

1963

Existing Land Use Study, Pensacola, Florida

Pensacola City Planning Department

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L-8

(Pensacola)
JACKSONVILLE-DUVAL AREA PLANNING BOARD

- 1963 -



EXISTING

LAND USE

STUDY

PENSACOLA, FLORIDA

City Planning Department

LAND USE

SHELF

EXISTING LAND USE STUDY

PENSACOLA, FLORIDA

APRIL, 1963

Prepared by the
PENSACOLA CITY PLANNING DEPARTMENT

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DOWNTOWN

PENSACOLA

INTRODUCTION

Over the past 400 years, Pensacola has grown and expanded to its present physical shape and design with limited planning to guide its development. Some of the physical development in Pensacola is ideal, however, in many areas there is a definite need for improvement.

This report is designed to provide the basic data on land use characteristics and the various activities that occupy land in the city limits of Pensacola. This data will be used in the analysis of the existing pattern of land use and serve as the framework for form-

ulating a long range land use plan.

Many features of our local environment are fixed and unchangeable, therefore, they set definite limits on what can be accomplished. Some changes can be made only after great effort and expense, however, any change should be decided upon only after a thorough understanding of the costs and benefits involved.

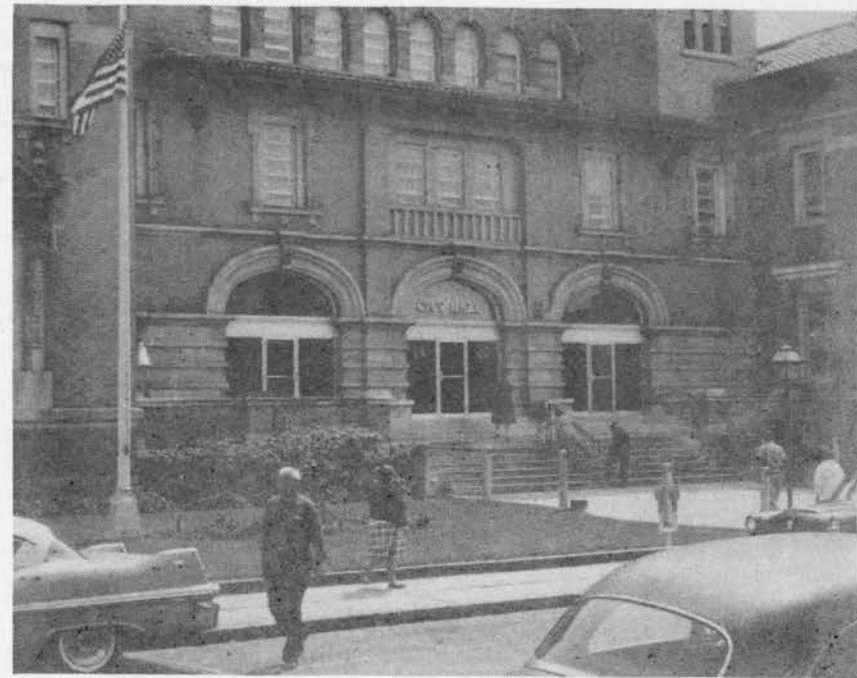
Land use planning depends on reliable population forecasts, sound economic projections and a thorough understanding of the interrelationship of all

types of urban land use. The land use plan, along with the thoroughfare plan, sets the physical environment for the activities of people and organizations in the planning areas.

This report is one of the primary steps toward the preparation of a logical, general comprehensive plan for the City of Pensacola.



EAST PENSACOLA HEIGHTS



CITY HALL



SOUTH OF GARDEN ST.

NATURAL CHARACTERISTICS

Climate

Pensacola has what is considered as a humid, warm-temperate climate. The summers are long and warm while the winters are short and mild.

As the Gulf of Mexico is only six miles from Pensacola, it gives the full benefit of the moderating effect of that body of water, by tempering the cold north winds in the winter and causing cool refreshing sea breezes during the daylight hours of the summer.

The average summer temperature (June, July and August) is 80.5° , with an average daily range of 12.2° . In the winter (December, January, February)

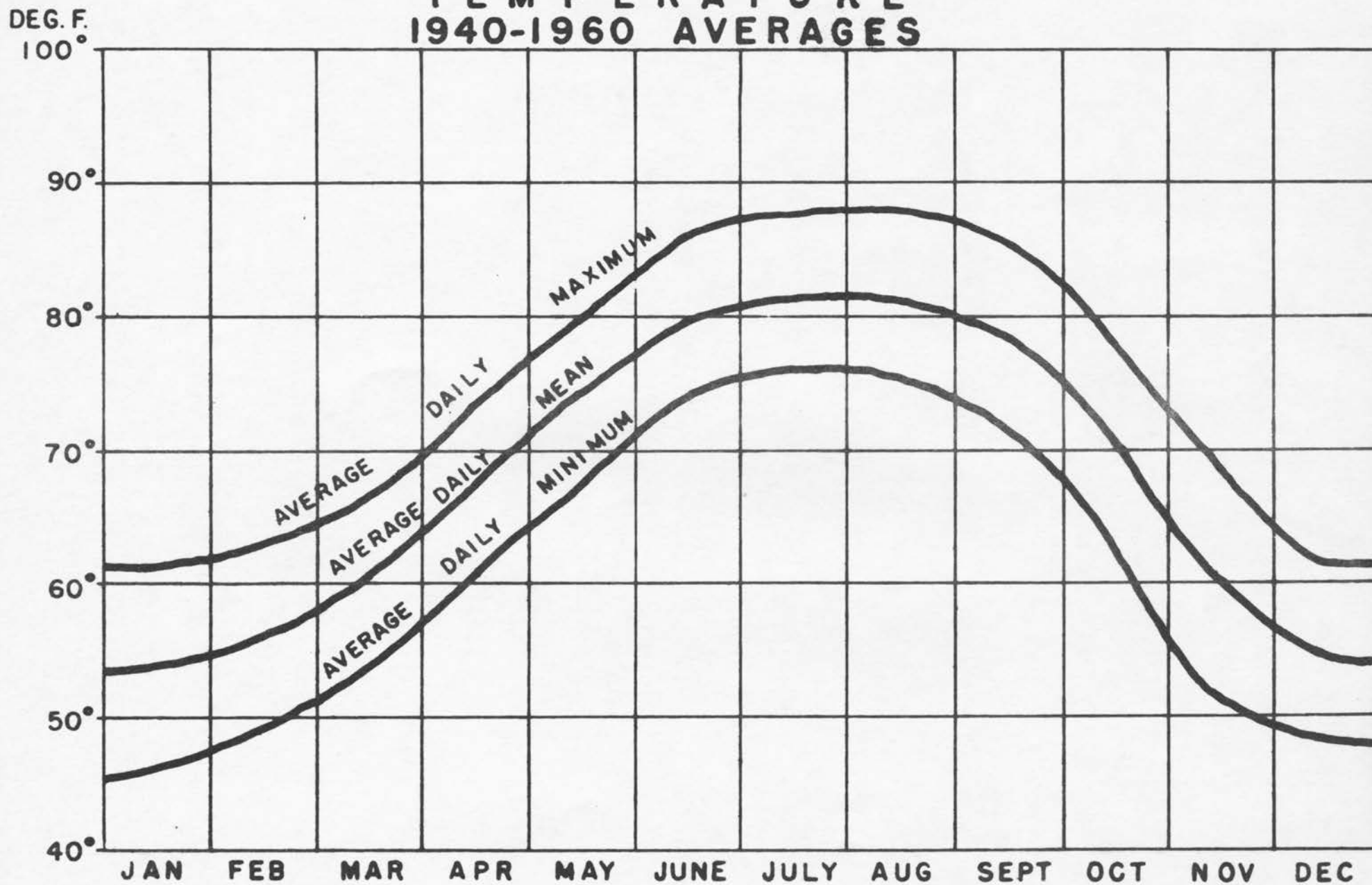
the average temperature is 54.4° . Average daily temperatures are shown graphically on page 4, and are based on the 1940 - 1960 temperature averages compiled by the U. S. Weather Bureau in Pensacola.

On the average, the temperature goes to freezing or below only eight days in a year. The earliest killing frost is around the second week in December with the last frost occurring in the third week of February.

Precipitation

The average annual amount of precipitation for the area is 61.60 inches. The month of May has the least average

TEMPERATURE
1940-1960 AVERAGES



rainfall while in August the average monthly rainfall is the greatest. Normal rainfall per month is graphically illustrated on page 6, with the basic data supplied by the U. S. Weather Bureau in Pensacola.

Most of the summer rainfall occurs during the daylight hours in the form of short thunderstorms, while the winter rains are less heavy but extend over longer periods of time.

Snow rarely occurs in the Pensacola area. In the past 78 years, measurable amounts of snow have fallen only eight times.

Although there is a large amount

of rainfall in the Pensacola area, sunshine occurs on the average of 343 days a year. In the three winter months, daily sunshine averages 5.8 hours daily while the three midsummer months averages 9.4 hours of sunshine daily.

Humidity

Humidity in the Pensacola area is relatively high which is due to the surrounding bodies of water. During the summer months, the humidity averages between 66 and 83 percent. The normal 1961 monthly humidity is shown on the graph on page 7. The heavy dark lines indicate the average monthly humidity at the specified times as compiled by the

NORMAL RAINFALL 1961

INCHES

12

*Normal Yearly
Average*
61.60 INCHES

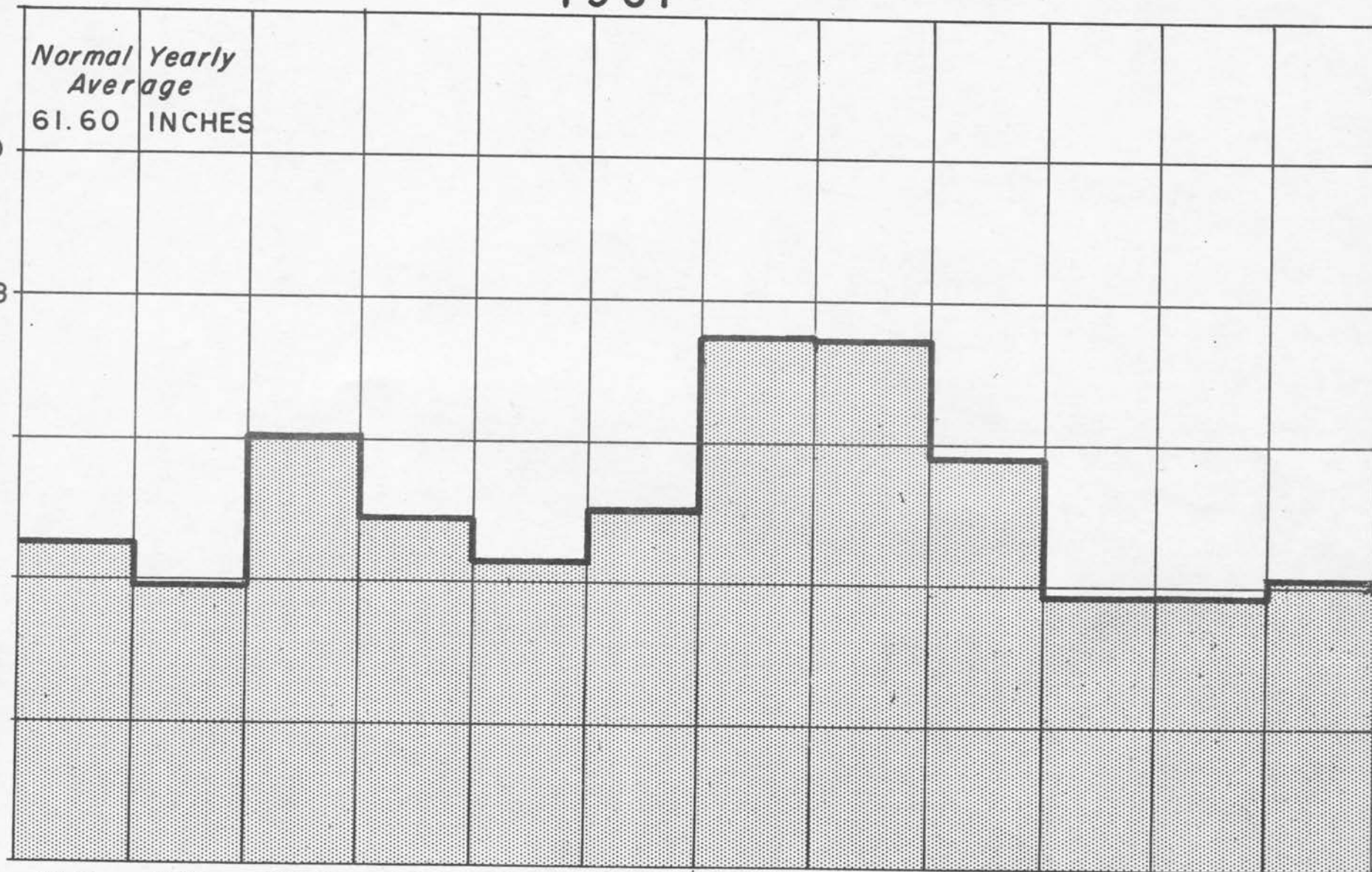
10

8

6

4

2



JAN FEB MAR APR MAY JUNE JULY AUG SEPT OCT NOV DEC

HUMIDITY NORMAL 1961

PERCENT

100

80

60

40

20

0

6 A.M.

6 P.M.

12 NOON

JAN

FEB

MAR

APR

MAY

JUNE

JULY

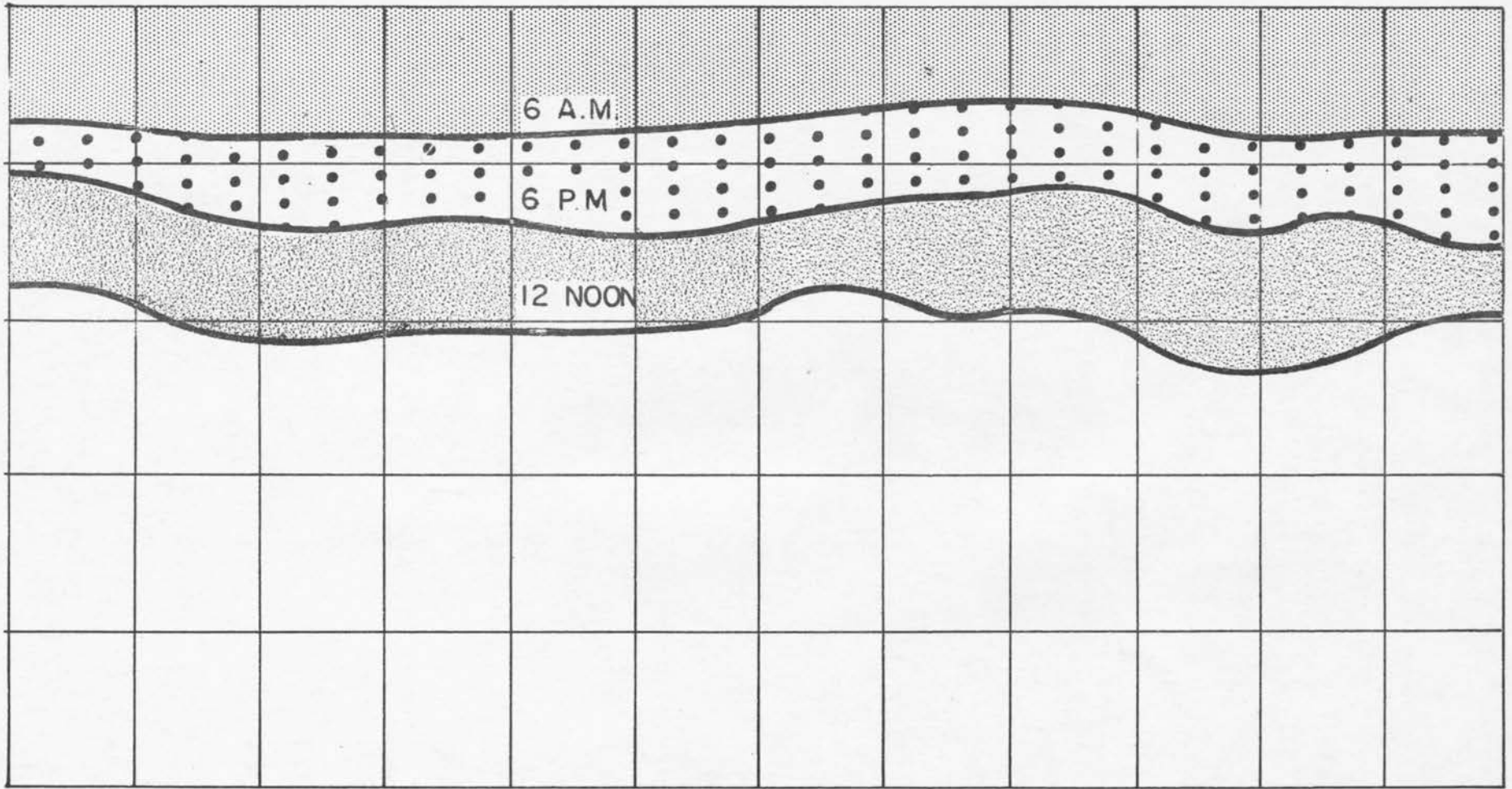
AUG

SEPT

OCT

NOV

DEC



U. S. Weather Bureau in Pensacola.

Wind

Prevailing winds blow from the north and northwest during the fall and winter months and from the south and southwest in the spring and summer months. A gentle sea breeze usually blows off the Gulf of Mexico during the summer months and has a general cooling effect on the mainland. Average wind velocity is 10 m.p.h. with March being the windiest month of the year.

Rarely, hurricanes have struck the area with tremendous destructive force, however, the Pensacola area has been fortunate in escaping many of them which have developed in the Gulf and traveled

in this direction. According to the U. S. Weather Bureau, the last hurricane Pensacola experienced was in 1956.

TOPOGRAPHY

Pensacola is situated on a somewhat hilly, sandy slope and bounded by water on two sides, Pensacola Bay on the south and Escambia Bay on the east.

The topography of Pensacola generally varies in different sections of the City as shown on the topo map on page 10. From the shoreline of Pensacola Bay, the terrain slopes gently upward to the elevation of approximately 80 feet in the northern part of the City in the vicinity of Maxwell Street and 12th Avenue.

In a great portion of the areas annexed since 1953, the average elevation is about 80 feet above sea level with exceptions along Bayou Texar, Escambia Bay and Carpenters Creek. The elevation in

these areas rises rapidly from 0 to 80 feet.

A deep natural harbor (Pensacola Bay) separates the City from the Gulf of Mexico with the Bay being separated from the Gulf by the eastern tip of Santa Rosa Island, forming a large natural breakwater for the harbor.



VIEW FROM SCENIC HIGHWAY



— TOPOGRAPHY —
10 FOOT CONTOURS
PENSACOLA, FLORIDA

GRAPHIC SCALE
0 1000 2000 3000 4000 5000 FEET
CITY PLANNING DEPARTMENT JAN. 1952

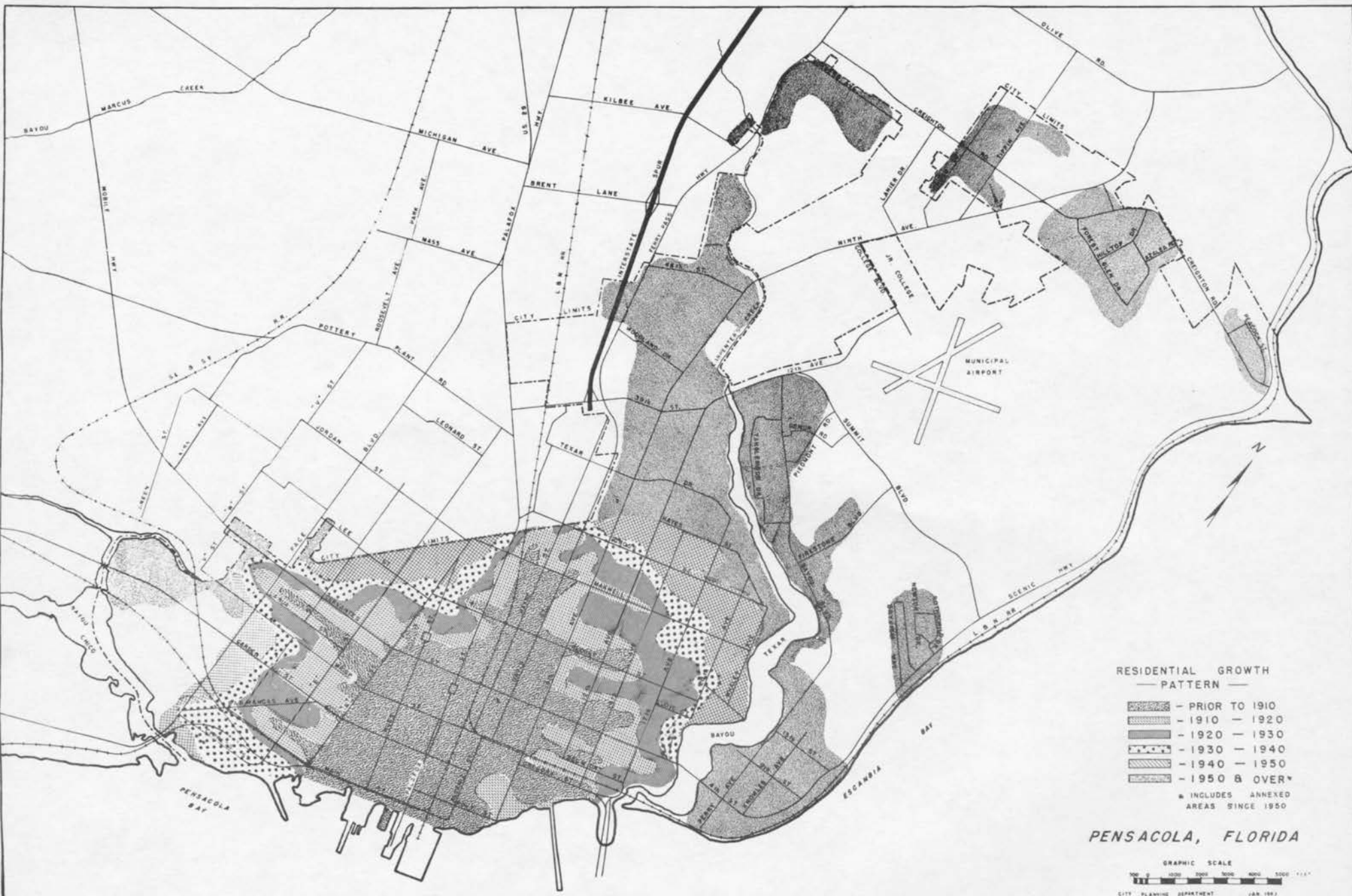
PENSACOLA'S GROWTH

Pensacola's urban growth had been consistent until the early 1950's, at which time large areas began to be annexed to the City, completely changing the urban growth pattern. Many new areas have been developed in the past ten years, especially in the north and northeast sections of the City. The urban growth pattern of Pensacola from 1910 to the present is pictured graphically on the map on page 12.

Pensacola was incorporated as a City in November, 1824 at the first legislative council meeting held in Tallahassee. The year 1883 marked the completion of the first railroad into Pensacola, opening the City to the great trade centers of the nation. Further development of Pensacola

as a port was influenced tremendously by this new method of transportation to the City.

Before 1900, the only paved street in the City was Palafox Street from Garden Street to Main Street. A horse car system was the only mass transportation in the City from 1883 until 1896, at which time electric cars replaced the horse car system. In the early 1900's, a million dollar bond issue was passed for public improvements in the City. Streets were improved, a city hall and jail were built, parks improved and the water and sewer system extended.



LAND USE SURVEY

Before a city can engage in intelligent long range planning projects, it is essential that a thorough existing land use survey be undertaken and the data compiled to be used in analyzing the current pattern of land use.

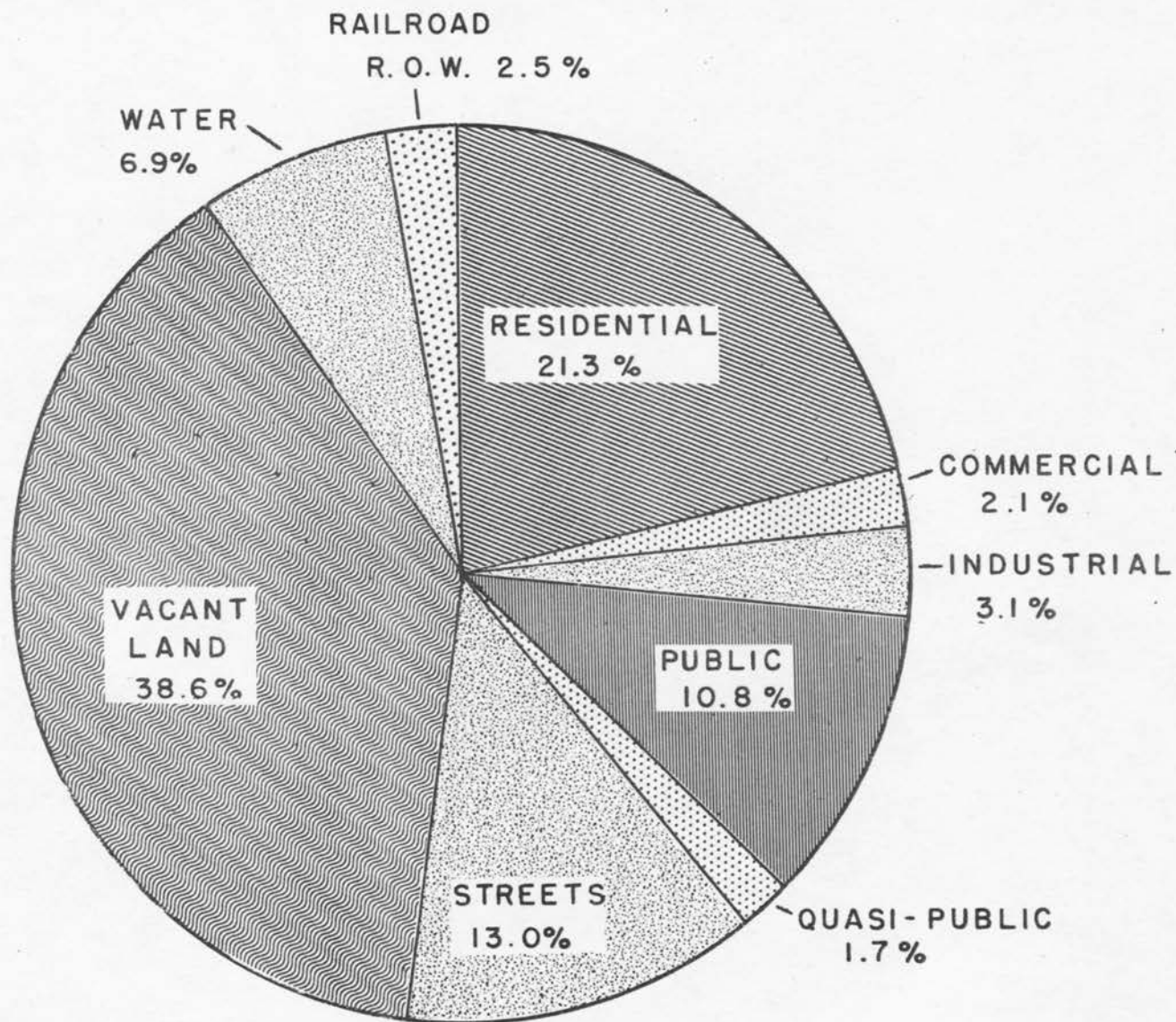
In the summer of 1962, the Pensacola Planning Department conducted a land use field survey of the City and contiguous areas located in the County. This study included identification, classification, tabulation and mapping of all existing land uses in the City on a block by block, lot by lot basis.

Upon completion of the field survey, the raw data was analyzed by the office force. Twenty-one sub-classifications were used to identify existing land uses under nine princi-

pal categories. All land uses are coded and classified on City section maps. Approximately 23,000 individual parcels of land in more than 1,500 blocks were surveyed and pertinent data relating to each has been recorded. The main land uses in Pensacola are illustrated graphically on page 14.

Periodically, the land use maps and records are up-dated by field surveys and reviewing of the building permits issued for new construction or demolition of buildings.

A breakdown of the main land uses in Pensacola are listed on the Chart, page 16. This chart indicates the number of acres



LAND USE - 1962
PENSACOLA, FLORIDA

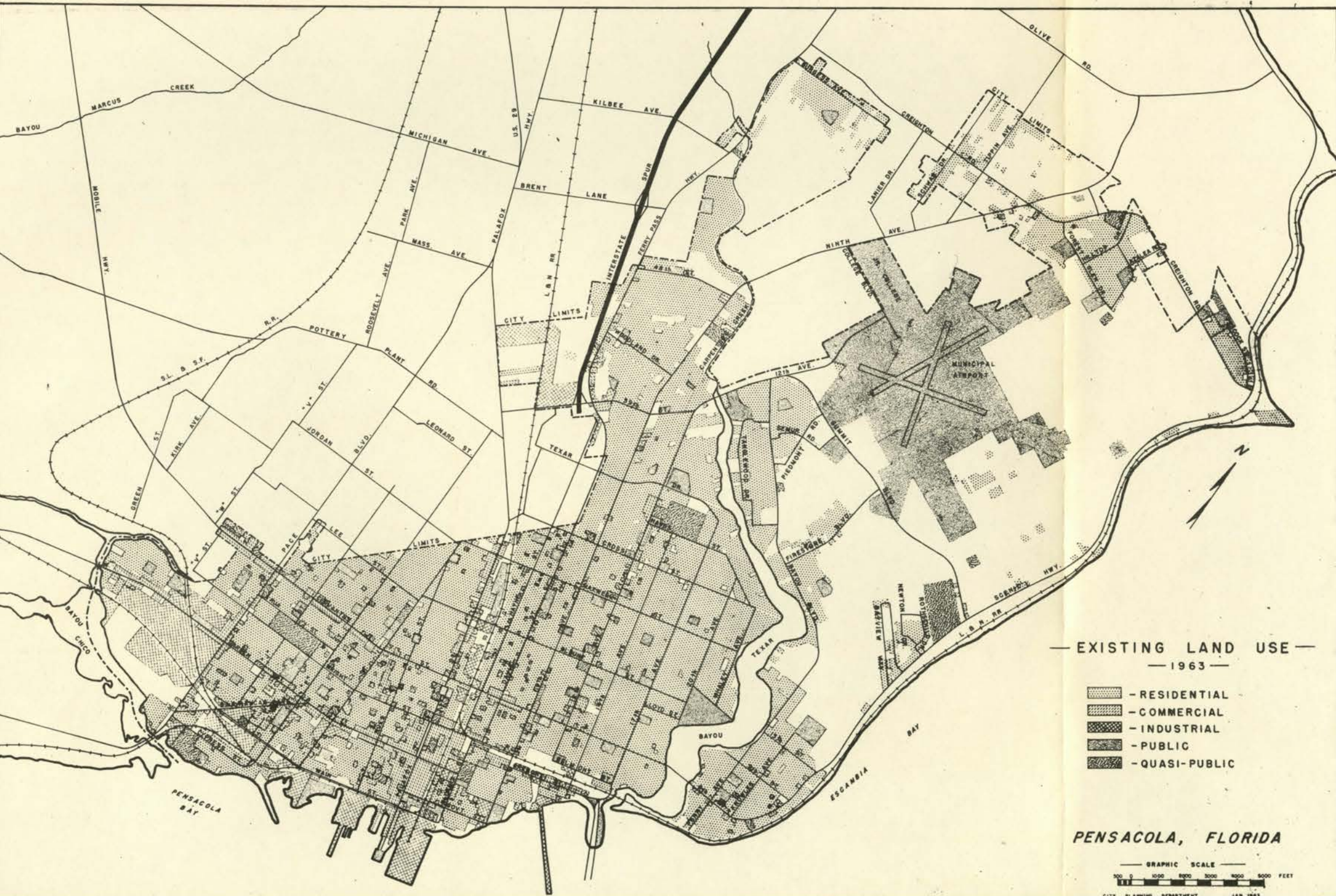
actually developed for a specific purpose. This is followed by a column which states what percent of the total land area of the City is developed for this particular use. The last two columns give the total number of acres zoned for each main use and the percent of the City zoned for that purpose. Zoning is an important factor in guiding the use of land within the city limits of Pensacola. Fourteen different zones, under three main categories (residential, commercial and industrial), are listed in the Pensacola Zoning Ordinance. Shown on page 31 are the various zones and the amount of land zoned in each category in the city limits.

LAND USE - 1962

PENSACOLA, FLORIDA

LAND USE	EXISTING USE	% OF TOTAL USE	TOTAL AREA ZONED*	% OF CITY ZONED
RESIDENTIAL	3,147 Acres	21.3%	10,588 Acres	78%
COMMERCIAL	311 "	2.1%	1,350 "	10%
INDUSTRIAL	462 "	3.1%	1,752 "	12%
PUBLIC	1,608 "	10.8%		
QUASI-PUBLIC	262 "	1.7%		
STREETS AND RAILROAD	1,937 " 172 "	13.0% 2.5%		
RIGHT-OF-WAY				
VACANT LAND	5,789 "	38.6%		
WATER	1,030 "	6.9%		
TOTAL CITY - GROSS ACRES	14,718 Acres	100%	13,690 Acres	100%

*EXCLUDES UNDERWATER PROPERTY



— EXISTING LAND USE —
— 1963 —

- RESIDENTIAL
- COMMERCIAL
- INDUSTRIAL
- PUBLIC
- QUASI-PUBLIC

PENSACOLA, FLORIDA

— GRAPHIC SCALE —
500 0 1000 2000 3000 4000 5000 FEET

MAJOR LAND USES

RESIDENTIAL

The greatest use of land within the corporate limits of Pensacola is for residential purposes. Of the 14,720 acres in the City, 3,147 acres or 21.3% are developed for residential use. In this report, "residential use" will include any

dwelling unit used for housing including trailers, tourist homes, hotels and motels.

Single family dwelling units occupy 90.0% of the residential land use area in the City with duplexes (two-family)



SINGLE FAMILY HOUSING



MULTI FAMILY HOUSING

accounting for 6.3% of the residential land use, and multi-family dwelling units occupying 3.1% of this use. Duplex and multi-family structures in Pensacola are generally located near, or accessible to, the central business district and other commercial areas. Refer to Residential Land Use Chart, shown below, for comparison of residential uses within the city limits.

Within the City, 10,588 acres (78%) of the land is zoned for residential use, of which 3,147 acres are developed at the present time.

The remainder of the residential uses - trailers, tourist homes, hotels and motels occupy approximately 46 acres within the corporate limits of the City.

RESIDENTIAL LAND USE - 1962
PENSACOLA, FLORIDA

CATEGORY	USE IN ACRES	% OF USE CATEGORY
TOTAL RESIDENTIAL	3,147	100%
Single Family	2,567	90%
Two-Family	306	6.3%
Multi-Family	228	3.1%
Trailers	21	.4%
Tourist Homes, Hotels and Motels	25	.2%

Blight

The land use field survey included not only the different kinds of land use but also the quality and condition of structures. The factors considered in determining the blighted condition of structures were only those outside visible signs of deterioration.

All structures were classified in the field into one of the following four categories: Standard, Acceptable, Sub-standard, Very Sub-standard.

Approximately one-third (5,063) of the residential dwelling units in the City are in Very Sub-standard or Sub-standard condition. The majority of these are concentrated in several sections of the City, however, few areas are completely void of this type of housing.

A detailed study and report on housing

conditions will be made by the Planning Department in the near future.



COMMERCIAL

Commercial land use occupies 311 acres or 2.1% of the total land in the City. Business activities involved in buying, selling, providing services, office facilities or entertainment are included in the commercial land use category. A major part of this use is in "strip commercial development" - continuous ribbons of business establishments bordering primary and secondary traffic arteries. It is well known that strip development creates serious traffic and servicing problems and also has a blighting effect on adjacent residential properties.

Zoning is the most important factor



BROWNSVILLE BUSINESS DISTRICT



CENTRAL BUSINESS DISTRICT

in the control of land use within the City, however, it does not guarantee that the land will be utilized for the purpose it is zoned for. Many commercial zones are spotted with residential, industrial and mixed uses. Pensacola has 10% of the City or 1,350 acres zoned for commercial use with approximately 311 acres in actual commercial use. This comparison indicates the gross over-zoning of commercial areas, yet numerous requests for rezoning from residential to commercial are filed and granted annually.

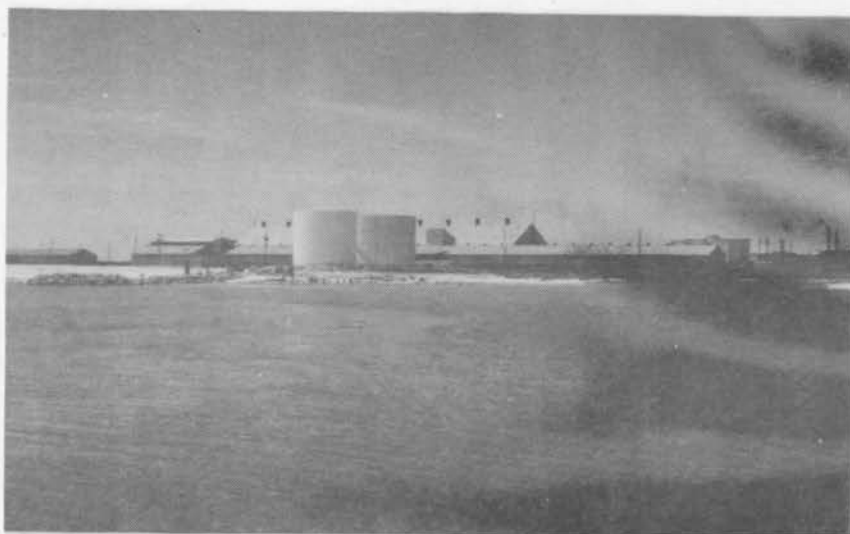
Strip commercial development is still popular although the recent trend is toward the shopping center type of development. These off-street,

centrally located groups of business establishments on a single site, surrounded by large parking areas, are a much more logical response to the retailing needs of our automotive age.

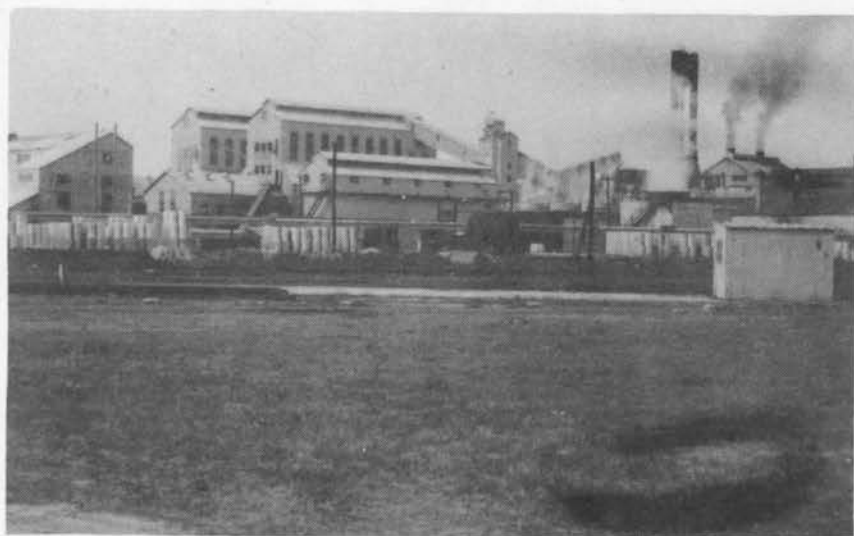
INDUSTRIAL

Industrial land uses include activities involved in the production, extraction, processing, fabrication, handling or storage of goods and materials.

Within the City limits, there are approximately 7 noxious industries (those producing smoke, dust, gas, odor or vibration), with the remainder being non-noxious. The majority of the industries within the city limits are located along or near the waterfront with the remainder located in the northwest section of the



PENSACOLA PORT AUTHORITY



LOCAL INDUSTRY

City adjacent to the main railroad lines.

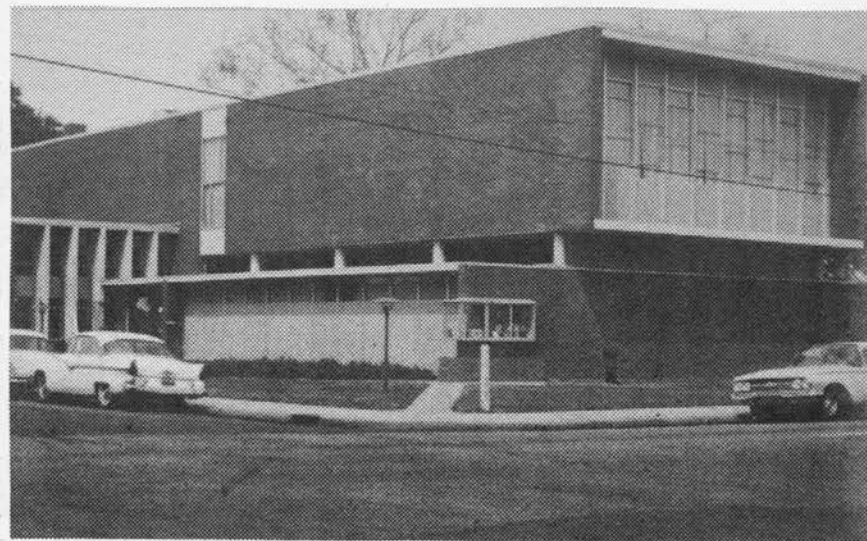
Industrial uses occupy 462 acres (3.1%) of the total City. In comparison, 1,752 acres (12%) are zoned for industrial use. Of the 1,752 acres zoned for industry, a very small percentage is vacant land, indicating a gross mis-use of industrial land for residential, commercial and other uses.

The large employment industries of Pensacola are located north and east of the City and have a tremendous economic effect on the standard of living in Pensacola. Although they are not located in the planning area of Pensacola, they must be considered in any planning decisions affecting the future of the Pensacola area.

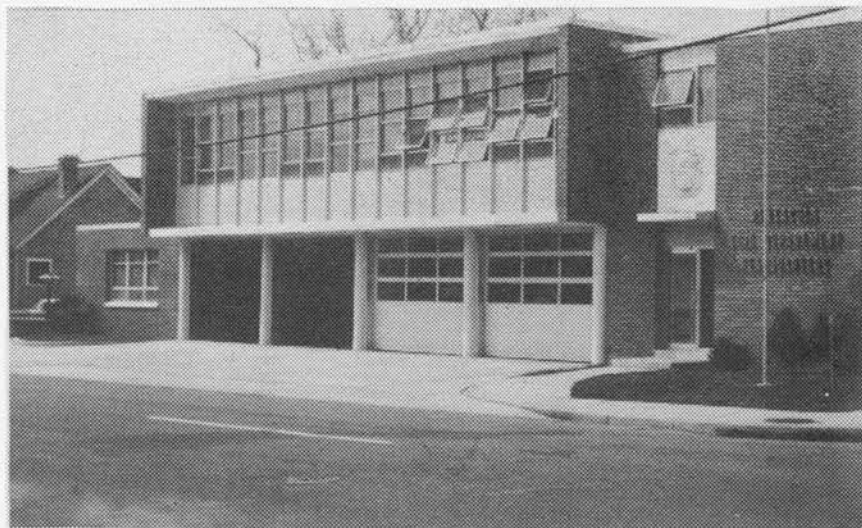
PUBLIC

Activities such as public schools, parks, municipal auditoriums, city, county, state and federal government facilities, etc. are classified as public land uses.

Pensacola's public land use occupies 1,608 acres (10.8%) of the total



PENSACOLA PUBLIC LIBRARY



FIRE DEPARTMENT HEADQUARTERS



AIRPORT CONTROL TOWER



WAYSIDE PARK



SANDERS BEACH

city land use. Of this total, Pensacola's Municipal Airport occupies the largest amount of land, covering 1200 acres. Parks and recreation areas are the next largest public use comprising 206 acres within the city limits. (See report, Public Recreation in Pensacola, prepared by the Planning Department.)

City, county, state and federal government buildings and facilities occupy the remaining 200 acres.

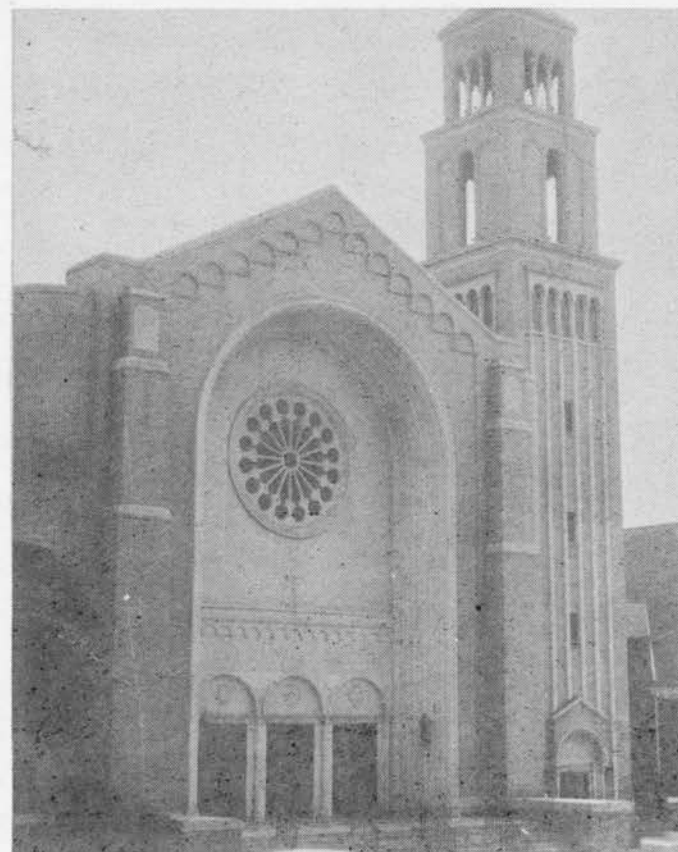


PENSACOLA JUNIOR COLLEGE

QUASI-PUBLIC

Quasi-public land uses include activities, such as churches, private schools, lodges, fraternities, cemeteries, etc. The needs of this type of use are difficult to ascertain as they depend on the desires of people from the overall metropolitan area.

This use occupies 262 acres (1.7%) of the total land use in Pensacola. Location of quasi-public uses should be given more careful consideration, as a majority of them may be located in any zoning district.



LOCAL CHURCH



LODGE HALL

STREETS AND RAILROAD RIGHT-OF-WAY

Streets are the lifelines of a City and have a great influence in determining future land use areas. Without proper access, prime land available for development will never be utilized.

Street right-of-way occupies approximately 1,937 acres (13%) of the total city land use. The street pattern in the old city is primarily a grid pattern while in the newly annexed areas, the trend is toward the curvilinear and cul-de-sac patterns.

There are 242 miles of existing streets within the city limits. Of the

total street miles, 210.5 are paved and 31.5 miles are unpaved.

Over the past few years, the City has progressed rapidly in its street widening and paving program. Many of the narrow streets are being widened to increase traffic capacity and make the streets easier and safer for the drivers.

Four main highways lead into the center of Pensacola at the present time. Mobile Highway, U. S. 90, from the west; Palafox Highway, U. S. 29, from the north; Scenic Highway,

U. S. 90, from the northeast; and U. S. 98 across the Pensacola Bay Bridge from the southeast. Under construction at the present time is the Interstate Spur which will move traffic from Pensacola to the Interstate Highway, located on the northern boundary of Pensacola.

Two separate railroad companies serve the City of Pensacola. The Louisville and Nashville Railroad enters the City at about Tarragona and Scott Street and runs down Tarragona Street to Pensacola Bay. The St. Louis and San Francisco Railroad enters the City in the vicinity of "V" and Gregory Street and runs east along Main Street to the Port.

Approximately six miles of railroad track borders the waterfront along Escambia Bay.



PENSACOLA PORT AUTHORITY

WATER

Water is one of the great assets of Pensacola. The bayous and bays not only act as drainage collectors for excess water from the land, but also serve as great recreation areas.

The bay is also an important economic factor in that many ocean going vessels

make use of the port facilities provided by Pensacola. Fishing industries make excellent use of the bay and contribute to the economic prosperity of the community.

The areas covered by water include that part of Bayou Chico within the City limit, Bayou Texar and the property which is platted and lying



PENSACOLA BAY & BRIDGE

under water along Pensacola's waterfront between the two bayous. This water occupies approximately 1,030 acres (6.9%) of the city land use.

Pensacola's waterfront extends along the bay for approximately ten (10) miles and has a great potential for excellent development which would benefit all citizens in the Pensacola metropolitan area.

VACANT LAND

This category accounts for more than one-third of the total city with 5,789 acres (38.6%) of land listed in this classification. The greatest portion of vacant land is located in the north and east areas of the City.

This large amount of vacant land shown on the land use map points out the great potential for growth within the city limits, but also illustrates the leap-frog type of development which has occurred in the past. Extensive open spaces between built-up areas create an urban pattern that cannot be served as efficiently or economically as compact developed areas.

ZONING CLASSIFICATIONS
PENSACOLA, FLORIDA

USE	ZONE	ACRES ZONED	TOTAL ACRES ZONED
SINGLE FAMILY	R1-5A	124	3,586
	R1-4A	1,512	
	R1-3A	1,950	
TWO FAMILY	R1-2A	5,816	6,746
	R1-A	754	
	R-1	176	
MULTIPLE FAMILY	R-2	256	256
COMMERCIAL	C-1	901	1,600
	C-2	254	
	C-3	150	
	C-4	45	
INDUSTRIAL	M-1	1,037	1,752
	M-1A	120	
	M-2	595	
TOTAL			13,690 Acres

SUMMARY


This report has illustrated what the land in Pensacola is being used for at the present time. But what about the future? The population in Pensacola twenty years from now will require more land for homes, businesses, industries, parks, etc.

Where should this development take place? Careful analysis of the existing land use pattern will indicate the direction and intensity of growth in Pensacola. It is not the purpose of planning to dictate how the growth pattern should be, but rather to guide this growth along reasonable and practical lines.

The land use report gives only an in-

sight of future development. Other studies, such as an economic base study, and a community facilities study, are necessary to more accurately guide the growth that Pensacola will experience in the future.

THE CITY OF JACKSONVILLE
FLORIDA



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