



Adopted June 12, 2025

# WESTSIDE CRA PLAN UPDATE

*Pensacola, Florida*



UDA  
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FOR

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MW



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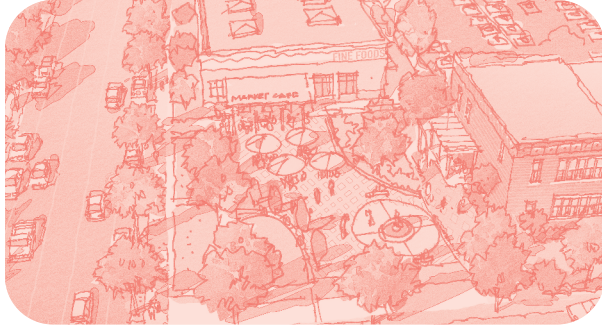


*The recommendations in the Westside CRA Plan were developed between May 2024 and January 2025. The analyses are based on point-in-time data sources, and the recommendations align with the regulations and funding programs effective during the period when the plan was developed.*

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



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# EXECUTIVE SUMMARY

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

The role of the CRA is to 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 Westside CRA District:

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

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

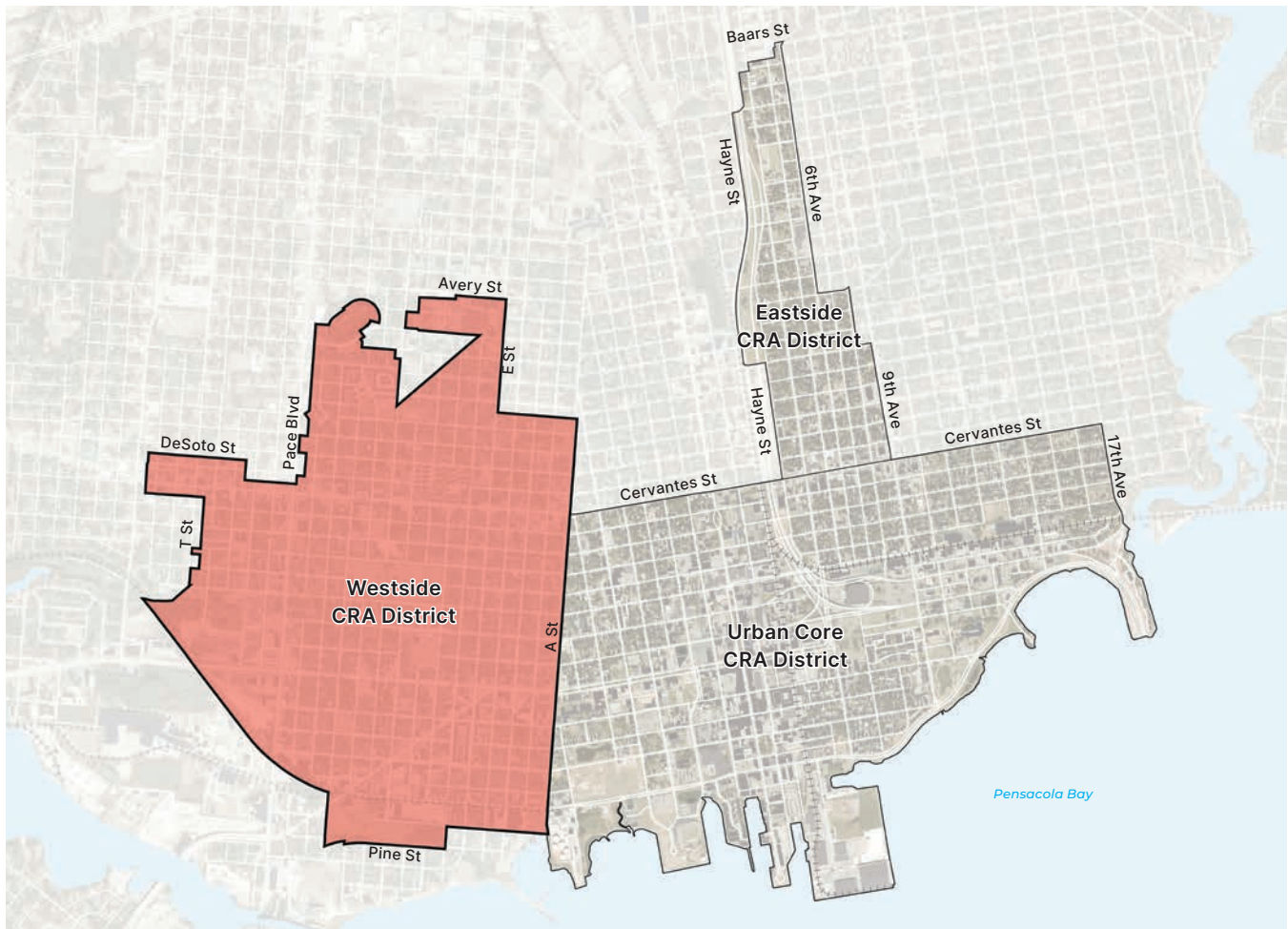


St. John's Cemetery



Captain Joe Patti's ship next to the seafood market





CRA Districts Map

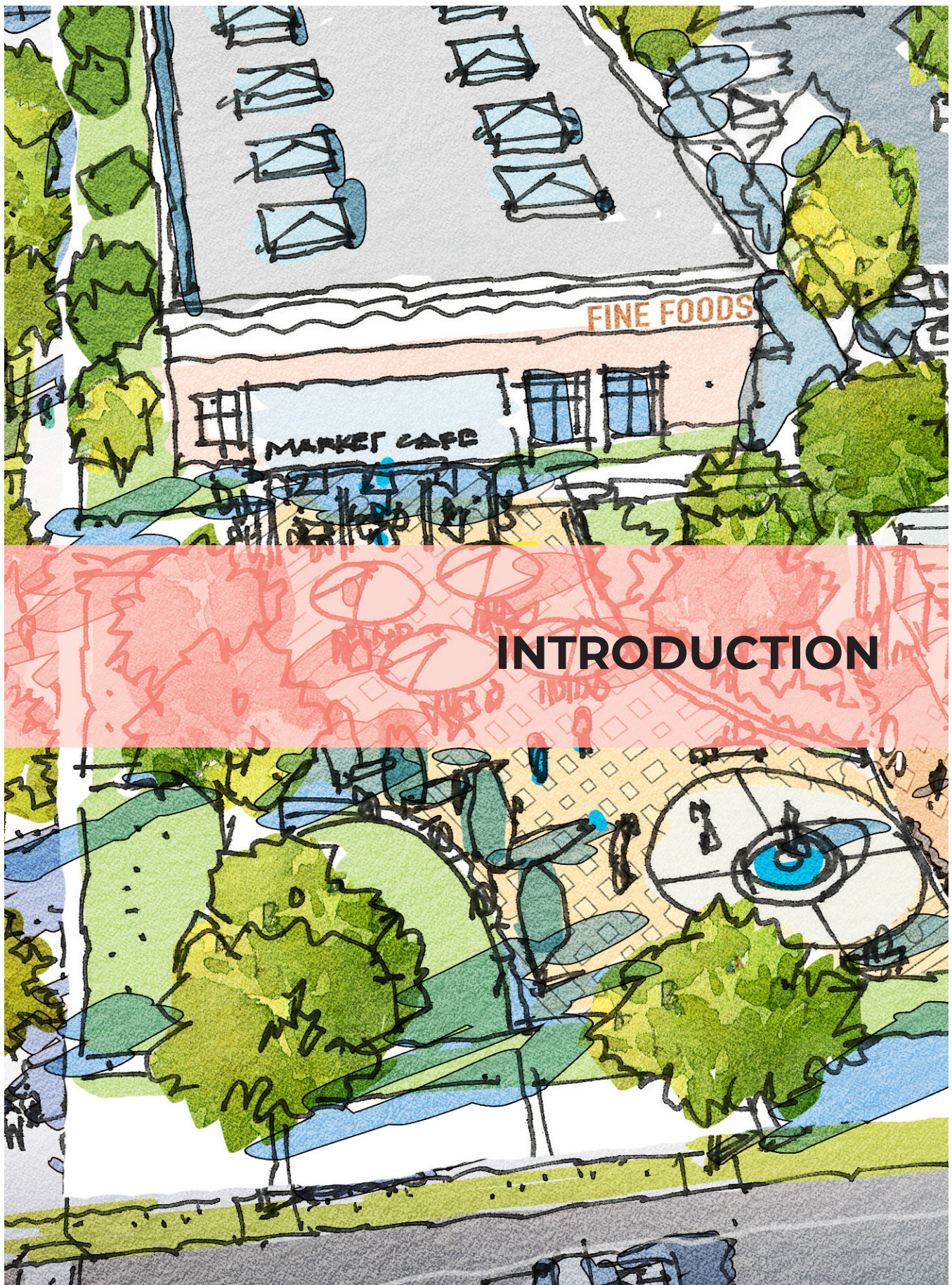
This CRA Plan Update builds on past plans and represents potential investments to realize the vision of Westside residents and stakeholders. The recommendations in this plan are organized into the following topics:

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

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







# INTRODUCTION



# OVERVIEW OF THE CRA



## 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.

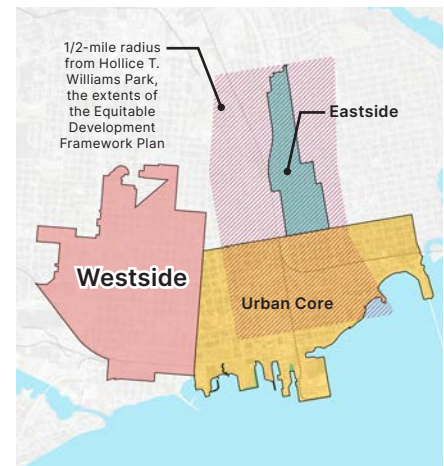
The statutes dictate that the municipality, "to the greatest extent it determines to be feasible... shall afford maximum opportunity, consistent with the sound needs of the county or municipality as a whole, to the rehabilitation or redevelopment of the community redevelopment area by private enterprise."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





## ABOUT THE CRA PLANS & THE WESTSIDE

In 2007, the Pensacola City Council adopted the Findings of Necessity Study and established the boundaries for the Westside Community Redevelopment Area. The Westside Redevelopment Plan was developed with community participation to establish the priorities. The Redevelopment Area is defined by the corporate limit line on the north (former Baptist Hospital), city limited on the west, Pine Street on the south, and A Street on the east.

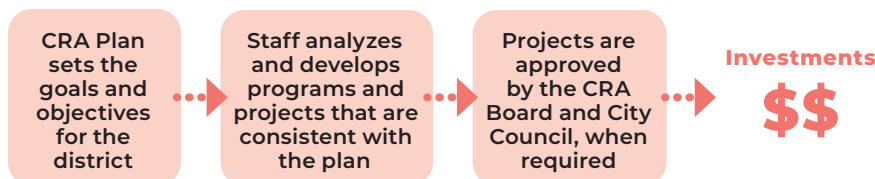
The Date Certain for the Westside is May 23, 2037.

### Connection to Neighborhood Plans

The Westside Community Redevelopment Area Plan was last updated in 2007. Key initiatives of this plan included:

- Implementing a "Complete Street" corridor along West Main Street connecting to downtown;
- Improving the Jackson Street bicycle and pedestrian corridor parallel to West Cervantes Street;
- Providing a "Complete Street" option for the Pace Boulevard Corridor;
- Studying affordable and attainable housing options for the vacant Baptist Hospital site;
- Exploring a road diet for West Cervantes Road;
- Completing the Gonzalez Street Shareway demonstration project with Bike Pensacola.

### How will the CRA Plan be used?



### 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<sup>1</sup>**

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.

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<sup>1</sup> 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<sup>2</sup>

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<sup>3</sup>

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.

<sup>2</sup> Note: TIF may not be utilized for recruitment activities it is constitutes a “promotional” or “marketing” activity.

<sup>3</sup> 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 Statutes, 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<sup>4</sup>**

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.

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



# INTRODUCTION TO THE WESTSIDE

The Westside CRA District extends from the former Baptist Hospital site, through several residential neighborhoods, including the historic Tanyard, and south to Superfund ACW site along Main Street. It includes several major high-traffic arterials, including Cervantes Street, Garden Street, and Barrancas Avenue. These high-traffic streets sometimes contrast the quieter, tree-lined streets that connect the neighborhoods. The Westside benefits from a series of beautiful parks and public spaces, including Legion Field, St. John's Cemetery, and the Fricker Community Center. Sanders Beach is a neighborhood bordering the southern edge of the CRA District boundary, which developed around a public park that was build on the waterfront in 1908; Sanders Beach is located just west of Joe Patti's Seafood and the soon-to-be-relocated Bell Steel plants on Main Street.

There are several strong organizations in the area that have been working to advocate for neighborhood improvements. Many of these issues relate to poorly maintained infrastructure, ongoing flooding issues, and the impact of high-traffic streets on the walkability in the Westside. Safe pedestrian paths and crossings are of particular concern on the routes to the Global Learning Academy and between the various community centers and play fields. While there has been significant investment in the recreational areas at Legion Field, opportunities remain to improve bike and pedestrian safety to these facilities.



Baptist Hospital Site



Theophalis May Neighborhood Resource Center



Cervantes Street



Neighborhood park

Cervantes Street and Barrancas Avenue, the two primary traffic corridors, present certain challenges related to taming traffic, yet they also offer opportunities for future redevelopment that can complement the residential neighborhoods. A number of ethnic businesses and restaurants currently exist in this area. This has added to the vibrancy of the area and provided access to much-needed fresh food. Residents also expressed a desire for a full-service grocery store in closer proximity. While there are some long-standing businesses along W Cervantes Street, there are also a series of vacant buildings and lots, which make the environment challenging for reinvestment. Opportunities exist to support long-term business owners while also creating the conditions for additional investment. Barrancas Avenue, while also a major traffic corridor, has started to see some eclectic commercial infill, including restaurants and a brewery.

Lastly, there are parts of the Westside that were prior industrial sites and now present redevelopment opportunities. Future investment should consider how best to connect these sites to the rest of the neighborhood, and how to encourage uses that complement the neighborhood and provide services or amenities that may not exist.



St. John's Historic Cemetery



Redevelopment opportunity



# HOW TO USE THIS CRA PLAN

## PLAN ORGANIZATION

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

### Introduction

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

### Planning Process

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

### Analysis

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

### Recommendations

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

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

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

### Impacts and Projections

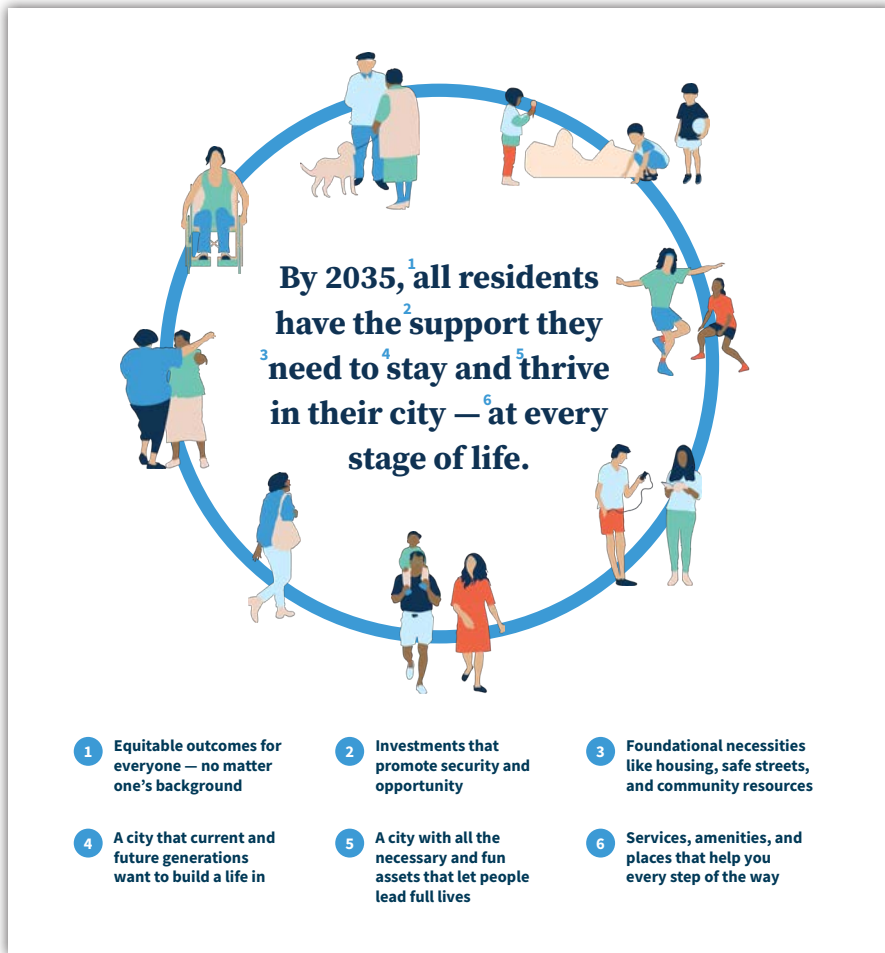
This chapter describes the impact of recommendations on neighborhoods, provides a preliminary list of priority projects, and TIF revenue projections.

### 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

## 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

## 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.







## 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.

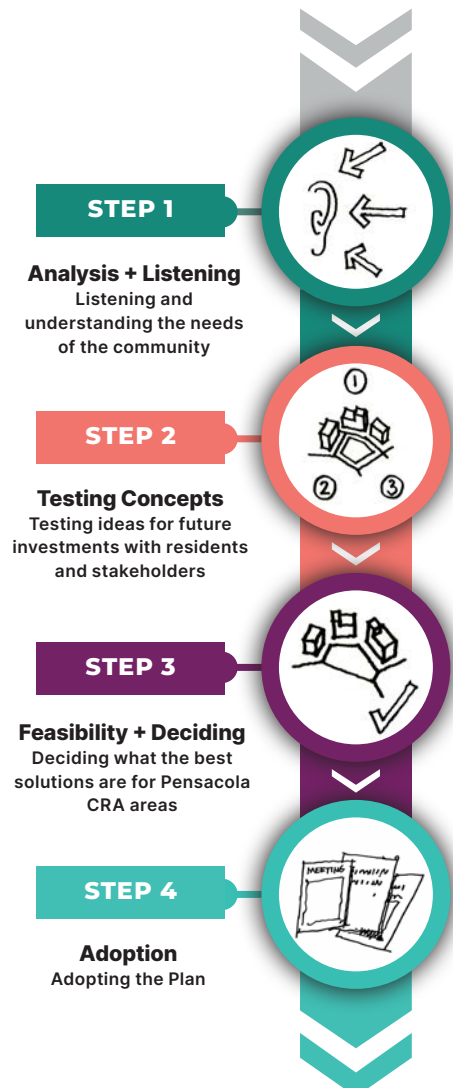
### Step 1: Analysis + Listening

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;
- Meeting with Sanders Beach Neighborhood regarding ACW site.

## Step 3: Feasibility & Deciding

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

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

## Step 4: Adoption

The final steps of this process include:

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



Testing Workshop

## COMMUNITY ENGAGEMENT STRATEGIES

This CRA Plan Update is anchored in the input received from Pensacola residents about what investments are most crucial in the Westside.

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

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

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

### STAKEHOLDER GROUPS

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



# WHAT WE HEARD

## STEP 1: LISTENING

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

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

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

### ENGAGEMENT TOUCH POINTS

#### LISTENING WORKSHOP

May 28th (at Sanders Beach-Corinne Jones Resource Center)

#### STAKEHOLDER MEETINGS

51 organizations participated across 9 stakeholder groups

#### INTERACTIVE MAP

Over 750 comments from 213 contributors



Listening Workshop #1

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

### Strengths to Build On

- Wide variety of restaurants and shopping available;
- St. John's Cemetery — historic, beautiful, and great for walking;
- Existing parks with amenities like the dog park and splash pad;
- Community spaces such as Fricker and the library;
- Existing old oak trees that provide shade and character;
- Institutions like the Music Makers Hall of Fame.

### Major Concerns

- Vacant/rundown buildings and lots make the area feel unsafe and detract from the existing character;
- Lack of well maintained and connected sidewalks;
- Lack of safe crosswalks, especially around schools;
- Poorly maintained infrastructure cannot handle drainage; ongoing flooding issues;
- Newer development does not fit in with the existing neighborhood scale and character;
- Lack of an affordable grocery store in close proximity;
- Trash and littering in public areas.

### Opportunities for Investment

- Develop a performing arts center with existing arts organizations;
- More retail and restaurants, and an accessible grocery store;
- Demolish the vacant Baptist Hospital buildings and create a mixed-use development that caters to the community's needs;
- Build affordable housing in a variety of building types;
- Well-maintained park space that offers different amenities for all ages; expand programming opportunities at existing community centers;
- Improved flood mitigation;
- Explore converting rails to trails, and create a safe, beautiful, and shaded pedestrian/bike connections;
- Redesign some traffic intersections as landscaped roundabouts.



Local Businesses



St. John's Cemetery Entrance

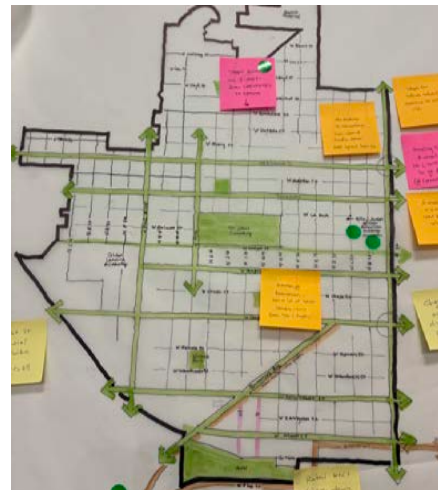
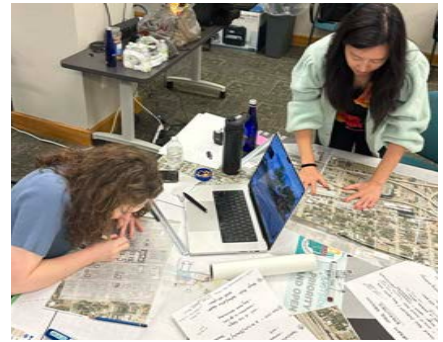
## STEP 2: TESTING CONCEPTS

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

- Street design improvements to Cervantes Street to support infill development along the corridor, calm traffic, and increase walkability along the corridor;
- Explore the redevelopment of the Gibson School site for housing, potential grocery store, and public space;
- Explore the redevelopment of the Baptist Hospital site;
- Improvements to Barrancas Avenue to accommodate a shared-use path and enhance pedestrian and bike connectivity;
- Connect new multi-use path to the Sun Trail along the waterfront;
- Intersection improvements to improve safety near schools and community amenities;
- Explore how to create gateways into the district.

## STEPS 3 & 4: FINALIZING THE PLAN

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



Testing Workshop



## Developer Feedback: Important Factors

### Placemaking and Amenities

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

### Economic and Job Hubs

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

### Infrastructure

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

### Land Availability

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

### Parking

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

### Funding

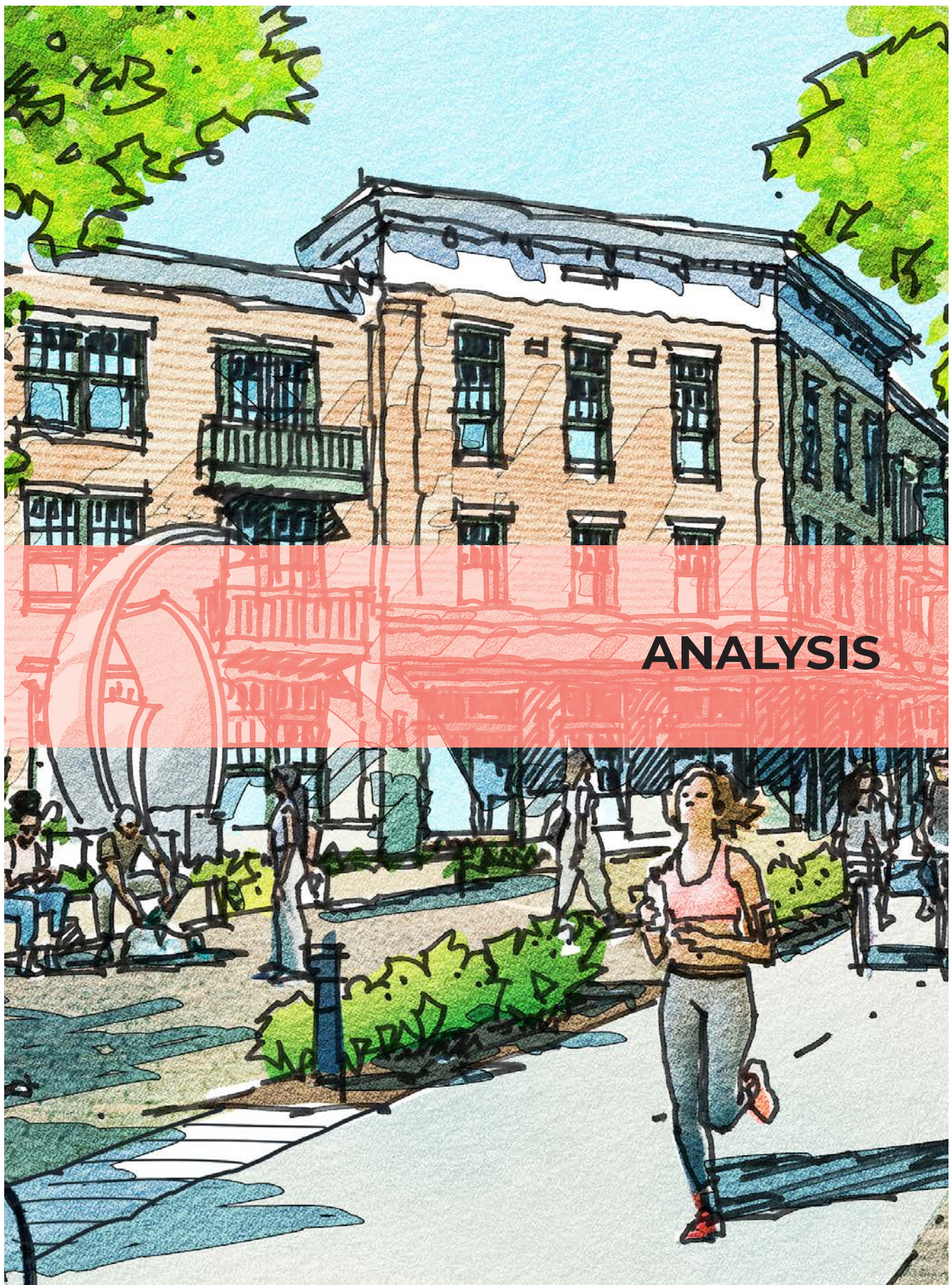
- Investors and developers from outside of the region tend to be less risk averse, but need a compelling vision and project opportunities to attract them

### Permitting

- Projects that can easily obtain permits are more attractive







## 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 Westside CRA District specifically, as of 2024, there are over 6,000 residents residing in the District, with a population density (3,419 per square mile) significantly higher than the city (2,375 per square mile) and the MSA (320 per square mile). The District's population has been stable with slight decline (-0.2% annual average growth rate from 2020 to 2024), and the median age is 2 years older than that in the MSA (42.1 vs 40.3).

### Income and Affordability

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

Statistic	State	MSA	County	City	Eastside	Westside	Urban Core
<b>Resident Demographics</b>							
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
<b>Income and Affordability</b>							
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%
<b>Jobs, Businesses, and Employment</b>							
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%

ANALYSIS

Data source: ESRI Business Analyst; American Community Survey

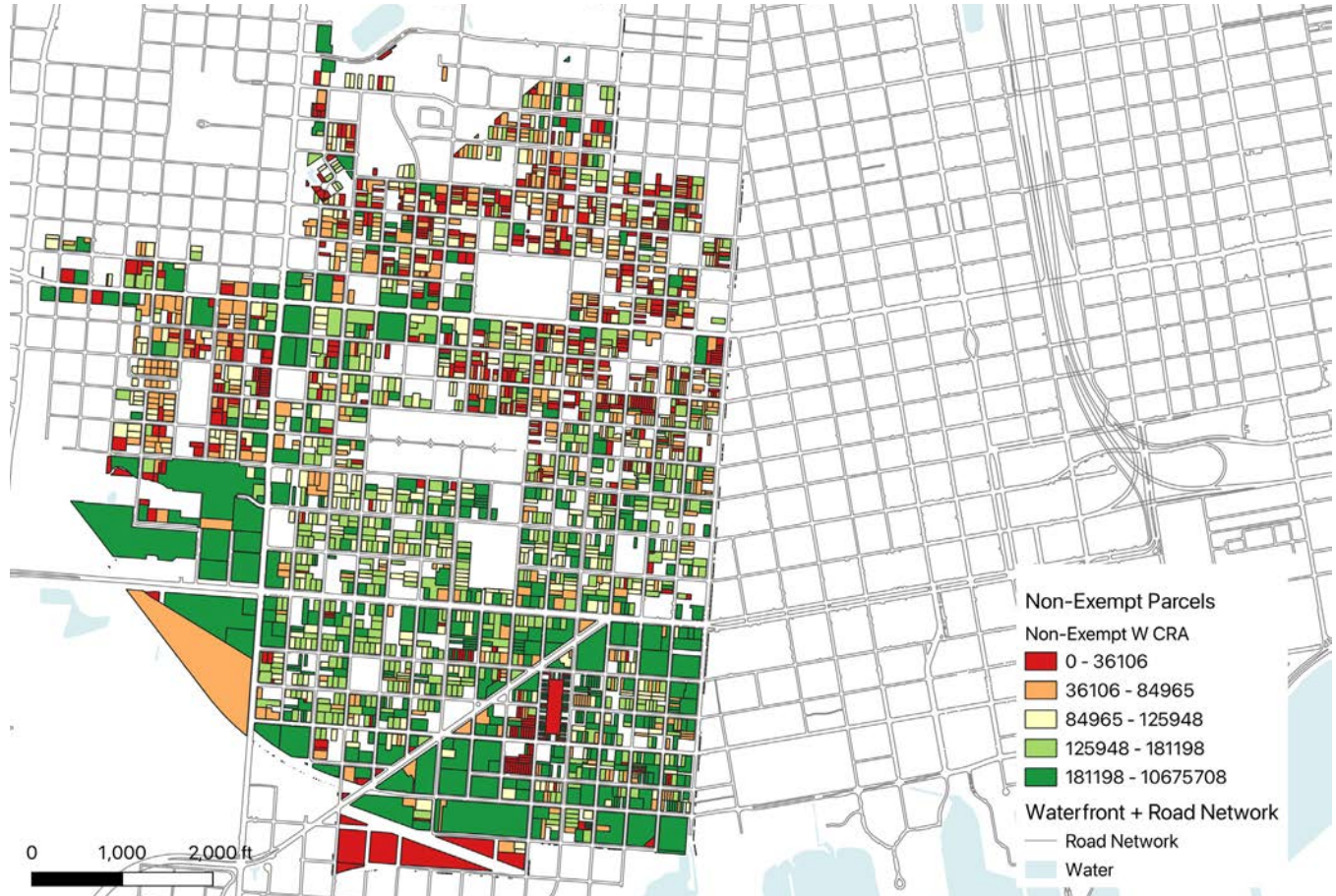
In the Westside CRA District specifically, as of 2024, the homeownership rate is significantly lower than the MSA (37% vs 69%). The District's median home price is lower than the MSA (\$208k vs \$331k), but so is its median household income (\$26k vs \$76k). Therefore, the affordability index in the District is lower than that in the MSA (51 vs 93), pointing to the need for both increased income and attainable housing. The poverty rate in this district (38%) is significantly higher than the city average (14%), hence residents in this area might be particularly vulnerable to major market fluctuations.

## Jobs, Business, and Employment

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

In the Westside CRA District specifically, as of 2024, the area has an employee to resident ratio of 1 to 1, on par with the city. The job growth rate here is higher than the city and the region, at 1.6% per year on average since 2010. The educational attainment of residents in the District tends to be significantly lower than that in the city as a whole (20% of District residents above 25 years old have a Bachelor's degree or higher, compared to the city's 43%). The District's median income is significantly lower than the city median (\$26k vs \$69k), indicating a need for greater access to upskilling and quality job opportunities.

All these statistics and more are further detailed in the Appendix.



Assessed Property Value by Parcel (2024)



## REAL ESTATE MARKET

### Housing Market

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

In the Westside CRA District, a higher share of the housing stock is in multi-family buildings; housing with more than 50 units provides 13% of total units in the district (compared to 5% in the MSA). 11% of the total housing in the district was built after 2010, higher than the city (6%) and just slightly lower than the MSA (13%). Vacancy rate is slightly higher than the city average (15% vs 11%), and median home value (\$209k) and median rent (\$620) are both significantly lower than the city medians.

### Commercial Market

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

The Westside CRA District has approximately 511,000 square feet of office spaces (with 0 reported vacancy) and 595,000 square feet of retail spaces (with 2% vacancy). There is a potential need for commercial spaces that suit neighborhood character and can help grow local small businesses.

### Property Value Analysis

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

Statistic	State	MSA	County	City	Eastside	Westside	Urban Core
<b>Housing Market</b>							
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
<b>Commercial Market</b>							
Office, inventory in square feet (2025)	780,000,000	17,700,000	15,800,000	15,400,000	21,500	511,000	4,100,000
Office, vacancy (2025)	8%	3%	2%	2%	0%	0%	2%
Office, under construction in square feet (2025)	5,300,000	5000	0	0	0	0	0
Retail, inventory in square feet (2025)	1,300,000,000	32,500,000	23,900,000	22,600,000	131,000	595,000	1,400,000
Retail, vacancy (2025)	3%	3%	3%	3%	1%	2%	3%
Retail, under construction in square feet (2025)	6,400,000	153,000	153,000	153,000	0	0	0
Hospitality, inventory in rooms (2025)	508,244	9,892	8,783	7,115	N/A	26	795
Hospitality, occupancy rate (2025)	70%	63%	63%	62%	N/A	51%	69%
Hospitality, under construction in rooms (2025)	16,976	200	98	98	N/A	0	0

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

The Westside CRA has a total assessed value of \$387 million across 2,551 non-exempt parcels. The average assessed value is \$152k. The highest-valued property is assessed at \$11 million, indicating the presence of some high-value and large-size properties. Many of the lowest property values are scattered toward the north and around Cervantes Street.



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.



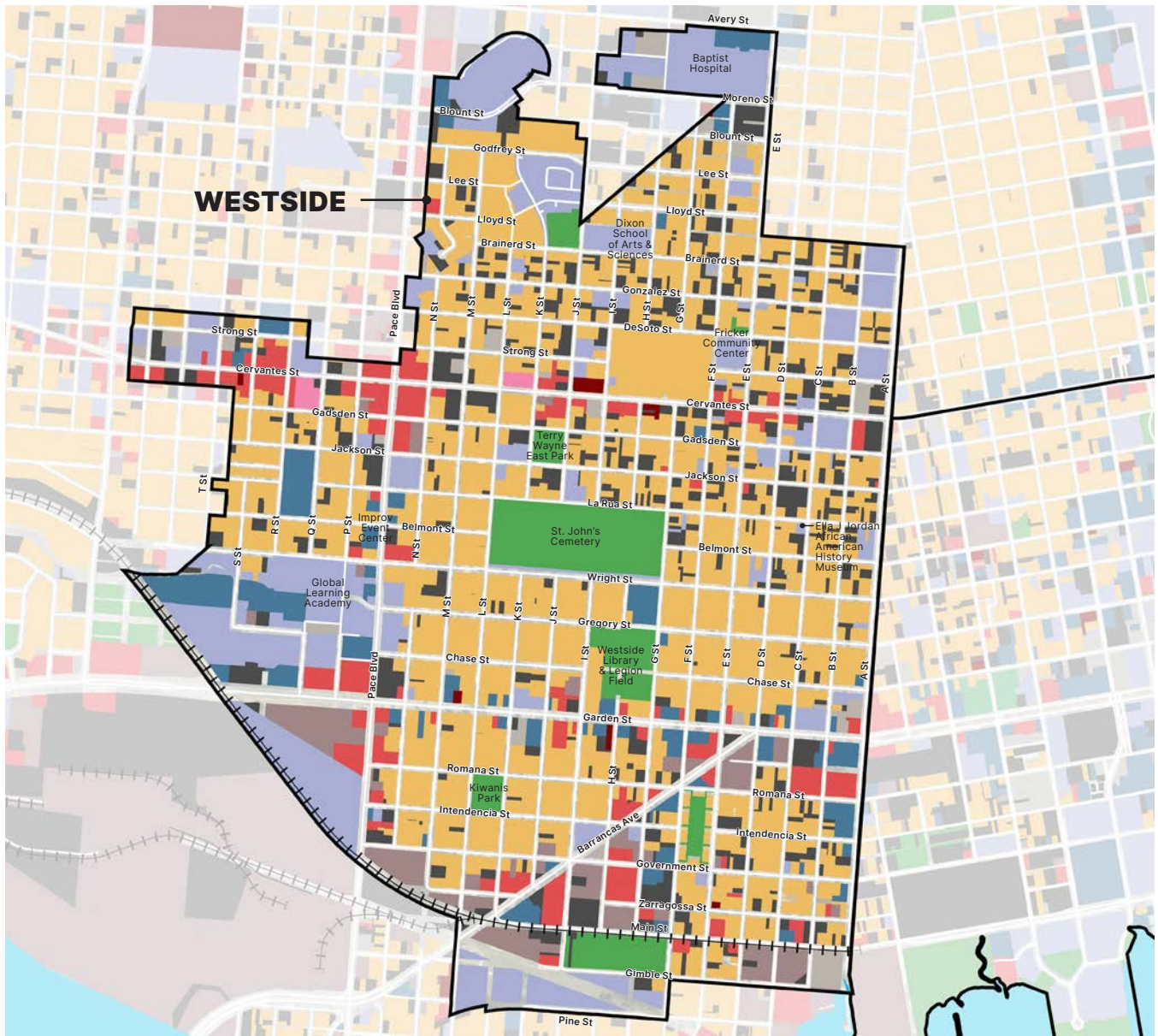
# PHYSICAL PATTERNS



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.



ANALYSIS

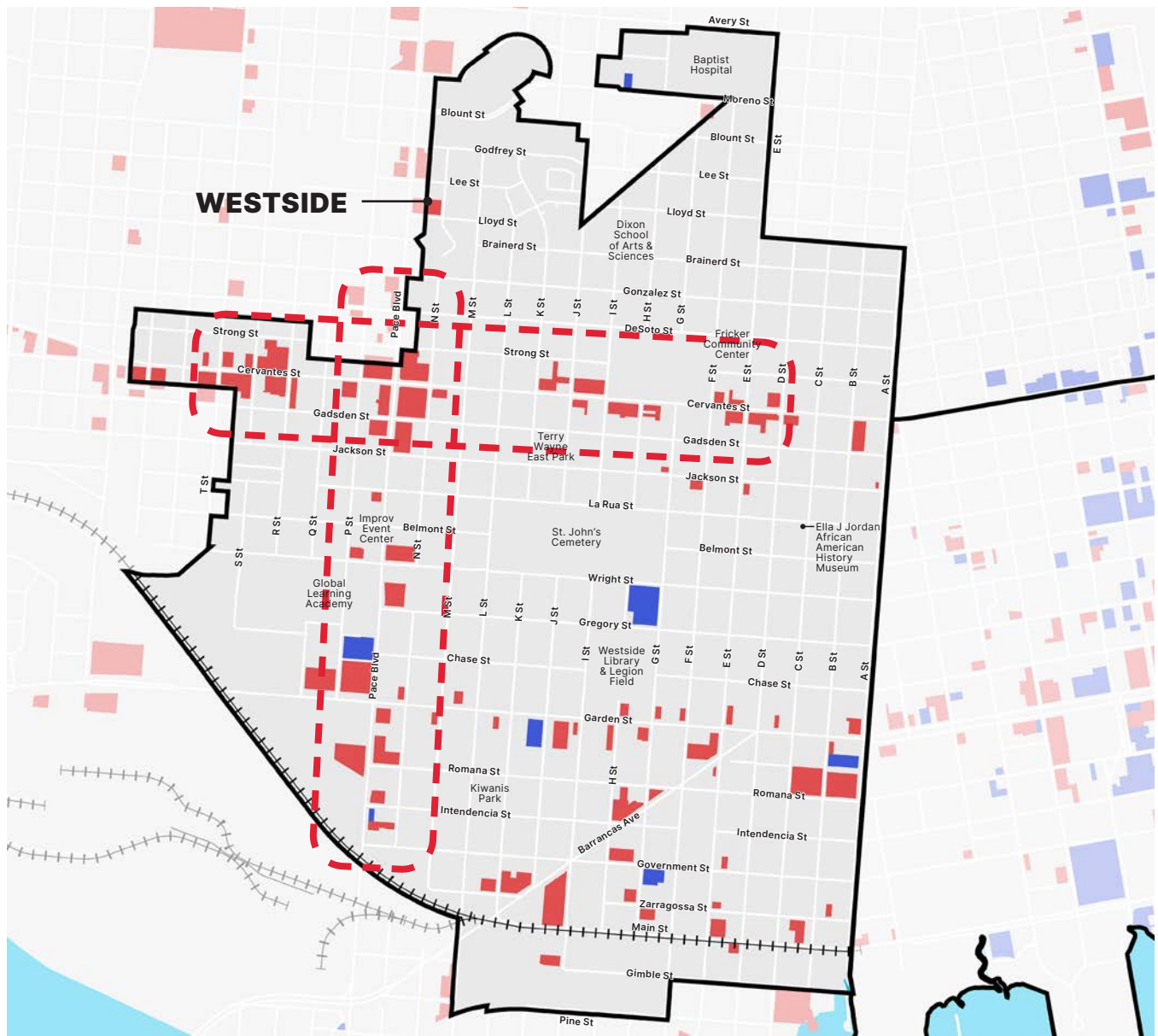
## EXISTING LAND USES

The Westside is predominantly residential; however, the district also includes extensive commercial corridors along Cervantes Street, Pace Boulevard, Barrancas Avenue, and Garden Street. Industrial uses are located along Barrancas Avenue and W Main Street. Former industrial sites present opportunities for remediation and redevelopment.

Open Space	4.21%
Hotel/Lodging	0.22%
Residential	34.43%
Institutional	7.68%
Industrial	9.94%
Retail/Commercial	3.11%
Office	4.46%
Mixed-Use	0.24%
Parking Lots	1.43%
Vacant	12.76%
Public Rights-of-Way	21.52%
Water	—

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



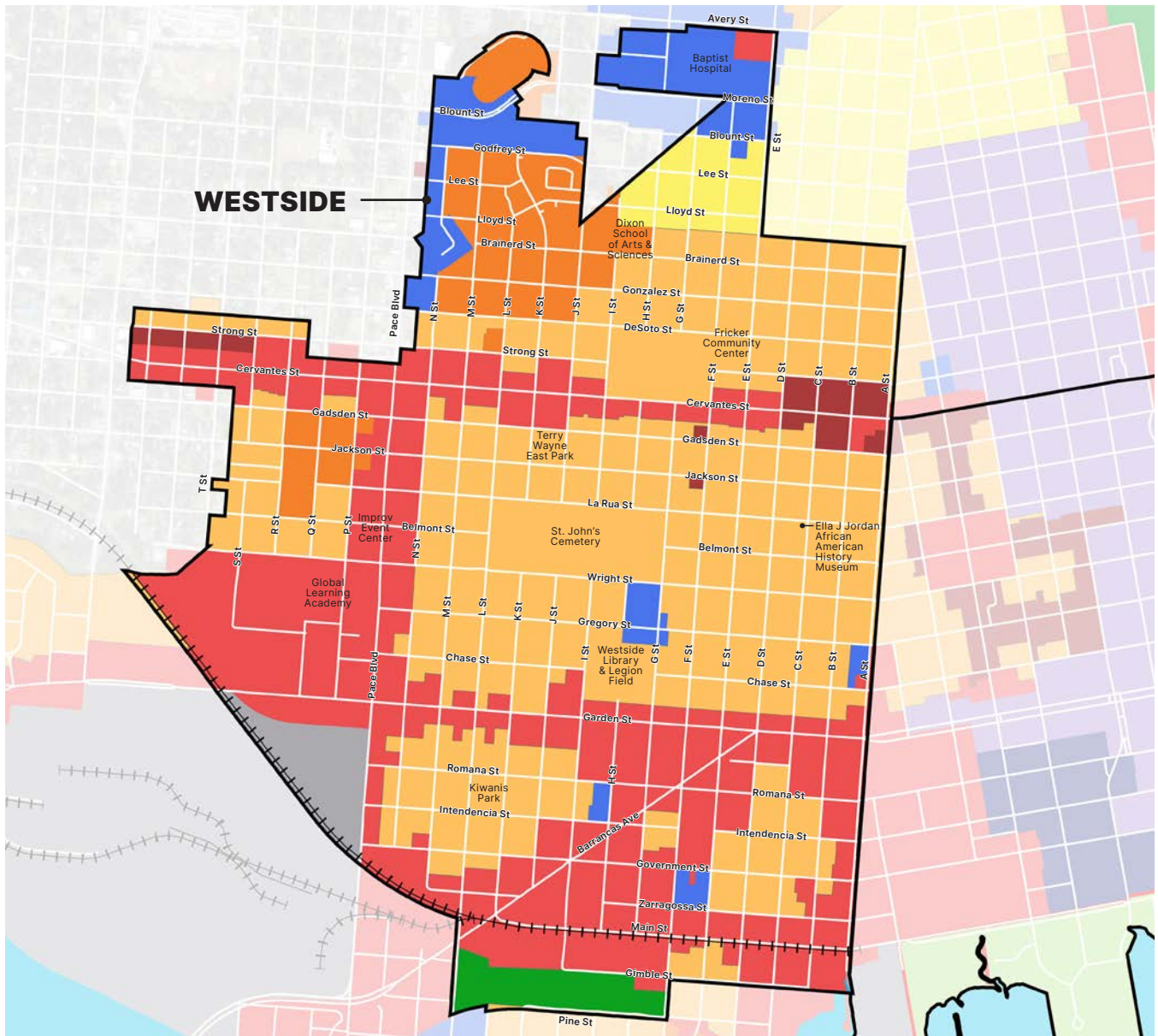


## COMMERCIAL & RETAIL USES

The Westside commercial corridors are located along Cervantes Street, Pace Boulevard, Barrancas Avenue, and Garden Street. Retail in the Westside is more auto-oriented and less walkable than other districts, in part due to the fractured sidewalk network, scale of roadways, and the development patterns.

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





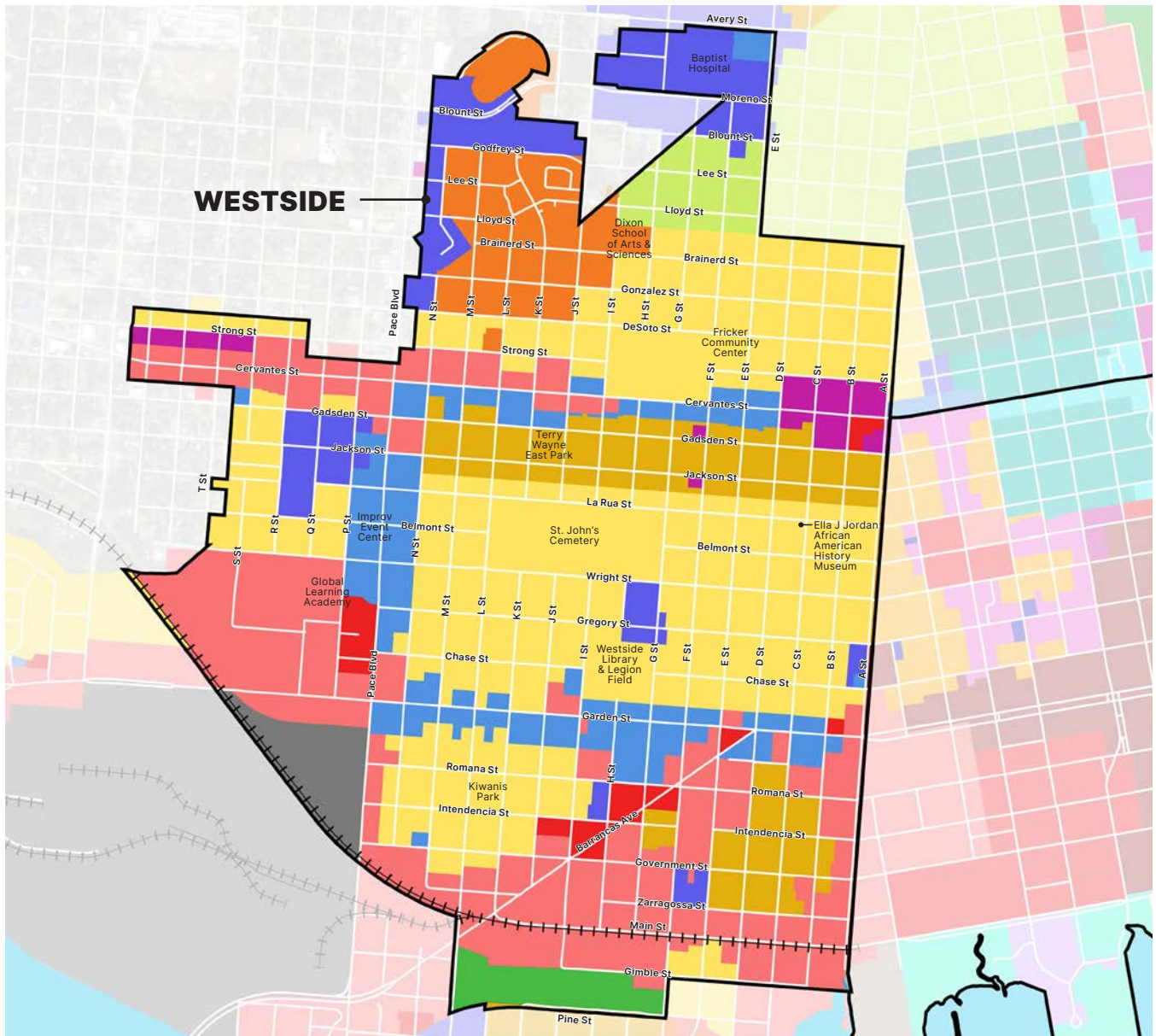
ANALYSIS

## 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.

<span style="color: green;">■</span>	Conservation Land Use (CO)	<span style="color: red;">■</span>	Commercial Land Use (C)
<span style="color: yellow;">■</span>	Low-Density Residential Land Use (LDR)	<span style="color: gray;">■</span>	Industrial Land Use (ID)
<span style="color: orange;">■</span>	Medium-Density Residential Land Use (MDR)	<span style="color: purple;">■</span>	Historic and Preservation Land Use (HP)
<span style="color: darkorange;">■</span>	High-Density Residential Land Use (HDR)	<span style="color: lightgreen;">■</span>	Redevelopment Land Use (R)
<span style="color: blue;">■</span>	Office Land Use (O)	<span style="color: darkblue;">■</span>	Business (B)
<span style="color: brown;">■</span>	Residential/Neighborhood Commercial Land Use (RNC)	<span style="color: black;">■</span>	Interstate Corridor (IC)

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



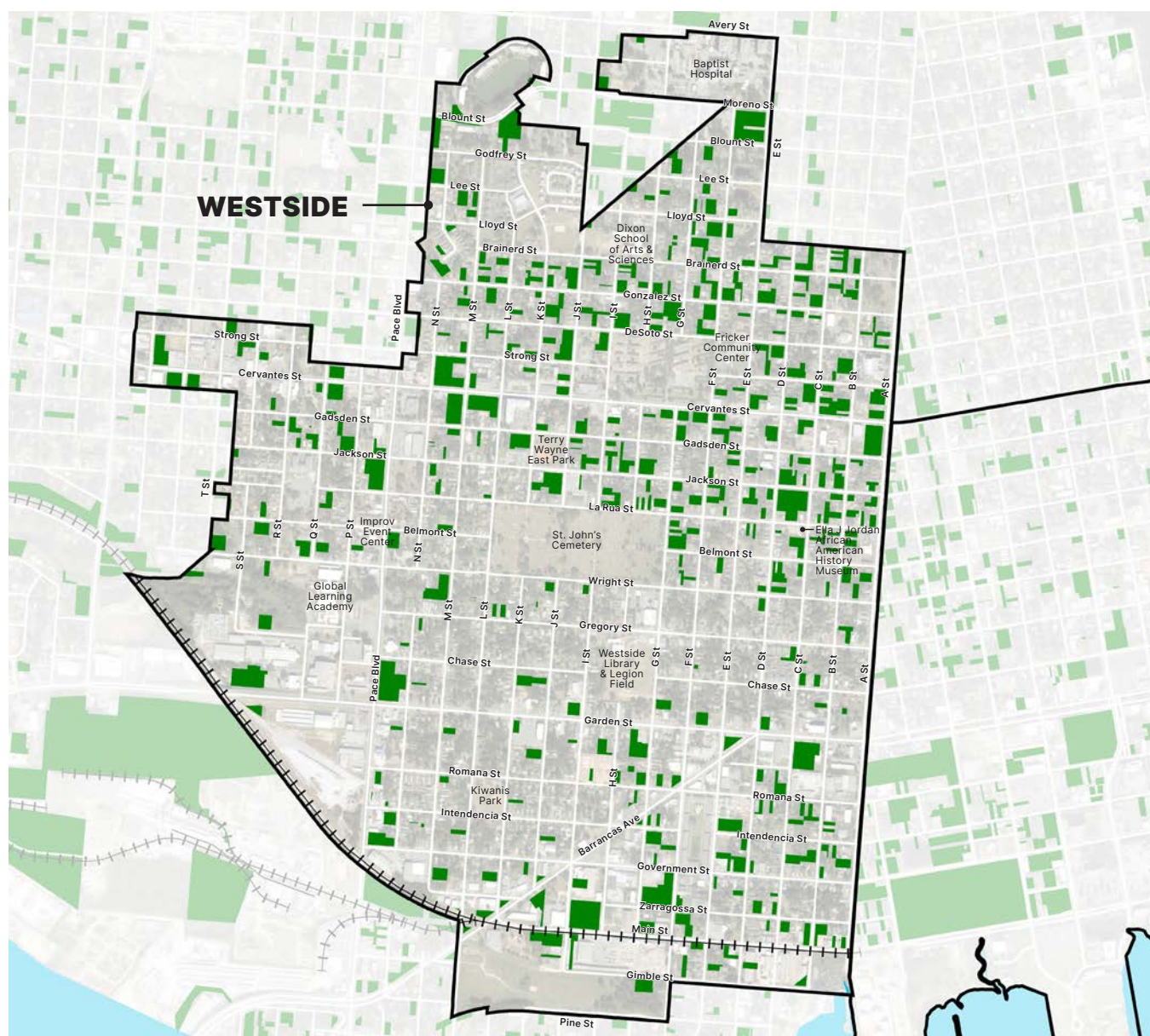
## ZONING

A large area of the Westside is zoned low-density residential. Several blocks on the northern side are zoned for Multiple Family. The two main road corridors and the area along the rail line combine a variety of commercial zoning classifications.

- Commercial (C-2)
- Commercial (C-3)
- Conservation
- Heavy Industrial
- Multiple Family
- One and two family (R-1A)
- One and two family (R-1AA)
- Residential/Neighborhood Commercial
- Residential/Office
- Retail Commercial (C-1)
- Single Family (R-1AAA)

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



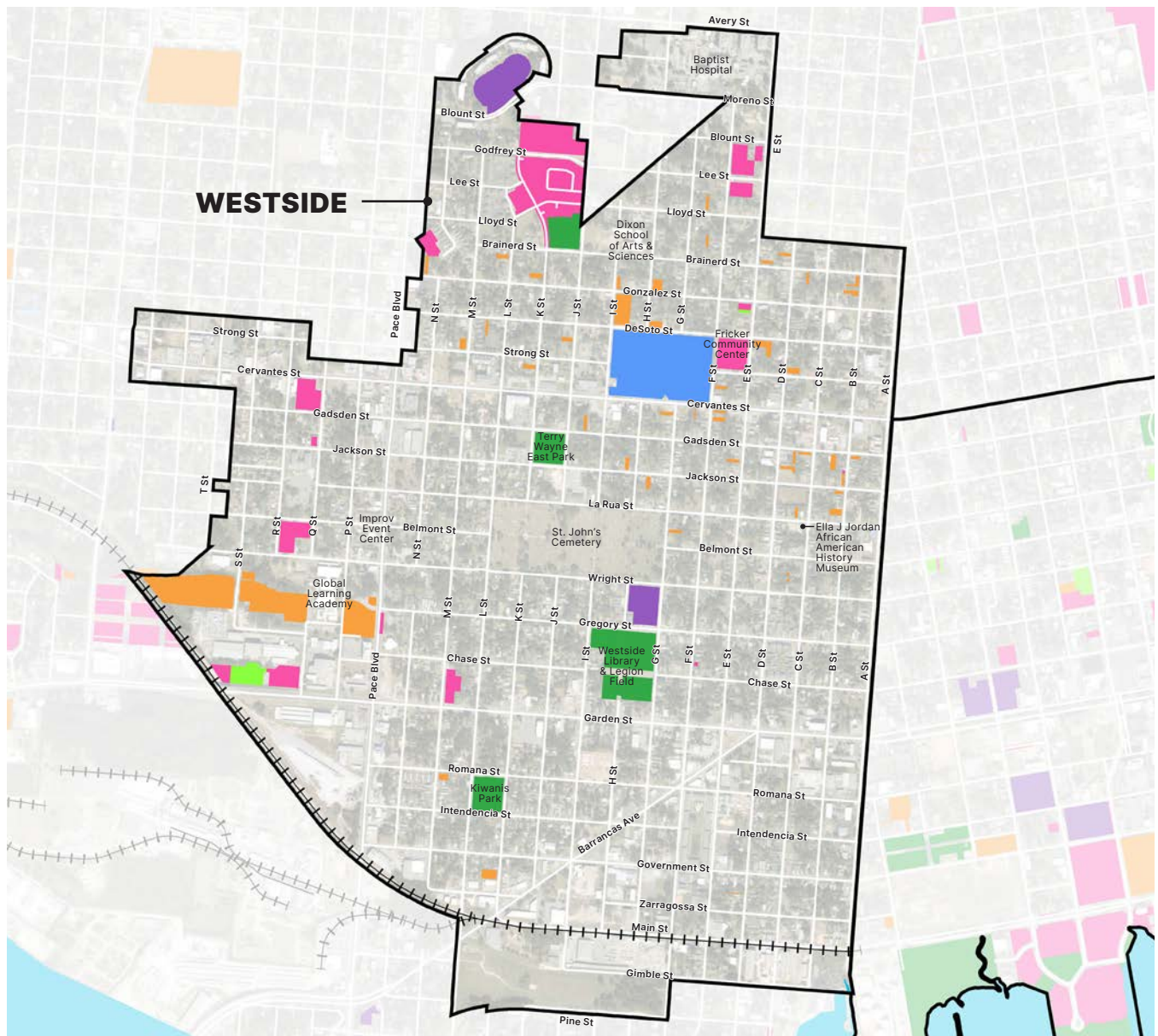


## VACANCY

Approximately thirteen percent of the Westside CRA District is vacant. These are unoccupied lots that are not being used for their intended purpose. A large number of these vacancies are smaller, single-family lots within an existing residential neighborhood. The larger vacant lots are concentrated along Cervantes Street and the rail line.

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



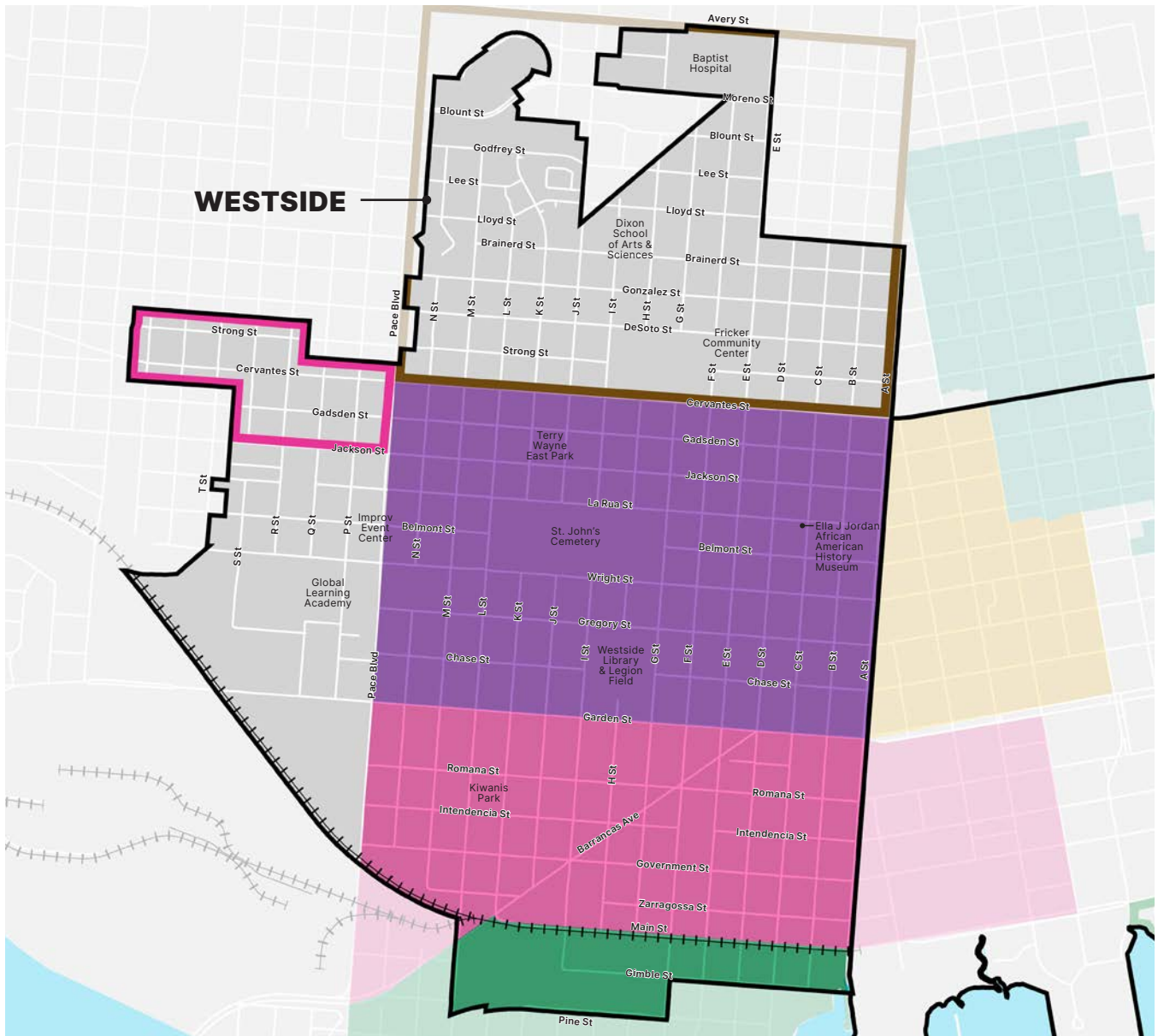


## PUBLICLY-OWNED LAND

Publicly-owned land is an important asset. It can incentivize development that benefits the community and be used to create amenities such as open spaces and recreation facilities. The Westside is limited in publicly-owned land available for development. A number of public amenities are located throughout the district, including the library, Kiwanis Park, the Fricker Community Center, and Terry Wayne East Park. Large-scale reuse of the Baptist Hospital and ACW site offer opportunities for public-private partnerships to bring new uses and community amenities to the Westside.

- Federal-owned land
- State-owned land
- County-owned land
- City-owned land
- City-owned parks & open space
- City-owned vacant land

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

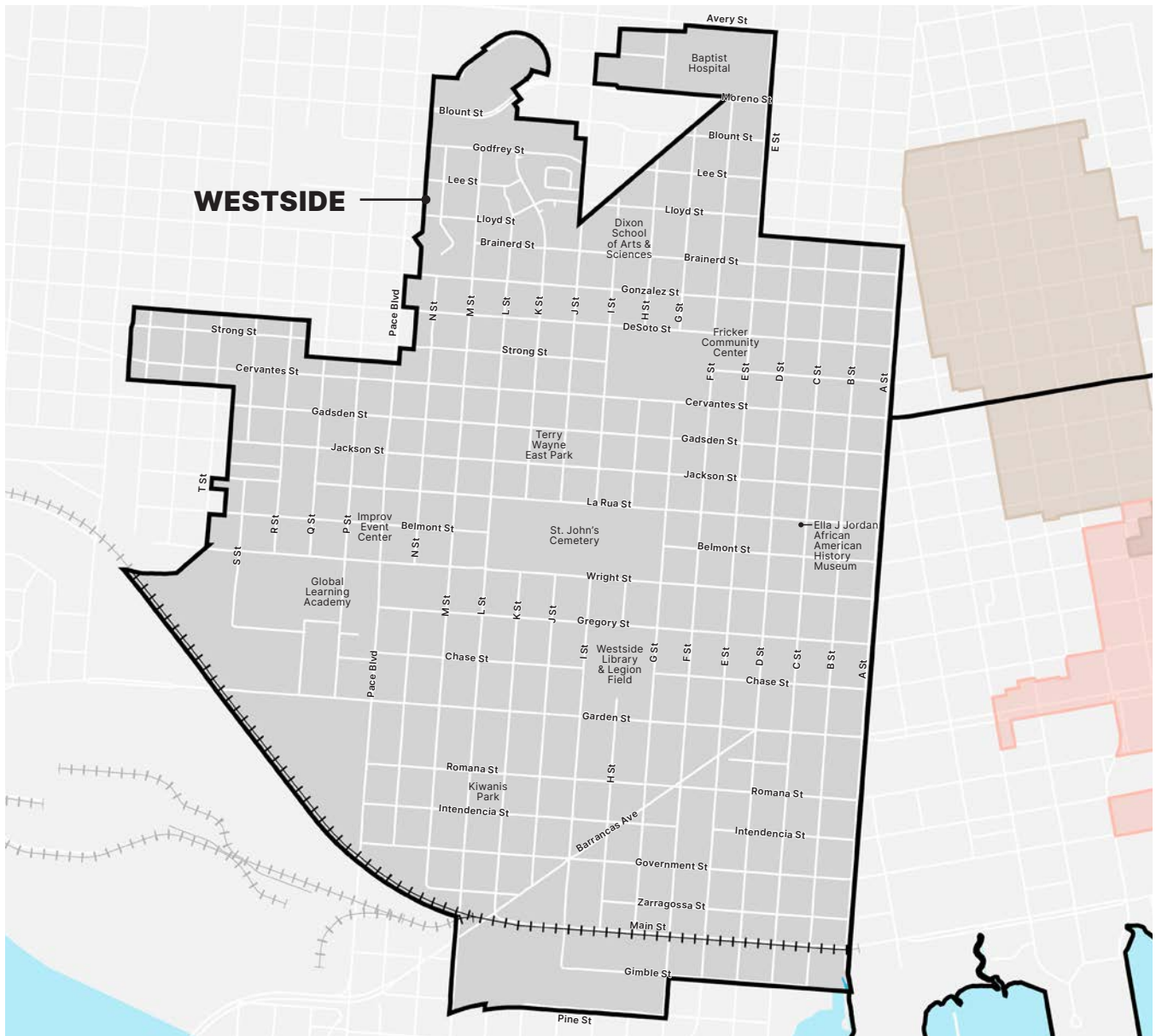


ANALYSIS

## NEIGHBORHOODS

The Council of Neighborhood Association Presidents of Pensacola (CNAPP) is the official organization for neighborhood representation in the City of Pensacola. There are three CNAPP member organizations. Two additional neighborhood associations are also known to have existed within the Westside district in the recent past. However, the level of activity and incorporation for these associations, and potentially others, cannot be confirmed due to their lack of membership with CNAPP.

- Westside Garden District
- Tanyard
- Sanders Beach
- OTHER
- Historic Brownsville Neighborhood Association
- Westpointe Heritage Neighborhood Association



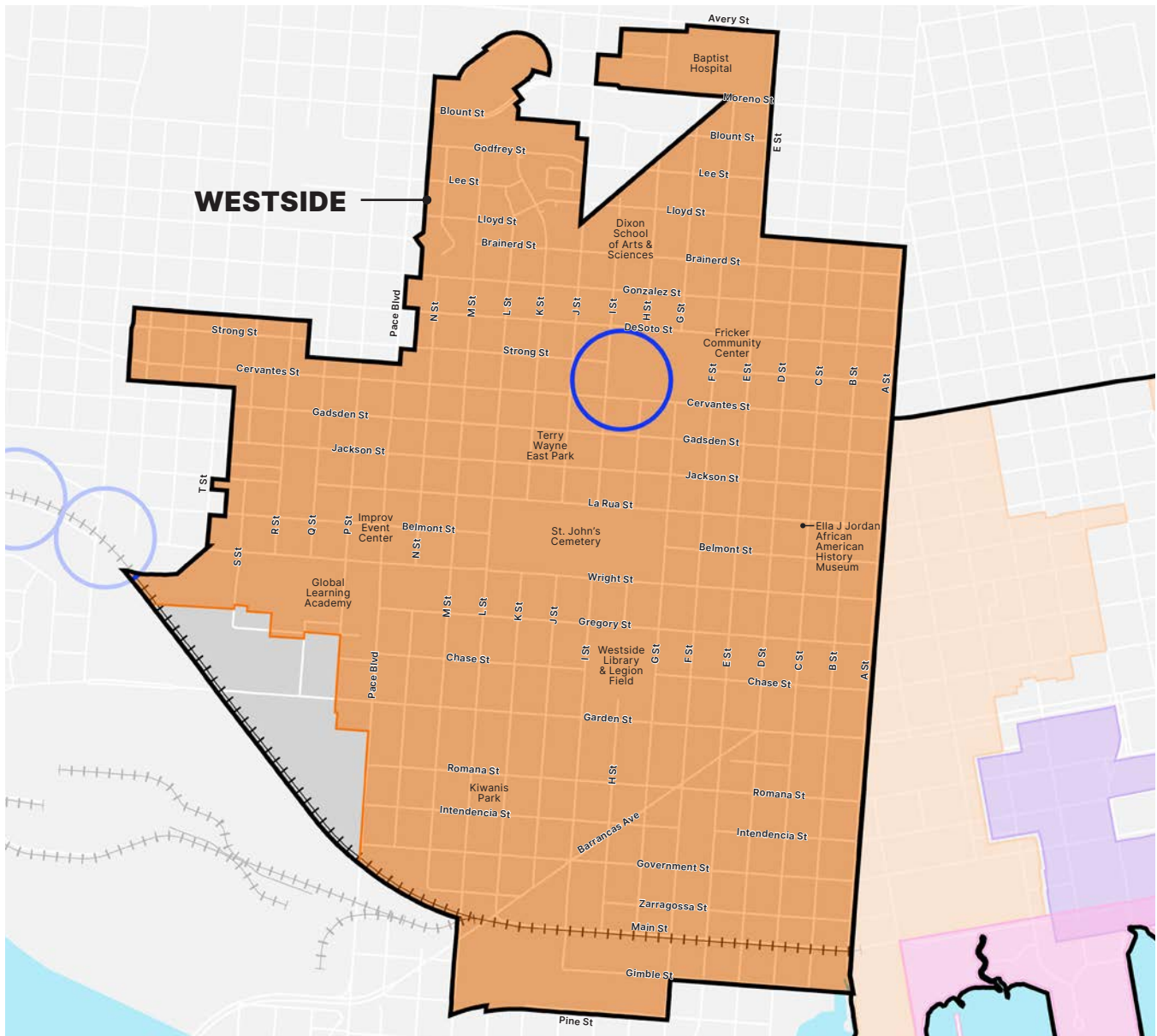
## HISTORIC DISTRICTS

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

There are no historic districts currently located in the Westside CRA District. This does not mean there are no historically-significant properties, structures, or sites; however, there are no protected preservation areas currently.

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





## UNIQUE DISTRICTS

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

### CRA Urban Design Overlay

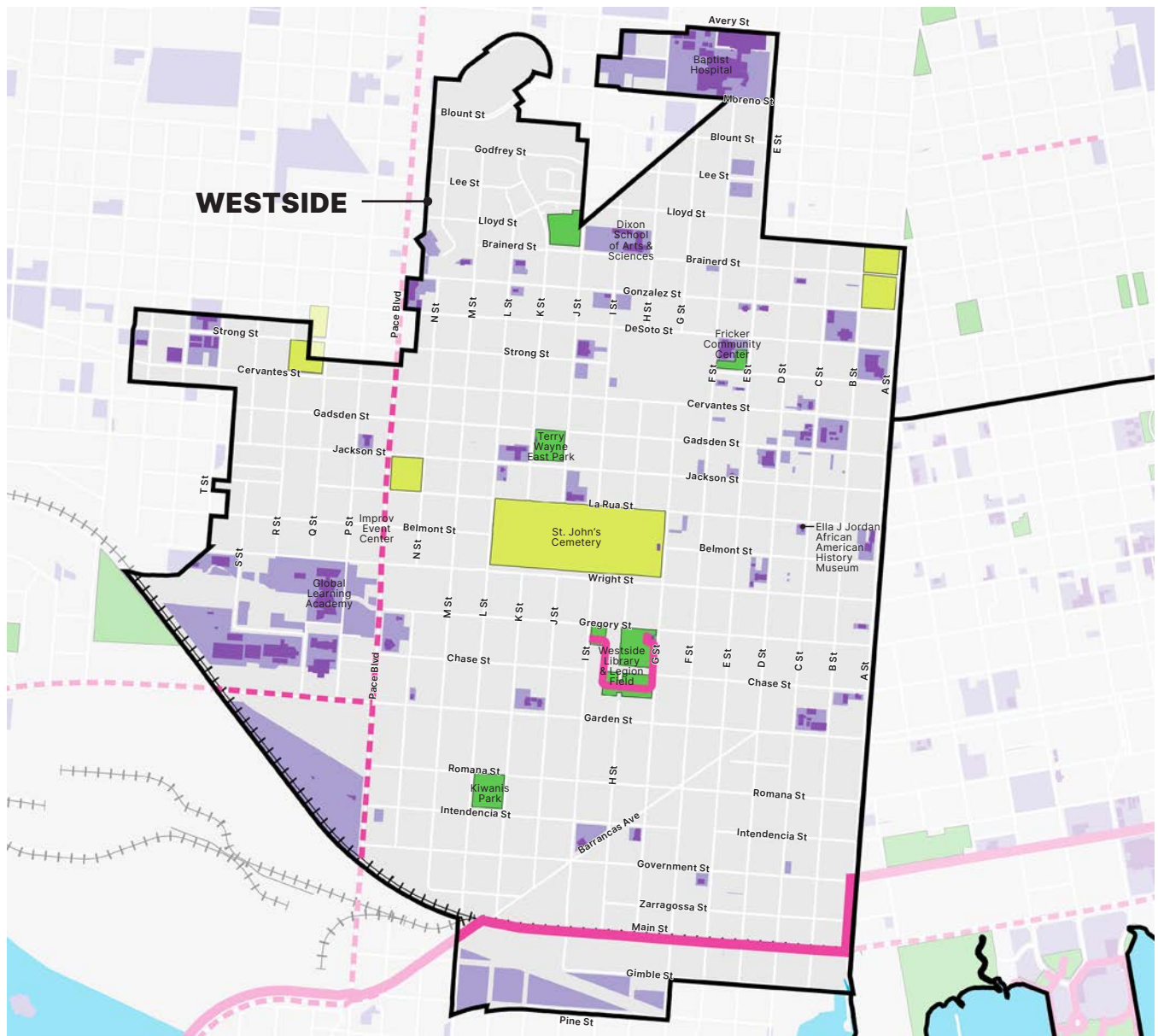
The CRA Urban Design Overlay area covers the majority of the Westside CRA

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

- Wellhead Protection Area
- CRA Urban Design Overlay

### Wellhead Protection Area

The Westside CRA District contains one Wellhead Protection Area. These areas are established to protect underground-based sources of drinking water. The goal is to protect the ground area around public water supply wells from contamination.



## PARKS, OPEN SPACE, AND AMENITIES

The Westside includes many parks, open spaces, and public amenities that enhance the livability and desirability of these areas, including:

- Kiwanis Park
- Legion Field
- Morris Court
- St. John's Cemetery
- Terry Wayne East Park

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

- 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 locations of arterial roadways split the Westside into multiple pockets which lack connectivity to each other. These arterials carry high volumes of traffic in and out of the city, with wide lanes and high speeds. This prioritization of vehicular movement over pedestrian mobility leads to development patterns that do not foster a sense of place, catering exclusively to drivers and automobile-related services.

### Pedestrian & Bicycle Facilities

There are many challenges with the pedestrian and bicycle infrastructure in the Westside. The lack of sidewalks, crosswalks, bicycle lanes, and maintenance of any of these types of facilities creates huge barriers in safety and comfort, particularly for those who rely on mobility aids like wheelchairs, walkers, scooters, etc.

The Westside does feature the second-most quantity of sidewalks among the three CRA Districts, but also represents 83% of all sidewalk gaps in the city.

### Roadway Safety

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

The Active Transportation Plan (ATP) adopted in 2023 identified the intersections of Barrancas Avenue at W Main Street and Barrancas Avenue at W Garden Street as two of the top five "high crash intersections" within the CRA Districts.

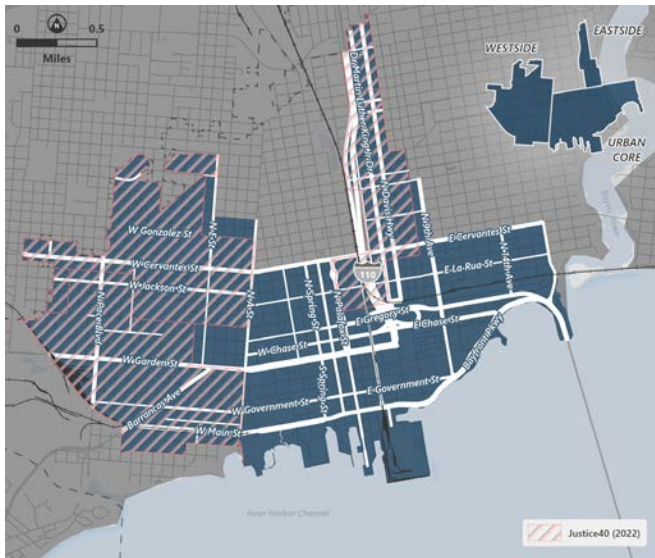


Katie E

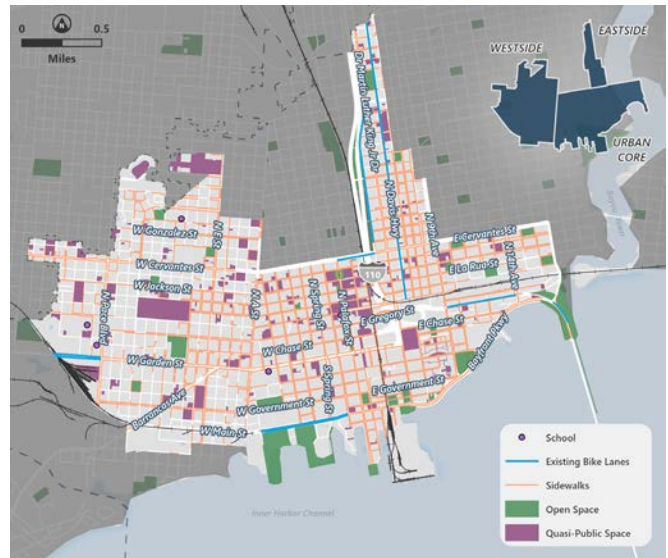
## WHAT IS WALKABILITY?

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

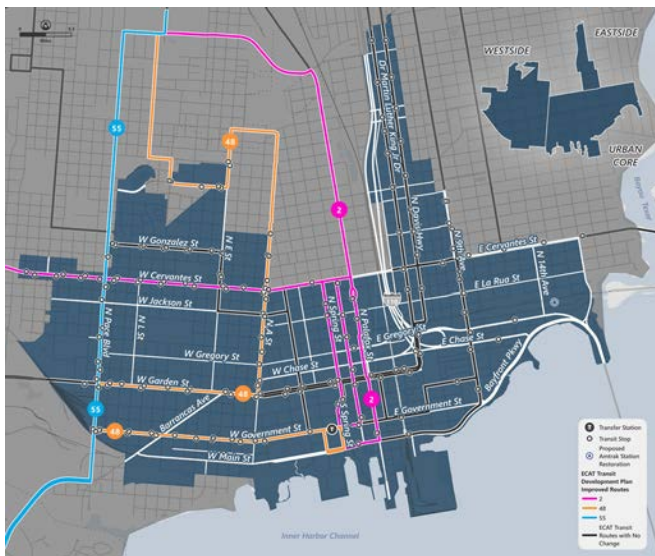
This concept also often extends to bicycling infrastructure, called "bikeability." Leading to the same benefits, bikeability is another important ingredient for great urban places.



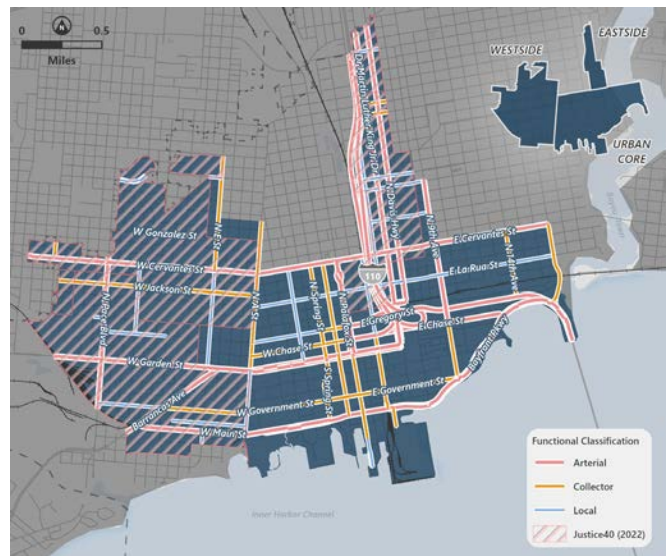
Major Roadways and USDOT Disadvantaged Communities



Pedestrian & Bike Facilities and Community Assets



Transit Routes & Stops



Functional Classification of Streets

ANALYSIS

## Equity and Transportation

The Westside ranks in the 99th percentile for transportation cost burden, compared to the city's 63rd percentile rank; and 96th percentile rank for traffic safety versus the city's 46th percentile rank. This indicates that Westside residents pay more for less services compared to others in the city. Only six bus routes serve the Westside, three of which have been designated for planned improvements in ECAT's Transit Development Plan.







## RECOMMENDATIONS



# BIG IDEAS FOR THE WESTSIDE

## ABOUT THE RECOMMENDATIONS & VISIONS

The recommendations in this plan are based on the input gathered during the public engagement process for the Westside, and an extensive analysis of existing conditions and ideas in prior plans, and a study of best practices. These recommendations build on prior work, while acknowledging the current market conditions, and the ever-evolving needs of the community. The recommended strategies and policies are broken down into in order to manage implementation of the plan. This chapter includes key areas of focus to enhance the Westside, followed by policy recommendations that provide additional detail on how to this vision a reality.

## CORE CONCEPTS

The following are core concepts to invest in to complement recent successes in the Westside, while addressing some of the areas that remain a challenge. This includes building on the eclectic nature of new development, addressing specific streets that currently act as barriers, and improving pedestrian safety. These ideas reflect the priorities that were heard throughout the public engagement process on how best to improve the Westside.

### Taming Traffic Corridors

While the Westside has a series of beautiful parks and recreation amenities, walkability between these spaces is somewhat of a challenge due to the nature of several high-traffic arterials. Future investment must consider how to reimagine these traffic corridors to make them more pedestrian-friendly, ensure safe crossings, and support infill development along them. Creating safe routes to schools, connecting bike routes, and improving key intersections are priorities that Westside residents identified.

### Placemaking & Infill Development

Over time, the Westside has become the home to a number of ethnic restaurants, businesses, and locally-owned shops. Building on this momentum and continuing to encourage infill development, particularly where there are opportunities to create new public spaces, is a priority. Both the Cervantes Street and Barrancas Avenue corridors are opportunities to create eclectic districts with a wide variety of uses.

### Opportunities in the Neighborhood

Both the former Baptist Hospital site and the American Creosote Works (ACW) Superfund Site present opportunities to develop amenities and housing that can complement the neighborhoods in the Westside.



Family-friendly amenities are a priority



Create pedestrian-friendly neighborhoods





Local small businesses are thriving in the Westside



Community resources are spread throughout the district



The Westside hosts a rich culture of ethnic restaurants and businesses owned by locals





Putting It All Together Policy Recommendations & Special Demonstration Projects in the Westside

## RECOMMENDATIONS

1. Cervantes Street Infill West of F Street
2. Pace Boulevard Development Opportunities
3. Garden Street Development
4. Baptist Hospital Redevelopment
5. Cemeteries
6. Continuation of the Bluffline
7. R Street Trail

## SPECIAL DEMONSTRATION PROJECTS

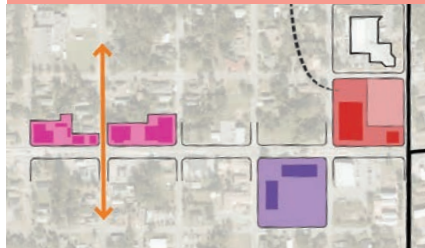
Special Demonstration Projects are examples of potential projects that achieve community goals by addressing all six categories of recommendations. These projects show potential future visions that are subject to change. In the Westside, these catalytic projects could include:

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

### 1. Barrancas Avenue Corridor Strategy



### 2. Cervantes Street Corridor Strategy



### 3. Gibson School Site Redevelopment



### 4. ACW Superfund Site Redevelopment



## HOW THE RECOMMENDATIONS ARE ORGANIZED

Recommendations are organized into the following topics:

### Land Use, Zoning, and Special Districts

These recommendations are focused on optimizing planning regulations to encourage appropriate future development while preserving the existing character of neighborhoods.

### Economic Development

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

### Neighborhood Development

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

### Housing

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

### Transportation, Streets, and Parking

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

### Open Space and Community Amenities

These recommendations aim to improve public spaces and equitably distribute and provide community resources.



## SPECIAL DEMONSTRATION PROJECT

# BARRANCAS AVENUE CORRIDOR STRATEGY



"Barrancas is a busy road and people drive above the speed limit"

### About the Special Demonstration Project

Barrancas Avenue was cited as one of the two streets of highest priority for improvements in the Westside. Several traffic lanes wide, the current street design poses a safety concern for both drivers and pedestrians with posted speed limits of 35 miles per hour and a right-of-way of approximately 100 feet. The current conditions on Barrancas Avenue lack a comfortable pedestrian experience with narrow sidewalks, wide traffic lanes, and inconsistently activated buildings along the street. Two of the most unsafe intersections identified in the ATP are intersections along Barrancas Avenue, at W Garden Street and W Main Street.

### TODAY

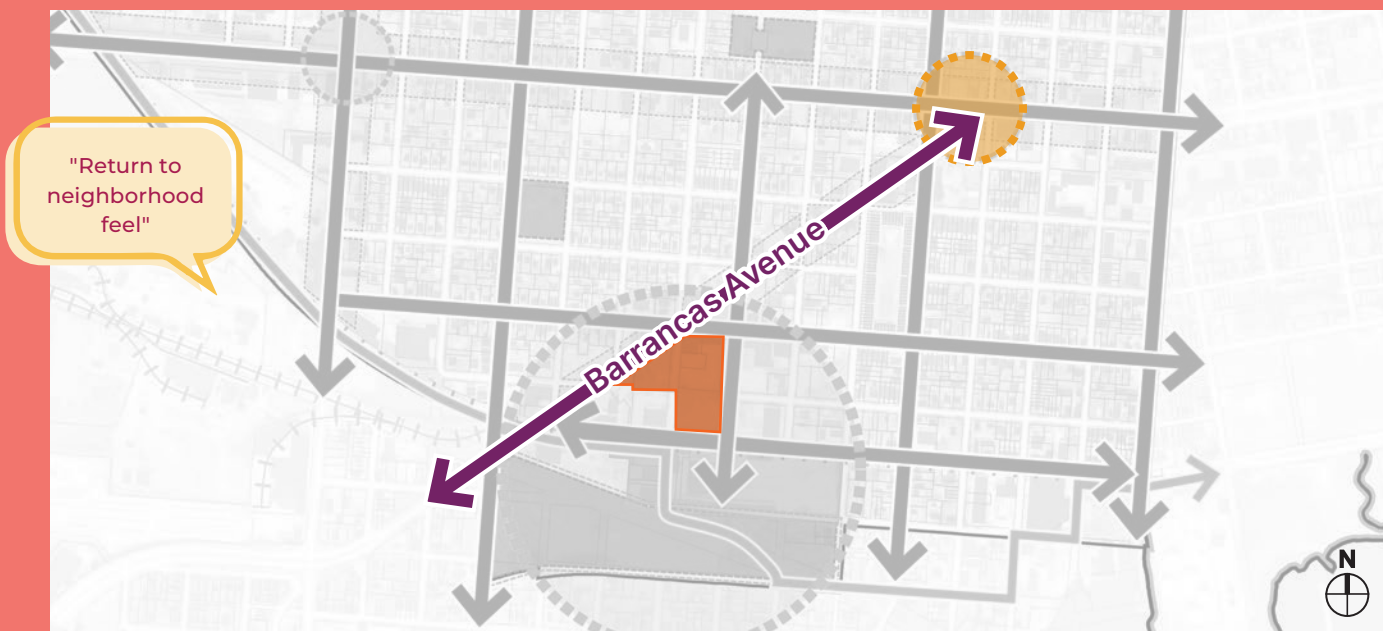


Additionally, because Barrancas Avenue cuts diagonally through the grid of the Westside, the intersections are frequent and wide, which makes crossing the street tricky and dangerous. These conditions are worsened by irregular blocks and intersections which create a disrupted pedestrian realm. Improvements are needed to

all pedestrian infrastructure in order to improve safety and comfort.

Improvements to Barrancas will need to coincide with the thoughtful redevelopment of the corridor in order to change the character of the street. The improvements should further explore the opportunity to transform



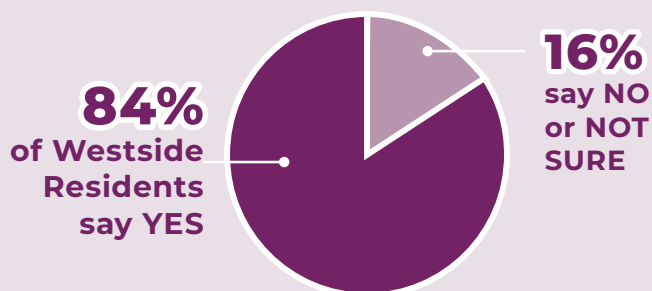


the street into a lush boulevard with wide sidewalks and planting strips, shared-use paths that connects to the SUN Trail and gives the opportunity for community activities to occur. This street design provides a more pleasant experience for pedestrians, bicyclists, and drivers along the corridor. Mixed-use development is designed to face Barrancas Avenue and activate the street throughout all times of the day, which helps to enhance the perception of this area of the Westside and catalyze high-quality development.

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

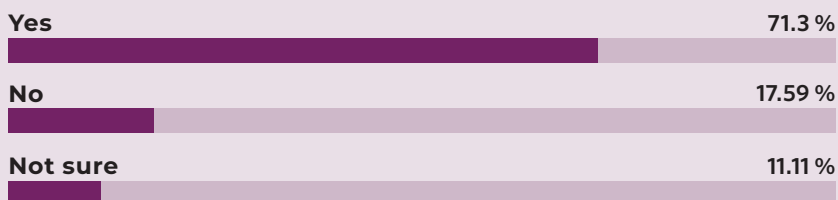
- Further analyze the reduction of travel lanes to allow for wider pedestrian amenities;
- Analyze impacts of reconfiguring intersections to have more regular geometry;
- Study to assess the feasibility of undergrounding utilities along the entire corridor.

### Do you think that these concepts would improve safety and walkability on Barrancas Avenue?



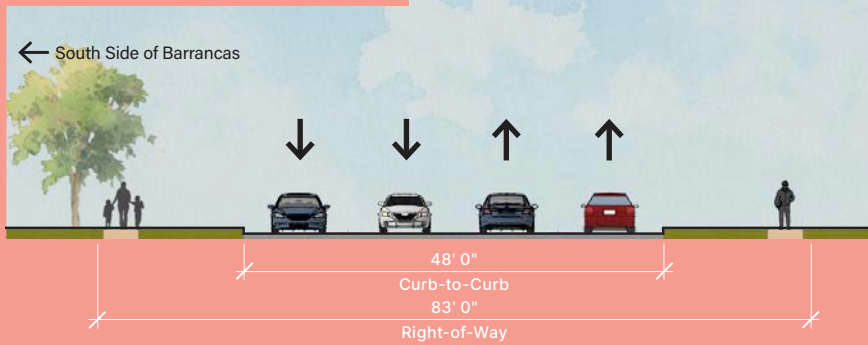
\*For full survey results, see Appendix

### Do you think that these concepts (widening sidewalks, adding planting strips with landscaping, and creating a multi-use path along the street) would improve safety and walkability on Barrancas Avenue?



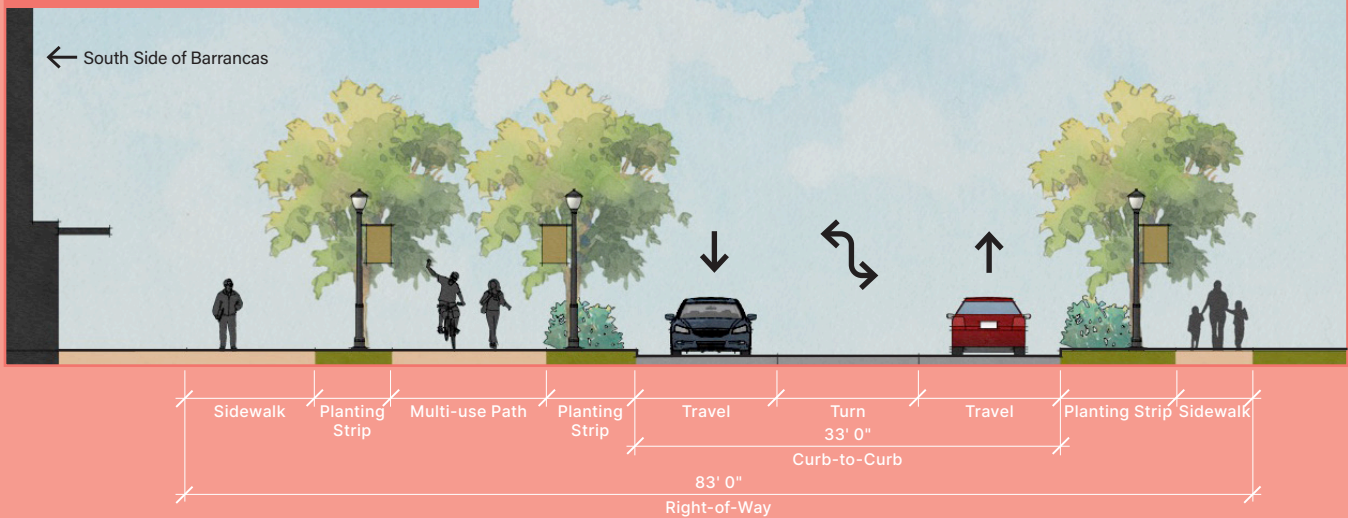
\*For full survey results, see Appendix

## Barrancas Ave: TODAY



The removal of a single lane of traffic creates an opportunity for a wide multi-use path along the south side of Barrancas Avenue, providing a safe, protected, and shaded path for pedestrians and bicyclists to travel. Other street improvements could include added landscaping, street lights and signage, and improved sidewalks and crosswalks.

## Barrancas Ave: TOMORROW



## Community Feedback

The majority of residents and community members place a high priority on making Barrancas Avenue a safe, walkable street with new destinations and housing and support the concepts as presented. However, some residents worry that reducing the number of lanes on Barrancas will slow traffic down or divert traffic onto neighborhood streets.



Multi-use paths are areas for pedestrians and cyclists, typically separated from roadways





## Implementation & Next Steps

Barrancas Avenue is a locally-controlled street, which gives the City of Pensacola more flexibility in redesigning it. The next step in the street redesign should be to conduct a traffic study to better understand the impacts of reducing through lanes. Then, the City and CRA should share the findings of the report with the community to gather additional input and gauge support for the project. In the interim, the City and CRA should pursue partnerships with developers to reuse buildings, build new housing, and attract new dining and entertainment destinations.

## RELATED POLICY RECOMMENDATIONS

### LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Build protections into the Land Development Code and the Urban Design Overlay District to prevent commercial uses from encroaching into residential neighborhoods. Strategies for reducing impacts may include inclined planes, screening with walls or landscaping, etc.
- Upzone for higher-density multifamily residential
- Review the current zoning districts along Barrancas Avenue, E Gregory Street, and E Chase Street and make modifications as required to allow redevelopment of the corridors to be classified and subsequently designed per FDOT context classification zones C4 or C5

### ECONOMIC DEVELOPMENT

- Focus the CIP toward the Barrancas Avenue corridor to support adaptive reuse and improvements to commercial buildings along the corridor
- Support new businesses opening along the Barrancas Avenue corridor
- Designate Barrancas as a candidate for the Main Street program

### NEIGHBORHOOD DEVELOPMENT

- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding
- Develop unique identity and branding for the Barrancas Avenue corridor

### HOUSING

- Develop mixed-use housing that increases housing choices (building types, rental and homeownership, mixed-income and market-rate)
- Develop multi-family housing according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the neighborhood

### TRANSPORTATION, STREETS, AND PARKING

- Explore curb management plans

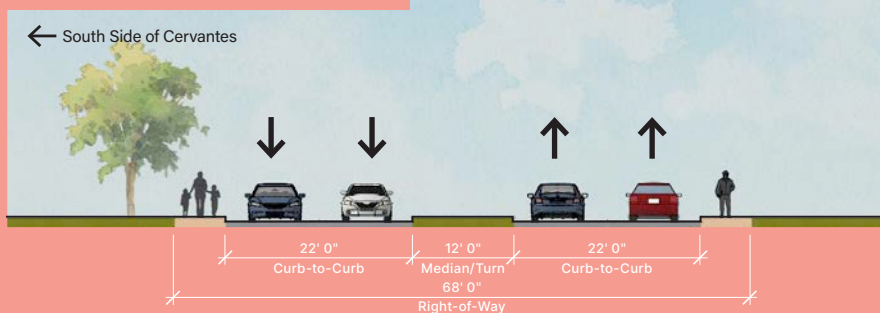
### OPEN SPACE AND COMMUNITY AMENITIES

- Create a multi-use path along the south side of Barrancas Avenue that connects to the SUN Trail and the new park on the American Creosote Works (ACW) site
- Fund and build improvements to community facilities and programs, especially on infill sites along Barrancas Avenue
- Require art and placemaking enhancements in new developments

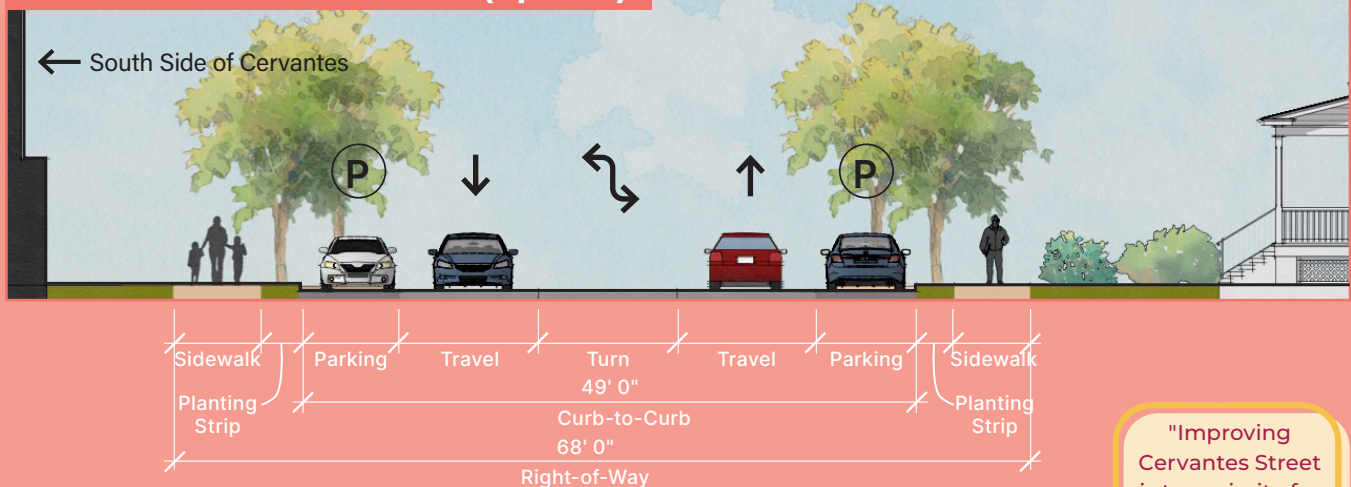
## SPECIAL DEMONSTRATION PROJECT

# CERVANTES STREET CORRIDOR STRATEGY

### Cervantes Street: TODAY



### Cervantes Street: TOMORROW (Option 1)



"Improving Cervantes Street is top priority for Westside"

### About the Special Demonstration Project

There are two parts to the strategy along the Cervantes Street Corridor. Today, Cervantes acts as a divider between the north and south areas of the Westside; additionally, there are many gaps in development along the street. The high visibility of these properties, as well as the fact that Cervantes cuts across the entire city, indicates that these properties will become opportunities for larger mixed-use development in the future.

### Part 1: Making Cervantes Street Safer

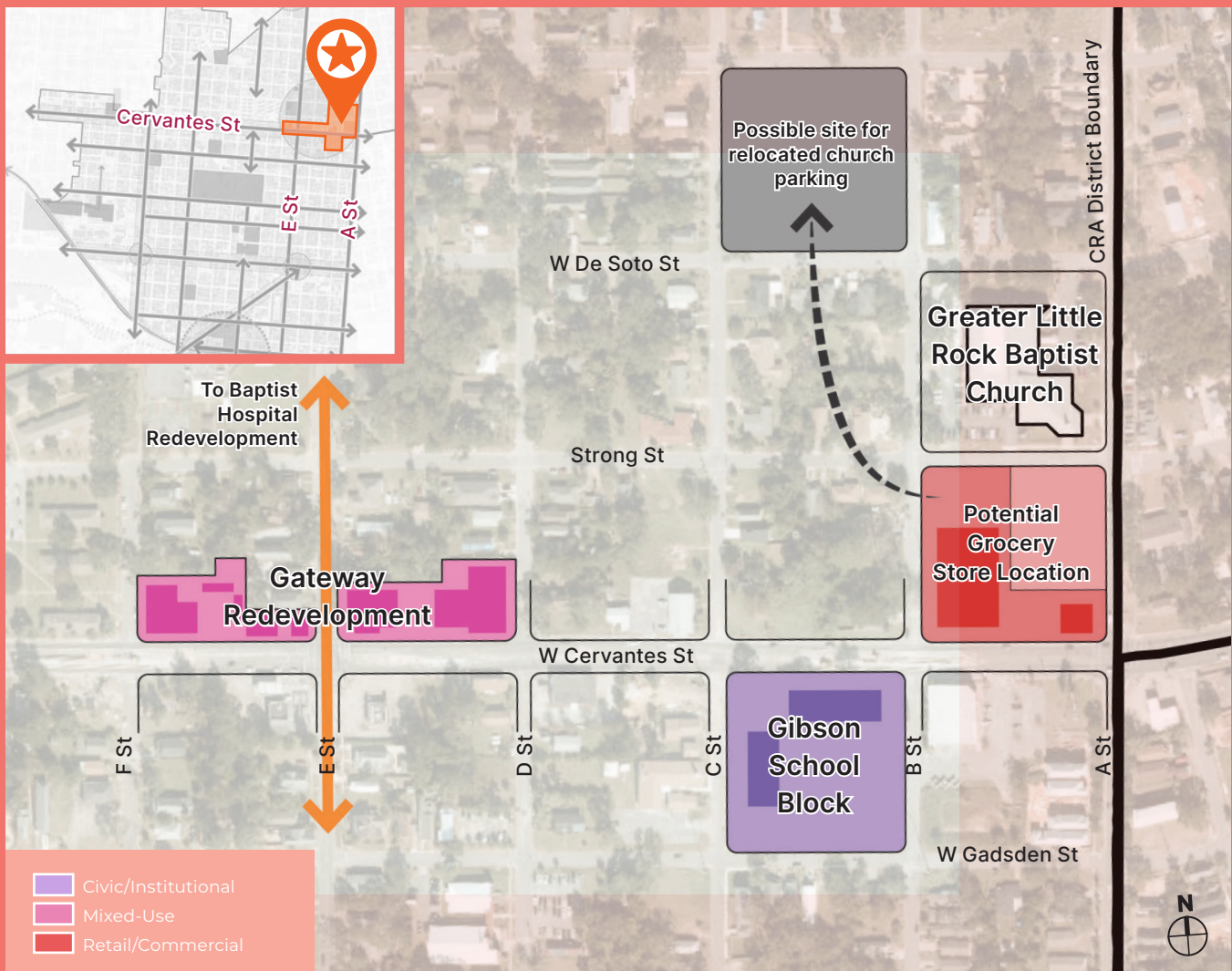
Cervantes Street was identified as a physical barrier in all three CRA Districts - it is difficult to cross and uncomfortable to walk and bike along, dividing neighborhoods north and south of the road.

Making Cervantes safer and less of a barrier could be accomplished in one of two ways. In the first option, the number of moving lanes could be reduced to provide more space

for sidewalks, street trees providing shade, and on-street parking. Crossings would also be improved.

This would require coordination with FDOT and studies to understand the impacts on traffic and delays. In the second option, the lane configuration would remain the same and improvements would be concentrated at intersections to help people cross safely on foot or bicycle.





## Part 2: Developing the Corridor

The more walkable and comfortable Cervantes Street becomes, the more friendly it will be to mixed-use development that invites people to gather and spend time along the corridor. The CRA should pursue a four-part strategy for development:

- 1. Work East-to-West** — the current market conditions are strongest in Westside closest to the Urban Core and Downtown. For this reason, early development should be focused on the eastern edge of Cervantes, closest to A Street. Incremental investment will strengthen the market for projects moving west with time.
- 2. Develop the Gibson School Block** — renovate the historic school building and develop the vacant land surrounding it with business incubation and/or commercial uses.
- 3. Develop a Grocery Store** — acquire the block north of Cervantes Street between A and B Street for the development of an urban grocery store that would serve the Urban Core and Westside neighborhoods. Partner with the School District and Greater Little Rock Baptist Church to explore possible relocations of parking and maintenance facilities.
- 4. Develop a Food Destination around E Street** — the CRA should assemble parcels on the north side of Cervantes Street on either side of E Street. E Street will be an important connector and gateway to the Baptist Hospital redevelopment. This would be an ideal location for spaces for small ethnic food-related businesses (food truck and pop-up festival spaces and small incubator spaces for permanent locations for Latino and Vietnamese restaurants or grocers).



## LEARNING FROM UNCONVENTIONAL COOPERATIVE GROCERY STORE MODELS

### Gem City Market, Dayton, Ohio

Gem City Market is a community- and worker-owned cooperative (co-op) grocery store built from the ground up in West Dayton, Ohio. As a full-service grocer, the Gem City Market offers affordable, quality kitchen staples, including fresh produce and deli, as well as specialty local and organic products. Multiple partners coordinate community health and wellness programs in the community room, teaching kitchen, and small health clinic.

Residents and stakeholders formed a committee to focus on the issue of food access. Through their research, they began a business planning process to determine if and how a cooperative grocery could be feasible in West Dayton. With support from the City and County as well as the University of Dayton's Business Research Group, the committee commissioned a professional market study and administered a market survey. Once they confirmed that a grocery store was feasible, the committee incorporated the cooperative Gem City Market, adapting the bylaws from Apple Street Market in Cincinnati, Ohio. With leadership from Co-op Dayton, the Market's Board and supporters:

- Developed a business plan and financial model
- Negotiated control of a site on lower Salem Avenue
- Launched a capital campaign and membership drive, raising \$6 million to construct the Market and engaging more than 3,000 members prior to opening day
- Mobilized dozens of partnerships across our region
- Coordinated the construction and operations planning process

In 2020 and 2021, the Gem City Market hired its initial staff of member-worker-owners. Equity from all members creates a stronger, more resilient Gem City Market.



Mother Road Food Hall, Tulsa



Coffee n' Arepas Food Truck, Pittsburgh



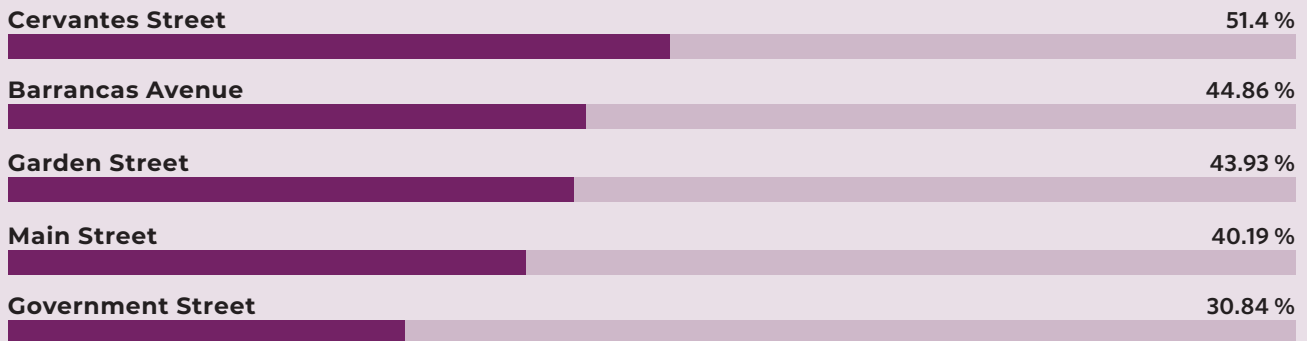
Grandview Public Market, West Palm Beach



Calle Ocho neighborhood in Miami



## Which streets in the Westside CRA District are your top priority or priorities for improvements to pedestrian and bicycle safety and comfort?



\*For full survey results, see Appendix

### Community Feedback

Improving the pedestrian and bicycle experience along Cervantes Street is a top priority for residents. However, residents are also wary that reducing lanes on Cervantes will divert traffic onto neighborhood streets. In the 2007 Westside CRA plan, there was strong support for a Westside Town Center in approximately this location. The development of destination retail around E Street responds to that community vision.

### Implementation & Next Steps

The City and CRA should continue to gauge public support for a road diet on Cervantes Street and work with FDOT to evaluate the traffic impacts. The CRA should earmark the available CDBG funding to advance commercial development in the five blocks of Cervantes Street between A and F streets.

"A road diet on West Cervantes is needed"

"Cervantes Street is speedway for cars"

"Fix the inability to cross Cervantes Street"

## RELATED POLICY RECOMMENDATIONS

### LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Build protections into the LDC and UDO to prevent commercial uses from encroaching into residential neighborhoods (such as inclined planes and additional setbacks or buffers)
- Upzone for higher-density multifamily residential

### ECONOMIC DEVELOPMENT

- Focus the CIP toward the Cervantes Street corridor to support adaptive reuse and improvements to commercial buildings along the corridor
- Support new businesses opening along the Cervantes Street corridor
- Support small businesses in both temporary and move-up permanent space
- Designate Cervantes as a candidate for the Main Street program
- Support infill development along Cervantes Street

### NEIGHBORHOOD DEVELOPMENT

- Partner with Escambia County on investments that extend beyond the City boundary, such as in the Historic Brownsville neighborhood
- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding
- Develop unique identity and branding for the Cervantes Street corridor

### HOUSING

- Develop mixed-use housing that increases housing choices (building types, rental and homeownership, mixed-income and market-rate)
- Develop multi-family housing according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the neighborhood

### TRANSPORTATION, STREETS, AND PARKING

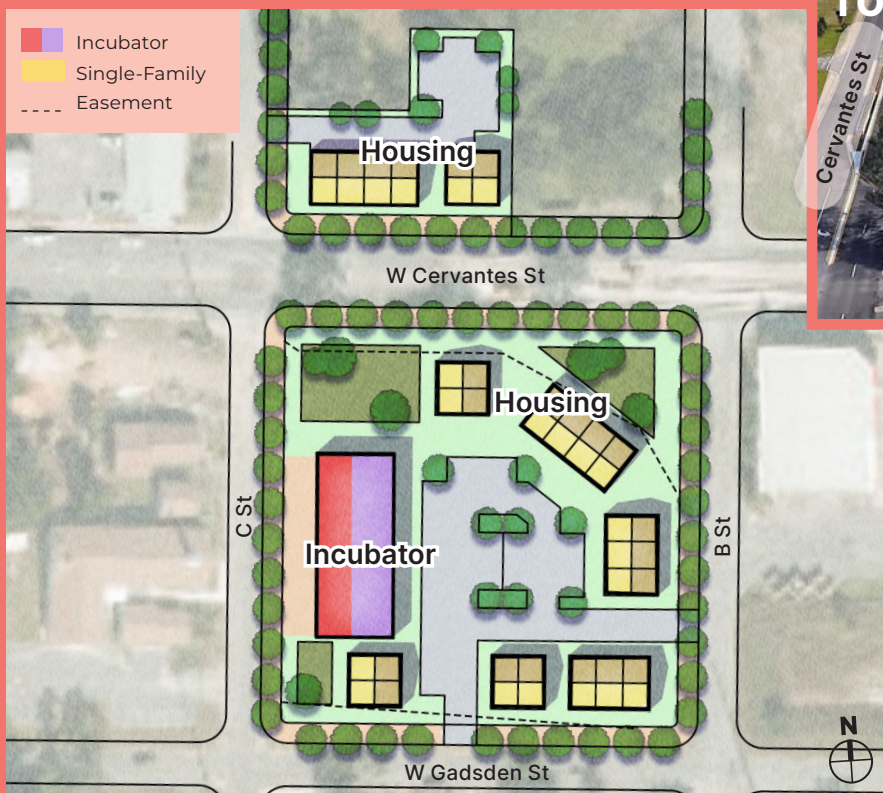
- Explore curb management plans
- Underground utilities
- Explore the impacts of reducing lanes of traffic on Cervantes Street west of A Street

### OPEN SPACE AND COMMUNITY AMENITIES

- Require art and placemaking enhancements in new developments

**SPECIAL DEMONSTRATION PROJECT**

# GIBSON SCHOOL SITE REDEVELOPMENT

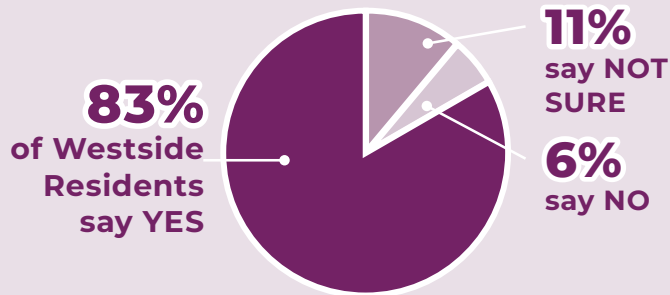


"Remodel the school building for other uses"

"Any housing in this area should be affordable"



**Do you think the historic John A. Gibson School is an important cultural landmark in the Westside that should be preserved and reused?**



\*For full survey results, see Appendix

"A mix of housing and incubator space at the Gibson site would be great"

### About the Special Demonstration Project

The historic John A. Gibson School building currently sits vacant on the corner of C Street and Cervantes Street. The community identified the site as an important cultural landmark. The site is in public ownership (Escambia County Public School District), making it good candidate for adding housing and economic development to the district.

The historic portion of the school building could be adaptively reused and converted for new uses. One alternative would be to convert the historic portion of the building into multifamily apartments. A second alternative would be to create a business incubator or co-working space.

Non-historic portions of the building and site should be demolished, creating space for infill housing development, facing Cervantes, B, and Gadsden Streets.

### Community Feedback

Community members responded positively to the concept of reusing the Gibson School building. Residents mentioned that housing on or near this site should be a priority in the future. Residents also desire a fresh foods grocery store in Westside. This has been considered north of Cervantes Street between A and B Streets.

### Implementation & Next Steps

The CRA should perform due diligence for the historic Gibson School building and site to determine the viability and costs of a development.

"Focus on affordable housing for the community in this area"

## RELATED POLICY RECOMMENDATIONS

### LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Use CDBG funding to acquire land for commercial development
- Build protections into the LDC and UDO to prevent commercial uses from encroaching into residential neighborhoods (such as inclined planes and additional setbacks or buffers)
- Upzone for higher-density multifamily residential

### ECONOMIC DEVELOPMENT

- Support small businesses in both temporary and move-up permanent space
- Continue to build a relationship with the Escambia County School District

### NEIGHBORHOOD DEVELOPMENT

- Pursue grants for neighborhood capacity building, and update to the neighborhood plan, and additional neighborhood identity, placemaking, and branding
- Offer incentives and support projects that celebrate cultural destinations and preserve historic buildings, like the Gibson School building

### HOUSING

- Develop new infill housing that increases housing choices (building types, rental and 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

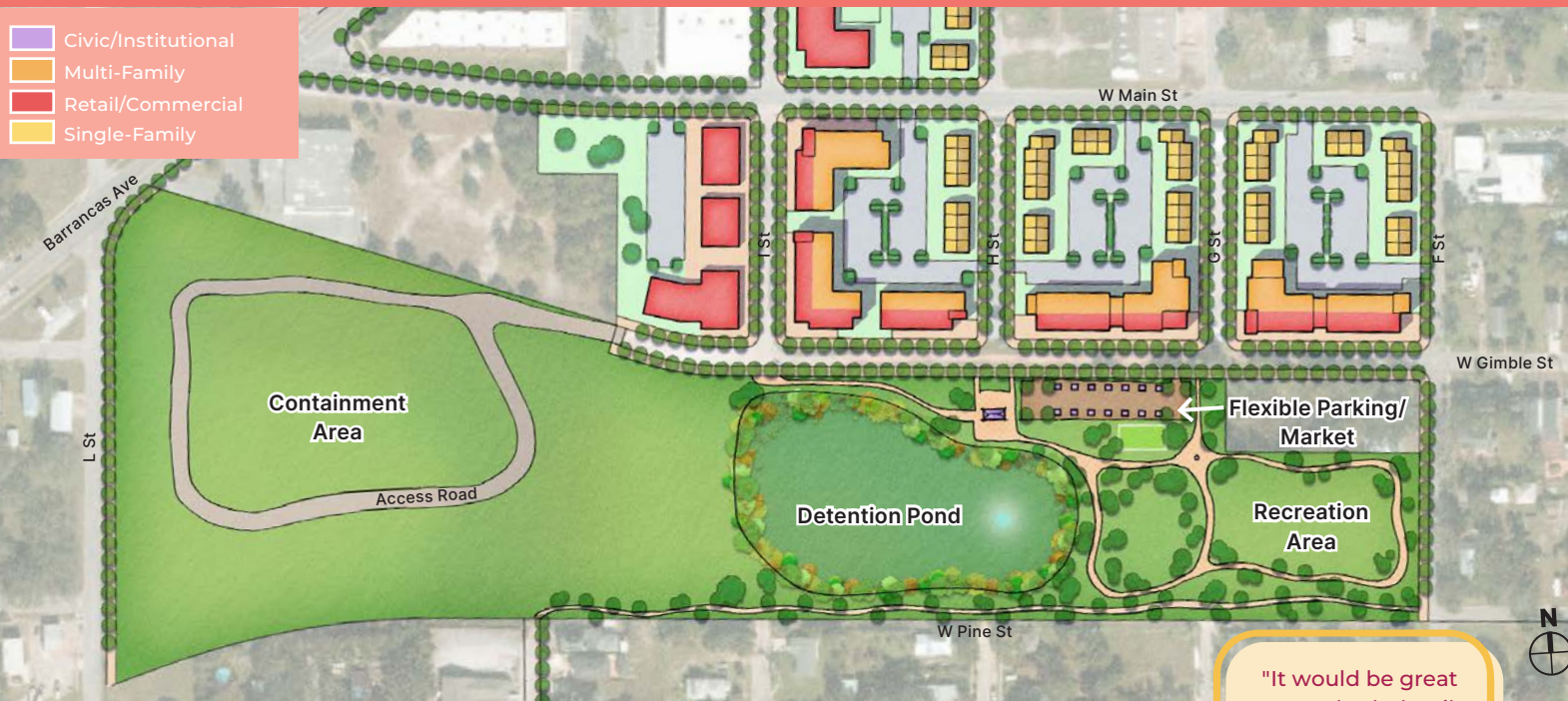
- Design gateways and branded streetscape for the Cervantes Street corridor
- Underground utilities

### OPEN SPACE AND COMMUNITY AMENITIES

- Require art and placemaking enhancements in new developments

## SPECIAL DEMONSTRATION PROJECT

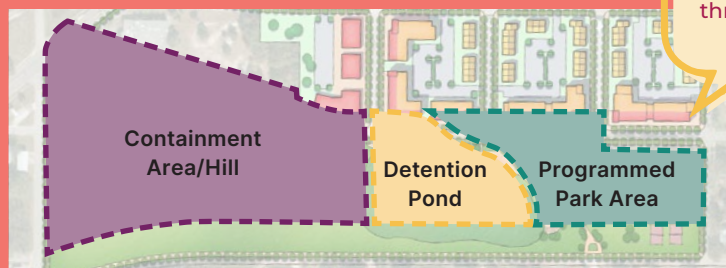
# AMERICAN CREOSOTE WORKS (ACW) SUPERFUND SITE REDEVELOPMENT



### About the Special Demonstration Project

The ACW site is a now-inactive wood-treating facility, which was in operation from 1902 to 1981.

In the Fall of 2022, the Environmental Protection Agency studied options for remediation. A mounded hill is required to cap the contaminated area, and a dry detention pond will capture and treat runoff from the site. On the western two-thirds of the site, there are limitations on what can be built. However, the east side of the site is flat and is open for community uses. The Sanders Beach neighborhood has



been collecting community input and developing a vision for a park on this usable portion of the site. The park will serve as primarily a passive park with walking trails, natural plants and tree canopy, benches, and space for temporary markets or community gatherings. Additionally, Pine Street should be transformed as a multi-use path for

pedestrians and bicyclists, as part of the SUN Trail and Bluffline route.

Over time as the Barrancas corridor develops and the ACW site has been remediated, the lumberyard north of Gimble Street may no longer be the highest and best use for that location. If the lumberyard were to relocate,



### Pine Street: TODAY



"Incorporate SUN Trail on Pine Street"

### SUN Trail: TOMORROW



the railroad tracks could be removed from D Street to Barrancas Avenue. The land between Gimble Street and Barrancas Avenue could be developed as mixed-use and multi-family residential housing, offering housing in an emerging neighborhood adjacent to the new park.

#### Community Feedback

In addition to the CRA Plan Update workshop in October, the CRA also held a meeting specifically for the Sanders Beach Neighborhood to provide input on the design of the park. The neighborhood clarified their vision and priorities, which helped guide the early visioning of the park space and amenities.

#### Implementation & Next Steps

The EPA remediation process will have a long implementation schedule, and public amenities can only be built after remediation and staging are complete for each area. The City and CRA should engage a landscape architect to work with the neighborhood and surrounding communities to refine the park plan, once the EPA has an updated understanding of the land area available.

"We need more green spaces and shaded areas"

## SANDERS BEACH NEIGHBORHOOD PARK VISIONS

- Trees and natural habitat
- Extensive, connected walking paths with shade, places to sit, natural planting, gardens, and water features
- A pop-up area for markets, festivals, and music events
- Stormwater that addresses the on-site needs as well as helps prevent flooding in the neighborhood
- Flexible outdoor activity space for disc golf or other passive recreation
- Educational & interpretive signage about the history of the site and its clean-up and remediation
- An amphitheater (if it is possible to bench it into the grade of the hill)
- A multi-use path along the Pine Street alignment south of the site (no vehicular access)

## RELATED POLICY RECOMMENDATIONS

### LAND USE, ZONING, AND SPECIAL DISTRICTS

- Develop Design and Form Standards for all projects receiving CRA funding
- Upzone for higher-density multifamily residential

### ECONOMIC DEVELOPMENT

- Advocate for business support to be focused in the new district near ACW site

### NEIGHBORHOOD DEVELOPMENT

- Develop unique identity and branding for the new park and development blocks to the north of the ACW site

### HOUSING

- Develop mixed-use housing that increases housing choices (building types, rental and homeownership, mixed-income and market-rate)
- Ensure authentic community engagement and public participation opportunities
- Break down large-scale redevelopment projects into walkable block sizes with public streets
- Develop multi-family housing according to New Urbanist design principles with high-quality multi-family or townhouses development offer new housing options in the neighborhood

### TRANSPORTATION, STREETS, AND PARKING

- Promote low-impact design standards to increase landscaping opportunities and provide stormwater mitigation where necessary

### OPEN SPACE AND COMMUNITY AMENITIES

- Develop a flexible space in the park for pop-up markets, festivals, and music events
- Extend a branch of the SUN Trail along the southern edge of the new park, along the Pine Street alignment. Connect this trail to the proposed multi-use path along the southern edge of Barrancas Avenue
- Require art and placemaking enhancements in new developments
- Remove rail from Main Street and replace with multi-use trail

# LAND USE, ZONING, AND SPECIAL DISTRICTS



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

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

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

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



## RECOMMENDATIONS

### 1. Design and Form Standards for CRA-Funded Projects

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

### 2. Adjacent Use Considerations

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

### 3. Upzoning for Higher Density Housing and Mixed-Use

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

### 4. Minimum Lot Sizes

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



Examples of neighborhood-scale adaptive reuse

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## OVERVIEW OF REGULATORY AND NON-REGULATORY STANDARDS

### ADDITIONAL DESIGN & FORM STANDARDS FOR CRA-FUNDED PROJECTS

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

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

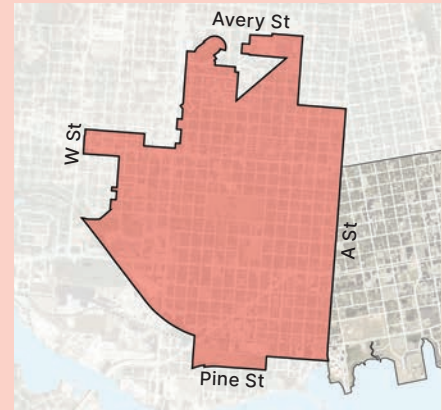
### URBAN DESIGN OVERLAY DISTRICT (CRAUDOD)

#### What it Currently Covers

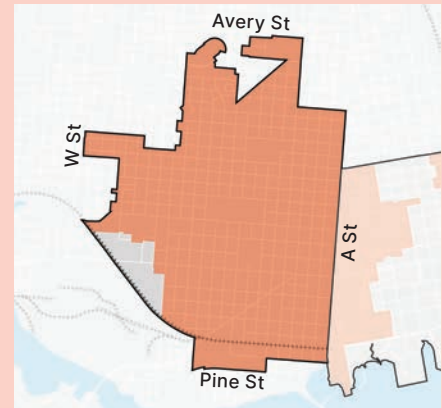
- New construction only
- Maximum building height
- Minimum floor-to-floor heights
- Roof pitches
- Frontages percentages, facade types, and entrance locations
- Facade composition standards
- Location and screening of service and mechanical equipment
- Setbacks (in particular ensuring they respond to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

#### Additions to the CRAUDOD that Would Further Improve Urban Form:

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

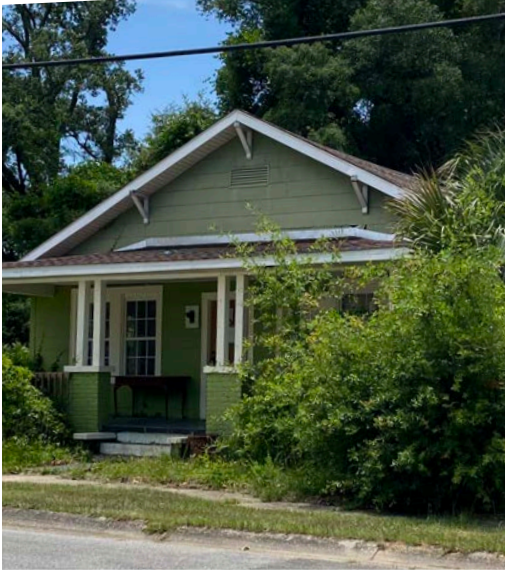


Map of the Westside CRA District



Map of the Urban Design Overlay District in the Westside





Examples of the existing residential character

## 5. Adaptive Reuse

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

## 6. Protect Residential Character

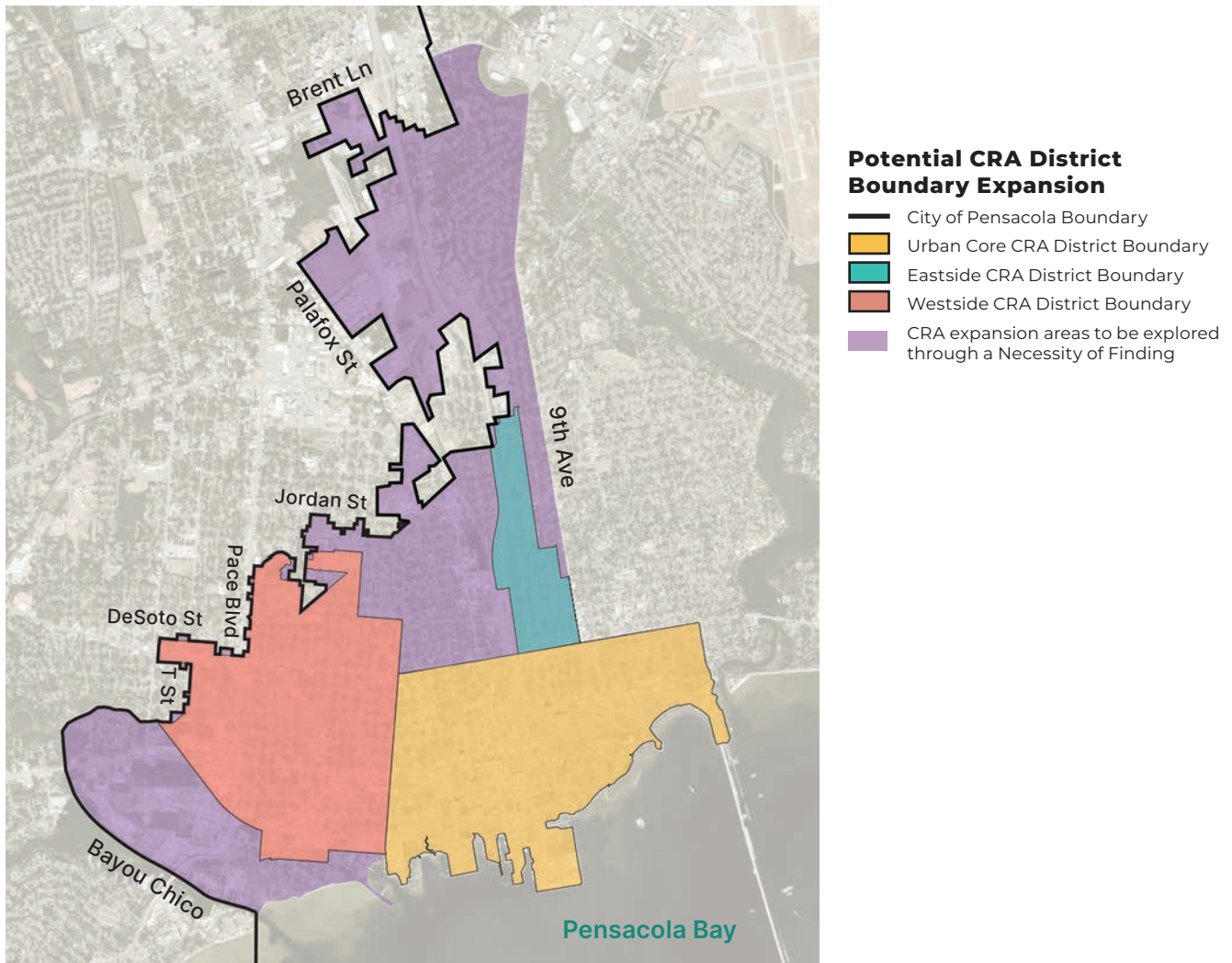
In areas that are primarily residential, support the preservation and protection of residential character.

## 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.

## SPECIAL DISTRICTS & UDOD

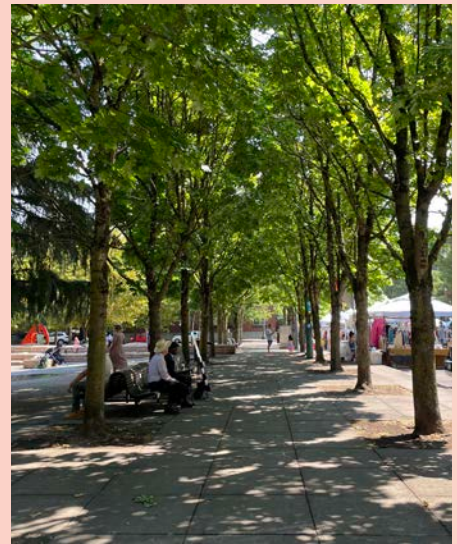
Where guidance and standards are provided on architectural scale, options should be provided to allow flexibility to meet the intent of the standards through comparable or similar design strategies and materials. The focus should be on building and parking siting, simple massing, appropriate scale, facade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



## 8. CRA Boundary Expansion

The Westside CRA has a fairly large boundary. However, it excludes an isolated area to the south and west that is still within the city boundary. The recommendation would be for the CRA to conduct a Necessity of Finding to understand the feasibility of expanding the Westside CRA Boundary south and west to match the city boundary. An expanded boundary would generate additional TIF revenue from substantial commercial and industrial uses, providing for more potential investment in the Westside District. The CRA should conduct a Necessity of Finding to explore potential boundary expansions for all of the CRA Districts and engage the community in the process to determine which areas should be expanded, depending on compliance with the statute and demographic analysis. The boundary shown is a prospective boundary that may be modified with further data analysis and community input.





Aleksandr Vorobev



Fly View Productions

## DESIGNING FOR SAFETY AND COMFORT

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

### HUMAN PRESENCE

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

### CONGENIALITY

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

### HUMANE PROTECTION

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

### VISIBILITY, LIGHT, AND OPENNESS

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

### ORDER

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

### CONNECTIONS

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

### LEGIBILITY

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

# ECONOMIC DEVELOPMENT

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

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

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

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



Mikael Blomkvist



Alvarez



## RECOMMENDATIONS

### 1. Commercial Property Improvement Program (CPIP)

- Continue to administer the CPIP program and expand the program as funding becomes available to invest in commercial properties.
- Prioritize the Barrancas Avenue, Cervantes Street, and Garden Street corridors to reinforce neighborhood commercial centers.

### 2. Neighborhood Commercial Nodes

- Support the development of small neighborhood-scale retail nodes through the construction of single-story retail buildings or the conversion of houses into small-scale restaurants and shops. Neighborhood commercial should be located along higher visibility/traffic corridors, or at nodes that have historically had commercial uses. Some of these areas include along Cervantes Street, Pace Street, Garden Street, and Barrancas Avenue.
- Prioritize these nodes for the Commercial Property Improvement Program (CPIP).
- Ensure that neighborhood nodes are not zones for multi-story or vertical mixed-use buildings that would disrupt the scale and character of the neighborhood.

### 3. Incentivizing Neighborhood Commercial and Community Services

- Acquire land to RFP for development and/or support City Economic Development recruitment of uses desired or needed by the community (post office, banks, fresh food options, etc.).
- Provide financial incentives to cover gaps for uses that may not be market viable but are important to the community.
- Identify strategic properties to acquire and assemble, and adaptively reuse vacant commercial structures.

### 4. Business Support

Advocate for business support to be focused along Cervantes Street and in the new district emerging along Barrancas Avenue.



Joe Patti's has sold fresh seafood to the community for decades



Westside businesses are thriving gathering places for the community



Example of re-purposing historic buildings for commercial use

## 5. Strategic Development Support and Incentives

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

## 6. Workforce Development & Skills Training

- Partner with local organizations that coordinate workforce training opportunities and support for entrepreneurs and small businesses.
- Connect these opportunities and programs to places neighborhood residents already frequent (community centers, libraries, etc.).
- Ensure that neighborhood organizations and residents are aware of job and business opportunities that arise from investment coming into the neighborhood.
- Engage these providers in partnership at the Baptist Hospital Redevelopment.

## 7. Main Street Program

- Designate areas in the Westside for the Main Street Program: Cervantes Street, Barrancas Avenue, and Garden Street.
- Match these designations with traffic calming and investments in making the streets more walkable, safe, and comfortable for pedestrians.

## 8. Relationship with Escambia County School District

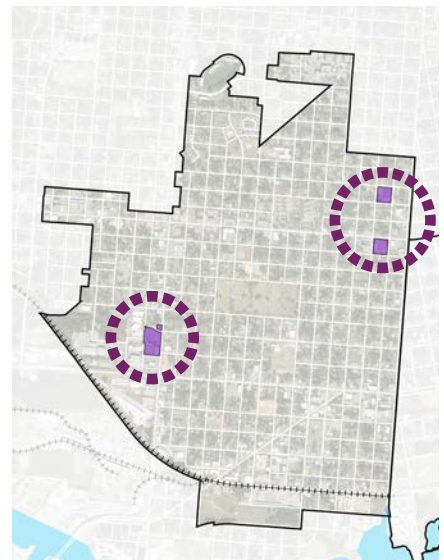
- Continue to build a relationship between the Escambia County School District and the CRA.
- Provide constructive input into planning for future school sites and the redevelopment of any surplus school district-owned property.

## 9. Partnership with Escambia County

Work with Escambia County to execute joint projects, such as streetscape improvements and urban design guidelines for the Brownsville neighborhood and coordination with on-going or completed plans (the Brownsville Redevelopment Plan, Barrancas Redevelopment Plan, Englewood CRA plan).



Comparing costs versus benefits is an important tool to analyze effectiveness



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





Main Street America

Union Bulletin, Downtown Walla Walla

## LEARNING FROM MAIN STREET AMERICA

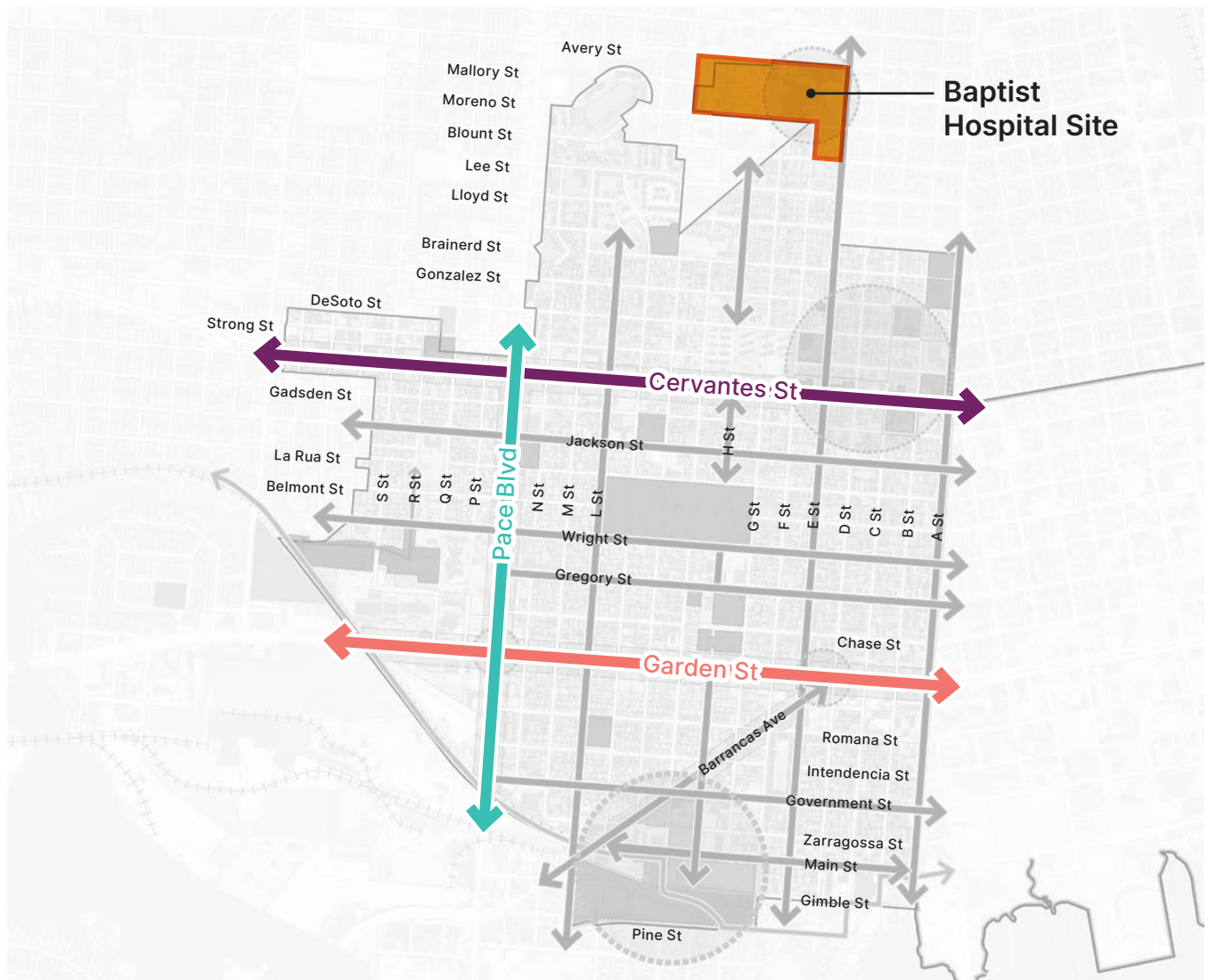
Main Street America leads a collaborative movement with partners and grassroots leaders that advances shared prosperity, creates resilient economies, and improves quality of life through place-based economic development and community preservation in downtowns and neighborhood commercial districts across the country.

For more than 40 years, Main Street America has helped to build economic power in downtowns and neighborhood commercial districts – since 1980, Main Street America has helped to generate over \$107.62 billion in local reinvestment,

rehab 335,675 buildings, create 782,059 new jobs, and start 175,323 new businesses in over 2,000 communities.

The Main Street America Community Evaluation Framework outlines what it means to be a highly successful Main Street program and sets a path for growth and development. Developed by Main Street America in close partnership with Coordinating Partners through an extensive multi-year evaluation and revision process, the current community evaluation framework, assessment process, and standards for evaluation launched in early 2024.

Main Street America designation is a powerful advocacy tool, signaling to local stakeholders, as well as city, state, and national funders, that a Main Street program has an established position within a nationwide movement that has a 45-year proven track record of generating impressive economic returns, building local capacity, creating welcoming and inviting communities, and creating lasting impact.



## 10. Cervantes Street Infill West of F Street

- After the completion of the Cervantes Street Corridor strategy (between F and A Streets), the CRA should continue to pursue and support infill development to the west of F Street.
- Projects may focus on expanding retail offerings and adaptive reuse of valuable buildings.

## 11. Pace Boulevard Development Opportunities

Development along Pace Boulevard will continue to respond to the roadway's character. Fast-moving traffic and poor pedestrian conditions will perpetuate suburban development patterns. Long-term improvements to the right-of-way are recommended to facilitate walking and biking connections across the boulevard and a comfortable pedestrian environment along the street.

Pace Boulevard will be undergoing a limited study to explore creating a safe, connected, and visually appealing corridor. The study will make recommendations for a handful of mid-block crossings and intersections.



Recommendations from this study should be implemented to make Pace Boulevard more comfortable and safe for pedestrians and bicyclists. Following physical improvements to the right-of-way, more urban development along the corridor (smaller setbacks, parking located in the rear of buildings, front entrances facing the street, etc.) should be a priority. The development of the Pace Boulevard corridor will likely follow later in the development timeline, given the market and existing roadway conditions.

## 12. Garden Street Development

The focus of development along the Garden Street corridor will likely begin at the intersection with Barrancas Avenue, where a highly-visible commercial node already exists, with intersection improvements and CRA-guided infill development. The economic impact of that investment will likely ripple out to the west in later phases.

- Fund development that respects the scale and character of Garden Street;
- Guide developers through a design review process to adaptively reuse houses and small structures to minimize the impact of commercial uses;
- Ensure that parking, noise, trash, and other negative impacts on the residential neighborhoods are minimized.

## 13. Baptist Hospital Redevelopment

- Conduct a national search for a mixed-income, mixed-use, visionary developer who will coordinate a holistic redevelopment that incorporates health, education, and well-being in addition to residential and commercial development.
- Lay out and execute a robust and authentic community engagement process to involve the surrounding neighborhoods and city-wide stakeholders in the redevelopment process.
- Form partnerships with education and health organizations that could serve as anchors for the redevelopment.
- Work with Escambia County to pursue the annexation of blocks located north of Avery Street and blocks west of E Street to Pace Boulevard.



Pace Boulevard



The former Baptist Hospital site today

# NEIGHBORHOOD DEVELOPMENT

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

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

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

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



Ella L. Jordan African American History Museum



Paver patterns help create unique identities in different neighborhoods



## RECOMMENDATIONS

### 1. Neighborhood Capacity Building

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

### 2. Develop Neighborhood-Specific Plans

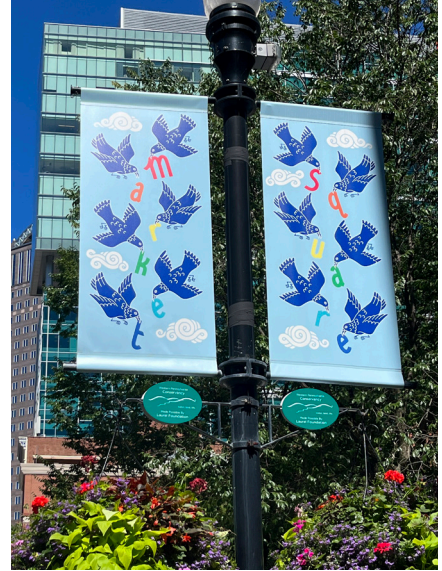
Fund and support the development of neighborhood plans that define projects and activities that are most important to the neighborhood. The CRA and City should define the topics appropriate for neighborhood plans (such as increases in density, locations for mixed-use, lot sizes, and considerations about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

### 3. Neighborhood Identify & Wayfinding Building

- Fund efforts to support neighborhoods in developing unique identity, branding, and wayfinding for individual neighborhoods, areas of cultural significance, and special districts. These efforts can be used to reinforce sense of place and distinguish neighborhoods and special districts from one another.
- Fund the installation of branded neighborhood gateway signs, banners, and other placemaking elements.
- Rather than marking and defining the edges of CRA districts, placemaking signage should be used to indicate centers and places people gravitate toward. Identity signage should focus on the Barrancas Corridor, Cervantes Street between F and A Streets, and Historic Brownsville.

### 4. Revitalize Cultural Landmarks & Historic Buildings

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



Signage based on local destinations



Public art establishes a theme

## 5. 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.

## 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.



Brett Sayles

### LEARNING FROM SAFE COMMUNITIES

#### BUILDING RELATIONSHIPS

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

#### TRANSPARENCY

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

#### PROACTIVELY SOLVING PROBLEMS

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

#### EMBEDDING COMMUNITY ENGAGEMENT

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

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

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



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# HOUSING

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

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

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

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



RDNE



## RECOMMENDATIONS

### 1. Residential Property Improvement Project (RPIP)

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

### 2. Demolition and Reconstruction Funding Program

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

### 3. CRA-Led Infill Development

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

### 4. Partnership with Community Land Trusts for Infill Development

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

### 5. Pre-Approved Building Plans

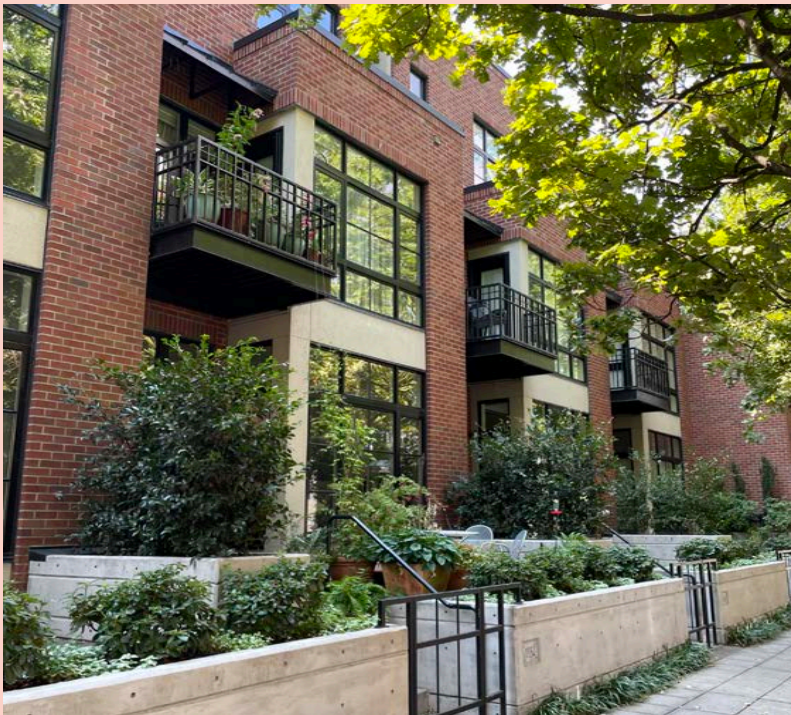
Continue to develop a selection of pre-approved building plans, especially for narrow 30-foot infill lots, and establish a program where potential homebuyers can apply to use these plans. Partnering with a local builder experienced in this building type should be explored to help implement this program.



Example of newer infill housing



Examples of narrow housing types can be found throughout Pensacola



Andres



## LEARNING FROM GREAT NEIGHBORHOODS

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

### BUILDINGS FRONT PUBLIC AREAS

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

### ACCESS

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

### NEIGHBORHOOD-SCALE STREETS & BLOCKS

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

### FRONTS AND BACKS

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

### PERIMETER FRONTAGE

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

### DIVERSE BUILDING TYPES

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

### MIXED-INCOME

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

### HUMAN-SCALE BUILDING ELEMENTS

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

### ACCESSIBLE AMENITIES

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

### QUALITY MATERIALS

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



## 6. First-Time Homebuyers

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

## 7. Affordable Housing Incentive

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

## 8. Small-Scale Affordable Housing Rental Program

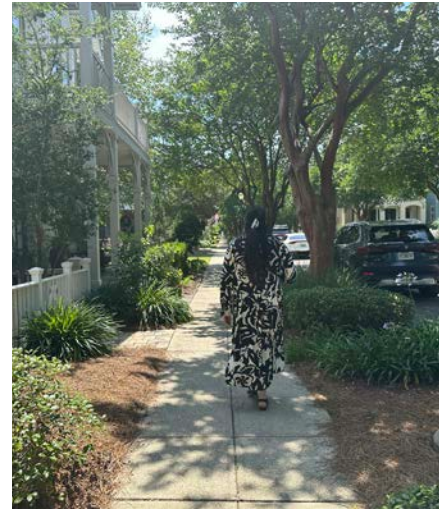
Create an incentive program to create and preserve affordable missing middle rental housing. The CRA is restructuring the TIF Rebate Incentive program to offer greater flexibility and effectiveness in supporting redevelopment within the city's redevelopment areas. The updated program is designed to be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

## 9. Large Scale Redevelopment Projects

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

## 10. Quality Multifamily Development

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



Example of a walkable neighborhood street

# TRANSPORTATION, STREETS, AND PARKING

## OVERVIEW

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

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

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

Transportation equity is an integral part of the evaluation and prioritization of projects and runs across all the goals.

The recommendations detailed in this section were shaped by community feedback and build on efforts undertaken by the CRA in previous plans, the City of Pensacola, and the Westside community. Specifically, these recommendations are aligned with the Active Transportation Plan (ATP) adopted by the City in August 2023 and the Westside Community Redevelopment Area Plan adopted by the City in 2007.

In the Westside, transportation strategies are focused on establishing a neighborhood identity, supporting a multimodal transportation network, and improving the safety and comfort of W Cervantes Street, Barrancas Avenue, and key intersections along N Pace Boulevard and A Street.

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### 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.

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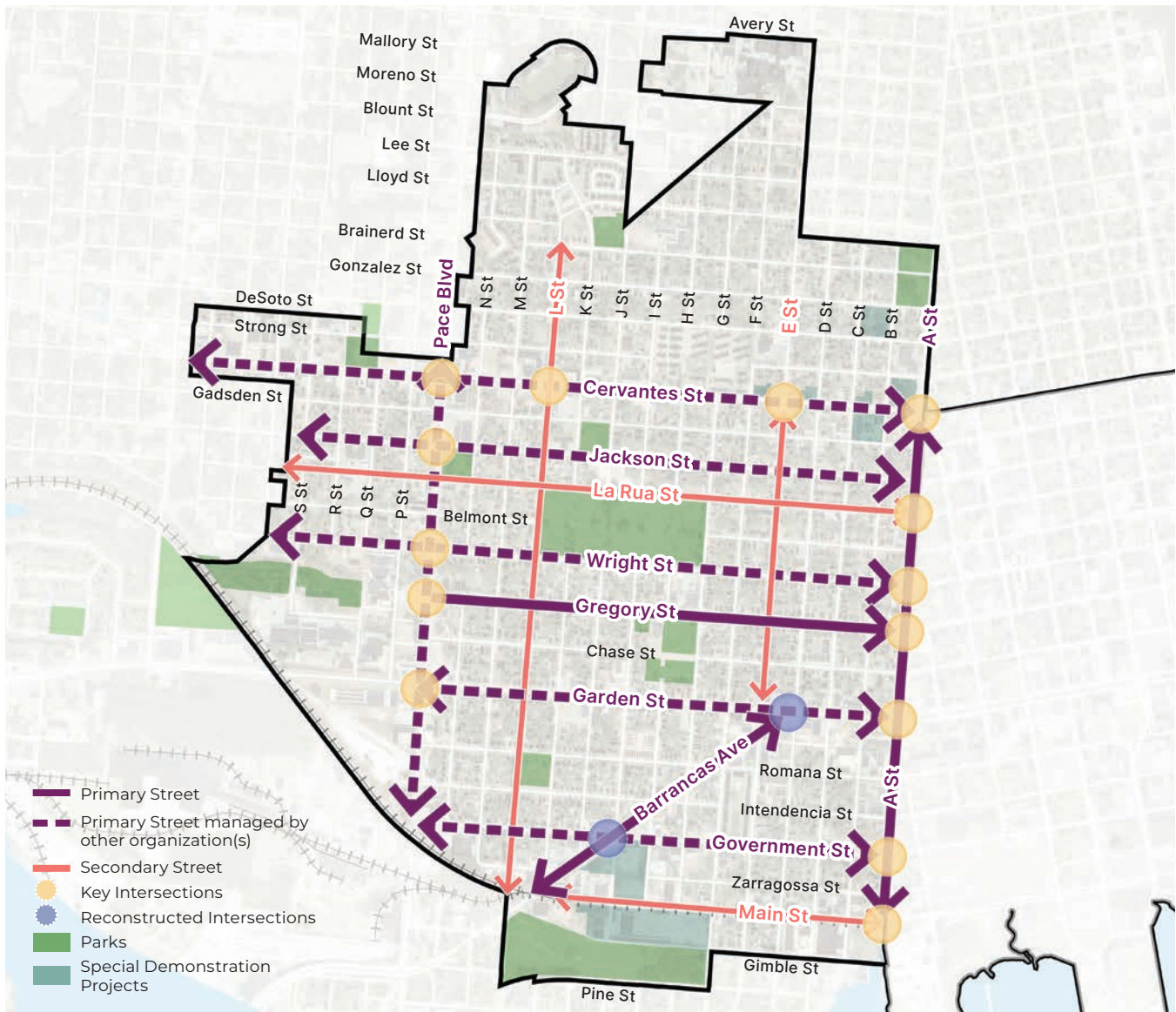
### WESTSIDE COMMUNITY REDEVELOPMENT AREA PLAN – 2007

Although adopted nearly two decades ago, the Westside Community Redevelopment Area Plan made a variety of recommendations for corridors that are still relevant today, including:

- Pace Boulevard
- Garden Street
- Barrancas Avenue
- W Cervantes Street

Projects in the 2007 plan generally focused on traffic calming, intersection and streetscape improvements, and overall connectivity.





Westside Streets

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

Not all recommendations listed are able to be directly undertaken by the CRA, there are various roles for the CRA to play in the implementation of these projects. Some of these roles are further defined in the implementation section of this plan. Recommendations which require the CRA to play more of an advocate role are provided sep-

arately as these may be broader and more general and scope or simply not within the CRA's purview yet were identified as a need from community members throughout the engagement process of this plan update.

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

## RECOMMENDATIONS

### 1. Curb Management Study

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

### 2. Low-Impact Design Standards

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

### 3. Undergrounding Utilities

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

### 4. Partnerships

Continue and strengthen partnerships with the Florida-Alabama Transportation Planning Organization (FL-AL TPO), the Florida Department of Transportation (FDOT), the Emerald Coast Regional Council (ECRC), and Escambia County Area Transit (ECAT) to integrate CRA projects into the transportation planning process. Additionally, CRA should continue to work on providing project lists to be integrated into the Transportation Improvement Plan (TIP) and Long Range Transportation Plan (LRTP) for the region.

### 5. Connecting Disadvantaged Communities

Partner with the City to fund and advocate for development of wider micromobility policies and plans that focus on supporting disadvantaged communities.

### 6. Data Collection

Assist other organizations with collecting data to support implementation of projects. For example, hosting "walking audits" with community residents to document needs related to maintenance, safety, and crossings.

### 7. Pedestrian & Bicycle Facilities Design Guidelines

Work with the City to review and update city policies and standards for pedestrian and bicycle facilities to adopt design guidelines that are aligned with best practices and state-of-the-art systems.

### 8. Transit First and Last-Mile Experience

Work with the City and local developers to implement transportation infrastructure projects for pedestrian, bicycle, and micromobility services and facilities that improve transit's "first and last-mile" experience.



Creating standards for pedestrian and bicycle facilities can make a huge impact on increasing safety

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## THE CHALLENGE

There are several challenges in the Westside voiced by community residents. These challenges are also a common occurrence in other districts. These include:

- Intersections that are unsafe for bike/ped crossing
- Speeding vehicles
- Lack of maintenance on existing pedestrian flashing crosswalk lights
- Lack of pedestrian crosswalks
- Lack of maintenance on existing sidewalks
- Lack of sidewalks
- Lack of protected space or roadways that accommodate pedestrians and bicycles and connect them across all districts and neighborhoods
- Lack of places to walk to i.e., restaurants or stores (Westside)
- Flooding issues are a big challenge
- Vehicle dominated streets make pedestrians and bicyclist feel unsafe
- Roadways that are the most unsafe or are barriers in districts are State roads





## LEARNING FROM GREAT STREETS

### CURB MANAGEMENT

A plan that manages the space between the curb and travel lanes can provide a wide range of benefits when considered in combination with access management (or curb cuts/driveways). It is also a way to claim back space that can be used for amenities such as micromobility, parklets, enhanced transit stops or an extension of the pedestrian zone and in commercial areas can also provide for loading zones. The CRA should partner with the city to fund such a study in key corridors like A Street, Garden Street, and Government Street.

### ACCESS MANAGEMENT

Removing redundant access to properties along busy corridors can provide other opportunities within the right-of-way such as continuous sidewalks or streetscape improvements. By reducing the number of interruptions and conflict points for pedestrians and vehicles, accessibility and mobility are increased and safety is improved for all users.

### LANE RE-PURPOSING

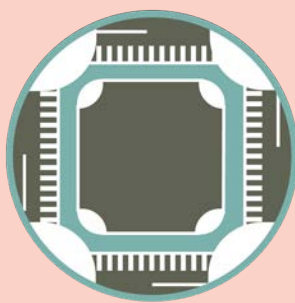
Removing unnecessary driveways improves safety by minimizing car turning movements and consequently, provides the opportunity for removal of left-turn lanes to allow for pedestrian mid-block crossings instead where applicable and/or for the addition of such streetscape improvements as medians in place of the left-turn lane.







**REDUCE SPEED LIMITS**



**ENHANCED INTERSECTIONS**



**CROSSWALK DENSITY**



**NEW & ENHANCED BIKE LANES**



**NEW & ENHANCED SIDEWALKS**



**TRAFFIC CALMING**



**ACCESS MANAGEMENT**



**WAYFINDING**

## COUNTERMEASURES

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

### REDUCE SPEED LIMITS

Setting speed limits that are appropriate for the surrounding environment helps enhance safety and further street design concepts that prioritize pedestrians and cyclists. CRA may provide funding support for target speed studies to help develop a plan to set appropriate speed limits based on context and safety concerns.

### ENHANCED INTERSECTIONS

Enhanced intersections help to delineate pedestrian and bicycle movements by slowing traffic and providing shorter crossing distances. Improvements can include corner islands, curb extensions, pavers, and even painted designs to bring attention to the space.

### CROSSWALK DENSITY

Increasing the number and frequency of crosswalks to the network maximizes connectivity for pedestrians and improves safety by providing multiple designated, marked crossing locations. CRA can help provide the City with a prioritized list of intersections where new or improved crosswalks are needed.

### NEW & ENHANCED BIKE LANES

Separating bike lanes with physical barriers, adding pavement markings, and incorporating signage helps to reduce crashes and slow car speeds.

### NEW & ENHANCED SIDEWALKS

Completing the sidewalk network by adding or widening sidewalks is essential to the safety and comfort of pedestrians.

This will also help to fill gaps in facilities and infrastructure that accommodates users of all abilities.

### TRAFFIC CALMING

Installing traffic calming features can reduce crashes by slowing traffic and reducing points of conflicts. Improvements can include mini traffic circles which use paint and soft hit posts to replace 4-way stops, roundabouts, or chicanes.

### ACCESS MANAGEMENT

Removing redundant driveways creates continuous predictable zones for pedestrians, bicyclists, and vehicles, thereby increasing the safety of all users. Improvements can go beyond closing or modifying driveways and include creating other curb management amenities, such as bicycle parking, parklets, or landscaping areas.

### WAYFINDING MEASURES

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



Providing great spaces for pedestrians encourages people to walk instead of drive, alleviating traffic congestion

## 9. Bus Shelter Improvements

Coordinate with ECAT to support bus shelter improvements along main transit lines.

## 10. 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.

## 11. Intersection and Sidewalk Improvements

The CRA should advocate for and consider funding further analysis for safety improvements that prioritize key intersections along priority corridors such as:

- N A Street at W Cervantes Street, W Wright Street, W Gregory Street, W Garden Street, and W Government Street;
- N Pace Blvd at W Garden Street, W Gregory Street, W Wright Street, W Jackson Street, and W Cervantes Street.

These improvements help to prioritize pedestrian and cyclist connectivity without the need for a whole corridor reconstruction and furthers the ATP prioritization of neighborhood greenways. Additional funding towards countermeasures that go above the standard and are proven to increase safety and prioritize resident quality of life can provide improvements that are cost effective and timely. There are a variety of countermeasures to choose from such as raised crosswalks at key intersections. Additional countermeasures that could be used that may be most applicable for the Westside are further discussed in this section.



### MINI ROUNDABOUTS

A mini roundabout is a small yet powerful tool in traffic calming. These improvements when applied correctly can give additional access for pedestrians and bicyclists; reduce the occurrence of speeding and running STOP signs; reduce the noise caused by vehicles braking hard and accelerating at intersections. Additionally, they can provide enhanced aesthetics while improving traffic flow.



## 12. N Pace Boulevard Intersection Improvements

Closely coordinate with City and ECRC to provide input and make sure that intersection improvements are also being considered along with the corridor management study that will begin early 2025. Study should include engineering and planning principles necessary to create a safe, connected, and visually appealing corridor. Recommendations should not require additional right-of-way (ROW), and further enhance intersection improvements that support the adopted ECRC Safe Streets and Roads for All (SS4A) Safety Action Plan December 2024). Improvements could include countermeasures such as:

- Removing redundant driveways to create continuous predictable zones for pedestrians, bicyclists, and vehicles notably at W Gregory St and W Wright St and the Global Learning Academy;
- Developing a wayfinding master plan that promotes community assets such as St. John's Cemetery, Westside Library and Legion Field. Highlighting nearby pedestrian and bicycle facilities helps guide users to crossing locations as well as cultural amenities;
- Introduce traffic calming through streetscape improvements such as medians, on-street parking, and raised crosswalks;
- Conduct further analysis and study for the reduction of speed limits and design improvements according to a new target speed. N. Pace Blvd is one the few roadways in the city that current speed limit is 40 mph.

## 13. W Garden Street Improvements

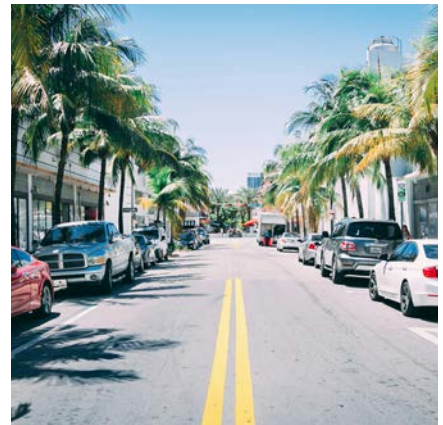
Improvements should enhance and feature the landscaped median in the urban core providing pedestrian access. Remove on-street parking to allow for improved transit connectivity. Provide additional and improved mid-block pedestrian crossings initiated by FDOT project 435178-3 . Pedestrian crossings could utilize the landscaped median for refuge and repurposed on-street parking dimension and lane width reductions could allow for passive activities in the median.

## 14. Parking Projects and Requirements

- Quick build pilot projects that either remove or add on-street parking can provide short-term improvements that allow residents and visitors to experience impacts before committing to large financial investments.
- Convert strategically located, such as at corners or midblock, on-street parking spots into landscape zones, parklets, pop-ups, and street.
- Residential or commercial parking areas should be located to preserve building presence on the street and provide uninterrupted pedestrian facilities.
- All non-residential buildings and multi-family residential buildings should provide both short-term and long-term bicycle or other micromobility storage space.



Produce bicycle parking and/or storage

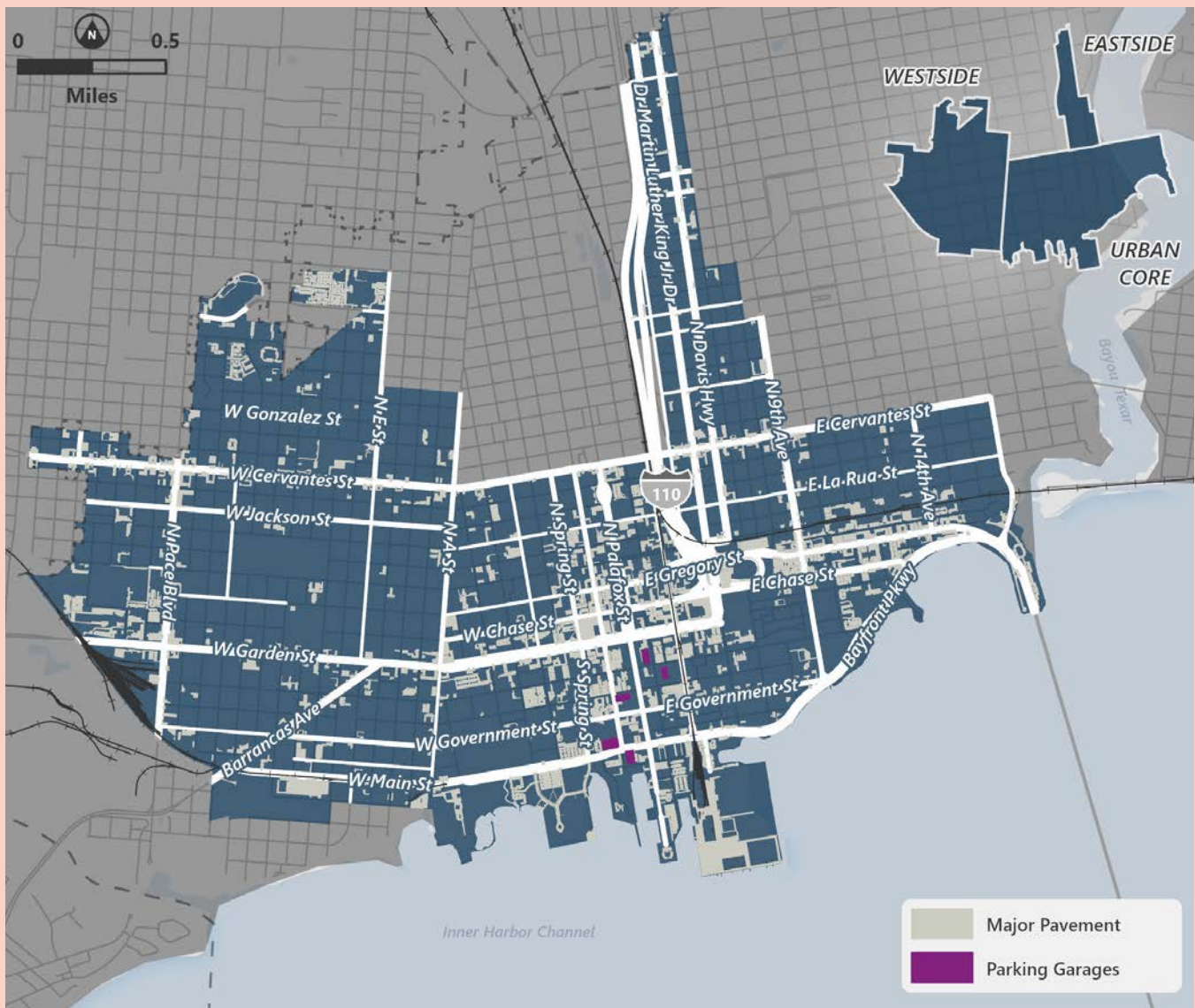


Introduce traffic calming through on-street parking



Convert parking spaces into parklets or pop-ups





## LEARNING FROM BEST PARKING PRACTICES

Parking plays a major role in an area's mobility. It can be an asset if thoughtfully located – supporting local businesses or meeting the needs of residents. But parking can be a liability when ineffective policies place a premium on parking demands; as a result, the pedestrian fabric of a community is eroded.

Requiring minimum parking standards and locating surface parking lots along street frontages lead to environments that are hostile to pedestrians. The heat island effects that are caused by large

areas of asphalt without tree cover, underutilized parcels, and a lack of street definition make a huge impact on the environment and to the quality of life for residents.

In the Westside, there are 254 "Major Paved" areas for a total of 110 acres of paving.

## PARKING GOALS

The goals of parking recommendations are to:

- Facilitate easy access to downtown while promoting transit and other modes of transportation while prioritizing a more walkable and bikeable environment.
- Coordinate parking locations – surface lots or structured – with transit, micro-transit, and micromobility hubs.
- Develop parking facilities that meet parking needs through a shared parking methodology.
- Minimize impact from parking on the public realm.

# OPEN SPACE AND COMMUNITY AMENITIES

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

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

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

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



Nikodah



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

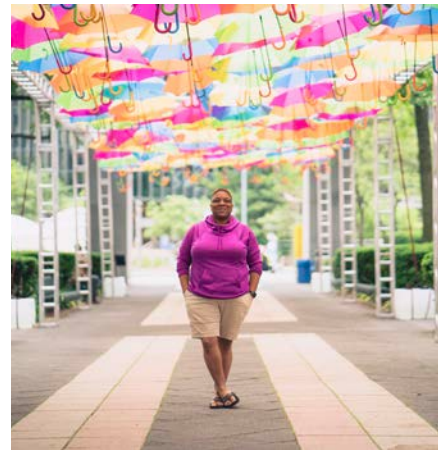
- Require new development receiving CRA funding to meet a requirement to incorporate public art that celebrates the history, culture, or place.
- Projects would be identified, funded, and installed by private developers; also explore "in-lieu" options.
- The CRA and City should identify and help initiate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

### 3. Natural Habitats and Tree Canopies

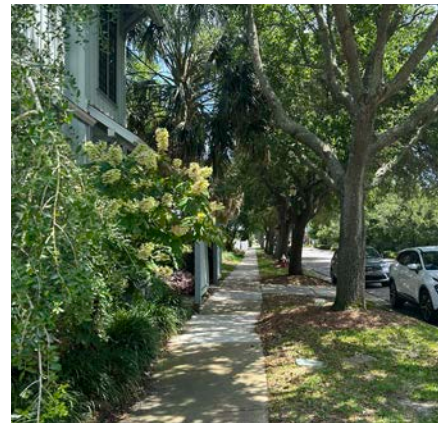
Require the use of native plant species, the creation of natural habitats, and tree canopies to provide shade in CRA-funded projects.



Maggie's Ditch Stormwater Treatment Enhancement Project



Public art project



Shade is a crucial feature for pedestrian spaces in Pensacola's climate

#### 4. Community Facilities

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

Potential new locations for community facilities that should be studied include the Baptist Hospital redevelopment site, infill sites along Barrancas Avenue, and/or the lumber yard site near the ACW Superfund Site Park that is to be relocated.

#### 5. Public Restrooms

Partner with the City to identify locations, establish standards for design and maintenance, and support the construction and maintenance of public restrooms in or near public parks and highly-trafficked areas. Some potential locations may include Legion Field, Fricker Community Center, near Barrancas Avenue, or along the future Bluffline expansion.

#### 6. Low-Barrier Homeless Shelter 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.



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





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.



- Cemetery
- R Street Trail (existing)
- R Street Trail (proposed)
- Bluffline (proposed)
- SUN Trail (existing)
- SUN Trail (proposed)





Great trails can spur development by building connections between destinations

## 7. Community Gardens

- Assess the need for and interest in community gardens in public parks as part of the 2025 Parks Master Plan.
- Build relationships with potential garden operators.
- Pursue gardens and urban forests as part of large-scale master planned redevelopments.

## 8. Cemeteries

- Enhance the appearance of the 4 significant cemeteries with entry features, better signage, historic markers, landscaping, sidewalk improvements, quality fencing, internal walkways, and lighting.
- Pursue supplemental funding sources (historic preservation grants, private fundraising).
- Support the formation and capacity building for Friends of the Cemeteries organizations.

## 9. Continuation of the Bluffline

The CRA should advocate for the westward extension of the Bluffline, a bicycle route that is intended to provide east-west connectivity near the shoreline. The capped containment area (shown in the American Creosote Works (ACW) Superfund Site Redevelopment Special Demonstration Project) may impede the original intended route of the Bluffline, so the CRA should work with the community and Bluffline advocates to determine alternative routes to connect towards the west.

## 10. Continuation of the SUN Trail

The CRA should continue to advocate for and support the City's project to extend the SUN Trail.

## 11. R Street Trail

Support and advocate rerouting of the R Street Trail south from the N R Street terminus at Wright Street; within the block behind the Global Learning Academy, the trail should turn westward and connect to the Wildlife Sanctuary of Northwest Florida, crossing N S Street with a mid-block crossing.



Community gardens can be a great way to build community participation

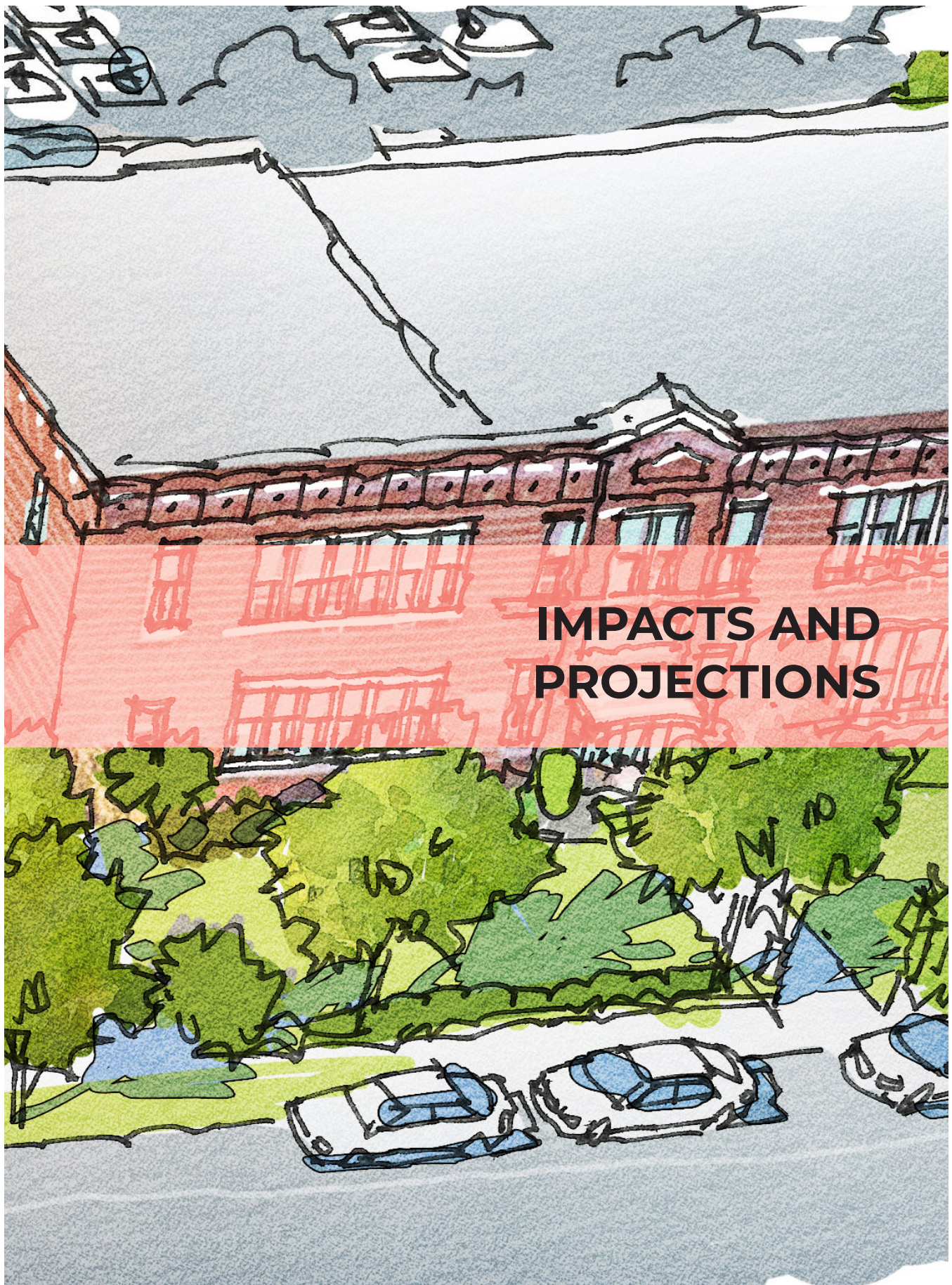


St. John's Cemetery Entrance









## 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 Westside 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 Barrancas Avenue Corridor Strategy, the Gibson School Site Redevelopment, and American Creosote Works (ACW) Superfund Site Redevelopment 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 on 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 Westside 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 Gibson School Site Redevelopment and American Creosote Works (ACW) Superfund Site Redevelopment Special Demonstration Projects will incorporate stormwater retention and/or detention areas.

The environmental quality of the Westside CRA District and surrounding areas will be greatly improved upon completion of clean-up activities at the American Creosote Works (ACW) Superfund Site. This plan recommends that this clean-up continues to allow for site redevelopment and reuse.

### **Community Facilities and Services**

This plan supports increasing the number of and improving the variety and quality of community facilities and services in the Westside 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 the Fricker Center, Legion Field, Terry Wayne Park, and Kiwanis Park. This plan recommends the addition of open space and recreational facilities, which are intended to expand access to shared open spaces within the neighborhoods. There are multiple cemeteries located in the Westside CRA District, constituting an integral component of the area's open space network. Physical improvements recommended in the plan intend to preserve the cemeteries as important historic landmarks as well as valuable community open space elements. The continuation and enhancement of the Bluffline, SUN Trail, and R Street Trail are also anticipated to improve connections between destinations in and around the Westside 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 to support the prioritization of projects that will directly improve students' safety and experience. Streetscape and park facilities improvements proposed as part of the Barrancas Avenue Corridor Strategy, Cervantes Street Corridor Strategy, and Gibson School Site Redevelopment 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 place-making and infill development, and increase opportunities for housing and economic development will have a positive impact on the Westside CRA District's physical and visual character. The implementation of this plan's recommendations will help to create housing, employment, and social opportunities.

# PRIORITY PROJECTS

Using the CRA Prioritization Criteria and the agreed-upon scoring matrix, the CRA and consultant team has embarked upon a collaborative process to evaluate the projects and recommendations in the plan. Considerations have been made for implementability, availability of funding, alignment of timelines with other public and private investments, and more. 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. All projections, including timeframes and costing, are estimates intended for high-level budgeting purposes only.

The City and/or CRA's ability to undertake the proposed increment expenditures, create new redevelopment areas, or expand existing redevelopment areas as identified herein may be limited in the future by changes in law or circumstances. The City and CRA should consider utilizing debt financing and bond issuance where feasible and allowed by then-current law to finance capital improvements and thereby expedite achievement of desired redevelopment objectives.



Priority Projects for Westside CRA	Timeframe	Projected Cost	Potential Funding Sources
<b>Cervantes Street Corridor Strategy</b> This estimate represents the calculated total development cost for the improvement of crosswalks and assumes a 10% City subsidy for grocery and small business development.	0-5 years	\$ 4,942,000	TIF Bond; Federal grant (DOT Safe Streets); FL DOT
<b>Barrancas Avenue Corridor Strategy</b> This estimate represents streetscape and intersection improvements along Barrancas Avenue between Garden Street and Main Street, as well as the development of new mixed-use affordable housing, ground-floor retail, and townhouses.	5-10 years	\$ 3,728,000	TIF Bond; Federal grant (DOT Safe Streets); FL DOT
<b>American Creosote Works (ACW) Superfund Site Redevelopment</b> This projection includes the construction of the approximately 5-acre park and related facilities, amenities, and trails.	5-10 years	\$ 6,176,000	TIF Bond; Municipal GO Bond; Federal grant (EPA); FL DEO; Private & Institutional Investments
<b>Baptist Hospital Redevelopment</b> The Baptist Hospital Redevelopment will be a large-scale, multi-phase effort, entailing public, private, and non-profit investments. The scope will be determined through an in-depth, dedicated process, which will, in turn, provide more detail for cost projection purposes.	5-10 years	TBD	TIF pay-as-you-go and/or Municipal General Fund for studies; LIHTC; NMTC; Federal grant (CDBG); FL DEO; Private & Institutional Investments; Nonprofit Grants
<b>Intersection and Sidewalk Improvements</b> These projections were based on identified priority intersections and represents the estimated cost of raised crosswalks and bulbouts at a total of five (5) intersections on Pace Boulevard.	0-10 years	\$ 229,000	TIF Bond; Federal grants (US DOT Safe Streets, ATIP & Transportation Alternatives); FL DOT
<b>CRA Boundary Expansion</b> An Analysis and Necessity of Finding study should be conducted as a way to project the potential benefits and scope of expansion. The broad potential scope of this transformational project must be confirmed before projecting costs. The City and CRA should utilize Debt Financing and Bond issues where feasible and allowed by law to finance capital improvements.	0-5 years	TBD	TIF pay-as-you-go
<b>Commercial Property Improvement Program (CPIP)</b> These projections were based on the existing costs of the program spread over 10 years, which is assumed to continue in its current nature. Any expansion to the Westside CRA District boundary may require more allocation from the assumed TIF increase.	0-10 years	\$ 2,000,000	TIF pay-as-you-go; Florida West Economic Development Alliance

Priority Projects for Westside CRA	Timeframe	Projected Cost	Potential Funding Sources
<b>Develop Neighborhood-Specific Plans</b> This projection assumes the involvement of four (4) neighborhoods with a 4-6 month engagement process. It is also assumed that the City/CRA implements the findings.	0-10 years	\$ 200,000	TIF pay-as-you-go
<b>Neighborhood Identity &amp; Wayfinding</b> This projection assumes 3 neighborhoods in the Westside CRA District that would each receive a branding and wayfinding design package that would include a variety of street furnishings, signage, and other elements.	0-5 years	\$ 400,000	TIF (pay-as-you-go for study; bond for capital); FL DEO; Private & Institutional Investments; Nonprofit Grants; Corporate Sponsorships; Escambia County's Tourist Development Tax (TDT)
<b>Equitable Development Strategies</b> Assuming that this toolbox of strategies would build on the Hollice T. Williams Park Equitable Development Framework Plan, this abbreviated process is assumed to include approximately 3 months of community engagement and analysis.	0-10 years	\$ 40,000	TIF pay-as-you-go; FL DEO; Nonprofit Grants
<b>Gibson School Site Redevelopment</b> The broad scope and variety of potential funding sources that span public, private, and institutional investments must be established in order to accurately project costs for this project.	0-5 years	TBD	TIF Bond; Municipal GO Bond; CDBG; FL DEO; Private & Institutional Investments
<b>Update the CRA Urban Design Overlay Districts (CRAUDOD)</b> This projection assumes a 4-6 month study involving community engagement plus a 4-month adoption process, that could be run by a consultant or by CRA staff. The projected cost assumes a consultant fee, not the cost of staff.	0-5 years	\$ 120,000	TIF pay-as-you-go
<b>Neighborhood Commercial Nodes</b> This projection assumes the addition of one (1) retail node in the neighborhood, using regional parametric costs per approximate area.	0-5 years	\$ 10,359,000	TIF Bond; FL DEO; Private & Institutional Investments; Nonprofit Grants/Corporate Sponsorships
<b>Neighborhood Capacity Building</b> This projection assumes the CRA could offer three (3) neighborhood capacity building grants of \$10,000 each.	0-5 years	\$ 30,000	TIF pay-as-you-go; Municipal General Fund; FL DEO; Private & Institutional Investments; Nonprofit Grants
<b>W Garden Street Improvements</b> This estimate represents improvements that enhance and feature the landscaped median, the removal of on-street parking, and the addition or improvement of mid-block pedestrian crossings initiated by FDOT project 435178-3.	0-5 years	\$ 3,863,000	TIF Bond; Federal grant (DOT Safe Streets); FL DOT



Priority Projects for Westside CRA	Timeframe	Projected Cost	Potential Funding Sources
<b>Natural Habitats and Tree Canopies</b> This projection assumes approximately 50 trees planted annually over a span of 5 years and uses FDOT BOE/Cost data. Grant funding could lower these projections if sought.	0-5 years	\$ 1,514,000	TIF Bond; Federal grant (EPA); FL FWC
<b>Community Facilities</b> This projection assumes approximately 30,000 square feet of new construction community center.	0-10 years	\$ 15,250,000	TIF Bond; Municipal GO Bond; Federal Grant (HUD/CDBG); FL DEO; Private & Institutional Investments; Nonprofit Grants/Corporate Sponsorships
<b>N Pace Boulevard Intersection Improvements</b> This estimate includes intersection improvements along Pace Boulevard between Government and Cervantes Streets. This projection assumes that the CRA will coordinate with the City and ECRC corridor management study set to be conducted in 2025 to ensure any efforts are coordinated.	0-10 years	\$ 3,438,000	TIF Bond; Federal Grant (US DOT Safe Streets & RAISE); FL DOT
<b>First-Time Homebuyers</b> This projection assumes that the CRA would offer approximately 10 no-interest second mortgages annually for up to approximately \$15,000 each for down payment and closing cost assistance loans (fully forgiven after 5 years) for households making up to 80% AMI.	0-5 years	\$ 750,000	County Housing Finance Authority
<b>Art Requirement for New Development</b> This projection assumes a facilitation and review process that could be run by a consultant or by CRA staff. The projected cost would be dependent on staff capacity and program scope.	0-10 years	TBD	Program/policy administration by current City and/or CRA staff; Art projects funded by private developer

# 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.

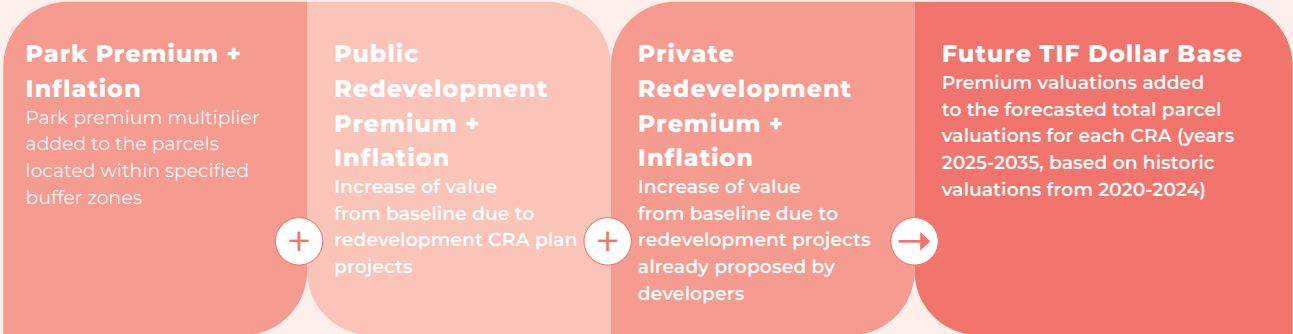
## WHAT IS TAX-INCREMENT FINANCING (TIF)?

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/dispersing 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**

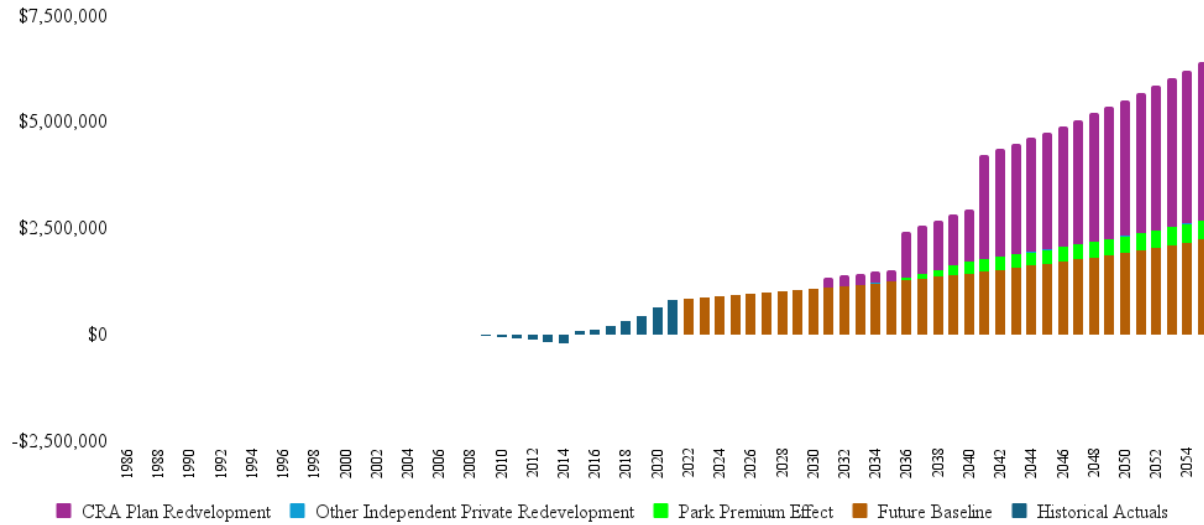
TIF millage rates were sourced from the client's historical TIF revenue data. The provided data includes the following details:

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

## Westside CRA TIF Revenue Performance

### Summary of Revenue Estimation

TIF Payment Projection: Westside CRA



Historically, TIF payments (dark blue) remained negative or relatively low through the early 2000s. However, post-2013, TIF revenue begins a gradual upward trend, coinciding with economic recovery and initial phases of new development.

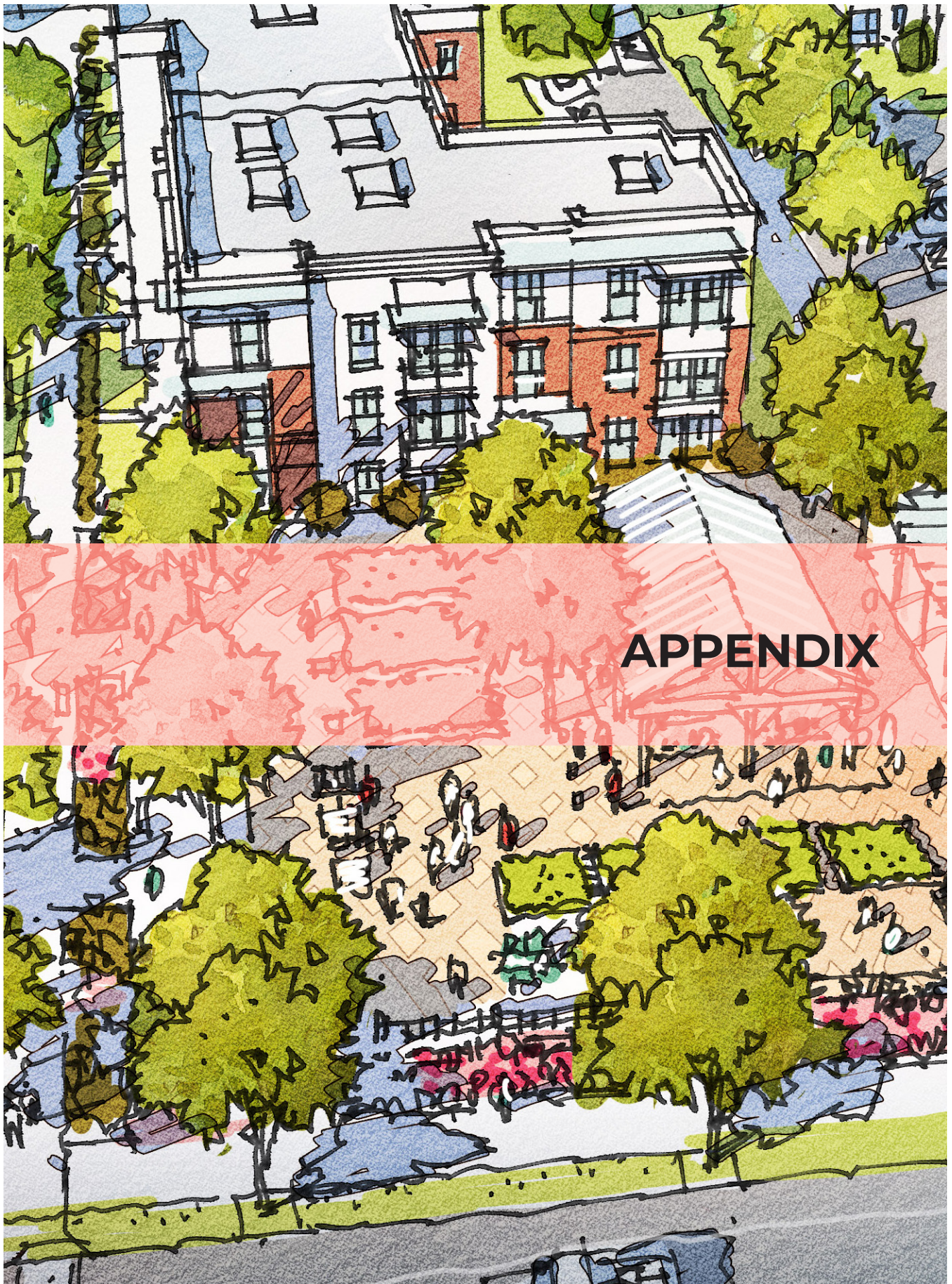
The future baseline TIF payment with inflation (brown) represents the expected revenue trajectory in the absence of additional development. This steady increase reflects organic property value growth due to inflation and standard reassessments over time.

A notable acceleration in revenue growth begins around 2028, when additional TIF payments from projects included in the CRA Plan (purple) start making a significant impact, including, but are not limited to, proposed projects on the Barrancas Corridor and the Baptist Campus Redevelopment. After 2040, additional investments in the American Creosote Works (ACW) Superfund Site and Cervantes Street will add more value premiums. According to the analysis, there is some but a low level of other private redevelopment not listed in the CRA Plan, highlighting the role of coordinated planning in this district.

Another critical contributor to long-term revenue expansion is the "park premium" (green), which is planned to emerge around the early 2030s. This indicates that public space improvements, particularly park enhancements, will significantly impact property values. Historically, properties adjacent to enhanced public spaces experience appreciation, leading to higher tax increments.







## 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.	<i>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.</i>
§ 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.	<i>See the sections herein entitled "Land Use, Zoning, and Special Districts" and "Activities."</i>  <i>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."</i>
§ 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.	<i>See the section herein entitled "Housing."</i>
§ 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.	<i>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</i>

		<i>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.</i>
§ 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.	<i>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.</i>
§ 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.	<i>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.</i>
§ 163.362(2)(c)	Every community redevelopment plan shall . . . [s]how by diagram and in general terms . . . [t]he approximate number of dwelling units.	<i>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."</i>
§ 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.	<i>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."</i>
§ 163.362(3)	Every community redevelopment plan shall . . . [i]f the redevelopment area contains low or moderate	<i>See the section herein entitled "Neighborhood Impact Element."</i>



	income housing, contain a 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.	<i>See the section herein entitled "Priority Projects."</i>
§ 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.	<i>See the section herein entitled "Activities" and in particular the discussion under the heading "Property Disposition."</i>
§ 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.	<i>See the section herein entitled "Activities" and in particular the discussion under the heading "Property Disposition."</i>
§ 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.	<i>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."</i>

§ 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.	<i>See the section herein entitled "Housing."</i>
§ 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.	<i>See the section herein entitled "Priority Projects."</i>
§ 163.362(10)	Every community redevelopment plan shall . . . [p]rovide a time certain for completing all redevelopment financed by increment revenues.	<i>See the section herein entitled "Overview of the CRA," which specifies the date certain as May 23, 2037.</i>

# SUMMARY OF STEP 1 ENGAGEMENT

## LIST OF ENGAGEMENT EVENTS

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

### Listening Workshop #1 — May 28th

- To explain the CRA planning process and to hear from residents about the key issues to address in the plan
- Sanders Beach-Corrine Jones Resource Center
- 40 attendees

### Interactive Online Map (detailed on following pages)\* — May 28th-August 23rd

- 765 contributions from 213 contributors

### Stakeholder Meetings\* — May 28th-31st

- Topic-based meetings
  - Workforce & Economic Development
  - Housing
  - Community Support Organizations
  - Historic Preservation
  - Arts & Culture
  - Neighborhood Associations
  - Environment & Waterways
  - Parks & Amenities
  - Transportation
- 51 organizations attended over three days

### Virtual Workshop #1\* — June 11th

- To explain the CRA planning process and to hear from residents about the key issues to address in the plan
- Provided for those that could not attend in-person workshops in May

### Community Conversations\* — August

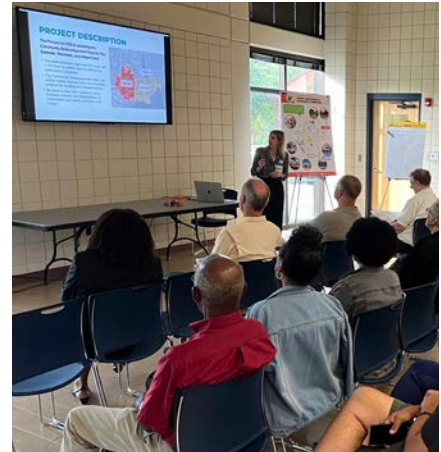
- Three additional CRA staff-led workshops
- 138 total attendees

### Stakeholder Meetings\* — August

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

### Pop-up Summer kids camps & Senior Bingo\*\* — August

- Four CRA staff-led events
- 70 total attendees



Listening workshop



Stakeholder meeting



Listening workshop

\* This engagement included attendees from all 3 districts

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



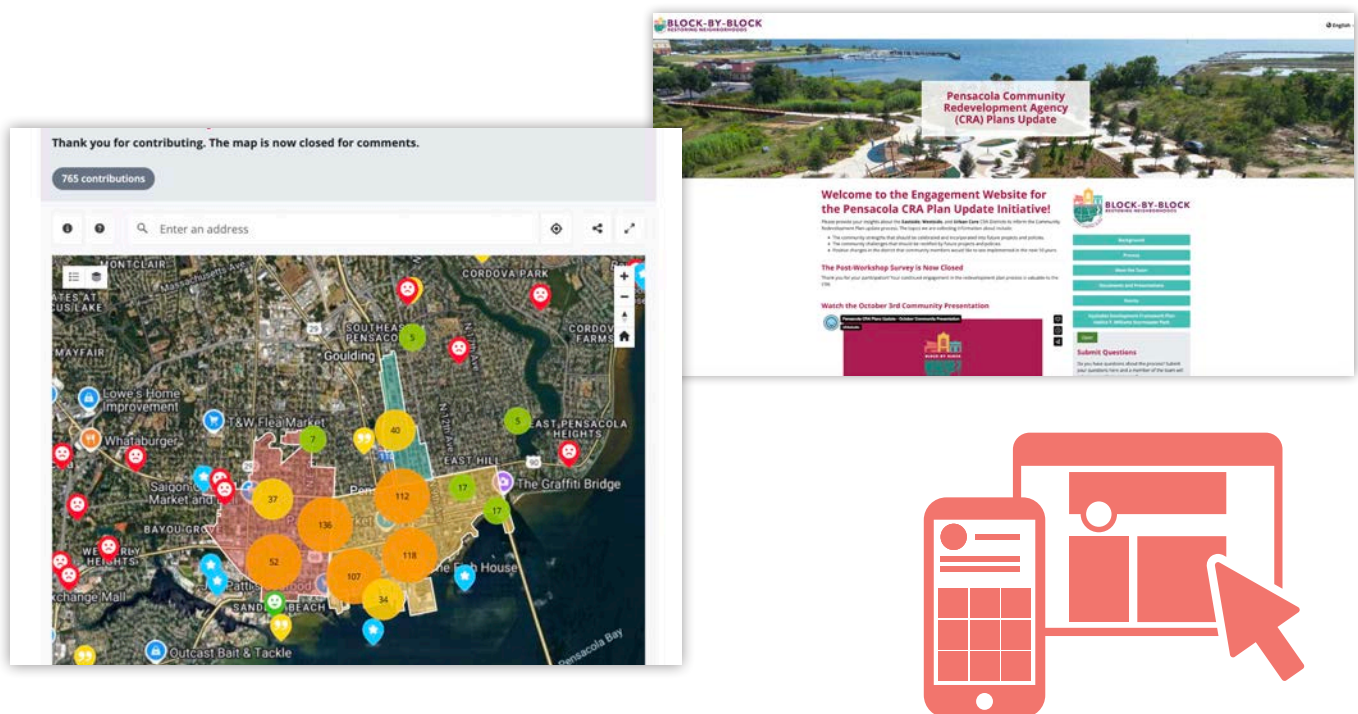
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## ABOUT THE INTERACTIVE MAP

A vital part of Step 1 engagement included an online interactive map. The on-line 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

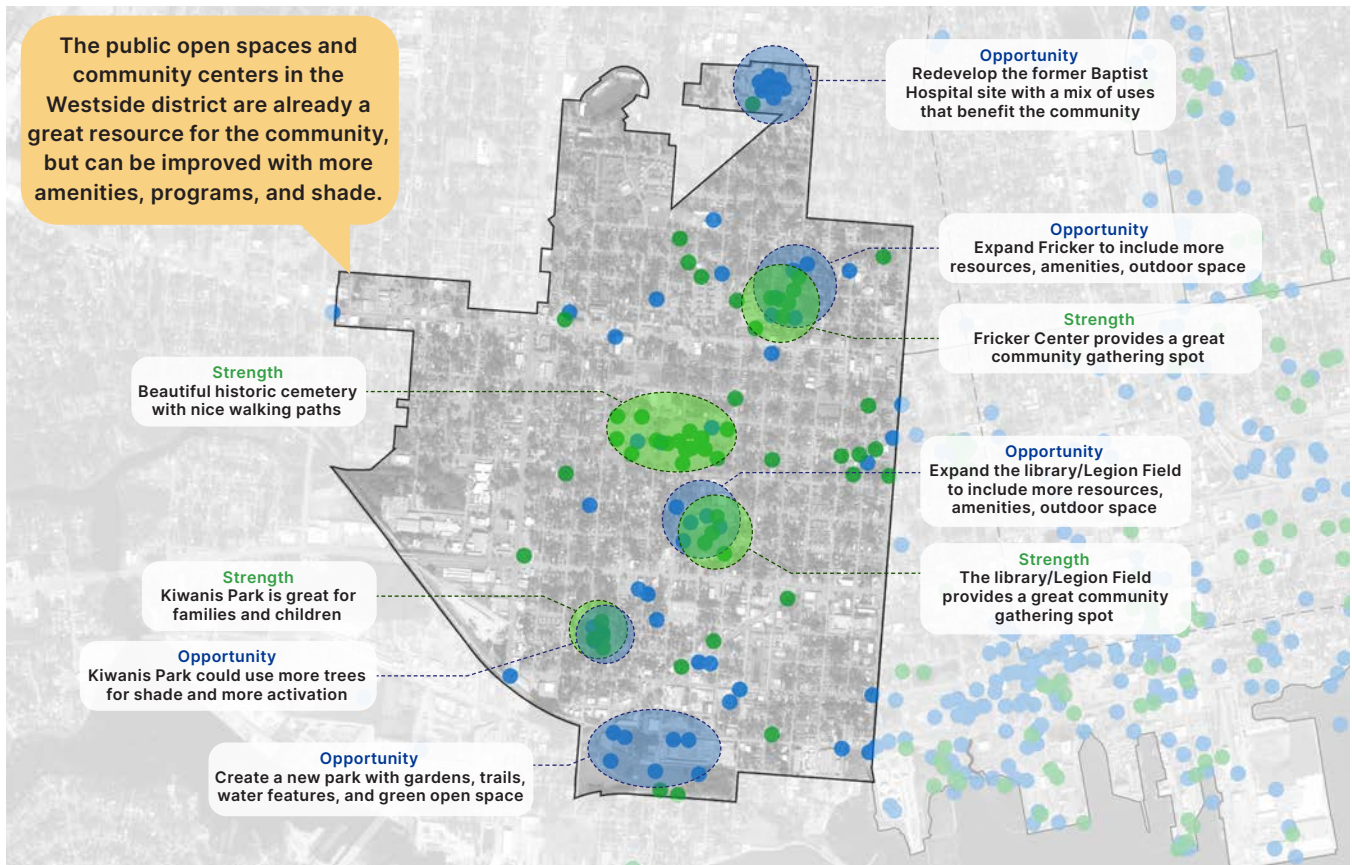
The following pages show the summarized results of the online interactive map contributions to the Westside CRA District with the other Step 1 engagement processes, including in-person and virtual community meetings, stakeholder groups, neighborhood workshops, and youth events. Along with identifying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

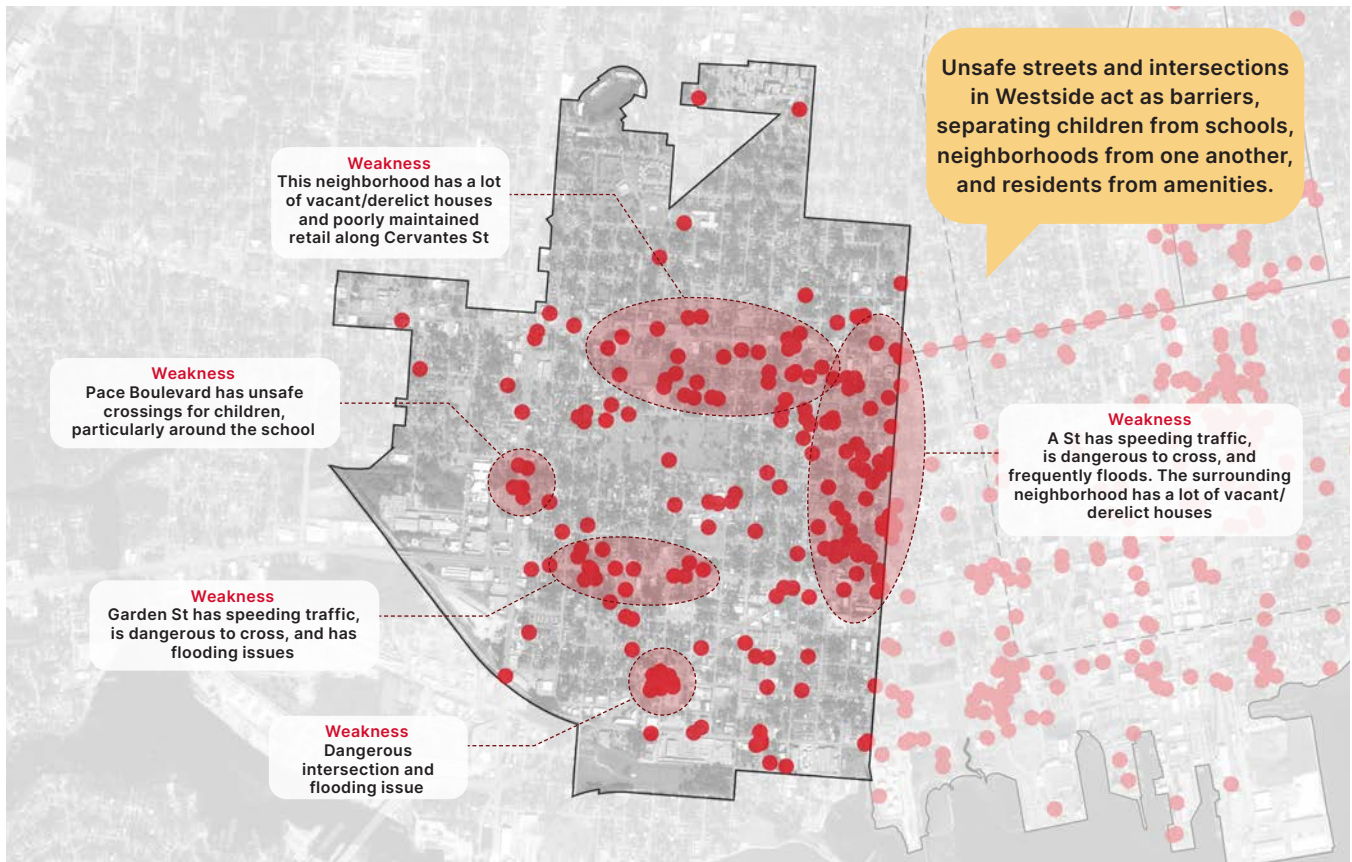
- Arts, Cultures, Activities, and Destinations
- Streets and Connections
- Housing and Opportunity Sites
- Community-Centered Planning
- Resilient Infrastructure
- Parks and Open Space

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









### Strengths

- Wide variety of restaurants and shopping available
- St. John's Cemetery - historic, beautiful, and great for walking
- Existing parks with amenities like the dog park and splash pad
- Community spaces such as Fricker and the library
- Existing old oak trees that provide shade and character
- Institutions like the Music Makers Hall of Fame

### Weaknesses

- Vacant/rundown buildings and lots make the area feel unsafe and detract from the existing character
- Lack of well maintained and connected sidewalks
- Lack of safe crosswalks, especially around schools
- Existing infrastructure does not address drainage & flooding issues and are poorly maintained
- Lacking in number of parks and open space
- Newer development does not fit in with the existing neighborhood scale and character
- Lack of easily accessible and affordable grocery store
- Out of control cat colonies
- Trash and littering in public areas

### Opportunities

- Provide a performing arts center and partner with existing arts organizations
- More retail and restaurant opportunities
- Bring in an affordable and accessible grocery store for better fresh food options
- Demolish the vacant Baptist Hospital buildings and create a mixed-use development that caters to the community's needs
- Convert old rail lines to trails
- Provide affordable housing and a diversity of building type options
- Provide more park space that offers different amenities for all ages and well-maintained landscaping
- Create better flood mitigation
- Create safe, beautiful, and shaded pedestrian/bike connections
- Replace traffic intersections with paved roundabouts with planted tree in center
- Expand programming opportunities at existing community centers



### Arts, Culture, Activities, and Destinations

- Provide more family-friendly retail and activities
- Provide more programming and events
- Activate Fricker Community Center and West Library
- Improve community center & gathering spaces

### Streets and Connections

- Slow traffic and improve safety on the streets
- Improve sidewalks, streetscapes, and lighting
- Provide more crosswalks for pedestrian safety
- Improve bike connectivity

### Housing & Opportunity Sites

- Update, renovate, or tear-down vacant or run-down properties
- Provide affordable housing options
- Identify opportunities for large redevelopment projects
- Provide resources for those experiencing homelessness

### Community-Centered Planning

- Provide affordable and quality food options
- Cleanup garbage
- Prevent loitering, panhandling, and vandalism
- Provide trap/neuter/return program

### Resilient Infrastructure

- Mitigate flooding impacts
- Underground utilities and cut trees back from existing utilities

### Parks and Open Space

- Provide more scales of parks and open spaces
- Improve maintenance and update equipment at existing parks
- Consider rails to trails project
- Plant more street trees

# SUMMARY OF STEP 2 ENGAGEMENT

## LIST OF ENGAGEMENT EVENTS

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

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

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

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

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

### **Meetings with City Department Heads\* — October 1st**

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

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

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

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

- To discuss decision factors around investments

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

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

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

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

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

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

### **Sanders Beach Community Meeting — November 4th**

- Debrief with residents near the ACW site on the concepts for the site that were developed during the Testing Workshop in October
- Virtual public meeting with 10+ attendees

### **Debrief with the Area Housing Commission\* — December 12th**

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

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



Tuesday open house



Thursday open house



Testing workshop community presentation

## ABOUT THE SURVEY

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

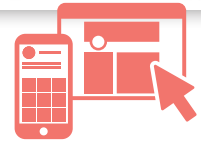
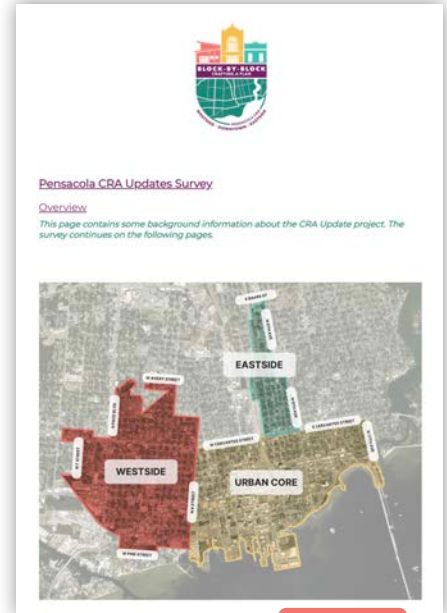
The survey was made available to the public from October 14th, 2024 through November 4th, 2024 and garnered 174 responses. Over 90% of participants live in Pensacola year-round, while over 50% of participants live in the CRA District boundary. About 55% of participants had not attended any previous engagement,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

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

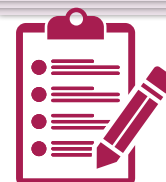
### Top Comments in the Westside

Of the 29 responses received from Westside residents, top overall comments included:

- Improve street landscape and widen sidewalks.
- Create mixed use development and high-density housing.
- Prioritize Cervantes Street, Barrancas Avenue, and Garden Street for pedestrian and bicyclist safety and comfort.
- Provide grocery store access in the Westside.
- Use the ACW site as a place for public use and a family-friendly park.



APPENDIX

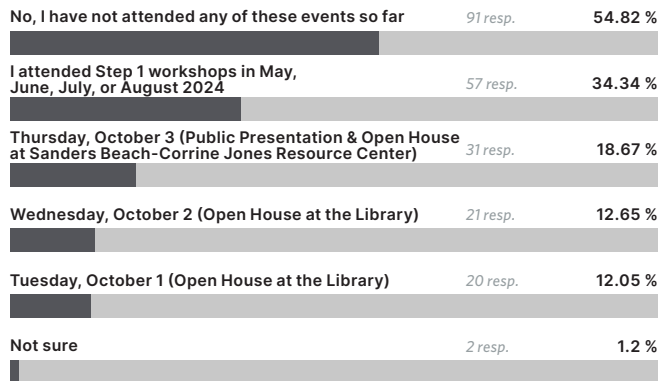




## All respondents

### 1. Did you attend any of the following workshops?

166 answered, 8 skipped



66% of Westside residents who took this survey attended at least one previous workshop

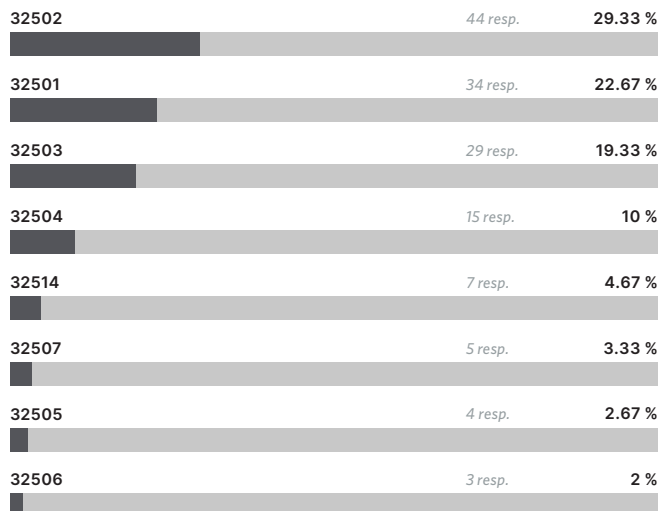
## Westside residents

29 answered, 0 skipped

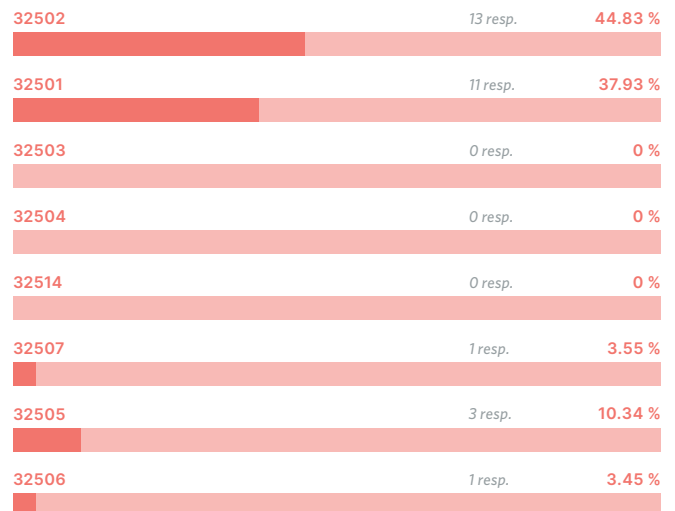


### 2. What is your home zip code? If you don't live in the United States, what is your county of residence?

150 answered, 24 skipped



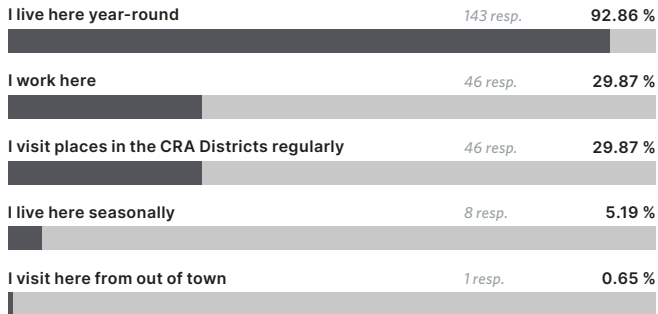
29 answered, 0 skipped



## All respondents

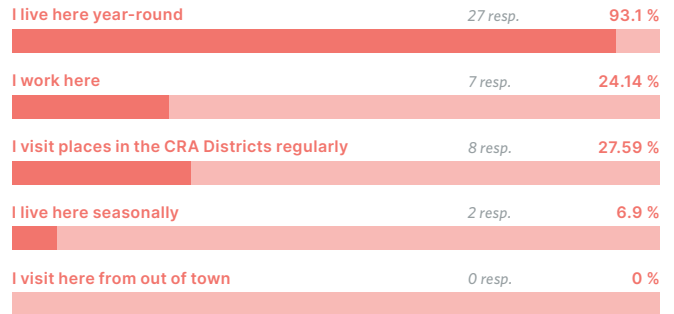
### 3. What is your relationship with Pensacola?

154 answered, 20 skipped



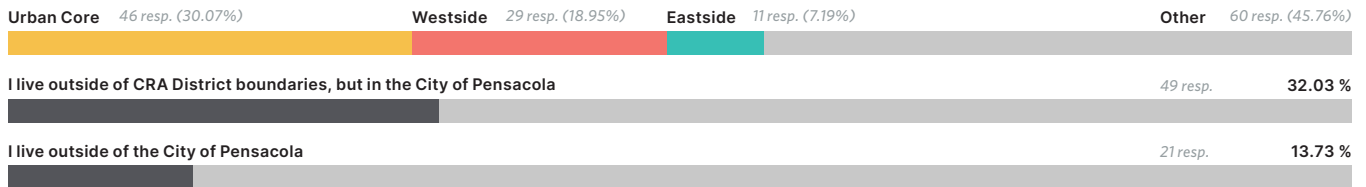
## Westside residents

29 answered, 0 skipped



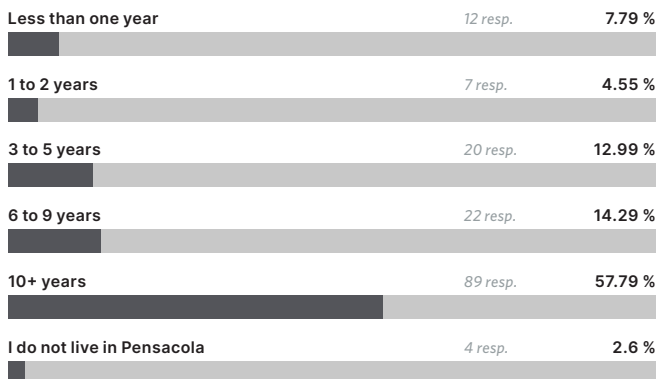
### 4. What CRA District of Pensacola do you live in?

153 answered, 21 skipped

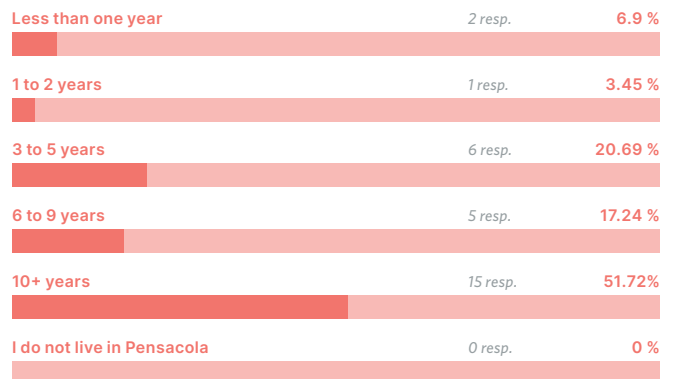


### 5. How long have you lived in Pensacola?

154 answered, 20 skipped



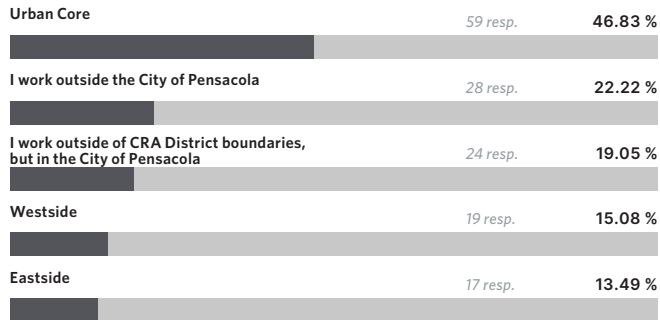
29 answered, 0 skipped



## All respondents

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

126 answered, 48 skipped



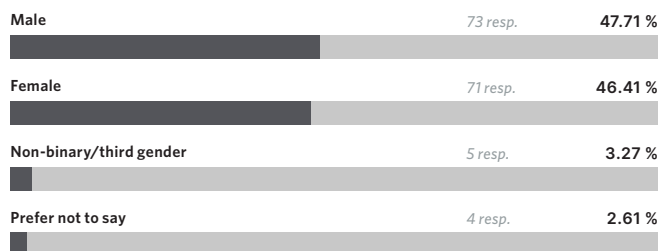
### 7. What CRA District of Pensacola do you most often visit?

153 answered, 21 skipped



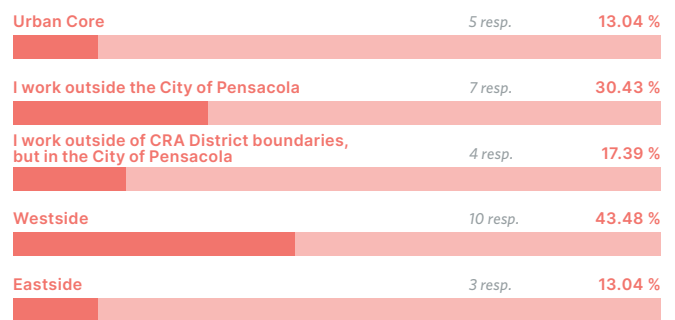
### 8. How do you identify your gender?

153 answered, 21 skipped

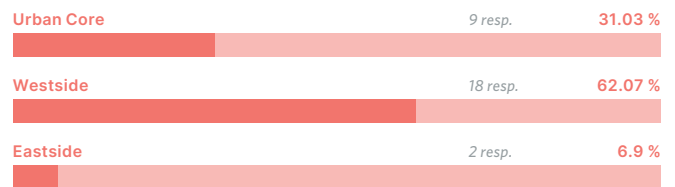


## Westside residents

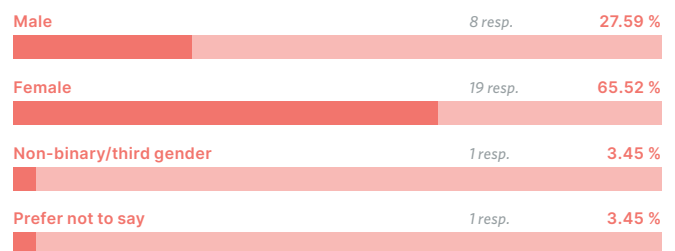
23 answered, 6 skipped



29 answered, 0 skipped



29 answered, 0 skipped

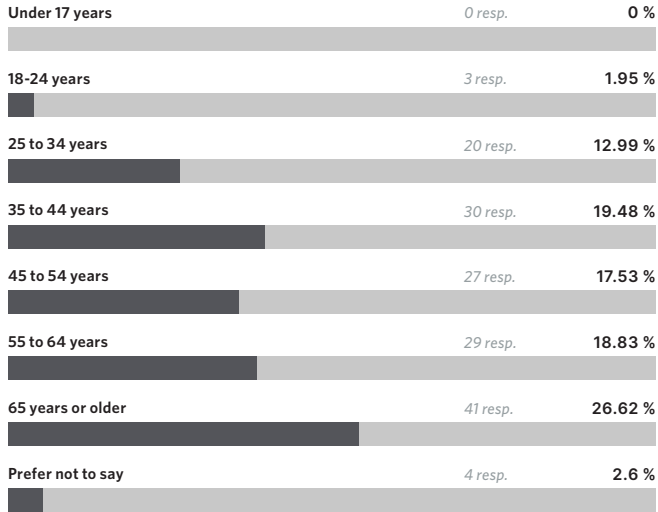




## All respondents

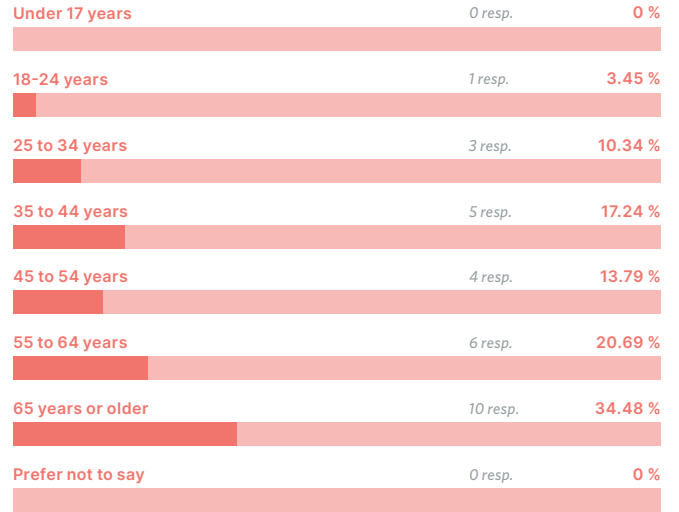
### 9. What is your age?

154 answered, 20 skipped



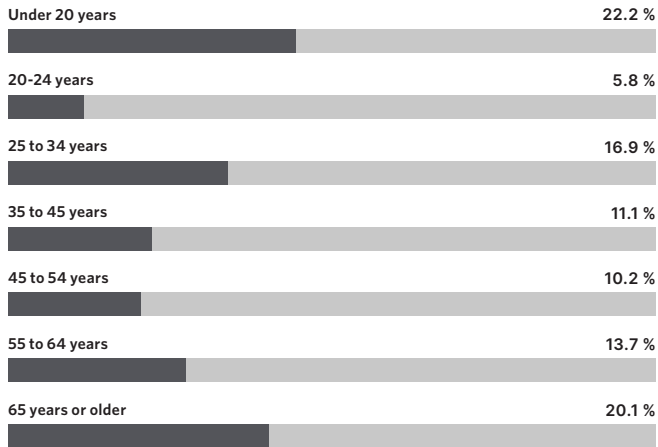
## Westside residents

29 answered, 0 skipped



## City of Pensacola Age Demographics

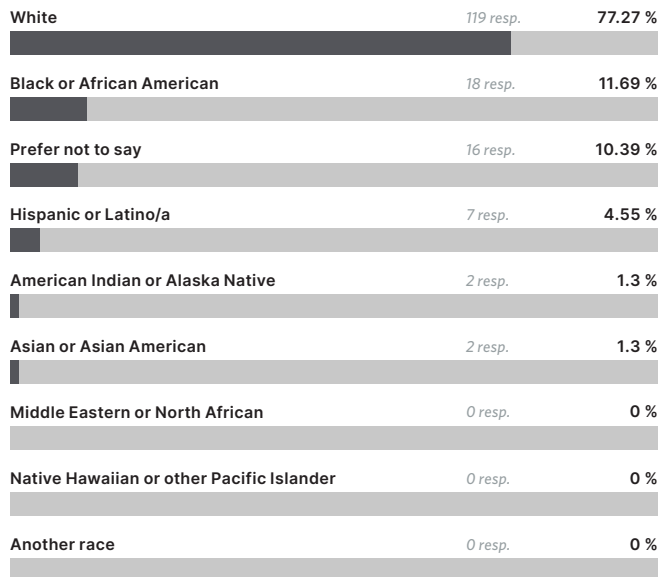
Data from United States Census, American Community Survey, 2022



## All respondents

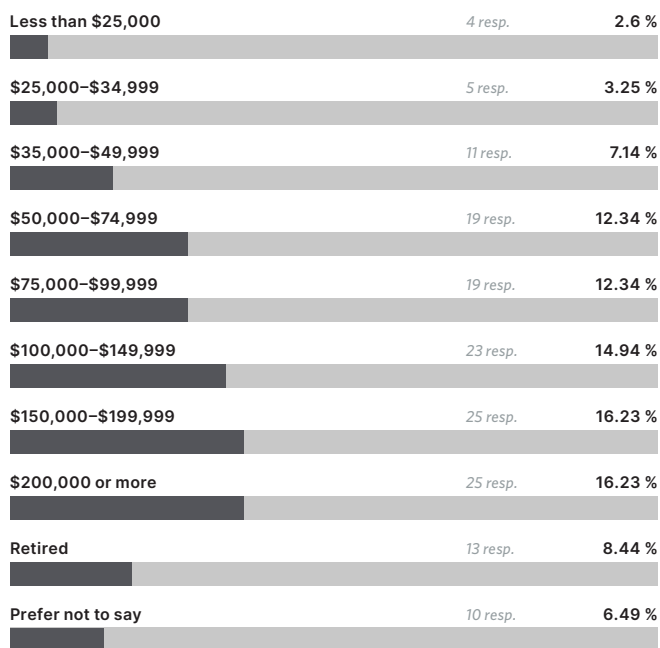
### 10. What is your race/ethnicity?

154 answered, 20 skipped



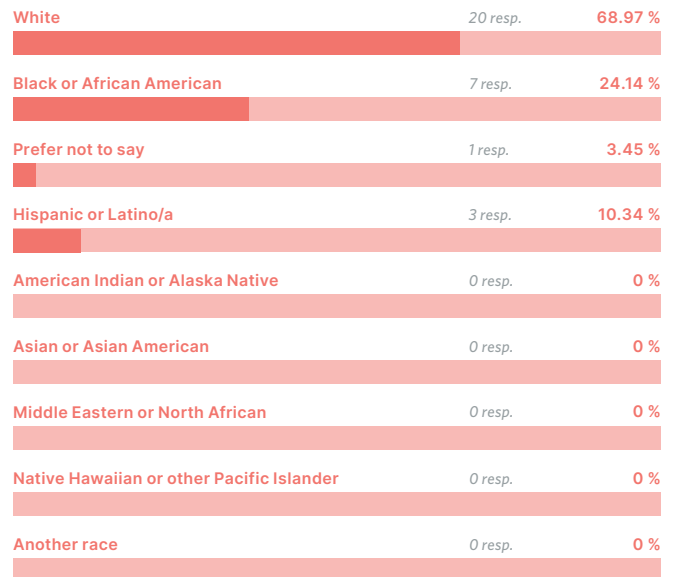
### 11. What is the combined annual income of all working adults in your household?

154 answered, 20 skipped

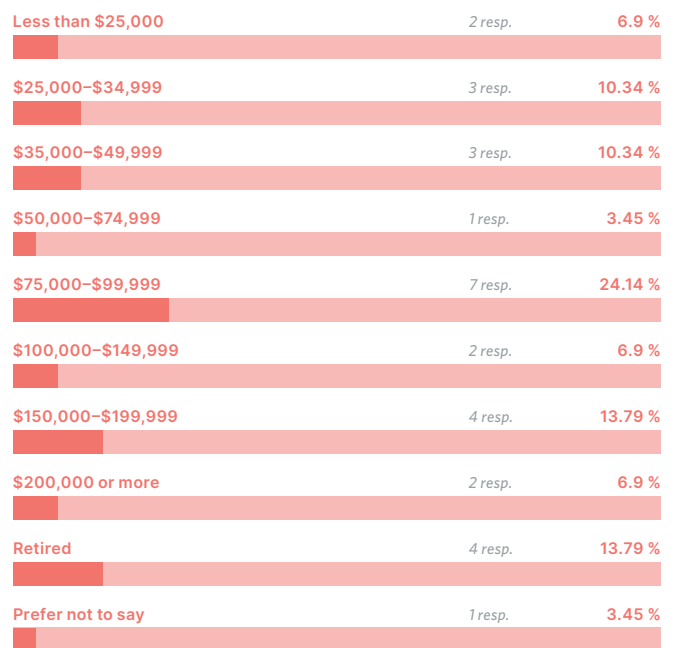


## Westside residents

29 answered, 0 skipped



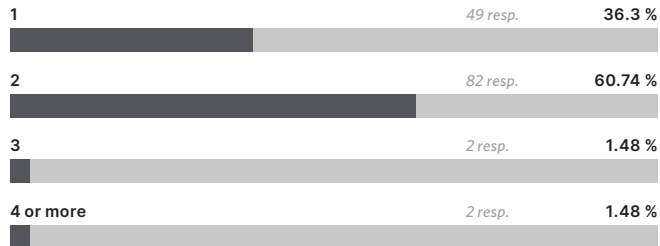
29 answered, 0 skipped



## All respondents

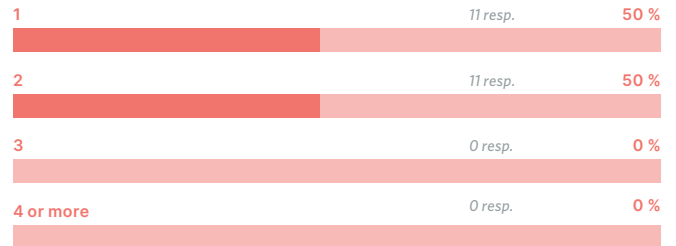
### 12. How many working adults live in your household?

135 answered, 39 skipped



## Westside residents

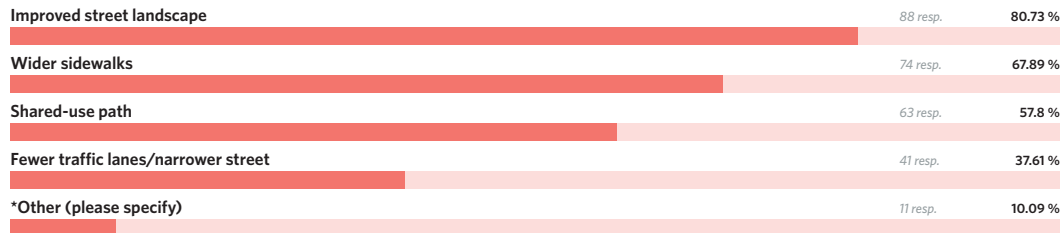
22 answered, 7 skipped





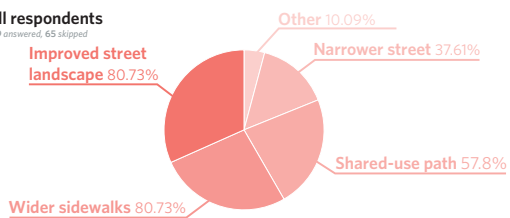
## 35. What about this proposal do you like?

109 answered, 65 skipped



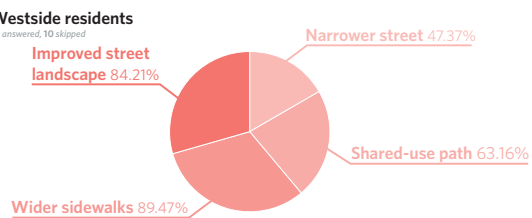
All respondents

109 answered, 65 skipped



Westside residents

19 answered, 10 skipped



\*Answers included: nothing; need more crosswalks; add a train; traffic will be worse if lanes are removed

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Barrancas Avenue

This proposal corresponds with questions 34-37

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### 36. What about this proposal do you not like?

34 answered, 140 skipped



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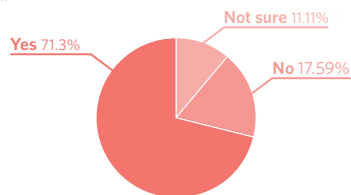
### 37. Do you think that these concepts would improve safety and walkability on Barrancas Avenue?

108 answered, 66 skipped



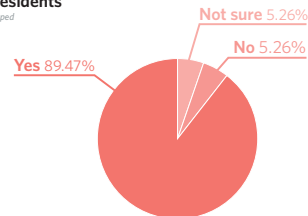
#### All respondents

108 answered, 66 skipped



#### Westside residents

19 answered, 10 skipped



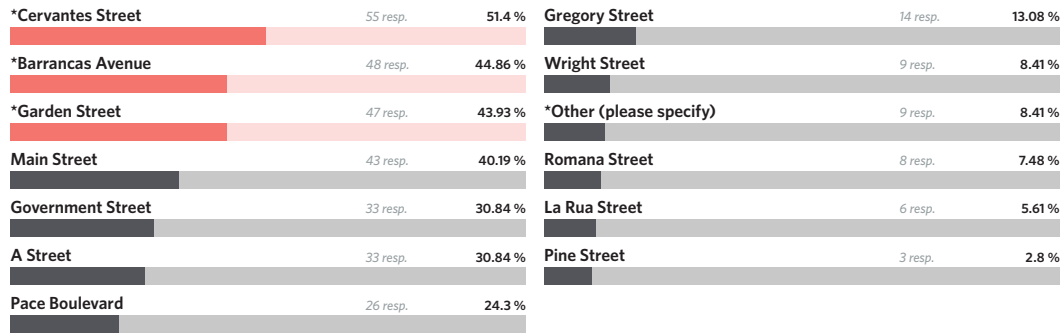
\*Answers included: Yes, but not on Barrancas, burying utilities should be top priority; wider sidewalks are not the answer

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

107 answered, 67 skipped



Top three answers from Westside residents are shown in red  
 \*Answers included: Gonzales Street, I Street, E Street, Cypress Road, Intendencia Street

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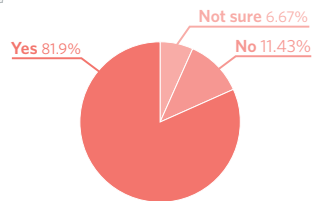
### 39. Many of the properties along Barrancas Avenue are underutilized. New uses have started to locate along this corridor, including breweries, restaurants, and event venues. Do you think additional mixed-use development or high-density housing would benefit the Westside CRA?

105 answered, 69 skipped



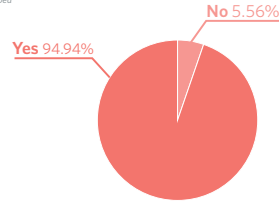
#### All respondents

105 answered, 69 skipped



#### Westside residents

18 answered, 11 skipped



\*Answers included: Make mixed-use, but not high density; make sure there is suitable mixed use for all income levels

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John A. Gibson School  
This proposal corresponds with questions 40-42

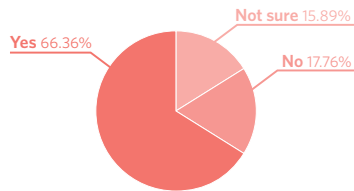
## 40. Do you think the historic John A. Gibson School is an important cultural landmark in the Westside that should be preserved and reused?

107 answered, 67 skipped



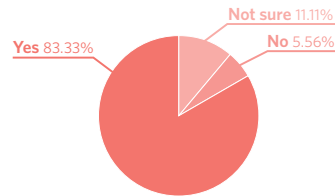
### All respondents

107 answered, 67 skipped



### Westside residents

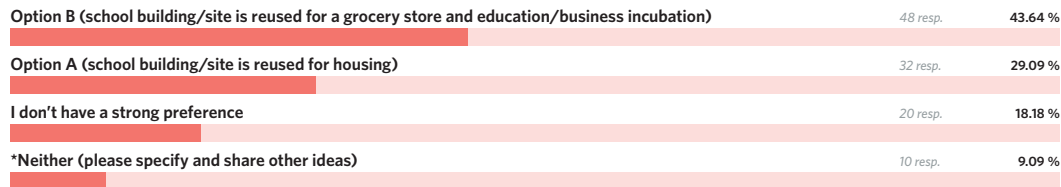
18 answered, 11 skipped



\*Answers included: If it's full of asbestos maybe it's best to restart safely; would like to see better plans; is it financially feasible?

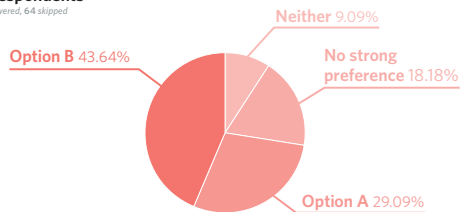
## 41. Which option do you prefer for the historic John A. Gibson School block?

110 answered, 64 skipped



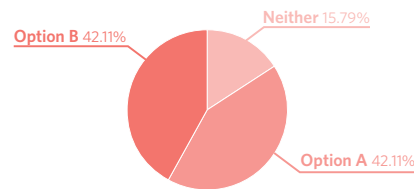
### All respondents

110 answered, 64 skipped



### Westside residents

19 answered, 10 skipped



\*Answers included: Demolish and build something of greater long-term value to transform economic trajectories of the families in this neighborhood; site should be reused but not convinced the building is a viable candidate for renovation based on past experience; multifamily and grocery make more sense together.



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## 42. Do you have any other thoughts about this concept?

23 answered, 151 skipped



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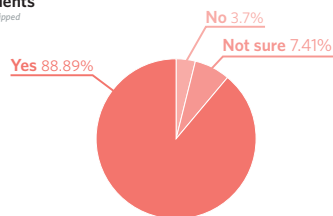
## 43. Do you think that creating a park at the ACW site would benefit the Westside CRA?

108 answered, 66 skipped



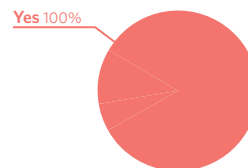
### All respondents

108 answered, 66 skipped



### Westside residents

17 answered, 12 skipped



\*Answers included: Bruce Beach Park is already a new park in this area; concerned about the toxicity even though it is abated; the stormwater management portion of this concept is important enough to push forward with and then see if park is viable.

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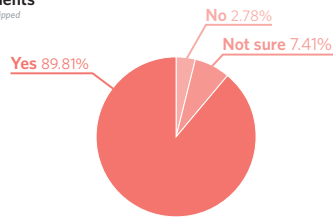
#### 44. Do you think that the SUN Trail connecting to/through the park via Pine Street would benefit the Westside CRA?

108 answered, 66 skipped



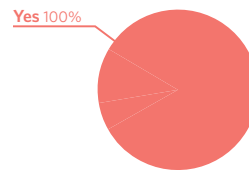
##### All respondents

108 answered, 66 skipped



##### Westside residents

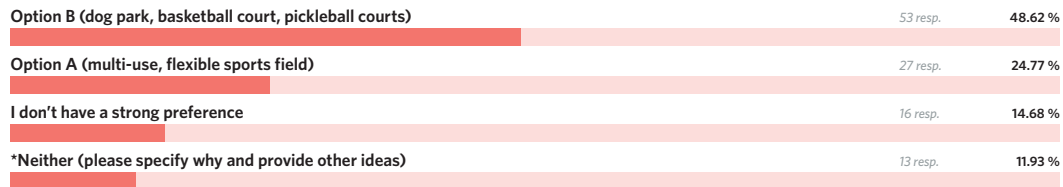
17 answered, 12 skipped



\*Answers included: Who will maintain it?; how many people will realistically use this Sun Trail, especially in elevated heat index/winter months?

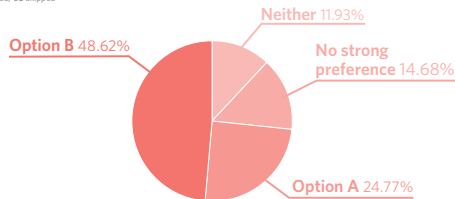
#### 45. Which option do you prefer for the ACW site?

109 answered, 65 skipped



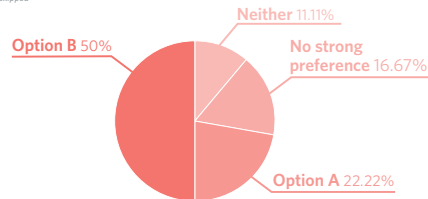
##### All respondents

109 answered, 65 skipped



##### Westside residents

18 answered, 11 skipped



\*Answers included: Keep people off of this site until you get definitive plans from EPA on the best way to remediate/rehabilitate the site; wait and see how Bruce Beach and Portside Pickleball do before adding more parks.; disc golf course; pickle ball courts are not needed; basketball courts are not needed.

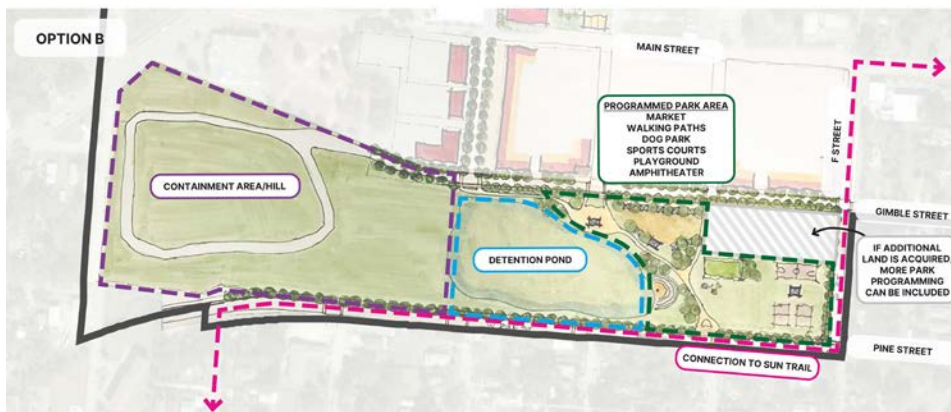
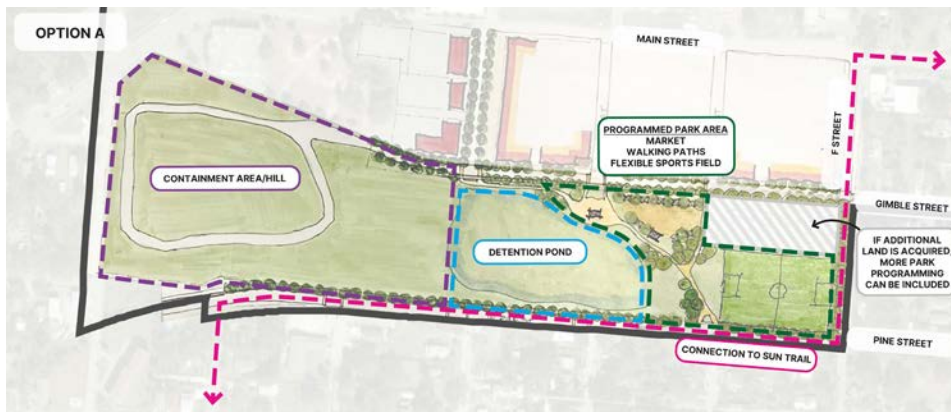
## 46. What other programming would you like to see in the ACW site?

20 answered, 154 skipped



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ACW Site

This proposal corresponds with questions 43-46

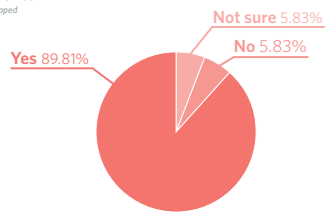
## 47. Do you think that this proposal would benefit the Westside CRA?

103 answered, 71 skipped



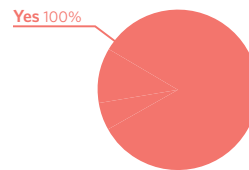
### All respondents

103 answered, 71 skipped



### Westside residents

17 answered, 12 skipped

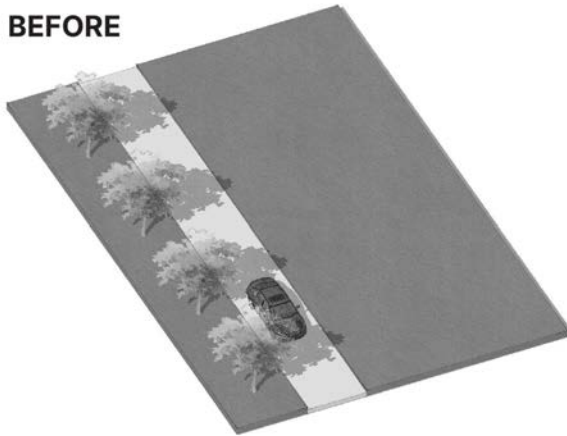


Answers included: Pine Street needs to remain solely an entirely multi-use trail with some very limited vehicular access for those properties that only front Pine Street; sidewalks are too wide; this is low priority

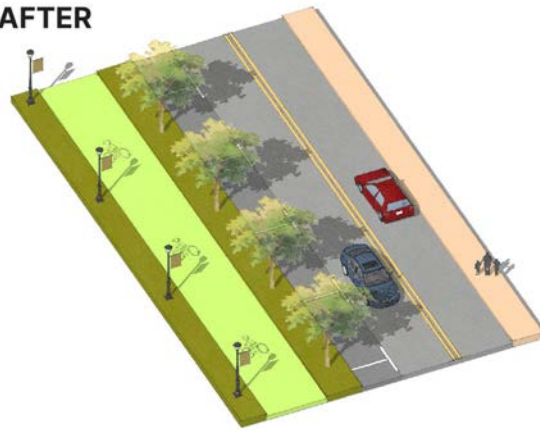
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## BEFORE



## AFTER



Pine Street + SUN Trail

This proposal corresponds with question 47



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## 48. What other projects would you recommend in the Westside CRA?

39 answered, 135 skipped



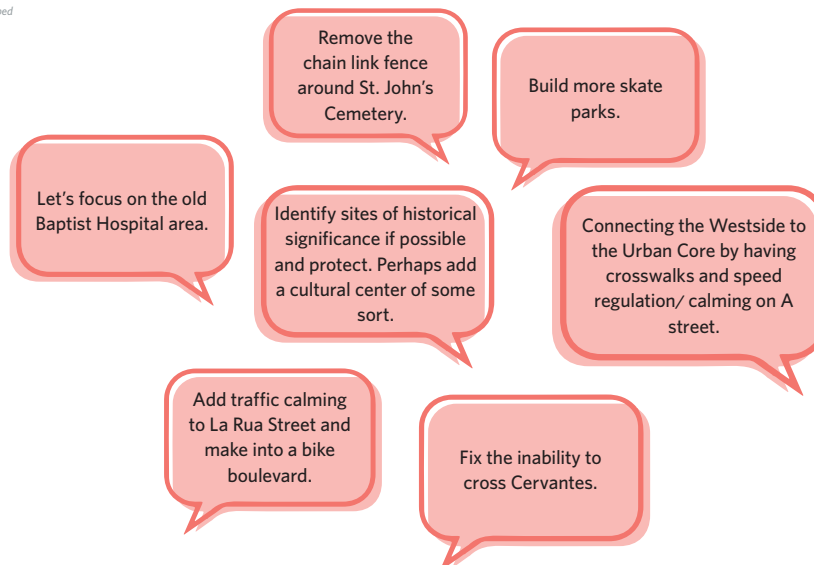
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## 48. What other projects would you recommend in the Westside CRA?

39 answered, 135 skipped



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

20 answered, 154 skipped

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

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# DEMOGRAPHIC AND MARKET ANALYSIS

## OVERVIEW

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

The intent of this analysis was to:

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

# CRA Existing Conditions

Demographic, Real Estate Market, and Displacement Trends



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

Prepared For:



## Contents

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1.2	Workforce Trends	10
2.0	Real Estate Market Performance	17
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# **1.0**

## **SOCIO-ECONOMIC DEMOGRAPHICS + TRENDS**

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# **1.1**

## **POPULATION CHARACTERISTICS**

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## 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.

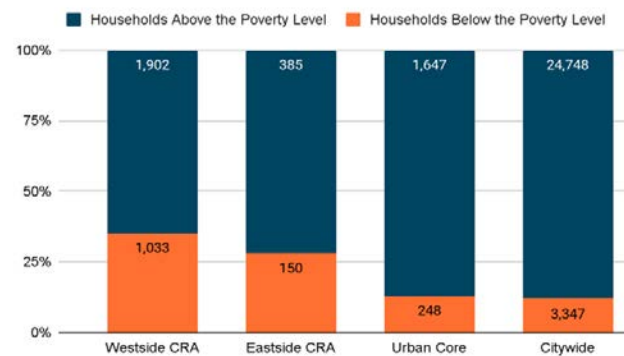
These indices are reinforced by median household incomes, which depict a significant contrast:

- **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

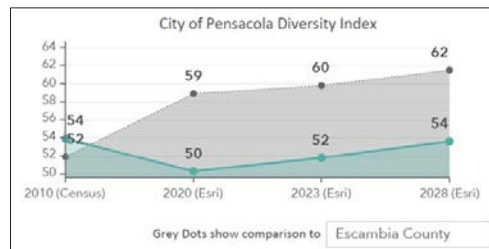
### Diversity has shifted in all districts

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.

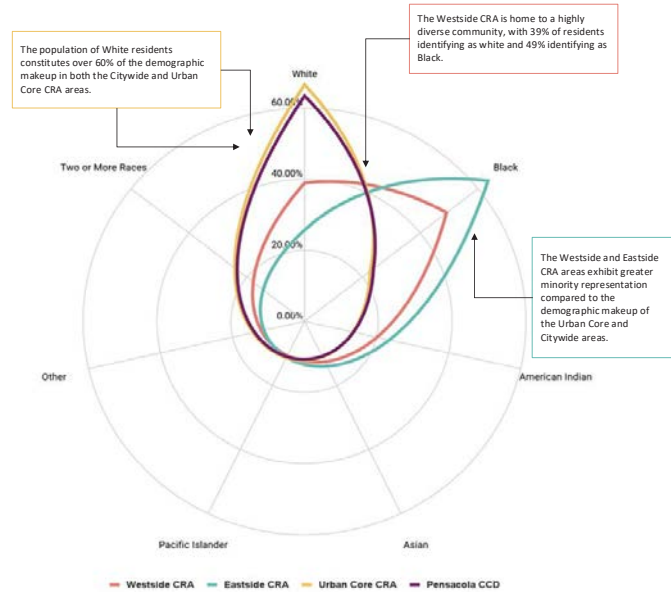
However, despite these distinctions, **all three CRAs fall short of the citywide diversity performance index**; Pensacola has a diversity index of 62.9 in 2023 and is projected to reach 64.4 by 2028. Pensacola's citywide diversity has seen a notable uptick, rising from 55.3 in 2010 to 62.9 in 2023.

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**.



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**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

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# 1.2 WORKFORCE TRENDS

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## 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

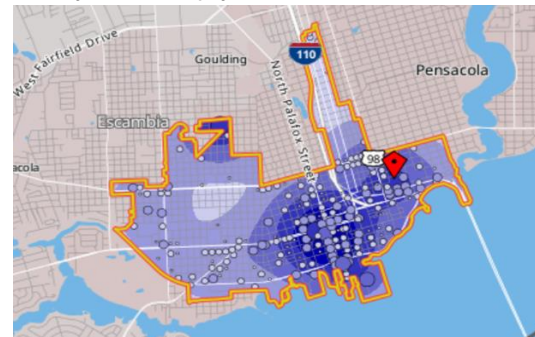


Image Source: US Census OnTheMap

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

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## Industry Drivers

Very few people work and live in the same district in Pensacola.

By reviewing data from the U.S. Census, we can analyze the flow of commuters and workers in and out of the CRAs on a daily basis. Commuter data show distinctions between the three districts. The Urban Core increases its daily population with over 20,000 employees commuting into the district. Only 400 residents work in the Urban Core.

Though it has a higher population, the Westside population similarly has nearly 7,000 employees commuting into the area, while less than 100 live and work there.

In the Eastside, the reverse is true. While the Eastside has the fewest residents of all three districts, there are fewer employees commuting into the Eastside than workers who reside in the Eastside and commute to work outside of the area.

2021	Employment Commute		
	Employed in & commuting to Area	Residing in Area, commuting elsewhere	Employed and Live in Area
Westside CRA	6,757	2,059	98
Eastside CRA	394	484	1
Urban Core CRA	21,994	1,238	425

Data source: US Census Bureau, 2021 Data

Data derived from both ESRI Business Data analysis, census data, and open data sources to enhance the accuracy of the findings

### KEY TAKEAWAYS

- The Urban Core CRA is a clear job center for commuters, but has relatively few residents who work within the area.
- In general, Pensacolians commute out of their neighborhood for work.

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## Industry Drivers

For those that work in the Urban Core, key industry drivers are mostly in-person jobs

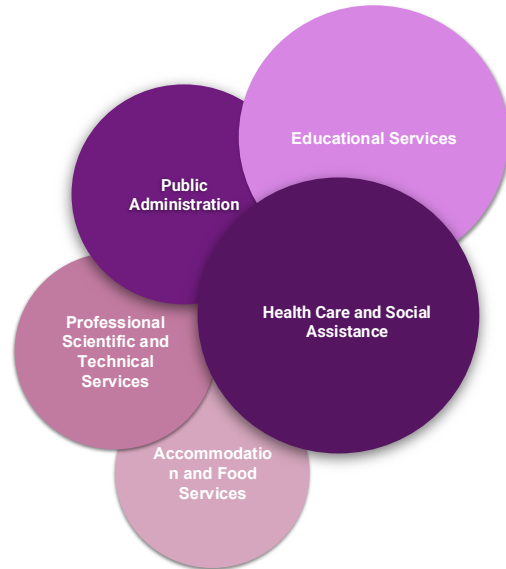
Key industry drivers in 2021 were: Professional, Scientific, and Technical Services, Educational Services, Health Care and Social Assistance, Accommodation and Food Services, and Public Administration

There have been overall declines to jobs in the Information and Educational Services sectors, suggesting a decline in retention for knowledge industry jobs.

Jobs in Finance and Insurance experienced growth until 2009, went through a sharp drop in 2012, and have been stagnant in the years since. Administrative & Support jobs doubled between 2015 and 2021. The CRAs experienced steady growth in Accommodation and Food Services before a sharp 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

## Industry Drivers

Some emerging Industry drivers are more likely to accommodate remote work

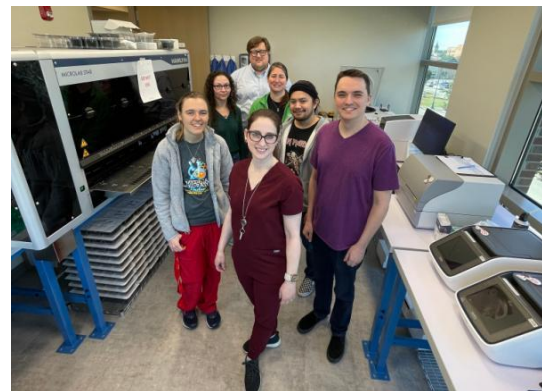
The Professional, Scientific, and Technical Service sector experienced sharp growth between 2015-2021, with jobs growing by 47.5% during that time period (from 223 to 330 jobs). Administration & Support, Waste Management and Remediation jobs grew more modestly at 20% (from 321 to 399 jobs).

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.



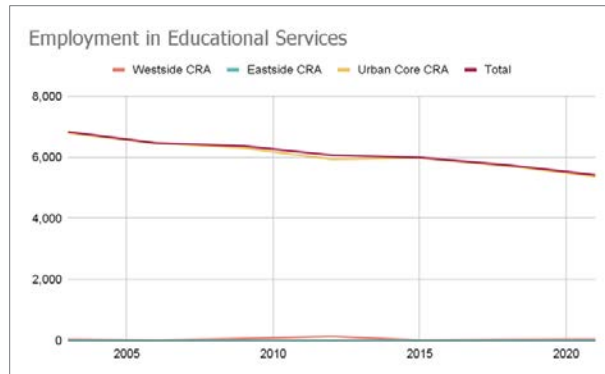
Data source: US Census Bureau, 2022 Data - Visualized by JLP+D

## Declining Industries

Educational services have been in decline since 2003

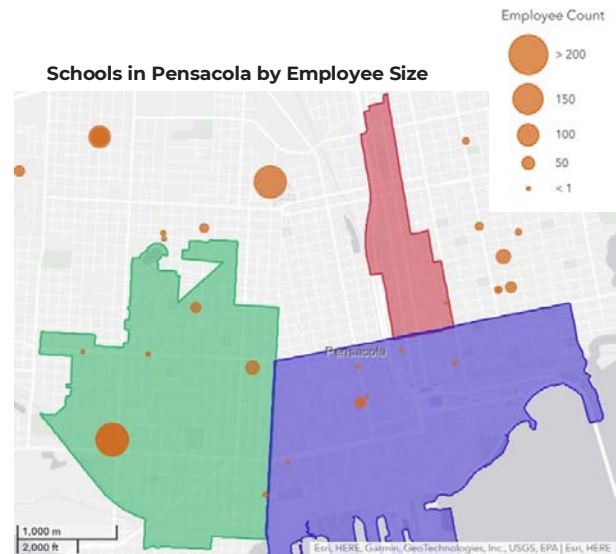
Education workers have been leaving the CRA districts steadily over the past two decades. After 2003, workforce data shows a 40% decline in Education workers that live in the district. Since that same year, Education jobs in the district have also experienced a steady decline, with a 20% decline in the 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.



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### 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

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## 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: SLive

Data Source: Census Business Builder Escambia County Business Profile

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## 2.0 REAL ESTATE MARKET PERFORMANCE

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## Housing Statistics

BENCHMARKING	TOTAL POPULATION	POPULATION DENSITY/ SQMI	MEDIAN AGE	TOTAL HOUSEHOLDS	TOTAL HOUSING UNIT VACANCY %	OWNER OCCUPIED HOUSING %	% OF HOUSING WITH 1 UNIT IN STRUCTURE	HOUSING AFFORDABILITY INDEX
Urban Core CRA	3,052	1,935	47.5	1,895	15.8%	45.0%	64.29%	63
East Side CRA	1,212	3,127	38.9	535	20.9%	53.3%	82.84%	58
West Side CRA	5,894	3,474	42.7	2,935	17.9%	59.6%	59.11%	68
Citywide	232,785	1,598	38.8	102,517	13.0%	42.7%	68.05%	94

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

The Housing affordability index measures the likelihood of obtaining a mortgage at the average home price given the average income.

### KEY TAKEAWAYS

- Housing is relatively affordable in Pensacola, with a housing affordability index at 94, but the CRA districts are all significantly less affordable than citywide.
- The Eastside and Westside CRA districts have much denser population than the Urban Core or the City as a whole - nearly double. Both Eastside and Westside districts exceed 3,000 residents per square mile while the Urban Core CRA and Citywide population densities are both below 2,000 residents per square mile.
- Single-family homes dominate all of these areas, especially the Eastside district, which has over 80% single-unit structures.
- The Eastside and Westside districts have higher rates of home ownership with both exceeding 50% of homes. Nationally, 65.2% of homes are owner-occupied.
- The Eastside CRA appears to have the least affordable housing whilst also consisting of the highest housing unit vacancy percentage in 2023. This may be due to a misalignment in housing cost and resident socioeconomic status.

## Q2 2024 Multi-Family Residential Market

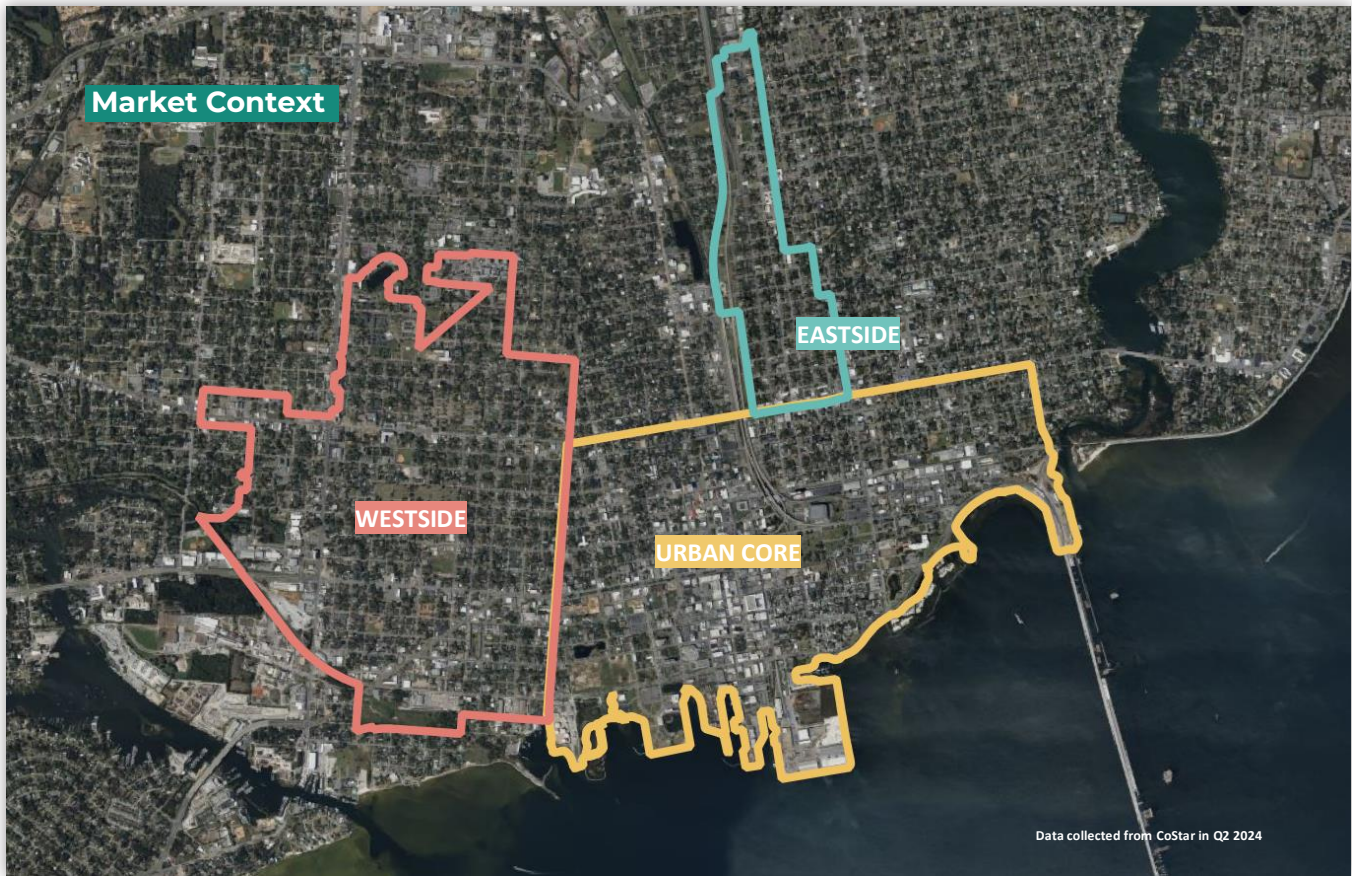
BENCHMARKING	INVENTORY UNITS	INVENTORY UNITS/ ACRE	UNDER CONSTRUCTION UNITS	12 MONTH NET ABSORPTION UNITS	VACANCY RATE	MARKET ASKING RENT/ UNIT	MARKET SALE PRICE/ UNIT	MARKET CAP RATE
Urban Core CRA	658	0.5	0	143	7.70%	\$1,901	\$254,000	6.50%
East Side CRA	12	0.05	0	0	7.60%		\$134,000	7.90%
West Side CRA	724	0.6	0	-12	5.60%	\$869	\$85,600	7.40%
Citywide	23,585	0.9	1,122	673	13.10%	\$1,384	\$142,000	6.50%

Data source: US Census, Quarterly Residential Vacancies and Homeownership, First Quarter 2024 CoStar, Sourced in Q2 2024

### KEY TAKEAWAYS

- There is limited multi-family housing in Pensacola, which is defined as structures with more than 4 housing units. The metrics in the table above represent less than 15% of all housing units. Citywide, 1-unit structures (single-family homes) represents 68% of all housing units.
- Some development stagnation is visible within the Eastside CRA, characterized by a lack of new construction or absorption and a vacancy rate of 7.60%, higher than the Q1 2024 national rental residential vacancy of 6.6%. Additionally, the Eastside district has the lowest property values among CRAs, with units sales averaging \$134,000 each, indicating a less dynamic market.
- The Westside CRA's multi-family housing sector shows a lowest vacancy rate of 5.6%, yet its real estate performs below par compared to other market areas in terms of sale price and rent. Moreover, it stands as the sole geography with a negative 12-month absorption rate.
- The three CRAs rent out more places than the rest of Pensacola combined. Although they only make up 6% of all the rental properties in the city, they're responsible for 19% of the places where people have moved in the last year.
- The Urban Core surpasses Pensacola in market rent and sale price per unit, boasting almost half the vacancy rate of the citywide average at 7.7%.

**COMPARING CAP RATES:** Many analysts consider a "good" cap rate to be around 5% to 10%, while a 4% cap rate indicates lower risk but a longer timeline to recoup an investment.



STEP 1 | September 2024

## Q2 2024 Office Market

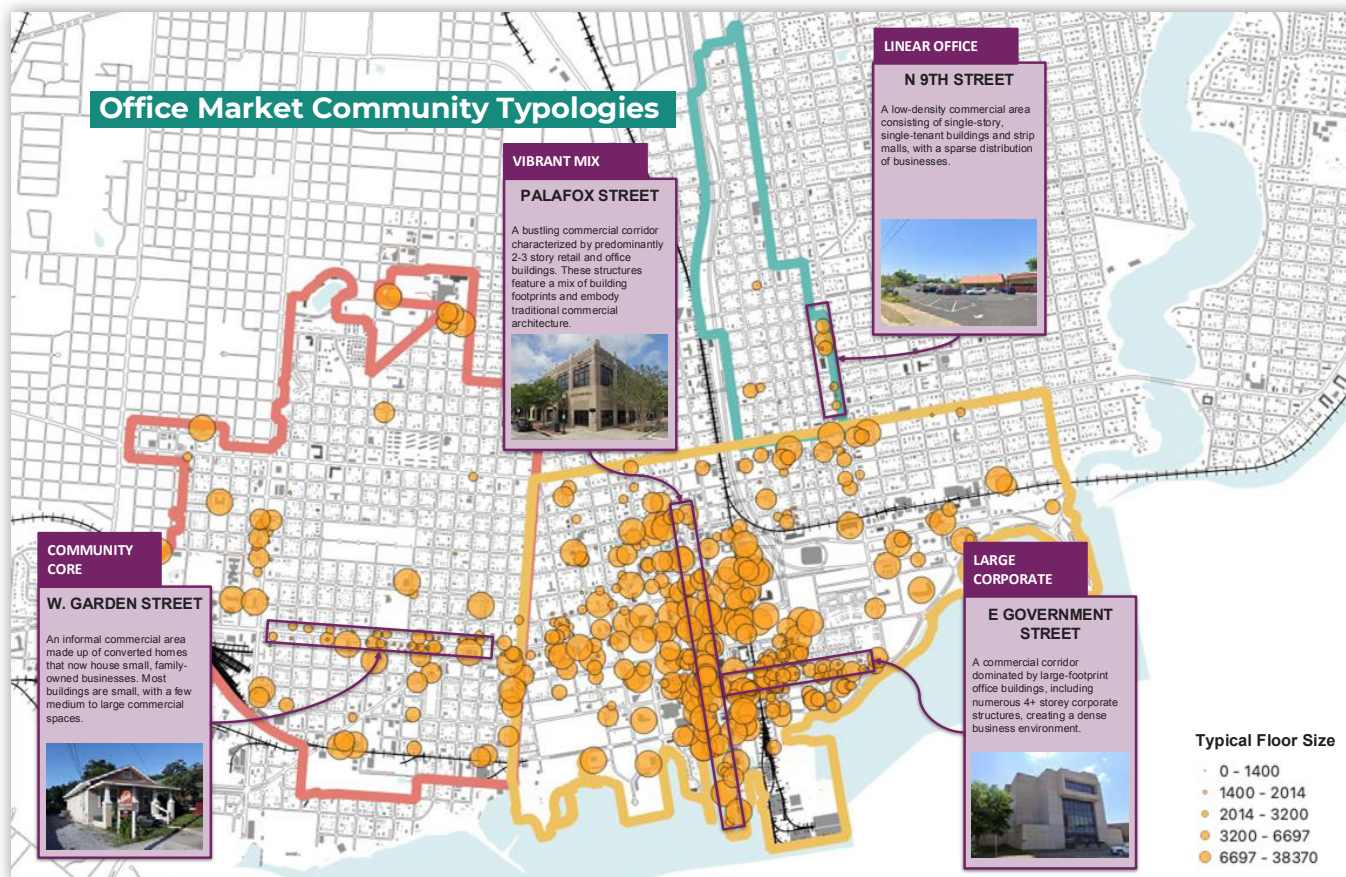
BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	3,900,000	3078	0	26,800	2.30%	\$27.35	\$139	9.90%
East Side CRA	21,500	84	0	0	0.00%	\$24.33	\$135	9.60%
West Side CRA	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.





STEP 1 | September 2024

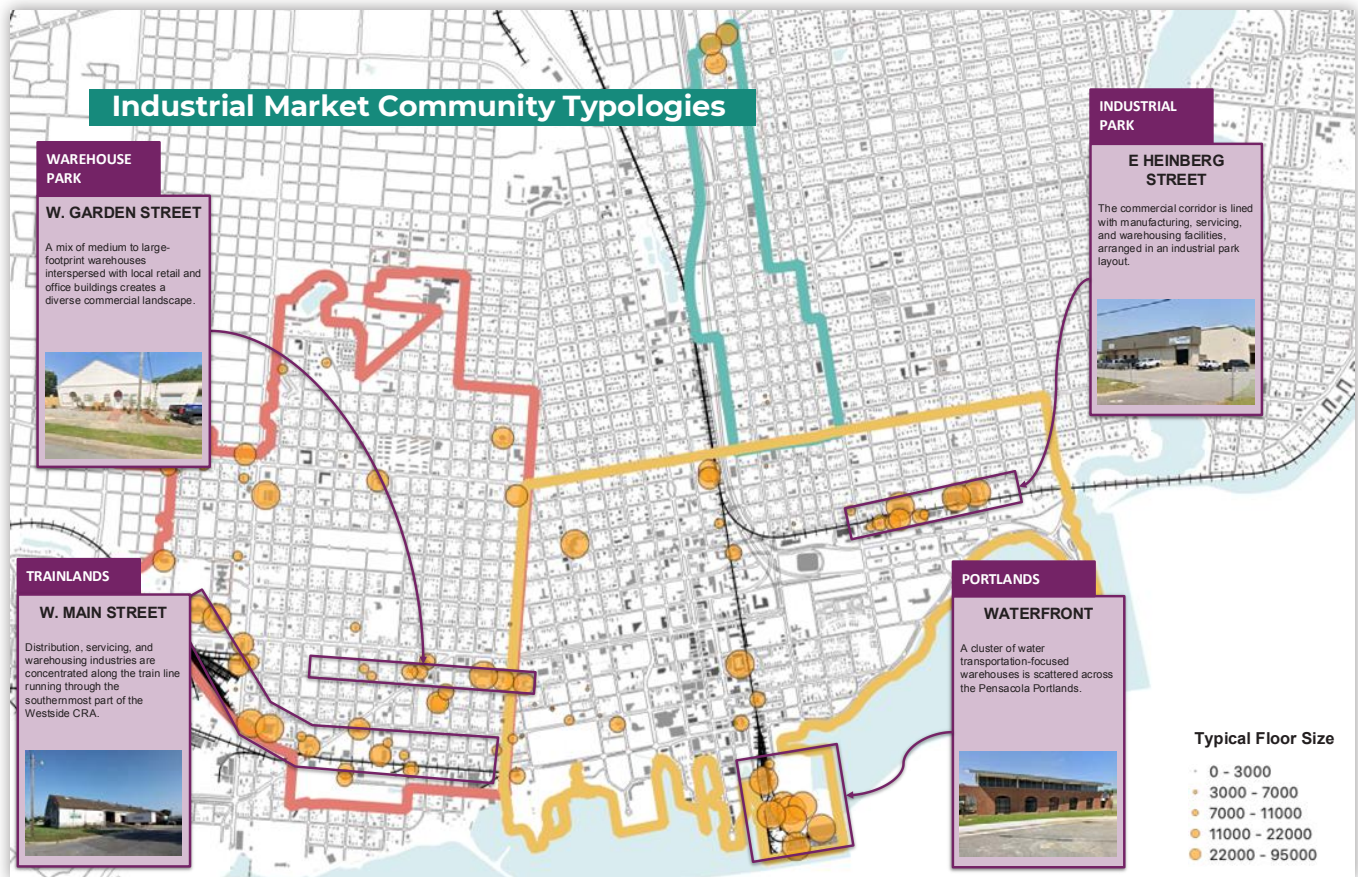
## Q2 2024 Industrial Market

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.



STEP 1 | September 2024

## Q2 2024 Retail Market

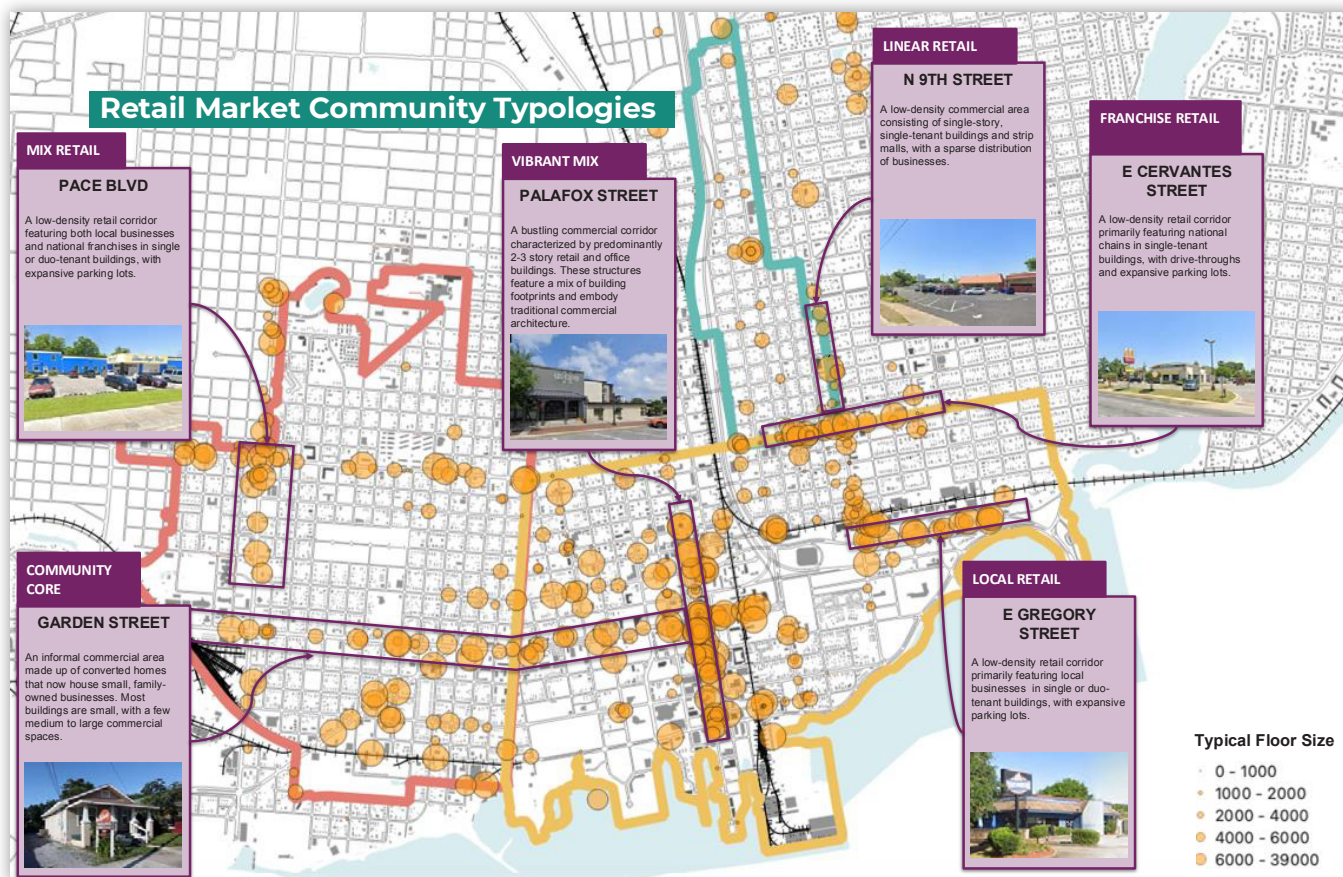
BENCHMARKING	INVENTORY SF	INVENTORY SF/ ACRE	UNDER CONSTRUCTION SF	12 MONTH NET ABSORPTION SF	VACANCY RATE	MARKET ASKING RENT/ SF	MARKET SALE PRICE/ SF	MARKET CAP RATE
Urban Core CRA	1,400,000	1105	0	3,300	3.70%	\$19.24	\$199	6.90%
East Side CRA	129,000	504	0	0	0.00%	\$15.50	\$162	7.40%
West Side CRA	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.





STEP 1 | September 2024

## 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

### 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 (Kerith): Permitting
- Hard Rock Reverb Hotel @ CMP: Planning
- Valencia Hotel Group @ CMP: Pre-Planning

Data source: CoStar, Sourced in Q2 2024

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.

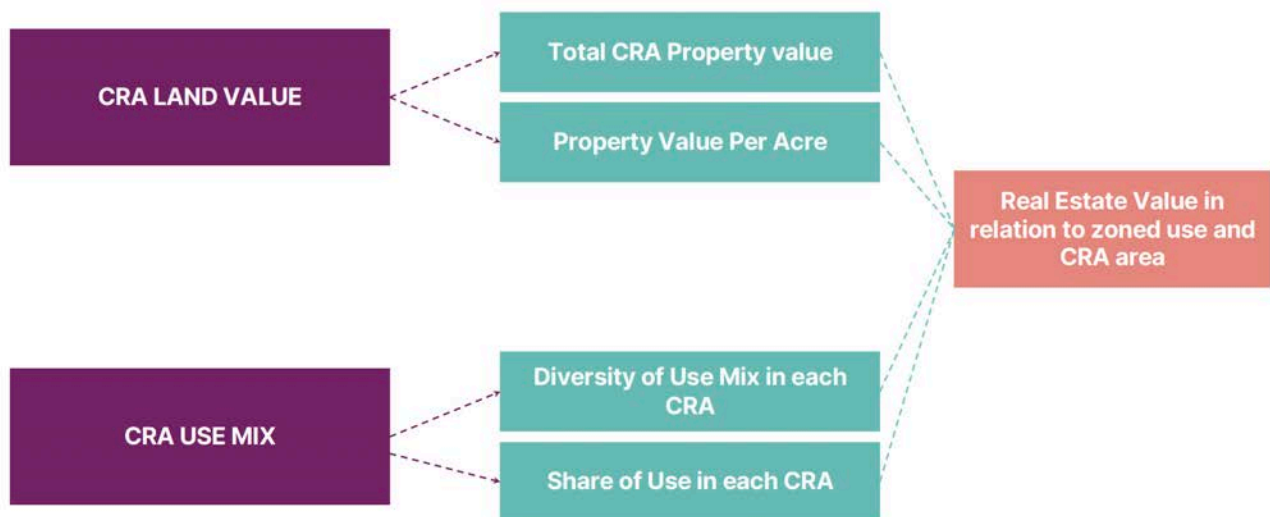


# 3.0 CRA PERFORMANCE REVIEW

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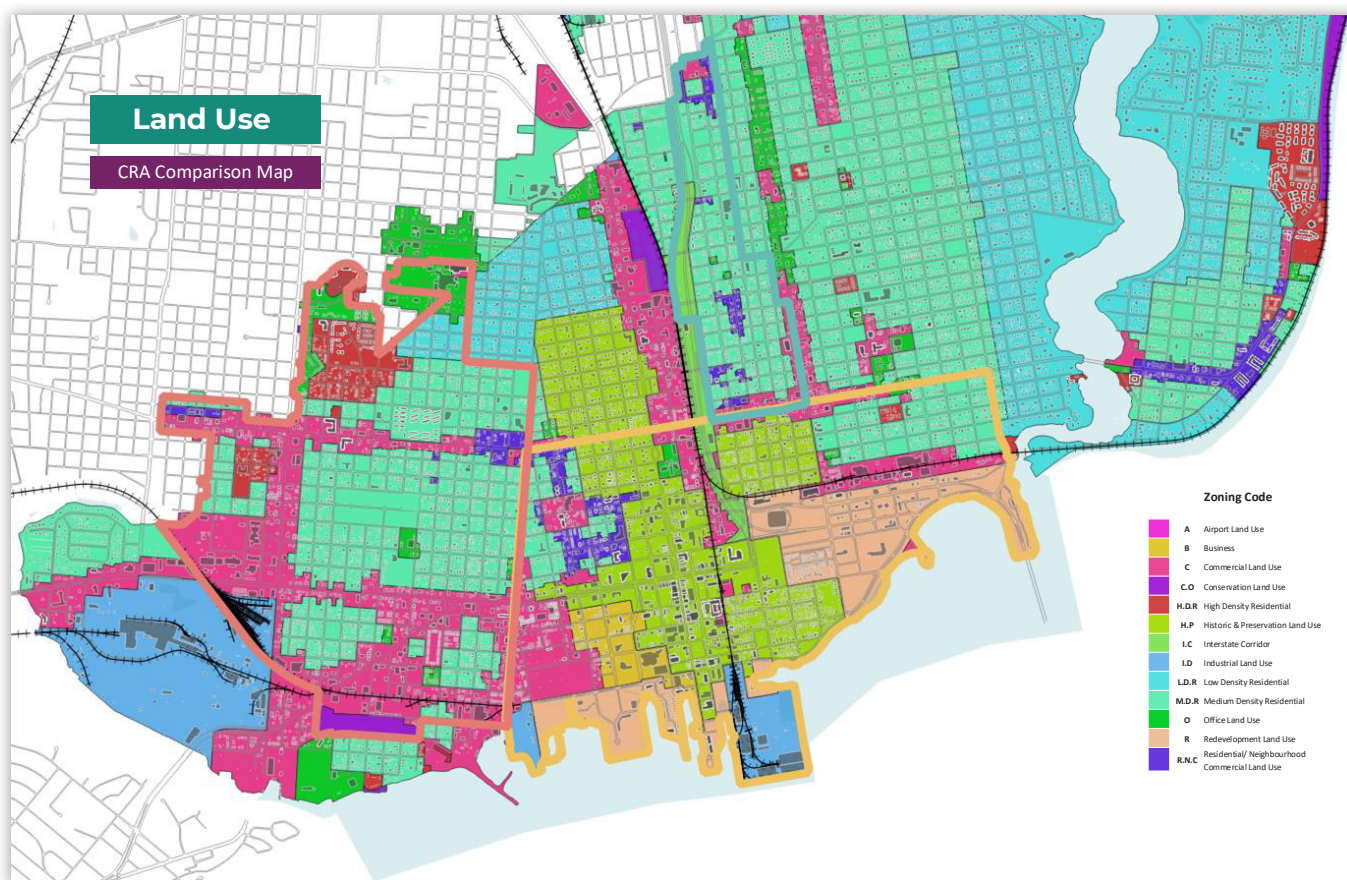
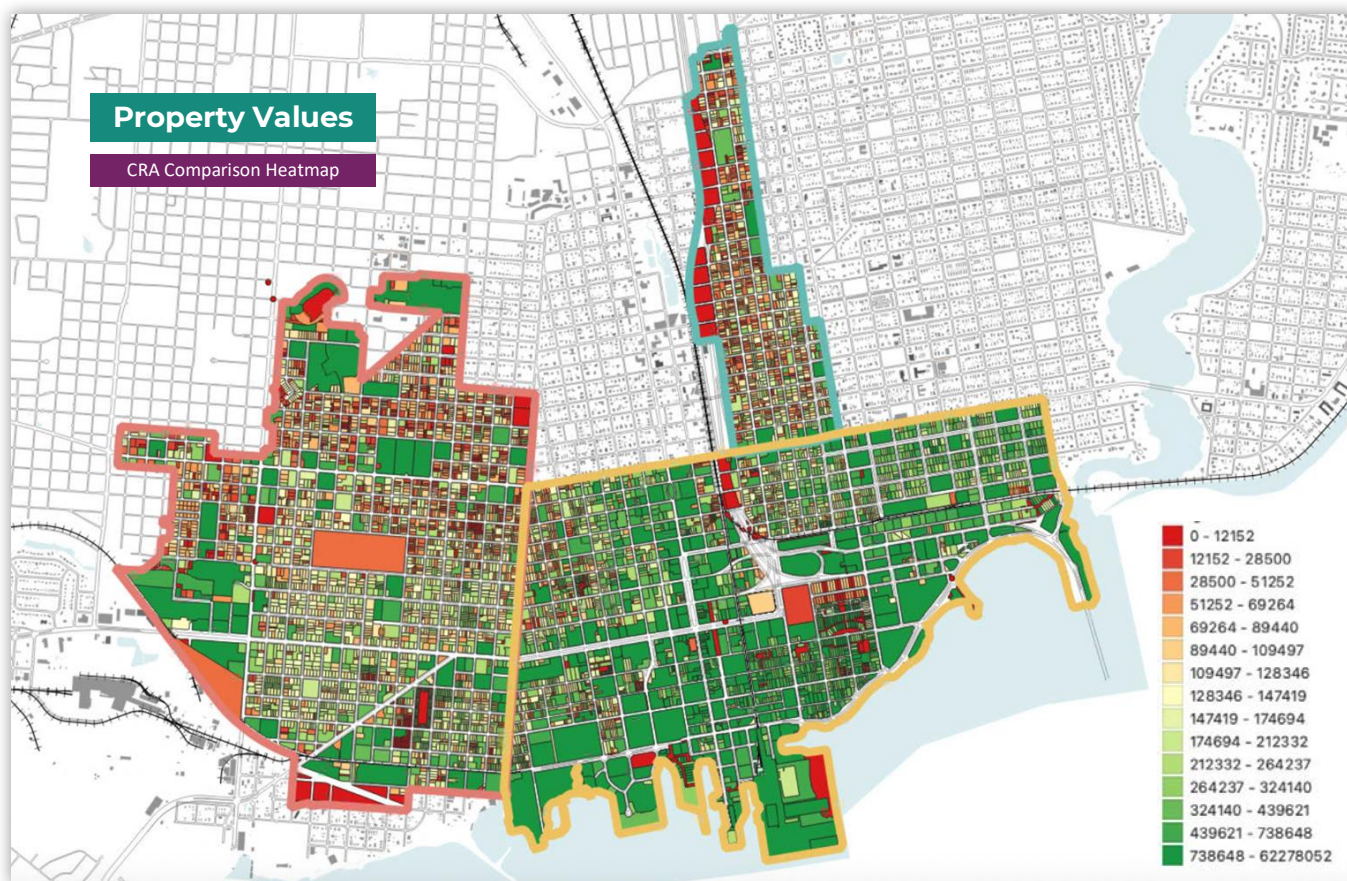
## CRA Analysis

### Introduction



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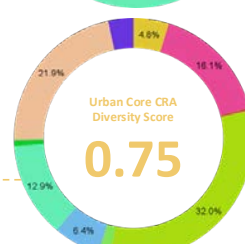
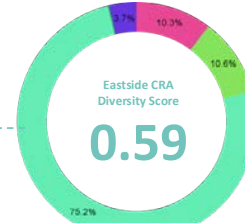
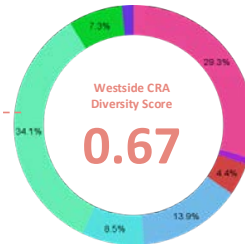
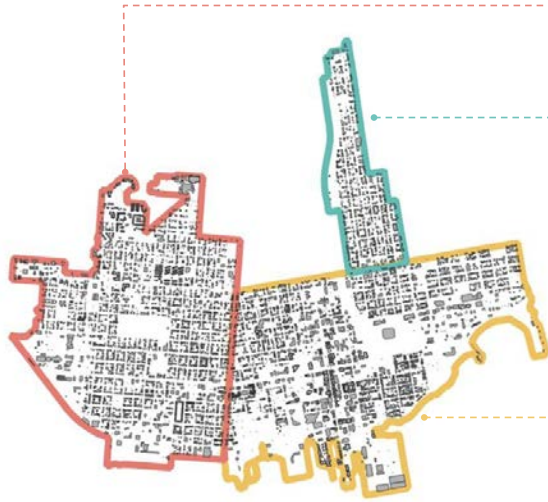
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## Land Use Diversity

A broad mix of land uses means more daily needs like work, housing, and retail can be in close proximity to each other



**Zoning Code**

A	Airport Land Use
B	Business
C	Commercial Land Use
C.O	Conservation Land Use
H.D.R	High Density Residential
H.P	Historic & Preservation Land Use
I.C	Interstate Corridor
I.D	Industrial Land Use
L.D.R	Low Density Residential
M.D.R	Medium Density Residential
O	Office Land Use
R	Redevelopment Land Use
R.N.C	Residential/ Neighbourhood Commercial Land Use

The Urban Core and Westside CRA benefit from a **broad 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

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## 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

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## Projects

### 2022 CRA Projects

EASTSIDE CRA	URBAN CORE CRA	WESTSIDE CRA
<b>COMMUNITY WELLBEING AND SERVICES</b> <ul style="list-style-type: none"> <li>Hollice T. Williams Greenway &amp; Skatepark Improvements</li> <li>General Daniel "Chappie" James Jr. Museum and Flight Academy - Phase II</li> </ul>	<b>COMMUNITY WELLBEING AND SERVICES</b> <ul style="list-style-type: none"> <li>Bruce Beach Park Improvements</li> <li>Community Maritime Park Day Marina</li> <li>Hollice T. Williams Greenway &amp; Skatepark Improvements</li> <li>Community Policing</li> </ul>	<b>HOUSING</b> <ul style="list-style-type: none"> <li>Affordable Housing Initiatives</li> <li>Residential Property Improvement Program</li> <li>Residential Resiliency Program</li> </ul>
<b>HOUSING</b> <ul style="list-style-type: none"> <li>Affordable Housing Initiatives</li> <li>Residential Property Improvement Program</li> <li>Residential Resiliency Program</li> </ul>	<b>HOUSING</b> <ul style="list-style-type: none"> <li>Affordable Housing Initiatives</li> <li>Residential Property Improvement Program</li> <li>Residential Resiliency Program</li> </ul>	<b>COMMERCIAL</b> <ul style="list-style-type: none"> <li>Commercial Facade Improvement Program</li> </ul>
<b>REVITALIZATION</b> <ul style="list-style-type: none"> <li>CRA Urban Design Standards</li> <li>Redevelopment Plan Update</li> </ul>	<b>COMMERCIAL</b> <ul style="list-style-type: none"> <li>Commercial Facade Improvement Program</li> </ul> <b>REVITALIZATION</b> <ul style="list-style-type: none"> <li>CRA Urban Design Standards</li> <li>Downtown Improvement District Initiatives</li> <li>Redevelopment Plan Update</li> </ul>	<b>REVITALIZATION</b> <ul style="list-style-type: none"> <li>CRA Urban Design Standards</li> <li>Redevelopment Plan Update</li> </ul>

Source: [City of Pensacola Community Redevelopment Agency Annual Work Plan, 2022](#)

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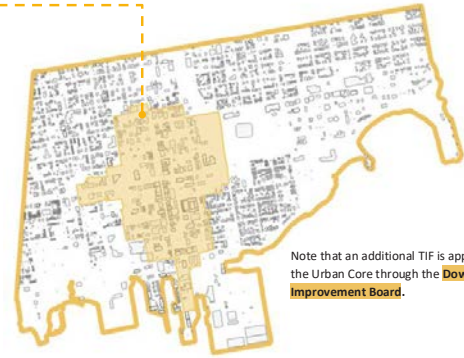
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## Millage Rates

### Annual Rate

A County and City millage rate is applied to properties located within each CRA. The millage rate, also known as the mill rate, is a tax rate used to calculate local property taxes. It represents the amount of tax payable per \$1,000 of a property's assessed value. For example, a millage rate of 10 means \$10 in tax for every \$1,000 of property value.

	County	City	Urban Core Downtown Improvement Board
2010	6.9755	4.5395	2.0
2011	6.9755	4.2895	2.0
2012	6.9755	4.2895	2.0
2013	6.6165	4.2895	2.0
2014	6.6165	4.2895	2.0
2015	6.6165	4.2895	2.0
2016	6.6165	4.2895	2.0
2017	6.6165	4.2895	2.0
2018	6.6165	4.2895	2.0
2019	6.6165	4.2895	2.0
2020	6.6165	4.2895	2.0

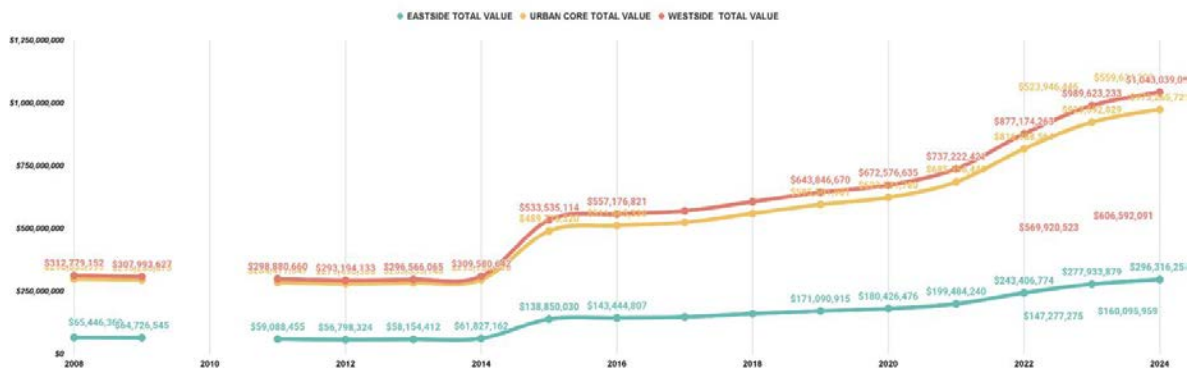


Note that an additional TIF is applied to the Urban Core through the **Downtown Improvement Board**.

## Property Value over Time

### by CRA District

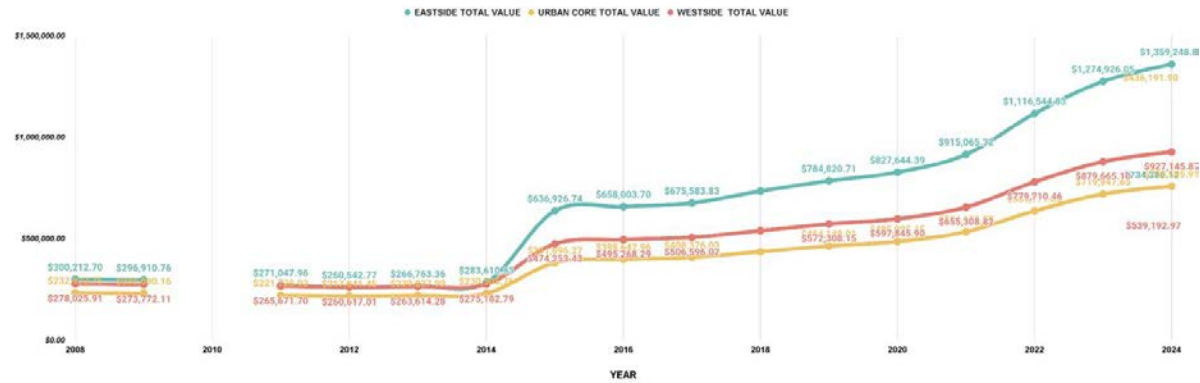
The Urban Core and Westside CRA are both higher than the Eastside CRA in total property value. All three CRA districts are demonstrating year-over-year growth with the Urban Core showing the greatest growth, followed by the Westside CRA, then the Eastside CRA.



Property Value over Time

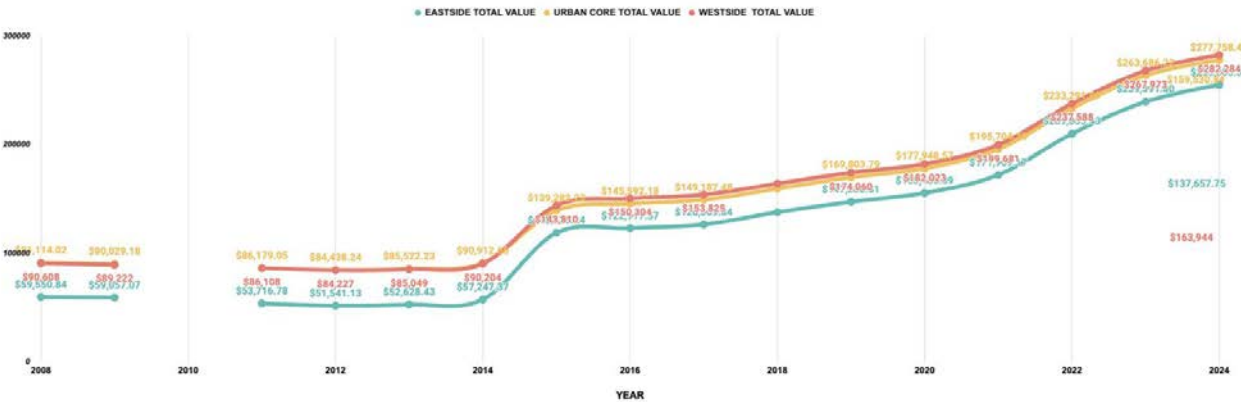
Property value per acre by CRA District

The Urban Core has greater value per acre property than both the Westside and Eastside CRA districts. The magnitude is significant; the Urban Core shows nearly exponential growth compared to the two other CRA districts.



Property Value over Time

Property value per parcel count by CRA District





## TIF Revenue Annually

### Total TIF Payments

The TIF revenue reveals historical is derived from the Urban Core CRA while the Westside CRA collected no revenue from 2010 - 2013. All three CRAs have seen an overall increase in revenue between 2010 and 2020.

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

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

## TIF Revenue

### Eastside CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
EASTSIDE CRA   Total Acres: 218											
Total Payment	\$40,356	\$35,380	\$25,872	\$26,356	\$31,356	\$35,474	\$41,066	\$47,393	\$62,630	\$81,808	\$92,207
Payment Per Acre	\$185	\$162	\$119	\$144	\$121	\$144	\$163	\$188	\$287	\$375	\$423
Total Property Value	N/a	N/a	N/a	N/a	N/a	\$56,994,857	\$61,941,871	\$63,235,471	\$72,104,387	\$80,277,360	\$87,111,463
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	\$261,444	\$284,137	\$290,071	\$330,754	\$368,245	\$399,594

### Eastside TIF Revenue

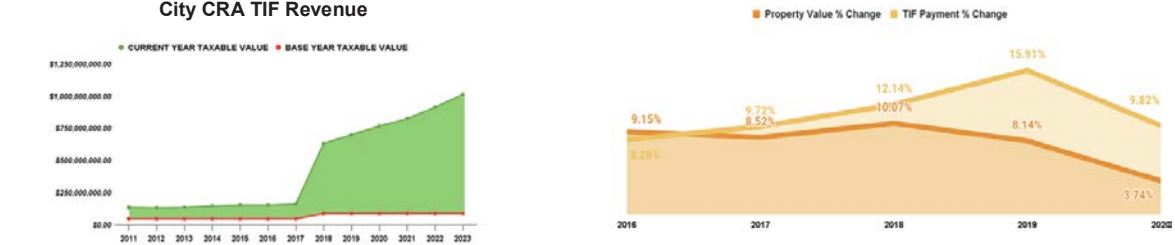


## TIF Revenue

### Urban Core CRA

	2010	2011	2012	2013	2014	2015	2016	2017	2018	2019	2020
URBAN CORE CRA   Total Acres: 1,283											
Total Payment	\$4,063,003	\$3,953,997	\$3,788,221	\$3,787,966	\$4,075,806	\$4,427,771	\$4,794,187	\$5,260,081	\$5,898,476	\$6,837,207	\$7,508,831
Payment Per Acre	\$3,167	\$3,082	\$2,953	\$2,952	\$3,177	\$3,451	\$3,737	\$4,100	\$4,597	\$5,329	\$5,853
Total Property Value	N/a	N/a	N/a	N/a	N/a	\$575,840,293	\$628,528,322	\$682,092,327	\$750,758,186	\$811,833,232	\$842,213,147
Property Value Per Acre	N/a	N/a	N/a	N/a	N/a	\$448,823	\$489,890	\$531,639	\$585,158	\$632,762	\$656,440

### City CRA TIF Revenue



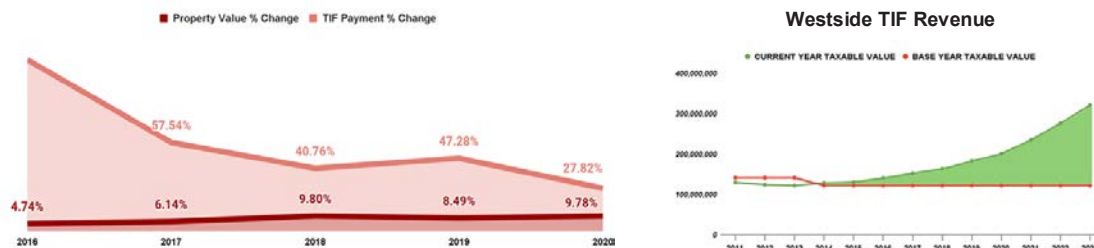
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## TIF Revenue

### 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



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## Outstanding Questions

### Identifying Potential Causality



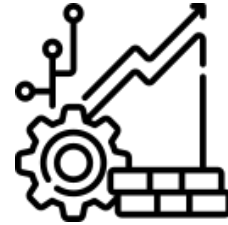
#### APPRAISAL PROCESS

Could potential changes in appraisal policy play a role in increasing TIF revenue?



#### MARKET CONDITIONS

Could a change in real estate typology or volume be impacting the annual CRA revenue?



#### MAJOR ECONOMIC SHIFTS

Could demographic, industry, or workforce changes be impacting the TIF revenue?

# 4.0 GENTRIFICATION + DISPLACEMENT



## Definitions

### Gentrification

The process of change in an neighborhood or community that is seen by increased prices for basic needs, increased economic investments, and demographic or cultural shifts, typically resulting in displacement of residents.

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

Social Change

Economic Change

Cultural Change

Physical/Built Change

### Displacement

A force that relocates people from where they are living or running a business. This can be either physical or economic, and it is often experienced 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

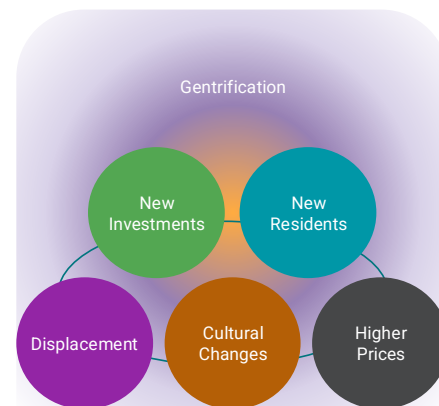
Small Business Changes

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	Possible strengths	Signals to watch for
<b>Incomes</b> <ul style="list-style-type: none"> <li>Median incomes, when lower than the median income of surrounding areas, can be a predictor of gentrification and displacement.</li> <li>High poverty rates when compared to the national average also signify potential risk.</li> </ul> <b>Housing</b> <ul style="list-style-type: none"> <li>The affordability index is low, meaning that incomes are too low to qualify for mortgages</li> <li>The rental percentage is higher than County and national averages, suggesting homeownership is consistently out of reach</li> <li>Change in rental vacancy rates indicates changes in affordability for renters</li> </ul>	<b>Population Flows</b> <ul style="list-style-type: none"> <li>Fast growth can incite displacement of existing communities. Within Escambia county, <b>migration has been net neutral</b> over the last 10 years.</li> </ul> <b>Diversity</b> <ul style="list-style-type: none"> <li>Diverse communities are less likely to experience displacement than areas with high concentrations of communities of color.</li> </ul> <b>Incomes</b> <ul style="list-style-type: none"> <li>Extremely fast income growth is often a sign of gentrification for communities</li> </ul>	<b>Incomes &amp; Earning Power</b> <ul style="list-style-type: none"> <li>Stakeholders should be sensitive to an increase in proportion of high incomes indicating wealthier residents displacing lower income residents</li> <li>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</li> </ul> <b>Rents &amp; Evictions</b> <ul style="list-style-type: none"> <li>Greater increase in median rent and subsequent increases in eviction rates</li> </ul> <b>Housing Supply</b> <ul style="list-style-type: none"> <li>Observing total housing units constructed to understand if it is lower than the population growth</li> </ul>

## 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 more 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

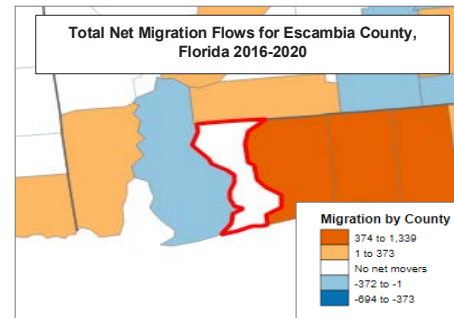
A few factors indicate a complex set of trends for and against active displacement

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 white 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.

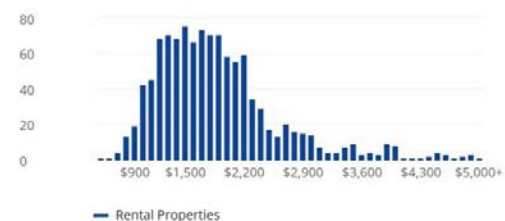
Similarly, changes to high income earners or populations with college degrees (and thus, potentially higher earning power) should be monitored as well. These indicators are already elevated in the Urban Core CRA, but could increase in the Eastside CRA quickly too, given its small population overall.

Lastly, the CRA is familiar with planned housing projects, and the total units of housing added to the Pensacola market will 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

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# 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	<a href="https://www.transportation.gov/RAISEgrants/raise-nofo">https://www.transportation.gov/RAISEgrants/raise-nofo</a>	Surface transportation projects that have significant local or regional impact; could include projects with a safety component.	<a href="https://www.transportation.gov/sites/dot.gov/files/2022-09/RAISE%202022%20Award%20Fact%20Sheets_1.pdf">https://www.transportation.gov/sites/dot.gov/files/2022-09/RAISE%202022%20Award%20Fact%20Sheets_1.pdf</a>
Infrastructure for Rebuilding America Discretionary Grant Program (INFRA)	USDOT	<a href="https://www.transportation.gov/grants/infra-grants-program">https://www.transportation.gov/grants/infra-grants-program</a>	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	<a href="https://www.transportation.gov/grants/reconnecting-communities">https://www.transportation.gov/grants/reconnecting-communities</a>	Highway removal projects, through disadvantaged communities. Would fund replacement infrastructure and includes safety components.	
Safe Streets and Roads for All (SS4A)	USDOT	<a href="https://www.transportation.gov/grants/SS4A">https://www.transportation.gov/grants/SS4A</a>	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	<a href="https://www.transit.dot.gov/funding/grants/urbanized-area-formula-grants-5307">https://www.transit.dot.gov/funding/grants/urbanized-area-formula-grants-5307</a>	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	<a href="https://www.transit.dot.gov/grants/areas-persistent-poverty-program">https://www.transit.dot.gov/grants/areas-persistent-poverty-program</a>	Funds projects that provide access to transit in disadvantaged communities, including safety improvements.	
Carbon Reduction Program (CRP)	FHWA	<a href="https://www.fhwa.dot.gov/environment/sustainability/energy/">https://www.fhwa.dot.gov/environment/sustainability/energy/</a>	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	<a href="https://www.fhwa.dot.gov/environment/air_quality/cmaq/">https://www.fhwa.dot.gov/environment/air_quality/cmaq/</a>	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	<a href="https://highways.dot.gov/safety/hship/shsp">https://highways.dot.gov/safety/hship/shsp</a>	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	<a href="https://highways.dot.gov/safety/hship/xings/railway-highway-crossing-program-overview">https://highways.dot.gov/safety/hship/xings/railway-highway-crossing-program-overview</a>	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 (PROTECT)	FHWA	<a href="https://www.fhwa.dot.gov/environment/sustainability/resilience/">https://www.fhwa.dot.gov/environment/sustainability/resilience/</a>	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	<a href="https://www.fhwa.dot.gov/speciaifunding/stp/">https://www.fhwa.dot.gov/speciaifunding/stp/</a>	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	<a href="https://www.fhwa.dot.gov/environment/transportation_alternatives/">https://www.fhwa.dot.gov/environment/transportation_alternatives/</a>	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	<a href="https://www.fhwa.dot.gov/environment/recreational_trails/">https://www.fhwa.dot.gov/environment/recreational_trails/</a>	Recreational trails	Part of STBG; Administered by the State
Safe Routes to School Program (SRTS)	FHWA	<a href="https://www.fhwa.dot.gov/environment/safe_routes_to_school/">https://www.fhwa.dot.gov/environment/safe_routes_to_school/</a>	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	<a href="https://www.fdot.gov/planning/systems/tap/default.shtm">https://www.fdot.gov/planning/systems/tap/default.shtm</a>	Bicycle/pedestrian facilities recreational trails, SRTS projects	Part of the Federal TA set aside of the STBG <a href="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">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</a>
Shared-Use Nonmotorized (Sun) Trail Program	FDOT	<a href="https://www.fdot.gov/planning/systems/suntrail/guidance.shtm">https://www.fdot.gov/planning/systems/suntrail/guidance.shtm</a>	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 <a href="https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/planning/systems/suntrail/guidance/suntrail_guidanceforsubmittal-offundingrequest.ppt.pdf?sfvrsn=3ac9b7ba_2">https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/planning/systems/suntrail/guidance/suntrail_guidanceforsubmittal-offundingrequest.ppt.pdf?sfvrsn=3ac9b7ba_2</a>
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	<a href="https://www.fdot.gov/Safety/programs/safe-routes.shtm">https://www.fdot.gov/Safety/programs/safe-routes.shtm</a>	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

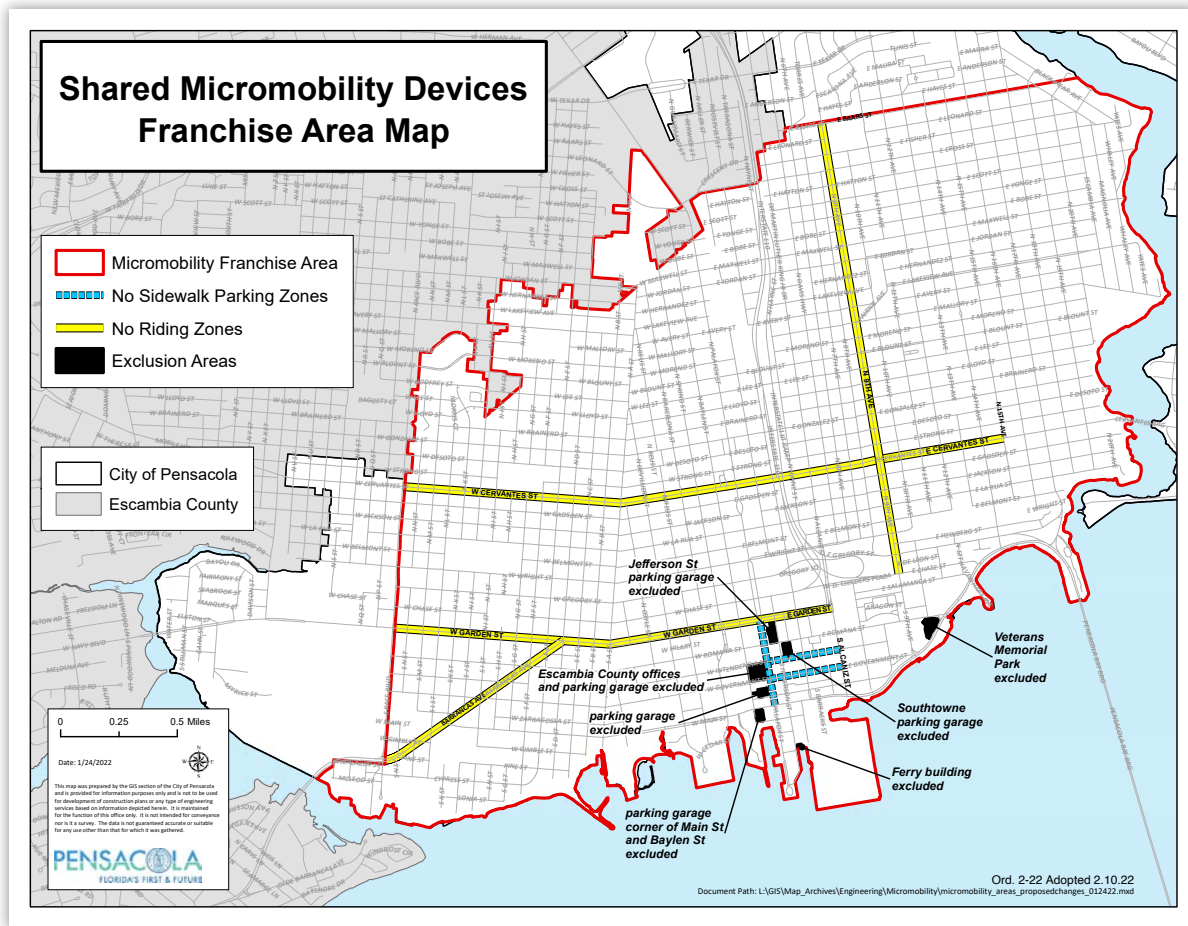
Rank Projects based upon the following criteria:

#	Quantifiable Criteria	Max Points
1	Safety (Roadway conditions, width, bike lanes, existing sidewalk)	6.5
2	School Proximity (Using EscCo Bus Eligible criteria) <ul style="list-style-type: none"> <li>— Elem School @ 1 mile (15 points)</li> <li>— Middle School @ 1.5 miles (10 points)</li> <li>— High School @ 2 miles (5 points)</li> </ul>	15
3	New Access on Arterials and Collectors	10
4	Latent Demand (using either census tract data or City data) <ul style="list-style-type: none"> <li>— DUs within 1/4 mile to sidewalk project</li> <li>— Residents using transit or walking to work</li> </ul>	15
5	Connectivity / This criterion will award points based on the following: <ul style="list-style-type: none"> <li>— Connects to sidewalk on arterial roadway (15 points)</li> <li>— Connects to sidewalk on collector roadway (10 points)</li> <li>— Connects to sidewalk on local streets (5 points)</li> <li>— Does not connect to other sidewalks (0 points)</li> </ul>	15
6	Existing Demand / This criterion will assess scores based on access to: <ul style="list-style-type: none"> <li>— Transit Stops</li> <li>— Parks/Community Centers</li> <li>— Greenways &amp; Trails</li> <li>— Transportation Disadvantaged Housing</li> <li>— Employment Centers</li> <li>— University/College Campuses (PCS)</li> <li>— Shopping Centers</li> <li>— Placemaking Areas (1/4 mile radius from: Palafox St from Wright Street to terminus and Belmont-DeVilliers intersection)</li> </ul>	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.

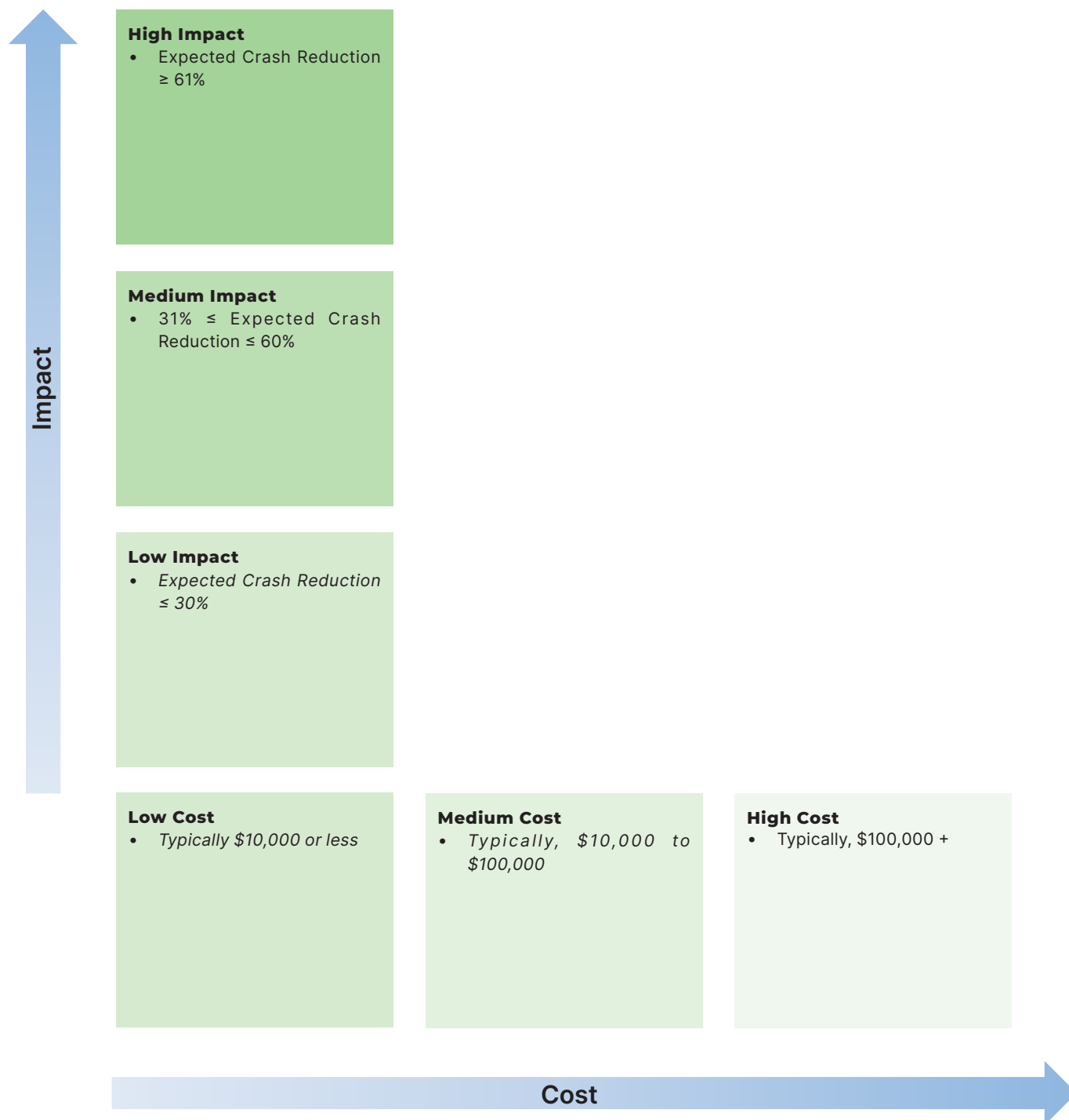
Data used will be from either City data (roadway classification, building footprints, pavement width, bike lanes, parks/community center locations, school locations), US Census data (worker transportation, DUs), and ECAT data (transit stops).

# MICROMOBILITY AREA MAP



# COST AND IMPACT COUNTERMEASURES

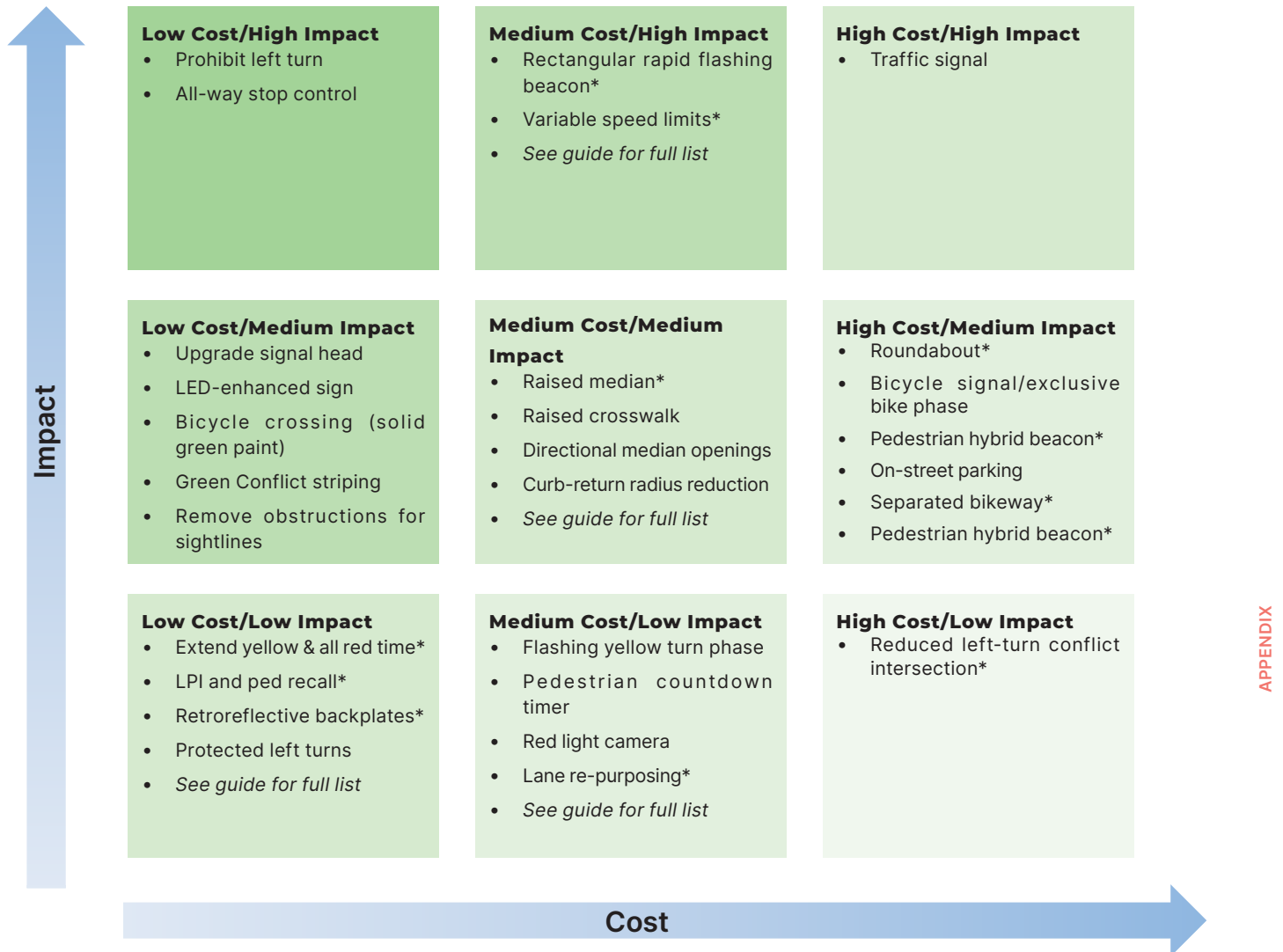
## COUNTERMEASURE IMPACT AND COST DEFINED



Unknown Impact = No quantitative data 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.)

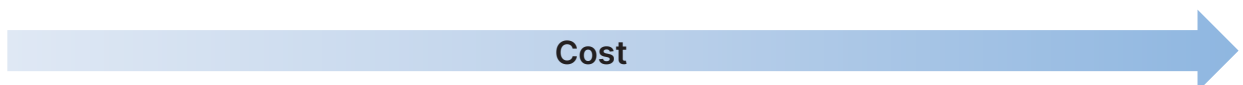


Note: Countermeasures may not apply to all modes, roadways, or crash severities. Countermeasures may apply to more crash types.

\* FHWA Proven Safety Countermeasure

## COUNTERMEASURE SELECTION GUIDE (PEDESTRIAN AND BIKE FOCUSED)

Low Cost/ Unknown Impact	Medium Cost/ Unknown Impact	High Cost/ Unknown Impact
<ul style="list-style-type: none"> <li>• Audible push button upgrade extend time push-button</li> <li>• Prohibit right-turn-on-red</li> <li>• Prohibit turns during pedestrian phase</li> <li>• Shorten cycle length</li> <li>• Advance stop bar</li> <li>• Advance yield markings</li> <li>• Pavement speed legends</li> <li>• Time-based turn restriction</li> <li>• Upgrade intersection pavement markings</li> <li>• Wayfinding</li> <li>• Co-locate bus stops and pedestrian crossings</li> <li>• High-visibility crosswalk</li> <li>• Restripe crosswalk</li> <li>• Centerline hardening</li> <li>• Enhanced daylighting/slow turn wedge</li> <li>• Gateway treatments</li> <li>• Paint and plastic median</li> <li>• Partial closure/diverter</li> <li>• Straighten crosswalk</li> <li>• Lane narrowing</li> <li>• Far-side bus stop</li> <li>• Extend green time for bikes</li> <li>• Bicycles may use full lane sign</li> <li>• Mixing zone</li> <li>• Parking buffer</li> <li>• Two-stage turn queue bike box</li> <li>• Bike box</li> </ul>	<ul style="list-style-type: none"> <li>• Pedestrian detection</li> <li>• Signal interconnectivity and coordination/green wave</li> <li>• Signal preemption</li> <li>• Flashing beacon as advance warning</li> <li>• Floating transit island</li> <li>• Curb extensions</li> <li>• Widen sidewalk</li> <li>• Crosswalk density</li> <li>• Chicane</li> <li>• Landscape buffer</li> <li>• Speed sensitive rest on red</li> <li>• Upgrade lighting to LED</li> <li>• Bike detection</li> </ul>	<ul style="list-style-type: none"> <li>• Separate right-turn phasing</li> <li>• Shared use path</li> <li>• Close slip lane</li> <li>• Intersection reconstruction and tightening</li> <li>• Protected intersection</li> <li>• Raised intersection</li> </ul>



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*

APPENDIX

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## 1 Introduction and Project Purpose

The Pensacola Community Redevelopment Agency (CRA) is updating all three CRA district plans after more than 15 years. The CRA districts are comprised of the Westside, the Eastside, and the Urban Core. Each of the districts have distinct characteristics pertaining to transportation. The existing conditions highlighted in this report are based on city data, previous studies, current programs, site and desktop observations, and community input. Understanding the existing conditions provides the basis to develop near-, medium-, and long-term recommendations to improve mobility and accessibility of all the residents within the area.

Documenting the existing transportation conditions includes three main categories:

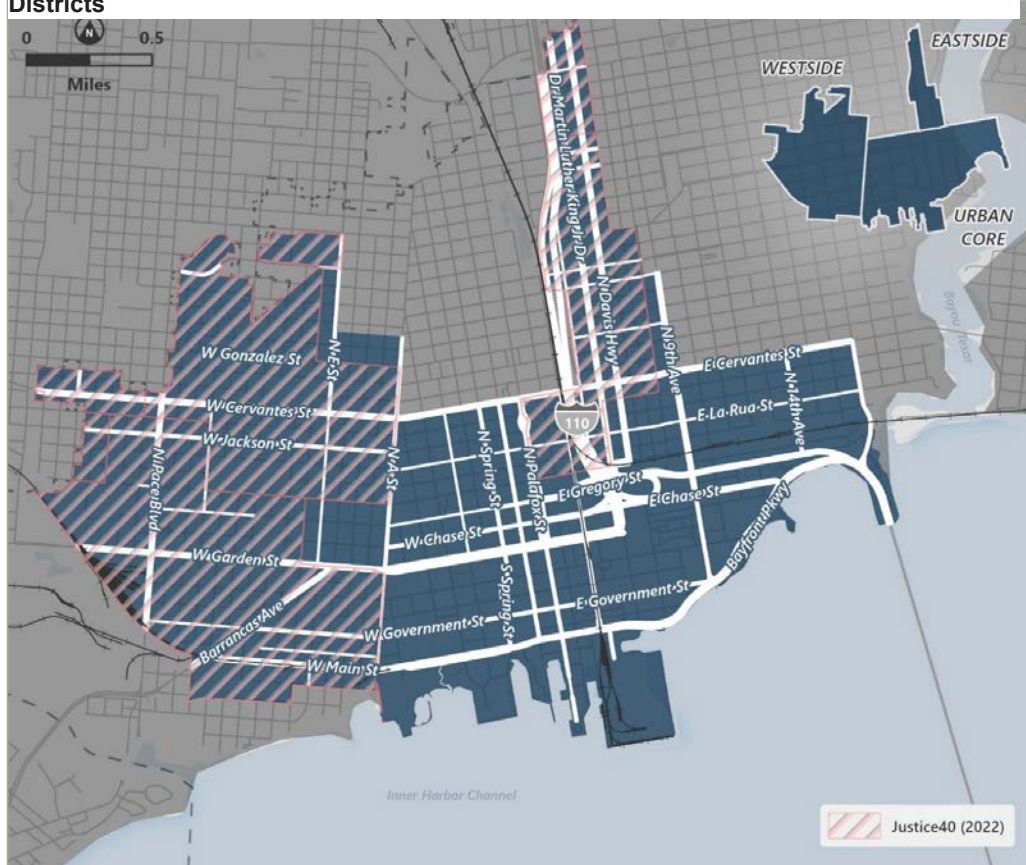
- Roadway Characteristics (e.g., street type, character, and dimensions)
- Mobility Characteristics (e.g., pedestrian/bicycle facilities, and safety)
- Equity and Transportation (e.g., communities overburdened by lack of transportation investment)

The CRA Districts, along with the United States Department of Transportation (USDOT) Disadvantaged Community boundaries,<sup>1</sup> and major roadways<sup>2</sup> are shown in **Figure 1**.

<sup>1</sup> 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.

<sup>2</sup> 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**







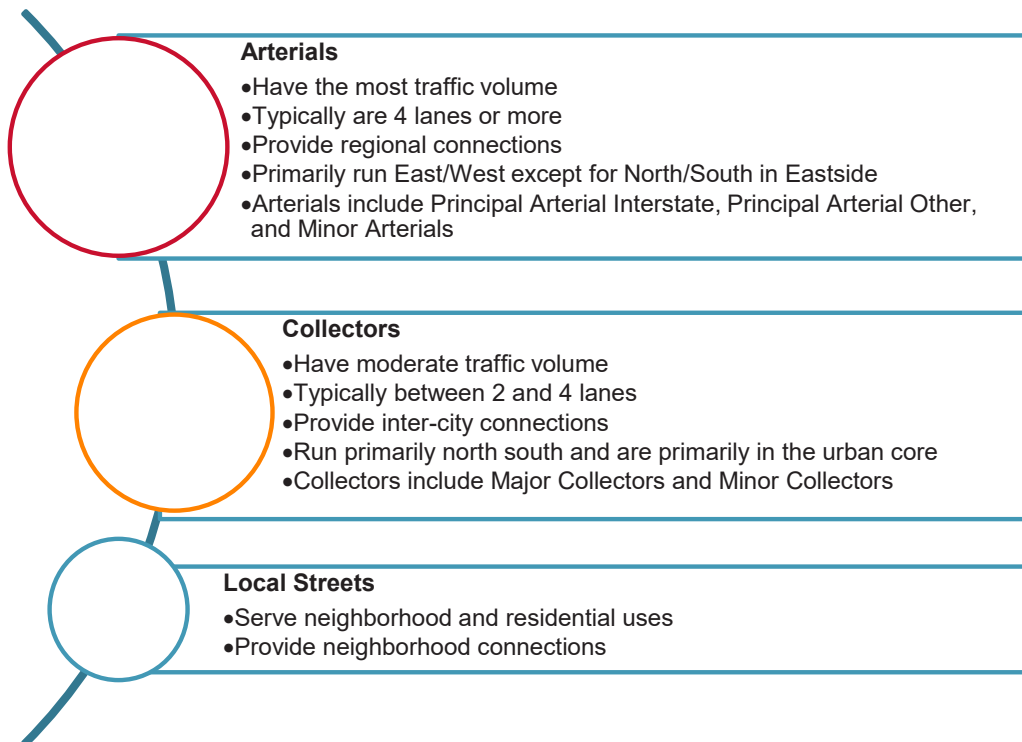
## 2 Roadway Characteristics

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**



### 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**





**Figure 5 Westside – Arterial Road**

*Barrancas Avenue – Looking North*  
Source: HDR



**Figure 6 Westside – Arterial Road**

*W. Cervantes Street – Looking East*  
Source: HDR





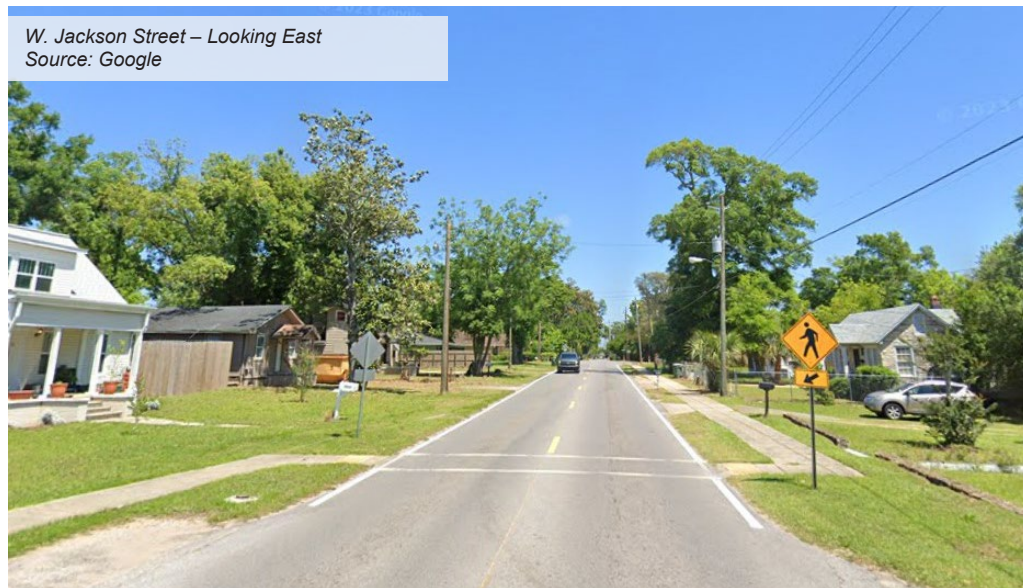
### Collectors

These roadways usually provide more connections via cross streets, may have on-street parking, typically have more continuous building frontage, and if not designed well can still present challenges for non-vehicular modes of transportation (pedestrian and cyclist). These challenges may be a relatively high traffic volume, excessive curb cuts, or lack of separated pedestrian and bike infrastructure.

Westside district has five roadways identified as collector:

- W Government Street
- W Jackson Street
- N T Street
- N E Street
- N A Street

**Figure 7 Westside – Collector Road**



*W. Jackson Street – Looking East*  
Source: Google

**Figure 8 Westside – Collector Road**

*N E Street – Looking South*  
*Source: Google*







### Local Roads

These roadways usually provide the most connections via cross streets, will have on-street parking (marked or unmarked), and typically will have numerous driveways given the prevalence of residential uses. FDOT's functional classification specifically identifies seven local roadways in the Westside District:

- W Gregory Street
- W Wright Street
- N L Street
- W Government Street
- W Zarragossa Street<sup>3</sup>
- S E Street and N E Street
- S A Street

**Figure 9 Westside - Local Road**

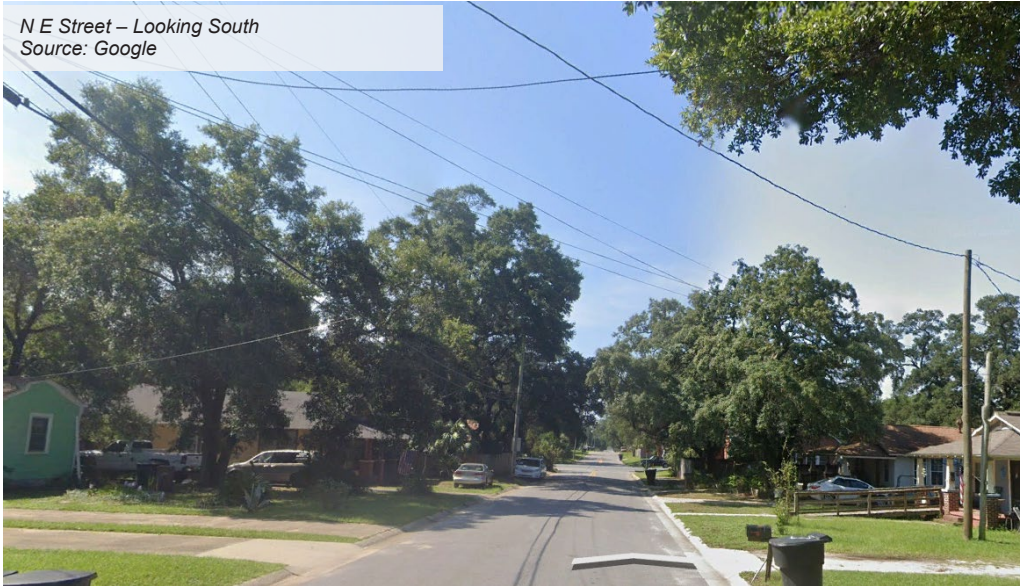


*N E Street – Looking South*  
Source: Google

<sup>3</sup> This street has different spellings in different locations including Zarragossa, and Zaragoza

**Figure 10 Westside - Local Road**

*N E Street – Looking South*  
*Source: Google*



**Figure 11 Westside - Local Road**

*N E Street – Looking South*  
*Source: Google*





## URBAN CORE

### Arterials

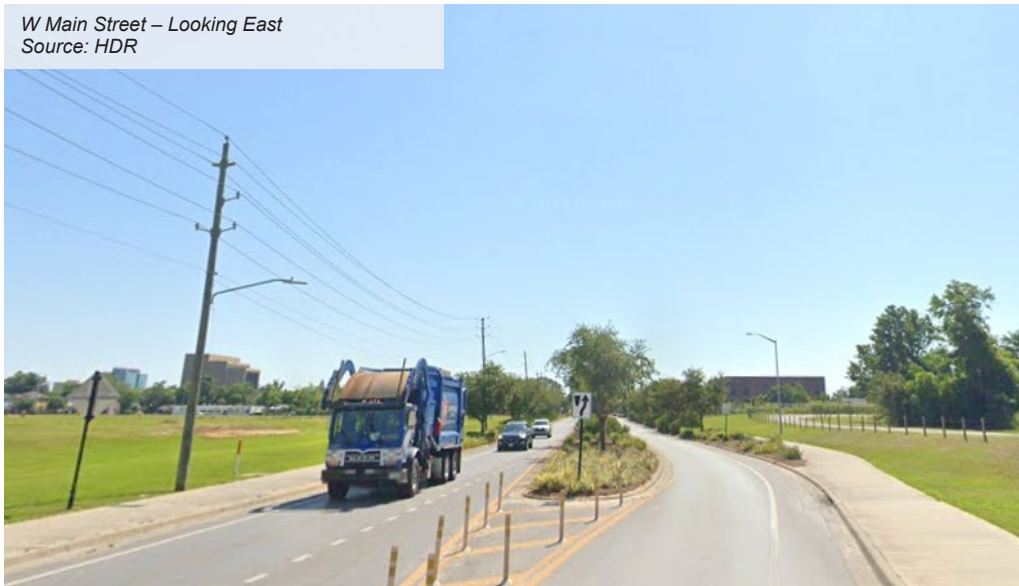
The location of these roadways create a core that is fragmented and become major barriers to the connectivity of the district with the eastern neighborhoods of Old East Hill and East Hill, as well as the Eastside district.

Urban Core district has eight roadways identified as arterial (some are shared with other districts):

- E and W Cervantes Street
- N 9th Ave
- E Gregory Street
- E Chase Street
- Bayfront Parkway
- E and W Garden Street
- N Palafox Street
- E and W Main Street

**Figure 12 Urban Core – Arterial Road**

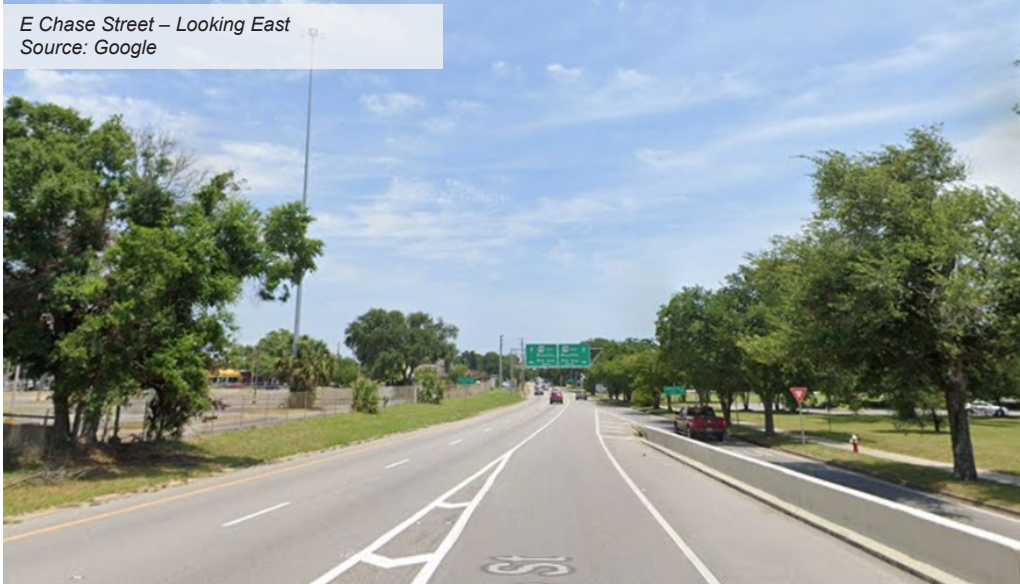
*W Main Street – Looking East*  
Source: HDR





**Figure 13 Urban Core – Arterial Road**

*E Chase Street – Looking East*  
Source: Google



**Figure 14 Urban Core – Arterial Road**

*N Palafox Street – Looking South*  
Source: Google





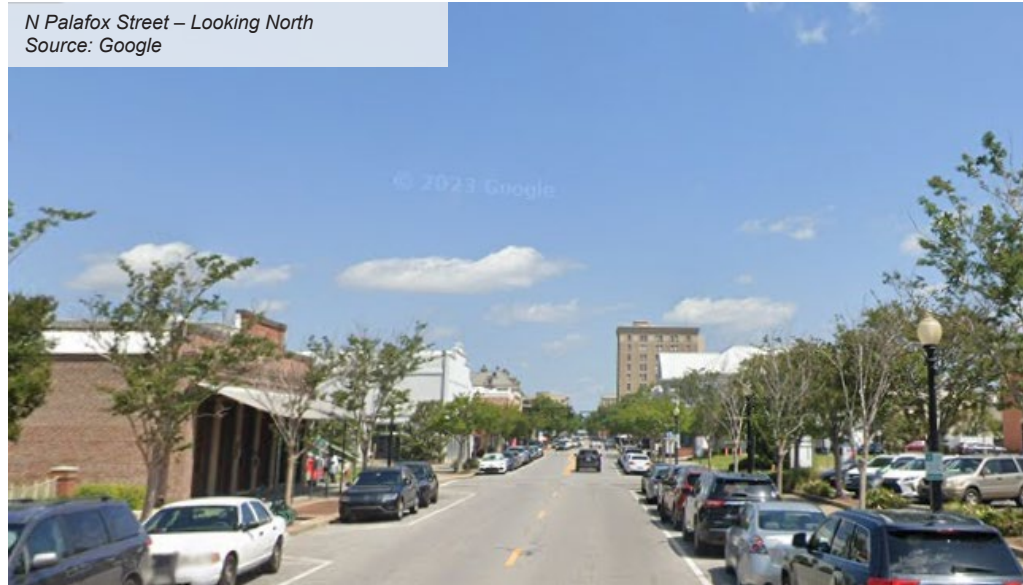
## Collectors

These roadways are primarily north/south in direction and are generally in very close proximity to arterials and to each other. This condition creates an environment that prioritizes vehicles and places a high level of discomfort for all other modes of transportation. However, there are other areas throughout the district where collectors have been well designed and are providing environments for pedestrians to enjoy and feel comfortable walking, such as N Palafox Street seen in **Figure 15**.

Urban Core district has twelve roadways identified as collector (the most of any district):

- W Chase Street
- W Gregory Street
- N 14th Avenue
- N A Street
- W and E Government Street
- S and N Spring Street
- S and N Baylen Street
- Palafox Place
- S Tarragona Street
- N Palafox Street
- S Barracks Street
- S and N 9th Avenue

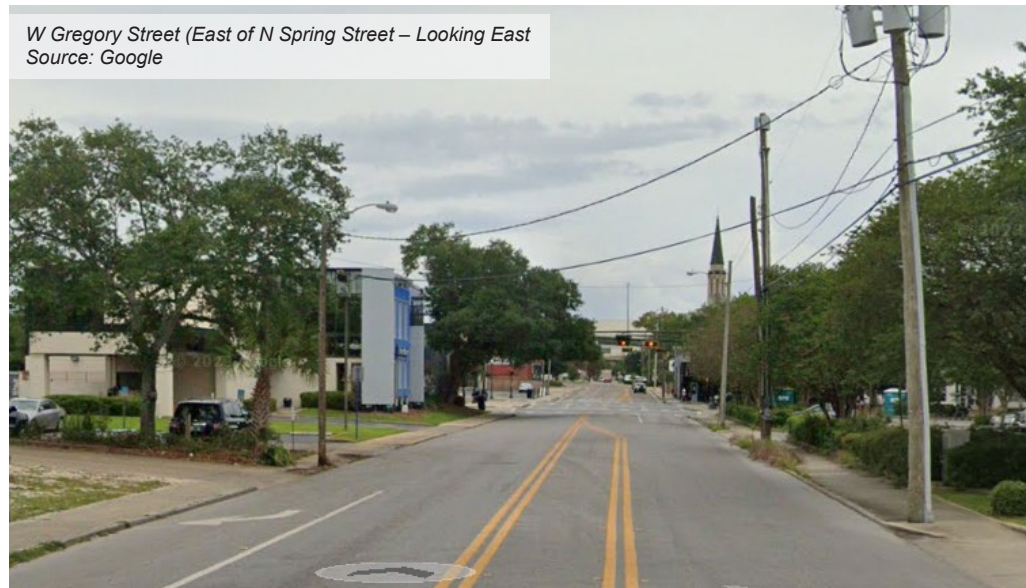
**Figure 15 Urban Core – Collector Road**



**Figure 16 Urban Core – Collector Road**



**Figure 17 Urban Core – Collector Road**







### 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**



## 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

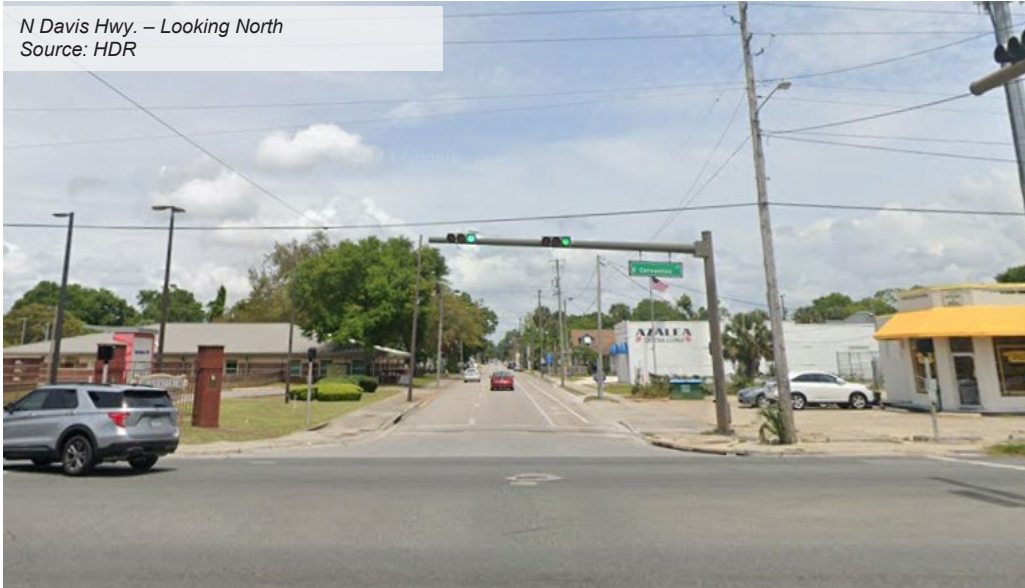
**Figure 19 Eastside – Arterial Road**





**Figure 20 Eastside – Arterial Road**

*N Davis Hwy. – Looking North*  
Source: HDR



**Figure 21 Eastside – Arterial Road**

*E Cervantes Street – Looking West*  
Source: Google





### Collectors

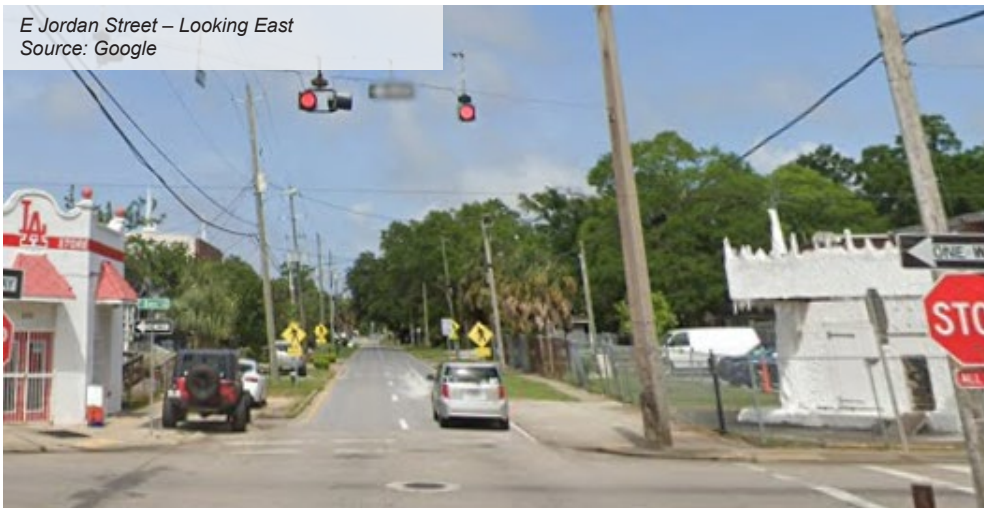
These roadways are primarily east/west direction and are in very close proximity to arterials and to each other. These are also one-way couplets.

Eastside district has only two roadways identified as collector (the least of any district):

- E Jordan Street
- E Maxwell Street

**Figure 22 Eastside – Collector Road**

*E Jordan Street – Looking East*  
Source: Google



**Figure 23 Eastside – Collector Road**

*E Maxwell Street – Looking West*  
Source: Google





### Local Roads

These roadways in the Eastside district run east/west and do not offer on-street parking due to the width of the road. Residential land uses dominate the frontage along the road. FDOT's functional classification specifically identifies five local roadways in the Eastside district:

- E Gonzalez Street
- E Lee Street
- E Blount Street
- N Hayne Street
- E Cross Street

**Figure 24 Eastside – Local Road**



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.

0 0.5 Miles

WESTSIDE EASTSIDE

URBAN CORE

Inner Harbor Channel

Commercial

Justice40 (2022)

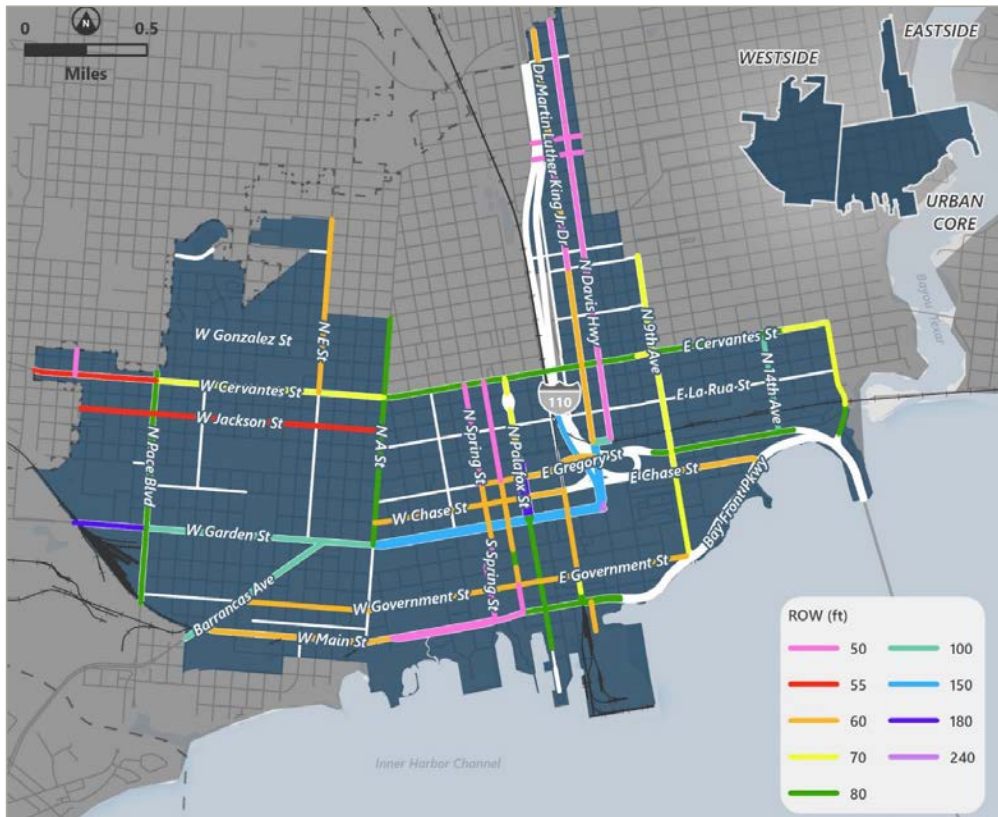




## 2.3 Street Widths and Medians

Roadway widths range between 50 - 180 feet throughout the districts, excluding the interstate, with most of the right-of-way dimension being between 50 and 60 feet. The roadways that are the least safe for pedestrians as well as cars typically have the widest dimensions. The common travel lane width throughout the study area is 12 feet.

Figure 26 Public Rights-of-Way



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

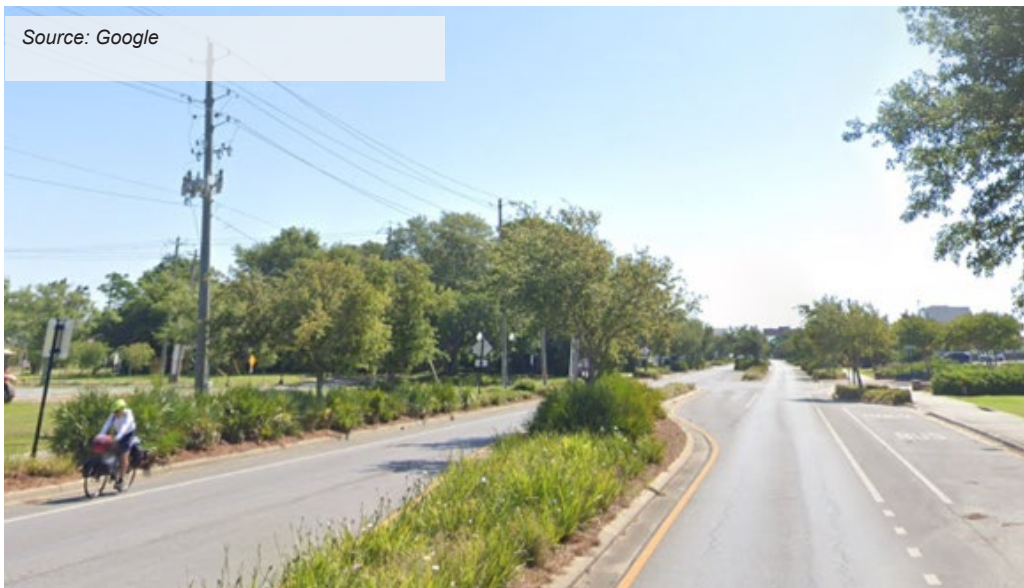




**Figure 29 N Palafox Street**



**Figure 30 W Main Street**





## 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

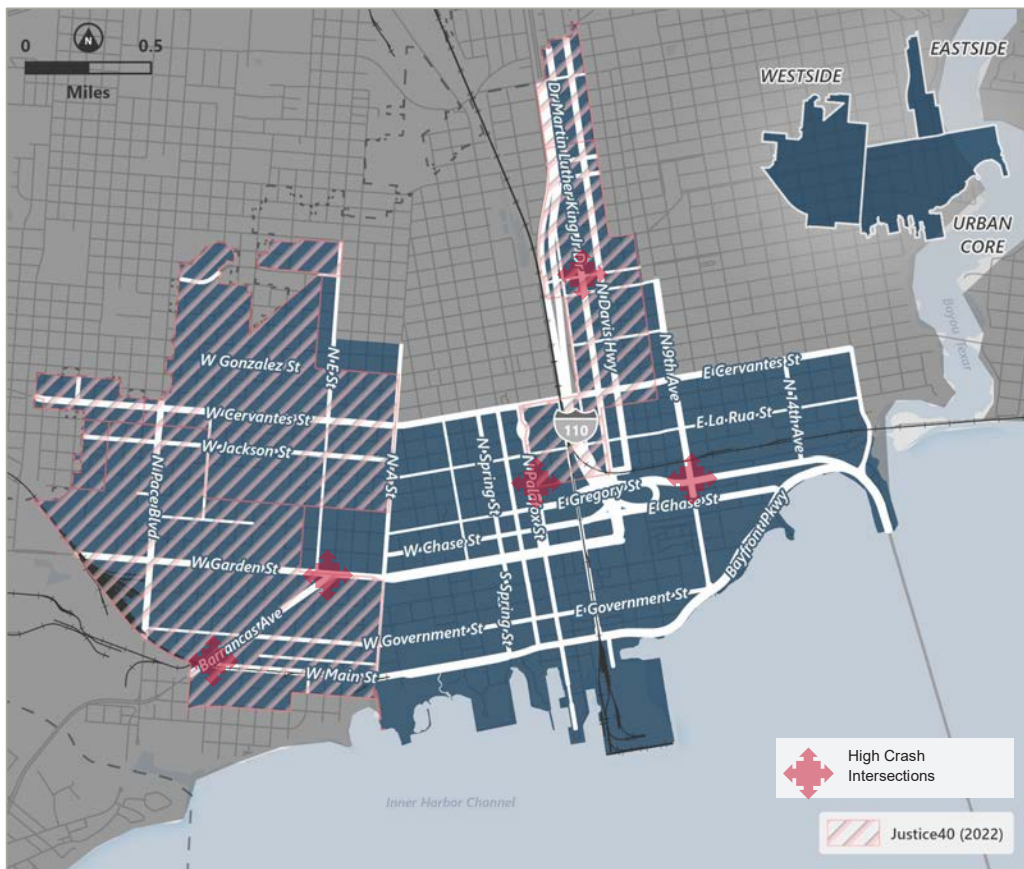
### Eastside

- 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



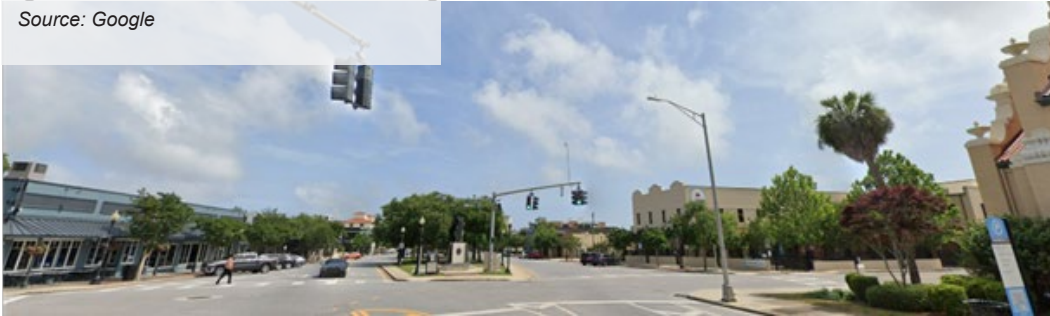
**Figure 34 Dr MLK, Jr. Drive and E Blount Street**

Source: Google



**Figure 35 N Palafox Street and W Wright Street**

Source: Google



**Figure 36 N 9th Avenue and E Gregory Street**

Source: Google



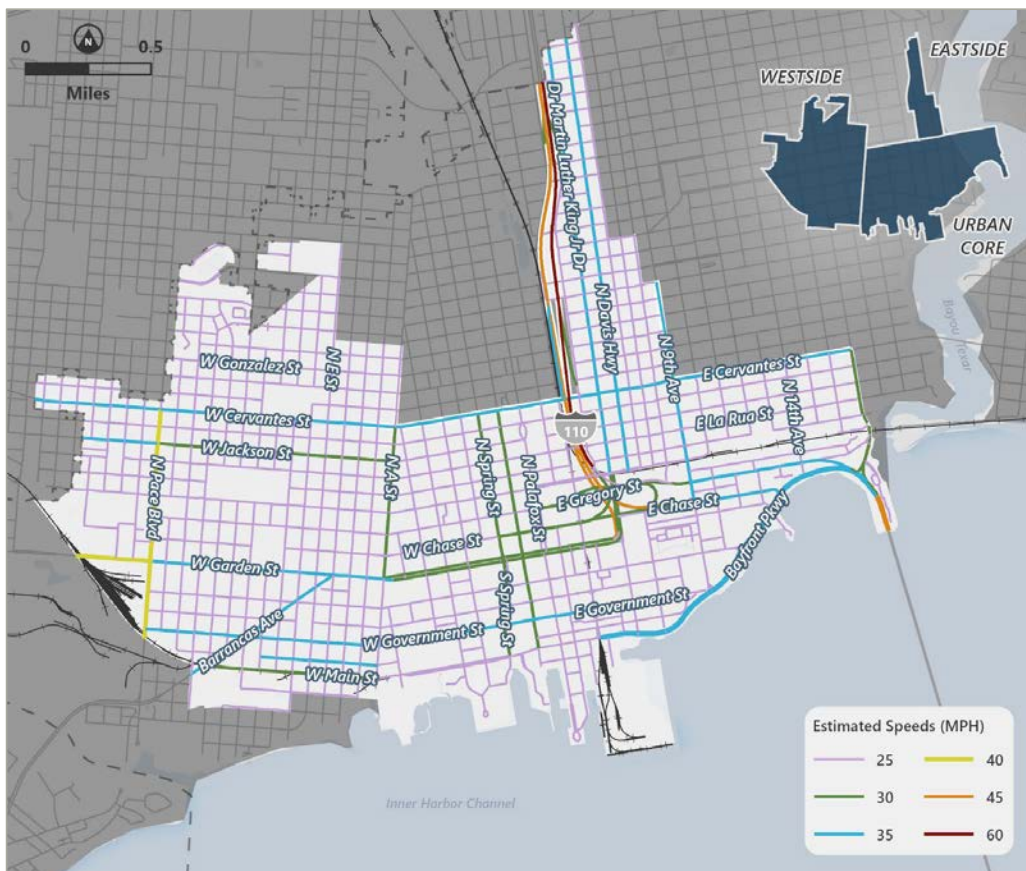




## 2.5 Posted Speed Limits

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



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.

0 0.5 Miles

WESTSIDE EASTSIDE URBAN CORE

Inner Harbor Channel

W. Gonzalez St  
W. Cervantes St  
W. Jackson St  
W. Garden St  
W. Main St  
W. Government St  
W. Chase St  
W. Polaris St  
W. Spring St  
W. 4th St  
N. 9th Ave  
N. 14th Ave  
E. Cervantes St  
E. La Rúa St  
E. Gregory St  
E. Chase St  
E. Government St  
Boylston Place

Maintained by County  
Maintained by State  
Maintained by City

- 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,<sup>4</sup> 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.<sup>5</sup> Based on the Environmental Protection Agency's (EPA) National Walkability Index,<sup>6</sup> 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.).

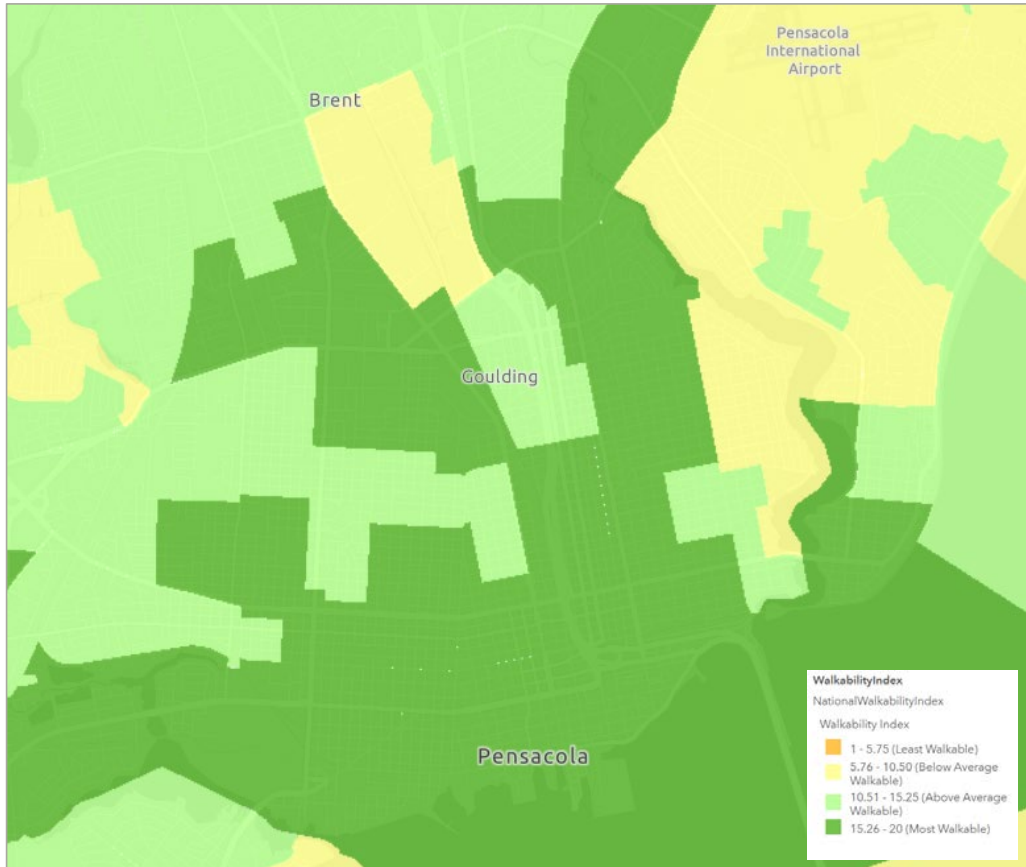
<sup>4</sup> EPA National Walkability Index

<sup>5</sup> City of Pensacola Public Sidewalks layer.

<sup>6</sup> [National Walkability Index \(arcgis.com\)](https://arcgis.com)



**Figure 39 City of Pensacola EPA Walkability Index**



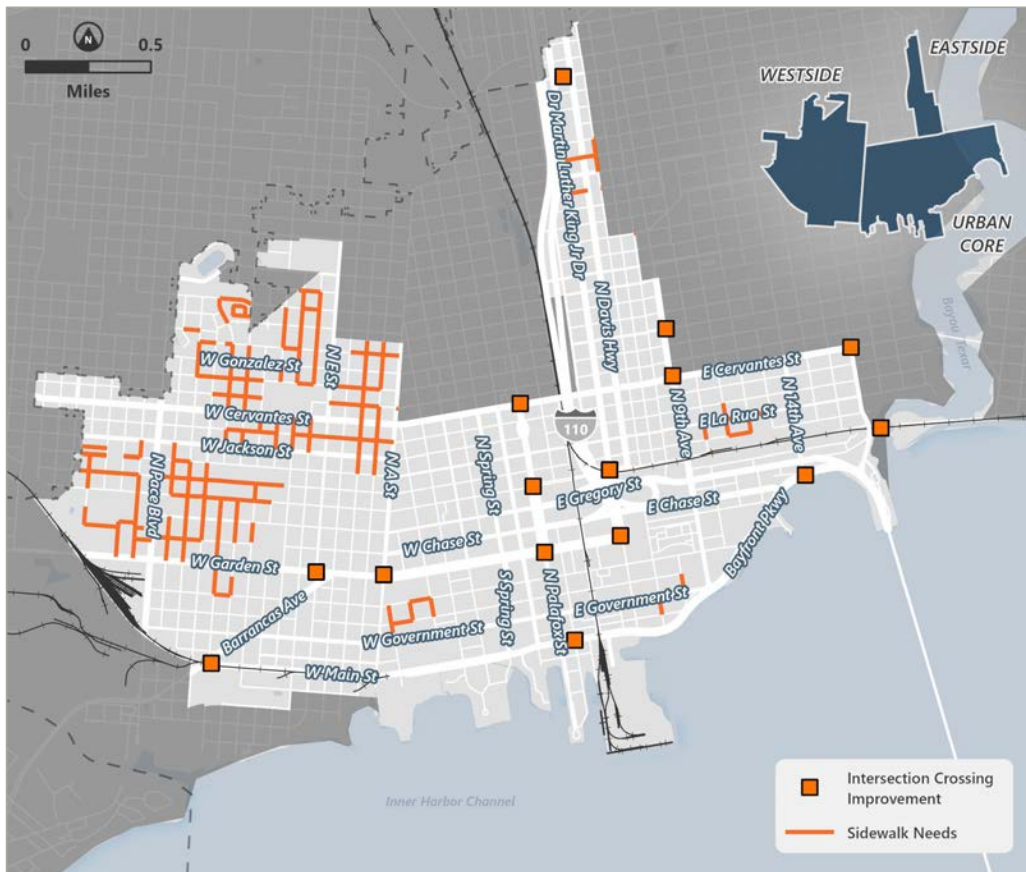
Source: EPA



## SIDEWALKS

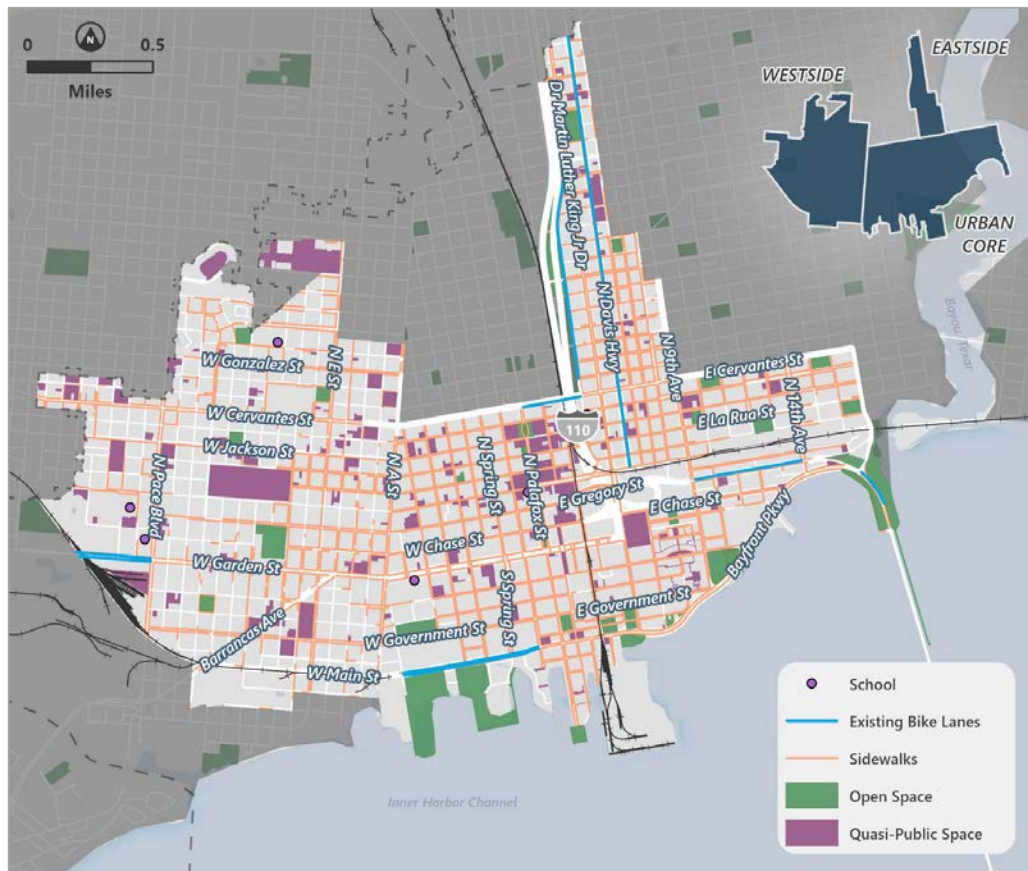
Based on the City of Pensacola's data from 2018, the Urban Core has the most sidewalks at 64.1 miles; Eastside has 15.5 miles; Westside has the most miles at 32.3 but the least complete network of the three districts. The Active Transportation Plan (ATP) for the city identifies new sidewalk and intersection 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

### Figure 41 Pedestrian and Bike Facilities



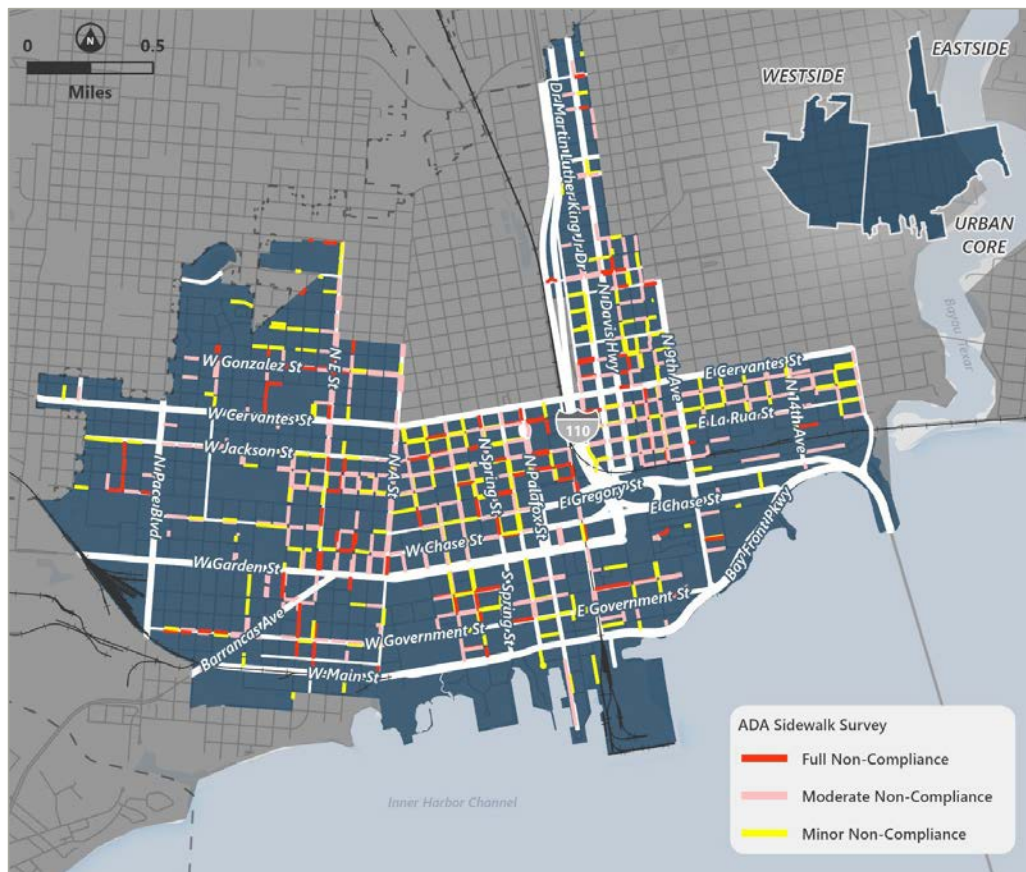
The ADA sidewalk assessment data from 2020 shows that only a fraction of the existing sidewalks are fully ADA compliant with most being moderately non-compliant. The assessment includes sidewalk repairs, ADA ramps, and “fill in the gaps” or small new segments of sidewalk that are missing causing an ADA 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

<sup>7</sup> 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



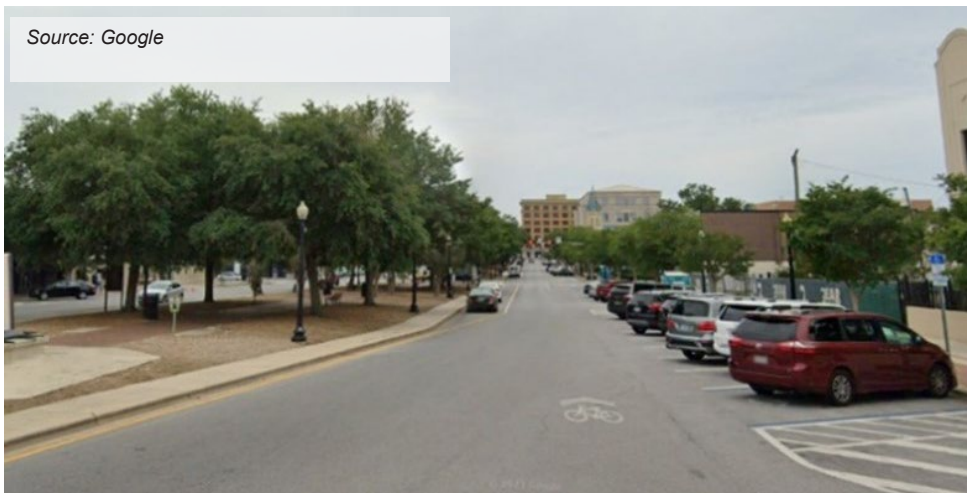
## BIKE LANES

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**



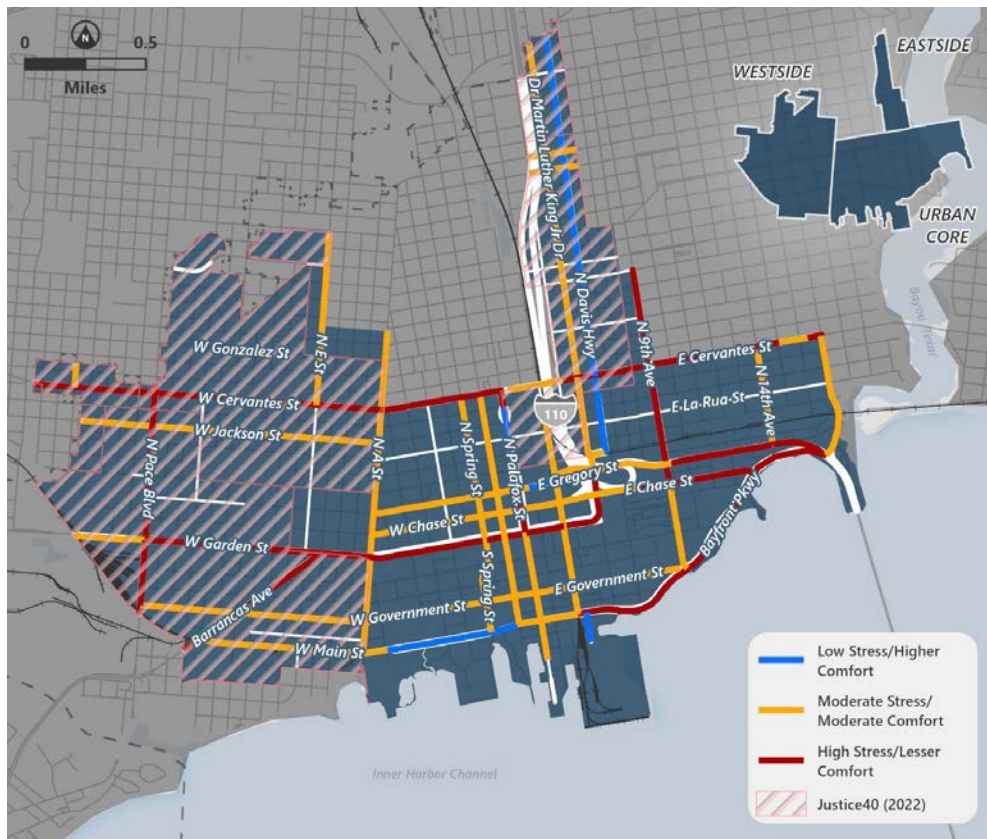


### 3.2 Level of Traffic Stress

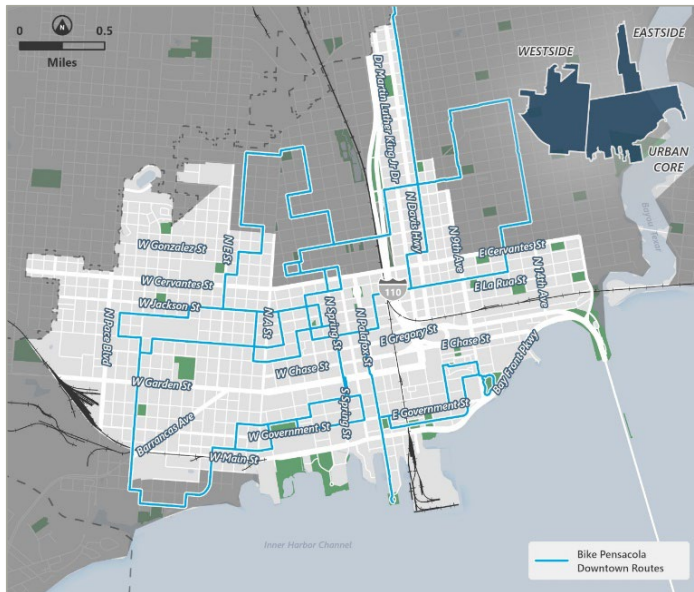
A level of traffic stress (LTS) analysis was conducted as part of the Active Transportation Plan. The LTS assesses the overall comfort level that pedestrians and cyclists have on streets. The LTS looks at the number of vehicles driving on a street per day, the posted speed, and whether bicycle infrastructure 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.<sup>8</sup> Routes are established as a way to draw attention to the need for safe, connected and reliable bike infrastructure.

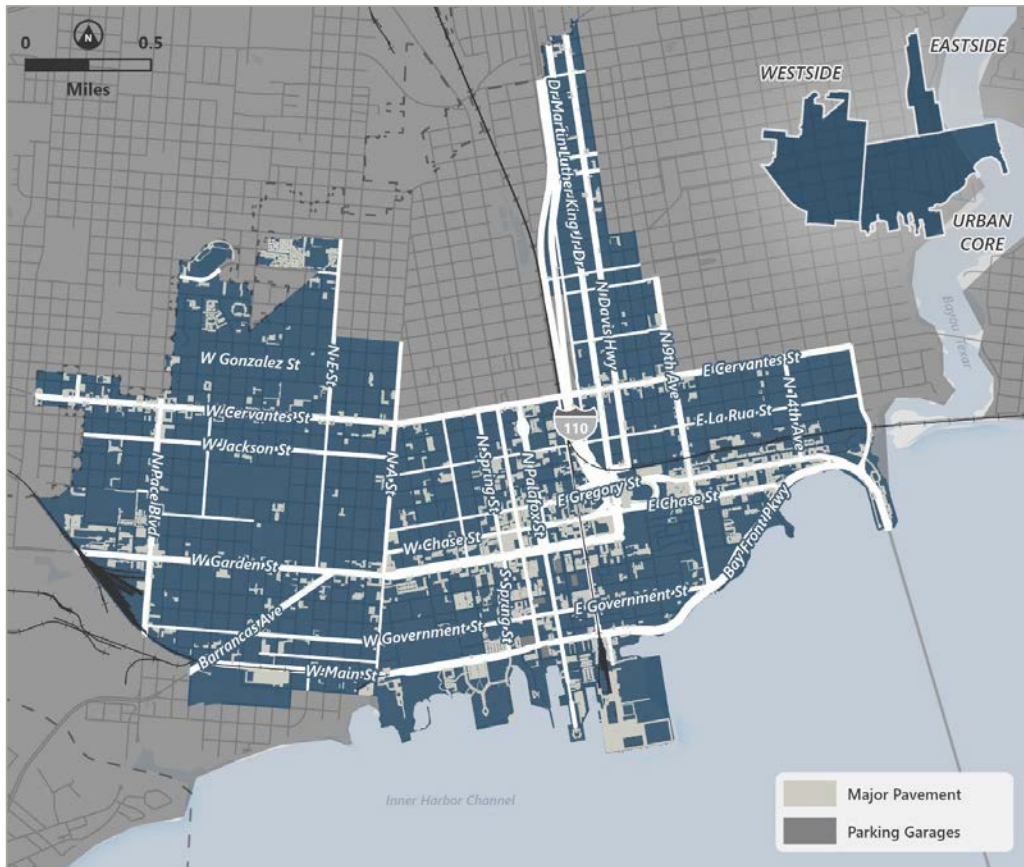
These makeshift routes avoid the roadways that have a high to moderate stress/comfort level.

### 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.

<sup>8</sup> [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.

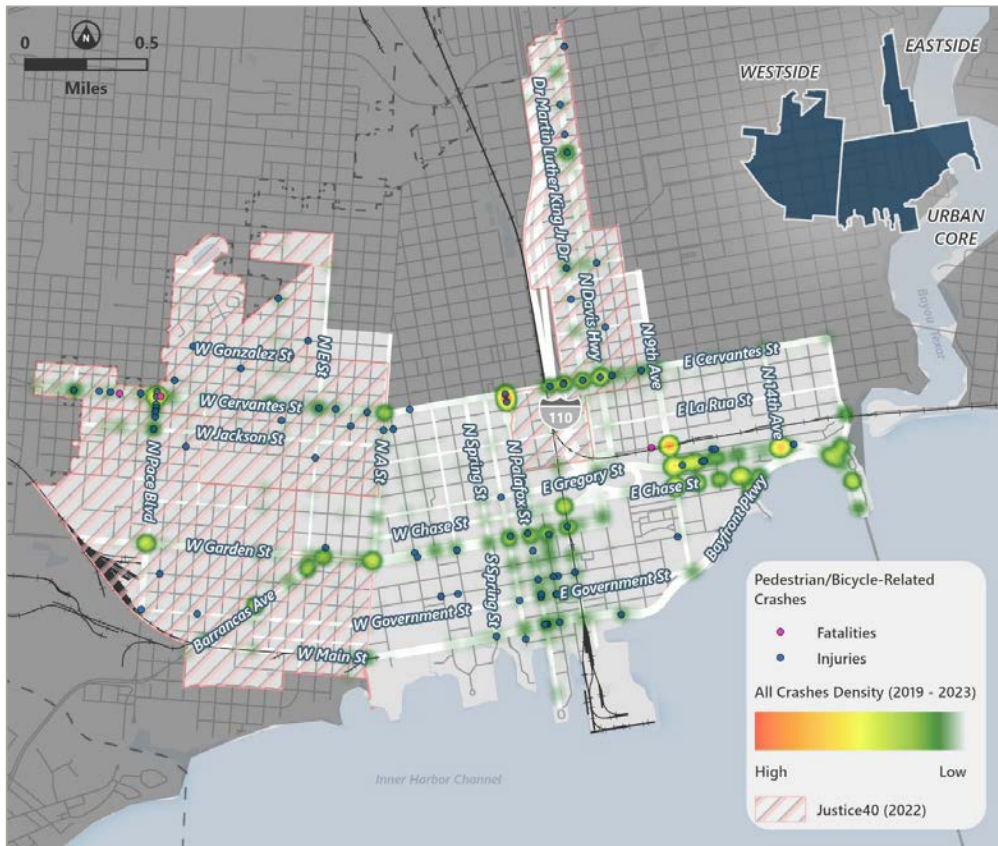




### 3.4 Crashes

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.

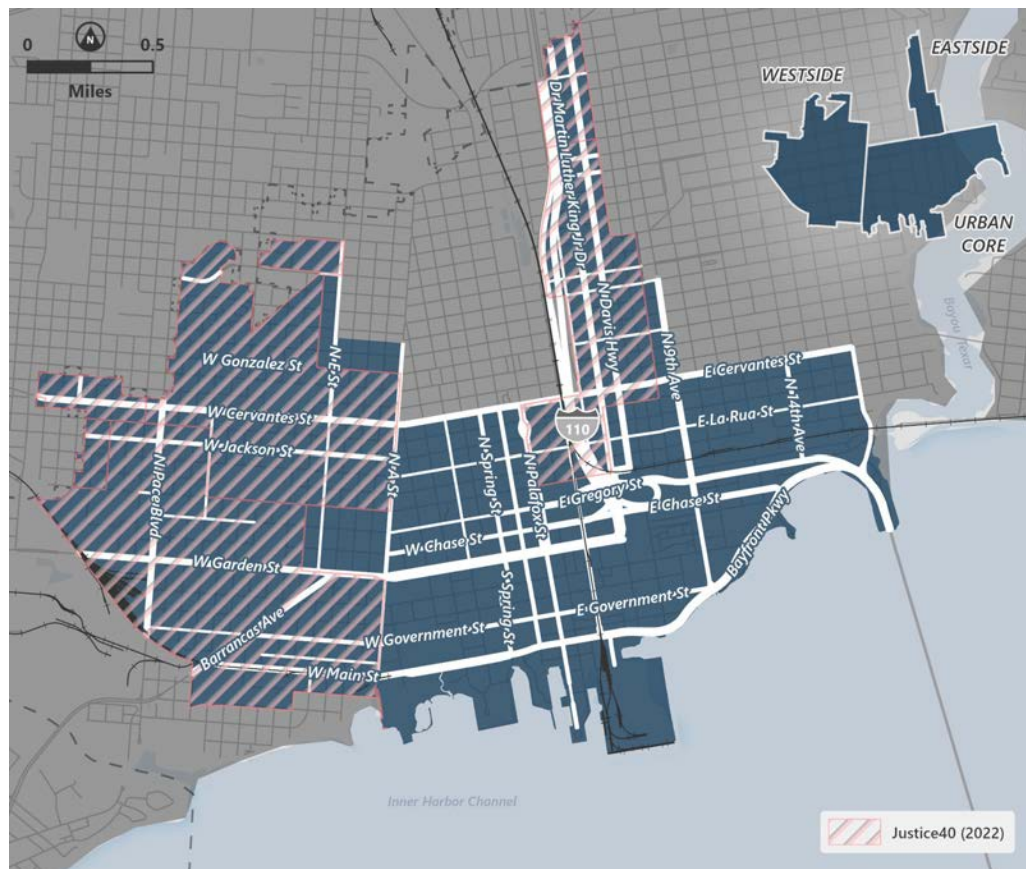
### Figure 49 Crash Density and Pedestrian/Bicycle Severity Map



## 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**



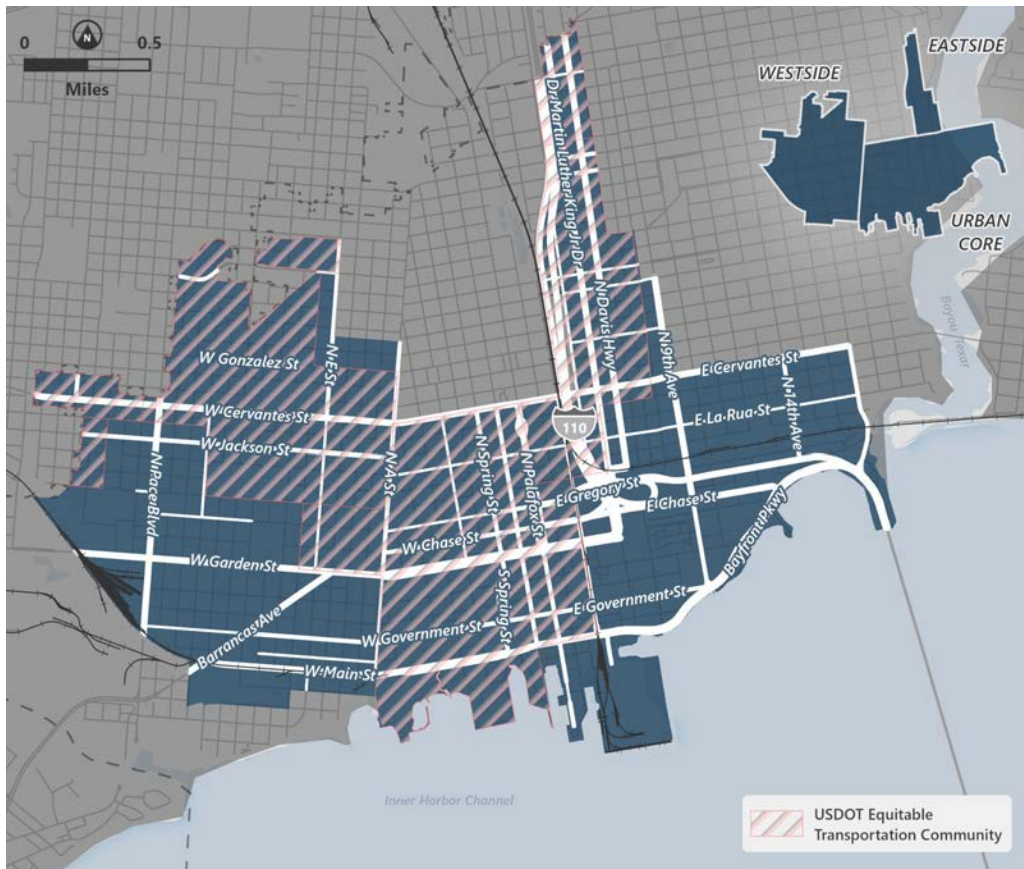


The USDOT Equitable Transportation Community (ETC) tool then filters out five of the eight categories for a more detailed understanding of the data as seen on **Figure 51** and listed below:

- 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.

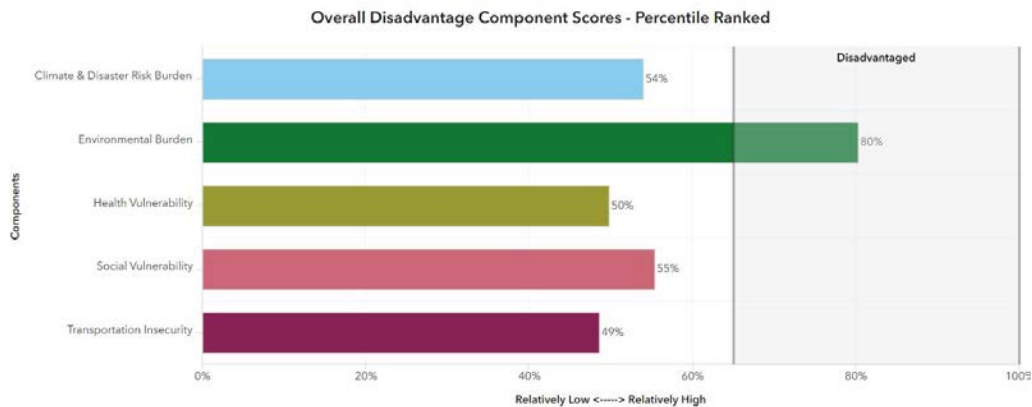
**Figure 51 ETC Disadvantaged Communities**





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.

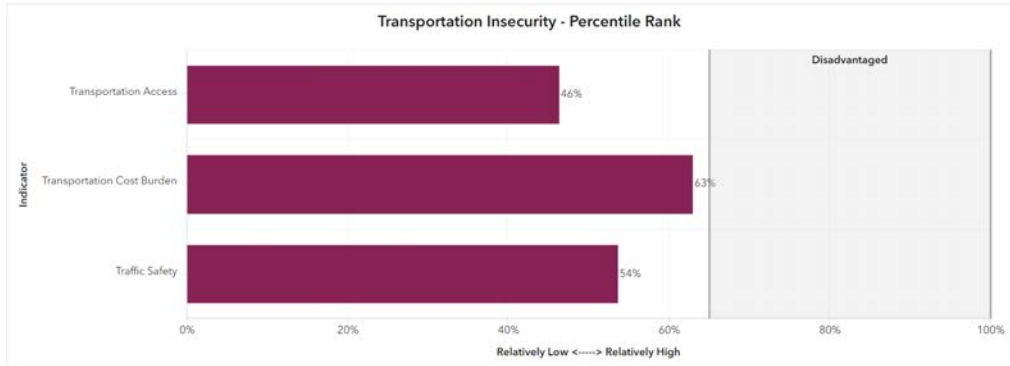
#### 4.1 Transportation Insecurity

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."<sup>9</sup>

<sup>9</sup> [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

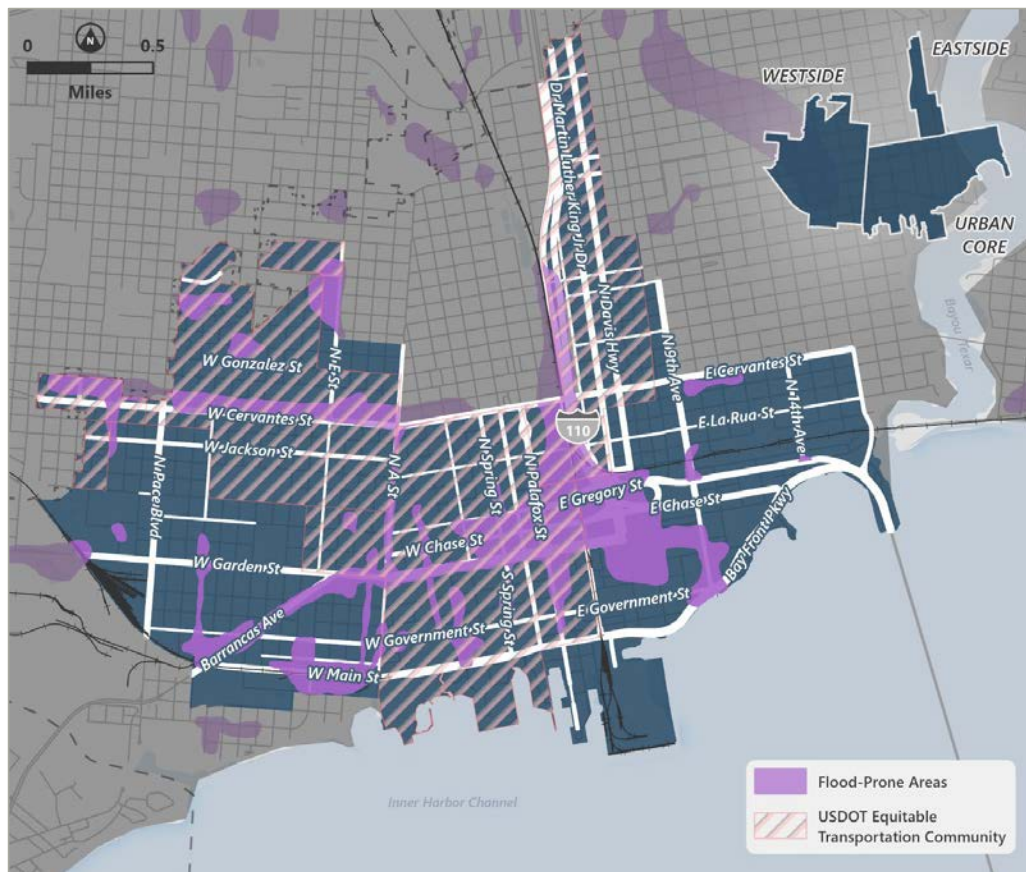
Flood prone areas are a major concern and problem for residents across the CRA districts. Flooding has significant impact on daily life and economic prosperity. Stormwater flood-prone areas are primarily along major roadways in Westside and Urban Core while on the Eastside, flooding occurs primarily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

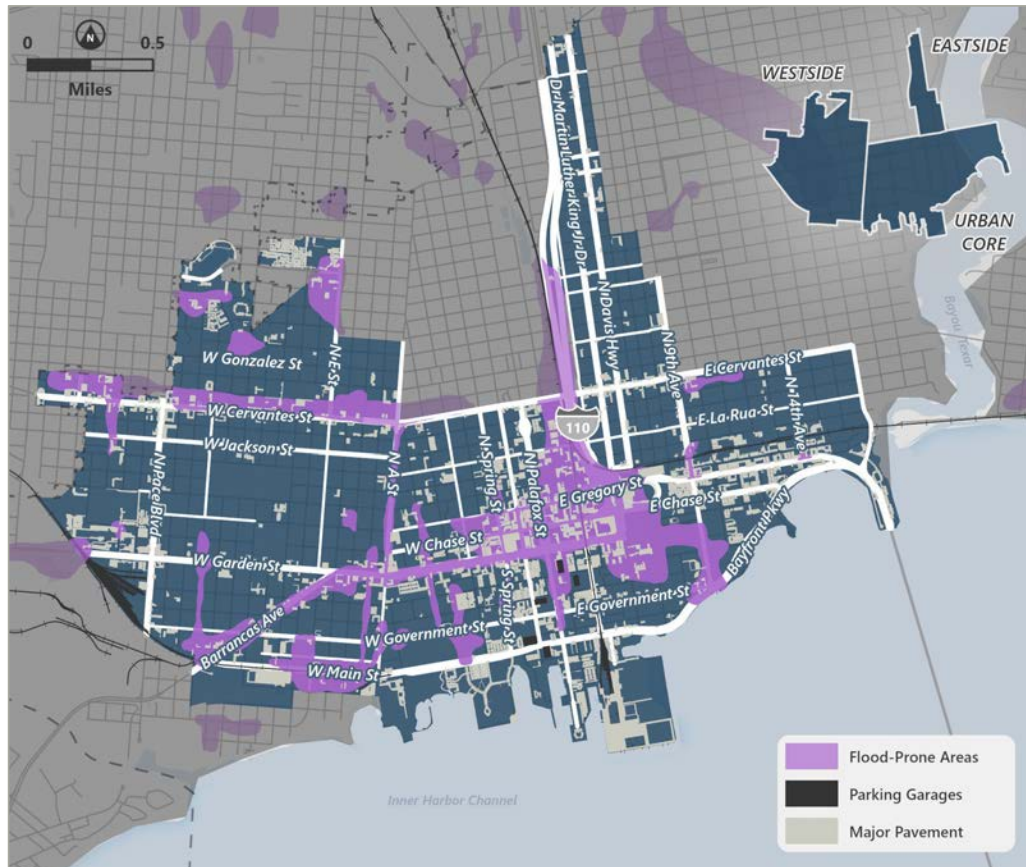
Based on the USDOT ETC data, census tracts that includes the Westside District show in the 77th percentile rank for impervious surfaces, Urban Core census tracts show it is in the 61st percentile rank, and Eastside census tracts show it is in 92nd percentile rank.

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

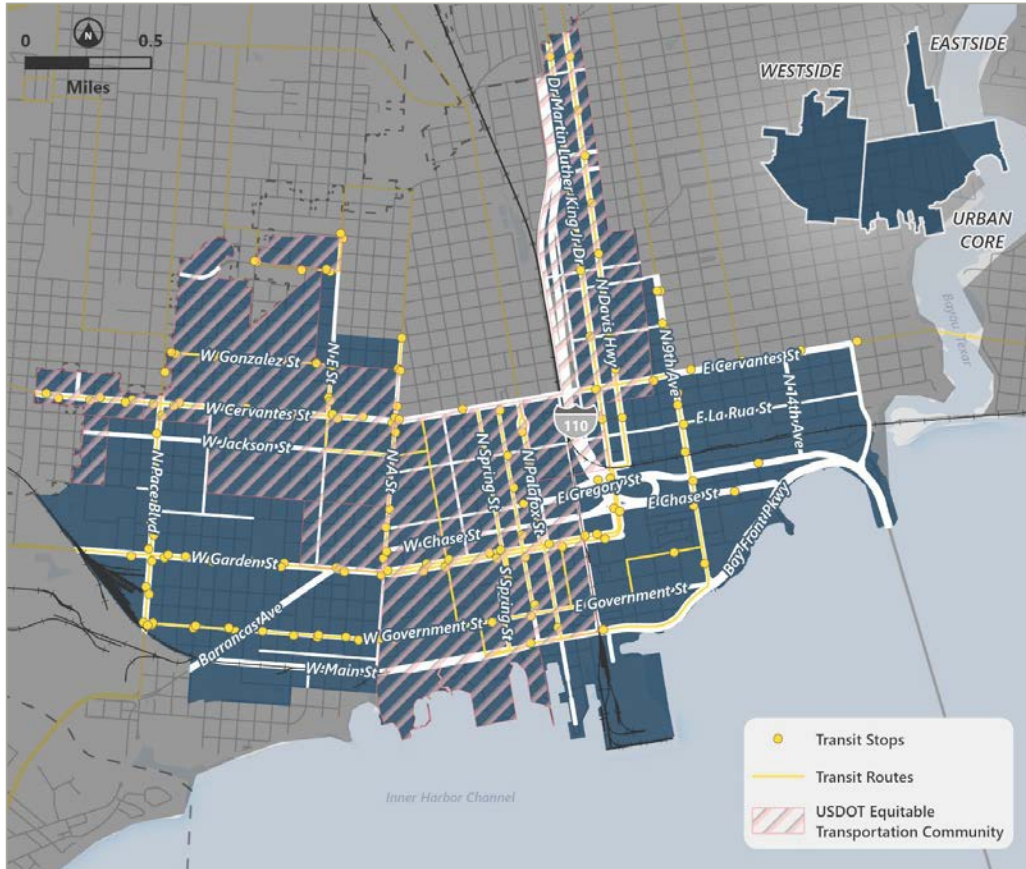




## 4.4 Transit

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

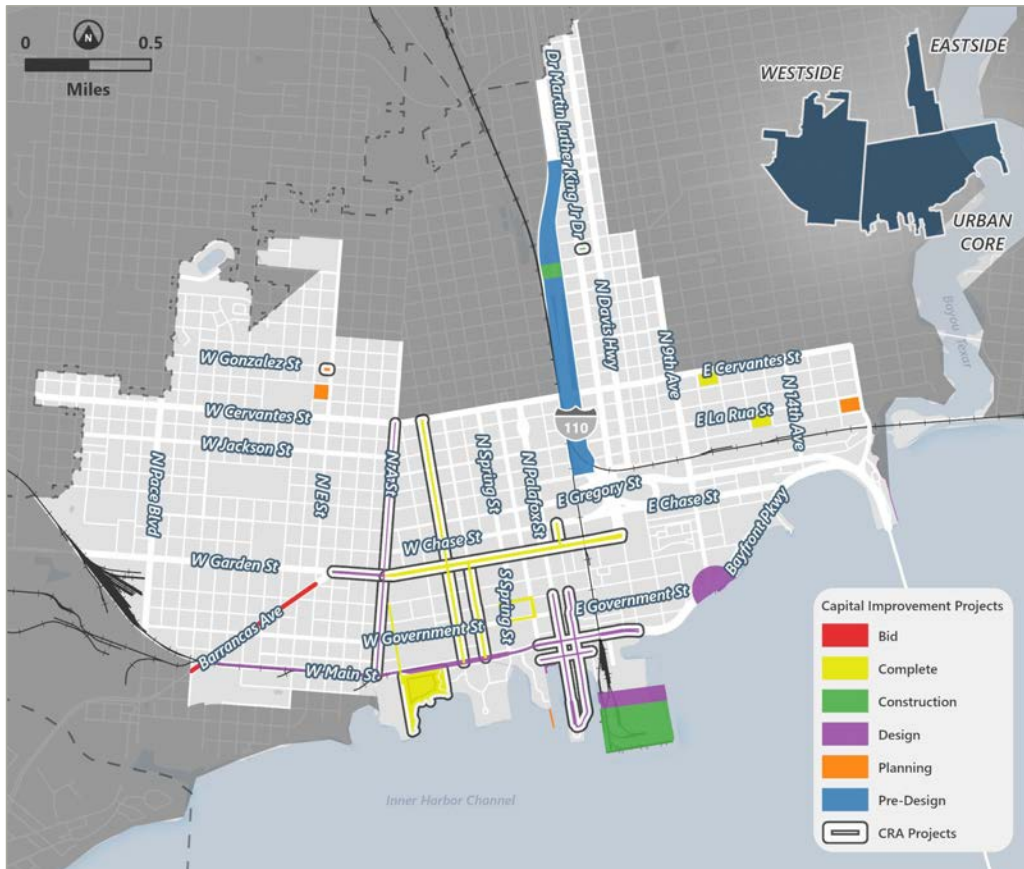


Table 2. Capital Improvement Projects – CRA Projects

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.

0 0.5  
Miles

WESTSIDE EASTSIDE  
URBAN CORE

W Gonzalez St  
W Cervantes St  
W Jackson St  
W Garden St  
W Chase St  
W Government St  
W Main St  
N Main St  
N Spring St  
N Broadway  
N 5th Ave  
E Cervantes St  
E La Rua St  
E Gregory St  
E Chase St  
E Government St  
Bayfront Pkwy

Inner Harbor Channel

Los Angeles River

Cost Feasible - Funded  
Capacity

Cost Feasible - Partially Funded  
Corridor / Complete Street

Cost Feasible - Unfunded  
Corridor / Complete Street  
Truck / Freight Parking / Access  
Bicycle / Pedestrian  
Transit

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:

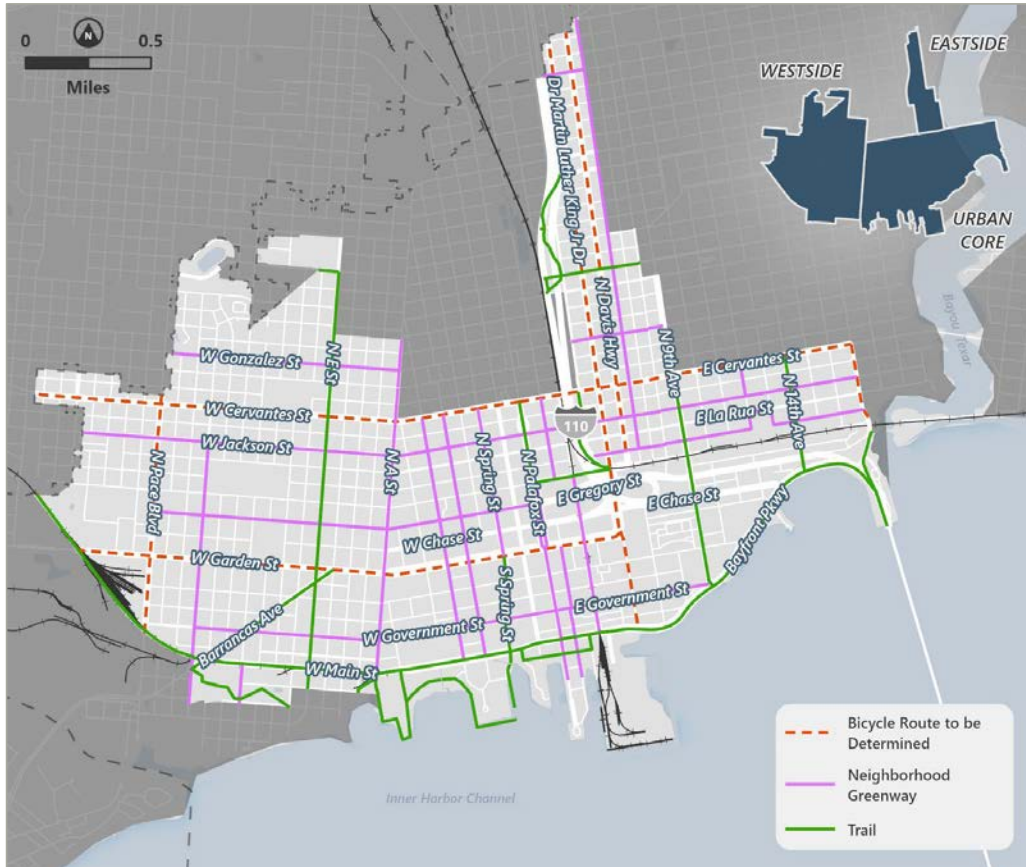
- Neighborhood Greenways
- Bike Routes
- Trails

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



## 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



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:

- 58





- 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.

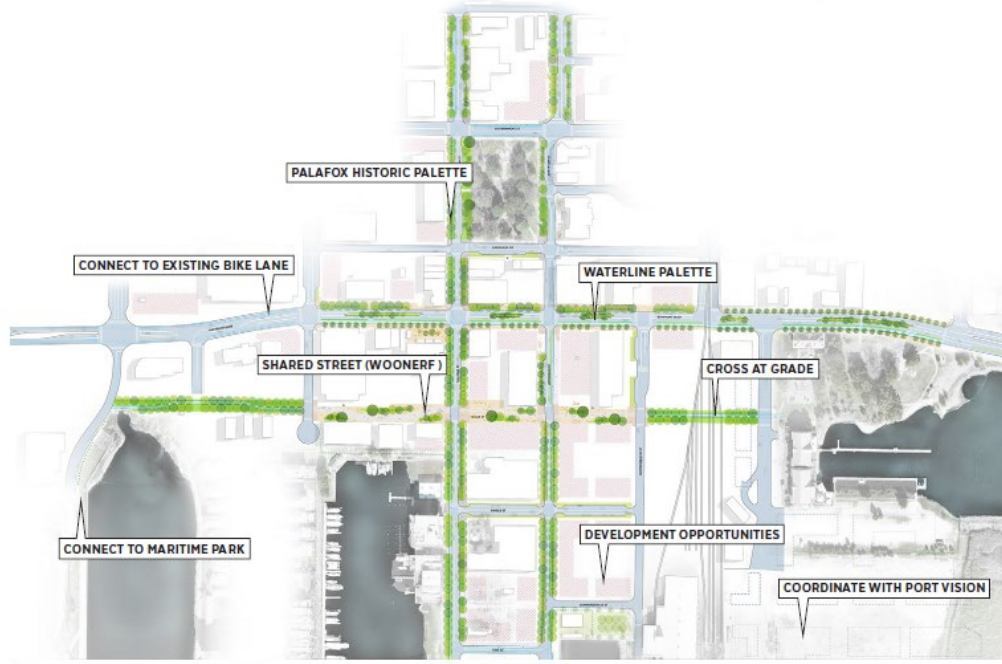
The study concluded that converting the corridors to two-way traffic with the proposed improvements would enhance safety and restore the neighborhood's roadway network.

## 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](#)
  - FI-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 \(ecrc.org\)](#)