



PASCAGOULA'S MARKET STREET RECONSTRUCTION INITIATIVE: Assessment and Recommendations

July 7, 2016



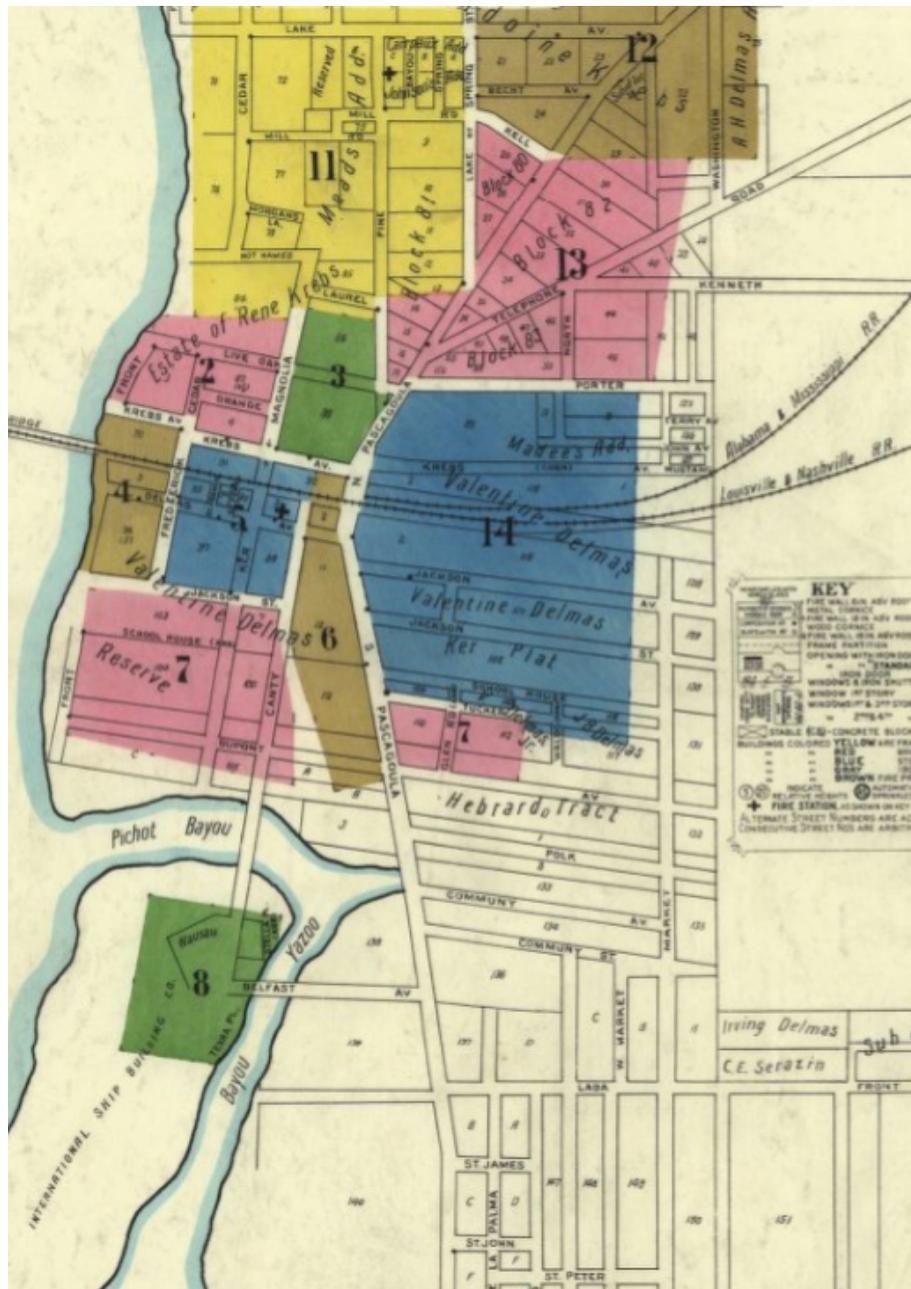
INTRODUCTION

Pascagoula, Mississippi is a City that is rich in mobility connection with a comprehensive array of facilities. The City's deep water Port of Pascagoula connects the City to the world. Its rail facilities connect it to the broader region, and its highway and road network provides connectivity within the City, to the Gulf Coast and beyond. Two international airports are located within a 45-minute drive. Within Pascagoula's rich web of transportation and mobility facilities lies the key street of Market Street, connecting U.S. Highway 90 (Denny Avenue) to the waterfront. This century old transportation corridor has served the City in multiple ways over its history.

The most authoritative information on the origins of Market Street was obtained for this report from local historian Liz Ford. Ford's compelling theory of the original purpose of constructing the street involves the need to connect the original gulf piers for the docking of ships, to rail facilities two miles north. This connection allowed the movement of local agricultural goods to the waterfront for shipment. Her own memories of Market Street, covering the period from the mid 1900's onward, are attached to this report as Attachment 1.

Summary research found that the first time the street appears on a Sanborn Map is about 1910, not long after the time it is believed the street was constructed. The Sanborn Map Company mapped communities for insurance rating purposes in the early 1900s and are a common source for historical information. The alignment supports the theory of its origin.

Whatever its original purposes, the function of Market Street shifted dramatically with the growth of Ingalls shipyard on the east bank of the Pascagoula River in the 1940s. The need to move thousands of employees to and from the Ingalls facility prompted



1910 Sanborn Map

the widening of the street to four lanes and generated substantial commercial and institutional development adjacent to the street. This development formed a significant commercial and institutional activity corridor, primarily from Denny Avenue to St. Peter's Street. South of St. Peter's the street transitions into predominantly residential character.

With the relocation of Ingalls to the west bank of the Pascagoula River beginning in the late 1960s, the function of Market Street shifted once again from a role of moving high levels of commuter and local traffic to that of serving local traffic almost exclusively. Commercial activities continued in the corridor, but entered a long slow period of general decline encompassing both the level and intensity of activity as well as the condition of supporting infrastructure.



Ingalls on the East Bank of the Pascagoula River

CURRENT GENERAL CONDITIONS OF MARKET STREET

Market Street today is a four lane arterial whose traffic counts have steadily declined over the last decade. According to the Gulf Regional Planning Commission, average daily traffic has declined on the north end of Market Street from 20,000 in the year 2010 to 16,915 in 2013, The Mississippi Department of Transportation indicated that this traffic further declined in 2014 to 16,000. This represents a 25 percent decline over 4 years in the most heavily traveled portion of the corridor. Traffic on the residential portion of the street nearest the beach has remained steady at 1,500 since 2010.

Counts in between the northern and southern extremes of the street have declined as well. According to the Mississippi Department of Transportation, from 2010 to 2015 the count between Ingalls and St. Peters fell from 5,600 to 4,000. The counts between Ingalls and Tucker fell from 11,000 to 9,500.

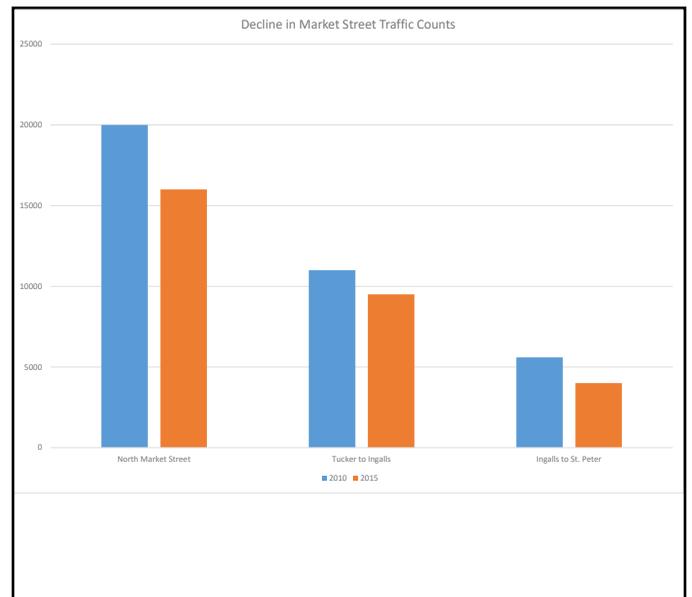


Chart of Traffic Decline

A windshield survey of the commercial corridor portion of the street indicates buildings are generally older and dating mostly from the 1960s and 1970's with a few examples of newer construction in the northern most parts of the corridor. Buildings are in marginal condition and instances of deferred maintenance are common. Vacant lots appear frequently. The southern residential portion is generally more attractive and maintenance is generally more current. However, the impacts of Hurricane Katrina are readily apparent in this area, with the concentration of vacant lots and scattered boarded structures.

In terms of land area, the commercial portion of the corridor consists of about 110 acres of land. Measurements indicate that only about 18 acres or 784,000 square feet of this area is occupied by buildings. This yields a floor to land area ratio (FAR) of only 17 percent. For comparison, floor area ratios must be about 25 to 30 percent to achieve suburban levels of vitality. Below these levels, corridor health and vitality is highly unlikely.

Of the approximately 784,000 square feet of building floor area, about 21 percent is devoted to retail activity. Strikingly, over 53 percent of this floor area is used for institutions (churches, schools, etc.), warehousing, offices or is vacant. The remaining 26 percent is devoted to vehicle repair, pawn shops, banks and other miscellaneous uses. The high level of non-commercial space is another contributor to the lack of vitality in the corridor.

These Market Street characteristics exist within an overall population decline in Pascagoula. From 2010 to 2016, the U.S. Census Bureau estimated that Pascagoula's population declined 1.2 percent. In the Gulf Coast Region Biloxi, Gulfport, and Ocean Springs all gained population.

This data and the visual condition of the corridor confirms that the Market Street area, particularly the northern section, is an area in decline within a



Corridor Character Image 1



Corridor Character Image 2



Corridor Character Image 3

City that is losing population. The indicators demonstrate the urgent need for corridor redevelopment if the process of decline is to be stabilized and reversed.

Corridor redevelopment can occur when catalytic activity is initiated. Such investment occurs only in three ways: public investment, private investment or some combination thereof. In the case of Market Street, public investment is the prime driver of redesign.

The City of Pascagoula is scheduled to conduct infrastructure repairs of water, sewer and drainage facilities underneath the street. These repairs will require demolition of the current street and a full reconstruction. Street reconstruction represents an opportunity for the City to make a change in the corridor, an opportunity that occurs perhaps only once every 50 years. The fundamental question before the City is this:

How can Pascagoula best leverage this opportunity to facilitate corridor redevelopment and alleviate semi-blighted conditions as the street is reconstructed?

This purpose of this report is assist the City of Pascagoula in answering this question.

POLICY GUIDANCE FOR MARKET STREET REDESIGN

The City of Pascagoula adopted a Comprehensive Plan in 2010 and a Complete Streets Policy in 2011. Sections of the Comprehensive Plan that address Market Street have been excerpted and are attached to this report as Attachment 2. The adopted Complete Streets Policy is attached as Attachment 3. In summary, Pascagoula’s development policies indicate that Market Street should:

- be redesigned to accommodate all modes of street mobility including pedestrians and cyclists
- Include elements that slow traffic
- Make the street more visually appealing and

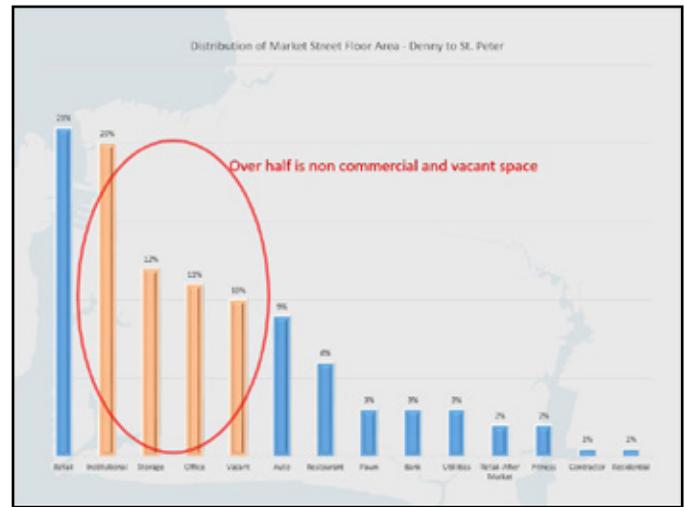
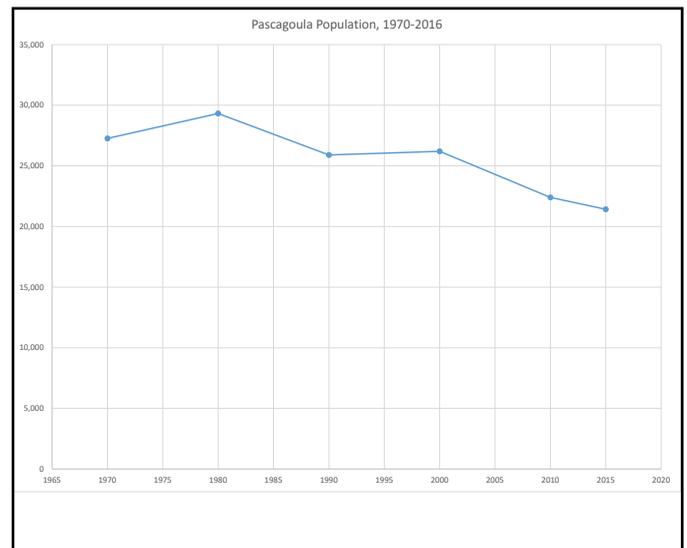


Chart of Building Measurements



Pascagoula Population Change

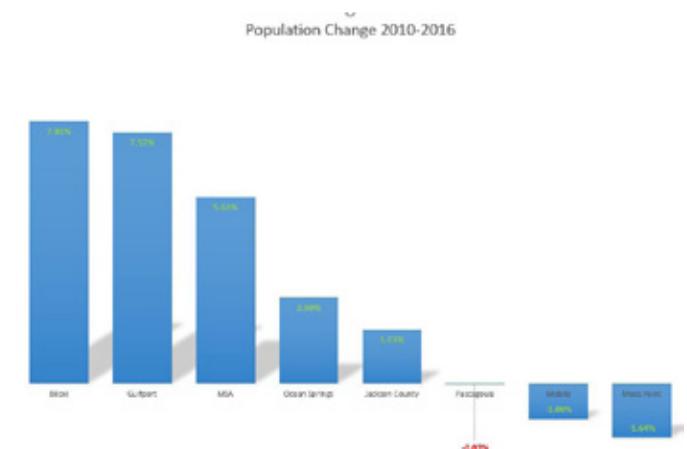


Chart of Population Change

provide the elements with which the best streets and thoroughfares are constructed including landmark features such as roundabouts, on street parking where feasible, bike lanes, sidewalks, and street trees.

The goal of these development policies is to support adjacent building uses and street vitality by creating a desirable, inviting and welcoming destination, rather than merely moving traffic through to the corridor to some other place. Pascagoula's development policy is clearly and unmistakably stated in its official documents.

CURRENT MARKET STREET REDESIGN

With this background as the basis and to take advantage of this rare opportunity to remake the street as a catalyst for redevelopment, Pascagoula undertook the redesign of Market Street. Initial plans were drafted which included all the elements required by City policy. Once plans were conceptualized, the City began ongoing public engagement and plan adjustment.

REVIEW TEAM ROLE AND DESIGN WORKSHOP

As discussion with the community continued and feedback was gathered, it became clear to the City that broader and more in depth engagement was needed before moving forward. The City also desired an independent review of the street redesign plan and any accompanying recommendations for adjustment. Ultimately the City requested that the team conducting the current Comprehensive Plan update conduct this review.

The team designed a process to get as many comments as possible on the conceptual plan within the given time frame and budget. The process was intended to establish a basis from which to make final design decisions accounting for the broad, diverse and sometimes competing interests in Market Street. On June 23 and 24th, after having completed stakeholder interviews regarding the Comprehensive Plan update, the team conducted a two-night design workshop to achieve these purposes.

As stated on Night #1 of the design workshop, participants were gathered in order to:

- Review the facts related to Market Street
- Discuss the long term future of the street
- Review and consider alternatives
- Document pros and cons of the current conceptual plans

The general public was invited to attend by social media posting and "save the date" cards mailed in advance. Each night, after an opening presentation, participants were invited to view existing conceptual plans, speak directly with team members and City staff and mark up plans with comments. Comments gathered from Night 1 were compiled and displayed to the participants on Night 2. Comments gathered from Night 2 are included in this report. In addition to compiling comments, the conception plans were annotated to illustrate site specific concerns of participants. Conceptual plans were divided into 6 areas for study and discussion.

SUMMARY OF MARKET STREET CONCEPTUAL PLAN AND TECHNICAL PERFORMANCE

The concept for Market Street at the time of the design workshop included 5 major design segments as illustrated on the Map of Design Segments (page 8) and summarized below:

Segment	Major Design Features
Kenneth to Tucker	4 Lanes with Median
Tucker to Polk	2 lanes, wide median, terminating with a roundabout
Polk to Ingalls	2 lanes, narrow median, on street parking, terminating with a roundabout
Ingalls to Parsley	2 lanes, wide median
Parsley to Beach	2 lanes, wide median, median parking at terminus

After review of design segments and pertinent background information related thereto, it was determined by the team’s Civil Engineer and mobility specialist that the street would function well at high service levels as designed and had the capacity to accommodate double the current traffic volumes (See Attachment 4, Professional Opinion). The engineer determined that street function would provide adequate service levels at two lanes its entire length.

As has been stated previously, the City has designed the reconstruction to be responsive to and compliant with the adopted policies of the City of Pascagoula. From these two perspectives of technical functionality and city policy, the concept for Market Street is sound.

It should be noted that the planning process for the Comprehensive Plan update which has begun will provide further planning guidance for development and redevelopment for the City as a whole and its constituent parts. The process will establish character areas, place types and street types to guide public and private development of the next 20 years.



Logo of Market Street Design Workshop



Design Workshop Participants



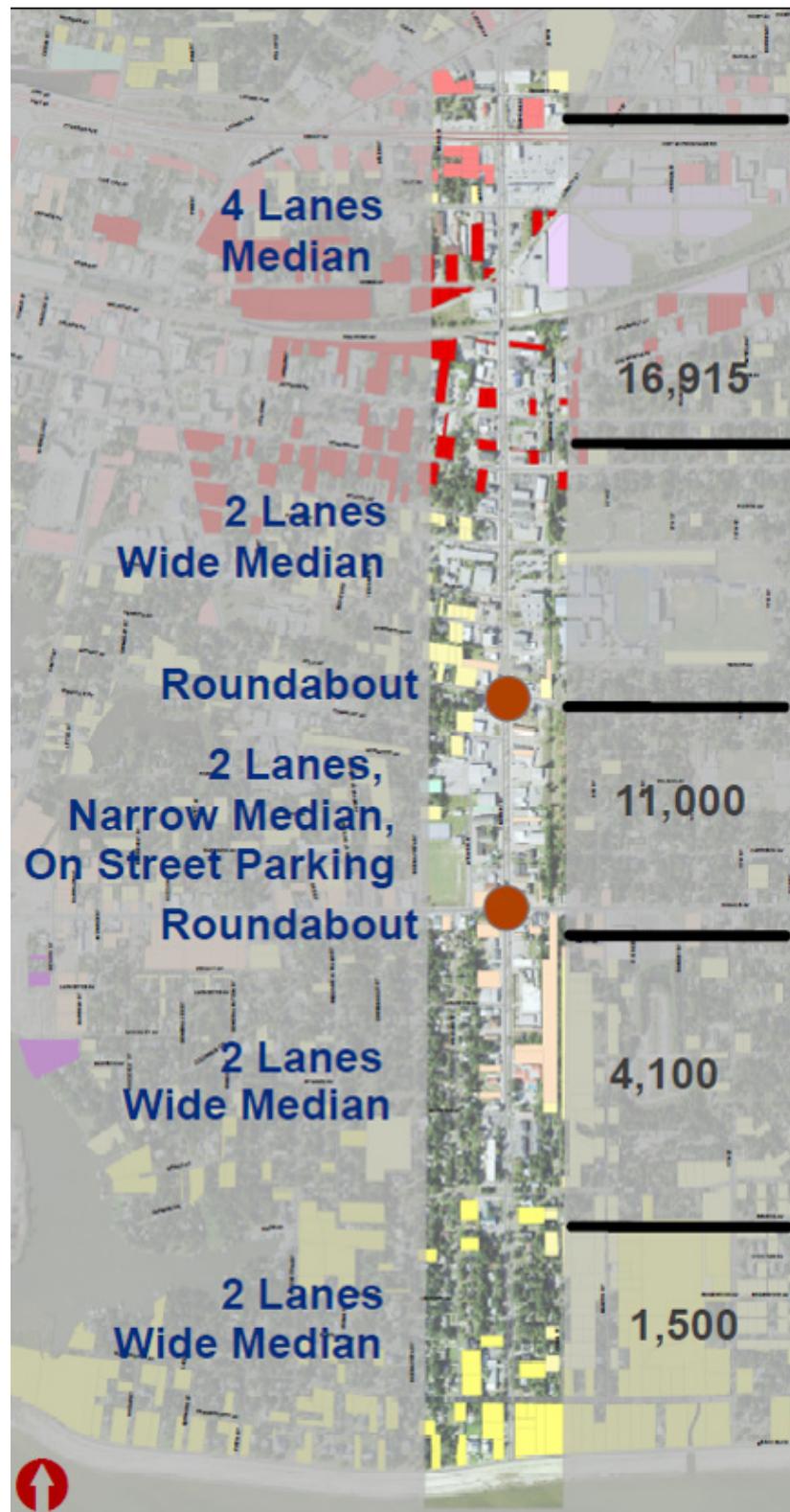
Design Workshop Participants

If the Market Street project were delayed for the outcome of the full planning process, under current goals of increasing population, city vitality and attractiveness, best practices indicate a street design consistent with the current concept. The current concept is the best approach for corridor redevelopment.

DESIGN WORKSHOP RESULTS AND RECOMMENDATIONS

The design workshop resulted in over 200 individual comments on the conceptual plan. These results are presented in this report in two segments. The first is a listing of every written comment received on the project design as Attachment 5. The second segment is an annotated rendering of site specific design comments and proposals for the Market Street Corridor as Attachment 6.

Review of the comments on the conceptual Market Street plan indicates several competing ideas in the corridor. The need for redevelopment is clearly expressed as is the wish to accommodate conditions as they currently exist. Many wish to see the existing 4 lane rebuilt with no roundabouts, while some expressed the desire for more roundabouts and favored the 2 lane concept among other competing ideas. To facilitate the decision making process in Pascagoula for the future design of Market Street the Table of Trade-offs has been developed to illustrate the implications of the various design options.



Map of Design Segments

Table of Trade-offs	
Major Option 1 - Four Lane Market Street	<ul style="list-style-type: none"> • With a four lane road, do you continue to allow the questionable practice of private parking on public ROW? Are there City liability issues? • Four lanes precludes roundabouts (requires two-lane roundabouts and significant right-of-way acquisition in the intersection area). • Four lanes with head-in parking precludes bike lanes. • Four lanes with minimum median consumes 60-65' of available 100' ROW. Provision of 2 sidewalks consumes another 10'. Leaves only 25-30' available for streetscape, parking (unless split onto private property as today), bike facilities - Priorities must be chosen. • Four lane road will maintain current higher vehicle speeds, current high levels of traffic crashes, and current diminished investment climate. • Four lane road is wider and faster and very unsafe for bikes and pedestrians to cross • No change in road will equal no change in economic trajectory.
Major Option 2 - Two Lane Market Street	<ul style="list-style-type: none"> • With 11,000 vehicles per day on peak segment proposed for road diet, the 2 lane plus median/turn lane configuration would accommodate a doubling of traffic volumes with negligible delay in travel time. • Two lane configuration accommodates all City-mandated Complete Street elements: travel lanes, turn lanes/medians, bike lanes, streetscape area, and angled parking. Can include all elements within 100' ROW. • Two lane configuration self-regulates lower speeds . • Two lane configuration acceptable to fire and police for their operations. • Two lanes would satisfy the storm evacuation requirements. • Bike lane space can be used to bypass stopped delivery vehicles, and for maneuvering room for emergency vehicles. • Road diet could provide a catalytic economic change element for Market Street.
Parking Options	<ul style="list-style-type: none"> • Current parking configuration requires cars to park on both public and private property, a questionable practice at best and creating liability issues. • Head in parking cannot be included if bike lanes are installed. • Back in angled parking can coexist with bike lanes easily and safely. • Education/outreach for back in angled parking would be required; Cities across the country are adopting this parking approach as safer and more efficient. • On-street parking would be shared as it would be in the public right of way; could not be private parking for fronting business • Side streets could also accommodate additional on-street parking • Parking removed from median may allow for additional building front parking. • Possibility to do aggregated small parking lots on a block by block basis, City would need to purchase some vacant lots • The City's Unified Development Ordinance prohibits parking that requires vehicles to back onto streets (U.D.O. 6.2 .C.3.b). Enforcement of this requirement will eliminate head in parking over time. The provision of reverse angle parking eliminates this conflict and preserves parking in front of buildings

Table of Trade-offs	
Roundabouts	<ul style="list-style-type: none"> • Traffic analysis performed by Stantec on behalf of the City shows that proposed roundabouts “work” from a traffic operations (present and projected) standpoint; no unacceptable traffic impacts • Designed to accommodate all traffic types expected on Market Street: fire trucks, school buses, tractor-trailers, boat trailers, cyclists and pedestrians • Roundabouts provide a “moving queue” where if vehicle traffic stops, it is for a much shorter duration than at a traffic signal • Accidents that occur at roundabouts are predominantly low speed sideswipes, typically resulting in property damage only as opposed to the propensity for high speed injury or fatality accidents at signalized intersections caused by T-bone accidents • Roundabouts offer a significant venue for public art, supporting corridor revitalization. Organizations such as the National Endowment for the Arts are be funding sources for this. • Roundabouts are supported by City emergency services (fire and police)

RECOMMENDATIONS

In addition to setting out the above design options, the following recommendations are made for moving forward and measuring alternatives:

- 1) Review and confirm traffic impact analysis of existing (4-lane) and proposed (2 lane) configuration to quantify level of service, queuing, and delay. Base this analysis on traffic count data conducted by Stantech in the spring of 2016.
- 2) Obtain formal evaluation of alternates by emergency services and schools.
- 3) Review turning analysis for large vehicles for roundabouts previously conducted verifying movements for tractor-trailer, school buses, and boat trailers.
- 4) Develop comparative cost estimates between the 2 lane and 4 lane alternatives. Compare costs for both capital cost and maintenance costs.
- 5) When analyses are complete, compare results between options, answering the following:
 - Are 2 lanes enough to meet design parameters?
 - If so, what is the cost differential to provide extra capacity of 2 additional lanes that are not needed to meet project operating parameters?
 - Can that additional expenditure of public funds be justified?
- 6) Adjust the plan for underground power lines, additional median cuts, parking provisions and other comments as illustrated by plan annotations in the appendix. Maintain Pascagoula’s development policies related to street redesign.
- 7) Provide a single point of contact for the project and ensure efficient project management through regular meetings with project manager and design team.

The opportunity to re-imagine and rebuild a City space such as the Market Street redesign rarely presents itself, perhaps only once in a generation. Prior planning and policy making of the City clearly indicates the need for major redevelopment in the Market Street corridor. The City's ultimate course of action should further this goal rather than simply maintain existing conditions.

CONCLUSION

The City is wise to consider the remaking of Market Street as a catalyst for redevelopment. A renewed and revitalized Market Street is a fundamental component of the City's future. It is well worth the cost of working through conflicting desires to seek the best alternative for redesigning the street. Accommodating reasonable design concerns while implementing Pascagoula's development and mobility policies is a critical positive step for the City's future. Pascagoula's adopted policies provide appropriate design guidance and engineering analysis from this report confirms the concept plan as designed functions well (see Attachment 4, Professional Opinion Letter).

Based on the team's review, it is our strong professional opinion that if design elements supporting redevelopment and a Complete Streets policy (bike lanes, pedestrian facilities, roundabouts, lane reduction, landscape elements, etc.) are implemented, revitalization is highly likely to occur over the medium and long term.

Conversely, if the street is simply built back as is with existing conditions perpetuated, redevelopment will be made substantially more difficult, with the very real danger of losing the opportunity for redevelopment completely.

ATTACHMENT 1 - EARLY MEMORIES OF MARKET STREET

By Liz Ford

Market Street is one of the few older streets in town that never had its name changed.

At the turn of the last century the trolley ran up Market Street to Jackson Avenue from the Beach. It came from Moss Point, went to Pascagoula Street, Krebs Avenue (turnabout) then down Pascagoula Street to Farnsworth (then called Commerce), to Anderson Park, back to Pascagoula Street to Washington Avenue to Market and up Market to Jackson.

Market Street was not paved until Ingalls came to town in 1938. It stopped at the railroad tracks. The west side was paved and the street was opened all the way to Telephone Road.

At that time both the north end of Market and the south end of Market were divided and the traffic merged into one lane on the west side.

The east side of Market was paved in the mid 50's. If memory serves correct, the median was in place before the east side was paved, but I could be wrong. The east side was graded dirt. In some areas on south Market Street, there was a shallow open ditch with culverts over it to driveways.

There were a few houses, primarily owned by blacks, St. Peter's Baptist Church and Gabriel Cemetery on the east side prior to the 40's. Otherwise it was woods, primarily pine trees. Several of the houses, and the church, are still there. Other houses were sold for 'Navy housing' at the beginning of WW2. What is now the American Legion was a community center for residents of the long row houses built on both sides of the street, south of Ingalls Avenue and almost to Beach School. Some were occupied until the mid-50's. After the population decreased dramatically following WW2, the row houses were sold, cut up and moved to areas in north Mississippi where they were known as 'Pascagoula Houses.'

There were a number of houses on the west side prior to the paving - around the Polk Avenue intersection, Convent and Jackson Avenues. At Ingalls Avenue there was Wiggins Drug Stores and across the street, and up a little, were Peele-Williams Drug Store, The Little Steak House (restaurant with a miniature golf course), and the Chicken Box. On the east side, in addition to the Calvary Baptist Church, an ice house, Cooper's Bakery and Mrs. Brister's fabric shop were thriving businesses, along with the Bosarge's raw oysters.

The Recreation Center, swimming pool, tennis courts and the Fire Station were built on the east side, and Carver High School on the west side, prior to the 50's paving. Beach School was built about 1944. Other staples in place in the early 50's were J&J Drive Inn on the east side south of Ingalls and Norwood's Drive Inn on the west side north of Ingalls.

After the east side was paved, houses were built and/or moved into the area south of Parsley Avenue, and commerce began developing north of that area. Super markets, shopping centers, smaller grocery stores, drive ins, restaurants, beauty shops, Little Theater, etc., were all built and Market Street became a center

of commerce.

Some of the outstanding memories include the Sunday evening in the early 60's when Norwood's Drive Inn blew up due to a gas leak. The explosion was heard &/or felt allover town and a lot of people were sure we were under atomic attack. The Little Theater on Market Street was home to drama students from USM producing a different play each week, and living in a large house which had been moved on the premises - pure 'summer stock'.

ATTACHMENT 2 - EXCERPTS FROM THE 2010 PASCAGOULA COMPREHENSIVE PLAN REGARDING MARKET STREET

Page 26 - Support implementation of an Urban Renewal Plan.

- The Urban Renewal Plan is not mandatory, but could provide useful ideas and direction for private development and public improvement in the Delmas Avenue/Downtown area, on Jackson Avenue, along Market Street, and Ingalls Avenue.

Page 29 - Market Street

Policy L-24: II: Maintain the existing scale, character, and function of the Market Street business district as a shopping, service, and office center intermediate in function and scale between Downtown, Highway 90 and the smaller neighborhood business areas.

Program L-22: Create regulations for the Market Street area that allow for the replacement or rehabilitation of smaller buildings while preventing buildings that are out of scale with existing buildings.

Program L-23: Work with merchants, property owners, and City representatives to create an urban design guide for the Market Street business district.

- Market Street is a second “main street” in the City. It is more local-serving than Delmas Avenue/Downtown. The original street pattern is intact with some combining of lots. Buildings are mostly one or two stories tall, and parking is located along Market Street. There is an eclectic mix of architecture. The existing development provides an environment that is uncomfortable for pedestrians, and one that has dated architecture and signage. Existing overhead electrical lines add to the visual clutter along Market Street. New businesses have located on the street and there is interest in improving the appearance of the street while preserving its “home town” character. All new businesses should be required to locate where possible their required parking to the sides or rear of the businesses. Existing sign and landscape ordinances need to be enforced. All overhead utility lines should be placed underground or relocated to the rear of the buildings.

Policy L-25: II: Encourage residential and mixed use residential development in the Market Street area.

Program L-24: Revise zoning of the Market Street business district to reduce the nonresidential development potential to levels comparable to other commercial areas in the City while retaining substantial residential development potential.

Policy L-26: II: Improve the transition between the Market Street area and the nearby single family residential neighborhoods. Avoid abrupt changes in scale and density between the two areas.

Page 39

Policy L-57: II: Balance traffic circulation needs with the goal of creating walkable neighborhoods that are designed and oriented towards pedestrians.

- A number of design components determine whether a street will be more than just a conduit for cars. They include its width; the proportion of areas reserved for pedestrians; the size, texture, and location of street trees and other plantings; provisions for bicycles; the height and setbacks of abutting buildings; changes in the ground plane at curbs; planting areas and crosswalks; the color and texture

of paving materials; and the amount and speed of traffic. Many of Pascagoula's streets are exemplary civic spaces. Others, particularly those laid out after World War II, are too wide and encourage fast traffic. Such streets lack the proportions and sense of enclosure that make pedestrians feel comfortable. A few, like Market Street and Ingalls Avenue, serve only to move traffic and have a negative effect on community design.

Page 42 - Gateways

Policy L-61: II: Strengthen the identity of important community gateways, including the entrances to the City on Highway 90; entries to commercial districts such as Market Street, Jackson Avenue and Ingalls Avenue.

- Community identity is strengthened when the entrances to the City are clear and memorable. One entrance in particular to target should be the access off of the high rise bridge to Pascagoula Street.

ATTACHMENT 3 PASCAGOULA COMPLETE STREETS POLICY

RESOLUTION TO ADOPT A “COMPLETE STREETS” POLICY IN THE CITY OF PASCAGOULA

WHEREAS, the City of Pascagoula policy as stated in the Comprehensive Plan is to reduce the number of car trips, increase energy efficiency, and encourage walking and bicycling as safe, convenient and widely available modes of transportation for all people; and WHEREAS, increasing walking and bicycling offers the potential for improved health, reduced traffic congestion, a more livable community, and more efficient use of road space and resources; and WHEREAS, the Complete Streets guiding principle is to design, operate and maintain streets to promote safe and convenient access and travel for all users, including residents who do not or cannot drive, such access to include sidewalks, bicycle paths, multi-use paths, vehicle lanes, and freight lines; and

WHEREAS, other jurisdictions and agencies nationwide have adopted Complete Streets legislation including the U.S. Department of Transportation, the state of Tennessee, and communities in Alabama and Arkansas, as well as, in Mississippi; and WHEREAS, the City will implement the Complete Streets policy by designing, operating and maintaining the transportation network to improve travel conditions for bicyclists, pedestrians, cars, transit and freight in a manner consistent with, and supportive of, the surrounding community; and WHEREAS, the City recognizes the number of cost-effective improvements to existing roads that can increase access and safety, including crosswalks, bicycle lanes, signage, bulb outs, on-street parking, adding trees, and changing the signalization of traffic lights; and

WHEREAS, the City will implement policies and procedures with the construction, reconstruction or other changes of transportation facilities to support the creation of Complete Streets including capital improvements, re-channelization projects and major maintenance, recognizing that all streets are different and in each case user needs must be balanced:

NOW, THEREFORE, BE IT RESOLVED AS FOLLOWS:

SECTION 1. The City of Pascagoula will plan for, design and construct all new City transportation improvement projects to provide appropriate accommodation for pedestrians, bicyclists, motorists, and persons of all abilities, while promoting safe operation for all users, as provided for below.

SECTION 2. The City of Pascagoula recognizes the importance of sidewalks and bicycle paths and will incorporate the Complete Streets principles as funding becomes available, as follows:

1. A 4' wide paved shoulder shall be included with construction of all new roadways constructed or with the resurfacing or reconstruction of a roadway when roadways traffic is greater than 1,000 vehicles per day.
2. Sidewalks, shared use paths, street crossings (including over and under passes), pedestrian signals, signs, street furniture, transit stops, and other facilities, shall be designed, constructed, operated, and maintained so that all pedestrians, including people with disabilities, can travel safely and independently.
3. Bicycle and pedestrian ways shall be established in new construction and reconstruction projects undertaken by the City of Pascagoula in keeping with the proposals of the Comprehensive Plan unless one or more of these conditions exist:
 - a. Bicyclists or pedestrians are prohibited by law from using the roadway. In this instance, a greater effort

may be necessary to accommodate bicyclists and pedestrians elsewhere within the right of way or within the same transportation corridor.

b. The cost of establishing bikeways or walkways would exceed five percent of the total cost. In such case, the entity developing or redeveloping the road may choose to include bicycle and/or pedestrian ways although they would not be required.

c. Severe topographic or natural resource constraints exist that preclude expanding roadway paving without incurring excessive costs.

d. There is very low population density and scarcity of residents or other factors indicate an absence of present and future need.

e. Adequate funding is not available to carry out the policy.

SECTION 3. Complete Streets principles will not apply where extraordinary circumstances exist, such as:

1. during ordinary maintenance activities designed to keep assets in serviceable condition (e.g., mowing, cleaning, sweeping, spot repair and surface treatments such as chip seal, or interim measures on detour or haul routes);
2. where the City Council issues a documented exception concluding that application of Complete Street principles is inappropriate because it would be contrary to public benefits or safety;
3. where other parallel accommodation exists; or 4. where there is a demonstrated absence of present and future need.

SECTION 4.

Complete Streets may be achieved through single projects or incrementally through a series of smaller improvements or maintenance activities over time. It is the City Council's intent that all potential sources of transportation funding be considered to implement Complete Streets. Maximum financial flexibility is important to implement Complete Streets principles.

ATTACHMENT 4 - PROFESSIONAL OPINION LETTER



P.O. Box 2453
Davidson, NC 28036
(704) 255-6200
www.altaplanning.com

June 30, 2016

Mr. Robert Barber, FAICP
Orion Planning & Design
919 Getwell Road
Hernando, MS 38632

Re: Market Street Assessment/Pascagoula, MS

Dear Bob:

I have completed my review and technical assessment of the City's Market Street proposal and the provided traffic analyses (by Stantec) and traffic counts (from GRPC). It is my professional opinion as a registered engineer in the State of Mississippi that the lane configuration as proposed (reduction from 4 lanes to 2 lanes with provisions for left turns south of Tucker Avenue and single lane roundabouts at Polk Avenue and Ingalls Avenue will function at an acceptable level for traffic operations for current traffic volumes. Furthermore, with a maximum Average Daily Traffic (ADT) count of 11,000 vehicles per day on the segment south of Tucker Avenue, the proposed configuration should be able to accommodate an 80-100% increase in traffic volumes without incurring significant degradation to traffic operations. I also recommend a detailed traffic impact analysis of the existing vs. proposed configuration to better quantify the travel speeds and delays compared between the two alternatives, based on new traffic count data to be collected in fall of 2016 after the school year starts. These recommendations are articulated in the memorandum prepared by the evaluation team, of which this letter is attached as an appendix.

Please call me if you have any questions. I look forward to continuing our collaboration with the City of Pascagoula.

Kind regards,

A handwritten signature in black ink, appearing to read "G. Wade Walker". The signature is stylized and fluid, with a long horizontal stroke extending to the right.

G. Wade Walker, P.E., Hon. ASLA
Principal

ATTACHMENT 5 - DESIGN WORKSHOP PARTICIPANT COMMENTS

Sheet 1 - Kenneth to Krebbs	Plan Related Comments	Repeated	Other Comments
	Keep 4 lanes.	4 (repeated)	
	Keep four lanes	6 (same)	
	Business need parking and access	4 (same)	
	Bury Power Lines.		
	Show Economic Impact on business at roundabout and corridor.		
	Teach Bikes rules of the road		
	Need more bike ped lanes		
	2 Lanes smiley face		
	Need four lanes		
	Decorative lighting, brick walks 4 lanes		
Hooper	Alternative to parking shown.		
	Access Issues.		

Sheet 2 - Krebbs to Tucker	Plan Related Comments	Number	Other Comments
	Keep 4 lanes.	5	How many people are for this?
	Bury Power Lines.	3	
	No roundabouts.	2	
	More roundabouts.	2	
	Bike lanes the whole length of Market and continued north of Highway 90.	2	
	No everyone wants four lanes to the Beach.		
	Tucker intersection will see congestion.		
	Need coordinated traffic signals.		
	Account for bikes in signals.		
	People won't turn off Tucker from 4 to 2 lanes.		
	Market street is front door and ugly.		
	Needs design standards.		
	Trees on right of way edge.		
	Take out old buildings.		
	Section is good, may need larger medians to slow traffic.		
	Need User friendly access to each business.		
	Concern about Pacagoula Pride's prior work.		
	Concern about access to Highway 90 during storms.		
Rob's	Want left turn access parking in front.		
Ladener	Need cross access.		
Tomkins	Solve parking issue.		
Nusco	Need alternative parking configuration.		
Holston	Center the entrance		
Walvis	Where does this get replaced		
Walley	Check parking		

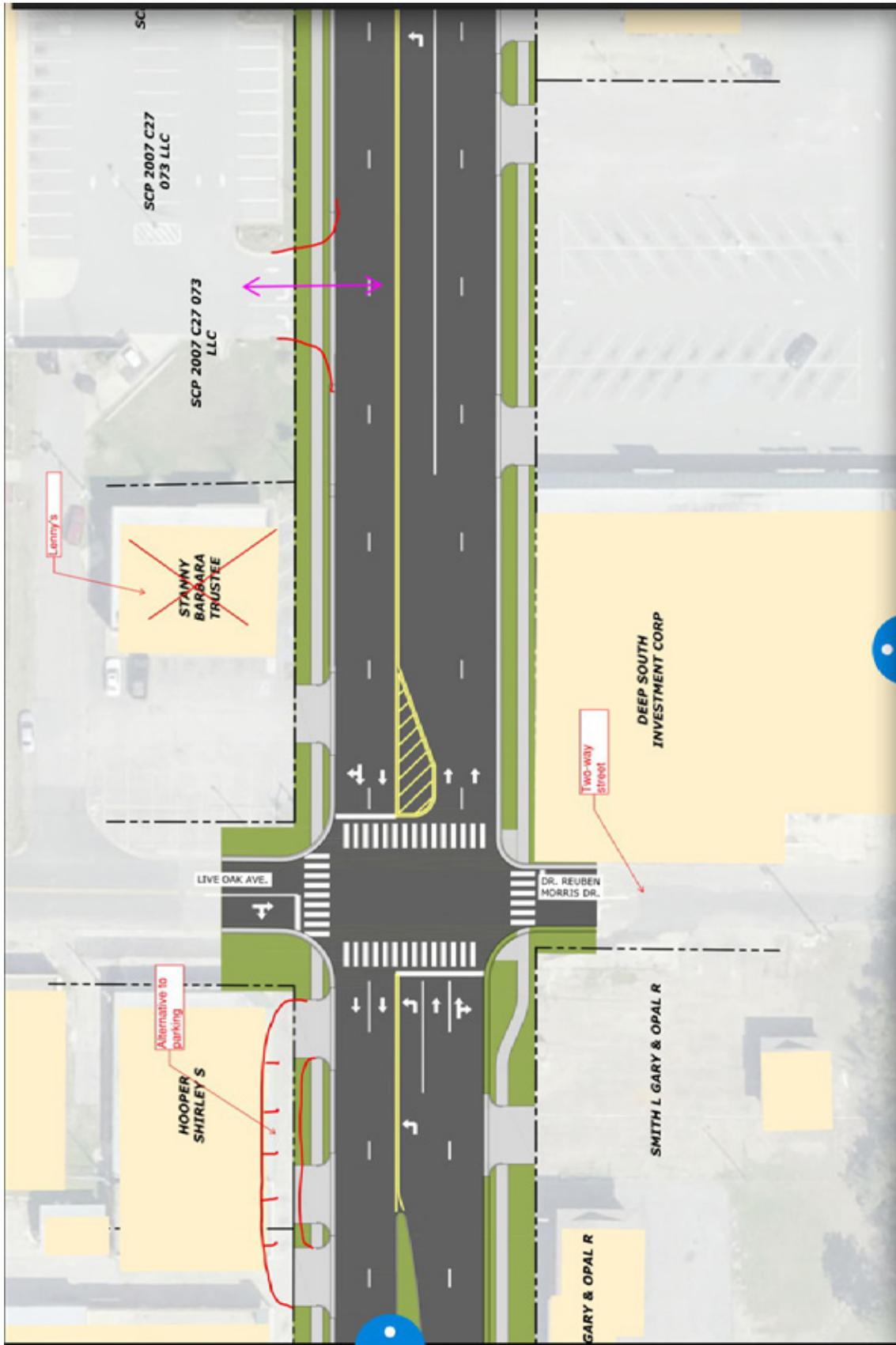
Sheet 3 - Tucker to Polk	Plan Related Comments	Number	Other Comments
	Keep 4 lanes.	5	How many people are for this?
	4 lanes will cause businesses to close.		I feel blind sided.
	Many are okay with 2 or 4.	2	Please listen.
	Like 2 lanes.		Construction time may be too long.
	Not all of us want 4 lanes.		Change is Welcome
	Analyze school traffic.	2	Downtown Fiasco # 2
	Need to consider deliveries.	2	Lake the plan
	No median parking.	2	
	Trees on right of way edge.		
	Bury power lines.		
	Not ocean springs, their street are crowded.		
	Put bike lanes on one side.		
	Prioritize infrastructure in old neighborhoods.		
	Repave only.		
	Will this handle special events?		
	Keep parking out front.		
	Consider center turn lane.		
	No median parking.		
	Educate bikers.		
	How do bikes go through round about?		
	RDA needs to acquire vacant property		
	No reverse parking.		
	Keep 4 lanes.		
	4 lane all the way.		
	Need 4 lanes, look at traffic Old Mobile and Ingalls.		
	4 lanes please.		
	Please work with us for front parking for elderly.		
	How will back in work for elderly.		
	Back in parking is good and safe.		
	2 lanes are good.		
	no 2 lane, leave as is.		
	2 lanes.		
	What is in the center of roundabout?		
East Side School	School exit capacity concern (students and buses).		
Union Baptist	Evaluate church parking.		
Lomax	How will slope be dealt with?		
Johnson	Left turn into site to accommodate 40 foot boat.		
	Business will be killed if no boat movement.		
School	Add on street parking.		

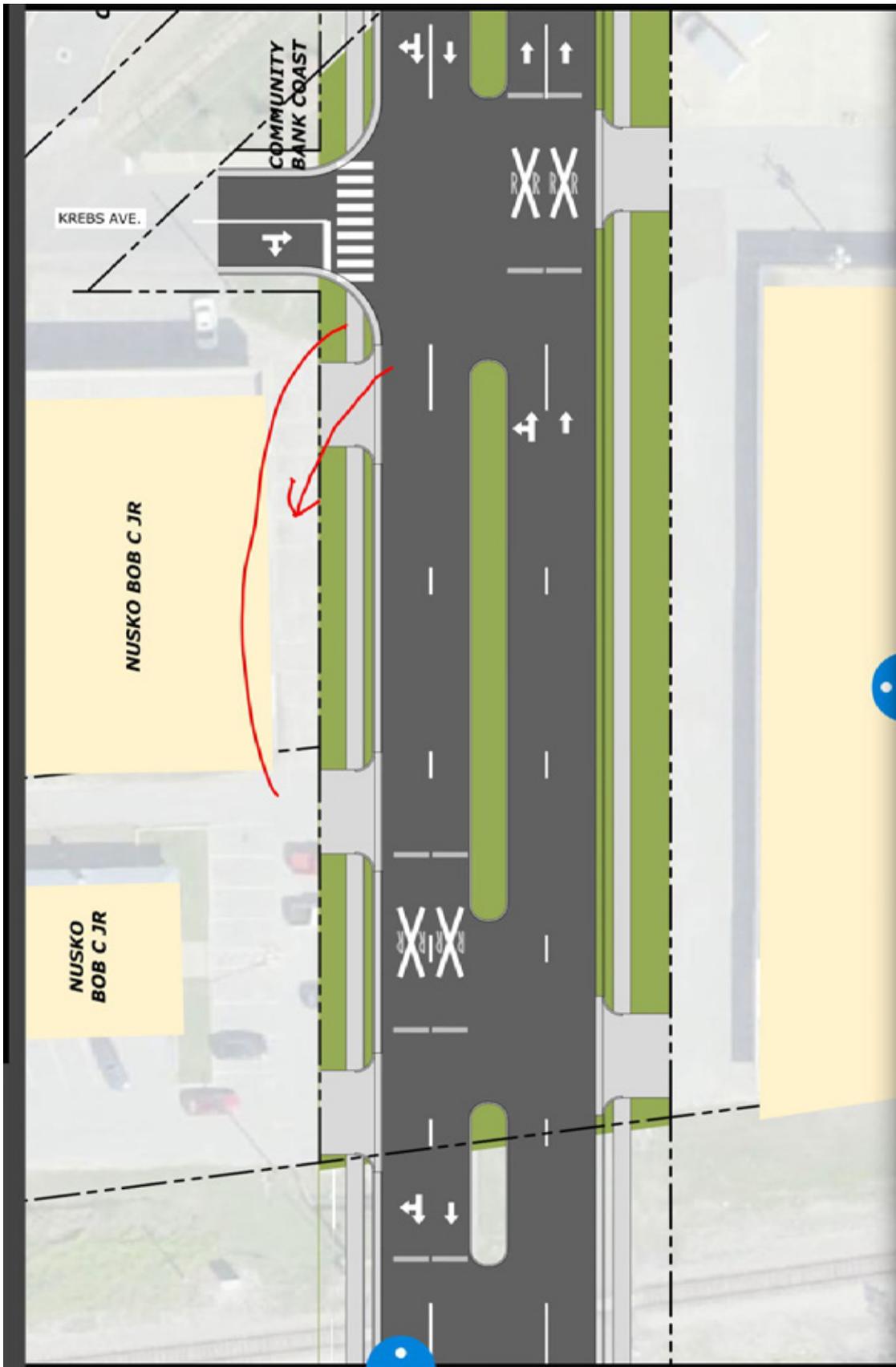
Sheet 4 - Polk to Ingalls	Plan Related Comments	Number	Other Comments
	4 lanes.	5	Feel blinded sided. (2)
	Power lines underground.	2	Where are other choices?
	Keep bike lanes.	2	How many are in favor of this?
	Love roundabouts, do more.		Need to look at positive change for the Ci
	What about parades/special events?	2	Looking at own businesses does not provi positive change for the community as wh
	What about emergency vehicles	2	City is not listening to tax paying citizens.
	Need close parking and easy business access, not possible with this.		Why haven't there been several plans pre
	We need more pedestrian friendly streets.		Need more choices
	This plan does help businesses not use friendly.		City council should be here, looks like the care less.
	Elderly and other won't back into a space.		City council , face the people and listen.
	Bury utilities.		Get a good department store.
	Reverse angle parking dumbest idea ever.		People are furious about this.
	Can't back into parking with one lane traffic behind.		
	Need access to businesses.		
	Need uniform landscaping.		
	I see children on bikes and people running in the street. Need to get them off the street.		
	Code enforcement for cleanup .		
	Seems like deception		
	Plan will not work.		
	Screwing up evacuation route.		
	Roundabouts are good, need more.		
	What about parades .		
	Just pave, hide power.		
	Parking in front, no backup.		
	Assecc all properties easily.		
	Backup parking sounds as stupid as the people who came up with this idea.		
	Clean up eyesores.		
	Leave four lanes take money grant bond or whatever and finish paving market street correctly.		
	If we want to look better we need to change.		
	We need smart change.		
	Easy access to parking. No back in.		
	Designs for north parkt look nice with green spaces etc.		
	Why does it go to two lanes?		
	Chnange stop lights from Jx to Ingalls to cation lights		
	Market street needs revitalizatoin. This plan could help us with that. Roundabouts function well.		
	Okay with some of this as long as eletrical is under ground.		
	Do not take away business parking		
	This is a good plan.		
	This is the best thing to happen to Market Street .		
RLC	Unintelligible.		
Kinslow	Access cut off.		
Palazzolo	Fix bump, maintained access (these are plan mistakes)		
	Add on street parking in front.		
Lomax	Can parking be accommodated in space between building and sidewalk.		
	Willing to work with city to improve parking		
Beauchamp	Maintain access (this is plan mistake, to be maintained)		
Mayfield	Maintain access to front garage door.		
Clotfelter	This will put me out of business.		
Anderson	People can't walk from street parking to door, Not handicap accessible.		
Cooper	Can't access from left turn.		
JAF	No access, contractor's can't load supplies.		
Monte's	Clean up this property.		
Controlx	No parking spaces		

Sheet 5 - Ingalls to Parsley	Plan Related Comments	Repeated	Other Comments
	4 lanes.	3	Felts will sue city for 30 million.
	This is not functional for how we use this road.	4	People are furious because the City blind sided us.
	More roundabouts.	2	Where are choices (2)
	Restricting to one lane cause traffic to overflow.	4	This is not China, this working community drives to these destinations.
	Parking in front of building.	2	We do need change.
	Bury electrical.		Traffic counts are incorrect. So bumpy that people avoid street.
	Trees near street.		How long will street be closed?
	I like roundabouts.		Businesses will be killed.
	No roundabouts on Market Street.		Who is paying for this?
	Don't need 4 lanes.		This is a designated highway because of Coast Guard.
	No median parking.		I support changing market street (2)
	Need 3 lanes.		I support biking and walking (2)
	No reverses parking.		Need change.
	Overflow of traffic during events.		There are more fatalities south of Parsley.
	Rather see parking in front of buildings.		City f@!\$ed up.
	Embrace boat access.		Get more people to live here.
	2 lanes hurts tourist traffic.		Community's feelings are hurt.
	Had 2 businesses say they would close if implemented.		Big boats use Market.
	Old part of town is being ignored.		Is Wal-Mart still coming?
	Too many curb cuts for this design.		Sonic could be expanding.
	Dog crossing dangerous.		Business mitigatoin and retentioni programs?
	Bury electrical.		Do you really think this will bring new business?
	Drainage issues.		
	Love 2 lanes.		
	Need more parking in front of businesses.		
	Market is factual hurricane evacuation route.		
	Great boulevard as is.		
	I like 2 lanes.		
	Can ambulance go down 1 lane street.		
	Utilities under ground first.		
	Remove unused parking.		
	Need more green space.		
	Ingalls to Lafayette use alley access during constrution.		
	I like roundabouts.		
	Need delivery tracks access to businesses.		
	If this stands it will be Delmass 40 years later.		
	Need other options.		
Poole/Clayton	Not functional, No access.		
Cooper, Felts	Large tuning radius for boats. No parking , access.		
Market Street Prop	Dog crossing issue. Tractor trailer truck entrance.		
Merchants and marine	Deliveries, Parking - Don't put me out of business.		
Van Aulton	No parking, No access, 70 yard walk, Will close in 6 months.		
St. Peter	Live Oak Drainage issue.		
Sustainable Housing Group	Buses.		
Felts	Need more than one access entry to parking areas No sidewalk and allow ally access	2	
Felts and Irma	Angle parking for Barber shop		
Bay Tower Apts	How do ambulances and fire trucks get here. Come all the time.		

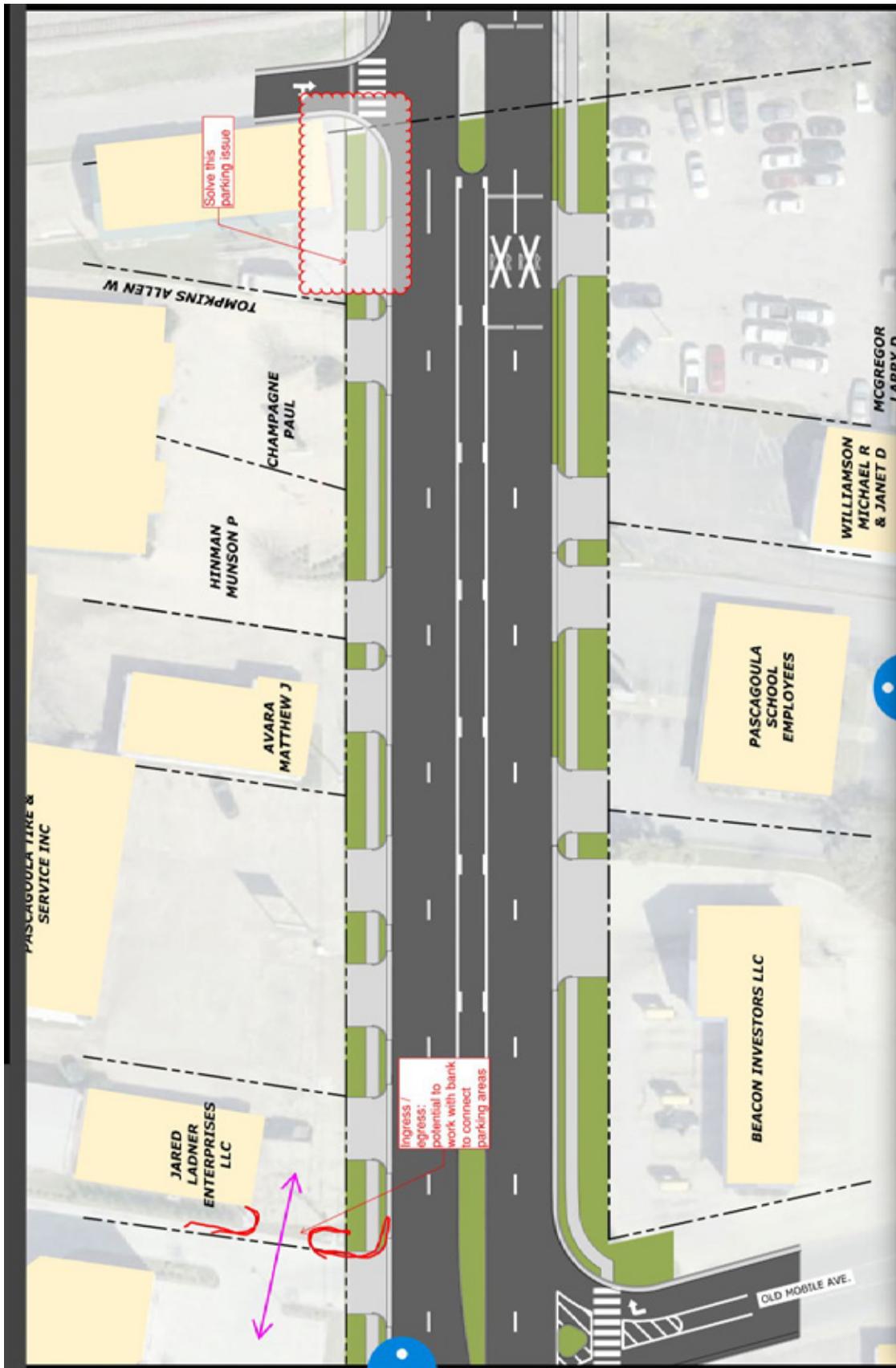
Sheet 6 - Parsley to Beach	Plan Related Comments	Number	Other Comments
	Bury electrical lines.	4	People are furious because the City blind sided us
	Want speed tables.		Yards are kept up
	No traffic considered for special events.		There is blight and vacant houses.
	School busses, fire trucks, boats, deliveries, trash trucks.		sporadic enforcement.
	Need more median cuts.		
	Only route for Coast Guard boats.		
	Create child friendly street bikes, walking safely.		
	Support 2 lanes.		
	Account for double parking on both sides for 4th of July.		
	4 lanes.		
	Trees on right of way edge.		
	Traffic is not normal because Market is a washboard.		
	Semi and buses can't make turn.		
	You did not mention all of the lending business, Tower, Pawn Shops! Aren't there about 10?		
	In reference to bike lanes you can't have a bike lane on one side. Has to be both.		
	Bike riders are not the only ones who need to be educated.		
	Leave south of Ingalls as is, bury utilities.		
	This part of Market Street is pretty.		
	4 lanes needed parking.		
	Back up not shown correctly on slide.		
	Large century old oak trees on south market west side, nothing on east.		
	Beach School do not destroy.		
	What about the large oak trees.		
	U.S. Coast Guard is on (uniteighble).		
	Keep 4 lanes, no median parking.		
	No median parking.		
	Keep median parking.		
	Parking in two lanes oaky with us.		
	We are selling, we don't care.		
	Like two lanes.		
	Handilock is good landscaping example.		
	Daily school backup.		
	Trial run for school traffic stacking is a smart idea.		
	Check loading and unloading for kids.		
	Stacking for car pool.		
	No sidewalk to Ingalls.		
	Move crossing guard to Ingalls.		
Con	Parking has security issues.		
Keenum	No median parking.		
Gulley	Boarded up Derelict property.		
Steen	Abandoned should be condemned.		
Wells	Need curb cuts.		
Schoening	Vacant since Katrina.		
Wagnor	Abandoned.		
Masonic	Bingo 3 nights a week causes traffic.		
American Legion	Need to be torn down unusable.		
Amrecan legion	This floods.		
Blakeney	Teachers walking kids all the way to apts.		

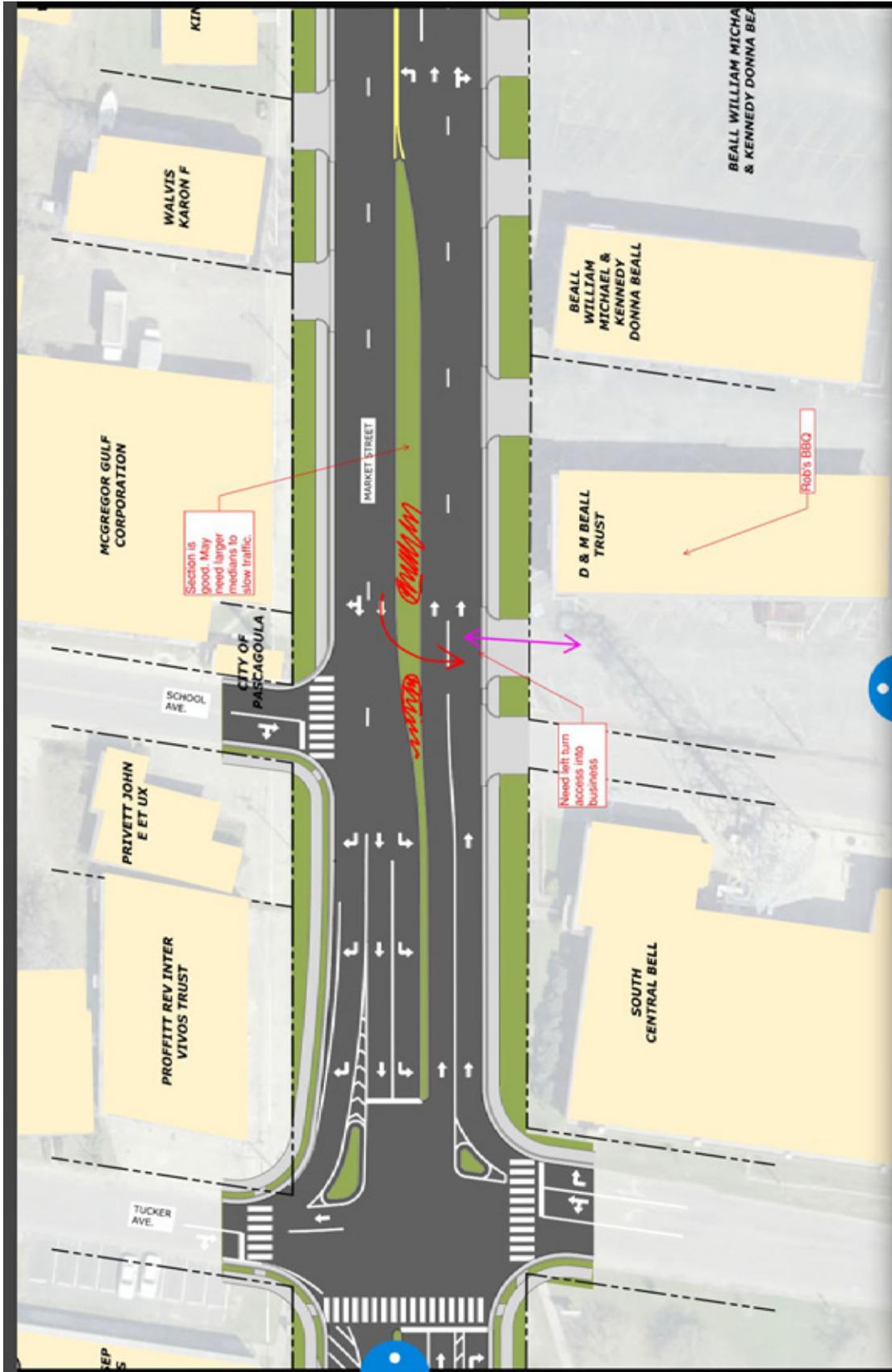
ATTACHMENT 6 - MARKET STREET ANNOTATED DESIGN BY SEGMENT



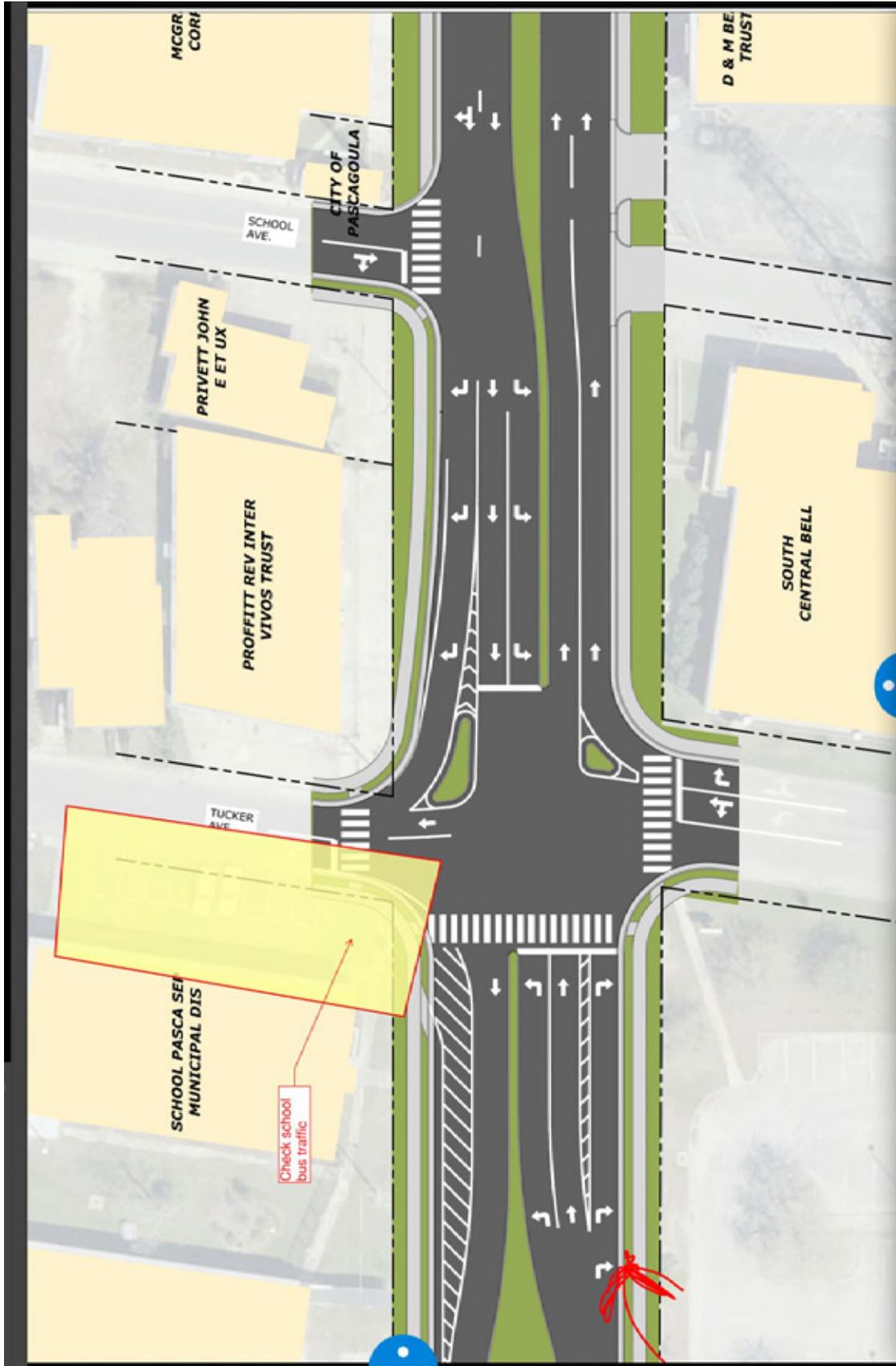


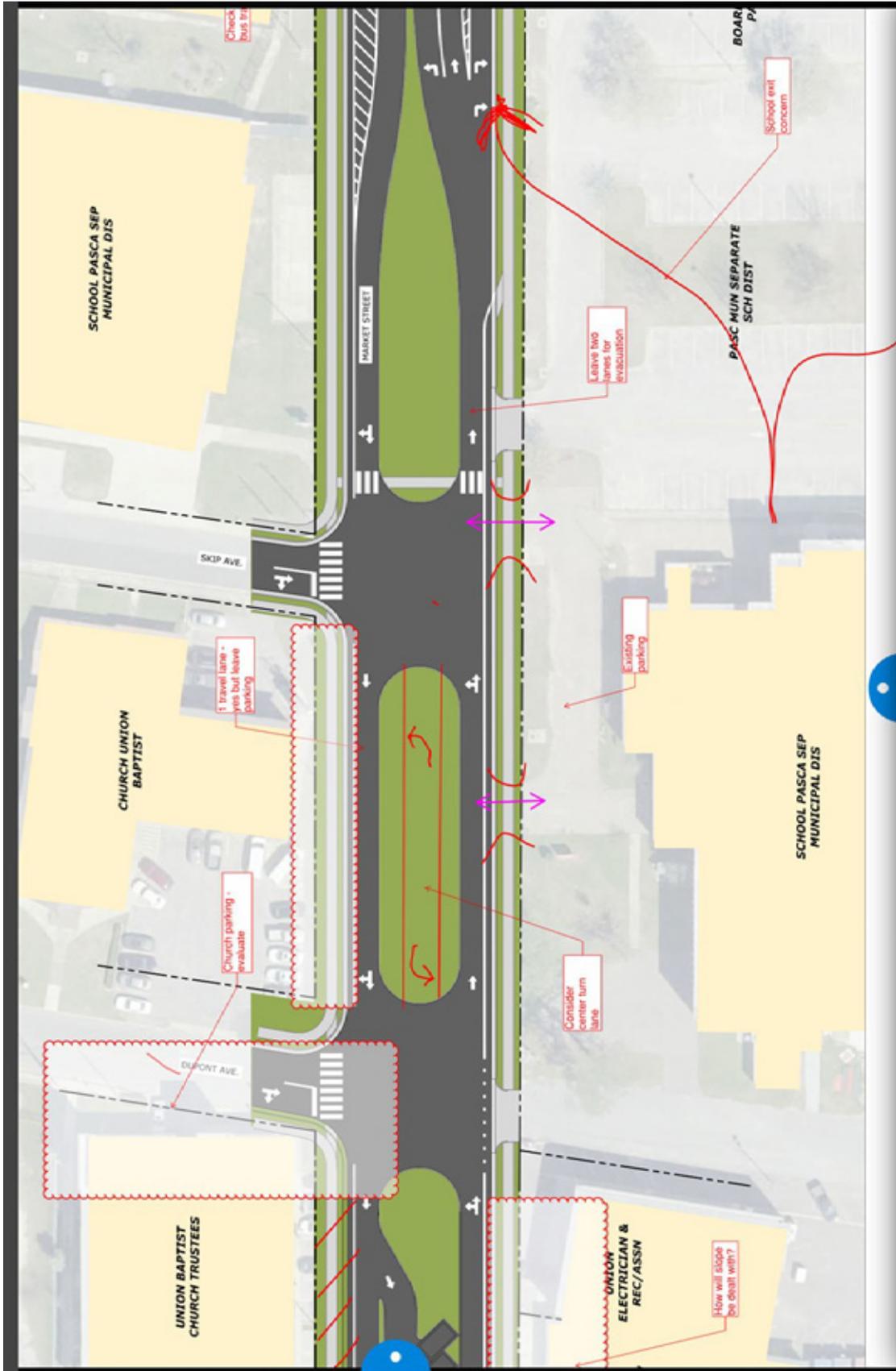
MARKET STREET RECONSTRUCTION INITIATIVE





MARKET STREET RECONSTRUCTION INITIATIVE



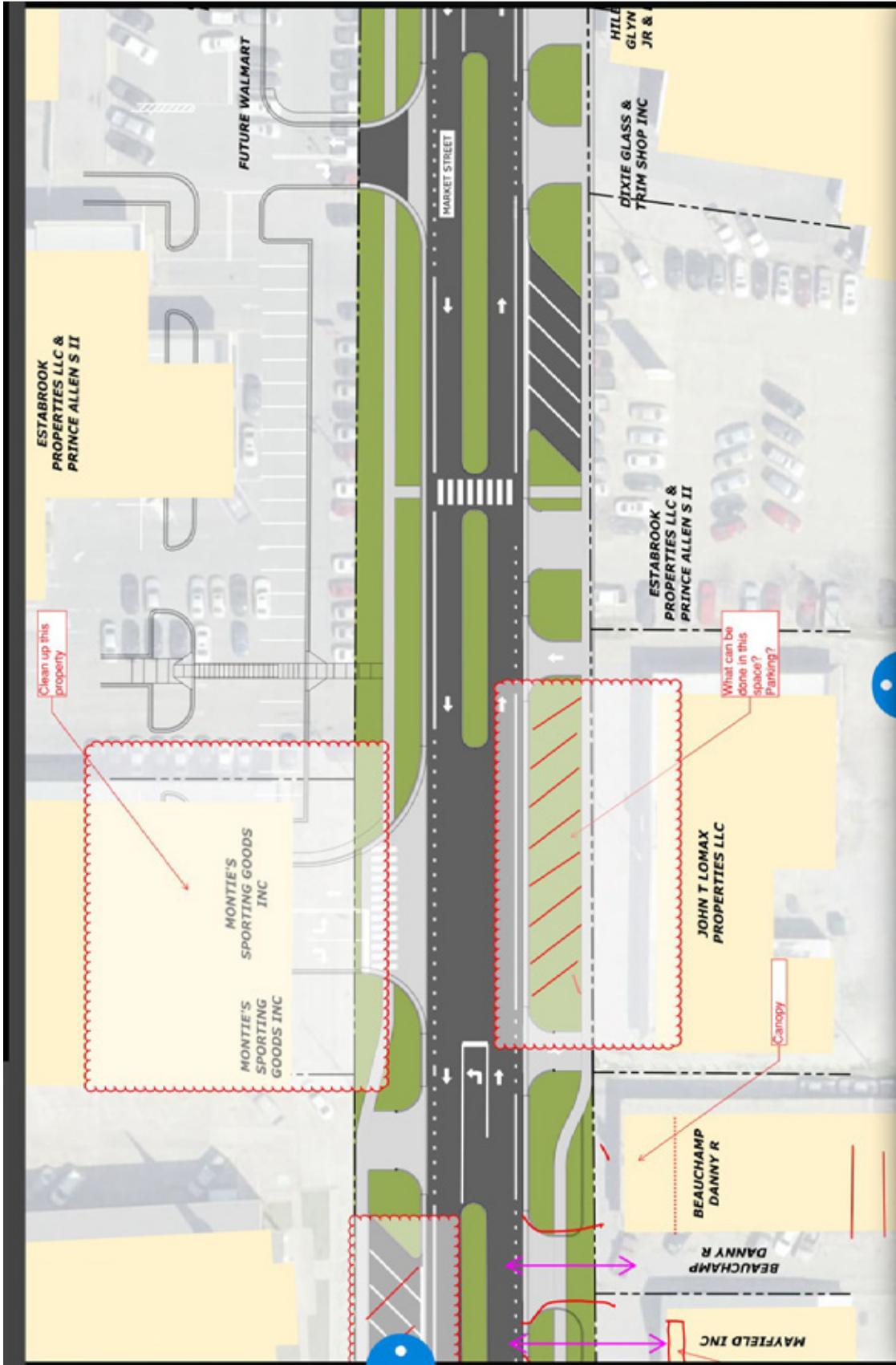


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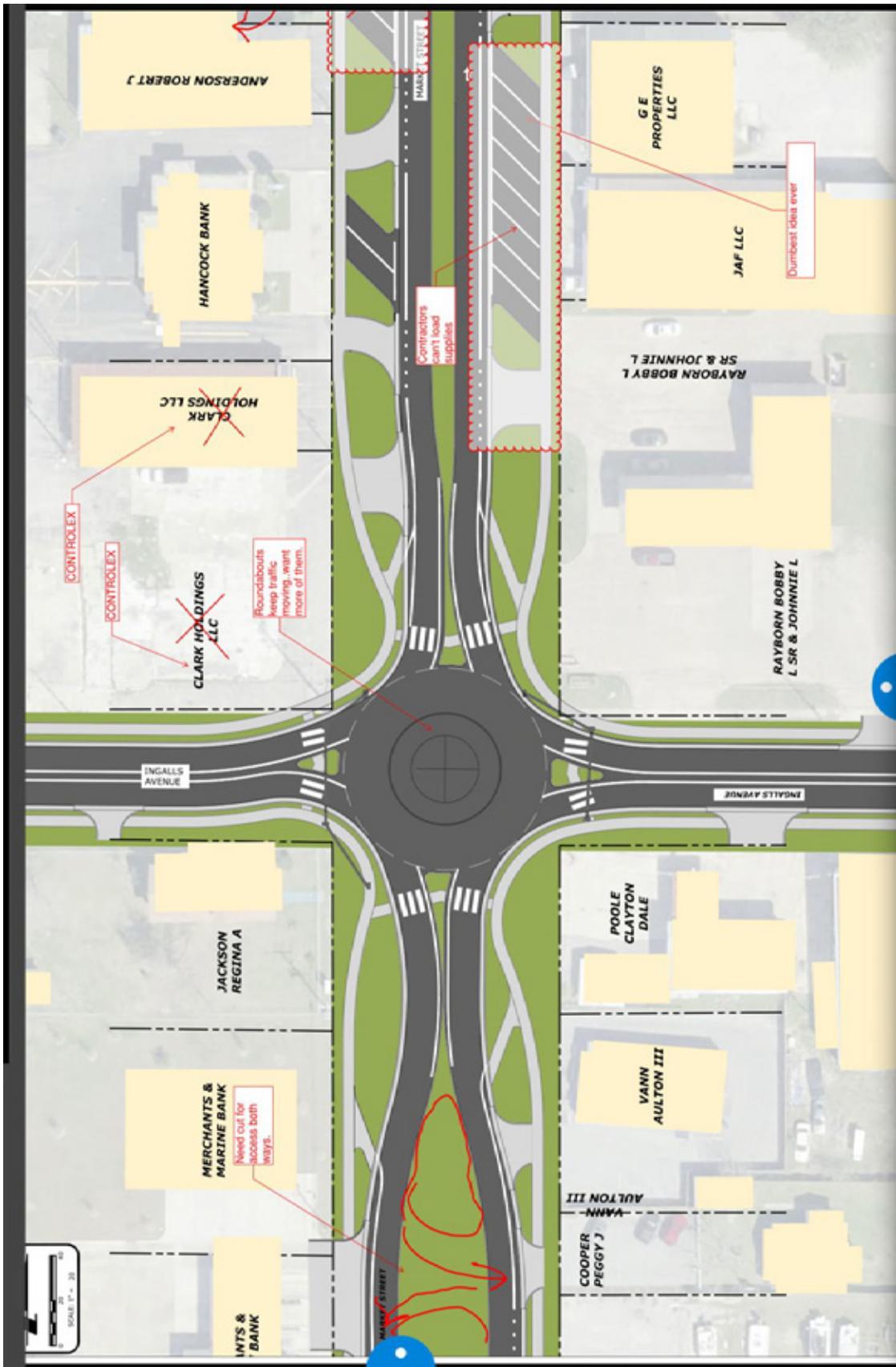




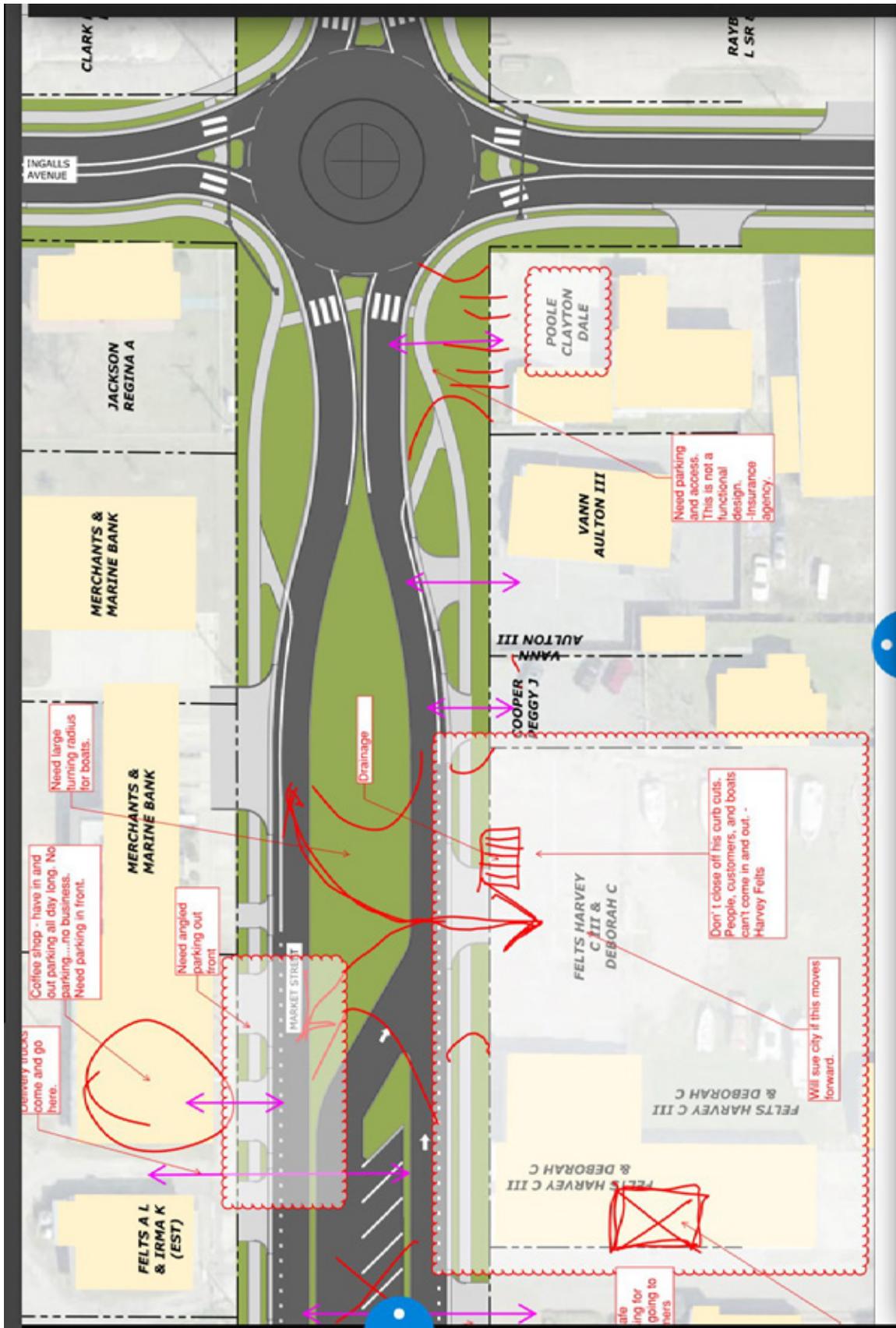


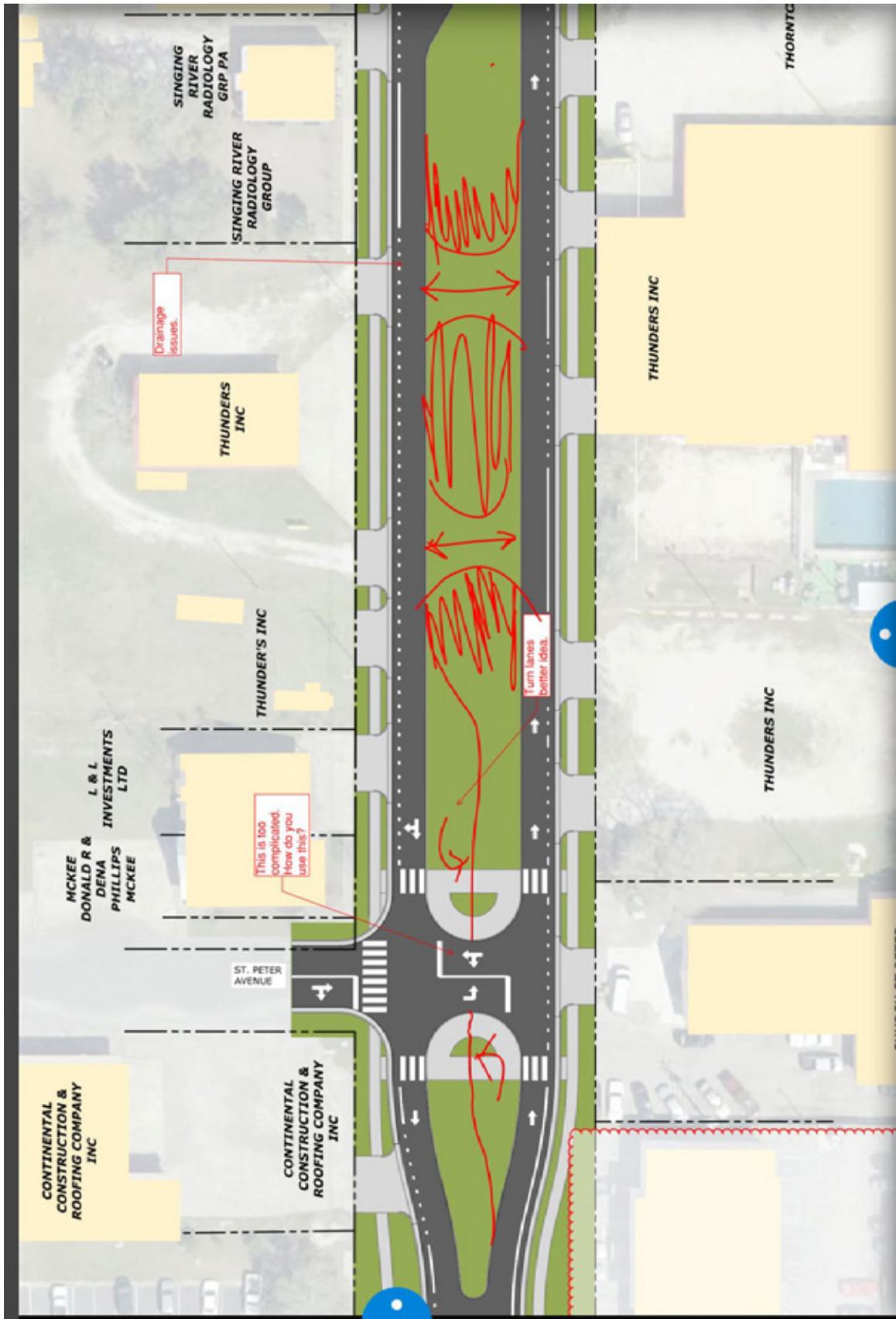


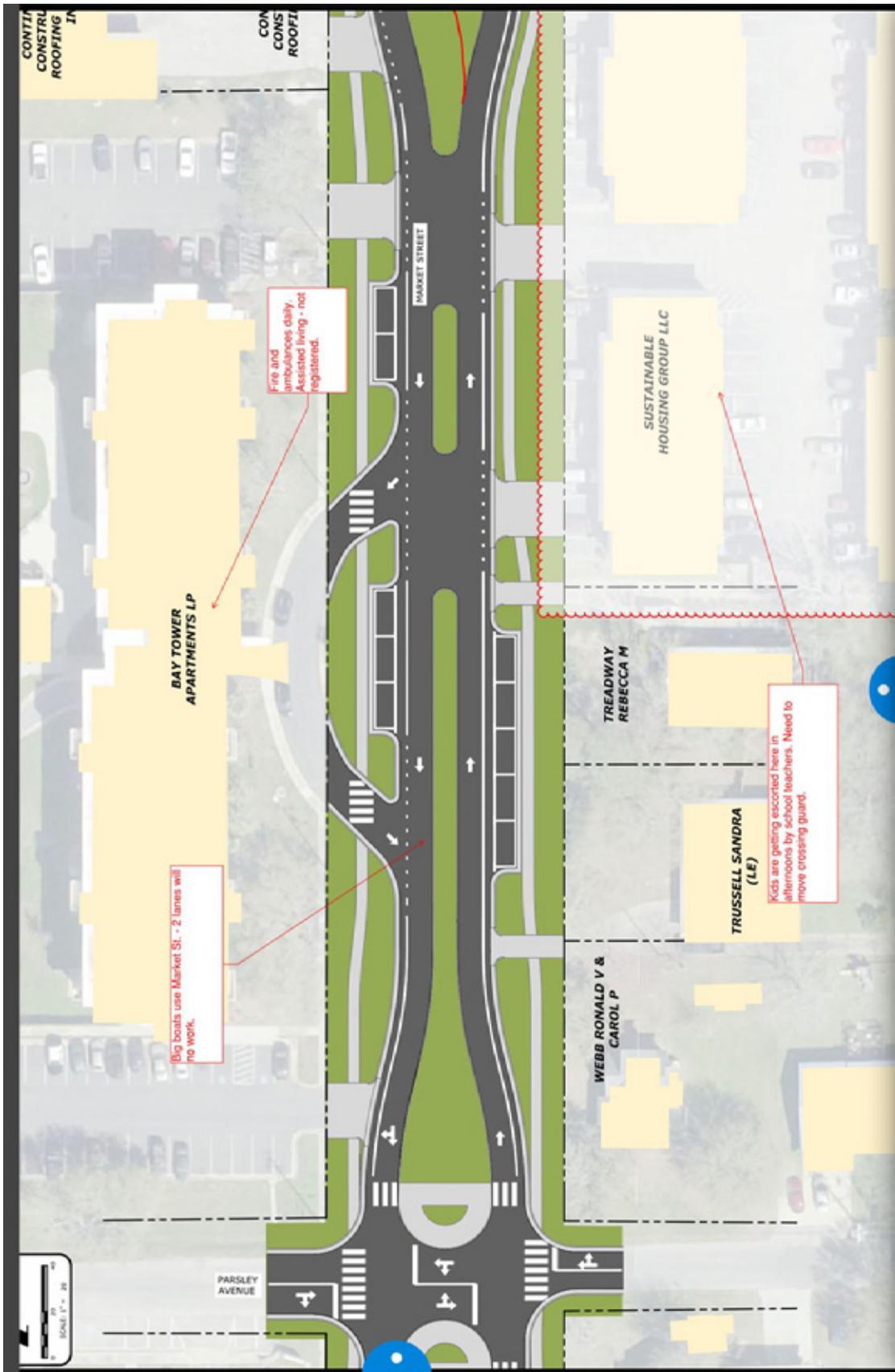
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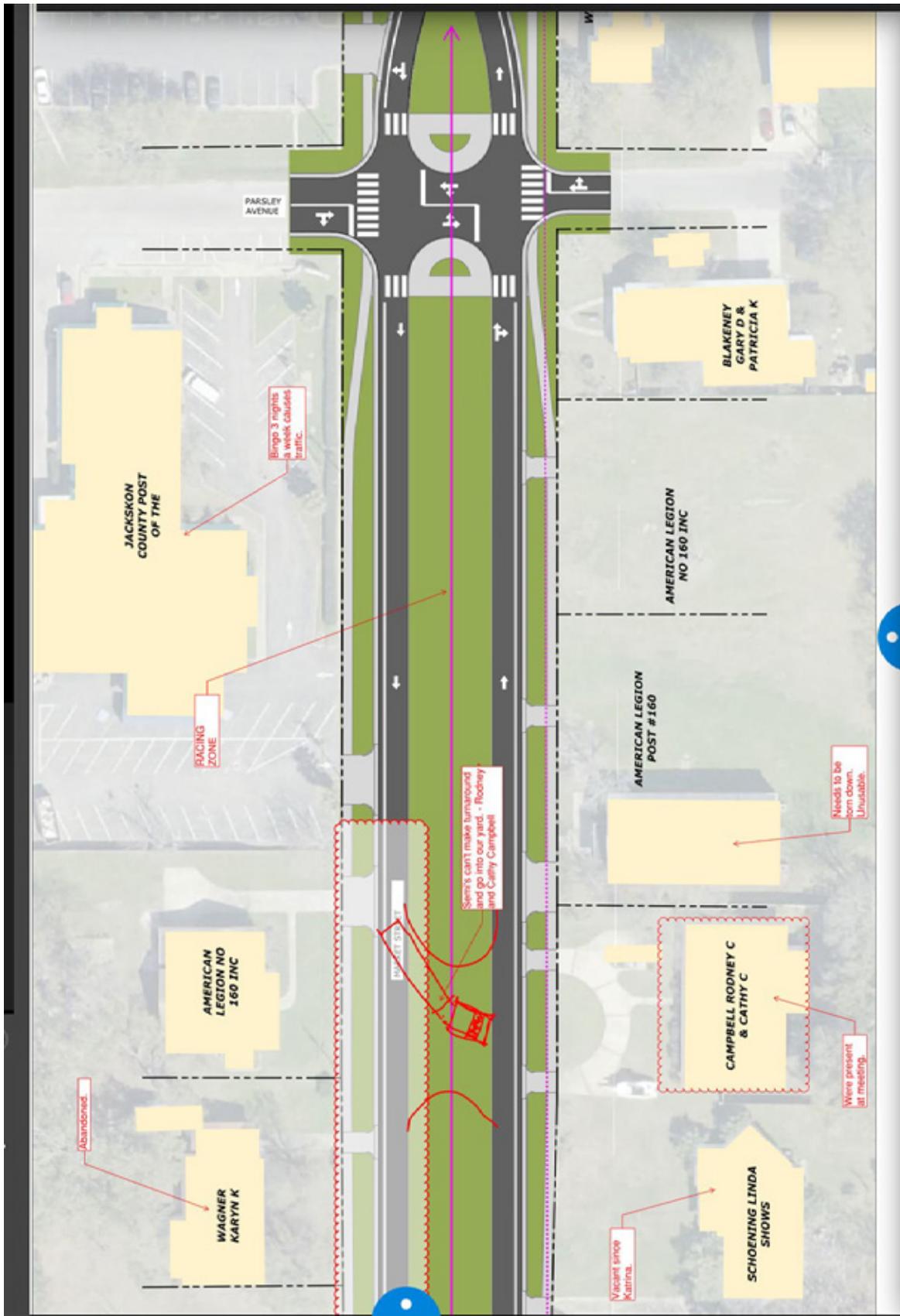
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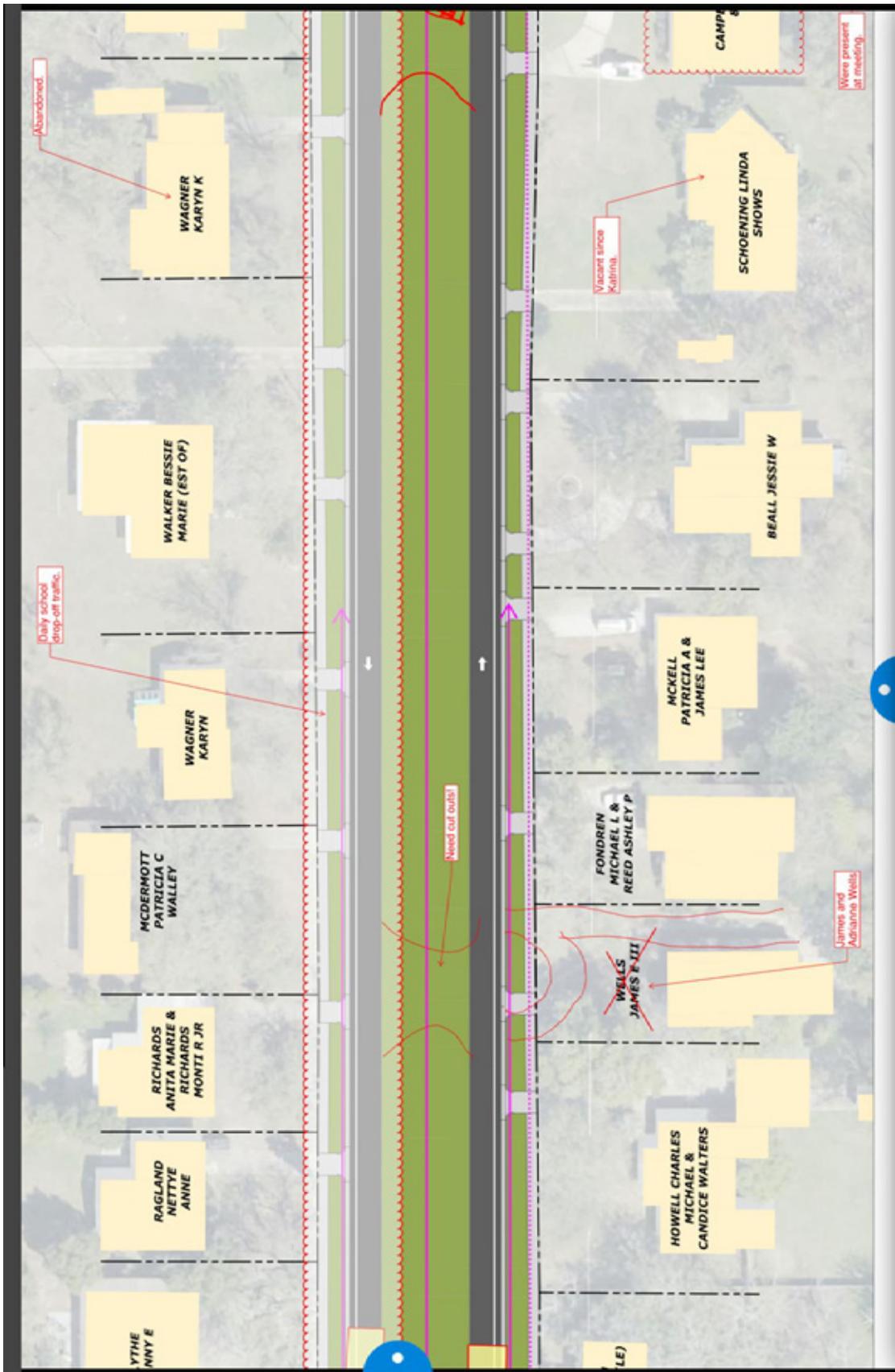




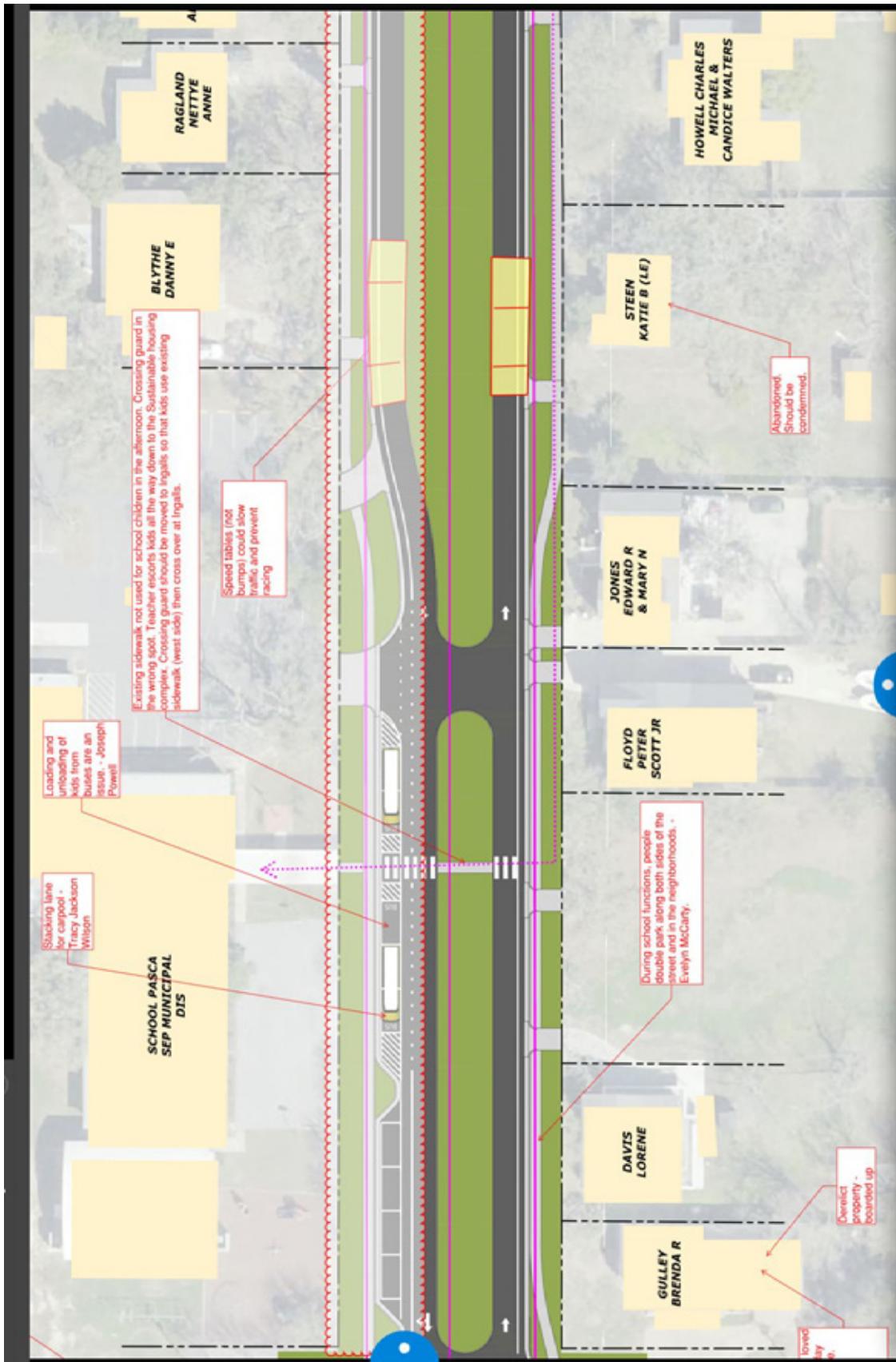


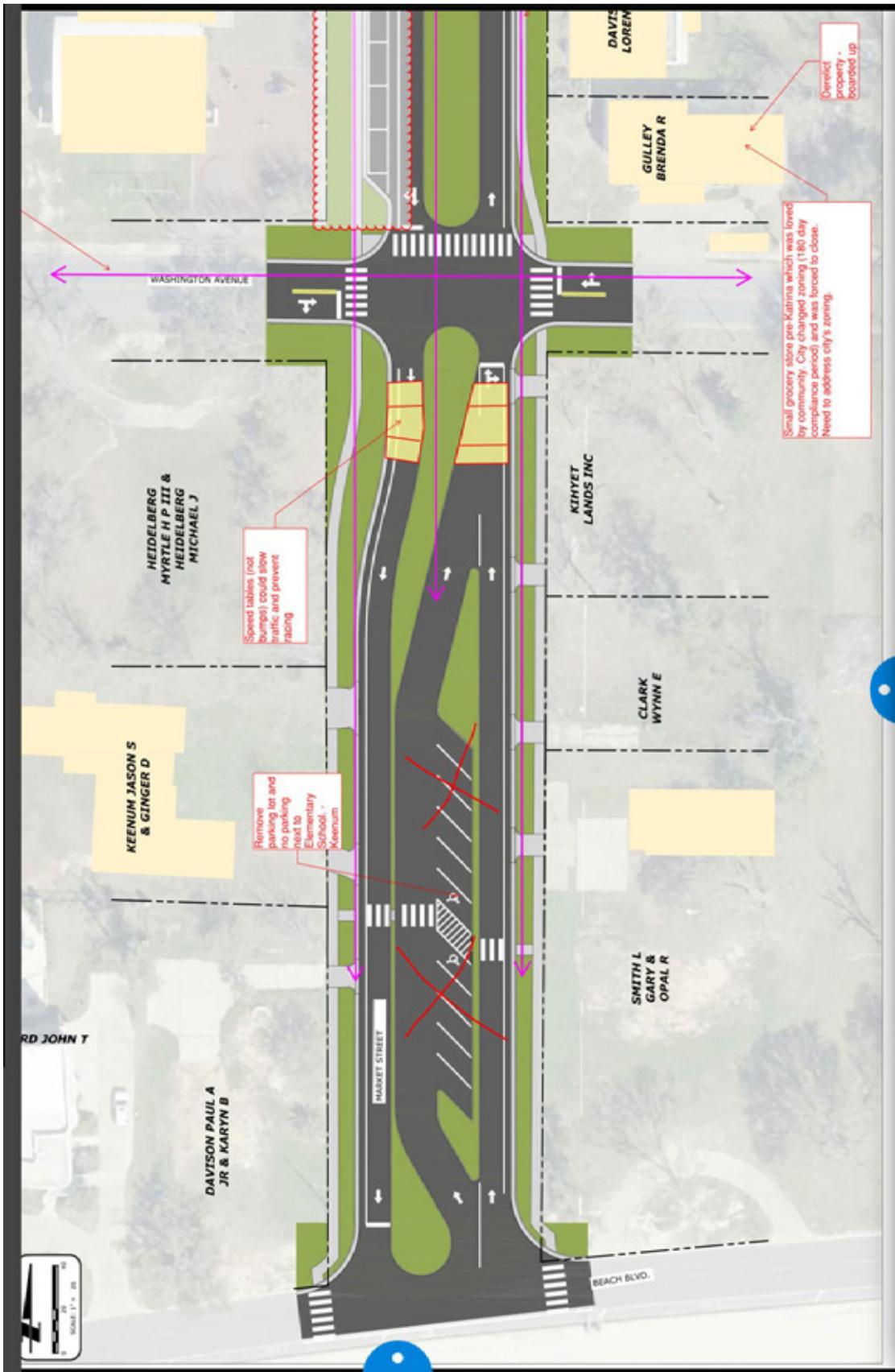
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