

Transportation Design & Code Amendment Support Document

By Richard A. Hall, P.E.

DRAFT

Prepared For:
Pensacola's CRA
&
DPZ CoDESIGN



Hall Planning & Engineering, Inc.
March 8, 2018

Introduction: Transportation Design Guidance

Review of current CRA documents revealed a need for Transportation Procedures tied to a variety of context types that naturally occur across cities and their suburban and rural areas. Currently, the CRA areas have a variety of street conditions, some are highly walkable and compact, some are not. The primary benefit for walkability within the CRA areas is block sizes less than 500 feet per side. This occurs in almost all context areas. One negative however, is the general prohibition of on-street parking in some of the CRA areas. Where possible, it should be permitted and encouraged. Moreover, the city should enforce parking regulations that prohibit parking on greenways which create blight on the street, prevent the possible planting of trees and discourage walking. Most local streets reflect a pedestrian scale, with parallel on-street parking and paved street width of 25 to 30 feet; good, general urban street dimensions/conditions. Many Collectors and Arterials, however, have been built to suburban standards with 70-foot ROW and 54 feet of paved area between curb faces and no parallel, on-street parking allowed. For example, the current street dimensions on Cervantes, Garden and Main, west of A Street have these suburban scale dimensions. This occurs on both state owned and city owned streets. Wider and faster streets should only occur in the suburban and rural areas of the city and county. Guidance for many transportation related elements must be sensitive to a wider set of context types than the oversimplified rural or urban types used in the past. Two major documents support broader context application:

1. The Florida Greenbook
2. The Florida Complete Streets Initiative (CSI) and Companion Florida Design Manual

These documents are described below and their applicability for Pensacola's Community Redevelopment Authority are encouraged and discussed below.

Florida Greenbook - Design of Local Streets in Florida

The ***Manual of Uniform Minimum Standards for Design, Construction and Maintenance (Florida Greenbook)*** provides criteria for public streets, roads, highways, bridges, sidewalks, curbs and curb ramps, crosswalks, bicycle facilities, underpasses, and overpasses used by the public for vehicular and pedestrian travel.

Authority for the **Florida Greenbook** is established by [Chapters 20.23\(3\)\(a\), 334.044\(10\)\(a\)](#), and [336.045, Florida Statutes](#), and [Rule 14-15.002, Florida Administrative Code](#). The manual is intended for all projects off the state and national highway systems. Thus, the Greenbook provides transportation design guidance for City of Pensacola streets.

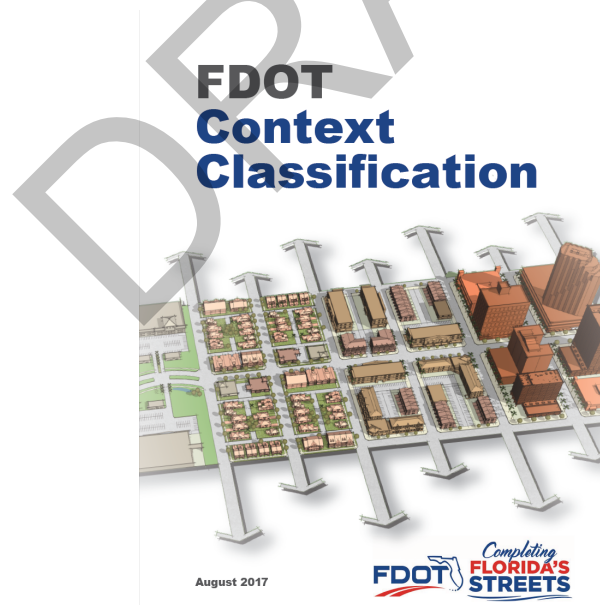
Within the **Greenbook, Chapter 19 Traditional Neighborhood Design (TND)** provides guidance on transportation design within urban sections of Florida's cities and counties.

TND Communities rely on strong integration of land use and transportation. A TND has compact, human scaled development patterns and a variety of land uses within a small block structure. All these characteristics combine to yield many more pedestrian, bicycle and transit trips than found in low density suburban patterns of development. The chapter specifies criteria and design standards that help achieve this “walkability” and Complete Street character.

HPE recommends adoption of the Florida Greenbook as design guidance for transportation facilities under jurisdiction of the City of Pensacola. This would allow the application of TND design guidance for all non-state facilities. While the local neighborhood streets are generally in compliance with TND principals, the Arterials and Collectors are not, and would benefit from this context based guidance for re-construction or new construction. All streets would benefit from the encouragement of on-street parking found in the TND Chapter.

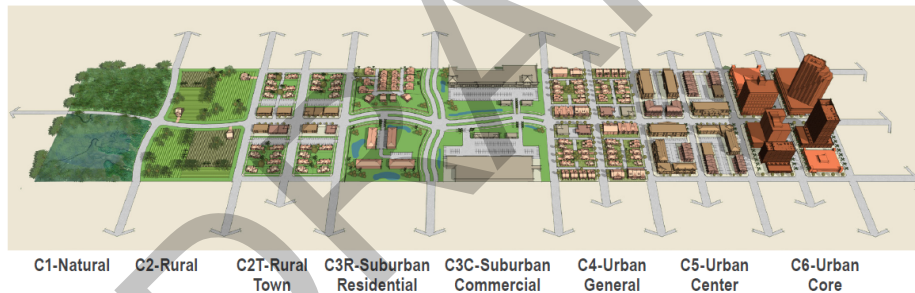
FDOT Complete Streets Initiative [CSI] & Florida Design Manual for design of State facilities

Streets under State of Florida jurisdiction are guided by similar context based design guidance. **FDOT Complete Streets Initiative [CSI]** document provides a land area framework consisting of Context Classifications from rural to most urban character.



The Context Classifications are described as follows.

C1-Natural	Lands preserved in a natural or wilderness condition, including lands unsuitable for settlement due to natural conditions.
C2-Rural	Sparsely settled lands; may include agricultural land, grassland, woodland, and wetlands.
C2T-Rural Town	Small concentrations of developed areas immediately surrounded by rural and natural areas; includes many historic towns.
C3R-Suburban Residential	Mostly residential uses within large blocks and a disconnected/ sparse roadway network.
C3C-Suburban Commercial	Mostly non-residential uses with large building footprints and large parking lots. Buildings are within large blocks and a disconnected/ sparse roadway network.
C4-Urban General	Mix of uses set within small blocks with a well-connected roadway network. May extend long distances. The roadway network usually connects to residential neighborhoods immediately along the corridor and/or behind the uses fronting the roadway.
C5-Urban Center	Mix of uses set within small blocks with a well-connected roadway network. Typically concentrated around a few blocks and identified as part of the civic or economic center of a community, town, or city.
C6-Urban Core	Areas with the highest densities and building heights and within FDOT classified Large Urbanized Areas (population > 1,000,000). Many are regional centers and destinations. Buildings have mixed uses, are built up to the roadways, and are within a well-connected roadway network.



Context Classifications for suburban areas, C3R Suburban Residential and C3C Suburban Commercial occur outside the CRA boundary. Within the CRA, the finer street grid, smaller lot sizes and compactness of buildings generally qualify for Classifications C4-Urban General and C5-Urban Center. The following table equates the CRA Context Classifications with Zoning classifications:

Context Classification to Zoning Translation	
Context Classification	Zoning Code
C4 - Urban General	R-1AA
	R-1A
	R-1B
C5 - Urban Center	R-NC
	R-NCB
	C-1
	C-2
	C-3

Transportation facilities constructed under C4 and C5 have more Walkable design elements scaled to be more pedestrian friendly. Arterial and Collector streets have 10 foot lanes allowed, 8 foot parallel, on-street parking is strongly encouraged, lower range speeds of 20 and 25 miles per hour are specified, and maximum block length of 600 feet are required. These criteria and others yield lower motor vehicle speed, multiple travel modes active and generally greater economic value and sustainability. They encourage more Complete Streets. Federal research has yielded *An Expanded Functional Classification System for Highways & Streets* that also defines more context areas to diversify design solutions in urban settings.

The DPZ and HPE team members recommend adoption of the Context Classification system developed by FDOT as definitions to identify place and to subsequently guide streets and other transportation features within the CRA. The City should encourage FDOT to classify the streets in Pensacola's CRA as C4 and C5 and limit the C3S so that transportation can become more walkable and support the adjacent land uses.

Field Reviews

Field observations within the CRA confirmed that the small block size nature of the overall street grid is one of the strongest assets of the CRA toward increasing Walkability and Complete Streets. Traffic Counts show that most arterial and collector streets have more capacity than needed and in some cases can design lane reductions to further manage motor vehicle speeds and increase pedestrian comfort.

Past Studies were reviewed and the following results were determined:

- Cervantes Corridor study, by Atkins, has two recommendations, for 4L and 2L sections
 - Nodes and Place Types are identified along the Cervantes corridor as potential focus areas of greater compactness. C5 Town Center classifications creating more diverse travel notes and greater walkability.

- i. There is great potential for combining information and setting the stage for Transforming the Cervantes corridor into a Complete Street.
- o CRA Participation in Future Street Design Corridors should also be Context sensitive, complete streets.
 - i. Cervantes
 - ii. Main Street [West]
 - iii. Dr. MLK Jr. Dr./N. Davis Hwy. Pair

Other general recommendations include:

- Continuous sidewalks should take precedence over driveway aprons so the sidewalk maintains a constant elevation.
- Coordinate tree placement with utility location in all cases. Meetings to workshop this important relationship are essential.
- Importance of yield street design for local streets and need to design for, and encourage, on-street parking.
- Remove parking from green swales/parkways/planting strips.

In summary, the following recommendations are primary:

1. Adopt the Florida Greenbook with emphasis on the TND Chapter 19, for application within the entire CRA District.
2. Adopt the Florida CSI reports and policies for design guidance on state owned streets within the CRA.
3. Future conversations on design of all CRA Arterials and Collectors shall be Context Sensitive and CRA staff should be at the table.