

STATE ROAD 10A (US 90) WEST CERVANTES STREET/MOBILE HIGHWAY CORRIDOR MANAGEMENT PLAN

FROM NORTH A STREET TO DOMINGUEZ STREET



Prepared for:
Florida-Alabama
TPO
Transportation Planning Organization



Prepared by:
ATKINS
December 2016

RESOLUTION FL-AL 16-39
A RESOLUTION OF THE FLORIDA-ALABAMA
TRANSPORTATION PLANNING ORGANIZATION
ADOPTING THE STATE ROAD 10A (U.S. 90) WEST
CERVANTES STREET/MOBILE HIGHWAY CORRIDOR
MANAGEMENT PLAN

WHEREAS, the Florida-Alabama Transportation Planning Organization (TPO) is the organization designated by the governors of Florida and Alabama as being responsible, together with the States of Florida and Alabama, for carrying out the continuing, cooperative and comprehensive transportation planning process for the Florida-Alabama TPO planning area; and

WHEREAS, the Florida-Alabama TPO Unified Planning Work Program (UPWP) includes tasks for development of a Corridor Management Plan (CMP) for each fiscal year; and

WHEREAS, the TPO selected State Road (SR) 10A (U.S. 90) West Cervantes Street/Mobile Highway, from North A Street to Dominguez Street for a CMP; and

WHEREAS, the TPO Long Range Transportation Plan (LRTP) includes \$1,500,000 per year for implementation of projects identified in CMPs, which are plans for low cost strategies and projects to improve traffic flow and safety for all modes of travel along a corridor; and

WHEREAS, SR 10A (U.S. 90) West Cervantes Street/Mobile Highway CMP identifies strategies and projects to improve traffic flow and safety for all modes of travel along the corridor, based on a study process that included an analysis of existing and future safety and travel capacity needs, and local stakeholder review and recommendations;

NOW, THEREFORE, BE IT RESOLVED BY THE FLORIDA-ALABAMA TRANSPORTATION PLANNING ORGANIZATION THAT:

The TPO adopts the SR 10A (U.S. 90) West Cervantes Street/Mobile Highway CMP and endorses implementation of transportation strategies and projects identified in the plan.

Passed and duly adopted by the Florida-Alabama Transportation Planning Organization on this 14th day of December 2016.



ATTEST: 

FLORIDA- ALABAMA TRANSPORTATION
PLANNING ORGANIZATION
BY: 
Grover C. Robinson, IV, Chairman

<i>AADT</i>	<i>Annual Average Daily Traffic</i>
<i>ADA</i>	<i>Americans with Disabilities Act</i>
<i>BOCC</i>	<i>Board of County Commissioners</i>
<i>CRA</i>	<i>Community Redevelopment Agency</i>
<i>FDOT</i>	<i>Florida Department of Transportation</i>
<i>HAWK</i>	<i>High-Intensity Activated Crosswalk</i>
<i>HCM</i>	<i>Highway Capacity Manual</i>
<i>LOS</i>	<i>Level of Service</i>
<i>ROW</i>	<i>Right of Way</i>
<i>RRFB</i>	<i>Rectangular Rapid Flash Beacon</i>
<i>TPO</i>	<i>Transportation Planning Organization</i>
<i>WFRPC</i>	<i>West Florida Regional Planning Council</i>

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Executive Summary



Executive Summary

In 2015, the Florida-Alabama Transportation Planning Organization (TPO) tasked Atkins with completing a corridor management plan for West Cervantes Street/Mobile Highway (SR10A/US90) located in Escambia County, Florida. Project limits were from North A Street to Dominguez Street. This study looked at numerous corridor characteristics including: traffic data, land use data, crash data, intersection geometries, bicycle and pedestrian facilities, transit amenities and facilities among others. By studying these various corridor conditions, the project team was able to design a robust corridor management plan that supports all modes of transportation.

As a result of analysis, on-site reviews and discussions with various corridor stakeholders, recommendations have been developed in order to help solve some of the corridors most pressing issues.

The primary recommendation is a wholesale reconfiguration of West Cervantes Street with the intent being twofold- create a more inviting environment for non-vehicular users of the corridor and to help spur revitalization and redevelopment of businesses along the corridor. These primary recommendations are more long-term in nature but they do contain improvements that could be accomplished incrementally in the short-term while building to the final product. Two different options were identified.

Option A: Rebalancing of West Cervantes Street. This option would include narrower lanes, medians, landscaping, pedestrian facilities and lighting. Option A would maintain four travel lanes.



Option 2: West Cervantes Street Lane Elimination. This option would eliminate one travel lane in each direction but would include left turn lanes at select intersections. This lane elimination would allow more space to create bicycle and pedestrian facilities and would allow for on-street parking in front of businesses which was a recurring comment during public outreach.



Short-term Recommendations

- Installation of street level and pedestrian level lighting throughout the length of the corridor
- Installation of mid-block crossings at five locations along the corridor
- Increase North-South sidewalk connectivity in the vicinity of I, H, and G Streets
- Increase East-West sidewalk connectivity in the NW quadrant of the study area in the vicinity of West Gonzales, West Brainerd, and West Lloyd Streets
- Enhance Landscaping throughout the corridor. Consider employing a street tree program.
- Add transit amenities such as shelters at high-ridership locations
- Strengthen the identity and character of the E Street intersection to create an emphasis for the West Moreno District paying particular attention to the existing open space on the NE corner of the intersection.

In addition to the primary and short-term recommendations, there are other recommendations that are planning and design oriented that could be accomplished through policy decisions and ongoing activities. These recommendations are related to the context of the area and potential opportunities and are discussed in more detail in the Urban Design Analysis and Framework Plan Section. They include:

- Embrace the numerous parks, cemeteries, and open space
- Implement gateway features that serve as a statement at the limits of the corridor's various districts
- Seek to identify mechanisms to activate parcels for reuse to help spur redevelopment and revitalization

It is the intent of this corridor management plan to serve as a beneficial tool to all corridor stakeholders including the City of Pensacola, Escambia County, the Florida Department of Transportation (FDOT), as well as residents and business owners living along and within the vicinity of the West Cervantes Street corridor. These improvements will be accomplished through coordination of local policies and initiatives with state and federal funding contributions combined with private investment.



Introduction



Introduction

Project Purpose and Focus

The West Cervantes Street corridor is a vital artery for the Westside neighborhoods. Corridor improvements can greatly enhance the character and development potential of the corridor if it is made inviting to the public and businesses. The purpose of this corridor management plan is to identify projects that will improve the safe movement of all modes of travel including vehicular traffic, bicyclists and pedestrians, as well as public transportation along the corridor. While some of the recommended improvements are operational in nature, others focus on land use and urban planning principles and policies. Key goals of the study include:

- Focus on Multimodal Improvements
- Enhance Walkability
- Improve the Key Corridor Gateways (A Street, E Street, and Pace Boulevard)
- Improve North-South Connectivity
- Improve Workforce Through Corridor Commercial Revitalization

At the outset of the study, the project team held a kick-off meeting inviting Transportation Planning Organization (TPO) staff, Escambia County Staff, City of Pensacola staff, Community Redevelopment Agency (CRA) staff from both the City of Pensacola and Escambia County, Board of County Commissioner (BOCC) representatives, as well as FDOT. The purpose of the meeting was to identify potential areas of concern, discuss the previous history of the corridor, and to identify overarching goals for the project and what the project needed to address. From this initial brainstorming session, numerous ideas and issues were identified and discussed including:

- Pedestrian safety
- Beautification of the corridor
- Need for lighting
- Need for a diversity of land uses and businesses
- Perception of safety
- Need for enhanced transit facilities and amenities
- Streetscape enhancements to attract businesses
- Proliferation of vacant lots- provide for numerous redevelopment opportunities
- Need for street trees
- Need for parallel parking

These initial ideas and issues helped to guide the project team through the duration of the project and serve as the basis for the recommendations contained in the plan.

“The Cervantes corridor is a critical component in Westside redevelopment...”

Study Area and Corridor Description

The West Cervantes Street corridor is an east-west roadway located in Escambia County, Florida. The majority of the corridor is within the City of Pensacola city limits while a smaller portion (west of the vicinity of W Street) is in Escambia County. West Cervantes Street is functionally classified as an principal arterial and is approximately 2.3 miles long. The corridor study area is shown in Figure 1.



Figure 1
Study Area

Previous and On-going Studies

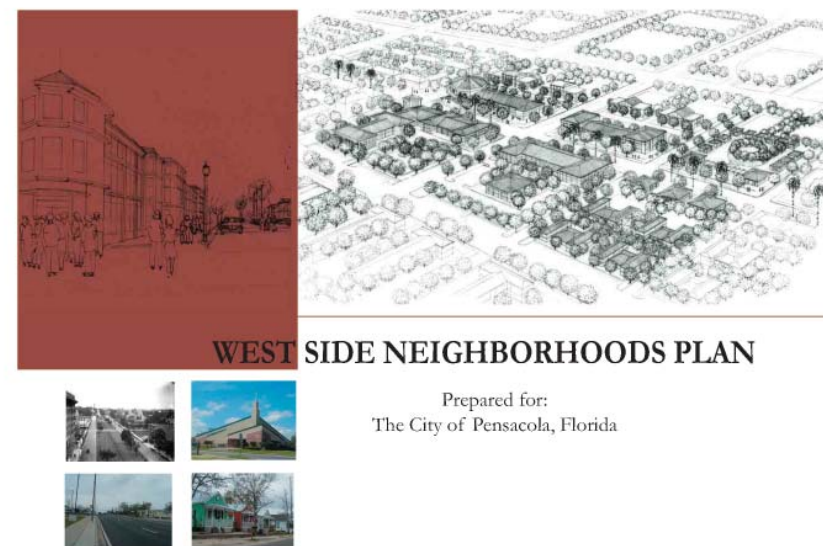
Planning studies focusing on downtown Pensacola and its surrounding areas include a wide variety of intensive studies of downtown urban form, economic development, urban design and design criteria, and planning and engineering design documents. The creation of Community Redevelopment Area (CRA) plans has provided the mechanisms for redevelopment programs as well as funding for them. Recent plans initiated and developed for the West Cervantes Street corridor are listed here.

Brownsville Redevelopment Plan, 2004

The Brownsville Redevelopment Plan was an update to the plan completed in 1997 to determine specific redevelop needs to be addressed within the short term. Some of the key highlights of the plan include the recognition of Allie Yniestra Elementary School as an important institutional anchor in the area, the need for outreach to the growing Asian community and the increase in Asian-owned businesses along the Mobile Highway commercial corridor, the need for public parking along commercial corridors, and the need for community facilities and programs to serve youth as well as the significant elderly population in order to attract young families to purchase homes in the area and to help prevent youth from becoming involved in criminal activities.

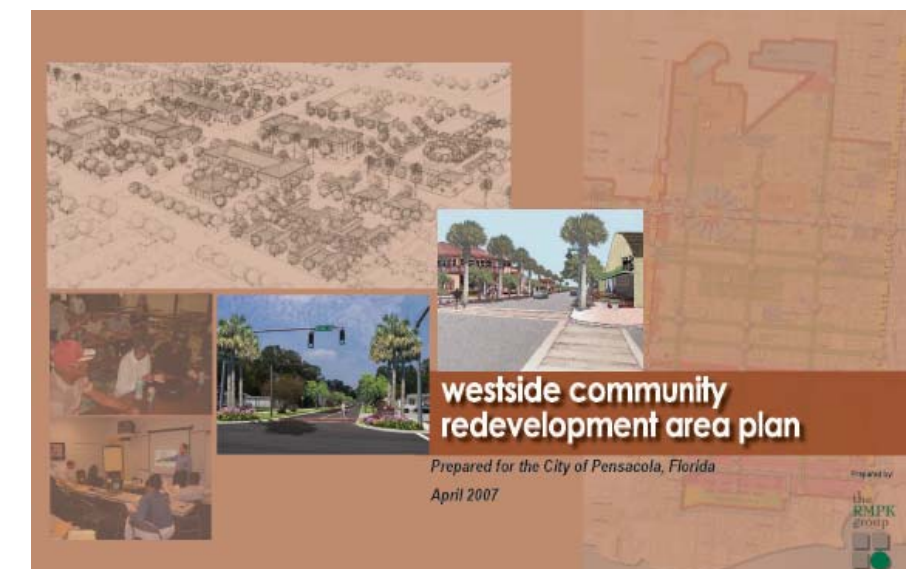
Westside Neighborhoods Plan, 2005

The West Side Neighborhoods Plan was to assess current physical and economic conditions, identify assets, issues and concerns, provide recommendations to achieve long term economic goals and to devise implementation strategies and capital projects related to the development proposal. The study area for this plan was between Pace Boulevard and A Street.



Westside Community Redevelopment Area Plan, 2007

This plan represents the synthesis of a series of planning efforts conducted by the City of Pensacola, to facilitate positive transformation, preservation, and revitalization of the neighborhoods in the south-western section of the City.



Urban Infill and Redevelopment Area Plan

The Urban Infill and Redevelopment Area (UIRA) Plan, in fact, refines and provides specific implementation strategies and mechanisms for many of the neighborhood based goals developed by the Front Porch Neighborhood Action Plan. Four neighborhood preservation and revitalization issues from the Front Porch Neighborhood Action Plan were identified as priorities for implementation in the area. They include encouragement of homeownership, renovation of existing structures, crime and drug elimination, lot maintenance and beautification.

West Moreno District Plan (Ongoing)

"The vision of the West Moreno Plan is that the West Moreno district will be the next great Pensacola district, characterized by a world-renowned hospital anchor, diverse living options, a broad mix of retail services and amenities, and an active and accessible public realm that invites pedestrian activity. It will be a catalyst for the resurgence of Pensacola's Westside, and emblematic of the culture of historically African-American neighborhoods. Its guiding principles are to create a safe, walkable neighborhood, a great place to work, present everyday conveniences, offer a diversity of living options, and for the West Moreno District to be a distinct and vibrant neighborhood." (Source: *West Moreno District Design and Implementation Strategy*)



Public Involvement




Public Involvement

Public involvement and input was a crucial component of the West Cervantes Corridor Management Plan. Elected officials, stakeholders, and citizens and business owners within the study area were engaged during the study process to produce consensual recommendations and build a unified report that the community could stand behind. The project team made every effort to solicit feedback and comment throughout the study process. The key events in the public involvement process were the two public workshops held. These workshops served as a mechanism for understanding the public's concerns and vision for the corridor.

Flyers were mailed to current residents as well as property owners within 300' of the corridor. Additionally, advertisements were placed in the Pensacola News Journal and various social media platforms.

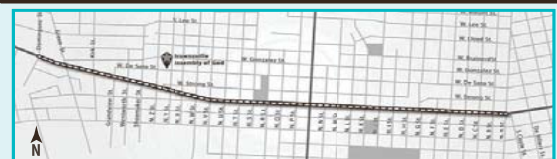




West Cervantes Street
Corridor Management Plan

Public Workshop

Date: Thursday, April 28th, 2016
Place: Brownsville Assembly of God
 3100 W. De Soto St. Pensacola, FL 32505
Time: 5:30-6:30p.m. (formal presentation at 5:45p.m.)





The Florida-Alabama Transportation Planning Organization invites you to participate in a public workshop to view and provide input on proposed conceptual improvements along West Cervantes Street. The study begins at A Street and runs west to Dominquez Street. The purpose of the study is to identify improvements needed to support all modes of transportation. At this workshop, proposed improvements and concepts will be shown.

Public participation is solicited without regard to race, color, national origin, age, sex, religion, disability, or family status. Persons requiring special accommodations under the Americans with Disabilities Act (ADA) or those requiring language translation services, free of charge, should contact Philip Shad at (850) 478-9844 at least three days before the event.

La participación ciudadana es solicitada sin discriminación de raza, color, origen nacional, sexo, edad, religión, discapacidad, o situación familiar. El TPO implementará las instalaciones necesarias para el acceso a esta reunión de conformidad con la Ley de Estadounidenses con Discapacidad y de idiomas distintos del inglés (gratuito). Por favor notifique a la Sr. Dan Deanda de acceso o requisitos lingüísticos en (850) 332-7976, Extension 227, para de Florida por lo menos 3 días hábiles de antelación.

For more information contact:
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Public Workshop 1 – December 2015

The initial opportunity for public involvement occurred on December 8, 2015, during the first public workshop held at the Brownsville Assembly of God. The purpose of this workshop was to inform the public of the details of the project and to receive initial thoughts and concerns by interested stakeholders. A presentation was given detailing the background of the project as well as data that had been collected to-date. Two activity boards were set up for attendees to participate in to identify general ideas about what the current issues are and what they would like to see happen on the corridor. One board allowed for participants to place stickers on improvement categories that were important to them. The other board was a Strengths, Weaknesses, Opportunities, Threats (SWOT) board which participants could write directly on. The SWOT analysis is summarized below.



Summary of S.W.O.T. Analysis from Public Workshop 1

Strengths

- Potential for urban revitalization
- Community awareness
- Vacant retail spaces
- Key corridor
- High population density

Weaknesses

- Lack of lighting
- Vacant retail spaces
- Pedestrian dangers

Opportunities

- More retail stores
- Area beautification
- Gateways
- Wider sidewalks
- Parking lanes
- Commercial revitalization

Threats

- Sporadic non-desirable land uses
- Vehicle speeds
- Lack of lighting

Public Workshop 2 – April 2016

The second opportunity for public involvement occurred on April 28, 2016, also at the Brownsville Assembly of God. This workshop presented results from feedback received at the initial public workshop and presented design concepts and recommendations for the corridor. The design concepts presented were developed using feedback received throughout the project duration.

“Great need for on-street parking”



“Narrow Cervantes, widen the sidewalks, and make it a complete street”

Table 1. Public Involvement Timeline

Date	Event	Locations
8/28/2015	Meeting with Commissioner May	Escambia County Board of County Commissioners
9/1/2015	Kick-Off Meeting	West Florida Regional Planning Council (WFRPC)
12/8/2015	Public Workshop 1	Brownsville Assembly of God
4/28/2015	Public Workshop 2	Brownsville Assembly of God



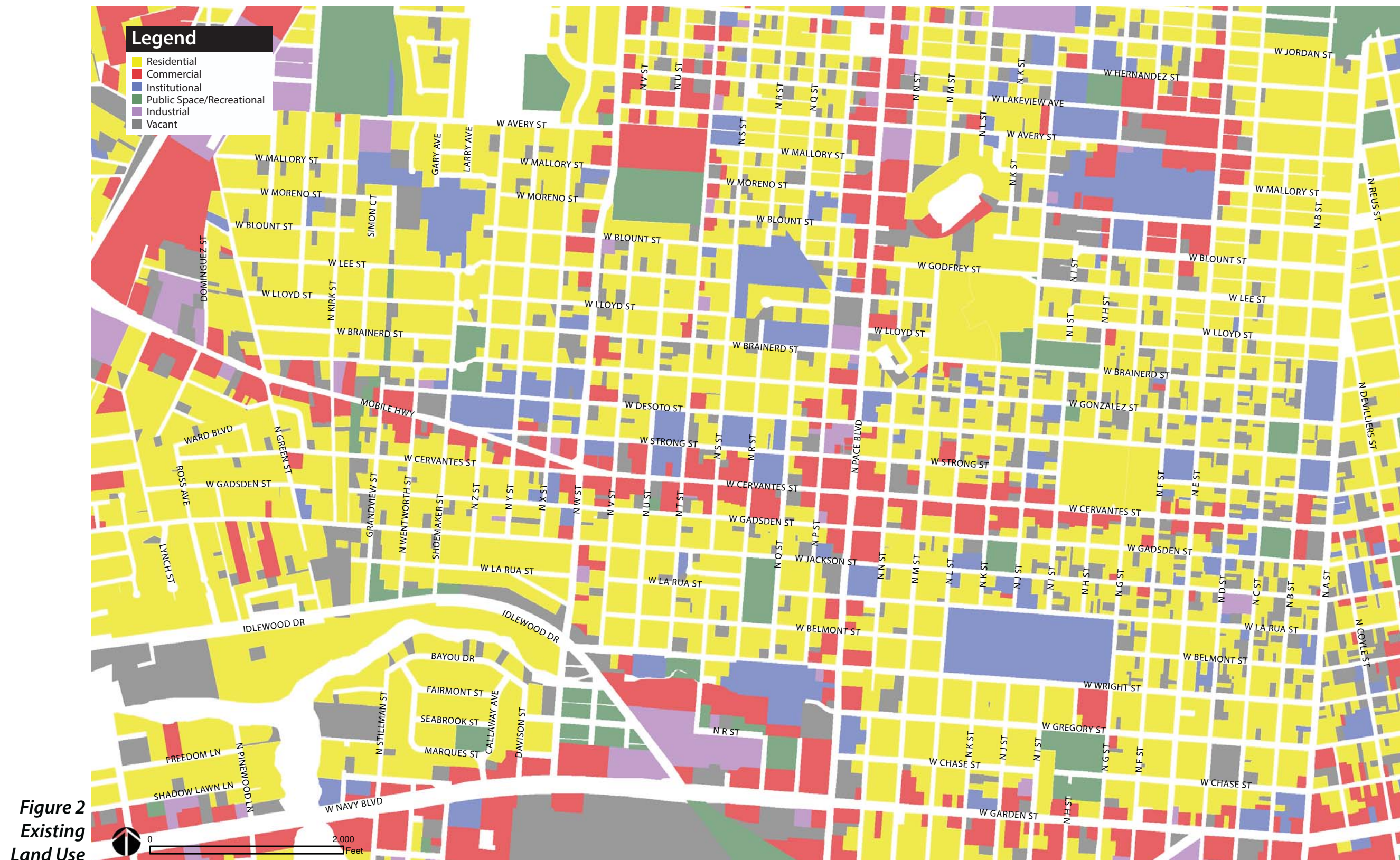
Corridor Conditions and Characteristics



Corridor Conditions and Characteristics

Existing Land Use

Existing land uses within the study consist primarily of commercial and residential uses. Commercial uses are present along the major arterials including Cervantes Street, Pace Boulevard and W Street with residential land uses in the surrounding neighborhoods. Within the residential and commercial land uses are numerous institutional and public uses including numerous churches and cemeteries. Figure 2 illustrates the generalized land uses for the study area.



Land use Mix

Land uses along the West Cervantes corridor represent a mix of residential, commercial, institutional, and open space land uses. Towards the extreme western portion of the corridor, limited industrial land uses are present.

Residential

Residential land uses make up the majority of uses adjacent to the corridor. The residential neighborhoods exhibit a strong street grid network with a large inventory of historic homes. New, single family homes have also been constructed within the surrounding neighborhoods as well as some new, multifamily units.



Commercial

Commercial land uses along the corridor include gas stations, retail shops, restaurants, auto repair facilities and motels. There is a mix of newer as well as older, mid 20th century and prior buildings. While most newer commercial establishments have off-street parking, many of the older businesses utilized on-street parking which has been removed when West Cervantes Street was widened.



Institutional

There are numerous institutional land uses within the study area including numerous religious institutions as well as school, non-profits, and health facilities.



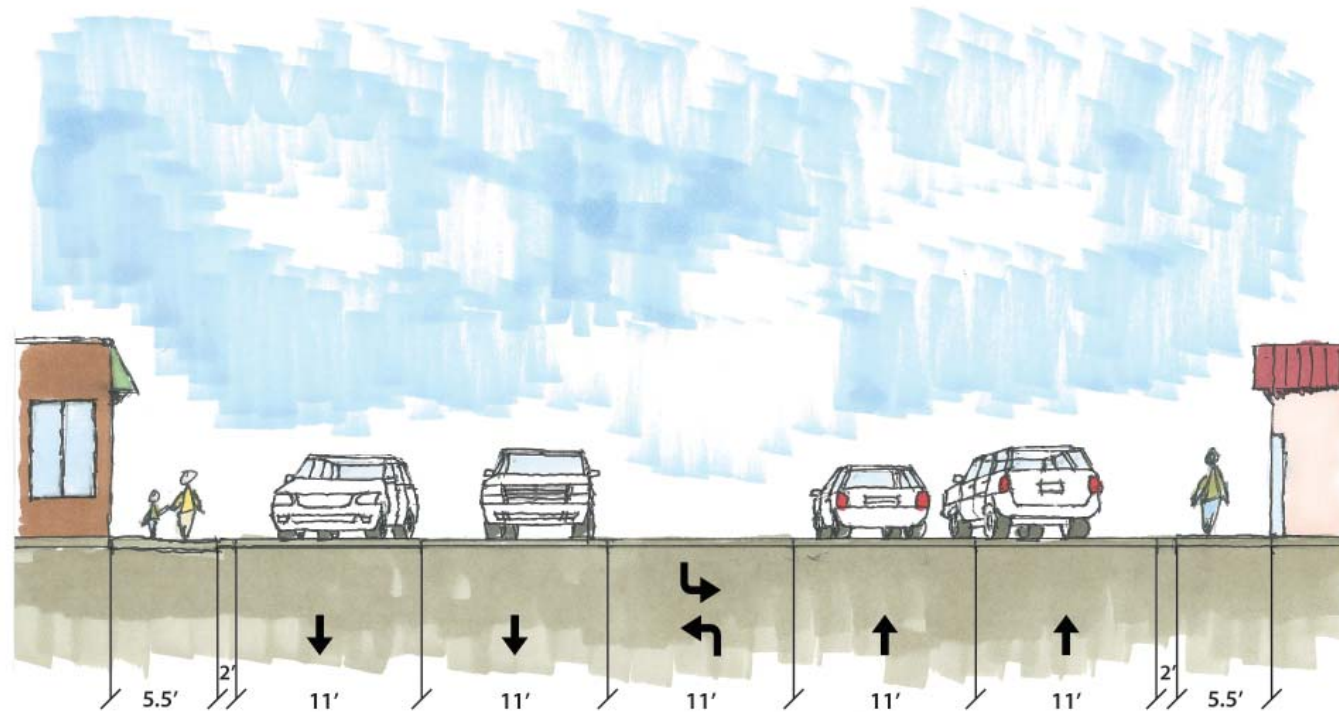
Parks and Open Space

A number of parks are within close proximity to the corridor including Allen Park, Raymond Little's Athletic Park, Legion Field, Morris County Park, Terry Wayne East Park, Fricker Resource Center and Victory Park. There are also a number of cemeteries including St. Johns Cemetery, Temple Beth-El Cemetery, and St. Joseph's Catholic Cemetery. Baptist Hospital is also a major presence in the area.

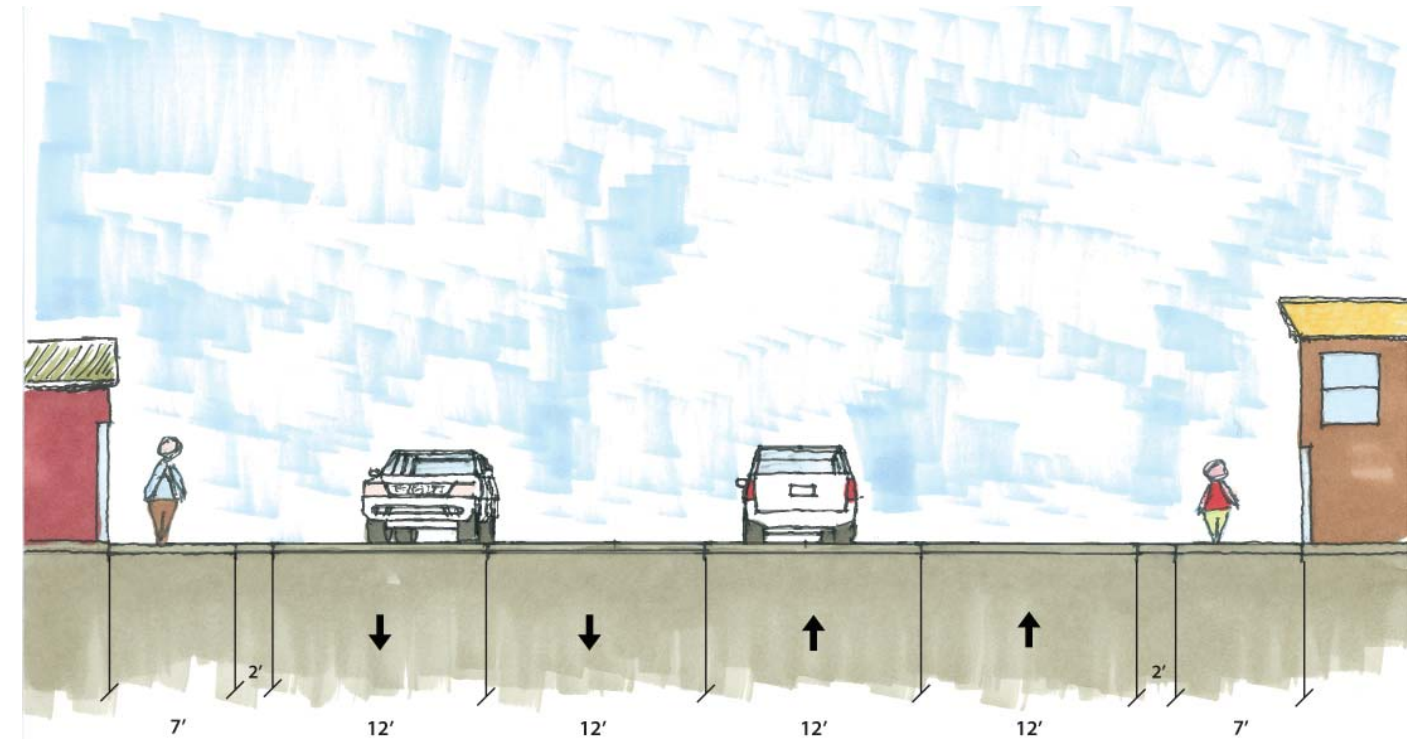


Existing Right of Way and Typical Roadway Sections

West Cervantes Street currently consists of a four lane roadway with a continuous two way left turn lane on the study segment east of Pace Boulevard and an undivided four lane section west of Pace Boulevard. Typical right of way widths along the study segment are 70' east of Pace Boulevard and 66' west of Pace Boulevard.



Existing Typical Section - East of Pace Boulevard



Existing Typical Section - West of Pace Boulevard

Traffic and Crash Analysis



Traffic and Crash Analysis

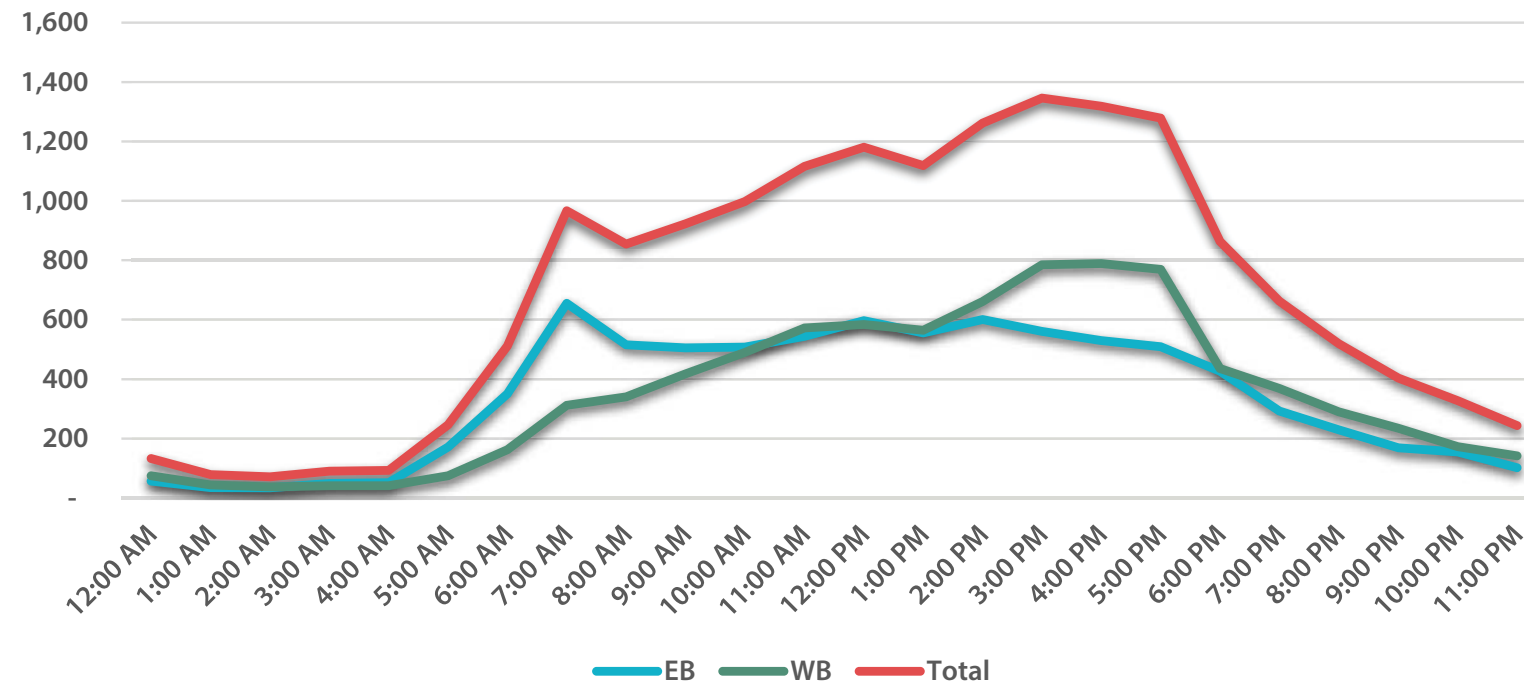
Existing Traffic Characteristics

Existing Annual Average Daily Traffic (AADT) volumes along West Cervantes Street were evaluated using the two FDOT count stations located within the study area. The count stations are located on the east and west side of the Pace Boulevard intersection. Additionally, 8-hour turning movement counts (TMC) were taken at the intersection of A Street, E Street and Pace Boulevard. Figure 3 illustrates traffic data collection locations.

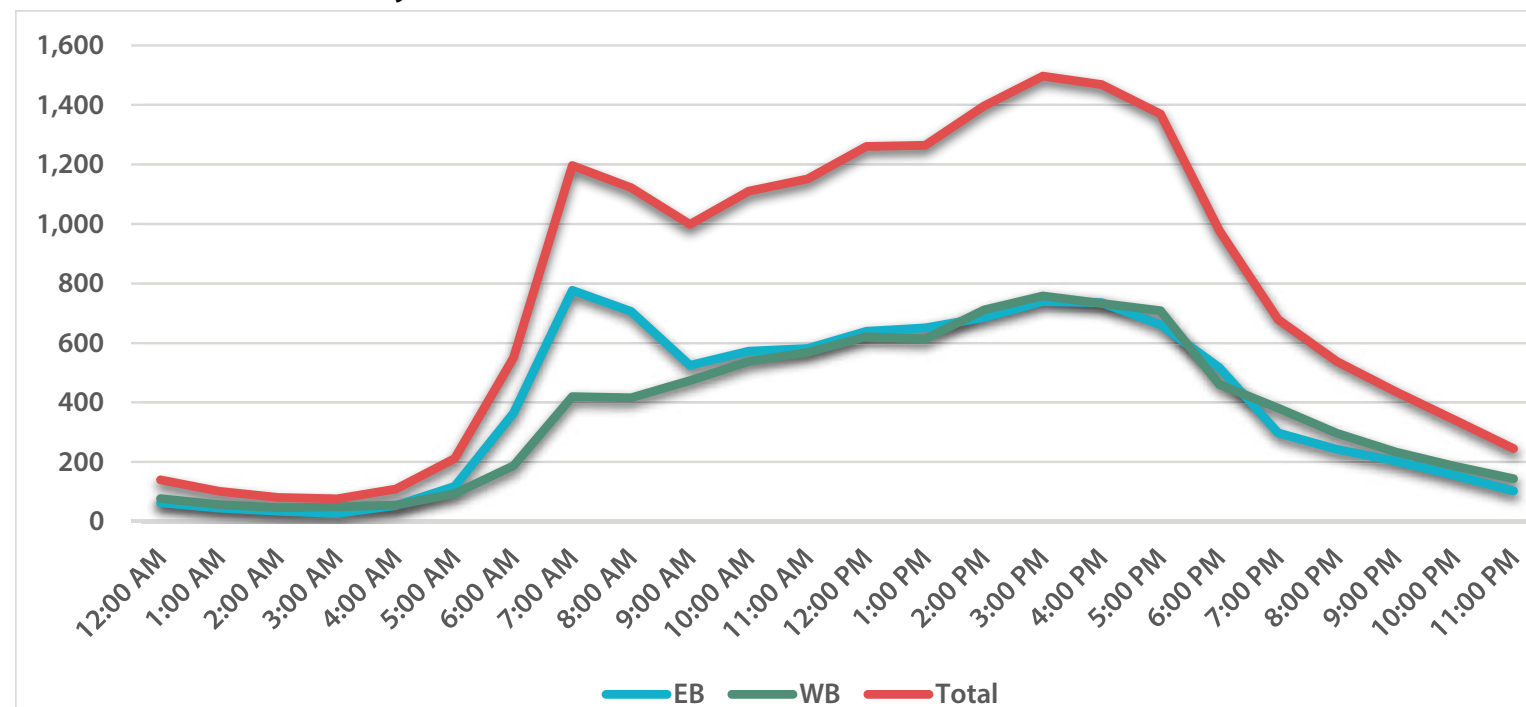


Hourly traffic volumes for the two FDOT count stations are shown in the graphs below.

Hourly Traffic Volumes - West of Pace Boulevard



Hourly Traffic Volumes - East of Pace Boulevard

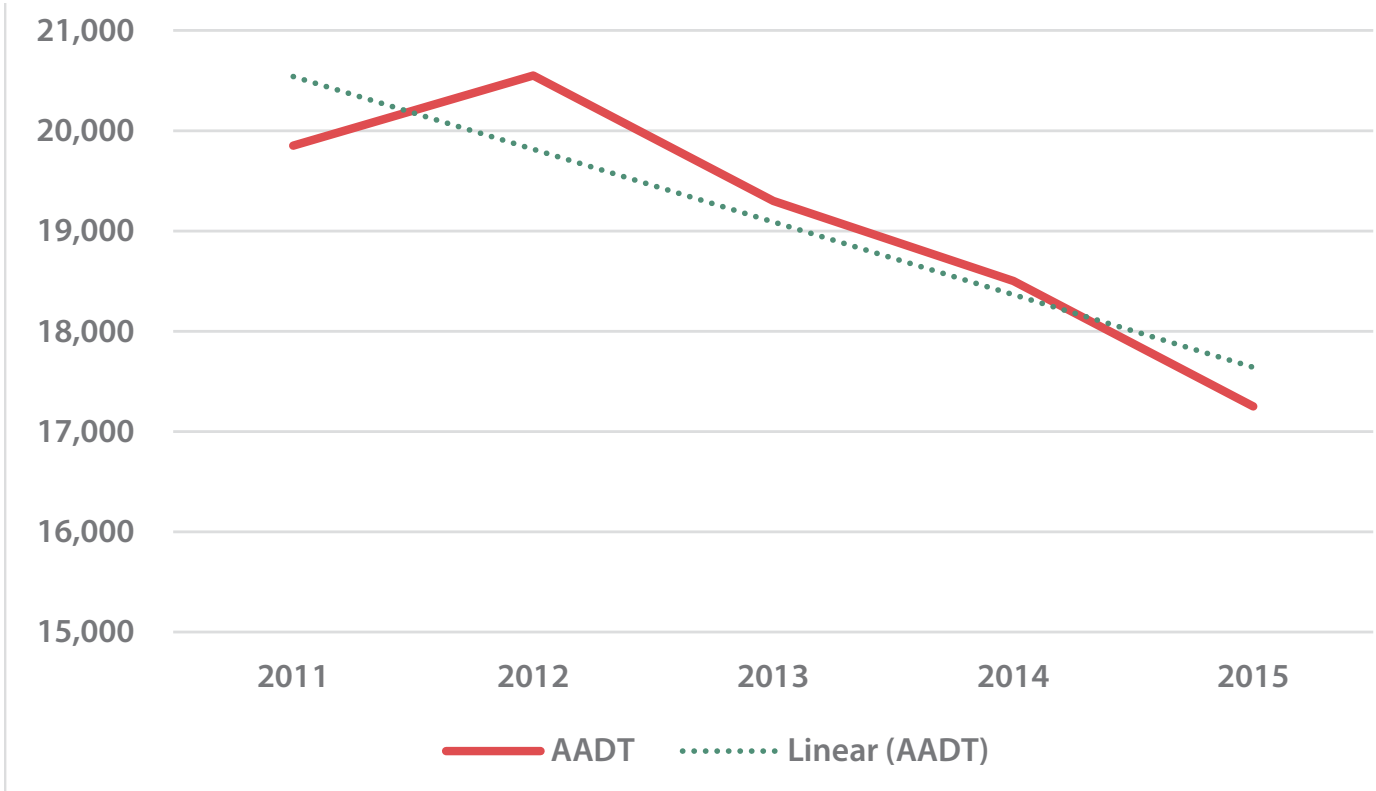


Historical Traffic Volumes

Historic traffic count data from the FDOT count stations were examined using AADT counts as reported by FDOT. The traffic data signified an overall downward trend in traffic volumes by an average of 16% percent from 2011-2015. Historic traffic counts are summarized in Table 2.

Table 2. FDOT Historic Traffic Count Data by Year

Station Number	2011	2012	2013	2014	2015	% Change
West of Pace Boulevard (485043)	19,500	19,600	18,800	18,100	16,400	-19%
East of Pace Boulevard (485013)	20,200	21,500	19,800	18,900	18,100	-12%
Average	19,850	20,550	19,300	18,500	17,250	-16%



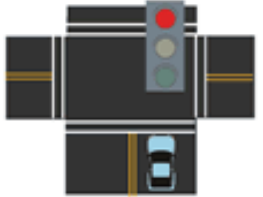
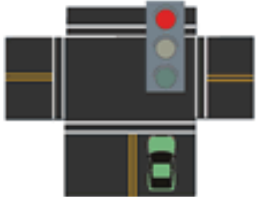
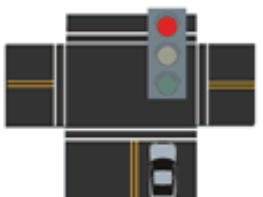
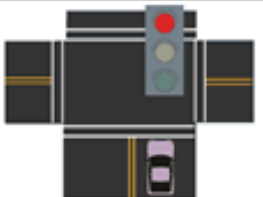
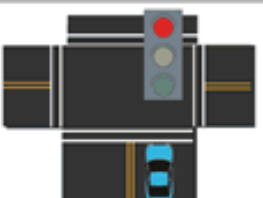
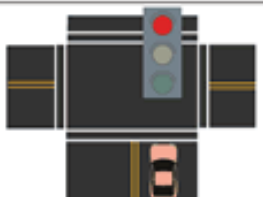
Traffic Analysis

The traffic operating conditions along West Cervantes Street were evaluated to determine the existing level of service (LOS) using data from 2015. LOS is a measurement of roadway congestion determined by the number of vehicles on a roadway in relation to the capacity of the roadway. LOS standards assign a grade of LOS A (least congestion) to LOS F (most congestion) to a roadway facility. The image to the right provides further description of the LOS grades for intersections. The traffic analysis software Synchro 8 was used for the existing and future traffic analysis to determine the LOS for West Cervantes Street. The existing and future Synchro analysis can be found in Appendix A.

Existing Conditions Capacity Analysis

An existing conditions intersection capacity analysis was performed for the study area along the four lane road sections. Currently, Green Street and T Street are operating at a LOS A (free-flowing), and Shoemaker Street at LOS B (reasonably free-flowing). W Street, E Street, and A Streets were all operating at LOS C (constrained constant flow below speed limits), and Pace Boulevard was operating at a LOS D (unstable flow). Table 3 summarizes the intersection LOS analysis.

A segment LOS analysis was also performed evaluating the eastbound and westbound LOS. The SimTraffic LOS results are summarized in Table 4. The average travel time to traverse the study area going eastbound was 5.3 minutes, and was 5.0 minutes in the westbound direction. The average segment LOS for eastbound and westbound was LOS B.

LEVELS OF SERVICE for Intersections with Traffic Signals		
Level of Service	Delay per Vehicle (seconds)	
A		≤10
B		11-20
C		21-35
D		36-55
E		56-80
F		>80

Factors Affecting LOS of Signalized Intersections

Traffic Signal Conditions:

- Signal Coordination
- Cycle Length
- Protected left turn
- Timing
- Pre-timed or traffic activated signal
- Etc.

Geometric Conditions:

- Left- and right-turn lanes
- Number of lanes
- Etc.

Traffic Conditions:

- Percent of truck traffic
- Number of pedestrians
- Etc.

Source: 2000 HCM, Exhibit 16-2, Level of Service Criteria for Signalized Intersections

Table 3. Segment Analysis Summary - Existing Conditions

Intersection	Delay	LOS
Green Street	5.7	A
Shoemaker Street	10.4	B
W Street	29.4	C
T Street	7.0	A
Pace Boulevard	36.4	D
E Street	20.1	C
A Street	27.6	C

Table 4. Intersection Analysis Summary - Existing Conditions

Eastbound		Westbound	
To Intersection	LOS	To Intersection	LOS
Shoemaker Street	B	E Street	C
W Street	C	Pace Boulevard	B
T Street	B	T Street	B
Pace Boulevard	C	W Street	D
E Street	A	Shoemaker Street	B
A Street	D	Green Street	B
Travel Time (Minutes)	5.3	Travel Time (Minutes)	5.0
Average Segment*	B	Average Segment*	B

*Average segment arterial LOS not recognized by HCM

Future Conditions Capacity Analysis

As indicated in the historical traffic volumes section, traffic volumes have *decreased* on average approximately 16% from 2011 to 2015. For the purposes of this planning-level analysis, a *1% annual growth rate* was applied to existing traffic volumes to project them to the planning horizon year 2025. Tables 5 and 6 summarize the results of the future conditions capacity analysis.

Traffic Analysis Summary

All intersections that were analyzed as part of this study currently function at LOS D or better in both the analysis year (2015) and the forecast year (2025). The SimTraffic segment analysis reveals that the roadway functions at LOS B in both the analysis year and the forecast year in the westbound direction. In the eastbound direction the roadway functions at LOS B in the analysis year and LOS C in the forecast year. As such, no traffic capacity improvements are recommended at this time.



Table 5. 2025 Intersection Analysis Summary, 1% Annual Growth (Synchro Intersection LOS, HCM 2010 Method)

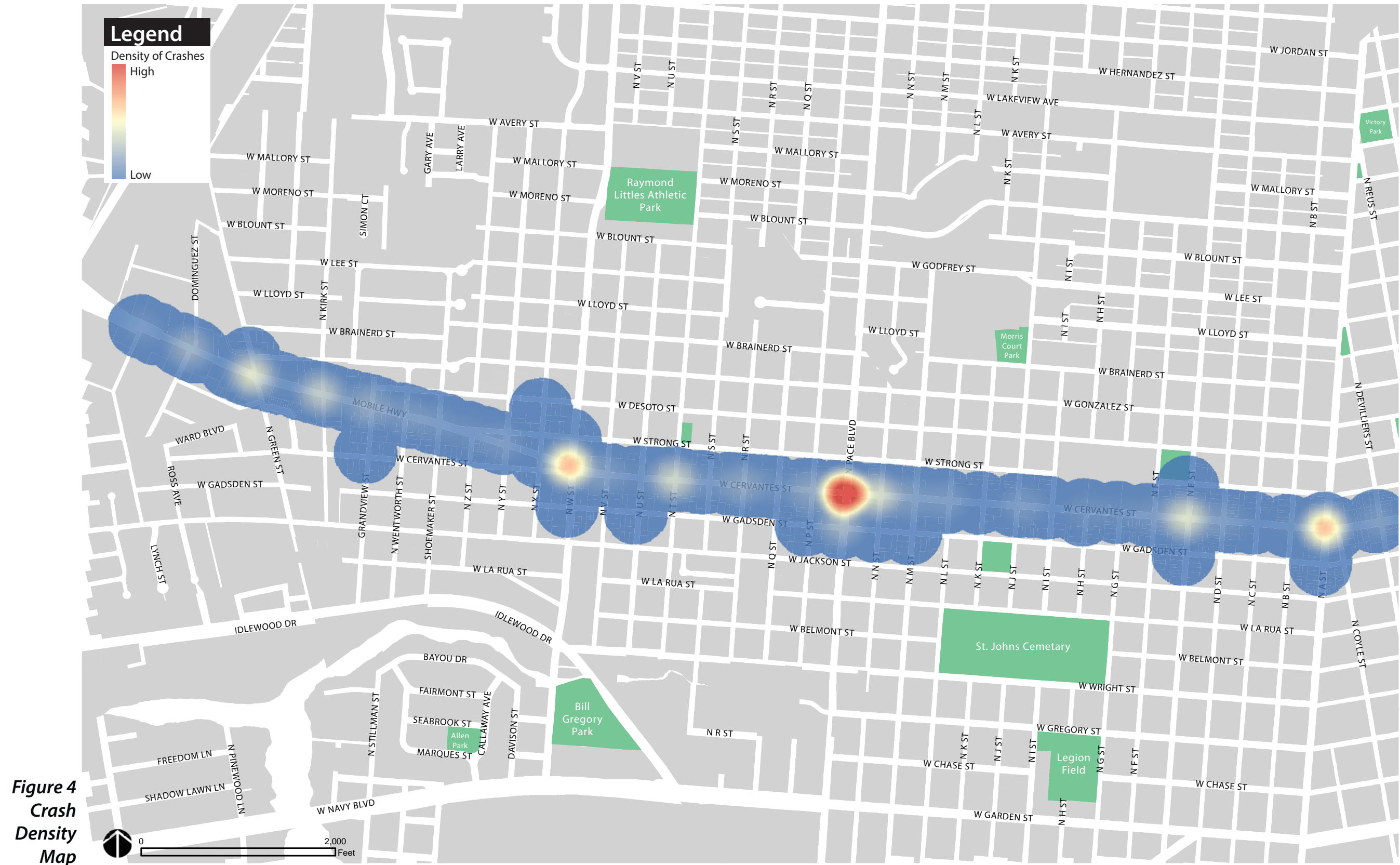
Intersection	Delay	2015 LOS	2025 LOS
Green Street	6.0	A	A
Shoemaker Street	18.6	B	B
W Street	32.6	C	C
T Street	7.0	A	A
Pace Boulevard	39.7	D	D
E Street	26.6	C	C
A Street	32.00	C	C

Table 6. 2025 Segment Analysis Summary

Eastbound			Westbound		
To Intersection	2015 LOS	2025 LOS	To Intersection	2015 LOS	2025 LOS
Shoemaker Street	B	B	E Street	C	C
W Street	C	C	Pace Boulevard	B	B
T Street	B	B	T Street	B	B
Pace Boulevard	C	D	W Street	D	D
E Street	A	B	Shoemaker Street	B	B
A Street	D	C	Green Street	B	B
Travel Time (Minutes)	5.3	5.4	Travel Time (Minutes)	5.0	5.2
Average Segment*	B	C	Average Segment*	B	B

*Average segment arterial LOS not recognized by HCM

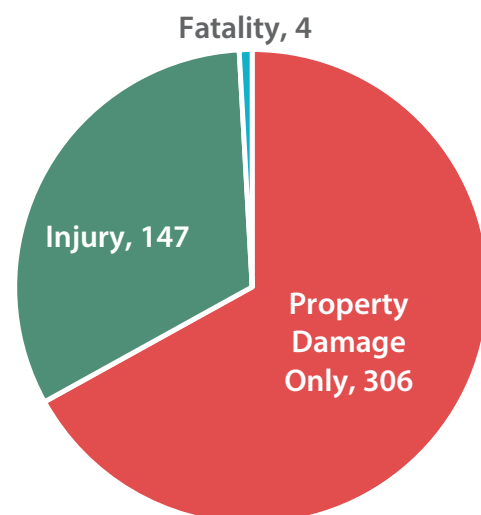
Existing crash data was analyzed to identify high crash locations and existing safety concerns. Crash data was obtained from FDOT via Signal 4 Analytics for the time period 2010-2015. The data is summarized in the following tables and figures. Figure 4 is a heat map of all crashes illustrating areas of high crash locations.



Crashes by Severity

A review of the crash data indicates a total of 457 crashes occurred along West Cervantes Street for the time period 2010-2015. Of those crashes, 4 (1%) were fatalities, 147 (32%) resulted in injury, and 306 (67%) caused property damage only. The four fatalities occurred at Cervantes and N Street, Cervantes and E Street, Cervantes and F Street, and Mobile Highway and Krasnosky Avenue.

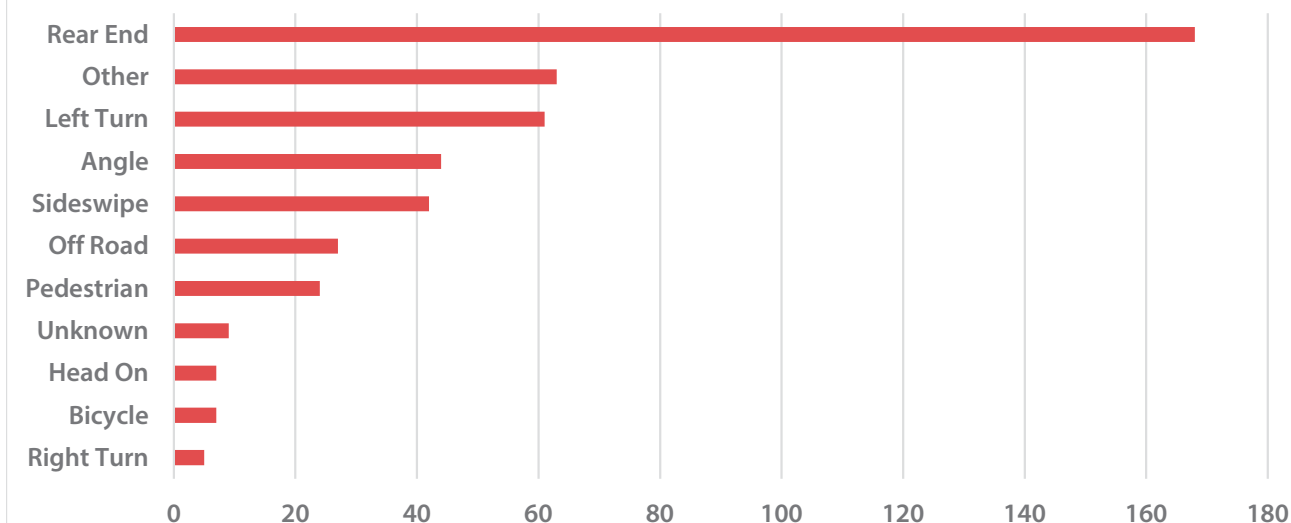
Number of Crashes by Severity



Crash Type

The most common type of crash was a rear end, with 168 total crashes (37%). Twenty four crashes were pedestrian crashes (5%), and 7 crashes involved a bicycle (2%).

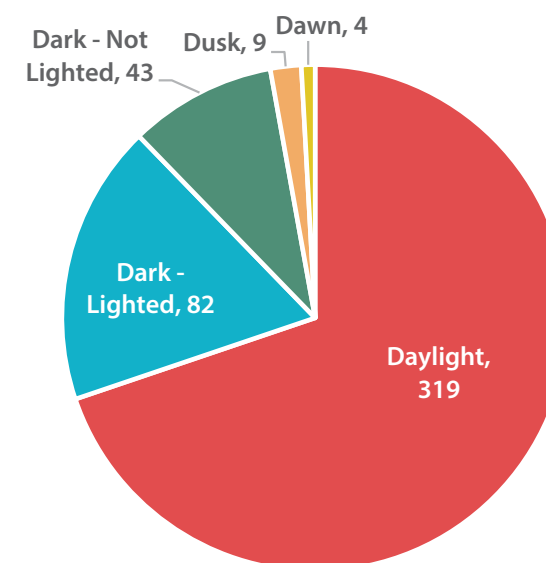
Type of Crash



Light Conditions

Light conditions at the time of the crash were included in the crash data. Three hundred and nineteen (70%) of the crashes occurred during daylight, and 82 (18%) of the crashes occurred while it was dark, lighted (i.e. nighttime crashes where streetlights are present). The fewest crashes occurred at dawn or dusk (12 crashes, 3%), and 9% of the crashes occurred while it was dark, not lighted.

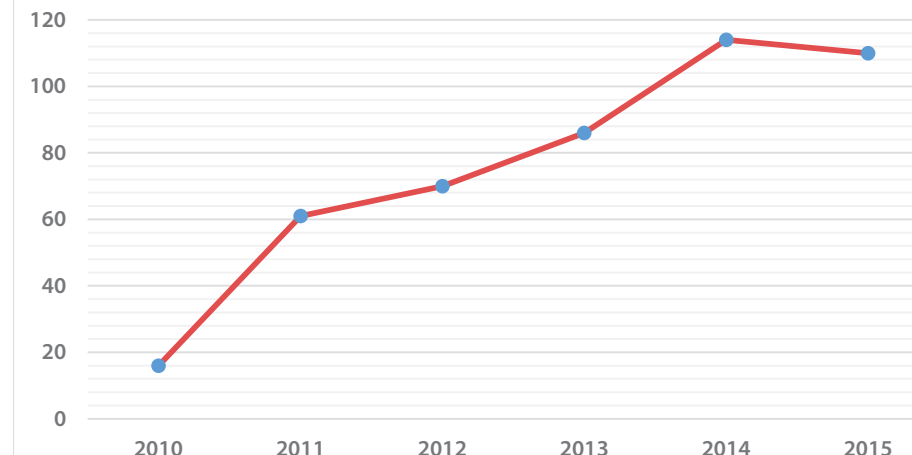
Crash Light Conditions



Crashes by Year

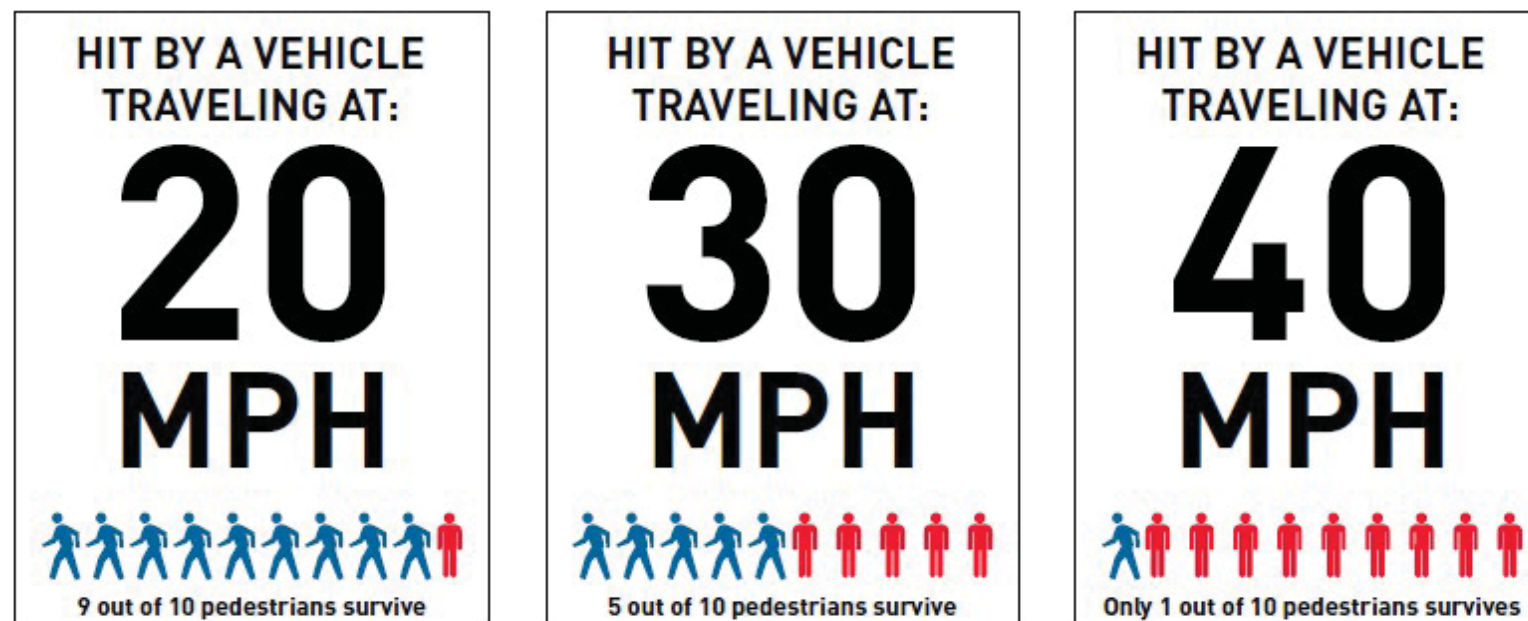
The number of crashes steadily increased from 2010 to 2014 by approximately 80%. The year with the highest number of crashes was 2014 with 114 total reported crashes. 2015 experienced slightly fewer crashes with 110 total for the year.

Crashes by Year



Fatal Crashes

Of the more than 450 crashes that occurred along the corridor between 2010 and 2015, a total of 4 fatalities occurred. All of these fatalities occurred at night and involved a pedestrian. No crashes involving motorized vehicles resulted in a fatality. This could be due to the fact that there are relatively low speeds along the corridor so high-speed traumatic crashes would be rare. Unfortunately, the likelihood of a pedestrian surviving a crash significantly decreases as vehicular speeds approach 40mph. This is compounded by the fact that street lighting along the corridor is sparse and inconsistent. In 2014 FDOT initiated a safety study from Pace Boulevard to Palafox Street. One of recommendations of the study proposed 3 midblock crossings between M Street and F Street. This midblock crossing would utilize pedestrian activated devices such as conventional traffic signals, high intensity activated crosswalk (HAWK), or rectangular rapid flashing beacons (RRFB). It is the recommendation of this study that 2 additional midblock crossings be installed for a total of 5 midblock crossings. One in the vicinity of C Street and the other in the vicinity of Kirk Street (See Figure 5). Additionally, new street and pedestrian level lighting is recommended to be installed along the extent of the corridor.



Speed is especially lethal for vulnerable users like pedestrians and people biking. The risk of injury and death increases as speed increases.

Source: Vision Zero Seattle

Action Items

- *Install up to 5 midblock crossings along the corridor*
- *Install street and pedestrian level lighting along the full extent of the corridor*
- *Evaluate the implementation of the road diet (Option B) in the Proposed Corridor Concept Improvements Section. This option would help to reduce rear-end crashes on the segment west of Pace Blvd by removing left turning vehicles from the travel lane*



Figure 5
Recommended
Midblock
Pedestrian
Crossings

Urban Design Analysis and Framework Plan



Urban Design Analysis and Framework Plan

Framework Plan

A framework plan is an analytical tool that provides a general overview of an area and reviews how the project relates, connects and/or influences its contextual relationships. Its main goal is to develop a basis for further in-depth review and potential improvements of site specific areas within the limits of the project. The framework analysis study along the West Cervantes Street corridor incorporated a number of different analytical tools to thoroughly inventory and analyze the present and future conditions of the corridor and to identify constraints, opportunities, issues, as well as develop alternative concept guidance in detail. The design team employed site visits, reviewed historical documents and previous studies and recent aerial photography. The West Cervantes Street corridor has the potential to be a vibrant mixed-use district with a successful commercial core, to focus on quality pedestrian streetscape experiences and to set a tone of connectivity to the adjacent residential neighborhoods.

The framework plan is the culmination of a series of analyses that evaluated various urban design elements. The initial analysis corridor parcel analysis evaluated current uses along the corridor. Next, a land use analysis was performed. This refined the corridor parcel analysis and created more generalized uses along the corridor. The final analysis brought the previous two together to lay the groundwork for the overall framework plan. It identified corridor character areas as well as neighborhood districts. The graphic below shows the components of the framework plan.

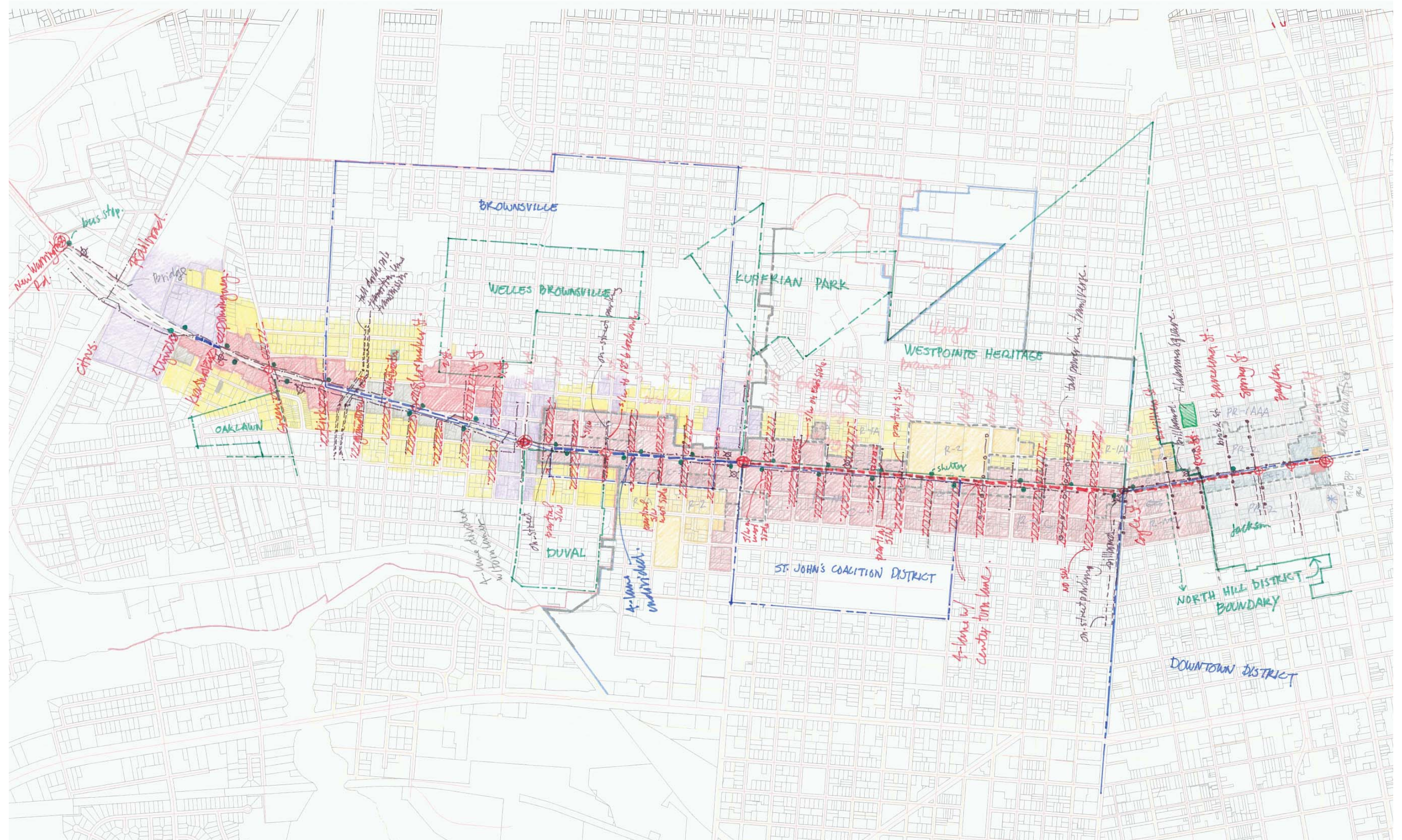
Figure 6 illustrates the West Cervantes Street Framework Plan. The final framework plan includes summary statements of objectives and principles developed during analysis of the corridor that will guide future development policies and standards.

Components of the Framework Plan





Land Use and Accessibility Analysis





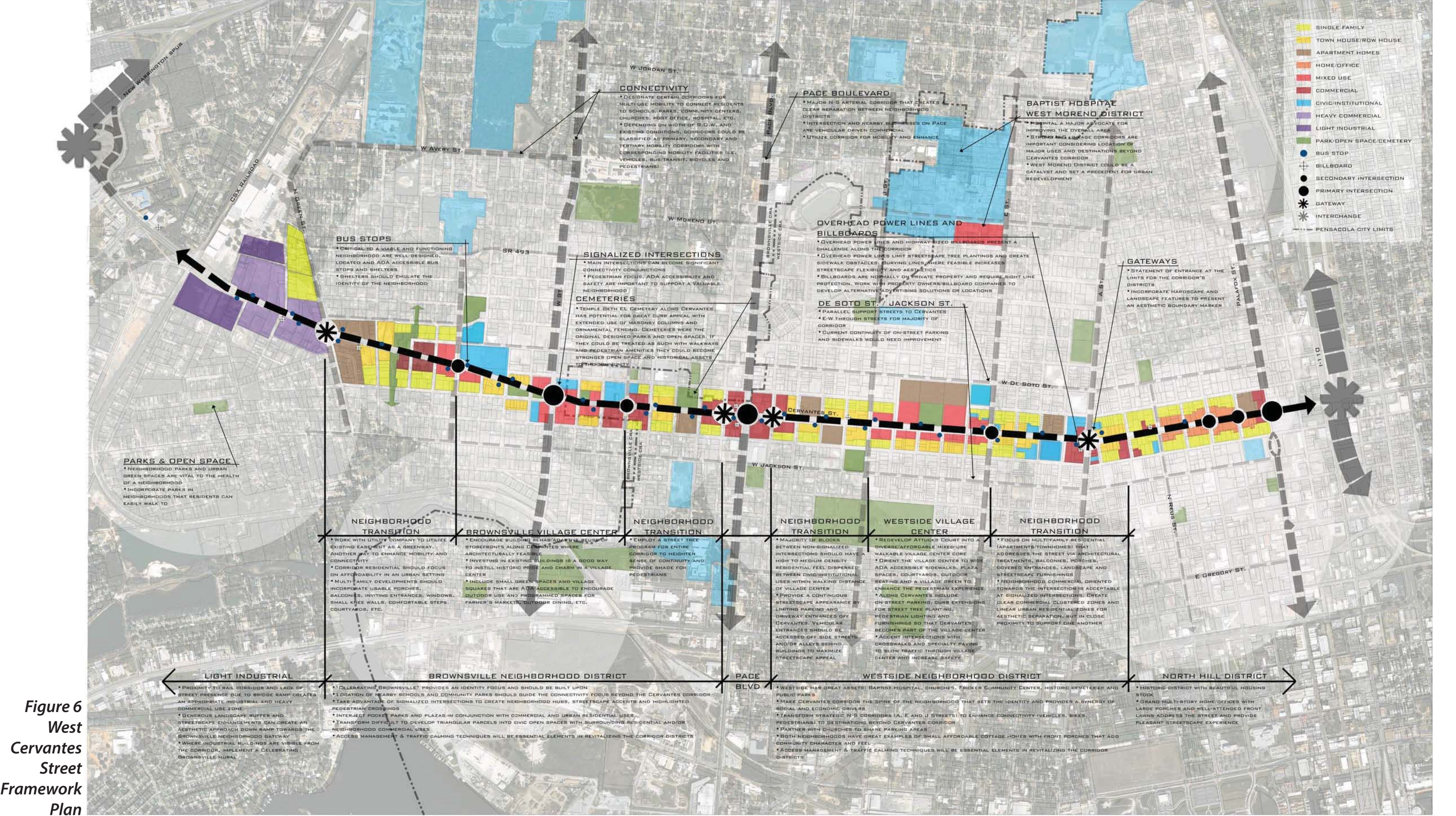


Figure 6
West
Cervantes
Street
Framework
Plan

The framework plan segments the corridor into 6 corridor character areas and 3 distinct neighborhood districts. Summarized below is the concept narrative for the 3 neighbor districts. Table 7 on the following pages summarizes the 6 corridor character areas.

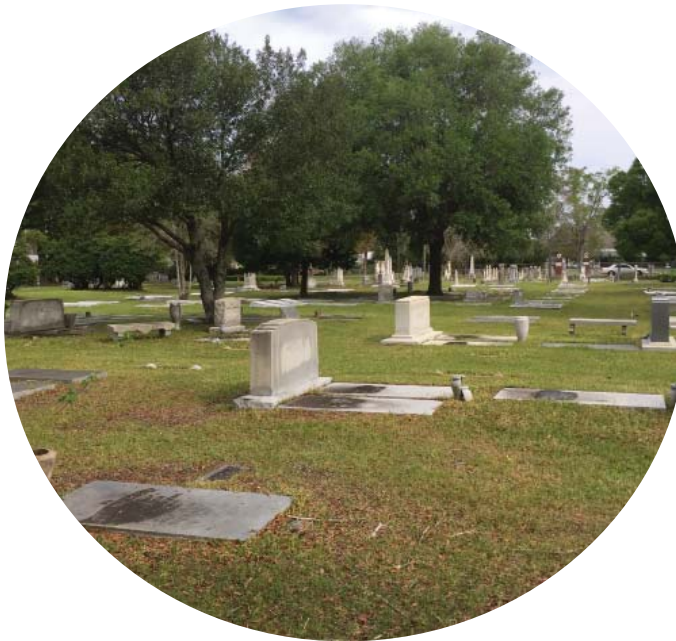
Brownsville Neighborhood District

- “Celebrating Brownsville” provides an identity focus and should be built upon
- Location of nearby schools and community parks should guide the connectivity focus beyond the Cervantes corridor
- Take advantage of signalized intersections to create neighborhood hubs, streetscape accents and highlighted pedestrian crossings
- Interject pocket parks and plazas in conjunction with commercial and urban residential uses
- Transform difficult to develop triangular parcels into civic open spaces with surrounding residential and/or neighborhood commercial uses
- Access management & traffic calming techniques will be essential elements in revitalizing the corridor districts



Westside Neighborhood District

- Westside has great assets: Baptist Hospital, churches, Fricker Resource Center, historic cemeteries and public parks
- Make Cervantes corridor the spine of the neighborhood that sets the identity and provides a synergy of social and economic drivers
- Transform strategic north-south corridors (A, E and J Streets) to enhance connectivity (vehicles, bikes, and pedestrians) to destinations beyond Cervantes corridor
- Partner with churches to share parking areas
- Many good examples of small affordable cottage homes with front porches that add community character and feel



North Hill District

- Historic district with beautiful housing stock
- Grand multi-story home/offices with large porches and well-attended front lawns address the street and provide pleasant streetscape experience



Table 7. Corridor Character Areas



Corridor Character Area	Urban Fabric	Concept Narrative
Neighborhood Transition Green Street to Shoemaker Street		<ul style="list-style-type: none"> • Work with utility company to utilize existing easement as a greenway as another way to enhance mobility and connectivity • Corridor residential should focus on affordability in an urban setting • Multi-family developments should incorporate usable porches, balconies, inviting entrances, windows, small knee walls, comfortable steps, courtyards
Brownsville Village Center Shoemaker Street to T Street		<ul style="list-style-type: none"> • Encourage building rehab/adaptive reuse of storefronts along Cervantes where architecturally feasible • Investing in existing buildings is a good way to instill historic pride and charm in a village center • Include small green spaces and village squares that are ADA accessible to encourage outdoor use and programmed spaces for farmer's markets, outdoor dining.

Table 7. Corridor Character Areas




Corridor Character Area	Urban Fabric	Concept Narrative
Neighborhood Transition T Street to P Street		<ul style="list-style-type: none"> Employ a street tree program for entire corridor to heighten sense of continuity and provide shade for pedestrians
Neighborhood Transition N Street to J Street		<ul style="list-style-type: none"> Majority of blocks between non-signalized intersections should have a high to medium density residential feel dispersed between civic/institutional uses within walking distance of village center Provide a continuous streetscape appearance by limiting parking and driveway entrances off Cervantes Vehicular entrances should be accessed off side streets and/or alleys behind buildings to maximize streetscape appeal

Table 7. Corridor Character Areas

Corridor Character Area	Urban Fabric	Concept Narrative
Westside Village Center J Street to E Street	   	<ul style="list-style-type: none"> • Redevelop Attucks Court into a diverse/affordable mixed-use walkable village center core • Orient the village center to wide ADA accessible sidewalks, plaza spaces, courtyards, outdoor seating and a village green to enhance the pedestrian experience • Along Cervantes include on-street parking, curb extensions for street tree planting, pedestrian lighting and furnishings so that Cervantes becomes part of the village center • Accent intersections with crosswalks and specialty paving to slow traffic through village center and increase safety
Neighborhood Transition E Street to DeVilliers Street	   	<ul style="list-style-type: none"> • Focus on multi-family residential (apartments/townhomes) that addresses the street via architectural treatments, balconies, porches, covered entrances, landscape and streetscape furnishings • Neighborhood commercial oriented towards the intersection is acceptable at signalized intersections. Create clear commercial clustered zones and linear urban residential zones for aesthetic separation, but in close proximity to support one another

Reuse Sites

The West Cervantes Street corridor contains many vacant parcels as well as vacant buildings. As a component of the development of the framework plan, select vacant parcels were identified as suitable candidates for new building fabric. Figures 7 and 8 highlight these areas. It should be noted that these parcels have been identified through field visits and aerial photography. No additional due diligence has been performed to determine the potential for development (i.e. ownership, environmental concerns).



Figure 7
Potential Reuse Sites
East of Pace Boulevard



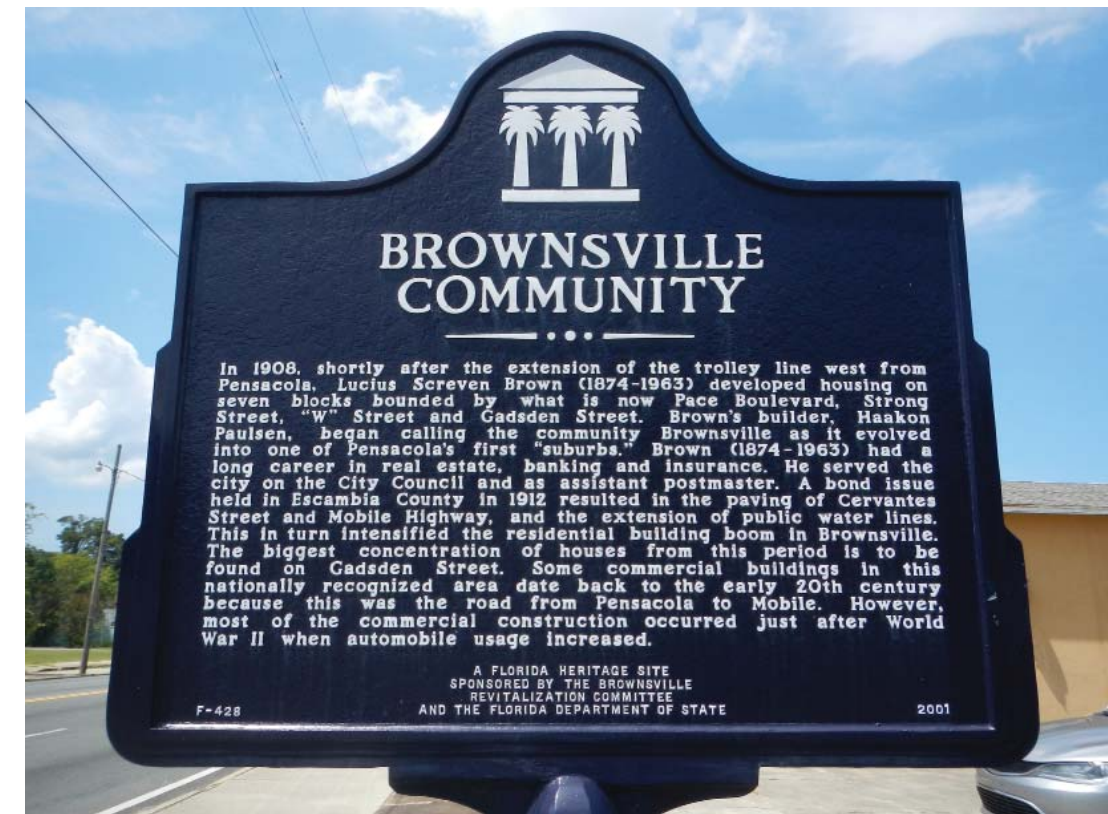
Figure 8
Potential Reuse Sites
West of Pace Boulevard

Gateways

Gateways are important identity and entry statements for all types of developments from historic districts, city boundaries, large planned developments and unique streetscape corridors. The gateway's elemental function is to act as a transition between areas and as an entrance. Moreover, the development of a gateway introduces the design theme and sets the tone through its design, scale, use of materials, font type and lighting.



Current Brownsville Gateway Sign near Lynch Street



Current Brownsville Signage at T Street

Brownsville Gateway

As mentioned previously, there are two main neighborhood districts within the West Cervantes corridor- Brownsville and the Westside District. Currently there are two signs marking the entrance to Brownsville. One is located at Pace Boulevard and the other is located at Lynch Street. There is also a plaque with a brief summary of the history of Brownsville located at T Street. While these signs do serve to delineate the boundaries of the district, they do not necessarily function as an impressive feature to make one aware of the district.

It is recommended that more significant gateway features be constructed to mark the entrance to Brownsville. The gateway could be constructed in the current location of the Brownsville sign on the northwest corner of the intersection of Pace Boulevard. The image below is an illustrative rendering of what such a gateway feature could look like.



Current Brownsville Gateway Sign at Pace Boulevard



Illustrative Rendering of Gateway Feature at Pace Boulevard

Westside District Gateway

E Street serves as one of the major arteries of the Westside District. It connects Baptist Hospital and the West Moreno area with the Cervantes corridor. With the concurrent planning efforts taking place to revitalize the West Moreno area, it is vital that emphasis is placed on E Street and, in particular, the intersection of E Street and West Cervantes Street. Currently, on the northeast corner of the intersection of E Street and West Cervantes Street there is a small pocket park that contains a sign marking the entrance to Baptist Hospital as well as billboards and landscaping and is also directly adjacent to an Escambia County Area Transit (ECAT) bus stop. There are no benches or pedestrian amenities in the park. This area could be converted into more a park with benches and other amenities that would help to activate it and create a sense of place. The park could continue to serve as an gateway to Baptist Hospital and the West Moreno area.

In conjunction with an enhanced park, the intersection itself could also be enhanced to create a more pedestrian friendly environment and also to increase safety of those attempting to cross West Cervantes Street. Crosswalk treatments such as stamped brick could be installed to clearly delineate pedestrian crossing areas. A diagonal crossing (pedestrian scramble) that stops all vehicular traffic to allow pedestrians to cross in every direction, including diagonally, could also be installed to facilitate north-south movements. Figures 9 and 10 show an illustrative rendering of an enhanced park and intersection at the E Street and West Cervantes Street.



Current Pocket Park at E Street

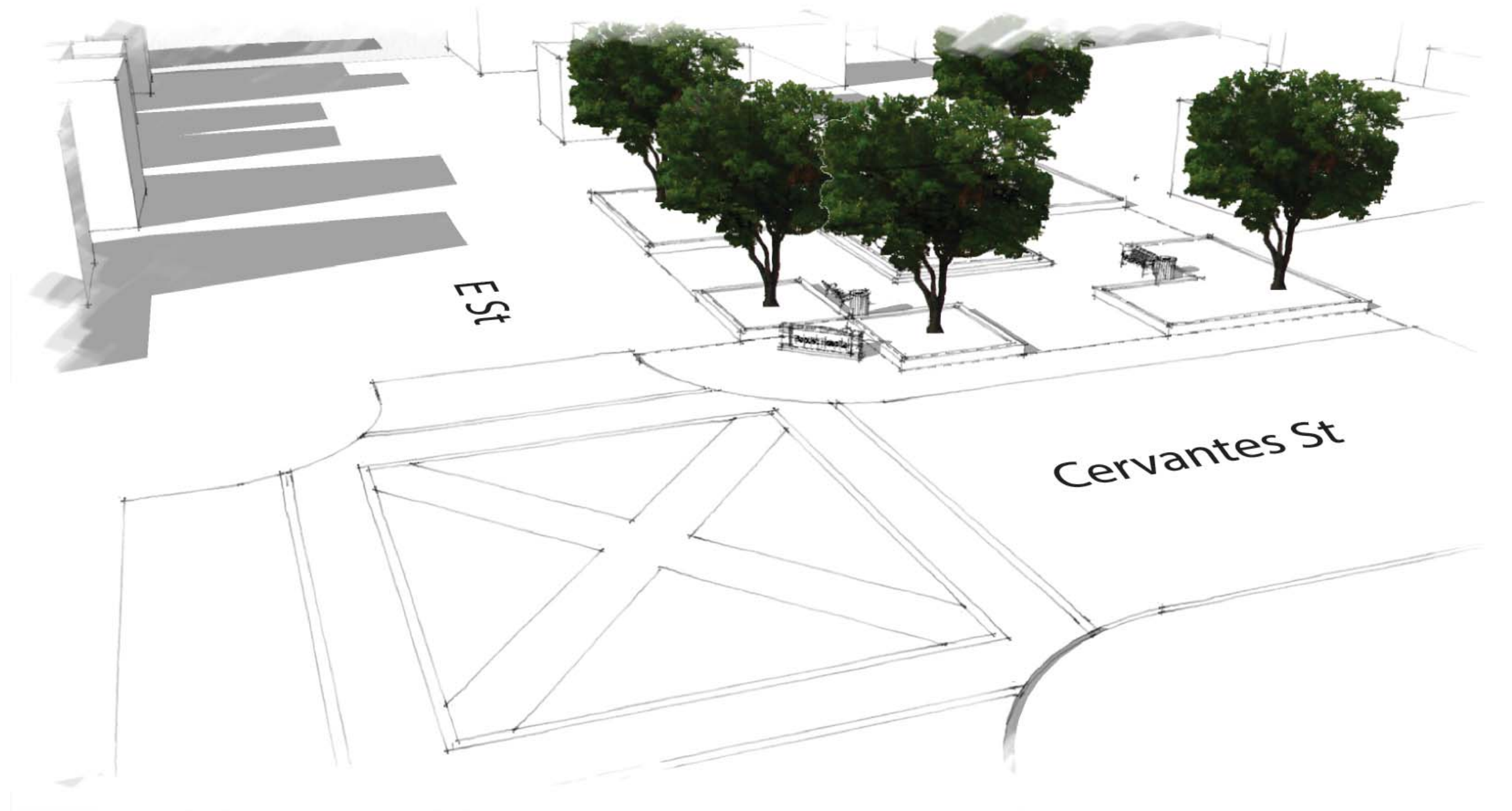


Figure 9 Illustrative Rendering of Proposed E Street Pocket Park (Aerial view)

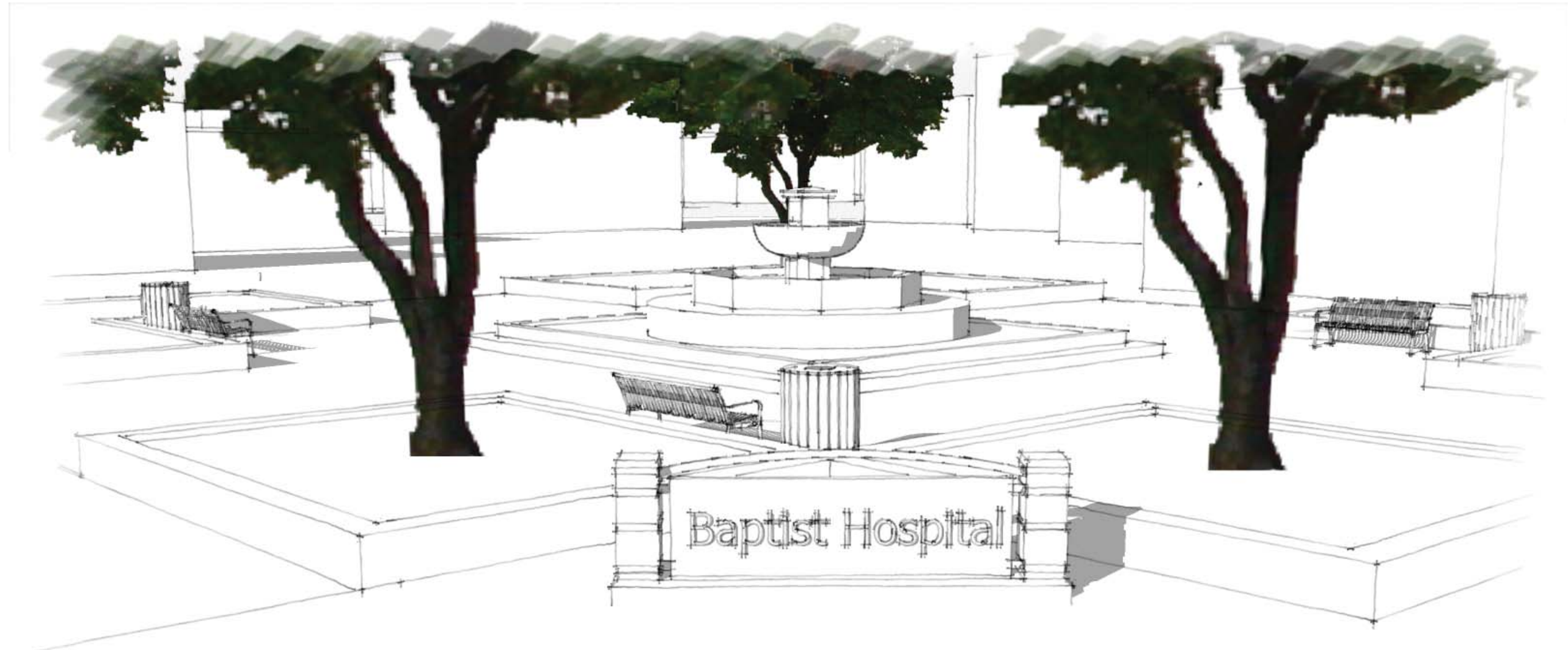


Figure 10 Illustrative Rendering of Proposed E Street Pocket Park (Ground View)

Action Items

- *Seek to identify mechanisms such as Community Redevelopment Agency grants to activate parcels for reuse to help spur redevelopment and revitalization*
- *Reconstruct the Brownsville Gateway feature near Pace Boulevard to create a more distinctive entrance to the district*
- *Improve the pocket park and make intersection improvements at E Street to strengthen the E Street north-south corridor and connection to the West Moreno area*

Pedestrian Environment



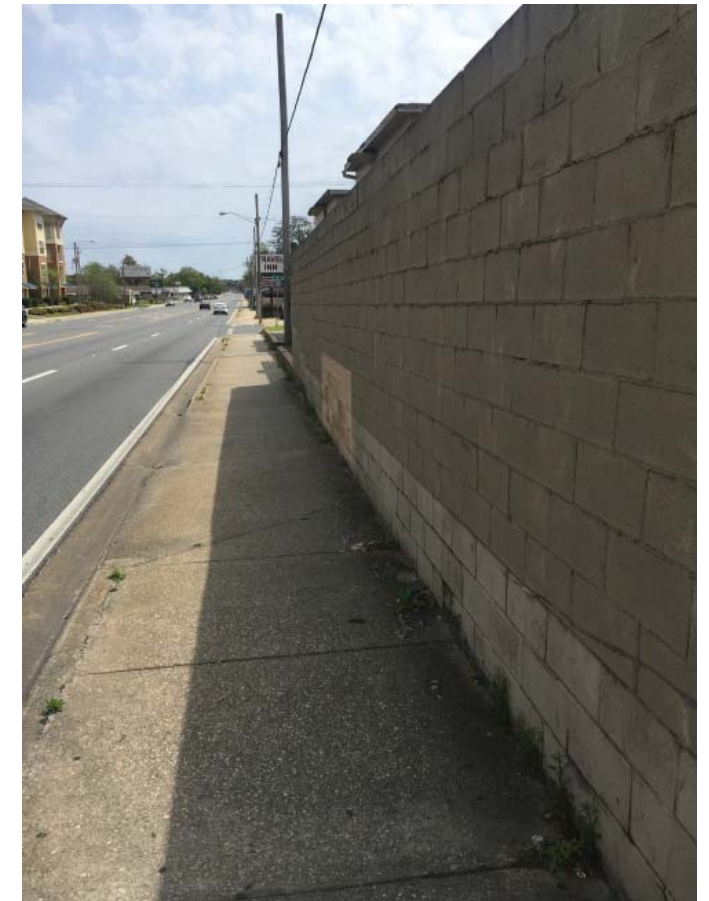
Pedestrian Environment

The pedestrian environment is a key component to create and maintain vibrancy for urban corridors. The presence of pedestrian amenities encourages pedestrian activity which, in turn, enhance the quality of life of neighborhoods and also strengthen commercial areas.

Sidewalks

The backbone of the pedestrian environment are sidewalks. Sidewalks serve as a conduit for moving people along a corridor and serve as a catalyst for street-level retail. Sidewalks are where people interact with each other as well as businesses. Ensuring that sidewalks are the appropriate width, are safe (have sufficient lighting), and comfortable (have shade trees) should be a goal for any urban corridor.

West Cervantes Street currently has sidewalks on both sides of the road spanning the entire length of the study area. The width of these sidewalks typically ranges from 5.5 feet to 7 feet. While the presence of these sidewalks is undoubtedly an asset to the corridor, there are some impedances that make traversing the length of the sidewalk difficult- particularly if using a wheelchair. Various obstructions are located directly within the travelway of portions of the sidewalk along West Cervantes Street including utility poles and road signs. Additionally, many of the sidewalks are uneven and have cracks and ledges. In some instances, walls are located directly adjacent to the sidewalk creating a sense of entrapment for the pedestrian by being enclosed between a wall and moving traffic.

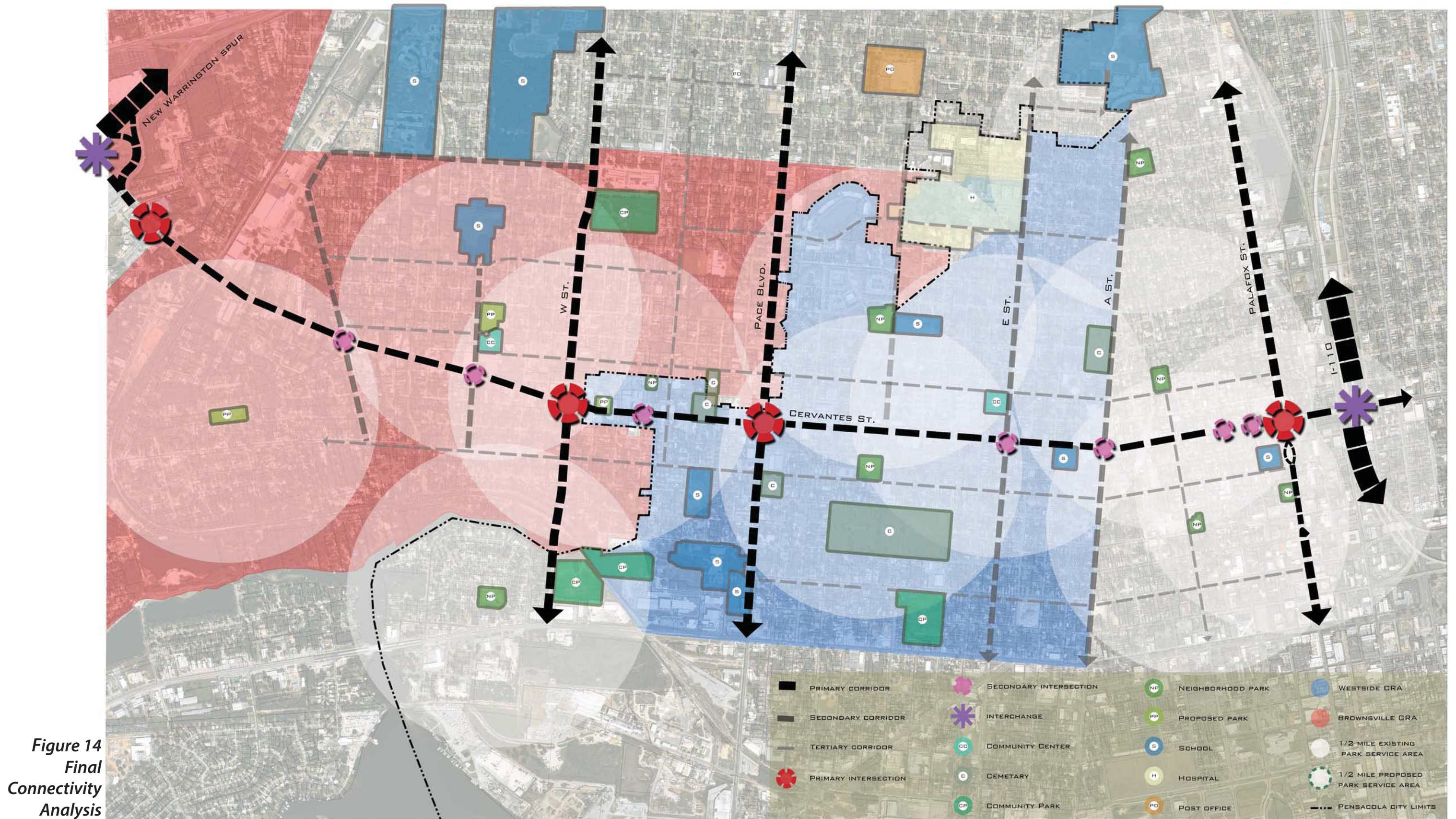


Connectivity Plan

As a subset of the framework plan discussed previously, a connectivity plan was developed for the West Cervantes Corridor. The connectivity plan was developed by identifying the numerous area parks and then creating half-mile radii around them. These buffer areas represent walksheds. The second step in the analysis was to use these walksheds to identify primary, secondary, and tertiary corridors. The preliminary connectivity analysis is shown in Figure 13 and the final version with the access corridors is shown in Figure 14. The primary corridors of Cervantes Street, W Street, and Pace Boulevard all have good sidewalk coverage with sidewalks present on both sides of the street in each of these corridors. The secondary corridors of E Street and A Street also have sidewalks on both sides of the street. Many of the tertiary corridors are lacking any sidewalks, particularly in the northwest quadrant of the study area in the vicinity of Brainerd Street, Lloyd Street, and Gonzalez Street. Brainerd Street, which is a tertiary east-west corridor also has no sidewalks.



Figure 13
Preliminary
Connectivity
Analysis



Lighting

Lighting is an essential part of the pedestrian environment. Proper lighting increases safety by illuminating areas such as doorways, crosswalks, sidewalks and bus stops. Additionally, proper lighting can allow vehicles to see pedestrians who may be attempting to cross the street. Lighting aids in geographic orientation by allowing individuals to use well lit landmarks to help them find their way. Lighting also creates a sense of drama and place.

According to the Project for Public Spaces, various ways to use lighting include:

- Landscaping: Trees lit with small white “bee” lights have become a popular sight in many cities even outside the holiday season, perhaps because they impart a magical feeling and bring positive attention to streets and public spaces.
- Transit stops: People feel more secure when bus or trolley stops are well-lit. Lighting also draws attention to and encourages use of such amenities.
- Entrances: Careful evening lighting around building entrances — especially in residential building doorways — contributes to the safety of a district even more than indiscriminate use of bright lighting that is not focused on areas of use.
- Edges: The edges of a park or plaza – particularly any interesting gateposts, fences, and specimen trees visible from the adjacent street -should be lit to help define and identify the interior space. Buildings located on the edges of a park can also have seasonal lights, bringing attention to the larger district beyond the park.
- Retail displays: Lighting retail displays, even when stores are closed, not only provides ambient light for the street, but also encourages window-shopping. This tactic can help to increase the number of people on a street, which is a major contributor to security.

- Architectural details: Lighting entrances, archways, cornices, columns, and so forth can call attention to the uniqueness of a building, place, or district and bring a sense of drama to the experience of walking at night.
- Signage: Well-lit maps, along with directional and informational signage, are essential to providing orientation at night.
- Focal points: Lighted sculpture, fountains, bridges, towers, and other major elements in a district, especially those visible to passing pedestrians and vehicles, provide another form of wayfinding.

- As a traffic-calming device: The difference between a pedestrian-lit street and a highly illuminated highway automatically signals drivers that they have entered a new and different zone, and compels them to slow their driving speed.

(Source: www.pps.org/reference/streetlights)



Existing Street Lighting on West Cervantes Street

Lighting

Pedestrian level lighting can be used in combination with street level lighting- such as on the same pole or it can be completely separate from street lighting. On some 2 lane urban roads, pedestrian light fixtures can also be used to illuminate the street. Figure 15 shows streetscape lighting layouts for various roadway facilities.

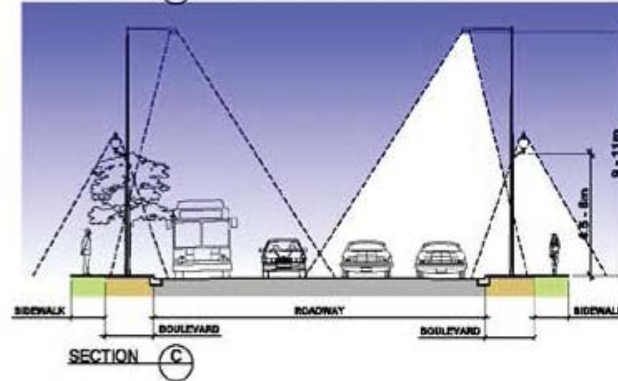
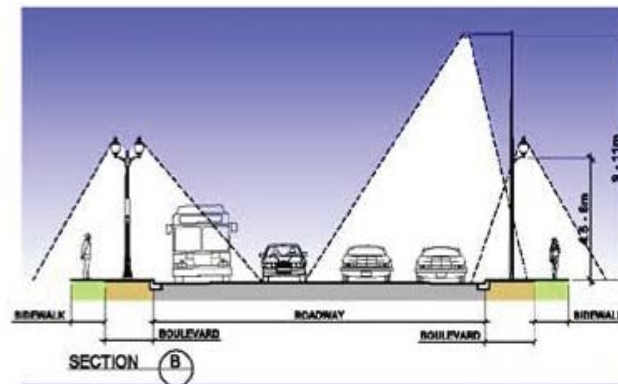
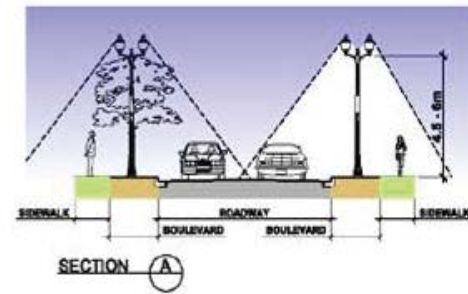


Figure 15 Streetscape Lighting Layouts
(Source: FHWA Lighting Handbook)



Example of Street/Pedestrian Combination Lighting Fixture

Examples of Pedestrian Lighting in Pensacola



Main Street



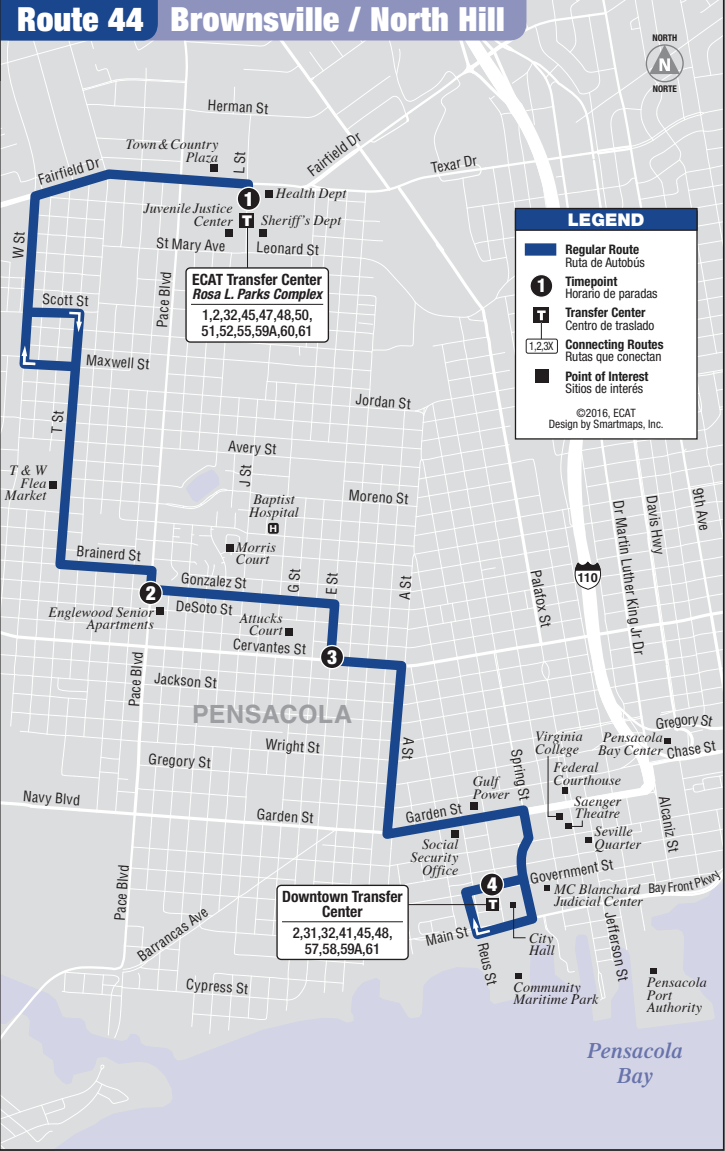
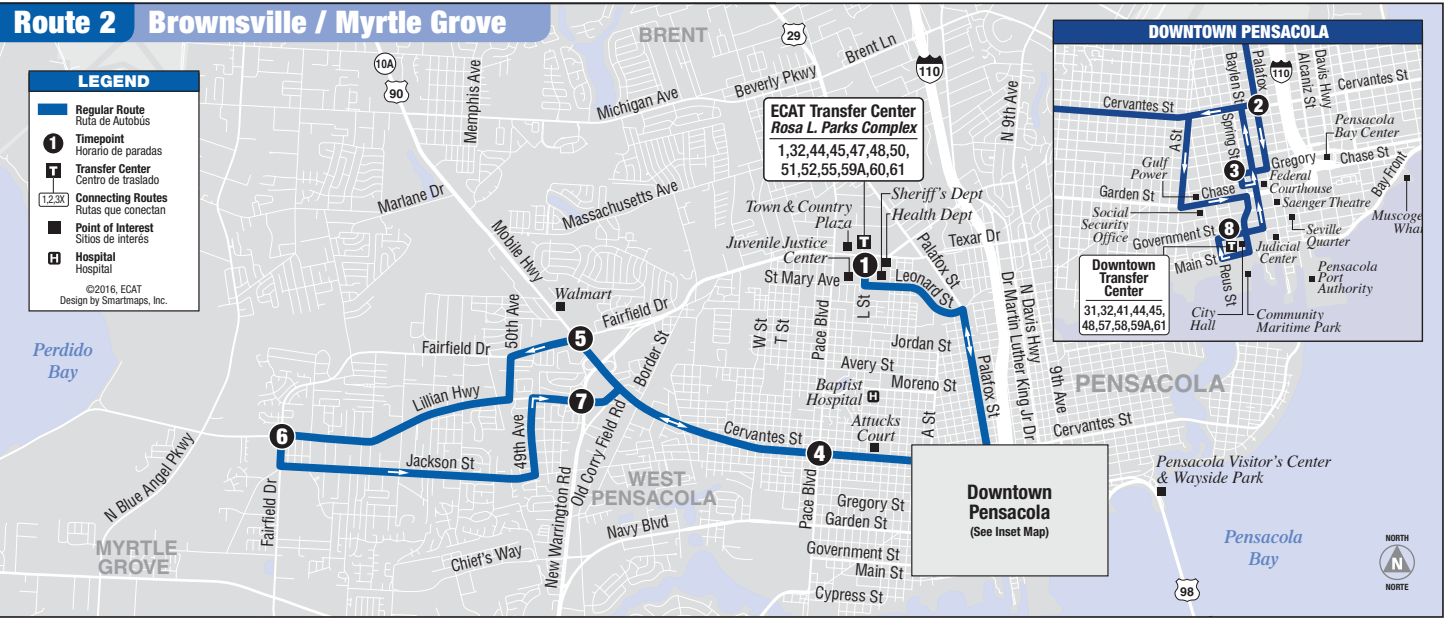
Palafox Street



Alcaniz Street

Transit

West Cervantes Street is currently served directly by ECAT Route 2 (Brownsville/Myrtle Grove). The eastern portion of the study area is also served by Route 44 (Brownsville/North Hill). Other routes that service the study include Route 48 (Baptist Hospital/MC Blanchard) and Route 55 (Pace Boulevard/Warrington).



Legend

- .25 Mile Walk Distance to Transit Stop
- .50 Mile Walk Distance to Transit Stop

Figure 16
Transit Walk Accessibility

Figure 16
Transit
Walk
Accessibility

Action Items

- *Enhance landscaping throughout the corridor. Employ a street tree program for entire corridor to heighten sense of continuity and provide shade for pedestrians*
- *Installation of street level and pedestrian level lighting throughout the length of the corridor*
- *Increase North-South sidewalk connectivity in the vicinity of I, H, and G Streets*
- *Increase East-West sidewalk connectivity in the NW quadrant of the study area in the vicinity of West Gonzales, West Brainerd, and West Lloyd Streets*
- *Consider adding additional transit amenities to high ridership locations along the corridor. Specifically consider adding a shelter or bench at the intersection of Pace Boulevard*

Proposed Corridor Improvement Concepts



Proposed Corridor Improvement Concepts
Policy Background

The term “complete streets” is often used to define roadways that function in a multi-modal fashion, safely accommodating automobiles, transit vehicles and riders, bicyclists, and pedestrians. Streets are not just for moving people and vehicles, but also often serve as places for commerce and recreation. Complete streets also are compatible with the surrounding community, and support adjacent land uses and activities, leading some to use the term context-sensitive streets instead. As a result, the Federal Highway Administration (FHWA) has developed recommended approaches for both Context Sensitive Solutions and Complete Streets. Additionally, FDOT has adopted a Complete Streets Policy (Topic No.: 000-625-017-a, effective September 17, 2014) stating the following intent:

“It is the goal of the Department of Transportation to implement a policy that promotes safety, quality of life, and economic development in Florida. To implement this policy, the Department will routinely plan, design, construct, reconstruct and operate a context sensitive system of “Complete Streets.” While maintaining safety and mobility. Complete Streets shall serve the transportation needs of transportation system users of all ages and abilities, including but not limited to:

- Cyclists
- Freight handlers
- Motorists
- Pedestrians
- Transit Riders



The Department specifically recognizes complete streets are context-sensitive and require transportation system design that considers local land development patterns and built form. The Department will coordinate with local governments, Metropolitan Planning Organizations, transportation agencies and the public, as needed, to provide complete streets on the State Highway System, including the Strategic Intermodal System.

This Complete Streets Policy will be integrated into the Department’s internal manuals, guidelines and related documents governing the planning, design, construction, and operation of transportation facilities.”







COMPLETE STREETS IMPLEMENTATION PLAN

M2D2: Multimodal Development and Delivery


December 2015



The Florida Department of Transportation and Smart Growth America



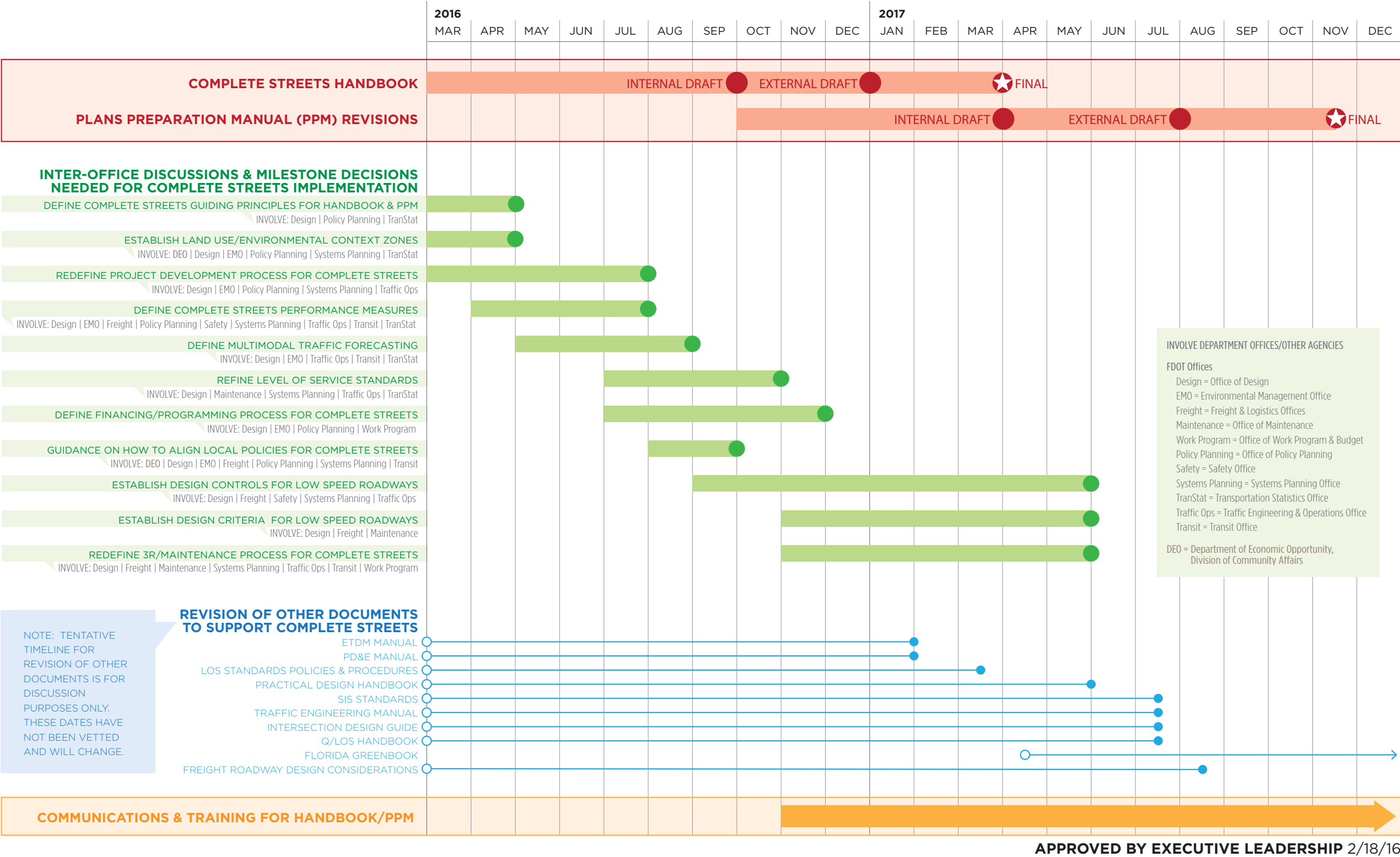
Centennial
FDOT
1915 ★ 2015



Smart Growth America
Making Neighborhoods Great Together

The FDOT Complete Streets Implementation Plan was released in December 2015 and is a playbook for editing a dozen key FDOT manuals and guides that control the bulk of FDOT’s planning, design, and operations. The graphic below summarizes FDOT’s framework and timeline for complete streets implementation.

FDOT **DECISION FRAMEWORK & TIMELINE FOR COMPLETE STREETS IMPLEMENTATION**



Proposed Corridor Typical Sections

During the project public workshops, numerous comments were made stating the desire to transform this portion of West Cervantes Street into a complete street that allows all users to feel safe and comfortable and would also help to revitalize the commercial aspects of the corridor and increase aesthetic appeal. In response to these comments and in keeping with the current direction of FDOT’s Complete Streets initiative, two options were developed. Each option has two slightly different variants due to right of way differences east of Pace Boulevard and West of Pace Boulevard. The two options are:

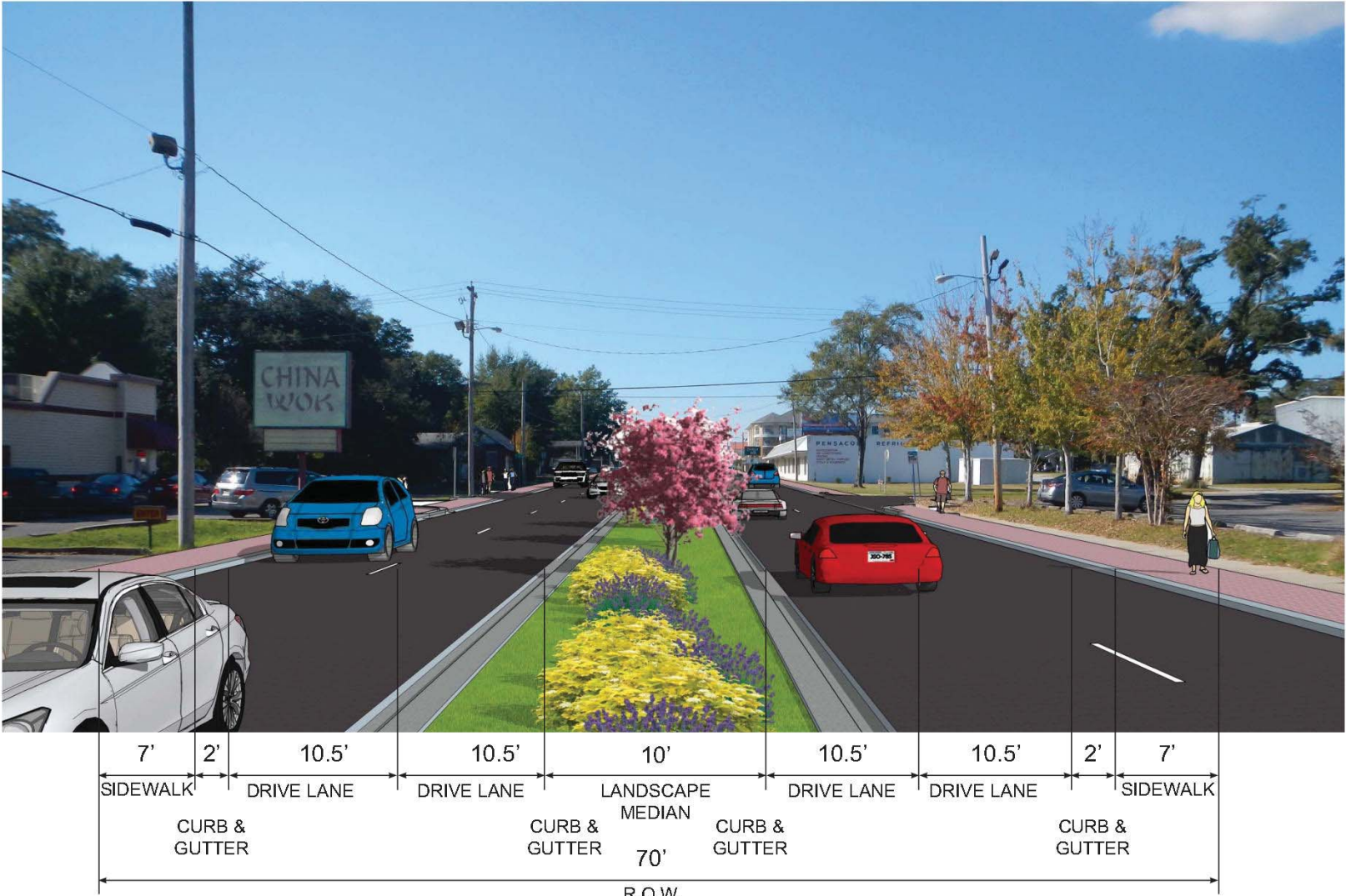
- Option A: Aggressively narrow current travel lanes and add landscaped median
- Option B: Eliminate two travel lanes and add landscaped median and on street parking where feasible

Both concepts have several features in common, including: curb and gutter drainage, street trees on sidewalk where feasible, and streetlights.

Option A - East of Pace Boulevard - West Cervantes Street Rebalanced



Existing



Proposed

Option A - West Cervantes Street Rebalanced -
West of Pace Boulevard



Existing



Option A - West Cervantes Street Rebalanced - Plan View



East of Pace Boulevard

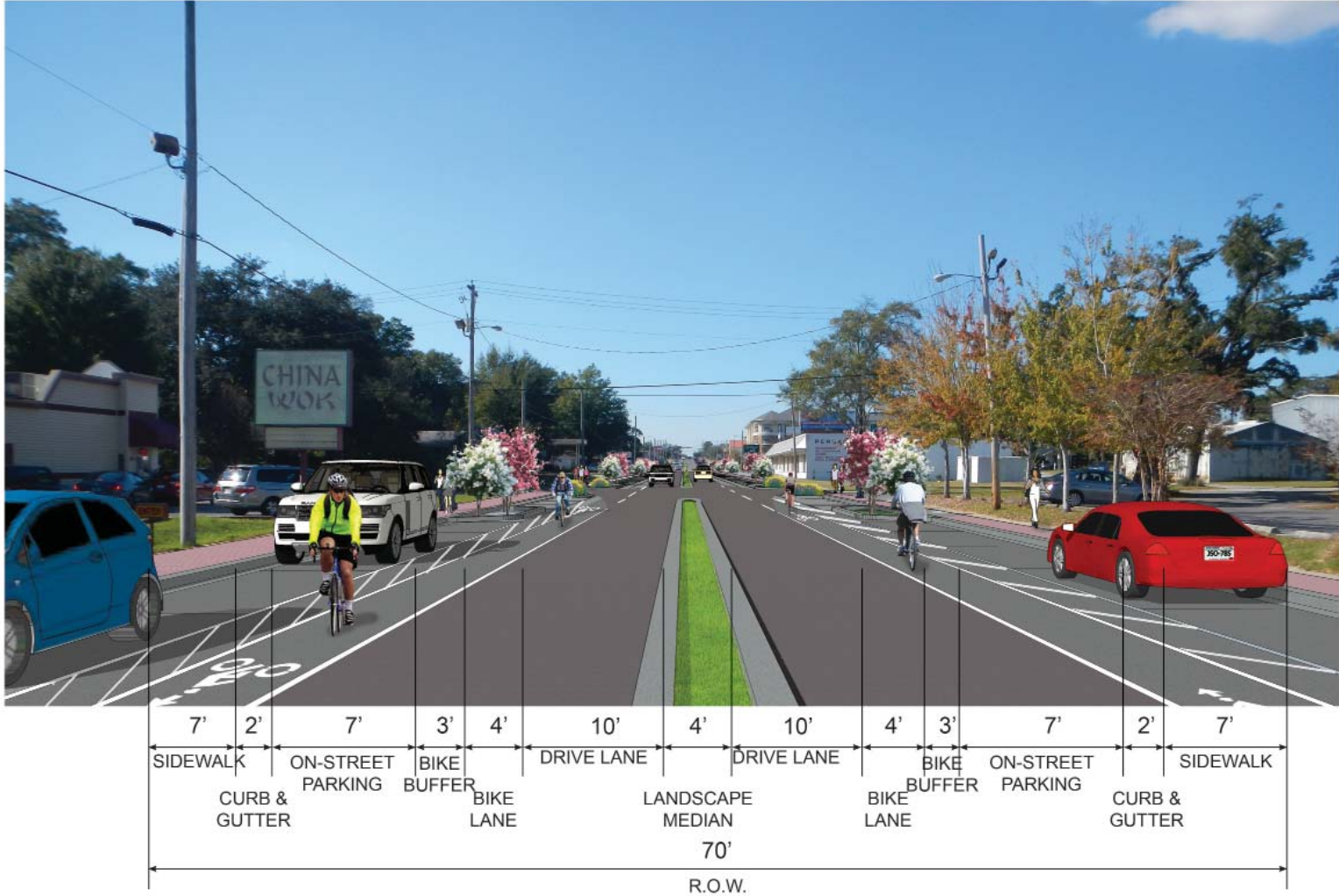


West of Pace Boulevard

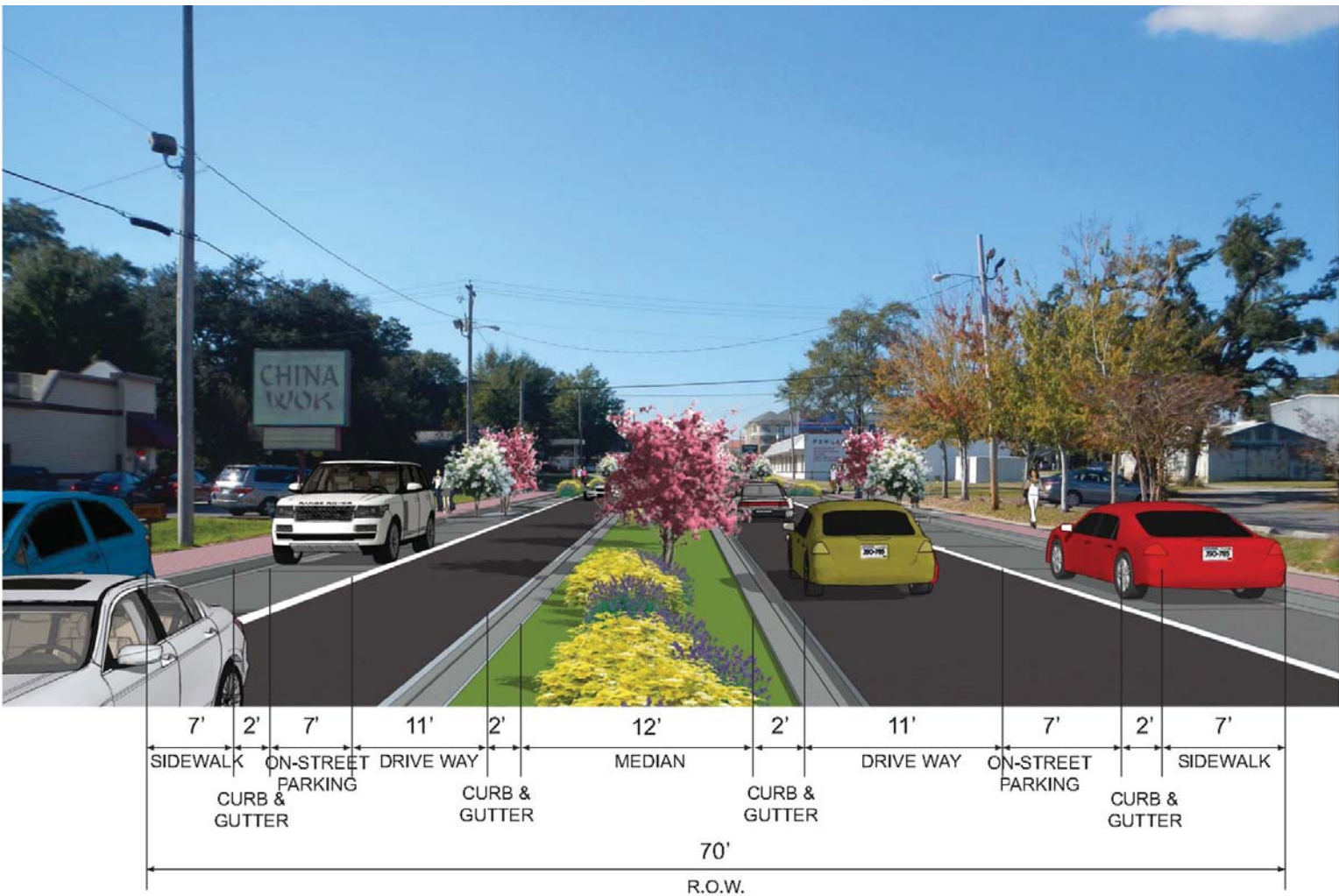


Existing

Option B - West Cervantes Street Road Diet -East
of Pace Boulevard



Proposed (shown with buffered bike lane)



Proposed (shown without buffered bike lane)

Option B - West Cervantes Street Road Diet - West
of Pace Boulevard



Existing



Proposed

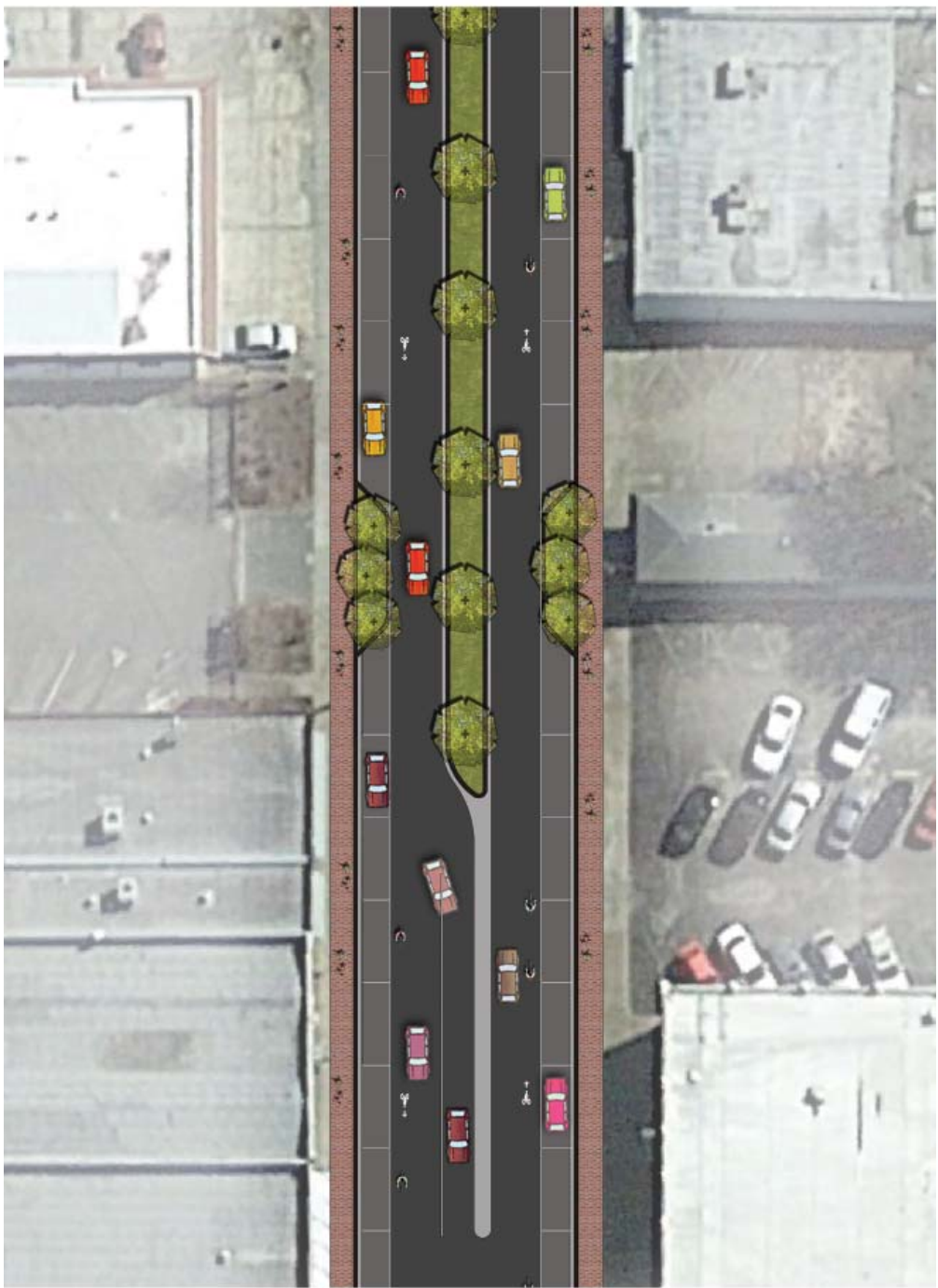
*“The most desired treatment
would be Option B with on-
street parking and a median”*

-Public workshop participant comment

Option B - West Cervantes Street Road Diet - Plan View



East of Pace Boulevard(shown with buffered bike lane)



West of Pace Boulevard

West Cervantes Street Road Diet Traffic Analysis

Due to the fact that Option B reduces capacity on West Cervantes Street, a general traffic analysis was performed to determine the extent of the impacts.

Current (2015) FDOT traffic counts on West Cervantes Street are:

- West of Pace Boulevard: 16,400
- East of Pace Boulevard: 18,100

According to the FHWA Road Diet Informational Guide, roadways with an AADT of 20,000 or less may be good candidates for a road diet and should be evaluated for feasibility. Benefits of road diet installations may include:

- An overall crash reduction of 19 to 47 percent.
- Reduction of rear-end and left-turn crashes through the use of a dedicated left-turn lane.
- Fewer lanes for pedestrians to cross and an opportunity to install pedestrian refuge islands.
- The opportunity to install bicycle lanes when the cross-section width is reallocated.

An intersection analysis as well as a segment analysis was performed on West Cervantes Street to determine delay and LOS with a road diet installed in comparison to the existing conditions. As can be seen in Tables 8 and 9, there will be an increase in delay and a decrease in LOS if a road diet is installed. Travel times along the entire segment will be increased by approximately 2 minutes in the eastbound direction and 4 minutes in the westbound direction based on 2015 volumes.

Any consideration of a potential road diet on West Cervantes Street will need additional analysis and evaluation before proceeding.

Table 8. Intersection Analysis Summary - Road Diet

Intersection	4-Lane		2-Lane	
	Delay	LOS	Delay	LOS
Green Street	5.7	A	10.5	B
Shoemaker Street	10.4	B	12.4	B
W Street	29.4	C	36.8	D
T Street	7.0	A	11.9	B
Pace Boulevard	36.4	D	51.8	D
E Street	20.1	C	42.9	D
A Street	27.6	C	48.7	D

Table 9. Segment Analysis Summary - Road Diet

Eastbound			Westbound		
To Intersection	4-Lane	2-Lane	To Intersection	4-Lane	2-Lane
Shoemaker Street	B	B	E Street	C	F
W Street	C	E	Pace Boulevard	B	F
T Street	B	B	T Street	B	B
Pace Boulevard	C	E	W Street	D	F
E Street	A	A	Shoemaker Street	B	B
A Street	D	E	Green Street	B	B
Travel Time (Minutes)	5.3	7.1	Travel Time (Minutes)	5.2	11.2
Average Segment*	B	E	Average Segment*	B	E

Conclusions



Conclusions

It is the goal of this corridor management plan to provide recommendations and guidance that will improve the West Cervantes Street corridor as well as the surrounding neighborhoods. Both short-term and long-term recommendations have been provided that will help to help to revitalize the corridor as well as make it safer for all users. Many of the recommendations put forth in the plan could be completed incrementally as funding becomes available. The West Cervantes Street corridor and its surrounding communities are a tremendous asset to the greater Pensacola area and it is the project team’s hope that this plan will make the area an even greater place to live, work, and play.

West Cervantes Street Corridor Management Plan Summary of Recommendations	
Long-term Corridor-Wide Recommendations	Short-term Recommendations
<ul style="list-style-type: none">• Option A: Agressively narrow current travel lanes and add landscaped median• Option B: Eliminate two travel lanes and add landscaped median and on street parking where feasible <p>Both concepts have several features in common, including: curb and gutter drainage, street trees on sidewalk where feasible, and streetlights. It should be noted that many of the improvements recommended as part of both options can be done incrementally.</p>	<ul style="list-style-type: none">• Installation of street level and pedestrian level lighting throughout the length of the corridor• Installation of mid-block crossings at five locations along the corridor• Increase North-South sidewalk connectivity in the vicinity of I, H, and G Streets• Increase East-West sidewalk connectivity in the NW quadrant of the study area in the vicinity of West Gonzales, West Brainerd, and West Lloyd Streets• Enhance Landscaping throughout the corridor. Consider employing a street tree program.• Add transit amenities such as shelters at high-ridership locations• Strengthen the identity and character of the E Street intersection to create an emphasis for the West Moreno District paying particular attention to the existing open space on the NE corner of the intersection.
Other General Planning and Design Recommendations	
<ul style="list-style-type: none">• Embrace the numerous parks, cemeteries, and open space• Implement gateway features that serve as a statement at the limits of the corridor’s various districts• Seek to identify mechanisms to activate parcels for reuse to help spur redevelopment and revitalization. This could be done through the current CRAs.	

