City of Gulf Breeze Comprehensive Plan Update

Workshop #1 Summary

To: Craig "Shane" Carmichael, Director of Community Services, City of Gulf Breeze

From: Emilee Aguerrebere, AICP, Project Manager

CC: Pat Tyjeski, AICP, Principal-In-Charge

Date: December 16, 2025

Reference: Workshop #1 Summary

INTRODUCTION

The first public workshop for the City of Gulf Breeze 2050 Comprehensive Plan update was held in-person on Thursday, December 11, 2025, from 6:00 – 8:00 PM and included Inspire Placemaking Collective, Inc. (Inspire), City staff, and members of the public. The purpose of the meeting was to gather different perspectives to guide the Comprehensive Plan, framing the discussions around two key questions: "*Where are we now?*" and "*Where do we want to go?*"

A total of eleven (11) people attended, representing a mix of residents and non-residents with connections to Gulf Breeze. Upon arrival, attendees were invited to sign in (see **Appendix A**), fill out a nametag, and place a sticker on a Gulf Breeze map indicating where they live or own property.

WORKSHOP PRESENTATION

Part 1. Introduction

Shane Carmichael, Director of Community Services, opened the session by thanking attendees for their participation and provided a brief overview of the project. He then introduced Emilee Aguerrebere, Project Manager with Inspire, who delivered the main presentation. The presentation is summarized below and included in **Appendix B**.



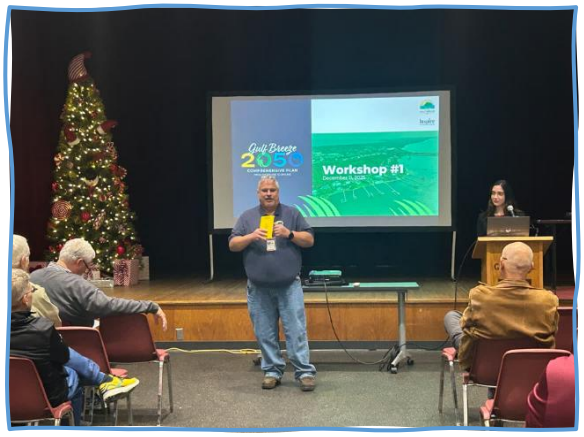
Emilee began by introducing the Inspire planning team who are collaborating with City staff on the update. She then facilitated an electronic poll asking attendees to share their zip code and describe Gulf Breeze in one word. The poll helped the team better understand the audience (results included in **Appendix B**).

Part 2. Project Scope and Schedule

Emilee provided an overview of Comprehensive Plans, noting that they serve as long-range blueprints for guiding community growth and development over a 20-year horizon. She listed each of the Elements and explained why Comprehensive Plans must be updated.

She outlined the two major tasks involved in the update process: (1) Data and Analysis; (2) Goals, Objectives and Policies. As required by Florida Statutes, the Data and Analysis section compiles the facts, figures, and trends that inform the Comprehensive Plan. While not formally adopted, it establishes the technical foundation for updating the goals, objectives, and policies. Emilee explained that goals represent broad, aspirational outcomes; objectives provide measurable steps toward those goals; and policies outline the specific actions the City will take to achieve them.

She then reviewed the project timeline, which began in late September 2025 and is anticipated to be completed by December 2026.





Part 3. Community Profile

Emilee highlighted key historical and sociodemographic data relevant to the City's growth. This included historical context, population trends comparing the City and County, and current data informing the planning team's analysis: population, median age, employment and unemployment rates, educational attainment, median household income, median home value, homeownership rate, year housing was built, and commuting characteristics.

She also reviewed population projections, noting that Florida Statutes require the Comprehensive Plan to include these projections as part of the update process. Based on Inspire's analysis, Gulf Breeze's total population is expected to increase by roughly 250 people through the 2050 planning horizon, reaching an estimated 6,971 residents.

Next, Emilee presented the City's existing land use and future land use maps. The existing land use map reflects current on-the-ground conditions based on parcel data, aerial imagery, and property appraiser information. Meanwhile, the future land use map (FLUM) illustrates the City's intended future growth pattern. Conservation and low density residential represent the largest land use categories, while neighborhood business, medium density residential, and parks and recreation comprise the smallest.

Part 4. Public Engagement

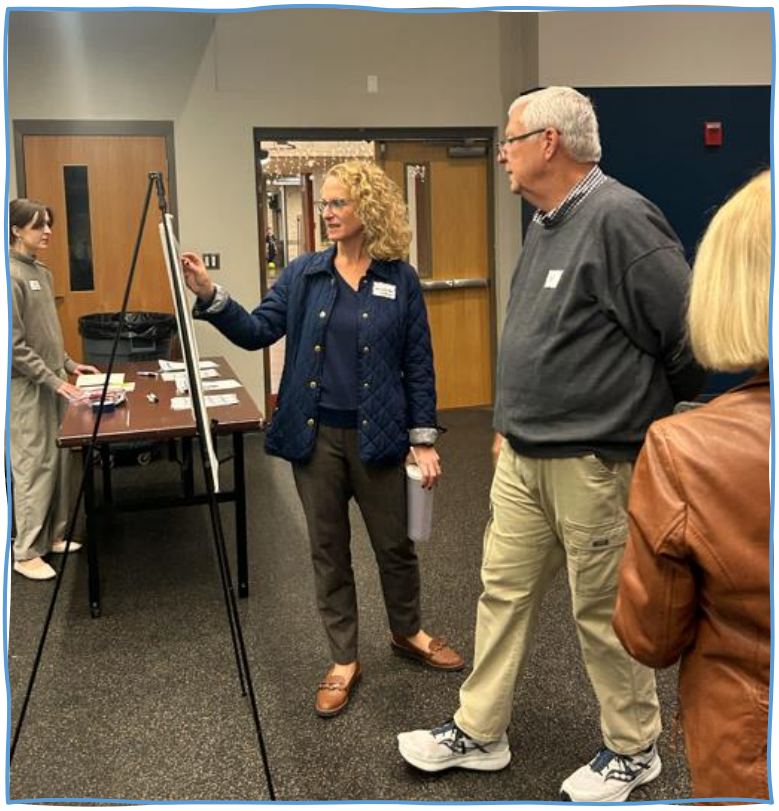
To initiate the evening's activities, attendees participated in a series of polling questions designed to identify priorities for land use, housing, transportation, and the environment (see results in **Appendix B**). Emilee then described the workshop engagement stations and encouraged attendees to participate actively. Before transitioning to the stations, she reviewed key next steps in the process.

Part 5. Next Steps

Emilee announced the project website for the Comprehensive Plan update (https://www.inspire-engagement.com/gulf-breeze-2050), which includes an interactive tool, such as an online survey, and other project information.

ENGAGEMENT ACTIVITIES

Several engagement activities were made available for workshop participants to help the Inspire team and staff assess "*Where are we now?*" and "*Where do we want to go?*" These activities included community assessment boards focused on housing and commuting, both today and in the future. Two additional boards were provided to solicit broader input, one of which asked attendees what they love about Gulf Breeze and what they would change, and another inviting participants to share their vision for the City in 2050.



The activities were set up in stations at the back of the room and facilitated by Inspire staff. Throughout the workshop, City staff moved around the space to answer questions and engage with the participants. Below is a summary of each activity, along with the public feedback gathered during each engagement. The boards are available to view in **Attachment C**.

In 2050, Gulf Breeze will be…

In this activity, participants shared their visions for Gulf Breeze in 2050. A summarized inventory of their responses is provided below.

- Known for its surfing museum
- Bike + pedestrian friendly
- Bedroom community still
- Like it is now
- Mixed use
- Families, kids + youth sports. Rec + School infrastructure

What do you love about Gulf Breeze? What would you change about Gulf Breeze?

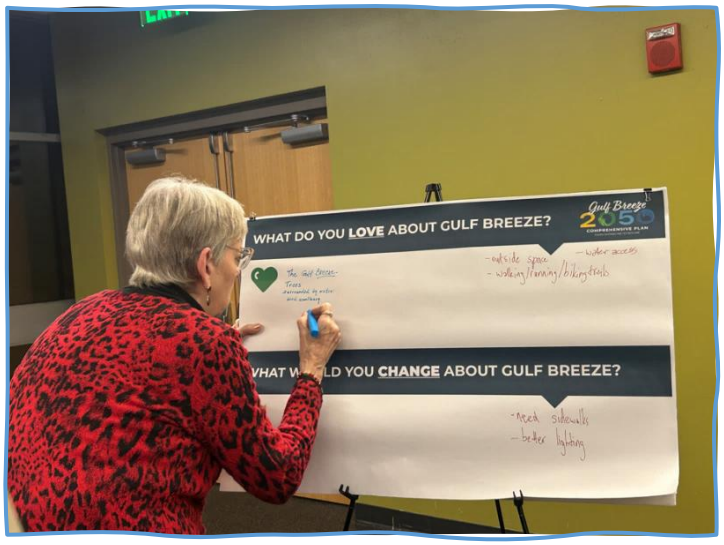
This engagement board invited attendees to express what they love about Gulf Breeze and what they would like to see changed. The responses highlighted key community features that should be preserved, enhanced, and prioritized in the upcoming update. Suggestions for change also provided valuable guidance on existing gaps that could inform updates to the goals, objectives, and policies. The checkmarks below indicate that a participant agreed with the corresponding text.

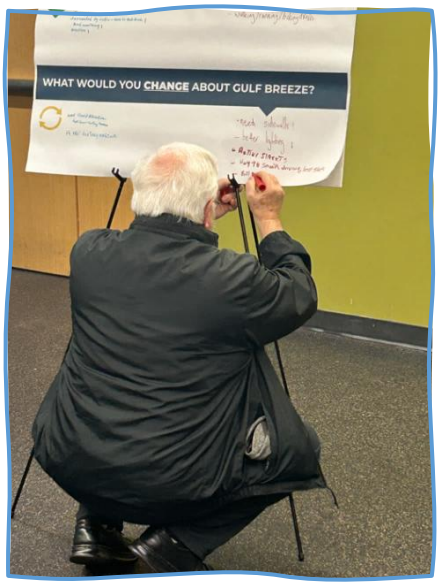
What do you love about Gulf Breeze?

- The Gulf Breeze
- Trees (✓)
- Surrounded by water – close to Gulf Breeze (✓)
- Bird sanctuary (✓)
- Weather (✓)
- Sense of community + all the parks + trees
- Wayside park
- Outside space
- Water Access
- Walking/running/biking trails

What would you change about Gulf Breeze?

- Need tourist attraction – Gulf Coast Surfing Museum
- A real history museum
- A marina
- Need sidewalks (✓)
- Better lighting (✓)
- Better streets
- Hwy 98 smooth driving, less stops
- Better control, beach traffic





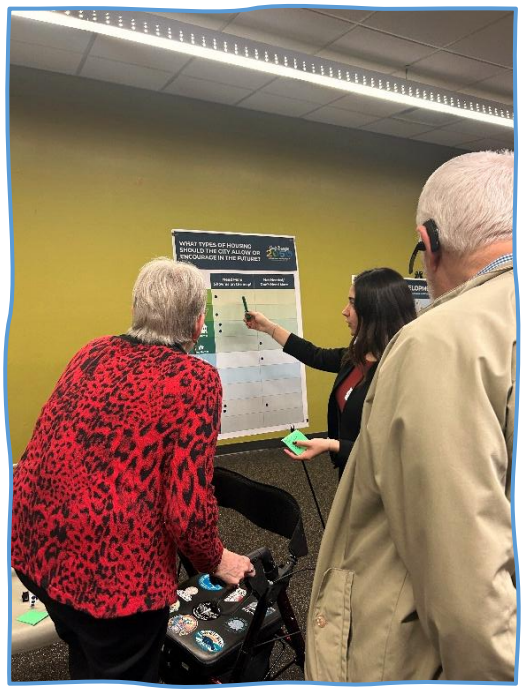
What types of housing should the City allow or encourage in the future?

This exercise prompted residents to reflect on different types of housing. The engagement board presented a range of housing options, some of which are currently allowed in the City and others that are not. The list included single family homes, duplexes, townhomes, tiny homes, accessory dwelling units, low-rise multi-family (2 stories), mid-rise multi-family (up to 3 stories), high-rise multi-family (more than 3 stories), and multi-family above commercial. Attendees placed a sticker to indicate whether the City needs more of each housing type or does not need/don't need more of.

The distribution of stickers reflects community preferences regarding housing types and provides insight into which type residents feel are more appropriate or desirable for Gulf Breeze moving forward.

Housing Types Identified as "Need More"

- Single Family Homes and Duplexes: One participant expressed a need for more of each
- Townhomes: Two participants indicated support for additional townhomes
- Tiny Homes: One participant expressed interest in adding tiny homes
- Accessory Dwelling Units (ADUs): Although ADUs are currently not permitted in the City, two participants indicated interest in ADUs
- High-Rise Multifamily: Two participants indicated a desire for more high-rise multifamily options that are more than 3 stories
- Residential Above Commercial: Two stickers expressed interest in more mixed-use residential development



Housing Types Identified as Not Need/Don't Need More

- Townhomes, tiny homes, ADUs, and high-rise multi-family (more than 3 stories) each received a sticker, indicating they are not needed.

Place the stickers on the map to mark where you think each housing type would be a good fit in the future.

Building on the board described above, this exercise invited participants to use stickers to identify locations where the housing types they believe could be allowed/encouraged in the future. The results suggest townhomes could be located near the Pensacola Bay Bridge and Pensacola Beach Bridge. Accessory dwelling units (ADUs) and tiny homes were identified near single-family homes on the west side of the city, while high-rise multi-family (more than 3 stories) and multi-family above commercial were suggested near US 98, Gulf Breeze High School, City Hall, the hospital, and the Pensacola Beach Bridge vicinity.

In addition to the housing exercises several participants shared verbal comments with Inspire staff. Attendees noted that the City has limited land available for new single-family development, suggesting that future growth will likely need to occur vertically rather than horizontally. They also observed a trend of older homes being purchased, demolished, and rebuilt within existing neighborhoods. These comments align with the sticker results, which show interest in a wider range of housing types, including higher density multi-family options.

How do you get around Gulf Breeze and how would you like to get around in the future?

This activity asked residents how they currently travel around Gulf Breeze and how they would like to get around in the future to certain destinations, such as school, work, family/friends, park/trails, community center, beaches, grocery stores, and shopping.

Current Modes of Travel:

- Cars are the primary mode of travel for most destinations (16 stickers)
- 2 participants reported walking to parks/trails and community centers
- No participant identified how they traveled to work

Future Modes of Travel:

- Golf carts were the most popular future option (11 stickers), followed by cars (5), biking (4), and walking (2).



Throughout discussions with Inspire staff members, US 98 was frequently mentioned as a major barrier to mobility within Gulf Breeze. School-related traffic often backs up onto US 98. Participants suggested several potential improvements, including opening the rear entrance of Gulf Breeze High School to all drop-offs, not just buses, and adding a traffic signal on the south side of the high school.

Additionally, crossing US 98 is challenging for pedestrians and cyclists due to the quick signal timing, crossing six travel lanes, and long crosswalk distances. Residents noted their support for the previously proposed overpass to improve connectivity across US 98.

Attendees expressed interest in using golf carts for local trips, but they are not allowed to cross US 98. The existing overpass also cannot be used by golf carts, thereby limiting access to many destinations within the City through this mode. Participants also discussed their interest in small grocery or corner stores within walking distance of homes to reduce reliance on trips by car.

From a land use and growth perspective, participants mentioned that horizontal expansion is limited. While areas east of the preserve could potentially be annexed, they would be disconnected from the rest of the City.

Despite these challenges, parks and trails were identified as some of the few destinations that are easily accessible by walking or biking and are generally well distributed throughout Gulf Breeze.

Key Takeaways

Community Character

Participants expressed a strong desire to preserve Gulf Breeze's existing character frequently noting its natural setting, tree canopy, access to water, parks, and trails, and strong sense of community as defining assets. Participants are open to supporting incremental enhancements, such as improved recreation and school infrastructure, multi-family housing in certain areas, youth-oriented amenities, and cultural and historical attractions. These comments suggest broad support for maintaining the City's family-oriented community identity while selectively enhancing quality of life amenities.

Housing

Feedback revealed different perspectives on expanding housing options in Gulf Breeze. Several attendees expressed support for additional duplexes, townhomes, tiny homes, and Accessory Dwelling Units (ADUs), particularly if located in select areas. Conversely, some participants indicated that these additional housing types are unnecessary, highlighting mixed community sentiment. There was also support for higher-density housing types, including high-rise multifamily buildings and mixed-use development with residential units above commercial space, specifically along US 98, City Hall, and Gulf Breeze High School.

Residents also acknowledged that horizontal growth is limited and future development will likely need to occur through redevelopment and vertical growth rather than outward expansion. Annexing the east of the preserve would not make sense as it would be disconnected from the rest of the city. Taken together, the responses reflect both a willingness to consider more diverse and denser housing types and a recognition that preferences vary across the community.

Mobility and Connectivity

Transportation discussions consistently identified U.S. 98 as a major barrier to mobility. Participants noted school traffic congestion, difficulty crossing the highway, and safety challenges for pedestrians and cyclists due to wide crossings and short signal timing. While cars remain the primary mode of travel today, residents expressed strong interest in alternative modes, especially golf carts, biking, and walking, for future trips. However, the lack of a legal or practical way to cross U.S. 98 by golf cart significantly limits this option, reinforcing concerns about connectivity across the corridor. Overall, the feedback highlights a desire for improved connectivity, safer crossings, and more locally accessible daily services, while continuing to build on the City's strong foundation of parks, trails, and outdoor amenities.

Appendices

A. Attendance List

B. Workshop Presentation, including poll results

C. Board Results

Appendix A. Workshop Attendance List

1. Gulf Breeze Staff
    a. Craig "Shane" Carmichael, Director of Community Services
    b. Samantha Abell, City Manager
    c. Mary Jane Bass, City Attorney
2. Inspire Project Team Members
    a. Pat Tyjeski, AICP, Principal-in-Charge
    b. Emilee Aguerrebere, AICP, Project Manager
    c. Jess Hays, Deputy Project Manager

Workshop Attendees

Gulf Breeze Comprehensive Plan Update
Workshop #1
Thursday, December 11, 2025

NAME	RESIDENT OR NON-RESIDENT?	ZIP CODE	EMAIL (Optional)
Gerald W. Smith	Y	32561	
JAY BILLITORN	RESIDENT	32561	
Barbara Udit	Resident	32561	
Dave Udit	Resident	32561	
Elkins, Shane A	Res	32561	
Monlezun Christian	Resident	32561	CJMONLEZUN@GMAIL.COM
Mary Jane Bass	City Attorney Resident	32561	on file

Gulf Breeze 2050 COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

Gulf Breeze Comprehensive Plan Update
Workshop #1
Thursday, December 11, 2025

NAME	RESIDENT OR NON-RESIDENT?	ZIP CODE	EMAIL (Optional)
Robert Turpin	Yes! Resident	32561	on file
Ed Grayson	Yes	32561	egrayson@gmail.com
Samantha Abell	yes	32561	on file
Melanie Normandy	non-resident	32563	

Appendix B. Workshop Presentation, including poll results





Project Team



Emilee Aguerrebere, AICP
Project Manager



Pat Tyjeski, AICP
Principal-in-Charge



Jessica Hays
GIS Lead, Planner

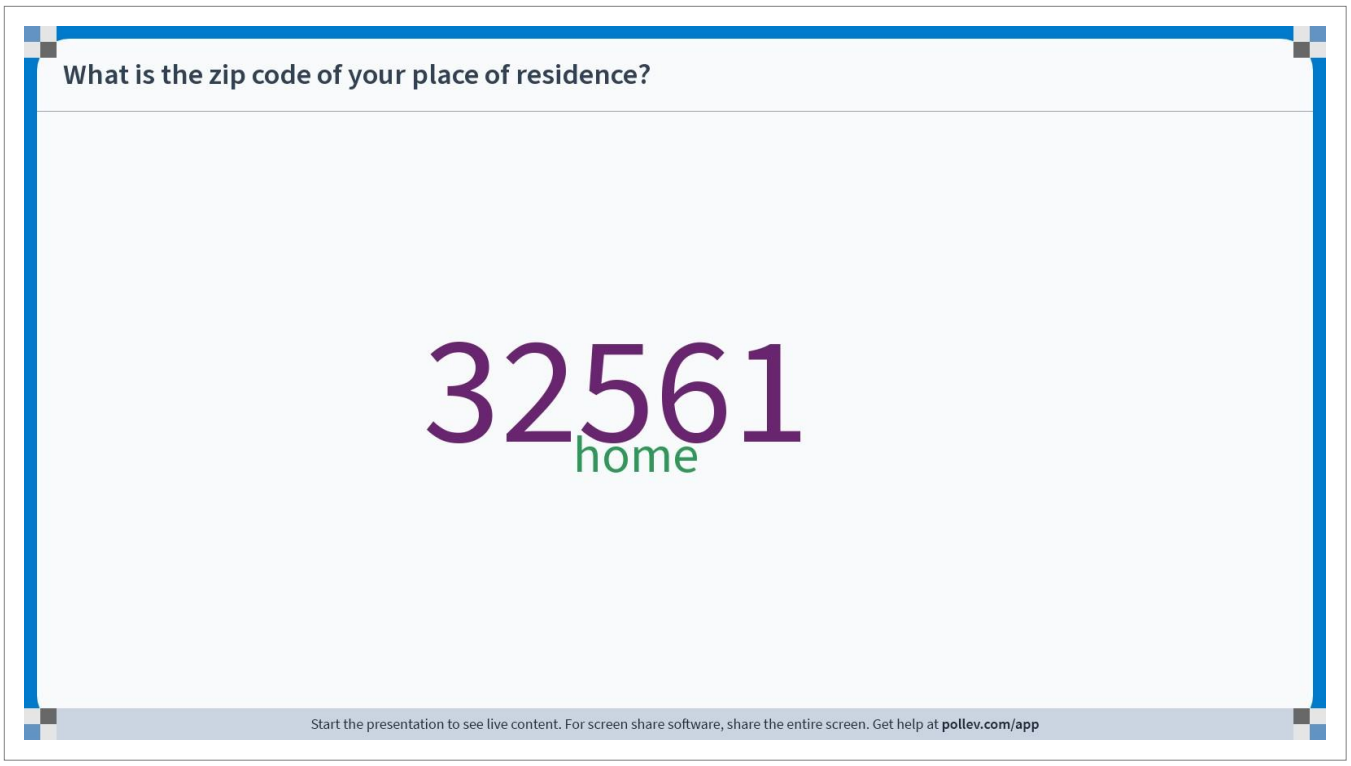
Gulf Breeze 2050 COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

VISIT
POLLEV.COM/INSPIRE2714

OR

SCAN




What is the zip code of your place of residence?
32561
home
Start the presentation to see live content. For screen share software, share the entire screen. Get help at pollev.com/app


Describe Gulf Breeze in one word.
awesome
mayberry
paradise
busy
32561
home
relaxing
great
friendly
Start the presentation to see live content. For screen share software, share the entire screen. Get help at pollev.com/app

Gulf Breeze 2050 COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE



Scope and Schedule

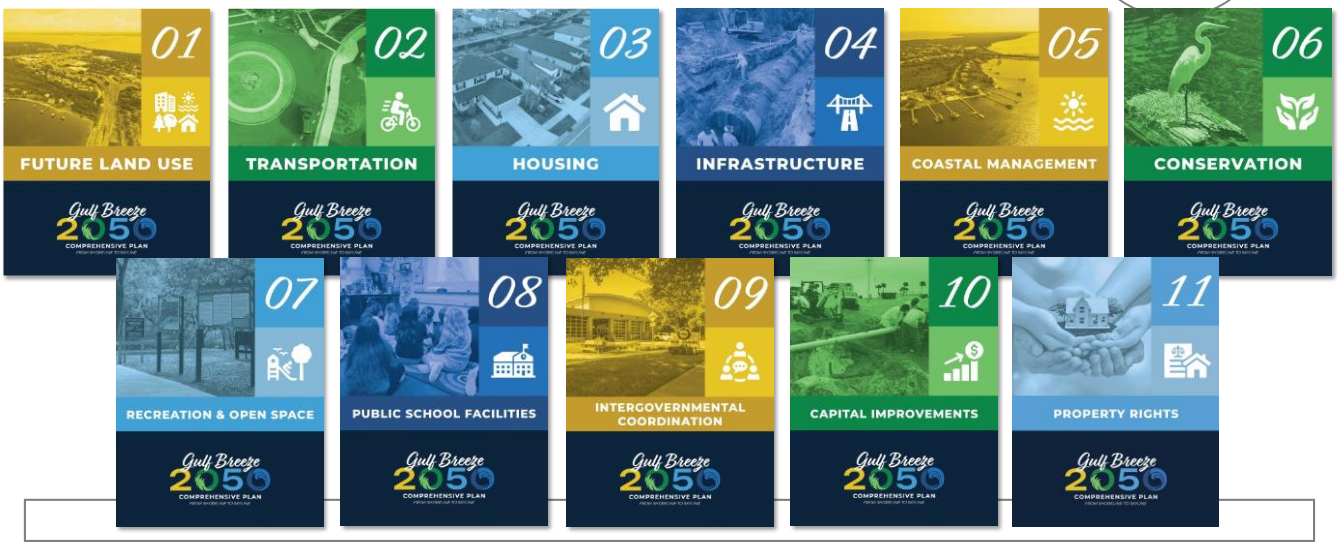
What is a Comprehensive Plan?

The **Comprehensive Plan** is designed to guide the future actions of a municipality to achieve its community-driven vision for future growth.

- ✓ View the "big picture"
- ✓ Coordinate local decision making
- ✓ Give guidance to landowners and developers
- ✓ Establish a factual basis for policy decisions
- ✓ Engage community input in long-range planning
- ✓ Build an informed community

Source: Planning and Zoning – The Purpose of the Comprehensive Plan by Gary Taylor, 2018; Planning and Urban Design Standards (2nd Ed.), APA, 2020

Plan Contents (Elements)



Why Update?

1. Required to be updated at least every **7 years** per state statutes
   - Upcoming Evaluation and Appraisal Report (EAR) letter due on **12/1/2025**
   - Last EAR update was in **2018**
2. Address recent changes in **Florida Statutes**
3. Reflect current conditions and renewed priorities. **Planning horizon year** established to **2050**
4. Update **Future Land Use Map Series**

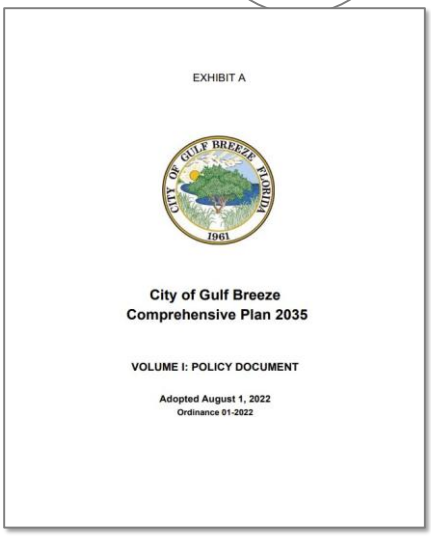


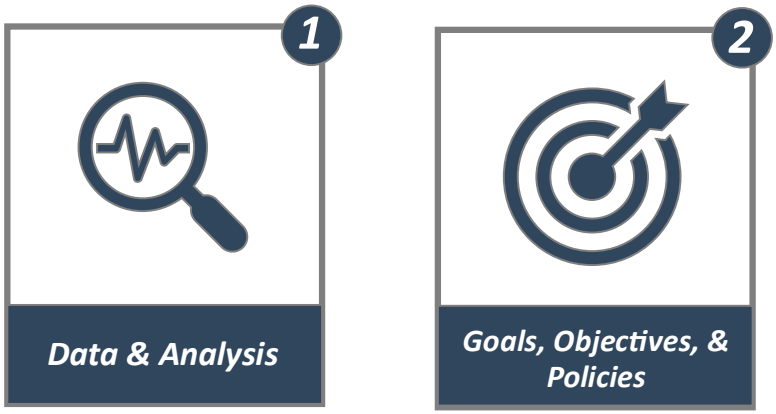
EXHIBIT A

City of Gulf Breeze
Comprehensive Plan 2035

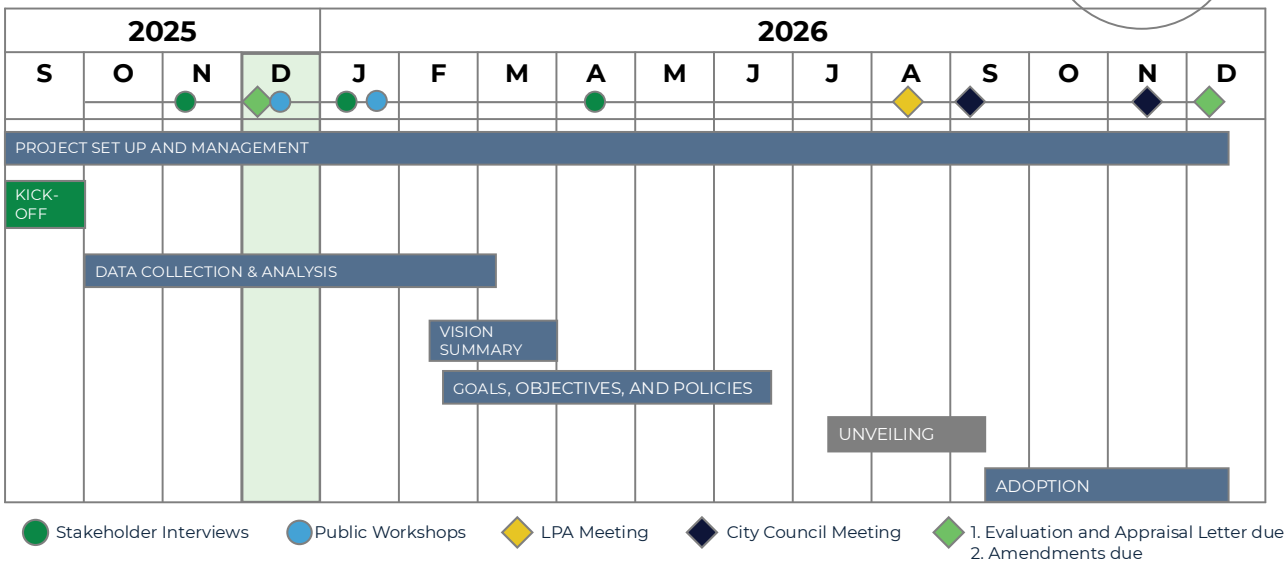
VOLUME I: POLICY DOCUMENT

Adopted August 1, 2022
Ordinance 01-2022

Scope and Objectives



Schedule and Milestones



Gulf Breeze 2050 COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

Community Profile



Geographic Setting



- Located at the tip of the Fairpoint peninsula in northwest Florida
- Surrounded by Pensacola Bay and the Santa Rosa Sound
- Includes 18 miles of waterfront and 3 protected bayous
- Encompasses 1,251 acres of the Naval Live Oaks, which are part of the Gulf Islands National Seashore

Historical Context



1931 - First bridge across Pensacola Bay opened, connecting Gulf Breeze to Pensacola

1936 – Community named after the *Gulf Breeze Cottages and Store*, which housed the first post office

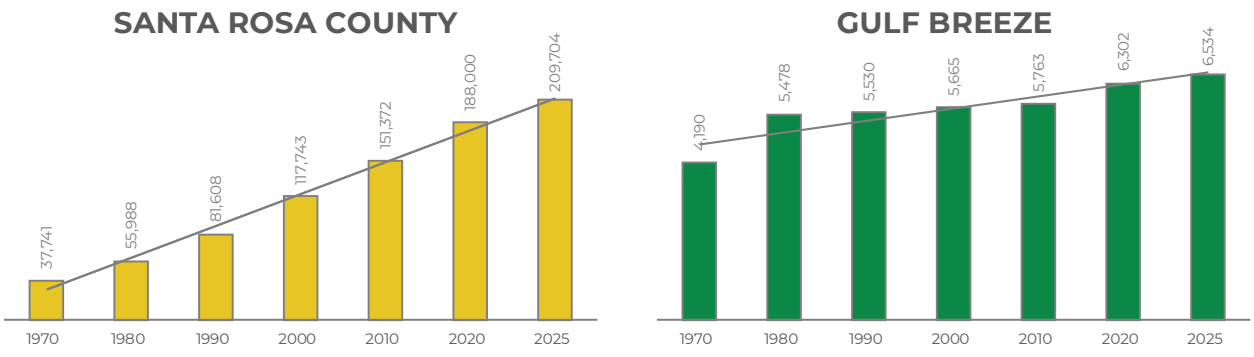
1961 – City incorporated following the expansion of the Pensacola Bay Bridge

1960s – 1980s – Period of significant residential growth and community establishment

1995 – 2025 – City impacted by multiple hurricanes

Historical Context

Historic Population Share of Gulf Breeze and Santa Rosa County



Source: Bureau of Economic and Business Research (BEBR), January 2025

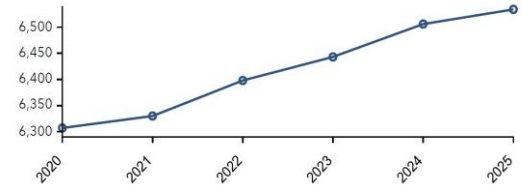
Sociodemographic

Population
6,534

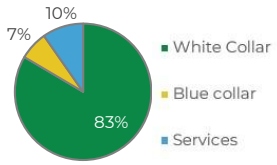
Median Age
48.5

Unemployment Rate
8.1%

Historical Population Trends



Employment



40.3%
Bachelor's Degree or Higher
Compared to
21.5% countywide
22.5% statewide

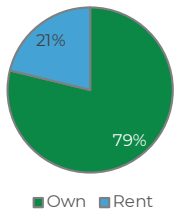
$116,815
Median Household Income
Compared to
31% higher than the County
50% higher than the State

Source: EsriBAO (2025); ACS (2019 – 2023)

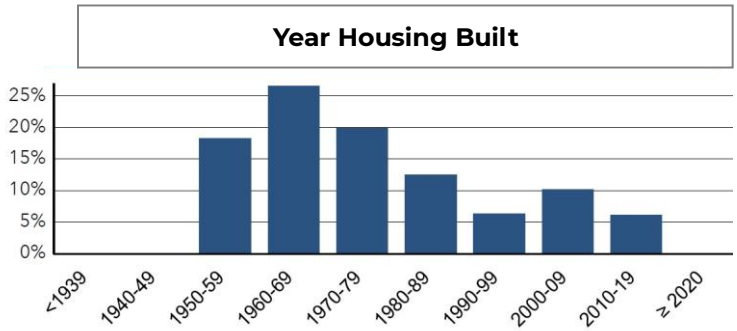
Housing Data

$591,142
Median Home Value
Compared to
$378,284 countywide (56% higher)
$416,969 statewide (42% higher)

Home Ownership



Year Housing Built



Source: EsriBAO (2025); ACS (2019 – 2023)

Commuting characteristics

2.39
average household size

2,780
workers age 16+

23.7
average commute time
(in minutes)

66%
drive alone to work
(2% carpooled)

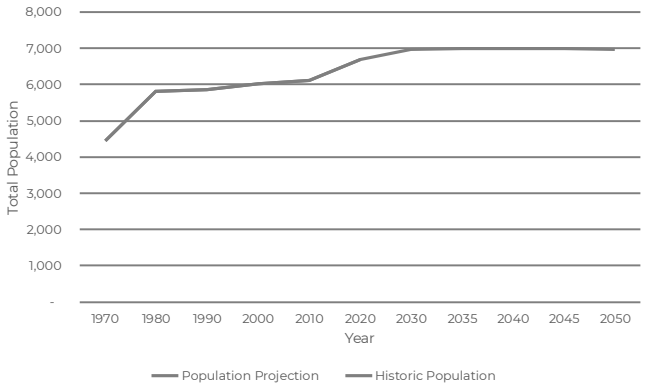
2.1%
walk to work

1.1%
bike to work

Source: Esri (2025), ACS (2019-2023)

Population Projections

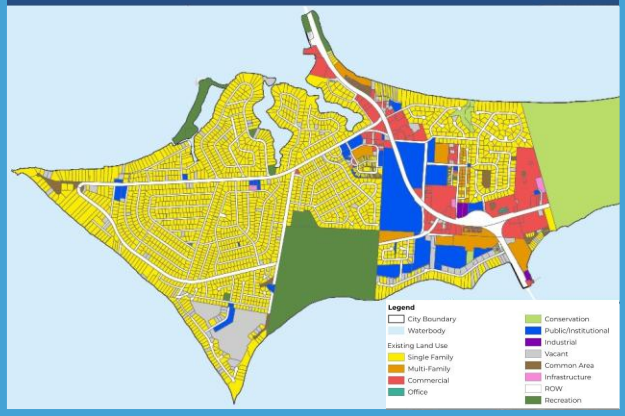
Population	2030	2035	2040	2045	2050
Permanent Population	6,582	6,618	6,621	6,608	6,592
Seasonal Population	378	380	380	380	379
Total Population	6,960	6,998	7,001	6,988	6,971
Net Gain from 2024	239	277	280	267	250



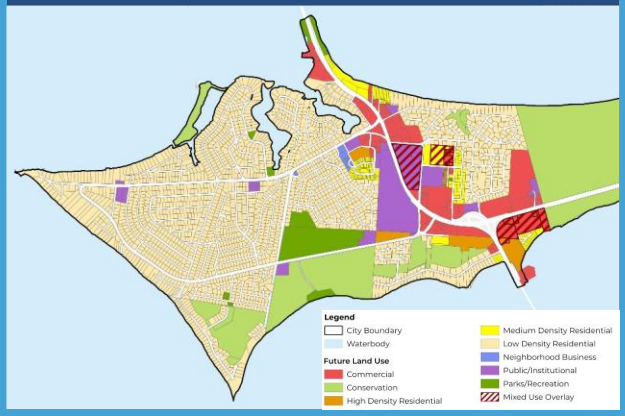
Source: Bureau of Economic and Business Research (BEBR), January 2025

Land Uses

EXISTING LAND USE

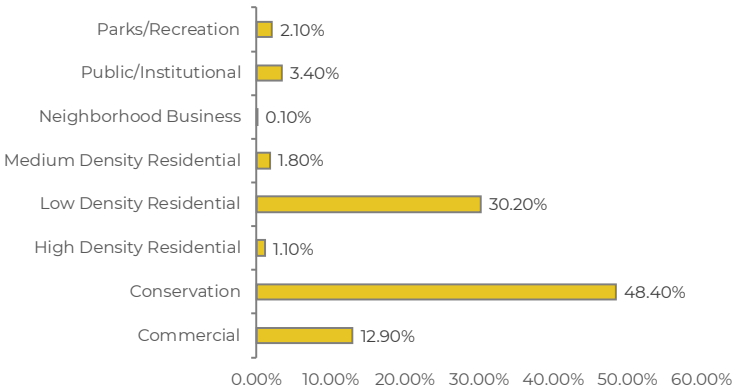


FUTURE LAND USE

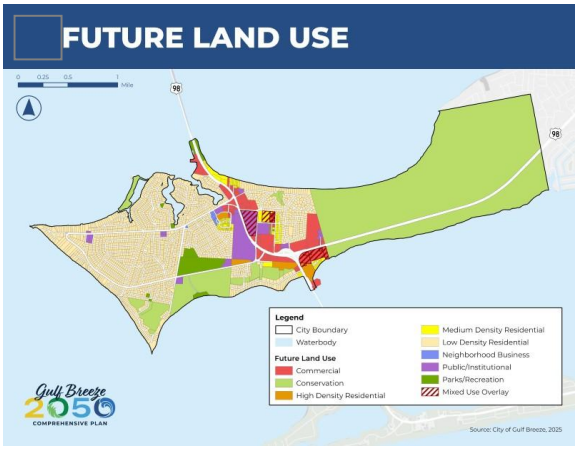


Source: City of Gulf Breeze, 2025

Future Land Use



FUTURE LAND USE



Gulf Breeze 2050 COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE



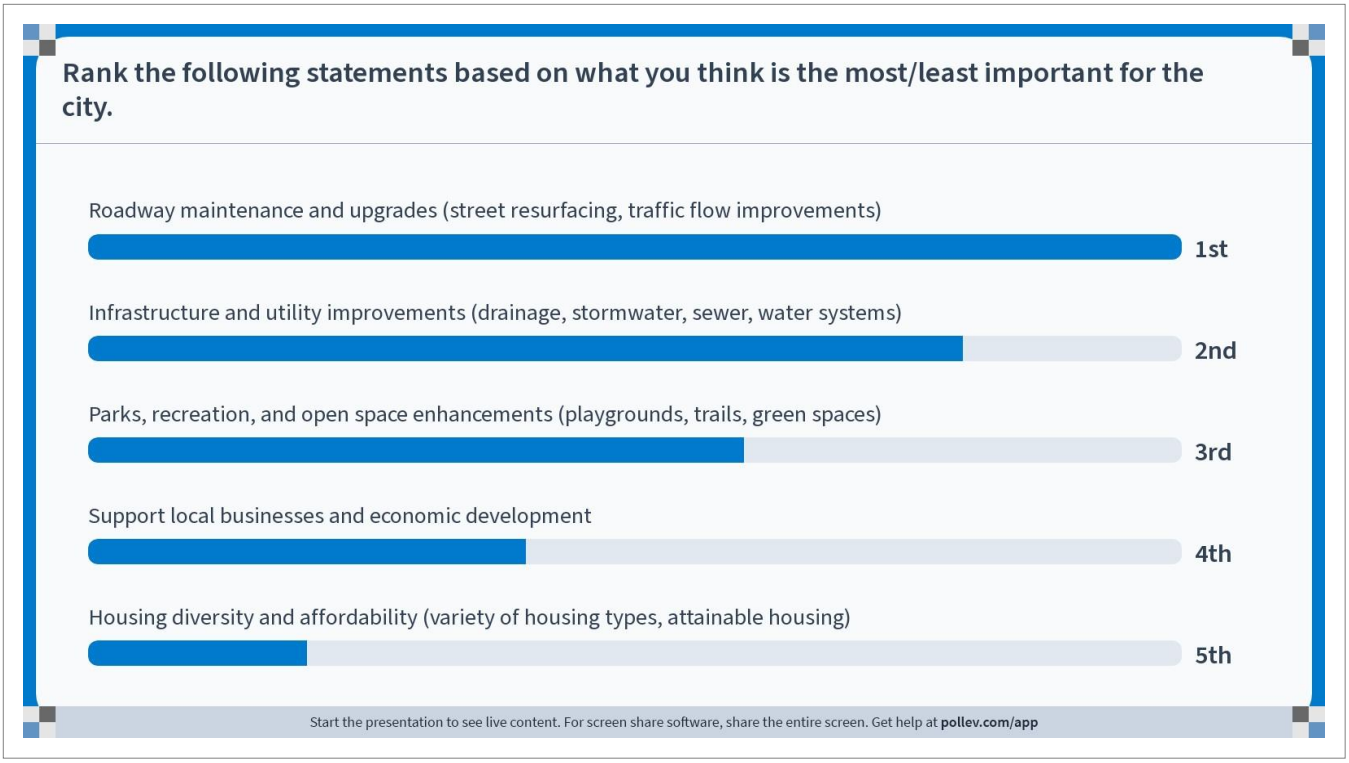
Public Engagement

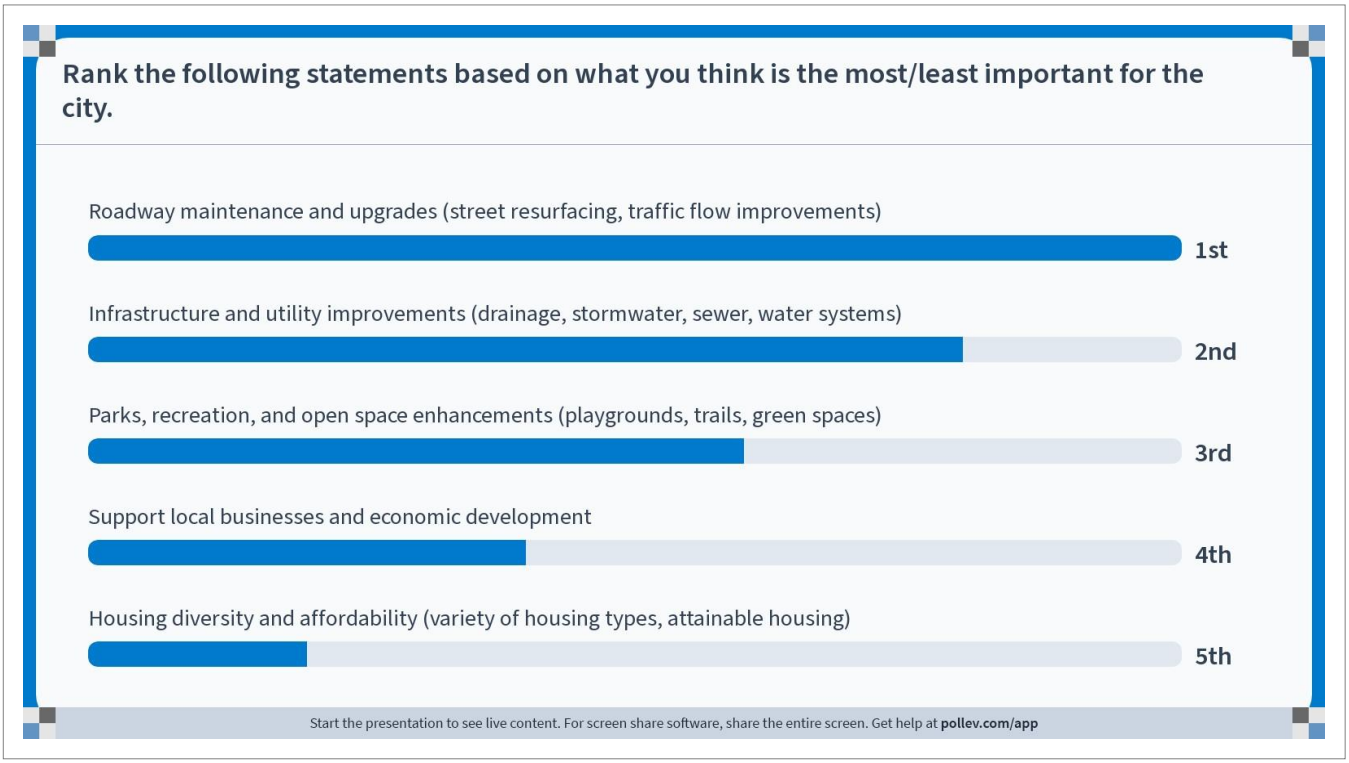
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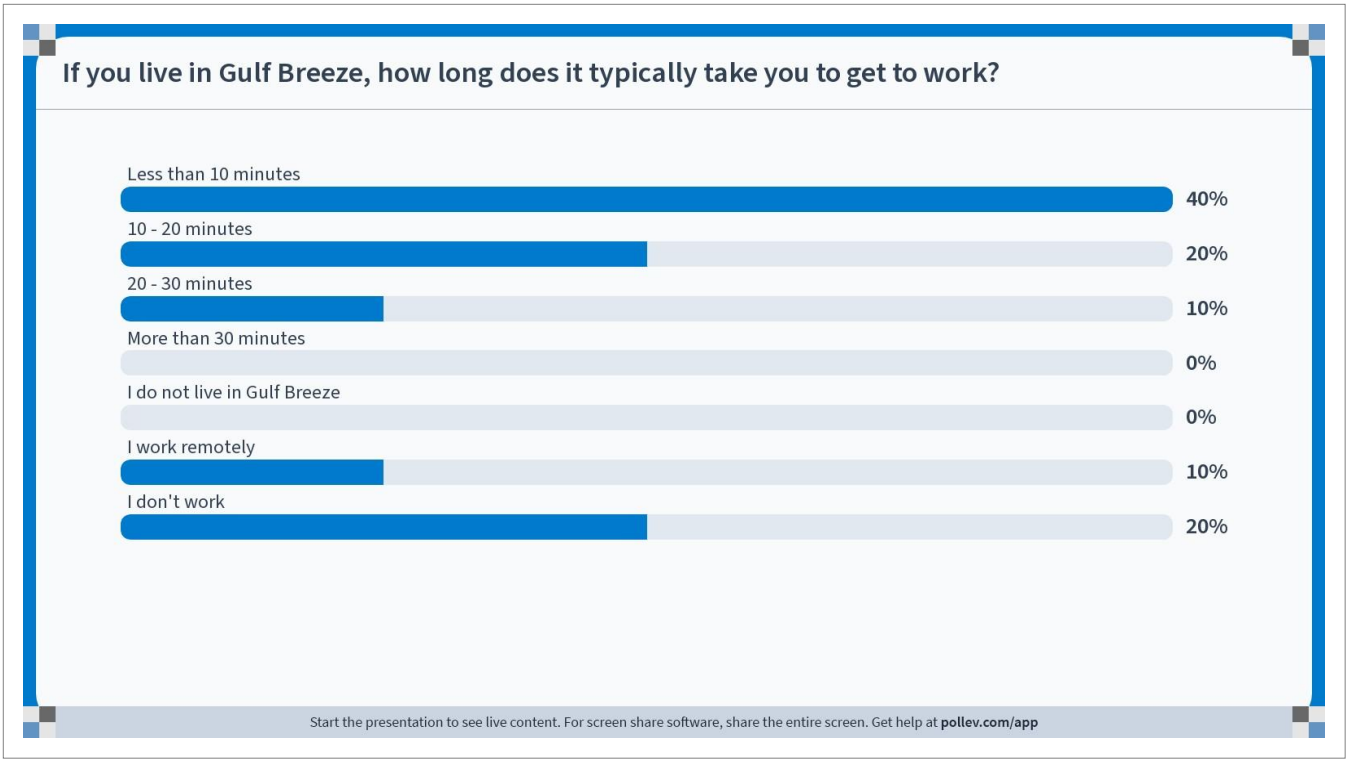
OR

SCAN




Rank the following statements based on what you think is the most/least important for the city.
Roadway maintenance and upgrades (street resurfacing, traffic flow improvements)
1st
Infrastructure and utility improvements (drainage, stormwater, sewer, water systems)
2nd
Parks, recreation, and open space enhancements (playgrounds, trails, green spaces)
3rd
Support local businesses and economic development
4th
Housing diversity and affordability (variety of housing types, attainable housing)
5th
Start the presentation to see live content. For screen share software, share the entire screen. Get help at pollev.com/app


Rank the following statements based on what you think is the most/least important for the city.
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Parks, recreation, and open space enhancements (playgrounds, trails, green spaces)
3rd
Support local businesses and economic development
4th
Housing diversity and affordability (variety of housing types, attainable housing)
5th
Start the presentation to see live content. For screen share software, share the entire screen. Get help at pollev.com/app


If you live in Gulf Breeze, how long does it typically take you to get to work?
Less than 10 minutes
40%
10 - 20 minutes
20%
20 - 30 minutes
10%
More than 30 minutes
0%
I do not live in Gulf Breeze
0%
I work remotely
10%
I don't work
20%
Start the presentation to see live content. For screen share software, share the entire screen. Get help at pollev.com/app


Which environmental issue should Gulf Breeze prioritize in the Comprehensive Plan?
Climate change and sustainability (reducing carbon emissions, promoting renewable energy)
0%
Preserving and restoring natural habitats
10%
Flood protection and stormwater management
80%
Reducing pollution and improving waste management
10%
Promoting energy-efficient and green building practices
0%
Start the presentation to see live content. For screen share software, share the entire screen. Get help at pollev.com/app

Public Engagement

A Community Assessment Boards

B What I love / What I would change

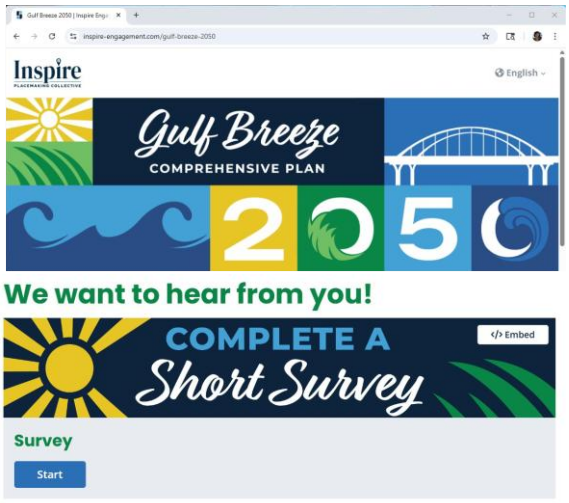
C In 2050, Gulf Breeze will be...

Gulf Breeze 2050 COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

Next Steps



Next Steps



SCAN ME!

https://www.inspire-engagement.com/gulf-breeze-2050

Timeline

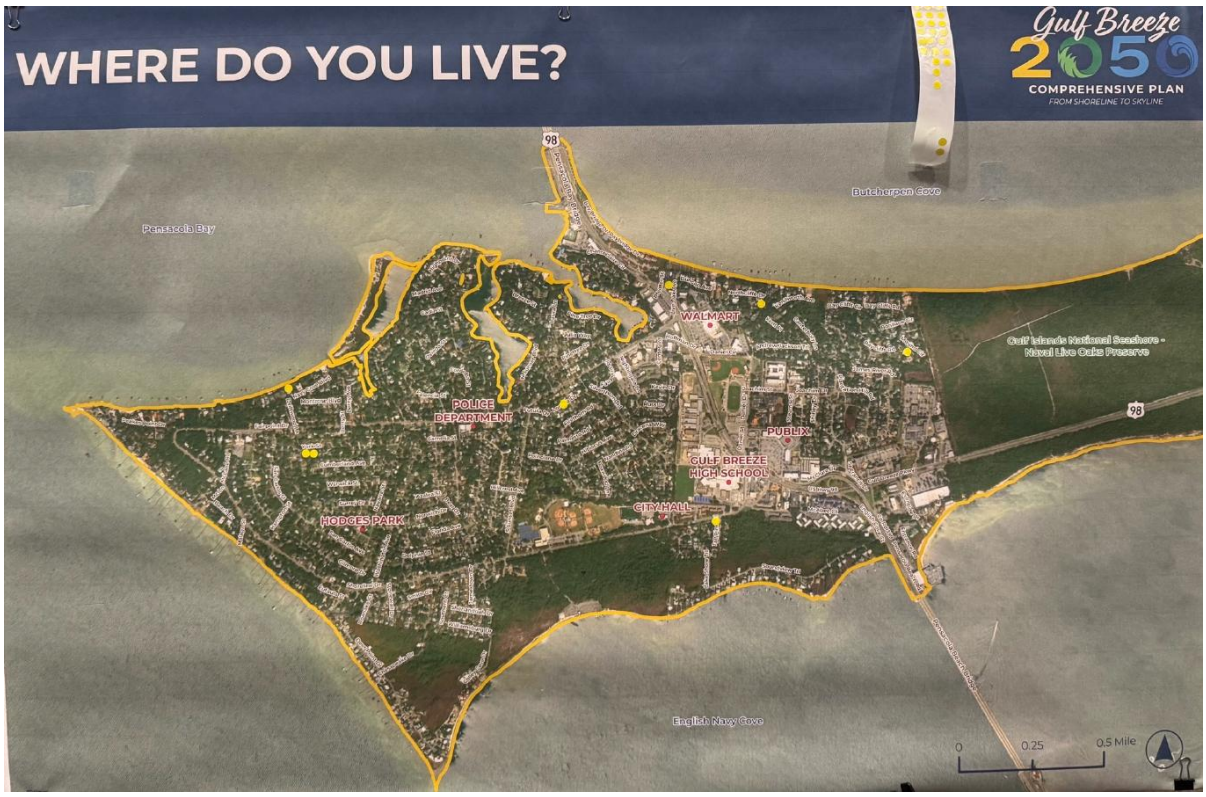
- **September 2025** — Kick-off
- **October 2025 - March 2026** — Gather and analyze data
- **December 2025** — Workshop #1: Where are we now and where do we want to go? (Date TBD)
- **January 2026** — Workshop #2: How do we get there? (Date TBD)
- **February 2026** — Update Goals, Objectives, and Policies
- **July 2026** — Land Planning Agency (LPA) meeting
- **September 2026** — City Council Transmittal Hearing
- **September - November 2026** — State review
- **December 2026** — City Council Adoption Hearing

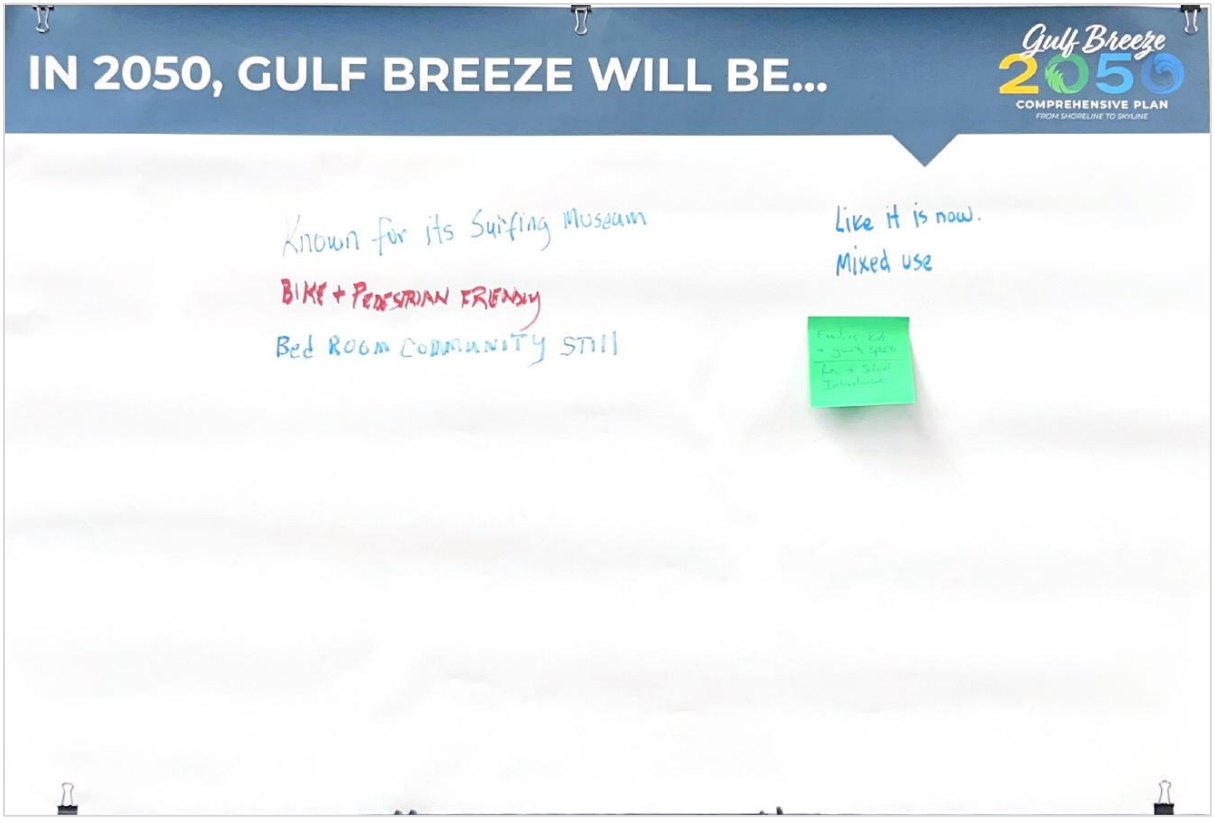
Gulf Breeze 2050
COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE

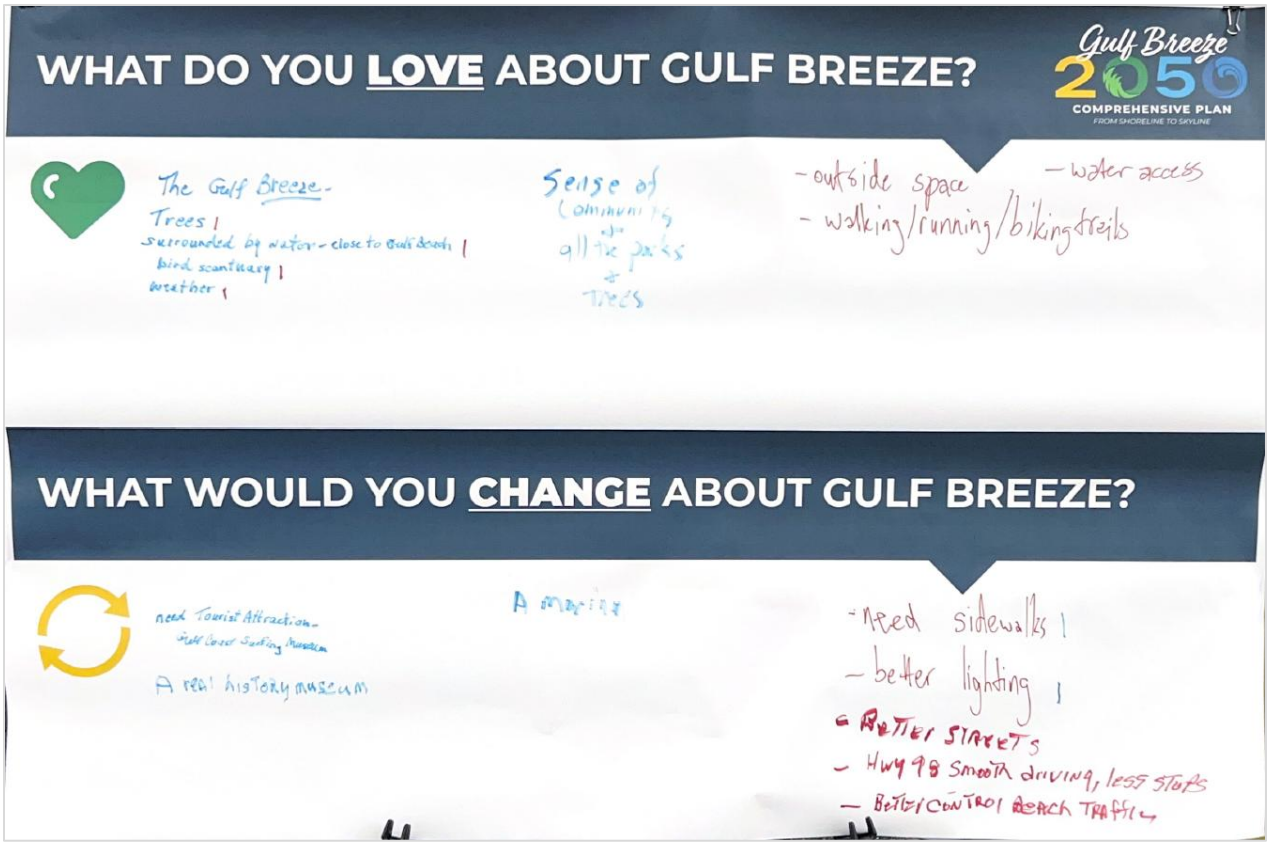
Thank you!



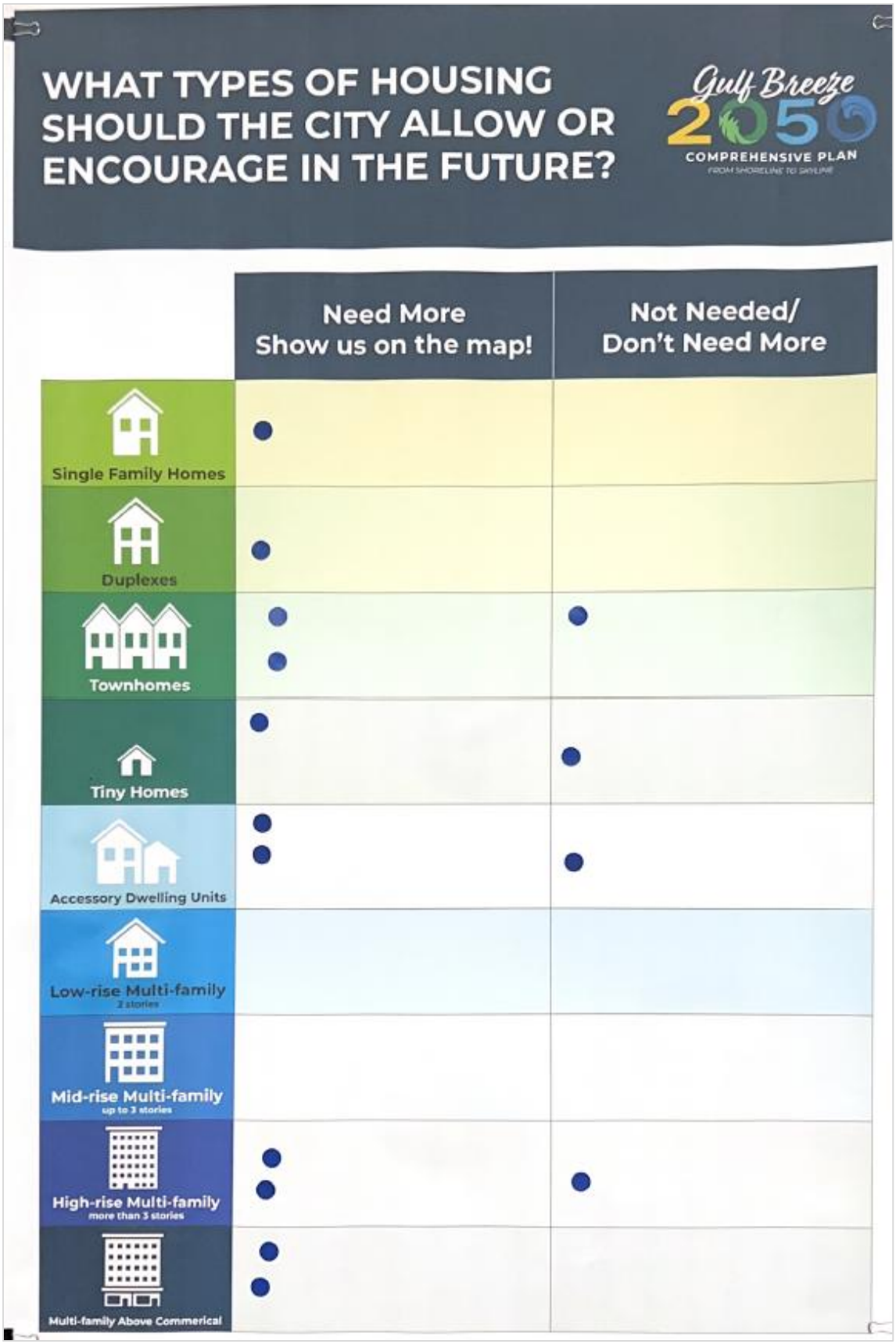
Appendix C. Board Results

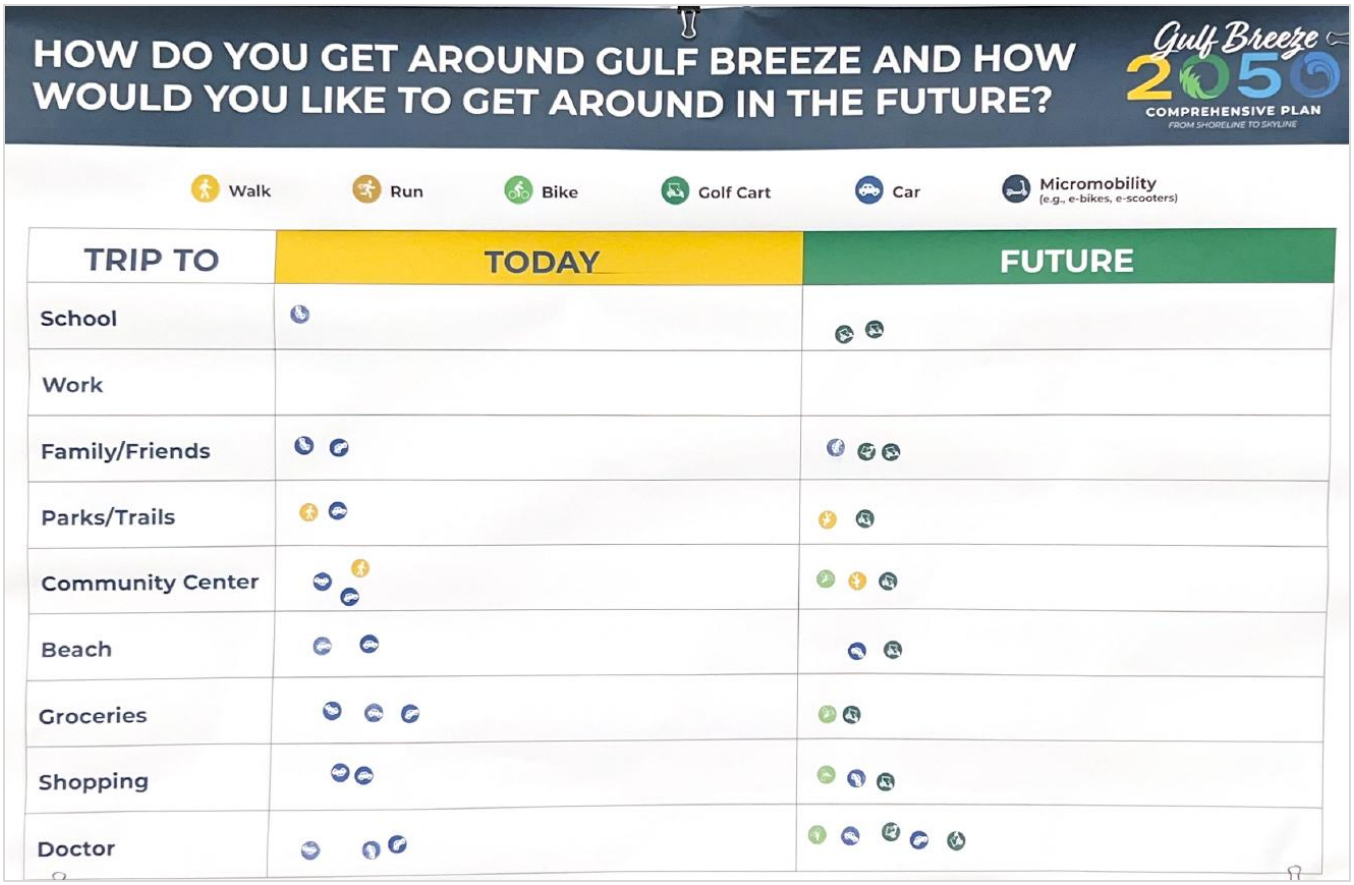





WHAT DO YOU LOVE ABOUT GULF BREEZE?
Gulf Breeze 2050 COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE
The Gulf Breeze -
Trees !
surrounded by water - close to Gulf beach !
bird sanctuary !
weather !
Sense of
Community
all the parks
&
Trees
- outside space
- walking/running/biking trails
- water access
WHAT WOULD YOU CHANGE ABOUT GULF BREEZE?
need Tourist Attraction -
Gulf Coast Surfing Museum
A real history museum
A movie
- need sidewalks !
- better lighting !
- BETTER STREETS
- Hwy 98 Smooth driving, less stops
- Better control Beach Traffic


RESIDENTIAL DEVELOPMENT
Place the stickers on the map to mark where you think each housing type would be a good fit in the future.
Gulf Breeze 2050 COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE
Pensacola Bay
Butcherpen Cove
West-15 Projected to be a road rebuilt w/ newest
WALMART
POLICE DEPARTMENT
PUBLIX
GULF BREEZE HIGH SCHOOL
CITY HALL
HODGES PARK
Gulf Islands National Seashore - Naval Live Oaks Preserve
Hospital
98
Traffic stop MAY GO IN South side of 98
English Navy Cove
Pensacola Beach Bridge
Single Family Homes
Duplexes
Townhomes
Tiny Homes
Accessory Dwelling Units
Low-rise Multi-family 2 stories
Mid-rise Multi-family up to 3 stories
High-rise Multi-family more than 3 stories
Multi-family Above Commercial
0
0.25
0.5 Mile


WHAT TYPES OF HOUSING SHOULD THE CITY ALLOW OR ENCOURAGE IN THE FUTURE?
Gulf Breeze 2050 COMPREHENSIVE PLAN
Need More Show us on the map!
Not Needed/ Don't Need More
Single Family Homes
Duplexes
Townhomes
Tiny Homes
Accessory Dwelling Units
Low-rise Multi-family
2 stories
Mid-rise Multi-family
up to 3 stories
High-rise Multi-family
more than 3 stories
Multi-family Above Commerical


HOW DO YOU GET AROUND GULF BREEZE AND HOW WOULD YOU LIKE TO GET AROUND IN THE FUTURE?
Gulf Breeze 2050 COMPREHENSIVE PLAN
FROM SHORELINE TO SKYLINE
Walk
Run
Bike
Golf Cart
Car
Micromobility (e.g., e-bikes, e-scooters)
TRIP TO
TODAY
FUTURE
School
Work
Family/Friends
Parks/Trails
Community Center
Beach
Groceries
Shopping
Doctor