

THE CITY *of*
Pascagoula™
MISSISSIPPI'S FLAGSHIP CITY

2010 COMPREHENSIVE PLAN

ADOPTED

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Chapter 1: Introduction

Each of us has a vision of what Pascagoula should be like in the future. Although our visions are different, they share common qualities. We aspire to create a safe, beautiful City for ourselves, our children, and future generations. We envision a City with diverse housing opportunities, where the natural environment is protected, where excellent services are provided, and where citizens have a say in government. We aspire to create a City that is economically healthy and a good place to do business.

The Pascagoula Comprehensive Plan strives to build a coherent vision of the City's future from the visions of a diverse population. It integrates the aspirations of the City's residents, businesses, neighborhoods, and officials into a bold strategy for managing change. It also provides a framework to help coordinate the related initiatives that are underway in Pascagoula.

The Comprehensive Plan is the primary tool for guiding the future development of the City. On a daily basis the City is faced with tough choices about growth, housing, transportation, neighborhood improvement, and service delivery. A Comprehensive Plan provides a guide for making these choices by describing long-term goals for the City's future as well as policies to guide day-to-day decisions.

Purpose of the Comprehensive Plan

The Pascagoula Comprehensive Plan contains the City's official policies on land use and community design, transportation, housing, natural environment, business and economics, and community services. Its policies apply to both public and private properties. Its focus is on the physical form of the City.

The Plan is used by the City Council and Planning Board to evaluate land use changes and to make funding and budget decisions. It is used by City Staff to regulate building and development and to make recommendations on projects. It is used by citizens and neighborhood groups to understand the City's long-range plans and proposals for different geographic areas. The Plan provides the basis for the City's development regulations and the foundation for its capital improvements program. A section appears at the end of each chapter suggesting capital projects that would promote this Plan's goals and objectives.

The Comprehensive Plan is a legal document and must meet specific State requirements for content. State law establishes the topics that must be addressed and the maps and diagrams the Plan must contain. The Plan must be comprehensive, long-range, and internally consistent. Its policies apply to all property within Pascagoula's "sphere of influence," a boundary that includes all land within the City limits, and other property in unincorporated Jackson County. Although the County is not obligated to comply with the Plan in the unincorporated area, mutual cooperation provides benefits to the City and County.

Pascagoula last updated its Comprehensive Plan five years ago, completing the update just a month before the onset of Hurricane Katrina in August 2005 (plan published in 2006). The damage and impact of that storm fundamentally altered life and planning in this City, and has served to both bring the community together, and to shift the focus of planning and investment of public resources to support rebuilding efforts.

This 2010 update of the 2006 Comprehensive Plan focuses on what has changed in the City and highlights the opportunities for sustainable redevelopment. The common theme in the City today - - we are not just rebuilding what was lost; we are building a better Pascagoula.

Community Values

The Pascagoula Comprehensive Plan is built upon the values of the community, summarized here.

BUILDING COMMUNITY AND NEIGHBORHOODS

Pascagoula's diverse neighborhoods are the building blocks of the community. Schools, libraries, parks, public facilities and small businesses are an essential part of neighborhood life and help build the bridge between neighborhood and community. The City is committed to building upon the strengths of its neighborhoods, keeping them safe and attractive, maintaining a distinct identity for each, and delivering top-quality community services to all residents.

MAINTAINING AND ENHANCING COMMUNITY CHARACTER

The community treasures the special qualities of the City, including its historic buildings, pedestrian scale, architecture, and beautiful streets and parks. Maintaining the physical qualities of the City is an overarching consideration, incorporated in all parts of the Plan. The Land Use and Community Design Element includes specific provisions to maintain Pascagoula's best features and enhance and improve those areas where these features are lacking.

REDUCING RELIANCE ON THE AUTOMOBILE

The Plan provides policies and specific actions for reducing the impacts of cars on the environment and improving options for pedestrians, bicyclists, and transit-users. In the future, a greater emphasis will be placed on improving the City's multi-modal transit capabilities. New shuttle bus, pedestrian, and bicycle facilities are envisioned. The City will strive to create a development pattern where people can walk, bicycle or take public transit rather than drive.

MEETING HOUSING SUPPLY CHALLENGES

Increasing the housing supply and maintaining the diversity and quality of Pascagoula's housing stock are challenges. This Comprehensive Plan seeks to meet these challenges by increasing the supply of housing at all price levels. The plan safeguards existing single family neighborhoods and rental housing. It proposes new map designations where higher densities are allowed in

appropriate locations and new policies to ensure that the remaining housing sites are used efficiently.

PROTECTING AND REPAIRING NATURAL FEATURES

While most of the wetlands are already protected as permanent open space, the Comprehensive Plan's focus turns inward to the fragile ecosystems within developed portions of the City. The City's bayous, many of which have been altered by flood control projects, are envisioned as greenbelts and community gateways. The Plan also emphasizes the benefits of street trees and promotes an urban forest throughout the City.

MEETING RESIDENTIAL AND COMMERCIAL NEEDS

Pascagoula needs to be known as a desirable residential community and a City with a healthy, competitive business community. Meeting the demands of each community is a major theme of the Plan. The Plan establishes the physical boundaries of residential and commercial areas and sets limits where necessary to ensure that business and housing remain compatible. It encourages commercial enterprise, but not at the expense of the City's residential neighborhoods. The City is committed to retaining existing businesses, maintaining vital commercial areas, and attracting quality new businesses. Major new initiatives are envisioned to promote and take advantage of market interest in strategic geographic areas.

PROVIDING RESPONSIVE GOVERNANCE AND REGIONAL LEADERSHIP

The Plan emphasizes the City's commitment to strong community participation. It encourages collaboration among citizens, businesses, and local officials. It affirms Pascagoula's role as a leader in addressing regional issues. It promotes partnerships and targeted public investment.

Use and Organization of the Plan

Pascagoula's Comprehensive Plan is to be used by all members of the community, as well as any other person or organization interested in the future of the City. You will find it a useful, easy-to-read document. A key concept in the Plan is the idea of a Vision for Pascagoula — a shared dream of Pascagoula in the future. A vision is not a binding goal, and in fact may not be achievable in the near future or even the next generation. Long-term thinking is the foundation of the Plan. Thoughtful, purposeful, targeted action is the approach to achieving that future.

State law requires that local plans contain five mandatory sections, or "elements." The State provides considerable flexibility in how these elements are organized. The table below shows the State-mandated elements and their counterparts in the Pascagoula Comprehensive Plan. Pascagoula's Plan departs from the structure suggested by the State in a number of ways. The scope of the Land Use Element has been broadened to address community design and a particular focus on redevelopment of targeted areas, part of a series of Small Area Plans. The Natural Environment Element incorporates open space, conservation, public

safety and noise. The Plan also includes elements on Business and Economics, Community Services and Facilities and Governance. Although these three elements are not required by State law, the issues they address are fundamental to the future quality of life in Pascagoula. Once adopted, the optional elements have the same legal status as the mandatory elements. No single element or subject supersedes any other.

The Document contains a Glossary, which should be helpful to readers. Copies of the Pascagoula Flood Maps are also included by reference, although it should be noted that these maps are subject to change as FEMA evaluates the flood elevations that will be used in the future.

TABLE 1.1: COMPREHENSIVE PLAN ELEMENTS	
STATE-MANDATED ELEMENT	CORRESPONDING PASCAGOULA COMPREHENSIVE PLAN ELEMENT
Land Use	Land Use & Community Design
Transportation	Transportation
Housing	Housing
Open Space	Natural Environment
Community Facilities	Community Services & Facilities
	Business & Economics
	Governance

The Elements of the Plan share a common format and use similar terms and references. Each Element contains background information on specific subjects to make the Comprehensive Plan more useful as a reference document and to provide the technical basis for its policies and programs. Each Element contains maps that provide current information about the City, or graphic illustrations of the City's policies for specific geographic areas, or the major proposals for transportation, public facilities and environmental protection. Each Element includes goals, policies and programs that are the essence of the Plan and are to be consulted to guide decisions on a wide range of issues.

As you use this Comprehensive Plan, keep in mind that the goals, policies and programs are just as important as the maps in making land use and development decisions. To be consistent with the Plan, a project must not only be permitted on the Land Use and Circulation Map, it must also meet the intent of the Plan's policies. Further, the policy framework established within the plan provides a foundation for capital improvements decisions and development regulations.

A Goal is a general end towards which the City will direct effort. A Policy is a specific statement of principle or of guiding actions that implies clear commitment but is not mandatory. A general direction is what a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program. A Program is an action, activity, or strategy carried out in response to an adopted policy to achieve a specific goal or objective.

Institutional Framework

Policy, funding, and resource allocation decisions in the City are the responsibility of the elected City Council, with the advice and support of the Pascagoula Planning Board. Planning for the City is coordinated through an existing administrative structure that includes a Program Manager responsible for Community Development initiatives, Long Term Planning, and Waterfront Development, and an Operations Manager responsible for Public Works, Parks and Recreation, Code Enforcement, and Main Street initiatives.

Citizen participation in Pascagoula's planning and governance processes is robust. At the forefront of these volunteer efforts is the work of a Strategic Planning Committee that has responsibility for preparing, monitoring, and updating the City's Strategic Plan. This process began in 1998, accomplishing the 1999 publication of the *Strategic Plan for Pascagoula, Mississippi*. This Strategic Plan was most recently updated in 2010. The Comprehensive Plan and the Strategic Plan complement each other, and are both important. The Comprehensive Plan takes a long view and sets long-term goals and context. The Strategic Plan focuses on steps that can and should be taken now, and mobilizes community interest and action. The most recent version of Pascagoula's Strategic Plan, prepared by the Strategic Planning Committee and adopted by the City Council on July 21, 2010, forms the foundation for implementation of this Comprehensive Plan and is described in Chapter 10: Implementation.

Implementing the Plan

The Comprehensive Plan will be implemented through the actions of City Staff, the Planning Board other Boards and Commissions and the City Council. Plan policies will be carried out through the adoption and revision of ordinances like the Zoning Ordinance and Subdivision Regulations, through annual budgeting and capital improvement programming, through the empowerment of neighborhood and community groups, and through ongoing decisions on future development proposals.

Long-range planning in Pascagoula does not end with the adoption of this document. It is important to continue the steps necessary to bring forth the vision of the Plan. The Plan is intended to be a living document, to grow and change as local conditions change. It may, at times, be necessary to amend the Plan. While some amendments change the land use designation of a particular property, any part of the Plan may be amended as circumstances change. Amendments may be initiated by property owners, the Planning Board, the Strategic Planning Committee, the City Council, or City staff. All amendments require public hearings by the Planning Board and City Council and evaluation of the environmental impacts they may have.

Only through continuing to use, evaluate and amend the Plan can Pascagoula reach the vision sought by all the dedicated people who contributed to the development of the Plan.

Chapter 2: Land Use and Community Design

Vision Statement

Pascagoula will be a vital, attractive place to live, work, and visit. The elements that make Pascagoula a great community—its neighborhoods, shopping and employment centers, civic uses, open spaces, and natural resources—will be strengthened and enhanced. The diverse range of housing and work environments will be sustained and expanded to create more choices for all income levels. All Pascagoula neighborhoods will be improved, each to have public gathering spaces, essential services and pedestrian amenities, to encourage less reliance on the automobile.

Introduction

The relationship between land use, urban design, transportation, and economics are emphasized in this Land Use and Community Design Element. This Plan also recognizes that the design of buildings and surrounding spaces cannot be separated from land use decisions. Urban design considerations appear throughout the Element. The Element also recognizes that land use decisions must be closely integrated with transportation and economic decisions. This is reflected in the Element's focus on the physical linkages between different parts of the City and the future role of the City's business centers.

The Land Use and Community Design Element provides a “constitution” for the development of public and private property. It begins by describing the context in which local planning decisions are made, and proceeds with goals, policies, and programs covering a broad range of growth and development topics. The goals, policies and programs are organized into three major sections. The first section—Local Land Use and Growth Management—establishes the limits to urban growth and sets the direction for maintaining the City's scale and character. The second section - City Structure - presents a new conceptual structure for Pascagoula, organizing the City into Residential Neighborhoods, Centers, and Employment Districts. This section focuses on the way these areas are connected to each other and includes policies and programs for specific geographic areas of the City. The third section - Design of Buildings and Public Spaces - addresses citywide urban design issues, including historic preservation and the design of buildings, civic uses, public ways, public art, and infrastructure.

This Element meets the State of Mississippi requirements for a Land Use Element. It defines the City's land use categories and includes the proposed Land Use Map guiding the development of each property in the City. A component of this element is a collection of Area Plans. This section identifies

specific areas of Pascagoula that are particularly in need of in depth study. Two Area Plans have been prepared to date: one for the downtown waterfront area, and one for Lowry Island.

Planning Context

PASCAGOULA'S ROLE WITHIN THE REGION

Pascagoula is located in the southeastern part of Jackson County. Geographically, the City is located on U.S. 90, along the Mississippi Gulf Coast, shares its northern boundary with Moss Point, Mississippi, and its western boundary with Gautier, Mississippi. Through time, Pascagoula has maintained close and collaborative relationships with adjoining counties and cities. Its officials and citizens have maintained a tradition of leadership in land use, transportation, and environmental planning efforts, both at the local and regional level. These efforts have yielded policies for controlling and managing the region's growth, protecting open space, and conserving natural resources. Pascagoula is projected to increase in population from 26,200 in 2000 to 30,250 by the year 2030. Although the amount of population growth that is projected in Pascagoula may be small, the City is not insulated from the challenges of an increasing population. These challenges can only be faced through cooperative regional planning. Pascagoula will continue to be a partner in this process.

EVOLUTION OF THE CITY

Early Pascagoula History

In 1699 D'Iberville and Bienville landed on Ship Island and started a search for a site for the construction of Fort Maurepas. D'Iberville and Bienville explored the Pascagoula River and discovered the villages of the Biloxi and Pascagoula Indians. They were treated well by the Pascagoula Indians and made an alliance with them. The Pascagoula, of Choctaw lineage, was a small, peaceful nation who was adept in the art of cultivating wheat. In the Choctaw language "paska" is thought to mean "bread" and "goula" to mean "people".

The Pascagoula area was a part of the French province from 1699 to 1763. During this period, in 1711, a French land grant was given to Madame de Chaumont. Madame de Chaumont sent a fleet to establish a fortress on Lake Catahoula (now Krebs Lake). This fleet arrived in 1718 under de la Pointe and built a settlement. In 1730, Hugo Krebs, an Alsatian, married de la Pointe's daughter Marie Jean. The Krebs became the dominant clan and the area became known as Krebsville.

When the French and Indian War ended in 1763 this area came under British rule. However, the English did little to develop this area. The British lost control of the area in 1781 at the end of the Revolutionary War.

The Pascagoula area became part of the Spanish Territory in 1781. The Spanish used one of the buildings built by the French as a fort. Few Spaniards moved into the area and Spain lost control of the area in 1798.

On June 7, 1798, the Pascagoula area became part of the territory of the United States. In 1817 the area entered the Union as a part of the State of Mississippi.

Scranton was the name given to the railroad express office and the town which grew up around the railroad. In 1890, Scranton was established as a city. The town of Pascagoula consisted of the area from just south of the present Communy Avenue south to the Mississippi Sound. Pascagoula obtained town status in 1896. The town of Pascagoula and the City of Scranton were merged on April, 1904 to create what is presently known as the City of Pascagoula.

The City has grown many times its original size over the next century as land to east, west and north were annexed.

Today, Pascagoula comprises 17,328 acres, or about 27.08 square miles.

General Land Use within the City

The corporate limits of Pascagoula include approximately 17,328 acres. The City includes several distinct land masses. A majority of the City is located on a peninsula that can be accessed from the north and from the east. Most of the residential development within the City is located on this peninsula, as well as most of the commercial development.

A second land mass within the Pascagoula River Delta, west of the Pascagoula peninsula houses activities of Northrop Grumman-Ingalls Shipyard and Singing River Island. Additionally, the City owns a portion of Round Island.

TABLE 2.1: TOTAL LAND USE WITHIN THE CITY OF PASCAGOULA, 2005		
LAND USE CATEGORY	AMOUNT OF LAND (ACRES)	% OF TOTAL LAND USE
Residential – Single Family	2,340.6	13.5
Residential – Apartments & Condominiums	155.3	0.9
Residential – Mobile Homes	23.6	0.1
Commercial	526.6	3.0
Industrial	1,786.3	10.3
Government (includes Singing River Island)	773.8	4.5
Parks & Recreation	239.5	1.4
Churches and Related Organizations	187.7	1.1
Transportation	1,160.0	6.7
Vacant Land	10,134.6	58.5
All Land Uses	17,328.0	100
SOURCE: Gulf Regional Planning Commission, 2004-2005. A detailed listing of the land uses that comprise each Land Use Category is found in the Appendix B: Supporting Information and Data.		

The predominant land use within the City is single-family residential development. Approximately 7,255 parcels within the City – or about 72.6% of the total number of parcels are in a single-family residential land use. Another 84 parcels of land within the City are designated as residential land uses providing

locations for apartments, condominiums, duplexes, mobile homes and mobile home parks. Residential land uses, however, accounted for about 14.5% of the total land use within the City. Single-family residential land uses are the dominant type of residential development, accounting for 13.5% of total land uses and 32.5% of developed land uses.

The second most prevalent land use within the City is industrial use. Industrial land uses are defined as lands involved in industrial activity, as well as land devoted to the provision of water, sewer, electrical, and phone services. Parking lots are also included within this land use category. The Gulf Regional Planning Commission identified 226 parcels of land within the City that accounted for 1,786.3 acres of industrially defined land uses. Industrial land uses accounted for 10.3% of the land within the City and nearly one-quarter (24.8%) of developed land uses.

Industrial areas within Pascagoula are located on the City's western edge and along the City's eastern boundary. Historically, industries that located in the City were water dependent industries and located along the navigable waters of the Pascagoula River and the Mississippi Sound. A majority of the West Bank area located along the Pascagoula River is in industrial development. Likewise a number of industries are located on Bayou Cassotte on the City's eastern boundary. Within the interior of the City, the parcels designated as industrial land uses tend to be much smaller. Only about 7% of the industrially used lands in Pascagoula are outside of the waterfront and its adjacent blocks.

Commercial land uses within the City account for 526 acres of land. The commercial lands are located on 718 parcels. Commercially defined lands account for about 3.0% of all land uses within the City or about 7.3% of all developed land within the City. Commercial lands include retail stores, shopping centers, services, offices and medically related establishments including clinics and hospitals. Commercial lands within the City tend to be located on high traffic commercial corridors. These corridors include Highway 90, Market Street (to within two blocks of the Mississippi Sound), and Old Mobile Highway. Substantial commercial development also exists along Ingalls Avenue and Chicot Street, but commercial land uses in these areas are denser at intersections along these roadways. Finally, Pascagoula has a significant downtown area which is characterized by mixed land uses. This area extends from the Pascagoula River to Market Street from roughly the Highway 90 Overpass to Convent and School Avenues area.

Local, state and federal government installations and buildings account for 773.8 acres of land within Pascagoula on 85 parcels of land. Governmental land uses account for 4.5% of the land within the City or about 10.8% of the developed land. This land use includes Singing River Island as well as the facilities of the Pascagoula School District and the Jackson-George Regional Library System. County facilities, including the County Jail and the County Fairgrounds are also included within this category of land uses.

City parks and recreational facilities are a distinct land use. There are 49 parcels designated as parklands, accounting for 239.5 acres of land. Parklands account for 1.4% of the total land use within the City and about 3.3% of all developed lands. This category of land use includes public and private parklands including

private golf courses and yachting clubs, school recreational lands and City parks. Parks and recreational areas are well distributed throughout the City.

Another category focuses on churches and related organizations. Within the City, approximately 187.7 acres on 125 parcels are designated within this category. This land use includes churches, church and charitable offices and church or parochial school facilities (Pascagoula Country Club is included in this category). These land uses account for 1.1% of all land uses within the City and 2.6% of all developed land uses within the City.

Roads, highways, railways and rights of way account for 1,160 acres within the City. This land use accounts for 6.7% of all land uses within the City and about 16.1% of all developed land uses.

In 2006, approximately 10,134.6 acres of land were undeveloped within the City. Much of this land is unlikely to be developed. Approximately 1,350 acres of the vacant land is developable and located on smaller infill parcels throughout the City and on larger open parcels on the east side of the City.

Pascagoula is a unique community. Compared with other cities, the amount of developed land within Pascagoula is heavily weighted toward the workplace—specifically industrial land uses. The land intensive nature of shipbuilding is the reason why the number of acres of industrial land use is so significant. Within the City, workplace land uses accounted for 32.1% of all developed land. Of these workplace land uses, about one-quarter of the land in Pascagoula was in industrial land uses. Commercial land uses in Pascagoula accounted for 7.3% of developed land within the City. The higher land use ratio for workplace land uses results in less residential land use. Pascagoula is a unique City, since it is a community that supports a global industry. While manufacturing has been on the decline in recent years in many other areas of the Country, manufacturing is still an important industry, economic generator, and major land use within Pascagoula. It is likely that the City will never be comparable to other communities in terms of land use. However, it is important to find tools and methods to provide more housing and different types of housing within the City, and there is a need for commercial development to achieve the typical standard.

Projections for Land Use

Estimates call for the population within the City to be between 29,883 people to 30,253 people by the year 2030. Projections for land use were made based upon the following assumptions:

- Population will only slightly exceed the growth rate experienced between 1990 and 2000 (slow growth projection).
- Land use ratios within the City will remain similar.
- Demand for industrial land will remain the same.

Based upon existing land use patterns approximately 1,005 to 1,096 acres of additional land will be developed within the City during the next 25 years. Based upon the existing land use patterns, between 354.2 to 384.8 acres of land will be developed as residential land uses—maintaining a lower than average number of developed acreage in residential land use. Based upon existing land use

patterns, approximately 328.5 to nearly 362 acres will be developed in civic uses, including governmental facilities, schools, parks, roads, civic organizations and churches.

TABLE 2.2: PROJECTIONS FOR LAND USE FOR THE CITY OF PASCAGOULA, 2005

EXISTING LAND USE PATTERNS WILL CONTINUE

LAND USE CATEGORY	EXISTING LAND USE 2005	PROJECTED LAND USE 2030	NEW ACRES NEEDED BY 2030
Residential Use	2,519.5	2,873.7 – 2,904.3	354.2 – 384.8
Workplace Use	2,312.9	2,935.1 – 2,662.3	322.2 – 349.4
Industrial Use	1,786.3	2,037.4 – 2,057.2	251.1 – 270.9
Commercial Use	526.6	597.7 – 605.1	71.1 – 78.5
Public Uses	2,361.0	2,689.5 – 2,722.8	328.5 – 361.8
Vacant Land		2,050 – 2,460	

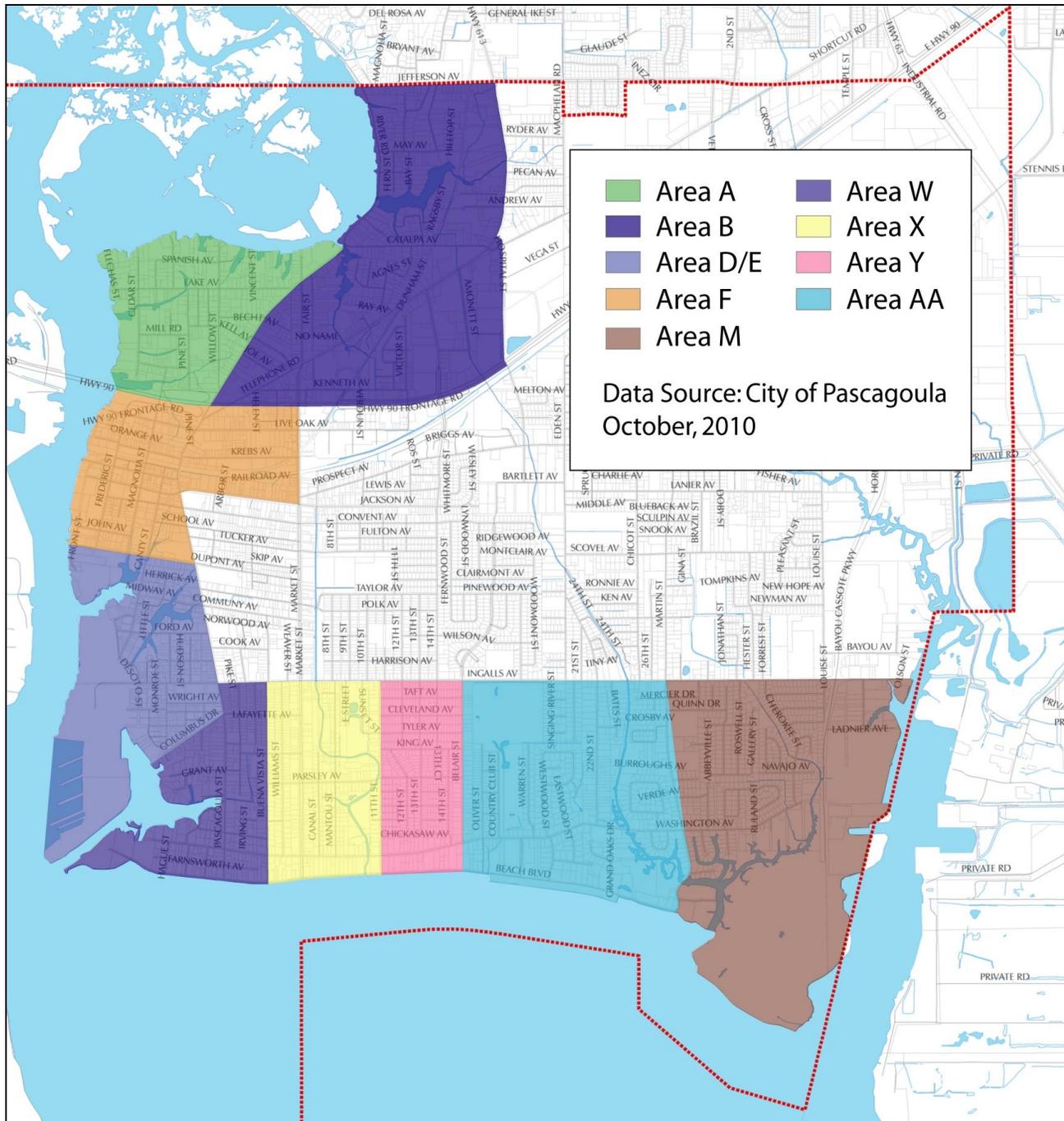
Based upon existing land use patterns, Pascagoula has a high percentage of developed land in workplace land uses, specifically industrial land uses. If this pattern continues into the future, approximately 322.2 to 349.4 acres of land will be developed either commercially or industrially within the City.

The City should allocate 25% to 30% more than the land needed for development by 2030 to accommodate growth after 2030. This number is reflected as vacant land in the table depicting land use projections.

Pascagoula’s waterfront makes the community a very unique city. Waterfronts or waterfront access exist on every side of the City. And the City has remained true to its industrial heritage, since working waterfronts are located on almost every body of water surrounding the City.

Land Use in Areas Located Along the Waterfront

Waterfront areas of Pascagoula need particular attention, and it is useful to look at possibilities for development and redevelopment. Waterfront areas have been divided into sections on the following map.



Specific areas that were located along the waterfront are designated as Areas A, B, F, E, D, W, X, Y, AA, and M, as shown in the above map. These include the areas that suffered the worst damage from the 2005 storm.

The City's Central Business District or downtown area is located in Area F. This area is bordered on the north by U.S. Highway 90, east to Market Street, south on Market Street to Convent Street, then west on Convent Street to Pascagoula Street, South on Pascagoula Street to Dupont Street and west to the waterfront. The western boundary of Area F is the waterfront of the Pascagoula River.

There is no single predominant land use within Area F. This area is truly a mixed use area. About 61.3 acres are developed in commercial and office land uses along Delmas Avenue, Watts Avenue and Jackson Avenue from Market Street to the waterfront. About 45.6 acres are in residential development. These residential units are focused in two neighborhoods. One neighborhood is between Jackson Avenue and Highway 90, and a second neighborhood is located between Federic Street and Magnolia Street.

About 22.3 acres of land is used industrially within Area F. Most of these lands are located on the waterfront or within one block of the waterfront area. The largest single category of land use within Area F is vacant land.

In the past five years, seven new structures were built within Area F. Building permit information indicated that three businesses were built, one new home was built on Jonte Terrace, two mobile homes were placed within Area F, and one new governmental building was built in Area F.

Areas D and E are located south of Area F. This area includes lands owned by Northrop-Grumman Shipbuilding. The northern boundary of this Area is Dupont Avenue, east to Pascagoula Street, at Pascagoula Street, south to Columbus Drive, and west on Columbus Drive to the waterfront. The western boundary is the waterfront. This area could be characterized as the southern limits of the City's Central Business District. While the predominant land use within this area is residential (with 77.3 acres designated as residential land uses), industrial land uses characterized development on the waterfront and on Ingalls Avenue.

Area W is located between Areas D and E and the Mississippi Sound. This area is predominantly residential. The northern boundary of this Area is Columbus Drive, northeast to Pascagoula Street, north on Pascagoula Street to Ingalls Avenue, and east on Ingalls Avenue to Buena Vista Street. The boundary of the Area continues south on Buena Vista Street to the Pascagoula seawall. The southern boundary is the seawall and the western boundary is the Pascagoula River waterfront.

Area W is predominantly residential, with supportive land use which contribute to Pascagoula's high quality of life. More than three-quarters of the land use within this area is residential. The popular waterfront Point Park is located within this area. Vacant land within Area W is scattered throughout the area.

Area X has a waterfront on Pascagoula Front Beach, facing the Mississippi Sound. Area X is located east of Area W. The western boundary is Buena Vista Street. The northern boundary is Ingalls Avenue. The eastern boundary is 11th Street, and the southern boundary is the Pascagoula Front Beach.

About two-thirds of the land use in Area X is residential land uses. This area also captures a commercial shopping and manufacturing center at the intersection of Ingalls Avenue and Market Street. This is a commercial center that serves more than just the neighborhood. An apartment complex is also located within this area, with access from 11th Street.

Area Y is located east of Area X. The western boundary of Area Y is 11th Street and the northern boundary is Ingalls Avenue. The eastern boundary of Area Y is Belair Street to Washington Avenue, and south on Oliver Street. The southern boundary of this Area is the Pascagoula Front Beach. Area Y is overwhelmingly residential in nature.

Area AA is located east of Area Y. The southern boundary of this Area is Pascagoula's Front Beach. The western boundary of Area AA is Oliver Street, north to Washington Avenue, then west on Washington Avenue to Belair Street and north to Ingalls Avenue. The northern boundary of Area AA is Ingalls Avenue. The eastern boundary of this Area is Martin Street.

Area AA is characterized as residential. Four commercial lots exist on Ingalls Avenue and account for only 1.8 acres of land. The most eastern Area identified as a waterfront district is **Area M**. The western boundary of Area M is Martin Street. The northern boundary of Area M is Ingalls Avenue. The eastern boundary of this Area is the Pascagoula City limits, and the southern boundary of this area is the Pascagoula Front Beach.

About one-half of the land uses in Area M are residential land uses. Residential land uses include single-family homes, apartments and mobile homes. Condominiums located on the Pascagoula front beach are located within Area M. Commercial lands are located near the access points to the industrial land uses.

Two other areas within the City are included in the waterfront category. These are Area A and B. Both of these areas are located north of Highway 90. These areas have waterfront frontages on the Pascagoula River. Area A is bounded by Highway 90 on the south and Pascagoula Street on the east. Area A's northern and western boundaries are the Pascagoula River.

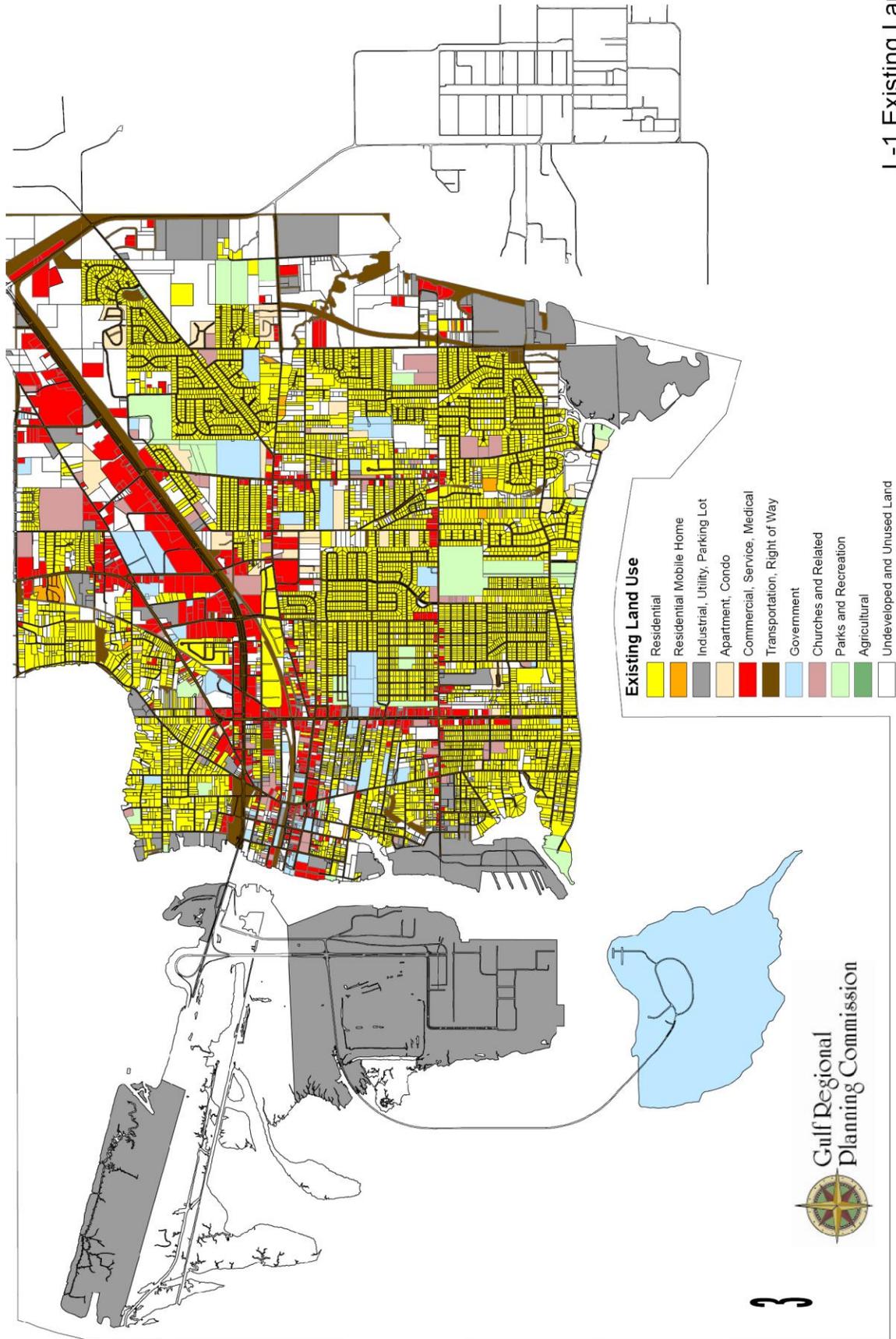
Area A is located directly north of the City's Central Business District. Highway 90 is a natural boundary and this area is nestled along the waterfront. Nearly three-quarters of this district is residential. Residential land uses included single-family homes and mobile homes. Much of the land on the western waterfront in Area A is utilized as industrial land uses. Two other large lots on the southern river bank are also utilized for industrial land uses. Public and civic uses also front the waterfront within Area A.

Area B is located to the east and north of Area A. Area B is bounded on the east by Telephone Road and Hospital Street, south on Hospital Street to Highway 90, and west along Highway 90 to Pascagoula Street. The northern boundary of Area B is the City's northern boundary with Moss Point. The western boundary of Area B is the Pascagoula River Waterfront along River Road, then south on Pascagoula Street to Highway 90.

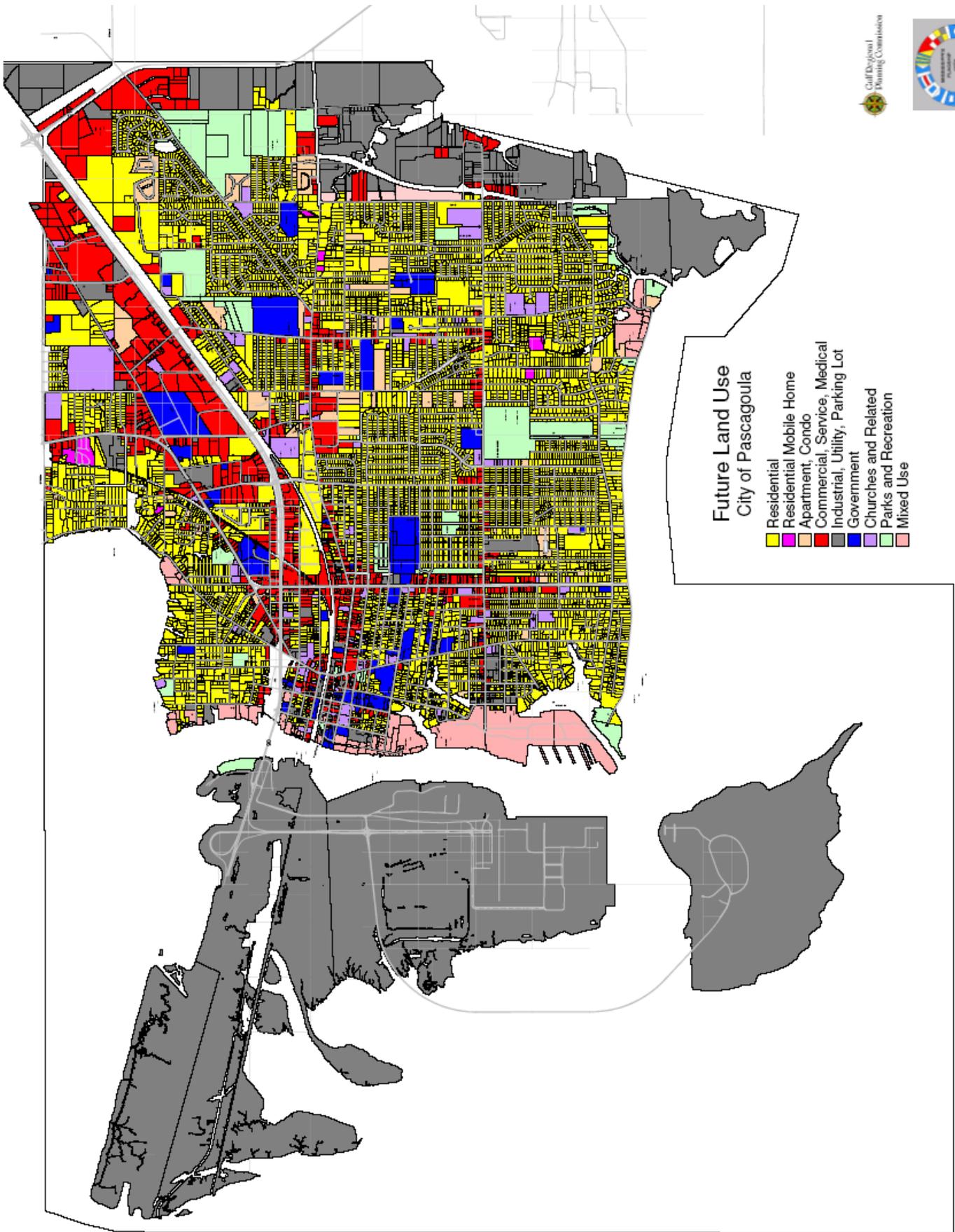
Area B is the largest of all the districts identified. Nearly one-quarter of the land within Area B is vacant land. Nearly all the vacant land is located within or adjacent to commercially zoned districts. The two most predominant land uses within Area B are residential and commercial land uses. Together these two land uses account for about 58% of the land uses within Area B.

Future Land Use

Maps on the following two pages show existing land use and a Future Land Use Map that displays the vision for future land use patterns within the City.



L-1 Existing Land Use



Goals, Policies, and Programs

Given the overall vision for future land use patterns and conditions in Pascagoula, the following goals, policies, and programs are set out to help achieve that vision. These goals and policies are further intended to help guide decision-making, particularly with respect to allocation of public resources and capital improvements.

LAND USE AND GROWTH MANAGEMENT

Goal L-1:

A Well-designed, Compact City, Providing Residents and Visitors with Attractive Neighborhoods, Work Places, Shopping Districts, Public Facilities, and Open Spaces

The amount of urban land in Pascagoula in 2020 will remain essentially the same as it is today, unless additional annexation occurs, with growth occurring through infill and redevelopment. In a survey of participants conducted during the Strategic Plan process, respondents overwhelmingly reaffirmed a commitment to the protection of the unique attributes of the City and the existing natural environment. The emphasis on infill brings opportunities for positive change but also the need to protect the qualities that are important to Pascagoula.

Policy L-1:

Guide development to respect views of the Mississippi Sound and the Pascagoula River from public streets in the developed portions of the City.

Pascagoula's backdrop of water to the south and west and wetlands and marshes to the west and northwest are a character-defining element of the City. Views of the water and marshlands can be seen from many City streets. They provide a sense of enclosure and a reminder of the City's proximity to open space and the natural environment. Views from the water are equally striking. These visual connections are part of what makes Pascagoula attractive. The design and siting of new buildings should take into account impact on views, and should frame existing views of the water, where possible.

Policy L-2:

Maintain Pascagoula's varied residential neighborhoods while sustaining the vitality of its commercial areas and public facilities. Use the Zoning Ordinance as a tool to enhance Pascagoula's desirable qualities.

The City's neighborhoods are varied in character and architectural style, reflecting the stages of the City's development as well as the range of incomes and tastes of its residents.

Policy L-3:

Maintain the scale and character of the City. Avoid land uses that are overwhelming and unacceptable due to their size and scale.

The traditional form and scale in much of Pascagoula contributes to the City's reputation as a desirable place to live and work. Scale is the relationship of various parts of the environment to each other, to people, and to the limits of perception. It is what establishes some neighborhoods or streets as pedestrian oriented and others as automobile-oriented. In older portions of Pascagoula, the grid of City blocks, small rectangular parcels, and narrow streets establishes a pattern that is generally pleasant for the pedestrian. The pattern is reinforced by streets that are lined with trees, residential buildings set back behind front gardens, and buildings typically one to two stories in height. In the newer portions of Pascagoula—those areas built after 1950—street patterns and building placement are oriented primarily to the automobile user. In the newer commercial areas, buildings are usually set behind parking lots located along the street, and landscaping sometimes provides a visual buffer for the motorist.

Program L-1:

Maintain and periodically review height and density limits to discourage single uses that are inappropriate in size and scale to the surrounding uses.

Policy L-4:

Where possible, avoid abrupt changes in scale and density between residential and non-residential areas and between residential areas of different densities. To promote compatibility and gradual transitions between land uses, place zoning district boundaries at mid-block locations rather than along streets wherever possible.

Program L-2:

Review and change zoning regulations to promote gradual transitions in the scale of development where residential districts abut more intense uses.

Program L-3:

Establish new performance and architectural standards that minimize negative impacts where land use transitions occur.

Program L-4:

Revise the City's zoning requirements to better address land use transitions.

Since commercial zones are frequently located next to residential areas, development standards are particularly important to ensure compatibility and reduce negative impacts on adjacent land uses.

Policy L-5:

Evaluate changes in land use in the context of regional needs, overall City welfare and objectives, as well as the desires of surrounding neighborhoods.

Program L-5:

Establish a system to monitor the rate of non-residential development and traffic conditions related to both residential and non-residential development at key intersections. If the rate of growth reaches the point where the citywide development maximum might be reached, the City should reevaluate development policies and regulations.

Program L-6:

Continue to monitor development, including the effectiveness of the ground floor retail requirement, in the Delmas Avenue/Downtown area. Keep the Planning Board and City Council advised of the findings on an annual basis.

Policy L-6:

Enhance desirable characteristics in mixed use areas. Use the planning and zoning process to create opportunities for new mixed use development.

The Comprehensive Plan recognizes that mixed use environments can be interesting and dynamic. A new mixed use land use classification has been created to encourage this type of development in the future. This represents a change from past attitudes that sought to separate different uses from each other as a means of protecting property values, public safety, and the quality of life. With proper guidance such concerns can be addressed, allowing a more vital urban environment to be created. Parts of the City have an established pattern of mixed use, such as Delmas Avenue. Continued mixing of land uses is encouraged. These areas are among the few in the City that are well-suited for light industrial, automotive, and business support services. Many of these uses should be allowed to continue in the future, augmented by new development including multifamily housing. The proximity of these areas to transit and the range of services available makes them excellent locations for both housing and commercial uses.

Program L-7:

Create and apply the following four new Mixed Use zoning standards: A “Live/Work” designation that permits individuals to live on the same site where they work by allowing housing and other uses such as office, retail, and light industrial to co-exist in the same building space; and “Retail/Office,” “Residential/Retail,” and “Residential/Office” designations that permit a mix of uses on the same site or nearby sites.

Develop design standards for all mixed use designations providing for buildings with one to three stories, rear parking or aboveground parking, street-facing windows and entries, and zero setback along the street, except that front gardens may be provided for ground floor residential uses.

These zoning designations and their accompanying design standards and performance requirements are proposed to provide a new form of mixed use development that results in a high-quality environment with a strong pedestrian-oriented streetscape and minimal adverse impacts. All mixed use development must be an appropriate size and scale for the area and designed to enliven the street. Certain conditions and performance standards will be applied concerning such issues as noise, glare, air quality, traffic, parking and hazardous materials.

POLICIES AND LAND USE MAP

The Proposed Future Land Use Map shows the intent of the Comprehensive Plan with regard to development, redevelopment, and preservation of public and private properties in Pascagoula. It expresses the Plan's goals, policies, and programs in map format. The area covered by the map includes all land within the City limits as well as some adjacent areas of Jackson County. Because Pascagoula is almost a built out city, proposed land uses are generally consistent with existing uses and land use boundaries usually follow property lines. However, it is important to keep in mind that the Proposed Land Use Map is not the same as the Zoning Map. For each land use category shown on the Proposed Land Use Map, there will be at least one zoning designation and usually more. For example, areas shown on the Land Use Map as "Residential" may be zoned SFR-6 (Single-Family Residential), SFR-8 (Single-Family Residential), SFR-10 (Single-Family Residential) or MR-3 (Mixed Residential). The Proposed Land Use Map depicts conditions envisioned in the Plan's horizon year of 2020, while a Zoning Map depicts the uses that are permitted today. See Appendix B: Supporting Information and Data for Land Use Definitions.

CITY STRUCTURE

Goal L-2:

An Enhanced Sense of "Community" with Development Designed to Foster Public Life and Meet Citywide Needs

One of the first steps towards achieving this goal will be to recognize the physical elements that create "community" in Pascagoula. Understanding the linkages and connections between these elements within the City is critical to integrating land use and transportation planning. By recognizing and building on this structure, Pascagoula will remain a community where social contact and public life are encouraged and quality urban design is maintained.

Policy L-7:

Maintain a citywide structure of Residential Neighborhoods, Centers, and Employment Districts. Integrate these areas with the City's and the region's transit and street system.

Policy L-8:

Promote increased compatibility, interdependence, and support between commercial and mixed use centers and the surrounding residential neighborhoods.

Pascagoula City Structure

- Residential Neighborhoods are areas of the City characterized by housing, parks and public facilities. Their boundaries are based on patterns of land subdivision and public perceptions about where one neighborhood stops and another begins. Most Residential Neighborhoods have land use classifications of Single Family Residential with some Multiple Family Residential.
- Centers are the commercial and mixed use areas of the City and may serve the region, the City, several neighborhoods, or a single neighborhood. They serve as the focus for community life and may include public facilities like schools and civic buildings. Centers are distributed throughout the City and are within walking or bicycling distance of virtually all Pascagoula residents. Keeping Pascagoula's Centers strong and healthy requires coordinated land use and community services planning.
- Employment Districts are relatively large areas of the City dominated by low-rise office, high technology, industrial and other job-generating land uses but containing relatively few retail and service uses. The broad land use goal for these areas is to impart a stronger sense of community to those who work or live here and to strengthen the connections between these areas and the rest of the City. Other goals are to improve bicycle and pedestrian circulation, expand the provision of services, and improve visual quality. Employment Districts have land use classifications of "Industrial."

RESIDENTIAL NEIGHBORHOODS

Goal L-3:

Safe, Attractive Residential Neighborhoods, Each With Its Own Distinct Character and Within Walking Distance of Shopping, Services, Schools, and/or other Public Gathering Places

The smallest organizing unit of the City structure is the Residential Neighborhood. In Pascagoula, there are many identifiable neighborhoods. Because the City's neighborhoods were developed over more than a century's time, each has a distinct character. Each neighborhood provides a living reminder of the architectural styles, building materials, scale, and street patterns that were typical at the time of its development. These characteristics are more intact in some neighborhoods than in others. Neighborhood integrity can be conserved, and in some cases even enhanced, if the construction of new homes, additions, and remodeling responds to the prevailing scale, form, and materials. In fact, any infill development that takes place after this point will probably have to be coordinated at the neighborhood level.

Pascagoula's residential areas can be generally characterized as historical and traditional or modern. Some neighborhoods built prior to the mid 1940s have a traditional pattern of development with relatively narrow streets, curbside parking, vertical curbs, and some street trees between the curb and sidewalk. Homes are oriented to the street and parking is often located to the rear of the lot. However, many neighborhoods have a more semi-rural character and have street standards that forego curbs and sidewalks for a more informal roadside design.

Many of the neighborhoods built after World War II were shaped by more Modernist design ideas. The homes were more oriented towards private backyards and interior courtyards, where expansive glass walls "brought the outside in." Curving streets and cul-de-sacs were designed to further the sense of the house as a private enclave. In some cases curbs were flattened and joined to the sidewalk and planting strips were eliminated to create an uninterrupted plane on which to display the house. Some neighborhoods built during this period have modern street designs but contain more traditional home styles such as the California ranch.

Policy L-9:

Preserve the character of residential neighborhoods by encouraging new or remodeled structures to be compatible with the neighborhood and adjacent structures.

Guidelines that encourage certain design patterns and components are provided to all interested builders, contractors, and residents.

Program L-8:

Establish pedestrian-oriented design guidelines for residences that encourage features that enliven the street.

Program L-9:

Where compatible with neighborhood character, use Zoning to create incentives or eliminate obstacles to remodel houses with features that add street life and vitality.

Policy L-10:

Evaluate alternative types of housing that increase density and provide more diverse housing opportunities.

Pascagoula has some fine examples of multi-unit housing that are very compatible with the surrounding single family residential neighborhoods, primarily because they are designed with entrances and gardens that face the street rather than entrances facing the interior of the development and parking next to the street.

Program L-10:

Create and apply zoning standards for Residential housing prototypes. Develop design guidelines for duplexes, townhouses, courtyard housing, second units, and small lot single family homes that ensure that such housing is compatible with single family neighborhoods and other areas where it may be permitted.

Policy L-11:

Design and arrange new multifamily buildings, including entries and outdoor spaces, so that each unit has a clear relationship to a public street.

Multi-unit buildings become a part of a neighborhood when entries and front gardens face the street.

Policy L-12:

Preserve and enhance the public gathering spaces within walking distance of residential neighborhoods. Ensure that each residential neighborhood has such spaces.

Many of Pascagoula's older residential neighborhoods developed within walking distance of the commercial districts along Market Street, Ingalls Avenue and Old Mobile Highway. Some of the post-World War II neighborhoods are within walking distance of neighborhood shopping centers but others are not. In such cases, a park, school, private community center, or small neighborhood retail facility could provide the closest public gathering space.

Policy L-13:

Consider siting small neighborhood-serving retail facilities in existing or new residential areas.

Carefully sited and designed "mom and pop" retail outlets can enhance the quality of life in the neighborhood by providing conveniences to residents who can meet neighbors and avoid car trips by walking to pick up a quart of milk, a writing pad or a magazine. These facilities also create public gathering spaces, which help to foster a sense of community.

Policy L-14:

Treat residential streets as both public ways and neighborhood amenities. Provide continuous sidewalks, healthy street trees, benches, and other amenities that favor pedestrians.

Some of the features of modern street design have turned out to be undesirable for pedestrians. Wide streets and large curb radii at intersections encourage speeding and cars are often parked on the sidewalk in areas with rolled curbs. Where street trees are missing, the sidewalks are not as inviting or comfortable to pedestrians. The quality of a street environment helps define the character of a neighborhood and should be an important consideration in the design of infrastructure.

CENTERS

Goal L-4:

Inviting, Pedestrian-scale Centers That Offer a Variety of Retail and Commercial Services and Provide Focal Points and Community Gathering Places for the City's Residential Neighborhoods and Employment Districts

Pascagoula has three different types of commercial Centers. Each type differs in form, intensity, and function.

- Regional Centers are commercial activity centers of citywide and regional significance, with a mix of shopping, offices, and some housing. They are characterized by one- and two-story buildings with ground floor shops. Trees, benches, outdoor seating areas, sidewalks, plazas, and other amenities make the streets pedestrian-friendly, and need to be added. Regional Centers include the Delmas Avenue/Downtown area and its related City and County Government functions, the Singing River Hospital area, and all of the commercial area along Highway 90.
- Multi-neighborhood Centers are retail shopping centers or districts that serve more than one neighborhood with a diverse mix of uses including retail, service, office, and residential. One- and two-story buildings with storefront windows, entries, and outdoor seating areas could create a pedestrian-friendly atmosphere. Plazas and parks can provide public gathering spaces around which retail uses could be clustered. Future plans for these areas should include local transit or jitney service that links them to other Centers in the City. Multi-neighborhood Centers include Market Street, Jackson Avenue, and Ingalls Avenue.
- Neighborhood Centers are small retail centers with a primary trade area limited to the immediately surrounding area; often anchored by a grocery or drug store and may include a variety of smaller retail shops and offices oriented toward the everyday needs of surrounding residents. Streets should provide walking and biking connections from adjacent neighborhoods. As with the Multi-neighborhood Centers, future plans should include local transit or jitney service and new public gathering places around which new retail uses may be clustered. An example of a Neighborhood Center is Chicot Plaza on Old Mobile Avenue.

All Centers

Policy L-15:

Encourage the upgrading and revitalization of selected Centers in a manner that is compatible with the existing and desired character of surrounding neighborhoods.

Program L-11:

Establish a planning process for Centers that identifies the desired character of the area, its role within the City, the locations of public gathering spaces, appropriate land uses and building forms, and important street and pedestrian connections to surrounding Residential Neighborhoods.

Policy L-16:

Encourage a mix of land uses in all Centers, including housing and an appropriate mix of small-scale local businesses.

Policy L-17:

Encourage street frontages that contribute to retail vitality in all Centers. Reinforce street corners with buildings that come up to the sidewalk or that form corner plazas.

Well-designed storefronts with attractive display windows and building entries at frequent intervals are inviting to shoppers. They help support retail vitality by encouraging people to stay in the area and move from store to store. These features are particularly important at corners because they draw shoppers across streets to continue shopping. They also provide opportunities to convey the image and character of the center to motorists.

Policy L-18:

Provide all Centers with centrally located gathering spaces that create a sense of identity and encourage economic revitalization. Encourage public amenities such as benches, street trees, kiosks, restrooms and public art.

Program L-12:

Study the feasibility of using public and private funds to provide and maintain landscaping and public spaces such as parks, plazas, and sidewalks within commercial areas.

Program L-13:

Through public/private cooperation, provide obvious, clean, and accessible restrooms available for use during normal business hours.

Policy L-19:

Enhance the appearance of streets and sidewalks within all Centers through an aggressive maintenance, repair and cleaning program; street improvements; and the use of a variety of paving materials and landscaping.

Program L-14:

Identify priority street improvements that could make a substantial contribution to the character of Centers, including widening sidewalks, narrowing travel lanes, creating medians, re-striping to allow parking alternatives such as diagonal or parallel parking, and planting street trees.

Regional Centers

Delmas Avenue/Downtown

Policy L-20:

Maintain and enhance the Delmas Avenue/Downtown area as the central business district of the City, with a mix of commercial, civic, cultural, recreational and residential uses. Promote quality design that recognizes the regional and historical importance of the area and reinforces its pedestrian character.

Delmas Avenue/Downtown has been the symbolic center of Pascagoula since the City streets were first laid out in 1830, and it has become a center of commercial, retail and governmental activity. The area has retained a pedestrian-scale ambience, even in the face of enormous development pressures. A combination of project size limits, height limits, and floor area restrictions has encouraged preservation of the area's historic buildings and retention of the original street grid. To further shape and encourage publicly contributing and compatible redevelopment, the City should consider developing a Downtown Urban Design Guide.

Downtown is the heart of Pascagoula. Multiple studies and initiatives have been undertaken and are underway to promote downtown vitality. Foremost among these is the Urban Renewal Plan, adopted by the City Council in 2009, and which is hereby incorporated by reference into this Comprehensive.

In addition, the following programs and policies are designed to promote downtown vitality and support achievement of the goals and objectives of this Plan.

Program L-15:

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.

Program L-16:

Facilitate reuse of existing buildings.

Policy L-21:

Ensure that Delmas Avenue/Downtown is pedestrian-friendly and supports bicycle use. Use public art and other amenities to create an environment that is inviting to pedestrians.

Program L-17:

Improve the Delmas Avenue/Downtown area by adding landscaping and bicycle parking and encouraging large development projects to benefit the public by incorporating public art.

Highway 90 and the Singing River Hospital Area

Policy L-22:

Enhance the character of the Highway 90/Singing River Hospital Area as a mixed use area.

The Singing River Hospital area can provide a good example of a successful mixed use development pattern. It is home to such diverse uses as automotive services, dry cleaning, markets and cafes, medical offices and related services, industrial design and architectural firms. The Urban Design Guide should acknowledge the need to integrate this area with the rest of city while retaining its traditional identity and eclectic character.

Program L-18:

Prepare a Coordinated Area Plan for the Singing River Hospital area.

Highway 90

Policy L-23:

Maintain Highway 90 as one of Pascagoula's and the Mississippi Gulf Coast's premiere regional shopping areas. Encourage any new development along Highway 90 to occur through infill, including development on existing surface parking lots.

Program L-19:

Identify strategies to reuse surface parking lots and improve pedestrian and transit connections along Highway 90.

Program L-20:

Prepare a Coordinated Area Plan for the Highway 90 area

Coordinated area plans, like specific plans, provide a method and process to prepare a more detailed plan for development of an identified area, in this case Highway 90 from the new high rise bridge to Highway 63.

Program L-21:

Establish the following unranked community design priorities for the Highway 90 Area:

- Improving pedestrian, bicycle, transit, and auto connections to create an urban link between Highway 90 and the rest of the City.
- Creating a gateway to the City at Highway's 90 and 63, Pascagoula Street and the new high rise bridge.
- Infilling underutilized parcels with a mix of uses such as shopping, housing, office, hotel, and medical facilities.
- Improving public open space.

Multi-neighborhood Centers

Market Street

Policy L-24:

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:

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:

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.

Jackson Avenue

Policy L-27:

Develop the Jackson Avenue area as a well-designed mixed use district with diverse land uses, two- to three-story buildings, and as a pedestrian oriented street providing links to Market Street and the Delmas Avenue/Downtown Area.

Jackson Avenue is a mixed use area that links the Market Street Business District to the Delmas Avenue/Downtown Area. Jackson Avenue offers exceptional opportunities for in-fill development, as it includes several underutilized properties likely to redevelop in the near future. New housing in this area could provide the momentum for new pedestrian amenities.

Program L-25:

Prepare a Coordinated Area Plan for the Jackson Avenue area.

Program L-26:

Establish the following unranked priorities for redevelopment within the Jackson Avenue area:

- Connect the Jackson Avenue area and the rest of the City with multi-modal transportation.
- A program should be developed for the future use of the area for mixed density multi- family housing and a park or other open space.
- Encourage the development of Class A office space along Jackson Avenue.
- Complete Jackson Avenue Streetscape improvements. Provide pedestrian connections that complete the streetscape and create a walkable environment.

Ingalls Avenue

Policy L-28:

Develop Ingalls Avenue as an attractive community-serving retail center. Future development along Ingalls Avenue should preserve its existing amenities, pedestrian scale, and strengthen its architectural character.

The existing street is characterized by mostly one-story commercial buildings and a mix of residential development. There is an eclectic array of architectural styles and the conveniences of the local-serving businesses and grocery store are valued by the community. The street has some sidewalks. Many of the businesses do not have adequate parking causing some traffic to back into the street into oncoming traffic.

The street edge should be strengthened with wider, and in some cases adding sidewalks, street trees, and a bicycle path. Ingalls Avenue should be appreciated not only for its design opportunities but also for the convenience of its community-serving retail shops and grocery store. These uses as well as the design character should be preserved in any future site redevelopment.

Policy L-29:

Along Ingalls Avenue, encourage housing development consistent with a vibrant business environment.

Policy L-30:

Encourage improvement of pedestrian and auto circulation and landscaping improvements, including maintenance of existing oak trees and planting additional oak trees.

Program L-27:

Study ways to make Ingalls Avenue more pedestrian-friendly, including redesigning the street to provide wider sidewalks, safe pedestrian crossings at key intersections, street trees, and streetscape improvements.

Program L-28:

Provide better connections across Ingalls Avenue to bring the neighborhoods on the north and south side of this street together and to improve linkages to local schools and parks.

Policy L-31:

Allow a full range of office and retail uses on shallow parcels along Ingalls Avenue, subject to adequate buffering from adjacent residential uses.

Neighborhood Centers

Old Mobile Highway

Policy L-32:

Maintain the scale and local-serving focus of Pascagoula's Neighborhood Centers. Support their continued improvement and vitality.

Neighborhood Centers are smaller than Multi-neighborhood Centers and have more limited service areas. They should be pleasant, attractive places that provide opportunities for shopping as well as social contact with friends and neighbors. These three policies and three programs apply to all Neighborhood Centers.

Program L-29:

Evaluate current zoning to determine if it supports the types of uses and scale of buildings considered appropriate in Neighborhood Centers.

Program L-30:

Encourage property owners within Neighborhood Centers to prepare master plans, with the participation of local businesses, property owners, and nearby residents.

Policy L-33:

Encourage maximum use of Neighborhood Centers by ensuring that the publicly maintained areas are clean, well-lit, and attractively landscaped.

Policy L-34:

Facilitate opportunities to improve pedestrian-oriented commercial activity within Neighborhood Centers.

Program L-31:

Revise land use and zoning designations as needed to encourage medium density housing (20 to 25 units per acre) within or near Neighborhood Centers served by public transportation to support a more vital mix of commercial activities.

Bel Air Plaza

Policy L-35:

Redevelop Bel Air Plaza as a compact Neighborhood Center with diverse local-serving uses, a mix of one- and two-story buildings, adequate parking, and a network of pedestrian-oriented circulation, and gathering places.

The currently vacant Bel Air Plaza is in a strategic section of Old Mobile Highway, and has potential for redevelopment as a Neighborhood Center, primarily local-serving commercial uses. Future decisions on public and private improvements should seek to have Bel Air Plaza become a vibrant center to the surrounding neighborhoods.

Program L-32:

Prepare a plan for Bel Air Plaza and Old Mobile Highway with the participation of property owners, local businesses, and nearby residents. The plan should have a special emphasis on public improvements, including parking, street furniture and signage.

The Bel Air Plaza Plan should address the appearance and location of private development, but focus primarily on improvements to the public areas, including parking, street furniture and informational signs, and address the phasing, construction and financing of improvements.

Program L-33:

Make improvements to Old Mobile Highway that slow traffic, encourage commercial vitality, make the street more pedestrian-friendly, and unify the north and south sides of the commercial area, with consideration given to traffic impacts on the residential neighborhoods.

Program L-34:

Support bicycle and pedestrian trail improvements along a restored Old Mobile Highway.

Policy L-36:

Maintain existing residential uses along Old Mobile Highway to the east of Bel Air Plaza and encourage additional residential development.

Program L-35:

Retain the existing housing along Old Mobile Highway to the east of Bel Air Plaza and consider increasing the density to allow townhouses.

EMPLOYMENT DISTRICTS

Goal L-5:

High Quality Employment Districts, Each With Their Own Distinctive Character and Each Contributing to the Character of the City as a Whole

Pascagoula's Employment Districts represent a development pattern not found in other parts of the City. The Districts are characterized by large one- and two-story buildings separated by large parking lots, with minimal landscape areas. They are accessed primarily by automobile and are typically self-contained, with

limited connections to other parts of the City. Meeting daily needs such as child care, errands, and even eating usually requires a trip by car. As redevelopment occurs, design changes should shift these areas away from complete reliance on automobiles and promote pedestrian and bicycle connections to the rest of the City. Land use changes should provide a more diverse mix of services and activities.

Policy L-37:

Encourage Employment Districts to develop in a way that encourages transit, pedestrian and bicycle travel and reduces the number of auto trips for daily errands, in part by allowing consolidated parking areas rather than individual lots for each building.

Program L-36:

Modify existing zoning regulations and create incentives for employers to provide employee services in their existing buildings—for example, office support services, restaurants, convenience stores, public gathering places, and child care facilities—to reduce the need for employees to drive to these services.

Policy L-38:

Provide sidewalks, pedestrian paths, and connections to a future citywide bikeway system. Pursue opportunities to build sidewalks and paths in renovation and expansion projects.

Program L-37:

Design the paths and sidewalks to be attractive and comfortable and consistent with the character of the area where they are located.

DESIGN OF BUILDINGS AND PUBLIC SPACES

Buildings

Goal L-6:

Well-designed Buildings that Create Coherent Development Patterns and Enhance City Streets and Public Spaces

Pascagoula has many buildings, some with outstanding architectural merit, representing a variety of styles and periods. Among them are neoclassical buildings from the turn of the century, and contemporary buildings of recent decades.

Policy L-39:

Promote high quality, creative design and site planning that is compatible with surrounding development and public spaces.

Program L-38:

Update the Zoning Ordinance, create a design review process, establish design guidelines, and encourage Coordinated Area Plans to ensure high quality residential and commercial design.

Program L-39:

In areas of the City having a historic or consistent design character, design new development to maintain and support the existing character.

Policy L-40:

Encourage the design of buildings to revitalize streets and public spaces and to enhance a sense of community and personal safety. Provide an ordered variety of entries, porches, windows, bays and balconies along public ways where it is consistent with neighborhood character; avoid blank or solid walls at street level; and include human-scale details and massing.

Program L-40:

Undertake a comprehensive review of residential and commercial zoning requirements to identify additional architectural standards that should be incorporated to implement the goal of well-designed buildings.

Policy L-40.

Program L-41:

Use illustrations and form code methods for simplifying the Zoning Ordinance and to promote well-designed buildings.

Program L-42:

Discourage the use of fences that obscure the view of houses.

Tall fences along the street make the street both less appealing and less safe. Even the houses and yards behind tall fences are thought by law enforcement officers to be less safe when closed off from view. Being able to see private homes and gardens as you pass down the street conveys a sense that people are nearby and shows the special character of the neighborhood. While tall hedges can sometimes have the same undesirable effects as walls, they usually are more attractive and, in some areas, are an important component of neighborhood character. Both hedges and walls should be used in a way that permits views of the house from the street.

Policy L-41:

Encourage high quality signage that is attractive, appropriate for the location and balances visibility needs with aesthetic needs.

Program L-43:

Promote awards programs and other forms of public recognition for projects of architectural merit that contribute positively to the community.

Historic Character

Goal L-7: Conservation and Preservation of Pascagoula's Historic Buildings, Sites, and Districts

Pascagoula has a rich stock of historic buildings, some predating the City's establishment in 1904. The City's Historic Inventory has identified approximately fifty one (51) buildings of historical merit which are listed on the National Registry, and four historic sites. Three Historic Districts have been established; Front Street Historic District – May 1984, Krebsville Historic District – 1991, and Orange Avenue Historic District – August 2001. Others are currently being considered for addition to this list.

Policy L-42:

Encourage public and private upkeep and preservation of resources that have historic merit, including residences listed in the Historic Inventory.

Program L-44:

Review and update the City's Inventory of historic resources including any City-owned structures.

Program L-45:

Review the Historic Preservation Ordinance to ensure its effectiveness in the maintenance and preservation of historic resources.

Program L-46:

Maintain and strengthen the design review procedure for exterior remodeling or demolition of historic resources. Discourage demolition of historic resources and severely restrict demolition of Landmark resources.

Program L-47:

Encourage salvage of discarded historic building materials.

Program L-48:

For proposed exterior alterations or additions to designated Historic Landmarks, require design review findings that the proposed changes are in compliance with the Secretary of the Interior Standards for Rehabilitation. See the Appendix B: Supporting Information and Data for a listing of Buildings and Sites with Historical Significance which are on the National Registry.

Policy L-43:

Encourage the preservation of significant historic resources owned by the City. Allow such resources to be altered to meet contemporary needs, provided that the preservation standards adopted by the City Council are satisfied.

Policy L-44:

Actively seek state and federal funding for the preservation of buildings of historical merit and consider public/private partnerships for capital and program improvements.

Policy L-45:

Support the goals and objectives of the Statewide Comprehensive Historic Preservation Plan for Mississippi.

Policy L-46:

Relocation may be considered as a preservation strategy when consistent with State and National Standards regarding the relocation of historic resources.

Policy L-47:

To reinforce the scale and character of Delmas Avenue/Downtown, promote the preservation of significant historic buildings.

Older buildings may be at a disadvantage because of the expense and specialized skills needed to adapt them for contemporary use. This is particularly true where hurricane strengthening is needed or where the site cannot accommodate current parking requirements. In some cases, the use for which the building was designed is not even allowed by current zoning. The following programs are intended to help overcome these obstacles and enable older buildings to be more competitive with new development.

Program L-49:

Allow parking exceptions for historic buildings to encourage rehabilitation. Require design review findings that the historic integrity of the building exterior will be maintained.

Policy L-48:

Develop incentives for the retention and rehabilitation of buildings with historic merit throughout the City.

Program L-50:

Allow nonconforming uses for the life of historic buildings.

Program L-51:

Promote awards programs and other forms of public recognition for exemplary Historic Preservation projects.

Program L-52:

Streamline, to the maximum extent feasible, any future processes for design review of historic structures to eliminate unnecessary delay and uncertainty for the applicant and to encourage historic preservation.

Program L-53:

Encourage and assist owners of historically significant buildings in finding ways to adapt and restore these buildings, including participation in state and federal tax relief programs.

Policy L-49:

Promote adaptive reuse of old buildings.

Part of what makes Pascagoula's business districts and neighborhoods so interesting is the juxtaposition of buildings from different eras. This richness of character can be preserved by "adaptively reusing" or updating older buildings instead of tearing them down and replacing them. Even when the buildings are not historic, their reuse can help maintain the scale and visual interest of the City or a business district.

Policy L-50:

Establish procedures for the protection of designated historic buildings damaged by hurricanes or other natural disaster.

Program L-54:

Seek additional innovative ways to apply current codes and ordinances to older buildings.

Program L-55:

Revise existing zoning and permit regulations as needed to minimize constraints to adaptive reuse, particularly in retail areas.

Policy L-51:

Protect Pascagoula's archaeological resources.

The Pascagoula area is known to have been inhabited by indigenous people for many centuries prior to the arrival of the first Europeans. There may still be undiscovered archaeological resources in some parts of the City, in addition to the documented archaeological sites on Front Street (Michelle Mound) and on Greenwood Island. Such resources are most likely to occur near the original locations of streams and springs and near old tidelands.

Civic Uses

Goal L-8:

Attractive and Safe Civic and Cultural Facilities Provided in All Neighborhoods and Maintained and Used in Ways that Foster and Enrich Public Life

Pascagoula has a variety of schools, cultural, and civic facilities located throughout the community. These facilities can take on a more multifaceted role, serving as a center for public life in neighborhoods that do not have a commercial center close by. This role can be encouraged by physical changes that create informal gathering places, bicycle and pedestrian access, and lighting for night time use.

Policy L-52:

Promote the use of community and cultural centers, libraries, local schools, parks, and other community facilities as gathering places. Ensure that they're inviting and safe places that can deliver a variety of community services during both daytime and evening hours.

Program L-56:

To help satisfy present and future community use needs, coordinate with the Pascagoula School District to educate the public about and to plan for the future use of school sites, including providing space for public gathering places for neighborhoods lacking space.

Program L-57:

Enhance all entrances to Old Pascagoula High School Gymnasium Community Center so that they are more inviting and facilitate public gatherings. (Or ensure that there are inviting entrances incorporated into a new Community Center, if built.)

Program L-58:

Study the potential for landscaping, lighting, or park furniture that would promote neighborhood parks as outdoor gathering places and centers of neighborhood activity.

Policy L-53:

Provide comfortable seating areas and plazas with places for public art adjacent to the library and community center entrances.

Policy L-54:

Seek potential new sites for art and cultural facilities, public spaces, and open space that encourage and support pedestrian and bicycle travel and person-to-person contact, particularly in neighborhoods that lack these amenities.

Policy L-55:

Encourage religious and private institutions to provide facilities that promote a sense of community and are compatible with the surrounding neighborhood uses.

Public Ways

Goal L-9:

Attractive, Inviting Public Spaces and Streets that Enhance the Image and Character of the City

Streets and Paths

Policy L-56:

Maintain an aesthetically pleasing street network that helps frame and define the community while meeting the needs of pedestrians, bicyclists, and motorists.

As a public space, the street is one of the most important design elements that the City can control. Often, the character of the street is even more important than the buildings in forming the image of a particular neighborhood. In fact, Pascagoula's reputation as a gracious residential community can be greatly enhanced by the pleasing qualities of its best streets, fine street trees, well-kept lawns, appropriate setbacks, and attractive planting areas. These qualities give many neighborhoods a memorable and distinctive character.

Policy L-57:

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.

Policy L-58:

Integrate bayous and green spaces with the street and pedestrian/bicycle path system.

Open spaces ranging from pocket parks to large community parks are interspersed throughout Pascagoula. In addition, portions of some streams and marshland areas that run through the City remain in a natural condition. The

parks and natural areas are an important part of the City's character and also provide habitat for wildlife. They bring the sounds and sights of nature into the urban environment, adding visual interest and enriching daily life in the City. Streets and paths should be located to take advantage of these areas and make them accessible on an everyday basis whenever possible. This has already been done at places like B. B. Jennings Park, I.G. Levy Park, Beach Park and Beach Boulevard which are providing a location for strolling, jogging, sitting, and cycling. Other bicycle and pedestrian routes to popular destinations could also be designed to pass through parks or natural areas.

Scenic Streets

Policy L-59:

Preserve the scenic qualities of Pascagoula streets for motorists, cyclists, and pedestrians.

Program L-59:

Recognize Beach Boulevard, Front Street, and Pascagoula Street (River Road to Jefferson Avenue) as scenic streets.

Program L-60

Develop Coordinated area Plans for the streets listed in L-59.

The streets described in Program L-59 have particularly high scenic value:

- Beach Boulevard provides a visual link between the City and Mississippi Sound. It extends from The Point Park on the west end, to Greenwood Island on the east end. This street is characterized by its broad residential setbacks and oak-dominated landscaping, with a view of Mississippi Sound to the south. Significant historic structures including the Captain Colle House and the Bellevue/Longfellow House grace Beach Boulevard.
- Pascagoula Street extends from Beach Boulevard and the Mississippi Sound north to River Road and Jefferson Avenue. It is a curving street lined with gracious magnolia trees, Live Oaks and native tree species. Historically significant structures like the Barrett House, John C. Nelson House, W. D. Hughes House, Lemuel D. Herrick House, Old Pascagoula High School, Mayor Ebb Ford House, and the Pascagoula Street Railroad and Power Company make Pascagoula Street a memorable driving and walking experience. North of Convent Avenue, the street traverses Downtown Pascagoula. For several blocks, it is lined with Live Oaks and attractive historic and modern buildings. Further north, it leads into River Road, and an expansive view of the marshlands to the northwest.
- Front Street from John Avenue south past Dupont Avenue provides the opportunity for access to the Pascagoula River waterfront, and a view of the river/port activity. This is a "working", productive, major economic part of Pascagoula. Access to urban waterfronts, including dynamic "working" waterfronts should be encouraged. These waterfronts typically reflect the history of a community. History and

technology museums and exhibits as well as protected linear walkways and scenic towers/overlooks should be encouraged. The east side of Front Street still retains many significant trees and is the site of several homes of historic interest, including the John B. Delmas House and the Charles B. Delmas House. The Michelle Mound, a designated historic site is also located on Front Street. The street affords expansive views of open space as well as the site of significant historic structures. At a later date, perhaps the existing land south of Dupont Avenue that contained the Lewis House, east to the existing marshland area at the foot of Magnolia Street and the existing industrial lands, could be acquired for the location of a future Community Center/Performing Arts Center, museums and mixed use development to include restaurants, shops, hotels, offices, and conference/convention center.

Street Trees

Policy L-60:

Enhance the appearance of streets and other public spaces by expanding and maintaining Pascagoula's street tree system.

Regularly spaced street trees provide coherence and help make the street memorable. This is especially important where buildings are not a consistent scale and style.

Pascagoula is fortunate to have an excellent opportunity to create a street tree system with many positive design qualities. Regular spacing of trees that are similar in form and texture provides order and coherence and gives scale to the street. A canopy of branches and leaves provides shade for pedestrians and creates a sense of enclosure and comfort. On the City's many streets, especially the major arterials, trees of a single species should be planted at regular intervals, usually 25 to 30 feet apart. They should continue to the corners of blocks, reducing the apparent width of streets and intersections and defining the street as a continuous space. Protecting, maintaining, and enhancing the street tree system are among the most effective ways to improve the appearance of the City.

Gateways

Policy L-61:

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.

Program L-61:

Develop a strategy to enhance gateway sites with special landscaping, art, public spaces, and/or public buildings. An example of a gateway initiative is the restoration of the Round Island Lighthouse, which can be located at the entrance to the City on the south side of Highway 90.

Public Art

Policy L-62:

Promote and maintain public art and cultural facilities throughout Pascagoula. Ensure that such projects are compatible with the character and identity of the surrounding neighborhood.

Pascagoula should consider developing a tradition of enriching public spaces with works of art, ranging from the subtle inclusion of hand crafted artifacts into building architecture to the more traditional displays of sculpture at civic locations. While the City has no public art requirement, there is a growing public sentiment to explore new ways to integrate artwork into new development projects.

Policy L-63:

Consider public art and cultural facilities as a public benefit in connection with new development projects. Consider incentives for including public art in large development projects.

Some private and public development projects now include some form of artwork that enlivens public spaces. Paintings on Downtown buildings by local or regional artists, as recently completed on Canty Street, are excellent examples of public art. The goal is to seize every opportunity to provide art in public places throughout the City.

Policy L-64:

Use the work of artists, craftspeople, architects, and landscape architects in the design and improvement of public spaces.

Parking Lots

Policy L-65:

Minimize the negative physical impacts of parking lots. Locate parking behind Buildings, in parking structures or under elevated occupied spaces wherever possible.

Parking lots occupy large amounts of surface area in the City. They should be viewed as opportunities for open space and outdoor amenities rather than just repositories for cars. Consider including public art in parking lots and parking structures as well as consolidating parking for a general area rather than requiring separate parking lots for each building.

Program L-62:

Revise the Zoning Ordinance to require the location of parking lots behind buildings rather than in front of them, under appropriate conditions.

Program L-63:

Modify zoning standards pertaining to parking lot layout and landscaping for land uses within the City.

Policy L-66:

Require trees and other landscaping within parking lots.

Parking lots should be designed to include trees and landscaping, particularly at the perimeter. They should be pleasant for pedestrians and designed to encourage travel on foot to other destinations after arrival.

Program L-64:

Consider Zoning Ordinance amendments for parking lot landscaping, including requiring the use of hurricane resistant, relatively litter-free tree species capable of forming a 50 percent tree canopy within 10 to 15 years. Consider further amendments that would require existing nonconforming lots to come into compliance wherever possible.

Policy L-67:

Encourage alternatives to surface parking lots to minimize the amount of land that must be devoted to parking, provided that economic and traffic safety goals can still be achieved.

Program L-65:

Evaluate parking requirements and actual parking needs for specific uses. Develop design criteria based on a standard somewhere between average and peak conditions.

Policy L-68:

Encourage development that creatively integrates parking into the project by providing for shared use of parking areas.

Infrastructure

Policy L-69:

Design public infrastructure, including paving, signs, utility structures, parking garages and parking lots to meet high quality urban design standards. Look for opportunities to use art and artists in the design of public infrastructure. Remove or mitigate elements of existing infrastructure that are unsightly or visually disruptive.

Capital improvement projects represent substantial public investments. Areas of high pedestrian traffic should have priority for infrastructure repair. While the purpose of infrastructure is usually utilitarian or functional, attention to design details can add beauty to the City or even remedy an urban design defect. For example, replacing a sidewalk can provide an opportunity to create larger tree wells and provide new street trees.

Program L-66:

Undertake a coordinated effort by the Public Works, Utilities, Planning and Economic Development to establish design standards for public infrastructure and examine the effectiveness of City street, sidewalk and street tree maintenance programs.

Program L-67:

Promote the citywide undergrounding of utility wires. Minimize the impacts of undergrounding on street tree root systems and planting areas.

Program L-68:

Encourage the use of compact and well-designed utility elements, such as transformers, switching devices, and backflow preventers. Place these elements in locations that will minimize their visual intrusion.

Capital Improvement Needs/Opportunities

The following initiatives would benefit from public support in funding capital needs in a manner that would support achievement of the goals and objectives of this Comprehensive Plan:

- Funding for landscaping and other enhancements for the planned beachfront promenade
- Funding for upgrading a bulkhead in the inner harbor
- Funding to enhance access along Communy Bayou
- Incentives for redevelopment of the La Font Inn property and surrounding areas
- Continued investment in public amenities in waterfront areas to promote private reinvestment, such as the new parking facility
- Public investment and incentives for private development to invest in Lowry Island, as described in Appendix C.

Chapter 3: Transportation

Vision Statement

Pascagoula will provide accessible, attractive, economically viable and environmentally sound transportation options that meet the needs of residents, employers, employees and visitors for safe, convenient and efficient travel by a variety of methods. Streets will be safe and attractive, and designed to enhance the quality and aesthetics of Pascagoula neighborhoods. Emphasis will be placed on alternatives to the automobile, including walking, bicycling, public transit, and car and van pooling. The adverse impacts of automobile traffic on the environment in general and residential streets in particular, will be reduced. Solutions that reduce the growth in the number of automobiles on City streets, calm or slow traffic, and save energy will be supported. It is hoped that individuals will reduce their automobile trips by 10 percent by 2020, as alternative transportation methods are implemented. The City will seek out innovative funding sources and approaches to construct and maintain needed transportation systems. Pascagoula recognizes the regional nature of our transportation system, and will be a leader in seeking regional transportation solutions through long-term planning.

Introduction

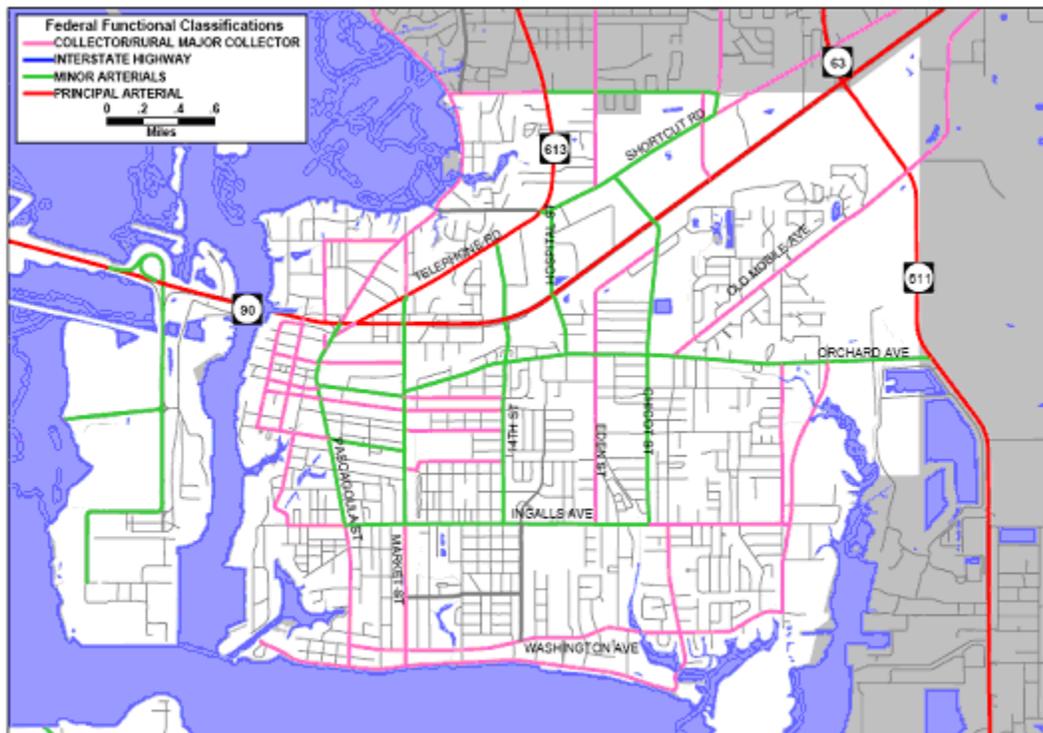
Meeting the transportation needs of residents, visitors, and businesses calls for comprehensive and forward-looking solutions. The Transportation Element provides a policy and program framework for these solutions. The Element recognizes that future growth in transportation needs cannot be met by the automobile alone. Strong dependence on the automobile has resulted in air and water pollution, excess noise, increased energy use, and visual degradation in Pascagoula and throughout the Mississippi Gulf Coast Bay Area. There have also been impacts on Pascagoula neighborhoods, as motorists have used local streets as alternatives to overcrowded arterials. This Plan is designed to address these issues comprehensively. Although it is intended to guide decisions over the life of this Plan, Pascagoula must make long term plans and lay the groundwork for the distant future—even 50 years out. The City must develop transportation systems that serve local, intercity and regional travel, and make investments in infrastructure that will lead to a truly integrated system.

This Element meets the State requirement for the Transportation Component. The following pages address the various aspects of circulation, including roadways, public transit, walking, bicycling, parking, special transportation needs, and aviation.

Roadway Inventory of Study Area and Construction Projects

FUNCTIONAL ROADWAY CLASSIFICATION

Functional classification is the process by which streets and highways are grouped into classes, or systems, according to the character of service they are intended to provide. Functional classification defines the part any particular road or street should play in serving the flow of trips through a highway network. The transportation system plays a dual role in providing (1) access to property, and (2) travel mobility. Access is a fixed requirement, necessary at both ends of any trip. Mobility, along the path of such trips, can be provided at varying levels, usually referred to as "level of service." It can incorporate a wide range of elements ranging from riding comfort and freedom to speed changes, the most basic being operating speed or trip travel time. The four functional systems for urbanized areas are urban principal arterials, minor arterial streets, collector streets, and local streets. As described in the Federal Highway Administration Functional Classification Guidelines, Local facilities emphasize the land access function. Arterials emphasize a high level of mobility for through movement. Collectors offer a compromise between both functions. Below is a map depicting the Federal Functional Classifications of the roads in Pascagoula. See Appendix B: Supplemental Information and Data, for a detailed definition of each classification of roadways. Following is Map 3-1, showing roadway classifications.



City of Pascagoula - Federal Functional Classification System



Roadway Construction Projects

Pascagoula is covered by the Mississippi Gulf Coast Metropolitan Planning Organization (MPO). The MPO considers transportation needs and develops plans and programs to address the needs. Central to the duties of the MPO is designating roadway construction projects and gaining approval of them in the State Transportation Improvement Program (STIP). See the Appendix B: Supporting Information and Data for a detailed description of an MPO and a detailed listing of transportation programs. Projects already committed for construction are shown in the table below and on MAP C-1.

TABLE 3.1: PASCAGOULA COMMITTED TRANSPORTATION IMPROVEMENTS

Shortcut Road	Hospital Road to Second Street
Chicot Road	US 90 to Shortcut Road
Old Mobile Hwy/Eden Street	Intersection
US 90 & 14 th Street	Intersection
US 90	Pascagoula Street to Verdon Street

Travel Demand Management

JACKSON COUNTY POTENTIAL PARK AND RIDE LOT LOCATIONS

In addition to promoting needed roadway construction projects, managing the demand for travel also is a component to transportation planning. (See Appendix B: Supporting Information and Data for an explanation of Travel Demand Management) Car pooling is an effective way to manage travel demand and providing park and ride lots are a key element in implementing such a strategy. Park and ride lots provide a place for the commuter to meet a car/vanpool and catch or transfer buses. It would be of great benefit to the City to encourage the establishment of park and ride lots for use by commuters traveling into Pascagoula on a daily basis.

In this section, potential park and ride lots are examined to assess feasibility of constructing a facility to support carpool, vanpool or transit programs. Below, each potential park and ride area is evaluated to assist decision makers with the final recommendations for additional park and ride lots in Jackson County.

The information presented in this section is based on trips made to major employment centers and what potential park and ride lot would best service them.

MAJOR EMPLOYMENT CENTERS

Presented below are some of the major employment centers in Pascagoula. These are the “areas” many daily commuter trips are made utilizing Pascagoula roadways.

1. Singing River Hospital

This work center consists of many retail establishments that employ 25 – 100 people each. The largest employer in this center brings approximately 2,000 employees a day to work that drive an average of 16 miles each way.

2. Chevron

This work center consists of several major employers including Chevron USA, Inc. (1,200 employees), First Chemical Corp. (200 employees), and others. The average trip to work for this center is about 24 miles each way.

3. Northrop Grumman

This work center includes the largest employer in the State of Mississippi. Northrop Grumman Ship Building employs approximately 10,500 people that on average drive 25 miles to work everyday.

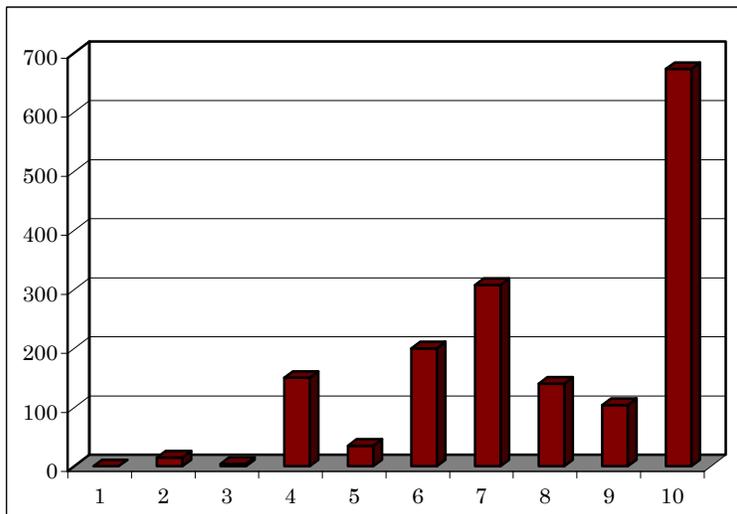
4. Bayou Casotte

Two major employers are located along Bayou Casotte Parkway. VT Halter Marine employs a staff of 665. Signal International employs a staff of approximately 450.

Hwy 57 & Gautier-Vancleave Rd (R)

This site would attract many employees going to Northrop Grumman as well as some going to the Biloxi casinos from Vancleave and north Jackson County. Interviews and investigation of property ownership indicated that known potentially available land could be available at this intersection.

HWY 57 & GAUTIER-VANCELEAVE RD (R)



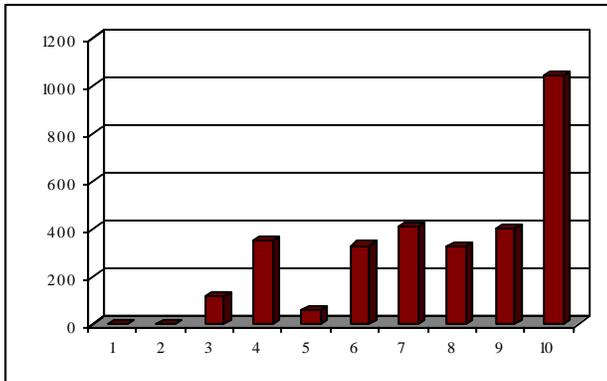
WORK CENTERS

1. Stennis Space Center
2. Hancock Medical Center
3. Grand Casino Gulfport, etc.
4. Mississippi Power Co., etc.
5. President Casino, etc.
6. Beau Rivage
7. Casino Row
8. Singing River Hospital
9. Chevron
10. Northrop Grumman

Hwy 57 & I-10 (C)

Most employees traveling through this area are going to Northrop Grumman. The drawback to this area is that it is fairly close to the only “official” park and ride lot in the region at Hwy 609 & I-10. This location would service a lot of the same commuters already using the Hwy 609 lot.

NUMBER OF POTENTIAL COMMUTERS USING THIS LOCATION HWY 57 & I-10 (C)



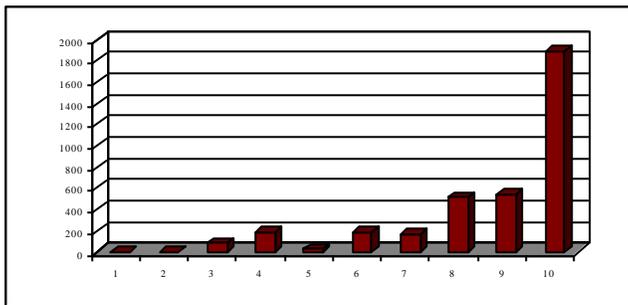
WORK CENTERS

1. Stennis Space Center
2. Hancock Medical Center
3. Grand Casino Gulfport, etc.
4. Mississippi Power Co., etc.
5. President Casino, etc.
6. Beau Rivage
7. Casino Row
8. Singing River Hospital
9. Chevron
10. Northrop Grumman

Gautier-Vancleave Rd & I-10 (B)

This location would capture Northrop Grumman, Chevron, First Chemical, and Singing River Hospital employees. Interviews and investigation of property ownership indicated that there is a possibility of the acquisition of minimal property from the Sand Hill Crane Wildlife Refuge at the intersection of Vancleave/Gautier Rd. and I-10. If Transit in Gautier were to expand to the north, this area would provide good support for that system.

NUMBER OF POTENTIAL COMMUTERS USING THIS LOCATION GAUTIER-VANCLEAVE RD & I-10 (B)



WORK CENTERS

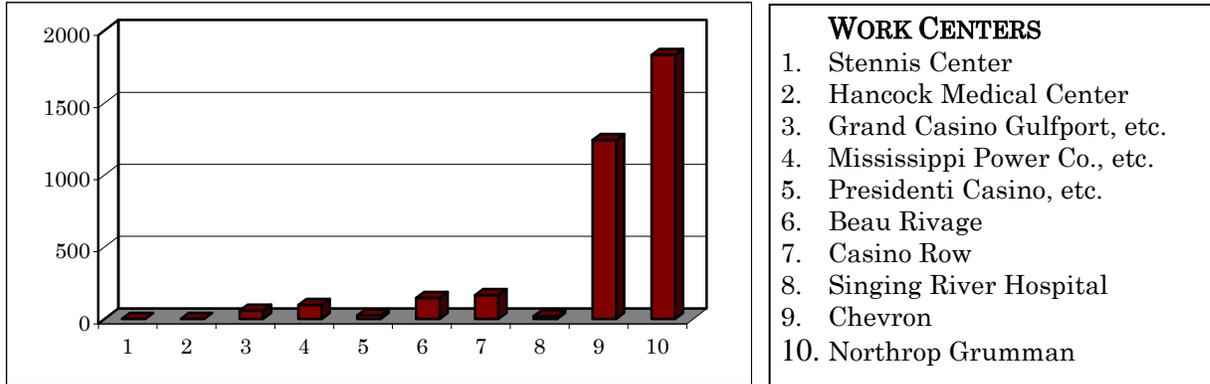
1. Stennis Space Center
2. Hancock Medical Center
3. Greand Casino Gulfport, etc.
4. Mississippi Power Co., etc.
5. President Casino, etc.
6. Beau Rivage
7. Casino Row
8. Singing River Hospital
9. Chevron
10. Northrop Grumman

Hwy 63 & I-10 (A)

This appears to be a good location to capture many Northrop Grumman, Chevron, and First Chemical employees. It is estimated that this location would yield about 47 cars per day being parked for carpool or Vanpool programs. There are already about 14 cars per day being parked in this area. Interviews and investigation of property ownership indicated that there is the potential for

property acquisition at the northeast corner of I-10 and Hwy 63 for Park and ride lot development. It is feasible that in the future as fixed route transit expands, this area could give support to a route in the Moss Point - Pascagoula area.

NUMBER OF POTENTIAL COMMUTERS USING THIS LOCATION HWY 63 & 1-10 (A)



TRANSIT DEVELOPMENT

The Coastal Transit Authority operates throughout the larger Mississippi Gulf Coast region. Consequently, transit development in Jackson County over the past five years has been largely dictated by outside, regional forces including the impact of Hurricane Katrina and the reshaping of development patterns along the Gulf Coast. Following the initial reallocation of operating resources, post hurricane services were eventually cut due to the loss of FEMA funding. Pascagoula’s Route 90: Gautier/Pascagoula, which linked businesses and services throughout the area, was one of the routes cut.

Although the CTA no longer provides a fixed transit route to Pascagoula, its 2007 “Transportation Development Plan” establishes a framework for rebuilding the region’s transit system, redefining its role in the community, and reestablishing a progression of service improvements. While the overarching goals identified in the TDP include the establishment of transit as a development strategy and the implementation of a multimodal networks featuring inter-city rapid transit and local feeder bus routes, specific rebuilding priorities were identified on a short-term, intermediate, and long-term basis. For Pascagoula, this translates into a number of targeted service improvement areas including the expansion of demand response services for Pascagoula/Moss Point, the expansion of ADA and senior citizen services to all of Jackson County, and the eventual establishment of a new Route 90 servicing Pascagoula/Moss Point. These targeted improvements are being continually evaluated and updated as development and travel patterns change in Pascagoula and the larger Mississippi Gulf Coast region.

The potential for transit service in Pascagoula and the determination of its optimal location can be evaluated through an examination of key variables associated with areas conducive to transit service. Analysis of key transit generating variables (listed below) yields a conclusion that employment and

residential patterns that exist would support transit service in Pascagoula. The transit-generating variables are:

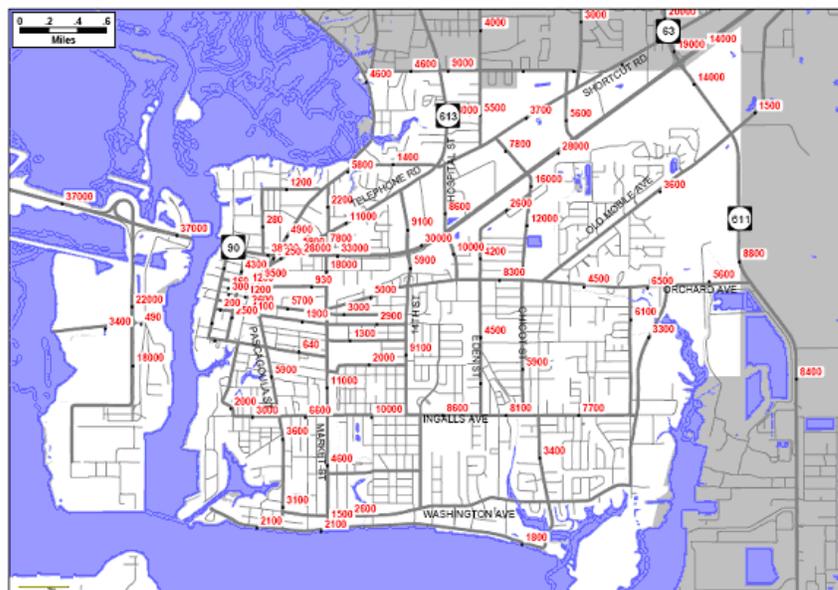
- Projected Population Data
- Employment Data
- Condo Development
- Residential Data
- Current Land Use
- Projected Shifts in Land Use
- Persons Below Poverty Level
- Percentage of Household with No Vehicle

Evaluation of the variables above shows that the most promising corridors for transit service are Highway 90 and Telephone Road.

EXISTING ROADWAY AND TRAFFIC CONDITIONS

The information presented in this section will identify and profile Pascagoula's roadway and transportation systems in terms of automobile use and capacity to better understand existing conditions. This analysis is intended to assist the City in determining short and long-range transportation priorities. This analysis is based on the average day in Pascagoula, therefore does not consider traffic due to special circumstances such as events, holidays, or possibly hurricane evacuation.

Annual average daily traffic for roadways (AADT) in Pascagoula and the Mississippi Gulf Coast region are provided by the Gulf Regional Planning Board (GRPC). The AADTs show demand on each segment of roadway in Pascagoula. The AADTs are shown on the following Map 3-2:



City of Pascagoula - Average Annual Daily Traffic

The following table shows the estimated existing levels of service (LOS) for various roadways in Pascagoula. All roadway segments that are estimated to be at LOS C, D, E, or F. Levels of Service are defined based on the hourly rate of traffic that crosses a point or intersection according to road, traffic, and control conditions. LOS designations reflect both speed and overall traffic counts with the system ranging from A, representing free flowing traffic, to F, representing congestion.

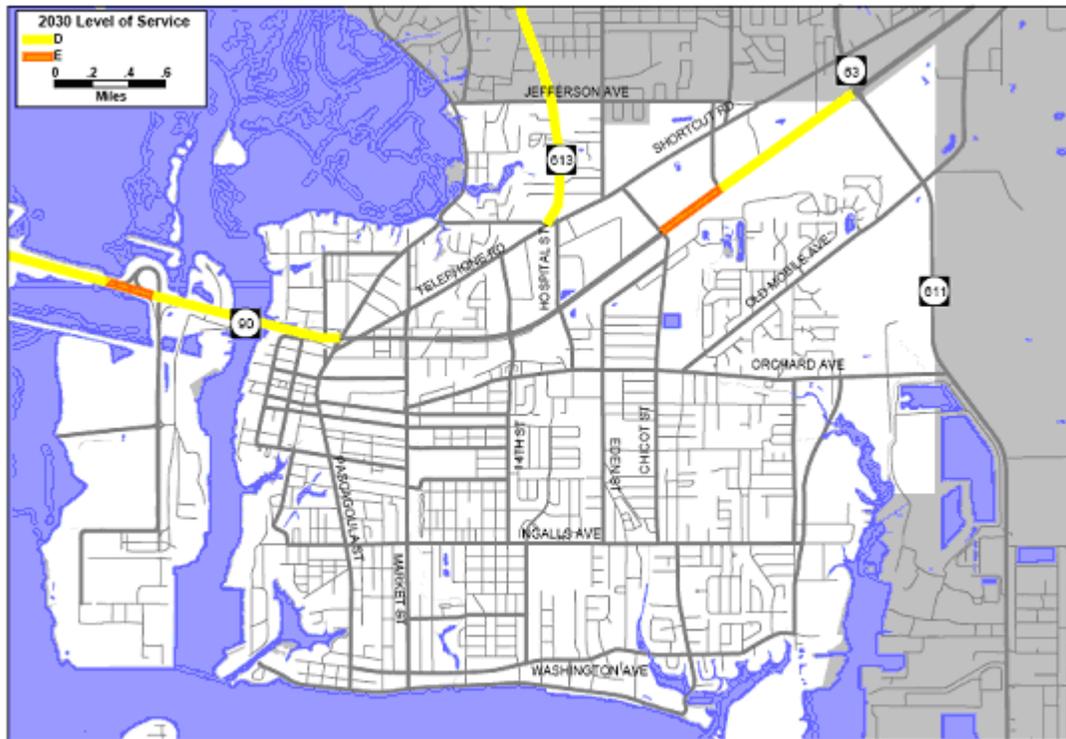
TABLE 3.3: LEVEL OF SERVICE ESTIMATES		
US 90	Hwy 63 to Chicot Road	D
Hwy 613	Shortcut Road to City Limits	D
US 90	Shipyards Access Road to Pascagoula Street	C
US 90	Market Street to Chicot Road	C
Chicot Road	Shortcut road to US 90	C
Hospital Street	US 90 to Old Mobile Hwy	C
Old Mobile Hwy	Hospital Street to Orchard Avenue	C
Market Street	US 90 to Krebs Avenue	C
Ingalls Avenue	Market Street to 14 th Street	C

Safety considerations should be a major factor when allocating limited funds to transportation improvement projects. The following locations are considered to be the most hazardous in Pascagoula because of high accident rates.

TABLE 3.4: PASCAGOULA AREAS OF SAFETY CONCERN	
1	14th St & Jackson Ave
2	Chicot Rd & Lanier Ave
3	Chicot Rd & Old Mobile Hwy
4	Denny Ave & Chicot Rd
5	Denny Ave & Hospital Rd
6	Denny Ave & Market St
7	Denny Ave & Veterans Blvd
8	Denny Ave & Victor St
9	Industrial Rd & Old Mobile Hwy
10	Ingalls Ave & 22nd St
11	Jackson Ave & Market St
12	Macpelah Rd & Andrew St
13	Market St & Communny Ave
14	Market St & Ingalls Ave
15	Old Mobile Hwy & Eden St
16	Old Mobile Hwy & Hospital Rd
17	Old Mobile Hwy & Marion St
18	Service Dr & Chicot Rd
19	Telephone Rd & 14th St
20	Telephone Rd & Andrew St
21	Telephone Rd & Hospital Rd
22	Telephone Rd & Ryder Av

TRAFFIC FORECASTS

Gulf Regional Planning Board, the Mississippi Gulf Coast area, provides the region with a travel demand-forecasting model. This model is a valuable planning tool that allows planners to make population and land use assumptions that lead to estimates of the future traffic demand of the study area. Presented below are Pascagoula's 2030 travel demand forecast deficiencies. The map shows the roadways that are expected to be at a level of service D or E if the projects that are currently committed are done. The analysis uses estimated capacities for the roadways based on the functional classification, number of lanes, whether it is divided or undivided, and the presence of left turn lanes. The model results presented on the following Map 3-3 and the table below show what is anticipated for the year 2030. The model assumes that the projects shown above in the Statewide Transportation Improvement Program are completed.



City of Pascagoula - 2030 Traffic Forecasted Level of Service



TABLE 3.5: 2030 LEVEL OF SERVICE FORECAST

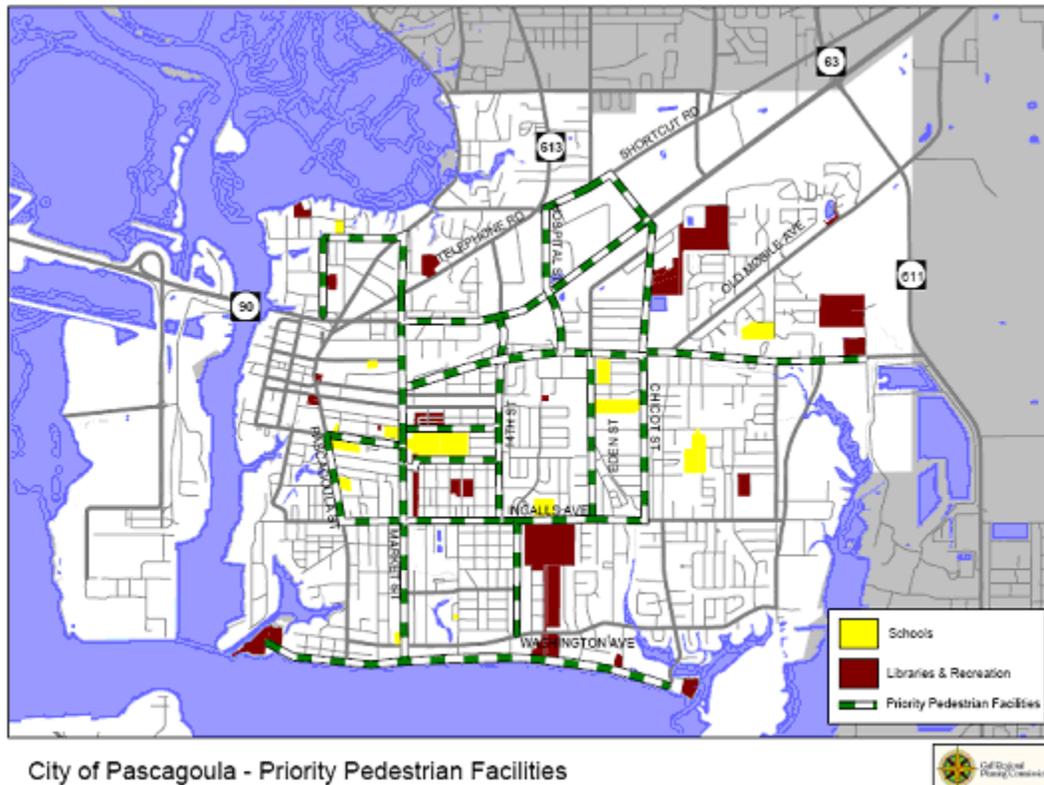
US 90	Hwy 63 to Veteran Blvd	D
US 90	Veterans Blvd to Chicot Rd	E
Hwy 613	Shortcut road to City Limits	D
US 90	Pascagoula Street to City Limits	D

LAND USE CONSIDERATIONS

The support of a city's economic development is a very important role of the transportation system. Pascagoula's commercial corridors are the roadways that support the existing major retail and service industry businesses. It is important to the businesses and the City that customers adequately and safely access the establishments on these corridors. The key commercial corridors in Pascagoula are Highway 90, Telephone Road, Hospital Street, 14th Street, Market Street, Jackson Avenue, Ingalls Avenue, and Old Mobile Highway.

PEDESTRIAN/BICYCLE FACILITIES

The promotion of walking and bicycling provides many benefits to a community including personal health, increased quality of life, and in some cases reduced vehicle congestion. Pedestrian and bicycle facilities have an extremely high effect on a community's livability. Therefore, it is a goal of the City to "develop a safe, pedestrian friendly, and efficient transportation system". This section of the document will provide information related to priority pedestrian facilities, pedestrian generators, and safety concerns. Though it is desirable to have sidewalks and other pedestrian facilities on all main thoroughfares, it is sometimes not possible to take this task on all at once. In the map presented below, "priority pedestrian facilities" are recommended for implementation in the City. Though there are already existing sidewalks on some of the roads recommended for sidewalks, it should be desirable to provide these priority areas with high quality pedestrian access and safety by routine maintenance or upgrade of the facilities. In order to properly identify and prioritize pedestrian facility needs, the community must identify the routes that pedestrians use or would use if facilities were available. To accomplish this, an inventory of pedestrian generators that produce or would potentially produce the highest levels of pedestrian activity is identified. Based on the transportation opinion survey that is regularly made available to the Pascagoula citizens by GRPC, 79% of respondents said they would like to walk to parks if the facilities were adequate. For the purposes of this plan, parks, recreation and schools are identified as the primary generators for the recommendation of the priority pedestrian facilities shown on Map 3-4. Another city-wide bike path was developed by the Renaissance Commission, using recommendations made by currently active bicyclists. Their report is included in this document by reference. While many of the recommendations are the same, there are some variances that should be taken into consideration when determining project priority. When designing and constructing roadway projects, sidewalks should always be added into the project. This extra cost will provide much benefit to pedestrians as well as the aesthetics of the community. In some cases the City may want to build some sidewalks or improve other pedestrian facilities even if there is no roadway project going on at the time. These "priority pedestrian facilities" presented here would help guide the City to areas of most need. Map 3-4, Priority Pedestrian Facilities, appears on the following page.



An adequate pedestrian facility does not only mean the presence of sidewalks. As safety or accessibility deficiencies are identified, the City will need to be aware of mitigation measures to improve pedestrian and bicycle accessibility and safety. Measures include but are not limited to:

- Improved Lighting
- Traffic control devices (pedestrian signals)
- Crosswalks
- Improved signing
- Roadway design strategies to safely separate vehicles and pedestrians
- Curb extensions
- Pedestrian crossing island or median
- Raised pedestrian crossing
- Curb ramps for ADA accessibility
- Remove sight obstructions such as trees, poles, signs, etc.
- Relocate obstacles in sidewalk such as utility poles to provide continuous passage
- Build missing sidewalk segments
- Sidewalk landscape buffer or bike lane as a buffer
- Addition of Street Trees, providing shade

Problems to be addressed include:

- Pedestrian has difficulty crossing high-volume and/or high-speed street
- Motorist's view of pedestrians is blocked
- Pedestrian's view of motorist is blocked
- Sidewalks are not accessible to all pedestrians
- Pedestrians and bicycles in the roadway
- Pedestrians have difficulty walking along roadway with high vehicle speeds
- Sidewalk is not available or is in poor condition

A bicycle network would ideally consist of proper bicycle lanes to facilitate bike traffic for proper mobility and safety. However, bicycle lanes may not always be cost feasible. Existing roadways with wide lanes or good shoulders are suitable for bicycle traffic if bike lanes are not an option. All bicycle facilities should have proper signage that indicates the presence of bike travel.

THOROUGHFARE PLAN

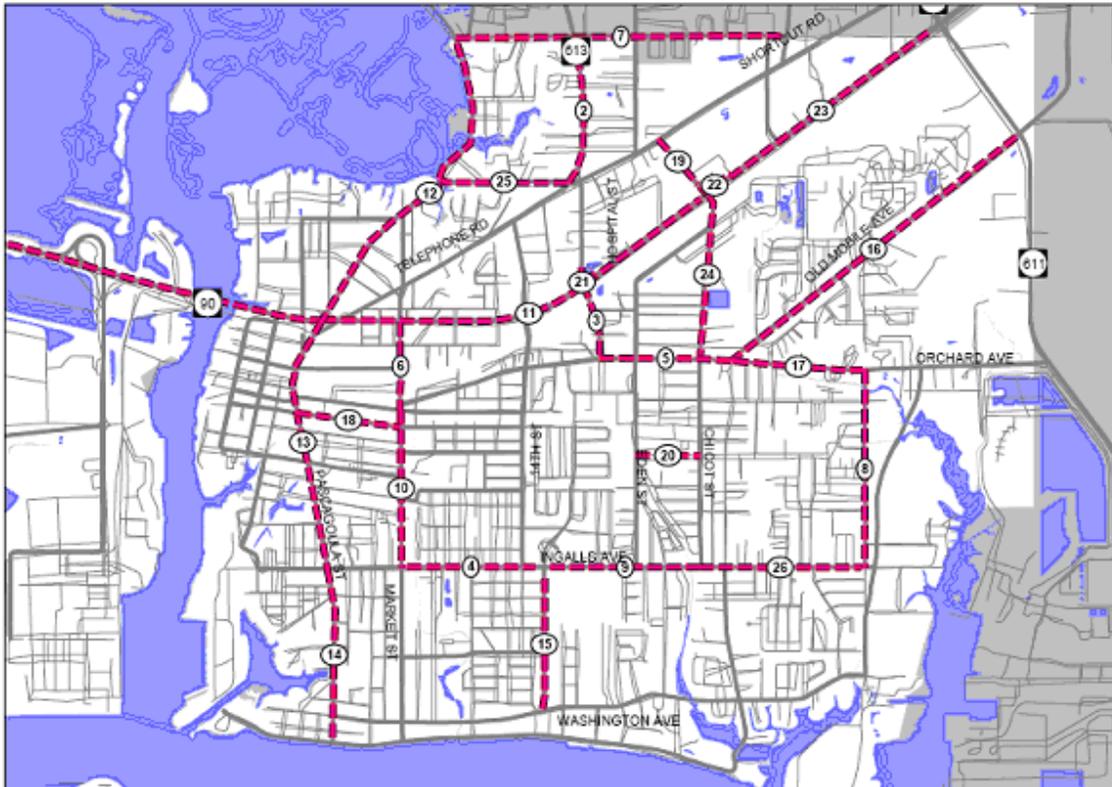
The Thoroughfare Plan is used by the City to assure the development of the most efficient and appropriate street system to meet existing and future travel needs. (See Appendix B: Supplemental Information and Data for a description of a Thoroughfare Plan) Below are the community needs identified by the plan.

TABLE 3.6: IDENTIFIED ROADWAY NEEDS

ID	ROUTE	LIMITS
1	Hwy 90	Pascagoula Street to City Limits
2	Hwy 613	City Limits to Shortcut Road
3	Hospital Street	Hwy 90 to Old Mobile Hwy
4	Ingalls Avenue	Market Street to Belair Avenue
5	Old Mobile Hwy	Orchard Avenue to Hospital Street
6	Market Street	Jackson Avenue to Hwy 90
7	Hwy 90	Chicot to Pascagoula Street
8	Pascagoula Street	Jefferson Ave to Hwy 90
9	Ingalls Avenue	Belair to Chicot Rd
10	Market Street	Ingalls Ave to Jackson Ave
11	Hwy 90	Chicot Rd
12	Pascagoula Street	Jefferson Ave to Hwy 90
13	Pascagoula Street	Hwy 90 to Ingalls Ave
14	Pascagoula Street	Ingalls Ave to Beach
15	Belair Street	Ingalls Ave to Washington Avenue
16	Old Mobile Hwy	611 to Orchard Avenue
17	Orchard Ave	Old Mobile Hwy to Louise Street
18	Convent Avenue	Market Street to Pascagoula Street
20	Scovel Ave	Chicot Road to Eden Street

21	Service Road and Hospital Rd	Intersection
22	Service Road and Chicot Rd	Intersection
23	Hwy 90	Chicot Road to Hwy 63
24	Chicot Road	Hwy 90 to Old Mobile Hwy
25	Catapala Avenue	River Road to Telephone Road
26	Ingalls Avenue	Chicot Rd to Louise Street

These Thoroughfare Plan needs are shown on the following Map 3-5:



City of Pascagoula - Potential Thoroughfare Needs



These needed projects have been prioritized in terms of benefit to the City in the context of the goals of this Comprehensive Plan. Rankings follow in order of highest priority:

TABLE 3.8: PROJECT RANKINGS			
ID	ROUTE	LIMITS	PRIORITY
5	Old Mobile Highway	Orchard Avenue to Hospital St.	1
4	Ingalls Avenue	Market Street to Belair Avenue	2
6	Market Street	Jackson Avenue to Hwy 90	3
9	Ingalls Avenue	Belair to Chicot Road	4
23	Hwy 90	Chicot Road to Hwy 63	5

TABLE 3.8: PROJECT RANKINGS

ID	ROUTE	LIMITS	PRIORITY
10	Market Street	Ingalls Ave to Jackson Avenue	6
11	Hwy 90	Chicot Rd to Pascagoula Street	7
22	Service Road and Chicot Rd	Intersection	8
3	Hospital Street	Hwy 90 to Old Mobile Hwy	9
24	Chicot Road	Hwy 90 to Old Mobile Hwy	10
8	Louise Street	Orchard Avenue to Ingalls Ave	11
21	Service Road and Hospital Road	Intersection	12
7	Jefferson Avenue	Pascagoula Street to 2 nd Street	13
13	Pascagoula Street	Hwy 90 to Ingalls Avenue	14
18	Convent Avenue	Market Street to Pascagoula Street	15
20	Scovel Avenue	Chicot Road to Eden Street	16
26	Ingalls Avenue	Chicot Rd to Louise Street	17
12	Pascagoula Street	Jefferson Ave to Hwy 90	18
14	Pascagoula Street	Ingalls Ave to Beach	19
15	Belair Street	Ingalls Ave to Washington Avenue	20
16	Old Mobile Hwy	611 to Orchard Avenue	21
17	Orchard Avenue	Old Mobile Hwy to Louise Street	22
 Improvement project is already committed to this area			

Projects shown in this table plan are a collection of people’s vision for Pascagoula. The Thoroughfare Plan is basically a “wish list” that does not consider available funding. This component of the plan will provide decision makers with evaluation of transportation objectives. The projects highlighted in yellow indicate that there is already a transportation project committed for that area; therefore the concerns identified in this plan may already be addressed. This process only indicates that improvements are warranted and would meet transportation objectives to a higher degree than other segments. Decisions to follow, which are far beyond the scope of this Plan, are to decide exactly what should be done on particular roadways and how these improvements should be designed. When a project gets to the design phase it is always important to consider all of the roadway’s users not just the vehicles.

Transportation goals and objectives will help guide transportation decision-making in Pascagoula. With a limited amount of financial resources devoted to transportation needs in the City, these goals and objectives will guide the development of a Streets Plan and assist public officials in maintaining consistency in transportation decision-making. Information presented in this document will be used along with other components of the Comprehensive Plan to form the basis for transportation system project development.

Goals, Policies, and Programs

ALTERNATIVE MODES OF TRAVEL

Goal T-1:

Planning and Development of Transportation Modes Offering Alternatives to Single-occupant Automobiles

Policy T-1:

Encourage the development of convenient, reasonably economic public transit options to serve the mobility needs of all segments of the population to and from major regional destinations.

Policy T-2:

Promote the development of Park and Ride areas to facilitate the use of alternative modes of transportation and coordinate the development of an intermodal system.

Policy T-3:

Collaborate with employers to encourage and implement methods such as flexible scheduling, vanpools and ridesharing to reduce peak hour congestion on major transportation corridors.

Policy T-4:

Emphasize the needs of the transit-dependent population (elderly, disabled, low-income) in the planning and prioritization of alternative transportation systems.

Policy T-5:

Encourage regional cooperation for the planning and development of alternative modes of transportation.

Public Transit

Goal T-2:

A Convenient, Efficient, Public Transit System that Provides a Viable Alternative to Driving

Policy T-6:

Provide local transit in Pascagoula

Some citizens feel that a user-friendly locally operated service would be well received. Regardless of who operates the system, it should provide frequent service in both directions on one or more neighborhood loops and among the Highway 90 and Market Street Shopping Areas, and Downtown.

Policy T-7:

Support continued development and improvement of Multi-modal Transit Stations.

Policy T-8:

Improve public transit access to regional destinations, including those within Pascagoula.

Policy T-9:

Encourage employers to develop shuttle services connecting employment areas with the multi-modal transit stations and business districts.

Several employers already provide such services for commuters during the peak periods. By routing shuttle service through the multi-modal stations, employees living in Pascagoula could connect with local transit serving Pascagoula neighborhoods.

Policy T-10:

Work towards integrating public school commuting into the local transit system.

Policy T-11:

Encourage amenities such as seating, lighting, and signage at bus stops to increase rider comfort and safety.

Providing attractive places to wait can reduce the stigma sometimes associated with public transportation.

Policy T-12:

Support efforts to integrate bus, and shuttle schedules at multi-modal transit stations to make public transit use more time-efficient.

Policy T-13:

Encourage a responsive private sector taxi service.

Bicycling and Walking (Pedestrian)

Goal T-3:

Effective Opportunities for Public Participation in Local Government Facilities, Services, and Programs that Encourage and Promote Walking and Bicycling

Pascagoula is developing a bikepath system. Bicycle facilities have become commonplace in many cities. Pascagoula's bicycle system could include on-road bicycle lanes and routes, off-road bicycle and pedestrian paths and bridges, bicycle boulevards, and bicycle parking facilities. The bicycle system could include unique features such as underpasses and bridges, spanning barriers

such as highways, bayous, and railroad tracks. The City could become a regional leader along the Mississippi Gulf Coast as a leader in the development of innovative bicycle projects and programs. Pascagoula is in a position to significantly increase its proportion of travel by bicycle. Its flat terrain, mild weather, grid street network, and environmentally- and health-conscious citizenry make cycling a practical option at a minimal cost. Future challenges include more routes for north-south travel and overcoming physical barriers like the existing railroad tracks and Highway 90.

Walking can comprise a share of trips as public transit, yet is an inexpensive and often overlooked means of transportation. Pascagoula's pedestrians are generally not well served by current facilities and will benefit from the attention given to street trees and bikeways. There will be more benefits in the future, as the City emphasizes walkable neighborhoods and pedestrian oriented design. The most needed improvements are to fill in the gaps in the sidewalk system, make intersection crossings "friendlier," and overcome the barriers to north-south travel.

Policy T-14:

Improve pedestrian and bicycle access to and between local destinations, including public facilities, schools, parks, open space, employment districts, and shopping centers.

Program T-1:

Develop and periodically update a comprehensive bicycle plan.

Program T-2:

Develop, periodically update, and implement a bicycle facilities improvement program and a pedestrian facilities improvement program that identify and prioritize critical pedestrian and bicycle links to parks, schools, retail centers, and civic facilities.

Program T-3:

Periodically produce a local area bicycle route map jointly with adjacent jurisdictions.

Program T-4:

Implement a network of bicycle boulevards.

A bicycle boulevard is a low volume through-street where bicycles have priority over automobiles, conflicts between bicycles and automobiles are minimized, and bicycle travel time is reduced by removal of stop signs and other impediments to bicycle travel.

Program T-5:

Develop public sidewalks and bicycle facilities in Pascagoula.

Though there are sidewalks present in many parts of Pascagoula, there are also many gaps. Sidewalks are desired by many citizens and visitors for exercise,

travel to work or play, errands, and access to the waterfront. Bicycle lanes need to be added or widened on many streets and at some intersections.

Program T-6:

Provide adequate outside through-lane widths for shared use by motorists and bicyclists when constructing or modifying roadways, where feasible.

Reducing traffic lane width is one of the easiest ways to gain space for additional lanes and increased roadway capacity. However, the needs of bicyclists who use the outside lanes must be considered before taking such actions.

Policy T-15:

Encourage the acquisition of easements for bicycle and pedestrian paths through new private developments.

Policy T-16:

Create connecting paths for pedestrians and bicycles where dead-end streets prevent through circulation in new developments and in existing neighborhoods.

Policy T-17:

Increase cooperation with surrounding communities and other agencies to establish and maintain off-road bicycle and pedestrian paths and trails utilizing bayou, utility, and railroad rights-of-way.

Off-road paths are best located away from the noise, emissions, and interfering traffic movements of roads and intersections. In built-up communities, the only available rights-of-way for paths outside of road corridors are usually associated with railroads, bayous, and utilities. Wherever possible, paths could be designed to connect with existing and planned trails in adjoining jurisdictions.

A key way to improve bicycle and pedestrian circulation is to overcome barriers and provide more linkages between destinations. Detouring around obstacles like highways and railroads is more significant to bicyclists and pedestrians than it is to drivers. Small-scale links that avoid the need to detour around large buildings, parking lots, or dead-end streets are also important. As with streets, there should be a hierarchy of pedestrian and bicycle routes, ranging from busy through-ways to low-volume streets to off-road routes that are free of traffic noise and congestion.

A bayouside levee can serve as a walking and bicycling path. In a built-up area, bayous may be the only available corridors free of automobile traffic that can provide opportunities for bicycling and walking links between different parts of town.

Program T-7:

Evaluate the design of a bicycle/pedestrian path along Highway 90 from Hospital Street to Highway 611.

The proposed path is only a conceptual idea at this time. Ideally, the path should be constructed as a multi-use trail that includes bicycles and pedestrians (possibly with parallel trail segments for different users).

Policy T-18:

Support the development of a Jackson County Countywide Bicycle System, and other regional bicycle plans.

Policy T-19:

Improve and add attractive, secure bicycle parking at both public and private facilities, including multi-modal transit stations, in City parks, in private developments, and at other community destinations.

Pascagoula's bicycle parking requirements for new construction could be a model for other communities. As a result, bicycle parking—which is as important as having bicycle routes—should be found at most destinations, including parts of Downtown. Secure bicycle parking at multi-modal transit stations is needed for intermittent users. Pascagoula should require high quality bicycle parking in private development projects and at public facilities.

Policy T-20:

Provide for the maintenance of bicycle and pedestrian infrastructure.

More than automobiles, bicycles are sensitive to poor pavement quality and roadway debris, which can increase bicycle travel time and the risk of accidents. Some bicycle lanes that are not adjacent to curbs do not receive adequate street sweeping, and off-road facilities are only minimally maintained. Thus, more attention and effort must be given to maintenance of roadway shoulders, bicycle lanes, and off-road paths. Sidewalks and other pedestrian amenities require periodic cleaning and maintenance, which need to be especially frequent in high pedestrian traffic areas.

Program T-8:

Provide regular maintenance of off-road bicycle and pedestrian paths, including sweeping, weed abatement, and pavement maintenance.

Program T-9:

Develop cooperative programs with the City and businesses to keep sidewalks clean in the Downtown, Jackson Avenue and Market Street business districts, and other centers.

Policy T-21:

Support the use of Downtown alleyways for pedestrian- and bicycle-only use.

Program T-10:

Develop a Downtown Urban Design Guide with emphasis on the use of alleyways for pedestrian- and bicycle-only use. Allow controlled vehicle access for loading and unloading where no alternatives exist.

Policy T-22:

Improve amenities such as seating, lighting, bicycle parking, street trees, and interpretive stations along bicycle and pedestrian paths and in City parks to encourage walking and cycling and enhance the feeling of safety.

Policy T-23:

Encourage pedestrian-friendly design features such as sidewalks, street trees, on-street parking, public spaces, gardens, outdoor furniture, art, and interesting architectural details.

Program T-11:

Improve pedestrian crossings with bulbouts, small curb radii, street trees near corners, bollards, and landscaping to create protected areas.

The pedestrian environment can be enhanced by features that offer visual interest and relief from building facades and wide expanses of asphalt. Street trees buffer walkers from traffic and intersection bulbouts shorten pedestrian crossings.

ROADWAYS

Goal T-4:

An Efficient Transportation System to Meet the Present and Future Mobility Needs of People, Goods, Materials, and Services

Policy T-24:

Identify and preserve the functional integrity of the corridors necessary to meet the City's potential future surface transportation needs.

Policy T-25:

Consider all roadway users including passenger vehicles, transit, bicyclists, and pedestrians during development and design of roadways

Policy T-26:

Balance the need for regional mobility with demands for local access onto major transportation corridors

Policy T-27:

Maximize the efficiency of the existing transportation system through efficient traffic management and operations techniques including signalization and additional turning lanes which help to regulate traffic flow and thereby increase capacity.

Consider traffic operational improvements designed to improve the efficiency of existing roadways prior to investing in system expansions or additions.

Policy T-28:

Enhance the efficiency of the transportation system by reducing congestion.

Identify roadways with increasing traffic that may experience future traffic flow concerns and give priority to improvements that relieve traffic congestion and decrease travel time on Pascagoula roadways.

Policy T-29:

Enhance the continuity of Pascagoula’s transportation system.

Consider projects that improve gaps or inefficient connections in the transportation system and provide for efficient north-south routes for commuters and hurricane evacuation.

NEIGHBORHOOD IMPACTS

Goal T-5:

A Transportation System with Minimal Impacts on Residential Neighborhoods

Many of Pascagoula’s streets are bordered by residential land uses. Citizens’ concerns reflect chronic problems like speeding, commuter shortcutting, and too much traffic. Police enforcement cannot be provided consistently enough to permanently reduce speeds and cannot reduce the amount of traffic in any case. Traffic calming refers to projects that make permanent, physical changes to streets to slow traffic and/or reduce volumes, thus improving their safety and addressing residents’ concerns. The challenge is to calm traffic on neighborhood streets in ways that are economically feasible and that still allow for reasonably efficient traffic flow.

Policy T-30:

Reduce the impacts of through-traffic on residential areas by designating certain streets as urban collectors.

The City has designated some streets as urban collectors to recognize that they carry large volumes of through-traffic but also have residential uses on both sides of the street. The City’s objective is to address the desires of residents of these streets who would like to have slower speeds, safer conditions for bicycles and pedestrians, and aesthetic improvements. This must be done economically and without appreciably reducing traffic capacity or diverting traffic onto local neighborhood streets. Examples of improvements are “boulevard” treatments (landscaped medians and planting strips), gateway features, and traffic signal changes.

Policy T-31:

Evaluate traffic calming in commercial areas by reducing through-traffic lanes and improving turning lanes, landscaping, and bicycle lanes.

In commercial areas, it may be feasible to reduce the number of lanes for through-traffic without losing too much traffic handling capacity. In these areas, curb lanes are often not very useful for through-traffic since they may be blocked or slowed by cars turning into and out of driveways and parking spaces.

Policy T-32:

Design and maintain the City street network to provide a variety of alternate routes, so that the traffic loads on any one street are minimized.

Policy T-33:

Keep all neighborhood streets open unless there is a demonstrated safety or overwhelming through-traffic problem and there are no acceptable alternatives, or unless a closure would increase the use of alternative transportation modes.

Street closures are controversial, disrupt the traditional neighborhood street grid, and may shift traffic to adjacent streets. However, closures are effective at eliminating through-traffic, especially when safety issues are involved. They may be a necessary design element for a bicycle boulevard or transit mall.

Policy T-34:

Implement traffic calming measures to slow traffic on local and collector residential streets and prioritize these measures over congestion management. Include traffic circles and other traffic calming devices among these measures.

Traffic calming measures can reduce speeds and return some through-traffic from local and collector streets to nearby arterials. Traffic calming also includes education and enforcement measures that promote changes in driver behavior. Where warranted by traffic conditions and residents' desires, Pascagoula may want to develop a policy to implement physical changes to local and collector streets that slow traffic close to the 25 mph residential speed limit. Creative approaches should be explored to achieve this policy. Physical changes must be safe and take into account the needs of all road users.

Policy T-35:

Reduce neighborhood street and intersection widths and widen planting strips as appropriate.

Policy T-36:

Make new and replacement curbs vertical where desired by neighborhood residents.

Vertical curbs prevent drivers from parking on sidewalks, a common and undesirable practice in areas where rolled curbs are not separated from sidewalks by planting strips. When conversion from rolled to vertical curbs is undertaken, the minimum area should be, in general, a street block and not individual properties.

Many residential streets, especially those built after World War II, are so wide and obstacle-free that they encourage speeding. These streets can be narrowed by adding trees in the parking lane, increasing shade and visual interest in addition to slowing traffic.

Policy T-37:

Where sidewalks are directly adjacent to curbs and no planting strip exists, explore ways to add planting pockets with street trees to increase shade and reduce the apparent width of wide streets.

In many of the areas of Pascagoula built since World War II, an integral curb and sidewalk design was used, resulting in sidewalks immediately next to traffic lanes. Adding planting pockets and street trees would promote pedestrian use and also provide visual cues to drivers to reduce speeds.

Policy T-38:

Evaluate a “guard and go” system of having stop signs approximately every other block on local residential streets to discourage through-traffic.

SAFETY & AESTHETICS

Goal T-6:

Reduction of the Adverse Environmental Impacts of Existing and Future Transportation Systems through a Combination of Careful Planning and Mitigation Techniques

Policy T-39:

Improve roadways that are identified for safety concerns.

Give priority to improvements on roadways with safety concerns based on applicable measures of performance.

Policy T-40:

Encourage the identification, designation and preservation and enhancement of scenic transportation routes and vistas.

Identify roadways that may benefit from techniques used to preserve scenic or recreational quality by incorporating techniques including setbacks, buffers, traffic calming and landscaping treatments.

Policy T-41:

Improve safety for pedestrians and bicyclists.

Give priority to improvements in areas identified for pedestrian or bicycle safety problems.

SPECIAL NEEDS

Goal T-7:

Mobility for People With Special Needs

Many people cannot or do not wish to drive and some are not able to use all transportation modes. Young people, seniors, people with low incomes, and people with disabilities all have special transportation needs. Pascagoula is committed to providing reasonable mobility for these populations and for others who do not or cannot drive. In the past, the City has made provisions for curb cuts, parking spaces, and audible traffic signals for people with disabilities. Pascagoula is committed to supporting full access to transportation for all people in the future. Implementation of the Americans with Disabilities Act (ADA) will ensure that all transportation facilities are usable by people with disabilities, precluding the need for separate, special services and equipment.

Policy T-42:

Address the needs of people with disabilities and comply with the requirements of the Americans with Disabilities Act (ADA) during the planning and implementation of transportation and parking improvement projects.

PARKING

Goal T-8:

Attractive, Convenient Public and Private Parking Facilities

Parking is allowed on most streets in Pascagoula, and large tracts of land in commercial areas are devoted to parking. Most public and private parking is provided “free” to drivers, although most business owner costs are ultimately passed on to consumers in the pricing of goods and services. Based on historical data for new parking structures, the cost of a net new parking space is approximately \$26,500, including design, construction and financing, plus an on-going annual cost of approximately \$220 per space for maintenance and enforcement. In Pascagoula’s business districts, public short-term customer parking is free. Parking issues in Pascagoula are primarily focused in the Delmas Avenue/Downtown Area, Jackson Avenue and along Market Street. If any new parking structures were to be built in the foreseeable future, the cost would be substantial. On-street parking in residential areas is generally plentiful and free to residents. The exception is in residential areas near business districts, where on-street spaces are often used by employees and customers. The challenge for the future will be to manage the existing parking supply, evaluate alternative parking options and evaluate the possibility of reducing parking demand by providing alternatives to driving. Ultimately, parking demand may only be managed effectively when users pay directly for its costs. Some of the proceeds could be used to finance and improve transportation modes that do not have the space requirements or environmental impacts of automobiles.

Policy T-43:

Provide sufficient parking in the Delmas Avenue/Downtown Area, along Jackson Avenue and Market Street Business Districts to address long-range needs.

Pascagoula’s policy is for new development to provide its own parking, as the existing demand exceeds the existing supply. Under certain circumstances, in-lieu fees could be paid instead of providing parking spaces. The fees could be used to provide future public parking spaces.

Program T-12:

Implement a comprehensive program of parking supply and demand management strategies for Downtown Pascagoula, Jackson Avenue, Market Street and Ingalls Avenue.

Program T-13:

Develop a working committee comprised of merchants, the Chamber of Commerce, neighbors, the Main Street Association, and a parking consultant to explore options for constructing new parking facilities or using existing parking more efficiently.

Policy T-44:

Protect residential areas from the parking impacts of nearby business districts.

Program T-14:

Discourage parking facilities that would intrude into adjacent residential neighborhoods.

REGIONAL LEADERSHIP

Goal T-9:

An Influential Role in Shaping and Implementing Regional Transportation Decisions

Increasing population and traffic congestion over the past 20 years have required an increased emphasis on regional solutions to transportation issues. A regional approach for some transportation issues is needed to avoid local solutions that simply shift the problem elsewhere or produce unintended results. For instance, a higher gas tax or parking fee in Pascagoula might shift business to other cities.

Pascagoula has been an active participant in the development of MULTIPLAN, the Mississippi Gulf Coast Urbanized area 2025 Transportation Plan. This document was prepared by the Gulf Regional Planning Commission, as the designated Metropolitan Planning Organization responsible for updating the overall transportation plan for the Mississippi Gulf Coast Urbanized Area.

Under the Metropolitan Planning Organization transportation planning function, two committees were established to oversee the planning process. The

Transportation Policy Committee was established to make decisions regarding the approval and adoption of transportation plans and programs. The second committee, the Technical Coordinating Committee was established to provide review and evaluation of the technical aspects of the planning activities. Pascagoula representatives participate and provide leadership on both of these committees.

Policy T-45

Lead and participate in initiatives to manage regional traffic.

Policy T-46:

Collaborate with public interest groups and local, state, and federal governments to study and advocate transportation regulatory changes, such as an increase in the gasoline tax and market pricing efforts.

Policy T-47:

Support the efforts of the Gulf Regional Planning Commission (GRPC) to coordinate transportation planning and services for Pascagoula and the Mississippi Gulf Coast Area.

Policy T-48:

Support state and federal legislation to reduce motor vehicle emissions, noise, and fuel consumption.

AIRPORT

Goal T-10:

A Local Airport with Minimal Off-Site Impacts

Pascagoula is served by the Trent Lott International Airport, located in Moss Point, Mississippi. The Trent Lott International Airport is a County-operated facility strategically located 30 miles west of Mobile, Alabama, and 45 miles east of Gulfport, Mississippi. Interstate 10, U.S. Highway 90, U.S. Highway 63 and the City are within 10 miles of the airport. It is a general aviation facility with a strategic location close to major regional employment centers, including Northrop-Grumman and The Port of Pascagoula. The Airport provides a much-needed business and recreational facility for the Mississippi Gulf Coast area. The airport is equipped with an Instrument Landing System (ILS) and an Automated Surface Observation System (ASOS). The runway is 6,500 feet long and can support 60,000 pounds per wheel for dual wheel loading.

Trent Lott International Airport is ideal for inter-modal and air cargo transport, the airport is situated on over 500 acres of prime industrial/business park space, and is designated in a future Foreign Trade Zone. Rail, water, natural gas and other amenities are on site.

Policy T-49:

Support the continued vitality and effectiveness of the Trent Lott International Airport.

Pascagoula will support improvement and expansion of existing Airport facilities.

LAND USE

Goal T-11:

Land Use Planning that Maximizes Transportation Efficiency for all Modes and Considers the Economic Development of the City

Policy T-50:

Use transportation development to support the economic development of major activity centers.

Give priority to projects that support shopping and other existing and future commercial development.

Policy T-51:

Consider advance right-of-way preservation and/or dedication for transportation corridors.

Use major thoroughfare plan to develop policies and procedures for ROW preservation as an outgrowth of this plan.

Policy T-52:

Preserve the functional capacity of major transportation corridors

Identify procedures to design roadways to fit the surrounding land use such as limited access.

Policy T-53:

Plan, build and manage the capacity of the roadway system to accommodate maximum expected land use densities.

Use the transportation forecasting model to evaluate transportation improvement projects.

Policy T-54:

Evaluate land use patterns which place exceptionally large demands on the transportation systems and mitigate their impact.

Policy T-55:

Facilitate multimodal travel opportunities and intermodal goods movement.

Provide for improvements that provide faster or more direct access to industrial parks, airports, passenger rail stations, bus depots, maritime ports, freight rail or trucking facilities.

Policy T-56:

Improve regional access to community facilities.

Provide for facilities that give access to recreation, government buildings, hospitals and medical facilities.

FUNDING

Goal T-12:

Planned Transportation System in a Coordinated and Cost-Effective Manner Utilizing a Fair, Equitable and Sufficient Method of Funding

Policy T-57:

Provide recommendations that support available funding including short-term projects that could be implemented immediately as well as those geared toward long-range plans.

Develop a list of proposed roadway improvements. Establish project evaluation and prioritization methods based on the goals of the plan.

Capital Improvement Needs/Opportunities

The following initiatives would benefit from public support in funding capital needs in a manner that would support achievement of the goals and objectives of this Comprehensive Plan:

- Funding for re-instituting public bus service.
- Public investments in the “Complete Streets” concept to promote pedestrian and bicycle activity enhancements.
- Develop a list of priority roadway improvements, to include Gateway treatments at entrances to the City.
- Develop additional public parking in the Delmas Avenue / Downtown Area, along the Jackson Avenue and Market Street Business Districts.

Chapter 4: Housing

Vision Statement

Pascagoula will aggressively pursue a variety of housing opportunities that enhance the character, diversity and vitality of the City. The City is committed to increasing the development of affordable and market-rate housing. Existing housing, particularly rental units, will be conserved and rehabilitated or replaced. Pascagoula will continue its strong commitment to supporting agencies that assist households with special needs. The City will foster an environment free of discrimination and the barriers that prevent choice in housing. It will place special emphasis on family housing and housing that addresses the health care, child care, transit, recreation and social service needs of all Pascagoula residents.

Introduction

State law mandates that the Housing Element contain specific data, address certain topics, and establish a workable strategy for meeting the City's share of the region's housing needs. This document includes the data required for State compliance, and is incorporated by reference as part of the Comprehensive Plan. This chapter begins with a synopsis of the Technical Information Required. It proceeds with the City's housing goals, policies, and programs.

POPULATION GROWTH

Approximately 26,200 people made their home in Pascagoula according to the 2000 Census. Estimates generated by Gulf Regional Planning Commission indicated that by 2004, 26,401 people lived in the City. The 2009 is 23,667, reflecting a population loss of approximately 2,500 due to the impacts of Hurricane Katrina.

TABLE 4.1: POPULATION IN PASCAGOULA AND OTHER CITIES IN JACKSON COUNTY, 1990 - 2009

LAND USE	1990	2000	2009
Jackson County	115,243	131,420	132,922
Pascagoula	25,899	26,200	23,667
Gautier	10,088	11,681	16,457
Moss Point	17,837	15,851	13,955
Ocean Springs	14,658	17,251	17,360

Approximately 18% of Jackson County's population lives within Pascagoula. In 1990, census data indicated that as much as 22.5% of the county population lived within the City. Better roadways and changing demands for housing have

allowed people to search for homes in other areas of Jackson County, away from their jobsites within the City. The single-digit growth rate of the City compared to the double-digit growth rate of Jackson County is not unusual among the Coastal counties. In all three coastal counties most of the population growth occurred in the unincorporated areas of the County, in many cases adjacent to the incorporated city boundaries.

A review of population data by Census Tract between 1990 and 2000 indicated that only two Tracts experienced population growth among Pascagoula Tracts. These two Census Tracts are Tract 419 and Tract 420. Census Tract 419 is located on the very northern limit of the City, with Telephone Road and the CSX Railroad Tracks as a boundary. Census Tract 420 is located on the eastern side of the City, with a northern boundary of the CSX Railroad tracks, a western boundary of Eden Street and Nathan Hale, a southern boundary of Orchard Avenue and an eastern boundary of Industrial Road.

While many Census Tracts did not register an increase in population, most indicated an increase in the number of households.

Households in the City are becoming smaller, not unlike that across the Nation. Nationally, the number of people per household is 2.59. The average household size in Pascagoula is smaller, at 2.52 people per household. In 2000, smaller household sizes were found in Census Tracts 419, 423, 424, 425 and 426. Larger than average household sizes were found in Census Tracts 420, 421, and 422.

AGE

Slightly more than 61% of the population in Pascagoula is of working age between the ages of 18 and 64. This is slightly higher than the State average, but consistent with the average for other cities across the coast.

TABLE 4.2: POPULATION BY AGE				
AREA	0 TO 17	18 TO 64	64 & OLDER	MEDIAN AGE
Pascagoula	27%	61%	12%	32.6
Biloxi	24.2%	63.8%	12%	32.5
Gulfport	26.0%	62.6%	11.4%	33.6
Ocean Springs	26.3%	61.3%	12.5%	37.5
Gautier	28.4%	63.3%	8.3%	32.7
Moss Point	26.8%	60.6%	12.6%	36.7
Jackson County	29.7%	60.9%	9.4%	34.7
Harrison County	27.5%	61.7%	10.8%	33.9
Hancock County	27.3%	58.4%	14.2%	38.5
Mississippi	29.0%	58.5%	12.5%	33.8

Approximately 61% of the population of the City is of working age, between the ages of 18 and 64 and about 27% of the population is age 17 or younger. Pascagoula's percentage of residents under the age of 18 falls slightly below that of Jackson County, but exceeds the State level. Yet, the percentage of residents under 18 in Pascagoula and in Gautier is slightly higher than other Jackson County cities, and the Cities of Gulfport and Biloxi.

The age distribution in Pascagoula is reflective of an active military population and represents a strong working age population. The median age in Pascagoula is younger than that for Jackson County, the State and most Jackson County and Coastal Cities.

EDUCATION

Approximately 81% of Jackson County residents have achieved a high school education. This figure exceeds the state average of 72.9% and the National average estimated to be 68%.

According to Census figures, 16.5% of Jackson County residents are college graduates. Census figures show that approximately 15.6% of Pascagoula residents have achieved at least a bachelor's degree—compared to 16.9% for the State of Mississippi and 24.4% for the nation.

DIVERSITY

The City has a diverse population. Approximately 29% of the City's population is African-American. Residents of Native American, Asian-American and Other Races are also represented within the City.

HOUSING UNITS

The City is one of the most unique communities on the Mississippi Gulf Coast. Historically, the community has been transformed by manufacturing due to the locations of Northrop Grumman, Chevron, International Paper and the many ship builders and ship building support businesses within the area. This manufacturing base spawned the need for many types of housing including temporary housing, housing for single people, middle-class family housing and executive housing.

Most of the City's existing housing was built between 1960 and 1979. About 56.8% of the City's existing housing stock was built during these two decades. Nearly 90% of the housing stock in the City was built prior to 1979.

About one-third (31.1%) of all homes built prior to 1939 were located within Census Tract 424. This area is known as Old Scranton, and is bounded on the west by the Northrop Grumman Shipbuilding East Bank Operations, on the south by Columbus Drive and Ingalls Avenue, on the east by 14th Street to Taylor Street, north along a drainageway to Convent Avenue, along Convent to Pascagoula Street and then along Dupont Avenue to the waterfront.

The youngest neighborhoods in the City are located on the eastern edge of the city, away from the Pascagoula River waterfront.

The predominant type of housing in Pascagoula is single-family housing. Approximately 65% of the housing stock in the City is single family homes.

Compared to both Jackson County and to the United States, the City has considerably fewer owner-occupied units, and more renter-occupied units. Census data indicate that 56.8% of the occupied housing units within the City are owner-occupied, compared to 66.2% for the United States and 74.6% for Jackson County.

INCOME

The 2000 Census indicated that the per capita income in Pascagoula was \$16,891. In 2008 figure had risen to \$22,763. The per capita income measures the average amount of income generated by all residents within the boundaries of the city from all sources of income including wages and transfer payments. Median household income for Pascagoula, as of 2008, is \$42,579.

JURISDICTION	PER CAPITA INCOME	MEDIAN HOUSEHOLD INCOME
Pascagoula	\$22,763	\$42,579
Jackson County	N/A	\$51,982
Mississippi	N/A	\$37,790
United States	\$30,103	\$52,029

The median household income for the City is higher than the per capita income for the State of Mississippi and lower than the per capita income for Jackson County. Comparatively, the median household income for the City is lower than the median income for the United States.

Jackson County households compare favorably to the United States in terms of the median household income.

In 2008, 20.7% of residents living in the City lived below the poverty level, approximately the same figure as the State of Mississippi (19.9%). Again, Jackson County (12.7% of residents below the poverty level) and the United States (13.2% of residents below the poverty level) show similar profiles.

HOUSING COST

Housing values within the City are higher than the average for the State and lower than the average for Jackson County. In 2008 the median value of a single family dwelling in the City was \$121,291, compared to \$99,700 for the State of Mississippi and \$133,900 for Jackson County.

Between 1990 and the year 2000, the median value of owner occupied units in the City increased by 42%. Between 2000 and 2008 the value of units increased sharply, by 75%. Nationally, those median value figures increased 38.5% between 1990 and 2000, and then increased 37% between 2000 and 2008. Most national data show a decline in median home value from 2008-2009. A review of building permit data in Pascagoula reflects this rise and decline in average costs of new house construction, with a peak in building permit activity having occurred in 2006, in the aftermath of Hurricane Katrina.

TABLE 4.4: SINGLE-FAMILY NEW HOUSE CONSTRUCTION BUILDING PERMITS IN PASCAGOULA		
Year	Buildings	Average Cost
1996	22	\$107,800
1997	9	\$ 99,100
1998	15	\$112,700
1999	30	\$143,000
2000	21	\$116,200
2001	12	\$192,000
2002	7	\$171,000
2003	13	\$145,400
2004	16	\$164,600
2005	30	\$157,300
2006	191	\$181,400
2007	67	\$149,400
2008	54	\$146,800
2009	36	\$139,800

Goals, Policies, and Programs

HOUSING OPPORTUNITIES

Goal H-1:

A Supply of Affordable and Market Rate Housing That Meets Pascagoula's Share of Regional Housing Needs

The Pascagoula area of the Mississippi Gulf Coast region has limited housing opportunities relative to the number of jobs. The Comprehensive Plan's policies and programs promote a variety of housing opportunities for all income ranges. Housing diversity will enhance Pascagoula's social and economic strength. A commitment to the increased production of housing for all income levels will help the City continue to be a distinctive, diverse and desirable place to live. Residents will benefit from an increased awareness about housing needs, diversity and opportunities.

Policy H-1:

Meet community and neighborhood needs as the supply of housing is increased.

Increasing the housing supply meets an important citywide need. However, to be truly beneficial for all Pascagoula citizens, new housing must be designed and located in a way that enhances the character of existing neighborhoods. Increases in the housing supply should be accomplished without diminishing the quality of City services or surpassing the capacity of infrastructure and transportation facilities.

Policy H-2:

Consider a variety of strategies to increase housing density and diversity in appropriate locations.

Program H-1:

Allow for increased housing density immediately surrounding commercial areas and particularly near possible transit centers.

Pascagoula has a variety of commercial areas, and a limited bus route serving its commercial areas. Allowing increased density in these areas achieves a number of important objectives. It allows the housing supply to be increased while minimizing visual and physical impacts on nearby lower density areas. It also encourages the use of transit, reduces auto dependency, and supports the City's air quality goals.

Program H-2:

Consider enacting minimum density requirements in multiple family zones.

Most recent housing developments in Pascagoula have not been constructed to the maximum densities allowed by zoning. Market conditions, bank financing, and insurance requirements have favored the construction of single family detached houses. To increase housing supply and obtain densities closer to those envisioned by zoning policies, the City should explore requiring minimum densities in the multiple family zones. This is particularly important given the limited number of vacant multifamily sites remaining in Pascagoula and their potential contribution towards meeting the City's housing needs.

Program H-3:

Evaluate zoning incentives that encourage the development of diverse housing types, including smaller, more affordable units and two- and three-bedroom units suitable for families with children.

A variety of housing types is desired in Pascagoula to address the broad spectrum of needs. By providing incentives to develop housing units of less than 1,200 square feet, the affordability and number of potential units can be increased. Incentives to develop such housing should be pursued. Incentives might include reduced parking or open space requirements, density bonuses, reduced lot coverage standards, or City financial participation. Certain locations near schools, parks, and quiet streets provide the best sites for households with children.

Program H-4:

Evaluate the provisions for second dwelling units in single family areas to determine how additional units might be provided.

Second units can provide additional rental housing that is both desirable and unobtrusive. A "cottage" regulation should be evaluated to determine how additional units might be provided through increased flexibility in the regulations such as reduced parking requirements, limiting the maximum size of the unit,

allowing for attached units, and reducing the minimum lot size requirement. Appropriate development controls and review procedures should ensure compatibility with adjacent properties.

Program H-5:

Create a Planned Development zone that allows the construction of smaller lot single family units and other innovative housing types without the requirement for a public benefit finding.

A designation defined as a “Planned Community” zone would allow flexibility in design while providing a highly inclusive public review process. Because there is such a strong need for housing in the City, the requirement for a public benefit finding can be eliminated if the project significantly increases the housing supply over what would otherwise be allowed by existing zoning. While new zoning regulations are anticipated to implement the “Planned Community” land use designation, it is not possible to predict all of the prototypes the market will invent. Therefore, a flexible zoning designation is desirable.

Program H-6

Amend zoning regulations to permit residential lots of less than 7,200 square feet where smaller lots would be compatible with the surrounding neighborhood.

Some Pascagoula neighborhoods have lots that are smaller than the 7,200 square foot minimum currently required by zoning. Allowing additional smaller lots would result in more units and create greater housing opportunities. Nontraditional housing, such as courtyard units and small lot single family homes, promote interaction among residents, provide privacy, and allow for joint use of land and facilities.

Program H-7:

Modify parking requirements to allow higher densities and reduced housing costs in areas appropriate for reduced parking requirements.

Policy H-3:

Support the designation of vacant or underutilized land for housing.

Policy H-4:

Encourage mixed use projects as a means of increasing the housing supply while promoting diversity and neighborhood vitality.

Commercial areas and parking lots offer some of the best opportunities for new housing. Residences can be built over stores, offices, parking lots and even some industrial buildings. Parking lots may be able to serve a dual purpose, serving businesses by day and residences by night. Mixed use projects should not be limited to “vertical” integration in a single building, but should also include locations where residential and commercial uses exist side by side.

Program H-8:

Evaluate the effectiveness of existing incentives that encourage mixed use and residential development on commercially zoned land and determine additional incentives to be provided.

The City's current zoning regulations have been ineffective in encouraging mixed use projects and often require many variances before mixed use development can be approved. The regulations should be evaluated and revised to improve clarity and provide new incentives for mixed use.

Program H-9:

Use coordinated area plans and other tools to develop regulations that support the development of housing above and among commercial uses.

Coordinated area plans are intended to provide more specific guidance for development in areas where change is desired.

Program H-10:

Encourage the development of housing on parking lots by adopting incentives that will lead to housing production while maintaining the required parking.

Policy H-5:

Discourage the conversion of lands designated as residential to nonresidential uses, unless there is no net loss of housing potential on a community-wide basis.

Policy H-6:

Support the reduction of governmental and regulatory constraints to the production of affordable housing.

Zoning requirements, development review and approval procedures, fees, and building codes and standards will be reviewed regularly to eliminate barriers to affordable housing construction.

Program H-11:

Where appropriate and feasible, allow waivers of development fees as a means of promoting the development of housing affordable to very low- and low-income households.

HOUSING CONSERVATION

Goal H-2:

Conservation and Maintenance of Pascagoula's Existing Housing Stock and Residential Neighborhoods

Pascagoula has many fine neighborhoods with a variety of housing styles and types. Conserving and maintaining this housing will help preserve the character of the City's neighborhoods.

Policy H-7:

Promote the rehabilitation of deteriorating or substandard residential properties.

The general condition of the housing stock in Pascagoula is very good. However, there are isolated structures and small sections of the community that may begin to turn downward unless the normal processes of deterioration are reversed. These areas need rehabilitation now, before major problems arise.

Program H-12:

Continue the citywide property maintenance, inspection, and enforcement program.

Program H-13:

Enact development regulations that encourage rehabilitation of historic residential buildings, remodeling of older multifamily rental buildings and retention of smaller single family residences.

Policy H-8:

Maintain the number of multifamily rental housing units in Pascagoula and the availability of the rental supply while encouraging programs that enhance and enable home ownership.

Pascagoula has a limited supply of rental housing relative to market demands. This can be addressed through providing a regular supply of available rental units or by encouraging and assisting with home ownership programs.

Program H-14:

Evaluate the implementation of the Condominium Conversion Ordinance.

This Ordinance would outline and encourage the conversion of apartments to condominiums and thereby help the City from a revenue standpoint while also encouraging property ownership.

Policy H-9:

Encourage community involvement in the maintenance and enhancement of public and private properties and adjacent rights-of-way in residential neighborhoods.

Program H-15:

Create community volunteer days and park cleanups, plantings, or similar events that promote neighborhood enhancement.

Program H-16:

Conduct City-sponsored cleanup campaigns for public and private properties.

HOUSING DIVERSITY

Goal H-3:

Housing Opportunities for a Diverse Population, Including Very low-, Low- and Moderate-income Residents, and Persons with Special Needs

The City will use public and private resources to provide housing that meets the City's "fair share" of the region's housing needs. These needs can not be met by the private market alone. Local, state, and federal resources will help the City achieve this goal.

Policy H-10:

Encourage and foster diverse housing opportunities for very low-, low-, and moderate-income households.

Policy H-11:

Provide for increased use and support of tenant/landlord educational and mediation opportunities.

Policy H-12:

Support agencies and organizations that provide shelter, housing, and related services to very low-, low-, and moderate-income households.

The City should work with nonprofit housing organizations and the local development community to ensure that all affordable housing, including family housing and units for seniors on fixed incomes, remains affordable over time. Pascagoula is committed to providing continued support to local groups that serve the housing needs of lower income households.

Program H-17:

Promote legislative changes and funding for programs that facilitate and subsidize the acquisition, rehabilitation, and operation of existing rental housing by housing assistance organizations, nonprofit developers, and for-profit developers.

Program H-18:

Use existing agency programs to provide rehabilitation assistance to very low- and low-income households.

Program H-19:

Support the preservation of existing group homes and supported living facilities for persons with special housing needs. Assist local agencies and nonprofit organizations in the construction or rehabilitation of new facilities for this population.

Policy H-13:

Pursue funding for the construction or rehabilitation of housing that is affordable to very low-, low-, and moderate-income households. Support financing techniques such as land banking, federal and state tax credits, mortgage revenue bonds, and mortgage credit certificates to subsidize the cost of housing.

In the past, the development of affordable housing has relied primarily on federal and state funding sources. While the City should continue to pursue such funds, local funding options should be broadened.

Program H-20:

Maintain a high priority for the acquisition of new housing sites, acquisition and rehabilitation of existing housing, and housing-related services in the allocation of Community Development Block Grant (CDBG) funds or similar programs.

Program H-21:

On an on-going basis, seek funding from state and federal programs, such as the HOME program and HUD Section 202 and 811 (or successor programs), to support the development or rehabilitation of housing for very low-, low-, or moderate-income households.

Policy H-14:

Support opportunities for Shared Housing and other innovative housing forms to promote diversity and meet the needs of different household types and income levels.

Shared housing for seniors and single parent households could be supported through a portion of the City's Community Development Block Grant (CDBG) Funds. Other housing types might include co-housing and limited equity partnerships.

Policy H-15:

Support housing that incorporates facilities and services to meet the healthcare, transit, or social service needs of households with special needs, including seniors and persons with disabilities.

Policy H-16:

Support family housing that addresses resident needs for child care, youth services, recreation opportunities and access to transit.

Meeting the housing needs of seniors may require selecting sites near shopping areas, social activities, medical services, and transit lines. Housing needs for people who are physically disabled must be addressed in the design of all projects. Other groups with special needs include homeless persons, persons with AIDS, people with emotional or mental disabilities, and victims of domestic abuse. Family housing may require locations near schools and parks and provisions for child care. Amenities for youth, such as transportation and recreation, should be accommodated.

Policy H-17:

Support legislation, regulatory changes, federal funding, and local efforts for the permanent preservation of HUD-assisted very low- and low-income units at risk of conversion to market rate housing or loss of federal rental assistance.

Pascagoula has approximately 1292 units in 10 projects of very low- and low-income housing that are to varying degrees subject to increases in rents or possible conversion to market rate housing. The future of the HUD Housing Choice Voucher Program (often referred to as Section 8 Housing) and its funding is uncertain. Preservation of these units as affordable housing is a priority and will require coordination and cooperation, as well as imaginative solutions.

Policy H-18:

Support the provision of emergency shelter, transitional housing and ancillary services to address temporarily displaced residents.

Emergency shelters located in places of worship or National Guard Armory sites provide immediate, emergency short-term housing. There is also a need for transitional housing with supportive services to bridge the gap between emergency beds and community reintegration. The types of services that are most helpful are the basic necessities of food, clothing, mail, job training, counseling, case management, payee services, physical and mental health services, vocational training, job placement and permanent, affordable housing.

Policy H-19:

Provide leadership in addressing homelessness as a regional issue.

Policy H-20:

Work closely with appropriate agencies in the region to develop and implement policies and programs relating to homelessness.

Program H-22:

Continue to participate with and support agencies addressing homelessness.

FAIR HOUSING

Goal H-4:

An End to Housing Discrimination on the Basis of Race, Religion, National Origin, Age, Sex, Sexual Orientation, Marital Status, Physical Handicap, or Other Barriers that Prevent Choice in Housing

Pascagoula has a long-standing record of supporting and working towards the elimination of all barriers to housing. Discrimination in any form is not acceptable. The City is committed towards improving access to housing for all of its citizens.

Policy H-21:

Support programs and agencies that seek to eliminate housing discrimination.

Program H-23:

Work with appropriate state and federal agencies to ensure that fair housing laws are enforced.

Program H-24:

Continue to support groups that provide fair housing services.

Program H-25:

Continue the efforts of the Human Relations Commission to combat discrimination in rental housing, including mediation of problems between landlords and tenants.

Program H-26:

Continue implementation of the City's Ordinances prohibiting discrimination in renting or leasing housing based on age, parenthood, pregnancy or the potential or actual presence of a minor child.

ENERGY CONSERVATION

Goal H-5:

Reduced Housing Expenses for Energy

Policy H-22:

Reduce the cost of housing by promoting energy efficiency, resource management, and conservation for new and existing housing.

Program H-27:

Continue providing staff support and technical assistance in energy conservation and demand management to architects, developers, and utility customers.

Capital Improvement Needs/Opportunities

The following initiatives would benefit from public support in funding capital needs in a manner that would support achievement of the goals and objectives of this Comprehensive Plan:

- Funding for drainage improvements and waterline upgrades in existing residential neighborhoods
- Support for playgrounds and recreational amenities in older residential neighborhoods.
- Pursue funding for the construction or rehabilitation of housing that is affordable to very low, low, and moderate-income households.

Chapter 5: Natural Environment

Vision Statement

Pascagoula will meet today's needs without compromising the needs of future generations. Pascagoula will respect and manage natural resources in a way that sustains the natural environment and protects our wetlands, bayous, parks, wildlife and open space legacy. Elements of the natural environment will be conserved where they remain intact and restored where they have been degraded by past development. A portion of the City will remain as open space. Even in built-up areas, a network of parks will provide access to nature and an urban forest will provide ecological benefits and a source of beauty for residents. Pascagoula will strive for cleaner air and cleaner water. Its policies and programs will foster energy and water conservation, reduced solid waste generation, and cleanup of contaminated sites. The City will be well prepared for natural disasters and will grow and change in a way that minimizes public exposure to hazards like fire, flood, and hurricanes.

Introduction

The Natural Environment Element addresses the management of open land and natural resources in Pascagoula and the protection of life and property from natural hazards. It is one of the broadest elements of the Comprehensive Plan, encompassing four of the seven elements mandated by the State. This Element satisfies the requirement for an Open Space Element by including policies describing the use of open space for the preservation of natural resources, the managed production of natural resources, outdoor recreation, and public health and safety. It satisfies the requirement for a Conservation Element by including policies pertaining to bayous and riparian areas, wetlands, the urban forest, water resources, wildlife, air quality, hazardous materials, solid waste disposal, and energy. It satisfies the requirement for a Safety Element through policies describing how exposure to natural hazards like hurricanes and fires will be reduced. Finally, it satisfies the Noise Element requirement through policies that reduce exposure to undesirable levels of noise in the community. The remainder of the Element consists of goals, policies, and programs. The text is organized into ten topics, each with a corresponding goal. Background information on each topic is included following the goal statements. Incorporated into this Comprehensive Plan by reference is the City's current Hazard Mitigation Plan.

Goals, Policies, and Programs

OPEN SPACE

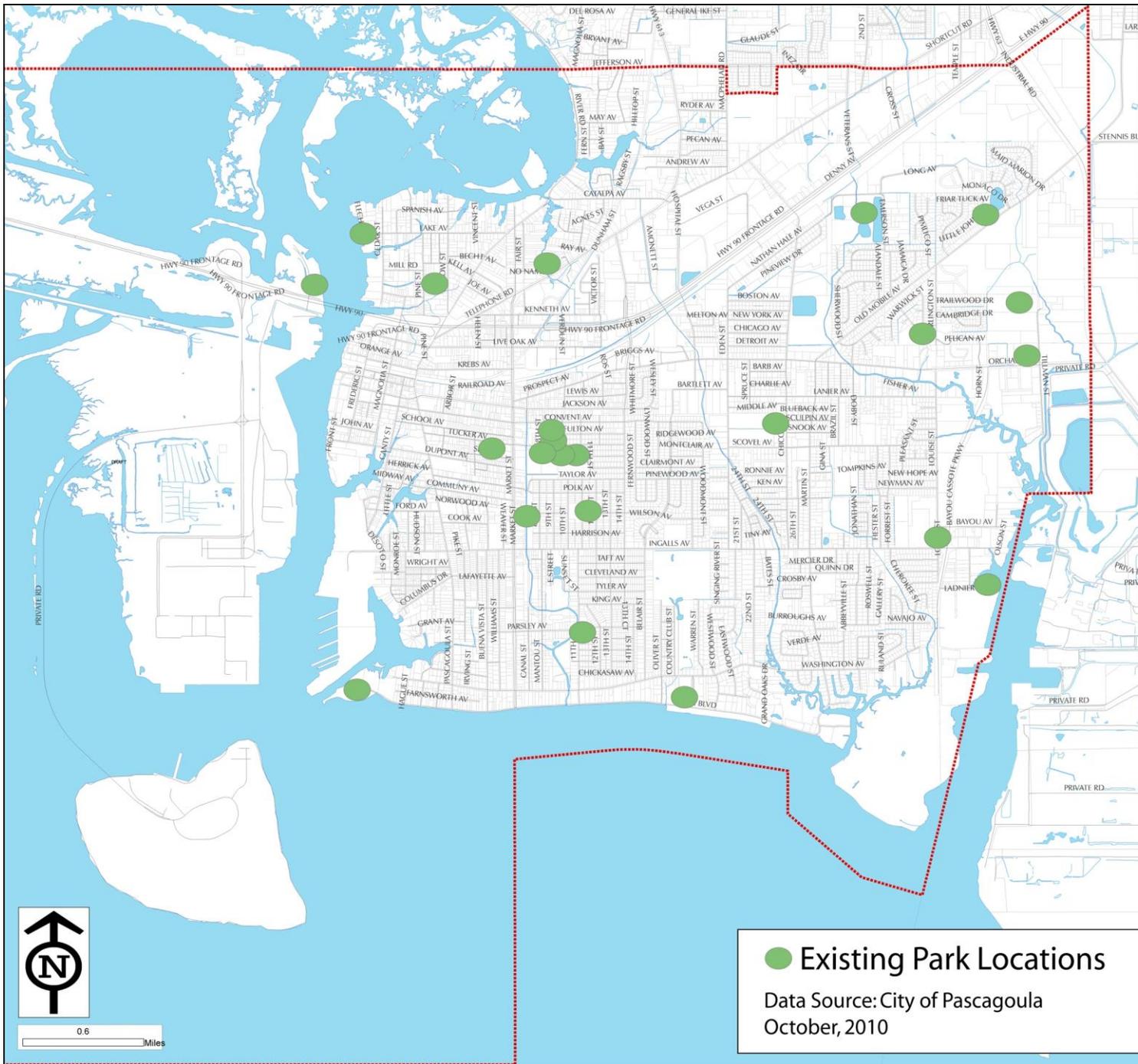
Goal N-1:

A Citywide Open Space System that Protects and Conserves Pascagoula's Natural Resources and Provides a Source of Beauty and Enjoyment for Pascagoula Residents

Over 39% of Pascagoula's land area consists of open space. This open space is made up wetlands, bayous and natural drainage areas. These open spaces provide opportunities for hiking, biking, fishing, picnicking, nature study, motorized boating and non-motorized boating. They also have significant ecological and aesthetic value, providing important habitat for wildlife and a scenic backdrop to the urban area. Other open spaces include the Pascagoula Country Club, and numerous private landowners. Along the Mississippi Sound shoreline, the Pascagoula River, and Yazoo Bayou the existing open space contains several natural wetland areas, some of which are classified as salt water marshes.

Open space in Pascagoula also includes 23 neighborhood and district parks totaling approximately 213 acres. All of these open space elements combine to form Pascagoula's "Green infrastructure". The location of these parks, along with policies guiding their use and management, are contained in the Community Services and Facilities Element. Pascagoula's wetlands and marshes should continue to be conserved as open space over the term of this Plan. The City should seek out new opportunities for permanent open space in both areas. In addition, the City should endeavor to link some of its existing open spaces, particularly through the use of trails and bikeway's. Such linkages can improve access to the open space for Pascagoula residents, provide more open space in urban areas, and create ecological benefits for wildlife. The policies and programs below address how the City can maintain and improve its open space resources.

Following is Map 5-1, "Existing Park Locations."



Policy N-1:

Manage existing public open space areas and encourage the management of private open space areas in a manner that meets habitat protection goals, public safety concerns, and low impact recreation needs.

Part of the City's commitment to maintaining the wetlands and marsh lands as open space is a commitment to environmentally sound management and

maintenance practices. Ecological values must be protected to realize the full aesthetic, recreational, safety, and educational benefits of open space.

Program N-1:

Review and update as needed the zoning regulations to ensure consistency with Comprehensive Plan policies.

Program N-2:

Examine and develop management practices for natural habitat and open space areas, including the provision of access to open space for City vehicles and equipment, to ensure that natural resources are protected.

Program N-3:

Review the need for access controls in environmentally sensitive areas, including the wetlands, marsh lands, and riparian corridors.

While the City recognizes the need to provide adequate access to open space for fire protection and utility maintenance, it should not be provided at the expense of natural resources. All access should be designed to minimize disturbance of vegetation, topography, habitat, and other valued features of the natural landscape. In addition, the City should capitalize on opportunities to use improvements like access roads and fire trails for multiple purposes, such as hiking and biking trails. This can further reduce the amount of disturbance within natural areas as well as the costs of trail construction and maintenance.

Policy N-2:

Support regional and sub-regional efforts to acquire, develop, operate, and maintain an open space system.

Future open space acquisitions should focus on properties with the potential to link existing open space areas together. Particularly important are linkages that contribute to open space connections between Pascagoula and both Gautier and Moss Point. River and Bayou/Creek corridors provide a logical route for such connections, but there are other linear features (for instance, utility rights-of-way) that may also be appropriate.

See also Policies T-12 and T-23 and Programs T-1 and T-10 regarding pedestrian and bicycle circulation.

Program N-4:

Seek additional sources of funding, including state and federal programs, to finance open space acquisition and development.

Policy N-3:

Protect sensitive plant species resources from the impacts of development.

Thirty species of rare, threatened, or endangered plants have the potential to occur within the Pascagoula City limits. The potential locations for these species

are primarily within the emergent wetlands/marshes, forested wetlands, bogs and the marsh habitat in the bayous and rivers. See the Appendix B: Supplemental Information and Data for a listing of sensitive plant species.

Policy N-4:

Through implementation of a Site and Design process and Open Space preservation regulations, minimize impacts of any new development on views of Mississippi Sound, on the existing open space character, and the natural ecology of the marsh areas.

Program N-5:

As part of the design review process for proposed development in or adjacent to existing Open Space areas that exceeds 6,500 square feet, require that “story poles” be erected with outlining tape depicting the building’s location, bulk and height to aid in assessing the potential visual impacts of the proposed project.

Policy N-7:

All development in Pascagoula should be consistent with the following criteria:

Proposed Pascagoula Open Space Development Criteria

1. A development should not be visually offensive from public roadways and public parklands. As much as possible, development should be sited so it is hidden from or complementary to the view.
2. Development should be located away from existing open space areas and designed to not shadow over the neighboring properties.
3. Site and structure design should take into consideration impacts on privacy and views of neighboring properties.
4. Development should be clustered, or closely grouped, in relation to the area surrounding it to make it less conspicuous, minimize access roads, allow for consolidation of parking, encourage pedestrian traffic, and reduce fragmentation of natural habitats.
5. Built forms and landscape forms should mimic the natural topography. Building lines should follow the lines of the terrain, and trees and bushes should appear natural from a distance.
6. Existing trees with a circumference of 36 inches, measured 4.5 feet above the ground level, should be preserved and integrated into the site design. Existing vegetation should be retained as much as possible. (Allowing for elimination of nuisance trees, such as Chinese tallow trees,)
7. Cut or fill should never be distributed within the drip lines of existing trees. Locate development to minimize the need for grading.
8. To reduce the need for cut and fill and to reduce potential runoff, large, flat expanses of impervious surfaces should be avoided.
9. Buildings should use natural materials and earth tone or subdued colors.

10. Landscaping should be native species that require little or no irrigation and are immediately adjacent to structures.
11. Exterior lighting should be low-intensity and shielded from view so it is not directly visible from off-site.
12. Access roads should be carefully designed to minimize its impact on urban character.

Policy N-8:

Preserve and protect the Sound, Bayous and Rivers, marshlands, salt ponds, sloughs, bayous, and other natural water or wetland areas as open space.

The Open Space area represents one of Pascagoula's most productive ecosystems. They present opportunities for wetlands restoration and a variety of active and passive recreational activities. They also serve an important flood control function that should continue to be protected in the future. Specifically, the marshlands provide outstanding scenery and exceptionally rich habitat for wildlife. Their conservation continues to be a priority.

BAYOUS AND RIPARIAN AREAS

Goal N-2:

Conservation of Bayous and Riparian Areas as Open Space Amenities, Natural Habitat Areas, and Elements of Community Design

Bayous are among Pascagoula's most important natural resources. Bayous support a wide variety of plant and animal life and are a defining element for several of the City's neighborhoods. Riparian corridors along the bayous, sometimes several hundred feet wide, provide migratory paths for wildlife, visual relief from the urban environment, and opportunities for hiking and biking trails. The bayous provide a unique opportunity to incorporate natural features into the design of the City.

The policies and programs below address the City's desire to conserve pristine riparian corridors; re-establish corridors that have been diminished by flood control culverts, concrete channels, and other disturbances; and prevent further degradation of the bayou environment. Much of the emphasis is placed on maintaining appropriate setbacks from bayous and re-establishing natural vegetative and hydrologic features within bayou corridors. The policies also emphasize the importance of balancing bayou conservation with public safety needs, particularly flood control. Related policies and programs in the Land Use and Community Design Element describe the importance of bayous as a character-defining element of the City and some of its neighborhoods.

Special Status Wildlife Species

Pascagoula's open space areas provide habitat for a wide range of wildlife, including mammals, birds, amphibians, reptiles, and insects. A number of the species found in the Pascagoula area are either in danger of extinction or are present in very limited numbers. These "special status species" have been identified by the federal and state governments as requiring protection and

conservation. Species of special concern that are known to occur in the Pascagoula area are listed below:

Species Known to Occur in Pascagoula

- Gulf Sturgeon (*Acipenser oxyrinchus desotoi*) likely present in the Pascagoula and Escatawpa Rivers
- Brown Pelican (*Pelecanus occidentalis*) common on the river and along the Mississippi Sound shoreline
- American White Pelican (*Pelecanus erythrorhynchos*) found along the river and the sound

Policy N-9:

Avoid fencing, piping, and channelization of bayous when flood control and public safety can be achieved through measures that preserve the natural environment and habitat of the bayou.

Policy N-10:

Work with other state and federal agencies to enhance riparian corridors and provide adequate flood control through the use of low impact restoration strategies.

Policy N-11:

Preserve the integrity of riparian corridors.

Preservation of riparian corridors requires maintenance of adequate corridor width, linear continuity, and a diverse palette of riparian plant species. Obviously, a riparian corridor will be adversely affected if large amounts of vegetation in the corridor are removed. However, activity outside the corridor can also affect its health, particularly where runoff patterns are altered, water quality is degraded, and wildlife is disturbed. Bayou setbacks are proposed to minimize damage to riparian areas, while grading and sedimentation controls are used to reduce impacts from development outside the corridors.

Program N-6:

Adopt a buffer along natural bayous that prohibits the siting of buildings and other structures, impervious surfaces, outdoor activity areas, and ornamental landscaped areas within 25 feet of the top of a bayou bank. Allow passive or intermittent outdoor activities and pedestrian, equestrian, and bicycle pathways where there are adequate buffers to protect the natural riparian environment. Within the buffer area, provide a border of native riparian vegetation along the bayou bank.

Program N-7:

Develop and adopt a bayou ordinance that establishes new development regulations for properties abutting bayous, establishes an exception process, and provides incentives to achieve maximum bayou setbacks, such as reduced front yard setbacks and reduced on-site parking requirements.

Program N-8:

Support the Comprehensive Resource Management Plan (CRMP).

The Comprehensive Resource Management Plan was started in 1997 by the Mississippi Department of Marine Resources, and Pascagoula has been an active participant in developing the plan and attending meetings. (Document can be found on state website, <http://www.dmr.state.ms.us/cmp/crmp.links.htm>). This CRMP by reference is an integral part of this Comprehensive Plan, as it embodies the elements of natural resources, flood and erosion control, water pollution, land use planning, social issues, and public education issues relating to the Pascagoula River watershed.

Policy N-12:

Preserve the habitat value of bayou corridors through the preservation of native plants and the replacement of invasive, non-native plants with native plants.

Any vegetation along bayou banks that is removed should be replaced with native species. This not only prevents erosion and stabilizes bayou banks, it also improves wildlife habitat.

Program N-9:

Work with the Pascagoula Public Works Department to establish guidelines for bayou channel maintenance that encourage preservation of riparian habitat, including vegetation that provides shade to bayou bottoms.

Plants that naturally occur along streams form the foundation of the riparian ecosystem. In addition to providing food and shelter, one of the values of riparian vegetation is that it shades water in the bayous and thus lowers water temperature. The cooler water is important in sustaining aquatic life.

Program N-10:

Work with the City to develop a comprehensive riparian corridor restoration and enhancement program that identifies specific stretches of corridor to be restored, standards to be achieved, and sources of funding. Include provisions for tree planting to enhance natural habitat.

Policy N-13:

Discourage bayou bank instability, erosion, downstream sedimentation, and flooding by minimizing site disturbance and vegetation removal on or near bayous, and carefully reviewing grading and drainage plans for development near bayous and elsewhere in the watersheds of bayous.

The City supports erosion prevention and flood control solutions that incorporate plants and reestablish a natural bayou environment. There are a number of biologically-sensitive approaches that use vegetation to stabilize bayou banks and reduce sedimentation. These incorporate live plant material (such as trees, shrubs, and herbaceous ground cover) along with soil, rocks, boulders, timbers, consolidated brush, and geotextile fabric to provide structural support for the bayou bank.

Program N-11:

Review and update the UDO to ensure that it adequately protects bayous from the erosion and sedimentation impacts of grading.

Program N-12:

Establish public education programs regarding the conservation of bayous and riparian areas.

URBAN FOREST

Goal N-3:

A Thriving “Urban Forest” That Provides Ecological, Economic, and Aesthetic Benefits for Pascagoula

The “urban forest” is comprised of the street tree system, trees on parks and other public lands, and trees on private properties and in yards throughout the City. It functions as an extension of the woodland and grassland plant communities that surround the City and provides a “bridge” for wildlife between these communities and the City. The urban forest is most established in the older parts of the City, where mature street trees provide a dense canopy. In addition to its biological benefits, the investment in Pascagoula’s urban forest has provided a significant return by creating appealing streets and resulting higher property values. There are many different species of trees on Pascagoula’s streets. However, a limited number of species make up the majority of the total trees planted. They include Southern Magnolia, American Sweetgum, Sycamore, Tulip Tree (Yellow Poplar), Cabbage Palm and Southern Live Oak. The urban forest does include trees contained in Pascagoula’s open space lands, and should be preserved or managed as natural environments.

Even though some coastal communities have adopted building codes that withstand high winds and rising waters associated with hurricanes, most have not adopted the same for landscaping, especially trees. This element promotes the planting of recommended trees that can better survive hurricanes and should be considered when establishing an urban forest for Pascagoula. See the Appendix

B: Supplemental Information and Data for a listing of recommended trees that stand the best chance of surviving a hurricane

Policy N-14:

Protect, revitalize, and expand Pascagoula’s urban forest through public education, sensitive regulation, and a long-term financial commitment that is adequate to protect this resource.

Pascagoula’s urban forest has historically been a source of civic pride and one of the design elements that set the City apart from some of its neighbors. More recently, however, maintenance and expansion of the street tree system has lagged behind. In some cases, tree cover has actually declined as aging trees have been removed without being replaced. The City is committed to preserving its existing trees, replacing trees that are damaged or dying, and expanding the urban forest in newer parts of town. Proper care of the urban forest requires programs that prevent inappropriate pruning and maintenance practices, provide sufficient irrigation and growing conditions, and minimize interference with structures and overhead utilities.

Program N-13:

Appoint a Tree Task Force to develop and present their findings to the City Council on how to protect, revitalize and expand Pascagoula’s urban forest.

Recommendations should include:

- Adoption of a five-year cycle for tree trimming and related funding and staffing requirements.
- Planting of 600 trees annually for the next 10 years. Two-thirds of these trees should replace existing specimens and one-third will be newly planted in areas without existing trees.
- Creation of a non-profit tree group to maintain the increased number of trees and provide additional tree services. (Pascagoula Pride or some other Group)
- Development of a Tree Protection Ordinance including administrative and enforcement mechanisms and related funding and staffing requirements. (The Landscape Ordinance that was adopted in February 1999, would complement this ordinance).
- Create a full-time Planning Arborist or Urban Forester position.
- Establish a proactive Tree Protection Program.
- Include a provision of funding for a proportionate share of the new non-profit tree group’s budget from utility revenues for use in the implementation of this program.

Program N-14:

Continue celebration of Arbor Day in Pascagoula.

Program N-15:

Require replacement of trees, including street trees lost to new development, and establish a program to have replacement trees planted offsite when it is impractical to locate them onsite.

Program N-16:

Develop and implement a plan for maintenance, irrigation, and replacement of trees in parks, parking lots, and City rights-of-way.

This plan should include guidelines to reduce the impact of large vehicles on street trees, including the tearing of branches by trucks. It should also suggest alternatives to the practice of routinely trimming trees to accommodate 14-foot clearances. The plan should include guidelines developed and implemented by the Beautification Department that protect trees from utility maintenance and installation. It should establish a five-year tree trimming cycle and address the staffing, standards, and funding necessary to carry out such a cycle.

Program N-17:

Actively pursue funding for tree planting.

Program N-18:

Establish one or more tree planting programs that seek to achieve the following objectives:

- A 50 percent tree canopy for streets, parks, and parking lots; and
- The annual tree planting goals recommended by the Tree Task Force and adopted by the City Council.

Policy N-15:

Require new commercial, multi-unit, and single family housing projects to provide street trees and related irrigation systems.

Policy N-16:

Provide on-going education for City staff, homeowners, and developers regarding landscaping and irrigation practices that protect the urban forest.

Residents and property owners with City street trees in front of or adjacent to their yards are encouraged to care for and water these trees and should not prune or remove them without prior approval by the City, which should provide guidance and specifications for the replacement of trees approved for removal. Some of the City's street trees have been lost or damaged due to disturbance by residents and competition with public infrastructure and sidewalks. This trend needs to be reversed in the future so that the traditional character of Pascagoula's streets and neighborhoods is retained.

Program N-19:

Establish procedures to coordinate City review, particularly by the Planning, Utilities, and Public Works Departments, of projects that might impact the urban forest.

Program N-20:

Work cooperatively with the Pascagoula School District so that its tree planting and maintenance practices are consistent with City guidelines.

Policy N-17:

Preserve and protect heritage trees, including Live Oaks, Southern Magnolia, Cypress and other significant trees, on public and private property.

WATER RESOURCES

Goal N-4:

Water Resources that are Prudently Managed to Sustain Plant and Animal Life, Support Urban Activities, and Protect Public Health and Safety

Pascagoula is surrounded by water and water resources have been instrumental in the economic and physical development of the City. The City is named for the River upon which banks the City sits. The City's logo bears the nautical spelling of Pascagoula. The City's major industries include shipbuilding and the City has been home to a Navy Homeport. The Coast Guard maintains a station in Pascagoula. The Jackson County Port Authority has Port facilities located on the Pascagoula River, and NOAA maintains research facilities along the river. Water based industries account for more than 11,000 jobs in Pascagoula businesses.

South of the City lies the Mississippi Sound. The Pascagoula River delta is located on the western side of the city. The City's northern neighbor is the City of Moss Point, and the Escatawpa River meanders through the center of the City of Moss Point, draining into the Pascagoula River Delta. Bayou Casotte and Bayou Chicot lie to the eastern edge of the City and are major drainage ways for the City. Further to the east of the City limits lies portions of the Grand Bay NERR and further to the north of the City's western limits lay areas preserved by The Nature Conservancy.

The City lies in two separate basins. These are the Pascagoula River Basin and the Coastal Streams Basin. Most of the City lies in the Pascagoula River basin, which is the second largest basin in the state of Mississippi. The Pascagoula Basin drains an area of approximately 9,600 square miles, and travels through 22 Mississippi counties, including Kemper and Neshoba Counties, the most northern reaches of the basin. The Pascagoula River is recognized nationally as the last unimpeded or undammed major river system in the lower 48 states.

The Pascagoula Sub-basin is 608 square miles and is the smallest of the 8 sub-basins in the Pascagoula River Basin. The Sub-basin includes the mouth of the

Pascagoula River and extends north and mostly east of the Pascagoula River and Highway 63, almost to George County.

A small segment of the City is located in the Coastal Streams Basin. This segment is located along the Mississippi Sound and towards eastern Pascagoula. This area drains into the Mississippi Sound directly or through Bayou Cassotte and Bayou Chicot.

The Mississippi Department of Environmental Quality (MDEQ) adopted water quality criteria to protect designated uses of water bodies within the State. The State's water quality standards include both narrative and numeric standards to determine the extent or the potential for water quality degradation. These standards relate to and seek to protect designated uses of the water as determined by MDEQ. These designated uses include (1) drinking water supply and food processing, (2) shellfish harvesting, (3) contact recreation, (4) secondary contact recreation, (5) fishing and fish consumption, and (6) aquatic life support.

MDEQ administers two assessment programs to determine if water quality standards for designated uses are being met. These include the Section 305(b) Water Quality Assessment Report and the 303(d) List of Impaired Water bodies. Through the 305(b) Report, MDEQ determined that fully 90% of the water bodies within the Pascagoula River Basin met their desired designated use.

The following water bodies shown on the following Table 5.1 located either within or adjacent to the City were listed in the 2008 303(d) List.

TABLE 5.1: WATERS LISTED AS IMPAIRED ON THE 2008 303(D) LIST IN OR NEAR PASCAGOULA			
WATER BODY	DESIGNATED USE	POLLUTANT CAUSE	LOCATION
<i>COASTAL STREAMS BASIN</i>			
Bayou Cassotte (MS109E04M)	Aquatic Life Support	Metals Nonpriority organic Nutrients Organic Enrichment (Low DO) Other Inorganics Phenols Priority Organics Total Toxics Unknown Toxicity	At Pascagoula from County Road on west prong to mouth at Pascagoula Bay
Bayou Cumbest (200311)	Secondary Contact	Pathogens	Near Orange Grove from headwaters to Point Aux Chenes Bay
Pascagoula Beach West (250511)	Aquatic Life Support	Pathogens	At Pascagoula from Oliver Street to Westwood Street

TABLE 5.1: WATERS LISTED AS IMPAIRED ON THE 2008 303(d) LIST IN OR NEAR PASCAGOULA

WATER BODY	DESIGNATED USE	POLLUTANT CAUSE	LOCATION
<i>PASCAGOULA RIVER BASIN</i>			
East Pascagoula River (MSEPASRM2) Not Finalized	Aquatic Life Support	Hydrocarbons Phenols Total Toxics Acute Total Toxics Chronic	Near Pascagoula from confluence with Escatawpa River to mouth
SOURCE: Mississippi Department of Water Quality, Section 303(d) Report of Impaired Waters in the Pascagoula river Basin and the Coastal Streams Basin, 2008			

Section 303(d) of the Clean Water Act requires that States not only identify water body segments that are impaired, but that the State develop Total Maximum Daily Loads for the various types of pollutants that are impairing the designated use of the water body. TMDLs have been prepared for the following water body segments:

TABLE 5.2: COMPLETED TMDLS FOR WATER LOCATED IN OR NEAR THE CITY OF PASCAGOULA

WATER BODY	POLLUTANT	DATE COMPLETED
Bangs Lake	Nutrients and Organic Enrichment	9/28/01
Bayou Cassotte	Non-Priority Organics and Other Organics	9/28/01
Bayou Cassotte	Priority Organics	5/17/02
Bayou Cassotte	Phenols	6/13/02
Bayou Cassotte	Metals	4/01/03
Bayou Cumbest	Pathogens-Secondary Contact	5/05/00
Bayou Cumbest	Pathogens- Shellfish Harvesting	5/05/00
Bayou Heron	Nutrients and Organic Enrichment	9/28/01
Bayou Heron	Nutrients	1/24/07
Bluff Creek	Nutrients and Organic Enrichment	4/01/03
Bluff Creek	Pesticides	4/01/03
Bluff Creek	Siltation	4/01/03
East Pascagoula River	Non-Priority Organics	4/01/03
East Pascagoula River	Priority Organics	4/01/03
Escatawpa River	Non Priority Organics- Aquatic Life Support	7/01/02
Escatawpa River	Organic Enrichment	7/01/02
Escatawpa River	Total Toxics	7/01/02
Escatawpa River	pH	7/01/02
Escatawpa River	Pathogens- Secondary Contact	7/01/02
Pascagoula River	Mercury	3/18/05
Pascagoula River Basin	Pesticides	1/13/04
SOURCE: MDEQ Website, 2010.		

NPDES Dischargers

The Mississippi Department of Environmental Quality lists 67 Industrial Permitted NPDES Dischargers in Jackson County. These include 8 permitted dischargers within Pascagoula, and three permitted dischargers located immediately adjacent to the City limits. These include:

Dischargers to the Pascagoula River Receiving Waters

- Mississippi Gulf Coast Regional Wastewater Plant (Frederic Street)
- Communy Street Water Treatment Plant (Communy Avenue)
- Northrop Grumman/Ingalls (Access Road)

Dischargers to Bayou Cassotte Receiving Waters

- Rolls Royce naval marine
- Bayou Cassotte Water Treatment Plant
- Gulf Concrete
- First Chemical
- Chevron Products

Additionally a business on Nathan Hale Avenue holds an NPDES Permit for remediated groundwater.

The County also has three permitted municipal waste dischargers. These include the Pascagoula POTW which has a point discharge into the Pascagoula River in the City. The City of Gautier has a permitted wastewater treatment facility with a point discharge into the West Pascagoula River in Gautier, and the City of Moss Point has a point discharge into the Escatawpa River for the Escatawpa Treatment Plant.

Many of the sources of water quality impairment in and around Pascagoula are non-point source discharges. These are discharges that do not come from a defined point source or “end of a pipe”. Instead these sources originate from a variety of sources, such as parking lots, roadways, and parks and these pollutants are transferred into the streams, rivers and Mississippi Sound through sheet flow over land and through the natural and man-made drainage systems. Nationally, it is estimated that 11% of river miles, 12% of lake acres and 28% of estuarine square miles are impaired due to urban runoff.

The Federal Clean Water Act addresses surface water pollution and encourages States to implement water quality standards. The Pascagoula has implemented a stormwater management program to comply with federal and state regulations. See a detailed description of these regulatory programs and rules in the Appendix B: Supplemental Information and Data.

Policy N-18:

Protect Pascagoula’s groundwater from the adverse impacts of urban uses.

The quality and quantity of Pascagoula’s groundwater is a concern because it serves as the primary source for the City’s drinking water. Protection of the

groundwater supply should require some recharge areas to be conserved as open space rather than covering them all with impervious surfaces like buildings, streets and parking lots. It also means protecting these areas from contaminants from underground storage tanks and inadequate chemical management practices.

Program N-21:

Work with the State Department of Health to identify and map key groundwater recharge areas for use in land use planning and permitting and the protection of groundwater resources.

While the groundwater recharge area within Pascagoula is largely developed, it can be protected from contamination and further increases in impervious surface.

Policy N-19:

Secure a reliable, long-term supply of water for Pascagoula.

Securing a long-term water supply is imperative to meet basic health and safety requirements. When maintaining infrastructure and considering new projects, it is imperative to consider the cost and environmental consequences. New reservoirs, aqueducts, and treatment plants are more costly than wastewater recycling or water conservation.

Program N-22:

Regularly review the water rate structure to ensure that it encourages efficiency and is competitive.

Policy N-20:

Maximize the conservation and efficient use of water in new and existing residences, businesses and industries.

Water should be regarded as a limited natural resource. A variety of economic and financial incentives can be used to encourage its conservation. In addition, water-saving appliances, drought-tolerant landscaping, recycled wastewater, and other measures can encourage its efficient use.

Historic water consumption and the number of connections are shown in the following charts. Appendix B: Supplemental Information and Data.

Program N-23:

Maintain citywide water conservation and efficiency programs for all customer classes.

Program N-24:

Where practical, incorporate federal, state, and other agency policies and standards for water efficiency into City codes, regulations, and procedures.

Program N-25:

Implement incentives for the use of drought-tolerant landscaping and recycled water for landscape irrigation.

Policy N-21:

Reduce non-point source pollution in urban runoff from residential, commercial, industrial, municipal, and transportation land uses and activities.

Water quality in the Pascagoula River and Mississippi Sound has been degraded over time by pollutants from urban runoff, sewage, sediment, industrial discharges, ships, and a wide variety of other sources. Significant progress has been made in controlling water pollution from “point” sources like wastewater plants and industry. “Non-point” sources have been more difficult to contain, since they include a wide range of activities and are dispersed throughout the community. Emissions and residual materials from vehicles including metals, by-products of combustion, oil and grease are the greatest concern, but even activities like grading and lawn care can create problems. Studies have indicated that as much as 80% of the urban runoff copper load is coming from vehicle brake dust. Pollutants like copper, diazinon, lead, and zinc, are routinely carried by rainwater from paved surfaces and lawns to the City’s storm drains and bayous. The programs below are intended to reduce non-point source pollution and restore water quality in the rivers, bayous and Mississippi Sound.

Program N-26:

Work with regulatory agencies, environmental groups, affected businesses, and other stakeholders to identify economically viable Best Management Practices (BMPs) for reducing pollution. Participate in BMPs pilot studies to identify new pollution control measures.

Program N-27:

Continue public education programs on water quality issues, including Best Management Practices (BMPs) for residents, businesses, contractors, and City employees.

Best Management Practices (BMPs) are programs, technologies, operating methods, or other measures that control, prevent, or reduce pollution. They can be utilized to address water pollution from a variety of sources, including construction, urban runoff, and various commercial, residential, industrial, and municipal activities. BMPs guidelines for water quality should be published by the City. An extensive list of BMPs is described in the Planning & Design Manual for the Control of Erosion, Sediment & Stormwater produced by MDEQ. Common BMPs for residents, businesses, contractors, and the City are shown in the Appendix B: Supplemental Information and Data.

Program N-28:

Actively participate in the Phase II Stormwater Management Plan to improve the quality of stormwater runoff.

This program includes Pascagoula, and other cities in Jackson County, and the Mississippi Gulf Coast. The jurisdictions have a joint permit to discharge stormwater into bayous and the Mississippi Sound and have joint responsibility for implementing the requirements of the Phase II Stormwater Management Plan.

Program N-29:

Conduct regular street-sweeping to minimize road surface pollutant runoff.

Program N-30:

Evaluate spill response, cleanup, and follow-up investigation procedures to reduce the impacts of toxic spills on water quality in the City's bayous, the Pascagoula River and Mississippi Sound.

Program N-31:

Encourage programs that reduce the amount of metals contained in brake pads, tires, and other automotive parts, thereby reducing urban runoff pollution from metals. Pascagoula should initiate a leadership role in encouraging the re-engineering of vehicles to reduce pollution from metals.

Program N-32:

Study the impacts on storm water pollution of architectural copper and consider limiting its use, if warranted.

Policy N-22:

Limit the amount of impervious surface in new development or public improvement projects to reduce urban runoff into storm drains, bayous, and Mississippi Sound.

Program N-33:

Evaluate the use of permeable paving materials that allow for natural percolation and site drainage.

Policy N-23:

Reduce the discharge of toxic materials into the City's sanitary sewer collection system by promoting the use of Best Management Practices.

Program N-34:

Work with commercial and industrial dischargers to recover metals onsite rather than discharging them into the sanitary sewer system.

Policy N-24:

Improve storm drainage performance by constructing new system improvements where necessary and replacing undersized or otherwise inadequate lines with larger lines or parallel lines.

The City is in the final stages of completing a comprehensive drainage evaluation of all 6 major watersheds within the City. This study will define the areas where drainage structures are inadequate. The study will prioritize the improvements in each drainage shed to allow the City to replace the structures in such a manner to minimize the impact to residents. For example, if all structures within a drainage basin are capable of handling a ten year storm except for two that have a five year capability, the City would try to improve the two five year structures before attempting to improve the others. This would show the most immediate impact for improvements in the water shed.

It is anticipated that the storm drainage system will have numerous areas where improvements are needed. The most important approach is to plan for the improvements in such fashion as to minimize impacts on downstream residents. Generally speaking, all improvements will be made from the mouth of the watershed north to insure all upstream do not make an impact downstream.

The City has also installed retention ponds to reduce impacts and improve drainage. These ponds will retain the water during periods of heavy flows and allow for a more controlled release into the receiving bodies. The ponds also act as filters to remove sediments and allow time for the biodegradation of hydrocarbons from street run-off. This approach to storm water control will allow the structures that are currently in place to remain since the flow has been reduced by the upstream control. These types of facilities, however, are not effective during periods of tidal surges, such as hurricanes.

Program N-35:

Complete improvements to the storm drainage system consistent with the priorities outlined in the City's Storm Drainage Master Plan, provided that an appropriate funding mechanism is identified and approved by the City Council.

Additional City Council policy decisions are required related to the storm drainage system capacity. The City is committed to repair and improvement of the system, as necessary.

Policy N-25:

Reduce pollutant levels in City wastewater discharges.

Specific pollutants of concern within wastewater are arsenic, cadmium, chromium, copper, cyanide, mercury, selenium, zinc, and dioxin. The Jackson County Utility Authority (JCUA), in working with industry, has placed a high priority on pretreatment and metals removal in wastewater discharges. The City supports these efforts.

Program N-36:

Monitor wastewater treatment industry practices relating to the use of chlorine to disinfect wastewater.

The use of chlorine in wastewater treatment is being questioned and discouraged by many environmental advocacy organizations because it can combine with organic chemicals to form highly toxic and persistent compounds such as dioxin and chloroform. Most of the chlorine used by Pascagoula reacts with pathogenic

organisms and bacteria, and is transformed to chloride. The concern is that some chlorine will produce chlorinated hydrocarbons such as dioxin which can accumulate in living tissue. Presently, the level of chlorinated by-products (such as chloroform and other chlorinated hydrocarbons) meets all regulatory requirements. Nonetheless, the wastewater treatment industry is exploring other disinfection technologies and a shift is likely in the coming years. Ultraviolet light is the substitute that looks best now, given available data. Once successfully demonstrated at larger facilities, Pascagoula may decide to change to a different disinfection method in the future, with proper concurrence from regulatory agencies. The City currently uses ozone to disinfect. However, the Mississippi Department of Health requires that there be residual chlorine in the water; therefore, they must add chlorine. Due to the use of RO and Ozone, the City's consumption of Chlorine has decreased approximately 90%. The City currently has a good alternative to the use of chlorine, subject to the proper concurrence from regulatory agencies.

AIR QUALITY

Goal N-5:

Clean, Healthful Air for Pascagoula and the Mississippi Gulf Coast Area

Through the Clean Air Act, the EPA, through the Office of Air Quality Planning and Standards implements the National Ambient Air Quality Standards. These six criteria pollutants include Carbon Monoxide, Nitrogen Monoxide, Ozone, Lead, Particulate Matter and Sulfur Dioxide. The State adopted these same standards and limits under the Mississippi Ambient Air Quality Standards.

The Clean Air Act requires that each state develop a State Implementation Plan to meet ambient air quality standards. MDEQ has determined that currently Jackson, Harrison and Hancock Counties are in attainment with the National Ambient Air Quality Attainment Standards. There is concern, however, that the Counties may exceed the ozone standards. Weather significantly influences the ozone in the three coastal counties. Also, EPA established new standards for ozone and is working with states to set a timetable to implement these new standards. Monitoring data indicate a relative decrease in the amount of ozone in Jackson County, which is below the standard. Discussions continue on review of metrics to determine attainment or non-attainment status for communities.

Companies, businesses and activities that emit point sources of air emissions are required to obtain a Title V Operating Permit. Point sources are considered to be major stationary generators of air emissions. Estimated Title V Emissions in Jackson County include 7,866 tons of carbon monoxide, 14,301 tons of nitrous oxide, 35,053 tons of sulfur dioxide, 2,966 tons of particulate matter less than 10 microns in diameter, and 8,966 tons of volatile organic compounds.

Approximately forty companies or businesses in Jackson County held Title V Emissions Permits. Nine of these sources were located within Pascagoula and two more were located immediately adjacent to the City. These sources include Rolls Royce Company, Chevron, First Chemical, Gulf Concrete Pascagoula, Northrop Grumman Shipbuilding, Magnolia Traditions, Mississippi Phosphates Corporation, Pandle, Inc., Signal International, and VT Halter.

Policy N-26:

Support regional, state, and federal programs that improve air quality along the Mississippi Gulf Coast.

Program N-37:

Provide City input on significant proposals for air quality legislation and state implementation plans.

Program N-38:

Assist the Mississippi Department of Environmental Quality in its efforts to achieve compliance with existing air quality regulations.

Program N-39:

Expand the use of alternative fuels for City vehicles and establish a program to encourage expanded use of such fuels in private vehicles. To support this program, encourage the development of alternative fuel infrastructure (for instance, electric plug-ins) in parking facilities and other key locations around the City.

Pascagoula's policies and programs are designed to reduce dependence on motor vehicles, the primary source of air pollution in the area.

See also Goal T-1 and associated policies and programs on regional solutions to traffic congestion

Program N-40:

Support legislative programs that result in the removal of the oldest and dirtiest vehicles on the roadway.

Policy N-27:

Encourage developers of new projects in Pascagoula, including City projects, to provide improvements that reduce the necessity of driving alone.

These improvements could include preferential parking spaces for car pools, bicycle parking and storage facilities, bus stop shelters, and reduced parking requirements.

Program N-41:

Recommend revisions to proposed projects as needed to reduce air quality impacts, including improvements that reduce single occupant vehicle use.

Policy N-28:

All potential sources of odor and/or toxic air contaminants should be adequately buffered, or mechanically or otherwise mitigated to avoid odor and toxic impacts that violate relevant human health standards.

HAZARDOUS WASTE

Goal N-6:

An Environment Free of the Damaging Effects of Biological and Chemical Hazardous Materials

According to 2001 data from the Mississippi Department of Environmental Quality, there were 191 facilities in Jackson County, outside of agricultural operations that generated hazardous waste. Nearly 85% of these facilities were considered to be Conditionally-Exempt Small Quantity Generators under the definition of RCRA Criteria. These 162 facilities generated less than 220 pounds of hazardous waste per month. These facilities are required to notify MDEQ and provide information about the amount of hazardous wastes that they produce, and follow proper disposal for these wastes.

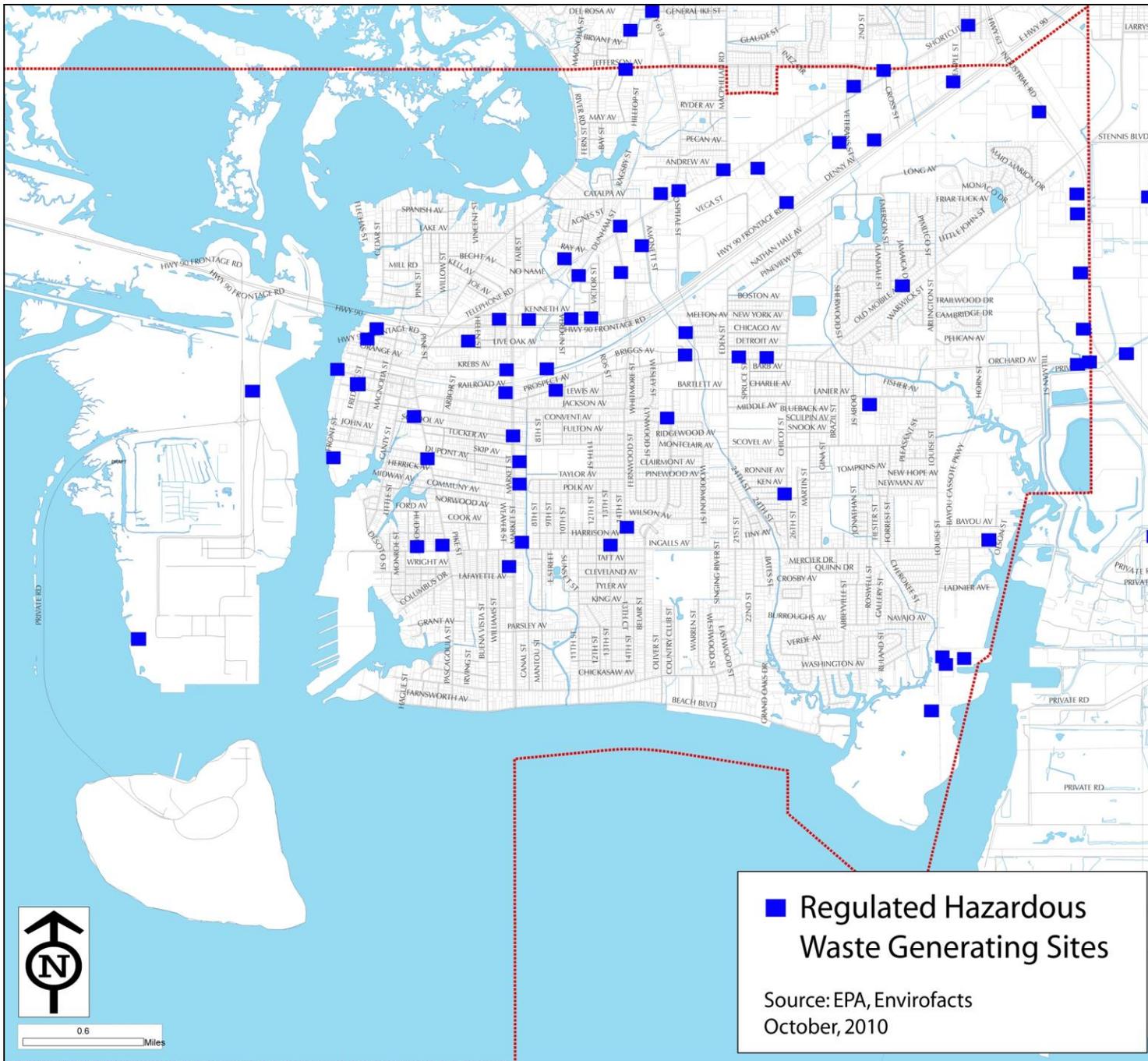
Approximately thirteen facilities in Jackson County were defined by MDEQ under the RCRA Title C as Small Quantity Generators, generating between 220 pounds and 2,200 pounds of hazardous waste per month. Sixteen facilities in Jackson County were defined as Large Quantity Generators, generating more than 2,200 pounds of hazardous waste per month.

Approximately seventy-six of the 191 facilities in Jackson County that generate hazardous wastes are located within the City. These businesses generally tend to be located on Highway 90, Market Street, Telephone Road, the Bayou Cassotte Industrial park and in a waterfront area near the Highway 90 Bridge.

Approximately 44 CERCLA/Uncontrolled Sites were identified in Jackson County by MDEQ. Approximately 18 of these sites were listed in Pascagoula. Only three of these sites were specifically defined as active. Four of these sites were defined as inactive or were deemed to require no further state or federal action. Seven of the sites were listed as archived.

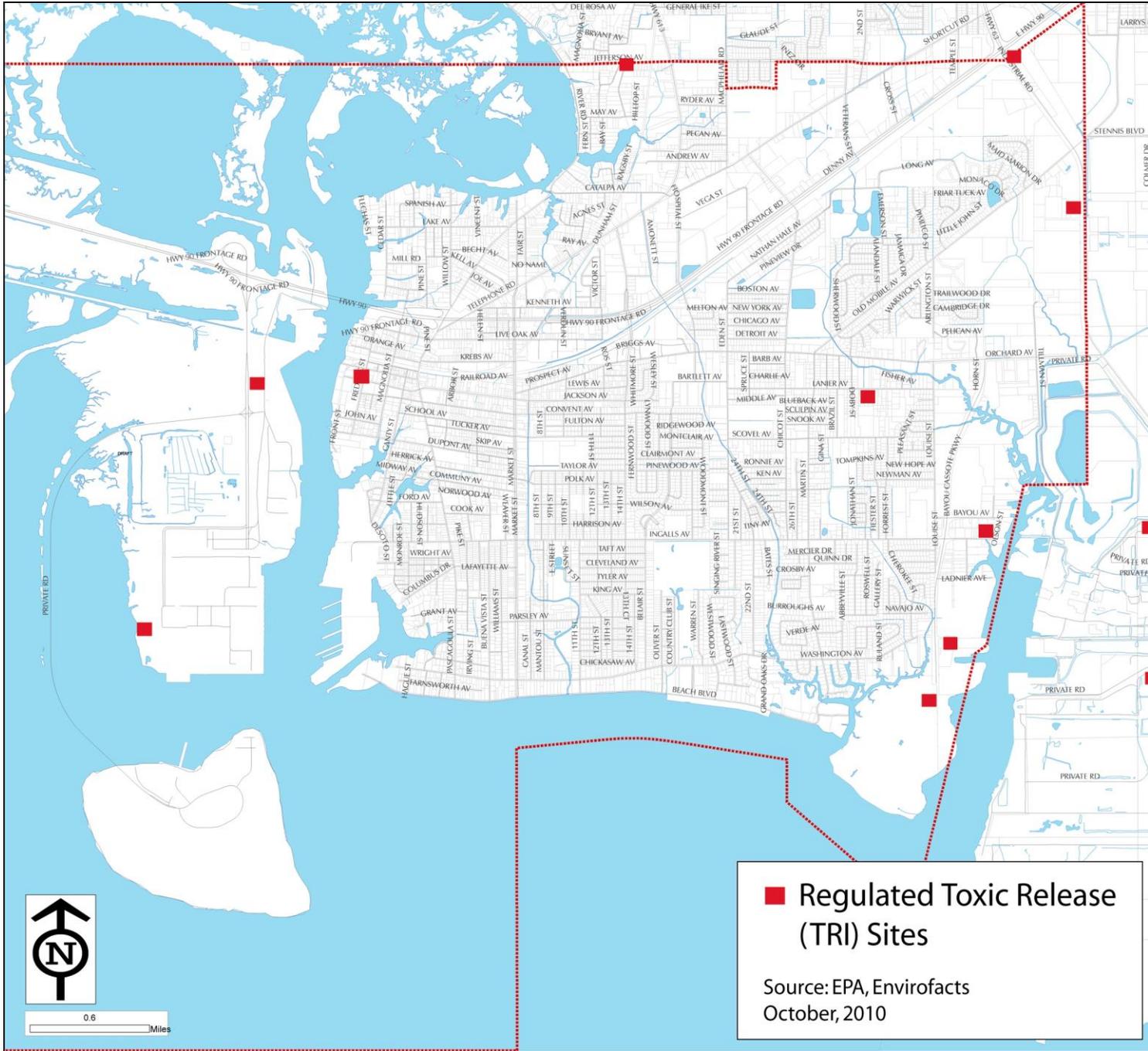
Eighteen facilities exist in Jackson County that use hazardous materials or toxic chemicals and are subject to Emergency Planning and Community Right-to-Know Act (EPCRA, or SARA Title III) reporting requirements. Some of these facilities are located within the City. These are Northrop Grumman Shipbuilding, East and West Bank, and Rolls Royce Co. Most of these facilities are located adjacent to the Pascagoula River and south of Highway 90. The Rolls Royce Plant is located on the City's eastern city limits, north of Orchard Road.

There are four facilities that also subject to EPCRA that are located immediately adjacent to Pascagoula's city limits. These include Chevron Production Co., Mississippi Phosphates Corp., and First Chemical Corp. All of these facilities are located on the City's eastern city limits.



Map 5.2: Regulated Hazardous Wastes Generators in Pascagoula

Additionally, the EPA Toxic Release Inventory (TRI) lists twelve companies in Pascagoula and the Bayou Cassotte Industrial Park that are required by MDEQ to track and properly handle toxic materials associated with their industrial production. Map 5.3 on the next page shows these locations.



Map 5.3: Regulated Toxic Release Sites in Pascagoula and Adjacent Area

Policy N-29:

Minimize the use of toxic and hazardous materials. Encourage the use of alternative materials and practices that are environmentally benign.

Program N-42:

Provide information to all user groups about:

- commonly used hazardous materials;
- environmentally friendly alternatives; and
- safe recycling and disposal methods.

Program N-43:

Support a City permitting procedure for commercial and industrial storage, use, and handling of hazardous materials.

Presently, the City has no permitting procedure for the storage and handling of hazardous materials. However, state and federal law preempt the City from actually enacting ordinances regulating hazardous waste disposal. Authority for enforcement of state and federal hazardous waste regulations and laws currently rests with the EPA and the MDEQ.

Program N-44:

Continue sponsoring a regular household hazardous waste collection event.

Since 1994, the City has provided an annual household hazardous waste drop-off day. On that day, household hazardous wastes may be dropped off at designated sites, where they are then packaged and disposed of by a certified hazardous waste contractor at no charge to residents.

Program N-45:

Study the relative costs, advantages, and disadvantages of establishing a regional household hazardous waste program for Pascagoula and all of Jackson County.

Program N-46:

Continue initiatives that allow small quantity generators to dispose of hazardous waste at no or minimal cost.

Policy N-30:

Continue working with appropriate agencies to clean up hazardous waste sites and contaminated groundwater.

Policy N-31:

Support public agency policies, regulations, legislation, and programs that implement the Jackson County (State of Mississippi) Hazardous Waste Management Plan.

Any proposed commercial hazardous waste facilities should be consistent with any possible siting criteria included in the Jackson County Hazardous Waste Management Plan. These regulations are currently being evaluated at the State

level and should ensure compatibility with neighboring land uses and the mitigation of environmental impacts.

Policy N-32:

Maintain City authority for the approval or denial of proposed commercial hazardous waste treatment, storage, or disposal facilities in the City. Continue to support the concept of “fair share” agreements between counties in the siting of such facilities.

SOLID WASTE

Goal N-7:

Reduced Volumes of Solid Waste; Solid Waste Disposed in an Environmentally Safe, Efficient, Manner

Solid Waste Disposal in Jackson County falls under the purview of the Jackson County Solid Waste Authority. MDEQ requires counties to develop Solid Waste Management Plans. These plans designate the number and types of solid waste disposal facilities located within the county. The Plan can be amended, after consideration, data collection, documentation of need and through a public hearing process.

Within Jackson County, there is one active municipal solid waste landfill. The landfill is located on Highway 63 in the Moss Point community. The site is permitted for industrial wastes and is expected to serve the community for another 20 years. The landfill site is subject to state and federal regulations for the siting, design and management of the landfill. The site was developed prior to the implementation of Resource Conservation and Recovery Act (RCRA) Subtitle D, Municipal Solid Waste Landfill Criteria, therefore, the landfill site is subject to a case-by-case review by MDEQ of potential disposal contracts at the site. The City used the Macland Disposal Center site for disposal of ash from the Pascagoula incinerator. Groundwater monitoring is conducted at the Macland Ash Disposal site as required by the MDEQ on a semi-annual basis. To date, no groundwater or surface water quality issues have been identified at this site.

Additionally there are normally 10 Class I and II rubbish sites located in Jackson County. These sites are restricted to receiving yard wastes, construction and demolition debris, wood wastes and furniture. These sites are subject to less stringent design and siting criteria. Permitted sites, as of June 30, 2004 include:

Class I

- Applewhite Processing Facility
- Macland II Rubbish Site
- Macland Rubbish Site
- Talley Contracting Rubbish Site
- West Jackson County (Seaman Rd)

Class II

- John Ward Solomon's Mines
- Lamey Pit Rubbish Site
- Macland II Rubbish Site
- Mallette Bros. Rubbish Site
- West Jackson Co. (Seaman Rd)

The City contracts for the collection of household solid waste for residential units within the City. The City normally awards the trash collection contract on a four year basis; although by law they can go six years, and requires that collected waste is disposed of in a RCRA Subtitle D Landfill. The closest suitable landfills to the City are located in Mobile County, Alabama and in Harrison County and Pearl River County, Mississippi. The US Army Corps of Engineers estimated that 90% of the total solid waste generated in the three coastal counties of Mississippi was sent to the Pecan Grove Landfill located in Harrison County.

Future initiatives could include expanding the City's curb-side collection program from its current bi-weekly schedule to a weekly schedule.

Composition of Pascagoula's Waste Stream

Because landfill space is limited, Pascagoula has embarked on a number of programs to reduce the amount of waste its citizens generate. To move toward meeting this goal, a greater emphasis is being placed on waste prevention, reuse, and composting, and additional programs such as mixed paper and construction and demolition debris recycling can be implemented. Pascagoula residents currently can drop off recyclables at the Public Works Department on 14th Street.

Policy N-33:

Reduce the amount of solid waste disposed in the City's landfill by reducing the amount of waste generated and promoting the cost-effective reuse of materials that would otherwise be placed in a landfill.

Program N-47:

Regularly review the landfill fee structure to ensure that it encourages a reduction in solid waste disposal.

The City has determined that a regressive fee structure—that is, one that requires large users to pay more—is an effective way to encourage recycling and reduce the amount of solid waste disposed.

Program N-48:

Improve City composting practices and continue promoting the household composting program.

Program N-49:

Continue to develop cost-effective source separation programs for recyclable solid waste materials for residential and commercial customers.

Source separation programs provide different receptacles for different types of waste. This allows waste to be recycled more economically. Different types of source separation programs may be suitable for different types of businesses. For instance, a restaurant generates large amounts of glass and cardboard, while an office generates more paper.

Program N-50:

Continue to develop long-term solid waste management programs that include safe and environmentally sound disposal methods.

In the future, it may become more effective to rely on centralized solid waste separation and recycling rather than having each solid waste generator carry out a separation program. The City will continue to seek the most effective combination of source and centralized separation programs.

Policy N-34:

Reduce solid waste generation through salvage and reuse of building materials, including architecturally and historically significant materials.

The demolition of existing structures creates materials requiring disposal. The recycling of building materials can reduce this portion of the solid waste stream. Such recycling efforts can result in the preservation of historically and architecturally important components of structures.

Program N-51:

Maintain and expand the use of the Recycling Center at the City's Public Works Compound on 14th Street..

Policy N-35:

Encourage the use of reusable, returnable, recyclable, and repairable goods through incentives, educational displays and activities, and City purchasing policies and practices.

Much of the waste generated in Pascagoula comes from products designed to be used once and then thrown away. Encouraging the use of products that are reusable, returnable, and do not use excessive packaging could reduce the amount of solid waste significantly. City procurement policies that favor recycled products can set a positive example for residents and businesses and encourage a positive attitude towards recycling. Increased use of these goods will also lower their prices.

Policy N-36:

Ensure the environmentally sound disposal of solid waste.

Policy N-37:

Support state and federal legislation encouraging the use of recyclable goods.

Pascagoula supports state and federal efforts to provide tax incentives and other regulatory changes that support the market for recycled goods. Programs that reduce the cost of recycled goods can help overcome consumer reluctance and ultimately increase market demand.

NOISE

Goal N-8:

An Environment that Minimizes the Adverse Impacts of Noise

Noise pollution is defined as unwanted noise or noise intrusions from several sources. People have different thresholds for defining when noise becomes pollution or uncomfortable. Sustained exposure to loud noises can lead to physical and mental health problems. Sustained exposure can create impaired hearing, hearing loss and stress related problems. Stress related problems may manifest as mental health or physical health problems including high blood pressure.

OSHA has published permissible daily noise exposure standards that are used to govern noise exposure at worksites. (See the Appendix B: Supplemental Information and Data for OSHA permissible noise standards.) However, equally significant is “community noise.” Community noise is defined as “noise intrusions from several sources including traffic or highway noise”. This noise is diffused and many not originate from a single source. To measure and to define these types of noises, the US EPA defined a 24-hour average of noise, designated as the day-night level or Ldn. The Ldn “is calculated so that noises that occur after 10 p.m. and before 7 a.m. are treated as if they are 10 decibels (dB) more intense.” EPA recommends an Ldn of 55 dB as an outdoor limit for community noise to protect the public.

The following table lists common sound levels from community noise sources.

TABLE 5.3: COMMON COMMUNITY SOUND SOURCES AND SOUND LEVELS	
LOCATION	SOUND LEVELS
Near Jet at Takeoff	140
Thunder	110
Garbage Truck	110
Backhoe	85
Cement Mixer/Power Saw	80
Compressor	75
Freeway Traffic at 50 feet	70
SOURCE: The Dewberry Companies, <u>Land Development Handbook – Second Edition</u> , 2002, McGraw-Hill, p. 4-95.	

The most common types of community noise include highway noise, aircraft noise and railway noise. As cited in the pervious table, an Ldn of 70 dBs is common as far as fifty feet from a major highway or freeway. Generally, rail noise can be a factor in creating noise pollution as far as 3,000 feet away. And finally aircraft noise has been identified as a community noise pollution source. The FAA established recommended standards for noise compatibility. These standards recommend that levels below Ldn 65 dB are acceptable for all land uses and can accommodate structures without noise protection modifications. FAA recommends that restrictions be placed on residential and educational land uses for areas which have levels between Ldn 65 and 75 dB. FAA recommends that at noise levels above Ldn 75 dB, residential land uses are unacceptable and that open space is perhaps the most appropriate land use. However, with modifications, some commercial and manufacturing land uses may be compatible.

While noise was not specifically identified as an issue, the City has several potential community and point source noise contributors. These include active rail lines through the City, U.S. Highway 90 through Pascagoula and industrial noise from several industrial corridors within the City.

Planning can mitigate the noise through three methods. These include (1) controlling noise at the source, (2) controlling noise along the path from the source to the receiver, and (3) controlling noise at the receiver.

No federal or state laws exist that specifically regulate community noise. EPA and FAA have issued recommendations regarding the compatibility of noise. OSHA does implement noise regulations, but these relate primarily to noise generated within industrial and commercial workplaces and serve to protect employees within their work environment.

The City does address some noise pollution concerns in their Zoning Ordinance. The City requires that planned industrial parks be designed to protect adjacent residential properties from several nuisances, including noise. The City's ordinance also addresses noise in the permitting of landfills and excavation, requiring that any work that may produce noise of a "sufficient volume to disturb sleep or repose of occupants on nearby land," not be done between the hours of 8 p.m. and 7 a.m.

Studies have indicated that the most acceptable (by the public) source controls and controls between the noise producer and receiver are earth berms and wooden and brick wall type barriers. A 1981 study indicated that attractiveness of the barrier often influences how loud people perceive the noise to be. A study by Louis Cohn for the Transportation Research Board in 1981, indicated that if the barrier was perceived as being attractive, people believed that the noise from the source was as much as 7 dB less than the actual noise.

Policy N-38:

Encourage the location of land uses in areas with compatible noise environments. Use the guidelines in the table "Land Use Compatibility for Community Noise Environment" to determine compatibility.

- The guideline for maximum outdoor noise levels in residential areas is an Ldn of 60 dB. This level is a guideline for the design and location of future development and a goal for the reduction of noise in existing development. However, 60 Ldn is a guideline which cannot necessarily be reached in all residential areas within the constraints of economic or aesthetic feasibility. This guideline will be primarily applied where outdoor use is a major consideration (e.g., backyards in single family housing developments, and recreational areas in multiple family housing projects). Where the City determines that providing an Ldn of 60 dB or lower outdoors is not feasible, the noise level in outdoor areas intended for recreational use should be reduced to as close to the standard as feasible through project design.
- The indoor noise level as required by the State of Mississippi Noise Insulation Standards must not exceed an Ldn of 45 dB in multiple family dwellings. These indoor criteria shall also apply to new single family homes in Pascagoula.
- Interior noise levels in new single family and multiple family residential units exposed to an exterior Ldn of 60 dB or greater should be limited to a maximum instantaneous noise level of 50 dB in the bedrooms. Maximum instantaneous noise levels in other rooms should not exceed 55 dB. Noise exposure can be determined based on the noise contour map included in this plan, or more detailed noise measurements, if appropriate.
- These guidelines should be included in the preparation of a new Unified Development Ordinance for the City.

Policy N-39:

Evaluate the potential for noise pollution and ways to reduce noise impacts when reviewing development and activities in Pascagoula and surrounding communities.

Noise impacts associated with new development include both short-term construction impacts and long-term operational impacts, including traffic. City policies address both sources. Construction activities are regulated to minimize disturbances to surrounding uses. Long-term impacts are reduced through a number of measures, including design and construction methods that reflect or absorb sound, landscaping and barriers, and site planning to reduce noise exposure. Areas where residential and non-residential uses are mixed or close together are a particular concern. Design of new projects should reduce noise from parking, loading, and refuse storage areas and from heating, ventilation, and air conditioning apparatus.

Policy N-40:

When noise levels from a proposed project may significantly impact nearby existing residential land uses, the proposed projects should be evaluated in terms of both the increase to existing noise levels and the potential for adverse community impact, regardless of existing background noise levels.

If an area is below the applicable maximum noise guideline, an increase in noise up to the maximum should not necessarily be allowed. A project should be considered to cause a significant degradation of the noise environment if it meets any of the following criteria:

- The project would cause the average 24-hour noise level (Ldn) to increase by 5.0 dB or more in an existing residential area, even if the Ldn would remain below 60 dB;
- The project would cause the Ldn to increase by 3.0 dB or more in an existing residential area, thereby causing the Ldn in the area to exceed 60 dB;
- The project would cause an increase of 3.0 dB or more in an existing residential area where the Ldn currently exceeds 60 dB.

Policy N-41:

The City may require proposals to reduce noise impacts of development on adjacent properties through appropriate means including, but not limited to, the following:

- Construct noise walls when compatible with aesthetic concerns.
- Screen and control noise sources such as parking, outdoor activities and mechanical equipment.
- Increase setback requirements between noise sources and adjacent dwellings.
- Whenever possible, retain fences, walls or landscaping that serve as noise buffers although design, safety and other impacts must be addressed.
- Use soundproofing materials and double-glazed windows.
- Control hours of operation, including deliveries and trash pickup, to minimize noise impacts.

Policy N-42:

Protect the community and especially sensitive noise receptors, including schools, hospitals, and senior care facilities, from excessive noise.

Program N-52:

Continue to work to reduce noise impacts created by events and activities taking place in adjoining communities.

Program N-53:

Evaluate the feasibility of adopting noise criteria in the purchase of new City vehicles and equipment.

An important part of the City's noise reduction strategy is to identify, test, and use quieter equipment and work methods for such activities as landscape maintenance.

Program N-54:

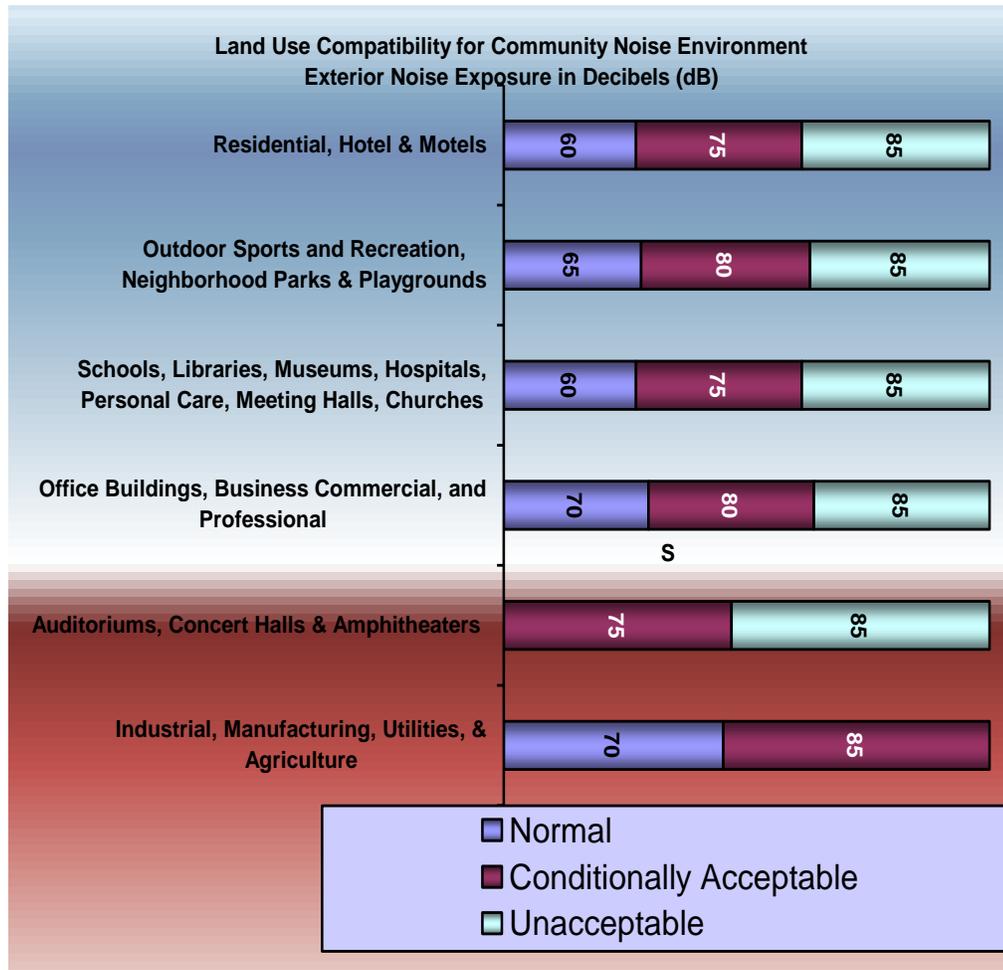
Update the existing Noise Ordinance to provide for clear interpretation of the regulations, and to review the appropriateness of existing standards. Strictly enforce the Noise Ordinance.

Program N-55:

Evaluate changes to the Noise Ordinance to reduce the impact of loud equipment.

The Noise Ordinance is primarily enforced by police patrol officers. Common residential noise sources include music, parties, barking dogs, and power equipment such as leaf blowers, lawn mowers, and swimming pool pumps. Noise Ordinance controls apply to each of these disturbances. The City should work with railroad officials to minimize impact of train whistles within City limits.

Common commercial and industrial noise sources include pumps and air compressors, air conditioners, and construction equipment. Noise standards that could be applied as land use decisions are made are shown below.



SOURCE: Illingworth & Radkin, Inc.

Normal: Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal convention, construction, without any special insulation requirements.

Conditionally Acceptable: Specified Land Use may be permitted only after detailed analysis of the noise reduction requirements and needed noise insulation features included in the design.

Unacceptable: New Construction or development should generally not be undertaken because mitigation is usually not feasible to comply with noise element policies.

Specified land use is satisfactory, based upon the assumption that any buildings involved are of normal convention, construction, without any special insulation requirements. Specified land use may be permitted only after detailed analysis of the noise reduction requirements and needed noise insulation features included in the design.

ENERGY

Goal N-9:

A Clean, Efficient, Competitively-priced Energy Supply That Makes Use of Cost-effective Renewable Resources

Electrical Power Generation

The primary source of power to the City is provided by Mississippi Power Company, one of several companies owned and operated by the Southern Company. The Singing River Electric Power Cooperative provides electrical services to portions of East Pascagoula and areas in rural Jackson County.

Mississippi Power operates two electric generating facilities in South Mississippi; Plant Jack Watson is located in Gulfport on Bayou Bernard and the Industrial Seaway. Plant Daniel is located in northeastern Jackson County on the Pascagoula River and Highway 63. Plant Daniel has the capacity to provide 2,064 megawatts of power per day. Power is generated in a combination of Plant Watson in Gulfport, Plant Berry in Mobile and Plant Daniel in Jackson County and they are tied together across a 4 state transmission grid to provide a reliable power supply to their customers. The facility is gas-fired and uses surface water drawn from the Pascagoula River for cooling. The Port of Pascagoula has several pipeline customers besides the Plant Daniel facility, and is permitted to remove 100 million gallons of surface water per day from the Pascagoula River, but currently only has the capacity to remove 78 million gallons per day .

Natural Gas

The City owns the natural gas distribution system throughout the City and into portions of Jackson County. For more information on this service, see the Community Facilities Services.

Mining, Oil and Gas Reserves

Approximately 75% of oil and 50% of natural gas produced in Mississippi is produced in the Pascagoula River Basin. Portions of nineteen counties lie in this Basin. No facilities producing oil, gas and mining are located in Jackson County, and no facilities are located within the City.

Laws, Regulations and Programs

The Pascagoula Zoning Ordinance, requires that a permit for any excavation or exploration activities. At this time the City has the authority to review the use and determine if it is an allowable use within the City.

Electrical power generating stations and gasoline distribution centers are an allowable uses within an industrial district in the City (711.1.23, 711.1.33). While the City's Ordinance does not specifically address oil, natural gas or mining activities, these may be considered after review by the Planning Board and a recommendation from the Planning Board forwarded to the City Council.

Policy N-43:

Maintain Pascagoula's long-term supply of electricity and natural gas while addressing environmental and economic concerns.

This is similar to Pascagoula's policy regarding water supplies. The City recognizes that cost-effective and environmentally sound solutions to meeting its energy needs include energy conservation and efficiency. The development of such solutions requires participation in research and development, and demonstration programs of renewable resources technologies and other public interest programs. When financially feasible, the City will pursue alternative market-priced supplies of energy to minimize the need for expensive supplemental power.

Program N-56:

Implement gas and electric rate structures that encourage energy conservation and that are in balance with other rate-making objectives, such as providing competitive rates. Set rates to achieve a balance between actual service costs, market prices, and the goal of promoting conservation and efficient use. Continue to provide a baseline service rate.

Traditionally, utility rate structures discouraged conservation by charging less per unit as more was consumed. Energy shortages during the 1970s forced a restructuring of rates to consider long-term supply constraints. The concept of a "baseline rate" was developed to provide all customers with enough energy to meet basic needs at an affordable cost. Higher rates are charged for units used beyond the base consumption level. The use of rate structures that encourage energy efficiency will be balanced with other ratemaking objectives involving competition and cost-of-service principles.

Policy N-44:

Continually evaluate and revise forecasts for electric power demand. Pursue adequate low cost supplies to meet this demand by participating in cost-effective programs offered by Mississippi Power or other suppliers and marketers of energy.

Policy N-45:

Retain the ability to purchase supplemental gas and electric power from other potential providers to remain competitive in the marketplace.

Policy N-46:

Optimize energy conservation and efficiency in new and existing residences, businesses, and industries in Pascagoula.

Efficient use of natural gas and electricity is encouraged in all new construction. In addition, remodeling and renovation offer similar opportunities to increase energy efficiency.

Program N-57:

Implement energy efficiency programs.

Program N-58:

Encourage continuation of public education programs addressing energy conservation and efficiency.

Program N-59:

Incorporate cost-effective energy conservation measures into construction, maintenance, and City operation and procurement practices.

Weatherization of City buildings can substantially reduce energy costs. Such projects have been pursued in the past and will continue to be pursued in the future. Additionally, the City's purchasing policies should consider energy efficiency and should favor products that help the City achieve its conservation objectives.

Program N-60:

Incorporate state and federal energy efficiency standards and policies in relevant City codes, regulations, and procedures.

These standards include the Leadership in Energy and Environmental Design (LEED) standards, which ensures energy efficiency in new construction and additions.

Policy N-47:

Encourage the appropriate use of alternative energy technologies.

Alternative energy technologies include those that use sunlight, wind, and other non-traditional forms of energy to replace work done by oil, coal, and other limited resources. The City can encourage the use of these technologies by ensuring that its regulations do not impede their use, using City facilities for demonstration projects where practical, providing economic incentives to retrofit existing structures, supporting state and federal development of new energy resources, promoting active and passive solar building designs, and providing information to consumers.

Program N-61:

Provide information and advice on the use of alternative energy technologies, including the relative costs and benefits of different types of fuel, to all customers.

Information could include classes, displays, design guidelines, and increased publicity for various energy programs.

Program N-62:

Monitor other utilities that successfully use alternative energy sources and seek funding for similar projects that would be appropriate in Pascagoula.

NATURAL HAZARDS

Goal N-10:

Protection of Life and Property From Natural Hazards, Including Hurricanes, Flooding, and Fire

Pascagoula must be prepared for emergency situations related to hurricanes, flooding, and wildfire. The City's goal is to minimize the potential for injury, loss of life, and property damage resulting from these hazards. Emergency preparedness and public education are both critical parts of achieving this goal. It is also critical to use the development review process as a way to reduce exposure to hazards in new projects. The design and operation of new projects in risk-prone areas must consider relevant hurricane, flood, and fire hazards.

General Safety Measures

Policy N-48:

Focus efforts to reduce exposure to natural hazards on those areas where the greatest risks exist.

Areas of the City have been identified as having particular hurricane, flood, or fire related hazards. Hurricane hazards include wind damage to structures and utilities and hurricane surge induced flooding. Flood hazards include saltwater flooding from the Gulf and Mississippi Sound. Fire hazards include wildfires, primarily in the wetland and marsh grass areas.

Policy N-49:

Implement public safety improvements, such as access roads and other infrastructure, in a manner that is sensitive to the environment.

Pascagoula's utilities, public safety and other City infrastructure improvements need to be carefully designed to minimize negative environmental impacts. This applies throughout the City with special attention given to wetlands and other low lying areas adjacent existing water bodies, where improvements should generally be located as close as possible to access roads.

Program N-63:

Strictly enforce International Building Code wind load provisions and other safety restrictions.

Program N-64:

Update/Revise as required the Zoning and Subdivision Ordinances to recognize hurricane, flood and fire related hazards.

Some parts of Pascagoula are at greater risk in a natural disaster than others. These areas could be zoned or otherwise regulated to reduce their development potential and require detailed engineering studies prior to development.

Program N-65:

Require preparation of a report from an engineer/geologist that reviews soils and other natural constraints, for all development proposed in hazard areas. Establish appropriate fees to cover the cost of this review.

Program N-66:

Review and update, as appropriate, City code requirements for excavation, grading, and filling to ensure that they conform to currently accepted standards. Recover the cost of this work through land disturbance permit fees.

Flood Hazards

Policy N-50:

Minimize exposure to flood hazards by adequately reviewing proposed development in flood prone areas.

Areas of Pascagoula are subject to flooding following unusually heavy rainfall. Flooding is typically associated with overtopping of bayou banks, inadequately sized bridges and culverts, and blocked storm drains. Many areas of the City are located within the 100-year flood plain boundary as defined by the Federal Emergency Management Agency (FEMA). Flood Maps are also available in the Pascagoula Code Enforcement Building for review. As new flood maps are developed and made available, they will be available through the Code Enforcement office as well.

Program N-67:

Establish a standardized process for evaluating the impacts of development on the storm drainage system.

Program N-68:

Implement the requirements of FEMA relating to construction in Special Flood Hazard Areas as illustrated on the Flood Insurance Rate Maps.

Fire Hazards

Policy N-51:

Minimize exposure to wetland and urban fire hazards through rapid emergency response, proactive code enforcement, public education programs, use of modern fire prevention measures, and adequate emergency management preparation.

Fire hazards are primarily associated with homes built adjacent to wetland marsh areas and in other areas where urban and wetland activities interface. The risk of fire is highest during the winter and spring months when temperatures and humidity are lower and the vegetation is dormant and driest. The amount of risk is influenced by access, resident population, topography, response time, availability of water, exposure to wind, and type of vegetation. The Fire Department operates three fire stations throughout the City. The Department currently responds to about 2,100 – 2,500 incidents per year. The Fire Department has mutual aid agreements with Gautier, Moss Point and Chevron.

Program N-69:

Regularly review and update the fire emergency evacuation provisions in the City's Emergency Management Plan.

Program N-70:

Provide public education on fire safety, including evacuation routes and guidelines for clearance of landscaping and other hazards around structures.

Program N-71:

Minimize fire hazards by implementing low density zoning in wetland fire hazard areas.

Policy N-52:

Provide emergency fire and medical services consistent with the response time standards set forth by the Mississippi State Rating Bureau.

Program N-72:

Evaluate measures for consolidation of services with other jurisdictions and automatic or mutual aid agreements with other jurisdictions to improve efficiencies.

Emergency Management

Policy N-53:

Minimize exposure to all hazards through emergency management planning.

Pascagoula conducts emergency preparedness planning on an on-going basis. Police and Fire Departments are assigned the major responsibilities, and various locations around the City are designated for shelter and emergency operations. All City departments have emergency plans and many have significant roles in restoring infrastructure and City services, providing shelter and welfare services, and coordinating communication. An Emergency Management Plan includes specific provisions for pre-emergency planning and post-disaster recovery.

Program N-73:

Regularly update and distribute Pascagoula's Emergency Management Plan, including the hurricane, flood, and fire emergency evacuation plans. Consult with the Pascagoula's School District in updating the Plan.

Program N-74:

Initiate public education programs that strongly encourage that each household in the City is prepared to be self-sufficient for 72 hours after a major hurricane. Update and distribute the City's Hurricane Preparedness Plan, part of the City's Emergency Management Plan.

The Emergency Management Plan should include a community education component that incorporates a "house-to-house" outreach program for disaster preparedness. It should also require that all City departments involved in emergency response and related agencies conduct annual disaster exercises. These exercises should incorporate critiques by the public and participating agencies. The disaster plan should be reviewed regularly.

Capital Improvement Needs/Opportunities

The following initiatives would benefit from public support in funding capital needs to support achievement of these goals and objectives:

- Funding for stormwater management improvements and facilities, in cooperation with other cities in Jackson County, to fulfill joint responsibilities for implementing the requirements of the Phase II Stormwater Management Plan.
- Upgrade City equipment and facilities to promote energy efficiency and conservation.

Chapter 6: Community Services and Facilities

Vision Statement

Pascagoula will provide high quality community services to its residents, businesses, and visitors. Its schools, libraries, parks, community facilities, and performing arts and cultural centers will be enhanced to serve current and future generations. Its police and fire services will be managed to provide consistently high levels of public safety. The City will continue to provide services and programs that meet the needs of special populations—including children, seniors, and people with disabilities—as well as programs in recreation, lifelong learning, and the arts that benefit all populations. Pascagoula's success in providing these services will be expressed and measured by the satisfaction of its customers, the public at large. The City will pursue new ways to deliver community services in the most efficient and cost-effective way possible. It will coordinate its efforts with other public agencies, nonprofits, and the private sector to reduce overlap and maximize the use of resources.

Introduction

The Community Services and Facilities Element is required by State law. The topics addressed here are an integral part of the City's overall planning strategy and a basic consideration in setting growth and development policy. This Element emphasizes the importance of providing responsive, efficient, and cost-effective community services. It acknowledges the vital role that public facilities like parks and schools play in shaping community life. The Element describes how the City will meet the needs of groups with special needs, how it will maintain its physical facilities, and how it will provide educational, recreational, and cultural services to a population with ever changing needs and demands. The Element includes a Background section that profiles schools, libraries, parks, police, and fire services in Pascagoula and briefly describes the City's service provisions for young children, seniors, and persons with disabilities. It proceeds with goals, policies, and programs that address how these facilities and services will be provided in the future. City policy related to solid waste collection, energy, water supply, storm water, and emergency management services can be found in the Natural Environment Element.

Background

SCHOOLS

Pascagoula's public schools are operated by the Pascagoula School District (PSD). The PSD operates twenty schools in Pascagoula and Gautier including,

eleven K-5 elementary schools, four 6th grade academies, three high schools, and two special education schools. Within the City limits of Pascagoula there are thirteen schools: eight K-5 elementary schools, two 6th-grade academies, two high schools and two special education schools.

The elementary, middle, and high schools that comprise the PSD had a combined enrollment of 7,124 in 2008 – 2009. School enrollment peaked in 1978-79 at 9,113 students. Since there is very little land remaining to be developed within the City limits of Pascagoula, the enrollment pattern is expected to remain fairly constant. Should the City annex to the east, the only direction it can, the school district lines would not change as the current PSD boundaries extend east of the current City boundaries.

There is currently no capacity vs. enrollment issues in the PSD; however, the PSD has added classrooms for the purpose of reducing class size. Since enrollment has remained steady, with slight recent declines, there is no need for additional schools projected at this time. However, there are a number of special education needs, with funding being the primary issue due to NCLB and IDEA – both of which are unfunded mandates from the federal government.

Student ADA (Average Daily Attendance) is approximately 96% for all schools. The current 48 mil levy has allowed the PSD to address all facility needs. The current liaison between PSD and the City is the Superintendent who communicates with the City Manager. The greatest current need for the PSD is that of a performing arts center where student talent can be showcased.

PSD schools located within the Pascagoula City limits provide a variety of community services, programs that support the community as a whole.

LIBRARIES

The Jackson-George Regional Library System provides services to the residents of Jackson and George Counties, including the cities of Pascagoula, Moss Point, Gautier, Ocean Springs and Lucedale, Mississippi. The Library System has eight libraries located throughout the two county region and these include:

- East Central Public Library in the Hurley Community;
- Kathleen McIlwain Public Library of Gautier located in Gautier;
- Lucedale-George County Public Library located in Lucedale;
- Ina Thompson Moss Point Library located in Moss Point;
- Ocean Springs Municipal Library located in Ocean Springs;
- Pascagoula Public Library located in Pascagoula;
- St. Martin Public Library located in the St. Martin Community, and
- Vancleave Public Library located in the Vancleave Community.

Standards developed under the Practical Administration of Public Libraries indicate that there is adequate floor area in the library to meet the needs of the existing population of Pascagoula. There is adequate reader space and floor space for the collections, according to these standards. The amount of staff work area within the Pascagoula Public Library may be inadequate to support the

present number of staff. Library standards indicate that additional space is needed for a staff work area.

PARKS

The City owns and operates 23 neighborhood and district parks that total approximately 213 acres. They include one “mini-park”, 11th Street Mini Park that is approximately one acre. This park includes a playground area and basketball court. The majority of the other parks are “neighborhood” parks including Beach Park, Pine Street Park, River Park, Chateau Lake, Andrew Johnson Recreation Center, 12th Street Complex, Pat Wilson Park, The Point Park, BB Jennings Park, Ladner Road Pier and Spanish Fort Pier. These park facilities range from one acre to 20 acres and provide a mix of active and passive recreational areas. There are currently two “district” parks, I. G. Levy Park North and South and the Soccer Complex, that serve a larger area and contain a wider range of facilities. As a district park, I.G. Levy Park which contains 60 acres, provides playing fields, picnic grounds, tennis courts, racquetball courts, Adventure Island Playground, jogging trails, and the Scranton Nature Center. The soccer complex currently contains 40 acres with plans to expand this facility through the acquisition additional land. This additional park land would be developed with additional softball fields for men and women, Babe Ruth fields, skate park, disk golf and walking trails. Current plans also call for the upgrading and development of The Point Park, located at the west end of Beach Boulevard overlooking Mississippi Sound. Proposed improvements include upgrading boat access facilities, pier fishing opportunities, marina facilities, playground, picnic areas, shelters, restrooms, and other water based activities. The City also owns several large open space areas that buffer adjacent drainage ways and water bodies. These are described in the Natural Environment Element. Because of the “built-out” nature of the community, it is unlikely that many new parks, other than those described will be created in Pascagoula. Maintenance and rehabilitation of existing facilities will continue to be the City’s primary concern relating to parks.

Based on the 2009-2014 Mississippi Statewide Comprehensive Outdoor Recreation Plan (SCORP) and recommended guidelines from the National Recreation and Parks Association (NRPA), the City’s park and recreational demands and needs are consistent with the current state and national trends. The top five activities in the state were 1) jog, run, walk for exercise, 2) fishing (bank or pier), 3) recreational swimming, 4) baseball, softball, and 5) picknicking/waterparks (tied). The national emerging priorities were 1) trail based, 2) water based, 3) sports activities, and 4) playgrounds and picnic areas.

The National Recreation and Parks Association (NRPA), states that a facility standard defines the number of recreation facilities necessary to accommodate community needs for various types of recreational activities. The NRPA recommended standards for park classification and the population ratio method are given in Table 6-1, as abstracted from Gold, Seymore M., Recreation Planning and Design, New York: McGraw-Hill Book Company, 1980. Recommended acreage requirements per park classification compared to existing acreage are given in Table 6-2. Table 6-3, contains standards for Park and Recreation facilities based on guidelines from NRPA, along with recommended needs as compared to existing facilities.

TABLE 6.1: RECREATION STANDARDS: POPULATION RATIO METHOD

CLASSIFICATION	ACRES/1000 PEOPLE	SIZE RANGE	POPULATION SERVICED	SERVICE AREA
Mini Park	*	2,500 Sq. Ft to 1 Acre	500-2,500	Sub-neighborhood
Neighborhood Park	2.5	1-20 Acres	2,000-10,000	1/4 -1/2 mile
District Park	2.5	20-100 Acres	10,000-50,000	1/2-3 miles
* Not Applicable				

TABLE 6.2: RECOMMENDED ACREAGE PER PARK CLASSIFICATION

CLASSIFICATION	YEAR 2000	YEAR 2005	YEAR 2010	YEAR 2020	YEAR 2030	EXISTING ACREAGE 2003
	26.200	27,100	27,700	29,800	30,250	
Mini	*	*	*	*	*	
Neighborhood 2.5 Ac/1000	65.5	68.75	69.25	74.50	75.60	109.8 Acres
District Park 2.5 Ac/1000	65.5	68.75	69.25	74.50	75.60	102 Acres
* Not Applicable						
SOURCES: U.S. Census Bureau, Gulf Regional Planning Board						

TABLE 6.3: FACILITY NEEDS ANALYSIS

FACILITY TYPE	STANDARD	YEAR					EXISTING	NEEDS
		2000	2005	2010	2020	2030		
Ball Diamonds								
Official	1/12,000	2.0	2.2	2.3	2.5	2.5	2	.5
Softball	1/5,000	5.2	5.4	5.4	6	6	8	-
Youth	1/5,000	5.2	5.4	5.4	6	6	6	-
Football/Soccer	1/10,000	2.6	2.8	3	3	3	15	-
Tennis Courts	1/2,000	13.0	13.5	13.9	15.0	15	13	2
Basketball Courts	1/5,000	5.2	5.4	5.4	6	6	9	-
Picnic Shelters	1/3,000	8.7	9	9.2	9.9	10	12	-
Play Areas	1/2,000	13.0	13.5	13.9	15	15	12	3
Swimming Pool	1/20,000	1.0	1.4	1.4	1.5	1.5	1	1
Trails								
Fitness/Jogging	1mi/5,000	5.2	5.4	5.4	6	6	2.1	3.9
Hiking/Natural	1mi/5,000	5.2	5.4	5.4	6	6	0.0	6
Golf Course	1 18-hole/20,000	1	1.4	1.4	1.5	1.5	0.0	--*
Community/ Activity Center	1/20,000	1	1.4	1.4	1.5	1.5	1	1

* A Public golf course is available near Hurley, Mississippi. It is not recommended for the City to build a public golf course.

The Facility Needs Analysis indicates a shortage of trail facilities, playgrounds, the need for an additional community center, pool facility and an 18-hole golf course. The current 10 year plan of the Parks and Recreation Department will satisfy the recommended standards for parks and recreation facilities, except for the shortfall in trails. The development of trails - fitness/jogging, hiking/natural, including bicycle trails - should become a priority.

There is a private 9-hole golf course within the City limits and an 18-hole public golf course available in Jackson County, near Hurley, Mississippi. The present population of Pascagoula could not support an additional public golf facility within the City. Due to the cost to develop, operate and maintain a daily fee public golf course, it would not be recreationally or economically feasible for the City to invest in a golf facility.

RECREATION SERVICES

The Pascagoula Parks and Recreation Department takes great pride in its presentation of diverse and high quality programs. These programs include youth and adult sports, teen and middle school activities, a variety of classes for all ages, and a wide range of special events. Recreation facilities include the 23 parks previously described above, the Andrew Johnson Community Center, and the Old Depot Art Center. In addition the Senior Center located on Live Oak Avenue, provides a variety of recreation activities primarily aimed at seniors.

POLICE

Law enforcement services are provided by the Pascagoula Police Department, located on Live Oak Street, in the Ben Briggs Building. There are no substations in the City. In 2009, Pascagoula had 2,916 crimes reported, a rate very close to the rate for Jackson County as a whole and other similarly sized communities along the Mississippi Gulf Coast. The Department had 100 employees in 2010, with 62 sworn officers including reserves. The Department provides two Canine Patrols, Public Relations throughout the Community, Crime Stoppers Program and a Neighborhood Watch Program. They have a working relationship with the Jackson County Sheriff's Department, City of Moss Point, Mississippi and the City of Gautier, Mississippi. A key challenge for the Department over the life of the Comprehensive Plan includes getting the community involved in problem solving relating to police protection and crime prevention. Other challenges for the future include increases in white collar crime (including identity theft), the impact of Homeland Security, and the continued need for interagency cooperation. Future needs for the Department include additional secure evidence storage space as part of the existing police building. This expansion would then free up work areas for officers that have been converted to evidence storage.

FIRE

Fire protection services are provided by the Pascagoula Fire Department. The Department operates three fire stations in the City including the Central Fire Station on Jackson Avenue, Lake Avenue Fire Station north of Highway 90 and the Bayou Casotte Station in east Pascagoula. Based on an analysis of these

facilities, and the average response time of three minutes to any location in the City, it appears that these three stations are adequate to serve the needs of the City. In 2010, the Department had 59 personnel, including 57 sworn or uniformed positions. The City has mutual aid agreements with Moss Point, Mississippi; Gautier, Mississippi; and the Jackson County Fire District. In addition they have a working agreement with the Chevron Refinery that has its own fire fighting/hazmat team. Emergency medical services are provided by the Fire Department for basic life support. The water distribution system has recently been upgraded from a Class 6 to a Class 5. The next goal will be achieving a Class 4 level.

CHILD CARE

There are 9 licensed child care facilities in Pascagoula. The facilities offer infant/toddler care, preschool care, and school-age care. The combined capacity of these 9 facilities is 431 students, with many centers offering care for more than one age group. Headstart also offers a program that provides for child care to qualifying low income households.

Like many other communities, Pascagoula has experienced an increased demand in certain age groups for quality child care services. These increases can be attributed to an increasing number of women in the workforce, and the increase in the number of families with children. As transportation and traffic issues demand more comprehensive solutions, the provision of child care close to homes and/or work places will emerge as one of the components of a multi-faceted program for child care. The challenge that lies ahead is ensuring an adequate supply of quality child care to meet the growing demand.

SENIOR SERVICES

Services are provided to seniors through a division of the Parks and Recreation Department of Pascagoula. They offer a broad range of services supporting independent living, education, and enrichment. Programs include transportation for field trips, counseling services, social work, support groups, health screenings and lectures, home fix-it repair by directing seniors to a source for help, and referral services. The Pascagoula Senior Center located on Live Oak Avenue provides a central facility for the delivery of these services, as well as a social center for seniors. The current Senior Center is adequate in size to provide all of the current and projected program activities. Pascagoula has, and is projected to continue to have, a high percentage of persons over 60 years of age, and as such a continued demand for senior services. As the primary provider of senior services in the City, the Senior Center will continue to update its services based on the needs of seniors in Pascagoula.

SERVICES FOR PEOPLE WITH DISABILITIES

Activities and programs that provide services to people with disabilities include the Library and its Elder Care program, Singing River Industries with its Learning center and Job Center, and Jackson County Civic Action that provides various programs that in part serve individuals with disabilities. The City's Americans with Disabilities Act (ADA) coordinator is the Building Official. The City continues

to make improvements that expand accessibility to public facilities, as required by the ADA.

CULTURAL ARTS

Although there is no formal cultural arts program within City government, there are a number of private community organizations that are active in the City promoting the visual and performing arts. The Jackson Council Arts Council, a non-profit organization, has as its mission, "To act as a catalyst to preserve and promote our cultural heritage and to develop and enhance the cultural life of Jackson County". Their goal is to establish an environment conducive to the growth and understanding of the arts. This encompasses all forms of community cultural arts, including music, visual arts, story-telling, poetry, historic preservation, beautification, theater and dance.

One of the more active arts organizations in Pascagoula is the Singing River Art Association, which is responsible for art exhibits and also offers art classes in the Old Depot Art Center. The Depot which is located at 504 Railroad Street, is owned by the City, and is part of the Parks and Recreation Department. Visual art exhibits are also provided at the Jackson/George Regional Library on a rotating basis.

Community art education is available through the Pascagoula School District and the Pascagoula Parks and Recreation Department, on a limited basis. Additional performing art opportunities are available through private providers such as the Melange Dance Company, a studio of dance and gymnastics, the Coastal School for the Performing Arts and the Robin Adams Performing Arts Center as well as during a public event at the Beach Park, Sounds by the Sea.

Pascagoula has a rich history of the arts, documented back more than 95 years. Newspaper articles recount when theatrical performances were staged in 1906, at the "Anderson Beach Casino, a sea-breeze cooled, roofed-cover casino in the Park". In addition, The Little Theater, which was started after World War II, was housed in a playhouse constructed in 1953 and operated until the late 1970's.

The re-establishment and continuation of a flourishing cultural arts community is needed to enhance the quality of life in Pascagoula. In order to showcase the cultural arts, there is a need for a facility that could house symphony performances, dance recitals, concerts, plays, art displays, as well as a theater and studio for a resident artist. Such a facility could be part of a new community center, and would greatly enhance the City.

Goals, Policies, and Programs

EFFICIENT SERVICE DELIVERY

Goal C-1:

Effective and Efficient Delivery of Community Services

Delivering high quality City services with finite fiscal resources requires efficiency and coordination, along with a recognition of changing community needs. Demand for services like child and senior care, education, and recreation

continue to grow and change. Technology has revolutionized the way many services are provided, but has also added a new level of complexity. At the same time, the service delivery system itself has changed. Services that were once exclusively provided by the City may now be provided by another public entity or by a nonprofit agency or private company. The result of this trend has been a growing emphasis on partnership and coordination. The only way to achieve maximum efficiency in City service delivery is to collaborate with other jurisdictions, avoid duplication of efforts, build coalitions with the Pascagoula School District, and enlist the assistance of businesses and volunteers to supplement City resources.

Policy C-1:

Encourage the creation of partnerships within Pascagoula to seek effective solutions to shared problems and community service needs.

Policy C-2:

Where economies of scale are possible, cooperate with neighboring communities in providing municipal services such as police and fire protection, libraries, and recreation.

The City already takes advantage of these opportunities in the provision of police, fire, public library, solid waste, and recycling services. Additional opportunities may be available for these and other types of services, particularly through coordination with Cities of Moss Point and Gautier, and Jackson County.

Policy C-3:

Pascagoula should continue to take a leadership role in addressing community service issues that cross jurisdictional lines.

Pascagoula can be recognized as a leader in the delivery of community services. The City is committed to continuing this leadership role in the future.

Policy C-4:

Maintain a close, collaborative relationship with the Pascagoula School District to maximize the use of school services and facilities for public benefit, particularly for young people, families, and seniors.

In the past, school facilities have not been available for non-school uses due to insurance requirements, liability concerns, maintenance costs, and other issues. The City is committed to working with the Pascagoula School District to change this situation and increase the number and type of school facilities available for community use.

Program C-1:

In cooperation with existing public and private agencies and the Pascagoula School District, develop a service program that will coordinate the efforts of agencies providing services to families and youth in Pascagoula.

A Children and Family Services Program would reinforce the message that education begins at home and that parental participation in supervising homework and other school activities is a critical component of the education process.

Program C-2:

Develop a City/School Liaison Committee to remove barriers to community use of schools and facilities and coordinate other areas of mutual interest.

The City/School Liaison Committee should consist of representatives appointed by the Superintendent of schools and the City Manager. This committee should meet as required to identify and address issues of mutual interest to the City and the Pascagoula School District.

Program C-3:

Assess the potential for City use of Pascagoula School District facilities for child care, libraries, recreational facilities, community meeting space, education, health care, culture, and computer resources.

Program C-4:

Work with Pascagoula School District to determine ways that schools can be made more available to the community for weekend and evening use.

Program C-5:

Consider joint provision of library services with Pascagoula School District.

Policy C-5:

Recognize the importance of schools to the social and economic vitality of the City.

Policy C-6:

Continue and enhance City efforts to assist the Pascagoula School District in anticipating and addressing land development-related school enrollment impacts.

Program C-6:

Provide regular status reports to Pascagoula School District on potential and approved development projects.

Program C-7:

Require an assessment of school impacts prior to the approval of development projects that require legislative acts, including general plan amendments and zoning changes.

Policy C-7:

Actively work with private, nonprofit, and public community service organizations to avoid duplication and to coordinate the delivery of services like child care, senior services, and recreation.

Policy C-8:

Welcome and encourage corporate citizenship in the provision of community services.

Corporate citizenship refers to the active participation of local business in community affairs. It reflects an acknowledgment by the business community that they too are members of the community and have a responsibility in making it a better place to live and work. Corporate citizenship has always played an important role in Pascagoula community life and businesses continue to sponsor programs that enrich the lives of residents. These programs include the annual Christmas Parade, the Easter Parade, the Zonta (Delmas Avenue Downtown) Street Fair, and others.

Program C-8:

Establish a program to facilitate continuing corporate support for community services through contributions of funds, time, materials, and expertise.

CUSTOMER SERVICE

Goal C-2:

A Commitment to Excellence and High Quality Customer Service among Pascagoula Officials and Employees

The City is committed to providing high quality, responsive customer service for its residents and businesses. This priority is reflected in policies and programs throughout this document. The policies and programs below more specifically address the City's intentions to reinforce the customer-service ethic. Changes in City staff management techniques, performance review criteria, and public service processes are proposed to improve the quality of service delivery.

Policy C-9:

Deliver City services in a manner that creates and reinforces positive relationships among City employees, residents, businesses, and other stakeholders.

Program C-9:

Establish performance review criteria for City employees that consider the quality of customer service provided.

Program C-10:

Establish tangible incentives and enhance rewards and recognition programs to encourage City staff to deliver high quality services.

Some aspects of this program may require negotiations with the City's staff to achieve criteria and incentives that are workable and mutually acceptable.

Policy C-10:

Perform customer-oriented evaluations of City service delivery and develop strategies for improving customer service.

Program C-11:

Provide a budget line item for City staff training in customer service-oriented management techniques

Several management philosophies stress customer satisfaction as a measure of success. Such philosophies use performance data as a way of identifying problems and encourage the participation of employees in solving these problems. Staff training is an ongoing priority in Pascagoula.

Program C-12:

Encourage City work groups to examine and improve operating procedures.

SOCIAL SERVICES

Goal C-3:

Improved Quality, Quantity, and Affordability of Social Services, Particularly for Children, Youth, Seniors, and People with Disabilities

Services for children, youth, seniors, and persons with disabilities are constrained by limited resources. Coordination among the many agencies and organizations serving these populations is critical to stretch these resources as far as possible. At a time when the number of children and seniors is increasing, it is essential to develop long-term and short-term strategies to deliver the comprehensive package of services needed by these groups.

Policy C-11

Support and promote the provision of comprehensive child care services in Pascagoula by public and private providers, including employers.

The supply of child care facilities in Pascagoula has not kept pace with demand. As the number of children and working parents in Pascagoula increases, the demand for convenient, high quality child care will continue to grow. New residential development in the City and continued changes in demographics may make the existing shortage of certain facilities more severe in the future. Coordination with the Pascagoula School District, new child care services, and child care provisions within new development is important.

Program C-13:

Develop a Child Care Master Plan to guide the delivery of child care services. Update and amend this Plan to include standards for evaluating the impacts of new development on child care service needs.

Program C-14:

Develop a Child Care Advisory Committee to evaluate the feasibility of requiring child care impact assessments for proposed development projects.

Policy C-12:

Coordinate delivery of child care services with other service providers, including the Pascagoula School District.

Policy C-13:

Continue strong support for and long-term commitment to school age child care programs on Pascagoula School sites.

Policy C-14:

Encourage inter-generational interaction in providing solutions to child care needs.

Policy C-15:

In residential or neighborhood commercial development projects, strongly encourage child care and/or senior care facilities, along with measures to mitigate potential conflicts between these facilities and surrounding uses.

Program C-15:

Study changes in zoning, parking, and landscaping requirements that would facilitate the development of neighborhood child and/or senior care facilities.

Program C-16:

Create development incentives (such as increased floor area ratio or reduced parking requirements) for employers or developers who include child and/or senior care facilities in the design of new housing and commercial buildings.

Program C-17:

Facilitate the application process for proposed child and/or senior care centers. Work with applicants or potential applicants to identify appropriate locations for such centers.

Policy C-16:

Identify existing or potential locations for child and/or senior care in public facilities and actively promote the establishment of such facilities.

Policy C-17:

Continue to support provision, funding, and promotion of services and programs for children and youth (e.g., those offered at a teen center).

Program C-18:

Encourage the continuation and development of after-school and evening programs for children and youth. Maximize participation in such programs by increasing the number of locations where the programs are provided and by supporting transportation options to these locations. Support the activity of the Family Interactive Center run by the Pascagoula School District to promote educational and cultural events along with workforce development.

Policy C-18:

Support and promote the provision of comprehensive senior services in coordination with senior service providers.

Approximately 12 percent of the population is over 60, and this percentage is expected to increase even more during the next 15 years. The continued growth of the senior population will increase the demand for a broad range of social services. Pascagoula can directly assist in meeting these needs by providing new City services and facilities. It can also indirectly assist by facilitating service provision by other parties. This could include changes to the Zoning Ordinance that accommodate senior care and senior service centers, City staff participation in the planning of such facilities, and cooperation by the City with other service providers to ensure comprehensive service coverage.

Policy C-19:

Continue to support provision, funding, or promotion of services for persons with disabilities through the Parks and Recreation Department, and other City departments. Support rigorous compliance with the Americans with Disabilities Act (ADA).

The ADA is implemented under the supervision of the City's Chief Building Official. Implementation of this Act over the last several years has resulted in a redesign of many civic facilities and services and will continue to be an important element in the future design of public and private buildings and programs.

Policy C-20:

Support and promote services addressing the needs of the homeless community.

PARKS AND PUBLIC FACILITIES

Goal C-4:

Attractive, Well-maintained Community Facilities That Serve Pascagoula Residents

Pascagoula's parks, community centers, libraries, and other civic buildings are an important part of what makes the City a desirable place to live. The City is committed to continued investment in its infrastructure and public facilities, as resources are available. This commitment requires a strong emphasis on maintenance, rehabilitation, and modernization. Retrofitting existing facilities to incorporate new technology is important to ensure that these facilities remain useful.

The City is also committed to providing new facilities in areas that are underserved, and in areas where change is expected in the future. New parks, plazas, and community facilities will help the City sustain its position as a model for public service delivery.

Policy C-21:

Where appropriate, maintain existing community facilities in public ownership to prevent potential shortages in the future.

The City is committed to retaining underutilized City facilities rather than selling them as surplus properties. This is intended to prevent potential shortages of such facilities in the future when the community's needs may be greater or different than they are now.

Policy C-22:

Design and construct new community facilities to have flexible functions to ensure adaptability to the changing needs of the community.

New facilities should be designed to allow for changing community needs. Flexibility is essential, both in the initial layout of the space and in its on-going use. The pressure to use community facilities in more varied and intense ways may translate into requests for longer operating hours, more diverse programs, and more frequent activities. Such demands will require better coordination of services, modification and expansion of facilities to allow more users, program changes (and associated changes in space requirements), and higher maintenance costs.

Policy C-23:

Explore ways to expand the space available in the community for art exhibits, classes and other cultural activities.

Consider construction of a Community Center/Art Center to provide space for more classes and exhibits, and investigate possible sites for Art Center annexes. Look for opportunities to adapt existing buildings and to make provision in new facilities for art exhibition space.

Policy C-24:

Reinvest in aging facilities to improve their usefulness and appearance. Avoid deferred maintenance of City infrastructure.

Pascagoula is committed to the maintenance of its facilities to maximize their potential life and avoid the costly effects of deferred maintenance. In addition, the City is committed to on-going improvements that make facilities more welcoming to the public. Improvements, such as a new Downtown Plaza and renovation to City Hall, could allow these public buildings and spaces to truly function as “community centers.” Reinvestment could include modernization of existing facilities to add computer systems, electronic communication equipment, and other changes that improve access to services and increase operating efficiency.

Program C-19:

Develop improvement plans for the maintenance, restoration and enhancement of community facilities, and keep these facilities viable community assets by investing the necessary resources.

Program C-20:

Conduct comprehensive analyses of long-term infrastructure replacement requirements and costs.

Program C-21:

Incorporate as an additional criterion used in prioritizing sidewalk repairs, a standard related to the level of pedestrian usage.

Program C-22:

Assess the development of a performing arts center as an asset to the community and local economy.

The City currently does not have a performing arts facility. The City should consider a Public/Private Partnership to construct a contemporary state-of-the-art performing arts center. This partnership would allow the cost of the facility to be shared and would maximize its potential use. Such a center should also include exhibition space.

Policy C-25:

Make infrastructure improvements on public open space only when these improvements are consistent with the goals of protecting and conserving the natural environment.

Policy C-26:

Maintain and enhance existing park facilities.

(See also Programs N-2 and N-3 in the Natural Environment Element)

Most of Pascagoula’s parks are used more heavily now than they were 10 years ago. This increase can be attributed to a number of factors, including an increase in women’s and girl’s sports programs, regional population growth, and

larger participation in recreational activities. Increased use has taken a toll on park facilities, leaving some parks with signs of deferred maintenance. In some parks, landscaping and irrigation improvements are needed and park “furniture” is worn and in need of replacement.

Program C-23:

Study and recommend methods of private and public financing for improved park maintenance, rehabilitation, and construction.

Program C-24:

Preserve the Old Pascagoula High School Gym as a recreational resource for the community at a reasonable cost.

Policy C-27:

Seek opportunities to develop new parks and recreation facilities to meet the growing needs of residents and employees of Pascagoula.

Program C-25:

Consider potential park sites when preparing coordinated area plans.

Program C-26:

In conjunction with new development proposals, pursue creation of park, plaza, or other public gathering places that meet neighborhood needs.

Policy C-28:

Use National Recreation and Park Association Standards as guidelines for locating and developing new parks. These guidelines are as follows:

- Neighborhood parks should be at least two acres in size, although sites as small as one-half acre may be needed as supplementary facilities. The maximum service area radius should be one-half mile. Two and one-half acres of neighborhood parkland should be provided for each 1,000 people.
- District parks should be at least twenty acres in size. The maximum service area radius should be three mile.

A park should be provided within walking distance of all residential neighborhoods and employment areas. The National Recreation and Park Association defines walking distance as one-half mile.

ACCESS

Goal C-5:

Equal Access to Educational, Recreational, and Cultural Services for All Residents

Equal access refers to the location of facilities, their design, and the availability of transportation to reach them. Currently, some neighborhoods are better served

by public facilities than others. In the future, the City will seek to provide new facilities in areas that lack them, helping to achieve the goal of “walkable” residential neighborhoods. It will also adapt existing facilities to ensure their accessibility to all persons, and will improve bicycle, pedestrian, and transit provisions to reduce reliance on the automobile.

(See also Policy L-18 and Programs L-9, L-15, L-17, L-26, L-28 and T-14 See also Goal G-5 and associated policy and programs for additional information on coordinated area plans)

Policy C-29:

Strategically locate public facilities and parks to serve all neighborhoods in the City.

Policy C-30:

Facilitate access to parks and community facilities by a variety of transportation modes.

The City is committed to providing equal access to all services and facilities for all people. Cultural, ethnic and economic diversity strengthen the community, ensuring Pascagoula's future.

Policy C-31:

Facilitate access to educational, recreational, and cultural services by continuing to provide financial assistance programs for residents with low-incomes and/or disabilities.

Policy C-32:

Provide fully accessible public facilities to all residents and visitors.

Program C-27:

Continue to implement Americans with Disabilities Act (ADA) requirements in City facilities including, but not limited to, sidewalk curb cuts, building entrances, meeting room access, and sight and hearing adjuncts.

New technology and changes in our public and private facilities have positively impacted people with disabilities by moving them from the confines of their homes into the community at large. As people with disabilities become more mobile, additional impediments not previously anticipated have arisen. Continued awareness and planning will facilitate seamless participation by all community members.

Capital Improvement Needs/Opportunities

The following initiatives would benefit from public support in funding capital needs in a manner that would support achievement of the goals and objectives of this Comprehensive Plan:

- Support for efforts to relocate the existing downtown riverfront wastewater treatment facility
- Explore the feasibility of developing a multi-use Performing Arts Theater
- Expand existing public parks system
- Install wireless technology citywide

Chapter 7: Business & Economics

Vision Statement

Pascagoula's business environment will be exciting, dynamic and vital. Businesses will have access to a wide array of support services and will enjoy positive relationships with Pascagoula residents, officials, and City staff. The competing needs of residents and businesses will be balanced so that neighborhoods are protected and enhanced while business districts are competitive and attractive. The local economy will thrive, and a diverse array of goods and services will be provided to Pascagoula consumers. Most development will occur within Pascagoula's employment areas, and will be consistent with the role and character designated for each area by this Plan.

Introduction

The Business and Economics Element addresses business-related policy issues at the citywide and sub-area levels. It is an optional Comprehensive Plan element but its goals, policies, and programs are equally important to those in the mandatory elements. The Element has been specifically prepared to ensure that the needs of Pascagoula's residential neighborhoods are balanced with those of its business community. Its goals emphasize compatibility, diversity, growth, and flexibility. Implementation of this Element will take place over time and will utilize the available planning and regulatory tools, such as the Zoning Ordinance, Specific Area Plans, growth limits and design review. The other, more traditional elements of the Comprehensive Plan provide more on the programs to implement the policies in this Element.

The Element begins with a description of local economic conditions and forecasts. This provides a framework for the next section, which presents goals, policies, and programs. The goals, policies, and programs are organized into three parts. The first has a citywide focus, the second addresses "Centers" like Highway 90 and Market Street, and the third addresses "Employment Districts" like Front Street. This format runs parallel to the Land Use and Community Design Element. The two elements are intended to work in tandem, supporting and complementing one another.

Planning Context

EMPLOYMENT

Jackson County and Pascagoula experienced an economic expansion from 1995 thru 2000, followed by a slight reduction in 2002, as reflected in the increase of employment and the reduction in unemployment. Unemployment decreased

from 10.9% in 1990 to 5.5% in 2000,. In 2003 the unemployment rate for Jackson County continued to drop to 4.0%. In the aftermath of Hurricane Katrina, the unemployment rate in Jackson County rose above 20%.

By mid-2006 the County's unemployment rate had come back down, close to 5%, dipping below 5% briefly in early 2008. Between 2008 and early 2010, the rate began rising again to over 10%. The last half of 2010 has seen gains in employment, and as of August, 2010, the rate stood at 7.8%.

The following Table 8.1 shows a breakdown of employment by industry in Jackson County.

TABLE 7.1: 2000 TO 2009 INDUSTRY EMPLOYMENT BY MAJOR INDUSTRY DIVISIONS, JACKSON COUNTY, MISSISSIPPI				
MAJOR INDUSTRY DIVISION TITLE	<i>EMPLOYMENT 2000-2009</i>			
	2000	2009	CHANGE	PERCENT CHANGE
Total, All Major Industry Divisions	59,040	50,776	-8,264	- 14%
Agric., Forestry, Fishing	620	26	- 594	- 96%
Mining	30	108	+ 78	+ 260%
Construction	4,720	4,086	- 634	- 13%
Manufacturing	18,010	16,297	-1,713	- 10%
Transp. and Public Utilities	1,090	1,467	+ 377	+ 35%
Wholesale Trade	680	405	- 275	- 40%
Retail Trade	9,510	7,951	- 1,559	- 16%
Finance, Insurance, & RE	1,370	1,427	+ 57	+ 4%
Services	8,720	7,545	- 1,175	- 13%
Government	9,730	9,547	- 183	- 2%
Other	4,560	1,917	- 2,643	- 58%
SOURCE: Mississippi Employment Security Commission, Labor Market Information Department, October 2010				

Employment by Industry Grouping

Statistics from the Mississippi Employment Security Commission indicated that in 2009, approximately one-third of the workforce in Jackson County was employed in the manufacturing sector. Approximately 16% of the employment in Jackson County was in retail, 19% of workers were employed by government agencies, 8% were employed in the hotel, motel and food industries, and 11% were employed in Health Care related employment..

Major employers in Pascagoula include Chevron, Northrop Grumman, Singing River Hospital, Pascagoula School District, Jackson County and the City of Pascagoula. The City is recognized as a center for shipbuilding and the petroleum industry.

RETAIL SALES

About 27% of the retail sales generated in Jackson County occur in Pascagoula, yet Pascagoula establishments employ nearly 32% of the retail employees in Jackson County. This may be reflective of smaller, more service oriented and specialty oriented retail establishments.

Goals, Policies, and Programs

CITYWIDE

Compatibility

Goal B-1:

A Thriving Business Environment that is Compatible with Pascagoula's Residential Character and Natural Environment

Pascagoula encourages business growth that is compatible with the City's residential character. Given the local demand for nonresidential space, this requires careful balancing between the needs of business and the needs of Pascagoula's neighborhoods as growth decisions are made. Potential unwanted side effects of growth like traffic, noise, and the loss of community character should be addressed.

Policy B-1:

Use a variety of planning and regulatory tools, including growth limits, to ensure that business change is compatible with the needs of Pascagoula neighborhoods.

In addition to growth limits, the City will use zoning, development review, environmental review, coordinated area plans, and other planning tools, to maintain compatibility between residential and nonresidential areas.

Policy B-2:

Support a strong interdependence between existing commercial centers and the surrounding neighborhoods as a way of encouraging economic vitality.

Policy B-3:

Recognize that Pascagoula's street tree system is an economic asset to the City.

Diversity

Goal B-2:

A Diverse Mix of Commercial, Retail, and Professional Service Businesses

The City recognizes that part of its economic strength stems from its diversity of small and large businesses and the distinctive neighborhoods and districts in which these businesses are located. Pascagoula will strive to maintain and enhance this diversity in the future. In addition to the primary commercial area of Highway 90, there are four main business districts in Pascagoula: Downtown Business District, Jackson Avenue Business District, Market Street Business and Ingalls Avenue Business District. The City recognizes growing needs for additional goods and services in the community and would like these needs to be met within its business districts. Pascagoula supports increased basic personal and professional services, commercial support services, industrial suppliers, and high tech component manufacturers within its employment areas. Improving access to these services can enhance the quality of life for residents and also make the City a more attractive choice for new businesses considering a Pascagoula location.

Policy B-4:

Nurture and support established businesses as well as new businesses.

Policy B-5:

Maintain distinct business districts within Pascagoula as a means of retaining local services and diversifying the City's economic base.

Policy B-6:

Maintain distinct neighborhood shopping areas that are attractive, accessible, and convenient to nearby residents.

Program B-1:

Evaluate assessment districts or other programs available to facilitate neighborhood shopping center improvements such as landscaping, parking, and access to public transportation.

Policy B-7:

Encourage and support the operation of small, independent businesses.

Policy B-8:

Encourage the renovation and reuse of long-term vacant buildings.

Long-term vacant buildings are those that have been vacant for 12 or more months.

Growth

Goal B-3:

New Businesses that Provide Needed Local Services and Municipal Revenues, Contribute to Economic Vitality, and Enhance the City's Physical Environment

Pascagoula recognizes the need to revitalize its older commercial areas and supports reinvestment and business growth in these areas. The City also recognizes that economic growth can bring many benefits to the community, including greater tax revenues, local job opportunities, increased diversity, and physical improvements. Pascagoula is not interested in encouraging growth for growth's sake; rather, it encourages growth that helps meet identified community needs. The City will collaborate with the business community to facilitate growth, development, and infrastructure improvements that benefit residents and businesses alike.

Policy B-9:

New businesses that meet the City's business and economic goals to locate in Pascagoula

Independent businesses are encouraged as an important component of the local economy.

Program B-2:

Support Economic Growth.

Pascagoula will work with the local business community to pursue four objectives:

- Establish a stronger working relationship with the business community to maximize local benefits from long-term economic trends;
- Consider the City's economic future when making growth decisions;
- Revisit past policies that affect business to determine whether they are still relevant; and
- Establish a market perspective within the City organization.

A business outreach program, a business retention program, a streamlined development application program, and active City participation in regional economic planning should be pursued..

Policy B-10:

Promote Pascagoula's image as a business-friendly community. Assume an active role in fostering new business, particularly small, start-up businesses in emerging industries.

Policy B-11:

Encourage the use of public/private partnerships as a means of redeveloping and revitalizing selected areas.

Program B-3:

On an ongoing basis, evaluate opportunities for City involvement in public/private partnerships, including public investment in infrastructure and other improvements, siting of public art, and modification of land use regulations and other development controls.

Policy B-12:

Encourage the private sector to participate in partnerships with nonprofit or public agencies to provide community benefits and services that would not otherwise be made available.

Residents, businesses and public agencies are encouraged to work together to benefit the City as a whole. An example of such an effort is the City's Pascagoula Pride program.

Policy B-13:

Support the development of technologically-advanced communications infrastructure and other improvements that will facilitate the growth of emerging telecommunications industries.

The growing need for antennas to support the telecommunications industry may result in the need to create a Citywide plan for the siting of such facilities.

Policy B-14:

Work with electronic information network providers to maximize potential benefits for Pascagoula businesses, schools, residences, and other potential users.

Policy B-15:

Allow the creative use of City utilities and rights-of-way to ensure competition among networks in providing information systems infrastructure. While doing so, encourage all installations to be constructed below ground to further enhance the appearance of local businesses.

Flexibility

Goal B-4:

City Regulations and Operating Procedures that Provide Certainty and Predictability and Help Businesses Adapt to Changing Market Conditions

Development regulations have an impact on the ability of business to respond to changes in the marketplace. Pascagoula will work with the local business

community to make sure that its regulations and development review processes maintain the City's competitive edge as an economic center. This could involve modifying regulations to make them more flexible and responsive to emerging technologies and other changes.

Policy B-16:

Encourage streamlining of City administrative and regulatory processes wherever possible. Reduce inefficiencies, overlap, and time delays associated with these processes.

Program B-4:

Simplify the design review process for small-scale changes to previously approved site plans and buildings.

Program B-5:

Regularly evaluate ways to improve coordination of the City's environmental review, permitting, and inspection processes, including issues relating to hazardous materials and water quality regulations.

Program B-6:

Improve design guidelines to reduce ambiguity and more clearly articulate design principles to the business community.

Program B-7:

Evaluate methods to achieve the development limitations currently imposed by adopted floor area ratios in a more flexible manner. Such methods could include the use of building envelope restrictions.

Presently, the City's Zoning Ordinance specifies a maximum allowable floor area ratio—that is, the ratio of floor area to lot area—for all districts. The purpose of this limitation is twofold. First, floor area ratios (FAR) limit the intensity of land use to lessen the environmental consequences of development. Second, use of floor area ratios is intended to control the mass and scale of development. These same objectives can also be achieved through more flexible zoning and design tools that use performance standards and building form requirements. Such tools will be explored in future area planning efforts and in the development of the new Zoning Ordinance and design guidelines.

Program B-8:

Develop/Revise the Sign Ordinance to more clearly reflect community design standards and requirements relating to size, number of signs, allowed locations, and design.

Program B-9:

Revise zoning and other regulations as needed to encourage the revitalization of aging retail areas.

CENTERS

Goal B-5:

Attractive, Vibrant Business Centers, Each with a Mix of Uses and a Distinctive Character

As outlined in the Land Use and Community Design Element, Pascagoula contains several commercial “Centers” ranging from regional areas like Highway 90 and Market Street to neighborhood shopping centers like those on Old Mobile Hwy. The Land Use and Community Design Element classifies the City’s Centers as “Regional,” “Multi-neighborhood,” and “Neighborhood” in their orientation. Just as each type of Center has different physical attributes, each has different economic attributes. Regional Centers employ large numbers of people, attract shoppers from well beyond Pascagoula’s boundaries, generate high sales tax revenues, and offer the broadest mix of goods and services. Multi-neighborhood Centers serve a much smaller area, typically the City or several neighborhoods within the City. Neighborhood Centers are the smallest unit; although their economic contributions are less substantial, they are vital to Pascagoula residents and are very much a part of community life.

Policies and programs below are organized into four categories: those that apply to all Centers, those that apply to specific Regional Centers, those that apply to specific Multi-neighborhood Centers, and those that apply to Neighborhood Centers.

All Centers

Policy B-17:

Where redevelopment is desired, encourage owners to upgrade commercial properties through incentives such as reduced parking requirements, credit for on-street parking, and increases in allowable floor area. Use such incentives only where they are needed to stimulate redevelopment or contribute to housing or community design goals.

Redevelopment can provide opportunities for improvement. In some of Pascagoula’s shopping centers and along some sections of Highway 90 and Market Street there has been little property improvement during the last 20 or 30 years. Reinvestment is needed to upgrade or replace buildings and make other improvements so that these commercial areas are more competitive and better serve the community. Some of these properties could be redesigned to be more attractive and inviting for pedestrians. Some could provide a source of additional housing through mixed use development. In some situations, incentives like reduced parking requirements or increased floor area allowances may encourage redevelopment and at the same time contribute to housing or community design goals.

Program B-10:

Identify and prioritize Centers in need of economic or physical revitalization.

Policy B-18:

Create incentives for providing multi-unit housing on top of parking lots in or near commercial centers.

Policy B-19:

Use street corridor improvements as catalysts for economic revitalization in selected Centers.

The City is willing to use street improvements and similar incentives if they are likely to enhance an area's economic viability and contribute to its distinctive function. An example of such improvements was the Jackson Avenue Streetscapes that created an environment that is aesthetically pleasing to vehicular user, more hospitable for pedestrians and a place that can be identified as a distinct "business center" rather than a commercial "strip".

Regional Centers

Highway 90

Policy B-20:

Support and enhance the Highway 90 area as a vital mixed use area containing retail, personal service, office, restaurant, and entertainment uses. Recognize the importance of an appropriate retail mix, including small local businesses, to the continued vitality of this area.

The Highway 90 areas are regional retail and entertainment attractions, professional office and service commercial centers for Pascagoula. The City is committed to working with the Highway 90 merchants to keep this area competitive.

Delmas Avenue/Downtown

Policy B-21:

Maintain uses in the Delmas Avenue/Downtown Area that complement the Downtown business district, and allow for the continued operation of appropriate retail mix and service uses.

Delmas Avenue provide a desirable location for downtown offices and retail stores, with an eclectic mix of historic and contemporary buildings.

The Delmas Avenue/Downtown Area serves as a retail and business center for Pascagoula. Its historic buildings, architectural variety and public improvements contribute to its economic success. The Delmas Avenue/Downtown Area provides professional offices, retail and service commercial uses. To protect the area's scale and character, the development of more residential use is encouraged. Delmas Avenue/Downtown can provide an eclectic mix of uses that might seem incompatible in other parts of Pascagoula. These uses are essential components of a full-service city and should be maintained in the future.

Multi-neighborhood Centers

Market Street

Policy B-23:

Maintain the existing local-serving retail orientation of the Market Street business district. Discourage development that would turn the district into a regional shopping area or intrude into adjacent residential neighborhoods.

The Market Street Business District includes a variety of business and commercial uses along Market Street. This area contains a mix of retail and service uses that serve the day-to-day needs of Pascagoula residents. Typical uses include groceries, dry cleaners, hair styling shops, banks, drug stores and other local-serving businesses. This orientation is considered very desirable, as it serves an economic niche that is distinct from Highway 90, the Downtown Business District, Jackson Avenue Business District and Ingalls Avenue Business District. Over time, this is likely to create market pressure for the business district to respond to a wider variety of needs. Responding to this pressure while still meeting neighborhood needs will be a major challenge in the future.

Old Mobile Highway

Policy B-24

Strengthen the commercial viability of businesses along Old Mobile Highway. Encourage the development of pedestrian-oriented neighborhood retail and office centers along the Old Mobile Highway corridor.

Old Mobile Highway is home to a variety of auto-oriented community and neighborhood commercial uses, including restaurants, service stations, retail, and offices. The City will encourage new community and neighborhood-serving commercial uses in this corridor. The objective is to create an environment that is more hospitable for pedestrians and a place that can be identified as one or more distinct “centers” rather than a commercial “strip.”

Program B-11

Identify key sites on Old Mobile Highway that would be suitable for Neighborhood Centers. Evaluate economic, design, and regulatory opportunities and constraints for each site, and identify potential incentives that could be offered by the City to improve the area’s appearance and economic vitality.

Neighborhood Centers

Policy B-27:

Support the development, upgrading and revitalization of Neighborhood Commercial Centers.

If the City wishes to increase the economic competitiveness and vitality of these areas they need to examine regulatory changes and public improvement programs to achieve this objective. This could involve the use of tax or assessment districts to finance necessary improvements.

Program B-12

Review the effect of size caps, parking requirements, and other land use restrictions on the viability and competitiveness of neighborhood centers.

EMPLOYMENT DISTRICTS

Goal B-6:

Thriving Employment Districts, such as Chevron, Northrop Grumman, and the Singing River Medical Center that Complement the City's Business and Neighborhood Centers

The Land Use and Community Design Element identifies several distinct Employment Districts in Pascagoula. These Districts are an essential part of the local economic base. They provide thousands of jobs, create a customer base for many Pascagoula businesses, and generate revenues to the City through property and sales taxes. Keeping these areas economically healthy and viable will require local policies that recognize market realities and respond to the needs of local business. The private sector's ability to respond to changes in the marketplace should be protected. Additional services that help sustain local businesses should be encouraged. The existing mix of business and industry should be maintained. These areas provide an alternative for new and expanding business as well as much needed support services for other businesses in Pascagoula.

Program B-13

Evaluate a location for a hotel and conference facility.

The Strategic Plan has identified a need for a convenient, modern hotel/conference center to support the community, as well as visitors. A new hotel/conference center would be an attractive addition and amenity for Pascagoula. It is further recommended that this facility be located on the water to highlight one of Pascagoula's greatest natural features.

Policy B-28

Encourage incubator businesses in Pascagoula.

Capital Improvement Needs/Opportunities

The following initiatives would benefit from public support in funding capital needs in a manner that would support achievement of the goals and objectives of this Comprehensive Plan:

- Invest in infrastructure downtown to encourage business investment and reinvestment
- Continue the City's Streetscape theme to other major corridors and main streets to encourage refurbishing of buildings
- Coordinate with Mississippi Power and businesses to relocate above ground power and phone lines to less visible areas

Chapter 8: Governance & Leadership

Vision Statement

Pascagoula will maintain a positive civic image and be a leader in the regional, state, and national policy discussions affecting the community. The City will work with neighboring communities to address common concerns and pursue common interests. The public will be actively and effectively involved in City affairs, both at the Citywide and neighborhood levels. Where appropriate, the City Council will delegate decision-making responsibilities to local boards and commissions. The Council will also assign advisory roles to these bodies as well as other community groups. Residents, businesses, and elected and appointed officials will work collaboratively to address the issues facing the City in a timely manner. This inclusive, participatory process will help build a sense of community.

Introduction

The Governance Chapter of the Comprehensive Plan is a non-mandatory section that addresses community involvement and participation in the city planning process. The chapter provides guidance to citizens and neighborhood groups seeking to participate in this process. It also provides guidance to those carrying out the policies and programs in this Plan. The chapter is intended as a vehicle for implementation rather than a Plan “element” in the traditional and legal sense. Consequently, it is not subject to the State requirements for consistency and comprehensiveness that apply to the earlier sections of the Plan.

The Governance Chapter begins by describing the framework within which local planning decisions are made. It profiles the City’s governing bodies and major departments as well as the funding sources for municipal activities. This sets the stage for the goals, policies, and programs that follow.

Framework for Local Decision-Making

FORM OF GOVERNMENT

The town of Pascagoula and the city of Scranton were merged in April, 1904 to create what is presently known as the City of Pascagoula. The City has adopted a Council-Manager form of government. The Council is comprised of seven members consisting of a mayor and six (6) council members.

BOARDS, COMMISSIONS, AND COMMITTEES

The City Council has created a number of boards and commissions and committees to advise the City Council on policy issues. These boards and commissions and committees serve a variety of specific functions like development review, protection of historic buildings, and recreation programs. The City also contains several departments to perform the numerous municipal functions. A standardized budget framework provides a method of funding the many boards, commissions and departments. See the Appendix B: Supplemental Information and Data for a detailed description of the various City boards and commissions, the City's organizational chart and a general description of the budget.

STRATEGIC PLANNING COMMITTEE

A core component of Pascagoula's planning efforts is the work of a Council-appointed Strategic Planning Committee. This group was formed in 1999 as the City put its first Strategic Plan in place. The Committee has been meeting on a monthly basis since its inception, first charged with working on the initiatives outlined in the 1999 Strategic Plan, then charged with updating that plan in 2004, and most recently charged with updating the plan again (adopted by the City Council in July, 2010). This group draws on the resources of City staff, and pulls in community volunteers to take ownership of the strategic initiatives and work toward implementation. The Committee continues to meet regularly, now charged with promoting achievement of the objectives in the new 2010 Strategic Plan.

Goals, Policies, and Programs

LEADERSHIP OF STRATEGIC PLANNING COMMITTEE

The Strategic Plan identifies five main areas of focus:

Public Relations

Beautification

Urban Revitalization

Retail Growth

Cultural and Recreational Opportunities

The work of the Strategic Planning Committee is highlighted in Chapter 9: Comprehensive Plan Implementation.

PUBLIC PARTICIPATION

Goal G-1:

Effective Opportunities for Public Participation in Local Government

Pascagoula invites and encourages the public to participate in local government affairs. Citizens may serve on boards and commissions and ad hoc committees addressing a variety of civic concerns. Meetings are open and highly interactive so that all members of the community may take part in shaping local decisions. The advent of electronic media and on-line services has created new opportunities for public input and participation. Pascagoula will continue to use these and other emerging technologies to improve access to information.

Policy G-1:

Delegate appropriate decision-making to the Planning Board, with an appeal process to the City Council, to simplify and shorten the project review process for certain types of projects.

The City should consider changes that would delegate more responsibility for land use decisions to the Planning Board. Many land use decisions now require both Planning Board and City Council hearings. Delegating more decision-making to the Planning Board, subject to appeal to the City Council, would streamline the application process and relieve applicants of unnecessary proceedings.

Program G-1:

Explore options for delegating targeted approval authority as deemed desirable by the City Council

Policy G-2:

Use advisory bodies and ad hoc committees to assist City staff and the City Council on policy issues.

The City Council is committed to delegating more responsibilities to existing boards and commissions. The creation of new advisory bodies by either the City Manager or City Council, when a particular expertise or broader base of input is required, would allow people who are interested to be more effectively engaged in and connected to the civic affairs of the community.

Program G-2:

Periodically assess the need for citizen input on various policy issues and appoint advisory bodies and ad hoc committees as needed.

Policy G-3:

Enhance communication between residents, organizations, and the City Council by providing access to information via electronic media and other methods.

Program G-3:

Use design workshops or charrettes to address design issues within the City.

Regular community input on relevant urban design issues can keep the City decision-makers and staff informed as to community concerns early in design processes and can facilitate the solution of urban design problems.

Program G-4:

Establish a City/neighborhood liaison system using electronic and print media to inform residents of current issues and facilitate resident feedback to the City Council and staff.

Public access to the City's meeting agendas and staff reports is provided via the Internet at City Hall and the public library.

Program G-5:

Create electronic bulletin boards to increase opportunities for interaction between citizens and government, including the posting of meeting agendas and other items of broad interest.

Program G-6:

Provide advanced communication opportunities for the public at the Pascagoula Public Library.

CIVIC AND NEIGHBORHOOD ORGANIZATIONS

Goal G-2:

Informed and Involved Civic and Neighborhood Organizations and Residents

Pascagoula supports the formation and operation of neighborhood and civic organizations. Many individuals find it easier and more compelling to be engaged in their immediate neighborhood than in citywide activities. Many citywide objectives such as emergency preparedness and neighborhood beautification may be more easily achieved through the efforts of individual neighborhood and civic groups than they might be through a centralized City program.

Policy G-4:

Encourage the formation of neighborhood organizations to facilitate effective resident participation in the community.

Neighborhood organizations provide residents with opportunities to learn about citywide issues on a localized scale. They also provide a useful means of relaying local priorities and concerns back to the City Council and others involved in City government.

Pascagoula Pride is a neighborhood organization that has proven to be an effective intermediary between individual residents of the City and various

government agencies. Examples of successes have included landscape plantings along Market Street, in the Downtown area and along Highway 90.

Program G-7:

Prepare a handbook of information about neighborhood and civic organizations addressing subjects like hurricane preparedness, neighborhood beautification, event planning, how to communicate with City Hall, and guidelines for establishing and managing neighborhood and civic organizations.

Program G-8:

Establish consistent definitions of neighborhood boundaries to facilitate notification and communication.

Policy G-5:

Establish and build relationships between staff and neighborhood groups to enhance communication between the two.

Program G-9:

Where feasible, assist residents with neighborhood improvement, beautification and planting projects.

Program G-10:

Work with neighborhood and civic organizations on emergency preparedness and security programs.

Policy G-6:

Support participation by community organizations in the governing process.

REGIONAL LEADERSHIP

Goal G-3:

A Leadership Role on Regional Issues

Many issues affecting Pascagoula are best addressed at the regional level. Pascagoula believes that it has a responsibility to be an active participant as these issues are addressed and resolved. The City will be a leader in regional problem-solving.

Policy G-7:

Support active participation of City Council members, other City leaders, and City staff in the resolution of regional issues that are relevant to Pascagoula.

Pascagoula should regularly review the benefits of providing and/or sharing resources with neighboring communities upon request and where Pascagoula feels that it is feasible. It is particularly important to identify opportunities for

intergovernmental cooperation between Gautier, Ocean Springs, Moss Point, and Jackson County. Opportunities should be explored regarding possible cooperation in providing the following services:

- Retail development
- Industrial development
- Fire protection
- Police protection
- Recreation
- Public Utilities

The highest level of opportunity exists in cooperation with Jackson County.

Policy G-8:

Encourage Pascagoula residents and businesses to actively participate in regional programs and organizations.

Policy G-9:

Recognize that crime is a regional problem and crime prevention requires multi-jurisdictional cooperation.

VOLUNTEERISM

Goal G-4:

Active Involvement of Local Citizens as Volunteers in the Delivery of Community Services

One of Pascagoula's greatest assets is its highly motivated and talented citizenry. Residents offer their time and skills to the City in a variety of capacities ranging from service on boards and committees from construction of public improvements to delivery of services like recreation and elder care. The City is committed to continued and expanded use of volunteers.

Policy G-10:

Encourage citizen volunteers, including youth and seniors, to provide community services. Where feasible, allocate City staff time and resources to projects initiated by volunteers that could not otherwise be accomplished.

Program G-11:

Continue and expand programs to enhance opportunities for volunteer assistance.

Program G-12:

Continue and expand opportunities for public and nonprofit organizations serving the City to provide information about themselves to the public.

Program G-13:

Continue the program to publicly recognize the efforts of individuals, groups, and businesses who provide volunteer services within the City.

MANAGING CHANGE

Goal G-5:

New Ways to Encourage Collaboration among the Public, Property Owners, and the City in Areas where Change is Desired

Pascagoula intends to develop a reputation as a highly livable city. This will require that the City revisit the way that planning and development decisions are made from time to time. Although the City's planning process is already open and inclusive, new ways to fine tune and modernize certain aspects of development review may be desirable. In particular, the process could benefit by providing more opportunities to bring diverse community interests together prior to the design of individual projects.

Policy G-11:

Encourage the development of new planning processes that emphasize collaborative exchanges of ideas.

Program G-14:

Continue using a procedure to prepare coordinated area plans for certain large areas of the City that are experiencing pressures for growth and change.

This process should provide early opportunities for all participants—developers, property owners, residents, government representatives, and others. It should also provide a means of informing these participants about urban design and architectural principles, economic realities, neighborhood and citywide priorities, and government regulations.

Program G-15:

Explore opportunities to establish a process for developing precise development or economic revitalization plans for smaller areas, frequently with multiple ownership, where redevelopment, reuse, or redesign is needed.

Some of Pascagoula's commercial centers are considered less successful than others. In such areas, the City should pursue planning processes that bring the City and nearby property owners and tenants together prior to redevelopment.

Program G-16:

Encourage creation of a Preliminary Development Review (pre-screening) for specific development proposals that may require changes to current City policies.

PROCESS MANAGEMENT

Goal G-6:

More Clearly Defined Procedures, Standards, and Expectations for Development Review

Both the general public and the development community benefit from a development review process that better articulates what kind of development the City has determined to be “desirable.”

While the outcome of development review can never be guaranteed, it may be possible to improve predictability and reliability. One approach to achieving this goal is to revisit how the City communicates its regulations to the public. Materials that are “user-friendly” and make generous use of illustrations are encouraged.

Policy G-12:

Assist decision-makers, applicants, and residents with improved tools for understanding planning regulations.

Program G-17:

Use illustrations and a “form code” to simplify the Zoning Ordinance, to make it more understandable to readers, and to promote well-designed neighborhoods.

The Zoning Ordinance does not always provide a clear picture of physical changes that are allowed or prohibited. When the Ordinance is applied to a particular development site, the results are sometimes disappointing to some participants in the process. To address this predicament, the City may explore alternatives to traditional zoning that make greater use of illustrations to show the intent of the regulations.

A form code is a set of regulations that addresses the location and physical attributes of building(s) or site(s) by precisely establishing the location and form of structures including setbacks, building heights and other physical features, rather than control development by applying maximum development limits. Form codes typically do not restrict the type of use on a property. However, a form code could be more specific than traditional zoning with respect to site development regulations. For example, instead of creating maximum height and minimum setback restrictions, it could precisely establish required setback distances, number of stories, roof type, and other features relating to the form of the structure on a specific site or multiple sites.

Program G-18:

Create brief, understandable written materials that guide citizens and businesses through the City review and approval process.

Program G-19:

Continue and expand customer-oriented process improvement efforts.

Quasi-judicial Proceedings

The City's current procedures identify the following proceedings as quasi-judicial and are based upon Planning Board recommendations made to the Council:

- Special Use Permits
- Variances
- Other matters as determined by the City Attorney

The purpose of this effort is to better incorporate the public's needs in the development review process. In other words, the sequence and review of the process would be made clearer and the criteria by which projects are evaluated would be made more explicit and consistent.

Program G-20:

Develop, use, and update when necessary, design guidelines for various geographic areas of the City or types of projects.

Program G-21:

Continually educate and remind policy and decision-makers, staff, and the public about the distinction between quasi-judicial and legislative decision-making.

Chapter 9: Comprehensive Plan Implementation

Introduction

Pascagoula benefits from the work of a Strategic Planning Committee, and work on this 2010 Comprehensive Plan has been coordinated with a new 2010 Strategic plan, adopted by the City Council in July, 2010. The Strategic Plan identifies priorities for action and provides a 5-year time frame for implementation of the strategies in this Comprehensive Plan. The Comprehensive Plan serves as the major policy context for these strategic initiatives. Focus is on rebuilding and purposeful procurement and use of public resources.

Ongoing City initiatives to implement the goals of this plan include pursuing downtown waterfront redevelopment (to be stimulated in part by City investment in construction of a new waterfront parking facility), seeking funding sources and development partners for the development of Lowry Island as outlined in the Lowry Island Small Area Plan (included here as an appendix), targeting use of transportation capital resources in support of a new “Complete Streets” policy to promote bicycle and pedestrian mobility, pursuing housing improvements through use of funds provided by the U.S. Department of Housing and Urban Development, and investing in needed public infrastructure in the downtown area.

Strategic Plan Initiatives

Work on the 2010 Strategic Plan has been blended with work on this 2010 Comprehensive Plan, and through the Strategic Planning process a series of priority actions have been identified as the most important actions needed at this time to implement community goals. Those priority actions have been organized under five categories as listed below, and are the short-intermediate term priorities for implementation.

Cleanliness & Beautification

- Establish task force to research feasibility and funding sources for relocation of the Wastewater Treatment Plant currently on the Pascagoula River.
- Improve citywide beautification by promoting protection and maintenance of heritage live oaks, encourage businesses with tax incentives to landscape parking lots with trees and shrubs, add attractive trash/recycling containers on Beach Boulevard, and in other areas of the City, and finally, coordinate cleanliness and beautification with local clubs and schools in order to foster public pride in the City. Pascagoula Pride representatives should take the lead in this.

- Continue Streetscape theme to other major corridors and main streets and encourage refurbishing business buildings by offering tax breaks/incentives.
- Coordinate with City, Mississippi Power and businesses to relocate above ground power and phone lines to less visible areas as opportunity presents with new development/construction.

Urban Revitalization & Community Development

- Adopt and enforce Unified Development Ordinance to include:
 - Sign ordinances with phased compliance
 - Building standards
 - Aesthetics in buildings
- Expand entertainment options to include:
 - Outdoor batting cage
 - Driving range
 - Tennis courts
 - Kids Recreation Center/Teen Center
 - Bowling Alley
 - Movie Theater(s)
- Aggressively pursue Waterfront Development, especially:
 - The Point
 - Riverfront
 - Bike Paths
 - Blue ways
 - Things to do for free
- Build a world class public marina – Lowry Island Concept.
- Design and construct a new Inner Harbor (Communny Bayou) with the following considerations:
 - Add a first class marina.
 - Investigate the possibility of a public-private partnership to coordinate improvements.
 - Tie this marina to the Riverfront Project to generate more interest and investment in that area.
- Support redevelopment of old PHS property, including the auditorium and other facets.
- Support efforts to expand City limits.

Public Relations / Promotions / Communications

- Develop a strategic Communications Plan to include the following:
 - Printed brochures
 - Website with virtual tour

- Press releases
- E-news, etc.
- State of the City address in a public forum
- Aggressively promote Pascagoula area by designing and publishing an eye-catching Events & Newcomers Guide. Coordinate new guide with a virtual tour on the website Strategic Communications Plan.
- Organize, establish and promote a wide variety of additional festivals such as:
 - Live Oak Festival
 - Parr Head Fly By / Jimmy Buffett
 - Blues on the Beach; monthly or weekly
 - Squirrel Fest / Ray Stevens
 - Blessing of the Fleet / Flagship Festival
- Diligently promote the uniqueness of the Pascagoula area to include:
 - Designing and creating an artist colony to showcase local talents in the fields of music, writing, arts and crafts. Highlight talents of Buffett, Harkey, Longfellow, Faulkner, Elvis and others with a connection to the city.
 - Organizing and publicizing more outdoor sporting events such as regattas and fishing tournaments.
 - Constructing a museum which combines all aspects of our Pascagoula heritage from Native American culture to present day and all points in between.
 - Support shipbuilding museum and the TICO initiatives.
 - Support the LaPointe-Krebs House, and capitalize on the historical roles Pascagoula has served in the development of our country.

Cultural / Recreational

- Build a multi-use Performing Arts Theater with 1000+ seating capacity.
- Design and construct a Themed Riverfront Development from the high rise Highway 90 Bridge south to The Point. Include in the design:
 - Northrop Grumman East Bank
 - Lake Yazoo restoration
 - Multi-use design with shopping and dining
 - Lighthouse focal point
 - Boat Launch
- Expand recreation from existing 23 parks, incorporating the Recreation Commission's 10 year plan.
- Install wireless technology citywide.

Small Business & Retail Shopping

- Set up a ‘shark tank’ to provide a forum for business people with venture capital who are interested in investing in worthwhile projects.
- Set up regularly scheduled meetings with local business people to discuss City codes and requirements and to give feedback to City officials.
- Expand/Designate a new Retail Area for intensive small business and retail development:
 - Define the new expanded Central Business District to be both sides of the following streets: Market Street, Highway 90, Ingalls Avenue, and Chicot Street.
 - Allow two way traffic on East Live Oak Avenue.
 - Design and create a more walkable area along Market Street.
 - Create an Overlay District, in conjunction with the Planning Commission, within the new Central Business District to allow planners and the Permit Office to have flexibility when small business people want to build on vacant land, expand, modify zoning, request setbacks, etc. This area should be given special exemptions to help create the new desired environment.
- As an incentive to make a capital investment within Pascagoula, allow tax break for small businesses that build on vacant property. Taxes would remain the same for seven (7) years as if the property were vacant.
- Enhance the Code Office operation by the following:
 - Change the name from Code Enforcement to Code Assistance.
 - Create a One Stop Shop for new and existing small businesses to get all their answers concerning operating business within our city.
 - Maintain a Customer Service attitude in the Code Assistance Office.
 - Create a delegation to become advocates for potential developers, investigating the basis for current building codes that create disadvantages when our area is competing with neighboring communities.
- Create an environment that would provide special incentives to target restaurants and hotels/motels to come to Pascagoula. Investigate the possibility of a tax reduction or elimination for new restaurants and hotels/motels.
- Incorporate appropriate elements of the Retail Market Study findings into the planning process as it relates to small business/retail shopping.

In addition to action on these initiatives, the concluding implementation step is to begin an update of this Comprehensive Plan on a timely basis as conditions change or as new information/data become available. Target for the next update of this Comprehensive Plan, in cooperation with the Strategic Planning Committee: 2015.

Appendix A: Glossary

A

Above Moderate-Income

Households with income greater than 120 percent of area wide median family income. Income thresholds vary depending on the number of persons in the household.

Active Recreation

Recreational activities that require the use of organized play areas, such as playing fields, swimming pools, and basketball courts. Contrasted to “passive recreation” which does not require the use of such areas.

ADA

See “Americans with Disabilities Act”

Adaptive Reuse

A process through which an older building or site, particularly one with historic value, is rehabilitated or adapted to meet current codes and respond to current market demand for commercial or residential space.

Affordable Housing

Housing that can be rented or purchased by a household with very low-, low-, or moderate-income for less than 30 percent of that household’s gross monthly income.

Alleyway

A narrow service way that provides a permanently reserved but secondary means of public access not intended for general traffic circulation; typically located along rear property lines or between buildings.

Alluvial Deposit

Fine soils from eroding land forms deposited by streams and other flowing waters.

Alternative Energy Technology

Technology that facilitates the use of renewable (non-fossil fuel) energy resources.

Alternative Energy Source

Any of a number of energy sources that do not rely on fossil fuels, including sunlight, wind, cogeneration, and biomass.

Amendment

A formal City Council change or revision to the Comprehensive Plan, including either the Plan's text or its maps.

Americans with Disabilities Act (ADA)

Federal legislation specifying provisions to be made in the design (or redesign) of buildings, parking, and outdoor areas to remove barriers for persons with disabilities and guaranteeing equal opportunity in public accommodations, transportation and government services.

Appeal

The process by which an individual, group or entity obtains formal review of a decision.

Appropriate

An act, condition, or state that is considered suitable.

Aquifer

An underground water-bearing layer of permeable rock, sand, or gravel through which water can seep or be held in natural storage.

Auto-oriented

A form of development that depends on exposure to auto traffic and presumes people will use cars to travel to and from the site.

Average Household Size

The number of persons in the City living in households divided by the total number of households in the City. Excludes persons living in group quarters.

B

Baseline Rate

A utility rate structure that provides all customers with enough energy (or water, etc.) to meet basic needs at an affordable cost; higher rates are charged for amounts used beyond the base consumption level.

Bayou

Any of a number of natural watercourses flowing from upland areas to adjacent water areas and eventually into Mississippi Sound; usually characterized by a distinct channel and a band of dense vegetation along the banks.

Best Management Practice (BMP)

Programs, technologies, operating methods, or other measures that control, prevent, or reduce pollution.

Bicycle Lane

A separate lane on a roadway that is reserved for bicyclists and demarcated by lane striping.

Bicycle Boulevard

A low volume through-street where bicycles have priority over cars, conflicts between cars and bicycles are minimized, and bicycle travel time is reduced by removal of stop signs and other impediments to bicycle travel.

Bikeway

A corridor designated and/or reserved for bicyclists. A Class I facility is a bike path that is not part of a vehicle roadway. A Class II facility consists of on-street bike lanes. A Class III facility is a roadway that has been designated as a bike route by signage only.

Biotechnology

The industry associated with the application of biological and engineering data to technology.

Bollard

A relatively short post used on or along a street or path for decorative, lighting, or traffic control purposes.

Boulevard

A roadway characterized by a landscaped median and planting strips on each side.

Buffer

An area of land separating two distinct land uses that acts to soften or mitigate the effects of one land use on the other.

Building Envelope Restriction

A method of limiting the size of a building by specifying the maximum building size in three dimensions.

Buildout

The point at which all land eligible for development under the Comprehensive Plan has been developed to its maximum allowed level.

Bulbout

A usually rounded extension of the sidewalk or parkway into the adjacent street that facilitates pedestrian activity or added landscaping.

Business Outreach

City programs that convey information to local businesses, receive input from local businesses regarding their needs, and assist businesses in meeting these needs.

Business Retention

City programs aimed at supporting, retaining, and sustaining local businesses.

C

Center

Commercial and mixed use areas of the City that serve as the focus for community life; may serve the region, the City, general neighborhoods, or a single neighborhood.

Center-based Child Care

Child care services that are provided from a designated facility, rather than in a private residence.

Central Business District (CBD)

Major commercial downtown center of a community. In Pascagoula, the Delmas Avenue Plaza Downtown area. General guidelines for delineating a CBD are defined by the US Census of Retail Trade; specific boundaries are set by municipalities.

Channelization

The straightening and/or enlarging of a watercourse for the purposes of storm runoff control or ease of navigation; may include lining of stream banks with a retaining material such as concrete.

Charette

An intensive effort, usually over one or two days, by a variety of interested stakeholders to develop a design solution to a given problem.

Citizen

A person who lives, works, shops, or visits in Pascagoula.

City Council

Seven-member elected body of Pascagoula residents responsible for governing the City and making decisions regarding the provision of City services and resolution of civic issues.

Civic Use

Any building or property that serves a public function, including schools, libraries, City Hall, post offices, police and fire stations, and recreational and cultural facilities.

Commercial Strip

A land use pattern characterized by continuous automobile-dependent commercial frontage, usually dominated by front parking lots and long, low buildings oriented towards a highway or arterial street.

Community Development Block Grant (CDBG)

Grant program administered by the US Department of Housing and Urban Development (HUD) and the State Department of Housing and Community Development. Grants must primarily be used to benefit very low- and low-income households with emphasis on housing and public improvement projects. Pascagoula is an entitlement city that receives an annual funding grant from HUD.

Community Facility

Facility in which public services for Pascagoula residents are provided, including recreational and cultural services, and services for youth and seniors.

Compact Development

A development philosophy that emphasizes infilling of vacant and underutilized lots before expanding the boundaries of the urban area, and encourages higher residential densities and non-residential development intensity as a means of conserving open space and supporting public transit.

Compatible

Capable of existing together without significant conflict or ill effects.

Composting

The process of mixing decaying organic material, such as yard waste and food waste, to create fertilizer and reduce the amount of waste that must be disposed in landfills.

Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA)

Legislation passed by Congress in 1980 to address the problem of cleaning up hazardous waste sites; created a national priority list of sites to be cleaned up.

Comprehensive Plan

A compendium of city (or county) policies regarding longterm development, in the form of maps and accompanying text. The Plan is a legal document required of each local agency by State of Mississippi statute at 17-1-1 (1988 Supplement) and adopted by the City Council. Referred to in the Mississippi Code as a Comprehensive Plan.

Computerized Traffic Management System

A system in which traffic signals are timed with the aid of a computer to provide coordination, thus minimizing delays and ensuring that traffic flows as smoothly as possible.

Conditional Use Permit (CUP)

A discretionary permit that allows the use of land or occupancy of a structure for a particular purpose subject to limitations or conditions of approval.

Convenience-oriented Business

A business that sells retail items generally necessary or desirable for everyday living, usually purchased at a convenient nearby location. Often purchased without comparison shopping because these goods cost relatively little compared to income.

Corporate Citizenship

Refers to the active participation of local business in community affairs.

Corridor

Any major transportation route, including freeways, expressways, arterials, or transit lines; may also be used to describe land uses along these routes.

Council/Manager Government

A type of municipal government in which the chief executive official is a manager selected by the City Council. Pascagoula has a Council/Manager Government.

Creek

Any of a number of natural watercourses flowing from upland areas to adjacent water areas and eventually into Mississippi Sound; usually characterized by a distinct channel and a band of dense vegetation along the banks.

Creek Setback

A minimum distance requirement between the top of a creekbank and the nearest structure or other improvement; used to reduce erosion, minimize flooding, and conserve wildlife habitat.

Curb Lane

Portion of a street next to the curb that can be used for onstreet parking or auto or bicycle travel.

Customer Service

In the context of the Comprehensive Plan, refers to courteous treatment of the public, and efficient, responsive delivery of services by City employees.

Customer-oriented Process Improvement

An approach to restructuring City service delivery that places first priority on making things easier for the public.

D

Day/Night Noise Level (Ldn)

The average A-weighted noise level during a 24-hour day, obtained after addition of 10 decibels to levels in the night between 10:00 pm and 7:00 am.

Decibel (dB)

A unit describing the amplitude of sound, equal to 20 times the logarithm to the base 10 of the ratio of the pressure of the sound measured to the reference pressure, which is 20 micropascals (20 micronewtons per square meter).

Demand-responsive Paratransit

Form of transit serving persons with disabilities in which vehicles are dispatched on an as-needed basis instead of following a fixed route and schedule; includes taxis and dial-a-ride services.

Density

For residential uses, the number of permanent residential dwelling units per acre of land. For non-residential uses, density is often referred to as development intensity and is expressed through a ratio of floor area to lot size. See also gross density, net density.

Density Bonus

The allocation of development rights that allow a development to include additional residential units or square footage beyond the maximum otherwise allowed by zoning, usually in exchange for the provision or preservation of an amenity at the same site or another location.

Design Guidelines

Provisions guiding the design of buildings that are not mandatory but may be used by Staff, the City's advisory boards and commissions, and the City Council in evaluating projects.

Design Review

A process used to administer regulations for the design of structures to ensure that such structures are suitable, harmonious, and in keeping with the general appearance, historic character, and/or style of the structure and/or surrounding area.

Detention

The temporary storage of stormwater overflow; typically in a pond or underground pipes.

Development

The physical extension and/or construction of urban land uses. Development activities include subdivision of land; construction or alteration of structures, roads, utilities, and other facilities; installation of septic systems; grading; deposit of refuse, debris, or fill; and clearing of natural vegetative cover for non-agricultural purposes.

District Park

Parks that serve large areas of the City and contain a broad variety of facilities. Usually in the size range of 20 to 100 acres.

Downtown

The business center of a City or town; in Pascagoula, used to describe the Delmas Avenue Plaza business district.

Downtown Urban Design Guide

A City Council approved document intended to provide a framework for the design of buildings and public spaces in Downtown Pascagoula; provisions are advisory, not mandatory.

Drought-Tolerant Landscaping

Landscaping that minimizes water requirements and consumption through plant selection, design, installation, and management. Also known as xeriscape.

Dwelling Unit

A room or group of rooms, including living, sleeping, eating, cooking and sanitation facilities, constituting a separate and independent housekeeping unit, occupied or intended for occupancy by one household on a non-transient basis and having not more than one kitchen.

E

Easement

The right to use property owned by another for specific purposes, such as access to another piece of property, conveyance of stormwater, or transmission of gas or electricity.

Electronic Information

Information that is stored, transmitted, or received via an electronic medium, such as a computer and modem.

Element

A component chapter of the Comprehensive Plan. State law requires each Plan to incorporate five elements (Land Use, Transportation, Housing, Open Space and Community Facilities), although the elements may be organized in any of a number of ways.

Emergency Shelter

A facility that provides immediate and short-term housing and supplemental services for homeless persons.

Emergency Preparedness

The act of planning and preparing for a natural or manmade disaster, such as a hurricane or fire.

Emergency Management Plan

City document that includes provisions for pre-disaster planning, evacuation, communication, shelter, welfare, public health and safety, and post-disaster recovery.

Environmental Protection Agency (EPA)

Federal agency charged with protecting the environment.

Environmentally Sensitive Area

Areas that have limited suitability for development due to their natural resource values, such as wetlands, steep slopes and distinctive wildlife habitat areas.

Expressway

Major roadway with limited access to adjacent properties; devoted almost exclusively to traffic movement, mainly serving through-traffic.

F

Feasible

Capable of being done, executed, or managed successfully considering physical, financial, scheduling and other constraints.

Federal Aviation Administration (FAA)

Federal agency responsible for air safety and regulation of air traffic.

Federal Emergency Management Agency (FEMA)

Federal agency responsible for disaster response and assistance in post-disaster recovery.

Flexible Zoning

Land use regulations that provide more leeway to property owners by using performance standards rather than rigid lists of permitted and prohibited uses and dimensional requirements.

Flood Control

Any of a number of structural or non-structural measures designed to divert or contain floodwater and prevent flooding.

Flood Insurance Rate Map (FIRM)

The official map on which the Federal Insurance Administration has delineated areas of special flood hazard and the risk premium zones applicable to a community.

Floor Area Ratio (FAR)

The gross floor area permitted on a site divided by the total net area of the site, expressed in decimals of one to two places.

Form Code

A set of regulations that address the location and physical attributes of building(s) or site(s) by precisely establishing the location and form of structures including setbacks, building heights and other physical features, rather than control development by applying maximum development limits.

Freeway

Major roadway with controlled access; devoted exclusively to traffic movement, mainly of a through or regional nature. No local examples exist.

Frontage

The part of a lot that touches a road, street, or watercourse; it is often described as a specific amount such as “60 feet of frontage”.

G

Gateway

A point along a roadway at which a motorist or pedestrian gains a sense of having entered the City or a particular part of the City. This impression can be imparted through such things as signs, monuments, landscaping, a change in development character, or a natural feature such as a creek.

General Fund

Component of City budget generated by sales tax, property tax, utility tax, and other miscellaneous sources, and used to fund general City Services and debt service.

General Plan

See Comprehensive Plan.

Geologic Hazard

Any public safety hazard associated with geologic forces, including landsliding, mudsliding, surface rupture, groundshaking, liquefaction, and erosion and sedimentation.

Goal

A general end towards which the City will direct effort.

Grading Ordinance

Locally adopted ordinance that regulates grading activities and ensures that erosion, aesthetic, and drainage considerations are taken into account.

Green Infrastructure

An interconnected network of green spaces that are planned and managed for the natural ecosystem values and functions they provide for the associated benefits they confer to human populations. They can include public and private conservation areas including parks and other natural areas.

Gross Density

The number of housing units per acre of land, including roads, utility easements, and other dedicated rights-of-way.

Groundwater

Water under the earth's surface, often confined to aquifers, capable of supplying wells and springs.

Groundwater Recharge

The process of infiltration and percolation of rainwater from land areas or streams through permeable soils into water holding aquifers that provide underground storage.

Guard and Go

Method of discouraging through-traffic on local streets through frequent use of stop signs.

Gulf Regional Planning Commission

The Regional Agency responsible for area wide planning along the Mississippi Gulf Coast.

H

Habitat

The physical location or type of environment in which an organism or biological population lives or occurs.

Hazardous Material

An injurious substance, including pesticides, herbicides, poisons, toxic metals and chemicals, liquefied natural gas, explosives, volatile chemicals, and nuclear fuels.

Heritage Tree

A designated tree that is unique and important to the community because of its species, age, size, location, and/or historical significance. In Pascagoula also know as Protected tree. The protected trees include, Live Oak, Red Maple, Cypress, or Southern Magnolia.

High Density

A relative term, used to describe development dominated by multi-family housing and buildings of two stories or more. In Pascagoula, high density areas generally exceed 30 housing units per acre.

High Technology

An economic sector composed of a broad range of activities, including development and production of computers and office machines, communications equipment, semiconductors and electronic components, aerospace and military vehicles, computer services, research and development laboratories, and scientific instruments.

Historic Buildings Inventory

City-maintained roster of buildings and/or sites with national, state, or local historic significance.

Historic Preservation

The preservation of historically significant structures and neighborhoods, often with the intent of restoring or rehabilitating the structures to their former condition.

Historic Preservation Ordinance

Pascagoula's legislation guiding the maintenance and preservation of historic buildings and sites.

Historic Resource

A historic building or site that is noteworthy for its significance in local, state or national history or culture, its architecture or design, or its works of art, memorabilia, or artifacts.

Historic Structure

A structure deemed to be historically significant based on its visual quality, design, history, association, context, and/ or integrity.

Horizon Year

The end of the period covered by the Comprehensive Plan; in this case, 2020.

Household Hazardous Waste

Waste that is generated in the home that are toxic or hazardous to humans and the environment when discarded, including paint, motor oil, batteries, and household cleaning products.

Housing and Urban Development (HUD)

A cabinet level department of the federal government that administers housing and community development programs.

Housing Unit

The place of permanent or customary abode for a person or household. May be a single family dwelling, a condominium, a co-operative, a mobile home, an apartment, or any other residential unit considered real property under State law. Must have cooking facilities, a bathroom, and a place to sleep.

I

Impact

The effect of any direct, man-made actions or indirect repercussions of man-made actions on existing physical, environmental, social, or economic conditions.

Impervious Surface

Surface through which water cannot easily penetrate, such as roof, road, sidewalk, and paved parking lot.

Implementation

An action, procedure, program or technique that involves the carrying out of policies.

Incentive

A reward or bonus offered by the City to encourage the private sector to take an action that would be less likely otherwise.

Infill

Development of individual vacant lots or leftover vacant properties within areas that are already developed.

Infiltration

The process through which water travels from the ground surface through soil to the aquifer.

Infrastructure

Public services and facilities, such as sewage disposal systems, water supply systems, other utility systems, and roads.

Injection Well

A well used to dispose of liquids or replenish groundwater through injection into the ground.

Intercity/Intercounty

Involving more than one City or County.

International Building Code

A national standard building code that sets forth minimum standards for construction.

I

Jackson County Economic Development Foundation

Agency responsible for promoting economic development within Jackson County, including the City of Pascagoula.

Jackson County Planning Board

Agency responsible for Jackson County Planning.

Jitney

A small bus or van that transports passengers on a fixed route according to a flexible schedule for free or a small fare. See also Shuttle Bus.

L

Land Banking

Acquisition of land by a local government or other nonprofit entity for eventual resale or improvement at a later date, usually for affordable housing, open space or parkland.

Landsliding

The rapid downslope movement of rock, soil, and debris; usually induced by heavy rain or natural activity.

Land Use Definitions

Definitions of Land Use correspond to the categories on the land use and Circulation Map. Complete definition of each category is contained in the Land Use and Transportation Element.

Land Use Map

The fold-out diagram in the Pascagoula Comprehensive Plan illustrating the general distribution and intensity of allowable development, and the location of existing and planned roads, public facilities and open space.

LDN

See Day/Night Level.

Legislative Decision Making

Decisions that involve making or recommending new policies or laws.

Live/Work

A development type designed so that persons may live and work in the same space, often in former commercial or industrial buildings renovated for habitation.

Local Street

The local street system comprises all facilities not on one of the higher systems. It serves primarily to provide direct access to abutting land and access to the higher order systems. It offers the lowest level of mobility and usually contains no bus routes. Through-traffic movement is usually deliberately discouraged on local streets.

Local-serving

Economic activities with a primarily local market, such as retail stores and personal services; contrasted to “basic” economic activities such as manufacturing and wholesale trade.

Long-term Parking Facility

A lot or structure dedicated to all day automobile parking.

Low-Income

Households with incomes between 51 and 80 percent of the areawide median family income. Thresholds vary depending on the number of persons in the household.

M

Market Pricing

An approach to transportation management for the purpose of discouraging vehicle trips that varies the cost of travel to the user through road and bridge tolls, parking fees, and other methods depending on the level of demand.

Market-rate Housing

Housing that is offered for rent or sale at fair market value without any consideration of standards for determining affordability.

Median

1.) The paved or landscaped area on a major roadway that separates traffic moving in opposing directions. 2.) The point at which one-half of a set is greater and one-half is less, such as median income or median rent.

Mini-park

Small neighborhood park of approximately one-half to two acres.

Minimize

To reduce or lessen, but not necessarily to eliminate.

Minimum Density Requirements

Land use regulations that allow development only if the proposed density will be greater than a specific number of units per acre.

Mississippi Power

Agency that oversees the allocation of electricity in Pascagoula.

Mitigate

To ameliorate, alleviate, or avoid to the extent reasonably feasible.

Mitigated Negative Declaration

A Negative Declaration that concludes a project will not have a significant effect on the environment because the project has been modified and/or mitigation measures have been included.

Mixed Use

A development type in which various uses, such as office, retail, and residential, are combined in the same building or within separate buildings on the same site or on nearby sites.

Mobility

The ability to move from one place to another, or to transport goods from one place to another.

Moderate-Income

Households with incomes between 81 and 120 percent of the areawide median family income. Thresholds vary depending on the number of persons in the household.

Multi-modal Transit Station

A location that provides connections between bus and transportation transit modes and includes pick-up, drop-off and parking areas for cars, as well as bicycle related facilities.

Multi-Neighborhood Center

Retail shopping centers or districts that serve more than one neighborhood with a diverse mix of uses, including retail, service, office, and residential.

Mutual Aid Agreement

An agreement between two or more jurisdictions for the joint provision of services that cross jurisdictional boundaries, such as fire protection.

N

National Recreation and Park Association (NRPA)

The Nation's largest independent, non-profit public service organization advocating quality recreation and parks for the American people; its objectives revolve around public advocacy, public visibility, research, and professional development.

National Register of Historic Places

The federal government's list of properties that have been identified as worthy of preservation; properties may be listed on the Register or may be identified as being "eligible" or "potentially eligible;" properties are usually listed in the National Register through nominations by the State Office of Historic Preservation.

Native Plants

Plants indigenous to an area or from a similar climate and requiring little or no supplemental irrigation once established.

Neighborhood

A part of the City defined by distinct characteristics and boundaries and considered as familiar territory by its residents.

Neighborhood Beautification

Refers to any of a number of efforts or programs aimed at improving the visual quality of a neighborhood, including improved landscaping, signage, streets, painting and building facades, as well as community clean-ups.

Neighborhood Center

A small retail center with a primary trade area limited to the immediately surrounding area; often anchored by a grocery or drug store and may include a variety of smaller retail shops and offices oriented to the everyday needs of surrounding residents. Also called "Neighborhood Shopping Center."

Neighborhood Park

Park of roughly two to 20 acres in size, intended to meet the recreation needs of people living or working within a one-half mile radius.

Net Density

The number of housing units per acre of land, excluding public roads, natural watercourse and drainage easements, and other dedicated rights of way.

No Net Loss of Housing Potential

Development philosophy that allows non-residential development on a residentially zoned site only when an equal or greater amount of housing potential is created elsewhere in the City.

Noise

A sound of any kind, especially one that is loud, unwanted, or disagreeable.

Noise Compatibility

The relationship between land uses and ambient noise levels; residential uses are considered to be less compatible with high noise environments than industrial uses.

Noise Ordinance

Locally adopted legislation that regulates noise-producing activities.

Non-automobile Mode

Any mode of transportation that does not use private automobiles; includes bicycling, walking, buses and trains.

Non-conforming Use

A use that was valid when brought into existence but by subsequent regulation becomes no longer conforming. Typically, non-conforming uses are permitted to continue for a designated period of time, subject to certain restrictions.

Non-indigenous Landscaping

Landscaping that is not native to an area and typically requires more water than naturally occurring vegetation. Also called "exotic" or "non-native" landscaping.

Non-point Source

Sources of air or water pollution that enter the environment from dispersed sources, such as pollution tainted stormwater runoff from streets and parking areas, rather than at a single point, such as an industrial facility discharge pipe.

Non-profit

Not conducted or maintained for the purpose of making a profit.

Non-residential

Any of a broad category of land uses that do not contain housing; includes commercial, industrial, public, and institutional uses, among others.

Non-renewable Resource

Natural resources, such as fossil fuels and natural gas, which once used cannot be replaced and used again.

O

Off-peak

Not being in the period of maximum use. For traffic, generally refers to the weekday periods before and after the morning and evening commute hours, typically 9 AM to 3 PM and 7 PM to 6 AM. For electric utilities, generally refers to non-business hours, typically 7 PM to 6 AM. Other examples apply.

Off-street Parking

Parking that is provided outside of the right-of-way of a public street, typically in a surface parking lot or parking structure.

On-street Parking

Parking that is provided within the right-of-way of a public street, typically in designated parallel or diagonally striped spaces adjacent to moving traffic lanes.

100-year Flood Plain

The area subject to flooding during a storm that is expected to occur on the average of once every 100 years, based on historical data.

Open Space

Any parcel or area of water or land that is essentially unimproved and devoted to an open space use for the purpose of (1) the preservation of natural resources; (2) the managed production of resources; (3) outdoor recreation; or (4) public health and safety.

P

Parkway

A low-speed road laid through a garden or park-like landscape, usually with median and roadside plantings. More narrowly, a planted strip between a curb and a sidewalk.

Pascagoula Municipal Code

Compendium of municipal ordinances and codes, including zoning regulations.

Pascagoula Public Works

Department responsible for all streets, utilities and related infrastructure improvements within the City.

Pascagoula School District

School district that provides public education to residents of Pascagoula and a limited number of outlying areas. Owns and operates elementary and secondary schools throughout the City.

Passive Open Space

Open space that is set aside for the purpose of resource conservation, protection of public safety, or visual enjoyment rather than active recreation.

Peak Hour

For any given traffic facility, the daily 60-minute period during which traffic volumes are the highest.

Pedestrian-oriented

Form of development that makes the street environment inviting for pedestrians; for commercial areas may be characterized by special sidewalk pavement, zero front and side yard setbacks, buildings of varied architectural styles, street-facing window displays, an absence of front yard parking, benches and other amenities; for residential areas may be characterized by sidewalks, parkways, front porches, low fences, lighting and other amenities.

Performance Standards

Zoning regulations that allow uses based on a particular set of standards of operation rather than on the particular type of use; may be established to limit noise, air pollution, emissions, odor, glare, vibration, dust, dirt, heat, fire hazards, waste, traffic generation, and visual impact.

Permeable Paving

Paving through which water easily passes. Also called “porous paving.”

Persons with Disabilities

Persons with developmental, physical, or mental impairments that substantially limit one or more life activities.

Planning Area

The geographic area covered by the Comprehensive Plan; corresponds to all land within the City limits plus land in the unincorporated area that relates directly to the City's planning needs as designated by Jackson County.

Planning Board

City Council appointed board of seven Pascagoula residents responsible for reviewing and making recommendations to the City Council on proposals for development, the subdivision of land, amendments to zoning, land use studies, the Comprehensive Plan and other development regulations.

Planting Pocket

A small landscaped area within the normally-paved parking lane, used to separate on-street parking spaces from one another and create the impression of narrower streets.

PM10

Particulate matter less than 10 microns in diameter; includes a wide range of solid and liquid inhalable particles, including smoke, dust, metallic oxides, and aerosols.

Pocket Park

Very small landscaped area or plaza in an urban area, providing visual relief, passive recreation (sunbathing, reading, dining, etc.), nature enjoyment, or a public gathering space.

Point Source

Sources of air or water pollution that enter the environment at a single point such as a smokestack or drain pipe rather than in a dispersed manner.

Policy

A specific statement of principle or of guiding actions that implies clear commitment but is not mandatory. A general direction that a governmental agency sets to follow, in order to meet its goals and objectives before undertaking an action program.

Program

An action, activity, or strategy carried out in response to an adopted policy to achieve a specific goal or objective. Policies and programs establish the "who," "how" and "where" of goals and objectives.

Protected Tree

Either a Live Oak, Red Maple, Cypress, or Southern Magnolia.

Public Art

Sculpture, painting, murals, and other forms of artwork that are placed in public spaces or in public view to enrich and add visual interest to the built environment.

Public Facility

See Community Facility

Public/Private Partnership

A merging of public and private resources to achieve an end result or product that would be difficult to achieve through public or private activity alone. May refer to the delivery of services, such as child care, or to the construction of buildings, such as cultural facilities.

Public Way

A public path, walkway, street, alley, trail, or other publicly owned space through which people have the right to pass.

Q

Quasi-judicial Decision Making

Decisions that involve application of existing laws and policies to a specific situation.

R

Redevelop

To demolish existing buildings; or to increase the overall floor area existing on a property, or both, irrespective of whether a change occurs in land use.

Regional Center

A commercial activity center of citywide and regional significance, with a mix of shopping, offices, and some housing.

Regressive Fee

A fee in which the per unit amount lessens as the amount subject to the fee increases

Remote Parking

A parking lot on a site other than the property that it serves, usually at a substantial distance and often connected by shuttle bus.

Renewable Resource

Natural resources, such as water and air, that can be replaced by natural ecological cycles or sound management practices.

Research and Development (R&D)

Economic sector oriented around the development and application of new technologies.

Residential Neighborhood

Areas of the City characterized by housing, parks, and public facilities; boundaries are based on patterns of land subdivision and public perceptions about where one neighborhood stops and another begins.

Revitalization

Restoring new life or vigor to an economically depressed area, sometimes through public improvements that spark private investment.

Ridesharing (Park and Ride)

Two or more persons traveling by any mode, including but not limited to carpooling, vanpooling, buspooling, taxipooling, jitney, and public transit.

Right-of-way

The strip of land over which certain transportation and/or other public facilities are built, including roads, railroads, and utility lines.

Riparian Corridor

The strip of land of native vegetation along the banks of a stream or creek established by and dependent on the water supply provided by the stream or bayou.

S

Scale

The relative proportion of the size of different elements of the built environment to one another; the measurement of the relationship of one object to another.

Scenic Route

A highway, road, or drive that, in addition to its transportation function, provides opportunities for the enjoyment of scenic resources, views, and access to areas of exceptional beauty or historical interest.

SCORP

Statewide Comprehensive Outdoor Recreation Plan

Second Unit

A self-contained living unit, either attached to or detached from, and in addition to, the primary residential unit on a single lot. Also called “in-law” unit or “granny flat.”

Sedimentation

Process by which eroding soil is carried by stormwater runoff and deposited, usually along the course of a stream or bayou.

Senior Care Facility

Housing licensed by the State Health and Welfare Agency, Department of Social Services, typically for elderly residents who are frail and need assistance.

Sensitive Receptor

Used in noise analyses to describe any land use that is susceptible to the effects of loud noise, including hospitals, nursing homes, schools, child care facilities, and residential areas.

Setback

The horizontal distance between two points such as a property line and a structure.

Shall

That which is obligatory or necessary.

Shopping Center

In Pascagoula a group of commercial establishments, planned, developed, owned or managed as a unit, with offstreet parking provided on the site.

Short-term Parking Facility

A parking area designed for rapid turnover, where the duration of stay is usually short (e.g., less than two hours).

Should

Signifies a directive to be honored in the absence of significant countervailing considerations.

Shuttle Bus

A bus or van service that transports passengers between or among fixed stops for free or fare. See also jitney.

Sign Ordinance

Local legislation regulating the location and design of signs.

Signage

General term referring to public and private signs and their design attributes.

Significant Adverse Impact

A substantial detrimental effect on the environment as determined by state and federal laws; may include impacts on air, water, or land resources, among others.

Singing River Electric Power Association

A Mississippi Co-op that oversees the allocation of electricity in Pascagoula.

Single Family

A dwelling unit intended for occupancy by one family that may be independent from any other structure or that may share common walls with an adjoining structure.

Single Family Detached Home

A dwelling unit intended for occupancy by one family that is structurally independent from any other dwelling unit.

Single Occupant Vehicle

A private automobile containing a driver and no passengers.

Single Room Occupancy (SRO)

A dwelling unit, typically consisting of a single room of 80 to 250 square feet, with a sink and closet, that may include private bathroom, bathing and kitchen facilities or may utilize communal facilities.

Small Lot Single Family

Single family homes on lots smaller than “standard” City lots; typically less than 5,000 square feet. Usually characterized by narrow (or zero) setbacks, smaller homes, and greater lot coverage than conventional development.

Small Scale Change

A proposed alteration to a previously approved building design or site plan that will not significantly change the character or impact of the project as approved.

Solid Waste

General category that includes organic wastes, paper products, metals, glass, plastics, cloth, brick, rock, soil, leather, rubber, yard wastes, and wood.

Source Reduction

Minimizing the quantity of total waste generated by reducing the use of non-recyclable material; replacing disposables and products with reusable materials, reducing packaging, reducing the amount of organic wastes generated, purchasing repairable items, and by using products and materials more efficiently.

Source Separation

Separation of waste materials in a manner that enables the City to gain more control over recycling and quantify the material disposed in its jurisdiction.

Special Status Species

Any plant or animal species identified by the State or federal governments as rare, endangered, or threatened; such species require protection and conservation due to their rarity, scarcity, or danger of extinction.

Specific Plan

A legal tool for detailed design and implementation of a defined portion of the area covered by a General Plan. See also Coordinated Area Plan and Precise Plan.

Sphere of Influence

A boundary established by the Local Planning Agency that encompasses all land in the City limits plus land in the unincorporated area that could ultimately become part of the City through annexation.

Storm Drain

A device used to capture stormwater runoff, usually from streets or other non-permeable surfaces, and transport it via pipes to ditches, bayous, channels, and other drainage courses.

Storm Drainage Master Plan

City document setting priorities and identifying long-range improvements to the City's storm drainage system.

Stormwater Collection System

Network of pipes, drains, and channels designed to convey rainwater that does not seep into the earth to bayous and the Mississippi Sound.

Street Furniture

Those features associated with a street that are intended to enhance the street's physical character and be used by pedestrians, such as benches, trash receptacles, kiosks, lights, and newspaper racks.

Street Trees

Trees planted in medians or along sidewalks in the public right-of-way that are intended to enhance the visual quality of a street, provide shade, absorb pollutants and noise, and provide habitat for urban wildlife.

Street Tree System

Term used to collectively describe all of Pascagoula's street trees.

Subsidence

Localized sinking of the ground, usually caused by groundwater withdrawal.

Superfund

Federal funding source for the clean-up of a priority list of contaminated sites in the United States.

Support Services

Any of a wide array of social services that provide information, assistance and referrals, such as child care, job training and placement, health care, and counseling, to citizens.

Surplus Property

Land or structure owned by a public agency, such as the City of Pascagoula or the School District, that is no longer needed for the delivery of public services or protection of public health, safety, and welfare.

T

Telecommuting

Using computers, telephones, modems, fax machines, and other telecommunications devices to connect to a workplace from a remote location (such as home) rather than physically being in that workplace.

Through-traffic

Traffic with both origins and destinations outside a particular area of reference, such as a City or neighborhood.

Traffic Calming

Refers to measures that make permanent, physical changes to streets to slow traffic and/or reduce volumes; also can include education and enforcement measures to promote changes in driver behavior.

Transit Corridor

A major bus or rail route; may also be used to describe land uses along the route.

Transit Mall

Street or portion thereof that has been closed to general auto traffic and redesigned to accommodate bus or light rail vehicles and pedestrians.

Transit-oriented Development

Form of development that maximizes investment in transit infrastructure by concentrating the most intense types of development around transit stations and along transit lines; development in such areas is designed to make transit use as convenient as possible.

Transitional Housing

Shelter provided to the homeless for an extended period, often as long as 18 months, and generally integrated with other social services and counseling programs to assist in the transition to self-sufficiency through the acquisition of a stable income and permanent housing.

Trip Reduction

An approach to reducing traffic congestion that minimizes the necessity of driving alone.

U

UDO

A Unified Development Ordinance (UDO) that updates and combines the previously separate Pascagoula Zoning Ordinance and the Pascagoula Subdivision Regulations.

Underutilized Parcel

Land that is not being used to its full potential and could be redeveloped with a more economically productive use.

Urban Collector

The collector street system provides both land access service and traffic circulation within the residential neighborhoods, commercial and industrial areas. It differs from the arterial system in that facilities on the collector system may penetrate residential neighborhoods, distributing trips from the arterials through the area to the ultimate destination. Conversely, the collector street also collects traffic from local streets in residential neighborhoods, and channels it into the arterial system.

Urban Design

The art and science of giving form, in terms of both beauty and function, to selected urban areas or to whole cities; addresses the location, mass, and design of various components of the environment and combines elements of urban planning, architecture, and landscape architecture.

Urban Forest

Term used to describe trees along streets, in parks, and in yards throughout the City; collectively, these trees form a canopy that supports wildlife and provides environmental benefits.

Urban Minor Arterial

The minor arterial street system connects with the principal arterial system to distribute travel to geographic areas smaller than those identified with the higher system. The minor arterial system includes all arterials not classified as principal and contains facilities that place more emphasis on access to land parcels along the arterial, and offer a lower level of traffic mobility. Such facilities may provide intra-community continuity, but ideally should not penetrate identifiable neighborhoods.

Urban Principal Arterial

The principal arterials serve the major centers of activity of the area and the highest traffic volume corridors. They carry the major portion of trips entering and leaving the area, as well as the majority of through movements desiring to bypass the City. Significant travel between central business districts and outlying residential areas should also be served by the principal arterial.

Urban Service Area

Area where City services and facilities provided by the City and other public agencies are generally available, and where urban development requiring such services should be located.

User-friendly Transit

Transit that is designed to be safe, convenient, and easy to use; may also include use of small, environmentally friendly transit vehicles.

V

Vacancy Rate

The ratio of unoccupied housing units to total housing units; or the ratio of unoccupied leasable non-residential floor area to total leasable non-residential floor area.

Vertical Curb

A curb with well-defined right-angled edges to discourage drivers from parking on the sidewalks.

Vertical Integration

The mixing of one land use over another in a building of two stories or more, for example residential units over a retail store.

Very Low-Income

Households with incomes between 0 and 50 percent of the areawide median family income. Thresholds vary depending on the number of persons in the household.

Village Residential

Land use category that allows specific traditional types of housing that contribute to the pedestrian orientation of a street or neighborhood, at low to medium densities.

Vision

A shared dream of the future characterized by long-term idealistic thinking. Provides the foundation for the development of the goals, policies and programs. A vision is not a binding goal and may not be achievable in the lifetime of those participating in the drafting of the Comprehensive Plan.

Voucher

A certificate worth a particular dollar amount but transferable only for a specific commodity (such as rent or transit) rather than for cash.

W

Walkable Neighborhood

An area designed and constructed in such a way to provide and encourage pleasant, easy and efficient pedestrian movement.

Wastewater Recycling

The practice of using highly treated effluent from a wastewater treatment plant for landscape irrigation and other non-potable purposes.

Water Resources

Term used to collectively describe groundwater (aquifers), surface water (bays, rivers, bayous, oceans, etc.), precipitation, and water supply.

Wetland

A lowland area, such as a marsh, that is saturated with moisture all or part of the year. Standards for defining wetland boundaries consider hydrology, vegetation, and soil conditions.

Z

Zone “A”

Term used by the Federal Emergency Management Agency (FEMA) to indicate those areas subject to inundation by a 100-year flood.

Zone “AE”

Term used by Federal Emergency Management Agency (FEMA) to indicate areas subject to inundation by a 100-year flood, where the flood level is referenced to a fixed elevation relative to sea level.

Zone “AO”

Term used by Federal Emergency Management Agency (FEMA) to indicate areas subject to inundation by a 100-year flood, but only at depths of one to three feet and with flooding typically caused by sheet flow on sloping terrain.

Zoning Map

Map that depicts the division of the City into districts or “zones” in which different uses are allowed and different building and lot size restrictions apply.

Zoning Ordinance

A set of land use regulations enacted by the City to create districts that permit certain land uses and prohibit others. Land uses in each district are regulated according to type, density, height, and the coverage of buildings.

Appendix B: Supporting Information and Data

Chapter 2: Land Use and Community Design

LAND USE DEFINITIONS

The following definitions correspond to the categories on the Proposed Land Use Map. Each definition includes standards for density or intensity of use. For residential categories, densities are expressed in terms of persons per acre as well as housing units per acre. The standards for population density are intended to be a planning guideline and are not intended to establish an absolute limit. In non-residential areas, intensity is expressed using “floor area ratios” or FAR. FAR is the ratio of building area to lot area on a site. The FAR standards are consistent with those contained in the City’s Zoning Ordinance. They were initially established to estimate daytime population and employment in different parts of the City. In the definitions below, FARs represent an expectation of the overall intensity of future development. Actual FARs on individual sites will vary. See Proposed Land Use Map L-2 for a depiction of proposed land uses.

OPEN SPACE

Publicly Owned Conservation Land: Open lands whose primary purpose is the preservation and enhancement of the natural state of the land and its plants and animals. Only compatible resource management, recreation, and educational activities are allowed.

Public Park: Open lands whose primary purpose is active recreation and whose character is essentially urban. These areas have been planted with non-indigenous landscaping and require a concerted effort to maintain recreational facilities and landscaping.

Streamside Open Space: The corridor of riparian vegetation along a natural stream. Hiking, biking, and riding trails may be developed in the streamside open space. The corridor will generally vary in width up to 200 feet either side of the center line of the bayou.

Open Space/Controlled Development: Land having all the characteristics of open space but upon which development may be allowed. Open space amenities must be retained in these areas. Residential densities range from 0.1 to 1 dwelling unit per acre but may rise to a maximum of 2 units per acre where second units are allowed, and population densities range from 1 to 4 persons per acre.

RESIDENTIAL

Single Family Residential: Includes one dwelling unit on each lot as well as conditional uses requiring permits such as churches and schools. Specific areas

may be zoned to allow second units or duplexes where they would be compatible with neighborhood character and not create traffic and parking problems. The net density in single family areas will range from 1 to 7 units per acre, but may rise to a maximum of 14 units in areas where second units or duplexes are allowed. Population densities will range from 1 to 30 persons per acre.

Multiple Family Residential: The permitted number of housing units will vary by area, depending upon existing land use, proximity to major streets and public transit, distance to shopping, and environmental problems. Net densities will range from 8 to 40 units and 8 to 90 persons per acre. Density should be on the lower end of the scale next to single family residential areas. Densities higher than what is permitted by zoning may be allowed where measurable community benefits will be derived, services and facilities are available, and the net effect will be compatible with the overall Comprehensive Plan.

COMMERCIAL

Neighborhood Commercial: Includes shopping centers with off-street parking or a cluster of street front stores that serve the immediate neighborhood. Examples include Market Street, Old Mobile Highway and Ingalls Avenue. Typical uses include supermarkets, bakeries, drugstores, variety stores, barber shops, restaurants, self-service laundries, dry cleaners, and hardware stores. In some locations, residential and mixed use projects may also locate in this category. Non-residential floor area ratios will range up to 0.4.

Regional/Community Commercial: Larger shopping centers and districts that have wider variety goods and services than the neighborhood shopping areas. They rely on larger trade areas and include such uses as department stores, bookstores, furniture stores, toy stores, apparel shops, restaurants, theaters, and non-retail services such as offices and banks. Examples include Highway 90. Non-residential floor area ratios range from 0.35 to 2.

Service Commercial: Facilities providing citywide and regional services and relying on customers arriving by car. These uses do not necessarily benefit from being in high volume pedestrian areas such as shopping centers or Downtown. Typical uses include auto services and dealerships, motels, lumberyards, appliance stores, and restaurants, including fast service types. In almost all cases, these uses require good automobile and service access so that customers can safely load and unload without impeding traffic. In some locations, residential and mixed use projects may be appropriate in this land use category. Examples of Service Commercial areas include Highway 90 and areas of Market Street. Non-residential floor area ratios will range up to 0.4.

Mixed Use: This category includes Live/Work, Retail/Office, Residential/Retail and Residential/Office development. Its purpose is to increase the types of spaces available for living and working to encourage a mix of compatible uses in certain areas, and to encourage the upgrading of certain areas with buildings designed to provide a high quality pedestrian-oriented street environment. Mixed Use may include permitted activities mixed within the same building or within separate buildings on the same site or on nearby sites. Live/Work refers to one or more individuals living in the same building where they earn their livelihood, usually in professional or light industrial activities. Retail/Office, Residential/Retail, and Residential/Office provide other variations to Mixed Use

with Retail typically on the ground floor and Residential on upper floors. Design standards will be developed to ensure that development is compatible and contributes to the character of the street and neighborhood. Floor area ratios will range up to 1.15, although Residential/Retail and Residential/Office development located along transit corridors or near multi-modal centers will range up to 2.0 FAR with up to 3.0 FAR possible in areas resistant to revitalization. The FAR above 1.15 will be used for residential purposes.

Commercial Hotel: This category allows facilities for use by temporary overnight occupants on a transient basis, such as hotels and motels, with associated conference centers and similar uses. Restaurants and other eating facilities, meeting rooms, small retail shops, personal services, and other services ancillary to the hotel are also allowed. This category can be applied in combination with another land use category. Floor area ratio will range up to 1.5 for the hotel portion of the site.

Research/Office Park: Office, research, and manufacturing establishments whose operations are buffered from adjacent residential uses. Other uses that may be included are educational institutions and child care facilities. Compatible commercial service uses such as banks and restaurants, and residential or mixed uses that would benefit from the proximity to employment centers, will also be allowed. Additional uses, including retail services, restaurants, commercial recreation, churches, and private clubs may also be located in Research/Office Park areas, but only if they are found to be compatible with the surrounding area through the conditional use permit process. Maximum allowable floor area ratio ranges from 0.3 to 0.5, depending on site conditions.

Industrial: Wholesale and storage warehouses and the manufacturing, processing, repairing, and packaging of goods. Emission of fumes, noise, smoke, or other pollutants is strictly controlled. Examples include portions of the area at the east and west end of Ingalls Avenue, the west side of Cedar Street, the south end of Orchard Avenue Extension, and north end of Pascagoula Street that historically have included these land uses. Compatible residential and mixed use projects may also be located in this category. Floor area ratio will range up to 0.5.

INSTITUTIONAL/GOVERNMENT

School District Lands: Properties owned or leased by public school districts and used for educational, recreational, or other non-commercial, non-industrial purposes. Floor area ratio may not exceed 1.0.

Major Institution/Special Facilities: Institutional, academic, governmental, and community service uses and lands that are either publicly owned or operated as non-profit organizations. Examples are City facilities.

BUILDINGS AND SITES WITH HISTORICAL SIGNIFICANCE WHICH ARE ON THE NATIONAL REGISTRY

- Old Spanish Fort/La Pointe Krebs House – Lake Avenue
- James Krebs House – 4702 River Road
- Adam Gautier House – 4418 Cedar Street
- Edward Chatterton House – 703 Mill Road

- Hermes Hague House – 707 Mill
- Spanish Consul House – 4215 Pine Street
- Lake School – 803 Kell Avenue
- Mary Julia Johnson House – 809 Kell Avenue
- George Frentz House – 503 Morgan
- Anna C. Brondum House – 710 Mill
- John O. Brondum House – 4011 Pine
- Captain Willie Bodden House – 4002 Pine
- Eugene Gautier House – 3803 Willow Street
- Pascagoula St. Railroad and Power Company – 3708 Pascagoula Street
- Nelson Tenement – 3615 Pine
- Capt. Herman H. Collie House – 410 Live Oak
- Mauguierite Colle House – 3611 Frederic Street
- Dr. Joseph A. Tabor House – 520 Live Oak
- George Thompson House – 523 Orange Avenue
- Laura Westphal House – 711 Krebs Avenue
- Mayor Ebb Ford House – 3434 Pascagoula Street
- John B. Delmas House – 2916 Front Street
- Charles B. Delmas House – 2914 Front Street
- L & N Depot – 515 Railroad Avenue (now Yon)
- Scranton Fire House & City Hall – 623 Delmas
- Walter Gautier House – 3012 Canty Street
- Pascagoula High School – 2903 Pascagoula Street
- Captain F. L. Clinton House – 903 Tucker Avenue
- Lemuel D. Herrick House – 2503 Pascagoula Street
- W. D. Hughes House – 2425 Pascagoula Street
- John C. Nelson House – 2434 Pascagoula Street
- George W. Ladner House – 803 Buena Vista Street
- Anna C. Brash House – 802 Buena Vista Street
- Lena Olson House – 706 Buena Vista Street
- Leonard Levin House – 1403 Washington Avenue
- Bellevue/Longfellow House – 3401 Beach Boulevard
- Round Island Lighthouse
- DeJean House – 3603 Frederic
- Barrett House – 2425 Pascagoula Street
- 4013 Pine Street

- 4205 Pine Street
- 611 Mill Avenue
- 706 Mill Avenue

HISTORIC SITES ON THE NATIONAL REGISTRY

- Krebs Cemetery
- Grant Cemetery
- Greenwood Cemetery
- Michelle Mound (Front Street)

Chapter 3: Transportation

FUNCTIONAL ROADWAY CLASSIFICATION¹

Urban Principal Arterial

The principal arterials should serve the major centers of activity of the area and the highest traffic volume corridors. They should carry the major portion of trips entering and leaving the area, as well as the majority of through movements desiring to bypass the city. Significant travel between central business districts and outlying residential areas should also be served by the principal arterial.

Urban Minor Arterial

The minor arterial street system should connect with the principal arterial system to distribute travel to geographic areas smaller than those identified with the higher system. The minor arterial street system includes all arterials not classified as a principal and contains facilities that place more emphasis on land access than the higher system, and offer a lower level of traffic mobility. Such facilities may provide intra-community continuity, but ideally should not penetrate identifiable neighborhoods.

Urban Collector

The collector street system provides both land access service and traffic circulation within residential neighborhoods, commercial and industrial areas. It differs from the arterial system in that facilities on the collector system may penetrate residential neighborhoods, distributing trips from the arterials through the area to the ultimate destination. Conversely, the collector street also collects traffic from local streets in residential neighborhoods and channels it into the arterial system.

Local Street

The local street system comprises all facilities not on one of the higher systems. It serves primarily to provide direct access to abutting land and access to the higher order systems. It offers the lowest level of mobility and usually contains no bus routes. Service to through, traffic movement usually is deliberately discouraged.

The functional classifications are used to establish eligibility for roadway funding projects. All roads in the Pascagoula classified as *urban principal arterial*, *urban minor*, *arterial urban collector* are eligible for various federal funding programs. The classifications for Pascagoula are established by MDOT with collaboration from the Mississippi Gulf Coast Metropolitan Planning Organization.

¹ Source: FHWA Functional Classification Guidelines

TRANSPORTATION PLANNING PROGRAMS AND FUNDING

Metropolitan Planning Organization (MPO)

Metropolitan Planning Organizations (MPOs) are regional transportation planning agencies, which provide a forum for cooperative decision-making concerning area-wide transportation issues. The MPO was created by Federal and State law to develop transportation plans and programs which encourage and promote the implementation of transportation systems which embrace the various modes of transportation in a manner that will maximize the mobility of people and goods. The Federal legislation focuses on planning for urban areas, rather than individual cities. Every urbanized area with a population of more than 50,000 persons must have a designated Metropolitan Planning Organization for transportation to qualify for federal highway or transit assistance. All transportation projects should be supported and coordinated with the MPO's long range plans to be eligible for Federal funds. Pascagoula is included in the Mississippi Gulf Coast MPO's planning area. The Mississippi Gulf Coast MPO is one of four in the State. Gulf Regional Planning Commission, MPO for the Gulf Coast, coordinates all of the transportation programs for all jurisdictions within the urbanized areas of Hancock, Harrison, and Jackson Counties. Allocation of the Surface Transportation Program (STP) funding is done through the MPO and listed on the area's Transportation Improvement Program.

Long Range Transportation Plan (LRP)

Long-range transportation planning is a process by which states and MPOs determine their desired transportation system and then work toward achieving it. Transportation planners examine demographic characteristics and travel patterns for a given area to predict the future needs of the transportation system. Planners analyze alternatives for the area's transportation system. This is provided to the decision makers who evaluate the alternatives to determine the most judicious use of local, state, and federal transportation funding to provide a system to meet those future needs. The result of the long-range transportation planning process is a document, the adopted long-range transportation plan. Both the regional and statewide processes result in a long-range transportation plan. The document is a collaboration of the region's or state's transportation systems and is the defining vision for the transportation system and services. In metropolitan areas, the plan notes all of the transportation improvements scheduled for funding during the next 20 years. The MPO will use transportation goals and objectives to guide a planning process that will direct the development and maintenance of the Mississippi Gulf Coast transportation system. Long-range planning is typically done over a 25-year period.

Surface Transportation Program (STP)

The Surface Transportation Program (STP) is a block grant type program that may be used by Mississippi Department of Transportation (MDOT) and municipalities for projects on any roads not functionally classified as a local street. Eligible activities include roadway construction, reconstruction, restoration, rehabilitation, operational improvements, safety improvements, and bicycle or pedestrian facilities.

Statewide Transportation Improvement Program (STIP)

The STIP is a listing of all surface Transportation programs in the state for the next three years. The STIP involves numerous entities in the management of capital projects, including MDOT, MPOs, Transit, and Rail.

Mississippi Gulf Coast Transportation Improvement Program (TIP)

The Transportation Improvement Program (TIP) consists of a 3-year transportation construction program funded by the STIP. The TIP is a list of actual transportation related projects that the cities, counties, MDOT and other State and Federal agencies intend to build within the MPO's urbanized area the next three years. Projects within the Gulf Coast Urbanized Area, which includes Pascagoula, are selected by the MPO and listed on the TIP. These projects are then directly incorporated into the Statewide Transportation Improvement Program (STIP).

Every two years the Gulf Regional Planning Commission (GRPC), serving as the Metropolitan Planning Organization, will develop the TIP. GRPC will ask all jurisdictions to submit their desired projects for addition to the TIP. Requesting governments will submit letters or resolutions to GRPC for desired projects. After receiving these nominations for the TIP, the GRPC will seek public input by advertising in the primary local newspapers within the Urbanized Area. Eligible projects will be prioritized by GRPC, using an adopted "Project Selection Process". This process will score each project based on objectives established by the MPO Technical Coordinating Committee (TCC) and Transportation Policy Committee (TPC). GRPC will then provide the recommendations to the MPO's committees for final project selection. The final TIP will then be prepared, published and submitted to MDOT for incorporation into the Statewide Transportation Improvement Program (STIP).

TRAVEL DEMAND MANAGEMENT

Park and ride programs are measures that are used in reducing the number of cars on the road. These measures create changes in trip patterns such as personal trips as well as originations and destinations. These changes in trip patterns lead to changes in vehicle activity such as the total number of vehicle trips taken and the number of vehicle miles traveled. These changes lead to reductions in mobile source emissions. These strategies attempt to place single occupancy trips into higher occupancy modes such as carpools or transit. The success of these strategies depends on proper planning and developing an understanding of the issues that affect the transportation decision-making of the roadway users. Any transit improvement requires the evaluation of the needs of the potential rider. It is important to evaluate the entire trip made when developing a strategy used to shift the vehicle trips to transit trips. The strategy for improvement must benefit the potential user in lower travel time or money savings. Outside factors such as parking costs can determine what is an attractive cost for a daily trip. A strategy's success also depends on proper connections, which should be as effective and efficient as possible. These strategies require effective public education and marketing service to build interest. In addition, most of these strategies require high levels of public agency

and/or employer support. This will include effective communication of the programs to employers and employees that could lead to employer support for preferential treatment for carpoolers such as special parking or other incentives. These programs and facilities require extensive planning at the regional level and corridor level. This helps to maximize the effectiveness of the systems and coordination of the programs.

TRAFFIC VOLUME

According to the Highway Capacity Manual (HCM2000), traffic volume is the number of vehicles passing a point on a lane or roadway during some time interval. Volume is the most basic traffic variable used to quantify traffic. Volume is most commonly expressed as an annual average daily traffic (AADT), which represents the total volume on a highway segment for one year divided by the number of days in the year.

LEVELS OF SERVICE AND ROADWAY CAPACITY AND CONGESTIONS

The assessment of congestion will be used to identify problems and show conditions on individual segments and intersections in the transportation system. Knowing that performance measures should be relatively easy to interpret by decision makers and the public, volume to capacity ratios will be used as the primary measure to evaluate traffic flow in this document. These measures will be used to assess the transportation system by the assignment of a Level of Service (LOS) to each roadway segment. This indicator addresses the vehicular volume on the roadway compared to its estimated capacity.

TABLE B-1: LEVEL OF SERVICE DESCRIPTIONS	
LOS	DESCRIPTION
A	Vehicles are virtually unaffected by other vehicles in the traffic stream
B	Other vehicles in the traffic stream begin to be noticed
C	Vehicles are becoming significantly affected by interaction with others
D	Speed and freedom to maneuver are severely restricted
E	Comfort and convenience levels are extremely poor
F	Operations are extremely unstable

Capacity is a characteristic of the roadway system and must be considered by the way it currently affects travel. According to the Highway Capacity Manual (HCM2000), capacity is the maximum sustainable flow rate at which vehicles or persons can reasonably be expected to traverse a point or segment of lane or roadway during a specified time period under given roadway, geometric, traffic, environmental, and control conditions. For our purposes, capacity estimates based on Highway Capacity Manual, will be expressed as maximum vehicles per hour for a given roadway. The estimated capacity of the roadways in our study is determined by factors including: Signal densities, number of lanes, turn lanes, and medians. This method does not account for the impacts of on-street parking, driveway access, lane additions leading up to, or lane drops leading away from intersections, grades between intersections, any capacity constraints between intersections (such as a narrow bridge), mid-block medians and two-way left

turns, turning movements that exceed 20 percent of the total volume on the street, queues at one intersection backing up to and interfering with the operation of an upstream intersection, or cross-street congestion blocking through traffic. Peak hour traffic volumes are developed from the AADTs and will be used in the volume/capacity performance measure described above.

THOROUGHFARE PLAN

This Thoroughfare Plan will be used by the City to assure the development of the most efficient and appropriate street system to meet existing and future travel needs. The Thoroughfare Plan is interrelated with other components of the comprehensive plan such as land use, housing, environment and public utilities. The Thoroughfare Needs Plan is *not* a blue print for capital improvements. It is used only to provide a “vision” and identify roadways that will need improvements in the future because of the recognized importance for accessibility and mobility for all roadway users in Pascagoula. The methodology used identifies roadway project concerns based on existing and future roadway capacity concerns, public surveys, safety analyses, and input from City officials. Once projects are identified, they are evaluated based on the varying degrees of the previously listed criteria as well as other considerations such as the roadway’s impact on economic development. From the Thoroughfare Plan, capital improvement projects can be developed and prioritized based on the objectives and evaluation criteria set in the Plan.

The Thoroughfare plan focuses on mobility and access for all roadway users. The purpose for the development of the Thoroughfare Plan is the following:

- Develop a functional intra-city system linking major sections of Pascagoula.
- Develop sufficient inter-community travel between Pascagoula and neighboring communities such as Gautier, Moss Point, and points east.
- Plan for improvements to mitigate existing and future mobility deficiencies such as congestion, safety and alternative transportation needs (bike, pedestrian, transit).
- Coordinate transportation facilities with future land use.
- Enable local officials to plan for future amendments to the Federal functional classification system.
- Enable local officials to acquire right of way for the future.
- Enable local officials to make better decisions regarding roadway design to suit the intended use of the roadway.

Beginning with an inventory of existing facilities, conditions, and future plans prepared in other components of this comprehensive plan, GRPC performed various analyses on conditions such as transportation system level of service, safety, and other mobility needs.

Projects for all Roadway Users

When designing roadway projects it should always be important to consider all roadway users. As roadways are identified for project development based on

traffic flow, safety, or economic development reasons, extra time should be spent to consider other mobility needs that may be important to the roadway users. People who require transportation include vehicle drivers as well as children walking to a friend's house, elderly or disabled people who cannot drive and people who prefer walking and/or bicycling to driving. Many road users are overlooked when roads are designed. Roads should be built to service all members in a community, not just drivers. How well user demand is addressed provides a clear idea of where a community's priority lies. Only about 68% of people drive vehicles, the others are either too young, too old, have a disability, or are too poor to own a vehicle. Roads designed with minimum road widths, sidewalks, bicycle lanes, landscaping, and to the standards of the American with Disabilities Act (ADA), can provide mobility for all people. Why should drivers be provided with unlimited mobility on roads while non-drivers are given nothing except a harsh, unsafe environment?

Chapter 4: Housing

Following are historical data sets describing housing characteristics by census tract, as contained in the 2000 Census for Pascagoula. New census tract data will become available with the completion and publication of information from the 2010 Census.

TABLE B-2: COMPARISON OF POPULATION AND NUMBER OF HOUSEHOLDS BY CENSUS TRACTS - 1990 AND 2000

TRACT	POPULATION			HOUSEHOLDS		
	1990	2000	% Change	1990	2000	% Change
419	2254	2304	2.2	856	971	13.0
420	5367	5566	3.7	1864	1982	6.3
421	3805	3655	-3.9	1407	1363	-3.1
422	5308	4394	-17.2	1828	1915	4.8
423	573	480	-16.2	326	228	-30.1
424	2131	1961	-8.0	828	830	0.2
425	3230	3188	-1.3	1409	1426	1.2
426	3210	3124	-2.7	1138	1209	6.2

Source: Bureau of the Census, U.S. Department of Commerce

TABLE B-3: PERCENT OF POPULATION OVER THE AGE OF 25 THAT ACHIEVED HIGH SCHOOL GRADUATION AND/OR BACHELOR DEGREE BY CENSUS BLOCK GROUP - 2000

TRACT/ BLOCK GROUP	% HIGH SCHOOL GRADUATE	% BACHELOR DEGREE OR HIGHER	TRACT/ BLOCK GROUP	% HIGH SCHOOL GRADUATE	% BACHELOR DEGREE OR HIGHER
425.3	96.9	42.9	421.4	78.1	7.6
426.2	92.7	35.6	420.2	75.9	6.4
426.1	91.9	34.6	422.4	72.4	17.1
426.3	91.7	36.8	422.3	72.2	7.4
420.1	90.9	11.7	421.2	71.8	15.9
419.2	89.9	28.0	419.1	70.9	10.5
420.3	89.6	9.8	421.1	69.5	6.3
422.5	81.4	15.3	423.1	67.2	13.3
425.2	81.2	18.3	420.5	65.2	3.9
420.4	79.8	6.8	422.2	63.7	3.4
424.3	79.3	14.8	424.2	61.3	10.3
424.1	79.3	8.0	421.3	61.0	0
425.1	78.8	10.9	422.1	56.1	5.1

Source: Bureau of the Census, U.S. Department of Commerce

TABLE B-4: NUMBER AND PERCENT OF OWNER OCCUPIED UNITS BY CENSUS TRACT, 2000

	PERCENT (%)	NUMBER
City of Pascagoula	56.8	5,607
419	64.5	611
420	49.6	977
421	49.4	674
422	71.8	801
423	51.1	118
424	63.9	529
425	60.7	865
426	86.0	1,060

Source: Bureau of the Census, U.S. Department of Commerce

TABLE B-5: PERCENT AND NUMBER OWNER OCCUPIED UNITS BY BLOCKGROUP, 2000

TRACT/ BLOCKGROUP	% OWNER OCCUPIED UNITS	NUMBER OF OWNER OCCUPIED UNITS	TRACT/ BLOCKGROUP	% OWNER OCCUPIED UNITS	NUMBER OF OWNER OCCUPIED UNITS
426.1	97.2	523	419.1	60	421
420.2	87.6	162	420.3	57.8	284
422.5	86.6	194	423.1	51.1	118
425.3	80.1	309	420.4	50.4	309
426.3	79.3	284	424.2	46.9	123
419.2	77.6	190	425.2	44.3	237
426.2	75.1	253	422.4	40.5	240
424.1	73.3	206	421.3	38.1	104
424.3	70.4	200	420.4	33.9	105
421.1	70.3	234	420.5	31.5	117
421.4	63.8	261	422.3	27.3	130
425.1	63.2	319	421.2	21.6	75
422.2	62.4	216	422.1	7.6	21

Source: Bureau of the Census, U.S. Department of Commerce

TABLE B-6: PERCENT AND NUMBER RENTER OCCUPIED UNITS BY BLOCKGROUP, 2000

TRACT/ BLOCKGROUP	% RENTER OCCUPIED UNITS	NUMBER OF RENTER OCCUPIED UNITS	TRACT/ BLOCKGROUP	% RENTER OCCUPIED UNITS	NUMBER OF RENTER OCCUPIED UNITS
422.1	92.4	254	419.1	40.0	281
421.2	78.4	273	422.2	37.6	130
424.3	74.7	84	425.1	36.8	186
422.3	72.7	347	421.4	36.2	98
420.5	68.5	254	421.1	29.7	99
420.4	66.1	205	424.1	26.7	75
421.3	61.9	169	426.2	24.9	84
422.4	59.5	353	419.2	22.4	55
425.2	55.7	298	426.3	20.7	74
424.2	53.1	139	425.3	19.9	77
420.1	49.6	275	422.5	13.4	30
423.1	48.9	113	420.2	12.4	23
420.3	42.2	207	426.1	2.8	15

Source: Bureau of the Census, U.S. Department of Commerce

TABLE B-7: BLOCKGROUPS WITH THE HIGHEST PERCENT OF RENT TO HOUSEHOLD INCOME, 2000

BLOCKGROUPS	MEDIAN RENT	RENT AS % OF HOUSEHOLD INCOME	NUMBER OF RENTAL UNITS
Pascagoula	\$464	26.1	4,271
419.1	\$316	26.1	281
420.1	\$430	32.3	304
420.4	\$483	32.9	205
421.3	\$400	32.5	169
422.1	\$325	29.1	254
422.3	\$375	27.9	347
422.4	\$575	28.8	353
424.2	\$375	45.0	139
424.3	\$339	27.9	84
425.2	\$383	31.9	298
426.2	\$641	27.0	84

The rental units within these eleven blockgroups accounted for 59% of the rental units in Pascagoula.

**TABLE B-8: INDICATORS OF CROWDED HOUSING CONDITIONS BY CENSUS TRACTS,
2000 AND 1990**

CENSUS TRACTS	OWNER OCCUPIED UNITS			RENTER OCCUPIED UNITS		
	> 1 PERSON PER ROOM	1.01 TO 1.5 PERSONS PER ROOM	<1.51 PERSONS PER ROOM	> 1 PERSON PER ROOM	1.01 TO 1.5 PERSONS PER ROOM	<1.51 PERSONS PER ROOM
2000						
Pascagoula	5447	94	46	3877	237	154
419	607	4	0	299	26	11
420	920	34	23	918	54	21
421	641	18	15	628	30	31
422	785	16	0	985	80	49
423	118	0	0	91	5	17
424	517	12	0	261	23	14
425	851	10	4	531	19	11
426	1056	0	4	173	0	0
1990						
Pascagoula	5676	94	24	3603	241	136
419	574	3	0	249	0	0
420	999	9	10	708	58	28
421	695	20	6	679	34	21
422	806	36	8	869	117	52
423	175	0	0	96	10	0
424	641	6	0	232	11	0
425	833	8	0	548	11	27
426	945	12	0	152	0	0

Source: Bureau of the Census, U.S. Department of Commerce

Chapter 5: Natural Environment

SENSITIVE PLANT SPECIES

- Aristida spiciformis
- Aristida tuberculosa
- Bidens coronata
- Canna flaccida
- Chamaecyparis thyoides
- Coreopsis nudata
- Dichantherium fusiforme
- Eleocharis elongate
- Eleocharis equisetoides
- Hibiscus coccineus
- Hymenocallis liriosome
- Hypericum myrtifolium
- Ilex cassine
- Ilex myritifolia
- Juniperus siliciola
- Ludwigia alata
- Lycopodium cernuum
- Marshallia tenuifolia
- Mitreola angustifolium
- Myriophyllum laxum
- Nymphoides aquatica
- Peltandra sagittifolia
- Quercus minima
- Quercus myritifolia
- Rhynchospora stenophylla
- Ruellia noctiflora
- Xyris chapmanii
- Xyris drummondii
- Xyris flabelliformis
- Xyris scabrifolia

RECOMMENDED TREES THAT SURVIVE HURRICANES

- Cabbage Palm, Pseudophoenix sargentii
- Mexican Washington Palm, Washingtonia robusta
- Queen Palm, Arecastrum romanzoffianum
- Florida Royal Palm, Roystonea elata
- Coconut Palm, Cocos nucifera
- Cabbage Palmetto, Sable palmetto
- Red Maple, Acer rubrum
- Bald Cypress, Taxodium distichum
- Live Oak, Quercus virginiana
- Banyan Tree, Ficus benghalensis
- Tulip Tree, Liriodendron tulipifera
- River Birch, Betula nigra
- Crape Myrtle, Lagerstroemia indica
- Sweet Gum, Liquidambar styraciflua
- Mahogany, Swietenia mahogoni

Source: Louisiana State University Survey, 4/15/94

WATER QUALITY – EXISTING PROGRAMS AND REGULATIONS

The Federal Clean Water Act was developed to address surface water pollution. The Act controls the pretreatment of industrial waste through National Pretreatment Standards and the National Pollutant Discharge Elimination System, and encourages States to address nonpoint source pollution through the Section 319 program.

Through the Clean Water Act, States determine the designation for use for all navigable waters within the State. Based upon these designation and State defined Water Quality Standards, the State is able to set limits on the level of pollutants that a waterway can accept and still meet a designated use. The NPDES Permit assigns a level of pollutants for a permit in order to protect the designation of the waterway. NPDES permits are required for facilities discharging into waterways. MDEQ administers this program in Mississippi and the permit determines the types, the quantity and the concentration of pollutants to be discharged.² In 1990, EPA required states to review and issue NPDES Phase I permits for non-point discharges from Industrial, Municipal Separate Storm Sewer Systems serving populations over 100,000, and Construction Site Activities for sites five acres or more in size.

In 2003, EPA required States to implement the NPDES Phase II Permit Program which requires small communities which meet certain population and density thresholds to develop storm water plans and implement programs designed to reduce nonpoint source pollution. Phase II regulations cover Construction Activities that disturb between one and five acres.

Pascagoula submitted a Notice of Intent and received a permit to implement its stormwater program. Their program is required to address education, provide opportunities for participation, establish good housekeeping principles to prevent nonpoint source pollution by City actions, and establish policy and/or regulatory programs to control construction site runoff and post-construction runoff.

MDEQ coordinates the Basin Approach to Water Quality Management in the State's nine basins. The City lies in two of these basins, the Pascagoula River Basin and the Coastal Streams Basin. The purpose of the Basin Management Program is to maintain a consistent monitoring and planning effort in each of the State's nine basins, coordinating regulatory, voluntary and funding resources to address priority water quality problems, including reductions in pollutants, in each of the basins.

MDEQ coordinates the Basin Approach to follow the implementation of Total Maximum Daily Loads (TMDLs) within the Basin. This allows the Basin teams to identify issues based upon sound technical data and allows the State to focus their monitoring resources. The State of Mississippi is required to develop TMDLs for pollutants impairing the use of water bodies in the state. MDEQ is required to establish a priority ranking system of the impaired waters (taking into account the severity of the pollution and the importance of the water's impaired

² MDEQ, *Pascagoula River Basin Status Report 2001*, p. 22.

use), and to develop the TMDLs. The TMDL is required to establish pollutant level reductions in order to make the segment once again, fully supporting.³

The City anticipated the NPDES Phase II program. The City established a geographic database of businesses that may potentially contribute to nonpoint source pollution through illicit discharges. The City also adopted Ordinance No. 16-1997 to control drainage within the City by controlling the quantity of water that may leave the site in order to prevent excessive erosion. Permit applicants may be required to detain or retain runoff on site. While this ordinance primarily controls quantity, it has been used to control the quality of runoff as it pertains to sedimentation and erosion.

TABLE B-9: HISTORIC WATER CONSUMPTION AND NUMBER OF CONNECTIONS

WATER CONSUMPTION (GAL)							
MONTH	1999	2000	2001	2002	2003	2004	MONTHLY AVERAGE
Jan	98,646,000	83,949,500	99,099,500	83,489,300	81,293,500	80,786,800	84,675,167
Feb	87,795,000	77,311,000	76,153,800	74,828,800	76,288,900	68,218,900	74,667,800
Mar	71,071,500	74,226,400	81,792,500	74,589,600	71,211,300	68,648,400	72,849,750
Apr	99,677,400	85,554,800	83,213,600	80,146,700	74,968,000	77,691,700	79,489,433
May	112,868,000	94,925,800	93,089,400	87,465,000	83,110,300	79,861,500	85,695,667
Jun	111,045,900	111,703,600	102,788,400	101,788,600	92,186,900	84,646,700	98,622,840
Jul	91,289,600	103,270,900	92,648,200	86,489,300	86,663,600	80,875,800	89,989,560
Aug	65,410,500	96,664,100	85,855,300	88,277,400	80,267,700	89,647,800	88,142,460
Sep	75,703,200	102,009,200	91,567,600	81,763,500	79,893,400	93,964,900	89,839,720
Oct	95,044,100	89,494,300	82,331,300	79,613,800	79,851,300	84,767,700	83,211,680
Nov	73,290,100	91,755,800	89,173,700	76,494,000	72,986,900	76,674,800	81,417,040
Dec	86,069,000	76,008,600	96,368,500	73,405,300	76,047,500	76,947,800	79,755,540
Annual Average	88,992,525	90,572,833	89,506,817	82,362,608	79,564,108	80,227,733	
Consump. Grwth Rate		1.78%	-1.18%	-7.98%	-3.40%	0.83%	

Source: Pascagoula Utilities Department

³ MDEQ, *Pascagoula River Basin Status Report 2001*, p.16.

TABLE B-10: NUMBER OF CONNECTIONS

MONTH	1999	2000	2001	2002	2003	2004	MONTHLY AVERAGE
Jan	8,636	8,592	8,681	8,761	8,757	8,807	8,729
Feb	8,643	8,593	8,740	8,745	8,814	8,804	8,752
Mar	8,777	8,623	8,710	8,788	8,805	8,837	8,758
Apr	8,593	8,665	8,664	8,762	8,807	8,799	8,744
May	9,008	8,646	8,744	8,791	8,776	8,795	8,759
Jun	8,550	8,644	8,678	8,678	8,825	8,798	8,725
Jul	8,545	8,699	8,693	8,834	8,848	8,836	8,782
Aug	8,546	8,686	8,769	8,784	8,794	8,848	8,776
Sep	8,565	8,674	8,712	8,799	8,802	8,840	8,765
Oct	8,608	8,672	8,762	8,839	8,835	8,798	8,781
Nov	8,595	8,677	8,766	8,805	8,772	8,815	8,767
Dec	8,610	8,672	8,744	8,760	8,807	8,802	8,757
Annual Average	8,640	8,654	8,722	8,779	8,804	8,815	8,760
Connection Growth Rate		0.16%	0.79%	0.65%	0.28%	0.13%	

Source: Pascagoula Utilities Department

WATER QUALITY - BEST MANAGEMENT PRACTICES (BMPs)

A variety of practices can help control the use of pollutants and prevent their discharge into the environment. BMPs may be engineered or they may involve behavioral changes. Typical BMPs include the following:

For Residents:

- Use of safer products around the house
- Proper storage, use, and disposal of hazardous household cleaners, fertilizers, pesticides, and garden supplies
- Participation in household hazardous waste collection programs
- Recycling of motor oil and anti-freeze
- Refraining from illegal dumping
- Reducing vehicle use
- Reducing discharges from car washing and maintenance

For Contractors:

- Proper methods of paving, construction, and painting
- Selection of environmentally-safe materials
- Proper methods of delivery and storage of materials

- Responsible management and disposal of solid waste, contaminated soil, and concrete waste
- Proper sanitary sewer and septic waste management
- Proper methods of fueling and maintaining vehicles and equipment
- Employee and subcontractor training
- Erosion control measures

For Businesses:

- Prevention of improper discharges into storm drains
- Proper vehicle and equipment fueling, washing, maintenance and repair
- Proper loading and storage practices
- Proper maintenance of buildings and grounds
- Employee training

For the City:

- Proper land use planning and development review
- Stenciling of storm drain inlets
- Hazardous waste collection and recycling
- Prevention of illegal dumping and illicit connections to storm drains
- Prevention and detection of overflow from sanitary sewers
- Street-sweeping
- Storm drain pipeline and catch basin cleaning
- Roadway maintenance
- Maintenance of detention/infiltration devices
- Storm channel and bayou maintenance
- Use of infiltration systems, man-made wetlands, profilers, and detention basins
- Use of oil/water separators and water quality inlets

ENVIRONMENTAL RESOURCE AND PUBLIC HEALTH PROGRAMS - EXISTING REGULATIONS AND LAWS

The Resource Conservation and Recovery Act (RCRA) Title C regulates hazardous waste from the time it is generated until its disposal. EPA defines wastes as hazardous if the waste has any one of the following four characteristics—(1) the waste is easily combustible or flammable, (2) the waste has corrosive characteristics, (3) the waste is reactive or unstable or can undergo violent chemical reactions when mixed with water or other materials, or (4) the waste is toxic.

There are three categories for hazardous waste generators within the RCRA Title C Rules. These include Conditionally Exempt Small Quantity Generators (these are facilities that generate less than 220 pounds of hazardous waste each month), Small Quantity Generators (these are facilities that generate between 220 and 2,200 pounds of hazardous waste each month), and Large Quantity Generators (these facilities generate more than 2,200 pounds of hazardous waste each month).

SARA Title III of Federal Emergency Planning and Community Right to Know Act of 1986 requires the implementation of Section 301 through 303. These sections require local emergency planning through the designation at the State level of a State Emergency Response Commission (SERC) and at the local level, a designated Local Emergency Response District. Through the District, a Local Emergency Planning Board (LEPC) is designated to meet and to identify the types of possible emergencies that may occur involving the hazardous materials present, and the types of responses that would be needed. These actions can include notification procedures, equipment and manpower agreements, training, and the development of evacuation plans. The Jackson County Civil Defense Department is the designated lead agency of the LEPC. Section 304 of the Act requires emergency notification and Sections 311 through 312 require that the community has a right to know what is produced within the community. Section 313 requires Toxic Chemical Release Reporting.

The City has established additional controls and regulations for the use and storage of hazardous materials in their zoning ordinances. The City prohibits the storage of gasoline, benzene, toluene, kerosene or other similarly combustible materials, except for gasoline in excess of 25 gallons in residential areas.⁴ The City also prohibits the storage of these hazardous materials in excess of 500 gallons in commercial districts in the City.⁵

SOLID WASTE - EXISTING PROGRAMS, REGULATIONS AND LAWS

The State of Mississippi, through the MDEQ requires that solid waste management facilities, including landfills, rubbish sites, transfer stations, land application sites, composting sites and incineration sites apply for a permit from MDEQ. As part of that permit, the site must comply with Federal RCDA Standards and provide a letter or resolution from the local Solid Waste Management Authority that the proposed facility is consistent with the local solid waste management plan.

Through Mississippi Code Ann. §17-17-221, the State of Mississippi was required to develop a state non-hazardous solid waste management plan, which is a compilation of local non-hazardous solid waste management plans. Through this effort, the State encouraged local governments to work cooperatively to develop local or regional plans for solid waste management. The State required that the plans include a waste minimization goal of at least 25%, that solid waste management facilities and systems be environmentally sound, and address the needs of the state, the region and local governments.

⁴ Pascagoula Municipal Code-Appendix B-Zoning Ordinance § 612, p. 1096.

⁵ Ibid, p. 1096.

Sites proposed for municipal solid waste must be compliant with the Resource Conservation and Recovery Act (RCRA) Subtitle D, for siting, design operation, ground water monitoring and closure and post closure care. Specifically RCRA Subtitle D restricts the construction of new landfills in floodplains, wetlands, seismic zones, unstable areas and near airports.

The City's Zoning Ordinance addresses several issues related to solid waste management. The City allows by right incinerators as an accessory use in the Industrial District.⁶ The City also requires and reviews plans of Planned Shopping Areas to insure that they “shall not adversely affect abutting areas through the emission of noise, odor, dust, glare, trash or through uncontrolled surface drainage.”⁷

TABLE B-11: OSHA PERMISSIBLE DAILY NOISE EXPOSURES

NOISE LEVEL (DB)	ALLOWABLE DAILY EXPOSURE (HR)
85	16 (but periodic testing is required)
90	8
92	6
95	4
97	3
100	2
102	1.5
105	1
110	0.5
120	1 minute or less

Source: The Dewberry Companies, *Land Development Handbook- Second Edition*, 2002, McGraw-Hill, p. 4-95.

⁶ Pascagoula Municipal Code- Appendix B. Zoning § 711.1.38, p.1105

⁷ Ibid, §905.3, p. 1128.

Chapter 6: Community Services and Facilities

AFTER SCHOOL AND SENIOR CITIZEN PROGRAMS

Community Service

- Scout Night
- Head Start
- Pascagoula Girls choir practice site
- Pascagoula Recreation Department
- Kids Count program sponsored by Junior Auxiliary
- Math and science incentive program
- Campus Life program
- Coast Karate Club
- Booster Club
- Foreign Exchange programs for parents
- Big Brothers/Big Sisters

Community Programs

- Boy Scout Recruitment
- Litter Programs
- Red Ribbon Week
- Core Week
- Sing for Downtown Christmas
- Visit nursing homes
- Service projects for animal shelter and Daily Bread
- Recognize War Veterans
- Establish resource area for ELL parents
- Pascagoula Girls Choir
- Veterans Day program
- Coastal Cleanup Day
- Art classes decorate downtown areas
- Painting community garbage cans
- Student Council service projects
- United Way
- Key Club
- Junior Civitan
- NJROTC
- Band Choir
- Carpentry apprentice class
- Family Interaction Center
- Rotary Club
- Lions Club
- Kiwanis Club
- Pascagoula Men's Club
- Pascagoula Pride
- Community education programs

After School Programs

- Tutoring programs for elementary, middle and high students
- School athletics
- NJROTC
- Marching band

Senior Citizen Programs

- Grandparents baskets for shut-ins
- Valentines Day recognition for Grandparents
- Veterans honored
- Beta Club and Junior Civitans honor senior citizens
- Culinary Arts program prepares lunches for senior citizens

PASCAGOULA LIBRARY

The Pascagoula Public Library is located at 3214 South Pascagoula Street at the eastern edge of Pascagoula's downtown area and near a complex of Jackson County and Pascagoula public buildings. The size of the Pascagoula Public Library is 41,000 square feet. Of this space approximately 5,068 square feet are reserved for the Regional Library System Administrative offices and another 1,400 square feet are reserved for community meeting rooms. Approximately 19,234 square feet are provided for the Library's general collection and another 7,414 square feet are reserved for the Library's special collections including the Genealogy and Local History Collection, the Jackson County Public Law Library and the Large Print Collection. In all, approximately seventy per cent of the space in the existing library houses library collections. There are eight facilities in the Jackson-George Regional Library System. Total circulation in the system annually for fiscal year 2010 is 925,443.

TABLE B-12: JACKSON-GEORGE REGIONAL LIBRARY SYSTEM CIRCULATION REPORT FOR FY2010

LIBRARY	FY2010 CIRCULATION	FY2009 CIRCULATION
East Central	108,336	100,641
Gautier	83,272	81,824
Lucedale	111,139	104,180
Moss Point	78,404	70,357
Ocean Springs	188,714	167,098
Pascagoula	147,248	131,632
St. Martin	113,816	113,353
Vancleave	94,514	88,987
Total	925,443	858,072

The Pascagoula Public Library is a 41,000 square foot facility, with space allocated as follows.

TABLE B-13: PASCAGOULA PUBLIC LIBRARY SQUARE FOOTAGE DEVOTED TO SPECIFIC LIBRARY USES - 2010		
SPECIFIC USE	SQUARE FOOTAGE (EST)	PERCENT OF BLDG. (EST)
Library General Collection/Public Access	19,234 sq ft	48.2%
Special Collections	7,414 sq ft	18.0%
Reference Collection (Staff and Reader Space)	1,600 sq ft	4.0%
Staff Work Area	1,000 sq ft	2.4%
Community Meeting Rooms	1,400 sq ft	3.4%
Computer Learning and Internet Training Lab	520 sq ft	1.3%
Regional Library Administrative Offices	5,068 sq ft	12.4%
Mechanical, Hallways, Atrium and Entrances	4,244 sq ft	10.3%
Total	41,000 sq ft	100.0%

Patrons of area libraries in the Jackson-George Regional Library System checked out more than 100,000 items in five branches for the fiscal year 2009 for the first time. The circulated items totaled 858,072. In 2010 that number rose to 925,443. Pascagoula and St. Martin had annual increases of 12% and 13% respectively from FY2009 to FY2010. The increases other branches showed gave the system a slight overall annual increase.

The Pascagoula Library is open to the public for sixty hours per week. The Library was completed and opened to the public in October of 1986. In 2006, the library underwent extensive cosmetic renovations, and added additional parking to serve the residents of Pascagoula. Over the years there have been numerous repairs completed on the library.

Learning is a life long process, and community libraries are the cornerstone of this evolution. The Jackson-George Regional Library System has taken on this role. The Library System received a grant from the Mississippi Library Commission through a state grant program to develop a Computer Learning and Internet Training Lab, and there are individual computer stations for public use. There were 123,000 individual uses of computers in the Library System during the 2010 fiscal year (October 2009 through September 2010). The Pascagoula Library has the most computer use by the public, over 31,000 individual visits in the 2010 fiscal year (23% of total system public computer usage).

TABLE B-14: JACKSON-GEORGE REGIONAL LIBRARY SYSTEM PUBLIC COMPUTER USE FOR FY2010

LIBRARY	FY2010 COMPUTER USE	FY2009 COMPUTER USE
East Central	5,232	5,864
Gautier	14,822	16,723
Lucedale	17,323	19,936
Moss Point	19,214	17,461
Ocean Springs	14,962	16,137
Pascagoula	31,846	30,395
St. Martin	12,340	16,118
Vancleave	8,001	8,718
Total	123,740	131,353

The Library also houses the Jackson County Public Law Library; has expanded its collection to include a Homeland Security Collection; houses a Genealogy and Local History Collection, a Large Print and Non-Fiction Collection, and the Mississippi Press on microfilm.

Current library usage (survey taken in September, 2010) shows over 2000 visits per month for the Pascagoula Library, and 13,035 visits per month system-wide.

Approximately 30% of the Jackson-George Regional Library System's materials are housed in the Pascagoula Library. Among these materials about 45% are materials geared primarily for the adult population, nearly 25% are juvenile materials and nearly 30% classified as miscellaneous materials including documents, microfiche, records, films and bound newspapers.

According to standards from the Practical Administration of Public Libraries, the book stock of a library should be approximately 2¾ to 3 books per capita. Based on these standards, the Pascagoula Library should have approximately 72,050 to 78,600 volumes. It currently houses 71,661 volumes, as well as 30,100 volumes of non-traditional materials such as documents, microfiche, records, films and bound newspapers.

The administrative staff of the Jackson-George Regional Library System provides for programming and day to day administration of the Library System and its eight libraries. The Board of Directors of the Jackson-George Regional Library System is responsible for developing and setting policy and for assisting in the development and implementation of budgeting, generation of revenue and implementing long term planning to insure that residents of Jackson and George County receive library services.

Pursuant to State law, Jackson County and George County joined with five cities to create the Jackson-George Regional Library System, which receives assistance from Jackson County, George County, and the Cities of Pascagoula, Moss Point, Ocean Springs, Gautier and Lucedale. Both Jackson County and George County, through the Board of Supervisors provide millage to the Jackson-George Regional Library System for general operating funds and to assist with maintenance of library facilities located outside of the incorporated

limits of cities. The Jackson County Board of Supervisors assists with the purchase of equipment for the Pascagoula Library as requested by the Regional Library System Board and staff.

The City provides for assistance with major repairs of the Library, funding for all major capital improvements and appropriate funds to assist with the general operation of the Library. Specifically, the City is responsible for any costs over \$1,000 for major repairs at the Library. The Library System is responsible for custodial services at the Library and the first \$1,000 for major repairs. In the recent past, these costs have included motors for the elevator, lights and ballasts, plumbing and general carpet cleaning.

The City also provides grounds maintenance, gas, water, heating and air conditioning system maintenance, and pest control.

Repairs to the roof and skylights have been completed as well as the restoration of the meeting rooms. Other improvements that the Library Staff has identified as needed in the near future include the milling and re-surfacing of the parking lot, and the replacement of parking lot lighting.

Needed facility improvements include replacing or repairing the in-ground and above ground landscape and outside lighting, repairing and replacing brickwork, providing for additional parking through a new parking lot, constructing an office for the Pascagoula Library manager, replacing reader chairs and adult reader furniture, replacing shelving in the Law Library and purchasing equipment including a PC-based microfilm scanning workstation.

Chapter 8: Governance and Leadership

BOARDS, COMMISSIONS AND COMMITTEES

The City Council has created a number of boards and commissions and committees to advise the City Council on policy issues. These boards and commissions and committees serve a variety of specific functions like development review, protection of historic buildings, and recreation programs. Board and commission and committee functions are summarized below.

TABLE B-14: BOARDS AND COMMISSIONS					
BOARD OR COMMISSION	# OF MEMBERS	TERM LENGTH	REQUIREMENTS FOR MEMBERSHIP	PURPOSE	SUPPORTING DEPARTMENT OR DIVISION
Civil Service Commission	3	6	Pascagoula Resident	Represents the City matters relative to the rights, privileges, and advantages of all employees under Civil Service laws.	City Staff
Emergency Planning Committee (Local)	5	No Term	Pascagoula Resident	Advise the City Council on matters relating to Emergency Planning and Preparedness	City Staff

TABLE B-14: BOARDS AND COMMISSIONS

BOARD OR COMMISSION	# OF MEMBERS	TERM LENGTH	REQUIREMENTS FOR MEMBERSHIP	PURPOSE	SUPPORTING DEPARTMENT OR DIVISION
Fireman & Policeman Disability & Relief Board	5	4	Member of the Police or Fire Department	Advise on Matters relative to the operation and administration of the disability and relief fund for firemen and policemen	Police & Fire Department
Gulf Regional Planning Commission	2	No Term	Planner or Economic Development Professional	Represent the City on Regional Planning and Policy Matters	Economic and Community Development
Historic Preservation Commission	9	No Term	Pascagoula Resident	Designate, preserve, protect, and enhance those historic structures, districts and neighborhoods that contribute to the cultural and aesthetic heritage of Pascagoula	Community Development
Library Board	5	5	Pascagoula Resident	Represent the City on matters that foster, promote, enhance, and perpetuate the Public Library System	Community Development
Contractors Board of Examiners	8	No Term	Pascagoula Resident and Licensed Contractor	Review contractor applications for licensing to assure that requirements are met	City Staff
Planning Board	7	No Term	Pascagoula Resident	Prepare, adopt and make recommendations to the City Council on planning and zoning ordinances. Make recommendations to the Council regarding land use policies and specific development applications	City Staff
Port Commission	3	4	Pascagoula Resident	Advise the City Council on matters relating to the Port of Pascagoula	City Staff
Recreation Commission	11	No Term	Pascagoula Resident	Advise the City Council on matters relating to the City's Park and Recreation needs	Recreation Department
School Board	3	5	Pascagoula Resident	Promote the highest quality public educational facilities and services for the City	City Staff

TABLE B-14: BOARDS AND COMMISSIONS

BOARD OR COMMISSION	# OF MEMBERS	TERM LENGTH	REQUIREMENTS FOR MEMBERSHIP	PURPOSE	SUPPORTING DEPARTMENT OR DIVISION
Strategic Planning Steering Committee	13	No Term	Pascagoula Resident	Promote the goals of the Strategic Plan in order to enhance the living conditions of Pascagoula and create a community of the highest quality and variety.	Community Development
Gulf Regional Planning Commission	2 from Pascagoula	No Term	Pascagoula Resident	Advise the City Council on long-range planning and policy matters	City Staff
Jackson County Utility Authority	Appointed by State	No Term	Pascagoula Resident	Represent the City of matters relating to regional wastewater issues.	City Staff
E-911 Commission	3	No Term	Pascagoula Resident	Advise the Council on matters relating to emergency concerns	Police and Fire Departments
Tree Board	7	No Term	Pascagoula Resident	Promote, protect, revitalize and expand Pascagoula's urban forest	Community Development
Municipal Election Commission	5	***	Pascagoula Resident	Advise the City on all municipal elections	City Staff

BUDGET

The City uses a “mission-driven” budget process. Through this process, City services are grouped into functional areas and major activities, each with a defined mission and criteria for evaluating how well that mission is being achieved. Each City department must identify its customers and the services it provides to the public and other City departments. Major components of the budget include the General Fund and the Utilities Fund. General Fund revenues are generated by sales tax, property tax, and utility user tax collections, along with service fees and other revenues and transfers from the Utilities Fund. Expenditures include general City services (such as administration, fire, planning and public works), capital projects, and debt service, among others. Utilities Fund revenues are generated through rates for various City services including water, sewer, gas, and refuse. Expenditures cover the cost of providing these services.

Appendix C: Lowry Island Small Area Plan
