City of Pensacola

Urban Core Redevelopment Board

Agenda

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

April 29, 2025, 3:30 PM **Whibbs Room, 1st floor**

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

CALL TO ORDER

DETERMINATION OF QUORUM

ADMINISTRATOR'S REPORT

APPROVAL OF MINUTES

PRESENTATIONS

ACTION ITEMS

DISCUSSION ITEMS

1. 25-496 PROJECT LIST AND IMPLEMENTATION PLAN UPDATE

Attachments: *PROJECT STATUS REPORT 4.29.2025*
UC Program Manager Report 4.2025
Residential Property Improvement Guidelines
Residential Resiliency Program Guidelines - Rev.Approved 9.9.2024
Commercial Property Improvement Program Guidelines
Escambia County---2025-combined-income-and-rent-limits-(eff-4-1-2025)

2. 25-516 URBAN CORE REDEVELOPMENT PLAN UPDATE

Attachments: *2025 Urban Core Redevelopment Plan - Vers. 4.15.25*
DRAFT Urban Core RB Meeting Minutes 3.24.2025
DRAFT Planning Board Minutes April 8 2025

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. Requests must be made at least 48 hours in advance of the event in order to allow the city time to provide the requested services.

File #: 25-496 | Urban Core Redevelopment Board | 4/29/2025

DISCUSSION

SPONSOR:

SUBJECT:

PROJECT LIST AND IMPLEMENTATION PLAN UPDATE

RECOMMENDATION:

HEARING REQUIRED:

SUMMARY:

The Board will receive updates on projects identified under its' recommended project list and implementation plan.

PRIOR ACTION:

FUNDING:

FINANCIAL IMPACT:

LEGAL REVIEW ONLY BY CITY ATTORNEY: No

STAFF CONTACT:

Victoria D'Angelo, CRA Division Manager
Hilary Halford, CRA Division Assistant Manager

ATTACHMENTS:

1. PROJECT STATUS REPORT 4.29.2025
2. UC Program Manager Report 4.2025
3. Residential Property Improvement Guidelines
4. Residential Resiliency Program Guidelines - Rev.Approved 9.9.2024
5. Commercial Property Improvement Program Guidelines
6. Escambia County---2025-combined-income-and-rent-limits-(eff-4-1-2025)

PRESENTATION: No

URBAN CORE REDEVELOPMENT BOARD PROJECT LIST AND IMPLEMENTATION PLAN (FY2025-30) **4/29/2025**

PROJECT NAME	CRA DISTRICT	DESCRIPTION	EST. IMPLEMENTATION PERIOD	PROJECT STATUS	PROJECT UPDATES	MANAGER	PRIOR REDEVELOPMENT BOARD ACTIONS
Affordable Housing Initiatives - Identified as priority #1 on 3/24/25	Urban Core/ Westside/ Eastside	Affordable housing initiatives within the Urban Core, Westside and Eastside areas as identified in the redevelopment plans and in support of the City's overarching 500 homes in 5 Years Initiative. Projects may include rehabilitation programs and affordable, workforce, mixed use, and mixed income projects and strategies.	Thru FY2030	On-going	Agreement for ARPA funding with CLT approved by City Council on 12/12/25 for the redevelopment of 925 E Jackson Street and 113 North Spring Street, in the Urban Core district, as well as, 2300 W Jackson St, B, and 1491 North E Street (formerly 901 W Blount St) in the Westside district ($30k each). These sites are earmarked for long term affordable housing in partnership with the CLT. The CRA is also planning on launching an incentive program for small scale affordable rental housing within the upcoming year.	Hilary Halford; Assistant CRA Division Manager; Victoria D'Angelo, CRA Division Manager	ERB, UCRB (Added 12/2/20) & WRB recommended inclusion in project list.
Residential Property Improvement Program Identified as priority #2 on 3/24/25	Urban Core/ Eastside/ Westside	Improvements for residential properties under CRA Residential Property Improvement Program within the City's adopted CRA districts. Program is available for owner occupied, long term rental and vacant homes. More information available on the City website: **www.cityofpensacola.com/CRAPrograms**	Thru FY2030	On-going	See attached report.	Shirley Baylis, CRA Program Manager; Amanda Childers, CRA Program Coordinator	ERB, UCRB (Added 7/21/20) & WRB recommended inclusion in project list.
Bruce Beach Park Improvements (Phases 1-3) Identified as priority #3 on 3/24/25	Urban Core	Park improvements to Bruce Beach Natural Area guided by the Urban Core Community Redevelopment Plan and the Waterfront Framework Plan developed by SCAPE.	Thru FY2030	Phase 1 & 2 - Complete; Phase 3 (Not started)	Phases 1 and 2 are complete. Phase 3, construction of the cultural building, has been included in the recommended 2025 Urban Core Redevelopment Plan, however, funding will need to be sought to further this phase.	Victoria D'Angelo; CRA Division Manager	UCRB recommended inclusion in project list (Added 7/21/20).

Community Policing	Urban Core	Community policing efforts are on-going. Implementation of community policing strategies within the Urban Core CRA through the City of Pensacola Police Department (PPD)	Thru FY2030	On-going	Community policing efforts are on-going.	Erica Randall, PPD Chief, Hilary Halford, Assistant CRA Division Manager	UCRB recommended inclusion in project list (Added 7/21/20).
West Main Street Corridor Management	Urban Core/ Westside	Corridor Management of West Main street from Clubbs to Barrancas.	Thru FY2027	Design	A public meeting was held on November 19th at the Downtown Public Library to seek feedback on the 30% plans. Public comments were accepted until December 3rd. 90% design plans are expected early May 2025 with bidding to follow Summer 2025. Construction is anticipated to commence Fall 2025. More information available on City website: **https://www.cityofpensacola.com/3567/West-Main-Street-Stormwater-and-Multi-Mo**	Brad Hinote, City Engineer; Caitlin Cerame, Transportation Planner	URCB recommended inclusion in project list (Added 7/21/20).
Two Way Conversion MLK/Alcaniz & Davis	Urban Core/ Eastside	Two-way conversion of MLK Blvd/Alcaniz St & Davis Hwy from I-110 interstate to Wright St. Project managed by the Florida Department of Transportation in coordination with the City of Pensacola and Escambia County.	Thru FY2030	Planning	This project is currently ranked #25 on the FL-AL TPO project priorities. It was not funded in the FDOT FY24-28 work program, however, the City has allocated funding towards design in an effort to take advantage of scheduled resurfacing work programmed by FDOT.	Amy Tootle, Public Works Director; Brad Hinote, City Engineer; Caitlin Cerame, Transportation Planner	ERB & UCRB (Added 7/21/20) recommended inclusion in project list.

Residential Resiliency Program	Urban Core/ Eastside/ Westside	Improvements to residential property under CRA Residential Resiliency Program within the City's designated Urban Core, Westside and Eastside community redevelopment areas to repair storm- damaged structures and secure at-risk property against future hazards caused by natural disasters. Typical improvements include emergency roof repair and replacement, hazardous tree removal and trimming, emergency electrical, plumbing or structural repairs, and mechanical equipment (i.e.) HVAC repairs and, in high flood hazard zones, elevation. Forgivable loan program. More information available on the City website: **www.cityofpensacola.com/CRAPrograms**	Thru FY2030	On-going	See attached report.	Shirley Baylis, CRA Program Manager; Amanda Childers, CRA Program Coordinator	ERB, UCRB (Added 12/2/20) & WRB recommended inclusion in project list.
CRA Commercial Property Improvement Program	Urban Core/ Westside	The Commercial Property Improvement Program (CPIP) is designed to support preservation and enhancement of commercial and non-residential buildings, increased building occupancy and reuse, elimination and prevention of blight and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes. More information and target area maps are available on the City website: **www.cityofpensacola.com/CRAPrograms**	Thru FY2030	On-going	See attached report.	Shirley Baylis, CRA Program Manager	UCRB (Added 7/21/20) & WRB recommended inclusion in project list.

"A" Streetscape Revitalization	Urban Core/ Westside	Streetscape and corridor improvements including sidewalk, decorative elements, ADA, curb-cut, lighting, street trees/landscape, crosswalk, and bicycle improvements along "A" Street from Cervantes to Main.	-	Discontinued	Discontinued per CRA action reallocating Urban Core funding to Bruce Beach Phase 2(B) on 8/14/23.	-	UCRB (Added 7/21/20) & WRB recommended inclusion in project list.
"Hashtag" Streetscape / Continuous Waterfront Trail System	Urban Core	Streetscape and corridor improvements along Main Street, Cedar Street, Palafox Street and Jefferson Street. Project anticipated to be completed in phases - Main Street from Baylen Street to Alcaniz Street (Phase 1); Cedar Street from Alcaniz Street to Community Maritime Park (Phase 2); and Palafox Street and Jefferson Street from Intendencia Street to waterfront (Phase 3).	Thru FY2030	Phase 1 - Design Complete; Phase 2 - Planning; Phase 3 - Palafox Street - Design; Jefferson Street (Not started)	Design for phase 1 along Main Street from Baylen to Alcaniz is substantially complete. Design for phase 2 along Cedar Street from Alcaniz to Community Maritime Park is planned. An opportunity for partnership with FP&L has arising which has brought the Palafox Street portion of Phase 3 up to a higher priority. The project is intended to be brought forward to CRA at its May meeting for approval and will span from Garden to Main. Phase 1 funding is expected to be reallocated to Palafox Street with Phase 1 and 2 funding continuing to be sought.	Brad Hinote, City Engineer; Victoria D'Angelo, CRA Division Manager	UCRB recommended inclusion in project list (Added 7/21/20).

Hollice T. Williams Urban Greenway	Urban Core/Eastside	Storm water, park (including skate park) and greenway improvements beneath the I-110 interstate overpass along Hayne Street from Wright Street to Jordan Street.	Thru FY2030	EDFP, Phase I - Complete; Greenway - In Design	In 2024, the CRA engaged Urban Design Associates (UDA) to draft the first phase of an Equity Development Framework Plan (EDFP). This plan provides the park design firm with equity principles to consider as they produce the new design for the park. The EDFP was approved by City Council on November 14, 2024. The City has selected Geosyntec and Michael Van Valkenburgh Associates for redesign of Hollice T. Williams Park. The first park design public engagementevent occured on January 30, 2025 at E.S Cobb Center. The event drew 90 community participants. The vision plan was revealed on April 9th. Funding towards the park continues to be sought. The following grants have been secured to date: $25 million CDBG-DR and $5 million NRDA grant (first phase of park improvements, including stormwater upgrades). $1.2 million TA grant (multi-use trail), $5 million Reconnecting Communties Grant (pedestrian paths, cross walk imrovements, multi modal trails between E. Blount and E. Avery St).	Rachel Bennett, Urban Design Planner	UCRC (Added 7/21/20) & ERB recommended inclusion in project list.
Downtown District Initiatives	Urban Core	As provided in DIB Tentative Work Plan.	Thru FY2025	On-going	On July 15, 2024, the CRA recommended that City Council exempt the DIB from the annual TIF payment. Due to this action, the DIB's annual work plan was withheld pending further action by City Council. City Council approved the DIB's exemption from the TIF contribution in February 2025.	Victoria D'Angelo; CRA Division Manager	UCRB recommended inclusion in project list (Added 7/21/20).
Sidewalk Improvements	Urban Core	Sidewalk improvements including repairs and connectivity guided by the redevelopment plans and the City's recent sidewalk ADA accessiblity study.	Thru FY2030	Planning	Ongoing.	Brad Hinote, City Engineer; Daniel Moak, Engineering Design Manager	UCRB recommended inclusion in project list (Added 7/21/20).

City Of Pensacola Community Redevelopment Agency
Urban Core
Program Status Report
April 2025

RESIDENTIAL PRE-ELIGIBILITY APPS IN QUEUE:

In Review: ……..10
Approved with inspections pending: ……0
On hold: ……0

TOTAL IN QUEUE: 10

RESIDENTIAL PROPERTY IMPROVEMENT PROGRAM (RPIP)
The Residential Property Improvement Program (RPIP) is designed to support the preservation and creation of affordable housing, preservation and enhancement of traditional neighborhood character, blight elimination and prevention, and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes.

Projects invited for full application:……..3
Projects pending inspections:……..0
Projects pending bidding: ……1
Projects under contract: ……0

TOTAL PROJECTS IN PROGRESS: 4
TOTAL PROJECTS COMPLETED SINCE 2019: 15

RESILIENCY PROGRAM
The Residential Resiliency Program is designed to support blight removal and prevention by repairing storm-damaged structures or securing at-risk property against future damage caused by natural hazards such as hurricanes and flooding.

Projects invited for full application: ……. 0
Projects pending bidding: …… 0
Projects under contract: ……. 1

TOTAL PROJECTS IN PROGRESS: 1
TOTAL PROJECTS COMPLETED SINCE 2019: 1

Commercial Property Improvement Program

The Commercial Property Improvement Program is designed to support preservation and enhancement of commercial and non-residential buildings, increased building occupancy and reuse, elimination and prevention of blight and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes. (For full details please see attached program guidelines).

PRE-ELIGIBILITY APPLICATIONS IN QUEUE
In Review: 0
Approved with inspections pending: 0
On hold:.....0
Projects pending bidding: 0
Projects under contract: 0

TOTAL PROJECTS IN PROGRESS: 0
TOTAL PROJECTS COMPLETED SINCE 2019: 2

PENSACOLA
COMMUNITY REDEVELOPMENT AGENCY

RESIDENTIAL PROPERTY IMPROVEMENT PROGRAM GUIDELINES

PROGRAM PURPOSE

The Residential Property Improvement Program ("RPIP") is designed to support the preservation and creation of affordable housing, preservation and enhancement of traditional neighborhood character, blight elimination and prevention, and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes.

PROPERTY ELIGIBILITY

- Must be located within an eligible target area within a City of Pensacola community redevelopment district, if applicable. Visit www.cityofpensacola.com/CRAPrograms to verify eligible areas.
- Must be used primarily for residential purposes.
- Eligible building types include:
  - Buildings that appear from the street to be an individual single family, a duplex or a single family attached home (such as a townhome) and accessory dwelling units, regardless of number of units.
  - Live-work or mixed-use buildings where the principal use of the building is residential. (ex. home occupation)
- May be occupied by the property owner ("owner-occupied"), long-term rental (12 months or more) or vacant (subject to occupancy terms).

HOUSEHOLD INCOME REQUIREMENTS

Homes assisted through this program support households within an annual income of **120% Area Median Income ("AMI") or less,** adjusted for family size, based on the Florida Housing Finance Corporation's (FHFC) annual income limits for Escambia County, Florida.

Owner Occupied: Households with annual income of 120% AMI or less are eligible.

Rental Property: Long-term rental property (12 months or more) is eligible under this program. Where the household income of the landlord exceeds 120% AMI, he or she shall be responsible to provide a match equal to 30% of the project costs. Rental property must be occupied by a household at or below 120% AMI at the time of application or within 90 days of project completion. Referral to Section 8 can be provided. Rents may not increase more than 3% each year and monthly rent amounts may not exceed the affordability rent limits published annually by the Florida Housing Finance Corporation. The lease must be provided to establish eligibility.

Vacant Property: Vacant property must be occupied within 90 days of project completion or immediately listed for sale upon project closeout and conveyed in accordance with the terms of the affordability period covenants described below.

In instances where property will be sold immediately upon improvement, requirements shall be the same as rental property.

ELIGIBLE IMPROVEMENTS

Eligible improvements include the following:

- Exterior repair and enhancements necessary to restore building appearance, integrity, and character.
- Fencing, lighting and limited landscape and pavement.
- Other improvements necessary to enhance the street face of the property and provide for safe and decent living conditions.

Priority will be given to exterior features that are visible from the public realm.

PROJECT TYPE

Terms for this program are based on the degree of improvement needed, as determined by a program inspector in coordination with the owner, and actual project costs. The project type shall correlate with the affordability period requirements described under "Affordability Period Covenants" below.

- **Moderate Rehabilitation**
  Cost Range: Up to $28,000 Affordability Period: 5 years
  Cost Range: $28,001 - $40,000 Affordability Period: 7 years

- **Major Rehabilitation**
  Cost Range: $40,001 - $70,000 Affordability Period: 10 years

- **Substantial Reconstruction**
  Cost Range: $70,001 - $105,000 Affordability Period: 15 years

* Should an owner wish to remove the affordability period covenants after 5 years of good and faithful compliance with the program, he or she may repay the amount of the program assistance minus a forgiveness benefit of 70% of the actual project costs paid by the program, up to $28,000. Forgiveness is calculated daily of the 5-year period.

AFFORDABILITY PERIOD COVENANTS

To meet the CRA's goal of increasing and preserving affordable housing within the redevelopment districts, this program will apply covenants, secured by a lien agreement, upon the property during the "affordability period" described under "Rehabilitation Needs" above. The covenants will not require repayment of the assistance amount if the property is retained for affordable housing or transferred to an eligible relative, as defined in the program policy, and the home is not intentionally demolished and/or rebuilt.

If the property is not transferred to an eligible relative during the Affordability Period, and the owner decides to sell the property, the property must either be

a. Sold to an owner-occupant whose household income is at or below 120% AMI or
b. Sold to a landlord who will rent the home to a household at or below 120% AMI within 90 days of acquisition.

City of Pensacola
Community Redevelopment Agency
222 W. Main Street, Pensacola FL 32502
www.cityofpensacola.com/cra

Administered By:
Community Redevelopment Agency
Hilary Halford, Program Manager
(850) 436-5654
hhalford@cityofpensacola.com

Program subject to funding availability and full terms described in the program policy and affiliated agreements.

Residential Resiliency Program Guidelines

The Residential Resiliency Program is designed to support blight removal and prevention by repairing storm-damaged structures or securing at-risk property against future damage caused by natural hazards such as hurricanes and flooding.

The public purposes addressed by the Program are consistent with those authorized by the Community Redevelopment Act Chapter 163 of the Florida Statutes, including the elimination and prevention of blight, revitalization of neighborhoods, the elimination or improvement of the shortage of affordable housing for low or moderate income residents and the preservation or enhancement of the tax base.

ELIGIBLE PROPERTY

Eligible property includes residential owner-occupied property with a household income at or below 80% Area Median Income (AMI), and residential long-term lease property (12 months or more) rented to tenants with a household income at or below 80% AMI for Escambia County, Florida, and located within the City of Pensacola's designated Urban Core, Westside or Eastside community redevelopment area.

FUNDING LIMITS

- **Owner-Occupied Property:** $15,000(80% AMI or less)/$7,500 (+80% AMI)
- **Long-Term Lease Property:** $7,500 (Tenant household income 80% AMI or less)

All awards subject to funding availability.

ELIGIBLE IMPROVEMENTS

Typical eligible improvements include (but are not limited to):

- Emergency roof repair/replacement
- Hazardous tree removal/trimming
- Electrical, plumbing and structural repairs
- At-risk mechanical equipment (i.e. HVAC systems) repair/replacement and/or elevation

Other improvements that remedy storm damage or secure at-risk property against future damage caused by natural hazards may be considered on a case-by-case basis. Subject to inspection by a licensed and insured Contractor or CRA-appointed inspector.

Roofing: Roofing repairs/replacement must be warranted pursuant to inspection by a licensed and insured Contractor or a CRA-appointed inspector.

Hazardous Trees: Trees must have already fallen or be deemed hazardous pursuant to inspection by a licensed and insured Contractor or a CRA-appointed inspector.

Electrical, Plumbing, Structural: Must present a hazard to health and/or property if not repaired, such as a risk for fire, exposure of home to outside elements, or potential for major damage to the home.

At-Risk Mechanical Equipment: Equipment must be at-risk for storm damage or damaged by a recent storm event and attributed to the safety and integrity of the home. Elevation limited to properties located in high flood hazard areas (Zones A and V) as defined by the most recent FEMA flood maps. Visit the Northwest Florida Water Management District website for more information on flood hazard areas: http://portal.nwfwmdfloodmaps.com/.

TYPE OF ASSISTANCE:

Assistance is provided as a zero-interest forgivable deferred loan secured by a sub-ordinate lien agreement. The lien period is 1 year for owner-occupied property and 3 years for long-term lease property. The lien is forgiven on a daily basis over the course of the lien period. At expiration of the lien period, the loan is forgiven in full with program compliance.

Eligible program participants shall be eligible to apply for assistance under other residential CRA programs after a period of one (1) year, commencing on the beginning date of the lien period and terminating one (1) year thereafter. However, improvements made under this program shall not be eligible for modification or reconstruction.

Leased Property: Limited to landlords renting to households at or below 80% AMI. Rents must not be increased more than 5% per year during the lien period, and must be certified annually to the Community Redevelopment Agency (CRA).

Transfer of Property: During the lien period, transfer of property shall only be permissible to an eligible heir, as defined by Florida law. In the event of the transfer of property to an heir, such heir shall assume all responsibilities for compliance under the program.

Duplication of Benefits: This program shall not be used to duplicate or supplant benefits received or available from insurance policy payouts, and FEMA assistance programs.

CONTRACTING PROCEDURES:

The property owner shall be responsible for contracting licensed and insured contractors to conduct the improvements according to the following procedures.

Bids shall be solicited on behalf of the property owner, from three (3) or more licensed and insured contractors who are qualified to conduct the improvements. Contractors to be bid shall be selected by the property owner. The project shall be awarded to the lowest and most responsive bidder. **Owner shall not cause work to commence until a work contract has been executed and the Contactor has been issued a Purchase Order.** Payment shall be made by the CRA directly to the Contractor.

EMERGENCY RESPONSE AND RECOVERY: In the event of an emergency response or recovery situation, such as a state of emergency related to a natural disaster or an instance where an immediate threat is presented to the building, funding may be approved via an abbreviated process ("emergency approval").

Eligible Improvements: Emergency approvals shall be limited to the minimum amount of work necessary to stabilize the building and prevent further degradation. Examples of work include, but are not limited to, tarping, boarding windows and removing fallen trees. In instances when a CRA-appointed inspector cannot be provided, the owner (or their licensed and insured contractor), shall provide, at minimum pictures and written documentation of the conditions warranting improvement.

Contracting & Payment: Work authorized under emergency approval shall be provided as a grant and exempt from lien requirements. Contracting procedures may be waived at the discretion of the CRA Manager, only in accordance with emergency procurement laws pertaining to City procurement. Administration and contracting may also be facilitated and/or secured by a Partnering Agency or City Department under these events on a case-by-case basis. Contractors shall be licensed and insured. Payment shall be made by the CRA directly to the Contractor. In the event a homeowner or their representative undertakes the stabilization work themselves only cost of materials will be reimbursed upon submission of paid receipts. Payment shall be made upon 100% completion of the work, and passed inspection if applicable. Completion shall be verified by, at minimum, date stamped photo documentation to include both before photos of damages and after photos of work and materials provided. Work shall comply with all local, state and federal requirements. Applicants shall fully cooperate with the CRA Office in providing the documentation necessary to verify the completion of the work performed and compliance with law.

Income Verification: During emergency response and recovery, household income may be verified by self-certification.

Once the emergency response period has ended, the program shall be re-opened under normal operational procedures. However, grant recipients with remaining improvements necessary to be performed (such as requiring a new roof or windows, for example) shall be given priority over new applicants and funded based on the order in which their grant application was approved during the emergency approval process.

PRIORITIZATION: In instances of high program demand and limited funding, program approvals may be prioritized based on the extent of damage and degree of threat to the building and its inhabitants (e.g. a tree that has fallen on or near a structure will receive higher priority than a tree that poses a threat to a property), as well as, household income (households at or below 80% AMI will receive higher priority than households over 80% AMI) and direct impacts caused by major storm events such as hurricanes and floods.

PROCEDURES:

1. Upon submittal of a complete application, including all supporting documentation, the Program Administrator will determine initial eligibility for program participation.

2. Upon a finding of initial eligibility, or in conjunction with the application, the project shall be placed out to bid. Upon receipt of the bids, the project shall then be considered for approval.

3. Upon approval, the Owner shall enter into a work contract with his/her Contractor and execute the Lien Agreement. A Notice to Proceed (NTP) establishing the start date for construction will be will be issued to the selected Contractor.

   Completion must be achieved within 90 days from the established start date unless otherwise authorized by the CRA Manager or his or her representative.

4. The lien will be forgiven in full at the conclusion of the lien period with program compliance.

City of Pensacola Community Redevelopment Agency
222 W. Main Street, Pensacola FL 32502
Phone: (850) 436-5675 (Programs Line)
Email: cradivision@cityofpensacola.com
Web: www.cityofpensacola.com/cra

Program subject to funding availability and full terms described in the program documents.

PENSACOLA
COMMUNITY REDEVELOPMENT AGENCY

COMMERCIAL PROPERTY IMPROVEMENT PROGRAM GUIDELINES

PROGRAM PURPOSE

The Commercial Property Improvement Program ("CPIP") is designed to support preservation and enhancement of commercial and non-residential buildings, increased building occupancy and reuse, elimination and prevention of blight and preservation and enhancement of the tax base in accordance with the public purposes authorized under Chapter 163, Part III of the Florida Statutes.

PROPERTY ELIGIBILITY

- Must be located within an eligible target area within a City of Pensacola community redevelopment district, if applicable. Visit www.cityofpensacola.com/CRAPrograms to verify eligible areas.
- Eligible property types include:
  - Non-residential and mixed–use buildings (pursuant to policy terms)
  - Publicly accessible historic cemeteries
- May be occupied (subject to terms of use) or vacant (subject to occupancy/reuse terms).

*Tax-exempt organization and religious institutions subject to property type restrictions.

ELIGIBLE IMPROVEMENTS

Eligible improvements for non-residential buildings include the following:

- Exterior repair and enhancements necessary to restore building appearance, integrity, and character.
- Fencing, lighting, landscaping, signage and pavement.
- Other improvements necessary to enhance the street face of the property and provide for conditions that enable use or reuse.

Improvements shall be sufficient to provide a pleasant property façade that aligns with the historic and urban character of the neighborhood and support use or reuse of the property. Priority will be given to exterior features that are visible from the public realm.

Eligible improvements for cemeteries shall be limited to permanent improvements such as fencing and signage.

Projects shall be competitively bid pursuant to program requirements.

FUNDING THRESHOLDS & MATCHING

Non-Residential Buildings

Funding threshold and terms for non-residential buildings are based on the age, size, cultural and/or historical significance of the site and the degree of improvement needed, as determined by a program inspector in coordination with the owner. Funding thresholds shall correlate with the affordability period requirements described under “Maintenance and Occupancy Period” below.

Maximum Award

SQUARE FOOTAGE
3,000 square feet or less: $45,000
Over 3,000 square feet: $15/sq. ft., not to exceed $80,000

AGE
51 – 75 years: $25,000
76 -100 years: $35,000
Over 100 years: $50,000

CULTURALLY OR HISTORICALLY SIGNIFICANT
$25,000

Funding amounts are cumulative based on square footage, age and cultural/historical significance. However, funding shall not exceed $150,000.

Cemeteries

Funding thresholds for cemeteries are based on the degree of improvement needed, as determined by a program inspector in coordination with the owner. Maximum award not to exceed $100,000.

MATCHING REQUIREMENTS

A 20% match is required for all commercial projects.

Matching may be provided by cash contribution or the following in-kind contributions: retail price of contributed materials and volunteer professional services. Volunteer professional services shall be calculated by the hour for the applicable service rendered at the rate established by the Bureau of Labor and Statistics. A maximum of 10% of the match requirement may be made-up of volunteer professional services.

A match of 10% is required for non-residential buildings and cemeteries that serve a public purpose and are permitted a tax exemption according to the Department of Revenue.

Subject to funding availability. All projects must be approved by the City of Pensacola Community Redevelopment Agency.

MAINTENANCE AND OCCUPANCY PERIOD COVENANTS

To meet the CRA's goal of eliminating and preventing the return of blight and increasing building occupancy and reuse within the redevelopment districts, this program will apply requirements secured by a transferrable lien agreement, for a specified term called the "Maintenance and Occupancy Period" for all properties except cemeteries. The lien will not require repayment of the assistance amount if occupancy or reuse of the building is actively sought or achieved (in accordance with the occupancy and operating plan), the building is not used for an ineligible purpose, the property is maintained in good and faithful compliance with the program and the site is not intentionally demolished and/or rebuilt.

If the property is sold during the Maintenance and Occupancy Period, all requirements of the program shall convey to the new owner. Forgiveness of the lien amount shall be calculated daily. The lien amount shall be 100% forgiven at the end of the period.

Maintenance and Occupancy Periods shall be as follows:

Funding Amount	Period
Up to $75,000	5 Years
$75,001 - $150,000	10 Years

OTHER REQUIREMENTS

Maintenance and Reuse: Participants must submit an occupancy and operating plan that addresses maintenance and reuse of the property. Efforts to occupy or otherwise reuse the building, including marketing and implementation of the approved occupancy and operating plan, must be made and reported annually to the CRA during the Maintenance and Occupancy Period.

Insurance: Insurance is required for non-residential buildings during construction or as soon as eligible for insurance as gained through program participation and through the end of the Maintenance and Occupancy Period as defined in the covenant and approved by the City of Pensacola Risk Management Office.

Licensure: Owner and tenants shall maintain all licensure as required by law.

In the event of an emergency response or recovery situation, terms may be modified in accordance with the program policy.

CRA Programs 850-436-5675

City of Pensacola
Community Redevelopment Agency
222 W. Main Street, Pensacola FL 32502
www.cityofpensacola.com/cra

Program subject to funding availability and full terms described in the program policy and affiliated agreements.

HUD release: 4/1/2025
Effective: 4/1/2025

2025 Income Limits and Rent Limits
Florida Housing Finance Corporation
SHIP and HHRP Programs

County (Metro)	Percentage Category	Income Limit by Number of Persons in Household										Rent Limit by Number of Bedrooms in Unit					
		1	2	3	4	5	6	7	8	9	10	0	1	2	3	4	5
DeSoto County	30%	15,650	21,150	26,650	32,150	37,650	41,300	44,150	47,000	Refer to HUD		391	460	666	872	1,032	1,139
	50%	**24,950**	**28,500**	**32,050**	**35,600**	**38,450**	**41,300**	**44,150**	**47,000**	**49,840**	**52,688**	**623**	**668**	**801**	**925**	**1,032**	**1,139**
	80%	39,900	45,600	51,300	56,950	61,550	66,100	70,650	75,200	79,744	84,301	997	1,068	1,282	1,481	1,652	1,823
Median: 64,400	**120%**	**59,880**	**68,400**	**76,920**	**85,440**	**92,280**	**99,120**	**105,960**	**112,800**	**119,616**	**126,451**	**1,497**	**1,603**	**1,923**	**2,221**	**2,478**	**2,734**
	140%	69,860	79,800	89,740	99,680	107,660	115,640	123,620	131,600	139,552	147,526	1,746	1,870	2,243	2,591	2,891	3,190
Dixie County	30%	15,650	21,150	26,650	32,150	37,650	41,300	44,150	47,000	Refer to HUD		391	460	666	872	1,032	1,139
	50%	**24,950**	**28,500**	**32,050**	**35,600**	**38,450**	**41,300**	**44,150**	**47,000**	**49,840**	**52,688**	**623**	**668**	**801**	**925**	**1,032**	**1,139**
	80%	39,900	45,600	51,300	56,950	61,550	66,100	70,650	75,200	79,744	84,301	997	1,068	1,282	1,481	1,652	1,823
Median: 62,400	**120%**	**59,880**	**68,400**	**76,920**	**85,440**	**92,280**	**99,120**	**105,960**	**112,800**	**119,616**	**126,451**	**1,497**	**1,603**	**1,923**	**2,221**	**2,478**	**2,734**
	140%	69,860	79,800	89,740	99,680	107,660	115,640	123,620	131,600	139,552	147,526	1,746	1,870	2,243	2,591	2,891	3,190
Duval County	30%	21,550	24,600	27,700	32,150	37,650	43,150	48,650	54,150	Refer to HUD		538	576	692	872	1,078	1,285
(Jacksonville HMFA;	**50%**	**35,900**	**41,000**	**46,150**	**51,250**	**55,350**	**59,450**	**63,550**	**67,650**	**71,750**	**75,850**	**897**	**961**	**1,153**	**1,332**	**1,486**	**1,640**
Jacksonville MSA)	80%	57,400	65,600	73,800	82,000	88,600	95,150	101,700	108,250	114,800	121,360	1,435	1,537	1,845	2,132	2,378	2,624
Median: 102,500	**120%**	**86,160**	**98,400**	**110,760**	**123,000**	**132,840**	**142,680**	**152,520**	**162,360**	**172,200**	**182,040**	**2,154**	**2,307**	**2,769**	**3,198**	**3,567**	**3,936**
	140%	100,520	114,800	129,220	143,500	154,980	166,460	177,940	189,420	200,900	212,380	2,513	2,691	3,230	3,731	4,161	4,592
Escambia County	30%	20,650	23,600	26,650	32,150	37,650	43,150	48,650	54,150	Refer to HUD		516	553	666	872	1,078	1,285
(Pensacola-Ferry Pass-	**50%**	**34,350**	**39,250**	**44,150**	**49,050**	**53,000**	**56,900**	**60,850**	**64,750**	**68,670**	**72,594**	**858**	**920**	**1,103**	**1,275**	**1,422**	**1,570**
Brent MSA)	80%	54,950	62,800	70,650	78,500	84,800	91,100	97,350	103,650	109,872	116,150	1,373	1,471	1,766	2,041	2,277	2,512
Median: 100,200	**120%**	**82,440**	**94,200**	**105,960**	**117,720**	**127,200**	**136,560**	**146,040**	**155,400**	**164,808**	**174,226**	**2,061**	**2,208**	**2,649**	**3,061**	**3,414**	**3,768**
	140%	96,180	109,900	123,620	137,340	148,400	159,320	170,380	181,300	192,276	203,263	2,404	2,576	3,090	3,571	3,983	4,396
Flagler County	30%	19,950	22,800	26,650	32,150	37,650	43,150	48,650	54,150	Refer to HUD		498	534	666	872	1,078	1,285
(Palm Coast MSA)	**50%**	**33,200**	**37,950**	**42,700**	**47,450**	**51,250**	**55,050**	**58,850**	**62,600**	**66,430**	**70,226**	**830**	**889**	**1,067**	**1,233**	**1,376**	**1,518**
	80%	53,150	60,750	68,350	75,900	82,000	88,050	94,150	100,200	106,288	112,362	1,328	1,423	1,708	1,973	2,201	2,429
Median: 92,800	**120%**	**79,680**	**91,080**	**102,480**	**113,880**	**123,000**	**132,120**	**141,240**	**150,240**	**159,432**	**168,542**	**1,992**	**2,134**	**2,562**	**2,961**	**3,303**	**3,643**
	140%	92,960	106,260	119,560	132,860	143,500	154,140	164,780	175,280	186,004	196,633	2,324	2,490	2,989	3,454	3,853	4,250
Franklin County	30%	15,950	21,150	26,650	32,150	37,650	43,150	47,050	50,100	Refer to HUD		398	463	666	872	1,078	1,214
	50%	**26,550**	**30,350**	**34,150**	**37,950**	**41,000**	**44,050**	**47,050**	**50,100**	**53,130**	**56,166**	**663**	**711**	**853**	**986**	**1,101**	**1,214**
	80%	42,500	48,600	54,650	60,700	65,600	70,450	75,300	80,150	85,008	89,866	1,062	1,138	1,366	1,578	1,761	1,943
Median: 74,100	**120%**	**63,720**	**72,840**	**81,960**	**91,080**	**98,400**	**105,720**	**112,920**	**120,240**	**127,512**	**134,798**	**1,593**	**1,707**	**2,049**	**2,368**	**2,643**	**2,914**
	140%	74,340	84,980	95,620	106,260	114,800	123,340	131,740	140,280	148,764	157,265	1,858	1,991	2,390	2,763	3,083	3,400

Florida Housing Finance Corporation (FHFC) income and rent limits are based upon figures provided by the United States Department of Housing and Urban Development (HUD) and are subject to change. Updated schedules will be provided when changes occur.

File #: 25-516 Urban Core Redevelopment Board 4/29/2025

DISCUSSION

SPONSOR:

SUBJECT:

URBAN CORE REDEVELOPMENT PLAN UPDATE

RECOMMENDATION:

HEARING REQUIRED:

SUMMARY:

The CRA previously recommended a comprehensive update to the 2010 Urban Core Community Redevelopment Plan and retained the consulting services of Urban Design Associates (UDA) to develop the update. This process, as outlined in the scope of services, has been substantially completed. The attached Urban Core CRA Plan Update (Spring 2025) prepared by UDA, once approved by City Council, will serve as the CRA's amended community redevelopment plan for the Urban Core redevelopment area and the guiding document for annual budgeting and focus of activity. The 2025 Plan Update contains the following sections:

Introduction - Provides background information on the CRA, introduces the Urban Core community redevelopment area and describes how to use the plan.

Planning Process - Explains the overall public engagement process used to develop the 2025 Plan Update and describes the public input that was gathered.

Analysis - Provides analysis and findings related to demographics, market conditions, physical patterns and transportation systems within the Urban Core redevelopment area.

Recommendations- Provides project recommendations as follows:

- Special Demonstration Projects

1. Hashtag & Waterfront Development
2. Belmont-DeVilliers Infill Development
3. Reus Street Block
4. Wright & Alcaniz Area

5. Hollice T. Williams Park and Equitable Development Plan

- Land Use, Zoning, and Special Districts
- Economic Development
- Neighborhood Development
- Housing
- Transportation, Streets, and Parking
- Open Space and Community Amenities
- Impacts and Projections – Includes the neighborhood impact element, capital improvement strategy (to be included in Council item) and tax incremental financing projections.
- Appendix - Provides data collected in the development of the 2025 Plan Update and statutory compliance matrix.

In accordance with Section 163.362(9) of the Act, "*Every community redevelopment plan shall . . . [c]ontain a detailed statement of the projected costs of the redevelopment, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency, the county, or the municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues."* Projected costs and a statement on potential future indebtedness is currently being developed and will be attached to the City Council items for inclusion in the 2025 Plan Update as approved and adopted. The 2025 Plan Update spans the remaining term of the Urban Core community redevelopment area, until December 31, 2043, but is anticipated to be updated every five (5) years in accordance with best planning practices. The consulting team made its final report and presentation to the CRA on March 10, 2025. Subsequently, the plan was provided to the Urban Core Redevelopment Board (UCRB) for discussion and input. A copy of the UCRB minutes is attached. On April 7, 2025, the CRA referred the 2025 Plan Update to the Planning Board for review and written recommendations as to its conformity with the comprehensive plan for development of the City as a whole. A copy of the Planning Board minutes constituting its written recommendations is attached. The City Council may approve and adopt the 2025 Plan Update upon the recommendation of the CRA. Following such a recommendation, the City Council must hold a public hearing to consider and adopt the 2025 Plan Update. Sections 163.346 and 163.361 of the Act require the City to give notice of such public hearing in the following two ways:

1. Written notice to all taxing authorities which levy ad valorem taxes within the geographic boundaries of the redevelopment area at least 15 days in advance of the public hearing to consider approval and adoption of the 2025 Plan Update; and
2. Public notice in a newspaper having general circulation in the area of operation of the CRA prior to the scheduled public hearing date.

PRIOR ACTION:

March 27, 1984 - City Council adopted Resolution No. 15-84 which approved a community redevelopment plan for the Urban Core.

April 6, 1989 - City Council adopted Resolution No. 19-89, which approved a revised community redevelopment plan for the Urban Core, which was subsequently amended.

January 14, 2010 - City Council adopted Resolution No. 02-10, which repealed the community redevelopment plan dating from 1989, as amended, and adopted the Urban Core Community Redevelopment Plan dated 2010.

February 8, 2018 - City Council adopted Resolution No. 18-06, which amended the 2010 plan to add additional priority elements and establish a time certain for completing all redevelopment financed by increment revenues.

April 7, 2025 – The CRA authorized staff to submit to the Planning Board the proposed 2025 Plan Update for review pursuant to Section 163.360(4) of the Act.

April 8, 2025 – The Planning Board reviewed and provided written comments on the proposed 2025 Plan Update (see attached minutes).

FUNDING:

N/A

FINANCIAL IMPACT:

None

LEGAL REVIEW ONLY BY CITY ATTORNEY: No

STAFF CONTACT:

ATTACHMENTS:

1. 2025 Urban Core Redevelopment Plan - Vers. 4.15.25
2. DRAFT Urban Core RB Meeting Minutes 3.24.2025
3. DRAFT Planning Board Minutes April 8 2025

PRESENTATION: No



Spring 2025

URBAN CORE
CRA PLAN UPDATE

Pensacola, Florida

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

URBAN DESIGN ASSOCIATES

© 2025 URBAN DESIGN ASSOCIATES

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

CRA BOARD MEMBERS
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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
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Aretta Anderson
Vice-Chairperson

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City Council & Board Member

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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 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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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 lead decision-making efforts related to redevelopment within its jurisdiction and to utilize increment revenues to undertake and complete redevelopment projects authorized by Part III, Chapter 163, *Florida Statutes*. 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:

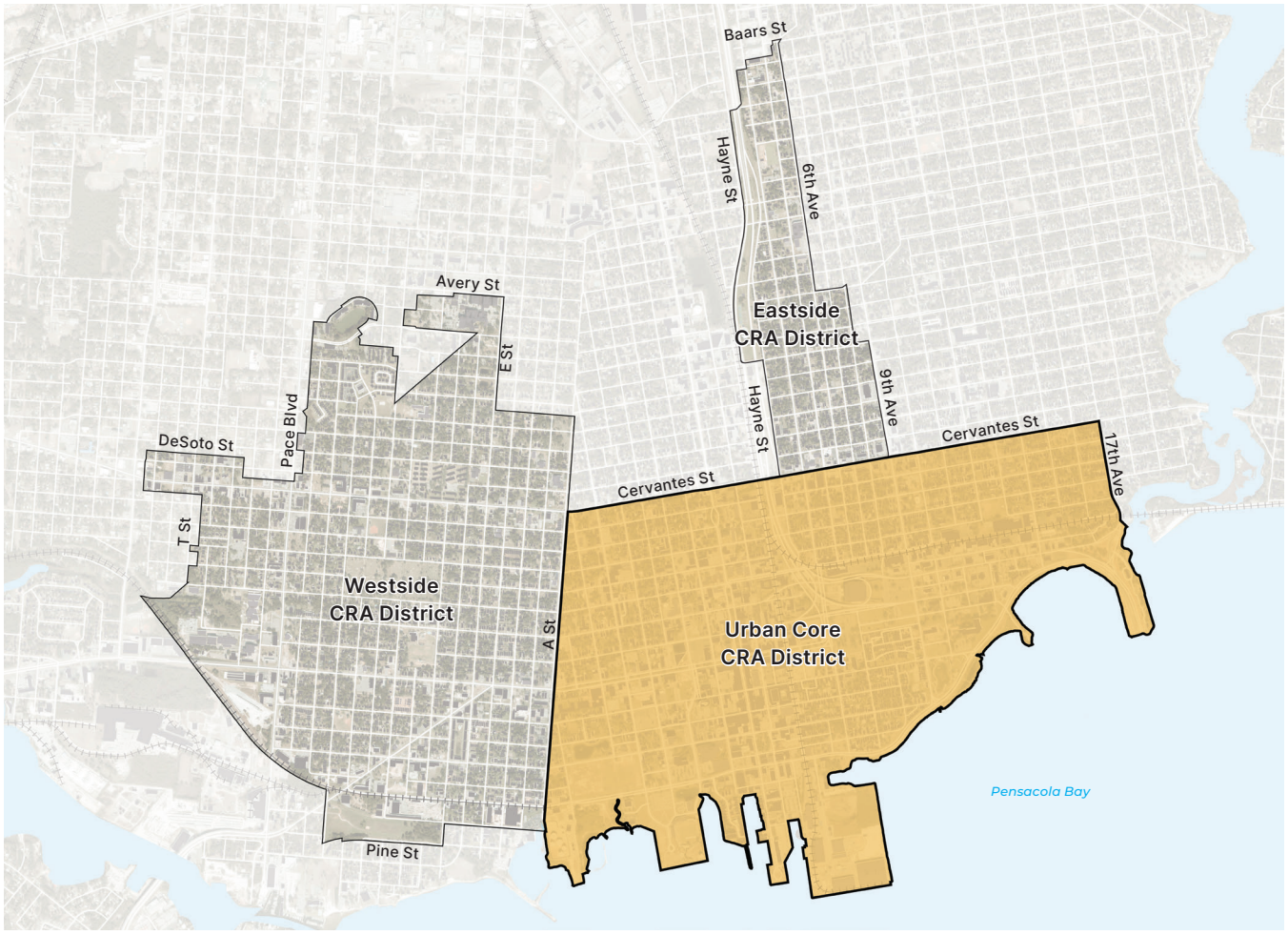
- Expanding housing options, especially affordable, workforce housing;
- Preserving traditional character and history and culture;
- Tempering gentrification and/or displacement;
- Building socioeconomic equity;
- Strengthening neighborhood identity;
- Fostering economic development and sustainability;
- 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.



The Five Sisters Blues Cafe located in the historic Belmont-DeVilliers neighborhood


Shops along Palafox Street in the historic downtown core

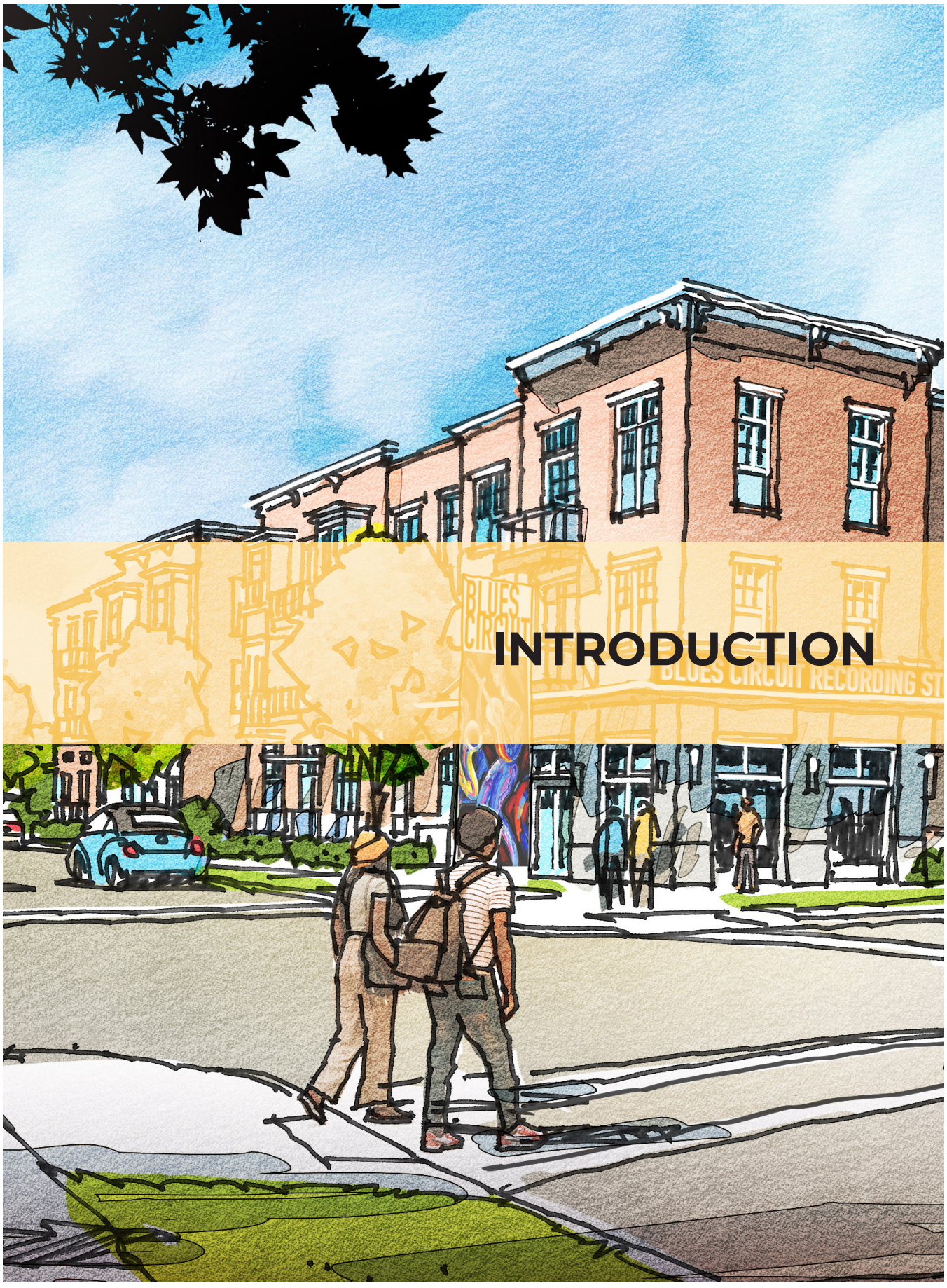


CRA Districts Map

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

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.

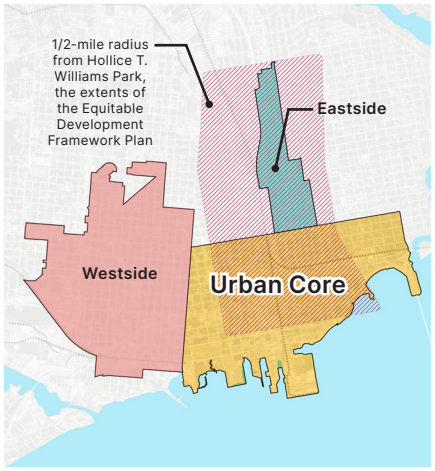
The statutes dictate that the municipality, "to the greatest extent it determines to be feasible... shall afford maximum opportunity, consistent with the sound needs of the county or municipality as a whole, to the rehabilitation or redevelopment of the community redevelopment area by private enterprise."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



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



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.

The Date Certain for the Urban Core is December 31, 2043.

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

ACTIVITIES

In addition to specific special demonstration projects, recommendations and visions identified in the Plan, the CRA will be empowered to provide and may fund certain activities to further carry out the themes and principles of the Plan. Leveraging the private sector to the maximum extent and close coordination, cooperation and communication with other public and semi-public agencies is critical for the CRA to be most efficient with its redevelopment efforts.

In accordance with the limitations set forth in §163.387, Florida Statutes, the CRA may help directly stimulate and support private investment in new real estate development, property improvements, new business and infrastructure and may choose to offer financial incentives to fill the economic gap and stimulate redevelopment.

Property Acquisition

To help further the purposes of the Plan, the CRA may acquire property either for current or future redevelopment opportunities. The acquisition of property necessary to carry out the themes and principles of the Plan may be authorized by the CRA and City Council on a site-by-site basis or pursuant to established program policies and guidelines.

The CRA may also pay for related costs, including but not limited to, transaction costs, site clearance, demolition (with Council approval), and repairs.

Business Relocation[1]

The CRA may assist existing businesses within the Redevelopment Area to relocate in order to make way for redevelopment activities consistent with the Plan.

Environmental Improvements

Properties within the Redevelopment Area are known or are perceived to contain environmental contamination. The CRA is empowered to provide funding to cover costs associated with environmental cleanup in support of the redevelopment of such properties with approval by the CRA on a site-by-site basis or pursuant to established program policies and guidelines.

Prepare Sites For Redevelopment

The CRA may prepare or cause to be prepared as building and development sites, any property in the Redevelopment Area owned or acquired by the CRA, the City or any other person, in order to redevelop the site in accordance with the Plan. Such site preparation may include, but is not limited to demolition, building rehabilitation, building relocation, infrastructure, utilities, environmental cleanup and grading. Demolition may be pre-authorized by the CRA and City Council either on a site-by-site basis or pursuant to established program policies and guidelines.

1 Note: Limitation on assisting non-displaced businesses to relocate into the CRA, per AGO 2009-32. See 163.387(6)(c)(4); 163.370(2)(k), F.S..

Market Research And Site Due Diligence

The CRA may fund planning, surveys, and financial analysis efforts in order to assess market conditions and feasibility for redevelopment of the Redevelopment Area or for specific projects.

Property Disposition

The CRA is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property. To the extent permitted by law, the CRA is authorized, with the approval of City Council, to dispose of real property by negotiated sale, lease, or donation.

The leases, deeds, contracts, agreements, declarations of restrictions and other legal instruments relative to any real property interest conveyed by the CRA may contain restrictions, covenants, covenants running with the land, conditions subsequent, equitable servitudes, or such other provisions necessary to carry out the Plan and meet the objectives of the CRA.

The CRA also may pay for costs associated with the disposition of property, including but not limited advertisement for disposition, the solicitation process, and transaction costs.

Building Demolition, Rehabilitation, Reuse and Relocation

Demolition

The CRA may demolish, clear, or move buildings, structures and other improvements from any real property in the Redevelopment Area which it has acquired and as may be necessary to carry out the purpose of the Plan with the approval of City Council either on a site-by-site basis or pursuant to established program policies and guidelines.

Building Rehabilitation And Reuse[2]

The CRA may rehabilitate, redevelop and/or improve property for reuse. The CRA may work with the owner(s) and/or tenants through a joint venture to redevelop, reuse and/or rehabilitate such structures (ex. Commercial Property Improvements Program).

Relocation[3]

If a particular structure which is in an area that is proposed for redevelopment is determined by the City and/or the CRA as worthy of being preserved, the CRA may, if they determine preservation is feasible, authorize funding necessary to move the structure to another location within or outside the redevelopment area.

Additionally, the CRA may fund relocation assistance on a case-by-case basis as may be necessary to carry out the Plan.

2 Note: TIF may not be utilized for recruitment activities it is constitutes a "promotional" or "marketing" activity.

3 Note: Limitation on relocation of buildings per AGO 2009-32.

Property Management and Maintenance

Property Management

The CRA may manage property in furtherance of the principals and themes of the plan either directly or indirectly through the employment of agents, employees, independent contractors, companies or other persons.

Landscape & Site Maintenance

The CRA undertakes projects, both future and past, that require maintenance once the project is completed and open to the public. The CRA may employ maintenance services either directly or indirectly through the employment of agents, employees, independent contractors, companies or other persons.

Public Improvements, Beautification & Infrastructure

The Plan identifies specific public improvement projects to be implemented. In addition, the CRA may undertake and fund, in cooperation with public and private partners, public infrastructure improvements throughout the Redevelopment Area. These projects are not designed to replace funding already allocated for capital improvements in the area but rather to augment them. Projects should be multifaceted, accomplishing several goals outlined in the prioritization criteria found within the Implementation section of the Plan. Projects may be authorized by the CRA on a project-by-project basis or pursuant to established program policies and guidelines.

Allowable improvements include the following:

- Streetscapes – including a combination of street improvements such as, paving, striping, curb & gutter, signalization, signage, street trees, landscaping, lighting and/or sidewalks.
- Pedestrian & bike improvements – such as sidewalks, crosswalks, trails, lighting, furnishings, bike racks, etc.
- Landscaping & hardscaping.
- Parking improvements – provision for off-street parking, parking structures (public and private), parking lot improvements (landscaping, lighting, striping, paving); public parking facilities and public/private parking joint ventures.
- Open space, parks and public space enhancements – Including but not limited to, parks, plazas, passages, trails, boardwalks and recreation facilities.
- Transit – trolley, bus, bus rapid transit (BRT), ferry, water taxi, rail, etc. located within the district.
- Public Art – when in conjunction with broader development or infrastructure projects.
- Waterfront & bay improvements – bulkheads, docks, marina slips, boardwalks and promenades, erosion control, etc.
- Utility upgrades – Upgrades to water, gas, sanitary sewer, phone, data, electric and other utilities when in conjunction with or in furtherance of broader development or infrastructure projects.

- Overhead utility relocation – relocation of overhead utilities shall be coordinated with utility electric company, phone, cable and data providers and the City when in conjunction with or in furtherance of broader development or infrastructure projects.
- Storm water management – storm water treatment (bio-swales, rain gardens, BMPs), detention, retention and conveyance when in conjunction with broader development or infrastructure projects.
- Environmental improvements – hazardous material cleanup, bay water-quality improvements, erosion control, etc. in preparation for broader development or infrastructure projects.
- Signage – District identification, district gateway, wayfinding, etc. in conjunction with or in furtherance of broader development or infrastructure projects.

Dissemination of Information

The CRA may undertake efforts to inform the public and stakeholders of CRA efforts to remedy slum and blighted areas as well as those specific opportunities available under CRA programs. Information may be disseminated via a number of methods, including but not limited to print and electronic means.

Community Policing Innovations

The CRA may fund Community policing innovations, as defined under Chapter 163, Part III, Florida Statues, to target or deter criminal activity within a community redevelopment area.

Administration and Professional Consulting Services

The CRA is empowered to fund all operational, management and administrative activities of the Agency including, but not limited to, employees' salaries and benefits, equipment, supplies, software and vehicles.

The CRA is empowered to hire private consultants for expert and temporary services to carry out the Plan, including all planning and analysis activities necessary for implementation and decision making.

Not-for Profit Entity[4]

The CRA is empowered to create a not-for-profit entity to facilitate receipt of outside source funding for purposes of implementing the CRA Plan.

4 Note: The CRA may create a non-profit but may not use TIF funds for its creation.

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.





Belmont-DeVilliers



Palafox Pier



Wahoos Stadium



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.

Impacts and Projections
This chapter describes the impact of recommendations on neighborhoods, provides a preliminary list of priority projects, and TIF revenue projections.

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



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:

- 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.

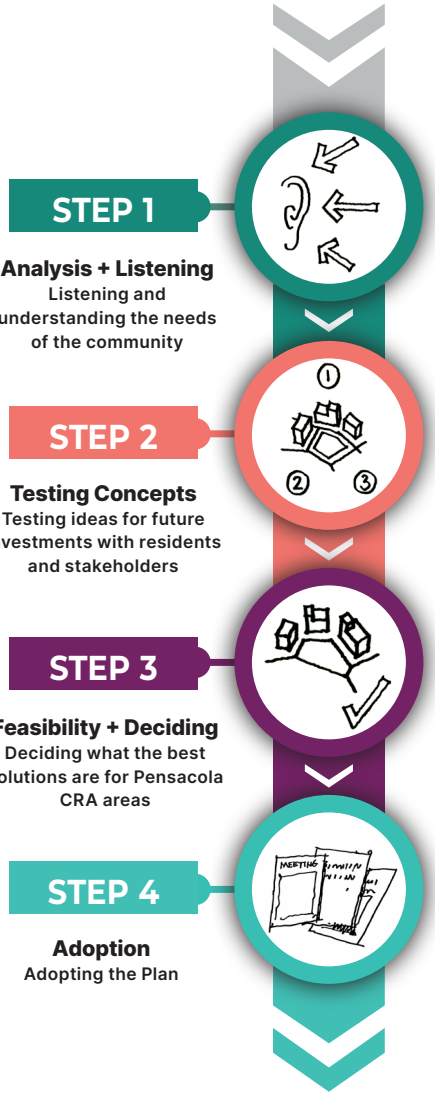
Step 1: Analysis + Listening

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).



Listening Workshop #1



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





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



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.









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

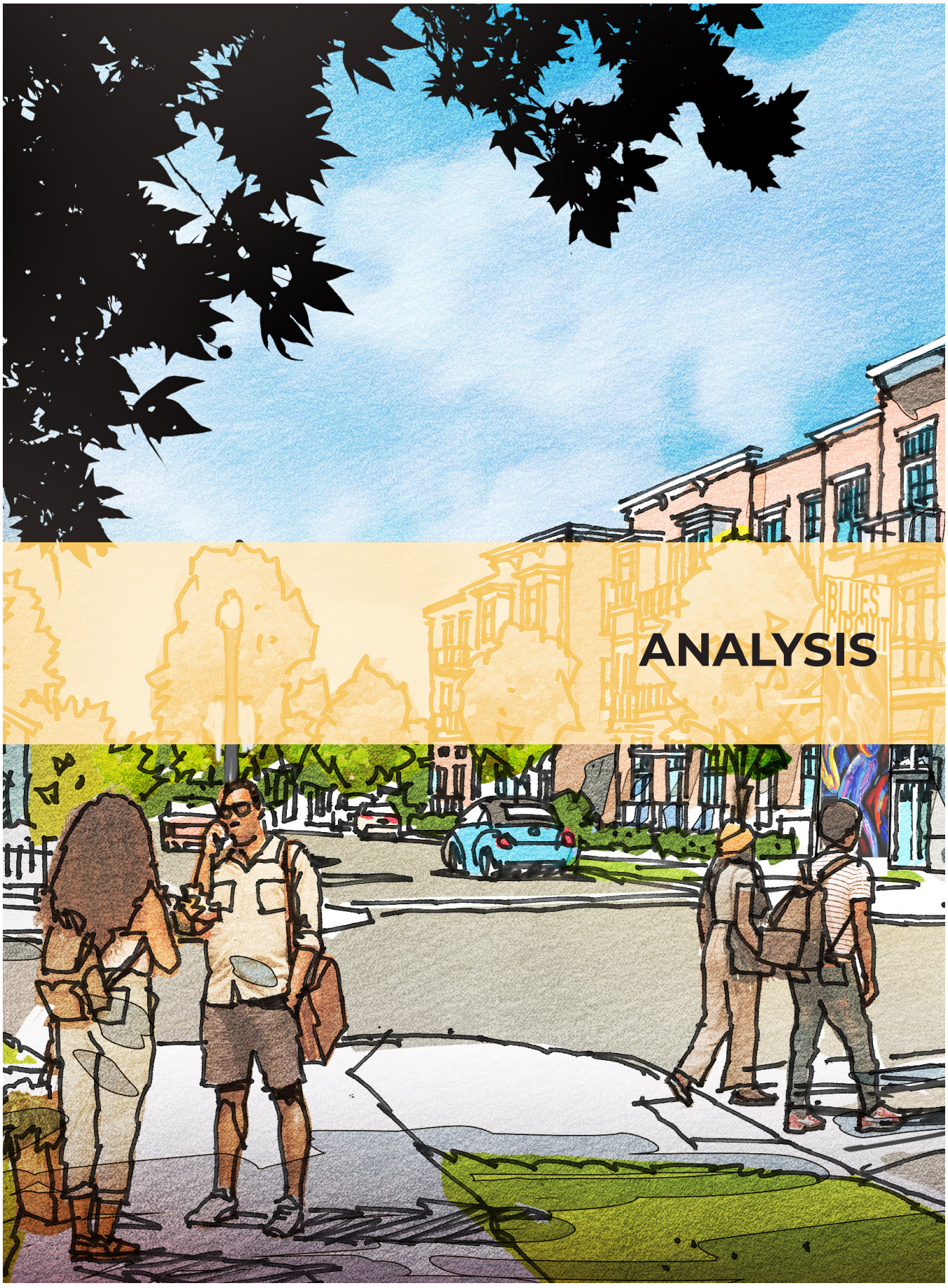
Funding

- 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



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

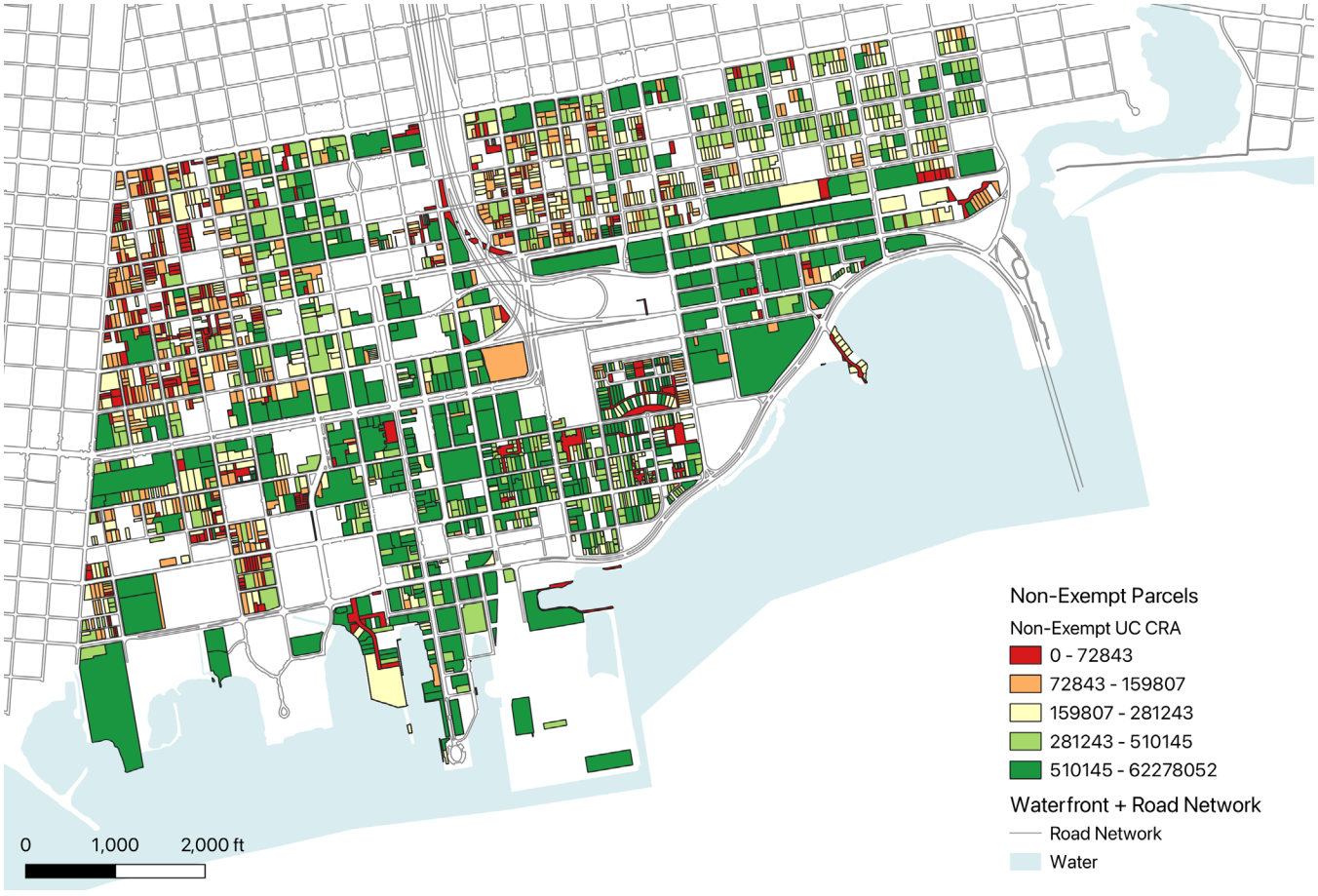
In the Urban Core CRA District specifically, as of 2024, the homeownership rate is lower than the MSA (54% vs 69%). The District's median home price is higher than the MSA ($501k vs $331k), and its median household income ($71k) is similar to and slightly lower than the MSA level ($76k). Therefore, the 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.



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.



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.

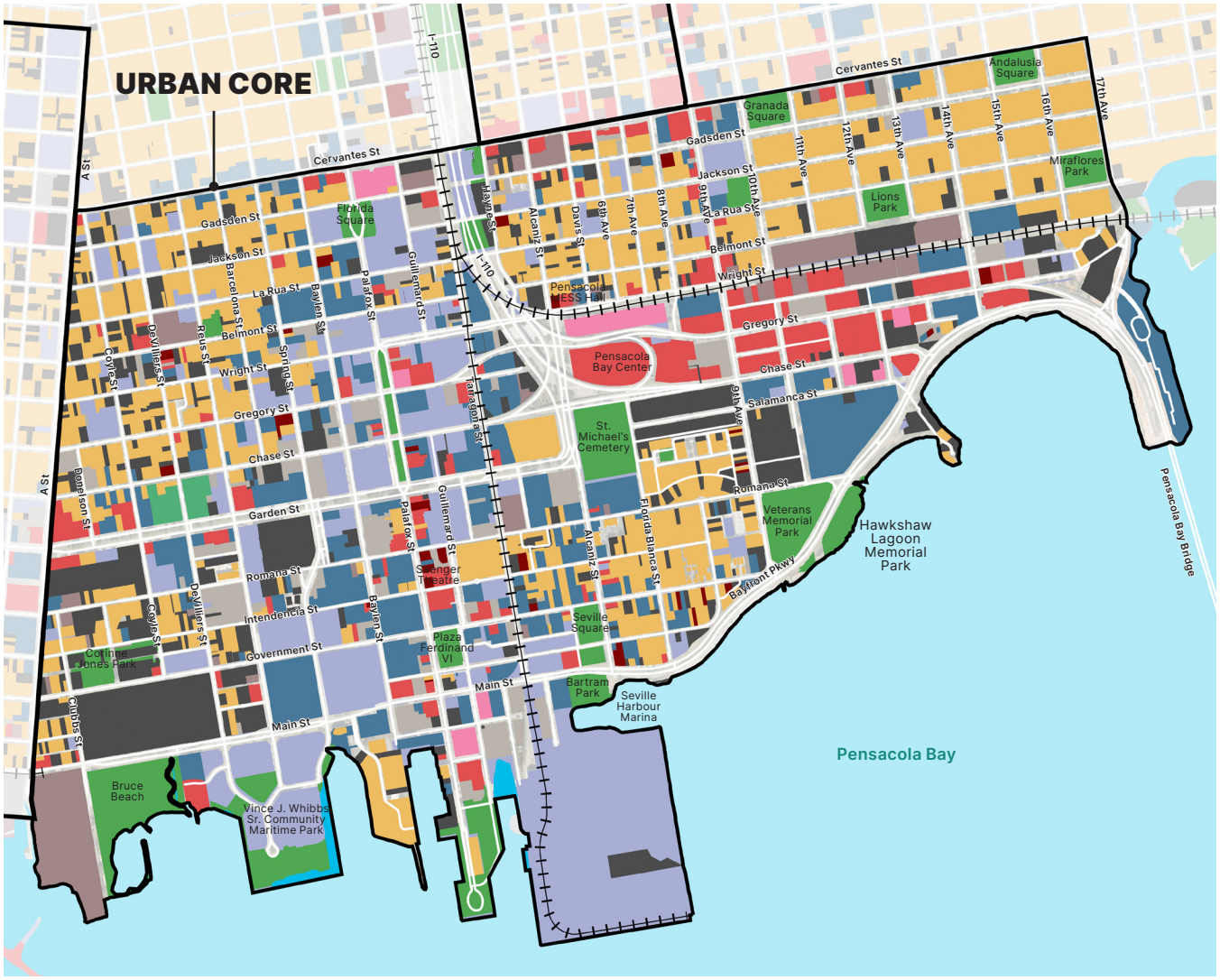
PHYSICAL PATTERNS



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.

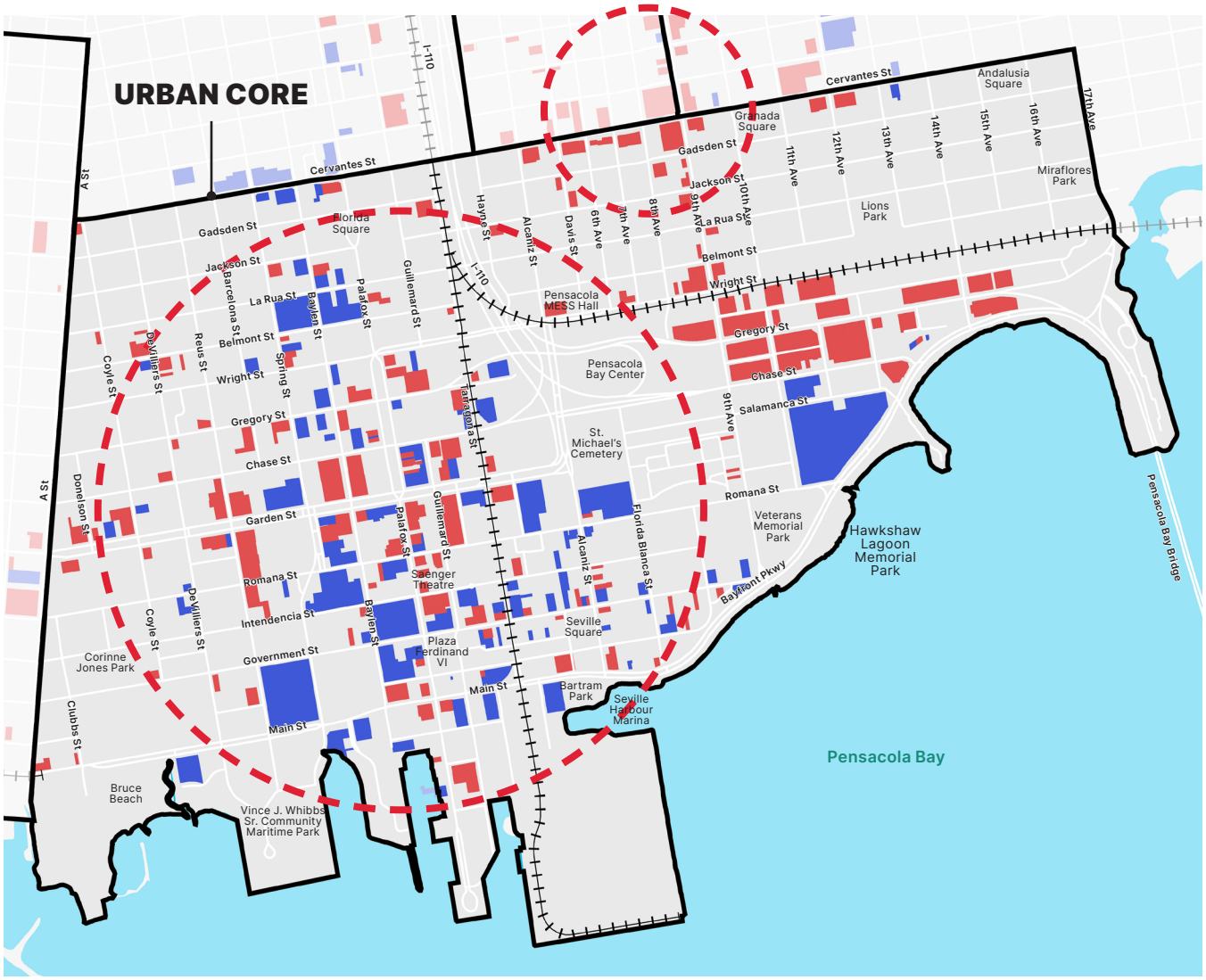


EXISTING LAND USES

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%

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

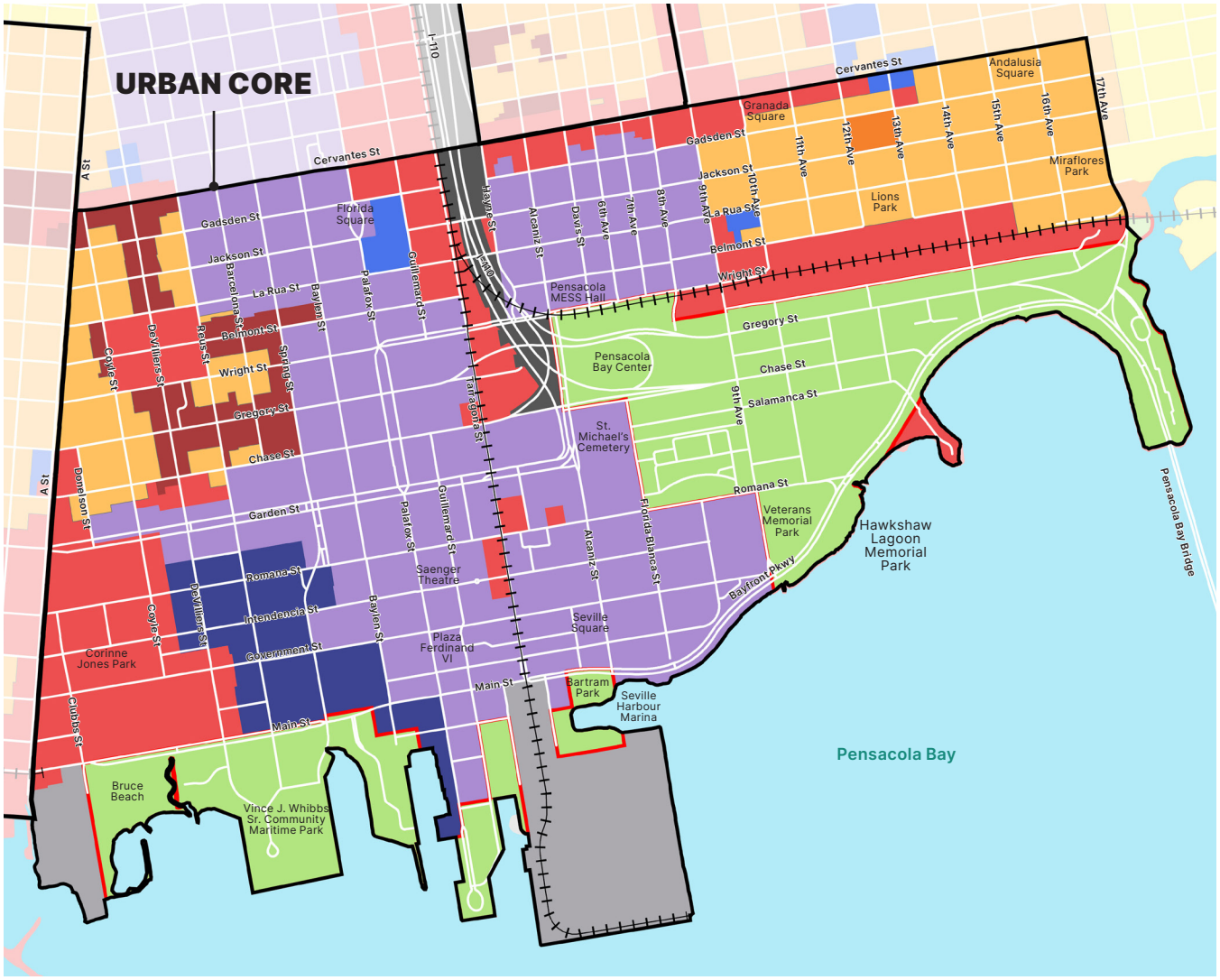


COMMERCIAL & RETAIL USES

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.

- Retail/Commercial Use
- Commercial Office Use
- Commercial Centers

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

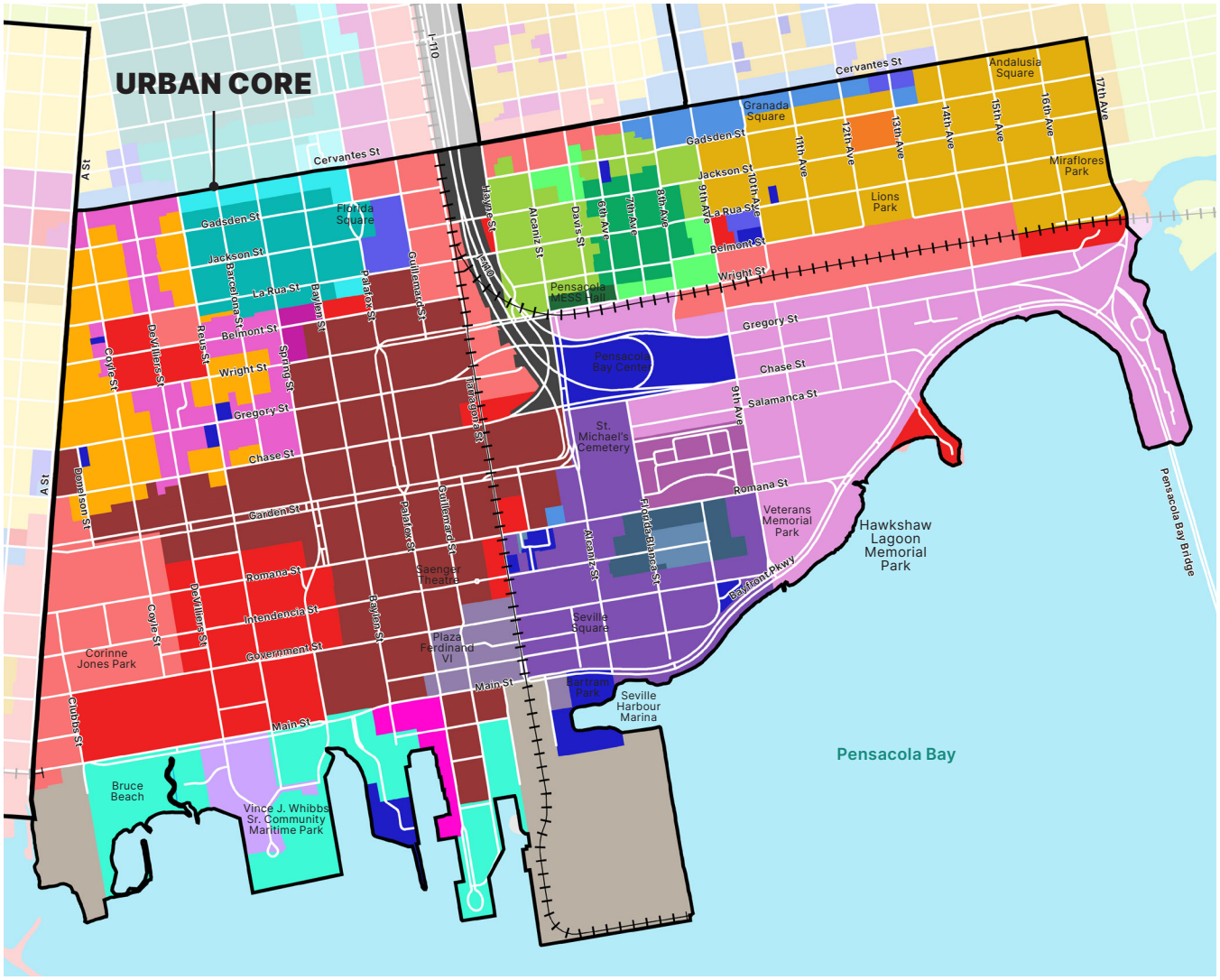


FUTURE LAND USE

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 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

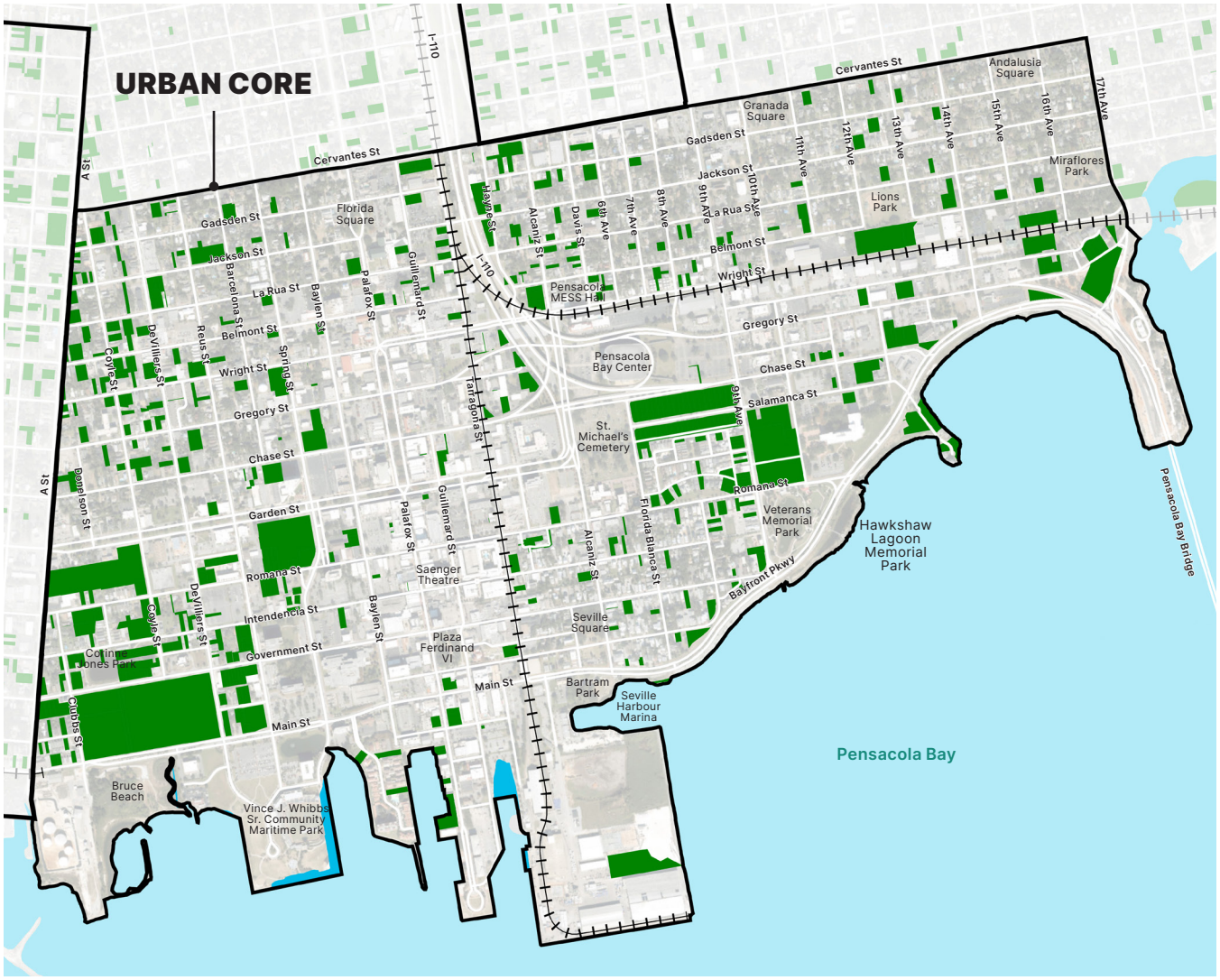


ZONING

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)

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

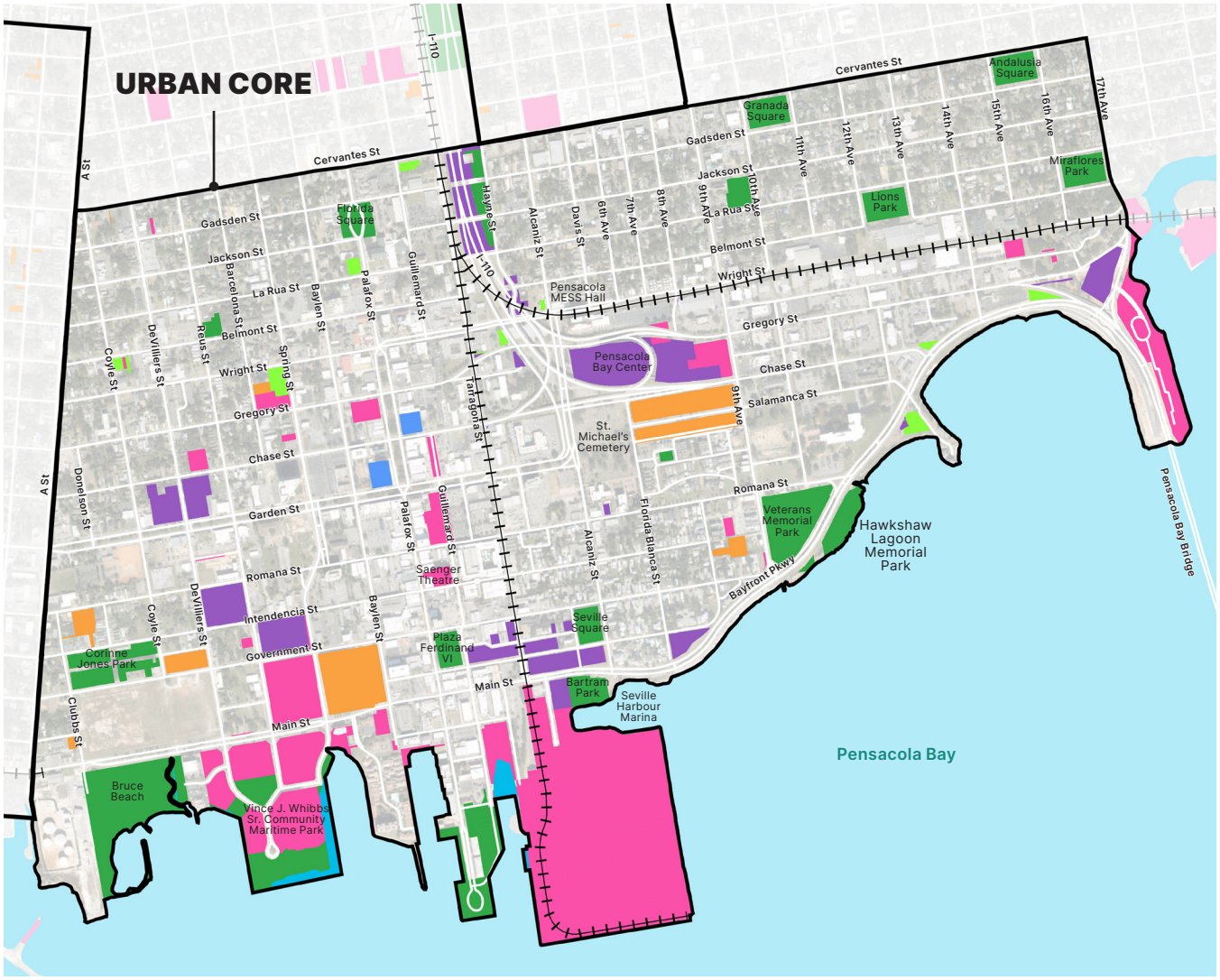


Vacant Lots

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.

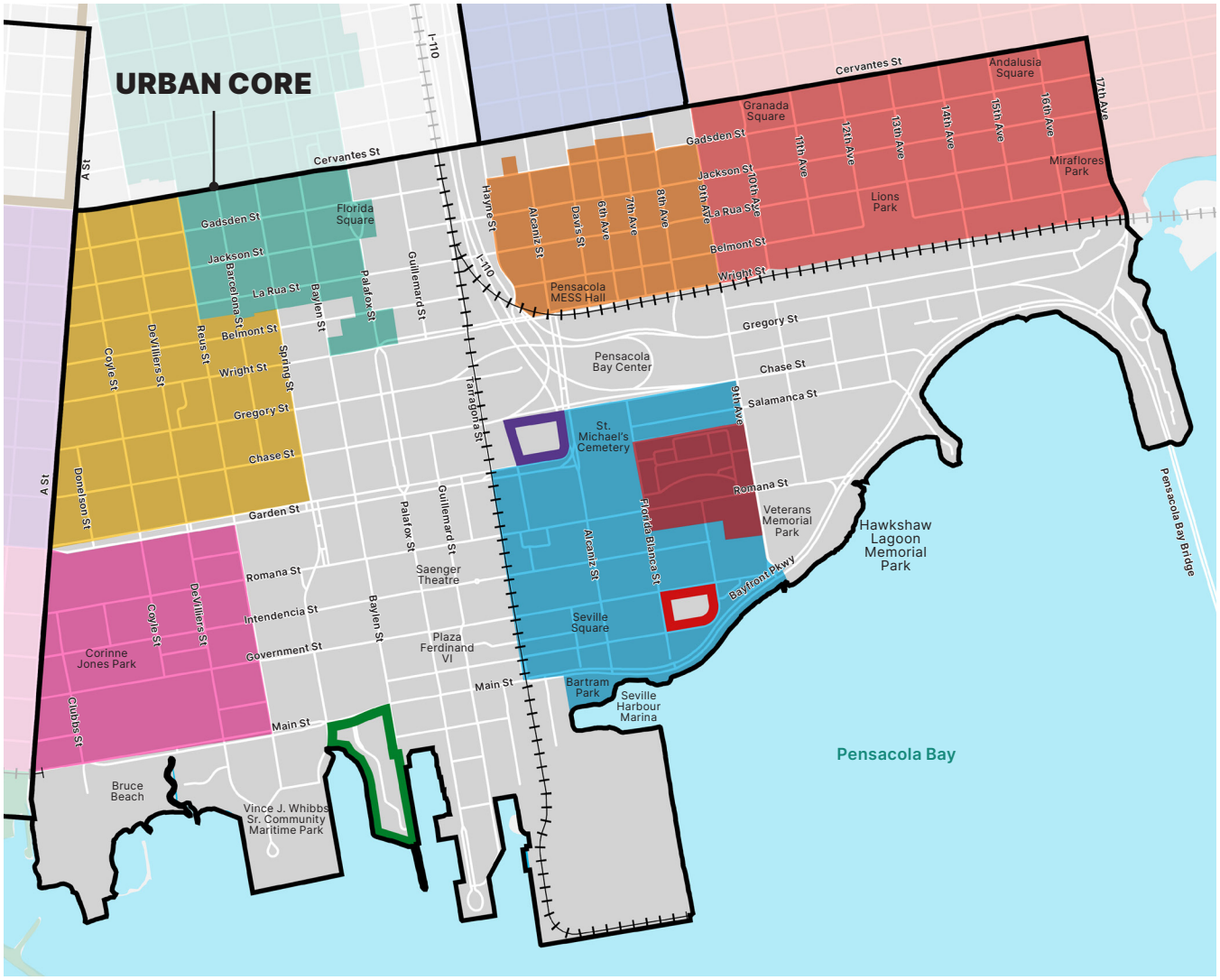
Map created using ESRI GIS Data from City of Pensacola, January 2024



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



NEIGHBORHOODS

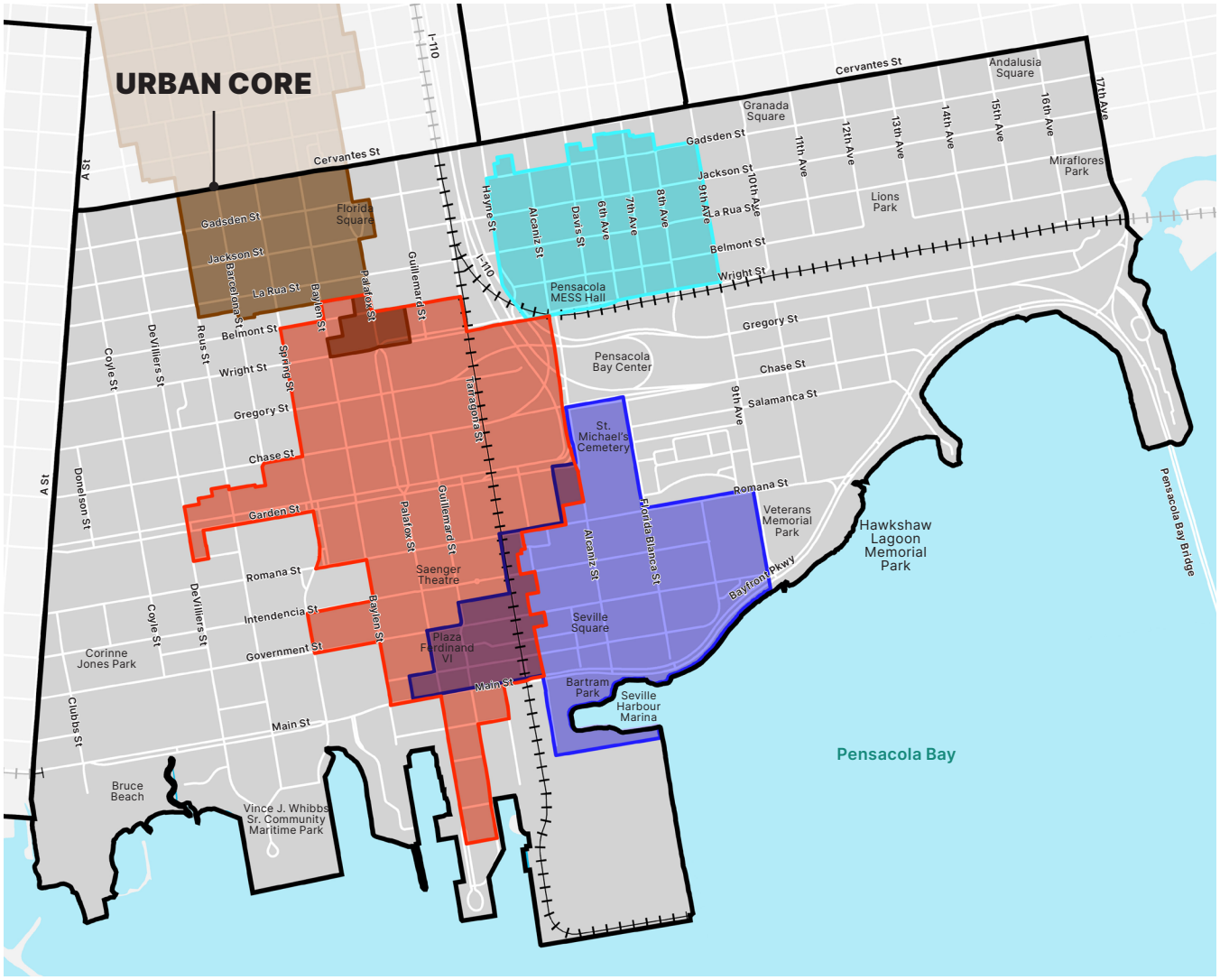
There are seven established neighborhood associations in the Urban Core, and three neighborhoods that are not members of the Council of Neighborhood Association Presidents of Pensacola (CNAPP), shown below and on the adjacent map.

- 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

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



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.

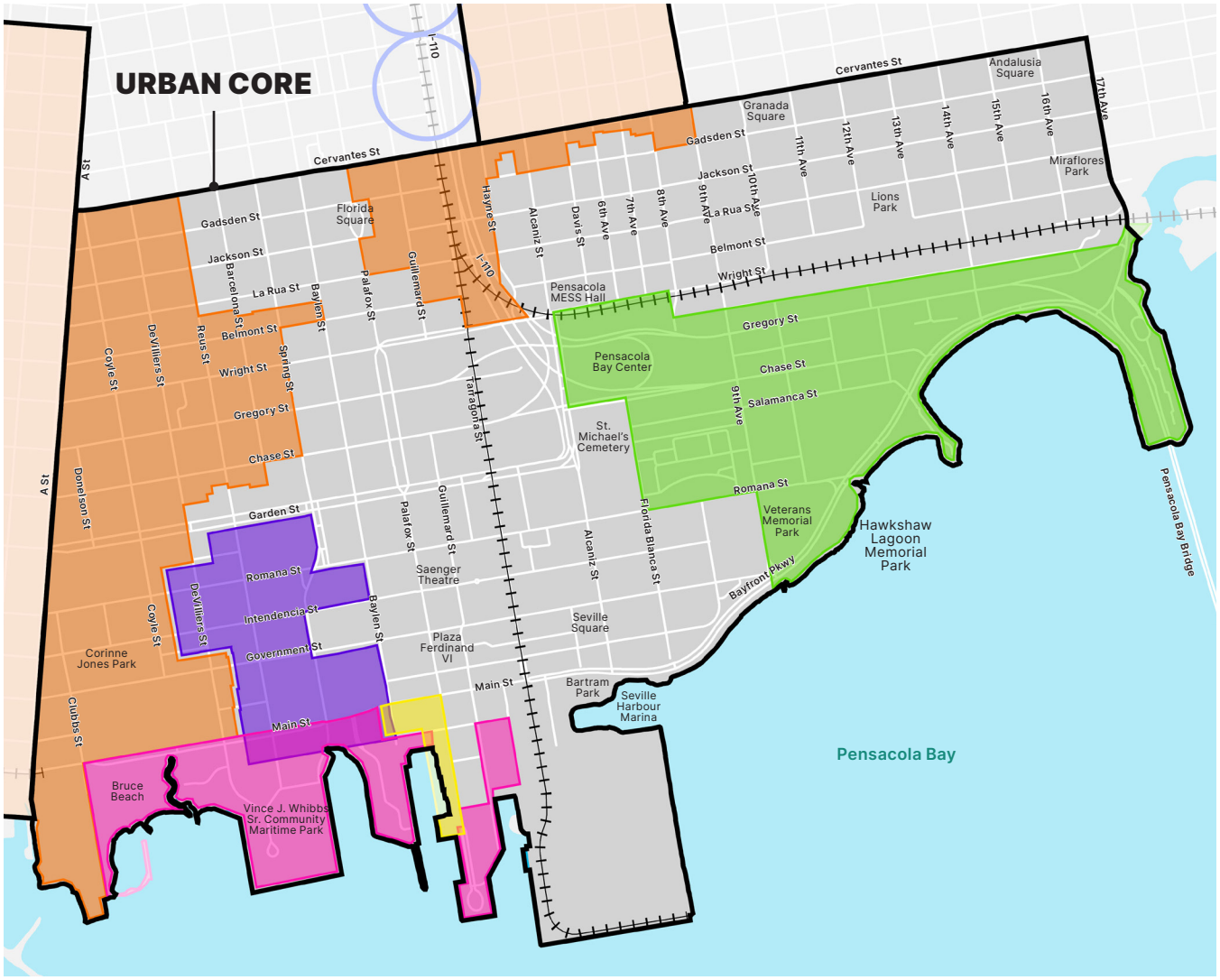
Old East Hill Preservation District

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.



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.

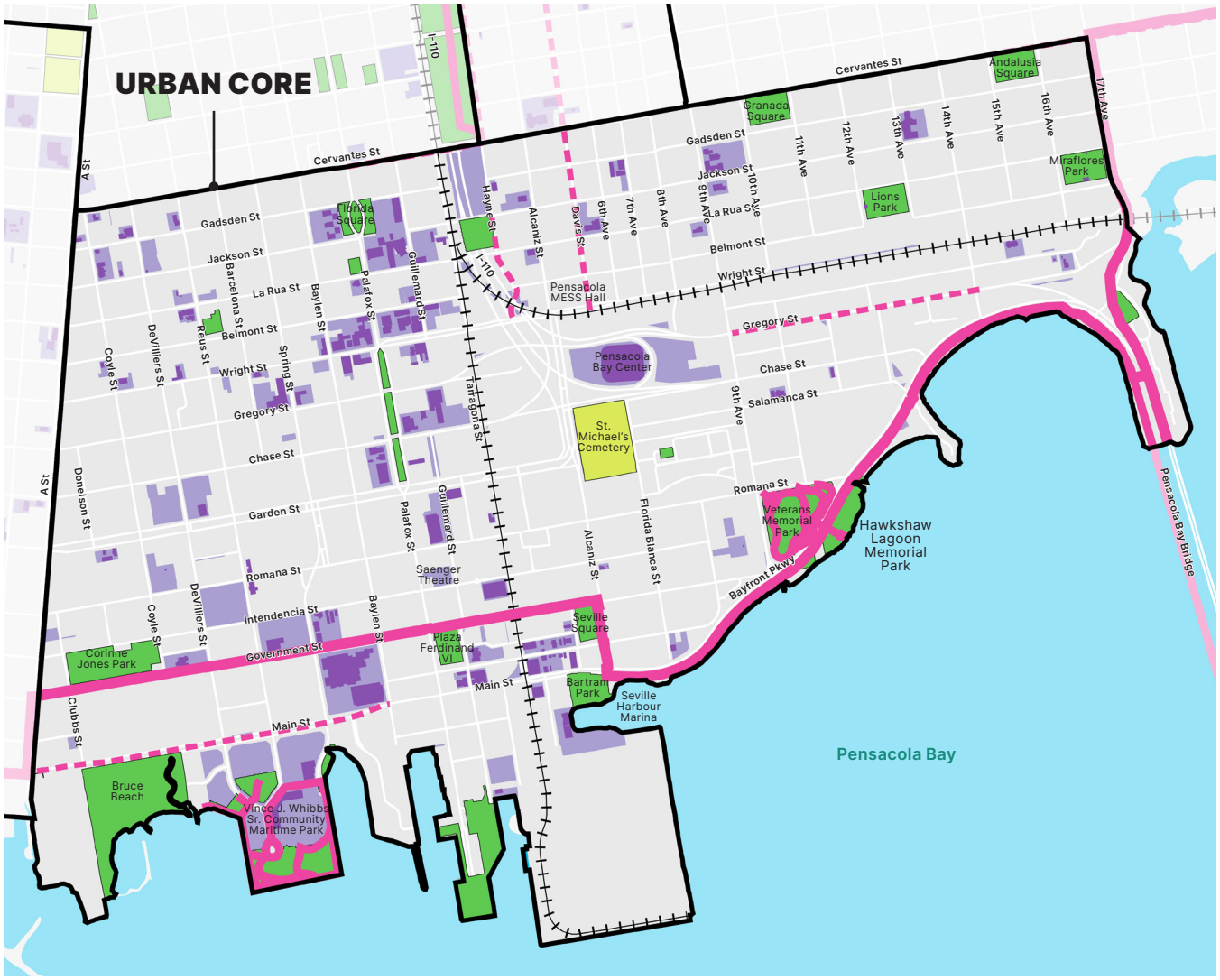
ADDITIONAL OVERLAYS

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.



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.

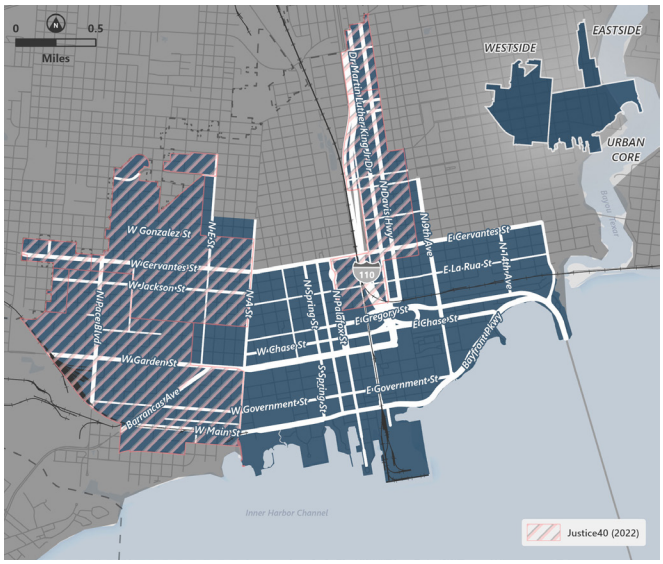


Katie E

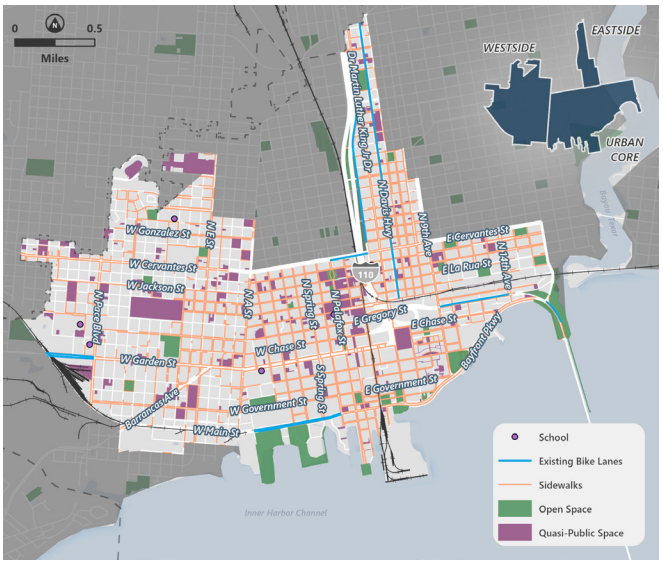
WHAT IS WALKABILITY?

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.

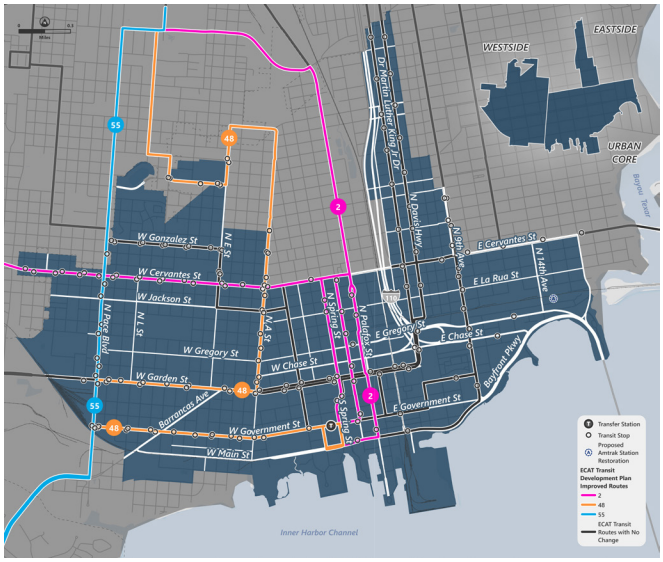
This concept also often extends to bicycling infrastructure, called "bikeability." Leading to the same benefits, bikeability is another important ingredient for great urban places.



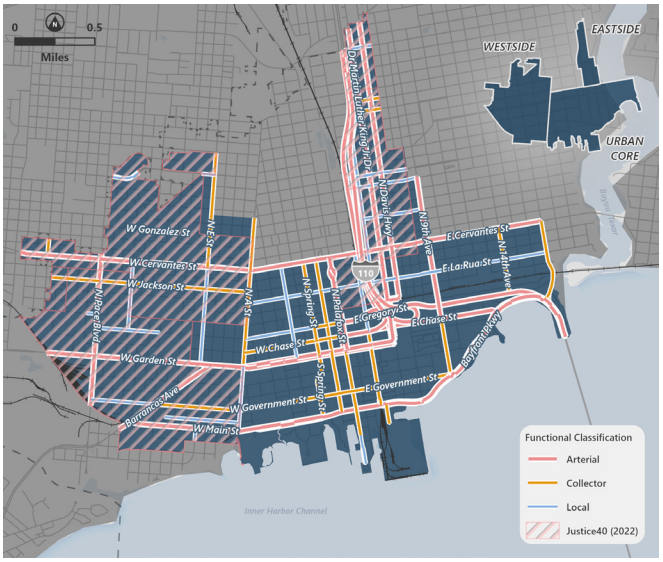
Major Roadways and USDOT Disadvantaged Communities



Pedestrian & Bike Facilities and Community Assets



Transit Routes & Stops



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

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.



Belmont-DeVilliers streetscape

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.



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

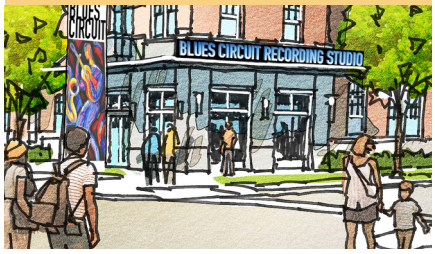
Special Demonstration Projects are examples of potential projects that achieve community goals by addressing all six categories of recommendations. These projects show potential future visions that are subject to change. In the Urban Core, these catalytic projects could include:

** 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



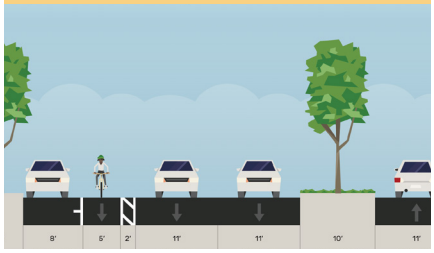
2. Belmont-DeVilliers



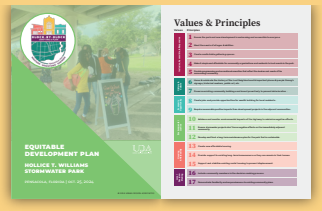
3. Reus Street Block



4. Wright & Alcaniz Area



5. Hollice T. Williams Park Equitable Development Framework Plan



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



Do you think that adding more residential, retail, and other uses to the waterfront will benefit the Urban Core CRA District?

Yes	75.61%
No	13.82 %
Not sure	10.57 %

*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.





"Have a variety of water activity options"

"Absolutely activate the waterfront!"





"Make streets safer and more comfortable for pedestrians"





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."

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.

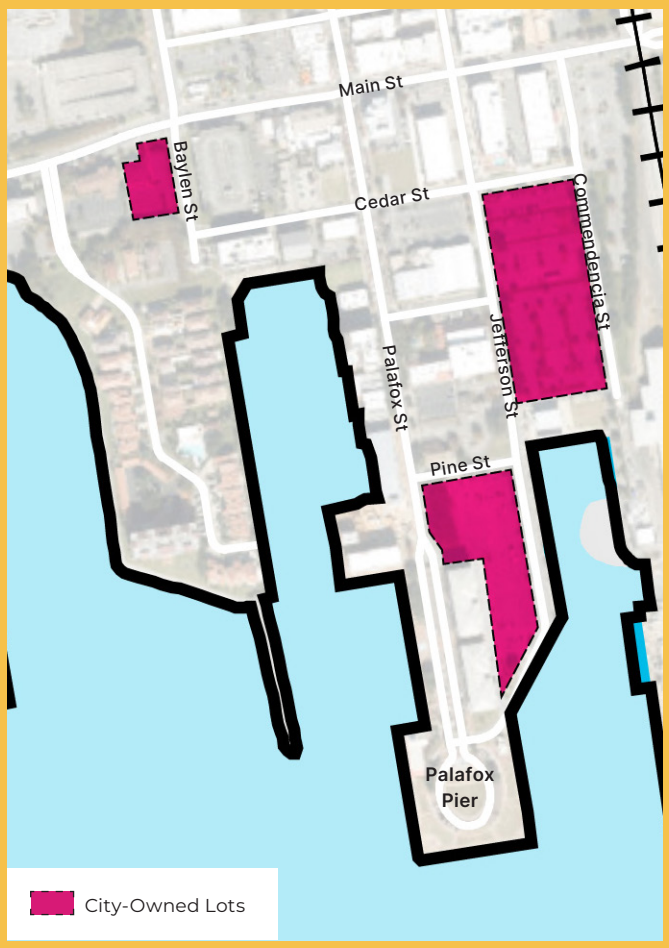
Implementation & Next Steps

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



City of 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.



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.

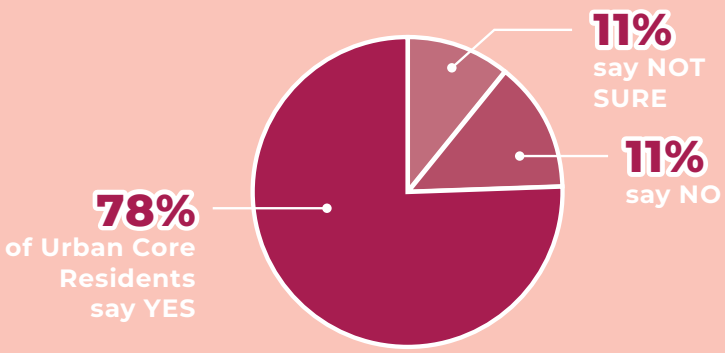

The Gordon


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

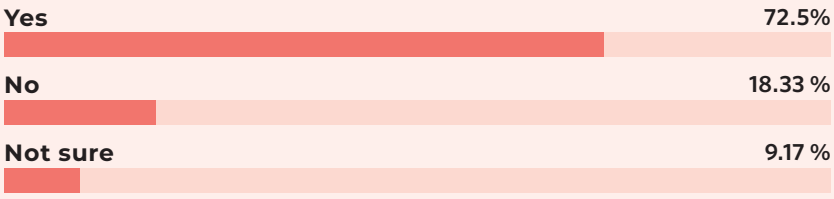

Welcome to
The Garden
at the
The Gordon
TG²

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 home-ownership, 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.

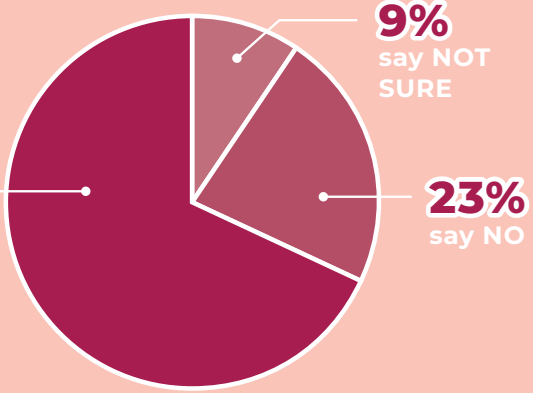
Two options were studied to make the most of this opportunity. The first option kept some existing parking and added infill townhouses, with stormwater mitigation in the interior of the block. A small cafe or shop activates the corner of Intendencia and Reus Streets.

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!"

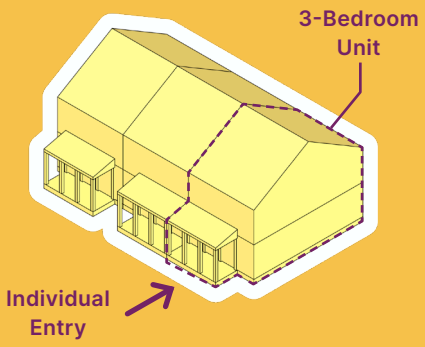
"It is critically important to add mixed income housing in this location"

Do you think that adding new housing in this area will benefit the Urban Core CRA District?

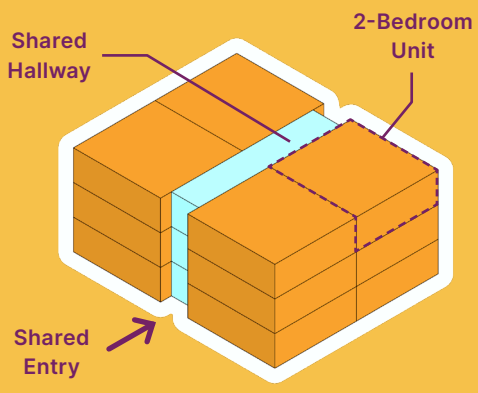


*For full survey results, see Appendix

RESIDENTIAL BUILDING TYPE EXAMPLES

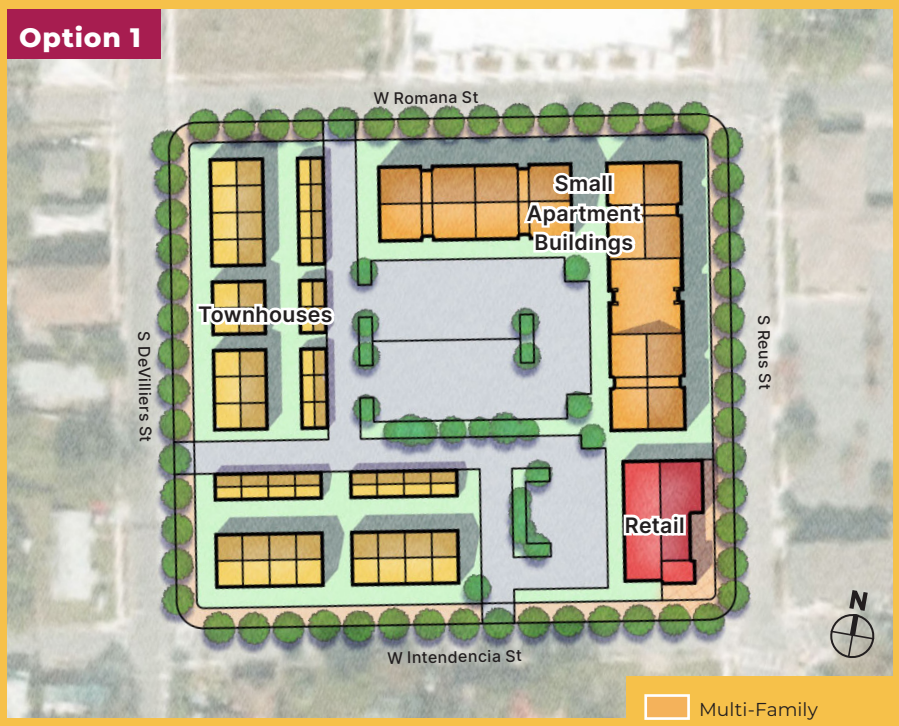


Townhouse Two- and three-bedroom units with individual entrances.

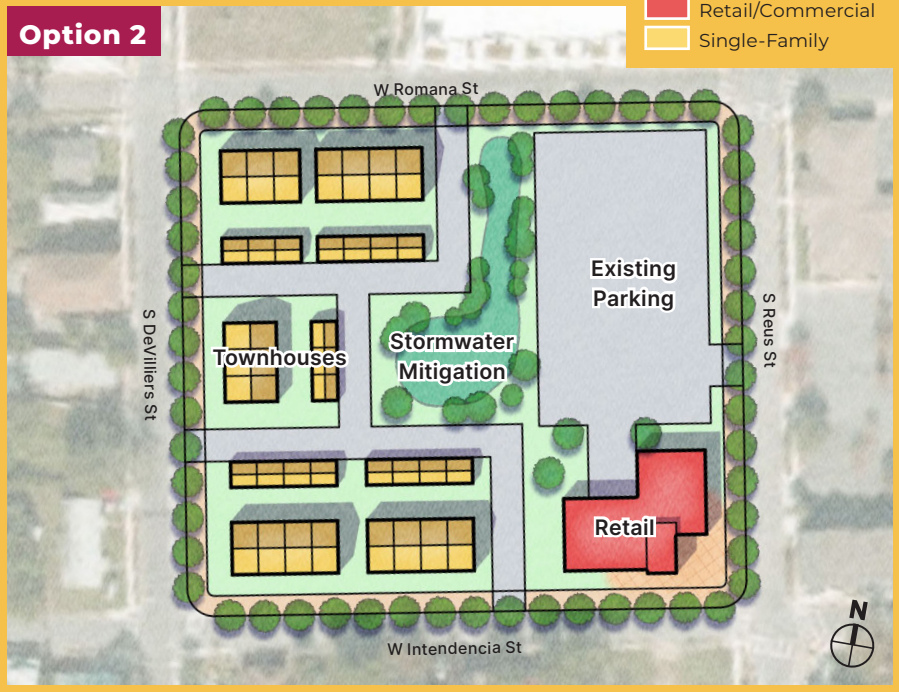


Small Apartment Building 3-story walk-up units accessed via a common stair. Can be 1-, 2-, or 3-bedroom units.

Option 1



Option 2



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.

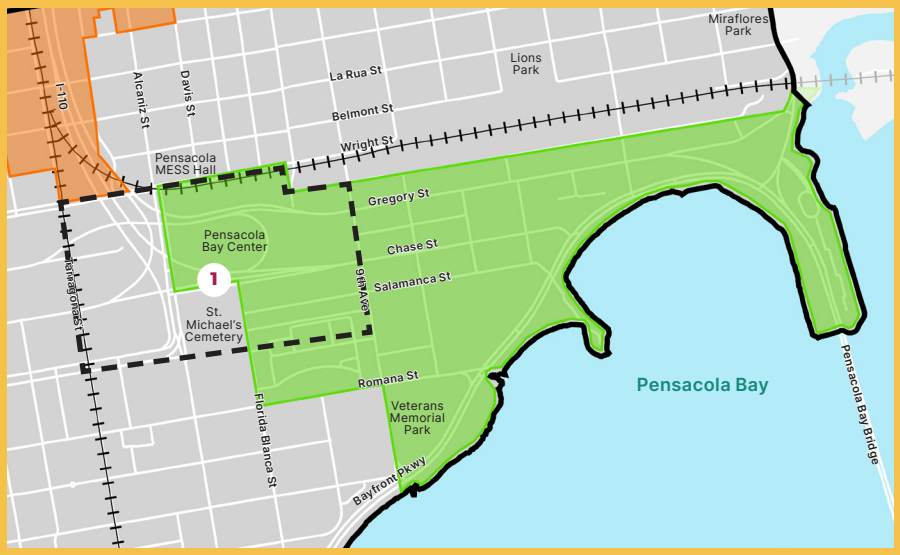
A majority of residents recognized the need for improving congestion and safety in this area, especially at the intersection of Garden and Alcaniz Streets.

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 reuse 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.



The Gateway Redevelopment District could be expanded to include the Wright & Alcaniz Area



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).

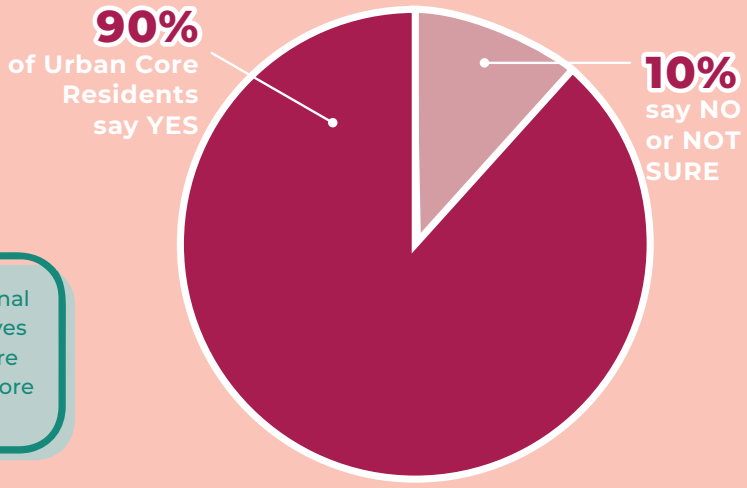
The Grand Hotel and Depot Building sit vacant on the site between Wright Street and Gregory Street. If it is economically feasible, the Grand Hotel may be renovated. Parking could be structured in the center of the block, allowing for additional new development facing No. 8th Avenue. Added hotel rooms 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.



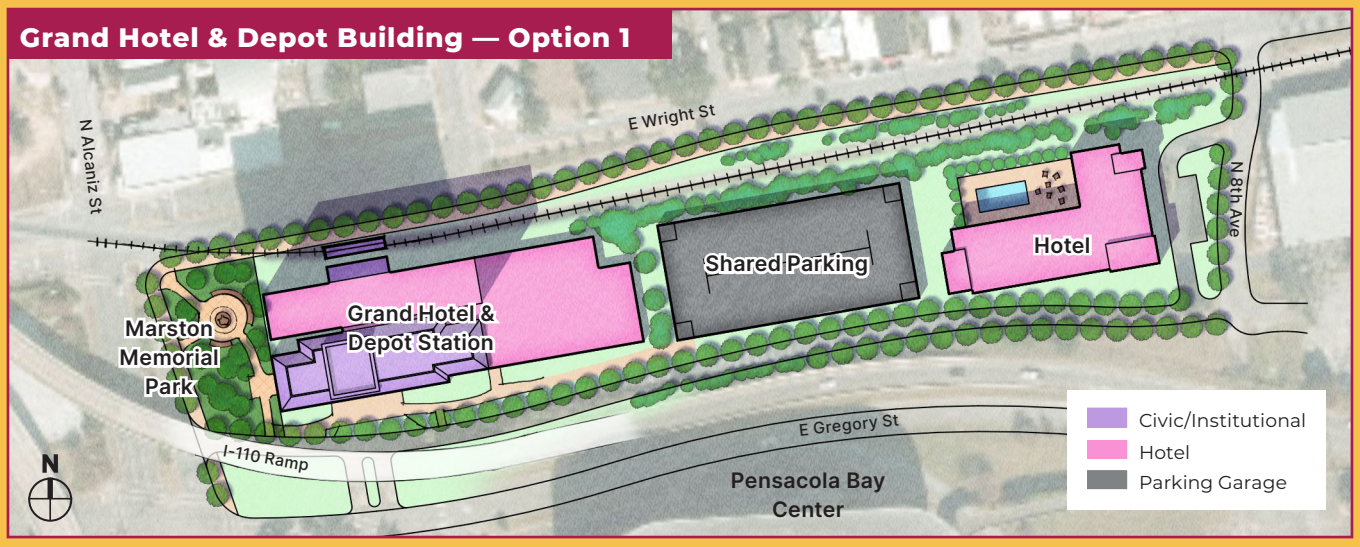
Do you think the redevelopment of the Grand Hotel and Depot Building will benefit the Urban Core CRA District?



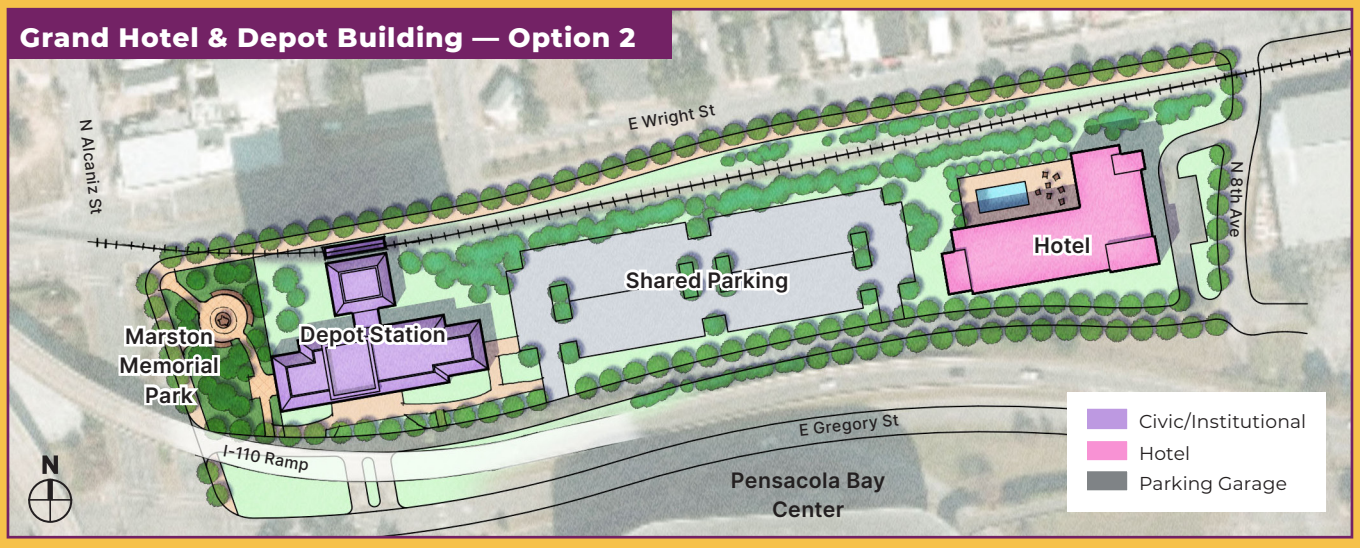
"Keeping its original grandeur preserves some history here which makes it more interesting"

*For full survey results, see Appendix

Grand Hotel & Depot Building — Option 1



Grand Hotel & Depot Building — Option 2





4. Improvements to Wright, Alcaniz, and Gregory Streets

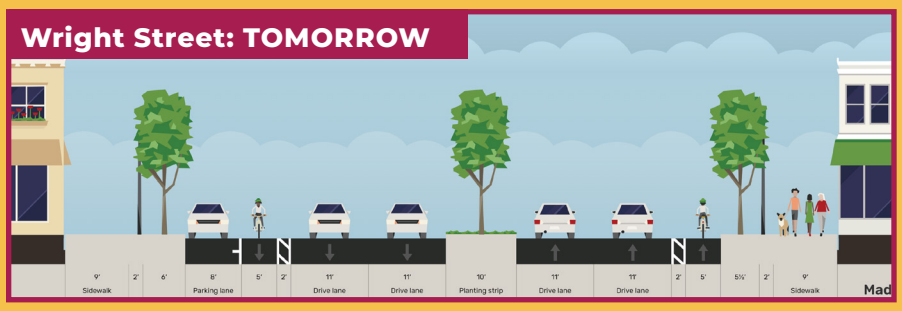
Wright and Alcaniz Streets are located near and beneath Interstate 110. At the intersection of the two streets, the railroad crosses and continues eastward along Wright Streets. With the interstate, the railroad, Gregory Street, Chase Street, and the Pensacola Bay Center all near or intersecting these 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.

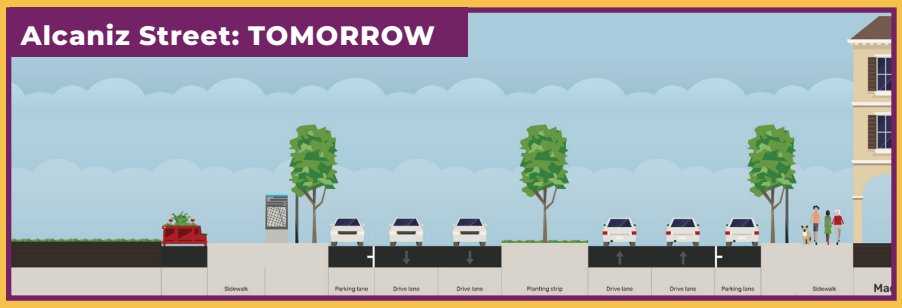
Wright Street improvements should include:

- 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.









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.

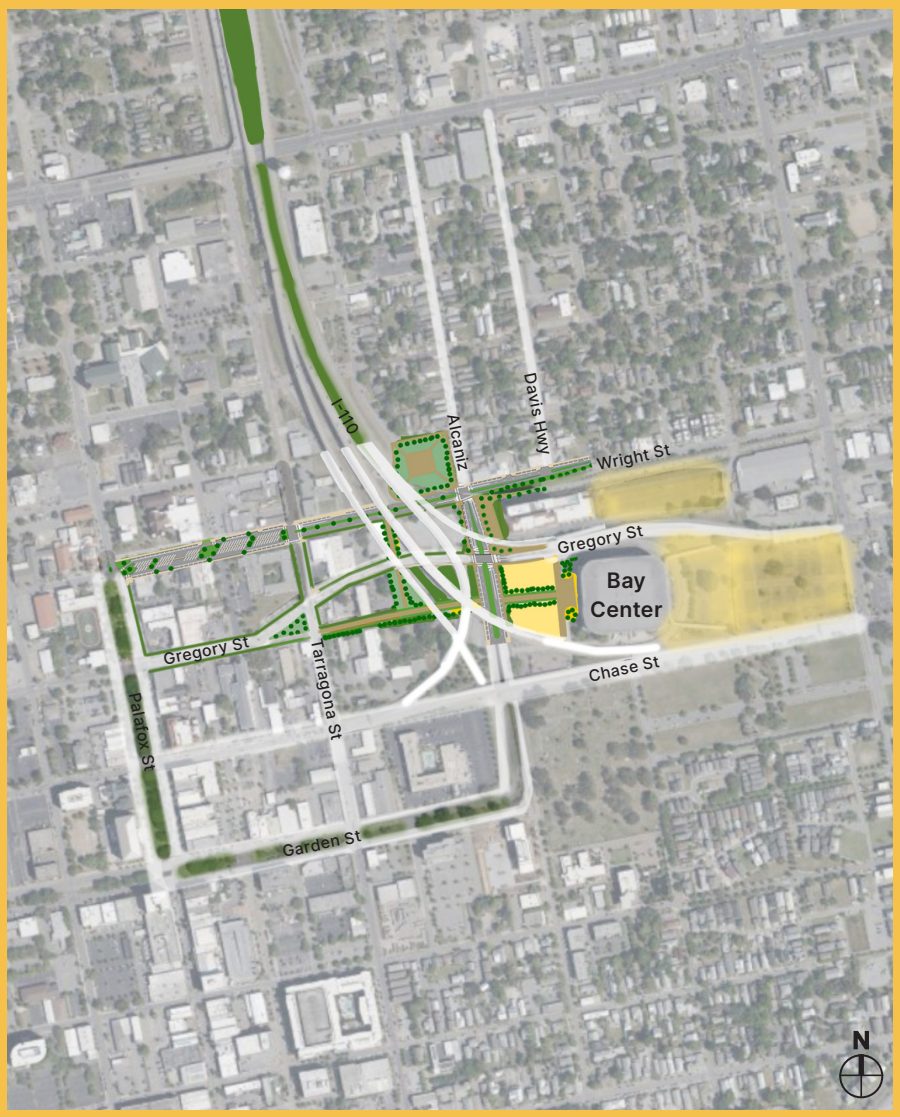
Gregory Street heading east from Palafox Street should be designed as a dead-end street called Gregory Square. This small street should be reimagined as a shared use and pedestrian only street that reconnects the grid of downtown to the Bay Center district. Transformation of this small segment also unlocks 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

SPECIAL DEMONSTRATION PROJECT

HOLLICE T. WILLIAMS PARK EQUITABLE DEVELOPMENT FRAMEWORK PLAN

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



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.

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







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).





Google

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

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

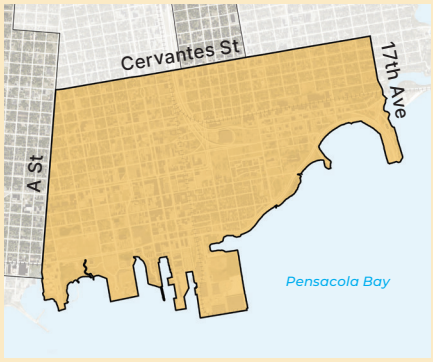
AREAS NOT COVERED BY ANY SPECIAL OR AESTHETIC REVIEW DISTRICT

For Projects funded by CRA

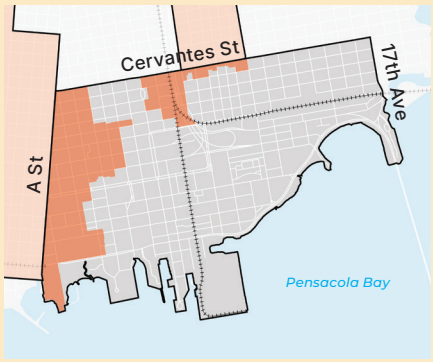
See Additional Design & Form Standards for CRA-Funded Projects above

For Projects NOT funded by CRA

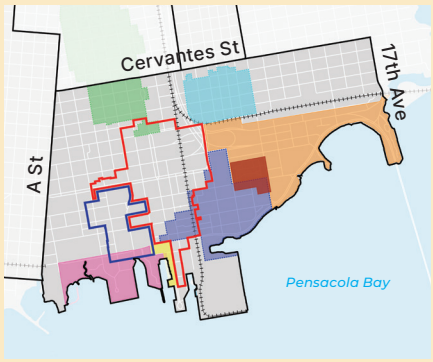
To ensure urban form and architectural scale and character are addressed in these areas, consider adding these areas to an aesthetic review district. Work closely with the City and neighborhood organizations.



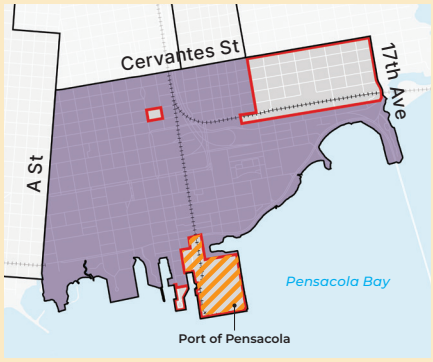
Map of the Urban Core CRA District



Map of the Urban Design Overlay District in the Urban Core



Map of the Other Special Districts in the Urban Core



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.



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.

9. Address Compatibility of Adjacent Uses in the Tanyard Neighborhood

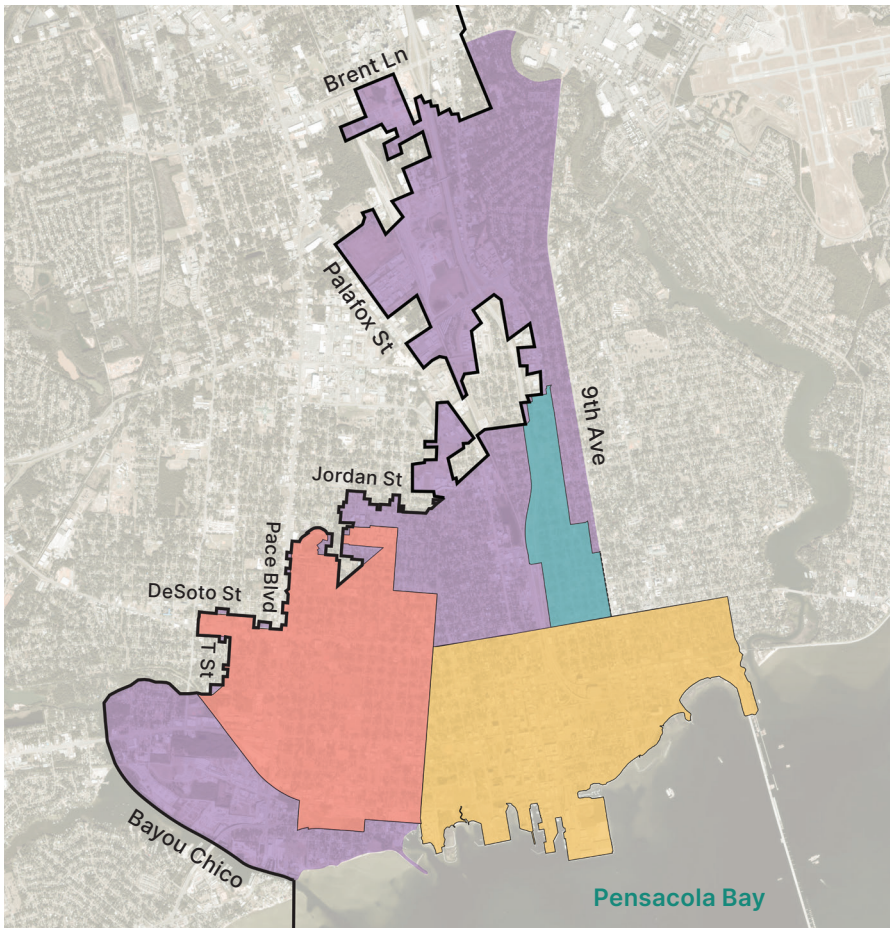
All of the land in the Tanyard Neighborhood within the Urban Core CRA is zoned commercial. However, there are still existing residential homes and neighborhoods in these areas. The intent is that future development integrate with the existing residential character and scale, rather than trend toward large-scale commercial or industrial uses. Developments should incorporate appropriate transitions to adjacent residential uses.

10. 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).

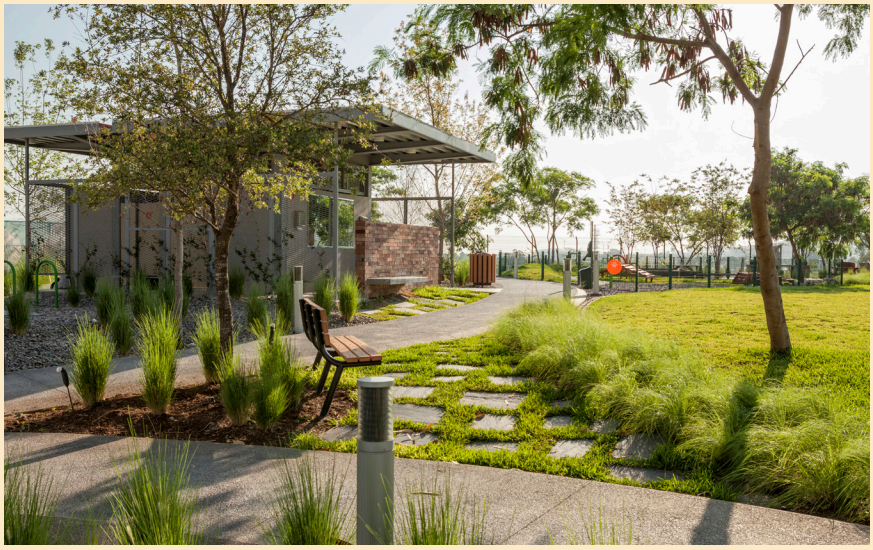
11. CRA Boundary Expansion

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.



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



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. Partnership with Escambia County

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

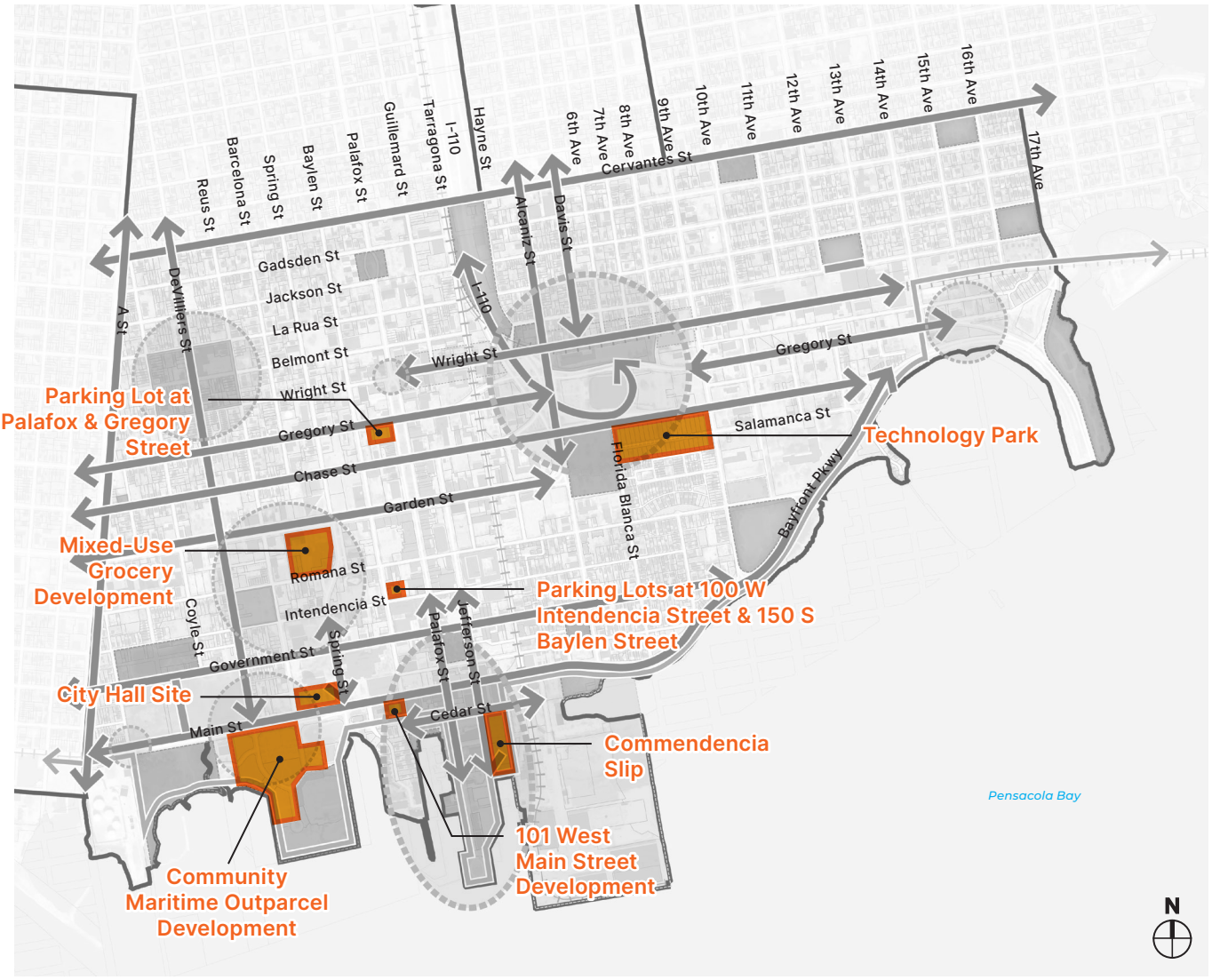
5. Strategic Development Support and Incentives

- 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.



Local business


Downtown cafe in a renovated historical building



6. 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.

7. 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).

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.

13. 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.



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.

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.





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

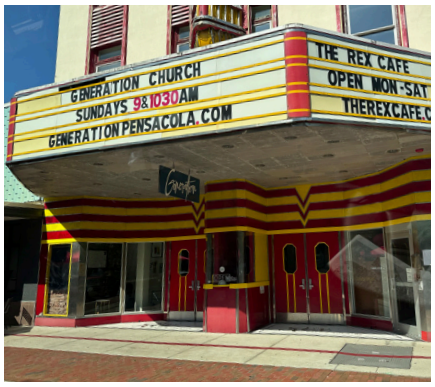
Fund and support the development of neighborhood plans that define projects and activities that are most important to the neighborhood. The CRA and City should define the topics appropriate for neighborhood plans (such as increases in density, locations for mixed-use, lot sizes, and considerations about 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



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. 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.

7. Equitable Development Strategies

Establish a set of Equitable Development Principles and a toolbox of implementable strategies for all CRA areas in Pensacola. Work with neighborhoods to identify the strategies appropriate for specific areas, including Belmont-DeVilliers.





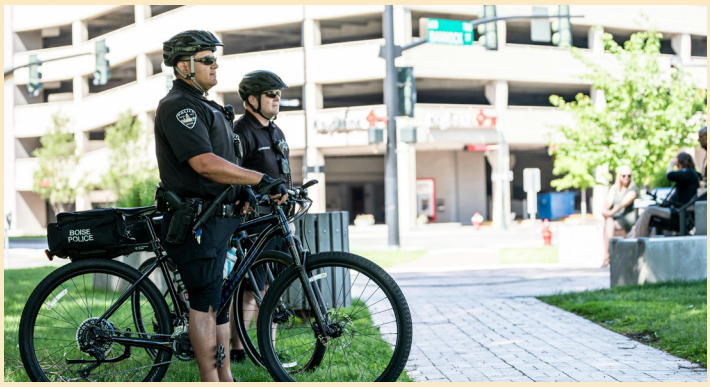
LEARNING FROM GREAT PLACEMAKING EXAMPLES

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.



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.

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.





RD.NE

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

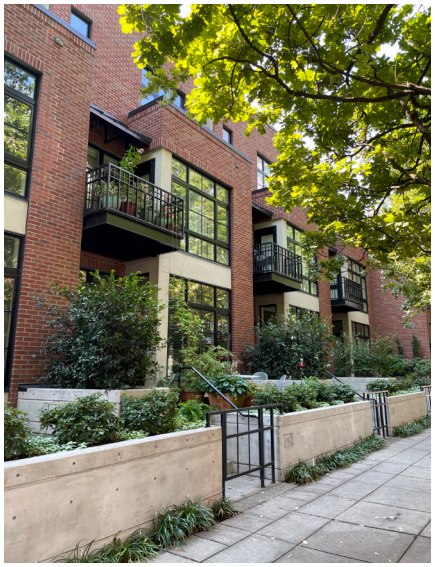
Continue to develop a selection of pre-approved building plans, especially for narrow 30-foot infill lots, and establish a program where potential homebuyers can apply to use these plans. Partnering with a local builder experienced in this building type should be explored to help implement this program.

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.
- Include supportive housing as part of the affordable housing incentive.
- Ensure that all affordable housing is designed to fit into the character of the surrounding area.



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.

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.



Pensacola's neighborhoods feature great architecture and streetscapes

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.



Andresr



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



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 along main transit lines.

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

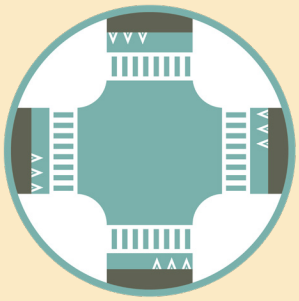
Incorporate trail corridors identified by FDOT SUN Trail, Florida Department of Environmental Protection (FDEP) Office of Greenways and Trails (OGT), and the FL-AL TPO Ped / Bike / Trail Master Plan. Investigate opportunity to reconnect E Belmont Street between N 12th and 13th Street as a trail.



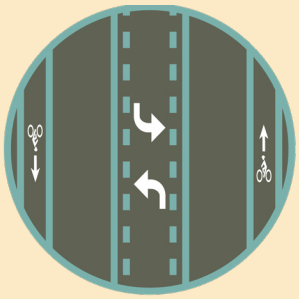
INTERSECTION RECONSTRUCTION



RAISED MEDIAN



RAISED INTERSECTION



LANE REPURPOSING



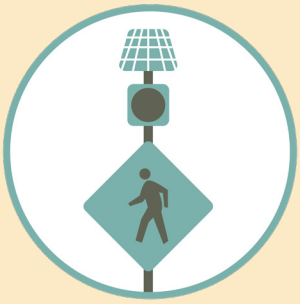
CURB RADIUS REDUCTION



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.

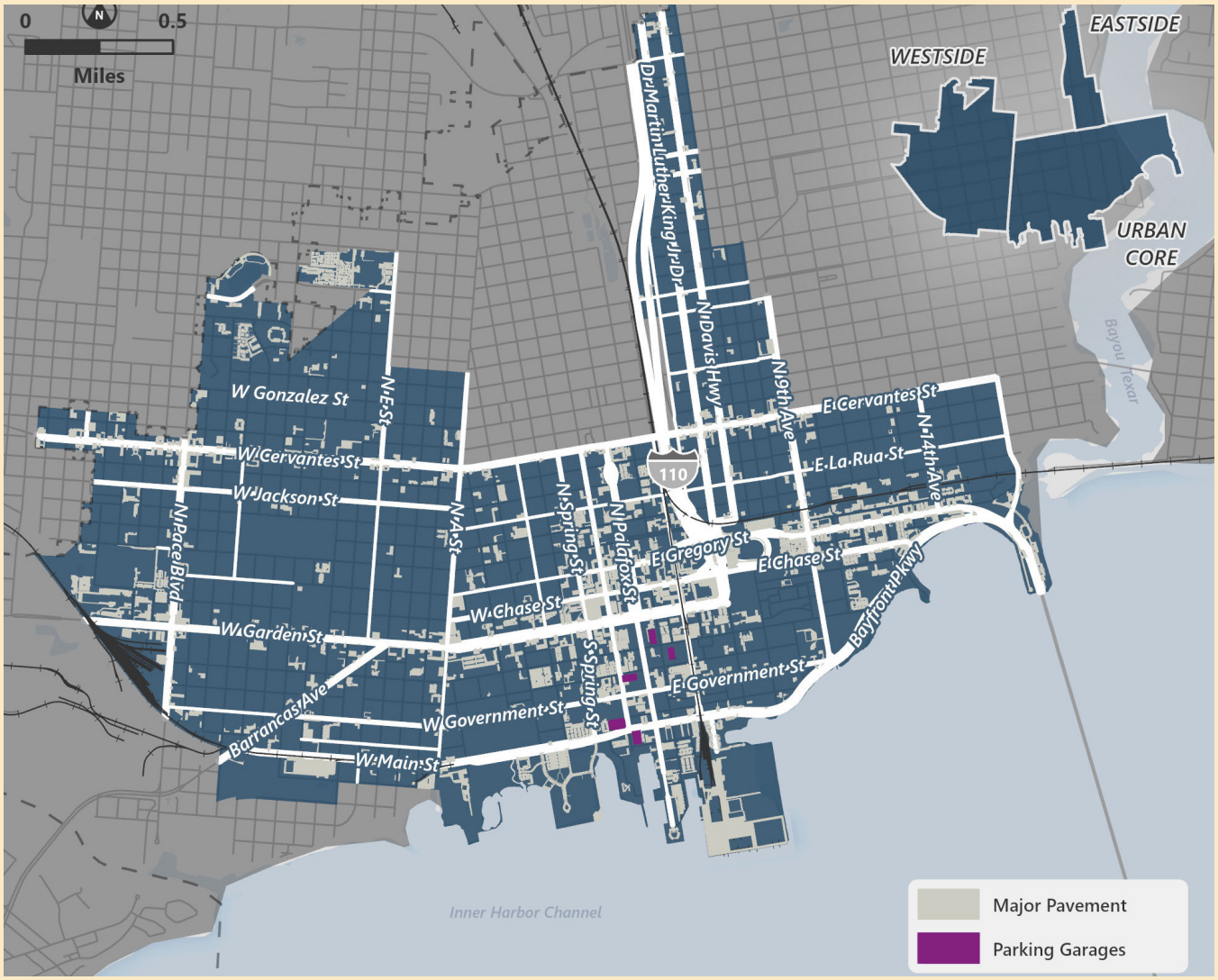
13. Street and Building Signage

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.



Parking locations in the Urban Core


Bike rack in Belmont-DeVilliers designed to reflect the cultural history of the neighborhood



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

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.



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Sasistock

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



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



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 and Day Center

In partnership with local and regional homeless organizations, missions, shelters, and support services, the CRA should advocate for creating a low-barrier homeless shelter and day center that provides a comprehensive approach to addressing the needs of homeless individuals, with minimal entry requirements. Such a center should provide a wide range of supportive services, such as job, workforce, and skill training, laundry facilities, and case management to serve a wide range of individuals facing homelessness with complex needs. A low-barrier homeless shelter and day center would be a permanent facility. The building should be designed to fit into the character of the surrounding area.









Union Bulletin, Downtown Walla Walla

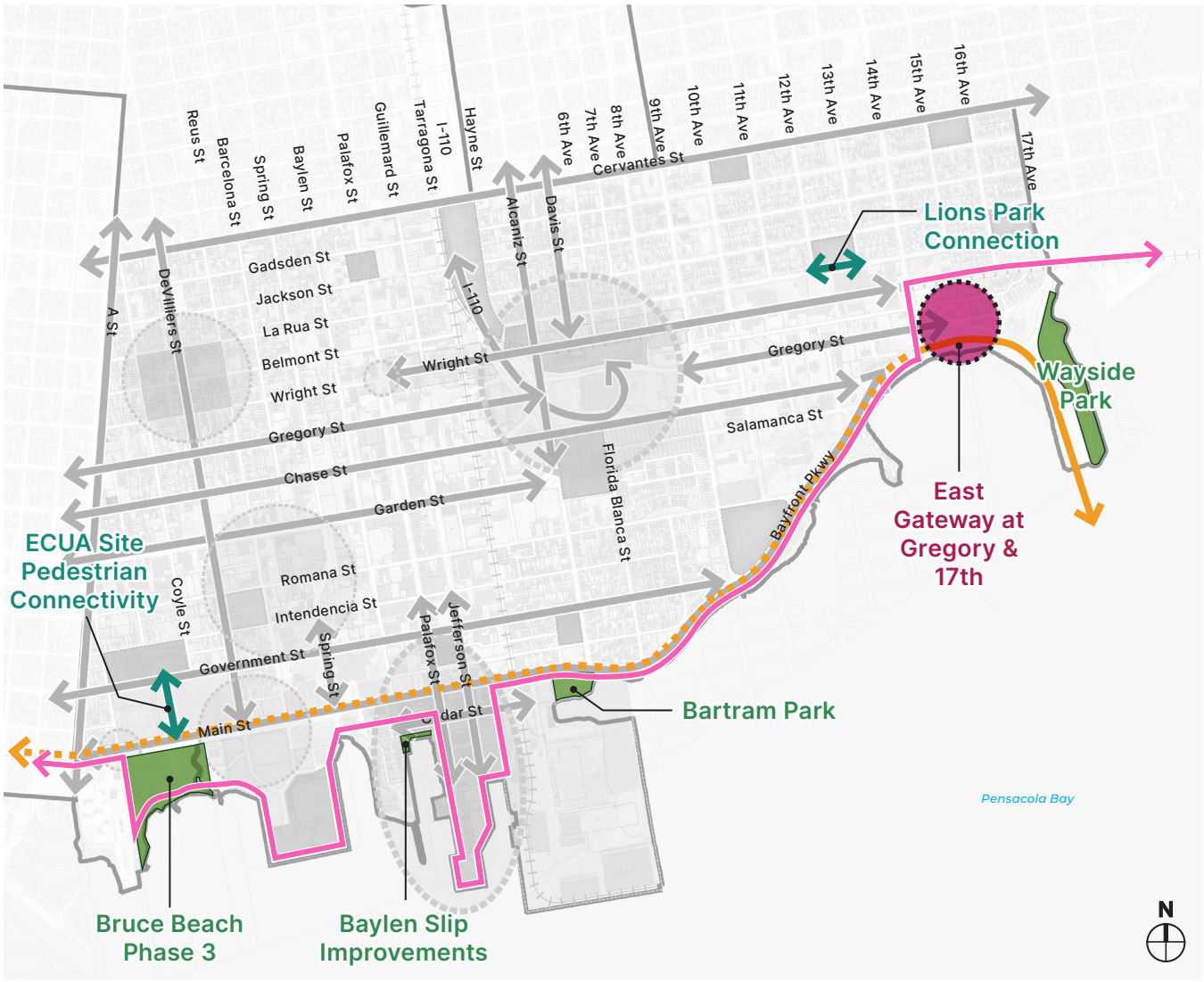


LEARNING FROM GREAT PARKS

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.



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



IMPACTS AND PROJECTIONS

NEIGHBORHOOD IMPACT ELEMENT

This plan makes provisions for affordable housing through rehabilitation and new construction. Shortages in affordable housing will be addressed through existing and new affordable housing development strategies, with an emphasis on developing ways in which affordable housing can be integrated within market rate housing projects.

Implementing this plan will improve the quality of life for residents within the Urban Core CRA District and surrounding areas. While all impacts cannot be determined without site-specific proposals that evaluate impacts, this section provides a summary of potential impacts that may occur in each category required by statute. The specific categories that must be addressed are as follows: relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood.

Relocation

This plan supports the preservation of the existing low- and moderate-income housing facilities in the residential areas. It does not require the relocation of any of the residents of the redevelopment area. The Hashtag & Waterfront Development, Belmont-DeVilliers Infill Development, and Reus Street Block Special Demonstration Projects will add new units to the area housing stock and may incorporate some levels of affordability. Recommendations included in the Housing section support the creation of programs and incentives that will help support the preservation and addition of affordable and attainable housing.

Should there be a need for relocation of residents, minimizing the impact to any residents subject to relocation will be of the utmost importance. Supportive services and equitable financial treatment will be provided to any individual and all families subject to relocation. When feasible, the relocation impact will be mitigated by relocating within the immediate neighborhood and seeking alternative housing options.

Traffic Circulation

The implementation of this plan related to streetscape improvements and traffic circulation are anticipated to positively impact the Urban Core CRA District. All recommendations support the enhancement of pedestrian and bicycle safety, multi-modal connectivity, and traffic calming.

Additional traffic may be a result of increasing district-wide housing stock and community resources; however, this plan provides mitigation through the incorporation of on-site parking and improved multi-modal and pedestrian connectivity to alleviate impacts to congestion.

Environmental Quality

The City of Pensacola land use regulations require that stormwater management be addressed as a condition of permitting any development project. When redeveloped, the Reus Street Block and Hollice T. Williams Park Equitable Development Framework Plan Special Demonstration Projects will incorporate stormwater retention and/or detention areas. Recommendations for Bruce Beach Phase 3 and corridor improvement projects also support the incorporation of stormwater mitigation and low-impact design.

Community Facilities and Services

This plan supports increasing the number of and improving the variety and quality of community facilities and services in the Urban Core CRA District, which are detailed in the Open Space and Community Amenities section.

This plan recognizes the importance of community facilities and supports planned improvements of these facilities. Existing open space and recreational facilities in the area include Veterans Memorial Park, Bruce Beach, Vince J. Whibbs Sr. Community Maritime Park, Seville Square, Bartram Park, Corinne Jones Park, and more. This plan recommends the addition of open space and recreational facilities, which are intended to expand access to shared open spaces within the neighborhoods. The continuation of the Bluffline and SUN Trail as well as proposed trails at Lions Park and the ECUA Site are also anticipated to improve connections between destinations in and around the Urban Core CRA District.

Effect on School Population

This plan anticipates positively impacting the area's school population by recommending the continued building of relationships with the Escambia County School District in order to support the prioritization of projects that will directly improve the safety and experience of students. Streetscape and community facilities improvements proposed as part of the Hashtag & Waterfront Development, Belmont-DeVilliers Infill Development, and Wright & Alcaniz Area Special Demonstration Projects and throughout the district along priority corridors are intended to enhance the safety, accessibility, and experience of students and other residents.

Physical and Social Quality

This plan's recommendations to improve the appearance and safety of highly-trafficked corridors, enhance the pedestrian experience, focus on placemaking and infill development, and increase opportunities for housing and economic development will have a positive impact on the Urban Core CRA District's physical and visual character. The implementation of this plan's recommendations will help to create housing, employment, and social opportunities.

CAPITAL IMPROVEMENT STRATEGY

Using the CRA Prioritization Criteria and the agreed-upon scoring matrix, the CRA will go through a collaborative process to evaluate the projects and recommendations in the plan. Considerations should be made for implementability, availability of funding, and alignment of timelines with other public and private investments. The Priority Projects Matrix is meant to act as a living document that will be updated as project feasibility, funding, and priorities evolve, and as projects on the list are funded or completed.

These project matrices will be completed in collaboration with the CRA, after reviewing the projects and recommendations in the CRA Plan Updates and evaluating projects against the final prioritization criteria.

Priority Projects for Urban Core CRA	Timeframe	Bonded Projects	Costing	Potential Partner(s)
1. Project description				
2. Project description				
3. Project description				
4. Project description				
5. Project description				
6. Project description				
7. Project description				
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19. Project description				
20. Project description				

PLACEHOLDER

TIF REVENUE PROJECTION

Methodology for Modeling Potential Future Revenue

The TIF Calculations evaluates the potential revenue impacts of proposed projects and developments using a Tax Increment Financing (TIF) formula. This analysis examines historic property values (parcel data) and supplementary information from CoStar and City-provided documentation to quantify the additional value from new developments and proximity premium uplift for real estate within a 2,000-foot buffer zone of park projects.

The formula integrates multiple components to project total revenue uplift: a Park Premium + Inflation multiplier is applied to parcels near proposed parks; Public Redevelopment Premium + Inflation accounts for valuation increases driven by CRA Plan initiatives; and Private Redevelopment Premium + Inflation incorporates value increases from developer-proposed projects. These premium valuations are then added to the Future TIF Dollar Base, a forecast of parcel-level values spanning 2025–2035, derived from historic valuations between 2020–2024.

Park Premium Methodology

Parks increase the value of surrounding real estate. The park premium buffer methodology utilizes insights from the Florida Recreation and Parks Association (FRPA)'s property value resources calculator to quantify the added value of proximity to park projects. A multiplier is applied to property values within a defined buffer zone, capturing the economic benefits of access to green spaces. This multiplier is calibrated using national and regional trends in property value appreciation associated with park proximity, with adjustments for local market conditions where appropriate.

WHAT IS TAX-INCREMENT FINANCING (TIF)?

Tax Increment Financing (TIF) is a method of paying for redevelopment through projections of increased tax revenue on real estate values. The CRA offers TIF rebates to developers as an incentive to redevelop; these rebates are calculated as a percentage of tax increment generated by the project's construction, paid out over a set period of time.

TIF is a method that cities across the country have been using for decades as a tool for local governments to pay for infrastructure improvements and redevelopment of blighted areas. In the State of Florida, city's CRAs are responsible for monitoring/disbursing the TIF revenue.

TIF Calculations Formula

The TIF formula used City-provided historic property values and parcel data, supplemented by CoStar and proposed City documents, as inputs. A multiplier was applied to simulate the proximity premium value uplift for real estate within a 2,000-foot radius of each recommended park project. Additional valuation uplifts from proposed private and public parcels were added to the base CRA forecast data to calculate the total potential revenue from investing in park development.



The buffer boundary logic adheres to industry-standard practices, defining zones of influence based on factors such as walkability, accessibility, and line-of-sight. Properties within a 0.25-mile radius typically receive the highest premiums, with diminishing effects extending up to 0.5 miles or further, depending on the park's size and amenities. These boundaries ensure a consistent and equitable evaluation of the impact of proposed park projects on surrounding property values. The multiplier table is available below:

Identifying Parks For Premium Calculation

The parks selected for the Parks Premium calculation include a series of identified potential park projects outlined in UDA's November 2024 Post-Workshop Survey Summary. This summary captured the perspectives of 174 participants, who were asked for their opinions on specific park initiatives, with one initiative proposed for each CRA. In addition to the three identified parks, the analysis also incorporated the Hollice Park buffer, as this project has been a key component of the contracted JLP+D work.

Park Proximity Premiums

Improvement Value	Park Proximity
20%	For parcels adjacent to the park
10%	For parcels 1 block away (500 feet)
5%	For parcels 2 blocks away (1,000 feet)

Improvement Value	Park Typology
10%	For active parks
33%	For active and passive recreation areas within the park
70%	For passive recreation within the park

Public Proposed Project Valuation Methodology

Proposed public investment project sites were identified in the UDA November 2024 Post-Workshop Survey Summary, with additional project square footage details provided by UDA. The square footage for each project was multiplied by the market price per square foot, as determined by CoStar. These values were then forecast using a unified appreciation rate to estimate future valuations. The difference between the forecast CRA parcel value and the projected public project valuation is applied to the TIF revenue projection.

Private Proposed Project Valuation Methodology

Proposed private investment project sites were identified using a Q4 2024 CoStar data pull of proposed and under-construction projects, which was subsequently reviewed and validated by city staff. The square footage of each project was multiplied by the market price per square foot, as provided by CoStar. These valuations were then forecast using a unified appreciation rate to estimate future property values. The difference between the forecast CRA parcel value and the projected private project valuation was incorporated into the TIF revenue projection.

Baseline Property Value

Baseline projections for property values were developed by integrating the City of Pensacola's geospatial parcel data with historical numeric tax assessor data provided by the client. This was achieved by aligning the Parcel ID from the geospatial parcel dataset with the corresponding Parcel ID in the numeric tax assessor data, ensuring precise mapping of spatial attributes to their historical valuation trends.

Forecast annual appreciation rates are aligned with Florida's historical real estate inflation rates.

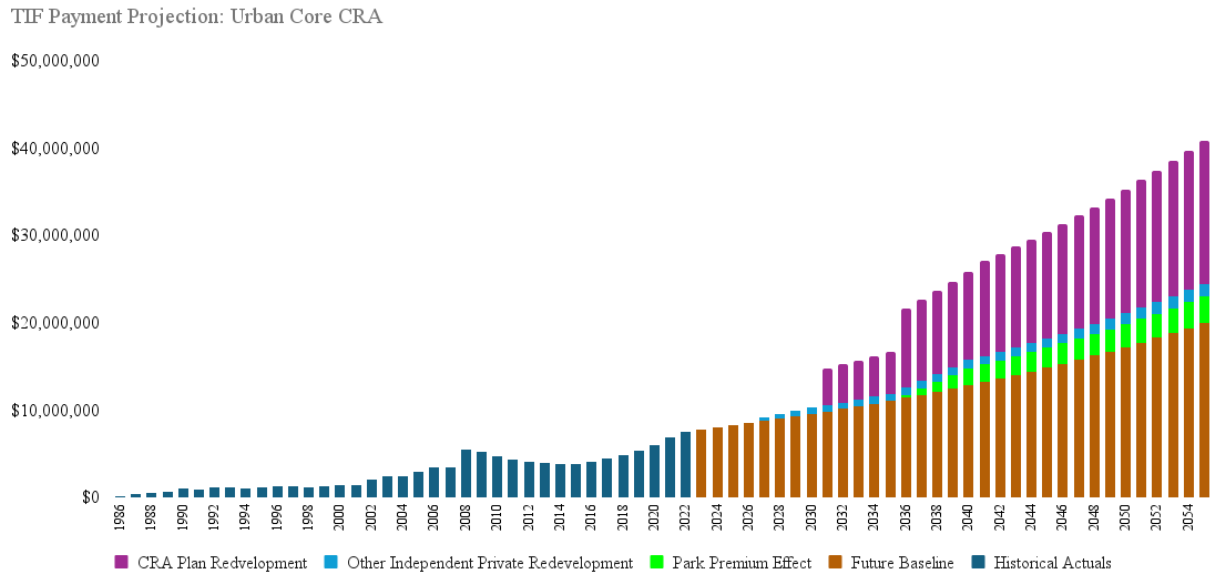
Historic TIF Millage Rates

TIF millage rates were sourced from the client's historical TIF revenue data. The provided data includes the following details:

Year	Eastside	Urban Core	Westside
2008	4.5395	2	4.5395
2009	4.5395	2	4.5395
2010	4.5395	2	4.5395
2011	4.2895	2	4.2895
2012	4.2895	2	4.2895
2013	4.2895	2	4.2895
2014	4.2895	2	4.2895
2015	4.2895	2	4.2895
2016	4.2895	2	4.2895
2017	4.2895	2	4.2895
2018	4.2895	2	4.2895
2019	4.2895	2	4.2895
2020	4.2895	2	4.2895

Urban Core CRA TIF Revenue Performance

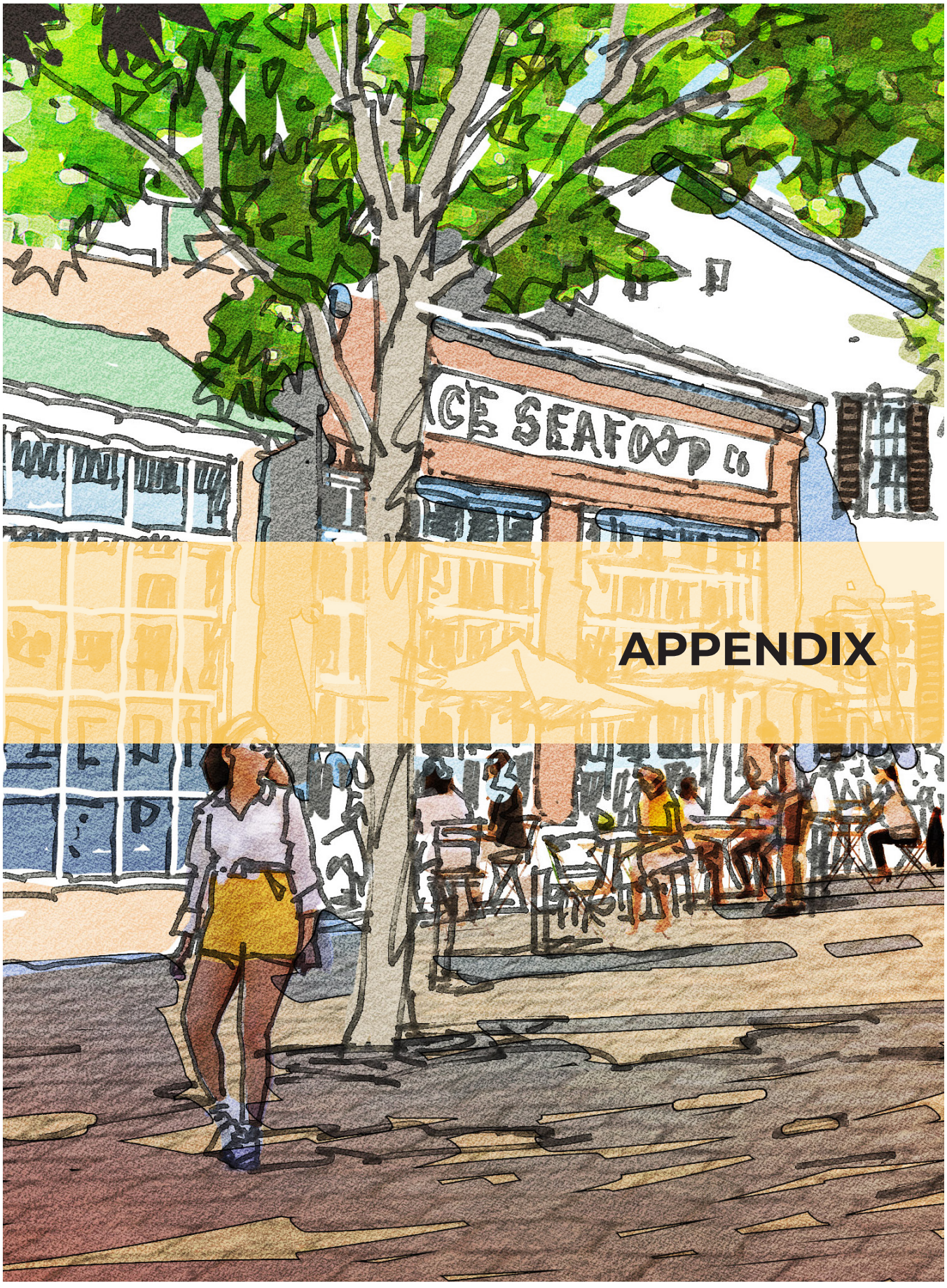
Summary of Revenue Estimation



Historically, TIF payments (dark blue) began modestly in the late 1980s, showing gradual increases through the early 2000s as redevelopment efforts took shape. A decline between 2010 and 2013 suggests a temporary stagnation tied to economic downturns and shifts in property values. However, from 2014 onward, TIF revenue rebounded, driven by renewed development and rising property assessments. The future baseline TIF payment with inflation (brown) represents projected revenue growth assuming no additional development occurs. This steady increase reflects expected property appreciation and routine assessment adjustments.

TIF revenue in the Urban Core CRA is projected to grow from multiple sources. Additional TIF revenue from CRA Plan development (purple) emerges significantly after 2030 and 2035, indicating the impact of new and ongoing projects in driving long-term tax increment revenue, including, but are not limited to, a range of multifamily developments, the Community Maritime Outparcel Development and ECUA Redevelopment. Additional TIF revenue from other proposed private development (light blue) begins contributing in the early 2030s, reflecting the gradual materialization of private sector investments. The “park premium” (green) is predicted to take effect in the mid-2030s, reinforcing the well-documented impact of public space improvements on property values.

This projection highlights the broad mix of TIF revenue sources, combining CRA-led initiatives with private sector contributions to ensure long-term financial sustainability for the Urban Core CRA.



APPENDIX

STATUTORY COMPLIANCE

COMPLIANCE WITH FLORIDA STATUTES

Sections 163.360 through 163.362, Florida Statutes, specify certain elements which must be addressed and content which must be included in community redevelopment plans and modifications to such plans. This Appendix identifies how this Plan Update complies with the statutory requirements.

Florida Statute	Requirement	How the Requirement is Met
§ 163.360(2)(a)	The community redevelopment plan shall . . . [c]onform to the comprehensive plan for the county or municipality as prepared by the local planning agency under the Community Planning Act.	*Prior to its approval by the City Council, the Plan Update was submitted to the City of Pensacola Planning Board for review and recommendations, as required by s. 163.360(4), Florida Statutes. The Planning Agency determined that the Plan Update is in conformity with the comprehensive plan for the development of the City as a whole.*
§ 163.360(2)(b)	The community redevelopment plan shall . . . [b]e sufficiently complete to indicate such land acquisition, demolition and removal of structures, redevelopment, improvements, and rehabilitation as may be proposed to be carried out in the community redevelopment area; zoning and planning changes, if any; land uses; maximum densities; and building requirements.	*See the sections herein entitled "Land Use, Zoning, and Special Districts" and "Activities."* *With respect to demolition and/or removal of structures, see the section herein entitled "Recommendations" and the discussion therein under the heading "Demolition and Reconstruction Funding Program." See also the heading "Prepare Sites for Redevelopment" under the section entitled "Activities."*
§ 163.360(2)(c)	The community redevelopment plan shall . . . [p]rovide for the development of affordable housing in the area, or state the reasons for not addressing in the plan the development of affordable housing in the area.	*See the section herein entitled "Housing."*
§ 163.362(1)	Every community redevelopment plan shall . . . [c]ontain a legal description of the boundaries of the community redevelopment area and the reasons for establishing such boundaries shown in the plan.	*See the section herein entitled "Overview of the CRA" for a description of the boundaries of the redevelopment area. See also the section herein entitled "Physical Patterns" which includes various diagrams including use and zoning maps of the redevelopment area and its boundaries. The boundaries of the area are further described in the Finding of Necessity Resolution adopted by the City Council for the redevelopment area*

1

		which includes legislative finding that the conditions in the area meet the criteria for redevelopment and that the rehabilitation, conservation, or redevelopment, or a combination thereof, of such area is necessary in the interest of the public health, safety, morals, or welfare of the residents of the City.
§ 163.362(2)(a)	Every community redevelopment plan shall . . . [s]how by diagram and in general terms . . . [t]he approximate amount of open space to be provided and the street layout.	*See the section herein entitled "Open Space and Community Amenities." See also the sections herein entitled "Special Demonstration Projects" which describe and illustrate specific plan and project proposals that indicate open spaces and street layouts.*
§ 163.362(2)(b)	Every community redevelopment plan shall . . . [s]how by diagram and in general terms . . . [l]imitations on the type, size, height, number, and proposed use of buildings.	*See the section herein entitled "Land Use, Zoning, and Special Districts" which includes diagrams, general references to the type, size, height, number, and proposed use of buildings. Limitations are established through the City's broader development, land use and zoning regulations.*
§ 163.362(2)(c)	Every community redevelopment plan shall . . . [s]how by diagram and in general terms . . . [t]he approximate number of dwelling units.	*See the section herein entitled "Real Estate Market" and the housing market statistics, including number of dwelling units, summarized therein. See also the diagrams set forth under the section entitled "Physical Patterns."*
§ 163.362(2)(d)	Every community redevelopment plan shall . . . [s]how by diagram and in general terms . . . [s]uch property as is intended for use as public parks, recreation areas, streets, public utilities, and public improvements of any nature.	*See the sections herein entitled "Open Space and Community Amenities" and "Transportation, Streets, and Parking." See also the section entitled "Physical Patterns" and the diagram therein entitled "Parks, Open Space, and Amenities."*
§ 163.362(3)	Every community redevelopment plan shall . . . [i]f the redevelopment area contains low or moderate income housing, contain a	*See the section herein entitled "Neighborhood Impact Element."*

	neighborhood impact element which describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood.	
§ 163.362(4)	Every community redevelopment plan shall . . . [i]dentify specifically any publicly funded capital projects to be undertaken within the community redevelopment area.	*See the section herein entitled "Capital Improvement Strategy."*
§ 163.362(5)	Every community redevelopment plan shall . . . [c]ontain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan.	*See the section herein entitled "Activities" and in particular the discussion under the heading "Property Disposition."*
§ 163.362(6)	Every community redevelopment plan shall . . . [p]rovide for the retention of controls and the establishment of any restrictions or covenants running with land sold or leased for private use for such periods of time and under such conditions as the governing body deems necessary to effectuate the purposes of this part.	*See the section herein entitled "Activities" and in particular the discussion under the heading "Property Disposition."*
§ 163.362(7)	Every community redevelopment plan shall . . . [p]rovide assurances that there will be replacement housing for the relocation of persons temporarily or permanently displaced from housing facilities within the community redevelopment area.	*See the section herein entitled "Demographic and Market Analysis" and the discussion therein regarding preventing displacement of residents and businesses. See also the section herein entitled "Neighborhood Impact Element."*

§ 163.362(8)	Every community redevelopment plan shall . . . [p]rovide an element of residential use in the redevelopment area if such use exists in the area prior to the adoption of the plan or if the plan is intended to remedy a shortage of housing affordable to residents of low or moderate income, including the elderly, or if the plan is not intended to remedy such shortage, the reasons therefor.	*See the section herein entitled "Housing."*
§ 163.362(9)	Every community redevelopment plan shall . . . [c]ontain a detailed statement of the projected costs of the redevelopment, including the amount to be expended on publicly funded capital projects in the community redevelopment area and any indebtedness of the community redevelopment agency, the county, or the municipality proposed to be incurred for such redevelopment if such indebtedness is to be repaid with increment revenues.	*See the section herein entitled "Capital Improvement Strategy."*
§ 163.362(10)	Every community redevelopment plan shall . . . [p]rovide a time certain for completing all redevelopment financed by increment revenues.	*See the section herein entitled "Overview of the CRA," which specifies the date certain as December 31, 2043.*

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*

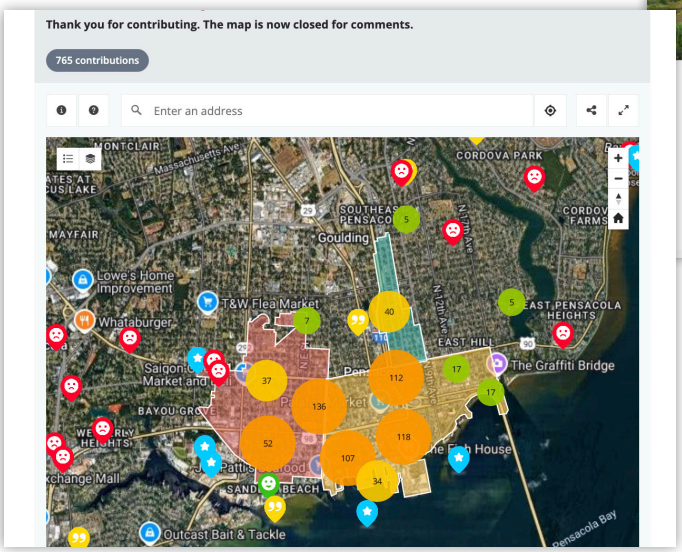
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ABOUT THE INTERACTIVE MAP

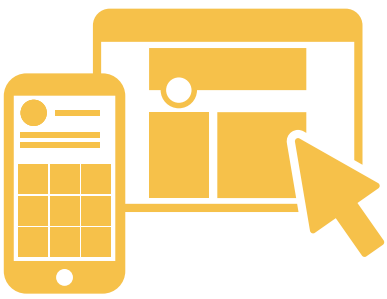
A vital part of Step 1 engagement included an online interactive map. The online interactive map served as a digital tool for place-based feedback about the planning process. Pensacola residents and stakeholder were encouraged to provide comments in at least one of four categories:

- 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.







STEP 1 ENGAGEMENT SUMMARY RESULTS

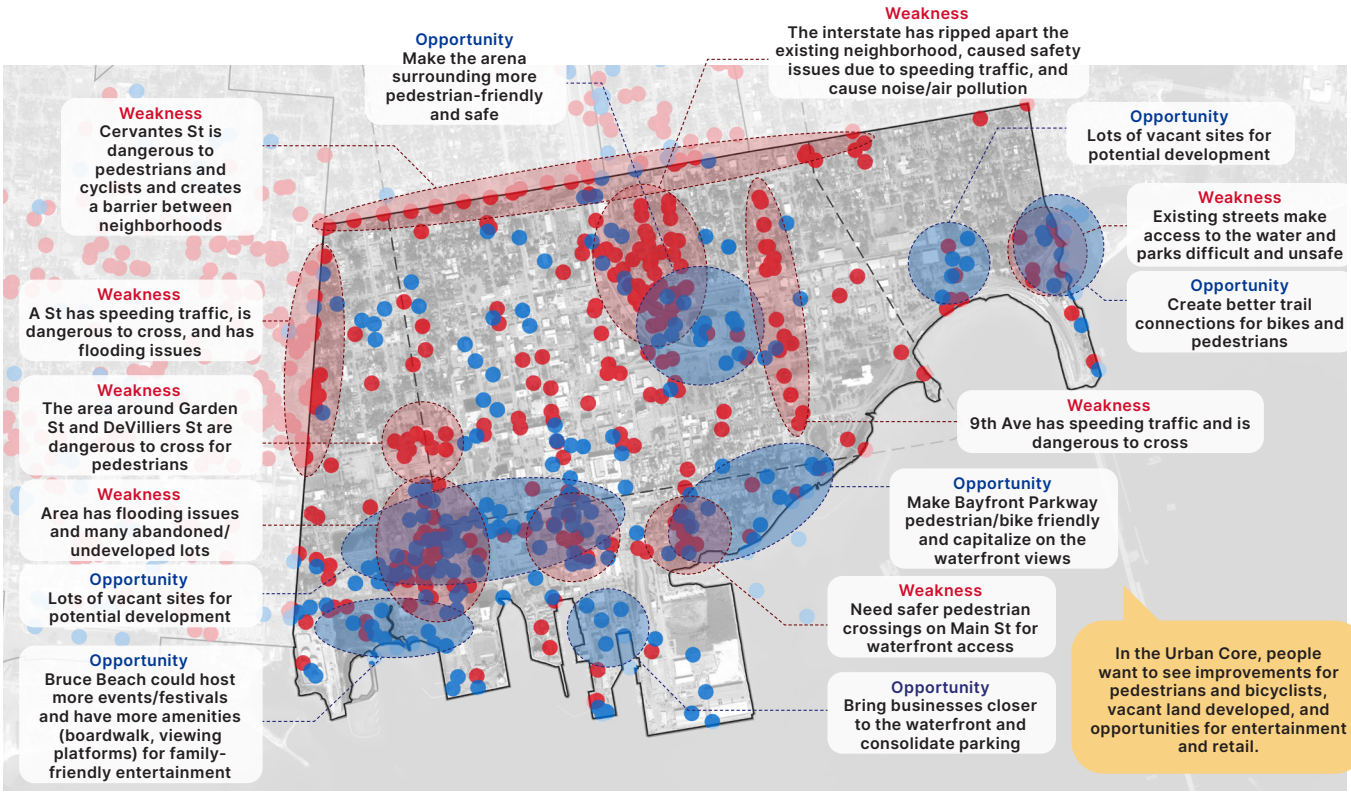
The following pages show the summarized results of the online interactive map contributions to the Urban Core CRA District with the other Step 1 engagement processes, including in-person and virtual community meetings, stakeholder groups, neighborhood workshops, and youth events. Along with identifying 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).






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
Park and pier that offers a great place to walk along the water, a splash pad, and restaurants
The Maritime Park and Blue Wahoos Stadium offers great outdoor space and activities for the community

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



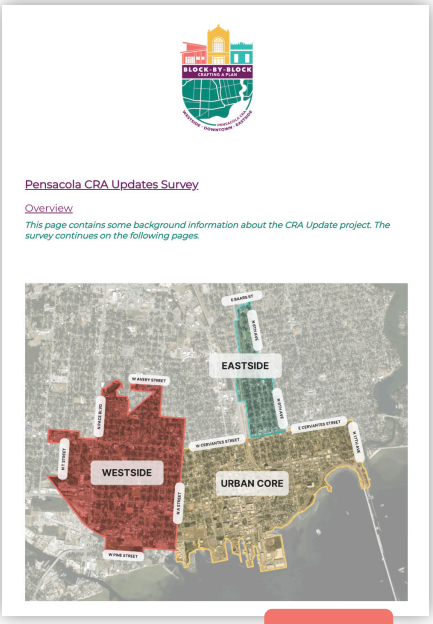
Testing workshop community presentation

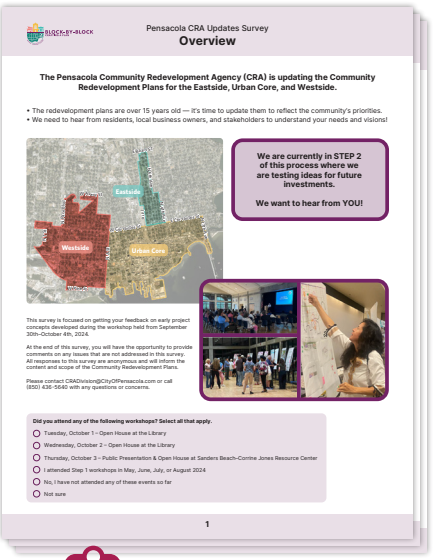
ABOUT THE SURVEY

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.

All respondents

Urban Core 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 %

41 answered, 5 skipped

No, I have not attended any of these events so far	16 resp.	39.02 %
I attended Step 1 workshops in May, June, July, or August 2024	16 resp.	39.02 %
Thursday, October 3 (Public Presentation & Open House at Sanders Beach-Corrine Jones Resource Center)	8 resp.	19.51 %
Wednesday, October 2 (Open House at the Library)	10 resp.	24.39 %
Tuesday, October 1 (Open House at the Library)	4 resp.	9.76 %
Not sure	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

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 %

44 answered, 2 skipped

32502	28 resp.	63.64 %
32501	12 resp.	27.28 %
32503	3 resp.	72.72 %
32504	1 resp.	0 %
32514	0 resp.	0 %
32507	0 resp.	0 %
32505	0 resp.	0 %
32506	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

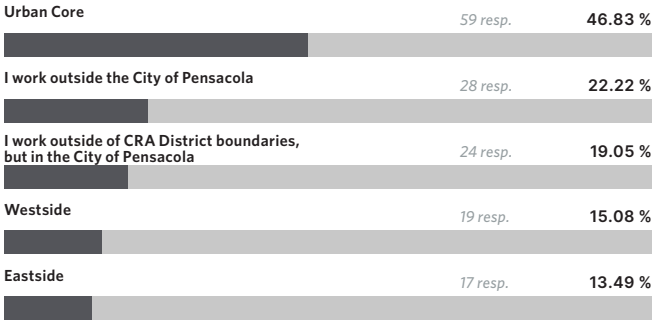
Less than one year	*6 resp.*	13.04 %
1 to 2 years	*1 resp.*	9.09 %
3 to 5 years	*7 resp.*	15.22 %
6 to 9 years	*4 resp.*	8.7 %
10+ years	*26 resp.*	56.52 %
I do not live in Pensacola	*1 resp.*	2.17 %

All respondents

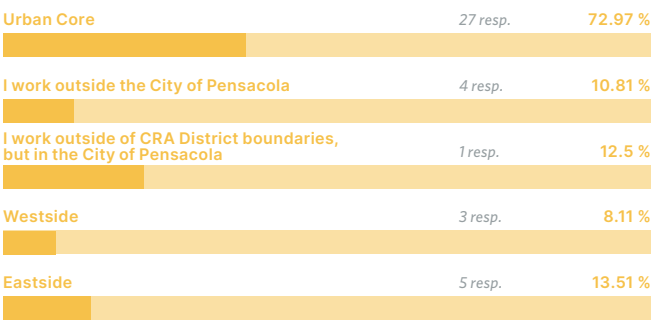
Urban Core residents

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

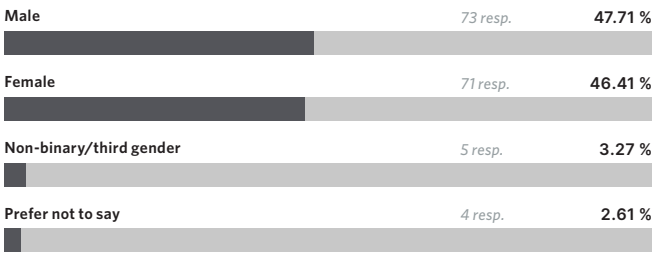


46 answered, 0 skipped

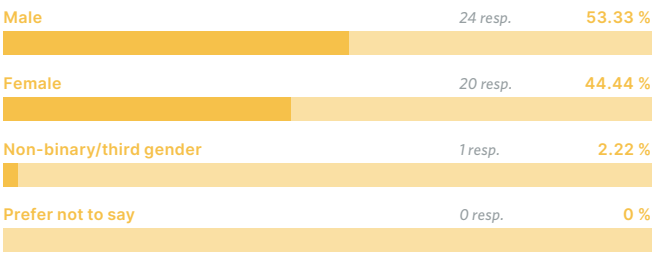


8. How do you identify your gender?

153 answered, 21 skipped



45 answered, 1 skipped



All respondents

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 %

Urban Core residents

46 answered, 0 skipped

Under 17 years	*0 resp.*	0 %
18-24 years	*0 resp.*	0 %
25 to 34 years	*5 resp.*	10.87 %
35 to 44 years	*7 resp.*	15.22 %
45 to 54 years	*6 resp.*	13.04 %
55 to 64 years	*11 resp.*	23.91 %
65 years or older	*15 resp.*	32.61 %
Prefer not to say	*2 resp.*	4.35 %

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

Urban Core 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 %

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?

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 %

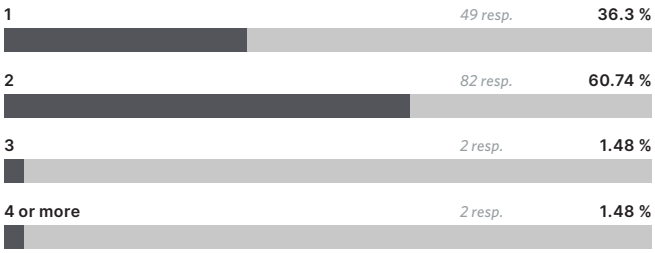
46 answered, 0 skipped

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

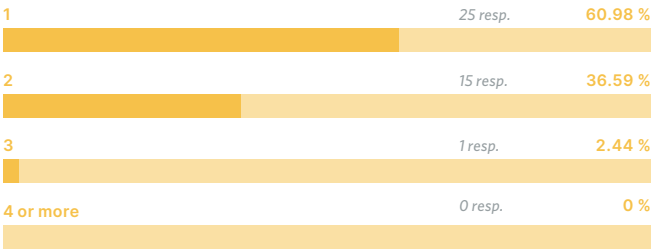
12. How many working adults live in your household?

135 answered, 39 skipped



Urban Core residents

11 answered, 0 skipped



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 %	DeVilliers Street	21 resp.	17.65 %
Garden Street	50 resp.	42.02 %	Jackson Street	15 resp.	12.61 %
Main Street	50 resp.	42.02 %	Spring Street	14 resp.	11.76 %
Palafox Street	39 resp.	32.77 %	14th Avenue	13 resp.	10.92 %
Government Street	33 resp.	27.73 %	*Other (please specify)	12 resp.	10.08 %
9th Avenue	31 resp.	26.05 %	Wright Street	11 resp.	9.24 %
A Street	25 resp.	21.01 %	Alcaniz Street	10 resp.	8.4 %
17th Avenue	22 resp.	18.49 %			

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

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA

URBAN DESIGN ASSOCIATES





Grand Hotel/Depot
This proposal corresponds with questions 24-25

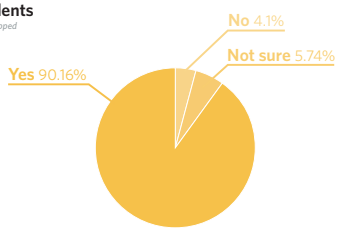
Post-Workshop Survey | October-November 2024

24. Do you think the redevelopment of this site will benefit the Urban Core CRA?

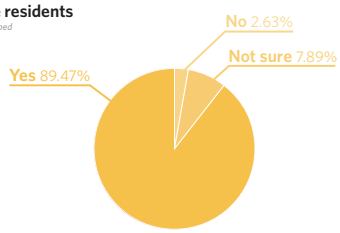
122 *answered*, 52 *skipped*

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*

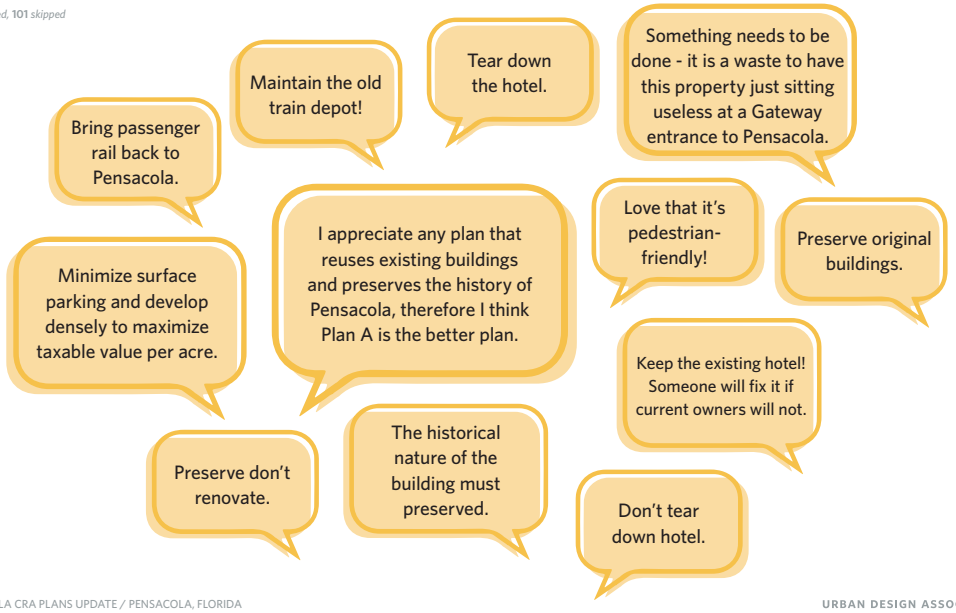


*Answers included: The Urban Core could really use a 4 star "upscale" hotel; only interested if plan A (restoring existing structure) is done; need to fix dangerous traffic on Bayfront and create more pedestrian friendly area at waterfront.

Post-Workshop Survey | October-November 2024

25. What are your thoughts about these concepts?

73 *answered*, 101 *skipped*

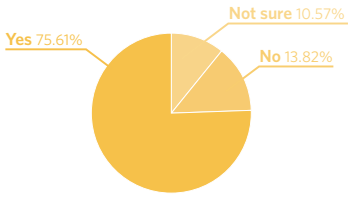


26. Do you think that adding more residential, retail, and other uses to the waterfront will benefit the Urban Core CRA?

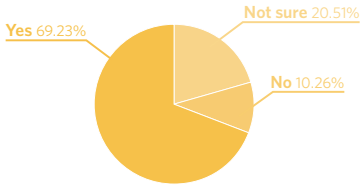
123 *answered*, 51 *skipped*

Yes	93 resp.	75.61 %
No	17 resp.	13.82 %
*Not sure (please specify)	13 resp.	10.57 %

All respondents
123 *answered*, 51 *skipped*



Urban Core residents
39 *answered*, 7 *skipped*



*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.

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA

URBAN DESIGN ASSOCIATES





Waterfront Development
This proposal corresponds with questions 26-27

27. What are your thoughts about these concepts?

60 answered, 114 skipped

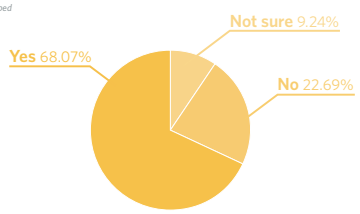


28. Do you think that adding new housing in this area will benefit the Urban Core?

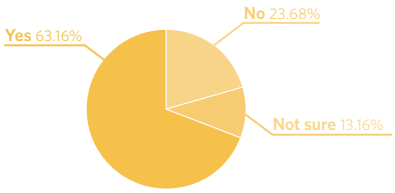
119 *answered*, 55 *skipped*

Yes	81 resp.	68.07 %
No	27 resp.	22.69 %
*Not sure (please specify)	11 resp.	9.24 %

All respondents
119 *answered*, 55 *skipped*



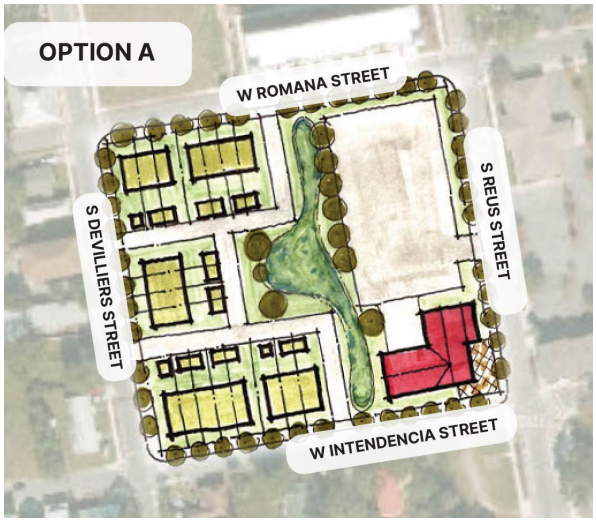
Urban Core residents
38 *answered*, 8 *skipped*

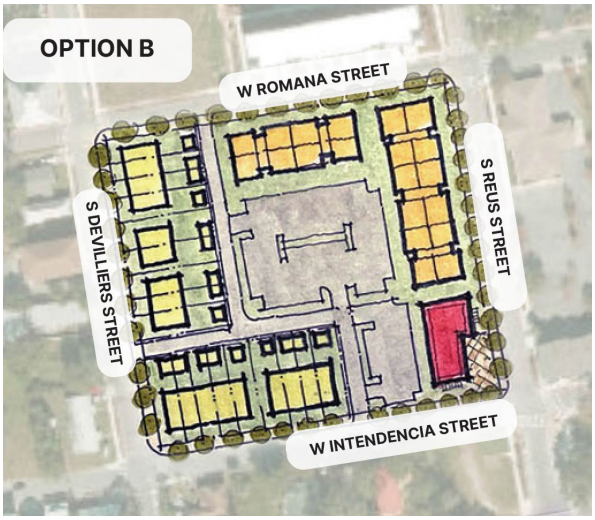


*Answers included: Retain green space; fix Bayfront first; need to be affordable for existing population; no housing is sufficient in this area.

PENSACOLA CRA PLANS UPDATE / PENSACOLA, FLORIDA

URBAN DESIGN ASSOCIATES

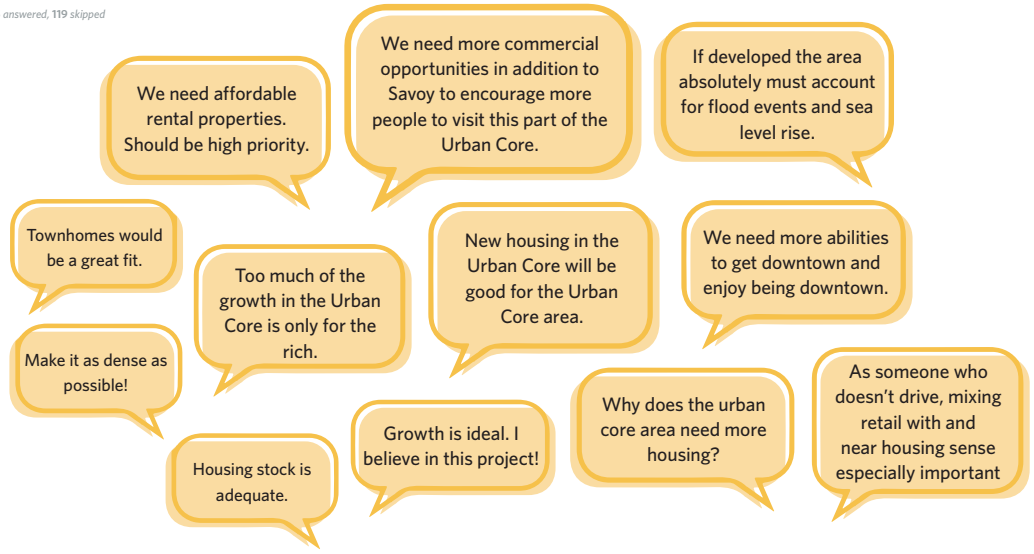




Reus Square
This proposal corresponds with questions 28-29

29. What are your thoughts about these concepts?

55 *answered*, 119 *skipped*

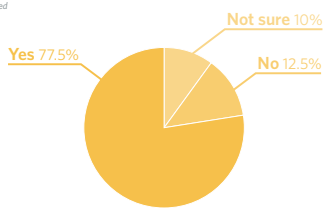


30. Do you think developing more music, entertainment, and dining uses in this area would benefit Belmont-DeVilliers and the Urban Core CRA?

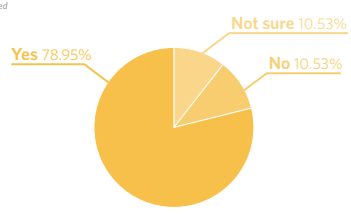
120 *answered*, 54 *skipped*

Yes	93 resp.	77.5 %
No	15 resp.	12.5 %
*Not sure (please specify)	12 resp.	10 %

All respondents
120 *answered*, 54 *skipped*



Urban Core residents
38 *answered*, 8 *skipped*



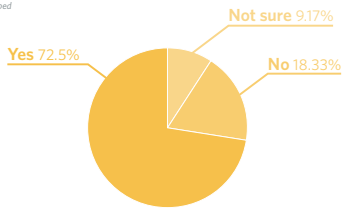
*Answers included: Everything looks like it is skewed to upper income levels; this would price out the locals; return to historical black neighborhood

31. Do you think adding housing/apartments in this area would benefit Belmont-DeVilliers and the Urban Core CRA?

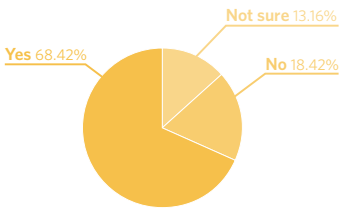
120 *answered*, 54 *skipped*

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.

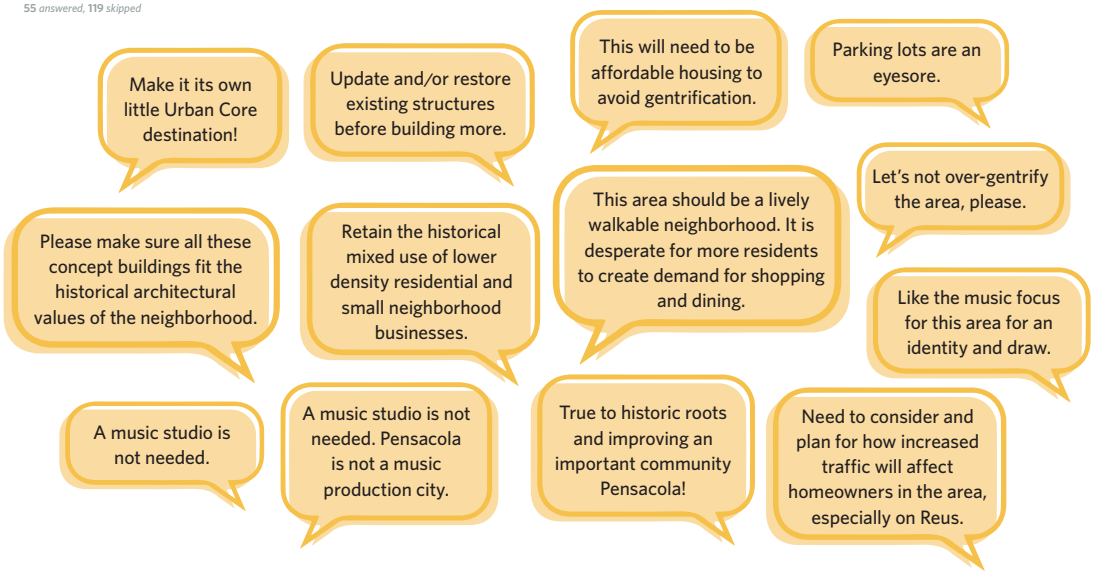




Belmont-DeVilliers
This proposal corresponds with questions 30-32

32. What are your thoughts about these concepts?

55 *answered*, 119 *skipped*



33. What other projects would you recommend in the Urban Core CRA?

56 *answered*, 118 *skipped*



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

JLP+D

STEP 1 | September 2024

Contents

1.0	**Socio-economic + Demographic Trends**		3
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PENSACOLA CRA PLAN UPDATE / PENSACOLA, FLORIDA / JLP+D

1.0
SOCIO-ECONOMIC DEMOGRAPHICS + TRENDS

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.

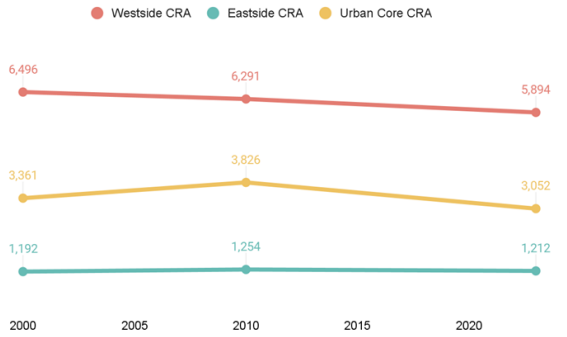
Population Density

- **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

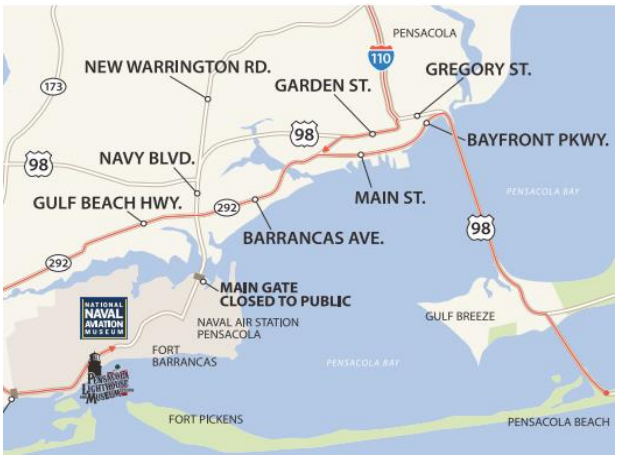


Image Source: Greg Disch Photography

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.

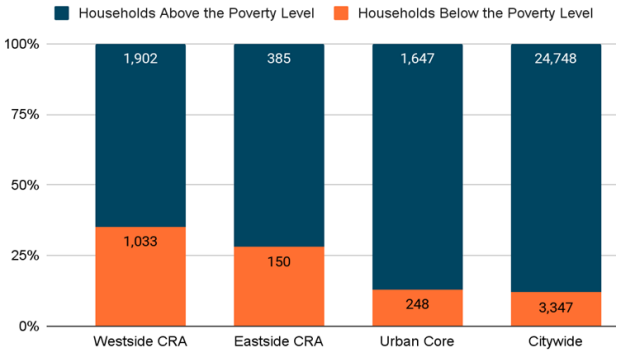
These indices are reinforced by median household incomes, which depict a significant contrast:

- **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

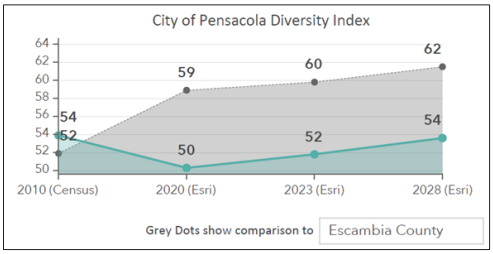
Diversity has shifted in all districts

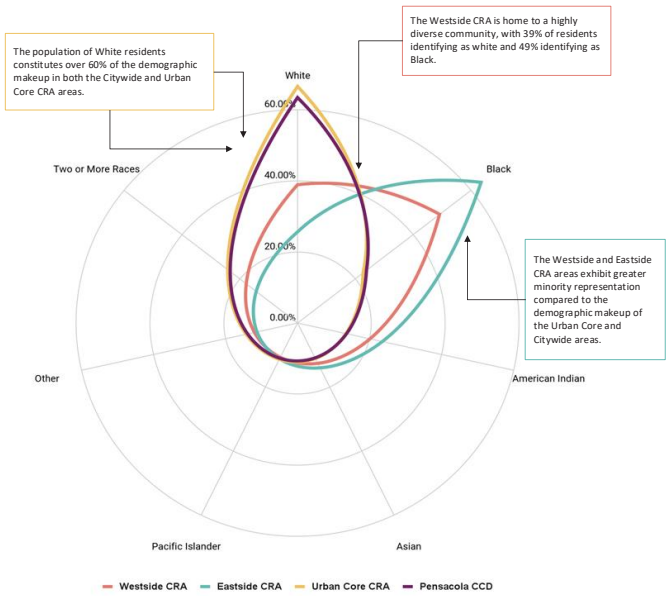
The Eastside CRA stands out as the most diverse among all three CRAs, boasting a diversity index of 60.5 in 2023, predicted to rise to 61.2 by 2028. Following closely is the Westside CRA, with a 2023 diversity index of 59.4 and an anticipated increase to 60.2 by 2028. The Urban Core exhibits the lowest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





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

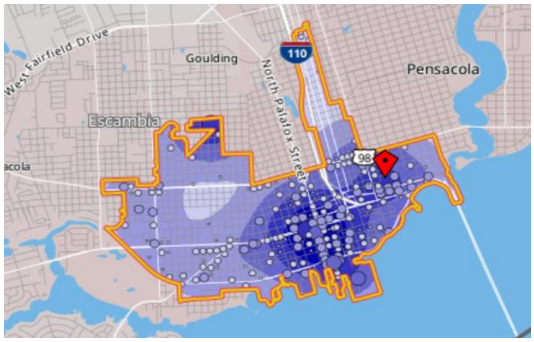


Image Source: US Census OnTheMap

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.

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.

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

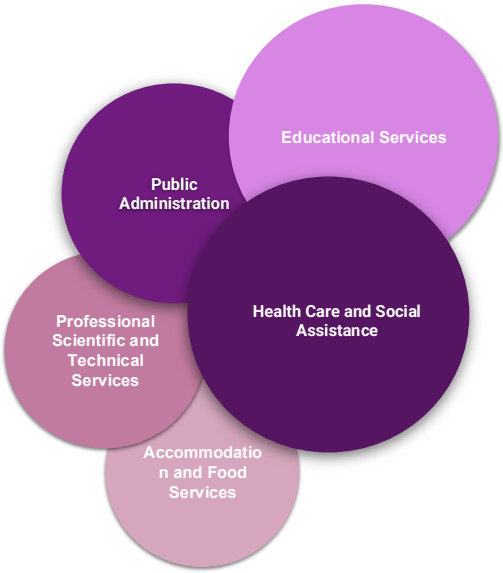
Industry Drivers

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.

Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

STEP 1 | September 2024

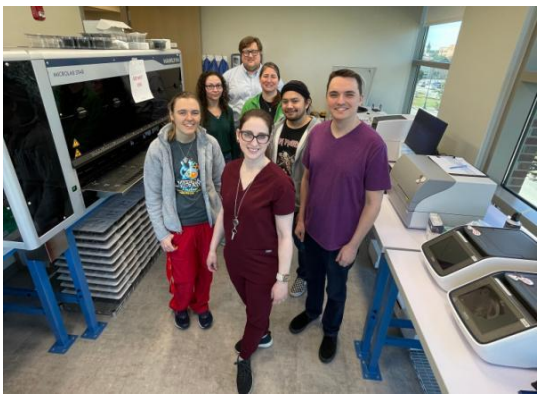
Industry Drivers

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.

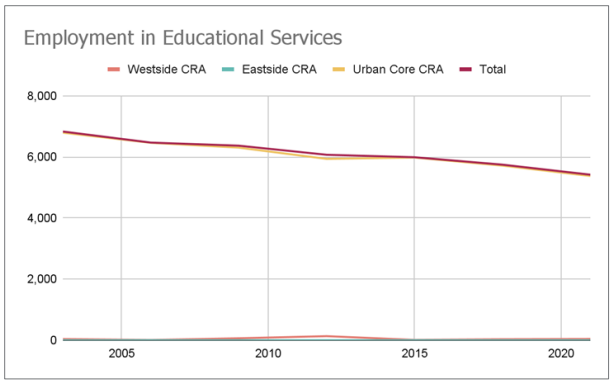
Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

Declining Industries

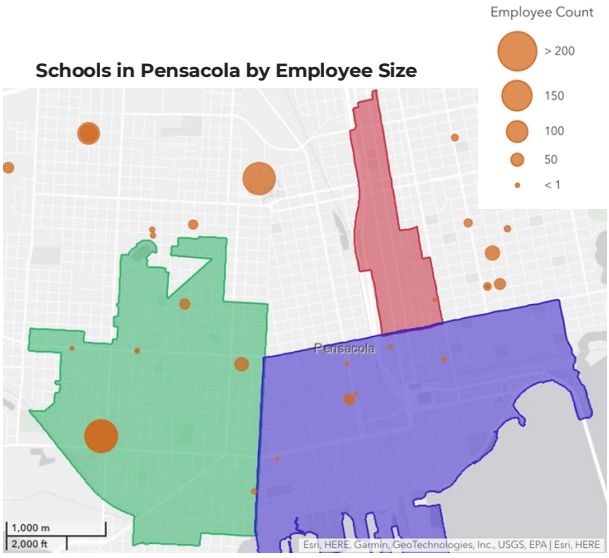
Educational services have been in decline since 2003

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



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

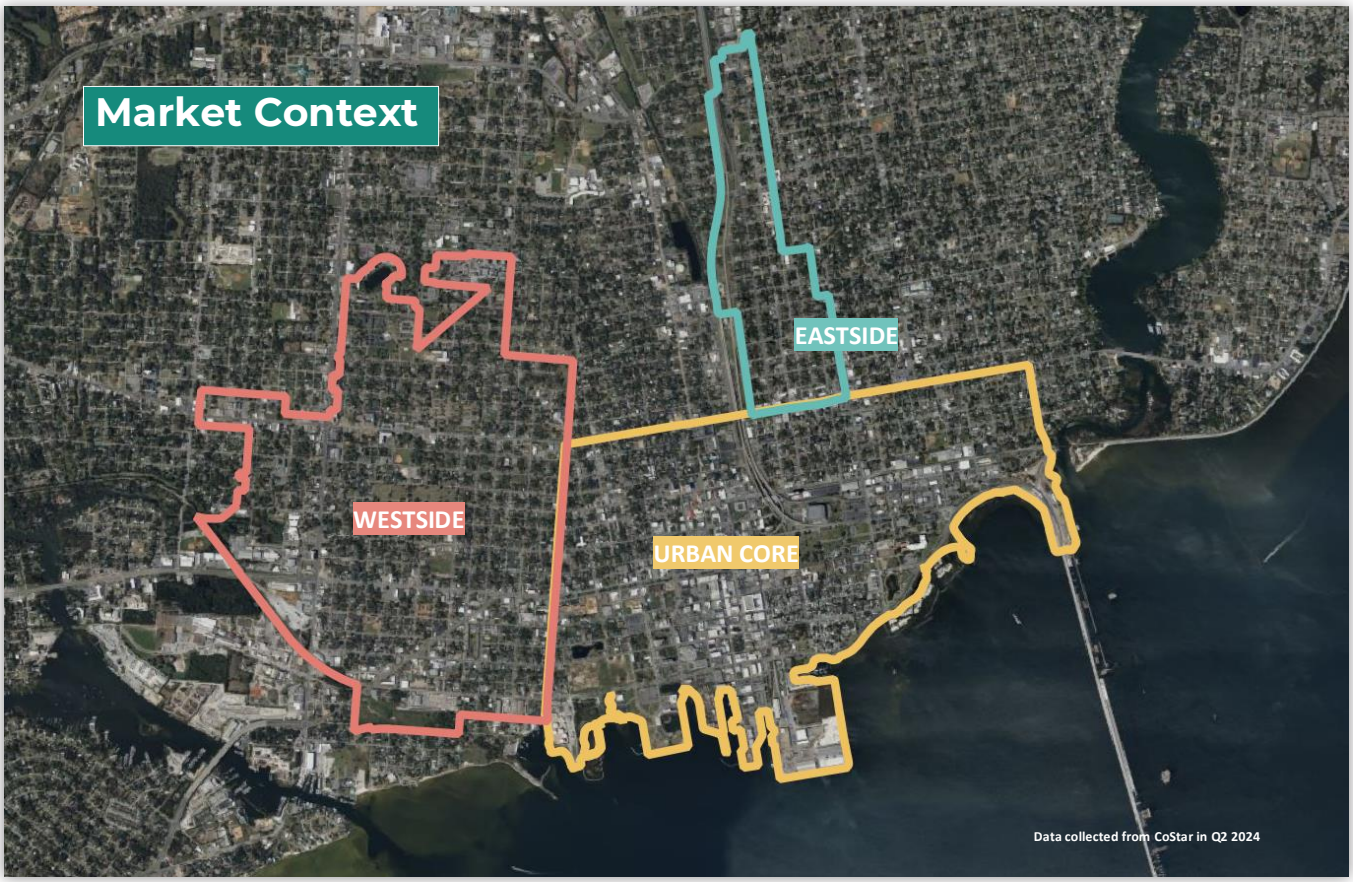
Escambia County has relatively few large employers, but small businesses of 5 or more employees show promise; anecdotally, many have been focused within the tech industry.



Image Source: SILive

Data Source: Census Business Builder Escambia County Business Profile

2.0
REAL ESTATE MARKET PERFORMANCE



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

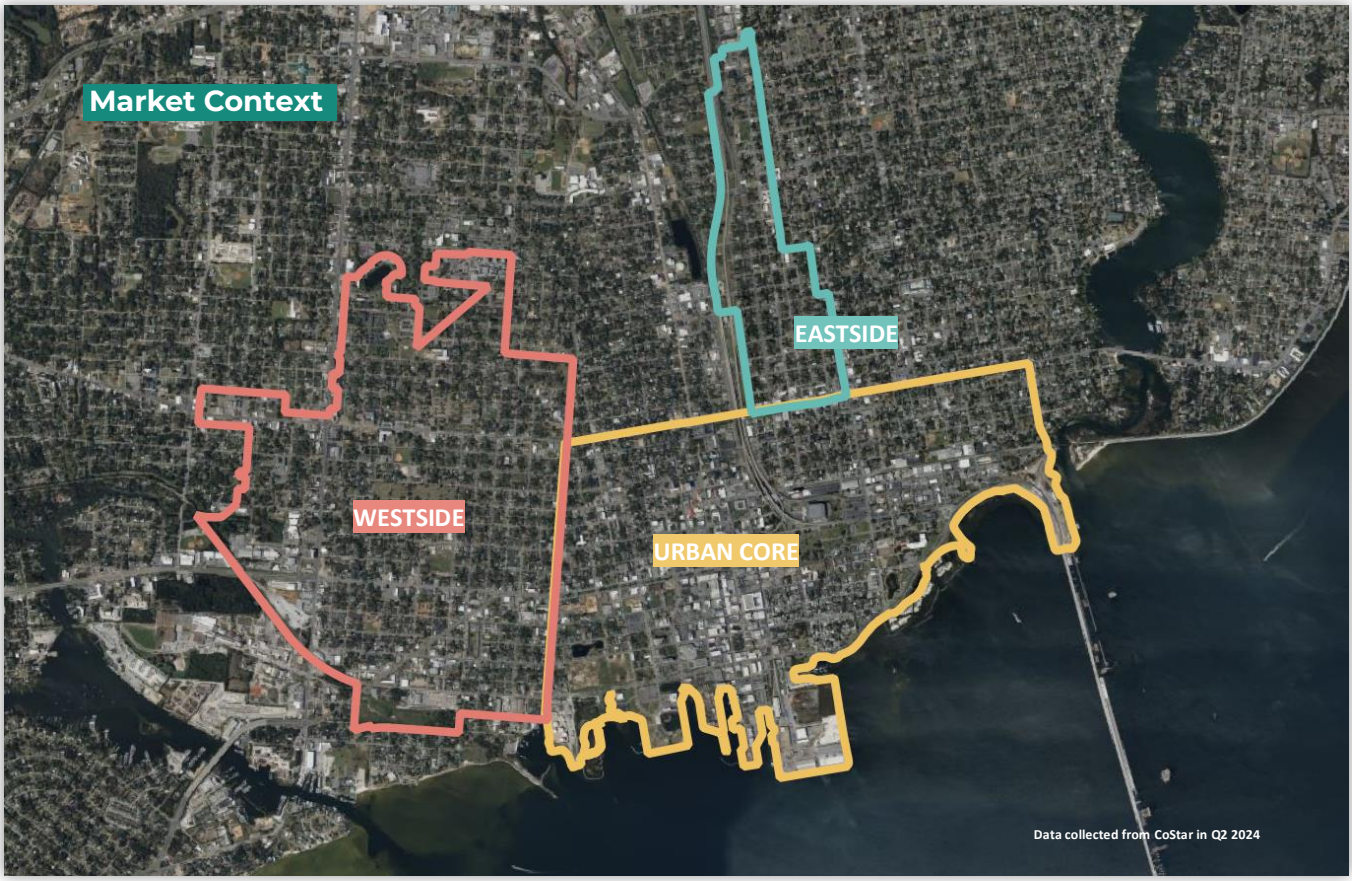
BENCHMARKING	INVENTORY UNITS	INVENTORY UNITS/ ACRE	UNDER CONSTRUCTION UNITS	12 MONTH NET ABSORPTION UNITS	VACANCY RATE	MARKET ASKING RENT/ UNIT	MARKET SALE PRICE/ UNIT	MARKET CAP RATE
Urban Core CRA	658	0.5	0	143	7.70%	$1,901	$254,000	6.50%
East Side CRA	12	0.05	0	0	7.60%		$134,000	7.90%
West Side CRA	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

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.*

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%.



STEP 1 | September 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.



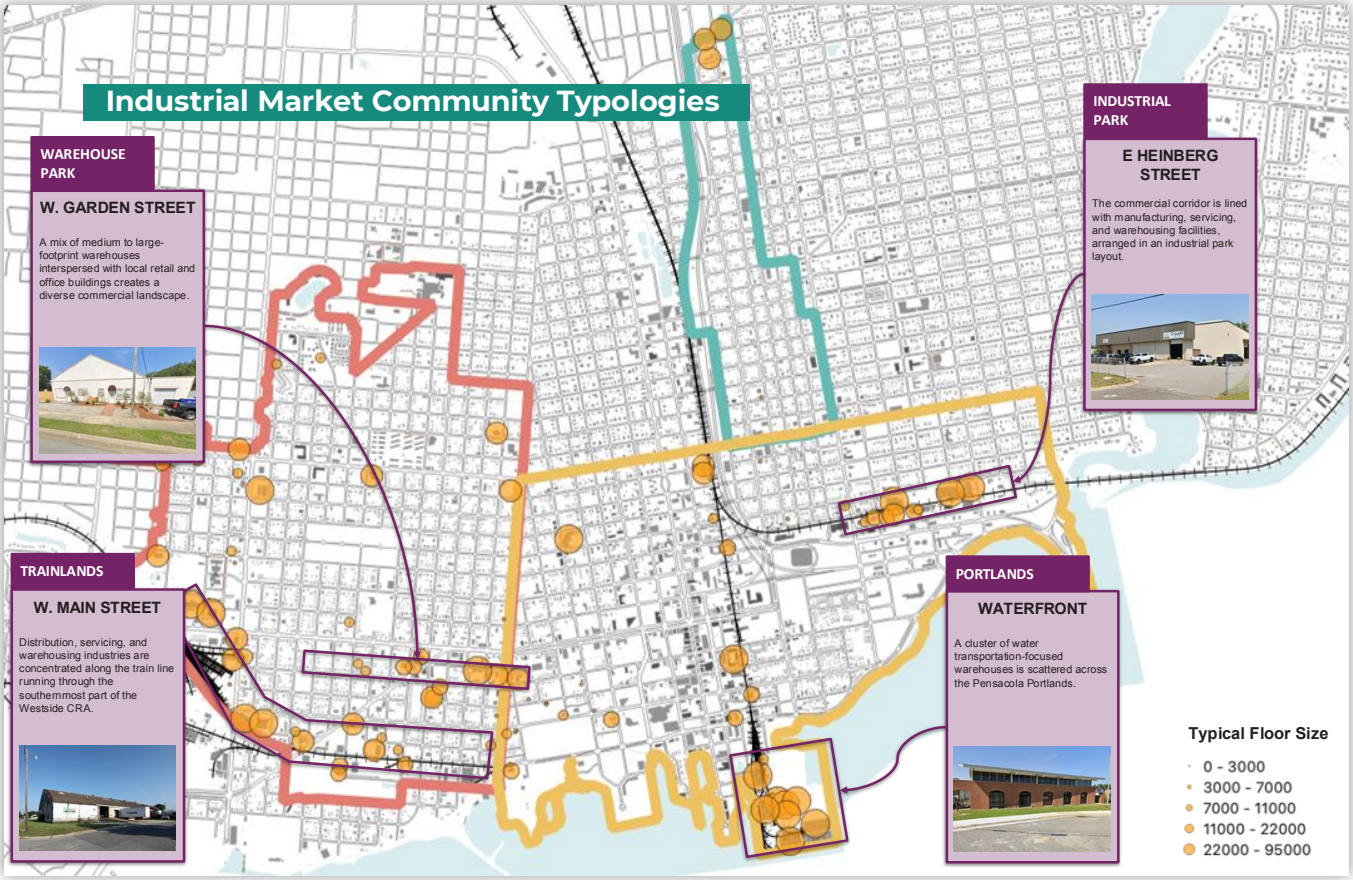
Q2 2024 Industrial Market

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.



APPENDIX

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.



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

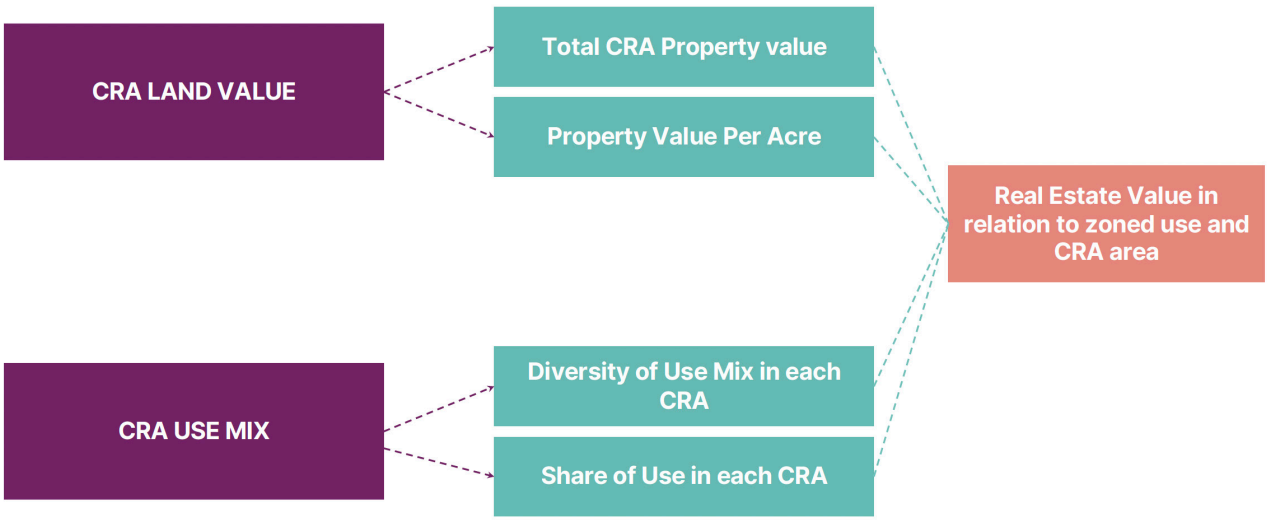
KEY TAKEAWAYS

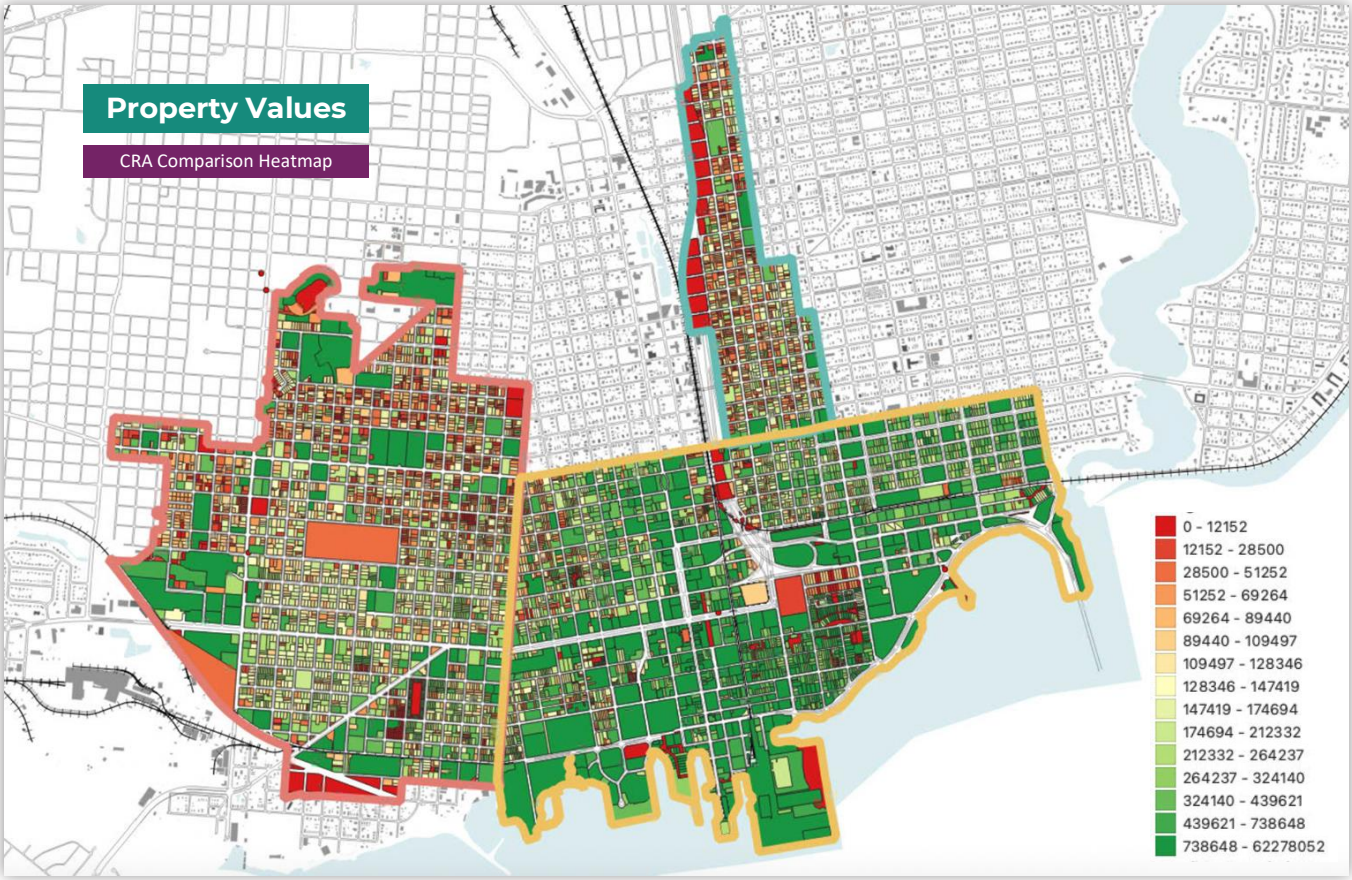
- Most hospitality establishments are concentrated in the Urban Core CRA, likely due to its attractions, amenities, and waterfront access. Currently, no hotel rooms are under construction in any of the three CRAs, possibly due to rising interest rates.
- The hospitality sector shows limited growth, with 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.

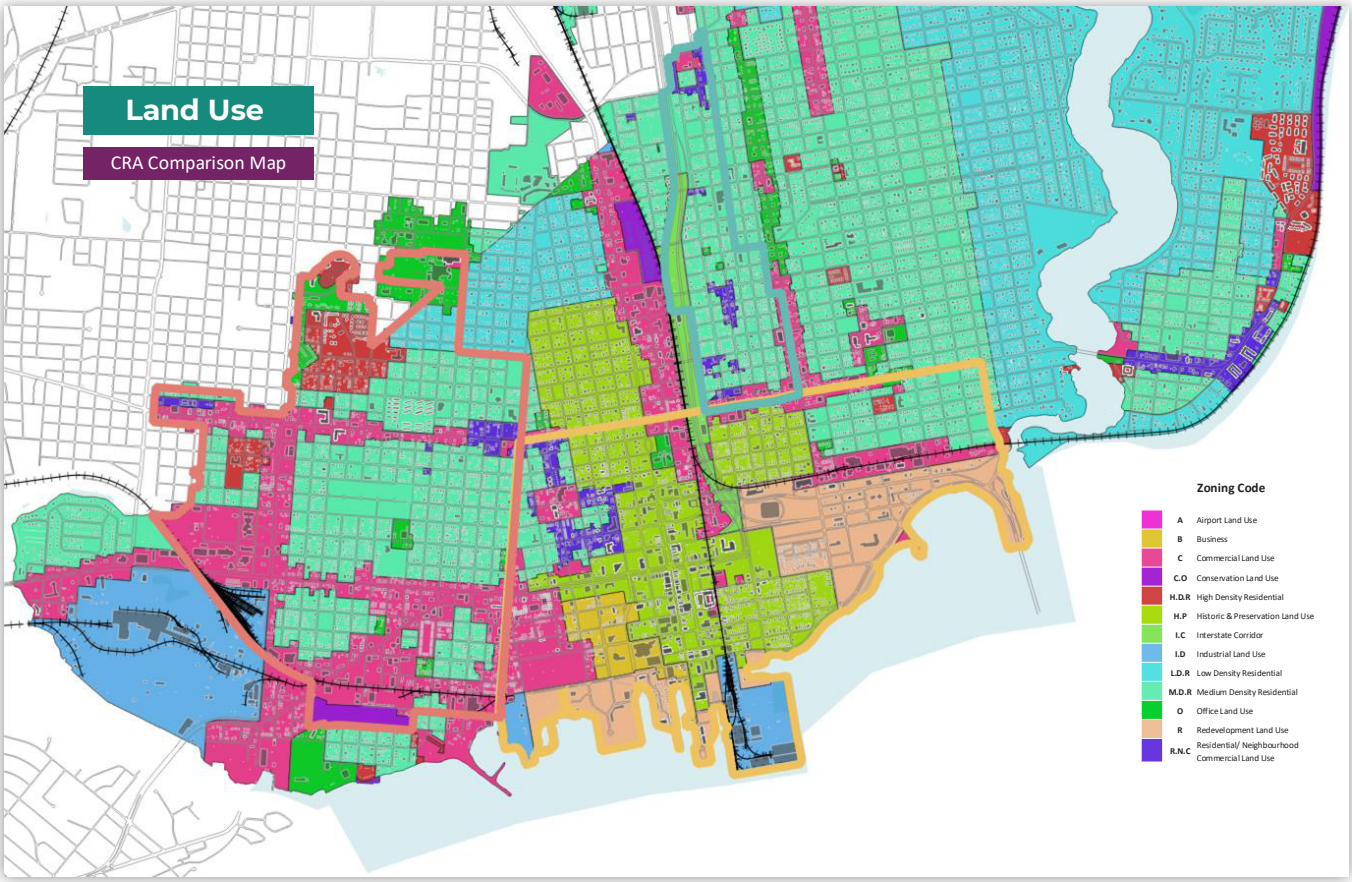
3.0
CRA PERFORMANCE REVIEW

CRA Analysis

Introduction

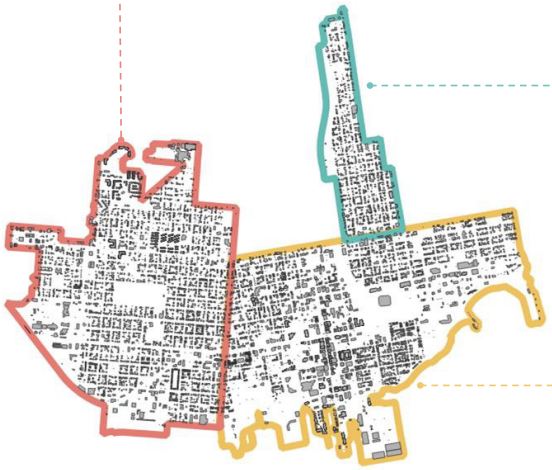


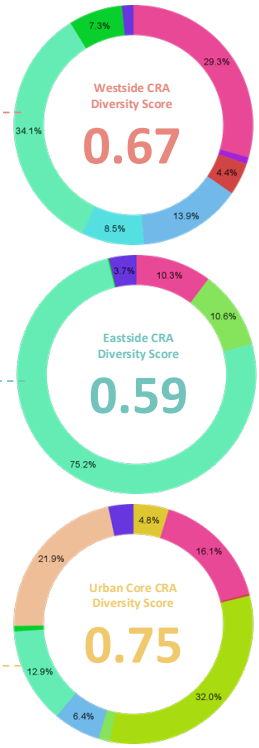

Property Values
CRA Comparison Heatmap
0 - 12152
12152 - 28500
28500 - 51252
51252 - 69264
69264 - 89440
89440 - 109497
109497 - 128346
128346 - 147419
147419 - 174694
174694 - 212332
212332 - 264237
264237 - 324140
324140 - 439621
439621 - 738648
738648 - 62278052


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.*

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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

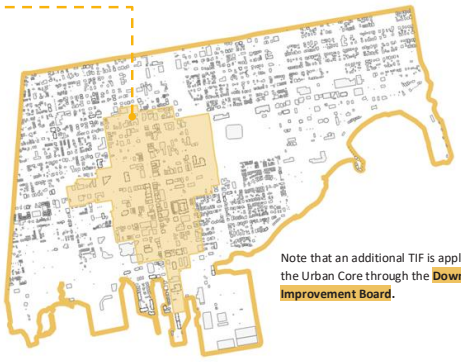
Source: *City of Pensacola Community Redevelopment Agency Annual Work Plan, 2022*

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

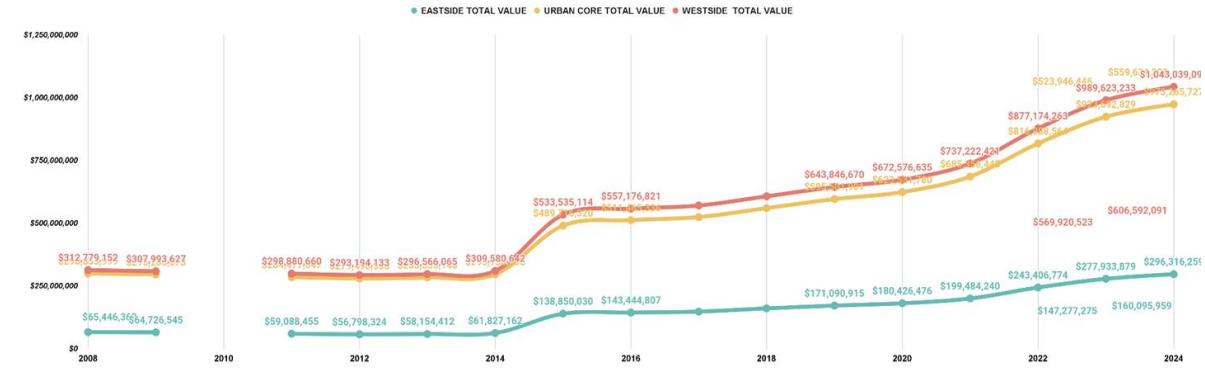


Note that an additional TIF is applied to the Urban Core through the **Downtown Improvement Board**.

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.

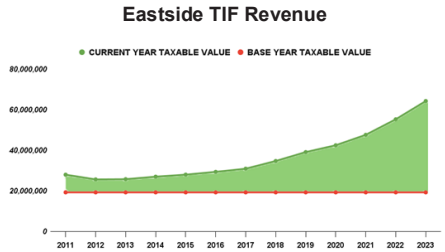
	Eastside CRA	Urban Core	Westside CRA
2010	$40,356	$1,535,329	$0
2011	$35,380 ↓	$1,441,891 ↓	$0
2012	$25,872 ↓	$1,381,489 ↓	$0
2013	$26,356 ↑	$1,424,671 ↑	$0
2014	$31,356 ↑	$1,529,281 ↑	$26,537 ↑
2015	$35,474 ↑	$1,662,929 ↑	$36,293 ↑
2016	$41,066 ↑	$1,807,608 ↑	$76,658 ↑
2017	$47,393 ↑	$1,983,688 ↑	$120,764 ↑
2018	$62,630 ↑	$2,221,033 ↑	$169,983 ↑
2019	$81,808 ↑	$2,539,504 ↑	$250,353 ↑
2020	$92,207 ↑	$2,785,600 ↑	$319,997 ↑

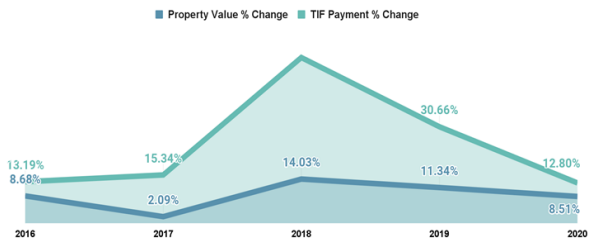
Continual decrease in total TIF payments across all three CRAs, due to nationwide economic decline

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

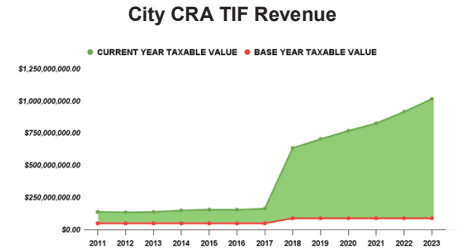


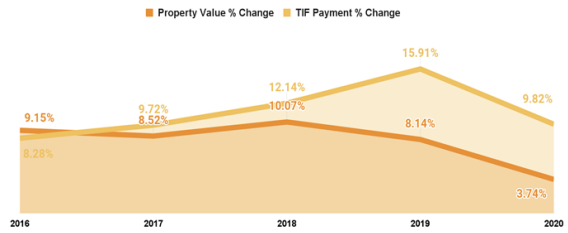


TIF Revenue

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

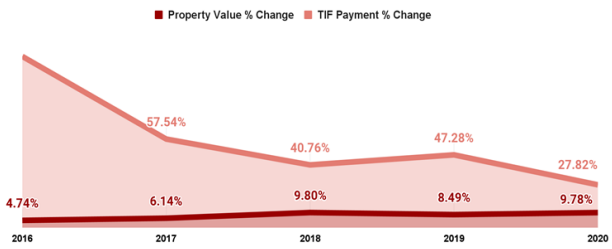


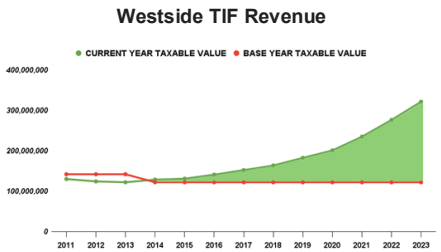


TIF Revenue

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?

STEP 1 | September 2024

4.0 GENTRIFICATION + DISPLACEMENT

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

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.

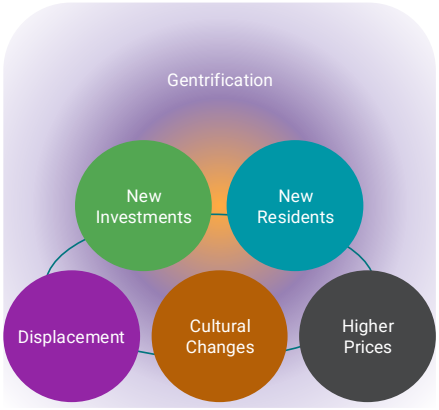
- Methodology: Definitions were compared against each other through the lenses of:

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

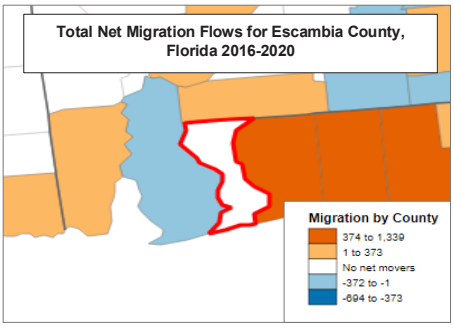
A few factors indicate a complex set of trends for and against active displacement

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.

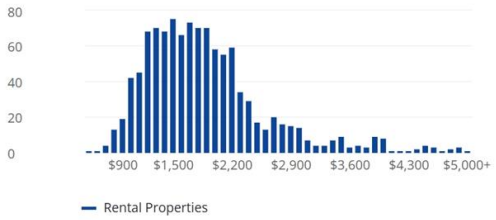
Similarly, changes to high income earners or populations with college degrees (and thus, potentially higher earning power) should be monitored as well. These indicators are already elevated in the Urban Core CRA, but could increase in the Eastside CRA quickly too, given its small population overall.

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.



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

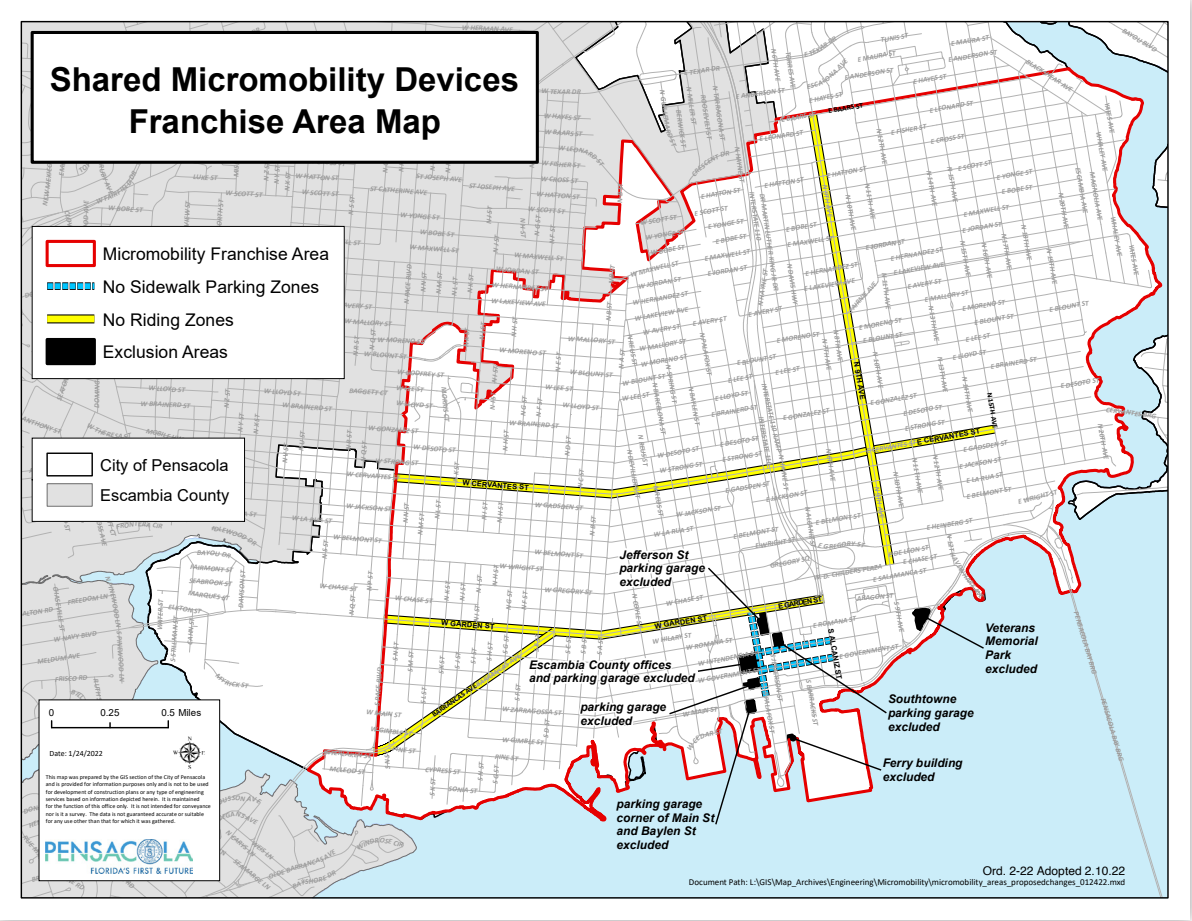
Rank Projects based upon the following criteria:

#	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.

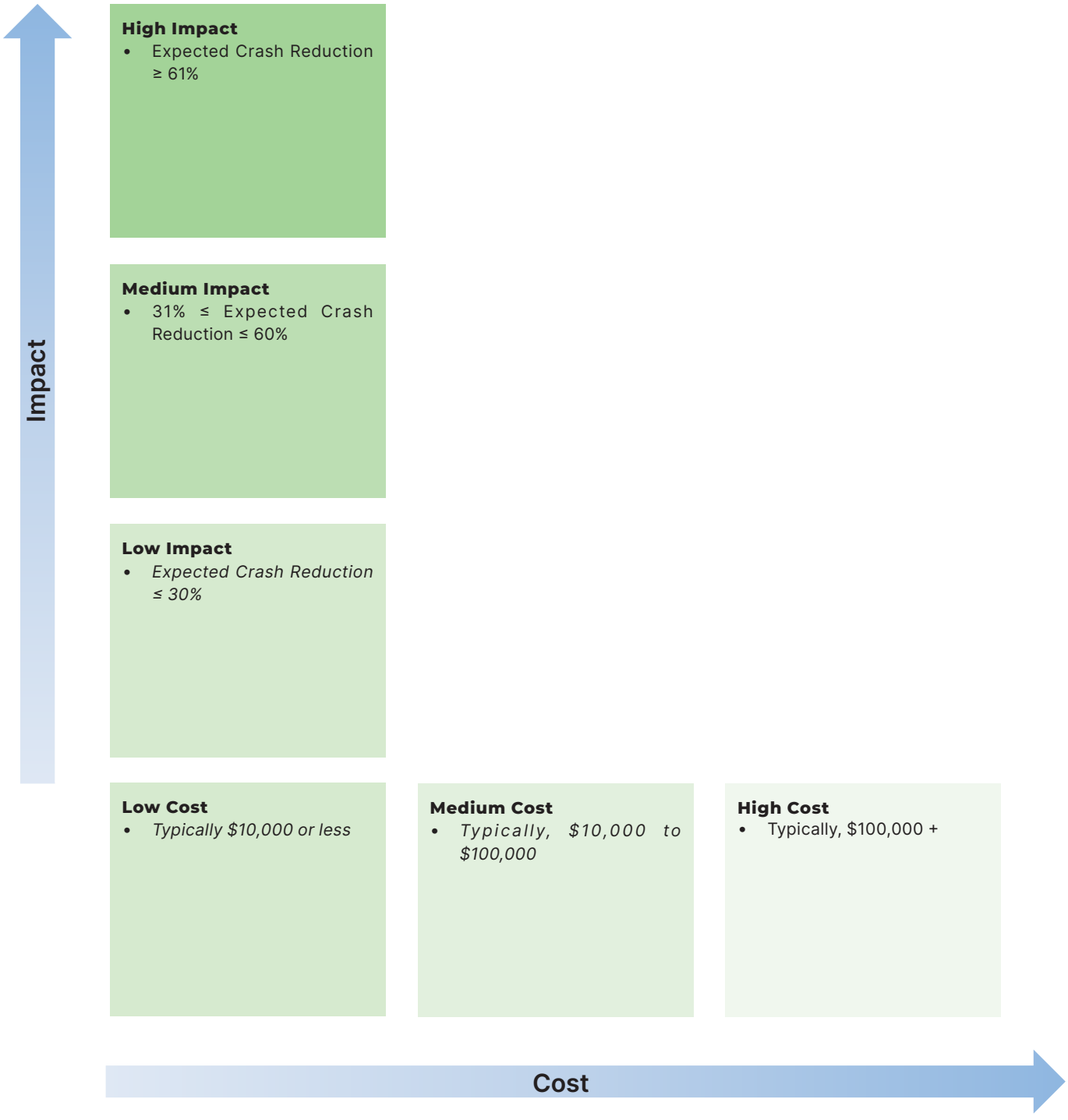
Data used will be from either City data (roadway classification, building footprints, pavement width, bike lanes, parks/community center locations, school locations), US Census data (worker transportation, DUs), and ECAT data (transit stops).

MICROMOBILITY AREA MAP



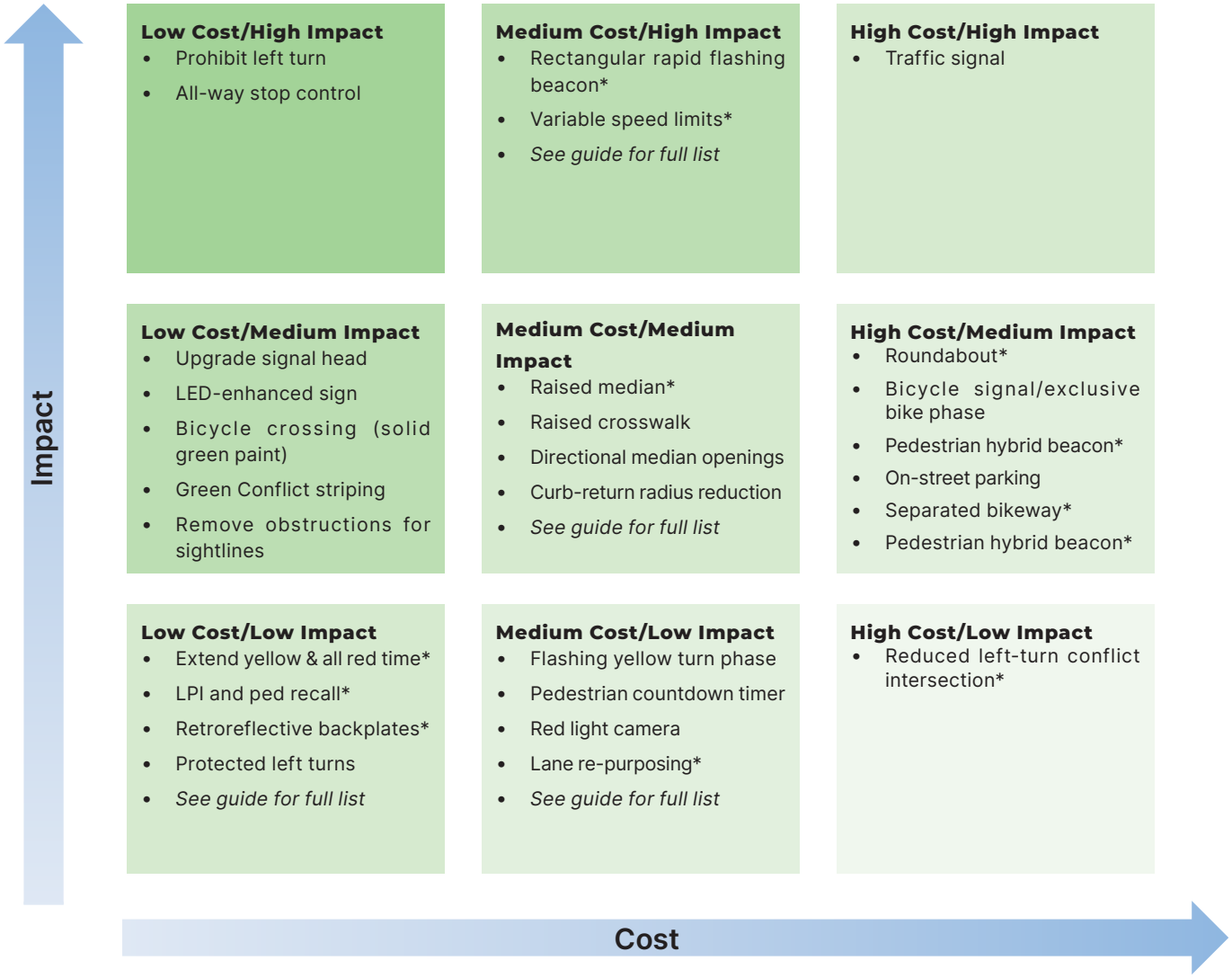
COST AND IMPACT COUNTERMEASURES

COUNTERMEASURE IMPACT AND COST DEFINED



Unknown Impact = No quantitative date is available

COUNTERMEASURE SELECTION GUIDE



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

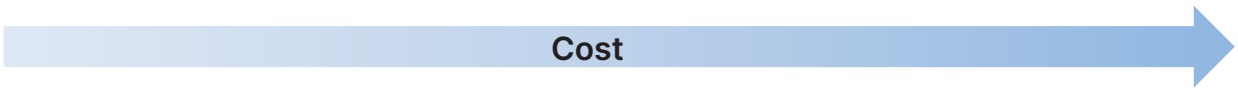
- Extend green time for bikes
- Extend time pushbutton
- Prohibit right-turn-on-red
- Prohibit turns during pedestrian phase
- Time-based turn restriction
- Upgrade intersection pavement markings
- Bicycles may use full lane sign
- Mixing zone
- High-visibility crosswalk
- Restripe crosswalk
- Centerline 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



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).



Existing Transportation – Related Conditions and Planned Transportation Improvements

Technical Memorandum

Community Redevelopment Agency Plan Update for Westside, Urban Core, and Eastside

October 8, 2024

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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.

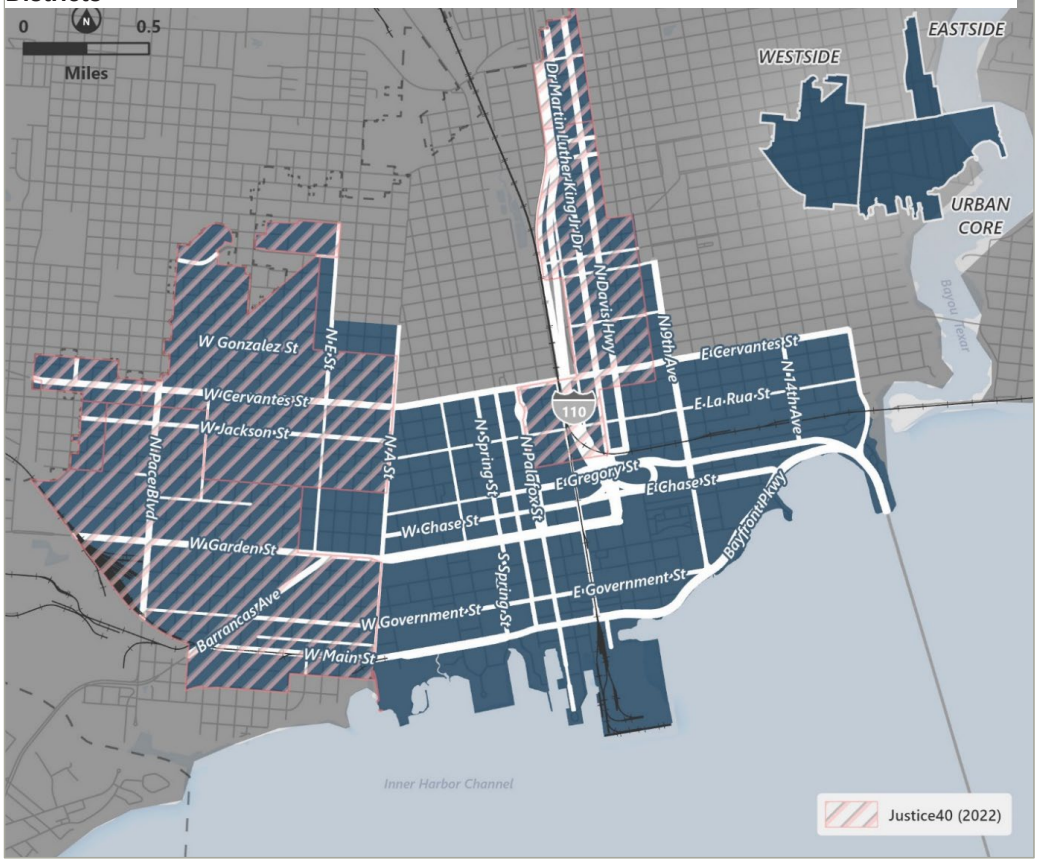
Documenting the existing transportation conditions includes three main categories:

- 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



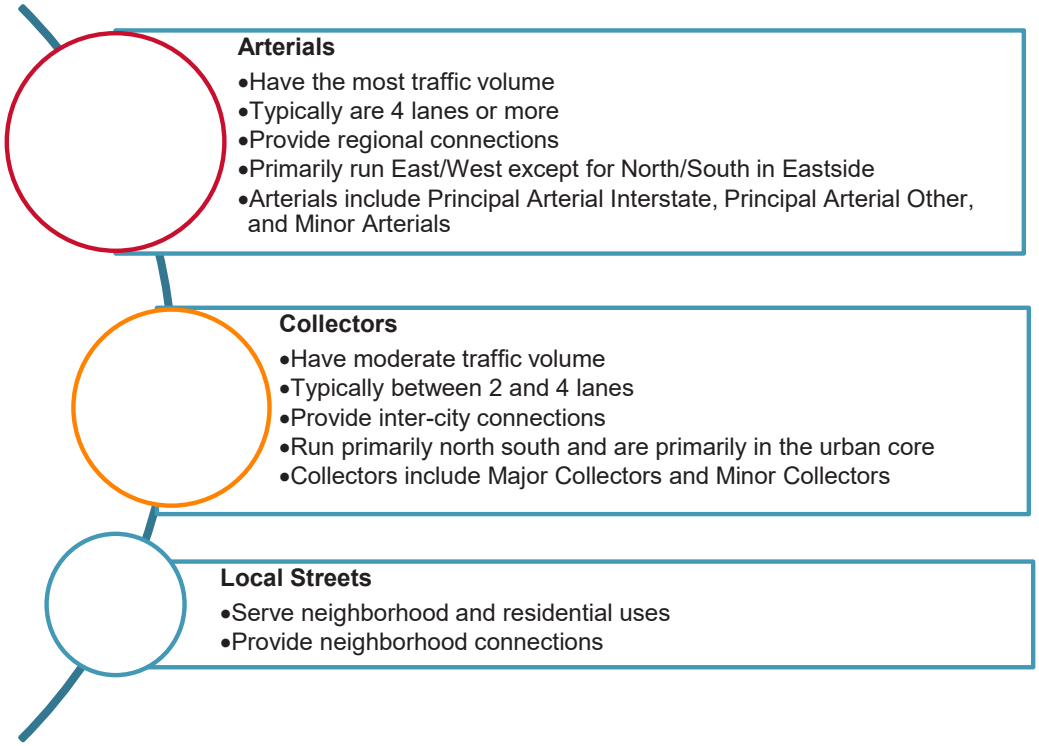
2 Roadway Characteristics

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

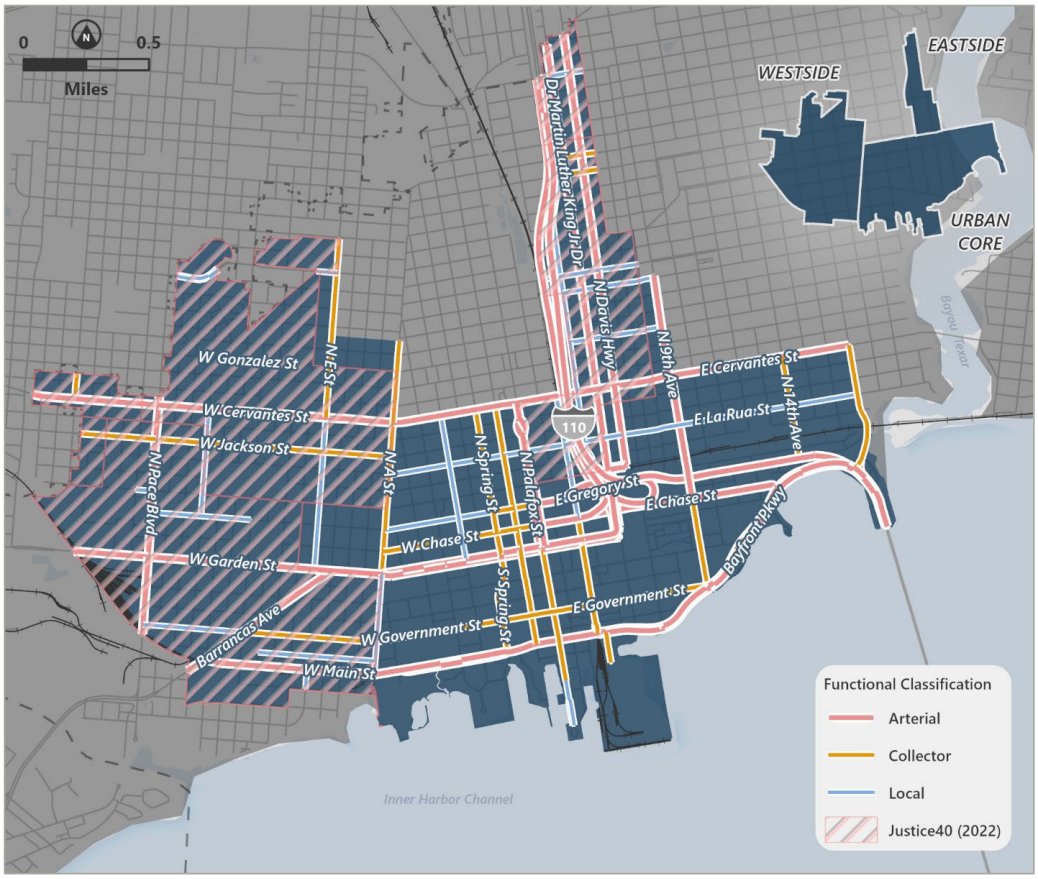
There are three major roadway types that make up the street network within the CRA districts. These major roadways are defined by FDOT and further qualified in the City of Pensacola 2023 Active Transportation Plan (ATP) as shown in **Figure 2**:

Figure 2 Roadway Functional Classification



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



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

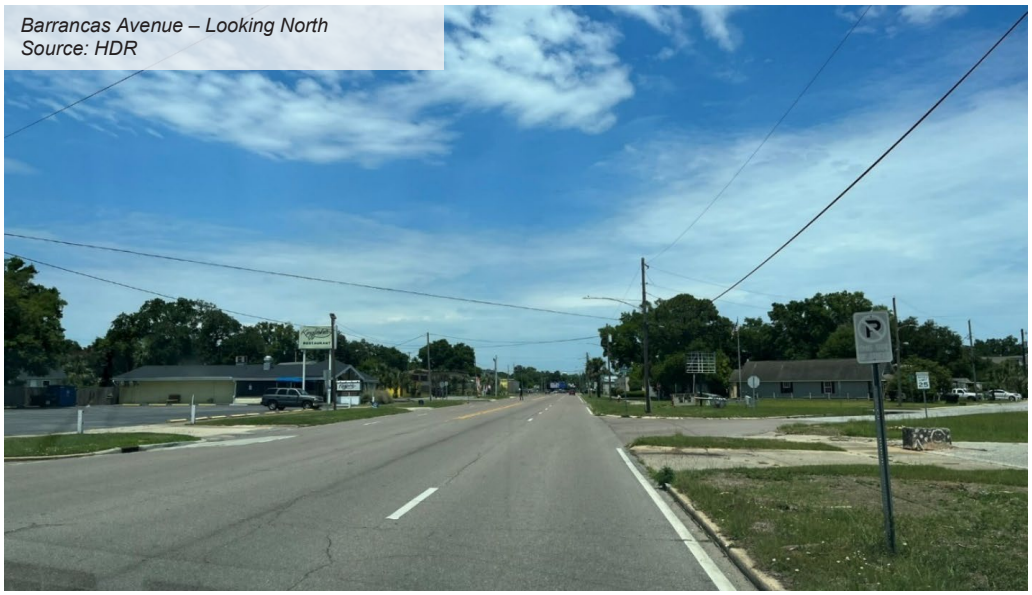
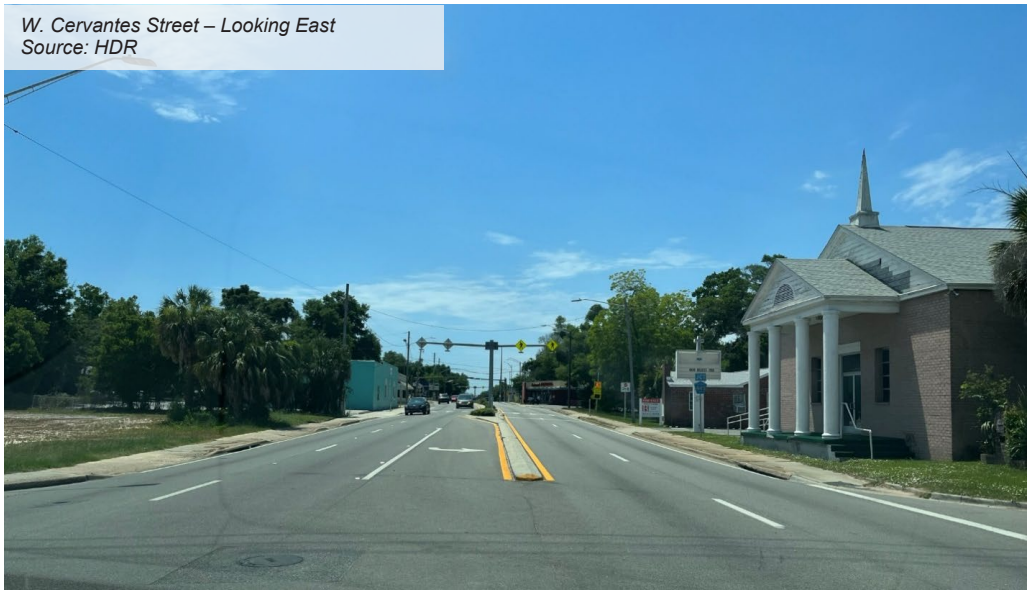


Figure 6 Westside – Arterial Road

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

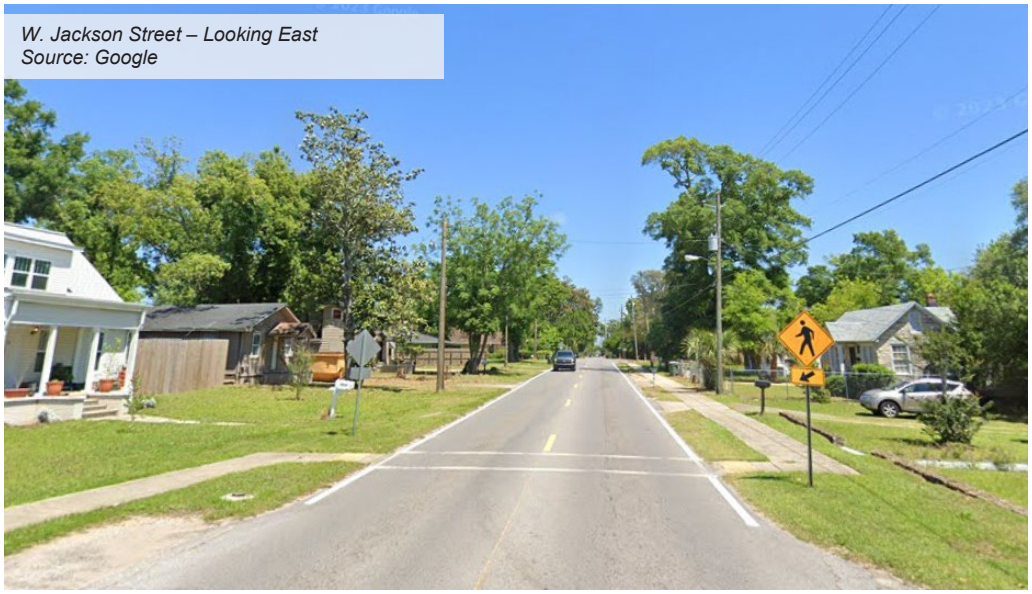


Figure 8 Westside – Collector Road



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



[3] This street has different spellings in different locations including Zarragossa, and Zaragoza

Figure 10 Westside - Local Road

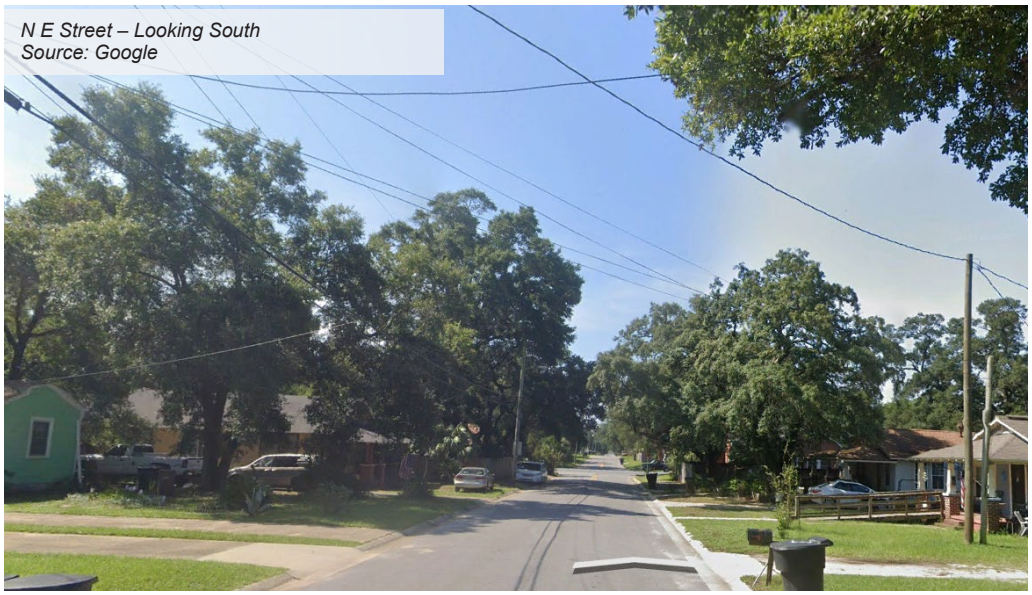


Figure 11 Westside - Local Road



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

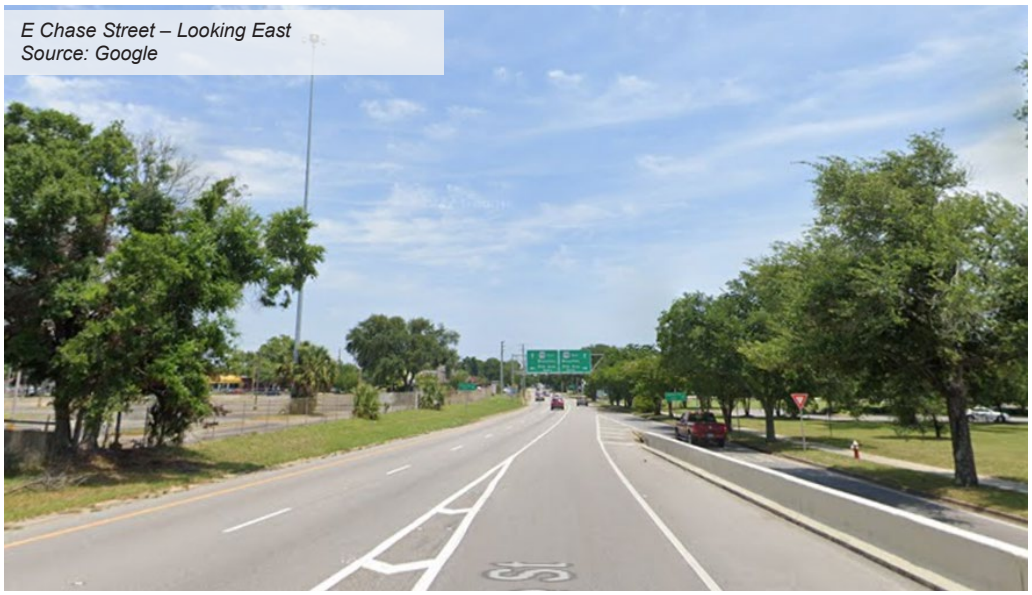
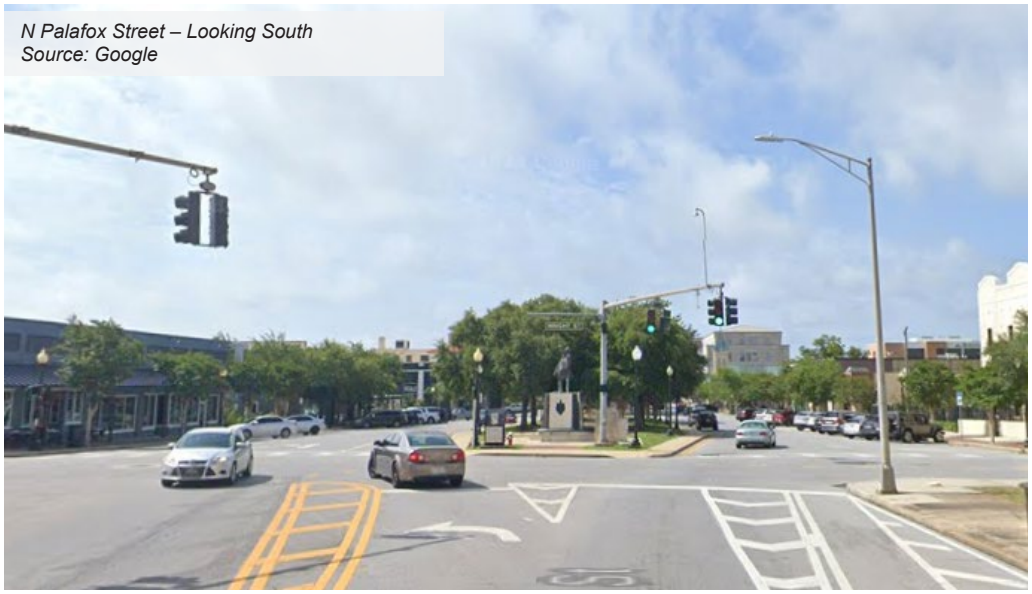


Figure 14 Urban Core – Arterial Road

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

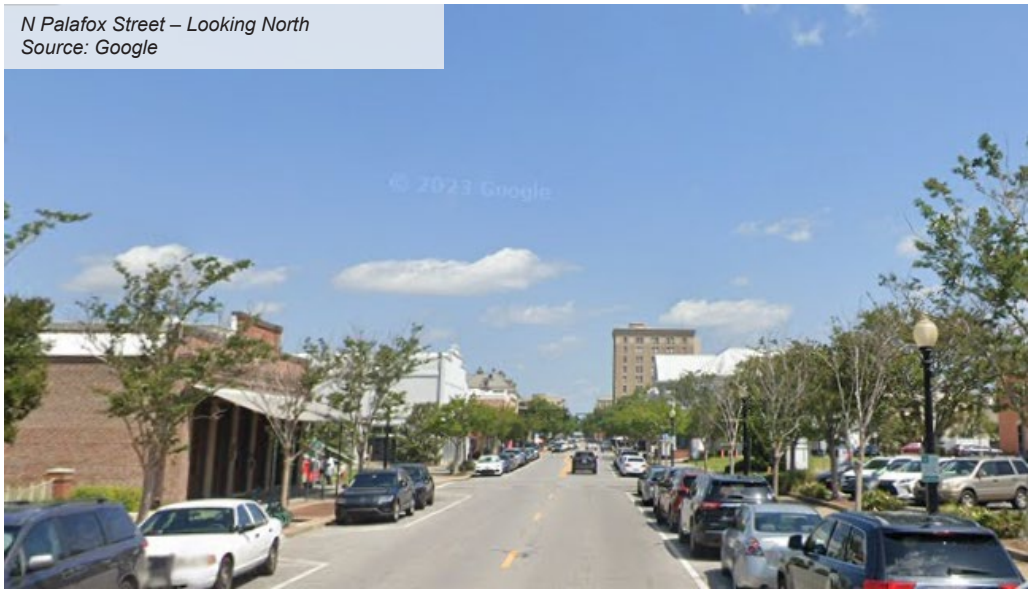


Figure 16 Urban Core – Collector Road

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



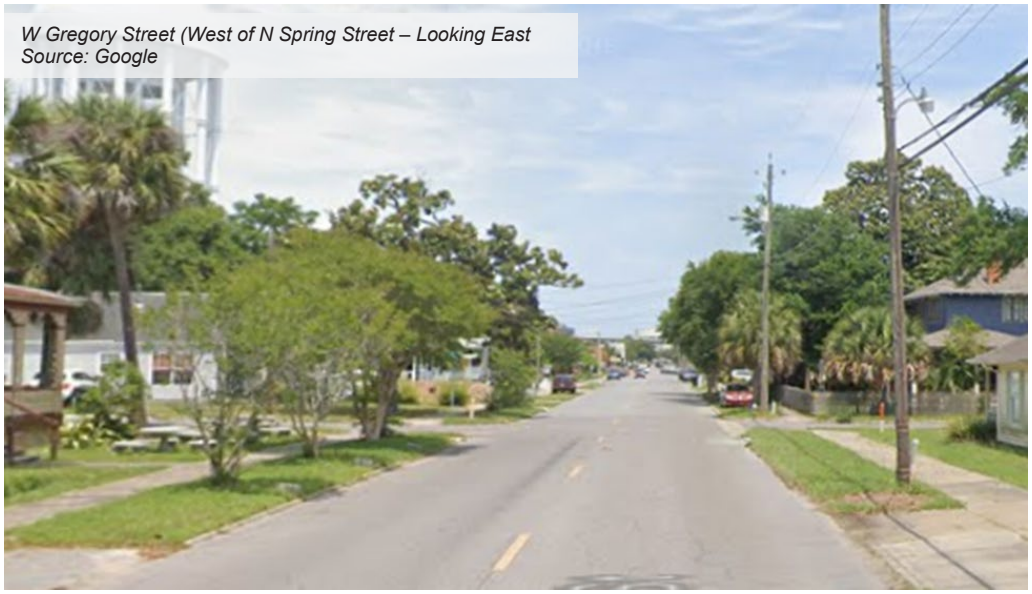
Local Roads

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

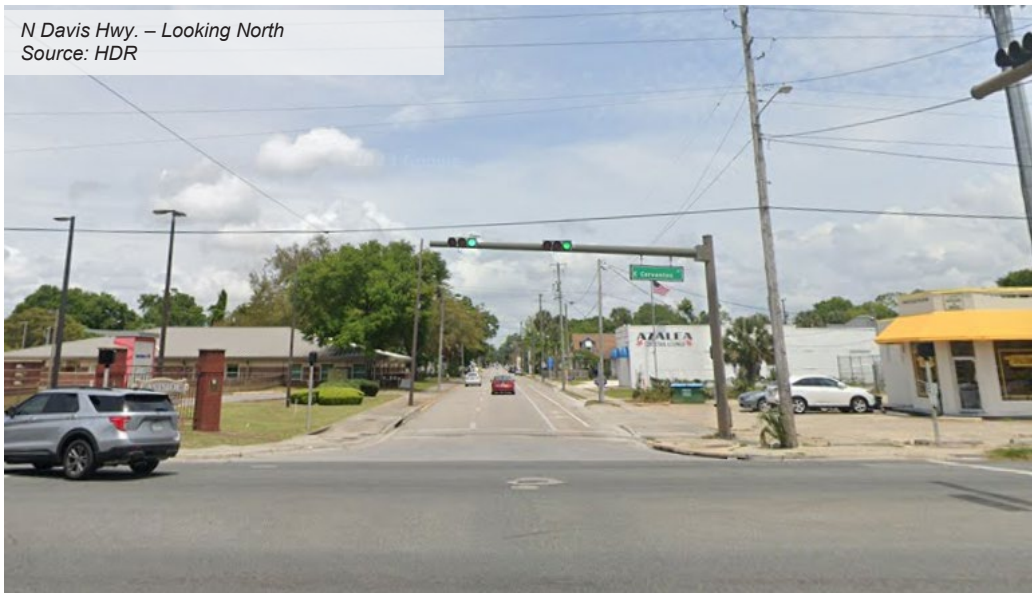


Figure 21 Eastside – Arterial Road

E Cervantes Street – Looking West
Source: Google



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(407) 420-4200

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

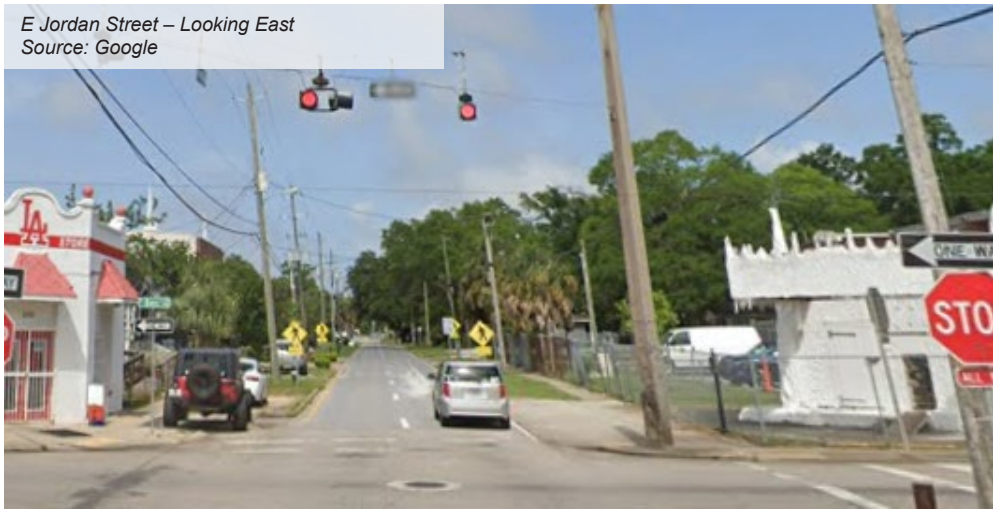


Figure 23 Eastside – Collector Road

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

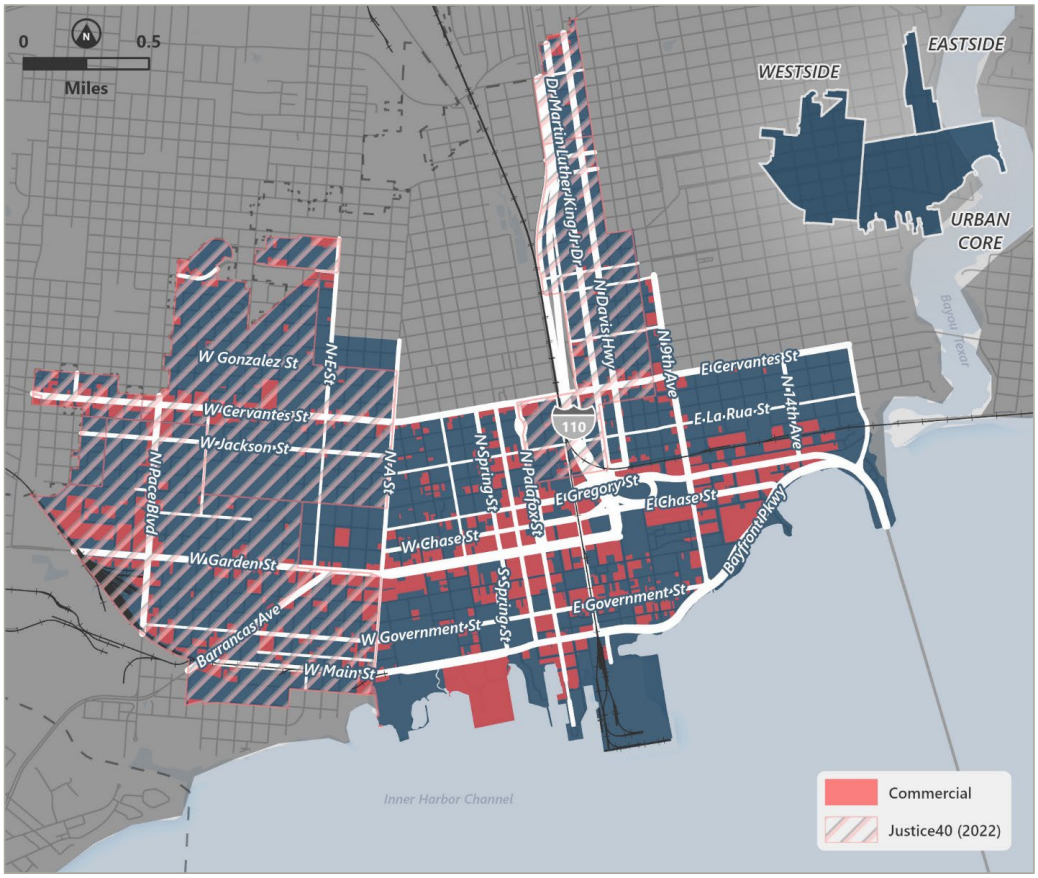


E Cross Street – Looking West
Source: Google

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.

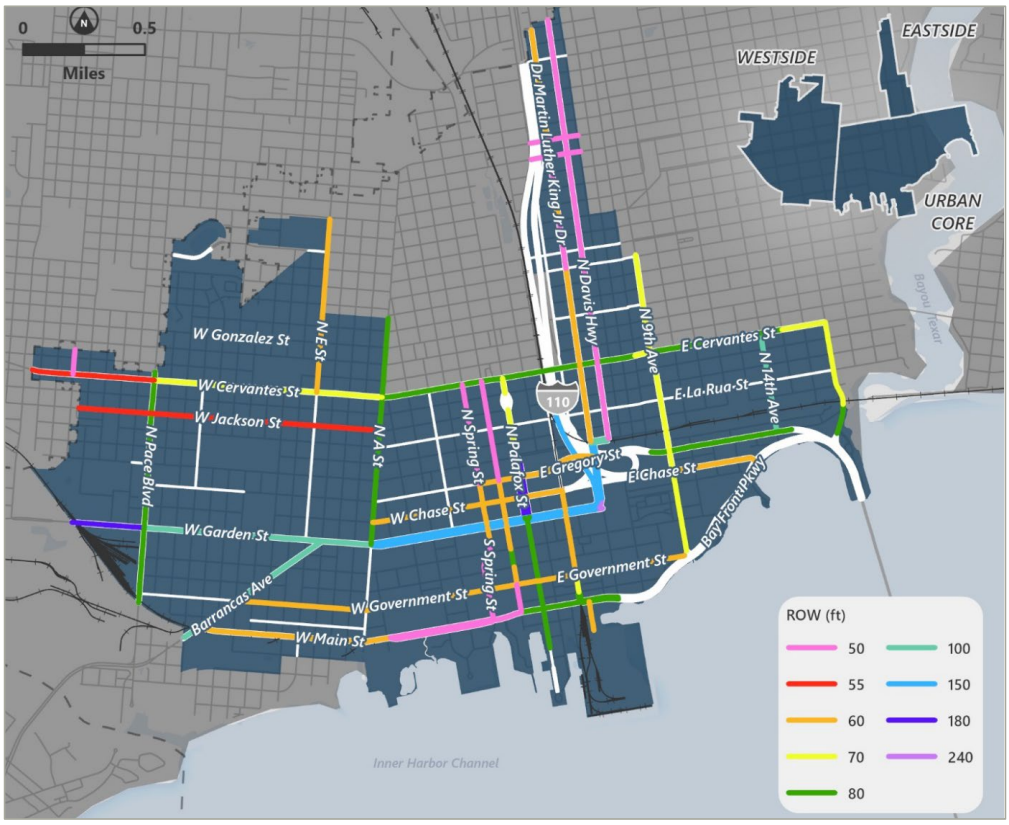
Figure 25 Commercial Corridors



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



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

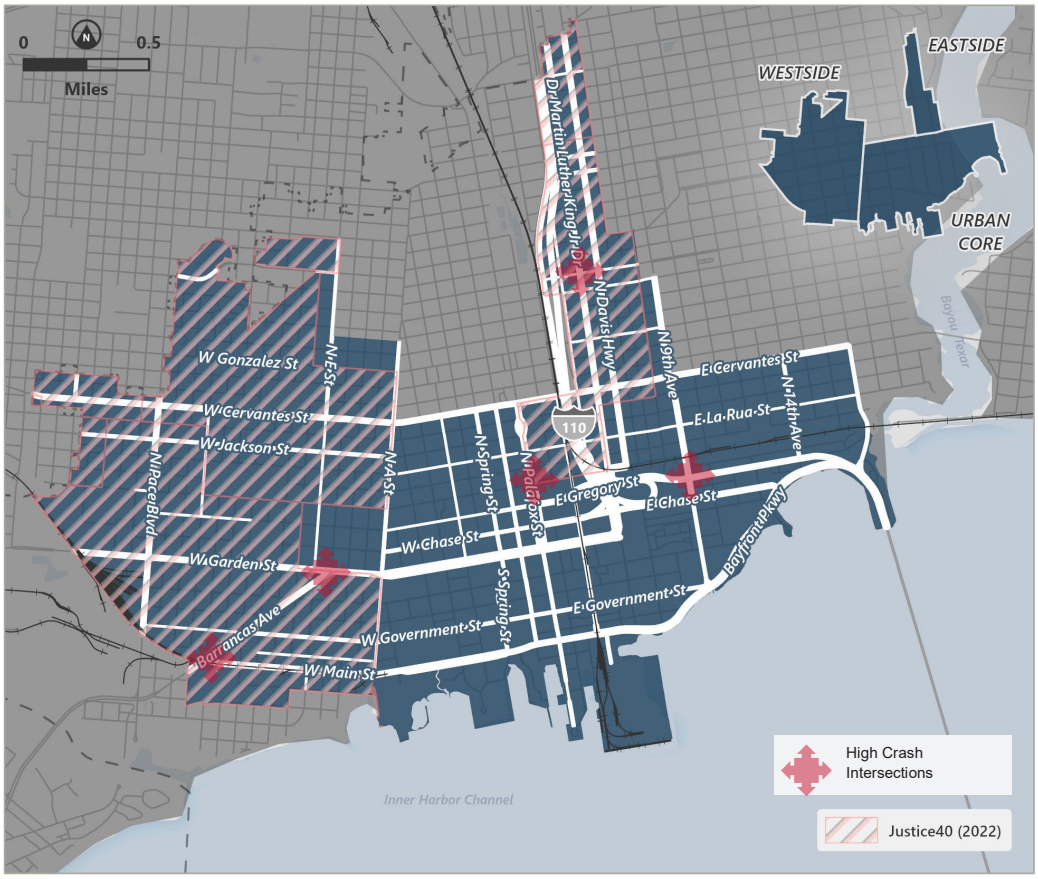


Figure 32 Barrancas Avenue and W Main Street

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

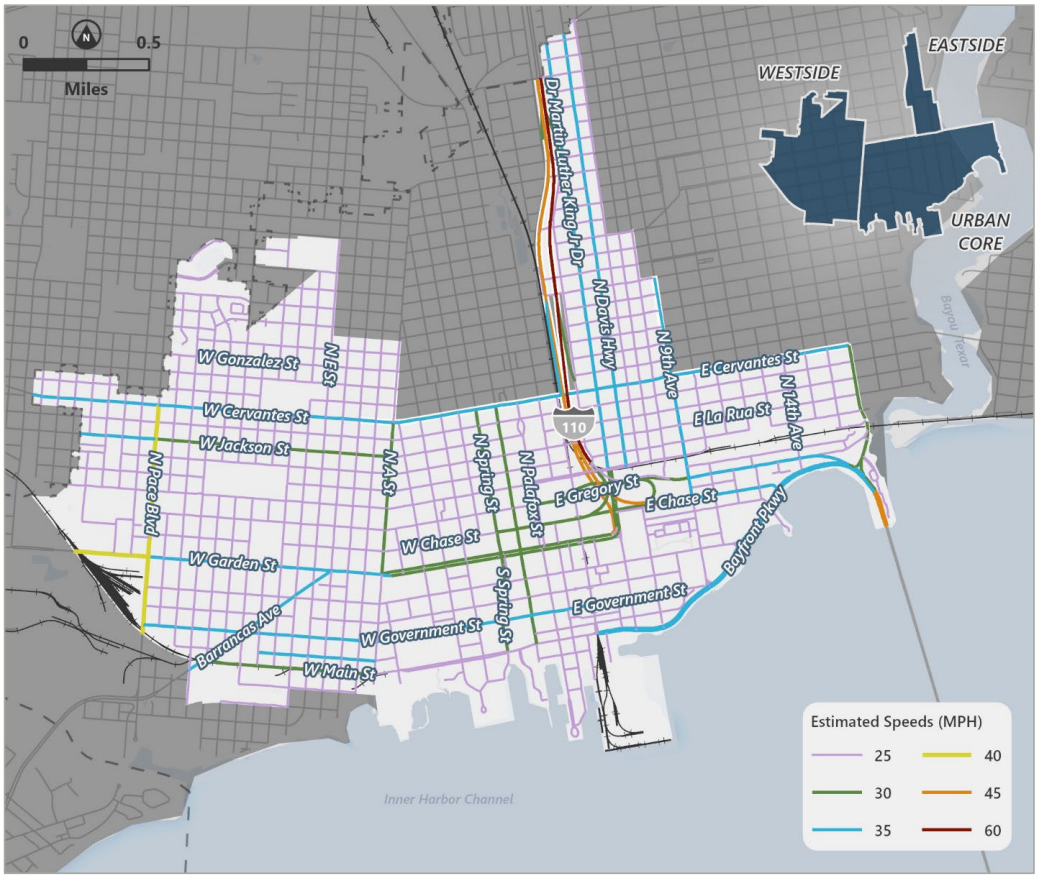
Source: Google



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.

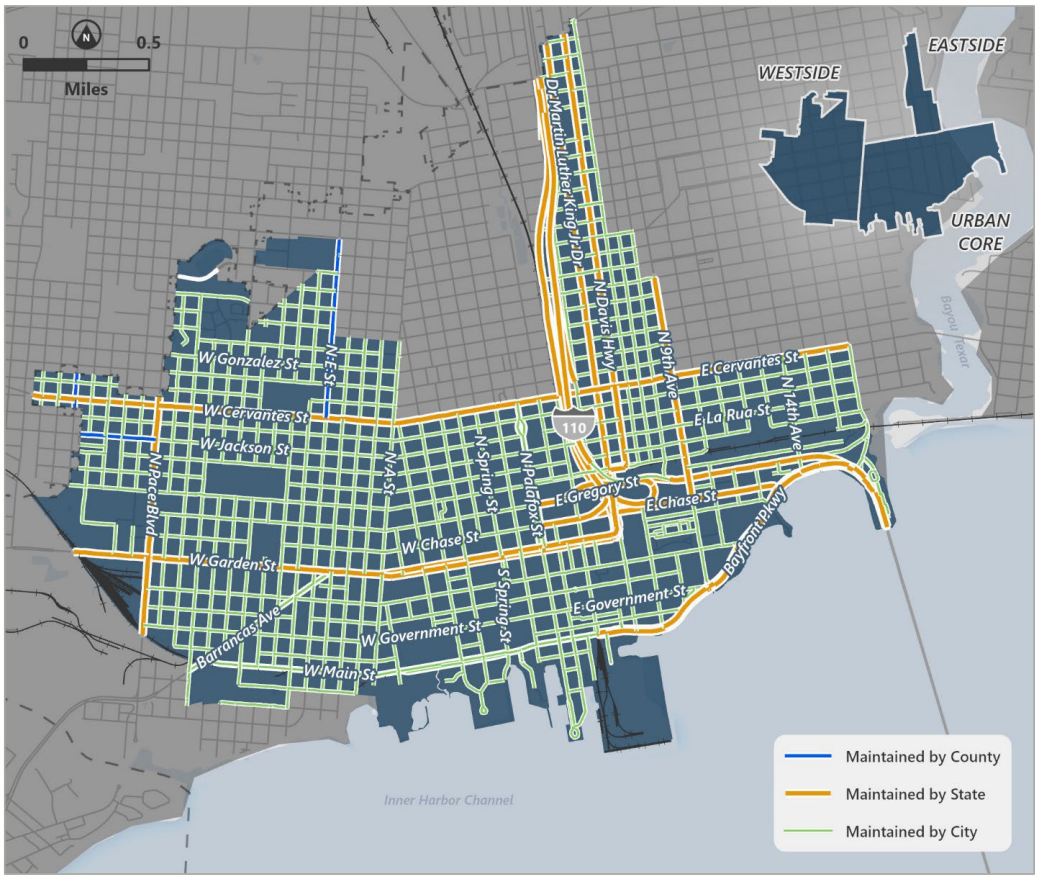
Figure 37 Posted Speed Limits



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



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

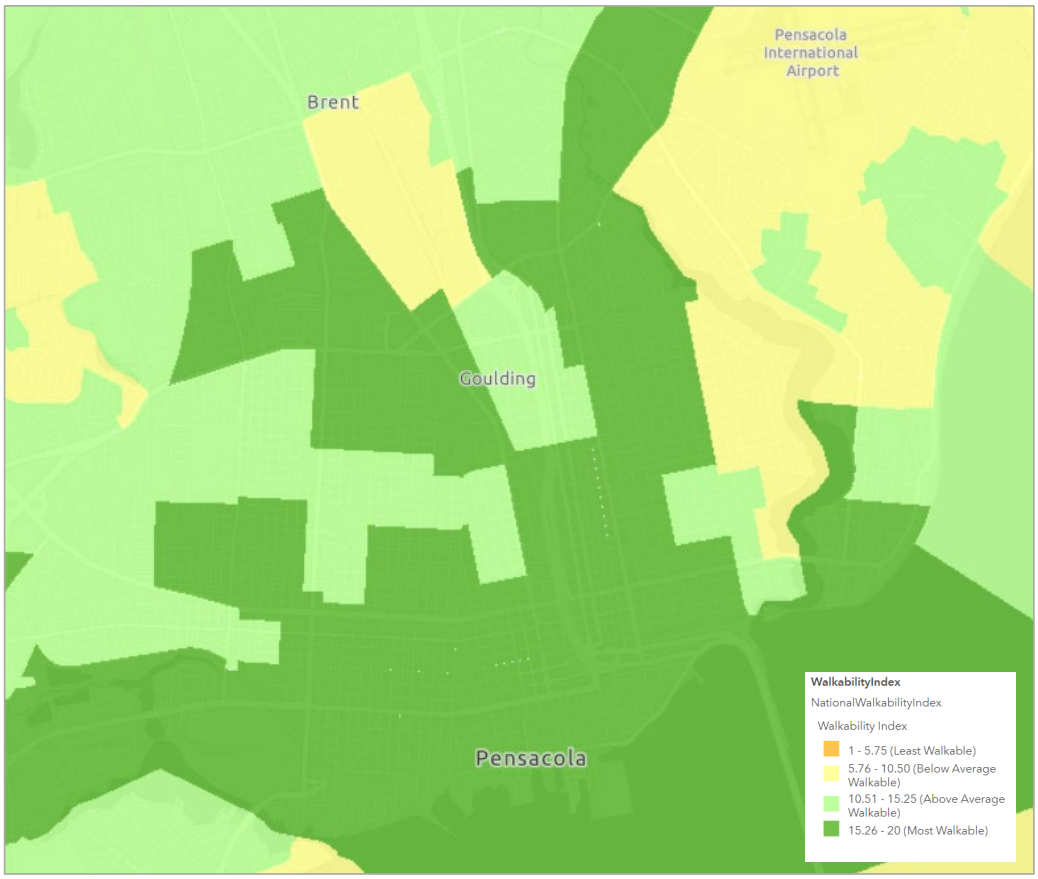
While walkability considers several factors such as intersection density, proximity to transit stops, employment mix, and employment and household mix,[4] it has to include the infrastructure as well. A walkable city means providing a robust network of pedestrian and bicycle facilities that are designed 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

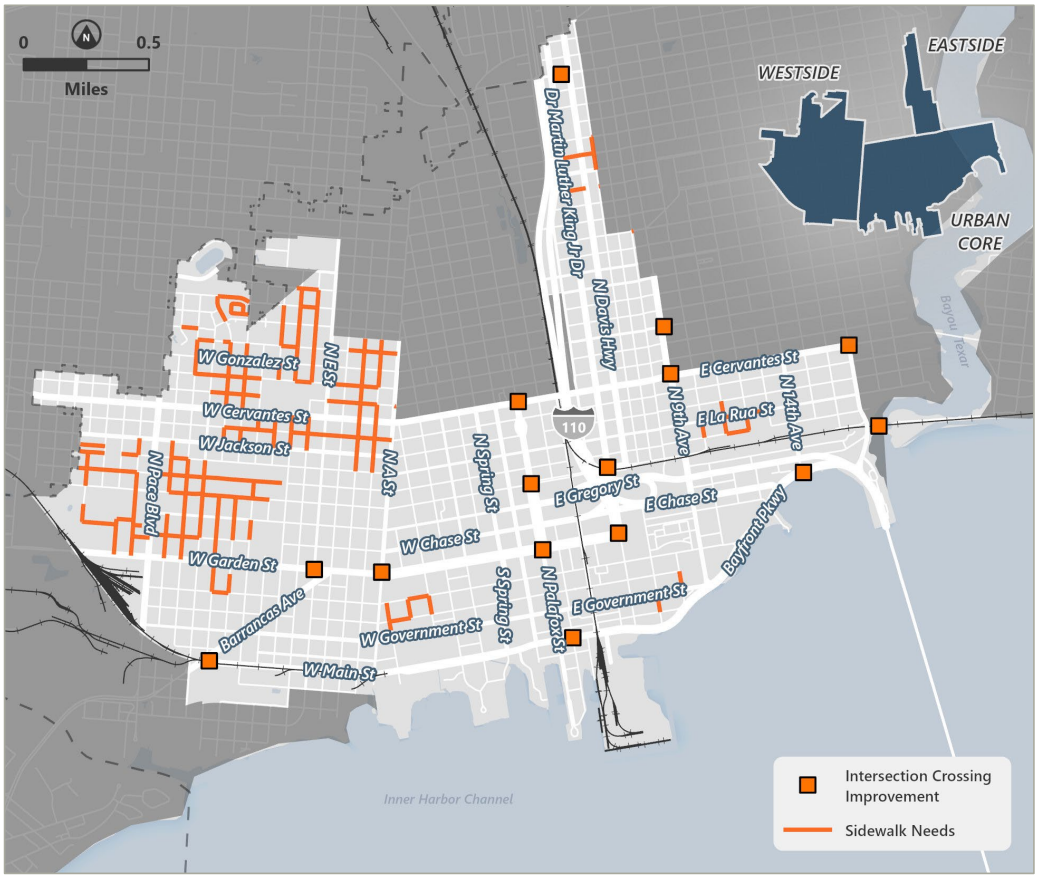


Source: EPA

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.

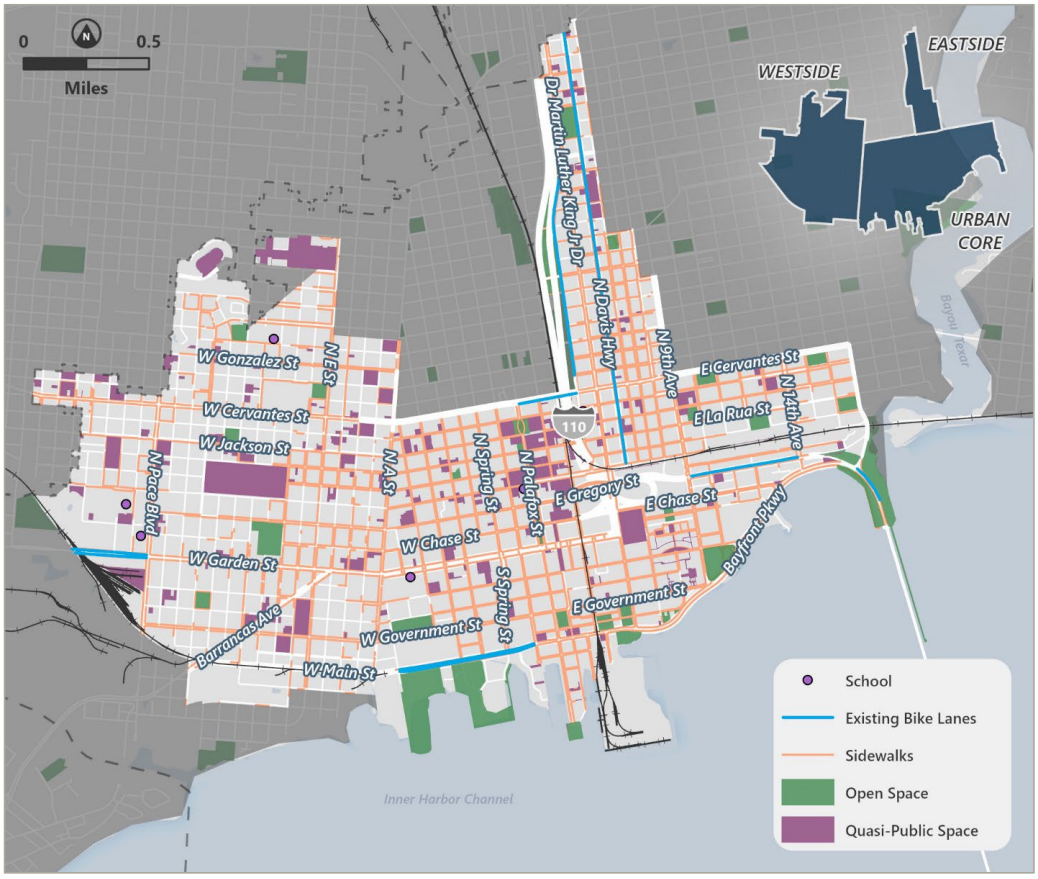
Figure 40 ATP New Sidewalk and Intersection Crossing Improvements



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



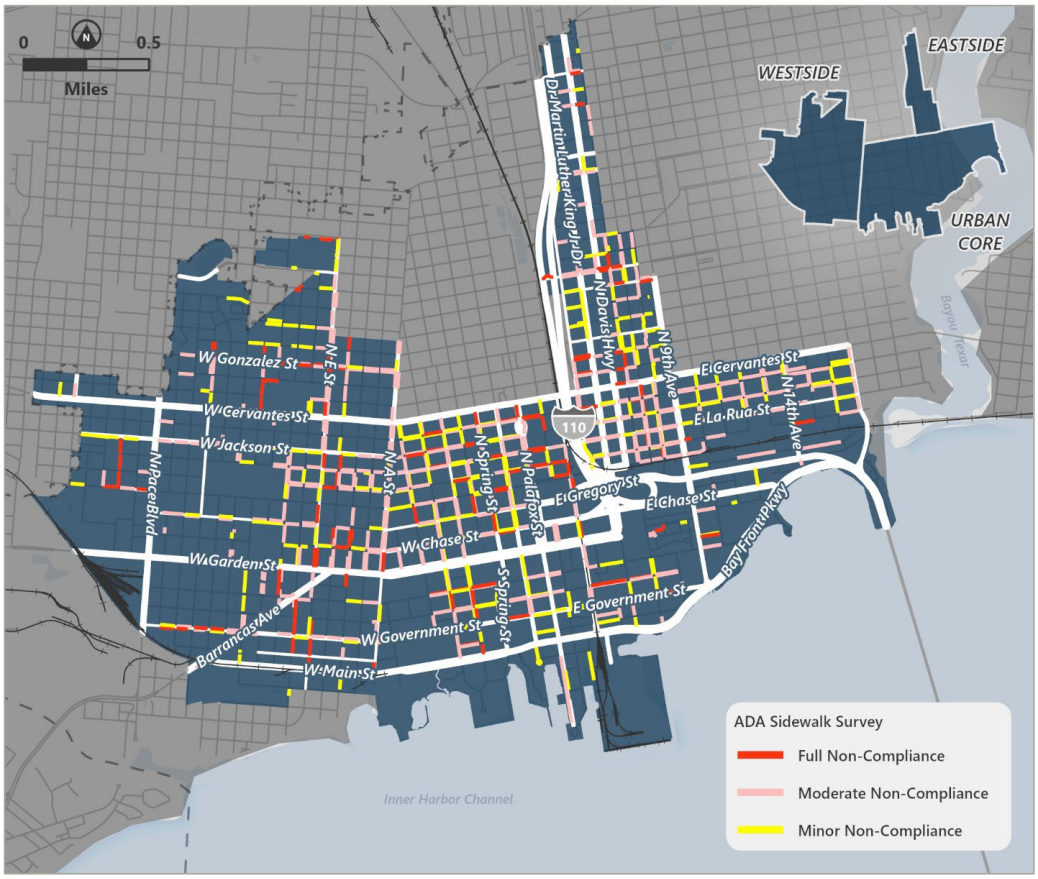
The city has also specifically assessed sidewalks under the requirements of Americans with Disabilities Act (ADA) which include curb ramps, obstacles, and hazards. The ADA of 1990 is a civil rights statute to provide persons with disabilities protections against discrimination in all areas of public 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

[7] Based on City of Pensacola data from 2018.

these barriers. It is worth noting this does not reflect any mitigation efforts the city has completed in the past four years.

Figure 42 ADA Sidewalk Assessment - 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



Figure 44 N Palafox Bike Sharrow



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)

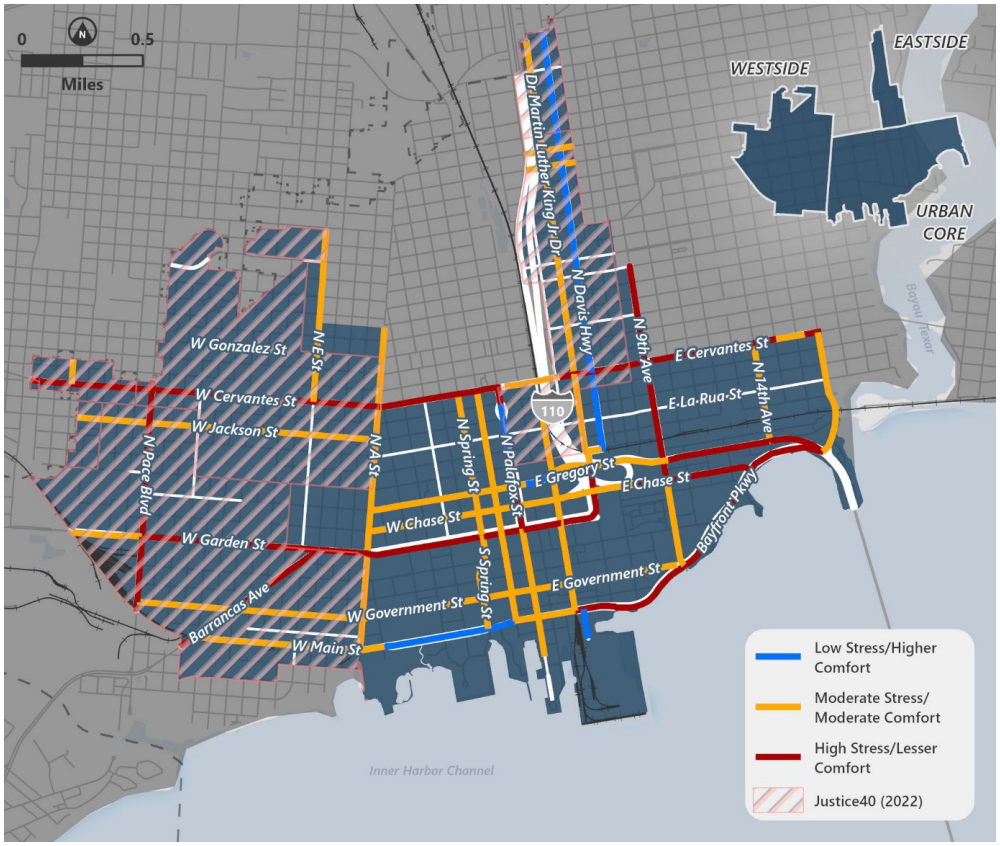
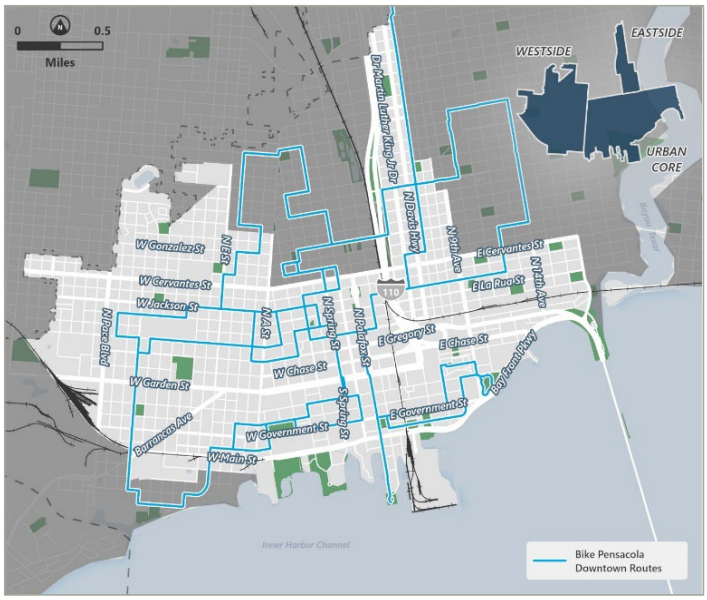


Figure 46 Bike Pensacola Bike Routes



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.

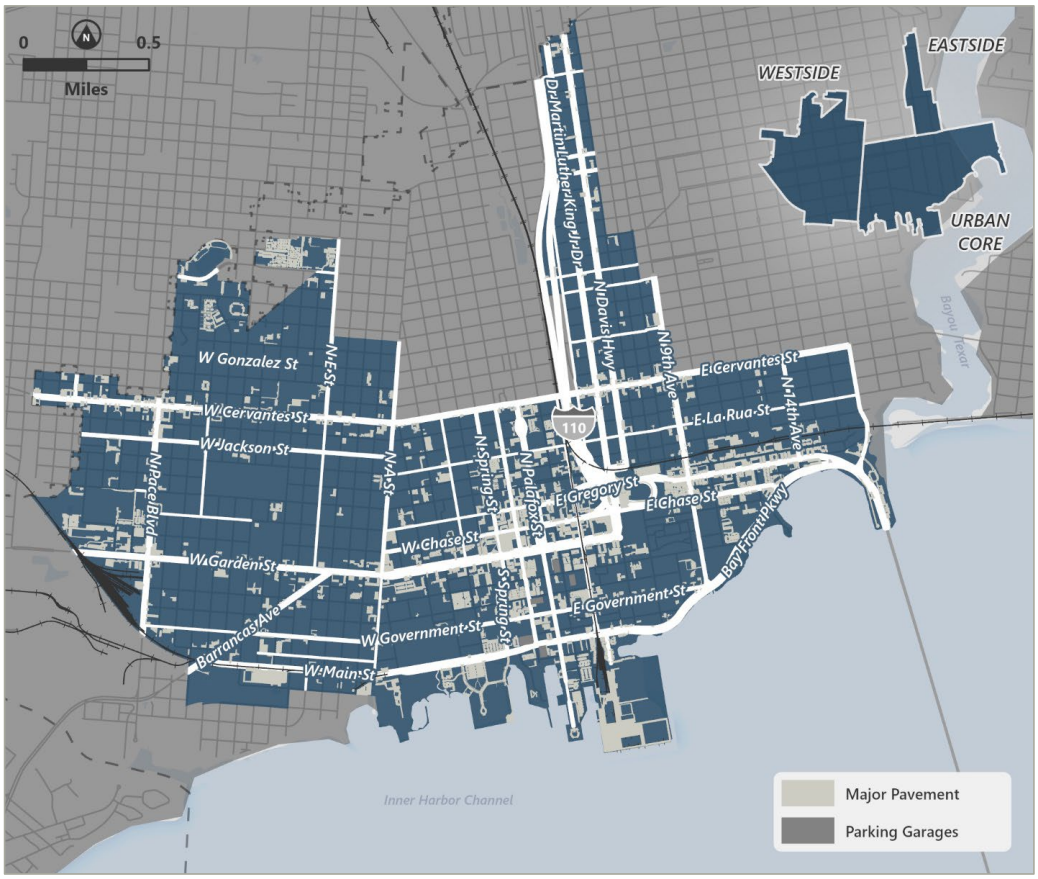
These makeshift routes avoid the roadways that have a high to moderate stress/comfort level.

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.

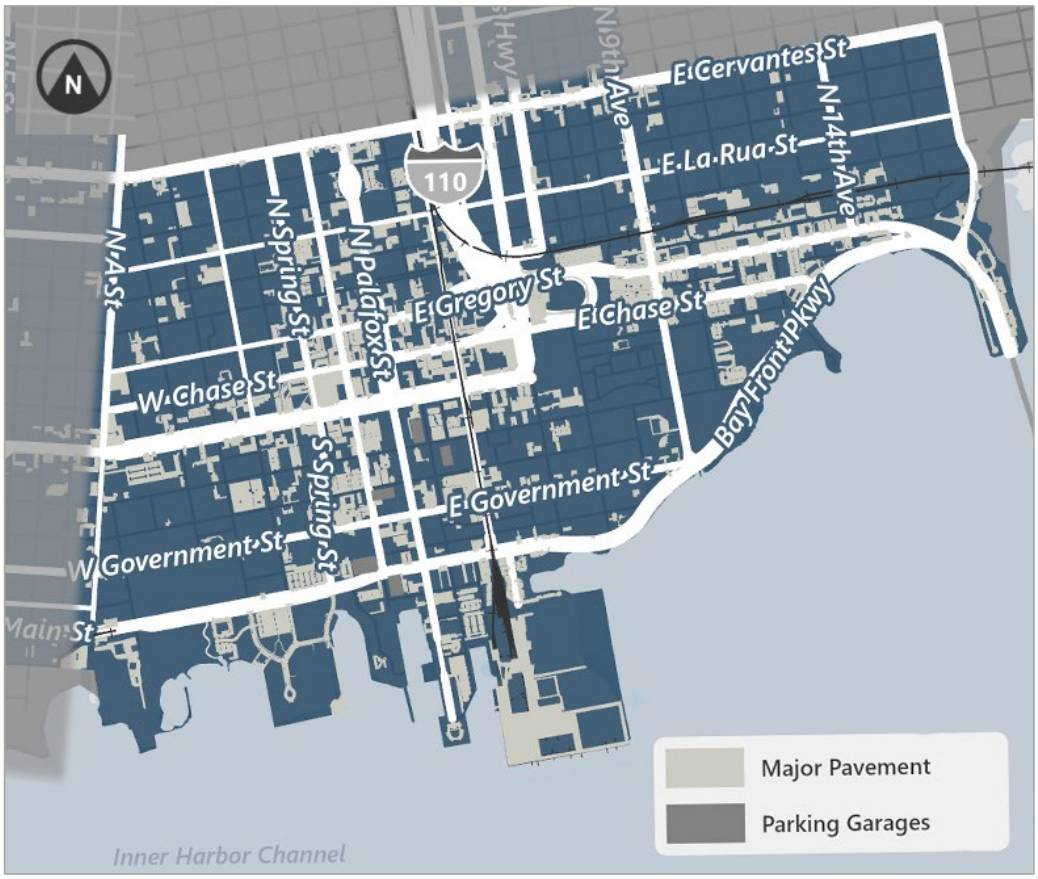
[8] Routes | Bike Pensacola

Figure 47 Major Paved Areas and 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.

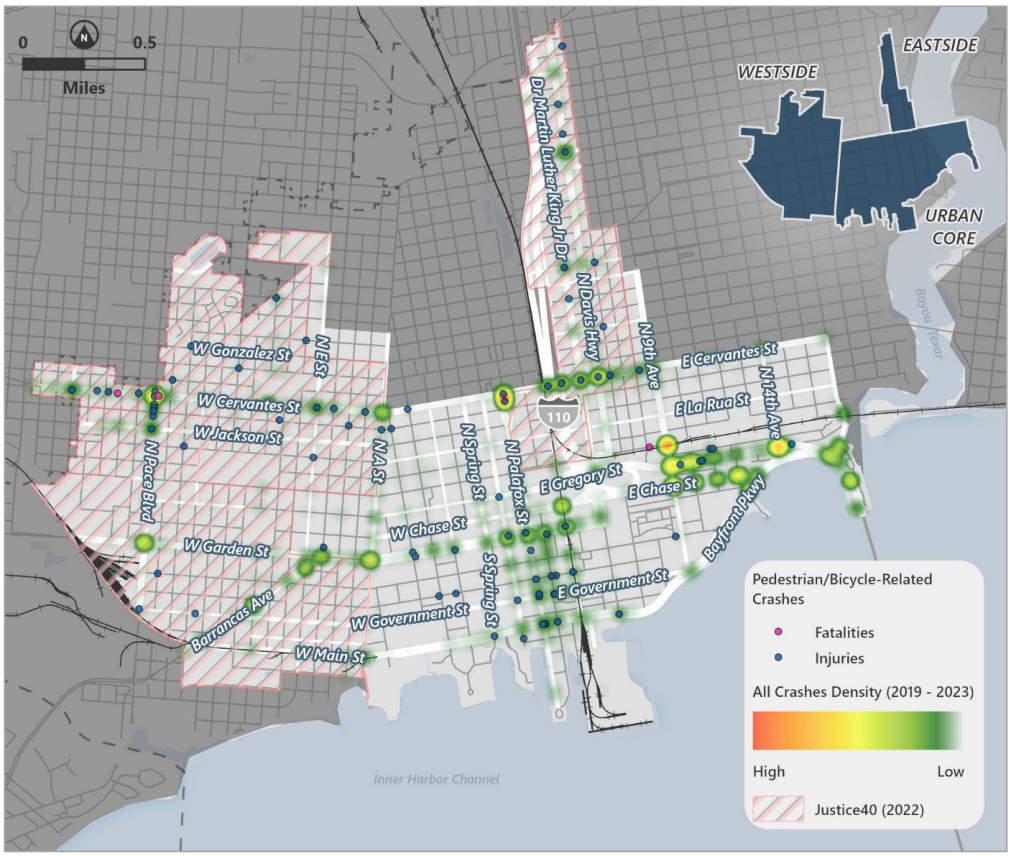
Figure 48 Major Paved Areas and Garages – Urban Core



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.

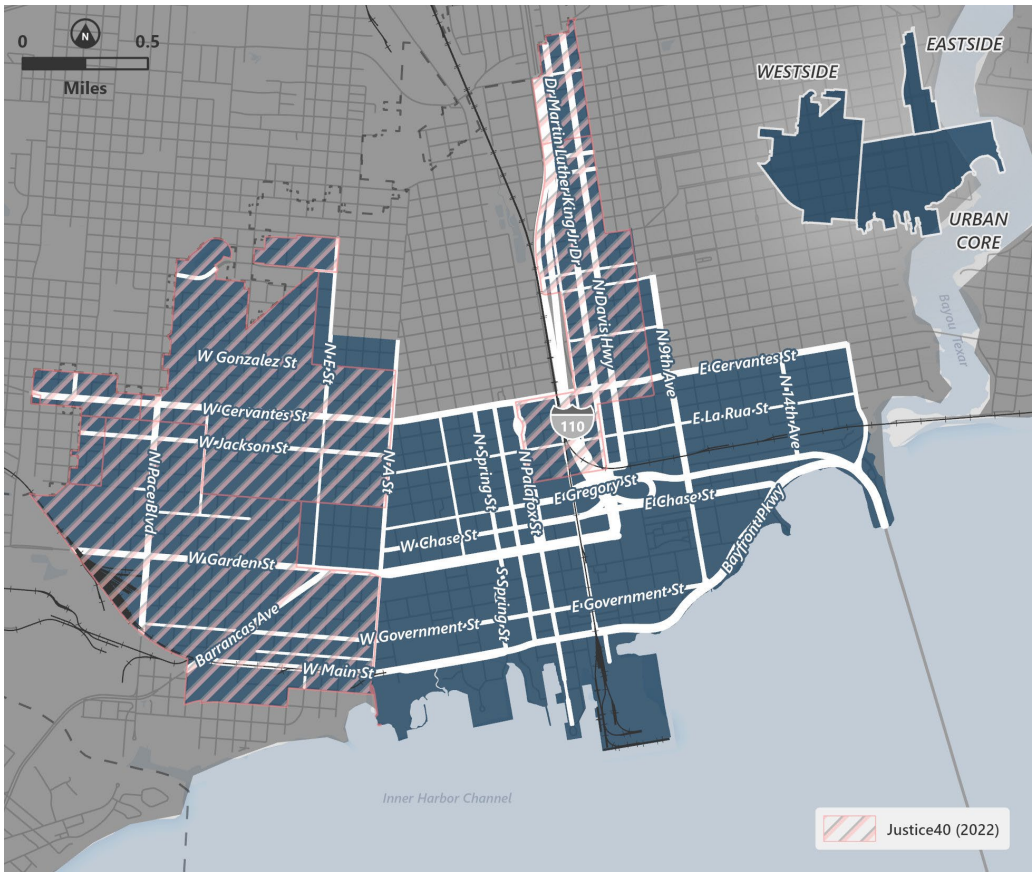
Figure 49 Crash Density and Pedestrian/Bicycle Severity Map



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

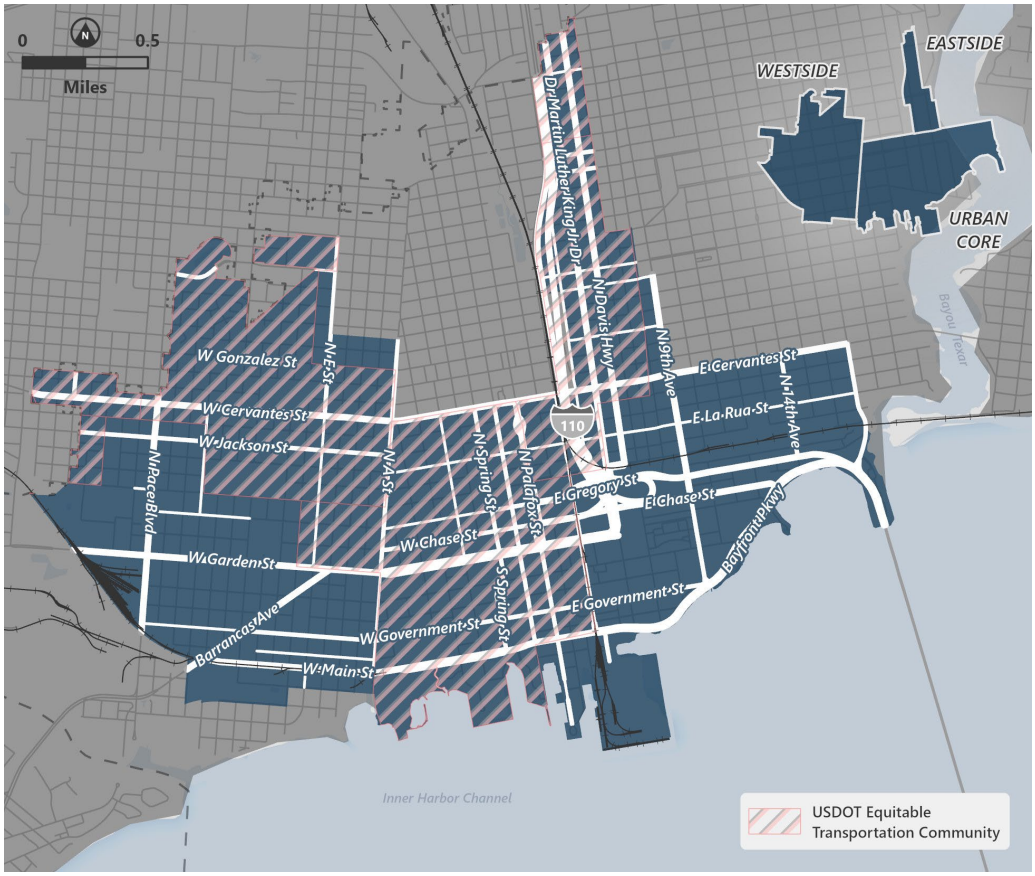


The USDOT Equitable Transportation Community (ETC) tool then filters out five of the eight categories for a more detailed understanding of the data as seen on **Figure 51** and listed below:

- Transportation Insecurity
- Health Vulnerability
- Environmental Burden
- Social Vulnerability
- Climate & Disaster Risk Burden

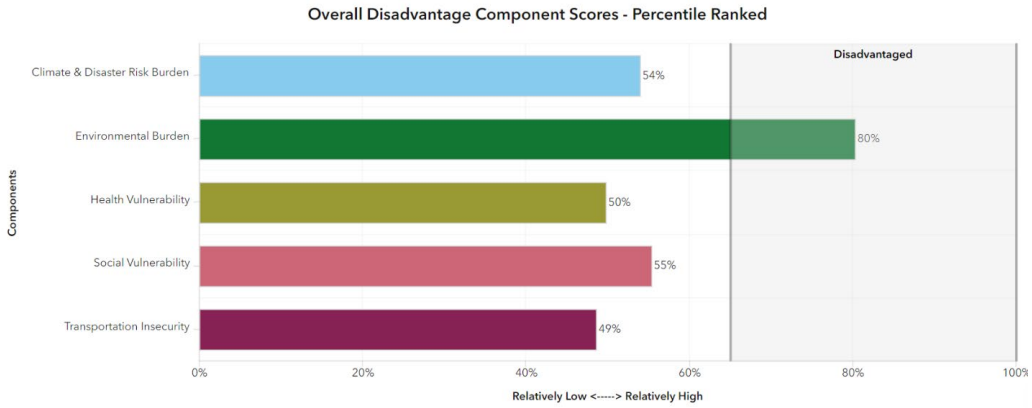
In this section, the disadvantage communities will be discussed in more specificity and will focus on the ETC data. It is worth noting, that for the purposes of applying for any USDOT Justice40 program the CEJST should be used as the primary tool to identify disadvantaged communities. The maps shown throughout the existing conditions analysis, where appropriate, are shown with the CEJST data as a layer.

Figure 51 ETC Disadvantaged Communities



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

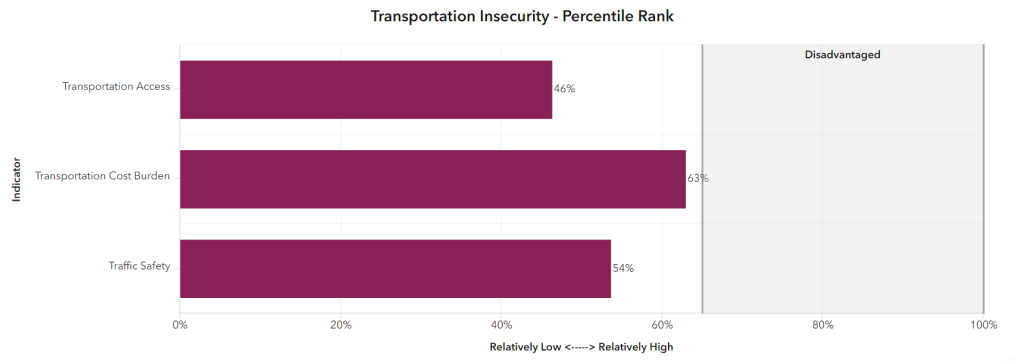
The City of Pensacola has 54% of census tracts considered to be disadvantaged communities based on composite scores across the five components.

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]

[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

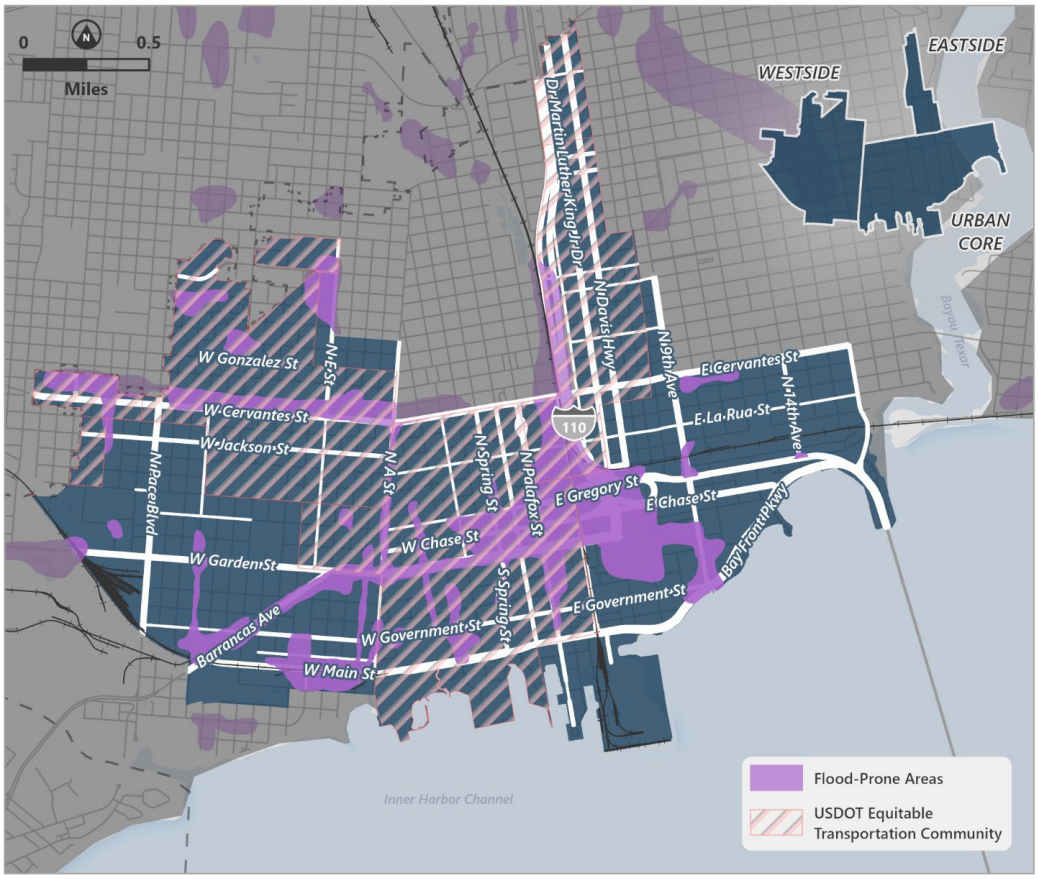
Flood prone areas are a major concern and problem for residents across the CRA districts. Flooding has significant impact on daily life and economic prosperity. Stormwater flood-prone areas are primarily along major roadways in Westside and Urban Core while on the Eastside, flooding occurs primarily 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



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.

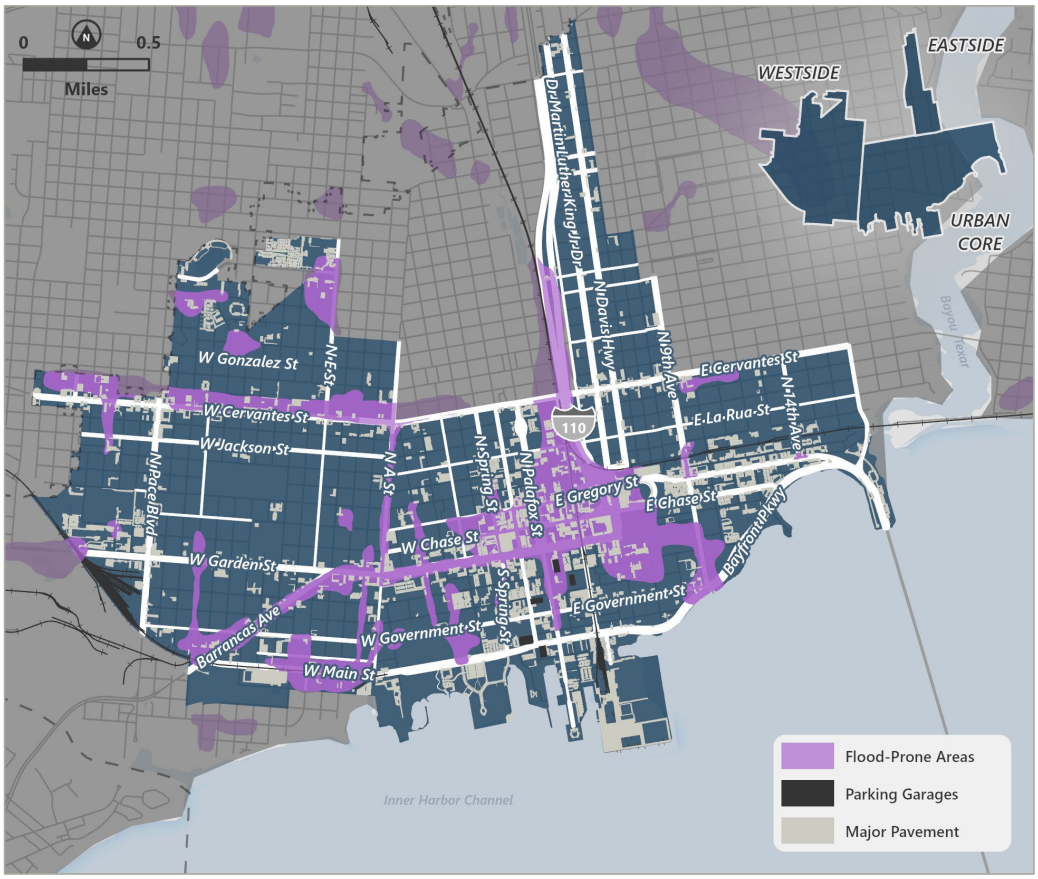
Parking being a major contributor to impervious areas, the breakdown of major paved areas (surface parking) is as follows:

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

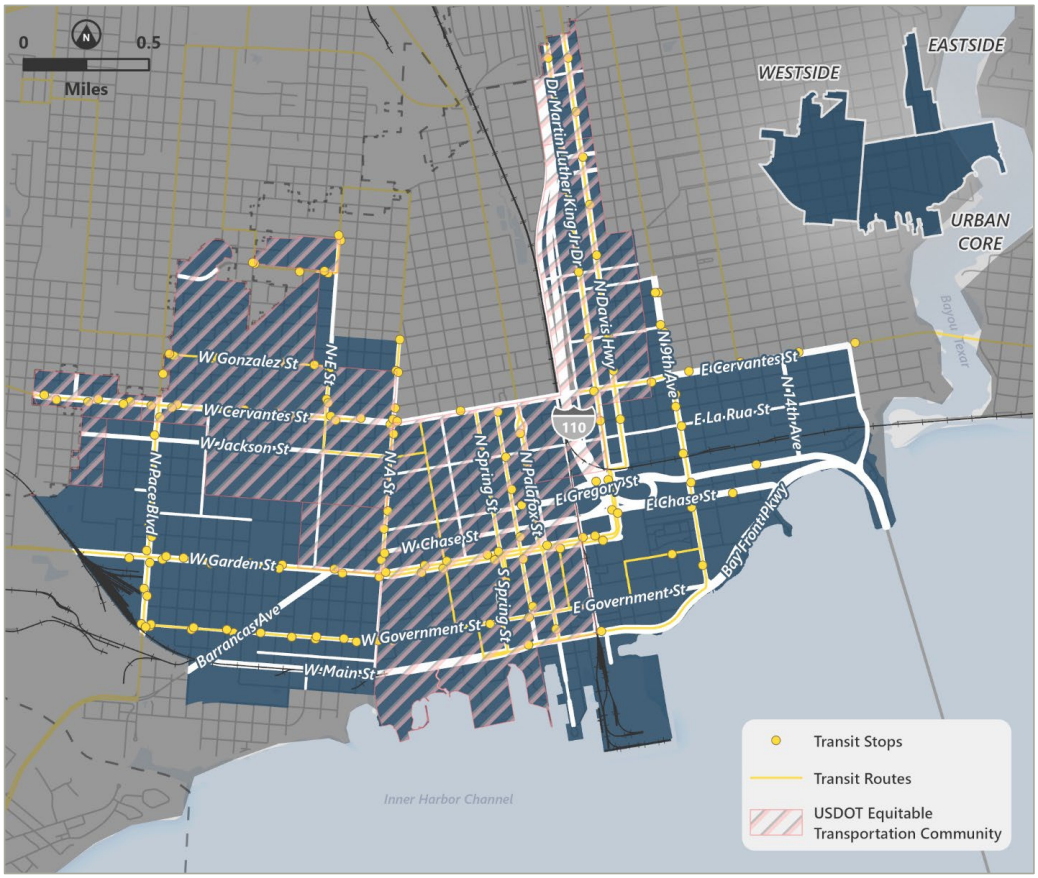
Figure 55 Flood-Prone Areas and Major Paved Areas



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



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

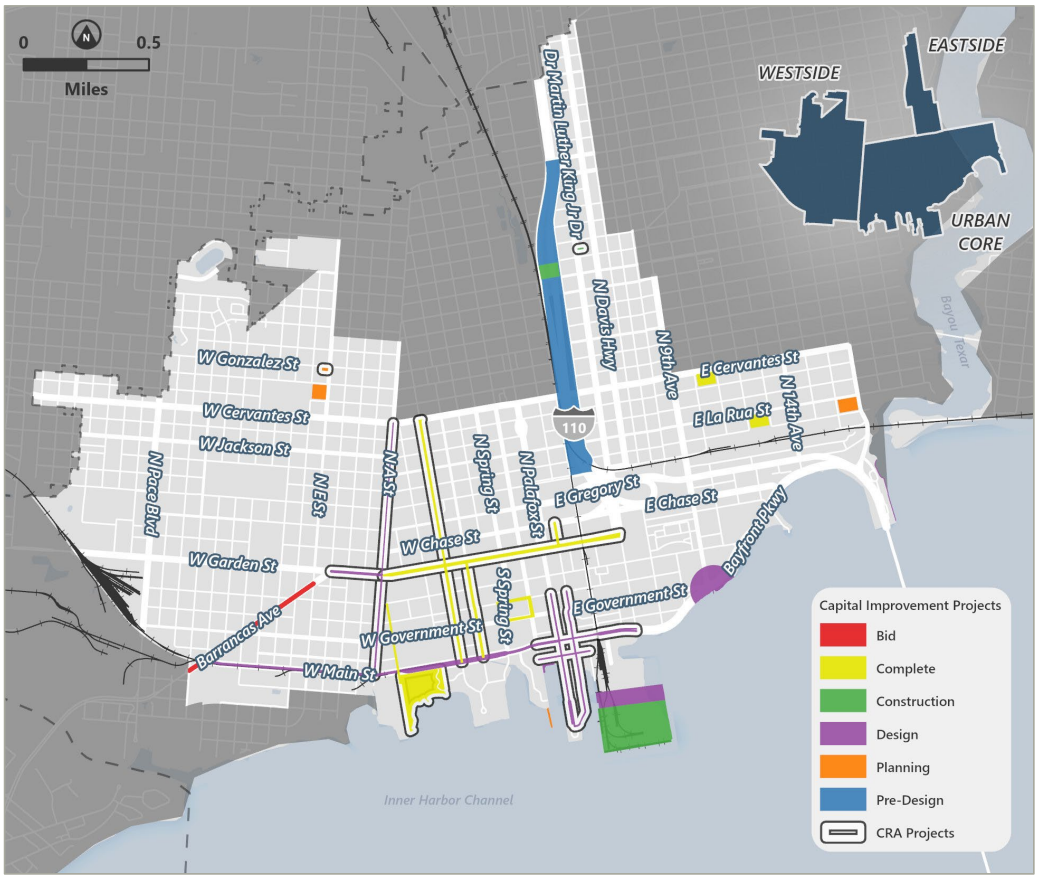


Table 2. Capital Improvement Projects – CRA Projects

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

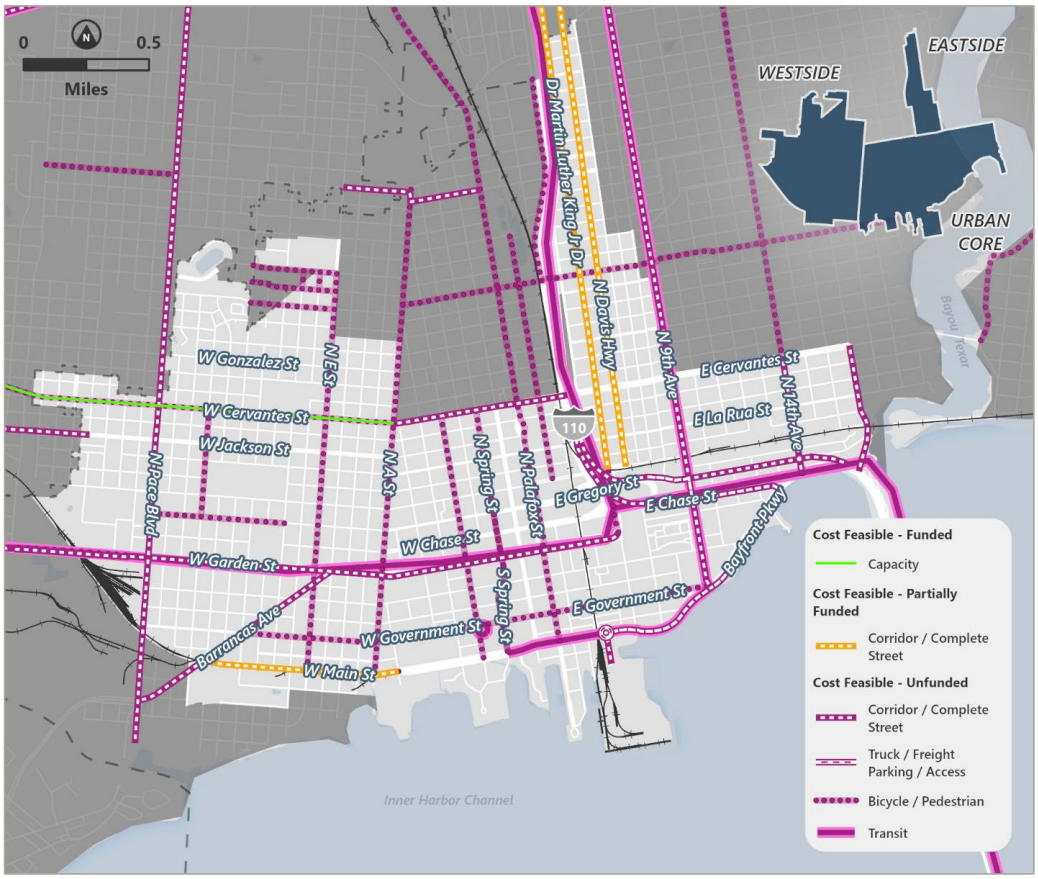


Table 3. Cost Feasible Projects – Funded Projects CRA Districts Sample

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

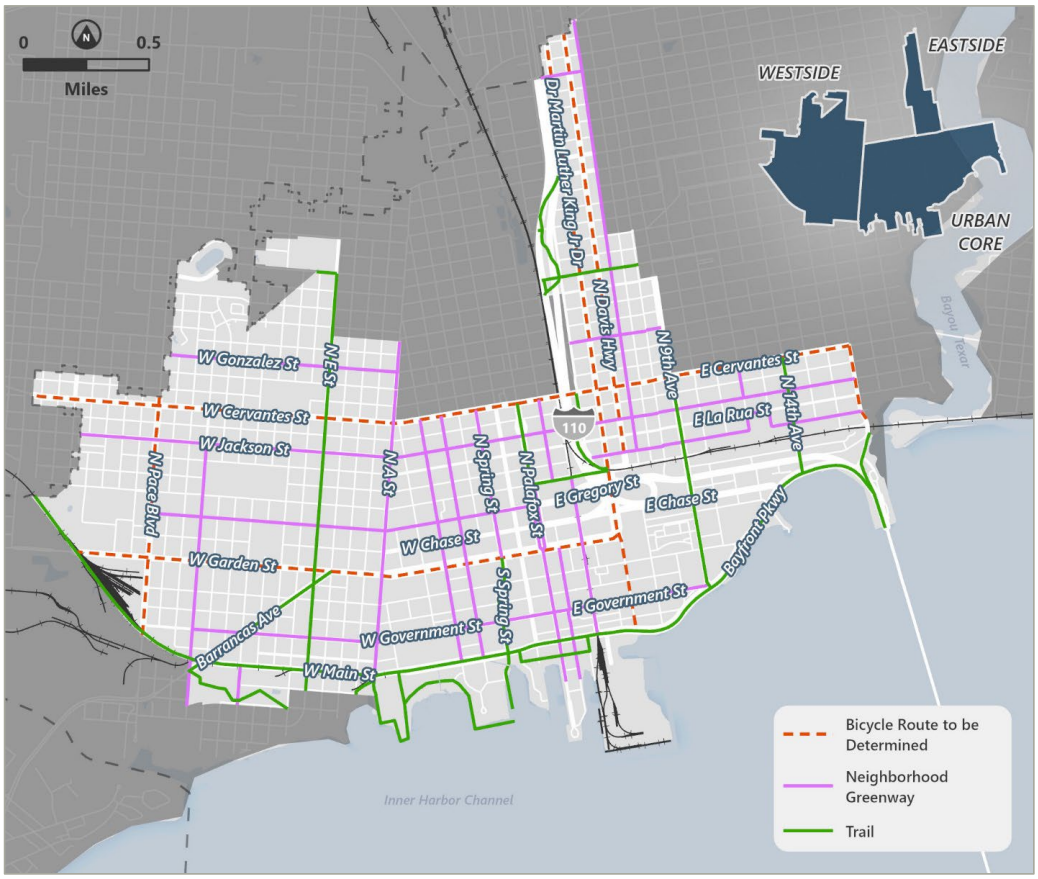


Table 4. ATP Future Network – CRA Districts

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

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6.4 Escambia County Area Transit -Transit Development Plan (TDP), 2022 - 2031

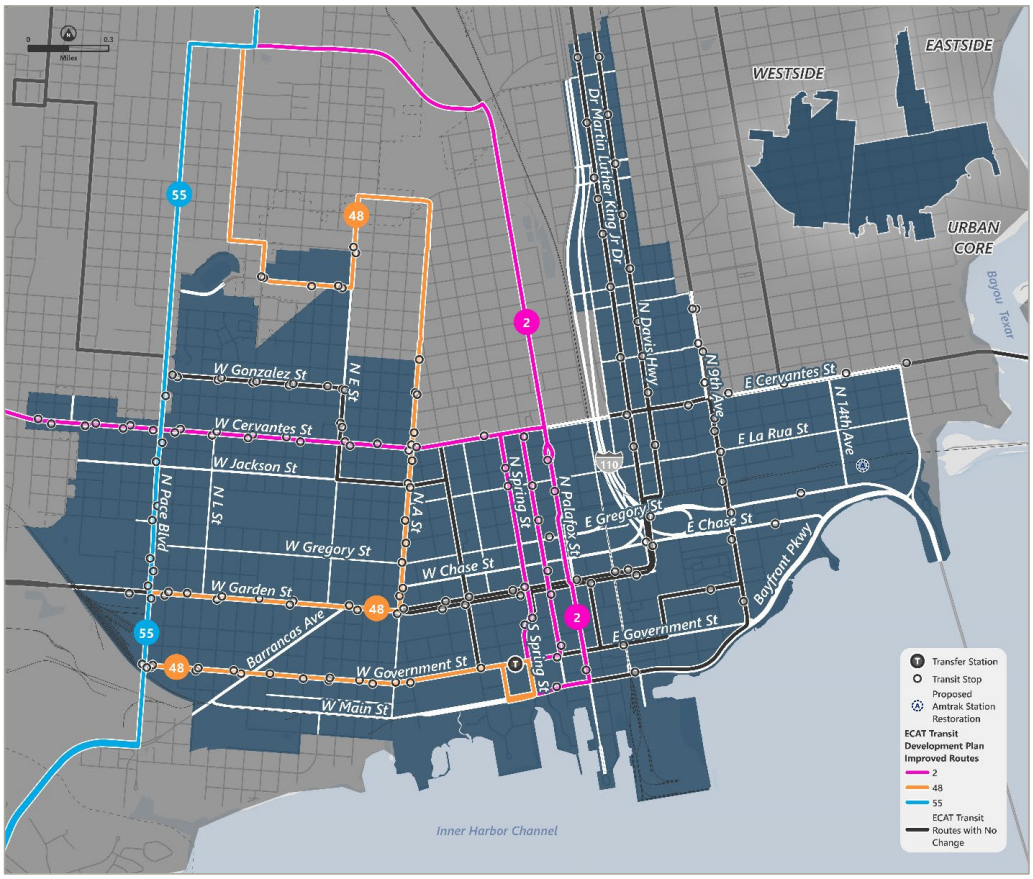
The TDP is a 10-year planning document required by the Florida Department of Transportation (FDOT) to guide the development of transit systems. It covers the period from 2022 to 2031 and includes short-term and long-term strategies and goals for transit in Escambia County. ECAT serves an area of approximately 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

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Figure 60 ECAT Proposed Improved Routes in CRA Districts



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.

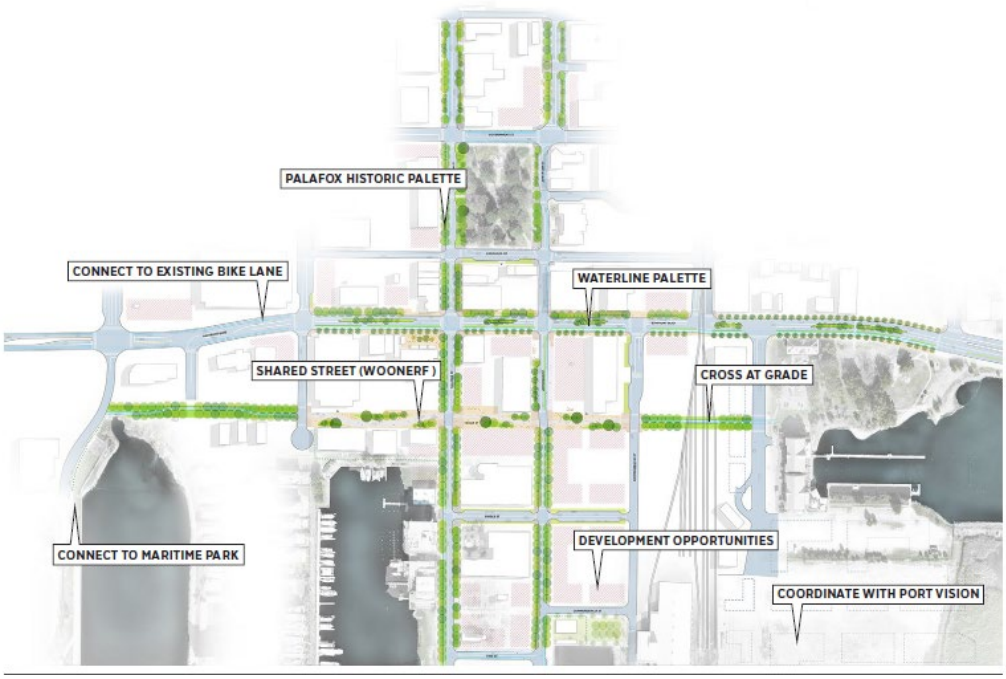
The study concluded that converting the corridors to two-way traffic with the proposed improvements would enhance safety and restore the neighborhood's roadway network.

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



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)

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City of Pensacola

URBAN CORE REDEVELOPMENT BOARD

SPECIAL MEETING MINUTES

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

March 24, 2025 | 3:30 PM | Whibbs Room, 1st Floor

CALL TO ORDER

The Urban Core Redevelopment Board (UCRB) meeting was called to order by Chairperson Satterwhite at 3:31 P.M

Members Present: Christopher Satterwhite, Melanie Nichols, Kelly Wieczorek (Left at 4:17 p.m.)

Members Absent: Jared Moore

DETERMINATION OF QUORUM

Quorum not present at 3:31pm

OLD BUSINESS

None

NEW BUSINESS

1. 25-294 URBAN CORE REDEVELOPMENT PLAN UPDATE

CRA Division Manager Victoria D'Angelo provided an introduction of the item. Megan O'Hara of Urban Design Associates provided an in-depth overview of the item. Chairperson Satterwhite expressed interest in a Belmont Devillers Equitable Development plan. Board members indicated support for improvements around the

Civic Center/Grand Hotel and particularly near the railroad tracks. Megan O'Hara answered questions accordingly.

2. 25-295 URBAN CORE PROJECT PRIORITIES

CRA Division Manager Victoria D'Angelo provided an overview of the item. Discussion by Board members includes the following. Board Member Nichols inquired about the appointment of new board members. The concept that a low-barrier homeless shelter could offer resources as a day shelter was presented. Interest was shown in covered bus shelters and public restrooms. Board Member Wieczorek departed the meeting during this item of discussion. CRA Division Manager Victoria D'Angelo directed Board Member Wieczorek to direct any other further comments to her directly. Staff answered questions accordingly. Chairperson Satterwhite thanked CRA staff for the detailed plan and for their time.

Top project priorities were identified.

1. Affordable Housing Initiatives
2. Residential Property Improvement Program
3. Bruce Beach Park Improvements Phase 3
4. Alcaniz and Wright St.
5. Grand Hotel Conversions
6. Low Barrier Shelter

Projects to remove from list.

1. Skate Park
2. Community Maritime Park Day

REPORTS AND ANNOUNCEMENTS

None

BOARD MEMBER COMMENTS

Board Member Nichols expressed her appreciation of how informative this was. A request was made to reschedule the April 8th meeting to a date to be determined.

OPEN FORUM

None.

ADJOURNMENT

4:28 p.m.

MINUTES OF THE PLANNING BOARD
April 8, 2025

MEMBERS PRESENT: Chairperson Ritz, Vice Chairperson Larson, Board Member Powell, Board Member Villegas, Board Member Grundhoefer

MEMBERS ABSENT: Board Member Van Hoose, Board Member Sampson

STAFF PRESENT: Planning & Zoning Manager Cannon
Assistant Planning & Zoning Manager Harding, Help Desk Technician Russo

STAFF VIRTUAL: Development Services Director Morris, Development Services Coordinator Statler

OTHERS PRESENT: None

AGENDA:

- Quorum/Call to Order
- Approval of Meeting Minutes from March 11, 2025

New Business:

- Comprehensive Plan Conformity Review Chapter 163, Part III, F.S. – 2025 Amended and Restated Eastside Redevelopment Plan to Planning Board
- Comprehensive Plan Conformity Review Chapter 163, Part III, F.S. – 2025 Amended and Restated Urban Core Redevelopment Plan to Planning Board
- Comprehensive Plan Conformity Review Chapter 163, Part III, F.S. – 2025 Amended and Restated Westside Redevelopment Plan to Planning Board
- Open Forum
- Discussion
- Adjournment

Call to Order / Quorum Present

Chairperson Ritz called the meeting to order at 2:00 pm with a quorum present and explained the procedures of the Board meeting including requirements for audience participation.

Approval of Meeting Minutes – **Vice Chairperson Larson made a motion to approve the March 11, 2025, minutes, seconded by Board Member Villegas, and it carried 5:0.**

New Business –

CRA Division Manager D'Angelo presented the series proposed updated 2025, Redevelopment Plan. This will include the Eastside Plan, Westside Plan, and the Urban Core Plan. They have been gathering community engagement and support for doing major updates, which will replace the existing plan. The current Eastside Plan dates back to 2004. Based on Florida statutes, the state requires Planning Board to review the redevelopment plans for consistency with the City's comprehensive plan. Megan O'Hara, principal and partner at Urban Design Associates, presented a slide presentation showing the four-step process that started in April of 2024. The consultants listened to the needs of the community, tested ideas for future investments with residents and stakeholders, determined best solutions for Pensacola CRA areas, and are working towards adoption of the plan. There are categories within the plan that the recommendations fall under: Land Use, Zoning and Special Districts, Economic Development, Neighborhood Development, Housing, Transportation, Streets and Parking, and Open Spaces and Community Amenities. The slides showed examples of potential projects that achieve community goals by addressing all categories of recommendations. These projects show potential future visions that are subject to change. There were five projects highlighted in the Urban Core. Finally, the Westside, Barrancas Avenue, is an emerging district, and all the potential for development in the Westside. They reviewed chapters in the Comprehensive Plan for Land Use, transportation, housing, public facilities, coastal management, conservation and open spaces, government coordination, capital improvements and historic preservation. These items will go back before the CRA in May, which consists of members of the City Council, and then go before the City Council following that. The Eastside CRA will have to go to the City Council twice because it was adopted under ordinance. The Board members were shown a map so they could get a visual of where the Eastside CRA, Westside CRA, and the Urban Core CRA are located. These are visionary 15 year or so plans, no guarantee they will happen. There was a discussion on how projects are funded, a source called tax incremental financing (TIF). Each district has its own base year one, the year it was created. The incremental growth from the time it was created to now is considered the increment. The CRA gets ninety-five percent of that back every year to invest in projects. A new discussion began regarding potential CRA district boundary expansion. Board members appreciated some of the demonstration projects that included improvements for safe walking in the Eastside CRA and possible mixed-use development along Main Street. They further discussed the boundary expansion, Blount Street, and the CRA's role in Hollice Williams Park and its redevelopment. Another discussion ensued regarding the availability of TIF funds, areas that need improvement, but lack the means to do so, and what can be done to help them and prioritize them. The intention going forward is to update the CRA zones every five years.

For the Comprehensive Plan Conformity Review Per Chapter 163, Part III, F.S. – 2025 Amended and Restated Eastside Redevelopment Plan, Board Member Villagas made the motion to approve, seconded by Vice Chairperson Larson, and it carried 5:0.

For the Comprehensive Plan Conformity Review Per Chapter 163, Part III, F.S. – 2025 Amended and Restated Urban Core Redevelopment Plan, Vice Chairperson Larson made a motion to approve, seconded by Board Member Villegas and it carried 5:0.

For the Comprehensive Plan Conformity Review Per Chapter 163, Part III, F.S. – 2025 Amended and Restated Westside Redevelopment Plan, Board Member Powell made a motion to approve, seconded by Vice Chairperson Larson and it carried 5:0

Open Forum – none

Discussion

A discussion was held regarding the update to the Land Development Code. Staff have received the first draft of comments; they have about a month to respond. This first draft is based largely around the reorganization and consistency and clarification in the document. After staff respond with their answers, it will go back to Inspire. Once Inspire sends it back, there will be working sessions with staff in each department. There will be a second draft that will go to the next open house in September. They went of the timeline of when things will happen with this process. Inspire will be here in person for the workshops. The board asked about what has gone before City Council, and staff provided information on the recent Red Feather subdivision plat which was approved. There was also mention of the next One-Stop Development Review meeting to discuss permitting processes. Chairperson Ritz and Board Member Villegas stated that the city has a solid permitting process, it has substantially improved over the years. They appreciate the responsiveness of staff and how responsible they are, and the board thanked staff.

Adjournment – With no further business, the Board adjourned at 3:03 p.m.

Respectfully Submitted,

Gregg Harding, RPA
Assistant Planning & Zoning Manager
Secretary of the Board