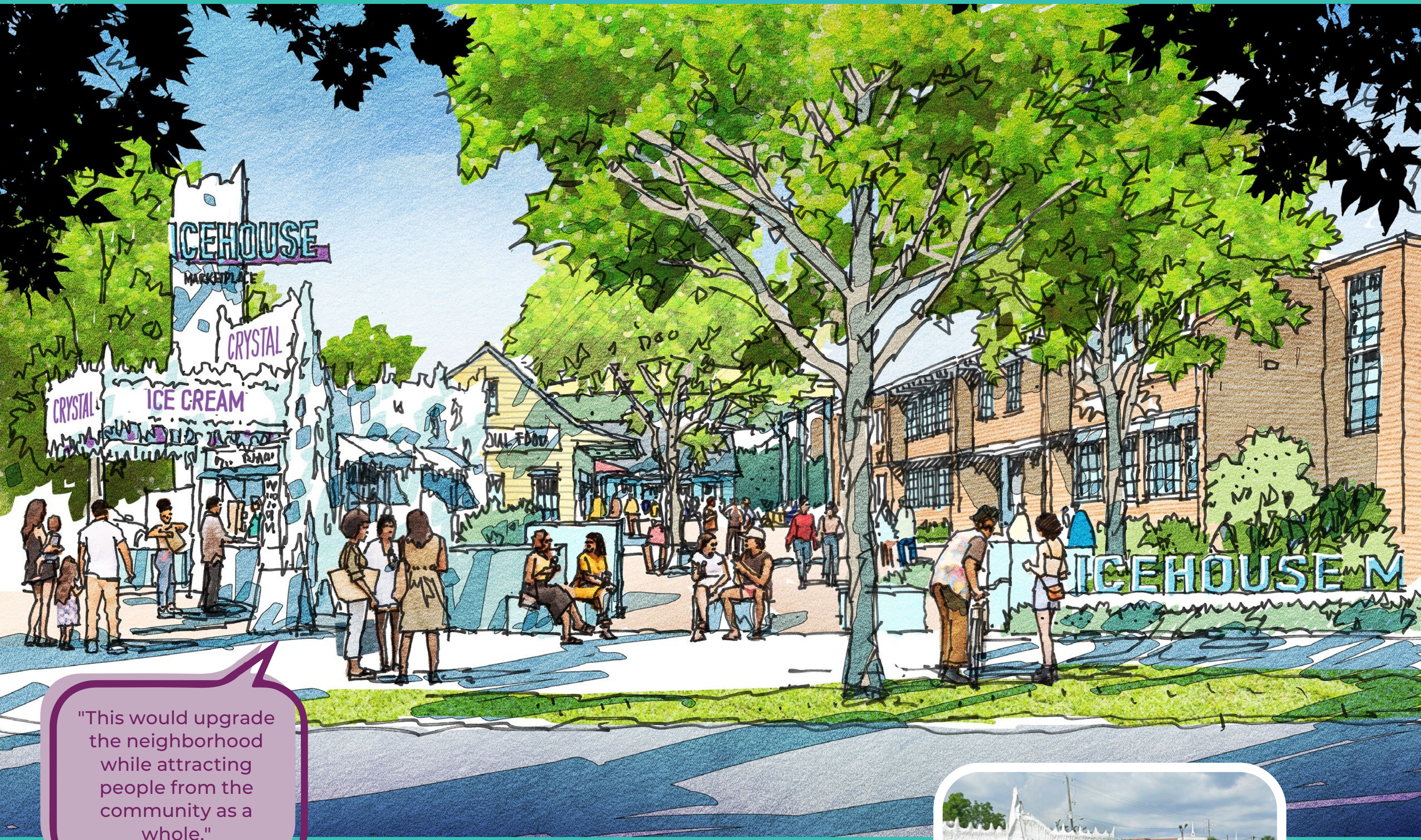
Housing
These recommendations are focused on creating a wide range of affordable/attainable housing options.

Transportation, Streets, and Parking
These recommendations are intended to improve safety, connectivity, accessibility, and navigability for all users.

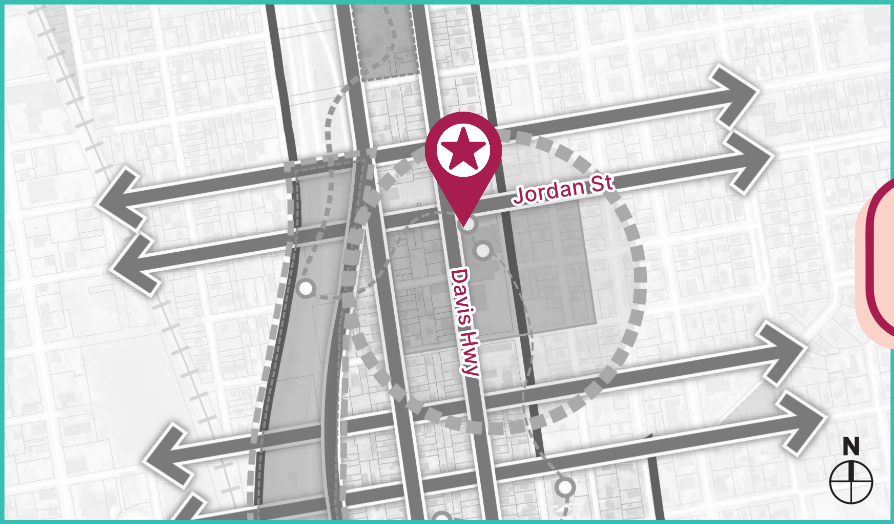
Open Space and Community Amenities
These recommendations aim to improve public spaces and equitably distribute and provide community resources.

SPECIAL DEMONSTRATION PROJECT

CRYSTAL ICE HOUSE MARKET


ICEHOUSE
MARKETPLACE
CRYSTAL
CRYSTAL
ICE CREAM
ICEHOUSE M

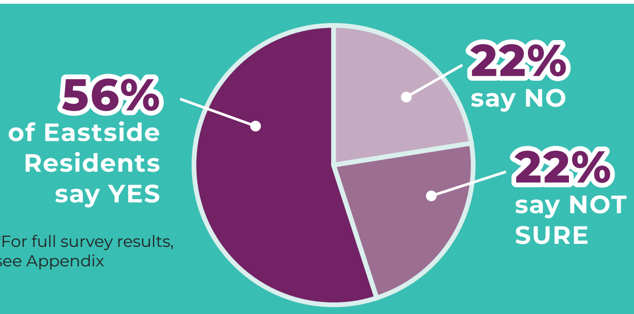
"This would upgrade the neighborhood while attracting people from the community as a whole."


Jordan St
Davis Hwy
N

"Bringing new business to the Eastside would enhance the neighborhoods"

"Preserve the unique historic structure and build activities around it."

Do you think that the Crystal Ice House is an important cultural landmark that should be preserved and reused?



*For full survey results, see Appendix

"I like the idea of a connected space to hang out and socialize"

About the Special Demonstration Project

The Crystal Ice House is a cultural landmark located at E Jordan Street and N Davis Highway. Built in 1932, this is the only remaining ice house of four that supported the local fishing industry before household refrigeration. The Crystal Ice House was added to the national register of historic places in 1983, and in 2007, Pensacola named it as one of the "Seven Wonders of Pensacola."

In the future, the Crystal Ice House and adjacent parking lot could be transformed into an outdoor market to catalyze economic development in a neighborhood that once had many thriving African-American businesses. A new outdoor market could complement the longstanding LA Store that is directly across the street, which has served the neighborhood residents for many years.

This newly imagined market could provide space for local entry-level entrepreneurs, including African-American-owned business owners seeking to scale up, local food trucks, and artists. The market could also serve as a gathering space with a new pavilion for performances, community celebrations, and a space for sharing the rich history of the Eastside.

An ice cream or other themed vendor could re-occupy the Ice House, anchoring a new space of commercial activity for Eastside residents.

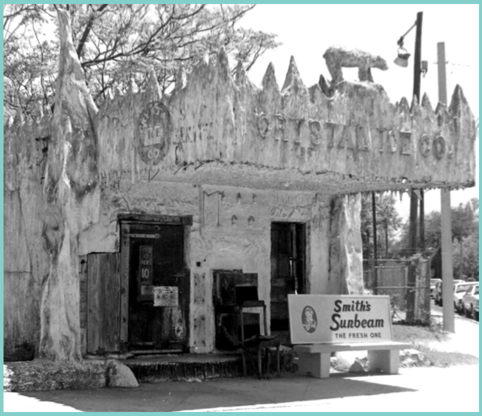
Community Feedback

Eastside residents were in support of reutilizing the Crystal Ice House, and adding incubator spaces for local small businesses. Their suggestions included:

- Reserve a percentage of vendor spaces for Eastside entrepreneurs alongside regional businesses;
- Find a themed vendor for the Crystal Ice House that pays homage to the former use.

Implementation & Next Steps

The CRA is coordinating with the Escambia County School District, which owns the Crystal Ice House, to explore options to replace the parking spaces in the lot north of the Spencer Bibbs Center in the surrounding neighborhoods. They may include shared parking agreements with churches or acquisition of vacant lots to develop parking lots for the school district. Rezoning would be required in order to add commercial spaces at this location. Continue to partner with the school district to look for funding opportunities for restoration of building facilities.

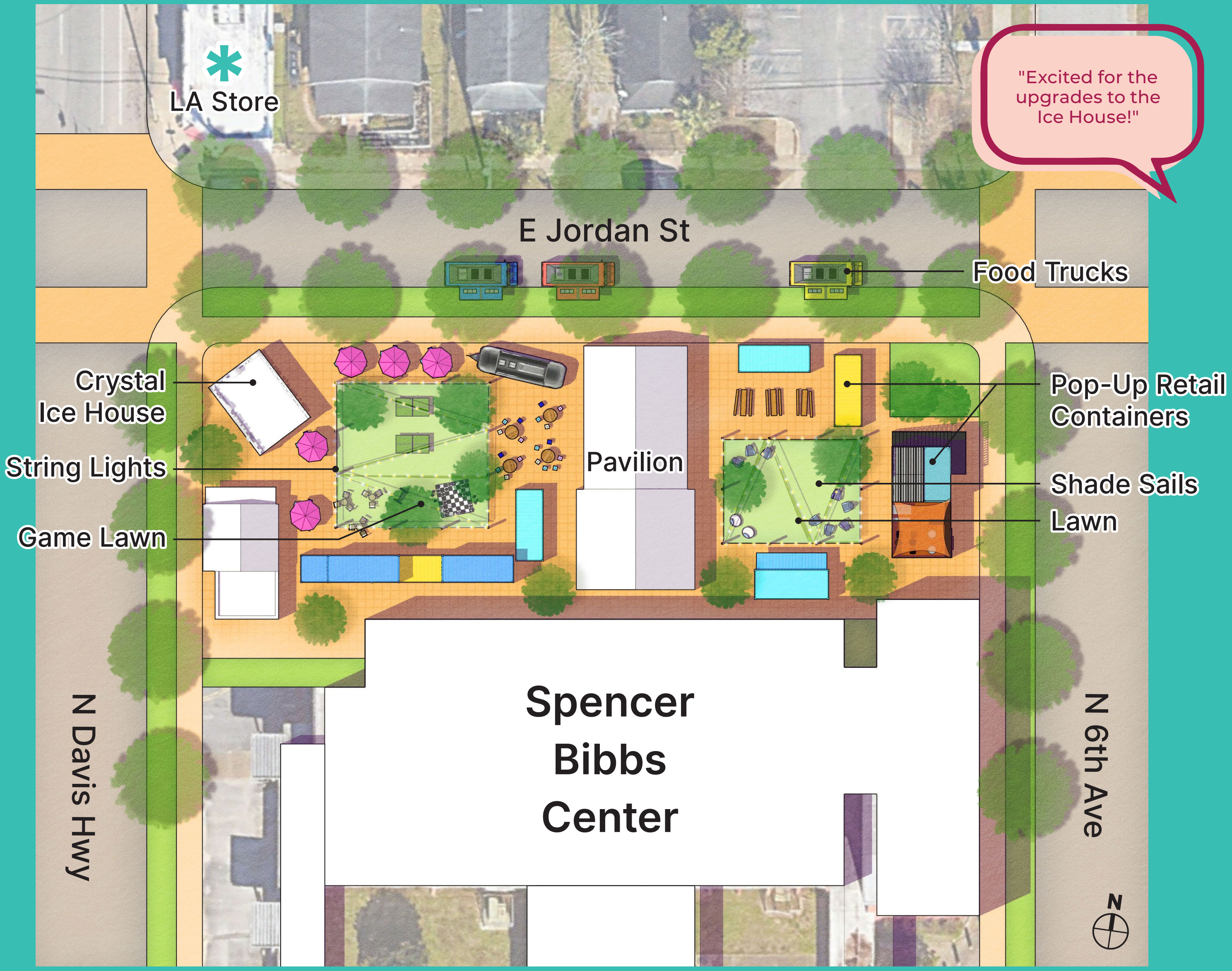


LEARNING FROM THE HISTORY OF THE ICE HOUSES OF PENSACOLA

Pensacola was once home to several ice houses, which were built in the late nineteenth and early twentieth century to provide ice to Pensacolians before the invention and proliferation of modern refrigeration. This ice was mainly used to preserve fish for the local fishing industry. The quirky building features stucco icicles and a polar bear on the roof – an architectural landmark as much as it is a cultural one.

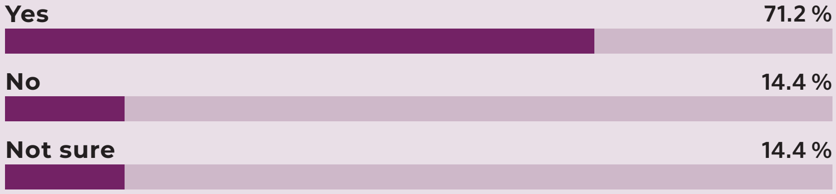
Pensacolians have fond memories of the ice houses. One resident remembers:

"On my walk home, which most of the year was in sunny, hot, and humid weather, I always stopped at the ice house.... All of my friends and I stopped for long and ice-cold drinks and water from the faucet. We drank all we could. At the time I took the plentiful and free freezing cold water for granted but looking back, I can see it was an unspoken gift of the ice company to use school children of the neighborhood."


LA Store
E Jordan St
Food Trucks
Crystal Ice House
String Lights
Game Lawn
Pavilion
Pop-Up Retail Containers
Shade Sails
Lawn
Spencer Bibbs Center
N Davis Hwy
N 6th Ave
N

"Excited for the upgrades to the Ice House!"

Do you think that creating a small business incubator and food park around the Crystal Ice House would benefit the Eastside CRA District?



*For full survey results, see Appendix

"Today, the Crystal Ice House is an eyesore and needs some maintenance."

"The location would also draw people from many locations and be an asset to the school building next to it."

Bacon on a Stick

Yelp

Aleksandr_Vorobev

Examples of small, pop-up, gathering spaces centered around food, live music, and other activation

"I'm a big fan of food parks!"

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Adaptively reuse vacant historic structures for neighborhood-serving retail, restaurants, and shops

ECONOMIC DEVELOPMENT

- Support the development of small retail nodes near higher visibility corridors and cultural landmarks
- Integrate the market with organizations that provide small business support
- Build the relationship with Escambia County School District

NEIGHBORHOOD DEVELOPMENT

- Support neighborhood capacity building
- Support the neighborhood in developing a unique identity and branding for the Crystal Ice House Market
- Offer incentives and support projects that preserve and celebrate cultural destinations and preserve historic buildings

TRANSPORTATION, STREETS, AND PARKING

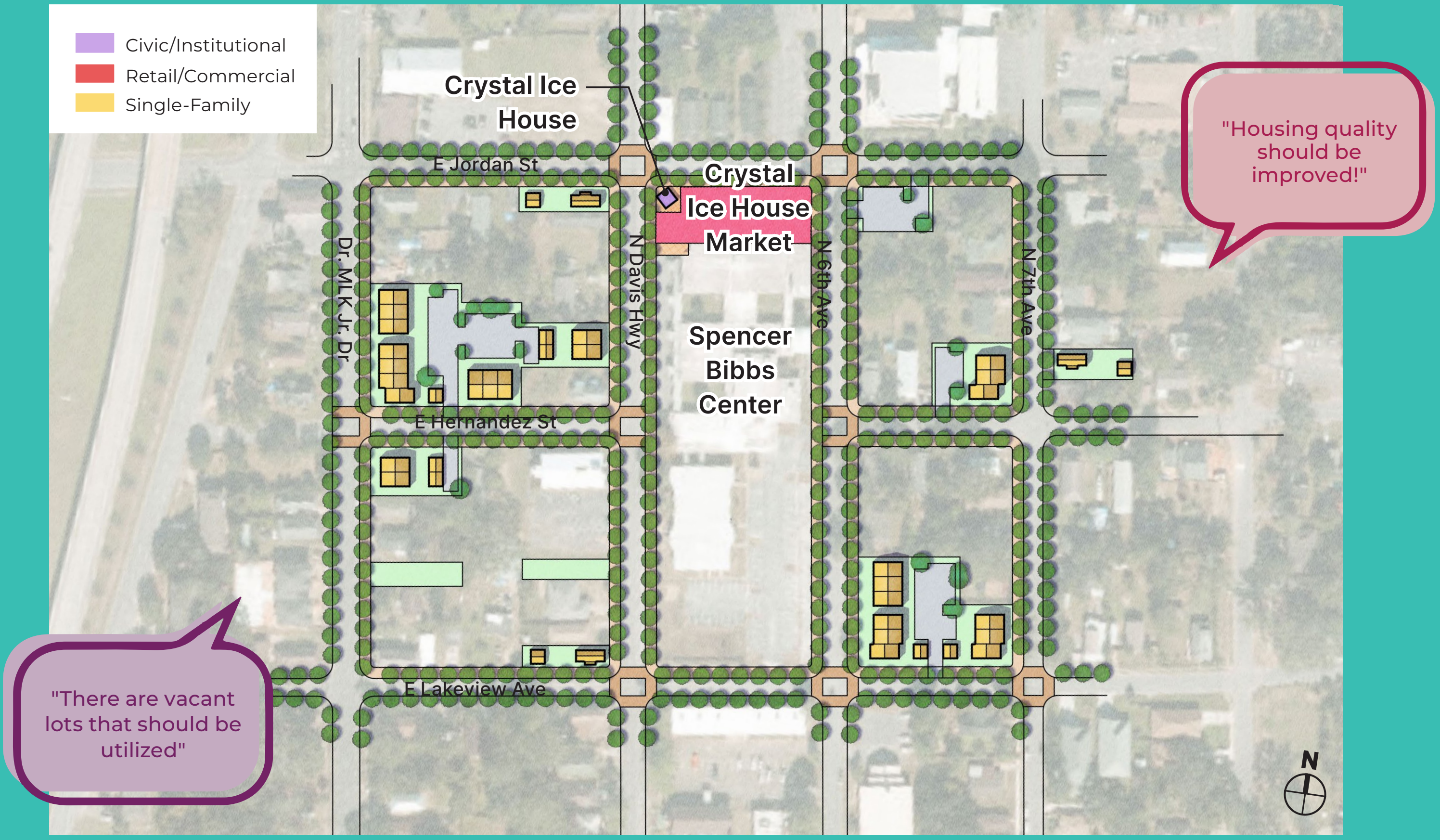
- Transform Dr. MLK, Jr. Drive and N Davis Highway into slower-moving two-way streets with wider, shaded sidewalks
- Transfer ownership of Dr. MLK, Jr. Drive and N Davis Highway to city ownership
- Improve east-west walking and biking connections to Hollice T. Williams Park along E Jordan Street
- Underground utilities on Dr. MLK, Jr. Drive and N Davis Highway

OPEN SPACE AND COMMUNITY AMENITIES

- Fund and build a community gathering space on the northern Spencer Bibbs parking lot with an open-air pavilion for outdoor dining and events
- Enhance the historical markers along the Black History Trail, including the Historic Crystal Ice House and Spencer Bibbs Academy

SPECIAL DEMONSTRATION PROJECT

EASTSIDE INFILL HOUSING


Civic/Institutional
Retail/Commercial
Single-Family
Crystal Ice House
Crystal Ice House Market
Spencer Bibbs Center
E Jordan St
E Hernandez St
E Lakeview Ave
Dr. MLK Jr. Dr
N Davis Hwy
N 6th Ave
N 7th Ave
N
"Housing quality should be improved!"
"There are vacant lots that should be utilized"

About the Special Demonstration Project

Many vacant lots can be found on the blocks surrounding the Spencer Bibbs Center and throughout the Eastside CRA District. Smaller infill housing, like cottages and townhouses, should be built to increase housing options in the neighborhood and to add vibrancy around the Ice House Market. This could also provide opportunities for smaller, local developers in the neighborhood. Partnerships with local non-profits, such as the Eastside Neighborhood Association, should be pursued to explore opportunities for enhancing economic development in the neighborhood and preserve the affordability of housing, especially for long-time residents.

Community Feedback

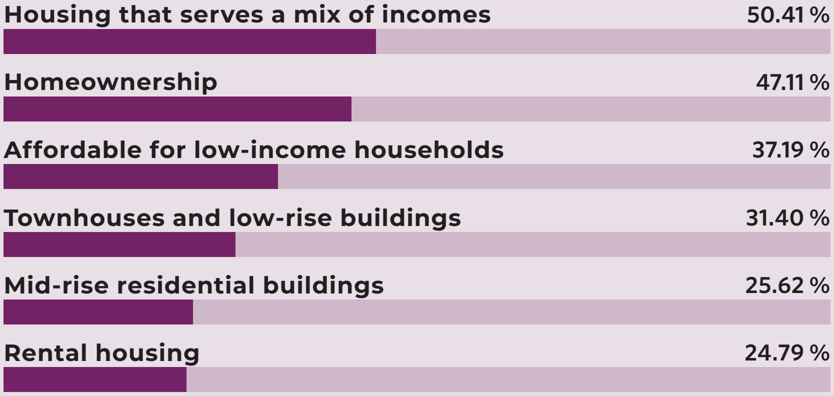
Eastside residents were in support of building infill housing. Their priorities included:

- Ensure housing affordability, especially for existing residents;
- Design infill housing that fits with the character of the surrounding neighborhood;
- Preserve on-street parking that is used by existing residents.

Implementation & Next Steps

The CRA has worked with local architects and builders to design a series of pre-approved building plans that could be purchased by property owners and/or developers. These established standards make the design and construction processes easier, which may help encourage residential construction. Identifying candidate lots for these infill projects, or creating a checklist to determine an effective strategy for identifying candidate lots, could be the next step.

What kind of housing do you think is the most appropriate to add in the Eastside CRA District?



*For full survey results, see Appendix

Examples of infill housing

> "More residential options is a great idea!!"

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Refine the minimum lot sizes for development in this area, considering that the blocks do not have alleys and many lots are currently too narrow for on-lot parking

NEIGHBORHOOD DEVELOPMENT

- Offer incentives and support projects that preserve and celebrate historic buildings

HOUSING

- Continue offering property improvement programs to preserve and create affordable housing units
- Develop a companion program to the Residential Property Improvement Project (RPIP) for substantial demolition and reconstruction for primary structures and ADUs, rehabilitated or new construction, to facilitate new infill development
- Acquire lots for infill development and partner with organizations such as the Homebuilders Association to keep construction costs as low as possible for new housing construction projects
- Partner with Community Land Trusts, such as the Northwest Florida CLT, to acquire and develop infill housing on vacant lots surrounding Spencer Bibbs Center
- Continue to develop pre-approved building plans
- Use incentive programs to continue to fund affordable housing projects
- Identify target areas for incentives to encourage the construction of residential uses

TRANSPORTATION, STREETS, AND PARKING

- Transform Dr. MLK, Jr. Drive and N Davis Highway into slower-moving two-way streets with wider, shaded sidewalks
- Transfer ownership of Dr. MLK, Jr. Drive and N Davis Highway to city ownership
- Improve east-west walking and biking connections to Hollice T. Williams Park along Gonzalez, Blount, Jordan, and Maxwell Streets
- Underground utilities on Dr. MLK, Jr. Drive and N Davis Highway
- Explore curb management plans and develop revised parking requirements for infill projects

"New investments should help existing residents stay in their homes and create new affordable housing"

SPECIAL DEMONSTRATION PROJECT

HOLLICE T. WILLIAMS PARK AND EQUITABLE DEVELOPMENT PLANS

About the Special Demonstration Project

Located along the western edge of the Eastside CRA District, Hollice T. Williams Park is an important community anchor. The park was created on the land remaining under and around the I-110 overpass. In the 1970s, this highway was cut through a thriving Black and African American neighborhood, uprooting and displacing long-standing homes, churches, businesses, and residents.

The communities surrounding the park have been exploring enhancements for years, with previous planning efforts taking place in 2004, 2010–2014, and 2021. In 2023, the City applied for and received a $25 million CDBG-DR grant and a $5 million NRDA grant to fund the first phase of park improvements, including stormwater upgrades. Additionally, the City applied for and received a $1.2 million TA grant to fund a multi-use trail. In the same year, Mayor Reeves committed to developing an Equitable Development Framework Plan to guide the development of the park and within a 1/2-mile radius of the park. The Equitable Development Plan planning process began in the summer of 2024, with the plan adopted by City Council in November 2024.

Community Feedback

The 335 responses gathered from a Community Equity Survey were used to inform the Equitable Development Values and Principles. Results from this survey as well as conversations with key stakeholders, such as the Friends of Hollice T. Williams Park group and nearby neighborhood associations, helped to establish the following top ten priorities:

- Be welcoming and safe to everyone;
- Meet the needs of all ages and abilities;
- Include community members in the decision-making process;
- Create comfortable gathering spaces;
- Create jobs for local residents;
- Address and prevent flooding;
- Provide programming for children and adults;
- Celebrate local history and culture;
- Create affordable housing;
- Allow community members to help guide, program, and manage park use.

Implementation & Next Steps

The Equitable Development Framework Plan defined the high-level values and principles that should guide the design of the Hollice T. Williams Stormwater Park and the development of public and private projects within a 1/2-mile radius of the park.

As per this plan, the next steps should include the commission of a more detailed set of recommendations, supported by a consensus negotiation process that involves elected and appointed officials, community leaders, and other key stakeholders. A Step 2 document should outline the policies that the City is committed to putting in place to ensure the negative impacts (like increasing rents and home prices) are minimized and development is inclusive to everyone, especially long-time residents and businesses.

"The community should have an active role in shaping the future"

Values & Principles

Values		Principles
Inclusive, Accessible, & Responsive	1	Ensure the park and new development is welcoming and accessible to everyone.
	2	Meet the needs of all ages & abilities.
	3	Create comfortable gathering spaces.
	4	Make it simple and affordable for community organizations and residents to host events in the park.
	5	Provide programming and recreational amenities that reflect the desires and needs of the surrounding community.
History & Culture	6	Honor & celebrate the history of the Lost Neighborhood & important places & people through signage, historical markers, public art, etc.
	7	Preserve existing community buildings and invest proactively to prevent deterioration .
Economic Opportunity	8	Create jobs and provide opportunities for wealth building for local residents.
	9	Require measurable positive impacts from development projects in the adjacent communities.
Environmental Justice	10	Address and monitor environmental impacts of the highway to minimize negative effects.
	11	Ensure stormwater projects don't have negative effects on the immediately adjacent community.
	12	Develop and fund a long-term maintenance plan for the park that is sustainable.
Housing Affordability	13	Create new affordable housing.
	14	Provide support to existing long-term homeowners so they can remain in their homes.
	15	Support and stabilize existing rental housing to prevent displacement.
Local Decision-Making	16	Include community members in the decision-making process.
	17	Demonstrate familiarity and responsiveness to existing community plans.

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Rezone to protect residential character
- Identify zoning incompatibilities with the current zoning classification and the intended use of the neighborhood, in particular within 1/2 mile of Hollice T. Williams Park, which development pressure is likely to impact

ECONOMIC DEVELOPMENT

- Support the development of small neighborhood-scale retail nodes through construction or conversion of houses near higher visibility traffic corridors and near Hollice T. Williams Park
- Ensure that neighborhood organizations and residents are aware of job and business opportunities that arise from investment coming into the neighborhood around Hollice T. Williams Park

NEIGHBORHOOD DEVELOPMENT

- Work with Escambia County to execute joint projects, such as streetscape improvements or design guidelines, and coordinate with ongoing plans
- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding
- Advocate for innovative programs and support best practices to curb petty and violent crime through community policing initiatives

HOUSING

- Partner with Community Land Trust(s), such as the Northwest Florida CLT, to acquire and develop infill housing on vacant lots surrounding Spencer Bibbs Center
- Develop pre-approved building plans
- Develop high-quality affordable housing that is affordable to existing residents of the neighborhood (both rental and homeownership)

TRANSPORTATION, STREETS, AND PARKING

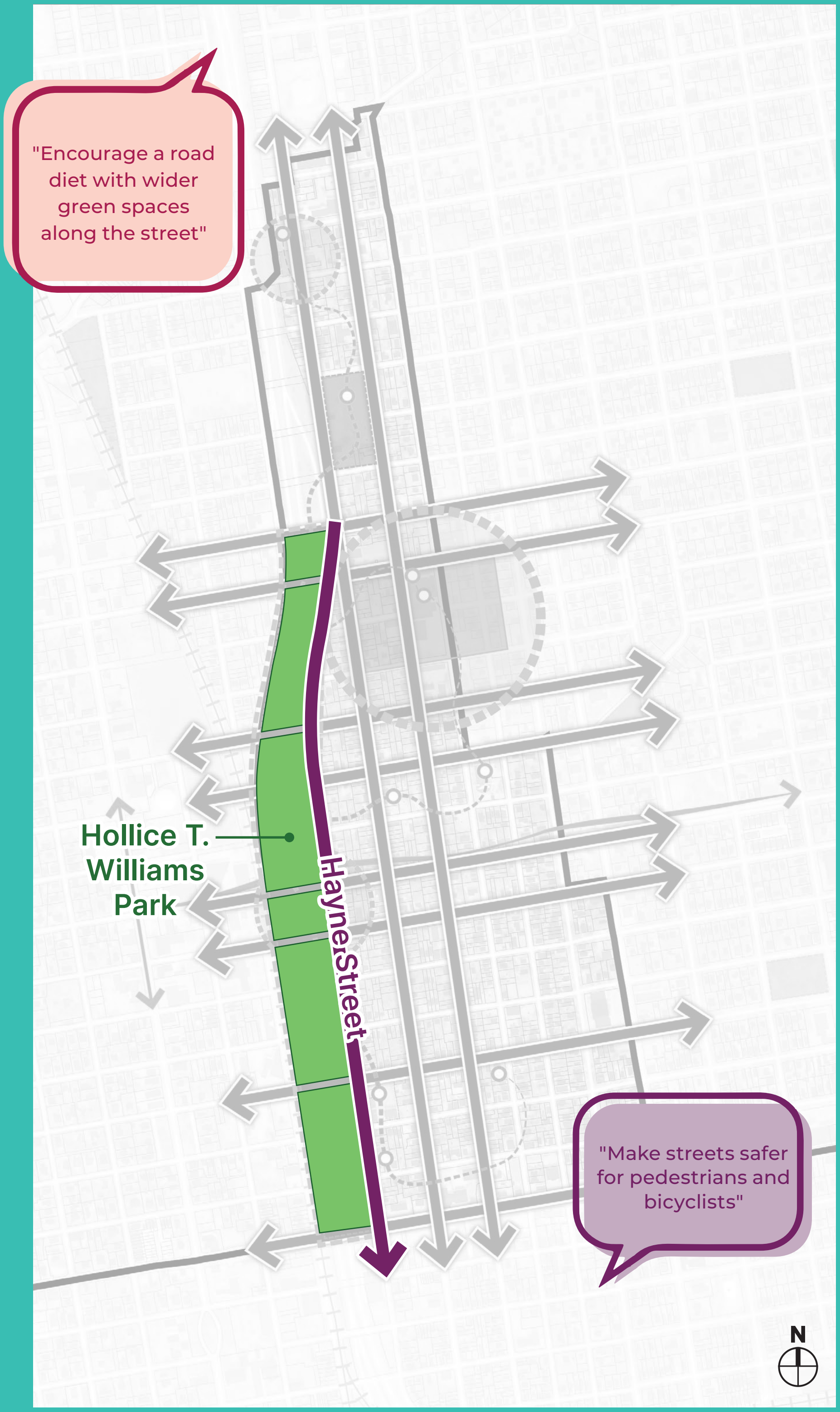
- Transform Hayne Street into a slower-moving two-way street with wider, shaded sidewalks
- Improve east-west walking and biking connections to Hollice T. Williams Park along Gonzalez, Blount, Jordan, and Maxwell Streets
- Explore curb management plans and develop revised parking requirements for infill projects

OPEN SPACE AND COMMUNITY AMENITIES

- Prioritize tree canopy along streets to provide shade and make Eastside more walkable
- Design Hollice T. Williams Park as a destination park that celebrates the unique history and culture of the Eastside neighborhood and honors past harm done by the construction of I-110
- Require art and placemaking enhancements that celebrate the history of the culture of the neighborhood in new developments
- Recommend that the City address stormwater and drainage issues along streets and in the park

SPECIAL DEMONSTRATION PROJECT

HAYNE STREET IMPROVEMENTS


"Encourage a road diet with wider green spaces along the street"
Hollice T. Williams Park
Hayne Street
"Make streets safer for pedestrians and bicyclists"
N

About the Special Demonstration Project

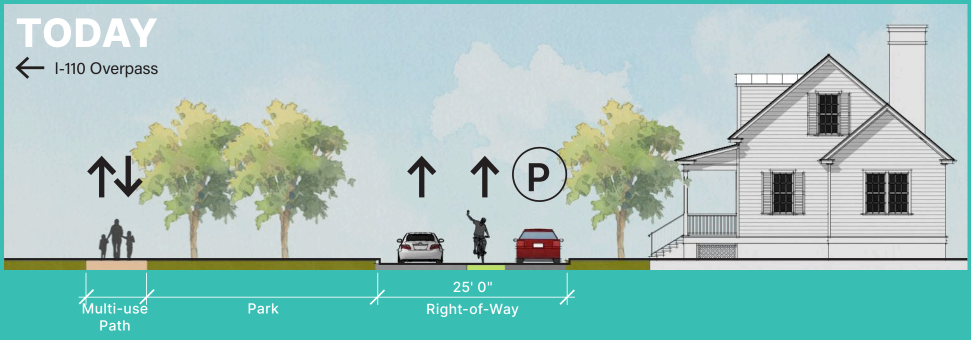
Hayne Street has been identified by the community as a primary pedestrian, bicycle, and vehicle connection in the Eastside CRA. Today, Hayne Street is a northbound one-way street with an unprotected bike lane paralleling Hollice T. Williams Park, which recently received funding to build a wide, shaded multi-use path for pedestrians and bicyclists.

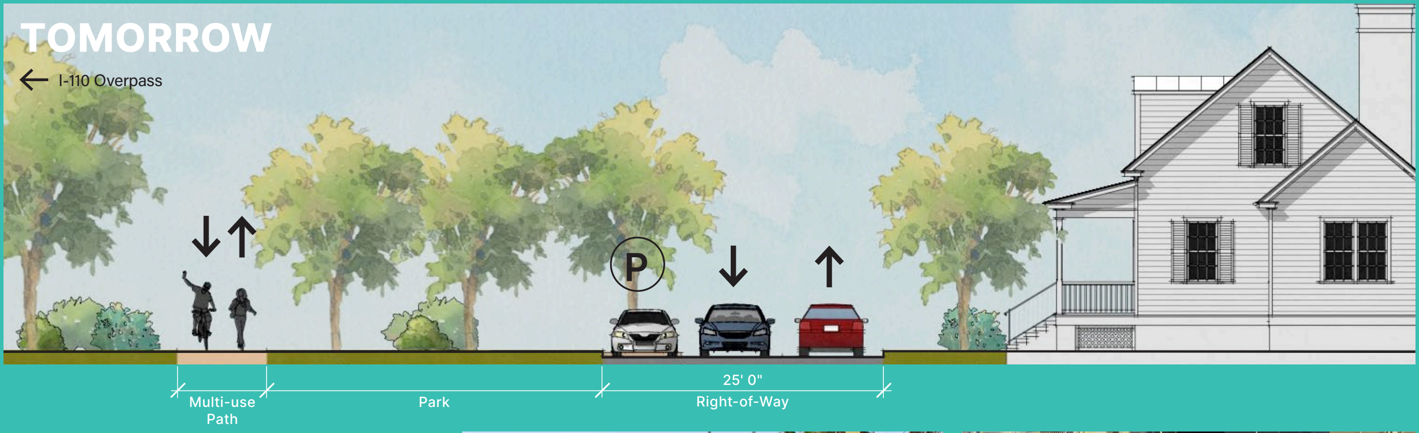
Recently, the City of Pensacola studied improvements to Hayne Street, specifically to improve the pedestrian and bicycle experience in relationship to Hollice T. Williams Park. Those improvements could include:

- Narrowing car travel lanes;
- Converting to narrower, two-way travel to provide better connections to the park;
- Adding on-street parking along the edge of Hollice T. Williams Park for public parking;
- Removing the on-street bicycle lane and revising signage to encourage bicyclists onto the multi-use path within the park;
- Locate gateway opportunity areas that align with major amenities in the park.

Hayne Street

Google





VIRGINIA BEACH
STOP
Summer

Examples of artistic gateways

Community Feedback

Eastside residents rated Hayne Street as a high-priority pedestrian/bicycle connection, specifically in relationship to Hollice T. Williams Park. Most agreed that shade, landscaping, and protected bicycle routes were top priorities, so shifting the bike lane on Hayne Street to the park multi-use path was well-received.

Implementation & Next Steps

The CRA should conduct further studies regarding the two-way conversion of Hayne Street for implementation in the long-term. The CRA could hold a design competition for artistic park gateways at the Gonzalez and Hayne Street intersection and other important intersections that could be considered entrances to Hollice T. Williams Park.

RELATED POLICY RECOMMENDATIONS

ECONOMIC DEVELOPMENT

- Ensure that neighborhood organizations and residents are aware of job and business opportunities that arise from investment coming into the neighborhood around Hollice T. Williams Park

NEIGHBORHOOD DEVELOPMENT

- Work with Escambia County to execute joint projects such as streetscape improvements
- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding

HOUSING

- Offer the RPIP program along Hayne Street
- Partner with Community Land Trust(s), such as the Northwest Florida CLT, to acquire and develop infill housing on vacant lots, focusing along Hayne Street

TRANSPORTATION, STREETS, AND PARKING

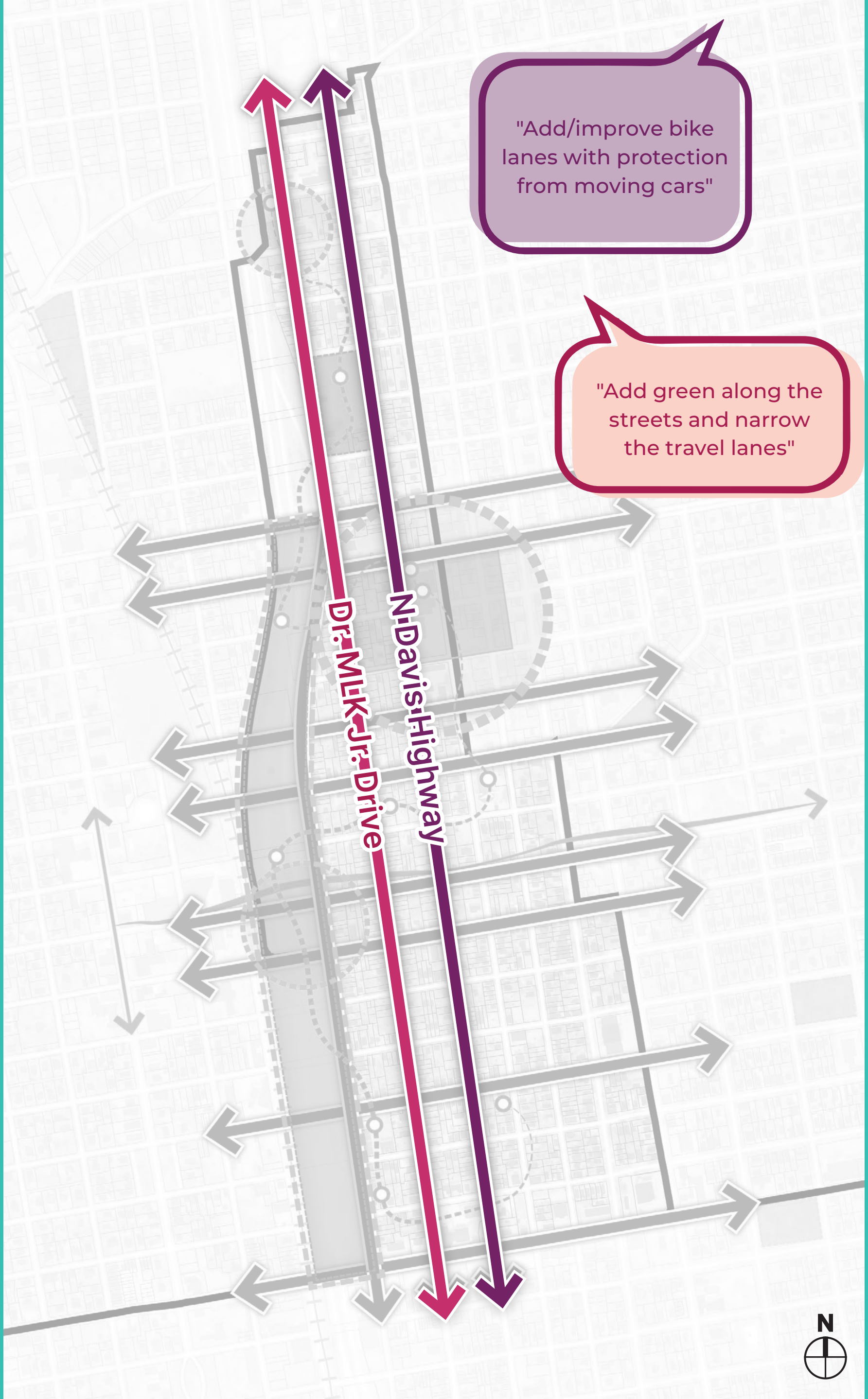
- Transform Hayne Street into a slower-moving two-way street with wider, shaded sidewalks
- Improve east-west walking and biking connections to Hollice T. Williams Park along Gonzalez, Blount, Jordan, and Maxwell Streets
- Explore curb management plans and develop revised parking requirements for infill projects
- Underground utilities on Hayne Street

OPEN SPACE AND COMMUNITY AMENITIES

- Prioritize tree canopy along streets to provide shade and make Eastside more walkable
- Recommend that the City address stormwater and drainage issues on Eastside streets

SPECIAL DEMONSTRATION PROJECT

DR. MLK JR DRIVE AND N DAVIS HIGHWAY STREETSCAPES


"Add/improve bike lanes with protection from moving cars"
"Add green along the streets and narrow the travel lanes"
Dr. MLK Jr. Drive
N Davis Highway
N

Dr. MLK Jr. Drive

Google

N Davis Highway

Google

About the Special Demonstration Project

Dr. Martin Luther King, Jr. Drive and North Davis Highway are two of the primary north-south connections in the Eastside. Today, both are one-way streets, with Dr. MLK Jr. Drive carrying traffic south towards the Urban Core CRA District and N. Davis Highway carrying traffic north out of the city. Both streets lack consistent crosswalks and shade; additionally, speeding is a major safety issue.

The restoration of Dr. Martin Luther King, Jr. Drive and N Davis Highway to two-way streets has been identified as a priority in the TPO. These plans are underway and require coordina-

"Underground the utilities and power lines"

Examples of pedestrian- and bicyclist-friendly streets

tion between the City of Pensacola and the Florida Department of Transportation as the roads are currently on the State Road system (S.R. 291).

Community Feedback

Although Eastside residents were overwhelmingly concerned with the safety of drivers, cyclists, and pedestrians on these streets, most prefer improvements to landscape and beautification as opposed to a two-way conversion. Most residents were in favor of improvements including:

- Wider sidewalks with shade;
- Enhanced landscaping;
- Curb bump-outs added to the corners of blocks to shorten pedestrian crosswalks and provide space for landscaping;
- Street lights, banners, signage, and other street furniture additions along priority streets.

Implementation & Next Steps

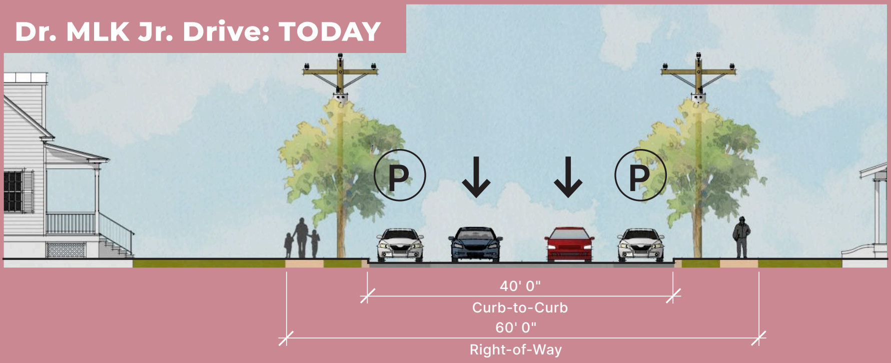
The CRA should continue to explore and potentially test streetscape improvements on both Dr. MLK Jr. Drive and North Davis Highway, primarily focused on creating safe, beautiful, and comfortable streets.

The CRA should explore the ability to partner with the City and FDOT to implement near-term improvements to the bicycle and pedestrian infrastructure along these two corridors as phased approach towards the two-way restoration of the one-way pair. Eastside community members agree that later phases of improvement should focus on the core of the district, specifically between Scott and Mallory Streets.

Potential stand-alone streetscape improvements such as the ones listed below may considered:

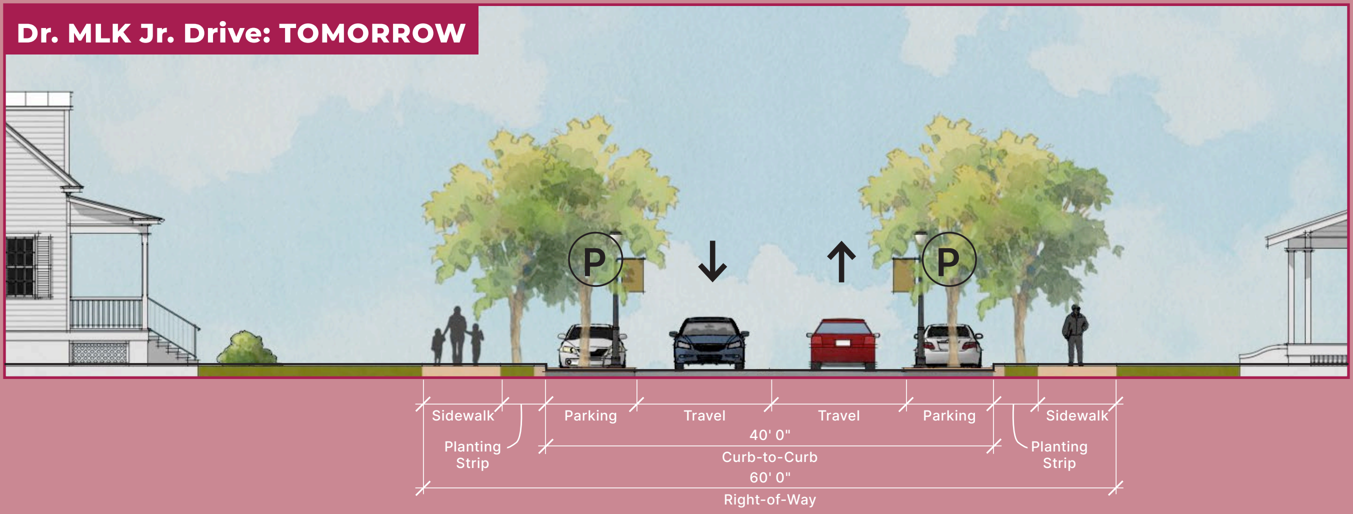
- Paint and install vertical elements to enhance separation of bicycle lanes;
- Add striping to on-street parking to maximize opportunity for temporary streetscape improvements and provide clearly defined zones that adhere to sight triangles;
- Adding high-visibility crosswalks to key east-west intersections that connect to Magee Field and Hollice T. Williams Park;
- Prioritize reconstruction of sidewalks where hazardous conditions exist along the corridor;
- Add landscaping to planting strips;
- Paint new bicycle lanes on the west side of Dr. Martin Luther King, Jr. Drive.

Dr. MLK Jr. Drive: TODAY

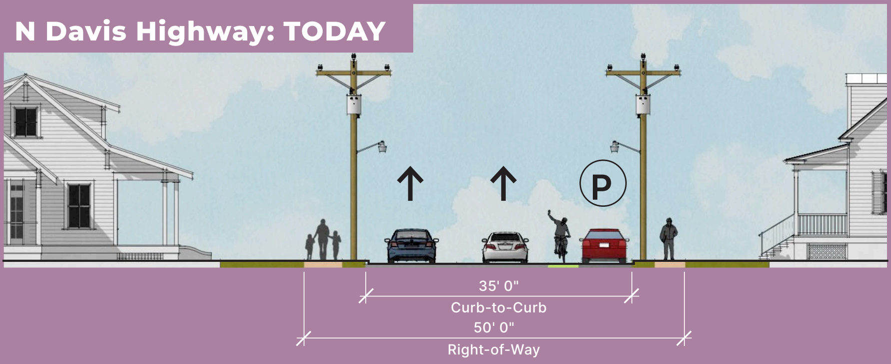

P
P
40' 0"
Curb-to-Curb
60' 0"
Right-of-Way

Streetscape improvements on Dr. MLK Jr. Drive could include undergrounding utility lines, adding landscaped curb bump-outs at the corners of blocks, adding street lights and banners, and increasing the width of sidewalks.

Dr. MLK Jr. Drive: TOMORROW

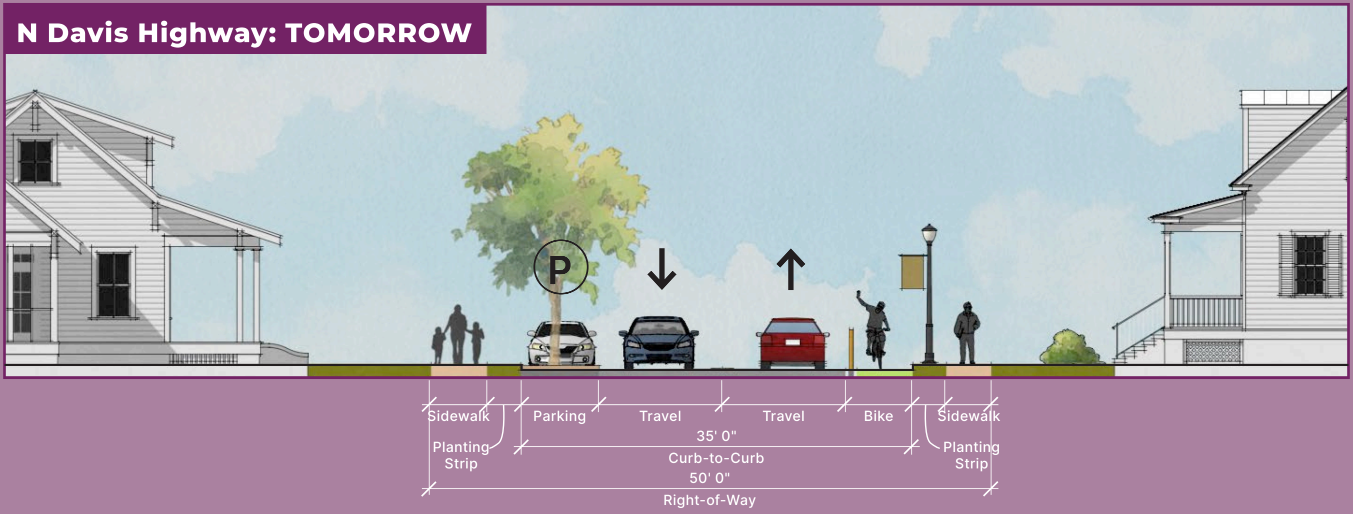

P
P
Sidewalk
Planting Strip
Parking
Travel
Travel
Parking
Sidewalk
Planting Strip
40' 0"
Curb-to-Curb
60' 0"
Right-of-Way

N Davis Highway: TODAY


P
35' 0"
Curb-to-Curb
50' 0"
Right-of-Way

Streetscape improvements on N Davis Highway could include undergrounding utility lines, switching the on-street parking to the southbound side of the street, creating a protected northbound bike lane, adding landscaped curb bump-outs at the corners of blocks, and adding street lights and banners.

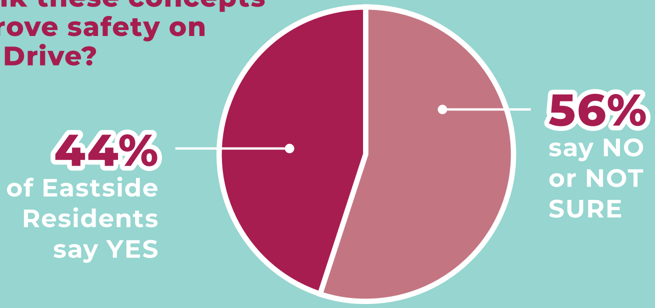
N Davis Highway: TOMORROW


P
Sidewalk
Planting Strip
Parking
Travel
Travel
Bike
Sidewalk
Planting Strip
35' 0"
Curb-to-Curb
50' 0"
Right-of-Way

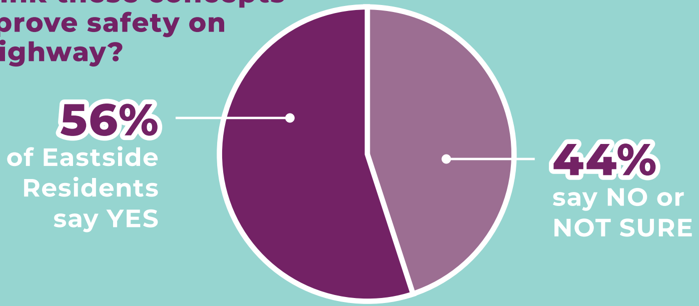
Additional recommendations may include other long-term efforts such as:

- Provide guidance, based on plan goals and principles, for the design for the restoration of Dr. Martin Luther King, Jr. Drive and N Davis Highway from one-way streets to two-way streets;
- Assist property owners to buy trees to plant on private property to supplement street tree canopy where it is not possible to plant within the public right-of-way;
- Advocate for underground utilities where possible;
- Advocate for transfer of jurisdictional maintenance for either Dr. Martin Luther King, Jr. Drive or N Davis Highway. from FDOT to the City;
- Fund wayfinding master plan for the Eastside and specifically along these corridors that celebrate the history and culture of the neighborhood along these streets.

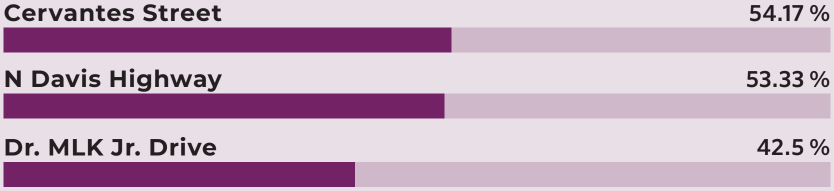
Do you think these concepts would improve safety on Dr. MLK Jr. Drive?



Do you think these concepts would improve safety on N Davis Highway?



Which streets are your top priority for improvements to pedestrian and bicycle safety and comfort?



*For full survey results, see Appendix

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Refine the minimum lot sizes for development in this area, considering that the blocks do not have alleys and many lots are currently too narrow for on-lot parking, which increases the demand for on-street parking in Eastside

NEIGHBORHOOD DEVELOPMENT

- Work with Escambia County to execute joint projects such as streetscape improvements
- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding

TRANSPORTATION, STREETS, AND PARKING

- Transform Dr. MLK, Jr. Drive and N Davis Highway into slower-moving two-way streets with wider, shaded sidewalks
- Transfer ownership of Dr. MLK, Jr. Drive and N Davis Highway to city ownership
- Improve east-west walking and biking connections to Hollice T. Williams Park along E Jordan Street
- Underground utilities on Dr. MLK, Jr. Drive and N Davis Highway

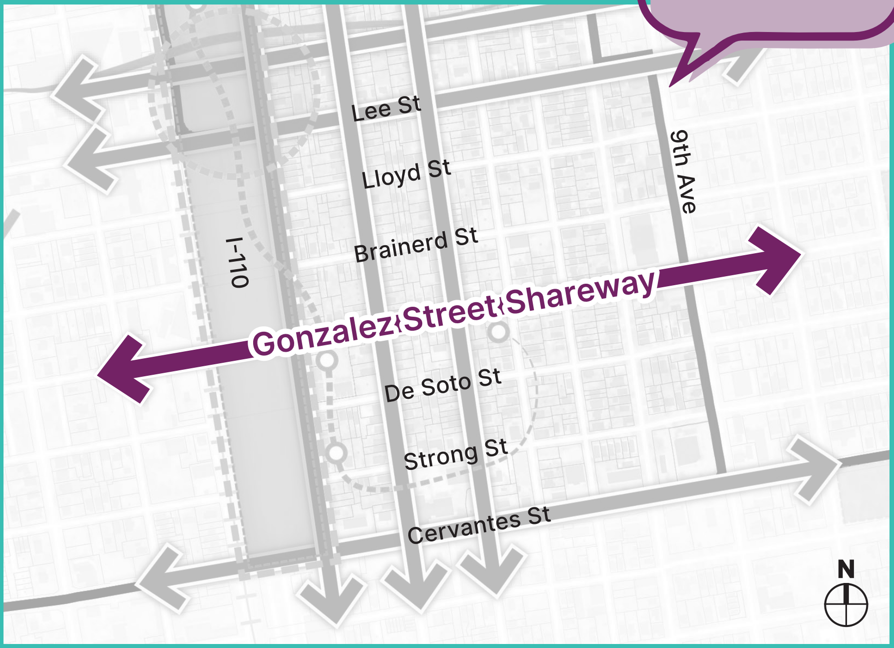
OPEN SPACE AND COMMUNITY AMENITIES

- Prioritize tree canopy along streets to provide shade and make Eastside more walkable
- Recommend that the City address stormwater and drainage issues on Eastside streets

SPECIAL DEMONSTRATION PROJECT

GONZALEZ STREET SHAREWAY

"Gonzalez is very dangerous"



About the Special Demonstration Project

Gonzalez Street has been identified by the community as one of the main pedestrian, bicycle, and vehicle connections in the Eastside CRA. Gonzalez Street is a wide, unmarked two-way street with inconsistent sidewalks and minimal landscape or shade. Intersections along the street are wide, unclear, and inconsistent with signage and direction.

Because this street is important for connection throughout the neighborhood and beyond, intersections along Gonzalez Street should be enhanced. By reserving stop signs to the north-south paths of travel crossing Gonzalez Street between 9th Avenue to Palafox Street, Gonzalez Street becomes a thoroughfare with continuous traffic lanes. Landscaped, slightly-raised planters at each intersection calms traffic, while allowing for bicyclists to have a continual, unobstructed path of travel along Gonzalez Street. The plantings in the center of the intersections would not obstruct views, but slow down car traffic, making the streets safer for pedestrians and bicyclists.

These interventions can be done one intersection at a time, allowing for an incremental and economical improvement plan. A phasing plan should be developed to firstly target the intersections of Gonzalez Street at Hayne Street, Dr. MLK Jr. Drive, and N Davis Highway, as they have high connectivity south to the Urban Core CRA District and will incentivize further intersection improvements headed west toward Palafox Street and east toward 9th Avenue.

In addition to (or in lieu of) the intersection adjustments, other enhancements could be made to improve the pedestrian and bicycling safety and comfort along Gonzalez Street. Those could include:

- Narrowing car travel lanes to encourage slower driving speeds;

  Wider planting strips to accommodate landscaping that provides shade and protection;
- Creating a gateway element (signage, special paving, public art, etc.) at the Hollice T. Williams Park intersection at Hayne Street;
- Undergrounding utility lines.

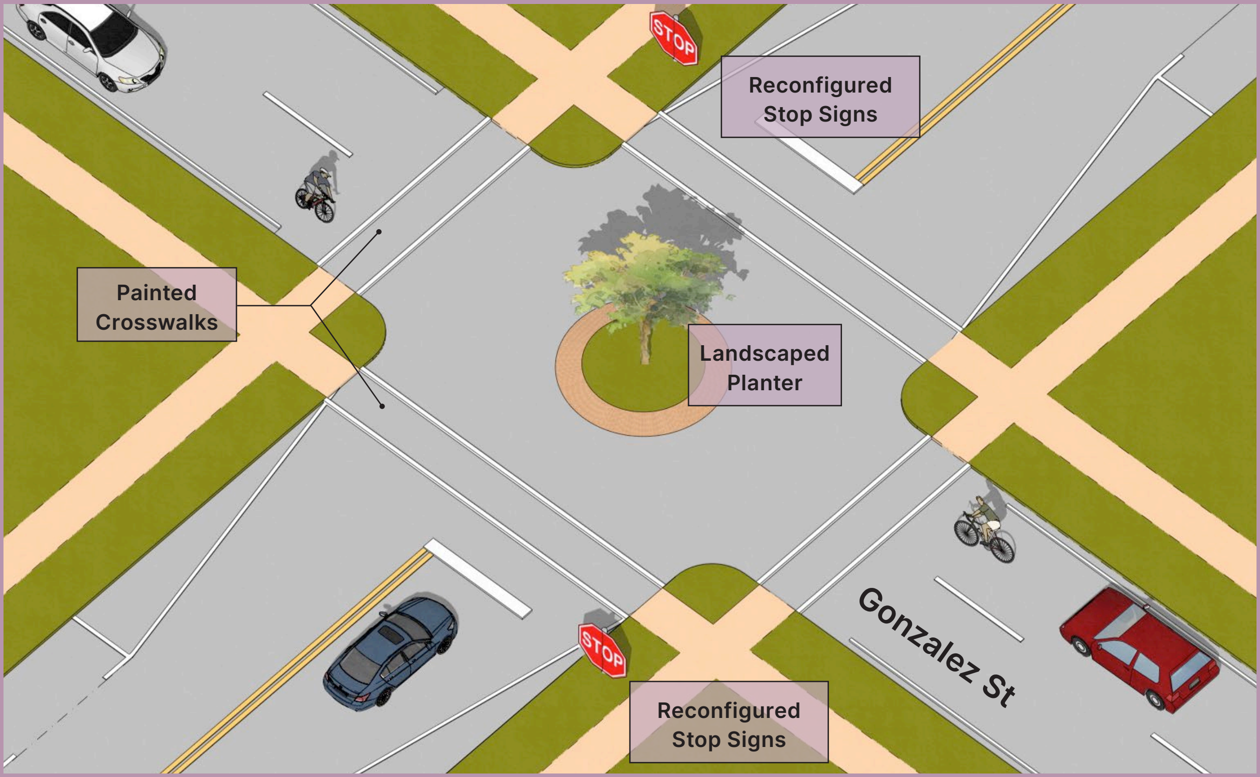
Community Feedback

Eastside residents rated Gonzalez Street as a high-priority pedestrian/bicycle connection. Additionally, most agreed that shade and landscaping were top priorities.

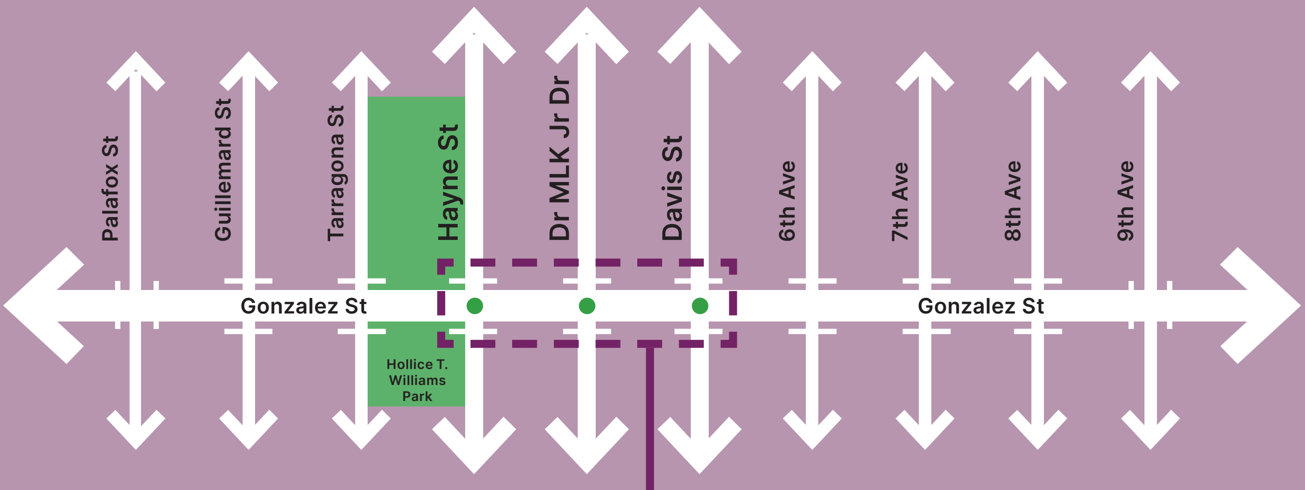
Implementation & Next Steps

The CRA should conduct a phasing plan to improve the intersections along Gonzalez, starting simply with the relocation of stop signs and painted crosswalks, and continuing with the implementation of raised planters at each of the identified intersections between Palafox Street and 9th Avenue (shown in Option 1). Further street improvements along Gonzalez between the intersections should be considered (shown in Option 2).

Option 1: Intersection Reconfiguration


STOP
Reconfigured Stop Signs
Painted Crosswalks
Landscaped Planter
STOP
Gonzalez St
Reconfigured Stop Signs

Example of typical intersection improvements


Palafox St
Guillemard St
Tarragona St
Hayne St
Dr MLK Jr Dr
Davis St
6th Ave
7th Ave
8th Ave
9th Ave
Gonzalez St
Gonzalez St
Hollice T. Williams Park

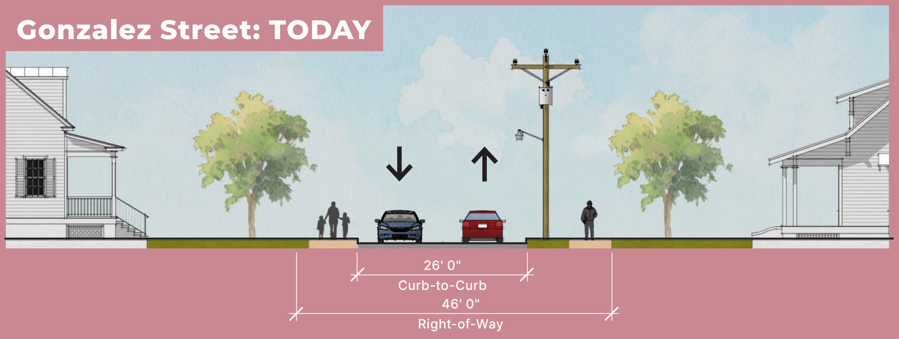
First Phase
Gonzalez St
STOP

"Gonzalez & MLK is the worst intersection"

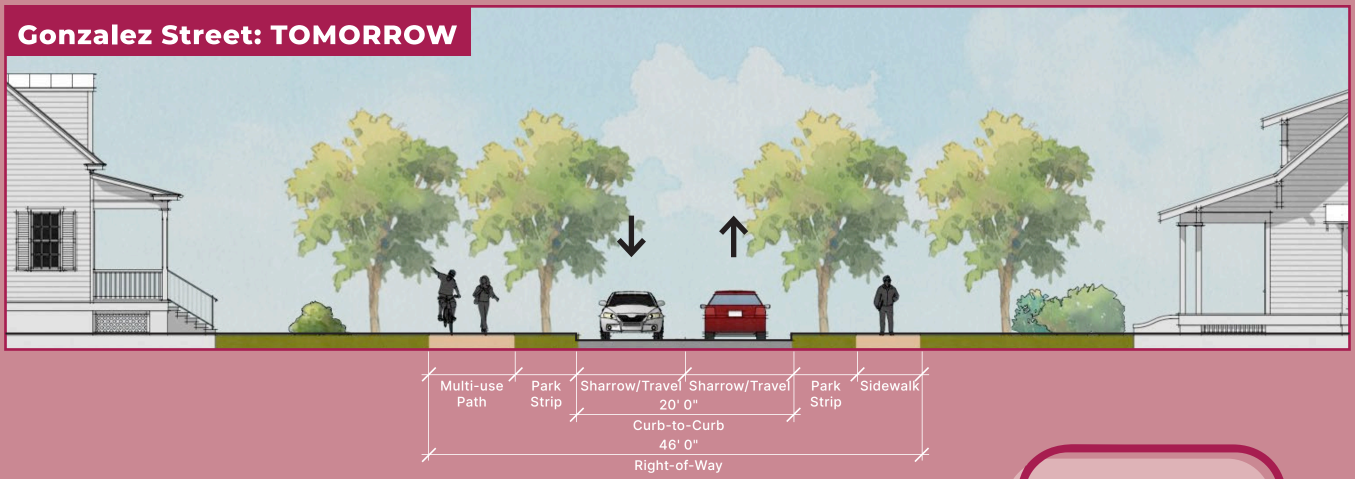
"Gonzalez Street should be a priority for bikes"

The first phase should start with intersection improvements along Gonzalez Street at the intersections at Hayne Street, Dr MLK Jr Drive, and Davis Street

Option 2: Basic Street Improvements


Gonzalez Street: TODAY
26' 0"
Curb-to-Curb
46' 0"
Right-of-Way

Basic street improvements include narrowing travel lanes, implementing trees along the street for shade, undergrounding the power lines, and creating a multi-use path along the north side of Gonzalez Street.


Gonzalez Street: TOMORROW
Multi-use Path
Park Strip
Sharrow/Travel
Sharrow/Travel
Park Strip
Sidewalk
20' 0"
Curb-to-Curb
46' 0"
Right-of-Way

"Sidewalks need to be replaced and/or maintained"

Gonzalez Street today

THE MARTIN AGENCY

Examples of mini traffic circles with plantings

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Refine the minimum lot sizes for development to prevent front-loaded garages along the future Gonzalez shareway, considering that the blocks do not have alleys and many lots are currently too narrow for on-lot parking
- Refine the minimum lot sizes for development in this area, considering that the blocks do not have alleys and many lots are currently too narrow for on-lot parking, which increases the demand for on-street parking in Eastside

NEIGHBORHOOD DEVELOPMENT

- Work with Escambia County to execute joint projects such as streetscape improvements
- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding

HOUSING

- Offer the RPIP program for owners along Gonzalez Street
- Partner with Community Land Trust(s), such as the Northwest Florida CLT, to acquire and develop infill housing on vacant lots, focusing along Gonzalez Street
- Develop pre-approved building plans
- Develop high-quality affordable housing that is affordable to existing residents of the neighborhood (both rental and homeownership)

TRANSPORTATION, STREETS, AND PARKING

- Transform Hayne Street into a slower-moving two-way street with wider, shaded sidewalks
- Improve east-west walking and biking connections to Hollice T. Williams Park along Gonzalez, Blount, Jordan, and Maxwell Streets
- Explore curb management plans and develop revised parking requirements for infill projects
- Underground utilities on Hayne Street

OPEN SPACE AND COMMUNITY AMENITIES

- Prioritize tree canopy along streets to provide shade and make Eastside more walkable
- Recommend that the City address stormwater and drainage issues on Eastside streets

LAND USE, ZONING, AND SPECIAL DISTRICTS

The Land Use, Zoning, and Special Districts category includes recommendations that entail adoption of policies or development of guidelines, standards, or tools. These recommendations form the regulatory framework to allow the other recommendations and projects to take place. Examples of recommendations in the Land Use, Zoning, and Special Districts category include:

- Design and Form Standards;
- Design Review Processes;
- Recommendations to explore changes to zoning districts, minimum lot sizes, density, and land use adjacencies in the City's Land Development Code (LDC);
- Updates to special or aesthetic review districts, including the CRA Urban Design Overlay District (CRAUDOD).

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Land Use, Zoning, and Special Districts policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

RECOMMENDATIONS

1. Design and Form Standards for CRA-Funded Projects

Develop a single set of design and form standards and a design review process for any projects in the CRA Districts receiving CRA funding. The Form and Design standards can be opt-in from a regulatory standpoint, and participation in the design review process should be a condition for any projects receiving CRA funding. In addition to the topics already covered in the Urban Design Overlay, these expanded standards should also address the design of renovation projects and the appropriateness of architectural character. This tool should ensure that CRA investment in neighborhoods doesn't compromise or detract from historic character.

2. Adjacent Use Considerations

- Explore the compatibility of adjacent uses in more detail through the Neighborhood Plan process.
- Consider additional strategies to minimize impacts of commercial areas on residential neighborhoods.

3. Upzoning for Higher Density Housing and Mixed-Use

- Explore opportunities to upzone for higher density housing and mixed-use, in particular along higher visibility corridors.
- Balance the recommendations for upzoning for higher density housing and the protection of residential character.

4. Minimum Lot Sizes

- Work with the Planning and Zoning Department to conduct a survey of lot sizes and development trends in the district to determine where conflicts are occurring.
- Update the LDC and Comprehensive Plan accordingly.

CREEK PARLOR

Examples of neighborhood-scale adaptive reuse

OVERVIEW OF REGULATORY AND NON-REGULATORY STANDARDS

ADDITIONAL DESIGN & FORM STANDARDS FOR CRA-FUNDED PROJECTS

Write and adopt design standards for CRA-funded projects that would further improve urban form.

- Include guidelines for preserving architectural character (scale, composition, etc.)
- Because these standards would not be adopted as part of the Land Development Code, they could be updated iteratively to respond to project needs
- Administer through the CRA's internal plan review & work with owners and developers

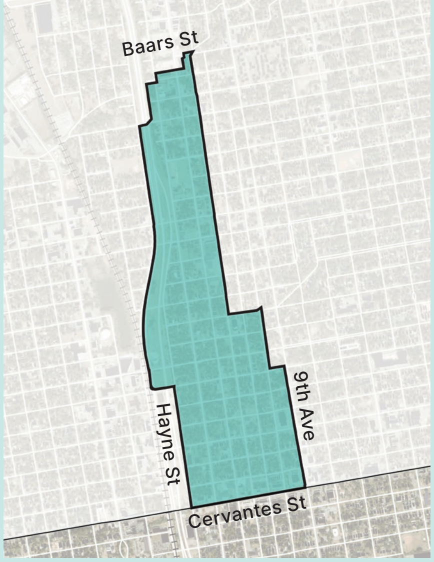
URBAN DESIGN OVERLAY DISTRICT (CRAUDOD)

What it Currently Covers

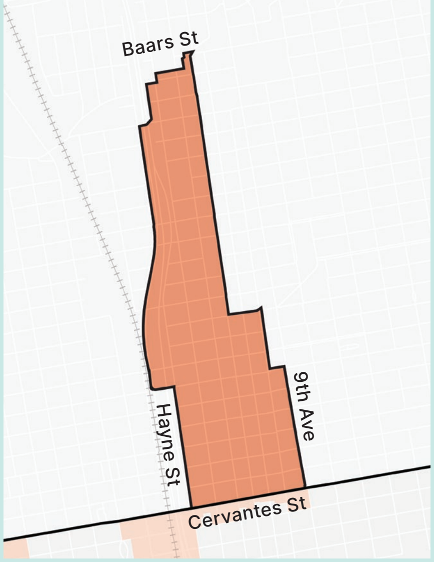
- New construction only
- Maximum building height
- Minimum floor-to-floor heights
- Roof pitches
- Frontages percentages, facade types, and entrance locations
- Facade composition standards
- Location and screening of service and mechanical equipment
- Setbacks (in particular ensuring they respond to their context)
- Lot width & coverage
- Parking

Additions to the CRAUDOD that Would Further Improve Urban Form:

- Expand the CRAUDO to apply to renovations
- Address architectural character, scale, and composition
- Address the location of parking



Map of the Eastside CRA District



Map of the Urban Design Overlay District in the Eastside

5. Adaptive Reuse

Neighborhood-serving commercial is a desirable complementary use within residential neighborhoods. The scale, design, and servicing of these non-residential uses must be carefully designed to reduce any negative impacts on neighborhoods. Both commercial and residential buildings can be adaptively reused to house neighborhood offices, small-scale retail specialty shops, and other similar uses. These projects may not be allowed under current zoning regulations. CRA funding should support projects of this nature in areas supported by the community, in particular along commercial corridors or in historic commercial nodes (such as at N Davis Highway and DeSoto Street).

6. Protect Residential Character

In areas that are primarily residential, support the preservation and protection of residential character.

7. Update the CRA Urban Design Overlay District (CRAUDOD)

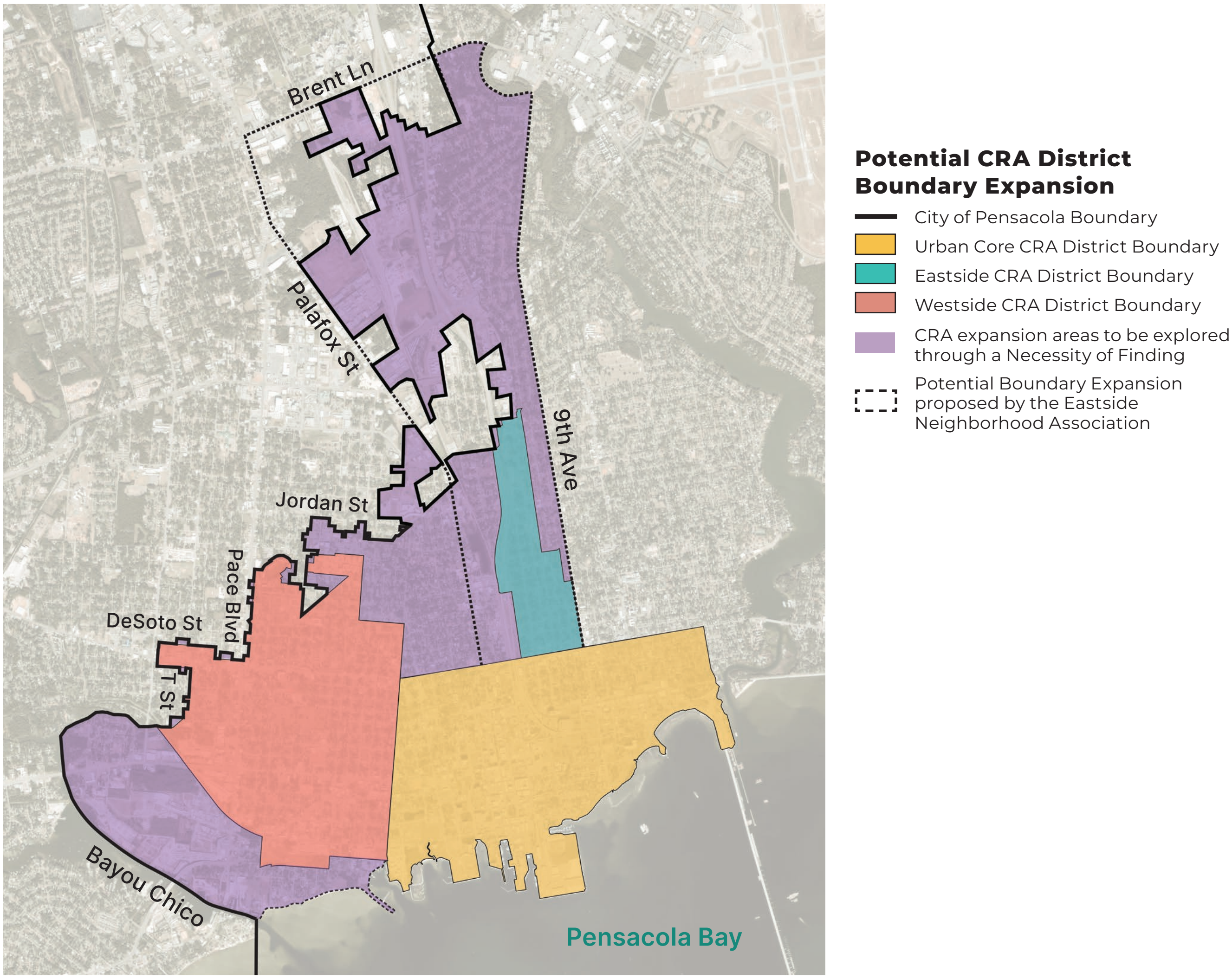
- Expand the CRAUDOD to apply to renovations, building in regulations that renovations and rehabilitation projects do not worsen non-conformities with the Urban Design Overlay.
- Add standards to address architectural character, scale, composition, and the location of parking.
- For areas not currently covered by any special or aesthetic review district, expand the CRAUDOD to include.

8. Incorporate Neighborhood-Serving Retail

The goal is to allow more neighborhood-serving commercial/retail in places where it makes sense. Through the neighborhood planning, process, the community should develop a plan, identifying specific corridors and nodes that are desirable locations for neighborhood-serving retail. Future updates to the LDC and Comprehensive Plan should reflect these recommendations.

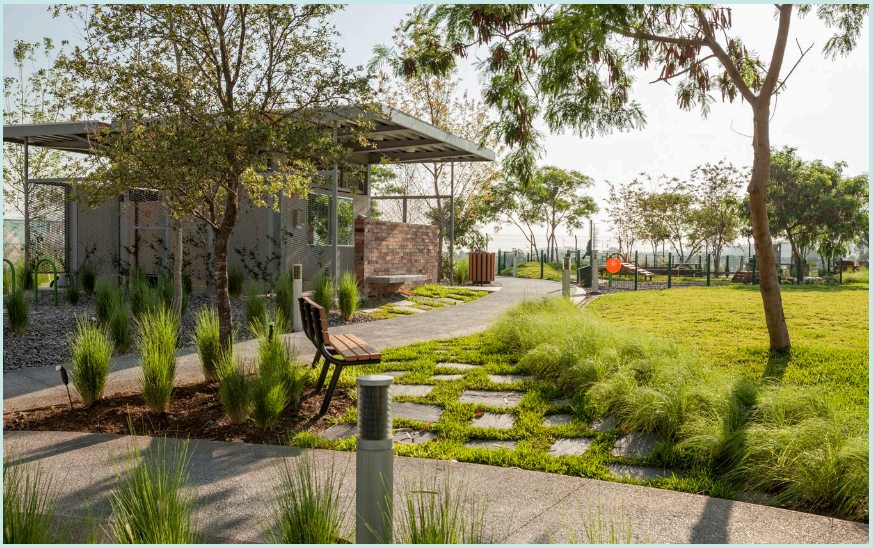
SPECIAL DISTRICTS & UDOD

Where guidance and standards are provided on architectural scale, options should be provided to allow flexibility to meet the intent of the standards through comparable or similar design strategies and materials. The focus should be on building and parking siting, simple massing, appropriate scale, facade composition, and other strategies that improve design without adding cost.


Brent Ln
Palafox St
9th Ave
Jordan St
Pace Blvd
DeSoto St
T St
Bayou Chico
Pensacola Bay
Potential CRA District Boundary Expansion
City of Pensacola Boundary
Urban Core CRA District Boundary
Eastside CRA District Boundary
Westside CRA District Boundary
CRA expansion areas to be explored through a Necessity of Finding
Potential Boundary Expansion proposed by the Eastside Neighborhood Association

9. CRA Boundary Expansion

The Eastside CRA is the smallest of the CRA districts, and it generates the least TIF funding, limiting the impact that the CRA investment has in the district. This has reinforced a self-fulfilling pattern: an area that has historically been disinvested in receives less investment year-over-year compared to other districts. The Eastside Neighborhood Association supports the expansion of the Eastside CRA boundary to the east, west, and north. An expanded boundary would generate more TIF revenue, which could be reinvested back into the district. The CRA should conduct a Necessity of Finding to explore potential boundary expansions for all of the CRA Districts and engage the community in the process to determine which areas should be expanded, depending on compliance with the statute and demographic analysis. The boundary shown is a prospective boundary that may be modified with further data analysis and community input.



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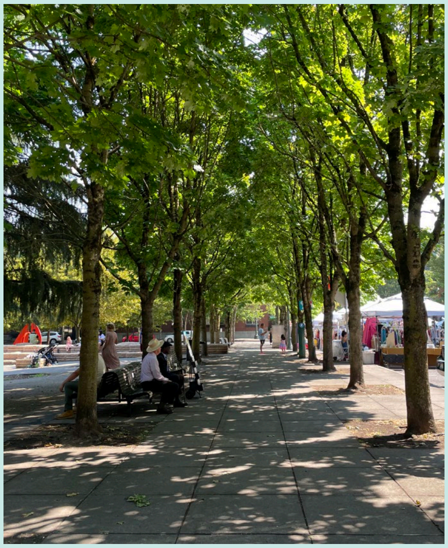


Aleksandr Vorobev

Fly View Productions

DESIGNING FOR SAFETY AND COMFORT

In Public Square, the journal for the Congress of New Urbanism, Robert Steuteville writes about necessary elements to create spaces that feel safe and comfortable. Quoting noted architect and urban designer Ray Gindroz, Steuteville outlines the following seven qualities:

HUMAN PRESENCE

People in a public space must feel the presence of other people in the space and in the buildings surrounding the space. The sense that we are not alone and are being observed helps us to behave properly and feel safe. Windows are symbols of that presence, whether people are behind them or not. Mixed-use buildings help promote 24-hour presence.

CONGENIALITY

The dimensions and scale of the space should encourage comfortable interactions among people.

HUMANE PROTECTION

Mechanical devices such as cameras and gates should be invisible. Where possible, police presence should be personal, on foot or bicycle, so police officers can interact with others.

VISIBILITY, LIGHT, AND OPENNESS

Open views that enable us to see other people and to be seen—by people driving by, as well as by others in the space—provide natural supervision. Light should ensure nighttime visibility.

ORDER

Coherent landscapes, streetscapes, and signs in both the public rights-of-way and bordering properties make a clear statement that a space is well-managed and safe.

CONNECTIONS

Spaces must be perceived as part of an interconnected network of streets and public open space, so we feel we have access to others who make the space safe.

LEGIBILITY

The clarity with which each space connects to the rest of the city helps us understand the form of the city and keeps us from feeling lost.

ECONOMIC DEVELOPMENT

The Economic Development category includes recommendations that would bring commercial and mixed-uses to the districts, add jobs, and build support for businesses. Examples of recommendations in the Economic Development category include:

- Mixed-use and commercial infill development;
- Incubators and employment uses;
- Building strategic partnerships;
- Commercial property improvement programs;
- Partnering to support small businesses and workforce development.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Economic Development policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

Mikael Blomkvist

Alvarez

RECOMMENDATIONS

1. Commercial Property Improvement Program (CPIP)

- Recommend that the CPIP program be expanded to this district.
- Explore incentives that close gaps for private developers and property owners to make improvements.

2. Neighborhood Commercial Nodes

- Support the development of small neighborhood-scale retail nodes through the construction of single-story retail buildings or the conversion of houses into small-scale restaurants and shops. Neighborhood commercial should be located along higher visibility/traffic corridors, or at nodes that have historically had commercial uses. Some of these locations include along De Soto and Blount Streets. Another area may include sites along Dr. Martin Luther King, Jr. Drive and N Davis Highway, specifically between Scott Street and Mallory Street.
- Prioritize these nodes for the Commercial Property Improvement Program (CPIP), once expanded to this district.
- Ensure that neighborhood nodes are not zones for multi-story or vertical mixed-use buildings that would disrupt the scale and character of the neighborhood.

3. Workforce Development and Skills Training

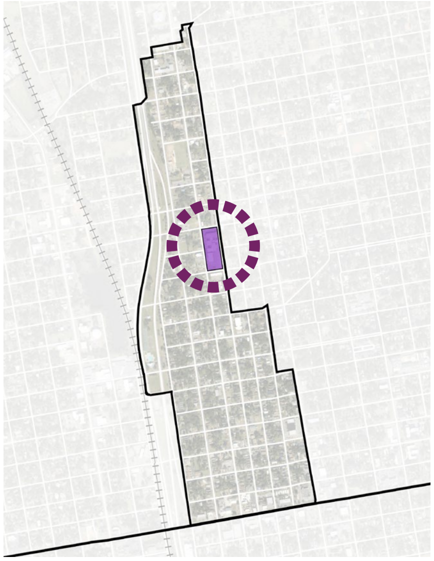
- Partner with local organizations that coordinate workforce training opportunities and support for entrepreneurs and small businesses.
- Connect these opportunities and programs to places neighborhood residents already frequent (community centers, libraries, etc.).
- Ensure that neighborhood organizations and residents are aware of job and business opportunities that arise from investment coming into the neighborhood, especially around Hollice T. Williams Park and as part of the Crystal Ice House Market.
- Partner with developer(s) and/or local organization(s) to create spaces for small local businesses and entrepreneurs to lease and operate.

4. Relationship with Escambia County School District

- Continue to build a relationship between the Escambia County School District and the CRA.
- Provide constructive input into planning for future school sites and the redevelopment of any surplus school district-owned property.

LA
STORE
500
DAVIS
JORDAN
ONE WAY

Neighborhood grocery store in Eastside



Land owned by the Escambia County School District in the Eastside CRA District

fauxels

5. Strategic Development Support and Incentives

- Motivate private investments where the return on investment is currently too low relative to competition from other regions. Consider a broad array of incentive tools - in addition to fiscal tools, consider zoning policies, land contribution, and permitting and regulatory relief as part of the toolkit.
- Tie the applicants' qualifying criteria to Key Performance Indicators (KPIs) aligned with key policy goals and the City's Strategic Plan.
- Conduct cost-benefit analysis to determine the programs' fiscal impact.
- Consider a phased approach to test the programs in specific high-priority areas before expanding their application.
- Consider combining guidance on community benefits agreement with incentive design to ensure fairness and preempt gentrification concerns.
- Leverage state and federal programs to maximize the impact of local programs.

6. Community Benefits Guideline

- Consider establishing a standardized process and framework of structuring Community Benefits Agreements for redevelopment projects. Ensure fair and predictable outcomes for the community, the City, and the private developers and investors.
- Pay special attention to potential redevelopments around the Hollice T. Williams Park.

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NEIGHBORHOOD DEVELOPMENT

The Neighborhood Development category includes recommendations that would build neighborhood organization capacity, preserve cultural landmarks and historic buildings, and create branded destinations. Examples of recommendations in the Neighborhood Development category include:

- Neighborhood identity and wayfinding;
- Neighborhood capacity building;
- Corridor development;
- Development of entertainment destinations;
- Community policing strategies.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Neighborhood Development policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

VOTER
REGISTRATION
LEROY BOYD CENTER FOR SOCIAL JUSTICE
432-4411
MOVEMENT FOR CHANGE

Community destinations in the Eastside

RECOMMENDATIONS

1. Neighborhood Capacity Building

- Secure grants to support and help the neighborhood organization build capacity.
- Identify resources that the neighborhood organization can connect to (such as non-profit development courses at Pensacola State College, Neighborworks, etc.).

2. Develop Neighborhood-Specific Plans

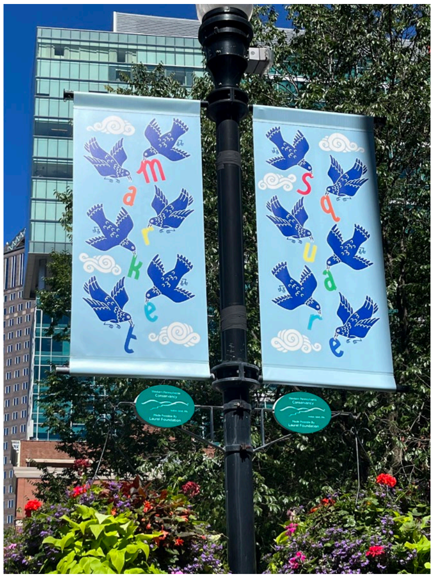
Fund and support the development of neighborhood plans that define projects and activities that are most important to the neighborhood. The CRA and City should define the topics appropriate for neighborhood plans (such as increases in density, locations for mixed-use, lot sizes, and considerations about adjacent uses). The City and CRA should also help to identify implementation activities that would be the responsibility of the neighborhood and those that would be led by the City, CRA, or partner organizations.

3. Neighborhood Identity and Wayfinding

- Fund efforts to support neighborhoods in developing unique identity, branding, and wayfinding for individual neighborhoods, areas of cultural significance, and special districts. These efforts can be used to reinforce sense of place and distinguish neighborhoods and special districts from one another.
- Fund the installation of branded neighborhood gateway signs, banners, and other placemaking elements.
- Rather than marking and defining the edges of CRA Districts, placemaking signage should be used to indicate centers and places people gravitate toward. Identity signage should focus on places like Hollice T. Williams Park, the Crystal Ice House Market, Magee Field, and other cultural landmarks or community destinations.

4. Revitalize Cultural Landmarks and Historic Buildings

Offer incentives and support projects that preserve and celebrate cultural destinations and preserve historic buildings, like the H&O Cafe. Look for viable uses to adaptively reuse important buildings in the neighborhood.



Signage based on local destinations

VIRGINIA BEACH
Summ

Public art establishes a theme

5. Community Safety

Fund programs that enhance community safety in the CRA District, reducing minor and violent crimes. Making places feel safe will encourage further investment and new residents moving into the district. Community policing strategies may include:

- Funding increased patrols in the CRA District;
- Working with the police department to employ community policing best practices (bicycle patrols, community outreach events, etc.);
- Funding violence prevention programs, such as park or community ambassadors or outreach team members.

6. Partnership with Escambia County

Work with Escambia County to execute joint projects, such as streetscape improvements or design guidelines, and coordinate with ongoing plans.

BOISE POLICE
Brett Sayles

LEARNING FROM SAFE COMMUNITIES

BUILDING RELATIONSHIPS

Police should work with community members to build trust and rapport. This can lead to more people reporting crimes and providing information.

TRANSPARENCY

Police should be open about their policies and procedures, and how they operate. This can help build trust and accountability.

PROACTIVELY SOLVING PROBLEMS

Police should work with the community to identify and address the underlying causes of public safety issues.

EMBEDDING COMMUNITY ENGAGEMENT

Community engagement should be a core part of an agency's culture. When people trust the police, they are more likely to follow the law and help create a safer community.

WHAT ARE EXAMPLES OF COMMUNITY VIOLENCE INTERRUPTION (CVI) INITIATIVES?

- Violence interrupter programs, which use peace-building approaches to stop violence before it occurs by placing ambassadors on the street who can de-escalate conflict, provide mediation, and build supportive relationships with those at highest risk of experiencing violence.
- Programs to reduce gang-related affiliation and connect at-risk young people to employment and economic opportunities.

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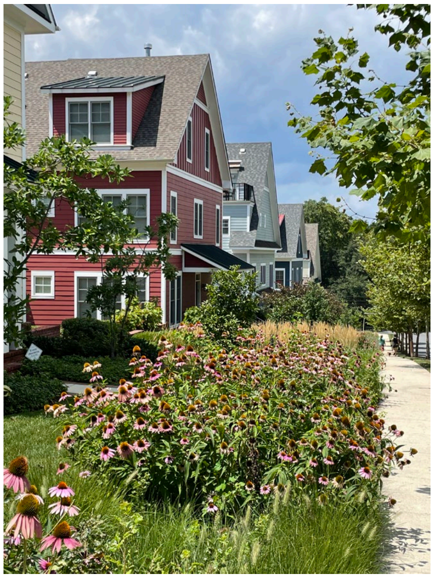
HOUSING

The Housing policy category includes recommendations that will increase the options for housing in the district, including rental and homeownership and a range of housing types and affordability. Examples of recommendations in the Housing category include:

- Providing incentives for developers to build affordable housing;
- Working with developers to improve the quality of proposed housing design;
- Developing pre-approved building plans;
- Acquiring land for infill housing;
- Substantial rehabilitation of existing housing;
- Residential property improvement programs;
- Supporting first-time homebuyers;
- Large-scale mixed-use, mixed-income housing development.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Housing policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.



RDNE

RECOMMENDATIONS

1. Residential Property Improvement Project (RPIP)

Continue offering property improvement programs, such as RPIP and the Resiliency program, to preserve and create affordable housing units.

2. Demolition and Reconstruction Funding Program

- Develop a companion program to the RPIP for substantial demolition and reconstruction (for primary structures and ADUs, rehabilitated or new construction). This could be accessed by both owners as well as developers to facilitate infill in the districts.
- Applicants would need to demonstrate that preservation wasn't feasible.
- The CRA should conduct a study of contributing structures to historic character in neighborhoods to ensure that significant buildings are not demolished as part of this program.

3. CRA-Led Infill Development

- Acquire lots for infill development.
- Help fund the construction of new housing, partnering with organizations such as the Homebuilders Association to keep costs as low as possible.
- Facilitate land swaps to locate the highest and best uses along key corridors.

4. Partnership with Community Land Trusts for Infill Development

- Acquire lots for infill development and convey to Community Land Trust(s), such as the Northwest Florida Community Land Trust. Reference Escambia County's escheated property list to target lots for potential acquisition.
- Help fund the construction of new infill housing, partnering with organizations such as the Homebuilders Association to keep costs as low as possible.
- Facilitate land swaps to locate the highest and best uses along key corridors.

5. Pre-Approved Building Plans

Continue to develop a selection of pre-approved building plans, especially for narrow 30-foot infill lots, and establish a program where potential homebuyers can apply to use these plans. Partnering with a local builder experienced in this building type should be explored to help implement this program.

6. First-Time Homebuyers

- Identify barriers that may keep residents from using the first-time homebuyers programs provided by the City and the county.
- Connect potential first-time homebuyers to financial incentives.
- Explore strategies for increasing homeownership.

Ninobur

Minor cosmetic upgrades include painting and small repairs

Andresr

LEARNING FROM GREAT NEIGHBORHOODS

Require affordable housing projects receiving CRA funding to meet general design standards, including the principles of good design described below.

BUILDINGS FRONT PUBLIC AREAS

If a development does not include public streets, parking drive aisles should be designed with enhancements to make them "street-like," i.e. with shade trees, non-circuitous sidewalks, street furniture such as benches, trash receptacles, and street lights.

ACCESS

Convenient access to public transit, walking/bike trails, and amenities enhances access to opportunities for employment, education, and cultural experiences.

NEIGHBORHOOD-SCALE STREETS AND BLOCKS

Development should be organized into blocks that are less than 3 acres each to create a walkable community. Streets should create an interconnected grid, with comfortable, shaded sidewalks.

FRONTS AND BACKS

Buildings should have discernible fronts and backs. Front facades should face other front facades and rears of buildings should face other rear facades.

PERIMETER FRONTAGE

Fronts of buildings should face publicly accessible streets (or parking lot drive aisles designed to be "street-like") or greenways. Service areas, off-street parking, and semi-private outdoor space should be located in the center of blocks or in the rear of buildings.

DIVERSE BUILDING TYPES

The objective is to build new homes in new or extended neighborhoods. A range of building types and architectural designs are required to move from building a development or apartment complex (typically with one or two repeating building designs) to a neighborhood.

MIXED-INCOME

If possible, affordable projects should aim to serve a range of incomes by offering a range of unit types and sizes, or by building in long-term affordability through subsidy for a portion of the units.

HUMAN-SCALE BUILDING ELEMENTS

Architectural elements including porches, stoops, awnings, balconies, and other elements are necessary to create places where people can interact and enjoy outdoor space. The scale of buildings should be consistent with the surrounding neighborhood.

ACCESSIBLE AMENITIES

The development has a diverse range of indoor and outdoor amenities, including small parks for children, indoor community gathering space, fitness amenities, etc.

QUALITY MATERIALS

Build affordable housing with high-quality, durable materials that are comparable in quality to moderate market-rate projects to ensure affordable projects will not be easily identified or stigmatized.

7. Affordable Housing Incentive

- Use incentive programs aligned with the principles and goals of the redevelopment plan to continue to fund affordable housing projects.
- Identify target areas for incentives, which may include affordable housing, infrastructure improvements, coordination with redevelopment project(s), floodproofing as a means to encourage certain uses, etc.
- Engage partners like the Northwest Florida Community Land Trust to develop high-quality affordable projects in the CRA Districts.

8. Small-Scale Affordable Housing Rental Program

Create an incentive program to create and preserve affordable missing middle rental housing. The CRA is restructuring the TIF Rebate Incentive program to offer greater flexibility and effectiveness in supporting redevelopment within the city's redevelopment areas. The updated program is designed to be more robust, enabling developers to access tailored incentives that better align with the unique needs of their projects. By introducing a more adaptable framework, the revised TIF Rebate program will provide a wider range of options, ensuring that developers receive timely support while fostering sustainable growth in key redevelopment zones. This revamped incentive structures aims to drive economic development and revitalization efforts across the city, enhancing the overall impact of the program.

Oleksandr Pidvalnyi

Increasing opportunities for homeownership is a priority

9. Large-Scale Redevelopment Projects

- Ensure that there are authentic opportunities for community engagement and public participation.
- Select developers and design consultants that adhere to principles of good urban design (connected street grid, walkable block size, streets designed for pedestrians, mix of uses, dense and compact building types, access to transit, creation of public gathering spaces, etc.).
- Large-scale redevelopments must be broken into walkable block sizes with public streets or publicly-accessible private drives designed like public streets (with on-street parking and sidewalks).

10. Quality Multifamily Development

Use New Urbanist design principles in the design of multifamily housing developments. Incorporating language into the CRA's RFQs and RFPs specifying the selection of developers and/or design consultants who adhere to New Urbanist design principles will ensure alignment with best practices.

11. Sensitive and Flexible Design Standards

Rather than establishing new historic districts with rigid requirements that can be onerous to lower-income households, the CRA should develop expanded Design and Form Standards that are a requirement for all projects receiving CRA funding. These standards will be intended to protect the neighborhood scale and character, but will be administered by the CRA, allowing for collaboration and flexibility to work with homeowners to find solutions they can afford.

TRANSPORTATION, STREETS, AND PARKING

Transportation investments are an essential component to achieving broader community goals. Streets, trees, sidewalks, bicycle lanes, public art, and parking spaces often make up the majority of the land area of communities and are the heart of the public realm. As a result, many economic development plans and community-oriented policies are contingent on their thoughtful alignment with transportation projects. Ensuring that residents feel safe and comfortable while walking, driving, biking, taking transit, using public amenities, and patronizing businesses is always an important factor for all great neighborhoods.

The transportation recommendations outlined in this section can be understood as adhering to the following three high-level goals:

- **Accessibility** Support the development of an integrated and connected multi-modal transportation system that focuses on improvements that prioritize people walking, biking, using transit, and people with disabilities, providing everyone the opportunity to reach destinations for employment, leisure, and essential services.
- **Placemaking and Public Realm** Design transportation projects and site design that preserves community identity and provides welcoming spaces for civic, social, and commercial activity.
- **Safety** Provide safe and comfortable streets to support healthy and vibrant communities while improving residents' quality of life and the overall walkability of the commercial core and neighborhoods.

The recommendations detailed in this section were shaped by community feedback and build on efforts undertaken by the CRA in previous plans, the City of Pensacola, and the Eastside community. Specifically, these recommendations are aligned with the Active Transportation Plan (ATP) adopted by the City in August 2023 and the 2000 Urban Infill and Redevelopment Plan, including its later amendments.

In the Eastside, transportation strategies are focused on establishing a neighborhood identity and strengthening connectivity to Magee Field and Hollice T. Williams Park through improvements to aesthetics and safety.

Recommendations contained in this section are intended to improve safety, connectivity, accessibility, and navigability for all users and are focused on improvements that support and further the special demonstration projects and that are focused on selective corridors for improvements. These corridors are generally identified as primary streets but may also include other key streets and intersections that provide important connectivity within the district.

ACTIVE TRANSPORTATION PLAN (ATP) – 2023

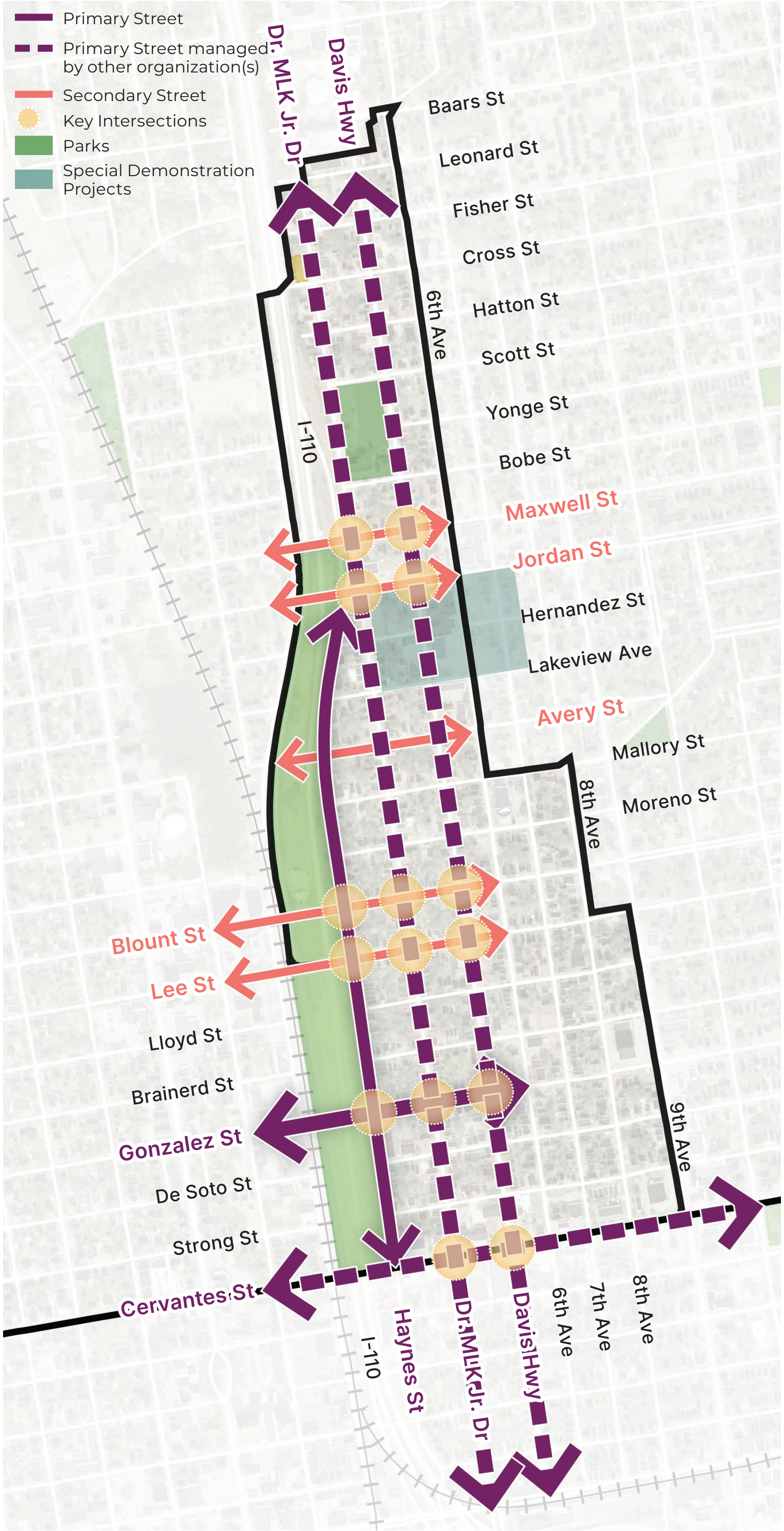
The goal of the ATP is to accommodate all community members and encourage alternative transportation modes outside of car travel. The plan is focused on filling gaps in the transportation network and linking key destinations such as schools, parks, and commercial areas. Three categories of pedestrian- and bicycle-focused infrastructure are established by a Future Network framework in the ATP:

- Neighborhood Greenways
- Bike Routes
- Trails

The Future Network design recommendations include using context-sensitive designs to make streets safer and more accessible based on their location (urban, suburban, etc.), using countermeasures to calm traffic, improve crossings, and/or expanding the bicycle network.

2000 URBAN INFILL AND REDEVELOPMENT AREA PLAN

Categorized by corridor enhancements, neighborhood aesthetics, and neighborhood infrastructure, the 2000 Urban Infill and Redevelopment Area Plan for the Eastside identified solutions for a variety of concerns that are still relevant today. Recognizing neighborhood boundaries, establishing neighborhood identity, and prioritizing pedestrian safety are primary goals that carry through in the following recommendations.


Primary Street
Primary Street managed by other organization(s)
Secondary Street
Key Intersections
Parks
Special Demonstration Projects
Dr. MLK Jr. Dr
Davis Hwy
Baars St
Leonard St
Fisher St
Cross St
Hatton St
6th Ave
Scott St
Yonge St
I-110
Bobe St
Maxwell St
Jordan St
Hernandez St
Lakeview Ave
Avery St
Mallory St
Moreno St
8th Ave
Blount St
Lee St
Lloyd St
Brainerd St
Gonzalez St
9th Ave
De Soto St
Strong St
Cervantes St
I-110
Haynes St
Dr. MLK Jr. Dr
Davis Hwy
6th Ave
7th Ave
8th Ave

Eastside Streets

Not all recommendations listed are able to be directly undertaken by the CRA, there are various roles for the CRA to play in the implementation of these projects. Some of these roles are further defined in the implementation section of this plan. Recommendations which require the CRA to play more of an advocate role are provided separately as these may be broader and more general and scope or simply not within the CRA's purview yet were identified as a need from community members throughout the engagement process of this plan update.

The goal of creating more safe, accessible, and aesthetically vibrant communities will take advocacy and partnerships across multiple agencies and city departments for transportation improvements that go above the baseline standards. Such improvements may not be routinely implemented currently but as part of a plan that has a 20- year horizon to improve inadequate infrastructure, these simple upgrades could have bigger placemaking impacts and address community needs while also setting the stage for economic and neighborhood development within the Eastside.

RECOMMENDATIONS

1. Curb Management Study

Fund a curb management study and create a plan to maximize opportunities for landscaping, dedicated bicycle lanes, and on-street parking along key corridors.

2. Low-Impact Design Standards

Promote low-impact design standards for use in corridor improvement projects and parking design standards to increase landscaping opportunities and provide stormwater mitigation where necessary.

3. Undergrounding Utilities

For all CRA-funded projects, advocate for the undergrounding of utilities as an investment that adds placemaking and resilience value.

4. Partnerships

Continue and strengthen partnerships with the Florida-Alabama Transportation Planning Organization (FL-AL TPO), the Florida Department of Transportation (FDOT), the Emerald Coast Regional Council (ECRC), and Escambia County Area Transit (ECAT) to integrate CRA projects into the transportation planning process.

5. Two-Way Conversions

Advocate for the two-way conversion of one-way streets to improve safety for drivers, bicyclists, and pedestrians.

6. Intersection and Sidewalk Improvements

The CRA should advocate for and consider funding further analysis for safety improvements that prioritize key intersections along Dr. Martin Luther King, Jr. Drive at E Maxwell St, E Jordan St, Blount Street, Lee Street, Avery St and E Cervantes St to prioritize pedestrian and cyclist connectivity. Additional funding towards countermeasures that go above the standard and are proven to increase safety and prioritize resident quality of life can provide improvements that are cost effective and timely. There are a variety of countermeasures to choose from such as installing leading pedestrian intervals at key intersections and other countermeasures identified in the ECRC Safety Action Plan (December 2024). Additional countermeasures could be explored.

Roberto Machado Noa

Planters and benches help manage curb use

THE CHALLENGE

The Eastside can feel like a pass through for getting in and out of the city. One-way streets like Dr. MLK Jr. Drive and N Davis Highway and access to Interstate 110 give priority to the movement of traffic rather than pedestrians and cyclists. There are several other challenges in the Eastside was voiced by community residents. These challenges are also a common occurrence in other districts. These include:

- Intersections that are unsafe for bike/ped crossing
- Speeding vehicles
- Lack of maintenance on existing pedestrian flashing crosswalk lights
- Lack of pedestrian crosswalks
- Lack of maintenance on existing sidewalks
- Lack of protected space or roadways that accommodate pedestrians and bicycles and connect them across all districts and neighborhoods
- Vehicle dominated streets that make pedestrians and bicyclist feel unsafe
- Roadways that are the most unsafe or are barriers in districts are State roads

SPEED
LIMIT
25

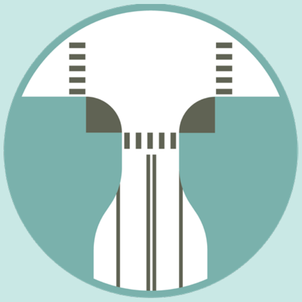
REDUCE SPEED LIMITS

REMOVE OBSTRUCTIONS

CROSSWALK DENSITY

IMPROVED OR RAISED CROSSWALKS

WAYFINDING MEASURES



GATEWAY ENHANCEMENTS

IMPROVED BICYCLE LANES

CURB RADIUS REDUCTION

COUNTERMEASURES

A countermeasure is a safety improvement that is designed to prevent or offset an issue. While the CRA is not responsible for operation and maintenance of roadways, the CRA can be great partners and advocates for the implementation of such improvements that support and further the CRA's mission and goals. In addition to advocacy for certain improvements, safety improvements should link to Emerald Coast Regional Council (ECRC) Safe Streets and Road for All (SS4A) Safety Action Plan (adopted Dec 2024). Countermeasures that could provide district-wide benefits may include:

REDUCE SPEED LIMITS

Setting speed limits that are appropriate for the surrounding environment helps enhance safety and further street design concepts that prioritize pedestrians and cyclists.

REMOVE OBSTRUCTIONS

Eliminating obstructions that could block sightlines increases safety. Improvements could include measures such as painting curbs red at intersection entrances to prevent on-street parking, trimming overgrown plants, or relocating large signage at eye level.

CROSSWALK DENSITY

Increasing the number and frequency of crosswalks to the network maximizes connectivity for pedestrians and improves safety by providing multiple designated, marked crossing locations.

IMPROVED/RAISED CROSSWALKS

Increasing driver awareness of pedestrians is an important safety measure. Improvements can include installing high-visibility crosswalks, which could incorporate local artwork. Raised crosswalks are elevated a few inches above the road, typically at, or close to, the level of the sidewalk. This treatment not only improves safety but can also act to further define areas of interest through the use of pavers or other special materials.

WAYFINDING MEASURES

A network of signs highlighting nearby pedestrian and bicycle facilities helps guide users to crossing locations as well as cultural amenities.

GATEWAY ENHANCEMENTS

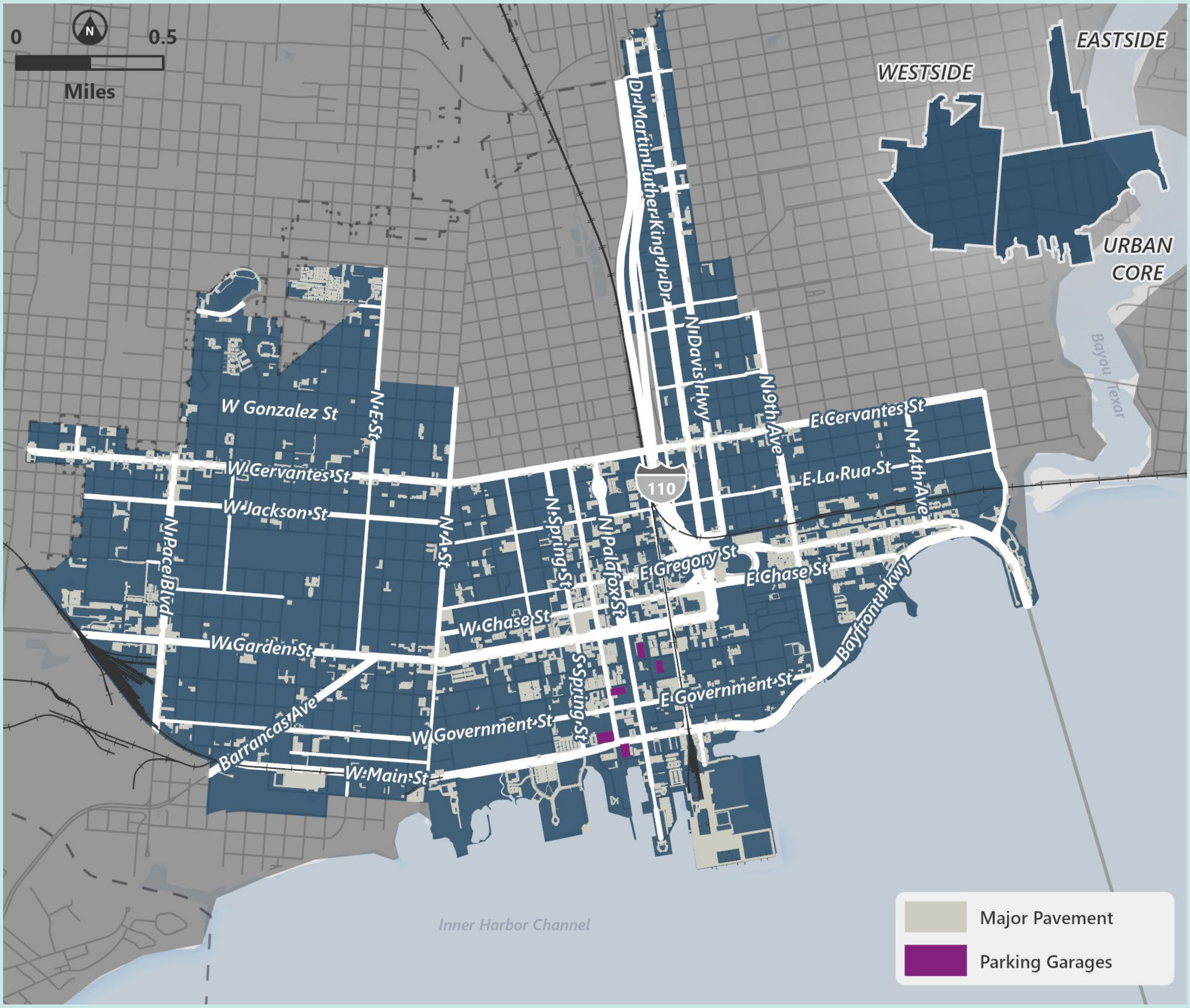
Gateway treatments and enhancements denote a change in context and can include signage, changes in scale or type of landscaping, structures, etc.

IMPROVED BICYCLE LANES

Separating bicycle lanes from other traffic (both cars and pedestrians) with physical barriers, pavement markings, and signage reduces points of conflict, which decreases crashes.

CURB RADIUS REDUCTION

Reducing the radii of curb corners forces drivers to make tighter turns, which typically translates into lower speeds. This also has the added benefit of reducing intersection crossing distances and increasing the visibility of pedestrians.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EASTSIDE
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Bayou Texar
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
N 14th Ave
E La Rua St
110
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
Bayfront Pkwy
N Pace Blvd
W Chase St
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Major Pavement
Parking Garages

LEARNING FROM BEST PARKING PRACTICES

Parking plays a major role in an area's mobility. It can be an asset if thoughtfully located – supporting local businesses or meeting the needs of residents who may rely on on-street parking due to narrow residential parcels without driveways. But parking can be a liability when ineffective policies place a premium on parking demands; as a result, the pedestrian fabric of a community is eroded.

Requiring minimum parking standards and locating surface parking lots along street frontages lead to environments that are hostile to pedestrians. The heat island effects that are caused by large areas of asphalt without tree cover, underutilized parcels, and a lack of street definition make a huge impact on the environment and to the quality of life for residents.

Across the three CRA districts, there are approximately 333 acres of paved surface parking areas. In the Eastside, there are 57 "Major Paved" areas for a total of 15 acres of paving.

PARKING GOALS

The goals of parking recommendations are to:

- Facilitate easy access to downtown while promoting transit and other modes of transportation while prioritizing a more walkable and bikeable environment.
- Coordinate parking locations – surface lots or structured – with transit, micro-transit, and micromobility hubs.
- Develop parking facilities that meet parking needs through a shared parking methodology.
- Minimize impact from parking on the public realm.
- Ensure that parking is safe and accessible to all.
- Retain residential on-street parking in a manner that allows for other community needs to be considered.

7. Parking Projects and Requirements

- Curb management plans can provide efficient allocation of space within the edge of the street to make sure parking, as well as other uses, such as bike lanes or loading areas, can also be accommodated.
- Quick-build pilot projects that either remove or add on-street parking can provide short-term improvements that allow residents and visitors to experience impacts before committing to large financial investments.
- Convert strategically located on-street parking spots (such as at corners or midblock) into landscape zones, parklets, pop-ups, etc.
- Residential garages should be placed in a manner that preserves building presence on the street and provide uninterrupted pedestrian facilities.
- All non-residential buildings and multi-family residential buildings should provide both short-term and long-term bicycle or other micromobility storage space.
- Develop revised parking requirements for infill projects that uses parking requirements from Urban Core CRA District commercial uses and further provides flexibility that are responsive to Eastside's unique redevelopment challenges and consider such conditions as distance to transit stops and whether or not development is a rehabilitation of an existing structure.

Crosswalks and other decorations on the street can improve streets' look and feel

Caleb Oquendo

LEARNING FROM LEADING PEDESTRIAN INTERVALS

Leading pedestrian intervals are traffic signal adjustments that give pedestrians a head start to cross the street. Typically, the walk signal for pedestrians is displayed three to seven seconds before vehicles are given a green light to proceed. This helps to bring drivers' awareness to the presence of pedestrians, reducing conflicts with turning vehicles and improving safety.

OPEN SPACE AND COMMUNITY AMENITIES

The Open Space and Community Amenities policy category includes recommendations that enhance the quality of life within the district by increasing access to parks, trails, recreation, community centers, and other community destinations. Examples of recommendations in the Open Space and Community Amenities category include:

- Recommendations about specific parks or open spaces;
- Recommendations for new or improved community amenities;
- Qualities that the CRA should prioritize in proposed designs, such as natural habitats or tree canopy and shade;
- Participation in the City's upcoming Parks Master Plan;
- Celebration of places with historic and cultural significance in neighborhoods and special districts through public art;
- Requirements for developers to incorporate public art into their developments;
- Walking and bicycling connections to existing or future parks and destinations;
- Recommendations for community garden, improvements to cemeteries, and other neighborhood opens space.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Open Space and Community Amenities policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

Nikodash

Sasiistock

RECOMMENDATIONS

cottonbro

1. Parks Master Plan

- Participate in the 2025 Parks Master Plan being conducted by the City Parks and Recreation Department.
- The plan should assess the existing conditions and amenities and make recommendations for enhancing existing amenities, increasing the usability of the existing open spaces and cemeteries, and transforming vacant lots into new neighborhood parks where needed.
- The planning process should engage residents, relying on community input to guide the amenities, designs, and programming of parks.
- Park designs should prioritize amenities and programming that match the desires and needs of surrounding demographics.
- All interventions in parks and public spaces should prioritize increasing shade, comfort, and usability.
- Neighborhood parks or publicly-accessible open space should be located within 1/4-mile of all neighborhood blocks.
- The CRA may explore the option to fund future specific park enhancements that relate to placemaking.

2. Art Requirement for New Development

- Require new development receiving CRA funding to meet a requirement to incorporate public art that celebrates the history, culture, or place.
- Projects would be identified, funded, and installed by private developers; also explore "in-lieu" options.
- The CRA and City should identify and help initiate a regional arts organization that would eventually facilitate the program.

3. Natural Habitats and Tree Canopies

Require the use of native plant species, the creation of natural habitats, and tree canopies to provide shade in CRA-funded projects.

LEARNING FROM THE PAST: CELEBRATE CULTURE AND HISTORY OF THE EASTSIDE

Follow the recommendations as outlined in the Equitable Development Framework Plan: Principle 6.

SUPPORT HISTORICAL RESEARCH

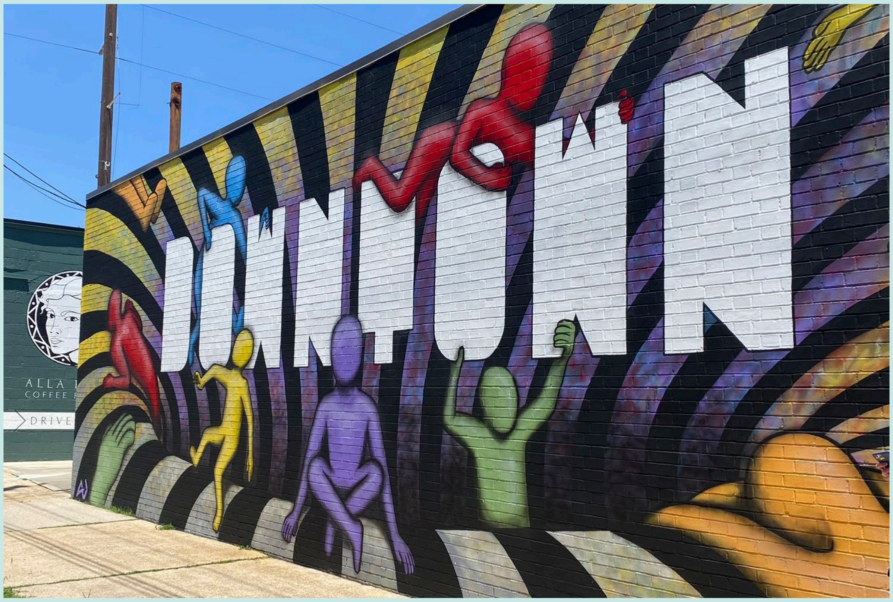
Invest in a dedicated historic preservation and documentation project to understand the various histories of the Lost Neighborhood at the neighborhoods surrounding Hollice T. Williams Park; incorporate and formalize the research that members of the Pensacola community have begun; include both formal histories as well as personal ones; allow for opportunities for residents to share photographs and oral histories.

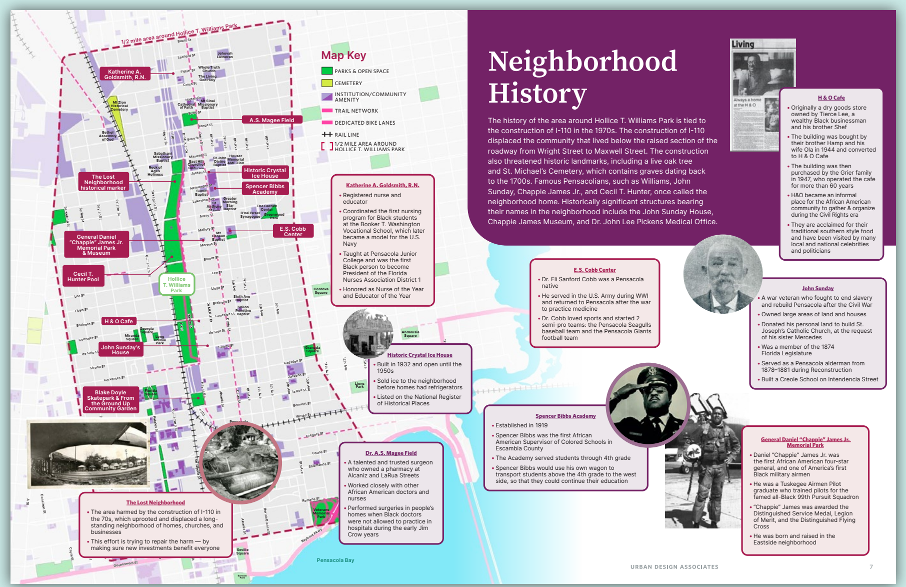
CREATE THEMES

Develop a well-designed, interactive theme that weaves history and stories throughout the park that not only informs users about the history, but encourages them to interact with it (for example, 3D structures they can walk in and through, music-based exhibits, etc.)

ENCOURAGE DEVELOPER PARTICIPATION

Developers working within a 1/2-mile of the park should incorporate public art that honors the history of the neighborhood into their buildings and exterior spaces.




1/2 mile area around Hollice T. Williams Park
Katherine A. Goldsmith, R.N.
A.S. Magee Field
The Lost Neighborhood historical marker
Historic Crystal Ice House
Spencer Bibbs Academy
E.S. Cobb Center
General Daniel "Chappie" James Jr. Memorial Park & Museum
Cecil T. Hunter Pool
Hollice T. Williams Park
H & O Cafe
John Sunday's House
Blake Doyle Skatepark & From the Ground Up Community Garden
Pensacola Bay
Living
Always a home at the H & O

Map Key

- 🟩 PARKS & OPEN SPACE
- 🟨 CEMETERY
- ▨ INSTITUTION/COMMUNITY AMENITY
- ▬ TRAIL NETWORK
- ▬ DEDICATED BIKE LANES
- ┼┼ RAIL LINE
- [ ] 1/2 MILE AREA AROUND HOLLICE T. WILLIAMS PARK

Neighborhood History

The history of the area around Hollice T. Williams Park is tied to the construction of I-110 in the 1970s. The construction of I-110 displaced the community that lived below the raised section of the roadway from Wright Street to Maxwell Street. The construction also threatened historic landmarks, including a live oak tree and St. Michael's Cemetery, which contains graves dating back to the 1700s. Famous Pensacolians, such as Williams, John Sunday, Chappie James Jr., and Cecil T. Hunter, once called the neighborhood home. Historically significant structures bearing their names in the neighborhood include the John Sunday House, Chappie James Museum, and Dr. John Lee Pickens Medical Office.

Katherine A. Goldsmith, R.N.

- Registered nurse and educator
- Coordinated the first nursing program for Black students at the Booker T. Washington Vocational School, which later became a model for the U.S. Navy
- Taught at Pensacola Junior College and was the first Black person to become President of the Florida Nurses Association District 1
- Honored as Nurse of the Year and Educator of the Year

H & O Cafe

- Originally a dry goods store owned by Tierce Lee, a wealthy Black businessman and his brother Shef
- The building was bought by their brother Hamp and his wife Ola in 1944 and converted to H & O Cafe
- The building was then purchased by the Grier family in 1947, who operated the cafe for more than 60 years
- H&O became an informal place for the African American community to gather & organize during the Civil Rights era
- They are acclaimed for their traditional southern style food and have been visited by many local and national celebrities and politicians

E.S. Cobb Center

- Dr. Eli Sanford Cobb was a Pensacola native
- He served in the U.S. Army during WWI and returned to Pensacola after the war to practice medicine
- Dr. Cobb loved sports and started 2 semi-pro teams: the Pensacola Seagulls baseball team and the Pensacola Giants football team

John Sunday

- A war veteran who fought to end slavery and rebuild Pensacola after the Civil War
- Owned large areas of land and houses
- Donated his personal land to build St. Joseph's Catholic Church, at the request of his sister Mercedes
- Was a member of the 1874 Florida Legislature
- Served as a Pensacola alderman from 1878–1881 during Reconstruction
- Built a Creole School on Intendencia Street

Historic Crystal Ice House

- Built in 1932 and open until the 1950s
- Sold ice to the neighborhood before homes had refrigerators
- Listed on the National Register of Historical Places

Spencer Bibbs Academy

- Established in 1919
- Spencer Bibbs was the first African American Supervisor of Colored Schools in Escambia County
- The Academy served students through 4th grade
- Spencer Bibbs would use his own wagon to transport students above the 4th grade to the west side, so that they could continue their education

The Lost Neighborhood

- The area harmed by the construction of I-110 in the 70s, which uprooted and displaced a long-standing neighborhood of homes, churches, and businesses
- This effort is trying to repair the harm — by making sure new investments benefit everyone

Dr. A.S. Magee Field

- A talented and trusted surgeon who owned a pharmacy at Alcaniz and LaRua Streets
- Worked closely with other African American doctors and nurses
- Performed surgeries in people's homes when Black doctors were not allowed to practice in hospitals during the early Jim Crow years

General Daniel "Chappie" James Jr. Memorial Park

- Daniel "Chappie" James Jr. was the first African American four-star general, and one of America's first Black military airmen
- He was a Tuskegee Airmen Pilot graduate who trained pilots for the famed all-Black 99th Pursuit Squadron
- "Chappie" James was awarded the Distinguished Service Medal, Legion of Merit, and the Distinguished Flying Cross
- He was born and raised in the Eastside neighborhood

URBAN DESIGN ASSOCIATES 7

Excerpt from Equitable Development Framework Plan (2024)

4. Community Facilities

Fund and build improvements to community facilities and programs, such as healthcare services, education, telehealth, community gathering space, a new senior center, a career learning lab, and cyber lounge.

Potential new locations for community facilities that should be studied include sites near Magee Field and/or infill sites along Dr. Martin Luther King, Jr. Drive and N Davis Highway.

Public restrooms can be added to parks, along streets, or in other public areas

5. Public Restrooms

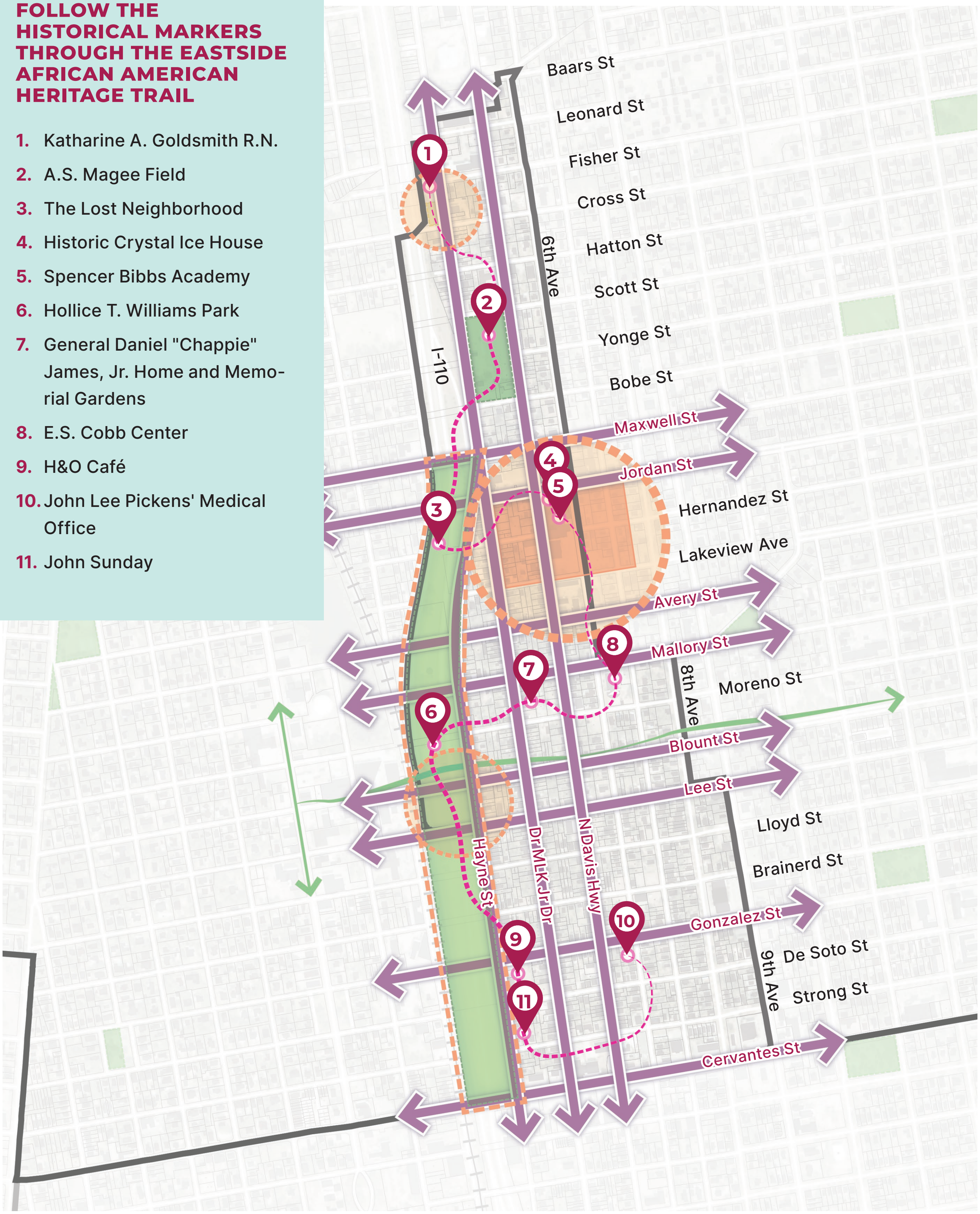
Partner with the City to identify locations, establish standards for design and maintenance, and support the construction and maintenance of public restrooms in or near public parks and highly-trafficked areas. Some potential locations may include Hollice T. Williams Park, Magee Field, or near the Crystal Ice House Market.

6. Low-Barrier Homeless Shelter

In partnership with local and regional homeless organizations, missions, shelters, and support services, the CRA should advocate for the creation of a low-barrier homeless shelter with minimal entry requirements (e.g., sobriety checks, income verification, strict identification policies, or participation in programs) to serve a wider range of individuals facing homelessness with complex needs.

FOLLOW THE HISTORICAL MARKERS THROUGH THE EASTSIDE AFRICAN AMERICAN HERITAGE TRAIL

1. Katharine A. Goldsmith R.N.
2. A.S. Magee Field
3. The Lost Neighborhood
4. Historic Crystal Ice House
5. Spencer Bibbs Academy
6. Hollice T. Williams Park
7. General Daniel "Chappie" James, Jr. Home and Memorial Gardens
8. E.S. Cobb Center
9. H&O Café
10. John Lee Pickens' Medical Office
11. John Sunday


Baars St
Leonard St
Fisher St
Cross St
Hatton St
Scott St
Yonge St
Bobe St
Maxwell St
Jordan St
Hernandez St
Lakeview Ave
Avery St
Mallory St
Moreno St
Blount St
Lee St
Lloyd St
Brainerd St
Gonzalez St
De Soto St
Strong St
Cervantes St
6th Ave
8th Ave
9th Ave
I-110
Hayne St
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N Davis Hwy
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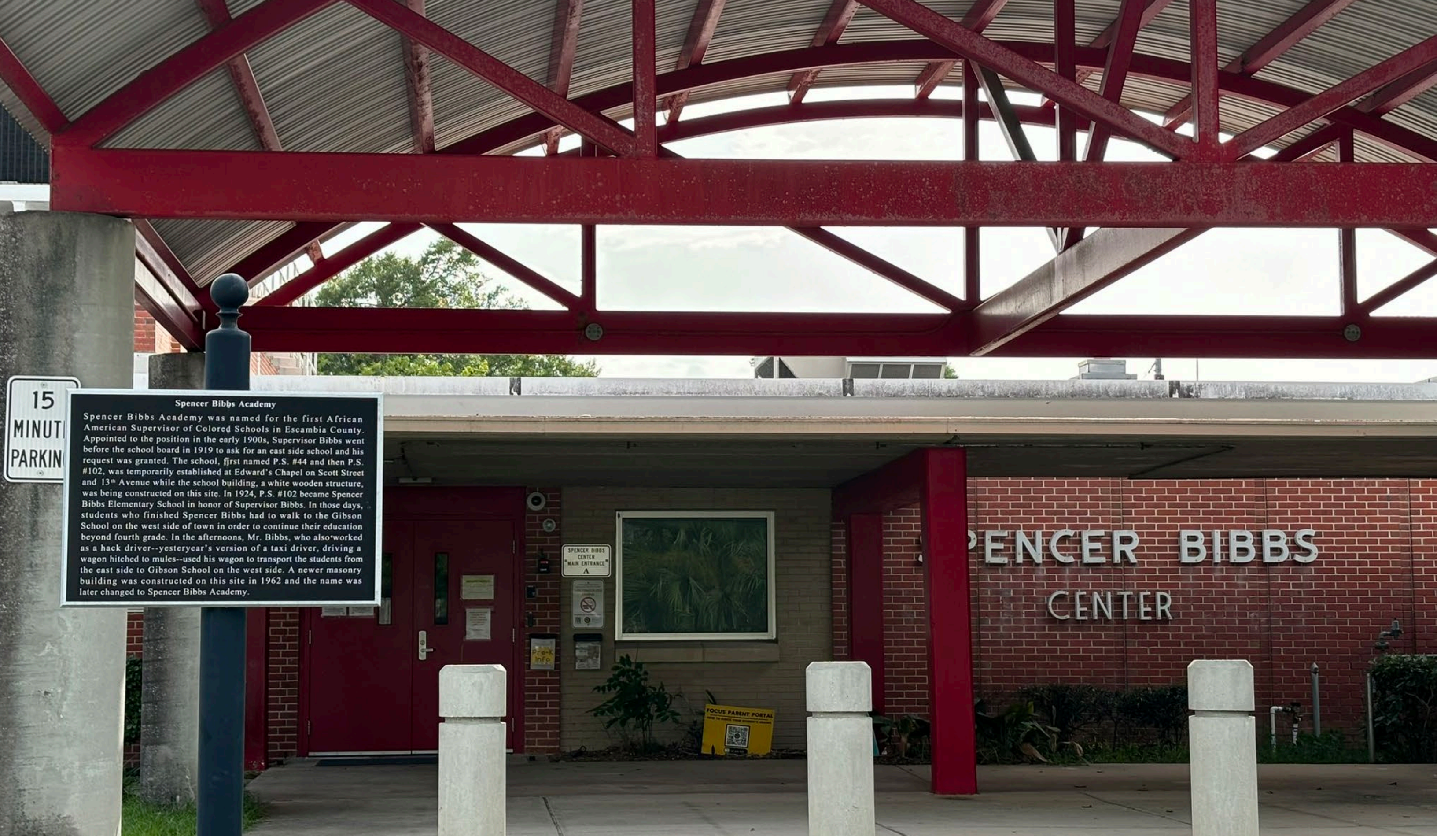


Spencer Bibbs Academy

Spencer Bibbs Academy was named for the first African American Supervisor of Colored Schools in Escambia County. Appointed to the position in the early 1900s, Supervisor Bibbs went before the school board in 1919 to ask for an east side school and his request was granted. The school, first named P.S. #44 and then P.S. #102, was temporarily established at Edward's Chapel on Scott Street and 13th Avenue while the school building, a white wooden structure, was being constructed on this site. In 1924, P.S. #102 became Spencer Bibbs Elementary School in honor of Supervisor Bibbs. In those days, students who finished Spencer Bibbs had to walk to the Gibson School on the west side of town in order to continue their education beyond fourth grade. In the afternoons, Mr. Bibbs, who also worked as a hack driver--yesteryear's version of a taxi driver, driving a wagon hitched to mules--used his wagon to transport the students from the east side to Gibson School on the west side. A newer masonry building was constructed on this site in 1962 and the name was later changed to Spencer Bibbs Academy.

The Spencer Bibbs Center is a stop along the African American Heritage Trail in the Eastside

7. Community Gardens

- Assess the need for and interest in community gardens in public parks as part of the 2025 Parks Master Plan.
- Build relationships with potential garden operators.

8. Stormwater and Drainage Infrastructure Maintenance

Recommend that the City address stormwater and drainage issues along E Mallory Street between Hayne Street and 9th Avenue, along E Gonzalez Street, and Avery Street.

9. Eastside African American Heritage Trail

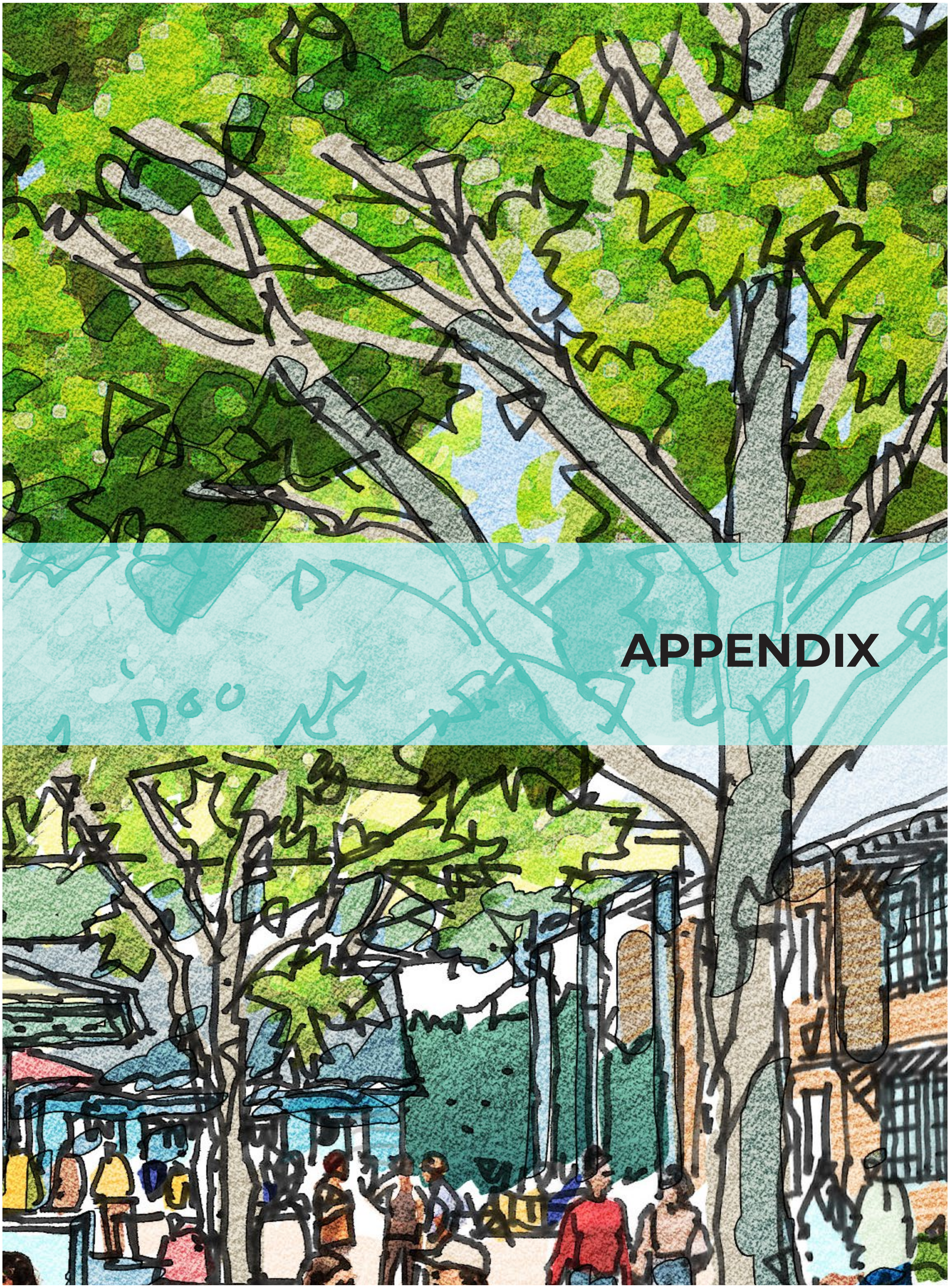
Continue to celebrate and support the African American Heritage Trail that connects the historical markers that tell the history of cultural landmarks in the Eastside.

10. Connections to Hollice T. Williams Park

Study the east-west pedestrian and bicycling connections to and from Hollice T. Williams and identify priority paths for streetscape improvements.

FangXiaNuo

Community gardens can be a great way to build community participation



APPENDIX

SUMMARY OF STEP 1 ENGAGEMENT

LIST OF ENGAGEMENT EVENTS

During Step 1 of the planning process, several different types of community engagement were utilized:

Listening Workshop — May 30th, 6:30-8:00 PM
- To explain the CRA planning process and to hear from residents about the key issues to address in the plan
- 32 attendees

Interactive Online Map* (detailed on following pages) — May 28th-August 23rd
- 765 contributions from 213 contributors

Eastside Associations Leadership Meeting — May 28th-31st
- To understand the history of planning in the Eastside neighborhood, and current neighborhood priorities

Stakeholder Meetings* — May 28th-31st
- Topic-based meetings
  - Workforce & Economic Development
  - Housing
  - Community Support Organizations
  - Historic Preservation
  - Arts & Culture
  - Neighborhood Associations
  - Environment & Waterways
  - Parks & Amenities
  - Transportation
- 51 organizations attended over three days

Virtual Workshop #1* — June 11th
- To explain the CRA planning process and to hear from residents about the key issues to address in the plan
- Provided for those that could not attend in-person workshops in May

Community Conversations* — August
- Three additional CRA staff-led workshops
- 138 total attendees

Stakeholder Meetings* — August
- Smaller meeting to discuss specific tops in the three CRA districts
  - Neighborhood Associations Stakeholder Meeting (11 attendees)
  - Environmental & Waterways, Parks & Amenities, and Transportation Stakeholder Meeting (7 attendees)

Pop-up Summer kids camps & Senior Bingo — August**
- Four CRA staff-led events
- 70 total attendees

Listening workshop

Stakeholder meeting

Listening workshop

** This engagement included attendees from all 3 districts*

*** This engagement was conducted with the Westside and Eastside*

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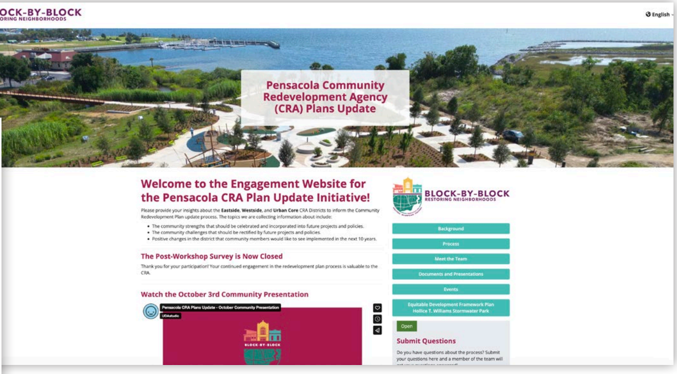
ABOUT THE INTERACTIVE MAP

A vital part of Step 1 engagement included an online interactive map. The online interactive map served as a digital tool for place-based feedback about the planning process. Pensacola residents and stakeholder were encouraged to provide comments in at least one of four categories:

- Your Favorite Places
- Problem Areas
- Ideas for the Future
- General Comments

Respondents were able to drag one of these comment categories and pin it to a specific place on the map of Pensacola. Comments were not limited to a specific CRA District. After the interaction map closed, tabulation and organization of the comments were completed. There were 765 contributions from 213 contributors to the interactive map.


BLOCK-BY-BLOCK
RESTORING NEIGHBORHOODS
English

Pensacola Community Redevelopment Agency (CRA) Plans Update

Welcome to the Engagement Website for the Pensacola CRA Plan Update Initiative!

Please provide your insights about the **Eastside**, **Westside**, and **Urban Core** CRA Districts to inform the Community Redevelopment Plan update process. The topics we are collecting information about include:

- The community strengths that should be celebrated and incorporated into future projects and policies.
- The community challenges that should be rectified by future projects and policies.
- Positive changes in the district that community members would like to see implemented in the next 10 years.

The Post-Workshop Survey is Now Closed

Thank you for your participation! Your continued engagement in the redevelopment plan process is valuable to the CRA.

Watch the October 3rd Community Presentation

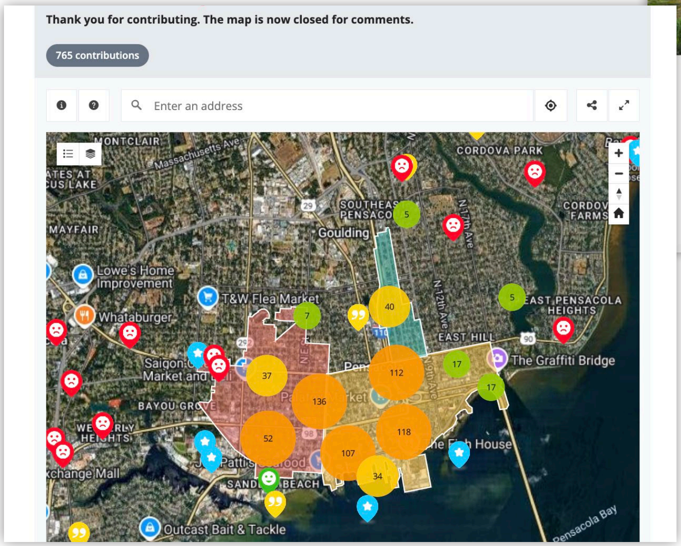
Pensacola CRA Plans Update - October Community Presentation

UDAstudio

Background
Process
Meet the Team
Documents and Presentations
Events
Equitable Development Framework Plan
Hollice T. Williams Stormwater Park
Open

Submit Questions

Do you have questions about the process? Submit your questions here and a member of the team will


Thank you for contributing. The map is now closed for comments.

765 contributions
Enter an address
MONTCLAIR
Massachusetts Ave
MAYFAIR
Lowe's Home Improvement
Whataburger
T&W Flea Market
Saigon Market and
BAYOU GROVE
WESTERLY HEIGHTS
Exchange Mall
Patti's Seafood
SANDY BEACH
Outcast Bait & Tackle
SOUTHEAST PENSACOLA
Goulding
CORDOVA PARK
CORDOVA FARMS
EAST PENSACOLA HEIGHTS
EAST HILL
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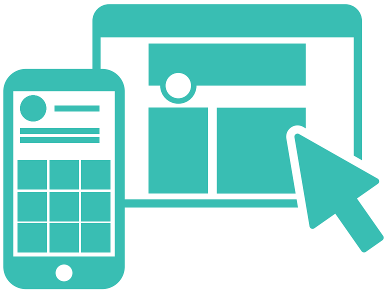


STEP 1 ENGAGEMENT SUMMARY RESULTS

The following pages show the summarized results of the online interactive map contributions to the Eastside CRA District with the other Step 1 engagement processes, including in-person and virtual community meetings, stakeholder groups, neighborhood workshops, and youth events. Along with identifying and summarizing Eastside-specific strengths, weaknesses, and opportunities, six themes addressed specific concerns and comments about the Eastside:

- Arts, Cultures, Activities, and Destinations
- Streets and Connections
- Housing and Opportunity Sites
- Community-Centered Planning
- Resilient Infrastructure
- Parks and Open Space

On the maps, community and stakeholder feedback is indicated by green (strengths), blue (opportunities), and red (weaknesses).

Ways People have Engaged in the Plan Update Process

- In-Person & Virtual Community Meetings
- Online Interactive Map
- Stakeholder Groups
- Neighborhood Workshops
- Youth Events

Over
2,000
Total Comments

Over **900** comments from more than **270** participants at the community meetings

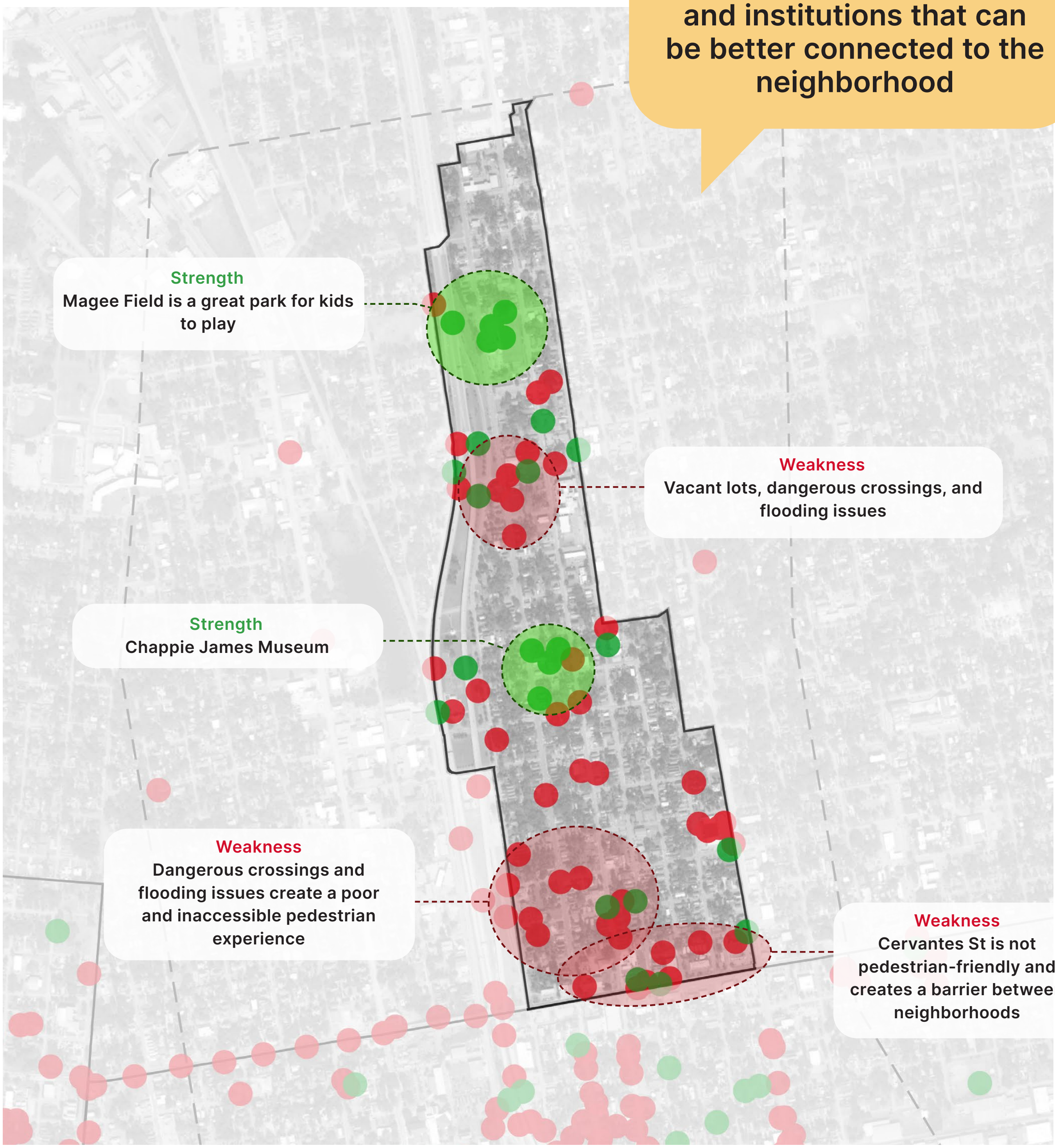
Over **750** comments from **213** contributors on the interactive map

Engagement from **9** stakeholder groups

Over **200** comments from neighborhood workshops

Over **200** comments from youth groups

The Eastside district has great existing amenities and institutions that can be better connected to the neighborhood



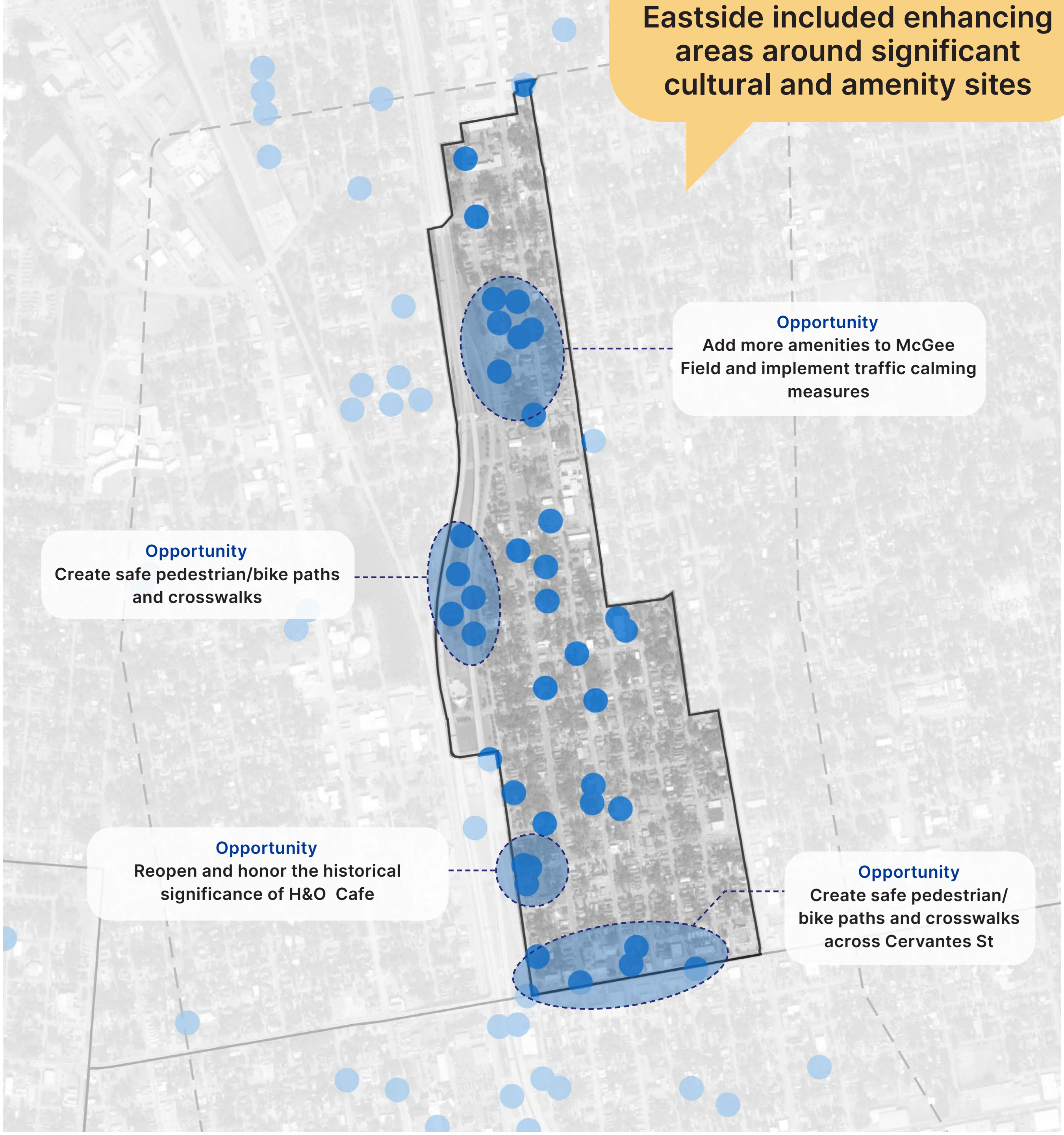
Strength
Magee Field is a great park for kids to play

Weakness
Vacant lots, dangerous crossings, and flooding issues

Strength
Chappie James Museum

Weakness
Dangerous crossings and flooding issues create a poor and inaccessible pedestrian experience

Weakness
Cervantes St is not pedestrian-friendly and creates a barrier between neighborhoods



Along with pedestrian and bicycle connectivity, community visions for the Eastside included enhancing areas around significant cultural and amenity sites

Opportunity
Add more amenities to McGee Field and implement traffic calming measures

Opportunity
Create safe pedestrian/bike paths and crosswalks

Opportunity
Reopen and honor the historical significance of H&O Cafe

Opportunity
Create safe pedestrian/bike paths and crosswalks across Cervantes St

Strengths

- The vibrant downtown area
- Palafox Street - active and walkable
- Historical buildings with unique character
- Shops and restaurants
- Parks and open space, including the Blake Doyle skate park, Ferdinand Plaza, and Veterans Memorial Park
- The waterfront, with areas like Bruce Beach for families and activities at the Blue Wahoo Stadium
- Paved streets and street trees
- Festivals and events that promote the local arts & culture

Weaknesses

- Lack of affordable, accessible grocery store
- Lack of retail carrying everyday goods
- Existing parks are not well-maintained
- I-110 causes noise and air pollution for the neighboring residential neighborhood and park
- Vacant/rundown buildings and lots make the area feel unsafe and detract from the existing character
- Poor bike and pedestrian connections to neighborhood amenities and downtown
- Lack of public amenities (i.e.. bathrooms)
- Existing infrastructure does not address drainage & flooding issues and are poorly maintained
- Speeding traffic
- Littering

Opportunities

- Add amenities and programming to existing community centers in the neighborhood
- Create a safe community (better lighting, neighborhood watch)
- Celebrate the history of the area through public art, signage, building preservation, and education
- Create safe pedestrian and bike connections to neighborhood amenities
- Add amenities to existing parks
- Create a wide variety of parks with different uses and programming
- Create affordable housing
- Make sure existing residents have a say in the future of their neighborhood

Arts, Culture, Activities, and Destinations

- Celebrate the history of the neighborhood through art, signage, building preservation, and education and partner with existing organizations and non-profits
- Create more indoor spaces for community needs (community center, library, indoor gyms)
- Create more retail & restaurants
- Create/support affordable and accessible programs and activities for families, children, and seniors

Streets and Connections

- Improve pedestrian connections & access to public amenities
- Repair the issues caused by the I-110 (torn community fabric and lost history, noise, poor connections)
- Improve pedestrian crossings
- Limit excessive parking and create shared parking strategies
- Slow traffic and improve safety on streets

Housing & Opportunity Sites

- Create affordable and accessible housing for all stages of life and help homeowners maintain existing homes (seniors, families, rental, homeownership)
- Make sure future development focuses on inclusion, community participation & keeping existing residents
- Rehab or demolish existing damaged properties

Community-Centered Planning

- Align zoning and planning policies with community needs
- Create a safe community for all (appropriate lighting, safety education for kids, set up a neighborhood watch)
- Create job and entrepreneurship opportunities for residents and support existing small businesses
- Create more accessible systems for sharing information and resources
- Provide everyday services and retail
- Expand the CRA boundary to provide funding for adjacent neighborhoods

Resilient Infrastructure

- Mitigate flooding impacts (“Old Stinky”, parks with lots of pavement, A St, Garden St, Clubbs St & Government St, Clubbs St & Zarragossa, Bruce Beach, Gonzales & Tarragona)
- Underground utilities and cut trees back from existing utilities
- Protect the shoreline/minimize damage from future natural disasters

Parks and Open Space

- Provide more parks and open space
- Incorporate lighting, seating, landscaping, and stormwater features in park
- Preserve old-growth trees
- Improve the maintenance of existing parks and update existing amenities to be accessible for all ages and abilities

SUMMARY OF STEP 2 ENGAGEMENT

LIST OF ENGAGEMENT EVENTS

Step 2 of the planning process included a week-long workshop that culminated in a presentation and open house. Following the presentation, surveys and additional meetings were conducted to gain valuable feedback from those unable to attend the workshop events.

1:1 Meeting with the Mayor* — September 30th, 3:00-4:00 PM

- To review opportunity sites and priorities rights-of-ways
- To receive input on developmental projects

Meetings with Councilmembers & CRA Board* — September 30th-October 1st

- To review recommendations, input on development projects, priority rights-of-way & workshop insights, and listen to input

Meetings with City Department Heads* — October 1st

- To present ideas in progress
- To discuss any alternatives or sensitive information

Testing Workshop Public Open House* — October 1st, 6:00-7:30pm

- To share ideas for potential projects in the Eastside and get feedback from residents about potential CRA investments
- Spanish translation provided

Stakeholder Meetings with Developers* — October 2nd, 9:30-11:00 AM

- To discuss decision factors around investments

Testing Workshop Public Open House* — October 2nd, 12:00-1:30pm

- To share ideas for potential projects in the Eastside and get feedback from residents about potential CRA investments
- Spanish translation provided

Testing Workshop Community Presentation* — October 3rd, 6:00-7:30pm

- To share ideas for potential projects in the Eastside and get feedback from residents about potential CRA investments
- Open House followed

Post-workshop Survey* — October 14th-November 4th (detailed on following pages)

- To gather feedback on the concepts presented at the public meeting on October 3rd

Debrief with Keith Leonard, the Escambia County School Superintendent

- To gather input specifically on the Eastside plan and the Spencer Bibbs/Ice House plan

Debrief with the Area Housing Commission* — December 12th

- To debrief on the concepts that were developed during the Testing Workshop in October

** This engagement was conducted with all three CRA districts at once*

Tuesday open house

Thursday open house

Testing workshop community presentation

ABOUT THE SURVEY

Because workshop attendance and feedback was limited to those who could physically be there, the post-workshop survey was crucial in gaining additional feedback. To widen the engagement reach, the survey was offered both digitally and in print, with English and Spanish versions, and distributed to hundreds of Pensacola residents, the goal was to reach as many residents as possible to obtain accurate and comprehensive feedback of the ideas presented at the workshop.

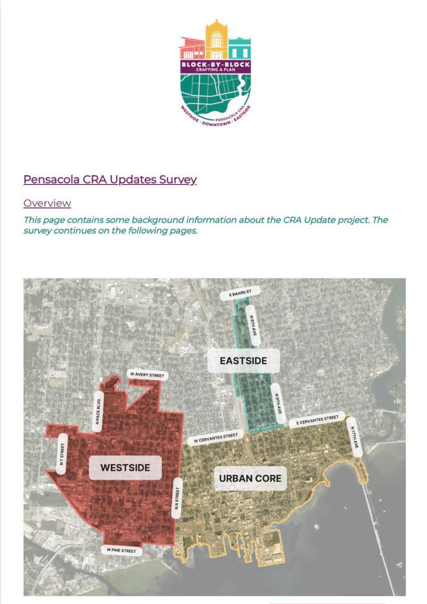
The survey was made available to the public from October 14th, 2024 through November 4th, 2024 and garnered 174 responses. Over 90% of participants live in Pensacola year-round, while over 50% of participants live in the CRA District boundary. About 55% of participants had not attended any previous engagement, showing that much of the feedback and ideas given were new for the project.

The following pages show the summarized results of each survey question. Along with the overall results of the survey, the data was further examined to organize the responses from residents who live in the Eastside. Some of the open text responses have been recorded in this document (at the bottom of the respective page); the comments that appear here have been selected for their relevancy and representativeness of the remainder of the comments.

Top Comments in the Eastside

Of the 11 responses received from Eastside residents, top overall comments included:

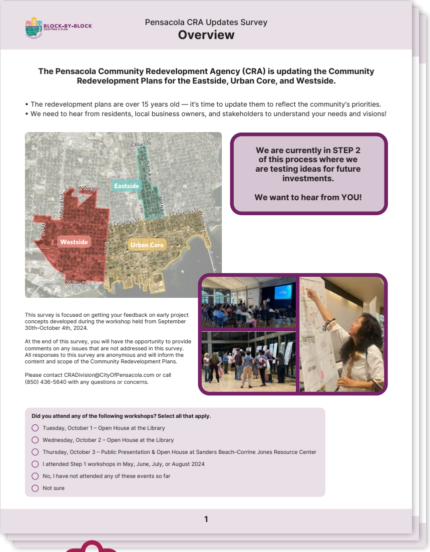
- Improve safety on North Davis Highway and Dr. MLK Jr Drive.
- Provide mixed-income housing and house ownership opportunities.
- Create a small business incubator and food park around the Crystal Ice House site.
- Prioritize Cervantes Street, North Davis Highway, and Blount Street for pedestrian and bicyclist safety and comfort.



Pensacola CRA Updates Survey

Overview

This page contains some background information about the CRA Update project. The survey continues on the following pages.



Pensacola CRA Updates Survey
Overview

The Pensacola Community Redevelopment Agency (CRA) is updating the Community Redevelopment Plans for the Eastside, Urban Core, and Westside.

- The redevelopment plans are over 15 years old — it's time to update them to reflect the community's priorities.
- We need to hear from residents, local business owners, and stakeholders to understand your needs and visions!

We are currently in STEP 2 of this process where we are testing ideas for future investments.

We want to hear from YOU!

This survey is focused on getting your feedback on early project concepts developed during the workshop held from September 30th–October 4th, 2024.

At the end of this survey, you will have the opportunity to provide comments on any issues that are not addressed in this survey. All responses to this survey are anonymous and will inform the content and scope of the Community Redevelopment Plans.

Please contact CRADivision@CityOfPensacola.com or call (850) 436-5640 with any questions or concerns.

Did you attend any of the following workshops? Select all that apply.

○ Tuesday, October 1 – Open House at the Library
○ Wednesday, October 2 – Open House at the Library
○ Thursday, October 3 – Public Presentation & Open House at Sanders Beach–Corrine Jones Resource Center
○ I attended Step 1 workshops in May, June, July, or August 2024
○ No, I have not attended any of these events so far
○ Not sure

1

All respondents

Eastside residents

1. Did you attend any of the following workshops?

166 answered, 8 skipped

No, I have not attended any of these events so far	*91 resp.*	54.82 %
I attended Step 1 workshops in May, June, July, or August 2024	*57 resp.*	34.34 %
Thursday, October 3 (Public Presentation & Open House at Sanders Beach-Corrine Jones Resource Center)	*31 resp.*	18.67 %
Wednesday, October 2 (Open House at the Library)	*21 resp.*	12.65 %
Tuesday, October 1 (Open House at the Library)	*20 resp.*	12.05 %
Not sure	*2 resp.*	1.2 %

11 answered, 0 skipped

No, I have not attended any of these events so far	*7 resp.*	63.64 %
I attended Step 1 workshops in May, June, July, or August 2024	*3 resp.*	27.27 %
Thursday, October 3 (Public Presentation & Open House at Sanders Beach-Corrine Jones Resource Center)	*2 resp.*	18.18 %
Wednesday, October 2 (Open House at the Library)	*2 resp.*	18.18 %
Tuesday, October 1 (Open House at the Library)	*3 resp.*	27.27 %
Not sure	*0 resp.*	0 %

36% of Eastside residents who took this survey attended at least one previous workshop

2. What is your home zip code? If you don't live in the United States, what is your county of residence?

150 answered, 24 skipped

32502	*44 resp.*	29.33 %
32501	*34 resp.*	22.67 %
32503	*29 resp.*	19.33 %
32504	*15 resp.*	10 %
32514	*7 resp.*	4.67 %
32507	*5 resp.*	3.33 %
32505	*4 resp.*	2.67 %
32506	*3 resp.*	2 %

11 answered, 0 skipped

32502	*0 resp.*	0 %
32501	*3 resp.*	27.28 %
32503	*8 resp.*	72.72 %
32504	*0 resp.*	0 %
32514	*0 resp.*	0 %
32507	*0 resp.*	0 %
32505	*0 resp.*	0 %
32506	*0 resp.*	0 %

All respondents

Eastside residents

3. What is your relationship with Pensacola?

All respondents

154 answered, 20 skipped

I live here year-round	*143 resp.*	92.86 %
I work here	*46 resp.*	29.87 %
I visit places in the CRA Districts regularly	*46 resp.*	29.87 %
I live here seasonally	*8 resp.*	5.19 %
I visit here from out of town	*1 resp.*	0.65 %

Eastside residents

11 answered, 0 skipped

I live here year-round	*11 resp.*	100 %
I work here	*1 resp.*	9.09 %
I visit places in the CRA Districts regularly	*1 resp.*	9.09 %
I live here seasonally	*0 resp.*	0 %
I visit here from out of town	*0 resp.*	0 %

4. What CRA District of Pensacola do you live in?

153 answered, 21 skipped

Urban Core	*46 resp. (30.07%)*
Westside	*29 resp. (18.95%)*
Eastside	*11 resp. (7.19%)*
Other	*60 resp. (45.76%)*

I live outside of CRA District boundaries, but in the City of Pensacola	*49 resp.*	32.03 %
I live outside of the City of Pensacola	*21 resp.*	13.73 %

5. How long have you lived in Pensacola?

All respondents

154 answered, 20 skipped

Less than one year	*12 resp.*	7.79 %
1 to 2 years	*7 resp.*	4.55 %
3 to 5 years	*20 resp.*	12.99 %
6 to 9 years	*22 resp.*	14.29 %
10+ years	*89 resp.*	57.79 %
I do not live in Pensacola	*4 resp.*	2.6 %

Eastside residents

11 answered, 0 skipped

Less than one year	*2 resp.*	18.18 %
1 to 2 years	*1 resp.*	9.09 %
3 to 5 years	*0 resp.*	0 %
6 to 9 years	*2 resp.*	18.18 %
10+ years	*6 resp.*	54.55 %
I do not live in Pensacola	*0 resp.*	0 %

All respondents

Eastside residents

6. What CRA District of Pensacola do you work in?

126 answered, 48 skipped (All respondents)

8 answered, 3 skipped (Eastside residents)

	All respondents		Eastside residents	
Urban Core	*59 resp.*	46.83 %	*3 resp.*	37.5 %
I work outside the City of Pensacola	*28 resp.*	22.22 %	*0 resp.*	0 %
I work outside of CRA District boundaries, but in the City of Pensacola	*24 resp.*	19.05 %	*1 resp.*	12.5 %
Westside	*19 resp.*	15.08 %	*0 resp.*	0 %
Eastside	*17 resp.*	13.49 %	*4 resp.*	50 %

7. What CRA District of Pensacola do you most often visit?

153 answered, 21 skipped (All respondents)

11 answered, 0 skipped (Eastside residents)

	All respondents		Eastside residents	
Urban Core	*110 resp.*	71.9 %	*6 resp.*	55.55 %
Westside	*26 resp.*	16.99 %	*0 resp.*	0 %
Eastside	*17 resp.*	11.11 %	*5 resp.*	45.45 %

8. How do you identify your gender?

153 answered, 21 skipped (All respondents)

11 answered, 0 skipped (Eastside residents)

	All respondents		Eastside residents	
Male	*73 resp.*	47.71 %	*5 resp.*	45.45 %
Female	*71 resp.*	46.41 %	*6 resp.*	55.55 %
Non-binary/third gender	*5 resp.*	3.27 %	*0 resp.*	0 %
Prefer not to say	*4 resp.*	2.61 %	*0 resp.*	0 %

All respondents

9. What is your age?

154 answered, 20 skipped

Under 17 years	*0 resp.*	0 %
18-24 years	*3 resp.*	1.95 %
25 to 34 years	*20 resp.*	12.99 %
35 to 44 years	*30 resp.*	19.48 %
45 to 54 years	*27 resp.*	17.53 %
55 to 64 years	*29 resp.*	18.83 %
65 years or older	*41 resp.*	26.62 %
Prefer not to say	*4 resp.*	2.6 %

Eastside residents

11 answered, 0 skipped

Under 17 years	*0 resp.*	0 %
18-24 years	*0 resp.*	0 %
25 to 34 years	*1 resp.*	9.09 %
35 to 44 years	*4 resp.*	36.36 %
45 to 54 years	*2 resp.*	18.18 %
55 to 64 years	*0 resp.*	0 %
65 years or older	*4 resp.*	36.36 %
Prefer not to say	*0 resp.*	0 %

City of Pensacola Age Demographics

Data from United States Census, American Community Survey, 2022

Under 20 years	22.2 %
20-24 years	5.8 %
25 to 34 years	16.9 %
35 to 45 years	11.1 %
45 to 54 years	10.2 %
55 to 64 years	13.7 %
65 years or older	20.1 %

All respondents

Eastside residents

10. What is your race/ethnicity?

154 answered, 20 skipped

11 answered, 0 skipped

White	*119 resp.*	77.27 %	*9 resp.*	81.82 %
Black or African American	*18 resp.*	11.69 %	*4 resp.*	36.36 %
Prefer not to say	*16 resp.*	10.39 %	*1 resp.*	9.09 %
Hispanic or Latino/a	*7 resp.*	4.55 %	*0 resp.*	0 %
American Indian or Alaska Native	*2 resp.*	1.3 %	*0 resp.*	0 %
Asian or Asian American	*2 resp.*	1.3 %	*0 resp.*	0 %
Middle Eastern or North African	*0 resp.*	0 %	*0 resp.*	0 %
Native Hawaiian or other Pacific Islander	*0 resp.*	0 %	*0 resp.*	0 %
Another race	*0 resp.*	0 %	*0 resp.*	0 %

11. What is the combined annual income of all working adults in your household?

154 answered, 20 skipped

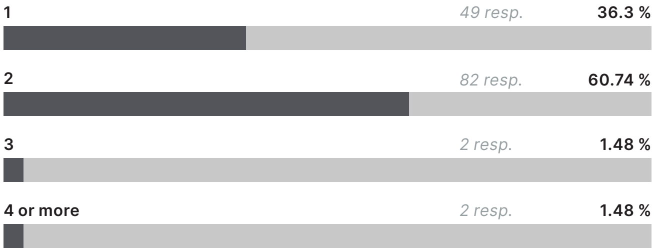
11 answered, 0 skipped

Less than $25,000	*4 resp.*	2.6 %	*1 resp.*	9.09 %
$25,000–$34,999	*5 resp.*	3.25 %	*0 resp.*	0 %
$35,000–$49,999	*11 resp.*	7.14 %	*0 resp.*	0 %
$50,000–$74,999	*19 resp.*	12.34 %	*0 resp.*	0 %
$75,000–$99,999	*19 resp.*	12.34 %	*4 resp.*	36.36 %
$100,000–$149,999	*23 resp.*	14.94 %	*1 resp.*	9.09 %
$150,000–$199,999	*25 resp.*	16.23 %	*4 resp.*	36.36 %
$200,000 or more	*25 resp.*	16.23 %	*1 resp.*	9.09 %
Retired	*13 resp.*	8.44 %	*0 resp.*	0 %
Prefer not to say	*10 resp.*	6.49 %	*0 resp.*	0 %

All respondents

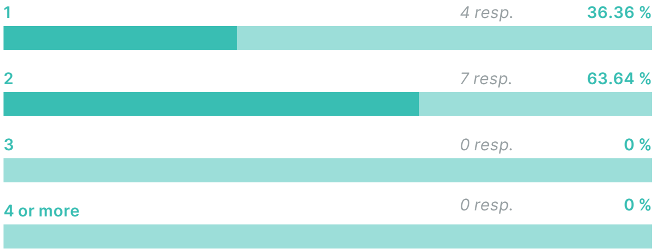
12. How many working adults live in your household?

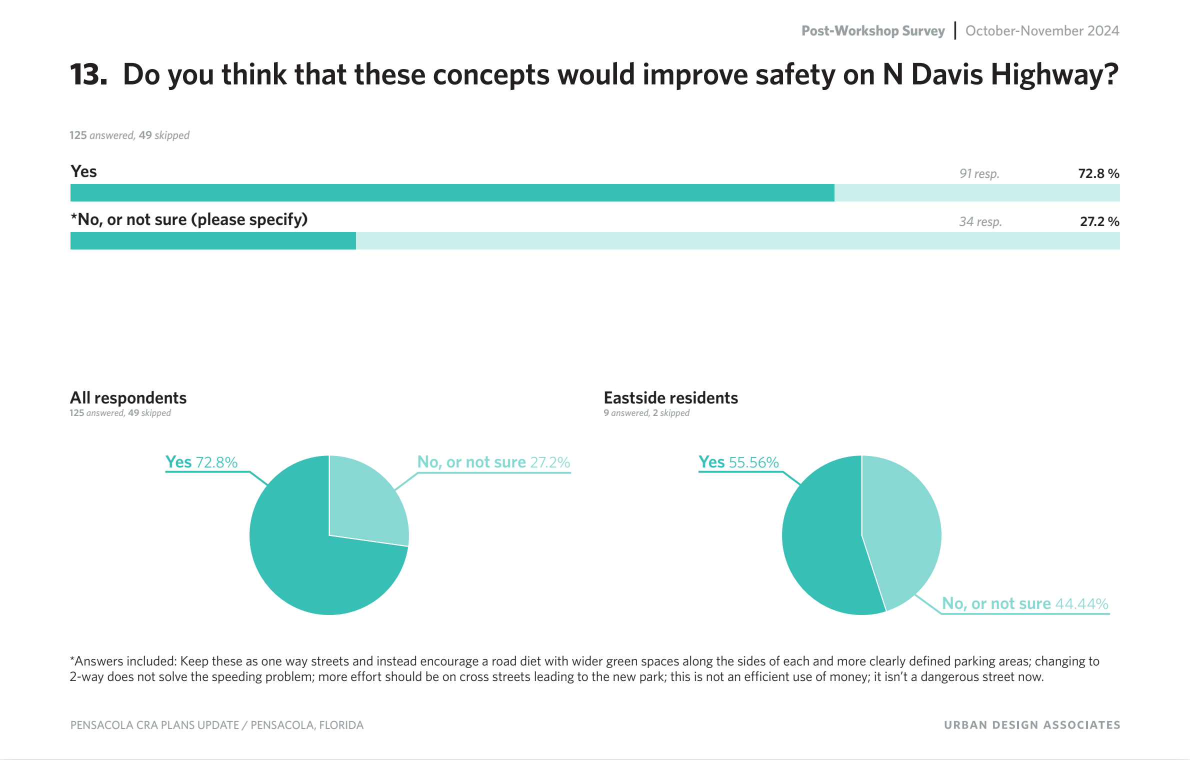
135 answered, 39 skipped



Eastside residents

11 answered, 0 skipped





Post-Workshop Survey | October-November 2024

13. Do you think that these concepts would improve safety on N Davis Highway?

125 *answered*, 49 *skipped*

Yes	*91 resp.*	**72.8 %**
***No, or not sure (please specify)**	*34 resp.*	**27.2 %**

All respondents
125 *answered*, 49 *skipped*

Yes 72.8%
No, or not sure 27.2%

Eastside residents
9 *answered*, 2 *skipped*

Yes 55.56%
No, or not sure 44.44%

*Answers included: Keep these as one way streets and instead encourage a road diet with wider green spaces along the sides of each and more clearly defined parking areas; changing to 2-way does not solve the speeding problem; more effort should be on cross streets leading to the new park; this is not an efficient use of money; it isn't a dangerous street now.

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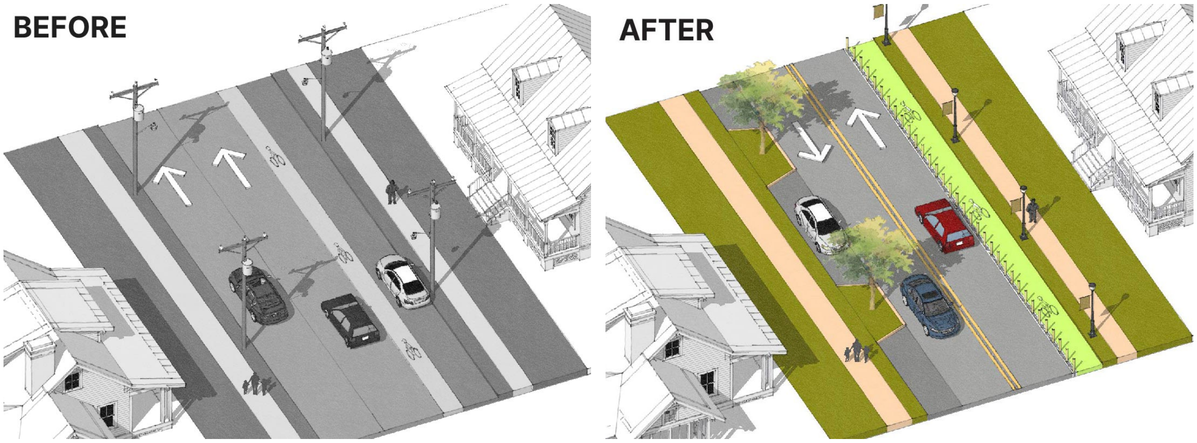
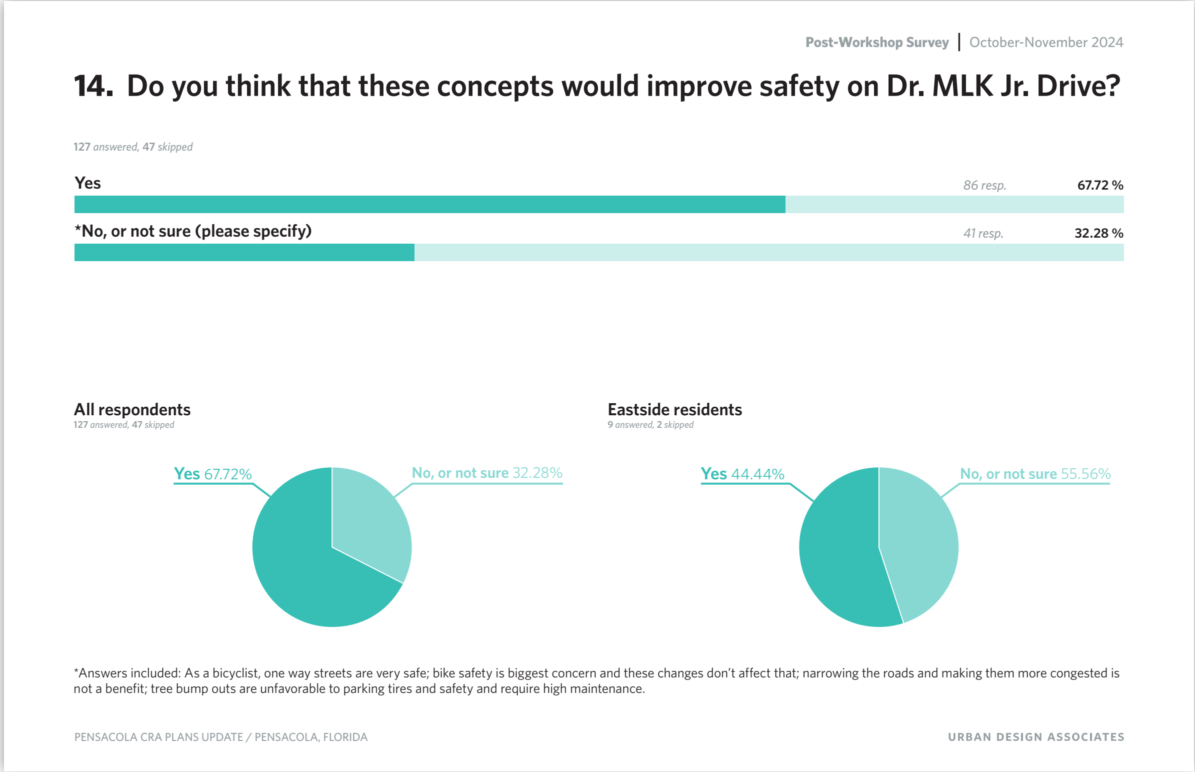


North Davis Highway
This proposal corresponds with question 13



Post-Workshop Survey | October-November 2024

14. Do you think that these concepts would improve safety on Dr. MLK Jr. Drive?

127 *answered*, 47 *skipped*

Yes	*86 resp.*	67.72 %
***No, or not sure (please specify)**	*41 resp.*	32.28 %

All respondents
127 *answered*, 47 *skipped*

Eastside residents
9 *answered*, 2 *skipped*

*Answers included: As a bicyclist, one way streets are very safe; bike safety is biggest concern and these changes don't affect that; narrowing the roads and making them more congested is not a benefit; tree bump outs are unfavorable to parking tires and safety and require high maintenance.

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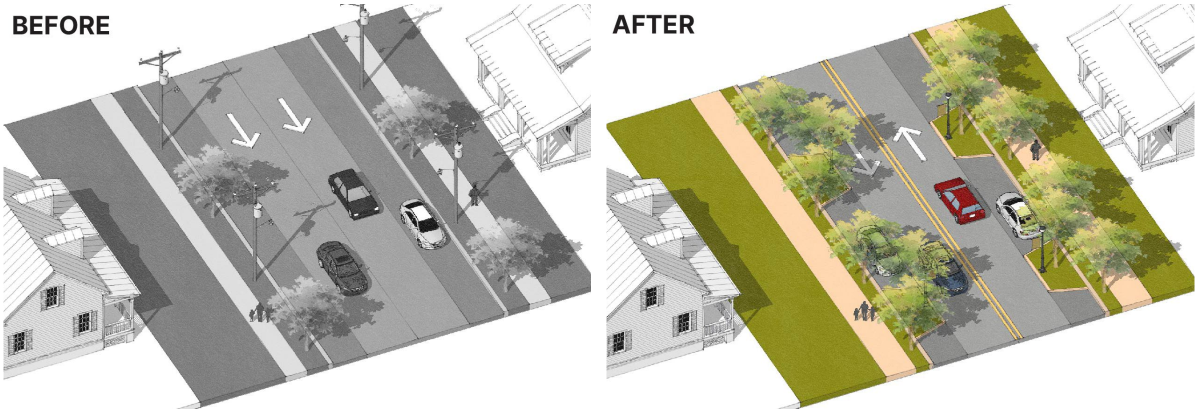
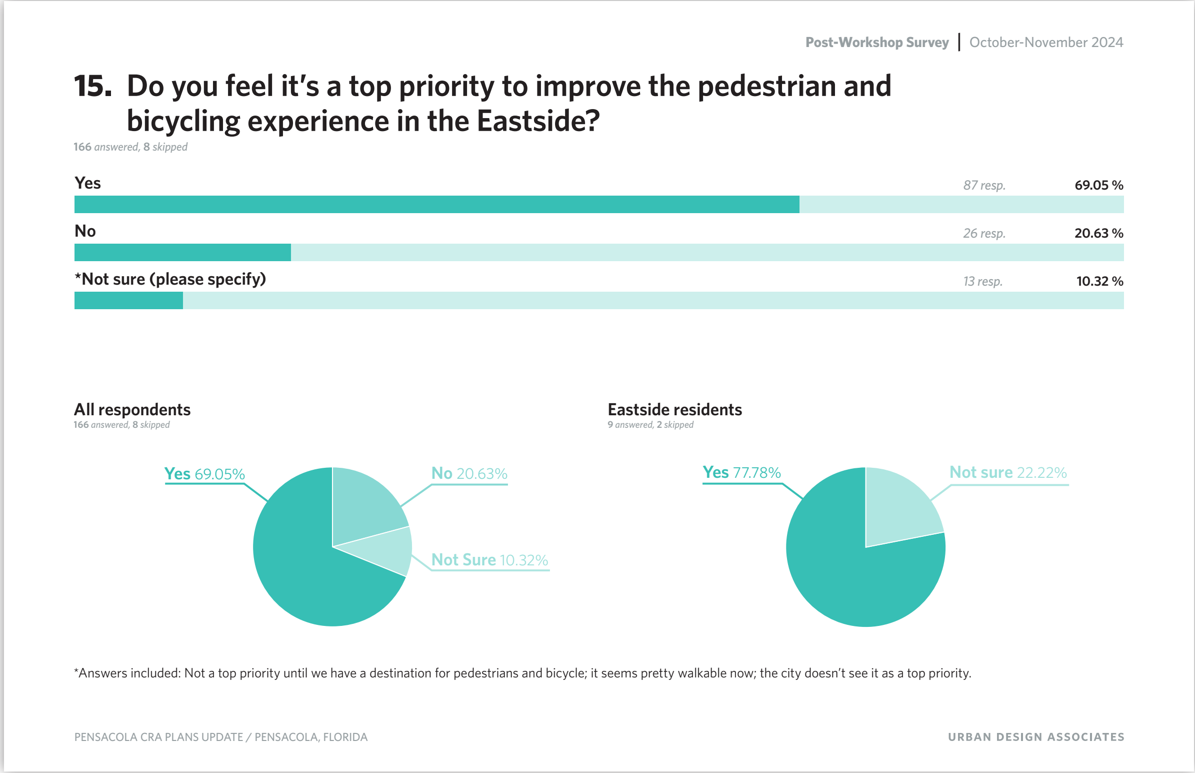


Dr. MLK Jr. Drive
This proposal corresponds with question 14



Post-Workshop Survey | October-November 2024

15. Do you feel it's a top priority to improve the pedestrian and bicycling experience in the Eastside?

166 *answered*, 8 *skipped*

Yes	*87 resp.*	**69.05 %**
No	*26 resp.*	**20.63 %**
***Not sure (please specify)**	*13 resp.*	**10.32 %**

All respondents
166 *answered*, 8 *skipped*

Eastside residents
9 *answered*, 2 *skipped*

*Answers included: Not a top priority until we have a destination for pedestrians and bicycle; it seems pretty walkable now; the city doesn't see it as a top priority.

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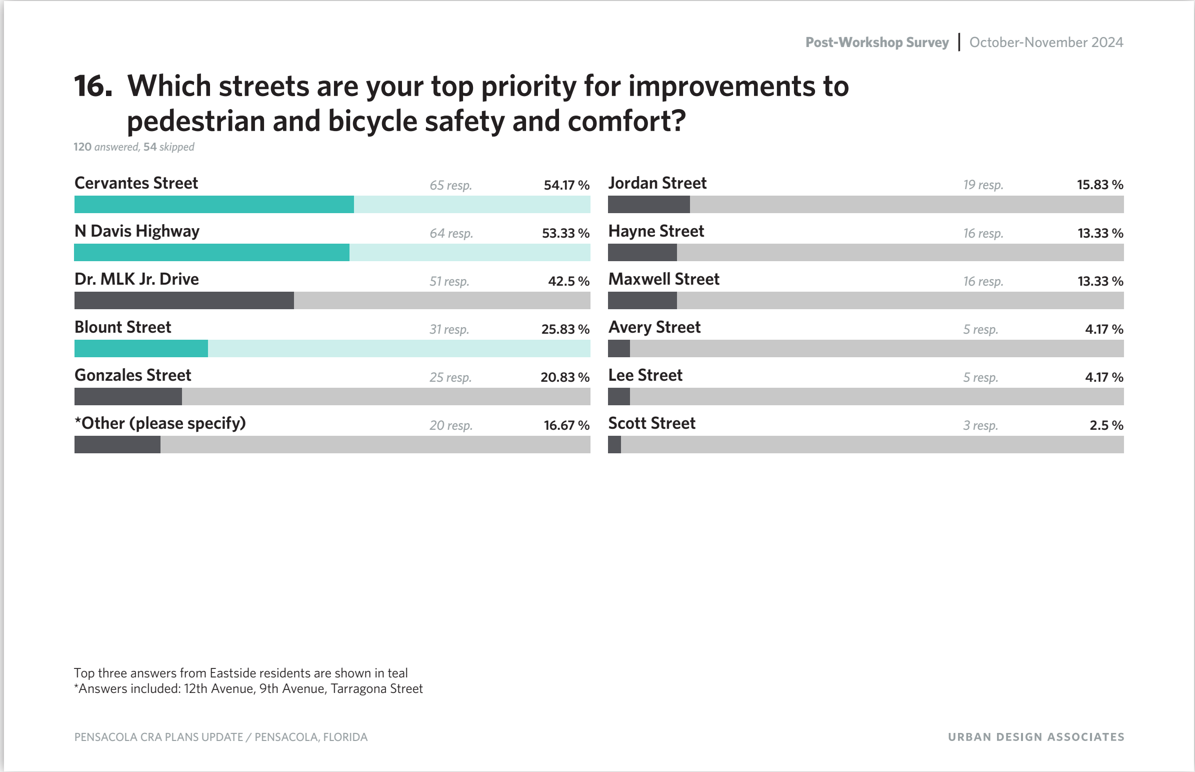

Post-Workshop Survey | October-November 2024

16. Which streets are your top priority for improvements to pedestrian and bicycle safety and comfort?

120 *answered*, 54 *skipped*

Cervantes Street	*65 resp.*	**54.17 %**
N Davis Highway	*64 resp.*	**53.33 %**
Dr. MLK Jr. Drive	*51 resp.*	**42.5 %**
Blount Street	*31 resp.*	**25.83 %**
Gonzales Street	*25 resp.*	**20.83 %**
***Other (please specify)**	*20 resp.*	**16.67 %**
Jordan Street	*19 resp.*	**15.83 %**
Hayne Street	*16 resp.*	**13.33 %**
Maxwell Street	*16 resp.*	**13.33 %**
Avery Street	*5 resp.*	**4.17 %**
Lee Street	*5 resp.*	**4.17 %**
Scott Street	*3 resp.*	**2.5 %**

Top three answers from Eastside residents are shown in teal
*Answers included: 12th Avenue, 9th Avenue, Tarragona Street

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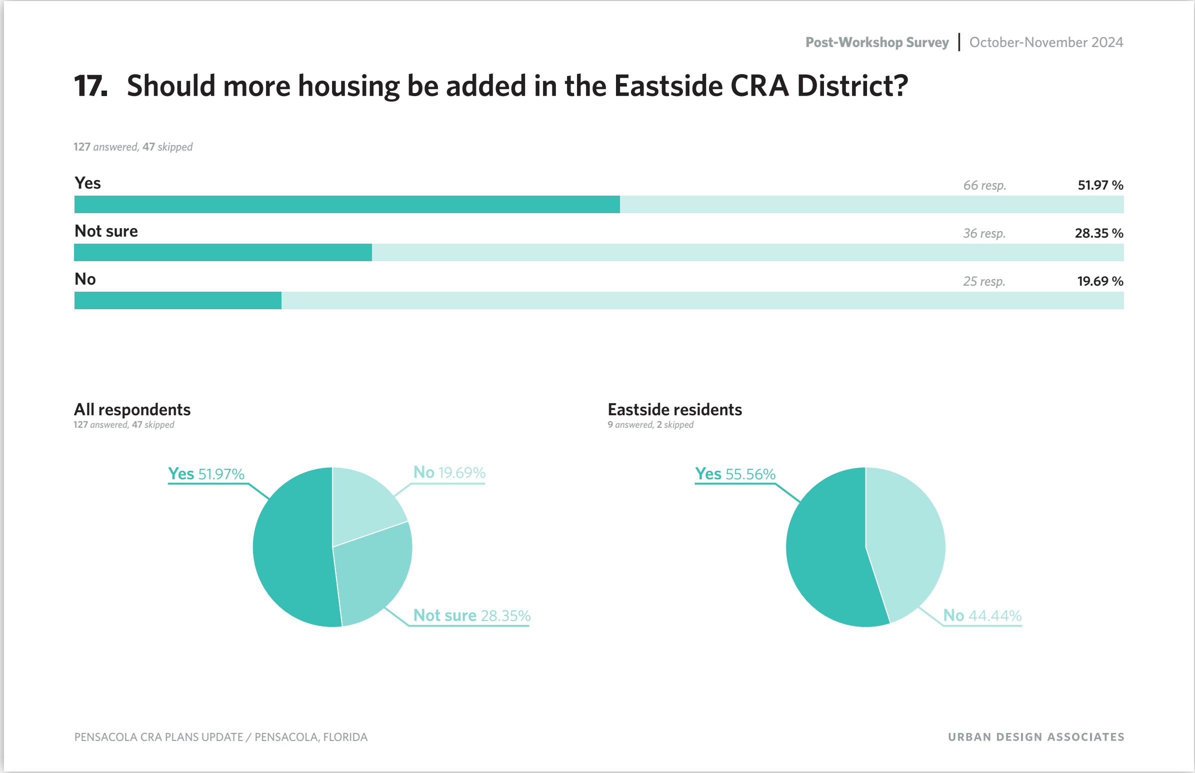

Post-Workshop Survey | October-November 2024

17. Should more housing be added in the Eastside CRA District?

127 *answered*, 47 *skipped*

Yes	*66 resp.*	51.97 %
Not sure	*36 resp.*	28.35 %
No	*25 resp.*	19.69 %

All respondents
127 *answered*, 47 *skipped*

Eastside residents
9 *answered*, 2 *skipped*

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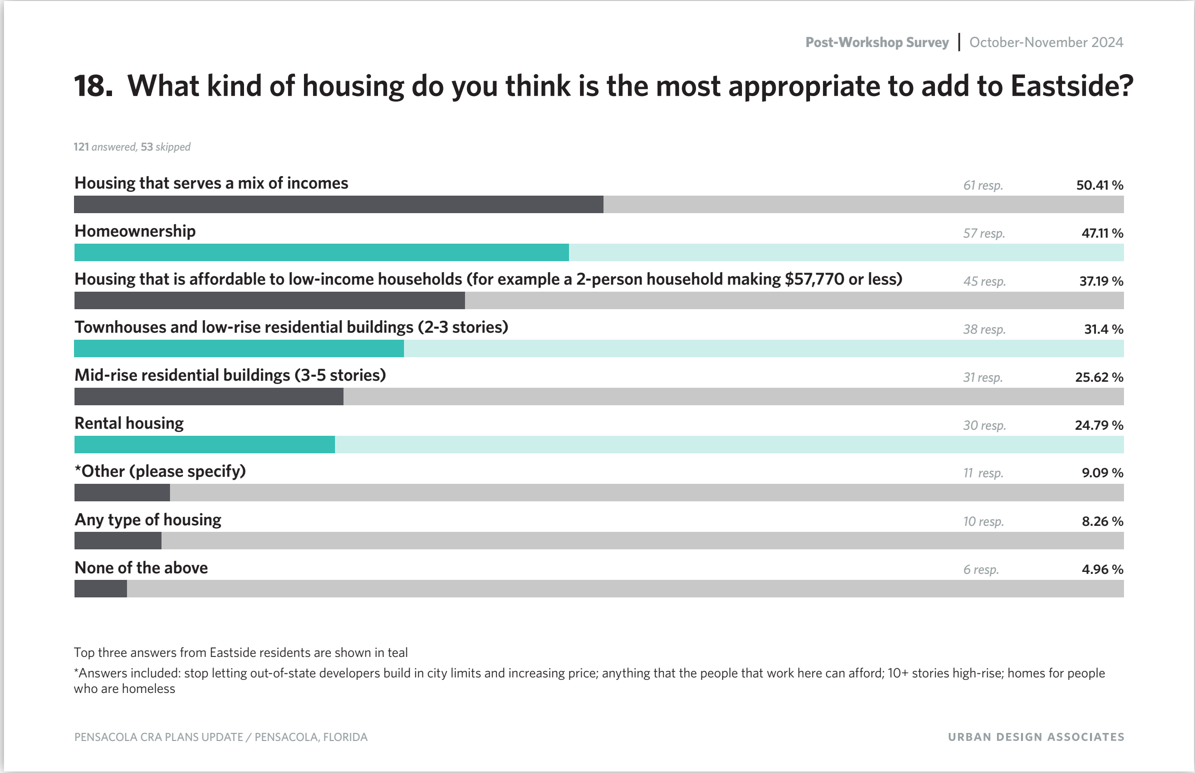

Post-Workshop Survey | October-November 2024

18. What kind of housing do you think is the most appropriate to add to Eastside?

121 *answered*, 53 *skipped*

Housing that serves a mix of incomes	*61 resp.*	50.41 %
Homeownership	*57 resp.*	47.11 %
Housing that is affordable to low-income households (for example a 2-person household making $57,770 or less)	*45 resp.*	37.19 %
Townhouses and low-rise residential buildings (2-3 stories)	*38 resp.*	31.4 %
Mid-rise residential buildings (3-5 stories)	*31 resp.*	25.62 %
Rental housing	*30 resp.*	24.79 %
*Other (please specify)	*11 resp.*	9.09 %
Any type of housing	*10 resp.*	8.26 %
None of the above	*6 resp.*	4.96 %

Top three answers from Eastside residents are shown in teal

*Answers included: stop letting out-of-state developers build in city limits and increasing price; anything that the people that work here can afford; 10+ stories high-rise; homes for people who are homeless

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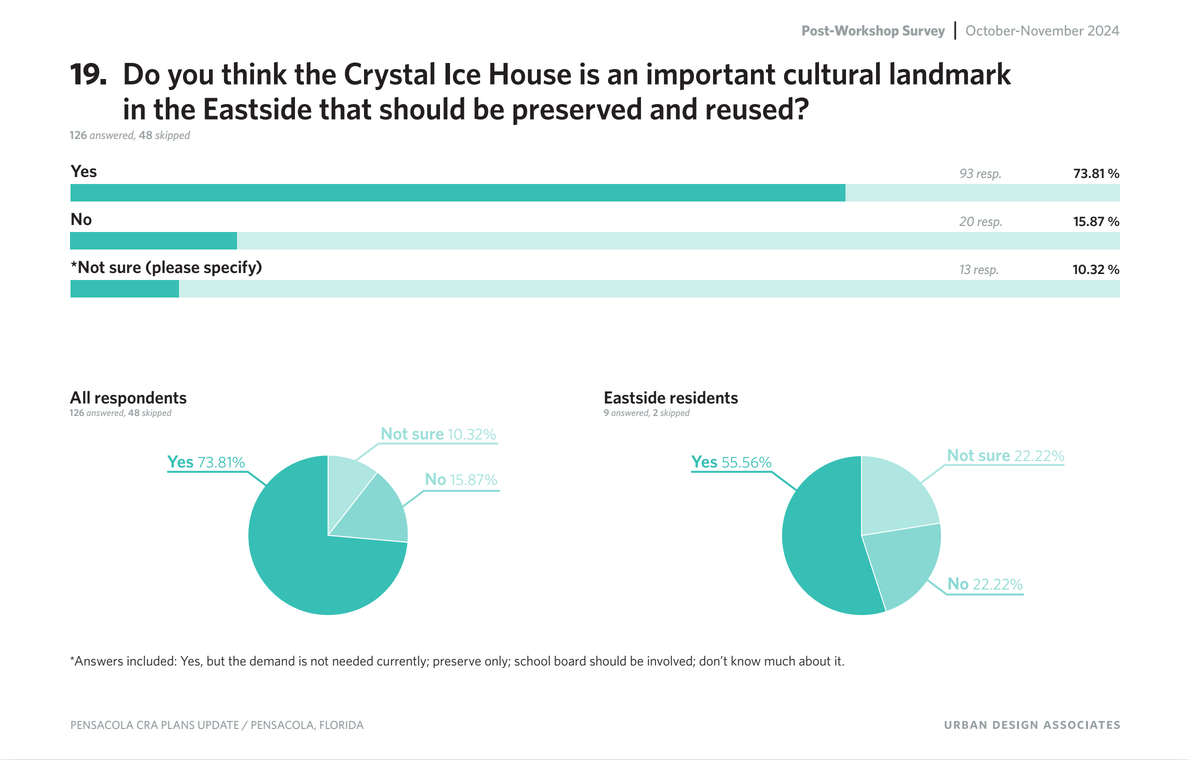

Post-Workshop Survey | October-November 2024

19. Do you think the Crystal Ice House is an important cultural landmark in the Eastside that should be preserved and reused?

126 *answered*, 48 *skipped*

Yes	*93 resp.*	73.81 %
No	*20 resp.*	15.87 %
*Not sure (please specify)	*13 resp.*	10.32 %

All respondents

126 *answered*, 48 *skipped*

Eastside residents

9 *answered*, 2 *skipped*

*Answers included: Yes, but the demand is not needed currently; preserve only; school board should be involved; don't know much about it.

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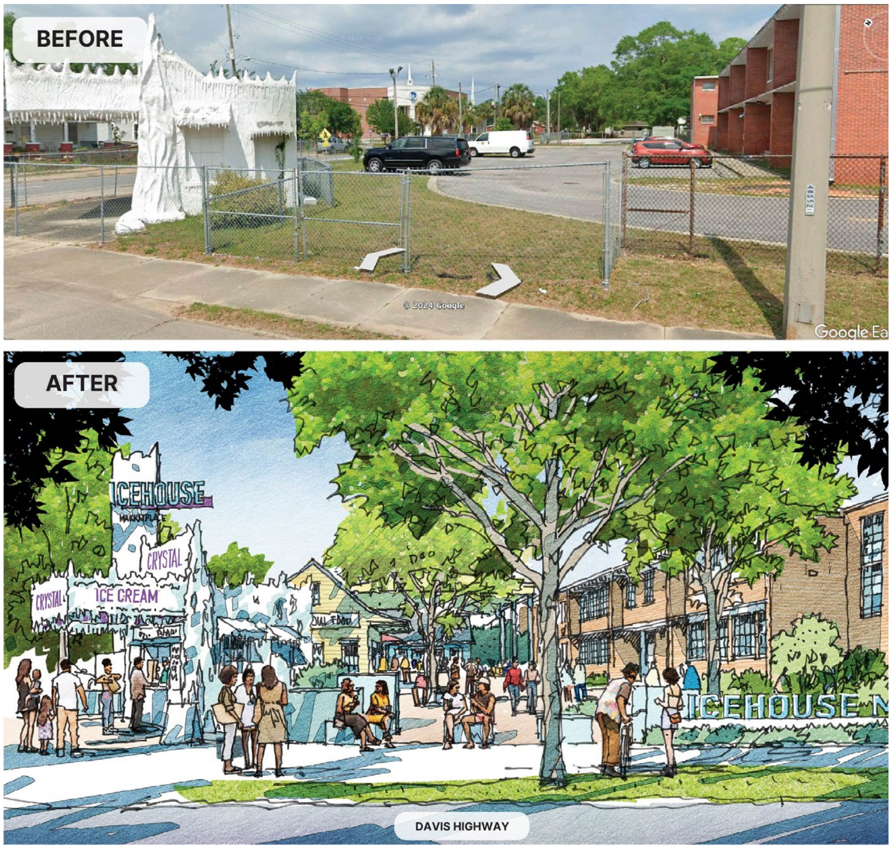
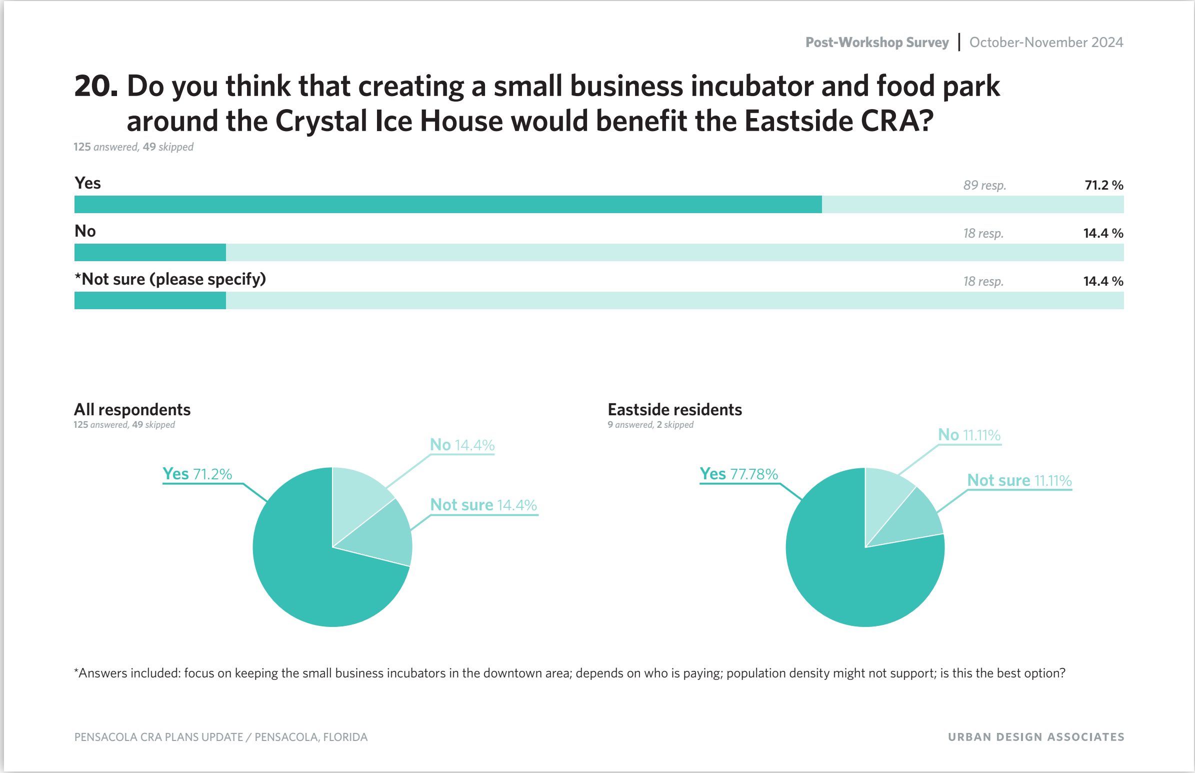

BEFORE
© 2024 Google
Google Ea
AFTER
ICEHOUSE
MARKETPLACE
CRYSTAL
CRYSTAL
ICE CREAM
ICEHOUSE M
DAVIS HIGHWAY

Crystal Ice House
This proposal corresponds with questions 19-21



Post-Workshop Survey | October-November 2024

20. Do you think that creating a small business incubator and food park around the Crystal Ice House would benefit the Eastside CRA?

125 answered, 49 skipped

Yes	*89 resp.*	71.2 %
No	*18 resp.*	14.4 %
*Not sure (please specify)	*18 resp.*	14.4 %

All respondents
125 answered, 49 skipped

Eastside residents
9 answered, 2 skipped

*Answers included: focus on keeping the small business incubators in the downtown area; depends on who is paying; population density might not support; is this the best option?

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA

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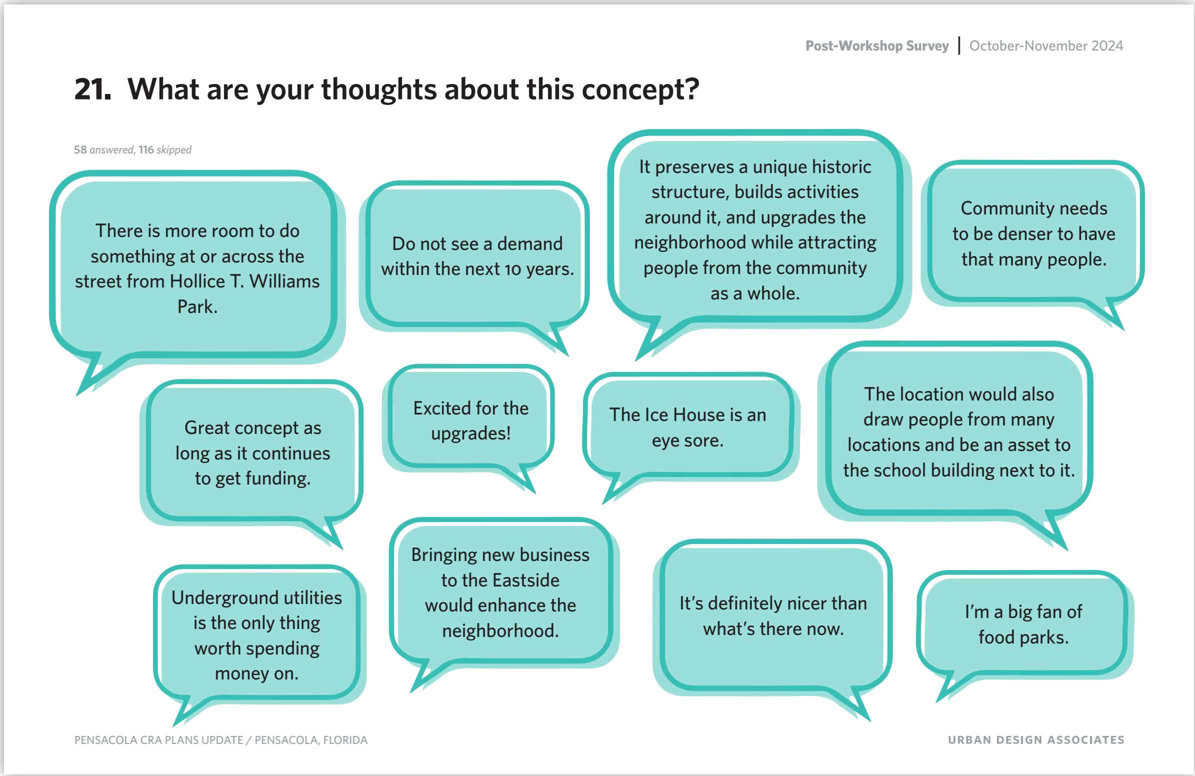

Post-Workshop Survey | October-November 2024

21. What are your thoughts about this concept?

58 answered, 116 skipped

There is more room to do something at or across the street from Hollice T. Williams Park.

Do not see a demand within the next 10 years.

It preserves a unique historic structure, builds activities around it, and upgrades the neighborhood while attracting people from the community as a whole.

Community needs to be denser to have that many people.

Great concept as long as it continues to get funding.

Excited for the upgrades!

The Ice House is an eye sore.

The location would also draw people from many locations and be an asset to the school building next to it.

Underground utilities is the only thing worth spending money on.

Bringing new business to the Eastside would enhance the neighborhood.

It's definitely nicer than what's there now.

I'm a big fan of food parks.

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA

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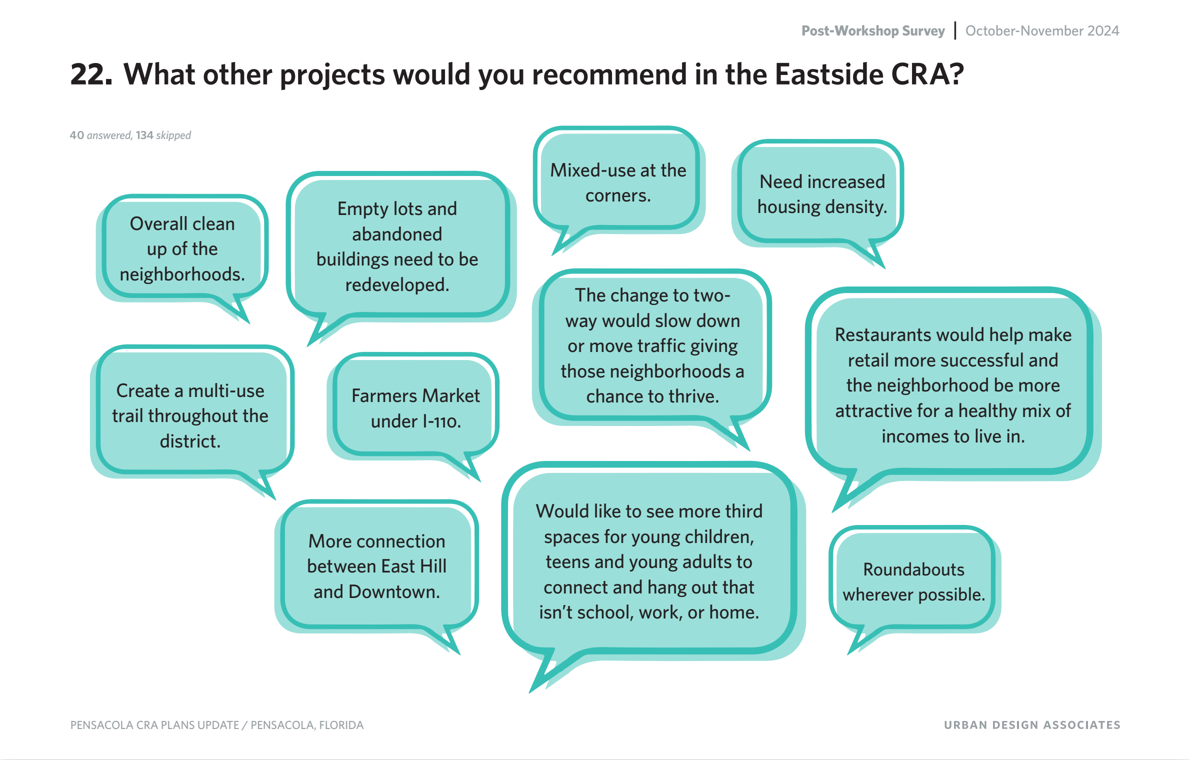
APPENDIX



Post-Workshop Survey | October-November 2024

22. What other projects would you recommend in the Eastside CRA?

40 *answered*, **134** *skipped*

Overall clean up of the neighborhoods.

Empty lots and abandoned buildings need to be redeveloped.

Mixed-use at the corners.

Need increased housing density.

The change to two-way would slow down or move traffic giving those neighborhoods a chance to thrive.

Restaurants would help make retail more successful and the neighborhood be more attractive for a healthy mix of incomes to live in.

Create a multi-use trail throughout the district.

Farmers Market under I-110.

More connection between East Hill and Downtown.

Would like to see more third spaces for young children, teens and young adults to connect and hang out that isn't school, work, or home.

Roundabouts wherever possible.

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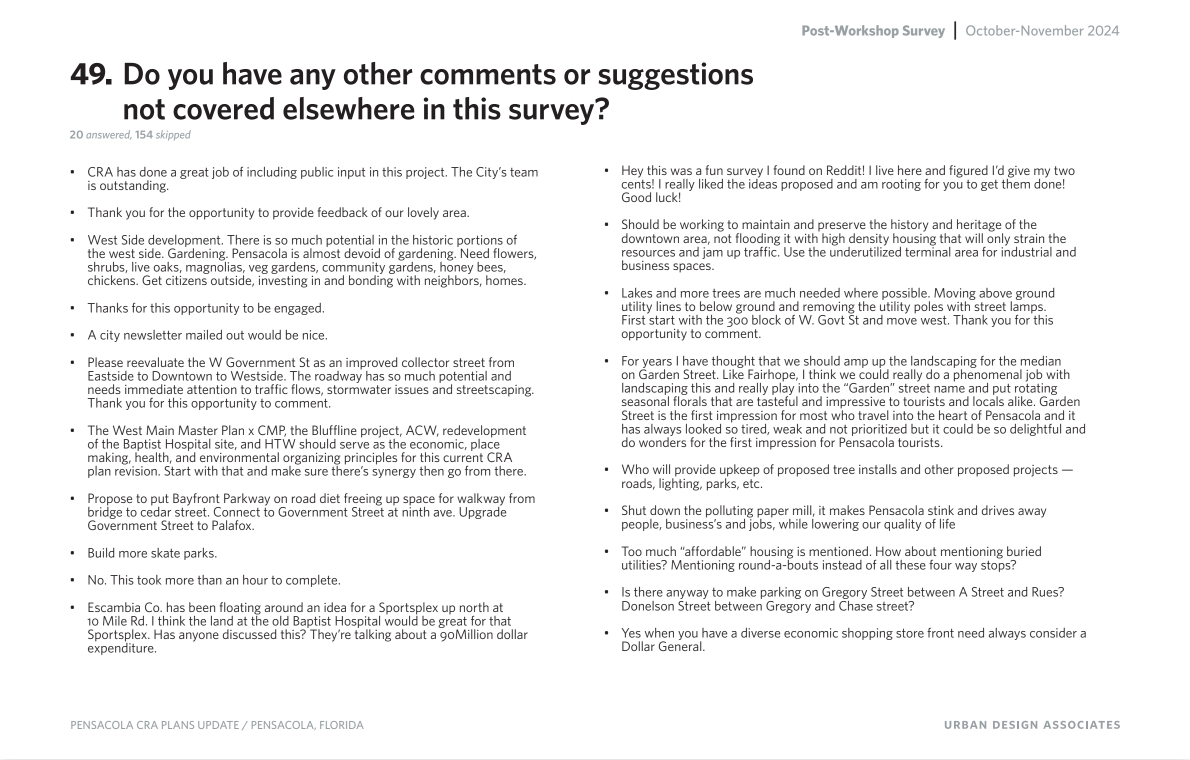

Post-Workshop Survey | October-November 2024

49. Do you have any other comments or suggestions not covered elsewhere in this survey?

20 *answered*, **154** *skipped*

- CRA has done a great job of including public input in this project. The City's team is outstanding.
- Thank you for the opportunity to provide feedback of our lovely area.
- West Side development. There is so much potential in the historic portions of the west side. Gardening. Pensacola is almost devoid of gardening. Need flowers, shrubs, live oaks, magnolias, veg gardens, community gardens, honey bees, chickens. Get citizens outside, investing in and bonding with neighbors, homes.
- Thanks for this opportunity to be engaged.
- A city newsletter mailed out would be nice.
- Please reevaluate the W Government St as an improved collector street from Eastside to Downtown to Westside. The roadway has so much potential and needs immediate attention to traffic flows, stormwater issues and streetscaping. Thank you for this opportunity to comment.
- The West Main Master Plan x CMP, the Bluffline project, ACW, redevelopment of the Baptist Hospital site, and HTW should serve as the economic, place making, health, and environmental organizing principles for this current CRA plan revision. Start with that and make sure there's synergy then go from there.
- Propose to put Bayfront Parkway on road diet freeing up space for walkway from bridge to cedar street. Connect to Government Street at ninth ave. Upgrade Government Street to Palafox.
- Build more skate parks.
- No. This took more than an hour to complete.
- Escambia Co. has been floating around an idea for a Sportsplex up north at 10 Mile Rd. I think the land at the old Baptist Hospital would be great for that Sportsplex. Has anyone discussed this? They're talking about a 90Million dollar expenditure.
- Hey this was a fun survey I found on Reddit! I live here and figured I'd give my two cents! I really liked the ideas proposed and am rooting for you to get them done! Good luck!
- Should be working to maintain and preserve the history and heritage of the downtown area, not flooding it with high density housing that will only strain the resources and jam up traffic. Use the underutilized terminal area for industrial and business spaces.
- Lakes and more trees are much needed where possible. Moving above ground utility lines to below ground and removing the utility poles with street lamps. First start with the 300 block of W. Govt St and move west. Thank you for this opportunity to comment.
- For years I have thought that we should amp up the landscaping for the median on Garden Street. Like Fairhope, I think we could really do a phenomenal job with landscaping this and really play into the "Garden" street name and put rotating seasonal florals that are tasteful and impressive to tourists and locals alike. Garden Street is the first impression for most who travel into the heart of Pensacola and it has always looked so tired, weak and not prioritized but it could be so delightful and do wonders for the first impression for Pensacola tourists.
- Who will provide upkeep of proposed tree installs and other proposed projects — roads, lighting, parks, etc.
- Shut down the polluting paper mill, it makes Pensacola stink and drives away people, business's and jobs, while lowering our quality of life
- Too much "affordable" housing is mentioned. How about mentioning buried utilities? Mentioning round-a-bouts instead of all these four way stops?
- Is there anyway to make parking on Gregory Street between A Street and Rues? Donelson Street between Gregory and Chase street?
- Yes when you have a diverse economic shopping store front need always consider a Dollar General.

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA

URBAN DESIGN ASSOCIATES

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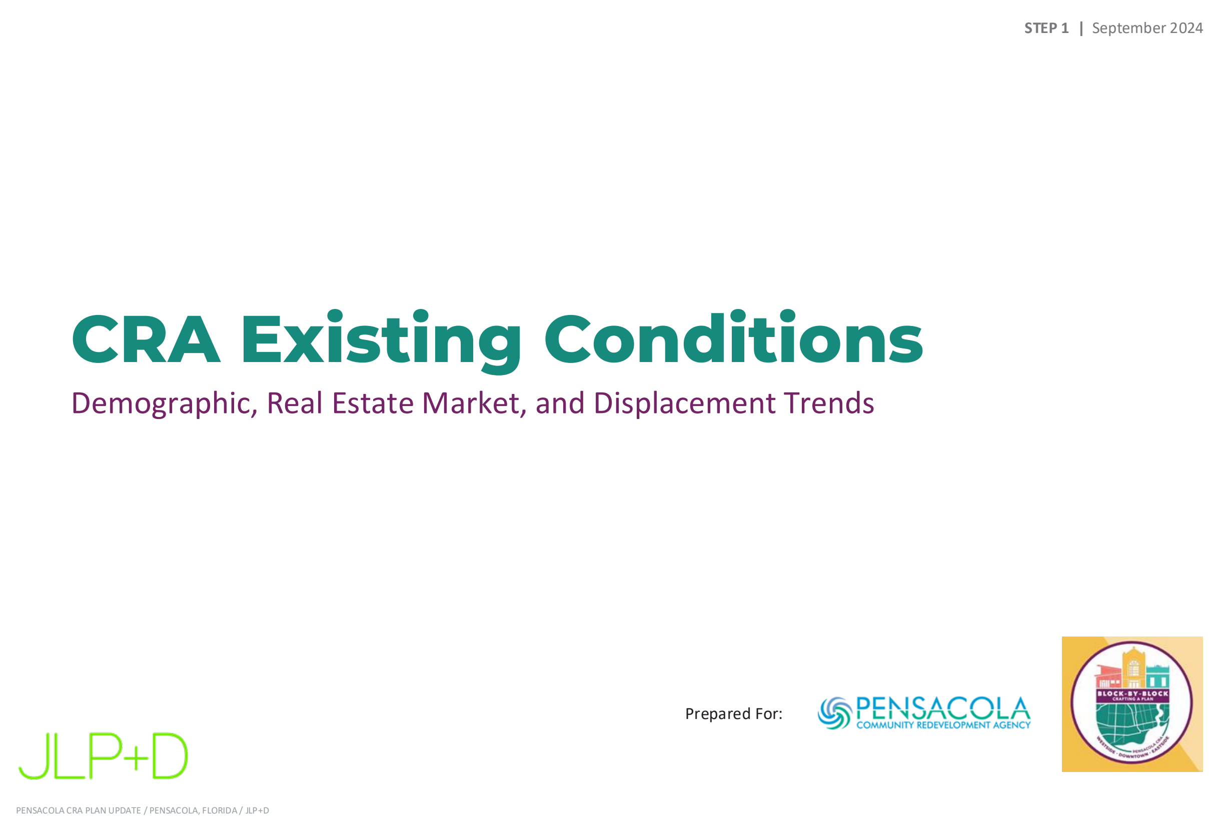
DEMOGRAPHIC AND MARKET ANALYSIS

OVERVIEW

This analysis of existing demographics & market conditions was conducted across all three CRA Districts simultaneously, but also narrowed in on each district to identify specific conditions per district. The analysis was conducted primarily using data collected in 2023 and was published in September 2024.

The intent of this analysis was to:

- Analyze demographics of each CRA District;
- Identify primary community stressors;
- Identify opportunities in the market;
- Determine the potential impacts of development in each district in order to prevent the displacement of residents and businesses;
- Provide priorities for designers and policymakers to make positive impacts and avoid negative impacts on the community.



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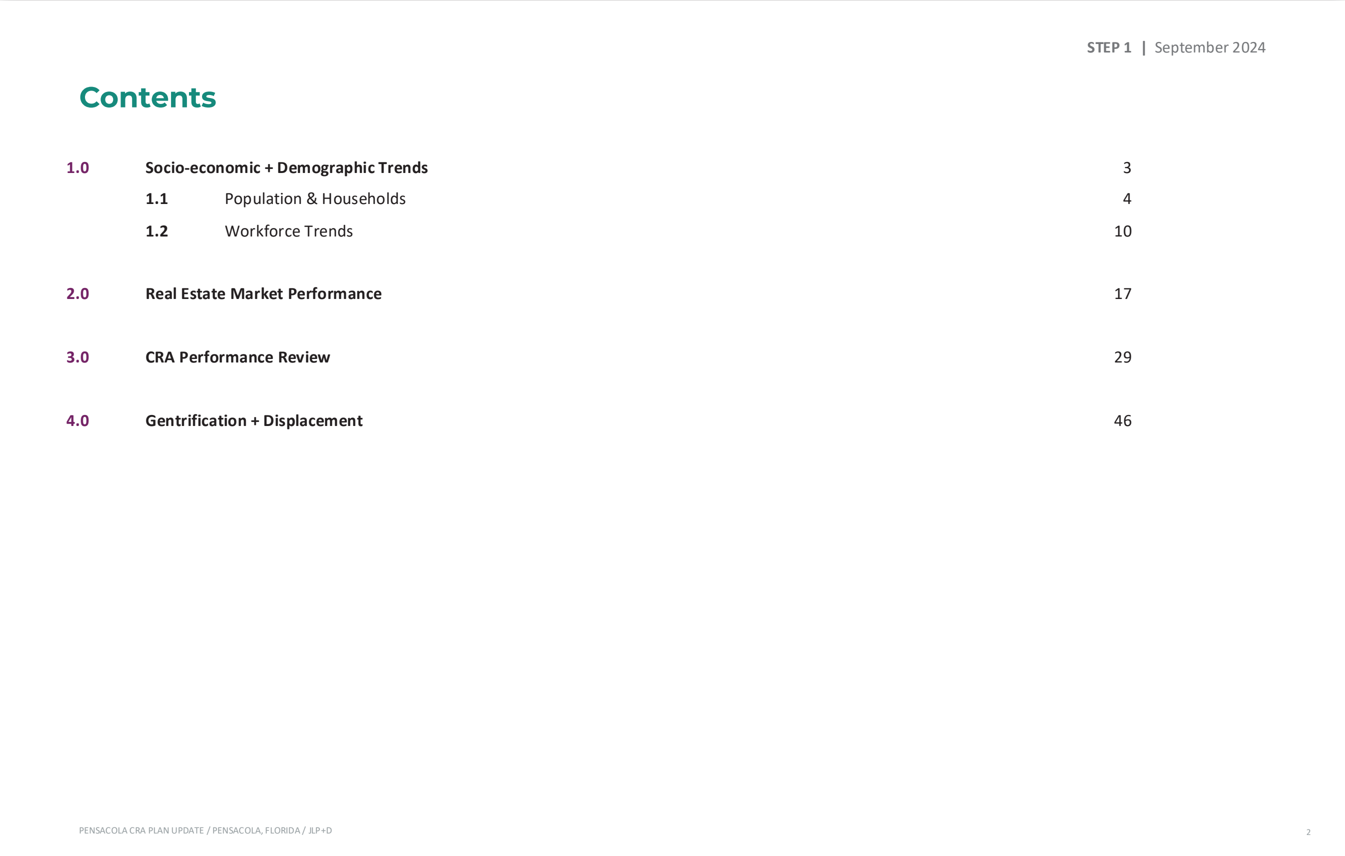
CRA Existing Conditions

Demographic, Real Estate Market, and Displacement Trends

Prepared For:



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1.0
SOCIO-ECONOMIC DEMOGRAPHICS + TRENDS

PENSACOLA CRA PLAN UPDATE / PENSACOLA, FLORIDA / JLP+D

STEP 1 | September 2024

1.1
POPULATION CHARACTERISTICS

PENSACOLA CRA PLAN UPDATE / PENSACOLA, FLORIDA / JLP+D

Population Growth

Minor changes in total population since 2000, with high density in CRA districts

The population trends across all three Community Redevelopment Agency (CRA) boundaries indicate stagnant or slightly negative growth from 2000 to 2023. The Westside CRA and Urban Core CRA have experienced population declines, with the Westside CRA losing 602 residents and the Urban Core CRA losing 309 residents since 2000. Overall, the Citywide population has also decreased by over 2,200 residents in 2023 compared to 2000.

In terms of population density, all three CRAs exhibit higher densities than the City of Pensacola. While density does not represent the exact population count (see table at right) density helps compare the districts to each other in terms their relative sizes.

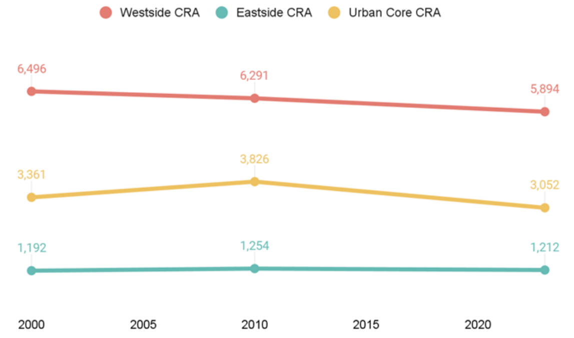
Population Density

- **Citywide:** 1,598 residents per square mile
- **Urban Core CRA:** 1,935 residents per square mile
- **Eastside CRA:** 3,127 residents per square mile
- **Westside CRA:** 3,474 residents per square mile

KEY TAKEAWAYS

Escambia county is growing modestly while Pensacola is losing population. Declining population doesn't match resident perceptions about population growth, but it may impact the city's competitive edge within the region.

Population Change, 2000 - 2023



Population by CRA District

	2000	2010	2023	% change, 2000 - 2023
Westside CRA	6,496	6,291	5,894	-9.27%
Eastside CRA	1,192	1,254	1,212	1.68%
Urban Core CRA	3,361	3,826	3,052	-9.19%
Pensacola City	56,288	51,923	54,059	-3.96%
Escambia County	294,410	297,619	321,905	9.34%

Data source: US Census Bureau, 2023 Data - Visualized by JLP+D

Aging

The population is trending older

Median age can provide additional detail about population trends in Pensacola. Both the Urban Core and Westside CRA populations have a higher median age, with the Westside CRA at 42.7 years old and the Urban Core CRA at 47.5 years old. In contrast, the Eastside CRA and Citywide median age stand at 40 years old (Median age in the United States is 39.0 years). In Pensacola, these median ages have been relatively steady since 2000.

Trends of aging can also be viewed by comparing the elderly and working age populations. Pensacola also has an elevated old-age dependency ratio at 34.2, meaning that for every 100 workers, there are 34.2 residents 65 and older, which is nearly four more residents than the national ratio of 28.5. This ratio has jumped 5 points in Pensacola since 2010 when it was 27.5.

KEY TAKEAWAYS

An aging population can indicate broader economic challenges caused by a shortage of younger residents available to enter the workforce.

Image: Bayview Senior Resource Center, www.cityofpensacola.com

Military Presence

Naval Air Space Pensacola

The United States Department of Defense exerts a significant economic influence on Northwest Florida, particularly in the Greater Pensacola region, where it **contributes over $7.8 billion annually to the local economy.**

DoD activity generates over **80,000 jobs in the Pensacola Metropolitan Statistical Area (MSA)** region, with an **average wage of $82,890 for military and defense-related positions**. Moreover, the area hosts **more than 35,000 military retirees, representing the second-largest concentration in the nation**, providing a skilled workforce that may seek opportunities to transition into civilian careers.

Additionally, the region benefits from **substantial defense procurement spending, totaling $340.7 million annually**, which further stimulates economic activity. Military installations such as Naval Air Station (NAS) Pensacola play a crucial role in training personnel in advanced fields such as aviation, aerospace, informatics, and cybersecurity, contributing to the development of a highly skilled alumni network across various sectors.

KEY TAKEAWAYS

The nearby military base brings jobs, military families, and some economic stability in the area. The military is a key economic driver for Pensacola.

Pensacola Naval Air Station and Surrounding Area

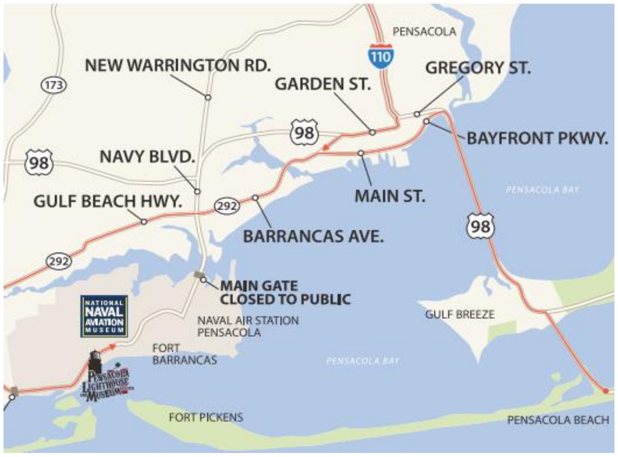


Image Source: Greg Disch Photography

Income and Poverty

Poverty rates are elevated in the CRA districts, a consistent trend since 2000

Though income in Pensacola is slightly lower than the US average based on dollar amounts, incomes in Pensacola have risen over the last 20 years, following national trends. This is a good sign that Pensacola's economy is active, and wages slightly lower than the national average may simply indicate lower cost of living.

More notably, variations are visible in the lowest income households within the three CRA districts. Both the Westside and Eastside CRAs exhibit wealth indices of 30, while the Urban Core has a wealth index of 75, and the broader Citywide population has a wealth index of 67. This index serves as a gauge of an area's economic prosperity relative to the national standard. Any index above 100 is above the national average.

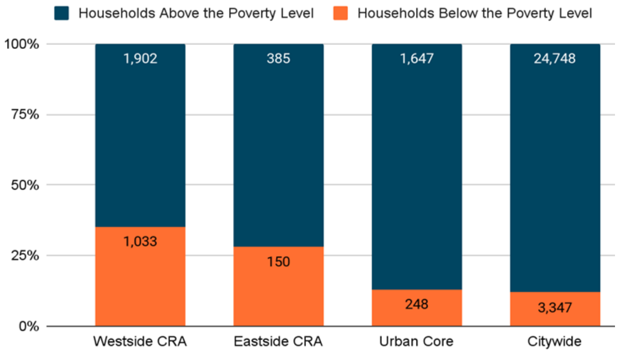
These indices are reinforced by median household incomes, which depict a significant contrast:

- **Citywide:** $52,884
- **Urban Core CRA:** $59,901
- **Eastside CRA:** $35,124
- **Westside CRA:** $23,551

US Median Household Income: $74,580 (US Census)

Disparities are further highlighted by poverty rates; both the Westside and Eastside CRAs have higher proportions of households living below the poverty line at 39.5% and 27.5%, respectively. In contrast, the Urban Core CRA and the Citywide population have lower percentages of impoverished households, standing at 17% and 15%, respectively. Over the last 20 years,

Share of Households in Poverty in 2021, by Geography



Data Source: US Census, Esri Business Analyst, 2021 - Visualized by JLP+D

KEY TAKEAWAYS

There is a disproportionately high share of households below the poverty line within the Eastside CRA, and even more so in the Westside CRA. The districts may benefit from wider economic development efforts beyond CRA investments focused on workforce development, housing affordability, or social services.

Race and Ethnicity

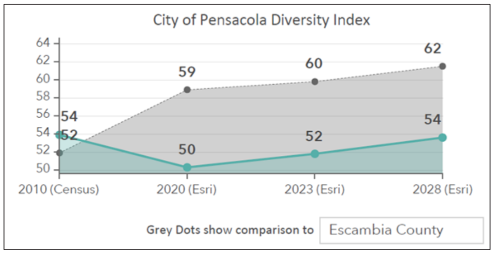
Diversity has shifted in all districts

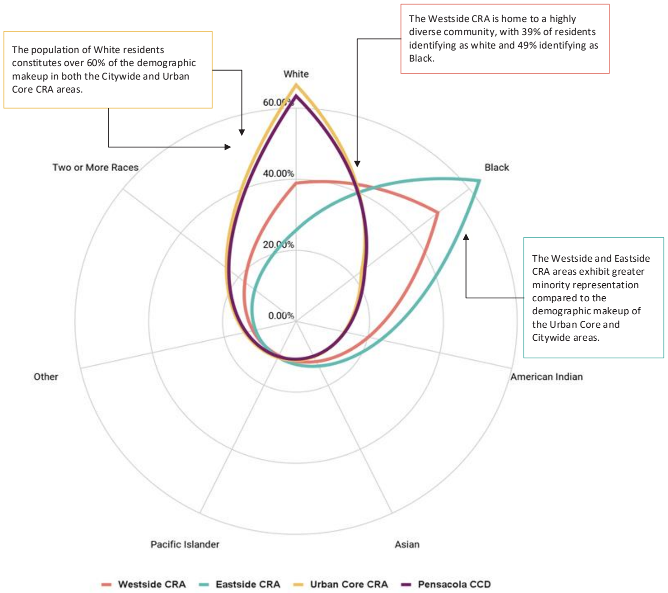
The Eastside CRA stands out as the most diverse among all three CRAs, boasting a diversity index of 60.5 in 2023, predicted to rise to 61.2 by 2028. Following closely is the Westside CRA, with a 2023 diversity index of 59.4 and an anticipated increase to 60.2 by 2028. The Urban Core exhibits the lowest diversity performance, registering a diversity index of 51.8 in 2023, projected to reach 53.6 by 2028.

However, despite these distinctions, **all three CRAs fall short of the citywide diversity performance index**; Pensacola has a diversity index of 62.9 in 2023 and is projected to reach 64.4 by 2028. Pensacola's citywide diversity has seen a notable uptick, rising from 55.3 in 2010 to 62.9 in 2023.

Similarly, **the Westside and Eastside CRAs have experienced significant improvements in diversity performance from 2010 to 2023**, with the Eastside CRA's diversity index soaring from **34.4 to 60.5**, and the Westside CRA's increasing from **51.9 to 59.4**.

The **Urban Core has witnessed a decline in diversity**, with its index dropping from **53.9 in 2010 to 51.8 in 2023**.




The population of White residents constitutes over 60% of the demographic makeup in both the Citywide and Urban Core CRA areas.

The Westside CRA is home to a highly diverse community, with 39% of residents identifying as white and 49% identifying as Black.

The Westside and Eastside CRA areas exhibit greater minority representation compared to the demographic makeup of the Urban Core and Citywide areas.

ESRI's Diversity Index: *captures the racial and ethnic diversity of a geographic area in a single number, from 0 to 100. The Diversity Index allows for efficient analysis and mapping of seven race groups that can be either of Hispanic or non-Hispanic origin—a total of 14 separate race/ethnic groupings.*

Data Source: Esri Business Analyst, 2023 - Visualized by JLP+D

1.2

WORKFORCE TRENDS

Employment Concentration

The Urban Core is a large job center, while the Westside is a dispersed employment area

As a whole, the urban core of Pensacola looks similar to other US cities; jobs are concentrated there, and jobs drop significantly in the Eastside and Westside districts. The following section will discuss commute patterns and key industry trends in Pensacola, excluding military employment. The map at right shows the density of jobs among the three CRA districts, with dark blue indicating the highest density.

Density and Size of Employers in Pensacola CRA Districts

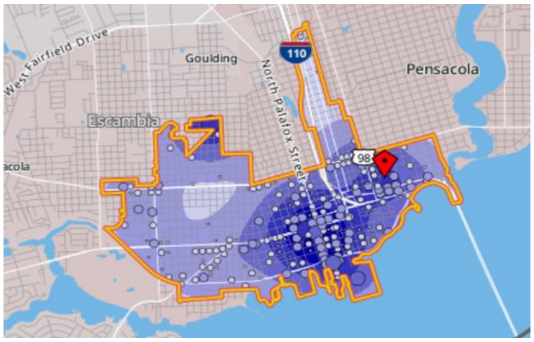


Image Source: US Census OnTheMap

2021	Worker Age			Earnings			Worker Educational Attainment				
	Age 29 or Younger	30 - 54	Age 55 or Older	$1,250 per month or Less	$1,251 - $3,333	More than $3,333 per Month	Less than High School	High School or Equivalent, No College	Some College or Associate Degree	Bachelor's Degree or Advanced Degree	Educational attainment not available (workers aged 29 or younger)
Westside CRA	1,180	3,631	1,726	731	2,684	3,122	743	1,538	1,782	1,294	1,180
Eastside CRA	104	193	80	56	154	167	42	93	80	58	104
Urban Core CRA	4,209	11,224	5,693	2,747	7,122	11,257	2,042	4,450	5,471	4,954	4,209
City of Pensacola	1,180	3,631	1,726	731	2,684	3,122	743	1,538	1,782	1,294	NA

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

Industry Drivers

Very few people work and live in the same district in Pensacola.

By reviewing data from the U.S. Census, we can analyze the flow of commuters and workers in and out of the CRAs on a daily basis. Commuter data show distinctions between the three districts. The Urban Core increases its daily population with over 20,000 employees commuting into the district. Only 400 residents work in the Urban Core.

Though it has a higher population, the Westside population similarly has nearly 7,000 employees commuting into the area, while less than 100 live and work there.

In the Eastside, the reverse is true. While the Eastside has the fewest residents of all three districts, there are fewer employees commuting into the Eastside than workers who reside in the Eastside and commute to work outside of the area.

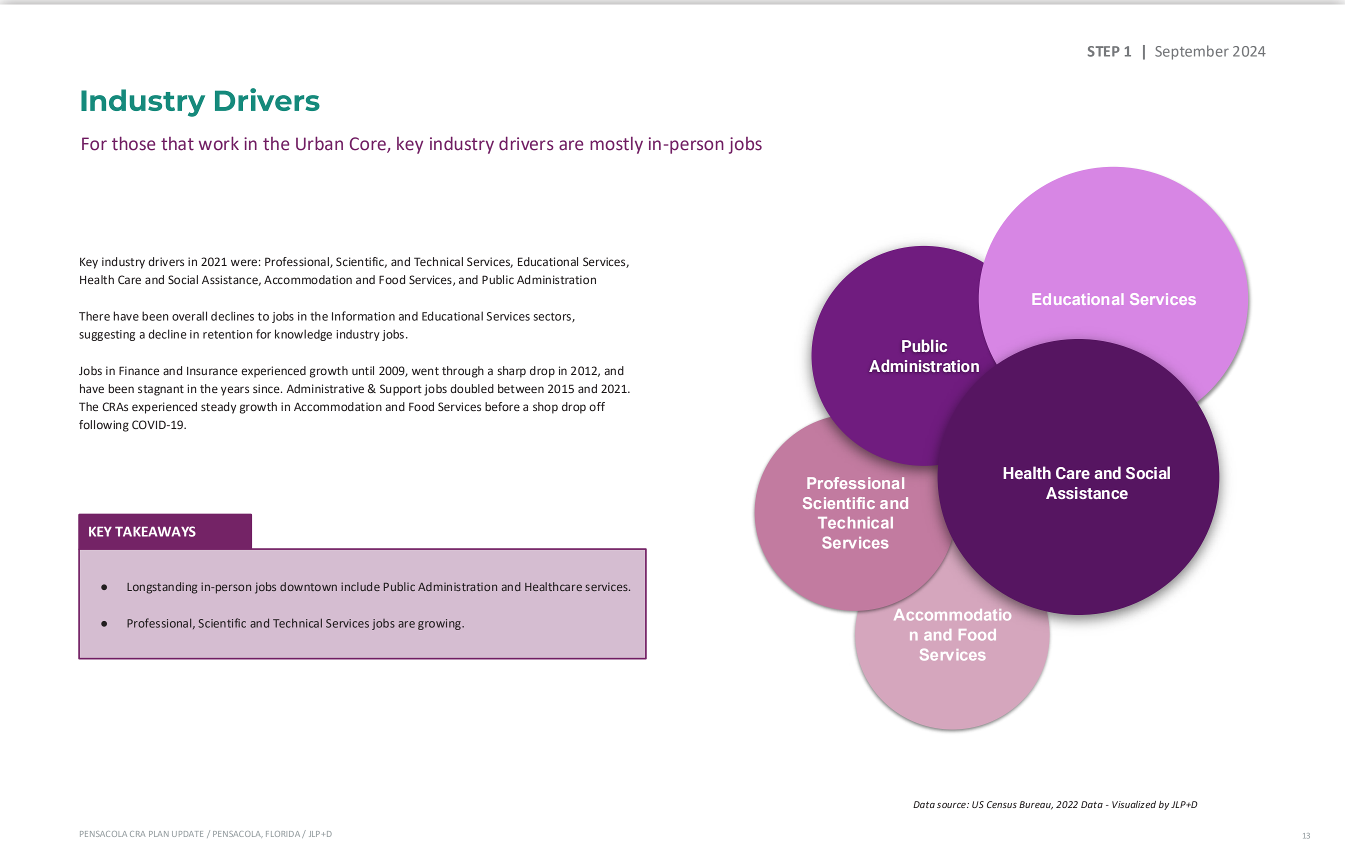
2021	Employment Commute		
	Employed in & commuting to Area	Residing in Area, commuting elsewhere	Employed and Live in Area
Westside CRA	6,757	2,059	98
Eastside CRA	394	484	1
Urban Core CRA	21,994	1,238	425

Data source: US Census Bureau, 2021 Data

Data derived from both ESRI Business Data analysis, census data, and open data sources to enhance the accuracy of the findings

KEY TAKEAWAYS

- The Urban Core CRA is a clear job center for commuters, but has relatively few residents who work within the area.
- In general, Pensacolians commute out of their neighborhood for work.



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Industry Drivers

For those that work in the Urban Core, key industry drivers are mostly in-person jobs

Key industry drivers in 2021 were: Professional, Scientific, and Technical Services, Educational Services, Health Care and Social Assistance, Accommodation and Food Services, and Public Administration

There have been overall declines to jobs in the Information and Educational Services sectors, suggesting a decline in retention for knowledge industry jobs.

Jobs in Finance and Insurance experienced growth until 2009, went through a sharp drop in 2012, and have been stagnant in the years since. Administrative & Support jobs doubled between 2015 and 2021. The CRAs experienced steady growth in Accommodation and Food Services before a shop drop off following COVID-19.

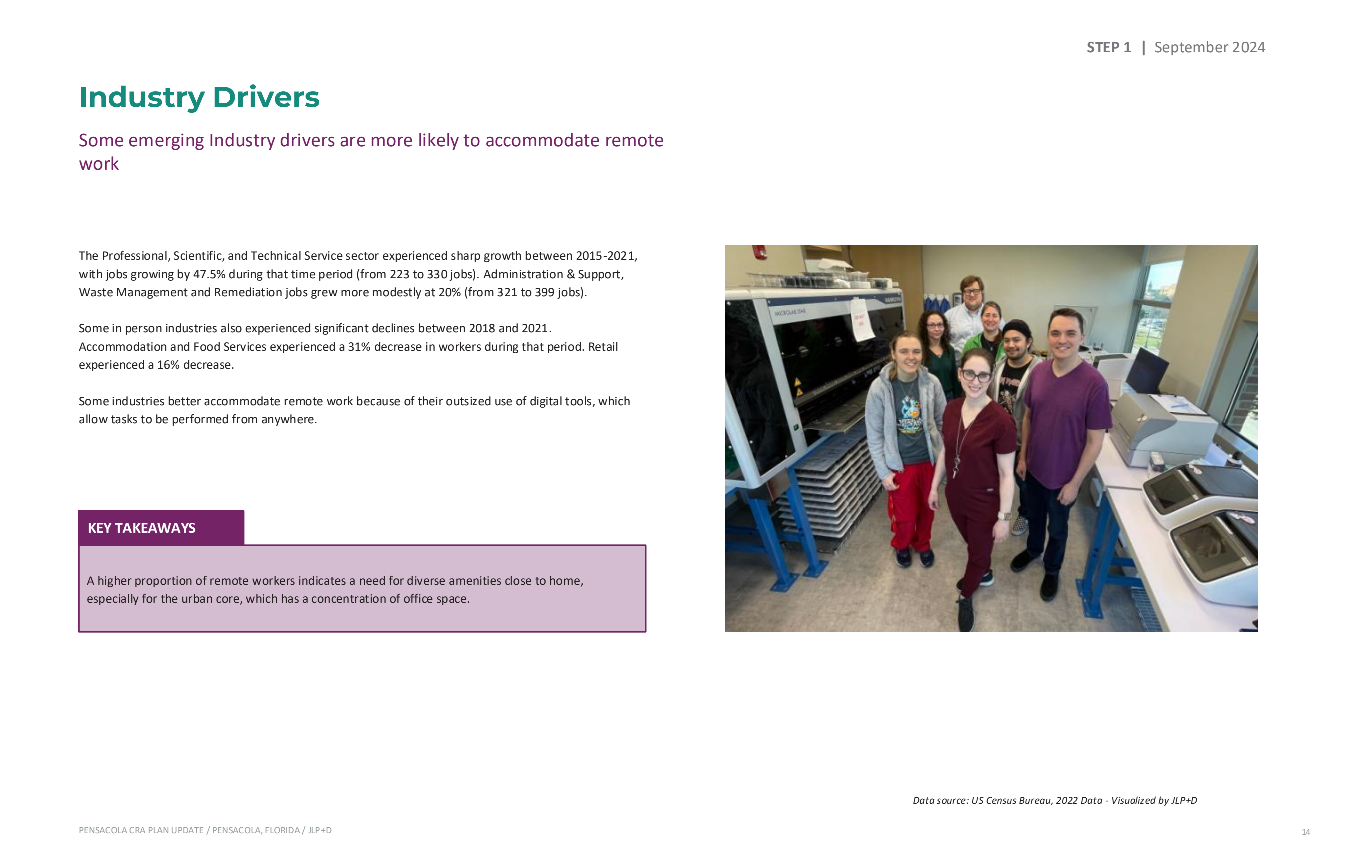
KEY TAKEAWAYS

- Longstanding in-person jobs downtown include Public Administration and Healthcare services.
- Professional, Scientific and Technical Services jobs are growing.

Educational Services
Public Administration
Health Care and Social Assistance
Professional Scientific and Technical Services
Accommodation and Food Services

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

APPENDIX



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Industry Drivers

Some emerging Industry drivers are more likely to accommodate remote work

The Professional, Scientific, and Technical Service sector experienced sharp growth between 2015-2021, with jobs growing by 47.5% during that time period (from 223 to 330 jobs). Administration & Support, Waste Management and Remediation jobs grew more modestly at 20% (from 321 to 399 jobs).

Some in person industries also experienced significant declines between 2018 and 2021. Accommodation and Food Services experienced a 31% decrease in workers during that period. Retail experienced a 16% decrease.

Some industries better accommodate remote work because of their outsized use of digital tools, which allow tasks to be performed from anywhere.

KEY TAKEAWAYS

A higher proportion of remote workers indicates a need for diverse amenities close to home, especially for the urban core, which has a concentration of office space.

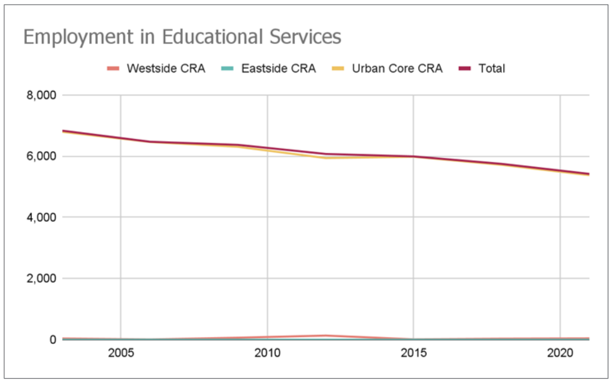
Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

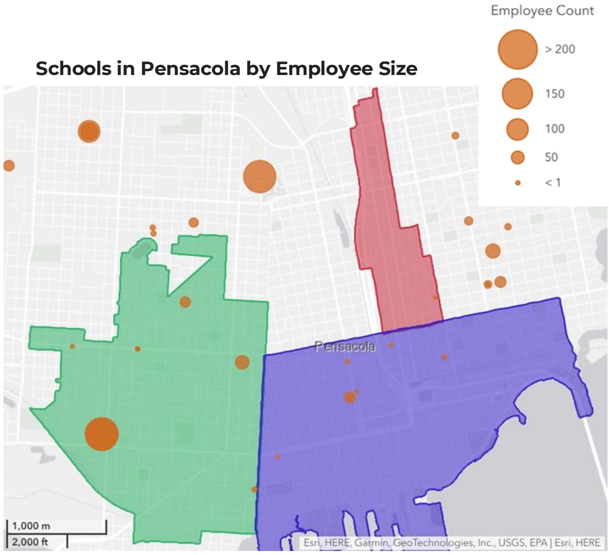
Declining Industries

Educational services have been in decline since 2003

Education workers have been leaving the CRA districts steadily over the past two decades. After 2003, workforce data shows a 40% decline in Education workers that live in the district. Since that same year, Education jobs in the district have also experienced a steady decline, with a 20% decline in the number of Educational Service workers and the vast majority of those losses occurring in the Urban Core.

These findings suggest that Educational services are no longer located in these three districts. These declines mirror a string of public school closures within the study area since 2003.


Employment in Educational Services


Schools in Pensacola by Employee Size
Employee Count
> 200
150
100
50
< 1
Pensacola
1,000 m
2,000 ft
Esri, HERE, Garmin, GeoTechnologies, Inc., USGS, EPA | Esri, HERE

Very few large schools remain in the three CRA districts, notably in the urban core.

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

New Business Growth

Large employers remain steady while small businesses are growing in Escambia County

The number of new establishments in Escambia County with less than 5 employees has grown steadily between 2018 (3,658) and 2021 (4,104).

The number of establishments with 1,000 employees or more dropped from 7 in 2019 to 6 in 2020. Steady at 6 in 2021. Non-Employer firms (sole proprietorship) has grown from 21,040 (2016) to 24,608 (2020). Local stakeholders focused on workforce development have differing views on economic development: some want a more equity focused approach while others want to attract large employers. These two strategies can both be successful but require different focus and partnerships.

KEY TAKEAWAYS

Escambia County has relatively few large employers, but small businesses of 5 or more employees show promise; anecdotally, many have been focused within the tech industry.

Image Source: SILive

Data Source: Census Business Builder Escambia County Business Profile

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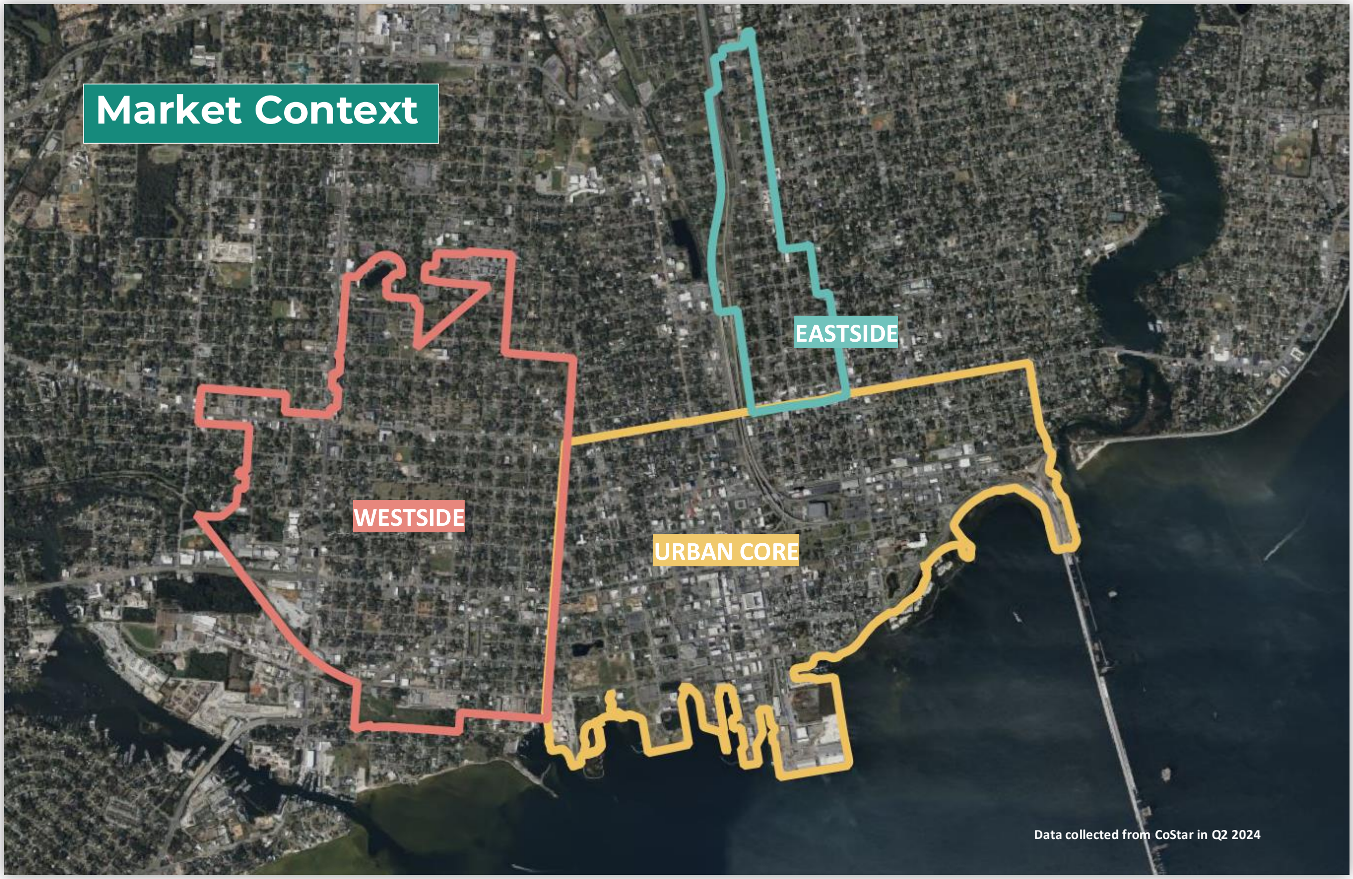
2.0
REAL ESTATE MARKET PERFORMANCE

PENSACOLA CRA PLAN UPDATE / PENSACOLA, FLORIDA / JLP+D

Market Context


EASTSIDE
WESTSIDE
URBAN CORE

Data collected from CoStar in Q2 2024

Housing Statistics

BENCHMARKING	TOTAL POPULATION	POPULATION DENSITY/ SQMI	MEDIAN AGE	TOTAL HOUSEHOLDS	TOTAL HOUSING UNIT VACANCY %	OWNER OCCUPIED HOUSING %	% OF HOUSING WITH 1 UNIT IN STRUCTURE	HOUSING AFFORDABILITY INDEX
Urban Core CRA	3,052	1,935	47.5	1,895	15.8%	45.0%	64.29%	63
East Side CRA	1,212	3,127	38.9	535	20.9%	53.3%	82.84%	58
West Side CRA	5,894	3,474	42.7	2,935	17.9%	59.6%	59.11%	68
Citywide	232,785	1,598	38.8	102,517	13.0%	42.7%	68.05%	94

Data source: US Census Bureau, 2023 Data - Visualized by JLP+D

The Housing affordability index measures the likelihood of obtaining a mortgage at the average home price given the average income.

KEY TAKEAWAYS

- Housing is relatively affordable in Pensacola, with a housing affordability index at 94, but the CRA districts are all significantly less affordable than citywide.
- The Eastside and Westside CRA districts have much denser population than the Urban Core or the City as a whole - nearly double. Both Eastside and Westside districts exceed 3,000 residents per square mile while the Urban Core CRA and Citywide population densities are both below 2,000 residents per square mile
- Single-family homes dominate all of these areas, especially the Eastside district, which has over 80% single-unit structures.
- The Eastside and Westside districts have higher rates of home ownership with both exceeding 50% of homes. Nationally, 65.2% of homes are owner-occupied.
- The Eastside CRA appears to have the least affordable housing whilst also consisting of the highest housing unit vacancy percentage in 2023. This may be due to a misalignment in housing cost and resident socioeconomic status.

Q2 2024 Multi-Family Residential Market

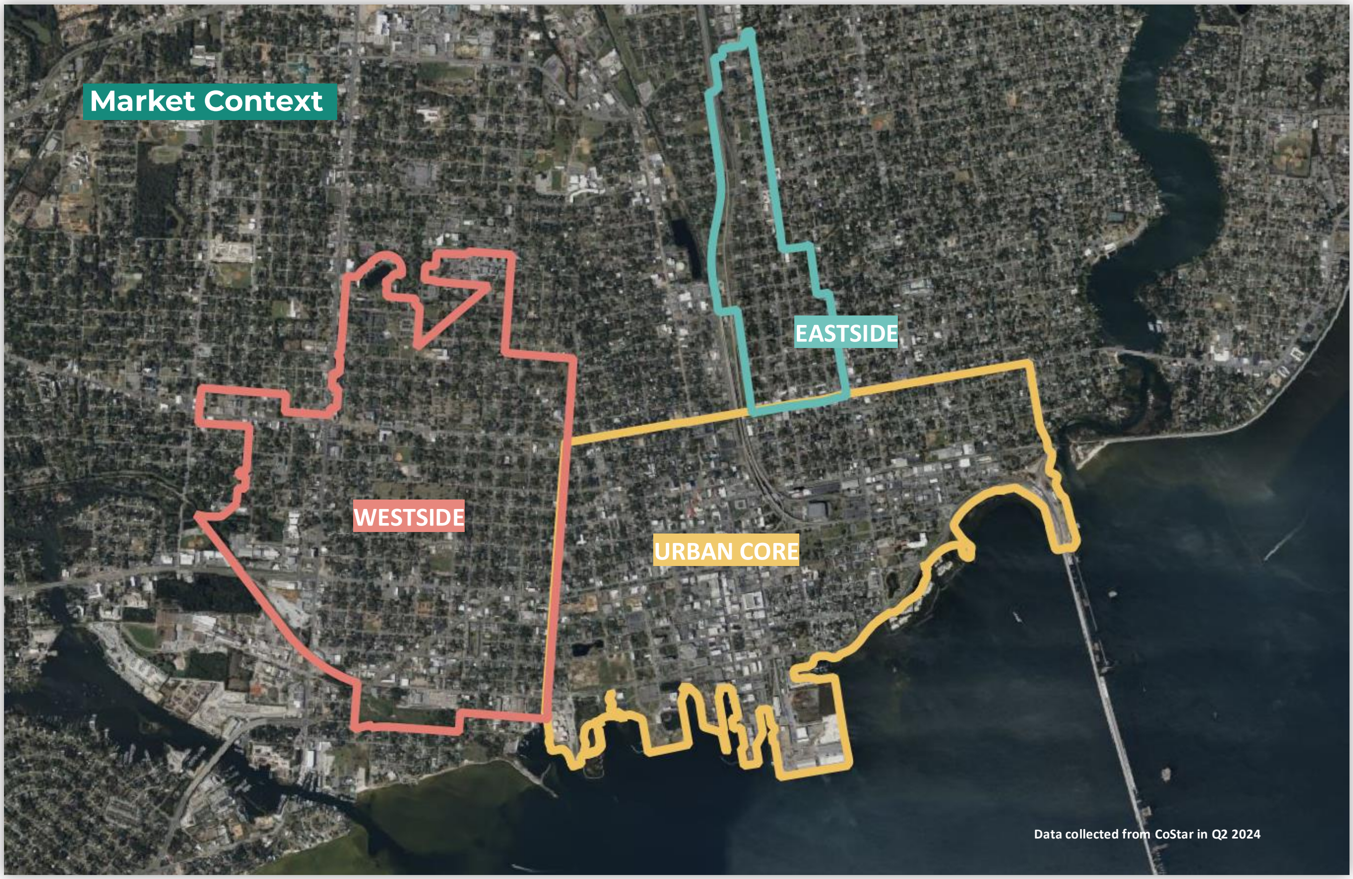
BENCHMARKING	INVENTORY UNITS	INVENTORY UNITS/ ACRE	UNDER CONSTRUCTION UNITS	12 MONTH NET ABSORPTION UNITS	VACANCY RATE	MARKET ASKING RENT/ UNIT	MARKET SALE PRICE/ UNIT	MARKET CAP RATE
Urban Core CRA	658	0.5	0	143	7.70%	$1,901	$254,000	6.50%
East Side CRA	12	0.05	0	0	7.60%		$134,000	7.90%
West Side CRA	724	0.6	0	-12	5.60%	$869	$85,600	7.40%
Citywide	23,585	0.9	1,122	673	13.10%	$1,384	$142,000	6.50%

Data source: US Census, Quarterly Residential Vacancies and Homeownership, First Quarter 2024
CoStar, Sourced in Q2 2024

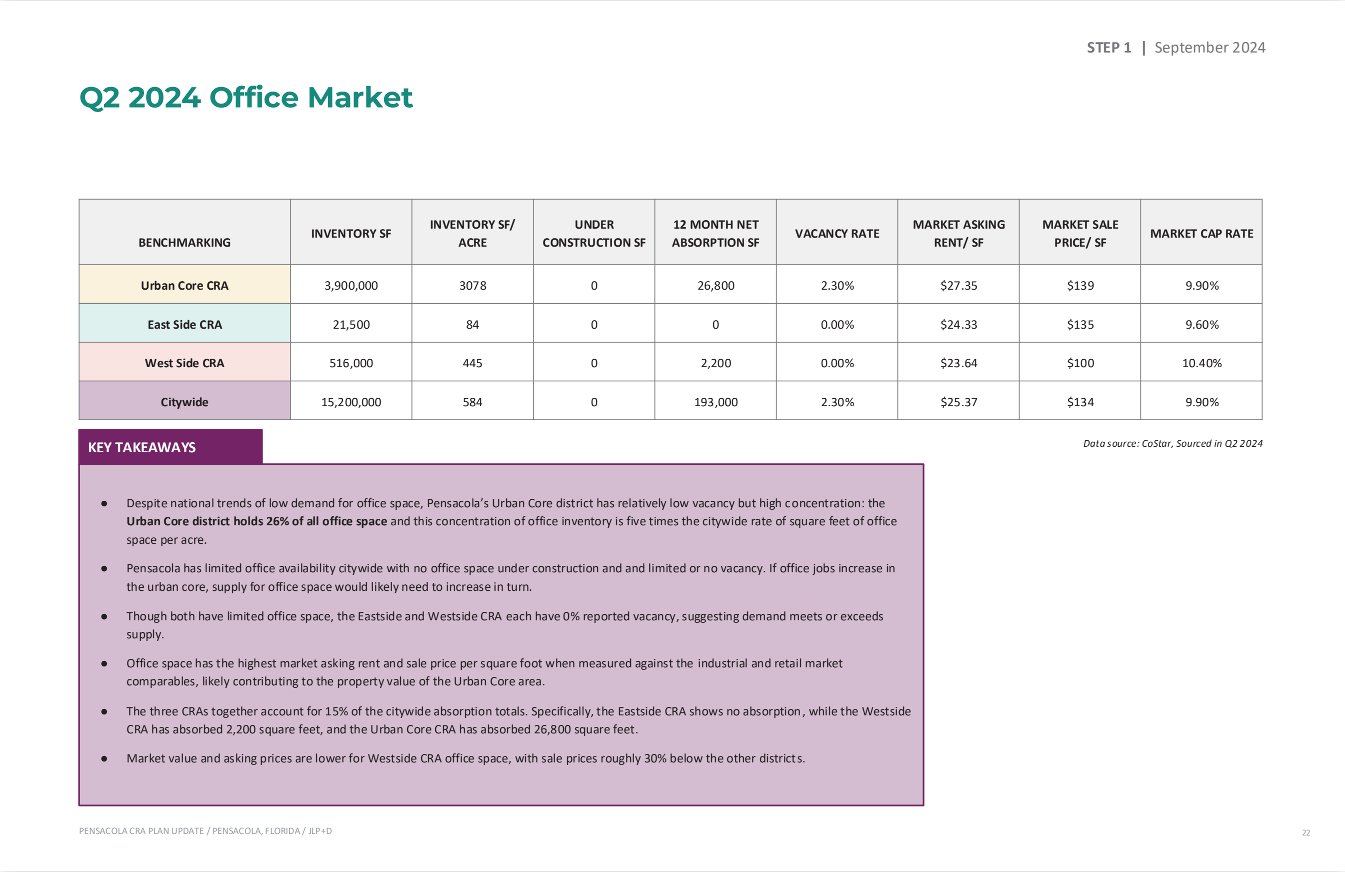
KEY TAKEAWAYS

- There is limited multi-family housing in Pensacola, which is defined as structures with more than 4 housing units. The metrics in the table above **represent less than 15% of all housing units**. Citywide, 1-unit structures (single-family homes) represents 68% of all housing units.
- Some development stagnation is visible within the Eastside CRA, characterized by a lack of new construction or absorption and a vacancy rate of 7.60%, higher than the Q1 2024 national rental residential vacancy of 6.6%[1]. Additionally, the Eastside district has the lowest property values among CRAs, with units sales averaging $134,000 each, indicating a less dynamic market.
- The Westside CRA's multi-family housing sector shows a lowest vacancy rate of 5.6%, yet its real estate performs below par compared to other market areas in terms of sale price and rent. Moreover, it stands as the sole geography with a negative 12-month absorption rate.
- The three CRAs rent out more places than the rest of Pensacola combined. Although they only make up 6% of all the rental properties in the city, they're responsible for 19% of the places where people have moved in the last year.
- The Urban Core surpasses Pensacola in market rent and sale price per unit, boasting almost half the vacancy rate of the citywide average at 7.7%.

COMPARING CAP RATES: *Many analysts consider a "good" cap rate to be around 5% to 10%, while a 4% cap rate indicates lower risk but a longer timeline to recoup an investment.*



Data collected from CoStar in Q2 2024



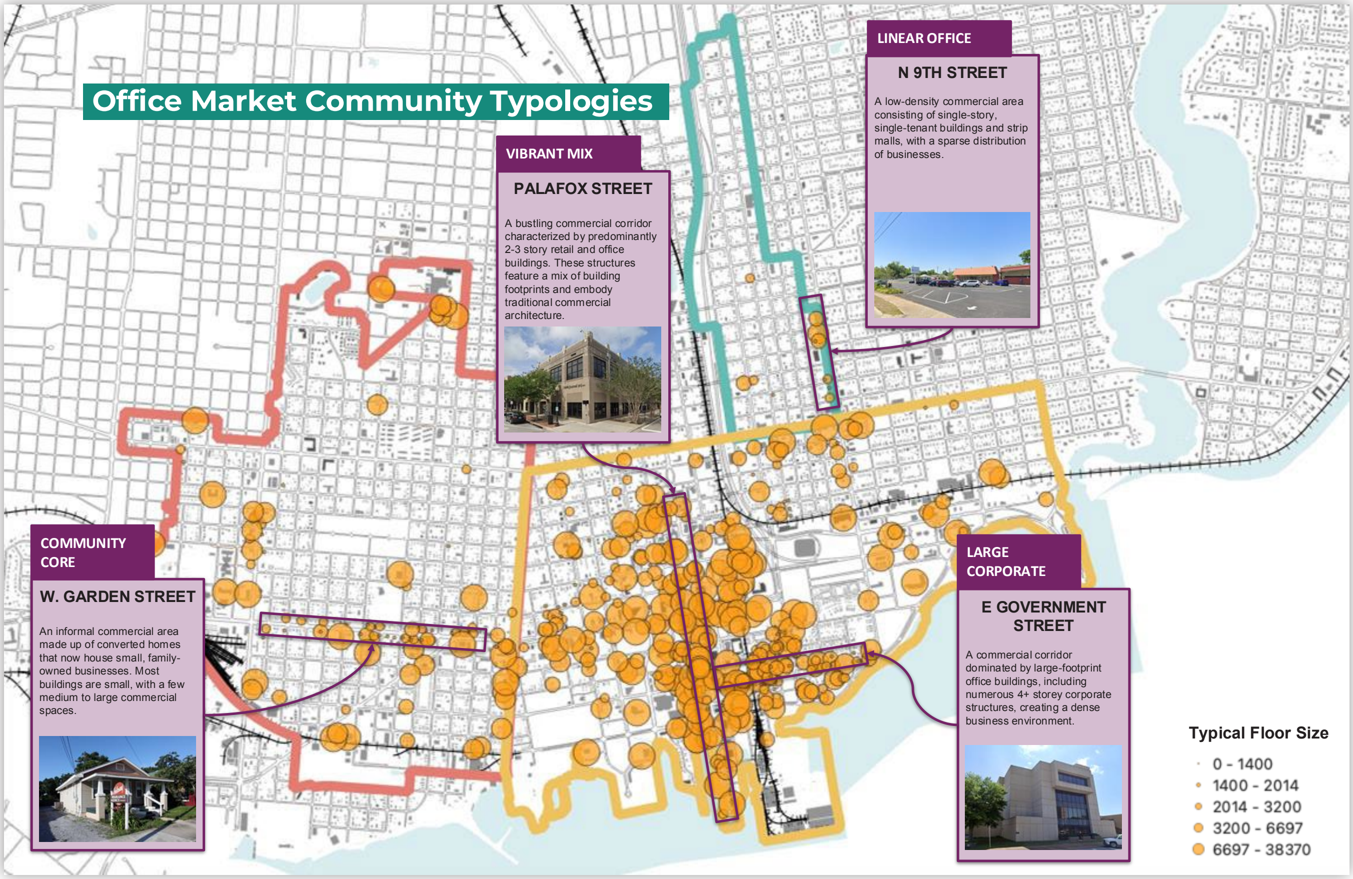
Q2 2024 Office Market

BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	3,900,000	3078	0	26,800	2.30%	$27.35	$139	9.90%
East Side CRA	21,500	84	0	0	0.00%	$24.33	$135	9.60%
West Side CRA	516,000	445	0	2,200	0.00%	$23.64	$100	10.40%
Citywide	15,200,000	584	0	193,000	2.30%	$25.37	$134	9.90%

Data source: CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- Despite national trends of low demand for office space, Pensacola's Urban Core district has relatively low vacancy but high concentration: the **Urban Core district holds 26% of all office space** and this concentration of office inventory is five times the citywide rate of square feet of office space per acre.
- Pensacola has limited office availability citywide with no office space under construction and and limited or no vacancy. If office jobs increase in the urban core, supply for office space would likely need to increase in turn.
- Though both have limited office space, the Eastside and Westside CRA each have 0% reported vacancy, suggesting demand meets or exceeds supply.
- Office space has the highest market asking rent and sale price per square foot when measured against the industrial and retail market comparables, likely contributing to the property value of the Urban Core area.
- The three CRAs together account for 15% of the citywide absorption totals. Specifically, the Eastside CRA shows no absorption, while the Westside CRA has absorbed 2,200 square feet, and the Urban Core CRA has absorbed 26,800 square feet.
- Market value and asking prices are lower for Westside CRA office space, with sale prices roughly 30% below the other districts.



Office Market Community Typologies

VIBRANT MIX

PALAFOX STREET

A bustling commercial corridor characterized by predominantly 2-3 story retail and office buildings. These structures feature a mix of building footprints and embody traditional commercial architecture.

LINEAR OFFICE

N 9TH STREET

A low-density commercial area consisting of single-story, single-tenant buildings and strip malls, with a sparse distribution of businesses.

COMMUNITY CORE

W. GARDEN STREET

An informal commercial area made up of converted homes that now house small, family-owned businesses. Most buildings are small, with a few medium to large commercial spaces.

LARGE CORPORATE

E GOVERNMENT STREET

A commercial corridor dominated by large-footprint office buildings, including numerous 4+ storey corporate structures, creating a dense business environment.

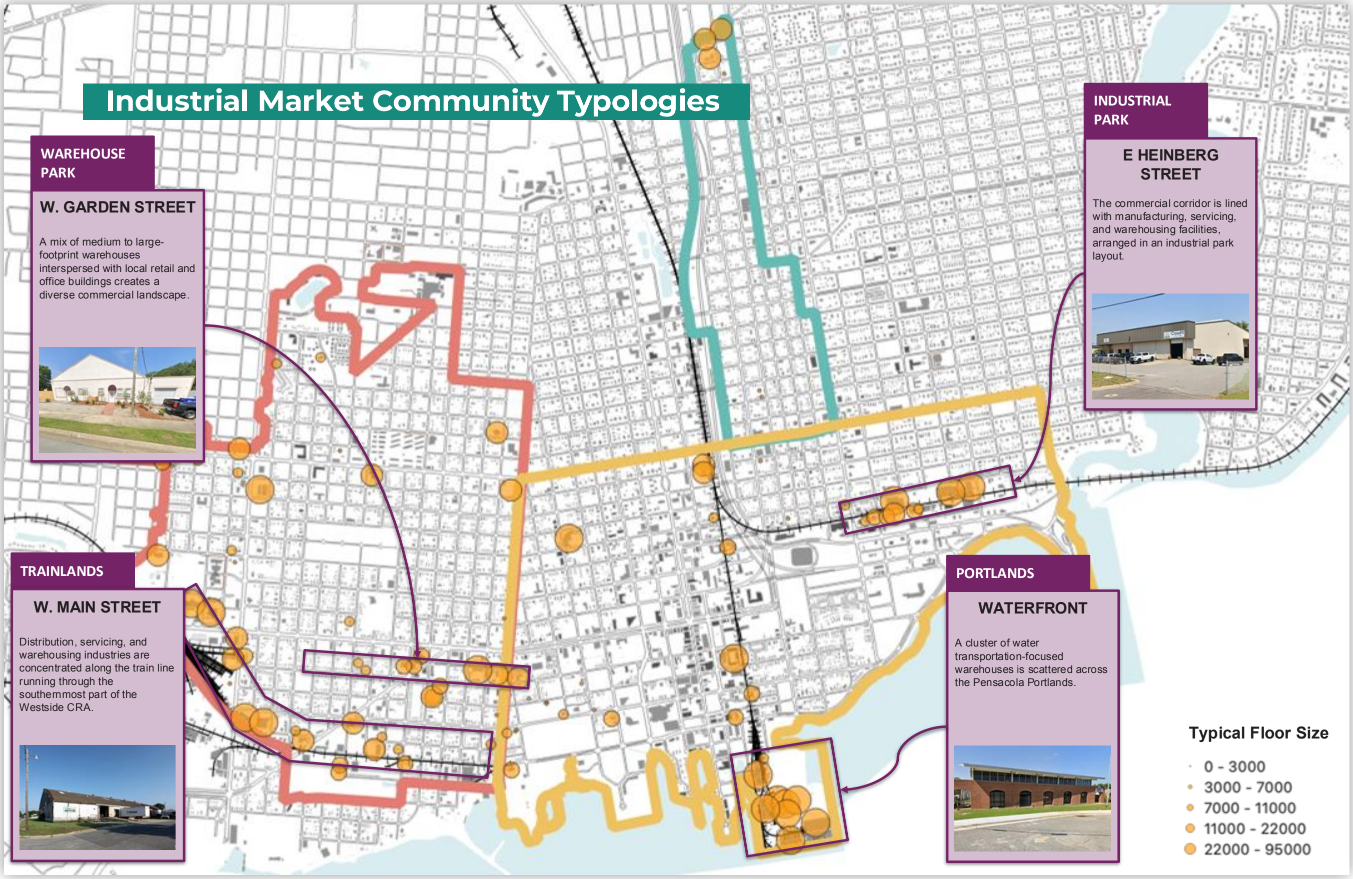
Q2 2024 Industrial Market

BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	904,000	713	0	251,000	0.00%	$7.19	$73	8.70%
East Side CRA	48,900	191	0	0	0.00%	$8.55	$48	9.60%
West Side CRA	556,000	480	0	-3,500	0.60%	$8.58	$55	9.20%
Citywide	14,900,000	572	0	160,000	2.50%	$8.95	$69	8.80%

Data source: CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- The industrial properties in Pensacola range from 3,486 to 26,886 square feet, encompassing uses such as offices, warehouses, and flex spaces, with lot sizes varying from 0.28 to 1.64 acres (LoopNet Property Search, May 2024).
- All three CRA districts outperform the City of Pensacola in industrial real estate vacancy; all three have less than a 1% vacancy rate.
- There is no current industrial real estate under construction in any of the studied geographies
- The Westside CRA industrial real estate market appears to be stagnant with negative 3,500 net absorption square footage and a vacancy rate under 1%.
- The Eastside and Westside CRAs have higher market asking rents per square foot than the Urban Core CRA, although their market sale prices are lower compared to the Urban Core.



Industrial Market Community Typologies

WAREHOUSE PARK

W. GARDEN STREET

A mix of medium to large-footprint warehouses interspersed with local retail and office buildings creates a diverse commercial landscape.

INDUSTRIAL PARK

E HEINBERG STREET

The commercial corridor is lined with manufacturing, servicing, and warehousing facilities, arranged in an industrial park layout.

TRAINLANDS

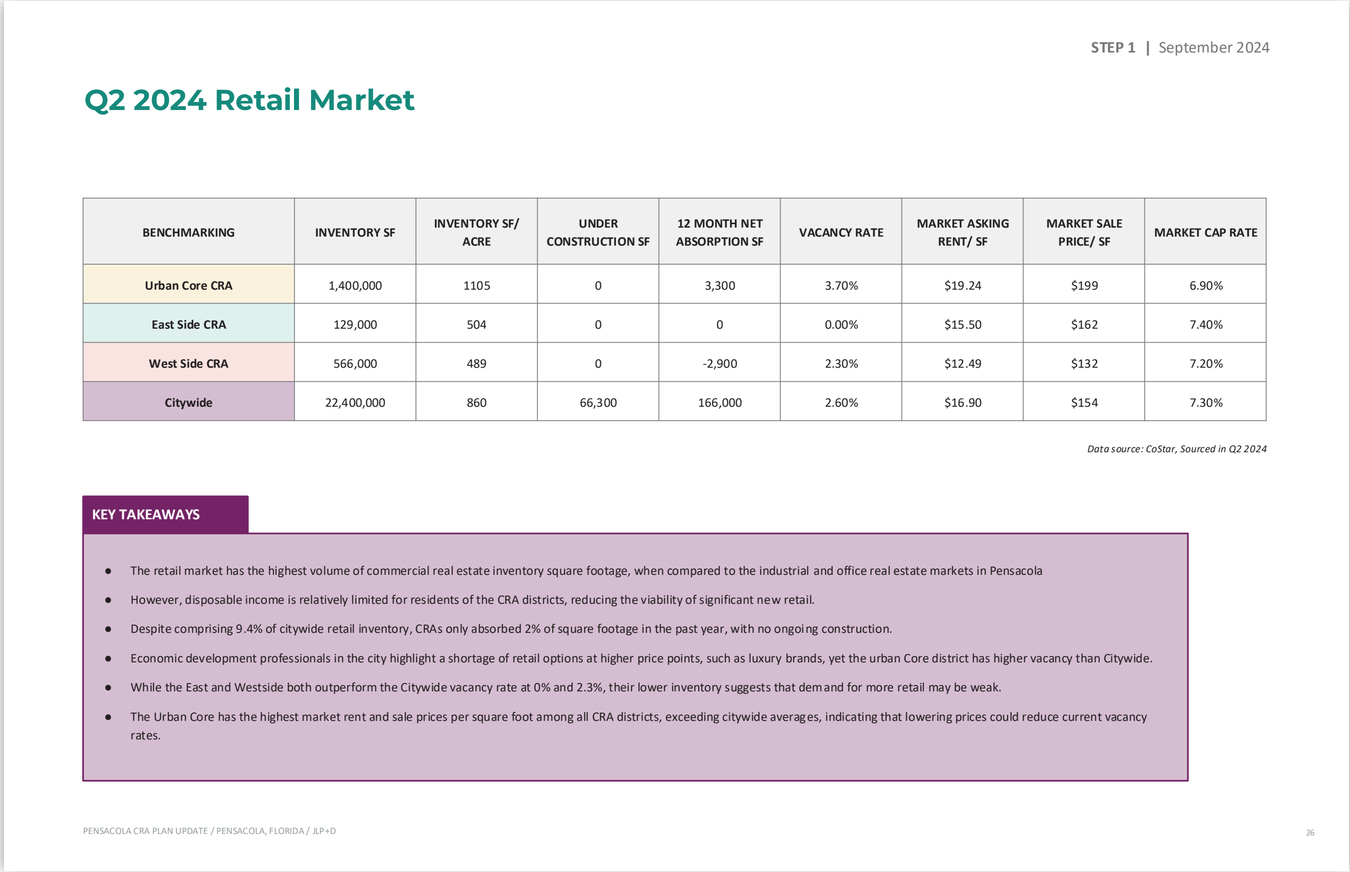
W. MAIN STREET

Distribution, servicing, and warehousing industries are concentrated along the train line running through the southernmost part of the Westside CRA.

PORTLANDS

WATERFRONT

A cluster of water transportation-focused warehouses is scattered across the Pensacola Portlands.



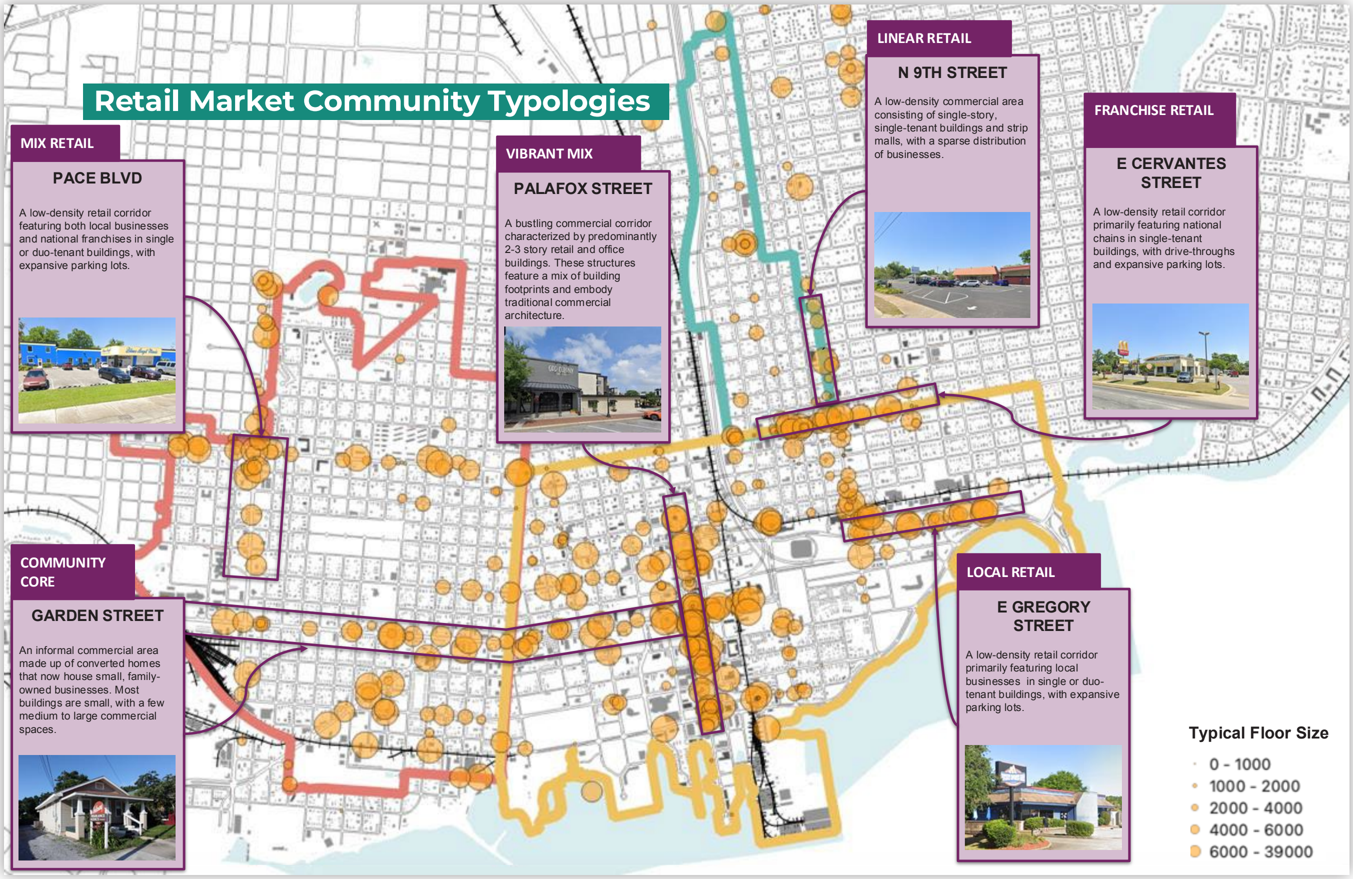
Q2 2024 Retail Market

BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	1,400,000	1105	0	3,300	3.70%	$19.24	$199	6.90%
East Side CRA	129,000	504	0	0	0.00%	$15.50	$162	7.40%
West Side CRA	566,000	489	0	-2,900	2.30%	$12.49	$132	7.20%
Citywide	22,400,000	860	66,300	166,000	2.60%	$16.90	$154	7.30%

Data source: CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- The retail market has the highest volume of commercial real estate inventory square footage, when compared to the industrial and office real estate markets in Pensacola
- However, disposable income is relatively limited for residents of the CRA districts, reducing the viability of significant new retail.
- Despite comprising 9.4% of citywide retail inventory, CRAs only absorbed 2% of square footage in the past year, with no ongoing construction.
- Economic development professionals in the city highlight a shortage of retail options at higher price points, such as luxury brands, yet the urban Core district has higher vacancy than Citywide.
- While the East and Westside both outperform the Citywide vacancy rate at 0% and 2.3%, their lower inventory suggests that demand for more retail may be weak.
- The Urban Core has the highest market rent and sale prices per square foot among all CRA districts, exceeding citywide averages, indicating that lowering prices could reduce current vacancy rates.



Retail Market Community Typologies

MIX RETAIL

PACE BLVD

A low-density retail corridor featuring both local businesses and national franchises in single or duo-tenant buildings, with expansive parking lots.

VIBRANT MIX

PALAFOX STREET

A bustling commercial corridor characterized by predominantly 2-3 story retail and office buildings. These structures feature a mix of building footprints and embody traditional commercial architecture.

LINEAR RETAIL

N 9TH STREET

A low-density commercial area consisting of single-story, single-tenant buildings and strip malls, with a sparse distribution of businesses.

FRANCHISE RETAIL

E CERVANTES STREET

A low-density retail corridor primarily featuring national chains in single-tenant buildings, with drive-throughs and expansive parking lots.

COMMUNITY CORE

GARDEN STREET

An informal commercial area made up of converted homes that now house small, family-owned businesses. Most buildings are small, with a few medium to large commercial spaces.

LOCAL RETAIL

E GREGORY STREET

A low-density retail corridor primarily featuring local businesses in single or duo-tenant buildings, with expansive parking lots.

Q2 2024 Hotel Market Analysis

COUNTY BENCHMARKING	INVENTORY ROOMS	UNDER CONSTRUCTION ROOMS	12 MO OCC RATE	12 MO ADR
Urban Core CRA	790	0	66.10%	$146
East Side CRA	-	-	-	-
West Side CRA	26	0	50.70%	$80
Citywide	6,565	649	60.50%	$126

Data source: CoStar, Sourced in Q2 2024

PLANNED + PERMITTED HOSPITALITY PROJECTS

- **Tristan Hotel - Hilton Tapestry Boutique Hotel (East Garden District, LLC):** Construction start - Oct 15, 2024 (No permit app yet though)
- **Hotel Pensacola (SMP Architecture):** Planning (May be discontinued)
- **Tempo by Hilton: Permitting – Demo, Site & Building**
- **Homewood Suites by Hilton (Kerioth):** Permitting
- **Hard Rock Reverb Hotel @ CMP:** Planning
- **Valencia Hotel Group @ CMP:** Pre-Planning

Data source: City of Pensacola

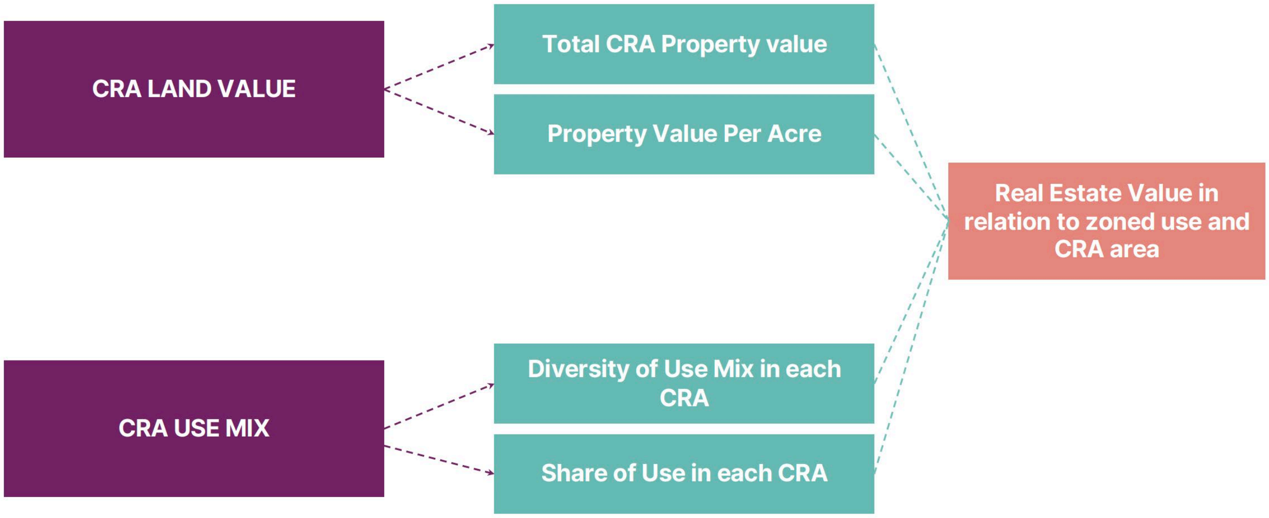
KEY TAKEAWAYS

- Most hospitality establishments are concentrated in the Urban Core CRA, likely due to its attractions, amenities, and waterfront access. Currently, no hotel rooms are under construction in any of the three CRAs, possibly due to rising interest rates.
- The hospitality sector shows limited growth, with Citywide occupancy rates declining since Q2 2023. In 2023, Citywide hotel occupancy reached 73%, exceeding the AHLA's Florida projection of 70.5%. However, in 2024, Citywide occupancy dropped to 60.5%, with CRA occupancy below 70%. Industry experts, including Julian Macqueen of Innisfree Hotels, attribute this to rising interest rates, which have led to the cancellation of $250 million in projects on Pensacola Beach.
- The average daily rate (ADR) has remained steady, with 2023 room rates at $140, down from $141 in 2022, and current Citywide ADR at $126. Hoteliers in the area cite consistent ADRs as a sign of strength in the industry.
- Despite middling occupancy rates and no recent construction, planned and proposed projects in the Urban Core suggest growth opportunities for the hospitality industry, though they are not yet reflected in CoStar's real estate assessment.
- Notably, the Urban Core also outperforms the Eastside and Westside CRAs in room inventory, occupancy rates, and revenue per available room, slightly exceeding Citywide averages.

3.0
CRA PERFORMANCE REVIEW

CRA Analysis

Introduction



CRA LAND VALUE

Total CRA Property value

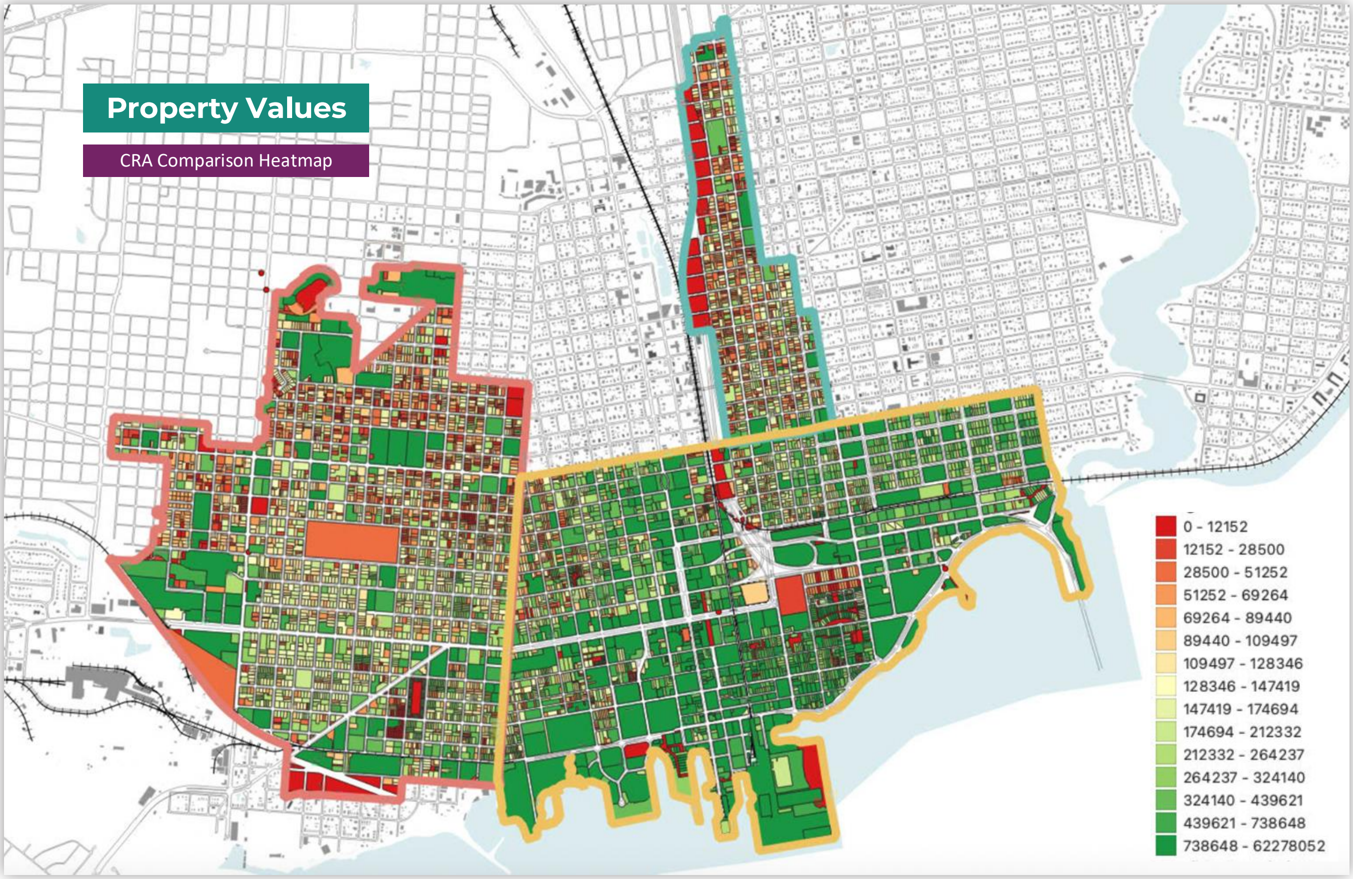
Property Value Per Acre

CRA USE MIX

Diversity of Use Mix in each CRA

Share of Use in each CRA

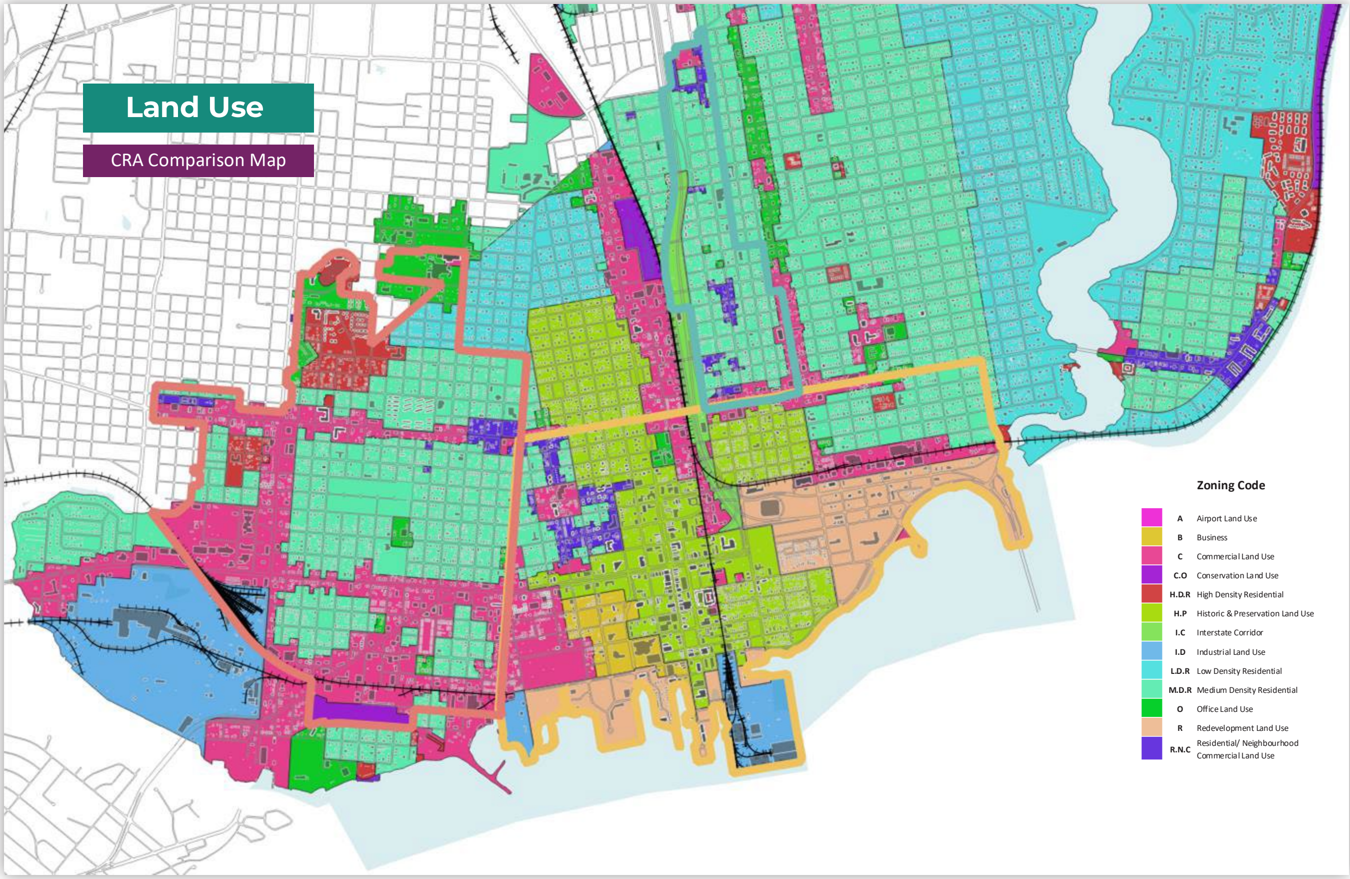
Real Estate Value in relation to zoned use and CRA area



Property Values

CRA Comparison Heatmap

0 - 12152
12152 - 28500
28500 - 51252
51252 - 69264
69264 - 89440
89440 - 109497
109497 - 128346
128346 - 147419
147419 - 174694
174694 - 212332
212332 - 264237
264237 - 324140
324140 - 439621
439621 - 738648
738648 - 62278052



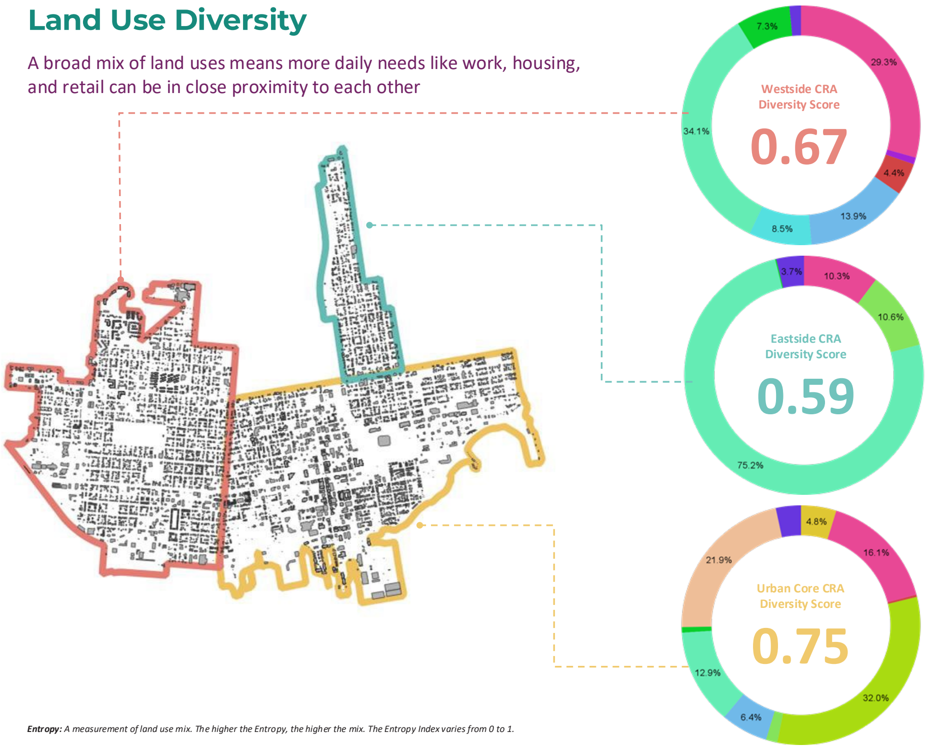
Land Use

CRA Comparison Map

Zoning Code
A Airport Land Use
B Business
C Commercial Land Use
C.O Conservation Land Use
H.D.R High Density Residential
H.P Historic & Preservation Land Use
I.C Interstate Corridor
I.D Industrial Land Use
L.D.R Low Density Residential
M.D.R Medium Density Residential
O Office Land Use
R Redevelopment Land Use
R.N.C Residential/ Neighbourhood Commercial Land Use

Land Use Diversity

A broad mix of land uses means more daily needs like work, housing, and retail can be in close proximity to each other



Zoning Code

🟪	**A**	Airport Land Use
🟨	**B**	Business
🟥	**C**	Commercial Land Use
🟪	**C.O**	Conservation Land Use
🟥	**H.D.R**	High Density Residential
🟩	**H.P**	Historic & Preservation Land Use
🟩	**I.C**	Interstate Corridor
🟦	**I.D**	Industrial Land Use
🟦	**L.D.R**	Low Density Residential
🟩	**M.D.R**	Medium Density Residential
🟩	**O**	Office Land Use
🟧	**R**	Redevelopment Land Use
🟪	**R.N.C**	Residential/ Neighbourhood Commercial Land Use

The Urban Core and Westside CRA benefit from **a broader diversity of land uses**. Both the Westside and Urban Core CRAs outperform the Eastside CRA in their entropy scoring, a metric where a higher score indicates a greater mix of uses. Communities with that mixture are generally more walkable, and because daily needs are more accessible, these communities become more economically diverse and resilient. Additionally, the diversity of uses allows the Urban Core and Westside CRA to apply a wider range of incentives and catalytic policies.

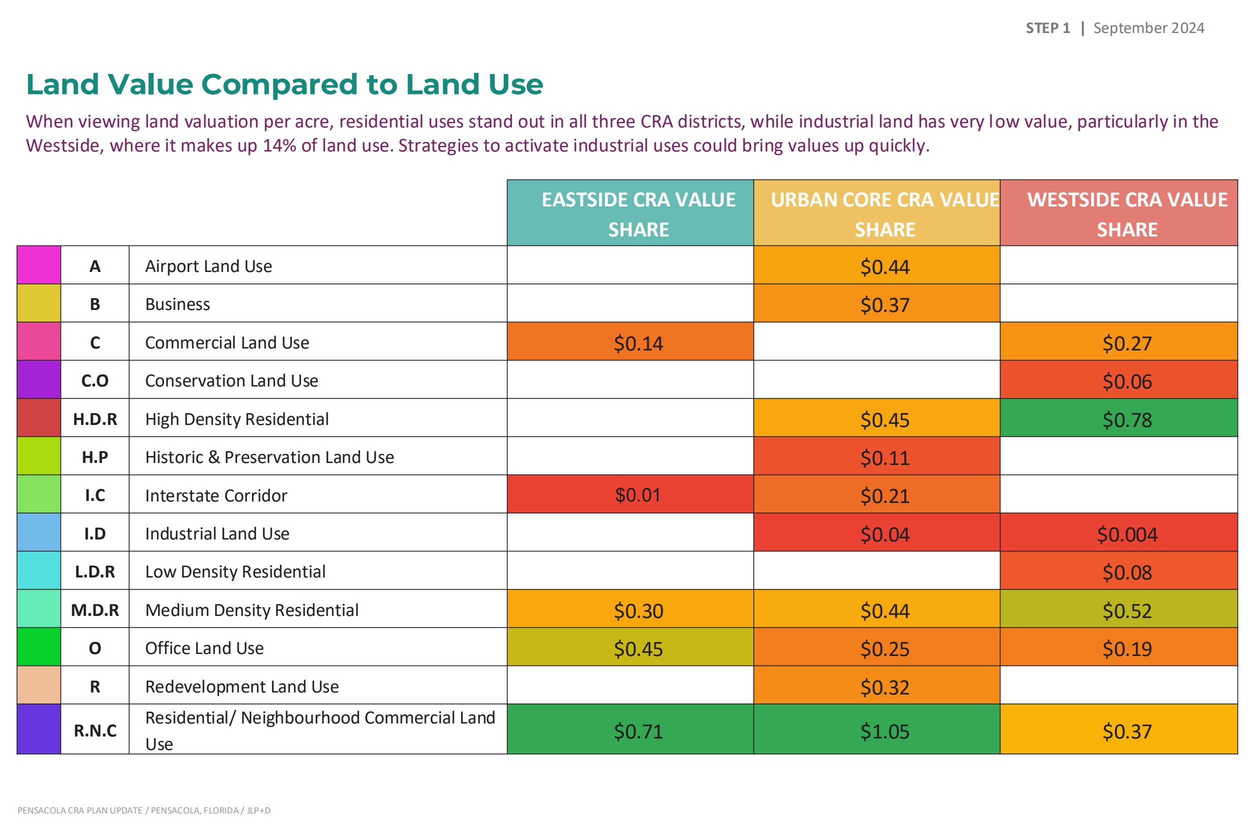
In contrast, medium-density residential land uses dominate **75%** of the Eastside CRA. This heavy reliance on residential real estate means the CRA depends significantly on its residential population and property values to fund the CRA TIF. Such dependence may affect the CRA's resilience to economic or demographic changes, like population relocation, residential blight, or mortgage foreclosure.

Entropy: *A measurement of land use mix. The higher the Entropy, the higher the mix. The Entropy Index varies from 0 to 1.*

Land Use Diversity

Several land uses contribute to the overall property value of CRA districts. The combination of total land area in each district, and the total value of the land area, shows wide variations. Some land uses thus have greater potential to impact the overall revenue received by the Community Redevelopment Agency.

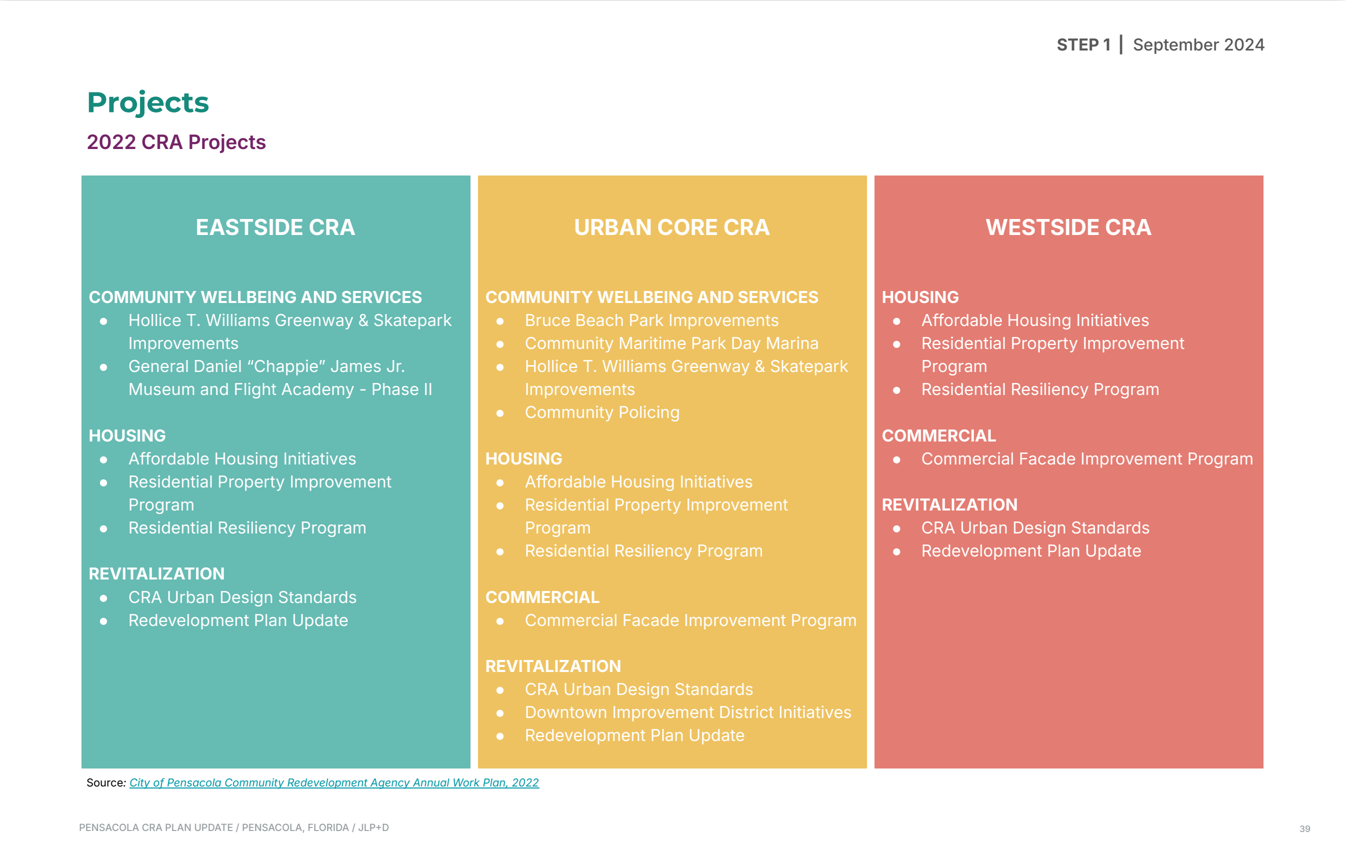
			EASTSIDE CRA TOTAL VALUE	URBAN CORE CRA TOTAL VALUE	WESTSIDE CRA TOTAL VALUE
🟪	A	Airport Land Use		$1,005,755.88	
🟨	B	Business		$107,871.78	
🟥	C	Commercial Land Use	$39,742.58	$302,170.07	$653,521.25
🟪	C.O	Conservation Land Use			$4,624.51
🟥	H.D.R	High Density Residential		$6,999.99	$287,362.38
🟩	H.P	Historic & Preservation Land Use		$179,820.28	
🟩	I.C	Interstate Corridor	$1,626.13	$16,765.55	
🟦	I.D	Industrial Land Use		$12,248.92	$4,250.82
🟦	L.D.R	Low Density Residential			$54,855.86
🟩	M.D.R	Medium Density Residential	$597,186.15	$291,758.12	$1,493,877.36
🟩	O	Office Land Use	$1,889.35	$9,627.17	$116,757.35
🟧	R	Redevelopment Land Use		$353,707.77	
🟪	R.N.C	Residential/ Neighbourhood Commercial Land Use	$70,568.23	$182,498.66	$48,122.45
		TOTAL CRA LAND VALUE	**$711,012.44**	**$2,469,224.19**	**$2,663,371.98**



Land Value Compared to Land Use

When viewing land valuation per acre, residential uses stand out in all three CRA districts, while industrial land has very low value, particularly in the Westside, where it makes up 14% of land use. Strategies to activate industrial uses could bring values up quickly.

			EASTSIDE CRA VALUE SHARE	URBAN CORE CRA VALUE SHARE	WESTSIDE CRA VALUE SHARE
🟪	**A**	Airport Land Use		$0.44	
🟨	**B**	Business		$0.37	
🟥	**C**	Commercial Land Use	$0.14		$0.27
🟪	**C.O**	Conservation Land Use			$0.06
🟥	**H.D.R**	High Density Residential		$0.45	$0.78
🟩	**H.P**	Historic & Preservation Land Use		$0.11	
🟩	**I.C**	Interstate Corridor	$0.01	$0.21	
🟦	**I.D**	Industrial Land Use		$0.04	$0.004
🟦	**L.D.R**	Low Density Residential			$0.08
🟩	**M.D.R**	Medium Density Residential	$0.30	$0.44	$0.52
🟩	**O**	Office Land Use	$0.45	$0.25	$0.19
🟧	**R**	Redevelopment Land Use		$0.32	
🟪	**R.N.C**	Residential/ Neighbourhood Commercial Land Use	$0.71	$1.05	$0.37



Projects

2022 CRA Projects

EASTSIDE CRA

COMMUNITY WELLBEING AND SERVICES
- Hollice T. Williams Greenway & Skatepark Improvements
- General Daniel "Chappie" James Jr. Museum and Flight Academy - Phase II

HOUSING
- Affordable Housing Initiatives
- Residential Property Improvement Program
- Residential Resiliency Program

REVITALIZATION
- CRA Urban Design Standards
- Redevelopment Plan Update

URBAN CORE CRA

COMMUNITY WELLBEING AND SERVICES
- Bruce Beach Park Improvements
- Community Maritime Park Day Marina
- Hollice T. Williams Greenway & Skatepark Improvements
- Community Policing

HOUSING
- Affordable Housing Initiatives
- Residential Property Improvement Program
- Residential Resiliency Program

COMMERCIAL
- Commercial Facade Improvement Program

REVITALIZATION
- CRA Urban Design Standards
- Downtown Improvement District Initiatives
- Redevelopment Plan Update

WESTSIDE CRA

HOUSING
- Affordable Housing Initiatives
- Residential Property Improvement Program
- Residential Resiliency Program

COMMERCIAL
- Commercial Facade Improvement Program

REVITALIZATION
- CRA Urban Design Standards
- Redevelopment Plan Update

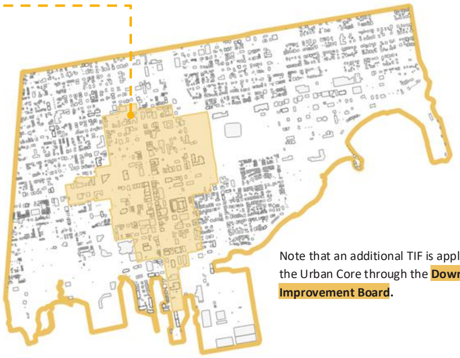
Source: *City of Pensacola Community Redevelopment Agency Annual Work Plan, 2022*

Millage Rates

Annual Rate

A County and City millage rate is applied to properties located within each CRA. The millage rate, also known as the mill rate, is a tax rate used to calculate local property taxes. It represents the amount of tax payable per $1,000 of a property's assessed value. For example, a millage rate of 10 means $10 in tax for every $1,000 of property value.

	County	City	Urban Core Downtown Improvement Board
2010	6.9755	4.5395	2.0
2011	6.9755	4.2895	2.0
2012	6.9755	4.2895	2.0
2013	6.6165	4.2895	2.0
2014	6.6165	4.2895	2.0
2015	6.6165	4.2895	2.0
2016	6.6165	4.2895	2.0
2017	6.6165	4.2895	2.0
2018	6.6165	4.2895	2.0
2019	6.6165	4.2895	2.0
2020	6.6165	4.2895	2.0

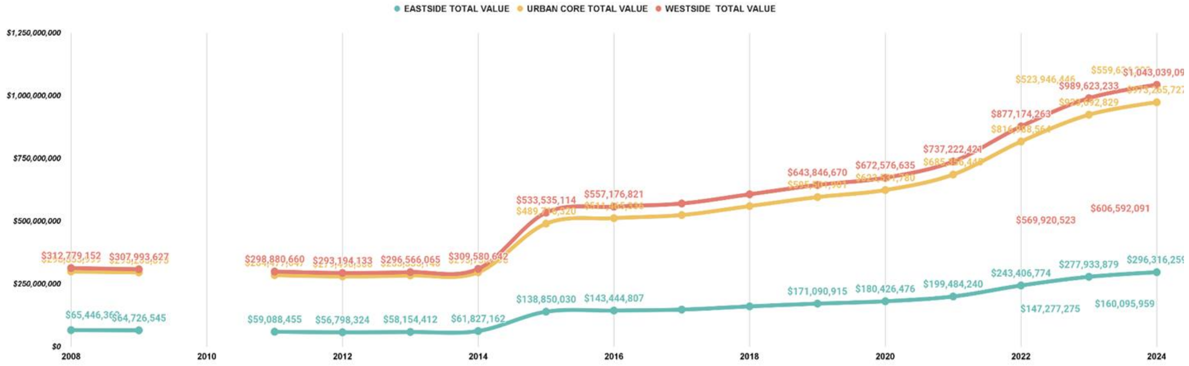


Note that an additional TIF is applied to the Urban Core through the **Downtown Improvement Board**.

Property Value over Time

by CRA District

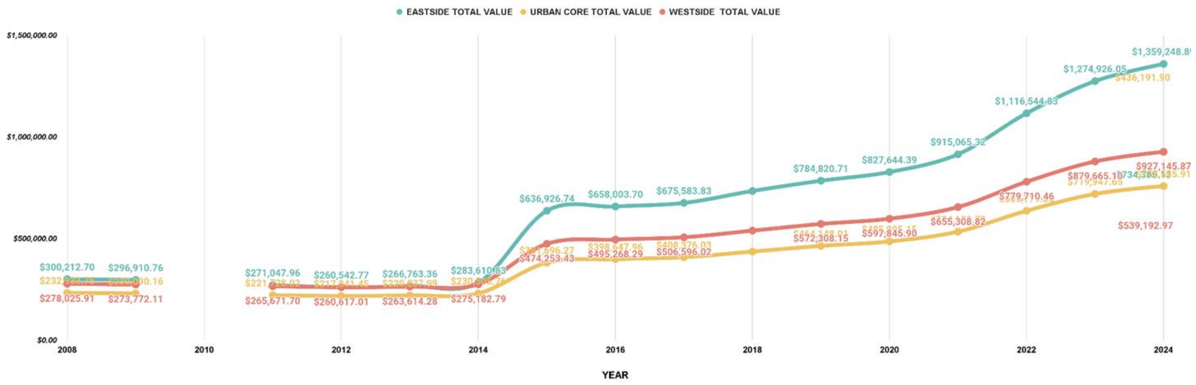
The Urban Core and Westside CRA are both higher than the Eastside CRA in total property value. All three CRA districts are demonstrating year-over-year growth with the Urban Core showing the greatest growth, followed by the Westside CRA, then the Eastside CRA.



Property Value over Time

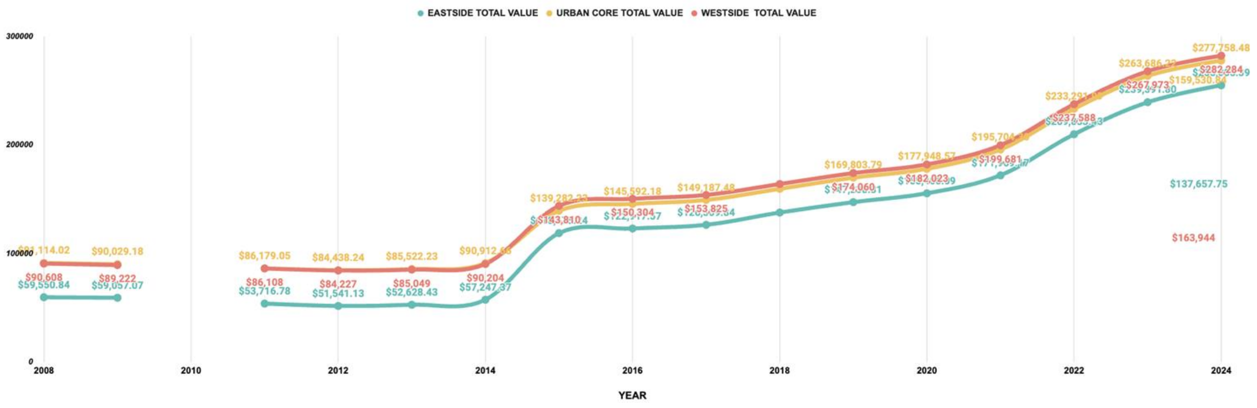
Property value per acre by CRA District

The Urban Core has greater value per acre property than both the Westside and Eastside CRA districts. The magnitude is significant; the Urban Core shows nearly exponential growth compared to the two other CRA districts.



Property Value over Time

Property value per parcel count by CRA District



TIF Revenue Annually

Total TIF Payments

The TIF revenue reveals historical is derived from the Urban Core CRA while the Westside CRA collected no revenue from 2010 - 2013. All three CRAs have seen an overall increase in revenue between 2010 and 2020.

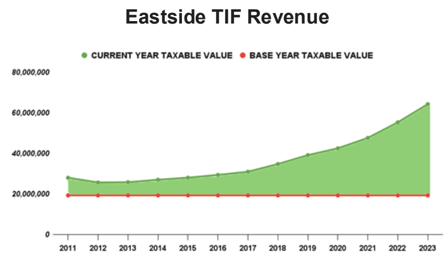
	Eastside CRA	Urban Core	Westside CRA
2010	$40,356	$1,535,329	$0
2011	$35,380 ↓	$1,441,891 ↓	$0
2012	$25,872 ↓	$1,381,489 ↓	$0
2013	$26,356 ↑	$1,424,671 ↑	$0
2014	$31,356 ↑	$1,529,281 ↑	$26,537 ↑
2015	$35,474 ↑	$1,662,929 ↑	$36,293 ↑
2016	$41,066 ↑	$1,807,608 ↑	$76,658 ↑
2017	$47,393 ↑	$1,983,688 ↑	$120,764 ↑
2018	$62,630 ↑	$2,221,033 ↑	$169,983 ↑
2019	$81,808 ↑	$2,539,504 ↑	$250,353 ↑
2020	$92,207 ↑	$2,785,600 ↑	$319,997 ↑

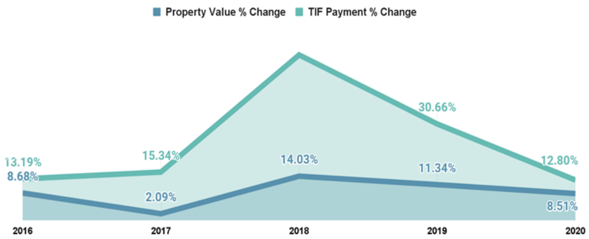
Continual decrease in total TIF payments across all three CRAs, due to nationwide economic decline

TIF Revenue

Eastside CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
EASTSIDE CRA | Total Acres: 218											
Total Payment	$40,356	$35,380	$25,872	$26,356	$31,356	$35,474	$41,066	$47,393	$62,630	$81,808	$92,207
Payment Per Acre	$185	$162	$119	$144	$121	$144	$163	$188	$287	$375	$423
Total Property Value	N/a	N/a	N/a	N/a	N/a	$56,994,857	$61,941,871	$63,235,471	$72,104,387	$80,277,360	$87,111,463
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	$261,444	$284,137	$290,071	$330,754	$368,245	$399,594



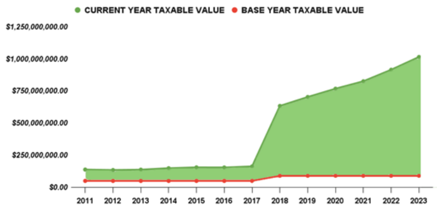


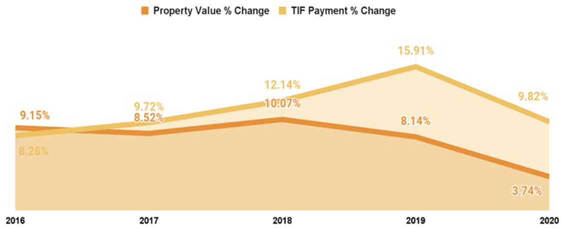
TIF Revenue

Urban Core CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
URBAN CORE CRA | Total Acres: 1,283											
Total Payment	$4,063,003	$3,953,997	$3,788,221	$3,787,966	$4,075,806	$4,427,771	$4,794,187	$5,260,081	$5,898,476	$6,837,207	$7,508,831
Payment Per Acre	$3,167	$3,082	$2,953	$2,952	$3,177	$3,451	$3,737	$4,100	$4,597	$5,329	$5,853
Total Property Value	N/a	N/a	N/a	N/a	N/a	$575,840,293	$628,528,322	$682,092,327	$750,758,186	$811,833,232	$842,213,147
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	$448,823	$489,890	$531,639	$585,158	$632,762	$656,440

City CRA TIF Revenue

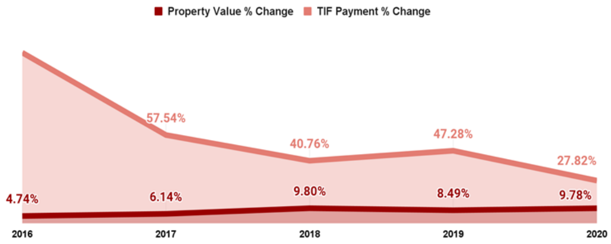




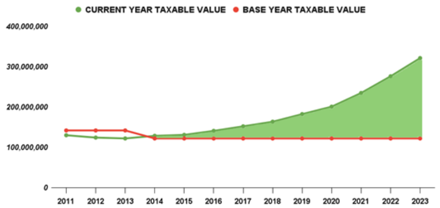
TIF Revenue

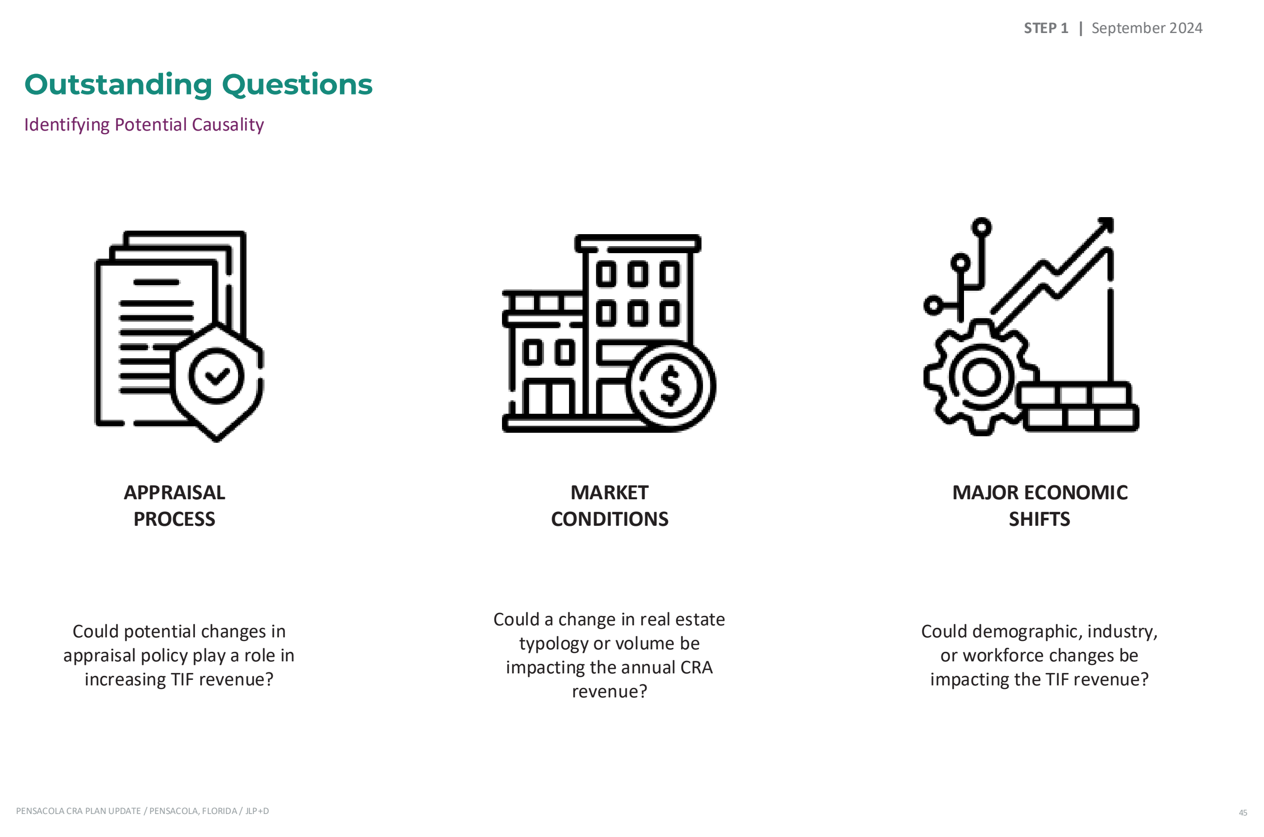
Westside CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
WESTSIDE CRA | Total Acres: 1,125											
Total Payment	-$43,892.21	-$48,505.55	-$72,262.97	-$80,972.30	$26,536.55	$36,292.99	$76,657.94	$120,764.46	$169,983.01	$250,352.67	$319,997.41
Payment Per Acre	-$39.02	-$43.12	-$64.23	-$71.98	$23.59	$32.26	$68.14	$107.35	$151.10	$222.54	$284.44
Total Property Value	N/a	N/a	N/a	N/a	N/a	$274,452,545	$287,469,547	$305,115,998	$335,014,607	$363,456,488	$399,017,359
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	$243,958	$255,528	$271,214	$297,791	$323,072	$354,682



Westside TIF Revenue





Outstanding Questions

Identifying Potential Causality

APPRAISAL PROCESS

Could potential changes in appraisal policy play a role in increasing TIF revenue?

MARKET CONDITIONS

Could a change in real estate typology or volume be impacting the annual CRA revenue?

MAJOR ECONOMIC SHIFTS

Could demographic, industry, or workforce changes be impacting the TIF revenue?

4.0

GENTRIFICATION + DISPLACEMENT

APPENDIX

Definitions

Gentrification

The process of change in an neighborhood or community that is seen by increased prices for basic needs, increased economic investments, and demographic or cultural shifts, typically resulting in displacement of residents.

- Methodology: Definitions were compared against each other through the lenses of:

Social Change | Economic Change | Cultural Change | Physical/Built Change

Displacement

A force that relocates people from where they are living or running a business. This can be either physical or economic, and it is often experiences as a slow accumulation of pressure or acute actions that change stay-or-go tradeoffs for individuals.

- Methodology: Definitions were compared against each other through the lenses of:

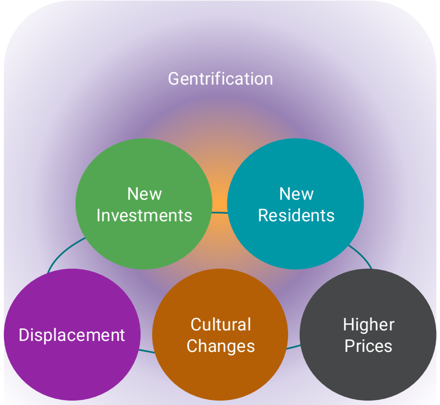
Degraded Housing | Rising Costs | Resident Income | Small Business Changes | Migration

---

Discussion

Displacement vs. Gentrification

- Displacement and Gentrification are related but not the same.
- **Displacement is defined by** the ***movement*** of residents and businesses. It is measurable and consistent. It is often witnessed in gentrifying areas.
- **Gentrification is a process** that often ***creates the set of factors*** that lead residents and businesses to move, and can also cause other changes. It is multi-faceted, and more complex to measure.

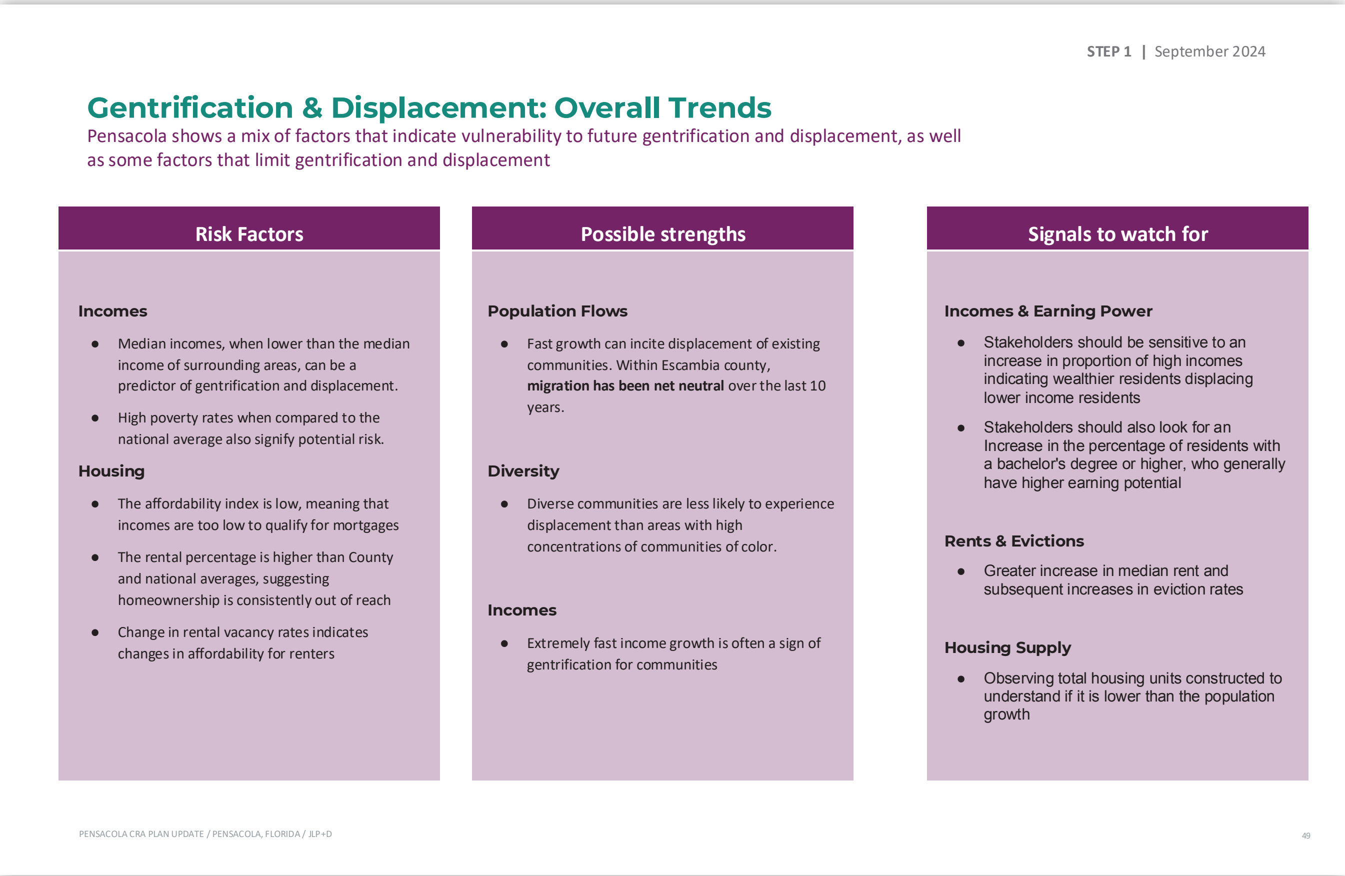


When is it gentrification vs. economic growth?

→ Economic growth is positive for any community, and especially for low-income communities. However, when that growth is not inclusive or accessible to certain groups, it is not equitable.

→ The **negative impacts** of economic growth **are often associated with gentrification**, such as increasing rents reducing affordability for residents

→ **Equitable economic development** aims to ***minimize the negative impacts*** of economic growth



Gentrification & Displacement: Overall Trends

Pensacola shows a mix of factors that indicate vulnerability to future gentrification and displacement, as well as some factors that limit gentrification and displacement

Risk Factors

Incomes

- Median incomes, when lower than the median income of surrounding areas, can be a predictor of gentrification and displacement.
- High poverty rates when compared to the national average also signify potential risk.

Housing

- The affordability index is low, meaning that incomes are too low to qualify for mortgages
- The rental percentage is higher than County and national averages, suggesting homeownership is consistently out of reach
- Change in rental vacancy rates indicates changes in affordability for renters

Possible strengths

Population Flows

- Fast growth can incite displacement of existing communities. Within Escambia county, **migration has been net neutral** over the last 10 years.

Diversity

- Diverse communities are less likely to experience displacement than areas with high concentrations of communities of color.

Incomes

- Extremely fast income growth is often a sign of gentrification for communities

Signals to watch for

Incomes & Earning Power

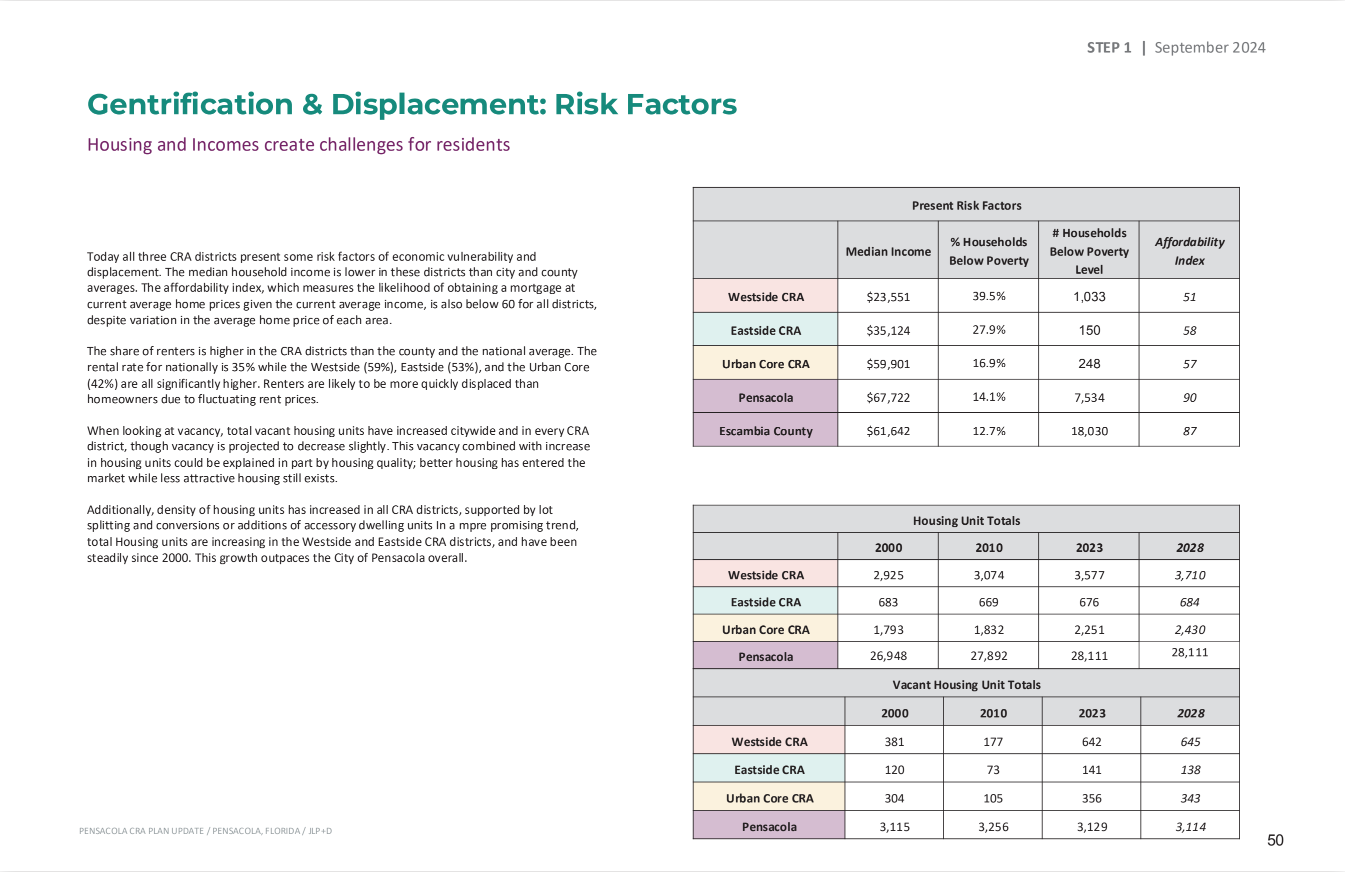
- Stakeholders should be sensitive to an increase in proportion of high incomes indicating wealthier residents displacing lower income residents
- Stakeholders should also look for an Increase in the percentage of residents with a bachelor's degree or higher, who generally have higher earning potential

Rents & Evictions

- Greater increase in median rent and subsequent increases in eviction rates

Housing Supply

- Observing total housing units constructed to understand if it is lower than the population growth



Gentrification & Displacement: Risk Factors

Housing and Incomes create challenges for residents

Today all three CRA districts present some risk factors of economic vulnerability and displacement. The median household income is lower in these districts than city and county averages. The affordability index, which measures the likelihood of obtaining a mortgage at current average home prices given the current average income, is also below 60 for all districts, despite variation in the average home price of each area.

The share of renters is higher in the CRA districts than the county and the national average. The rental rate for nationally is 35% while the Westside (59%), Eastside (53%), and the Urban Core (42%) are all significantly higher. Renters are likely to be more quickly displaced than homeowners due to fluctuating rent prices.

When looking at vacancy, total vacant housing units have increased citywide and in every CRA district, though vacancy is projected to decrease slightly. This vacancy combined with increase in housing units could be explained in part by housing quality; better housing has entered the market while less attractive housing still exists.

Additionally, density of housing units has increased in all CRA districts, supported by lot splitting and conversions or additions of accessory dwelling units In a mpre promising trend, total Housing units are increasing in the Westside and Eastside CRA districts, and have been steadily since 2000. This growth outpaces the City of Pensacola overall.

Present Risk Factors

	Median Income	% Households Below Poverty	# Households Below Poverty Level	*Affordability Index*
Westside CRA	$23,551	39.5%	1,033	*51*
Eastside CRA	$35,124	27.9%	150	*58*
Urban Core CRA	$59,901	16.9%	248	*57*
Pensacola	$67,722	14.1%	7,534	*90*
Escambia County	$61,642	12.7%	18,030	*87*

Housing Unit Totals

	2000	2010	2023	*2028*
Westside CRA	2,925	3,074	3,577	*3,710*
Eastside CRA	683	669	676	*684*
Urban Core CRA	1,793	1,832	2,251	*2,430*
Pensacola	26,948	27,892	28,111	28,111

Vacant Housing Unit Totals

	2000	2010	2023	*2028*
Westside CRA	381	177	642	*645*
Eastside CRA	120	73	141	*138*
Urban Core CRA	304	105	356	*343*
Pensacola	3,115	3,256	3,129	*3,114*

Gentrification & Displacement: Possible Factors

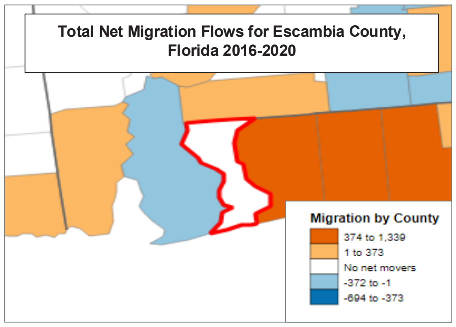
A few factors indicate a complex set of trends for and against active displacement

There are several factors that may not demonstrate direct gentrification and displacement for Pensacolians. First, within Escambia county, migration has been net neutral - while some movement has occurred, the movers out have roughly equalled movers in. There is no visible evidence of rapid population growth contributing to displacement.

next, the CRA districts all have fairly high diversity, which can be a strength against swift displacement for communities of color. That said, the Eastside CRA district has a higher concentration of black households than the other areas, while the urban core CRA has a higher concentration of while residents.

Income growth, though low for many households, has increased at a steady rate, mirroring the national averages for that last 20 years. Sharp increases in income are often caused by higher earners moving to an area and lower income earners leaving.

Additionally, density of housing units has increased in all CRA districts, supported by some new construction and lot splitting and conversions or additions of accessory dwelling units.


Total Net Migration Flows for Escambia County, Florida 2016-2020

	Population By Race 2021 %						
	White	Black	American Indian	Asian	Pacific Islander	Other	Two or More Races
Westside CRA	38.97%	49.16%	0.00%	0.52%	0.22%	1.13%	10.00%
Eastside CRA	25.59%	63.53%	0.00%	0.00%	0.00%	3.92%	6.96%
Urban Core CRA	66.55%	22.75%	0.00%	0.16%	1.89%	1.01%	7.65%

Gentrification & Displacement: Signals to Watch in the Future

Changes to the population and rental prices are indicators of potentially fast shifts

Both gentrification and displacement can shift from risks to reality quickly. Changes to the median rent act as a signal of shifting demand by higher income renters, and the current asking rent of $1,800 for new units across the city should be watched to identify increases. The current range of rental prices clusters around $1,500.

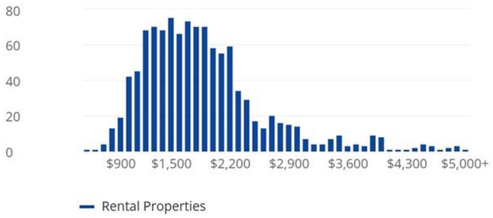
Similarly, changes to high income earners or populations with college degrees (and thus, potentially higher earning power) should be monitored as well. These indicators are already elevated in the Urban Core CRA, but could increase in the Eastside CRA quickly too, given its small population overall.

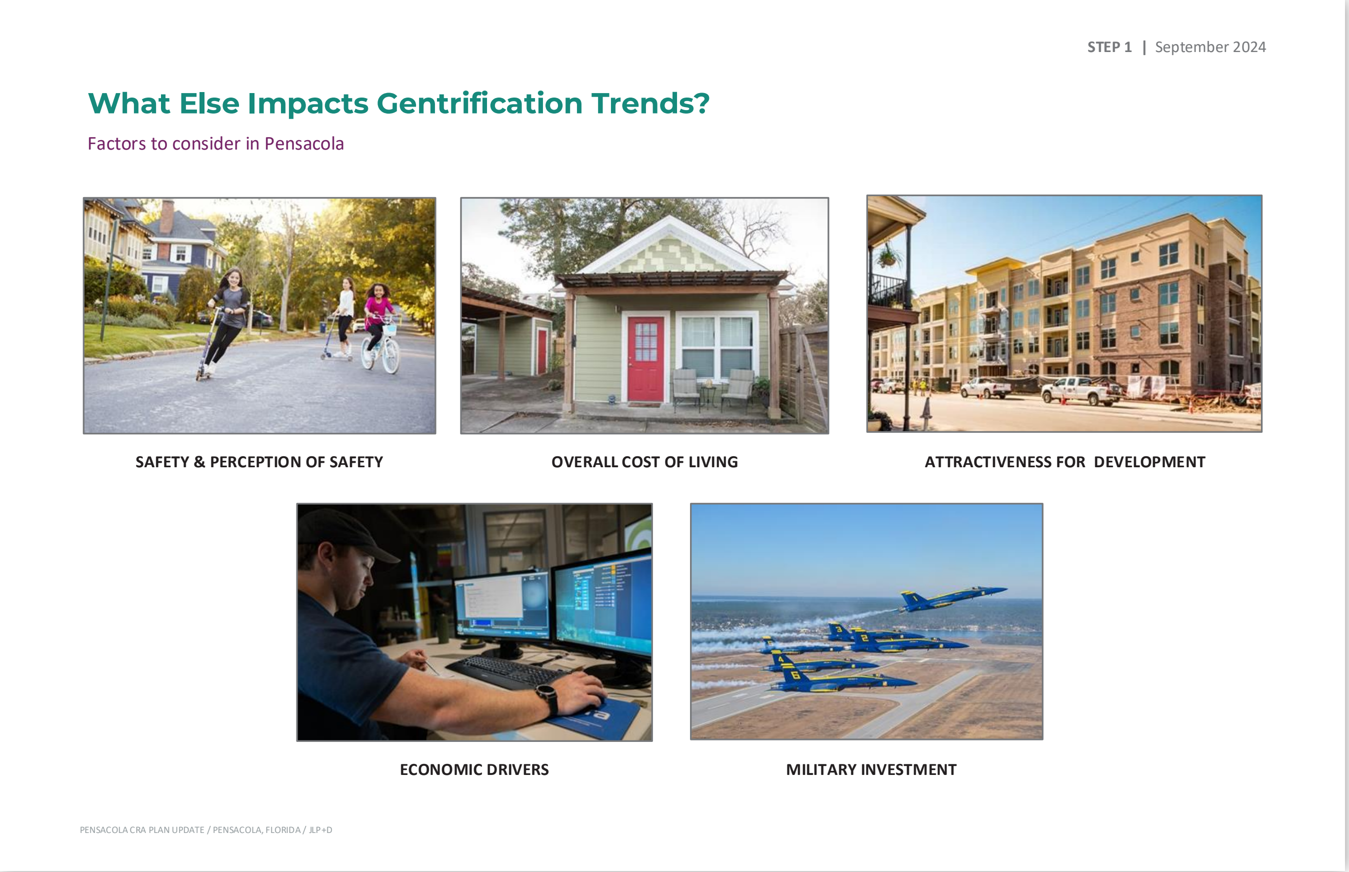
Lastly, the CRA is familiar with planned housing projects, and the total units of housing added to the Pensacola market wll have the least impact if they are not outpaced by population growth. Thus, greater population growth, if it becomes a steady trend is also a sign to monitor changes to the number of housing units in the area.

Potential Indicators of Future Displacement			
	Median Rent	Households Earning > $150k	Households with Bachelor's or Higher
Westside CRA	$869	113 (4.0%)	16.3%
Eastside CRA	-	29 (5.3%)	27.4%
Urban Core CRA	$1.901	338 (21%)	45.5%
Pensacola	$1,150	3,812 (15.7%)	40.5%
Escambia County	$1,394	15,757 (12.5%)	31.8%

Price Range

The price range for all bedrooms and all property types is $600 to $5,500.





STEP 1 | September 2024

What Else Impacts Gentrification Trends?

Factors to consider in Pensacola

SAFETY & PERCEPTION OF SAFETY

OVERALL COST OF LIVING

ATTRACTIVENESS FOR DEVELOPMENT

ECONOMIC DRIVERS

MILITARY INVESTMENT

PENSACOLA CRA PLAN UPDATE / PENSACOLA, FLORIDA / JLP+D

JLP+D

CRA FUNDING RESOURCES

FEDERAL FUNDING

Grant Name	Awarding Entity	Website	Typical Projects Funded	Notes of interest
Rebuilding American Infrastructure with Sustainability and Equity (RAISE)	USDOT	https://www.transportation.gov/RAISEgrants/raise-nofo	Surface transportation projects that have significant local or regional impact; could include projects with a safety component.	https://www.transportation.gov/sites/dot.gov/files/2022-09/RAISE%20 2022%20Award%20Fact%20 Sheets_1.pdf
Infrastructure for Rebuilding America Discretionary Grant Program (INFRA)	USDOT	https://www.transportation.gov/grants/infra-grants-program	Primarily freight related.	For projects that improve safety, generate economic benefits, reduce congestion, enhance resiliency, and hold the greatest promise to eliminate freight bottlenecks and improve critical freight movements.
Reconnecting Communities Pilot Program (RCP)	USDOT	https://www.transportation.gov/grants/reconnecting-communities	Highway removal projects, through disadvantaged communities. Would fund replacement infrastructure and includes safety components.	
Safe Streets and Roads for All (SS4A)	USDOT	https://www.transportation.gov/grants/SS4A	Transportation safety projects.	Projects must be identified in a comprehensive safety action plan to receive implementation funding.
Federal Transit Administration Capital Funds (FTA)	Federal Transit	https://www.transit.dot.gov/funding/grants/urbanized-area-formula-grants-5307	Funds safe access to transit projects	See Bicycles and Transit, Flex Funding for Transit Access, the FTA Final Policy Statement on the Eligibility of Pedestrian and Bicycle Improvements Under Federal Transit Law, and FTA Program & Bicycle Related Funding Opportunities
Areas of Persistent Poverty Program (AoPP)	Federal Transit	https://www.transit.dot.gov/grant-programs/areas-persistent-poverty-program	Funds projects that provide access to transit in disadvantaged communities, including safety improvements.	
Carbon Reduction Program (CRP)	FHWA	https://www.fhwa.dot.gov/environment/sustainability/energy/	Planning, bicycle and pedestrian facilities, bike share programs, road diets, etc.	Project must be part of the state TIP and consistent with LRSTP and Metropolitan Transportation Plan; does not fund recreational trails
Congestion Mitigation and Air Quality Improvement Program (CMAQ)	FHWA	https://www.fhwa.dot.gov/ environment/air_quality/ cmaq/	Projects, including bicycle and pedestrian facilities, that reduce emissions.	Project for planning, feasibility analyses, and revenue forecasting associated with the development of a project that would subsequently be eligible to apply for assistance under the BIP
Highway Safety Improvement Program (HSIP)	FHWA	https://highways.dot.gov/safety/hsip/shsp	Safety projects on the highway system.	Projects must be consistent with a state's Strategic Highway Safety Plan, funding is only for Highway projects, public transportation, and port facilities, Small local agencies also eligible
Railway-Highway Crossings(Section 130) Program (RHCP)	FHWA	https://highways.dot.gov/safety/hsip/xings/railway-highway-crossing-program-overview	Railroad crossing improvements.	Set aside from HSIP, Small local agencies also eligible
National Highway Performance Program (NHPP)	FHWA	Implementation Guidance for the National Highway Performance Program (NHPP) as Revised by the Bipartisan Infrastructure Law (dot.gov)	Could include safety improvements as part of other improvements.	Only for Highway projects; Administered by the State
Promoting Resilient Operations for Transformative, Efficient, and Cost Saving Transportation (PRO TECT)	FHWA	https://www.fhwa.dot.gov/environment/sustainability/resilience/	Protecting transportation facilities from flooding.	Funds can only be used for activities that are primarily for the purpose of resilience or inherently resilience related. With certain exceptions, the focus must be on supporting the incremental cost of making assets more resilient.
Surface Transportation Block Grant Program (STBG)	FHWA	https://www.fhwa.dot.gov/specialfunding/stp/	Planning, bicycle and pedestrian facilities, bike share programs, road diets, etc.	If called a bicycle facility, it must be primarily for transportation instead of recreation, but recreational trails are also permitted, Small local agencies also eligible
Transportation Alternatives (TA) Set-Aside	FHWA	https://www.fhwa.dot.gov/ environment/transportation_alternatives/	Planning, bicycle and pedestrian facilities, bike share programs, road diets, etc.	Part of STBG; Administered by the State, Local agencies also eligible
Recreational Trails Program (RTP)	FHWA	https://www.fhwa.dot.gov/ environment/recreational_ trails/	Recreational trails	Part of STBG; Administered by the State
Safe Routes to School Program (SRTS)	FHWA	ttps://www.fhwa.dot.gov/environment/safe_routes_to_school/	Projects that improve safety for students going to school	Part of STBG; Administered by the State

FDOT FUNDING

Grant Name	Awarding Entity	Website	Typical Projects Funded	Notes of interest
Transportation Alternatives Program (TAP)	FDOT	https://www.fdot.gov/planning/systems/tap/default.shtm	Bicycle/pedestrian facilities recreational trails, SRTS projects	Part of the Federal TA set aside of the STBG https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/planning/systems/systems-management/document-repository/tap/ta_set-aside-program_fl_overview-highlights_2015-2021.pdf?sfvrsn=7c0d8522_2
Shared-Use Nonmotorized (Sun) Trail Program	FDOT	https://www.fdot.gov/planning/systems/suntrail/guidance.shtm	Shared use trails	Project must be within the SUN Trail network, a priority of the applicable jurisdiction, and consistent with applicable plans. Local agency must commit to operation and maintenance of trail. Separate Request for Funding, but must be included in FDOT Work Plan https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/planning/systems/suntrail/guidance/suntrail_guidanceforsubmittal-offundingrequest_ppt.pdf?sfvrsn=3ac9b7ba_2
Highway Safety Improvement Program	FDOT	Reports and Plans (fdot.gov)	Transportation safety projects	Must show how project improves safety; part of FHWA HSIP funding
Safe Routes to School	FDOT	https://www.fdot.gov/Safety/programs/safe-routes.shtm	Transportation safety projects that improve safety for student going to/from school	Funded through HSIP

SIDEWALK PRIORITIZATION

RANKING CRITERIA

Step 1

Separate candidate projects into two tiers:

Tier 1: Projects with no existing sidewalks

Tier 2: Projects with existing sidewalks on one side of the street

Step 2

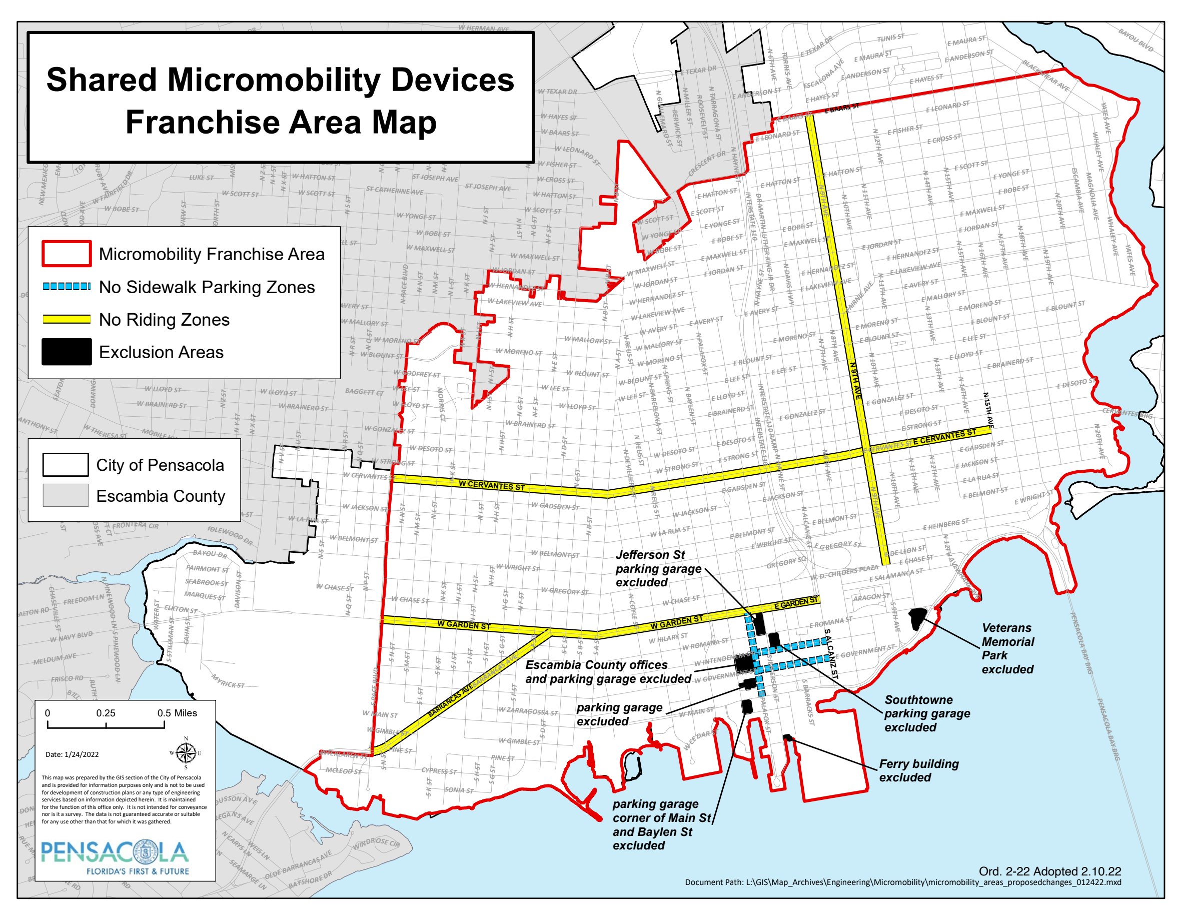
Rank Projects based upon the following criteria:

#	Quantifiable Criteria	Max Points
1	Safety (Roadway conditions, width, bike lanes, existing sidewalk)	6.5
2	School Proximity (Using EscCo Bus Eligible criteria) – Elem School @ 1 mile (15 points) – Middle School @ 1.5 miles (10 points) – High School @ 2 miles (5 points)	15
3	New Access on Arterials and Collectors	10
4	Latent Demand (using either census tract data or City data) – DUs within 1/4 mile to sidewalk project – Residents using transit or walking to work	15
5	Connectivity / This criterion will award points based on the following: – Connects to sidewalk on arterial roadway (15 points) – Connects to sidewalk on collector roadway (10 points) – Connects to sidewalk on local streets (5 points) – Does not connect to other sidewalks (0 points)	15
6	Existing Demand / This criterion will assess scores based on access to: – Transit Stops – Parks/Community Centers – Greenways & Trails – Transportation Disadvantaged Housing – Employment Centers – University/College Campuses (PCS) – Shopping Centers – Placemaking Areas (1/4 mile radius from: Palafox St from Wright Street to terminus and Belmont-DeVilliers intersection)	40
	Total Max Points	101.5

If the totals for the subcategories exceed the maximum for the category, only the maximum value shall be assigned.

Data used will be from either City data (roadway classification, building footprints, pavement width, bike lanes, parks/community center locations, school locations), US Census data (worker transportation, DUs), and ECAT data (transit stops).

MICROMOBILITY AREA MAP


Shared Micromobility Devices Franchise Area Map
Micromobility Franchise Area
No Sidewalk Parking Zones
No Riding Zones
Exclusion Areas
City of Pensacola
Escambia County
0
0.25
0.5 Miles
Date: 1/24/2022
This map was prepared by the GIS section of the City of Pensacola and is provided for information purposes only and is not to be used for development of construction plans or any type of engineering services based on information depicted herein. It is maintained for the function of this office only. It is not intended for conveyance nor is it a survey. The data is not guaranteed accurate or suitable for any use other than that for which it was gathered.
PENSACOLA
FLORIDA'S FIRST & FUTURE
Jefferson St parking garage excluded
Escambia County offices and parking garage excluded
parking garage excluded
parking garage corner of Main St and Baylen St excluded
Veterans Memorial Park excluded
Southtowne parking garage excluded
Ferry building excluded
W CERVANTES ST
E CERVANTES ST
W GARDEN ST
E GARDEN ST
BARRANCAS AVE
N 9TH AVE
N 15TH AVE
SALCANIZ ST
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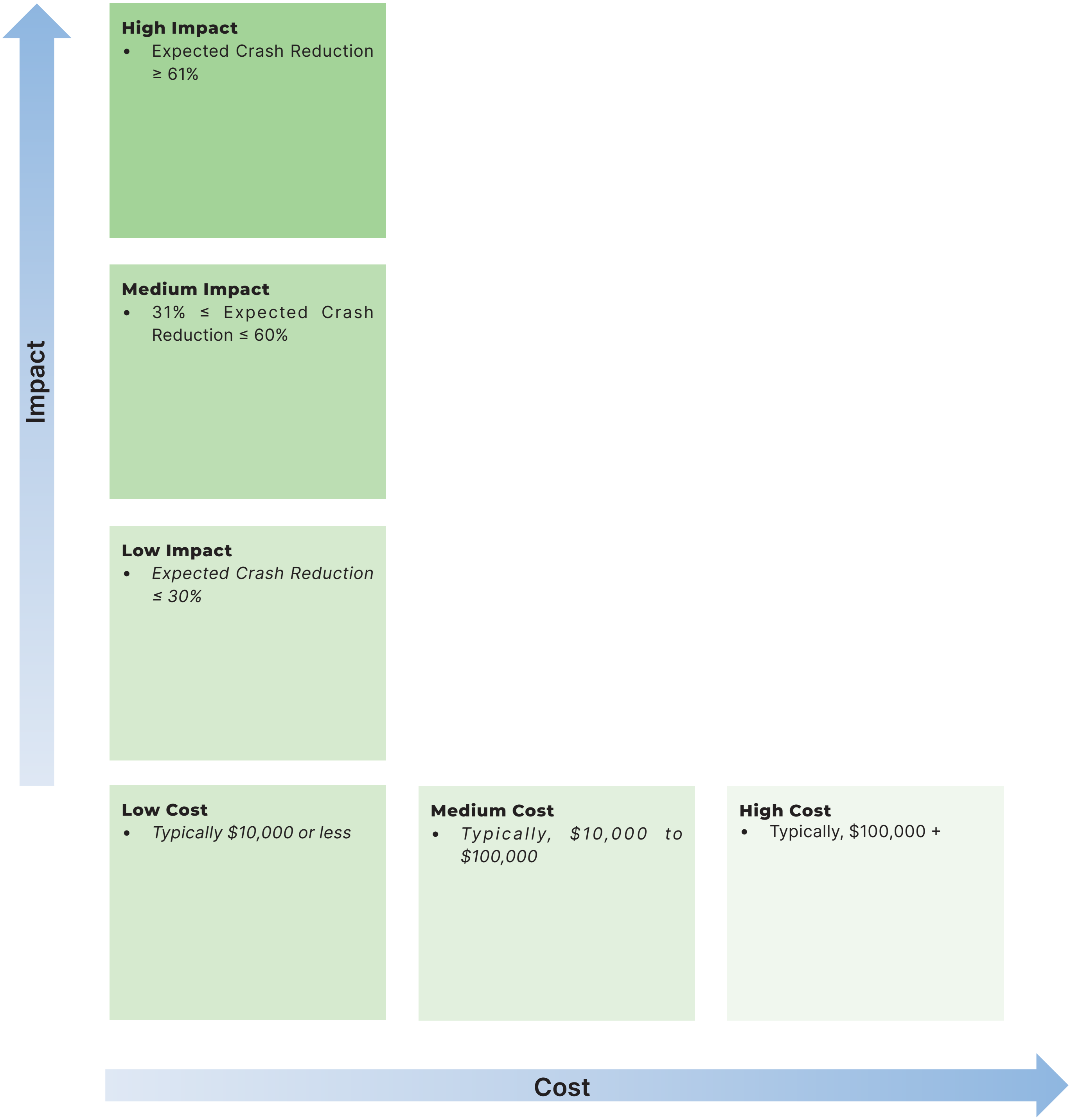
COST AND IMPACT COUNTERMEASURES

COUNTERMEASURE IMPACT AND COST DEFINED



Impact

High Impact

- Expected Crash Reduction ≥ 61%

Medium Impact

- 31% ≤ Expected Crash Reduction ≤ 60%

Low Impact

- *Expected Crash Reduction ≤ 30%*

Low Cost

- *Typically $10,000 or less*

Medium Cost

- *Typically, $10,000 to $100,000*

High Cost

- Typically, $100,000 +

Cost

Unknown Impact = No quantitative date is available

COUNTERMEASURE SELECTION GUIDE

Impact

Low Cost/High Impact
- Prohibit left turn
- All-way stop control

Medium Cost/High Impact
- Rectangular rapid flashing beacon*
- Variable speed limits*
- *See guide for full list*

High Cost/High Impact
- Traffic signal

Low Cost/Medium Impact
- Upgrade signal head
- LED-enhanced sign
- Bicycle crossing (solid green paint)
- Green Conflict striping
- Remove obstructions for sightlines

Medium Cost/Medium Impact
- Raised median*
- Raised crosswalk
- Directional median openings
- Curb-return radius reduction
- *See guide for full list*

High Cost/Medium Impact
- Roundabout*
- Bicycle signal/exclusive bike phase
- Pedestrian hybrid beacon*
- On-street parking
- Separated bikeway*
- Pedestrian hybrid beacon*

Low Cost/Low Impact
- Extend yellow & all red time*
- LPI and ped recall*
- Retroreflective backplates*
- Protected left turns
- *See guide for full list*

Medium Cost/Low Impact
- Flashing yellow turn phase
- Pedestrian countdown timer
- Red light camera
- Lane re-purposing*
- *See guide for full list*

High Cost/Low Impact
- Reduced left-turn conflict intersection*

Cost

Note:
Countermeasures may not apply to all modes, roadways, or crash severities.
Countermeasures may apply to more crash types.

* FHWA Proven Safety Countermeasure

COUNTERMEASURE SELECTION GUIDE (CONT.)

Low Cost/
Unknown Impact

- Extend green time for bikes
- Extend time pushbutton
- Prohibit right-turn-on-red
- Prohibit turns during pedestrian phase
- Time-based turn restriction
- Upgrade intersection pavement markings
- Bicycles may use full lane sign
- Mixing zone
- High-visibility crosswalk
- Restripe crosswalk
- Centerline hardening
- Enhanced daylighting/slow turn wedge
- Paint and plastic median

Medium Cost/
Unknown Impact

- Bike detection
- Pedestrian detection
- Supplemental signal heads
- Flashing beacon as advance warning
- Curb extensions
- Paint and plastic mini circle/ mini roundabout

High Cost/
Unknown Impact

- Separate right-turn phasing
- Close slip lane
- Intersection reconstruction and tightening
- Protected intersection
- Raised intersection

Cost

Note:
Countermeasures may not apply to all modes, roadways, or crash severities. Countermeasures may apply to more crash types.

* FHWA Proven Safety Countermeasure

COUNTERMEASURE SELECTION GUIDE (PEDESTRIAN AND BIKE FOCUSED)

Low Cost/
Unknown Impact

- Audible push button upgrade extend time push-button
- Prohibit right-turn-on-red
- Prohibit turns during pedestrian phase
- Shorten cycle length
- Advance stop bar
- Advance yield markings
- Pavement speed legends
- Time-based turn restriction
- Upgrade intersection pavement markings
- Wayfinding
- Co-locate bus stops and pedestrian crossings
- High-visibility crosswalk
- Restripe crosswalk
- Centerline hardening
- Enhanced daylighting/slow turn wedge
- Gateway treatments
- Paint and plastic median
- Partial closure/diverter
- Straighten crosswalk
- Lane narrowing
- Far-side bus stop
- Extend green time for bikes
- Bicycles may use full lane sign
- Mixing zone
- Parking buffer
- Two-stage turn queue bike box
- Bike box

Medium Cost/
Unknown Impact

- Pedestrian detection
- Signal interconnectivity and coordination/green wave
- Signal preemption
- Flashing beacon as advance warning
- Floating transit island
- Curb extensions
- Widen sidewalk
- Crosswalk density
- Chicane
- Landscape buffer
- Speed sensitive rest on red
- Upgrade lighting to LED
- Bike detection

High Cost/
Unknown Impact

- Separate right-turn phasing
- Shared use path
- Close slip lane
- Intersection reconstruction and tightening
- Protected intersection
- Raised intersection

Note:
Countermeasures may not apply to all modes, roadways, or crash severities.
Countermeasures may apply to more crash types.

* FHWA Proven Safety Countermeasure

TRANSPORTATION ANALYSIS

OVERVIEW

Existing transportation conditions were documented throughout Pensacola and provided a foundation for understanding the needs and possible improvements for the CRA planning process.

Documenting the existing transportation conditions included three main categories:

- Roadway Characteristics (e.g., street type, character, and dimensions);
- Mobility Characteristics (e.g., pedestrian/bicycle facilities, and safety);
- Equity and Transportation (e.g., communities overburdened by lack of transportation investment).

BLOCK-BY-BLOCK
CRAFTING A PLAN
WESTSIDE · DOWNTOWN · EASTSIDE
PENSACOLA CRA

Existing Transportation – Related Conditions and Planned Transportation Improvements

Technical Memorandum

Community Redevelopment Agency Plan Update for Westside, Urban Core, and Eastside

October 8, 2024

APPENDIX

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(407) 420-4200

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1 Introduction and Project Purpose

The Pensacola Community Redevelopment Agency (CRA) is updating all three CRA district plans after more than 15 years. The CRA districts are comprised of the Westside, the Eastside, and the Urban Core. Each of the districts have distinct characteristics pertaining to transportation. The existing conditions highlighted in this report are based on city data, previous studies, current programs, site and desktop observations, and community input. Understanding the existing conditions provides the basis to develop near-, medium-, and long-term recommendations to improve mobility and accessibility of all the residents within the area.

Documenting the existing transportation conditions includes three main categories:

- Roadway Characteristics (e.g., street type, character, and dimensions)
- Mobility Characteristics (e.g., pedestrian/bicycle facilities, and safety)
- Equity and Transportation (e.g., communities overburdened by lack of transportation investment)

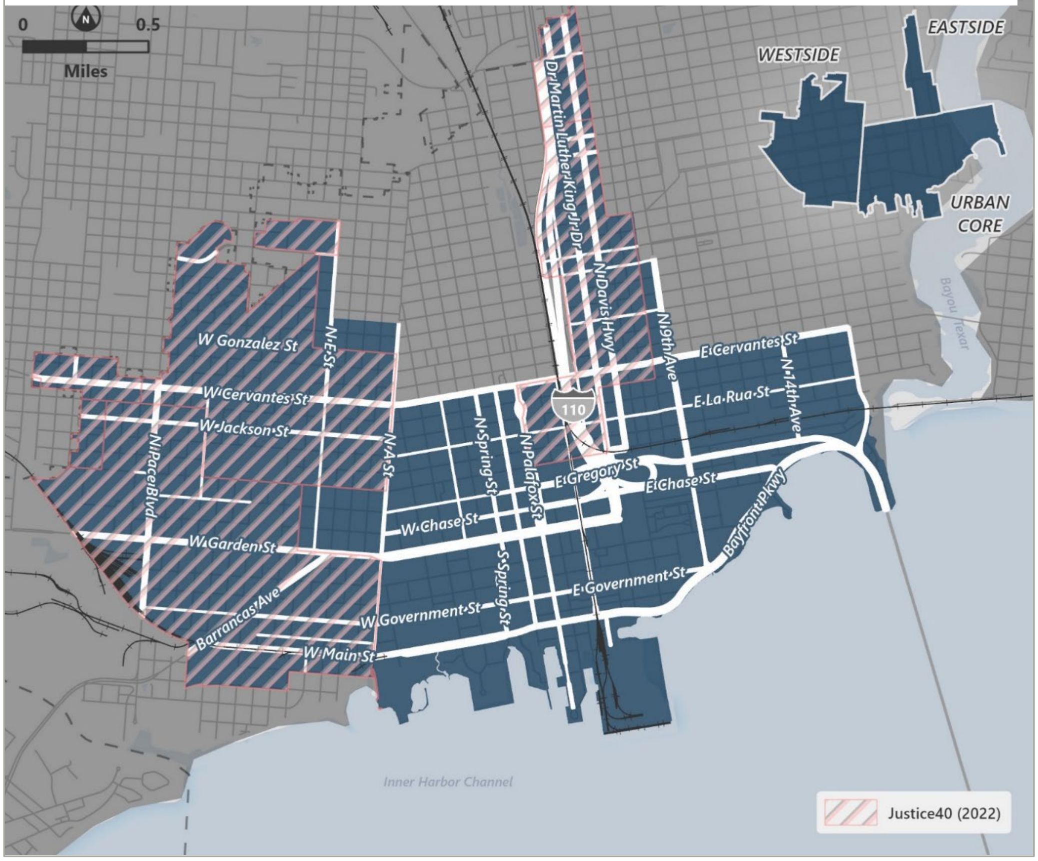
The CRA Districts, along with the United States Department of Transportation (USDOT) Disadvantaged Community boundaries,[1] and major roadways[2] are shown in **Figure 1.**

---

[1] The USDOT Disadvantage Communities are defined as those communities that have a higher burden of underinvestment in transportation, in the following five components: Transportation Insecurity, Climate and Disaster Risk Burden, Environmental Burden, Health Vulnerability, and Social Vulnerability.

[2] Major roadways are defined as those that have interstate, arterial, or collector functional classification by the Florida Department of Transportation (FDOT).

Figure 1 Major Roadways and USDOT Disadvantaged Community Boundaries in CRA Districts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Dr Martin Luther King Jr Dr
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E Cervantes St
N 14th Ave
E La Rua St
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
110
E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Bayou Texar
Inner Harbor Channel
Justice40 (2022)

2 Roadway Characteristics

Roadway Characteristics include all the ways in which one understands a street or road. These characteristics include looking at the type or function of the road, the physical attributes of the road (speed, width, how many lanes, type of connectivity or network) and neighborhood character surrounding the road.

2.1 Street Types and Networks

There are three major roadway types that make up the street network within the CRA districts. These major roadways are defined by FDOT and further qualified in the City of Pensacola 2023 Active Transportation Plan (ATP) as shown in **Figure 2**:

Figure 2 Roadway Functional Classification

Arterials

- Have the most traffic volume
- Typically are 4 lanes or more
- Provide regional connections
- Primarily run East/West except for North/South in Eastside
- Arterials include Principal Arterial Interstate, Principal Arterial Other, and Minor Arterials

Collectors

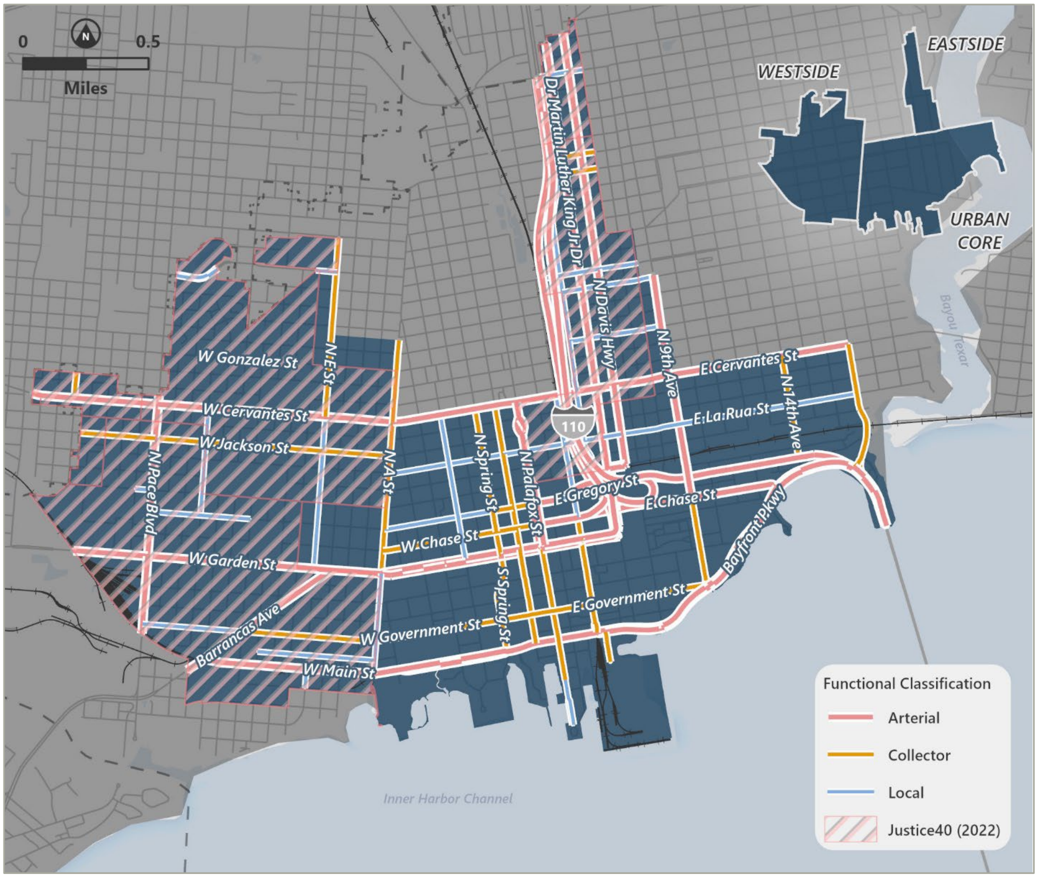
- Have moderate traffic volume
- Typically between 2 and 4 lanes
- Provide inter-city connections
- Run primarily north south and are primarily in the urban core
- Collectors include Major Collectors and Minor Collectors

Local Streets

- Serve neighborhood and residential uses
- Provide neighborhood connections

Total roadway miles within the three CRA districts is 112 miles. Of the 112 miles of roadway, there are a total of 37.8 roadway miles having a functional classification of arterial or collector. While the roadway miles within the CRA districts represent 5% of the total City of Pensacola roadways yet the CRA districts are comprised of 33% and 28% of the total arterial and collector roadway miles respectively in the City. **Figure 3** shows the block structure which results from these major roadways.

Figure 3 FDOT Roadway Functional Classification Location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Bayou Texar
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110
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
Bayfront Pkwy
N Pace Blvd
W Garden St
W Chase St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Functional Classification
Arterial
Collector
Local
Justice40 (2022)

WESTSIDE

Arterials

The location of the arterial roadways split the Westside district into five pockets which lack connectivity and are spaces where vehicles are given priority over pedestrians. As regional connectors, these high traffic volume roadways are very wide and support development patterns that do not foster a sense of place; rather it is a place to simply move through as quickly as possible. Such conditions make it extremely difficult for the neighborhood residents of Sanders Beach, Tanyard, and Westside Garden District to have easy access to amenities within and outside of the district.

Westside district has five roadways identified as arterial:

- W Cervantes Street
- N Pace Boulevard
- W Garden Street
- W Main Street
- Barrancas Avenue

Figure 4 Westside – Arterial Road

W. Garden Street – Looking East
Source: HDR

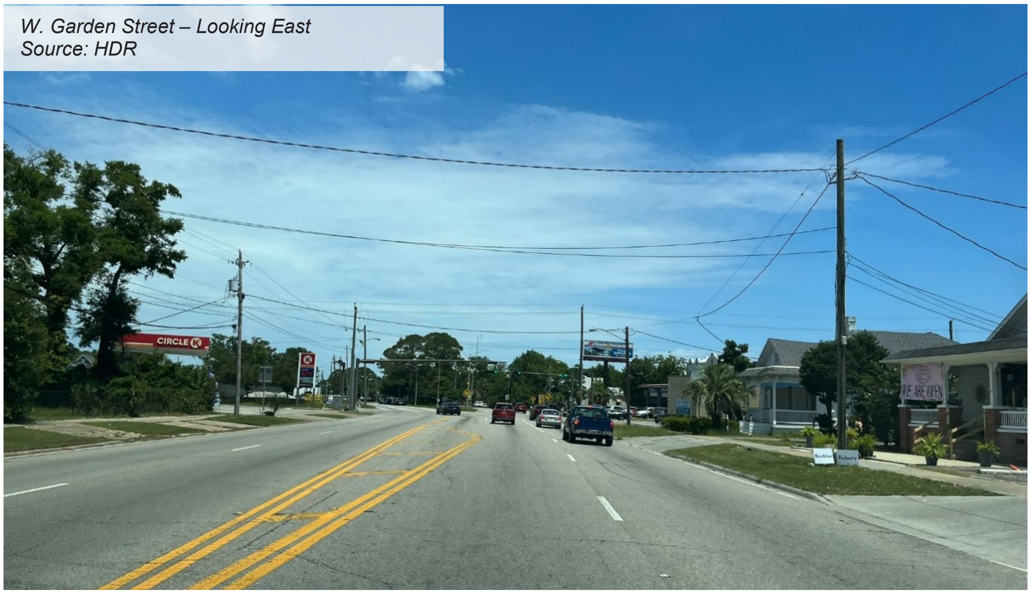
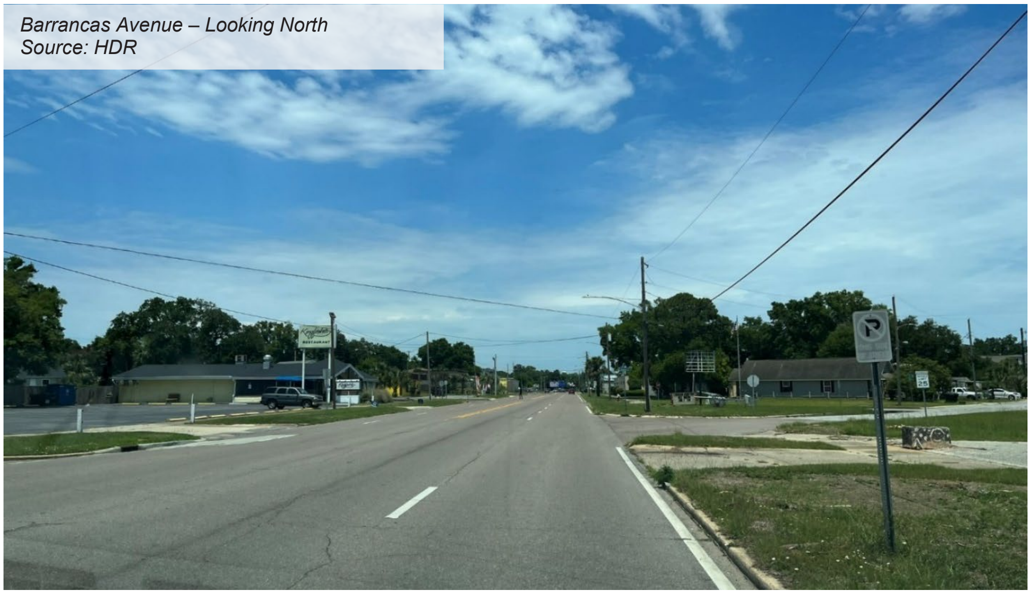
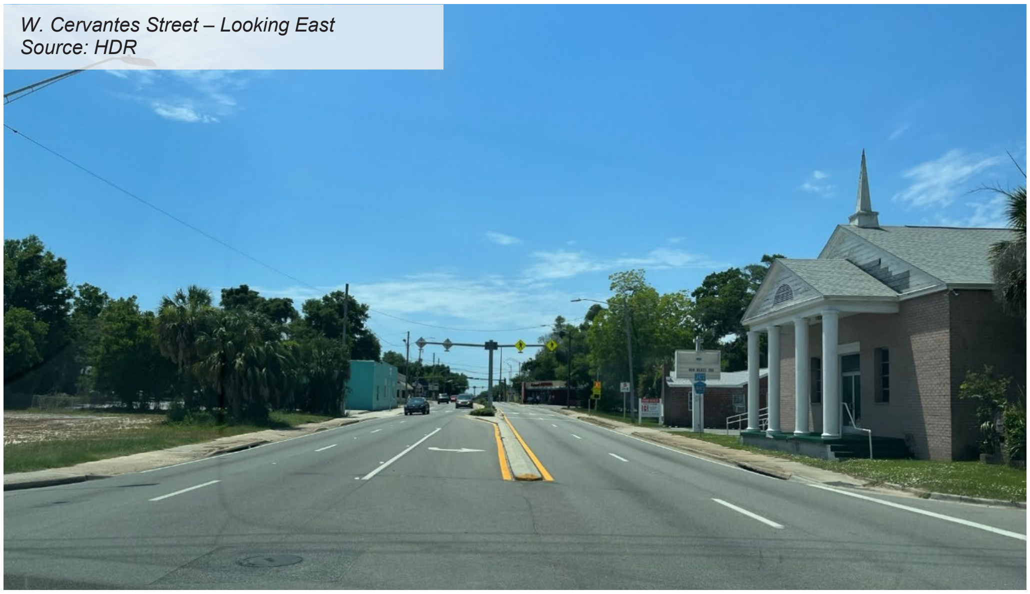


Figure 5 Westside – Arterial Road



Barrancas Avenue – Looking North
Source: HDR

Figure 6 Westside – Arterial Road



W. Cervantes Street – Looking East
Source: HDR

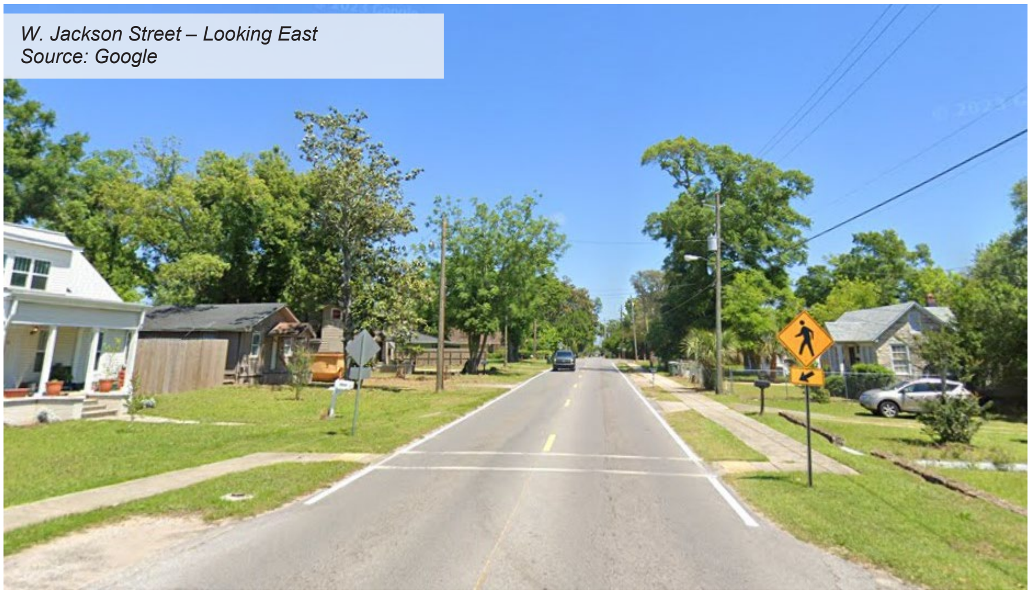
Collectors

These roadways usually provide more connections via cross streets, may have on-street parking, typically have more continuous building frontage, and if not designed well can still present challenges for non-vehicular modes of transportation (pedestrian and cyclist). These challenges may be a relatively high traffic volume, excessive curb cuts, or lack of separated pedestrian and bike infrastructure.

Westside district has five roadways identified as collector:

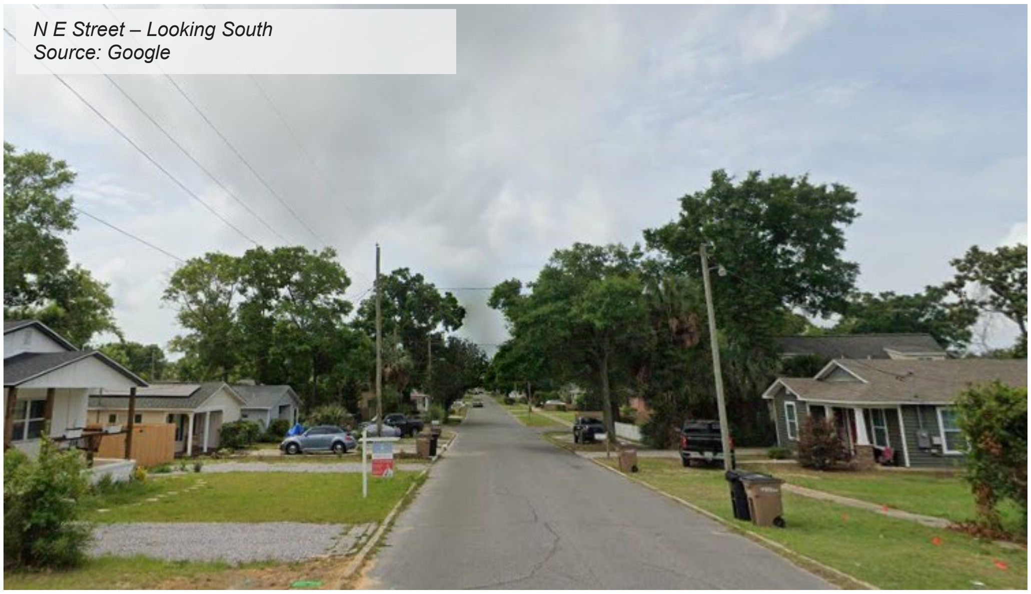
- W Government Street
- W Jackson Street
- N T Street
- N E Street
- N A Street

Figure 7 Westside – Collector Road



W. Jackson Street – Looking East
Source: Google

Figure 8 Westside – Collector Road



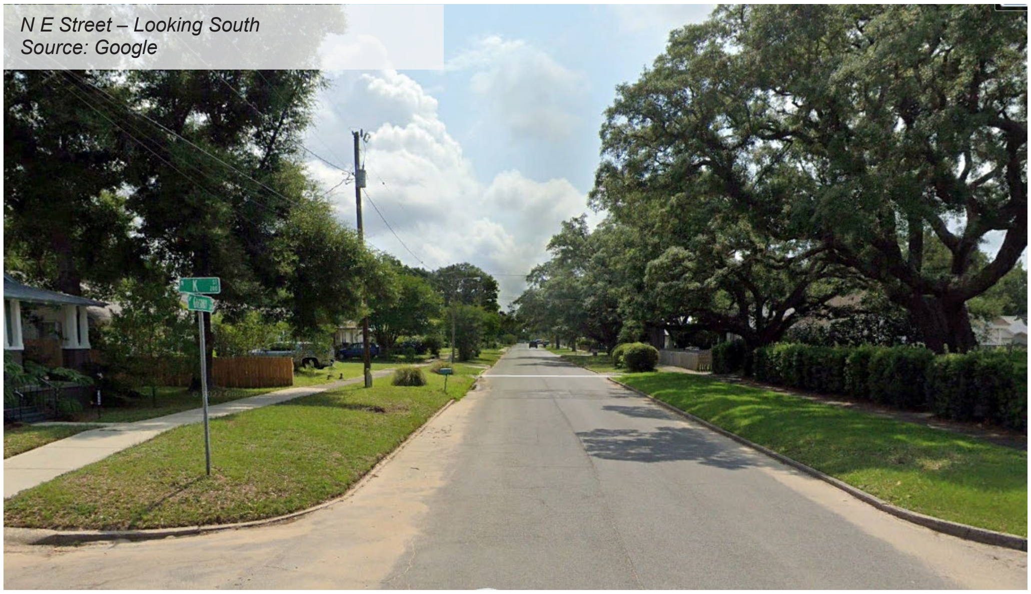
N E Street – Looking South
Source: Google

Local Roads

These roadways usually provide the most connections via cross streets, will have on-street parking (marked or unmarked), and typically will have numerous driveways given the prevalence of residential uses. FDOT's functional classification specifically identifies seven local roadways in the Westside District:

- W Gregory Street
- W Wright Street
- N L Street
- W Government Street
- W Zarragossa Street[3]
- S E Street and N E Street
- S A Street

Figure 9 Westside - Local Road



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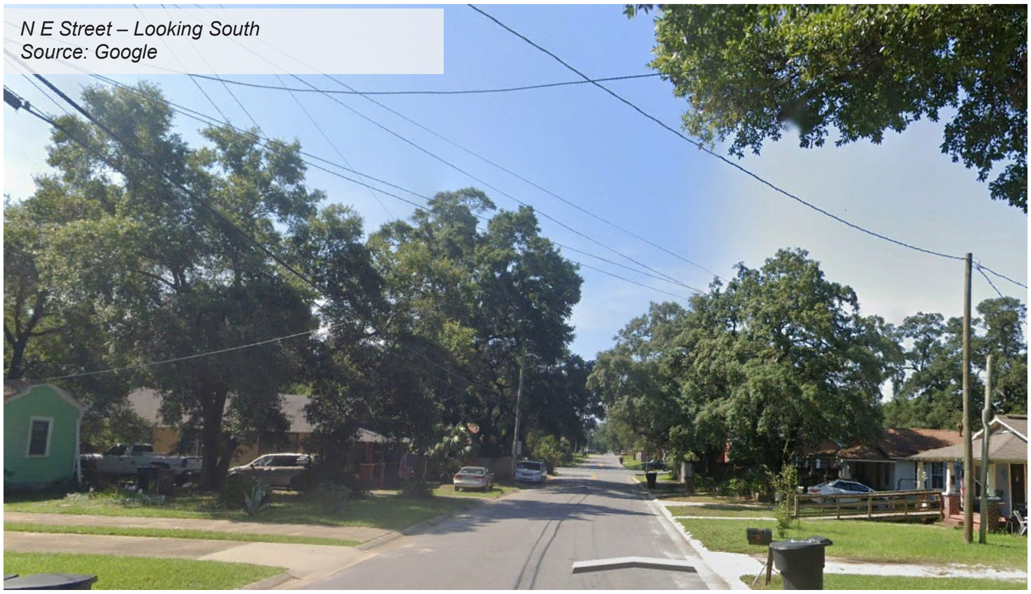
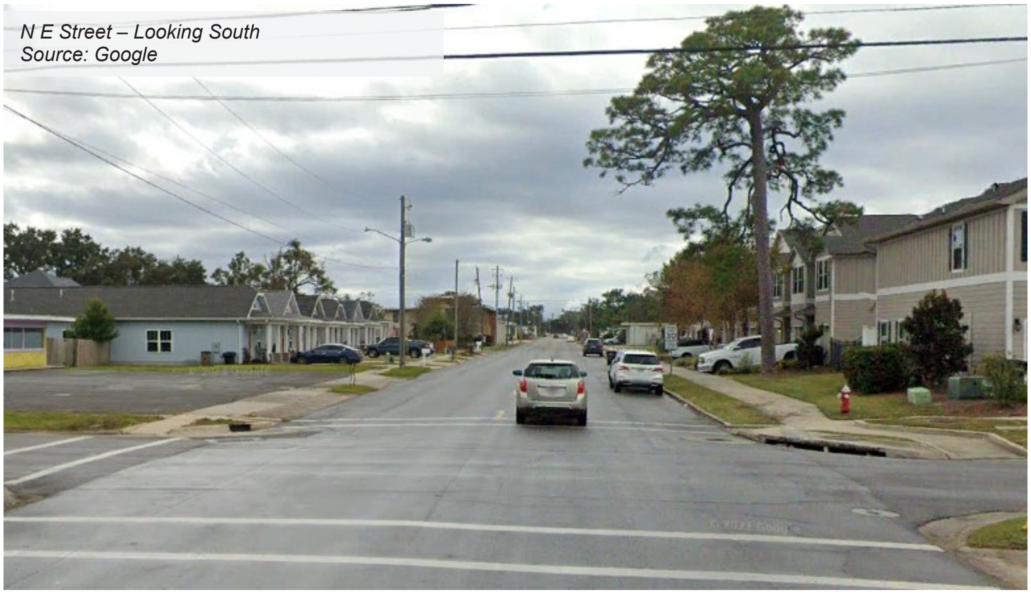
[3] This street has different spellings in different locations including Zarragossa, and Zaragoza

Figure 10 Westside - Local Road



N E Street – Looking South
Source: Google

Figure 11 Westside - Local Road



N E Street – Looking South
Source: Google

URBAN CORE

Arterials

The location of these roadways create a core that is fragmented and become major barriers to the connectivity of the district with the eastern neighborhoods of Old East Hill and East Hill, as well as the Eastside district.

Urban Core district has eight roadways identified as arterial (some are shared with other districts):

- E and W Cervantes Street
- N 9th Ave
- E Gregory Street
- E Chase Street
- Bayfront Parkway
- E and W Garden Street
- N Palafox Street
- E and W Main Street

Figure 12 Urban Core – Arterial Road

W Main Street – Looking East
Source: HDR

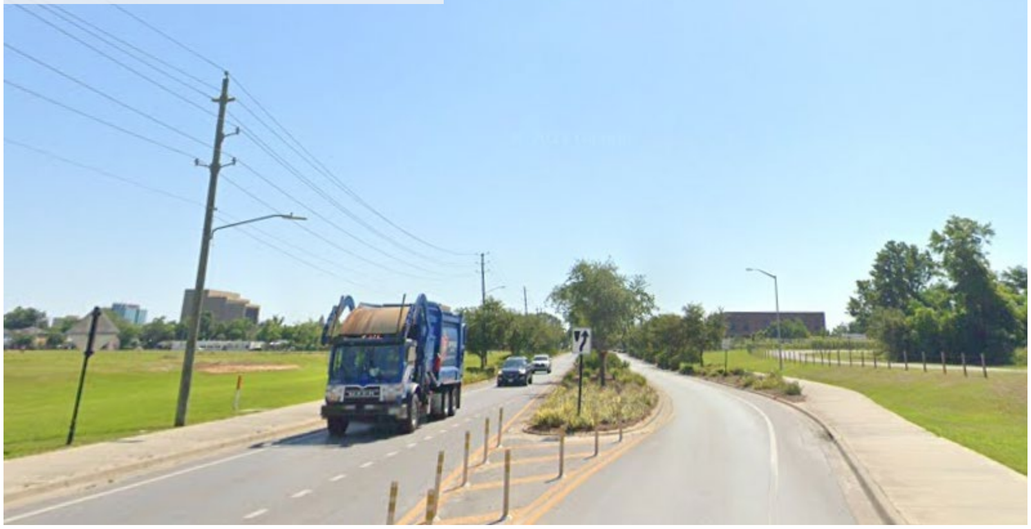


Figure 13 Urban Core – Arterial Road

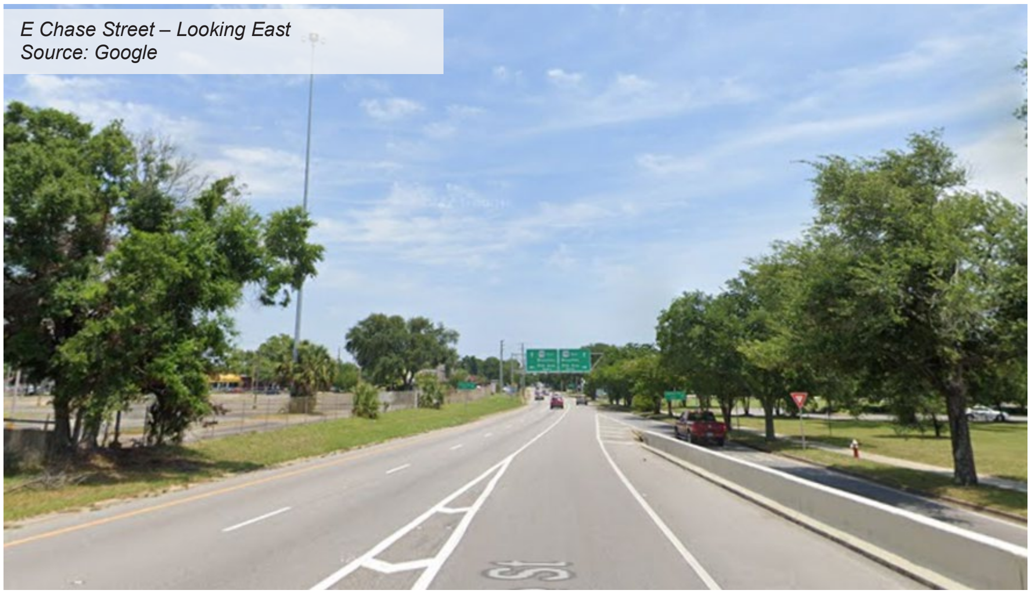
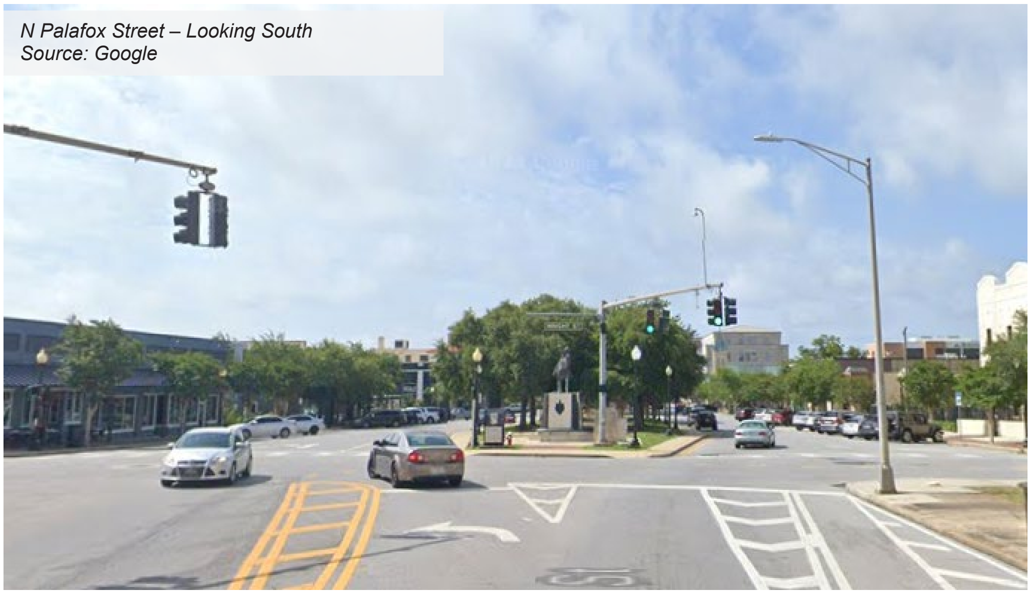

E Chase Street – Looking East
Source: Google

Figure 14 Urban Core – Arterial Road


N Palafox Street – Looking South
Source: Google

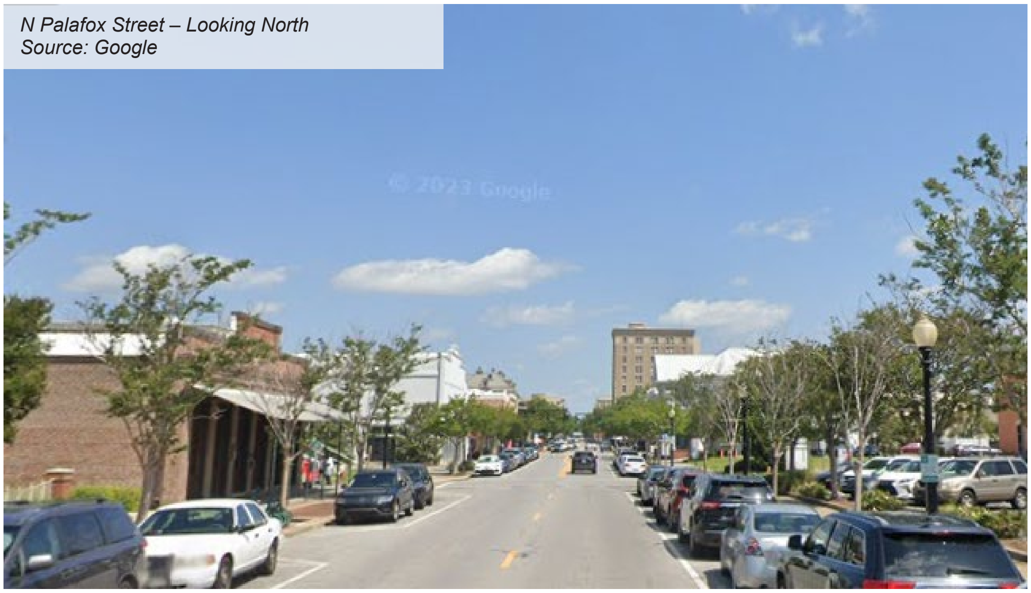
Collectors

These roadways are primarily north/south in direction and are generally in very close proximity to arterials and to each other. This condition creates an environment that prioritizes vehicles and places a high level of discomfort for all other modes of transportation. However, there are other areas throughout the district where collectors have been well designed and are providing environments for pedestrians to enjoy and feel comfortable walking, such as N Palafox Street seen in **Figure 15**.

Urban Core district has twelve roadways identified as collector (the most of any district):

- W Chase Street
- W Gregory Street
- N 14th Avenue
- N A Street
- W and E Government Street
- S and N Spring Street
- S and N Baylen Street
- Palafox Place
- S Tarragona Street
- N Palafox Street
- S Barracks Street
- S and N 9th Avenue

Figure 15 Urban Core – Collector Road



N Palafox Street – Looking North
Source: Google

Figure 16 Urban Core – Collector Road

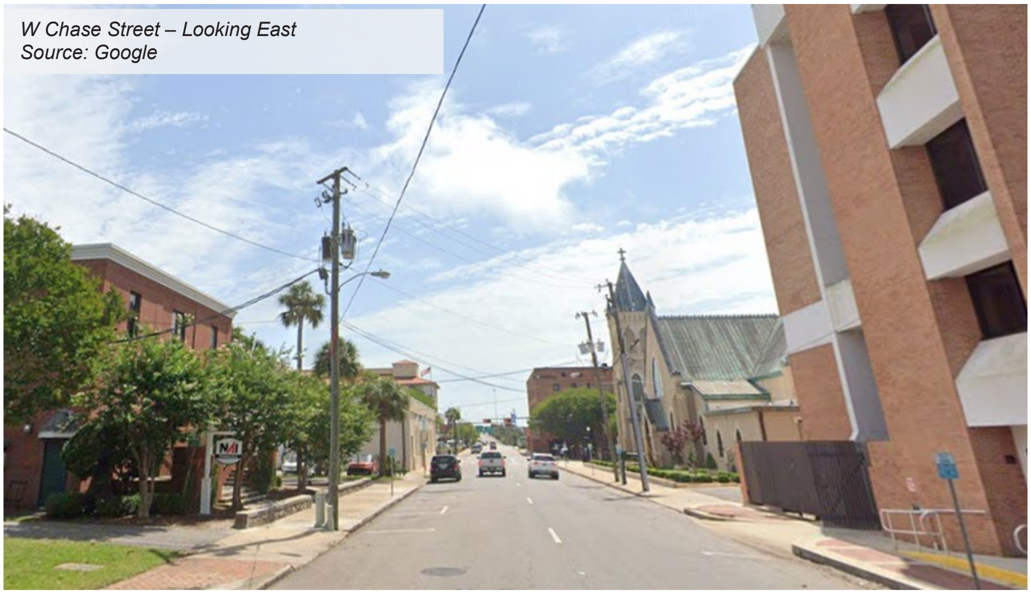
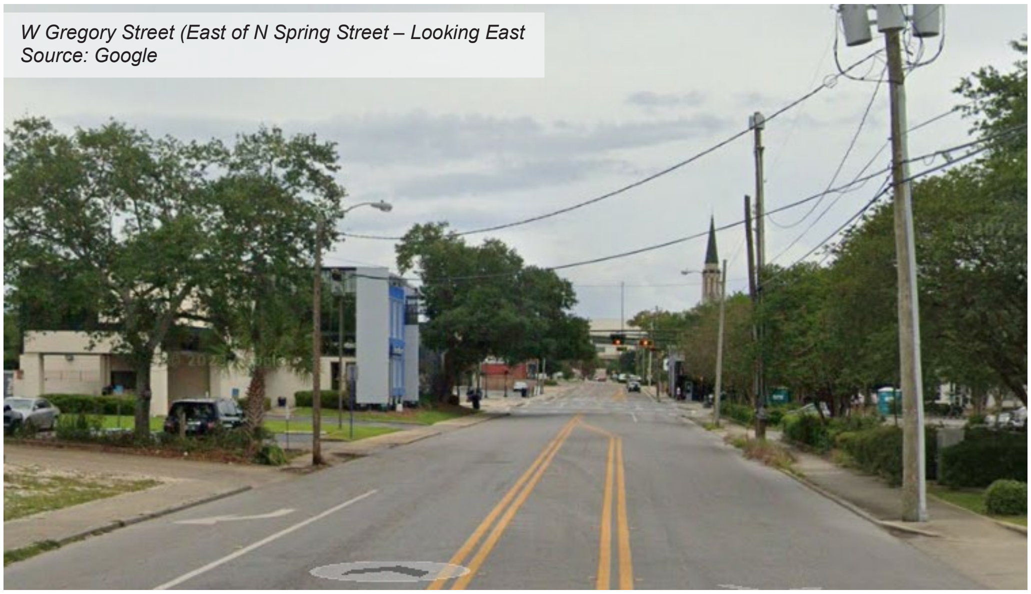

W Chase Street – Looking East
Source: Google

Figure 17 Urban Core – Collector Road

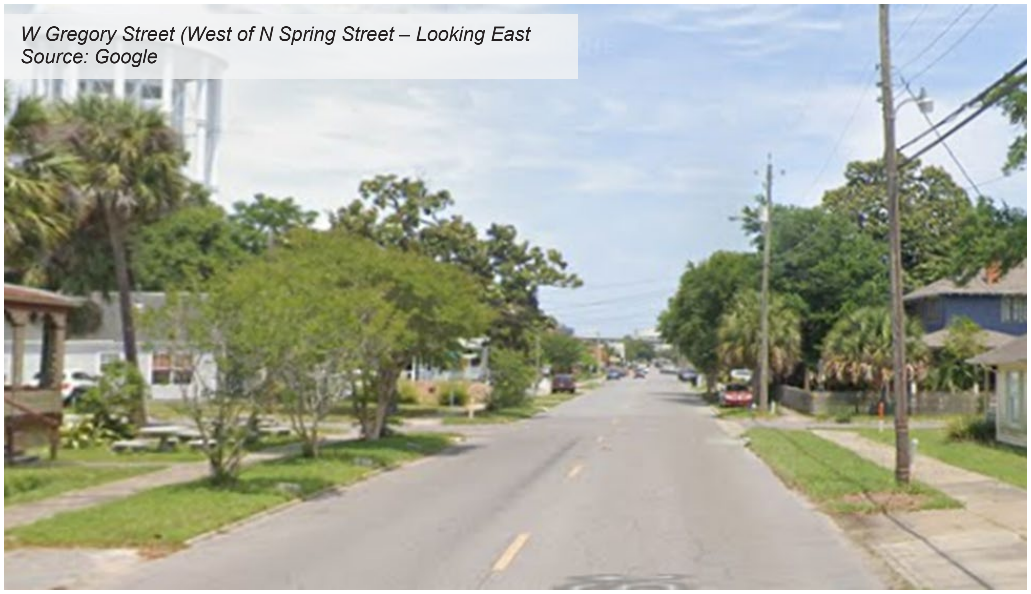

W Gregory Street (East of N Spring Street – Looking East
Source: Google

Local Roads

These roadways usually provide the most connections, will have on-street parking (marked or unmarked), and will typically have numerous driveways given the prevalence of residential uses. These roadways provide for neighborhood trips and become the prevalent roadway type that defines walkability by way of block spacing. FDOT's functional classification specifically identifies four local roadways in the Urban Core district:

- S Palafox Street
- W Gregory Street (west of N Spring Street)
- S and N Baylen Street
- Palafox Place

Figure 18 Urban Core – Local Road



W Gregory Street (West of N Spring Street – Looking East
Source: Google

EASTSIDE

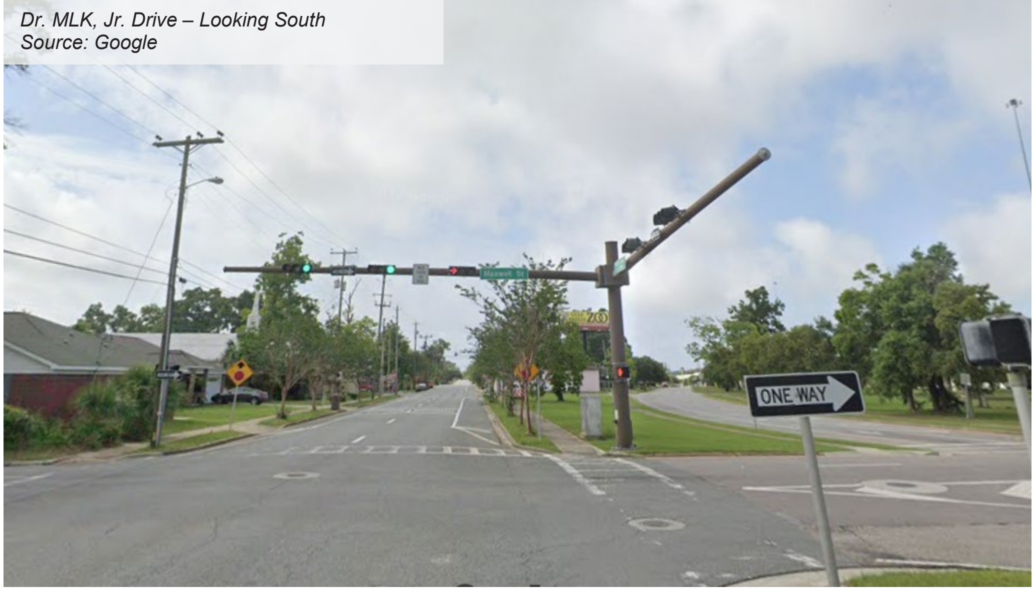
Arterials

The location of these roadways along with the area and shape of the Eastside district creates an environment that is dominated by a high volume of traffic that is entering or leaving downtown, or connecting to the Interstate. Thus, the narrow sliver is divided into small blocks that are more like islands in a sea of traffic most likely going above the posted speed limit. Additionally, Dr. MLK, Jr. Drive and N Davis Highway are one-way couplets further amplifying a car-centered community and I-110 is an elevated highway that further separates and isolates the Eastside from the neighborhoods to the west and south. As an arterial along I-110, Dr. MLK, Jr. Drive is double the width of most other arterials to accommodate two single-direction southbound lanes and parking on both sides of the street. The lack of transition into areas that are primarily residential neighborhoods is very abrupt and reinforces the hierarchy of vehicles vs. pedestrians.

The Eastside district has five roadways identified as arterials:

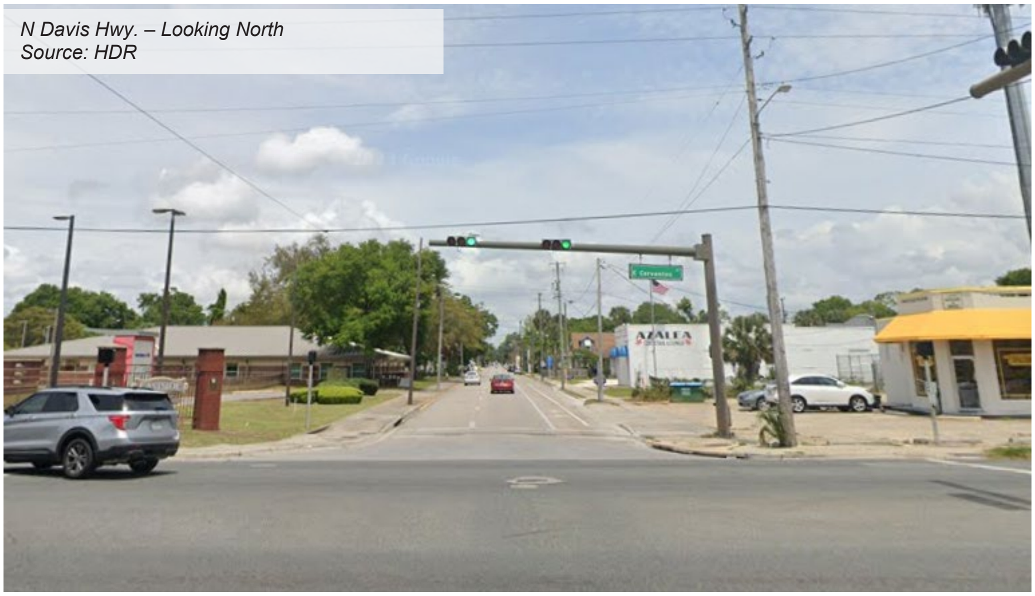
- N. 9th Avenue
- N Davis Highway
- Dr. MLK, Jr. Drive
- I-110
- E Cervantes Street

Figure 19 Eastside – Arterial Road



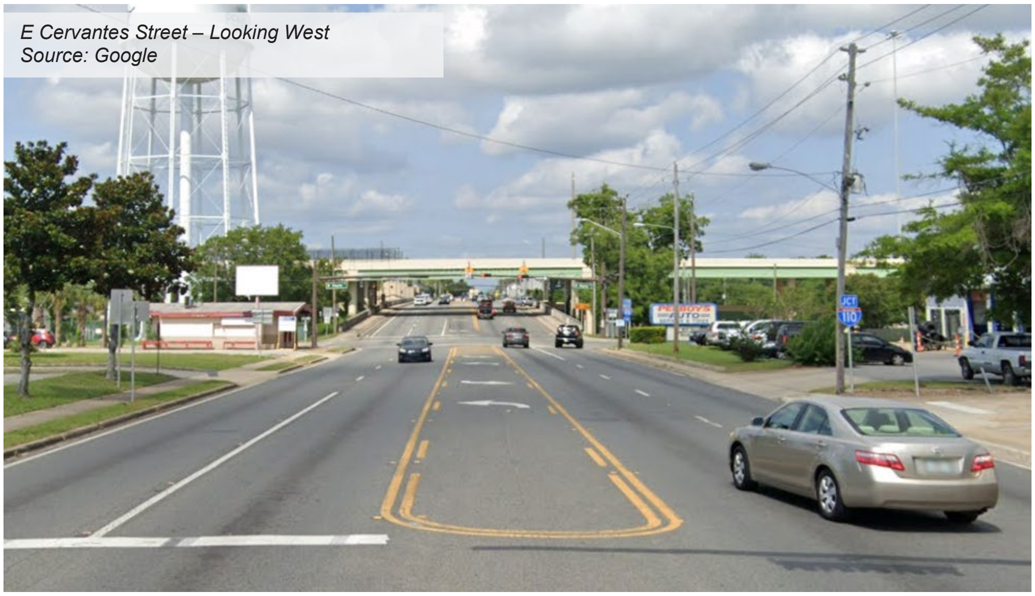
Dr. MLK, Jr. Drive – Looking South
Source: Google

Figure 20 Eastside – Arterial Road



N Davis Hwy. – Looking North
Source: HDR

Figure 21 Eastside – Arterial Road



E Cervantes Street – Looking West
Source: Google

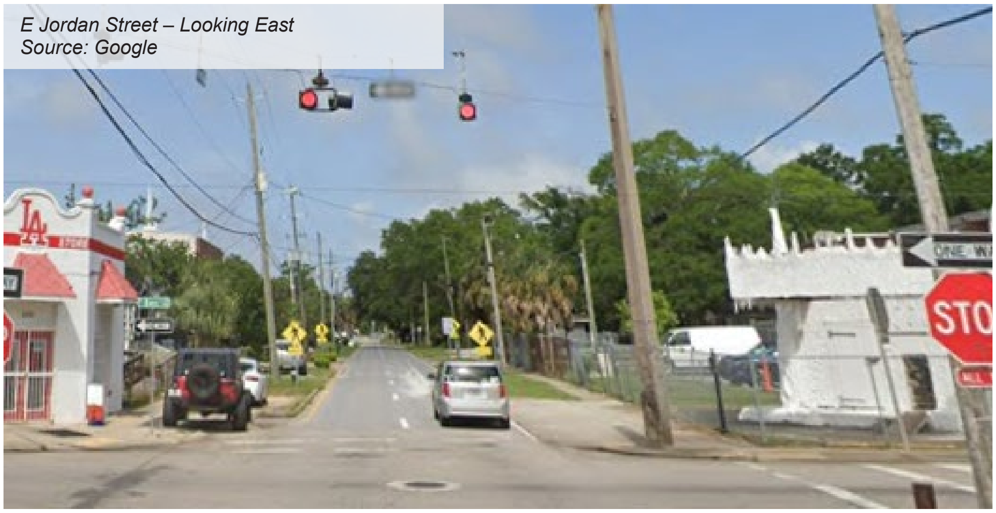
Collectors

These roadways are primarily east/west direction and are in very close proximity to arterials and to each other. These are also one-way couplets.

Eastside district has only two roadways identified as collector (the least of any district):

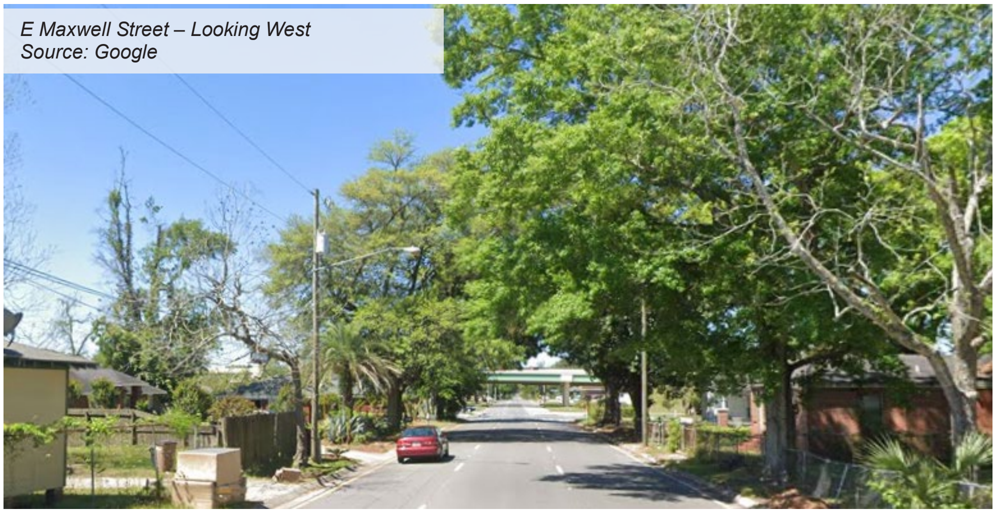
- E Jordan Street
- E Maxwell Street

Figure 22 Eastside – Collector Road



E Jordan Street – Looking East
Source: Google

Figure 23 Eastside – Collector Road



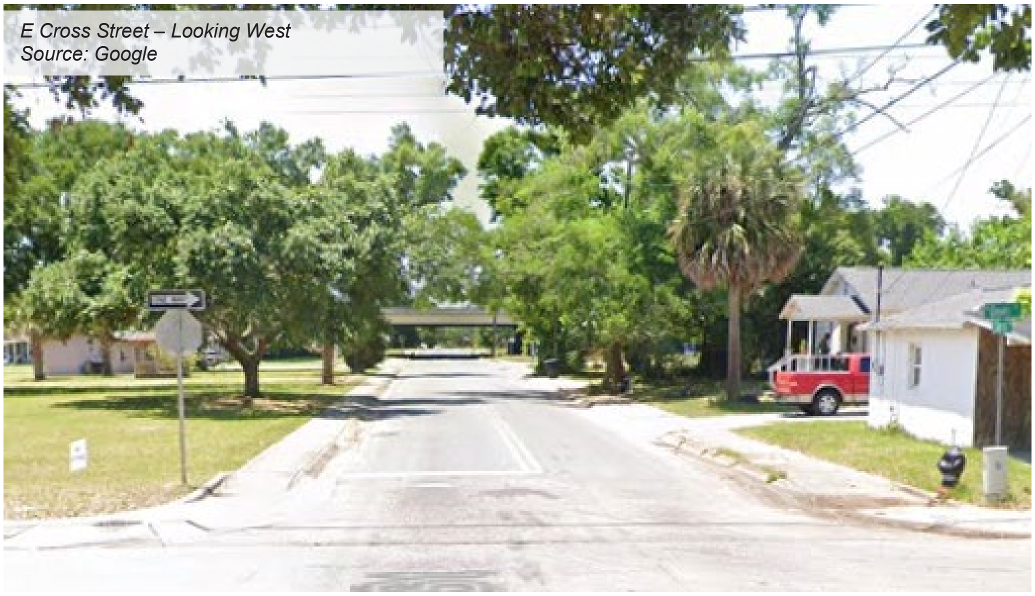
E Maxwell Street – Looking West
Source: Google

Local Roads

These roadways in the Eastside district run east/west and do not offer on-street parking due to the width of the road. Residential land uses dominate the frontage along the road. FDOT's functional classification specifically identifies five local roadways in the Eastside district:

- E Gonzalez Street
- E Lee Street
- E Blount Street
- N Hayne Street
- E Cross Street

Figure 24 Eastside – Local Road

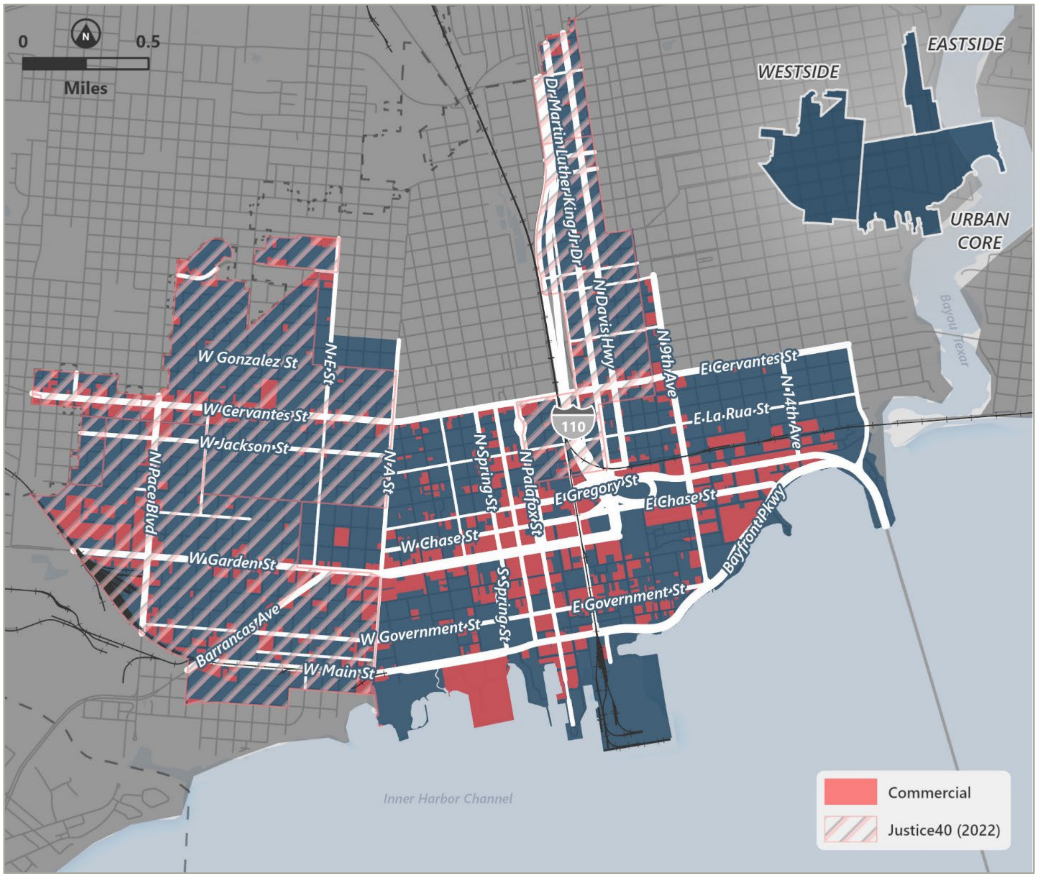


E Cross Street – Looking West
Source: Google

2.2 Land Use

Arterials, as regional connectors, are the primary frontage for commercial uses within the CRA districts. Arterials in the Eastside are, however, primarily fronted by residential and the interstate. These commercial corridors also have the highest level of traffic stress and highest number of crashes compared to other corridors. If commercial corridors are not pedestrian friendly, it is difficult for residents to have full access to these destinations without a car. During public workshops, many residents especially in the Westside voiced concerns over the inability to get to stores or other amenities as the development patterns are also car centered with drive-thrus and parking along street.

Figure 25 Commercial Corridors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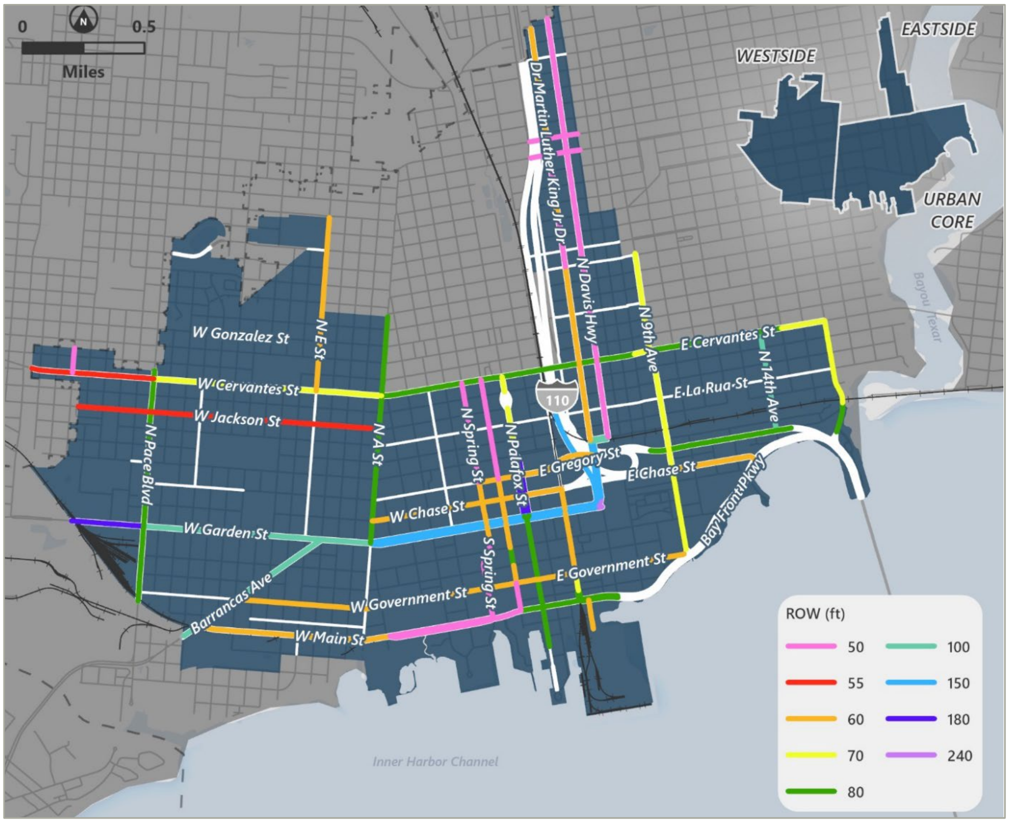
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Commercial
Justice40 (2022)

2.3 Street Widths and Medians

Roadway widths range between 50 - 180 feet throughout the districts, excluding the interstate, with most of the right-of-way dimension being between 50 and 60 feet. The roadways that are the least safe for pedestrians as well as cars typically have the widest dimensions. The common travel lane width throughout the study area is 12 feet.

Figure 26 Public Rights-of-Way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W Jackson St
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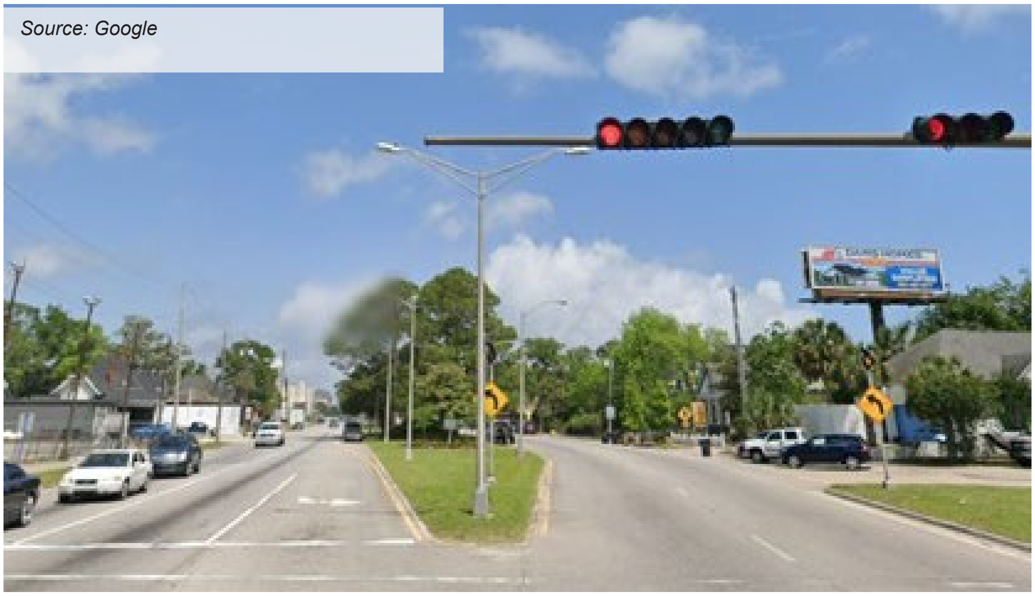
E Gregory St
E Chase St
W Chase St
W Garden St
Bayfront Pkwy
E Government St
W Government St
S Spring St
Barrancas Ave
W Main St
Bayou Texar
Inner Harbor Channel
ROW (ft)
50
55
60
70
80
100
150
180
240

Additionally, a desktop review identified seven roadway segments with medians in the CRA districts. These street medians vary in width and as such have a varying impact on the character of the street:

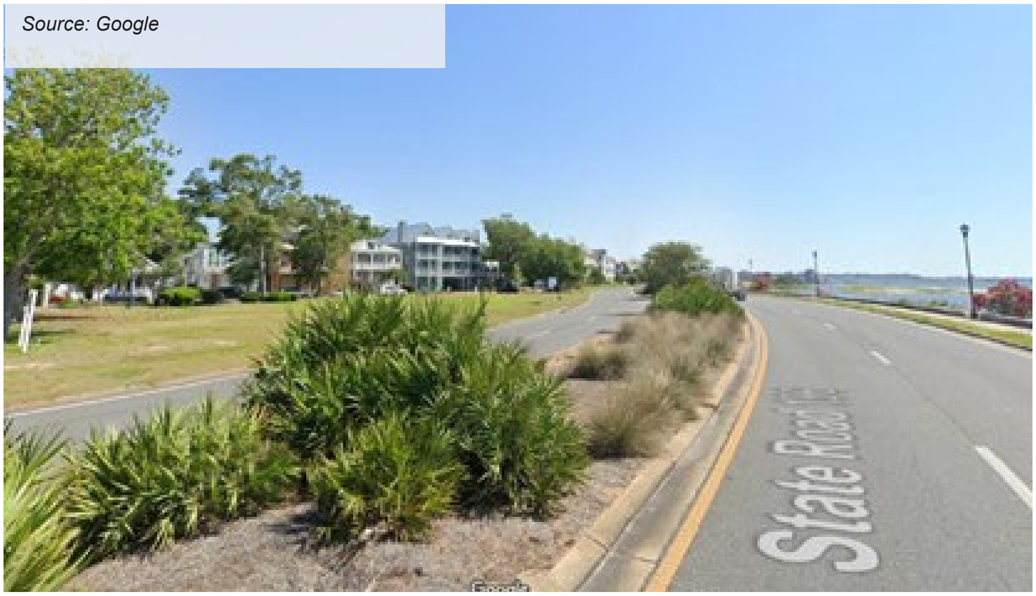
- West Garden Street (US 98 from A Street to Alcaniz Street)
- West Main Street from S Clubbs Street to S Spring Street
- East Main Street from S Tarragona Street/Bayfront Parkway
- North Palafox Street from East Wright Street to West Garden Street
- North Palafox Street from W Gadsen Street to West Jackson Street
- East Wright Street from North Palafox Street to North 6th Avenue
- Bayfront Parkway

Figure 27 West Garden Street at A Street



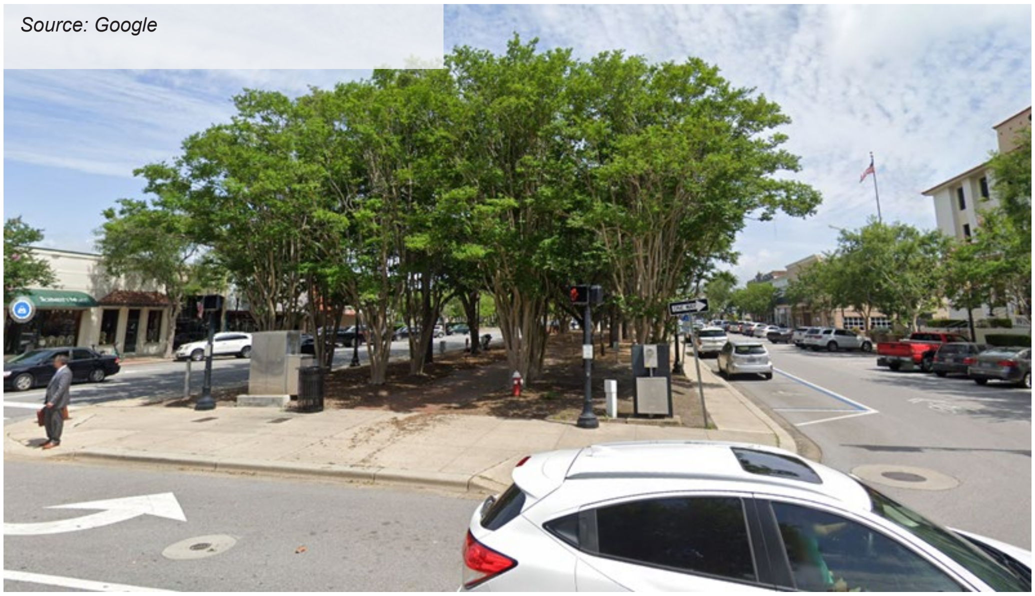
Source: Google

Figure 28 Bayfront Parkway



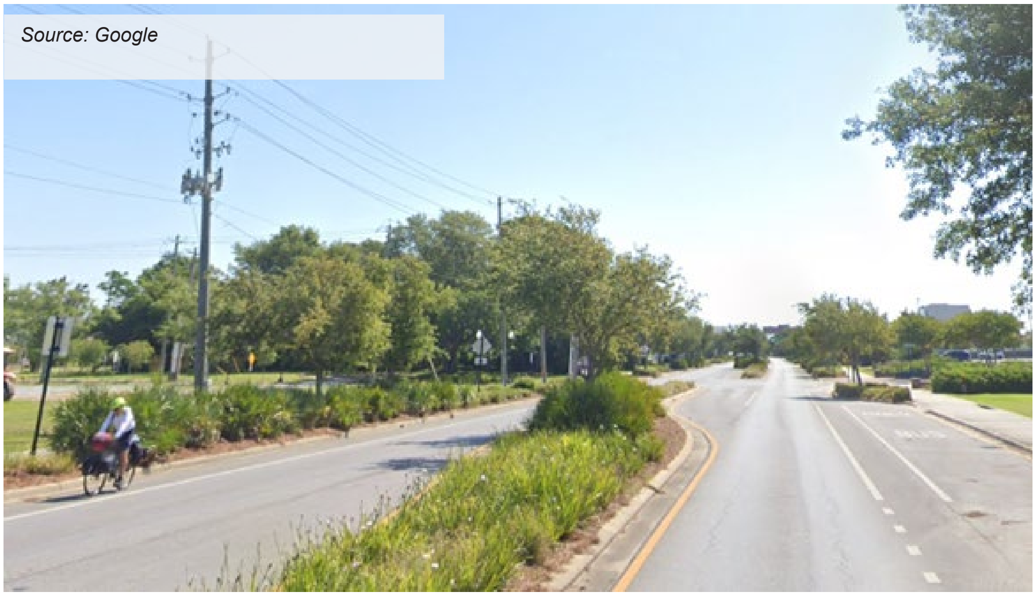
Source: Google

Figure 29 N Palafox Street



Source: Google

Figure 30 W Main Street



Source: Google

2.4 Intersections

Intersections serve as the space that brings together all the various modes of transportation. Intersections need to be designed effectively and safely for the system to function properly. The Active Transportation Plan describes various intersections that need critical attention. The ATP identifies 10 high crash intersections in need of improvements to address unsafe conditions. Five of these intersections fall within the CRA districts.

Westside

- Barrancas Avenue and W Main Street
- Barrancas Avenue and W Garden Street

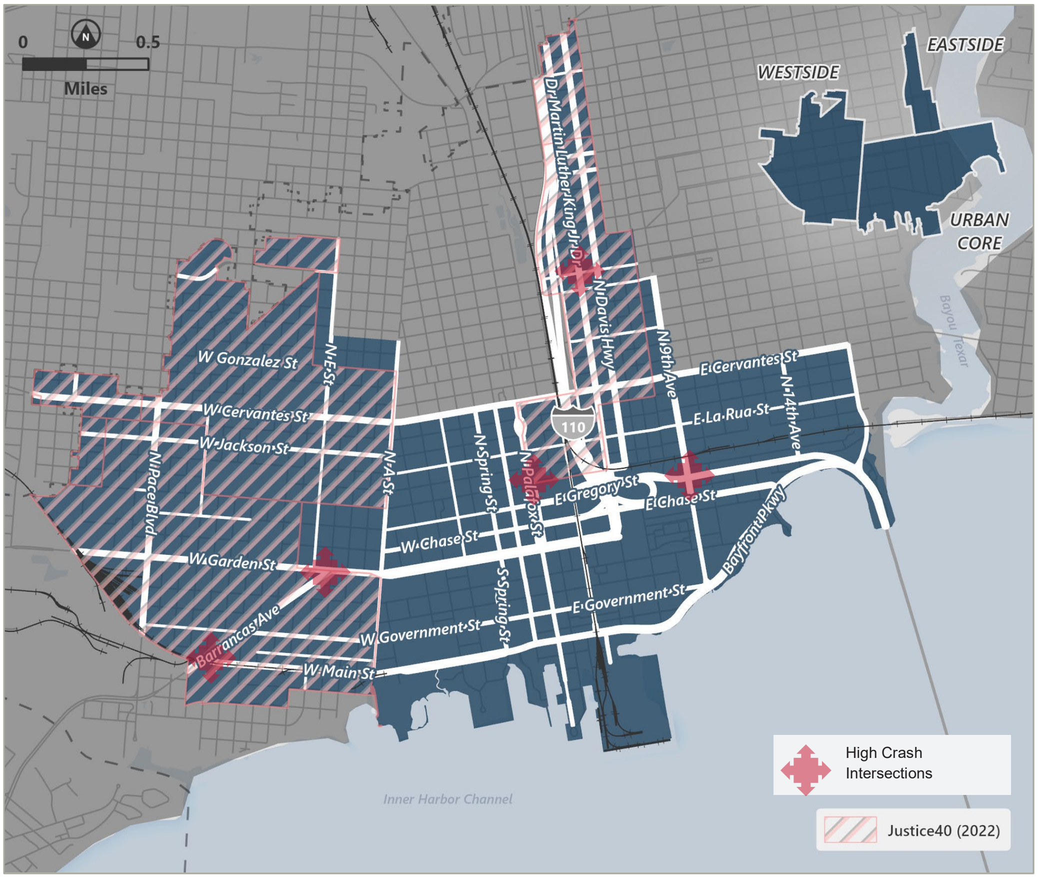
Eastside

- MLK Drive and E Blount Street

Urban Core

- N Palafox Street and W Wright Street
- N 9th Avenue and E Gregory Street

Figure 31 High Crash Intersections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Bayou Texar
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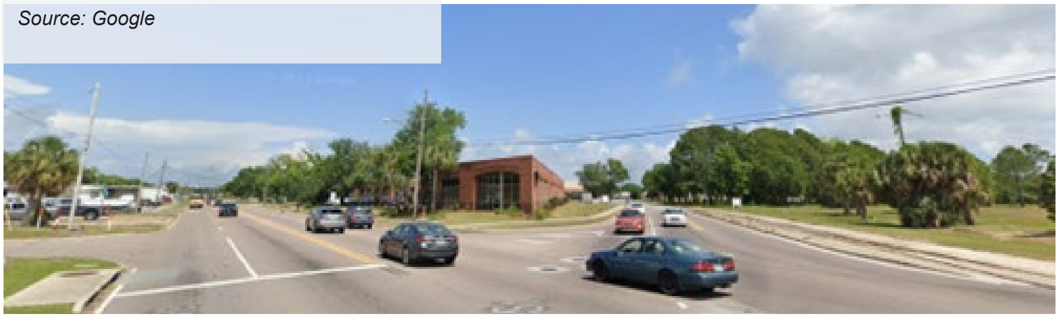
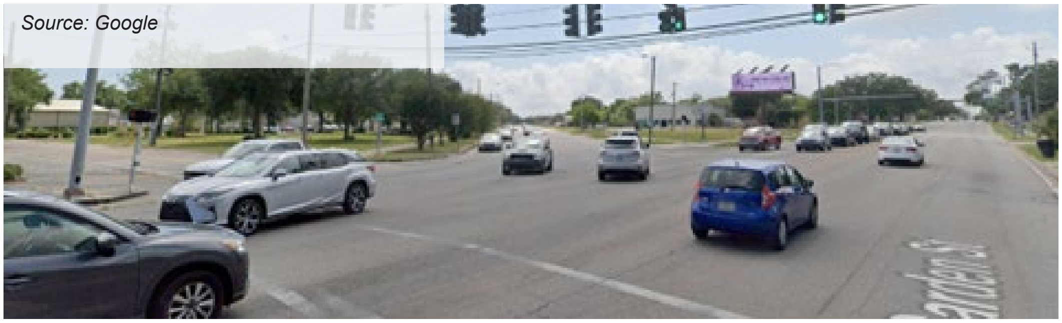
E Cervantes St
E La Rua St
N 14th Ave
110
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
High Crash Intersections
Justice40 (2022)

Figure 32 Barrancas Avenue and W Main Street



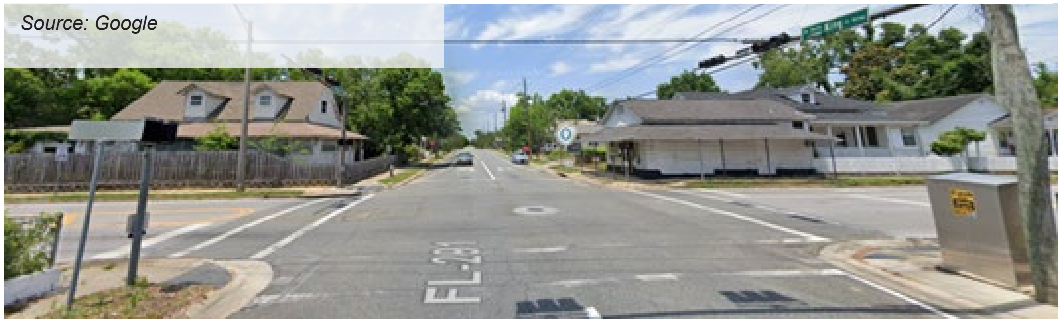
Source: Google

Figure 33 Barrancas Avenue and W Garden Street



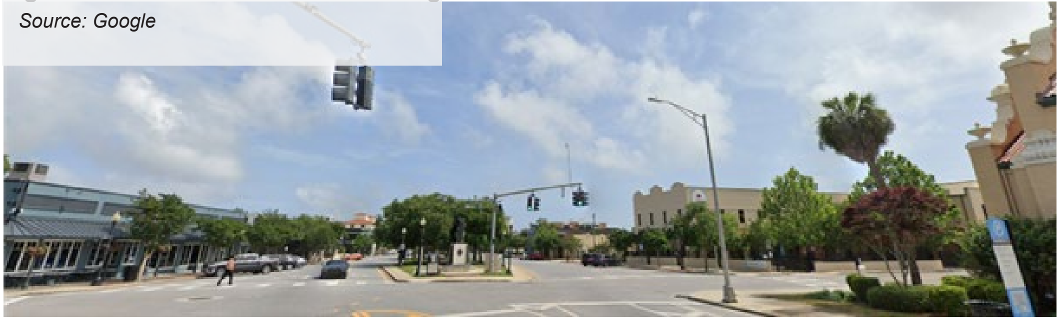
Source: Google

Figure 34 Dr MLK, Jr. Drive and E Blount Street



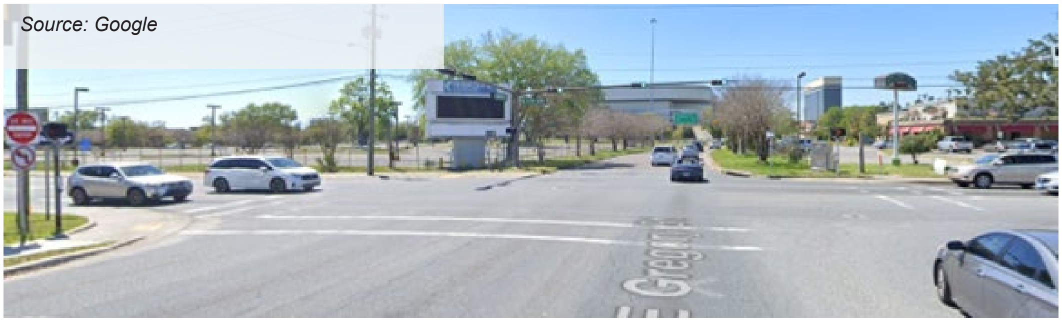
Source: Google

Figure 35 N Palafox Street and W Wright Street



Source: Google

Figure 36 N 9th Avenue and E Gregory Street

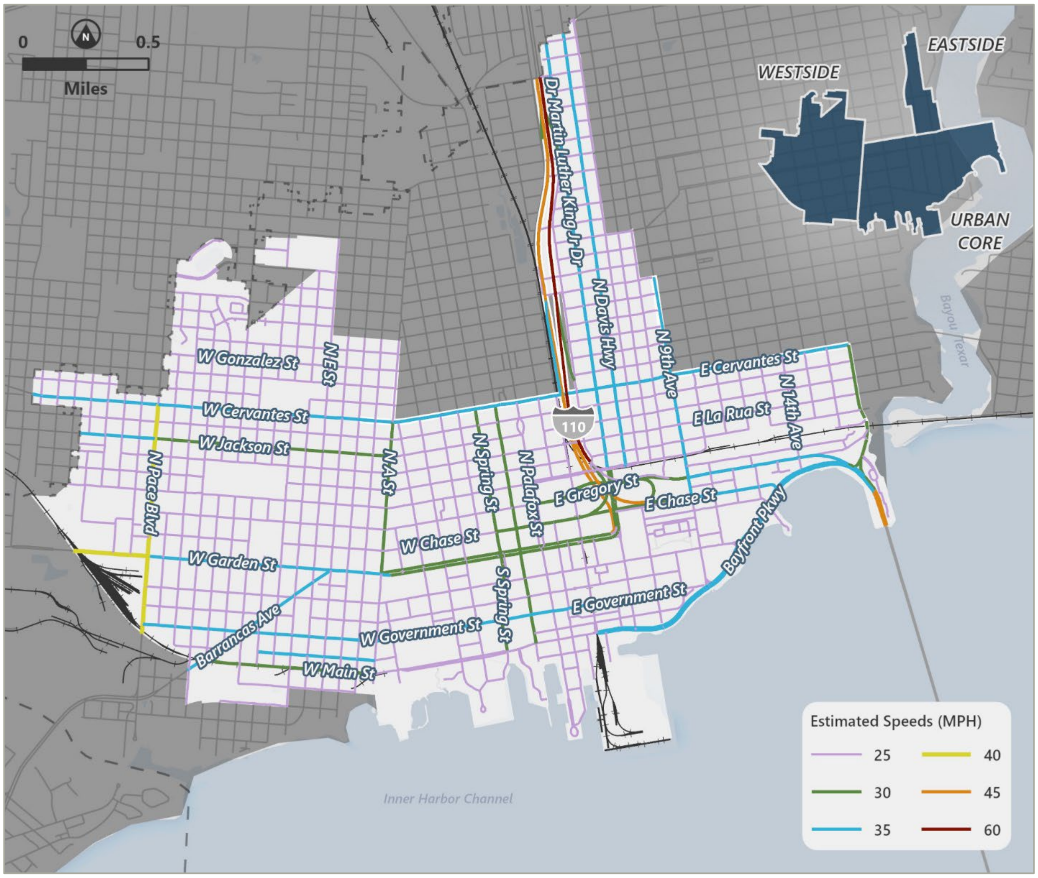


Source: Google

2.5 Posted Speed Limits

Speed plays an instrumental role in crashes including cause and severity of injuries. Speed influences a driver's cone of vision, stopping distance, and crash risk. The higher the speed, the smaller the driver's cone of vision is, stopping distance is increased, and the risk of a crash is increased. The posted speed limits within the CRA districts vary from 25 miles per hour (mph) to 40 mph on urban streets and between 45 mph and 60 mph when I-110 is included along with its ramps.

Figure 37 Posted Speed Limits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0.5
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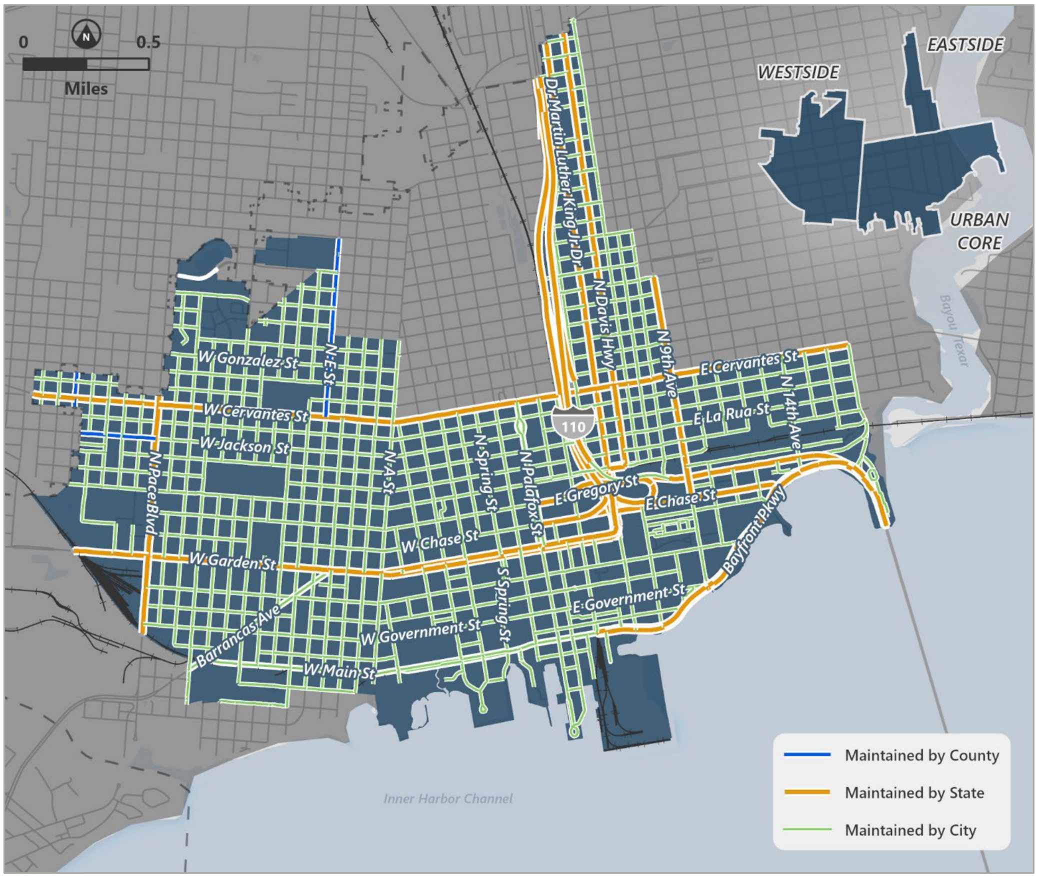
N
WESTSIDE
EASTSIDE
URBAN CORE
Bayou Texar
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
N 14th Ave
E La Rua St
110
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
W Chase St
W Garden St
Bayfront Pkwy
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Estimated Speeds (MPH)
25
40
30
45
35
60

2.6 Roadway Maintenance

The entity responsible for road maintenance is a key stakeholder when it comes to supporting and implementing improvements. **Figure 38** illustrates the maintenance of the roads within the CRA district.

Figure 38 Roadway Maintenance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Dr Martin Luther King Jr Dr
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W Cervantes St
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N Pace Blvd
N A St
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E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Maintained by County
Maintained by State
Maintained by City

The summary of miles of roadways and the agency responsible for maintenance is as follows:

- 1.1 miles of roadways are identified as maintained by county of which are all in the Westside district. This represents 33% of all county roads in the city.
- 21 miles of roadways are identified as maintained by the state. This represents 39% of all state roads in the city.
- 90 miles are considered local roads and are maintained by the City of Pensacola. This represents 27% of all city roads.

3 Mobility Characteristics

While walkability considers several factors such as intersection density, proximity to transit stops, employment mix, and employment and household mix,[4] it has to include the infrastructure as well. A walkable city means providing a robust network of pedestrian and bicycle facilities that are designed to provide comfort and safety for all. There are many challenges with walkability across the three CRA districts. While the network of streets is predominately smaller to medium blocks, which makes walking easier, the lack of a sidewalk network, bike facility network, lack of crosswalks, and roadway dimensions makes mobility a top priority for residents.

3.1 Pedestrian and Bicycle Facilities

The three CRA districts have a total of 111.9 miles of sidewalks.[5] Based on the Environmental Protection Agency's (EPA) National Walkability Index,[6] the CRA districts have a score between 15.26 – 20 resulting in being in the most walkable category as shown in **Figure 39**. While the EPA's index tells one part of the story that measures the areas of probability of people walking as a mode of transportation based on three main factors: street intersection density, proximity to transit stops, and diversity of land-uses; the other part of the story is whether or not there are pedestrian facilities (sidewalks etc.).

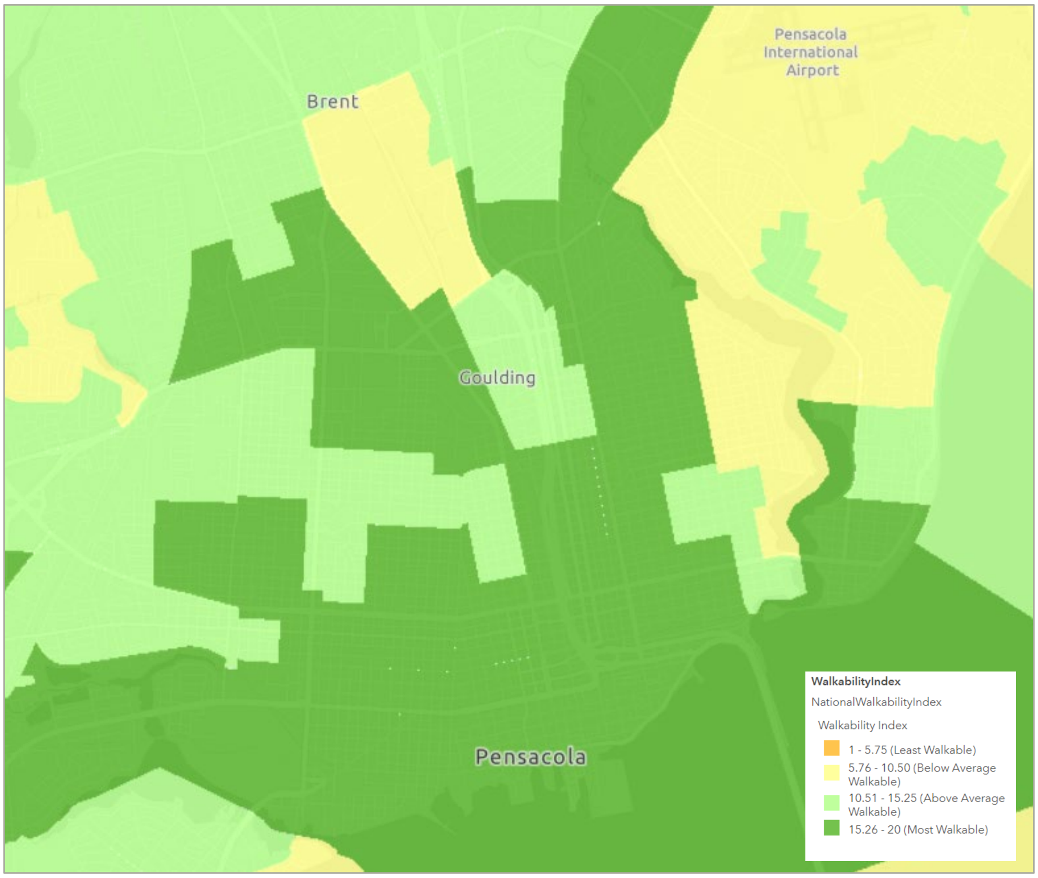
---

[4] EPA National Walkability Index

[5] City of Pensacola Public Sidewalks layer.

[6] National Walkability Index (arcgis.com)

Figure 39 City of Pensacola EPA Walkability Index

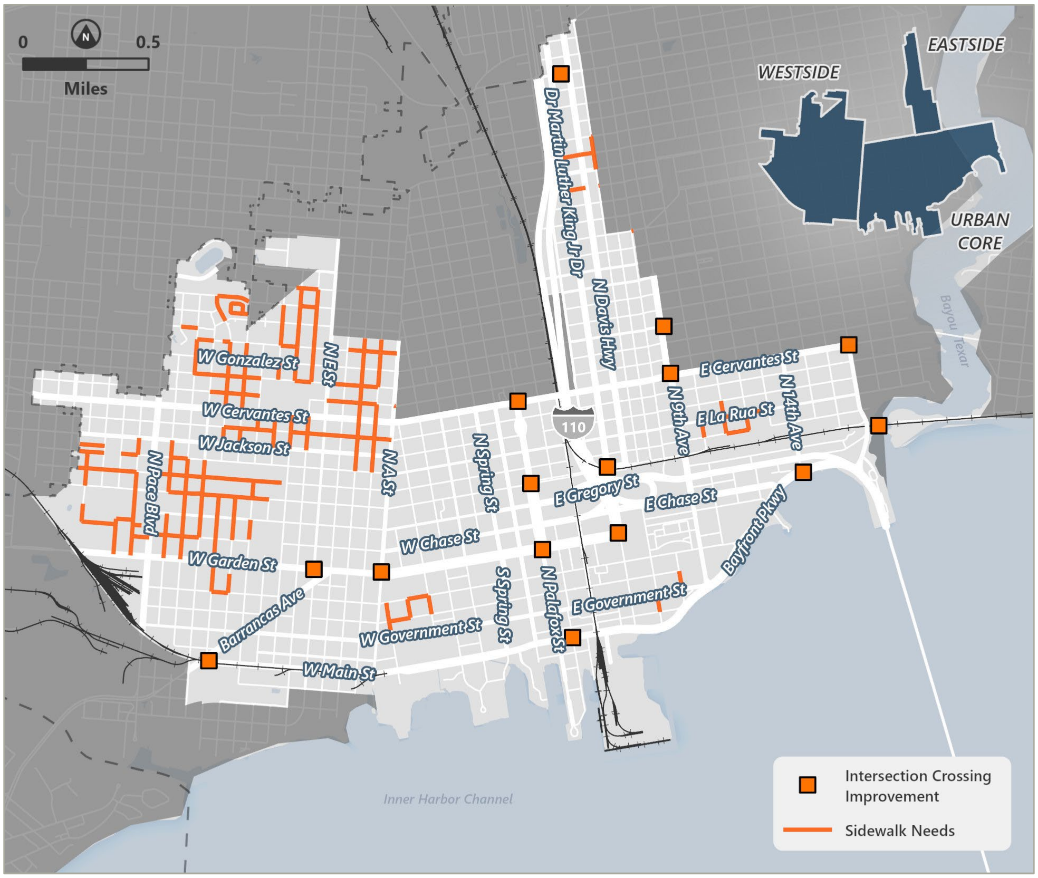

Pensacola International Airport
Brent
Goulding
Pensacola
WalkabilityIndex
NationalWalkabilityIndex
Walkability Index
1 - 5.75 (Least Walkable)
5.76 - 10.50 (Below Average Walkable)
10.51 - 15.25 (Above Average Walkable)
15.26 - 20 (Most Walkable)

Source: EPA

SIDEWALKS

Based on the City of Pensacola's data from 2018, the Urban Core has the most sidewalks at 64.1 miles; Eastside has 15.5 miles; Westside has the most miles at 32.3 but the least complete network of the three districts. The Active Transportation Plan (ATP) for the city identifies new sidewalk and intersection crossing needs as shown in **Figure 40**. ATP identified over 15 miles of sidewalk needs across the CRA districts representing 13.4% of the current network. This does not include sidewalks that are in need of repair. The Westside district has the most need for sidewalks, representing 83% of all sidewalk gaps.

Figure 40 ATP New Sidewalk and Intersection Crossing Improvements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N Pace Blvd
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N Spring St
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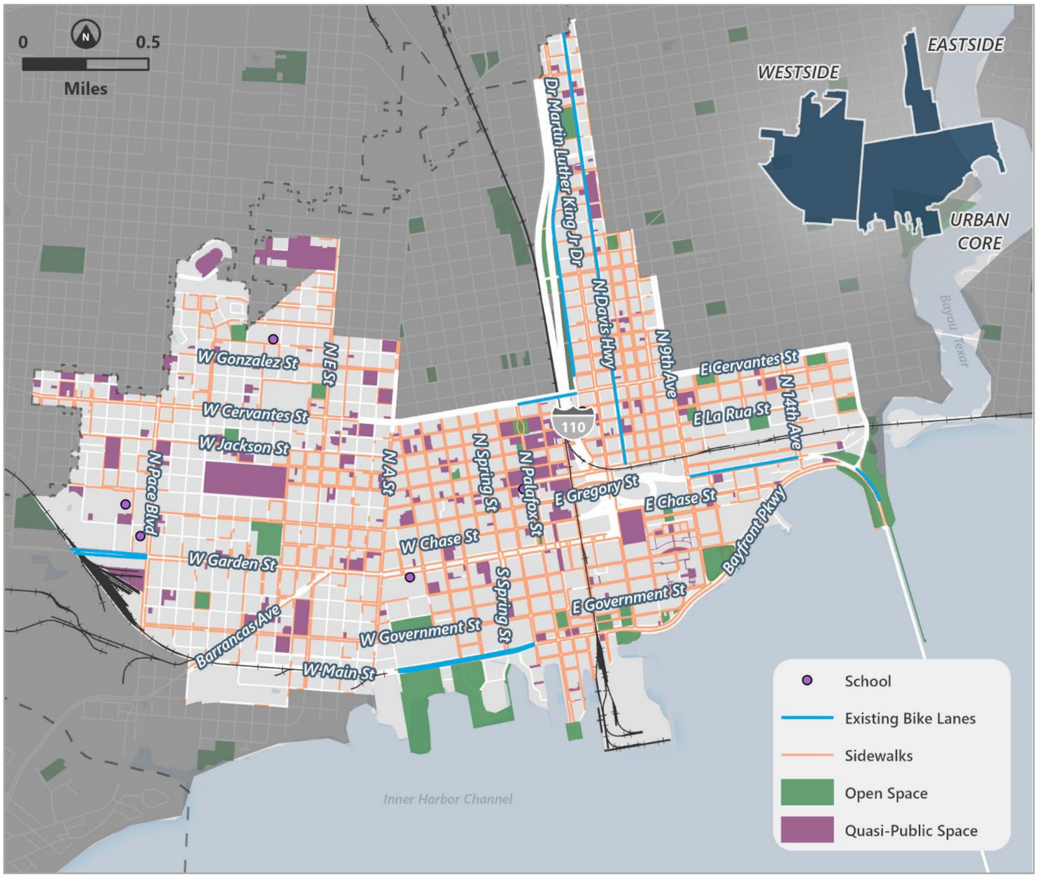
E Cervantes St
N 9th Ave
E La Rua St
N 14th Ave
E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
Barrancas Ave
W Government St
S Spring St
N Palafox St
E Government St
W Main St
Bayou Texar
Inner Harbor Channel
🟧 Intersection Crossing Improvement
— Sidewalk Needs

The city has established a sidewalk prioritization model which scores new sidewalk needs based on six criteria: safety, school proximity, new access, latent demand, connectivity, and existing demand. This is an important tool for making sure residents have mobility and access. High

priority improvement locations total approximately 16 miles. The Westside district accounts for 11.5 of those miles.[7]

Figure 41 Pedestrian and Bike Facilities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W Cervantes St
W Jackson St
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
N Pace Blvd
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
School
Existing Bike Lanes
Sidewalks
Open Space
Quasi-Public Space

The city has also specifically assessed sidewalks under the requirements of Americans with Disabilities Act (ADA) which include curb ramps, obstacles, and hazards. The ADA of 1990 is a civil rights statute to provide persons with disabilities protections against discrimination in all areas of public life, including jobs, schools, transportation, and all public and private places as well as accessibility to those spaces that are open to the general public including the public rights-of-way.

The ADA sidewalk assessment data from 2020 shows that only a fraction of the existing sidewalks are fully ADA compliant with most being moderately non-compliant. The assessment includes sidewalk repairs, ADA ramps, and “fill in the gaps” or small new segments of sidewalk that are missing causing an ADA concern. The city allocates $200K annually and the CRA allocates $300k annually in the Urban Core district as part of the complete streets efforts that go towards mitigating

these barriers. It is worth noting this does not reflect any mitigation efforts the city has completed in the past four years.

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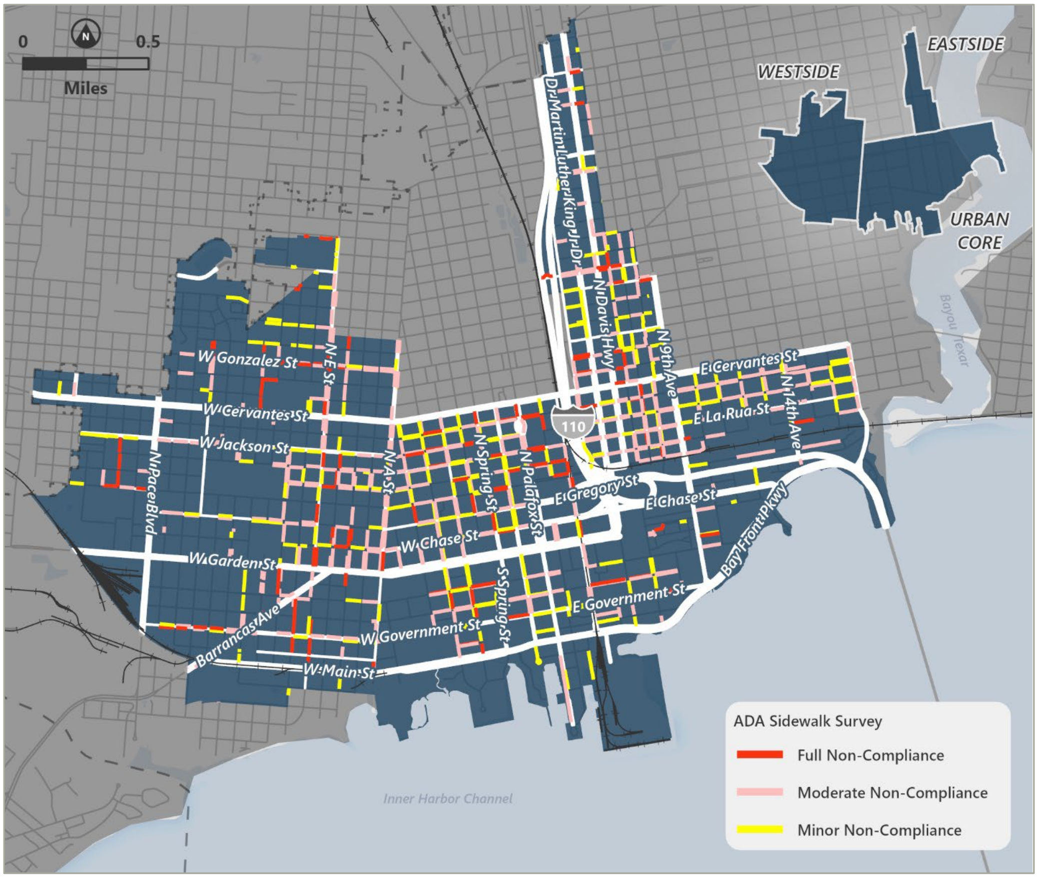
[7] Based on City of Pensacola data from 2018.

Figure 42 ADA Sidewalk Assessment - Compliance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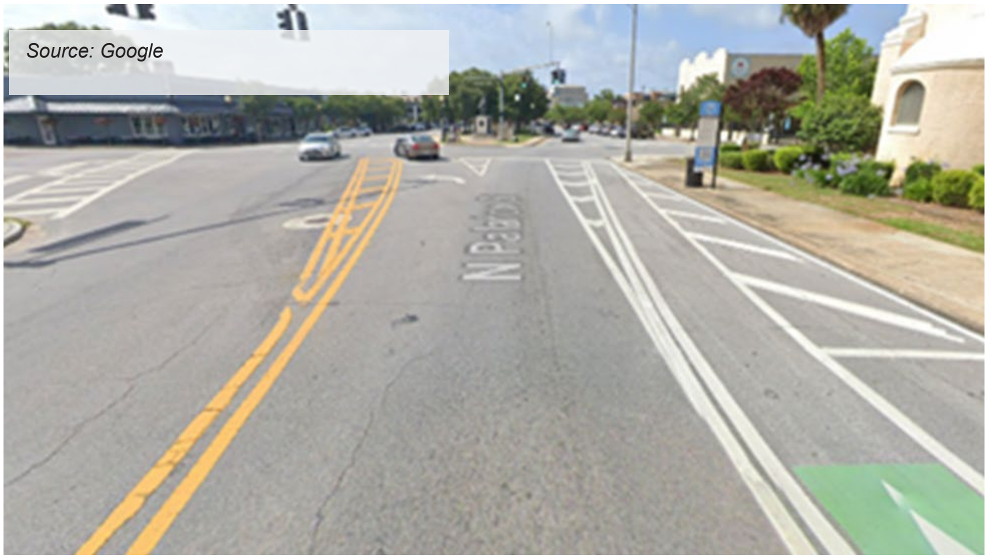
E Gregory St
E Chase St
W Chase St
Bay Front Pkwy
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
ADA Sidewalk Survey
Full Non-Compliance
Moderate Non-Compliance
Minor Non-Compliance

BIKE LANES

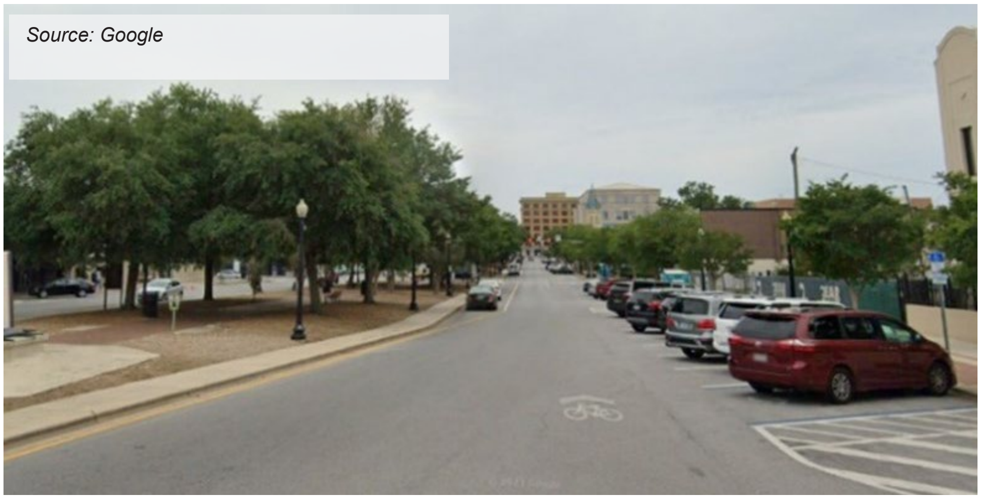
Bike lanes, where they exist may be confusing as at the intersection of N Palafox and Wright where the bike lane disappears across this major intersection and becomes a sharrow on the other side. The data received from the city is incomplete, showing only a few streets with bike lanes.

Figure 43 N Palafox Bike Lane



Source: Google

Figure 44 N Palafox Bike Sharrow



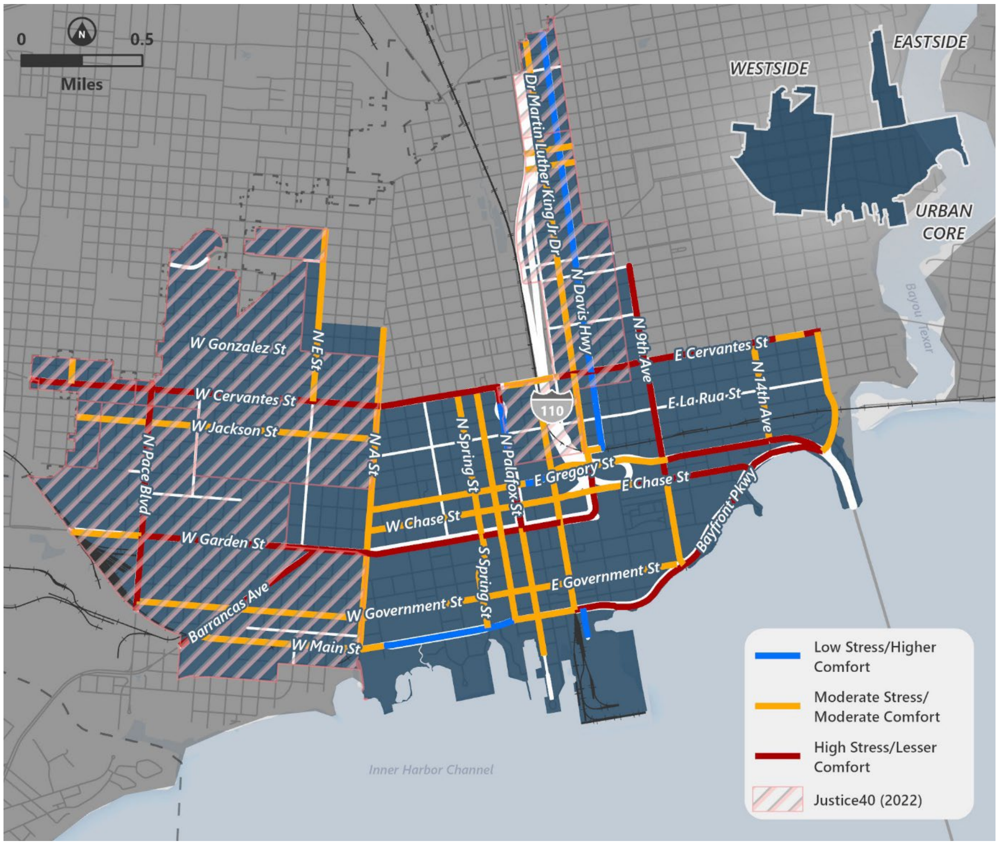
Source: Google

3.2 Level of Traffic Stress

A level of traffic stress (LTS) analysis was conducted as part of the Active Transportation Plan. The LTS assesses the overall comfort level that pedestrians and cyclists have on streets. The LTS looks at the number of vehicles driving on a street per day, the posted speed, and whether bicycle infrastructure is available on major roadways.

The CRA districts have a significant amount of high and moderate stress roads. While the Urban Core shows the highest concentration of these roads, the Westside district is more impacted by them from a disadvantaged community perspective.

Figure 45 Level of Stress (ATP)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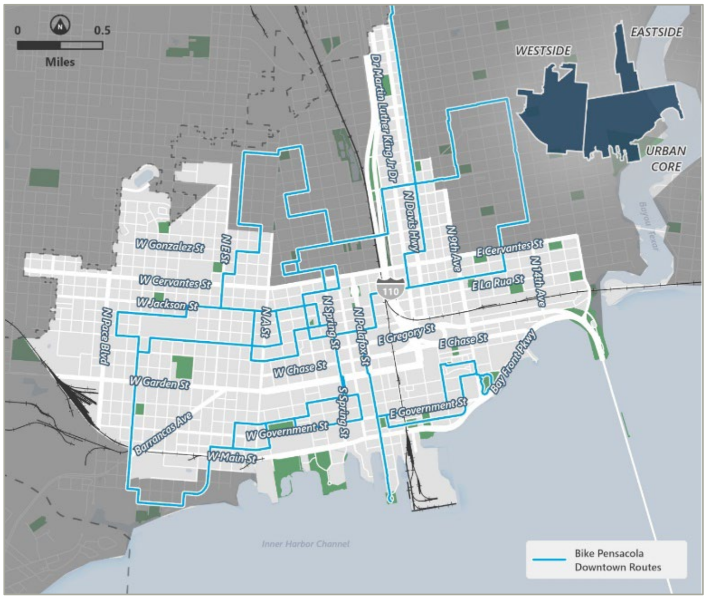
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Low Stress/Higher Comfort
Moderate Stress/ Moderate Comfort
High Stress/Lesser Comfort
Justice40 (2022)

Figure 46 Bike Pensacola Bike Routes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E Government St
Barrancas Ave
W Government St
W Main St
Bayou Texar
Inner Harbor Channel
Bike Pensacola Downtown Routes

Bike Pensacola, a local bike advocacy group has published a few safe riding routes.[8] Routes are established as a way to draw attention to the need for safe, connected and reliable bike infrastructure.

These makeshift routes avoid the roadways that have a high to moderate stress/comfort level.

3.3 Parking

Parking plays a major role in an area's mobility. It can be an asset if thoughtfully located as part of supporting local businesses or as part of meeting the needs of residents. But parking can be a liability when ineffective policies place a premium on parking demands and as a result the pedestrian fabric of a community is eroded. Parking minimums and location along street frontages creates areas that are hostile to pedestrians due to heat island effects due to large areas of asphalt and lack of trees, underutilized parcels, lack of street definition.

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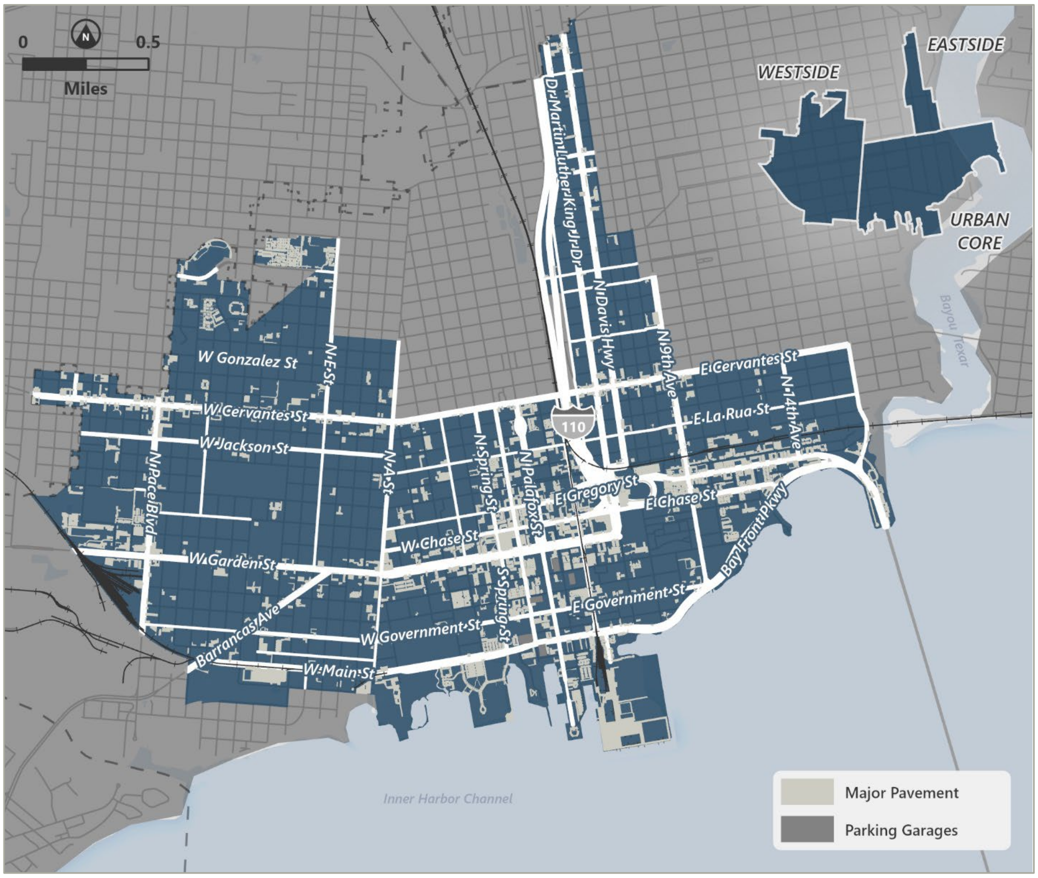
[8] Routes | Bike Pensacola

Figure 47 Major Paved Areas and Garages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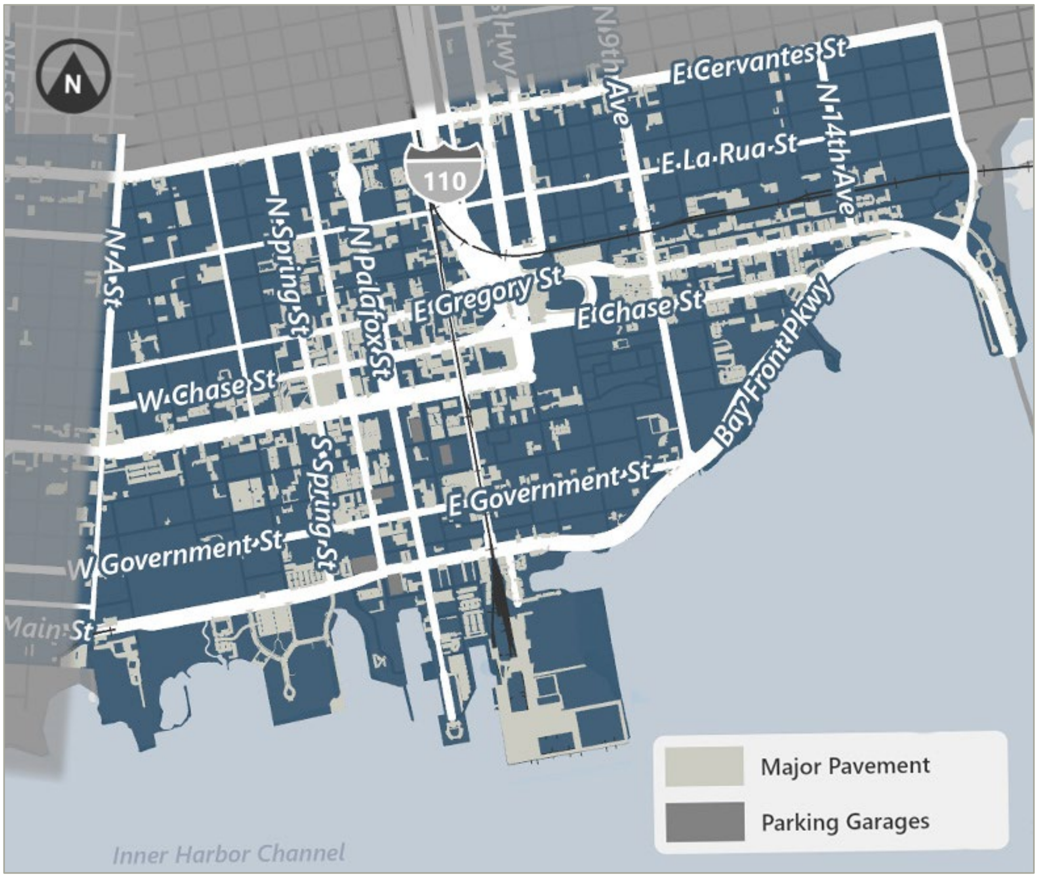
E Gregory St
E Chase St
Bay Front Pkwy
W Chase St
W Garden St
Barrancas Ave
W Government St
S Spring St
E Government St
W Main St
Inner Harbor Channel
Major Pavement
Parking Garages

The Urban Core has 208 acres of surface parking within its district in addition to four garages. In the city’s 2016 Parking study, it was calculated that the Urban Core had a total of 20,853 spaces of which 4,413 spaces (21%) are on-street parking-both marked and unmarked spaces.

Figure 48 Major Paved Areas and Garages – Urban Core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E Cervantes St
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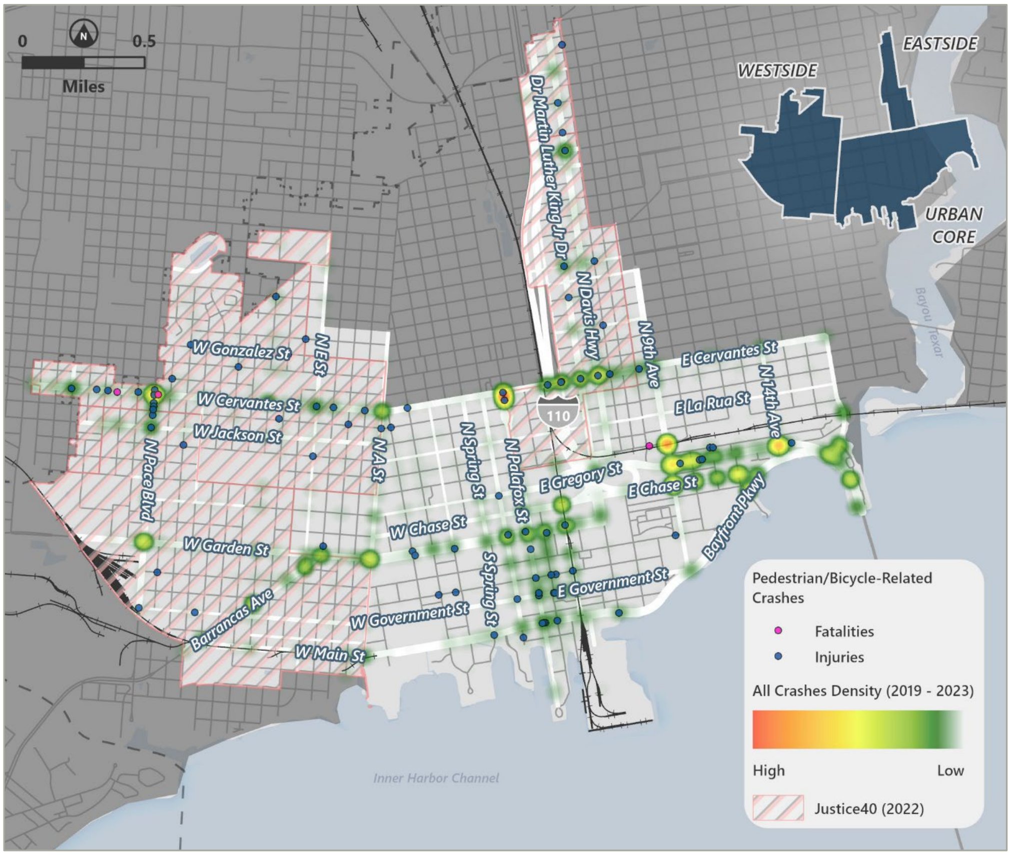
Bay Front Pkwy
W Chase St
S Spring St
E Government St
W Government St
Main St
Inner Harbor Channel
Major Pavement
Parking Garages

3.4 Crashes

Crash data analyzed from 2019 - 2023 was provided by Signal 4 Analytics. The highest crash densities occur along the East/West corridors of W Cervantes St, portions of E Cervantes St, W Garden St, E Gregory St, and E Chase St. The highest numbers of fatalities and serious injuries occurring in disadvantaged communities.

Figure 49 Crash Density and Pedestrian/Bicycle Severity Map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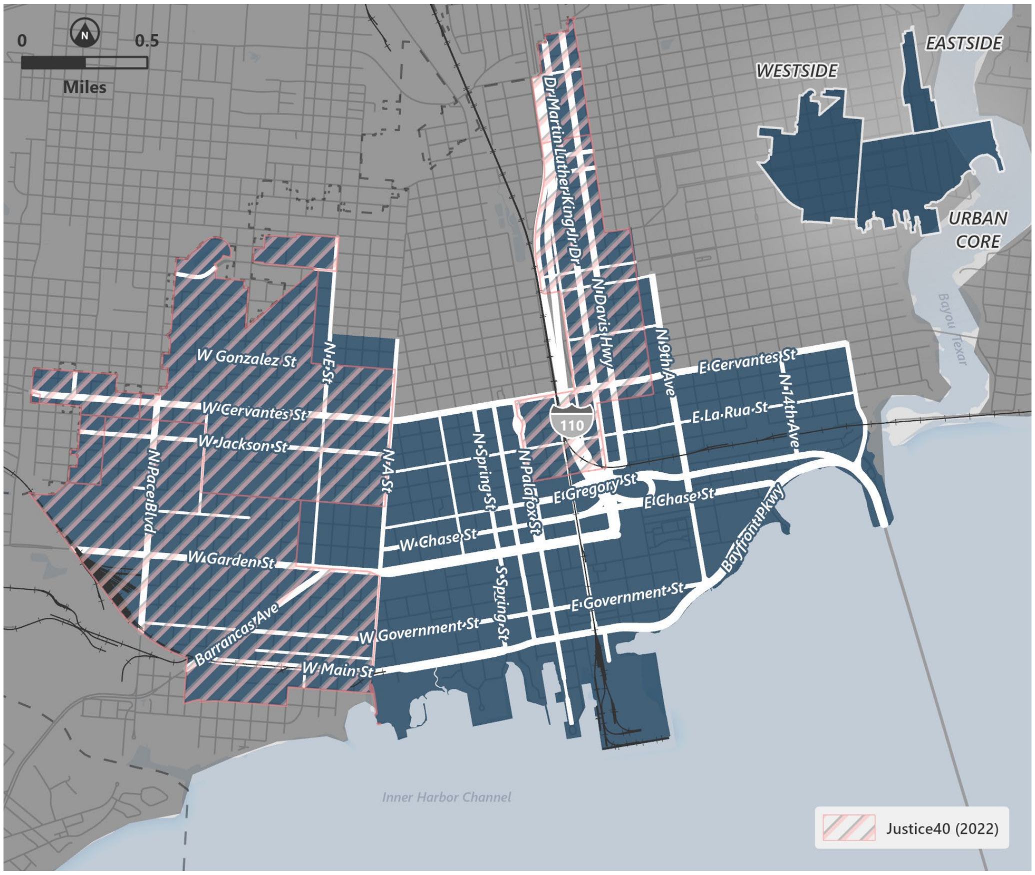
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Pedestrian/Bicycle-Related Crashes
● Fatalities
● Injuries
All Crashes Density (2019 - 2023)
High
Low
▨ Justice40 (2022)

4 Equity

The United States Department of Transportation, as part of the Justice40 initiative, defines Disadvantaged Communities as those that experience a cumulative burden or are underserved across eight categories: climate change, energy, health, housing, legacy pollution, transportation, water and wastewater, and workforce development. The Climate and Environmental Justice Screening Tool (CEJST) shows the composite scoring under these eight categories as shown on **Figure 50.**

Figure 50 Justice40 Disadvantaged Communities 2022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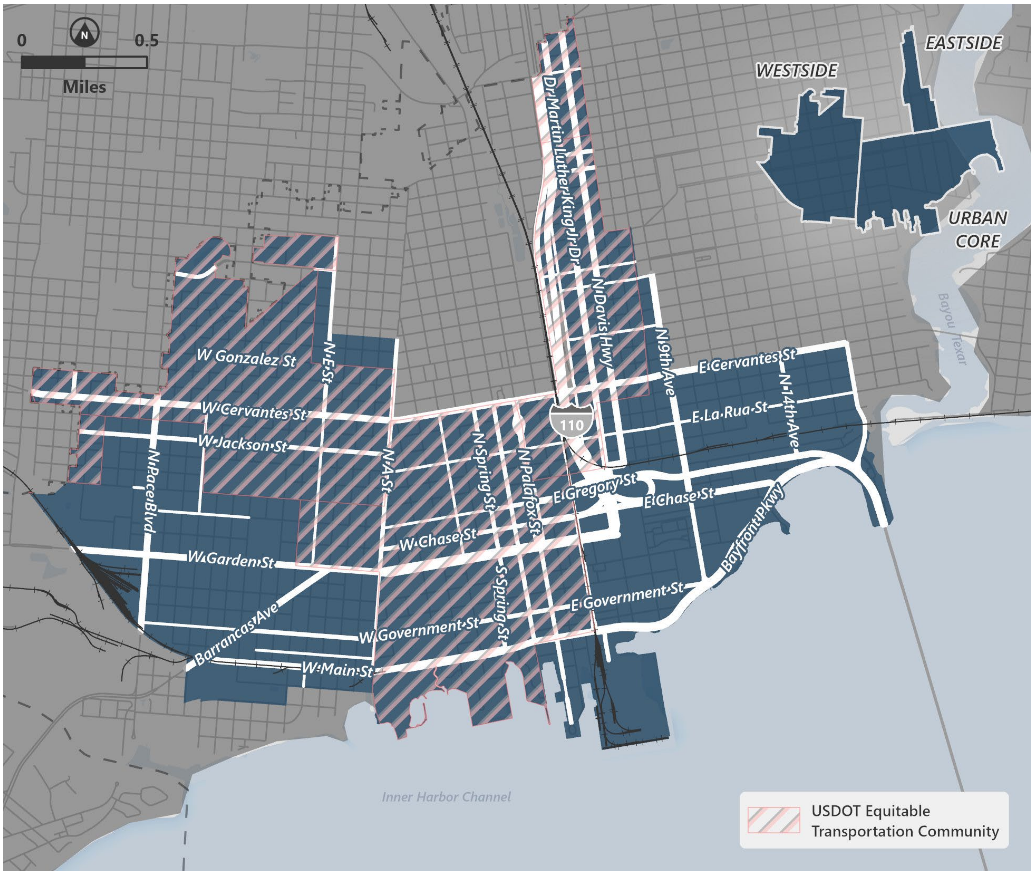
Barrancas Ave
W Main St
Inner Harbor Channel
Justice40 (2022)

The USDOT Equitable Transportation Community (ETC) tool then filters out five of the eight categories for a more detailed understanding of the data as seen on **Figure 51** and listed below:

- Transportation Insecurity
- Health Vulnerability
- Environmental Burden
- Social Vulnerability
- Climate & Disaster Risk Burden

In this section, the disadvantage communities will be discussed in more specificity and will focus on the ETC data. It is worth noting, that for the purposes of applying for any USDOT Justice40 program the CEJST should be used as the primary tool to identify disadvantaged communities. The maps shown throughout the existing conditions analysis, where appropriate, are shown with the CEJST data as a layer.

Figure 51 ETC Disadvantaged Communities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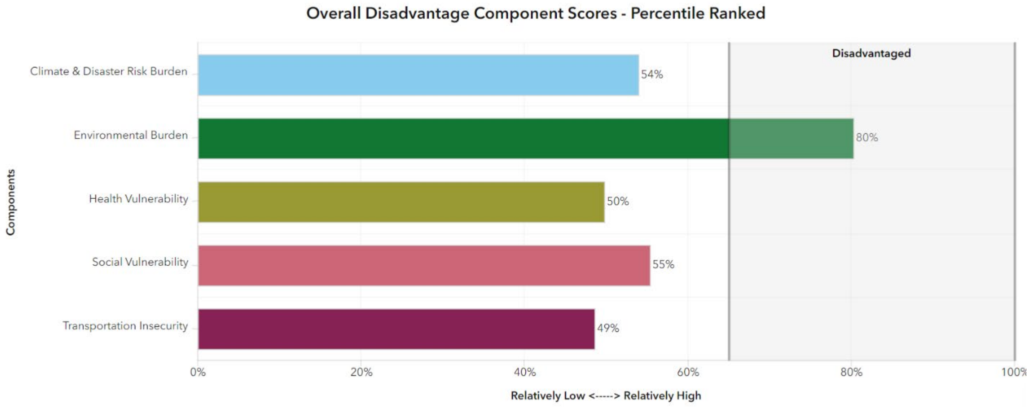
N Palafox St
W Chase St
W Garden St
S Spring St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
▨ USDOT Equitable Transportation Community

The City of Pensacola's composite score ETC results based on State average shows the following breakdown across the five components:

Figure 52 City of Pensacola ETC Composite Scores State Percentile



Source: USDOT ETC

The City of Pensacola has 54% of census tracts considered to be disadvantaged communities based on composite scores across the five components.

4.1 Transportation Insecurity

Under transportation insecurity there are three measures that determine a composite score for each indicator: Transportation Cost Burden, Transportation Access and Transportation Safety. USDOT states that "Transportation insecurity occurs when people are unable to get to where they need to go to meet the needs of their daily life regularly, reliably, and safely. Nationally, there are well-established policies and programs that aim to address food insecurity and housing insecurity, but not transportation insecurity. A growing body of research indicates that transportation insecurity is a significant factor in persistent poverty."[9]

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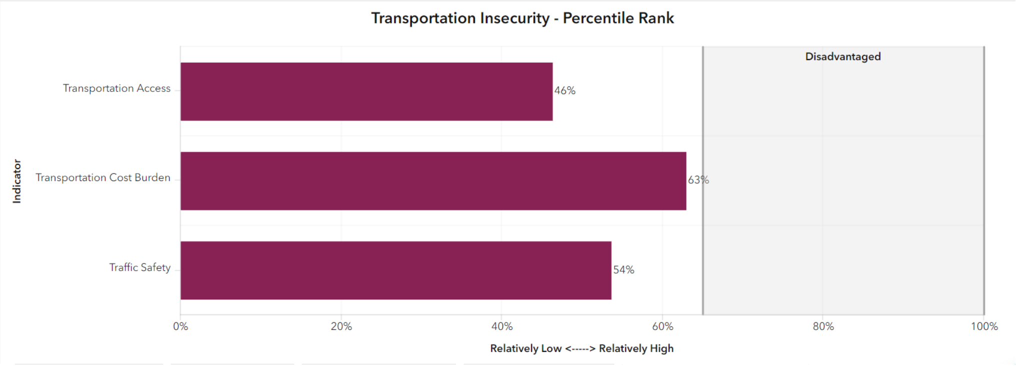
[9] Three Major Components of DOT's Justice40 Initiative | US Department of Transportation

Figure 53 City of Pensacola ETC Transportation Insecurity Percentile Rank



Source: USDOT ETC

For Transportation Insecurity while the city under this category does not reach the level of being disadvantaged, there are pockets of census tracts with high percentile rank indicators of transportation cost burden followed by traffic safety. Further breakdown shows tracks that include the Eastside District rank in the 99th percentile for transportation cost burden as compared to the 63% city percentile rank. Some of the Urban Core census tracts under overall disadvantage show 79th percentile rank for transportation cost burden and 75th percentile rank for traffic safety as compared to the 46% city percentile rank. Census tracts in some of the Westside district show the highest percentile of 99th and 96th percentile rank for transportation cost burden and traffic safety respectively as compared to the 54% city percentile rank.

4.2 Environmental Characteristics

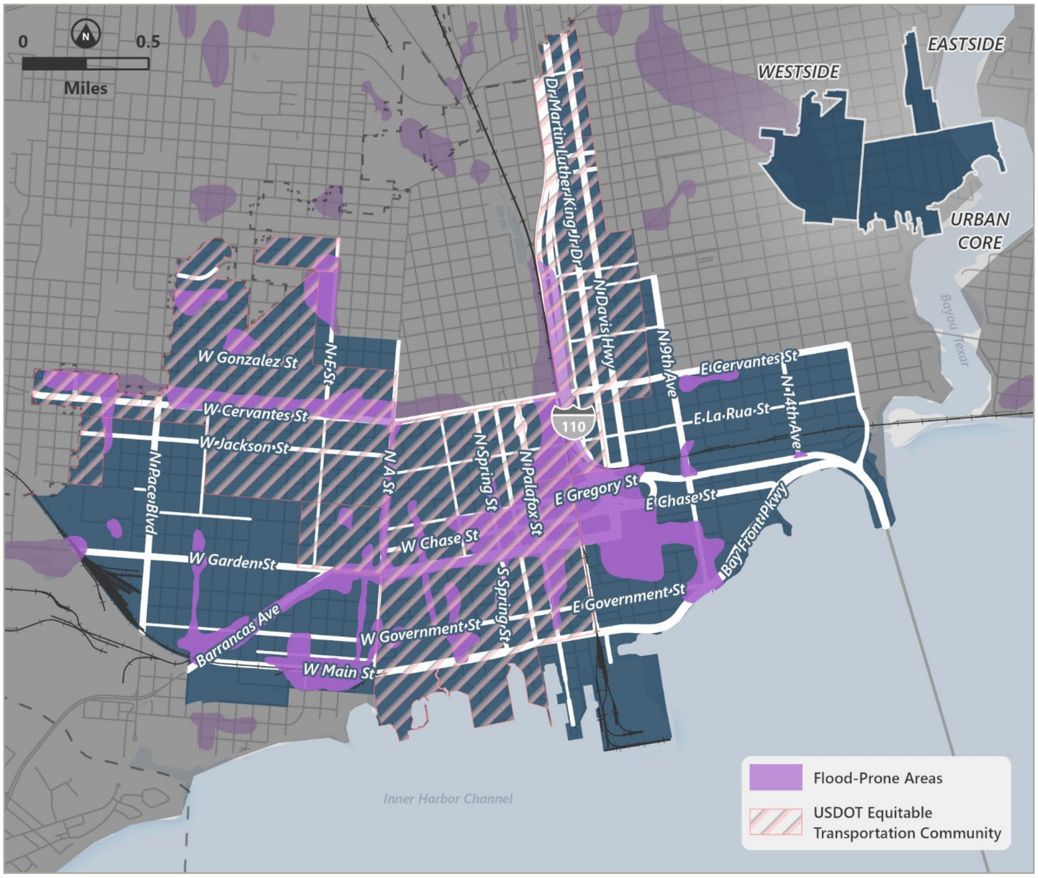
Flood prone areas are a major concern and problem for residents across the CRA districts. Flooding has significant impact on daily life and economic prosperity. Stormwater flood-prone areas are primarily along major roadways in Westside and Urban Core while on the Eastside, flooding occurs primarily under I-110 as shown in **Figure 54**. Section 4.3 further discusses the impact of impervious areas on equity. A map showing the overlap that exists between major paved areas (surface parking) and the location of these flood-prone areas is shown in **Figure 55**.

Typical flooding issues in the CRA districts are caused by a variety of factors such as:

- Lack of storm drain infrastructure
- Undersized storm drain infrastructure
- Infrastructure which is damaged or has exceeded service life
- Quantity of impervious surfaces which were mostly constructed before formal state stormwater rules were in effect
- Tailwater elevation in areas within a few blocks of the waterfront
- Recent flooding/natural disasters and more intense rainfall events over the last two decades.

Since most of the CRA districts are highly developed with areas downstream highly developed, the cost of implementing strategies that would address these issues are extremely high and take many years to fund. In many cases, government must weigh cost feasible alternatives to major infrastructure projects such as the construction of regional stormwater ponds, construction of floodable public space, and acquisition of property with repetitive flooding issues.

Figure 54 Flood-Prone Areas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E Chase St
Bay Front Pkwy
W Garden St
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Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Flood-Prone Areas
USDOT Equitable Transportation Community

4.3 Impervious Areas

One of the five components measured to understand equity in communities is Climate & Disaster Risk Burden. Under this component there are three indicators, one of which is impervious surfaces (from land cover). Per USDOT's technical documentation for the Equitable Transportation Community (ETC), "impervious surfaces, such as roads and parking lots, can have a variety of negative consequences, especially in communities that are already disproportionately exposed to environmental burdens. These surfaces generate and amplify heat islands, resulting in poor air quality and an increased risk of heat-related illnesses and death."

Based on the USDOT ETC data, census tracts that includes the Westside District show in the 77th percentile rank for impervious surfaces, Urban Core census tracts show it is in the 61st percentile rank, and Eastside census tracts show it is in 92nd percentile rank.

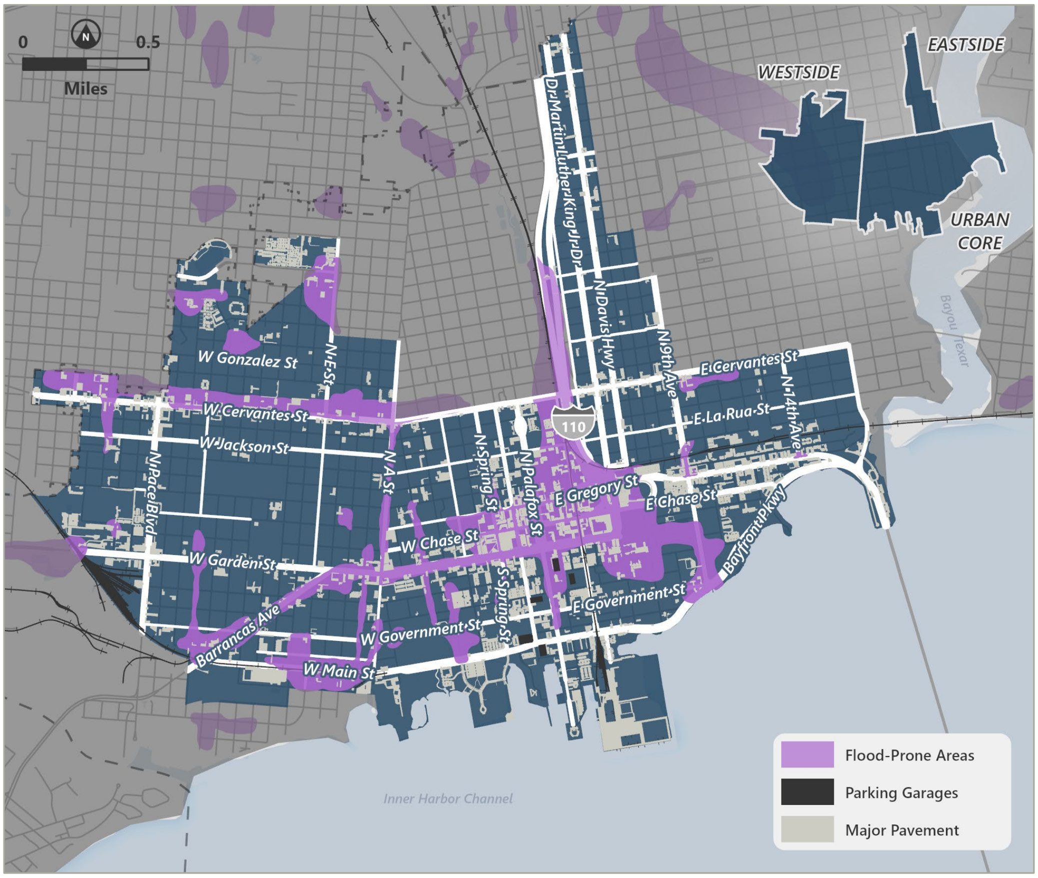
Parking being a major contributor to impervious areas, the breakdown of major paved areas (surface parking) is as follows:

Across the three CRA districts, there are approximately 333 acres of major paved (surface parking) areas equivalent to approximately 711 areas, with an average size of .40 acres. Location of these areas are primarily along major commercial corridors and where flood-prone areas exist as seen in **Figure 55**.

Table 1. CRA District Major Paved Areas

CRA District	Number of Major Paved Areas	Acreage	Average size (acres)
Westside	254	110	.43
Eastside	57	15	.26
Urban Core	400	208	.52

Figure 55 Flood-Prone Areas and Major Paved Areas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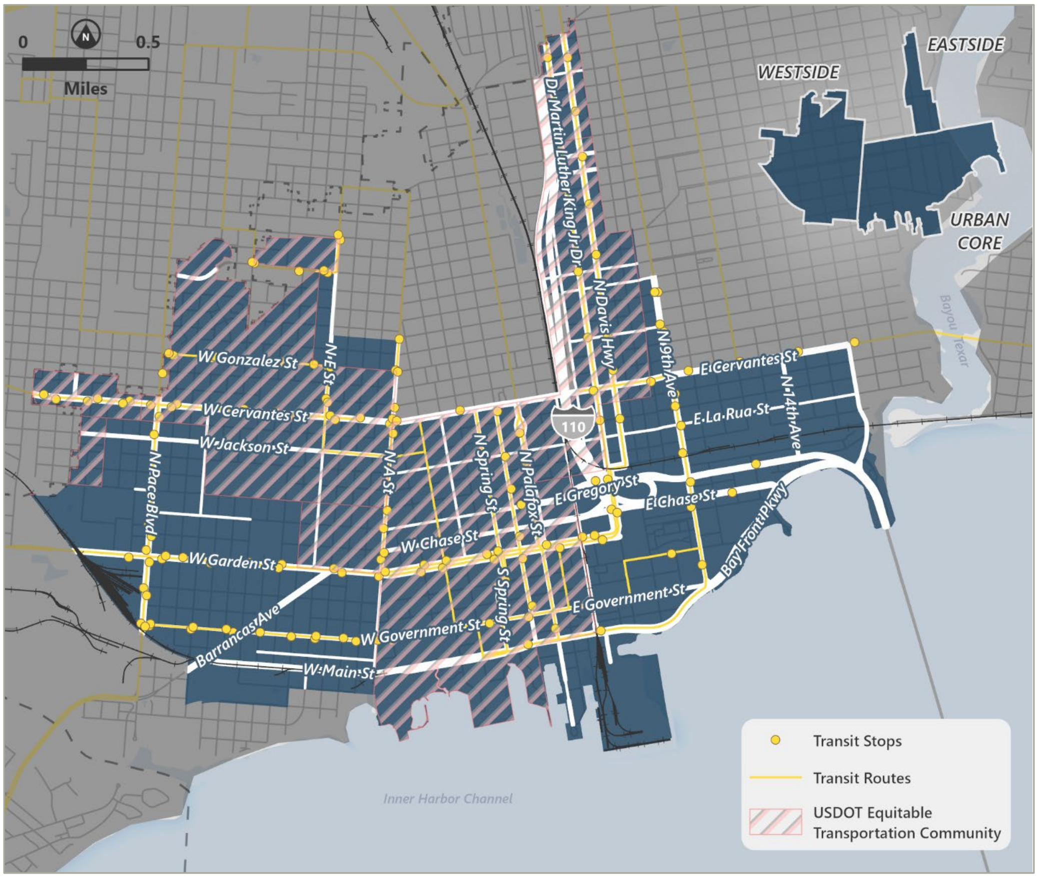
N Palafox St
E Gregory St
E Chase St
Bayfront Pkwy
W Garden St
W Chase St
E Government St
Barrancas Ave
W Government St
S Spring St
W Main St
Inner Harbor Channel
Flood-Prone Areas
Parking Garages
Major Pavement

4.4 Transit

Escambia County runs the only transit service in the area. There are a total of six routes, most of which cover the urban core but provide less coverage in the Westside and Eastside.

Figure 56 USDOT Transportation Disadvantaged Communities and Transit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W Garden St
E Government St
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Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Transit Stops
Transit Routes
USDOT Equitable Transportation Community

5 Community Input

Below is a high-level summary of the input received from various public workshops. The community's experience regarding mobility and accessibility further supports the data analyzed and described in previous sections of this document.

Challenges

- Intersections are unsafe for bike/ ped crossing
- Speeding vehicles
- Lack of maintenance on existing pedestrian flashing crosswalk lights
- Lack of pedestrian crosswalks
- Lack of maintenance on existing sidewalks
- Lack of sidewalks
- Lack of protected space or roadways that accommodate pedestrians and bicycles and connect them across all districts and neighborhoods
- Lack of places to walk to i.e., restaurants or stores (Westside)
- Flooding issues are a big challenge
- Many underutilized parking lots
- Vehicle dominated streets make pedestrians and bicyclist feel unsafe
- Roadways that are the most unsafe or are barriers in districts are State roads

Strengths

- New streetscape in South DeVillers
- Streetscape on Government Street
- Beach Trolley

Opportunities

- Pedestrian separated walkways/bridges to cross dangerous arterials
- Optimize the use of what has already been built
- Take inventory of unused or underutilized properties
- Expand Longhollow stormwater pond with under-utilized properties around it
- Create a Mobility Hub that better connects bus, micro transit, ferry, Historic District, Palafox, and commercial areas

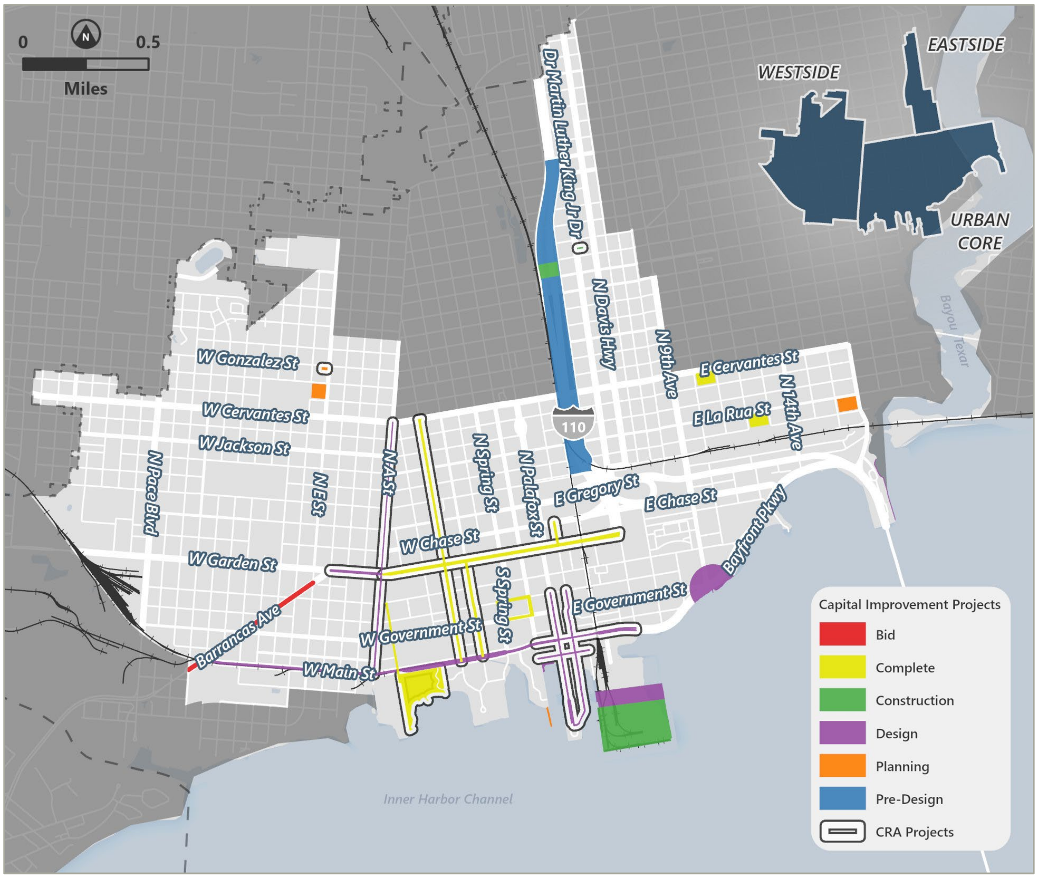
6 Planned Transportation Improvements

Several roadways within the CRA districts were found to have improvements planned for the coming years or are currently undergoing improvements. The following section summarizes key documents listed in the Reference section.

6.1 City of Pensacola Capital Improvement Program

A capital improvement program (CIP) is the funding of construction, major repair, or purchase of capital items such as roadways, bridges, and buildings. This program is typically a five-year horizon of which the first year is the entity's capital budget. The capital budget is adopted and implemented. The CIP considers community needs, financial capability, and future needs in determining which projects are placed in the program. It is the most influential tool by which to shape the quality and types of projects a city undertakes. **Figure 57** is a map illustrating these improvements, as obtained from the city data at the time of this report. The projects shown are categorized by the current phase of the project. CRA projects are shown with an outline.

Figure 57 Capital Improvement Program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W Main St
Inner Harbor Channel
Capital Improvement Projects
Bid
Complete
Construction
Design
Planning
Pre-Design
CRA Projects

Table 2. Capital Improvement Projects – CRA Projects

City Division	Project Type	Project Phase	Schedule Term
CRA	Hashtag Roadway Revitalization Project	Design	TBD
CRA	Bruce Beach Park Improvements - Phase 1	Complete	Complete
CRA	A Street Revitalization Project	Design	TBD
CRA	General Daniel "Chappie" James, Jr. Museum and Flight Academy - Phase II	Construction	TBD
CRA	DeVilliers Streetscape Revitalization - Phase 1	Complete	Summer 2021

City Division	Project Type	Project Phase	Schedule Term
CRA	DeVilliers Streetscape Revitalization - Phase 2	Complete	Summer 2021
CRA	Bruce Beach Park Improvements - Phase 2	Construction	Fall 2024
CRA	West Garden Street Landscape Beautification Project: A to C	Design	TBD
CRA	Alice Williams Rehabilitation Project	Planning	TBD
CRA	East Garden District Streetscape	Complete	Summer 2022
CRA	Reus St Revitalization Project Phase 1	Complete	Summer 2021
CRA	East Garden Street Landscape Beautification Project: Alcaniz to A	Complete	Summer 2022

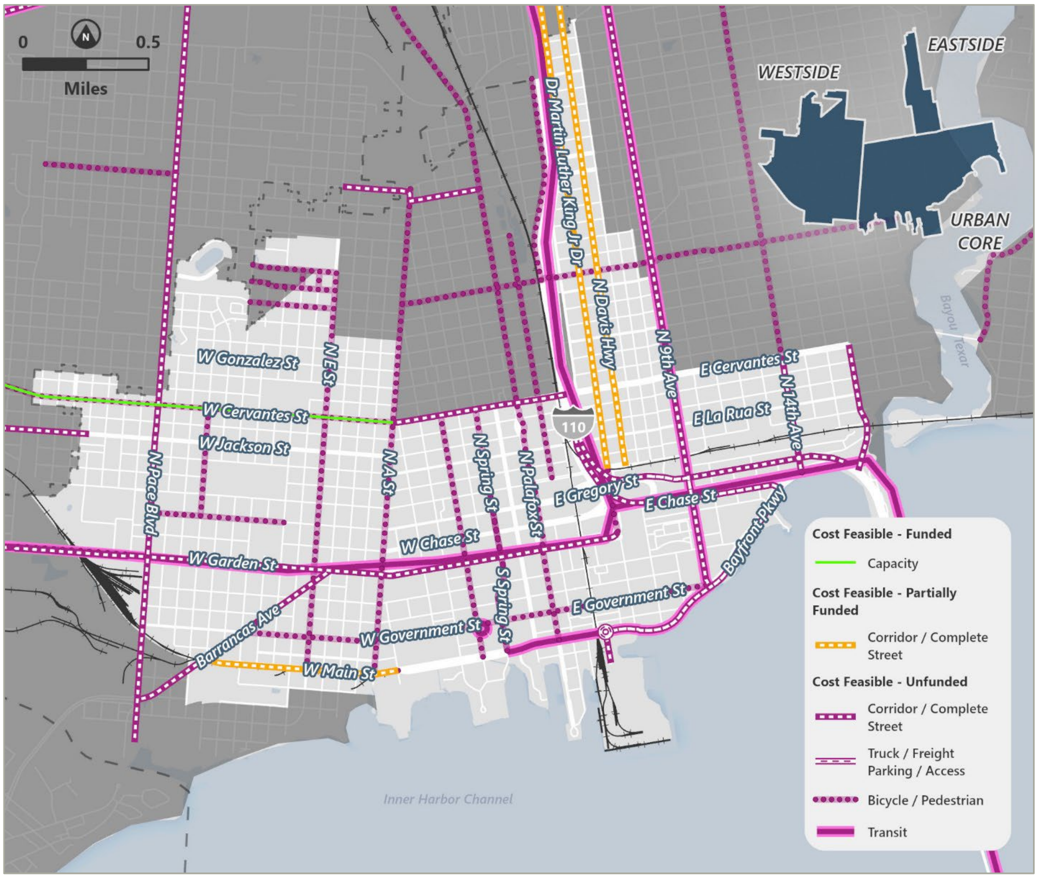
6.2 Florida/Alabama Transportation Planning Organization Long Range Transportation Plan

The 2045 Long Range Transportation Plan (LRTP) for the Florida-Alabama Transportation Planning Organization (FL-AL TPO) outlines the 25-year vision for transportation in the region, which includes Escambia and Santa Rosa Counties in Florida, and Baldwin County in Alabama. The LRTP establishes goals and allocated projected revenues to transportation programs and projects. The plan addresses both the region's current and future transportation needs.

The transportation projects in the plan are grouped into five key categories:

- **Capacity Projects**: Adding lanes and improving road capacity.
- **Complete Streets/ Corridor Projects**: Enhancing streets for all users
- **Intersection Projects**: Improving intersections for better traffic flow and safety.
- **Transit Projects**: Enhancing bus services and expanding transit infrastructure.
- **Bicycle/Pedestrian Projects**: Expanding bike lanes, sidewalks, and multi-use paths.

Figure 58 Needs Plan - FL-AL Transportation Planning Organization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W Main St
Inner Harbor Channel
Cost Feasible - Funded
Capacity
Cost Feasible - Partially Funded
Corridor / Complete Street
Cost Feasible - Unfunded
Corridor / Complete Street
Truck / Freight Parking / Access
Bicycle / Pedestrian
Transit

Table 3. Cost Feasible Projects – Funded Projects CRA Districts Sample

Corridor	From	To	Project Description	Segment Length
Garden Street	W Street	Alcaniz Street	Corridor Management Plan/Complete Streets Study	2.45
14th Avenue	Cervantes Street	Bayfront Parkway	Corridor Management Plan/Complete Streets Study	0.47
Gregory Street	I-110	Bayfront Parkway	Corridor Management Plan/Complete Streets Study	0.81

Corridor	From	To	Project Description	Segment Length
Chase Street	I-110	Bayfront Parkway	Corridor Management Plan/Complete Streets Study	0.55
W. Lee St, N. G St, N. F St	E St, Blount, Blount	J St, Moreno, Moreno	West Moreno	1.72
West Cervantes	A St	Dominguez	Corridor Improvements	2.24
N. E Main St	Garden St	Cervantes St	Corridor Improvements	0.60
L St	West Cervantes	Legion Field Park	Corridor Improvements	0.42
W Gregory St	L St	Pace Blvd	Corridor Improvements	0.19
N. Spring St	Garden St	Main St (South Segment)	Corridor Improvements	0.97
N. Reus St	Cervantes St	Main St	Corridor Improvements	0.97
Palafox St	Fairfield, Cervantes, SB Hayne St, Maxwell, Guillemard St	Main, Yonge, Maxwell, Blunt, Wright St	Corridor Improvements	2.93
W Navy Blvd	Bayou Chico Bridge	SR 292/Barrancas Ave	Bike Lanes	1.74
Gregory St	L St	G St	Corridor Improvements	0.33
W. Main St	E St	Clubbs St	Corridor Improvements	0.36
N. E Main St	Main St	Garden St	Corridor Improvements	0.40
A St	Maxwell St	Main St	Corridor Improvements	1.94

6.3 Active Transportation Plan

The ATP was adopted by the City of Pensacola August 2023. The ATP prioritizes reducing traffic-related fatalities and injuries, endorsing a Vision Zero approach, which aims for zero fatalities.

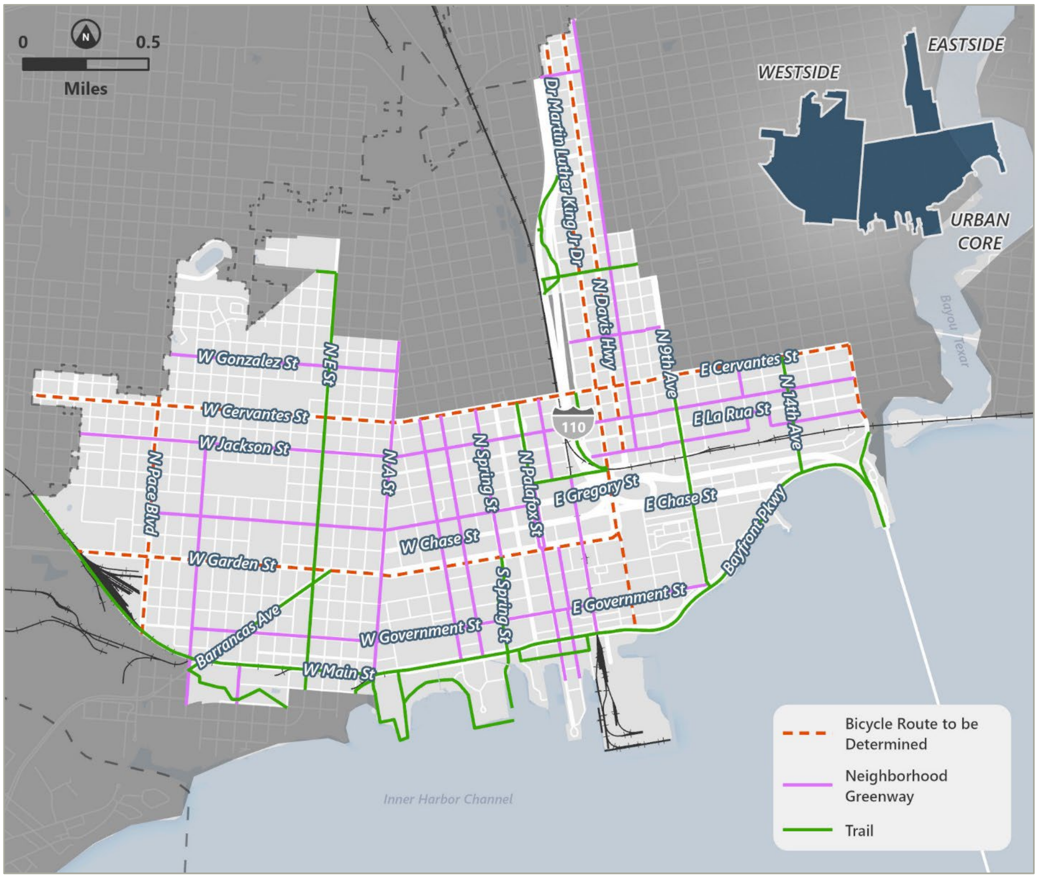
The plan also emphasizes filling gaps in the transportation network, linking key destinations such as schools, parks, and commercial areas. The goal is to accommodate all community members, and encourage alternative transportation modes to car travel.

The ATP creates a Future Network framework that includes three categories of pedestrian and bicycle focused infrastructure:

- Neighborhood Greenways
- Bike Routes
- Trails

The future network design recommendations include using context-sensitive designs to make streets safer and more accessible based on their location (urban, suburban, etc.), using countermeasures to calm traffic and improve crossings and expand the bicycle network.

Figure 59 ATP Future Network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E Gregory St
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Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Bicycle Route to be Determined
Neighborhood Greenway
Trail

Table 4. ATP Future Network – CRA Districts

Project Name	Project Extents (TO)	Project Extents (FROM)	Project Type	CRA District
Dr Martin Luther King Jr Dr	E Jackson St	E Gonzalez St	Bicycle Route Tbd	Urban Core, Eastside
Dr Martin Luther King Jr Dr	E Gonzalez St	E Blount St	Bicycle Route Tbd	Eastside
N 17th Ave	E Maxwell St	Bayfront Pkwy	Bicycle Route Tbd	Urban Core
N Spring St	W Garden St	W Cervantes St	Neighborhood Greenway	Urban Core
W Gregory St	N A St	N Palafox St	Neighborhood Greenway	Urban Core, Westside
E Cross St	E Cross St	N 14th St	Neighborhood Greenway	Eastside
E Government St	S A St	S 9th Ave	Neighborhood Greenway	Urban Core, Westside
W Main St	S Glubbs St	S De Villiers St	Trail	Urban Core, Westside
S Spring St	W Main St	W Government St	Trail	Urban Core
E Blount St	N Guillemard St	N 9th Ave	Trail	Eastside
Burlington Northern Rail/Bill Gregory Park	N W St	Barrancas Ave	Trail	Westside

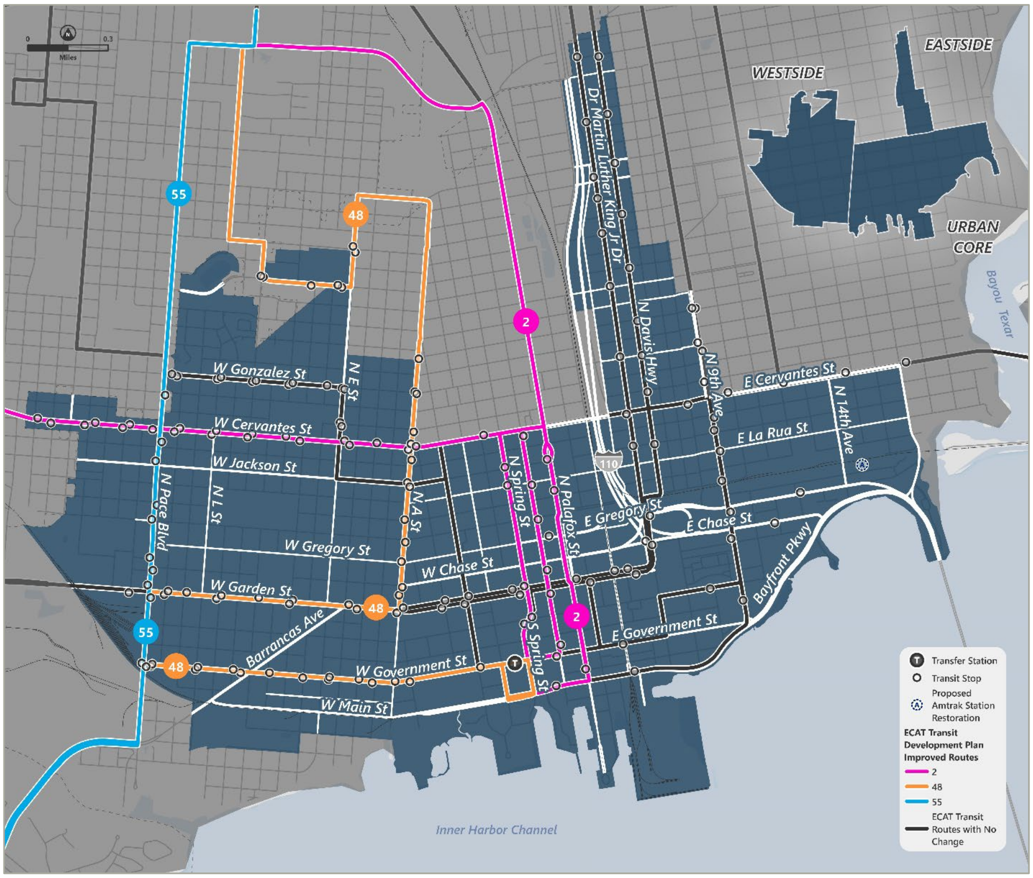
6.4 Escambia County Area Transit -Transit Development Plan (TDP), 2022 - 2031

The TDP is a 10-year planning document required by the Florida Department of Transportation (FDOT) to guide the development of transit systems. It covers the period from 2022 to 2031 and includes short-term and long-term strategies and goals for transit in Escambia County. ECAT serves an area of approximately 189 square miles, primarily within Escambia County, and includes connections to Santa Rosa County. The system operates over 1,000 stops with 285 miles of routes and serves more than 1.5 million annual passenger trips.

As part of the TDP, the Comprehensive Operations Analysis (COA) concluded that major changes to the system was needed to improve overall performance given that the population is expected to grow by 9.7% by 2030, with significant transit needs in urban areas. Major improvements include:

- Extended weekend services and extended hours
- Increased frequency on high demand routes, among them within the CRA boundaries are Routes 52 and 55 as shown in **Figure 60**
- Late night service
- Bus stop upgrades in high need areas
- Service to new areas with improved connectivity through enhanced first and last mile services or mobility on demand services which are nimbler and more flexible and provide greater coverage within districts

Figure 60 ECAT Proposed Improved Routes in CRA Districts



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N A St
W Chase St
N Spring St
S Spring St
N Palafox St
E Gregory St
E Chase St
E Government St
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
E La Rua St
N 14th Ave
Bayfront Pkwy
110
Inner Harbor Channel
Transfer Station
Transit Stop
Proposed Amtrak Station Restoration
ECAT Transit Development Plan Improved Routes
2
48
55
ECAT Transit Routes with No Change

6.5 MLK and Davis Conversion Feasibility Study

The feasibility study analyzed the ability to convert MLK Drive/Alcaniz Street and Davis Highway from their current one-way pair configuration to two-way traffic. The purpose is to improve general safety and restore the neighborhood roadway network grid in the Eastside Community Redevelopment Area. Currently, SR 291 (Davis Highway northbound, MLK Drive/Alcaniz Street southbound) is configured as two one-way pairs over a 2.2-mile stretch between Fairfield Drive and E. Wright Street. Recommendations are summarized as follows:

- Southern Tie-in at Wright Street: Intersection improvements, including potential signalization and pedestrian enhancements, are recommended to address safety concerns.
- Cervantes Street and Texar Drive: Additional turn lanes and traffic management measures are proposed to improve traffic flow.

- Magee Field: Several pedestrian safety improvements, including raised crosswalks and speed advisories, are recommended around Magee Field.
- Speed Limit: A 30 mph speed limit is recommended throughout the corridor.
- Lighting and Sidewalks: Enhanced LED lighting and the completion of sidewalk gaps are suggested to improve safety, especially for pedestrians.
- Signal Modifications: Adjustments to traffic signals to accommodate two-way traffic are necessary, along with additional signage to discourage wrong-way travel if the conversion is not implemented.

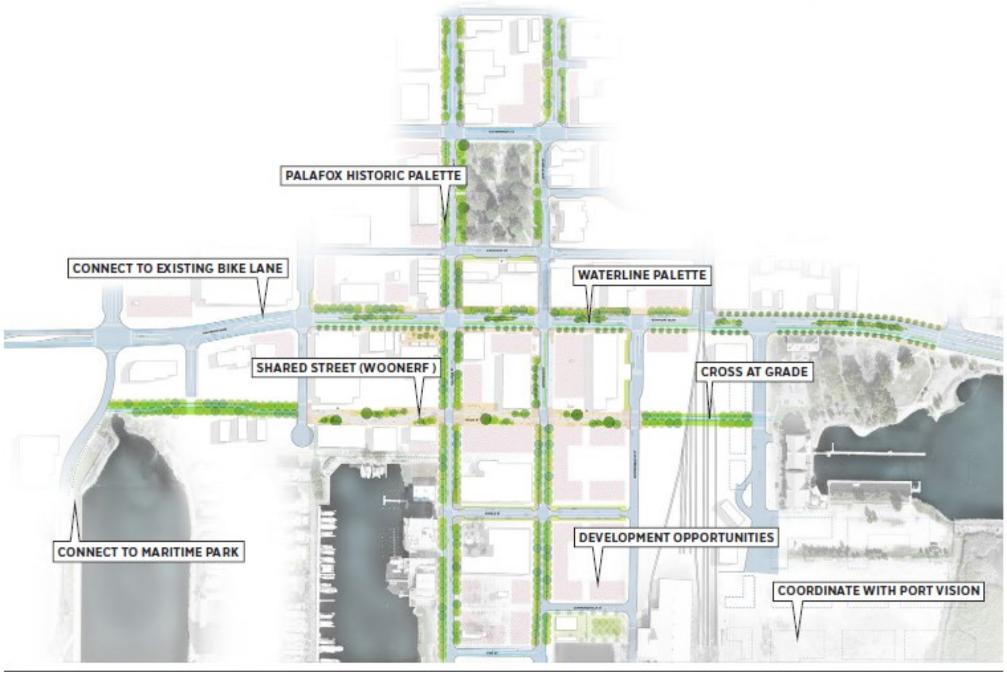
The study concluded that converting the corridors to two-way traffic with the proposed improvements would enhance safety and restore the neighborhood's roadway network.

6.6 Pensacola Waterfront Framework Plan

The framework plan focuses on creating Pensacola's downtown waterfront as a more inclusive, connected, and resilient space. The Plan identifies two key catalytic projects, Bruce Beach and the Hashtag Connector **(Figure 61)**: The Hashtag Connector is focused linking four major streets—Palafox, Jefferson, Main, and Cedar. The goal is to focus on mobility and connectivity that will enhance the downtown and waterfront area by supporting a complete bike and pedestrian network and streetscape improvements. It is projected to be a three phase process with:

- Initial phase (0-3 years): Immediate projects focus on creating pop-up parks, minor streetscape improvements, and temporary installations that activate public spaces and draw people to the waterfront
- Intermediate Phase (3-8 years): More permanent infrastructure upgrades will be implemented, such as protected bike lanes, shared streets, and expanded public spaces
- Long-Term (8+ years): Major infrastructure and development projects

Figure 61 Waterfront Framework Plan - Hashtag Connector

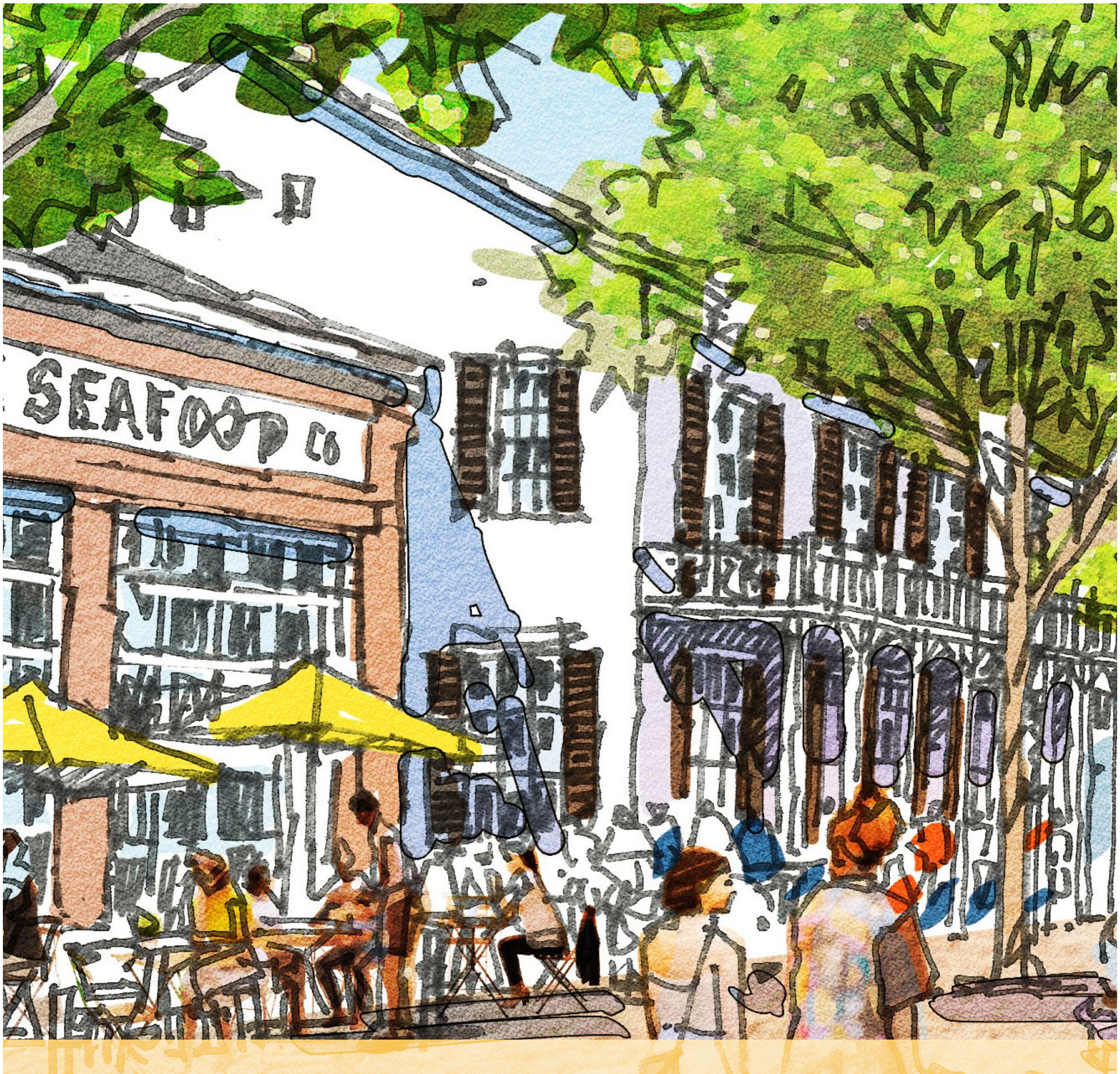

PALAFOX HISTORIC PALETTE
CONNECT TO EXISTING BIKE LANE
WATERLINE PALETTE
SHARED STREET (WOONERF)
CROSS AT GRADE
DEVELOPMENT OPPORTUNITIES
CONNECT TO MARITIME PARK
COORDINATE WITH PORT VISION

Source: SCAPE

References

A review was completed to map any planned or programmed roadway improvements in the three districts. Sources consulted, but not an exhaustive list, includes the following:

- FL-AL Transportation Planning Organization (FL-AL TPO) 2045 Long-Range Transportation Plan 2045 LRTP
  - Fl-AL TPO Priorities DRAFT Transportation Project Priorities. TPO Transportation Priorities FY2026-2030
  - FL-AL TPO Bike Ped Plan FL-AL TPO Bike/Ped Plan
- FDOT Work Program FDOT OWPB - WP Reports; 5 Year Work Program (state.fl.us); Work Program - Current (arcgis.com)
- Cervantes Street Traffic Feasibility Study West_Cervantes_Street_Lane_Reduction_Traffic Feasibility Study_20190913.pdf (ecrc.org)
- Davis / MLK / Alcaniz Two-Way Conversion Traffic Feasibility Study MLK-Davis_final report_06 19 20.pdf (ecrc.org)
- W. Cervantes Corridor Plan West_Cervantes_CMP_FINAL.indd (ecrc.org)
- E. Cervantes Corridor Plan East_Cervantes_Corridor_Management_Plan_Final.pdf (ecrc.org)
- Main Street Corridor Plan Main St Report_portrait_07172014.indd (ecrc.org)
- N. Palafox Street Corridor Plan North_Palafox_Street_Corridor_Management_Plan_Final_Adopted.pdf (ecrc.org)
- ECAT Transit Development Plan Escambia County Area Transit (ecrc.org)
- City of Pensacola Active Transportation Plan Active Transportation Plan | City of Pensacola. Active Transportation Plan | City of Pensacola, Florida Official Website
  - Gonzalez Street Shareway (as referenced in city's Active Transportation Plan)
- Reimagine Jackson Reimagine Jackson Street | City of Pensacola. Reimagine Jackson Street | City of Pensacola, Florida Official Website
- CRA projects| City of Pensacola. CRA Projects | City of Pensacola, Florida Official Website
- Transportation Alternative (TA) Projects:
  - E. Maxwell Street sidewalks Pensacola - E Maxwell St Sidewalk TA Application.pdf (ecrc.org)
  - N. J Street sidewalks Pensacola - North J St Sidewalk TA Application.pdf (ecrc.org)
  - Hollice T Williams Multi Use Path Pensacola - TA Hollice T Williams MUP Phase 2 Application.pdf (ecrc.org)



Spring 2025

URBAN CORE

CRA PLAN UPDATE

Pensacola, Florida

BLOCK-BY-BLOCK
CRAFTING A PLAN
WESTSIDE · DOWNTOWN · EASTSIDE
PENSACOLA CRA

UDA
URBAN DESIGN ASSOCIATES
HDR
JLP+D
MW

ACKNOWLEDGMENTS

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Pensacola Community Redevelopment Agency

LEAD CONSULTANT
Urban Design Associates (UDA)

COMMUNITY ENGAGEMENT CONSULTANT
MonWin Consulting

TRANSPORTATION CONSULTANT
HDR

MARKET CONSULTANT
JLP+D

MAYOR
D.C. Reeves
Mayor of Pensacola

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CRA Chairperson for 2025

Delarian Wiggins
City Council District 7
CRA Vice-Chairperson for 2025

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City Council District 2

Jennifer Brahier
City Council District 1

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City Council District 3

Jared Moore
City Council District 4

Allison Patton
City Council District 6

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Economic Development Director

Victoria D'Angelo
CRA Division Manager

Hilary Halford
Assistant CRA Division Manager

Shirley Baylis
CRA Program Manager

Rachel Benett
CRA Urban Design Planner

Tiffany Whiting-Cardenas
CRA Executive Assistant

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Melanie Nichols
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Kelly Wieczorek
Board Member

The recommendations in the Urban Core CRA Plan were developed between May 2024 and January 2025. The analyses are based on point-in-time data sources, and the recommendations align with the regulations and funding programs effective during the period when the plan was developed.

This CRA Plan explores recommendations for a 20-year timeframe. Recommendations that may not be feasible in the short term due to market, funding, or policy conditions are still valid for the long-term vision and may take longer to implement.

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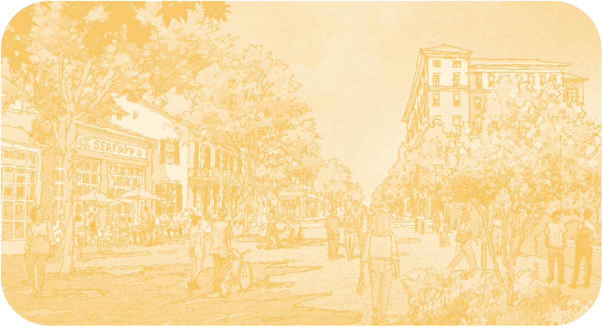

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EXECUTIVE SUMMARY

This Community Redevelopment Agency (CRA) Plan Update is intended to provide direction for policies, programs, and projects in the Urban Core CRA District in the City of Pensacola, Florida. The process of listening to residents and stakeholders informed an ideal vision for Pensacola's Urban Core CRA District. The recommendations outlined in this document are intended to establish a foundation of guiding principles, projects, and decision-making frameworks to achieve the community's visions for the future.

The role of the CRA is to strategically implementing its redevelopment plans by leveraging tax incremental financing (TIF) for specific projects aimed at redevelopment and improving areas in the community. TIF is a funding mechanism authorized under Chapter 163, Part III, Florida Statutes which capture incremental growth in the tax base within the CRA district to be reinvested in strategic projects within the district. Key community redevelopment goals include:

- Preserving, rehabilitating, and enhancing the community redevelopment area neighborhoods to maximize livability and quality of life;
- Fostering a diverse supply of housing options, especially affordable and workforce housing; and
- Creating a robust and stable economy that offers employment, culture, and entertainment and is filled with people and businesses.

More specifically, this CRA Plan Update is intended to target the following topics and issues within the Urban Core CRA District:

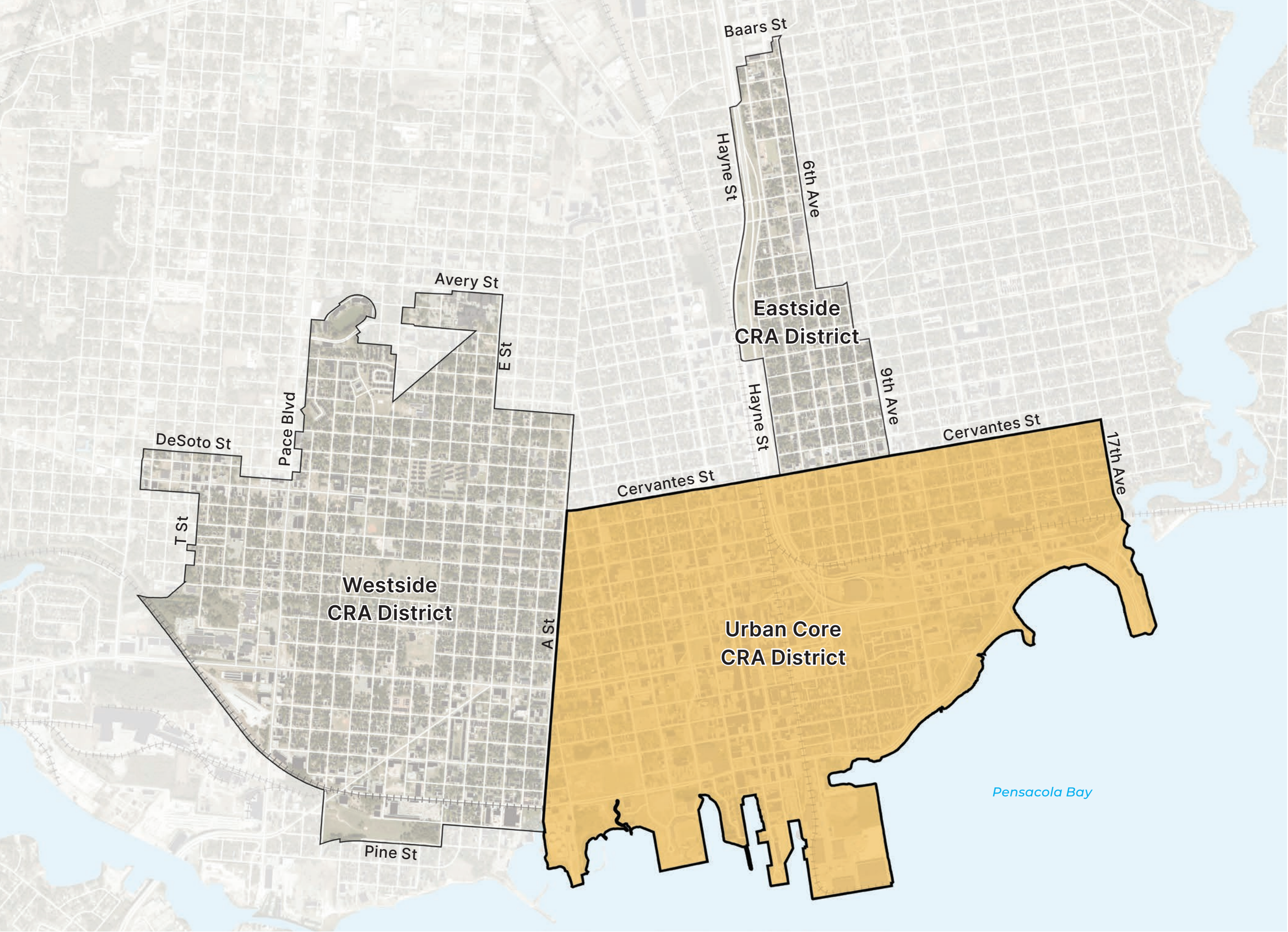
- Expanding housing options, especially affordable, workforce housing;
- Preserving traditional character and history and culture;
- Tempering gentrification and/or displacement;
- Building socioeconomic equity;
- Strengthening neighborhood identity;
- Fostering economic development and sustainability;
- Improving walkability, bikeability, transit and parking management; and
- Connecting people to the waterfront and neighborhood assets.

Residents and stakeholders led the way throughout the creation of this CRA Plan Update. From 2024 through 2025, members of the CRA District community were invited to establish the overall vision for the future and provide input on preliminary recommendations. Paired with an exhaustive analysis of existing and projected conditions of demographics, economics, physical urban patterns, and transportation systems, the needs of each CRA District and the paths forward were revealed.

PENSACOLA BLUES

The Five Sisters Blues Cafe located in the historic Belmont-DeVilliers neighborhood

Shops along Palafox Street in the historic downtown core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6th Ave
Eastside
CRA District
9th Ave
Hayne St
Avery St
E St
Pace Blvd
DeSoto St
T St
Westside
CRA District
A St
Cervantes St
Cervantes St
17th Ave
Urban Core
CRA District
Pensacola Bay
Pine St

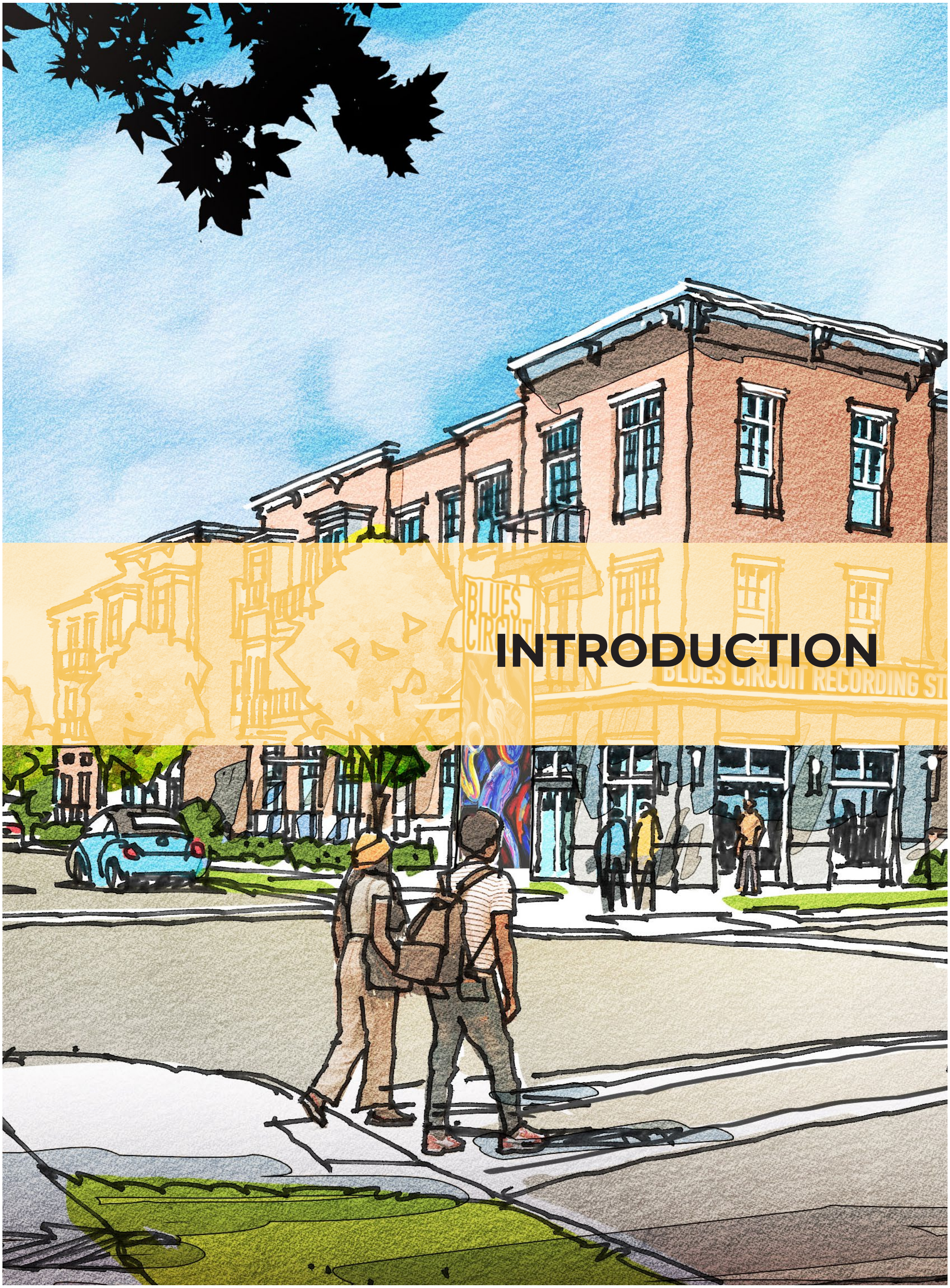
CRA Districts Map

This CRA Plan Update builds on past plans and represents potential investments to realize the vision of Urban Core residents and stakeholders. The recommendations in this plan are organized into the following topics:

- Land Use, Zoning, and Special Districts
- Economic Development
- Neighborhood Development
- Housing
- Transportation, Streets, and Parking
- Open Space and Community Amenities

A series of Special Demonstration Projects illustrate the potential impact of targeted investments, identifying opportunities to solve issues raised by the community and uncovered through the analysis of the CRA Districts. Strategies for implementing these recommended policies, programs, and projects are provided, along with recommendations about prioritizing potential projects

INTRODUCTION


BLUES CIRCUIT
BLUES CIRCUIT RECORDING ST

OVERVIEW OF THE CRA

PENSACOLA
FORWARD

ABOUT THE CRA

The State of Florida's Community Redevelopment Act of 1969 provided local governments with tools to revitalize deteriorated areas of their communities, including the establishment of the Community Redevelopment Agency (CRA), which was charged with the following tasks:

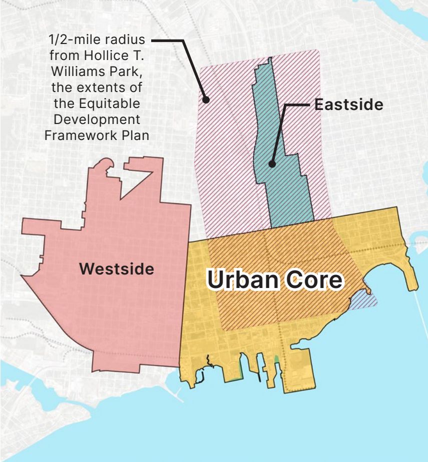
- Administer and prepare redevelopment plans;
- Issue revenue bonds;
- Eliminate and prevent slum and blight;
- Rehabilitate and conserve the redevelopment areas;
- Preserve and enhance the tax base;
- Create affordable housing; and
- Implement community policing innovations.

The statutes dictate that the municipality, "to the greatest extent it determines to be feasible... shall afford maximum opportunity, consistent with the sound needs of the county or municipality as a whole, to the rehabilitation or redevelopment of the community redevelopment area by private enterprise." (§163.345).

On July 1, 1977, the Florida Legislature amended the Community Redevelopment Act to allow governments to use tax increment financing (TIF) to fund redevelopment. This amendment was made to help revitalize declining areas and increase tax revenues.

In 2024, the City of Pensacola's Community Redevelopment Agency (CRA) transitioned to become a division within the city's Economic Development Department. This shift reflects the close alignment between the CRA's mission and the broader goals of economic development, particularly within the city's redevelopment districts. Much like economic development efforts, the CRA's work focuses on both qualitative and quantitative improvements, enhancing the local economy while fostering sustainable growth. By leveraging social assets and resources, the CRA strives to generate a more inclusive, shared economic well-being, ultimately elevating the quality of life for the community as a whole. This transition underscores the city's commitment to revitalizing areas of need, empowering residents, and fostering a thriving, dynamic urban environment.

Public Meeting with the CRA


1/2-mile radius from Hollice T. Williams Park, the extents of the Equitable Development Framework Plan
Eastside
Westside
Urban Core

CRA Districts + Extents of the Equitable Development Framework Plan, extending 1/2-mile radius from Hollice T. Williams Park

Urban Core

Community Redevelopment Plan, 2010

City of Pensacola, Florida

Volume I

City of Pensacola

ABOUT THE CRA PLANS & THE URBAN CORE

On September 25, 1980, the Pensacola City Council adopted a resolution designating the inner city as a redevelopment area which included the Urban Core Redevelopment Area, the TIF district established in 1984. The boundaries of the Urban Core area extend from A Street in the west; to Cervantes Street in the north; to 17th Avenue, the L&N Railroad trestle, and the mouth of the Bayou Texar in the east; to Pensacola Bay in the south. The Community Redevelopment Plan was adopted at the area's inception in 1984 which was subsequently amended numerous times throughout the 80s, 90s, and early 2000s. In 2010, the 1989 plan was repealed and replaced with the most recent plan, which was also subsequently amended in 2018.

Connection to Neighborhood Plans

The Urban Core Community Redevelopment Plan (Volumes I and II) were last updated in 2010. Key initiatives of this plan included:

- Completing the City's vision for the West Main Master Plan;
- Completing the City's vision for the Port of Pensacola;
- Completing the City's vision for the East Garden District redevelopment;
- Implementing a "Complete Streets" road diet project for the waterfront bicycle and pedestrian access along Bayfront Parkway;
- Focusing on affordable and attainable housing in neighborhoods such as Belmont-DeVilliers, Tanyard, and Old East Hill.

How will the CRA Plan be used?

CRA Plan sets the goals and objectives for the district

Staff analyzes and develops programs and projects that are consistent with the plan

Projects are approved by the CRA Board and City Council, when required

Investments

$$

ANALYSIS OF PREVIOUS/EXISTING PLANS AND STUDIES INCLUDE:

- Existing and previous redevelopment master plans
- City of Pensacola Comprehensive Plan
- City of Pensacola Land Development Code
- CRA Annual Reports
- Recent market studies
- Recent transportation studies and/or plans
- Socioeconomic data and demographics
- Analysis of Existing Land Uses & Land Development Regulations
- Socioeconomic Analysis
- Real Estate Market, Trends, and Gap Analysis
- Context Analysis & Classification
- Neighborhood & District Analysis
- Gentrification & Displacement Analysis
- Transportation System & Parking Analysis
- Parks & Public Space Analysis
- The City's new Strategic Plan

INTRODUCTION

INTRODUCTION TO THE URBAN CORE

The Urban Core District encompasses a large area that extends from A Street on the west to the Pensacola Bridge on the east and is centered around the historic downtown. This area encompasses several neighborhoods, including the historic Belmont-DeVilliers area, Old East Hill, the Seville Historic District, and the waterfront promenade extending from Palafox Pier. The center of this district is characterized by the lively commercial experience along Palafox Street, beautiful park spaces such as Plaza Ferdinand VII and Seville Square, and connections to the waterfront. The scale of the neighborhoods sometimes runs in contrast to a significant rail corridor that runs north-south to the port and many ramps onto I-110 off of Gregory and Chase Streets.

There has been significant investment to transform a once-industrial waterfront into an amenity for residents and visitors. This includes the restoration of Bruce Beach and Blue Wahoos Stadium. In addition, a strong arts and culture movement has helped to restore Palafox Street to a thriving main street. However, parts of the Urban Core still suffer from the impacts of I-110 extending into downtown. The extension of I-110 interrupted the traditional street grid, resulting in disconnected blocks, blight, and vacancy. Although several civic amenities, such as the Pensacola Bay Center, exist in this area, a pedestrian and bike network is lacking to connect these public amenities.

BACK TO THE BLOCKS

Belmont-DeVilliers

Palafox Pier

PENSACOLA
WAHOOS
EST. 2012

Wahoos Stadium

Papa Vinc
Extra Virgin

Palafox Market

Ferdinand Plaza

Waterfront

Moving forward, there's an opportunity to focus investment in key areas already seeing momentum. This includes supporting the efforts to restore Belmont-DeVilliers as a music and entertainment hub; taking a comprehensive look at the street network to improve walkability, particularly in the area around Wright Street & Alcaniz Street; and understanding what's needed to complete the vision for a connected waterfront. These critical investments can help to repair the gaps between the unique neighborhoods that comprise the Urban Core.

HOW TO USE THIS CRA PLAN

PLAN ORGANIZATION

The Urban Core CRA Plan Update is one of three parallel plan updates for each of the CRA Districts. Some high-level goals and policies overlap more than one district, but each Plan Update is tailored to specifically target the visions, opportunities, and implementation goals of the community in each district. Each Plan Update is structurally aligned for ease of use by the CRA throughout the implementation of these plans.

Introduction

This chapter provides an overview of the CRA's role and responsibilities specific to the Urban Core. Also described is the alignment of the CRA Plan Updates with the city's 10-year strategic plan, Strive to Thrive: Pensacola 2035.

Planning Process

This chapter summarizes the robust community engagement process conducted by the CRA and the consultant team. Overall summaries of community feedback can be found in this chapter, with more detailed inventory of community feedback for reference in the Appendix.

Analysis

This chapter contains detailed analysis of the demographics, market potential, physical conditions, political boundaries, and transportation systems specific to the Urban Core CRA District.

Recommendations

This chapter contains an index of all policy, program, and project recommendations that are either new or updated from past plans, categorized by the following topics:

- Land Use, Zoning, and Special District
- Economic Development
- Neighborhood Development
- Housing
- Transportation, Streets, and Parking
- Open Space and Community Amenities

This chapter also includes a selection of Special Demonstration Projects, which serve to illustrate the potential impact of the implementation of collections of recommendations. These pages are intended to be "one-stop-shops" for potential actionable initiatives, but do not require exact conformity and do not represent the entirety of potential impactful projects for the district.

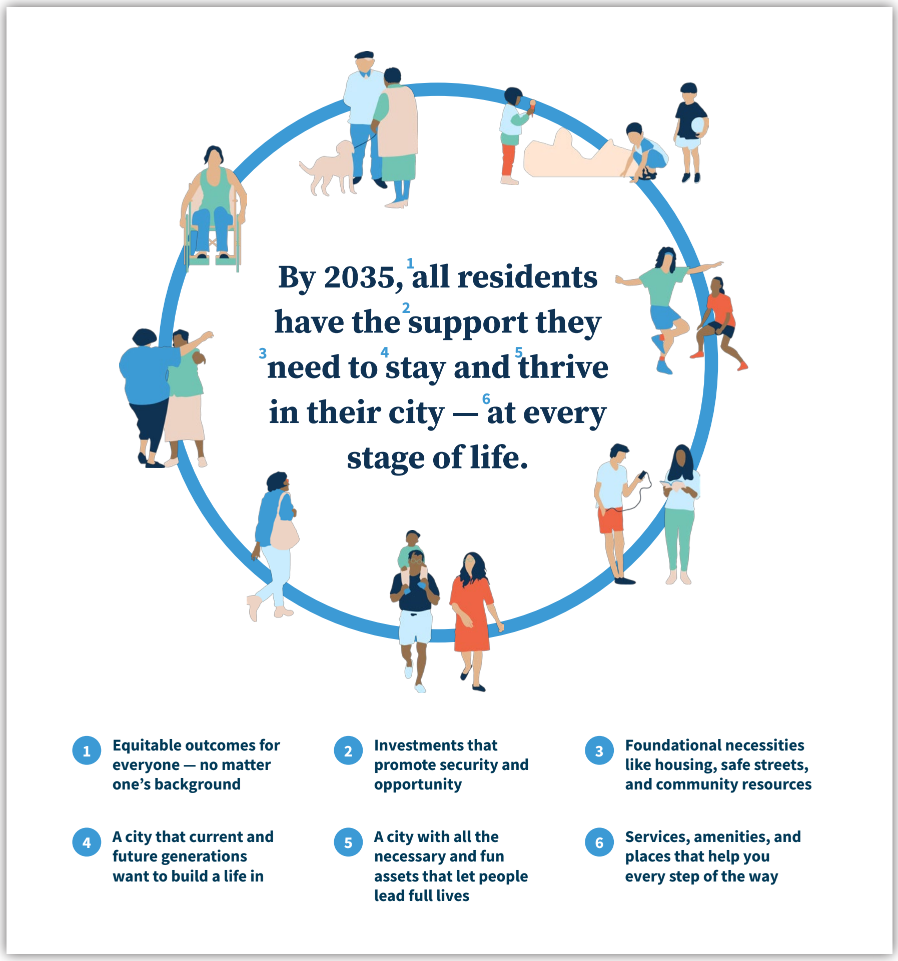
Implementation

This chapter recommends a structure for the CRA to best prioritize initiatives and make decisions, as well as TIF revenue projections, policy and funding considerations, and case studies for programs, policies, and projects.

Appendices

The appendices provide detailed background and studies that were produced or collected throughout the process and informed the recommendations, including:

- Summary of Step 1 Engagement
- Summary of Step 2 Engagement
- Demographics and Market Analysis
- CRA Funding Resources
- Sidewalk Prioritization
- Micromobility Area Map
- Cost and Impact Countermeasures
- Transportation Analysis



By 2035,[1] all residents have the[2] support they [3]need to[4] stay and[5] thrive in their city —[6] at every stage of life.

① Equitable outcomes for everyone — no matter one's background

② Investments that promote security and opportunity

③ Foundational necessities like housing, safe streets, and community resources

④ A city that current and future generations want to build a life in

⑤ A city with all the necessary and fun assets that let people lead full lives

⑥ Services, amenities, and places that help you every step of the way

Gehl

Vision Statement from the Strategic Plan

ALIGNMENT WITH THE STRATEGIC PLAN

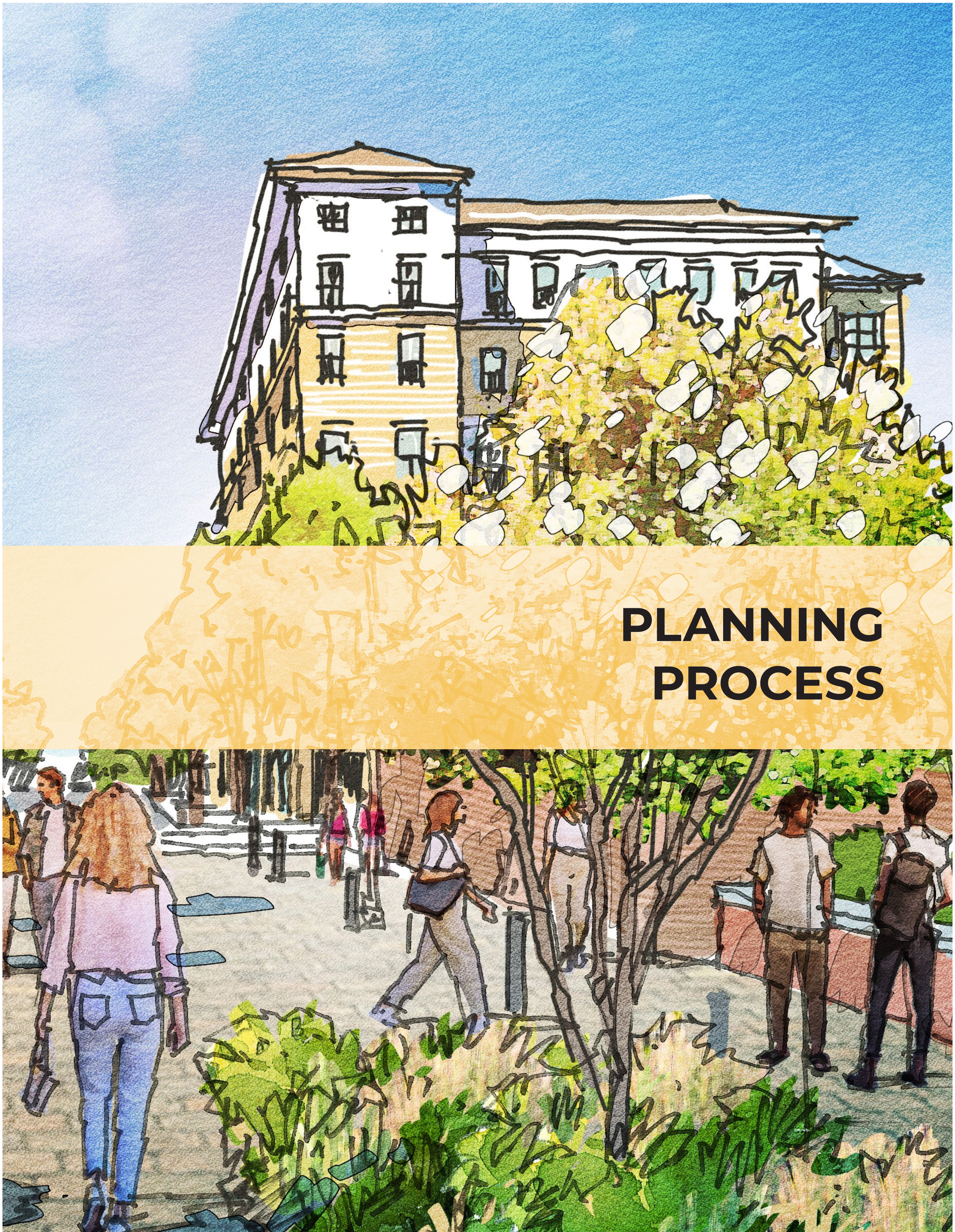
Strive to Thrive, Pensacola's 2035 Strategic Plan, is intended to create consensus around a shared community vision and build a strategic foundation to build towards this vision. The Strategic Plan is a summary of the needs and opportunities of the entire City of Pensacola and provides recommendations for a variety of initiatives that particular city departments (i.e. Mayor's Office, City of Pensacola Public Works & Engineering Department, Housing Department, Sustainability & Resiliency Department, etc.) could lead in order to achieve these goals city-wide.

The City's strategic plan is a tool to guide city government's decision-making and ensure that strategic initiatives add up to achieve the broader goals and values of the Pensacola community. The City's community redevelopment plans align with the strategic plan and identify specific projects and activities authorized for the expenditure of Tax Incremental Financing (TIF) within the Urban Core, Westside and Eastside districts. The redevelopment plans are statutorily required for the expenditure of TIF funding under Chapter 163, Part III, Florida Statutes.

STRATEGIC PLAN

Eight goals were developed through this extensive engagement and analysis process that will guide priorities in Pensacola over the next 10 years:

- Attainable Housing for All Income Levels
- Support for Youth Experiences
- More Walkable, Mixed-Use Districts
- Thriving Innovation and Businesses
- Safe Streets for All Mobilities
- Resilient Waterfront and Neighborhoods
- Public Spaces that Connect Communities
- Neighborhoods that Celebrate Culture and Honor Legacy



PLANNING PROCESS

OVERALL PROCESS

PROCESS OVERVIEW

Listening Workshop #1

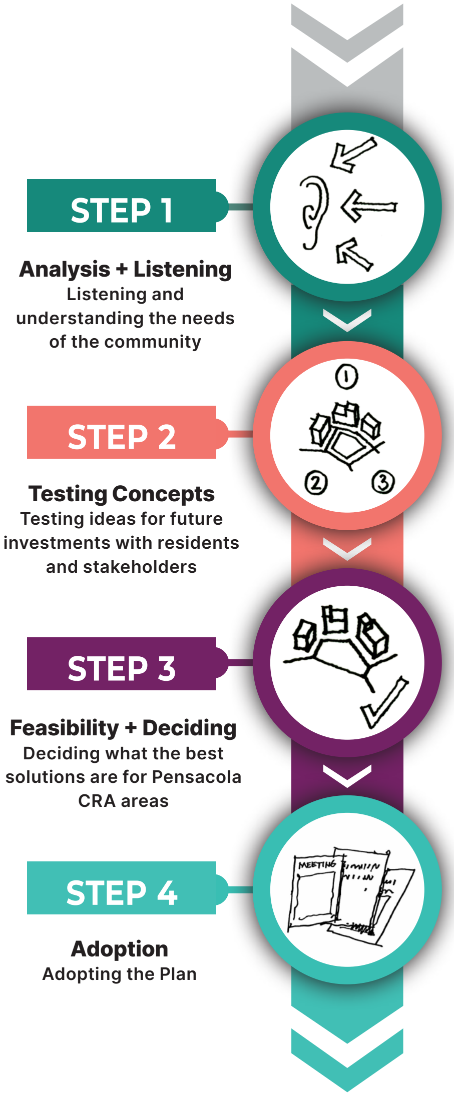
The process to develop this plan began in 2023 and builds on the past plans for the Westside and an extensive engagement process with residents and stakeholders. A rigorous step-by-step process was followed, incorporating multiple rounds of community engagement to guide the development of the recommendations. The process for the Westside CRA Plan ran concurrently with the plans for the Urban Core and the Eastside, with dedicated opportunities for residents of each local area to provide input and feedback on the plan initiatives for each specific area. Below is a summary of the engagement that took place:

- Over 900 comments received from more than 270 participants at the community meetings
- Over 200 comments from pop-up neighborhood workshops
- Over 750 comments from 213 contributors on the interactive map

Step 1: Analysis + Listening

The first step in this process involved meeting with community members, local business owners, and stakeholders to understand strengths and challenges and to receive suggestions about neighborhood improvements. In addition to reviewing existing plans and studies, this step also included:

- Listening Workshop #1 (May 28th-31st) — included stakeholder meetings
- Online Interactive Map (May 28th-August 23rd) — to gather input from the public
- Virtual Workshop (June)
- Neighborhood Association Luncheon (July 22nd)
- Vibe & Conversation — Belmont-Devilliers (July 23rd)
- Cobb Center Summer Kids Camp Pop-Up (August 1st)
- Cobb Center Senior Bingo (August 2nd)
- Fricker Center Summer Kids Camp Pop-Up (August 5th)
- Coffee Conversation — Pensacola Library (August 7)
- Fricker Center Senior Bingo (August 9th)
- Pizza & Conversations — Lost Pizza (August 12th)
- Environmental & Waterways, Parks & Amenities, and Developers Virtual Meeting – (August 14th)


STEP 1
Analysis + Listening
Listening and understanding the needs of the community
STEP 2
Testing Concepts
Testing ideas for future investments with residents and stakeholders
STEP 3
Feasibility + Deciding
Deciding what the best solutions are for Pensacola CRA areas
STEP 4
Adoption
Adopting the Plan

Step 2: Testing Concepts

During this step, the team held a planning workshop to test concepts for priority projects in the neighborhood, such as housing and retail, and street and park improvements. Opportunities for feedback included:

- Four-day Testing Workshop (in-person)
- Digital surveys after Steps 1 and 2

Step 3: Feasibility & Deciding

This step entailed reviewing what we learned from the Testing Workshop and subsequent survey, and documenting the preferred plan for the Urban Core, including:

- Draft Plan Development
- Two-day Implementation Workshop to get input on the Draft Plan

Step 4: Adoption

The final steps of this process include:

- March – presentation to the CRA & recommendation from the Urban Core redevelopment board
- April – approval by the CRA
- May – consistency review with the compilation plan by Planning Board
- June – adoption by City Council

Testing Workshop

COMMUNITY ENGAGEMENT STRATEGIES

This CRA Plan Update is anchored in the input received from Pensacola residents about what investments are most crucial in the Urban Core.

In order to maximize opportunities for participation, the team held multiple in-person and virtual events throughout the process. The CRA team also hosted additional engagement events (see Appendix) to meet people at existing gatherings and places of business. It was important to listen to residents about the existing conditions and key issues to address, while also establishing feedback loops to evaluate potential project ideas and opportunities for investment.

Ongoing communication was a core principle of this process. A CRA Plan website was established at the outset, and the following tools were used to keep participants up to date on the process:

- Regular website updates
- Sign up via the website
- Email updates to those that signed up on website, or at an in-person meeting
- Digital surveys after each step of the process
- Social media updates via Instagram and Facebook

STAKEHOLDER GROUPS

- Workforce
- Housing
- Environment & Waterways
- Parks & Open Space
- Arts & Culture
- Neighborhood Associations
- Transportation
- Community Support organizations

WHAT WE HEARD

STEP 1: LISTENING

A core part of Step 1 was hearing from current residents & stakeholders to understand the needs of the neighborhood and current priorities. This step included a three-day Listening Workshop, stakeholder meetings, and the launch of an interactive map to understand existing strengths and challenges, and gather an understanding of where the CRA should invest in the future. The appendix includes a full list of engagement touch points in this step of the process.

The Listening Workshop #1 which took place May 28th-31st included a series of public meetings and stakeholder meetings to gather input on the following topics:

- Strengths, Weaknesses, Opportunities — to understand the best places, problem areas, and where people would like to see something happen.
- Parks, Amenities, & Retail Destinations — to identify the places people visit most often.
- Transportation & Stormwater — to understand how people get around, identify problem streets, and areas that flood.

ENGAGEMENT TOUCH POINTS

LISTENING WORKSHOP
May 29th (11:30am & 6:00pm @ Saenger Theater)

STAKEHOLDER MEETINGS
51 organizations participated across 9 stakeholder groups

INTERACTIVE MAP
Over 750 comments from 213 contributors

TRANSPORTATION & STORMWATER MANAGEMENT

Listening Workshop #1

The following is a summary of what we learned during this step and the factors that informed the recommendations in the CRA Plan.

Strengths to Build On

The unique & vibrant character of the downtown area, particularly Palafox Street with its shops & restaurants

- Parks and open space, including the Blake Doyle skate park, Ferdinand Plaza, and Veterans Memorial Park
- The active, family-friendly waterfront, including Bruce Beach and Blue Wahoo Stadium
- Festivals and events that promote the local arts & culture

Major Concerns

- Waterfront is difficult to access, and parking is expensive
- Vacant/rundown buildings that make the area feel unsafe
- Poorly maintained infrastructure (including sidewalks), ongoing drainage and flooding issues
- Lack of shade along streets and in parks
- Lack of a pedestrian and bike network that connects public amenities
- Noise Impacts of I-110, speeding traffic, and insufficient crosswalks detract from walkability

Opportunities for Investment

- Find funding and bring together existing organizations for more collaborative art festivals
- Bring in more retail options that provide everyday goods and services
- Improve flood mitigation
- Plant more trees along streets, in parks, and in large paved areas (parking lots)
- Provide better pedestrian access to the waterfront and offer more affordable activities for families and visitors
- Create safe, beautiful, and shaded pedestrian/bike connections
- Implement traffic calming measures
- Develop mixed-use buildings that offer affordable housing and business opportunities
- Create affordable parking in easily accessible locations

Palafox Street

BRUCE BEACH
URBAN ECOLOGY
ENVIRONMENTAL INJUSTICE

Bruce Beach

5 Sisters at Belmont-DeVilliers

Market

STEP 2: TESTING CONCEPTS

Based on what we learned in Step 1, the team tested ideas for potential projects in the Urban Core, which included:

- Mixed-use with affordable housing and neighborhood serving retail, such as the Cedar Infill project
- Continuing to build on the Belmont-DeVilliers area as a vibrant entertainment district with a rich history
- Enhancing walking and biking connections, including along Wright Street & Alcaniz Street
- Explore redevelopment sites such as the Grand Hotel & Depot site
- Enhance access to the waterfront and expand amenities, such as the Hashtag & Waterfront Development

STEPS 3 & 4: FINALIZING THE PLAN

The final steps of the process included refining the project ideas to prioritize investment in the neighborhood. The final plan reflects input from residents regarding the most impactful opportunities for improvement.

CERVANTES ST
BELMONT-DEVILLIERS
IDEAS IN PROGRESS
WHAT DO YOU THIN

Testing Workshop

Developer Feedback: Important Factors

Placemaking and Amenities

- Well-maintained streets & sidewalks are attractive
- Open spaces nearby add a boost
- Near other developments (residential, commercial, mixed) is attractive
- Perception of safety is attractive

Economic and Job Hubs

- Clustering of high(er) paying jobs is attractive
- Resident today have mixed perceptions about economic growth accelerating
- Desire for proximity to or inclusion of jobs/ business/ entrepreneurship / workforce training opportunities

Infrastructure

- Attracted to sites where the City takes on stormwater retention responsibility
- For now, high flood risk areas are avoided due to cost/risk
- Need for additional transit access

Land Availability

- City facilitating the availability of public land (via parcel cost or assembly) is attractive, as a means to support private development moving forward
- Project on other types of land (churches, etc.) with zoning changes is attractive
- Proposed projects on privately-owned land will be more expensive to develop

Parking

- Existing minimum parking requirements are viewed as a cost challenge that could be reduced

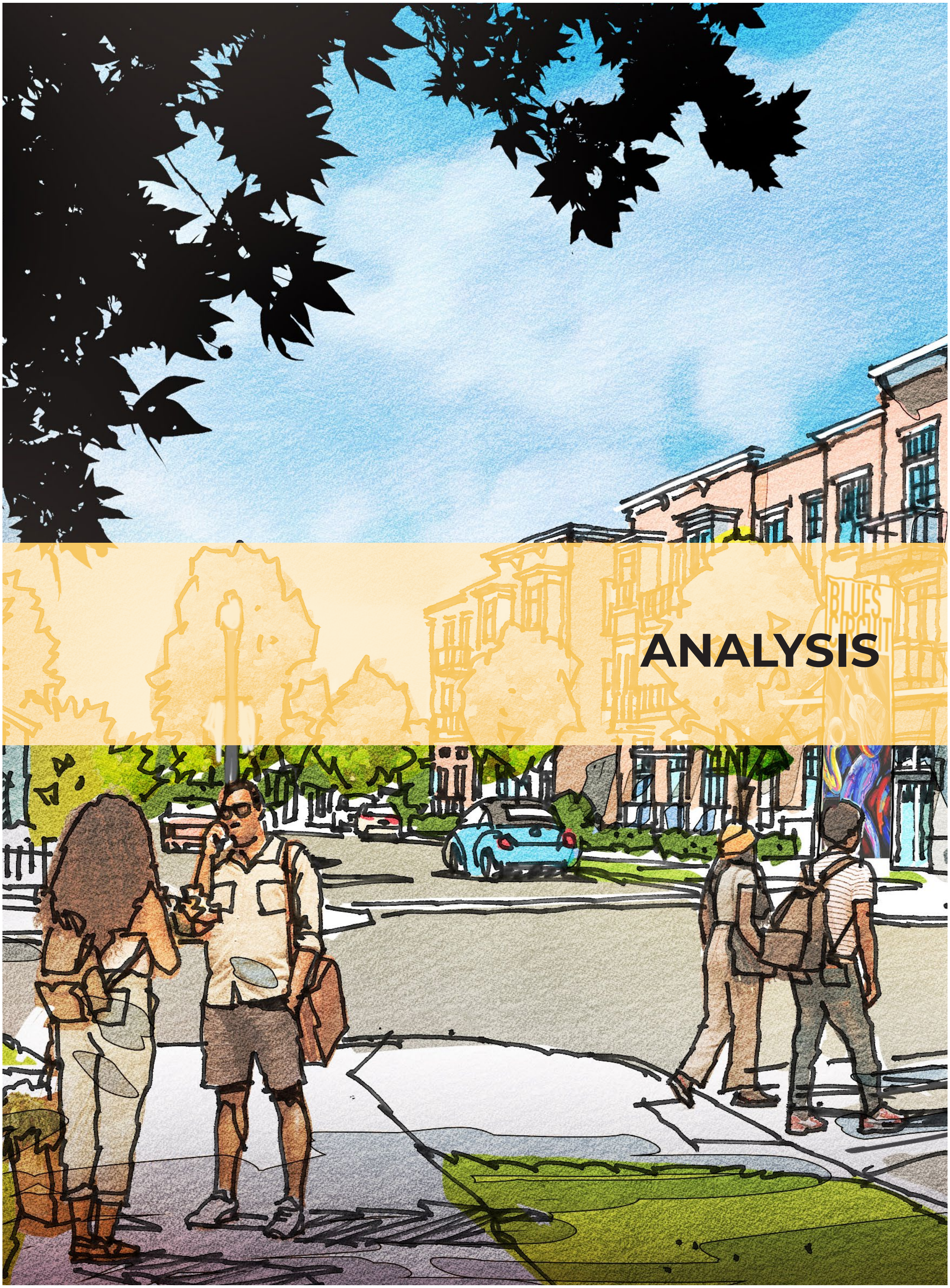
Funding

- Investors and developers from outside of the region tend to be less risk averse, but need a compelling vision and project opportunities to attract them

Permitting

- Projects that can easily obtain permits are more attractive

Developer feedback from stakeholder meeting



BLUES
CIRCUIT

ANALYSIS

DEMOGRAPHICS AND MARKET ANALYSIS SUMMARY

Analyzing the existing demographics and market conditions of the CRA Districts was an essential step, laying the foundation for effective recommendations for policies, programs, and projects. This analysis was conducted across all three CRA Districts simultaneously, but also narrowed in on each district to identify specific conditions per district.

The intent of this analysis was to:

- Analyze demographics of each CRA District
- Identify primary community stressors
- Identify opportunities in the market
- Determine the potential impacts of development in each district in order to prevent the displacement of residents and businesses
- Provide priorities for designers and policymakers to make positive impacts and avoid negative impacts on the community.

DEMOGRAPHICS AND SOCIOECONOMICS

Resident Demographics

The Metropolitan statistical area (MSA) where Pensacola sits has a steadily growing population (1.1% annual average growth rate from 2020 to 2024, similar to the state's overall trend at 1.3% per year in the same period). The MSA's population is younger than the state's overall (40.3 vs 43.5 in median age), an asset that the City leverages for job creation and economic development.

In the Urban Core CRA District specifically, as of 2024, there are over 3,800 residents residing in the District, with a population density (1,935 per square mile) lower than the city (2,375 per square mile) but higher than the MSA (320 per square mile). The District's population has been stable with slight increase (0.6% annual average growth rate from 2020 to 2024), and the median age is significantly older than that in the MSA (46.8 vs 40.3).

Income and Affordability

At the regional level, Pensacola MSA's median household income is on par with and slightly higher than the state's ($76k vs $75k), while the MSA's median home prices tend to be lower than the state average ($331k vs $392k). Hence the MSA has a much higher affordability index, which takes into consideration both price and income factors, than the state (93 vs 75). Housing affordability index, developed by ESRI Business Analyst based on Census data, indicates the relative affordability of a place; an index greater than 100 suggests homes are easily afforded by the average area resident, and an index less than 100 suggests that homes are less affordable. In terms of poverty, the city's and the MSA's poverty rates are on par with the state's level (all around 12%-14%).

Statistic	State	MSA	County	City	Eastside	Westside	Urban Core
Resident Demographics							
Population (2024)	22,779,514	534,840	329,878	54,094	1,269	6,192	3,825
Density (population per square mile) (2024)	425	320	502	2,375	3,165	3,419	1,935
Annual average population growth rate (2000-2020)	1.3%	1.1%	0.5%	-0.2%	0.1%	-0.2%	0.6%
Median age (2024)	43.5	40.3	39.9	43.5	37.5	42.1	46.8
Income and Affordability							
Median home value (2024)	$391,816	$300,875	$303,143	$354,287	$267,157	$208,696	$505,696
Median household income (2024)	$74,715	$75,688	$64,816	$69,067	$37,906	$26,158	$71,036
Percentage of households below the poverty level (2022)	13%	12%	14%	14%	25%	38%	11%
Vacancy rate (2022)	13%	12%	13%	11%	21%	15%	24%
ESRI Housing Affordability Index (2024)	75	93	87	79	58	51	57
Percentage of owner-occupied housing (2024)	66%	69%	64%	61%	54%	37%	54%
Jobs, Businesses, and Employment							
Total businesses (2024)	1,073,557	18,933	13,451	4,804	65	463	1,658
Total employees (2024)	9,448,528	229,861	186,682	58,160	649	6,475	19,450
Average annual employment growth rate (2010-2022)	2.2%	0.4%	0.2%	-0.2%	-0.4%	1.6%	0.5%
Average size of business (employees per business) (2024)	9	12	14	12	10	14	12
Share of population age 25+ with bachelor's degree of higher (2024)	35%	32%	31%	43%	32%	20%	50%

Data source: ESRI Business Analyst; American Community Survey

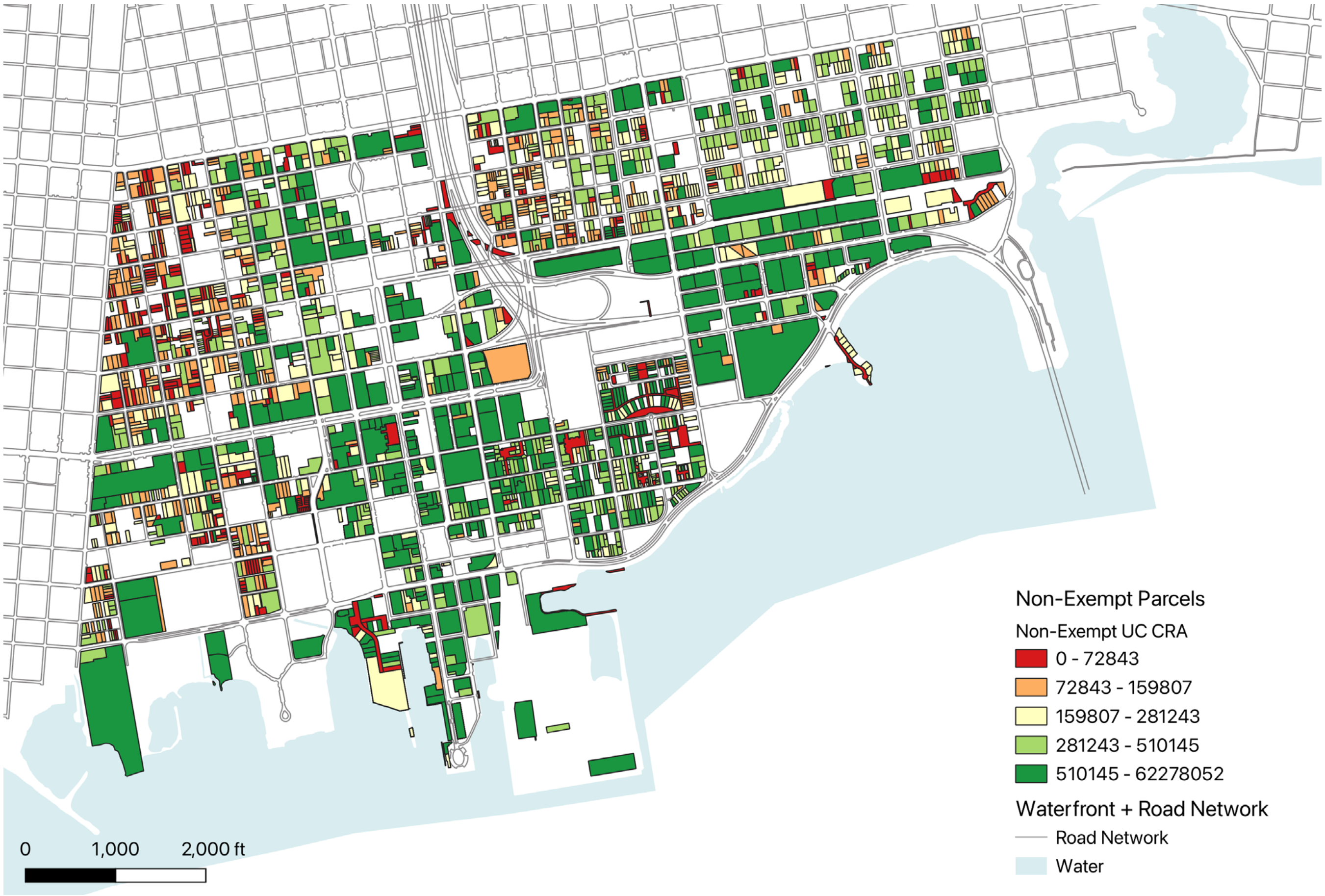
In the Urban Core CRA District specifically, as of 2024, the homeownership rate is lower than the MSA (54% vs 69%). The District's median home price is higher than the MSA ($501k vs $331k), and its median household income ($71k) is similar to and slightly lower than the MSA level ($76k). Therefore, the affordability index in the District is lower than that in the MSA (57 vs 93), pointing to the need for more attainable housing for those who prefer the downtown location. The poverty rate in this district (11%) is lower than the city average (14%).

Jobs, Business, and Employment

In the region, the military has been a major employment driver, together with key sectors such as professional services, education, healthcare, tourism, and public administration. The city is a job hub in the area, with an employee to resident ratio of 1.1 to 1 (compared to the 0.4 to 1 ratio in the MSA). In terms of job growth, the MSA and the city have seen relatively stagnant growth (0.4% and -0.2% on average per year since 2010) compared to the state (2.2%). In terms of residents' access to jobs, the city has a higher educational attainment than the MSA, measured by the share of population above 25 years old with a Bachelor's degree or higher (43% vs 32%).

In the Urban Core CRA District specifically, as of 2024, the area has an employee to resident ratio of 5.1 to 1, as this is a major job hub in the region. The job growth rate here is on par with the MSA rate (around 0.5% per year on average since 2010). The educational attainment of residents in the District tends to be higher than that in the city as a whole (50% of District residents above 25 years old have a Bachelor's degree or higher, compared to the city's 43%). The District's median income is slightly higher than the city median ($71k vs $69k), indicating opportunities for further clustering of high-value, high-skilled sectors.

All these statistics and more are further detailed in the Appendix.


Non-Exempt Parcels
Non-Exempt UC CRA
🟥 0 - 72843
🟧 72843 - 159807
🟨 159807 - 281243
🟩 281243 - 510145
🟩 510145 - 62278052
Waterfront + Road Network
Road Network
Water
0
1,000
2,000 ft

Assessed Property Value by Parcel (2024)

REAL ESTATE MARKET

Housing Market

Compared to the MSA, the city has a slightly lower share of single-family homes in the total housing market (73% vs 80%), and a higher share of small-sized multi-unit housing (11% vs 7%); the shares of larger structures are similar at the city and the MSA levels (both around 5%-6%). The city's pace of building new housing, however, is slower than the MSA, as 6% of the city's housing stock was built in 2010 or later, whereas the statistic in the MSA is 13%. The city's vacancy rate is on par with the MSA's (11%-12%). In terms of price, the median home value in the city is slightly higher than the MSA ($354k vs $330k), while median rent in the city is lower than that in the MSA ($1,144 vs $1,260).

In the Urban Core CRA District, a higher share of the housing stock is in multi-family buildings; housing with more than 50 units provides 12% of total units in the district (compared to 5% in the MSA). 11% of the total housing in the district was built after 2010, higher than the city (6%) and just slightly lower than the MSA (13%). Vacancy rate is higher than the city average (24% vs 11%), and median home value ($501k) and median rent ($1,736) are both significantly higher than the city medians.

Commercial Market

The city has a high concentration of office, retail and hospitality assets in the region, with the city's commercial space (measured by SF or unit) to population ratios being 7 times as high as those in the MSA and state. For office, the city's current vacancy rate (2%), on par with the MSA's level (3%), is significantly lower than the state's (8%); new construction and absorption activities in the city have been relatively low. For retail, vacancy rates at the city, MSA and state levels are similar (all around 3%); there is currently more new retail under construction in the city than new office construction. In the hospitality sector, the city's current occupancy rate (62%) is on par with the state's (63%), both slightly lower than the state average (70%); there are several new hotel developments under construction or in the pipeline within the city.

The Urban Core CRA District is a place of concentrated office (over 4 million square feet), retail (1.4 million square feet), and hospitality assets (nearly 800 rooms) in the city, with vacancy rates generally on par with the regional statistics.

Property Value Analysis

The data for this analysis was obtained from the City and included a comprehensive list of assessed parcels within each Community Redevelopment Area (CRA). To ensure an accurate representation of taxable properties, all parcels with a noted exemption status or public ownership were removed from the dataset. This filtering process allowed for a focused analysis of non-exempt parcels, providing a clearer picture of the assessed property values within each CRA.

Statistic	State	MSA	County	City	Eastside	Westside	Urban Core
Housing Market							
Total Housing Units (2022)	9,075,148	206,688	136,891	27,066	761	3,253	1,983
Share, 1-2 units per building (2022)	67%	80%	76%	73%	84%	59%	65%
Share, 3-9 units per building (2022)	10%	7%	9%	11%	11%	13%	7%
Share, 10-50 units per building (2022)	12%	5%	7%	6%	0%	7%	10%
Share, 50+ units per building (2022)	9%	5%	5%	6%	0%	13%	12%
Median year built (2022)	1987	1988	1983	1972	1955	1965	1966
Share, units built after 2010	11%	13%	10%	6%	8%	11%	11%
Vacancy rate, all housing (2022)	16%	12%	13%	11%	21%	15%	24%
Median home value (2024)	$391,816	$330,875	$303,143	$354,287	$267,157	$208,696	$500,696
Median rent (2024)	$1,580	$1,260	$1,203	$1,144	$841	$620	$1,736
Commercial Market							
Office, inventory in square feet (2025)	780,000,000	17,700,000	15,800,000	15,400,000	21,500	511,000	4,100,000
Office, vacancy (2025)	8%	3%	2%	2%	0%	0%	2%
Office, under construction in square feet (2025)	5,300,000	5000	0	0	0	0	0
Retail, inventory in square feet (2025)	1,300,000,000	32,500,000	23,900,000	22,600,000	131,000	595,000	1,400,000
Retail, vacancy (2025)	3%	3%	3%	3%	1%	2%	3%
Retail, under construction in square feet (2025)	6,400,000	153,000	153,000	153,000	0	0	0
Hospitality, inventory in rooms (2025)	508,244	9,892	8,783	7,115	N/A	26	795
Hospitality, occupancy rate (2025)	70%	63%	63%	62%	N/A	51%	69%
Hospitality, under construction in rooms (2025)	16,976	200	98	98	N/A	0	0

Data source: ESRI Business Analyst; American Community Survey; CoStar

The Urban Core CRA stands out among the three CRAs with the highest total assessed value of $1 billion across 2,400 non-exempt parcels, with an average assessed value of $446k. The highest-valued property is assessed at $62 million, significantly higher than in the other CRAs with its inclusion of major commercial and high-density developments.

FOR SALE
SOLD

Kindel Media

MARKET OPPORTUNITIES

Based on the assessment of the regional and local socioeconomic and market conditions, the following potential strategies are identified to further drive the city's economic development efforts:

- **Public realm strategy:** Induce and organize private development with investments in parks, open spaces, high-quality streets and sidewalks, and amenities. In the planning and implementation strategy, be mindful of gentrification and displacement risks.
- **Strategic development sites:** Identify shovel-ready development and/or adaptive reuse sites as demonstration projects. Attract private investments with streamlined site assemblage and community-supported visions.
- **Incentives:** Motivate private investments where ROI is currently too low relative to competition from other regions. Consider the following when designing and implementing potential incentive programs:
  1. Tie the applicants' qualifying criteria to KPIs aligned with key policy goals and the City's Strategic Plan;
  2. Conduct cost-benefit analysis to determine the programs' fiscal impact;
  3. Consider a broad array of incentive tools - in addition to fiscal tools, consider zoning policies, land contribution, and permitting and regulatory relief as part of the toolkit;
  4. Consider a phased approach to test the programs in specific high-priority areas before expanding their application;
  5. Consider combine guidance on community benefits agreement with incentive design to ensure fairness and preempt gentrification concerns;
  6. Leverage state and federal programs to maximize the impact of local programs.
- **Economic opportunities and wellbeing:** Continue to leverage workforce training partnerships as well as education programs to prepare residents for high-quality careers and attract businesses. Uplift residents with access to fresh food, health, and social services. Improve the perception of public safety. These improvements also help attract further private investments.

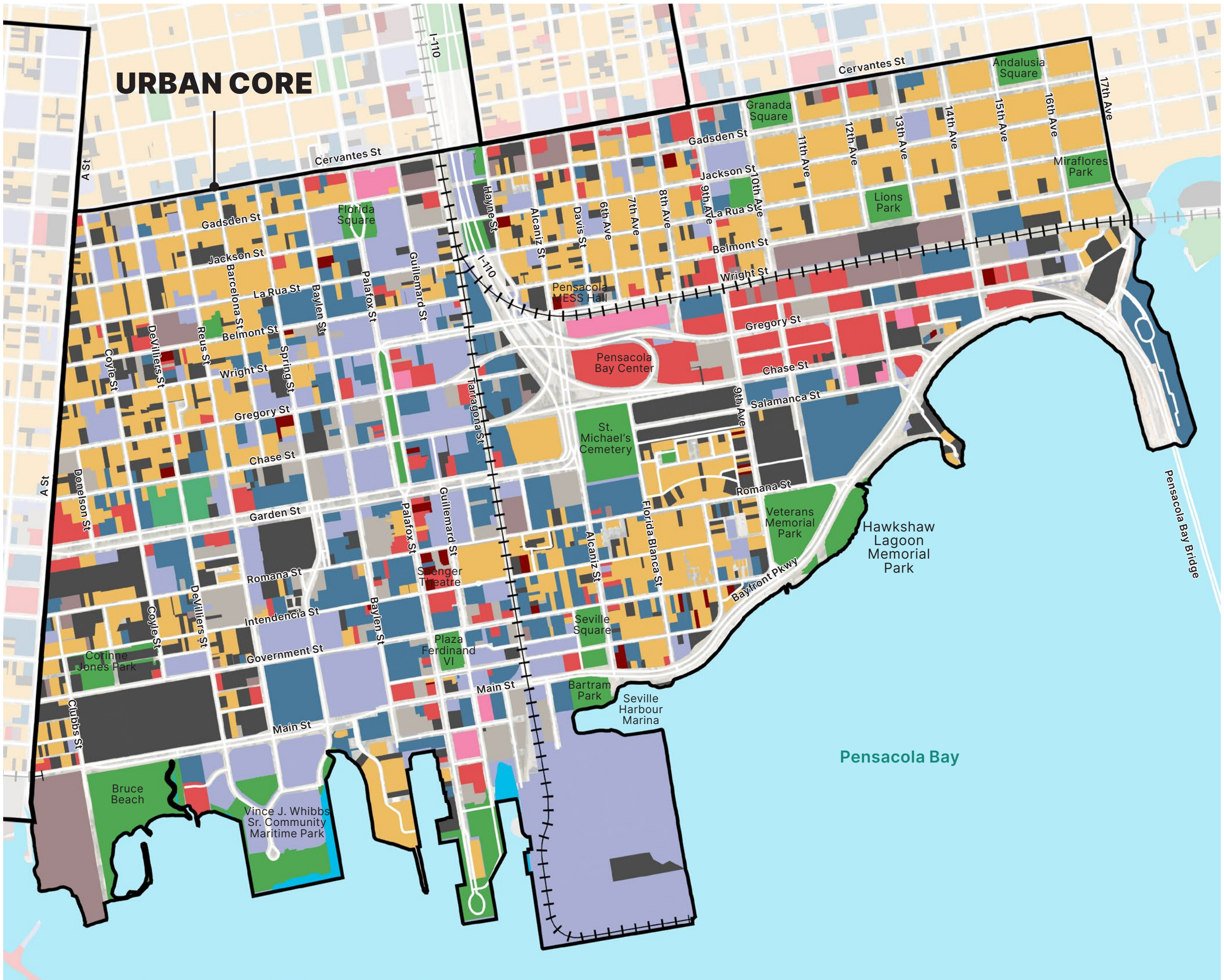
PHYSICAL PATTERNS

OVERALL MAP-POTENTIAL IDEAS IN PROGRESS

Mapping patterns during the workshop helps reveal objective conditions and prove residents' anecdotal experiences

PATTERN ANALYSIS OVERVIEW

The following series of diagrams is intended to reveal key characteristics and opportunities about the community by isolating both physical and zoning elements such as land use designations, street typologies, open space amenities, vacancies, distinct classifications, and more. Identifying patterns through these standardized analytical plan diagrams helps to target specific community place-based needs and opportunities.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Pensacola Bay

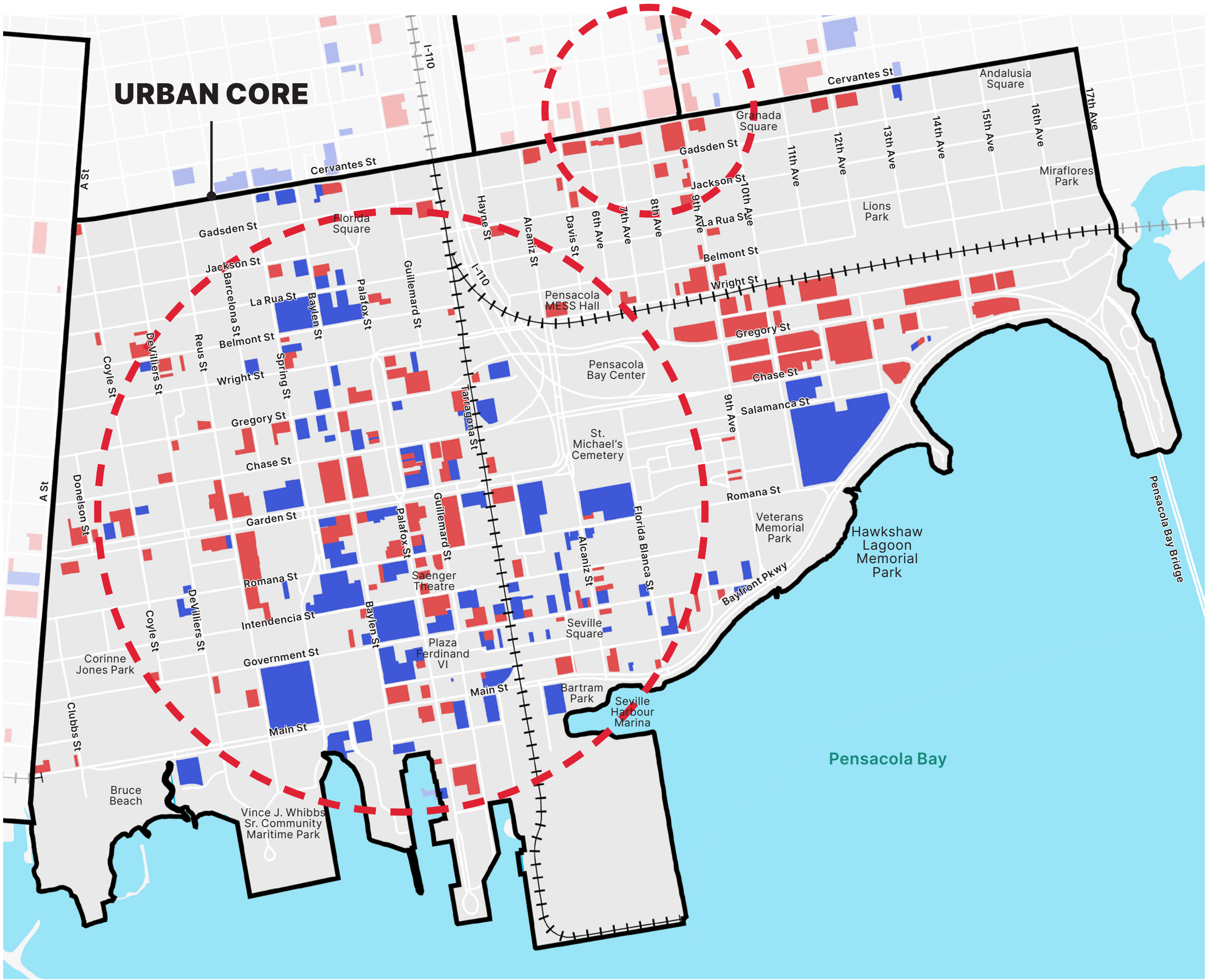
EXISTING LAND USES

As the cultural and governmental hub of the City of Pensacola and Escambia County, a large proportion of land in the Urban Core is classified as institutional, including municipal and county offices, churches, cultural organizations, military, and healthcare. The largest concentration of commercial uses is centered along Palafox, Garden, and Main Streets.

🟩	Open Space	7.63%
🟪	Hotel/Lodging	0.76%
🟧	Residential	18.74%
🟪	Institutional	18.38%
🟫	Industrial	6.21%
🟥	Retail/Commercial	5.96%
🟦	Office	11.12%
🟥	Mixed-Use	0.45%
⬜	Parking Lots	3.34%
⬛	Vacant	10.51%
☐	Public Rights-of-Way	16.71%
🟦	Water	0.19%

ANALYSIS

Map created using ESRI GIS Data from City of Pensacola, January 2024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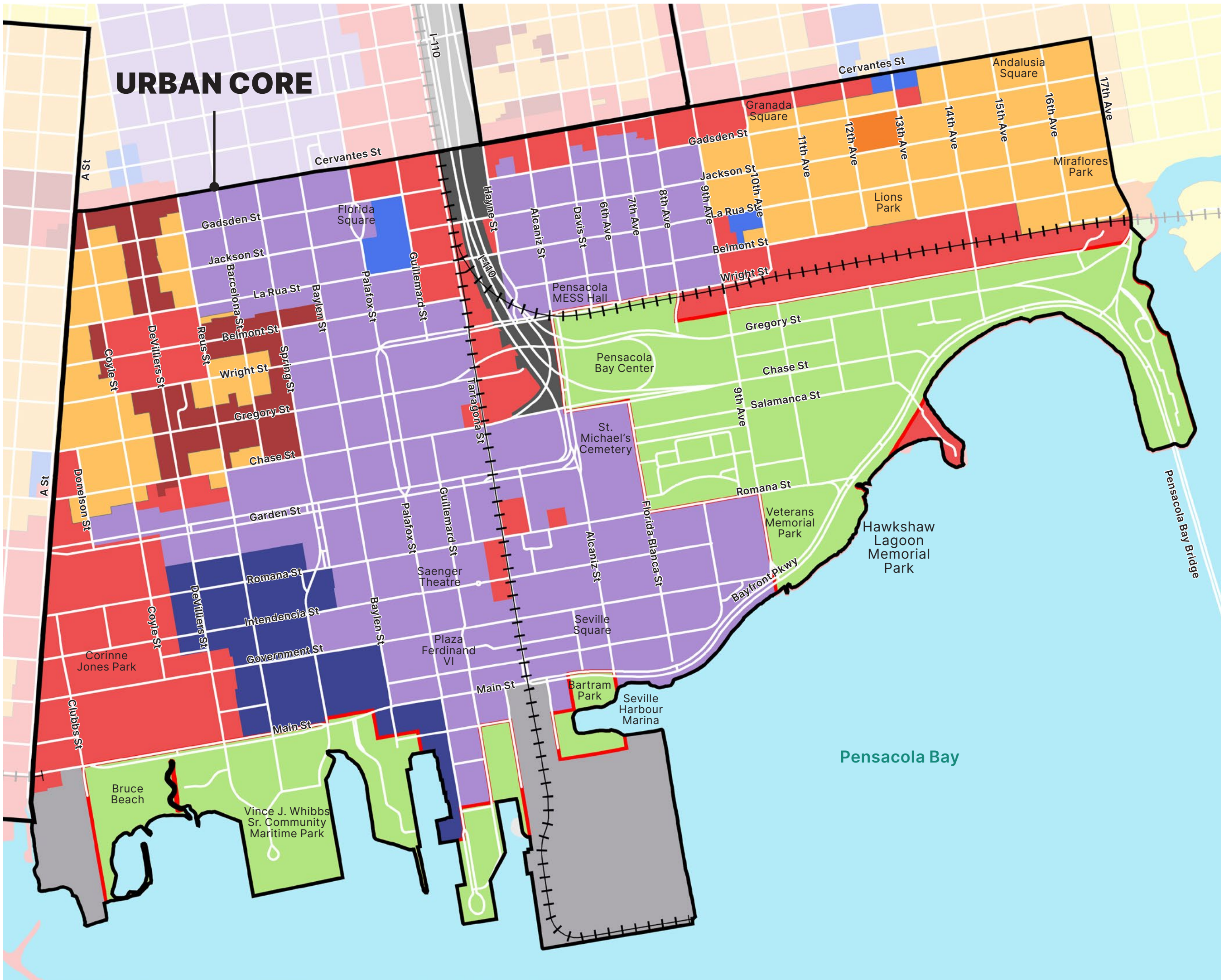
COMMERCIAL & RETAIL USES

🟥 Retail/Commercial Use
🟦 Commercial Office Use
◌ Commercial Centers

The Urban Core includes the historic downtown. Retail in downtown is located along Palafox Street, Garden Street, Gregory Street, and 9th Avenue. Office uses are scattered throughout the Urban Core, with some concentrations on Main Street. The Urban Core also includes the car-oriented commercial area to the east along Gregory and Chase Streets. Some of these neighborhood centers, such as Belmont-DeVilliers, Old East Hill, North Hill, Palafox Historic Business District, and the Pensacola Historic District, have historic and cultural significance.

Map created using ESRI GIS Data from City of Pensacola, January 2024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FUTURE LAND USE

The City of Pensacola Land Development Code (LDC) establishes the intended future land uses for districts and parcels. The City is currently in the process of revising the LDC, and the map above may change with future updates. The full range of future land use categories are listed to the right.

- 🟩 Conservation Land Use (CO)
- 🟨 Low-Density Residential Land Use (LDR)
- 🟧 Medium-Density Residential Land Use (MDR)
- 🟧 High-Density Residential Land Use (HDR)
- 🟦 Office Land Use (O)
- 🟥 Residential/Neighborhood Commercial Land Use (RNC)
- 🟥 Commercial Land Use (C)
- ⬜ Industrial Land Use (ID)
- 🟪 Historic and Preservation Land Use (HP)
- 🟩 Redevelopment Land Use (R)
- 🟦 Business (B)
- ⬛ Interstate Corridor (IC)

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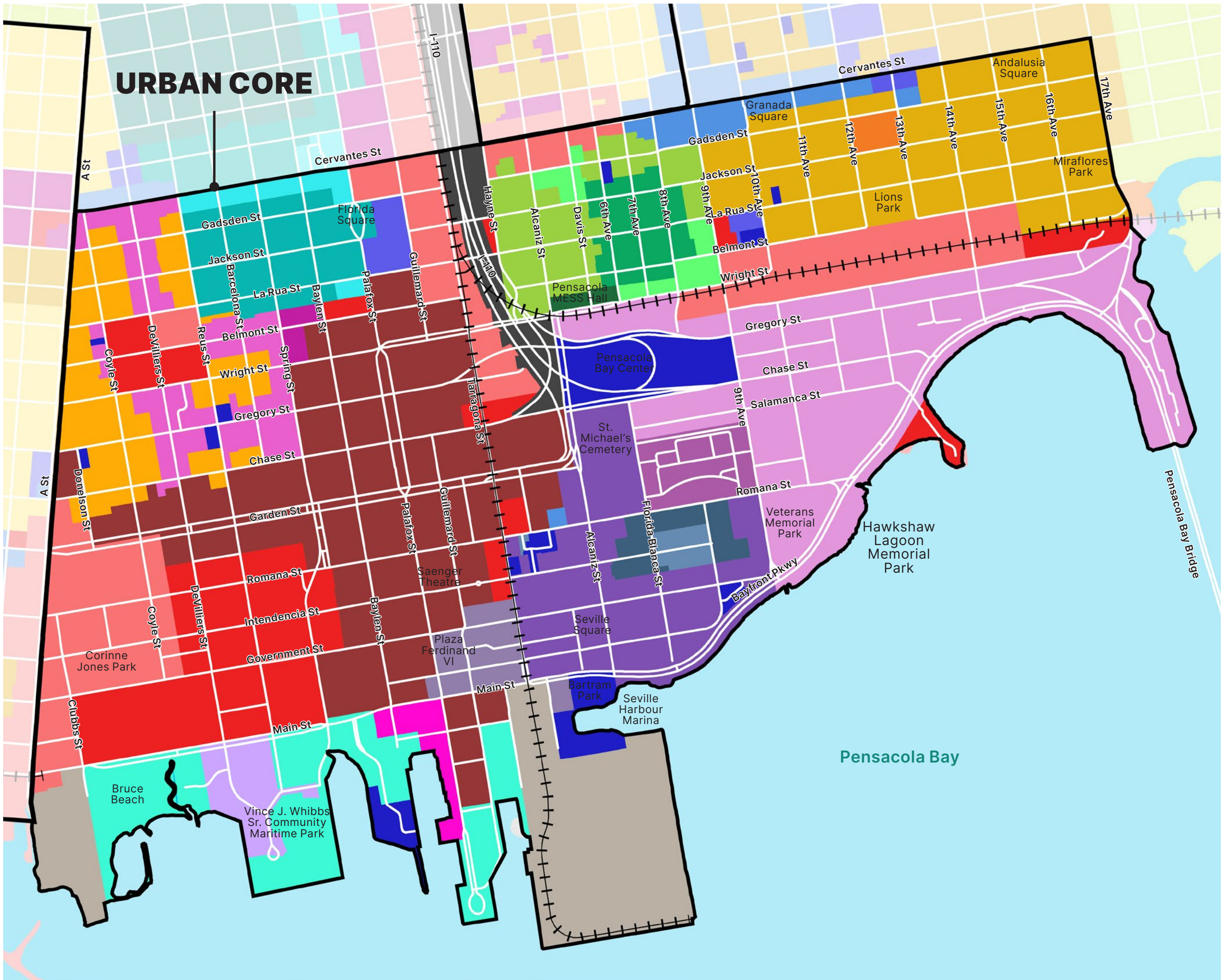
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ZONING

The Urban Core includes a wide variety of zoning classifications, which are intended to create pedestrian-oriented environments with active ground-floor uses to maintaining the city's historical character.

- 🟥 Commercial (C-2)
- 🟥 Commercial (C-3)
- 🟫 Downtown Retail Commercial (C-2A)
- 🟪 Gateway Redevelopment District
- 🟪 Gateway Redevelopment District – Aragon
- 🟪 Historical Commercial (HC-1)
- 🟪 Historical Commercial (HC-2)
- 🟦 Historical Multiple Family and Office
- 🟦 Historical One and Two Family
- ⬜ Industrial
- ⬛ Interstate Corridors
- 🟧 Multiple Family
- 🟦 North Hill Preservation Commercial
- 🟩 North Hill Preservation Multiple Family
- 🟩 Old East Hill Preservation Commercial (OEHC-3)
- 🟩 Old East Hill Preservation Neighborhood (OEHC-1)
- 🟩 Old East Hill Preservation Residential/ Office (OEHR-2)
- 🟩 Old East Hill Preservation Retail Commercial (OEHC-2)
- 🟨 One and two family (R-1AA)
- 🟧 One and two family (R-1B)
- 🟪 Residential/Neighborhood Commercial
- 🟪 Residential/Neighborhood Commercial (R-NCB)
- 🟦 Residential/Office
- 🟦 Retail Commercial (C-1)
- 🟦 Site Specific Development
- 🟪 South Palafox Business District
- 🟩 Waterfront Redevelopment District
- 🟪 Waterfront Redevelopment District (WRD-1)

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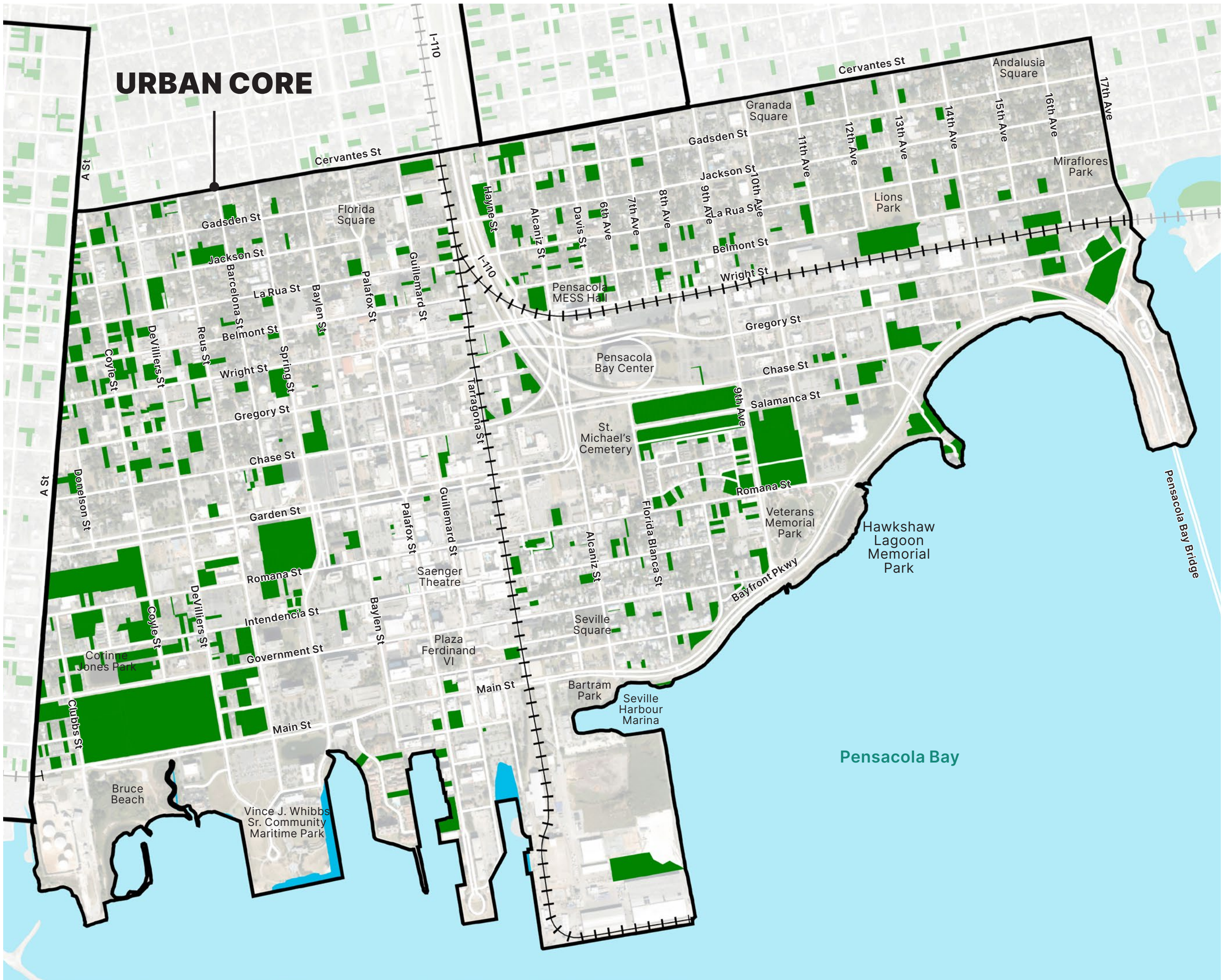
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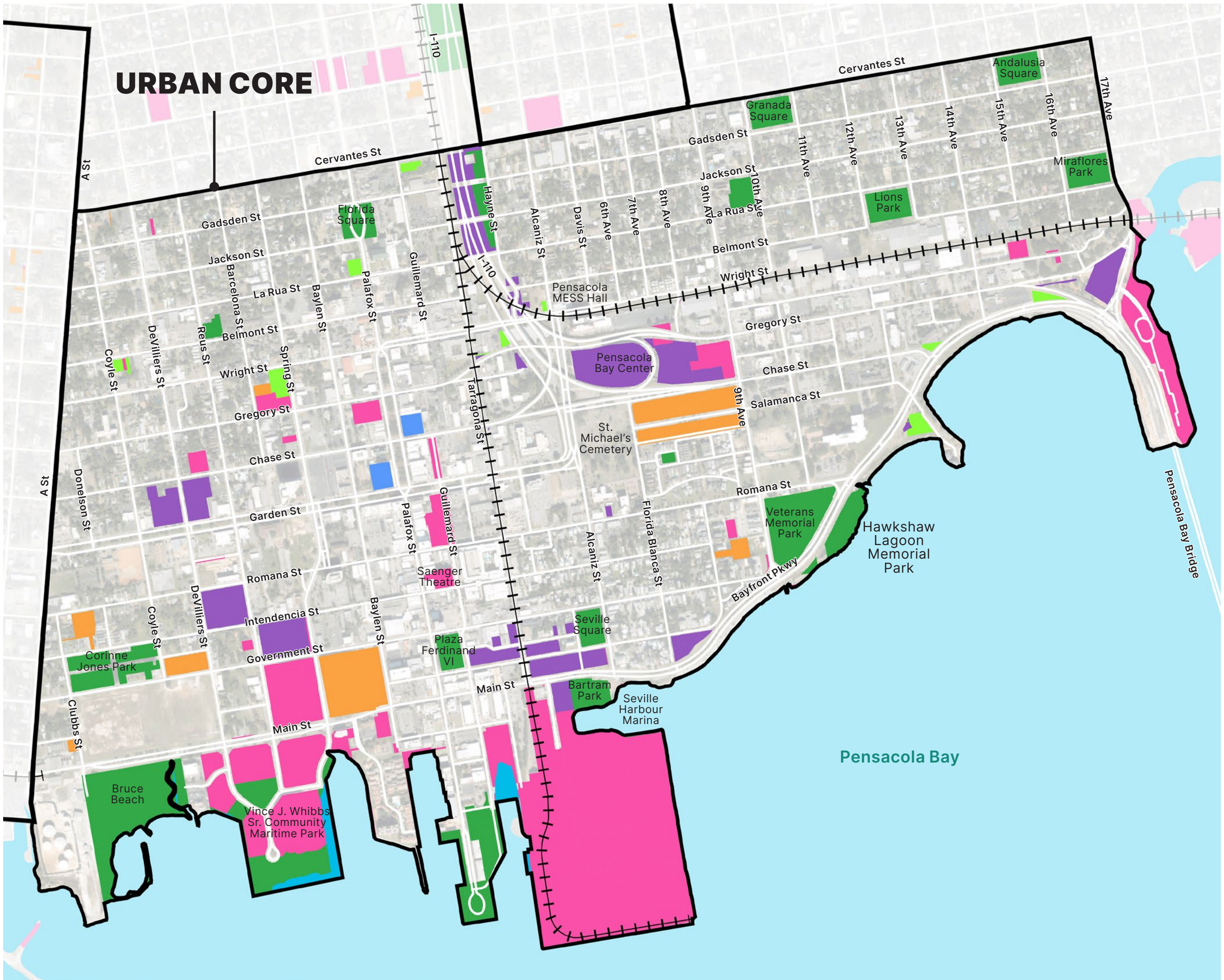
🟩 Vacant Lots

VACANCY

Approximately ten percent of the land in the Urban Core is vacant. These are unoccupied lots that are not being used for their intended purpose. Some of the vacancies are consolidated in large blocks of land, which creates a wider variety of opportunities for development. These lots are also in close proximity to the waterfront. The vacant lots on the north half of the Urban Core are more scattered and smaller in size.

Map created using ESRI GIS Data from City of Pensacola, January 2024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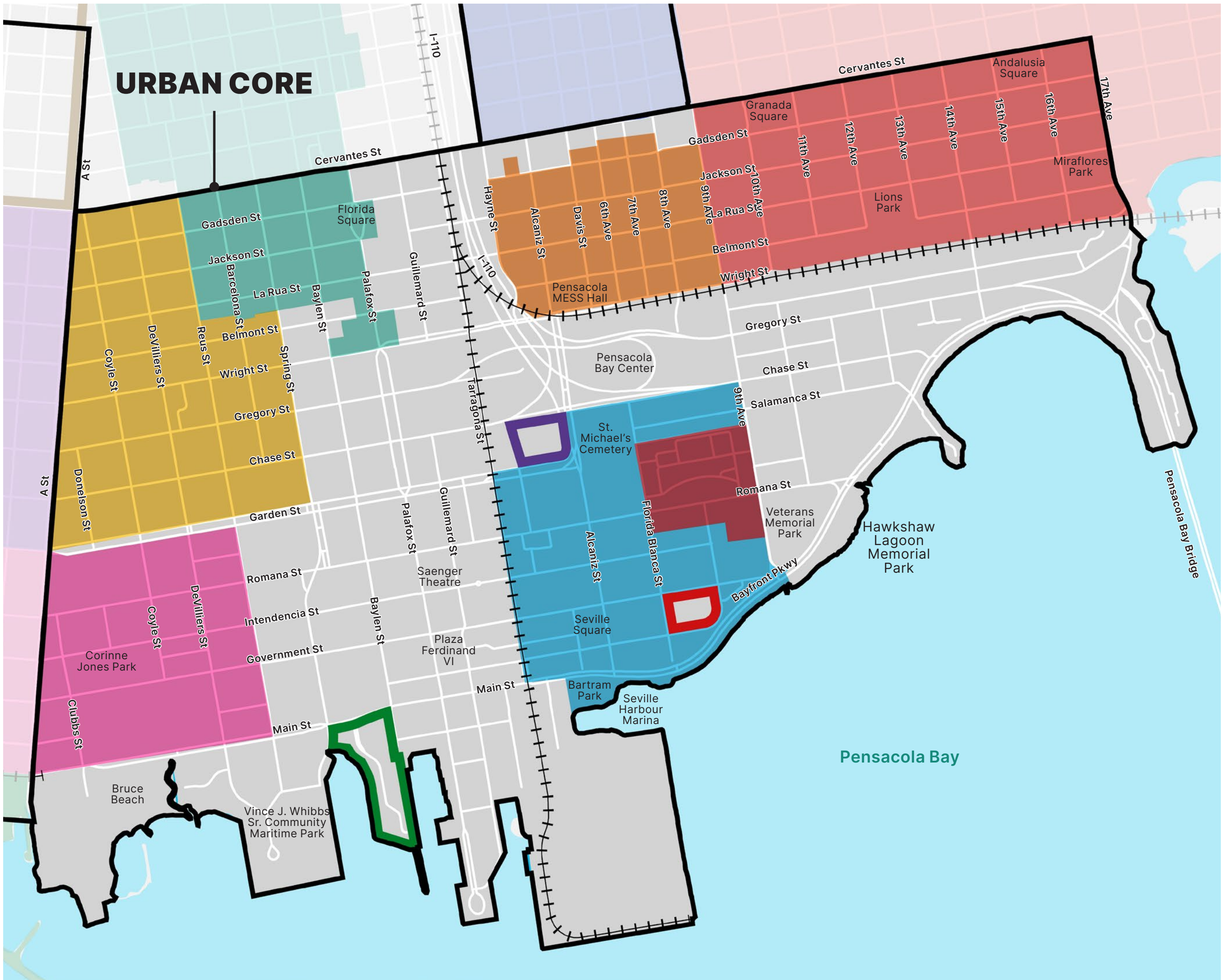
🟦 Federal-owned land
🟪 State-owned land
🟧 County-owned land
🟥 City-owned land
🟩 City-owned parks & open space
🟩 City-owned vacant land

PUBLICLY-OWNED LAND

Publicly-owned land is an important asset. It can incentivize development that benefits the community and be used to create amenities such as open spaces and recreation facilities. Within the Urban Core, there is a large proportion of the waterfront that is publicly owned, including the port, Palafox Pier, Community Maritime Park, and Bruce Beach. This land makes up important public access to the bay. The most prominent publicly-owned development opportunities are the ECUA redevelopment site, future development sites adjacent to Community Maritime Park, and 101 W Main Street.

Map created using ESRI GIS Data from City of Pensacola, January 2024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NEIGHBORHOODS

There are seven established neighborhood associations in the Urban Core, and three neighborhoods that are not members of the Council of Neighborhood Association Presidents of Pensacola (CNAPP), shown below and on the adjacent map.

- 🟪 Tanyard
- 🟨 Belmont-DeVilliers
- 🟩 North Hill
- 🟧 Old East Hill
- 🟥 East Hill
- 🟫 Aragon
- 🟦 Seville Square Historic District

OTHER

- ☐ Carlton Palms Condominium Association
- ☐ Port Royal Owners Association
- ☐ Seville Place Homeowners Association

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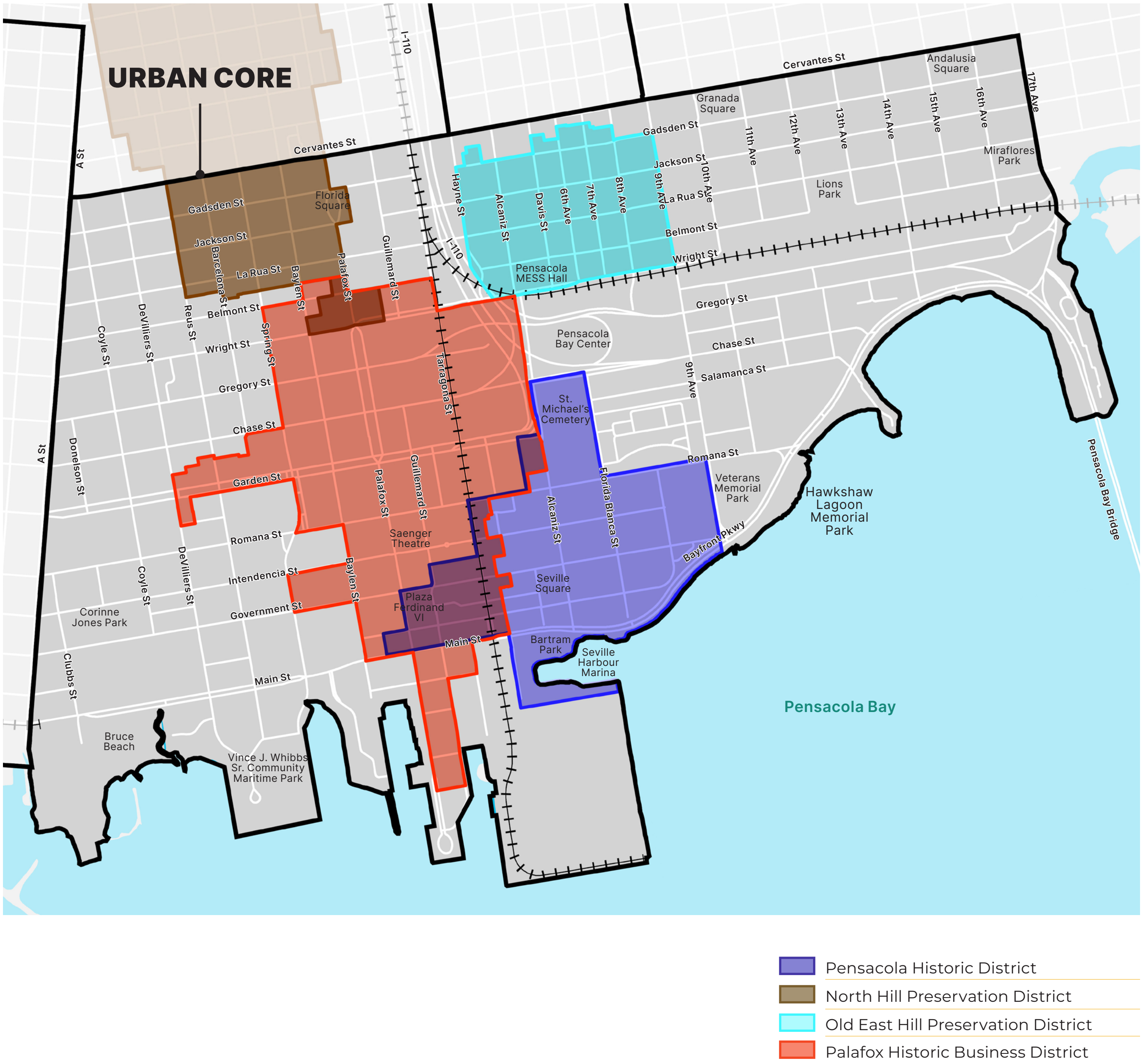
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Pensacola Historic District
North Hill Preservation District
Old East Hill Preservation District
Palafox Historic Business District

Map created using ESRI GIS Data from City of Pensacola, January 2024

HISTORIC DISTRICTS

Because of Pensacola's long history, there are many areas that are historically and archaeologically important. Several historic districts have been established to preserve the heritage and architectural character of these areas. The Urban Core CRA District includes all four districts.

Pensacola Historic District

The Pensacola Historic District is bounded to the north by Chase Street, to the east by 9th Avenue, to the west by Palafox Street, and to the south by Pensacola Bay. The district was locally designated in 1968 and listed in the National Register of Historic Places in 1970. The period of significance for this district spans over 250 years, starting with the Spanish occupation of downtown Pensacola in 1754. The structures that currently comprise the Pensacola Historic District are mainly 19th and 20th century buildings. Architectural styles within this district include French Creole cottages, Victorian, Greek Revival, and many frame vernacular structures of the 19th century. The 36-block district lies just south of Aragon Court, a modern, new urbanism development which adheres to its own, separate design code and review board.

North Hill Preservation District

The North Hill Preservation District is bounded to the north by Blount Street, to the west by DeVilliers Street, to the south by Wright Street, and to the east by Palafox Street. The city ordinance boundaries were outlined in 1973-74 and the district was listed in the National Register of Historic Places in 1983. The period of significance for this district spans two distinct periods: 1870-1910 and 1910-1930, in addition to post-1930 structures that mostly maintain continuity in size, fabric, and residential use. Architectural styles within this district include Queen Anne, Classical Revival, Tudor Revival, Spanish Colonial Revival, Modern, and Bungalow.

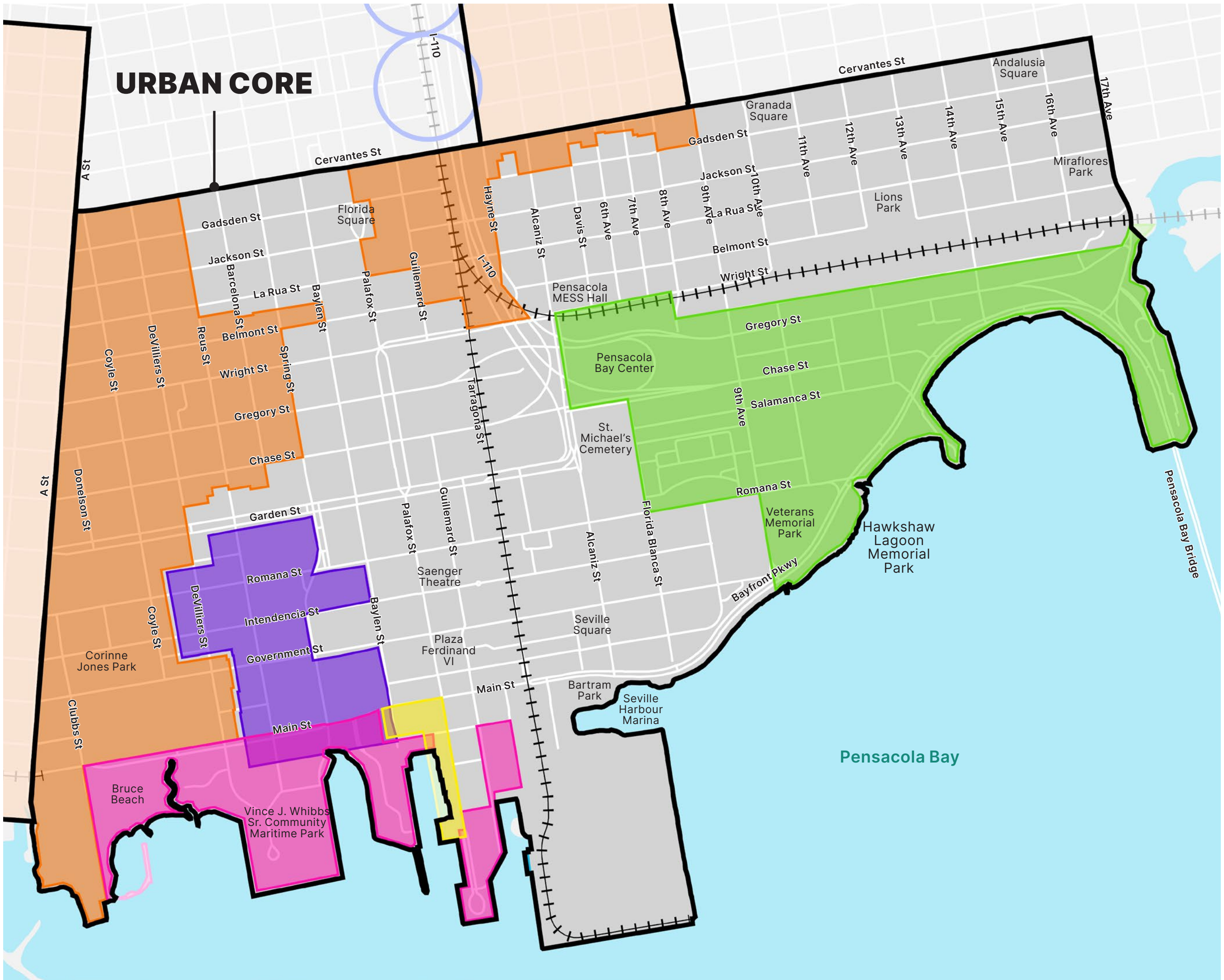
Old East Hill Preservation District

The Old East Hill Preservation District is bounded to the north by Gadsden Street, to the east by 9th Avenue, to the south by Wright Street, and the west by Hayne Street. The preservation zoning ordinance was drafted by the East Hill Preservation Association in 1984. The district is composed mainly of residential structures and its period of significance is 1870-1920s. The architectural styles are primarily vernacular, but a few properties display major styles of the time including Craftsman, Mission, and Queen Anne.

Palafox Historic Business District

The Palafox Historic Business District is roughly bounded to the north by Wright Street, to the west by DeVilliers and Spring Streets, to the south by Main Street, and to the east by Tarragona Street. The eight-block Palafox Historic Business District was established to preserve the existing development pattern and distinctive architectural character of historic downtown's commercial district.

The district was listed in the National Register of Historic Places in 2016. The period of significance for this district spans three distinct periods: 1880-1914, 1915-1945, and 1946-1965. Many of the buildings exhibit masonry vernacular construction; formal styles include Greek Revival, Renaissance Revival, Chicago School and Beaux Arts, in addition to a limited number of frame vernacular buildings. Buildings located west of the Palafox Historic Business District are part of the Governmental Center District and the Waterfront Redevelopment District is located to the south.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🟪 Waterfront Redevelopment District

🟩 Gateway Redevelopment District

🟨 South Palafox Business District

🟧 CRA Urban Design Overlay

🟪 Governmental Center District

Map created using GoMaps 4.0 GIS Data from City of Pensacola, September 2024

UNIQUE DISTRICTS

There are several unique districts and overlays that require sensitive design and enhanced access in the City of Pensacola. The Urban Core CRA District includes the Waterfront Redevelopment District, Gateway Redevelopment District, South Palafox Business District, CRA Urban Design Overlay, and Governmental Center District.

UNIQUE ZONING DISTRICTS

Waterfront Redevelopment District

The Waterfront Redevelopment District is located south of the downtown area along the waterfront. It was established to promote water-related use development along the downtown waterfront, while preserving the existing shoreline and natural assets. The goal is to provide improved public access, create new amenities and gathering spaces for visitors, and maintain the existing area character.

Gateway Redevelopment District

The Gateway Redevelopment District was established to ensure an orderly redevelopment of the southern city gateway area. The goal is to ensure the area is visually and aesthetically pleasing, maintain existing sight-lines to the waterfront, improve traffic patterns and pedestrian safety, and maintain the existing Bayfront Parkway character.

South Palafox Business District

The South Palafox Business District was established to promote development in the historic downtown waterfront area while maintaining the historic character and access to waterfront activities.

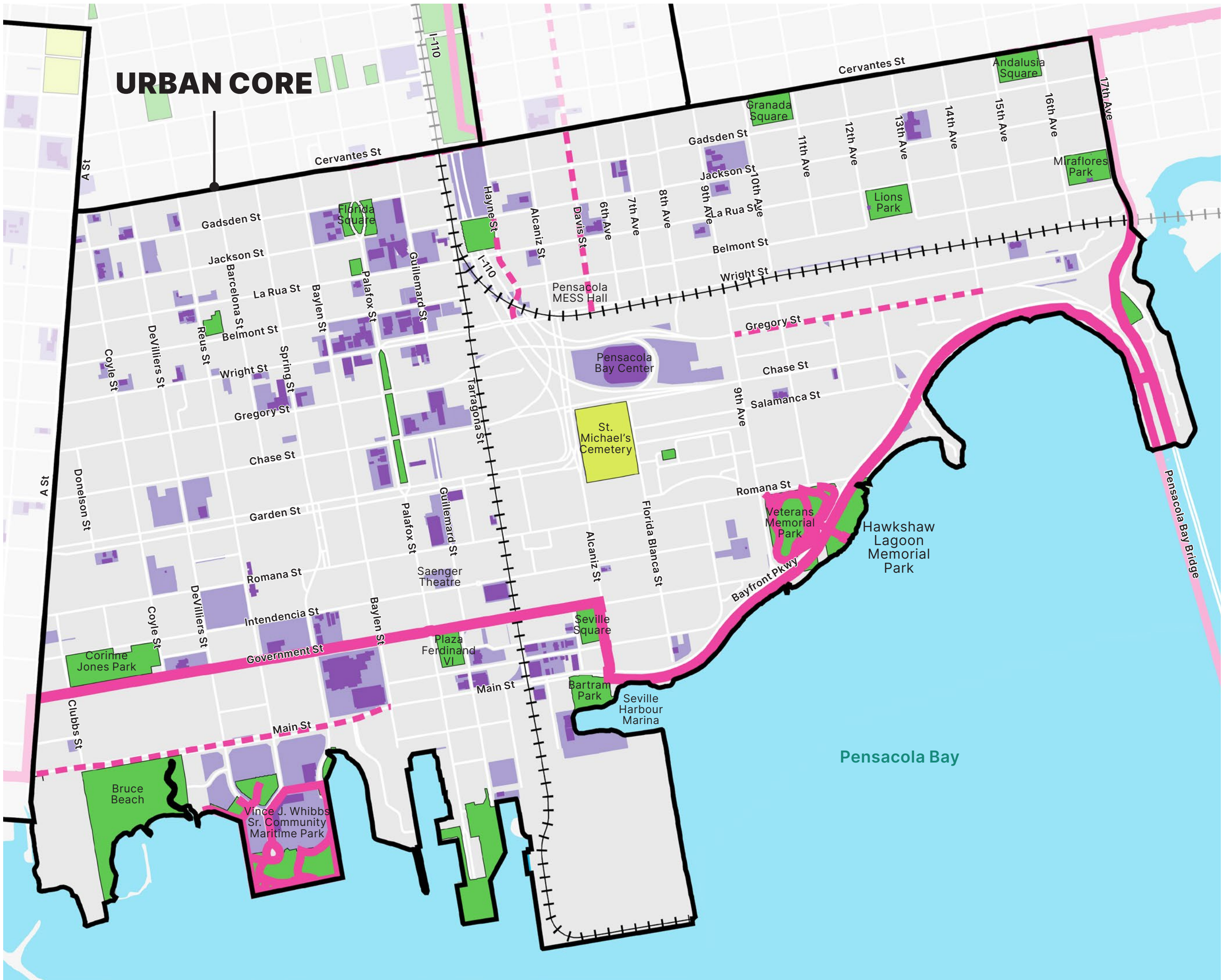
ADDITIONAL OVERLAYS

CRA Urban Design Overlay

The CRA Urban Design Overlay area covers all the of Eastside CRA District, the majority of the Westside CRA District, and parts of the Urban Core CRA District. The purpose of the district is to improve the visual appearance of these areas, while preserving the urban and architectural character. The regulations support replacing blighted properties with quality, pedestrian-oriented development and encourages a mix of uses that can support a variety of locally-oriented businesses and cultural institutions.

Governmental Center District

Adjacent to the Palafox Historic Business District, the Governmental Center District is roughly bounded to the north by Garden Street, to the west by Coyle and DeVilliers Streets, to the south by Cedar Street, and to the east by Baylen Street. The Governmental Center District was created on February 22, 1979 with the passage of Ordinance number 04-79 by the Pensacola City Council.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Florida Blanca St
Bayfront Pkwy
Pensacola Bay Bridge
Andalusia Square
Granada Square
Miraflores Park
Lions Park
Florida Square
Pensacola MESS Hall
Pensacola Bay Center
St. Michael's Cemetery
Veterans Memorial Park
Hawkshaw Lagoon Memorial Park
Saenger Theatre
Seville Square
Plaza Ferdinand VI
Corinne Jones Park
Bartram Park
Seville Harbour Marina
Bruce Beach
Vince J. Whibbs Sr. Community Maritime Park
Pensacola Bay

PARKS, OPEN SPACE, AND AMENITIES

The Urban Core includes many parks, open spaces, and public amenities that enhance the livability and desirability of these areas, including:

- Andalusia Square
- Aragon Park
- Blake Doyle Skate Park
- Bartram Park
- Bruce Beach
- Corinne Jones Park
- Florida Square
- Granada Square
- Henry W. Wyer Park
- Kiwanis Park
- Lions Park
- Martin Luther King, Jr. Plaza
- Miraflores Park
- Palafox Pier
- Plaza Ferdinand VII
- Seville Square
- St. Michael's Cemetery
- Veterans Memorial Park
- Vince J. Whibbs Sr. Community Maritime Park

🟩 Parks & Open Space
🟨 Cemetery
🟪 Institution/Community Amenity
▬ Trail Network
╍ Dedicated Bike Lanes

Map created using ESRI GIS Data from City of Pensacola, January 2024

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TRANSPORTATION ANALYSIS SUMMARY

EXISTING CONDITIONS

Understanding the existing conditions of transportation infrastructure and usage establishes a foundation for developing near-, medium-, and long-term recommendations to ensure that all residents enjoy safe and comfortable mobility options. This assessment was assembled from a variety of sources, including city and FDOT traffic and crash data, previous plans, and resident comments.

Geography & Layout

The Urban Core is the geographic heart of density in Pensacola, with lots of roadways and traffic that ends at the shoreline. There are twelve high-volume roadways in the Urban Core to service residents and visitors, most of which provide wide lanes for cars and very little, if any, pedestrian or bicycle infrastructure. However, some streets are focused less on moving traffic as quickly as possible and instead on creating great spaces for pedestrians to gather, shop, and wander; N Palafox Street is one of these great streets.

Mobility is a challenge due to the location of I-110, which disconnects neighborhoods to the east from the downtown.

Pedestrian & Bicycle Facilities

The Urban Core features the most connected and well-maintained network of sidewalks in the city but lacks a strong bicycling network. The few bike lanes that do exist are poorly marked and seem to emerge and disappear without warning or reason. Additionally, the 208 acres of surface parking lots that proliferate the Urban Core designates huge swathes of spaces for cars, which feels unpleasant and unsafe for all other users.

Roadway Safety

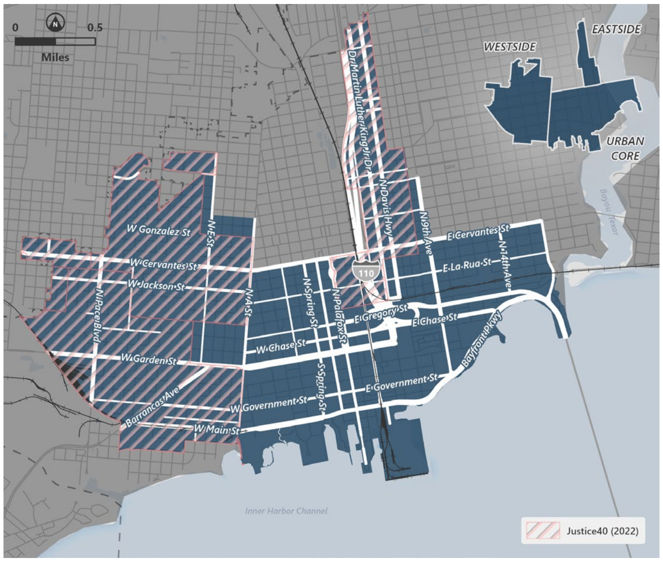
The allocation of space within rights-of-way tends to favor space for cars over any other form of travel. Drivers tend to drive faster as lanes widen, further decreasing the safety of pedestrians, bicyclists, and the drivers themselves. The Urban Core has the highest concentration of moderate- to high-stress roads and pedestrian- and bicyclist-involved crashes in all the CRA Districts. The Active Transportation Plan (ATP) adopted in 2023 identified the intersections of N Palafox Street at W Wright Street and N 9th Avenue at E Gregory Street as two of the top five "high crash intersections" within the CRA Districts.

Katie E

WHAT IS WALKABILITY?

Walkability is a term that refers to the ease and ability to access amenities on foot. Great urban places tend to be very walkable, meaning that residents and visitors are able to walk (or use mobility aids) to safely and comfortably reach destinations like shops, daily services, parks, schools, employment centers, and more. Ideally, making a place more walkable will translate into more people choosing to walk instead of driving, which has health, social, economic, and environmental benefits.

This concept also often extends to bicycling infrastructure, called "bikeability." Leading to the same benefits, bikeability is another important ingredient for great urban places.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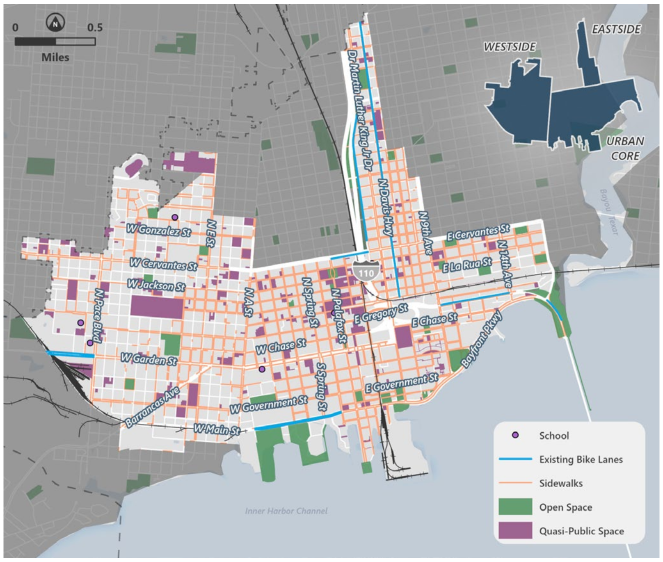
Major Roadways and USDOT Disadvantaged Communities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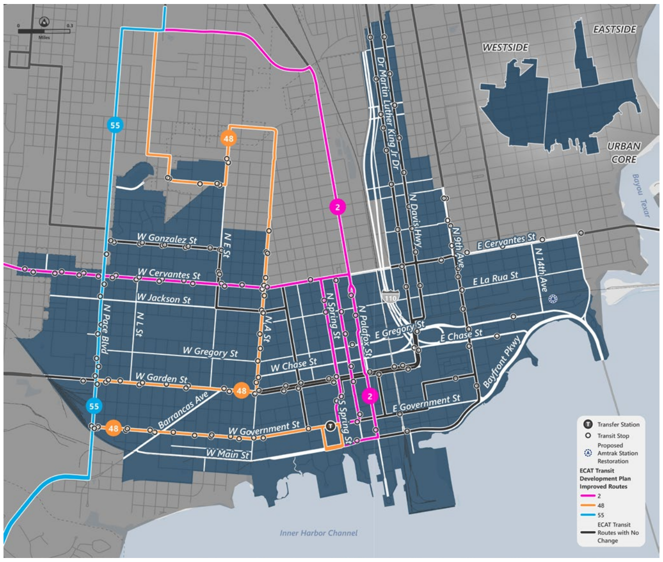
Existing Bike Lanes
Sidewalks
Open Space
Quasi-Public Space

Pedestrian & Bike Facilities and Community Assets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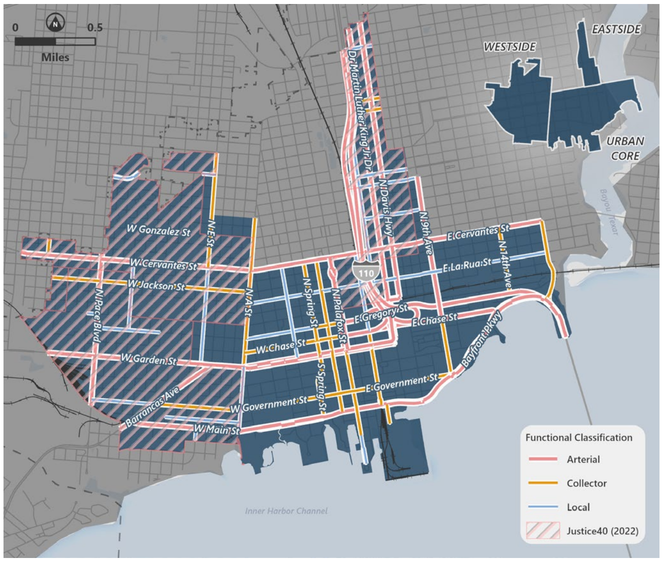
ECAT Transit Routes with No Change

Transit Routes & Stops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Inner Harbor Channel
Functional Classification
Arterial
Collector
Local
Justice40 (2022)

Functional Classification of Streets

Equity and Transportation

The Urban Core ranks in the 79th percentile for transportation cost burden, compared to the city's 63rd percentile rank; and 75th percentile rank for traffic safety versus the city's 46% percentile rank. This indicates that Urban Core residents pay slightly more for moderate services compared to others in the city.

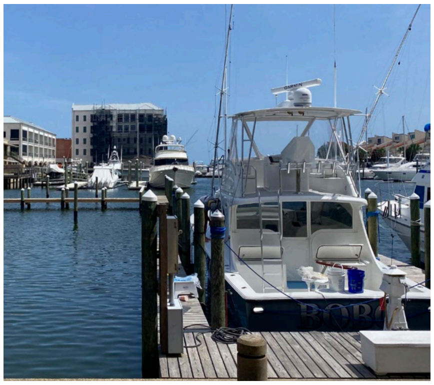
Areas prone to flooding in the Urban Core may also impact the maintenance needs and availability of transportation infrastructure.

RECOMMENDATIONS

BIG IDEAS FOR THE URBAN CORE

ABOUT THE RECOMMENDATIONS

The recommendations in this plan are based on the input gathered during the public engagement process for the Urban Core, and an extensive analysis of existing conditions and ideas in prior plans, and a study of best practices. These recommendations build on prior work, while acknowledging the current market conditions, and the ever-evolving needs of the community. The recommended strategies and policies are broken down into in order to manage implementation of the plan. This chapter includes key areas of focus to enhance the Urban Core, followed by policy recommendations that provide additional detail on how to this vision a reality.



Connecting to the waterfront is important in the Urban Core

Belmont-DeVilliers streetscape

CORE CONCEPTS

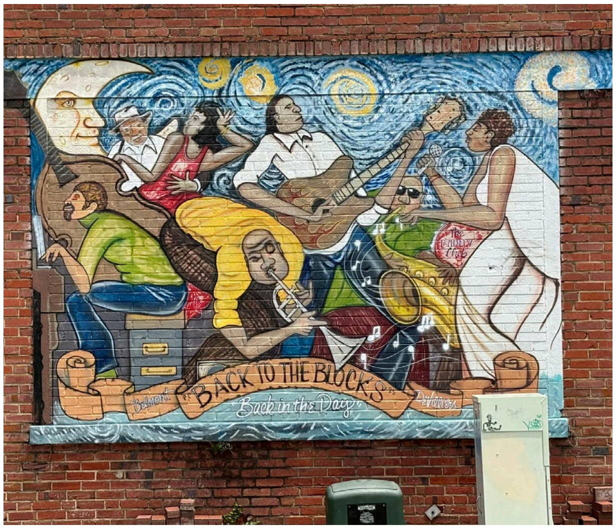
The following are core concepts to invest in to complement recent successes in the Urban Core, while addressing some of the areas that remain a challenge. This includes completing the City's vision for the waterfront, building on investment in Belmont-DeVilliers, and supporting the vibrant commercial activity along Palafox Street. These ideas reflect the priorities that were heard throughout the public engagement process on how best to improve the Urban Core.

Reconnecting and Reactivating the Wright and Alcaniz Area
The area around the Pensacola Bay Center is currently constricted by the movement of vehicles accessing I-110. There's an opportunity to reimagine this area, activate the underutilized lots, and reclaim this area as a vibrant, connected area. Recommendations and policies entail taming the streets that currently act as barriers, and improving pedestrian connections so that residents can move safely between cultural amenities in this area.

Celebrating Neighborhood Identity
The Urban Core is comprised of several unique neighborhoods, including Belmont-DeVilliers, Palafox Streets, neighborhood which has an important history as a hub for music and entertainment. Recent efforts have sought to preserve the remaining historic businesses and tell the story of the area. Future investments should build on the momentum of recent development activity in this area, while ensuring that infill development is meeting the needs of the community, including mixed-income housing. Given the diversity of the Urban Core, celebrating neighborhood identity is an opportunity to tell the full story of Pensacola.

Downtown Pensacola streetscape

Downtown Pensacola meets the waterfront at Palafox Pier



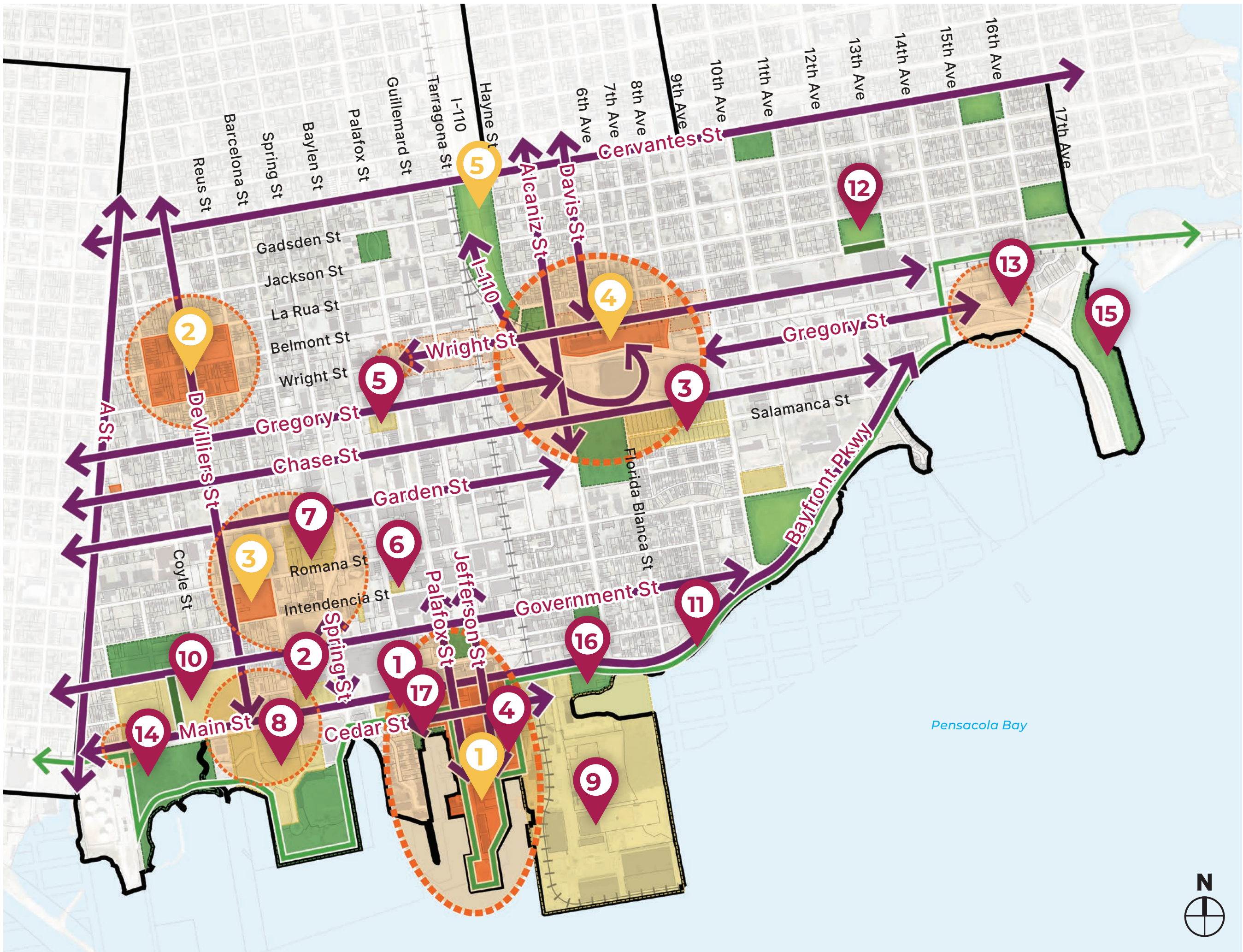
Mural near Belmont-DeVilliers

A Connected Waterfront

The waterfront currently transitions from an industrial port to a public promenade and recreational amenity for residents and visitors. Future investment can help to connect elements of the waterfront promenade, and draw people into interesting spaces and neighborhoods in the Urban Core. Opportunities remain to create new destinations and mixed-use development that can complement the historic Palafox Street.

Connecting Public Space

There is a series of open spaces of multiple scales and types throughout the Urban Core. These include Blake Doyle skate park, Ferdinand Plaza, and Veterans Memorial Park among others. Yet, there are also some high traffic streets that present challenges to pedestrian safety and to cyclist. In the future, certain connections can be prioritized, ensuring a safe, continuous network through the Urban Core, down to the waterfront, and between the neighborhoods.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Putting It All Together Policy Recommendations & Special Demonstration Projects in the Urban Core

RECOMMENDATIONS

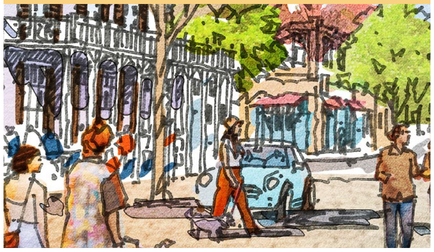
1. 101 West Main Street Development
2. City Hall Site
3. Technology Park
4. Commendencia Slip
5. Parking Lot at Palafox & Gregory Street
6. Parking Lots at 100 W Intendencia Street & 150 S Baylen Street
7. Mixed-Use Grocery Development
8. Community Maritime Outparcel Development
9. Port of Pensacola
10. ECUA Redevelopment
11. Bluffline along Bayfront Parkway
12. Lions Park Connection
13. East Gateway at Gregory & 17th
14. Bruce Beach Phase 3
15. Wayside Park
16. Bartram Park
17. Baylen Slip Improvements

SPECIAL DEMONSTRATION PROJECTS

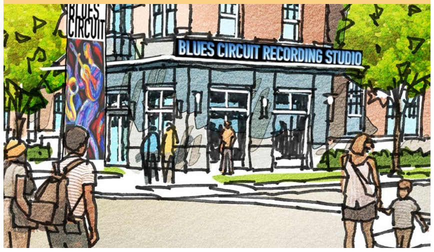
Special Demonstration Projects are examples of potential projects that achieve community goals by addressing all six categories of recommendations. These projects show potential future visions that are subject to change. In the Urban Core, these catalytic projects could include:

** The quotes shown on the Special Demonstration Project pages represent comments received from residents and stakeholders throughout the engagement process, including community meetings, surveys, website commenting tools, etc. Minor adjustments to the language of the comments were made for clarity purposes only.*

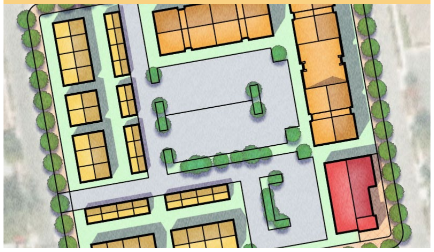
1. Hashtag & Waterfront Development



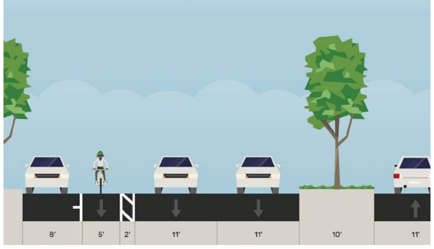
2. Belmont-DeVilliers



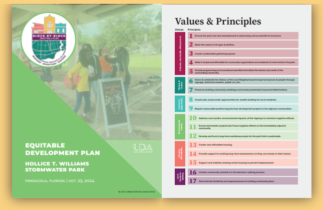
3. Reus Street Block



4. Wright & Alcaniz Area



5. Hollice T. Williams Park and the Equitable Development Plans



BLOCK-BY-BLOCK

EQUITABLE DEVELOPMENT PLAN

HOLLICE T. WILLIAMS STORMWATER PARK

PENSACOLA, FLORIDA | OCT. 25, 2024

© 2024 URBAN DESIGN ASSOCIATES

Values & Principles

Values	Principles
Inclusive, Accessible, & Responsive	1 Ensure the park and new development is welcoming and accessible to everyone.
	2 Meet the needs of all ages & abilities.
	3 Create comfortable gathering spaces.
	4 Make it simple and affordable for community organizations and residents to host events in the park.
	5 Provide programming and recreational amenities that reflect the desires and needs of the surrounding community.
History & Culture	6 Honor & celebrate the history of the Lost Neighborhood & important places & people through signage, historical markers, public art, etc.
	7 Preserve existing community buildings and invest proactively to prevent deterioration.
Economic Opportunity	8 Create jobs and provide opportunities for wealth building for local residents.
	9 Require measurable positive impacts from development projects in the adjacent communities.
Environmental Justice	10 Address and monitor environmental impacts of the highway to minimize negative effects.
	11 Ensure stormwater projects don't have negative effects on the immediately adjacent community.
	12 Develop and fund a long-term maintenance plan for the park that is sustainable.
Housing Affordability	13 Create new affordable housing.
	14 Provide support to existing long-term homeowners so they can remain in their homes.
	15 Support and stabilize existing rental housing to prevent displacement.
Local Decision-Making	16 Include community members in the decision-making process.
	17 Demonstrate familiarity and responsiveness to existing community plans.

HOW THE RECOMMENDATIONS ARE ORGANIZED

Recommendations are organized into the following topics:

Land Use, Zoning, and Special Districts

These recommendations are focused on optimizing planning regulations to encourage appropriate future development while preserving the existing character of neighborhoods.

Economic Development

These recommendations target initiatives that boost local economies by bringing commercial and rich mixes of uses into the district.

Neighborhood Development

These recommendations are aimed at strengthening neighborhoods through partnerships, capacity building, and building on existing assets.

Housing

These recommendations are focused on creating a wide range of affordable/attainable housing options.

Transportation, Streets, and Parking

These recommendations are intended to improve safety, connectivity, accessibility, and navigability for all users.

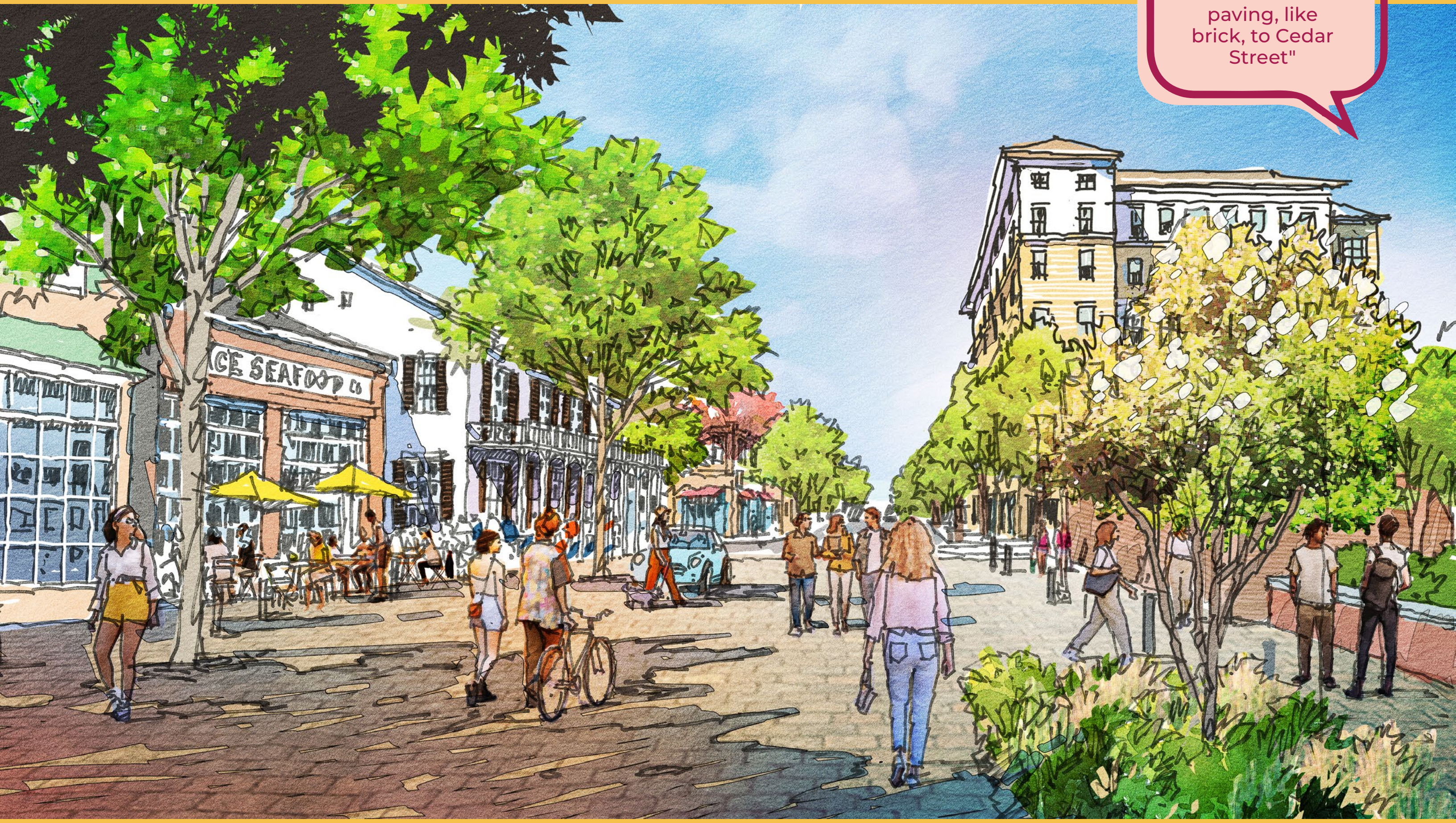
Open Space and Community Amenities

These recommendations aim to improve public spaces and equitably distribute and provide community resources.

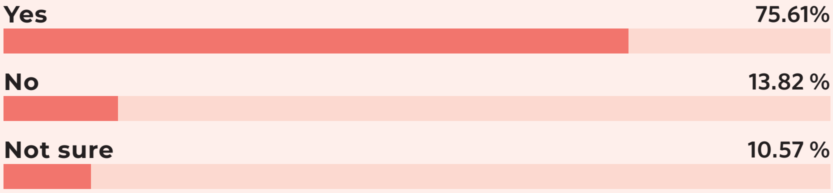
SPECIAL DEMONSTRATION PROJECT

HASHTAG & WATERFRONT DEVELOPMENT

"Add nice paving, like brick, to Cedar Street"



Do you think that adding more residential, retail, and other uses to the waterfront will benefit the Urban Core CRA District?



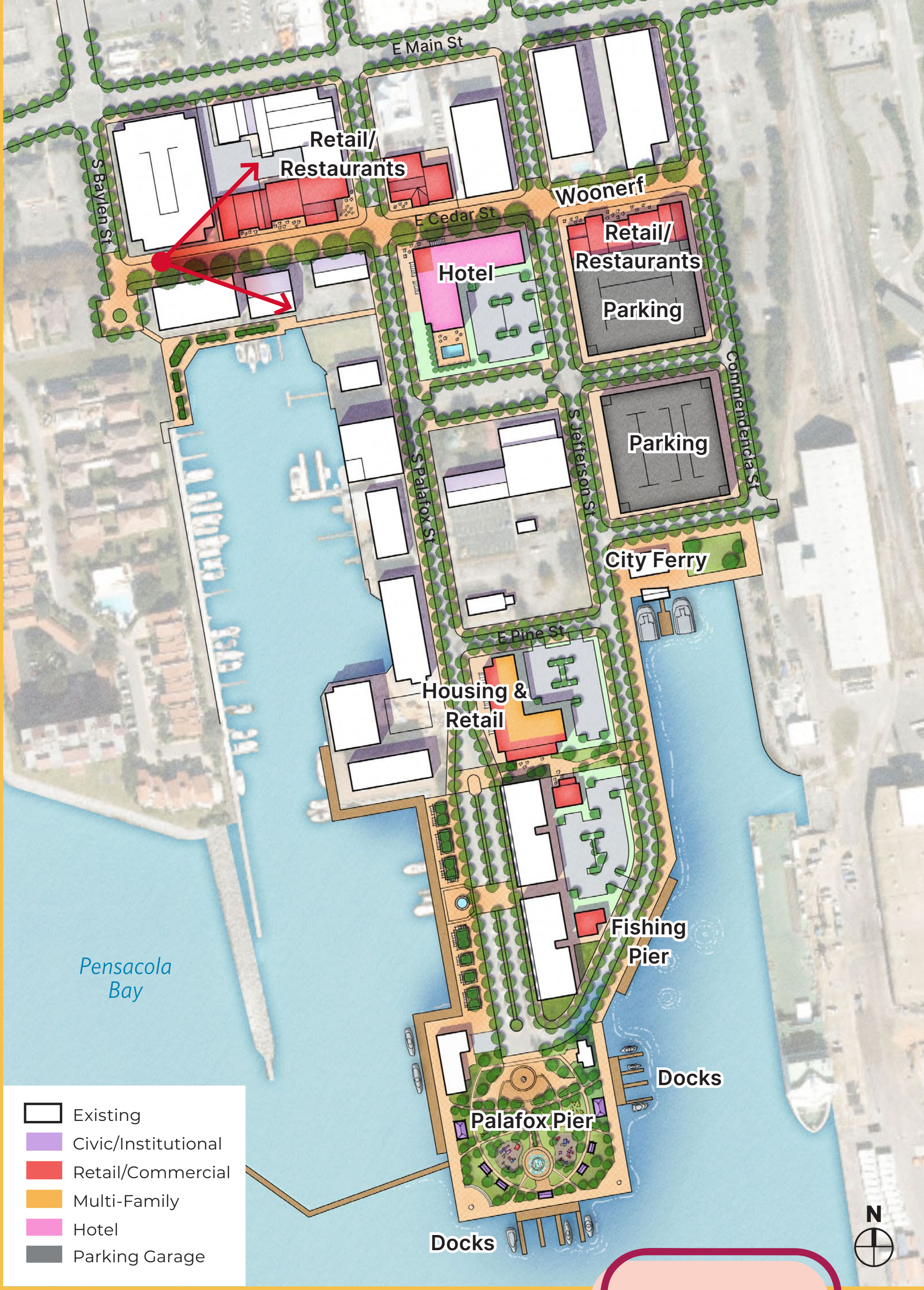
*For full survey results, see Appendix

About the Special Demonstration Project

The Hashtag Plan, which has been in implementation since 2019, is the foundation for this Special Demonstration Project. Building on the pedestrian-focused improvements to Main, Palafox, Jefferson, and Cedar Streets, multiple vacant sites should be targeted for infill development to ensure a complete urban experience.

The Cedar Street improvements, which include adding a *woonerf* (a pedestrian street), require activation with around-the-clock uses. Adding a hotel complements the pedestrian-experience of the *woonerf*, while public garages added to several city-owned lots will provide accessible parking for visitors and residents. On Palafox Street, filling in gaps with housing and retail on city-owned lots helps create a cohesive experience leading to the waterfront.

Plaza de Luna and Palafox Pier are well-loved spaces. However, currently the driveway that loops the green space and splash pad put children in proximity to moving vehicles, deterring parents from letting children play freely. Many people fish from the pier, but there are limited opportunities to get closer to the water. Relocating the splash pad away from moving traffic and adding more access to the water, such as piers for fishing, kayaking, boating, and recreational or dinner cruises would bring more family-friendly amenities to the space.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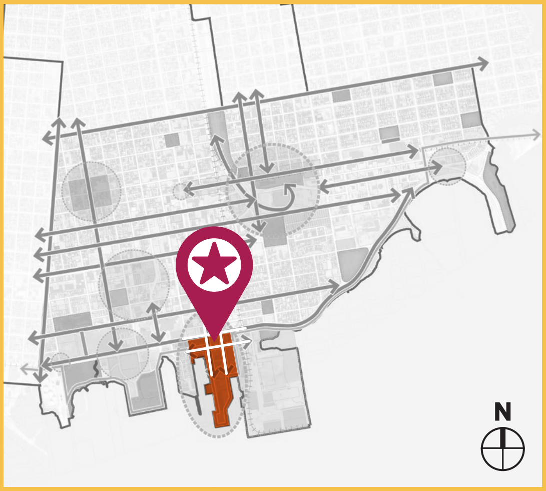
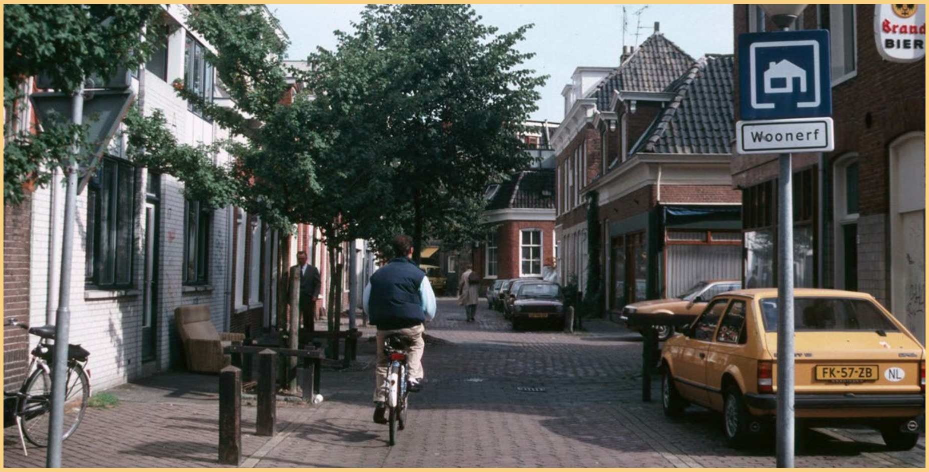
🟥 Retail/Commercial
🟧 Multi-Family
■ Hotel
⬛ Parking Garage



"Have a variety of water activity options"

"Absolutely activate the waterfront!"



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LEARNING FROM GREAT STREETS: ABOUT WOONERFS (SHARED STREETS)

The *woonerf*, a type of road design that encourages multimodal transportation and blends pedestrian and vehicle space, was born as a reaction to the car-centric development that began dominating American and European city planning in the mid-twentieth century. *Woonerf* is a Dutch word which literally translates to "living yard," and refers to a street that has been designed to prioritize the pedestrian over the driver. Pedestrians are allowed to use the full width of the public road, instead of being relegated to narrow sidewalks on the edges of the right-of-way. Often curbless environments with minimal distinction between zones, the *woonerf* concept promotes walkability by forcing drivers to slow down, stop for and pedestrians or bicyclists.

While this concept may not work everywhere, the *woonerf* can be a powerful tool for cities to enhance the safety and comfort of pedestrians and bicyclists. It can also help to reinforce placemaking concepts near neighborhood nodes when paired with a change in paving material and signage indicating the "rules of the road."

"Make streets safer and more comfortable for pedestrians"

Community Feedback

The community expressed strong support for more residential and retail along the waterfront. Top priorities for residents included:

- Housing affordability;
- Adequate parking;
- Traffic calming and safety;
- Maintaining waterfront views.

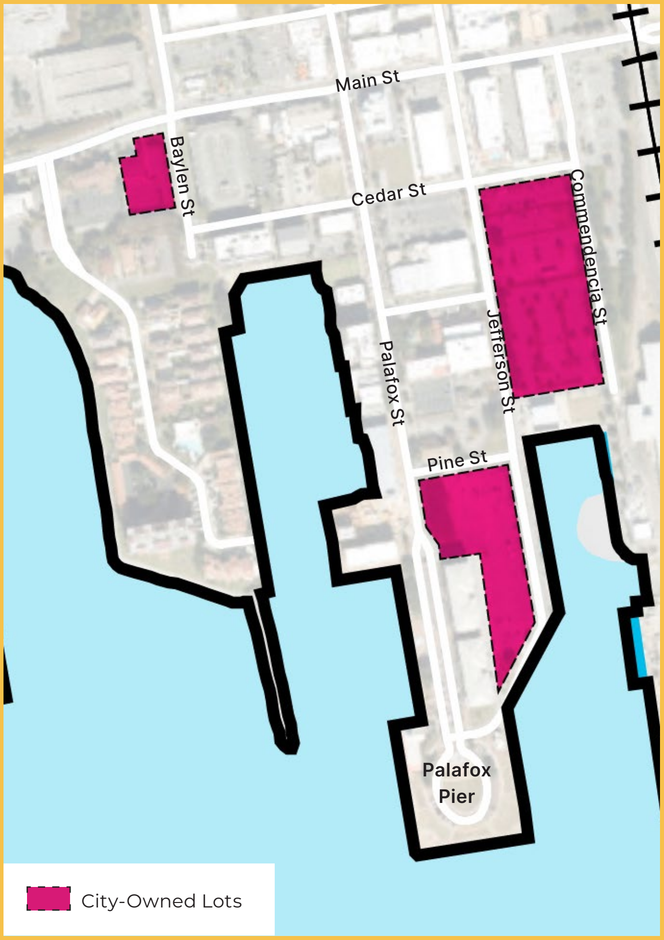
Implementation & Next Steps

Securing funding and permission for the public parking garages should be first priority, as this will be an impetus for further waterfront development. Additionally, the CRA should identify developable parcels for residential and retail uses.

Other cities have accomplished affordability in highly-desirable locations like waterfronts through a variety of mechanisms, including:

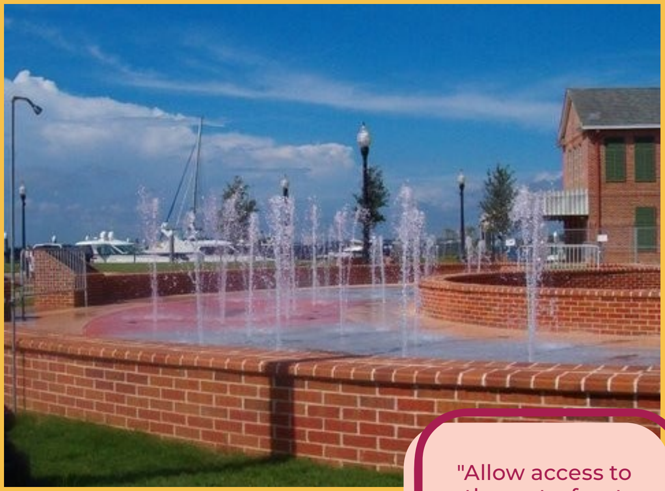
- Creating an inclusionary zoning requirement (a minimum number of units in a development that must be made affordable);
- Partnering with housing authorities to incorporate a small number of voucher units into market-rate housing developments;
- Developing mixed-income housing that provide opportunities for a range of incomes.

"Allowing waterfront access downtown will help it thrive"



City-Owned Lots

Visit Pensacola



Plaza de Luna sculpture and splash pad

> "Allow access to the waterfront for everybody"

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Upzone for higher-density multifamily residential
- Fund efforts to develop identity and branding for special districts in Downtown Pensacola in collaboration with the Downtown Improvement Board (DIB)

ECONOMIC DEVELOPMENT

- Designate Cedar Street and/or Palafox Street as candidates for the Main Street program
- Design buildings with pedestrian-scaled building elements to activate and extend the Palafox Street experience

NEIGHBORHOOD DEVELOPMENT

- Work with Escambia County to execute joint projects, such as streetscape improvements
- Develop unique identity and branding for the Cedar Street *woonerf* as part of the Hashtag project
- If current or future base flood elevations make ground floor mixed-use a challenge, prioritize funding for dry floodproofing along Cedar Street
- Develop a public parking garage(s) on the lots north of Commendencia Street, prioritizing retail frontage on Cedar Street

HOUSING

- Develop high-quality multifamily housing with a mixed-income component
- Develop multi-family housing according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the neighborhood

TRANSPORTATION, STREETS, AND PARKING

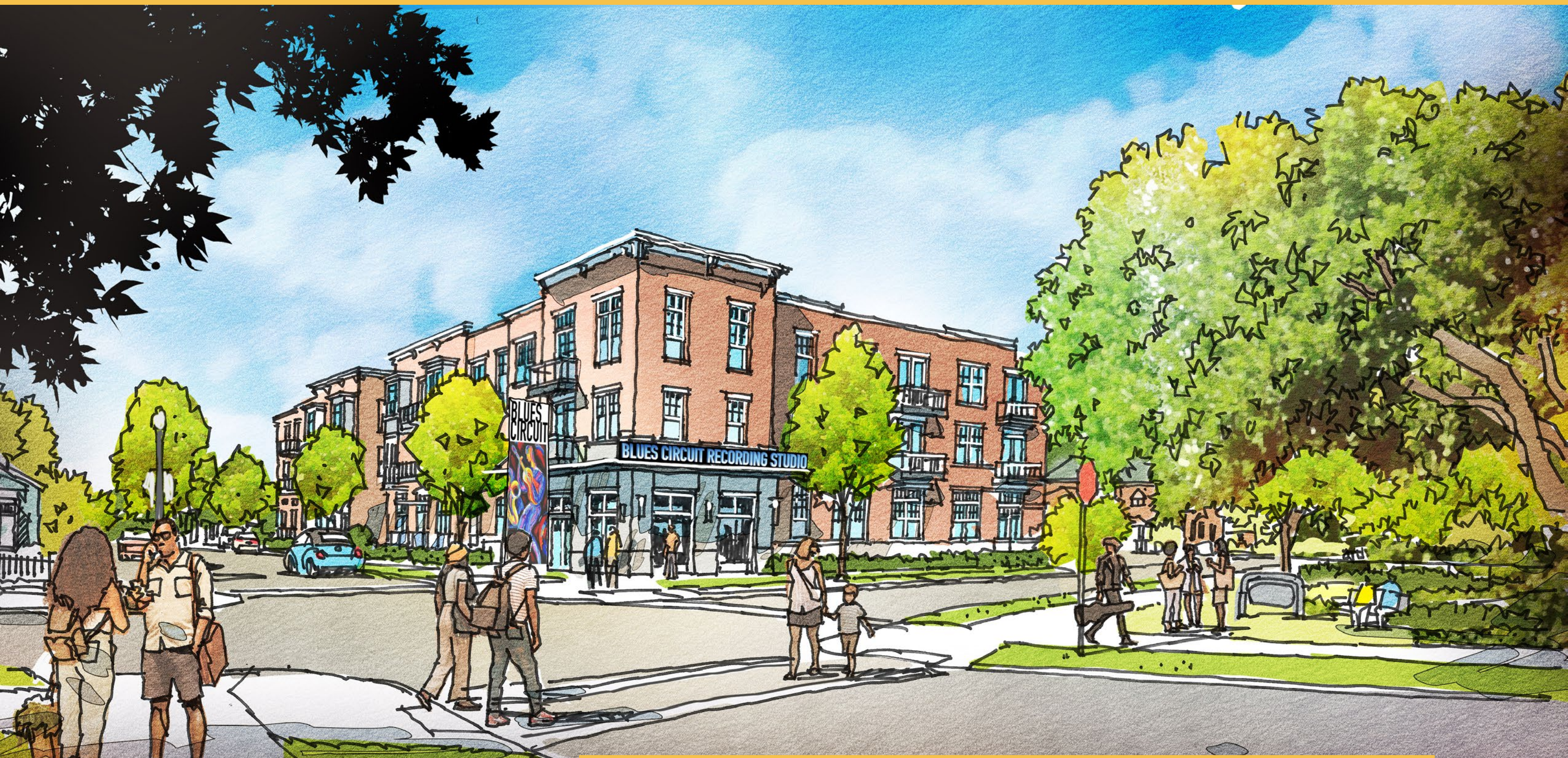
- Rebuild Cedar Street as a pedestrian-first *woonerf* with integrated low-impact stormwater design

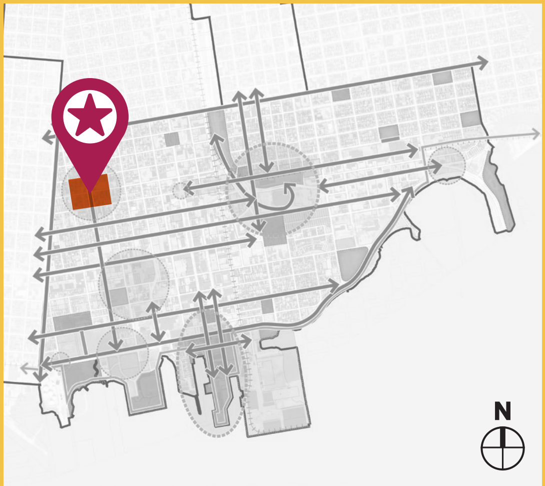
OPEN SPACE AND COMMUNITY AMENITIES

- Improve Palafox Pier to be a more family-friendly space, with a playground, splash pad, and public waterfront access for kayaks, boating, fishing, and leisure cruises
- Partner with the City to identify potential locations for public restrooms, including at Palafox Pier

SPECIAL DEMONSTRATION PROJECT

BELMONT-DEVILLIERS INFILL DEVELOPMENT



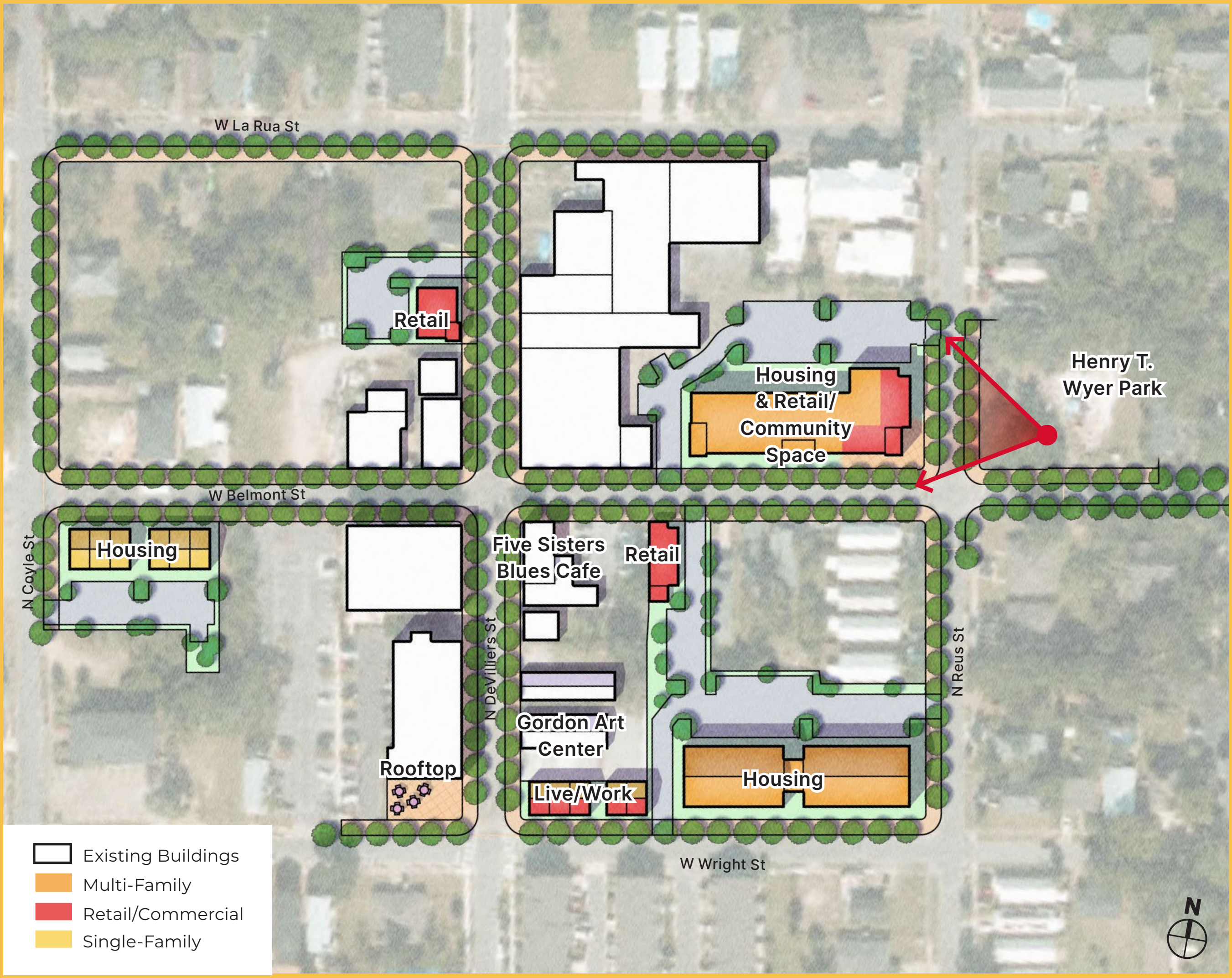


About the Special Demonstration Project

As a historic African-American neighborhood, Belmont-DeVilliers was once full of vibrant music, arts, and nightlife. The community has made efforts to bring back this cultural history by building back housing, businesses, and community resources. This project builds on that work, identifying underutilized properties for infill development to fully realize the neighborhood as a cultural district.

Combining parcels to create developable opportunities for multi-family buildings, retail spaces, and community amenities should be studied.

Identifying more opportunities for local retailers and arts-based organizations to occupy infill sites in Belmont-DeVilliers will bolster the existing cultural resources that are already thriving. Small townhouses are another option for infilling vacant and underutilized sites.


W La Rua St
Retail
Housing & Retail/ Community Space
Henry T. Wyer Park
W Belmont St
N Coyle St
Housing
Five Sisters Blues Cafe
Retail
N DeVilliers St
Gordon Art Center
Rooftop
Live/Work
Housing
N Reus St
W Wright St
N
Existing Buildings
Multi-Family
Retail/Commercial
Single-Family

Providing a range of affordable housing options should also be a priority in this community.

All parking spaces on lots earmarked for redevelopment should be replaced with public parking garages to serve all nearby existing businesses in addition to any parking requirements for new uses.

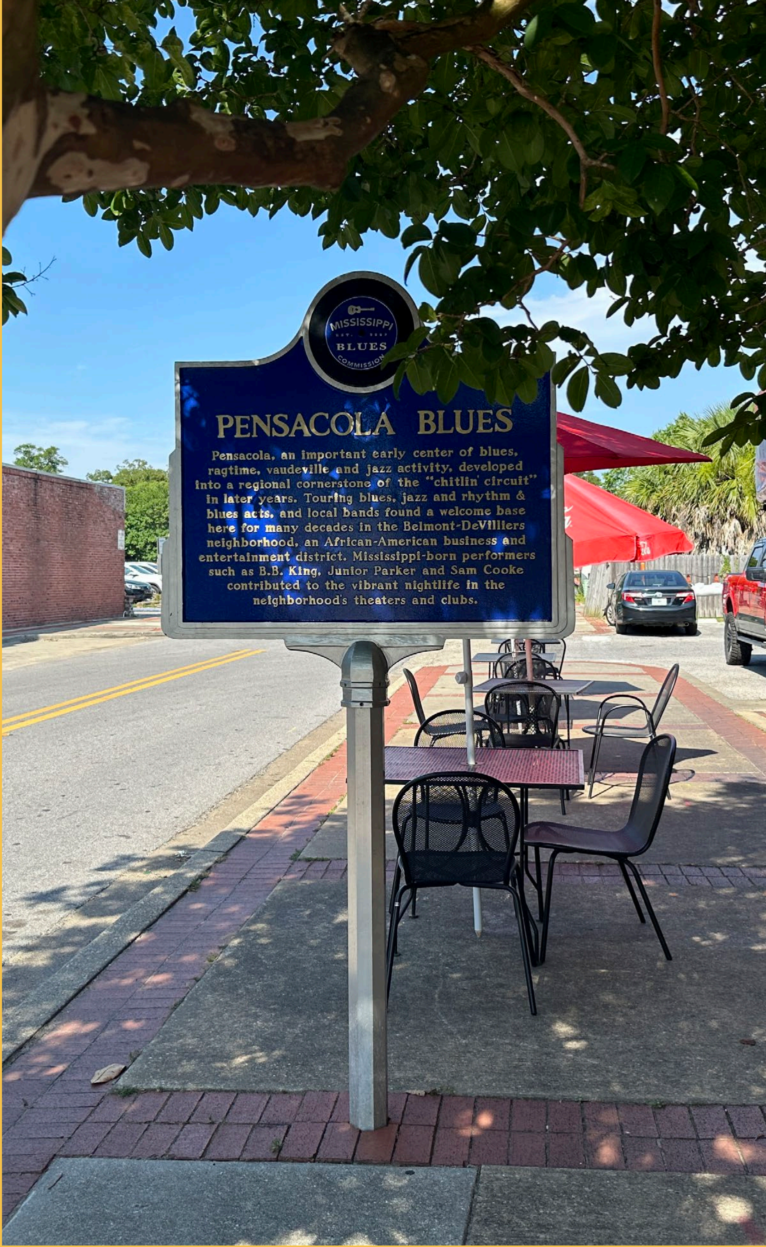
Community Feedback

A majority of residents agreed that developing more music, entertainment, and dining uses in this area would benefit the neighborhood and Urban Core CRA District. Housing and apartments were also cited as a benefit to the community, with residents advocating for affordable housing options.

The community emphasized the importance of the existing parking lots to the success of restaurants and entertainment businesses. Any displaced parking would need to be replaced within the district.

Implementation & Next Steps

To build on the work that the CRA has previously completed, the CRA should identify sites that are able to be developed in this neighborhood and combine parcels where possible to create greater flexibility in development. The CRA should support the development of more food, beverage, and music-related entertainment businesses in the neighborhood. Additionally, the CRA should explore new parks with playgrounds and amenities in the neighborhood.


MISSISSIPPI
BLUES
COMMISSION

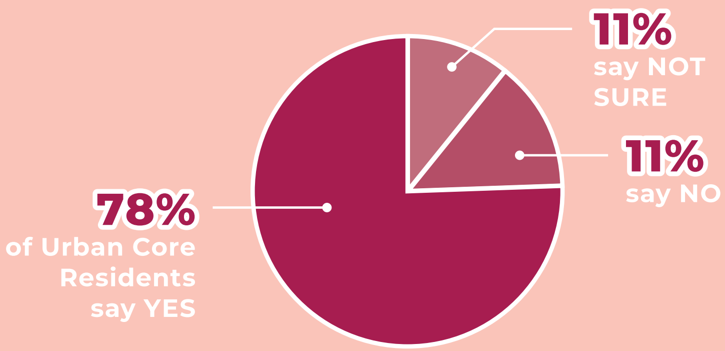
PENSACOLA BLUES

Pensacola, an important early center of blues, ragtime, vaudeville and jazz activity, developed into a regional cornerstone of the "chitlin' circuit" in later years. Touring blues, jazz and rhythm & blues acts, and local bands found a welcome base here for many decades in the Belmont-DeVilliers neighborhood, an African-American business and entertainment district. Mississippi-born performers such as B.B. King, Junior Parker and Sam Cooke contributed to the vibrant nightlife in the neighborhood's theaters and clubs.

DeVilliers
SQUARE

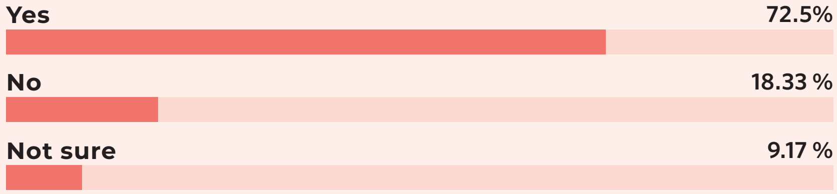
Welcome to
The Garden
at the
The Gordon
TG²

Do you think developing more music, entertainment, and dining uses in this area would benefit Belmont-DeVilliers and the Urban Core CRA District?



*For full survey results, see Appendix

Do you think that adding housing/apartments in this area would benefit Belmont-DeVilliers and the Urban Core CRA District?



*For full survey results, see Appendix

> "Consider the historical and architectural values of the neighborhood"

> "It would be great to see this area become a lively entertainment district"

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Use CDBG funding to acquire land for commercial development
- Build protections into the LDC and UDO to prevent commercial uses from encroaching into residential neighborhoods (such as inclined planes and additional setbacks or buffers)
- Upzone for higher-density multifamily residential

ECONOMIC DEVELOPMENT

- Support the development of small retail nodes near higher visibility corridors and cultural landmarks, including Belmont-DeVilliers
- Support small businesses in both temporary and move-up permanent space
- Continue to build a relationship with the Escambia County School District

NEIGHBORHOOD DEVELOPMENT

- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding
- Offer incentives and support projects that celebrate cultural destinations and preserve historic buildings

HOUSING

- Develop new infill housing that increases housing choices (building types, rental and homeownership, mixed-income, and market-rate)
- Develop multi-family housing according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the neighborhood

TRANSPORTATION, STREETS, AND PARKING

- Continue to prioritize pedestrian and bicyclist connectivity, placemaking, and streetscape improvements

OPEN SPACE AND COMMUNITY AMENITIES

- Require art and placemaking enhancements in new developments
- Evaluate existing cultural assets to determine needs for improvements/additions

SPECIAL DEMONSTRATION PROJECT

REUS STREET BLOCK

About the Special Demonstration Project

Today, the state-owned parking lot on the block bounded by Intendencia, DeVilliers, Romana, and Reus Streets is underutilized, prone to flooding, and experiences drainage issues. This state-owned three-acre block is a rare opportunity for developing contextual housing and community resources.

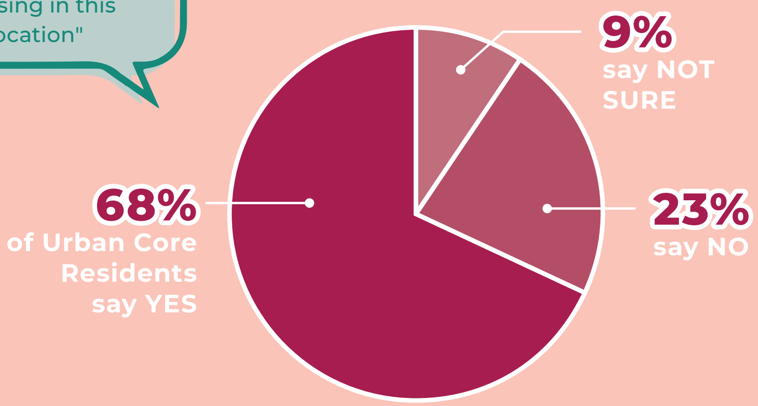
Two options were studied to make the most of this opportunity. The first option kept some existing parking and added infill townhouses, with stormwater mitigation in the interior of the block. A small cafe or shop activates the corner of Intendencia and Reus Streets.

The second option explores fully redeveloping the block, with more housing options that fit the size and character of the neighborhood. Both options improve the pedestrian experience, increase housing options, and help to mitigate flooding issues.

"More affordable housing!"

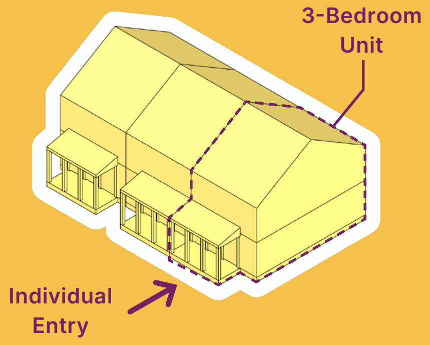
"It is critically important to add mixed income housing in this location"

Do you think that adding new housing in this area will benefit the Urban Core CRA District?

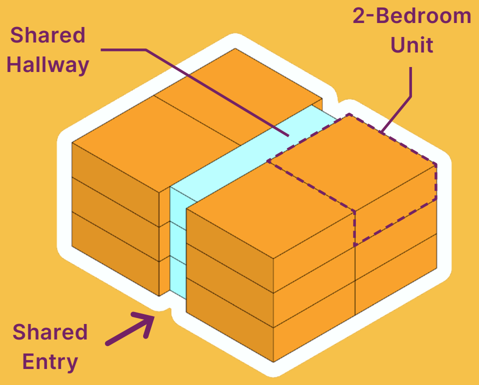


*For full survey results, see Appendix

RESIDENTIAL BUILDING TYPE EXAMPLES

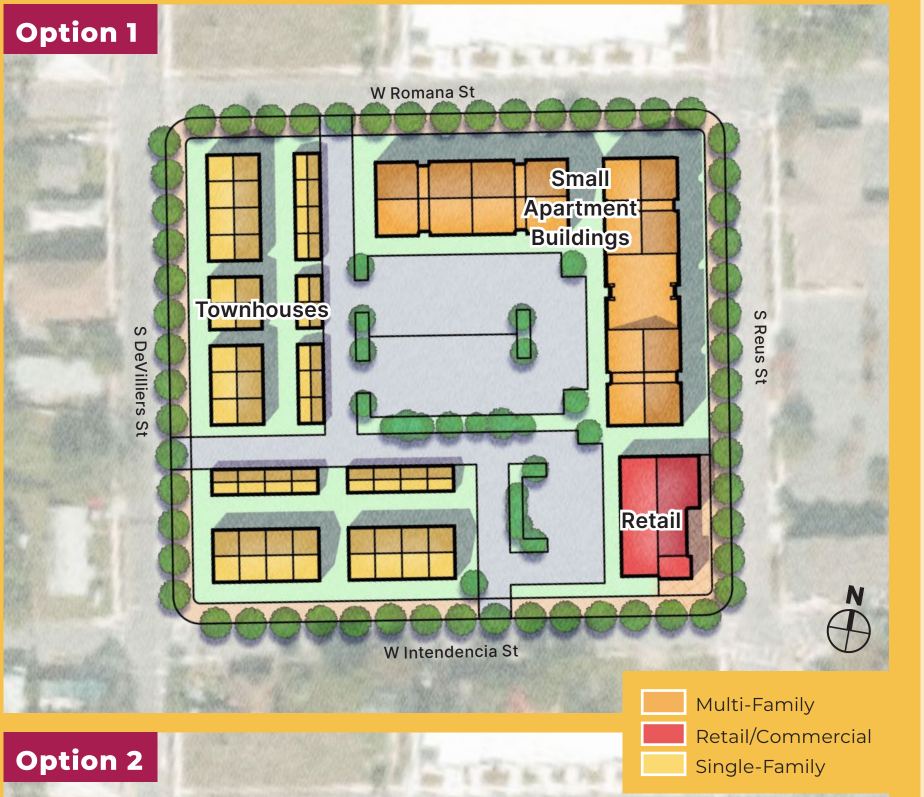


Townhouse Two- and three-bedroom units with individual entrances.

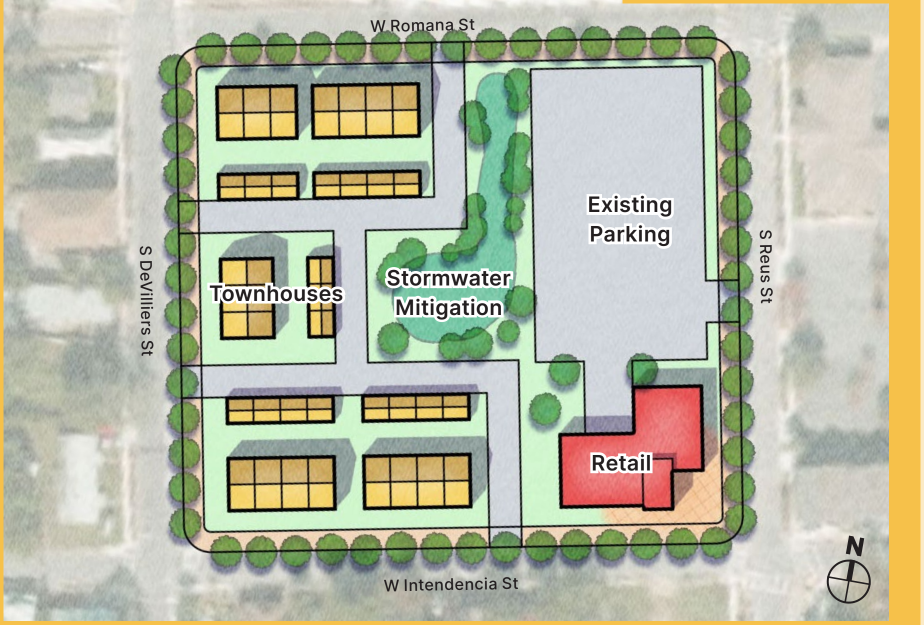


Small Apartment Building 3-story walk-up units accessed via a common stair. Can be 1-, 2-, or 3-bedroom units.

Option 1


W Romana St
Small Apartment Buildings
Townhouses
S DeVilliers St
S Reus St
Retail
N
W Intendencia St
🟧 Multi-Family
🟥 Retail/Commercial
🟨 Single-Family

Option 2


W Romana St
Existing Parking
Townhouses
Stormwater Mitigation
S DeVilliers St
S Reus St
Retail
N
W Intendencia St

Community Feedback

Community members' top priorities included:

- Adding affordable housing;
- Providing a mix of uses;
- Accommodating on-site parking needs;
- Implementing stormwater/flood mitigation measures.

Implementation & Next Steps

Approval from the state for redeveloping the block should be first priority for the CRA. After approval, more detailed study of these plans and other options should be conducted and reviewed for implementation.

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Upzone for higher-density multifamily residential

ECONOMIC DEVELOPMENT

- Support the development of small neighborhood commercial nodes, through single-story and smaller scale retail buildings integrated into developments with neighborhood-serving uses

NEIGHBORHOOD DEVELOPMENT

- Maintain and reinforce residential zoning and uses in the Tanyard neighborhood

HOUSING

- Develop the ECUA site with well-designed, higher density multifamily housing with publicly-accessible pedestrian connections to Bruce Beach
- Develop the vacant state-owned parking lot according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the Tanyard neighborhood

TRANSPORTATION, STREETS, AND PARKING

- Promote low-impact design standards in parking design standards to provide stormwater mitigation where necessary
- Improve the streetscape and walkability along DeVilliers Street to connect this site to Belmont-DeVilliers and Community Maritime Park

OPEN SPACE AND COMMUNITY AMENITIES

- Accommodate stormwater facilities on the site to help reduce flooding in the surrounding neighborhoods

> "Right now that area feels like a ghost town and is awkward with that old, unused parking lot"

SPECIAL DEMONSTRATION PROJECT

WRIGHT & ALCANIZ AREA

About the Special Demonstration Project

The City should conduct a comprehensive study to develop a holistic approach for the development opportunities, streets, and pedestrian connections in the area around the Pensacola Bay Center. This area, in particular, disconnects the Gateway Redevelopment District from Downtown, and the neighborhoods and CRA Districts from one another and amenities, such as Hollice T. Williams Park. Any implemented projects at this transition point must be coordinated with projects in all other districts, particularly on streets that connect into this area.

Community Feedback

Residents expressed interest in preserving the depot building and restoring to its original use as a train station. This is dependent on Amtrak's future plans for Pensacola.

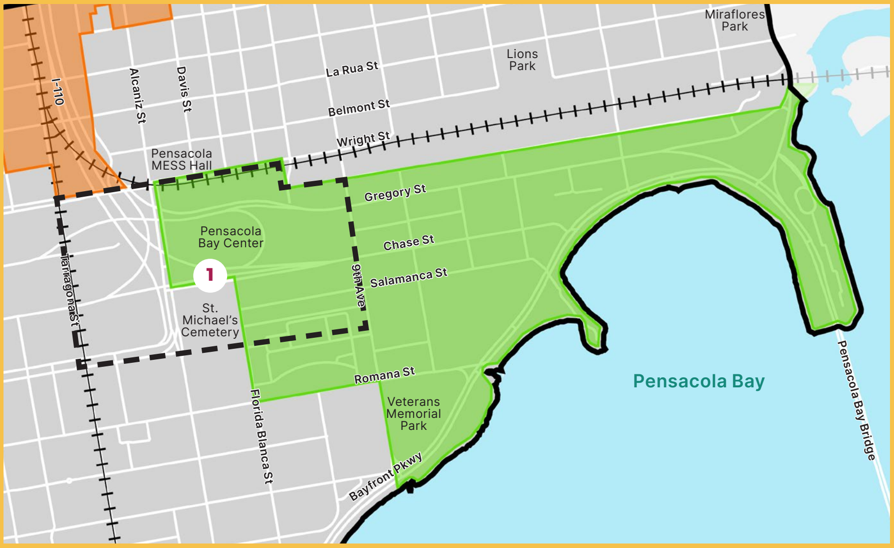
A majority of residents recognized the need for improving congestion and safety in this area, especially at the intersection of Garden and Alcaniz Streets.

1. Gateway Redevelopment District

The intent of the Gateway Redevelopment District is to ensure the area is aesthetically appropriate, maintain sight-lines to the waterfront, and maintain Bayfront Parkway character. The area around Wright Street has a unique character, particularly the one-story brick commercial building along the north side of the railroad. The Gateway Redevelopment District could be expanded to include this area and aesthetic review added to protect and enhance the character and to encourage re-use of warehouse and commercial buildings. This area could become a priority or target area for the Commercial Property Improvement Program (CPIP) and a focus of future neighborhood-led plans that could lead to unique identity and branding. Rezoning should allow higher densities in the Wright and Alcaniz area.

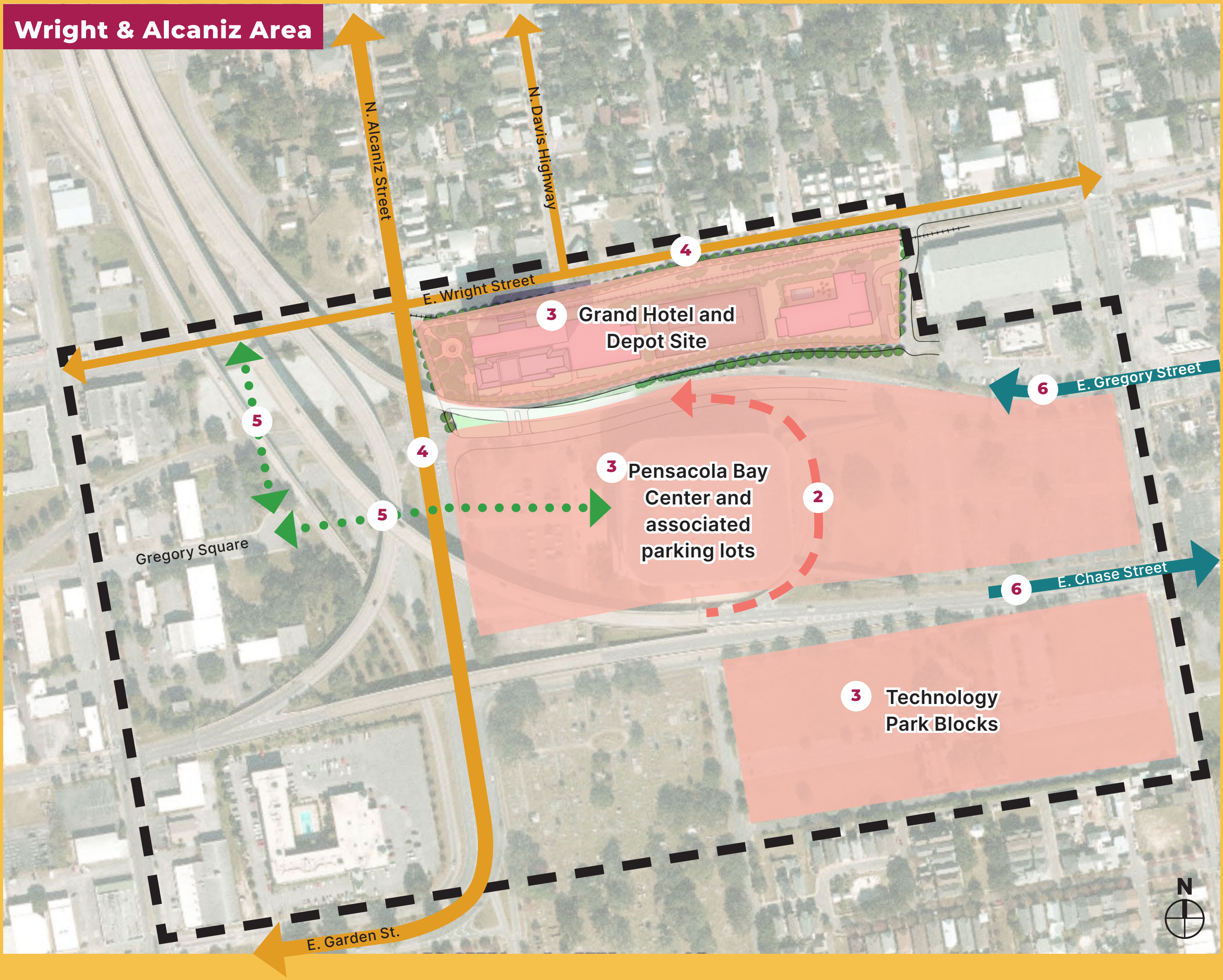
2. Removal of I-110 Exit Ramp

The exit ramp from South I-110 that connects to westbound Gregory Street is not necessary and constrains the development potential of the parking lots east of the Bay Center. The ramp should be removed.


Miraflores Park
Lions Park
I-110
Alcaniz St
Davis St
La Rua St
Belmont St
Wright St
Pensacola MESS Hall
Gregory St
Pensacola Bay Center
Chase St
1
Salamanca St
9th Ave
Tarragona St
St. Michael's Cemetery
Romana St
Veterans Memorial Park
Florida Blanca St
Bayfront Pkwy
Pensacola Bay
Pensacola Bay Bridge

The Gateway Redevelopment District could be expanded to include the Wright & Alcaniz Area

🟩 Gateway Redevelopment District
⬚ Wright & Alcaniz Area


Wright & Alcaniz Area
N. Alcaniz Street
N. Davis Highway
4
E. Wright Street
3 Grand Hotel and Depot Site
6 E. Gregory Street
5
4
3 Pensacola Bay Center and associated parking lots
2
5
Gregory Square
6 E. Chase Street
3 Technology Park Blocks
N
E. Garden St.

Areas of Focus within the Wright and Alcaniz Special Demonstration Project

① Gateway Redevelopment District modifications

② Removal of the west-bound I-110 exit ramp that loops the rear of the Bay Center

③ Potential development opportunities (Grand Hotel and Depot Site, Bay Center and associated parking lots, Technology Park blocks)

④ Improvements to Garden, Wright, and Alcaniz Streets to improve the safety and comfort for pedestrians

⑤ New pedestrian connections north and east from Gregory Square (a dead end) to connect to Hollice T. Williams Park & the Bay Center

⑥ Future studies of the one-way pair (E. Gregory and E. Chase Streets) east of the Bay Center

3. Development Opportunities

The development opportunities in the Wright and Alcaniz area include the Grand Hotel and historic depot building, the parking lots surrounding the Pensacola Bay Center, and the blocks south of E. Chase Street (Technology Park blocks).

The Grand Hotel and Depot Building sit vacant on the site between Wright Street and Gregory Street. If it is economically feasible, the Grand Hotel may be renovated. Parking could be structured in the center of the block, allowing for additional new development facing No. 8th Avenue. Added hotel rooms would benefit visitors to the Urban Core and the Pensacola Bay Center.

If the hotel cannot be feasibly renovated, it may be selectively demolished, preserving the depot station. In the future, if passenger rail service can be extended to Florida, the depot should serve as the Downtown Pensacola Amtrak station.

The surface parking lots of the Bay Center should be developed into active uses, fronting Alcaniz Street and N 9th Avenue. Surface parking should be relocated into structured garages to accommodate development.

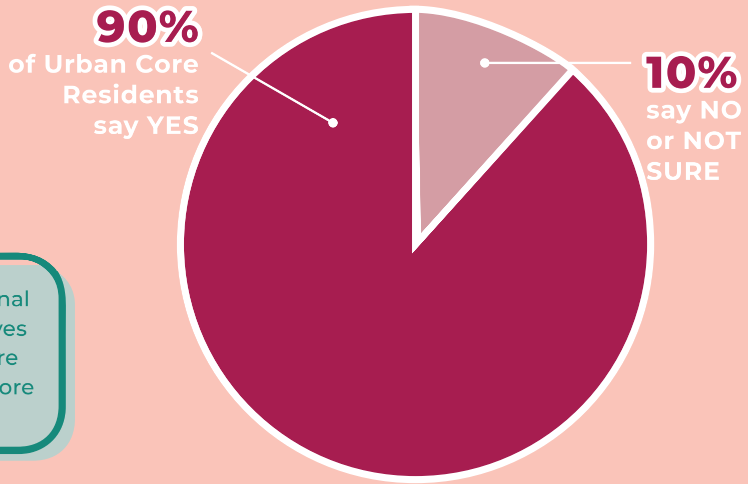
GRAND HOTEL

"Restoring the depot is important"

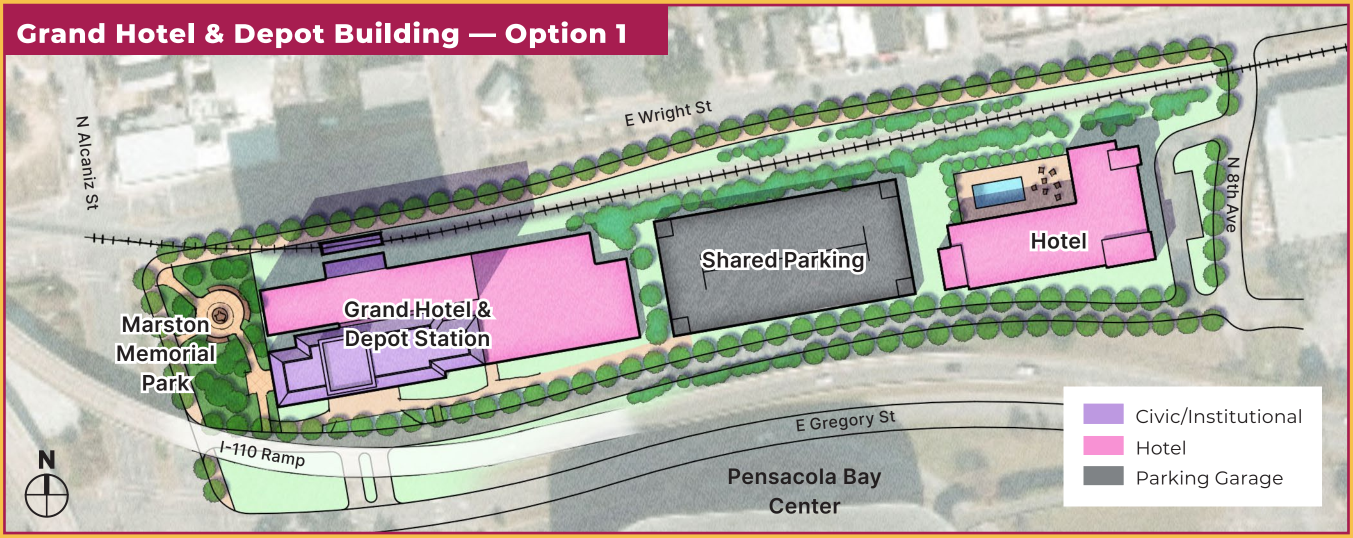
"The Grand Hotel is an icon of Pensacola"

"Keeping its original grandeur preserves some history here which makes it more interesting"

Do you think the redevelopment of the Grand Hotel and Depot Building will benefit the Urban Core CRA District?

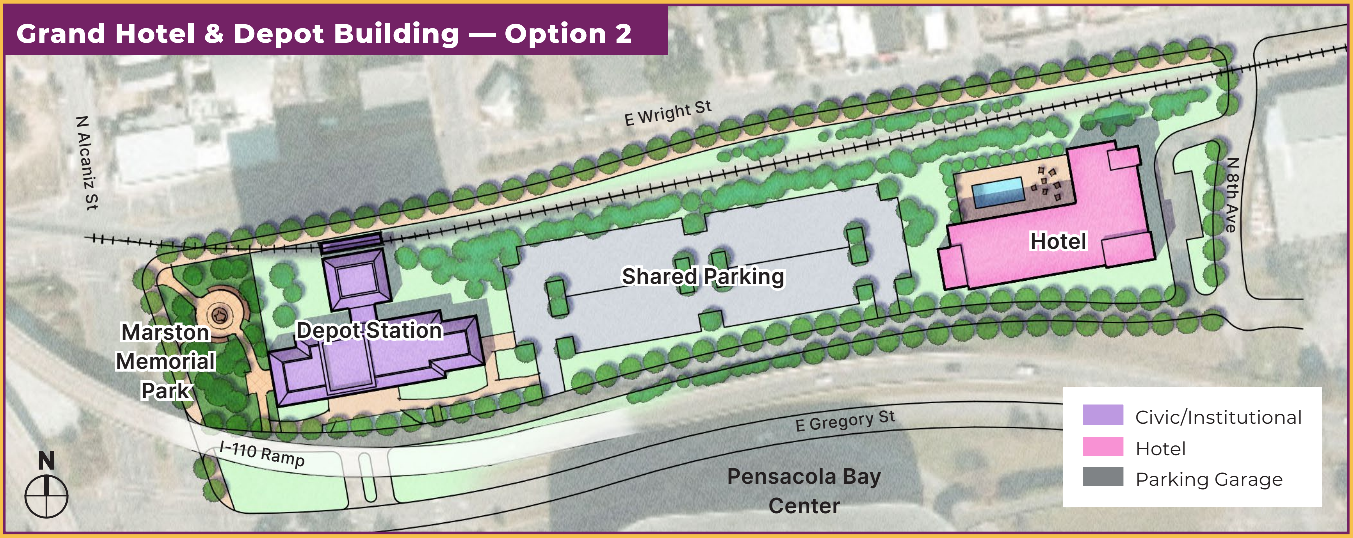


*For full survey results, see Appendix



Grand Hotel & Depot Building — Option 1

E Wright St
N Alcaniz St
N 8th Ave
Shared Parking
Hotel
Grand Hotel &
Depot Station
Marston
Memorial
Park
E Gregory St
I-110 Ramp
Pensacola Bay
Center
N
🟪 Civic/Institutional
🟪 Hotel
⬛ Parking Garage



Grand Hotel & Depot Building — Option 2

E Wright St
N Alcaniz St
N 8th Ave
Hotel
Shared Parking
Depot Station
Marston
Memorial
Park
E Gregory St
I-110 Ramp
Pensacola Bay
Center
N
🟪 Civic/Institutional
🟪 Hotel
⬛ Parking Garage

www.pensacolabaycenter.com

4. Improvements to Wright, Alcaniz, and Gregory Streets

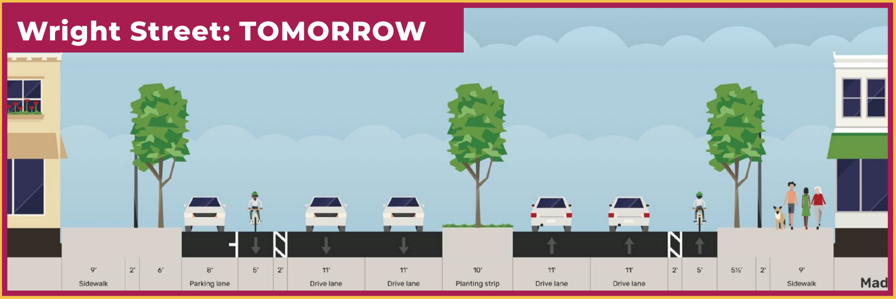
Wright and Alcaniz Streets are located near and beneath Interstate 110. At the intersection of the two streets, the railroad crosses and continues eastward along Wright Streets. With the interstate, the railroad, Gregory Street, Chase Street, and the Pensacola Bay Center all near or intersecting these two streets, pedestrian connectivity, comfortability, and safety are a concern. Traffic congestion is especially prevalent during events at the Pensacola Bay Center. Additionally, creating a safe and welcoming gateway into downtown should be a priority for the Urban Core.

Improvements to all three streets will need to coincide with the long-term redevelopment of the corridor in order to change the character of the street. The improvements recommended here are an interim step as further analysis is needed to understand the impact of removing all parking and relocation of that parking in other areas or in garages near the area.

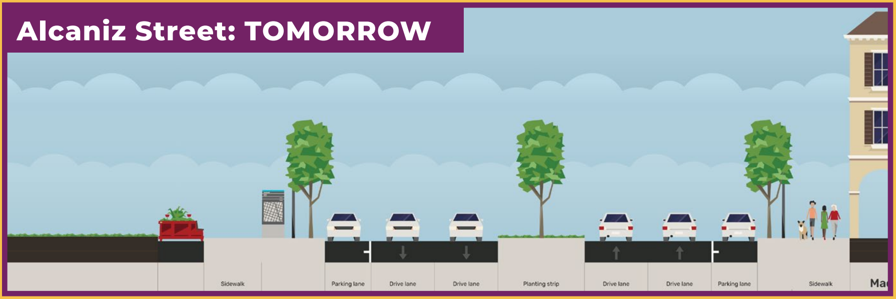
Wright Street improvements should include:

- Reduction in travel lane to allow for parking or bike lanes and additional landscape;
- Wider pedestrian zones in both directions that may provide streetscape opportunities and other amenities for pedestrians;
- Conversion of select designated parking spaces to allow for landscaping and beautification of segment between N Palafox Street and N Tarragona Street;
- Intersection reconstruction and realignment at N Palafox Street and at N Alcaniz Street;
- New and enhanced crosswalks to improve safety and connectivity.

Wright Street: TODAY


Wright Street: TOMORROW

Alcaniz Street: TODAY


Alcaniz Street: TOMORROW

North Alcaniz Street improvements should include:

- Two travel lanes in each direction;
- On-street parking on both sides;
- A vegetated median;
- A shared use path;
- Midblock crossings .

The intersection at East Wright and North Alcaniz Street should be reconstructed to repurpose traffic lanes and create pedestrian plazas.

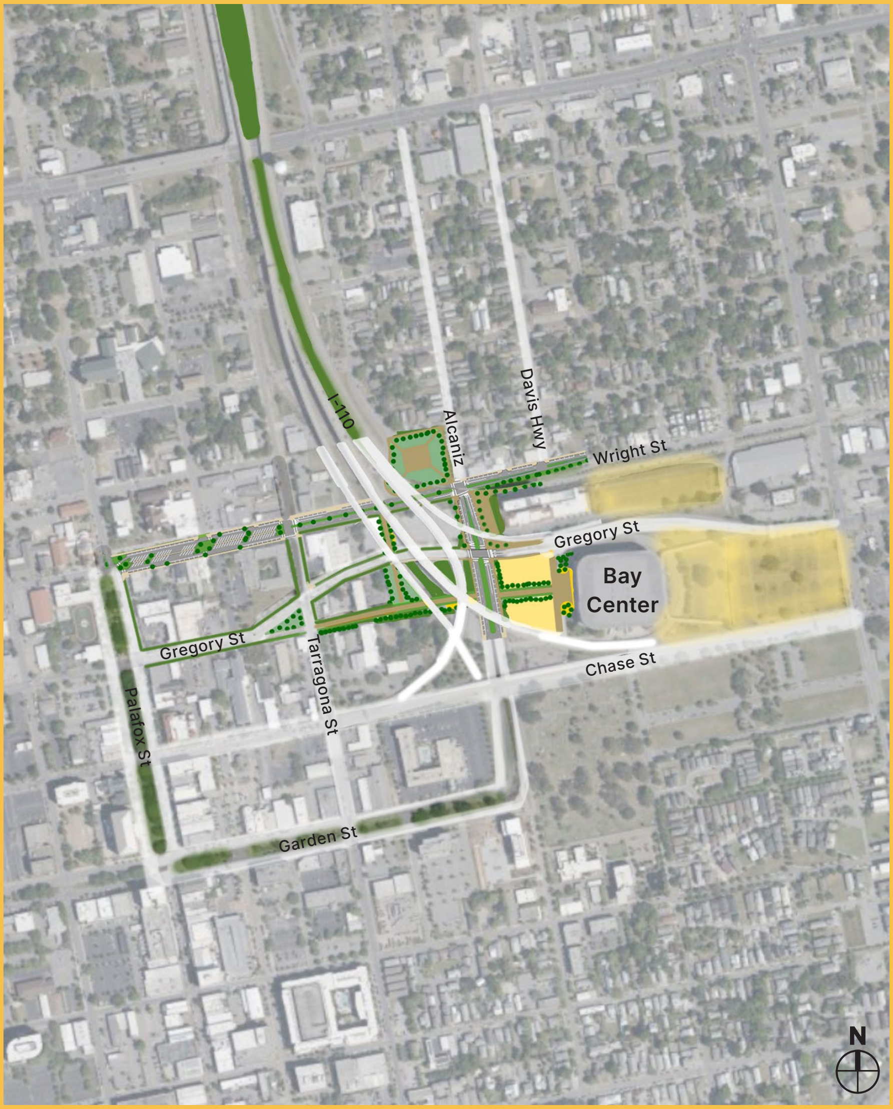
Gregory Street heading east from Palafox Street should be designed as a dead-end street called Gregory Square. This small street should be reimagined as a shared use and pedestrian only street that reconnects the grid of downtown to the Bay Center district. Transformation of this small segment also unlocks opportunity to redevelop surface lots between Wright Street and Gregory Street and provide easy pedestrian access to a gateway opportunity for Hollice T. Williams Park along Wright Street.

5. New Pedestrian Connections

While the highway ramps disconnect vehicular connectivity, there are opportunities to reconnect pedestrian and bicycle connections east-west and north-south. A pedestrian only connector can be built between North Alcaniz Street and Gregory Square that reestablishes the grid connecting the Civic Center to downtown. The existing dead-end street Gregory Square would act as a shared street for cars, pedestrians, and bicyclists.

6. Future Studies of Gregory and Chase Streets

Following the holistic exploration of the development potential and street improvements in the immediate Wright and Alcaniz area, the next step should be to fund a study looking at the one-way pair of Gregory and Chase streets. Fast-moving traffic disconnects the neighborhoods to the north from the waterfront. The car-centric design of these streets has led to generic development. Street improvements could create a more interesting gateway into the City from the beach.



RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Update the boundaries of the Gateway District to include the area around the Wright and Alcaniz area; rezone to allow for higher densities

ECONOMIC DEVELOPMENT

- Employ the CPIP for the Depot building and adjacent buildings on Wright Street
- Incentivize technology employers to develop at the Technology Park, around E Salamanca Street
- Renovate the Grand Hotel or demolish and redevelop the site with a new hotel

NEIGHBORHOOD DEVELOPMENT

- Develop along Alcaniz Street
- Develop unique identity and branding for a design district along Wright Street and the railroad that encourages adaptive reuse of historic warehouse buildings

TRANSPORTATION, STREETS, AND PARKING

- Remove the I-110 ramp behind the Civic Center
- Make improvements to Wright and Alcaniz Street to improve the comfort, safety, and walkability of this area
- Build a pedestrian-only connector between N Alcaniz Street and Gregory Square to re-establish connectivity to Downtown
- Build a shared street from Gregory Square to N Tarragona Street
- Reconstruct the intersection at E Wright Street and N Alcaniz Street to repurpose traffic lanes and create a pedestrian plaza
- Attract Amtrak to Pensacola and reuse the Depot building as the future station

"New investments should help existing residents stay in their homes and create new affordable housing"

SPECIAL DEMONSTRATION PROJECT

HOLLICE T. WILLIAMS PARK AND EQUITABLE DEVELOPMENT PLANS

About the Special Demonstration Project

Located along the northern edge of the Urban Core CRA District, Hollice T. Williams Park is an important community anchor. The park was created on the land remaining under and around the I-110 overpass. In the 1970s, this highway was cut through a thriving Black and African American neighborhood, uprooting and displacing long-standing homes, churches, businesses, and residents.

The communities surrounding the park have been exploring enhancements for years, with previous planning efforts taking place in 2004, 2010–2014, and 2021. In 2023, the City applied for and received a $25 million CDBG-DR grant and a $5 million NRDA grant to fund the first phase of park improvements, including stormwater upgrades. Additionally, the City applied for and received a $1.2 million TA grant to fund a multi-use trail. In the same year, Mayor Reeves committed to developing an Equitable Development Framework Plan to guide the development of the park and within a 1/2-mile radius of the park. The Equitable Development Plan planning process began in the summer of 2024, with the plan adopted by City Council in November 2024.

Community Feedback

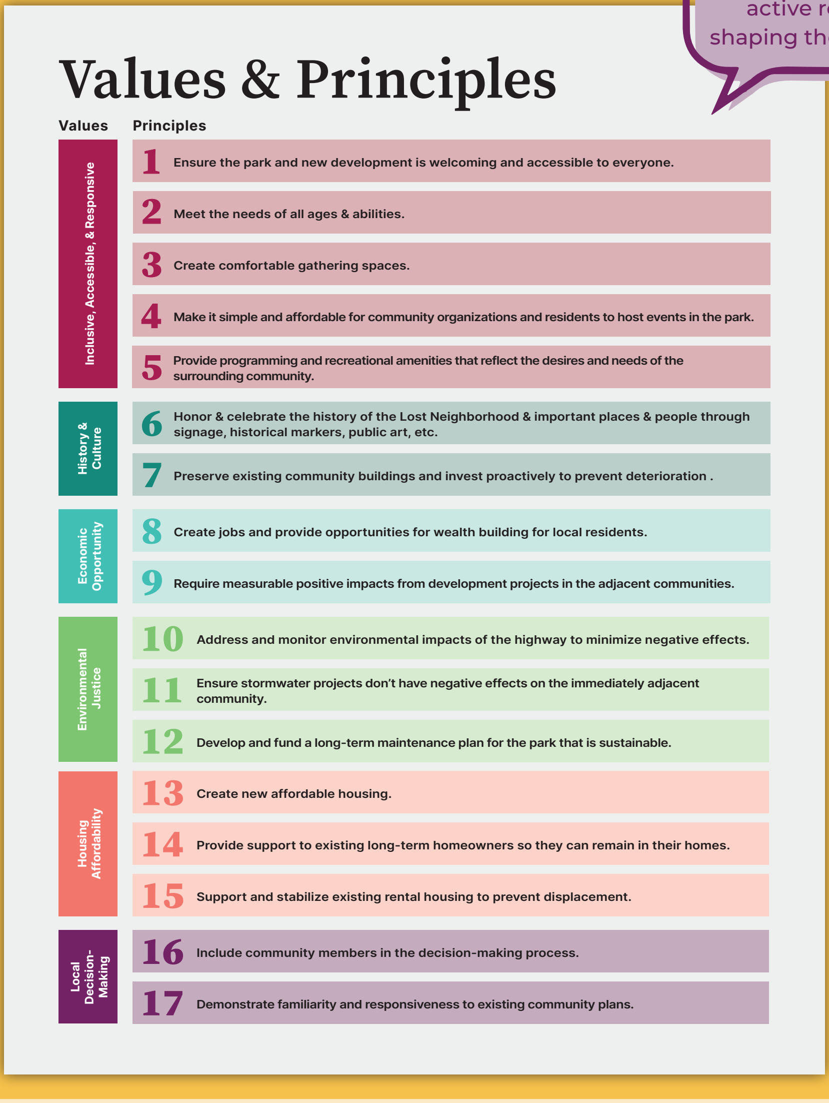
The 335 responses gathered from a Community Equity Survey were used to inform the Equitable Development Values and Principles. Results from this survey as well as conversations with key stakeholders, such as the Friends of Hollice T. Williams Park group and nearby neighborhood associations, helped to establish the following top ten priorities:

- Be welcoming and safe to everyone;
- Meet the needs of all ages and abilities;
- Include community members in the decision-making process;
- Create comfortable gathering spaces;
- Create jobs for local residents;
- Address and prevent flooding;
- Provide programming for children and adults;
- Celebrate local history and culture;
- Create affordable housing;
- Allow community members to help guide, program, and manage park use.

Implementation & Next Steps

The Equitable Development Framework Plan defined the high-level values and principles that should guide the design of the Hollice T. Williams Stormwater Park and the development of public and private projects within a 1/2-mile radius of the park.

As per this plan, the next steps should include the commission of a more detailed set of recommendations, supported by a consensus negotiation process that involves elected and appointed officials, community leaders, and other key stakeholders. A Step 2 document should outline the policies that the City is committed to putting in place to ensure the negative impacts (like increasing rents and home prices) are minimized and development is inclusive to everyone, especially long-time residents and businesses.



Values & Principles

Values		Principles
Inclusive, Accessible, & Responsive	1	Ensure the park and new development is welcoming and accessible to everyone.
	2	Meet the needs of all ages & abilities.
	3	Create comfortable gathering spaces.
	4	Make it simple and affordable for community organizations and residents to host events in the park.
	5	Provide programming and recreational amenities that reflect the desires and needs of the surrounding community.
History & Culture	6	Honor & celebrate the history of the Lost Neighborhood & important places & people through signage, historical markers, public art, etc.
	7	Preserve existing community buildings and invest proactively to prevent deterioration .
Economic Opportunity	8	Create jobs and provide opportunities for wealth building for local residents.
	9	Require measurable positive impacts from development projects in the adjacent communities.
Environmental Justice	10	Address and monitor environmental impacts of the highway to minimize negative effects.
	11	Ensure stormwater projects don't have negative effects on the immediately adjacent community.
	12	Develop and fund a long-term maintenance plan for the park that is sustainable.
Housing Affordability	13	Create new affordable housing.
	14	Provide support to existing long-term homeowners so they can remain in their homes.
	15	Support and stabilize existing rental housing to prevent displacement.
Local Decision-Making	16	Include community members in the decision-making process.
	17	Demonstrate familiarity and responsiveness to existing community plans.

"The community should have an active role in shaping the future"

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Rezone to protect residential character
- Identify zoning incompatibilities with the current zoning classification and the intended use of the neighborhood, in particular within 1/2 mile of Hollice T. Williams Park, which development pressure is likely to impact

ECONOMIC DEVELOPMENT

- Support the development of small neighborhood-scale retail nodes through construction or conversion of houses near higher visibility traffic corridors and near Hollice T. Williams Park
- Ensure that neighborhood organizations and residents are aware of job and business opportunities that arise from investment coming into the neighborhood around Hollice T. Williams Park

NEIGHBORHOOD DEVELOPMENT

- Work with Escambia County to execute joint projects, such as streetscape improvements or design guidelines, and coordinate with ongoing plans
- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding
- Advocate for innovative programs and support best practices to curb petty and violent crime through community policing initiatives

TRANSPORTATION, STREETS, AND PARKING

- Explore curb management plans and develop revised parking requirements for infill projects
- Promote low-impact design standards in parking design standards to provide stormwater mitigation where necessary
- Prioritize key intersections for pedestrian and bicycling infrastructure safety improvements

OPEN SPACE AND COMMUNITY AMENITIES

- Prioritize tree canopy along streets to provide shade and make the Urban Core CRA District more walkable
- Design Hollice T. Williams Park as a destination park that celebrates the unique history and culture of the surrounding neighborhoods and honors past harm done by the construction of I-110
- Require art and placemaking enhancements that celebrate the history of the culture of the neighborhood in new developments
- Recommend that the City address stormwater and drainage issues along streets and in the park

LAND USE, ZONING, AND SPECIAL DISTRICTS

The Land Use, Zoning, and Special Districts category includes recommendations that entail adoption of policies or development of guidelines, standards, or tools. These recommendations form the regulatory framework to allow the other recommendations and projects to take place. Examples of recommendations in the Land Use, Zoning, and Special Districts category include:

- Design and Form Standards;
- Design Review Processes;
- Recommendations to explore changes to zoning districts, minimum lot sizes, density, and land use adjacencies in the City's Land Development Code (LDC);
- Updates to special or aesthetic review districts, including the CRA Urban Design Overlay District (CRAUDOD).

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Land Use, Zoning, and Special Districts policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

RECOMMENDATIONS

1. Design and Form Standards for CRA-Funded Projects

Develop a single set of design and form standards and a design review process for any projects in the CRA Districts receiving CRA funding. The Form and Design standards can be opt-in from a regulatory standpoint, and participation in the design review process should be a condition for any projects receiving CRA funding. In addition to the topics already covered in the Urban Design Overlay, these expanded standards should also address the design of renovation projects and the appropriateness of architectural character. This tool should ensure that CRA investment in neighborhoods doesn't compromise or detract from historic character.

2. Adjacent Use Considerations

- Explore the compatibility of adjacent uses in more detail through the Neighborhood Plan process.
- Consider additional strategies to minimize impacts of commercial areas on residential neighborhoods.

3. Upzoning for Higher Density Housing and Mixed-Use

- Explore opportunities to upzone for higher density housing and mixed-use, in particular along higher visibility corridors.
- Balance the recommendations for upzoning for higher density housing and the protection of residential character.

4. Minimum Lot Sizes

- Work with the Planning and Zoning Department to conduct a survey of lot sizes and development trends in the district to determine where conflicts are occurring.
- Update the LDC and Comprehensive Plan accordingly.

5. Adaptive Reuse

Neighborhood-serving commercial is a desirable complementary use within residential neighborhoods. The scale, design, and servicing of these non-residential uses must be carefully designed to reduce any negative impacts on neighborhoods. Both commercial and residential buildings can be adaptively reused to house neighborhood offices, small-scale retail specialty shops, and other similar uses. These projects may not be allowed under current zoning regulations. CRA funding should support projects of this nature in areas supported by the community, in particular along commercial corridors or in historic commercial nodes (such as DeVilliers and Wright Streets).

CREEK PARLOR

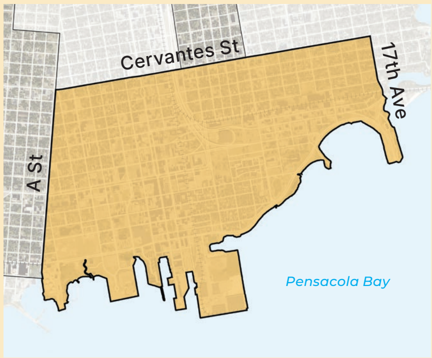
Examples of neighborhood-scale adaptive reuse

OVERVIEW OF REGULATORY AND NON-REGULATORY STANDARDS

ADDITIONAL DESIGN & FORM STANDARDS FOR CRA-FUNDED PROJECTS

Write and adopt design standards for CRA-funded projects that would further improve urban form.

- Include guidelines for preserving architectural character (scale, composition, etc.)
- Because these standards would not be adopted as part of the Land Development Code, they could be updated iteratively to respond to project needs
- Administer through the CRA's internal plan review & work with owners and developers



Map of the Urban Core CRA District

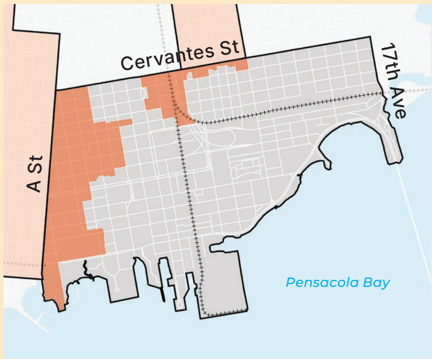
URBAN DESIGN OVERLAY DISTRICT (CRAUDOD)

What it Currently Covers

- New construction only
- Maximum building height
- Minimum floor-to-floor heights
- Roof pitches
- Frontages percentages, facade types, and entrance locations
- Facade composition standards
- Location and screening of service and mechanical equipment
- Setbacks (in particular ensuring they respond to their context)
- Lot width & coverage
- Parking

Additions to the CRAUDOD that Would Further Improve Urban Form:

- Expand the CRAUDO to apply to renovations
- Address architectural character, scale, and composition
- Address the location of parking



Map of the Urban Design Overlay District in the Urban Core

OTHER SPECIAL DISTRICTS

Historic Preservation Land Use District

- 🟪 Pensacola Historic District
- 🟩 North Hill Preservation District
- 🟦 Old East Hill Preservation District

Redevelopment Land Use District

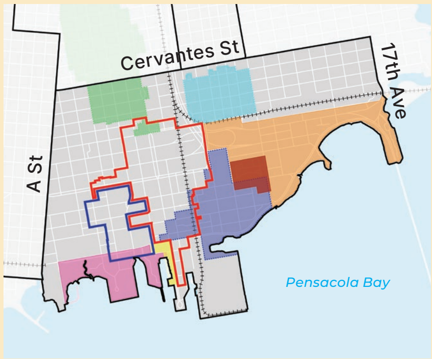
- 🟥 Waterfront Redevelopment District
- 🟧 Gateway Redevelopment District
- 🟫 Aragon Court
- 🟨 South Palafox Business District

Special Aesthetic Review Districts

- ☐ Palafox Historic Business District
- ☐ Governmental Center District

Additions That Would Help Further Improve Urban Form:

- Review of all existing regulatory districts & overlaps (boundaries, requirements, and how they work together)
- Ensure urban form is included in all special districts
- Address architectural character & scale, where it's not addressed



Map of the Other Special Districts in the Urban Core

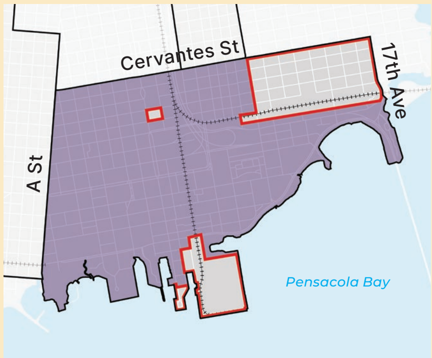
AREAS NOT COVERED BY ANY SPECIAL OR AESTHETIC REVIEW DISTRICT

For Projects funded by CRA

See Additional Design & Form Standards for CRA-Funded Projects above

For Projects NOT funded by CRA

To ensure urban form and architectural scale and character are addressed in these areas, consider adding these areas to the CRAUDOD



Map of areas (red outline) in the Urban Core not covered by any special or aesthetic review district

6. Protect Residential Character

In areas that are primarily residential, support the preservation and protection of residential character.

7. Update the CRA Urban Design Overlay District (CRAUDOD)

- Expand the CRAUDOD to apply to renovations, building in regulations that renovations and rehabilitation projects do not worsen non-conformities with the Urban Design Overlay.
- Add standards to address architectural character, scale, composition, and the location of parking.
- For areas not currently covered by any special or aesthetic review district, expand the CRAUDOD to include.

8. Review Other Special Districts

Review all existing regulatory districts (their boundaries, requirements, and how those work together). Update to ensure that urban form is included in all special districts. Address architectural character and scale, where it's not already addressed.

Peterbrooke CHOCOLATIER

SPECIAL DISTRICTS & UDOD

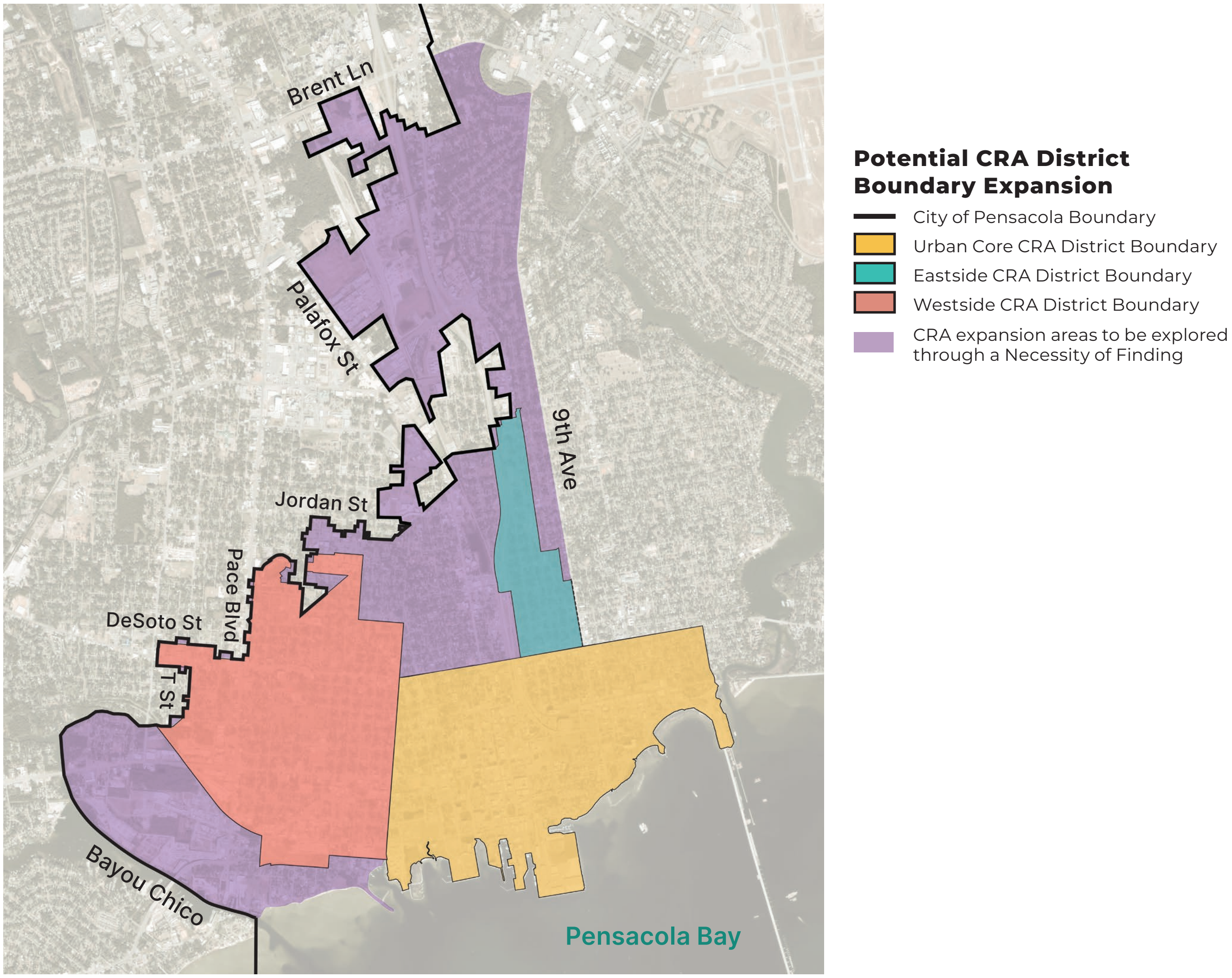
Where guidance and standards are provided on architectural scale, options should be provided to allow flexibility to meet the intent of the standards through comparable or similar design strategies and materials. The focus should be on building and parking siting, simple massing, appropriate scale, facade composition, and other strategies that improve design without adding cost.

LEARNING FROM LOCALS: ARAGON NEIGHBORHOOD

Referencing the standards and/or character of high-quality local neighborhoods is a great way to ensure that new developments are built to similar standards and fit into the character of existing neighborhoods.

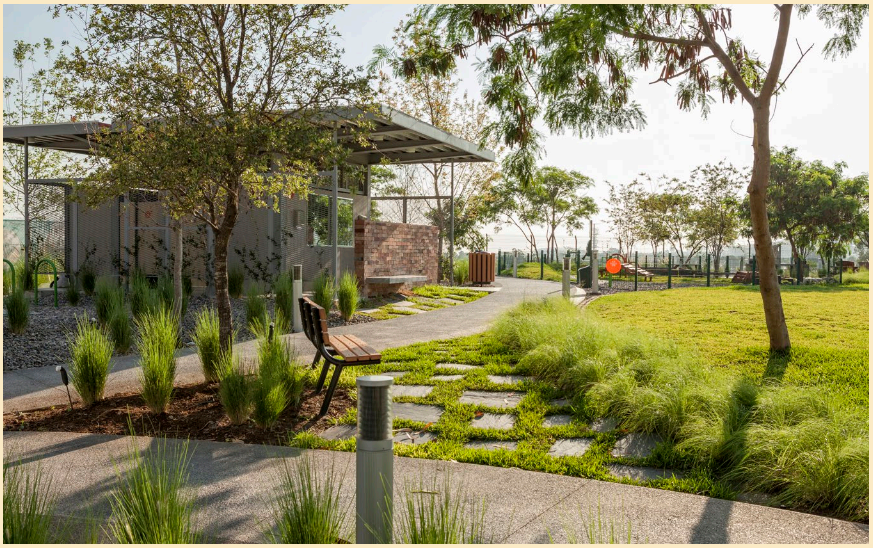
Aragon broke ground in 1999 modeled after New Urbanist and traditional neighborhood patterns. These patterns include designing building fronts to cater to the pedestrian scale, clustering buildings around public open spaces and trails, ensuring walkability and bikeability with rich mixes of uses, screening parking and back-of-house servicing areas from the public rights-of-way, and more.

The quality of new developments should be comparable to the Aragon neighborhood. The Aragon Design Code contains architectural standards and planning principles that may be a guide for other developments.

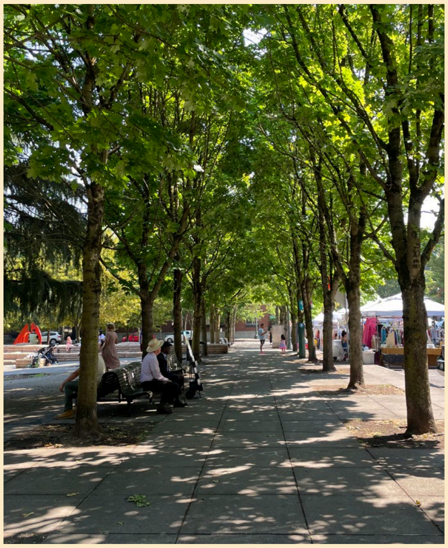

Potential CRA District Boundary Expansion
City of Pensacola Boundary
Urban Core CRA District Boundary
Eastside CRA District Boundary
Westside CRA District Boundary
CRA expansion areas to be explored through a Necessity of Finding
Brent Ln
Palafox St
9th Ave
Jordan St
Pace Blvd
DeSoto St
T St
Bayou Chico
Pensacola Bay

9. CRA Boundary Expansion

The CRA should conduct a Necessity of Finding to justify the potential boundary expansions of the Urban Core in relation to the potential expansions of the Eastside and Westside CRA Districts, as an extended boundary would capture more land and generate more TIF revenue, which could be reinvested back into the district. The CRA should engage the community in the process to determine which areas should be expanded and into which CRA District they should fall, depending on compliance with the statute, demographic analysis, and community-identified priority areas. The boundary shown is a prospective boundary that may be modified with further data analysis and community input.



MiguelMalo



Aleksandr Vorobev

Fly View Productions

DESIGNING FOR SAFETY AND COMFORT

In Public Square, the journal for the Congress of New Urbanism, Robert Steuteville writes about necessary elements to create spaces that feel safe and comfortable. Quoting noted architect and urban designer Ray Gindroz, Steuteville outlines the following seven qualities:

HUMAN PRESENCE

People in a public space must feel the presence of other people in the space and in the buildings surrounding the space. The sense that we are not alone and are being observed helps us to behave properly and feel safe. Windows are symbols of that presence, whether people are behind them or not. Mixed-use buildings help promote 24-hour presence.

CONGENIALITY

The dimensions and scale of the space should encourage comfortable interactions among people.

HUMANE PROTECTION

Mechanical devices such as cameras and gates should be invisible. Where possible, police presence should be personal, on foot or bicycle, so police officers can interact with others.

VISIBILITY, LIGHT, AND OPENNESS

Open views that enable us to see other people and to be seen—by people driving by, as well as by others in the space—provide natural supervision. Light should ensure nighttime visibility.

ORDER

Coherent landscapes, streetscapes, and signs in both the public rights-of-way and bordering properties make a clear statement that a space is well-managed and safe.

CONNECTIONS

Spaces must be perceived as part of an interconnected network of streets and public open space, so we feel we have access to others who make the space safe.

LEGIBILITY

The clarity with which each space connects to the rest of the city helps us understand the form of the city and keeps us from feeling lost.

ECONOMIC DEVELOPMENT

The Economic Development category includes recommendations that would bring commercial and mixed-uses to the districts, add jobs, and build support for businesses. Examples of recommendations in the Economic Development category include:

- Mixed-use and commercial infill development;
- Incubators and employment uses;
- Building strategic partnerships;
- Commercial property improvement programs;
- Partnering to support small businesses and workforce development.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Economic Development policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

Mikael Blomkvist

Alvarez

RECOMMENDATIONS

1. Neighborhood Commercial Nodes

- Support the development of small neighborhood-scale retail nodes through the construction of single-story retail buildings or the conversion of houses into small-scale restaurants and shops. Neighborhood commercial should be located along higher visibility/traffic corridors, or at nodes that have historically had commercial uses. Some of these areas include Old East Hill, East Garden, Belmont-DeVilliers, and the intersection of Wright Street and Alcaniz Street.
- Prioritize these nodes for the Commercial Property Improvement Program (CPIP).
- Ensure neighborhood nodes are not zones for multi-story or vertical mixed-use buildings that would disrupt the scale and character of the neighborhood.
- Explore potential incentives to attract potential development of commercial nodes or other active uses; potentially partner with Pensacola Escambia Development Commission (PEDC).

2. Main Street Program

- Designate areas in the Urban Core for the Main Street Program, including Cervantes Street, Barrancas Avenue, Garden Street, Belmont Street, and DeVilliers Street. Downtown streets should also be explored for Main Street designations, in partnership with the Downtown Improvement Board (DIB).
- Match these designations with traffic calming and investments in making the streets more walkable, safe, and comfortable for pedestrians.

3. Relationship with Escambia County School District

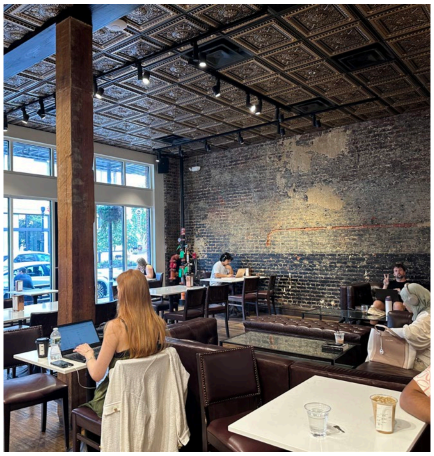
- Continue to build a relationship between the Escambia County School District and the CRA.
- Provide constructive input into planning for future school sites.

4. Strategic Development Support and Incentives

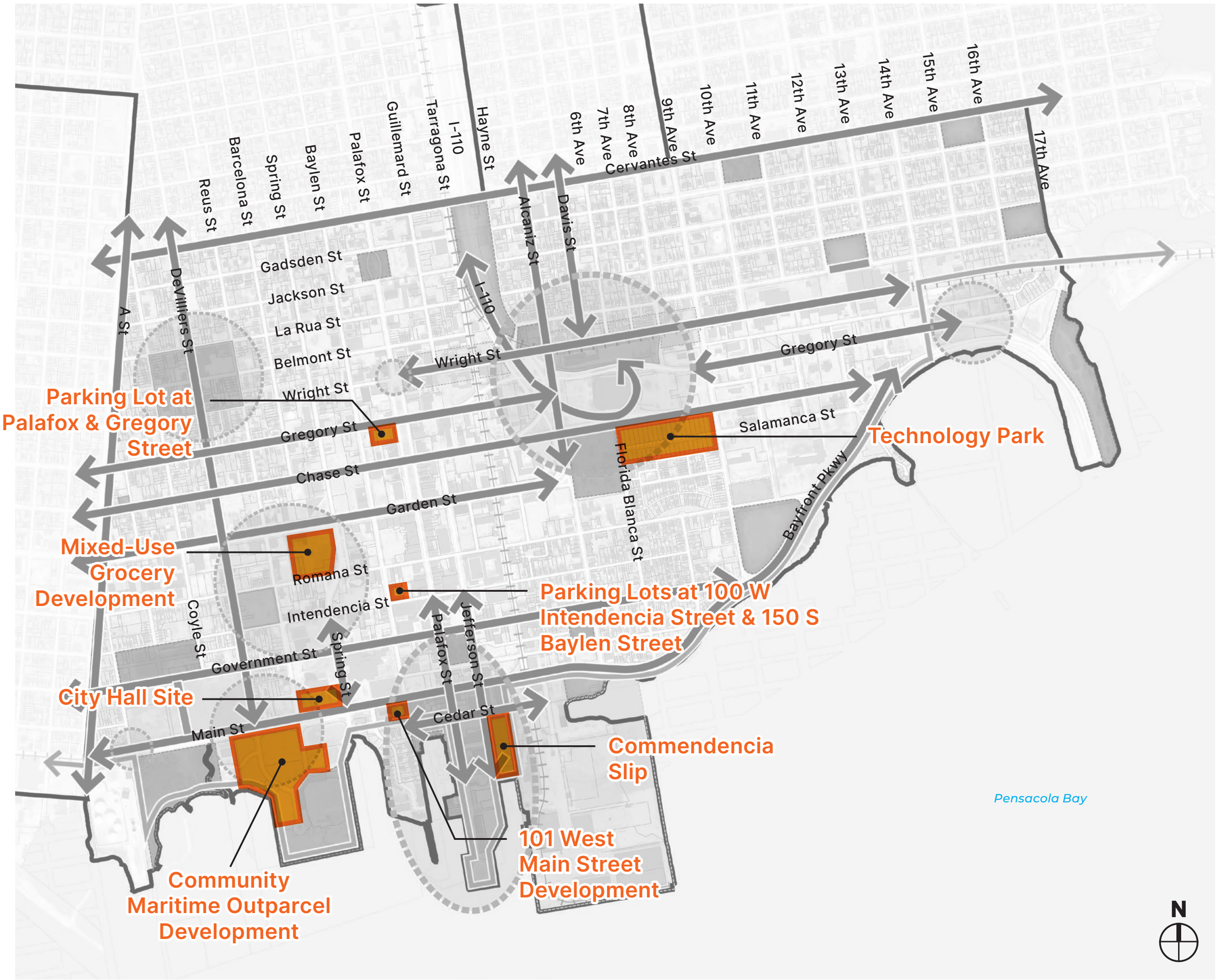
- Motivate private investments where the return on investment is currently too low relative to competition from other regions. Consider a broad array of incentive tools - in addition to fiscal tools, consider zoning policies, land contribution, and permitting and regulatory relief as part of the toolkit.
- Tie the applicants' qualifying criteria to Key Performance Indicators (KPIs) aligned with key policy goals and the City's Strategic Plan.
- Conduct cost-benefit analysis to determine the programs' fiscal impact.
- Consider a phased approach to test the programs in specific high-priority areas before expanding their application.
- Consider combining guidance on community benefits agreement with incentive design to ensure fairness and preempt gentrification concerns.
- Leverage state and federal programs to maximize the impact of local programs.

J.W. Renfroe
PECAN COMPANY
SALE
SANSABA PRESERVES
IS
50% OFF

Local business



Downtown cafe in a renovated historical building


Parking Lot at Palafox & Gregory Street
Mixed-Use Grocery Development
City Hall Site
Community Maritime Outparcel Development
Parking Lots at 100 W Intendencia Street & 150 S Baylen Street
Technology Park
Commendencia Slip
101 West Main Street Development
Pensacola Bay
N
Reus St
Barcelona St
Spring St
Baylen St
Palafox St
Guillemard St
Tarragona St
I-110
Hayne St
Alcaniz St
Davis St
6th Ave
7th Ave
8th Ave
9th Ave
10th Ave
11th Ave
12th Ave
13th Ave
14th Ave
15th Ave
16th Ave
17th Ave
Cervantes St
Gadsden St
Jackson St
La Rua St
Belmont St
Wright St
Gregory St
Chase St
Garden St
Romana St
Intendencia St
Government St
Main St
Cedar St
Salamanca St
Florida Blanca St
Bayfront Pkwy
A St
DeVilliers St
Coyle St
Jefferson St

5. 101 West Main Street Development

- Develop as multifamily, mixed-use, and/or hospitality.
- Explore partnerships to utilize excess capacity in the existing parking garage to reduce costs and incentivize development.
- Encourage the development of a rooftop bar/restaurant or gathering space amenity that would be accessible to the public to activate the Cedar Street retail environment.

6. City Hall Site

- If surface parking can be replaced in structures, develop mixed-use frontage along Main Street.
- If City Hall relocates in the future, redevelop this site to prioritize mixed-use frontage along Main and Spring streets, shaded public space, walkability, and screening of the Courthouse.
- If current or future base flood elevations make ground floor mixed-use challenging, prioritize funding for dry floodproofing along the most important frontages (Main and Spring Streets).

7. Technology Park

Building on the infrastructure investment that the City already made along E Salamanca Street, continue to incentivize technology and employment users to develop in the designated Technology Park south of the Civic Center.

8. Commendencia Slip

- Develop public parking garage(s) on the lots north of Commendencia Street.
- Prioritize mixed-use frontage with restaurants and retail along E Cedar Street.

9. Parking Lot at Palafox & Gregory Street

- Later in the 20-year period, when the market evolves to support mixed uses and following the expiration of parking agreements at this location, develop the site with 1- to 2-story retail or mixed-use facing Palafox Street and active frontage wrapping the corner onto Gregory Street.
- Locate parking in the rear of buildings.
- Design buildings with pedestrian-scale building elements to activate and extend the Palafox Street experience (outdoor dining terraces, galleries and arcades, awnings, and planted areas for shade and cooling).

10. Parking Lots at 100 W Intendencia Street & 150 S Baylen Street

Develop the parking lots with the highest and best use for the site, prioritizing street frontage and active ground floor uses.

11. Mixed-Use Grocery Development

Develop a grocery store and associated mixed-use development on the vacant site along Garden and Spring Streets.

12. Community Maritime Outparcel Development

- Develop outparcels in accordance with the West Main Master Plan.
- Pursue a mix of uses, including multifamily residential with associated amenities, ground floor retail, and hospitality.
- If current or future base flood elevations make ground floor mixed-use challenging, prioritize funding for dry floodproofing facing Main Street.

Existing parking lot at the Commendencia Slip site

NEIGHBORHOOD DEVELOPMENT

The Neighborhood Development category includes recommendations that would build neighborhood organization capacity, preserve cultural landmarks and historic buildings, and create branded destinations. Examples of recommendations in the Neighborhood Development category include:

- Neighborhood identity and wayfinding;
- Neighborhood capacity building;
- Corridor development;
- Development of entertainment destinations;
- Community policing strategies.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

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MISSISSIPPI
BLUES
COMMISSION
PENSACOLA BLUES
Pensacola, an important early center of blues, ragtime, vaudeville and jazz activity, developed into a regional cornerstone of the "chitlin' circuit" in later years. Touring blues, jazz and rhythm & blues acts, and local bands found a welcome base here for many decades in the Belmont-DeVilliers neighborhood, an African-American business and entertainment district. Mississippi-born performers such as B.B. King, Junior Parker and Sam Cooke contributed to the vibrant nightlife in the neighborhood's theaters and clubs.

The historic Belmont-DeVilliers neighborhood

RECOMMENDATIONS

1. Neighborhood Capacity Building

- Secure grants to support and help neighborhood organizations build capacity.
- Identify resources that neighborhood organizations can connect to (such as non-profit development courses at Pensacola State College, Neighborworks, etc.).

2. Develop Neighborhood-Specific Plans

Fund and support the development of neighborhood plans that define projects and activities that are most important to the neighborhood. The CRA and City should define the topics appropriate for neighborhood plans (such as increases in density, locations for mixed-use, lot sizes, and considerations about adjacent uses). The City and CRA should also help to identify implementation activities that would be the responsibility of the neighborhood and those that would be led by the City, CRA, or partner organizations.

3. Neighborhood Identity & Wayfinding

- Fund efforts to support neighborhoods in developing unique identity, branding, and wayfinding for individual neighborhoods, areas of cultural significance, and special districts. These efforts can be used to reinforce sense of place and distinguish neighborhoods and special districts from one another.
- Fund the installation of branded neighborhood gateway signs, banners, and other placemaking elements.
- Rather than marking and defining the edges of CRA districts, placemaking signage should be used to indicate centers and places people gravitate toward. Identity signage should focus on:
  - Downtown and Palafox Historic Business District;
  - Gateway District around the Civic Center and adaptive reuse on Wright Street;
  - Seville Square and the Pensacola Historic District;
  - Old East Hill, East Hill, and North Hill neighborhoods;
  - Belmont-DeVilliers;
  - Main Street corridor;
  - East Gateway at Gregory & 17th Street (to encourage people coming from the beach to visit downtown).

Local coffee shop

GENERATION CHURCH
SUNDAYS 9&1030AM
GENERATIONPENSACOLA.COM
THE REX CAFE
OPEN MON-SAT
THEREXCAFE.C
The historic REX Theater

4. Revitalize Cultural Landmarks & Historic Buildings

Offer incentives and support projects that preserve and celebrate cultural destinations and preserve historic buildings, like the Depot Station. Look for viable uses to adaptively reuse important buildings in the neighborhood.

5. Arts Districts

- Partner to promote the Arts District (Saenger Theater, Wentworth State Museum, Pensacola Museum of Art, Pensacola Museum of History).
- If brick-and-mortar projects are identified that would reinforce the arts district, the CRA could evaluate these projects for funding.

6. Address Compatibility of Adjacent Uses in the Tanyard Neighborhood

All of the land in the Tanyard Neighborhood within the Urban Core CRA is zoned commercial. However, there are still existing residential homes and neighborhoods in these areas. The intent is that future development integrate with the existing residential character and scale, rather than trend toward large-scale commercial or industrial uses. Developments should incorporate appropriate transitions to adjacent residential uses.

7. Port of Pensacola

- Follow the principles in the Portside Pensacola Vision Plan & Reinvestment Strategy.
- Continue to work closely with the City and Port to minimize the impact of the designated Port trucking routes. Trucking routes and loading areas should not impede walkability or the connectivity between neighborhoods and the waterfront.

8. Downtown Pensacola and Governmental Center Districts

- Fund efforts to develop identity and branding for these special districts in collaboration with the Downtown Improvement Board (DIB).

9. Community Safety

Fund programs that enhance community safety in the CRA District, reducing minor and violent crimes. Making places feel safe will encourage further investment and new residents moving into the district.

Community policing strategies may include:

- Funding increased patrols in the CRA District;
- Working with the police department to employ community policing best practices (bicycle patrols, community outreach events, etc.);
- Funding violence prevention programs, such as park or community ambassadors or outreach team members.

10. Partnership with Escambia County

Work with Escambia County to execute joint projects, such as streetscape improvements or design guidelines, and coordinate with ongoing plans.

PEARL STREET

LEARNING FROM GREAT PLACEMAKING EXAMPLES

Physical landmarks can establish or reinforce the identity and extent of a particular place or region within the city. These landmarks may incorporate public art, signage, gathering spaces, monuments, etc. of any size or style, that should be visible to pedestrians and drivers when they are in a neighborhood, place, or area. Partner with local community members, residents, business owners, etc. to identify the centers of places.

Rather than marking the edges of places, it is more effective to celebrate and express unique identity in the centers of places and then to let the impact radiate outward. This is more inclusive than marking the edges of neighborhoods as people exit and enter. Investments should be more focused on places for people to stay and be and on the pedestrian experience than on creating visual gateways for drivers.

The following locations may be places to celebrate in the Urban Core:

- Downtown and Palafox Historic Business District;
- Gateway District around the Civic Center and adaptive reuse on Wright Street;
- Seville Square and the Pensacola Historic District;
- Old East Hill, East Hill, and North Hill neighborhoods;
- Belmont-DeVilliers and the Main Street corridor.

BOISE POLICE

Brett Sayles

LEARNING FROM SAFE COMMUNITIES

BUILDING RELATIONSHIPS
Police should work with community members to build trust and rapport. This can lead to more people reporting crimes and providing information.

TRANSPARENCY
Police should be open about their policies and procedures, and how they operate. This can help build trust and accountability.

PROACTIVELY SOLVING PROBLEMS
Police should work with the community to identify and address the underlying causes of public safety issues.

EMBEDDING COMMUNITY ENGAGEMENT
Community engagement should be a core part of an agency's culture. When people trust the police, they are more likely to follow the law and help create a safer community.

WHAT ARE EXAMPLES OF COMMUNITY VIOLENCE INTERRUPTION (CVI) INITIATIVES?

- Violence interrupter programs, which use peace-building approaches to stop violence before it occurs by placing ambassadors on the street who can de-escalate conflict, provide mediation, and build supportive relationships with those at highest risk of experiencing violence.
- Programs to reduce gang-related affiliation and connect at-risk young people to employment and economic opportunities.

RECOMMENDATIONS

HOUSING

The Housing policy category includes recommendations that will increase the options for housing in the district, including rental and homeownership and a range of housing types and affordability. Examples of recommendations in the Housing category include:

- Providing incentives for developers to build affordable housing;
- Working with developers to improve the quality of proposed housing design;
- Developing pre-approved building plans;
- Acquiring land for infill housing;
- Substantial rehabilitation of existing housing;
- Residential property improvement programs;
- Supporting first-time homebuyers;
- Large-scale mixed-use, mixed-income housing development.

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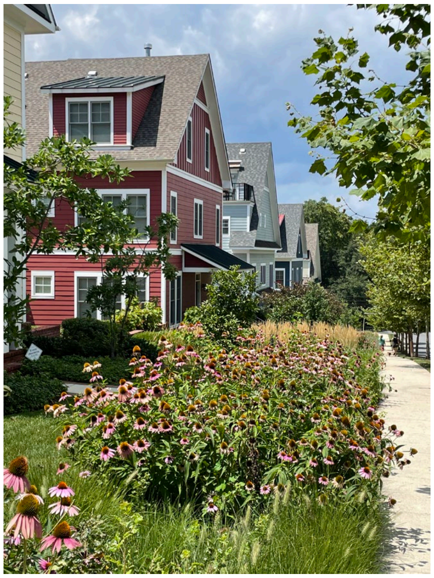


RDNE

RECOMMENDATIONS

1. Residential Property Improvement Project (RPIP)

Continue offering property improvement programs, such as RPIP and the Resiliency program, to preserve and create affordable housing units.

2. CRA-Led Infill Development

- Acquire lots for infill development.
- Help fund the construction of new housing, partnering with organizations such as the Homebuilders Association to keep costs as low as possible.
- Facilitate land swaps to locate the highest and best uses along key corridors.

3. Partnership with Community Land Trusts for Infill Development

- Acquire lots for infill development and convey to Community Land Trust(s), such as the Northwest Florida CLT. Reference Escambia County's escheated property list to target lots for potential acquisition.
- Help fund the construction of new infill housing, partnering with organizations such as the Homebuilders Association to keep costs as low as possible.
- Facilitate land swaps to locate the highest & best uses along key corridors.

4. Pre-Approved Building Plans

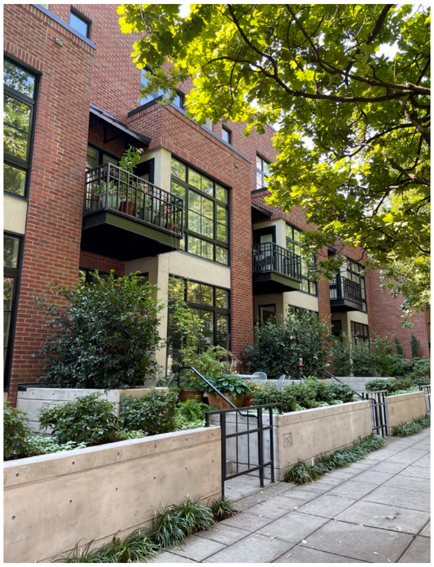
Continue to develop a selection of pre-approved building plans, especially for narrow 30-foot infill lots, and establish a program where potential homebuyers can apply to use these plans. Partnering with a local builder experienced in this building type should be explored to help implement this program.

5. First-Time Homebuyers

- Identify barriers that may keep residents from using the first-time homebuyers programs provided by the City and the county.
- Connect potential first-time homebuyers to financial incentives.
- Explore strategies for increasing homeownership.

6. Affordable Housing Incentive

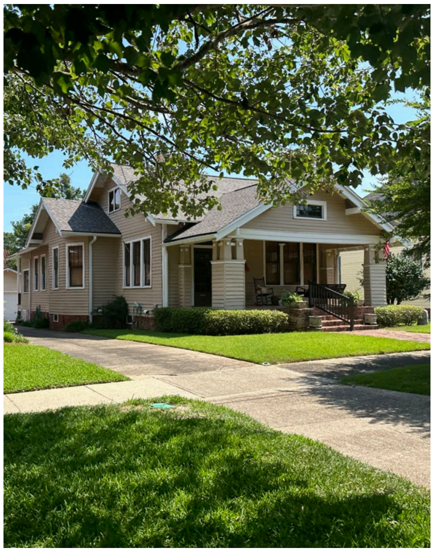
- Use incentive programs aligned with the principles and goals of the redevelopment plan to continue to fund affordable housing projects.
- Identify target areas for incentives, which may include affordable housing, infrastructure improvements, coordination with redevelopment project(s), floodproofing as a means to encourage certain uses, etc.
- Engage partners like the Northwest Florida Community Land Trust to develop high-quality affordable projects in the CRA Districts.



Townhouses can help increase the density of housing in neighborhoods and create great streetscape environments

7. Affordable Housing Development

Require affordable housing projects receiving CRA funding to meet general design standards, including the principles of good design.



Pensacola's neighborhoods feature great architecture and streetscapes

8. Small-Scale Affordable Housing Rental Program

Create an incentive program to create and preserve affordable missing middle rental housing. The CRA is restructuring the TIF Rebate Incentive program to offer greater flexibility and effectiveness in supporting redevelopment within the city's redevelopment areas. The updated program is designed to be more robust, enabling developers to access tailored incentives that better align with the unique needs of their projects. By introducing a more adaptable framework, the revised TIF Rebate program will provide a wider range of options, ensuring that developers receive timely support while fostering sustainable growth in key redevelopment zones. This revamped incentive structures aims to drive economic development and revitalization efforts across the city, enhancing the overall impact of the program.

9. Demolition and Reconstruction Funding Program

- Develop a companion program to the RPIP for substantial demolition and reconstruction (for primary structures and ADUs, rehabilitated or new construction). This could be accessed by both owners as well as developers to facilitate infill in the districts.
- Applicants would need to demonstrate that preservation wasn't feasible.
- The CRA should conduct a study of contributing structures to historic character in neighborhoods to ensure that significant buildings are not demolished as part of this program.

10. ECUA Redevelopment

- Develop well-designed higher-density multi-family housing on the ECUA site, fronting Main Street, DeVilliers Street, Clubbs Street, and Government Street.
- Provide a well-lit and landscaped public walking and bicycling connection north-to-south through the site.
- Improve and install new pedestrian-actuated crossings and crosswalks along Main Street to ensure the existing and new neighborhood residents can safely walk to the retail, restaurants, entertainment, and cultural venues at Bruce Beach and Community Maritime Park.
- Incorporate West Main Plan principles to extent feasible.

11. Quality Multifamily Development

Use New Urbanist design principles in the design of multifamily housing developments. Incorporating language into the CRA's RFQs and RFPs specifying the selection of developers and/or design consultants who adhere to New Urbanist design principles will ensure alignment with best practices.

LEARNING FROM GREAT NEIGHBORHOODS

BUILDINGS FRONT PUBLIC AREAS

If a development does not include public streets, parking drive aisles should be designed with enhancements to make them “street-like” (shade trees, non-circuitous sidewalks, street furniture such as benches, trash receptacles, and street lights).

ACCESS

Convenient access to public transit, walking and bicycling trails, and other amenities enhances access to opportunities for employment, education, and cultural experiences.

NEIGHBORHOOD-SCALE STREETS & BLOCKS

Development should be organized into blocks that are less than 3 acres each to create a walkable community. Streets should create an interconnected grid, with comfortable, shaded sidewalks.

FRONTS AND BACKS

Buildings should have discernible fronts and backs. Front facades should face other front facades and rears of buildings should face other rear facades.

PERIMETER FRONTAGE

Fronts of buildings should face publicly accessible streets (or parking lot drive aisles designed to be "street-like") or greenways. Service areas, off-street parking, and semi-private outdoor space should be located in the center of blocks or in the rear of buildings.

DIVERSE BUILDING TYPES

The objective is to build new homes in new or extended neighborhoods. A range of building types and architectural designs are required to move from building a development or apartment complex (typically with one or two repeating building designs) to a neighborhood.

MIXED-INCOME

If possible, affordable projects should aim to serve a range of incomes by offering a range of units types and sizes, or by building in long-term affordability through subsidy for a portion of the units.

HUMAN-SCALE BUILDING ELEMENTS

Architectural elements including porches, stoops, awnings, balconies, and other elements are necessary to create places where people can interact and enjoy outdoor space. The scale of buildings should be consistent with the surrounding neighborhood.

ACCESSIBLE AMENITIES

The development has a diverse range of indoor and outdoor amenities, including small parks for children, indoor community gathering space, fitness amenities, etc.

QUALITY MATERIALS

Build affordable housing with high-quality, durable materials that are comparable in quality to moderate market-rate projects to ensure affordable projects will not be easily identified or stigmatized.

TRANSPORTATION, STREETS, AND PARKING

OVERVIEW

Transportation investments are an essential component to achieving broader community goals. Streets, trees, sidewalks, bicycle lanes, public art, and parking spaces often make up the majority of the land area of communities and are the heart of the public realm. As a result, many economic development plans and community-oriented policies are contingent on their thoughtful alignment with transportation projects. Ensuring that residents feel safe and comfortable while walking, driving, biking, taking transit, using public amenities, and patronizing businesses is always an important factor for all great neighborhoods.

The transportation recommendations outlined in this section can be understood as adhering to the following three high-level goals:

- **Accessibility** Support the development of an integrated and connected multi-modal transportation system that focuses on improvements that prioritize people walking, biking, using transit, and people with disabilities, providing everyone the opportunity to reach destinations for employment, leisure, and essential services.
- **Placemaking & Public Realm** Transportation projects and site design that preserves community identity and provides welcoming spaces for civic, social, and commercial activity.
- **Safety** Provide safe and comfortable streets to support healthy and vibrant communities while improving residents' quality of life and the overall walkability of the commercial core and neighborhoods.

The recommendations detailed in this section were shaped by community feedback and build on efforts undertaken by the CRA in previous plans, the City of Pensacola, and the Westside community. Specifically, these recommendations are aligned with the Active Transportation Plan (ATP) adopted by the City in August 2023 and the Westside Community Redevelopment Area Plan adopted by the City in 2007.

In the Urban Core, transportation strategies are focused on establishing community identities, strengthening connectivity to the waterfront and Bruce Beach, and improving the safety and experience of pedestrian and bicycle facilities across streets that are seen as barriers to connectivity such as N A Street, E Wright Street, N Alcaniz Street, and E Cervantes Street.

ACTIVE TRANSPORTATION PLAN (ATP) – 2023

The goal of the ATP is to accommodate all community members and encourage alternative transportation modes outside of car travel. The plan is focused on filling gaps in the transportation network and linking key destinations such as schools, parks, and commercial areas. Three categories of pedestrian- and bicycle-focused infrastructure are established by a Future Network framework in the ATP:

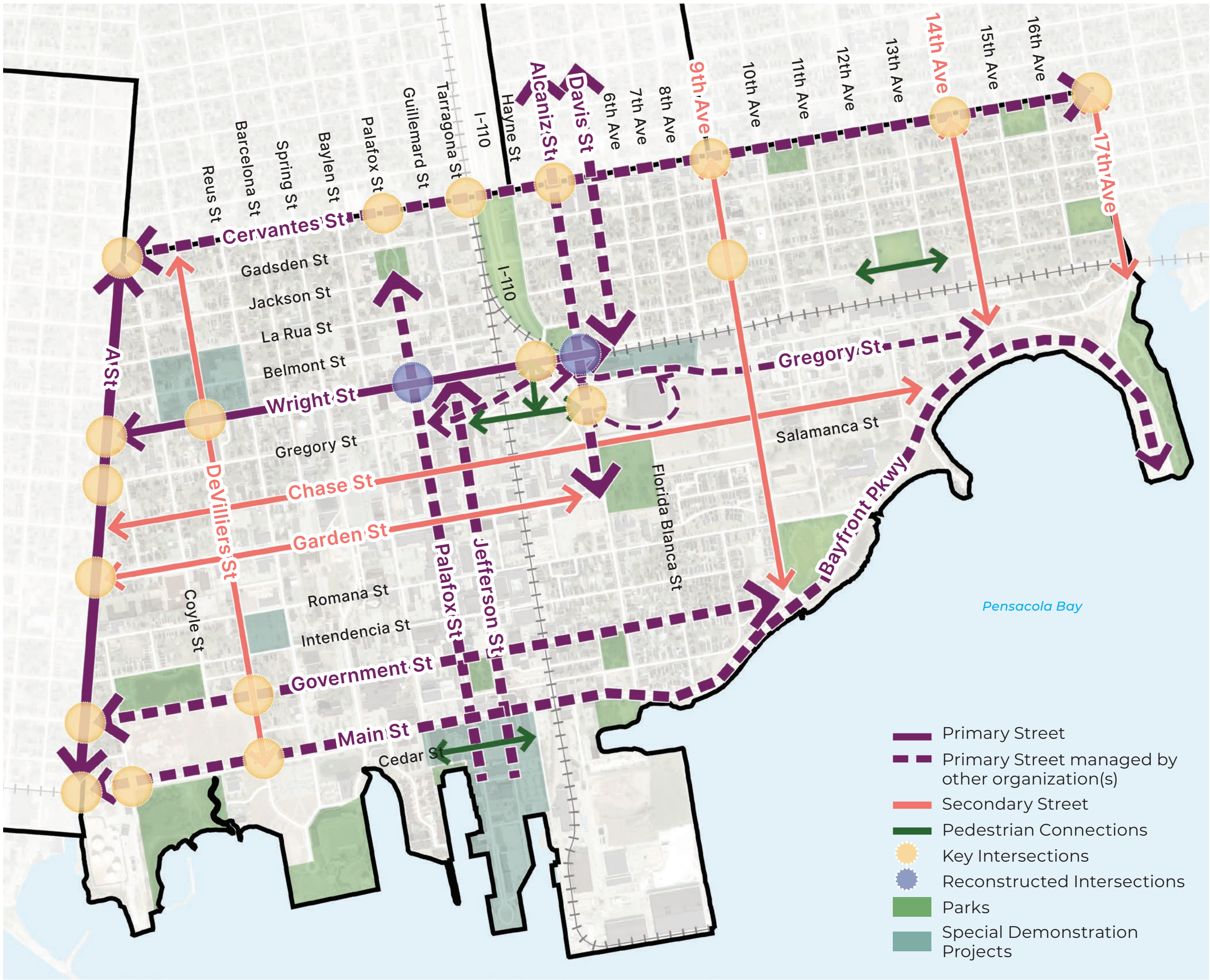
- Neighborhood Greenways
- Bike Routes
- Trails

The Future Network design recommendations include using context-sensitive designs to make streets safer and more accessible based on their location (urban, suburban, etc.), using countermeasures to calm traffic, improve crossings, and/or expanding the bicycle network.

COMMUNITY REDEVELOPMENT PLAN – 2010

This plan divided transportation-related recommendations across categories including gateways, road diets, street extensions, parking strategies, etc. Although most of the projects recommended were not completed due to significant funding and timeline constraints, many remain relevant, including:

- Redevelopment of a transit center at E Wright and Alcaniz Streets to provide an opportunity for transit expansion, including a possible Amtrak station relocation
- Removal of Gregory Street ramp
- Reconstruction of street grid from the Bay Center to Downtown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Jackson St
La Rua St
Belmont St
Wright St
Gregory St
Chase St
Garden St
Romana St
Intendencia St
Government St
Main St
Cedar St
A St
DeVilliers St
Coyle St
Palafox St
Jefferson St
I-110
Florida Blanca St
Salamanca St
Gregory St
Bayfront Pkwy
Pensacola Bay
Primary Street
Primary Street managed by other organization(s)
Secondary Street
Pedestrian Connections
Key Intersections
Reconstructed Intersections
Parks
Special Demonstration Projects

Urban Core Streets

Recommendations contained in this section are intended to improve safety, connectivity, accessibility, and navigability for all users and are focused on improvements that support and further the special demonstration projects as well as projects either under way or being done by other identities. These recommendations are focused on selective corridors that generally identified as priority streets but may also include other important secondary streets along with key intersections that provide important connectivity within the district.

Not all recommendations listed are able to be directly undertaken by the CRA, there are various roles for the CRA to play in the implementation of these projects. Some of these roles are further defined in the implementation section of this plan. Recommendations which require the CRA to play more of an advocate role are provided separately as these may be broader and more general and scope or simply not within the CRA's purview yet were identified as a need from community members throughout the engagement process of this plan update.

The goal of creating more safe, accessible, and aesthetically vibrant communities will take advocacy and partnerships across multiple agencies and city departments for transportation improvements that go above the baseline standards. Such improvements may not be routinely implemented currently, but as part of a plan that has a 20-year horizon to improve inadequate infrastructure, these upgrades could have bigger placemaking impacts and address community needs while also setting the stage for economic and neighborhood redevelopment within the Urban Core especially east of N Alcaniz Street.

RECOMMENDATIONS

1. Low-Impact Design Standards

Promote low-impact design standards for use in corridor improvement projects and parking design standards to increase landscaping opportunities and provide stormwater mitigation where necessary.

2. Partnerships

Continue and strengthen partnerships with the Florida-Alabama Transportation Planning Organization (FL-AL TPO), the Florida Department of Transportation (FDOT), the Emerald Coast Regional Council (ECRC), and Escambia County Area Transit (ECAT) to integrate CRA projects into the transportation planning process. Additionally, CRA should continue to work on providing project lists to be integrated into the Transportation Improvement Plan (TIP) and Long Range Transportation Plan (LRTP) for the region.

3. Transit First- and Last-Mile Experience

Work with the City and local developers to implement transportation infrastructure projects for pedestrian, bicycle, and micromobility services and facilities that improve transit's "first and last-mile" experience. First and last mile (getting to and from a transit stop) is often the most impactful when it comes to transit accessibility. Developing a strategy that is more comprehensive around multi-modal opportunities could make it easier for people to choose to alternative modes of transportation.

4. Downtown Circulator

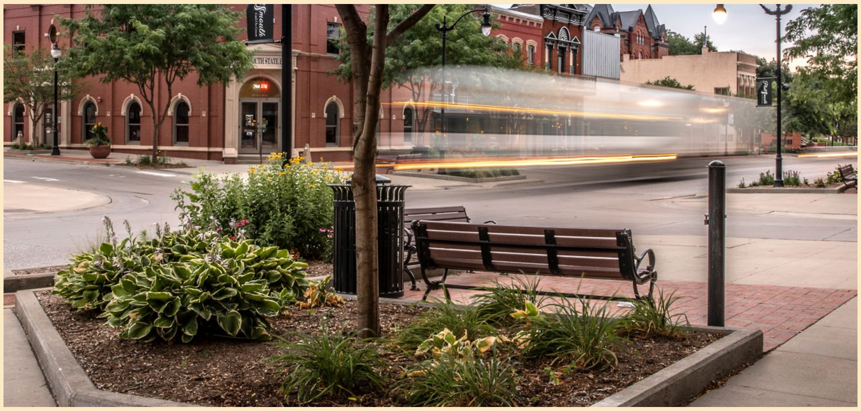
- Fund a feasibility study to explore the feasibility of establishing and operating a free downtown circulator;
- Project start up and long-term operations costs;
- Quantify the economic impact.

Shaded bus shelter in Aragon neighborhood

THE CHALLENGE

Several challenges in the Urban Core were voiced by community residents. These challenges are also a common occurrence in other districts. These include:

- Intersections that are unsafe for bike/ ped crossing
- Speeding vehicles
- Lack of maintenance on existing pedestrian flashing crosswalk lights
- Lack of pedestrian crosswalks
- Lack of maintenance on existing sidewalks
- Lack of protected space or roadways that accommodate pedestrians and bicycles and connect them across all districts and neighborhoods
- Flooding issues are a big challenge
- Roadways that are the most unsafe or are barriers in districts are State roads



LEARNING FROM REPURPOSED, UNDERUTILIZED SPACES

TIGHTENING TURNS

By reconstructing intersections with reduced curb radii, pedestrian safety and comfort is enhanced.

REDUCING CURB CUTS

Closing redundant driveway curb cuts, especially along commercial corridors, can improve accessibility and mobility for pedestrians and cyclists by establishing more continuous sidewalks.

ENHANCE THE PUBLIC REALM

Bringing more activity to the street improves the visibility of pedestrians to drivers. The pedestrian realm may be enhanced with landscaping, public seating, active ground floor activities, special paving/hardscaping, etc.

5. Bus Shelter Improvements

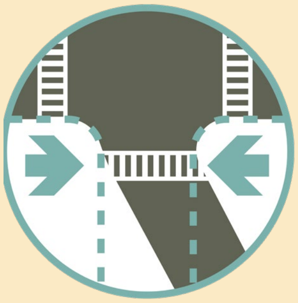
Coordinate with ECAT to support bus shelter improvements on Government Street and A Streets.

6. Water Transit Feasibility Study

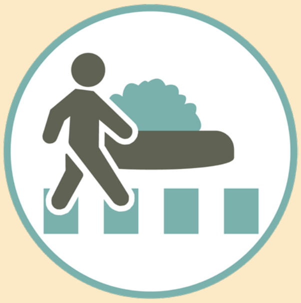
- Fund a feasibility study to explore the potential of attracting and operating all forms of water transit in Pensacola (water taxi, ferry to the bay, etc.).
- Project start up and long-term operations costs.
- Quantify the economic impact of encouraging more people to come to Downtown from the beach.

7. Connect Trails

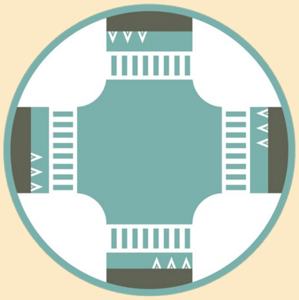
Incorporate trail corridors identified by FDOT SUN Trail, Florida Department of Environmental Protection (FDEP) Office of Greenways and Trails (OGT), and the FL-AL TPO Ped / Bike / Trail Master Plan. Investigate opportunity to reconnect E Belmont Street between N 12th and 13th Street as a trail.



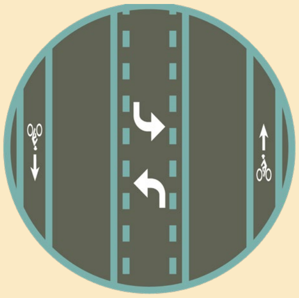
INTERSECTION RECONSTRUCTION



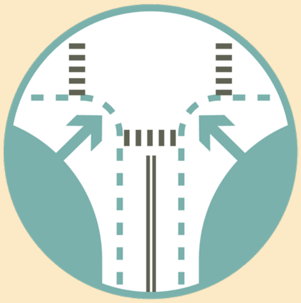
RAISED MEDIAN



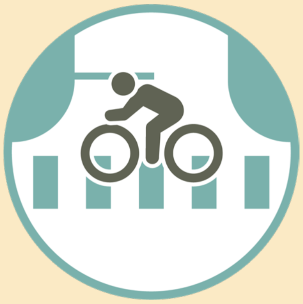
RAISED INTERSECTION



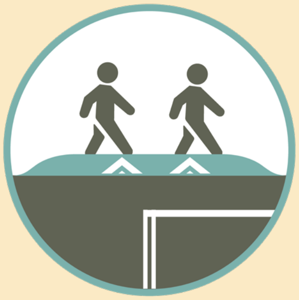
LANE REPURPOSING



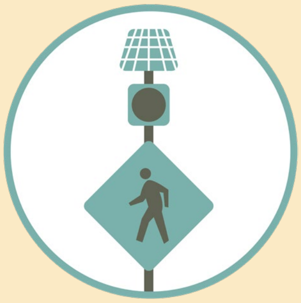
CURB RADIUS REDUCTION



NEW & ENHANCED BIKE LANES



RAISED CROSSWALK



FLASHING BEACON

COUNTERMEASURES

A countermeasure is a safety improvement that is designed to prevent or offset an issue. While the CRA is not responsible for operation and maintenance of roadways, the CRA can be great partners and advocates for the implementation of such improvements that support and further the CRA's mission and goals. In addition to advocacy for certain improvements, safety improvements should link to Emerald Coast Regional Council (ECRC) Safe Streets and Road for All (SS4A) Safety Action Plan (adopted Dec 2024). Countermeasures that could provide district-wide benefits may include:

INTERSECTION RECONSTRUCTION

Reconstructing irregular intersections provides better visibility for all road users, reduces high-speed turns, and shortens pedestrian crossing lengths.

RAISED MEDIAN

Enhancing a street to create more visually appealing and safer places can be accomplished in the middle of the roadway. Raised medians, especially when paired with beautification efforts, help to slow traffic and reduce crashes by controlling access to/from low-volume side streets and driveways.

RAISED INTERSECTION

Elevating the intersection to bring vehicles to the sidewalk level extends the pedestrian zone across the road and can provide opportunities for placemaking at intersection corners.

LANE REPURPOSING

Reallocation of roadway space dedicated to vehicles and/or revising delineations can provide room for new bicycle facilities, new/improved buffers for existing bicycle lanes, wider sidewalks, and/or any other multimodal-focused improvements. These additions can greatly enhance the walkability of a neighborhood while also improving the safety of all users.

CURB RADIUS REDUCTION

Reducing the radii of curb corners forces drivers to make tighter turns, which typically translates into lower speeds. This also has the added benefit of reducing intersection crossing distances and increasing the visibility of pedestrians. These curbs may also be mountable to allow for emergency vehicles to more easily make turns.

NEW & ENHANCED BIKE LANES

Separating bicycle lanes from other traffic (both cars and pedestrians) with physical barriers, pavement markings, and signage reduces points of conflict, which decreases crashes.

RAISED CROSSWALK

Improving driver awareness of pedestrians and maximizing street network connectivity for pedestrians is an important safety measure. This treatment not only improves safety but can also further define areas of interest with the use of pavers and other streetscape enhancement.

FLASHING BEACON

Flashing beacons paired with signage can notify motorists of an upcoming intersection or crosswalk, providing additional reaction time to slow down or come to a stop.

Palafox Street is a great example of a pedestrian-friendly street

8. Intersection and Sidewalk Improvements

The CRA should advocate for and consider funding further analysis for safety improvements that prioritize key intersections along priority corridors such as:

- N A Street at W Cervantes Street, W Wright Street, W Gregory Street, W Garden Street, W Government Street, and W Main Street;
- DeVilliers Street at W Wright Street and W Government Street;
- N 9th Avenue at E Cervantes Street and E La Rua Street.

These improvements help to prioritize pedestrian and cyclist connectivity without the need for a whole corridor reconstruction and furthers the ATP prioritization of neighborhood greenways. Additional funding towards countermeasures that go above the standard and are proven to increase safety and prioritize resident quality of life can provide improvements that are cost effective and timely. There are a variety of countermeasures to choose from such as raised crosswalks at key intersections.

9. E Cervantes Street Improvements

Corridor improvements need to reflect community needs and desires into the final construction of the enhancements. Improvements along E Cervantes Street should focus on providing continuity from the Westside to the Urban Core as well as the Eastside in order to mitigate the current disconnected conditions. Subsequently, these improvements will help to foster the integration of future developments such as the Hollice T. Williams Park in the Eastside to the rest of the districts. Such important community assets need to be accessible to all. Potential improvements to consider may include:

- Improving intersection and midblock crossings;
- Designing gateways and branding streetscape that showcases cultural centers;
- Designing corridor elements to reflect changes in character of commercial and residential;
- Studying access management along commercial zones.

10. W Garden Street Improvements

Improvements should enhance and feature the landscaped median in the urban core providing pedestrian access. Remove on-street parking to allow for improved transit connectivity. Provide additional and improved mid-block pedestrian crossings initiated by FDOT project 435178-3 . Pedestrian crossings could utilize the landscaped median for refuge and repurposed on-street parking dimension and lane width reductions could allow for passive activities in the median.

11. Secondary Street Improvements

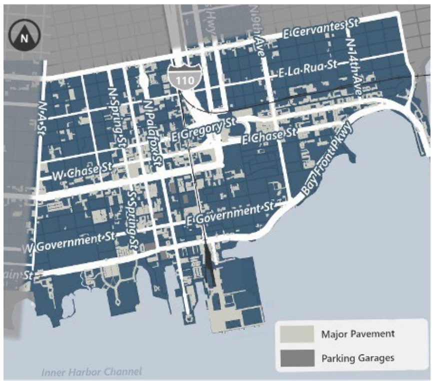
N 14th and N 17th Avenues are additional streets where improvements could provide residents with the most connect access to the bay and park amenities. Opportunities for improvements such as lane reductions and improved pedestrian and bicycle facilities can help to connect the eastern most edge of the district to the improvements along the bay.

12. Parking Projects and Requirements

- Management strategies for vehicle parking along with parking strategies for bicycles, micromobility, and electric vehicles (EVs) would benefit the neighborhoods in accommodating a variety of transportation options.
- Repurpose edge or underutilized surface lots to improve neighborhood aesthetics, health, and safety.
- Repurpose stand-alone surface lots in strategic locations to become shared facilities for business districts.
- Multi-story parking structures should be screened from sidewalks with liner-type spaces of allowed uses such as office, apartments, retail, or landscape.

13. Street and Building Signage

Conduct an assessment to determine the locations of missing street and building signage. Establish a mechanism to track, identify, and replace signage. This is critical for emergency service, visitor, and general navigation.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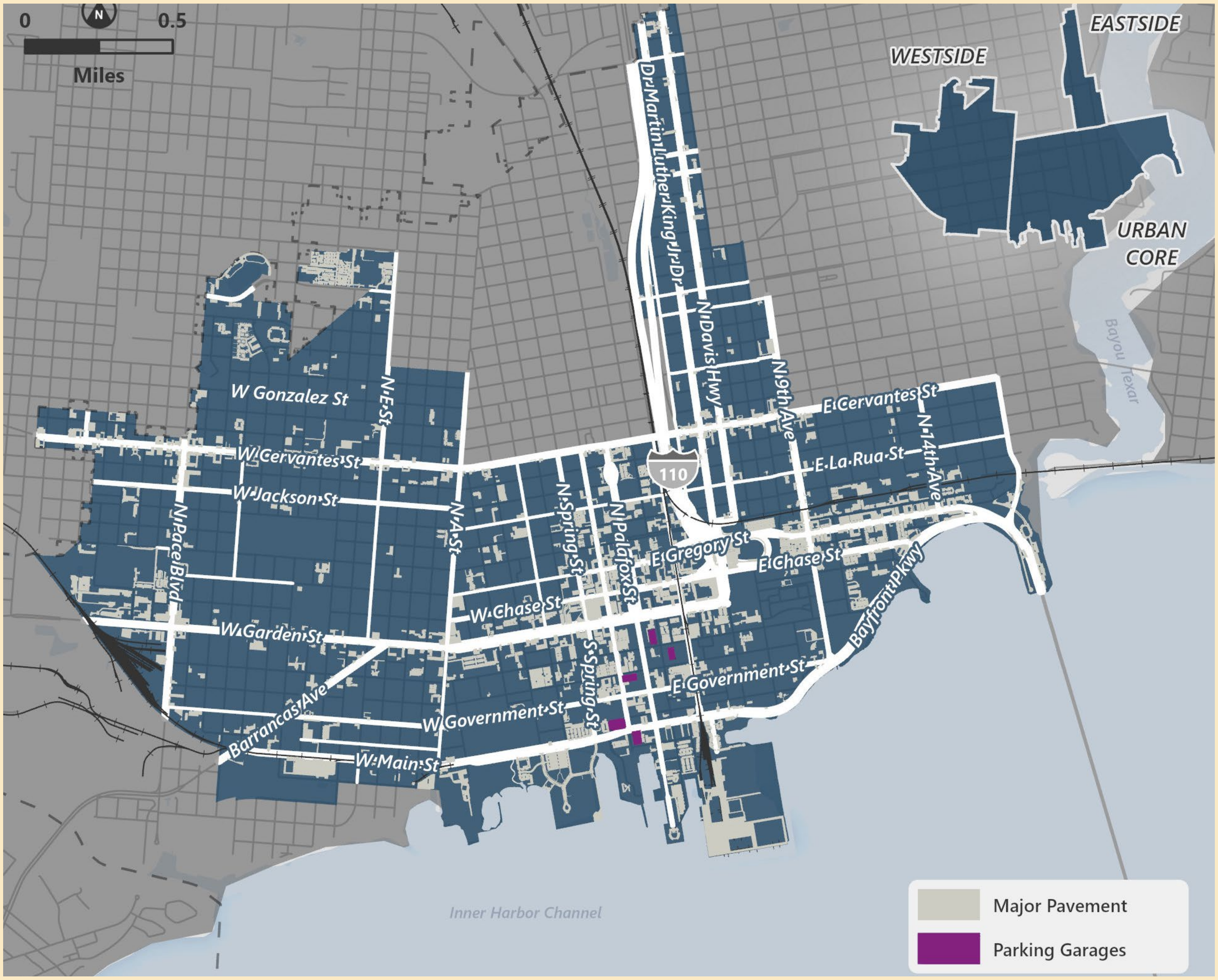
N Palafox St
E Gregory St
E Chase St
W Chase St
Bay Front Pkwy
S Spring St
E Government St
W Government St
Main St
Inner Harbor Channel
Major Pavement
Parking Garages

Parking locations in the Urban Core

Bike rack in Belmont-DeVilliers designed to reflect the cultural history of the neighborhood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Parking Garages

LEARNING FROM BEST PARKING PRACTICES

Parking plays a major role in an area's mobility. It can be an asset if thoughtfully located – supporting local businesses or meeting the needs of residents. But parking can be a liability when ineffective policies place a premium on parking demands; as a result, the pedestrian fabric of a community is eroded.

Requiring minimum parking standards and locating surface parking lots along street frontages lead to environments that are hostile to pedestrians. The heat island effects that are caused by large areas of asphalt without tree cover, underutilized parcels, and a lack of street definition make a huge impact on the environment and to the quality of life for residents.

Across the three CRA districts, there are approximately 333 acres of paved surface parking areas. In the Urban Core, there are 400 "Major Paved" areas for a total of 208 acres of paving. In the city's 2016 Parking study, it was calculated that the Urban Core had a total of 20,853 spaces of which 4,413 spaces (21%) are on-street parking-both marked and unmarked spaces.

PARKING GOALS

The goals of parking recommendations are to:

- Facilitate easy access to downtown while promoting transit and other modes of transportation to prioritize a more walkable and bikeable environment.
- Coordinate parking locations – surface lots or structured – with transit, micro-transit, and micromobility hubs.
- Develop parking facilities that meet parking needs through a shared parking methodology to minimize impact of parking in the district and to allow for redevelopment of underutilized areas.
- Minimize impact from surface parking on the public realm.

OPEN SPACE AND COMMUNITY AMENITIES

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Sasiistock

The Open Space & Community Amenities policy category includes recommendations that enhance the quality of life within the district by increasing access to parks, trails, recreation, community centers, and other community destinations. Examples of recommendations in the Open Space & Community Amenities category include:

- Recommendations about specific parks or open spaces;
- Recommendations for new or improved community amenities;
- Qualities that the CRA should prioritize in proposed designs, such as natural habitats or tree canopy and shade;
- Participation in the City's upcoming Parks Master Plan;
- Celebration of places with historic and cultural significance in neighborhoods and special districts through public art;
- Requirements for developers to incorporate public art into their developments;
- Walking and bicycling connections to existing or future parks and destinations;
- Recommendations for community garden, improvements to cemeteries, and other neighborhood opens space.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Open Space & Community Amenities policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

RECOMMENDATIONS

1. Parks Master Plan

- Participate in the 2025 Parks Master Plan being conducted by the City Parks and Recreation Department.
- The plan should assess the existing conditions and amenities and make recommendations for enhancing existing amenities, increasing the usability of the existing open spaces and cemeteries, and transforming vacant lots into new neighborhood parks where needed.
- The planning process should engage residents, relying on community input to guide the amenities, designs, and programming of parks.
- Park designs should prioritize amenities and programming that match the desires and needs of surrounding demographics.
- All interventions in parks and public spaces should prioritize increasing shade, comfort, and usability.
- Neighborhood parks or publicly-accessible open space should be located within 1/4-mile of all neighborhood blocks.
- The CRA may explore the option to fund future specific park enhancements that relate to placemaking.

2. Art Requirement for New Development

- Require new development receiving CRA funding to meet a requirement to incorporate public art that celebrates the history, culture, or place.
- Projects would be identified, funded, and installed by private developers; also explore "in-lieu" options.
- The CRA and City should identify and help initiate a regional arts organization that would eventually facilitate the program.

3. Natural Habitats and Tree Canopies

Require the use of native plant species, the creation of natural habitats, and tree canopies to provide shade in CRA-funded projects.

Veterans Memorial Park

Public art in a neighborhood park

PEDALS HERE

Pelicans in Paradise are a series of pelican statues designed by local artists. These can be found throughout Pensacola, offering a fun and interactive experience for visitors and residents

Saenger
JUNE 1 MARGIE SHORTT DANCE
2 FIVE FLAGS DANCE ACADEMY
4 HAPPY TOGETHER
COFFEE

The historic Saenger Theater in downtown Pensacola

4. Cultural Venue Planning

In partnership with a cultural arts organization, the CRA should fund a study to evaluate the existing cultural assets, determine needs for and feasibility of improvements to cultural assets and/or new venues.

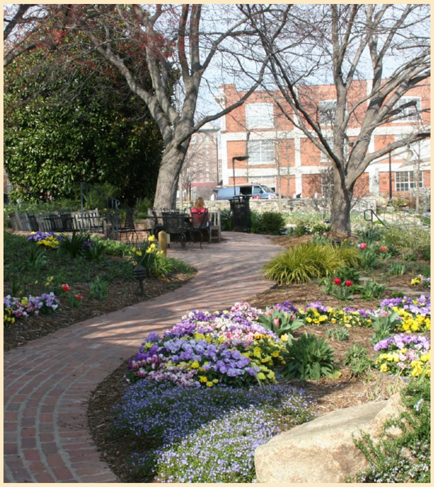
5. Public Restrooms

Partner with the City to identify locations, establish standards for design and maintenance, and support the construction and maintenance of public restrooms in or near public parks and highly-trafficked areas. Some potential locations may include Palafox Pier, Bruce Beach, and Bartram Park.

6. Low-Barrier Homeless Shelter

In partnership with local and regional homeless organizations, missions, shelters, and support services, the CRA should advocate for the creation of a low-barrier homeless shelter with minimal entry requirements (e.g., sobriety checks, income verification, strict identification policies, or participation in programs) to serve a wider range of individuals facing homelessness with complex needs.

Union Bulletin, Downtown Walla Walla

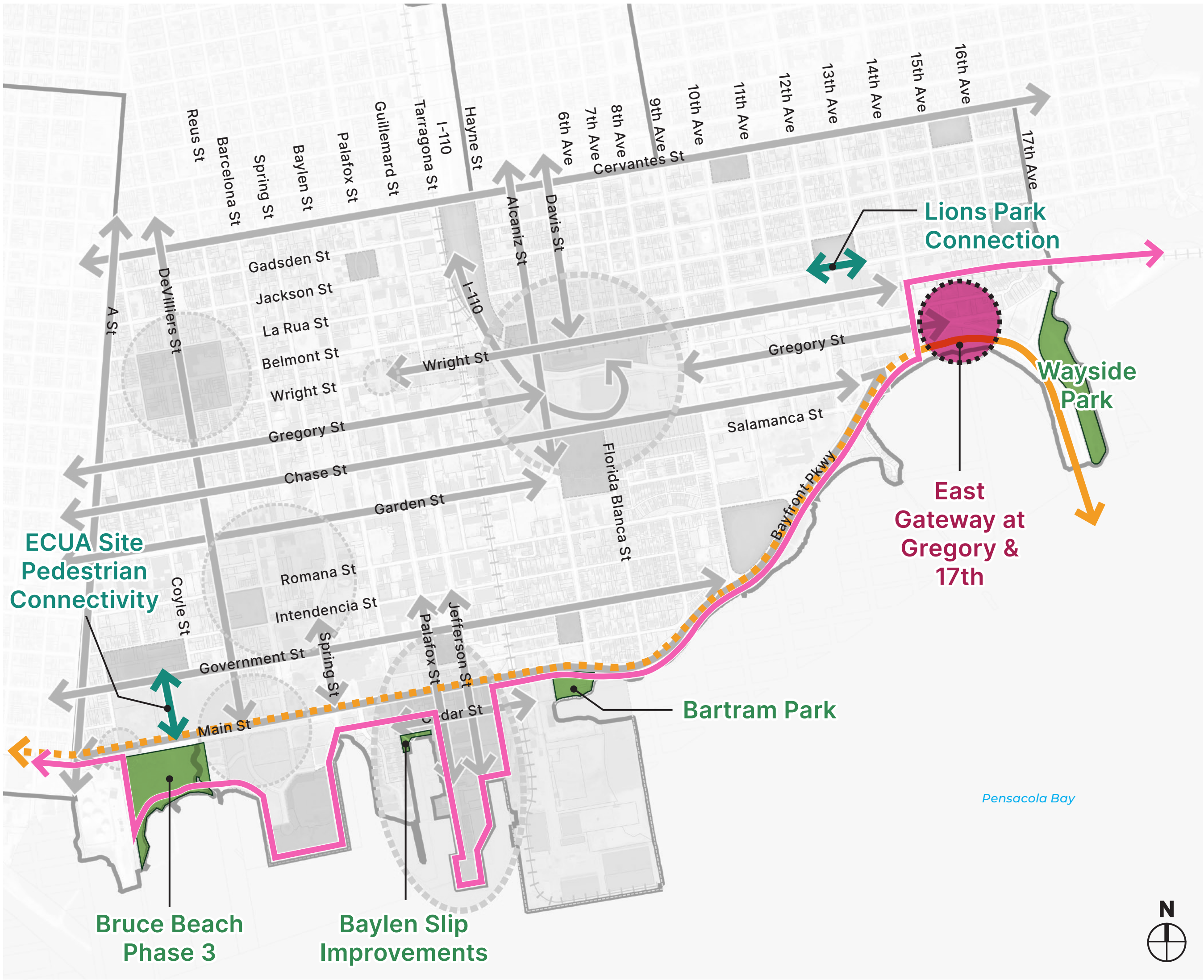


LEARNING FROM GREAT PARKS

Great parks and open spaces are sanctuaries for communities, with space for both active and passive activities, and connections to nature. The best parks are inclusive of all – no matter your age, ability, needs and wants.

Some of the ingredients that make great parks, especially in a warm, humid climate like Pensacola, could include:

- Kid-friendly play features/playgrounds
- Splash pad and/or public pool
- Public restrooms
- Walking, running paths
- Bicycle paths
- Sports fields
- Seating areas for large, medium, and small gatherings – this could be an open lawn, benches along paths, movable seats, swings, shaded pavilions, etc.
- Multi-purpose events spaces
- Water fountains
- Public art sculptures
- Landscaped gardens, with formal or informal plantings
- Shade from trees and/or structures
- Areas to observe a view of another place – this could be a view of a water body, of a different neighborhood, etc.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14th Ave
15th Ave
16th Ave
17th Ave
Cervantes St
Lions Park Connection
Alcaniz St
Davis St
Gadsden St
Jackson St
La Rua St
Belmont St
Wright St
Gregory St
Chase St
Garden St
A St
DeVilliers St
I-110
Wright St
Gregory St
Salamanca St
Florida Blanca St
Bayfront Pkwy
Wayside Park
East Gateway at Gregory & 17th
ECUA Site Pedestrian Connectivity
Coyle St
Romana St
Intendencia St
Government St
Spring St
Palafox St
Jefferson St
Main St
dar St
Bartram Park
Pensacola Bay
Bruce Beach Phase 3
Baylen Slip Improvements
N

🟩 **Parks**
Pedestrian Connection
Bluffline (proposed)
Sun Trail (existing)
Sun Trail (proposed)

7. Bluffline along Bayfront Parkway

The CRA should advocate for the improvement of existing facilities of the waterside multi-use path along the southern edge of Bayfront Parkway, which is part of the proposed Bluffline, a bicycle route that is intended to provide east-west connectivity near the shoreline. Improvements to the Bayfront Parkway leg of the Bluffline could include:

- The installation of textured pedestrian crosswalks to improve the connections between the neighborhoods north of Bayfront Parkway to the path on the southern edge of the street;
- The addition of signage, public art, and/or landscaping to enhance the aesthetics of the Bluffline;
- The addition of buffers, planters, low-lying landscaping, etc. to create more separation between the sidewalk and moving traffic.

8. Continuation of the SUN Trail

The CRA should continue to advocate for and support the City's projects to extend the SUN Trail along Main Street.

9. Lions Park Connection

Connect a walking trail along the southern edge of Lions Park, outside of the ballfield, to connect East Belmont Street, between 12th and 13th Avenues.

10. ECUA Site Pedestrian Connectivity

Ensure a well-lit public walking and biking trail will connect through the ECUA site, connecting Corrine Jones Park to Bruce Beach.

11. Bruce Beach Phase 3

- Design and implement Phase 3 of the Bruce Beach plan, including the Community Cultural Center.
- Engage and involve the community in the design of the building and the honoring of significant cultures and histories (including the Native American and African American histories of the site).
- Ensure the design of the building and site are welcoming, inclusive, and culturally relevant.
- Develop sustainable district-serving stormwater in the future phases of Bruce Beach.
- Connect the trails and walking paths at Bruce Beach to regional trail amenities.

12. Wayside Park

- Improve pedestrian connectivity.
- Enhance parking lots.
- Install lighting to improve pedestrian safety.

13. Bartram Park

- Enhance Bartram Park to create a gateway into Downtown according to the SCAPE Waterfront Framework Plan, including flowering tree allees and park edge improvements.
- Activate the park with iconic furniture, hammocks, and a picnic grove.

14. Baylen Slip Improvements

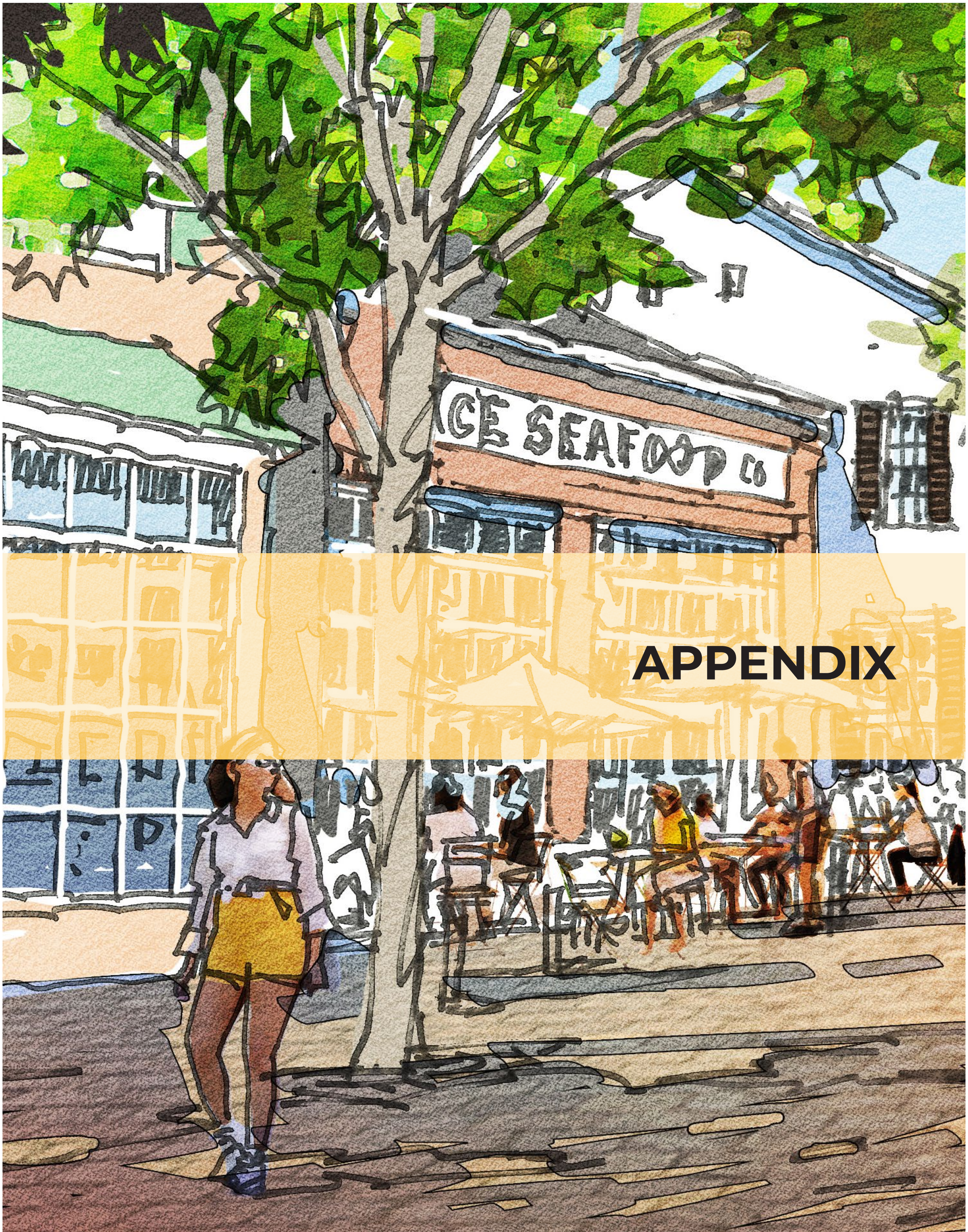
- Dedicate any remaining space at the marina for non-motorized boat rentals (kayaks and paddle boards).
- Improve pedestrian and bicycle connections around Baylen Slip and between the slip and Cedar and Palafox Streets.
- Improve the public realm around Baylen Slip to be more inclusive (for the physically, visually, and hearing impaired).

City of Pensacola

City of Pensacola

City of Pensacola

Bruce Beach


CE SEAFOOD CO

APPENDIX

SUMMARY OF STEP 1 ENGAGEMENT

LIST OF ENGAGEMENT EVENTS

During Step 1 of the planning process, several different types of community engagement were utilized:

Listening Workshops — May 29th, 11:30am (34 attendees) & 6:00pm (30 attendees)

- To explain the CRA planning process and to hear from residents about the key issues to address in the plan

Interactive Online Map (detailed on following pages) — May 28th-August 23rd

- 765 contributions from 213 contributors

Stakeholder Meetings* — May 28th-31st

- Topic-based meetings
  - Workforce & Economic Development
  - Housing
  - Community Support Organizations
  - Historic Preservation
  - Arts & Culture
  - Neighborhood Associations
  - Environment & Waterways
  - Parks & Amenities
  - Transportation
- 51 organizations attended over three days

Virtual Workshop #1* — June 11th

- To explain the CRA planning process and to hear from residents about the key issues to address in the plan
- Provided for those that could not attend in-person workshops in May

Community Conversations* — August

- Three additional CRA staff-led workshops
- 138 total attendees

Stakeholder Meetings* — August

- Smaller meeting to discuss specific tops in the three CRA districts
  - Neighborhood Associations Stakeholder Meeting (11 attendees)
  - Environmental & Waterways, Parks & Amenities, and Transportation Stakeholder Meeting (7 attendees)

Listening workshop

Stakeholder meeting

Listening workshop

** This engagement included attendees from all 3 districts*

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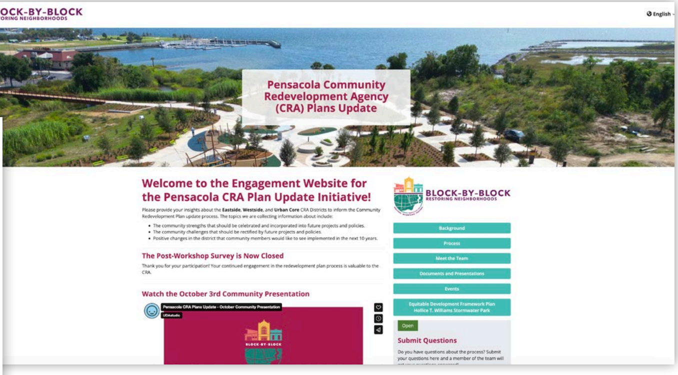
ABOUT THE INTERACTIVE MAP

A vital part of Step 1 engagement included an online interactive map. The online interactive map served as a digital tool for place-based feedback about the planning process. Pensacola residents and stakeholder were encouraged to provide comments in at least one of four categories:

- Your Favorite Places
- Problem Areas
- Ideas for the Future
- General Comments

Respondents were able to drag one of these comment categories and pin it to a specific place on the map of Pensacola. Comments were not limited to a specific CRA District. After the interaction map closed, tabulation and organization of the comments were completed. There were 765 contributions from 213 contributors to the interactive map.



BLOCK-BY-BLOCK
RESTORING NEIGHBORHOODS
English
Pensacola Community Redevelopment Agency (CRA) Plans Update

Welcome to the Engagement Website for the Pensacola CRA Plan Update Initiative!

Please provide your insights about the **Eastside**, **Westside**, and **Urban Core** CRA Districts to inform the Community Redevelopment Plan update process. The topics we are collecting information about include:

- The community strengths that should be celebrated and incorporated into future projects and policies.
- The community challenges that should be rectified by future projects and policies.
- Positive changes in the district that community members would like to see implemented in the next 10 years.

The Post-Workshop Survey is Now Closed

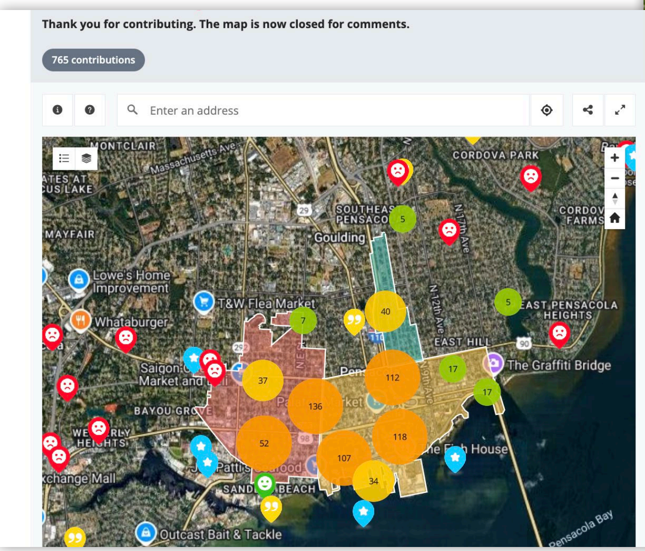
Thank you for your participation! Your continued engagement in the redevelopment plan process is valuable to the CRA.

Watch the October 3rd Community Presentation

Pensacola CRA Plans Update - October Community Presentation
UDAstudio
BLOCK-BY-BLOCK
Background
Process
Meet the Team
Documents and Presentations
Events
Equitable Development Framework Plan Hollice T. Williams Stormwater Park
Open

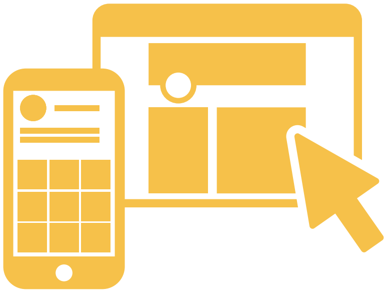
Submit Questions

Do you have questions about the process? Submit your questions here and a member of the team will



Thank you for contributing. The map is now closed for comments.

765 contributions
Enter an address
MONTCLAIR
Massachusetts Ave
MAYFAIR
Lowe's Home Improvement
T&W Flea Market
Whataburger
Saigon Market and
BAYOU GROVE
Exchange Mall
Patti's Seafood
SANDERS BEACH
Outcast Bait & Tackle
SOUTHEAST PENSACOLA
Goulding
CORDOVA PARK
CORDOVA FARMS
N 12th Ave
EAST PENSACOLA HEIGHTS
EAST HILL
The Graffiti Bridge
Pensacola Bay
5
7
40
37
136
112
52
107
118
34
17
17
5



STEP 1 ENGAGEMENT SUMMARY RESULTS

The following pages show the summarized results of the online interactive map contributions to the Urban Core CRA District with the other Step 1 engagement processes, including in-person and virtual community meetings, stakeholder groups, neighborhood workshops, and youth events. Along with identifying and summarizing Urban Core-specific strengths, weaknesses, and opportunities, six themes addressed specific concerns and comments about the Urban Core:

- Arts, Cultures, Activities, and Destinations
- Streets and Connections
- Housing and Opportunity Sites
- Community-Centered Planning
- Resilient Infrastructure
- Parks and Open Space

On the maps, community and stakeholder feedback is indicated by green (strengths), blue (opportunities), and red (weaknesses).

Ways People have Engaged in the Plan Update Process

- In-Person & Virtual Community Meetings
- Online Interactive Map
- Stakeholder Groups
- Neighborhood Workshops
- Youth Events

Over
2,000
Total Comments

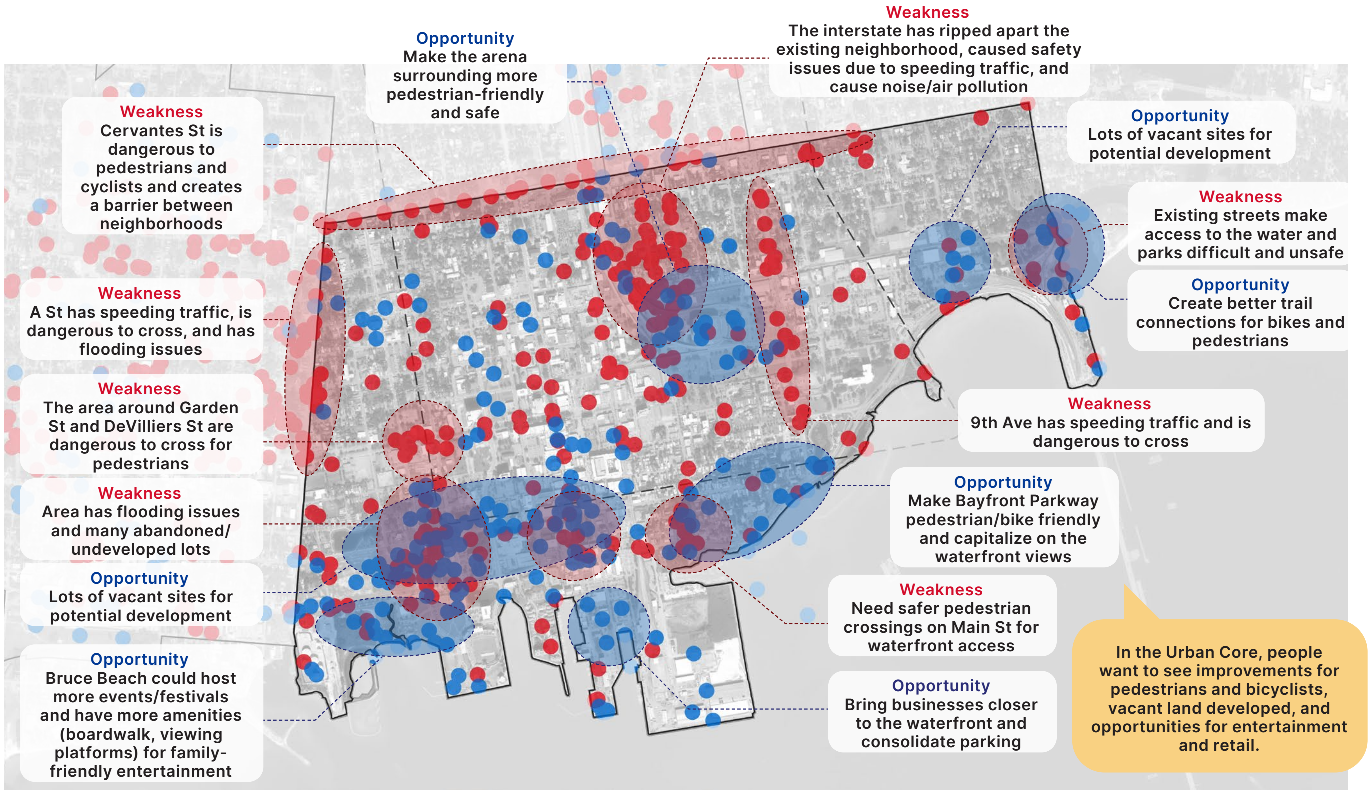
Over **900** comments from more than **270** participants at the community meetings

Over **750** comments from **213** contributors on the interactive map

Engagement from **9** stakeholder groups

Over **200** comments from neighborhood workshops

Over **200** comments from youth groups



Weakness
Cervantes St is dangerous to pedestrians and cyclists and creates a barrier between neighborhoods

Weakness
A St has speeding traffic, is dangerous to cross, and has flooding issues

Weakness
The area around Garden St and DeVilliers St are dangerous to cross for pedestrians

Weakness
Area has flooding issues and many abandoned/undeveloped lots

Opportunity
Lots of vacant sites for potential development

Opportunity
Bruce Beach could host more events/festivals and have more amenities (boardwalk, viewing platforms) for family-friendly entertainment

Opportunity
Make the arena surrounding more pedestrian-friendly and safe

Weakness
The interstate has ripped apart the existing neighborhood, caused safety issues due to speeding traffic, and cause noise/air pollution

Opportunity
Lots of vacant sites for potential development

Weakness
Existing streets make access to the water and parks difficult and unsafe

Opportunity
Create better trail connections for bikes and pedestrians

Weakness
9th Ave has speeding traffic and is dangerous to cross

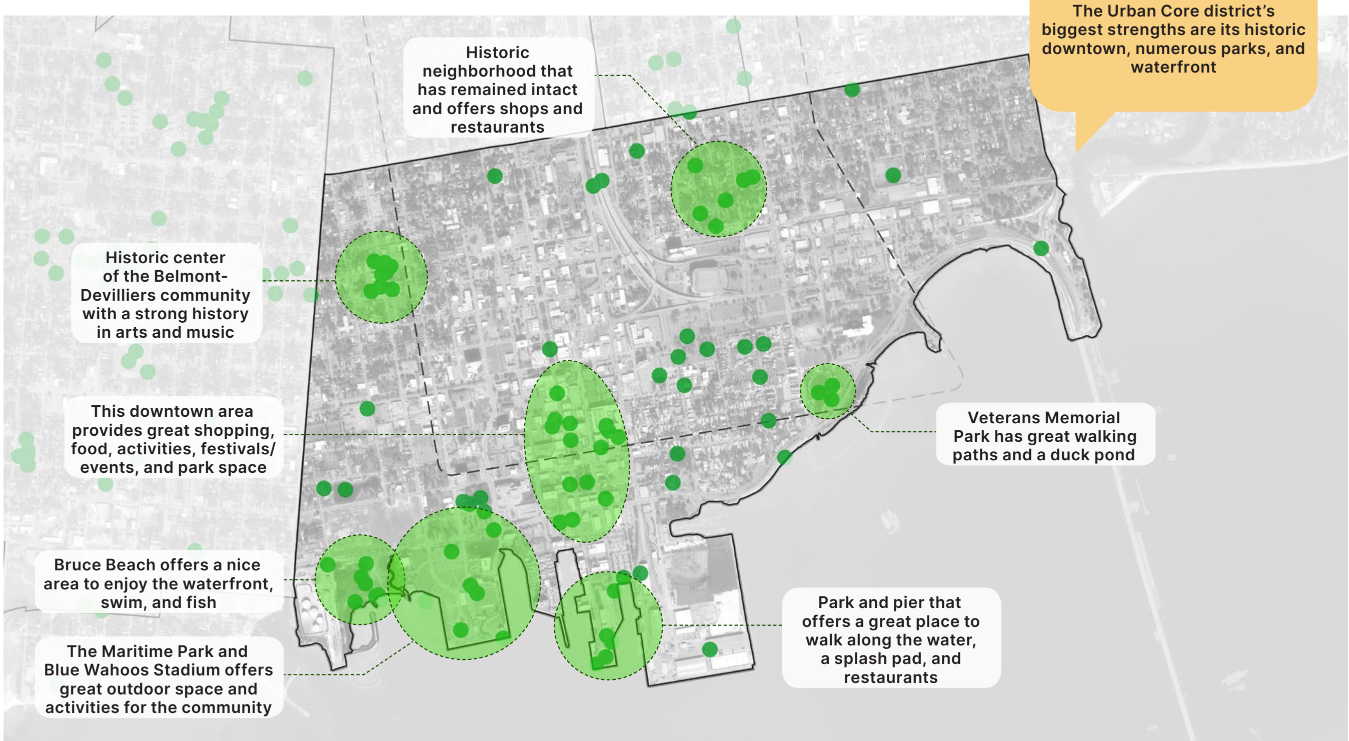
Opportunity
Make Bayfront Parkway pedestrian/bike friendly and capitalize on the waterfront views

Weakness
Need safer pedestrian crossings on Main St for waterfront access

Opportunity
Bring businesses closer to the waterfront and consolidate parking

In the Urban Core, people want to see improvements for pedestrians and bicyclists, vacant land developed, and opportunities for entertainment and retail.

The Urban Core district's biggest strengths are its historic downtown, numerous parks, and waterfront



Historic neighborhood that has remained intact and offers shops and restaurants

Historic center of the Belmont-Devilliers community with a strong history in arts and music

This downtown area provides great shopping, food, activities, festivals/ events, and park space

Veterans Memorial Park has great walking paths and a duck pond

Bruce Beach offers a nice area to enjoy the waterfront, swim, and fish

The Maritime Park and Blue Wahoos Stadium offers great outdoor space and activities for the community

Park and pier that offers a great place to walk along the water, a splash pad, and restaurants

APPENDIX

Strengths

- The vibrant downtown area
- Palafox Street - active and walkable
- Historical buildings with unique character
- Shops and restaurants
- Parks and open space, including the Blake Doyle skate park, Ferdinand Plaza, and Veterans Memorial Park
- The waterfront, with areas like Bruce Beach for families and activities at the Blue Wahoo Stadium
- Paved streets and street trees
- Festivals and events that promote the local arts & culture

Weaknesses

- Limited access to the waterfront
- Vacant/rundown buildings make the area feel unsafe and detract from the existing character
- Existing infrastructure does not address drainage & flooding issues
- Noise pollution caused by traffic on I-110
- Parking is expensive and difficult to access for events
- Existing parks are poorly maintained and lack shade
- Lack of crosswalks and pedestrian signals
- Existing sidewalks are poorly maintained and lack shade
- Lack of a complete pedestrian and bike network, especially when connecting to public amenities
- Speeding traffic
- Lack of trees and poor maintenance of existing trees

Opportunities

- Find funding and bring together existing organizations for more collaborative art festivals
- Bring in more retail options that provide everyday goods and services
- Improve flood mitigation
- Plant more trees along streets, in parks, and in large paved areas (parking lots)
- Provide better pedestrian access to the waterfront and offer more affordable activities for families and visitors
- Create safe, beautiful, and shaded pedestrian/bike connections
- Implement traffic calming measures
- Develop mixed-use buildings that offer affordable housing and business opportunities
- Create affordable parking in easily accessible locations

Arts, Culture, Activities, and Destinations

- Partner with non-profits to set up festivals for celebrating cultural heritage, music, dance, and art (Polynesian Luau, Arabian dance, gallery crawl, Ciclovia Festival)
- Add affordable programming to existing community centers (dance, performance)
- Provide family-friendly retail, restaurants, and destination activities to the waterfront (Blue Angels viewing platform)
- Advertise existing programs and activities (radio, better signage)
- Provide everyday services/retail options

Streets and Connections

- Slow traffic and improve safety on streets
- Provide affordable, structured parking near event spaces
- Create more pedestrian connections to the waterfront
- Provide more crosswalks for pedestrian safety
- Improve sidewalks, streetscapes, and lighting
- Improve bike connectivity

Housing & Opportunity Sites

- Identify opportunities, vacant lots, empty buildings
- Update, renovate, or tear-down vacant or run-down properties
- Provide affordable housing options
- Provide resources for those experiencing homelessness
- Preserve historic workforce housing, architectural character, and scale

Community-Centered Planning

- Reduce/mitigate noise pollution (acoustic panels, dense landscaping, garbage pick-up hours, control traffic speed)
- Use landscaping to replace unnecessary asphalt and screen unsightly areas (parking lots, utility boxes)
- Maintain existing trees and landscaping
- Provide more trash bins/cleaning service
- Plant more trees along streets and in parks and maintain existing trees
- Expand the waterfront (bigger dock, boardwalks, maintain waterfront views, preserve water/wildlife quality)

Resilient Infrastructure

- Mitigate flooding impacts (Jordan, Davis, DeSoto, Gonzalez)
- Mitigate noise pollution (I-110, generators, outdoor appliances)

Parks and Open Space

- Create more active park amenities (multi-use sport fields, pickleball courts, exercise equipment, walking paths)
- Create more scales and variety of parks and open spaces (gardens, natural areas, pocket parks)
- Improve existing parks with additional amenities, programming, and shade
- Build public amenities (bathrooms, venues)

SUMMARY OF STEP 2 ENGAGEMENT

LIST OF ENGAGEMENT EVENTS

Step 2 of the planning process included a week-long workshop that culminated in a presentation and open house. Following the presentation, surveys and additional meetings were conducted to gain valuable feedback from those unable to attend the workshop events.

1:1 Meeting with the Mayor* — September 30th, 3:00-4:00 PM

- To review opportunity sites and priorities rights-of-ways
- To receive input on developmental projects

Meetings with Councilmembers & CRA Board* — September 30th-October 1st

- To review recommendations, input on development projects, priority rights-of-way & workshop insights, and listen to input

Meetings with City Department Heads* — October 1st

- To present ideas in progress
- To discuss any alternatives or sensitive information

Testing Workshop Public Open House* — October 1st, 6:00-7:30 PM

- To share ideas for potential projects in the Eastside and get feedback from residents about potential CRA investments
- Spanish translation provided

Stakeholder Meetings with Developers* — October 2nd, 9:30-11:00 AM

- To discuss decision factors around investments

Testing Workshop Public Open House* — October 2nd, 12:00-1:30 PM

- To share ideas for potential projects in the Eastside and get feedback from residents about potential CRA investments
- Spanish translation provided

Testing Workshop Community Presentation* — October 3rd, 6:00-7:30pm

- To share ideas for potential projects in the Eastside and get feedback from residents about potential CRA investments
- Open House followed

Post-workshop Survey* — October 14th-November 4th (detailed on following pages)

- To gather feedback on the concepts presented at the public meeting on October 3rd

Debrief with the Area Housing Commission* — December 12th

- To debrief on the concepts that were developed during the Testing Workshop in October

** This engagement was conducted with all three CRA districts at once*

Tuesday open house

Thursday open house

Testing workshop community presentation

ABOUT THE SURVEY

Because workshop attendance and feedback was limited to those who could physically be there, the post-workshop survey was crucial in gaining additional feedback. To widen the engagement reach, the survey was offered both digitally and in print, with English and Spanish versions, and distributed to hundreds of Pensacola residents, the goal was to reach as many residents as possible to obtain accurate and comprehensive feedback of the ideas presented at the workshop.

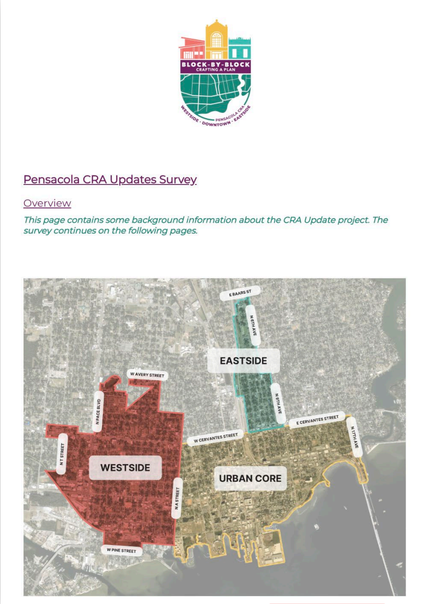
The survey was made available to the public from October 14th, 2024 through November 4th, 2024 and garnered 174 responses. Over 90% of participants live in Pensacola year-round, while over 50% of participants live in the CRA District boundary. About 55% of participants had not attended any previous engagement, showing that much of the feedback and ideas given were new for the project.

The following pages show the summarized results of each survey question. Along with the overall results of the survey, the data was further examined to organize the responses from residents who live in the Urban Core. Some of the open text responses have been recorded in this document (at the bottom of the respective page); the comments that appear here have been selected for their relevancy and representativeness of the remainder of the comments.

Top Comments in the Urban Core

Of the 46 responses received from Urban Core residents, top overall comments included:

- Develop more music, dining, and entertainment opportunities in the Belmont-DeVilliers area.
- Prioritize Garden Street, Main Street, and Government Street for pedestrian and bicyclist safety and comfort.
- Activate the waterfront.
- Redevelop the Grand Hotel and Depot, along with improving access and safety in that area.
- Provide more options for affordable housing.

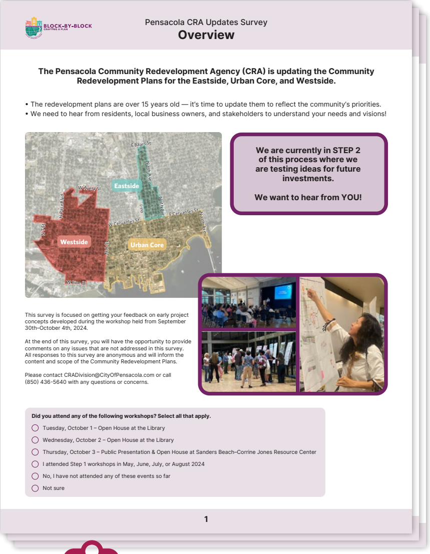


Pensacola CRA Updates Survey

Overview

This page contains some background information about the CRA Update project. The survey continues on the following pages.

BLOCK-BY-BLOCK
CRAFTING A PLAN
WESTSIDE · DOWNTOWN · EASTSIDE
PENSACOLA CRA
E BAARS ST
N 6TH AVE
EASTSIDE
W AVERY STREET
N PACE BLVD
N 9TH AVE
E CERVANTES STREET
W CERVANTES STREET
N 17TH AVE
N T STREET
WESTSIDE
URBAN CORE
N A STREET
W PINE STREET



Pensacola CRA Updates Survey

Overview

The Pensacola Community Redevelopment Agency (CRA) is updating the Community Redevelopment Plans for the Eastside, Urban Core, and Westside.

- The redevelopment plans are over 15 years old — it's time to update them to reflect the community's priorities.
- We need to hear from residents, local business owners, and stakeholders to understand your needs and visions!

We are currently in STEP 2 of this process where we are testing ideas for future investments.

We want to hear from YOU!

This survey is focused on getting your feedback on early project concepts developed during the workshop held from September 30th–October 4th, 2024.

At the end of this survey, you will have the opportunity to provide comments on any issues that are not addressed in this survey. All responses to this survey are anonymous and will inform the content and scope of the Community Redevelopment Plans.

Please contact CRADivision@CityOfPensacola.com or call (850) 436-5640 with any questions or concerns.

Did you attend any of the following workshops? Select all that apply.

○ Tuesday, October 1 – Open House at the Library
○ Wednesday, October 2 – Open House at the Library
○ Thursday, October 3 – Public Presentation & Open House at Sanders Beach–Corrine Jones Resource Center
○ I attended Step 1 workshops in May, June, July, or August 2024
○ No, I have not attended any of these events so far
○ Not sure

1

BLOCK-BY-BLOCK
E Baars St
N 6th Ave
Eastside
W Avery St
N Pace Blvd
N 9th Ave
E Cervantes St
W Cervantes St
N 17th Ave
N T St
Westside
Urban Core
N A St
W Pine St

All respondents

Urban Core residents

1. Did you attend any of the following workshops?

166 answered, 8 skipped

41 answered, 5 skipped

	All respondents		Urban Core residents	
No, I have not attended any of these events so far	*91 resp.*	54.82 %	*16 resp.*	39.02 %
I attended Step 1 workshops in May, June, July, or August 2024	*57 resp.*	34.34 %	*16 resp.*	39.02 %
Thursday, October 3 (Public Presentation & Open House at Sanders Beach-Corrine Jones Resource Center)	*31 resp.*	18.67 %	*8 resp.*	19.51 %
Wednesday, October 2 (Open House at the Library)	*21 resp.*	12.65 %	*10 resp.*	24.39 %
Tuesday, October 1 (Open House at the Library)	*20 resp.*	12.05 %	*4 resp.*	9.76 %
Not sure	*2 resp.*	1.2 %	*2 resp.*	4.88 %

50% of Urban Core residents who took this survey attended at least one previous workshop

2. What is your home zip code? If you don't live in the United States, what is your county of residence?

150 answered, 24 skipped

44 answered, 2 skipped

	All respondents		Urban Core residents	
32502	*44 resp.*	29.33 %	*28 resp.*	63.64 %
32501	*34 resp.*	22.67 %	*12 resp.*	27.28 %
32503	*29 resp.*	19.33 %	*3 resp.*	72.72 %
32504	*15 resp.*	10 %	*1 resp.*	0 %
32514	*7 resp.*	4.67 %	*0 resp.*	0 %
32507	*5 resp.*	3.33 %	*0 resp.*	0 %
32505	*4 resp.*	2.67 %	*0 resp.*	0 %
32506	*3 resp.*	2 %	*0 resp.*	0 %

All respondents

Urban Core residents

3. What is your relationship with Pensacola?

154 answered, 20 skipped

I live here year-round	*143 resp.*	92.86 %
I work here	*46 resp.*	29.87 %
I visit places in the CRA Districts regularly	*46 resp.*	29.87 %
I live here seasonally	*8 resp.*	5.19 %
I visit here from out of town	*1 resp.*	0.65 %

46 answered, 0 skipped

I live here year-round	*44 resp.*	95.65 %
I work here	*15 resp.*	32.61 %
I visit places in the CRA Districts regularly	*15 resp.*	32.61 %
I live here seasonally	*3 resp.*	6.52 %
I visit here from out of town	*0 resp.*	0 %

4. What CRA District of Pensacola do you live in?

153 answered, 21 skipped

Urban Core	*46 resp. (30.07%)*
Westside	*29 resp. (18.95%)*
Eastside	*11 resp. (7.19%)*
Other	*60 resp. (45.76%)*

I live outside of CRA District boundaries, but in the City of Pensacola	*49 resp.*	32.03 %
I live outside of the City of Pensacola	*21 resp.*	13.73 %

5. How long have you lived in Pensacola?

154 answered, 20 skipped

Less than one year	*12 resp.*	7.79 %
1 to 2 years	*7 resp.*	4.55 %
3 to 5 years	*20 resp.*	12.99 %
6 to 9 years	*22 resp.*	14.29 %
10+ years	*89 resp.*	57.79 %
I do not live in Pensacola	*4 resp.*	2.6 %

46 answered, 0 skipped

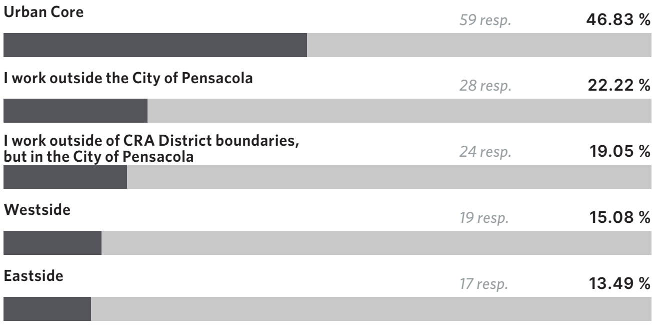
Less than one year	*6 resp.*	13.04 %
1 to 2 years	*1 resp.*	9.09 %
3 to 5 years	*7 resp.*	15.22 %
6 to 9 years	*4 resp.*	8.7 %
10+ years	*26 resp.*	56.52 %
I do not live in Pensacola	*1 resp.*	2.17 %

All respondents

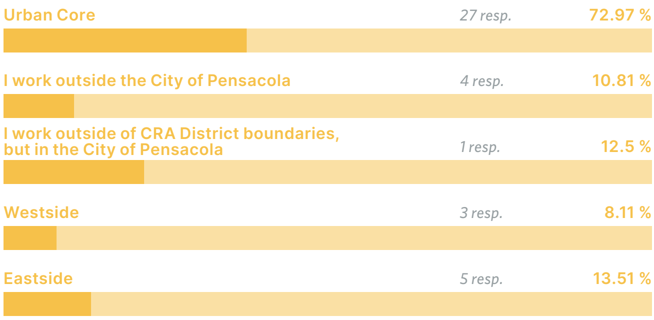
Urban Core residents

6. What CRA District of Pensacola do you work in?

126 answered, 48 skipped

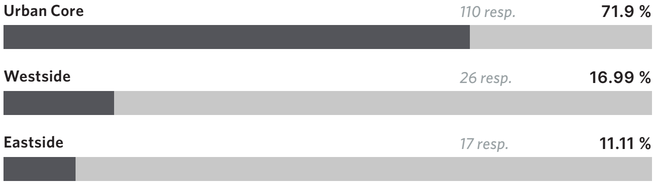


37 answered, 9 skipped

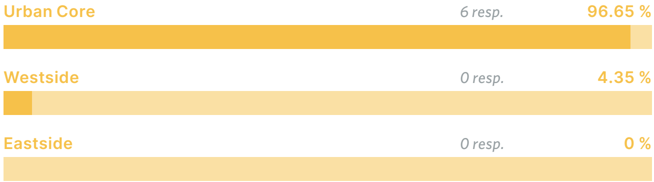


7. What CRA District of Pensacola do you most often visit?

153 answered, 21 skipped

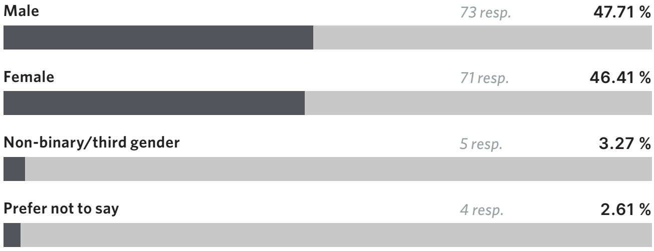


46 answered, 0 skipped

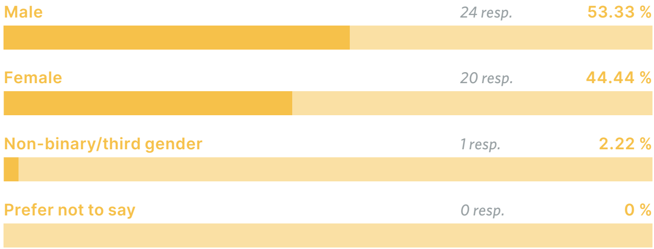


8. How do you identify your gender?

153 answered, 21 skipped



45 answered, 1 skipped

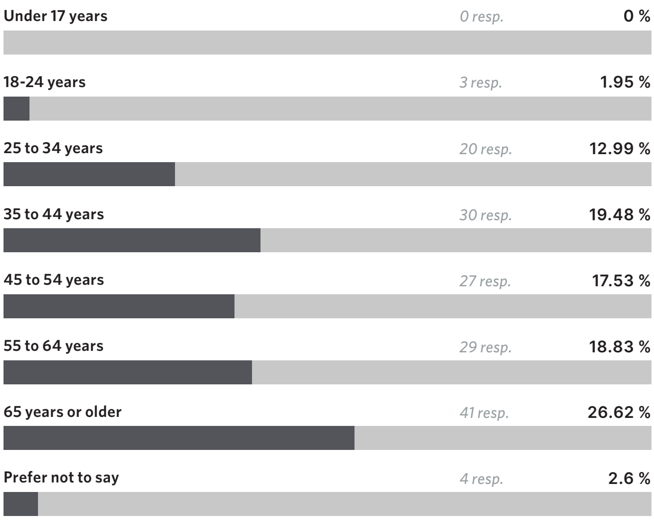


All respondents

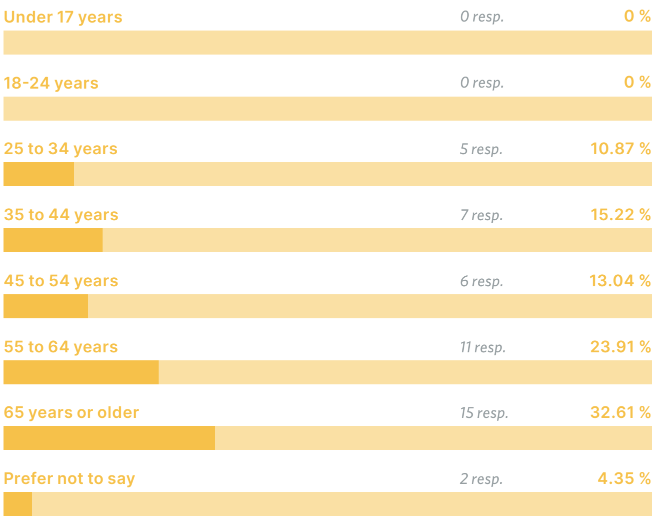
Urban Core residents

9. What is your age?

154 answered, 20 skipped

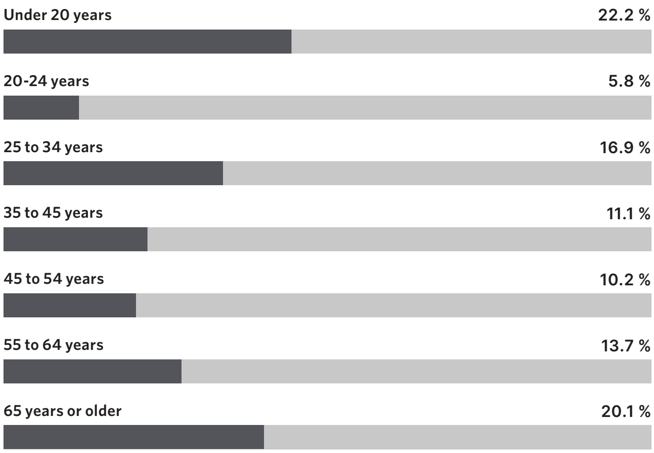


46 answered, 0 skipped



City of Pensacola Age Demographics

Data from United States Census, American Community Survey, 2022



All respondents

Urban Core residents

10. What is your race/ethnicity?

All respondents

154 answered, 20 skipped

White	*119 resp.*	77.27 %
Black or African American	*18 resp.*	11.69 %
Prefer not to say	*16 resp.*	10.39 %
Hispanic or Latino/a	*7 resp.*	4.55 %
American Indian or Alaska Native	*2 resp.*	1.3 %
Asian or Asian American	*2 resp.*	1.3 %
Middle Eastern or North African	*0 resp.*	0 %
Native Hawaiian or other Pacific Islander	*0 resp.*	0 %
Another race	*0 resp.*	0 %

Urban Core residents

46 answered, 0 skipped

White	*37 resp.*	80.43 %
Black or African American	*2 resp.*	4.35 %
Prefer not to say	*5 resp.*	10.87 %
Hispanic or Latino/a	*3 resp.*	6.52 %
American Indian or Alaska Native	*1 resp.*	2.17 %
Asian or Asian American	*0 resp.*	0 %
Middle Eastern or North African	*0 resp.*	0 %
Native Hawaiian or other Pacific Islander	*0 resp.*	0 %
Another race	*0 resp.*	0 %

11. What is the combined annual income of all working adults in your household?

All respondents

154 answered, 20 skipped

Less than $25,000	*4 resp.*	2.6 %
$25,000–$34,999	*5 resp.*	3.25 %
$35,000–$49,999	*11 resp.*	7.14 %
$50,000–$74,999	*19 resp.*	12.34 %
$75,000–$99,999	*19 resp.*	12.34 %
$100,000–$149,999	*23 resp.*	14.94 %
$150,000–$199,999	*25 resp.*	16.23 %
$200,000 or more	*25 resp.*	16.23 %
Retired	*13 resp.*	8.44 %
Prefer not to say	*10 resp.*	6.49 %

Urban Core residents

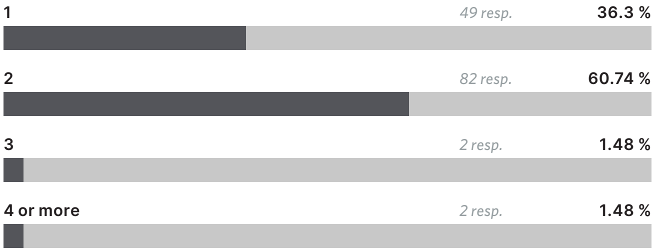
46 answered, 0 skipped

Less than $25,000	*1 resp.*	2.17 %
$25,000–$34,999	*1 resp.*	2.17 %
$35,000–$49,999	*3 resp.*	6.52 %
$50,000–$74,999	*7 resp.*	15.22 %
$75,000–$99,999	*3 resp.*	6.52 %
$100,000–$149,999	*4 resp.*	8.7 %
$150,000–$199,999	*7 resp.*	15.22 %
$200,000 or more	*12 resp.*	26.09 %
Retired	*5 resp.*	10.87 %
Prefer not to say	*3 resp.*	6.52 %

All respondents

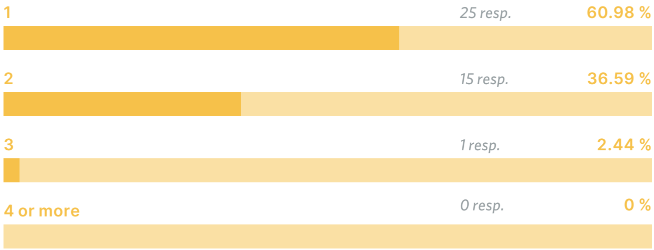
12. How many working adults live in your household?

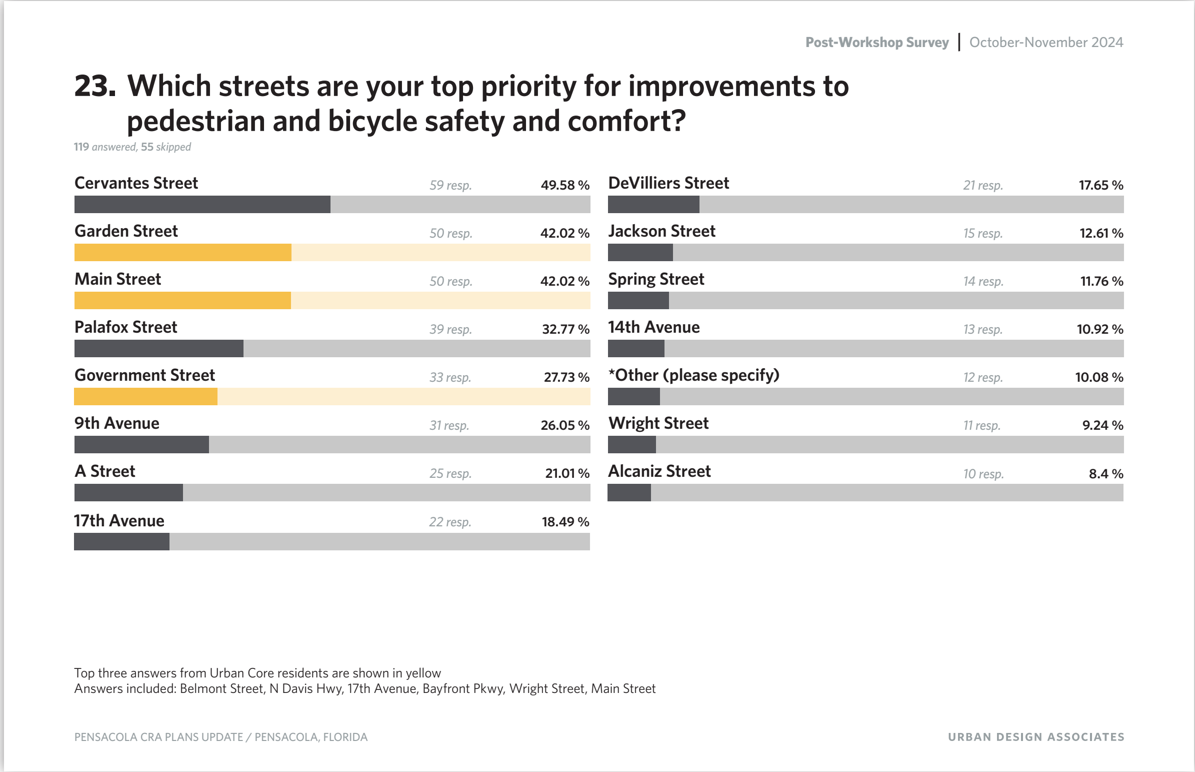
135 answered, 39 skipped



Urban Core residents

11 answered, 0 skipped





Post-Workshop Survey | October-November 2024

23. Which streets are your top priority for improvements to pedestrian and bicycle safety and comfort?

119 *answered*, **55** *skipped*

Cervantes Street	*59 resp.*	**49.58 %**
Garden Street	*50 resp.*	**42.02 %**
Main Street	*50 resp.*	**42.02 %**
Palafox Street	*39 resp.*	**32.77 %**
Government Street	*33 resp.*	**27.73 %**
9th Avenue	*31 resp.*	**26.05 %**
A Street	*25 resp.*	**21.01 %**
17th Avenue	*22 resp.*	**18.49 %**
DeVilliers Street	*21 resp.*	**17.65 %**
Jackson Street	*15 resp.*	**12.61 %**
Spring Street	*14 resp.*	**11.76 %**
14th Avenue	*13 resp.*	**10.92 %**
***Other (please specify)**	*12 resp.*	**10.08 %**
Wright Street	*11 resp.*	**9.24 %**
Alcaniz Street	*10 resp.*	**8.4 %**

Top three answers from Urban Core residents are shown in yellow
Answers included: Belmont Street, N Davis Hwy, 17th Avenue, Bayfront Pkwy, Wright Street, Main Street

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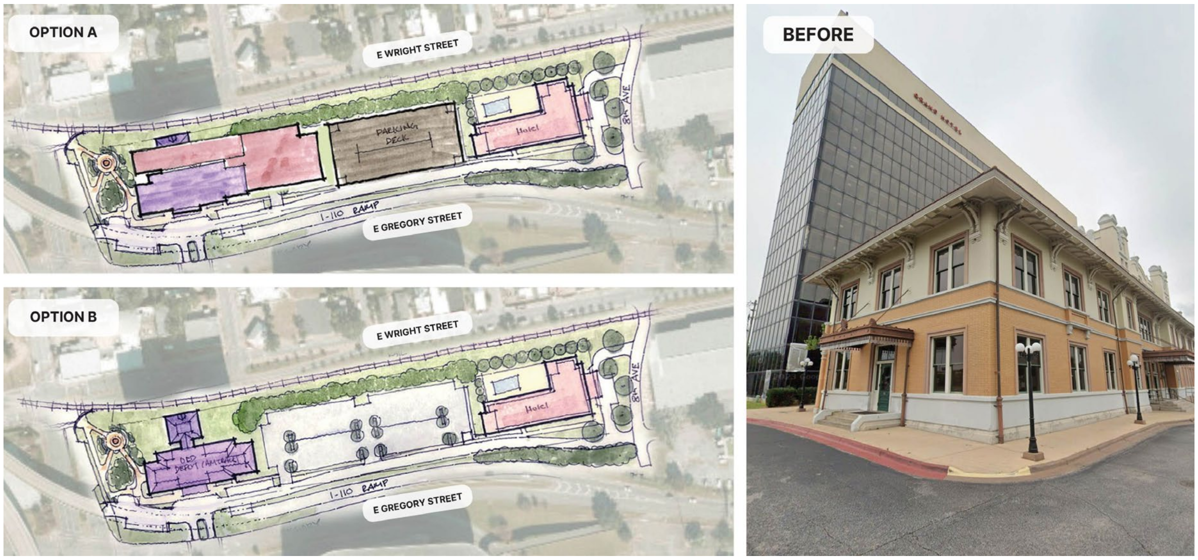
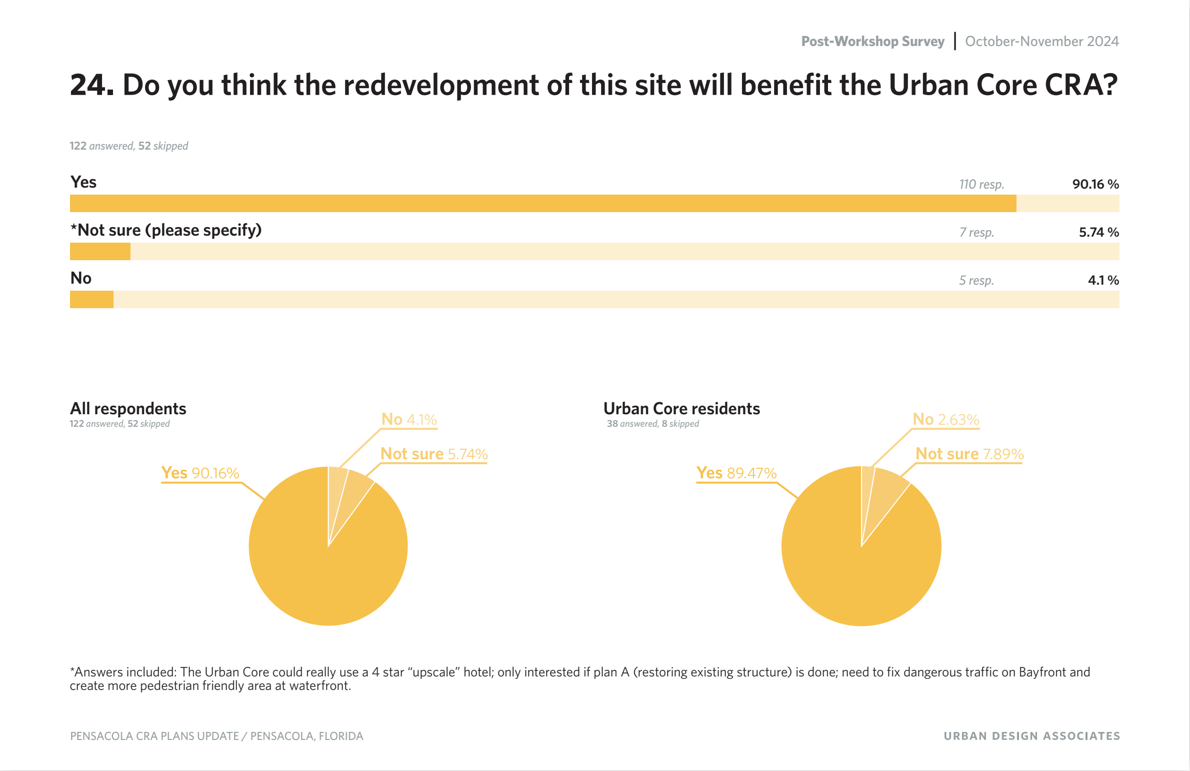

OPTION A
E WRIGHT STREET
PARKING DECK
Hotel
8th AVE
I-110 RAMP
E GREGORY STREET
OPTION B
E WRIGHT STREET
Hotel
8th AVE
I-110 RAMP
E GREGORY STREET
BEFORE

Grand Hotel/Depot
This proposal corresponds with questions 24-25



Post-Workshop Survey | October-November 2024

24. Do you think the redevelopment of this site will benefit the Urban Core CRA?

122 *answered*, 52 *skipped*

Yes	*110 resp.*	**90.16 %**
***Not sure (please specify)**	*7 resp.*	**5.74 %**
No	*5 resp.*	**4.1 %**

All respondents
122 *answered*, 52 *skipped*

Urban Core residents
38 *answered*, 8 *skipped*

*Answers included: The Urban Core could really use a 4 star "upscale" hotel; only interested if plan A (restoring existing structure) is done; need to fix dangerous traffic on Bayfront and create more pedestrian friendly area at waterfront.

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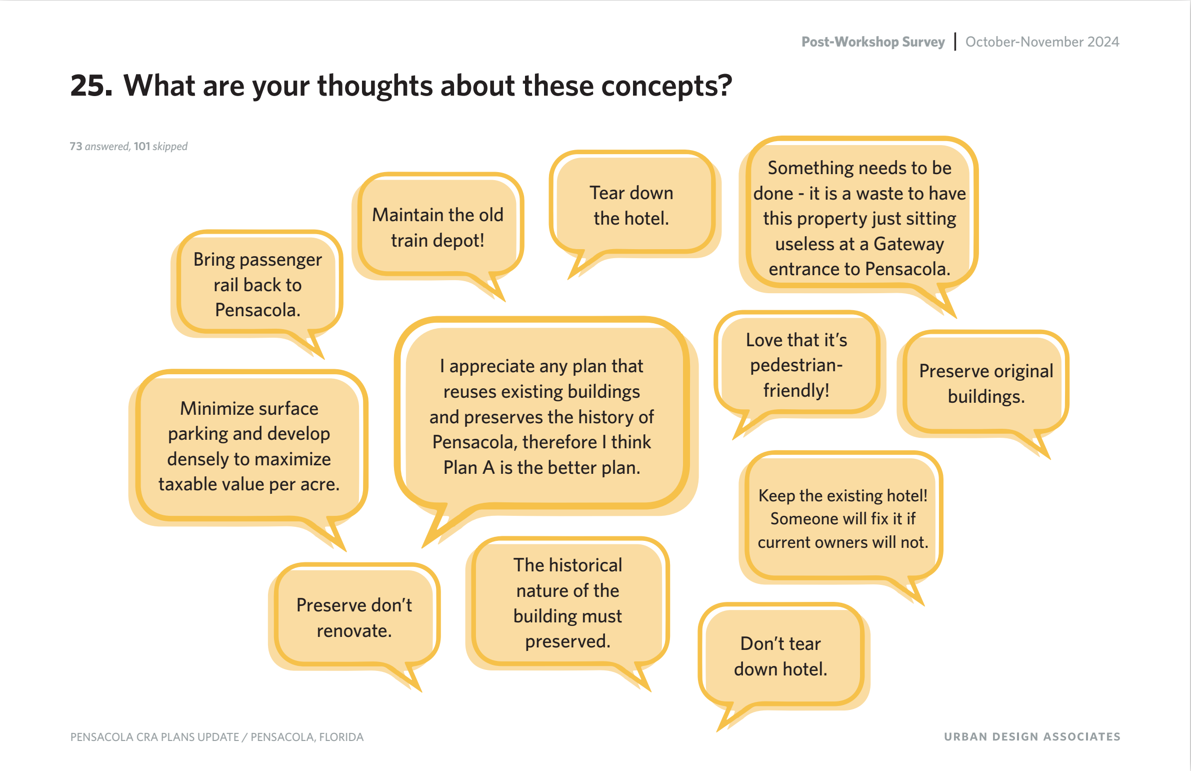

Post-Workshop Survey | October-November 2024

25. What are your thoughts about these concepts?

73 *answered*, 101 *skipped*

Maintain the old train depot!

Tear down the hotel.

Something needs to be done - it is a waste to have this property just sitting useless at a Gateway entrance to Pensacola.

Bring passenger rail back to Pensacola.

I appreciate any plan that reuses existing buildings and preserves the history of Pensacola, therefore I think Plan A is the better plan.

Love that it's pedestrian-friendly!

Preserve original buildings.

Minimize surface parking and develop densely to maximize taxable value per acre.

Keep the existing hotel! Someone will fix it if current owners will not.

Preserve don't renovate.

The historical nature of the building must preserved.

Don't tear down hotel.

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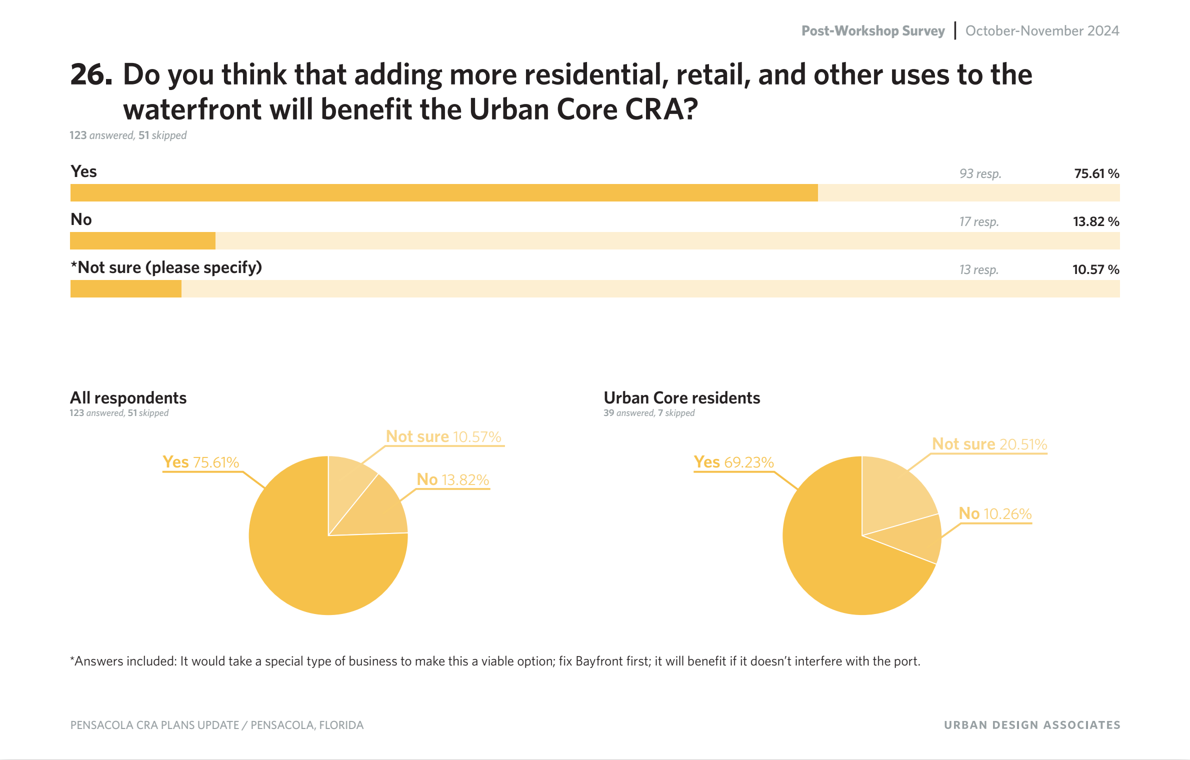

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26. Do you think that adding more residential, retail, and other uses to the waterfront will benefit the Urban Core CRA?

123 *answered*, 51 *skipped*

Yes	*93 resp.*	75.61 %
No	*17 resp.*	13.82 %
*Not sure (please specify)	*13 resp.*	10.57 %

All respondents
123 *answered*, 51 *skipped*

Yes 75.61%
Not sure 10.57%
No 13.82%

Urban Core residents
39 *answered*, 7 *skipped*

Yes 69.23%
Not sure 20.51%
No 10.26%

*Answers included: It would take a special type of business to make this a viable option; fix Bayfront first; it will benefit if it doesn't interfere with the port.

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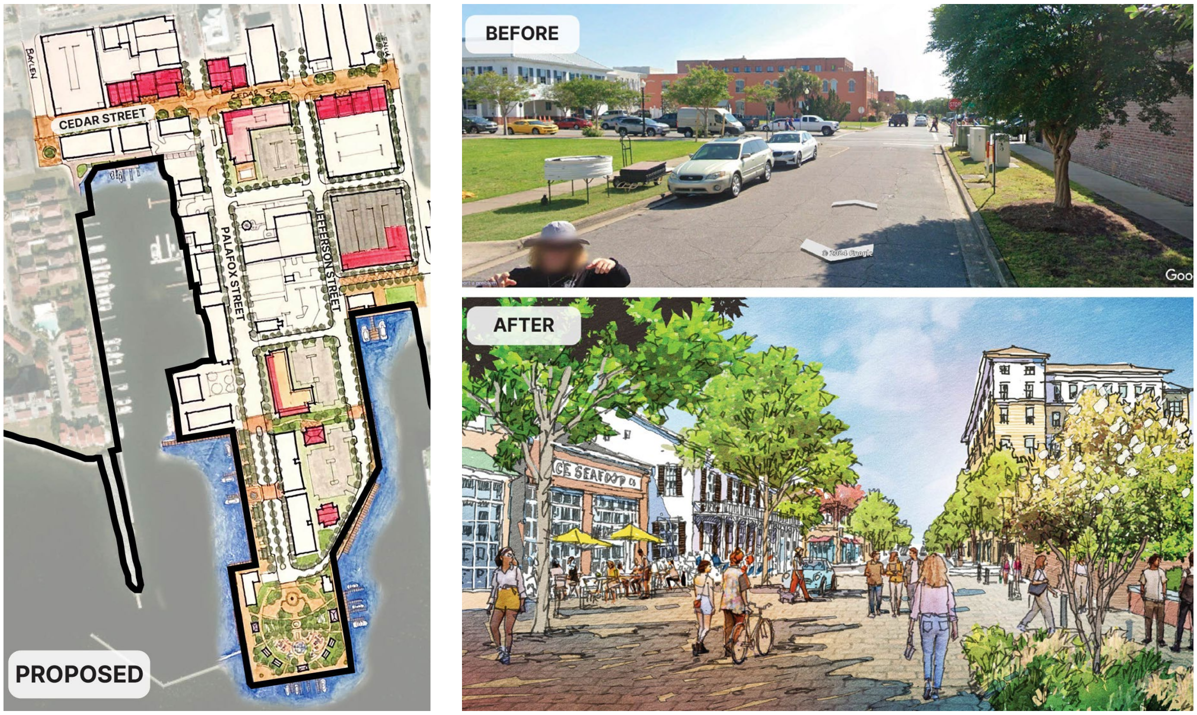
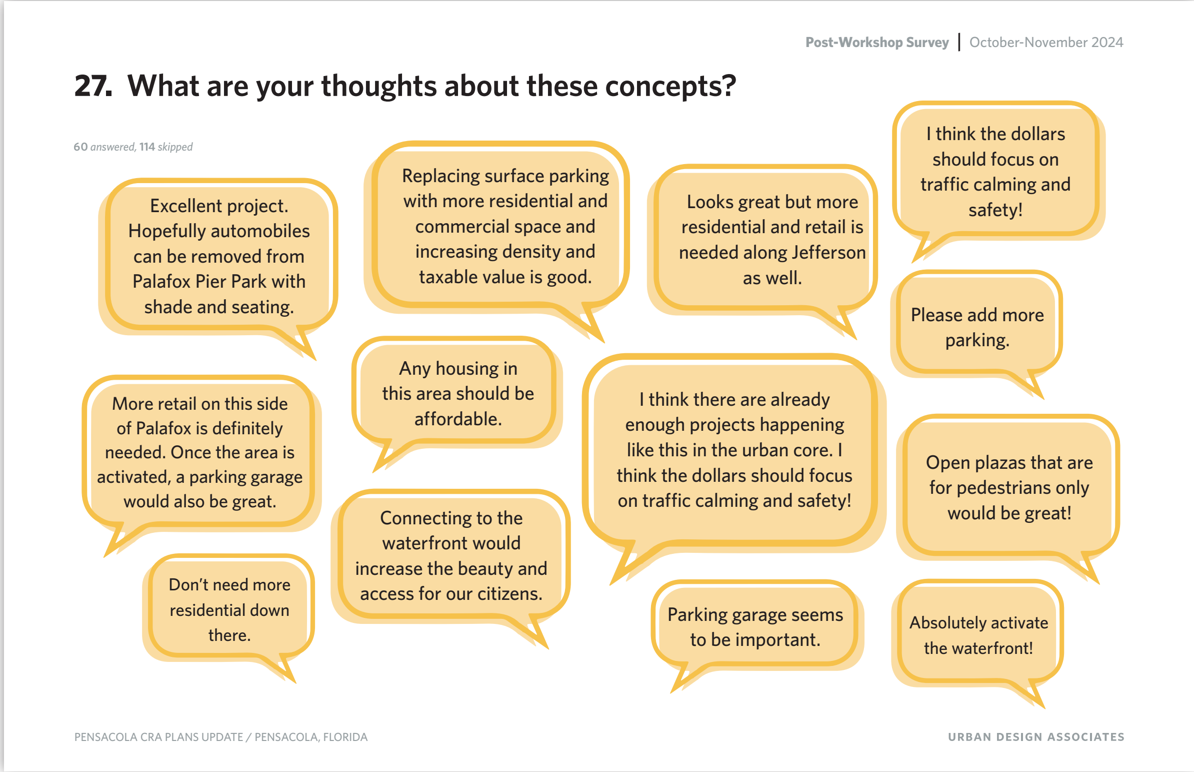


Waterfront Development
This proposal corresponds with questions 26-27



Post-Workshop Survey | October-November 2024

27. What are your thoughts about these concepts?

60 *answered*, **114** *skipped*

Excellent project. Hopefully automobiles can be removed from Palafox Pier Park with shade and seating.

More retail on this side of Palafox is definitely needed. Once the area is activated, a parking garage would also be great.

Don't need more residential down there.

Replacing surface parking with more residential and commercial space and increasing density and taxable value is good.

Any housing in this area should be affordable.

Connecting to the waterfront would increase the beauty and access for our citizens.

Looks great but more residential and retail is needed along Jefferson as well.

I think there are already enough projects happening like this in the urban core. I think the dollars should focus on traffic calming and safety!

Parking garage seems to be important.

I think the dollars should focus on traffic calming and safety!

Please add more parking.

Open plazas that are for pedestrians only would be great!

Absolutely activate the waterfront!

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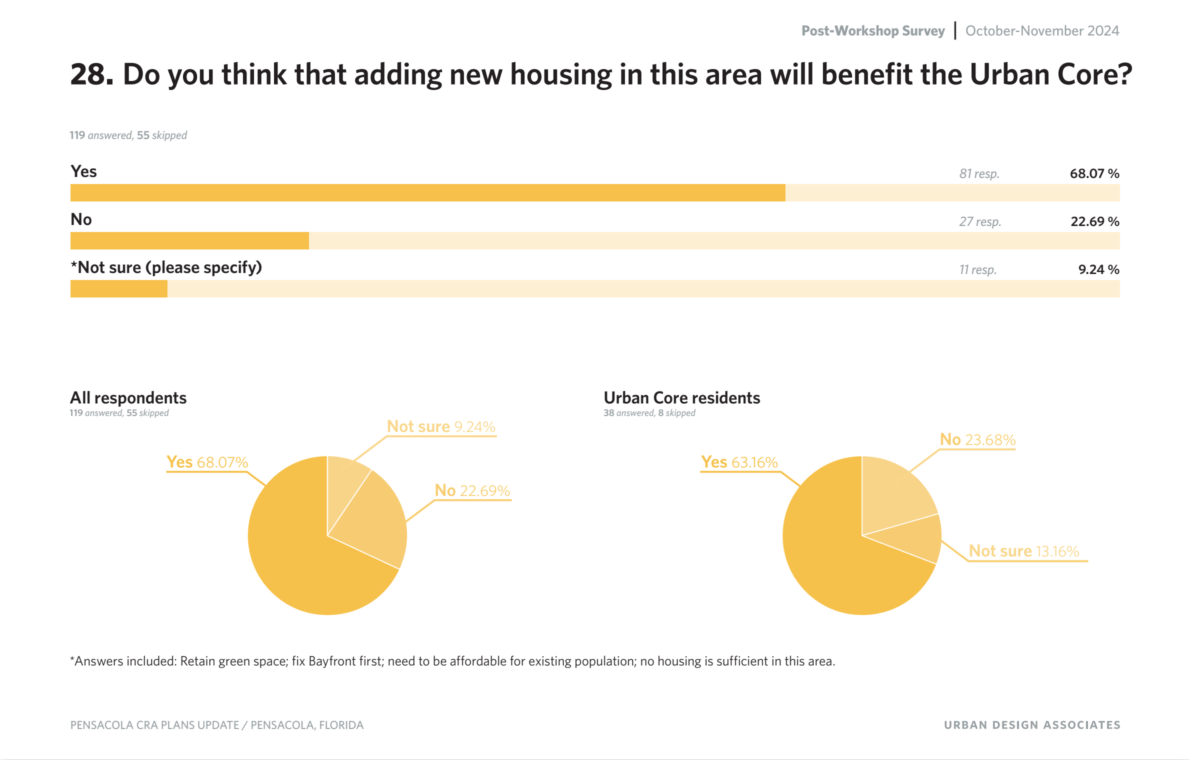

Post-Workshop Survey | October-November 2024

28. Do you think that adding new housing in this area will benefit the Urban Core?

119 *answered,* 55 *skipped*

Yes	*81 resp.*	**68.07 %**
No	*27 resp.*	**22.69 %**
***Not sure (please specify)**	*11 resp.*	**9.24 %**

All respondents
119 *answered,* 55 *skipped*

Urban Core residents
38 *answered,* 8 *skipped*

*Answers included: Retain green space; fix Bayfront first; need to be affordable for existing population; no housing is sufficient in this area.

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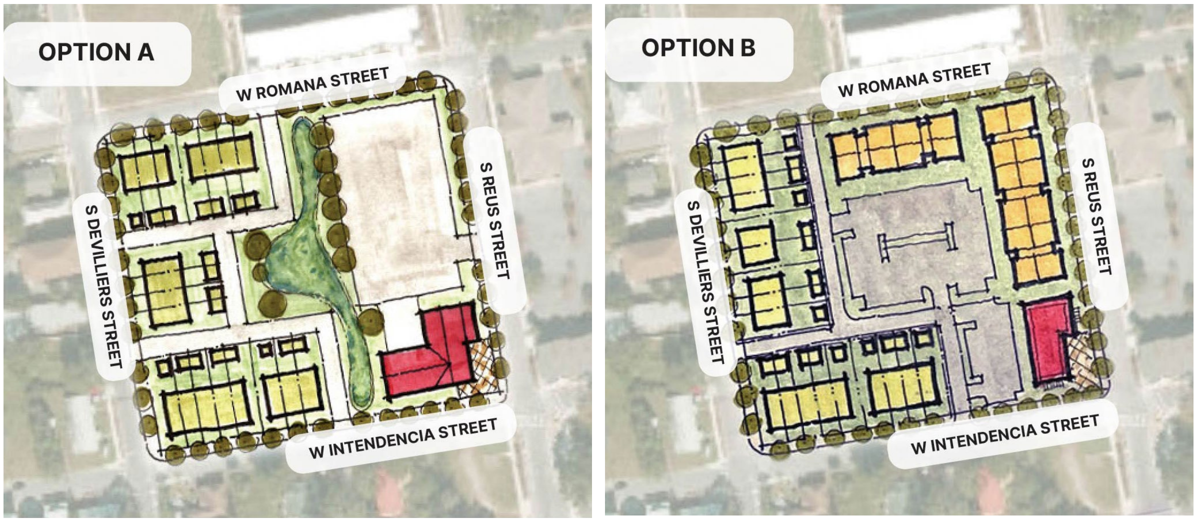

OPTION A
W ROMANA STREET
S DEVILLIERS STREET
S REUS STREET
W INTENDENCIA STREET
OPTION B
W ROMANA STREET
S DEVILLIERS STREET
S REUS STREET
W INTENDENCIA STREET

Reus Square
This proposal corresponds with questions 28-29

29. What are your thoughts about these concepts?

55 answered, 119 skipped

We need affordable rental properties. Should be high priority.

We need more commercial opportunities in addition to Savoy to encourage more people to visit this part of the Urban Core.

If developed the area absolutely must account for flood events and sea level rise.

Townhomes would be a great fit.

Too much of the growth in the Urban Core is only for the rich.

New housing in the Urban Core will be good for the Urban Core area.

We need more abilities to get downtown and enjoy being downtown.

Make it as dense as possible!

Housing stock is adequate.

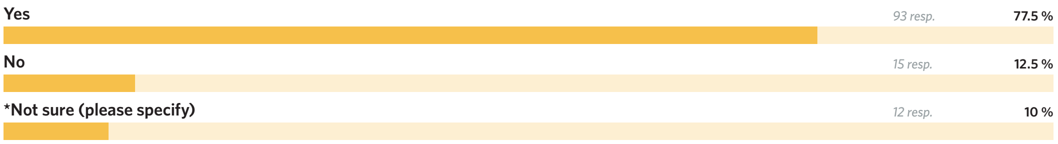
Growth is ideal. I believe in this project!

Why does the urban core area need more housing?

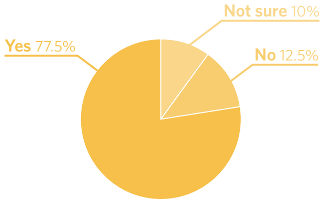
As someone who doesn't drive, mixing retail with and near housing sense especially important

30. Do you think developing more music, entertainment, and dining uses in this area would benefit Belmont-DeVilliers and the Urban Core CRA?

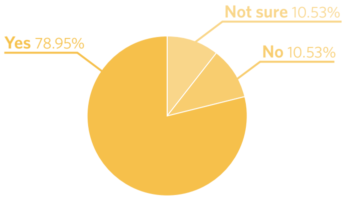
120 answered, 54 skipped



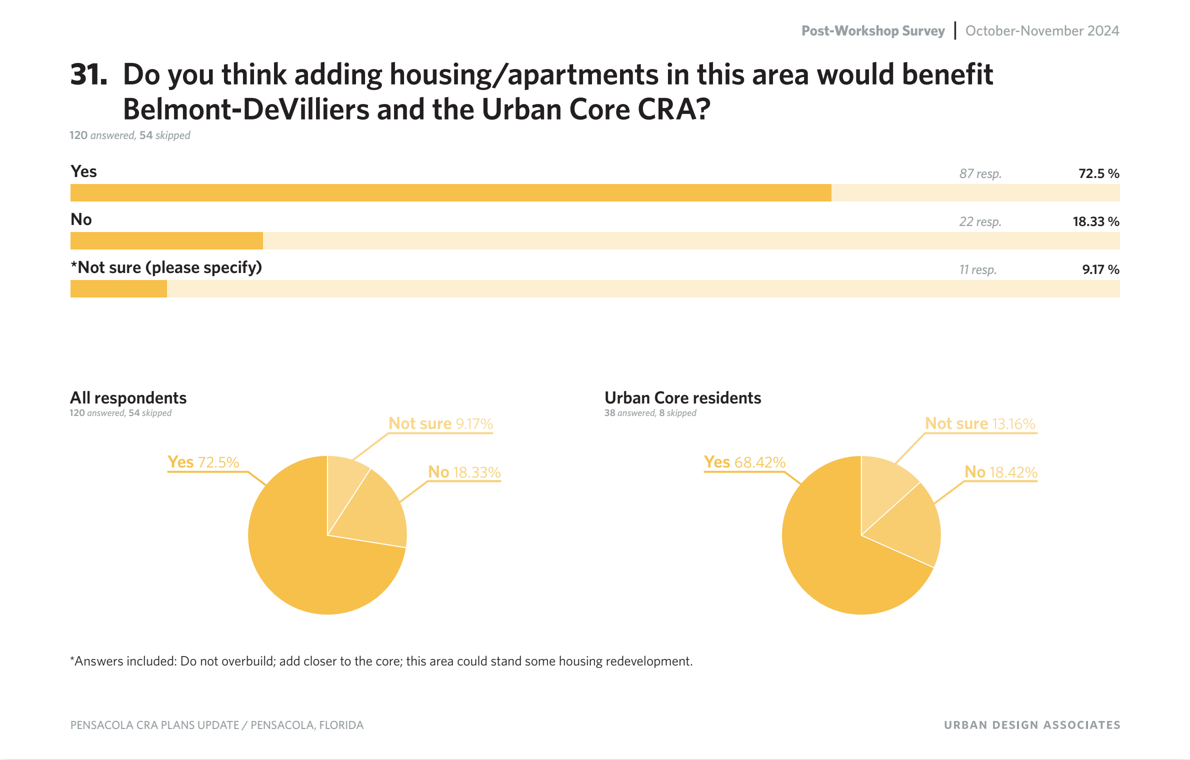
All respondents
120 answered, 54 skipped



Urban Core residents
38 answered, 8 skipped



*Answers included: Everything looks like it is skewed to upper income levels; this would price out the locals; return to historical black neighborhood



Post-Workshop Survey | October-November 2024

31. Do you think adding housing/apartments in this area would benefit Belmont-DeVilliers and the Urban Core CRA?

120 *answered*, 54 *skipped*

Yes	*87 resp.*	72.5 %
No	*22 resp.*	18.33 %
*Not sure (please specify)	*11 resp.*	9.17 %

All respondents
120 *answered*, 54 *skipped*

Urban Core residents
38 *answered*, 8 *skipped*

*Answers included: Do not overbuild; add closer to the core; this area could stand some housing redevelopment.

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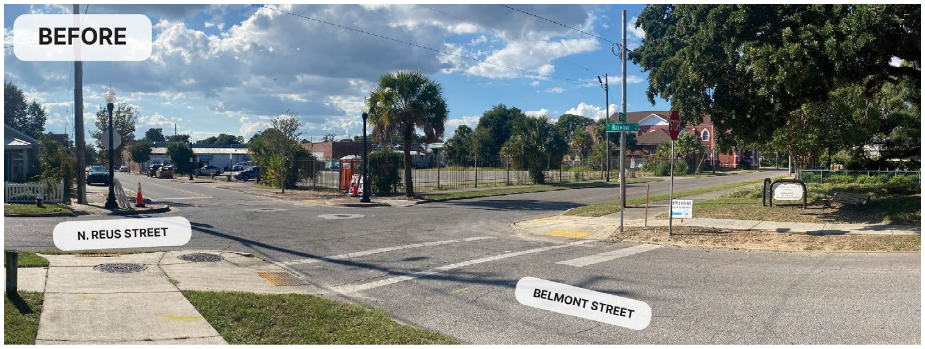
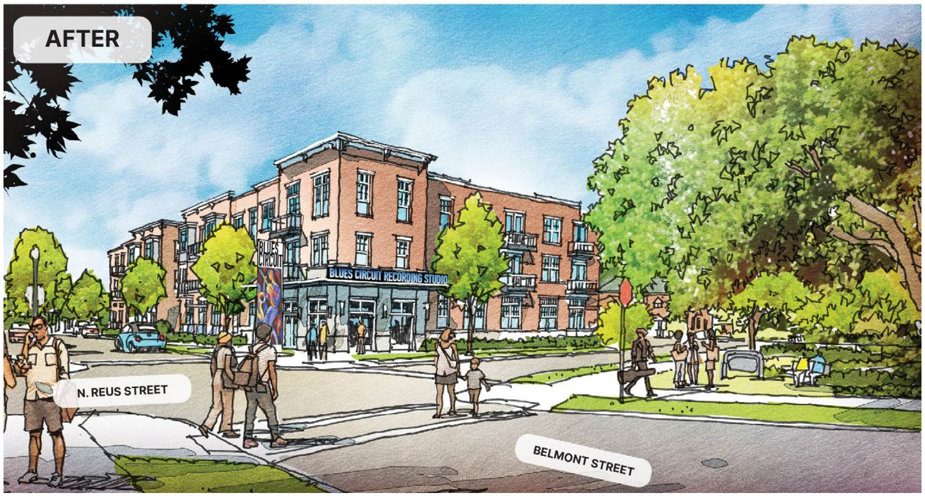
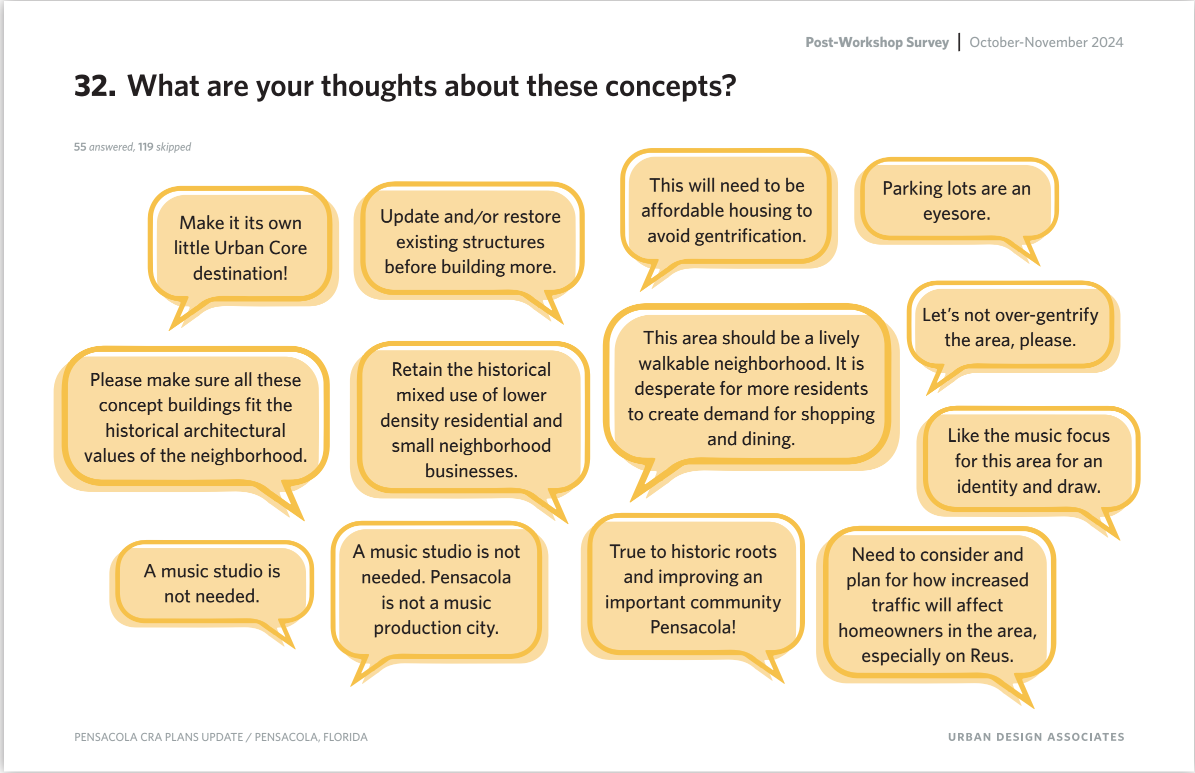

BEFORE
N. REUS STREET
BELMONT STREET


AFTER
BLUES CIRCUIT RECORDING STUDIO
N. REUS STREET
BELMONT STREET

Belmont-DeVilliers
This proposal corresponds with questions 30-32



Post-Workshop Survey | October-November 2024

32. What are your thoughts about these concepts?

55 answered, 119 skipped

Make it its own little Urban Core destination!

Update and/or restore existing structures before building more.

This will need to be affordable housing to avoid gentrification.

Parking lots are an eyesore.

Please make sure all these concept buildings fit the historical architectural values of the neighborhood.

Retain the historical mixed use of lower density residential and small neighborhood businesses.

This area should be a lively walkable neighborhood. It is desperate for more residents to create demand for shopping and dining.

Let's not over-gentrify the area, please.

Like the music focus for this area for an identity and draw.

A music studio is not needed.

A music studio is not needed. Pensacola is not a music production city.

True to historic roots and improving an important community Pensacola!

Need to consider and plan for how increased traffic will affect homeowners in the area, especially on Reus.

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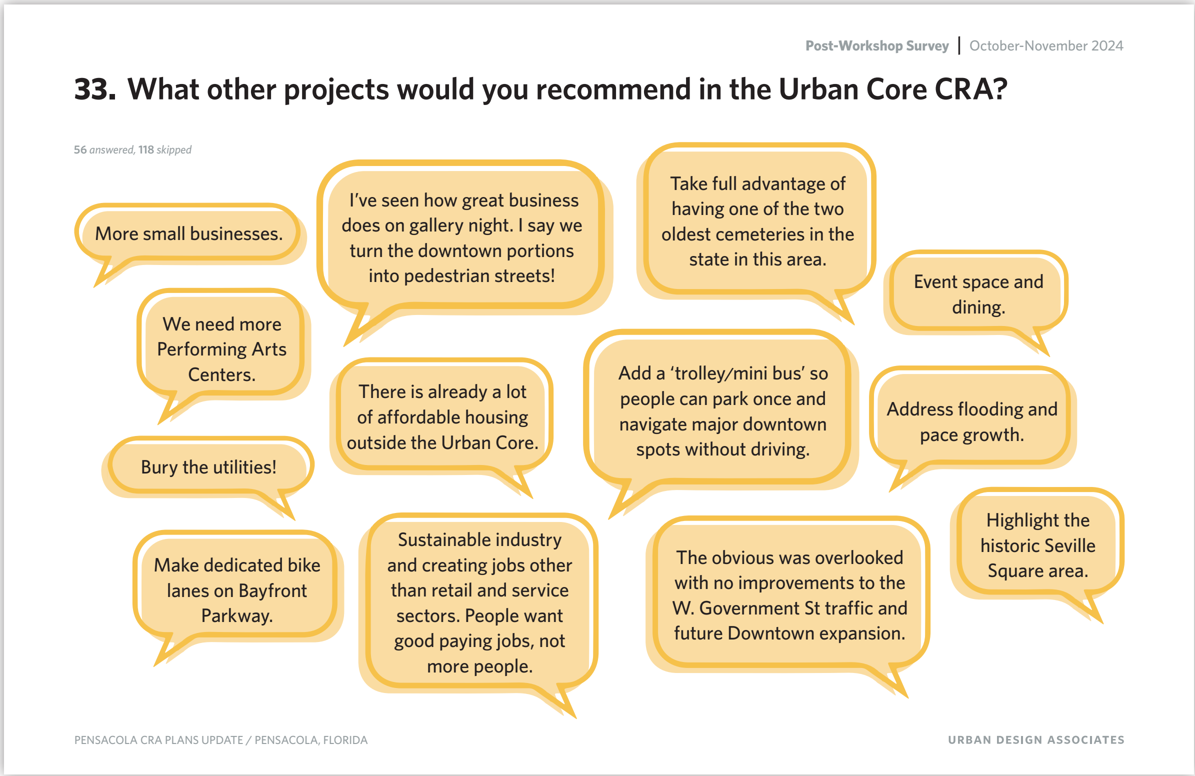

Post-Workshop Survey | October-November 2024

33. What other projects would you recommend in the Urban Core CRA?

56 answered, 118 skipped

More small businesses.

I've seen how great business does on gallery night. I say we turn the downtown portions into pedestrian streets!

Take full advantage of having one of the two oldest cemeteries in the state in this area.

Event space and dining.

We need more Performing Arts Centers.

There is already a lot of affordable housing outside the Urban Core.

Add a 'trolley/mini bus' so people can park once and navigate major downtown spots without driving.

Address flooding and pace growth.

Bury the utilities!

Make dedicated bike lanes on Bayfront Parkway.

Sustainable industry and creating jobs other than retail and service sectors. People want good paying jobs, not more people.

The obvious was overlooked with no improvements to the W. Government St traffic and future Downtown expansion.

Highlight the historic Seville Square area.

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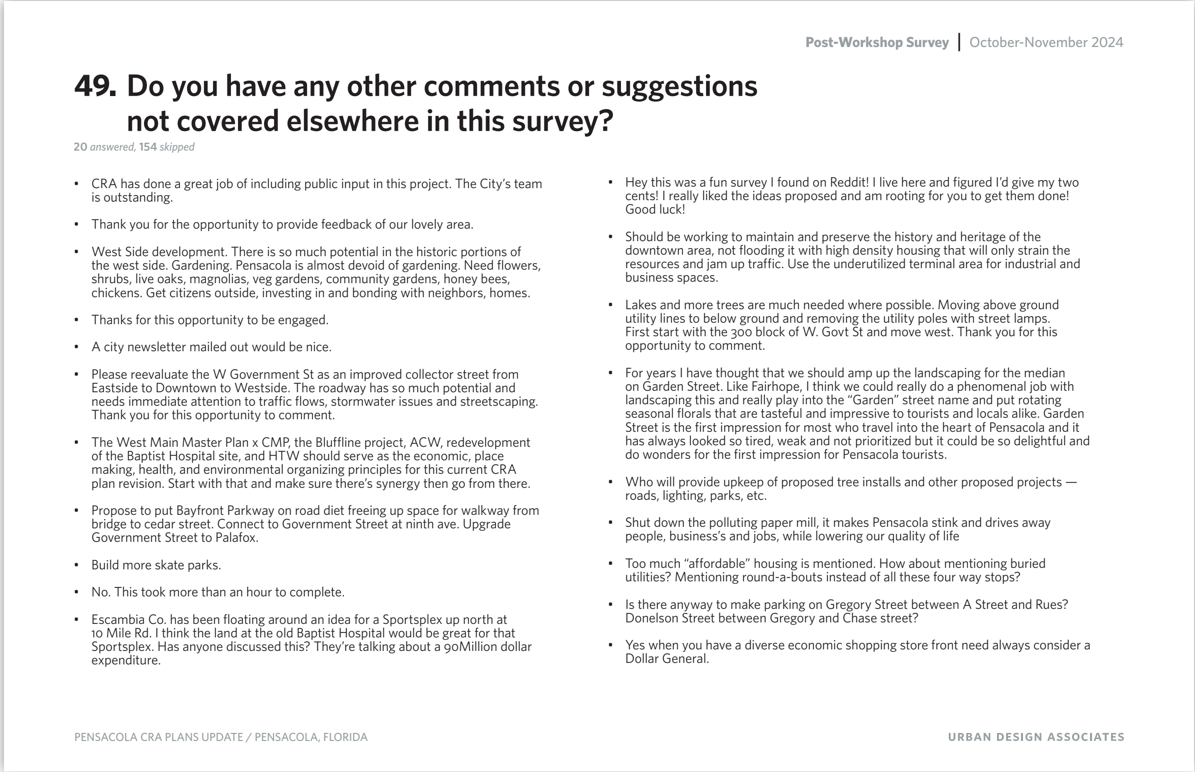

Post-Workshop Survey | October-November 2024

49. Do you have any other comments or suggestions not covered elsewhere in this survey?

20 *answered*, **154** *skipped*

- CRA has done a great job of including public input in this project. The City's team is outstanding.
- Thank you for the opportunity to provide feedback of our lovely area.
- West Side development. There is so much potential in the historic portions of the west side. Gardening. Pensacola is almost devoid of gardening. Need flowers, shrubs, live oaks, magnolias, veg gardens, community gardens, honey bees, chickens. Get citizens outside, investing in and bonding with neighbors, homes.
- Thanks for this opportunity to be engaged.
- A city newsletter mailed out would be nice.
- Please reevaluate the W Government St as an improved collector street from Eastside to Downtown to Westside. The roadway has so much potential and needs immediate attention to traffic flows, stormwater issues and streetscaping. Thank you for this opportunity to comment.
- The West Main Master Plan x CMP, the Bluffline project, ACW, redevelopment of the Baptist Hospital site, and HTW should serve as the economic, place making, health, and environmental organizing principles for this current CRA plan revision. Start with that and make sure there's synergy then go from there.
- Propose to put Bayfront Parkway on road diet freeing up space for walkway from bridge to cedar street. Connect to Government Street at ninth ave. Upgrade Government Street to Palafox.
- Build more skate parks.
- No. This took more than an hour to complete.
- Escambia Co. has been floating around an idea for a Sportsplex up north at 10 Mile Rd. I think the land at the old Baptist Hospital would be great for that Sportsplex. Has anyone discussed this? They're talking about a 90Million dollar expenditure.
- Hey this was a fun survey I found on Reddit! I live here and figured I'd give my two cents! I really liked the ideas proposed and am rooting for you to get them done! Good luck!
- Should be working to maintain and preserve the history and heritage of the downtown area, not flooding it with high density housing that will only strain the resources and jam up traffic. Use the underutilized terminal area for industrial and business spaces.
- Lakes and more trees are much needed where possible. Moving above ground utility lines to below ground and removing the utility poles with street lamps. First start with the 300 block of W. Govt St and move west. Thank you for this opportunity to comment.
- For years I have thought that we should amp up the landscaping for the median on Garden Street. Like Fairhope, I think we could really do a phenomenal job with landscaping this and really play into the "Garden" street name and put rotating seasonal florals that are tasteful and impressive to tourists and locals alike. Garden Street is the first impression for most who travel into the heart of Pensacola and it has always looked so tired, weak and not prioritized but it could be so delightful and do wonders for the first impression for Pensacola tourists.
- Who will provide upkeep of proposed tree installs and other proposed projects — roads, lighting, parks, etc.
- Shut down the polluting paper mill, it makes Pensacola stink and drives away people, business's and jobs, while lowering our quality of life
- Too much "affordable" housing is mentioned. How about mentioning buried utilities? Mentioning round-a-bouts instead of all these four way stops?
- Is there anyway to make parking on Gregory Street between A Street and Rues? Donelson Street between Gregory and Chase street?
- Yes when you have a diverse economic shopping store front need always consider a Dollar General.

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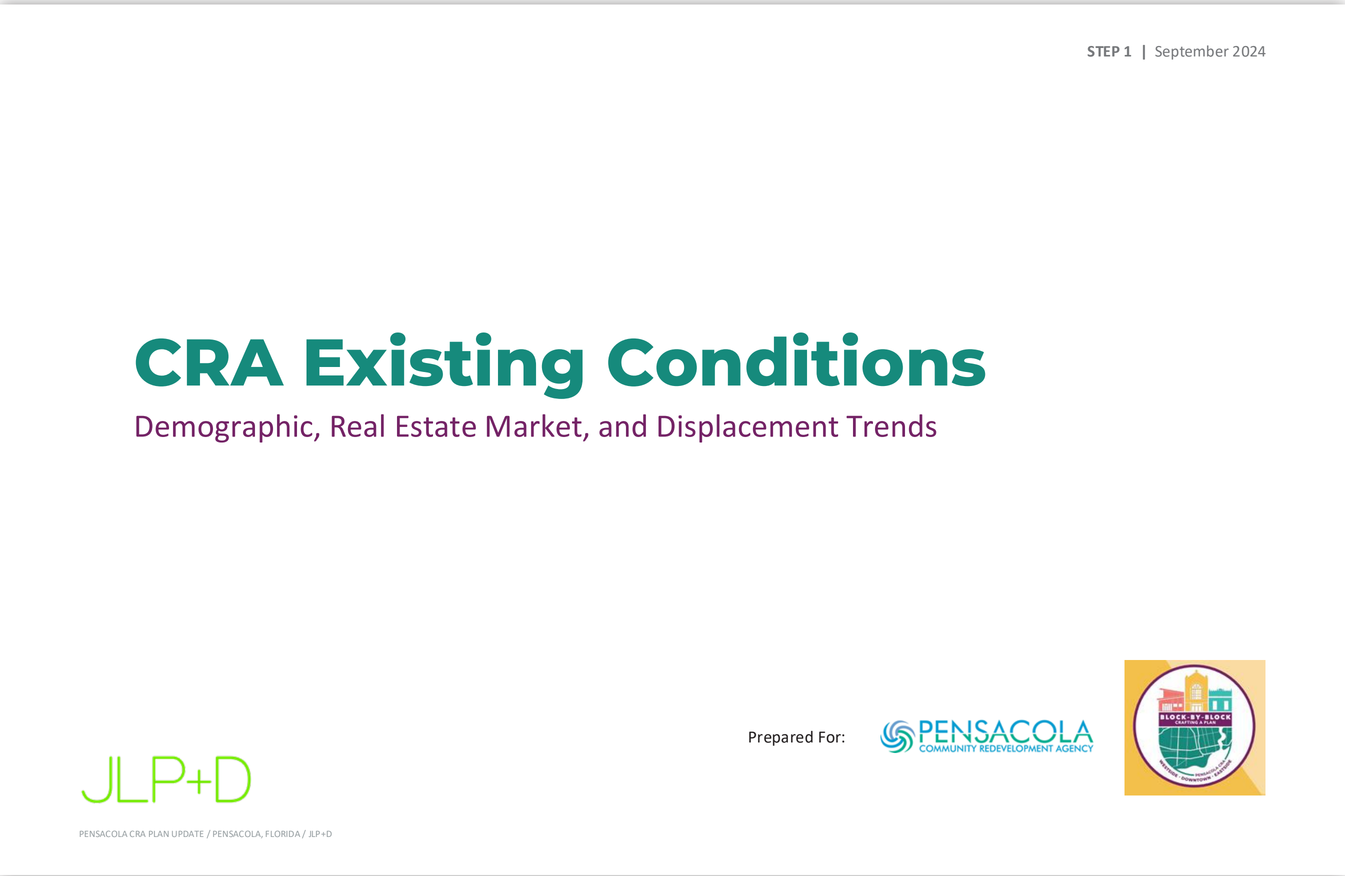
DEMOGRAPHIC AND MARKET ANALYSIS

OVERVIEW

This analysis of existing demographics & market conditions was conducted across all three CRA Districts simultaneously, but also narrowed in on each district to identify specific conditions per district. The analysis was conducted primarily using data collected in 2023 and was published in September 2024.

The intent of this analysis was to:

- Analyze demographics of each CRA District;
- Identify primary community stressors;
- Identify opportunities in the market;
- Determine the potential impacts of development in each district in order to prevent the displacement of residents and businesses;
- Provide priorities for designers and policymakers to make positive impacts and avoid negative impacts on the community.



STEP 1 | September 2024

CRA Existing Conditions

Demographic, Real Estate Market, and Displacement Trends

Prepared For:

JLP+D

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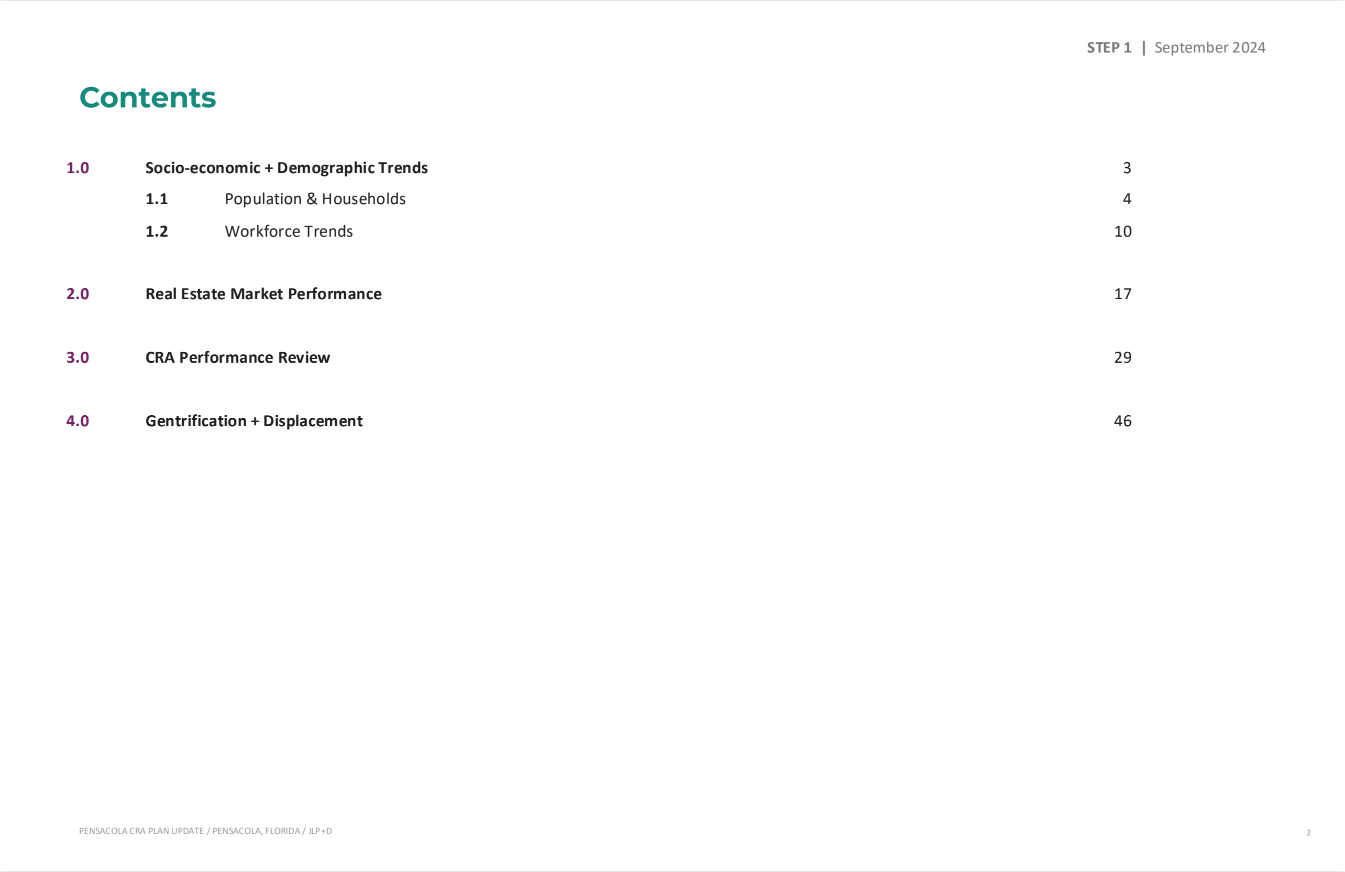

STEP 1 | September 2024

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1.0 **Socio-economic + Demographic Trends** 3
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1.0
SOCIO-ECONOMIC DEMOGRAPHICS + TRENDS

1.1
POPULATION CHARACTERISTICS

Population Growth

Minor changes in total population since 2000, with high density in CRA districts

The population trends across all three Community Redevelopment Agency (CRA) boundaries indicate stagnant or slightly negative growth from 2000 to 2023. The Westside CRA and Urban Core CRA have experienced population declines, with the Westside CRA losing 602 residents and the Urban Core CRA losing 309 residents since 2000. Overall, the Citywide population has also decreased by over 2,200 residents in 2023 compared to 2000.

In terms of population density, all three CRAs exhibit higher densities than the City of Pensacola. While density does not represent the exact population count (see table at right) density helps compare the districts to each other in terms their relative sizes.

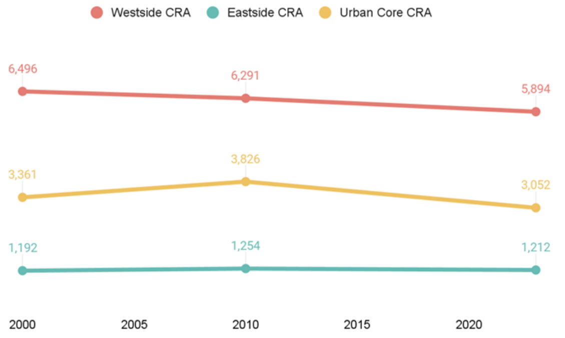
Population Density

- **Citywide:** 1,598 residents per square mile
- **Urban Core CRA:** 1,935 residents per square mile
- **Eastside CRA:** 3,127 residents per square mile
- **Westside CRA:** 3,474 residents per square mile

KEY TAKEAWAYS

Escambia county is growing modestly while Pensacola is losing population. Declining population doesn't match resident perceptions about population growth, but it may impact the city's competitive edge within the region.

Population Change, 2000 - 2023



Population by CRA District

	2000	2010	2023	% change, 2000 - 2023
Westside CRA	6,496	6,291	5,894	-9.27%
Eastside CRA	1,192	1,254	1,212	1.68%
Urban Core CRA	3,361	3,826	3,052	-9.19%
Pensacola City	56,288	51,923	54,059	-3.96%
Escambia County	294,410	297,619	321,905	9.34%

Data source: US Census Bureau, 2023 Data - Visualized by JLP+D

Aging

The population is trending older

Median age can provide additional detail about population trends in Pensacola. Both the Urban Core and Westside CRA populations have a higher median age, with the Westside CRA at 42.7 years old and the Urban Core CRA at 47.5 years old. In contrast, the Eastside CRA and Citywide median age stand at 40 years old (Median age in the United States is 39.0 years). In Pensacola, these median ages have been relatively steady since 2000.

Trends of aging can also be viewed by comparing the elderly and working age populations. Pensacola also has an elevated old-age dependency ratio at 34.2, meaning that for every 100 workers, there are 34.2 residents 65 and older, which is nearly four more residents than the national ratio of 28.5. This ratio has jumped 5 points in Pensacola since 2010 when it was 27.5.

KEY TAKEAWAYS

An aging population can indicate broader economic challenges caused by a shortage of younger residents available to enter the workforce.

Image: Bayview Senior Resource Center, www.cityofpensacola.com

APPENDIX

Military Presence

Naval Air Space Pensacola

The United States Department of Defense exerts a significant economic influence on Northwest Florida, particularly in the Greater Pensacola region, where it **contributes over $7.8 billion annually to the local economy.**

DoD activity generates over **80,000 jobs in the Pensacola Metropolitan Statistical Area (MSA)** region, with an **average wage of $82,890 for military and defense-related positions**. Moreover, the area hosts **more than 35,000 military retirees, representing the second-largest concentration in the nation**, providing a skilled workforce that may seek opportunities to transition into civilian careers.

Additionally, the region benefits from **substantial defense procurement spending, totaling $340.7 million annually**, which further stimulates economic activity. Military installations such as Naval Air Station (NAS) Pensacola play a crucial role in training personnel in advanced fields such as aviation, aerospace, informatics, and cybersecurity, contributing to the development of a highly skilled alumni network across various sectors.

KEY TAKEAWAYS

The nearby military base brings jobs, military families, and some economic stability in the area. The military is a key economic driver for Pensacola.

Pensacola Naval Air Station and Surrounding Area

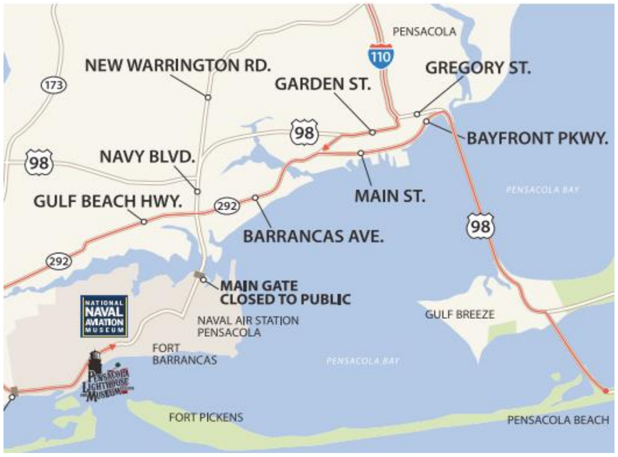


Image Source: Greg Disch Photography

Income and Poverty

Poverty rates are elevated in the CRA districts, a consistent trend since 2000

Though income in Pensacola is slightly lower than the US average based on dollar amounts, incomes in Pensacola have risen over the last 20 years, following national trends. This is a good sign that Pensacola's economy is active, and wages slightly lower than the national average may simply indicate lower cost of living.

More notably, variations are visible in the lowest income households within the three CRA districts. Both the Westside and Eastside CRAs exhibit wealth indices of 30, while the Urban Core has a wealth index of 75, and the broader Citywide population has a wealth index of 67. This index serves as a gauge of an area's economic prosperity relative to the national standard. Any index above 100 is above the national average.

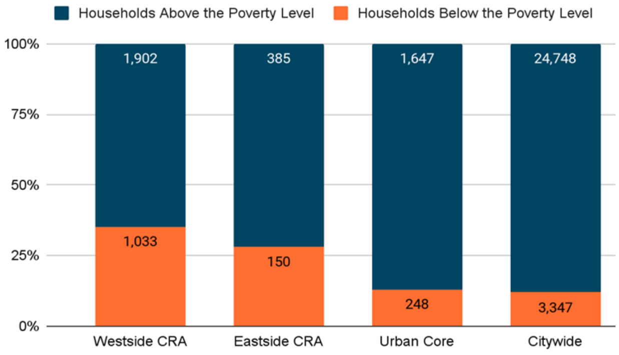
These indices are reinforced by median household incomes, which depict a significant contrast:

- **Citywide:** $52,884
- **Urban Core CRA:** $59,901
- **Eastside CRA:** $35,124
- **Westside CRA:** $23,551

US Median Household Income: $74,580 (US Census)

Disparities are further highlighted by poverty rates; both the Westside and Eastside CRAs have higher proportions of households living below the poverty line at 39.5% and 27.5%, respectively. In contrast, the Urban Core CRA and the Citywide population have lower percentages of impoverished households, standing at 17% and 15%, respectively. Over the last 20 years,

Share of Households in Poverty in 2021, by Geography



Data Source: US Census, Esri Business Analyst, 2021 - Visualized by JLP+D

KEY TAKEAWAYS

There is a disproportionately high share of households below the poverty line within the Eastside CRA, and even more so in the Westside CRA. The districts may benefit from wider economic development efforts beyond CRA investments focused on workforce development, housing affordability, or social services.

Race and Ethnicity

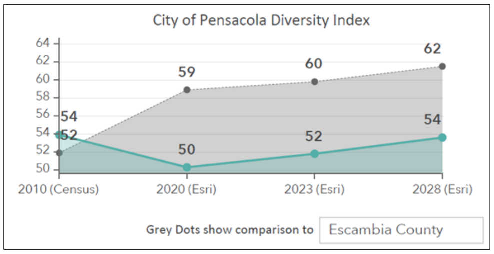
Diversity has shifted in all districts

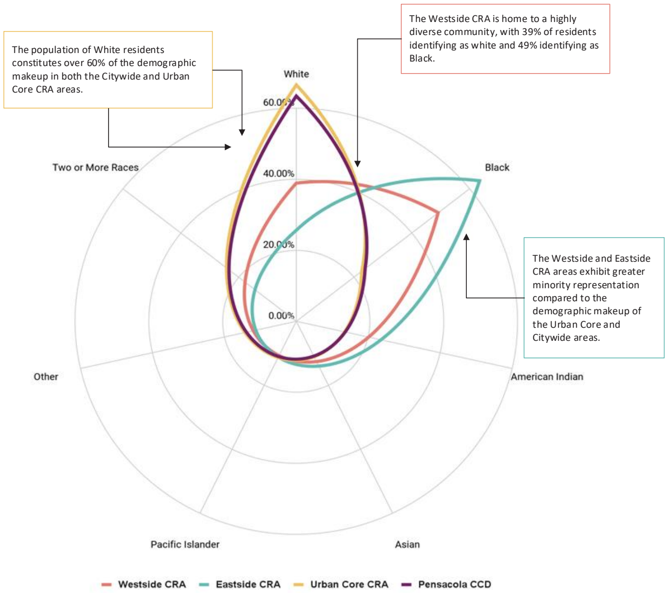
The Eastside CRA stands out as the most diverse among all three CRAs, boasting a diversity index of 60.5 in 2023, predicted to rise to 61.2 by 2028. Following closely is the Westside CRA, with a 2023 diversity index of 59.4 and an anticipated increase to 60.2 by 2028. The Urban Core exhibits the lowest diversity performance, registering a diversity index of 51.8 in 2023, projected to reach 53.6 by 2028.

However, despite these distinctions, **all three CRAs fall short of the citywide diversity performance index**; Pensacola has a diversity index of 62.9 in 2023 and is projected to reach 64.4 by 2028. Pensacola's citywide diversity has seen a notable uptick, rising from 55.3 in 2010 to 62.9 in 2023.

Similarly, **the Westside and Eastside CRAs have experienced significant improvements in diversity performance from 2010 to 2023**, with the Eastside CRA's diversity index soaring from **34.4 to 60.5**, and the Westside CRA's increasing from **51.9 to 59.4**.

The **Urban Core has witnessed a decline in diversity**, with its index dropping from **53.9 in 2010 to 51.8 in 2023**.





The population of White residents constitutes over 60% of the demographic makeup in both the Citywide and Urban Core CRA areas.

The Westside CRA is home to a highly diverse community, with 39% of residents identifying as white and 49% identifying as Black.

The Westside and Eastside CRA areas exhibit greater minority representation compared to the demographic makeup of the Urban Core and Citywide areas.

ESRI's Diversity Index: *captures the racial and ethnic diversity of a geographic area in a single number, from 0 to 100. The Diversity Index allows for efficient analysis and mapping of seven race groups that can be either of Hispanic or non-Hispanic origin—a total of 14 separate race/ethnic groupings.*

Data Source: Esri Business Analyst, 2023 - Visualized by JLP+D

APPENDIX

1.2
WORKFORCE TRENDS

Employment Concentration

The Urban Core is a large job center, while the Westside is a dispersed employment area

As a whole, the urban core of Pensacola looks similar to other US cities; jobs are concentrated there, and jobs drop significantly in the Eastside and Westside districts. The following section will discuss commute patterns and key industry trends in Pensacola, excluding military employment. The map at right shows the density of jobs among the three CRA districts, with dark blue indicating the highest density.

Density and Size of Employers in Pensacola CRA Districts

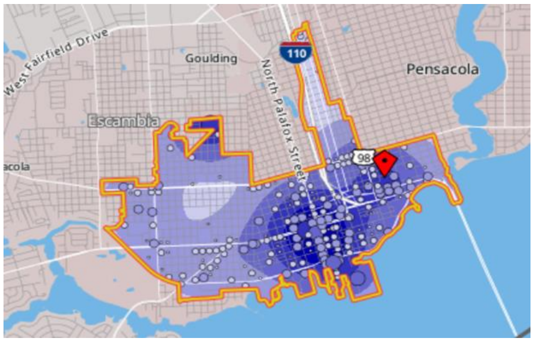


Image Source: US Census OnTheMap

2021	Worker Age			Earnings			Worker Educational Attainment				
	Age 29 or Younger	30 - 54	Age 55 or Older	$1,250 per month or Less	$1,251 - $3,333	More than $3,333 per Month	Less than High School	High School or Equivalent, No College	Some College or Associate Degree	Bachelor's Degree or Advanced Degree	Educational attainment not available (workers aged 29 or younger)
Westside CRA	1,180	3,631	1,726	731	2,684	3,122	743	1,538	1,782	1,294	1,180
Eastside CRA	104	193	80	56	154	167	42	93	80	58	104
Urban Core CRA	4,209	11,224	5,693	2,747	7,122	11,257	2,042	4,450	5,471	4,954	4,209
City of Pensacola	1,180	3,631	1,726	731	2,684	3,122	743	1,538	1,782	1,294	NA

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

Industry Drivers

Very few people work and live in the same district in Pensacola.

By reviewing data from the U.S. Census, we can analyze the flow of commuters and workers in and out of the CRAs on a daily basis. Commuter data show distinctions between the three districts. The Urban Core increases its daily population with over 20,000 employees commuting into the district. Only 400 residents work in the Urban Core.

Though it has a higher population, the Westside population similarly has nearly 7,000 employees commuting into the area, while less than 100 live and work there.

In the Eastside, the reverse is true. While the Eastside has the fewest residents of all three districts, there are fewer employees commuting into the Eastside than workers who reside in the Eastside and commute to work outside of the area.

2021	Employment Commute		
	Employed in & commuting to Area	Residing in Area, commuting elsewhere	Employed and Live in Area
Westside CRA	6,757	2,059	98
Eastside CRA	394	484	1
Urban Core CRA	21,994	1,238	425

Data source: US Census Bureau, 2021 Data

Data derived from both ESRI Business Data analysis, census data, and open data sources to enhance the accuracy of the findings

KEY TAKEAWAYS

- The Urban Core CRA is a clear job center for commuters, but has relatively few residents who work within the area.
- In general, Pensacolians commute out of their neighborhood for work.

Industry Drivers

For those that work in the Urban Core, key industry drivers are mostly in-person jobs

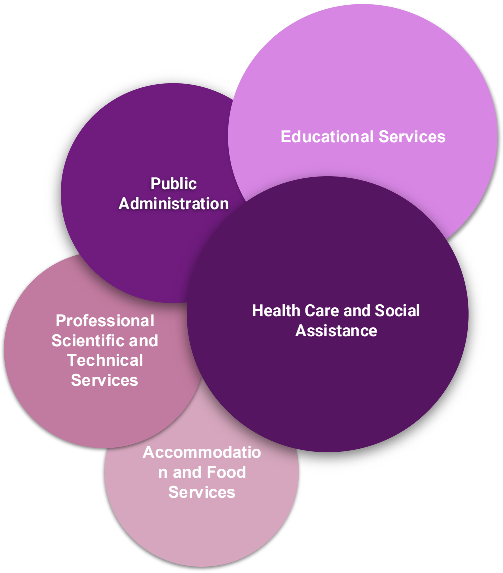
Key industry drivers in 2021 were: Professional, Scientific, and Technical Services, Educational Services, Health Care and Social Assistance, Accommodation and Food Services, and Public Administration

There have been overall declines to jobs in the Information and Educational Services sectors, suggesting a decline in retention for knowledge industry jobs.

Jobs in Finance and Insurance experienced growth until 2009, went through a sharp drop in 2012, and have been stagnant in the years since. Administrative & Support jobs doubled between 2015 and 2021. The CRAs experienced steady growth in Accommodation and Food Services before a shop drop off following COVID-19.

KEY TAKEAWAYS

- Longstanding in-person jobs downtown include Public Administration and Healthcare services.
- Professional, Scientific and Technical Services jobs are growing.


Educational Services
Public Administration
Health Care and Social Assistance
Professional Scientific and Technical Services
Accommodatio n and Food Services

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

Industry Drivers

Some emerging Industry drivers are more likely to accommodate remote work

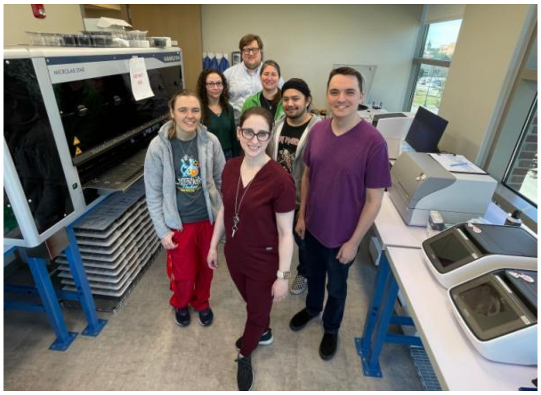
The Professional, Scientific, and Technical Service sector experienced sharp growth between 2015-2021, with jobs growing by 47.5% during that time period (from 223 to 330 jobs). Administration & Support, Waste Management and Remediation jobs grew more modestly at 20% (from 321 to 399 jobs).

Some in person industries also experienced significant declines between 2018 and 2021. Accommodation and Food Services experienced a 31% decrease in workers during that period. Retail experienced a 16% decrease.

Some industries better accommodate remote work because of their outsized use of digital tools, which allow tasks to be performed from anywhere.

KEY TAKEAWAYS

A higher proportion of remote workers indicates a need for diverse amenities close to home, especially for the urban core, which has a concentration of office space.



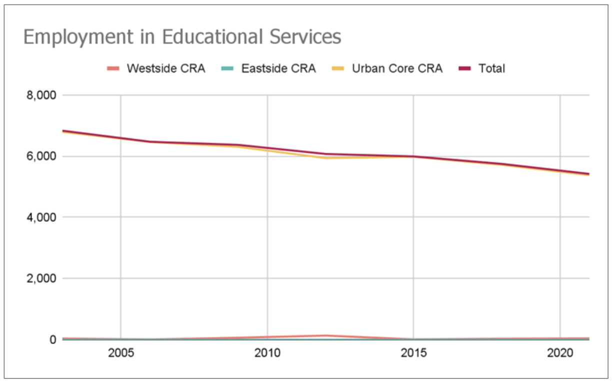
Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

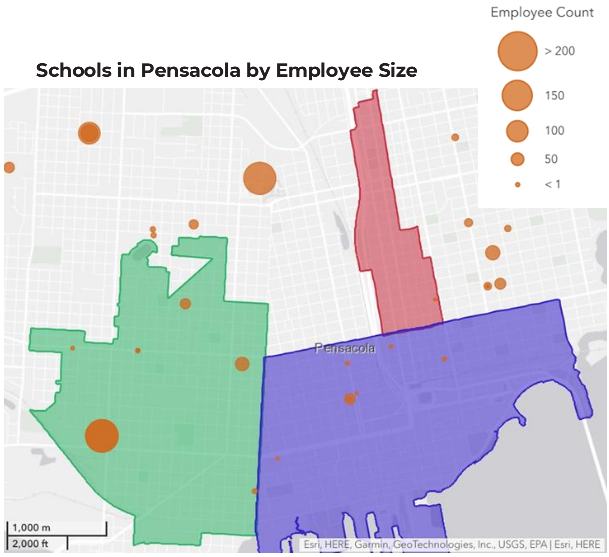
Declining Industries

Educational services have been in decline since 2003

Education workers have been leaving the CRA districts steadily over the past two decades. After 2003, workforce data shows a 40% decline in Education workers that live in the district. Since that same year, Education jobs in the district have also experienced a steady decline, with a 20% decline in the number of Educational Service workers and the vast majority of those losses occurring in the Urban Core.

These findings suggest that Educational services are no longer located in these three districts. These declines mirror a string of public school closures within the study area since 2003.




Schools in Pensacola by Employee Size
Employee Count
> 200
150
100
50
< 1
Pensacola
1,000 m
2,000 ft
Esri, HERE, Garmin, GeoTechnologies, Inc., USGS, EPA | Esri, HERE

Very few large schools remain in the three CRA districts, notably in the urban core.

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

New Business Growth

Large employers remain steady while small businesses are growing in Escambia County

The number of new establishments in Escambia County with less than 5 employees has grown steadily between 2018 (3,658) and 2021 (4,104).

The number of establishments with 1,000 employees or more dropped from 7 in 2019 to 6 in 2020. Steady at 6 in 2021. Non-Employer firms (sole proprietorship) has grown from 21,040 (2016) to 24,608 (2020). Local stakeholders focused on workforce development have differing views on economic development: some want a more equity focused approach while others want to attract large employers. These two strategies can both be successful but require different focus and partnerships.

KEY TAKEAWAYS

Escambia County has relatively few large employers, but small businesses of 5 or more employees show promise; anecdotally, many have been focused within the tech industry.

GRAND OPENING

Image Source: SILive

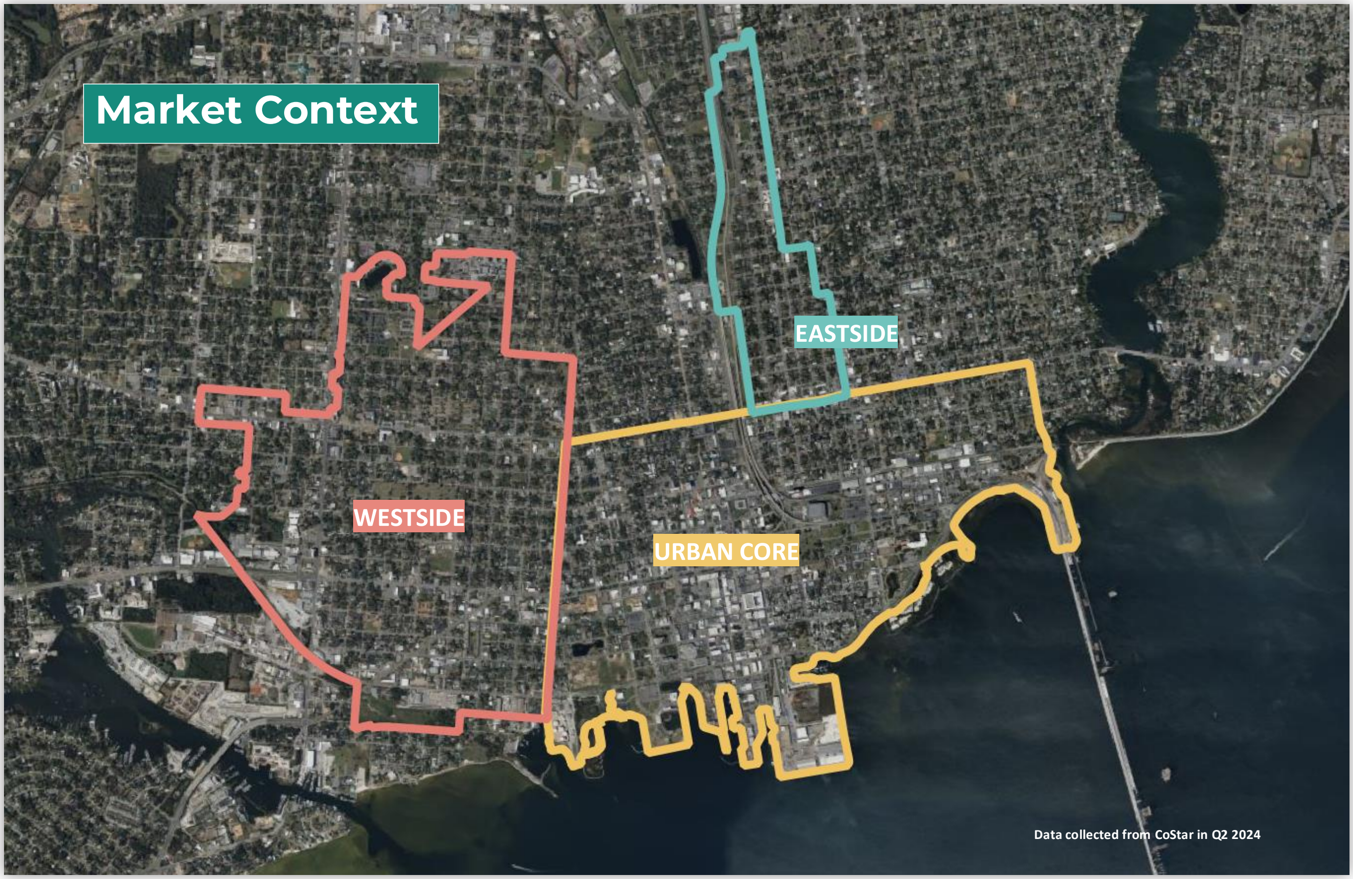
Data Source: Census Business Builder Escambia County Business Profile

STEP 1 | September 2024

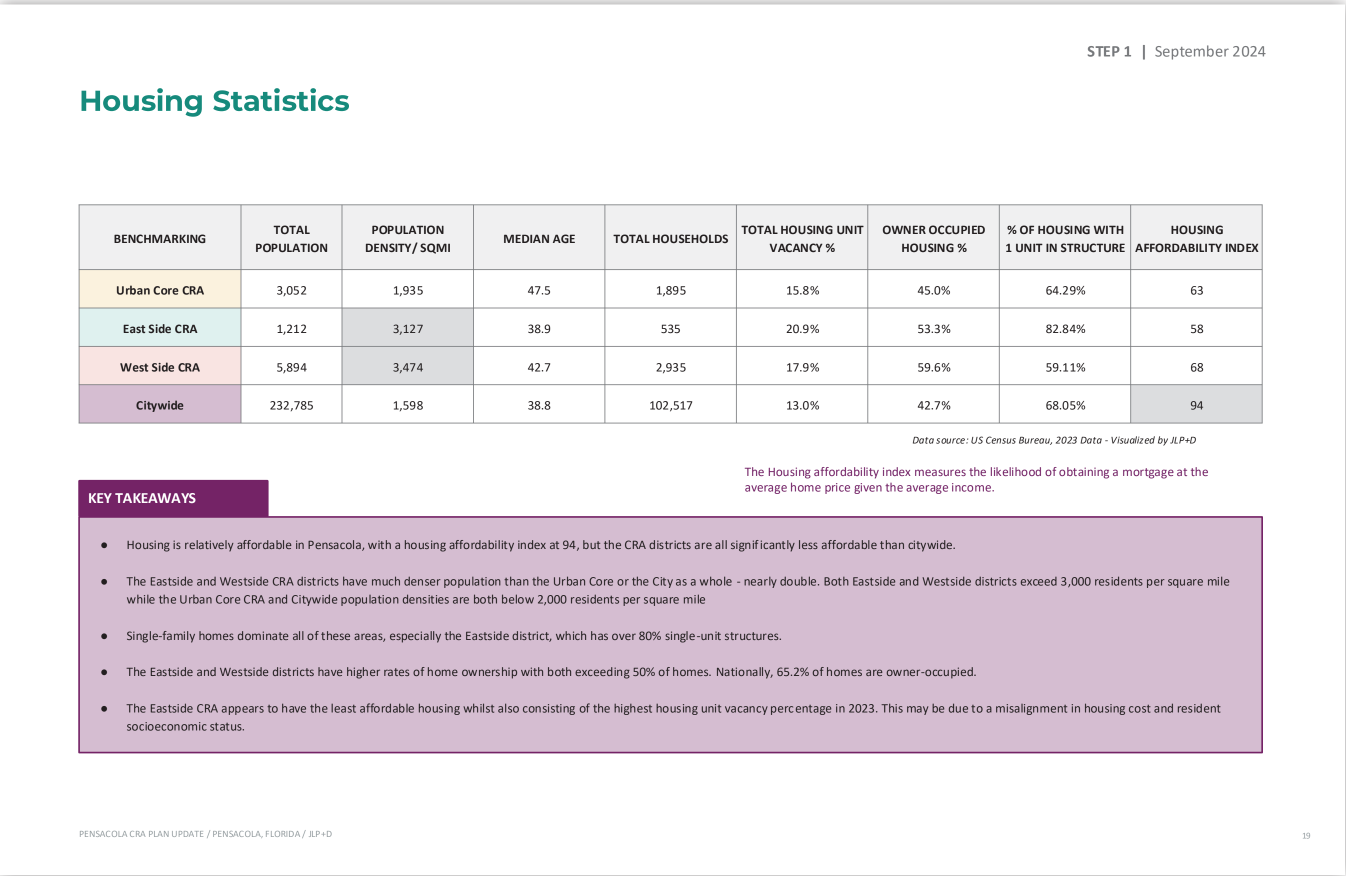
2.0
REAL ESTATE MARKET PERFORMANCE

PENSACOLA CRA PLAN UPDATE / PENSACOLA, FLORIDA / JLP+D

Market Context


EASTSIDE
WESTSIDE
URBAN CORE

Data collected from CoStar in Q2 2024



Housing Statistics

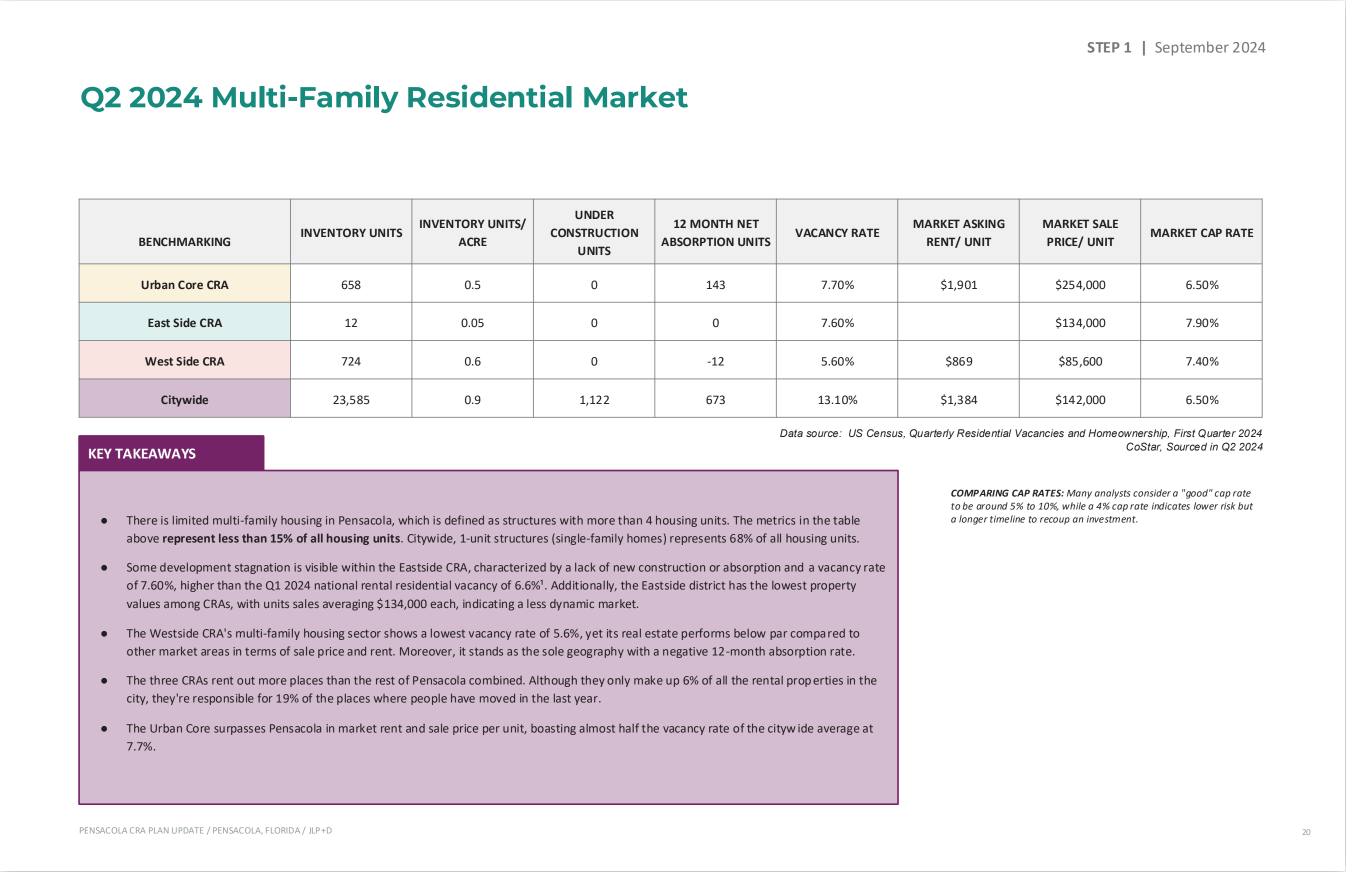
BENCHMARKING	TOTAL POPULATION	POPULATION DENSITY/ SQMI	MEDIAN AGE	TOTAL HOUSEHOLDS	TOTAL HOUSING UNIT VACANCY %	OWNER OCCUPIED HOUSING %	% OF HOUSING WITH 1 UNIT IN STRUCTURE	HOUSING AFFORDABILITY INDEX
Urban Core CRA	3,052	1,935	47.5	1,895	15.8%	45.0%	64.29%	63
East Side CRA	1,212	3,127	38.9	535	20.9%	53.3%	82.84%	58
West Side CRA	5,894	3,474	42.7	2,935	17.9%	59.6%	59.11%	68
Citywide	232,785	1,598	38.8	102,517	13.0%	42.7%	68.05%	94

Data source: US Census Bureau, 2023 Data - Visualized by JLP+D

The Housing affordability index measures the likelihood of obtaining a mortgage at the average home price given the average income.

KEY TAKEAWAYS

- Housing is relatively affordable in Pensacola, with a housing affordability index at 94, but the CRA districts are all significantly less affordable than citywide.
- The Eastside and Westside CRA districts have much denser population than the Urban Core or the City as a whole - nearly double. Both Eastside and Westside districts exceed 3,000 residents per square mile while the Urban Core CRA and Citywide population densities are both below 2,000 residents per square mile
- Single-family homes dominate all of these areas, especially the Eastside district, which has over 80% single-unit structures.
- The Eastside and Westside districts have higher rates of home ownership with both exceeding 50% of homes. Nationally, 65.2% of homes are owner-occupied.
- The Eastside CRA appears to have the least affordable housing whilst also consisting of the highest housing unit vacancy percentage in 2023. This may be due to a misalignment in housing cost and resident socioeconomic status.



Q2 2024 Multi-Family Residential Market

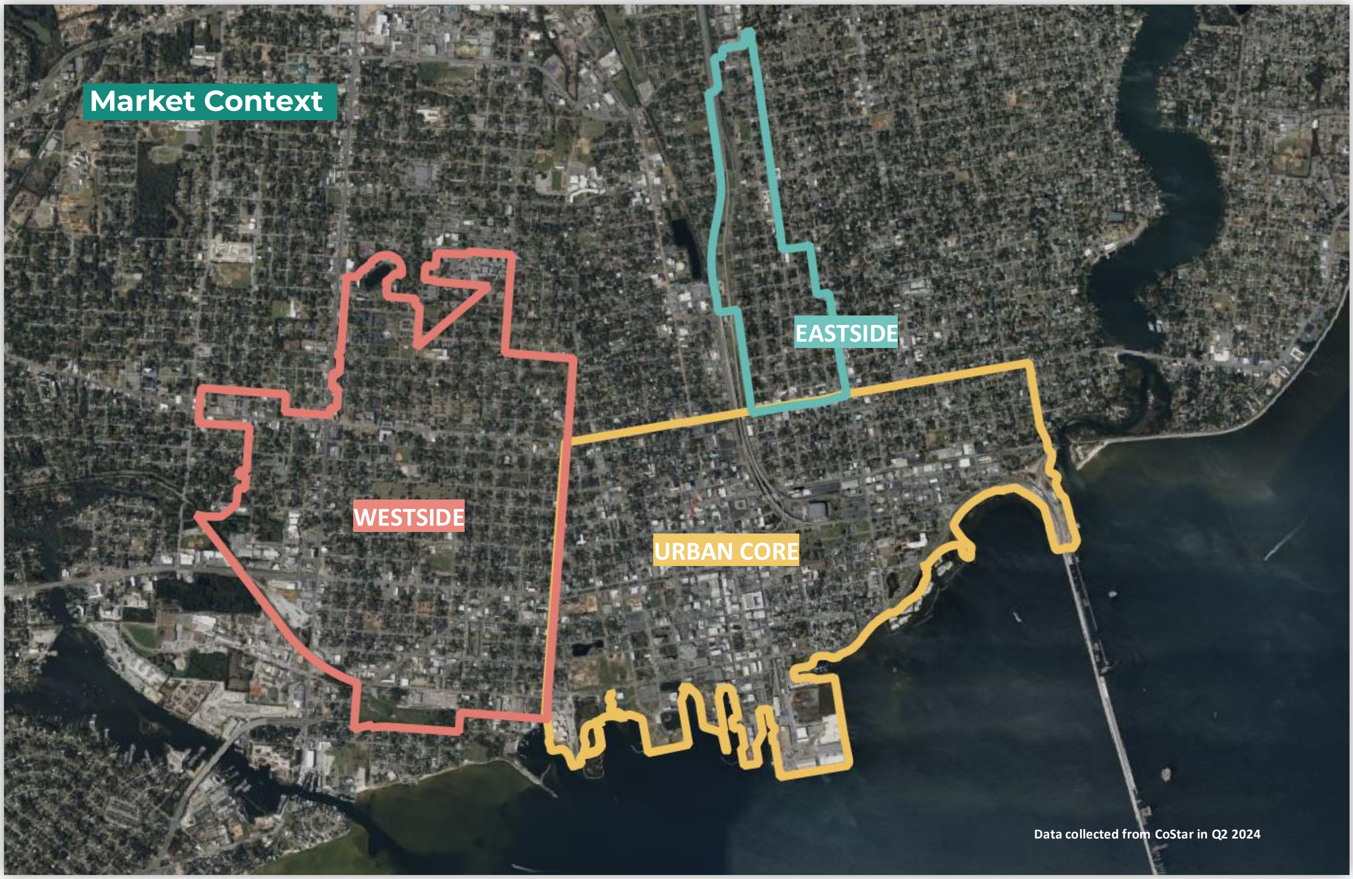
BENCHMARKING	INVENTORY UNITS	INVENTORY UNITS/ ACRE	UNDER CONSTRUCTION UNITS	12 MONTH NET ABSORPTION UNITS	VACANCY RATE	MARKET ASKING RENT/ UNIT	MARKET SALE PRICE/ UNIT	MARKET CAP RATE
Urban Core CRA	658	0.5	0	143	7.70%	$1,901	$254,000	6.50%
East Side CRA	12	0.05	0	0	7.60%		$134,000	7.90%
West Side CRA	724	0.6	0	-12	5.60%	$869	$85,600	7.40%
Citywide	23,585	0.9	1,122	673	13.10%	$1,384	$142,000	6.50%

Data source: US Census, Quarterly Residential Vacancies and Homeownership, First Quarter 2024
CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- There is limited multi-family housing in Pensacola, which is defined as structures with more than 4 housing units. The metrics in the table above **represent less than 15% of all housing units**. Citywide, 1-unit structures (single-family homes) represents 68% of all housing units.
- Some development stagnation is visible within the Eastside CRA, characterized by a lack of new construction or absorption and a vacancy rate of 7.60%, higher than the Q1 2024 national rental residential vacancy of 6.6%[1]. Additionally, the Eastside district has the lowest property values among CRAs, with units sales averaging $134,000 each, indicating a less dynamic market.
- The Westside CRA's multi-family housing sector shows a lowest vacancy rate of 5.6%, yet its real estate performs below par compared to other market areas in terms of sale price and rent. Moreover, it stands as the sole geography with a negative 12-month absorption rate.
- The three CRAs rent out more places than the rest of Pensacola combined. Although they only make up 6% of all the rental properties in the city, they're responsible for 19% of the places where people have moved in the last year.
- The Urban Core surpasses Pensacola in market rent and sale price per unit, boasting almost half the vacancy rate of the citywide average at 7.7%.

COMPARING CAP RATES: *Many analysts consider a "good" cap rate to be around 5% to 10%, while a 4% cap rate indicates lower risk but a longer timeline to recoup an investment.*



Data collected from CoStar in Q2 2024

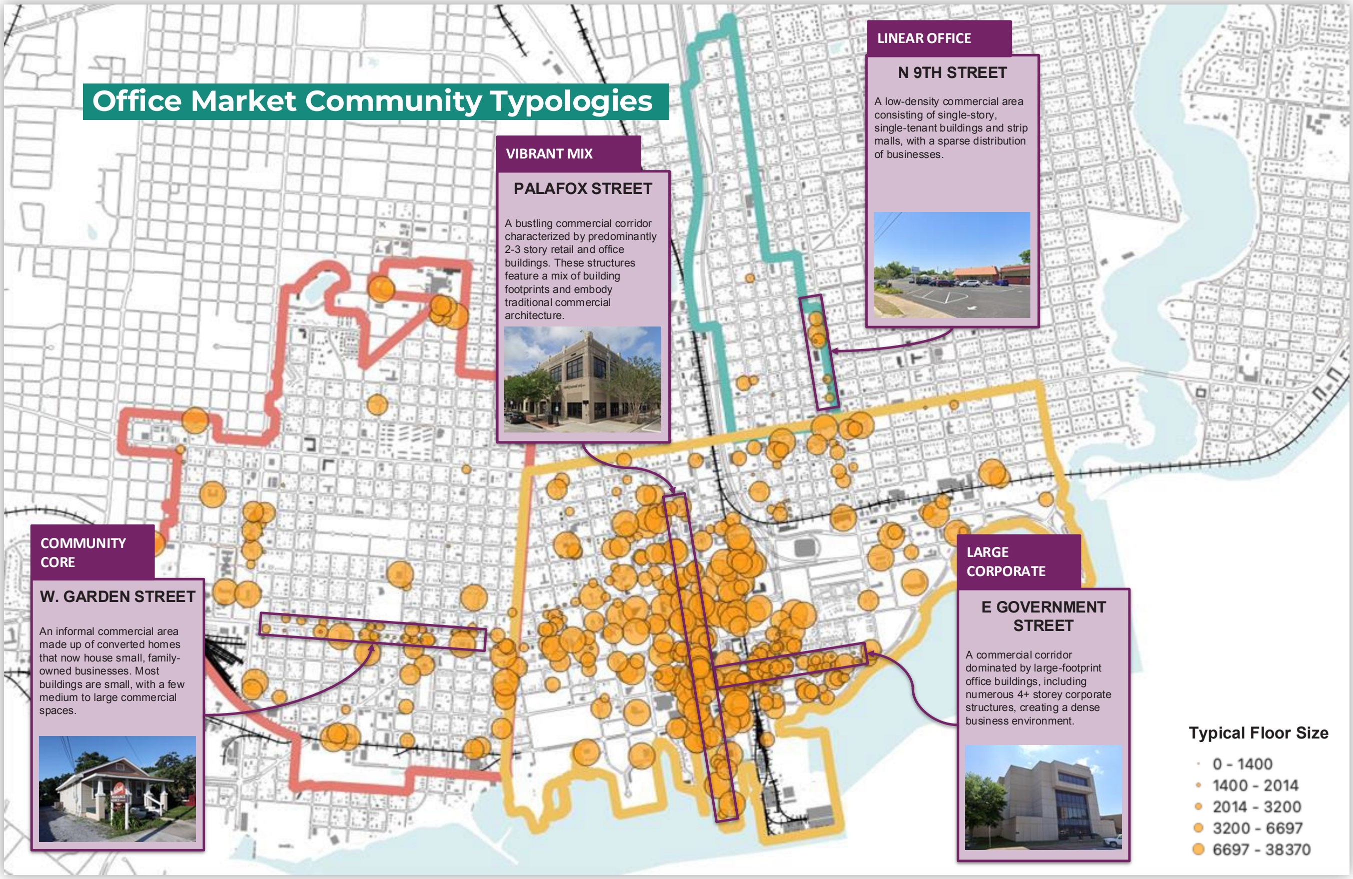
Q2 2024 Office Market

BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	3,900,000	3078	0	26,800	2.30%	$27.35	$139	9.90%
East Side CRA	21,500	84	0	0	0.00%	$24.33	$135	9.60%
West Side CRA	516,000	445	0	2,200	0.00%	$23.64	$100	10.40%
Citywide	15,200,000	584	0	193,000	2.30%	$25.37	$134	9.90%

Data source: CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- Despite national trends of low demand for office space, Pensacola's Urban Core district has relatively low vacancy but high concentration: the **Urban Core district holds 26% of all office space** and this concentration of office inventory is five times the citywide rate of square feet of office space per acre.
- Pensacola has limited office availability citywide with no office space under construction and and limited or no vacancy. If office jobs increase in the urban core, supply for office space would likely need to increase in turn.
- Though both have limited office space, the Eastside and Westside CRA each have 0% reported vacancy, suggesting demand meets or exceeds supply.
- Office space has the highest market asking rent and sale price per square foot when measured against the industrial and retail market comparables, likely contributing to the property value of the Urban Core area.
- The three CRAs together account for 15% of the citywide absorption totals. Specifically, the Eastside CRA shows no absorption, while the Westside CRA has absorbed 2,200 square feet, and the Urban Core CRA has absorbed 26,800 square feet.
- Market value and asking prices are lower for Westside CRA office space, with sale prices roughly 30% below the other districts.



Office Market Community Typologies

LINEAR OFFICE

N 9TH STREET

A low-density commercial area consisting of single-story, single-tenant buildings and strip malls, with a sparse distribution of businesses.

VIBRANT MIX

PALAFOX STREET

A bustling commercial corridor characterized by predominantly 2-3 story retail and office buildings. These structures feature a mix of building footprints and embody traditional commercial architecture.

COMMUNITY CORE

W. GARDEN STREET

An informal commercial area made up of converted homes that now house small, family-owned businesses. Most buildings are small, with a few medium to large commercial spaces.

LARGE CORPORATE

E GOVERNMENT STREET

A commercial corridor dominated by large-footprint office buildings, including numerous 4+ storey corporate structures, creating a dense business environment.

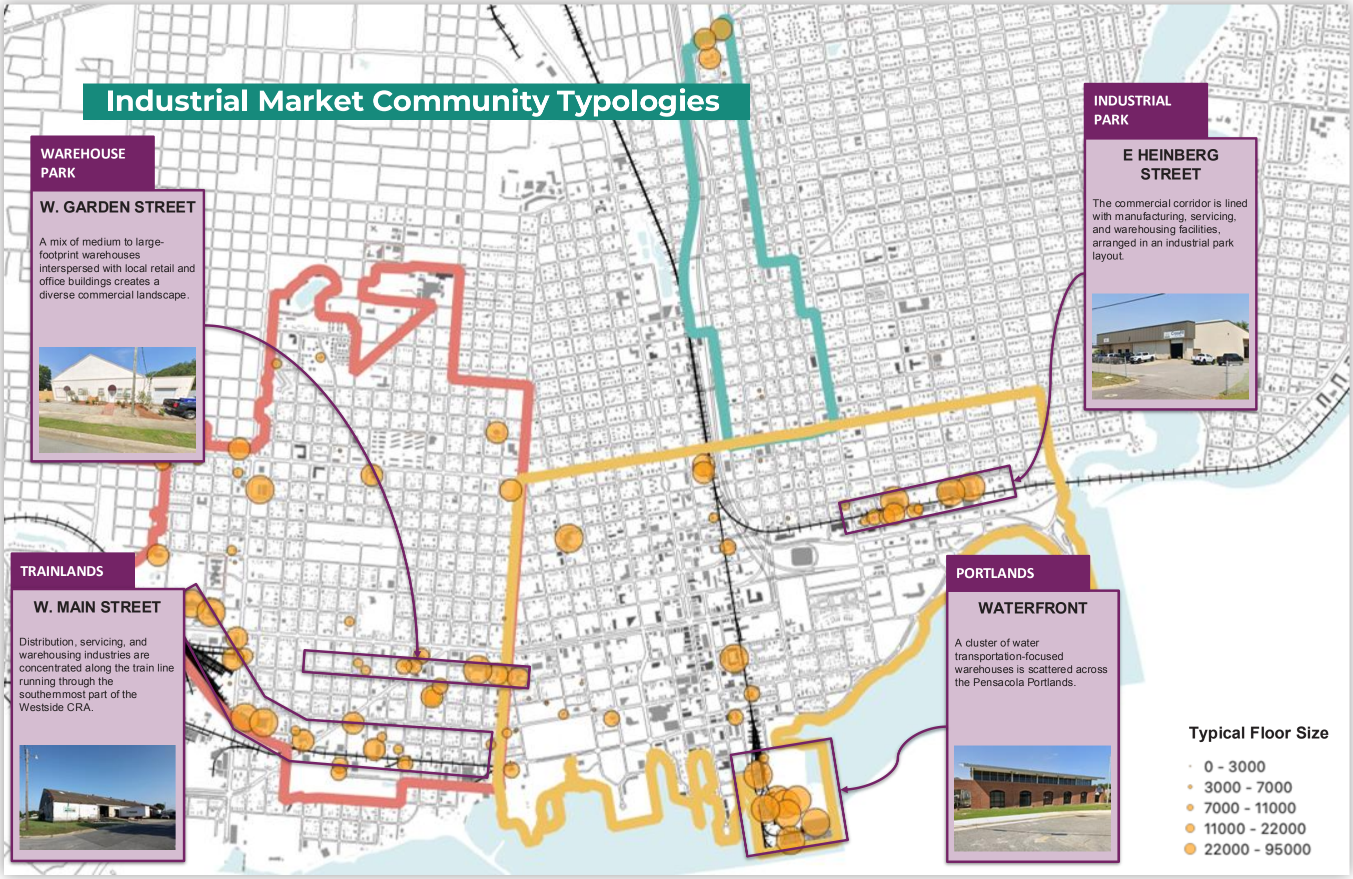
Q2 2024 Industrial Market

BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	904,000	713	0	251,000	0.00%	$7.19	$73	8.70%
East Side CRA	48,900	191	0	0	0.00%	$8.55	$48	9.60%
West Side CRA	556,000	480	0	-3,500	0.60%	$8.58	$55	9.20%
Citywide	14,900,000	572	0	160,000	2.50%	$8.95	$69	8.80%

Data source: CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- The industrial properties in Pensacola range from 3,486 to 26,886 square feet, encompassing uses such as offices, warehouses, and flex spaces, with lot sizes varying from 0.28 to 1.64 acres (LoopNet Property Search, May 2024).
- All three CRA districts outperform the City of Pensacola in industrial real estate vacancy; all three have less than a 1% vacancy rate.
- There is no current industrial real estate under construction in any of the studied geographies
- The Westside CRA industrial real estate market appears to be stagnant with negative 3,500 net absorption square footage and a vacancy rate under 1%.
- The Eastside and Westside CRAs have higher market asking rents per square foot than the Urban Core CRA, although their market sale prices are lower compared to the Urban Core.



Industrial Market Community Typologies

WAREHOUSE PARK

W. GARDEN STREET

A mix of medium to large-footprint warehouses interspersed with local retail and office buildings creates a diverse commercial landscape.

INDUSTRIAL PARK

E HEINBERG STREET

The commercial corridor is lined with manufacturing, servicing, and warehousing facilities, arranged in an industrial park layout.

TRAINLANDS

W. MAIN STREET

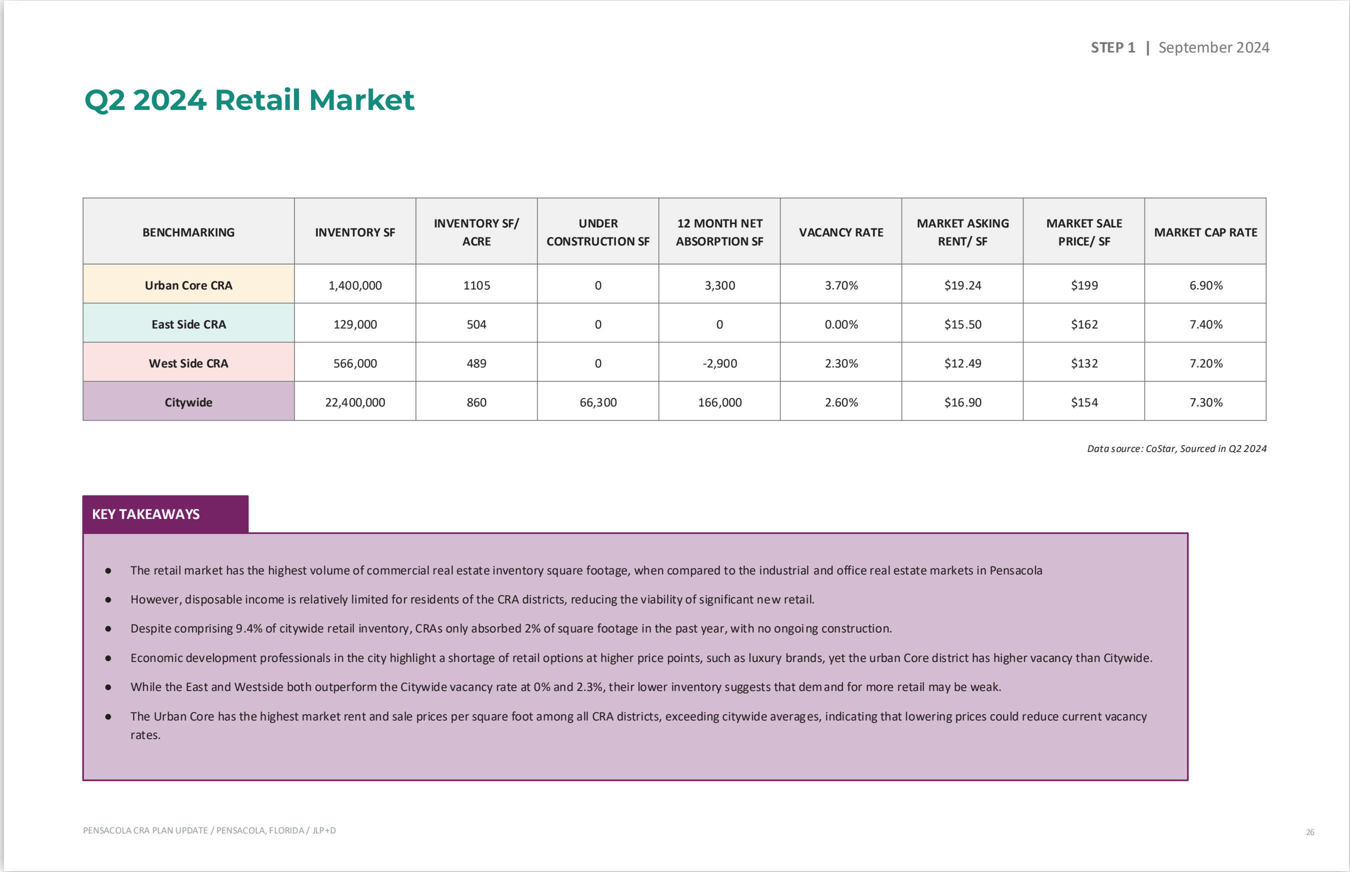
Distribution, servicing, and warehousing industries are concentrated along the train line running through the southernmost part of the Westside CRA.

PORTLANDS

WATERFRONT

A cluster of water transportation-focused warehouses is scattered across the Pensacola Portlands.

Typical Floor Size
● 0 - 3000
● 3000 - 7000
● 7000 - 11000
● 11000 - 22000
● 22000 - 95000



STEP 1 | September 2024

Q2 2024 Retail Market

BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	1,400,000	1105	0	3,300	3.70%	$19.24	$199	6.90%
East Side CRA	129,000	504	0	0	0.00%	$15.50	$162	7.40%
West Side CRA	566,000	489	0	-2,900	2.30%	$12.49	$132	7.20%
Citywide	22,400,000	860	66,300	166,000	2.60%	$16.90	$154	7.30%

Data source: CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- The retail market has the highest volume of commercial real estate inventory square footage, when compared to the industrial and office real estate markets in Pensacola
- However, disposable income is relatively limited for residents of the CRA districts, reducing the viability of significant new retail.
- Despite comprising 9.4% of citywide retail inventory, CRAs only absorbed 2% of square footage in the past year, with no ongoing construction.
- Economic development professionals in the city highlight a shortage of retail options at higher price points, such as luxury brands, yet the urban Core district has higher vacancy than Citywide.
- While the East and Westside both outperform the Citywide vacancy rate at 0% and 2.3%, their lower inventory suggests that demand for more retail may be weak.
- The Urban Core has the highest market rent and sale prices per square foot among all CRA districts, exceeding citywide averages, indicating that lowering prices could reduce current vacancy rates.

PENSACOLA CRA PLAN UPDATE / PENSACOLA, FLORIDA / JLP+D

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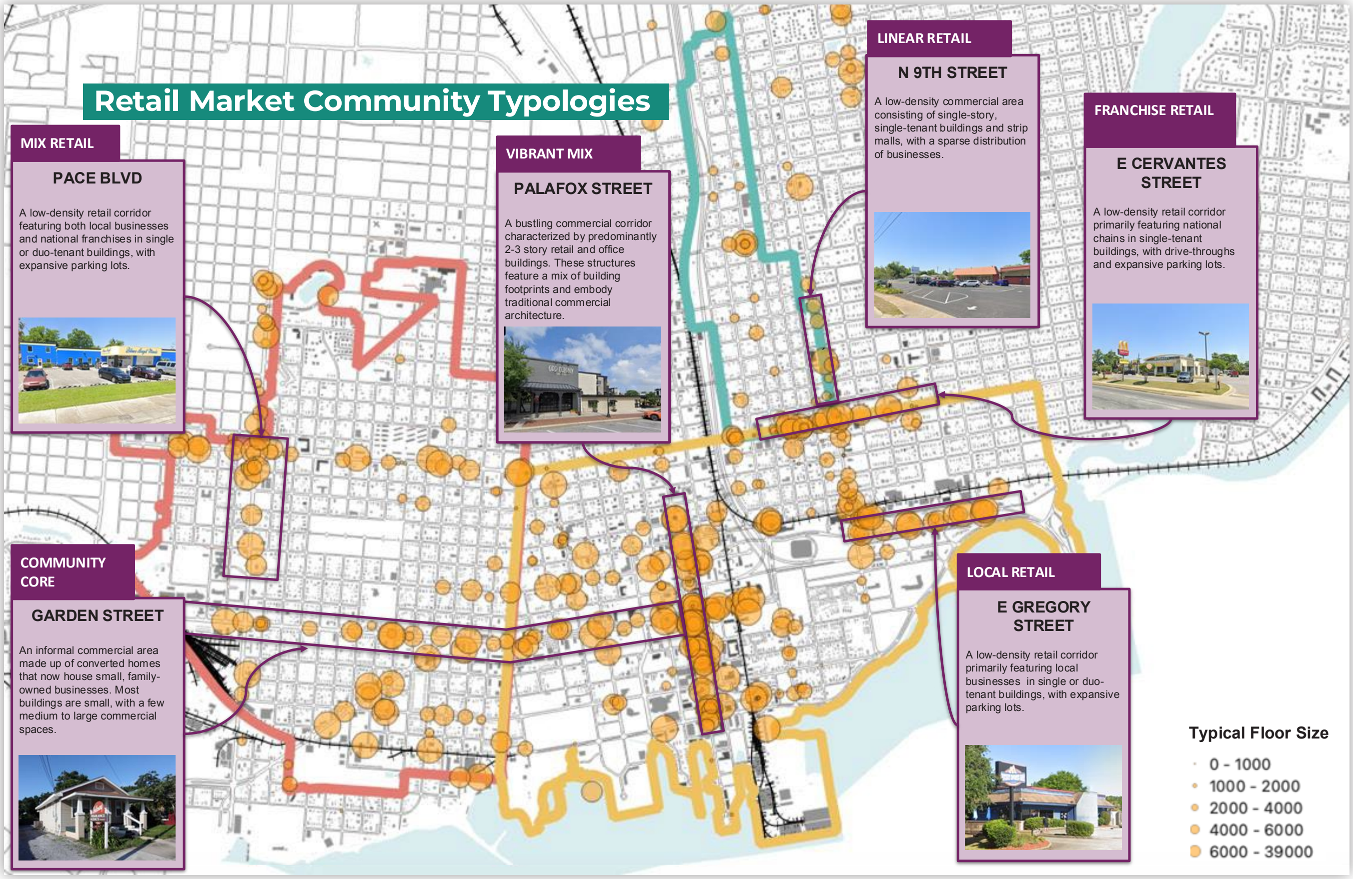


Retail Market Community Typologies

MIX RETAIL

PACE BLVD

A low-density retail corridor featuring both local businesses and national franchises in single or duo-tenant buildings, with expansive parking lots.

VIBRANT MIX

PALAFOX STREET

A bustling commercial corridor characterized by predominantly 2-3 story retail and office buildings. These structures feature a mix of building footprints and embody traditional commercial architecture.

LINEAR RETAIL

N 9TH STREET

A low-density commercial area consisting of single-story, single-tenant buildings and strip malls, with a sparse distribution of businesses.

FRANCHISE RETAIL

E CERVANTES STREET

A low-density retail corridor primarily featuring national chains in single-tenant buildings, with drive-throughs and expansive parking lots.

COMMUNITY CORE

GARDEN STREET

An informal commercial area made up of converted homes that now house small, family-owned businesses. Most buildings are small, with a few medium to large commercial spaces.

LOCAL RETAIL

E GREGORY STREET

A low-density retail corridor primarily featuring local businesses in single or duo-tenant buildings, with expansive parking lots.

Typical Floor Size

- ● 0 - 1000
- ● 1000 - 2000
- ● 2000 - 4000
- ● 4000 - 6000
- ● 6000 - 39000

Q2 2024 Hotel Market Analysis

COUNTY BENCHMARKING	INVENTORY ROOMS	UNDER CONSTRUCTION ROOMS	12 MO OCC RATE	12 MO ADR
Urban Core CRA	790	0	66.10%	$146
East Side CRA	-	-	-	-
West Side CRA	26	0	50.70%	$80
Citywide	6,565	649	60.50%	$126

Data source: CoStar, Sourced in Q2 2024

PLANNED + PERMITTED HOSPITALITY PROJECTS

- **Tristan Hotel - Hilton Tapestry Boutique Hotel (East Garden District, LLC):** Construction start - Oct 15, 2024 (No permit app yet though)
- **Hotel Pensacola (SMP Architecture):** Planning (May be discontinued)
- **Tempo by Hilton: Permitting – Demo, Site & Building**
- **Homewood Suites by Hilton (Kerioth):** Permitting
- **Hard Rock Reverb Hotel @ CMP:** Planning
- **Valencia Hotel Group @ CMP:** Pre-Planning

Data source: City of Pensacola

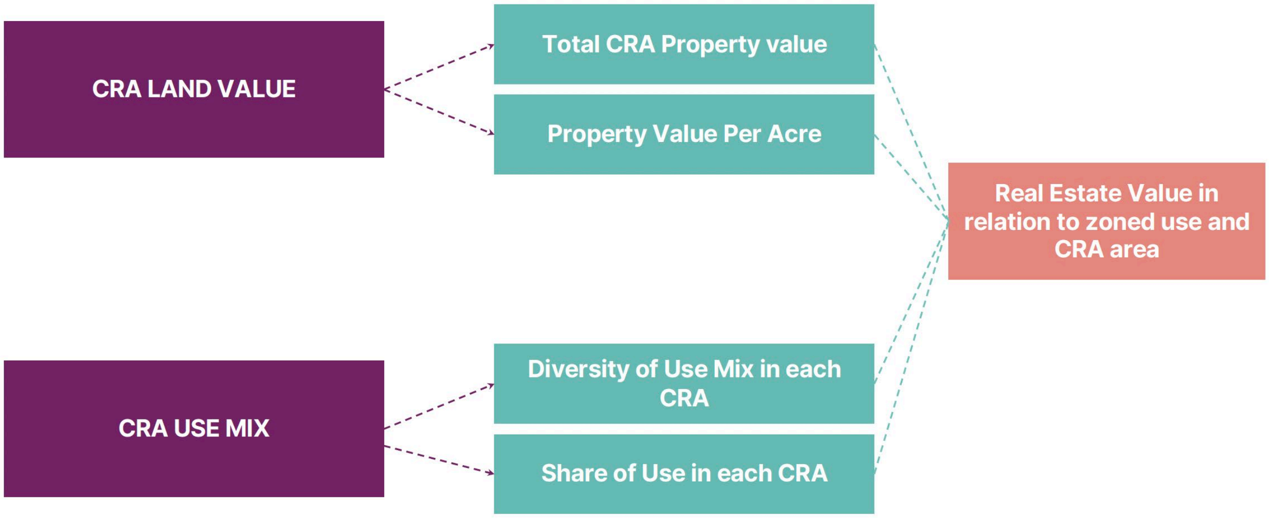
KEY TAKEAWAYS

- Most hospitality establishments are concentrated in the Urban Core CRA, likely due to its attractions, amenities, and waterfront access. Currently, no hotel rooms are under construction in any of the three CRAs, possibly due to rising interest rates.
- The hospitality sector shows limited growth, with Citywide occupancy rates declining since Q2 2023. In 2023, Citywide hotel occupancy reached 73%, exceeding the AHLA's Florida projection of 70.5%. However, in 2024, Citywide occupancy dropped to 60.5%, with CRA occupancy below 70%. Industry experts, including Julian Macqueen of Innisfree Hotels, attribute this to rising interest rates, which have led to the cancellation of $250 million in projects on Pensacola Beach.
- The average daily rate (ADR) has remained steady, with 2023 room rates at $140, down from $141 in 2022, and current Citywide ADR at $126. Hoteliers in the area cite consistent ADRs as a sign of strength in the industry.
- Despite middling occupancy rates and no recent construction, planned and proposed projects in the Urban Core suggest growth opportunities for the hospitality industry, though they are not yet reflected in CoStar's real estate assessment.
- Notably, the Urban Core also outperforms the Eastside and Westside CRAs in room inventory, occupancy rates, and revenue per available room, slightly exceeding Citywide averages.

3.0
CRA PERFORMANCE REVIEW

CRA Analysis

Introduction



CRA LAND VALUE

Total CRA Property value

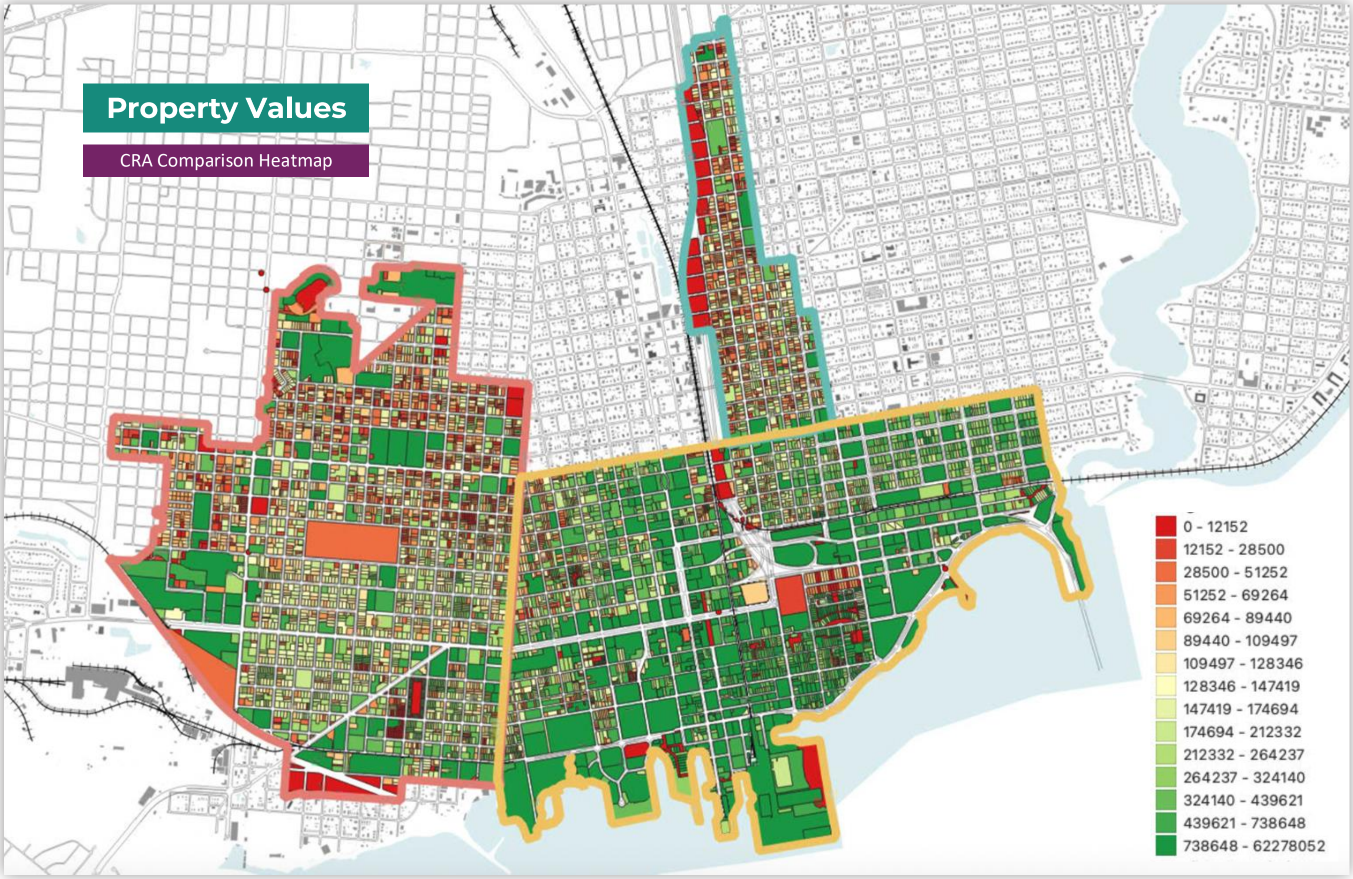
Property Value Per Acre

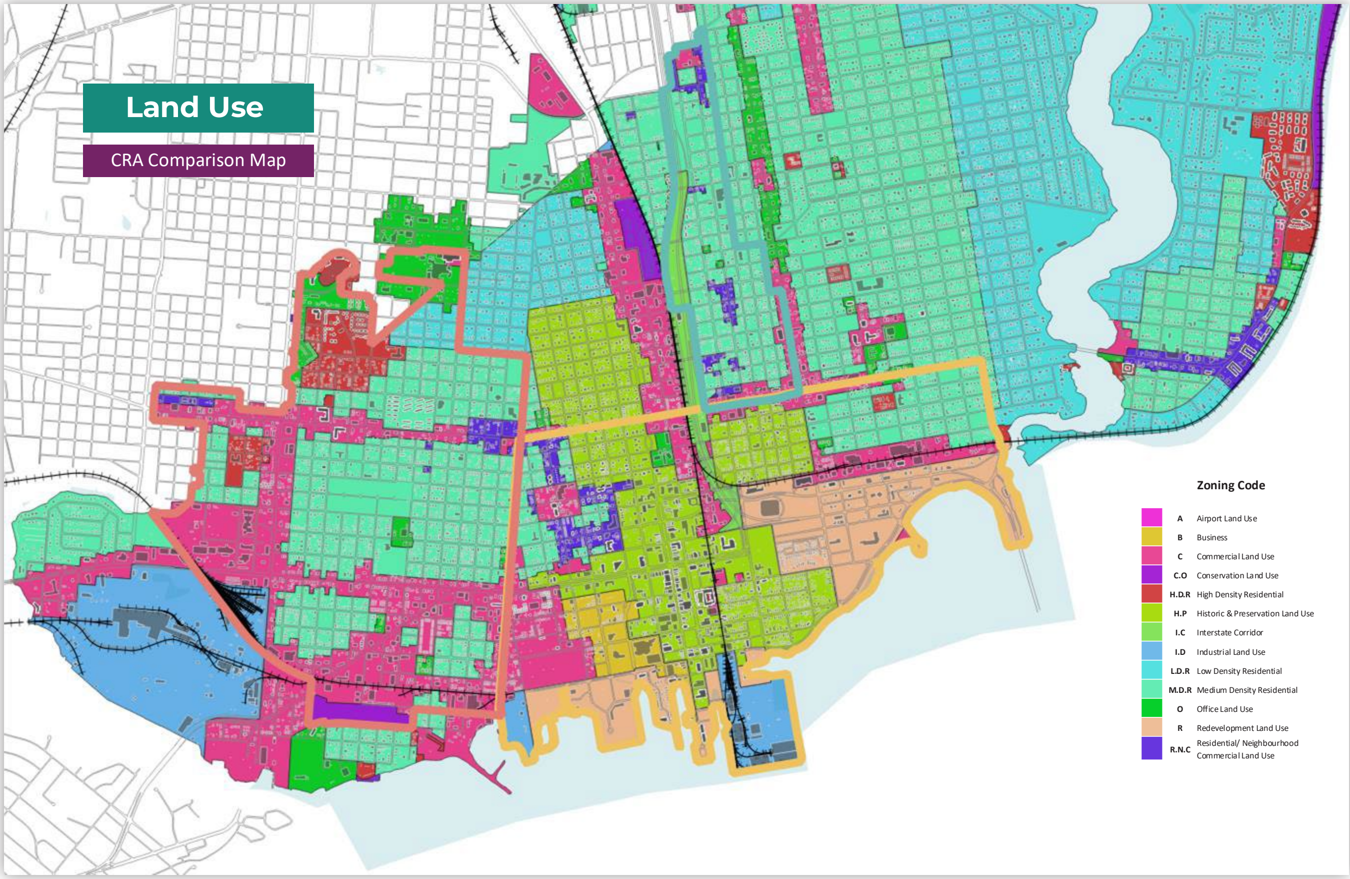
CRA USE MIX

Diversity of Use Mix in each CRA

Share of Use in each CRA

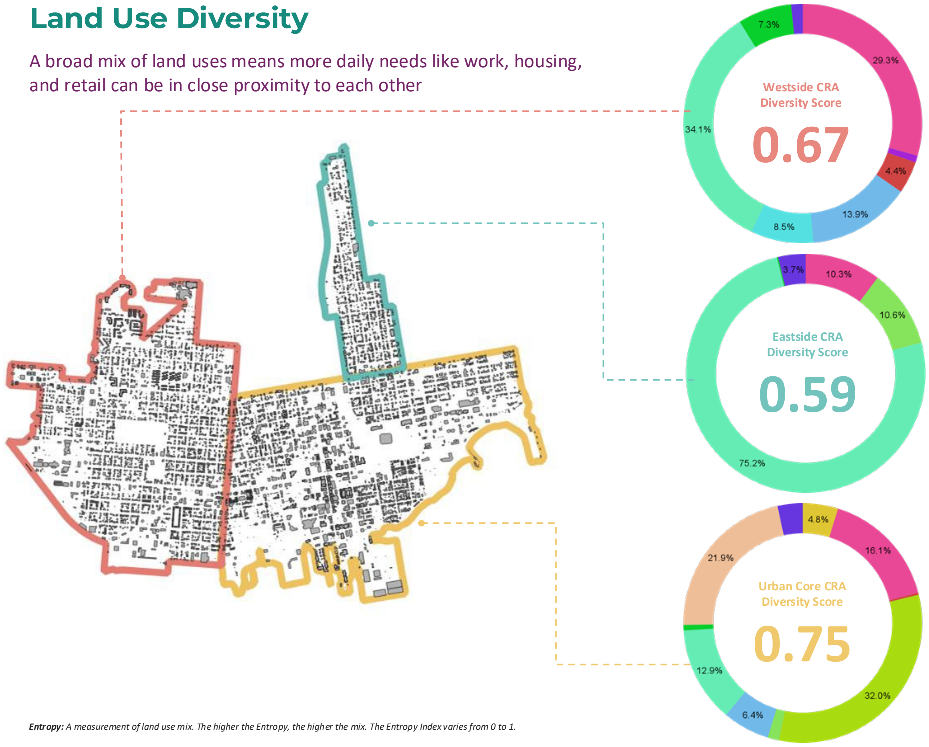
Real Estate Value in relation to zoned use and CRA area


Property Values
CRA Comparison Heatmap
0 - 12152
12152 - 28500
28500 - 51252
51252 - 69264
69264 - 89440
89440 - 109497
109497 - 128346
128346 - 147419
147419 - 174694
174694 - 212332
212332 - 264237
264237 - 324140
324140 - 439621
439621 - 738648
738648 - 62278052


Land Use
CRA Comparison Map
Zoning Code
A Airport Land Use
B Business
C Commercial Land Use
C.O Conservation Land Use
H.D.R High Density Residential
H.P Historic & Preservation Land Use
I.C Interstate Corridor
I.D Industrial Land Use
L.D.R Low Density Residential
M.D.R Medium Density Residential
O Office Land Use
R Redevelopment Land Use
R.N.C Residential/ Neighbourhood Commercial Land Use

Land Use Diversity

A broad mix of land uses means more daily needs like work, housing, and retail can be in close proximity to each other



The Urban Core and Westside CRA benefit from **a broader diversity of land uses**. Both the Westside and Urban Core CRAs outperform the Eastside CRA in their entropy scoring, a metric where a higher score indicates a greater mix of uses. Communities with that mixture are generally more walkable, and because daily needs are more accessible, these communities become more economically diverse and resilient. Additionally, the diversity of uses allows the Urban Core and Westside CRA to apply a wider range of incentives and catalytic policies.

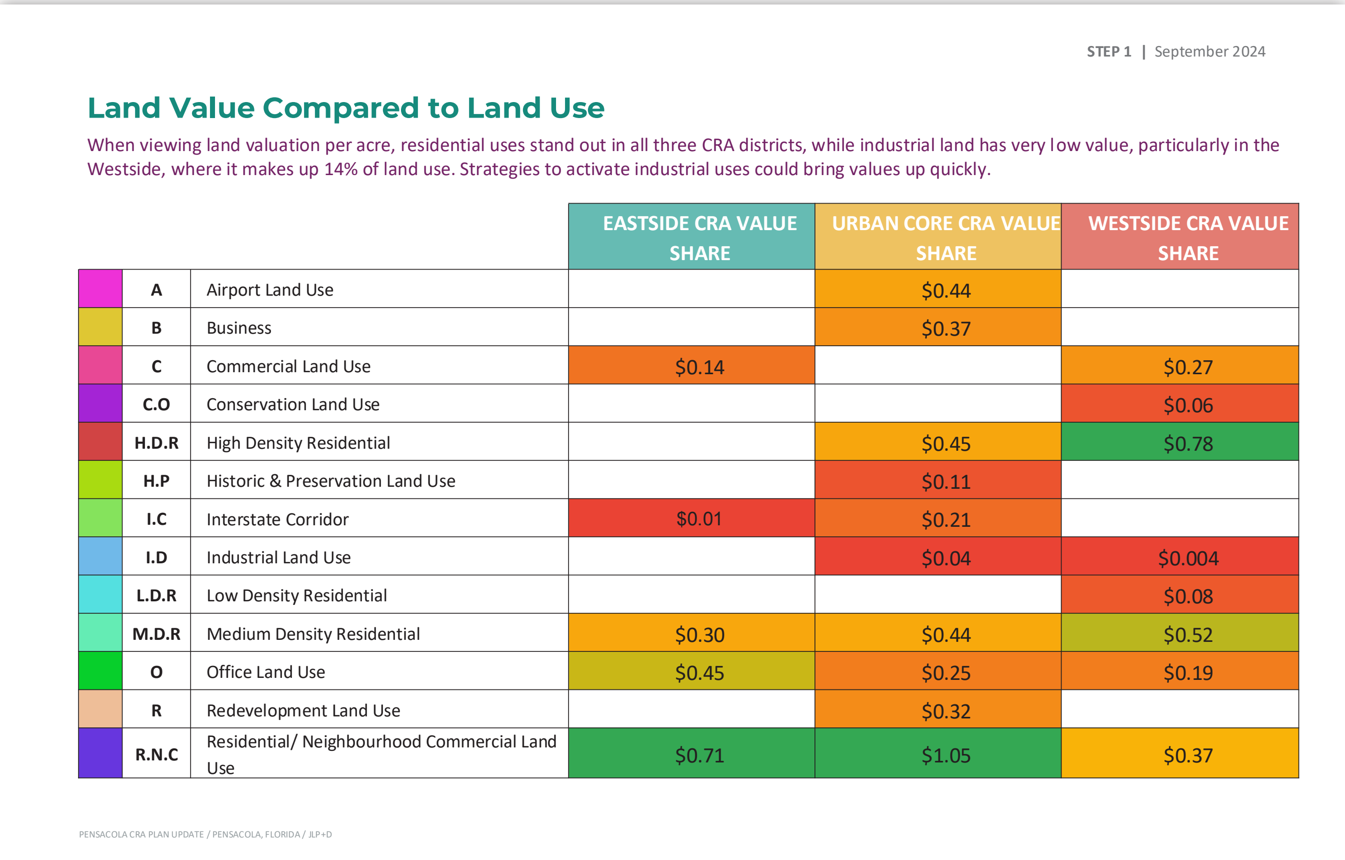
In contrast, medium-density residential land uses dominate **75%** of the Eastside CRA. This heavy reliance on residential real estate means the CRA depends significantly on its residential population and property values to fund the CRA TIF. Such dependence may affect the CRA's resilience to economic or demographic changes, like population relocation, residential blight, or mortgage foreclosure.

Entropy: *A measurement of land use mix. The higher the Entropy, the higher the mix. The Entropy Index varies from 0 to 1.*

Land Use Diversity

Several land uses contribute to the overall property value of CRA districts. The combination of total land area in each district, and the total value of the land area, shows wide variations. Some land uses thus have greater potential to impact the overall revenue received by the Community Redevelopment Agency.

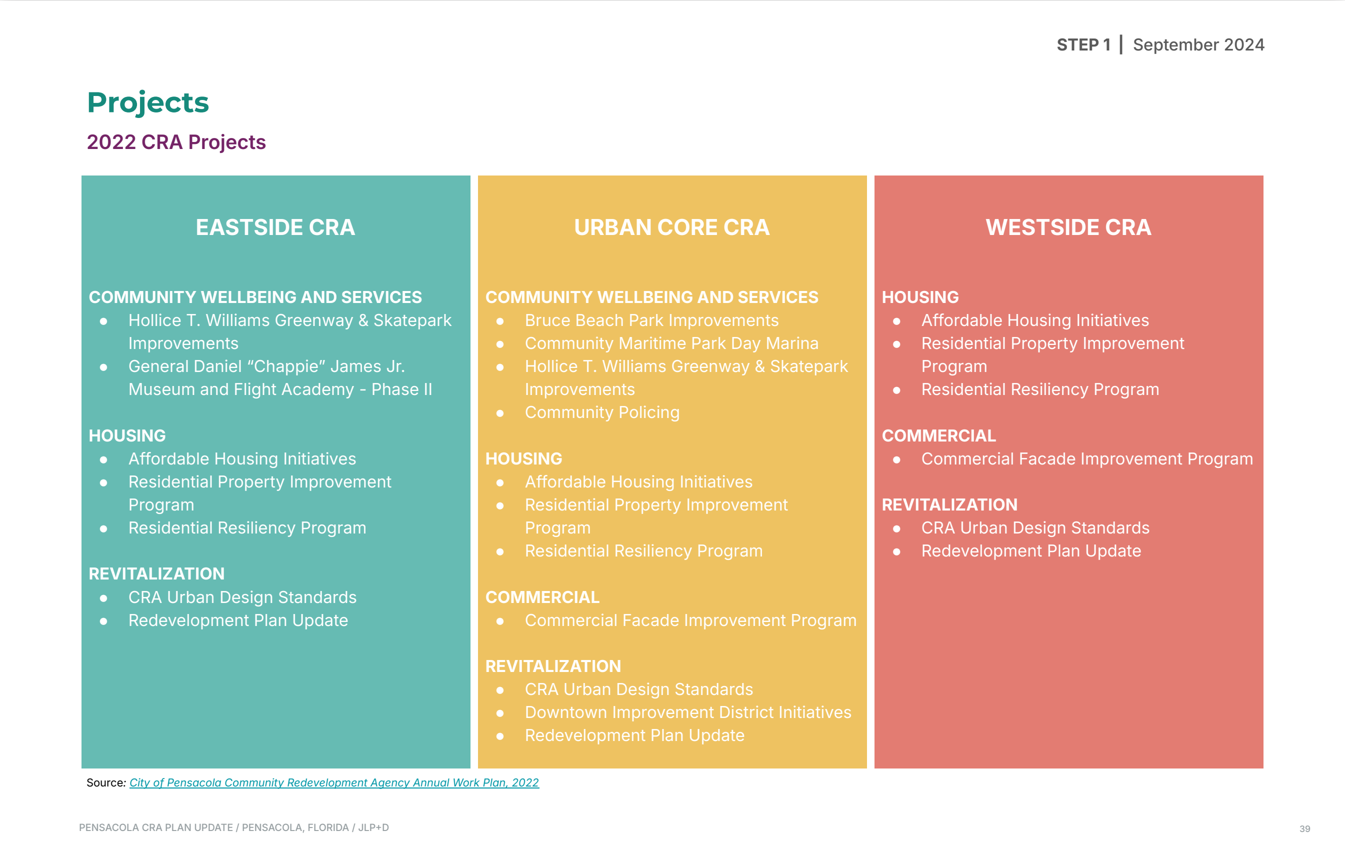
			EASTSIDE CRA TOTAL VALUE	URBAN CORE CRA TOTAL VALUE	WESTSIDE CRA TOTAL VALUE
■	A	Airport Land Use		$1,005,755.88	
■	B	Business		$107,871.78	
■	C	Commercial Land Use	$39,742.58	$302,170.07	$653,521.25
■	C.O	Conservation Land Use			$4,624.51
■	H.D.R	High Density Residential		$6,999.99	$287,362.38
■	H.P	Historic & Preservation Land Use		$179,820.28	
■	I.C	Interstate Corridor	$1,626.13	$16,765.55	
■	I.D	Industrial Land Use		$12,248.92	$4,250.82
■	L.D.R	Low Density Residential			$54,855.86
■	M.D.R	Medium Density Residential	$597,186.15	$291,758.12	$1,493,877.36
■	O	Office Land Use	$1,889.35	$9,627.17	$116,757.35
■	R	Redevelopment Land Use		$353,707.77	
■	R.N.C	Residential/ Neighbourhood Commercial Land Use	$70,568.23	$182,498.66	$48,122.45
		TOTAL CRA LAND VALUE	**$711,012.44**	**$2,469,224.19**	**$2,663,371.98**



Land Value Compared to Land Use

When viewing land valuation per acre, residential uses stand out in all three CRA districts, while industrial land has very low value, particularly in the Westside, where it makes up 14% of land use. Strategies to activate industrial uses could bring values up quickly.

			EASTSIDE CRA VALUE SHARE	URBAN CORE CRA VALUE SHARE	WESTSIDE CRA VALUE SHARE
🟪	**A**	Airport Land Use		$0.44	
🟨	**B**	Business		$0.37	
🟥	**C**	Commercial Land Use	$0.14		$0.27
🟪	**C.O**	Conservation Land Use			$0.06
🟥	**H.D.R**	High Density Residential		$0.45	$0.78
🟩	**H.P**	Historic & Preservation Land Use		$0.11	
🟩	**I.C**	Interstate Corridor	$0.01	$0.21	
🟦	**I.D**	Industrial Land Use		$0.04	$0.004
🟦	**L.D.R**	Low Density Residential			$0.08
🟩	**M.D.R**	Medium Density Residential	$0.30	$0.44	$0.52
🟩	**O**	Office Land Use	$0.45	$0.25	$0.19
🟧	**R**	Redevelopment Land Use		$0.32	
🟪	**R.N.C**	Residential/ Neighbourhood Commercial Land Use	$0.71	$1.05	$0.37



Projects

2022 CRA Projects

EASTSIDE CRA

COMMUNITY WELLBEING AND SERVICES
- Hollice T. Williams Greenway & Skatepark Improvements
- General Daniel "Chappie" James Jr. Museum and Flight Academy - Phase II

HOUSING
- Affordable Housing Initiatives
- Residential Property Improvement Program
- Residential Resiliency Program

REVITALIZATION
- CRA Urban Design Standards
- Redevelopment Plan Update

URBAN CORE CRA

COMMUNITY WELLBEING AND SERVICES
- Bruce Beach Park Improvements
- Community Maritime Park Day Marina
- Hollice T. Williams Greenway & Skatepark Improvements
- Community Policing

HOUSING
- Affordable Housing Initiatives
- Residential Property Improvement Program
- Residential Resiliency Program

COMMERCIAL
- Commercial Facade Improvement Program

REVITALIZATION
- CRA Urban Design Standards
- Downtown Improvement District Initiatives
- Redevelopment Plan Update

WESTSIDE CRA

HOUSING
- Affordable Housing Initiatives
- Residential Property Improvement Program
- Residential Resiliency Program

COMMERCIAL
- Commercial Facade Improvement Program

REVITALIZATION
- CRA Urban Design Standards
- Redevelopment Plan Update

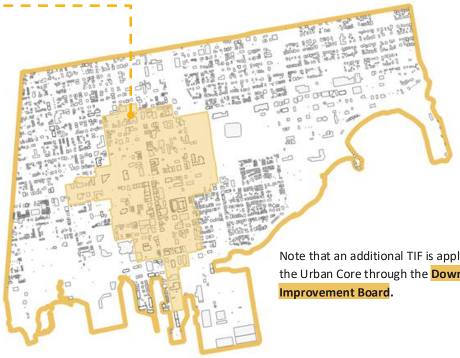
Source: *City of Pensacola Community Redevelopment Agency Annual Work Plan, 2022*

Millage Rates

Annual Rate

A County and City millage rate is applied to properties located within each CRA. The millage rate, also known as the mill rate, is a tax rate used to calculate local property taxes. It represents the amount of tax payable per $1,000 of a property's assessed value. For example, a millage rate of 10 means $10 in tax for every $1,000 of property value.

	County	City	Urban Core Downtown Improvement Board
2010	6.9755	4.5395	2.0
2011	6.9755	4.2895	2.0
2012	6.9755	4.2895	2.0
2013	6.6165	4.2895	2.0
2014	6.6165	4.2895	2.0
2015	6.6165	4.2895	2.0
2016	6.6165	4.2895	2.0
2017	6.6165	4.2895	2.0
2018	6.6165	4.2895	2.0
2019	6.6165	4.2895	2.0
2020	6.6165	4.2895	2.0

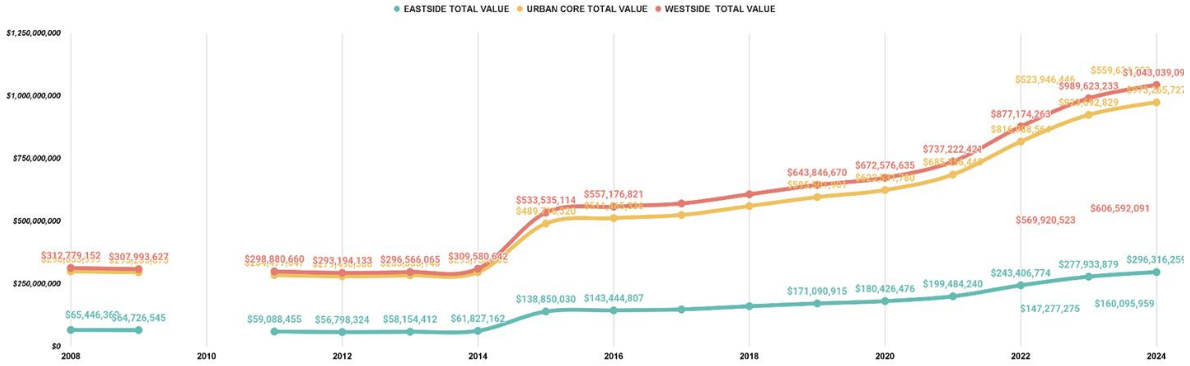


Note that an additional TIF is applied to the Urban Core through the **Downtown Improvement Board**.

Property Value over Time

by CRA District

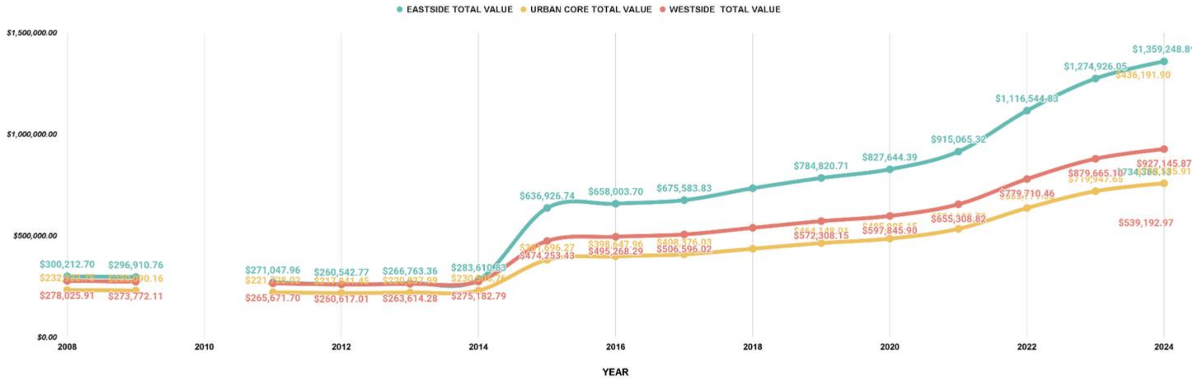
The Urban Core and Westside CRA are both higher than the Eastside CRA in total property value. All three CRA districts are demonstrating year-over-year growth with the Urban Core showing the greatest growth, followed by the Westside CRA, then the Eastside CRA.



Property Value over Time

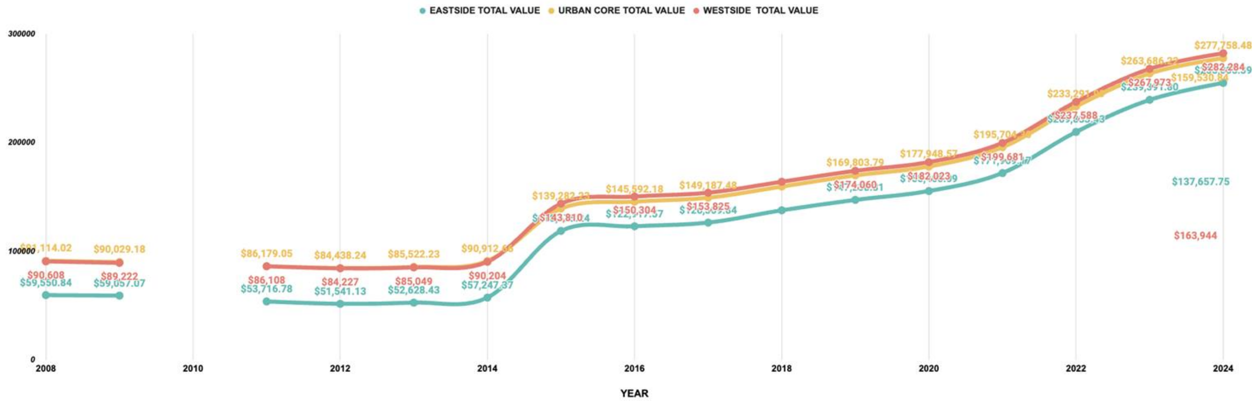
Property value per acre by CRA District

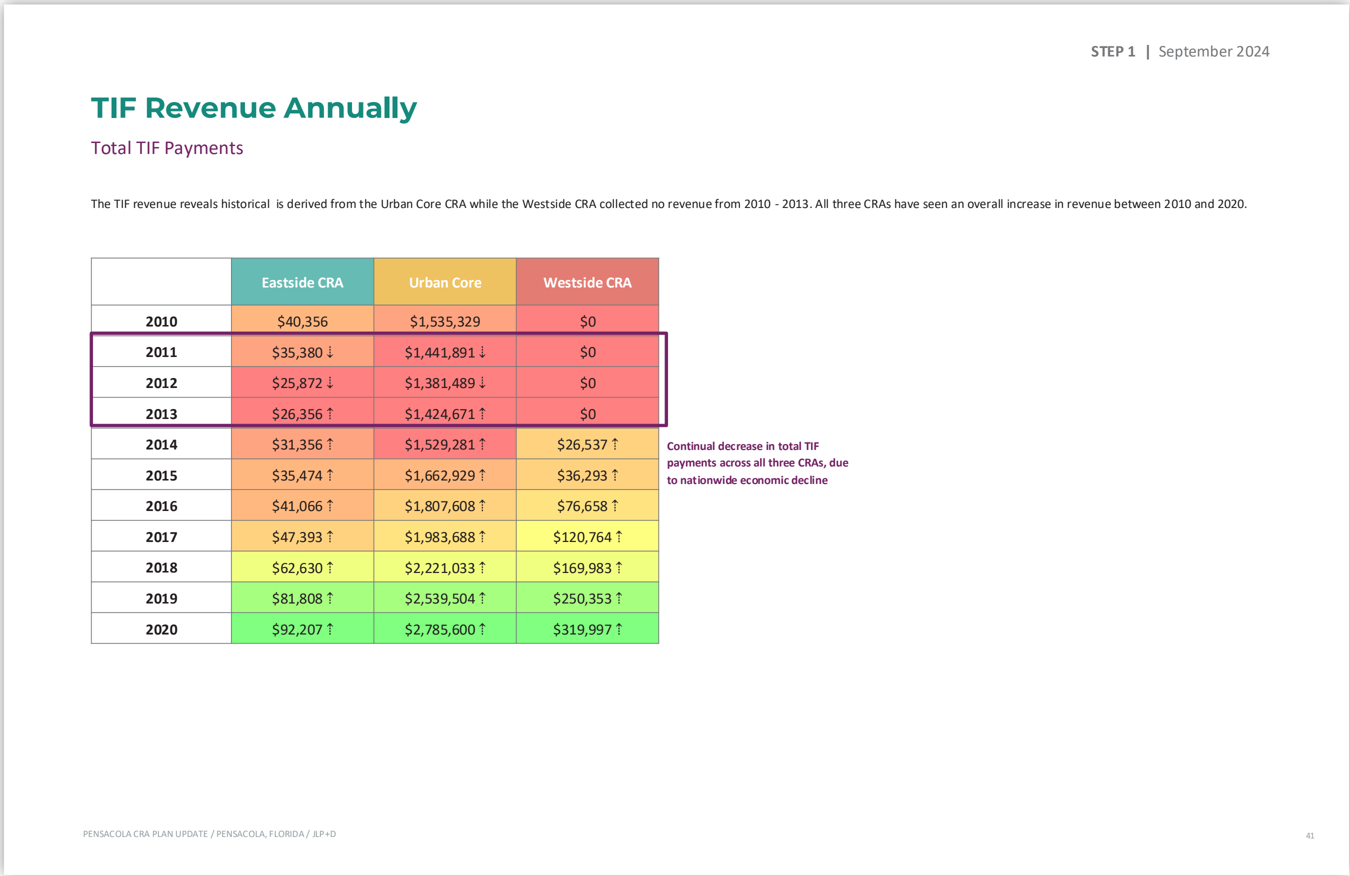
The Urban Core has greater value per acre property than both the Westside and Eastside CRA districts. The magnitude is significant; the Urban Core shows nearly exponential growth compared to the two other CRA districts.



Property Value over Time

Property value per parcel count by CRA District





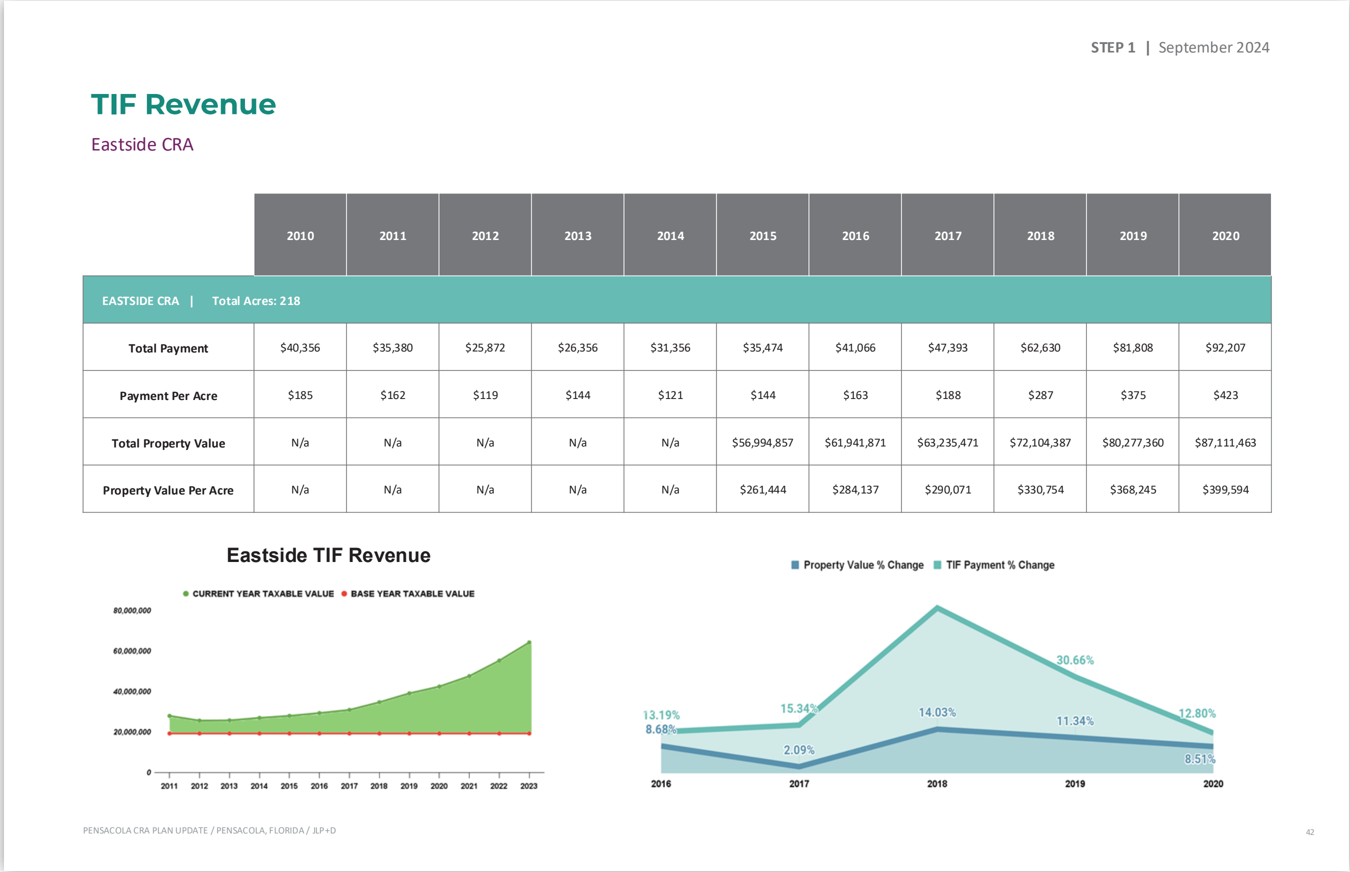
TIF Revenue Annually

Total TIF Payments

The TIF revenue reveals historical is derived from the Urban Core CRA while the Westside CRA collected no revenue from 2010 - 2013. All three CRAs have seen an overall increase in revenue between 2010 and 2020.

	Eastside CRA	Urban Core	Westside CRA
2010	$40,356	$1,535,329	$0
2011	$35,380 ↓	$1,441,891 ↓	$0
2012	$25,872 ↓	$1,381,489 ↓	$0
2013	$26,356 ↑	$1,424,671 ↑	$0
2014	$31,356 ↑	$1,529,281 ↑	$26,537 ↑
2015	$35,474 ↑	$1,662,929 ↑	$36,293 ↑
2016	$41,066 ↑	$1,807,608 ↑	$76,658 ↑
2017	$47,393 ↑	$1,983,688 ↑	$120,764 ↑
2018	$62,630 ↑	$2,221,033 ↑	$169,983 ↑
2019	$81,808 ↑	$2,539,504 ↑	$250,353 ↑
2020	$92,207 ↑	$2,785,600 ↑	$319,997 ↑

Continual decrease in total TIF payments across all three CRAs, due to nationwide economic decline



TIF Revenue

Eastside CRA

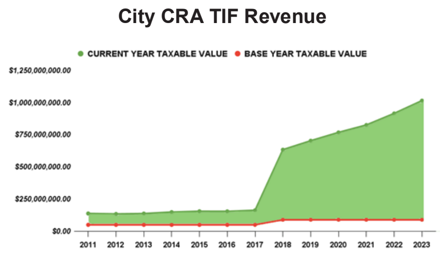
	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
EASTSIDE CRA | Total Acres: 218											
Total Payment	$40,356	$35,380	$25,872	$26,356	$31,356	$35,474	$41,066	$47,393	$62,630	$81,808	$92,207
Payment Per Acre	$185	$162	$119	$144	$121	$144	$163	$188	$287	$375	$423
Total Property Value	N/a	N/a	N/a	N/a	N/a	$56,994,857	$61,941,871	$63,235,471	$72,104,387	$80,277,360	$87,111,463
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	$261,444	$284,137	$290,071	$330,754	$368,245	$399,594

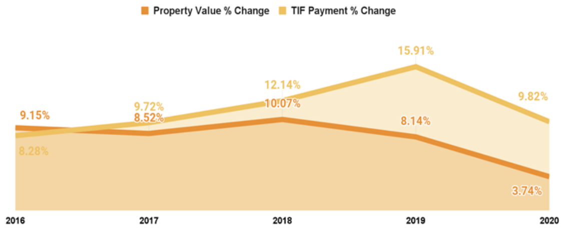
Eastside TIF Revenue
● CURRENT YEAR TAXABLE VALUE ● BASE YEAR TAXABLE VALUE
80,000,000
60,000,000
40,000,000
20,000,000
0
2011
2012
2013
2014
2015
2016
2017
2018
2019
2020
2021
2022
2023
Property Value % Change
TIF Payment % Change
13.19%
8.68%
15.34%
2.09%
14.03%
30.66%
11.34%
12.80%
8.51%
2016
2017
2018
2019
2020

TIF Revenue

Urban Core CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
URBAN CORE CRA | Total Acres: 1,283											
Total Payment	$4,063,003	$3,953,997	$3,788,221	$3,787,966	$4,075,806	$4,427,771	$4,794,187	$5,260,081	$5,898,476	$6,837,207	$7,508,831
Payment Per Acre	$3,167	$3,082	$2,953	$2,952	$3,177	$3,451	$3,737	$4,100	$4,597	$5,329	$5,853
Total Property Value	N/a	N/a	N/a	N/a	N/a	$575,840,293	$628,528,322	$682,092,327	$750,758,186	$811,833,232	$842,213,147
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	$448,823	$489,890	$531,639	$585,158	$632,762	$656,440

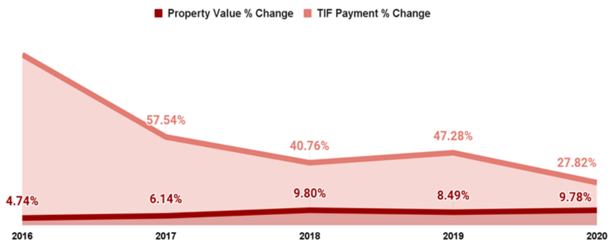


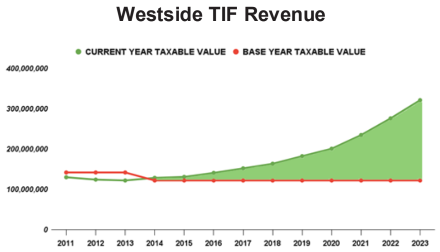


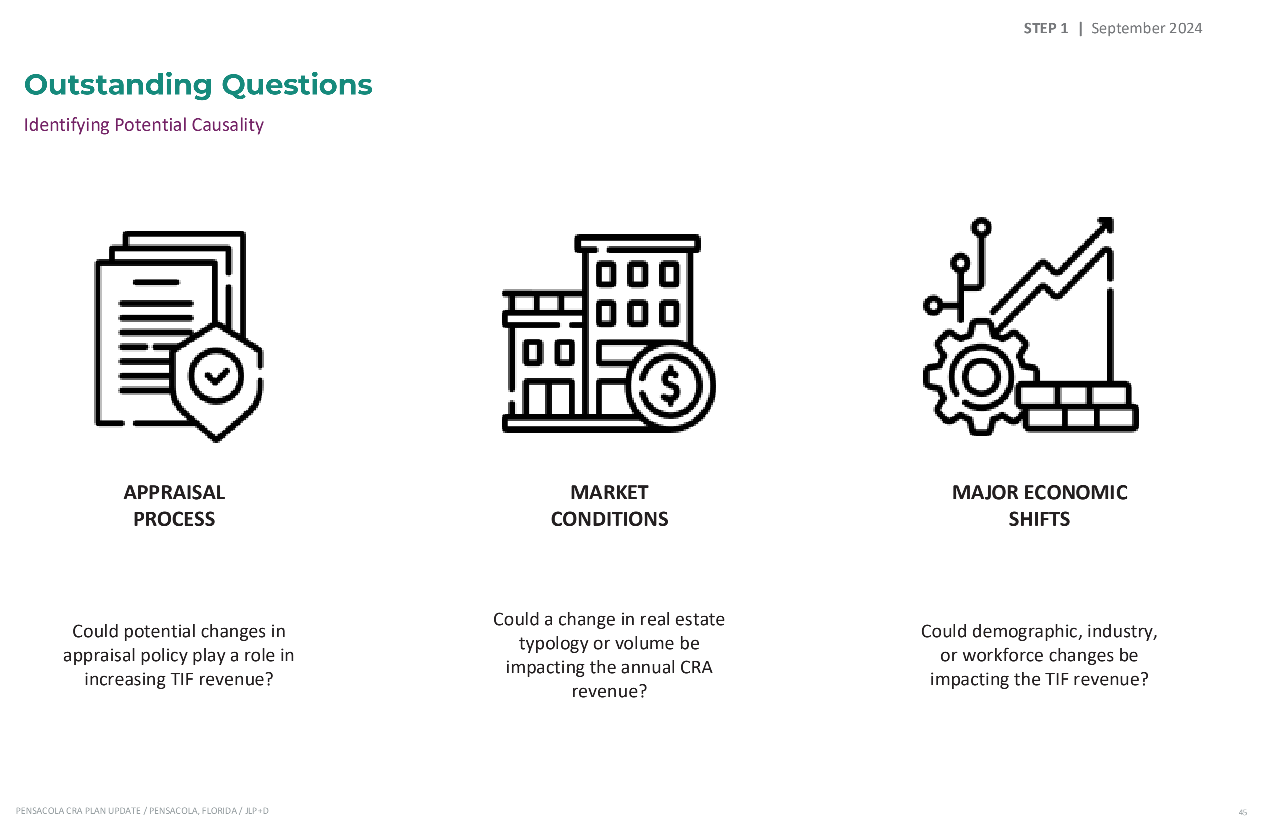
TIF Revenue

Westside CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
WESTSIDE CRA | Total Acres: 1,125											
Total Payment	-$43,892.21	-$48,505.55	-$72,262.97	-$80,972.30	$26,536.55	$36,292.99	$76,657.94	$120,764.46	$169,983.01	$250,352.67	$319,997.41
Payment Per Acre	-$39.02	-$43.12	-$64.23	-$71.98	$23.59	$32.26	$68.14	$107.35	$151.10	$222.54	$284.44
Total Property Value	N/a	N/a	N/a	N/a	N/a	$274,452,545	$287,469,547	$305,115,998	$335,014,607	$363,456,488	$399,017,359
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	$243,958	$255,528	$271,214	$297,791	$323,072	$354,682







Outstanding Questions

Identifying Potential Causality

APPRAISAL PROCESS

Could potential changes in appraisal policy play a role in increasing TIF revenue?

MARKET CONDITIONS

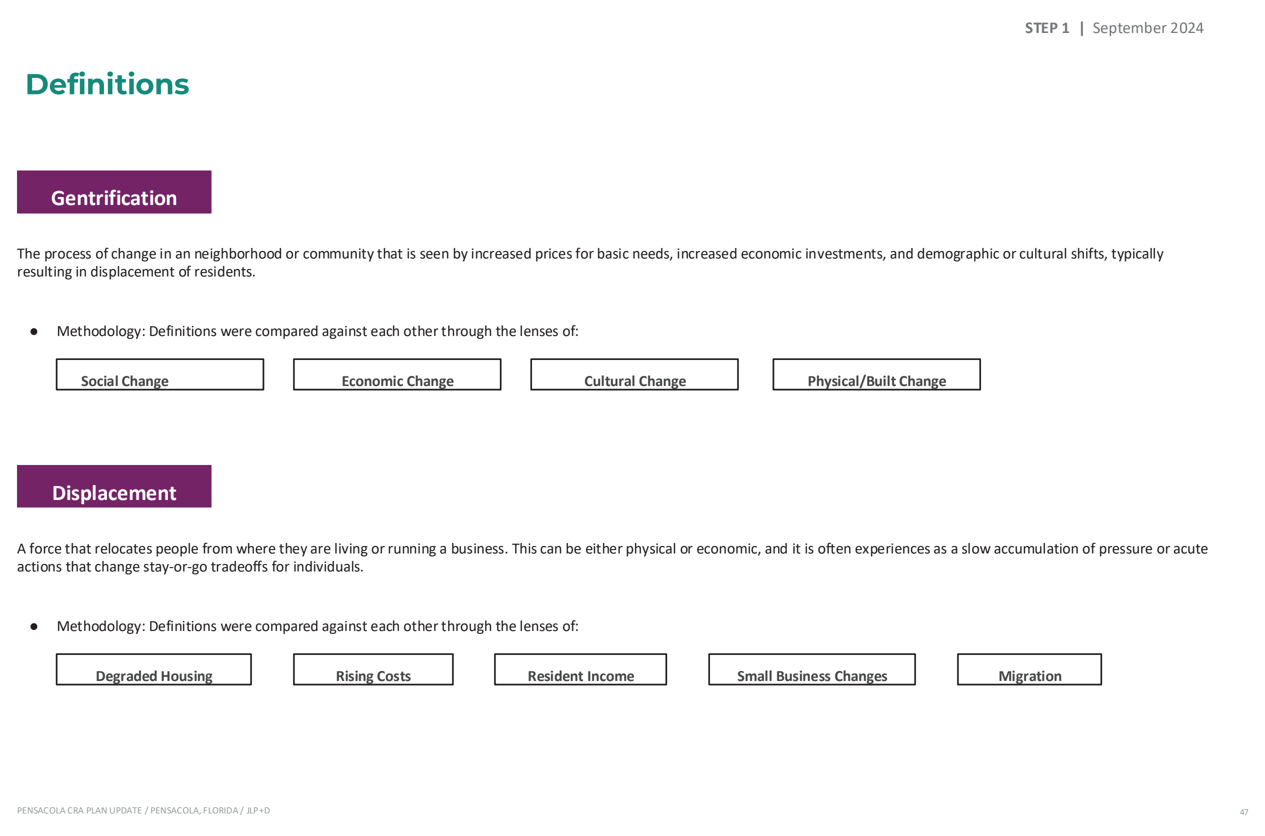
Could a change in real estate typology or volume be impacting the annual CRA revenue?

MAJOR ECONOMIC SHIFTS

Could demographic, industry, or workforce changes be impacting the TIF revenue?

4.0

GENTRIFICATION + DISPLACEMENT



Definitions

Gentrification

The process of change in an neighborhood or community that is seen by increased prices for basic needs, increased economic investments, and demographic or cultural shifts, typically resulting in displacement of residents.

- Methodology: Definitions were compared against each other through the lenses of:

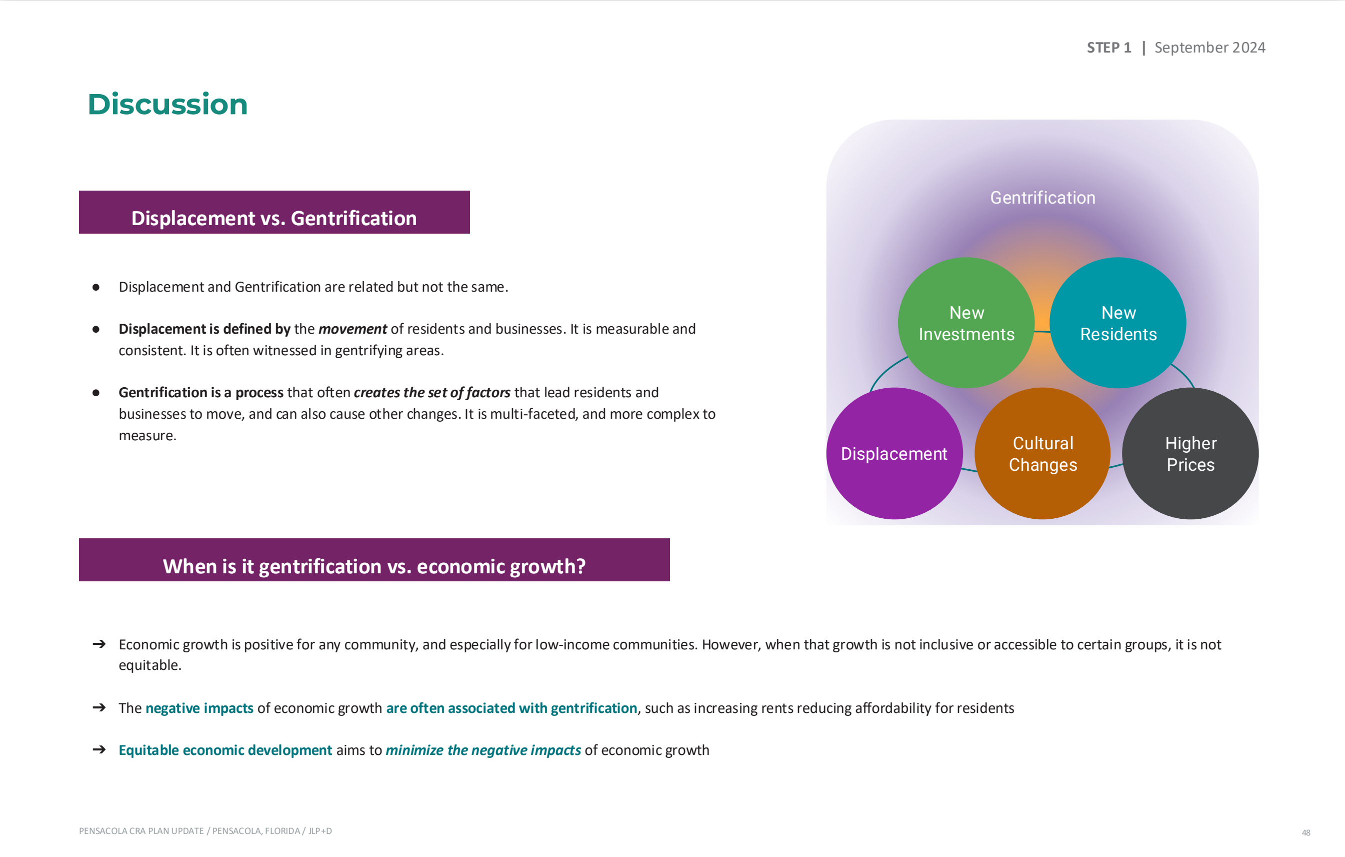
Social Change | **Economic Change** | **Cultural Change** | **Physical/Built Change**

Displacement

A force that relocates people from where they are living or running a business. This can be either physical or economic, and it is often experiences as a slow accumulation of pressure or acute actions that change stay-or-go tradeoffs for individuals.

- Methodology: Definitions were compared against each other through the lenses of:

Degraded Housing | **Rising Costs** | **Resident Income** | **Small Business Changes** | **Migration**



Discussion

Displacement vs. Gentrification

- Displacement and Gentrification are related but not the same.
- **Displacement is defined by** the ***movement*** of residents and businesses. It is measurable and consistent. It is often witnessed in gentrifying areas.
- **Gentrification is a process** that often ***creates the set of factors*** that lead residents and businesses to move, and can also cause other changes. It is multi-faceted, and more complex to measure.

When is it gentrification vs. economic growth?

→ Economic growth is positive for any community, and especially for low-income communities. However, when that growth is not inclusive or accessible to certain groups, it is not equitable.

→ The **negative impacts** of economic growth **are often associated with gentrification**, such as increasing rents reducing affordability for residents

→ **Equitable economic development** aims to ***minimize the negative impacts*** of economic growth

Gentrification & Displacement: Overall Trends

Pensacola shows a mix of factors that indicate vulnerability to future gentrification and displacement, as well as some factors that limit gentrification and displacement

Risk Factors

Incomes

- Median incomes, when lower than the median income of surrounding areas, can be a predictor of gentrification and displacement.
- High poverty rates when compared to the national average also signify potential risk.

Housing

- The affordability index is low, meaning that incomes are too low to qualify for mortgages
- The rental percentage is higher than County and national averages, suggesting homeownership is consistently out of reach
- Change in rental vacancy rates indicates changes in affordability for renters

Possible strengths

Population Flows

- Fast growth can incite displacement of existing communities. Within Escambia county, **migration has been net neutral** over the last 10 years.

Diversity

- Diverse communities are less likely to experience displacement than areas with high concentrations of communities of color.

Incomes

- Extremely fast income growth is often a sign of gentrification for communities

Signals to watch for

Incomes & Earning Power

- Stakeholders should be sensitive to an increase in proportion of high incomes indicating wealthier residents displacing lower income residents
- Stakeholders should also look for an Increase in the percentage of residents with a bachelor's degree or higher, who generally have higher earning potential

Rents & Evictions

- Greater increase in median rent and subsequent increases in eviction rates

Housing Supply

- Observing total housing units constructed to understand if it is lower than the population growth

Gentrification & Displacement: Risk Factors

Housing and Incomes create challenges for residents

Today all three CRA districts present some risk factors of economic vulnerability and displacement. The median household income is lower in these districts than city and county averages. The affordability index, which measures the likelihood of obtaining a mortgage at current average home prices given the current average income, is also below 60 for all districts, despite variation in the average home price of each area.

The share of renters is higher in the CRA districts than the county and the national average. The rental rate for nationally is 35% while the Westside (59%), Eastside (53%), and the Urban Core (42%) are all significantly higher. Renters are likely to be more quickly displaced than homeowners due to fluctuating rent prices.

When looking at vacancy, total vacant housing units have increased citywide and in every CRA district, though vacancy is projected to decrease slightly. This vacancy combined with increase in housing units could be explained in part by housing quality; better housing has entered the market while less attractive housing still exists.

Additionally, density of housing units has increased in all CRA districts, supported by lot splitting and conversions or additions of accessory dwelling units In a mpre promising trend, total Housing units are increasing in the Westside and Eastside CRA districts, and have been steadily since 2000. This growth outpaces the City of Pensacola overall.

Present Risk Factors

	Median Income	% Households Below Poverty	# Households Below Poverty Level	*Affordability Index*
Westside CRA	$23,551	39.5%	1,033	*51*
Eastside CRA	$35,124	27.9%	150	*58*
Urban Core CRA	$59,901	16.9%	248	*57*
Pensacola	$67,722	14.1%	7,534	*90*
Escambia County	$61,642	12.7%	18,030	*87*

Housing Unit Totals

	2000	2010	2023	*2028*
Westside CRA	2,925	3,074	3,577	*3,710*
Eastside CRA	683	669	676	*684*
Urban Core CRA	1,793	1,832	2,251	*2,430*
Pensacola	26,948	27,892	28,111	28,111

Vacant Housing Unit Totals

	2000	2010	2023	*2028*
Westside CRA	381	177	642	*645*
Eastside CRA	120	73	141	*138*
Urban Core CRA	304	105	356	*343*
Pensacola	3,115	3,256	3,129	*3,114*

Gentrification & Displacement: Possible Factors

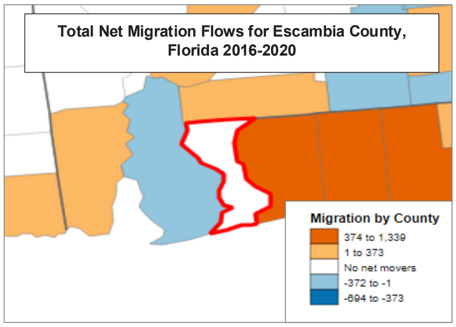
A few factors indicate a complex set of trends for and against active displacement

There are several factors that may not demonstrate direct gentrification and displacement for Pensacolians. First, within Escambia county, migration has been net neutral - while some movement has occurred, the movers out have roughly equalled movers in. There is no visible evidence of rapid population growth contributing to displacement.

next, the CRA districts all have fairly high diversity, which can be a strength against swift displacement for communities of color. That said, the Eastside CRA district has a higher concentration of black households than the other areas, while the urban core CRA has a higher concentration of while residents.

Income growth, though low for many households, has increased at a steady rate, mirroring the national averages for that last 20 years. Sharp increases in income are often caused by higher earners moving to an area and lower income earners leaving.

Additionally, density of housing units has increased in all CRA districts, supported by some new construction and lot splitting and conversions or additions of accessory dwelling units.



	Population By Race 2021 %						
	White	Black	American Indian	Asian	Pacific Islander	Other	Two or More Races
Westside CRA	38.97%	49.16%	0.00%	0.52%	0.22%	1.13%	10.00%
Eastside CRA	25.59%	63.53%	0.00%	0.00%	0.00%	3.92%	6.96%
Urban Core CRA	66.55%	22.75%	0.00%	0.16%	1.89%	1.01%	7.65%

Gentrification & Displacement: Signals to Watch in the Future

Changes to the population and rental prices are indicators of potentially fast shifts

Both gentrification and displacement can shift from risks to reality quickly. Changes to the median rent act as a signal of shifting demand by higher income renters, and the current asking rent of $1,800 for new units across the city should be watched to identify increases. The current range of rental prices clusters around $1,500.

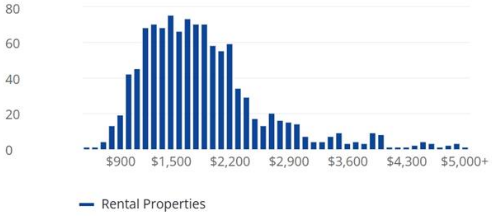
Similarly, changes to high income earners or populations with college degrees (and thus, potentially higher earning power) should be monitored as well. These indicators are already elevated in the Urban Core CRA, but could increase in the Eastside CRA quickly too, given its small population overall.

Lastly, the CRA is familiar with planned housing projects, and the total units of housing added to the Pensacola market wll have the least impact if they are not outpaced by population growth. Thus, greater population growth, if it becomes a steady trend is also a sign to monitor changes to the number of housing units in the area.

Potential Indicators of Future Displacement			
	Median Rent	Households Earning > $150k	Households with Bachelor's or Higher
Westside CRA	$869	113 (4.0%)	16.3%
Eastside CRA	-	29 (5.3%)	27.4%
Urban Core CRA	$1.901	338 (21%)	45.5%
Pensacola	$1,150	3,812 (15.7%)	40.5%
Escambia County	$1,394	15,757 (12.5%)	31.8%

Price Range

The price range for all bedrooms and all property types is $600 to $5,500.



STEP 1 | September 2024

What Else Impacts Gentrification Trends?

Factors to consider in Pensacola

SAFETY & PERCEPTION OF SAFETY

OVERALL COST OF LIVING

ATTRACTIVENESS FOR DEVELOPMENT

ECONOMIC DRIVERS

MILITARY INVESTMENT

JLP+D

CRA FUNDING RESOURCES

FEDERAL FUNDING

Grant Name	Awarding Entity	Website	Typical Projects Funded	Notes of interest
Rebuilding American Infrastructure with Sustainability and Equity (RAISE)	USDOT	https://www.transportation.gov/RAISEgrants/raise-nofo	Surface transportation projects that have significant local or regional impact; could include projects with a safety component.	https://www.transportation.gov/sites/dot.gov/files/2022-09/RAISE%202022%20Award%20Fact%20Sheets_1.pdf
Infrastructure for Rebuilding America Discretionary Grant Program (INFRA)	USDOT	https://www.transportation.gov/grants/infra-grants-program	Primarily freight related.	For projects that improve safety, generate economic benefits, reduce congestion, enhance resiliency, and hold the greatest promise to eliminate freight bottlenecks and improve critical freight movements.
Reconnecting Communities Pilot Program (RCP)	USDOT	https://www.transportation.gov/grants/reconnecting-communities	Highway removal projects, through disadvantaged communities. Would fund replacement infrastructure and includes safety components.	
Safe Streets and Roads for All (SS4A)	USDOT	https://www.transportation.gov/grants/SS4A	Transportation safety projects.	Projects must be identified in a comprehensive safety action plan to receive implementation funding.
Federal Transit Administration Capital Funds (FTA)	Federal Transit	https://www.transit.dot.gov/funding/grants/urbanized-area-formula-grants-5307	Funds safe access to transit projects	See Bicycles and Transit, Flex Funding for Transit Access, the FTA Final Policy Statement on the Eligibility of Pedestrian and Bicycle Improvements Under Federal Transit Law, and FTA Program & Bicycle Related Funding Opportunities
Areas of Persistent Poverty Program (AoPP)	Federal Transit	https://www.transit.dot.gov/grant-programs/areas-persistent-poverty-program	Funds projects that provide access to transit in disadvantaged communities, including safety improvements.	
Carbon Reduction Program (CRP)	FHWA	https://www.fhwa.dot.gov/environment/sustainability/energy/	Planning, bicycle and pedestrian facilities, bike share programs, road diets, etc.	Project must be part of the state TIP and consistent with LRSTP and Metropolitan Transportation Plan; does not fund recreational trails
Congestion Mitigation and Air Quality Improvement Program (CMAQ)	FHWA	https://www.fhwa.dot.gov/ environment/air_quality/ cmaq/	Projects, including bicycle and pedestrian facilities, that reduce emissions.	Project for planning, feasibility analyses, and revenue forecasting associated with the development of a project that would subsequently be eligible to apply for assistance under the BIP
Highway Safety Improvement Program (HSIP)	FHWA	https://highways.dot.gov/safety/hsip/shsp	Safety projects on the highway system.	Projects must be consistent with a state's Strategic Highway Safety Plan, funding is only for Highway projects, public transportation, and port facilities, Small local agencies also eligible
Railway-Highway Crossings(Section 130) Program (RHCP)	FHWA	https://highways.dot.gov/safety/hsip/xings/railway-highway-crossing-program-overview	Railroad crossing improvements.	Set aside from HSIP, Small local agencies also eligible
National Highway Performance Program (NHPP)	FHWA	Implementation Guidance for the National Highway Performance Program (NHPP) as Revised by the Bipartisan Infrastructure Law (dot.gov)	Could include safety improvements as part of other improvements.	Only for Highway projects; Administered by the State
Promoting Resilient Operations for Transformative, Efficient, and Cost Saving Transportation (PRO TECT)	FHWA	https://www.fhwa.dot.gov/environment/sustainability/resilience/	Protecting transportation facilities from flooding.	Funds can only be used for activities that are primarily for the purpose of resilience or inherently resilience related. With certain exceptions, the focus must be on supporting the incremental cost of making assets more resilient.
Surface Transportation Block Grant Program (STBG)	FHWA	https://www.fhwa.dot.gov/specialfunding/stp/	Planning, bicycle and pedestrian facilities, bike share programs, road diets, etc.	If called a bicycle facility, it must be primarily for transportation instead of recreation, but recreational trails are also permitted, Small local agencies also eligible
Transportation Alternatives (TA) Set-Aside	FHWA	https://www.fhwa.dot.gov/ environment/transportation_alternatives/	Planning, bicycle and pedestrian facilities, bike share programs, road diets, etc.	Part of STBG; Administered by the State, Local agencies also eligible
Recreational Trails Program (RTP)	FHWA	https://www.fhwa.dot.gov/ environment/recreational_ trails/	Recreational trails	Part of STBG; Administered by the State
Safe Routes to School Program (SRTS)	FHWA	ttps://www.fhwa.dot.gov/environment/safe_routes_to_school/	Projects that improve safety for students going to school	Part of STBG; Administered by the State

FDOT FUNDING

Grant Name	Awarding Entity	Website	Typical Projects Funded	Notes of interest
Transportation Alternatives Program (TAP)	FDOT	https://www.fdot.gov/planning/systems/tap/default.shtm	Bicycle/pedestrian facilities recreational trails, SRTS projects	Part of the Federal TA set aside of the STBG https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/planning/systems/systems-management/document-repository/tap/ta_set-aside-program_fl_overview-highlights_2015-2021.pdf?sfvrsn=7c0d8522_2
Shared-Use Nonmotorized (Sun) Trail Program	FDOT	https://www.fdot.gov/planning/systems/suntrail/guidance.shtm	Shared use trails	Project must be within the Suntrail network, a priority of the applicable jurisdiction, and consistent with applicable plans. Local agency must commit to operation and maintenance of trail. Separate Request for Funding, but must be included in FDOT Work Plan https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/planning/systems/suntrail/guidance/suntrail_guidanceforsubmittal-offundingrequest_ppt.pdf?sfvrsn=3ac9b7ba_2
Highway Safety Improvement Program	FDOT	Reports and Plans (fdot.gov)	Transportation safety projects	Must show how project improves safety; part of FHWA HSIP funding
Safe Routes to School	FDOT	https://www.fdot.gov/Safety/programs/safe-routes.shtm	Transportation safety projects that improve safety for student going to/from school	Funded through HSIP

SIDEWALK PRIORITIZATION

RANKING CRITERIA

Step 1

Separate candidate projects into two tiers:

Tier 1: Projects with no existing sidewalks

Tier 2: Projects with existing sidewalks on one side of the street

Step 2

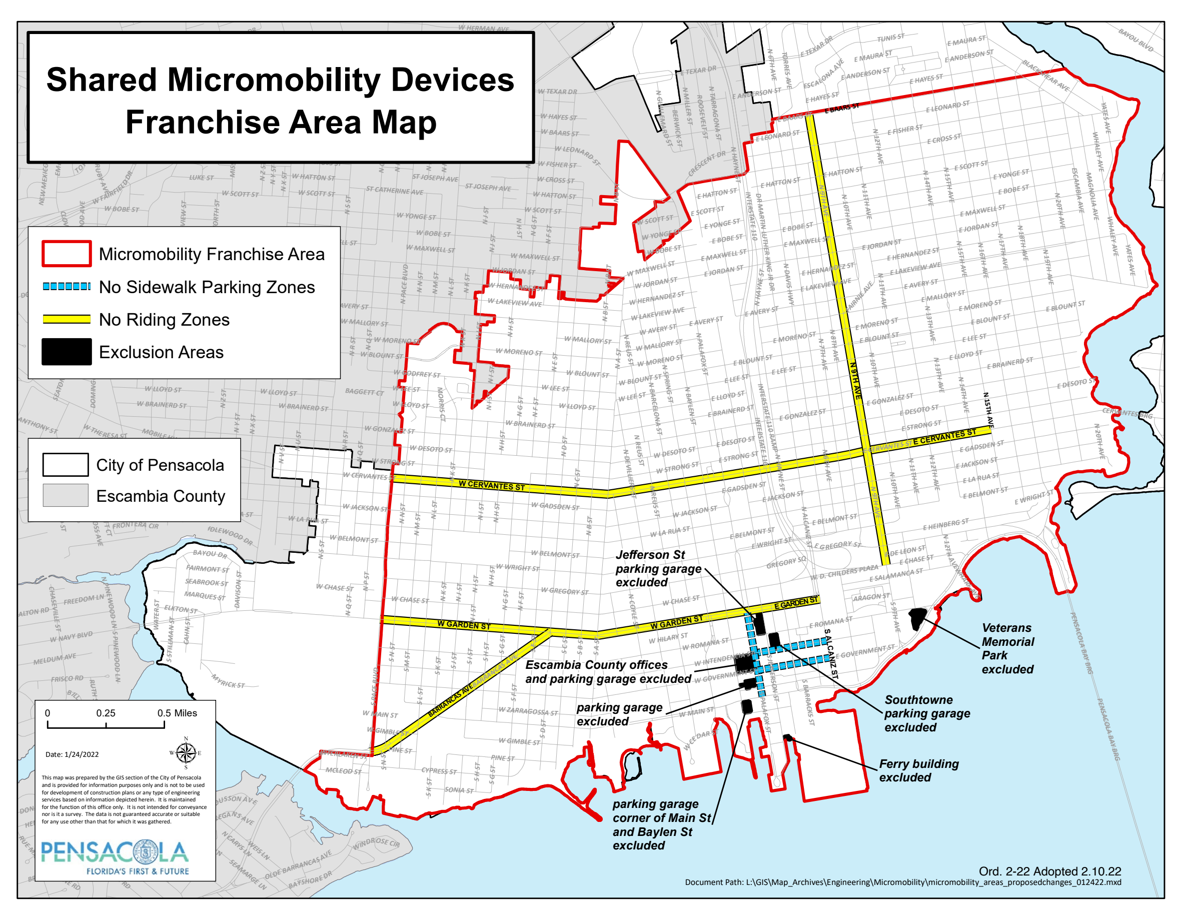
Rank Projects based upon the following criteria:

#	Quantifiable Criteria	Max Points
1	Safety (Roadway conditions, width, bike lanes, existing sidewalk)	6.5
2	School Proximity (Using EscCo Bus Eligible criteria) – Elem School @ 1 mile (15 points) – Middle School @ 1.5 miles (10 points) – High School @ 2 miles (5 points)	15
3	New Access on Arterials and Collectors	10
4	Latent Demand (using either census tract data or City data) – DUs within 1/4 mile to sidewalk project – Residents using transit or walking to work	15
5	Connectivity / This criterion will award points based on the following: – Connects to sidewalk on arterial roadway (15 points) – Connects to sidewalk on collector roadway (10 points) – Connects to sidewalk on local streets (5 points) – Does not connect to other sidewalks (0 points)	15
6	Existing Demand / This criterion will assess scores based on access to: – Transit Stops – Parks/Community Centers – Greenways & Trails – Transportation Disadvantaged Housing – Employment Centers – University/College Campuses (PCS) – Shopping Centers – Placemaking Areas (1/4 mile radius from: Palafox St from Wright Street to terminus and Belmont-DeVilliers intersection)	40
	Total Max Points	101.5

If the totals for the subcategories exceed the maximum for the category, only the maximum value shall be assigned.

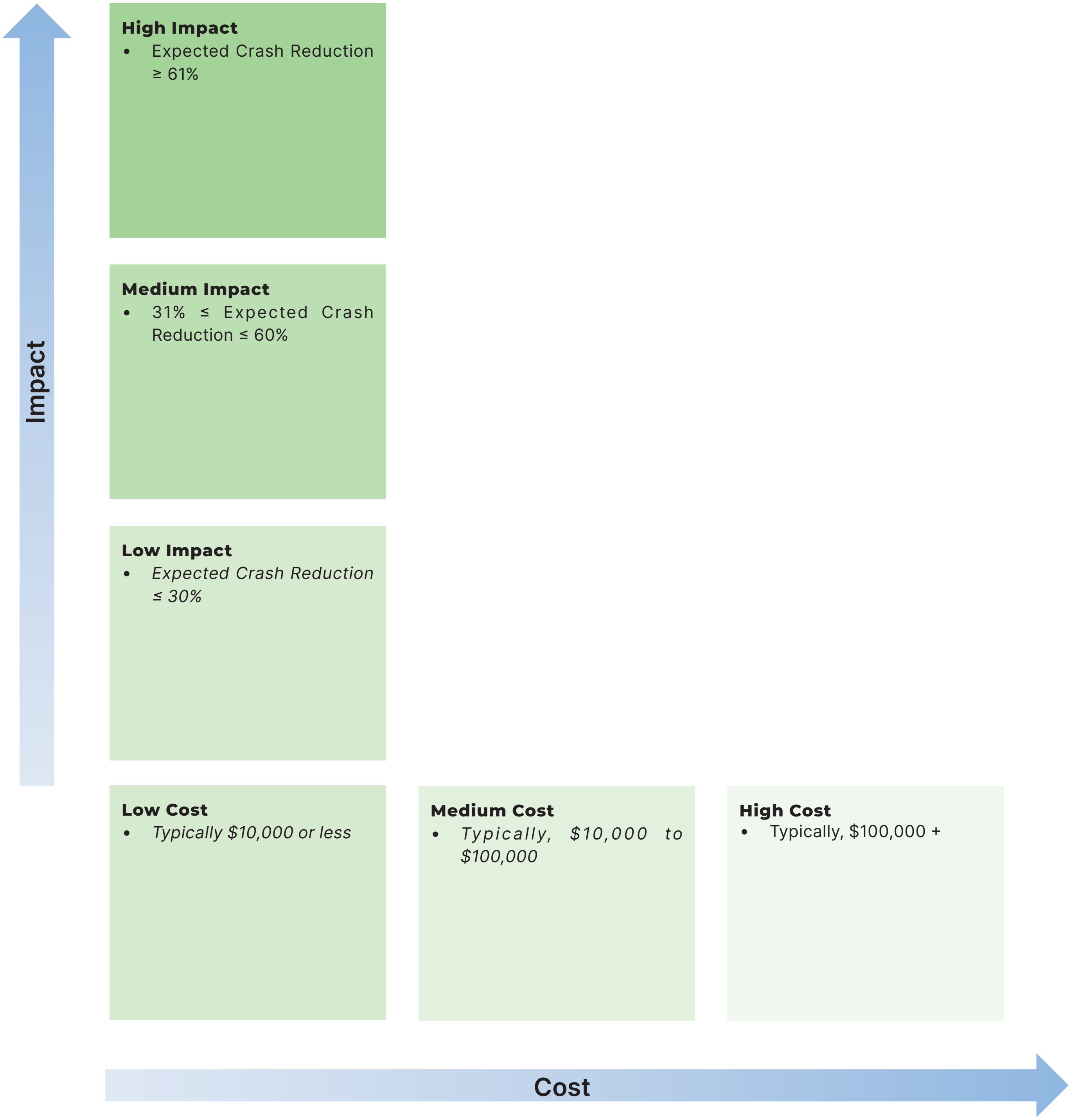
Data used will be from either City data (roadway classification, building footprints, pavement width, bike lanes, parks/community center locations, school locations), US Census data (worker transportation, DUs), and ECAT data (transit stops).

MICROMOBILITY AREA MAP


Shared Micromobility Devices Franchise Area Map
🟥 Micromobility Franchise Area
No Sidewalk Parking Zones
No Riding Zones
Exclusion Areas
City of Pensacola
Escambia County
0
0.25
0.5 Miles
Date: 1/24/2022
This map was prepared by the GIS section of the City of Pensacola and is provided for information purposes only and is not to be used for development of construction plans or any type of engineering services based on information depicted herein. It is maintained for the function of this office only. It is not intended for conveyance nor is it a survey. The data is not guaranteed accurate or suitable for any use other than that for which it was gathered.
PENSACOLA
FLORIDA'S FIRST & FUTURE
W CERVANTES ST
E CERVANTES ST
W GARDEN ST
E GARDEN ST
BARRANCAS AVE
N 9TH AVE
E BAARS ST
N 15TH AVE
SALCANIZ ST
Jefferson St parking garage excluded
Escambia County offices and parking garage excluded
parking garage excluded
parking garage corner of Main St and Baylen St excluded
Veterans Memorial Park excluded
Southtowne parking garage excluded
Ferry building excluded
Ord. 2-22 Adopted 2.10.22
Document Path: L:\GIS\Map_Archives\Engineering\Micromobility\micromobility_areas_proposedchanges_012422.mxd

COST AND IMPACT COUNTERMEASURES

COUNTERMEASURE IMPACT AND COST DEFINED



High Impact

- Expected Crash Reduction ≥ 61%

Medium Impact

- 31% ≤ Expected Crash Reduction ≤ 60%

Low Impact

- *Expected Crash Reduction ≤ 30%*

Low Cost

- *Typically $10,000 or less*

Medium Cost

- *Typically, $10,000 to $100,000*

High Cost

- Typically, $100,000 +

Unknown Impact = No quantitative date is available

COUNTERMEASURE SELECTION GUIDE

Impact

Low Cost/High Impact
- Prohibit left turn
- All-way stop control

Medium Cost/High Impact
- Rectangular rapid flashing beacon*
- Variable speed limits*
- *See guide for full list*

High Cost/High Impact
- Traffic signal

Low Cost/Medium Impact
- Upgrade signal head
- LED-enhanced sign
- Bicycle crossing (solid green paint)
- Green Conflict striping
- Remove obstructions for sightlines

Medium Cost/Medium Impact
- Raised median*
- Raised crosswalk
- Directional median openings
- Curb-return radius reduction
- *See guide for full list*

High Cost/Medium Impact
- Roundabout*
- Bicycle signal/exclusive bike phase
- Pedestrian hybrid beacon*
- On-street parking
- Separated bikeway*
- Pedestrian hybrid beacon*

Low Cost/Low Impact
- Extend yellow & all red time*
- LPI and ped recall*
- Retroreflective backplates*
- Protected left turns
- *See guide for full list*

Medium Cost/Low Impact
- Flashing yellow turn phase
- Pedestrian countdown timer
- Red light camera
- Lane re-purposing*
- *See guide for full list*

High Cost/Low Impact
- Reduced left-turn conflict intersection*

Cost

Note:
Countermeasures may not apply to all modes, roadways, or crash severities.
Countermeasures may apply to more crash types.

* FHWA Proven Safety Countermeasure

COUNTERMEASURE SELECTION GUIDE (CONT.)

Low Cost/
Unknown Impact

- Extend green time for bikes
- Extend time pushbutton
- Prohibit right-turn-on-red
- Prohibit turns during pedestrian phase
- Time-based turn restriction
- Upgrade intersection pavement markings
- Bicycles may use full lane sign
- Mixing zone
- High-visibility crosswalk
- Restripe crosswalk
- Centerline hardening
- Enhanced daylighting/slow turn wedge
- Paint and plastic median

Medium Cost/
Unknown Impact

- Bike detection
- Pedestrian detection
- Supplemental signal heads
- Flashing beacon as advance warning
- Curb extensions
- Paint and plastic mini circle/ mini roundabout

High Cost/
Unknown Impact

- Separate right-turn phasing
- Close slip lane
- Intersection reconstruction and tightening
- Protected intersection
- Raised intersection

Cost

Note:
Countermeasures may not apply to all modes, roadways, or crash severities.
Countermeasures may apply to more crash types.

* FHWA Proven Safety Countermeasure

COUNTERMEASURE SELECTION GUIDE (PEDESTRIAN AND BIKE FOCUSED)

Low Cost/
Unknown Impact

- Audible push button upgrade extend time push-button
- Prohibit right-turn-on-red
- Prohibit turns during pedestrian phase
- Shorten cycle length
- Advance stop bar
- Advance yield markings
- Pavement speed legends
- Time-based turn restriction
- Upgrade intersection pavement markings
- Wayfinding
- Co-locate bus stops and pedestrian crossings
- High-visibility crosswalk
- Restripe crosswalk
- Centerline hardening
- Enhanced daylighting/slow turn wedge
- Gateway treatments
- Paint and plastic median
- Partial closure/diverter
- Straighten crosswalk
- Lane narrowing
- Far-side bus stop
- Extend green time for bikes
- Bicycles may use full lane sign
- Mixing zone
- Parking buffer
- Two-stage turn queue bike box
- Bike box

Medium Cost/
Unknown Impact

- Pedestrian detection
- Signal interconnectivity and coordination/green wave
- Signal preemption
- Flashing beacon as advance warning
- Floating transit island
- Curb extensions
- Widen sidewalk
- Crosswalk density
- Chicane
- Landscape buffer
- Speed sensitive rest on red
- Upgrade lighting to LED
- Bike detection

High Cost/
Unknown Impact

- Separate right-turn phasing
- Shared use path
- Close slip lane
- Intersection reconstruction and tightening
- Protected intersection
- Raised intersection

Cost

Note:
Countermeasures may not apply to all modes, roadways, or crash severities. Countermeasures may apply to more crash types.

* FHWA Proven Safety Countermeasure

TRANSPORTATION ANALYSIS

OVERVIEW

Existing transportation conditions were documented throughout Pensacola and provided a foundation for understanding the needs and possible improvements for the CRA planning process.

Documenting the existing transportation conditions included three main categories:

- Roadway Characteristics (e.g., street type, character, and dimensions);
- Mobility Characteristics (e.g., pedestrian/bicycle facilities, and safety);
- Equity and Transportation (e.g., communities overburdened by lack of transportation investment).

BLOCK-BY-BLOCK
CRAFTING A PLAN
WESTSIDE · DOWNTOWN · EASTSIDE
PENSACOLA CRA

Existing Transportation – Related Conditions and Planned Transportation Improvements

Technical Memorandum

Community Redevelopment Agency Plan Update for Westside, Urban Core, and Eastside

October 8, 2024

hdrinc.com

315 E Robinson Street | Suite 400 | Orlando, FL 32801-1949
(407) 420-4200

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1 Introduction and Project Purpose

The Pensacola Community Redevelopment Agency (CRA) is updating all three CRA district plans after more than 15 years. The CRA districts are comprised of the Westside, the Eastside, and the Urban Core. Each of the districts have distinct characteristics pertaining to transportation. The existing conditions highlighted in this report are based on city data, previous studies, current programs, site and desktop observations, and community input. Understanding the existing conditions provides the basis to develop near-, medium-, and long-term recommendations to improve mobility and accessibility of all the residents within the area.

Documenting the existing transportation conditions includes three main categories:

- Roadway Characteristics (e.g., street type, character, and dimensions)
- Mobility Characteristics (e.g., pedestrian/bicycle facilities, and safety)
- Equity and Transportation (e.g., communities overburdened by lack of transportation investment)

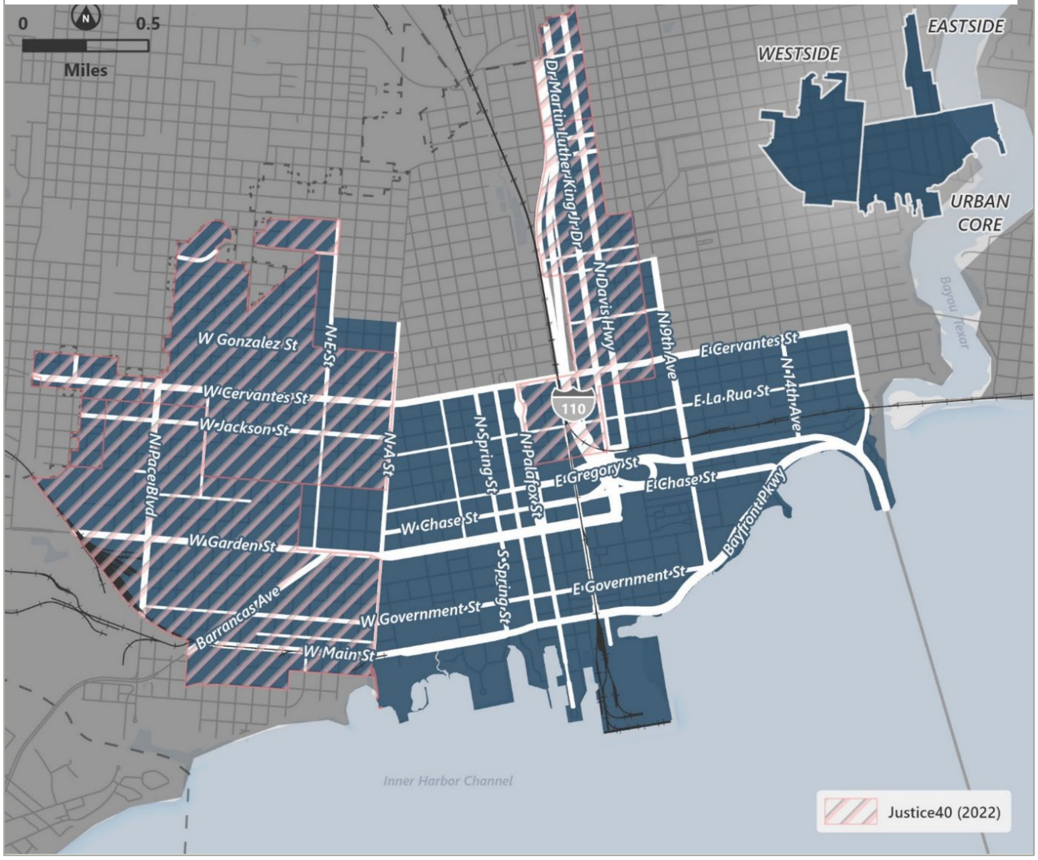
The CRA Districts, along with the United States Department of Transportation (USDOT) Disadvantaged Community boundaries,[1] and major roadways[2] are shown in **Figure 1.**

---

[1] The USDOT Disadvantage Communities are defined as those communities that have a higher burden of underinvestment in transportation, in the following five components: Transportation Insecurity, Climate and Disaster Risk Burden, Environmental Burden, Health Vulnerability, and Social Vulnerability.

[2] Major roadways are defined as those that have interstate, arterial, or collector functional classification by the Florida Department of Transportation (FDOT).

Figure 1 Major Roadways and USDOT Disadvantaged Community Boundaries in CRA Districts


0
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Miles
N
EASTSIDE
WESTSIDE
URBAN CORE
Bayou Texar
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
N 14th Ave
E La Rua St
110
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Justice40 (2022)

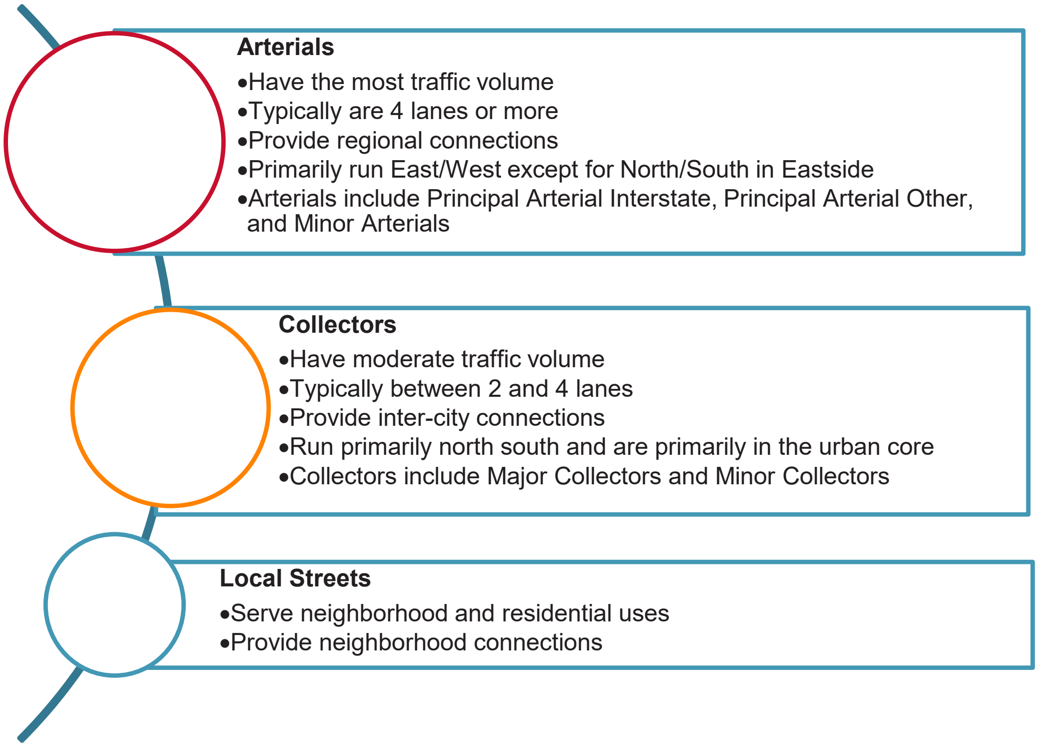
2 Roadway Characteristics

Roadway Characteristics include all the ways in which one understands a street or road. These characteristics include looking at the type or function of the road, the physical attributes of the road (speed, width, how many lanes, type of connectivity or network) and neighborhood character surrounding the road.

2.1 Street Types and Networks

There are three major roadway types that make up the street network within the CRA districts. These major roadways are defined by FDOT and further qualified in the City of Pensacola 2023 Active Transportation Plan (ATP) as shown in **Figure 2**:

Figure 2 Roadway Functional Classification



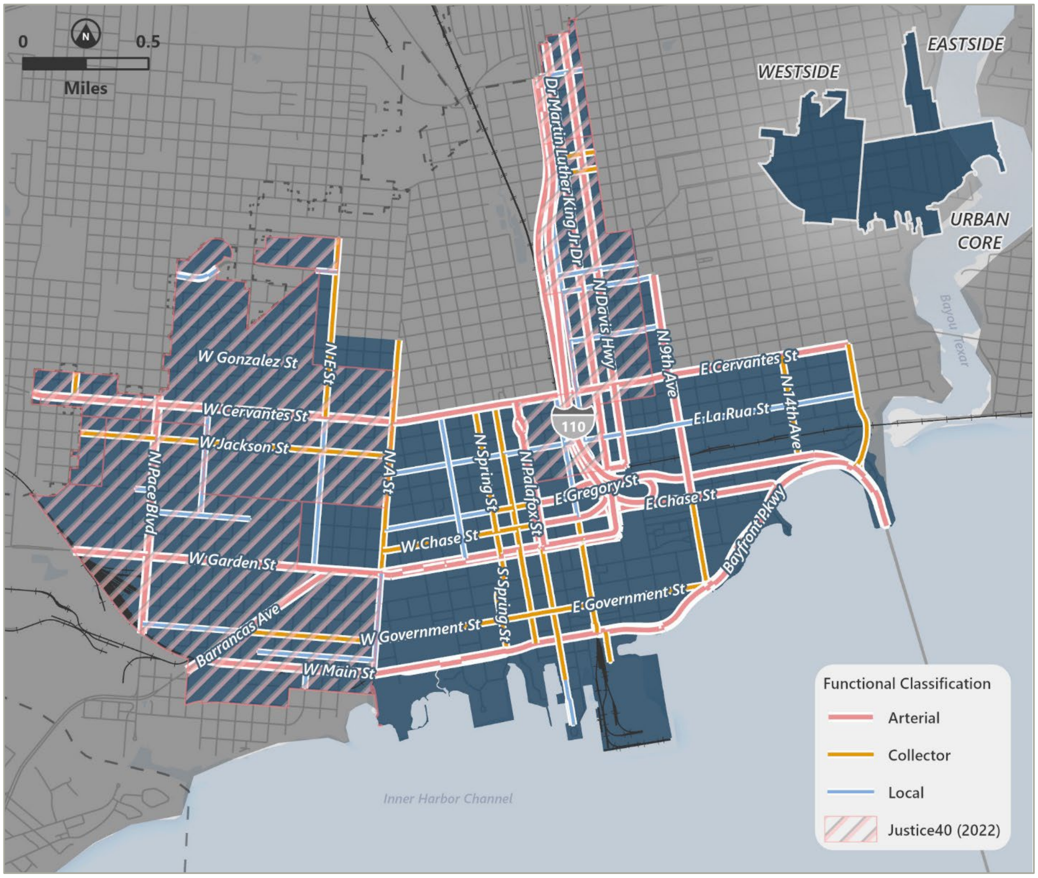
Arterials
- Have the most traffic volume
- Typically are 4 lanes or more
- Provide regional connections
- Primarily run East/West except for North/South in Eastside
- Arterials include Principal Arterial Interstate, Principal Arterial Other, and Minor Arterials

Collectors
- Have moderate traffic volume
- Typically between 2 and 4 lanes
- Provide inter-city connections
- Run primarily north south and are primarily in the urban core
- Collectors include Major Collectors and Minor Collectors

Local Streets
- Serve neighborhood and residential uses
- Provide neighborhood connections

Total roadway miles within the three CRA districts is 112 miles. Of the 112 miles of roadway, there are a total of 37.8 roadway miles having a functional classification of arterial or collector. While the roadway miles within the CRA districts represent 5% of the total City of Pensacola roadways yet the CRA districts are comprised of 33% and 28% of the total arterial and collector roadway miles respectively in the City. **Figure 3** shows the block structure which results from these major roadways.

Figure 3 FDOT Roadway Functional Classification Location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WESTSIDE
URBAN CORE
Bayou Texar
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
E La Rua St
N 14th Ave
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
110
E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Functional Classification
Arterial
Collector
Local
Justice40 (2022)

WESTSIDE

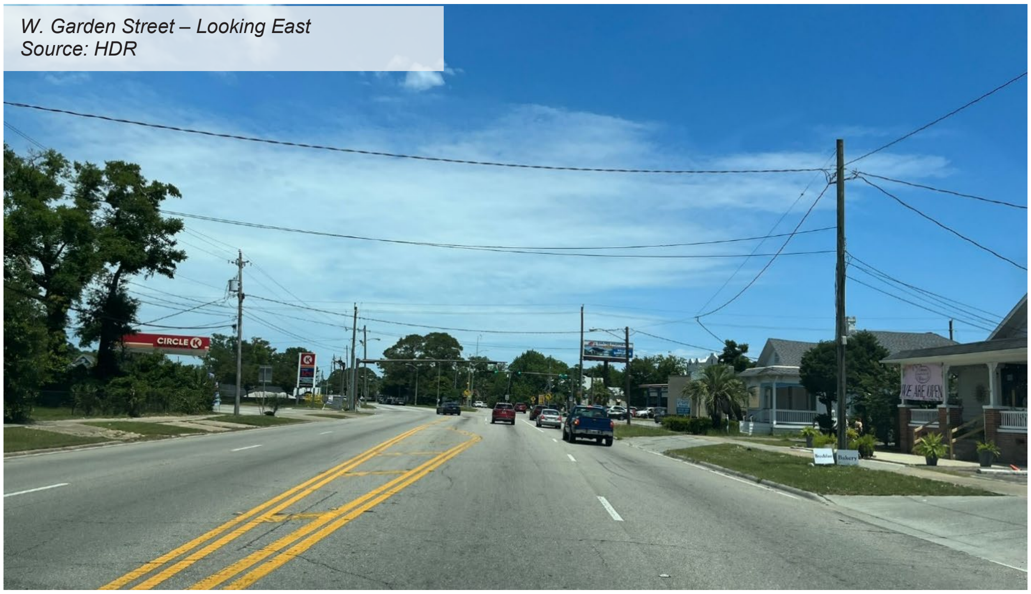
Arterials

The location of the arterial roadways split the Westside district into five pockets which lack connectivity and are spaces where vehicles are given priority over pedestrians. As regional connectors, these high traffic volume roadways are very wide and support development patterns that do not foster a sense of place; rather it is a place to simply move through as quickly as possible. Such conditions make it extremely difficult for the neighborhood residents of Sanders Beach, Tanyard, and Westside Garden District to have easy access to amenities within and outside of the district.

Westside district has five roadways identified as arterial:

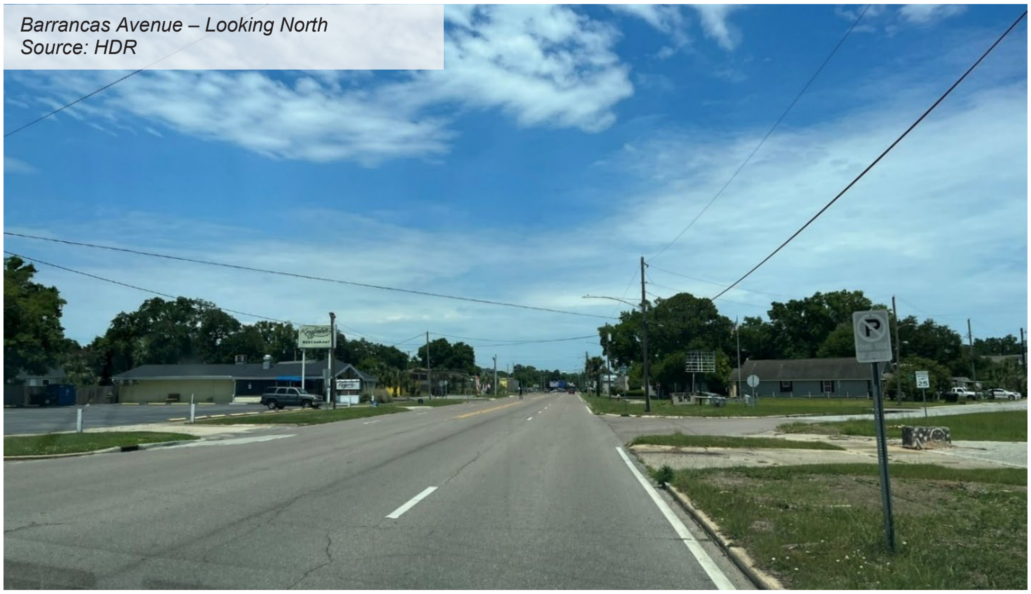
- W Cervantes Street
- N Pace Boulevard
- W Garden Street
- W Main Street
- Barrancas Avenue

Figure 4 Westside – Arterial Road



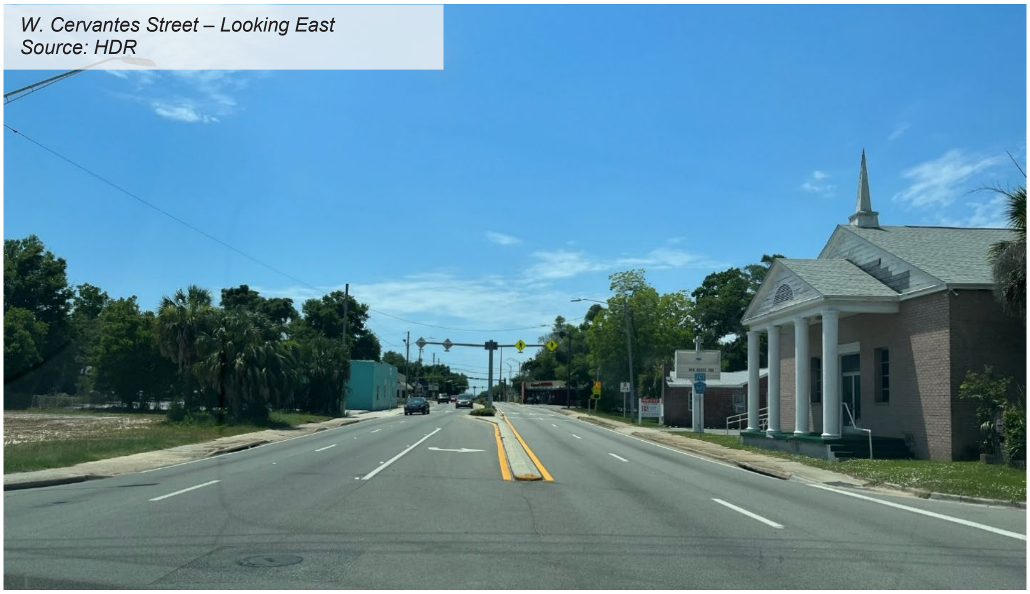
W. Garden Street – Looking East
Source: HDR

Figure 5 Westside – Arterial Road



Barrancas Avenue – Looking North
Source: HDR

Figure 6 Westside – Arterial Road



W. Cervantes Street – Looking East
Source: HDR

Collectors

These roadways usually provide more connections via cross streets, may have on-street parking, typically have more continuous building frontage, and if not designed well can still present challenges for non-vehicular modes of transportation (pedestrian and cyclist). These challenges may be a relatively high traffic volume, excessive curb cuts, or lack of separated pedestrian and bike infrastructure.

Westside district has five roadways identified as collector:

- W Government Street
- W Jackson Street
- N T Street
- N E Street
- N A Street

Figure 7 Westside – Collector Road

W. Jackson Street – Looking East
Source: Google

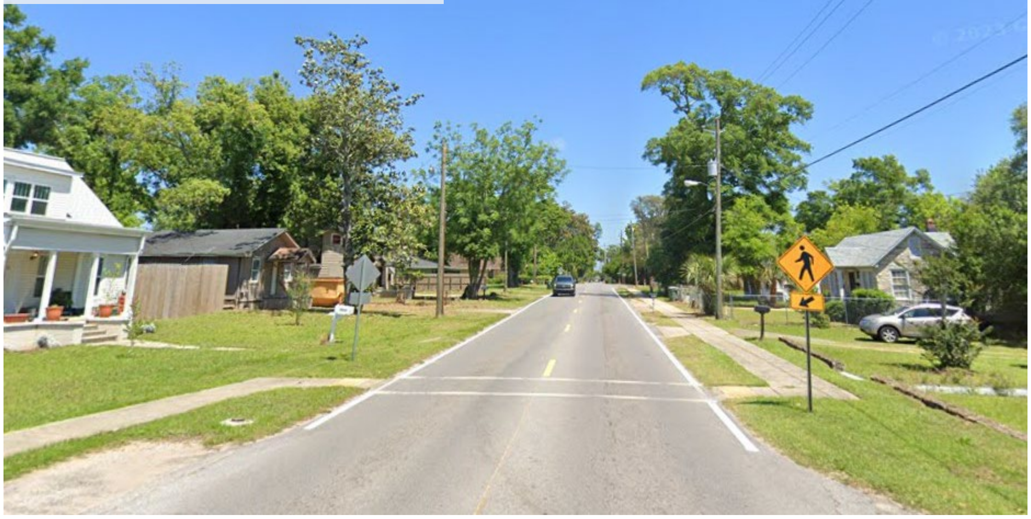
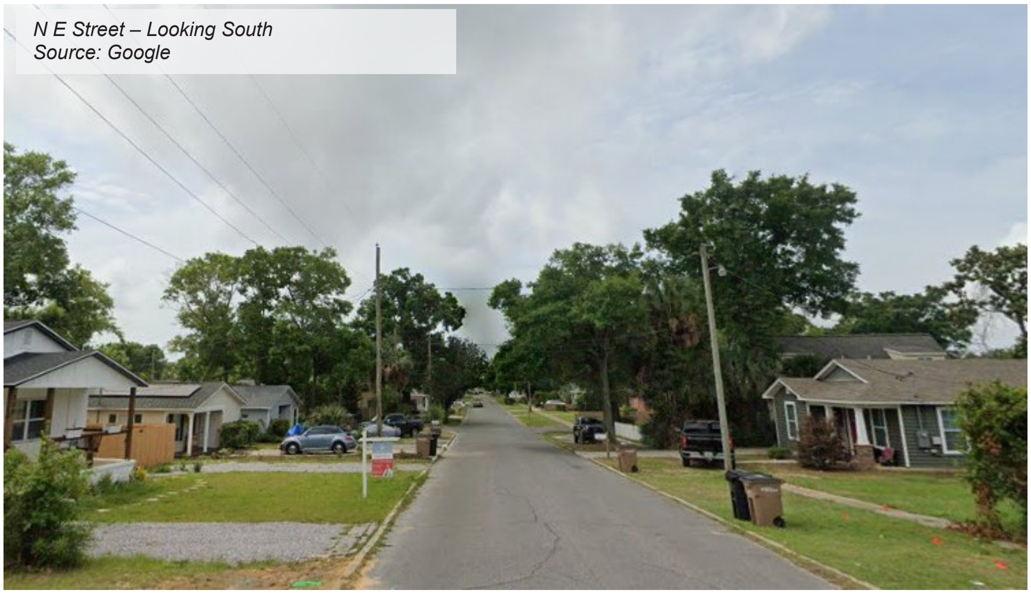


Figure 8 Westside – Collector Road



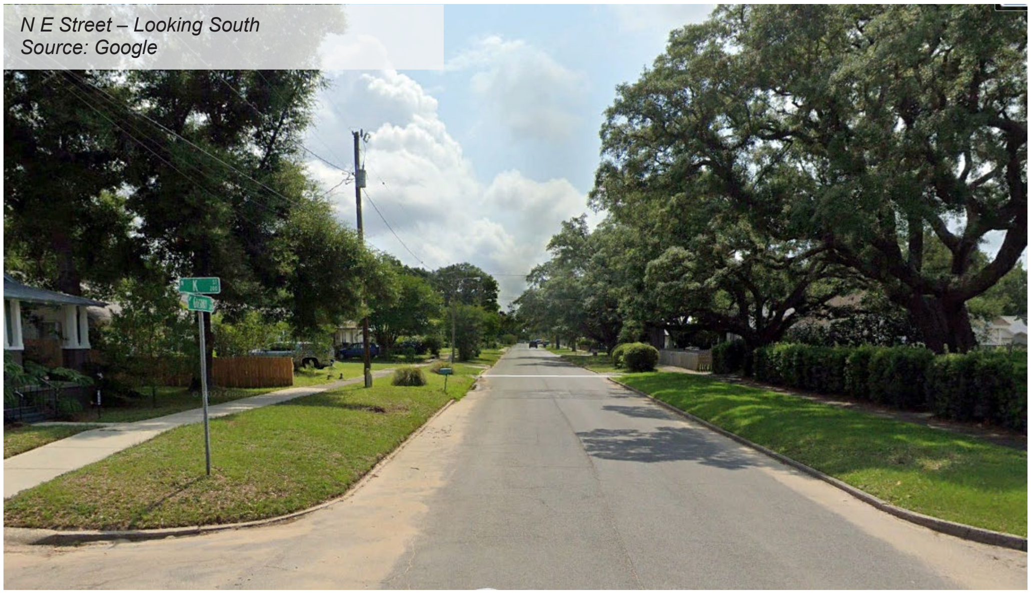
N E Street – Looking South
Source: Google

Local Roads

These roadways usually provide the most connections via cross streets, will have on-street parking (marked or unmarked), and typically will have numerous driveways given the prevalence of residential uses. FDOT's functional classification specifically identifies seven local roadways in the Westside District:

- W Gregory Street
- W Wright Street
- N L Street
- W Government Street
- W Zarragossa Street[3]
- S E Street and N E Street
- S A Street

Figure 9 Westside - Local Road



N E Street – Looking South
Source: Google

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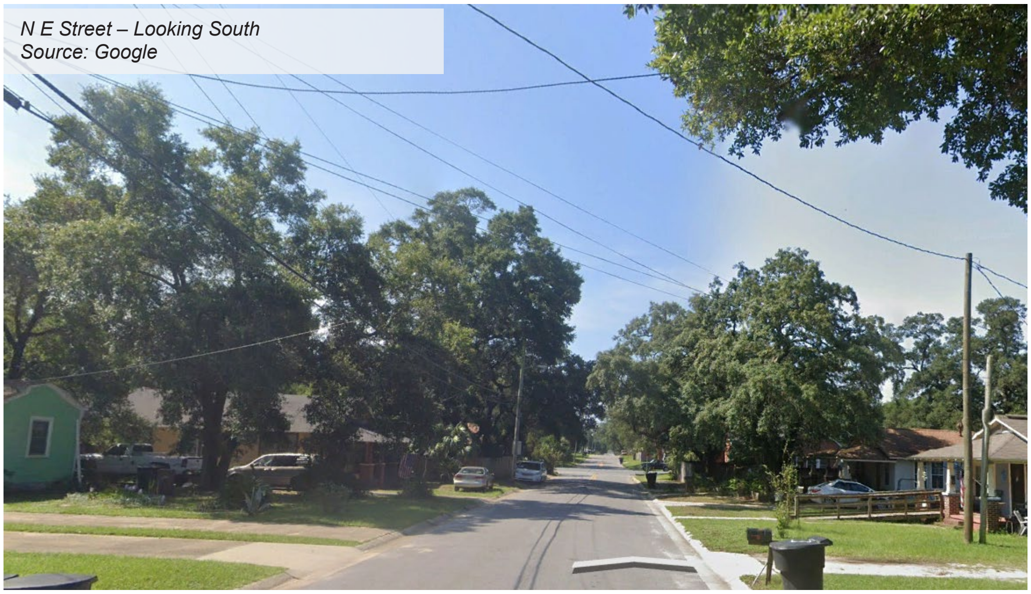
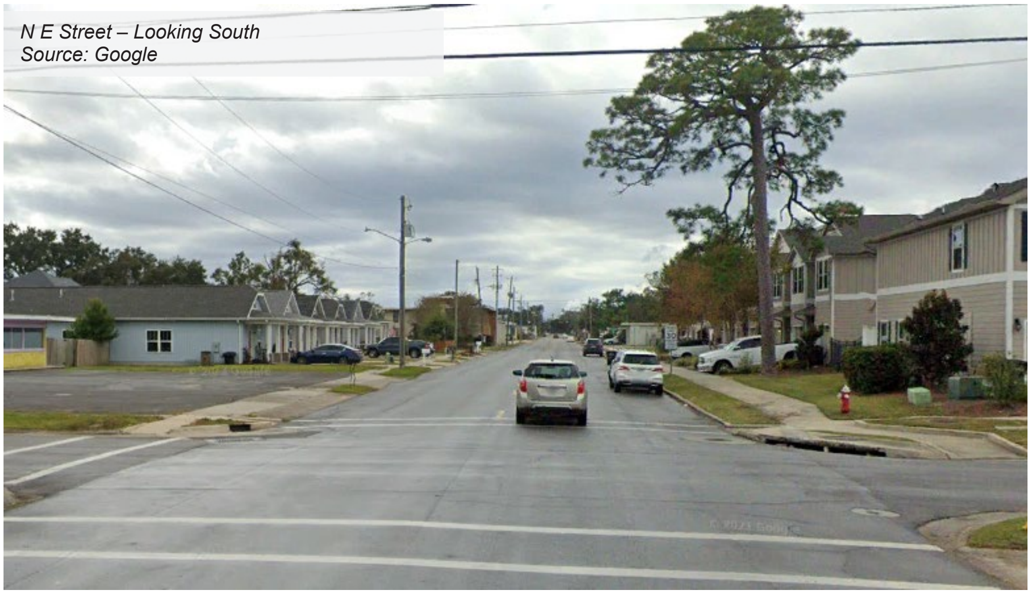
[3] This street has different spellings in different locations including Zarragossa, and Zaragoza

Figure 10 Westside - Local Road



N E Street – Looking South
Source: Google

Figure 11 Westside - Local Road



N E Street – Looking South
Source: Google

URBAN CORE

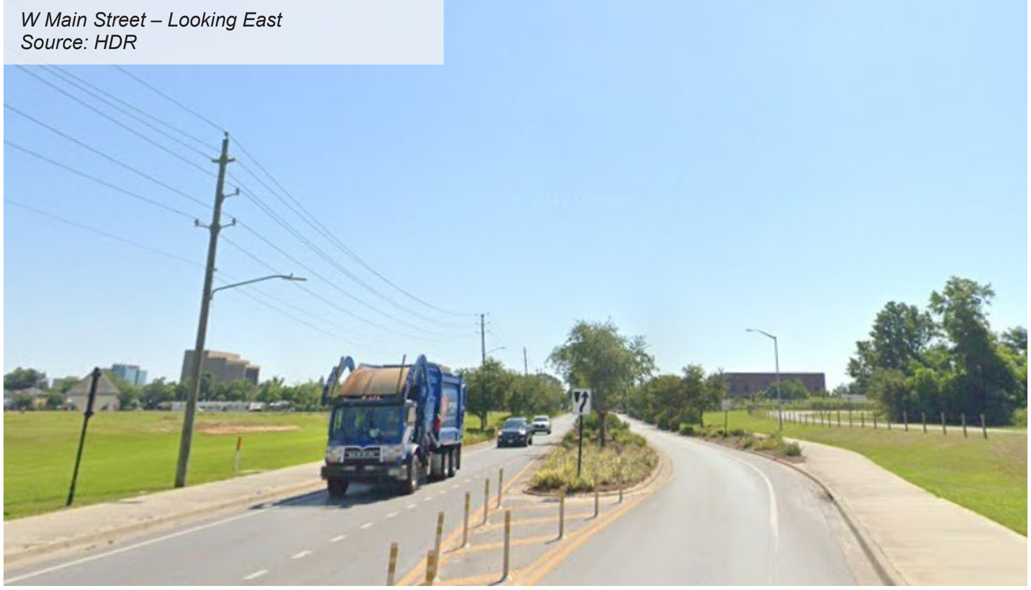
Arterials

The location of these roadways create a core that is fragmented and become major barriers to the connectivity of the district with the eastern neighborhoods of Old East Hill and East Hill, as well as the Eastside district.

Urban Core district has eight roadways identified as arterial (some are shared with other districts):

- E and W Cervantes Street
- N 9th Ave
- E Gregory Street
- E Chase Street
- Bayfront Parkway
- E and W Garden Street
- N Palafox Street
- E and W Main Street

Figure 12 Urban Core – Arterial Road



W Main Street – Looking East
Source: HDR

Figure 13 Urban Core – Arterial Road

E Chase Street – Looking East
Source: Google

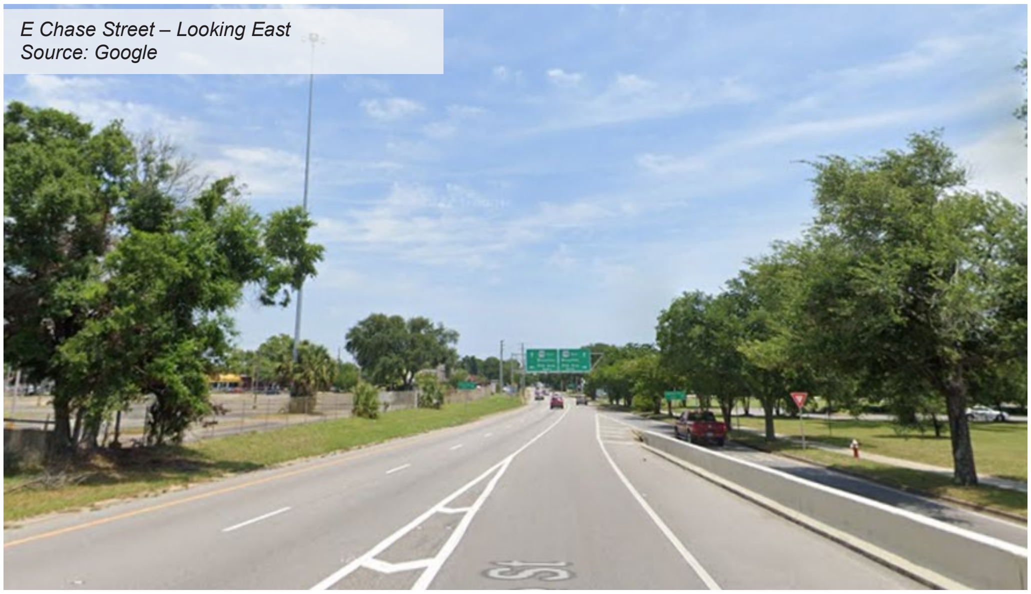
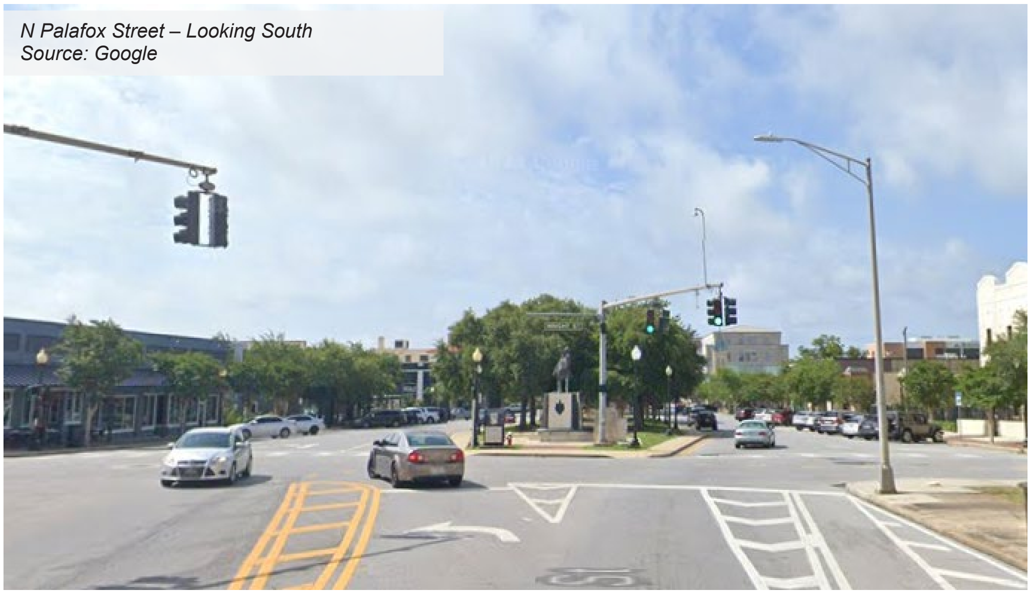


Figure 14 Urban Core – Arterial Road

N Palafox Street – Looking South
Source: Google



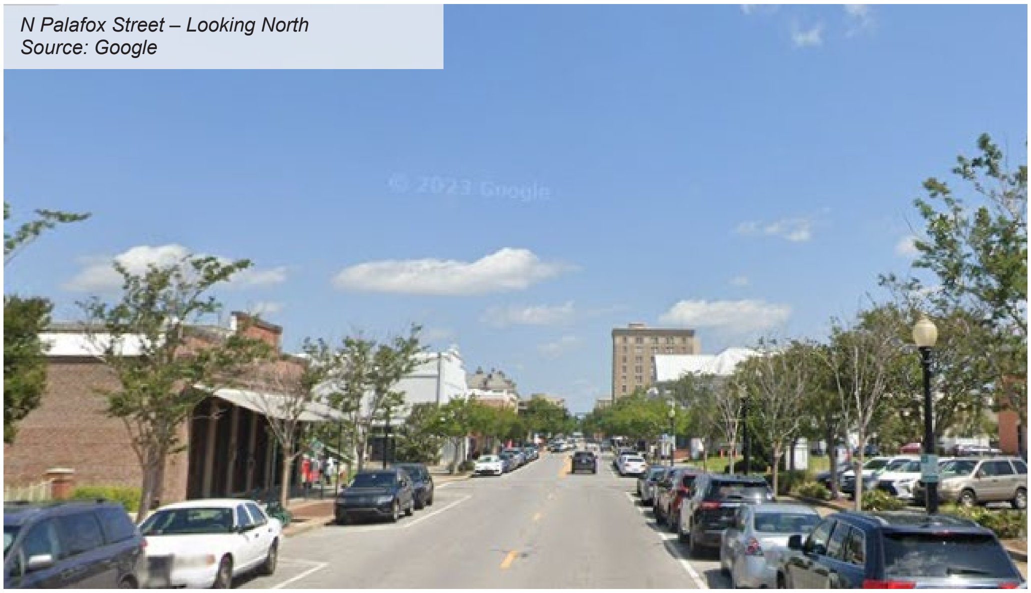
Collectors

These roadways are primarily north/south in direction and are generally in very close proximity to arterials and to each other. This condition creates an environment that prioritizes vehicles and places a high level of discomfort for all other modes of transportation. However, there are other areas throughout the district where collectors have been well designed and are providing environments for pedestrians to enjoy and feel comfortable walking, such as N Palafox Street seen in **Figure 15**.

Urban Core district has twelve roadways identified as collector (the most of any district):

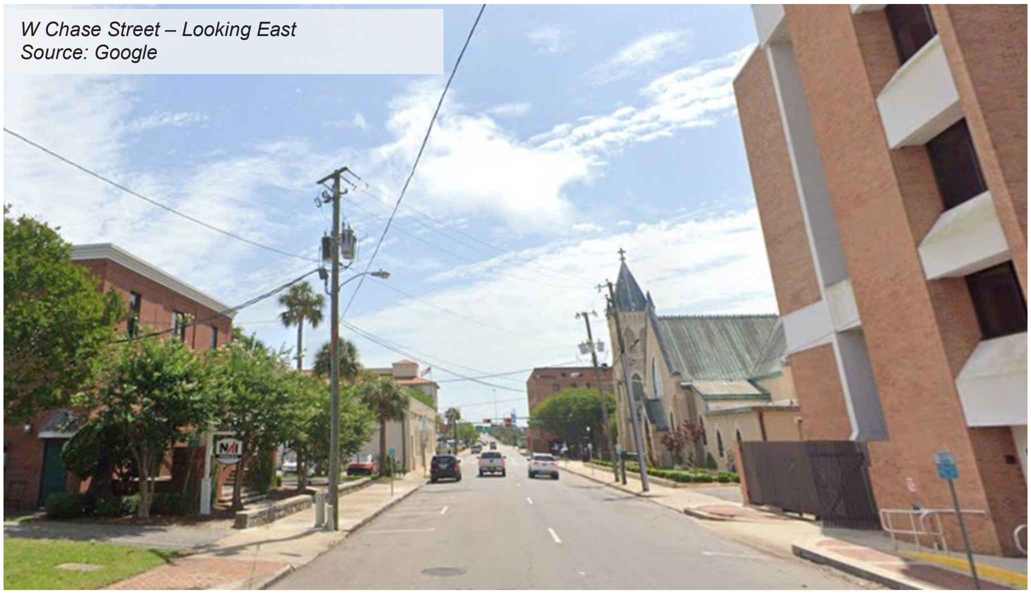
- W Chase Street
- W Gregory Street
- N 14th Avenue
- N A Street
- W and E Government Street
- S and N Spring Street
- S and N Baylen Street
- Palafox Place
- S Tarragona Street
- N Palafox Street
- S Barracks Street
- S and N 9th Avenue

Figure 15 Urban Core – Collector Road



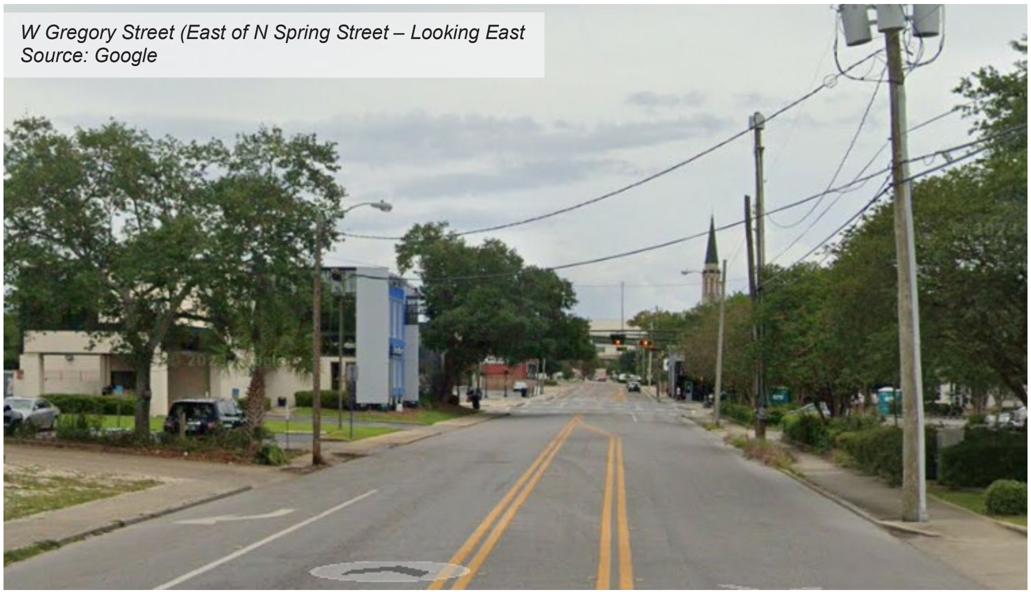
N Palafox Street – Looking North
Source: Google

Figure 16 Urban Core – Collector Road



W Chase Street – Looking East
Source: Google

Figure 17 Urban Core – Collector Road



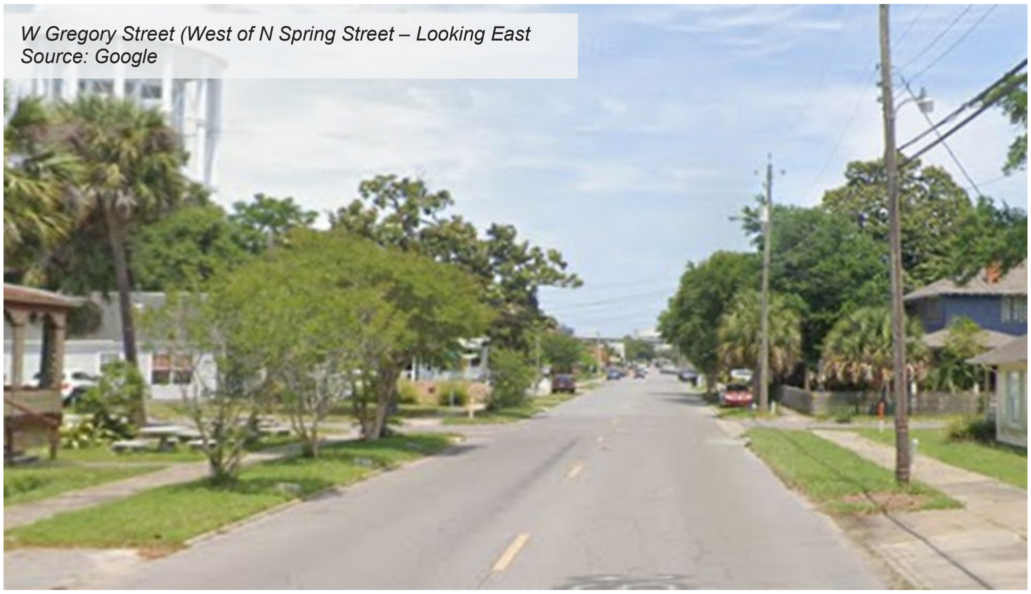
W Gregory Street (East of N Spring Street – Looking East
Source: Google

Local Roads

These roadways usually provide the most connections, will have on-street parking (marked or unmarked), and will typically have numerous driveways given the prevalence of residential uses. These roadways provide for neighborhood trips and become the prevalent roadway type that defines walkability by way of block spacing. FDOT's functional classification specifically identifies four local roadways in the Urban Core district:

- S Palafox Street
- W Gregory Street (west of N Spring Street)
- S and N Baylen Street
- Palafox Place

Figure 18 Urban Core – Local Road



W Gregory Street (West of N Spring Street – Looking East
Source: Google

EASTSIDE

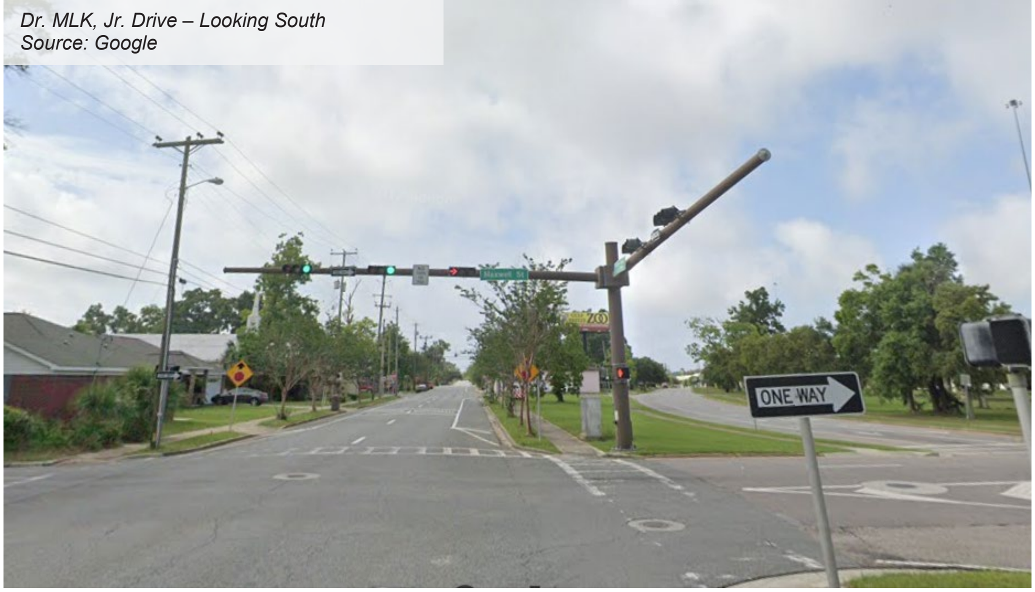
Arterials

The location of these roadways along with the area and shape of the Eastside district creates an environment that is dominated by a high volume of traffic that is entering or leaving downtown, or connecting to the Interstate. Thus, the narrow sliver is divided into small blocks that are more like islands in a sea of traffic most likely going above the posted speed limit. Additionally, Dr. MLK, Jr. Drive and N Davis Highway are one-way couplets further amplifying a car-centered community and I-110 is an elevated highway that further separates and isolates the Eastside from the neighborhoods to the west and south. As an arterial along I-110, Dr. MLK, Jr. Drive is double the width of most other arterials to accommodate two single-direction southbound lanes and parking on both sides of the street. The lack of transition into areas that are primarily residential neighborhoods is very abrupt and reinforces the hierarchy of vehicles vs. pedestrians.

The Eastside district has five roadways identified as arterials:

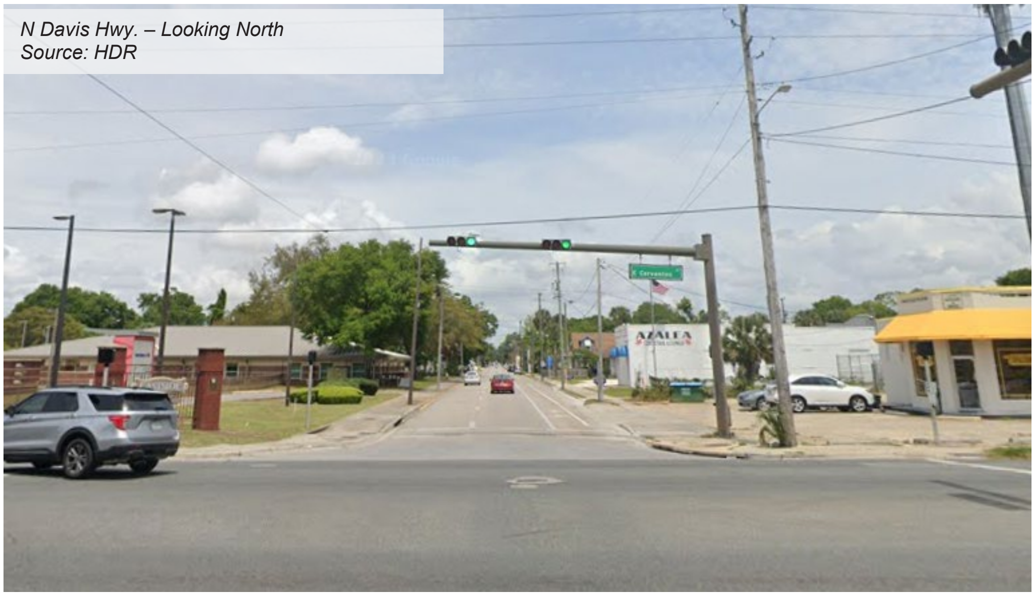
- N. 9th Avenue
- N Davis Highway
- Dr. MLK, Jr. Drive
- I-110
- E Cervantes Street

Figure 19 Eastside – Arterial Road



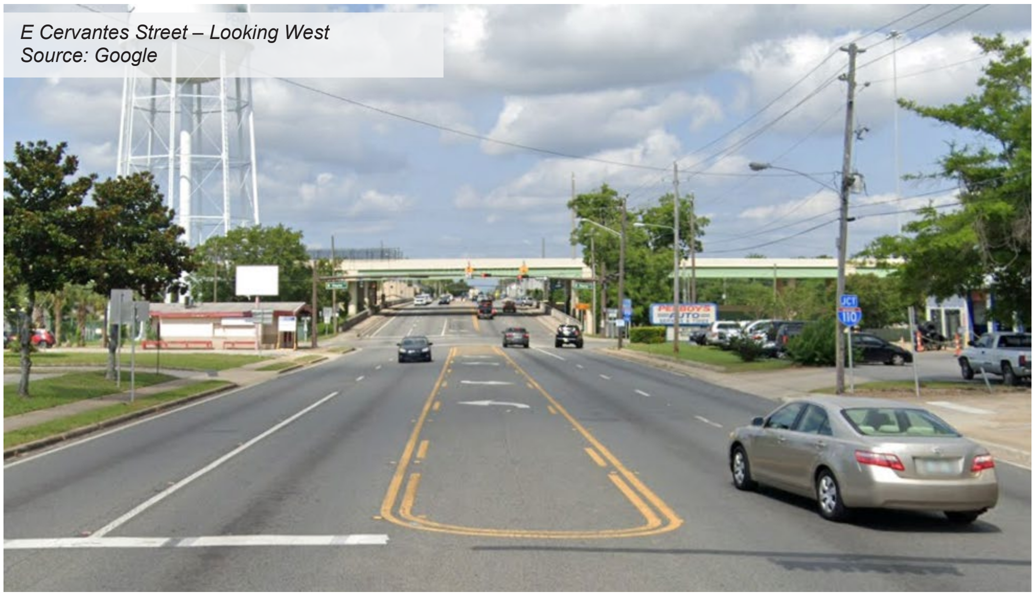
Dr. MLK, Jr. Drive – Looking South
Source: Google

Figure 20 Eastside – Arterial Road



N Davis Hwy. – Looking North
Source: HDR

Figure 21 Eastside – Arterial Road



E Cervantes Street – Looking West
Source: Google

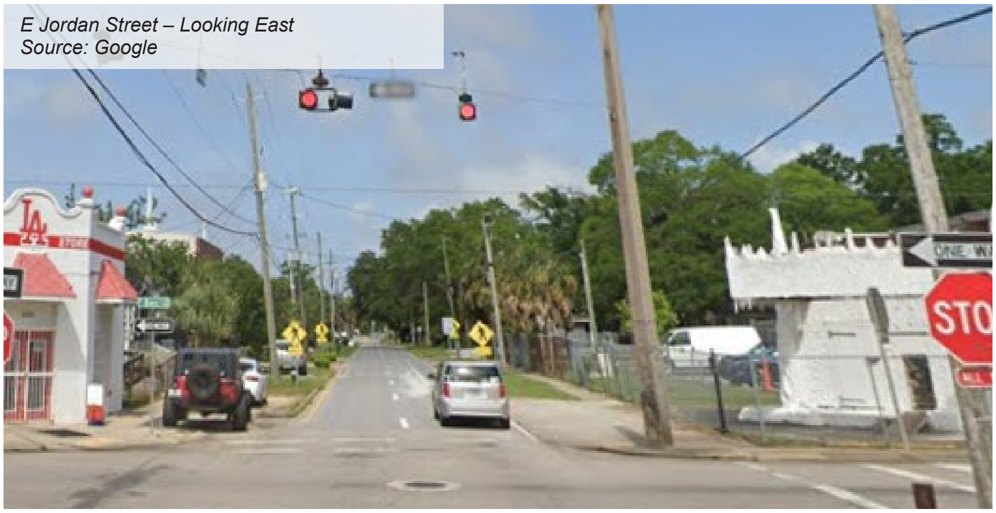
Collectors

These roadways are primarily east/west direction and are in very close proximity to arterials and to each other. These are also one-way couplets.

Eastside district has only two roadways identified as collector (the least of any district):

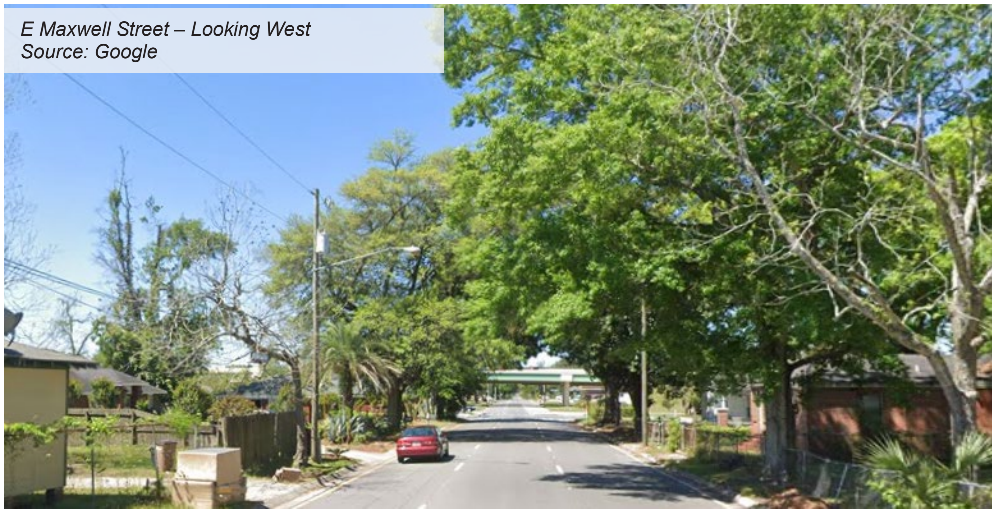
- E Jordan Street
- E Maxwell Street

Figure 22 Eastside – Collector Road



E Jordan Street – Looking East
Source: Google

Figure 23 Eastside – Collector Road

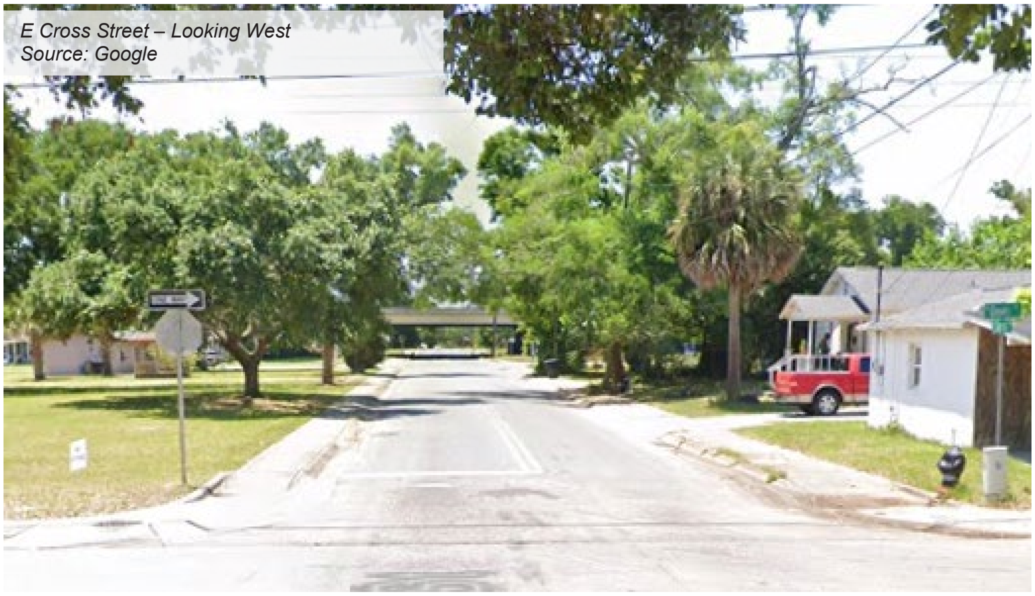


E Maxwell Street – Looking West
Source: Google

Local Roads
These roadways in the Eastside district run east/west and do not offer on-street parking due to the width of the road. Residential land uses dominate the frontage along the road. FDOT's functional classification specifically identifies five local roadways in the Eastside district:

- E Gonzalez Street
- E Lee Street
- E Blount Street
- N Hayne Street
- E Cross Street

Figure 24 Eastside – Local Road

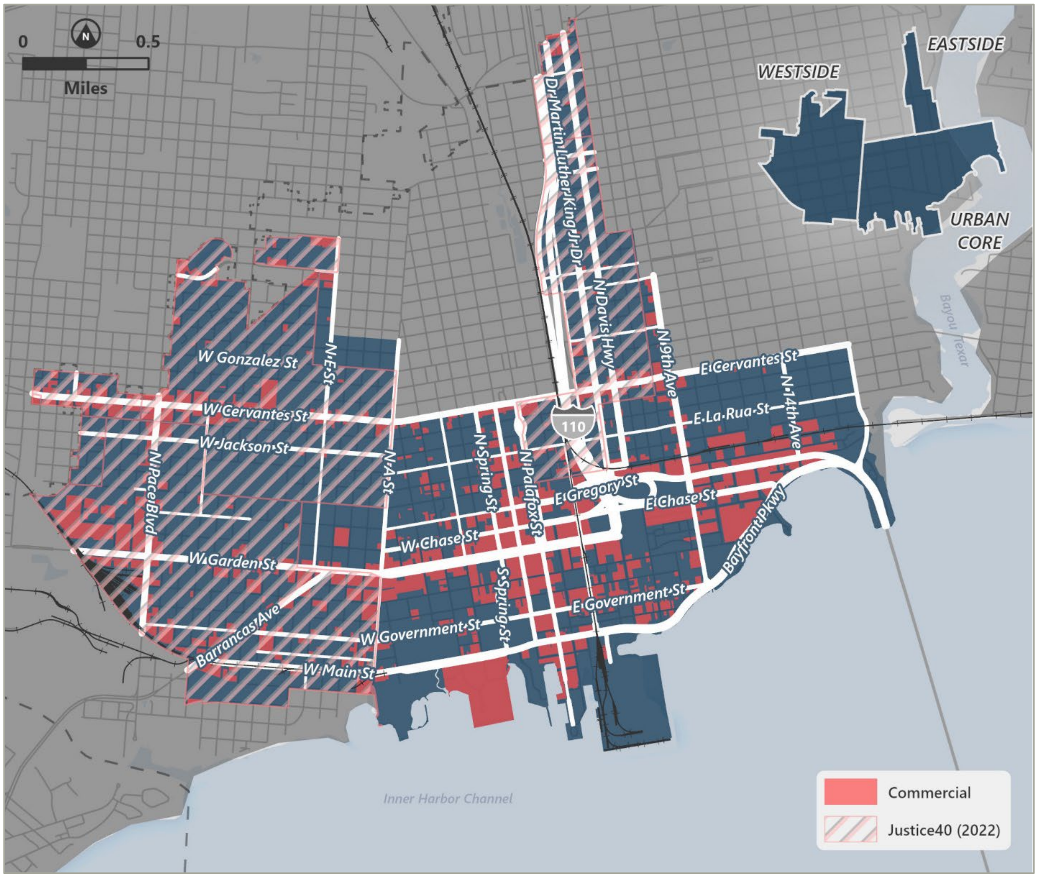


E Cross Street – Looking West
Source: Google

2.2 Land Use

Arterials, as regional connectors, are the primary frontage for commercial uses within the CRA districts. Arterials in the Eastside are, however, primarily fronted by residential and the interstate. These commercial corridors also have the highest level of traffic stress and highest number of crashes compared to other corridors. If commercial corridors are not pedestrian friendly, it is difficult for residents to have full access to these destinations without a car. During public workshops, many residents especially in the Westside voiced concerns over the inability to get to stores or other amenities as the development patterns are also car centered with drive-thrus and parking along street.

Figure 25 Commercial Corridors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N
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Miles
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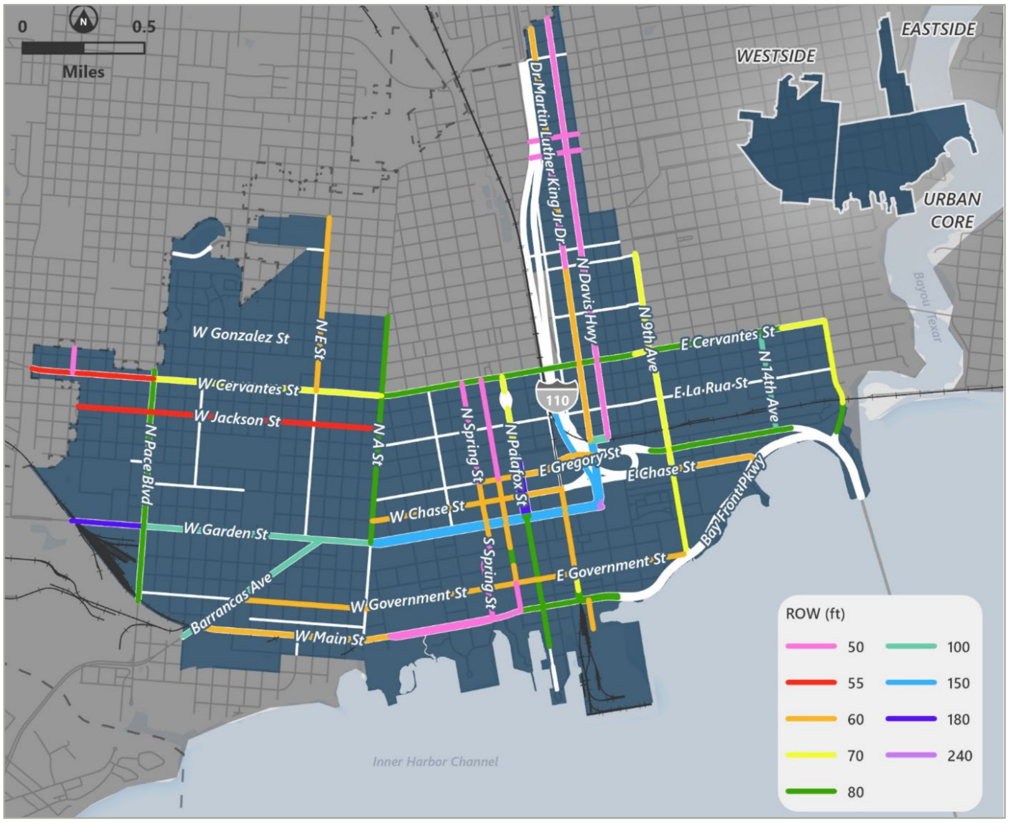
EASTSIDE
URBAN CORE
Bayou Texar
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
E La Rua St
N 14th Ave
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
110
E Gregory St
E Chase St
W Chase St
W Garden St
Bayfront Pkwy
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Commercial
Justice40 (2022)

2.3 Street Widths and Medians

Roadway widths range between 50 - 180 feet throughout the districts, excluding the interstate, with most of the right-of-way dimension being between 50 and 60 feet. The roadways that are the least safe for pedestrians as well as cars typically have the widest dimensions. The common travel lane width throughout the study area is 12 feet.

Figure 26 Public Rights-of-Way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N 9th Ave
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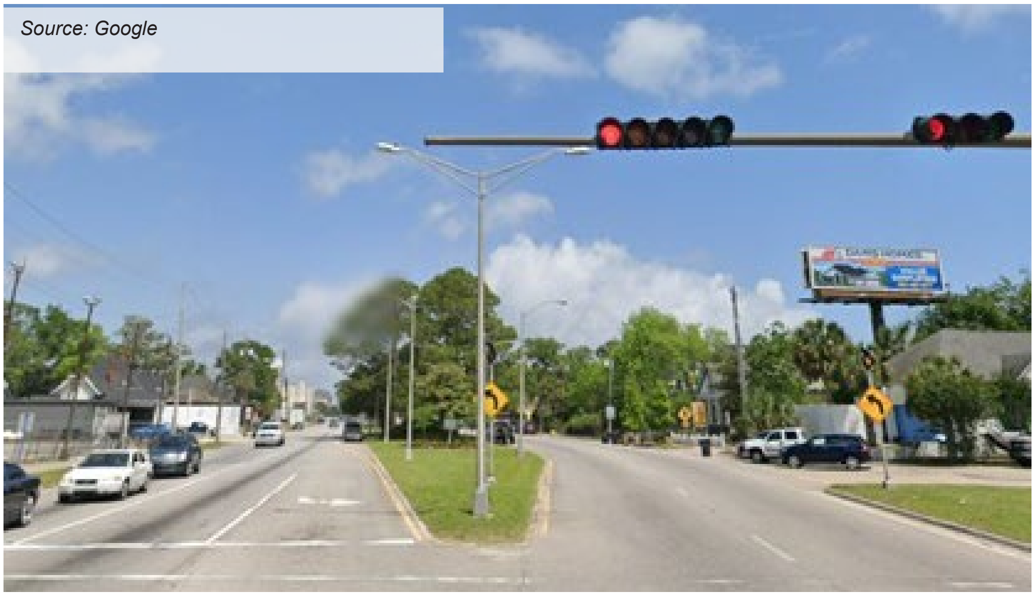
N 14th Ave
E La Rua St
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
110
E Gregory St
E Chase St
Bay Front Pkwy
W Chase St
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
ROW (ft)
50
55
60
70
80
100
150
180
240

Additionally, a desktop review identified seven roadway segments with medians in the CRA districts. These street medians vary in width and as such have a varying impact on the character of the street:

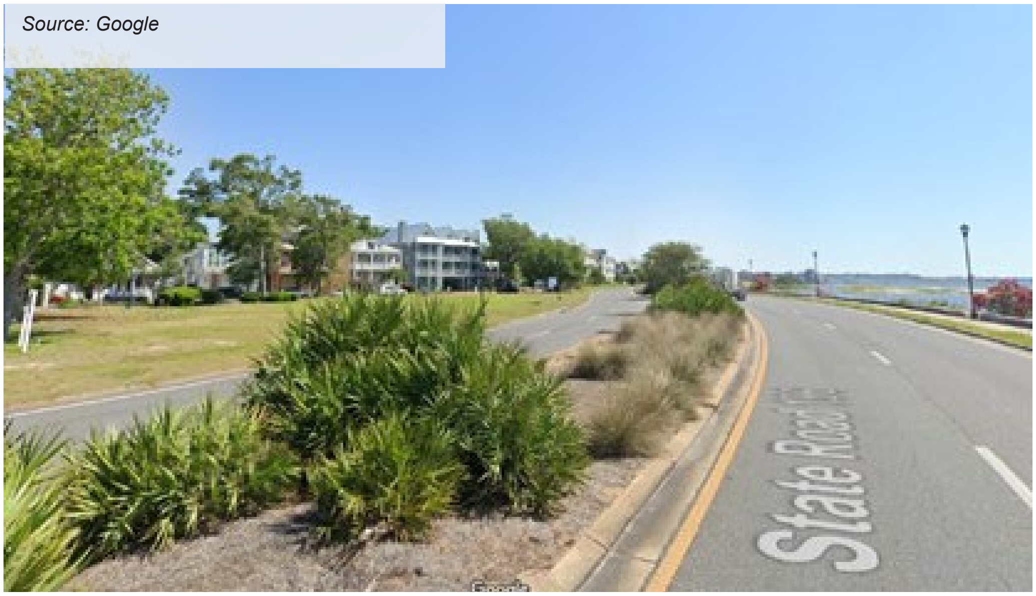
- West Garden Street (US 98 from A Street to Alcaniz Street)
- West Main Street from S Clubbs Street to S Spring Street
- East Main Street from S Tarragona Street/Bayfront Parkway
- North Palafox Street from East Wright Street to West Garden Street
- North Palafox Street from W Gadsen Street to West Jackson Street
- East Wright Street from North Palafox Street to North 6th Avenue
- Bayfront Parkway

Figure 27 West Garden Street at A Street



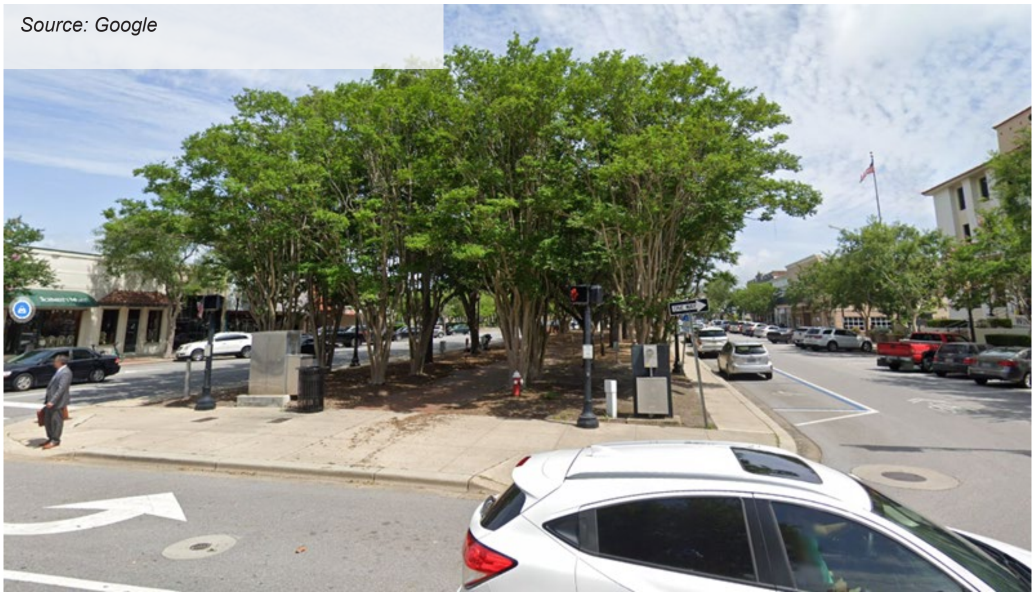
Source: Google

Figure 28 Bayfront Parkway



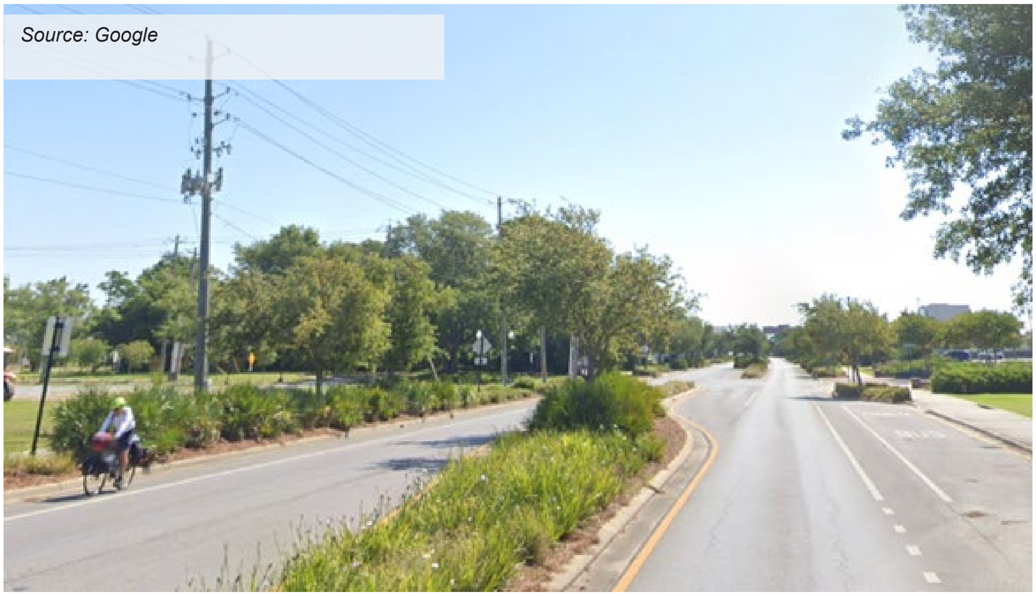
Source: Google

Figure 29 N Palafox Street



Source: Google

Figure 30 W Main Street



Source: Google

2.4 Intersections

Intersections serve as the space that brings together all the various modes of transportation. Intersections need to be designed effectively and safely for the system to function properly. The Active Transportation Plan describes various intersections that need critical attention. The ATP identifies 10 high crash intersections in need of improvements to address unsafe conditions. Five of these intersections fall within the CRA districts.

Westside

- Barrancas Avenue and W Main Street
- Barrancas Avenue and W Garden Street

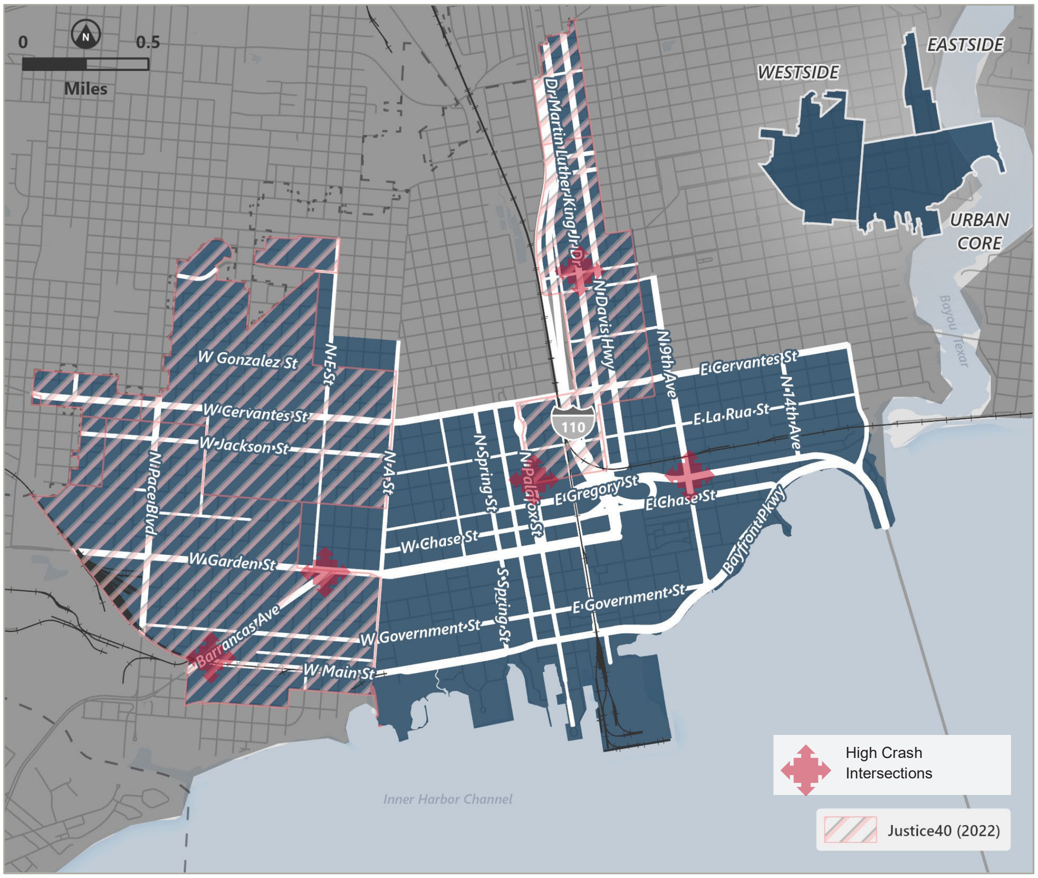
Eastside

- MLK Drive and E Blount Street

Urban Core

- N Palafox Street and W Wright Street
- N 9th Avenue and E Gregory Street

Figure 31 High Crash Intersections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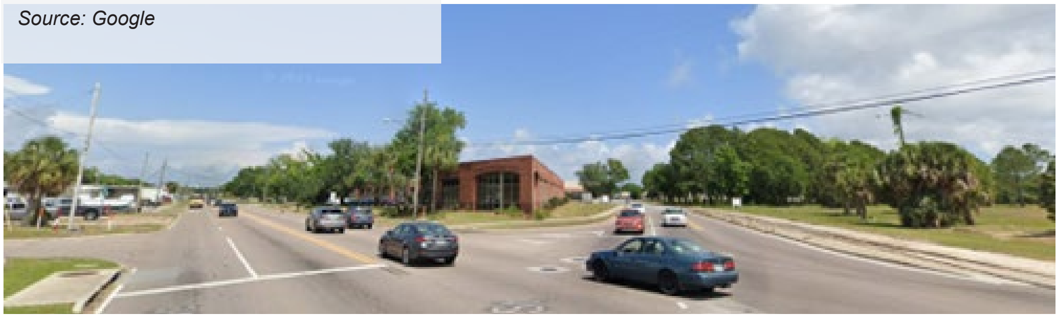
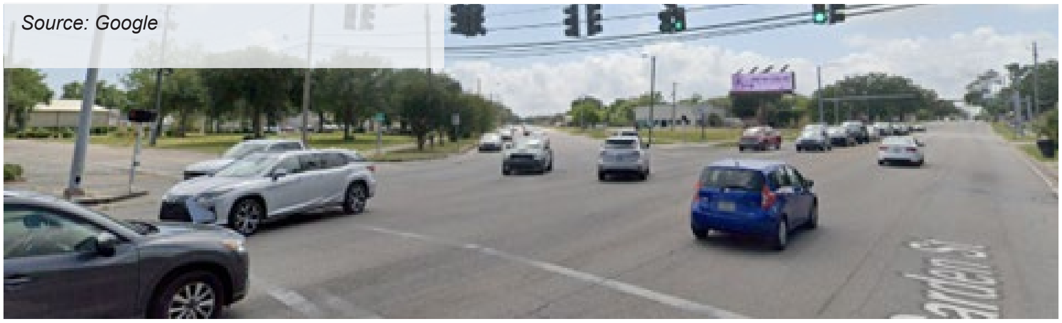
WESTSIDE
URBAN CORE
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
E La Rua St
N 14th Ave
110
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Bayou Texar
Inner Harbor Channel
High Crash Intersections
Justice40 (2022)

Figure 32 Barrancas Avenue and W Main Street



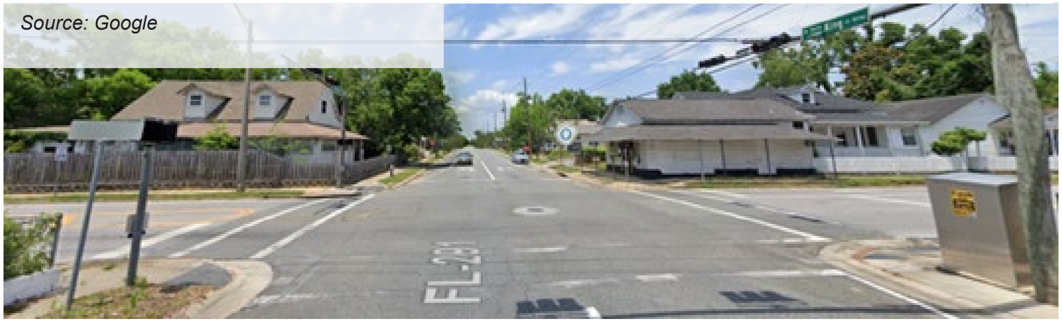
Source: Google

Figure 33 Barrancas Avenue and W Garden Street



Source: Google

Figure 34 Dr MLK, Jr. Drive and E Blount Street



Source: Google

Figure 35 N Palafox Street and W Wright Street

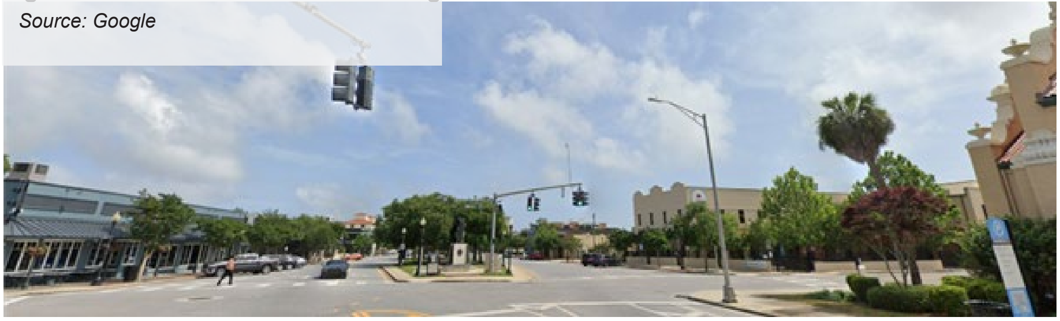
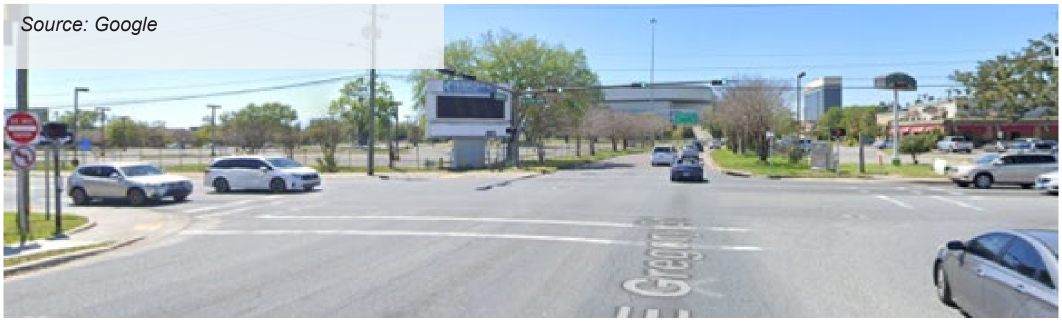

Source: Google

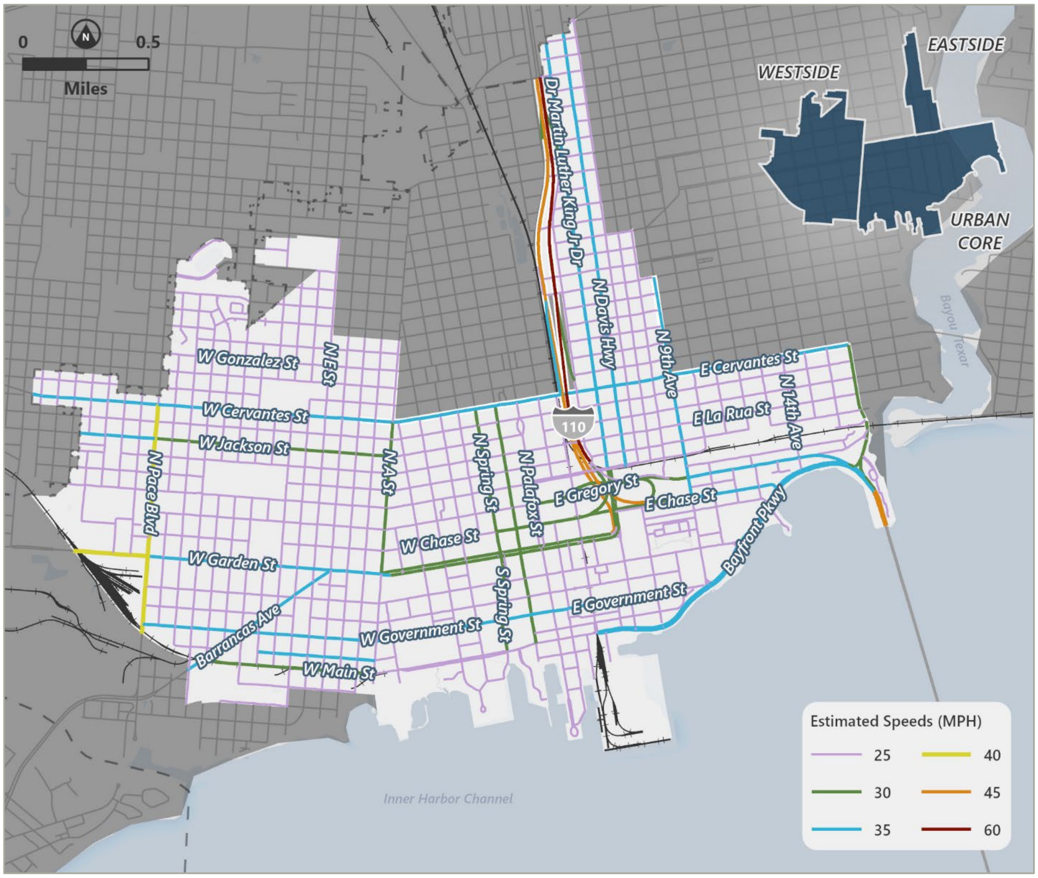
Figure 36 N 9th Avenue and E Gregory Street


Source: Google

2.5 Posted Speed Limits

Speed plays an instrumental role in crashes including cause and severity of injuries. Speed influences a driver's cone of vision, stopping distance, and crash risk. The higher the speed, the smaller the driver's cone of vision is, stopping distance is increased, and the risk of a crash is increased. The posted speed limits within the CRA districts vary from 25 miles per hour (mph) to 40 mph on urban streets and between 45 mph and 60 mph when I-110 is included along with its ramps.

Figure 37 Posted Speed Limits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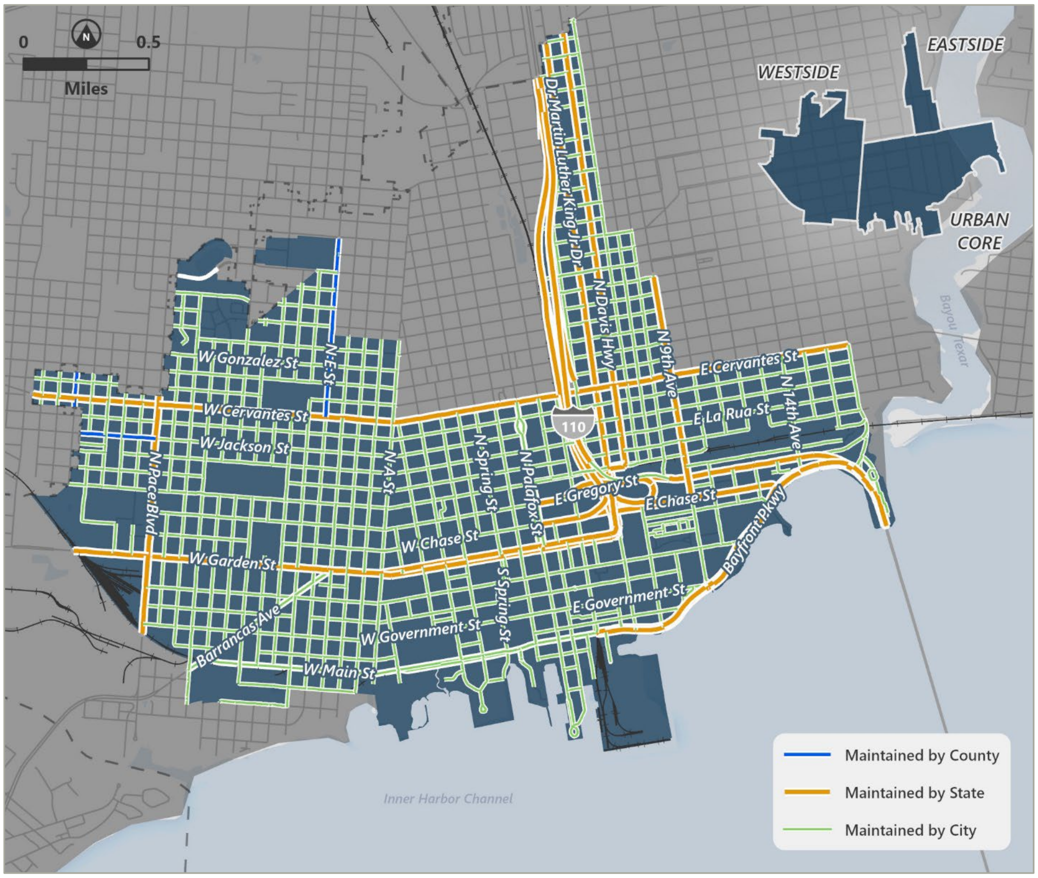
WESTSIDE
URBAN CORE
Bayou Texar
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
N 14th Ave
E La Rua St
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
110
E Gregory St
E Chase St
W Chase St
W Garden St
Bayfront Pkwy
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Estimated Speeds (MPH)
25
40
30
45
35
60

2.6 Roadway Maintenance

The entity responsible for road maintenance is a key stakeholder when it comes to supporting and implementing improvements. **Figure 38** illustrates the maintenance of the roads within the CRA district.

Figure 38 Roadway Maintenance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Miles
EASTSIDE
WESTSIDE
URBAN CORE
Bayou Texar
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
N 14th Ave
E La Rua St
110
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
E Government St
S Spring St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Maintained by County
Maintained by State
Maintained by City

The summary of miles of roadways and the agency responsible for maintenance is as follows:

- 1.1 miles of roadways are identified as maintained by county of which are all in the Westside district. This represents 33% of all county roads in the city.
- 21 miles of roadways are identified as maintained by the state. This represents 39% of all state roads in the city.
- 90 miles are considered local roads and are maintained by the City of Pensacola. This represents 27% of all city roads.

3 Mobility Characteristics

While walkability considers several factors such as intersection density, proximity to transit stops, employment mix, and employment and household mix,[4] it has to include the infrastructure as well. A walkable city means providing a robust network of pedestrian and bicycle facilities that are designed to provide comfort and safety for all. There are many challenges with walkability across the three CRA districts. While the network of streets is predominately smaller to medium blocks, which makes walking easier, the lack of a sidewalk network, bike facility network, lack of crosswalks, and roadway dimensions makes mobility a top priority for residents.

3.1 Pedestrian and Bicycle Facilities

The three CRA districts have a total of 111.9 miles of sidewalks.[5] Based on the Environmental Protection Agency's (EPA) National Walkability Index,[6] the CRA districts have a score between 15.26 – 20 resulting in being in the most walkable category as shown in **Figure 39**. While the EPA's index tells one part of the story that measures the areas of probability of people walking as a mode of transportation based on three main factors: street intersection density, proximity to transit stops, and diversity of land-uses; the other part of the story is whether or not there are pedestrian facilities (sidewalks etc.).

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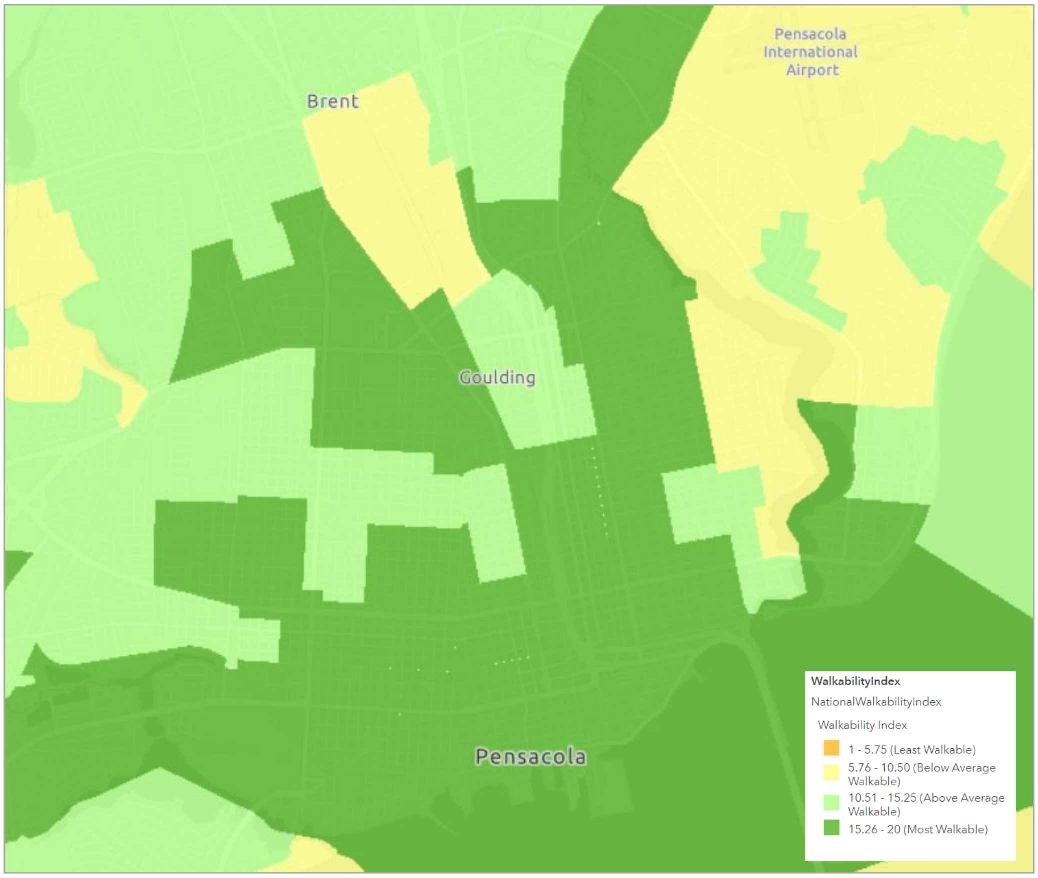
[4] EPA National Walkability Index
[5] City of Pensacola Public Sidewalks layer.
[6] [National Walkability Index (arcgis.com)]

Figure 39 City of Pensacola EPA Walkability Index

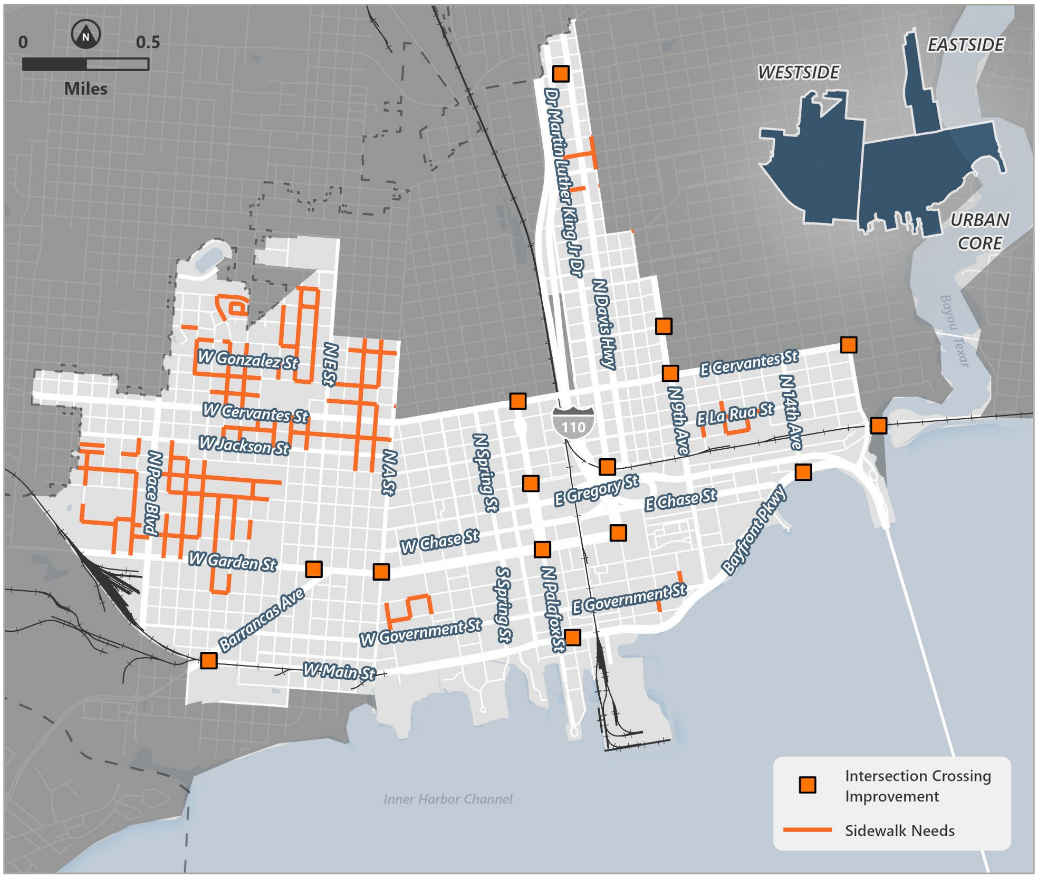

Pensacola International Airport
Brent
Goulding
Pensacola
WalkabilityIndex
NationalWalkabilityIndex
Walkability Index
1 - 5.75 (Least Walkable)
5.76 - 10.50 (Below Average Walkable)
10.51 - 15.25 (Above Average Walkable)
15.26 - 20 (Most Walkable)

Source: EPA

SIDEWALKS

Based on the City of Pensacola's data from 2018, the Urban Core has the most sidewalks at 64.1 miles; Eastside has 15.5 miles; Westside has the most miles at 32.3 but the least complete network of the three districts. The Active Transportation Plan (ATP) for the city identifies new sidewalk and intersection crossing needs as shown in **Figure 40**. ATP identified over 15 miles of sidewalk needs across the CRA districts representing 13.4% of the current network. This does not include sidewalks that are in need of repair. The Westside district has the most need for sidewalks, representing 83% of all sidewalk gaps.

Figure 40 ATP New Sidewalk and Intersection Crossing Improvements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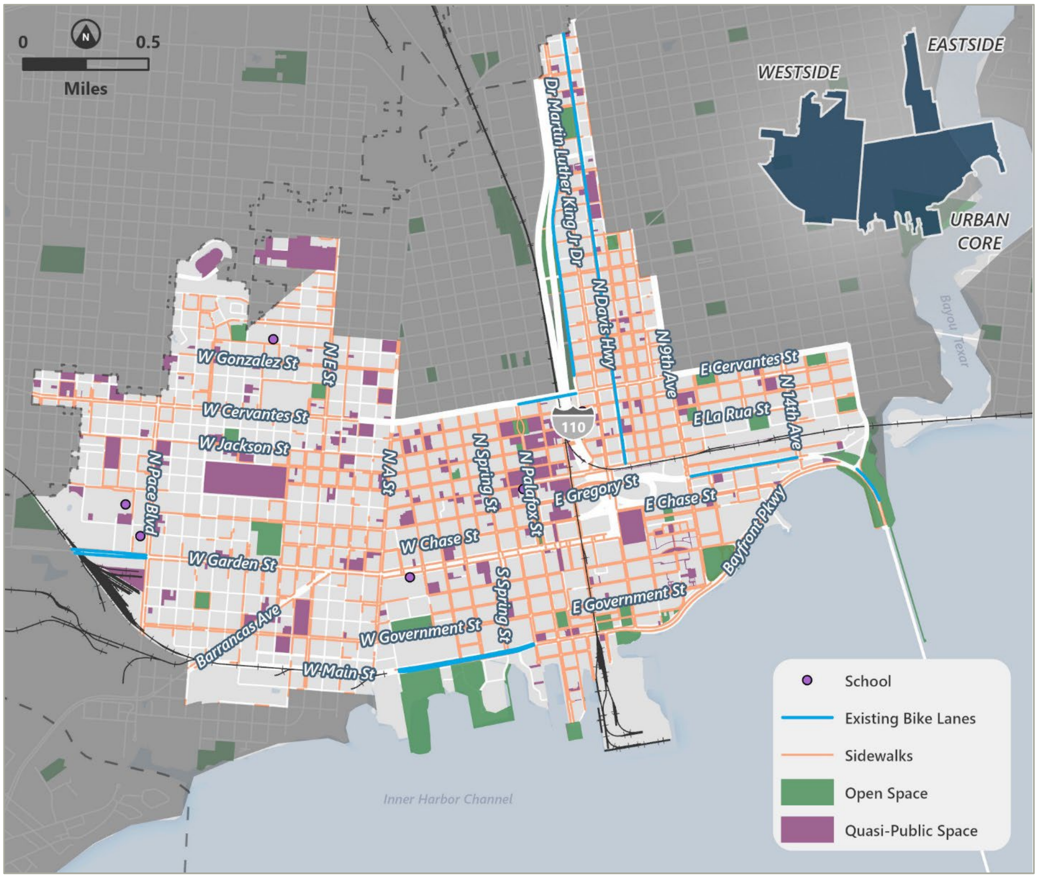
Inner Harbor Channel
Intersection Crossing Improvement
Sidewalk Needs

The city has established a sidewalk prioritization model which scores new sidewalk needs based on six criteria: safety, school proximity, new access, latent demand, connectivity, and existing demand. This is an important tool for making sure residents have mobility and access. High

priority improvement locations total approximately 16 miles. The Westside district accounts for 11.5 of those miles.[7]

Figure 41 Pedestrian and Bike Facilities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W Chase St
W Garden St
S Spring St
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W Government St
W Main St
Inner Harbor Channel
School
Existing Bike Lanes
Sidewalks
Open Space
Quasi-Public Space

The city has also specifically assessed sidewalks under the requirements of Americans with Disabilities Act (ADA) which include curb ramps, obstacles, and hazards. The ADA of 1990 is a civil rights statute to provide persons with disabilities protections against discrimination in all areas of public life, including jobs, schools, transportation, and all public and private places as well as accessibility to those spaces that are open to the general public including the public rights-of-way.

The ADA sidewalk assessment data from 2020 shows that only a fraction of the existing sidewalks are fully ADA compliant with most being moderately non-compliant. The assessment includes sidewalk repairs, ADA ramps, and “fill in the gaps” or small new segments of sidewalk that are missing causing an ADA concern. The city allocates $200K annually and the CRA allocates $300k annually in the Urban Core district as part of the complete streets efforts that go towards mitigating

these barriers. It is worth noting this does not reflect any mitigation efforts the city has completed in the past four years.

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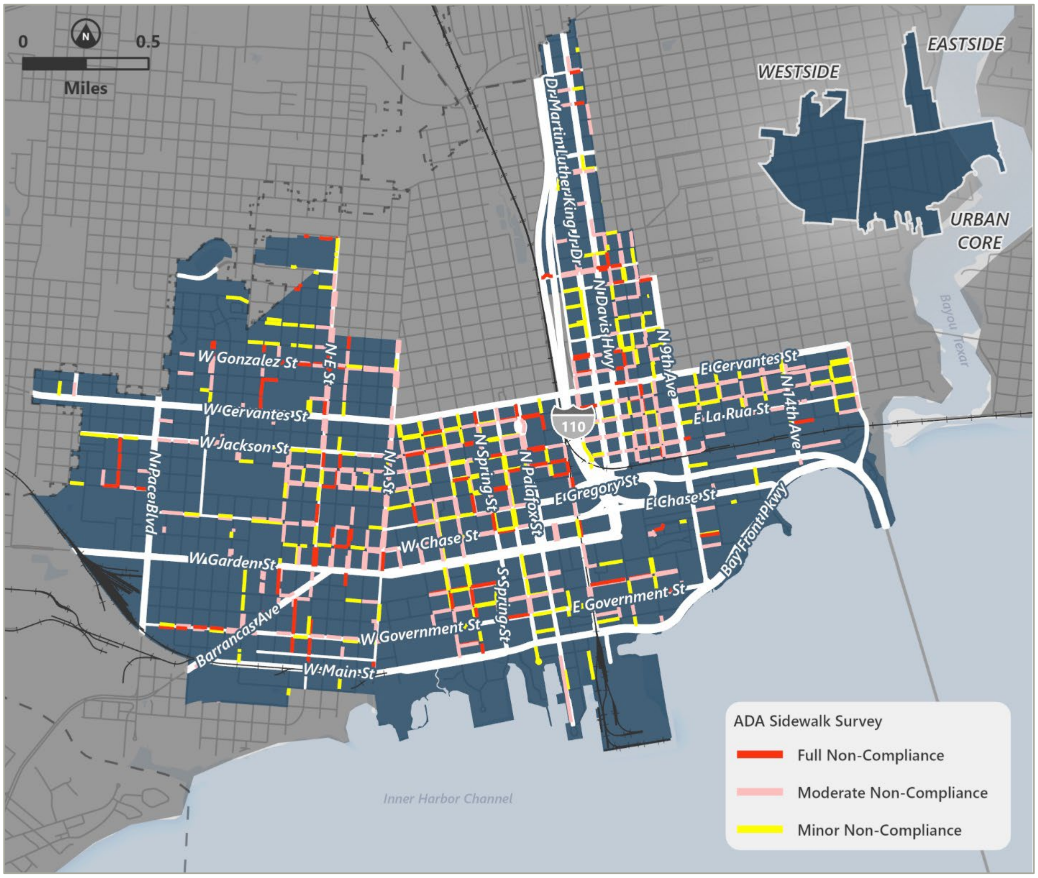
[7] Based on City of Pensacola data from 2018.

Figure 42 ADA Sidewalk Assessment - Compliance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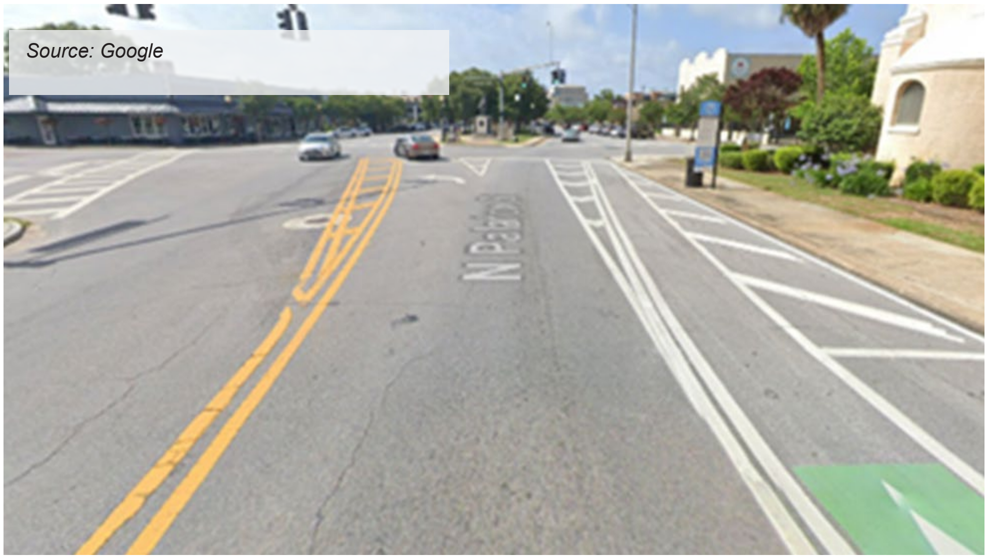
Bay Front Pkwy
N Pace Blvd
W Garden St
W Chase St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
ADA Sidewalk Survey
Full Non-Compliance
Moderate Non-Compliance
Minor Non-Compliance

BIKE LANES

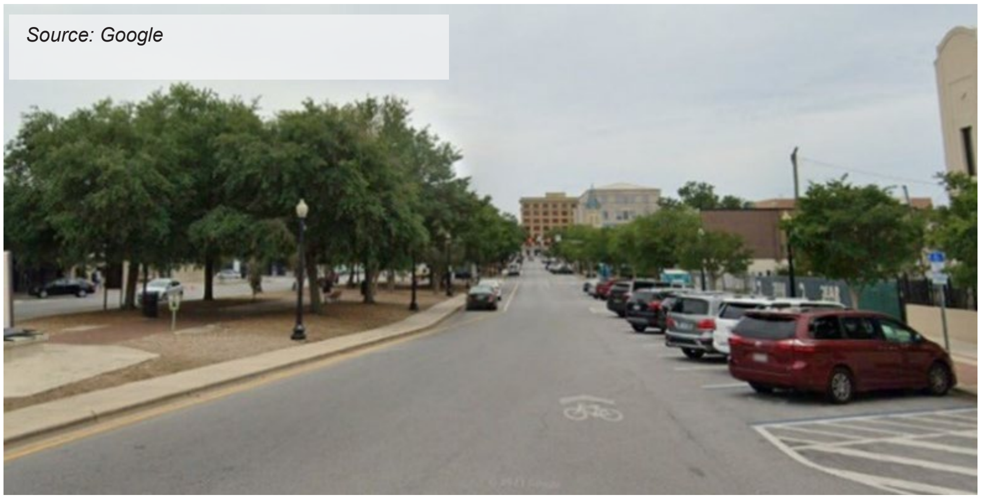
Bike lanes, where they exist may be confusing as at the intersection of N Palafox and Wright where the bike lane disappears across this major intersection and becomes a sharrow on the other side. The data received from the city is incomplete, showing only a few streets with bike lanes.

Figure 43 N Palafox Bike Lane



Source: Google

Figure 44 N Palafox Bike Sharrow



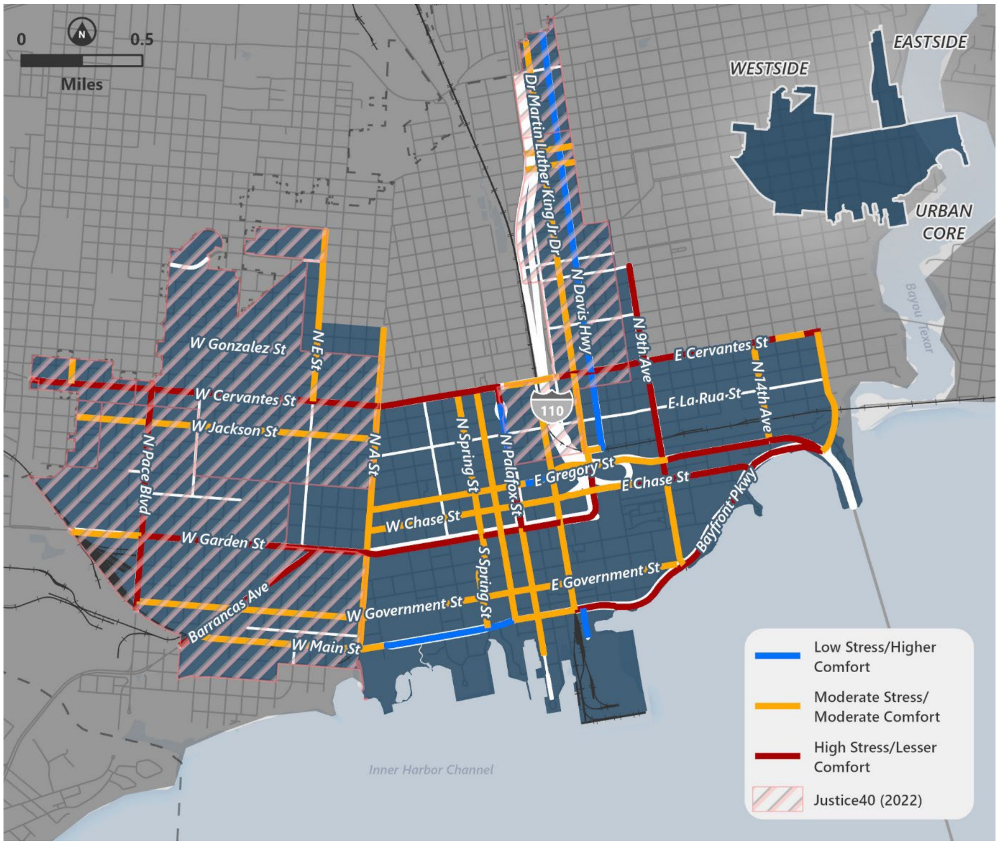
Source: Google

3.2 Level of Traffic Stress

A level of traffic stress (LTS) analysis was conducted as part of the Active Transportation Plan. The LTS assesses the overall comfort level that pedestrians and cyclists have on streets. The LTS looks at the number of vehicles driving on a street per day, the posted speed, and whether bicycle infrastructure is available on major roadways.

The CRA districts have a significant amount of high and moderate stress roads. While the Urban Core shows the highest concentration of these roads, the Westside district is more impacted by them from a disadvantaged community perspective.

Figure 45 Level of Stress (ATP)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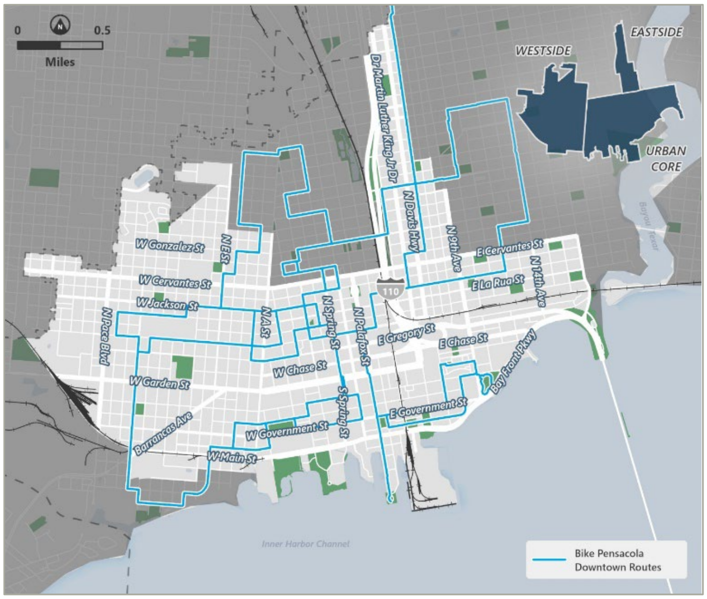
Bayfront Pkwy
Inner Harbor Channel
Low Stress/Higher Comfort
Moderate Stress/ Moderate Comfort
High Stress/Lesser Comfort
Justice40 (2022)

Figure 46 Bike Pensacola Bike Routes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Inner Harbor Channel
Bike Pensacola Downtown Routes

Bike Pensacola, a local bike advocacy group has published a few safe riding routes.[8] Routes are established as a way to draw attention to the need for safe, connected and reliable bike infrastructure.

These makeshift routes avoid the roadways that have a high to moderate stress/comfort level.

3.3 Parking

Parking plays a major role in an area's mobility. It can be an asset if thoughtfully located as part of supporting local businesses or as part of meeting the needs of residents. But parking can be a liability when ineffective policies place a premium on parking demands and as a result the pedestrian fabric of a community is eroded. Parking minimums and location along street frontages creates areas that are hostile to pedestrians due to heat island effects due to large areas of asphalt and lack of trees, underutilized parcels, lack of street definition.

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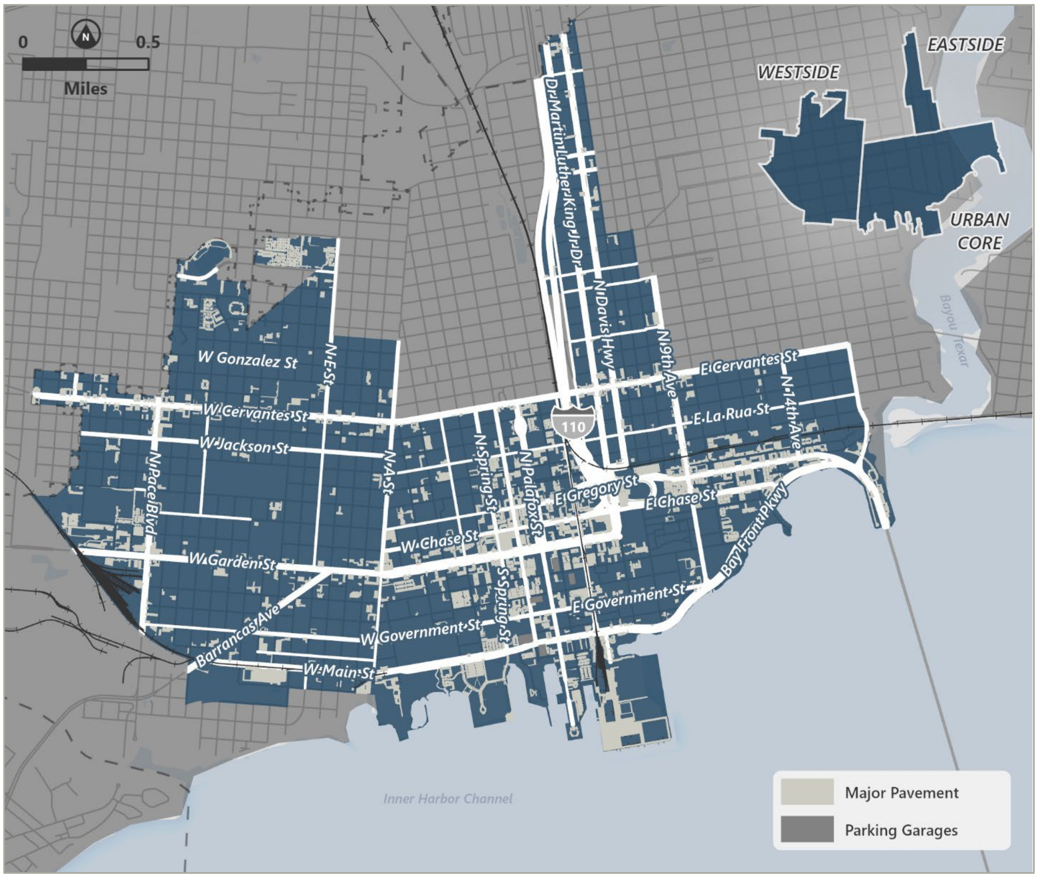
[8] Routes | Bike Pensacola

APPENDIX

Figure 47 Major Paved Areas and Garages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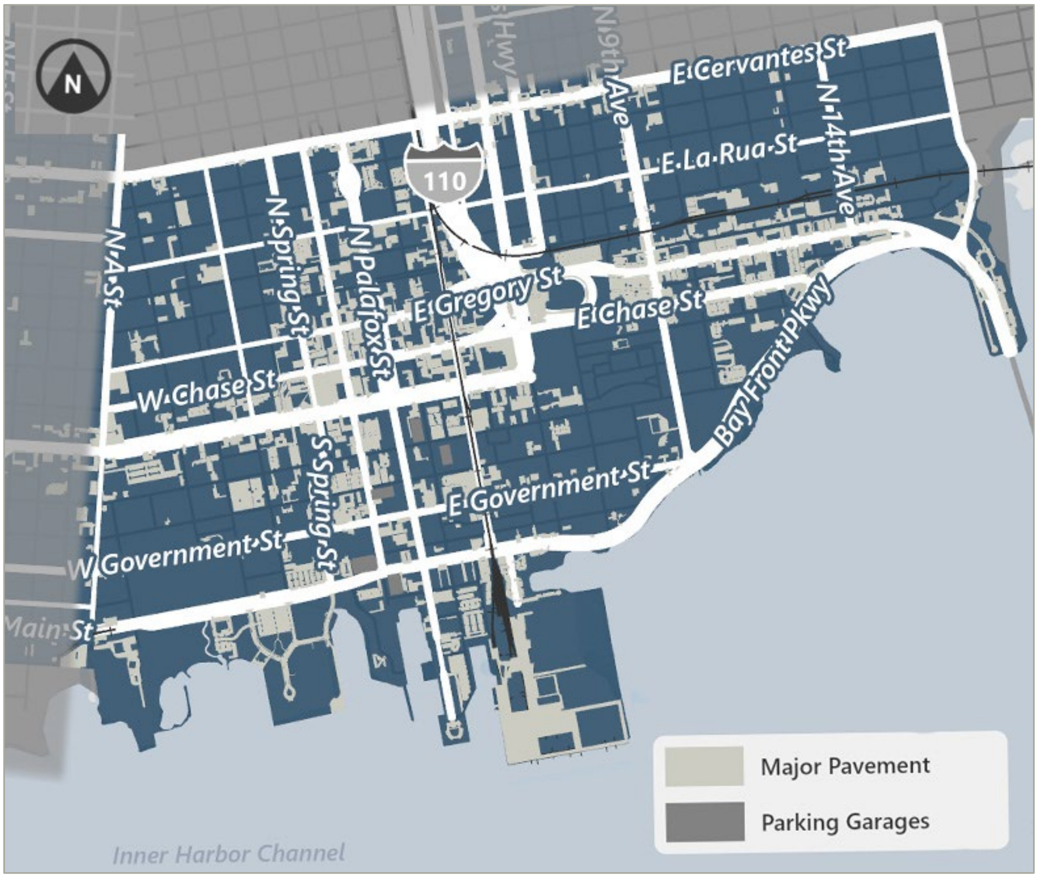
Barrancas Ave
W Main St
Inner Harbor Channel
Major Pavement
Parking Garages

The Urban Core has 208 acres of surface parking within its district in addition to four garages. In the city's 2016 Parking study, it was calculated that the Urban Core had a total of 20,853 spaces of which 4,413 spaces (21%) are on-street parking-both marked and unmarked spaces.

Figure 48 Major Paved Areas and Garages – Urban Core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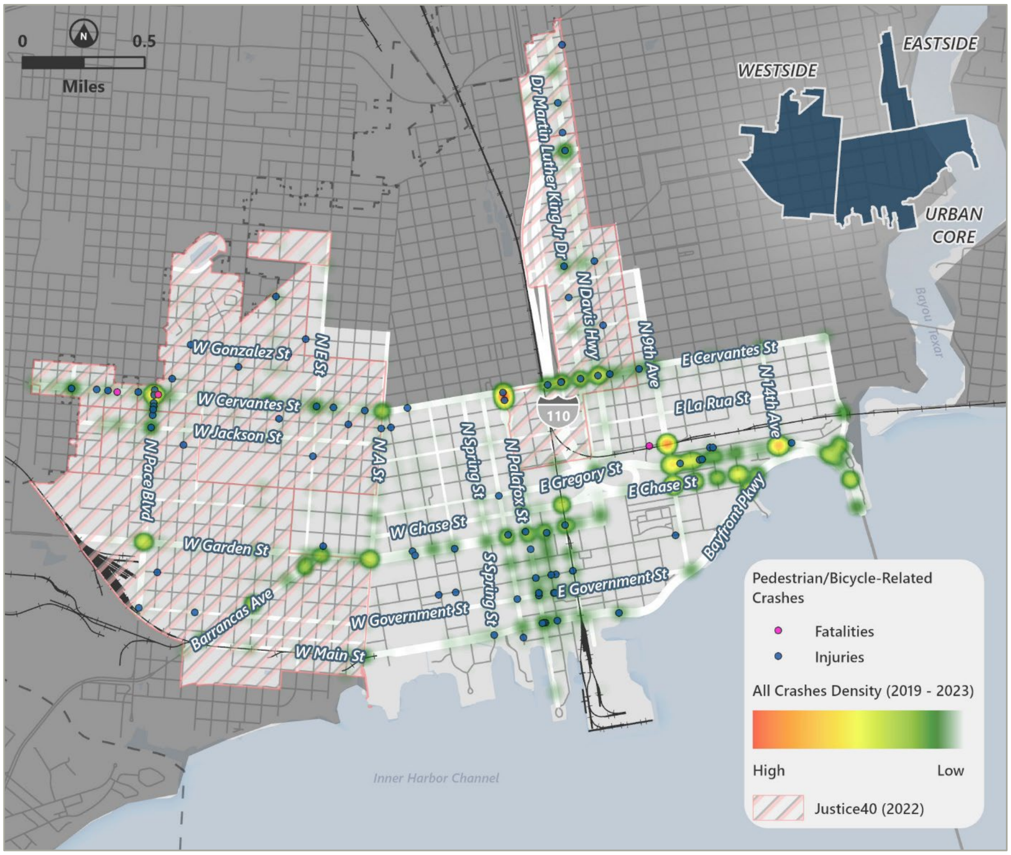
Main St
Inner Harbor Channel
Major Pavement
Parking Garages

3.4 Crashes

Crash data analyzed from 2019 - 2023 was provided by Signal 4 Analytics. The highest crash densities occur along the East/West corridors of W Cervantes St, portions of E Cervantes St, W Garden St, E Gregory St, and E Chase St. The highest numbers of fatalities and serious injuries occurring in disadvantaged communities.

Figure 49 Crash Density and Pedestrian/Bicycle Severity Map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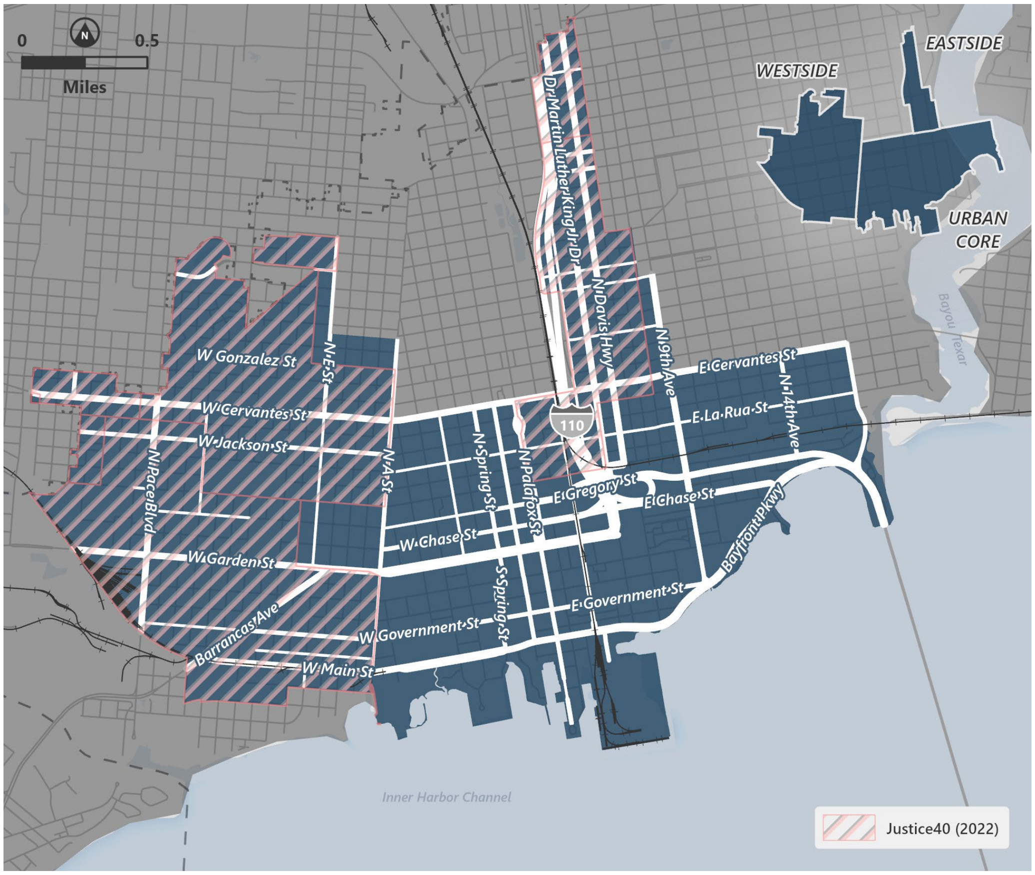
E Government St
W Main St
Inner Harbor Channel
Pedestrian/Bicycle-Related Crashes
Fatalities
Injuries
All Crashes Density (2019 - 2023)
High
Low
Justice40 (2022)

4 Equity

The United States Department of Transportation, as part of the Justice40 initiative, defines Disadvantaged Communities as those that experience a cumulative burden or are underserved across eight categories: climate change, energy, health, housing, legacy pollution, transportation, water and wastewater, and workforce development. The Climate and Environmental Justice Screening Tool (CEJST) shows the composite scoring under these eight categories as shown on **Figure 50.**

Figure 50 Justice40 Disadvantaged Communities 2022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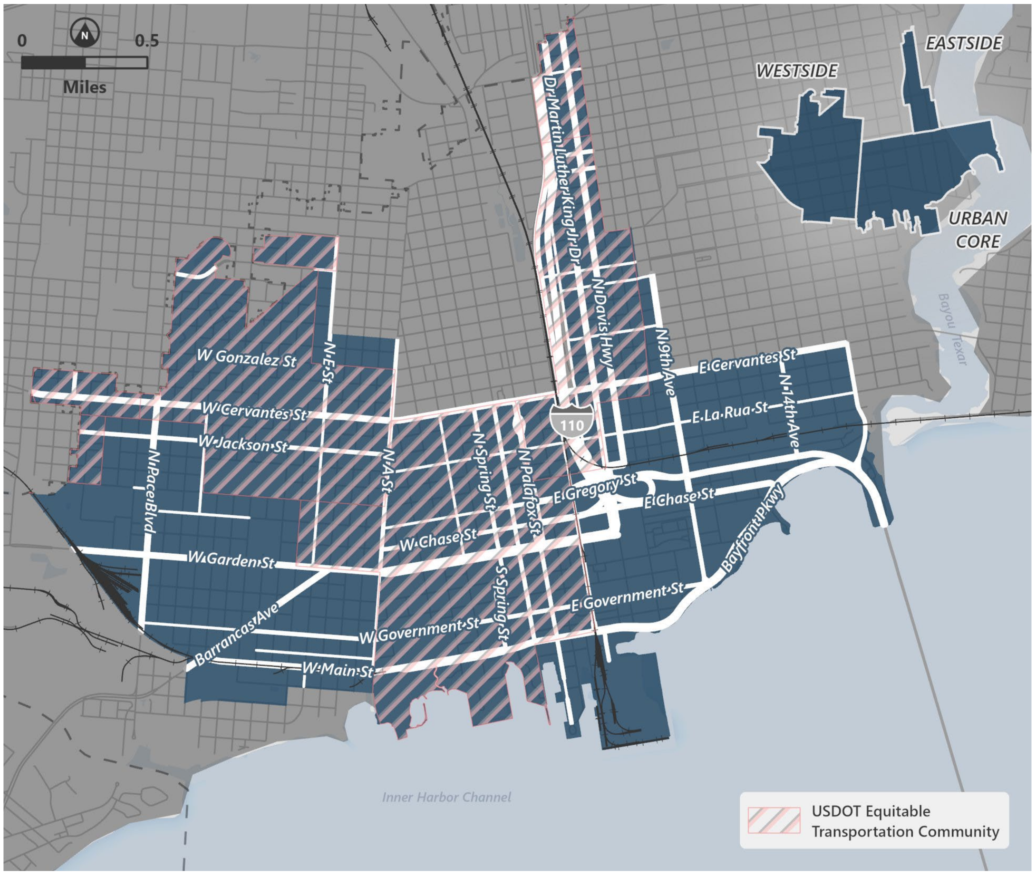
W Main St
Inner Harbor Channel
Justice40 (2022)

The USDOT Equitable Transportation Community (ETC) tool then filters out five of the eight categories for a more detailed understanding of the data as seen on **Figure 51** and listed below:

- Transportation Insecurity
- Health Vulnerability
- Environmental Burden
- Social Vulnerability
- Climate & Disaster Risk Burden

In this section, the disadvantage communities will be discussed in more specificity and will focus on the ETC data. It is worth noting, that for the purposes of applying for any USDOT Justice40 program the CEJST should be used as the primary tool to identify disadvantaged communities. The maps shown throughout the existing conditions analysis, where appropriate, are shown with the CEJST data as a layer.

Figure 51 ETC Disadvantaged Communities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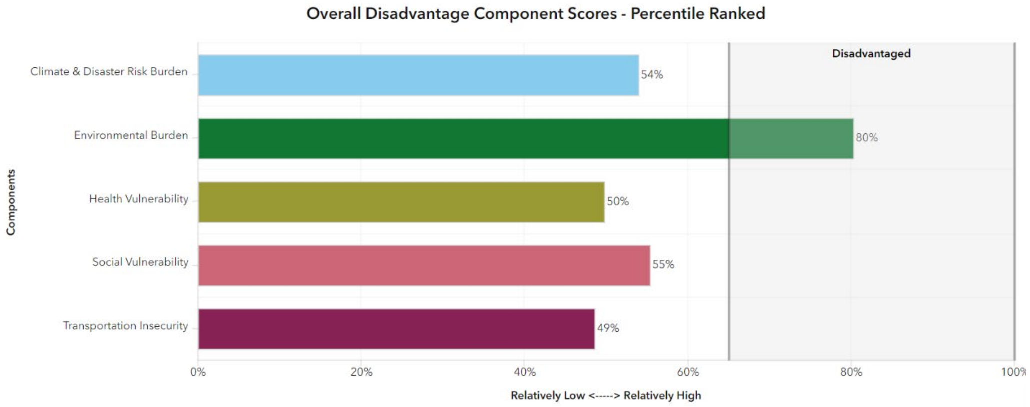
Barrancas Ave
W Main St
Inner Harbor Channel
▨ USDOT Equitable Transportation Community

The City of Pensacola's composite score ETC results based on State average shows the following breakdown across the five components:

Figure 52 City of Pensacola ETC Composite Scores State Percentile



Source: USDOT ETC

The City of Pensacola has 54% of census tracts considered to be disadvantaged communities based on composite scores across the five components.

4.1 Transportation Insecurity

Under transportation insecurity there are three measures that determine a composite score for each indicator: Transportation Cost Burden, Transportation Access and Transportation Safety. USDOT states that "Transportation insecurity occurs when people are unable to get to where they need to go to meet the needs of their daily life regularly, reliably, and safely. Nationally, there are well-established policies and programs that aim to address food insecurity and housing insecurity, but not transportation insecurity. A growing body of research indicates that transportation insecurity is a significant factor in persistent poverty."[9]

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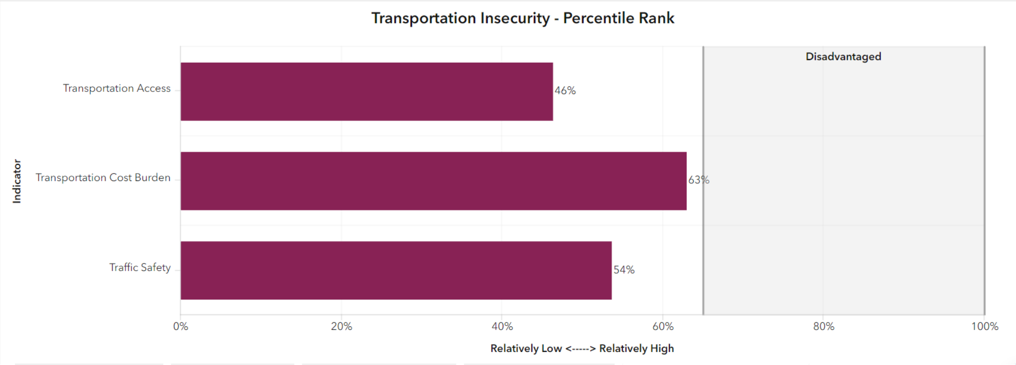
[9] Three Major Components of DOT's Justice40 Initiative | US Department of Transportation

Figure 53 City of Pensacola ETC Transportation Insecurity Percentile Rank



Source: USDOT ETC

For Transportation Insecurity while the city under this category does not reach the level of being disadvantaged, there are pockets of census tracts with high percentile rank indicators of transportation cost burden followed by traffic safety. Further breakdown shows tracks that include the Eastside District rank in the 99th percentile for transportation cost burden as compared to the 63% city percentile rank. Some of the Urban Core census tracts under overall disadvantage show 79th percentile rank for transportation cost burden and 75th percentile rank for traffic safety as compared to the 46% city percentile rank. Census tracts in some of the Westside district show the highest percentile of 99th and 96th percentile rank for transportation cost burden and traffic safety respectively as compared to the 54% city percentile rank.

4.2 Environmental Characteristics

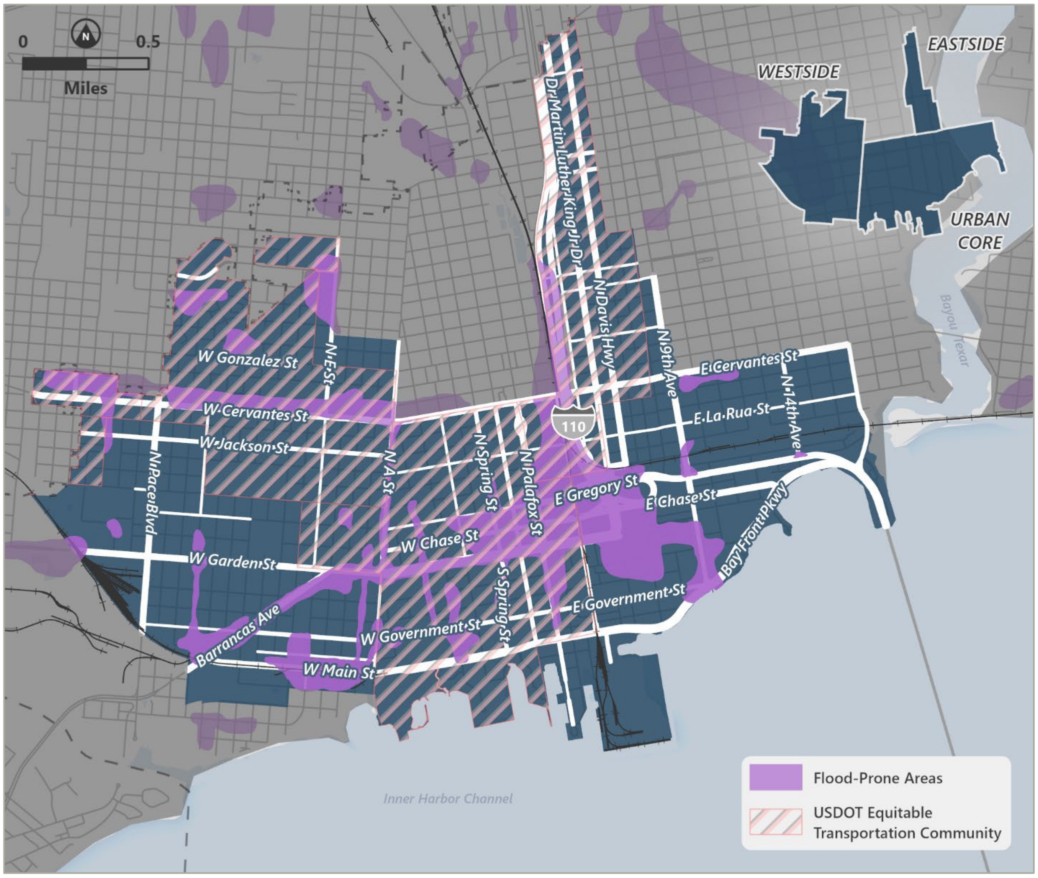
Flood prone areas are a major concern and problem for residents across the CRA districts. Flooding has significant impact on daily life and economic prosperity. Stormwater flood-prone areas are primarily along major roadways in Westside and Urban Core while on the Eastside, flooding occurs primarily under I-110 as shown in **Figure 54**. Section 4.3 further discusses the impact of impervious areas on equity. A map showing the overlap that exists between major paved areas (surface parking) and the location of these flood-prone areas is shown in **Figure 55**.

Typical flooding issues in the CRA districts are caused by a variety of factors such as:

- Lack of storm drain infrastructure
- Undersized storm drain infrastructure
- Infrastructure which is damaged or has exceeded service life
- Quantity of impervious surfaces which were mostly constructed before formal state stormwater rules were in effect
- Tailwater elevation in areas within a few blocks of the waterfront
- Recent flooding/natural disasters and more intense rainfall events over the last two decades.

Since most of the CRA districts are highly developed with areas downstream highly developed, the cost of implementing strategies that would address these issues are extremely high and take many years to fund. In many cases, government must weigh cost feasible alternatives to major infrastructure projects such as the construction of regional stormwater ponds, construction of floodable public space, and acquisition of property with repetitive flooding issues.

Figure 54 Flood-Prone Areas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Barrancas Ave
W Main St
Inner Harbor Channel
Flood-Prone Areas
USDOT Equitable Transportation Community

4.3 Impervious Areas

One of the five components measured to understand equity in communities is Climate & Disaster Risk Burden. Under this component there are three indicators, one of which is impervious surfaces (from land cover). Per USDOT's technical documentation for the Equitable Transportation Community (ETC), "impervious surfaces, such as roads and parking lots, can have a variety of negative consequences, especially in communities that are already disproportionately exposed to environmental burdens. These surfaces generate and amplify heat islands, resulting in poor air quality and an increased risk of heat-related illnesses and death."

Based on the USDOT ETC data, census tracts that includes the Westside District show in the 77th percentile rank for impervious surfaces, Urban Core census tracts show it is in the 61st percentile rank, and Eastside census tracts show it is in 92nd percentile rank.

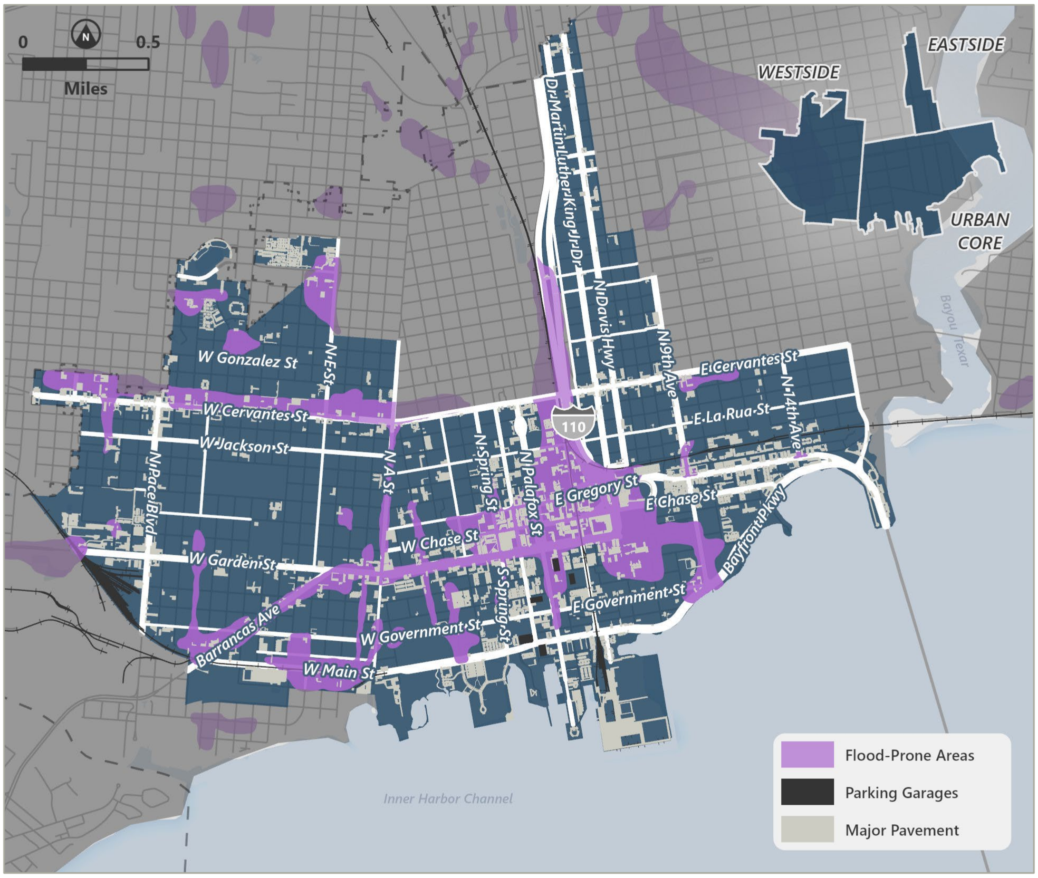
Parking being a major contributor to impervious areas, the breakdown of major paved areas (surface parking) is as follows:

Across the three CRA districts, there are approximately 333 acres of major paved (surface parking) areas equivalent to approximately 711 areas, with an average size of .40 acres. Location of these areas are primarily along major commercial corridors and where flood-prone areas exist as seen in **Figure 55**.

Table 1. CRA District Major Paved Areas

CRA District	Number of Major Paved Areas	Acreage	Average size (acres)
Westside	254	110	.43
Eastside	57	15	.26
Urban Core	400	208	.52

Figure 55 Flood-Prone Areas and Major Paved Areas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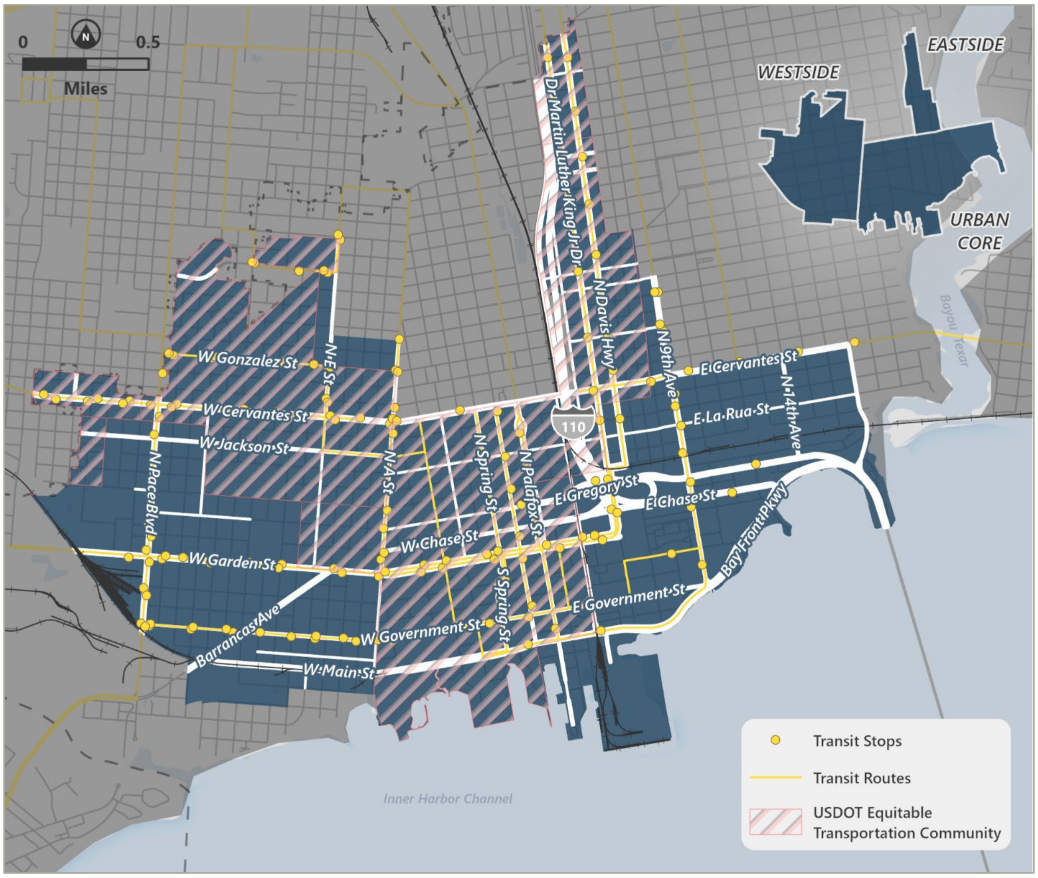
W Main St
Inner Harbor Channel
Flood-Prone Areas
Parking Garages
Major Pavement

4.4 Transit

Escambia County runs the only transit service in the area. There are a total of six routes, most of which cover the urban core but provide less coverage in the Westside and Eastside.

Figure 56 USDOT Transportation Disadvantaged Communities and Transit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Inner Harbor Channel
Transit Stops
Transit Routes
USDOT Equitable Transportation Community

5 Community Input

Below is a high-level summary of the input received from various public workshops. The community's experience regarding mobility and accessibility further supports the data analyzed and described in previous sections of this document.

Challenges

- Intersections are unsafe for bike/ ped crossing
- Speeding vehicles
- Lack of maintenance on existing pedestrian flashing crosswalk lights
- Lack of pedestrian crosswalks
- Lack of maintenance on existing sidewalks
- Lack of sidewalks
- Lack of protected space or roadways that accommodate pedestrians and bicycles and connect them across all districts and neighborhoods
- Lack of places to walk to i.e., restaurants or stores (Westside)
- Flooding issues are a big challenge
- Many underutilized parking lots
- Vehicle dominated streets make pedestrians and bicyclist feel unsafe
- Roadways that are the most unsafe or are barriers in districts are State roads

Strengths

- New streetscape in South DeVillers
- Streetscape on Government Street
- Beach Trolley

Opportunities

- Pedestrian separated walkways/bridges to cross dangerous arterials
- Optimize the use of what has already been built
- Take inventory of unused or underutilized properties
- Expand Longhollow stormwater pond with under-utilized properties around it
- Create a Mobility Hub that better connects bus, micro transit, ferry, Historic District, Palafox, and commercial areas

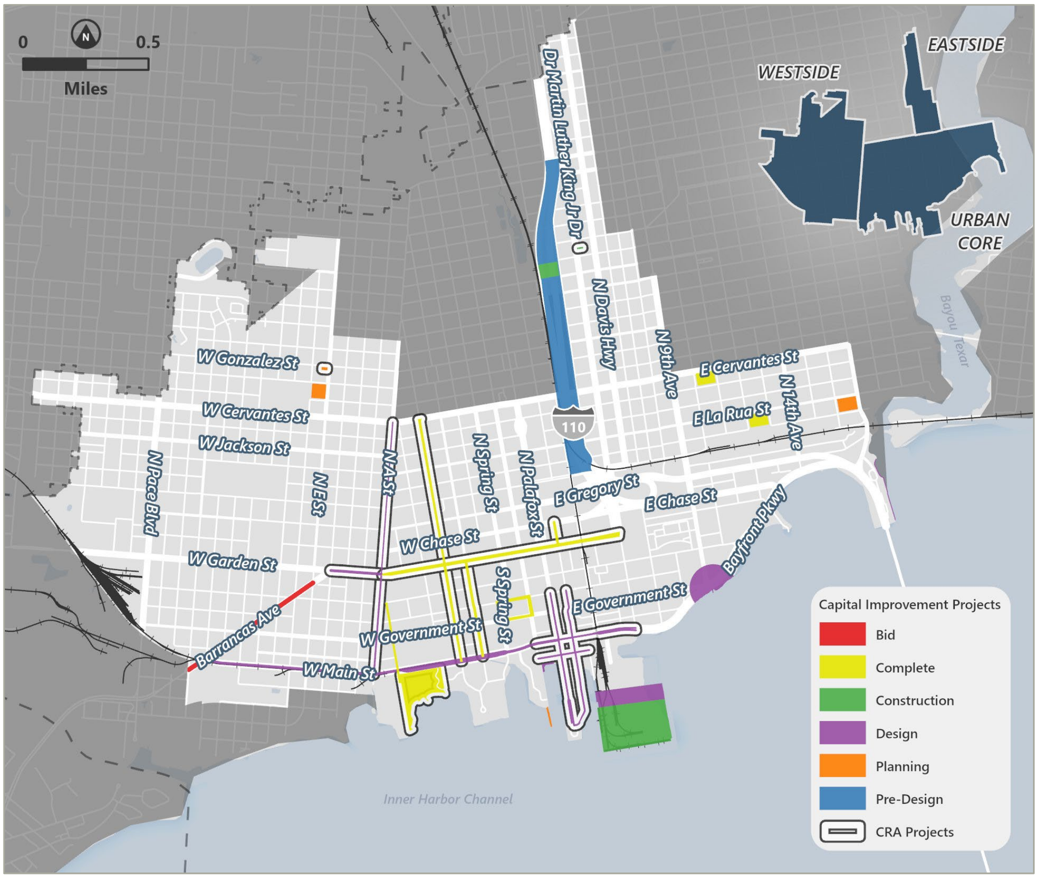
6 Planned Transportation Improvements

Several roadways within the CRA districts were found to have improvements planned for the coming years or are currently undergoing improvements. The following section summarizes key documents listed in the Reference section.

6.1 City of Pensacola Capital Improvement Program

A capital improvement program (CIP) is the funding of construction, major repair, or purchase of capital items such as roadways, bridges, and buildings. This program is typically a five-year horizon of which the first year is the entity's capital budget. The capital budget is adopted and implemented. The CIP considers community needs, financial capability, and future needs in determining which projects are placed in the program. It is the most influential tool by which to shape the quality and types of projects a city undertakes. **Figure 57** is a map illustrating these improvements, as obtained from the city data at the time of this report. The projects shown are categorized by the current phase of the project. CRA projects are shown with an outline.

Figure 57 Capital Improvement Program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Inner Harbor Channel
Capital Improvement Projects
Bid
Complete
Construction
Design
Planning
Pre-Design
CRA Projects

Table 2. Capital Improvement Projects – CRA Projects

City Division	Project Type	Project Phase	Schedule Term
CRA	Hashtag Roadway Revitalization Project	Design	TBD
CRA	Bruce Beach Park Improvements - Phase 1	Complete	Complete
CRA	A Street Revitalization Project	Design	TBD
CRA	General Daniel "Chappie" James, Jr. Museum and Flight Academy - Phase II	Construction	TBD
CRA	DeVilliers Streetscape Revitalization - Phase 1	Complete	Summer 2021

City Division	Project Type	Project Phase	Schedule Term
CRA	DeVilliers Streetscape Revitalization - Phase 2	Complete	Summer 2021
CRA	Bruce Beach Park Improvements - Phase 2	Construction	Fall 2024
CRA	West Garden Street Landscape Beautification Project: A to C	Design	TBD
CRA	Alice Williams Rehabilitation Project	Planning	TBD
CRA	East Garden District Streetscape	Complete	Summer 2022
CRA	Reus St Revitalization Project Phase 1	Complete	Summer 2021
CRA	East Garden Street Landscape Beautification Project: Alcaniz to A	Complete	Summer 2022

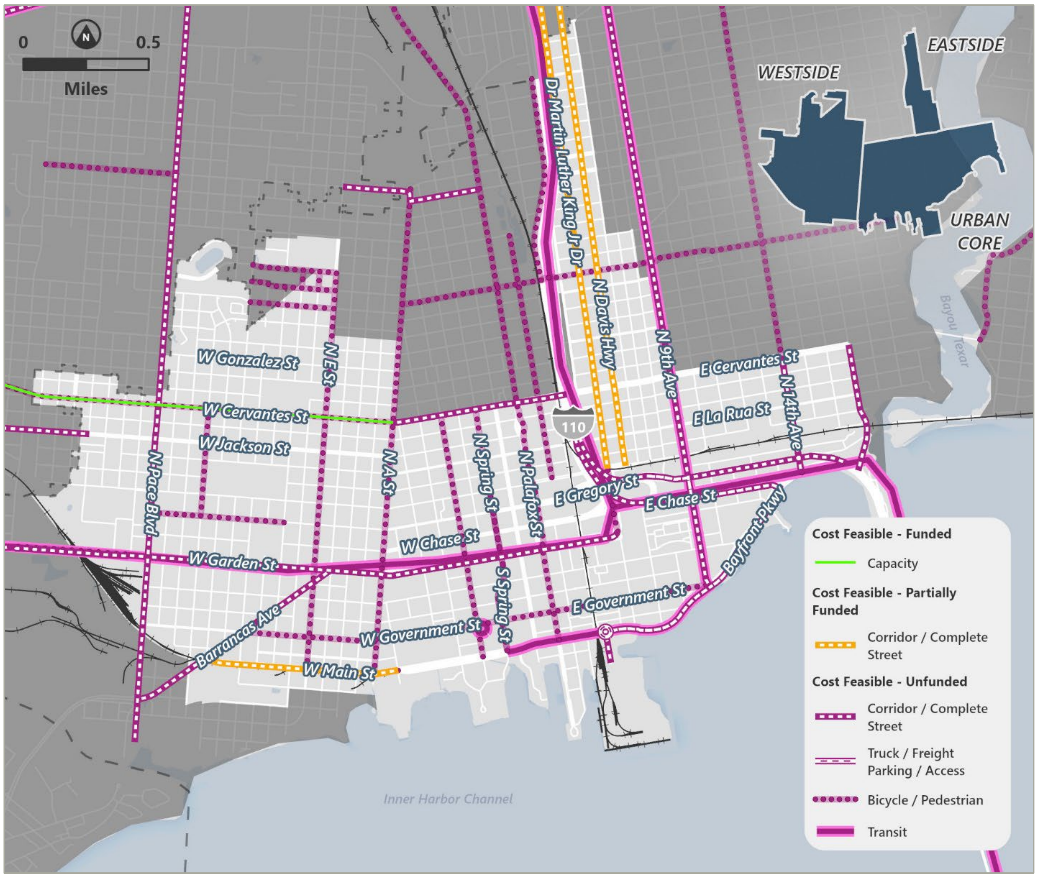
6.2 Florida/Alabama Transportation Planning Organization Long Range Transportation Plan

The 2045 Long Range Transportation Plan (LRTP) for the Florida-Alabama Transportation Planning Organization (FL-AL TPO) outlines the 25-year vision for transportation in the region, which includes Escambia and Santa Rosa Counties in Florida, and Baldwin County in Alabama. The LRTP establishes goals and allocated projected revenues to transportation programs and projects. The plan addresses both the region's current and future transportation needs.

The transportation projects in the plan are grouped into five key categories:

- **Capacity Projects**: Adding lanes and improving road capacity.
- **Complete Streets/ Corridor Projects**: Enhancing streets for all users
- **Intersection Projects**: Improving intersections for better traffic flow and safety.
- **Transit Projects**: Enhancing bus services and expanding transit infrastructure.
- **Bicycle/Pedestrian Projects**: Expanding bike lanes, sidewalks, and multi-use paths.

Figure 58 Needs Plan - FL-AL Transportation Planning Organization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E Gregory St
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N Pace Blvd
W Chase St
W Garden St
Bayfront Pkwy
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Cost Feasible - Funded
Capacity
Cost Feasible - Partially Funded
Corridor / Complete Street
Cost Feasible - Unfunded
Corridor / Complete Street
Truck / Freight Parking / Access
Bicycle / Pedestrian
Transit

Table 3. Cost Feasible Projects – Funded Projects CRA Districts Sample

Corridor	From	To	Project Description	Segment Length
Garden Street	W Street	Alcaniz Street	Corridor Management Plan/Complete Streets Study	2.45
14th Avenue	Cervantes Street	Bayfront Parkway	Corridor Management Plan/Complete Streets Study	0.47
Gregory Street	I-110	Bayfront Parkway	Corridor Management Plan/Complete Streets Study	0.81

Corridor	From	To	Project Description	Segment Length
Chase Street	I-110	Bayfront Parkway	Corridor Management Plan/Complete Streets Study	0.55
W. Lee St, N. G St, N. F St	E St, Blount, Blount	J St, Moreno, Moreno	West Moreno	1.72
West Cervantes	A St	Dominguez	Corridor Improvements	2.24
N. E Main St	Garden St	Cervantes St	Corridor Improvements	0.60
L St	West Cervantes	Legion Field Park	Corridor Improvements	0.42
W Gregory St	L St	Pace Blvd	Corridor Improvements	0.19
N. Spring St	Garden St	Main St (South Segment)	Corridor Improvements	0.97
N. Reus St	Cervantes St	Main St	Corridor Improvements	0.97
Palafox St	Fairfield, Cervantes, SB Hayne St, Maxwell, Guillemard St	Main, Yonge, Maxwell, Blunt, Wright St	Corridor Improvements	2.93
W Navy Blvd	Bayou Chico Bridge	SR 292/Barrancas Ave	Bike Lanes	1.74
Gregory St	L St	G St	Corridor Improvements	0.33
W. Main St	E St	Clubbs St	Corridor Improvements	0.36
N. E Main St	Main St	Garden St	Corridor Improvements	0.40
A St	Maxwell St	Main St	Corridor Improvements	1.94

6.3 Active Transportation Plan

The ATP was adopted by the City of Pensacola August 2023. The ATP prioritizes reducing traffic-related fatalities and injuries, endorsing a Vision Zero approach, which aims for zero fatalities.

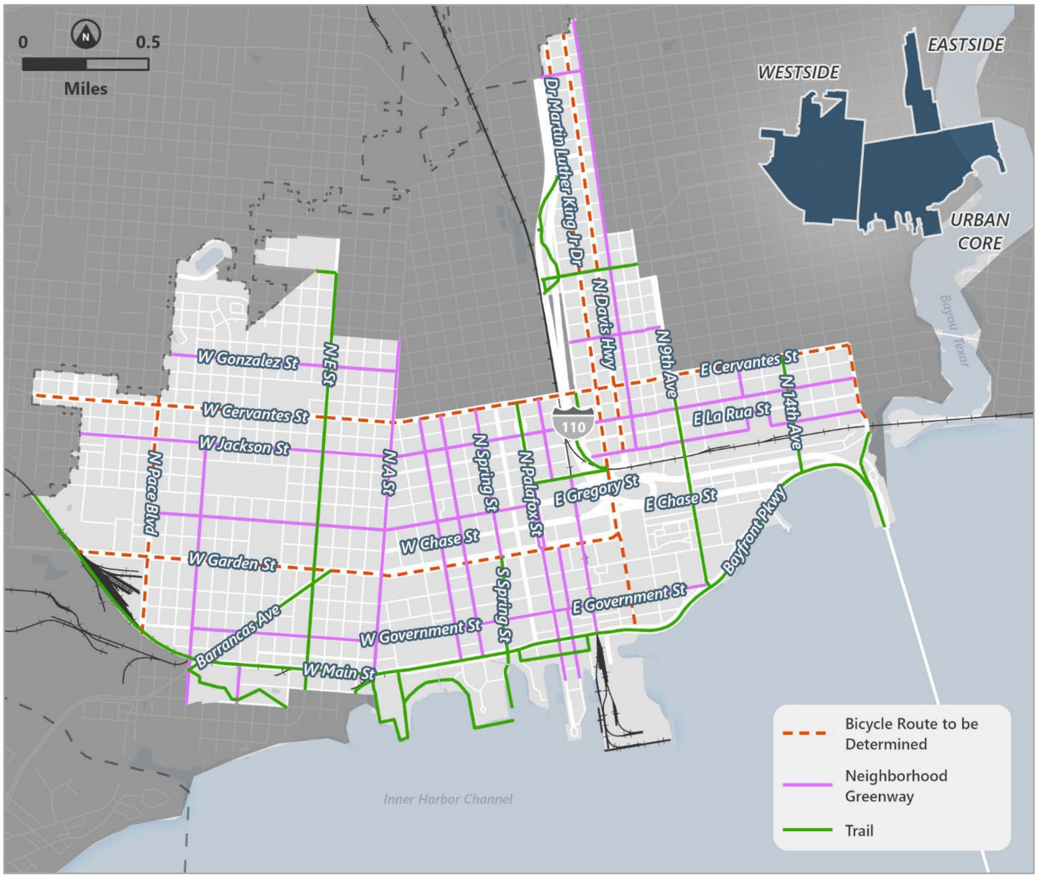
The plan also emphasizes filling gaps in the transportation network, linking key destinations such as schools, parks, and commercial areas. The goal is to accommodate all community members, and encourage alternative transportation modes to car travel.

The ATP creates a Future Network framework that includes three categories of pedestrian and bicycle focused infrastructure:

- Neighborhood Greenways
- Bike Routes
- Trails

The future network design recommendations include using context-sensitive designs to make streets safer and more accessible based on their location (urban, suburban, etc.), using countermeasures to calm traffic and improve crossings and expand the bicycle network.

Figure 59 ATP Future Network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W Cervantes St
W Jackson St
N A St
N Spring St
N Palafox St
110
E Gregory St
E Chase St
Bayfront Pkwy
N Pace Blvd
W Chase St
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Bicycle Route to be Determined
Neighborhood Greenway
Trail

APPENDIX

Table 4. ATP Future Network – CRA Districts

Project Name	Project Extents (TO)	Project Extents (FROM)	Project Type	CRA District
Dr Martin Luther King Jr Dr	E Jackson St	E Gonzalez St	Bicycle Route Tbd	Urban Core, Eastside
Dr Martin Luther King Jr Dr	E Gonzalez St	E Blount St	Bicycle Route Tbd	Eastside
N 17th Ave	E Maxwell St	Bayfront Pkwy	Bicycle Route Tbd	Urban Core
N Spring St	W Garden St	W Cervantes St	Neighborhood Greenway	Urban Core
W Gregory St	N A St	N Palafox St	Neighborhood Greenway	Urban Core, Westside
E Cross St	E Cross St	N 14th St	Neighborhood Greenway	Eastside
E Government St	S A St	S 9th Ave	Neighborhood Greenway	Urban Core, Westside
W Main St	S Glubbs St	S De Villiers St	Trail	Urban Core, Westside
S Spring St	W Main St	W Government St	Trail	Urban Core
E Blount St	N Guillemard St	N 9th Ave	Trail	Eastside
Burlington Northern Rail/Bill Gregory Park	N W St	Barrancas Ave	Trail	Westside

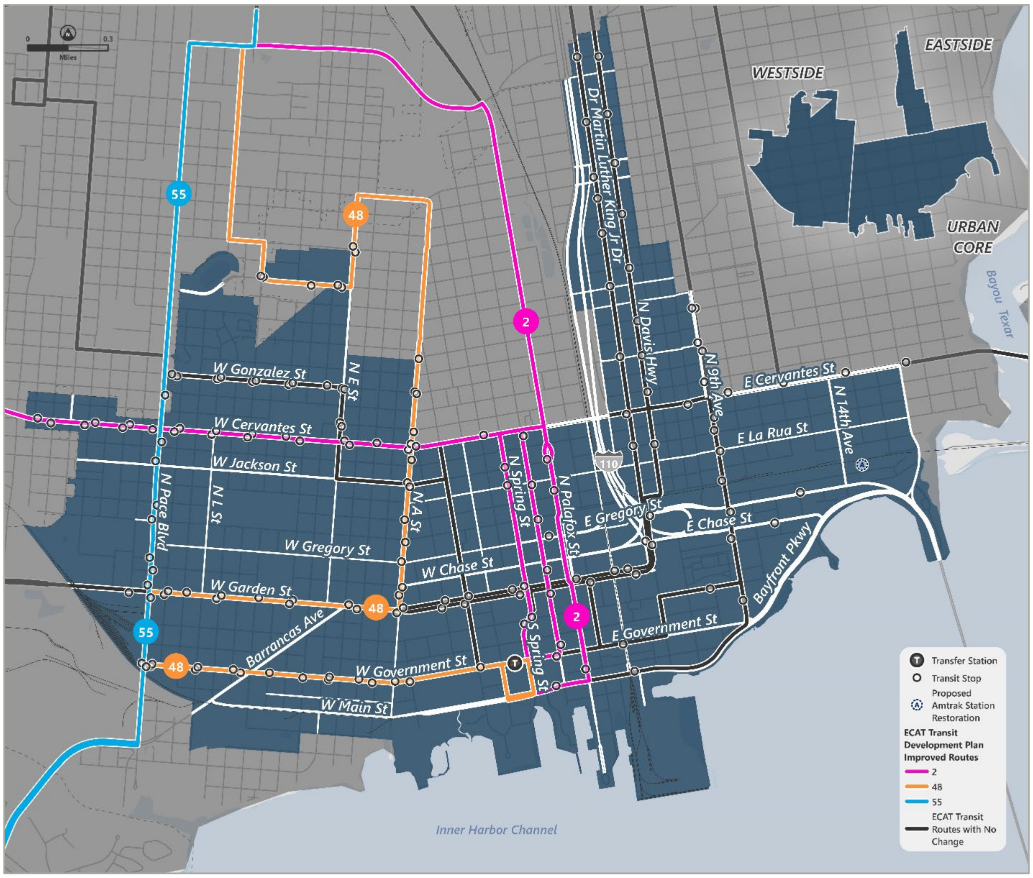
6.4 Escambia County Area Transit -Transit Development Plan (TDP), 2022 - 2031

The TDP is a 10-year planning document required by the Florida Department of Transportation (FDOT) to guide the development of transit systems. It covers the period from 2022 to 2031 and includes short-term and long-term strategies and goals for transit in Escambia County. ECAT serves an area of approximately 189 square miles, primarily within Escambia County, and includes connections to Santa Rosa County. The system operates over 1,000 stops with 285 miles of routes and serves more than 1.5 million annual passenger trips.

As part of the TDP, the Comprehensive Operations Analysis (COA) concluded that major changes to the system was needed to improve overall performance given that the population is expected to grow by 9.7% by 2030, with significant transit needs in urban areas. Major improvements include:

- Extended weekend services and extended hours
- Increased frequency on high demand routes, among them within the CRA boundaries are Routes 52 and 55 as shown in **Figure 60**
- Late night service
- Bus stop upgrades in high need areas
- Service to new areas with improved connectivity through enhanced first and last mile services or mobility on demand services which are nimbler and more flexible and provide greater coverage within districts

Figure 60 ECAT Proposed Improved Routes in CRA Districts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E La Rua St
E Gregory St
E Chase St
Bayfront Pkwy
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W Cervantes St
W Jackson St
N E St
N Pace Blvd
N L St
N A St
W Gregory St
W Garden St
W Chase St
Barrancas Ave
W Government St
W Main St
N Spring St
N Palafox St
S Spring St
110
55
48
2
Inner Harbor Channel
Transfer Station
Transit Stop
Proposed Amtrak Station Restoration
ECAT Transit Development Plan Improved Routes
2
48
55
ECAT Transit Routes with No Change

6.5 MLK and Davis Conversion Feasibility Study

The feasibility study analyzed the ability to convert MLK Drive/Alcaniz Street and Davis Highway from their current one-way pair configuration to two-way traffic. The purpose is to improve general safety and restore the neighborhood roadway network grid in the Eastside Community Redevelopment Area. Currently, SR 291 (Davis Highway northbound, MLK Drive/Alcaniz Street southbound) is configured as two one-way pairs over a 2.2-mile stretch between Fairfield Drive and E. Wright Street. Recommendations are summarized as follows:

- Southern Tie-in at Wright Street: Intersection improvements, including potential signalization and pedestrian enhancements, are recommended to address safety concerns.
- Cervantes Street and Texar Drive: Additional turn lanes and traffic management measures are proposed to improve traffic flow.

- Magee Field: Several pedestrian safety improvements, including raised crosswalks and speed advisories, are recommended around Magee Field.
- Speed Limit: A 30 mph speed limit is recommended throughout the corridor.
- Lighting and Sidewalks: Enhanced LED lighting and the completion of sidewalk gaps are suggested to improve safety, especially for pedestrians.
- Signal Modifications: Adjustments to traffic signals to accommodate two-way traffic are necessary, along with additional signage to discourage wrong-way travel if the conversion is not implemented.

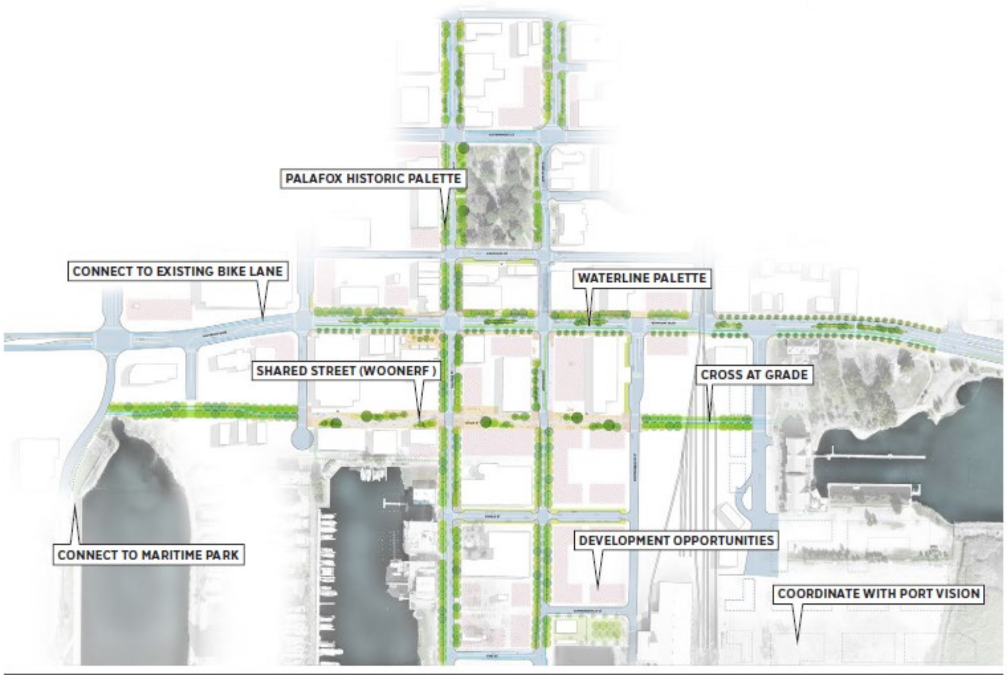
The study concluded that converting the corridors to two-way traffic with the proposed improvements would enhance safety and restore the neighborhood's roadway network.

6.6 Pensacola Waterfront Framework Plan

The framework plan focuses on creating Pensacola's downtown waterfront as a more inclusive, connected, and resilient space. The Plan identifies two key catalytic projects, Bruce Beach and the Hashtag Connector **(Figure 61)**: The Hashtag Connector is focused linking four major streets—Palafox, Jefferson, Main, and Cedar. The goal is to focus on mobility and connectivity that will enhance the downtown and waterfront area by supporting a complete bike and pedestrian network and streetscape improvements. It is projected to be a three phase process with:

- Initial phase (0-3 years): Immediate projects focus on creating pop-up parks, minor streetscape improvements, and temporary installations that activate public spaces and draw people to the waterfront
- Intermediate Phase (3-8 years): More permanent infrastructure upgrades will be implemented, such as protected bike lanes, shared streets, and expanded public spaces
- Long-Term (8+ years): Major infrastructure and development projects

Figure 61 Waterfront Framework Plan - Hashtag Connector

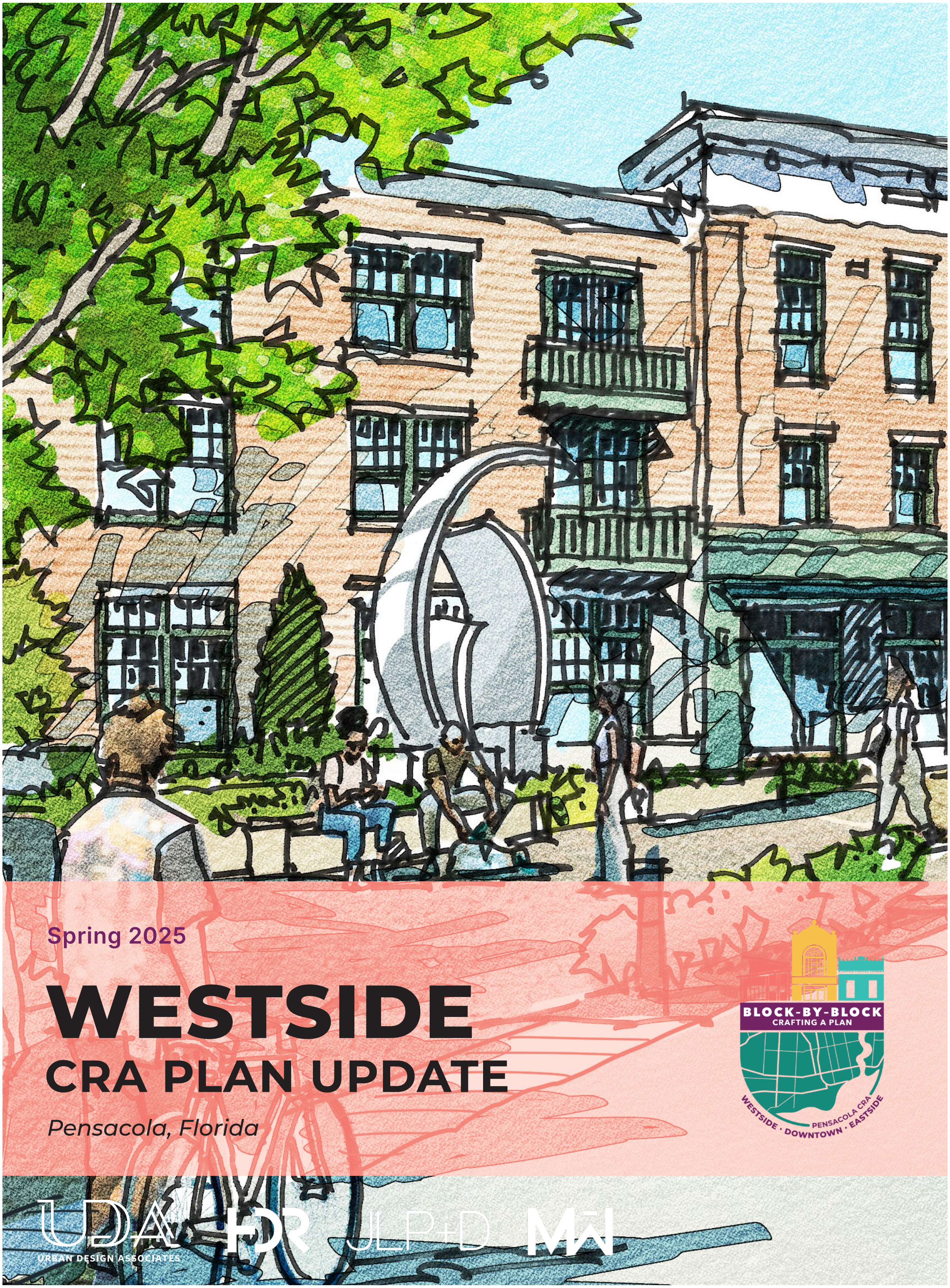

PALAFOX HISTORIC PALETTE
CONNECT TO EXISTING BIKE LANE
WATERLINE PALETTE
SHARED STREET (WOONERF)
CROSS AT GRADE
CONNECT TO MARITIME PARK
DEVELOPMENT OPPORTUNITIES
COORDINATE WITH PORT VISION

Source: SCAPE

References

A review was completed to map any planned or programmed roadway improvements in the three districts. Sources consulted, but not an exhaustive list, includes the following:

- FL-AL Transportation Planning Organization (FL-AL TPO) 2045 Long-Range Transportation Plan 2045 LRTP
  - Fl-AL TPO Priorities DRAFT Transportation Project Priorities. TPO Transportation Priorities FY2026-2030
  - FL-AL TPO Bike Ped Plan FL-AL TPO Bike/Ped Plan
- FDOT Work Program FDOT OWPB - WP Reports; 5 Year Work Program (state.fl.us); Work Program - Current (arcgis.com)
- Cervantes Street Traffic Feasibility Study West_Cervantes_Street_Lane_Reduction_Traffic Feasibility Study_20190913.pdf (ecrc.org)
- Davis / MLK / Alcaniz Two-Way Conversion Traffic Feasibility Study MLK-Davis_final report_06 19 20.pdf (ecrc.org)
- W. Cervantes Corridor Plan West_Cervantes_CMP_FINAL.indd (ecrc.org)
- E. Cervantes Corridor Plan East_Cervantes_Corridor_Management_Plan_Final.pdf (ecrc.org)
- Main Street Corridor Plan Main St Report_portrait_07172014.indd (ecrc.org)
- N. Palafox Street Corridor Plan North_Palafox_Street_Corridor_Management_Plan_Final_Adopted.pdf (ecrc.org)
- ECAT Transit Development Plan Escambia County Area Transit (ecrc.org)
- City of Pensacola Active Transportation Plan Active Transportation Plan | City of Pensacola. Active Transportation Plan | City of Pensacola, Florida Official Website
  - Gonzalez Street Shareway (as referenced in city's Active Transportation Plan)
- Reimagine Jackson Reimagine Jackson Street | City of Pensacola. Reimagine Jackson Street | City of Pensacola, Florida Official Website
- CRA projects| City of Pensacola. CRA Projects | City of Pensacola, Florida Official Website
- Transportation Alternative (TA) Projects:
  - E. Maxwell Street sidewalks Pensacola - E Maxwell St Sidewalk TA Application.pdf (ecrc.org)
  - N. J Street sidewalks Pensacola - North J St Sidewalk TA Application.pdf (ecrc.org)
  - Hollice T Williams Multi Use Path Pensacola - TA Hollice T Williams MUP Phase 2 Application.pdf (ecrc.org)



Spring 2025

WESTSIDE

CRA PLAN UPDATE

Pensacola, Florida

BLOCK-BY-BLOCK
CRAFTING A PLAN
PENSACOLA CRA
WESTSIDE · DOWNTOWN · EASTSIDE

UDA URBAN DESIGN ASSOCIATES
HDR
JLP+D
MW

ACKNOWLEDGMENTS

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Pensacola Community Redevelopment Agency

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Urban Design Associates (UDA)

COMMUNITY ENGAGEMENT CONSULTANT
MonWin Consulting

TRANSPORTATION CONSULTANT
HDR

MARKET CONSULTANT
JLP+D

MAYOR
D.C. Reeves
Mayor of Pensacola

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City Council District 5
CRA Chairperson for 2025

Delarian Wiggins
City Council District 7
CRA Vice-Chairperson for 2025

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City Council District 2

Jennifer Brahier
City Council District 1

Casey Jones
City Council District 3

Jared Moore
City Council District 4

Allison Patton
City Council District 6

CITY ADMINISTRATION
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City Administrator

Amy Miller
Deputy City Administrator

CRA STAFF
Erica Grancagnolo
Economic Development Director

Victoria D’Angelo
CRA Division Manager

Hilary Halford
Assistant CRA Division Manager

Shirley Baylis
CRA Program Manager

Rachel Benett
CRA Urban Design Planner

Tiffany Whiting-Cardenas
CRA Executive Assistant

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Tommy White
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WESTSIDE REDEVELOPMENT BOARD
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Jennifer Brahier
City Council & Board Member

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Michelle Press
Board Member

URBAN CORE REDEVELOPMENT BOARD
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Chairperson

Jared Moore
City Council & Board Member

Melanie Nichols
Board Member

Kelly Wieczorek
Board Member

The recommendations in the Westside CRA Plan were developed between May 2024 and January 2025. The analyses are based on point-in-time data sources, and the recommendations align with the regulations and funding programs effective during the period when the plan was developed.

This CRA Plan explores recommendations for a 20-year timeframe. Recommendations that may not be feasible in the short term due to market, funding, or policy conditions are still valid for the long-term vision and may take longer to implement.

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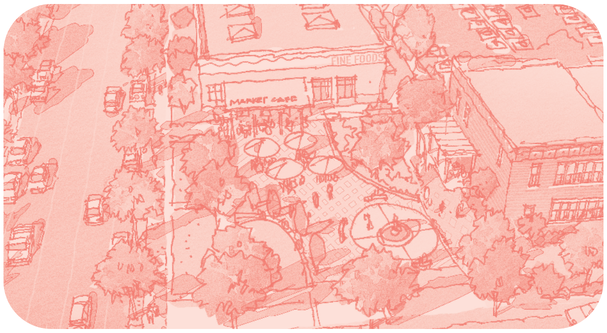

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EXECUTIVE SUMMARY

This Community Redevelopment Agency (CRA) Plan Update is intended to provide direction for policies, programs, and projects in the Westside CRA District in the City of Pensacola, Florida. The process of listening to residents and stakeholders informed an ideal vision for Pensacola's Westside CRA District. The recommendations outlined in this document are intended to establish a foundation of guiding principles, projects, and decision-making frameworks to achieve the community's visions for the future.

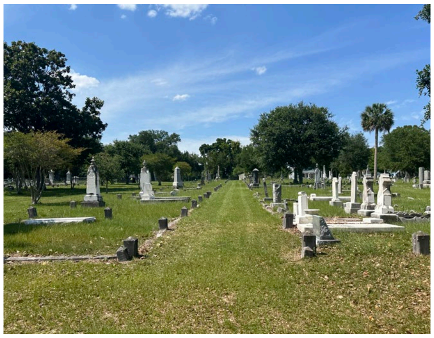
The role of the CRA is to strategically implementing its redevelopment plans by leveraging tax incremental financing (TIF) for specific projects aimed at redevelopment and improving areas in the community. TIF is a funding mechanism authorized under Chapter 163, Part III, Florida Statutes which capture incremental growth in the tax base within the CRA district to be reinvested in strategic projects within the district. Key community redevelopment goals include:

- Preserving, rehabilitating, and enhancing the community redevelopment area neighborhoods to maximize livability and quality of life;
- Fostering a diverse supply of housing options, especially affordable and workforce housing; and
- Creating a robust and stable economy that offers employment, culture, and entertainment and is filled with people and businesses.

More specifically, this CRA Plan Update is intended to target the following topics and issues within the Westside CRA District:

- Expanding housing options, especially affordable, workforce housing;
- Preserving traditional character and history and culture;
- Tempering gentrification and/or displacement;
- Building socioeconomic equity;
- Strengthening neighborhood identity;
- Fostering economic development and sustainability;
- Improving walkability, bikeability, transit and parking management; and
- Connecting people to the waterfront and neighborhood assets.

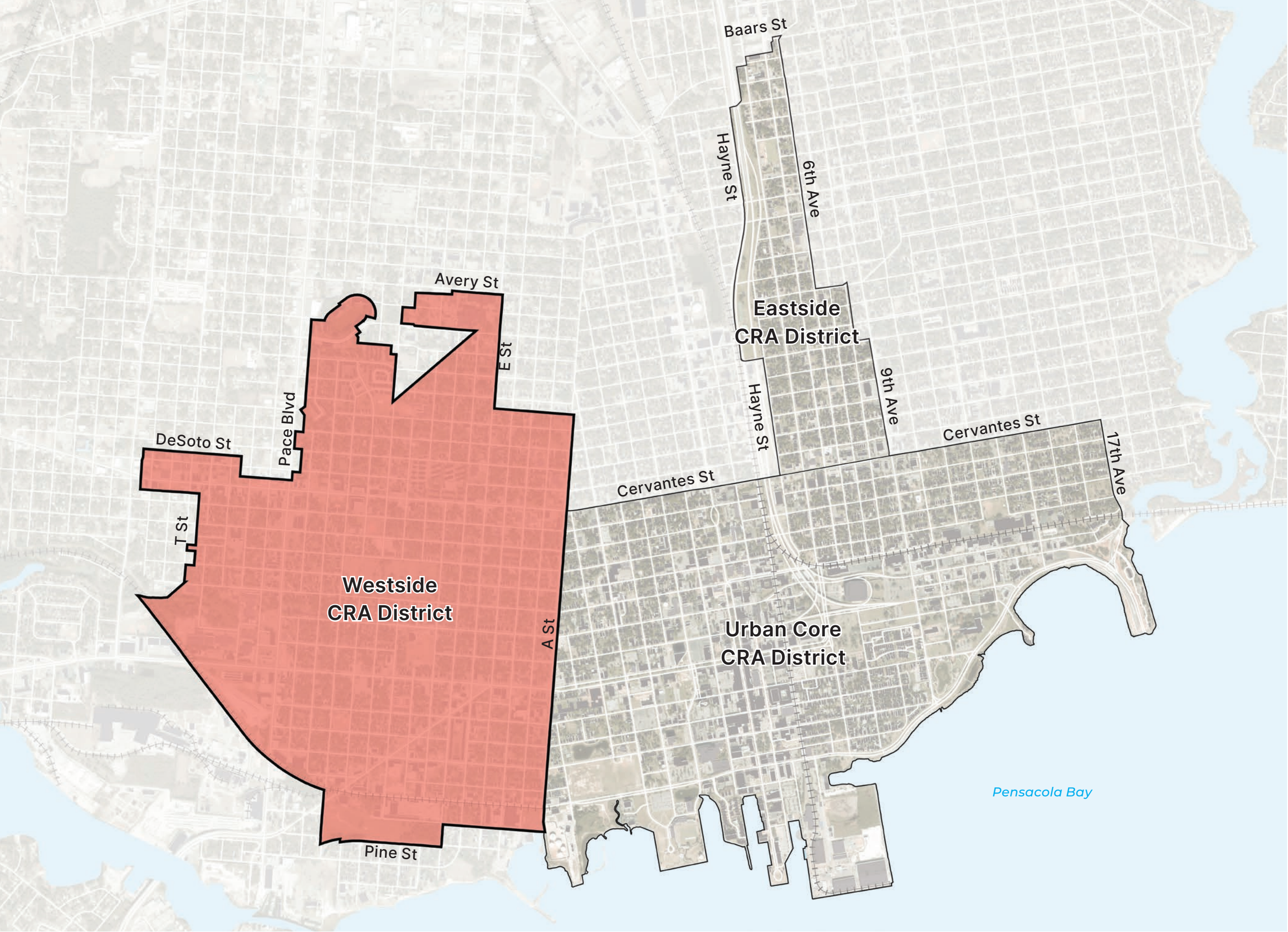
Residents and stakeholders led the way throughout the creation of this CRA Plan Update. From 2024 through 2025, members of the CRA District community were invited to establish the overall vision for the future and provide input on preliminary recommendations. Paired with an exhaustive analysis of existing and projected conditions of demographics, economics, physical urban patterns, and transportation systems, the needs of each CRA District and the paths forward were revealed.



St. John's Cemetery

CAPTAIN JOE

Captain Joe Patti's ship next to the seafood market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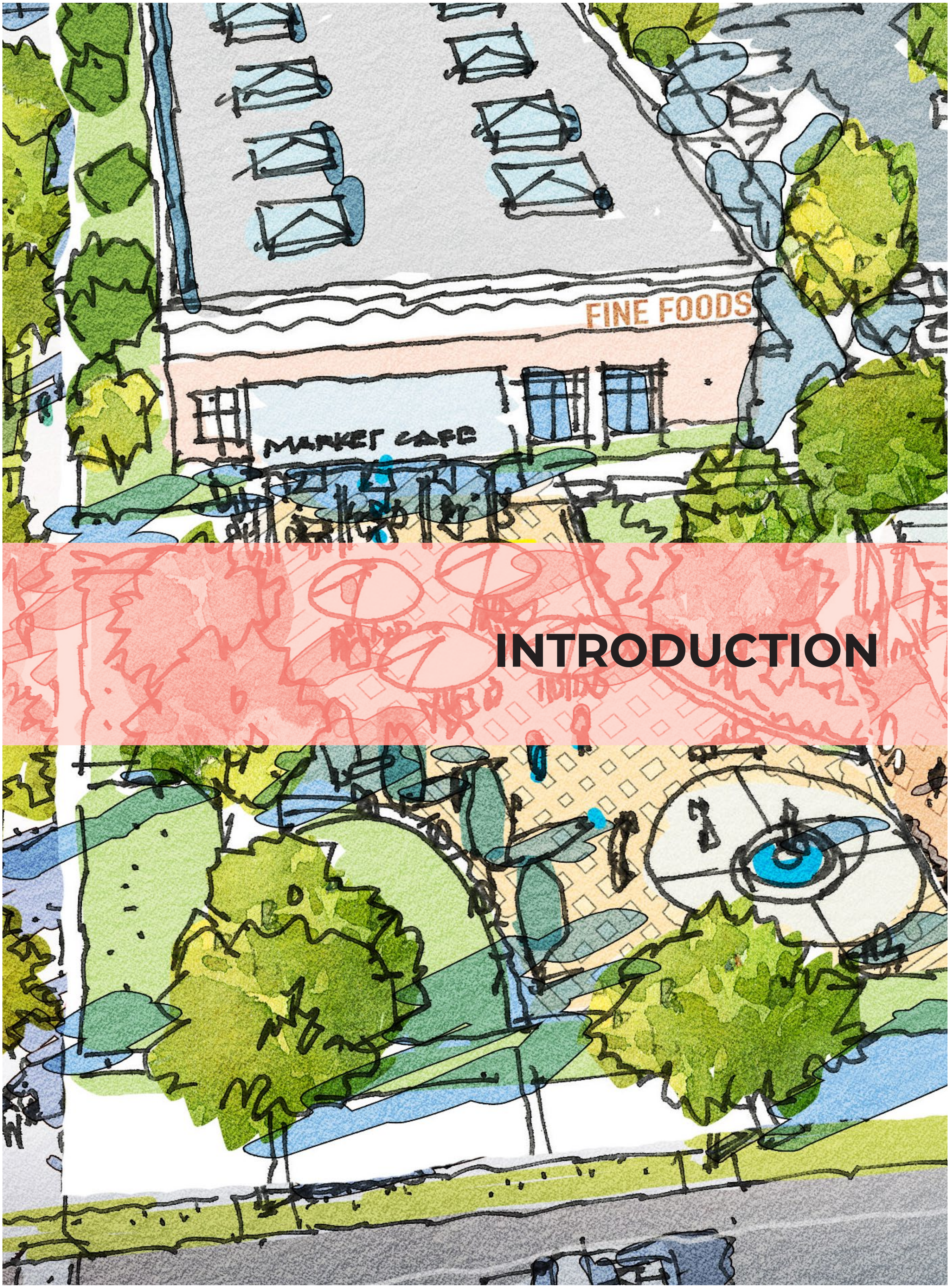
Hayne St
6th Ave
Eastside CRA District
9th Ave
Hayne St
Avery St
E St
Pace Blvd
DeSoto St
T St
Cervantes St
Cervantes St
17th Ave
Westside CRA District
A St
Urban Core CRA District
Pensacola Bay
Pine St

CRA Districts Map

This CRA Plan Update builds on past plans and represents potential investments to realize the vision of Westside residents and stakeholders. The recommendations in this plan are organized into the following topics:

- Land Use, Zoning, and Special Districts
- Economic Development
- Neighborhood Development
- Housing
- Transportation, Streets, and Parking
- Open Space and Community Amenities

A series of Special Demonstration Projects illustrate the potential impact of targeted investments, identifying opportunities to solve issues raised by the community and uncovered through the analysis of the CRA Districts. Strategies for implementing these recommended policies, programs, and projects are provided, along with recommendations about prioritizing potential projects.


FINE FOODS
MARKET CAFE

INTRODUCTION

OVERVIEW OF THE CRA

PENSACOLA FORWARD

ABOUT THE CRA

The State of Florida's Community Redevelopment Act of 1969 provided local governments with tools to revitalize deteriorated areas of their communities, including the establishment of the Community Redevelopment Agency (CRA), which was charged with the following tasks:

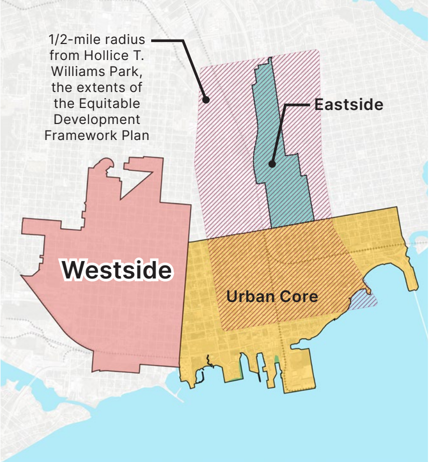
- Administer and prepare redevelopment plans;
- Issue revenue bonds;
- Eliminate and prevent slum and blight;
- Rehabilitate and conserve the redevelopment areas;
- Preserve and enhance the tax base;
- Create affordable housing; and
- Implement community policing innovations.

The statutes dictate that the municipality, "to the greatest extent it determines to be feasible... shall afford maximum opportunity, consistent with the sound needs of the county or municipality as a whole, to the rehabilitation or redevelopment of the community redevelopment area by private enterprise." (§163.345).

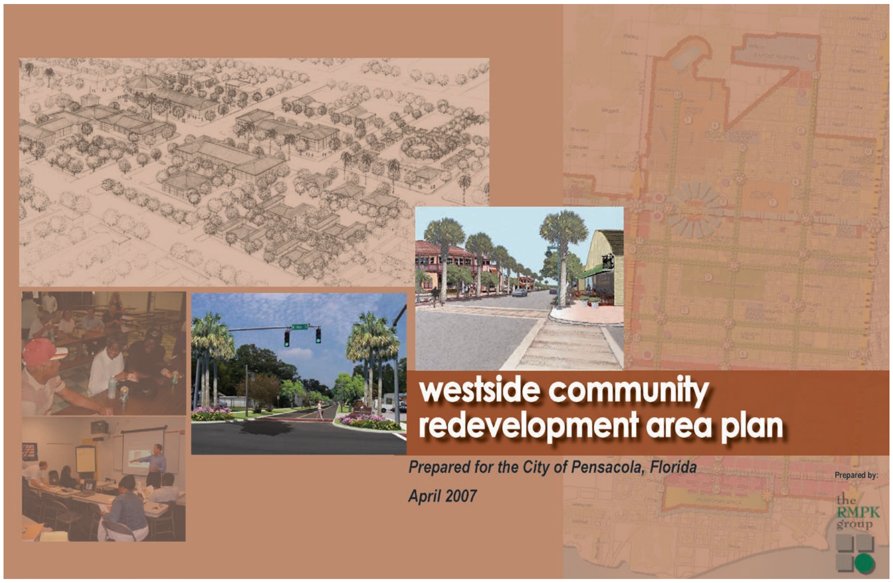
On July 1, 1977, the Florida Legislature amended the Community Redevelopment Act to allow governments to use tax increment financing (TIF) to fund redevelopment. This amendment was made to help revitalize declining areas and increase tax revenues.

In 2024, the City of Pensacola's Community Redevelopment Agency (CRA) transitioned to become a division within the city's Economic Development Department. This shift reflects the close alignment between the CRA’s mission and the broader goals of economic development, particularly within the city's redevelopment districts. Much like economic development efforts, the CRA's work focuses on both qualitative and quantitative improvements, enhancing the local economy while fostering sustainable growth. By leveraging social assets and resources, the CRA strives to generate a more inclusive, shared economic well-being, ultimately elevating the quality of life for the community as a whole. This transition underscores the city’s commitment to revitalizing areas of need, empowering residents, and fostering a thriving, dynamic urban environment.

Public Meeting with the CRA


1/2-mile radius from Hollice T. Williams Park, the extents of the Equitable Development Framework Plan
Eastside
Westside
Urban Core

CRA Districts + Extents of the Equitable Development Framework Plan, extending 1/2-mile radius from Hollice T. Williams Park



westside community redevelopment area plan

Prepared for the City of Pensacola, Florida

April 2007

Prepared by:
the RMPK group

ABOUT THE CRA PLANS & THE WESTSIDE

In 2007, the Pensacola City Council adopted the Findings of Necessity Study and established the boundaries for the Westside Community Redevelopment Area. The Westside Redevelopment Plan was developed with community participation to establish the priorities. The Redevelopment Area is defined by the corporate limit line on the north (former Baptist Hospital), city limited on the west, Pine Street on the south, and A Street on the east.

Connection to Neighborhood Plans

The Westside Community Redevelopment Area Plan was last updated in 2007. Key initiatives of this plan included:

- Implementing a "Complete Street" corridor along West Main Street connecting to downtown;
- Improving the Jackson Street bicycle and pedestrian corridor parallel to West Cervantes Street;
- Providing a "Complete Street" option for the Pace Boulevard Corridor;
- Studying affordable and attainable housing options for the vacant Baptist Hospital site;
- Exploring a road diet for West Cervantes Road;
- Completing the Gonzalez Street Shareway demonstration project with Bike Pensacola.

How will the CRA Plan be used?

CRA Plan sets the goals and objectives for the district → Staff analyzes and develops programs and projects that are consistent with the plan → Projects are approved by the CRA Board and City Council, when required → **Investments** $$

ANALYSIS OF PREVIOUS/EXISTING PLANS AND STUDIES INCLUDE:

- Existing and previous redevelopment master plans
- City of Pensacola Comprehensive Plan
- City of Pensacola Land Development Code
- CRA Annual Reports
- Recent market studies
- Recent transportation studies and/or plans
- Socioeconomic data and demographics
- Analysis of Existing Land Uses & Land Development Regulations
- Socioeconomic Analysis
- Real Estate Market, Trends, and Gap Analysis
- Context Analysis & Classification
- Neighborhood & District Analysis
- Gentrification & Displacement Analysis
- Transportation System & Parking Analysis
- Parks & Public Space Analysis
- The City's new Strategic Plan

INTRODUCTION TO THE WESTSIDE

The Westside CRA District extends from the former Baptist Hospital site, through several residential neighborhoods, including the historic Tanyard, and south to Superfund ACW site along Main Street. It includes several major high-traffic arterials, including Cervantes Street, Garden Street, and Barrancas Avenue. These high-traffic streets sometimes contrast the quieter, tree-lined streets that connect the neighborhoods. The Westside benefits from a series of beautiful parks and public spaces, including Legion Field, St. John's Cemetery, and the Fricker Community Center. Sanders Beach is a neighborhood bordering the southern edge of the CRA District boundary, which developed around a public park that was build on the waterfront in 1908; Sanders Beach is located just west of Joe Patti's Seafood and the soon-to-be-relocated Bell Steel plants on Main Street.

There are several strong organizations in the area that have been working to advocate for neighborhood improvements. Many of these issues relate to poorly maintained infrastructure, ongoing flooding issues, and the impact of high-traffic streets on the walkability in the Westside. Safe pedestrian paths and crossings are of particular concern on the routes to the Global Learning Academy and between the various community centers and play fields. While there has been significant investment in the recreational areas at Legion Field, opportunities remain to improve bike and pedestrian safety to these facilities.

Baptist Hospital Site

THEOPHALIS MAY
NEIGHBORHOOD RESOURCE CENTER
AT LEGION FIELD

Theophalis May Neighborhood Resource Center

Cervantes Street

Neighborhood park

Cervantes Street and Barrancas Avenue, the two primary traffic corridors, present certain challenges related to taming traffic, yet they also offer opportunities for future redevelopment that can complement the residential neighborhoods. A number of ethnic businesses and restaurants currently exist in this area. This has added to the vibrancy of the area and provided access to much-needed fresh food. Residents also expressed a desire for a full-service grocery store in closer proximity. While there are some long-standing businesses along W Cervantes Street, there are also a series of vacant buildings and lots, which make the environment challenging for reinvestment. Opportunities exist to support long-term business owners while also creating the conditions for additional investment. Barrancas Avenue, while also a major traffic corridor, has started to see some eclectic commercial infill, including restaurants and a brewery.

Lastly, there are parts of the Westside that were prior industrial sites and now present redevelopment opportunities. Future investment should consider how best to connect these sites to the rest of the neighborhood, and how to encourage uses that complement the neighborhood and provide services or amenities that may not exist.

ST. JOHNS HISTORIC CEMETERY
ST. JOHN'S

St. John's Historic Cemetery

Redevelopment opportunity

HOW TO USE THIS CRA PLAN

PLAN ORGANIZATION

The Westside CRA Plan Update is one of three parallel plan updates for each of the CRA Districts. Some high-level goals and policies overlap more than one district, but each Plan Update is tailored to specifically target the visions, opportunities, and implementation goals of the community in each district. Each Plan Update is structurally aligned for ease of use by the CRA throughout the implementation of these plans.

Introduction

This chapter provides an overview of the CRA's role and responsibilities specific to the Westside. Also described is the alignment of the CRA Plan Updates with the city's 10-year strategic plan, Strive to Thrive: Pensacola 2035.

Planning Process

This chapter summarizes the robust community engagement process conducted by the CRA and the consultant team. Overall summaries of community feedback can be found in this chapter, with more detailed inventory of community feedback for reference in the Appendix.

Analysis

This chapter contains detailed analysis of the demographics, market potential, physical conditions, political boundaries, and transportation systems specific to the Westside CRA District.

Recommendations

This chapter contains an index of all policy, program, and project recommendations that are either new or updated from past plans, categorized by the following topics:

- Land Use, Zoning, and Special District
- Economic Development
- Neighborhood Development
- Housing
- Transportation, Streets, and Parking
- Open Space and Community Amenities

This chapter also includes a selection of Special Demonstration Projects, which serve to illustrate the potential impact of the implementation of collections of recommendations. These pages are intended to be "one-stop-shops" for potential actionable initiatives, but do not require exact conformity and do not represent the entirety of potential impactful projects for the district.

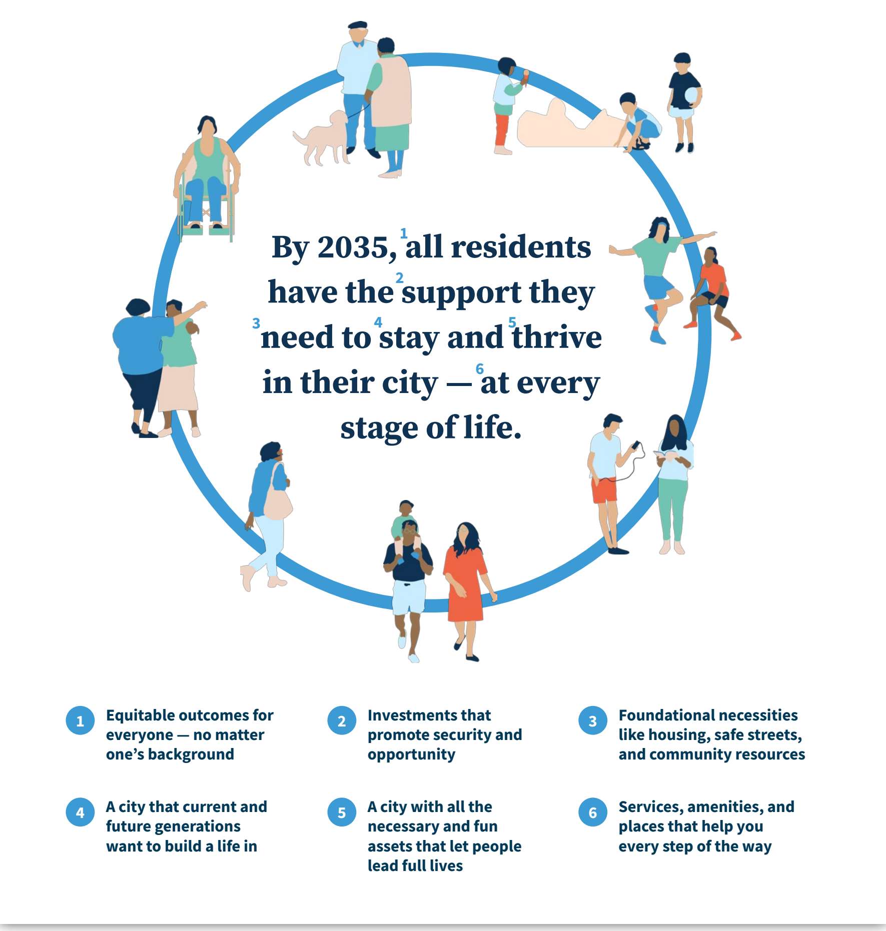
Implementation

This chapter recommends a structure for the CRA to best prioritize initiatives and make decisions, as well as TIF revenue projections, policy and funding considerations, and case studies for programs, policies, and projects.

Appendices

The appendices provide detailed background and studies that were produced or collected throughout the process and informed the recommendations, including:

- Summary of Step 1 Engagement
- Summary of Step 2 Engagement
- Demographics and Market Analysis
- CRA Funding Resources
- Sidewalk Prioritization
- Micromobility Area Map
- Cost and Impact Countermeasures
- Transportation Analysis



By 2035, [1]all residents have the [2]support they [3]need to [4]stay and [5]thrive in their city — [6]at every stage of life.

① **Equitable outcomes for everyone — no matter one's background**

② **Investments that promote security and opportunity**

③ **Foundational necessities like housing, safe streets, and community resources**

④ **A city that current and future generations want to build a life in**

⑤ **A city with all the necessary and fun assets that let people lead full lives**

⑥ **Services, amenities, and places that help you every step of the way**

Gehl

Vision Statement from the Strategic Plan

ALIGNMENT WITH THE STRATEGIC PLAN

Strive to Thrive, Pensacola's 2035 Strategic Plan, is intended to create consensus around a shared community vision and build a strategic foundation to build towards this vision. The Strategic Plan is a summary of the needs and opportunities of the entire City of Pensacola and provides recommendations for a variety of initiatives that particular city departments (i.e. Mayor's Office, City of Pensacola Public Works & Engineering Department, Housing Department, Sustainability & Resiliency Department, etc.) could lead in order to achieve these goals city-wide.

The City's strategic plan is a tool to guide city government's decision-making and ensure that strategic initiatives add up to achieve the broader goals and values of the Pensacola community. The City's community redevelopment plans align with the strategic plan and identify specific projects and activities authorized for the expenditure of Tax Incremental Financing (TIF) within the Urban Core, Westside and Eastside districts. The redevelopment plans are statutorily required for the expenditure of TIF funding under Chapter 163, Part III, Florida Statutes.

STRATEGIC PLAN

Eight goals were developed through this extensive engagement and analysis process that will guide priorities in Pensacola over the next 10 years:

- Attainable Housing for All Income Levels
- Support for Youth Experiences
- More Walkable, Mixed-Use Districts
- Thriving Innovation and Businesses
- Safe Streets for All Mobilities
- Resilient Waterfront and Neighborhoods
- Public Spaces that Connect Communities
- Neighborhoods that Celebrate Culture and Honor Legacy

MARKET CAFE

PLANNING PROCESS

OVERALL PROCESS

PROCESS OVERVIEW

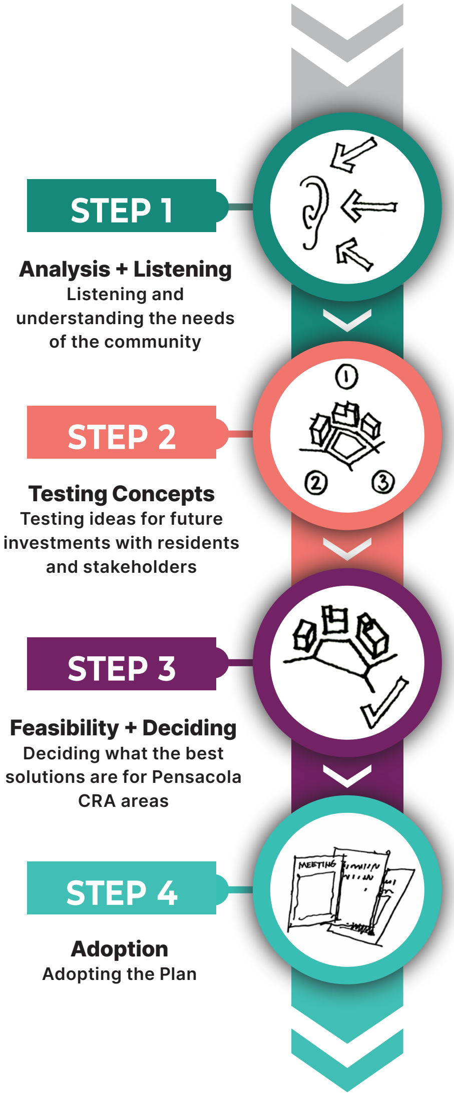
The process to develop this plan began in 2023 and builds on the past plans for the Westside and an extensive engagement process with residents and stakeholders. A rigorous step-by-step process was followed, incorporating multiple rounds of community engagement to guide the development of the recommendations. The process for the Westside CRA Plan ran concurrently with the plans for the Urban Core and the Eastside, with dedicated opportunities for residents of each local area to provide input and feedback on the plan initiatives for each specific area. Below is a summary of the engagement that took place:

Listening Workshop #1

- Over 900 comments received from more than 270 participants at the community meetings
- Over 200 comments from pop-up neighborhood workshops
- Over 750 comments from 213 contributors on the interactive map

Step 1: Analysis + Listening
The first step in this process involved meeting with community members, local business owners, and stakeholders to understand strengths and challenges and to receive suggestions about neighborhood improvements. In addition to reviewing existing plans and studies, this step also included:

- Listening Workshop #1 (May 28th-31st) — included stakeholder meetings
- Online Interactive Map (May 28th-August 23rd) — to gather input from the public
- Virtual Workshop (June)
- Neighborhood Association Luncheon (July 22nd)
- Vibe & Conversation — Belmont-DeVilliers (July 23rd)
- Cobb Center Summer Kids Camp Pop-Up (August 1st)
- Cobb Center Senior Bingo (August 2nd)
- Fricker Center Summer Kids Camp Pop-Up (August 5th)
- Coffee Conversation — Pensacola Library (August 7)
- Fricker Center Senior Bingo (August 9th)
- Pizza & Conversations — Lost Pizza (August 12th)
- Environmental & Waterways, Parks & Amenities, and Developers Virtual Meeting – (August 14th)


STEP 1

Analysis + Listening
Listening and understanding the needs of the community

STEP 2

Testing Concepts
Testing ideas for future investments with residents and stakeholders

STEP 3

Feasibility + Deciding
Deciding what the best solutions are for Pensacola CRA areas

STEP 4

Adoption
Adopting the Plan

Step 2: Testing Concepts

During this step, the team held a planning workshop to test concepts for priority projects in the neighborhood, such as housing and retail, and street and park improvements. Opportunities for feedback included:

- Four-day Testing Workshop (in-person)
- Digital surveys after Steps 1 and 2
- Meeting with Sanders Beach Neighborhood regarding ACW site

Step 3: Feasibility & Deciding

This step entailed reviewing what we learned from the Testing Workshop and subsequent survey, and documenting the preferred plan for the Westside, including:

- Draft Plan Development
- Two-day Implementation Workshop to get input on the Draft Plan

Step 4: Adoption

The final steps of this process include:

- March – presentation to the CRA & recommendation from the Westside redevelopment board
- April – approval by the CRA
- May – consistency review with the compilation plan by Planning Board
- June – adoption by City Council

TRANSPORTATION & STORMWATER MANAGEMENT
RETAIL & DESTINATION CORRIDORS
TRANSPORTATION & STORMWATER MANAGEMENT

Testing Workshop

COMMUNITY ENGAGEMENT STRATEGIES

This CRA Plan Update is anchored in the input received from Pensacola residents about what investments are most crucial in the Westside.

In order to maximize opportunities for participation, the team held multiple in-person and virtual events throughout the process. The CRA team also hosted additional engagement events (see Appendix) to meet people at existing gatherings and places of business. It was important to listen to residents about the existing conditions and key issues to address, while also establishing feedback loops to evaluate potential project ideas and opportunities for investment.

Ongoing communication was a core principle of this process. A CRA Plan website was established at the outset, and the following tools were used to keep participants up to date on the process:

- Regular website updates
- Sign up via the website
- Email updates to those that signed up on website, or at an in-person meeting
- Digital surveys after each step of the process
- Social media updates via Instagram and Facebook

STAKEHOLDER GROUPS

- Workforce
- Housing
- Environment & Waterways
- Parks & Open Space
- Arts & Culture
- Neighborhood Associations
- Transportation
- Community Support organizations

WHAT WE HEARD

STEP 1: LISTENING

A core part of Step 1 was hearing from current residents & stakeholders to understand the needs of the neighborhood and current priorities. This step included a three-day Listening Workshop, stakeholder meetings, and the launch of an interactive map to understand existing strengths and challenges, and gather an understanding of where the CRA should invest in the future. The appendix includes a full list of engagement touch points in this step of the process.

The Listening Workshop #1 which took place May 28th-31st included a series of public meetings and stakeholder meetings to gather input on the following topics:

- Strengths, Weaknesses, Opportunities — to understand the best places, problem areas, and where people would like to see something happen.
- Parks, Amenities, & Retail Destinations — to identify the places people visit most often.
- Transportation & Stormwater — to understand how people get around, identify problem streets, and areas that flood.

ENGAGEMENT TOUCH POINTS

LISTENING WORKSHOP
May 28th (at Sanders Beach-Corinne Jones Resource Center)

STAKEHOLDER MEETINGS
51 organizations participated across 9 stakeholder groups

INTERACTIVE MAP
Over 750 comments from 213 contributors

Listening Workshop #1

The following is a summary of what we learned during this step and the factors that informed the recommendations in the CRA Plan.

Strengths to Build On

- Wide variety of restaurants and shopping available
- St. John's Cemetery — historic, beautiful, and great for walking
- Existing parks with amenities like the dog park and splash pad
- Community spaces such as Fricker and the library
- Existing old oak trees that provide shade and character
- Institutions like the Music Makers Hall of Fame

Major Concerns

- Vacant/rundown buildings and lots make the area feel unsafe and detract from the existing character
- Lack of well maintained and connected sidewalks
- Lack of safe crosswalks, especially around schools
- Poorly maintained infrastructure cannot handle drainage; ongoing flooding issues
- Newer development does not fit in with the existing neighborhood scale and character
- Lack of an affordable grocery store in close proximity
- Trash and littering in public areas

Opportunities for Investment

- Develop a performing arts center with existing arts organizations
- More retail and restaurants, and an accessible grocery store
- Demolish the vacant Baptist Hospital buildings and create a mixed-use development that caters to the community's needs
- Build affordable housing in a variety of building types
- Well-maintained park space that offers different amenities for all ages; expand programming opportunities at existing community centers
- Improved flood mitigation
- Explore converting rails to trails, and create a safe, beautiful, and shaded pedestrian/bike connections
- Redesign some traffic intersections as landscaped roundabouts

Local Businesses

St. John's Cemetery Entrance

PLANNING PROCESS

STEP 2: TESTING CONCEPTS

Based on what we learned in Step 1, the team tested ideas for potential projects in the Westside which included:

- Street design improvements to Cervantes Street to support infill development along the corridor, calm traffic, and increase walkability along the corridor
- Explore the redevelopment of the Gibson School site for housing, potential grocery store, and public space
- Explore the redevelopment of the Baptist Hospital site
- Improvements to Barrancas Avenue to accommodate a shared-use path and enhance pedestrian and bike connectivity
- Connect new multi-use path to the Sun Trail along the waterfront
- Intersection improvements to improve safety near schools and community amenities
- Explore how to create gateways into the district

STEPS 3 & 4: FINALIZING THE PLAN

The final steps of the process included refining the project ideas to prioritize investment in the neighborhood. The final plan reflects input from residents regarding the most impactful opportunities for improvement.

Testing Workshop

Developer Feedback: Important Factors

Placemaking and Amenities

- Well-maintained streets & sidewalks are attractive
- Open spaces nearby add a boost
- Near other developments (residential, commercial, mixed) is attractive
- Perception of safety is attractive

Economic and Job Hubs

- Clustering of high(er) paying jobs is attractive
- Resident today have mixed perceptions about economic growth accelerating
- Desire for proximity to or inclusion of jobs/ business/ entrepreneurship / workforce training opportunities

Infrastructure

- Attracted to sites where the City takes on storm-water retention responsibility
- For now, high flood risk areas are avoided due to cost/risk
- Need for additional transit access

Land Availability

- City facilitating the availability of public land (via parcel cost or assembly) is attractive, as a means to support private development moving forward
- Project on other types of land (churches, etc.) with zoning changes is attractive
- Proposed projects on privately-owned land will be more expensive to develop

Parking

- Existing minimum parking requirements are viewed as a cost challenge that could be reduced

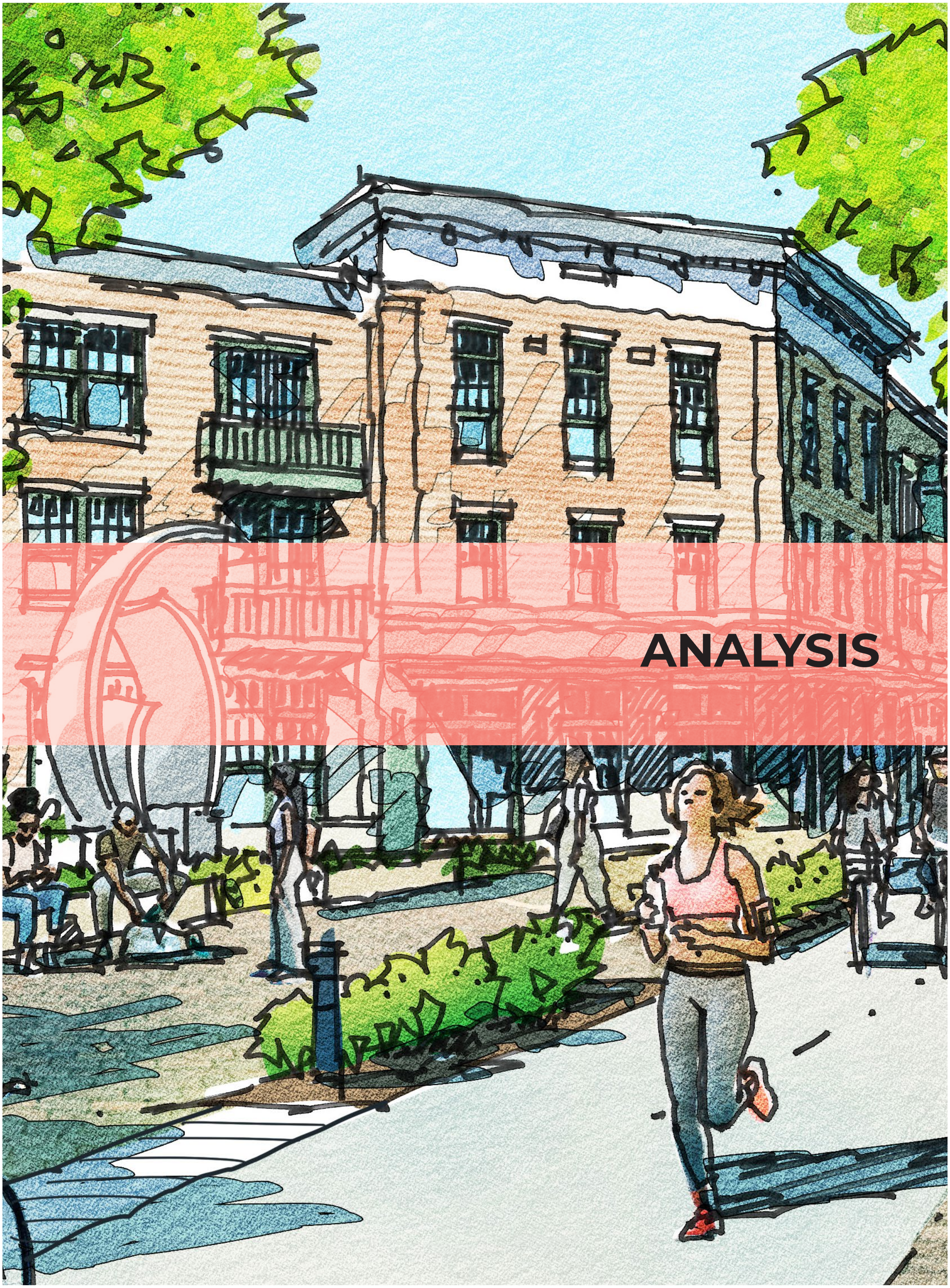
Funding

- Investors and developers from outside of the region tend to be less risk averse, but need a compelling vision and project opportunities to attract them

Permitting

- Projects that can easily obtain permits are more attractive

Developer feedback from stakeholder meeting



ANALYSIS

DEMOGRAPHICS & MARKET ANALYSIS SUMMARY

Analyzing the existing demographics and market conditions of the CRA Districts was an essential step, laying the foundation for effective recommendations for policies, programs, and projects. This analysis was conducted across all three CRA Districts simultaneously, but also narrowed in on each district to identify specific conditions per district.

The intent of this analysis was to:

- Analyze demographics of each CRA District
- Identify primary community stressors
- Identify opportunities in the market
- Determine the potential impacts of development in each district in order to prevent the displacement of residents and businesses
- Provide priorities for designers and policymakers to make positive impacts and avoid negative impacts on the community.

DEMOGRAPHICS AND SOCIOECONOMICS

Resident Demographics

The Metropolitan statistical area (MSA) where Pensacola sits has a steadily growing population (1.1% annual average growth rate from 2020 to 2024, similar to the state's overall trend at 1.3% per year in the same period). The MSA's population is younger than the state's overall (40.3 vs 43.5 in median age), an asset that the City leverages for job creation and economic development.

In the Westside CRA District specifically, as of 2024, there are over 6,000 residents residing in the District, with a population density (3,419 per square mile) significantly higher than the city (2,375 per square mile) and the MSA (320 per square mile). The District's population has been stable with slight decline (-0.2% annual average growth rate from 2020 to 2024), and the median age is 2 years older than that in the MSA (42.1 vs 40.3).

Income and Affordability

At the regional level, Pensacola MSA's median household income is on par with and slightly higher than the state's ($76k vs $75k), while the MSA's median home prices tend to be lower than the state average ($331k vs $392k). Hence the MSA has a much higher affordability index, which takes into consideration both price and income factors, than the state (93 vs 75). Housing affordability index, developed by ESRI Business Analyst based on Census data, indicates the relative affordability of a place; an index greater than 100 suggests homes are easily afforded by the average area resident, and an index less than 100 suggests that homes are less affordable. In terms of poverty, the city's and the MSA's poverty rates are on par with the state's level (all around 12%-14%).

Statistic	State	MSA	County	City	Eastside	Westside	Urban Core
Resident Demographics							
Population (2024)	22,779,514	534,840	329,878	54,094	1,269	6,192	3,825
Density (population per square mile) (2024)	425	320	502	2,375	3,165	3,419	1,935
Annual average population growth rate (2000-2020)	1.3%	1.1%	0.5%	-0.2%	0.1%	-0.2%	0.6%
Median age (2024)	43.5	40.3	39.9	43.5	37.5	42.1	46.8
Income and Affordability							
Median home value (2024)	$391,816	$300,875	$303,143	$354,287	$267,157	$208,696	$505,696
Median household income (2024)	$74,715	$75,688	$64,816	$69,067	$37,906	$26,158	$71,036
Percentage of households below the poverty level (2022)	13%	12%	14%	14%	25%	38%	11%
Vacancy rate (2022)	13%	12%	13%	11%	21%	15%	24%
ESRI Housing Affordability Index (2024)	75	93	87	79	58	51	57
Percentage of owner-occupied housing (2024)	66%	69%	64%	61%	54%	37%	54%
Jobs, Businesses, and Employment							
Total businesses (2024)	1,073,557	18,933	13,451	4,804	65	463	1,658
Total employees (2024)	9,448,528	229,861	186,682	58,160	649	6,475	19,450
Average annual employment growth rate (2010-2022)	2.2%	0.4%	0.2%	-0.2%	-0.4%	1.6%	0.5%
Average size of business (employees per business) (2024)	9	12	14	12	10	14	12
Share of population age 25+ with bachelor's degree of higher (2024)	35%	32%	31%	43%	32%	20%	50%

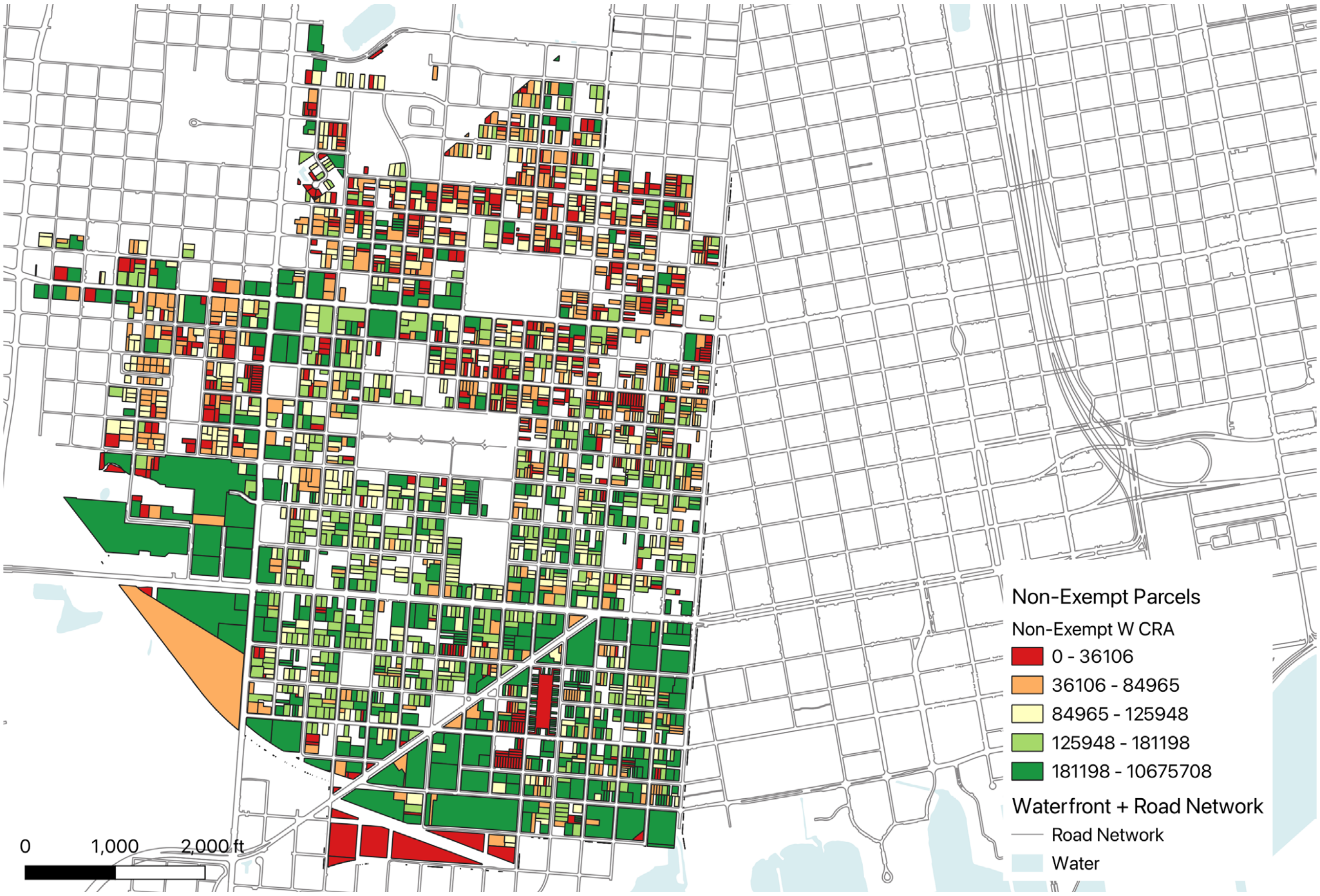
Data source: ESRI Business Analyst; American Community Survey

In the Westside CRA District specifically, as of 2024, the homeownership rate is significantly lower than the MSA (37% vs 69%). The District's median home price is lower than the MSA ($208k vs $331k), but so is its median household income ($26k vs $76k). Therefore, the affordability index in the District is lower than that in the MSA (51 vs 93), pointing to the need for both increased income and attainable housing. The poverty rate in this district (38%) is significantly higher than the city average (14%), hence residents in this area might be particularly vulnerable to major market fluctuations.

Jobs, Business, and Employment
In the region, the military has been a major employment driver, together with key sectors such as professional services, education, healthcare, tourism, and public administration. The city is a job hub in the area, with an employee to resident ratio of 1.1 to 1 (compared to the 0.4 to 1 ratio in the MSA). In terms of job growth, the MSA and the city have seen relatively stagnant growth (0.4% and -0.2% on average per year since 2010) compared to the state (2.2%). In terms of residents' access to jobs, the city has a higher educational attainment than the MSA, measured by the share of population above 25 years old with a Bachelor's degree or higher (43% vs 32%).

In the Westside CRA District specifically, as of 2024, the area has an employee to resident ratio of 1 to 1, on par with the city. The job growth rate here is higher than the city and the region, at 1.6% per year on average since 2010. The educational attainment of residents in the District tends to be significantly lower than that in the city as a whole (20% of District residents above 25 years old have a Bachelor's degree or higher, compared to the city's 43%). The District's median income is significantly lower than the city median ($26k vs $69k), indicating a need for greater access to upskilling and quality job opportunities.

All these statistics and more are further detailed in the Appendix.



Assessed Property Value by Parcel (2024)

REAL ESTATE MARKET

Housing Market

Compared to the MSA, the city has a slightly lower share of single-family homes in the total housing market (73% vs 80%), and a higher share of small-sized multi-unit housing (11% vs 7%); the shares of larger structures are similar at the city and the MSA levels (both around 5%-6%). The city's pace of building new housing, however, is slower than the MSA, as 6% of the city's housing stock was built in 2010 or later, whereas the statistic in the MSA is 13%. The city's vacancy rate is on par with the MSA's (11%-12%). In terms of price, the median home value in the city is slightly higher than the MSA ($354k vs $330k), while median rent in the city is lower than that in the MSA ($1,144 vs $1,260).

In the Westside CRA District, a higher share of the housing stock is in multi-family buildings; housing with more than 50 units provides 13% of total units in the district (compared to 5% in the MSA). 11% of the total housing in the district was built after 2010, higher than the city (6%) and just slightly lower than the MSA (13%). Vacancy rate is slightly higher than the city average (15% vs 11%), and median home value ($209k) and median rent ($620) are both significantly lower than the city medians.

Commercial Market

The city has a high concentration of office, retail and hospitality assets in the region, with the city's commercial space (measured by SF or unit) to population ratios being 7 times as high as those in the MSA and state. For office, the city's current vacancy rate (2%), on par with the MSA's level (3%), is significantly lower than the state's (8%); new construction and absorption activities in the city have been relatively low. For retail, vacancy rates at the city, MSA and state levels are similar (all around 3%); there is currently more new retail under construction in the city than new office construction. In the hospitality sector, the city's current occupancy rate (62%) is on par with the state's (63%), both slightly lower than the state average (70%); there are several new hotel developments under construction or in the pipeline within the city.

The Westside CRA District has approximately 511,000 square feet of office spaces (with 0 reported vacancy) and 595,000 square feet of retail spaces (with 2% vacancy). There is a potential need for commercial spaces that suit neighborhood character and can help grow local small businesses.

Property Value Analysis

The data for this analysis was obtained from the City and included a comprehensive list of assessed parcels within each Community Redevelopment Area (CRA). To ensure an accurate representation of taxable properties, all parcels with a noted exemption status or public ownership were removed from the dataset. This filtering process allowed for a focused analysis of non-exempt parcels, providing a clearer picture of the assessed property values within each CRA.

Statistic	State	MSA	County	City	Eastside	Westside	Urban Core
Housing Market							
Total Housing Units (2022)	9,075,148	206,688	136,891	27,066	761	3,253	1,983
Share, 1-2 units per building (2022)	67%	80%	76%	73%	84%	59%	65%
Share, 3-9 units per building (2022)	10%	7%	9%	11%	11%	13%	7%
Share, 10-50 units per building (2022)	12%	5%	7%	6%	0%	7%	10%
Share, 50+ units per building (2022)	9%	5%	5%	6%	0%	13%	12%
Median year built (2022)	1987	1988	1983	1972	1955	1965	1966
Share, units built after 2010	11%	13%	10%	6%	8%	11%	11%
Vacancy rate, all housing (2022)	16%	12%	13%	11%	21%	15%	24%
Median home value (2024)	$391,816	$330,875	$303,143	$354,287	$267,157	$208,696	$500,696
Median rent (2024)	$1,580	$1,260	$1,203	$1,144	$841	$620	$1,736
Commercial Market							
Office, inventory in square feet (2025)	780,000,000	17,700,000	15,800,000	15,400,000	21,500	511,000	4,100,000
Office, vacancy (2025)	8%	3%	2%	2%	0%	0%	2%
Office, under construction in square feet (2025)	5,300,000	5000	0	0	0	0	0
Retail, inventory in square feet (2025)	1,300,000,000	32,500,000	23,900,000	22,600,000	131,000	595,000	1,400,000
Retail, vacancy (2025)	3%	3%	3%	3%	1%	2%	3%
Retail, under construction in square feet (2025)	6,400,000	153,000	153,000	153,000	0	0	0
Hospitality, inventory in rooms (2025)	508,244	9,892	8,783	7,115	N/A	26	795
Hospitality, occupancy rate (2025)	70%	63%	63%	62%	N/A	51%	69%
Hospitality, under construction in rooms (2025)	16,976	200	98	98	N/A	0	0

Data source: ESRI Business Analyst; American Community Survey; CoStar

The Westside CRA has a total assessed value of $387 million across 2,551 non-exempt parcels. The average assessed value is $152k. The highest-valued property is assessed at $11 million, indicating the presence of some high-value and large-size properties. Many of the lowest property values are scattered toward the north and around Cervantes Street.

FOR SALE
SOLD

Kindel Media

MARKET OPPORTUNITIES

Based on the assessment of the regional and local socioeconomic and market conditions, the following potential strategies are identified to further drive the city's economic development efforts:

- **Public realm strategy:** Induce and organize private development with investments in parks, open spaces, high-quality streets and sidewalks, and amenities. In the planning and implementation strategy, be mindful of gentrification and displacement risks.
- **Strategic development sites**: Identify shovel-ready development and/or adaptive reuse sites as demonstration projects. Attract private investments with streamlined site assemblage and community-supported visions.
- **Incentives:** Motivate private investments where ROI is currently too low relative to competition from other regions. Consider the following when designing and implementing potential incentive programs:
  1. Tie the applicants' qualifying criteria to KPIs aligned with key policy goals and the City's Strategic Plan;
  2. Conduct cost-benefit analysis to determine the programs' fiscal impact;
  3. Consider a broad array of incentive tools - in addition to fiscal tools, consider zoning policies, land contribution, and permitting and regulatory relief as part of the toolkit;
  4. Consider a phased approach to test the programs in specific high-priority areas before expanding their application;
  5. Consider combine guidance on community benefits agreement with incentive design to ensure fairness and preempt gentrification concerns;
  6. Leverage state and federal programs to maximize the impact of local programs.
- **Economic opportunities and wellbeing**: Continue to leverage workforce training partnerships as well as education programs to prepare residents for high-quality careers and attract businesses. Uplift residents with access to fresh food, health, and social services. Improve the perception of public safety. These improvements also help attract further private investments.

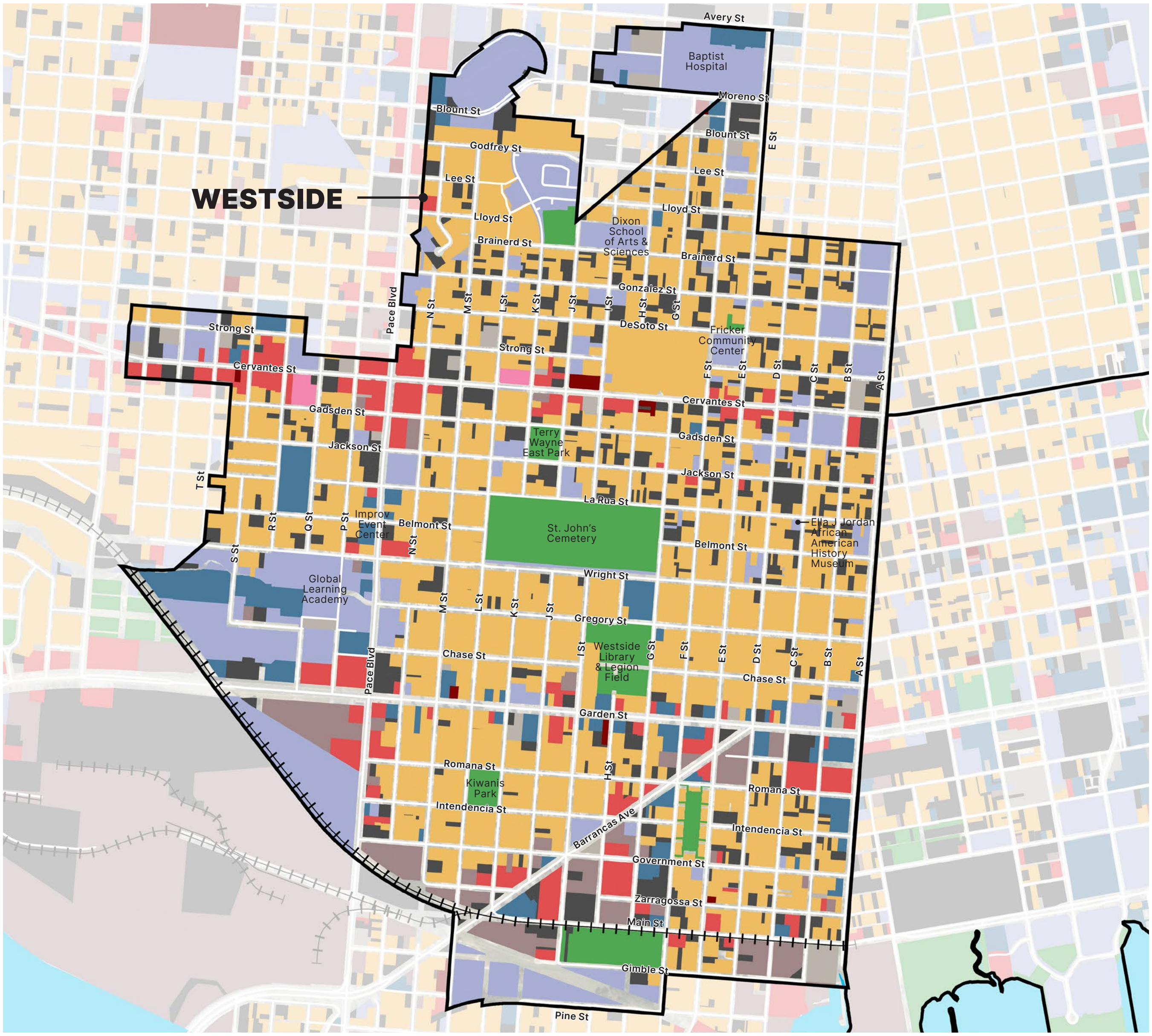
PHYSICAL PATTERNS

WESTSIDE CRA District
WHAT WE HEARD
STRENGTHS
WEAKNESSES
WEAKNESSES MAP
HDR JLP+D

Mapping patterns during the workshop helps reveal objective conditions and prove residents' anecdotal experiences

PATTERN ANALYSIS OVERVIEW

The following series of diagrams is intended to reveal key characteristics and opportunities about the community by isolating both physical and zoning elements such as land use designations, street typologies, open space amenities, vacancies, distinct classifications, and more. Identifying patterns through these standardized analytical plan diagrams helps to target specific community place-based needs and opportunities.


Avery St
Baptist Hospital
Moreno St
Blount St
Blount St
E St
Godfrey St
Lee St
Lee St
WESTSIDE
Lloyd St
Lloyd St
Brainerd St
Brainerd St
Dixon School of Arts & Sciences
Gonzalez St
DeSoto St
Fricker Community Center
Strong St
Strong St
Cervantes St
Cervantes St
Pace Blvd
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Gadsden St
Gadsden St
Jackson St
Jackson St
Terry Wayne East Park
La Rua St
T St
R St
Q St
P St
Improv Event Center
Belmont St
N St
St. John's Cemetery
Belmont St
Ella J Jordan African American History Museum
S St
Global Learning Academy
Wright St
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Main St
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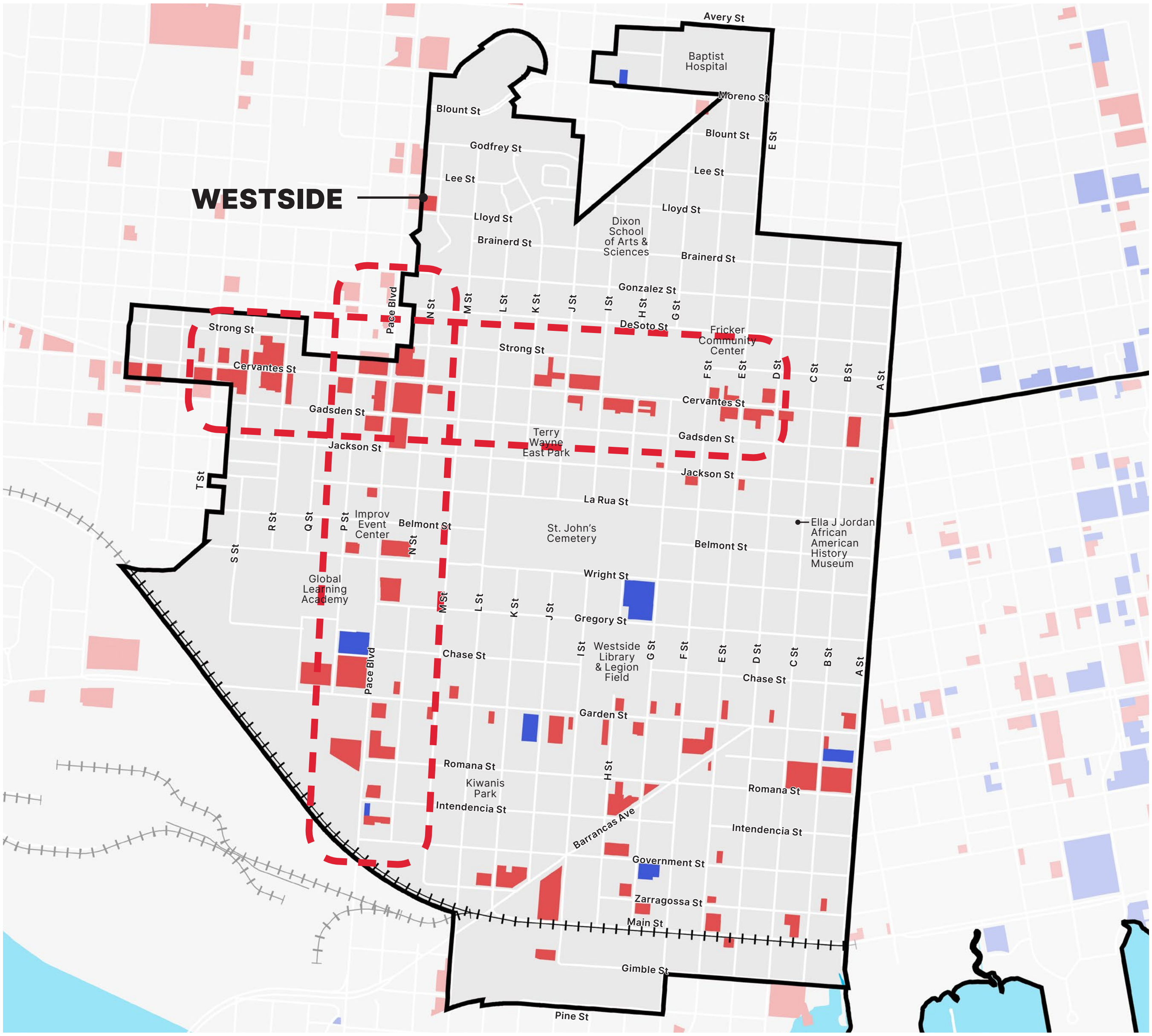
EXISTING LAND USES

The Westside is predominantly residential; however, the district also includes extensive commercial corridors along Cervantes Street, Pace Boulevard, Barrancas Avenue, and Garden Street. Industrial uses are located along Barrancas Avenue and W Main Street. Former industrial sites present opportunities for remediation and redevelopment.

🟩	Open Space	4.21%
🟪	Hotel/Lodging	0.22%
🟨	Residential	34.43%
🟪	Institutional	7.68%
🟫	Industrial	9.94%
🟥	Retail/Commercial	3.11%
🟦	Office	4.46%
🟥	Mixed-Use	0.24%
⬜	Parking Lots	1.43%
⬛	Vacant	12.76%
☐	Public Rights-of-Way	21.52%
🟦	Water	—

Map created using ESRI GIS Data from City of Pensacola, January 2024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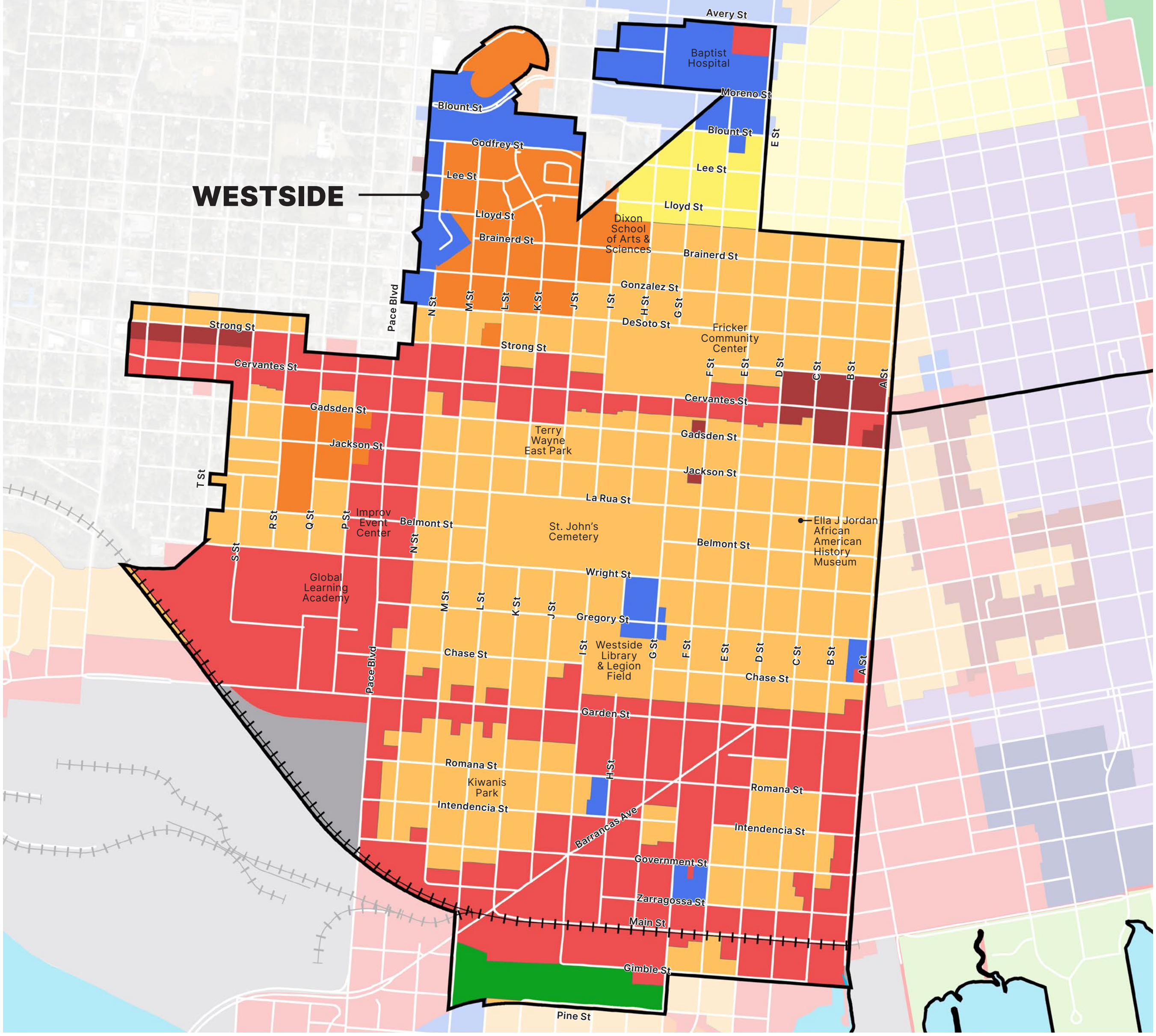
COMMERCIAL & RETAIL USES

The Westside commercial corridors are located along Cervantes Street, Pace Boulevard, Barrancas Avenue, and Garden Street. Retail in the Westside is more auto-oriented and less walkable than other districts, in part due to the fractured sidewalk network, scale of roadways, and the development patterns.

🟥 Retail/Commercial Use
🟦 Commercial Office Use
◌ Commercial Centers

Map created using ESRI GIS Data from City of Pensacola, January 2024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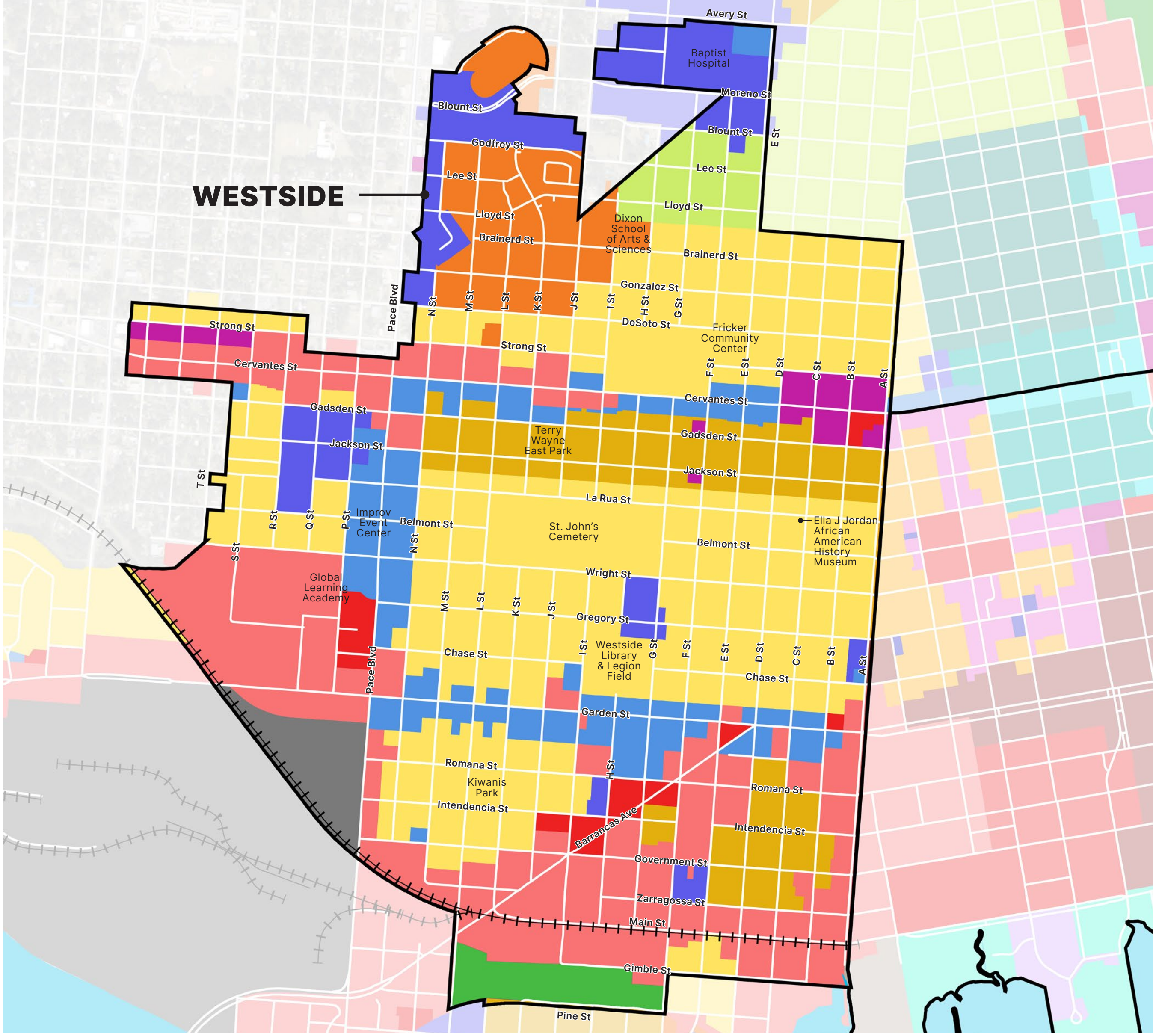
FUTURE LAND USE

The City of Pensacola Land Development Code (LDC) establishes the intended future land uses for districts and parcels. The City is currently in the process of revising the LDC, and the map above may change with future updates. The full range of future land use categories are listed to the right.

- 🟩 Conservation Land Use (CO)
- 🟨 Low-Density Residential Land Use (LDR)
- 🟧 Medium-Density Residential Land Use (MDR)
- 🟧 High-Density Residential Land Use (HDR)
- 🟦 Office Land Use (O)
- 🟫 Residential/Neighborhood Commercial Land Use (RNC)
- 🟥 Commercial Land Use (C)
- ⬜ Industrial Land Use (ID)
- 🟪 Historic and Preservation Land Use (HP)
- 🟩 Redevelopment Land Use (R)
- 🟦 Business (B)
- ⬛ Interstate Corridor (IC)

Map created using ESRI GIS Data from City of Pensacola, January 2024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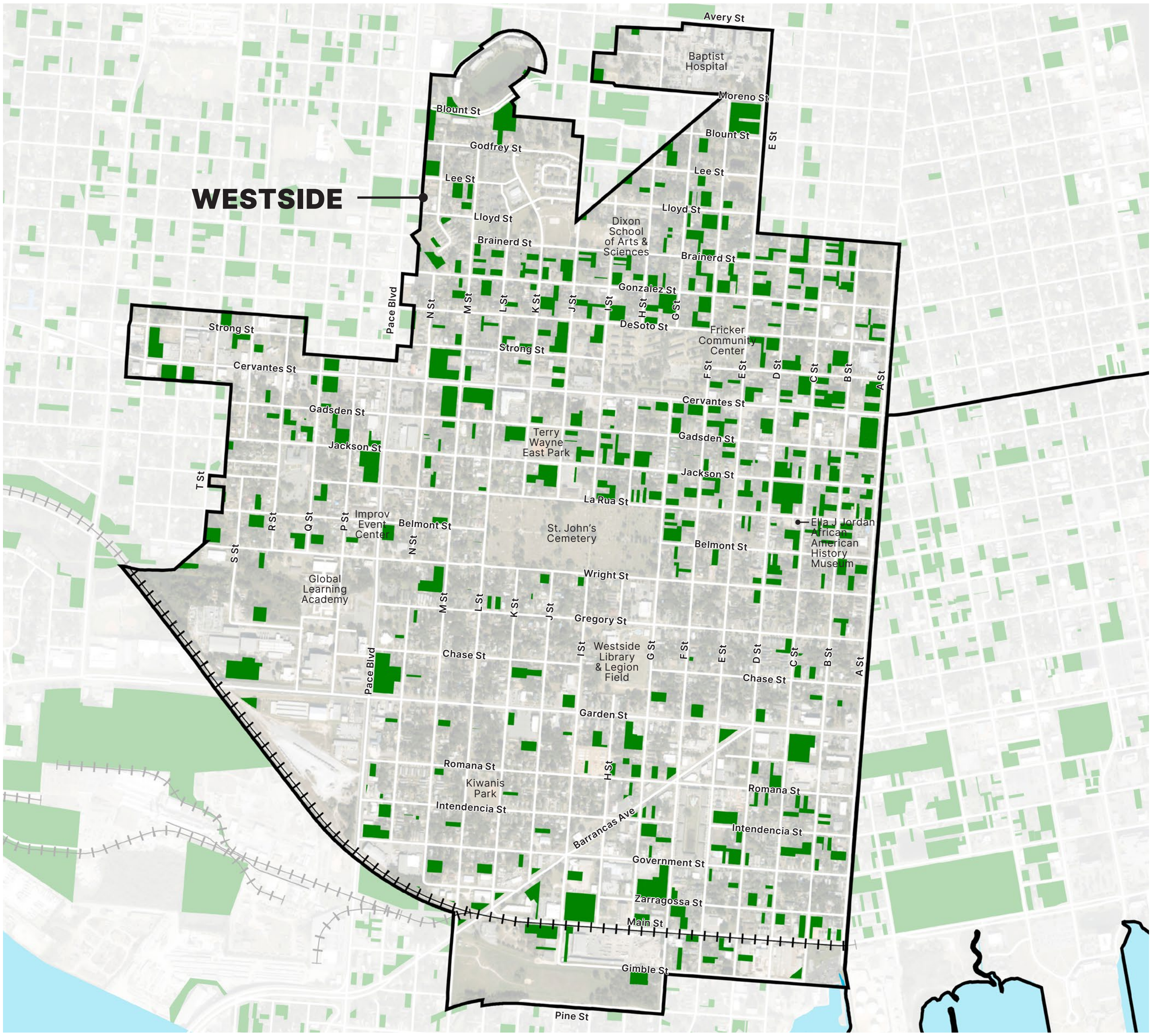
ZONING

A large area of the Westside is zoned low-density residential. Several blocks on the northern side are zoned for Multiple Family. The two main road corridors and the area along the rail line combine a variety of commercial zoning classifications.

- 🟥 Commercial (C-2)
- 🟥 Commercial (C-3)
- 🟩 Conservation
- ⬛ Heavy Industrial
- 🟧 Multiple Family
- 🟨 One and two family (R-1A)
- 🟨 One and two family (R-1AA)
- 🟪 Residential/Neighborhood Commercial
- 🟦 Residential/Office
- 🟦 Retail Commercial (C-1)
- 🟩 Single Family (R-1AAA)

Map created using ESRI GIS Data from City of Pensacola, January 2024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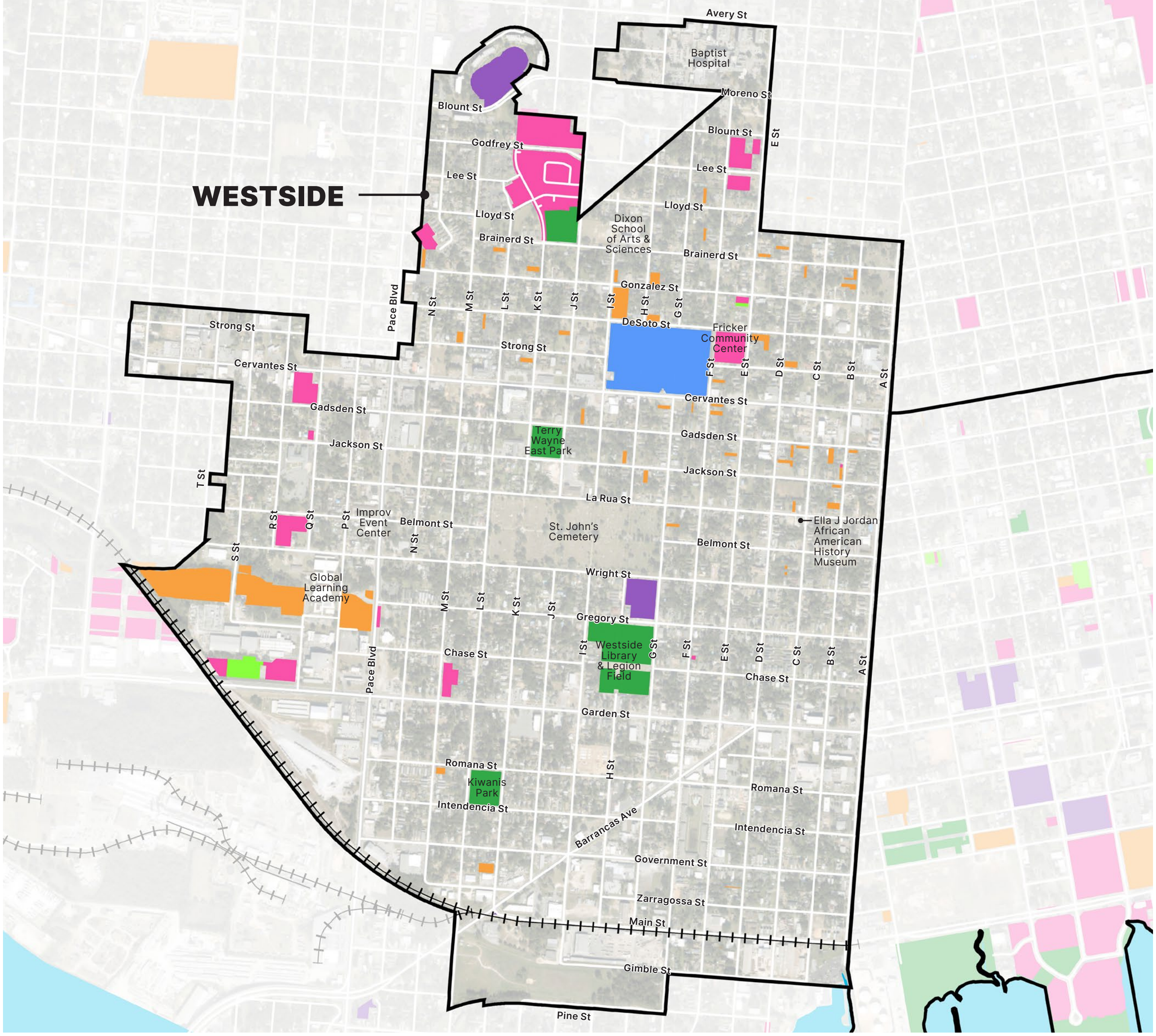
VACANCY

🟩 Vacant Lots

Approximately thirteen percent of the Westside CRA District is vacant. These are unoccupied lots that are not being used for their intended purpose. A large number of these vacancies are smaller, single-family lots within an existing residential neighborhood. The larger vacant lots are concentrated along Cervantes Street and the rail line.

Map created using ESRI GIS Data from City of Pensacola, January 2024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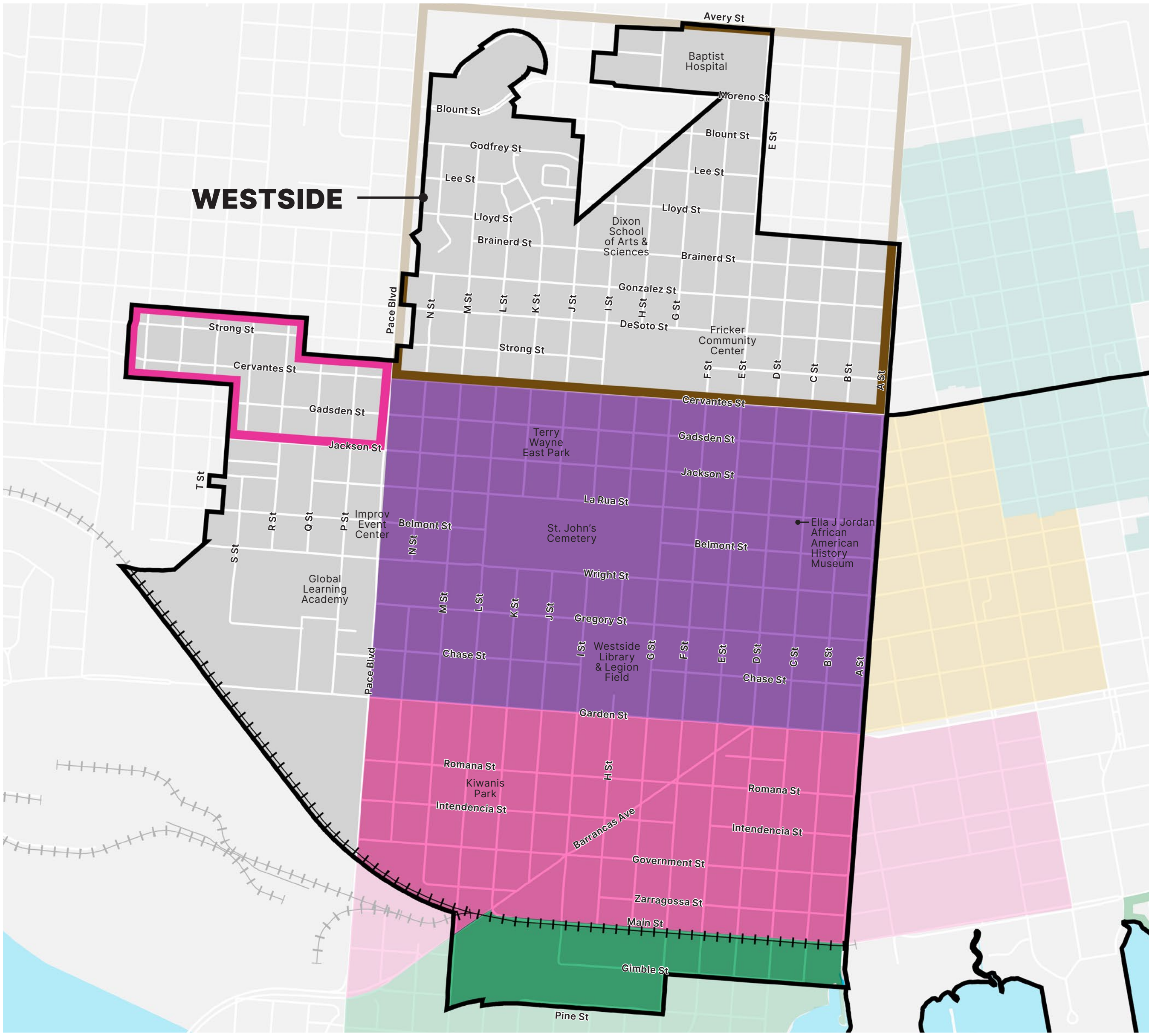
PUBLICLY-OWNED LAND

Publicly-owned land is an important asset. It can incentivize development that benefits the community and be used to create amenities such as open spaces and recreation facilities. The Westside is limited in publicly-owned land available for development. A number of public amenities are located throughout the district, including the library, Kiwanis Park, the Fricker Community Center, and Terry Wayne East Park. Large-scale reuse of the Baptist Hospital and ACW site offer opportunities for public-private partnerships to bring new uses and community amenities to the Westside.

- 🟦 Federal-owned land
- 🟪 State-owned land
- 🟧 County-owned land
- 🟥 City-owned land
- 🟩 City-owned parks & open space
- 🟩 City-owned vacant land

Map created using ESRI GIS Data from City of Pensacola, January 2024



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NEIGHBORHOODS

The Council of Neighborhood Association Presidents of Pensacola (CNAPP) is the official organization for neighborhood representation in the City of Pensacola. There are three CNAPP member organizations. Two additional neighborhood associations are also known to have existed within the Westside district in the recent past. However, the level of activity and incorporation for these associations, and potentially others, cannot be confirmed due to their lack of membership with CNAPP.

🟪 Westside Garden District

🟥 Tanyard

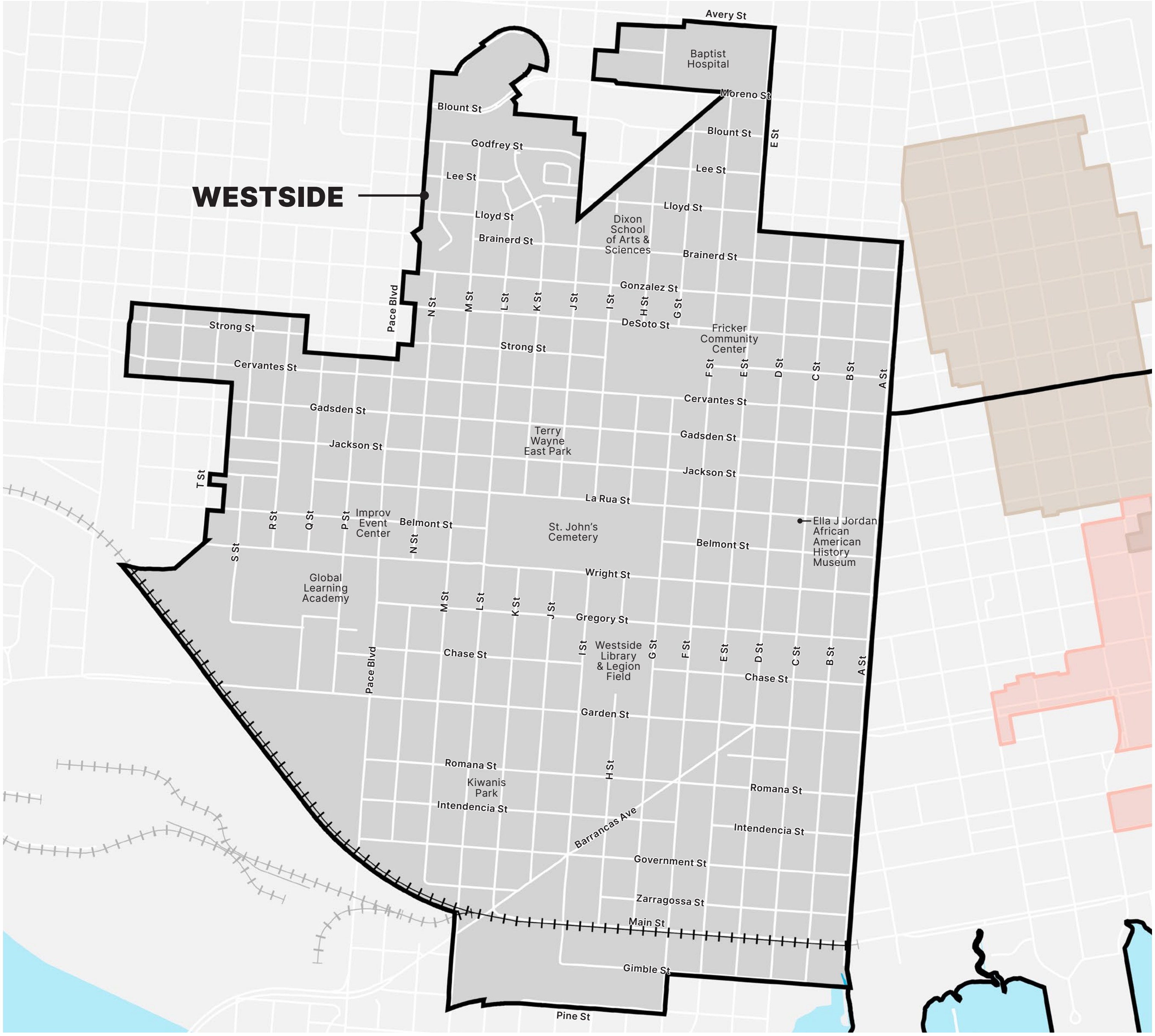
🟩 Sanders Beach

OTHER

□ Historic Brownsville Neighborhood Association

□ Westpointe Heritage Neighborhood Association

Map created using ESRI GIS Data from City of Pensacola, January 2024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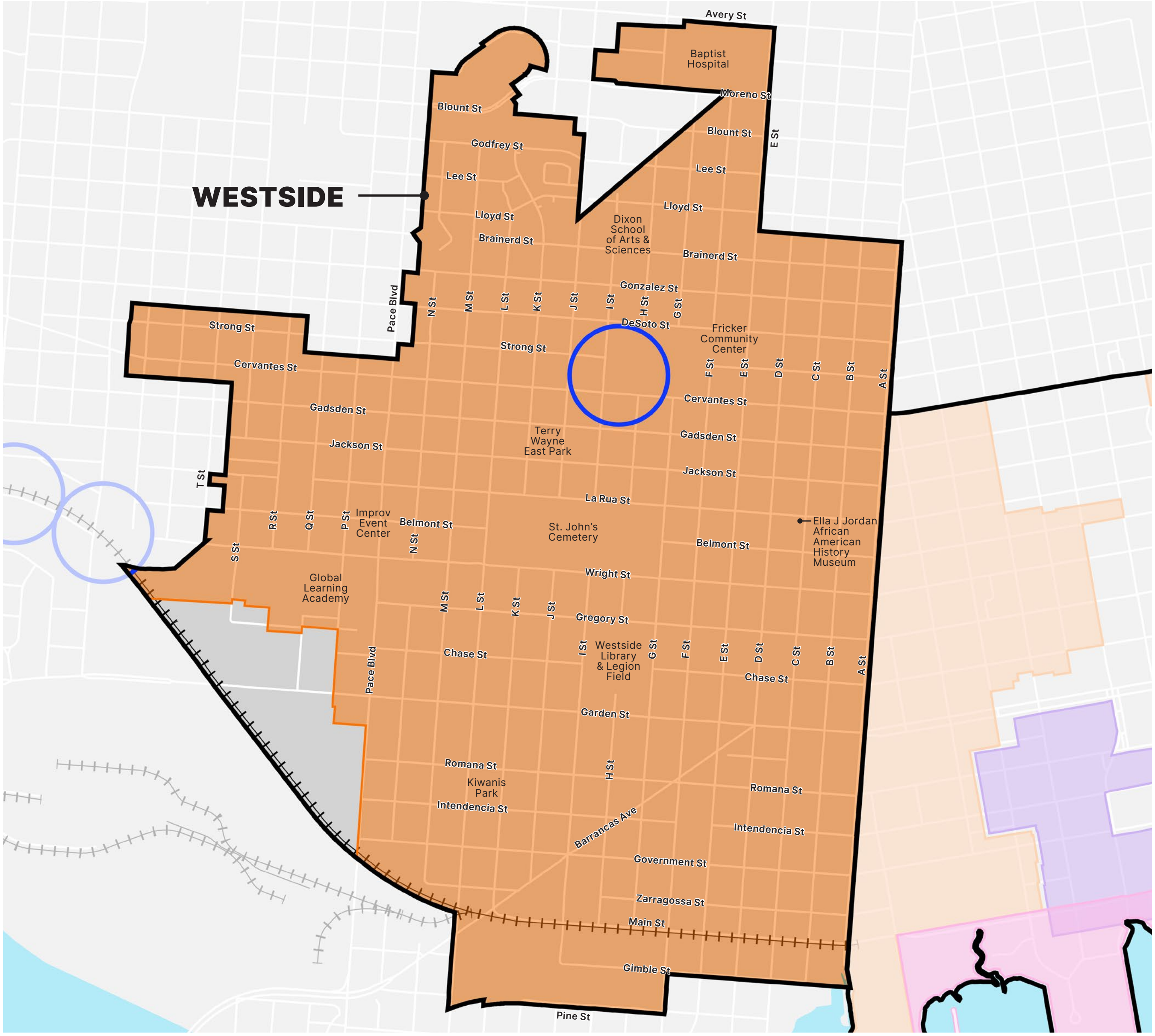
HISTORIC DISTRICTS

Because of Pensacola's long history, there are many areas that are historically and archaeologically important.

There are no historic districts currently located in the Westside CRA District. This does not mean there are no historically-significant properties, structures, or sites; however, there are no protected preservation areas currently.

Map created using ESRI GIS Data from City of Pensacola, January 2024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○ Wellhead Protection Area

🟧 CRA Urban Design Overlay

Map created using GoMaps 4.0 GIS Data from City of Pensacola, September 2024

UNIQUE DISTRICTS

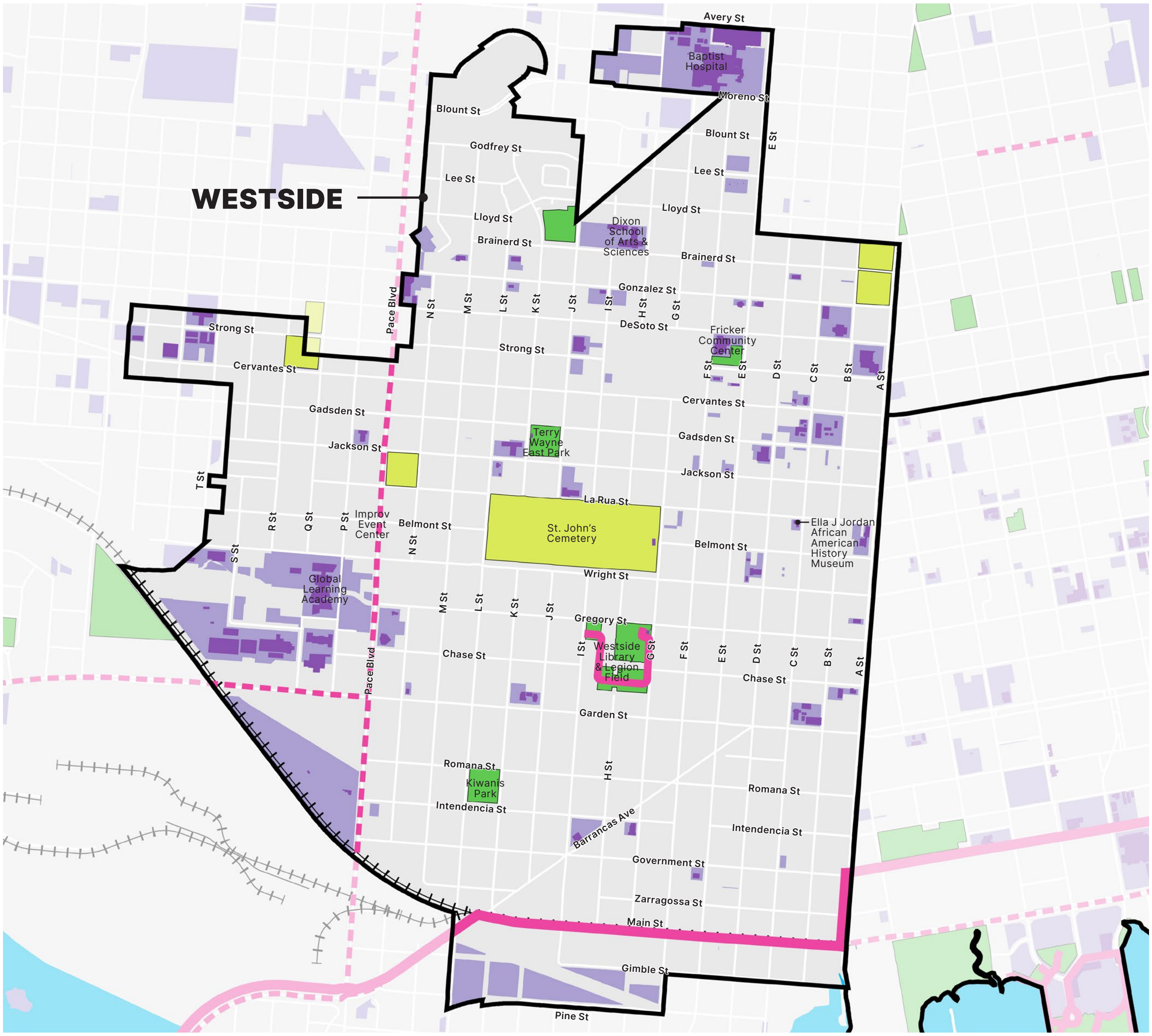
There are several unique districts and overlays that require sensitive design and enhanced access in the City of Pensacola. The Westside CRA District includes the CRA Urban Design Overlay and Wellhead Protection Areas.

CRA Urban Design Overlay

The CRA Urban Design Overlay area covers the majority of the Westside CRA District. The purpose of the district is to improve the visual appearance of these areas, while preserving the urban and architectural character. The regulations support replacing blighted properties with quality, pedestrian-oriented development and encourages a mix of uses that can support a variety of locally-oriented businesses and cultural institutions.

Wellhead Protection Area

The Westside CRA District contains one Wellhead Protection Area. These areas are established to protect underground-based sources of drinking water. The goal is to protect the ground area around public water supply wells from contamination.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Pine St

- 🟩 Parks & Open Space
- 🟨 Cemetery
- 🟪 Institution/Community Amenity
- ▬ Trail Network
- ╍ Dedicated Bike Lanes

PARKS, OPEN SPACE, AND AMENITIES

The Westside includes many parks, open spaces, and public amenities that enhance the livability and desirability of these areas, including:

- Kiwanis Park
- Legion Field
- Morris Court
- St. John's Cemetery
- Terry Wayne East Park

Further analysis should categorize the parks as passive versus active open space and show how future planned open space connections could better link the existing parks, open space, and amenities to ensure that all parks and open spaces are utilized appropriately and contain amenities that are well-maintained by the city and well-used by the community.

Map created using ESRI GIS Data from City of Pensacola, January 2024

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TRANSPORTATION ANALYSIS SUMMARY

EXISTING CONDITIONS

Understanding the existing conditions of transportation infrastructure and usage establishes a foundation for developing near-, medium-, and long-term recommendations to ensure that all residents enjoy safe and comfortable mobility options. This assessment was assembled from a variety of sources, including city and FDOT traffic and crash data, previous plans, and resident comments.

Geography & Layout

The locations of arterial roadways split the Westside into multiple pockets which lack connectivity to each other. These arterials carry high volumes of traffic in and out of the city, with wide lanes and high speeds. This prioritization of vehicular movement over pedestrian mobility leads to development patterns that do not foster a sense of place, catering exclusively to drivers and automobile-related services.

Pedestrian & Bicycle Facilities

There are many challenges with the pedestrian and bicycle infrastructure in the Westside. The lack of sidewalks, crosswalks, bicycle lanes, and maintenance of any of these types of facilities creates huge barriers in safety and comfort, particularly for those who rely on mobility aids like wheelchairs, walkers, scooters, etc.

The Westside does feature the second-most quantity of sidewalks among the three CRA Districts, but also represents 83% of all sidewalk gaps in the city.

Roadway Safety

The allocation of space within rights-of-way tends to favor space for cars over any other form of travel. Drivers tend to drive faster as lanes widen, further decreasing the safety of pedestrians, bicyclists, and the drivers themselves.

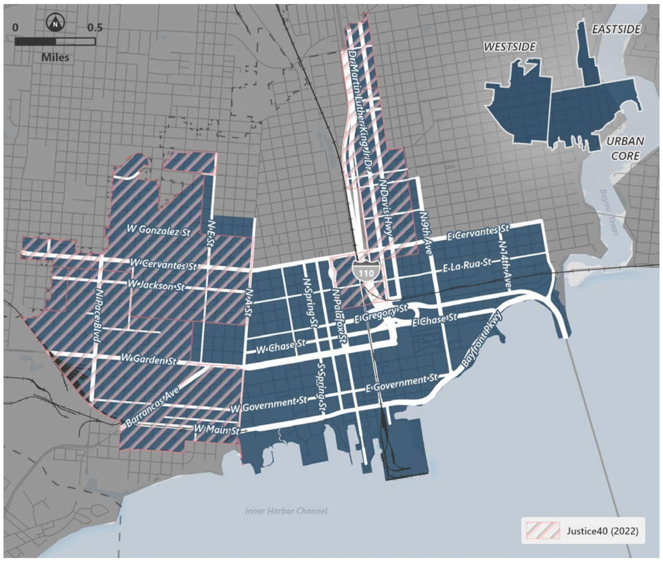
The Active Transportation Plan (ATP) adopted in 2023 identified the intersections of Barrancas Avenue at W Main Street and Barrancas Avenue at W Garden Street as two of the top five "high crash intersections" within the CRA Districts.

Katie E

WHAT IS WALKABILITY?

Walkability is a term that refers to the ease and ability to access amenities on foot. Great urban places tend to be very walkable, meaning that residents and visitors are able to walk (or use mobility aids) to safely and comfortably reach destinations like shops, daily services, parks, schools, employment centers, and more. Ideally, making a place more walkable will translate into more people choosing to walk instead of driving, which has health, social, economic, and environmental benefits.

This concept also often extends to bicycling infrastructure, called "bikeability." Leading to the same benefits, bikeability is another important ingredient for great urban places.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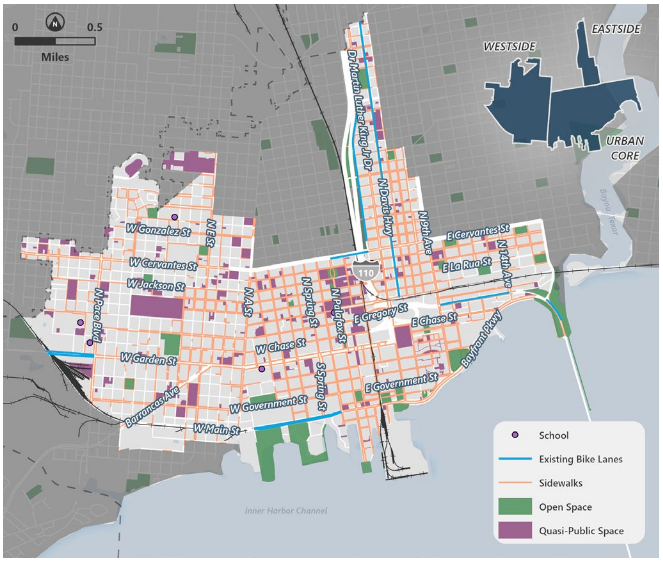
Inner Harbor Channel
Justice40 (2022)

Major Roadways and USDOT Disadvantaged Communities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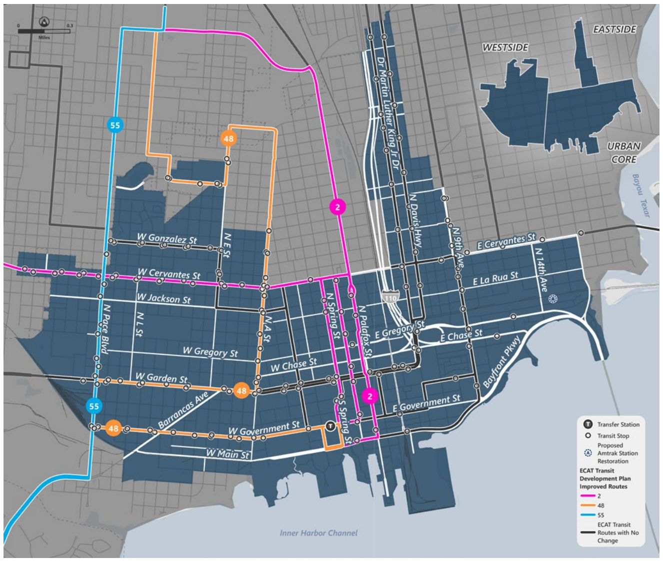
Sidewalks
Open Space
Quasi-Public Space

Pedestrian & Bike Facilities and Community Assets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Proposed Amtrak Station Restoration
ECAT Transit Development Plan Improved Routes
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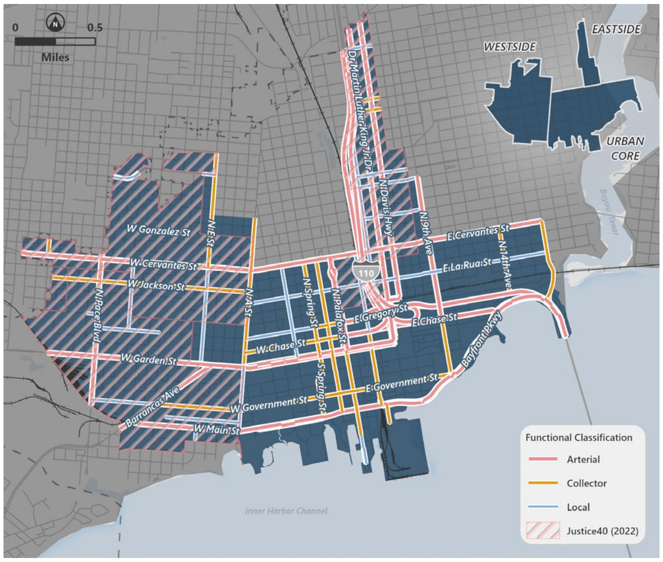
ECAT Transit Routes with No Change

Transit Routes & Stops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Functional Classification
Arterial
Collector
Local
Justice40 (2022)

Functional Classification of Streets

ANALYSIS

Equity and Transportation

The Westside ranks in the 99th percentile for transportation cost burden, compared to the city's 63rd percentile rank; and 96th percentile rank for traffic safety versus the city's 46% percentile rank. This indicates that Westside residents pay more for less services compared to others in the city. Only six bus routes serve the Westside, three of which have been designated for planned improvements in ECAT's Transit Development Plan.

RECOMMENDATIONS

BIG IDEAS FOR THE WESTSIDE

ABOUT THE RECOMMENDATIONS & VISIONS

The recommendations in this plan are based on the input gathered during the public engagement process for the Westside, and an extensive analysis of existing conditions and ideas in prior plans, and a study of best practices. These recommendations build on prior work, while acknowledging the current market conditions, and the ever-evolving needs of the community. The recommended strategies and policies are broken down into in order to manage implementation of the plan. This chapter includes key areas of focus to enhance the Westside, followed by policy recommendations that provide additional detail on how to this vision a reality.

Family-friendly amenities are a priority

CORE CONCEPTS

The following are core concepts to invest in to complement recent successes in the Westside, while addressing some of the areas that remain a challenge. This includes building on the eclectic nature of new development, addressing specific streets that currently act as barriers, and improving pedestrian safety. These ideas reflect the priorities that were heard throughout the public engagement process on how best to improve the Westside.

Create pedestrian-friendly neighborhoods

Taming Traffic Corridors

While the Westside has a series of beautiful parks and recreation amenities, walkability between these spaces is somewhat of a challenge due to the nature of several high-traffic arterials. Future investment must consider how to reimagine these traffic corridors to make them more pedestrian-friendly, ensure safe crossings, and support infill development along them. Creating safe routes to schools, connecting bike routes, and improving key intersections are priorities that Westside residents identified.

Placemaking & Infill Development

Over time, the Westside has become the home to a number of ethnic restaurants, businesses, and locally-owned shops. Building on this momentum and continuing to encourage infill development, particularly where there are opportunities to create new public spaces, is a priority. Both the Cervantes Street and Barrancas Avenue corridors are opportunities to create eclectic districts with a wide variety of uses.

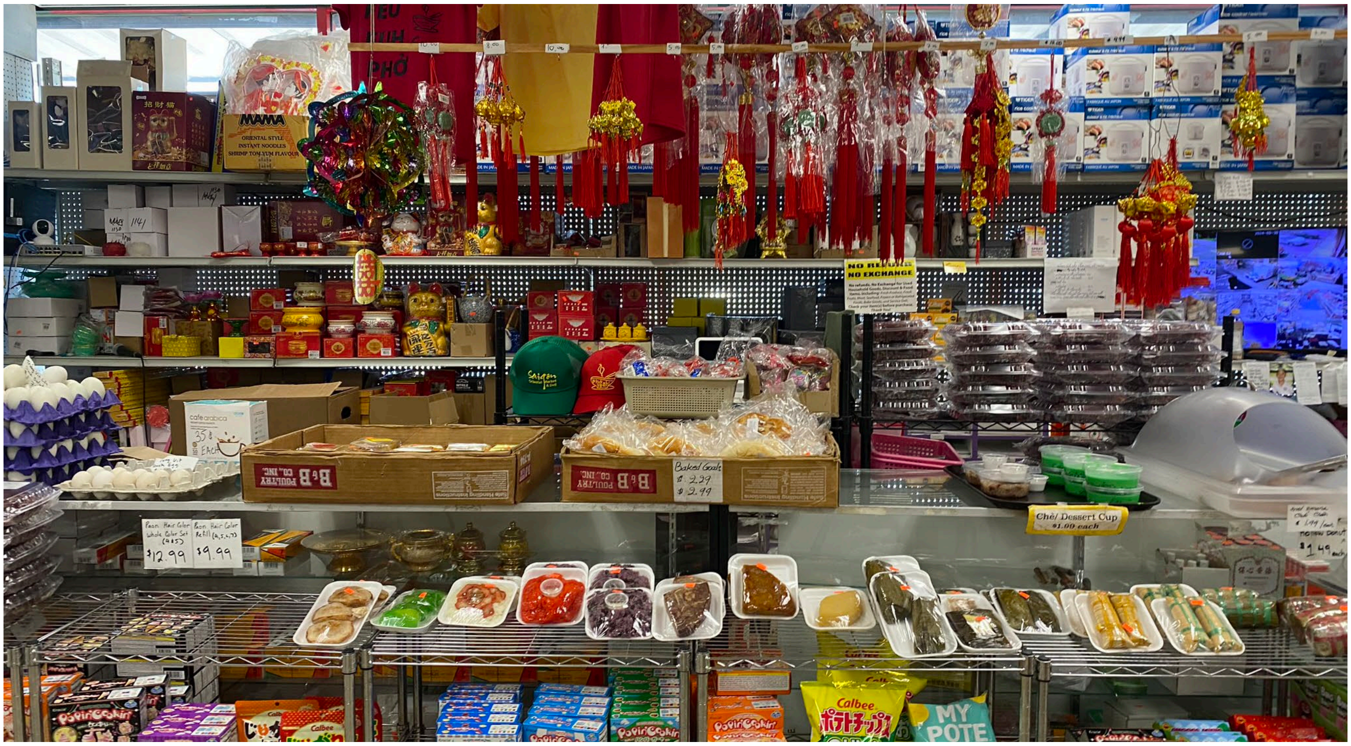
Opportunities in the Neighborhood

Both the former Baptist Hospital site and the American Creosote Works (ACW) Superfund Site present opportunities to develop amenities and housing that can complement the neighborhoods in the Westside.

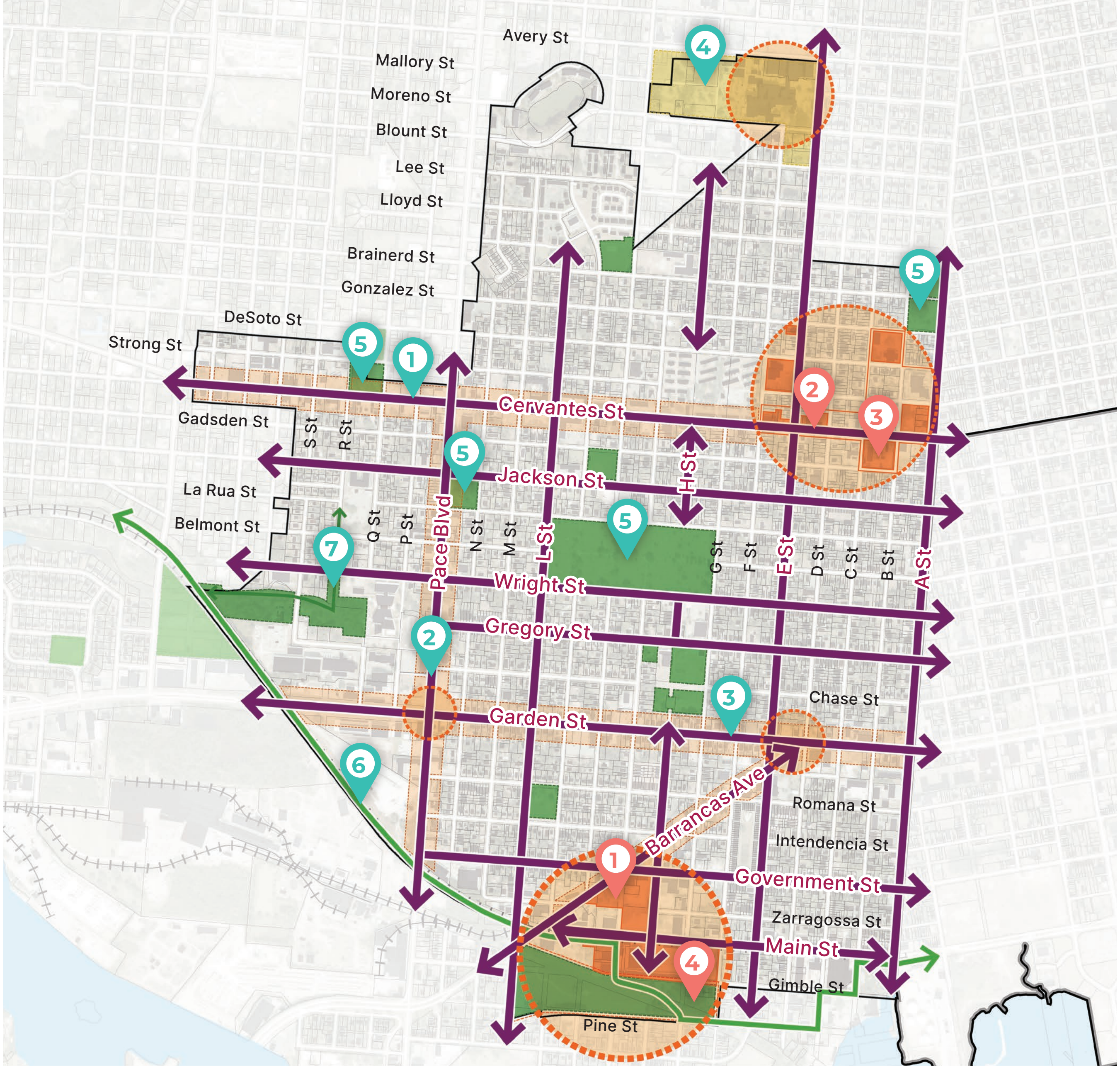
Local small businesses are thriving in the Westside

FRICKER NEIGHBORHOOD RESOURCE CENTER
THEOPHALIS MAY NEIGHBORHOOD RESOURCE CENTER AT LEGION FIELD

Community resources are spread throughout the district



The Westside hosts a rich culture of ethnic restaurants and businesses owned by locals


Avery St
Mallory St
Moreno St
Blount St
Lee St
Lloyd St
Brainerd St
Gonzalez St
DeSoto St
Strong St
Cervantes St
Gadsden St
S St
R St
Jackson St
H St
La Rua St
Belmont St
Q St
P St
Pace Blvd
N St
M St
L St
G St
F St
E St
D St
C St
B St
A St
Wright St
Gregory St
Chase St
Garden St
Barrancas Ave
Romana St
Intendencia St
Government St
Zarragossa St
Main St
Gimble St
Pine St
1
2
3
4
5
6
7

Putting It All Together Policy Recommendations & Special Demonstration Projects in the Westside

RECOMMENDATIONS

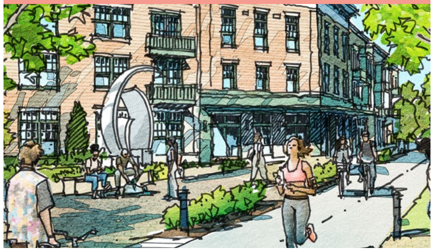
1. Cervantes Street Infill West of F Street
2. Pace Boulevard Development Opportunities
3. Garden Street Development
4. Baptist Hospital Redevelopment
5. Cemeteries
6. Continuation of the Bluffline
7. R Street Trail

SPECIAL DEMONSTRATION PROJECTS

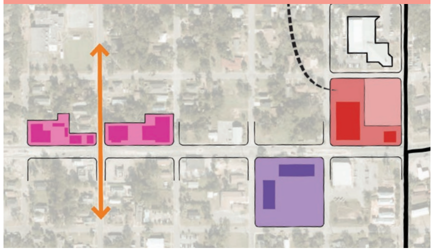
Special Demonstration Projects are examples of potential projects that achieve community goals by addressing all six categories of recommendations. These projects show potential future visions that are subject to change. In the Westside, these catalytic projects could include:

** The quotes shown on the Special Demonstration Project pages represent comments received from residents and stakeholders throughout the engagement process, including community meetings, surveys, website commenting tools, etc. Minor adjustments to the language of the comments were made for clarity purposes only.*

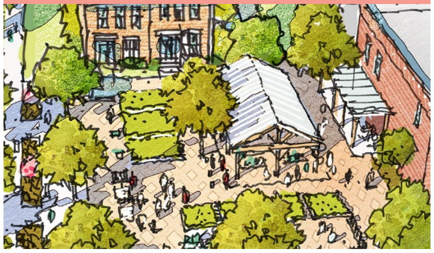
1. Barrancas Avenue Corridor Strategy



2. Cervantes Street Corridor Strategy



3. Gibson School Site Redevelopment



4. ACW Superfund Site Redevelopment

HOW THE RECOMMENDATIONS ARE ORGANIZED

Recommendations are organized into the following topics:

Land Use, Zoning, and Special Districts
These recommendations are focused on optimizing planning regulations to encourage appropriate future development while preserving the existing character of neighborhoods.

Economic Development
These recommendations target initiatives that boost local economies by bringing commercial and rich mixes of uses into the district.

Neighborhood Development
These recommendations are aimed at strengthening neighborhoods through partnerships, capacity building, and building on existing assets.

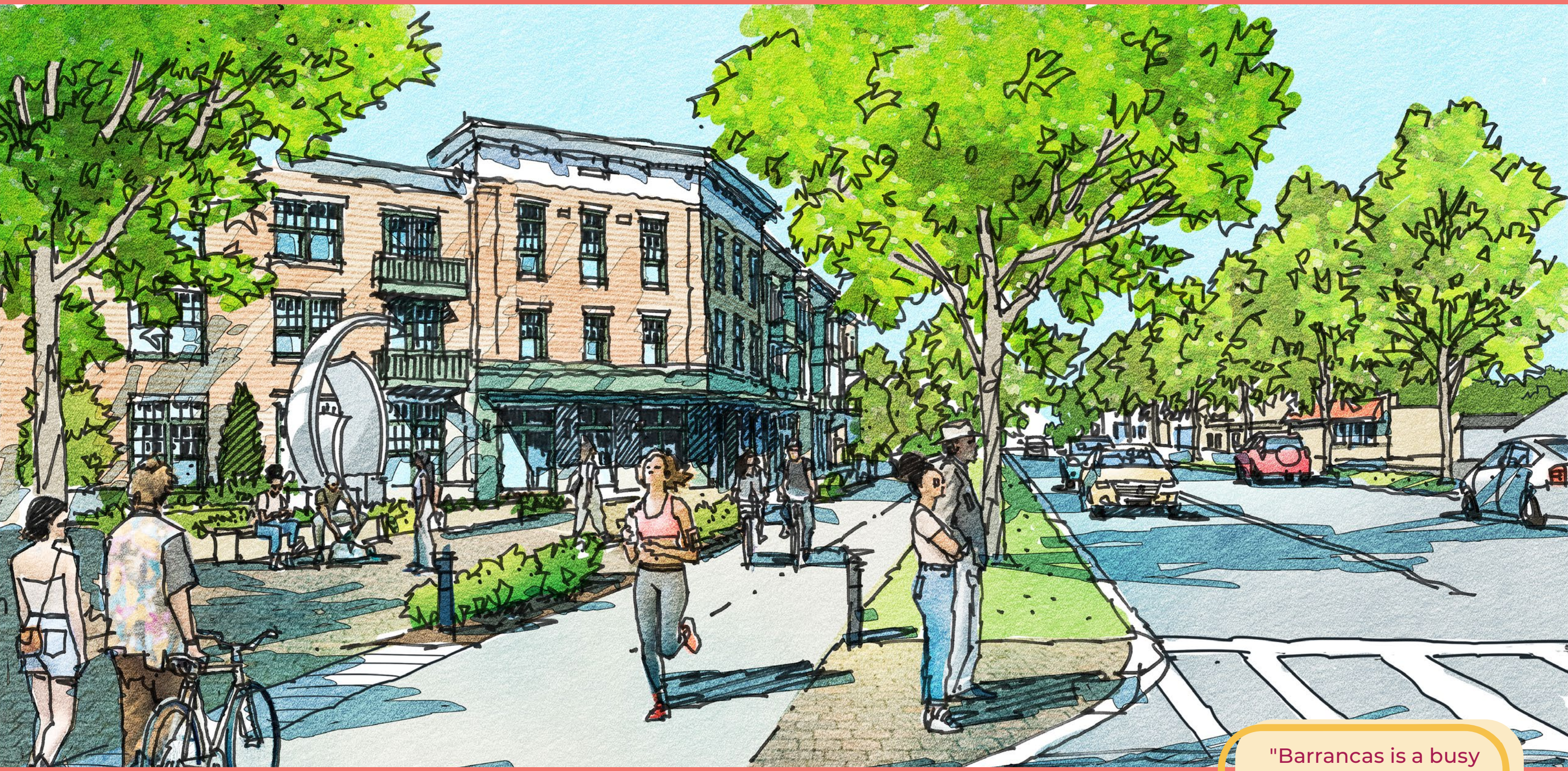
Housing
These recommendations are focused on creating a wide range of affordable/attainable housing options.

Transportation, Streets, and Parking
These recommendations are intended to improve safety, connectivity, accessibility, and navigability for all users.

Open Space and Community Amenities
These recommendations aim to improve public spaces and equitably distribute and provide community resources.

SPECIAL DEMONSTRATION PROJECT

BARRANCAS AVENUE CORRIDOR STRATEGY



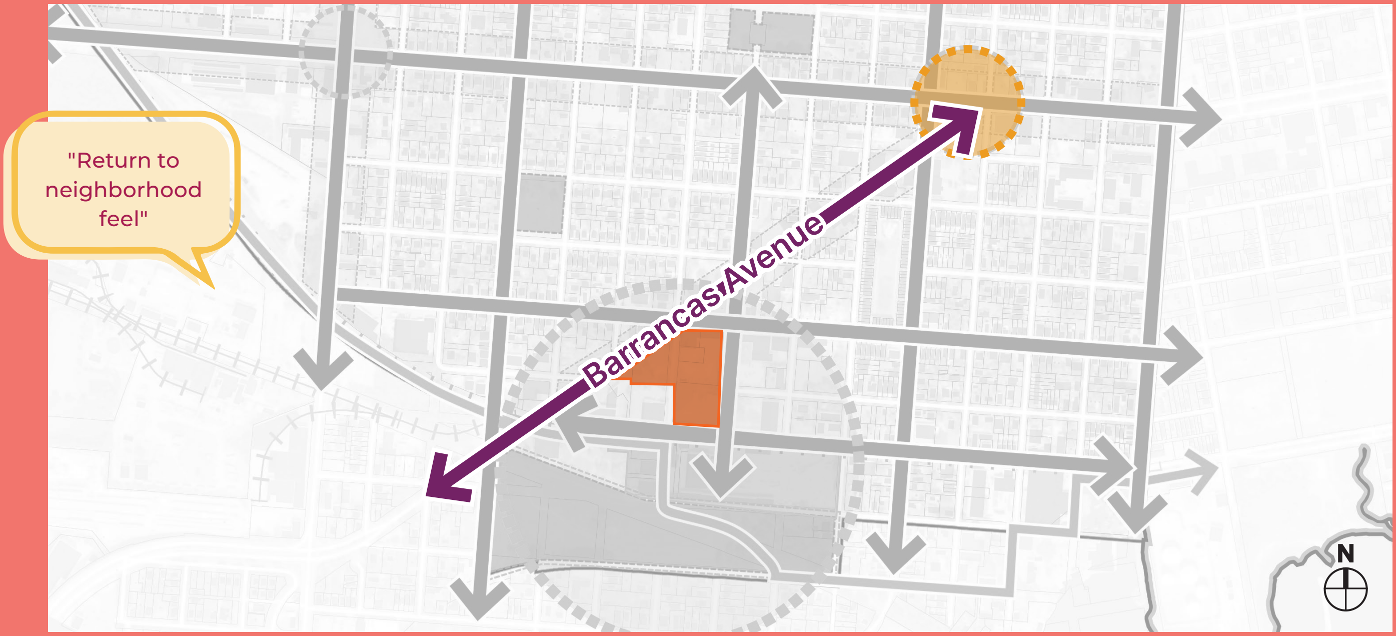
About the Special Demonstration Project

Barrancas Avenue was cited as one of the two streets of highest priority for improvements in the Westside. Several traffic lanes wide, the current street design poses a safety concern for both drivers and pedestrians with posted speed limits of 35 miles per hour and a right-of-way of approximately 100 feet. The current conditions on Barrancas Avenue lack a comfortable pedestrian experience with narrow sidewalks, wide traffic lanes, and inconsistently activated buildings along the street. Two of the most unsafe intersections identified in the ATP are intersections along Barrancas Avenue, at W Garden Street and W Main Street.

"Barrancas is a busy road and people drive above the speed limit"

Additionally, because Barrancas Avenue cuts diagonally through the grid of the Westside, the intersections are frequent and wide, which makes crossing the street tricky and dangerous. These conditions are worsened by irregular blocks and intersections which create a disrupted pedestrian realm. Improvements are needed to all pedestrian infrastructure in order to improve safety and comfort.

Improvements to Barrancas will need to coincide with the thoughtful redevelopment of the corridor in order to change the character of the street. The improvements should further explore the opportunity to transform

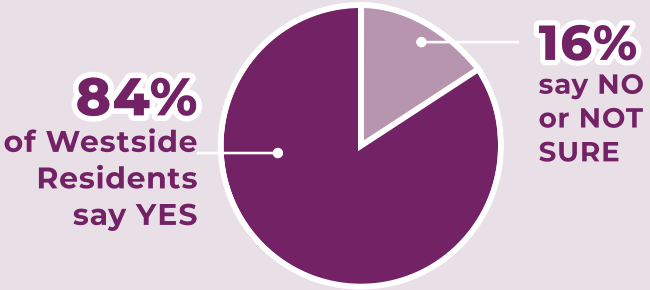


the street into a lush boulevard with wide sidewalks and planting strips, shared-use paths that connects to the SUN Trail and gives the opportunity for community activities to occur. This street design provides a more pleasant experience for pedestrians, bicyclists, and drivers along the corridor. Mixed-use development is designed to face Barrancas Avenue and activate the street throughout all times of the day, which helps to enhance the perception of this area of the Westside and catalyze higher-quality development.

Potential stand-alone improvements such as the ones listed below may also be considered:

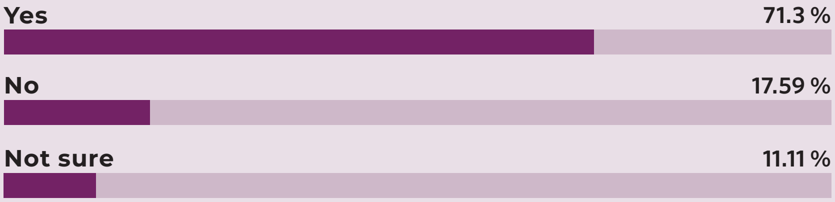
- Further analyze the reduction of travel lanes to allow for wider pedestrian amenities;
- Analyze impacts of reconfiguring intersections to have more regular geometry;
- Study to access the feasibility of undergrounding utilities along the entire corridor.

Do you think that these concepts would improve safety and walkability on Barrancas Avenue?

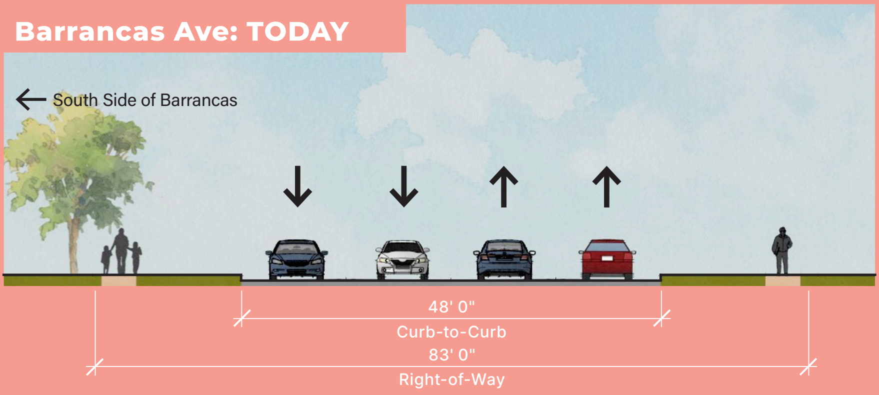


*For full survey results, see Appendix

Do you think that these concepts (widening sidewalks, adding planting strips with landscaping, and creating a multi-use path along the street) would improve safety and walkability on Barrancas Avenue?



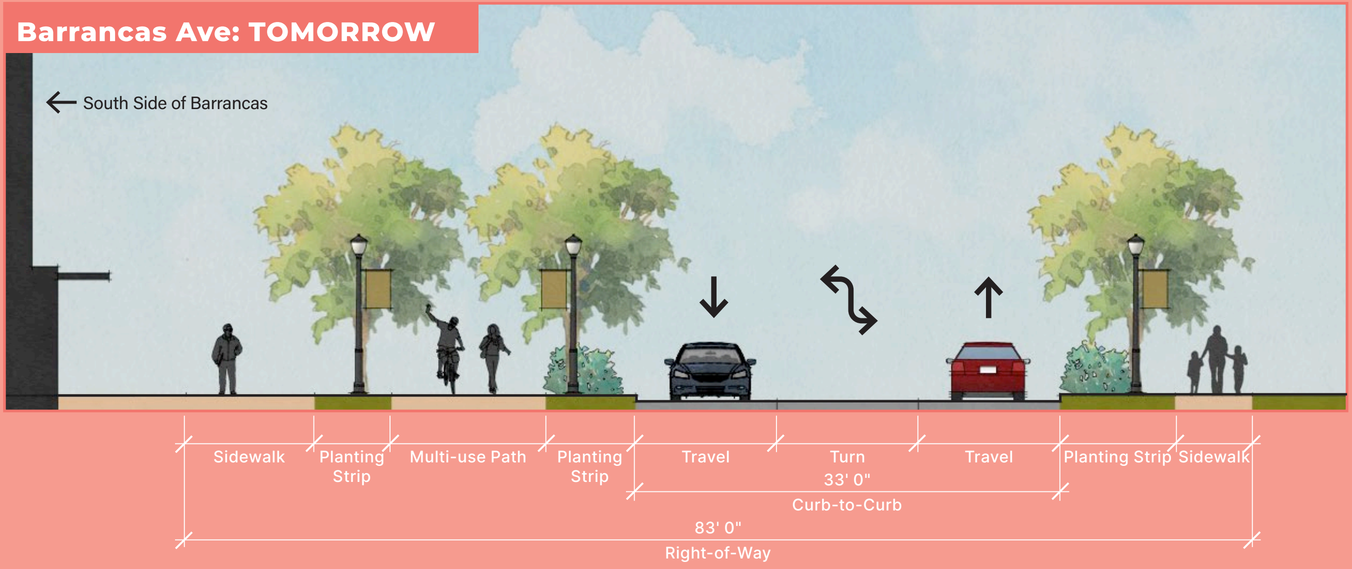
*For full survey results, see Appendix



Barrancas Ave: TODAY

South Side of Barrancas
48' 0"
Curb-to-Curb
83' 0"
Right-of-Way

The removal of a single lane of traffic creates an opportunity for a wide multi-use path along the south side of Barrancas Avenue, providing a safe, protected, and shaded path for pedestrians and bicyclists to travel. Other street improvements could include added landscaping, street lights and signage, and improved sidewalks and crosswalks.



Barrancas Ave: TOMORROW

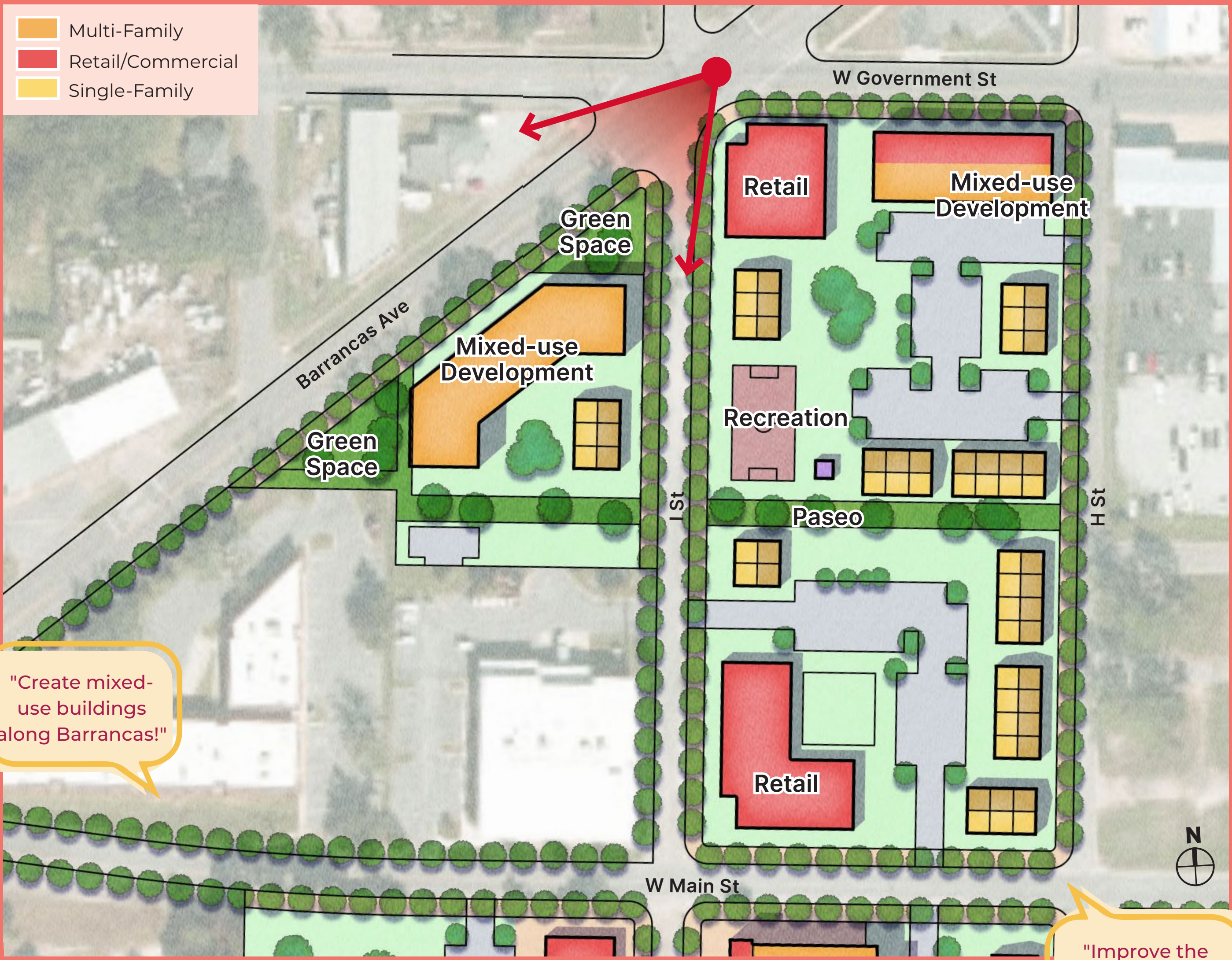
South Side of Barrancas
Sidewalk
Planting Strip
Multi-use Path
Planting Strip
Travel
Turn
Travel
Planting Strip
Sidewalk
33' 0"
Curb-to-Curb
83' 0"
Right-of-Way

Community Feedback

The majority of residents and community members place a high priority on making Barrancas Avenue a safe, walkable street with new destinations and housing and support the concepts as presented. However, some residents worry that reducing the number of lanes on Barrancas will slow traffic down or divert traffic onto neighborhood streets.

"Crossing Barrancas is very difficult"

Multi-use paths are areas for pedestrians and cyclists, typically separated from roadways



"Create mixed-use buildings along Barrancas!"

"Improve the landscape along Barrancas"

Implementation & Next Steps

Barrancas Avenue is a locally-controlled street, which gives the City of Pensacola more flexibility in redesigning it. The next step in the street redesign should be to conduct a traffic study to better understand the impacts of reducing through lanes. Then, the City and CRA should share the findings of the report with the community to gather additional input and gauge support for the project. In the interim, the City and CRA should pursue partnerships with developers to reuse buildings, build new housing, and attract new dining and entertainment destinations.

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Build protections into the Land Development Code and the Urban Design Overlay District to prevent commercial uses from encroaching into residential neighborhoods. Strategies for reducing impacts may include inclined planes, screening with walls or landscaping, etc.
- Upzone for higher-density multifamily residential
- Review the current zoning districts along Barrancas Avenue, E Gregory Street, and E Chase Street and make modifications as required to allow redevelopment of the corridors to be classified and subsequently designed per FDOT context classification zones C4 or C5

ECONOMIC DEVELOPMENT

- Focus the CPIP toward the Barrancas Avenue corridor to support adaptive reuse and improvements to commercial buildings along the corridor
- Support new businesses opening along the Barrancas Avenue corridor
- Designate Barrancas as a candidate for the Main Street program

NEIGHBORHOOD DEVELOPMENT

- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding
- Develop unique identity and branding for the Barrancas Avenue corridor

HOUSING

- Develop mixed-use housing that increases housing choices (building types, rental and homeownership, mixed-income and market-rate)
- Develop multi-family housing according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the neighborhood

TRANSPORTATION, STREETS, AND PARKING

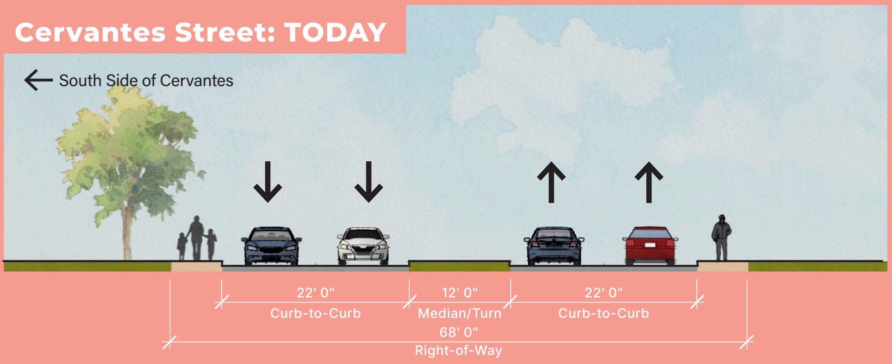
- Explore curb management plans

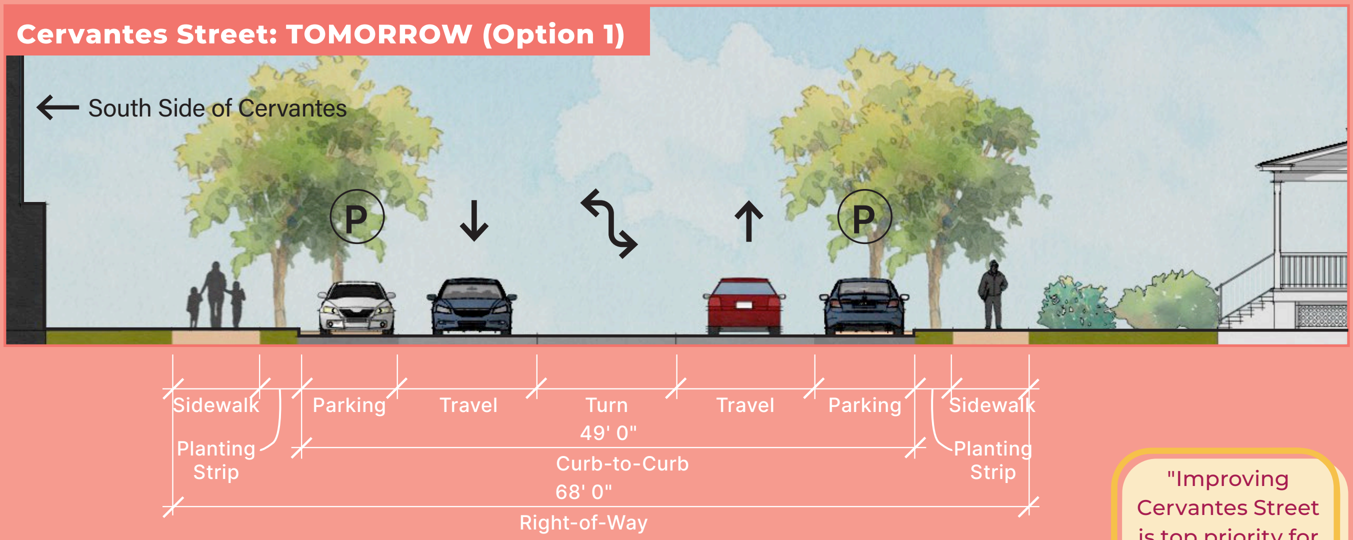
OPEN SPACE AND COMMUNITY AMENITIES

- Create a multi-use path along the south side of Barrancas Avenue that connects to the SUN Trail and the new park on the American Creosote Works (ACW) site
- Fund and build improvements to community facilities and programs, especially on infill sites along Barrancas Avenue
- Require art and placemaking enhancements in new developments

SPECIAL DEMONSTRATION PROJECT

CERVANTES STREET CORRIDOR STRATEGY


Cervantes Street: TODAY
South Side of Cervantes
22' 0"
Curb-to-Curb
12' 0"
Median/Turn
22' 0"
Curb-to-Curb
68' 0"
Right-of-Way


Cervantes Street: TOMORROW (Option 1)
South Side of Cervantes
P
P
Sidewalk
Planting Strip
Parking
Travel
Turn
Travel
Parking
Sidewalk
Planting Strip
49' 0"
Curb-to-Curb
68' 0"
Right-of-Way

"Improving Cervantes Street is top priority for Westside"

About the Special Demonstration Project

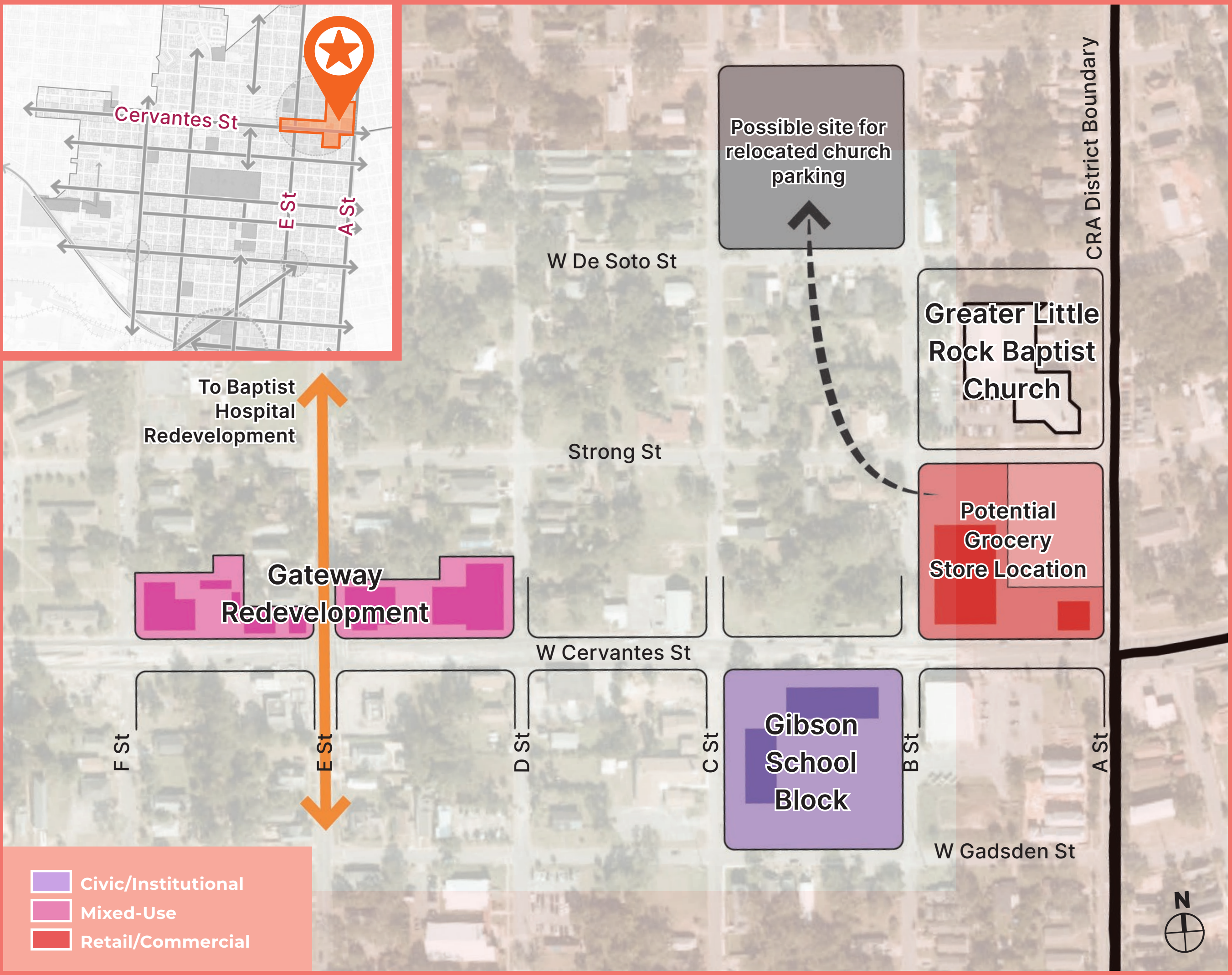
There are two parts to the strategy along the Cervantes Street Corridor. Today, Cervantes acts as a divider between the north and south areas of the Westside; additionally, there are many gaps in development along the street. The high visibility of these properties, as well as the fact that Cervantes cuts across the entire city, indicates that these properties will become opportunities for larger mixed-use development in the future.

Part 1: Making Cervantes Street Safer

Cervantes Street was identified as a physical barrier in all three CRA Districts - it is difficult to cross and uncomfortable to walk and bike along, dividing neighborhoods north and south of the road.

Making Cervantes safer and less of a barrier could be accomplished in one of two ways. In the first option, the number of moving lanes could be reduced to provide more space for sidewalks, street trees providing shade, and on-street parking. Crossings would also be improved.

This would require coordination with FDOT and studies to understand the impacts on traffic and delays. In the second option, the lane configuration would remain the same and improvements would be concentrated at intersections to help people cross safely on foot or bicycle.


Cervantes St
E St
A St
Possible site for relocated church parking
W De Soto St
CRA District Boundary
Greater Little Rock Baptist Church
To Baptist Hospital Redevelopment
Strong St
Potential Grocery Store Location
Gateway Redevelopment
W Cervantes St
Gibson School Block
F St
E St
D St
C St
B St
A St
W Gadsden St
Civic/Institutional
Mixed-Use
Retail/Commercial
N

Part 2: Developing the Corridor
The more walkable and comfortable Cervantes Street becomes, the more friendly it will be to mixed-use development that invites people to gather and spend time along the corridor. The CRA should pursue a four-part strategy for development:

1. **Work East-to-West** — the current market conditions are strongest in Westside closest to the Urban Core and Downtown. For this reason, early development should be focused on the eastern edge of Cervantes, closest to A Street. Incremental investment will strengthen the market for projects moving west with time.
2. **Develop the Gibson School Block** — renovate the historic school building and develop the vacant land surrounding it with business incubation and/or commercial uses.
3. **Develop a Grocery Store** — acquire the block north of Cervantes Street between A and B Street for the development of an urban grocery store that would serve the Urban Core and Westside neighborhoods. Partner with the School District and Greater Little Rock Baptist Church to explore possible relocations of parking and maintenance facilities.
4. **Develop a Food Destination around E Street** — the CRA should assemble parcels on the north side of Cervantes Street on either side of E Street. E Street will be an important connector and gateway to the Baptist Hospital redevelopment. This would be an ideal location for spaces for small ethnic food-related businesses (food truck and pop-up festival spaces and small incubator spaces for permanent locations for Latino and Vietnamese restaurants or grocers).

GEM CITY MARKET
WE OWN IT!
A COMMUNITY AND WORKER OWNED GROCERY STORE
GEMCITYMARKET.com

GEM CITY MARKET

LEARNING FROM UNCONVENTIONAL COOPERATIVE GROCERY STORE MODELS

Gem City Market, Dayton, Ohio

Gem City Market is a community- and worker-owned cooperative (co-op) grocery store build from the ground up in West Dayton, Ohio. As a full-service grocer, the Gem City Market offers affordable, quality kitchen staples, including fresh produce and deli, as well as specialty local and organic products. Multiple partners coordinate community health and wellness programs in the community room, teaching kitchen, and small health clinic.

Residents and stakeholders formed a committee to focus on the issue of food access. Through their research, they began a business planning process to determine if and how a cooperative grocery could be feasible in West Dayton. With support from the City and County as well as the University of Dayton's Business Research Group, the committee commissioned a professional market study and administered a market survey. Once they confirmed that a grocery store was feasible, the committee incorporated the cooperative Gem City Market, adapting the bylaws from Apple Street Market in Cincinnati, Ohio. With leadership from Co-op Dayton, the Market's Board and supporters:

- Developed a business plan and financial model
- Negotiated control of a site on lower Salem Avenue
- Launched a capital campaign and membership drive, raising $6 million to construct the Market and engaging more than 3,000 members prior to opening day
- Mobilized dozens of partnerships across our region
- Coordinated the construction and operations planning process

In 2020 and 2021, the Gem City Market hired its initial staff of member-worker-owners. Equity from all members creates a stronger, more resilient Gem City Market.

Akira
Lobeck Taylor

Mother Road Food Hall, Tulsa

COFFEE N' AREPAS

Google

Coffee n' Arepas Food Truck, Pittsburgh

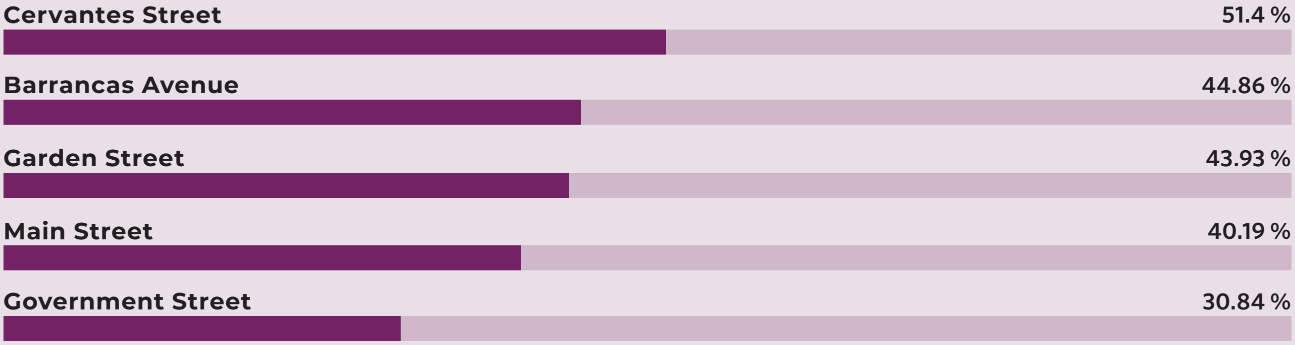
WPB Magazine

Grandview Public Market, West Palm Beach

Fotoluminate LLC

Add a photo from Miami's Calle Ocho

Which streets in the Westside CRA District are your top priority or priorities for improvements to pedestrian and bicycle safety and comfort?



*For full survey results, see Appendix

Community Feedback

Improving the pedestrian and bicycle experience along Cervantes Street is a top priority for residents. However, residents are also wary that reducing lanes on Cervantes will divert traffic onto neighborhood streets. In the 2007 Westside CRA plan, there was strong support for a Westside Town Center in approximately this location. The development of destination retail around E Street responds to that community vision.

Implementation & Next Steps

The City and CRA should continue to gauge public support for a road diet on Cervantes Street and work with FDOT to evaluate the traffic impacts. The CRA should earmark the available CDBG funding to advance commercial development in the five blocks of Cervantes Street between A and F streets.

"A road diet on West Cervantes is needed"

"Cervantes Street is speedway for cars"

"Fix the inability to cross Cervantes Street"

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Build protections into the LDC and UDO to prevent commercial uses from encroaching into residential neighborhoods (such as inclined planes and additional setbacks or buffers)
- Upzone for higher-density multifamily residential

ECONOMIC DEVELOPMENT

- Focus the CPIP toward the Cervantes Street corridor to support adaptive reuse and improvements to commercial buildings along the corridor
- Support new businesses opening along the Cervantes Street corridor
- Support small businesses in both temporary and move-up permanent space
- Designate Cervantes as a candidate for the Main Street program
- Support infill development along Cervantes Street

NEIGHBORHOOD DEVELOPMENT

- Partner with Escambia County on investments that extend beyond the City boundary, such as in the Historic Brownsville neighborhood
- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding
- Develop unique identity and branding for the Cervantes Street corridor

HOUSING

- Develop mixed-use housing that increases housing choices (building types, rental and homeownership, mixed-income and market-rate)
- Develop multi-family housing according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the neighborhood

TRANSPORTATION, STREETS, AND PARKING

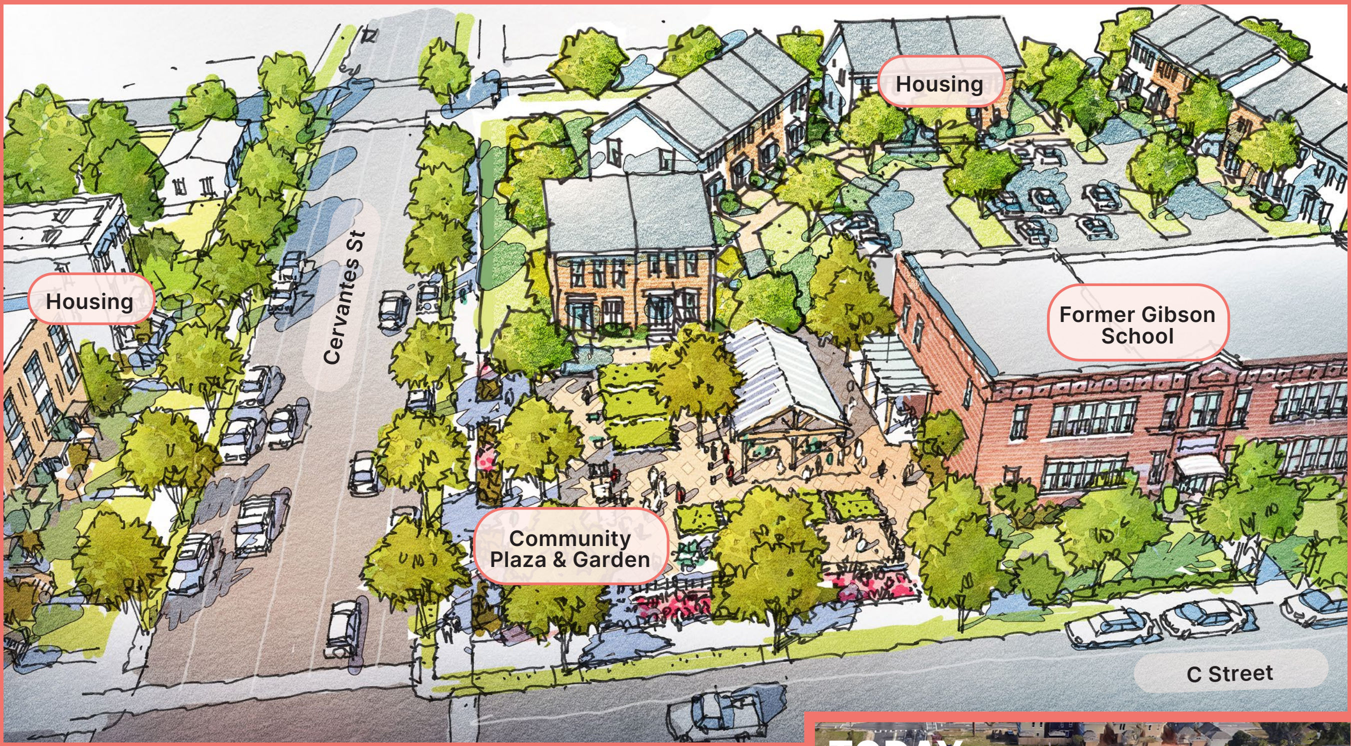
- Explore curb management plans
- Underground utilities
- Explore the impacts of reducing lanes of traffic on Cervantes Street west of A Street

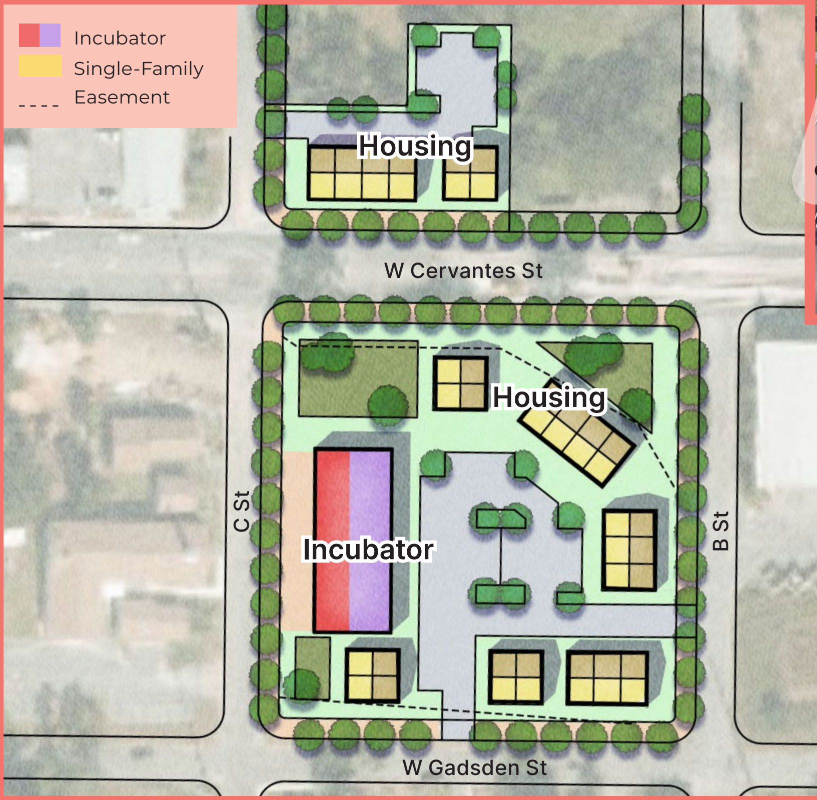
OPEN SPACE AND COMMUNITY AMENITIES

- Require art and placemaking enhancements in new developments

SPECIAL DEMONSTRATION PROJECT

GIBSON SCHOOL SITE REDEVELOPMENT


Housing
Housing
Cervantes St
Former Gibson School
Community Plaza & Garden
C Street


🟥 Incubator
🟨 Single-Family
- - - - Easement
Housing
W Cervantes St
Housing
Incubator
C St
B St
W Gadsden St
N

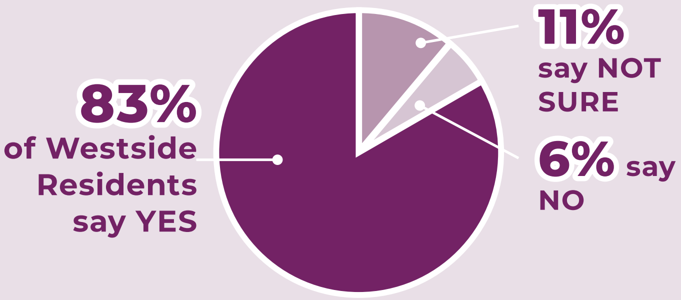
TODAY
Cervantes St
C Street

"Remodel the school building for other uses"

"Any housing in this area should be affordable"

> "A mix of housing and incubator space at the Gibson site would be great"

Do you think the historic John A. Gibson School is an important cultural landmark in the Westside that should be preserved and reused?



*For full survey results, see Appendix

About the Special Demonstration Project

The historic John A. Gibson School building currently sits vacant on the corner of C Street and Cervantes Street. The community identified the site as an important cultural landmark. The site is in public ownership (Escambia County Public School District), making it good candidate for adding housing and economic development to the district.

The historic portion of the school building could be adaptively reused and converted for new uses. One alternative would be to convert the historic portion of the building into multifamily apartments. A second alternative would be to create a business incubator or co-working space.

Non-historic portions of the building and site should be demolished, creating space for infill housing development, facing Cervantes, B, and Gadsden Streets.

Community Feedback

Community members responded positively to the concept of reusing the Gibson School building. Residents mentioned that housing on or near this site should be a priority in the future. Residents also desire a fresh foods grocery store in Westside. This has been considered north of Cervantes Street between A and B Streets.

Implementation & Next Steps

The CRA should perform due diligence for the historic Gibson School building and site to determine the viability and costs of a development.

> "Focus on affordable housing for the community in this area"

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Use CDBG funding to acquire land for commercial development
- Build protections into the LDC and UDO to prevent commercial uses from encroaching into residential neighborhoods (such as inclined planes and additional setbacks or buffers)
- Upzone for higher-density multifamily residential

ECONOMIC DEVELOPMENT

- Support small businesses in both temporary and move-up permanent space
- Continue to build a relationship with the Escambia County School District

NEIGHBORHOOD DEVELOPMENT

- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding
- Offer incentives and support projects that celebrate cultural destinations and preserve historic buildings, like the Gibson School building

HOUSING

- Develop new infill housing that increases housing choices (building types, rental and homeownership, mixed-income and market-rate)
- Develop multi-family housing according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the neighborhood

TRANSPORTATION, STREETS, AND PARKING

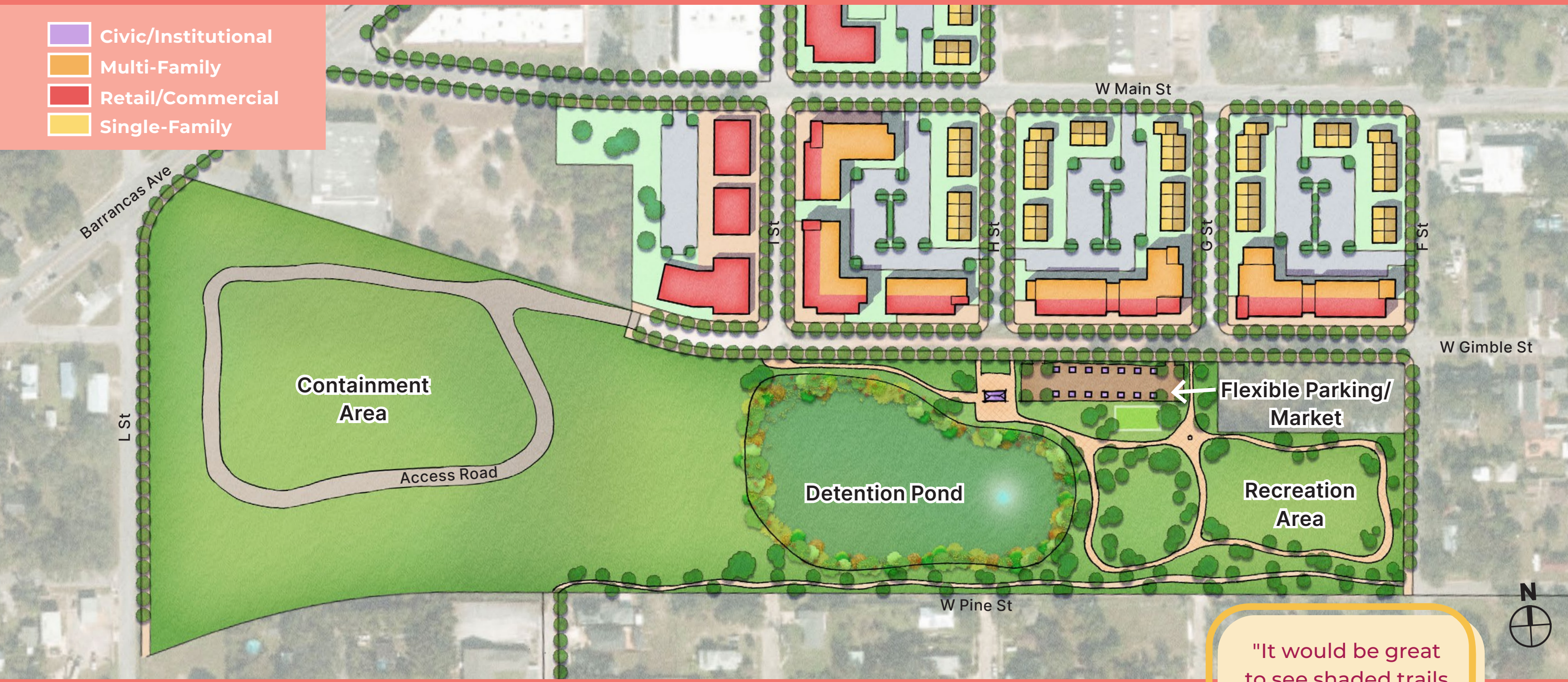
- Design gateways and branded streetscape for the Cervantes Street corridor
- Underground utilities

OPEN SPACE AND COMMUNITY AMENITIES

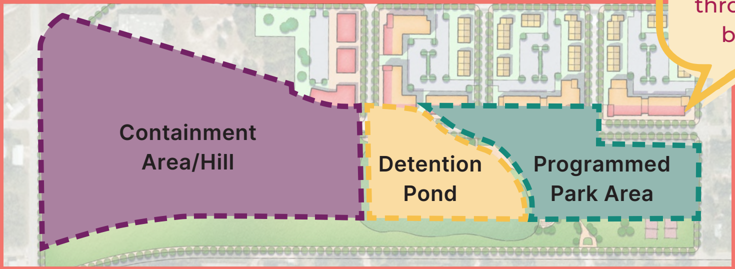
- Require art and placemaking enhancements in new developments

SPECIAL DEMONSTRATION PROJECT

AMERICAN CREOSOTE WORKS (ACW) SUPERFUND SITE REDEVELOPMENT


Civic/Institutional
Multi-Family
Retail/Commercial
Single-Family
W Main St
Barrancas Ave
I St
H St
G St
F St
W Gimble St
L St
Containment Area
Access Road
Detention Pond
Flexible Parking/ Market
Recreation Area
W Pine St
N

"It would be great to see shaded trails through botanically beautiful park"


Containment Area/Hill
Detention Pond
Programmed Park Area

About the Special Demonstration Project

The ACW site is a now-inactive wood-treating facility, which was in operation from 1902 to 1981.

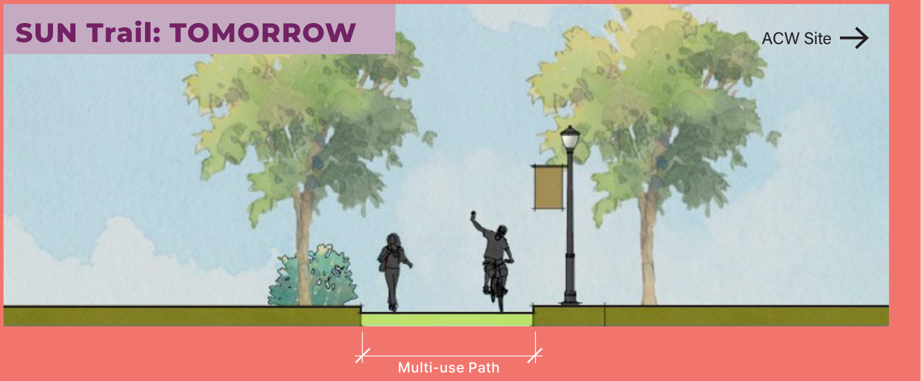
In the Fall of 2022, the Environmental Protection Agency studied options for remediation. A mounded hill is required to cap the contaminated area, and a dry detention pond will capture and treat runoff from the site. On the western two-thirds of the site, there are limitations on what can be built. However, the east side of the site is flat and is open for community uses. The Sanders Beach neighborhood has been collecting community input and developing a vision for a park on this usable portion of the site. The park will serve as primarily a passive park with walking trails, natural plants and tree canopy, benches, and space for temporary markets or community gatherings. Additionally, Pine Street should be transformed as a multi-use path for pedestrians and bicyclists, as part of the SUN Trail and Bluffline route.

Over time as the Barrancas corridor develops and the ACW site has been remediated, the lumberyard north of Gimble Street may no longer be the highest and best use for that location.

Pine Street: TODAY

Google

"Incorporate SUN Trail on Pine Street"


SUN Trail: TOMORROW

If the lumberyard were to relocate, the railroad tracks could be removed from D Street to Barrancas Avenue. The land between Gimble Street and Barrancas Avenue could be developed as mixed-use and multi-family residential housing, offering housing in an emerging neighborhood adjacent to the new park.

Community Feedback

In addition to the CRA Plan Update workshop in October, the CRA also held a meeting specifically for the Sanders Beach Neighborhood to provide input on the design of the park. The neighborhood clarified their vision and priorities, which helped guide the early visioning of the park space and amenities.

Implementation & Next Steps

The EPA remediation process will have a long implementation schedule, and public amenities can only be built after remediation and staging are complete for each area. The City and CRA should engage a landscape architect to work with the neighborhood and surrounding communities to refine the park plan, once the EPA has an updated understanding of the land area available.

"We need more green spaces and shaded areas"

SANDERS BEACH NEIGHBORHOOD PARK VISIONS

- Trees and natural habitat
- Extensive, connected walking paths with shade, places to sit, natural planting, gardens, and water features
- A pop-up area for markets, festivals, and music events
- Stormwater that addresses the on-site needs as well as helps prevent flooding in the neighborhood
- Flexible outdoor activity space for disc golf or other passive recreation
- Educational & interpretive signage about the history of the site and its clean-up and remediation
- An amphitheater (if it is possible to bench it into the grade of the hill)
- A multi-use path along the Pine Street alignment south of the site (no vehicular access)

RELATED POLICY RECOMMENDATIONS

LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Upzone for higher-density multifamily residential

ECONOMIC DEVELOPMENT

- Advocate for business support to be focused in the new district near ACW site

NEIGHBORHOOD DEVELOPMENT

- Develop unique identity and branding for the new park and development blocks to the north of the ACW site

HOUSING

- Develop mixed-use housing that increases housing choices (building types, rental and homeownership, mixed-income and market-rate)
- Ensure authentic community engagement and public participation opportunities
- Break down large-scale redevelopment projects into walkable block sizes with public streets
- Develop multi-family housing according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the neighborhood

TRANSPORTATION, STREETS, AND PARKING

- Promote low-impact design standards to increase landscaping opportunities and provide stormwater mitigation where necessary

OPEN SPACE AND COMMUNITY AMENITIES

- Develop a flexible space in the park for pop-up markets, festivals, and music events
- Extend a branch of the SUN Trail along the southern edge of the new park, along the Pine Street alignment. Connect this trail to the proposed multi-use path along the southern edge of Barrancas Avenue
- Require art and placemaking enhancements in new developments
- Remove rail from Main Street and replace with multi-use trail

LAND USE, ZONING, AND SPECIAL DISTRICTS

The Land Use, Zoning, and Special Districts category includes recommendations that entail adoption of policies or development of guidelines, standards, or tools. These recommendations form the regulatory framework to allow the other recommendations and projects to take place. Examples of recommendations in the Land Use, Zoning, and Special Districts category include:

- Design and Form Standards;
- Design Review Processes;
- Recommendations to explore changes to zoning districts, minimum lot sizes, density, and land use adjacencies in the City's Land Development Code (LDC);
- Updates to special or aesthetic review districts, including the CRA Urban Design Overlay District (CRAUDOD).

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Land Use, Zoning, and Special Districts policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

RECOMMENDATIONS

1. Design and Form Standards for CRA-Funded Projects

Develop a single set of design and form standards and a design review process for any projects in the CRA Districts receiving CRA funding. The Form and Design standards can be opt-in from a regulatory standpoint, and participation in the design review process should be a condition for any projects receiving CRA funding. In addition to the topics already covered in the Urban Design Overlay, these expanded standards should also address the design of renovation projects and the appropriateness of architectural character. This tool should ensure that CRA investment in neighborhoods doesn't compromise or detract from historic character.

2. Adjacent Use Considerations

- Explore the compatibility of adjacent uses in more detail through the Neighborhood Plan process.
- Consider additional strategies to minimize impacts of commercial areas on residential neighborhoods.

3. Upzoning for Higher Density Housing and Mixed-Use

- Explore opportunities to upzone for higher density housing and mixed-use, in particular along higher visibility corridors.
- Balance the recommendations for upzoning for higher density housing and the protection of residential character.

4. Minimum Lot Sizes

- Work with the Planning and Zoning Department to conduct a survey of lot sizes and development trends in the district to determine where conflicts are occurring.
- Update the LDC and Comprehensive Plan accordingly.

CREEK PARLOR

Examples of neighborhood-scale adaptive reuse

OVERVIEW OF REGULATORY AND NON-REGULATORY STANDARDS

ADDITIONAL DESIGN & FORM STANDARDS FOR CRA-FUNDED PROJECTS

Write and adopt design standards for CRA-funded projects that would further improve urban form.

- Include guidelines for preserving architectural character (scale, composition, etc.)
- Because these standards would not be adopted as part of the Land Development Code, they could be updated iteratively to respond to project needs
- Administer through the CRA's internal plan review & work with owners and developers

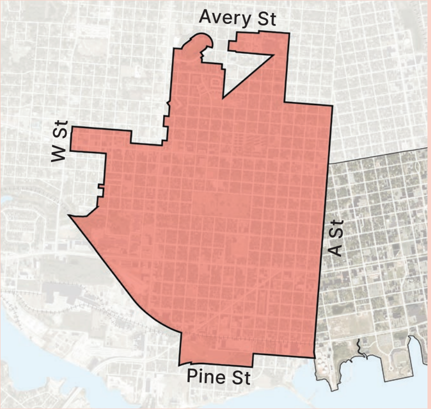
URBAN DESIGN OVERLAY DISTRICT (CRAUDOD)

What it Currently Covers

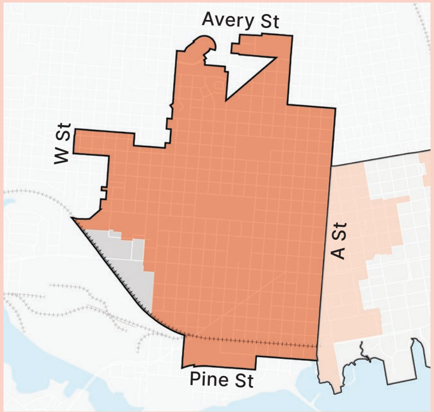
- New construction only
- Maximum building height
- Minimum floor-to-floor heights
- Roof pitches
- Frontages percentages, facade types, and entrance locations
- Facade composition standards
- Location and screening of service and mechanical equipment
- Setbacks (in particular ensuring they respond to their context)
- Lot width & coverage
- Parking

Additions to the CRAUDOD that Would Further Improve Urban Form:

- Expand the CRAUDO to apply to renovations
- Address architectural character, scale, and composition
- Address the location of parking



Map of the Westside CRA District



Map of the Urban Design Overlay District in the Westside

Examples of the existing residential character

5. Adaptive Reuse

Neighborhood-serving commercial is a desirable complementary use within residential neighborhoods. The scale, design, and servicing of these non-residential uses must be carefully designed to reduce any negative impacts on neighborhoods. Both commercial and residential buildings can be adaptively reused to house neighborhood offices, small-scale retail specialty shops, and other similar uses. These projects may not be allowed under current zoning regulations. CRA funding should support projects of this nature in areas supported by the community, in particular along commercial corridors or in historic commercial nodes (such as Barrancas Avenue, Cervantes Street, and Pace Boulevard).

SPECIAL DISTRICTS & UDOD

Where guidance and standards are provided on architectural scale, options should be provided to allow flexibility to meet the intent of the standards through comparable or similar design strategies and materials. The focus should be on building and parking siting, simple massing, appropriate scale, facade composition, and other strategies that improve design without adding cost.

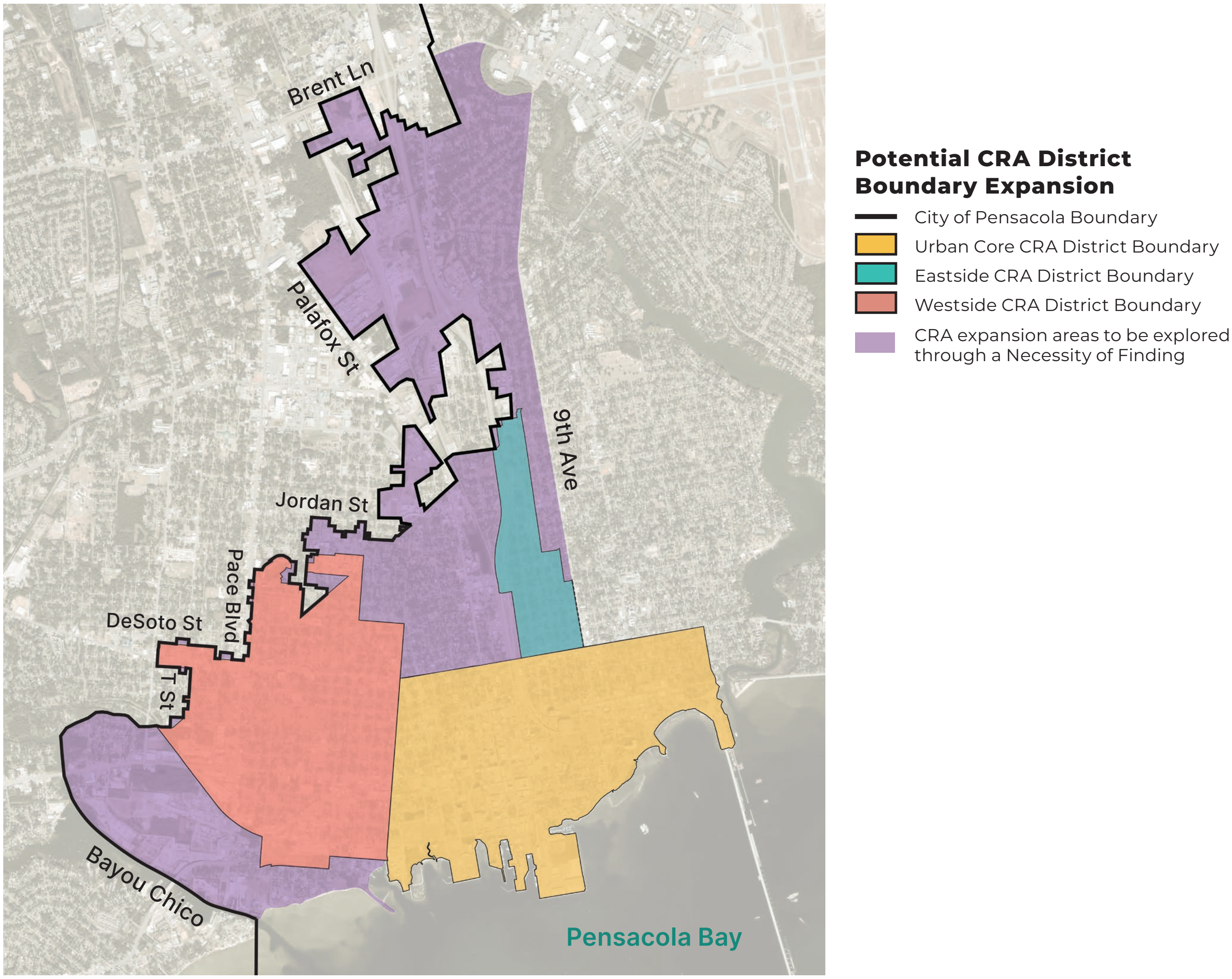
6. Protect Residential Character

In areas that are primarily residential, support the preservation and protection of residential character.

7. Update the CRA Urban Design Overlay District (CRAUDOD)

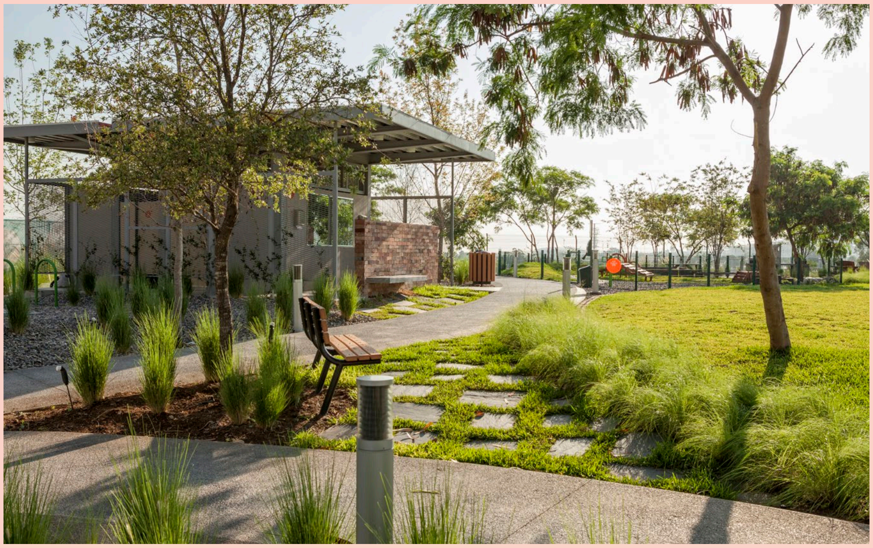
- Expand the CRAUDOD to apply to renovations, building in regulations that renovations and rehabilitation projects do not worsen non-conformities with the Urban Design Overlay.
- Add standards to address architectural character, scale, composition, and the location of parking.
- For areas not currently covered by any special or aesthetic review district, expand the CRAUDOD to include.

Examples of the existing residential character


Potential CRA District Boundary Expansion
━ City of Pensacola Boundary
🟨 Urban Core CRA District Boundary
🟩 Eastside CRA District Boundary
🟥 Westside CRA District Boundary
🟪 CRA expansion areas to be explored through a Necessity of Finding
Brent Ln
Palafox St
9th Ave
Jordan St
Pace Blvd
DeSoto St
T St
Bayou Chico
Pensacola Bay

8. CRA Boundary Expansion

The Westside CRA has a fairly large boundary. However, it excludes an isolated area to the south and west that is still within the city boundary. The recommendation would be for the CRA to conduct a Necessity of Finding to understand the feasibility of expanding the Westside CRA Boundary south and west to match the city boundary. An expanded boundary would generate additional TIF revenue from substantial commercial and industrial uses, providing for more potential investment in the Westside District. The CRA should conduct a Necessity of Finding to explore potential boundary expansions for all of the CRA Districts and engage the community in the process to determine which areas should be expanded, depending on compliance with the statute and demographic analysis. The boundary shown is a prospective boundary that may be modified with further data analysis and community input.



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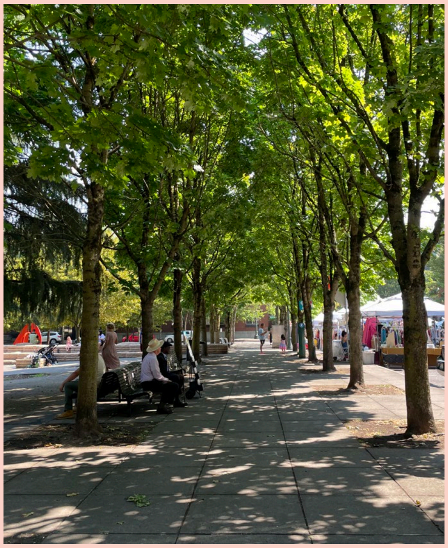


Aleksandr Vorobev

Fly View Productions

DESIGNING FOR SAFETY AND COMFORT

In Public Square, the journal for the Congress of New Urbanism, Robert Steuteville writes about necessary elements to create spaces that feel safe and comfortable. Quoting noted architect and urban designer Ray Gindroz, Steuteville outlines the following seven qualities:

HUMAN PRESENCE

People in a public space must feel the presence of other people in the space and in the buildings surrounding the space. The sense that we are not alone and are being observed helps us to behave properly and feel safe. Windows are symbols of that presence, whether people are behind them or not. Mixed-use buildings help promote 24-hour presence.

CONGENIALITY

The dimensions and scale of the space should encourage comfortable interactions among people.

HUMANE PROTECTION

Mechanical devices such as cameras and gates should be invisible. Where possible, police presence should be personal, on foot or bicycle, so police officers can interact with others.

VISIBILITY, LIGHT, AND OPENNESS

Open views that enable us to see other people and to be seen—by people driving by, as well as by others in the space—provide natural supervision. Light should ensure nighttime visibility.

ORDER

Coherent landscapes, streetscapes, and signs in both the public rights-of-way and bordering properties make a clear statement that a space is well-managed and safe.

CONNECTIONS

Spaces must be perceived as part of an interconnected network of streets and public open space, so we feel we have access to others who make the space safe.

LEGIBILITY

The clarity with which each space connects to the rest of the city helps us understand the form of the city and keeps us from feeling lost.

ECONOMIC DEVELOPMENT

Mikael Blomkvist

Alvarez

The Economic Development category includes recommendations that would bring commercial and mixed-uses to the districts, add jobs, and build support for businesses. Examples of recommendations in the Economic Development category include:

- Mixed-use and commercial infill development;
- Incubators and employment uses;
- Building strategic partnerships;
- Commercial property improvement programs;
- Partnering to support small businesses and workforce development.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Economic Development policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

RECOMMENDATIONS

1. Commercial Property Improvement Program (CPIP)

- Continue to administer the CPIP program and expand the program as funding becomes available to invest in commercial properties.
- Prioritize the Barrancas Avenue, Cervantes Street, and Garden Street corridors to reinforce neighborhood commercial centers.

2. Neighborhood Commercial Nodes

- Support the development of small neighborhood-scale retail nodes through the construction of single-story retail buildings or the conversion of houses into small-scale restaurants and shops. Neighborhood commercial should be located along higher visibility/traffic corridors, or at nodes that have historically had commercial uses. Some of these areas include along Cervantes Street, Pace Street, Garden Street, and Barrancas Avenue.
- Prioritize these nodes for the Commercial Property Improvement Program (CPIP).
- Ensure that neighborhood nodes are not zones for multi-story or vertical mixed-use buildings that would disrupt the scale and character of the neighborhood.

3. Incentivizing Neighborhood Commercial and Community Services

- Acquire land to RFP for development and/or support City Economic Development recruitment of uses desired or needed by the community (post office, banks, fresh food options, etc.).
- Provide financial incentives to cover gaps for uses that may not be market viable but are important to the community.
- Identify strategic properties to acquire and assemble, and adaptively reuse vacant commercial structures.

4. Business Support

Advocate for business support to be focused along Cervantes Street and in the new district emerging along Barrancas Avenue.

Joe Patti's has sold fresh seafood to the community for decades

Westside businesses are thriving gathering places for the community

OPEN
ANTIQUES

Example of re-purposing historic buildings for commercial use

5. Strategic Development Support and Incentives

- Motivate private investments where the return on investment is currently too low relative to competition from other regions. Consider a broad array of incentive tools - in addition to fiscal tools, consider zoning policies, land contribution, and permitting and regulatory relief as part of the toolkit.
- Tie the applicants' qualifying criteria to Key Performance Indicators (KPIs) aligned with key policy goals and the City's Strategic Plan.
- Conduct cost-benefit analysis to determine the programs' fiscal impact.
- Consider a phased approach to test the programs in specific high-priority areas before expanding their application.
- Consider combining guidance on community benefits agreement with incentive design to ensure fairness and preempt gentrification concerns.
- Leverage state and federal programs to maximize the impact of local programs.

6. Workforce Development & Skills Training

- Partner with local organizations that coordinate workforce training opportunities and support for entrepreneurs and small businesses.
- Connect these opportunities and programs to places neighborhood residents already frequent (community centers, libraries, etc.).
- Ensure that neighborhood organizations and residents are aware of job and business opportunities that arise from investment coming into the neighborhood.
- Engage these providers in partnership at the Baptist Hospital Redevelopment.

7. Main Street Program

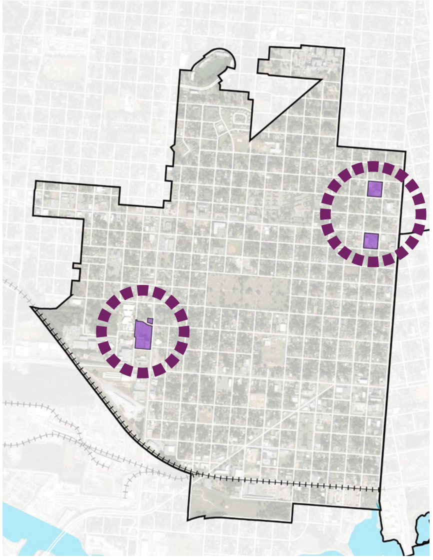
- Designate areas in the Westside for the Main Street Program: Cervantes Street, Barrancas Avenue, and Garden Street.
- Match these designations with traffic calming and investments in making the streets more walkable, safe, and comfortable for pedestrians.

8. Relationship with Escambia County School District

- Continue to build a relationship between the Escambia County School District and the CRA.
- Provide constructive input into planning for future school sites and the redevelopment of any surplus school district-owned property.

fauxels

Comparing costs versus benefits is an important tool to analyze effectiveness



Land owned by the Escambia County School District in the Westside CRA District

MAIN STREET AMERICA®

Main Street America

Main Street America

Union Bulletin, Downtown Walla Walla

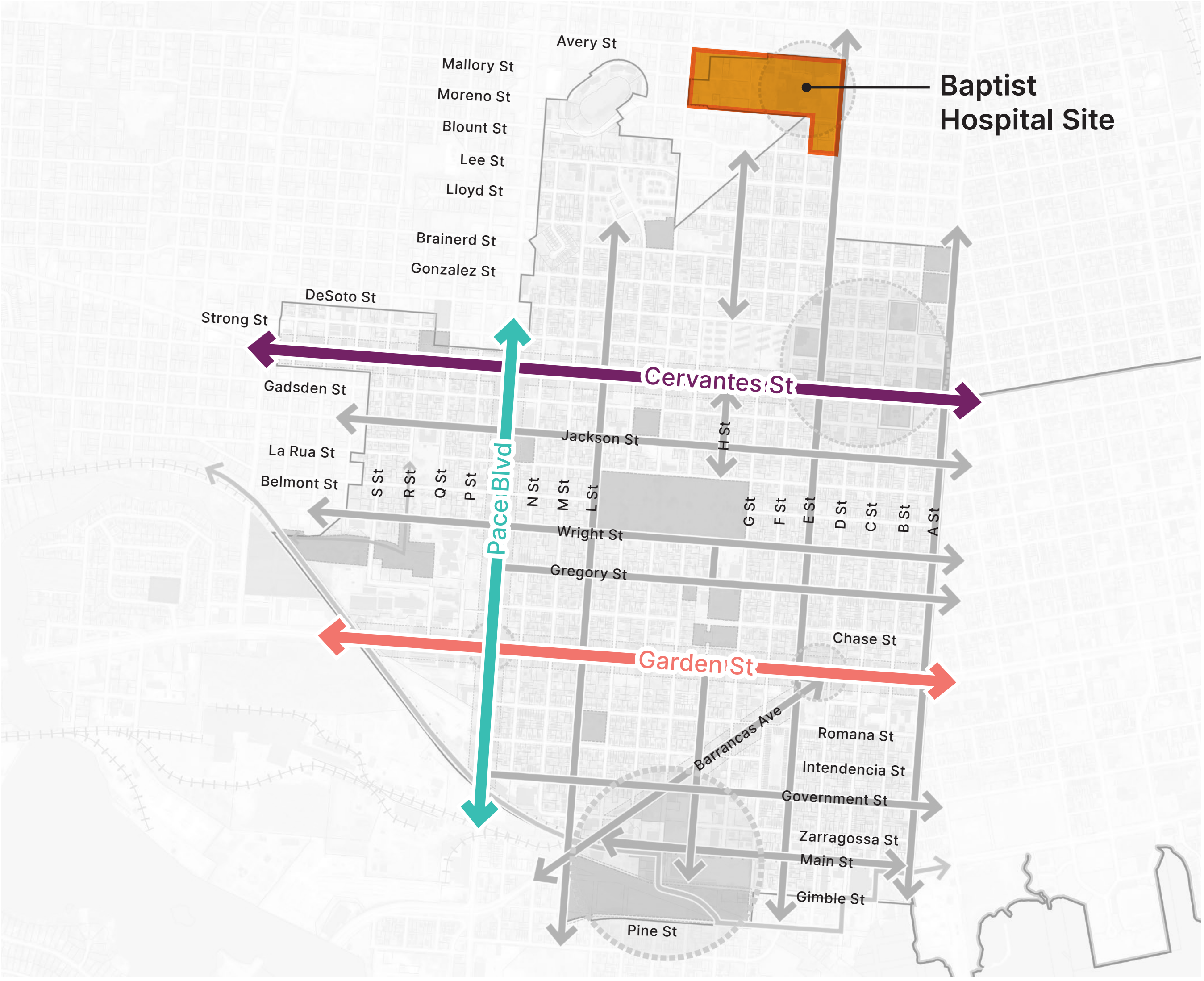
LEARNING FROM MAIN STREET AMERICA

Main Street America leads a collaborative movement with partners and grassroots leaders that advances shared prosperity, creates resilient economies, and improves quality of life through place-based economic development and community preservation in downtowns and neighborhood commercial districts across the country.

For more than 40 years, Main Street America has helped to build economic power in downtowns and neighborhood commercial districts – since 1980, Main Street America has helped to generate over $107.62 billion in local reinvestment, rehab 335,675 buildings, create 782,059 new jobs, and start 175,323 new businesses in over 2,000 communities.

The Main Street America Community Evaluation Framework outlines what it means to be a highly successful Main Street program and sets a path for growth and development. Developed by Main Street America in close partnership with Coordinating Partners through an extensive multi-year evaluation and revision process, the current community evaluation framework, assessment process, and standards for evaluation launched in early 2024.

Main Street America designation is a powerful advocacy tool, signaling to local stakeholders, as well as city, state, and national funders, that a Main Street program has an established position within a nationwide movement that has a 45-year proven track record of generating impressive economic returns, building local capacity, creating welcoming and inviting communities, and creating lasting impact.


Baptist Hospital Site
Avery St
Mallory St
Moreno St
Blount St
Lee St
Lloyd St
Brainerd St
Gonzalez St
DeSoto St
Strong St
Cervantes St
Gadsden St
Jackson St
La Rua St
Belmont St
S St
R St
Q St
P St
Pace Blvd
N St
M St
L St
H St
G St
F St
E St
D St
C St
B St
A St
Wright St
Gregory St
Chase St
Garden St
Barrancas Ave
Romana St
Intendencia St
Government St
Zarragossa St
Main St
Gimble St
Pine St

9. Cervantes Street Infill West of F Street

- After the completion of the Cervantes Street Corridor strategy (between F and A Streets), the CRA should continue to pursue and support infill development to the west of F Street.
- Projects may focus on expanding retail offerings and adaptive reuse of valuable buildings.

10. Pace Boulevard Development Opportunities

Development along Pace Boulevard will continue to respond to the roadway's character. Fast-moving traffic and poor pedestrian conditions will perpetuate suburban development patterns. Long-term improvements to the right-of-way are recommended to facilitate walking and biking connections across the boulevard and a comfortable pedestrian environment along the street.

Pace Boulevard will be undergoing a limited study to explore creating a safe, connected, and visually appealing corridor. The study will make recommendations for a handful of mid-block crossings and intersections.

Recommendations from this study should be implemented to make Pace Boulevard more comfortable and safe for pedestrians and bicyclists. Following physical improvements to the right-of-way, more urban development along the corridor (smaller setbacks, parking located in the rear of buildings, front entrances facing the street, etc.) should be a priority. The development of the Pace Boulevard corridor will likely follow later in the development timeline, given the market and existing roadway conditions.

Pace Boulevard

11. Garden Street Development

The focus of development along the Garden Street corridor will likely begin at the intersection with Barrancas Avenue, where a highly-visible commercial node already exists, with intersection improvements and CRA-guided infill development. The economic impact of that investment will likely ripple out to the west in later phases.

- Fund development that respects the scale and character of Garden Street;
- Guide developers through a design review process to adaptively reuse houses and small structures to minimize the impact of commercial uses;
- Ensure that parking, noise, trash, and other negative impacts on the residential neighborhoods are minimized.

12. Baptist Hospital Redevelopment

- Conduct a national search for a mixed-income, mixed-use, visionary developer who will coordinate a holistic redevelopment that incorporates health, education, and well-being in addition to residential and commercial development.
- Lay out and execute a robust and authentic community engagement process to involve the surrounding neighborhoods and city-wide stakeholders in the redevelopment process.
- Form partnerships with education and health organizations that could serve as anchors for the redevelopment.
- Work with Escambia County to pursue the annexation of blocks located north of Avery Street and blocks west of E Street to Pace Boulevard.

The former Baptist Hospital site today

NEIGHBORHOOD DEVELOPMENT

The Neighborhood Development category includes recommendations that would build neighborhood organization capacity, preserve cultural landmarks and historic buildings, and create branded destinations. Examples of recommendations in the Neighborhood Development category include:

- Neighborhood identity and wayfinding;
- Neighborhood capacity building;
- Corridor development;
- Development of entertainment destinations;
- Community policing strategies.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Neighborhood Development policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

www.ellajordanhome.org

Ella L. Jordan African American History Museum

Attribution

Paver patterns help create unique identities in different neighborhoods

RECOMMENDATIONS

1. Neighborhood Capacity Building

- Secure grants to support and help neighborhood organizations build capacity.
- Identify resources that neighborhood organizations can connect to (such as non-profit development courses at Pensacola State College, Neighborworks, etc.).

2. Develop Neighborhood-Specific Plans

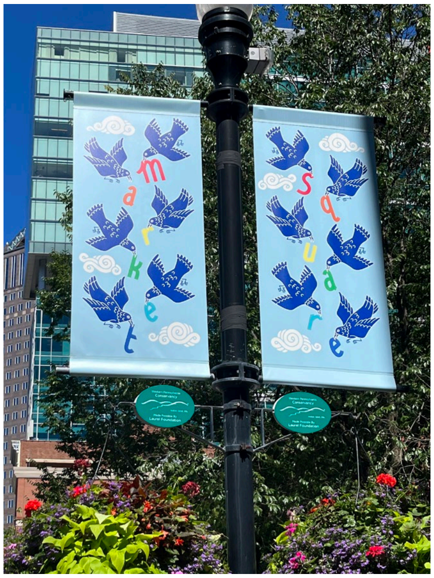
Fund and support the development of neighborhood plans that define projects and activities that are most important to the neighborhood. The CRA and City should define the topics appropriate for neighborhood plans (such as increases in density, locations for mixed-use, lot sizes, and considerations about adjacent uses). The City and CRA should also help to identify implementation activities that would be the responsibility of the neighborhood and those that would be led by the City, CRA, or partner organizations.

3. Neighborhood Identify & Wayfinding Building

- Fund efforts to support neighborhoods in developing unique identity, branding, and wayfinding for individual neighborhoods, areas of cultural significance, and special districts. These efforts can be used to reinforce sense of place and distinguish neighborhoods and special districts from one another.
- Fund the installation of branded neighborhood gateway signs, banners, and other placemaking elements.
- Rather than marking and defining the edges of CRA districts, placemaking signage should be used to indicate centers and places people gravitate toward. Identity signage should focus on the Barrancas Corridor, Cervantes Street between F and A Streets, and Historic Brownsville.

4. Revitalize Cultural Landmarks & Historic Buildings

Offer incentives and support projects that preserve and celebrate cultural destinations and preserve historic buildings, like the Gibson School. Look for viable uses to adaptively reuse important buildings in the neighborhood.



Signage based on local destinations

VIRGINIA BEACH
STOP
Summ

Public art establishes a theme

5. Community Safety

Fund programs that enhance community safety in the CRA District, reducing minor and violent crimes. Making places feel safe will encourage further investment and new residents moving into the district.

Community policing strategies may include:

- Funding increased patrols in the CRA District;
- Working with the police department to employ community policing best practices (bicycle patrols, community outreach events, etc.);
- Funding violence prevention programs, such as park or community ambassadors or outreach team members.

6. Partnership with Escambia County

Work with Escambia County to execute joint projects, such as streetscape improvements and urban design guidelines for the Brownsville neighborhood and coordination with on-going or completed plans (the Brownsville Redevelopment Plan, Barrancas Redevelopment Plan, Englewood CRA plan).

BOISE POLICE

Brett Sayles

LEARNING FROM SAFE COMMUNITIES

BUILDING RELATIONSHIPS

Police should work with community members to build trust and rapport. This can lead to more people reporting crimes and providing information.

TRANSPARENCY

Police should be open about their policies and procedures, and how they operate. This can help build trust and accountability.

PROACTIVELY SOLVING PROBLEMS

Police should work with the community to identify and address the underlying causes of public safety issues.

EMBEDDING COMMUNITY ENGAGEMENT

Community engagement should be a core part of an agency's culture. When people trust the police, they are more likely to follow the law and help create a safer community.

WHAT ARE EXAMPLES OF COMMUNITY VIOLENCE INTERRUPTION (CVI) INITIATIVES?

- Violence interrupter programs, which use peace-building approaches to stop violence before it occurs by placing ambassadors on the street who can de-escalate conflict, provide mediation, and build supportive relationships with those at highest risk of experiencing violence.
- Programs to reduce gang-related affiliation and connect at-risk young people to employment and economic opportunities.

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HOUSING

The Housing policy category includes recommendations that will increase the options for housing in the district, including rental and homeownership and a range of housing types and affordability. Examples of recommendations in the Housing category include:

- Providing incentives for developers to build affordable housing;
- Working with developers to improve the quality of proposed housing design;
- Developing pre-approved building plans;
- Acquiring land for infill housing;
- Substantial rehabilitation of existing housing;
- Residential property improvement programs;
- Supporting first-time homebuyers;
- Large-scale mixed-use, mixed-income housing development.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

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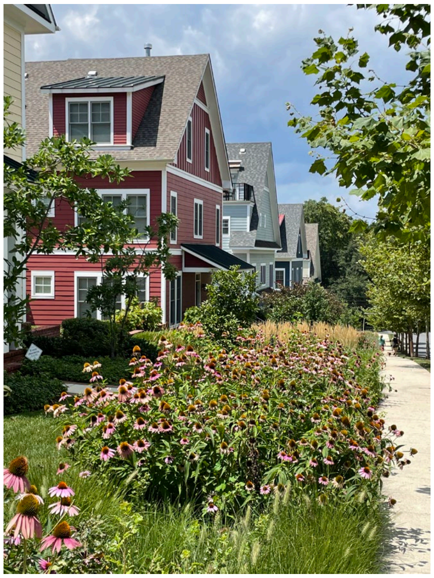


RDNE

RECOMMENDATIONS

1. Residential Property Improvement Project (RPIP)

Continue offering property improvement programs, such as RPIP and the Resiliency program, to preserve and create affordable housing units.

2. Demolition and Reconstruction Funding Program

- Develop a companion program to the RPIP for substantial demo and reconstruction (for primary structures and ADUs, rehab or new construction). This could be accessed by both owners as well as developers to facilitate infill in the districts.
- Applicants would need to demonstrate that preservation wasn't feasible.
- The CRA should conduct a study of contributing structures to historic character in neighborhoods to ensure that significant buildings are not demolished as part of this program.

3. CRA-Led Infill Development

- Acquire lots for infill development.
- Help fund the construction of new housing, partnering with organizations such as the Homebuilders Association to keep costs as low as possible.
- Facilitate land swaps to locate the highest and best uses along key corridors.

4. Partnership with Community Land Trusts for Infill Development

- Acquire lots for infill development and convey to Community Land Trust(s), such as the Northwest Florida CLT. Reference Escambia County's escheated property list to target lots for potential acquisition.
- Help fund the construction of new infill housing, partnering with organizations such as the Homebuilders Association to keep costs as low as possible.
- Facilitate land swaps to locate the highest and best uses along key corridors.

5. Pre-Approved Building Plans

Continue to develop a selection of pre-approved building plans, especially for narrow 30-foot infill lots, and establish a program where potential homebuyers can apply to use these plans. Partnering with a local builder experienced in this building type should be explored to help implement this program.

Example of newer infill housing

Examples of narrow housing types can be found throughout Pensacola

Andresr

LEARNING FROM GREAT NEIGHBORHOODS

Require affordable housing projects receiving CRA funding to meet general design standards, including the principles of good design described below.

BUILDINGS FRONT PUBLIC AREAS

If a development does not include public streets, parking drive aisles should be designed with enhancements to make them "street-like," i.e. with shade trees, non-circuitous sidewalks, street furniture such as benches, trash receptacles, and street lights.

ACCESS

Convenient access to public transit, walking/bike trails, and amenities enhances access to opportunities for employment, education, and cultural experiences.

NEIGHBORHOOD-SCALE STREETS & BLOCKS

Development should be organized into blocks that are less than 3 acres each to create a walkable community. Streets should create an interconnected grid, with comfortable, shaded sidewalks.

FRONTS AND BACKS

Buildings should have discernible fronts and backs. Front facades should face other front facades and rears of buildings should face other rear facades.

PERIMETER FRONTAGE

Fronts of buildings should face publicly accessible streets (or parking lot drive aisles designed to be "street-like") or greenways. Service areas, off-street parking, and semi-private outdoor space should be located in the center of blocks or in the rear of buildings.

DIVERSE BUILDING TYPES

The objective is to build new homes in new or extended neighborhoods. A range of building types and architectural designs are required to move from building a development or apartment complex (typically with one or two repeating building designs) to a neighborhood.

MIXED-INCOME

If possible, affordable projects should aim to serve a range of incomes by offering a range of unit types and sizes, or by building in long-term affordability through subsidy for a portion of the units.

HUMAN-SCALE BUILDING ELEMENTS

Architectural elements including porches, stoops, awnings, balconies, and other elements are necessary to create places where people can interact and enjoy outdoor space. The scale of buildings should be consistent with the surrounding neighborhood.

ACCESSIBLE AMENITIES

The development has a diverse range of indoor and outdoor amenities, including small parks for children, indoor community gathering space, fitness amenities, etc.

QUALITY MATERIALS

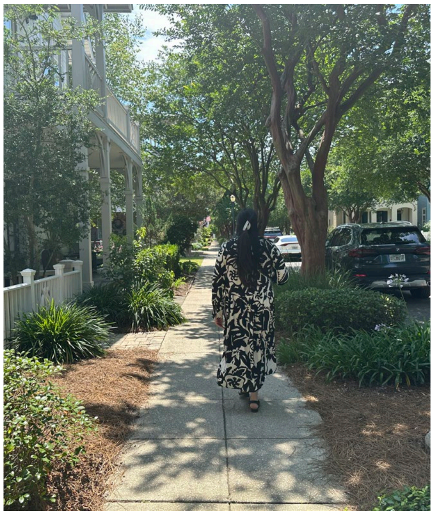
Build affordable housing with high-quality, durable materials that are comparable in quality to moderate market-rate projects to ensure affordable projects will not be easily identified or stigmatized.

6. First-Time Homebuyers

- Identify barriers that may keep residents from using the first-time homebuyers programs provided by the City and the county.
- Connect potential first-time homebuyers to financial incentives.
- Explore strategies for increasing homeownership.

7. Affordable Housing Incentive

- Use incentive programs aligned with the principles and goals of the redevelopment plan to continue to fund affordable housing projects.
- Identify target areas for incentives, which may include affordable housing, infrastructure improvements, coordination with redevelopment project(s), floodproofing as a means to encourage certain uses, etc.
- Engage partners like the Northwest Florida Community Land Trust to develop high-quality affordable projects in the CRA Districts.


Example of a walkable neighborhood street

8. Small-Scale Affordable Housing Rental Program

Create an incentive program to create and preserve affordable missing middle rental housing. The CRA is restructuring the TIF Rebate Incentive program to offer greater flexibility and effectiveness in supporting redevelopment within the city's redevelopment areas. The updated program is designed to be more robust, enabling developers to access tailored incentives that better align with the unique needs of their projects. By introducing a more adaptable framework, the revised TIF Rebate program will provide a wider range of options, ensuring that developers receive timely support while fostering sustainable growth in key redevelopment zones. This revamped incentive structures aims to drive economic development and revitalization efforts across the city, enhancing the overall impact of the program.

9. Large Scale Redevelopment Projects

- Ensure authentic community engagement and public participation opportunities.
- Select developers and design consultants that adhere to principles of good urban design (connected street grid, walkable block size, streets designed for pedestrians, mix of uses, dense and compact building types, access to transit, creation of public gathering spaces, etc.)
- Large-scale redevelopments must be broken into walkable block sizes with public streets or publicly-accessible private drives designed like public streets (with on-street parking and sidewalks).

10. Quality Multifamily Development

Use New Urbanist design principles in the design of multifamily housing developments. Incorporating language into the CRA's RFQs and RFPs specifying the selection of developers and/or design consultants who adhere to New Urbanist design principles will ensure alignment with best practices.

TRANSPORTATION, STREETS, AND PARKING

OVERVIEW

Transportation investments are an essential component to achieving broader community goals. Streets, trees, sidewalks, bicycle lanes, public art, and parking spaces often make up the majority of the land area of communities and are the heart of the public realm. As a result, many economic development plans and community-oriented policies are contingent on their thoughtful alignment with transportation projects. Ensuring that residents feel safe and comfortable while walking, driving, biking, taking transit, using public amenities, and patronizing businesses is always an important factor for all great neighborhoods.

The transportation recommendations outlined in this section can be understood as adhering to the following three high-level goals:

- **Accessibility** Support the development of an integrated and connected multi-modal transportation system that focuses on improvements that prioritize people walking, biking, using transit, and people with disabilities, providing everyone the opportunity to reach destinations for employment, leisure, and essential services.
- **Placemaking & Public Realm** Design transportation projects and site design that preserves community identity and provides welcoming spaces for civic, social, and commercial activity.
- **Safety** Provide safe and comfortable streets to support healthy and vibrant communities while improving residents' quality of life and the overall walkability of a neighborhood.

Transportation equity is an integral part of the evaluation and prioritization of projects and runs across all the goals.

The recommendations detailed in this section were shaped by community feedback and build on efforts undertaken by the CRA in previous plans, the City of Pensacola, and the Westside community. Specifically, these recommendations are aligned with the Active Transportation Plan (ATP) adopted by the City in August 2023 and the Westside Community Redevelopment Area Plan adopted by the City in 2007.

In the Westside, transportation strategies are focused on establishing a neighborhood identity, supporting a multimodal transportation network, and improving the safety and comfort of W Cervantes Street, Barrancas Avenue, and key intersections along N Pace Boulevard and A Street.

ACTIVE TRANSPORTATION PLAN (ATP) – 2023

The goal of the ATP is to accommodate all community members and encourage alternative transportation modes outside of car travel. The plan is focused on filling gaps in the transportation network and linking key destinations such as schools, parks, and commercial areas. Three categories of pedestrian- and bicycle-focused infrastructure are established by a Future Network framework in the ATP:

- Neighborhood Greenways
- Bike Routes
- Trails

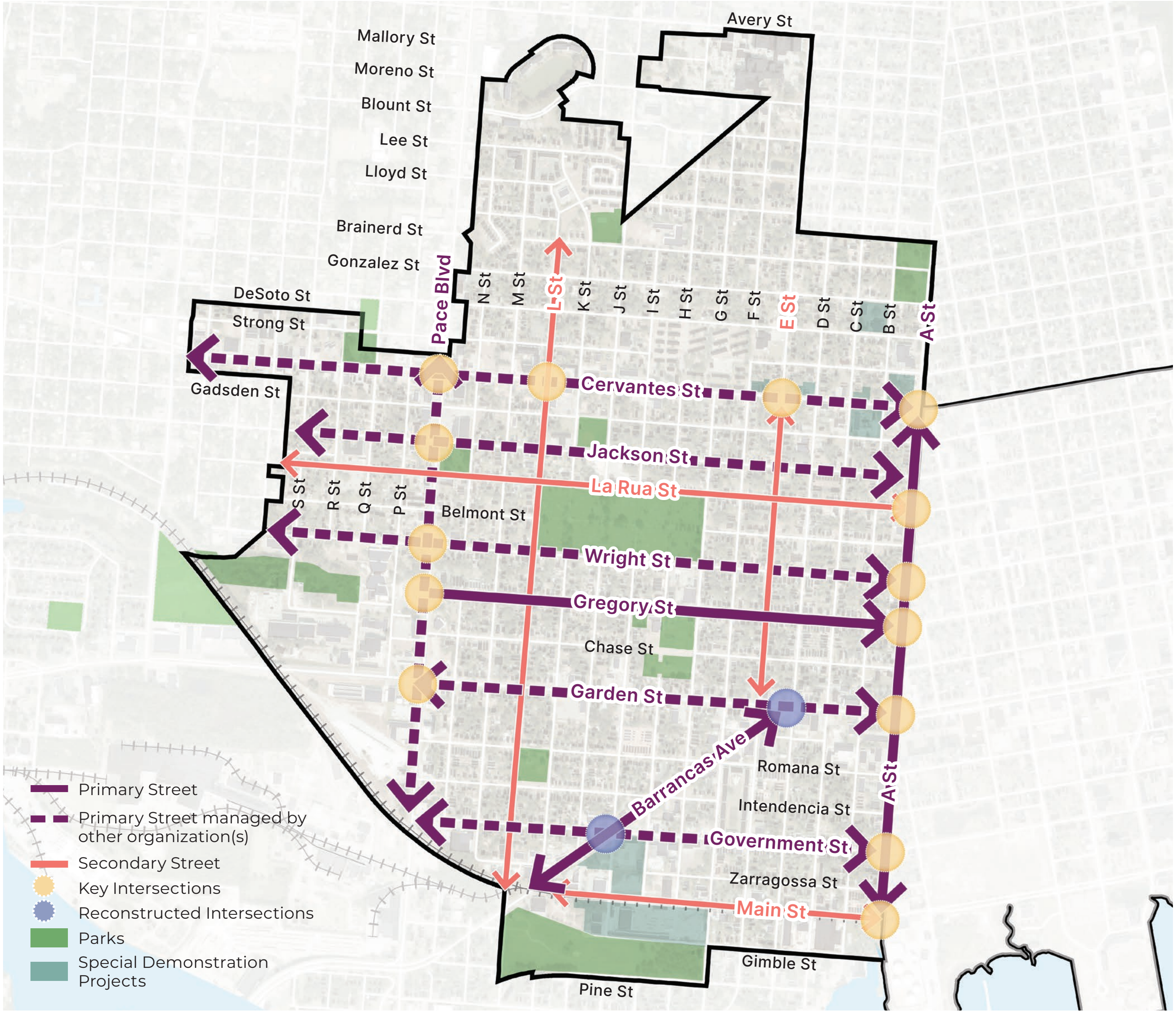
The Future Network design recommendations include using context-sensitive designs to make streets safer and more accessible based on their location (urban, suburban, etc.), using countermeasures to calm traffic, improve crossings, and/or expanding the bicycle network.

WESTSIDE COMMUNITY REDEVELOPMENT AREA PLAN – 2007

Although adopted nearly two decades ago, the Westside Community Redevelopment Area Plan made a variety of recommendations for corridors that are still relevant today, including:

- Pace Boulevard
- Garden Street
- Barrancas Avenue
- W Cervantes Street

Projects in the 2007 plan generally focused on traffic calming, intersection and streetscape improvements, and overall connectivity.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Jackson St
La Rua St
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R St
Q St
P St
Belmont St
Wright St
Gregory St
Chase St
Garden St
Romana St
Barrancas Ave
Intendencia St
A St
Government St
Zarragossa St
Main St
Gimble St
Pine St
Primary Street
Primary Street managed by other organization(s)
Secondary Street
Key Intersections
Reconstructed Intersections
Parks
Special Demonstration Projects

Westside Streets

Recommendations contained in this section are intended to improve safety, connectivity, accessibility, and navigability for all users and are focused on improvements that support and further the special demonstration projects and that are focused on selective corridors for improvements. These corridors are generally identified as primary streets but may also include other key streets and intersections that provide important connectivity within the district.

Not all recommendations listed are able to be directly undertaken by the CRA, there are various roles for the CRA to play in the implementation of these projects. Some of these roles are further defined in the implementation section of this plan. Recommendations which require the CRA to play more of an advocate role are provided separately as these may be broader and more general and scope or simply not within the CRA's purview yet were identified as a need from community members throughout the engagement process of this plan update.

The goal of creating more safe, accessible, and aesthetically vibrant communities will take advocacy and partnerships across multiple agencies and city departments for transportation improvements that go above the baseline standards. Such improvements may not be routinely implemented currently but as part of a plan that has a 20-year horizon to improve inadequate infrastructure, these upgrades could have bigger placemaking impacts and address community needs while also setting the stage for economic and neighborhood development within the Westside.

RECOMMENDATIONS

1. Curb Management Study

Fund a curb management study and create a plan to maximize opportunities for landscaping, dedicated bicycle lanes, and on-street parking along key corridors.

2. Low-Impact Design Standards

Promote low-impact design standards for use in corridor improvement projects and parking design standards to increase landscaping opportunities and provide stormwater mitigation where necessary.

3. Undergrounding Utilities

For all CRA-funded projects, advocate for the undergrounding of utilities as an investment that adds placemaking and resilience value.

4. Partnerships

Continue and strengthen partnerships with the Florida-Alabama Transportation Planning Organization (FL-AL TPO), the Florida Department of Transportation (FDOT), the Emerald Coast Regional Council (ECRC), and Escambia County Area Transit (ECAT) to integrate CRA projects into the transportation planning process. Additionally, CRA should continue to work on providing project lists to be integrated into the Transportation Improvement Plan (TIP) and Long Range Transportation Plan (LRTP) for the region.

5. Connecting Disadvantaged Communities

Partner with the City to fund and advocate for development of wider micromobility policies and plans that focus on supporting disadvantaged communities.

6. Data Collection

Assist other organizations with collecting data to support implementation of projects. For example, hosting "walking audits" with community residents to document needs related to maintenance, safety, and crossings.

7. Pedestrian & Bicycle Facilities Design Guidelines

Work with the City to review and update city policies and standards for pedestrian and bicycle facilities to adopt design guidelines that are aligned with best practices and state-of-the-art systems.

8. Transit First and Last-Mile Experience

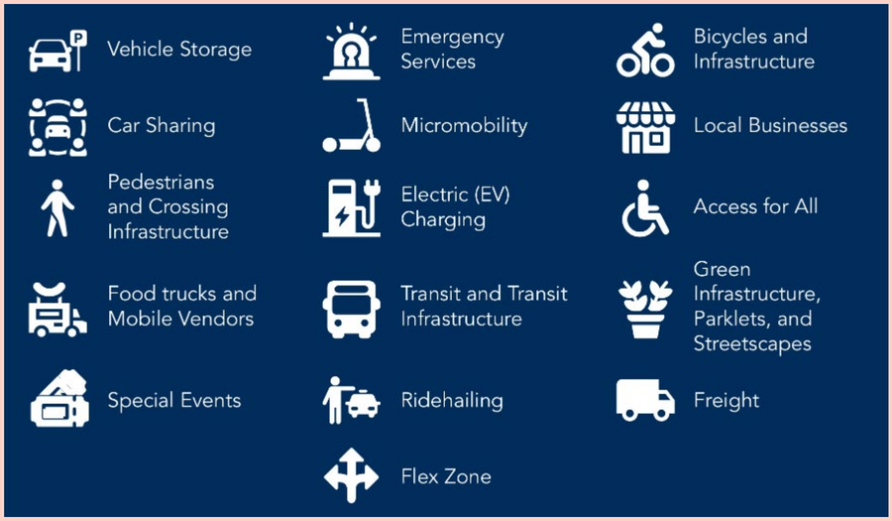
Work with the City and local developers to implement transportation infrastructure projects for pedestrian, bicycle, and micromobility services and facilities that improve transit's " first and last-mile" experience.

Creating standards for pedestrian and bicycle facilities can make a huge impact on increasing safety

THE CHALLENGE

There are several challenges in the Westside voiced by community residents. These challenges are also a common occurrence in other districts. These include:

- Intersections that are unsafe for bike/ped crossing
- Speeding vehicles
- Lack of maintenance on existing pedestrian flashing crosswalk lights
- Lack of pedestrian crosswalks
- Lack of maintenance on existing sidewalks
- Lack of sidewalks
- Lack of protected space or roadways that accommodate pedestrians and bicycles and connect them across all districts and neighborhoods
- Lack of places to walk to i.e., restaurants or stores (Westside)
- Flooding issues are a big challenge
- Vehicle dominated streets make pedestrians and bicyclist feel unsafe
- Roadways that are the most unsafe or are barriers in districts are State roads



- Vehicle Storage
- Car Sharing
- Pedestrians and Crossing Infrastructure
- Food trucks and Mobile Vendors
- Special Events
- Emergency Services
- Micromobility
- Electric (EV) Charging
- Transit and Transit Infrastructure
- Ridehailing
- Flex Zone
- Bicycles and Infrastructure
- Local Businesses
- Access for All
- Green Infrastructure, Parklets, and Streetscapes
- Freight

ITE

LEARNING FROM GREAT STREETS

CURB MANAGEMENT

A plan that manages the space between the curb and travel lanes can provide a wide range of benefits when considered in combination with access management (or curb cuts/driveways) It is also a way to claim back space that can be used for amenities such as micromobility, parklets, enhanced transit stops or an extension of the pedestrian zone and in commercial areas can also provide for loading zones. The CRA should partner with the city to fund such a study in key corridors like A Street, Garden Street, and Government Street.

ACCESS MANAGEMENT

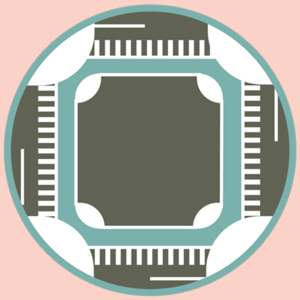
Removing redundant access to properties along busy corridors can provide other opportunities within the right-of-way such as continuous sidewalks or streetscape improvements. By reducing the number of interruptions and conflict points for pedestrians and vehicles, accessibility and mobility are increased and safety is improved for all users.

LANE RE-PURPOSING

Removing unnecessary driveways improves safety by minimizing car turning movements and consequently, provides the opportunity for removal of left-turn lanes to allow for pedestrian mid-block crossings instead where applicable and/or for the addition of such streetscape improvements as medians in place of the left-turn lane.

SPEED
LIMIT
25

REDUCE SPEED LIMITS

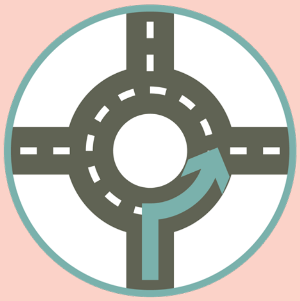


ENHANCED INTERSECTIONS

CROSSWALK DENSITY

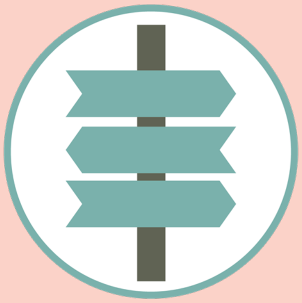
NEW & ENHANCED BIKE LANES

NEW & ENHANCED SIDEWALKS



TRAFFIC CALMING

ACCESS MANAGEMENT



WAYFINDING

COUNTERMEASURES

A countermeasure is a safety improvement that is designed to prevent or offset an issue. While the CRA is not responsible for operation and maintenance of roadways, the CRA can be great partners and advocates for the implementation of such improvements that support and further the CRA's mission and goals. In addition to advocacy for certain improvements, safety improvements should link to Emerald Coast Regional Council (ECRC) Safe Streets and Road for All (SS4A) Safety Action Plan (adopted Dec 2024). Countermeasures that could provide district-wide benefits may include:

REDUCE SPEED LIMITS

Setting speed limits that are appropriate for the surrounding environment helps enhance safety and further street design concepts that prioritize pedestrians and cyclists. CRA may provide funding support for target speed studies to help develop a plan to set appropriate speed limits based on context and safety concerns.

ENHANCED INTERSECTIONS

Enhanced intersections help to delineate pedestrian and bicycle movements by slowing traffic and providing shorter crossing distances. Improvements can include corner islands, curb extensions, pavers, and even painted designs to bring attention to the space.

CROSSWALK DENSITY

Increasing the number and frequency of crosswalks to the network maximizes connectivity for pedestrians and improves safety by providing multiple designated, marked crossing locations. CRA can help provide the City with a prioritized list of intersections where new or improved crosswalks are needed.

NEW & ENHANCED BIKE LANES

Separating bike lanes with physical barriers, adding pavement markings, and incorporating signage helps to reduce crashes and slow car speeds.

NEW & ENHANCED SIDEWALKS

Completing the sidewalk network by adding or widening sidewalks is essential to the safety and comfort of pedestrians. This will also help to fill gaps in facilities and infrastructure that accommodates users of all abilities.

TRAFFIC CALMING

Installing traffic calming features can reduce crashes by slowing traffic and reducing points of conflicts. Improvements can include mini traffic circles which use paint and soft hit posts to replace 4-way stops, roundabouts, or chicanes.

ACCESS MANAGEMENT

Removing redundant driveways creates continuous predictable zones for pedestrians, bicyclists, and vehicles, thereby increasing the safety of all users. Improvements can go beyond closing or modifying driveways and include creating other curb management amenities, such as bicycle parking, parklets, or landscaping areas.

WAYFINDING MEASURES

A network of signs highlighting nearby pedestrian and bicycle facilities helps guide users to crossing locations as well as cultural amenities.

Providing great spaces for pedestrians encourages people to walk instead of drive, alleviating traffic congestion

9. Intersection and Sidewalk Improvements

The CRA should advocate for and consider funding further analysis for safety improvements that prioritize key intersections along priority corridors such as:

- N A Street at W Cervantes Street, W Wright Street, W Gregory Street, W Garden Street, and W Government Street;
- N Pace Blvd at W Garden Street, W Gregory Street, W Wright Street, W Jackson Street, and W Cervantes Street.

These improvements help to prioritize pedestrian and cyclist connectivity without the need for a whole corridor reconstruction and furthers the ATP prioritization of neighborhood greenways. Additional funding towards countermeasures that go above the standard and are proven to increase safety and prioritize resident quality of life can provide improvements that are cost effective and timely. There are a variety of countermeasures to choose from such as raised crosswalks at key intersections. Additional countermeasures that could be used that may be most applicable for the Westside are further discussed in this section.

MINI ROUNDABOUTS

A mini roundabout is a small yet powerful tool in traffic calming. These improvements when applied correctly can give additional access for pedestrians and bicyclists; reduce the occurrence of speeding and running STOP signs; reduce the noise caused by vehicles braking hard and accelerating at intersections. Additionally, they can provide enhanced aesthetics while improving traffic flow.

10. N Pace Boulevard Intersection Improvements

Closely coordinate with City and ECRC to provide input and make sure that intersection improvements are also being considered along with the corridor management study that will begin early 2025. Study should include engineering and planning principles necessary to create a safe, connected, and visually appealing corridor. Recommendations should not require additional right-of-way (ROW), and further enhance intersection improvements that support the adopted ECRC Safe Streets and Roads for All (SS4A) Safety Action Plan December 2024). Improvements could include countermeasures such as:

- Removing redundant driveways to create continuous predictable zones for pedestrians, bicyclists, and vehicles notably at W Gregory St and W Wright St and the Global Learning Academy;
- Developing a wayfinding master plan that promotes community assets such as St. John's Cemetery, Westside Library and Legion Field. Highlighting nearby pedestrian and bicycle facilities helps guide users to crossing locations as well as cultural amenities;
- Introduce traffic calming through streetscape improvements such as medians, on-street parking, and raised crosswalks;
- Conduct further analysis and study for the reduction of speed limits and design improvements according to a new target speed. N. Pace Blvd is one the few roadways in the city that current speed limit is 40 mph.

11. W Garden Street Improvements

Improvements should enhance and feature the landscaped median in the urban core providing pedestrian access. Remove on-street parking to allow for improved transit connectivity. Provide additional and improved mid-block pedestrian crossings initiated by FDOT project 435178-3 . Pedestrian crossings could utilize the landscaped median for refuge and repurposed on-street parking dimension and lane width reductions could allow for passive activities in the median.

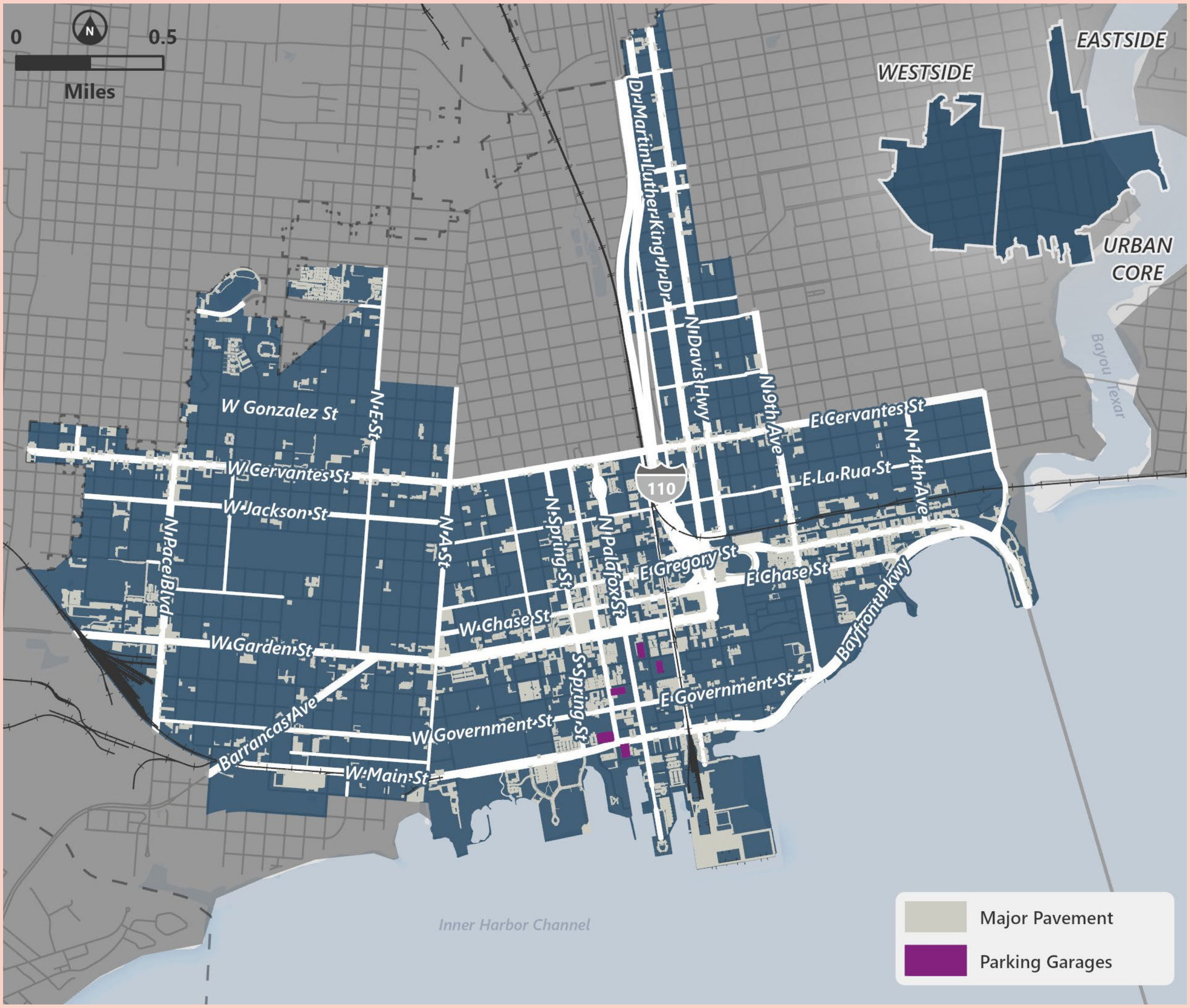
12. Parking Projects and Requirements

- Quick build pilot projects that either remove or add on-street parking can provide short-term improvements that allow residents and visitors to experience impacts before committing to large financial investments.
- Convert strategically located, such as at corners or midblock, on-street parking spots into landscape zones, parklets, pop-ups, and street.
- Residential or commercial parking areas should be located to preserve building presence on the street and provide uninterrupted pedestrian facilities.
- All non-residential buildings and multi-family residential buildings should provide both short-term and long-term bicycle or other micromobility storage space.

Produce bicycle parking and/or storage

Introduce traffic calming through on-street parking

Convert parking spaces into parklets or pop-ups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N Palafox St
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E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Bayou Texar
Inner Harbor Channel
Major Pavement
Parking Garages

LEARNING FROM BEST PARKING PRACTICES

Parking plays a major role in an area's mobility. It can be an asset if thoughtfully located – supporting local businesses or meeting the needs of residents. But parking can be a liability when ineffective policies place a premium on parking demands; as a result, the pedestrian fabric of a community is eroded.

Requiring minimum parking standards and locating surface parking lots along street frontages lead to environments that are hostile to pedestrians. The heat island effects that are caused by large areas of asphalt without tree cover, underutilized parcels, and a lack of street definition make a huge impact on the environment and to the quality of life for residents.

In the Westside, there are 254 "Major Paved" areas for a total of 110 acres of paving.

PARKING GOALS

The goals of parking recommendations are to:

- Facilitate easy access to downtown while promoting transit and other modes of transportation while prioritizing a more walkable and bikeable environment.
- Coordinate parking locations – surface lots or structured – with transit, micro-transit, and micromobility hubs.
- Develop parking facilities that meet parking needs through a shared parking methodology.
- Minimize impact from parking on the public realm.

OPEN SPACE AND COMMUNITY AMENITIES

The Open Space and Community Amenities policy category includes recommendations that enhance the quality of life within the district by increasing access to parks, trails, recreation, community centers, and other community destinations. Examples of recommendations in the Open Space and Community Amenities category include:

- Recommendations about specific parks or open spaces;
- Recommendations for new or improved community amenities;
- Qualities that the CRA should prioritize in proposed designs, such as natural habitats or tree canopy and shade;
- Participation in the City's upcoming Parks Master Plan;
- Celebration of places with historic and cultural significance in neighborhoods and special districts through public art;
- Requirements for developers to incorporate public art into their developments;
- Walking and bicycling connections to existing or future parks and destinations;
- Recommendations for community garden, improvements to cemeteries, and other neighborhood opens space.

The policy recommendations emerged as important through the CRA Plan Update process, through a combination of community input and suggestions, conversations with CRA and City staff about challenges of the current development review and approvals process, and relevant recommendations from the previous plans. Some recommendations are location-based, while others are global and applicable to the whole district.

The Open Space and Community Amenities policy recommendations, like the Special Demonstration Projects, are intended to provide examples of appropriate CRA projects. However, policies are not limited to those listed. The policies included are not listed in order or priority. The CRA will use the evaluation tools in the Implementation chapter to prioritize projects and match projects to available funding.

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RECOMMENDATIONS

1. Parks Master Plan

- Participate in the 2025 Parks Master Plan being conducted by the City Parks and Recreation Department.
- The plan should assess the existing conditions and amenities and make recommendations for enhancing existing amenities, increasing the usability of the existing open spaces and cemeteries, and transforming vacant lots into new neighborhood parks where needed.
- The planning process should engage residents, relying on community input to guide the amenities, designs, and programming of parks.
- Park designs should prioritize amenities and programming that match the desires and needs of surrounding demographics.
- All interventions in parks and public spaces should prioritize increasing shade, comfort, and usability.
- Neighborhood parks or publicly-accessible open space should be located within 1/4-mile of all neighborhood blocks.
- The CRA may explore the option to fund future specific park enhancements that relate to placemaking.

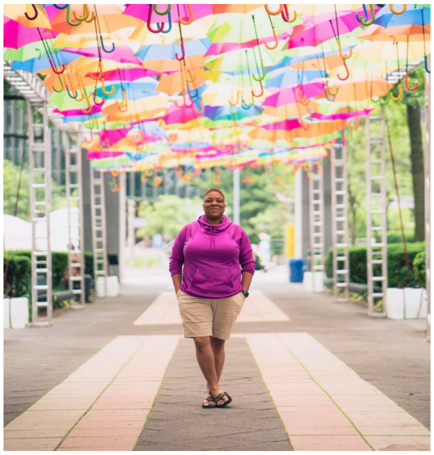
2. Art Requirement for New Development

- Require new development receiving CRA funding to meet a requirement to incorporate public art that celebrates the history, culture, or place.
- Projects would be identified, funded, and installed by private developers; also explore "in-lieu" options.
- The CRA and City should identify and help initiate a regional arts organization that would eventually facilitate the program.

3. Natural Habitats and Tree Canopies

Require the use of native plant species, the creation of natural habitats, and tree canopies to provide shade in CRA-funded projects.

Maggie's Ditch Stormwater Treatment Enhancement Project



Public art project

Shade is a crucial feature for pedestrian spaces in Pensacola's climate

4. Community Facilities

Fund and build improvements to community facilities and programs, such as healthcare services, education, telehealth, community gathering space, a new senior center, a career learning lab, and cyber lounge.

Potential new locations for community facilities that should be studied include the Baptist Hospital redevelopment site, infill sites along Barrancas Avenue, and/or the lumber yard site near the ACW Superfund Site Park that is to be relocated.

Public restrooms can be added to parks, along streets, or in other public areas

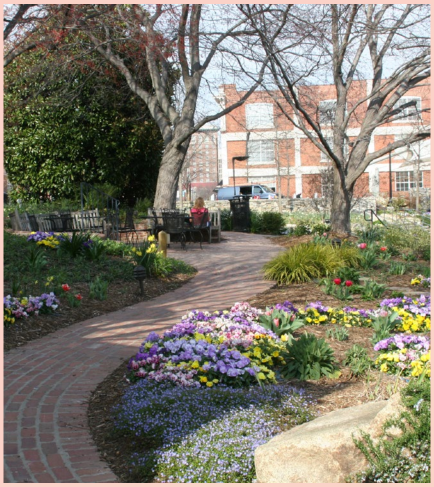
5. Public Restrooms

Partner with the City to identify locations, establish standards for design and maintenance, and support the construction and maintenance of public restrooms in or near public parks and highly-trafficked areas. Some potential locations may include Legion Field, Fricker Community Center, near Barrancas Avenue, or along the future Bluffline expansion.

6. Low-Barrier Homeless Shelter

In partnership with local and regional homeless organizations, missions, shelters, and support services, the CRA should advocate for the creation of a low-barrier homeless shelter with minimal entry requirements (e.g., sobriety checks, income verification, strict identification policies, or participation in programs) to serve a wider range of individuals facing homelessness with complex needs.

Union Bulletin, Downtown Walla Walla

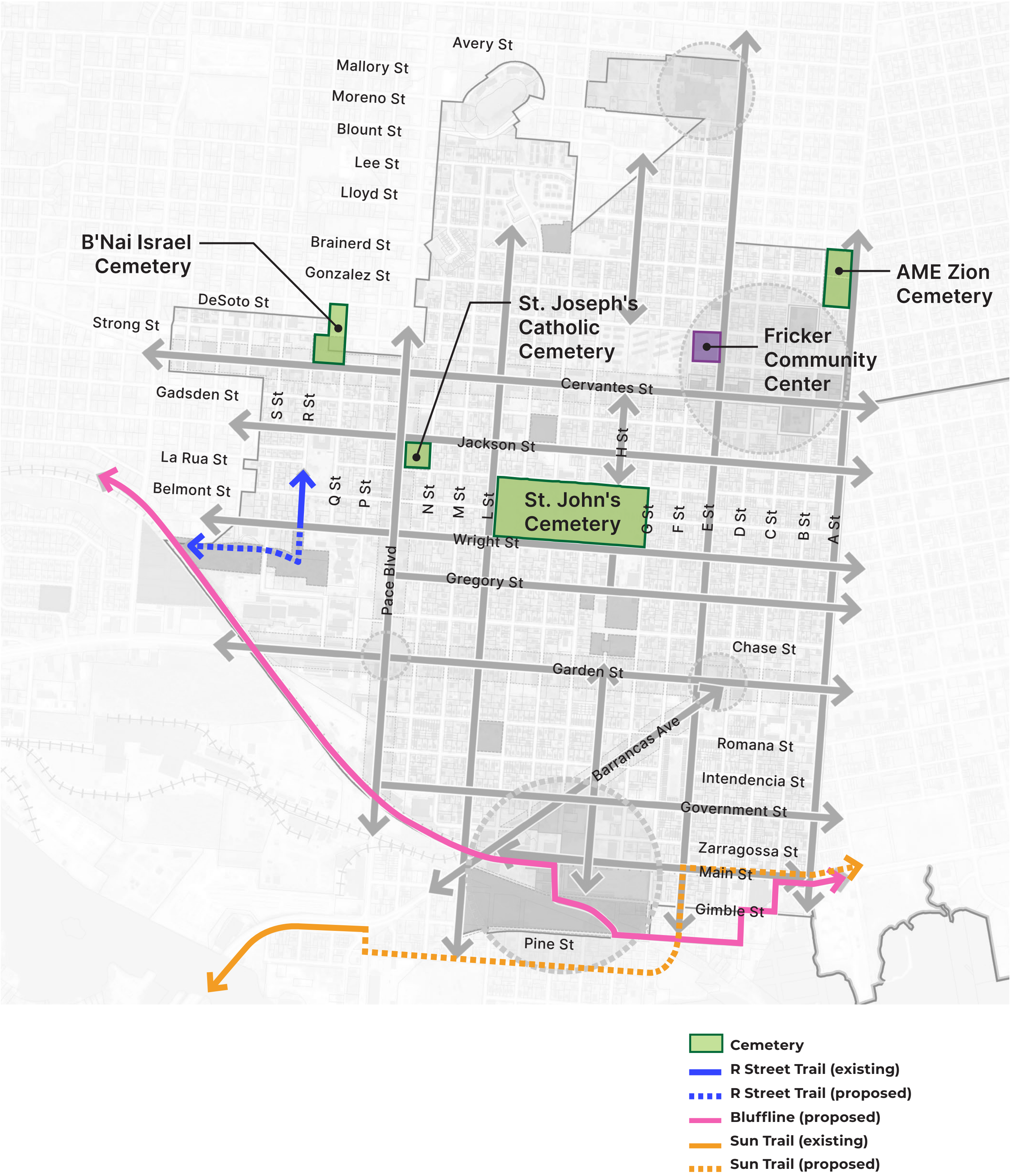


LEARNING FROM GREAT PARKS

Great parks and open spaces are sanctuaries for communities, with space for both active and passive activities, and connections to nature. The best parks are inclusive of all – no matter your age, ability, needs and wants.

Some of the ingredients that make great parks, especially in a warm, humid climate like Pensacola, could include:

- Kid-friendly play features/playgrounds
- Splash pad and/or public pool
- Public restrooms
- Walking, running paths
- Bicycle paths
- Sports fields
- Seating areas for large, medium, and small gatherings – this could be an open lawn, benches along paths, movable seats, swings, shaded pavilions, etc.
- Multi-purpose events spaces
- Water fountains
- Public art sculptures
- Landscaped gardens, with formal or informal plantings
- Shade from trees and/or structures
- Areas to observe a view of another place – this could be a view of a water body, of a different neighborhood, etc.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DeSoto St
Strong St
B'Nai Israel Cemetery
St. Joseph's Catholic Cemetery
AME Zion Cemetery
Fricker Community Center
Cervantes St
Gadsden St
S St
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Jackson St
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La Rua St
Belmont St
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St. John's Cemetery
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Wright St
Pace Blvd
Gregory St
Chase St
Garden St
Barrancas Ave
Romana St
Intendencia St
Government St
Zarragossa St
Main St
Gimble St
Pine St
Cemetery
R Street Trail (existing)
R Street Trail (proposed)
Bluffline (proposed)
Sun Trail (existing)
Sun Trail (proposed)

Great trails can spur development by building connections between destinations

7. Community Gardens

- Assess the need for and interest in community gardens in public parks as part of the 2025 Parks Master Plan.
- Build relationships with potential garden operators.
- Pursue gardens and urban forests as part of large-scale master planned redevelopments.

8. Cemeteries

- Enhance the appearance of the 4 significant cemeteries with entry features, better signage, historic markers, landscaping, sidewalk improvements, quality fencing, internal walkways, and lighting.
- Pursue supplemental funding sources (historic preservation grants, private fundraising).
- Support the formation and capacity building for Friends of the Cemeteries organizations.

9. Continuation of the Bluffline

The CRA should advocate for the westward extension of the Bluffline, a bicycle route that is intended to provide east-west connectivity near the shoreline. The capped containment area (shown in the American Creosote Works (ACW) Superfund Site Redevelopment Special Demonstration Project) may impede the original intended route of the Bluffline, so the CRA should work with the community and Bluffline advocates to determine alternative routes to connect towards the west.

10. Continuation of the SUN Trail

The CRA should continue to advocate for and support the City's project to extend the SUN Trail.

11. R Street Trail

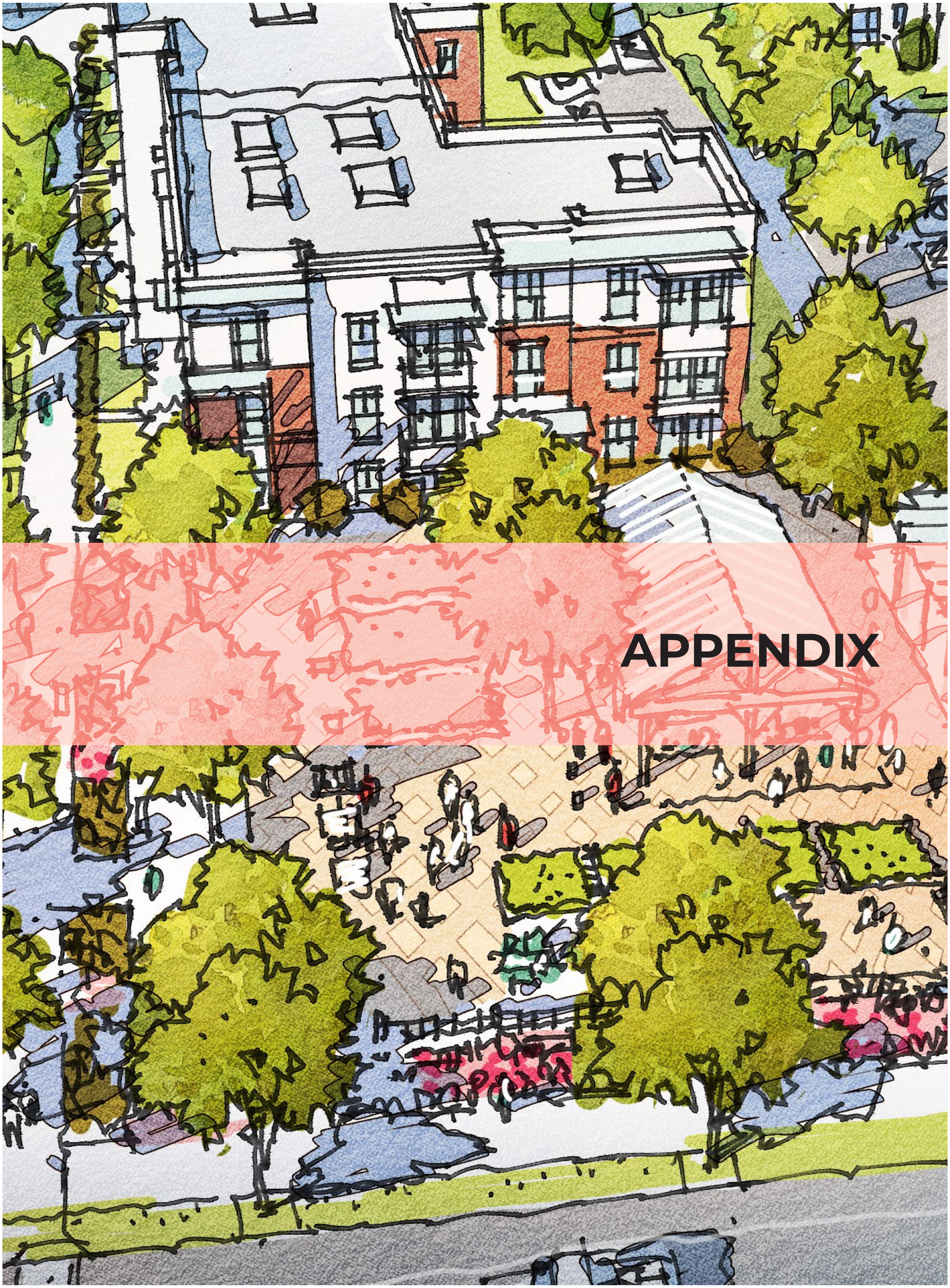
Support and advocate rerouting of the R Street Trail south from the N R Street terminus at Wright Street; within the block behind the Global Learning Academy, the trail should turn westward and connect to the Wildlife Sanctuary of Northwest Florida, crossing N S Street with a mid-block crossing.

FangXiaNuo

Community gardens can be a great way to build community participation

Google

St. John's Cemetery Entrance



APPENDIX

SUMMARY OF STEP 1 ENGAGEMENT

LIST OF ENGAGEMENT EVENTS

During Step 1 of the planning process, several different types of community engagement were utilized:

Listening Workshop #1 — May 28th

- To explain the CRA planning process and to hear from residents about the key issues to address in the plan
- Sanders Beach-Corrine Jones Resource Center
- 40 attendees

Interactive Online Map (detailed on following pages)* — May 28th-August 23rd

- 765 contributions from 213 contributors

Stakeholder Meetings* — May 28th-31st

- Topic-based meetings
  - Workforce & Economic Development
  - Housing
  - Community Support Organizations
  - Historic Preservation
  - Arts & Culture
  - Neighborhood Associations
  - Environment & Waterways
  - Parks & Amenities
  - Transportation
- 51 organizations attended over three days

Virtual Workshop #1* — June 11th

- To explain the CRA planning process and to hear from residents about the key issues to address in the plan
- Provided for those that could not attend in-person workshops in May

Community Conversations* — August

- Three additional CRA staff-led workshops
- 138 total attendees

Stakeholder Meetings* — August

- Smaller meeting to discuss specific tops in the three CRA districts
  - Neighborhood Associations Stakeholder Meeting (11 attendees)
  - Environmental & Waterways, Parks & Amenities, and Transportation Stakeholder Meeting (7 attendees)

Pop-up Summer kids camps & Senior Bingo — August**

- Four CRA staff-led events
- 70 total attendees

PROJECT DESCRIPTION

Listening workshop

Stakeholder meeting

RETAIL & DESTINATION CORRIDORS

Listening workshop

** This engagement included attendees from all 3 districts*

*** This engagement was conducted with the Westside and Eastside*

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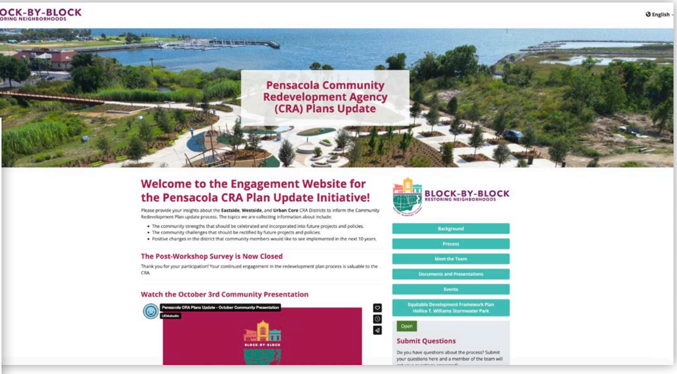
ABOUT THE INTERACTIVE MAP

A vital part of Step 1 engagement included an online interactive map. The online interactive map served as a digital tool for place-based feedback about the planning process. Pensacola residents and stakeholder were encouraged to provide comments in at least one of four categories:

- Your Favorite Places
- Problem Areas
- Ideas for the Future
- General Comments

Respondents were able to drag one of these comment categories and pin it to a specific place on the map of Pensacola. Comments were not limited to a specific CRA District. After the interaction map closed, tabulation and organization of the comments were completed. There were 765 contributions from 213 contributors to the interactive map.



Pensacola Community Redevelopment Agency (CRA) Plans Update

Welcome to the Engagement Website for the Pensacola CRA Plan Update Initiative!

Please provide your insights about the **Eastside**, **Westside**, and **Urban Core** CRA Districts to inform the Community Redevelopment Plan update process. The topics we are collecting information about include:

- The community strengths that should be celebrated and incorporated into future projects and policies.
- The community challenges that should be rectified by future projects and policies.
- Positive changes in the district that community members would like to see implemented in the next 10 years.

The Post-Workshop Survey is Now Closed

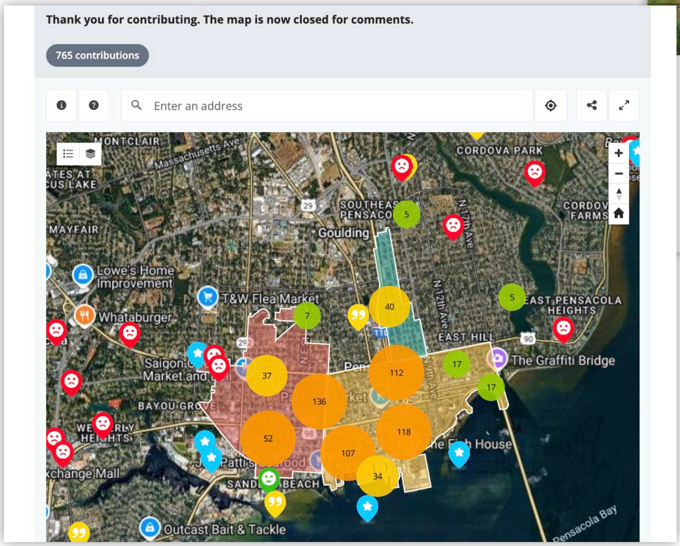
Thank you for your participation! Your continued engagement in the redevelopment plan process is valuable to the CRA.

Watch the October 3rd Community Presentation

Submit Questions

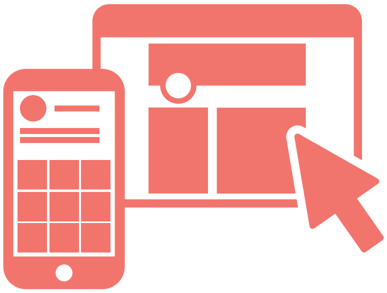
Do you have questions about the process? Submit your questions here and a member of the team will

BLOCK-BY-BLOCK
RESTORING NEIGHBORHOODS
English
Pensacola CRA Plans Update - October Community Presentation
UDAstudio
Background
Process
Meet the Team
Documents and Presentations
Events
Equitable Development Framework Plan
Hollice T. Williams Stormwater Park
Open



Thank you for contributing. The map is now closed for comments.

765 contributions
Enter an address
MONTCLAIR
Massachusetts Ave
CORDOVA PARK
MAYFAIR
SOUTHEAST PENSACOLA
Goulding
CORDOVA FARMS
Lowe's Home Improvement
T&W Flea Market
Whataburger
EAST PENSACOLA HEIGHTS
EAST HILL
The Graffiti Bridge
Saigon Market and Deli
BAYOU GROVE
WEST FAIRLY HEIGHTS
Exchange Mall
Patti's Seafood
SANDERS BEACH
Outcast Bait & Tackle
Pensacola Bay
N 12th Ave
5
7
40
37
112
17
136
52
118
107
34



STEP 1 ENGAGEMENT SUMMARY RESULTS

The following pages show the summarized results of the online interactive map contributions to the Westside CRA District with the other Step 1 engagement processes, including in-person and virtual community meetings, stakeholder groups, neighborhood workshops, and youth events. Along with identifying and summarizing Westside-specific strengths, weaknesses, and opportunities, six themes addressed specific concerns and comments about the Westside:

- Arts, Cultures, Activities, and Destinations
- Streets and Connections
- Housing and Opportunity Sites
- Community-Centered Planning
- Resilient Infrastructure
- Parks and Open Space

On the maps, community and stakeholder feedback is indicated by green (strengths), blue (opportunities), and red (weaknesses).

Ways People have Engaged in the Plan Update Process

- In-Person & Virtual Community Meetings
- Online Interactive Map
- Stakeholder Groups
- Neighborhood Workshops
- Youth Events

Over **2,000** Total Comments

Over **900** comments from more than **270** participants at the community meetings

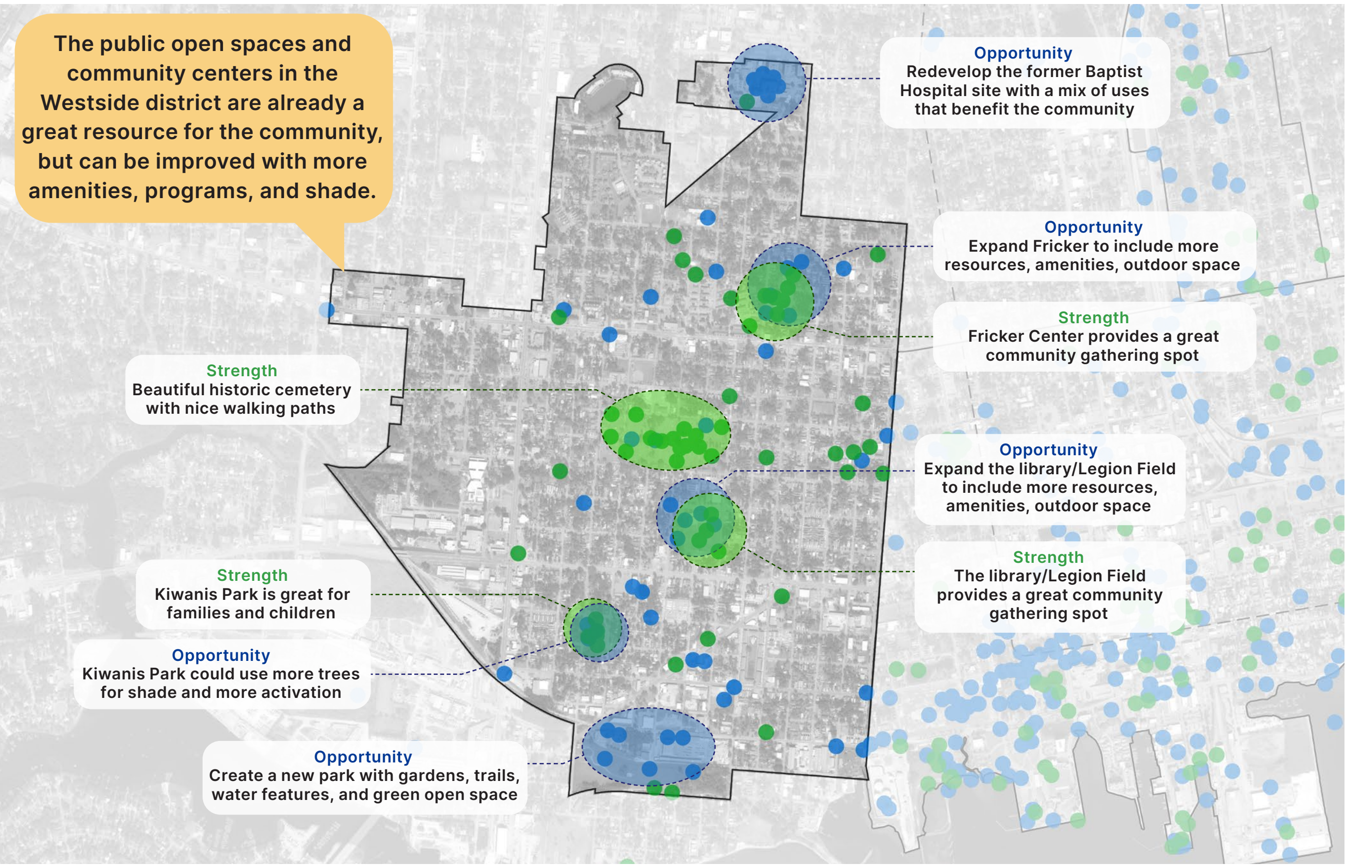
Over **750** comments from **213** contributors on the interactive map

Engagement from **9** stakeholder groups

Over **200** comments from neighborhood workshops

Over **200** comments from youth groups

APPENDIX



The public open spaces and community centers in the Westside district are already a great resource for the community, but can be improved with more amenities, programs, and shade.

Opportunity
Redevelop the former Baptist Hospital site with a mix of uses that benefit the community

Opportunity
Expand Fricker to include more resources, amenities, outdoor space

Strength
Fricker Center provides a great community gathering spot

Strength
Beautiful historic cemetery with nice walking paths

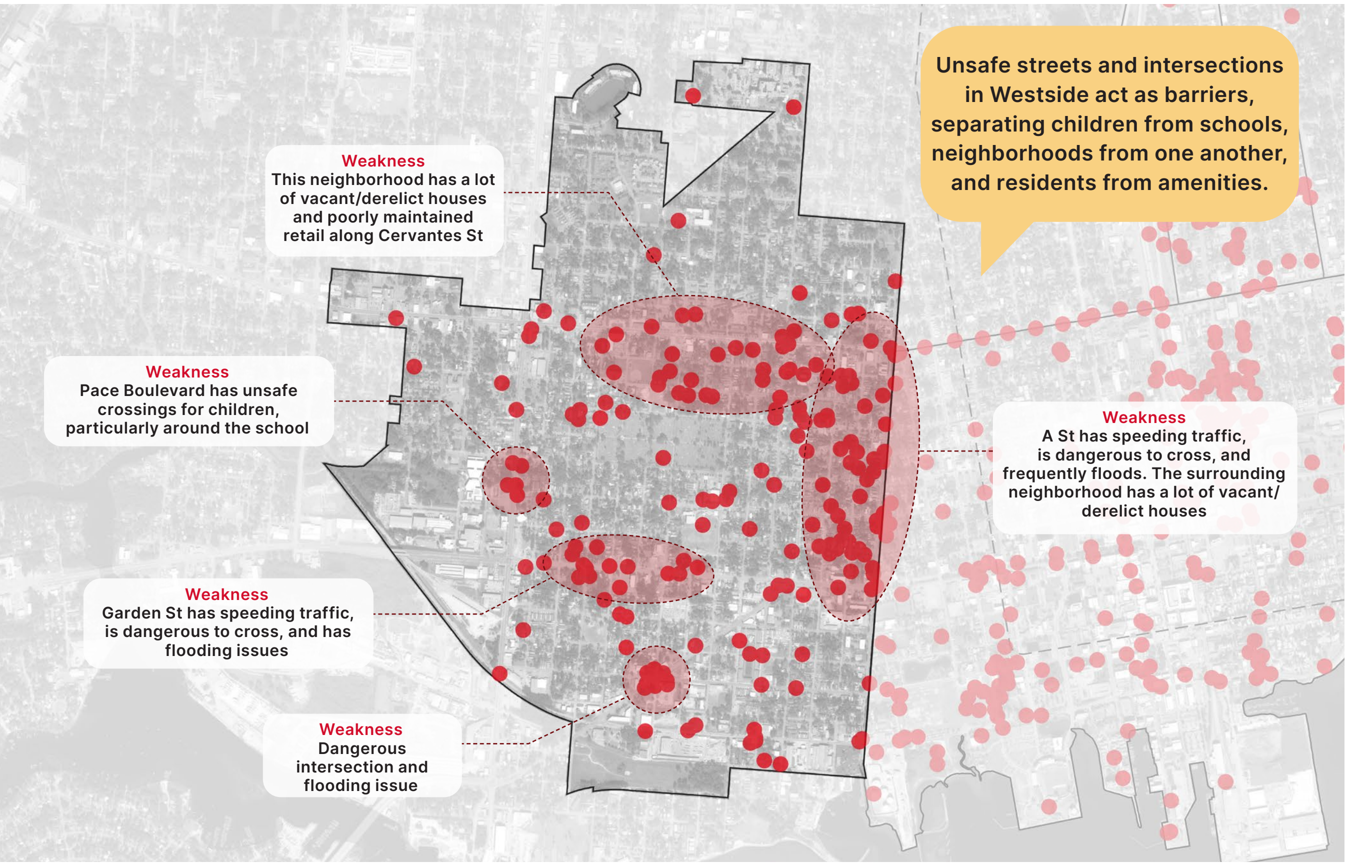
Opportunity
Expand the library/Legion Field to include more resources, amenities, outdoor space

Strength
The library/Legion Field provides a great community gathering spot

Strength
Kiwanis Park is great for families and children

Opportunity
Kiwanis Park could use more trees for shade and more activation

Opportunity
Create a new park with gardens, trails, water features, and green open space



Unsafe streets and intersections in Westside act as barriers, separating children from schools, neighborhoods from one another, and residents from amenities.

Weakness
This neighborhood has a lot of vacant/derelict houses and poorly maintained retail along Cervantes St

Weakness
Pace Boulevard has unsafe crossings for children, particularly around the school

Weakness
Garden St has speeding traffic, is dangerous to cross, and has flooding issues

Weakness
Dangerous intersection and flooding issue

Weakness
A St has speeding traffic, is dangerous to cross, and frequently floods. The surrounding neighborhood has a lot of vacant/ derelict houses

Strengths

- Wide variety of restaurants and shopping available
- St. John’s Cemetery - historic, beautiful, and great for walking
- Existing parks with amenities like the dog park and splash pad
- Community spaces such as Fricker and the library
- Existing old oak trees that provide shade and character
- Institutions like the Music Makers Hall of Fame

Weaknesses

- Vacant/rundown buildings and lots make the area feel unsafe and detract from the existing character
- Lack of well maintained and connected sidewalks
- Lack of safe crosswalks, especially around schools
- Existing infrastructure does not address drainage & flooding issues and are poorly maintained
- Lacking in number of parks and open space
- Newer development does not fit in with the existing neighborhood scale and character
- Lack of easily accessible and affordable grocery store
- Out of control cat colonies
- Trash and littering in public areas

Opportunities

- Provide a performing arts center and partner with existing arts organizations
- More retail and restaurant opportunities
- Bring in an affordable and accessible grocery store for better fresh food options
- Demolish the vacant Baptist Hospital buildings and create a mixed-use development that caters to the community’s needs
- Convert old rail lines to trails
- Provide affordable housing and a diversity of building type options
- Provide more park space that offers different amenities for all ages and well-maintained landscaping
- Create better flood mitigation
- Create safe, beautiful, and shaded pedestrian/bike connections
- Replace traffic intersections with paved roundabouts with planted tree in center
- Expand programming opportunities at existing community centers

Arts, Culture, Activities, and Destinations

- Provide more family-friendly retail and activities
- Provide more programming and events
- Activate Fricker Community Center and West Library
- Improve community center & gathering spaces

Streets and Connections

- Slow traffic and improve safety on the streets
- Improve sidewalks, streetscapes, and lighting
- Provide more crosswalks for pedestrian safety
- Improve bike connectivity

Housing & Opportunity Sites

- Update, renovate, or tear-down vacant or run-down properties
- Provide affordable housing options
- Identify opportunities for large redevelopment projects
- Provide resources for those experiencing homelessness

Community-Centered Planning

- Provide affordable and quality food options
- Cleanup garbage
- Prevent loitering, panhandling, and vandalism
- Provide trap/neuter/return program

Resilient Infrastructure

- Mitigate flooding impacts
- Underground utilities and cut trees back from existing utilities

Parks and Open Space

- Provide more scales of parks and open spaces
- Improve maintenance and update equipment at existing parks
- Consider rails to trails project
- Plant more street trees

SUMMARY OF STEP 2 ENGAGEMENT

LIST OF ENGAGEMENT EVENTS

Step 2 of the planning process included a week-long workshop that culminated in a presentation and open house. Following the presentation, surveys and additional meetings were conducted to gain valuable feedback from those unable to attend the workshop events.

1:1 Meeting with the Mayor* — September 30th, 3:00-4:00 PM

- To review opportunity sites and priorities rights-of-ways
- To receive input on developmental projects

Meetings with Councilmembers & CRA Board* — September 30th-October 1st

- To review recommendations, input on development projects, priority rights-of-way & workshop insights, and listen to input

Meetings with City Department Heads* — October 1st

- To present ideas in progress
- To discuss any alternatives or sensitive information

Testing Workshop Public Open House* — October 1st, 6:00-7:30pm

- To share ideas for potential projects in the Westside and get feedback from residents about potential CRA investments
- Spanish translation provided

Stakeholder Meetings with Developers — October 2nd, 9:30-11:00 AM

- To discuss decision factors around investments

Testing Workshop Public Open House* — October 2nd, 12:00-1:30pm

- To share ideas for potential projects in the Westside and get feedback from residents about potential CRA investments
- Spanish translation provided

Testing Workshop Community Presentation* — October 3rd, 6:00-7:30pm

- To share ideas for potential projects in the Westside and get feedback from residents about potential CRA investments
- Open House followed

Post-workshop Survey* — October 14th-November 4th (detailed on following pages)

- To gather feedback on the concepts presented at the public meeting on October 3rd

Sanders Beach Community Meeting — November 4th

- Debrief with residents near the ACW site on the concepts for the site that were developed during the Testing Workshop in October
- Virtual public meeting with 10+ attendees

Debrief with the Area Housing Commission* — December 12th

- To debrief on the concepts that were developed during the Testing Workshop in October

** This engagement was conducted with all three CRA districts at once*

Tuesday open house

Thursday open house

Testing workshop community presentation

ABOUT THE SURVEY

Because workshop attendance and feedback was limited to those who could physically be there, the post-workshop survey was crucial in gaining additional feedback. To widen the engagement reach, the survey was offered both digitally and in print, with English and Spanish versions, and distributed to hundreds of Pensacola residents, the goal was to reach as many residents as possible to obtain accurate and comprehensive feedback of the ideas presented at the workshop.

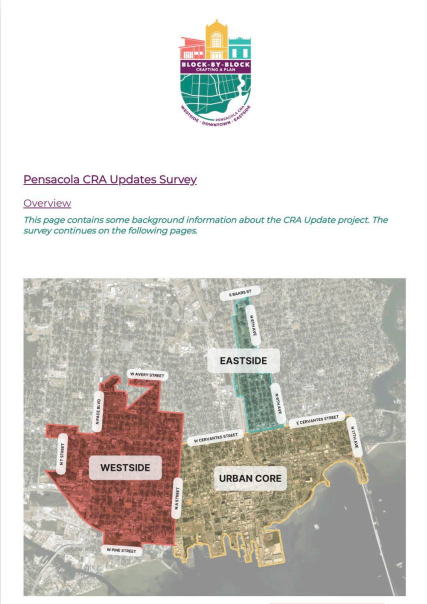
The survey was made available to the public from October 14th, 2024 through November 4th, 2024 and garnered 174 responses. Over 90% of participants live in Pensacola year-round, while over 50% of participants live in the CRA District boundary. About 55% of participants had not attended any previous engagement, showing that much of the feedback and ideas given were new for the project.

The following pages show the summarized results of each survey question. Along with the overall results of the survey, the data was further examined to organize the responses from residents who live in the Westside. Some of the open text responses have been recorded in this document (at the bottom of the respective page); the comments that appear here have been selected for their relevancy and representativeness of the remainder of the comments.

Top Comments in the Westside

Of the 29 responses received from Westside residents, top overall comments included:

- Improve street landscape and widen sidewalks.
- Create mixed use development and high-density housing.
- Prioritize Cervantes Street, Barrancas Avenue, and Garden Street for pedestrian and bicyclist safety and comfort.
- Provide grocery store access in the Westside.
- Use the ACW site as a place for public use and a family-friendly park.

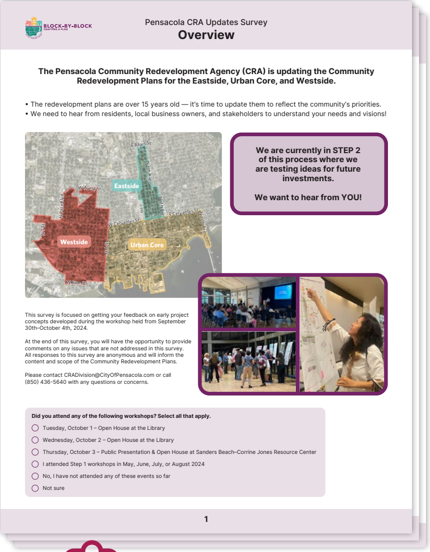


Pensacola CRA Updates Survey

Overview

This page contains some background information about the CRA Update project. The survey continues on the following pages.

BLOCK-BY-BLOCK
CRAFTING A PLAN
WESTSIDE · DOWNTOWN · EASTSIDE
PENSACOLA CRA
E BAARS ST
N 6TH AVE
EASTSIDE
W AVERY STREET
N PACE BLVD
N 9TH AVE
E CERVANTES STREET
N 17TH AVE
N T STREET
W CERVANTES STREET
WESTSIDE
URBAN CORE
N A STREET
W PINE STREET



Pensacola CRA Updates Survey

Overview

The Pensacola Community Redevelopment Agency (CRA) is updating the Community Redevelopment Plans for the Eastside, Urban Core, and Westside.

- The redevelopment plans are over 15 years old — it's time to update them to reflect the community's priorities.
- We need to hear from residents, local business owners, and stakeholders to understand your needs and visions!

We are currently in STEP 2 of this process where we are testing ideas for future investments.

We want to hear from YOU!

This survey is focused on getting your feedback on early project concepts developed during the workshop held from September 30th–October 4th, 2024.

At the end of this survey, you will have the opportunity to provide comments on any issues that are not addressed in this survey. All responses to this survey are anonymous and will inform the content and scope of the Community Redevelopment Plans.

Please contact CRADivision@CityOfPensacola.com or call (850) 436-5640 with any questions or concerns.

Did you attend any of the following workshops? Select all that apply.

○ Tuesday, October 1 – Open House at the Library
○ Wednesday, October 2 – Open House at the Library
○ Thursday, October 3 – Public Presentation & Open House at Sanders Beach–Corrine Jones Resource Center
○ I attended Step 1 workshops in May, June, July, or August 2024
○ No, I have not attended any of these events so far
○ Not sure

1

BLOCK-BY-BLOCK
CRAFTING A PLAN
E Baars St
N 6th Ave
Eastside
W Avery St
N Pace Blvd
N 9th Ave
I-110
E Cervantes St
N 17th Ave
W Cervantes St
N T St
Westside
N A St
Urban Core
W Pine St

All respondents

Westside residents

1. Did you attend any of the following workshops?

	All respondents: 166 answered, 8 skipped		Westside residents: 29 answered, 0 skipped	
No, I have not attended any of these events so far	*91 resp.*	54.82 %	*10 resp.*	34.48 %
I attended Step 1 workshops in May, June, July, or August 2024	*57 resp.*	34.34 %	*14 resp.*	48.28 %
Thursday, October 3 (Public Presentation & Open House at Sanders Beach-Corrine Jones Resource Center)	*31 resp.*	18.67 %	*9 resp.*	31.03 %
Wednesday, October 2 (Open House at the Library)	*21 resp.*	12.65 %	*5 resp.*	17.24 %
Tuesday, October 1 (Open House at the Library)	*20 resp.*	12.05 %	*8 resp.*	27.59 %
Not sure	*2 resp.*	1.2 %	*0 resp.*	0 %

66% of Westside residents who took this survey attended at least one previous workshop

2. What is your home zip code? If you don't live in the United States, what is your county of residence?

	All respondents: 150 answered, 24 skipped		Westside residents: 29 answered, 0 skipped	
32502	*44 resp.*	29.33 %	*13 resp.*	44.83 %
32501	*34 resp.*	22.67 %	*11 resp.*	37.93 %
32503	*29 resp.*	19.33 %	*0 resp.*	0 %
32504	*15 resp.*	10 %	*0 resp.*	0 %
32514	*7 resp.*	4.67 %	*0 resp.*	0 %
32507	*5 resp.*	3.33 %	*1 resp.*	3.55 %
32505	*4 resp.*	2.67 %	*3 resp.*	10.34 %
32506	*3 resp.*	2 %	*1 resp.*	3.45 %

3. What is your relationship with Pensacola?

All respondents

154 answered, 20 skipped

I live here year-round	*143 resp.*	92.86 %
I work here	*46 resp.*	29.87 %
I visit places in the CRA Districts regularly	*46 resp.*	29.87 %
I live here seasonally	*8 resp.*	5.19 %
I visit here from out of town	*1 resp.*	0.65 %

Westside residents

29 answered, 0 skipped

I live here year-round	*27 resp.*	93.1 %
I work here	*7 resp.*	24.14 %
I visit places in the CRA Districts regularly	*8 resp.*	27.59 %
I live here seasonally	*2 resp.*	6.9 %
I visit here from out of town	*0 resp.*	0 %

4. What CRA District of Pensacola do you live in?

153 answered, 21 skipped

Urban Core	*46 resp. (30.07%)*
Westside	*29 resp. (18.95%)*
Eastside	*11 resp. (7.19%)*
Other	*60 resp. (45.76%)*

I live outside of CRA District boundaries, but in the City of Pensacola	*49 resp.*	32.03 %
I live outside of the City of Pensacola	*21 resp.*	13.73 %

5. How long have you lived in Pensacola?

All respondents

154 answered, 20 skipped

Less than one year	*12 resp.*	7.79 %
1 to 2 years	*7 resp.*	4.55 %
3 to 5 years	*20 resp.*	12.99 %
6 to 9 years	*22 resp.*	14.29 %
10+ years	*89 resp.*	57.79 %
I do not live in Pensacola	*4 resp.*	2.6 %

Westside residents

29 answered, 0 skipped

Less than one year	*2 resp.*	6.9 %
1 to 2 years	*1 resp.*	3.45 %
3 to 5 years	*6 resp.*	20.69 %
6 to 9 years	*5 resp.*	17.24 %
10+ years	*15 resp.*	51.72%
I do not live in Pensacola	*0 resp.*	0 %

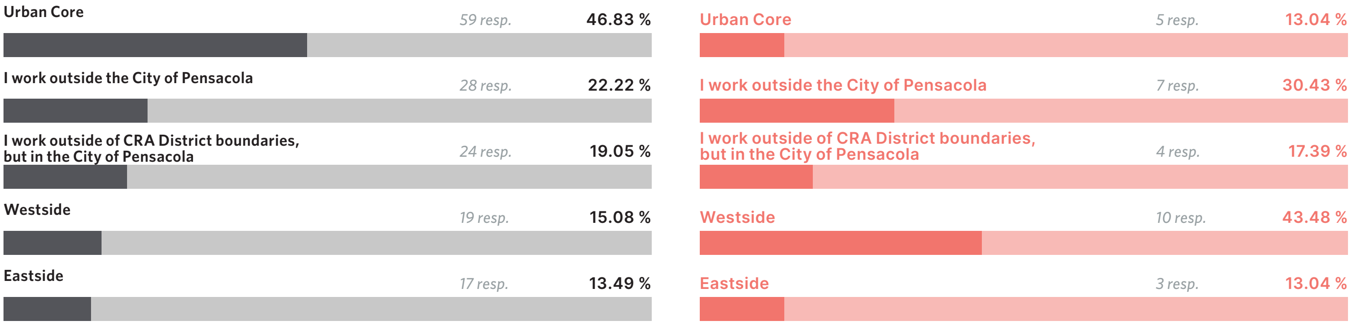
All respondents

Westside residents

6. What CRA District of Pensacola do you work in?

All respondents: 126 answered, 48 skipped

Westside residents: 23 answered, 6 skipped

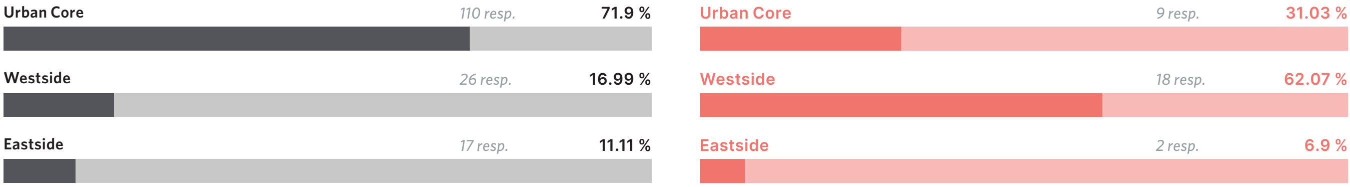


	All respondents		Westside residents	
Urban Core	59 resp.	46.83 %	5 resp.	13.04 %
I work outside the City of Pensacola	28 resp.	22.22 %	7 resp.	30.43 %
I work outside of CRA District boundaries, but in the City of Pensacola	24 resp.	19.05 %	4 resp.	17.39 %
Westside	19 resp.	15.08 %	10 resp.	43.48 %
Eastside	17 resp.	13.49 %	3 resp.	13.04 %

7. What CRA District of Pensacola do you most often visit?

All respondents: 153 answered, 21 skipped

Westside residents: 29 answered, 0 skipped

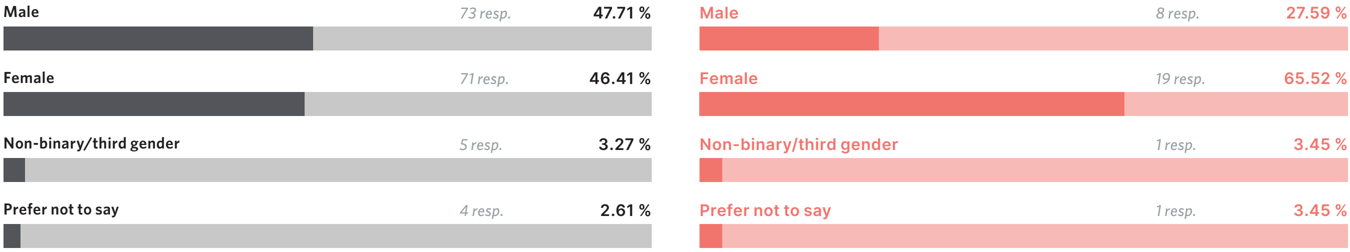


	All respondents		Westside residents	
Urban Core	110 resp.	71.9 %	9 resp.	31.03 %
Westside	26 resp.	16.99 %	18 resp.	62.07 %
Eastside	17 resp.	11.11 %	2 resp.	6.9 %

8. How do you identify your gender?

All respondents: 153 answered, 21 skipped

Westside residents: 29 answered, 0 skipped



	All respondents		Westside residents	
Male	73 resp.	47.71 %	8 resp.	27.59 %
Female	71 resp.	46.41 %	19 resp.	65.52 %
Non-binary/third gender	5 resp.	3.27 %	1 resp.	3.45 %
Prefer not to say	4 resp.	2.61 %	1 resp.	3.45 %

All respondents

9. What is your age?

154 answered, 20 skipped

Under 17 years	*0 resp.*	0 %
18-24 years	*3 resp.*	1.95 %
25 to 34 years	*20 resp.*	12.99 %
35 to 44 years	*30 resp.*	19.48 %
45 to 54 years	*27 resp.*	17.53 %
55 to 64 years	*29 resp.*	18.83 %
65 years or older	*41 resp.*	26.62 %
Prefer not to say	*4 resp.*	2.6 %

Westside residents

29 answered, 0 skipped

Under 17 years	*0 resp.*	0 %
18-24 years	*1 resp.*	3.45 %
25 to 34 years	*3 resp.*	10.34 %
35 to 44 years	*5 resp.*	17.24 %
45 to 54 years	*4 resp.*	13.79 %
55 to 64 years	*6 resp.*	20.69 %
65 years or older	*10 resp.*	34.48 %
Prefer not to say	*0 resp.*	0 %

City of Pensacola Age Demographics

Data from United States Census, American Community Survey, 2022

Under 20 years	22.2 %
20-24 years	5.8 %
25 to 34 years	16.9 %
35 to 45 years	11.1 %
45 to 54 years	10.2 %
55 to 64 years	13.7 %
65 years or older	20.1 %

All respondents

Westside residents

10. What is your race/ethnicity?

154 answered, 20 skipped

White	*119 resp.*	77.27 %
Black or African American	*18 resp.*	11.69 %
Prefer not to say	*16 resp.*	10.39 %
Hispanic or Latino/a	*7 resp.*	4.55 %
American Indian or Alaska Native	*2 resp.*	1.3 %
Asian or Asian American	*2 resp.*	1.3 %
Middle Eastern or North African	*0 resp.*	0 %
Native Hawaiian or other Pacific Islander	*0 resp.*	0 %
Another race	*0 resp.*	0 %

29 answered, 0 skipped

White	*20 resp.*	68.97 %
Black or African American	*7 resp.*	24.14 %
Prefer not to say	*1 resp.*	3.45 %
Hispanic or Latino/a	*3 resp.*	10.34 %
American Indian or Alaska Native	*0 resp.*	0 %
Asian or Asian American	*0 resp.*	0 %
Middle Eastern or North African	*0 resp.*	0 %
Native Hawaiian or other Pacific Islander	*0 resp.*	0 %
Another race	*0 resp.*	0 %

11. What is the combined annual income of all working adults in your household?

154 answered, 20 skipped

Less than $25,000	*4 resp.*	2.6 %
$25,000–$34,999	*5 resp.*	3.25 %
$35,000–$49,999	*11 resp.*	7.14 %
$50,000–$74,999	*19 resp.*	12.34 %
$75,000–$99,999	*19 resp.*	12.34 %
$100,000–$149,999	*23 resp.*	14.94 %
$150,000–$199,999	*25 resp.*	16.23 %
$200,000 or more	*25 resp.*	16.23 %
Retired	*13 resp.*	8.44 %
Prefer not to say	*10 resp.*	6.49 %

29 answered, 0 skipped

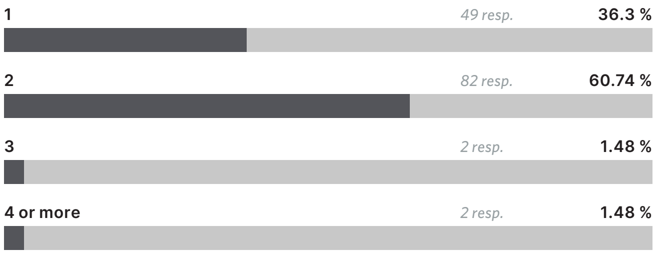
Less than $25,000	*2 resp.*	6.9 %
$25,000–$34,999	*3 resp.*	10.34 %
$35,000–$49,999	*3 resp.*	10.34 %
$50,000–$74,999	*1 resp.*	3.45 %
$75,000–$99,999	*7 resp.*	24.14 %
$100,000–$149,999	*2 resp.*	6.9 %
$150,000–$199,999	*4 resp.*	13.79 %
$200,000 or more	*2 resp.*	6.9 %
Retired	*4 resp.*	13.79 %
Prefer not to say	*1 resp.*	3.45 %

All respondents

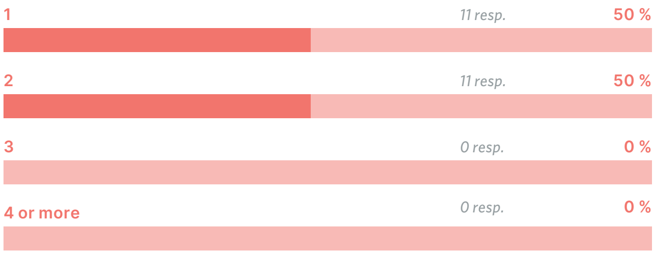
Westside residents

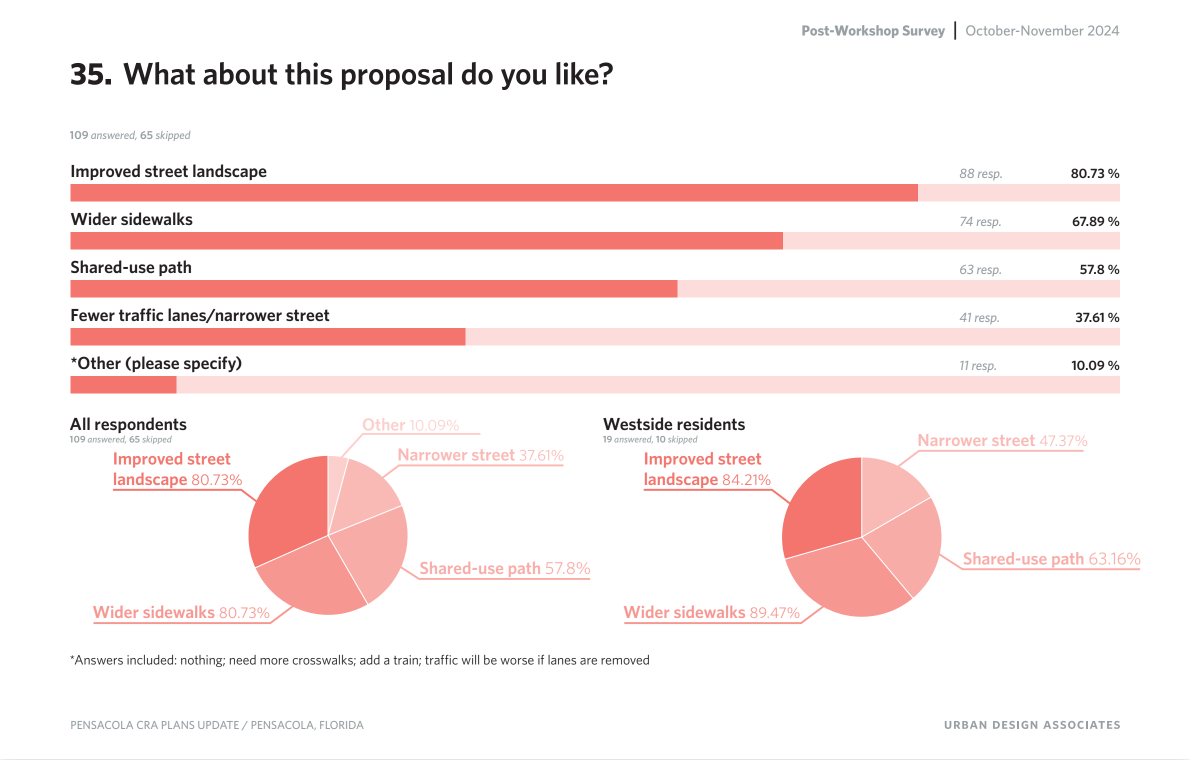
12. How many working adults live in your household?

135 answered, 39 skipped



22 answered, 7 skipped





Post-Workshop Survey | October-November 2024

35. What about this proposal do you like?

109 *answered*, 65 *skipped*

Improved street landscape	*88 resp.*	80.73 %
Wider sidewalks	*74 resp.*	67.89 %
Shared-use path	*63 resp.*	57.8 %
Fewer traffic lanes/narrower street	*41 resp.*	37.61 %
*Other (please specify)	*11 resp.*	10.09 %

All respondents
109 *answered*, 65 *skipped*

Westside residents
19 *answered*, 10 *skipped*

Narrower street 47.37%
Improved street landscape 84.21%
Shared-use path 63.16%
Wider sidewalks 89.47%

*Answers included: nothing; need more crosswalks; add a train; traffic will be worse if lanes are removed

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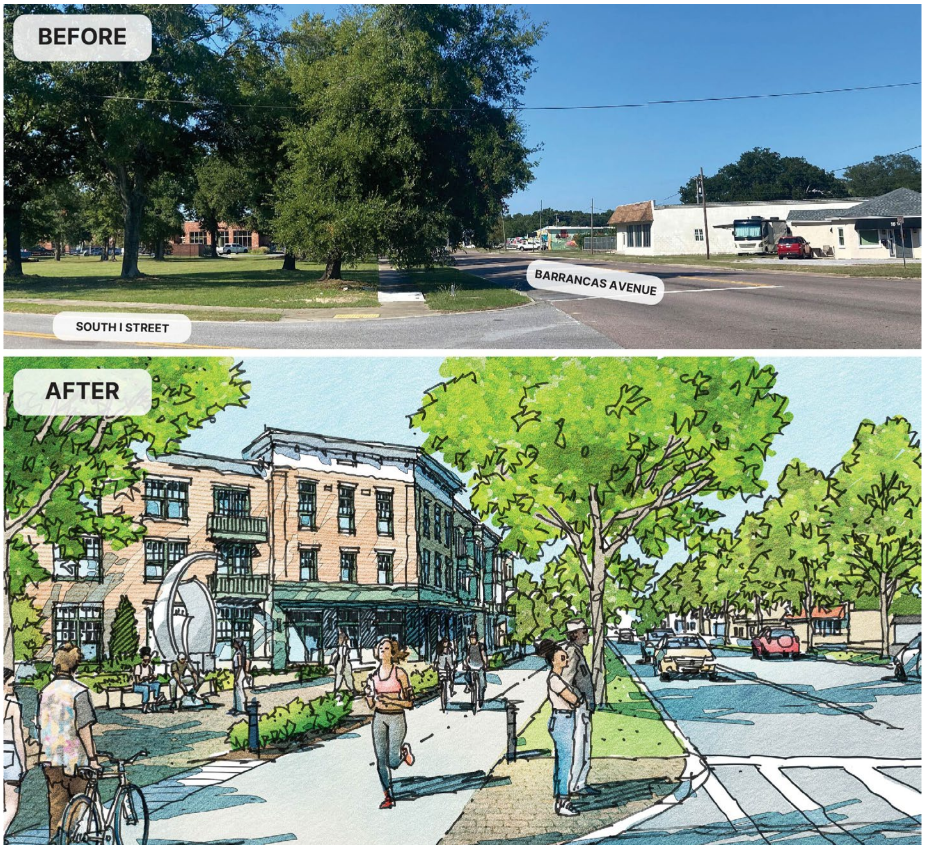
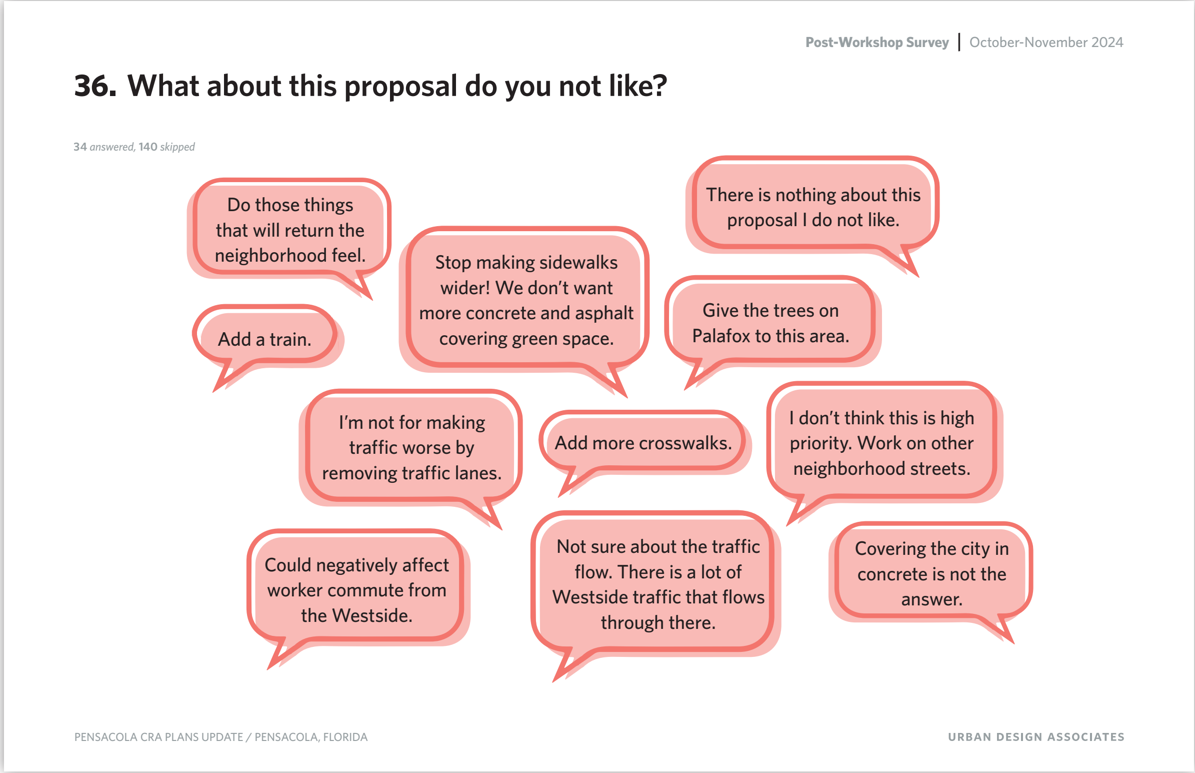

BEFORE
BARRANCAS AVENUE
SOUTH I STREET
AFTER

Barrancas Avenue
This proposal corresponds with questions 34-37



Post-Workshop Survey | October-November 2024

36. What about this proposal do you not like?

34 answered, 140 skipped

Do those things that will return the neighborhood feel.

There is nothing about this proposal I do not like.

Stop making sidewalks wider! We don't want more concrete and asphalt covering green space.

Add a train.

Give the trees on Palafox to this area.

I'm not for making traffic worse by removing traffic lanes.

Add more crosswalks.

I don't think this is high priority. Work on other neighborhood streets.

Could negatively affect worker commute from the Westside.

Not sure about the traffic flow. There is a lot of Westside traffic that flows through there.

Covering the city in concrete is not the answer.

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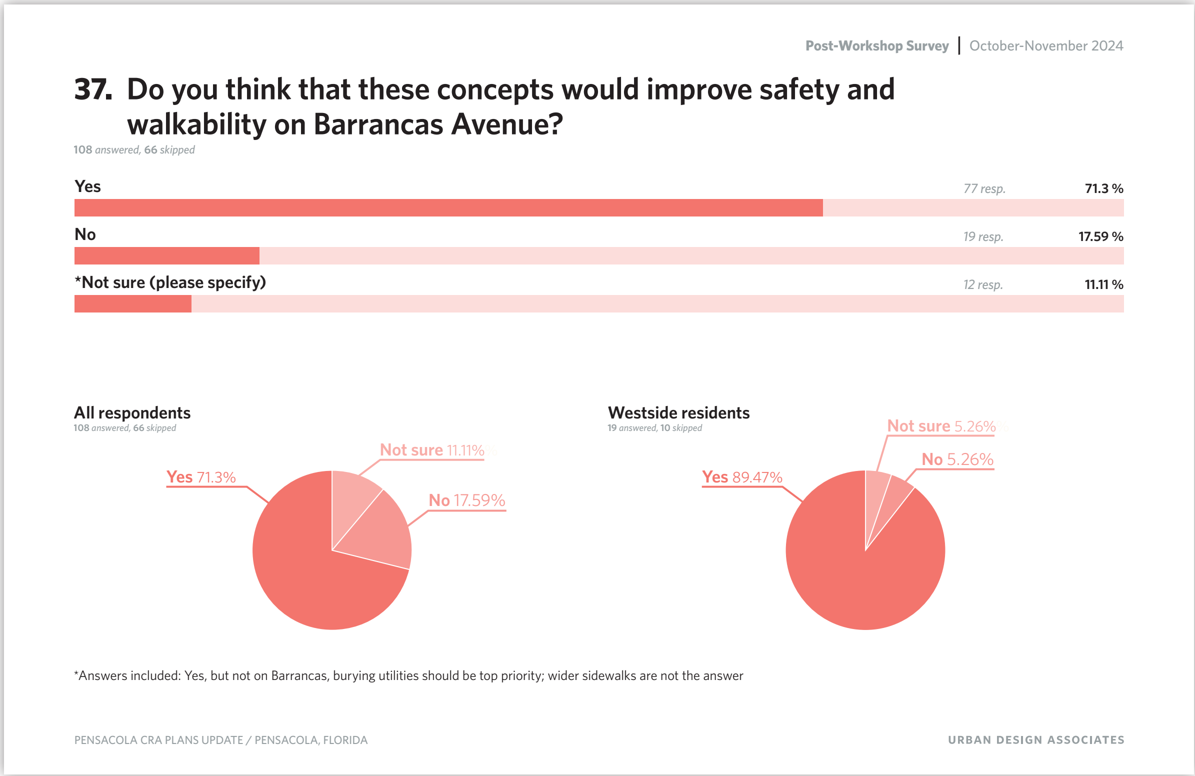

Post-Workshop Survey | October-November 2024

37. Do you think that these concepts would improve safety and walkability on Barrancas Avenue?

108 answered, 66 skipped

Answer	Responses	Percent
Yes	77 resp.	71.3 %
No	19 resp.	17.59 %
*Not sure (please specify)	12 resp.	11.11 %

All respondents
108 answered, 66 skipped

Westside residents
19 answered, 10 skipped

*Answers included: Yes, but not on Barrancas, burying utilities should be top priority; wider sidewalks are not the answer

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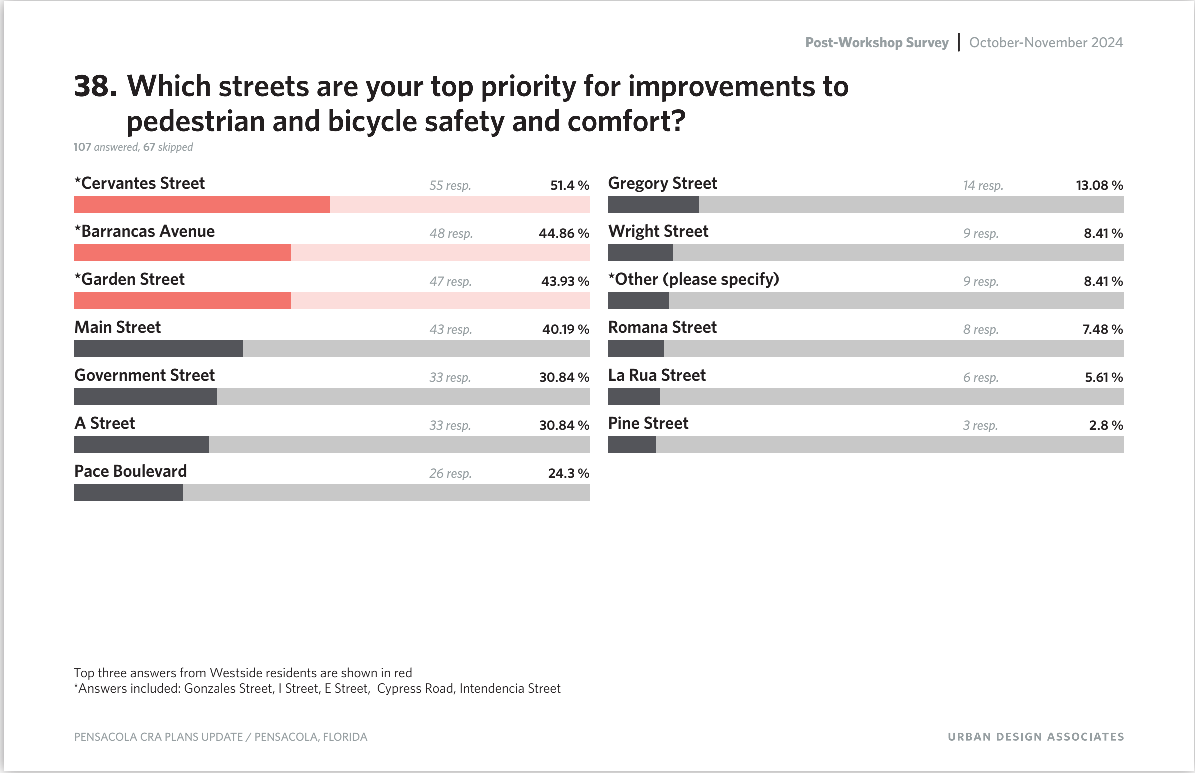

Post-Workshop Survey | October-November 2024

38. Which streets are your top priority for improvements to pedestrian and bicycle safety and comfort?

107 *answered,* 67 *skipped*

Street	Responses	Percent
*Cervantes Street	*55 resp.*	51.4 %
*Barrancas Avenue	*48 resp.*	44.86 %
*Garden Street	*47 resp.*	43.93 %
Main Street	*43 resp.*	40.19 %
Government Street	*33 resp.*	30.84 %
A Street	*33 resp.*	30.84 %
Pace Boulevard	*26 resp.*	24.3 %
Gregory Street	*14 resp.*	13.08 %
Wright Street	*9 resp.*	8.41 %
*Other (please specify)	*9 resp.*	8.41 %
Romana Street	*8 resp.*	7.48 %
La Rua Street	*6 resp.*	5.61 %
Pine Street	*3 resp.*	2.8 %

Top three answers from Westside residents are shown in red
*Answers included: Gonzales Street, I Street, E Street, Cypress Road, Intendencia Street

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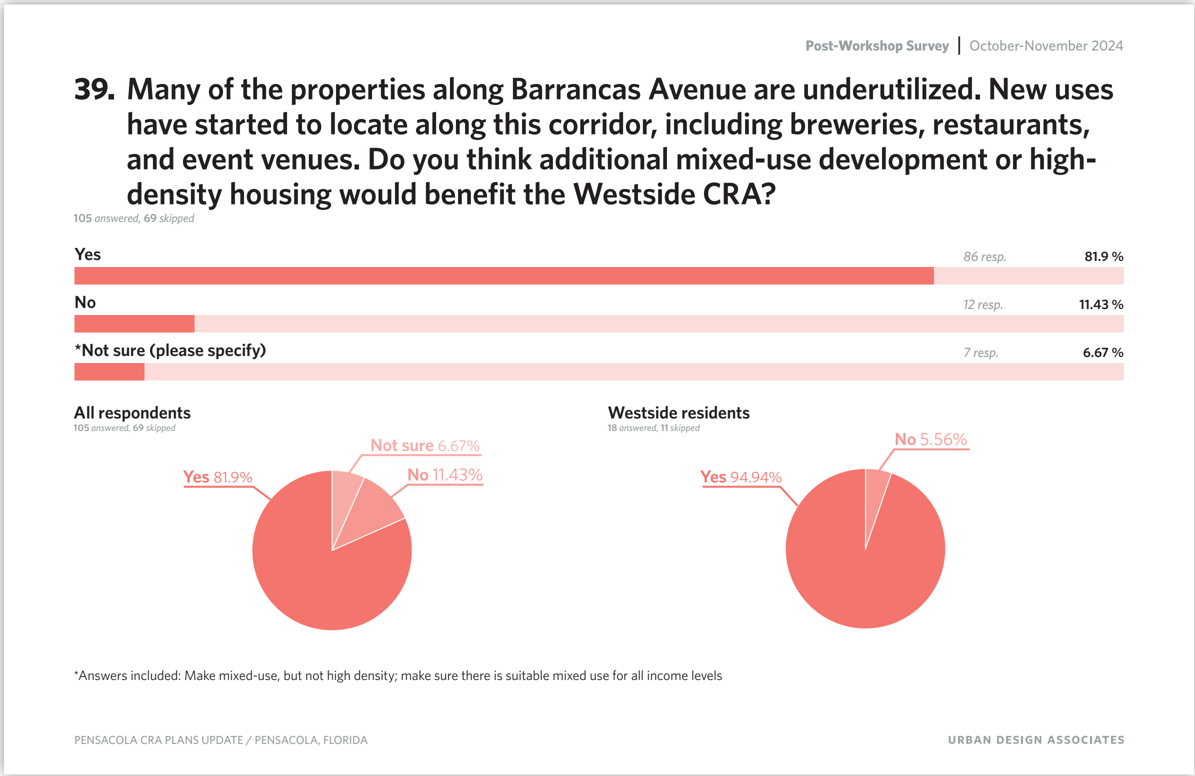

Post-Workshop Survey | October-November 2024

39. Many of the properties along Barrancas Avenue are underutilized. New uses have started to locate along this corridor, including breweries, restaurants, and event venues. Do you think additional mixed-use development or high-density housing would benefit the Westside CRA?

105 *answered,* 69 *skipped*

Answer	Responses	Percent
Yes	*86 resp.*	81.9 %
No	*12 resp.*	11.43 %
*Not sure (please specify)	*7 resp.*	6.67 %

All respondents
105 *answered,* 69 *skipped*

Not sure 6.67%
No 11.43%
Yes 81.9%

Westside residents
18 *answered,* 11 *skipped*

No 5.56%
Yes 94.94%

*Answers included: Make mixed-use, but not high density; make sure there is suitable mixed use for all income levels

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA

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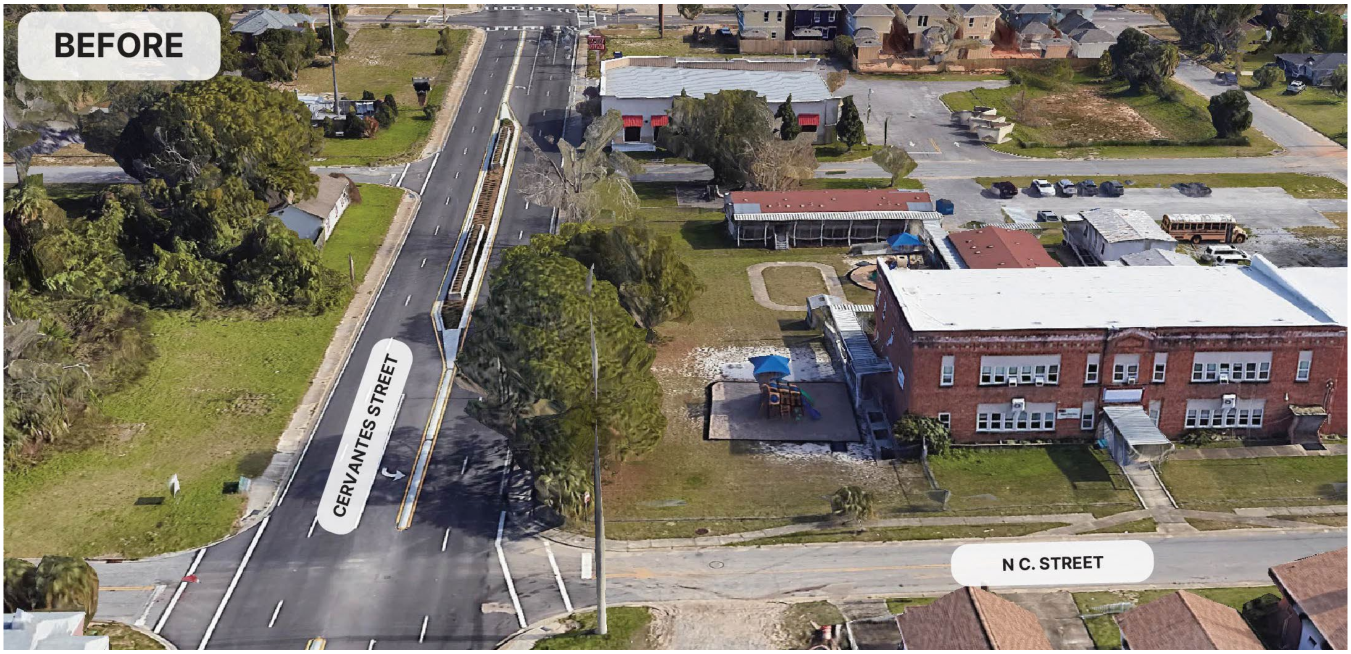
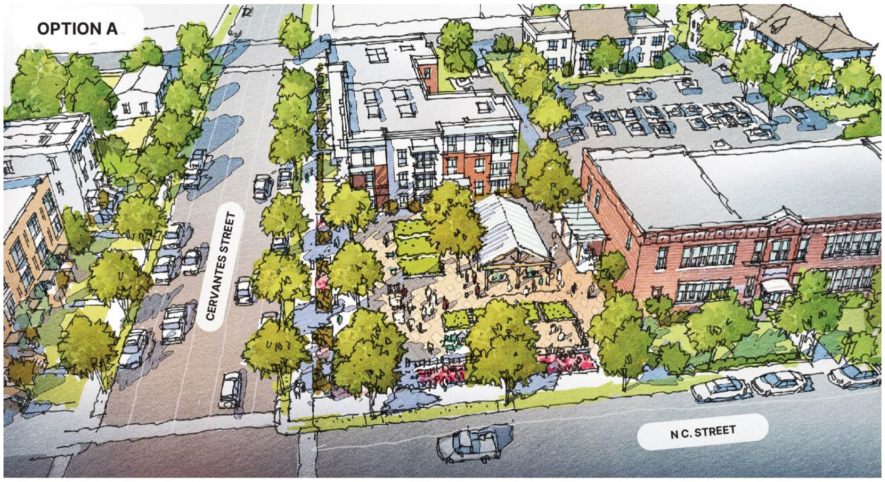
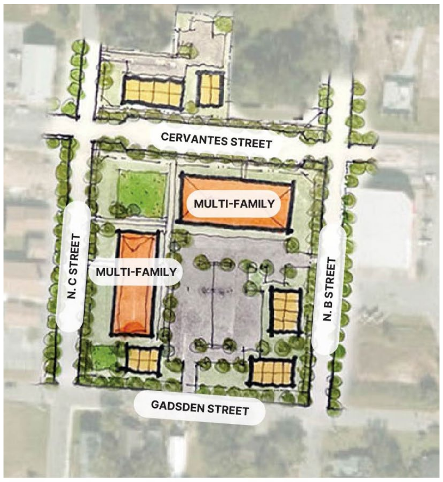
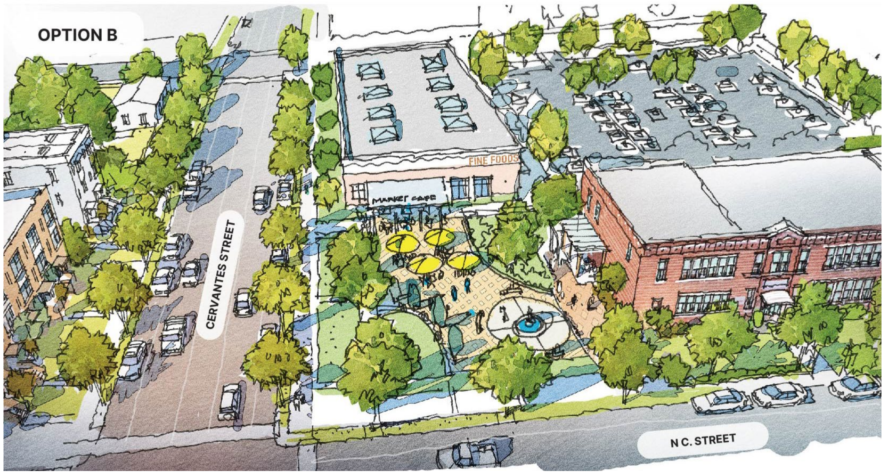
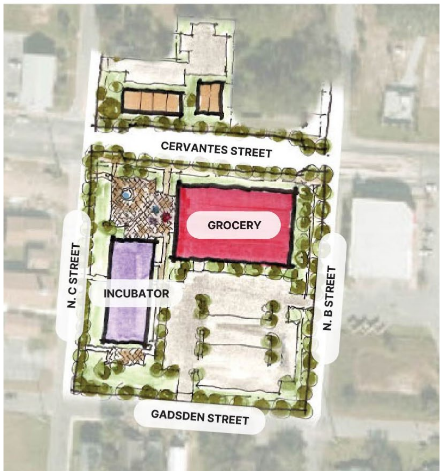

BEFORE
CERVANTES STREET
N C. STREET

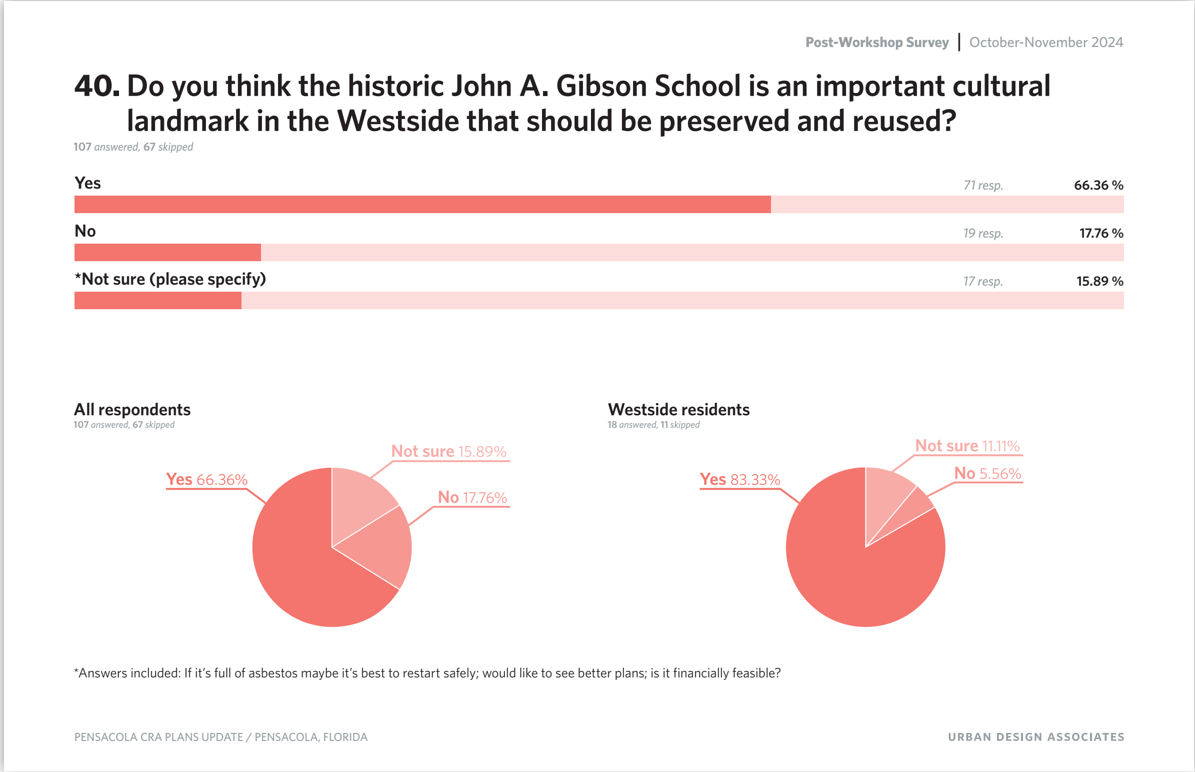

OPTION A
CERVANTES STREET
N C. STREET


CERVANTES STREET
MULTI-FAMILY
MULTI-FAMILY
N. C STREET
N. B STREET
GADSDEN STREET


OPTION B
FINE FOODS
CERVANTES STREET
N C. STREET


CERVANTES STREET
GROCERY
INCUBATOR
N. C STREET
N. B STREET
GADSDEN STREET

John A. Gibson School
This proposal corresponds with questions 40-42



Post-Workshop Survey | October-November 2024

40. Do you think the historic John A. Gibson School is an important cultural landmark in the Westside that should be preserved and reused?

107 answered, 67 skipped

Yes	71 resp.	66.36 %
No	19 resp.	17.76 %
*Not sure (please specify)	17 resp.	15.89 %

All respondents
107 answered, 67 skipped

Westside residents
18 answered, 11 skipped

*Answers included: If it's full of asbestos maybe it's best to restart safely; would like to see better plans; is it financially feasible?

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA
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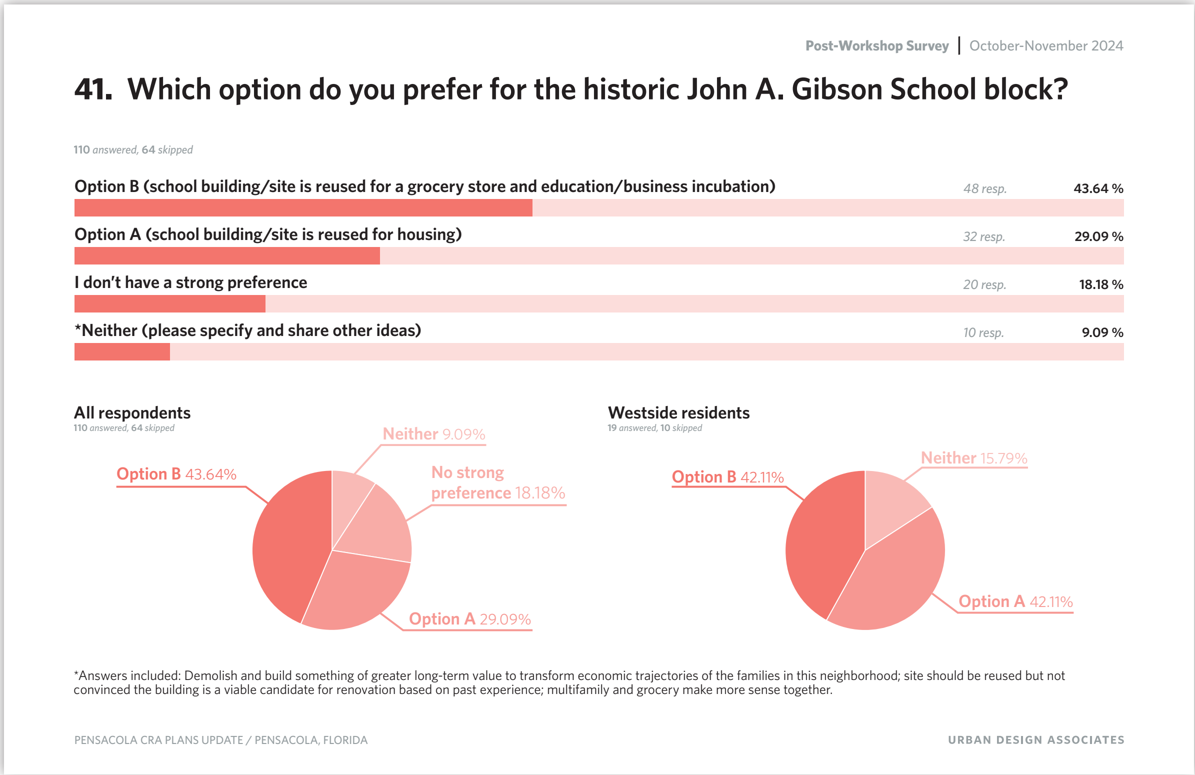

Post-Workshop Survey | October-November 2024

41. Which option do you prefer for the historic John A. Gibson School block?

110 answered, 64 skipped

Option B (school building/site is reused for a grocery store and education/business incubation)	48 resp.	43.64 %
Option A (school building/site is reused for housing)	32 resp.	29.09 %
I don't have a strong preference	20 resp.	18.18 %
*Neither (please specify and share other ideas)	10 resp.	9.09 %

All respondents
110 answered, 64 skipped

Westside residents
19 answered, 10 skipped

*Answers included: Demolish and build something of greater long-term value to transform economic trajectories of the families in this neighborhood; site should be reused but not convinced the building is a viable candidate for renovation based on past experience; multifamily and grocery make more sense together.

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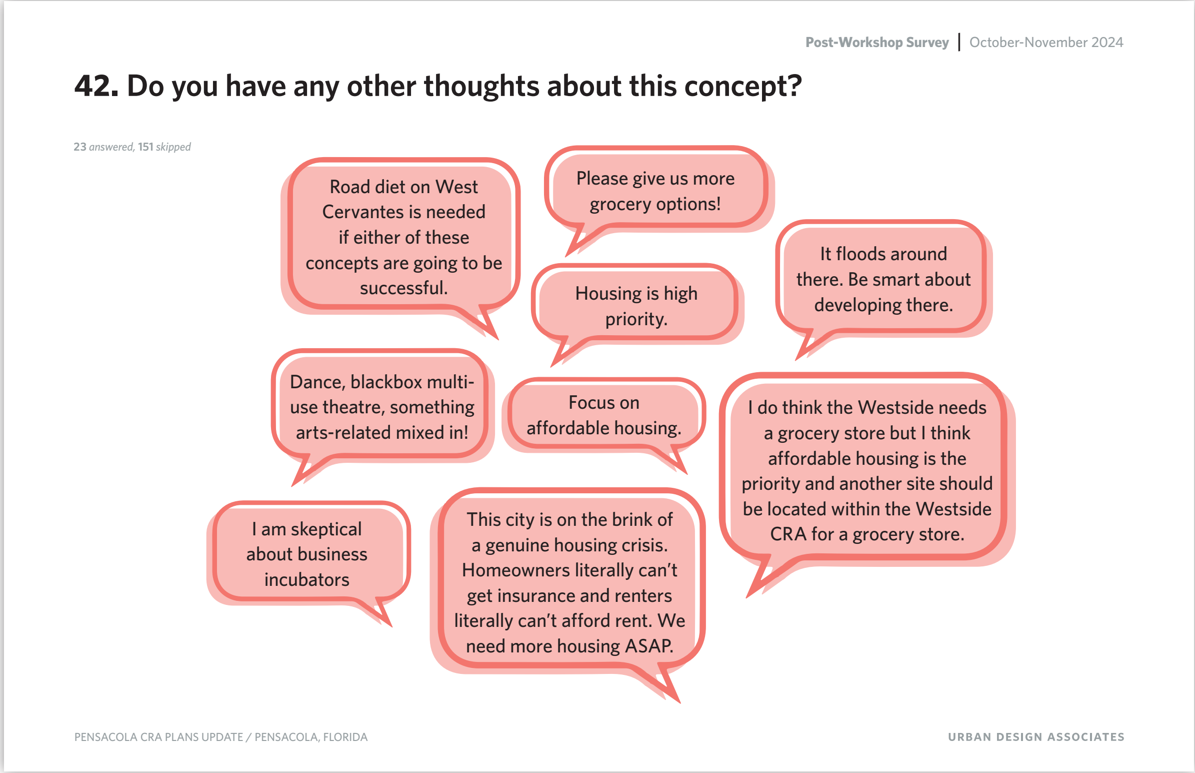

Post-Workshop Survey | October-November 2024

42. Do you have any other thoughts about this concept?

23 *answered*, 151 *skipped*

Road diet on West Cervantes is needed if either of these concepts are going to be successful.
Please give us more grocery options!
Housing is high priority.
It floods around there. Be smart about developing there.
Dance, blackbox multi-use theatre, something arts-related mixed in!
Focus on affordable housing.
I do think the Westside needs a grocery store but I think affordable housing is the priority and another site should be located within the Westside CRA for a grocery store.
I am skeptical about business incubators
This city is on the brink of a genuine housing crisis. Homeowners literally can't get insurance and renters literally can't afford rent. We need more housing ASAP.

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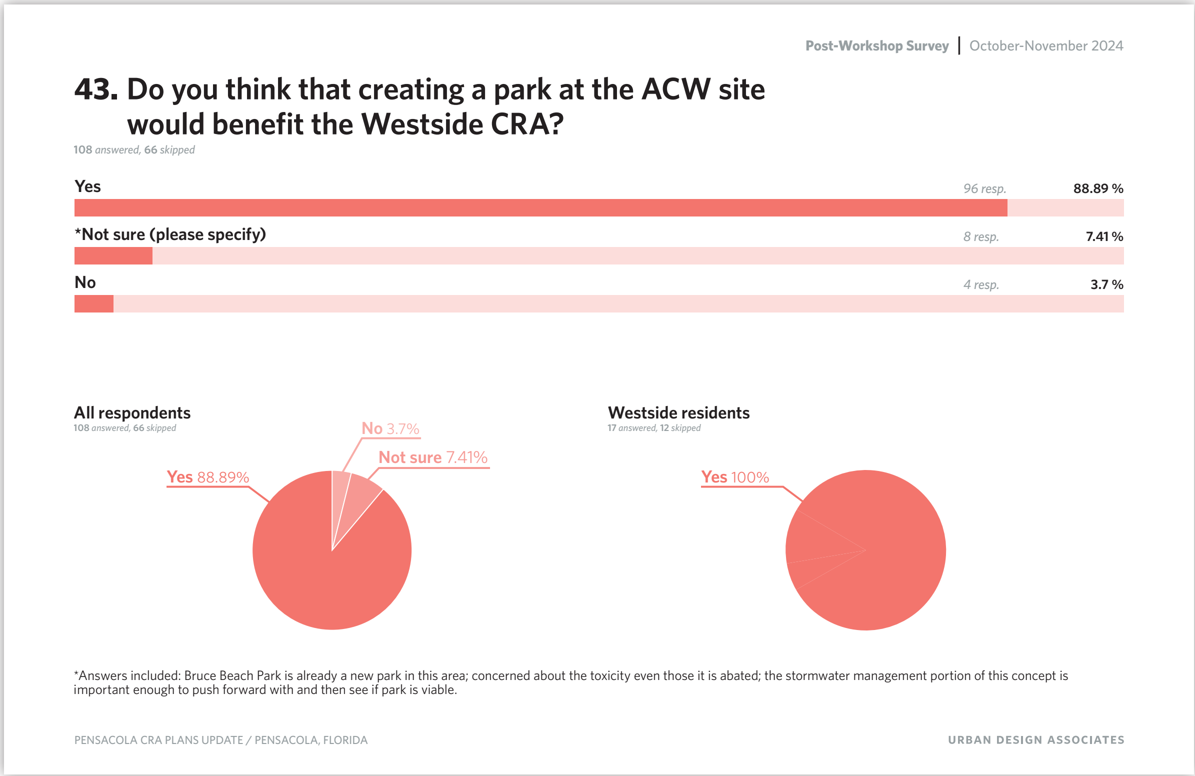

Post-Workshop Survey | October-November 2024

43. Do you think that creating a park at the ACW site would benefit the Westside CRA?

108 *answered*, 66 *skipped*

Yes	*96 resp.*	88.89 %
*Not sure (please specify)	*8 resp.*	7.41 %
No	*4 resp.*	3.7 %

All respondents
108 *answered*, 66 *skipped*

Westside residents
17 *answered*, 12 *skipped*

*Answers included: Bruce Beach Park is already a new park in this area; concerned about the toxicity even those it is abated; the stormwater management portion of this concept is important enough to push forward with and then see if park is viable.

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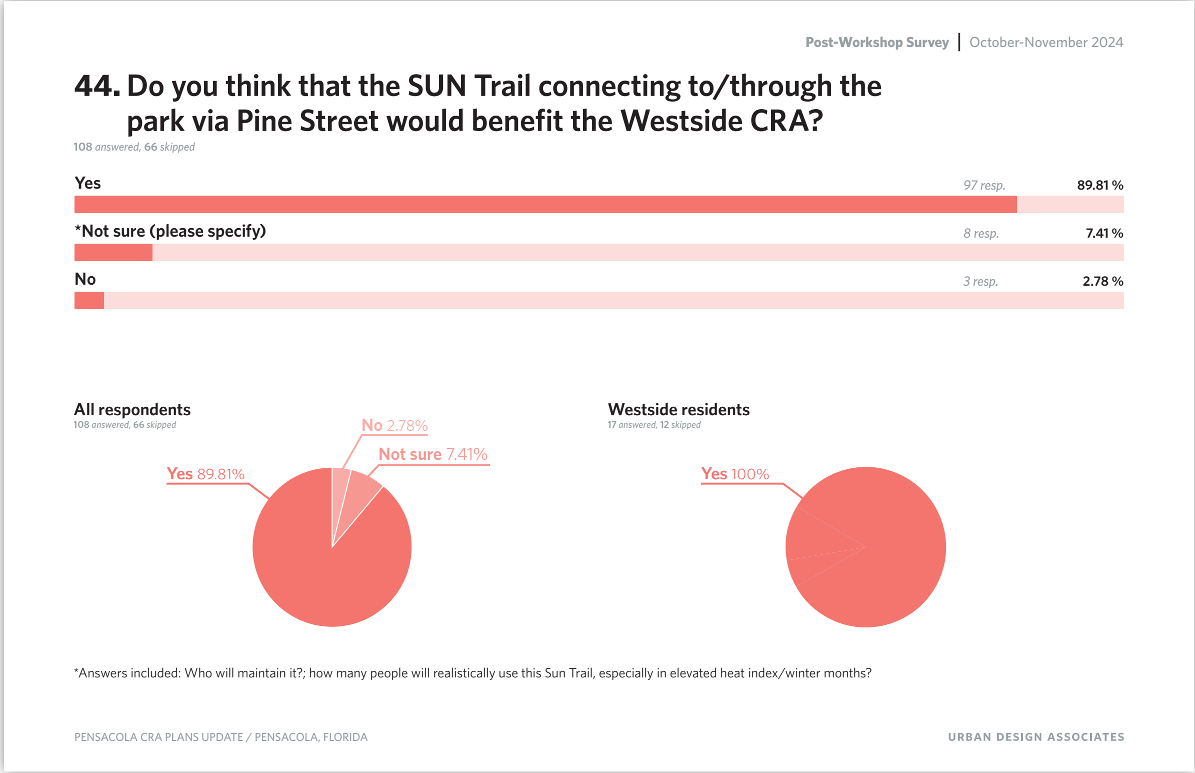

Post-Workshop Survey | October-November 2024

44. Do you think that the SUN Trail connecting to/through the park via Pine Street would benefit the Westside CRA?

108 *answered*, 66 *skipped*

Yes	*97 resp.*	89.81 %
*Not sure (please specify)	*8 resp.*	7.41 %
No	*3 resp.*	2.78 %

All respondents
108 *answered*, 66 *skipped*

Westside residents
17 *answered*, 12 *skipped*

*Answers included: Who will maintain it?; how many people will realistically use this Sun Trail, especially in elevated heat index/winter months?

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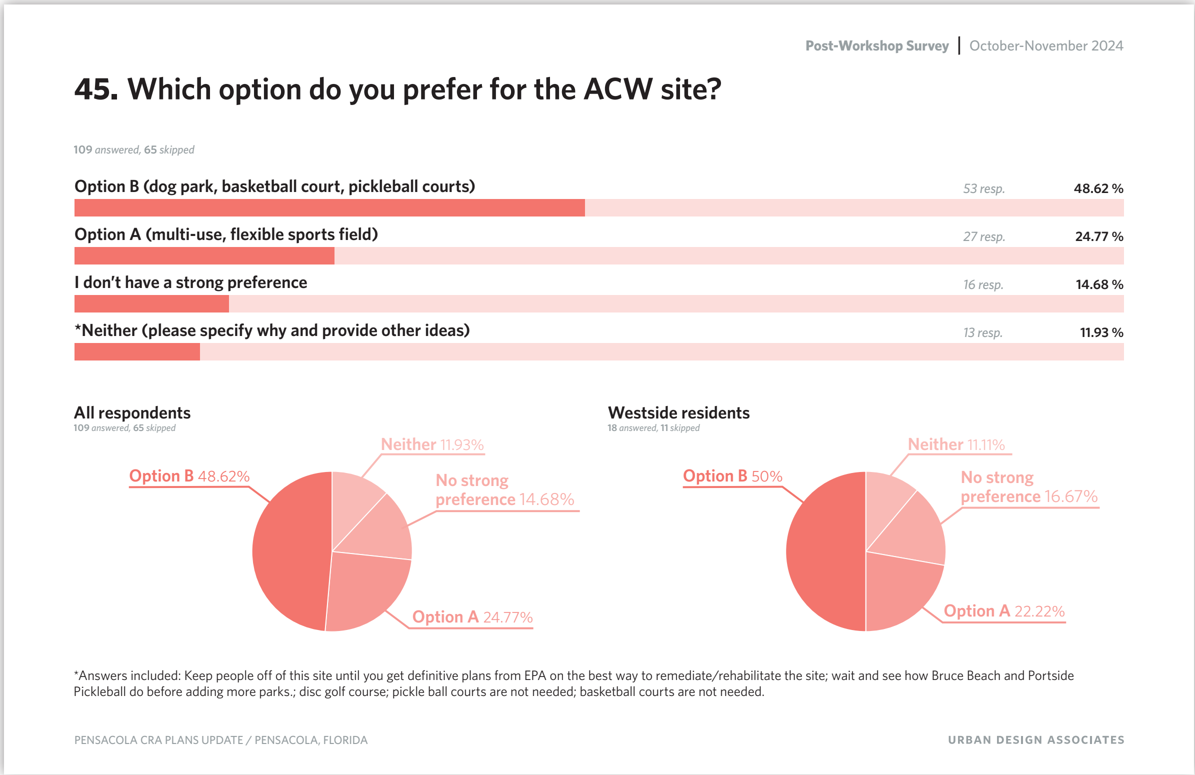


Post-Workshop Survey | October-November 2024

45. Which option do you prefer for the ACW site?

109 *answered*, 65 *skipped*

Option B (dog park, basketball court, pickleball courts)	*53 resp.*	48.62 %
Option A (multi-use, flexible sports field)	*27 resp.*	24.77 %
I don't have a strong preference	*16 resp.*	14.68 %
*Neither (please specify why and provide other ideas)	*13 resp.*	11.93 %

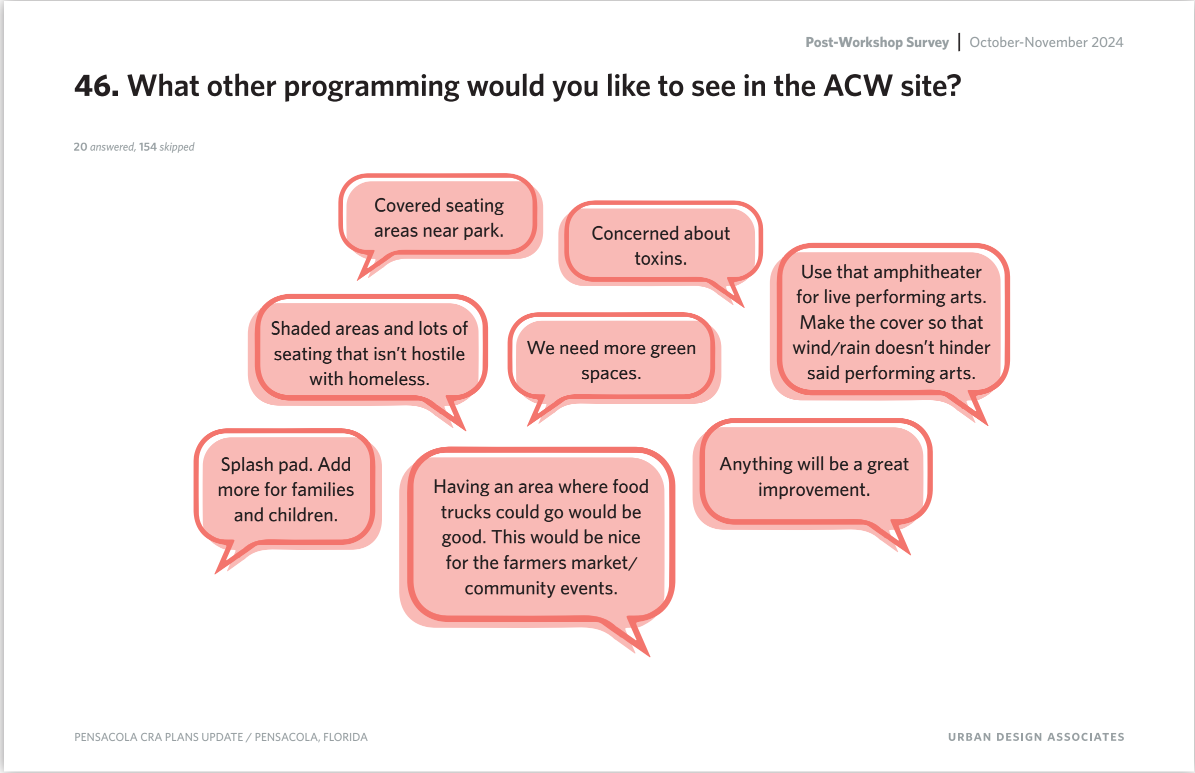
All respondents
109 *answered*, 65 *skipped*

Westside residents
18 *answered*, 11 *skipped*

*Answers included: Keep people off of this site until you get definitive plans from EPA on the best way to remediate/rehabilitate the site; wait and see how Bruce Beach and Portside Pickleball do before adding more parks.; disc golf course; pickle ball courts are not needed; basketball courts are not needed.

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA

URBAN DESIGN ASSOCIATES



Post-Workshop Survey | October-November 2024

46. What other programming would you like to see in the ACW site?

20 answered, 154 skipped

Covered seating areas near park.

Concerned about toxins.

Use that amphitheater for live performing arts. Make the cover so that wind/rain doesn't hinder said performing arts.

Shaded areas and lots of seating that isn't hostile with homeless.

We need more green spaces.

Splash pad. Add more for families and children.

Having an area where food trucks could go would be good. This would be nice for the farmers market/ community events.

Anything will be a great improvement.

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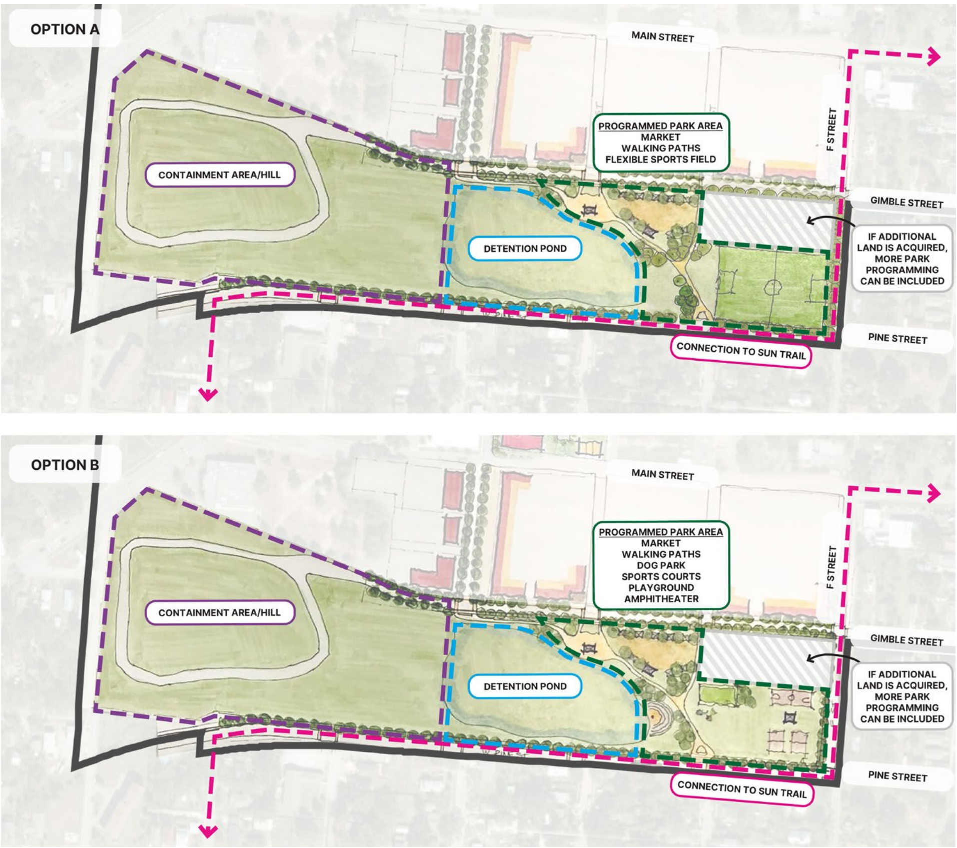
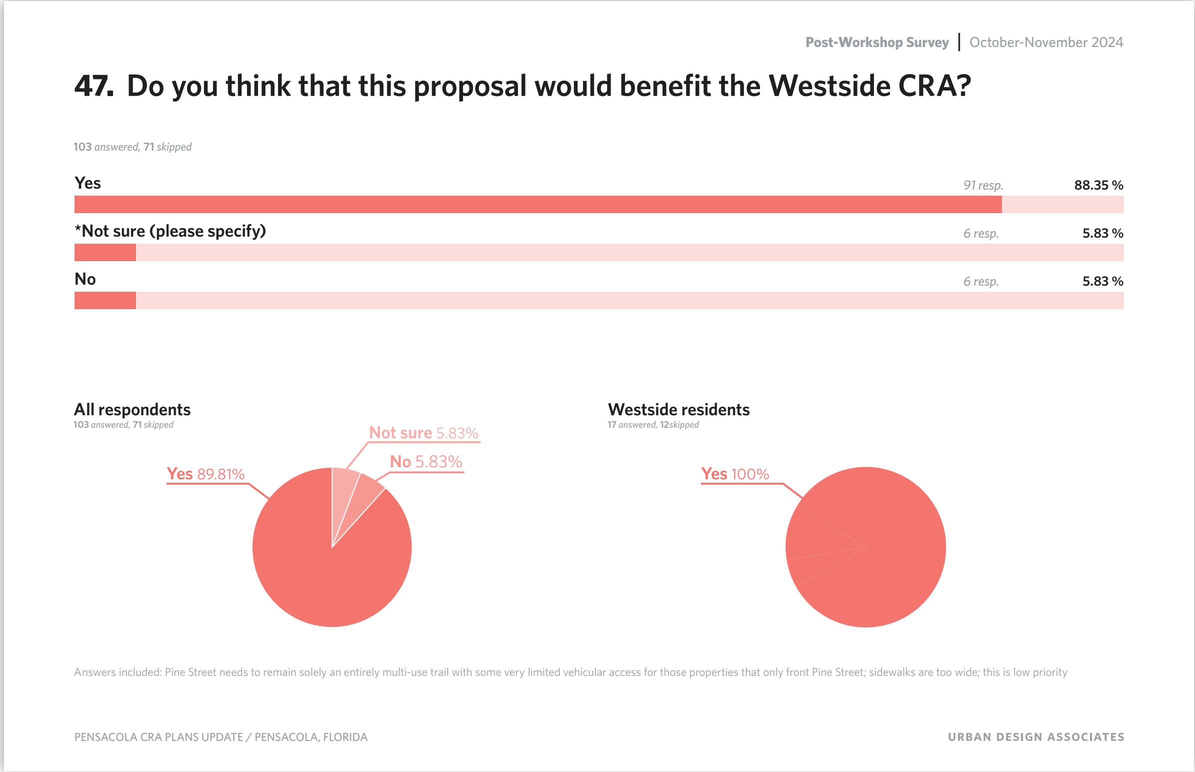

OPTION A
MAIN STREET
PROGRAMMED PARK AREA
MARKET
WALKING PATHS
FLEXIBLE SPORTS FIELD
F STREET
CONTAINMENT AREA/HILL
GIMBLE STREET
DETENTION POND
IF ADDITIONAL LAND IS ACQUIRED, MORE PARK PROGRAMMING CAN BE INCLUDED
PINE STREET
CONNECTION TO SUN TRAIL
OPTION B
MAIN STREET
PROGRAMMED PARK AREA
MARKET
WALKING PATHS
DOG PARK
SPORTS COURTS
PLAYGROUND
AMPHITHEATER
F STREET
CONTAINMENT AREA/HILL
GIMBLE STREET
DETENTION POND
IF ADDITIONAL LAND IS ACQUIRED, MORE PARK PROGRAMMING CAN BE INCLUDED
PINE STREET
CONNECTION TO SUN TRAIL

ACW Site
This proposal corresponds with questions 43-46



Post-Workshop Survey | October-November 2024

47. Do you think that this proposal would benefit the Westside CRA?

103 *answered*, 71 *skipped*

Yes	*91 resp.*	**88.35 %**
***Not sure (please specify)**	*6 resp.*	**5.83 %**
No	*6 resp.*	**5.83 %**

All respondents
103 *answered*, 71 *skipped*

Westside residents
17 *answered*, 12*skipped*

Answers included: Pine Street needs to remain solely an entirely multi-use trail with some very limited vehicular access for those properties that only front Pine Street; sidewalks are too wide; this is low priority

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA

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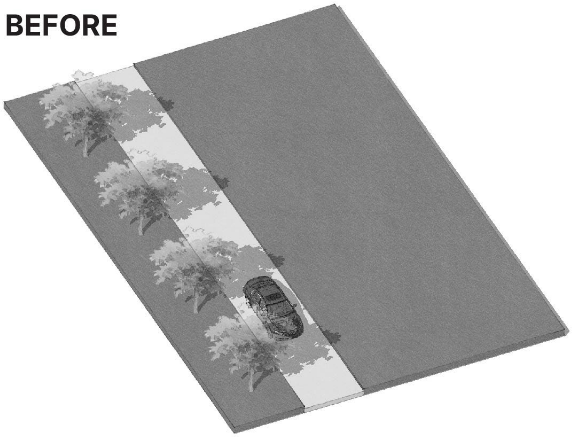
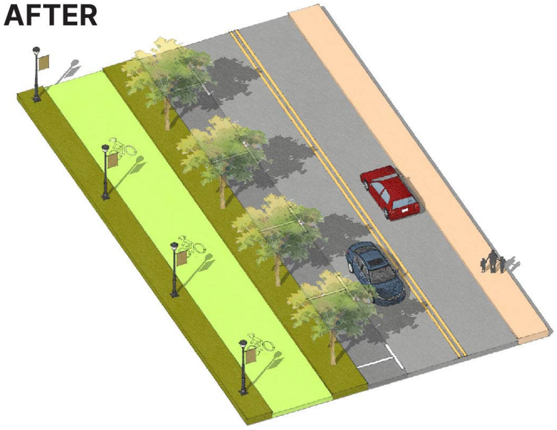
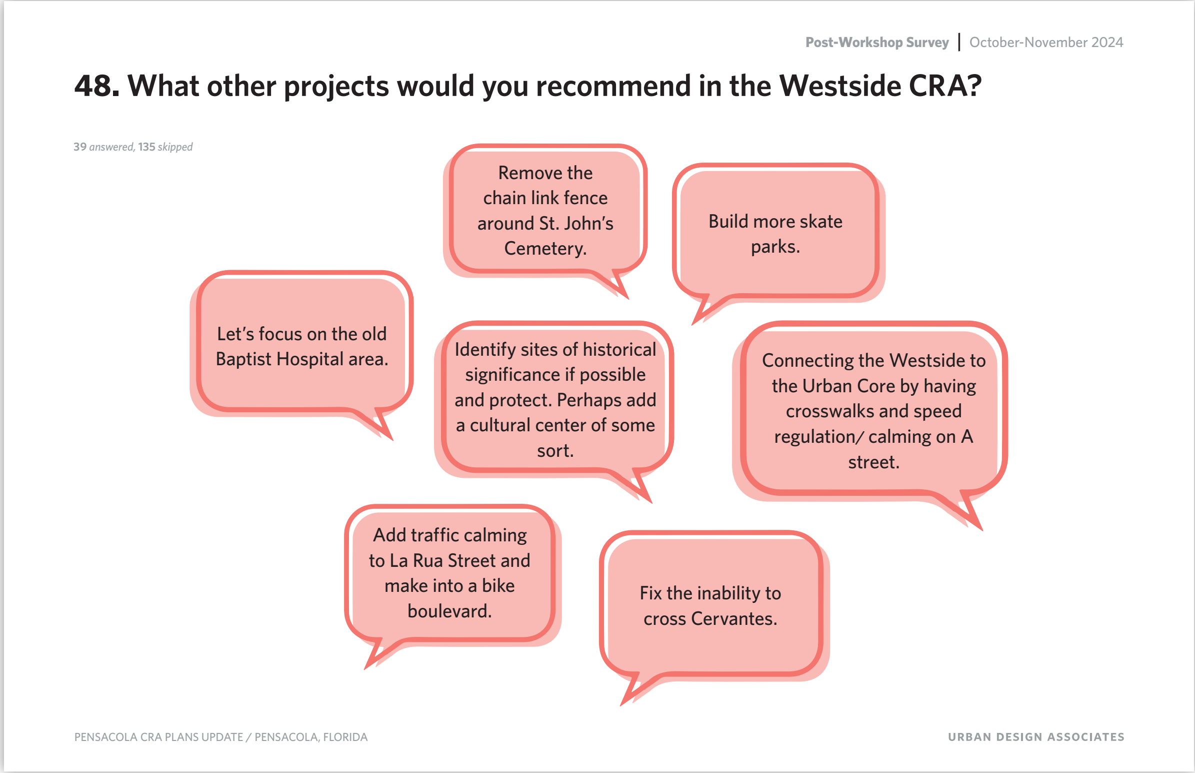
BEFORE



AFTER



Pine Street + SUN Trail
This proposal corresponds with question 47



Post-Workshop Survey | October-November 2024

48. What other projects would you recommend in the Westside CRA?

39 *answered,* 135 *skipped*

Remove the chain link fence around St. John's Cemetery.

Build more skate parks.

Let's focus on the old Baptist Hospital area.

Identify sites of historical significance if possible and protect. Perhaps add a cultural center of some sort.

Connecting the Westside to the Urban Core by having crosswalks and speed regulation/ calming on A street.

Add traffic calming to La Rua Street and make into a bike boulevard.

Fix the inability to cross Cervantes.

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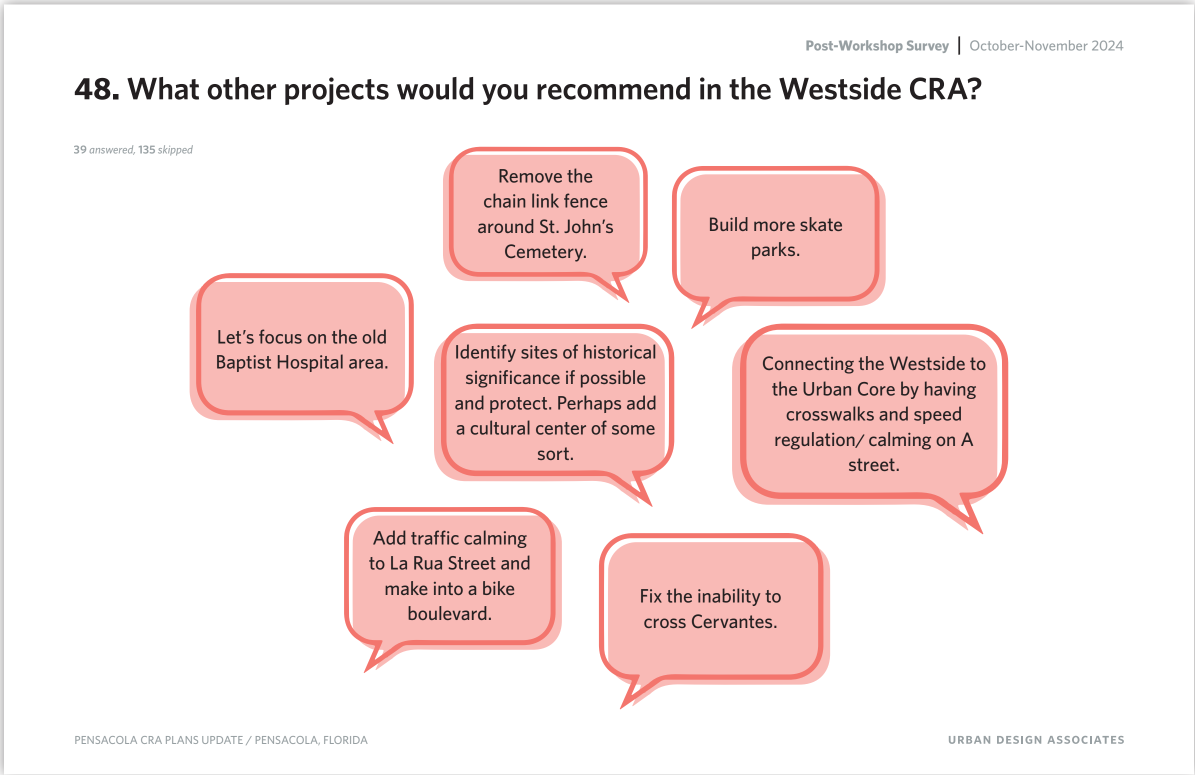

Post-Workshop Survey | October-November 2024

48. What other projects would you recommend in the Westside CRA?

39 *answered,* 135 *skipped*

Remove the chain link fence around St. John's Cemetery.

Build more skate parks.

Let's focus on the old Baptist Hospital area.

Identify sites of historical significance if possible and protect. Perhaps add a cultural center of some sort.

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Add traffic calming to La Rua Street and make into a bike boulevard.

Fix the inability to cross Cervantes.

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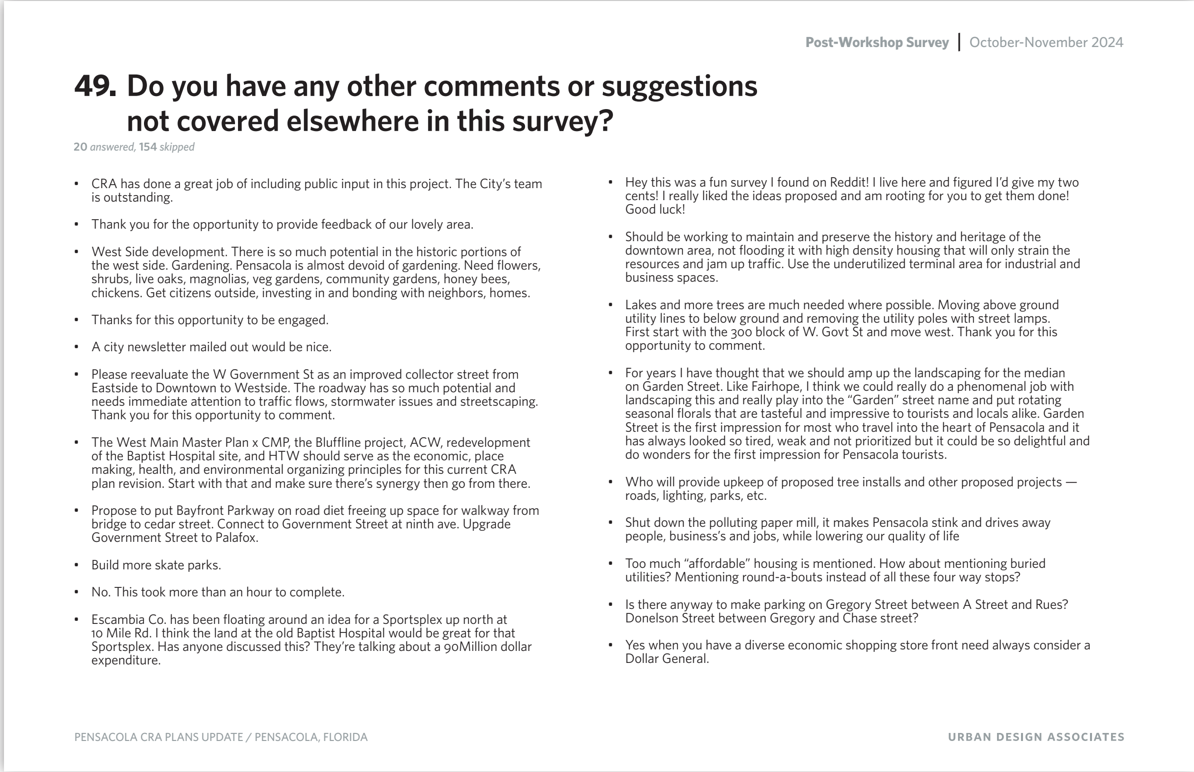

49. Do you have any other comments or suggestions not covered elsewhere in this survey?

20 *answered,* **154** *skipped*

- CRA has done a great job of including public input in this project. The City's team is outstanding.
- Thank you for the opportunity to provide feedback of our lovely area.
- West Side development. There is so much potential in the historic portions of the west side. Gardening. Pensacola is almost devoid of gardening. Need flowers, shrubs, live oaks, magnolias, veg gardens, community gardens, honey bees, chickens. Get citizens outside, investing in and bonding with neighbors, homes.
- Thanks for this opportunity to be engaged.
- A city newsletter mailed out would be nice.
- Please reevaluate the W Government St as an improved collector street from Eastside to Downtown to Westside. The roadway has so much potential and needs immediate attention to traffic flows, stormwater issues and streetscaping. Thank you for this opportunity to comment.
- The West Main Master Plan x CMP, the Bluffline project, ACW, redevelopment of the Baptist Hospital site, and HTW should serve as the economic, place making, health, and environmental organizing principles for this current CRA plan revision. Start with that and make sure there's synergy then go from there.
- Propose to put Bayfront Parkway on road diet freeing up space for walkway from bridge to cedar street. Connect to Government Street at ninth ave. Upgrade Government Street to Palafox.
- Build more skate parks.
- No. This took more than an hour to complete.
- Escambia Co. has been floating around an idea for a Sportsplex up north at 10 Mile Rd. I think the land at the old Baptist Hospital would be great for that Sportsplex. Has anyone discussed this? They're talking about a 90Million dollar expenditure.
- Hey this was a fun survey I found on Reddit! I live here and figured I'd give my two cents! I really liked the ideas proposed and am rooting for you to get them done! Good luck!
- Should be working to maintain and preserve the history and heritage of the downtown area, not flooding it with high density housing that will only strain the resources and jam up traffic. Use the underutilized terminal area for industrial and business spaces.
- Lakes and more trees are much needed where possible. Moving above ground utility lines to below ground and removing the utility poles with street lamps. First start with the 300 block of W. Govt St and move west. Thank you for this opportunity to comment.
- For years I have thought that we should amp up the landscaping for the median on Garden Street. Like Fairhope, I think we could really do a phenomenal job with landscaping this and really play into the "Garden" street name and put rotating seasonal florals that are tasteful and impressive to tourists and locals alike. Garden Street is the first impression for most who travel into the heart of Pensacola and it has always looked so tired, weak and not prioritized but it could be so delightful and do wonders for the first impression for Pensacola tourists.
- Who will provide upkeep of proposed tree installs and other proposed projects — roads, lighting, parks, etc.
- Shut down the polluting paper mill, it makes Pensacola stink and drives away people, business's and jobs, while lowering our quality of life
- Too much "affordable" housing is mentioned. How about mentioning buried utilities? Mentioning round-a-bouts instead of all these four way stops?
- Is there anyway to make parking on Gregory Street between A Street and Rues? Donelson Street between Gregory and Chase street?
- Yes when you have a diverse economic shopping store front need always consider a Dollar General.

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DEMOGRAPHIC AND MARKET ANALYSIS

OVERVIEW

This analysis of existing demographics & market conditions was conducted across all three CRA Districts simultaneously, but also narrowed in on each district to identify specific conditions per district. The analysis was conducted primarily using data collected in 2023 and was published in September 2024.

The intent of this analysis was to:

- Analyze demographics of each CRA District;
- Identify primary community stressors;
- Identify opportunities in the market;
- Determine the potential impacts of development in each district in order to prevent the displacement of residents and businesses;
- Provide priorities for designers and policymakers to make positive impacts and avoid negative impacts on the community.

CRA Existing Conditions

Demographic, Real Estate Market, and Displacement Trends

Prepared For: PENSACOLA COMMUNITY REDEVELOPMENT AGENCY

BLOCK-BY-BLOCK CRAFTING A PLAN

JLP+D

Contents

1.0 **Socio-economic + Demographic Trends** 3
  1.1 Population & Households 4
  1.2 Workforce Trends 10

2.0 **Real Estate Market Performance** 17

3.0 **CRA Performance Review** 29

4.0 **Gentrification + Displacement** 46

1.0

SOCIO-ECONOMIC DEMOGRAPHICS + TRENDS

1.1

POPULATION CHARACTERISTICS

Population Growth

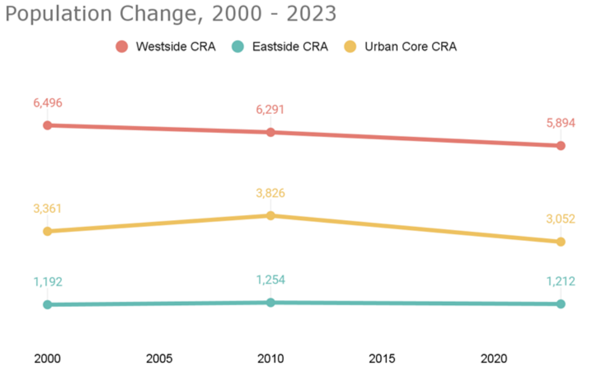
Minor changes in total population since 2000, with high density in CRA districts

The population trends across all three Community Redevelopment Agency (CRA) boundaries indicate stagnant or slightly negative growth from 2000 to 2023. The Westside CRA and Urban Core CRA have experienced population declines, with the Westside CRA losing 602 residents and the Urban Core CRA losing 309 residents since 2000. Overall, the Citywide population has also decreased by over 2,200 residents in 2023 compared to 2000.

In terms of population density, all three CRAs exhibit higher densities than the City of Pensacola. While density does not represent the exact population count (see table at right) density helps compare the districts to each other in terms their relative sizes.

Population Density

- **Citywide:** 1,598 residents per square mile
- **Urban Core CRA:** 1,935 residents per square mile
- **Eastside CRA:** 3,127 residents per square mile
- **Westside CRA:** 3,474 residents per square mile



Population by CRA District

	2000	2010	2023	% change, 2000 - 2023
Westside CRA	6,496	6,291	5,894	**-9.27%**
Eastside CRA	1,192	1,254	1,212	**1.68%**
Urban Core CRA	3,361	3,826	3,052	**-9.19%**
Pensacola City	56,288	51,923	54,059	**-3.96%**
Escambia County	294,410	297,619	321,905	**9.34%**

Data source: US Census Bureau, 2023 Data - Visualized by JLP+D

KEY TAKEAWAYS

Escambia county is growing modestly while Pensacola is losing population. Declining population doesn't match resident perceptions about population growth, but it may impact the city's competitive edge within the region.

Aging

The population is trending older

Median age can provide additional detail about population trends in Pensacola. Both the Urban Core and Westside CRA populations have a higher median age, with the Westside CRA at 42.7 years old and the Urban Core CRA at 47.5 years old. In contrast, the Eastside CRA and Citywide median age stand at 40 years old (Median age in the United States is 39.0 years). In Pensacola, these median ages have been relatively steady since 2000.

Trends of aging can also be viewed by comparing the elderly and working age populations. Pensacola also has an elevated old-age dependency ratio at 34.2, meaning that for every 100 workers, there are 34.2 residents 65 and older, which is nearly four more residents than the national ratio of 28.5. This ratio has jumped 5 points in Pensacola since 2010 when it was 27.5.

Image: Bayview Senior Resource Center, www.cityofpensacola.com

KEY TAKEAWAYS

An aging population can indicate broader economic challenges caused by a shortage of younger residents available to enter the workforce.

Military Presence

Naval Air Space Pensacola

The United States Department of Defense exerts a significant economic influence on Northwest Florida, particularly in the Greater Pensacola region, where it **contributes over $7.8 billion annually to the local economy.**

DoD activity generates over **80,000 jobs in the Pensacola Metropolitan Statistical Area (MSA)** region, with an **average wage of $82,890 for military and defense-related positions**. Moreover, the area hosts **more than 35,000 military retirees, representing the second-largest concentration in the nation**, providing a skilled workforce that may seek opportunities to transition into civilian careers.

Additionally, the region benefits from **substantial defense procurement spending, totaling $340.7 million annually**, which further stimulates economic activity. Military installations such as Naval Air Station (NAS) Pensacola play a crucial role in training personnel in advanced fields such as aviation, aerospace, informatics, and cybersecurity, contributing to the development of a highly skilled alumni network across various sectors.

KEY TAKEAWAYS

The nearby military base brings jobs, military families, and some economic stability in the area. The military is a key economic driver for Pensacola.

Pensacola Naval Air Station and Surrounding Area

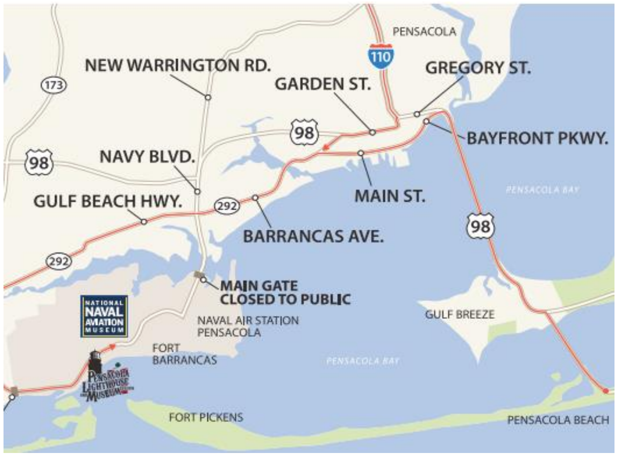


Image Source: Greg Disch Photography

Income and Poverty

Poverty rates are elevated in the CRA districts, a consistent trend since 2000

Though income in Pensacola is slightly lower than the US average based on dollar amounts, incomes in Pensacola have risen over the last 20 years, following national trends. This is a good sign that Pensacola's economy is active, and wages slightly lower than the national average may simply indicate lower cost of living.

More notably, variations are visible in the lowest income households within the three CRA districts. Both the Westside and Eastside CRAs exhibit wealth indices of 30, while the Urban Core has a wealth index of 75, and the broader Citywide population has a wealth index of 67. This index serves as a gauge of an area's economic prosperity relative to the national standard. Any index above 100 is above the national average.

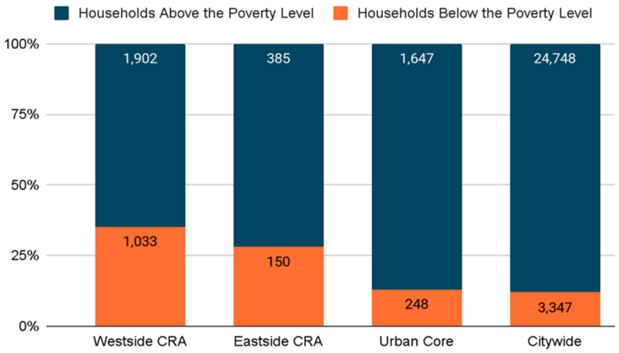
These indices are reinforced by median household incomes, which depict a significant contrast:

- **Citywide:** $52,884
- **Urban Core CRA:** $59,901
- **Eastside CRA:** $35,124
- **Westside CRA:** $23,551

US Median Household Income: $74,580 (US Census)

Disparities are further highlighted by poverty rates; both the Westside and Eastside CRAs have higher proportions of households living below the poverty line at 39.5% and 27.5%, respectively. In contrast, the Urban Core CRA and the Citywide population have lower percentages of impoverished households, standing at 17% and 15%, respectively. Over the last 20 years,

Share of Households in Poverty in 2021, by Geography



Data Source: US Census, Esri Business Analyst, 2021 - Visualized by JLP+D

KEY TAKEAWAYS

There is a disproportionately high share of households below the poverty line within the Eastside CRA, and even more so in the Westside CRA. The districts may benefit from wider economic development efforts beyond CRA investments focused on workforce development, housing affordability, or social services.

Race and Ethnicity

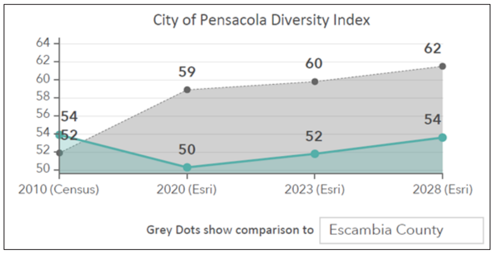
Diversity has shifted in all districts

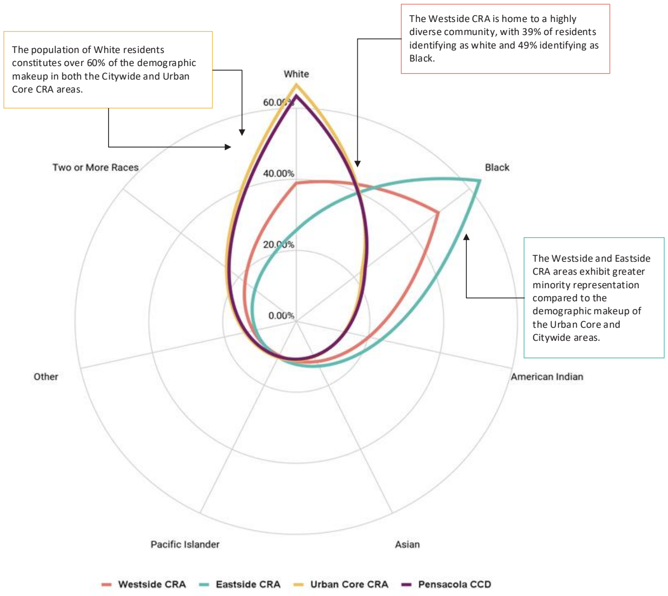
The Eastside CRA stands out as the most diverse among all three CRAs, boasting a diversity index of 60.5 in 2023, predicted to rise to 61.2 by 2028. Following closely is the Westside CRA, with a 2023 diversity index of 59.4 and an anticipated increase to 60.2 by 2028. The Urban Core exhibits the lowest diversity performance, registering a diversity index of 51.8 in 2023, projected to reach 53.6 by 2028.

However, despite these distinctions, **all three CRAs fall short of the citywide diversity performance index**; Pensacola has a diversity index of 62.9 in 2023 and is projected to reach 64.4 by 2028. Pensacola's citywide diversity has seen a notable uptick, rising from 55.3 in 2010 to 62.9 in 2023.

Similarly, **the Westside and Eastside CRAs have experienced significant improvements in diversity performance from 2010 to 2023**, with the Eastside CRA's diversity index soaring from **34.4 to 60.5**, and the Westside CRA's increasing from **51.9 to 59.4**.

The **Urban Core has witnessed a decline in diversity**, with its index dropping from **53.9 in 2010 to 51.8 in 2023**.





The population of White residents constitutes over 60% of the demographic makeup in both the Citywide and Urban Core CRA areas.

The Westside CRA is home to a highly diverse community, with 39% of residents identifying as white and 49% identifying as Black.

The Westside and Eastside CRA areas exhibit greater minority representation compared to the demographic makeup of the Urban Core and Citywide areas.

***ESRI's Diversity Index:** captures the racial and ethnic diversity of a geographic area in a single number, from 0 to 100. The Diversity Index allows for efficient analysis and mapping of seven race groups that can be either of Hispanic or non-Hispanic origin—a total of 14 separate race/ethnic groupings.*

Data Source: Esri Business Analyst, 2023 - Visualized by JLP+D

1.2
WORKFORCE TRENDS

Employment Concentration

The Urban Core is a large job center, while the Westside is a dispersed employment area

As a whole, the urban core of Pensacola looks similar to other US cities; jobs are concentrated there, and jobs drop significantly in the Eastside and Westside districts. The following section will discuss commute patterns and key industry trends in Pensacola, excluding military employment. The map at right shows the density of jobs among the three CRA districts, with dark blue indicating the highest density.

Density and Size of Employers in Pensacola CRA Districts

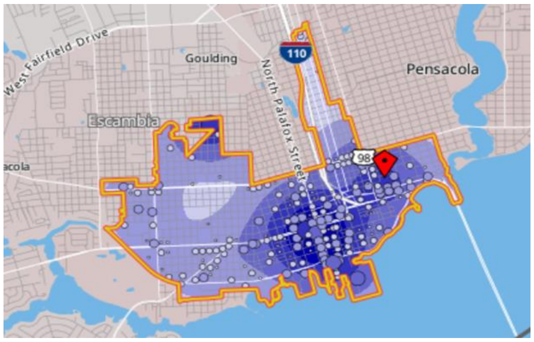


Image Source: US Census OnTheMap

2021	Worker Age			Earnings			Worker Educational Attainment				
	Age 29 or Younger	30 - 54	Age 55 or Older	$1,250 per month or Less	$1,251 - $3,333	More than $3,333 per Month	Less than High School	High School or Equivalent, No College	Some College or Associate Degree	Bachelor's Degree or Advanced Degree	Educational attainment not available (workers aged 29 or younger)
Westside CRA	1,180	3,631	1,726	731	2,684	3,122	743	1,538	1,782	1,294	1,180
Eastside CRA	104	193	80	56	154	167	42	93	80	58	104
Urban Core CRA	4,209	11,224	5,693	2,747	7,122	11,257	2,042	4,450	5,471	4,954	4,209
City of Pensacola	1,180	3,631	1,726	731	2,684	3,122	743	1,538	1,782	1,294	NA

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

Industry Drivers

Very few people work and live in the same district in Pensacola.

By reviewing data from the U.S. Census, we can analyze the flow of commuters and workers in and out of the CRAs on a daily basis. Commuter data show distinctions between the three districts. The Urban Core increases its daily population with over 20,000 employees commuting into the district. Only 400 residents work in the Urban Core.

Though it has a higher population, the Westside population similarly has nearly 7,000 employees commuting into the area, while less than 100 live and work there.

In the Eastside, the reverse is true. While the Eastside has the fewest residents of all three districts, there are fewer employees commuting into the Eastside than workers who reside in the Eastside and commute to work outside of the area.

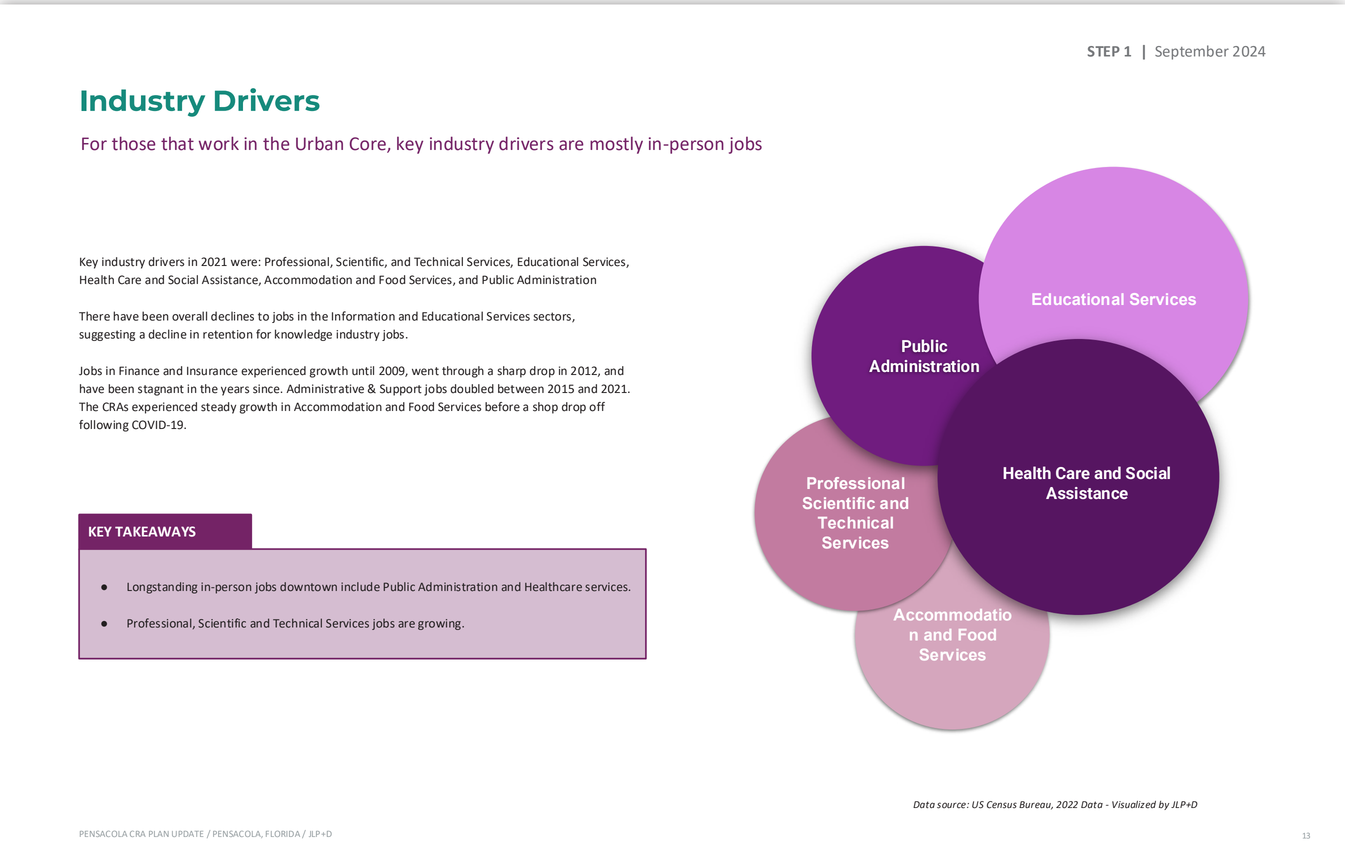
2021	Employment Commute		
	Employed in & commuting to Area	Residing in Area, commuting elsewhere	Employed and Live in Area
Westside CRA	6,757	2,059	98
Eastside CRA	394	484	1
Urban Core CRA	21,994	1,238	425

Data source: US Census Bureau, 2021 Data

Data derived from both ESRI Business Data analysis, census data, and open data sources to enhance the accuracy of the findings

KEY TAKEAWAYS

- The Urban Core CRA is a clear job center for commuters, but has relatively few residents who work within the area.
- In general, Pensacolians commute out of their neighborhood for work.



STEP 1 | September 2024

Industry Drivers

For those that work in the Urban Core, key industry drivers are mostly in-person jobs

Key industry drivers in 2021 were: Professional, Scientific, and Technical Services, Educational Services, Health Care and Social Assistance, Accommodation and Food Services, and Public Administration

There have been overall declines to jobs in the Information and Educational Services sectors, suggesting a decline in retention for knowledge industry jobs.

Jobs in Finance and Insurance experienced growth until 2009, went through a sharp drop in 2012, and have been stagnant in the years since. Administrative & Support jobs doubled between 2015 and 2021. The CRAs experienced steady growth in Accommodation and Food Services before a shop drop off following COVID-19.

KEY TAKEAWAYS

- Longstanding in-person jobs downtown include Public Administration and Healthcare services.
- Professional, Scientific and Technical Services jobs are growing.

Educational Services

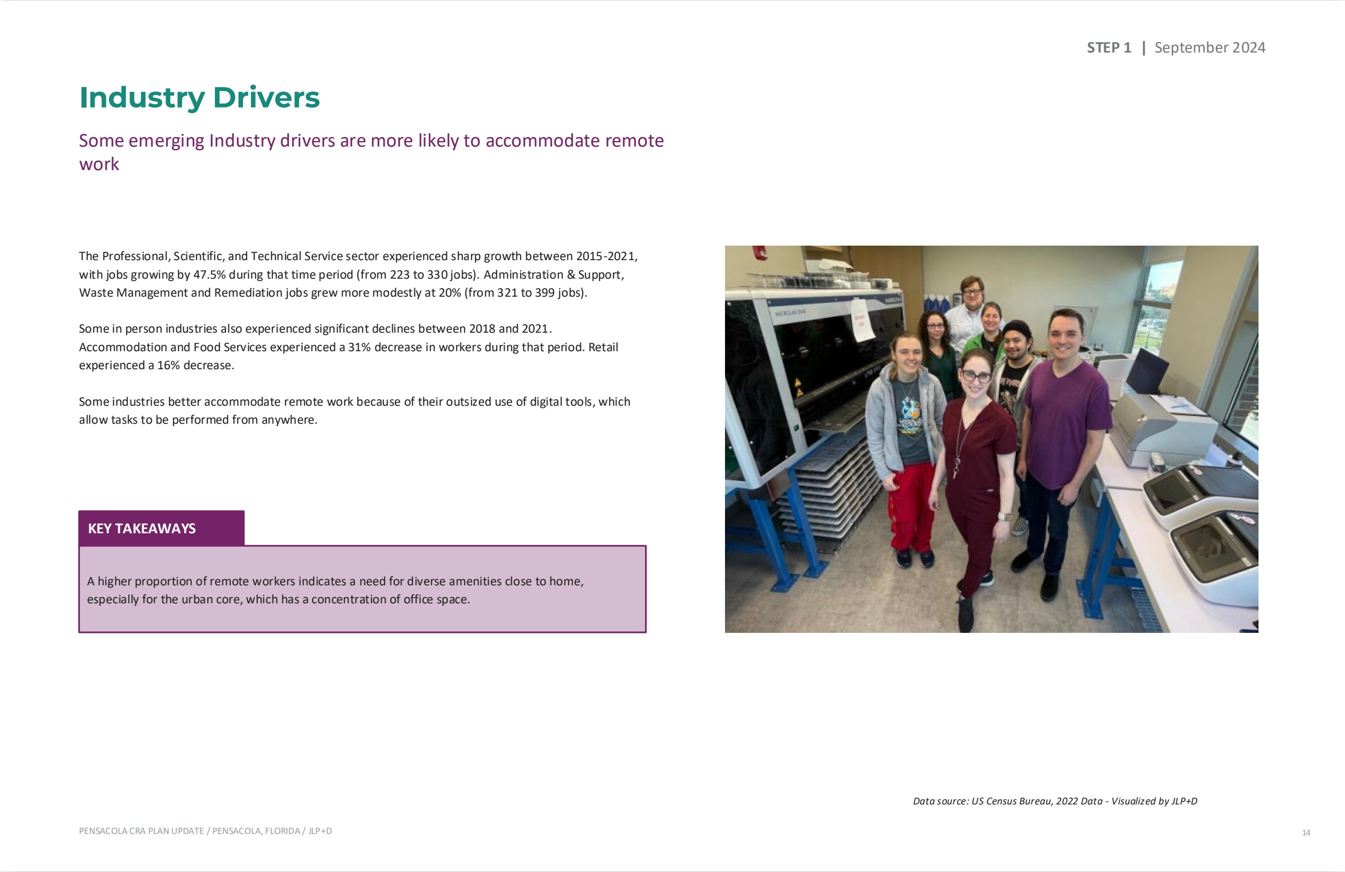
Public Administration

Health Care and Social Assistance

Professional Scientific and Technical Services

Accommodatio n and Food Services

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D



STEP 1 | September 2024

Industry Drivers

Some emerging Industry drivers are more likely to accommodate remote work

The Professional, Scientific, and Technical Service sector experienced sharp growth between 2015-2021, with jobs growing by 47.5% during that time period (from 223 to 330 jobs). Administration & Support, Waste Management and Remediation jobs grew more modestly at 20% (from 321 to 399 jobs).

Some in person industries also experienced significant declines between 2018 and 2021. Accommodation and Food Services experienced a 31% decrease in workers during that period. Retail experienced a 16% decrease.

Some industries better accommodate remote work because of their outsized use of digital tools, which allow tasks to be performed from anywhere.

KEY TAKEAWAYS

A higher proportion of remote workers indicates a need for diverse amenities close to home, especially for the urban core, which has a concentration of office space.

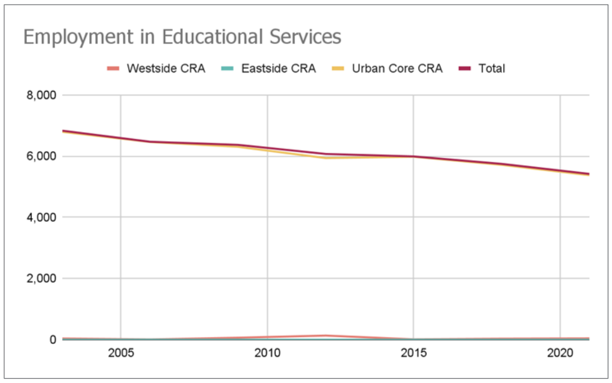
Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

Declining Industries

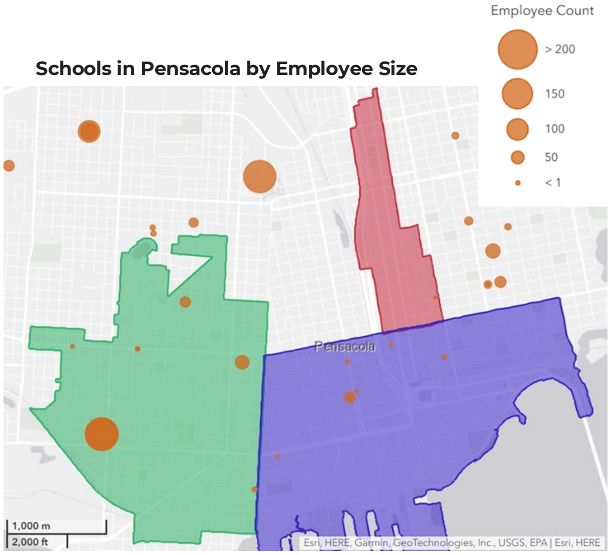
Educational services have been in decline since 2003

Education workers have been leaving the CRA districts steadily over the past two decades. After 2003, workforce data shows a 40% decline in Education workers that live in the district. Since that same year, Education jobs in the district have also experienced a steady decline, with a 20% decline in the number of Educational Service workers and the vast majority of those losses occurring in the Urban Core.

These findings suggest that Educational services are no longer located in these three districts. These declines mirror a string of public school closures within the study area since 2003.



Schools in Pensacola by Employee Size


Employee Count
> 200
150
100
50
< 1
Pensacola
1,000 m
2,000 ft
Esri, HERE, Garmin, GeoTechnologies, Inc., USGS, EPA | Esri, HERE

Very few large schools remain in the three CRA districts, notably in the urban core.

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

New Business Growth

Large employers remain steady while small businesses are growing in Escambia County

The number of new establishments in Escambia County with less than 5 employees has grown steadily between 2018 (3,658) and 2021 (4,104).

The number of establishments with 1,000 employees or more dropped from 7 in 2019 to 6 in 2020. Steady at 6 in 2021. Non-Employer firms (sole proprietorship) has grown from 21,040 (2016) to 24,608 (2020). Local stakeholders focused on workforce development have differing views on economic development: some want a more equity focused approach while others want to attract large employers. These two strategies can both be successful but require different focus and partnerships.

KEY TAKEAWAYS

Escambia County has relatively few large employers, but small businesses of 5 or more employees show promise; anecdotally, many have been focused within the tech industry.

GRAND OPENING

Image Source: SILive

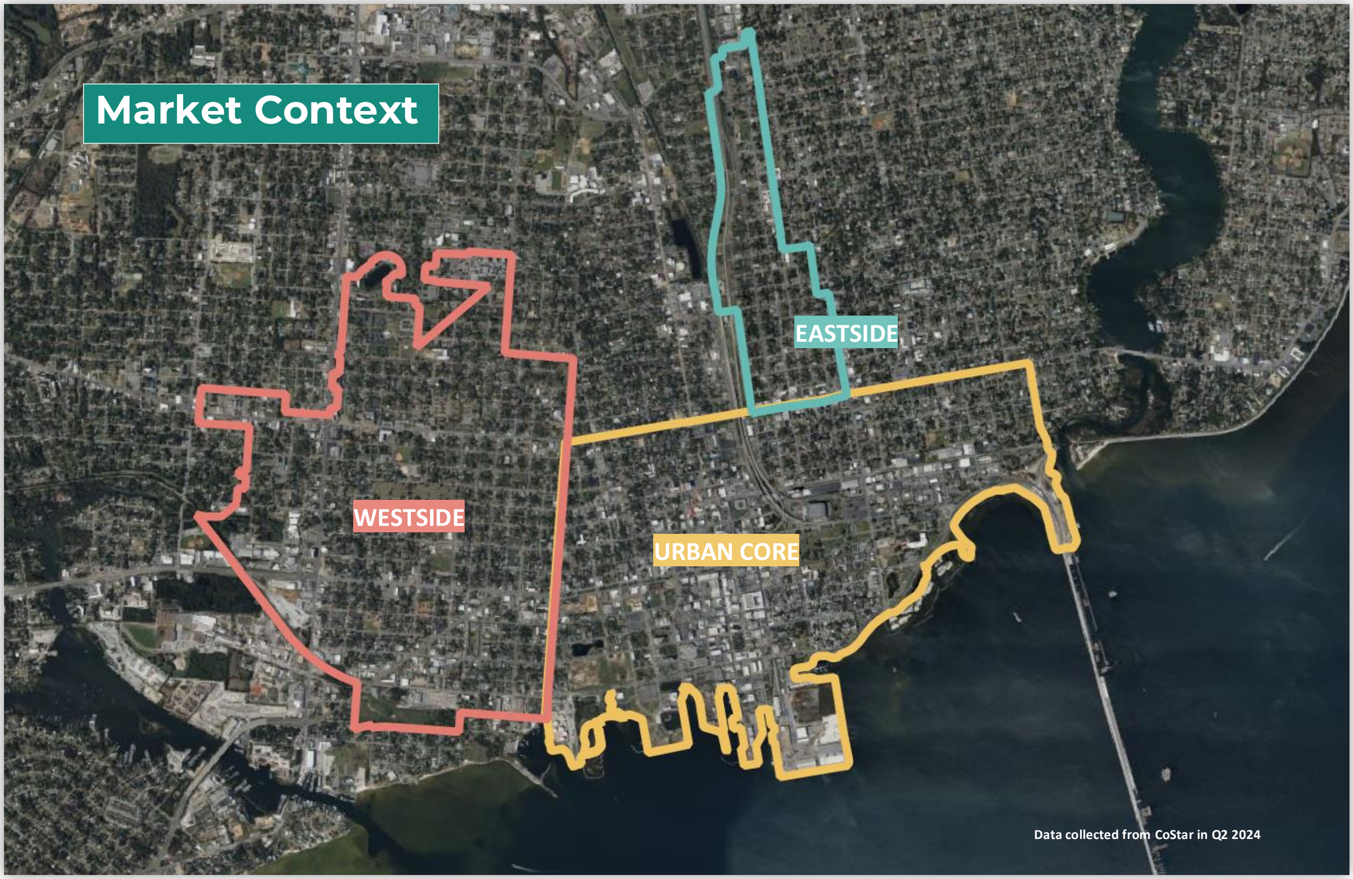
Data Source: Census Business Builder Escambia County Business Profile

STEP 1 | September 2024

2.0
REAL ESTATE MARKET PERFORMANCE

PENSACOLA CRA PLAN UPDATE / PENSACOLA, FLORIDA / JLP+D

Market Context


EASTSIDE
WESTSIDE
URBAN CORE

Data collected from CoStar in Q2 2024

Housing Statistics

BENCHMARKING	TOTAL POPULATION	POPULATION DENSITY/ SQMI	MEDIAN AGE	TOTAL HOUSEHOLDS	TOTAL HOUSING UNIT VACANCY %	OWNER OCCUPIED HOUSING %	% OF HOUSING WITH 1 UNIT IN STRUCTURE	HOUSING AFFORDABILITY INDEX
Urban Core CRA	3,052	1,935	47.5	1,895	15.8%	45.0%	64.29%	63
East Side CRA	1,212	3,127	38.9	535	20.9%	53.3%	82.84%	58
West Side CRA	5,894	3,474	42.7	2,935	17.9%	59.6%	59.11%	68
Citywide	232,785	1,598	38.8	102,517	13.0%	42.7%	68.05%	94

Data source: US Census Bureau, 2023 Data - Visualized by JLP+D

The Housing affordability index measures the likelihood of obtaining a mortgage at the average home price given the average income.

KEY TAKEAWAYS

- Housing is relatively affordable in Pensacola, with a housing affordability index at 94, but the CRA districts are all significantly less affordable than citywide.
- The Eastside and Westside CRA districts have much denser population than the Urban Core or the City as a whole - nearly double. Both Eastside and Westside districts exceed 3,000 residents per square mile while the Urban Core CRA and Citywide population densities are both below 2,000 residents per square mile
- Single-family homes dominate all of these areas, especially the Eastside district, which has over 80% single-unit structures.
- The Eastside and Westside districts have higher rates of home ownership with both exceeding 50% of homes. Nationally, 65.2% of homes are owner-occupied.
- The Eastside CRA appears to have the least affordable housing whilst also consisting of the highest housing unit vacancy percentage in 2023. This may be due to a misalignment in housing cost and resident socioeconomic status.

Q2 2024 Multi-Family Residential Market

BENCHMARKING	INVENTORY UNITS	INVENTORY UNITS/ ACRE	UNDER CONSTRUCTION UNITS	12 MONTH NET ABSORPTION UNITS	VACANCY RATE	MARKET ASKING RENT/ UNIT	MARKET SALE PRICE/ UNIT	MARKET CAP RATE
Urban Core CRA	658	0.5	0	143	7.70%	$1,901	$254,000	6.50%
East Side CRA	12	0.05	0	0	7.60%		$134,000	7.90%
West Side CRA	724	0.6	0	-12	5.60%	$869	$85,600	7.40%
Citywide	23,585	0.9	1,122	673	13.10%	$1,384	$142,000	6.50%

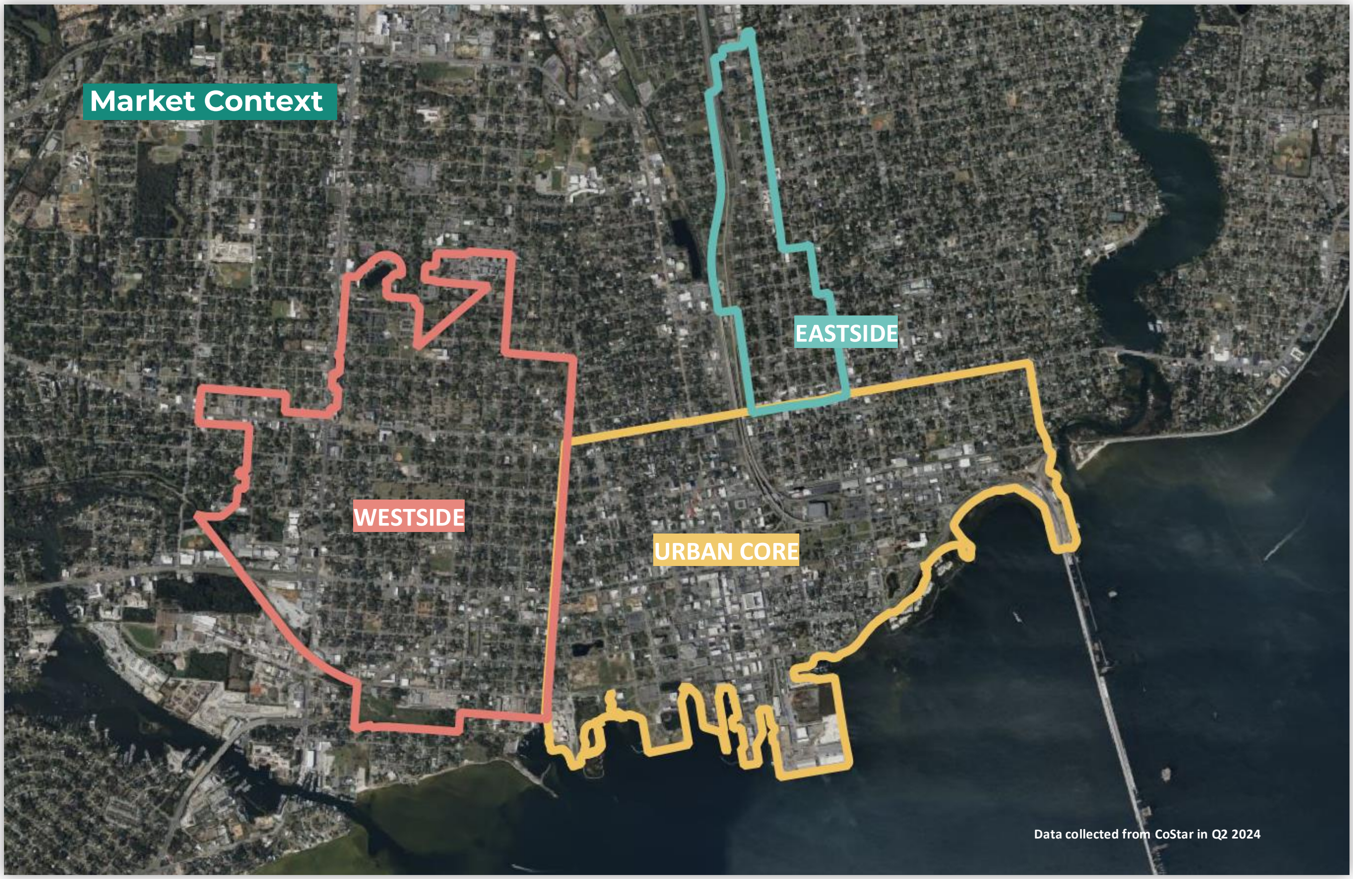
Data source: US Census, Quarterly Residential Vacancies and Homeownership, First Quarter 2024
CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

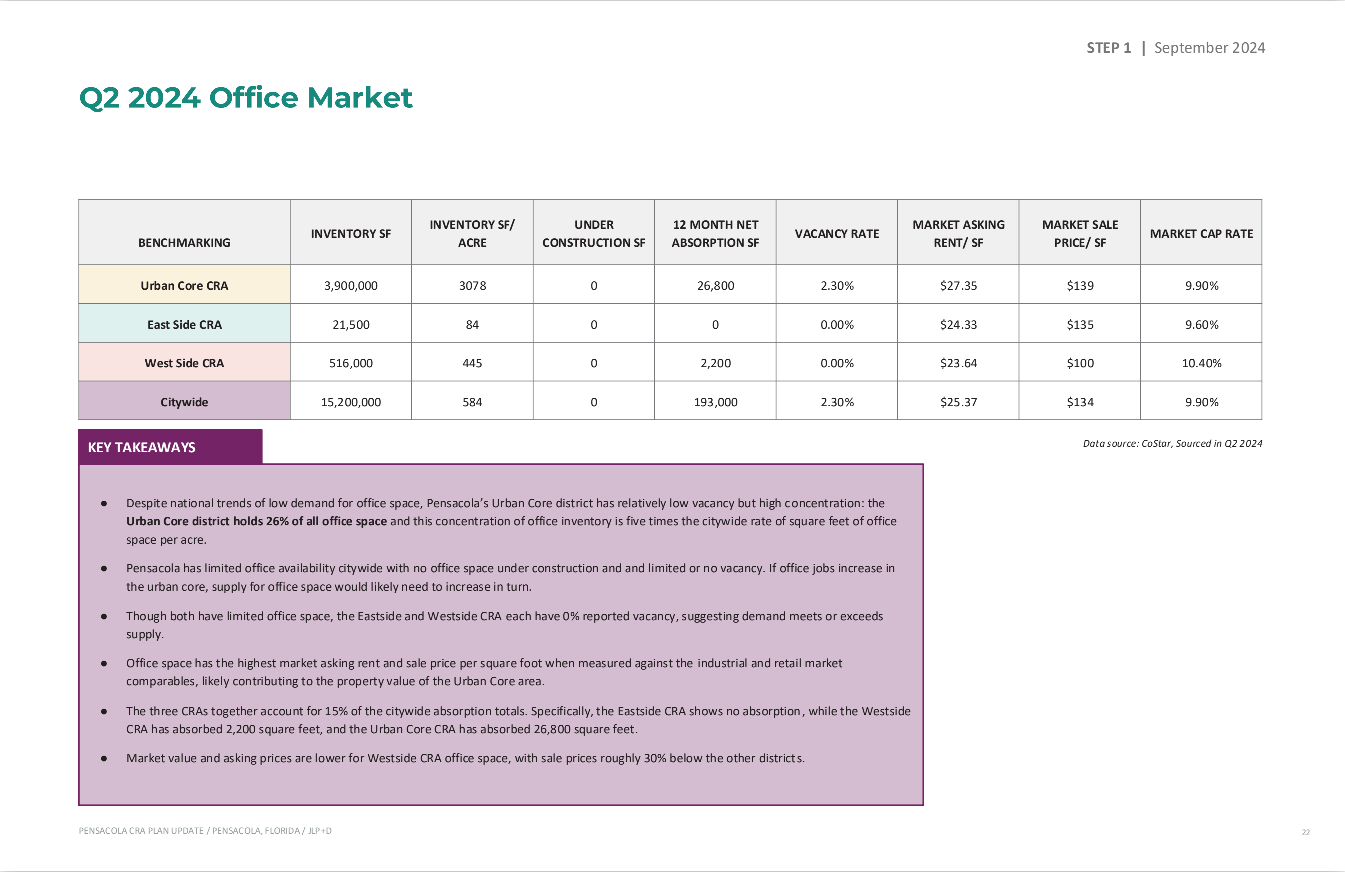
- There is limited multi-family housing in Pensacola, which is defined as structures with more than 4 housing units. The metrics in the table above **represent less than 15% of all housing units**. Citywide, 1-unit structures (single-family homes) represents 68% of all housing units.
- Some development stagnation is visible within the Eastside CRA, characterized by a lack of new construction or absorption and a vacancy rate of 7.60%, higher than the Q1 2024 national rental residential vacancy of 6.6%[1]. Additionally, the Eastside district has the lowest property values among CRAs, with units sales averaging $134,000 each, indicating a less dynamic market.
- The Westside CRA's multi-family housing sector shows a lowest vacancy rate of 5.6%, yet its real estate performs below par compared to other market areas in terms of sale price and rent. Moreover, it stands as the sole geography with a negative 12-month absorption rate.
- The three CRAs rent out more places than the rest of Pensacola combined. Although they only make up 6% of all the rental properties in the city, they're responsible for 19% of the places where people have moved in the last year.
- The Urban Core surpasses Pensacola in market rent and sale price per unit, boasting almost half the vacancy rate of the citywide average at 7.7%.

COMPARING CAP RATES: *Many analysts consider a "good" cap rate to be around 5% to 10%, while a 4% cap rate indicates lower risk but a longer timeline to recoup an investment.*

Market Context



Data collected from CoStar in Q2 2024



Q2 2024 Office Market

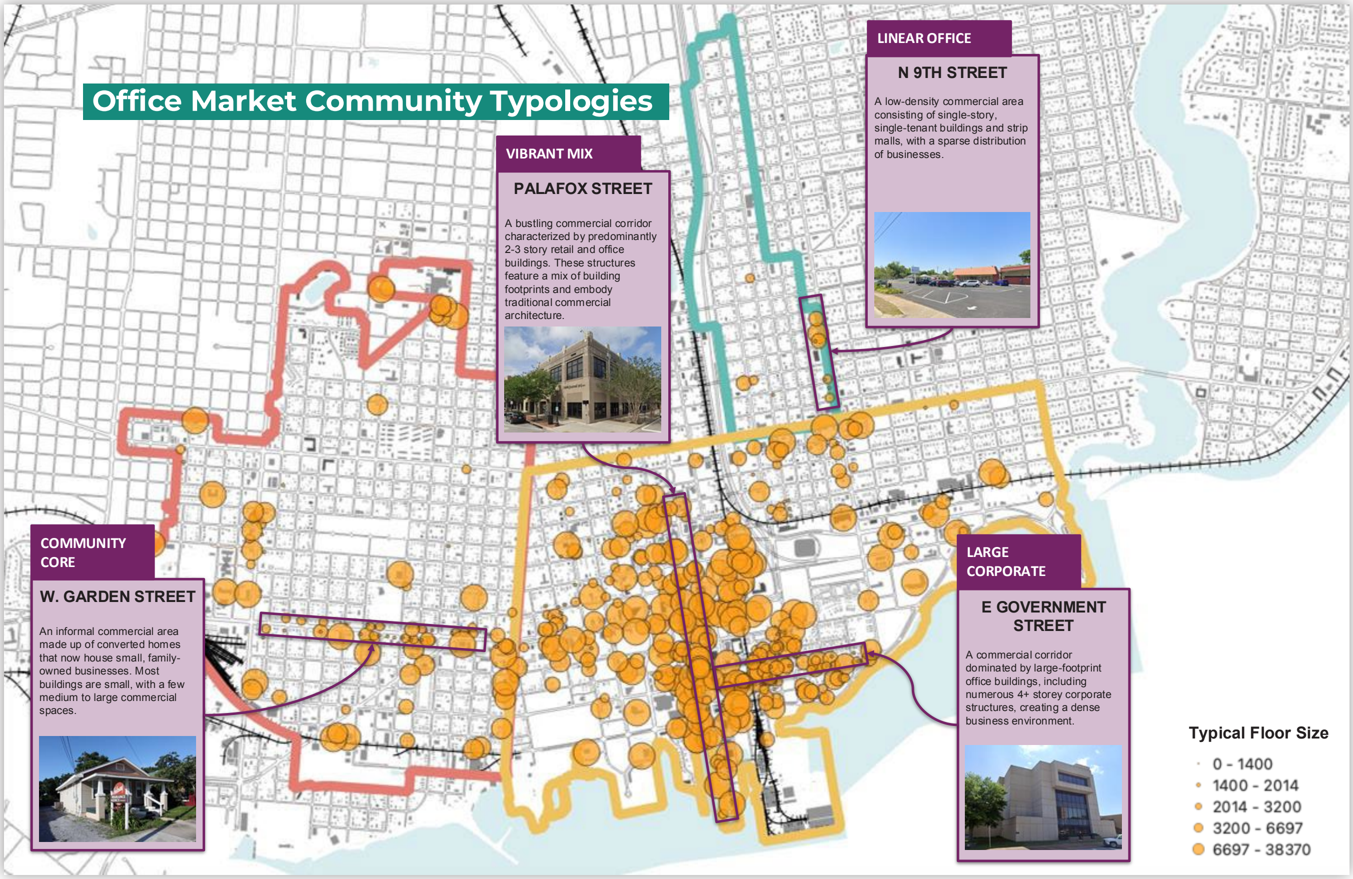
BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	3,900,000	3078	0	26,800	2.30%	$27.35	$139	9.90%
East Side CRA	21,500	84	0	0	0.00%	$24.33	$135	9.60%
West Side CRA	516,000	445	0	2,200	0.00%	$23.64	$100	10.40%
Citywide	15,200,000	584	0	193,000	2.30%	$25.37	$134	9.90%

Data source: CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- Despite national trends of low demand for office space, Pensacola's Urban Core district has relatively low vacancy but high concentration: the **Urban Core district holds 26% of all office space** and this concentration of office inventory is five times the citywide rate of square feet of office space per acre.
- Pensacola has limited office availability citywide with no office space under construction and and limited or no vacancy. If office jobs increase in the urban core, supply for office space would likely need to increase in turn.
- Though both have limited office space, the Eastside and Westside CRA each have 0% reported vacancy, suggesting demand meets or exceeds supply.
- Office space has the highest market asking rent and sale price per square foot when measured against the industrial and retail market comparables, likely contributing to the property value of the Urban Core area.
- The three CRAs together account for 15% of the citywide absorption totals. Specifically, the Eastside CRA shows no absorption, while the Westside CRA has absorbed 2,200 square feet, and the Urban Core CRA has absorbed 26,800 square feet.
- Market value and asking prices are lower for Westside CRA office space, with sale prices roughly 30% below the other districts.

Office Market Community Typologies



LINEAR OFFICE

N 9TH STREET

A low-density commercial area consisting of single-story, single-tenant buildings and strip malls, with a sparse distribution of businesses.

VIBRANT MIX

PALAFOX STREET

A bustling commercial corridor characterized by predominantly 2-3 story retail and office buildings. These structures feature a mix of building footprints and embody traditional commercial architecture.

COMMUNITY CORE

W. GARDEN STREET

An informal commercial area made up of converted homes that now house small, family-owned businesses. Most buildings are small, with a few medium to large commercial spaces.

LARGE CORPORATE

E GOVERNMENT STREET

A commercial corridor dominated by large-footprint office buildings, including numerous 4+ storey corporate structures, creating a dense business environment.

Q2 2024 Industrial Market

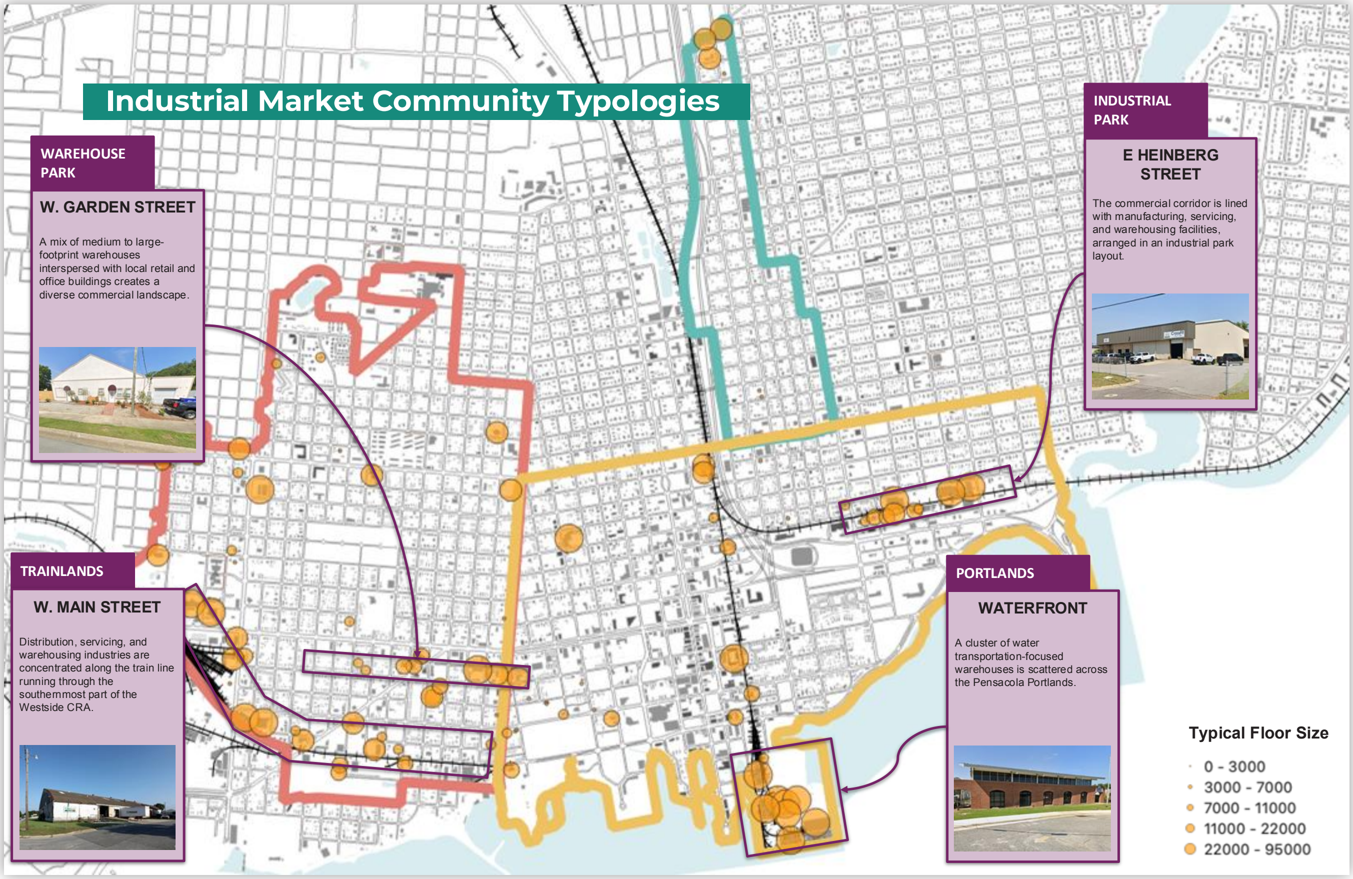
BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	904,000	713	0	251,000	0.00%	$7.19	$73	8.70%
East Side CRA	48,900	191	0	0	0.00%	$8.55	$48	9.60%
West Side CRA	556,000	480	0	-3,500	0.60%	$8.58	$55	9.20%
Citywide	14,900,000	572	0	160,000	2.50%	$8.95	$69	8.80%

Data source: CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- The industrial properties in Pensacola range from 3,486 to 26,886 square feet, encompassing uses such as offices, warehouses, and flex spaces, with lot sizes varying from 0.28 to 1.64 acres (LoopNet Property Search, May 2024).
- All three CRA districts outperform the City of Pensacola in industrial real estate vacancy; all three have less than a 1% vacancy rate.
- There is no current industrial real estate under construction in any of the studied geographies
- The Westside CRA industrial real estate market appears to be stagnant with negative 3,500 net absorption square footage and a vacancy rate under 1%.
- The Eastside and Westside CRAs have higher market asking rents per square foot than the Urban Core CRA, although their market sale prices are lower compared to the Urban Core.

Industrial Market Community Typologies



WAREHOUSE PARK

W. GARDEN STREET

A mix of medium to large-footprint warehouses interspersed with local retail and office buildings creates a diverse commercial landscape.

INDUSTRIAL PARK

E HEINBERG STREET

The commercial corridor is lined with manufacturing, servicing, and warehousing facilities, arranged in an industrial park layout.

TRAINLANDS

W. MAIN STREET

Distribution, servicing, and warehousing industries are concentrated along the train line running through the southernmost part of the Westside CRA.

PORTLANDS

WATERFRONT

A cluster of water transportation-focused warehouses is scattered across the Pensacola Portlands.

Typical Floor Size

- ● 0 - 3000
- ● 3000 - 7000
- ● 7000 - 11000
- ● 11000 - 22000
- ● 22000 - 95000

Q2 2024 Retail Market

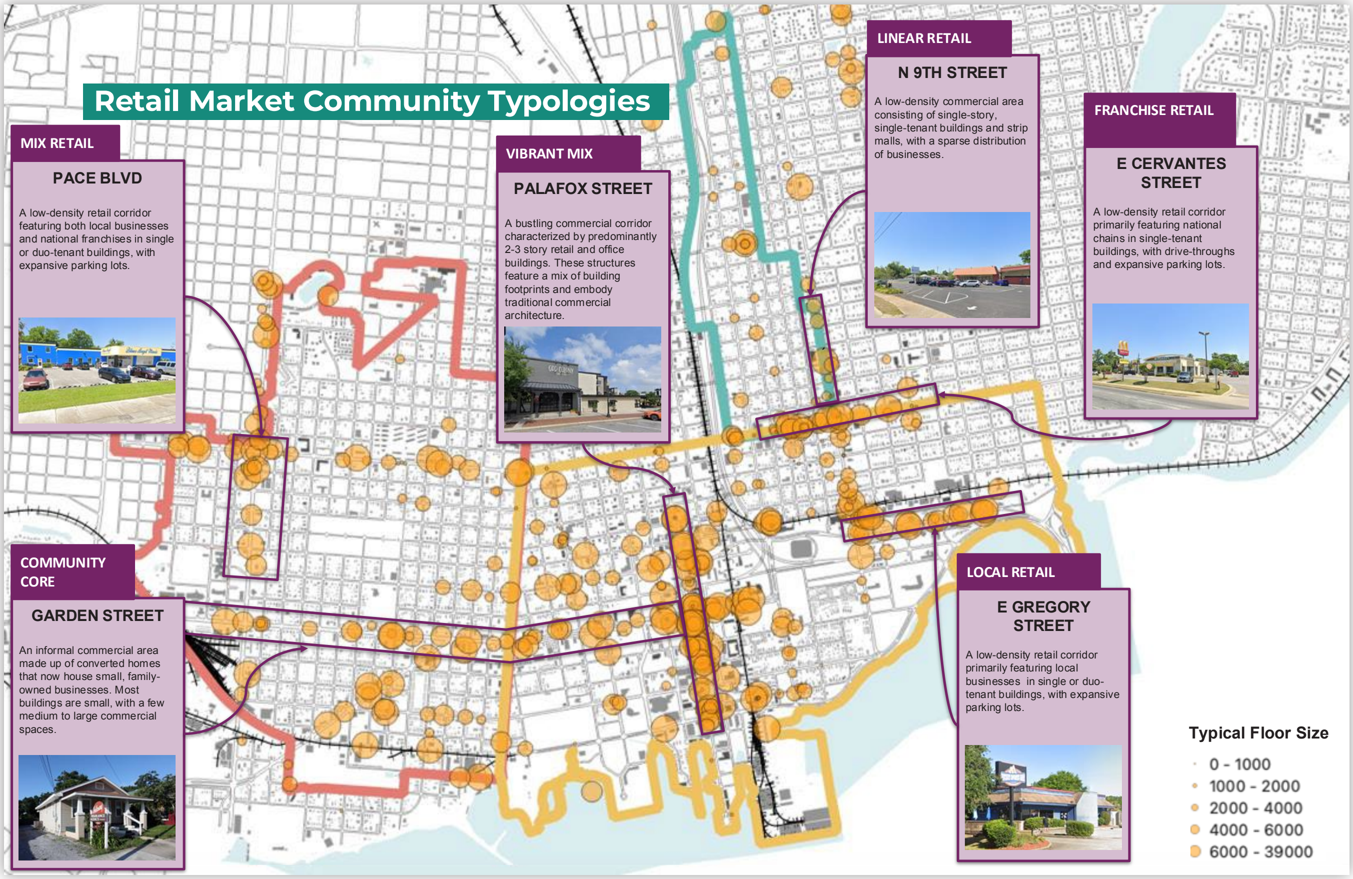
BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	1,400,000	1105	0	3,300	3.70%	$19.24	$199	6.90%
East Side CRA	129,000	504	0	0	0.00%	$15.50	$162	7.40%
West Side CRA	566,000	489	0	-2,900	2.30%	$12.49	$132	7.20%
Citywide	22,400,000	860	66,300	166,000	2.60%	$16.90	$154	7.30%

Data source: CoStar, Sourced in Q2 2024

KEY TAKEAWAYS

- The retail market has the highest volume of commercial real estate inventory square footage, when compared to the industrial and office real estate markets in Pensacola
- However, disposable income is relatively limited for residents of the CRA districts, reducing the viability of significant new retail.
- Despite comprising 9.4% of citywide retail inventory, CRAs only absorbed 2% of square footage in the past year, with no ongoing construction.
- Economic development professionals in the city highlight a shortage of retail options at higher price points, such as luxury brands, yet the urban Core district has higher vacancy than Citywide.
- While the East and Westside both outperform the Citywide vacancy rate at 0% and 2.3%, their lower inventory suggests that demand for more retail may be weak.
- The Urban Core has the highest market rent and sale prices per square foot among all CRA districts, exceeding citywide averages, indicating that lowering prices could reduce current vacancy rates.

Retail Market Community Typologies



MIX RETAIL

PACE BLVD

A low-density retail corridor featuring both local businesses and national franchises in single or duo-tenant buildings, with expansive parking lots.

VIBRANT MIX

PALAFOX STREET

A bustling commercial corridor characterized by predominantly 2-3 story retail and office buildings. These structures feature a mix of building footprints and embody traditional commercial architecture.

LINEAR RETAIL

N 9TH STREET

A low-density commercial area consisting of single-story, single-tenant buildings and strip malls, with a sparse distribution of businesses.

FRANCHISE RETAIL

E CERVANTES STREET

A low-density retail corridor primarily featuring national chains in single-tenant buildings, with drive-throughs and expansive parking lots.

COMMUNITY CORE

GARDEN STREET

An informal commercial area made up of converted homes that now house small, family-owned businesses. Most buildings are small, with a few medium to large commercial spaces.

LOCAL RETAIL

E GREGORY STREET

A low-density retail corridor primarily featuring local businesses in single or duo-tenant buildings, with expansive parking lots.

Q2 2024 Hotel Market Analysis

COUNTY BENCHMARKING	INVENTORY ROOMS	UNDER CONSTRUCTION ROOMS	12 MO OCC RATE	12 MO ADR
Urban Core CRA	790	0	66.10%	$146
East Side CRA	-	-	-	-
West Side CRA	26	0	50.70%	$80
Citywide	6,565	649	60.50%	$126

Data source: CoStar, Sourced in Q2 2024

PLANNED + PERMITTED HOSPITALITY PROJECTS

- **Tristan Hotel - Hilton Tapestry Boutique Hotel (East Garden District, LLC):** Construction start - Oct 15, 2024 (No permit app yet though)
- **Hotel Pensacola (SMP Architecture):** Planning (May be discontinued)
- **Tempo by Hilton: Permitting – Demo, Site & Building**
- **Homewood Suites by Hilton (Kerioth):** Permitting
- **Hard Rock Reverb Hotel @ CMP:** Planning
- **Valencia Hotel Group @ CMP:** Pre-Planning

Data source: City of Pensacola

KEY TAKEAWAYS

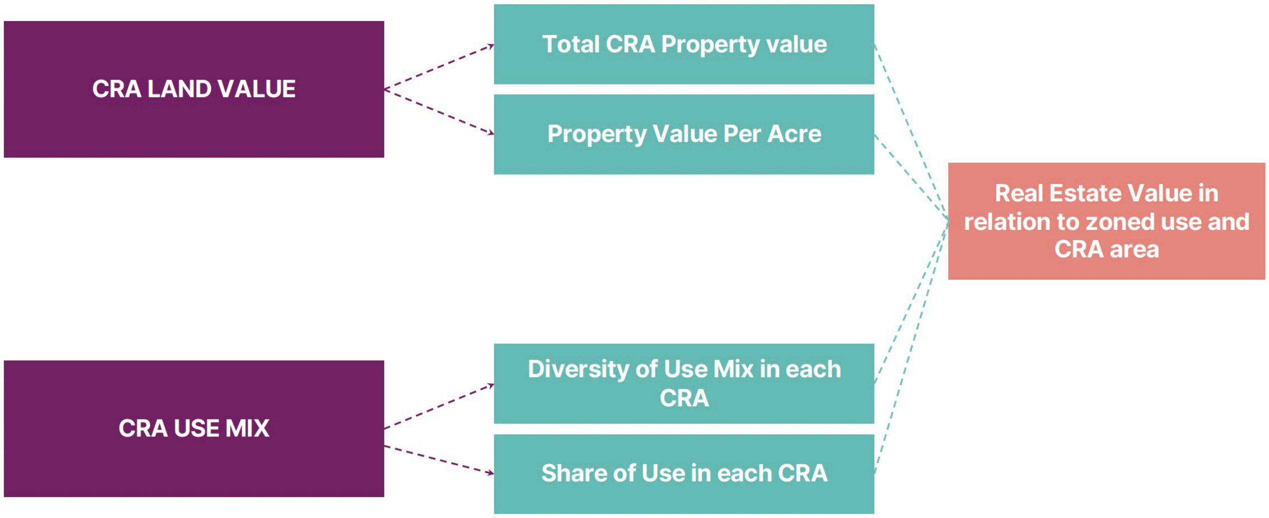
- Most hospitality establishments are concentrated in the Urban Core CRA, likely due to its attractions, amenities, and waterfront access. Currently, no hotel rooms are under construction in any of the three CRAs, possibly due to rising interest rates.
- The hospitality sector shows limited growth, with Citywide occupancy rates declining since Q2 2023. In 2023, Citywide hotel occupancy reached 73%, exceeding the AHLA's Florida projection of 70.5%. However, in 2024, Citywide occupancy dropped to 60.5%, with CRA occupancy below 70%. Industry experts, including Julian Macqueen of Innisfree Hotels, attribute this to rising interest rates, which have led to the cancellation of $250 million in projects on Pensacola Beach.
- The average daily rate (ADR) has remained steady, with 2023 room rates at $140, down from $141 in 2022, and current Citywide ADR at $126. Hoteliers in the area cite consistent ADRs as a sign of strength in the industry.
- Despite middling occupancy rates and no recent construction, planned and proposed projects in the Urban Core suggest growth opportunities for the hospitality industry, though they are not yet reflected in CoStar's real estate assessment.
- Notably, the Urban Core also outperforms the Eastside and Westside CRAs in room inventory, occupancy rates, and revenue per available room, slightly exceeding Citywide averages.

3.0
CRA PERFORMANCE REVIEW

APPENDIX

CRA Analysis

Introduction



CRA LAND VALUE

Total CRA Property value

Property Value Per Acre

CRA USE MIX

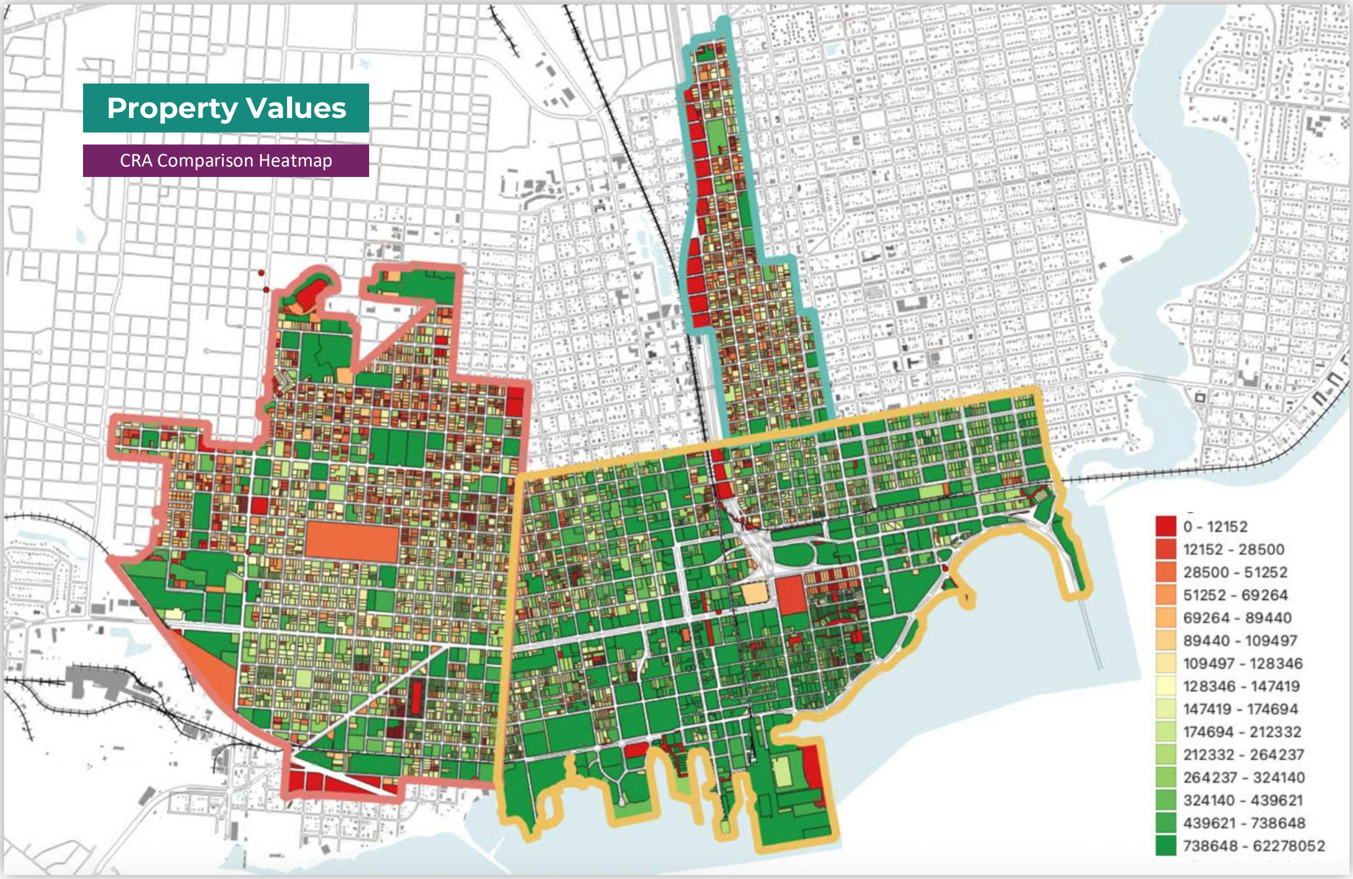
Diversity of Use Mix in each CRA

Share of Use in each CRA

Real Estate Value in relation to zoned use and CRA area

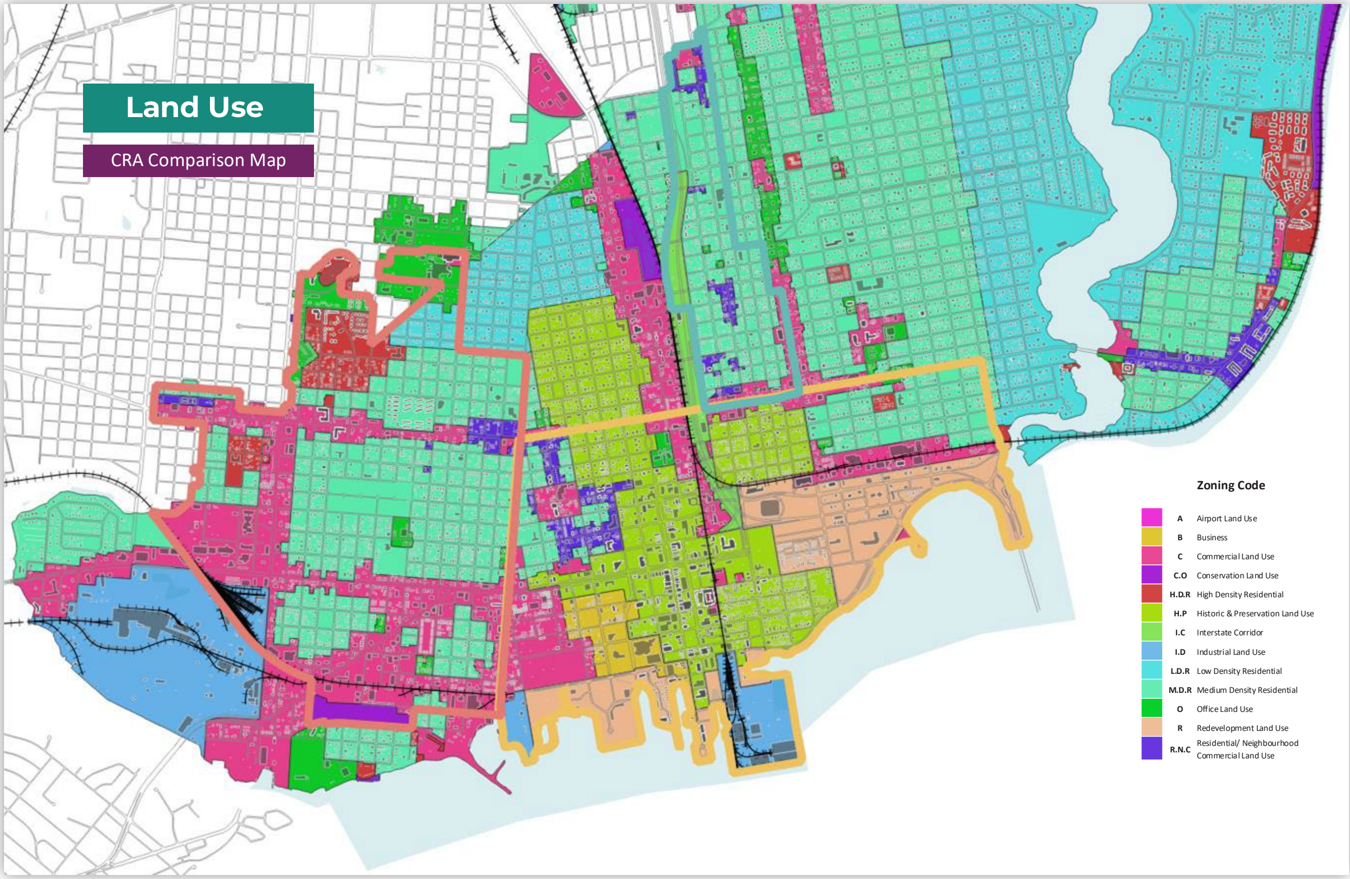
Property Values

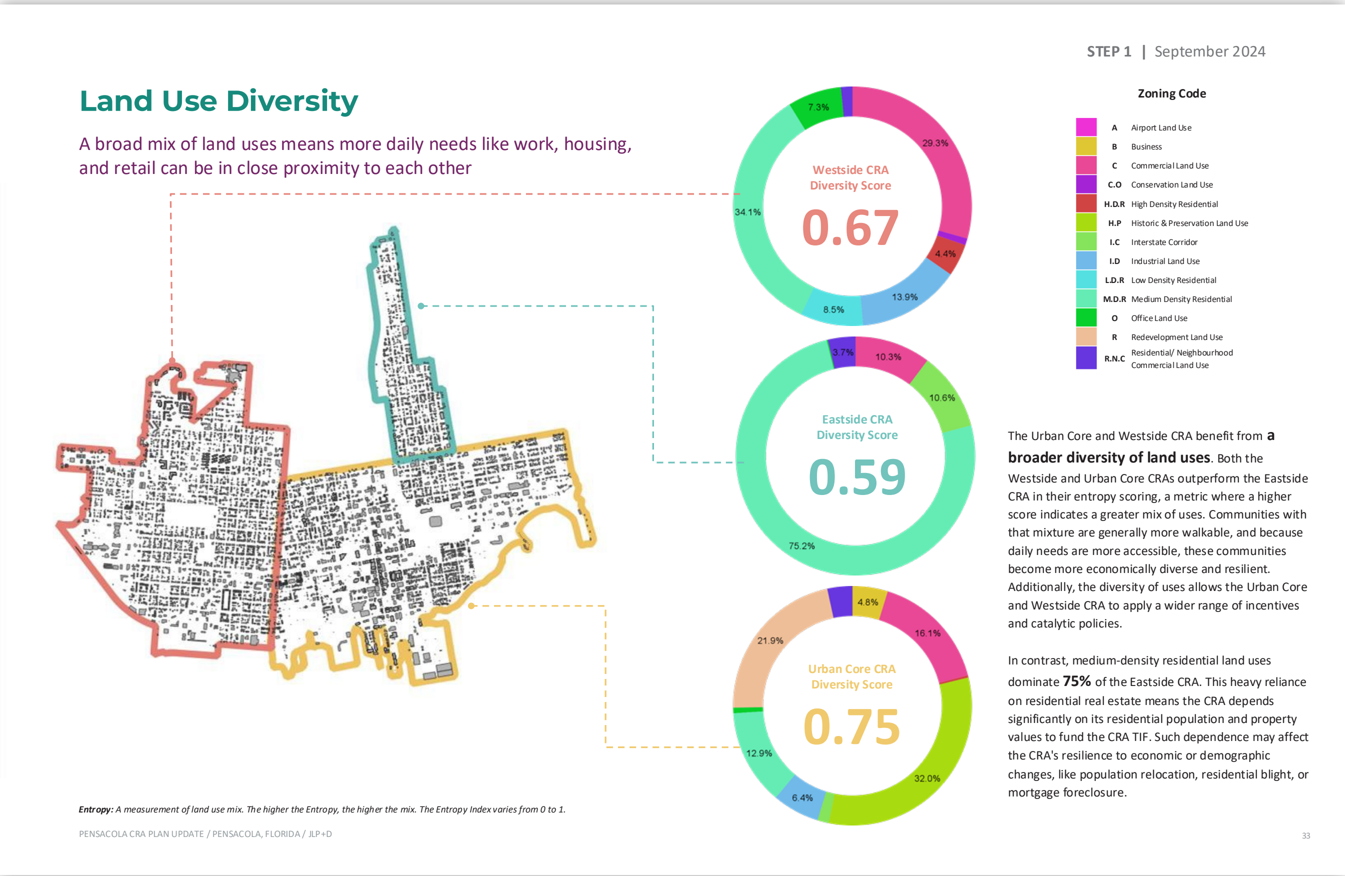
CRA Comparison Heatmap


0 - 12152
12152 - 28500
28500 - 51252
51252 - 69264
69264 - 89440
89440 - 109497
109497 - 128346
128346 - 147419
147419 - 174694
174694 - 212332
212332 - 264237
264237 - 324140
324140 - 439621
439621 - 738648
738648 - 62278052

Land Use

CRA Comparison Map


Zoning Code
A Airport Land Use
B Business
C Commercial Land Use
C.O Conservation Land Use
H.D.R High Density Residential
H.P Historic & Preservation Land Use
I.C Interstate Corridor
I.D Industrial Land Use
L.D.R Low Density Residential
M.D.R Medium Density Residential
O Office Land Use
R Redevelopment Land Use
R.N.C Residential/ Neighbourhood Commercial Land Use



Land Use Diversity

A broad mix of land uses means more daily needs like work, housing, and retail can be in close proximity to each other

7.3%
29.3%
Westside CRA Diversity Score
0.67
34.1%
4.4%
13.9%
8.5%
3.7%
10.3%
10.6%
Eastside CRA Diversity Score
0.59
75.2%
4.8%
16.1%
21.9%
Urban Core CRA Diversity Score
0.75
12.9%
32.0%
6.4%

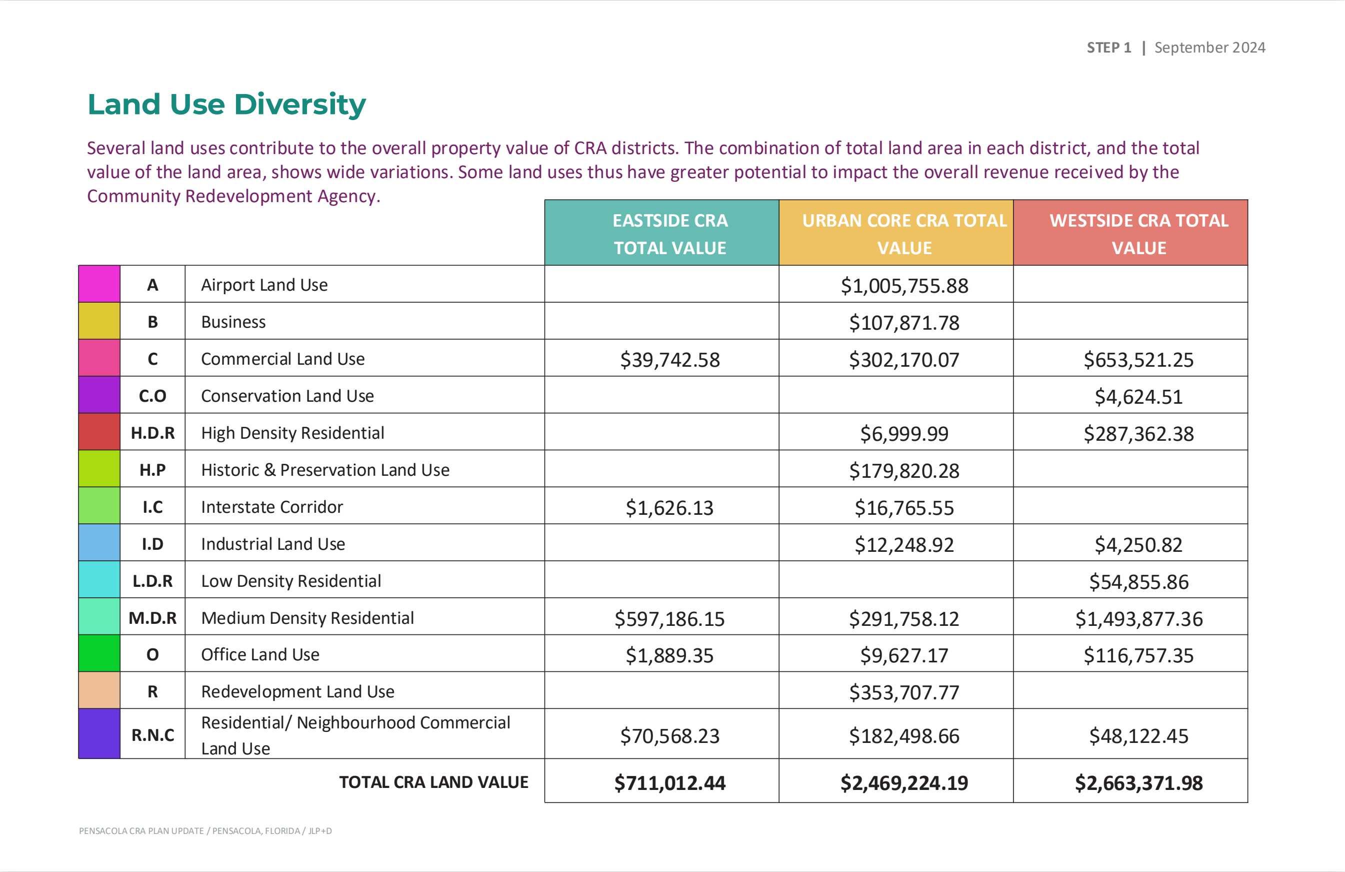
Zoning Code

🟪	**A**	Airport Land Use
🟨	**B**	Business
🟥	**C**	Commercial Land Use
🟪	**C.O**	Conservation Land Use
🟥	**H.D.R**	High Density Residential
🟩	**H.P**	Historic & Preservation Land Use
🟩	**I.C**	Interstate Corridor
🟦	**I.D**	Industrial Land Use
🟦	**L.D.R**	Low Density Residential
🟩	**M.D.R**	Medium Density Residential
🟩	**O**	Office Land Use
🟧	**R**	Redevelopment Land Use
🟪	**R.N.C**	Residential/ Neighbourhood Commercial Land Use

The Urban Core and Westside CRA benefit from **a broader diversity of land uses**. Both the Westside and Urban Core CRAs outperform the Eastside CRA in their entropy scoring, a metric where a higher score indicates a greater mix of uses. Communities with that mixture are generally more walkable, and because daily needs are more accessible, these communities become more economically diverse and resilient. Additionally, the diversity of uses allows the Urban Core and Westside CRA to apply a wider range of incentives and catalytic policies.

In contrast, medium-density residential land uses dominate **75%** of the Eastside CRA. This heavy reliance on residential real estate means the CRA depends significantly on its residential population and property values to fund the CRA TIF. Such dependence may affect the CRA's resilience to economic or demographic changes, like population relocation, residential blight, or mortgage foreclosure.

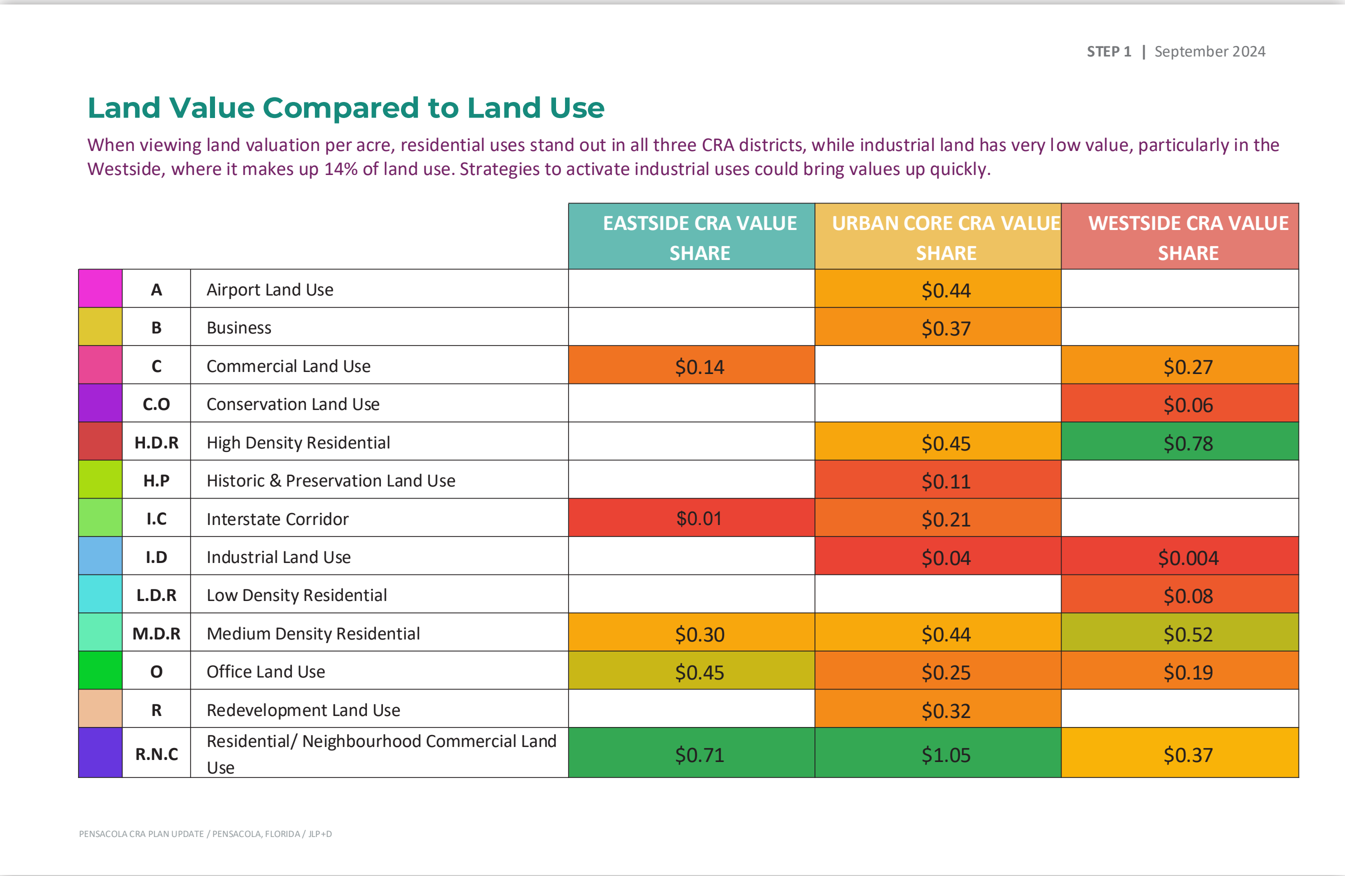
***Entropy:** A measurement of land use mix. The higher the Entropy, the higher the mix. The Entropy Index varies from 0 to 1.*



Land Use Diversity

Several land uses contribute to the overall property value of CRA districts. The combination of total land area in each district, and the total value of the land area, shows wide variations. Some land uses thus have greater potential to impact the overall revenue received by the Community Redevelopment Agency.

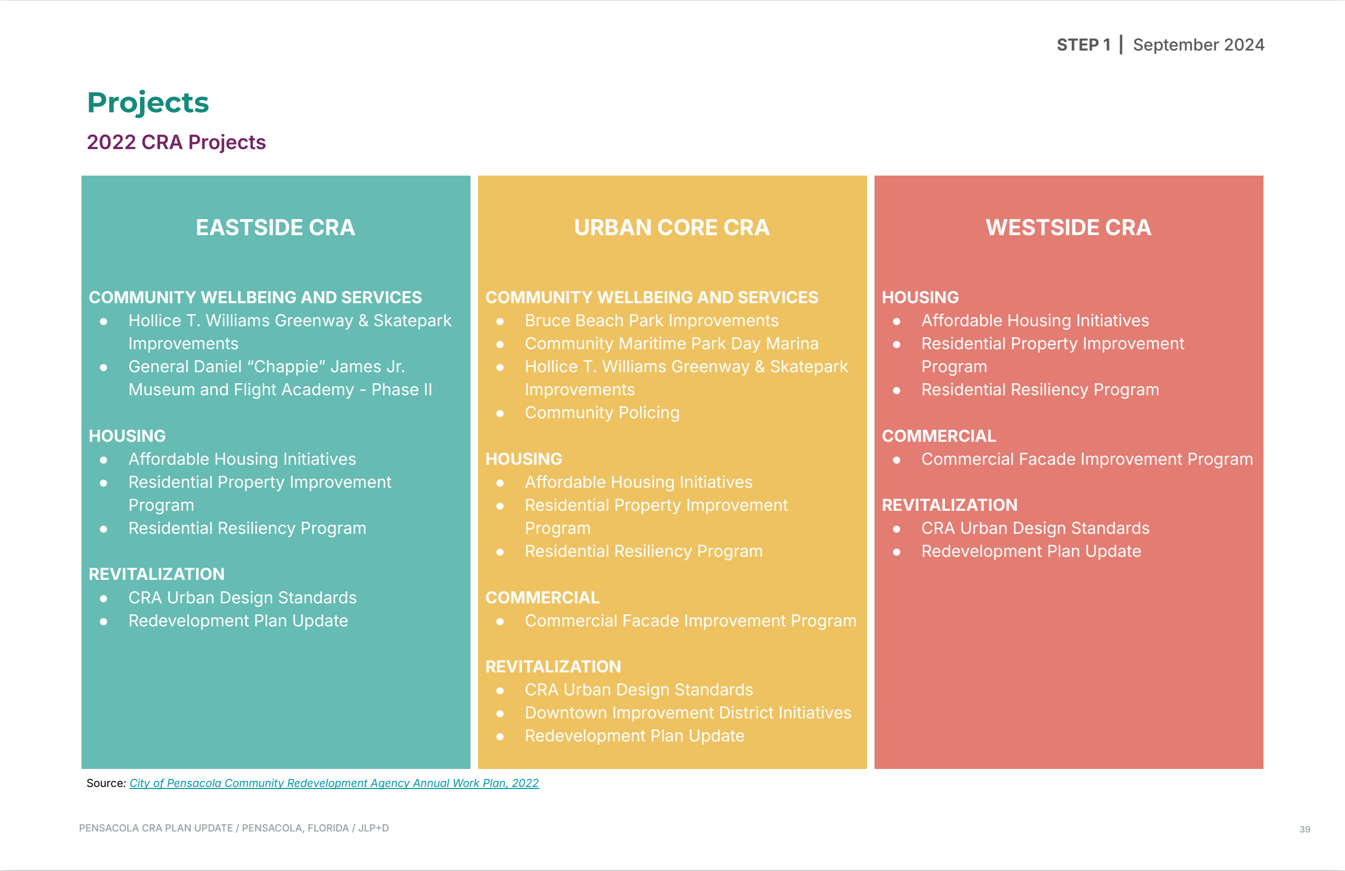
			EASTSIDE CRA TOTAL VALUE	URBAN CORE CRA TOTAL VALUE	WESTSIDE CRA TOTAL VALUE
🟪	**A**	Airport Land Use		$1,005,755.88	
🟨	**B**	Business		$107,871.78	
🟥	**C**	Commercial Land Use	$39,742.58	$302,170.07	$653,521.25
🟪	**C.O**	Conservation Land Use			$4,624.51
🟥	**H.D.R**	High Density Residential		$6,999.99	$287,362.38
🟩	**H.P**	Historic & Preservation Land Use		$179,820.28	
🟩	**I.C**	Interstate Corridor	$1,626.13	$16,765.55	
🟦	**I.D**	Industrial Land Use		$12,248.92	$4,250.82
🟦	**L.D.R**	Low Density Residential			$54,855.86
🟩	**M.D.R**	Medium Density Residential	$597,186.15	$291,758.12	$1,493,877.36
🟩	**O**	Office Land Use	$1,889.35	$9,627.17	$116,757.35
🟧	**R**	Redevelopment Land Use		$353,707.77	
🟪	**R.N.C**	Residential/ Neighbourhood Commercial Land Use	$70,568.23	$182,498.66	$48,122.45
		TOTAL CRA LAND VALUE	**$711,012.44**	**$2,469,224.19**	**$2,663,371.98**



Land Value Compared to Land Use

When viewing land valuation per acre, residential uses stand out in all three CRA districts, while industrial land has very low value, particularly in the Westside, where it makes up 14% of land use. Strategies to activate industrial uses could bring values up quickly.

			EASTSIDE CRA VALUE SHARE	URBAN CORE CRA VALUE SHARE	WESTSIDE CRA VALUE SHARE
🟪	**A**	Airport Land Use		$0.44	
🟨	**B**	Business		$0.37	
🟥	**C**	Commercial Land Use	$0.14		$0.27
🟪	**C.O**	Conservation Land Use			$0.06
🟥	**H.D.R**	High Density Residential		$0.45	$0.78
🟩	**H.P**	Historic & Preservation Land Use		$0.11	
🟩	**I.C**	Interstate Corridor	$0.01	$0.21	
🟦	**I.D**	Industrial Land Use		$0.04	$0.004
🟦	**L.D.R**	Low Density Residential			$0.08
🟩	**M.D.R**	Medium Density Residential	$0.30	$0.44	$0.52
🟩	**O**	Office Land Use	$0.45	$0.25	$0.19
🟧	**R**	Redevelopment Land Use		$0.32	
🟪	**R.N.C**	Residential/ Neighbourhood Commercial Land Use	$0.71	$1.05	$0.37



Projects

2022 CRA Projects

EASTSIDE CRA

COMMUNITY WELLBEING AND SERVICES
- Hollice T. Williams Greenway & Skatepark Improvements
- General Daniel "Chappie" James Jr. Museum and Flight Academy - Phase II

HOUSING
- Affordable Housing Initiatives
- Residential Property Improvement Program
- Residential Resiliency Program

REVITALIZATION
- CRA Urban Design Standards
- Redevelopment Plan Update

URBAN CORE CRA

COMMUNITY WELLBEING AND SERVICES
- Bruce Beach Park Improvements
- Community Maritime Park Day Marina
- Hollice T. Williams Greenway & Skatepark Improvements
- Community Policing

HOUSING
- Affordable Housing Initiatives
- Residential Property Improvement Program
- Residential Resiliency Program

COMMERCIAL
- Commercial Facade Improvement Program

REVITALIZATION
- CRA Urban Design Standards
- Downtown Improvement District Initiatives
- Redevelopment Plan Update

WESTSIDE CRA

HOUSING
- Affordable Housing Initiatives
- Residential Property Improvement Program
- Residential Resiliency Program

COMMERCIAL
- Commercial Facade Improvement Program

REVITALIZATION
- CRA Urban Design Standards
- Redevelopment Plan Update

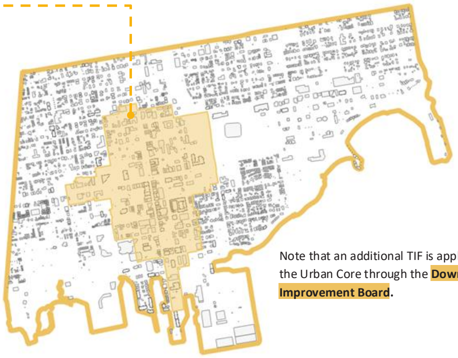
Source: *City of Pensacola Community Redevelopment Agency Annual Work Plan, 2022*

Millage Rates

Annual Rate

A County and City millage rate is applied to properties located within each CRA. The millage rate, also known as the mill rate, is a tax rate used to calculate local property taxes. It represents the amount of tax payable per $1,000 of a property's assessed value. For example, a millage rate of 10 means $10 in tax for every $1,000 of property value.

	County	City	Urban Core Downtown Improvement Board
2010	6.9755	4.5395	2.0
2011	6.9755	4.2895	2.0
2012	6.9755	4.2895	2.0
2013	6.6165	4.2895	2.0
2014	6.6165	4.2895	2.0
2015	6.6165	4.2895	2.0
2016	6.6165	4.2895	2.0
2017	6.6165	4.2895	2.0
2018	6.6165	4.2895	2.0
2019	6.6165	4.2895	2.0
2020	6.6165	4.2895	2.0

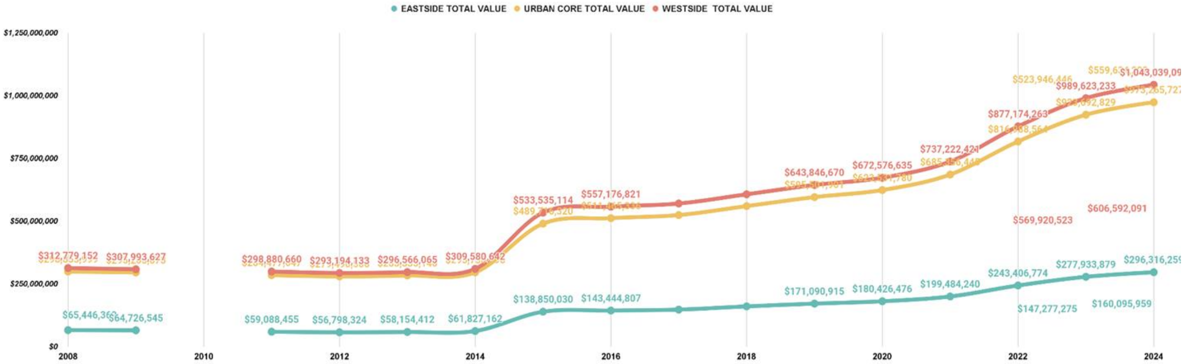


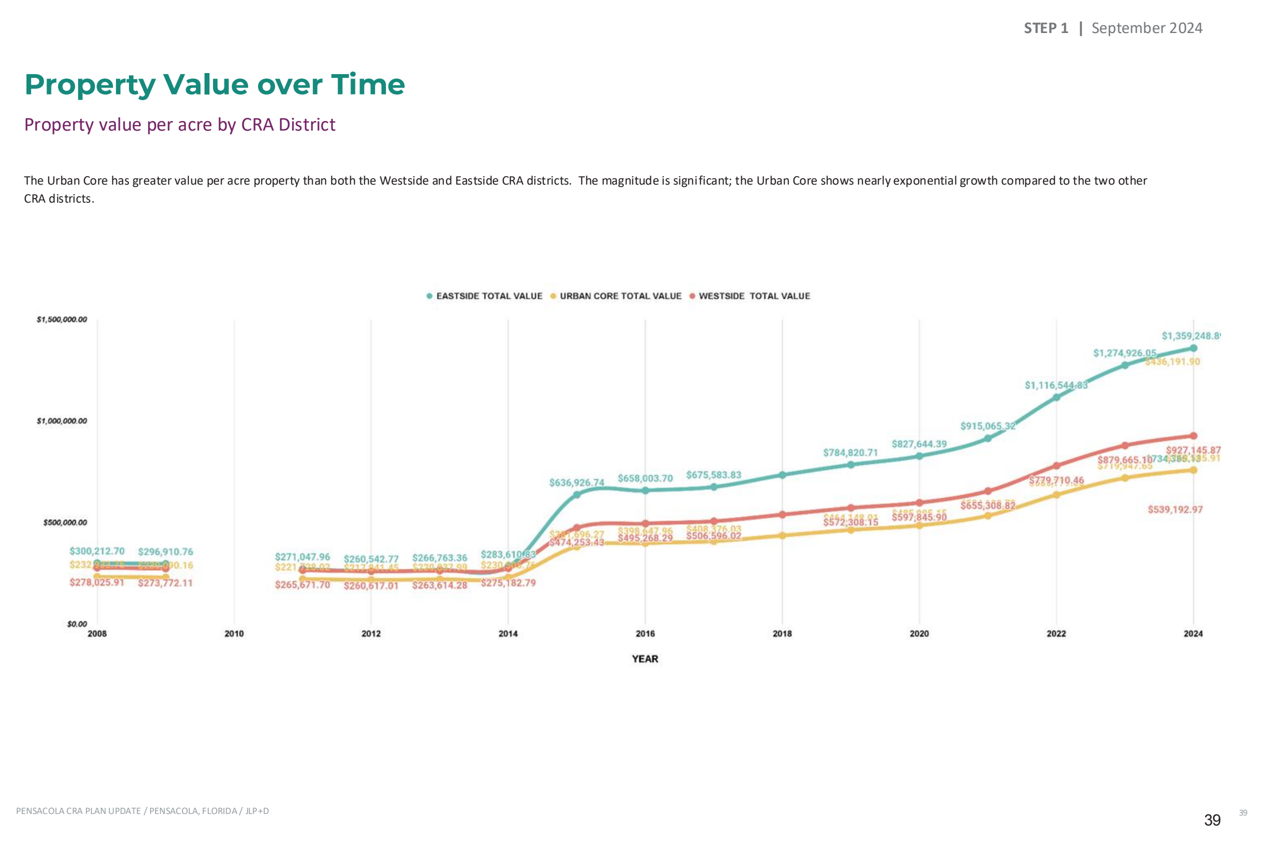
Note that an additional TIF is applied to the Urban Core through the **Downtown Improvement Board**.

Property Value over Time

by CRA District

The Urban Core and Westside CRA are both higher than the Eastside CRA in total property value. All three CRA districts are demonstrating year-over-year growth with the Urban Core showing the greatest growth, followed by the Westside CRA, then the Eastside CRA.

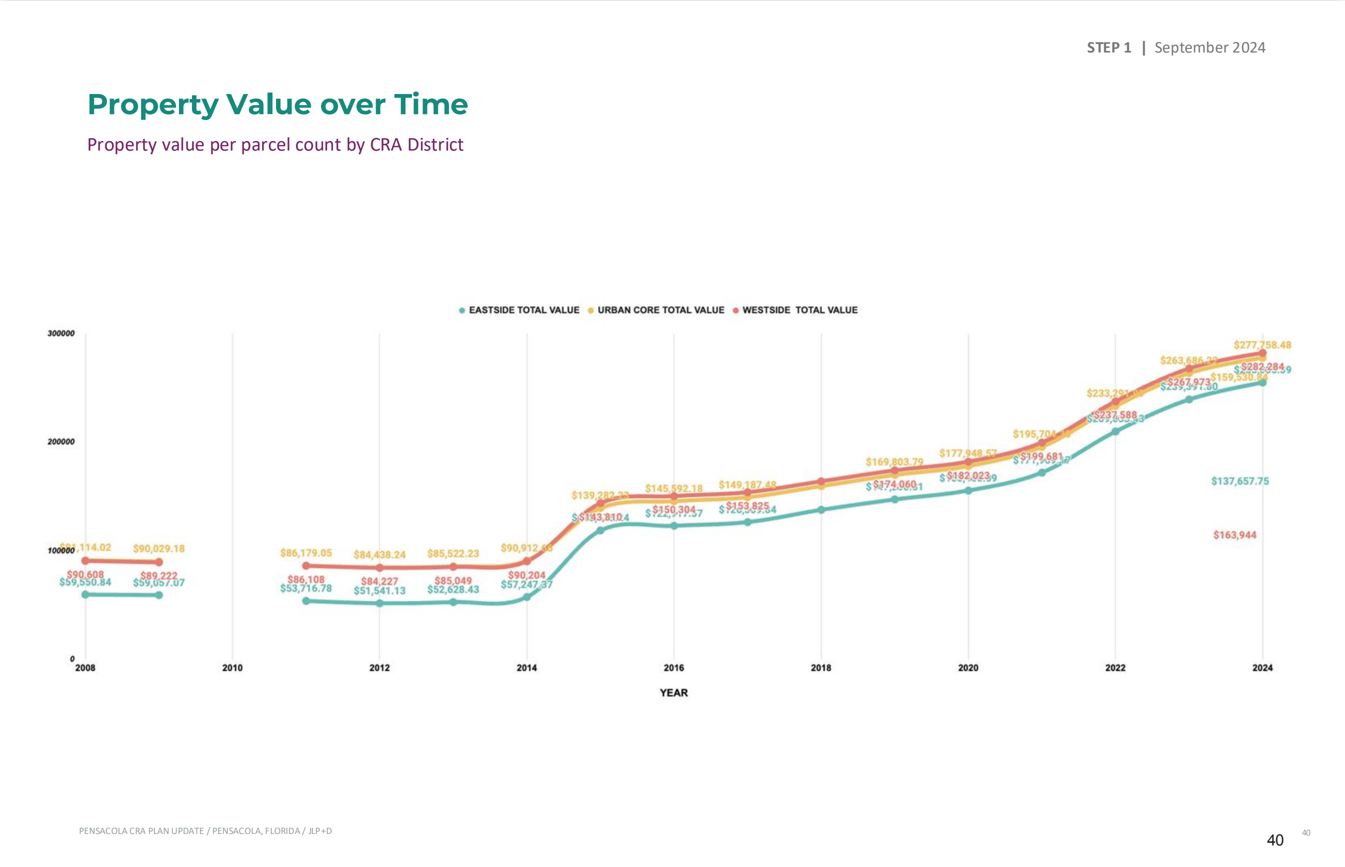




Property Value over Time

Property value per acre by CRA District

The Urban Core has greater value per acre property than both the Westside and Eastside CRA districts. The magnitude is significant; the Urban Core shows nearly exponential growth compared to the two other CRA districts.



Property Value over Time

Property value per parcel count by CRA District

TIF Revenue Annually

Total TIF Payments

The TIF revenue reveals historical is derived from the Urban Core CRA while the Westside CRA collected no revenue from 2010 - 2013. All three CRAs have seen an overall increase in revenue between 2010 and 2020.

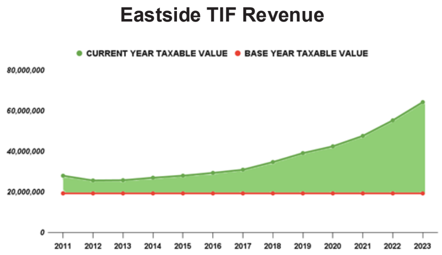
	Eastside CRA	Urban Core	Westside CRA
2010	$40,356	$1,535,329	$0
2011	$35,380 ↓	$1,441,891 ↓	$0
2012	$25,872 ↓	$1,381,489 ↓	$0
2013	$26,356 ↑	$1,424,671 ↑	$0
2014	$31,356 ↑	$1,529,281 ↑	$26,537 ↑
2015	$35,474 ↑	$1,662,929 ↑	$36,293 ↑
2016	$41,066 ↑	$1,807,608 ↑	$76,658 ↑
2017	$47,393 ↑	$1,983,688 ↑	$120,764 ↑
2018	$62,630 ↑	$2,221,033 ↑	$169,983 ↑
2019	$81,808 ↑	$2,539,504 ↑	$250,353 ↑
2020	$92,207 ↑	$2,785,600 ↑	$319,997 ↑

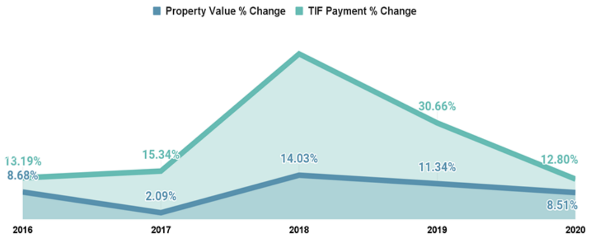
Continual decrease in total TIF payments across all three CRAs, due to nationwide economic decline

TIF Revenue

Eastside CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
EASTSIDE CRA | Total Acres: 218											
Total Payment	$40,356	$35,380	$25,872	$26,356	$31,356	$35,474	$41,066	$47,393	$62,630	$81,808	$92,207
Payment Per Acre	$185	$162	$119	$144	$121	$144	$163	$188	$287	$375	$423
Total Property Value	N/a	N/a	N/a	N/a	N/a	$56,994,857	$61,941,871	$63,235,471	$72,104,387	$80,277,360	$87,111,463
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	$261,444	$284,137	$290,071	$330,754	$368,245	$399,594



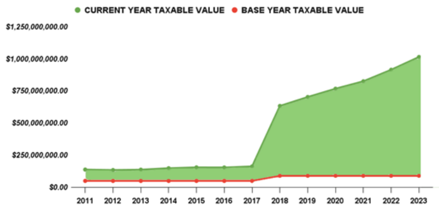


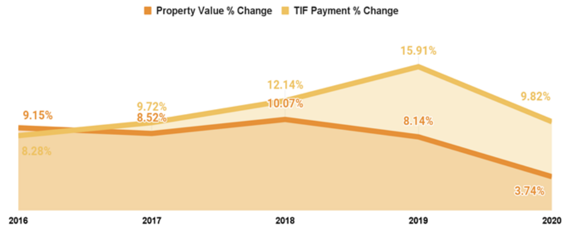
TIF Revenue

Urban Core CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
URBAN CORE CRA | Total Acres: 1,283											
Total Payment	$4,063,003	$3,953,997	$3,788,221	$3,787,966	$4,075,806	$4,427,771	$4,794,187	$5,260,081	$5,898,476	$6,837,207	$7,508,831
Payment Per Acre	$3,167	$3,082	$2,953	$2,952	$3,177	$3,451	$3,737	$4,100	$4,597	$5,329	$5,853
Total Property Value	N/a	N/a	N/a	N/a	N/a	$575,840,293	$628,528,322	$682,092,327	$750,758,186	$811,833,232	$842,213,147
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	$448,823	$489,890	$531,639	$585,158	$632,762	$656,440

City CRA TIF Revenue

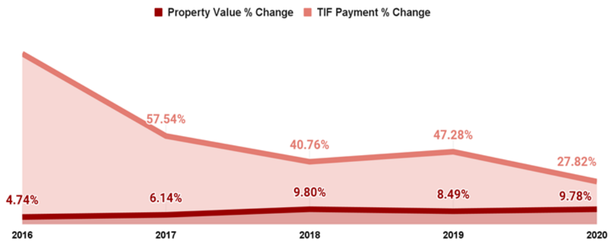




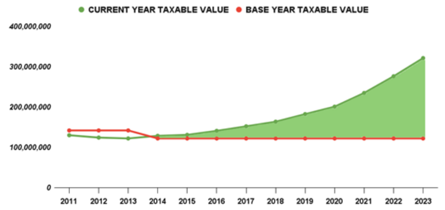
TIF Revenue

Westside CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
WESTSIDE CRA | Total Acres: 1,125											
Total Payment	-$43,892.21	-$48,505.55	-$72,262.97	-$80,972.30	$26,536.55	$36,292.99	$76,657.94	$120,764.46	$169,983.01	$250,352.67	$319,997.41
Payment Per Acre	-$39.02	-$43.12	-$64.23	-$71.98	$23.59	$32.26	$68.14	$107.35	$151.10	$222.54	$284.44
Total Property Value	N/a	N/a	N/a	N/a	N/a	$274,452,545	$287,469,547	$305,115,998	$335,014,607	$363,456,488	$399,017,359
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	$243,958	$255,528	$271,214	$297,791	$323,072	$354,682



Westside TIF Revenue



Outstanding Questions

Identifying Potential Causality

APPRAISAL PROCESS

Could potential changes in appraisal policy play a role in increasing TIF revenue?

MARKET CONDITIONS

Could a change in real estate typology or volume be impacting the annual CRA revenue?

MAJOR ECONOMIC SHIFTS

Could demographic, industry, or workforce changes be impacting the TIF revenue?

4.0

GENTRIFICATION + DISPLACEMENT

Definitions

Gentrification

The process of change in an neighborhood or community that is seen by increased prices for basic needs, increased economic investments, and demographic or cultural shifts, typically resulting in displacement of residents.

- Methodology: Definitions were compared against each other through the lenses of:

Social Change | **Economic Change** | **Cultural Change** | **Physical/Built Change**

Displacement

A force that relocates people from where they are living or running a business. This can be either physical or economic, and it is often experiences as a slow accumulation of pressure or acute actions that change stay-or-go tradeoffs for individuals.

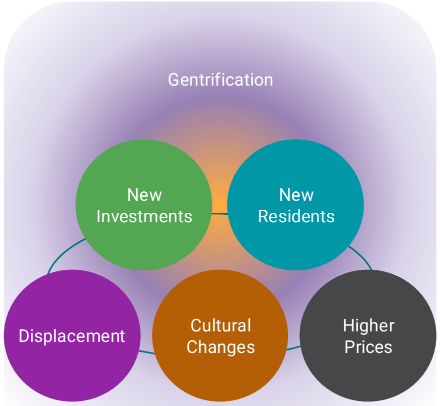
- Methodology: Definitions were compared against each other through the lenses of:

Degraded Housing | **Rising Costs** | **Resident Income** | **Small Business Changes** | **Migration**

Discussion

Displacement vs. Gentrification

- Displacement and Gentrification are related but not the same.
- **Displacement is defined by** the ***movement*** of residents and businesses. It is measurable and consistent. It is often witnessed in gentrifying areas.
- **Gentrification is a process** that often ***creates the set of factors*** that lead residents and businesses to move, and can also cause other changes. It is multi-faceted, and more complex to measure.

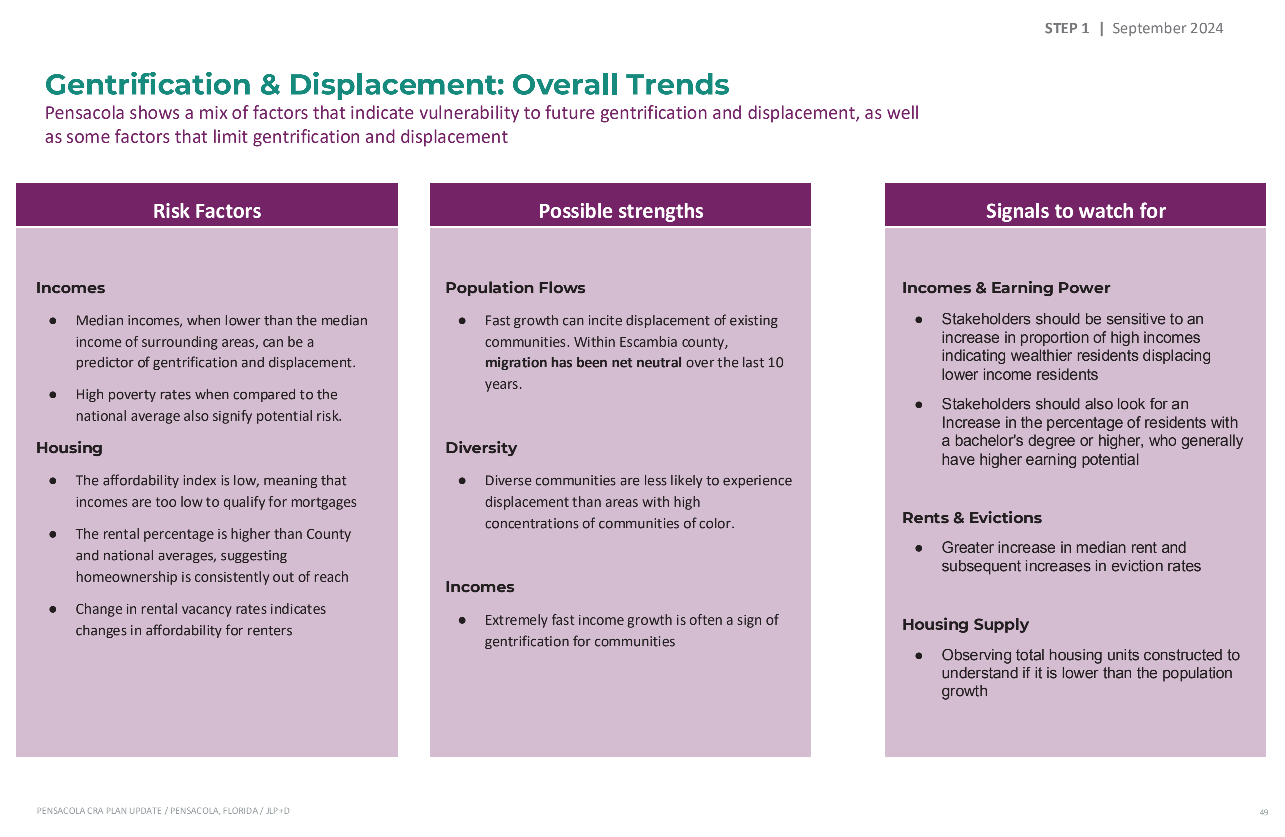


When is it gentrification vs. economic growth?

→ Economic growth is positive for any community, and especially for low-income communities. However, when that growth is not inclusive or accessible to certain groups, it is not equitable.

→ The **negative impacts** of economic growth **are often associated with gentrification**, such as increasing rents reducing affordability for residents

→ **Equitable economic development** aims to ***minimize the negative impacts*** of economic growth



Gentrification & Displacement: Overall Trends

Pensacola shows a mix of factors that indicate vulnerability to future gentrification and displacement, as well as some factors that limit gentrification and displacement

Risk Factors

Incomes

- Median incomes, when lower than the median income of surrounding areas, can be a predictor of gentrification and displacement.
- High poverty rates when compared to the national average also signify potential risk.

Housing

- The affordability index is low, meaning that incomes are too low to qualify for mortgages
- The rental percentage is higher than County and national averages, suggesting homeownership is consistently out of reach
- Change in rental vacancy rates indicates changes in affordability for renters

Possible strengths

Population Flows

- Fast growth can incite displacement of existing communities. Within Escambia county, **migration has been net neutral** over the last 10 years.

Diversity

- Diverse communities are less likely to experience displacement than areas with high concentrations of communities of color.

Incomes

- Extremely fast income growth is often a sign of gentrification for communities

Signals to watch for

Incomes & Earning Power

- Stakeholders should be sensitive to an increase in proportion of high incomes indicating wealthier residents displacing lower income residents
- Stakeholders should also look for an Increase in the percentage of residents with a bachelor's degree or higher, who generally have higher earning potential

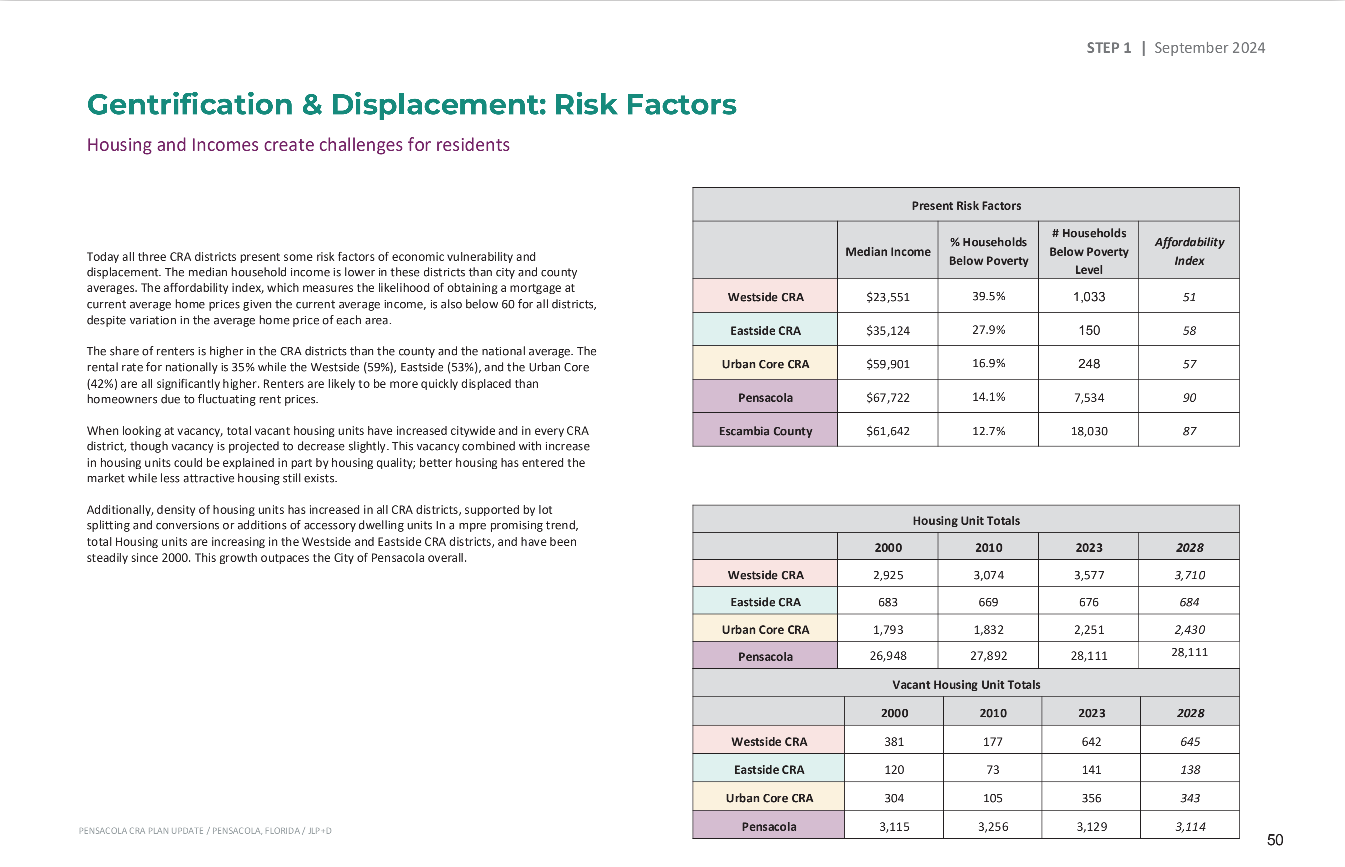
Rents & Evictions

- Greater increase in median rent and subsequent increases in eviction rates

Housing Supply

- Observing total housing units constructed to understand if it is lower than the population growth

APPENDIX



Gentrification & Displacement: Risk Factors

Housing and Incomes create challenges for residents

Today all three CRA districts present some risk factors of economic vulnerability and displacement. The median household income is lower in these districts than city and county averages. The affordability index, which measures the likelihood of obtaining a mortgage at current average home prices given the current average income, is also below 60 for all districts, despite variation in the average home price of each area.

The share of renters is higher in the CRA districts than the county and the national average. The rental rate for nationally is 35% while the Westside (59%), Eastside (53%), and the Urban Core (42%) are all significantly higher. Renters are likely to be more quickly displaced than homeowners due to fluctuating rent prices.

When looking at vacancy, total vacant housing units have increased citywide and in every CRA district, though vacancy is projected to decrease slightly. This vacancy combined with increase in housing units could be explained in part by housing quality; better housing has entered the market while less attractive housing still exists.

Additionally, density of housing units has increased in all CRA districts, supported by lot splitting and conversions or additions of accessory dwelling units In a mpre promising trend, total Housing units are increasing in the Westside and Eastside CRA districts, and have been steadily since 2000. This growth outpaces the City of Pensacola overall.

Present Risk Factors				
	Median Income	**% Households Below Poverty**	**# Households Below Poverty Level**	***Affordability Index***
Westside CRA	$23,551	39.5%	1,033	*51*
Eastside CRA	$35,124	27.9%	150	*58*
Urban Core CRA	$59,901	16.9%	248	*57*
Pensacola	$67,722	14.1%	7,534	*90*
Escambia County	$61,642	12.7%	18,030	*87*

Housing Unit Totals				
	2000	**2010**	**2023**	***2028***
Westside CRA	2,925	3,074	3,577	*3,710*
Eastside CRA	683	669	676	*684*
Urban Core CRA	1,793	1,832	2,251	*2,430*
Pensacola	26,948	27,892	28,111	28,111

Vacant Housing Unit Totals				
	2000	**2010**	**2023**	***2028***
Westside CRA	381	177	642	*645*
Eastside CRA	120	73	141	*138*
Urban Core CRA	304	105	356	*343*
Pensacola	3,115	3,256	3,129	*3,114*

Gentrification & Displacement: Possible Factors

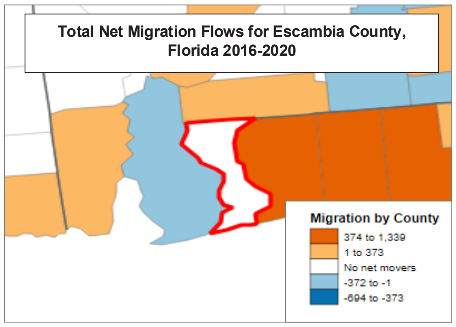
A few factors indicate a complex set of trends for and against active displacement

There are several factors that may not demonstrate direct gentrification and displacement for Pensacolians. First, within Escambia county, migration has been net neutral - while some movement has occurred, the movers out have roughly equalled movers in. There is no visible evidence of rapid population growth contributing to displacement.

next, the CRA districts all have fairly high diversity, which can be a strength against swift displacement for communities of color. That said, the Eastside CRA district has a higher concentration of black households than the other areas, while the urban core CRA has a higher concentration of while residents.

Income growth, though low for many households, has increased at a steady rate, mirroring the national averages for that last 20 years. Sharp increases in income are often caused by higher earners moving to an area and lower income earners leaving.

Additionally, density of housing units has increased in all CRA districts, supported by some new construction and lot splitting and conversions or additions of accessory dwelling units.


Total Net Migration Flows for Escambia County, Florida 2016-2020

	Population By Race 2021 %						
	White	Black	American Indian	Asian	Pacific Islander	Other	Two or More Races
Westside CRA	38.97%	49.16%	0.00%	0.52%	0.22%	1.13%	10.00%
Eastside CRA	25.59%	63.53%	0.00%	0.00%	0.00%	3.92%	6.96%
Urban Core CRA	66.55%	22.75%	0.00%	0.16%	1.89%	1.01%	7.65%

Gentrification & Displacement: Signals to Watch in the Future

Changes to the population and rental prices are indicators of potentially fast shifts

Both gentrification and displacement can shift from risks to reality quickly. Changes to the median rent act as a signal of shifting demand by higher income renters, and the current asking rent of $1,800 for new units across the city should be watched to identify increases. The current range of rental prices clusters around $1,500.

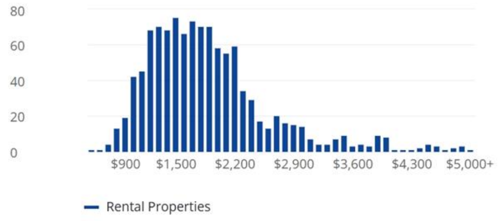
Similarly, changes to high income earners or populations with college degrees (and thus, potentially higher earning power) should be monitored as well. These indicators are already elevated in the Urban Core CRA, but could increase in the Eastside CRA quickly too, given its small population overall.

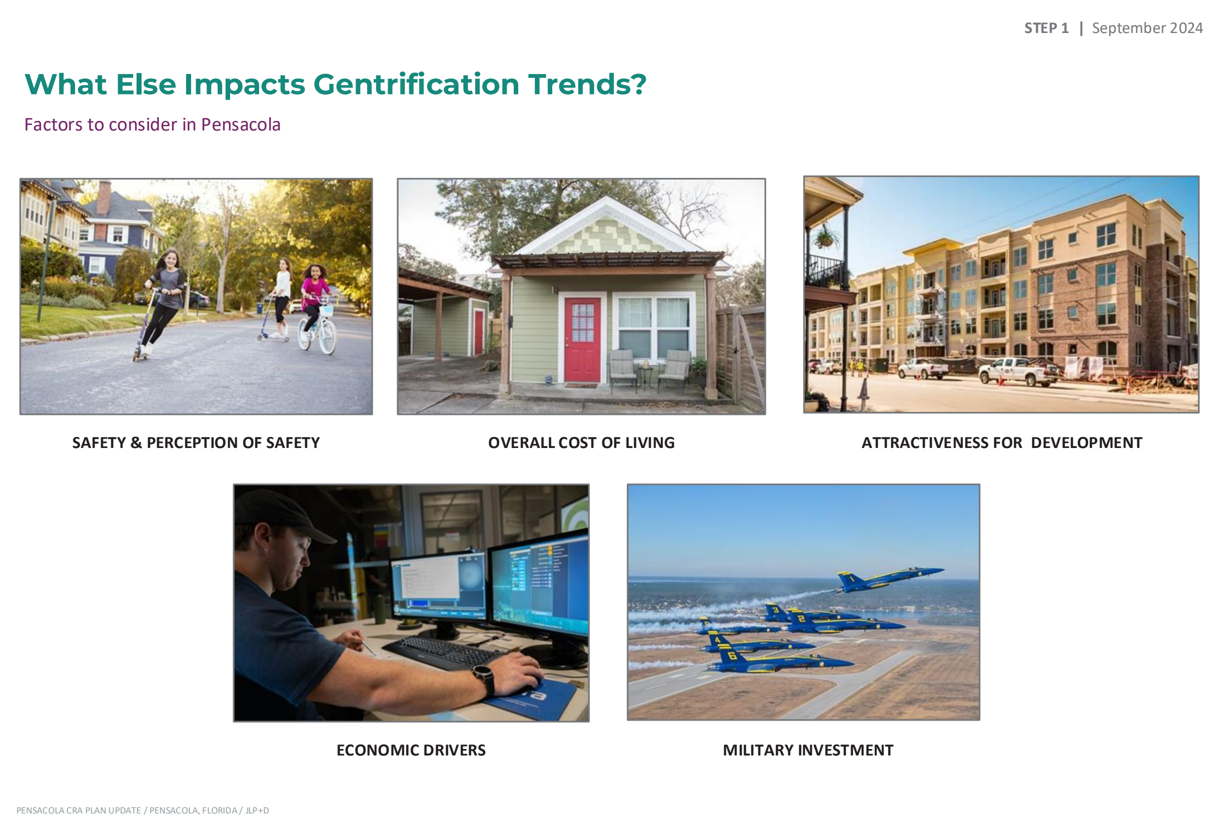
Lastly, the CRA is familiar with planned housing projects, and the total units of housing added to the Pensacola market wll have the least impact if they are not outpaced by population growth. Thus, greater population growth, if it becomes a steady trend is also a sign to monitor changes to the number of housing units in the area.

Potential Indicators of Future Displacement			
	Median Rent	Households Earning > $150k	Households with Bachelor's or Higher
Westside CRA	$869	113 (4.0%)	16.3%
Eastside CRA	-	29 (5.3%)	27.4%
Urban Core CRA	$1.901	338 (21%)	45.5%
Pensacola	$1,150	3,812 (15.7%)	40.5%
Escambia County	$1,394	15,757 (12.5%)	31.8%

Price Range

The price range for all bedrooms and all property types is $600 to $5,500.





STEP 1 | September 2024

What Else Impacts Gentrification Trends?

Factors to consider in Pensacola

SAFETY & PERCEPTION OF SAFETY

OVERALL COST OF LIVING

ATTRACTIVENESS FOR DEVELOPMENT

ECONOMIC DRIVERS

MILITARY INVESTMENT

PENSACOLA CRA PLAN UPDATE / PENSACOLA, FLORIDA / JLP+D

JLP+D

CRA FUNDING RESOURCES

FEDERAL FUNDING

Grant Name	Awarding Entity	Website	Typical Projects Funded	Notes of interest
Rebuilding American Infrastructure with Sustainability and Equity (RAISE)	USDOT	https://www.transportation.gov/RAISEgrants/raise-nofo	Surface transportation projects that have significant local or regional impact; could include projects with a safety component.	https://www.transportation.gov/sites/dot.gov/files/2022-09/RAISE%202022%20Award%20Fact%20Sheets_1.pdf
Infrastructure for Rebuilding America Discretionary Grant Program (INFRA)	USDOT	https://www.transportation.gov/grants/infra-grants-program	Primarily freight related.	For projects that improve safety, generate economic benefits, reduce congestion, enhance resiliency, and hold the greatest promise to eliminate freight bottlenecks and improve critical freight movements.
Reconnecting Communities Pilot Program (RCP)	USDOT	https://www.transportation.gov/grants/reconnecting-communities	Highway removal projects, through disadvantaged communities. Would fund replacement infrastructure and includes safety components.	
Safe Streets and Roads for All (SS4A)	USDOT	https://www.transportation.gov/grants/SS4A	Transportation safety projects.	Projects must be identified in a comprehensive safety action plan to receive implementation funding.
Federal Transit Administration Capital Funds (FTA)	Federal Transit	https://www.transit.dot.gov/funding/grants/urbanized-area-formula-grants-5307	Funds safe access to transit projects	See Bicycles and Transit, Flex Funding for Transit Access, the FTA Final Policy Statement on the Eligibility of Pedestrian and Bicycle Improvements Under Federal Transit Law, and FTA Program & Bicycle Related Funding Opportunities
Areas of Persistent Poverty Program (AoPP)	Federal Transit	https://www.transit.dot.gov/grant-programs/areas-persistent-poverty-program	Funds projects that provide access to transit in disadvantaged communities, including safety improvements.	
Carbon Reduction Program (CRP)	FHWA	https://www.fhwa.dot.gov/environment/sustainability/energy/	Planning, bicycle and pedestrian facilities, bike share programs, road diets, etc.	Project must be part of the state TIP and consistent with LRSTP and Metropolitan Transportation Plan; does not fund recreational trails
Congestion Mitigation and Air Quality Improvement Program (CMAQ)	FHWA	https://www.fhwa.dot.gov/ environment/air_quality/ cmaq/	Projects, including bicycle and pedestrian facilities, that reduce emissions.	Project for planning, feasibility analyses, and revenue forecasting associated with the development of a project that would subsequently be eligible to apply for assistance under the BIP
Highway Safety Improvement Program (HSIP)	FHWA	https://highways.dot.gov/safety/hsip/shsp	Safety projects on the highway system.	Projects must be consistent with a state's Strategic Highway Safety Plan, funding is only for Highway projects, public transportation, and port facilities, Small local agencies also eligible
Railway-Highway Crossings(-Section 130) Program (RHCP)	FHWA	https://highways.dot.gov/safety/hsip/xings/railway-highway-crossing-program-overview	Railroad crossing improvements.	Set aside from HSIP, Small local agencies also eligible
National Highway Performance Program (NHPP)	FHWA	Implementation Guidance for the National Highway Performance Program (NHPP) as Revised by the Bipartisan Infrastructure Law (dot.gov)	Could include safety improvements as part of other improvements.	Only for Highway projects; Administered by the State
Promoting Resilient Operations for Transformative, Efficient, and Cost Saving Transportation (PRO TECT)	FHWA	https://www.fhwa.dot.gov/environment/sustainability/resilience/	Protecting transportation facilities from flooding.	Funds can only be used for activities that are primarily for the purpose of resilience or inherently resilience related. With certain exceptions, the focus must be on supporting the incremental cost of making assets more resilient.
Surface Transportation Block Grant Program (STBG)	FHWA	https://www.fhwa.dot.gov/specialfunding/stp/	Planning, bicycle and pedestrian facilities, bike share programs, road diets, etc.	If called a bicycle facility, it must be primarily for transportation instead of recreation, but recreational trails are also permitted, Small local agencies also eligible
Transportation Alternatives (TA) Set-Aside	FHWA	https://www.fhwa.dot.gov/ environment/transportation_alternatives/	Planning, bicycle and pedestrian facilities, bike share programs, road diets, etc.	Part of STBG; Administered by the State, Local agencies also eligible
Recreational Trails Program (RTP)	FHWA	https://www.fhwa.dot.gov/ environment/recreational_ trails/	Recreational trails	Part of STBG; Administered by the State
Safe Routes to School Program (SRTS)	FHWA	ttps://www.fhwa.dot.gov/environment/safe_routes_to_school/	Projects that improve safety for students going to school	Part of STBG; Administered by the State

FDOT FUNDING

Grant Name	Awarding Entity	Website	Typical Projects Funded	Notes of interest
Transportation Alternatives Program (TAP)	FDOT	https://www.fdot.gov/planning/ systems/tap/default.shtm	Bicycle/pedestrian facilities recreational trails, SRTS projects	Part of the Federal TA set aside of the STBG https://fdotwww.blob.core. windows.net/sitefinity/docs/default-source/planning/systems/systems- management/document-repository/tap/ta_set-aside-program_fl_ overview-highlights_2015-2021.pdf?sfvrsn=7c0d8522_2
Shared-Use Nonmotorized (Sun) Trail Program	FDOT	https://www.fdot.gov/planning/ systems/suntrail/guidance.shtm	Shared use trails	Project must be within the Suntrail network, a priority of the applicable jurisdiction, and consistent with applicable plans. Local agency must commit to operation and maintenance of trail. Separate Request for Funding, but must be included in FDOT Work Plan https://fdotwww. blob.core.windows.net/sitefinity/docs/default-source/planning/systems/ suntrail/guidance/suntrail_guidanceforsubmittal-offundingrequest_ppt. pdf?sfvrsn=3ac9b7ba_2
Highway Safety Improvement Program	FDOT	Reports and Plans (fdot.gov)	Transportation safety projects	Must show how project improves safety; part of FHWA HSIP funding
Safe Routes to School	FDOT	https://www.fdot.gov/Safety/programs/safe-routes.shtm	Transportation safety projects that improve safety for student going to/from school	Funded through HSIP

SIDEWALK PRIORITIZATION

RANKING CRITERIA

Step 1

Separate candidate projects into two tiers:

Tier 1: Projects with no existing sidewalks

Tier 2: Projects with existing sidewalks on one side of the street

Step 2

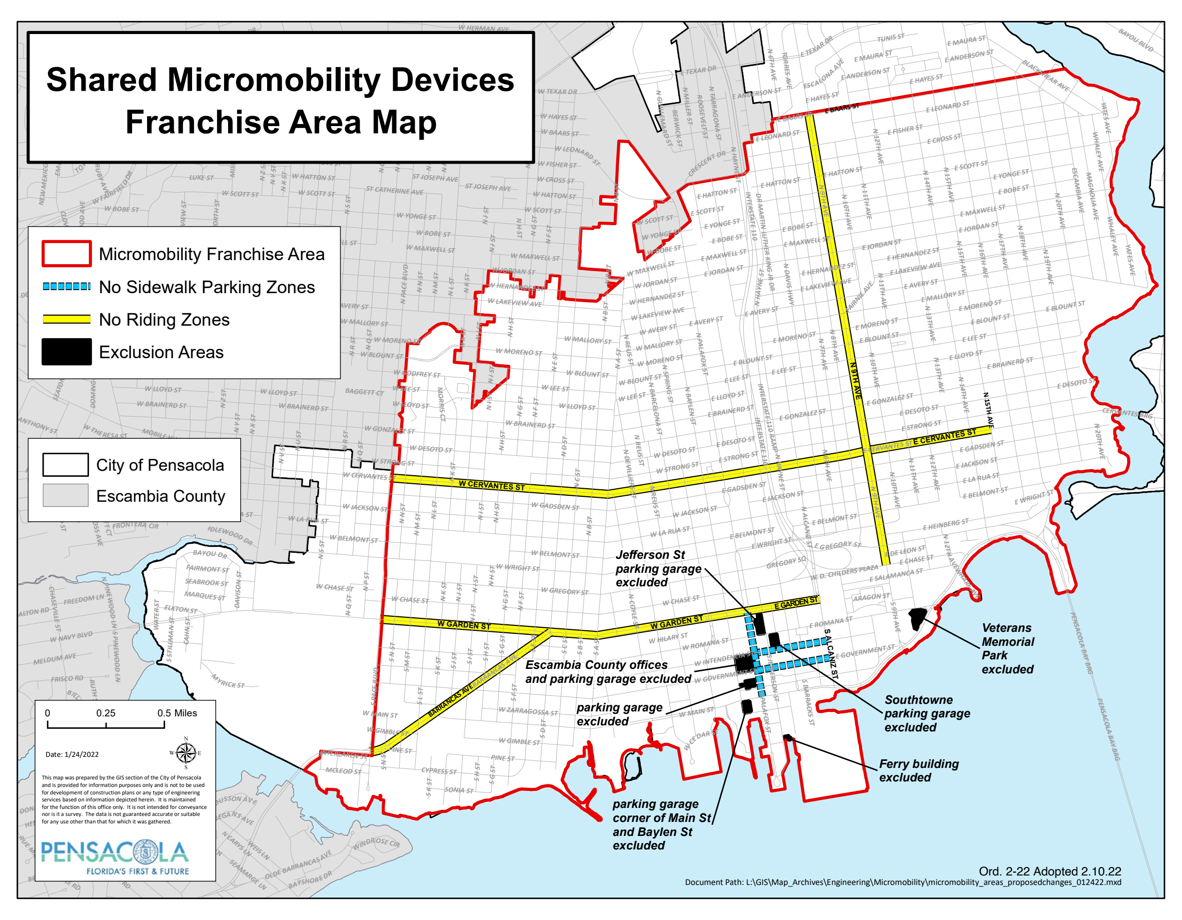
Rank Projects based upon the following criteria:

#	Quantifiable Criteria	Max Points
1	Safety (Roadway conditions, width, bike lanes, existing sidewalk)	6.5
2	School Proximity (Using EscCo Bus Eligible criteria) – Elem School @ 1 mile (15 points) – Middle School @ 1.5 miles (10 points) – High School @ 2 miles (5 points)	15
3	New Access on Arterials and Collectors	10
4	Latent Demand (using either census tract data or City data) – DUs within 1/4 mile to sidewalk project – Residents using transit or walking to work	15
5	Connectivity / This criterion will award points based on the following: – Connects to sidewalk on arterial roadway (15 points) – Connects to sidewalk on collector roadway (10 points) – Connects to sidewalk on local streets (5 points) – Does not connect to other sidewalks (0 points)	15
6	Existing Demand / This criterion will assess scores based on access to: – Transit Stops – Parks/Community Centers – Greenways & Trails – Transportation Disadvantaged Housing – Employment Centers – University/College Campuses (PCS) – Shopping Centers – Placemaking Areas (1/4 mile radius from: Palafox St from Wright Street to terminus and Belmont-DeVilliers intersection)	40
	Total Max Points	101.5

If the totals for the subcategories exceed the maximum for the category, only the maximum value shall be assigned.

Data used will be from either City data (roadway classification, building footprints, pavement width, bike lanes, parks/community center locations, school locations), US Census data (worker transportation, DUs), and ECAT data (transit stops).

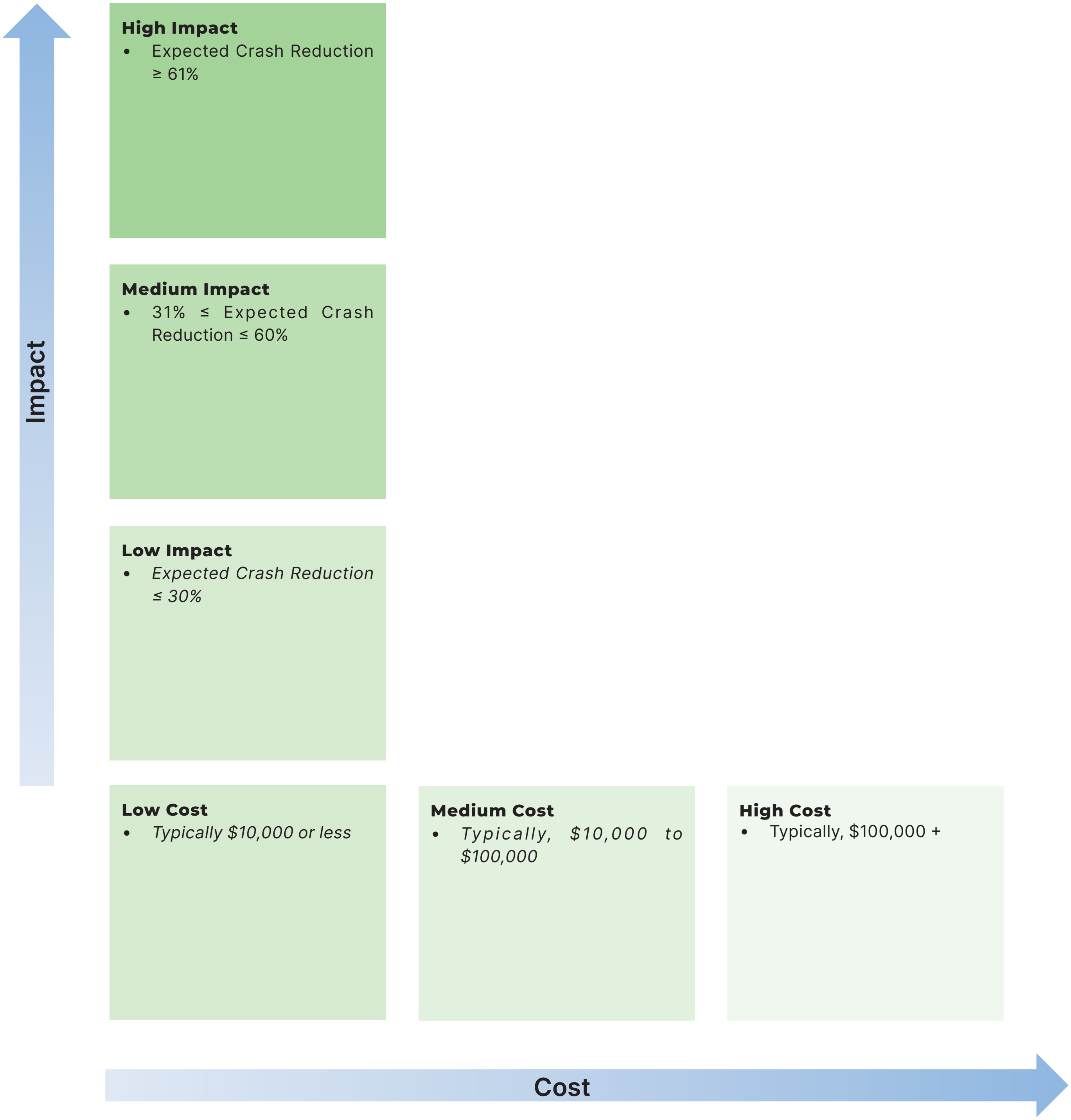
MICROMOBILITY AREA MAP


Shared Micromobility Devices
Franchise Area Map
🟥 Micromobility Franchise Area
No Sidewalk Parking Zones
No Riding Zones
■ Exclusion Areas
☐ City of Pensacola
▨ Escambia County
0
0.25
0.5 Miles
Date: 1/24/2022
This map was prepared by the GIS section of the City of Pensacola and is provided for information purposes only and is not to be used for development of construction plans or any type of engineering services based on information depicted herein. It is maintained for the function of this office only. It is not intended for conveyance nor is it a survey. The data is not guaranteed accurate or suitable for any use other than that for which it was gathered.
PENSACOLA
FLORIDA'S FIRST & FUTURE
Jefferson St parking garage excluded
Escambia County offices and parking garage excluded
parking garage excluded
parking garage corner of Main St and Baylen St excluded
Veterans Memorial Park excluded
Southtowne parking garage excluded
Ferry building excluded
W CERVANTES ST
E CERVANTES ST
W GARDEN ST
E GARDEN ST
N 9TH AVE
BARRANCAS AVE
Ord. 2-22 Adopted 2.10.22
Document Path: L:\GIS\Map_Archives\Engineering\Micromobility\micromobility_areas_proposedchanges_012422.mxd

APPENDIX

COST AND IMPACT COUNTERMEASURES

COUNTERMEASURE IMPACT AND COST DEFINED



High Impact
- Expected Crash Reduction ≥ 61%

Medium Impact
- 31% ≤ Expected Crash Reduction ≤ 60%

Low Impact
- *Expected Crash Reduction ≤ 30%*

Low Cost
- *Typically $10,000 or less*

Medium Cost
- *Typically, $10,000 to $100,000*

High Cost
- Typically, $100,000 +

Unknown Impact = No quantitative date is available

COUNTERMEASURE SELECTION GUIDE

Impact

Low Cost/High Impact - Prohibit left turn - All-way stop control	**Medium Cost/High Impact** - Rectangular rapid flashing beacon* - Variable speed limits* - *See guide for full list*	**High Cost/High Impact** - Traffic signal
Low Cost/Medium Impact - Upgrade signal head - LED-enhanced sign - Bicycle crossing (solid green paint) - Green Conflict striping - Remove obstructions for sightlines	**Medium Cost/Medium Impact** - Raised median* - Raised crosswalk - Directional median openings - Curb-return radius reduction - *See guide for full list*	**High Cost/Medium Impact** - Roundabout* - Bicycle signal/exclusive bike phase - Pedestrian hybrid beacon* - On-street parking - Separated bikeway* - Pedestrian hybrid beacon*
Low Cost/Low Impact - Extend yellow & all red time* - LPI and ped recall* - Retroreflective backplates* - Protected left turns - *See guide for full list*	**Medium Cost/Low Impact** - Flashing yellow turn phase - Pedestrian countdown timer - Red light camera - Lane re-purposing* - *See guide for full list*	**High Cost/Low Impact** - Reduced left-turn conflict intersection*

Cost

Note:
Countermeasures may not apply to all modes, roadways, or crash severities.
Countermeasures may apply to more crash types.

* FHWA Proven Safety Countermeasure

COUNTERMEASURE SELECTION GUIDE (CONT.)

Low Cost/ Unknown Impact

- Extend green time for bikes
- Extend time pushbutton
- Prohibit right-turn-on-red
- Prohibit turns during pedestrian phase
- Time-based turn restriction
- Upgrade intersection pavement markings
- Bicycles may use full lane sign
- Mixing zone
- High-visibility crosswalk
- Restripe crosswalk
- Centerline hardening
- Enhanced daylighting/slow turn wedge
- Paint and plastic median

Medium Cost/ Unknown Impact

- Bike detection
- Pedestrian detection
- Supplemental signal heads
- Flashing beacon as advance warning
- Curb extensions
- Paint and plastic mini circle/ mini roundabout

High Cost/ Unknown Impact

- Separate right-turn phasing
- Close slip lane
- Intersection reconstruction and tightening
- Protected intersection
- Raised intersection

Cost

Note:
Countermeasures may not apply to all modes, roadways, or crash severities.
Countermeasures may apply to more crash types.

* FHWA Proven Safety Countermeasure

COUNTERMEASURE SELECTION GUIDE (PEDESTRIAN AND BIKE FOCUSED)

**Low Cost/
Unknown Impact**

- Audible push button upgrade extend time push-button
- Prohibit right-turn-on-red
- Prohibit turns during pedestrian phase
- Shorten cycle length
- Advance stop bar
- Advance yield markings
- Pavement speed legends
- Time-based turn restriction
- Upgrade intersection pavement markings
- Wayfinding
- Co-locate bus stops and pedestrian crossings
- High-visibility crosswalk
- Restripe crosswalk
- Centerline hardening
- Enhanced daylighting/slow turn wedge
- Gateway treatments
- Paint and plastic median
- Partial closure/diverter
- Straighten crosswalk
- Lane narrowing
- Far-side bus stop
- Extend green time for bikes
- Bicycles may use full lane sign
- Mixing zone
- Parking buffer
- Two-stage turn queue bike box
- Bike box

**Medium Cost/
Unknown Impact**

- Pedestrian detection
- Signal interconnectivity and coordination/green wave
- Signal preemption
- Flashing beacon as advance warning
- Floating transit island
- Curb extensions
- Widen sidewalk
- Crosswalk density
- Chicane
- Landscape buffer
- Speed sensitive rest on red
- Upgrade lighting to LED
- Bike detection

**High Cost/
Unknown Impact**

- Separate right-turn phasing
- Shared use path
- Close slip lane
- Intersection reconstruction and tightening
- Protected intersection
- Raised intersection

Note:
Countermeasures may not apply to all modes, roadways, or crash severities.
Countermeasures may apply to more crash types.

* FHWA Proven Safety Countermeasure

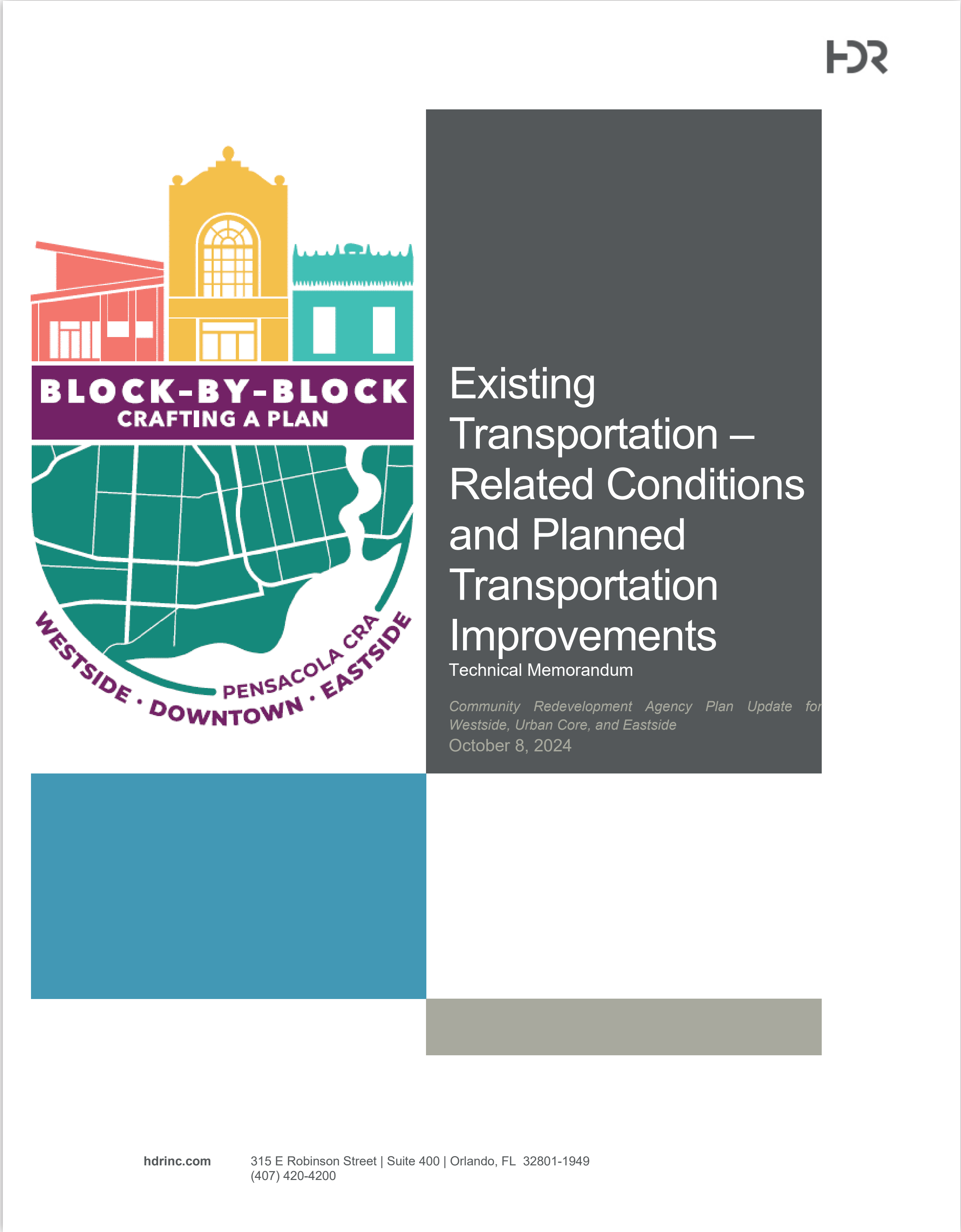
TRANSPORTATION ANALYSIS

OVERVIEW

Existing transportation conditions were documented throughout Pensacola and provided a foundation for understanding the needs and possible improvements for the CRA planning process.

Documenting the existing transportation conditions included three main categories:

- Roadway Characteristics (e.g., street type, character, and dimensions);
- Mobility Characteristics (e.g., pedestrian/bicycle facilities, and safety);
- Equity and Transportation (e.g., communities overburdened by lack of transportation investment).


BLOCK-BY-BLOCK
CRAFTING A PLAN
WESTSIDE · DOWNTOWN · EASTSIDE
PENSACOLA CRA

Existing Transportation – Related Conditions and Planned Transportation Improvements

Technical Memorandum

Community Redevelopment Agency Plan Update for Westside, Urban Core, and Eastside

October 8, 2024

hdrinc.com 315 E Robinson Street | Suite 400 | Orlando, FL 32801-1949
(407) 420-4200

APPENDIX

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1 Introduction and Project Purpose

The Pensacola Community Redevelopment Agency (CRA) is updating all three CRA district plans after more than 15 years. The CRA districts are comprised of the Westside, the Eastside, and the Urban Core. Each of the districts have distinct characteristics pertaining to transportation. The existing conditions highlighted in this report are based on city data, previous studies, current programs, site and desktop observations, and community input. Understanding the existing conditions provides the basis to develop near-, medium-, and long-term recommendations to improve mobility and accessibility of all the residents within the area.

Documenting the existing transportation conditions includes three main categories:

- Roadway Characteristics (e.g., street type, character, and dimensions)
- Mobility Characteristics (e.g., pedestrian/bicycle facilities, and safety)
- Equity and Transportation (e.g., communities overburdened by lack of transportation investment)

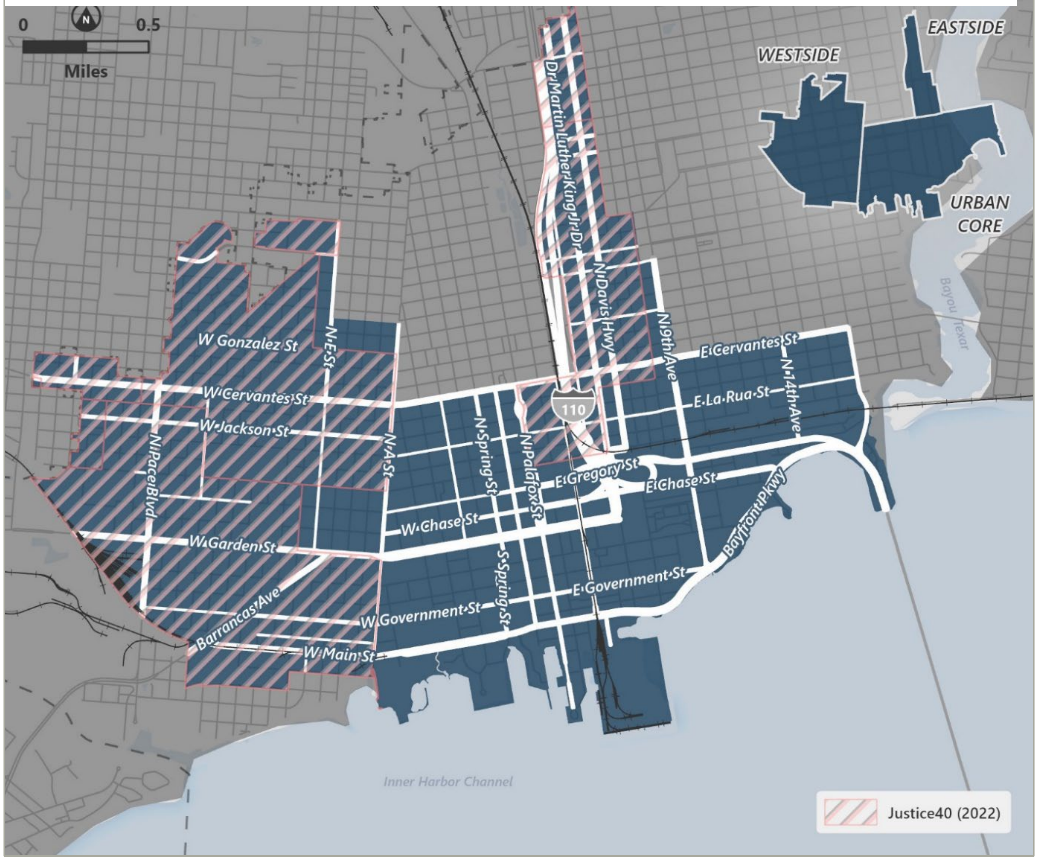
The CRA Districts, along with the United States Department of Transportation (USDOT) Disadvantaged Community boundaries,[1] and major roadways[2] are shown in **Figure 1.**

---

[1] The USDOT Disadvantage Communities are defined as those communities that have a higher burden of underinvestment in transportation, in the following five components: Transportation Insecurity, Climate and Disaster Risk Burden, Environmental Burden, Health Vulnerability, and Social Vulnerability.

[2] Major roadways are defined as those that have interstate, arterial, or collector functional classification by the Florida Department of Transportation (FDOT).

Figure 1 Major Roadways and USDOT Disadvantaged Community Boundaries in CRA Districts


0
0.5
Miles
N
EASTSIDE
WESTSIDE
URBAN CORE
Bayou Texar
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
N 14th Ave
E La Rua St
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
110
E Gregory St
E Chase St
W Chase St
Bayfront Pkwy
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Justice40 (2022)

2 Roadway Characteristics

Roadway Characteristics include all the ways in which one understands a street or road. These characteristics include looking at the type or function of the road, the physical attributes of the road (speed, width, how many lanes, type of connectivity or network) and neighborhood character surrounding the road.

2.1 Street Types and Networks

There are three major roadway types that make up the street network within the CRA districts. These major roadways are defined by FDOT and further qualified in the City of Pensacola 2023 Active Transportation Plan (ATP) as shown in **Figure 2**:

Figure 2 Roadway Functional Classification

Arterials

- Have the most traffic volume
- Typically are 4 lanes or more
- Provide regional connections
- Primarily run East/West except for North/South in Eastside
- Arterials include Principal Arterial Interstate, Principal Arterial Other, and Minor Arterials

Collectors

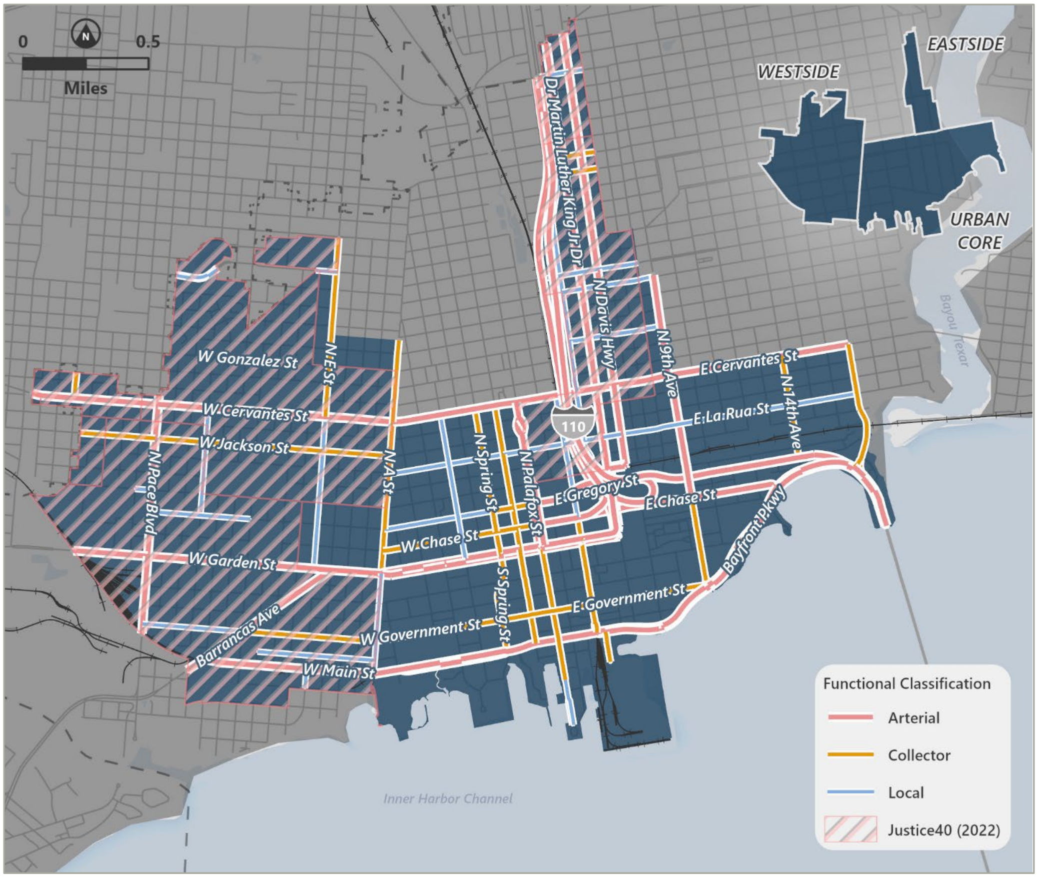
- Have moderate traffic volume
- Typically between 2 and 4 lanes
- Provide inter-city connections
- Run primarily north south and are primarily in the urban core
- Collectors include Major Collectors and Minor Collectors

Local Streets

- Serve neighborhood and residential uses
- Provide neighborhood connections

Total roadway miles within the three CRA districts is 112 miles. Of the 112 miles of roadway, there are a total of 37.8 roadway miles having a functional classification of arterial or collector. While the roadway miles within the CRA districts represent 5% of the total City of Pensacola roadways yet the CRA districts are comprised of 33% and 28% of the total arterial and collector roadway miles respectively in the City. **Figure 3** shows the block structure which results from these major roadways.

Figure 3 FDOT Roadway Functional Classification Location


0
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Miles
EASTSIDE
WESTSIDE
URBAN CORE
Bayou Texar
Dr Martin Luther King Jr Dr
N Davis Hwy
N 9th Ave
E Cervantes St
E La Rua St
N 14th Ave
110
W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Functional Classification
Arterial
Collector
Local
Justice40 (2022)

WESTSIDE

Arterials

The location of the arterial roadways split the Westside district into five pockets which lack connectivity and are spaces where vehicles are given priority over pedestrians. As regional connectors, these high traffic volume roadways are very wide and support development patterns that do not foster a sense of place; rather it is a place to simply move through as quickly as possible. Such conditions make it extremely difficult for the neighborhood residents of Sanders Beach, Tanyard, and Westside Garden District to have easy access to amenities within and outside of the district.

Westside district has five roadways identified as arterial:

- W Cervantes Street
- N Pace Boulevard
- W Garden Street
- W Main Street
- Barrancas Avenue

Figure 4 Westside – Arterial Road

W. Garden Street – Looking East
Source: HDR

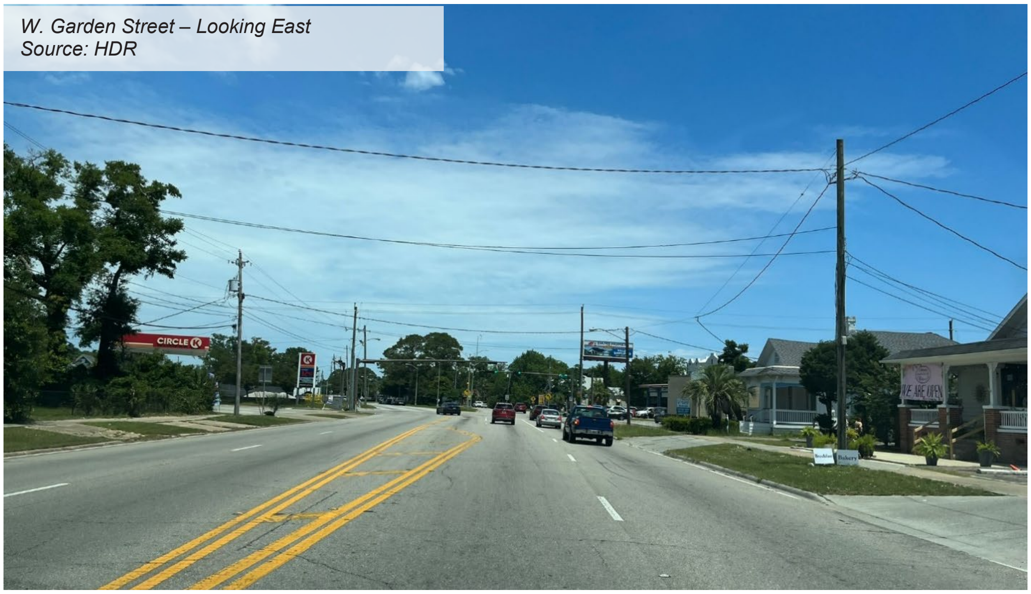
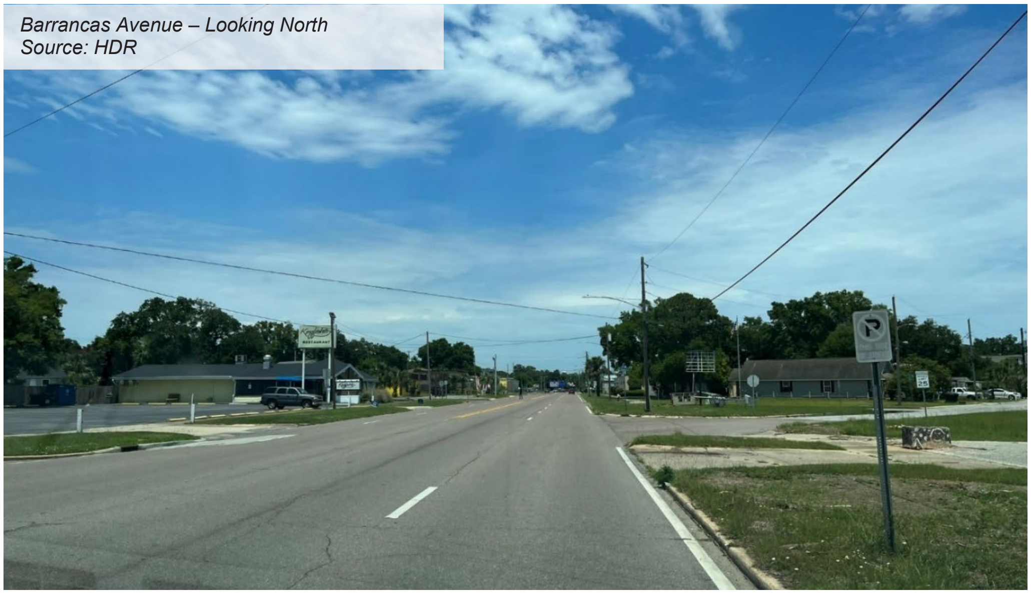
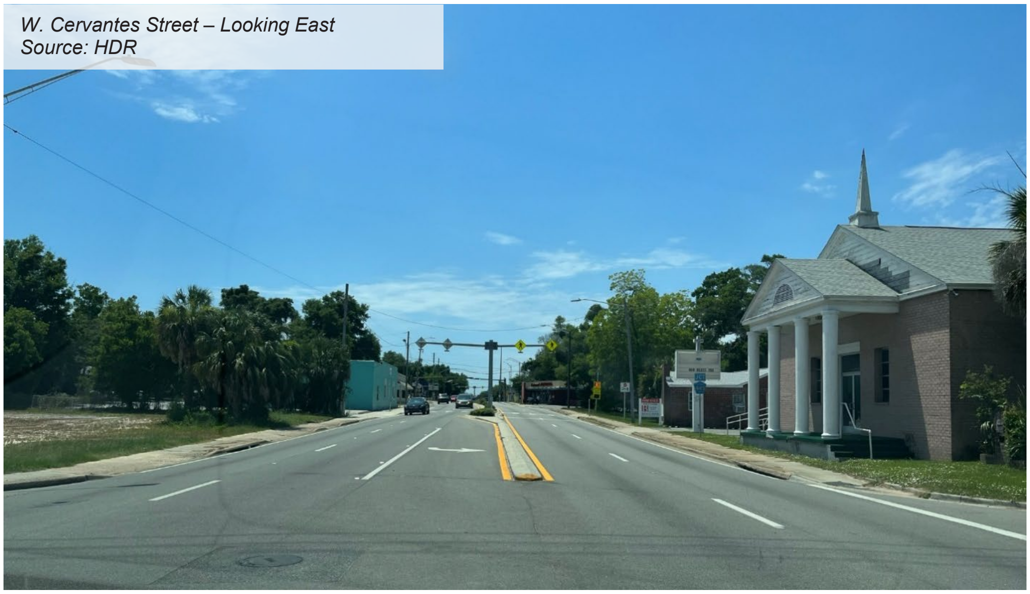


Figure 5 Westside – Arterial Road



Barrancas Avenue – Looking North
Source: HDR

Figure 6 Westside – Arterial Road



W. Cervantes Street – Looking East
Source: HDR

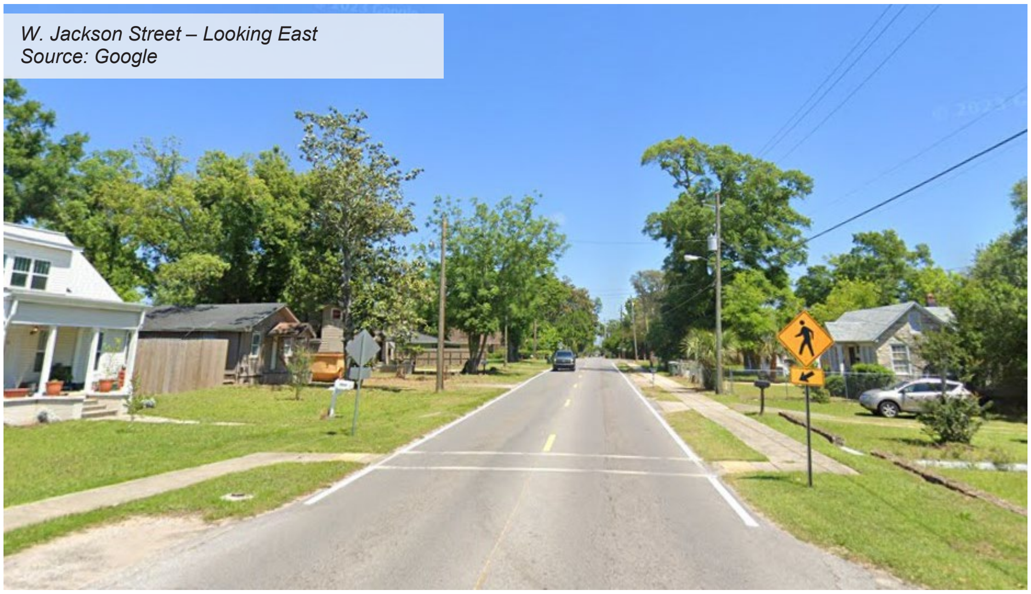
Collectors

These roadways usually provide more connections via cross streets, may have on-street parking, typically have more continuous building frontage, and if not designed well can still present challenges for non-vehicular modes of transportation (pedestrian and cyclist). These challenges may be a relatively high traffic volume, excessive curb cuts, or lack of separated pedestrian and bike infrastructure.

Westside district has five roadways identified as collector:

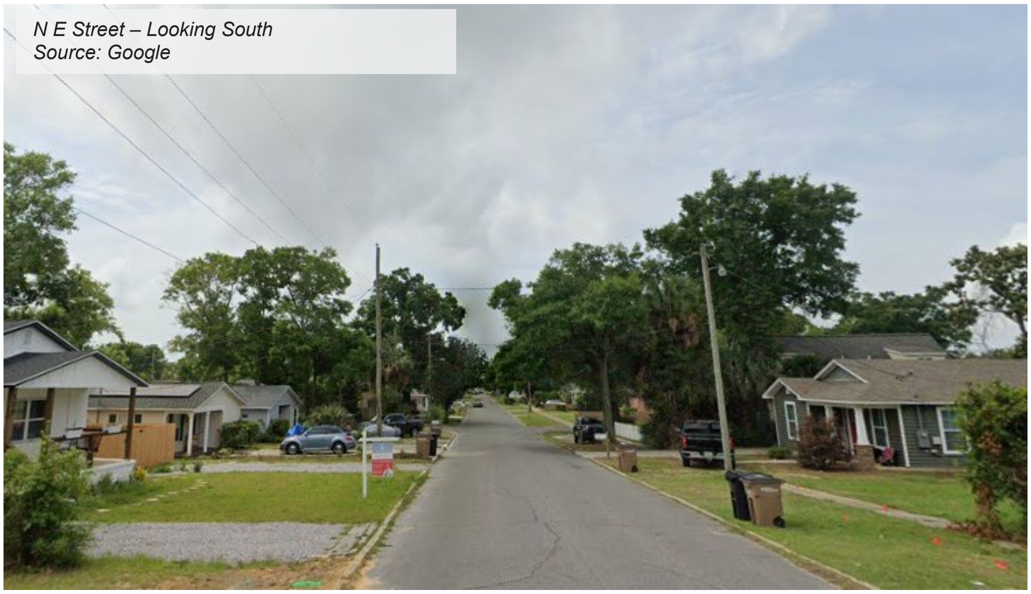
- W Government Street
- W Jackson Street
- N T Street
- N E Street
- N A Street

Figure 7 Westside – Collector Road



W. Jackson Street – Looking East
Source: Google

Figure 8 Westside – Collector Road



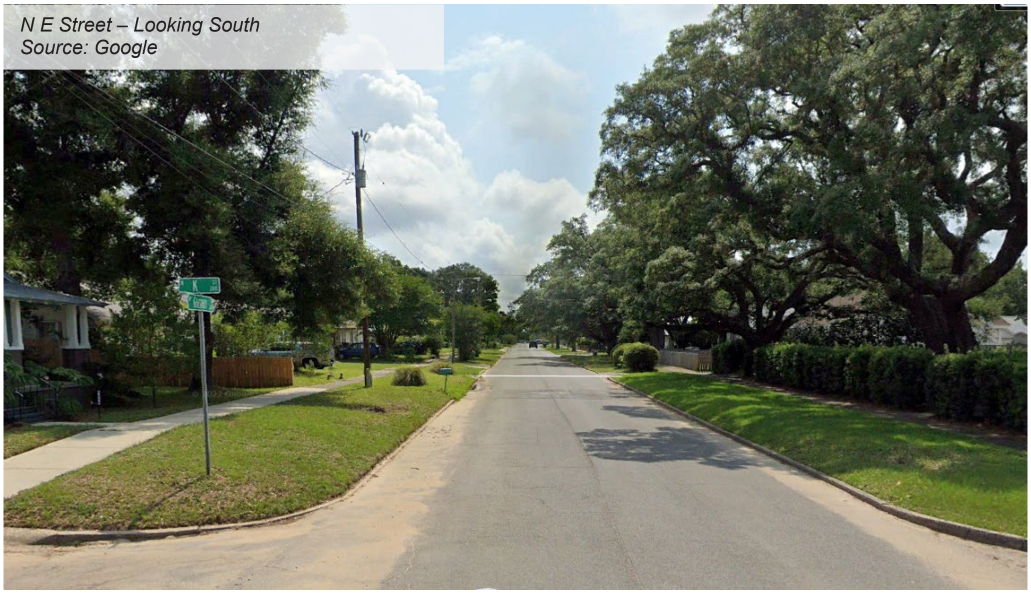
N E Street – Looking South
Source: Google

Local Roads

These roadways usually provide the most connections via cross streets, will have on-street parking (marked or unmarked), and typically will have numerous driveways given the prevalence of residential uses. FDOT's functional classification specifically identifies seven local roadways in the Westside District:

- W Gregory Street
- W Wright Street
- N L Street
- W Government Street
- W Zarragossa Street[3]
- S E Street and N E Street
- S A Street

Figure 9 Westside - Local Road



N E Street – Looking South
Source: Google

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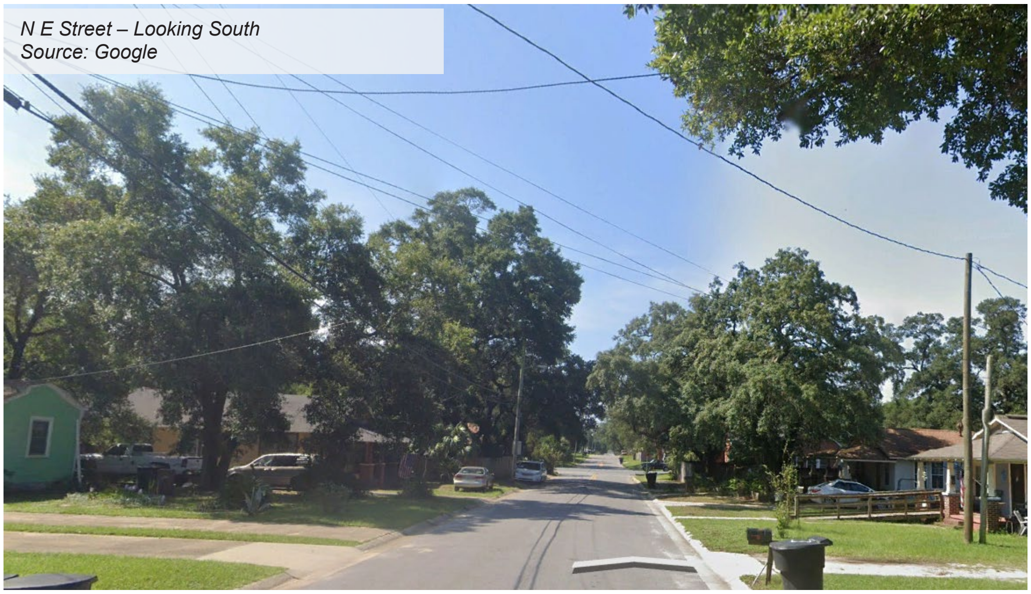
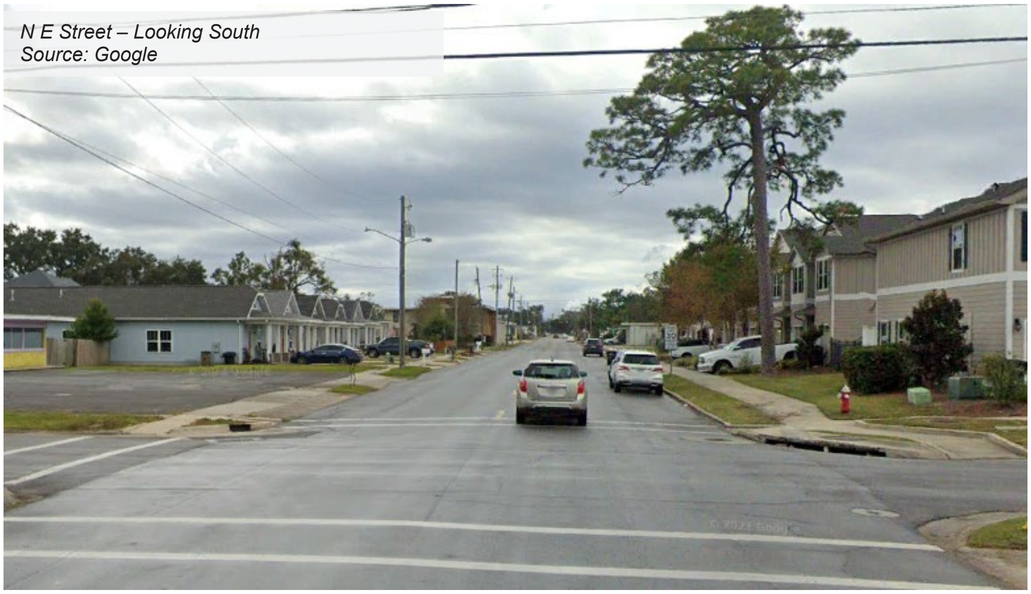
[3] This street has different spellings in different locations including Zarragossa, and Zaragoza

Figure 10 Westside - Local Road



N E Street – Looking South
Source: Google

Figure 11 Westside - Local Road



N E Street – Looking South
Source: Google

URBAN CORE

Arterials

The location of these roadways create a core that is fragmented and become major barriers to the connectivity of the district with the eastern neighborhoods of Old East Hill and East Hill, as well as the Eastside district.

Urban Core district has eight roadways identified as arterial (some are shared with other districts):

- E and W Cervantes Street
- N 9th Ave
- E Gregory Street
- E Chase Street
- Bayfront Parkway
- E and W Garden Street
- N Palafox Street
- E and W Main Street

Figure 12 Urban Core – Arterial Road

W Main Street – Looking East
Source: HDR

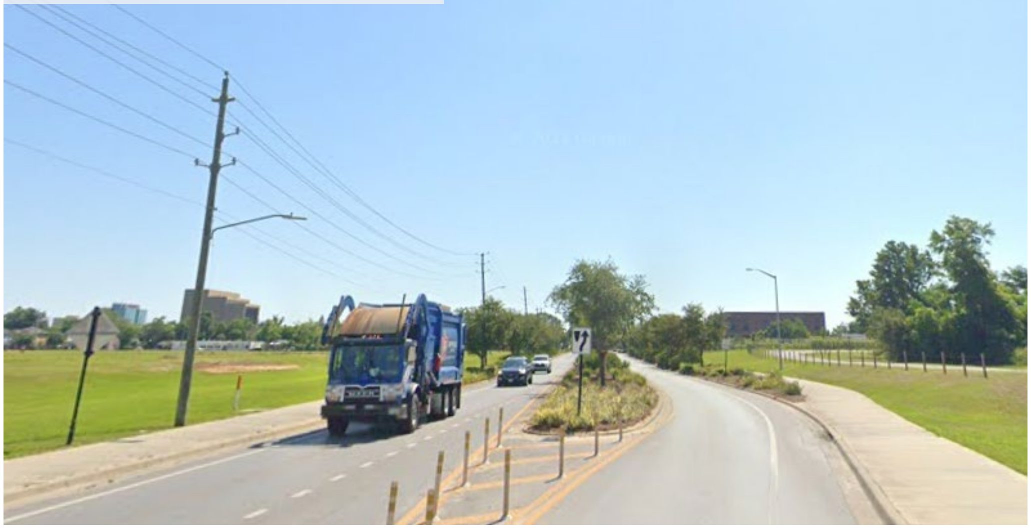
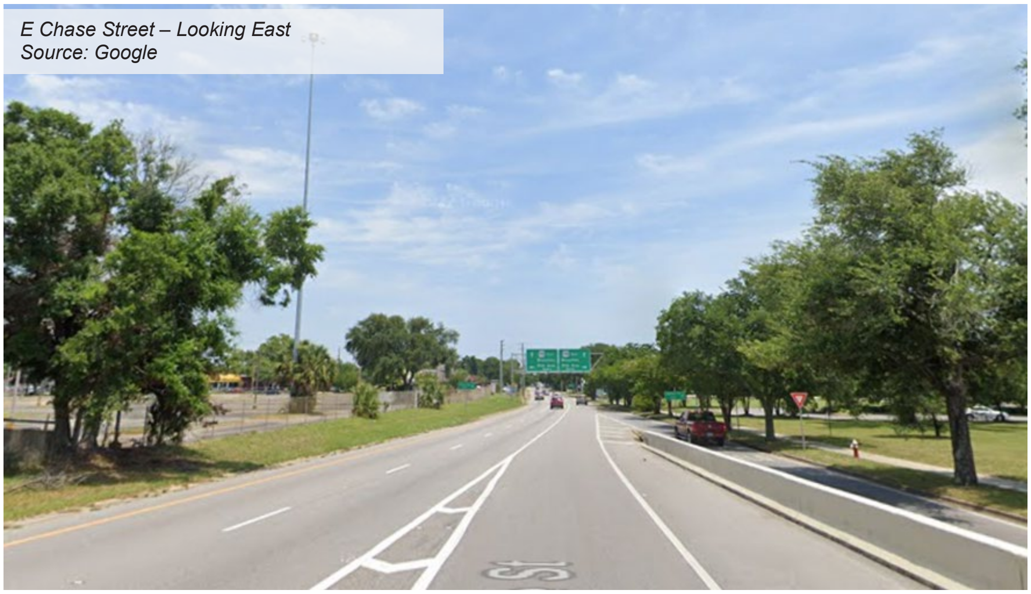
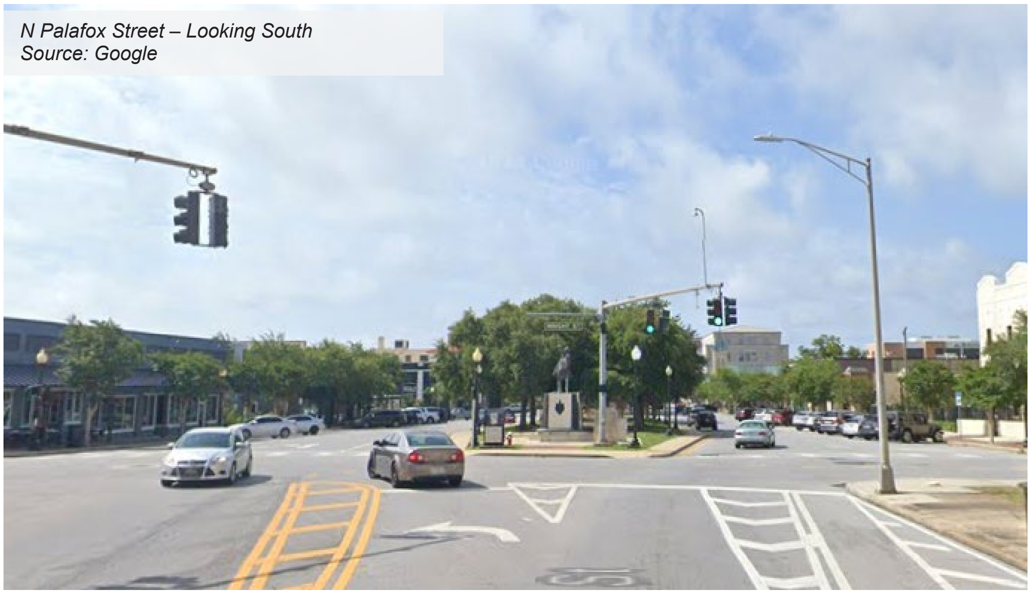


Figure 13 Urban Core – Arterial Road



E Chase Street – Looking East
Source: Google

Figure 14 Urban Core – Arterial Road



N Palafox Street – Looking South
Source: Google

Collectors

These roadways are primarily north/south in direction and are generally in very close proximity to arterials and to each other. This condition creates an environment that prioritizes vehicles and places a high level of discomfort for all other modes of transportation. However, there are other areas throughout the district where collectors have been well designed and are providing environments for pedestrians to enjoy and feel comfortable walking, such as N Palafox Street seen in **Figure 15**.

Urban Core district has twelve roadways identified as collector (the most of any district):

- W Chase Street
- W Gregory Street
- N 14th Avenue
- N A Street
- W and E Government Street
- S and N Spring Street
- S and N Baylen Street
- Palafox Place
- S Tarragona Street
- N Palafox Street
- S Barracks Street
- S and N 9th Avenue

Figure 15 Urban Core – Collector Road

N Palafox Street – Looking North
Source: Google

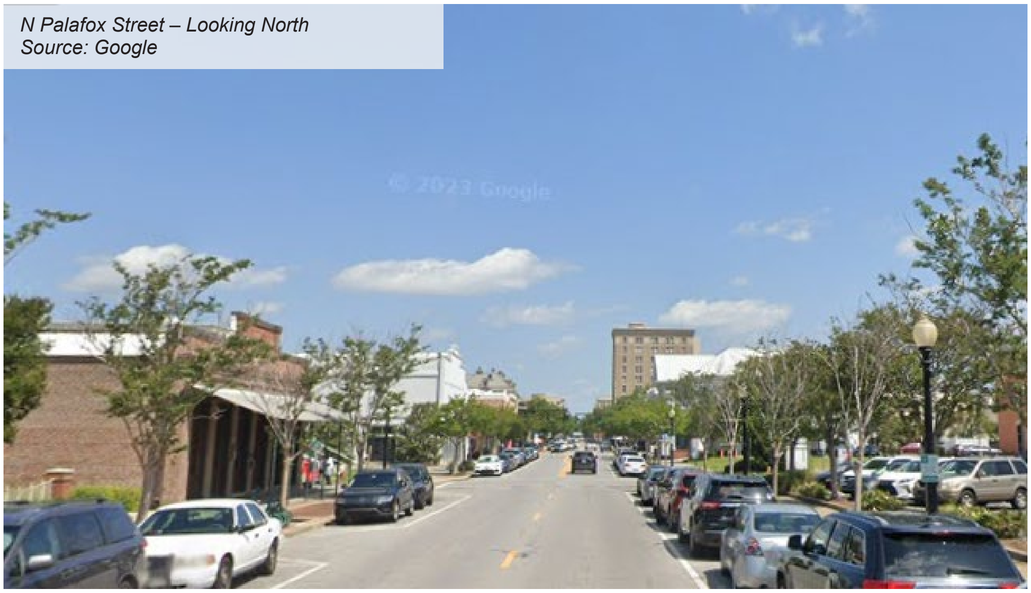
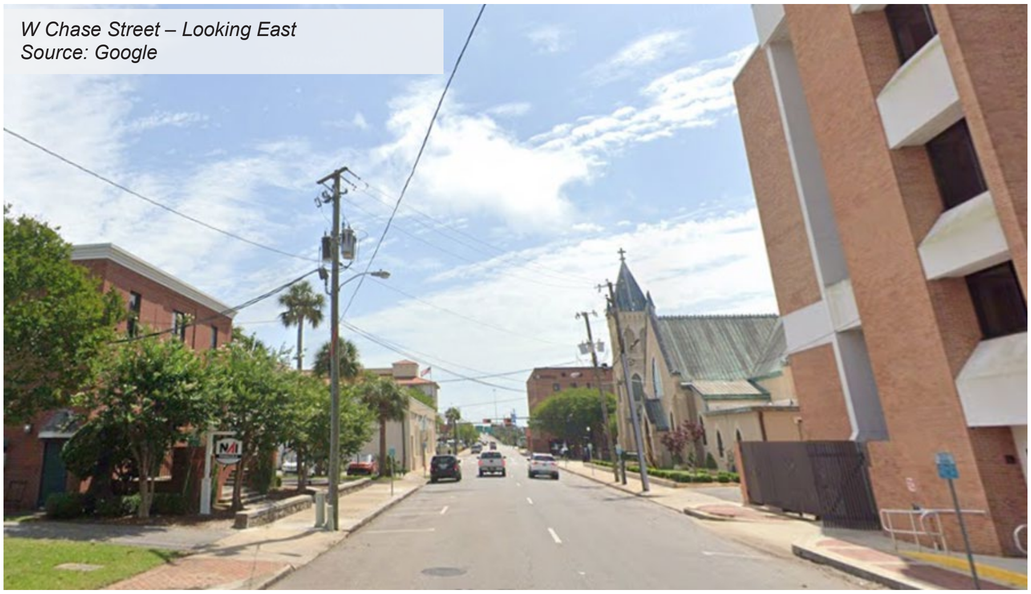
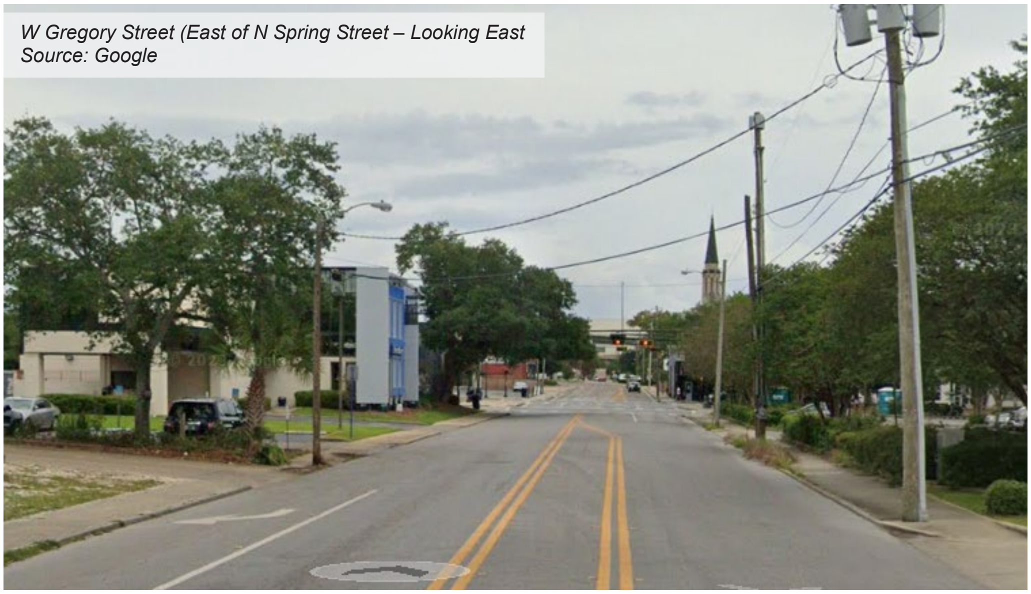


Figure 16 Urban Core – Collector Road



W Chase Street – Looking East
Source: Google

Figure 17 Urban Core – Collector Road



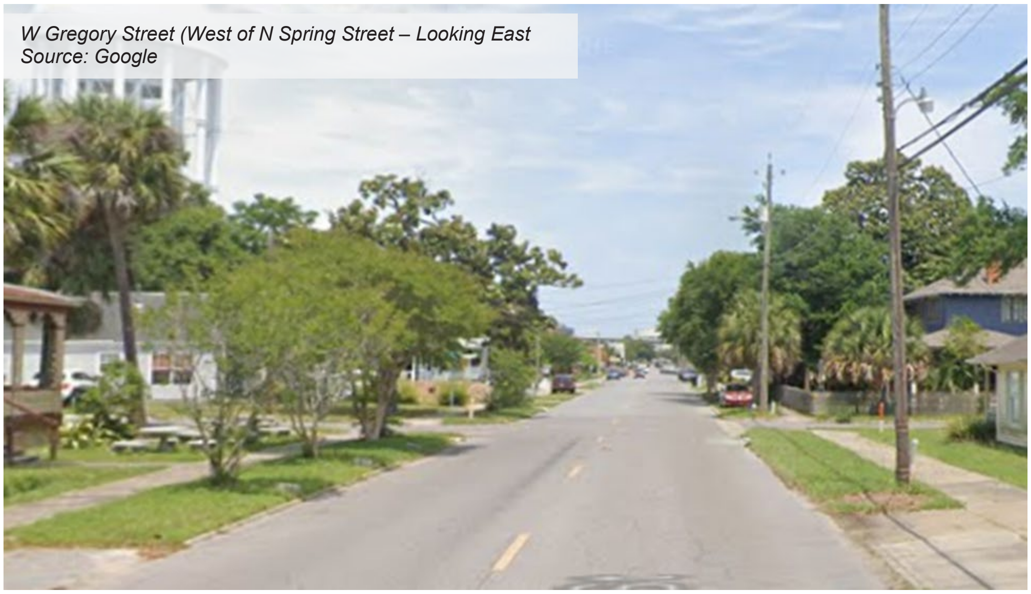
W Gregory Street (East of N Spring Street – Looking East
Source: Google

Local Roads

These roadways usually provide the most connections, will have on-street parking (marked or unmarked), and will typically have numerous driveways given the prevalence of residential uses. These roadways provide for neighborhood trips and become the prevalent roadway type that defines walkability by way of block spacing. FDOT's functional classification specifically identifies four local roadways in the Urban Core district:

- S Palafox Street
- W Gregory Street (west of N Spring Street)
- S and N Baylen Street
- Palafox Place

Figure 18 Urban Core – Local Road



W Gregory Street (West of N Spring Street – Looking East
Source: Google

EASTSIDE

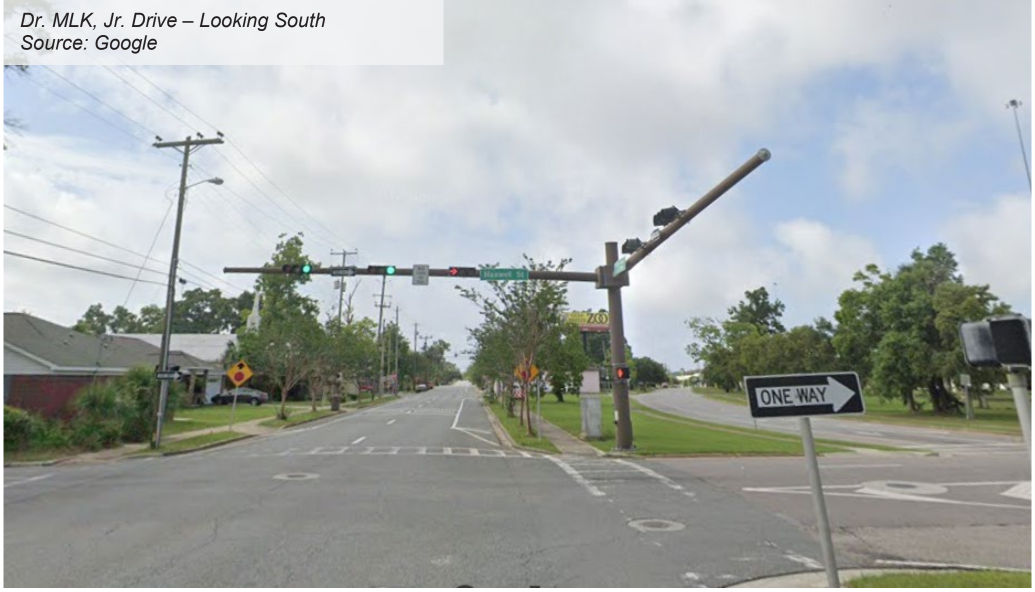
Arterials

The location of these roadways along with the area and shape of the Eastside district creates an environment that is dominated by a high volume of traffic that is entering or leaving downtown, or connecting to the Interstate. Thus, the narrow sliver is divided into small blocks that are more like islands in a sea of traffic most likely going above the posted speed limit. Additionally, Dr. MLK, Jr. Drive and N Davis Highway are one-way couplets further amplifying a car-centered community and I-110 is an elevated highway that further separates and isolates the Eastside from the neighborhoods to the west and south. As an arterial along I-110, Dr. MLK, Jr. Drive is double the width of most other arterials to accommodate two single-direction southbound lanes and parking on both sides of the street. The lack of transition into areas that are primarily residential neighborhoods is very abrupt and reinforces the hierarchy of vehicles vs. pedestrians.

The Eastside district has five roadways identified as arterials:

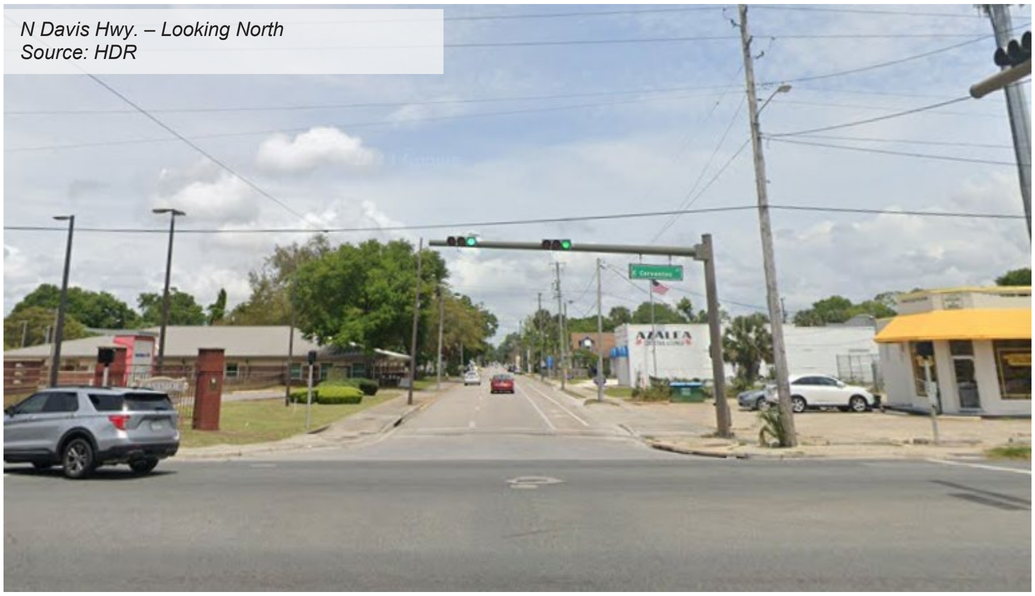
- N. 9th Avenue
- N Davis Highway
- Dr. MLK, Jr. Drive
- I-110
- E Cervantes Street

Figure 19 Eastside – Arterial Road



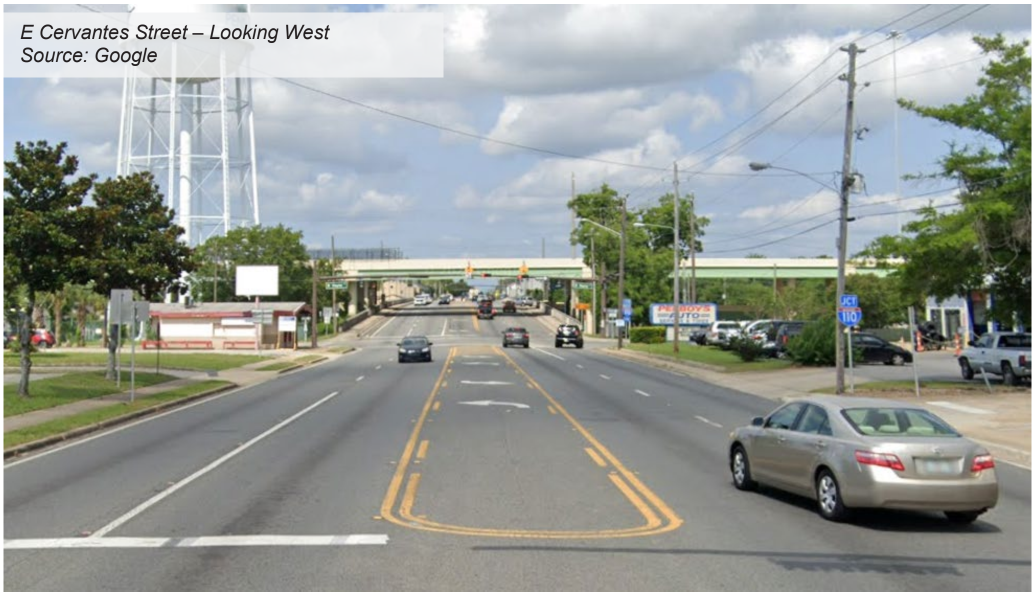
Dr. MLK, Jr. Drive – Looking South
Source: Google

Figure 20 Eastside – Arterial Road



N Davis Hwy. – Looking North
Source: HDR

Figure 21 Eastside – Arterial Road



E Cervantes Street – Looking West
Source: Google

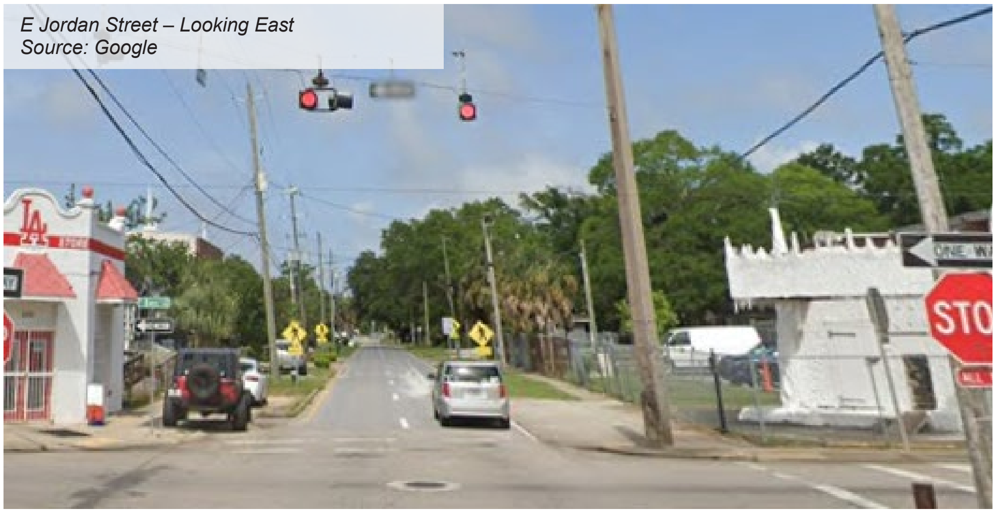
Collectors

These roadways are primarily east/west direction and are in very close proximity to arterials and to each other. These are also one-way couplets.

Eastside district has only two roadways identified as collector (the least of any district):

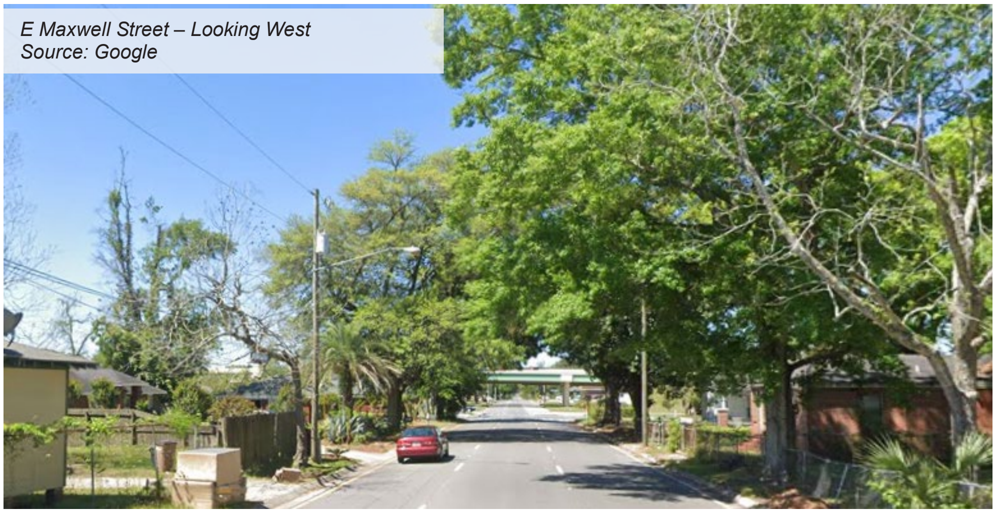
- E Jordan Street
- E Maxwell Street

Figure 22 Eastside – Collector Road



E Jordan Street – Looking East
Source: Google

Figure 23 Eastside – Collector Road



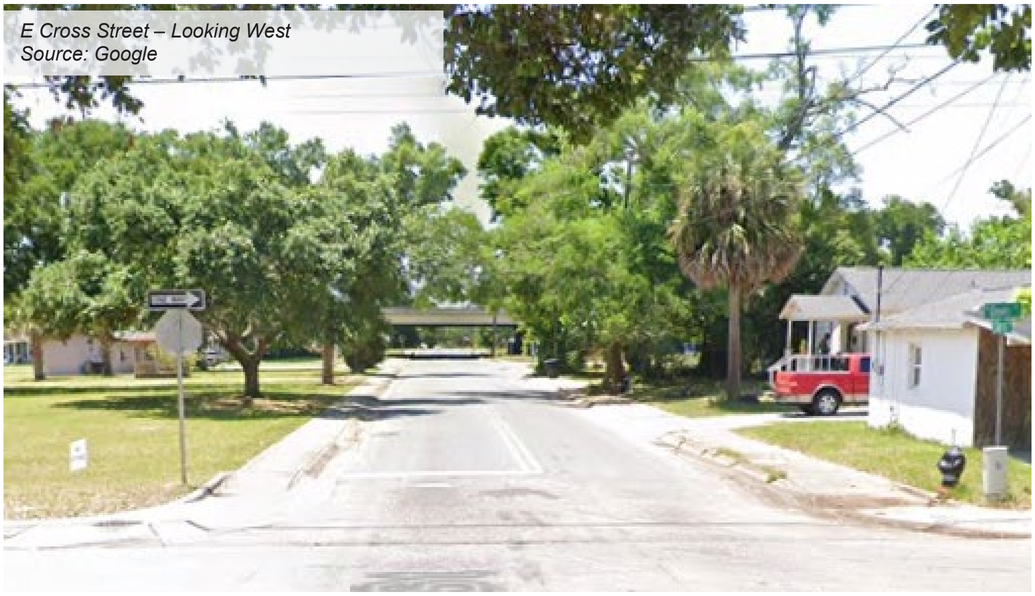
E Maxwell Street – Looking West
Source: Google

Local Roads

These roadways in the Eastside district run east/west and do not offer on-street parking due to the width of the road. Residential land uses dominate the frontage along the road. FDOT's functional classification specifically identifies five local roadways in the Eastside district:

- E Gonzalez Street
- E Lee Street
- E Blount Street
- N Hayne Street
- E Cross Street

Figure 24 Eastside – Local Road

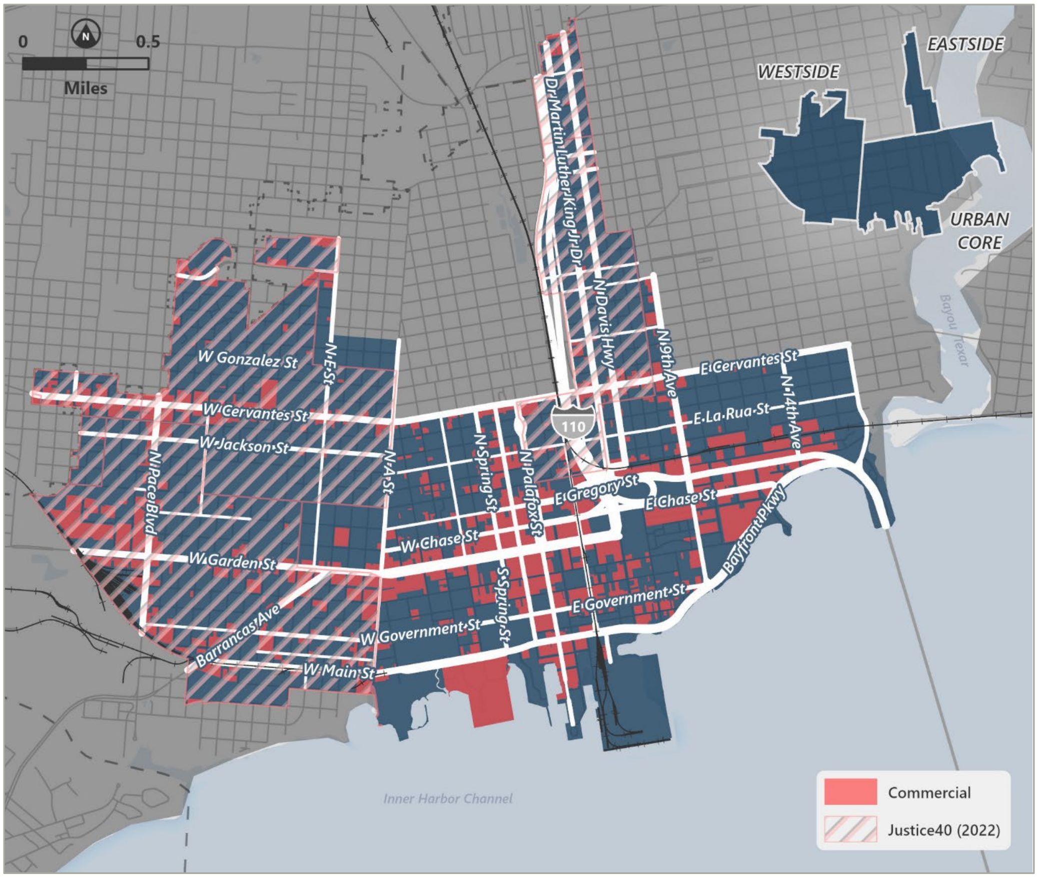


E Cross Street – Looking West
Source: Google

2.2 Land Use

Arterials, as regional connectors, are the primary frontage for commercial uses within the CRA districts. Arterials in the Eastside are, however, primarily fronted by residential and the interstate. These commercial corridors also have the highest level of traffic stress and highest number of crashes compared to other corridors. If commercial corridors are not pedestrian friendly, it is difficult for residents to have full access to these destinations without a car. During public workshops, many residents especially in the Westside voiced concerns over the inability to get to stores or other amenities as the development patterns are also car centered with drive-thrus and parking along street.

Figure 25 Commercial Corridors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W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
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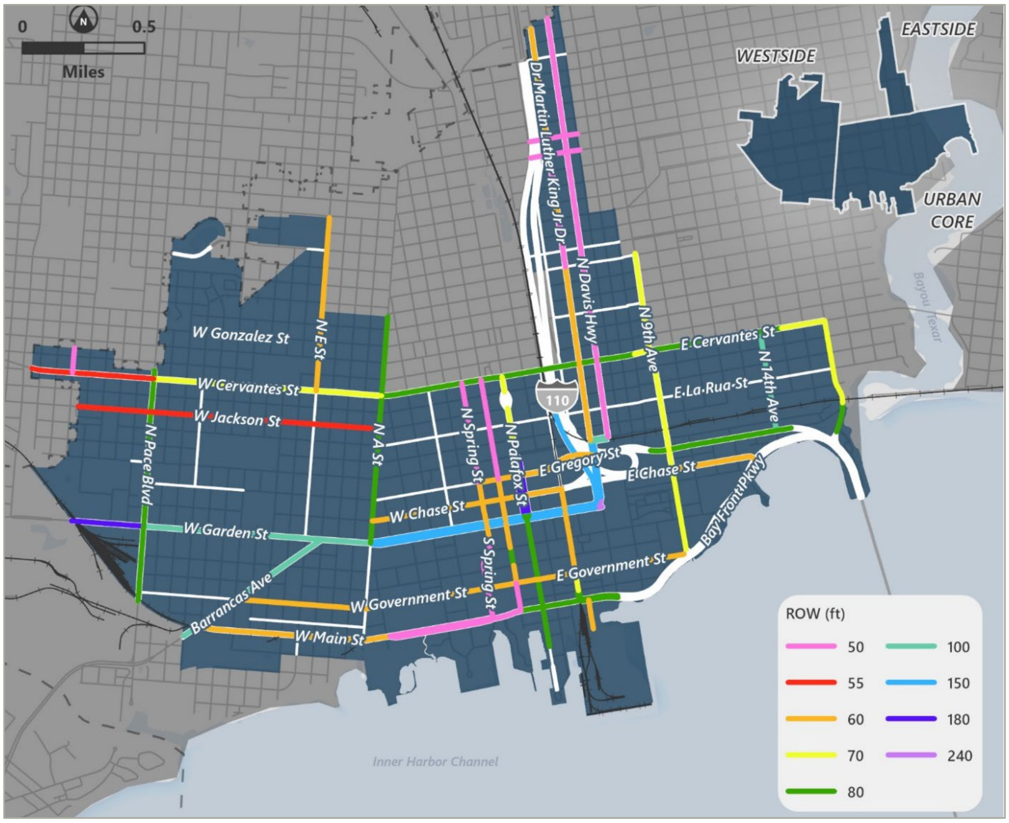
E Chase St
W Chase St
Bayfront Pkwy
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Commercial
Justice40 (2022)

2.3 Street Widths and Medians

Roadway widths range between 50 - 180 feet throughout the districts, excluding the interstate, with most of the right-of-way dimension being between 50 and 60 feet. The roadways that are the least safe for pedestrians as well as cars typically have the widest dimensions. The common travel lane width throughout the study area is 12 feet.

Figure 26 Public Rights-of-Way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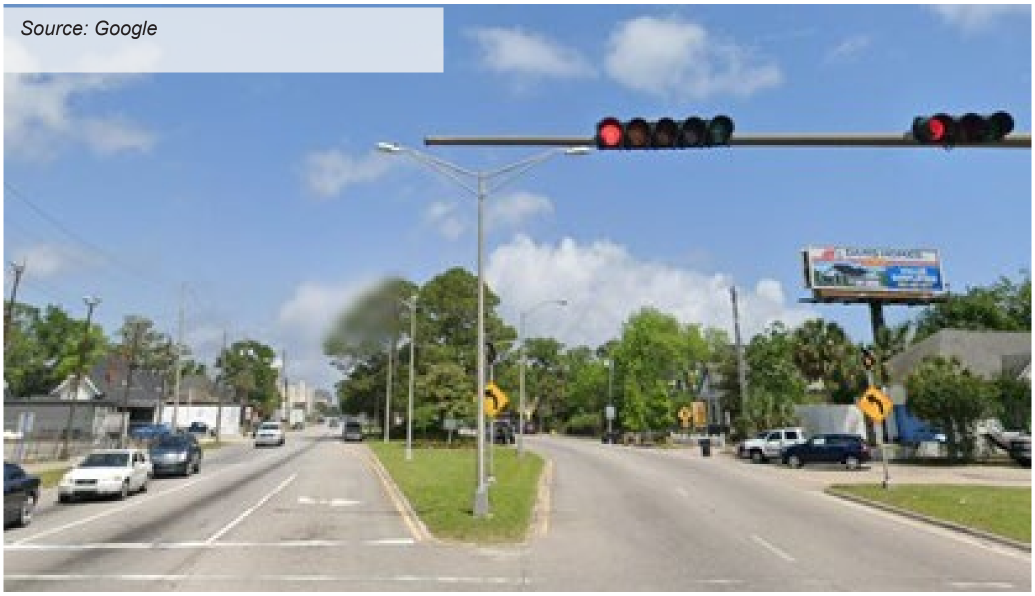
N Palafox St
E Gregory St
E Chase St
Bay Front Pkwy
W Chase St
W Garden St
S Spring St
E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
ROW (ft)
50
55
60
70
80
100
150
180
240

Additionally, a desktop review identified seven roadway segments with medians in the CRA districts. These street medians vary in width and as such have a varying impact on the character of the street:

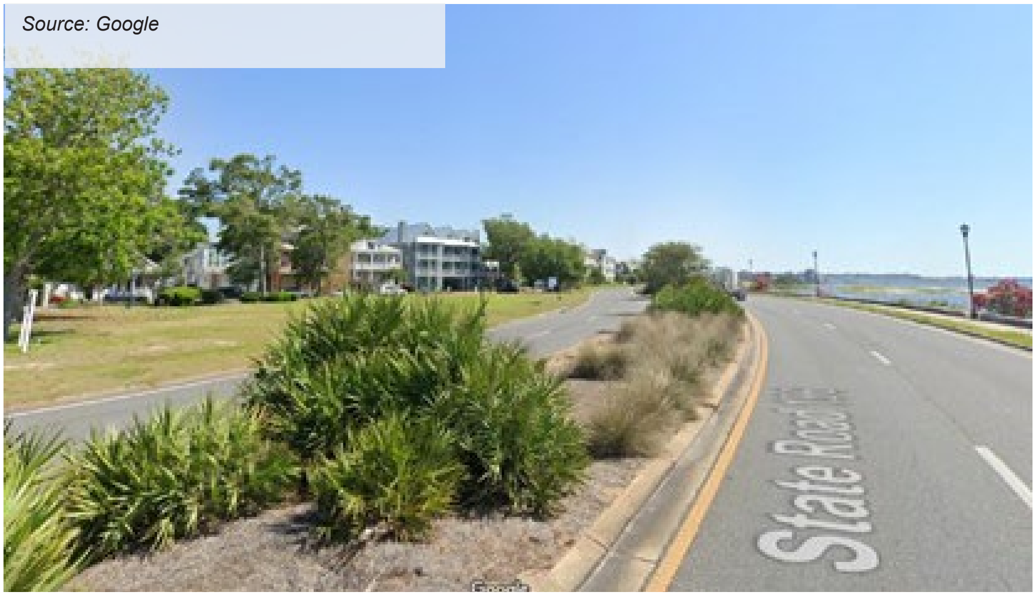
- West Garden Street (US 98 from A Street to Alcaniz Street)
- West Main Street from S Clubbs Street to S Spring Street
- East Main Street from S Tarragona Street/Bayfront Parkway
- North Palafox Street from East Wright Street to West Garden Street
- North Palafox Street from W Gadsen Street to West Jackson Street
- East Wright Street from North Palafox Street to North 6th Avenue
- Bayfront Parkway

Figure 27 West Garden Street at A Street



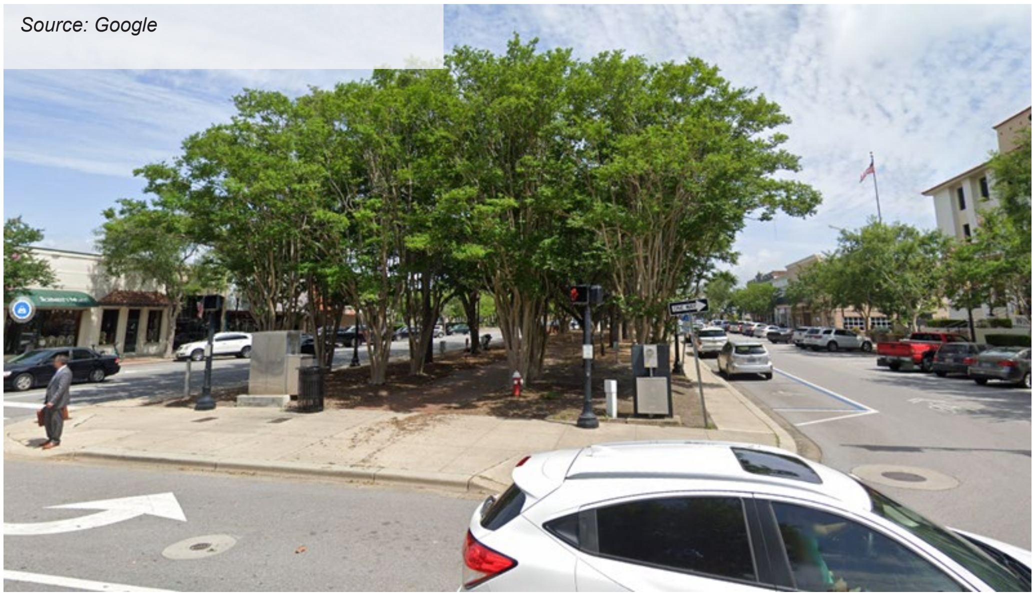
Source: Google

Figure 28 Bayfront Parkway



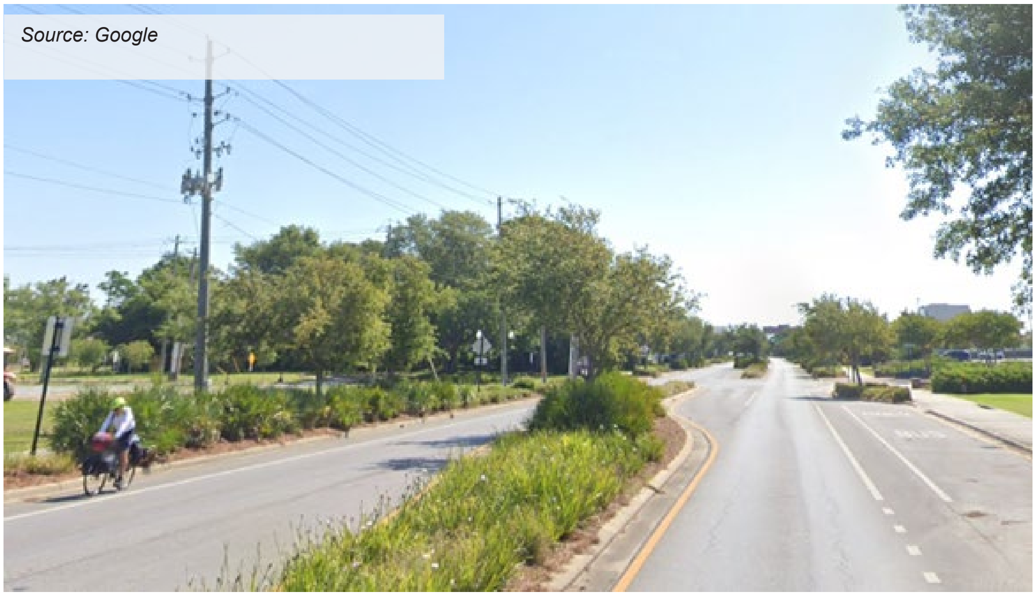
Source: Google

Figure 29 N Palafox Street



Source: Google

Figure 30 W Main Street



Source: Google

2.4 Intersections

Intersections serve as the space that brings together all the various modes of transportation. Intersections need to be designed effectively and safely for the system to function properly. The Active Transportation Plan describes various intersections that need critical attention. The ATP identifies 10 high crash intersections in need of improvements to address unsafe conditions. Five of these intersections fall within the CRA districts.

Westside

- Barrancas Avenue and W Main Street
- Barrancas Avenue and W Garden Street

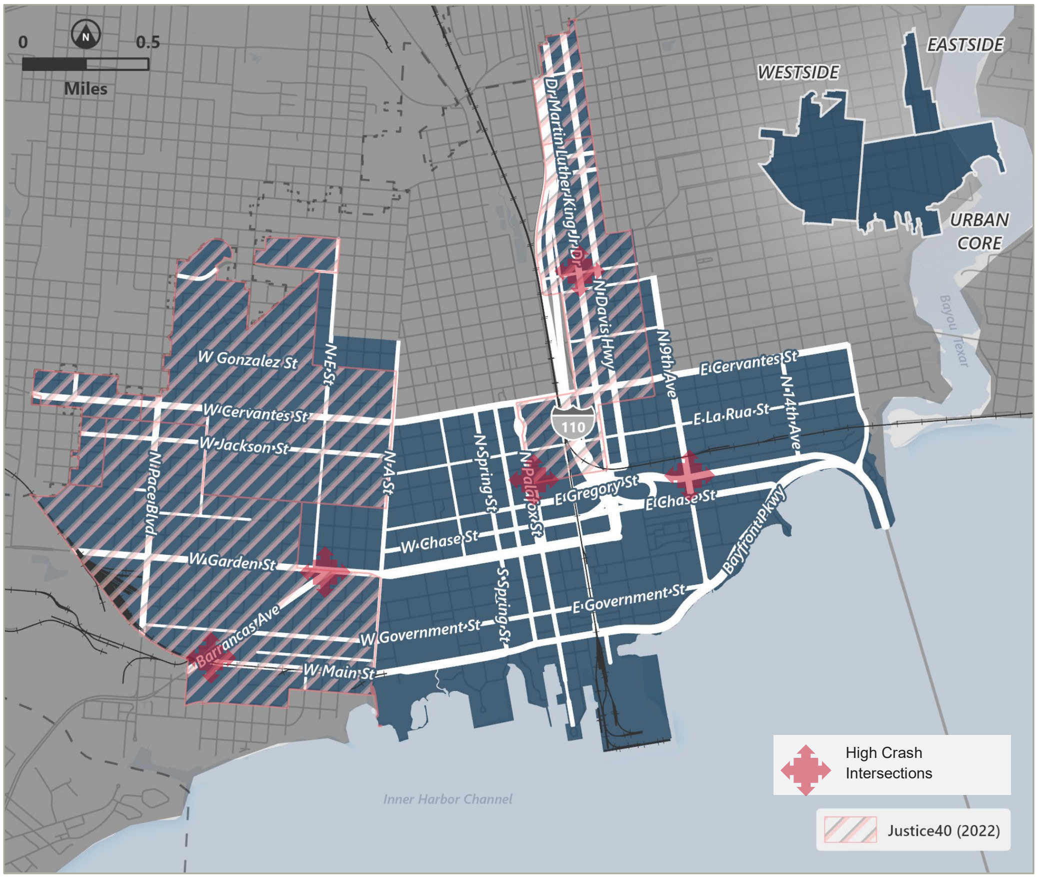
Eastside

- MLK Drive and E Blount Street

Urban Core

- N Palafox Street and W Wright Street
- N 9th Avenue and E Gregory Street

Figure 31 High Crash Intersections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W Gonzalez St
N E St
W Cervantes St
W Jackson St
N Pace Blvd
N A St
N Spring St
N Palafox St
E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
Barrancas Ave
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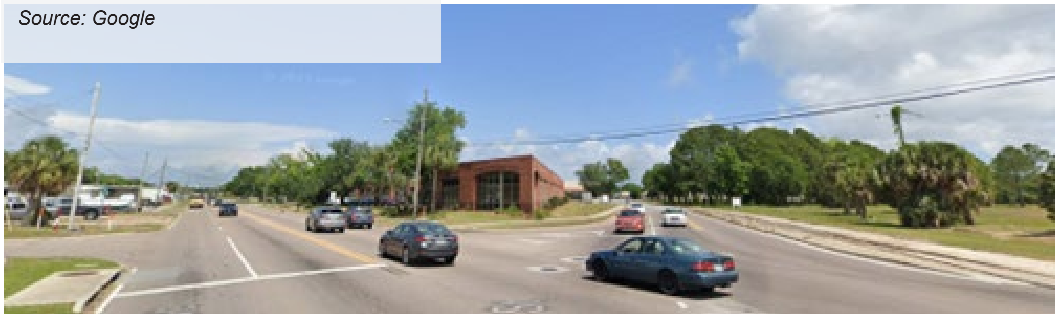
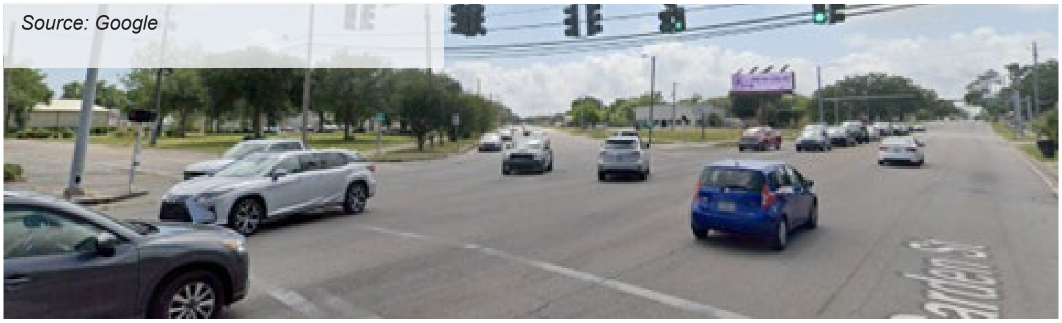
E Government St
W Main St
Inner Harbor Channel
High Crash Intersections
Justice40 (2022)

Figure 32 Barrancas Avenue and W Main Street



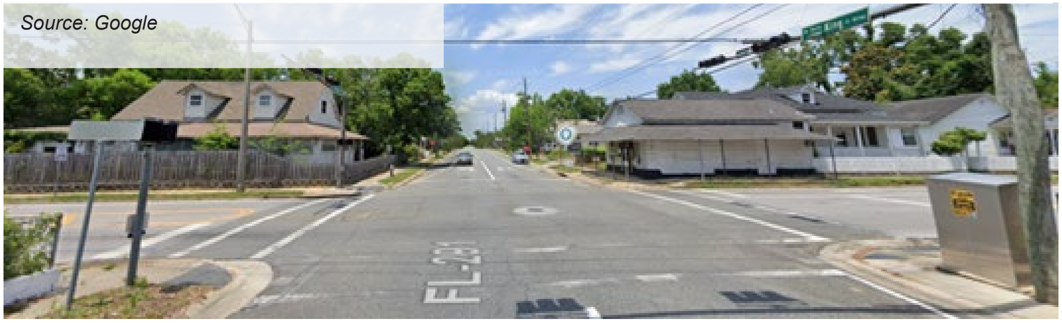
Source: Google

Figure 33 Barrancas Avenue and W Garden Street



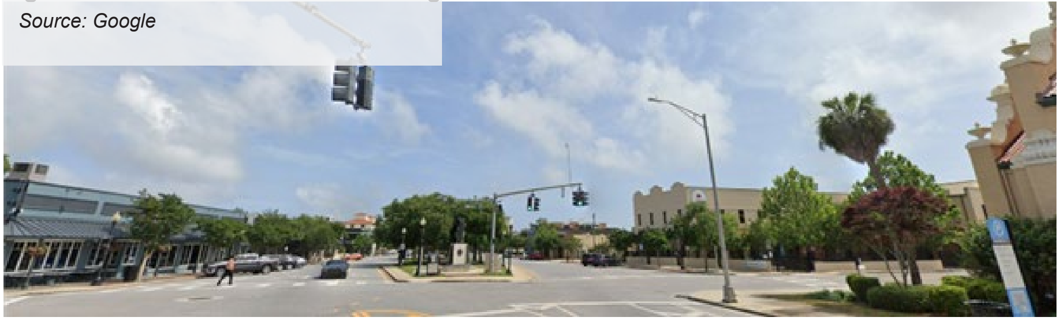
Source: Google

Figure 34 Dr MLK, Jr. Drive and E Blount Street



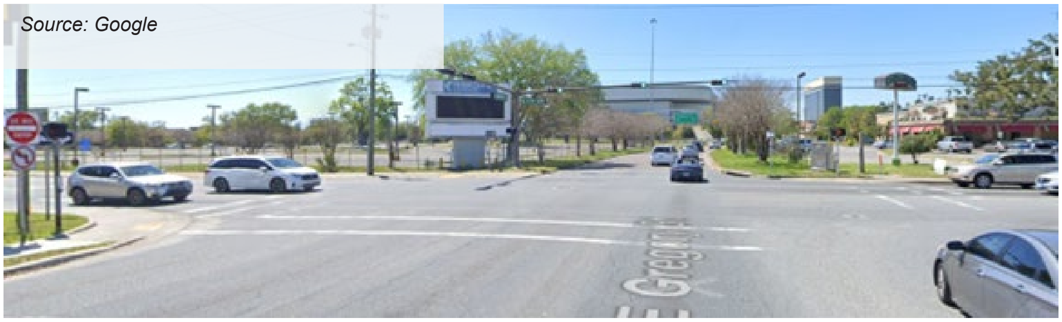
Source: Google

Figure 35 N Palafox Street and W Wright Street



Source: Google

Figure 36 N 9th Avenue and E Gregory Street

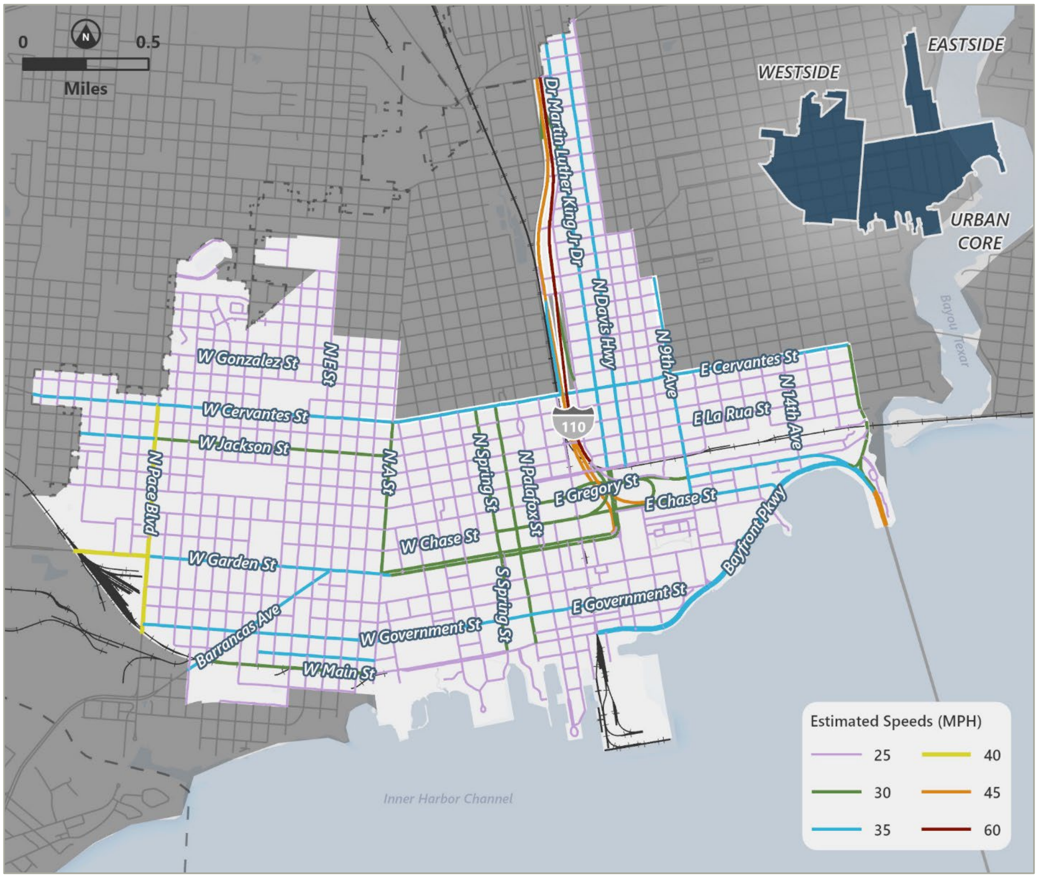


Source: Google

2.5 Posted Speed Limits

Speed plays an instrumental role in crashes including cause and severity of injuries. Speed influences a driver's cone of vision, stopping distance, and crash risk. The higher the speed, the smaller the driver's cone of vision is, stopping distance is increased, and the risk of a crash is increased. The posted speed limits within the CRA districts vary from 25 miles per hour (mph) to 40 mph on urban streets and between 45 mph and 60 mph when I-110 is included along with its ramps.

Figure 37 Posted Speed Limits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W Jackson St
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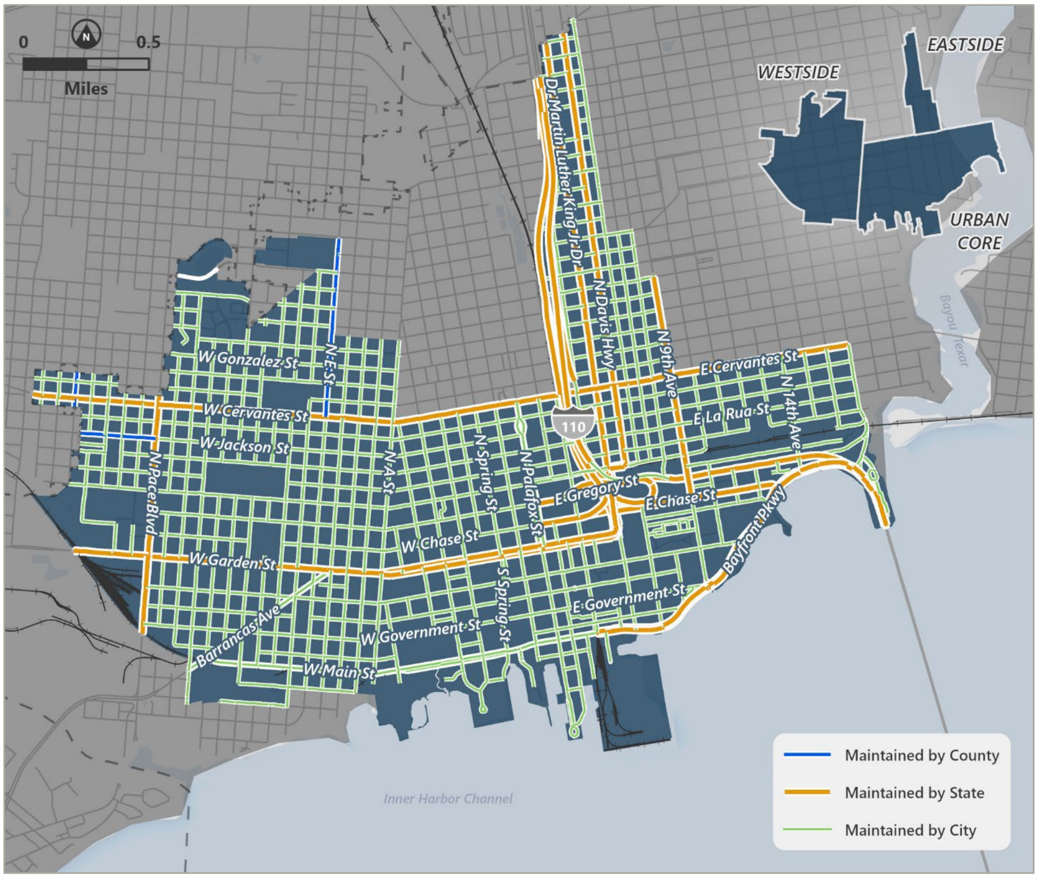
N Palafox St
E Gregory St
E Chase St
W Chase St
Bayfront Pkwy
W Garden St
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Estimated Speeds (MPH)
25
30
35
40
45
60

2.6 Roadway Maintenance

The entity responsible for road maintenance is a key stakeholder when it comes to supporting and implementing improvements. **Figure 38** illustrates the maintenance of the roads within the CRA district.

Figure 38 Roadway Maintenance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Bayfront Pkwy
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Barrancas Ave
W Main St
Inner Harbor Channel
Maintained by County
Maintained by State
Maintained by City

The summary of miles of roadways and the agency responsible for maintenance is as follows:

- 1.1 miles of roadways are identified as maintained by county of which are all in the Westside district. This represents 33% of all county roads in the city.
- 21 miles of roadways are identified as maintained by the state. This represents 39% of all state roads in the city.
- 90 miles are considered local roads and are maintained by the City of Pensacola. This represents 27% of all city roads.

3 Mobility Characteristics

While walkability considers several factors such as intersection density, proximity to transit stops, employment mix, and employment and household mix,[4] it has to include the infrastructure as well. A walkable city means providing a robust network of pedestrian and bicycle facilities that are designed to provide comfort and safety for all. There are many challenges with walkability across the three CRA districts. While the network of streets is predominately smaller to medium blocks, which makes walking easier, the lack of a sidewalk network, bike facility network, lack of crosswalks, and roadway dimensions makes mobility a top priority for residents.

3.1 Pedestrian and Bicycle Facilities

The three CRA districts have a total of 111.9 miles of sidewalks.[5] Based on the Environmental Protection Agency's (EPA) National Walkability Index,[6] the CRA districts have a score between 15.26 – 20 resulting in being in the most walkable category as shown in **Figure 39**. While the EPA's index tells one part of the story that measures the areas of probability of people walking as a mode of transportation based on three main factors: street intersection density, proximity to transit stops, and diversity of land-uses; the other part of the story is whether or not there are pedestrian facilities (sidewalks etc.).

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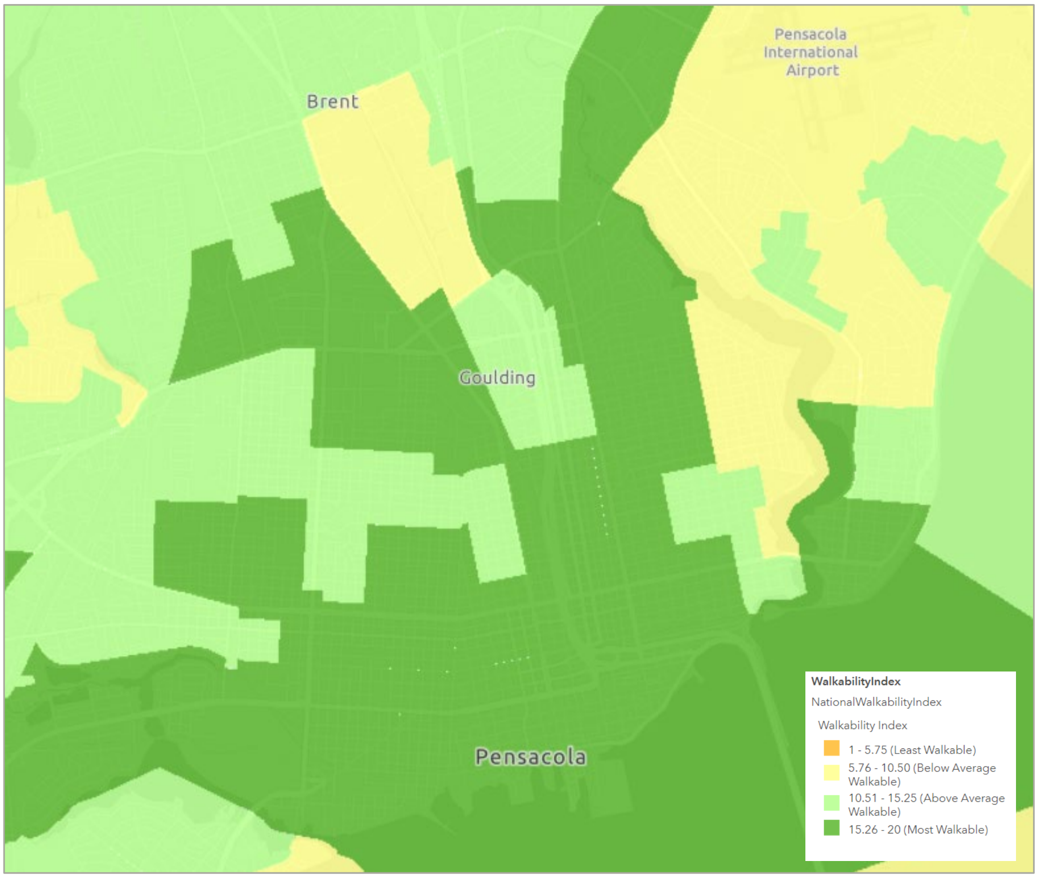
[4] EPA National Walkability Index

[5] City of Pensacola Public Sidewalks layer.

[6] National Walkability Index (arcgis.com)

Figure 39 City of Pensacola EPA Walkability Index

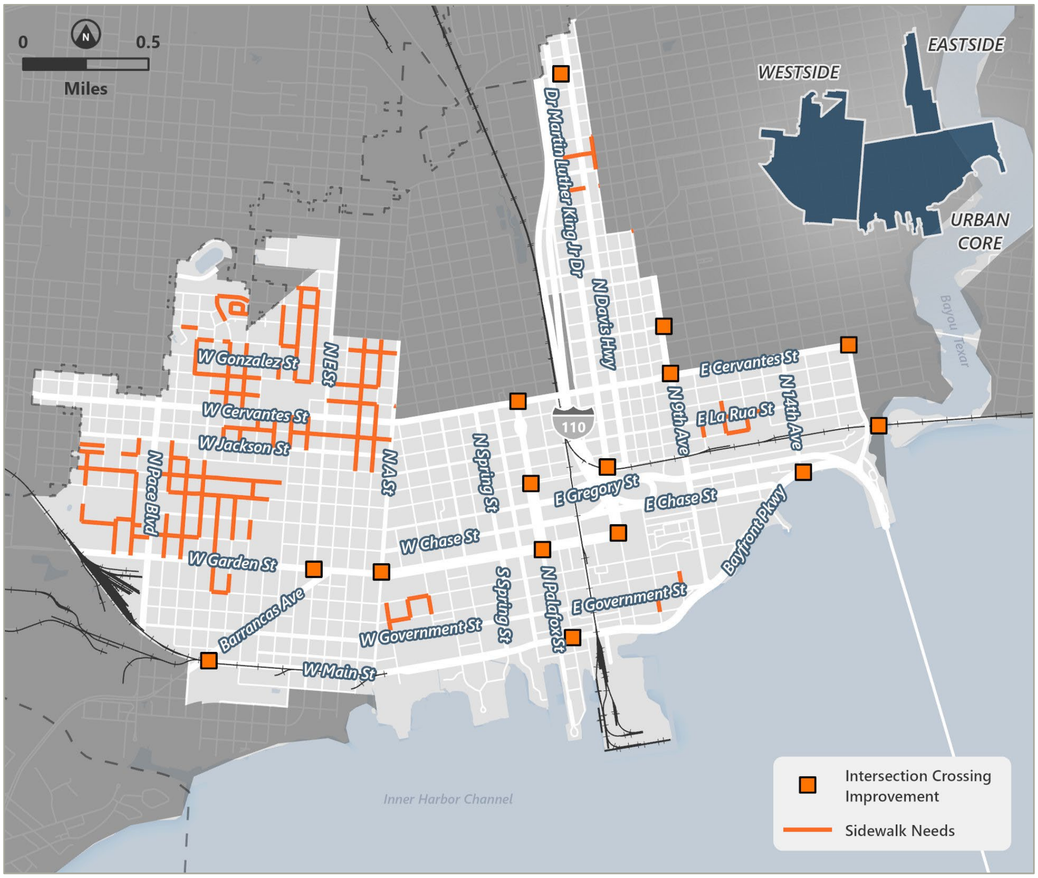

Pensacola International Airport
Brent
Goulding
Pensacola
WalkabilityIndex
NationalWalkabilityIndex
Walkability Index
1 - 5.75 (Least Walkable)
5.76 - 10.50 (Below Average Walkable)
10.51 - 15.25 (Above Average Walkable)
15.26 - 20 (Most Walkable)

Source: EPA

SIDEWALKS

Based on the City of Pensacola's data from 2018, the Urban Core has the most sidewalks at 64.1 miles; Eastside has 15.5 miles; Westside has the most miles at 32.3 but the least complete network of the three districts. The Active Transportation Plan (ATP) for the city identifies new sidewalk and intersection crossing needs as shown in **Figure 40**. ATP identified over 15 miles of sidewalk needs across the CRA districts representing 13.4% of the current network. This does not include sidewalks that are in need of repair. The Westside district has the most need for sidewalks, representing 83% of all sidewalk gaps.

Figure 40 ATP New Sidewalk and Intersection Crossing Improvements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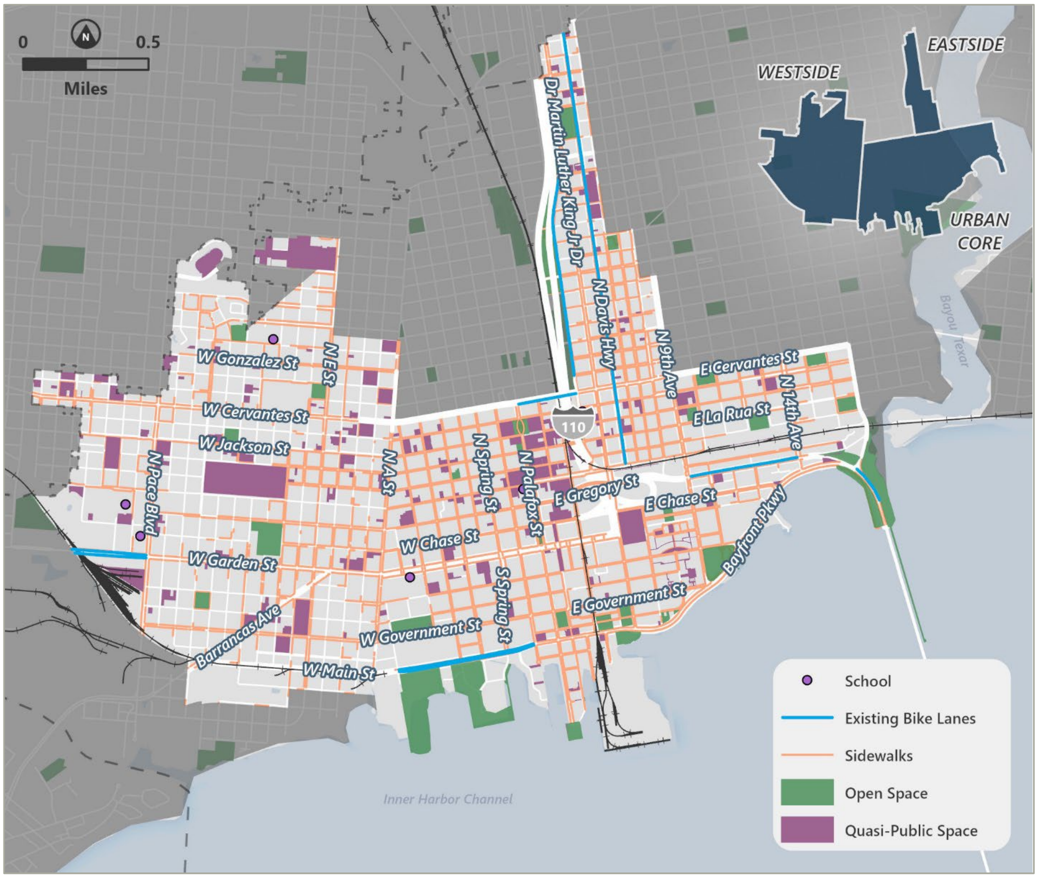
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
Intersection Crossing Improvement
Sidewalk Needs

The city has established a sidewalk prioritization model which scores new sidewalk needs based on six criteria: safety, school proximity, new access, latent demand, connectivity, and existing demand. This is an important tool for making sure residents have mobility and access. High

priority improvement locations total approximately 16 miles. The Westside district accounts for 11.5 of those miles.[7]

Figure 41 Pedestrian and Bike Facilities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W Chase St
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S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
School
Existing Bike Lanes
Sidewalks
Open Space
Quasi-Public Space

The city has also specifically assessed sidewalks under the requirements of Americans with Disabilities Act (ADA) which include curb ramps, obstacles, and hazards. The ADA of 1990 is a civil rights statute to provide persons with disabilities protections against discrimination in all areas of public life, including jobs, schools, transportation, and all public and private places as well as accessibility to those spaces that are open to the general public including the public rights-of-way.

The ADA sidewalk assessment data from 2020 shows that only a fraction of the existing sidewalks are fully ADA compliant with most being moderately non-compliant. The assessment includes sidewalk repairs, ADA ramps, and “fill in the gaps” or small new segments of sidewalk that are missing causing an ADA concern. The city allocates $200K annually and the CRA allocates $300k annually in the Urban Core district as part of the complete streets efforts that go towards mitigating

these barriers. It is worth noting this does not reflect any mitigation efforts the city has completed in the past four years.

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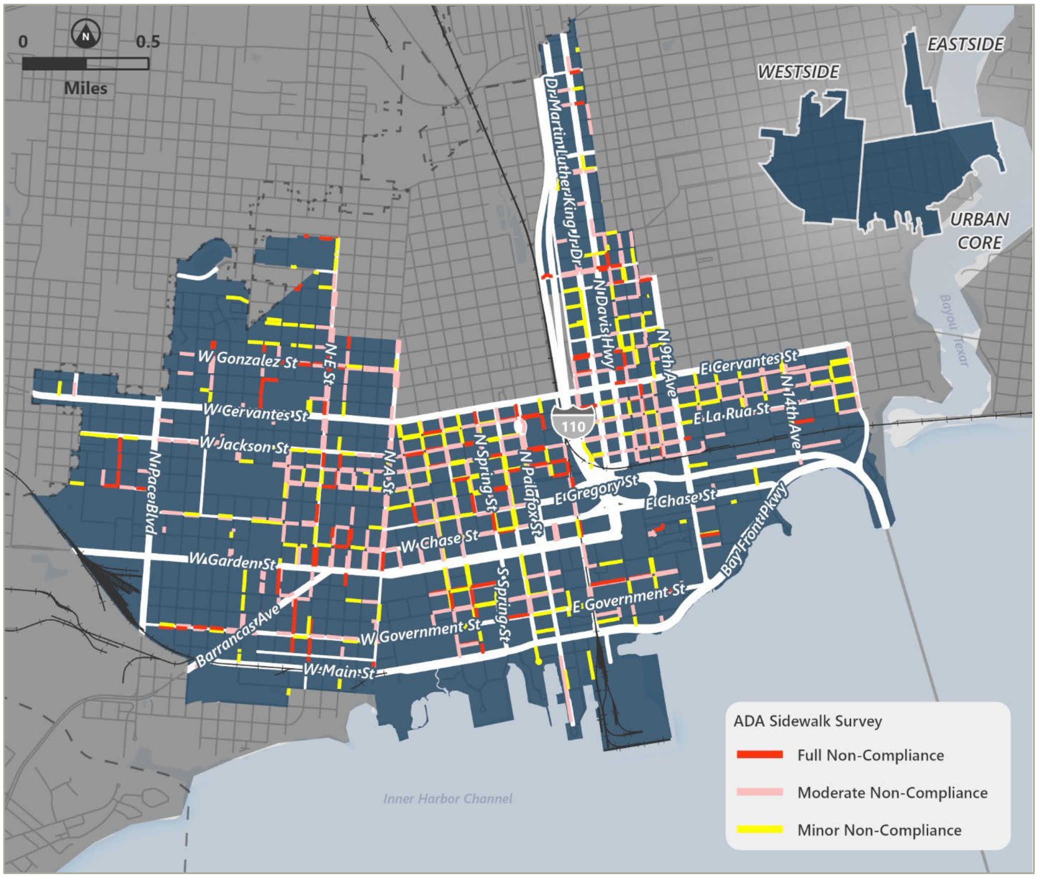
[7] Based on City of Pensacola data from 2018.

Figure 42 ADA Sidewalk Assessment - Compliance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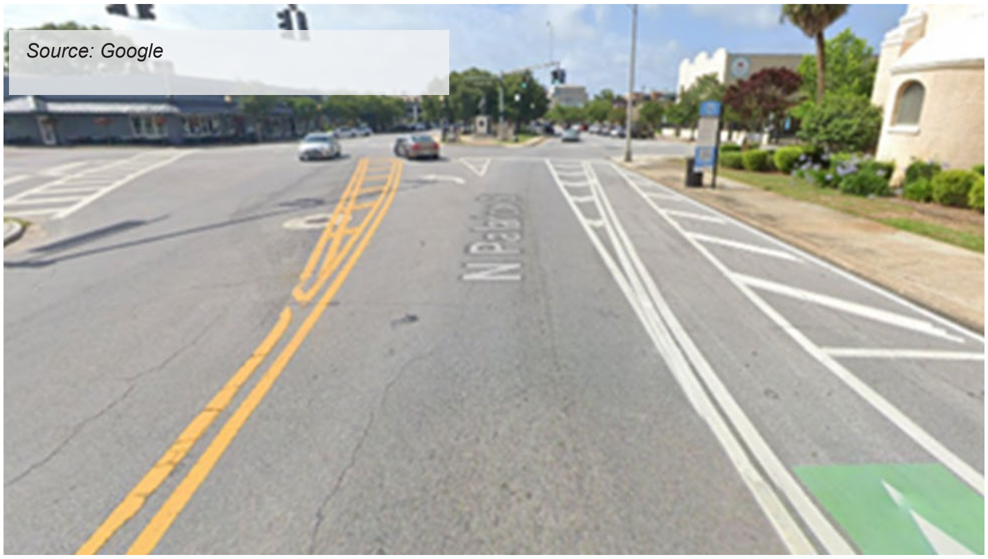
S Spring St
E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
ADA Sidewalk Survey
Full Non-Compliance
Moderate Non-Compliance
Minor Non-Compliance

BIKE LANES

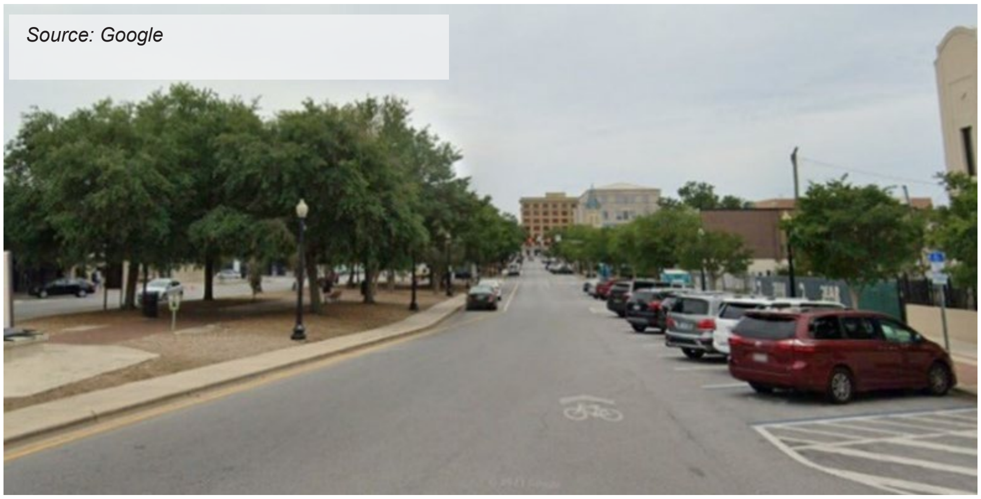
Bike lanes, where they exist may be confusing as at the intersection of N Palafox and Wright where the bike lane disappears across this major intersection and becomes a sharrow on the other side. The data received from the city is incomplete, showing only a few streets with bike lanes.

Figure 43 N Palafox Bike Lane



Source: Google

Figure 44 N Palafox Bike Sharrow



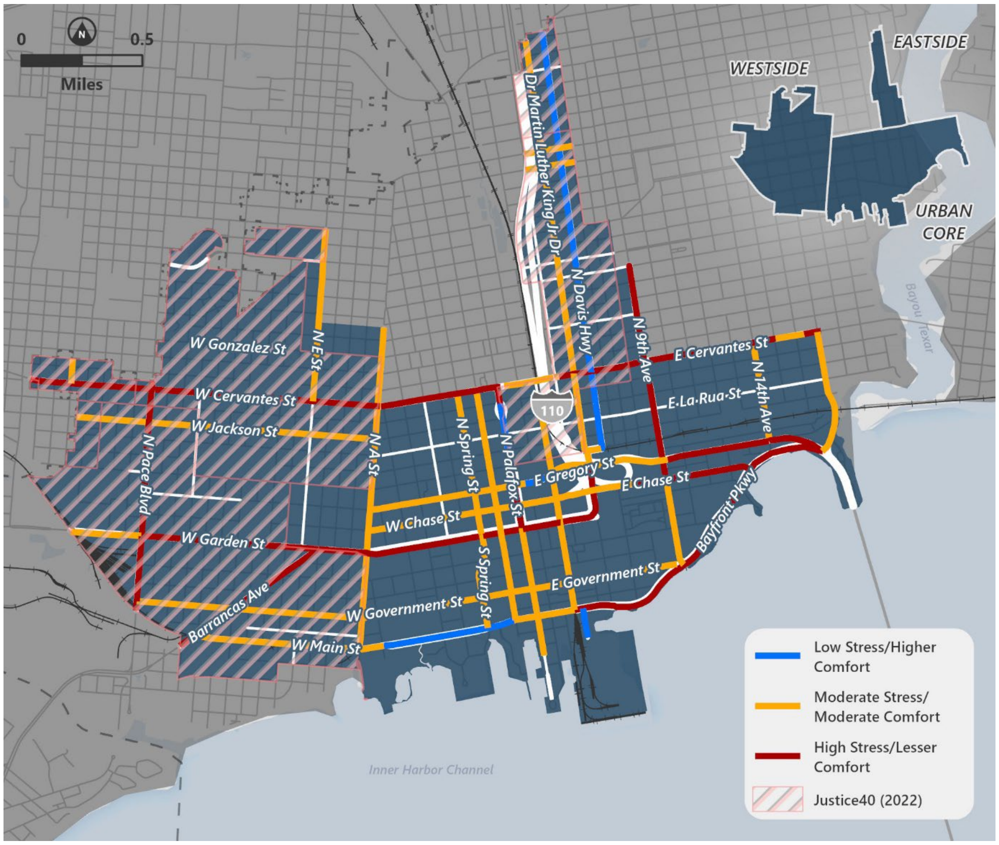
Source: Google

3.2 Level of Traffic Stress

A level of traffic stress (LTS) analysis was conducted as part of the Active Transportation Plan. The LTS assesses the overall comfort level that pedestrians and cyclists have on streets. The LTS looks at the number of vehicles driving on a street per day, the posted speed, and whether bicycle infrastructure is available on major roadways.

The CRA districts have a significant amount of high and moderate stress roads. While the Urban Core shows the highest concentration of these roads, the Westside district is more impacted by them from a disadvantaged community perspective.

Figure 45 Level of Stress (ATP)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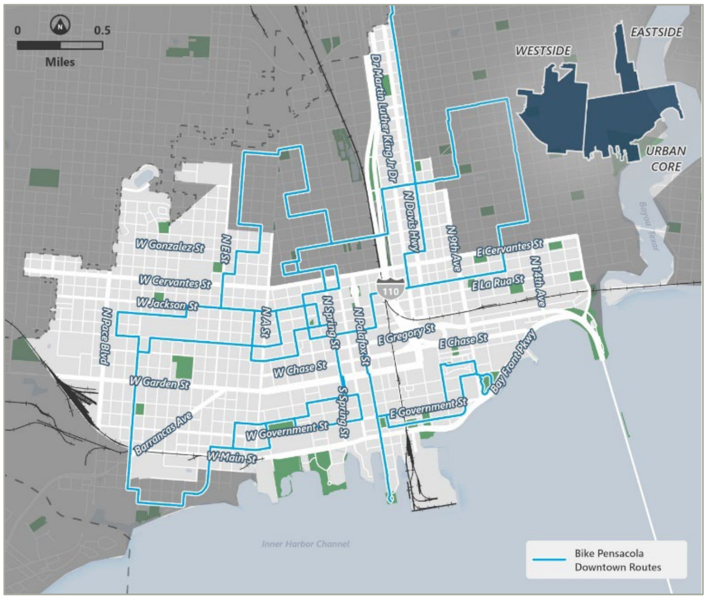
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Low Stress/Higher Comfort
Moderate Stress/Moderate Comfort
High Stress/Lesser Comfort
Justice40 (2022)

APPENDIX

Figure 46 Bike Pensacola Bike Routes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Inner Harbor Channel
Bike Pensacola Downtown Routes

Bike Pensacola, a local bike advocacy group has published a few safe riding routes.[8] Routes are established as a way to draw attention to the need for safe, connected and reliable bike infrastructure.

These makeshift routes avoid the roadways that have a high to moderate stress/comfort level.

3.3 Parking

Parking plays a major role in an area's mobility. It can be an asset if thoughtfully located as part of supporting local businesses or as part of meeting the needs of residents. But parking can be a liability when ineffective policies place a premium on parking demands and as a result the pedestrian fabric of a community is eroded. Parking minimums and location along street frontages creates areas that are hostile to pedestrians due to heat island effects due to large areas of asphalt and lack of trees, underutilized parcels, lack of street definition.

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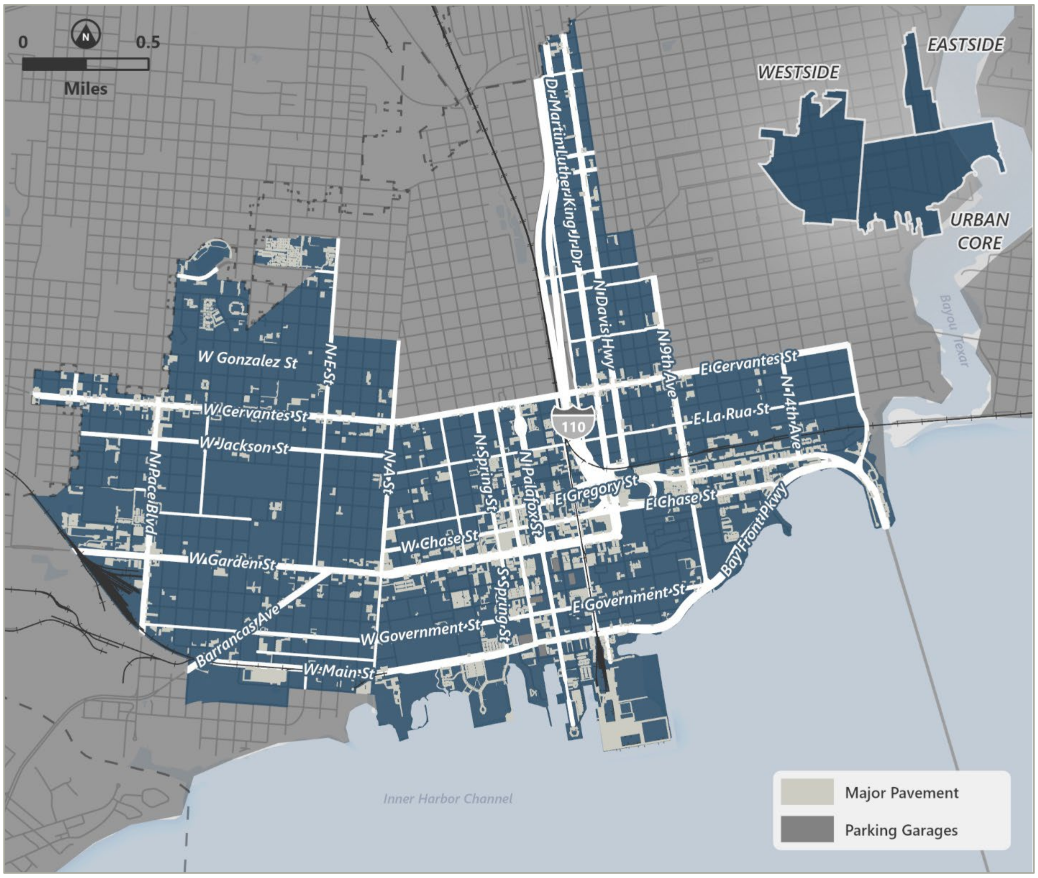
[8] Routes | Bike Pensacola

Figure 47 Major Paved Areas and Garages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Bay Front Pkwy
W Chase St
W Garden St
Barrancas Ave
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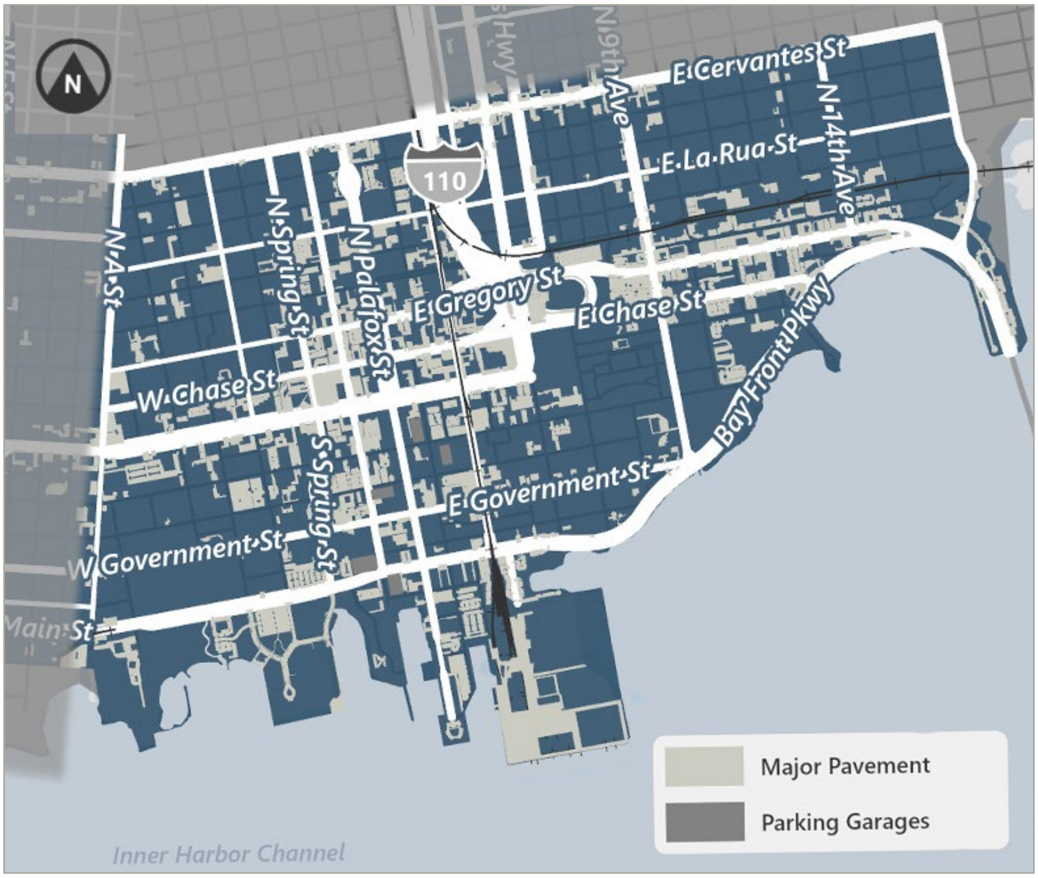
W Main St
Inner Harbor Channel
Major Pavement
Parking Garages

The Urban Core has 208 acres of surface parking within its district in addition to four garages. In the city's 2016 Parking study, it was calculated that the Urban Core had a total of 20,853 spaces of which 4,413 spaces (21%) are on-street parking-both marked and unmarked spaces.

Figure 48 Major Paved Areas and Garages – Urban Core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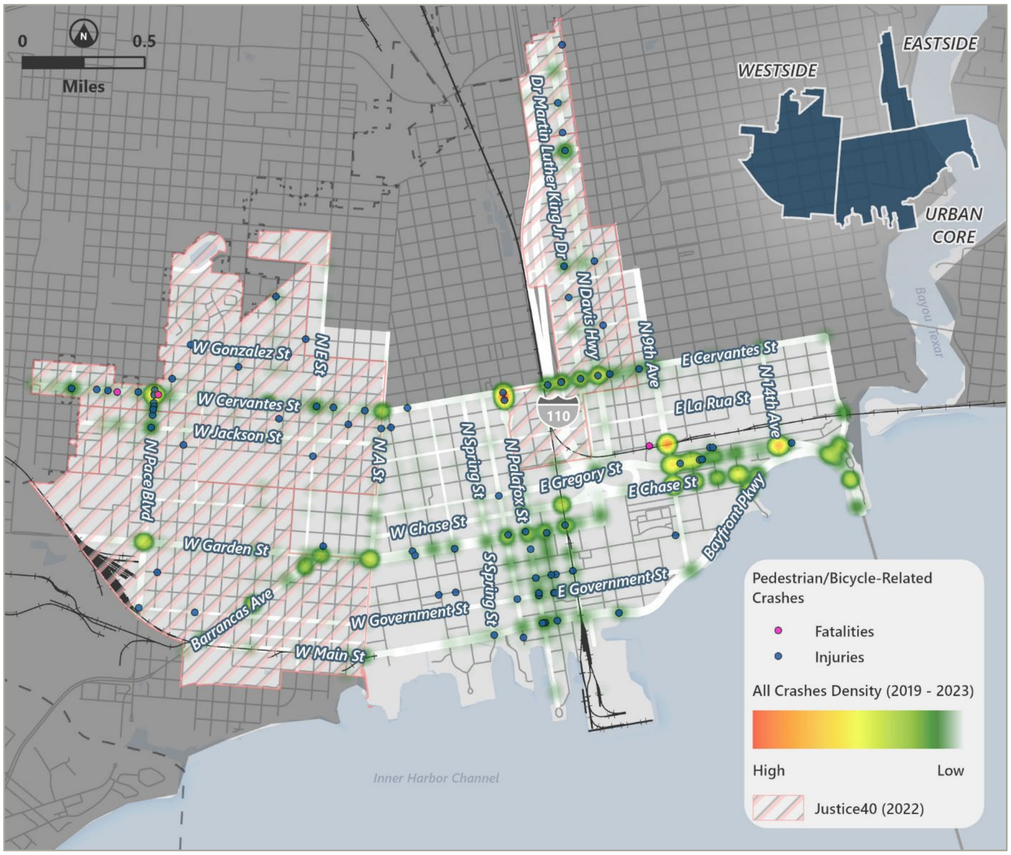
Main St
Inner Harbor Channel
Major Pavement
Parking Garages

3.4 Crashes

Crash data analyzed from 2019 - 2023 was provided by Signal 4 Analytics. The highest crash densities occur along the East/West corridors of W Cervantes St, portions of E Cervantes St, W Garden St, E Gregory St, and E Chase St. The highest numbers of fatalities and serious injuries occurring in disadvantaged communities.

Figure 49 Crash Density and Pedestrian/Bicycle Severity Map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Barrancas Ave
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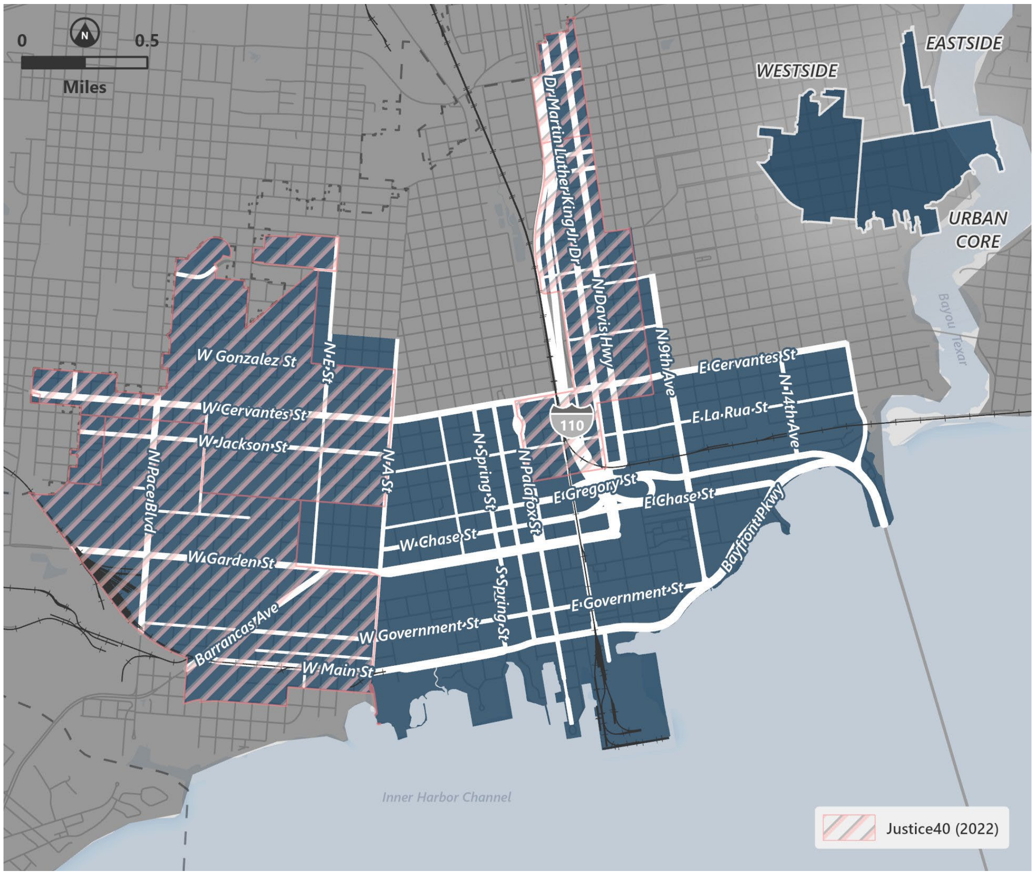
E Government St
W Government St
W Main St
Inner Harbor Channel
Pedestrian/Bicycle-Related Crashes
● Fatalities
● Injuries
All Crashes Density (2019 - 2023)
High
Low
▨ Justice40 (2022)

4 Equity

The United States Department of Transportation, as part of the Justice40 initiative, defines Disadvantaged Communities as those that experience a cumulative burden or are underserved across eight categories: climate change, energy, health, housing, legacy pollution, transportation, water and wastewater, and workforce development. The Climate and Environmental Justice Screening Tool (CEJST) shows the composite scoring under these eight categories as shown on **Figure 50.**

Figure 50 Justice40 Disadvantaged Communities 2022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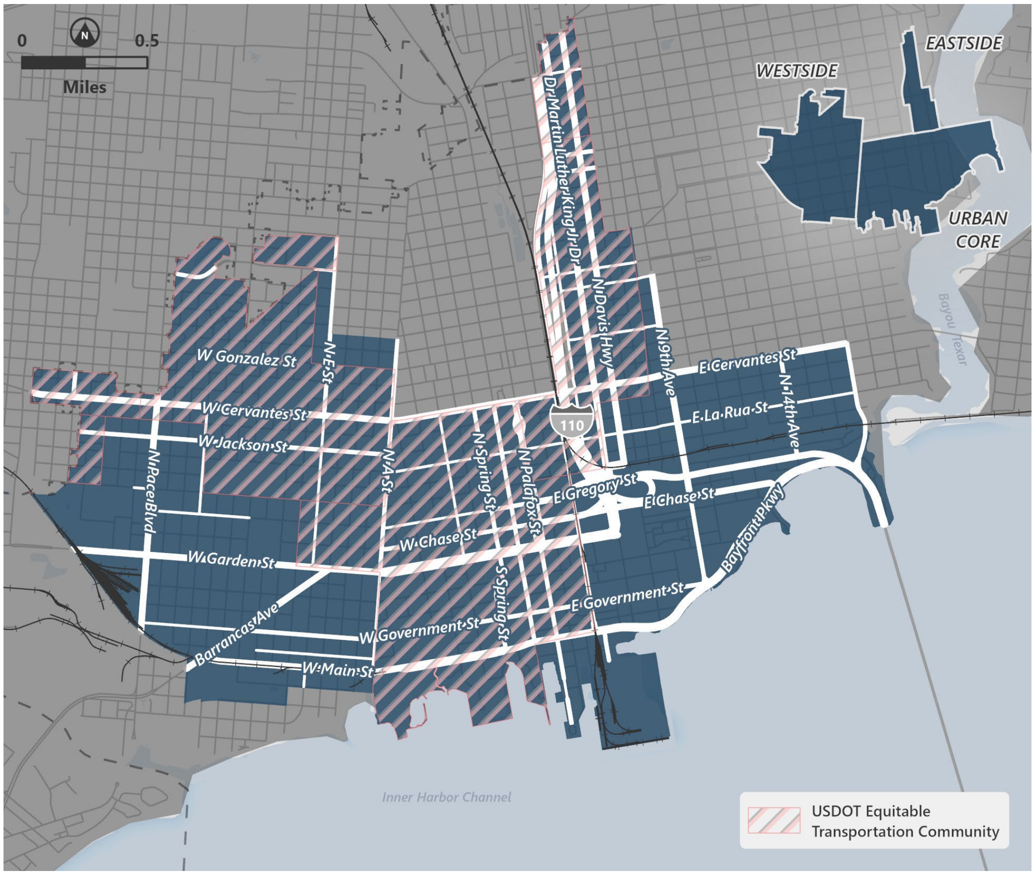
Barrancas Ave
W Main St
Inner Harbor Channel
Justice40 (2022)

The USDOT Equitable Transportation Community (ETC) tool then filters out five of the eight categories for a more detailed understanding of the data as seen on **Figure 51** and listed below:

- Transportation Insecurity
- Health Vulnerability
- Environmental Burden
- Social Vulnerability
- Climate & Disaster Risk Burden

In this section, the disadvantage communities will be discussed in more specificity and will focus on the ETC data. It is worth noting, that for the purposes of applying for any USDOT Justice40 program the CEJST should be used as the primary tool to identify disadvantaged communities. The maps shown throughout the existing conditions analysis, where appropriate, are shown with the CEJST data as a layer.

Figure 51 ETC Disadvantaged Communities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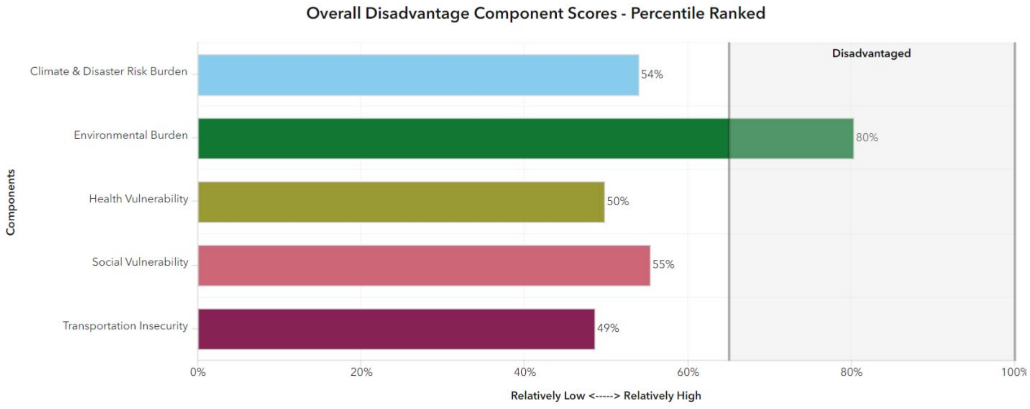
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
USDOT Equitable Transportation Community

The City of Pensacola's composite score ETC results based on State average shows the following breakdown across the five components:

Figure 52 City of Pensacola ETC Composite Scores State Percentile



Source: USDOT ETC

The City of Pensacola has 54% of census tracts considered to be disadvantaged communities based on composite scores across the five components.

4.1 Transportation Insecurity

Under transportation insecurity there are three measures that determine a composite score for each indicator: Transportation Cost Burden, Transportation Access and Transportation Safety. USDOT states that "Transportation insecurity occurs when people are unable to get to where they need to go to meet the needs of their daily life regularly, reliably, and safely. Nationally, there are well-established policies and programs that aim to address food insecurity and housing insecurity, but not transportation insecurity. A growing body of research indicates that transportation insecurity is a significant factor in persistent poverty."[9]

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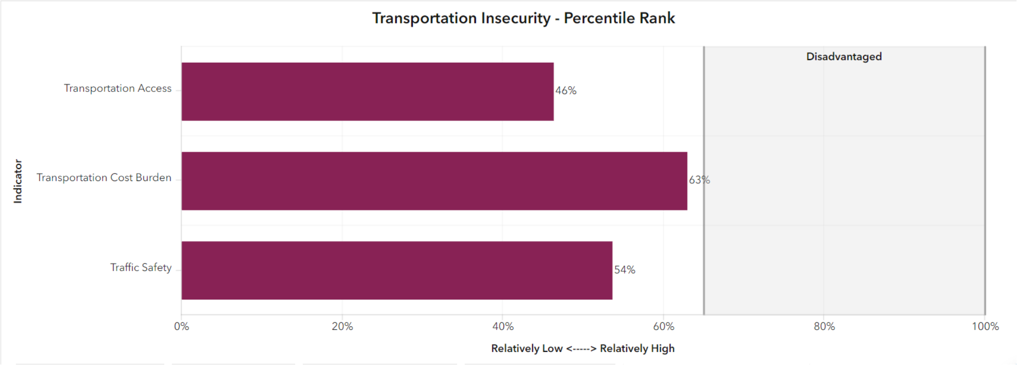
[9] Three Major Components of DOT's Justice40 Initiative | US Department of Transportation

Figure 53 City of Pensacola ETC Transportation Insecurity Percentile Rank



Source: USDOT ETC

For Transportation Insecurity while the city under this category does not reach the level of being disadvantaged, there are pockets of census tracts with high percentile rank indicators of transportation cost burden followed by traffic safety. Further breakdown shows tracks that include the Eastside District rank in the 99th percentile for transportation cost burden as compared to the 63% city percentile rank. Some of the Urban Core census tracts under overall disadvantage show 79th percentile rank for transportation cost burden and 75th percentile rank for traffic safety as compared to the 46% city percentile rank. Census tracts in some of the Westside district show the highest percentile of 99th and 96th percentile rank for transportation cost burden and traffic safety respectively as compared to the 54% city percentile rank.

4.2 Environmental Characteristics

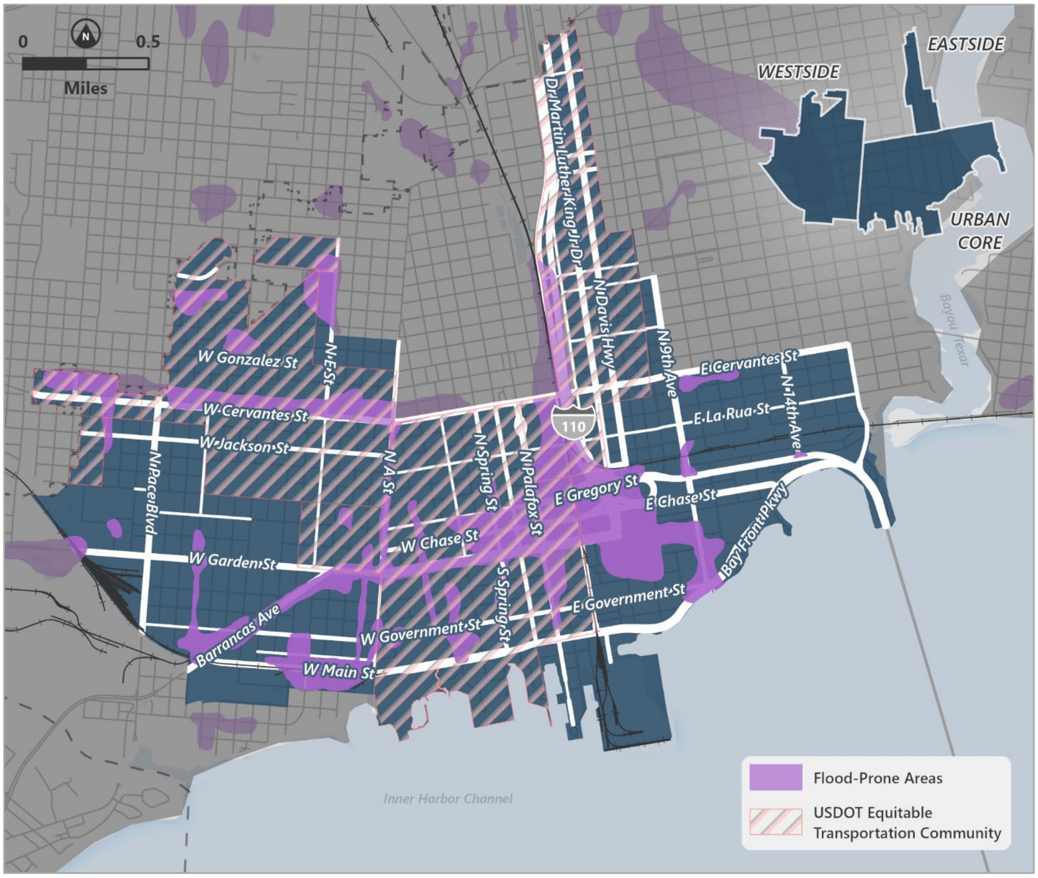
Flood prone areas are a major concern and problem for residents across the CRA districts. Flooding has significant impact on daily life and economic prosperity. Stormwater flood-prone areas are primarily along major roadways in Westside and Urban Core while on the Eastside, flooding occurs primarily under I-110 as shown in **Figure 54**. Section 4.3 further discusses the impact of impervious areas on equity. A map showing the overlap that exists between major paved areas (surface parking) and the location of these flood-prone areas is shown in **Figure 55**.

Typical flooding issues in the CRA districts are caused by a variety of factors such as:

- Lack of storm drain infrastructure
- Undersized storm drain infrastructure
- Infrastructure which is damaged or has exceeded service life
- Quantity of impervious surfaces which were mostly constructed before formal state stormwater rules were in effect
- Tailwater elevation in areas within a few blocks of the waterfront
- Recent flooding/natural disasters and more intense rainfall events over the last two decades.

Since most of the CRA districts are highly developed with areas downstream highly developed, the cost of implementing strategies that would address these issues are extremely high and take many years to fund. In many cases, government must weigh cost feasible alternatives to major infrastructure projects such as the construction of regional stormwater ponds, construction of floodable public space, and acquisition of property with repetitive flooding issues.

Figure 54 Flood-Prone Areas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Barrancas Ave
W Main St
Inner Harbor Channel
Flood-Prone Areas
USDOT Equitable Transportation Community

4.3 Impervious Areas

One of the five components measured to understand equity in communities is Climate & Disaster Risk Burden. Under this component there are three indicators, one of which is impervious surfaces (from land cover). Per USDOT's technical documentation for the Equitable Transportation Community (ETC), "impervious surfaces, such as roads and parking lots, can have a variety of negative consequences, especially in communities that are already disproportionately exposed to environmental burdens. These surfaces generate and amplify heat islands, resulting in poor air quality and an increased risk of heat-related illnesses and death."

Based on the USDOT ETC data, census tracts that includes the Westside District show in the 77th percentile rank for impervious surfaces, Urban Core census tracts show it is in the 61st percentile rank, and Eastside census tracts show it is in 92nd percentile rank.

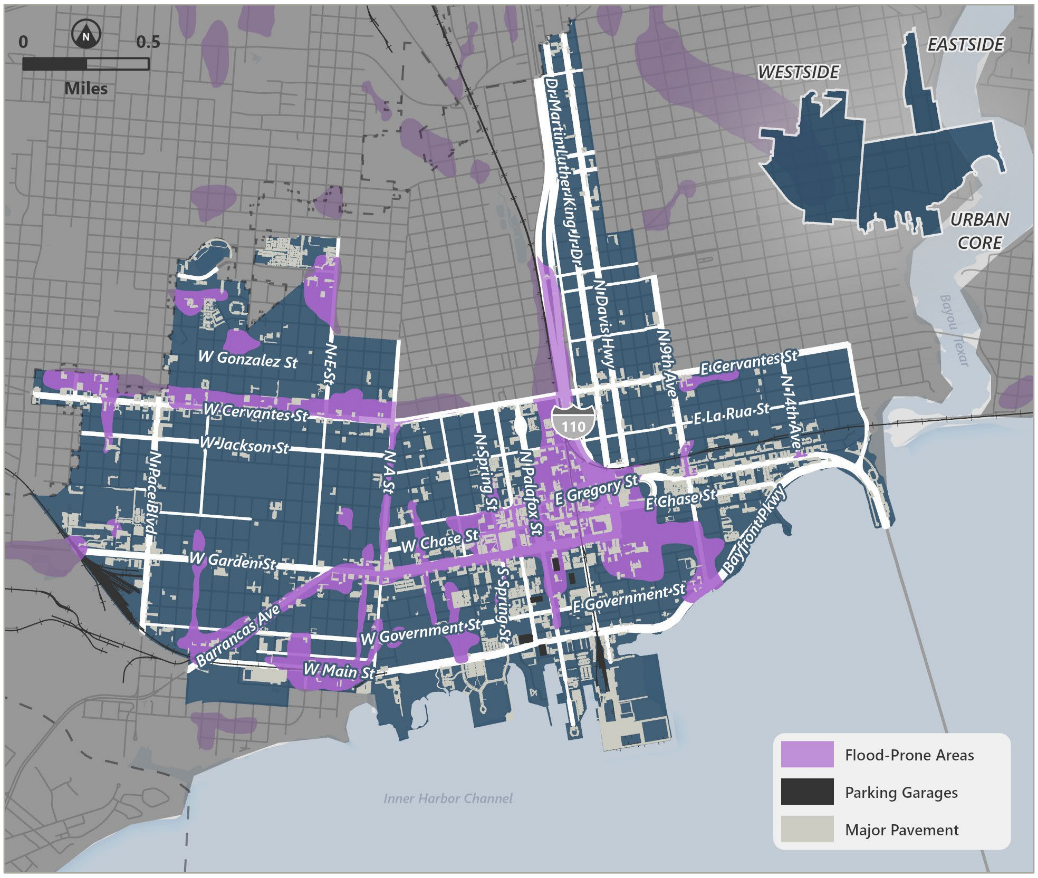
Parking being a major contributor to impervious areas, the breakdown of major paved areas (surface parking) is as follows:

Across the three CRA districts, there are approximately 333 acres of major paved (surface parking) areas equivalent to approximately 711 areas, with an average size of .40 acres. Location of these areas are primarily along major commercial corridors and where flood-prone areas exist as seen in **Figure 55**.

Table 1. CRA District Major Paved Areas

CRA District	Number of Major Paved Areas	Acreage	Average size (acres)
Westside	254	110	.43
Eastside	57	15	.26
Urban Core	400	208	.52

Figure 55 Flood-Prone Areas and Major Paved Areas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E Gregory St
E Chase St
Bayfront Pkwy
W Chase St
W Garden St
Barrancas Ave
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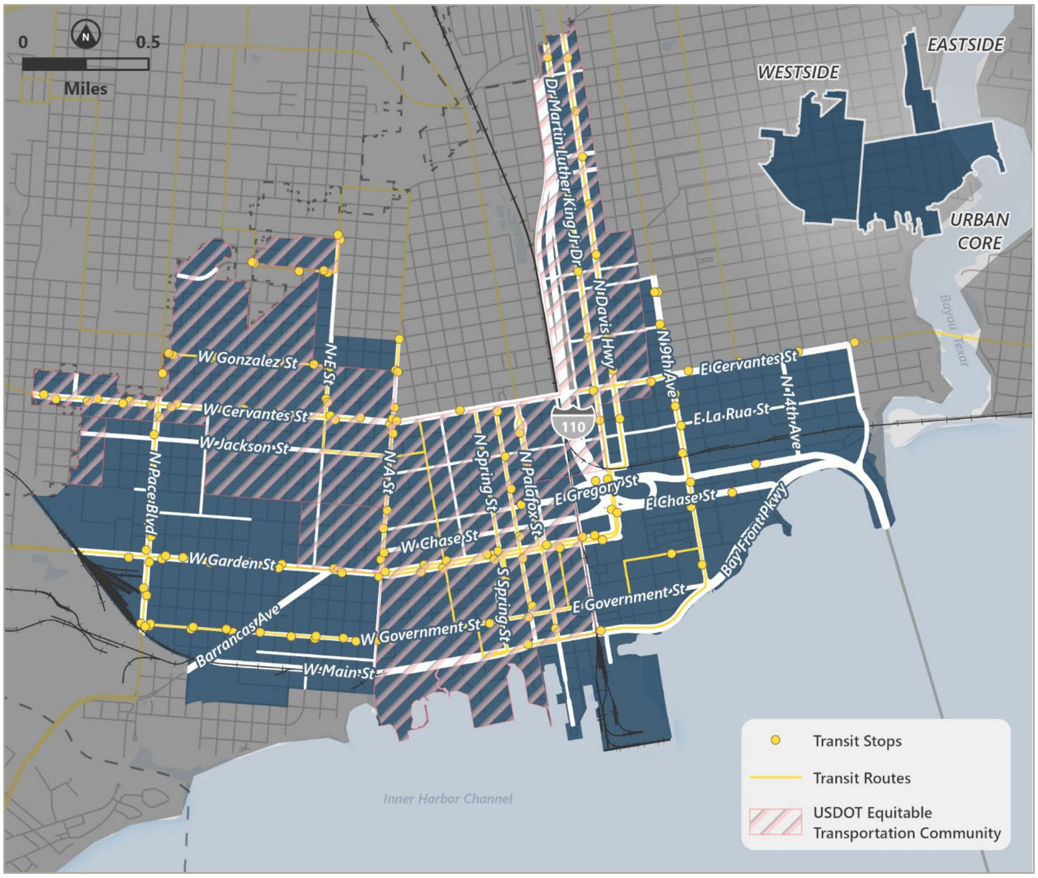
E Government St
W Main St
Inner Harbor Channel
Flood-Prone Areas
Parking Garages
Major Pavement

4.4 Transit

Escambia County runs the only transit service in the area. There are a total of six routes, most of which cover the urban core but provide less coverage in the Westside and Eastside.

Figure 56 USDOT Transportation Disadvantaged Communities and Transit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Bay Front Pkwy
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W Garden St
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E Government St
Barrancas Ave
W Government St
W Main St
Inner Harbor Channel
● Transit Stops
Transit Routes
▨ USDOT Equitable Transportation Community

5 Community Input

Below is a high-level summary of the input received from various public workshops. The community's experience regarding mobility and accessibility further supports the data analyzed and described in previous sections of this document.

Challenges

- Intersections are unsafe for bike/ ped crossing
- Speeding vehicles
- Lack of maintenance on existing pedestrian flashing crosswalk lights
- Lack of pedestrian crosswalks
- Lack of maintenance on existing sidewalks
- Lack of sidewalks
- Lack of protected space or roadways that accommodate pedestrians and bicycles and connect them across all districts and neighborhoods
- Lack of places to walk to i.e., restaurants or stores (Westside)
- Flooding issues are a big challenge
- Many underutilized parking lots
- Vehicle dominated streets make pedestrians and bicyclist feel unsafe
- Roadways that are the most unsafe or are barriers in districts are State roads

Strengths

- New streetscape in South DeVillers
- Streetscape on Government Street
- Beach Trolley

Opportunities

- Pedestrian separated walkways/bridges to cross dangerous arterials
- Optimize the use of what has already been built
- Take inventory of unused or underutilized properties
- Expand Longhollow stormwater pond with under-utilized properties around it
- Create a Mobility Hub that better connects bus, micro transit, ferry, Historic District, Palafox, and commercial areas

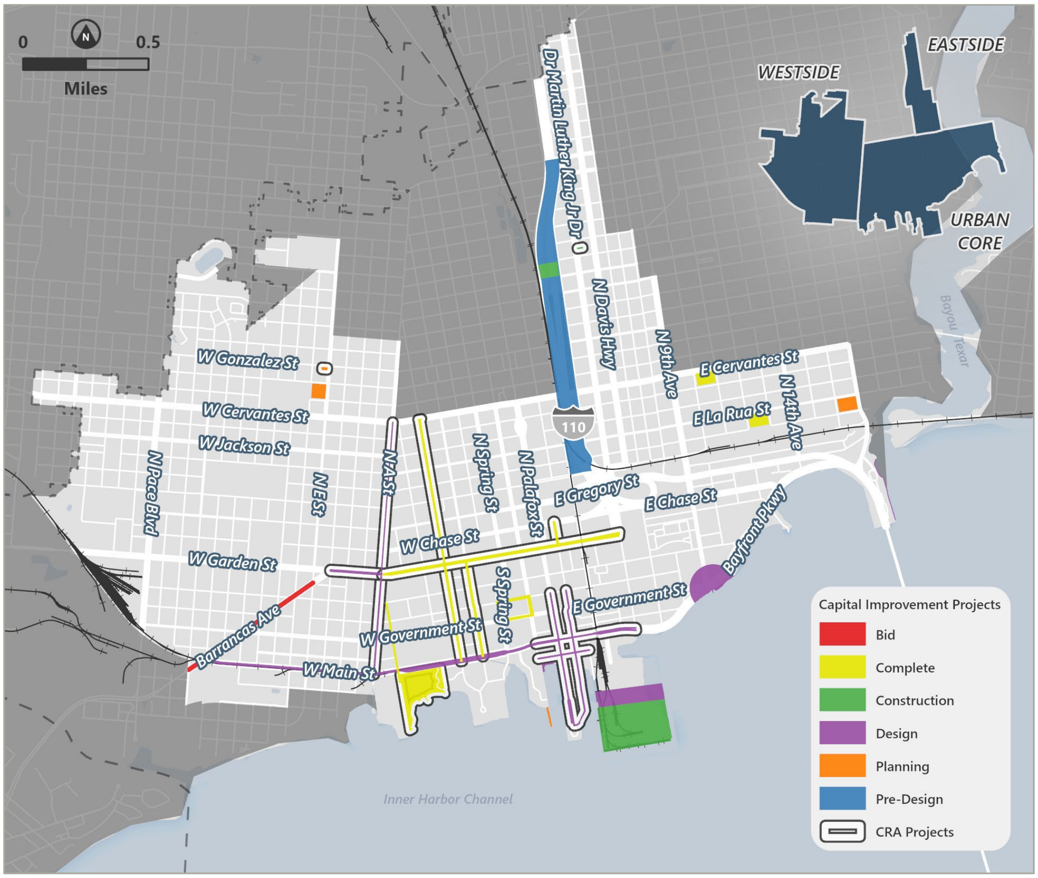
6 Planned Transportation Improvements

Several roadways within the CRA districts were found to have improvements planned for the coming years or are currently undergoing improvements. The following section summarizes key documents listed in the Reference section.

6.1 City of Pensacola Capital Improvement Program

A capital improvement program (CIP) is the funding of construction, major repair, or purchase of capital items such as roadways, bridges, and buildings. This program is typically a five-year horizon of which the first year is the entity's capital budget. The capital budget is adopted and implemented. The CIP considers community needs, financial capability, and future needs in determining which projects are placed in the program. It is the most influential tool by which to shape the quality and types of projects a city undertakes. **Figure 57** is a map illustrating these improvements, as obtained from the city data at the time of this report. The projects shown are categorized by the current phase of the project. CRA projects are shown with an outline.

Figure 57 Capital Improvement Program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Inner Harbor Channel
Capital Improvement Projects
Bid
Complete
Construction
Design
Planning
Pre-Design
CRA Projects

Table 2. Capital Improvement Projects – CRA Projects

City Division	Project Type	Project Phase	Schedule Term
CRA	Hashtag Roadway Revitalization Project	Design	TBD
CRA	Bruce Beach Park Improvements - Phase 1	Complete	Complete
CRA	A Street Revitalization Project	Design	TBD
CRA	General Daniel "Chappie" James, Jr. Museum and Flight Academy - Phase II	Construction	TBD
CRA	DeVilliers Streetscape Revitalization - Phase 1	Complete	Summer 2021

City Division	Project Type	Project Phase	Schedule Term
CRA	DeVilliers Streetscape Revitalization - Phase 2	Complete	Summer 2021
CRA	Bruce Beach Park Improvements - Phase 2	Construction	Fall 2024
CRA	West Garden Street Landscape Beautification Project: A to C	Design	TBD
CRA	Alice Williams Rehabilitation Project	Planning	TBD
CRA	East Garden District Streetscape	Complete	Summer 2022
CRA	Reus St Revitalization Project Phase 1	Complete	Summer 2021
CRA	East Garden Street Landscape Beautification Project: Alcaniz to A	Complete	Summer 2022

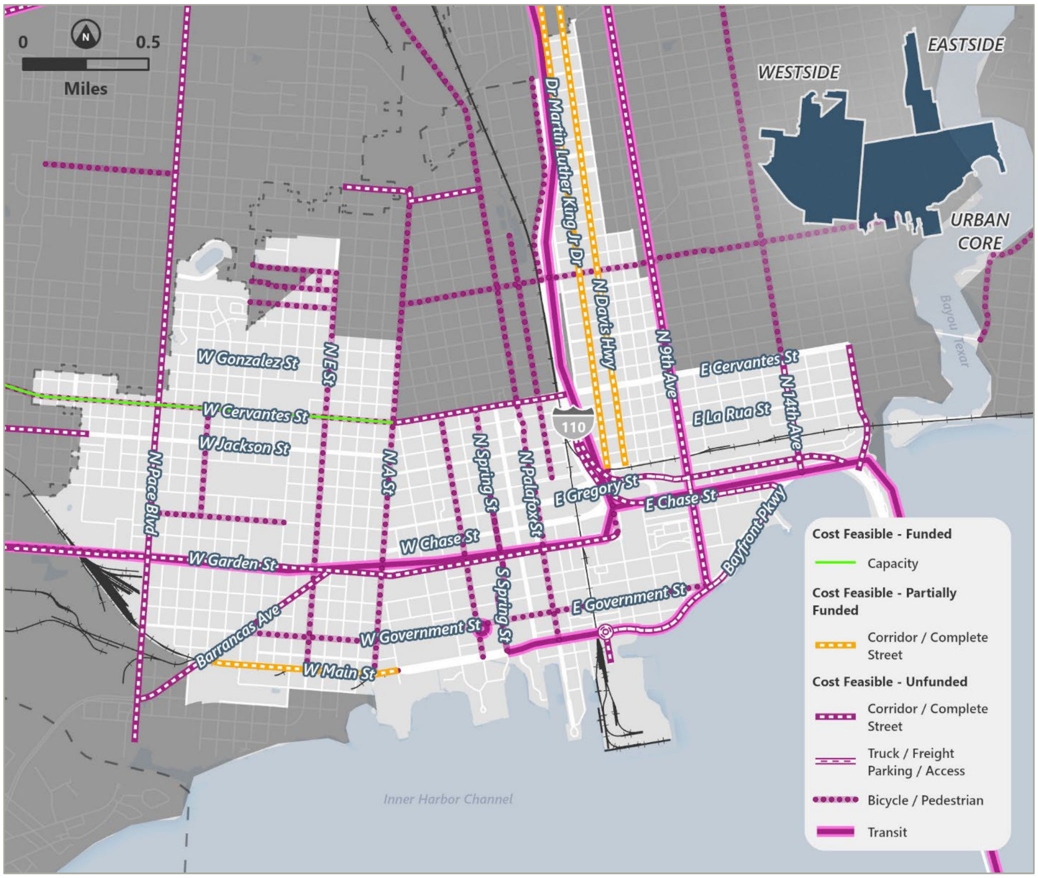
6.2 Florida/Alabama Transportation Planning Organization Long Range Transportation Plan

The 2045 Long Range Transportation Plan (LRTP) for the Florida-Alabama Transportation Planning Organization (FL-AL TPO) outlines the 25-year vision for transportation in the region, which includes Escambia and Santa Rosa Counties in Florida, and Baldwin County in Alabama. The LRTP establishes goals and allocated projected revenues to transportation programs and projects. The plan addresses both the region's current and future transportation needs.

The transportation projects in the plan are grouped into five key categories:

- **Capacity Projects**: Adding lanes and improving road capacity.
- **Complete Streets/ Corridor Projects**: Enhancing streets for all users
- **Intersection Projects**: Improving intersections for better traffic flow and safety.
- **Transit Projects**: Enhancing bus services and expanding transit infrastructure.
- **Bicycle/Pedestrian Projects**: Expanding bike lanes, sidewalks, and multi-use paths.

Figure 58 Needs Plan - FL-AL Transportation Planning Organization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W Main St
Inner Harbor Channel
Cost Feasible - Funded
Capacity
Cost Feasible - Partially Funded
Corridor / Complete Street
Cost Feasible - Unfunded
Corridor / Complete Street
Truck / Freight Parking / Access
Bicycle / Pedestrian
Transit

Table 3. Cost Feasible Projects – Funded Projects CRA Districts Sample

Corridor	From	To	Project Description	Segment Length
Garden Street	W Street	Alcaniz Street	Corridor Management Plan/Complete Streets Study	2.45
14th Avenue	Cervantes Street	Bayfront Parkway	Corridor Management Plan/Complete Streets Study	0.47
Gregory Street	I-110	Bayfront Parkway	Corridor Management Plan/Complete Streets Study	0.81

Corridor	From	To	Project Description	Segment Length
Chase Street	I-110	Bayfront Parkway	Corridor Management Plan/Complete Streets Study	0.55
W. Lee St, N. G St, N. F St	E St, Blount, Blount	J St, Moreno, Moreno	West Moreno	1.72
West Cervantes	A St	Dominguez	Corridor Improvements	2.24
N. E Main St	Garden St	Cervantes St	Corridor Improvements	0.60
L St	West Cervantes	Legion Field Park	Corridor Improvements	0.42
W Gregory St	L St	Pace Blvd	Corridor Improvements	0.19
N. Spring St	Garden St	Main St (South Segment)	Corridor Improvements	0.97
N. Reus St	Cervantes St	Main St	Corridor Improvements	0.97
Palafox St	Fairfield, Cervantes, SB Hayne St, Maxwell, Guillemard St	Main, Yonge, Maxwell, Blunt, Wright St	Corridor Improvements	2.93
W Navy Blvd	Bayou Chico Bridge	SR 292/Barrancas Ave	Bike Lanes	1.74
Gregory St	L St	G St	Corridor Improvements	0.33
W. Main St	E St	Clubbs St	Corridor Improvements	0.36
N. E Main St	Main St	Garden St	Corridor Improvements	0.40
A St	Maxwell St	Main St	Corridor Improvements	1.94

6.3 Active Transportation Plan

The ATP was adopted by the City of Pensacola August 2023. The ATP prioritizes reducing traffic-related fatalities and injuries, endorsing a Vision Zero approach, which aims for zero fatalities.

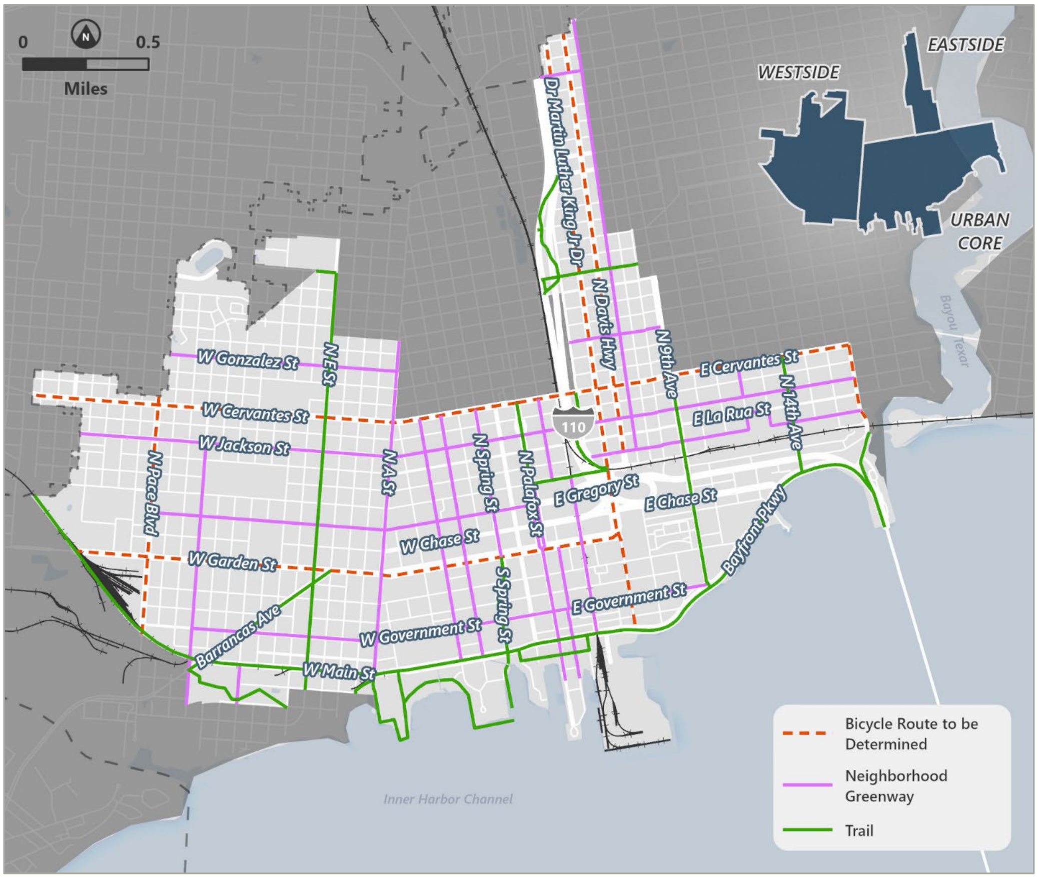
The plan also emphasizes filling gaps in the transportation network, linking key destinations such as schools, parks, and commercial areas. The goal is to accommodate all community members, and encourage alternative transportation modes to car travel.

The ATP creates a Future Network framework that includes three categories of pedestrian and bicycle focused infrastructure:

- Neighborhood Greenways
- Bike Routes
- Trails

The future network design recommendations include using context-sensitive designs to make streets safer and more accessible based on their location (urban, suburban, etc.), using countermeasures to calm traffic and improve crossings and expand the bicycle network.

Figure 59 ATP Future Network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E Government St
W Government St
Barrancas Ave
W Main St
Inner Harbor Channel
Bicycle Route to be Determined
Neighborhood Greenway
Trail

Table 4. ATP Future Network – CRA Districts

Project Name	Project Extents (TO)	Project Extents (FROM)	Project Type	CRA District
Dr Martin Luther King Jr Dr	E Jackson St	E Gonzalez St	Bicycle Route Tbd	Urban Core, Eastside
Dr Martin Luther King Jr Dr	E Gonzalez St	E Blount St	Bicycle Route Tbd	Eastside
N 17th Ave	E Maxwell St	Bayfront Pkwy	Bicycle Route Tbd	Urban Core
N Spring St	W Garden St	W Cervantes St	Neighborhood Greenway	Urban Core
W Gregory St	N A St	N Palafox St	Neighborhood Greenway	Urban Core, Westside
E Cross St	E Cross St	N 14th St	Neighborhood Greenway	Eastside
E Government St	S A St	S 9th Ave	Neighborhood Greenway	Urban Core, Westside
W Main St	S Glubbs St	S De Villiers St	Trail	Urban Core, Westside
S Spring St	W Main St	W Government St	Trail	Urban Core
E Blount St	N Guillemard St	N 9th Ave	Trail	Eastside
Burlington Northern Rail/Bill Gregory Park	N W St	Barrancas Ave	Trail	Westside

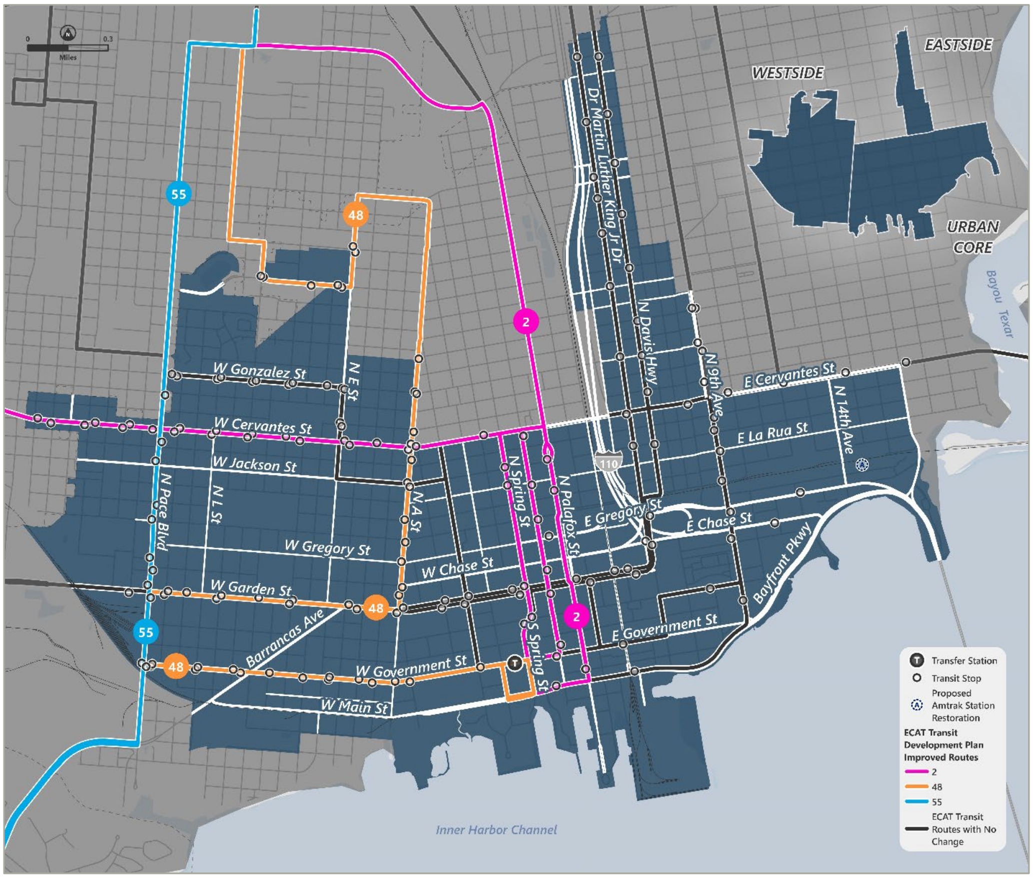
6.4 Escambia County Area Transit -Transit Development Plan (TDP), 2022 - 2031

The TDP is a 10-year planning document required by the Florida Department of Transportation (FDOT) to guide the development of transit systems. It covers the period from 2022 to 2031 and includes short-term and long-term strategies and goals for transit in Escambia County. ECAT serves an area of approximately 189 square miles, primarily within Escambia County, and includes connections to Santa Rosa County. The system operates over 1,000 stops with 285 miles of routes and serves more than 1.5 million annual passenger trips.

As part of the TDP, the Comprehensive Operations Analysis (COA) concluded that major changes to the system was needed to improve overall performance given that the population is expected to grow by 9.7% by 2030, with significant transit needs in urban areas. Major improvements include:

- Extended weekend services and extended hours
- Increased frequency on high demand routes, among them within the CRA boundaries are Routes 52 and 55 as shown in **Figure 60**
- Late night service
- Bus stop upgrades in high need areas
- Service to new areas with improved connectivity through enhanced first and last mile services or mobility on demand services which are nimbler and more flexible and provide greater coverage within districts

Figure 60 ECAT Proposed Improved Routes in CRA Districts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N Spring St
N Palafox St
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Inner Harbor Channel
Transfer Station
Transit Stop
Proposed Amtrak Station Restoration
ECAT Transit Development Plan Improved Routes
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48
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ECAT Transit Routes with No Change

6.5 MLK and Davis Conversion Feasibility Study

The feasibility study analyzed the ability to convert MLK Drive/Alcaniz Street and Davis Highway from their current one-way pair configuration to two-way traffic. The purpose is to improve general safety and restore the neighborhood roadway network grid in the Eastside Community Redevelopment Area. Currently, SR 291 (Davis Highway northbound, MLK Drive/Alcaniz Street southbound) is configured as two one-way pairs over a 2.2-mile stretch between Fairfield Drive and E. Wright Street. Recommendations are summarized as follows:

- Southern Tie-in at Wright Street: Intersection improvements, including potential signalization and pedestrian enhancements, are recommended to address safety concerns.
- Cervantes Street and Texar Drive: Additional turn lanes and traffic management measures are proposed to improve traffic flow.

- Magee Field: Several pedestrian safety improvements, including raised crosswalks and speed advisories, are recommended around Magee Field.
- Speed Limit: A 30 mph speed limit is recommended throughout the corridor.
- Lighting and Sidewalks: Enhanced LED lighting and the completion of sidewalk gaps are suggested to improve safety, especially for pedestrians.
- Signal Modifications: Adjustments to traffic signals to accommodate two-way traffic are necessary, along with additional signage to discourage wrong-way travel if the conversion is not implemented.

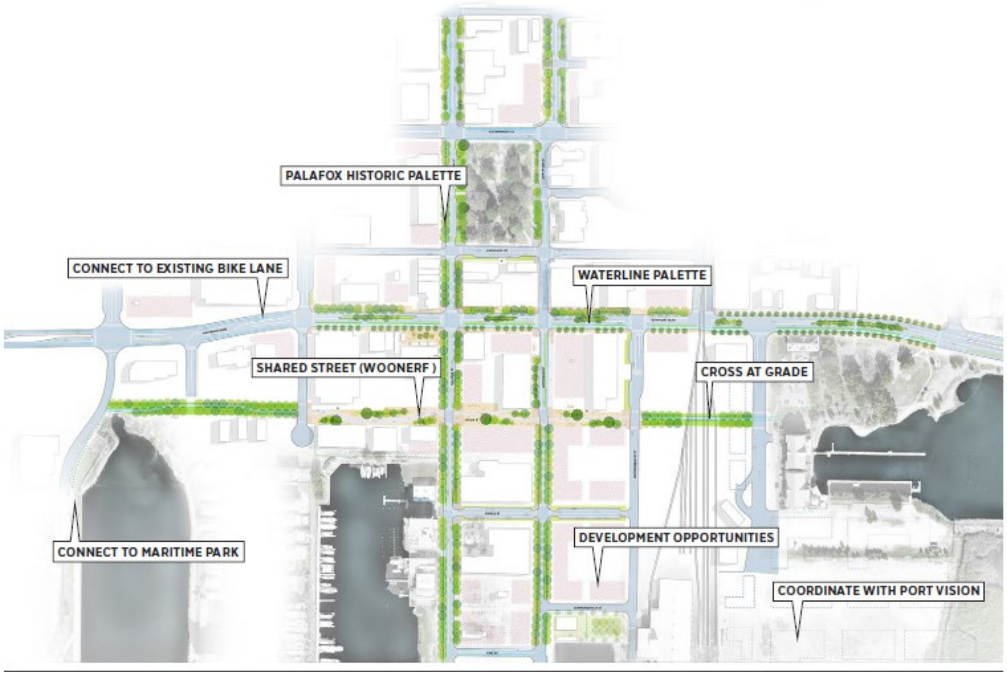
The study concluded that converting the corridors to two-way traffic with the proposed improvements would enhance safety and restore the neighborhood's roadway network.

6.6 Pensacola Waterfront Framework Plan

The framework plan focuses on creating Pensacola's downtown waterfront as a more inclusive, connected, and resilient space. The Plan identifies two key catalytic projects, Bruce Beach and the Hashtag Connector **(Figure 61)**: The Hashtag Connector is focused linking four major streets—Palafox, Jefferson, Main, and Cedar. The goal is to focus on mobility and connectivity that will enhance the downtown and waterfront area by supporting a complete bike and pedestrian network and streetscape improvements. It is projected to be a three phase process with:

- Initial phase (0-3 years): Immediate projects focus on creating pop-up parks, minor streetscape improvements, and temporary installations that activate public spaces and draw people to the waterfront
- Intermediate Phase (3-8 years): More permanent infrastructure upgrades will be implemented, such as protected bike lanes, shared streets, and expanded public spaces
- Long-Term (8+ years): Major infrastructure and development projects

Figure 61 Waterfront Framework Plan - Hashtag Connector


PALAFOX HISTORIC PALETTE
CONNECT TO EXISTING BIKE LANE
WATERLINE PALETTE
SHARED STREET (WOONERF)
CROSS AT GRADE
CONNECT TO MARITIME PARK
DEVELOPMENT OPPORTUNITIES
COORDINATE WITH PORT VISION

Source: SCAPE

References

A review was completed to map any planned or programmed roadway improvements in the three districts. Sources consulted, but not an exhaustive list, includes the following:

- FL-AL Transportation Planning Organization (FL-AL TPO) 2045 Long-Range Transportation Plan 2045 LRTP
    - Fl-AL TPO Priorities DRAFT Transportation Project Priorities. TPO Transportation Priorities FY2026-2030
    - FL-AL TPO Bike Ped Plan FL-AL TPO Bike/Ped Plan
- FDOT Work Program FDOT OWPB - WP Reports; 5 Year Work Program (state.fl.us); Work Program - Current (arcgis.com)
- Cervantes Street Traffic Feasibility Study West_Cervantes_Street_Lane_Reduction_Traffic Feasibility Study_20190913.pdf (ecrc.org)
- Davis / MLK / Alcaniz Two-Way Conversion Traffic Feasibility Study MLK-Davis_final report_06 19 20.pdf (ecrc.org)
- W. Cervantes Corridor Plan West_Cervantes_CMP_FINAL.indd (ecrc.org)
- E. Cervantes Corridor Plan East_Cervantes_Corridor_Management_Plan_Final.pdf (ecrc.org)
- Main Street Corridor Plan Main St Report_portrait_07172014.indd (ecrc.org)
- N. Palafox Street Corridor Plan North_Palafox_Street_Corridor_Management_Plan_Final_Adopted.pdf (ecrc.org)
- ECAT Transit Development Plan Escambia County Area Transit (ecrc.org)
- City of Pensacola Active Transportation Plan Active Transportation Plan | City of Pensacola. Active Transportation Plan | City of Pensacola, Florida Official Website
    - Gonzalez Street Shareway (as referenced in city's Active Transportation Plan)
- Reimagine Jackson Reimagine Jackson Street | City of Pensacola. Reimagine Jackson Street | City of Pensacola, Florida Official Website
- CRA projects| City of Pensacola. CRA Projects | City of Pensacola, Florida Official Website
- Transportation Alternative (TA) Projects:
    - E. Maxwell Street sidewalks Pensacola - E Maxwell St Sidewalk TA Application.pdf (ecrc.org)
    - N. J Street sidewalks Pensacola - North J St Sidewalk TA Application.pdf (ecrc.org)
    - Hollice T Williams Multi Use Path Pensacola - TA Hollice T Williams MUP Phase 2 Application.pdf (ecrc.org)

City of Pensacola

222 West Main Street
Pensacola, FL 32502

Memorandum

File #: 25-213 Community Redevelopment Agency 3/10/2025

DISCUSSION

SPONSOR: Teniadé Broughton - Chairperson

SUBJECT:

DISCUSSION ON REDEVELOPMENT BOARDS & STAKEHOLDER ENGAGEMENT

RECOMMENDATION:

N/A

SUMMARY:

On May 22, 2023, the Pensacola City Council held a workshop to discuss the status of the Urban Core, Westside and Eastside redevelopment boards. During the workshop, attendance issues and the potential for consolidation of the three (3) boards was discussed. The Community Redevelopment Agency (CRA) received a status update on June 10, 2024.

The CRA revisited the continuation and protocol for the boards on January 11, 2025. During the January meeting various items pertaining to the boards were discussed, including board composition, type (sunshine vs. non-sunshine), and authority, holding meetings without a quorum, fulfilment of vacant positions, and the status of the redevelopment plan recommendations pertaining to stakeholder engagement.

Urban Design Associates (UDA), the plan update consultant, has provided recommendations for two potential options for continued stakeholder engagement. A draft of these options are attached and will be reviewed with the board by the consultant during the meeting. The CRA is asked to discuss their level of interest in each option.

PRIOR ACTION:

May 22, 2023 - City Council held a workshop to discuss the Urban Core, Westside and Eastside redevelopment boards.

June 10, 2024 - An update on the status of the redevelopment boards was provided.

January 13, 2025 - The CRA discussed the continuation of and protocol for the Eastside, Westside and Urban Core Redevelopment Boards.

FUNDING:

N/A

FINANCIAL IMPACT:

N/A

LEGAL REVIEW ONLY BY CITY ATTORNEY: No

STAFF CONTACT:

Tim Kinsella, City Administrator
Erica Grancagnolo, Economic Development Director
Victoria D'Angelo, CRA Division Manager

ATTACHMENTS:

1. Governance_Recommendations_FINAL

PRESENTATION: No

GOVERNANCE STRUCTURE

The CRA decision-making structure ensures that funding is spent according to the statute and investments follow the adopted plans.

CURRENT STRUCTURE

The current governance structure has three levels of regulatory boards: City Council, CRA Board, and CRA Neighborhood Boards.

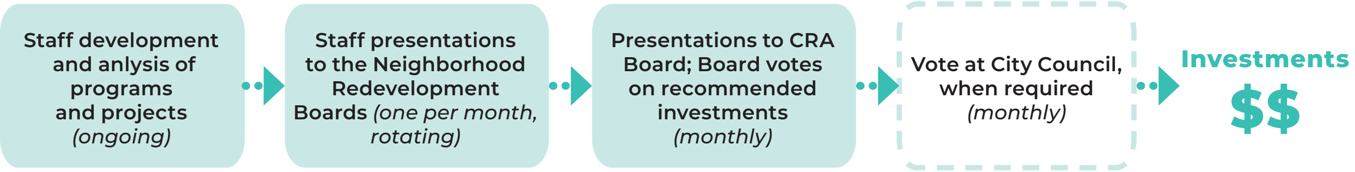
Purpose of the CRA Board

The CRA board meets monthly to formally evaluate and recommend projects that are researched and presented by CRA staff. The CRA Board votes on approvals all CRA investments. Certain decisions also require approval by the City of Pensacola City Council.

Role of the CRA Neighborhood Boards

In addition, there are also three CRA Neighborhood Boards, one for each CRA area, which meet quarterly on alternating months. Formally, the neighborhood boards are responsible for recommending a project list and 5-year implementation plan.

Process for Approving Programs and Projects



Staff development and anlysis of programs and projects *(ongoing)*

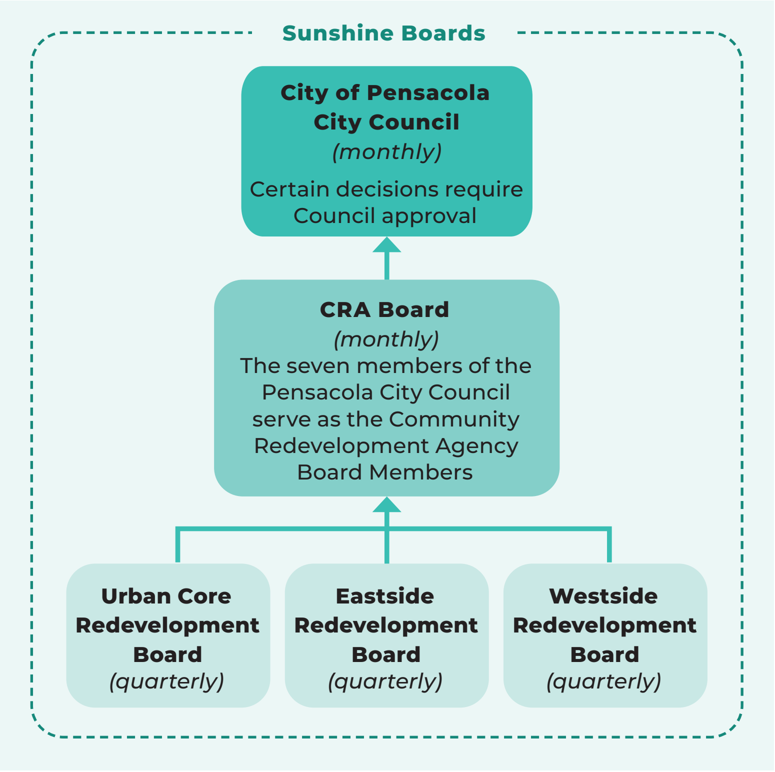
Staff presentations to the Neighborhood Redevelopment Boards *(one per month, rotating)*

Presentations to CRA Board; Board votes on recommended investments *(monthly)*

Vote at City Council, when required *(monthly)*

Investments

$$



Sunshine Boards

City of Pensacola City Council
(monthly)
Certain decisions require Council approval

CRA Board
(monthly)
The seven members of the Pensacola City Council serve as the Community Redevelopment Agency Board Members

Urban Core Redevelopment Board *(quarterly)*

Eastside Redevelopment Board *(quarterly)*

Westside Redevelopment Board *(quarterly)*

WHAT WORKS WELL WITH THE CURRENT APPROACH?

- Each CRA District is represented (by residents, members of neighborhood associations, and business owners and operators)

CHALLENGES OF THE CURRENT APPROACH

- Projects move quickly (responding to funding and finance deadlines) and can advance significantly during the three-month interval, making the neighborhood board's input less consequential.
- Board members feel they don't have sufficient decision-making authority to justify the time commitment (i.e. they are being informed by staff, rather than making decisions)
- Low attendance and participation has led to difficulty reaching quorums in the neighborhood board meetings.

OPTION 1: COMMUNITY CHAMPIONS

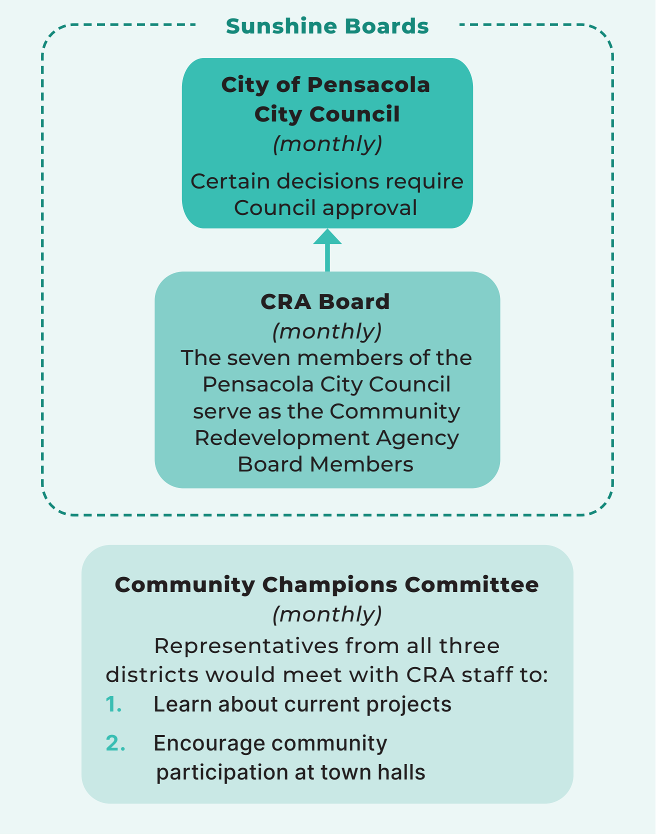
Purpose of the CRA Board

The role and function of the CRA board would remain as it is today. The CRA Board approves all CRA investments.

Role of the Community Champions Committee

The Community Champions would meet montly, with representatives from all three CRA districts represented. CRA staff would provide updates about projects and available programs in each CRA district.

The Champions would act as liaisons, bringing information to the neighborhood organizations and leaders to facilitate a better understanding of activities and investments occurring in the CRA districts. They would promote the plans and speak to their peers at town halls. The Champions and CRA staff would work closely together to ensure residents and business owners in each CRA district have opportunities to provide input through continued engagement. Champions would be encouraged to attend CRA Board meetings to voice community support or concerns for porojects.



Sunshine Boards

City of Pensacola City Council
(monthly)
Certain decisions require Council approval

CRA Board
(monthly)
The seven members of the Pensacola City Council serve as the Community Redevelopment Agency Board Members

Community Champions Committee
(monthly)
Representatives from all three districts would meet with CRA staff to:
1. Learn about current projects
2. Encourage community participation at town halls

OPTION 2: CRA ADVISORY BOARD

Purpose of the CRA Board

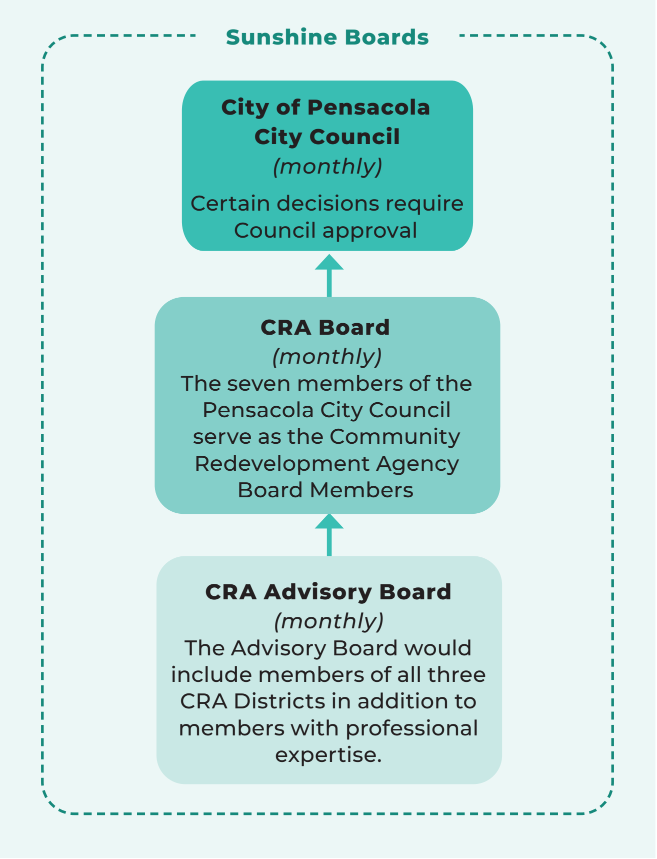
The role and function of the CRA board would remain as it is today. The CRA Board approves all CRA investments.

Role of the CRA Advisory Board

Because CRA projects tend to be complex, this alternative recommends forming a single advisory board, rather than three CRA Neighborhood Boards. The Advisory Board's role would be to evaluate projects and make informed recommendations to staff, based on their expertise and knowledge. By-laws for the board would stipulate membership with specific expertise in associated fields/industries, such as:

- Finance/banking
- Development/real estate
- Architecture/construction/building code compliance
- Planning/urban design
- One member from each CRA district

By meeting monthly, the Advisory Board would have an opportunity to have greater input into projects.



Sunshine Boards

City of Pensacola City Council
(monthly)
Certain decisions require Council approval

CRA Board
(monthly)
The seven members of the Pensacola City Council serve as the Community Redevelopment Agency Board Members

CRA Advisory Board
(monthly)
The Advisory Board would include members of all three CRA Districts in addition to members with professional expertise.