

CITY OF PINE BLUFF

COMPREHENSIVE PLAN

EXECUTIVE SUMMARY





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Pine Bluff Comprehensive Plan Organization

The Pine Bluff Comprehensive Plan is arranged in three parts.

1. **Part One: Technical Assessments** examines existing plans and current conditions, general field observations, and identified issues.
2. **Part Two: Plan Elements** outlines seven concise courses of action addressing areas of concern and opportunities for growth, which were derived from in-depth public input sessions. The Plan Elements section incorporates and directly references each of the subjects described in the Technical Assessment section.
3. **Part Three: Implementation** expands with additional details for each recommendation.

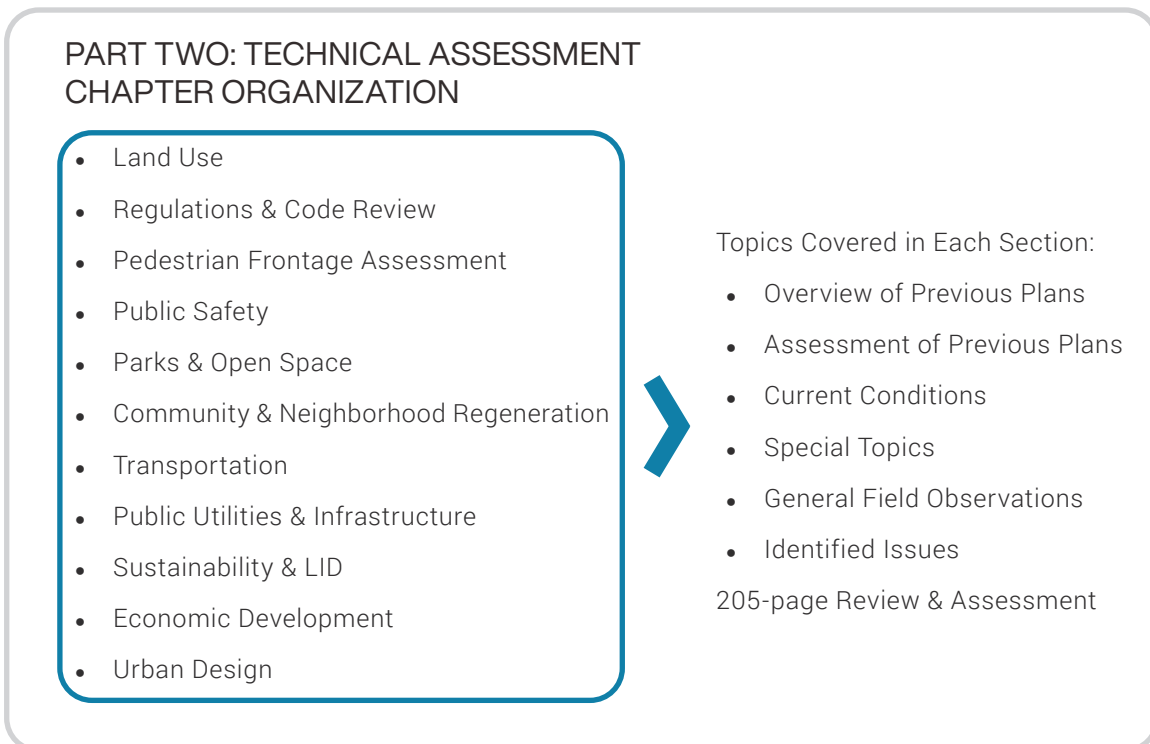
Part One: Technical Assessments

Technical assessments were completed for each of eleven aspects of community planning and development in Pine Bluff. These included reviews of existing plans and documents, observations of existing conditions, and mapping of major themes.

These areas of examination include land use, regulations & code review, pedestrian frontage, public safety, parks and open space, community and neighborhood regeneration, transportation, public utilities and infrastructure, sustainability and low-impact development, economic development, and urban design.

Some areas reviewed in this section, such as transportation, are bound to existing related plans, whereas other areas, such as public safety, are distinct departments with daily objectives instead of a plan. Plans and existing conditions, whether physical examination, statistical, or otherwise, were documented.

The graphic below outlines the structure of the Technical Assessment and the issues addressed within each theme.

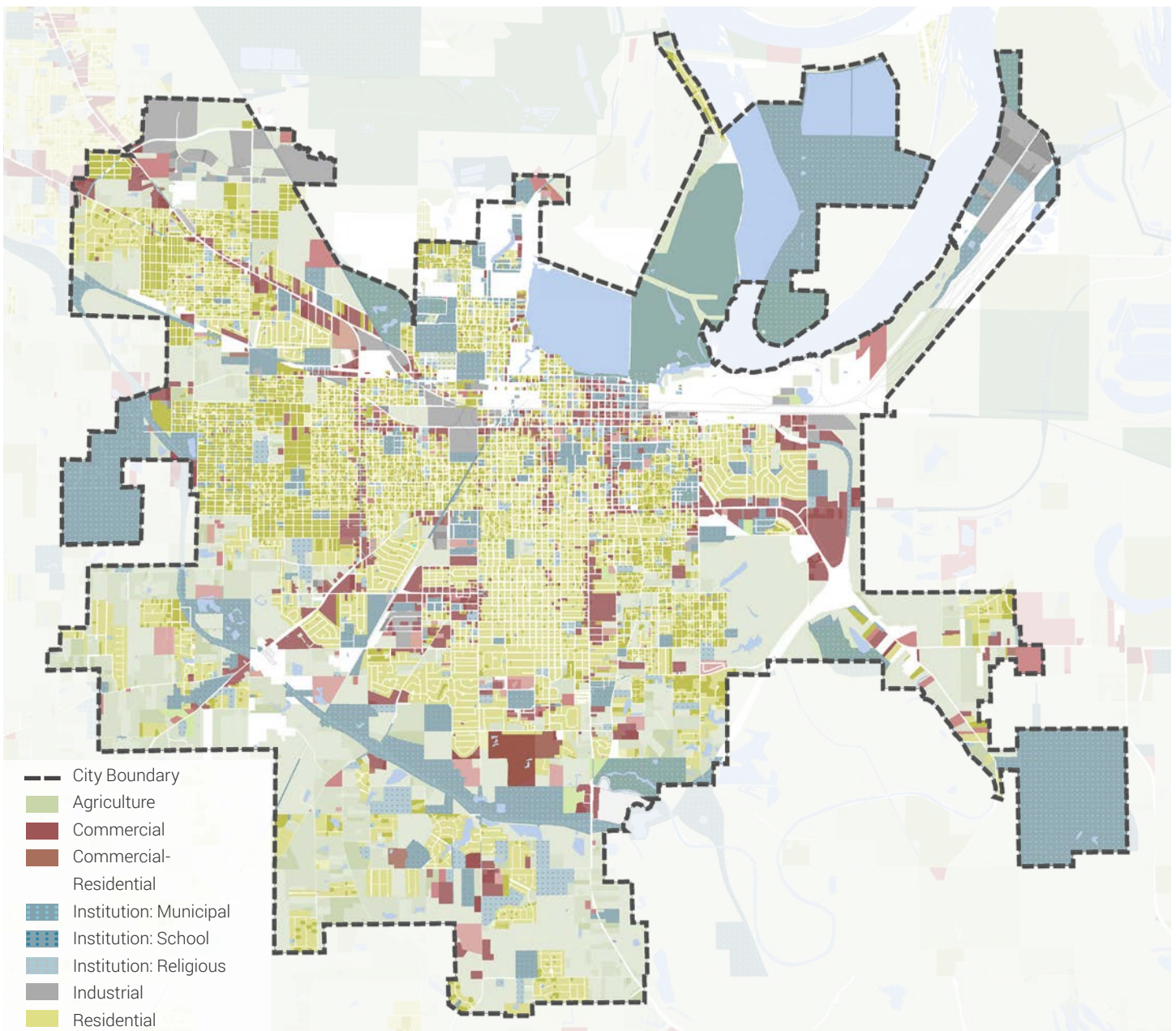


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PART ONE: TECHNICAL ASSESSMENTS

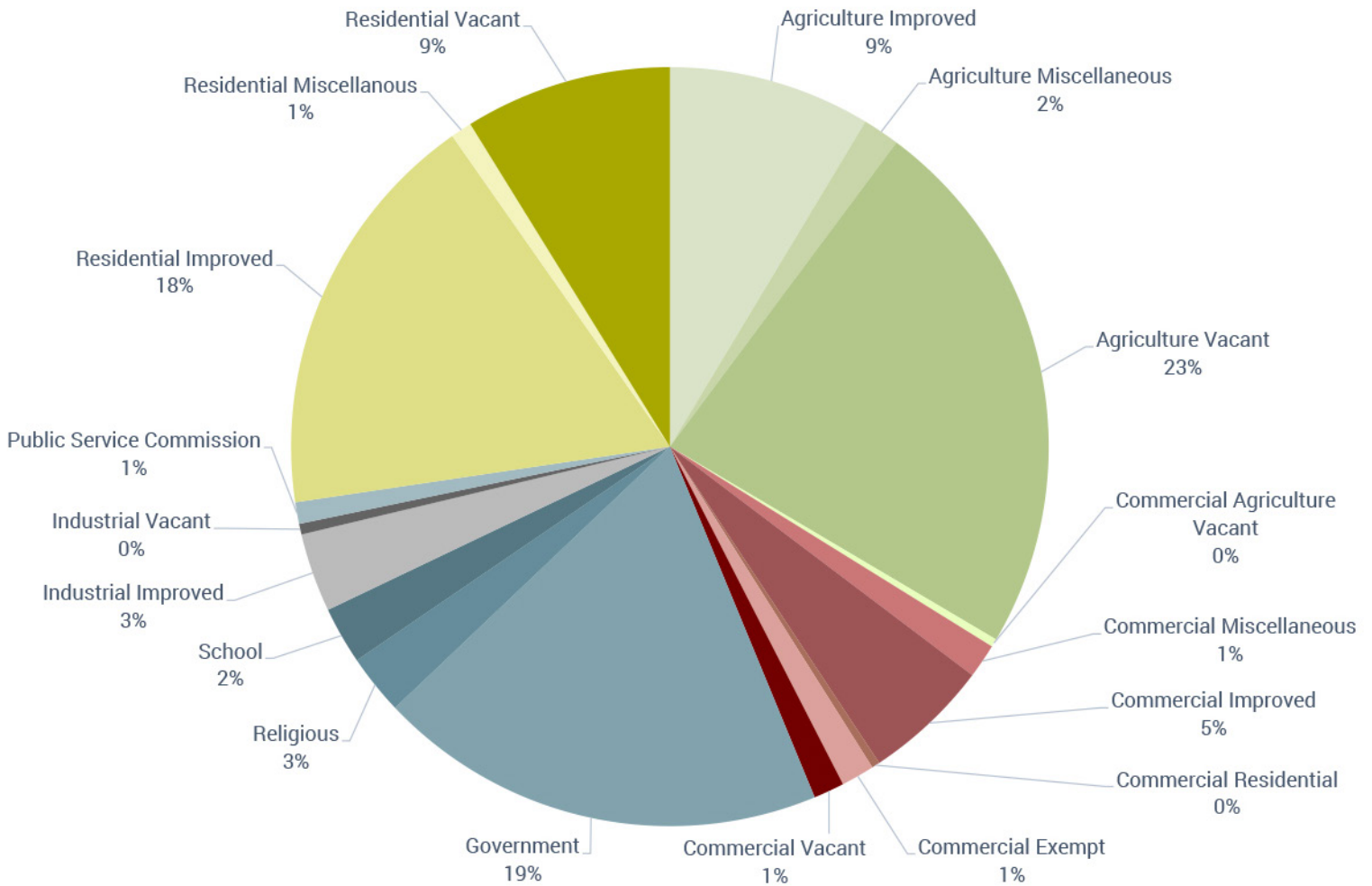
Land Use

- The city's land use plan has not been updated since 1984. 19% of all land in the city is either city, state, county, or federal-owned land that does not contribute to the city's tax base. For comparison, 18% of Pine Bluff's land is improved residential.
- Another concerning statistic is 9% of the city's total land is classified as vacant residential, whether dilapidated, abandoned, or never developed.
- Changes in the city's subdivision and land use code in 1981 made minimum lot size requirements 5,000 square feet. This change made nearly 2,000 properties in Pine Bluff illegal, leading to further economic stagnation: These properties are no longer able to be developed, sold, or substantially maintained, leading to deterioration.
- It was noted that the development of Saracen Landing Casino may pull future development to the east, and that a physical connection between the Casino and downtown is crucial to attract visitors.



Existing Land Use

LAND USES BY TYPE



Regulations and Code Review

Chapters 20 (Planning and Development), 22 (Signs and Advertising), 24 (Streets and Sidewalks), 25 (Subdivisions), 26 (Traffic), and 29 (Zoning) in Pine Bluff’s regulations were reviewed for best practices and definitions. Several key findings from examination of these regulations and their impact on development include the following.

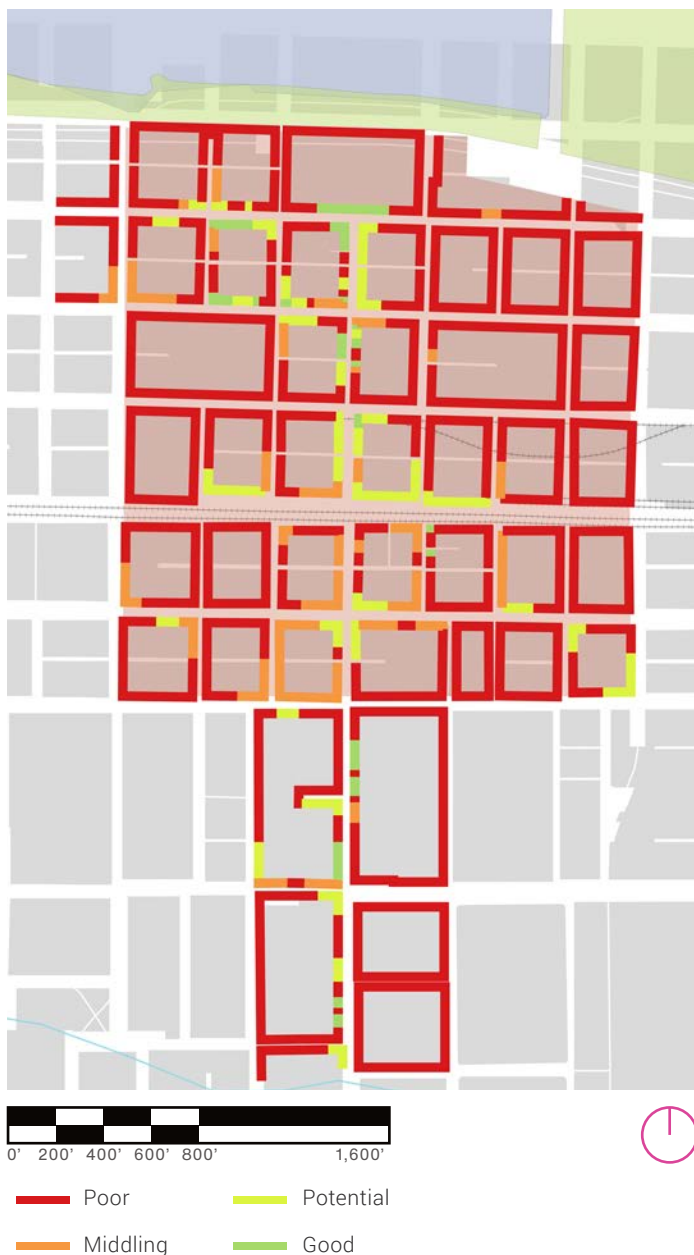
- 5,000 square feet should be an average lot size for the city, but not the minimum. Pine Bluff’s minimum lot requirement of 5,000 square feet is damaging to the fabric and economy of the city.

- Similarly the minimum lot area per family for multi-family housing essentially makes multi-family housing impractical. (Pages 39 and 45)
- Finally, the core problem with Pine Bluff’s zoning code is derived from the zones, their mapping, and that numerous standards aim to make building multi-family housing impractical. (Page 45)

Pedestrian Frontage Assessment

High quality pedestrian frontages include active and pedestrian scaled building facades that face the street, sidewalks and intersections that are intact, crosswalks that are striped with functioning signals, as well as, shaded and furnished streets. A strong pedestrian frontage means increased quality of life and accommodates tourists and visitors. Pedestrian frontages were ranked in downtown, on the University of Arkansas Pine Bluff campus, and Jefferson Regional Medical Center, with each parcel frontage receiving a 'good', 'potential', 'middling', and 'poor' ranking.

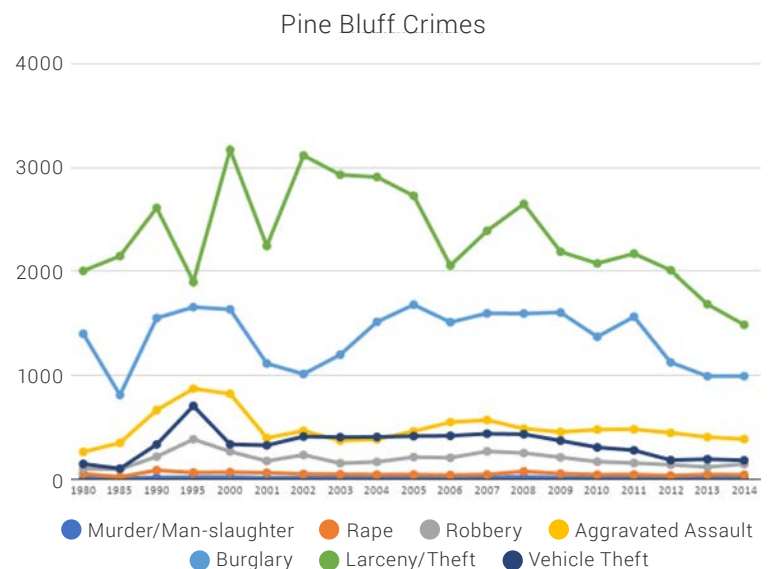
Factors contributing to the pedestrian realm include pedestrian accommodations, frontage buildout, building transparency, activation, and materials.



Public Safety

The Plan's assessment of public safety is based on on-the-ground reports from the Chief of Police, Fire Chief, and records of 911 phone calls made in 2018.

- Generally, crime has become more geographically concentrated in a few areas, as opposed to spread throughout the city.
- Most serious crime is gang-related with most violent crimes typically transactional in nature, and most misbehavior is not in the public realm.
- While the city has a reputation for high crime, it must be noted that Pine Bluff police estimate that there are perhaps 100 people driving most of the crime, with 20 or so being the truly dangerous element.
- Nevertheless, the rate of murder, robbery, and assaults per one thousand people far outpaces the U.S.
- The City Fire Department is highly proactive with its educational efforts, with outreach to a cumulative total of 67,052 people in events in 2018.
- This is particularly striking in light of the fact that the Fire Chief has emphasized a need for more resources to educate the public on safety issues.
- 50% of fire-related emergency calls were for medical emergencies, 18%-27% for "other" emergencies, and 2%-10% were in response to alarms.
- Top five fire prevention activities were inspections, issuing burning permits, smoke alarms, investigating fires, and conducting home surveys.



Trends over time

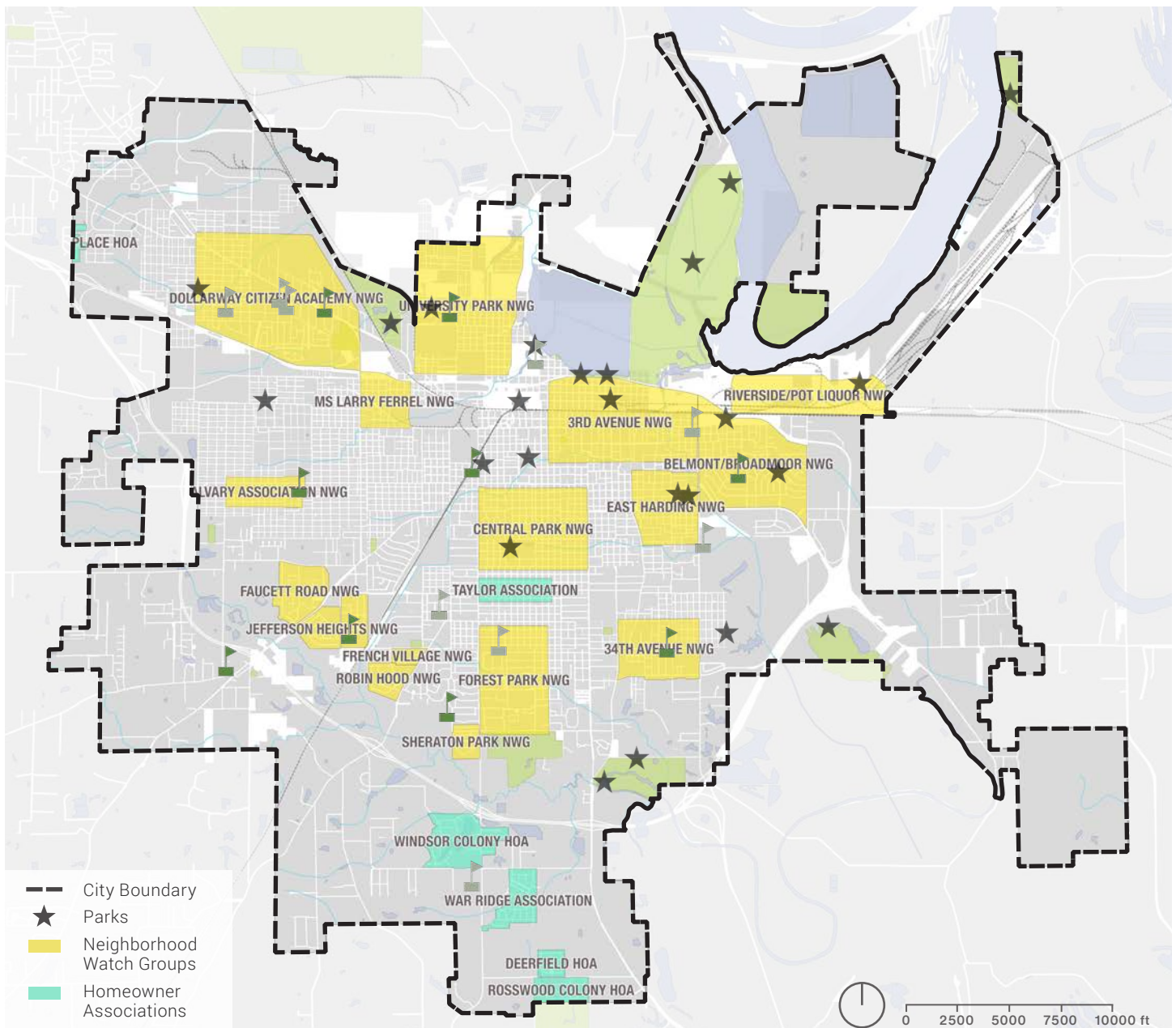
Parks & Open Space

Today, there are 26 parks, recreation facilities, and other public recreation facilities in the City of Pine Bluff. Twenty-three of these are operated by the City, two are operated by the Arkansas Natural Heritage Commission, and one by the US Army Corps of Engineers.

- The city's parks are classified as Regional, City, Neighborhood, Playground, Passive, Community Center, and Special Use Facilities.

- As noted in the 1974, 1980, and 2001 park plans, the City is inadequately served by park land and facilities in the southern and western areas of town.
- Closed school properties are proposed in the plan to serve as neighborhood parks.

This section assesses existing park land distribution, the relationship between parks and existing or closed school sites, existing service areas, and the comparison of parks with neighborhood watch groups and homeowner associations.



Parks and Neighborhood Groups and Associations Inventory

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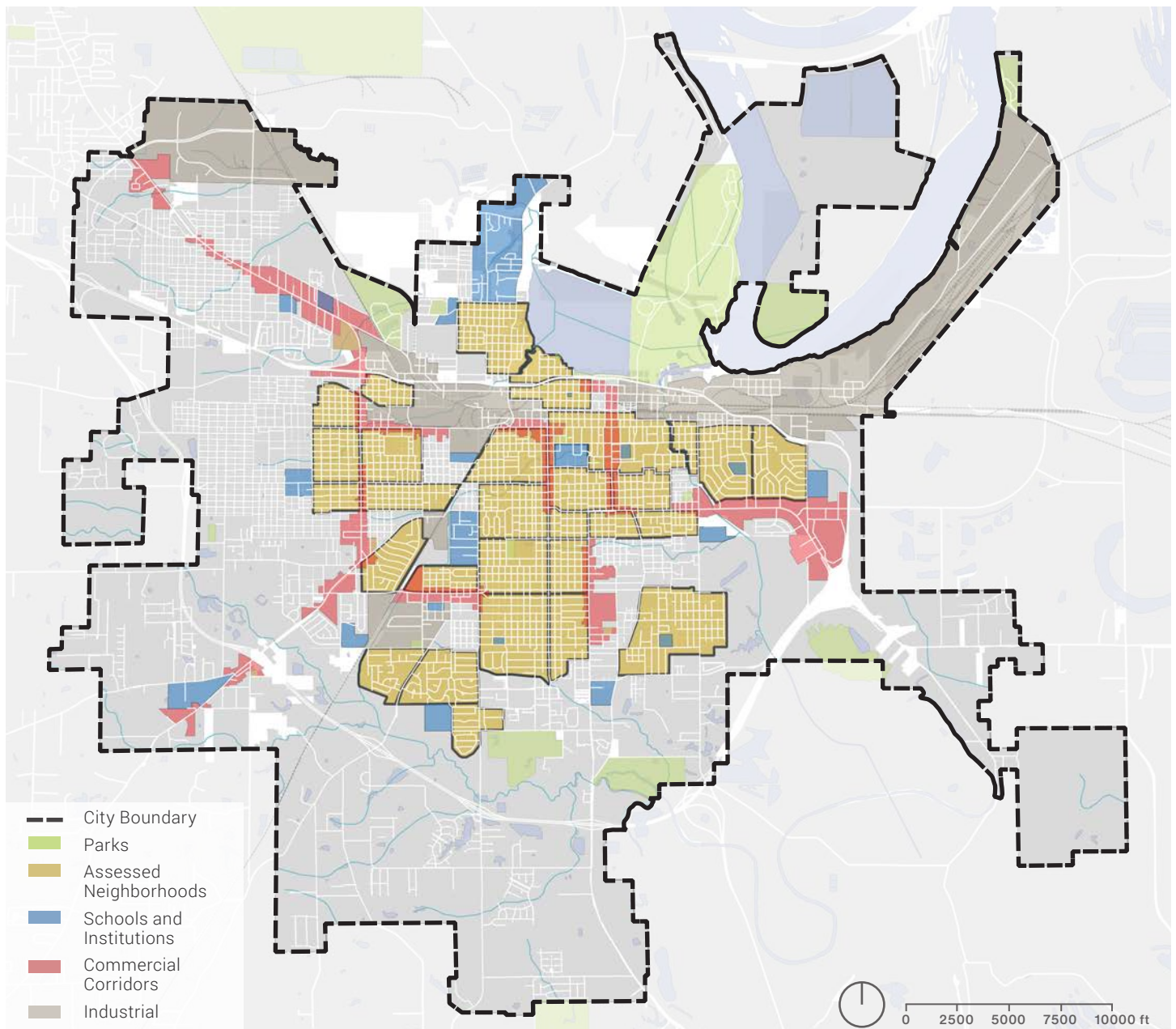
Community & Neighborhood Regeneration

Utilizing GIS parcel data, the Plan demonstrates the somewhat haphazard growth of Pine Bluff and the blurred lines between various subdivisions. This contributes to a lack of distinction that provides a sense of place for a unique community.

- For the most part, the City Core can be legibly divided into neighborhoods, centers, and corridors.
- The City's Early Extension areas follow a similar grid pattern as the core, with a few deviations, primarily due to waterways, which have defined the development of the city from its inception.

- Unfortunately, at present, many residential areas surrounding commercial corridors are designed for automobiles, dividing neighborhoods rather than stitching them together.
- Overall, few neighborhoods have sufficient park access.

Historic growth patterns, existing subdivision boundaries, neighborhood watch groups and homeowner associations, development structure, neighborhood and corridor structure, vacancy rates, and areas of stability and change were all inventoried in this section.



Neighborhood and Corridor Structure

Existing Transportation Related-Plans

The following documents were reviewed for understanding transportation and development in Pine Bluff:

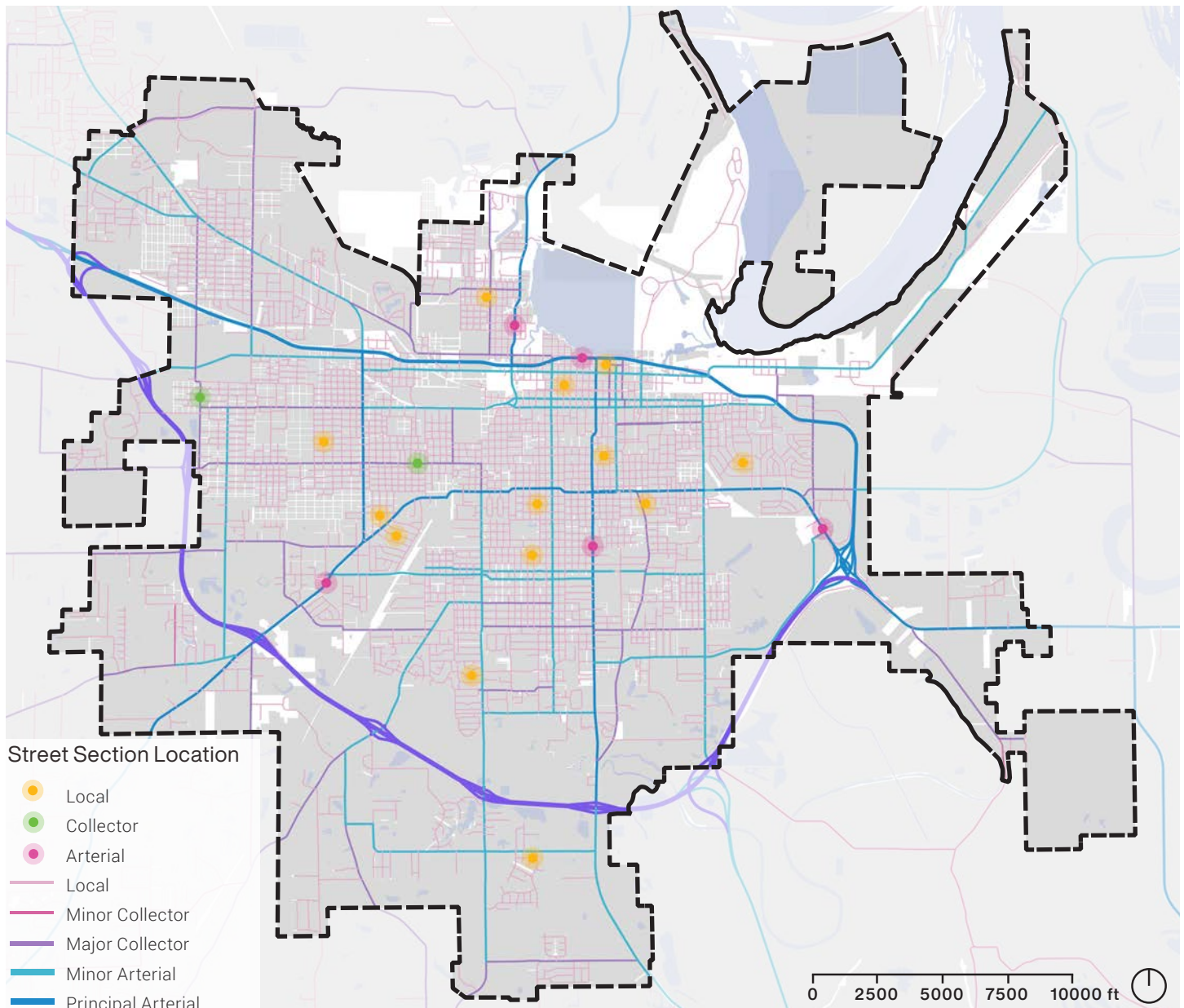
- Downtown Main Street Master Plan & Design Guidelines
- Safe Routes to School
- 2040 Metropolitan Transportation Plan (2015)

In addition, traffic volume, functional classification, ownership/jurisdiction, and a key map of street details for specific corridor documentation (Transportation subsection of this chapter) were inventoried and assessed.

Each significant corridor in Pine Bluff was documented according to the following categories in a thorough transportation & traffic circulation study:

- Transportation & Traffic Circulation
- Existing locals
- Existing Collectors
- Existing Minor Arterials
- Existing Major Arterials

Average Daily Traffic (ADT), existing cross-sections, and inset maps are provided for reference.



Street Section Location

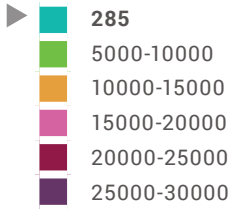
- Local
- Collector
- Arterial
- Local
- Minor Collector
- Major Collector
- Minor Arterial
- Principal Arterial

Street Details Key Map

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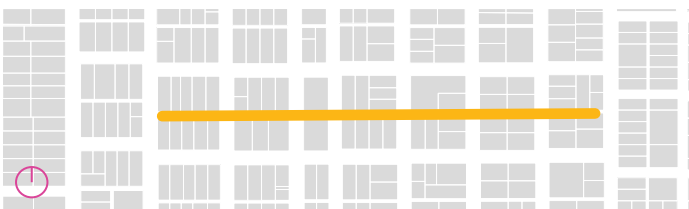
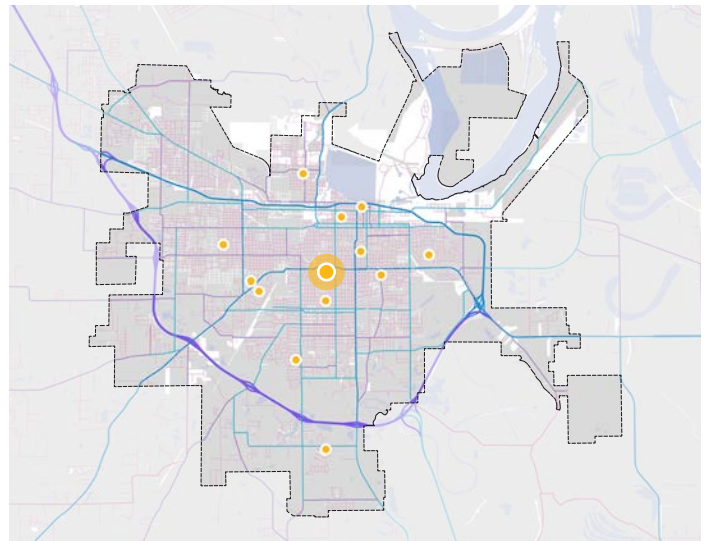
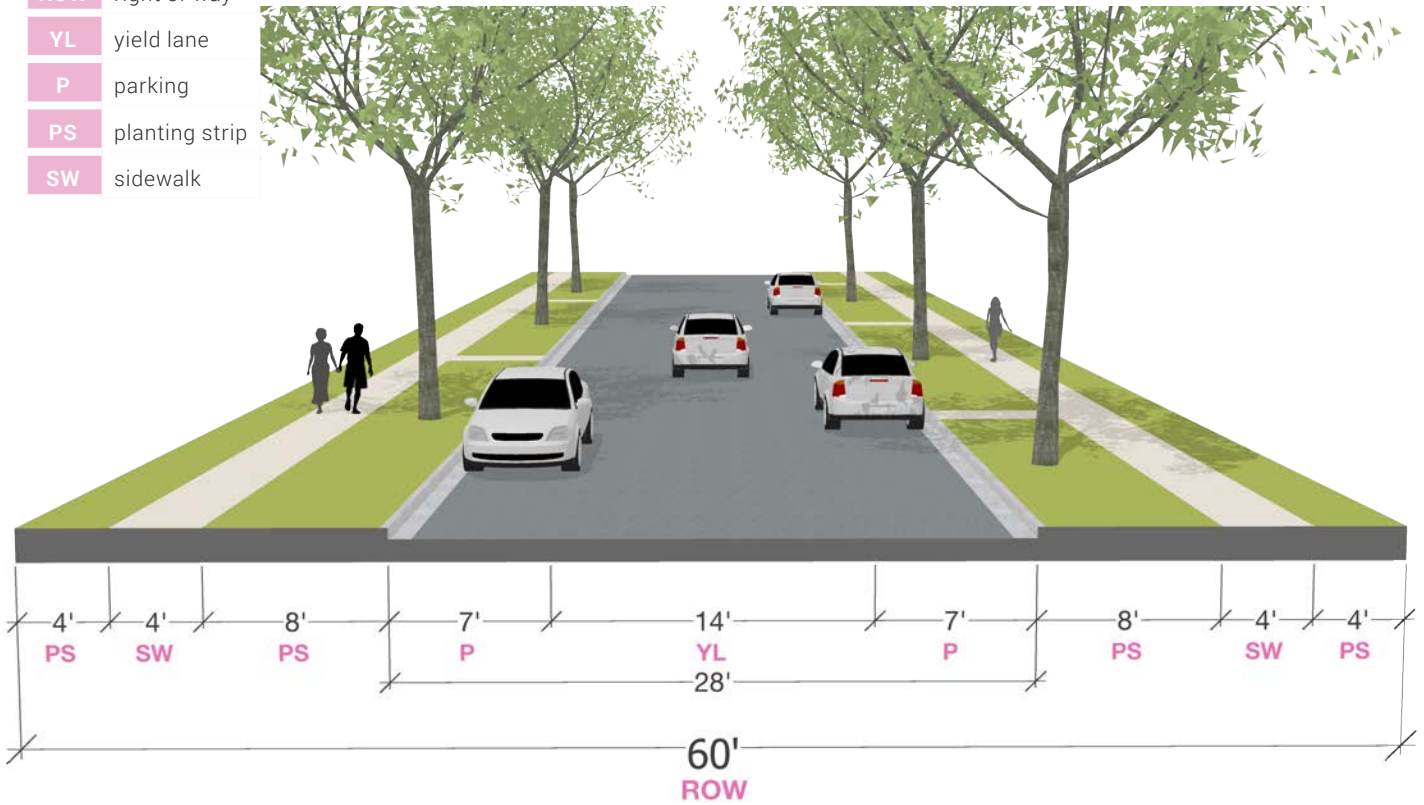
PART ONE: TECHNICAL ASSESSMENTS

Traffic - ADT



Section Acronyms

ROW	right of way
YL	yield lane
P	parking
PS	planting strip
SW	sidewalk

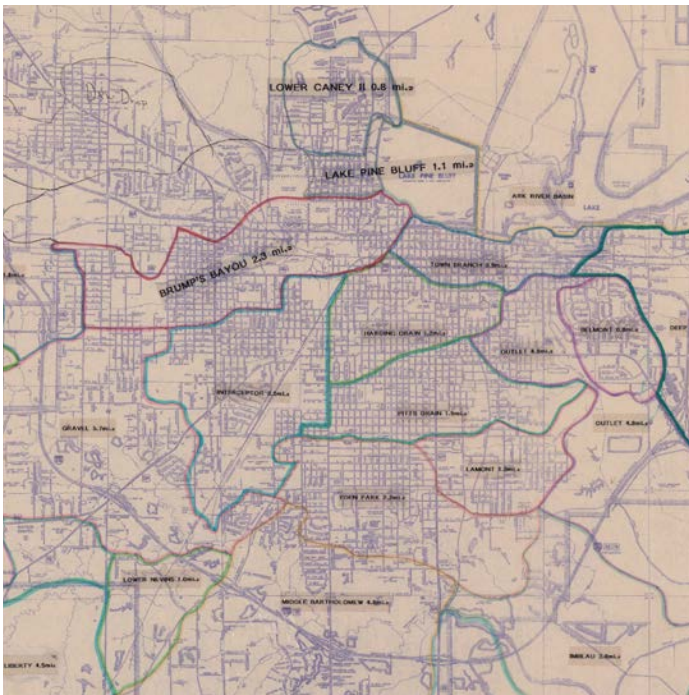


Corridor Assessment Example: West 18th Avenue (Near South Ash Street)

Public Utilities & Infrastructure

Streets, drainage and utilities comprise Pine Bluff's infrastructure system. Its street network is primarily laid out in a grid fashion, with no plans for roadway maintenance and improvements.

- To help alleviate an increase of water runoff rates, which in turn require larger storm drainage infrastructure, low impact development (LID) alternatives can be implemented to help mitigate the stormwater runoff and manage the amount of stormwater that is conveyed through the drainage system.
- Mapping the overall utility system, both electrical as well as water and wastewater, should be a top priority, as there does not appear to be any city mapping of the existing water distribution and treatment facilities.



Current Drainage Basin Mapping

Sustainability and LID

The 1984 Land Use Plan, Downtown Main Street, and Go Forward Pine Bluff plans all include various elements of sustainability and low-impact development (LID), a term seldom used until 1990. Implementing man made systems and practices that use natural processes resulting in filtration, evapotranspiration, or use of stormwater in order to recharge the groundwater should be strongly considered in Pine Bluff. The City's topography is relatively flat, and LID facilities would provide stormwater holding areas (rain gardens) and groundwater recharge that would take some pressure off the aging stormwater system.

Economic Development

Population loss is still a heavy burden on municipal services. Pine Bluff is maintaining all of the same infrastructure as it did 10+ years ago, but now with less population, and less sales tax to support these services. The 1984 Land Use plan does not fully assess the economic conditions of Pine Bluff at that time, but the Go Forward Pine Bluff plan is an important starting document for understanding the complex relationships and forces within economic development.

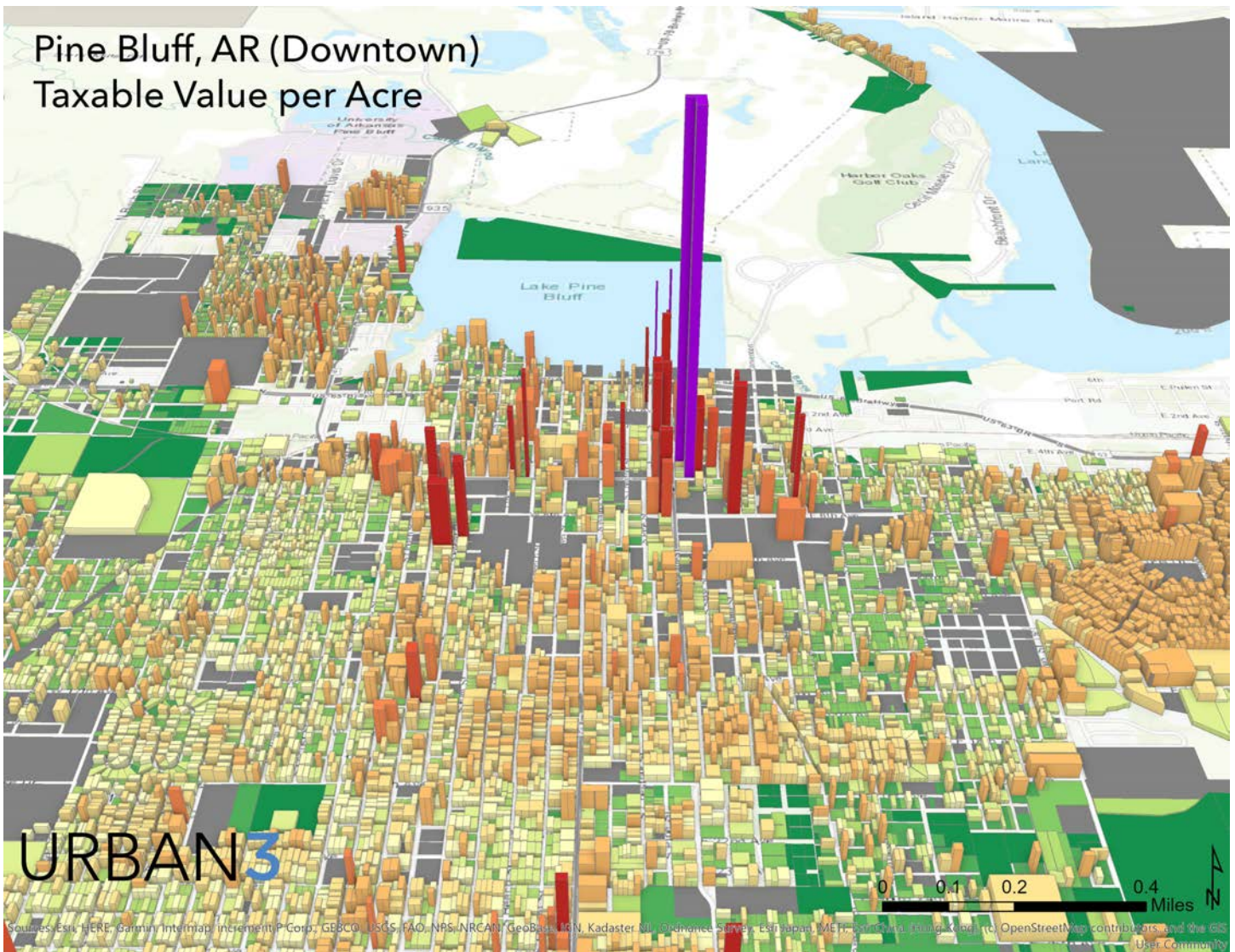
Overall, three advantages, if properly leveraged, could breathe new life into the city:

- The Saracen Casino and connecting it with downtown,
- Opportunity Zones to offer a new investment mechanism for long term investors in manufacturing and multi-modal opportunities along the Arkansas River,
- and the Urban Renewal Authority leadership to maintain local control of vacant properties.

In addition, "value per acre" was assessed throughout Pine Bluff. This analysis considers land productivity: the taxable value based not on value per parcel, but leveled by considering the value per acre. This type of assessment demonstrates where the most productive parcels in the city are located in a fair, leveled approach. Outcomes of this analysis often surprise community leaders, reflecting value in properties that may not have been assumed as financially productive. The assessment examines value per acre citywide, as well as for downtown, Blake Street, JRMC, and the Broadmoor area. Refer to page 14 of this Executive Summary for an example of Value per Acre.

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Value per Acre Assessment example

Urban Design

The pattern of urban design in Pine Bluff has changed over time as the City expanded outwards. This section identifies and analyzes each of the major urban design patterns over time, looking at block patterns, building patterns, and the future potential of six development types: City Core Commercial, City Core Residential, Early Extension Commercial, Early Extension Residential, Late Extension Commercial, and Late Extension Residential.



City Core Residential Area Block and Building Pattern example

Part Two: Plan Elements

Public Input

Before establishing strategies to mitigate and address various areas of concern highlighted in the Technical Assessment, public input sessions were held with community members, stakeholders, civic leaders and the Grow Pine Bluff Steering Committee. These multiple input sessions and meetings defined areas of concern, informed the direction of the plan, and set a vision for the future. The plan elements were then organized around six key principals below.

In order to **GROW** Pine Bluff, we must:

- **FOCUS** [Pine Bluff] by coordinating efforts across municipal departments and between the city and outside organizations, focusing on a limited number of shared projects in order to build momentum, excitement, and cooperation.
- **STRENGTHEN** [Pine Bluff] through neighborhood regeneration, addressing community-level issues and bringing people together to build human capital.
- **SUPPORT** [Pine Bluff] by readying the City to be open to business, enabling investment and entrepreneurship, and encouraging residents to shop local.
- **INVEST** [Pine Bluff] by strategically spending capital that will result in a return on investment, such as investments in streets, drainage, utilities, and a collective investment in real estate to facilitate redevelopment.
- **CLEAN UP** [Pine Bluff] by supporting public safety initiatives, campaigns to encourage people to clean up their own properties, regular community clean-up, neighborhood watch, as well as implementing Crime Prevention Through Environmental Design techniques.
- **TELL** [Pine Bluff]'s story, history and future vision, celebrating successes and communicating them throughout the region.

1.0 Grow

Growing Pine Bluff is the overarching theme under which six distinct strategies were formed: understanding place types and a unified plan for future land use, and approaching each as avenues for cleaning up, supporting, investing in, focusing within, strengthening, and telling others about Pine Bluff. Each begins with fostering a mindset of growth.

Place Types

Pine Bluff originated with an organized grid-like city layout that has sense become convoluted, and many areas of the city do not have a distinct sense of place. In order to Grow Pine Bluff, city leaders must begin thinking not in terms of individual developments, but rather a collection of place types: Centers, Neighborhoods, Corridors, and Districts as distinct places that work together to create an interconnected city fabric. To this end, planning solutions are focused around the types of places that form our communities and the inherent characteristics that are associated with each "place type."

- Centers or cores are typically the central business district or downtown. Centers usually feature a more dense development pattern with a variety of uses, often in a mixed-use environment. Centers are destinations within a community and even contain exterior civil spaces and landmarks. Neighborhood Centers are a subset of this place type, and are smaller-scaled dense clusters that include a mix of everyday goods and services and occur throughout a community.
- Neighborhoods, as they relate to place types, refer to predominately-residential areas in which we live but are not limited to just the houses. Located within neighborhoods are support services churches, schools and even civic buildings. Neighborhood Centers are frequently located within or between neighborhoods, particularly pre-war developments, and may include such as dry cleaners, local markets, bakeries, and restaurants (see Centers, above).
- Corridors are the network that interconnects the community. Though the most common form of corridors are for vehicular travel (streets & roads), these may also include railroads, trails or greenways, and waterways. Land uses along corridors vary widely, and many times feature a multitude of development types, scales and forms. Many corridor developments, built in mid-century decades, have utilized suburban-oriented zoning and subdivision regulations that have resulted in sprawling roadways, consumed by strip development, where the vehicles dominate and pedestrians are disregarded.

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- **Districts** are non-residential areas of a single use. Common examples include airports, water ports, industrial areas as well as corporate campuses and institutional resources like universities that assimilate surrounding property to grow contiguously.

There should be the understanding that guiding development is not effective with a uniform set of rules that don't recognize the differing needs and characteristics of each place type. Patterns of development occur differently within each place type; neighborhood development is often times notably different from corridor development, for example. Place types set the framework for development strategies, including design overlay districts, urban design guidelines, and form-based codes. Planning by place types can result in the appropriate layout of people-oriented places.

The Plan Elements and Place Types are closely related, as demonstrated on the opposite page and on page 9 of the Plan Elements document.

Approach

The Plan Elements are organized by the desired outcomes of the comprehensive plan rather than standard comprehensive plan chapters. By focusing on outcomes, each chapter spans multiple traditional comprehensive plan categories to outline strategies for achieving each outcome. These outcomes include the following:



GROW

Vision, Goals, Approach, Organization, Future Land Use



CLEAN UP

Public Safety, Urban Design



SUPPORT

Economic Development



INVEST

Transportation & Circulation, Parks & Open Space, Wayfinding, Drainage, Sustainability & Low Impact Development



FOCUS

Urban Design, Transportation & Circulation



STRENGTHEN

Neighborhood Regeneration, Land Use, Parks, Open Space, & Community Facilities

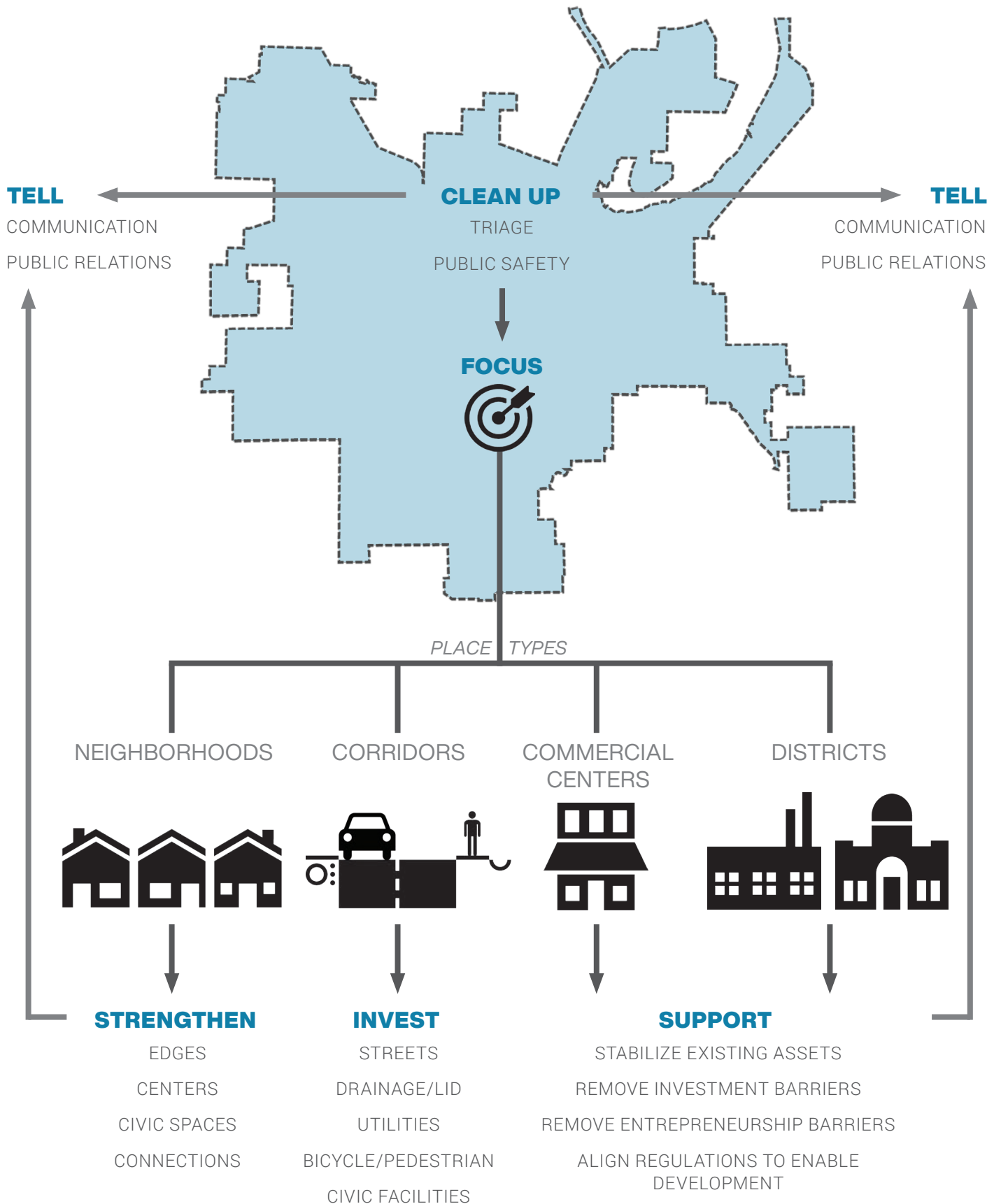


TELL

Communications, Public Relations

Each subsequent outcome described as part of the Grow Pine Bluff process (Clean Up, Support, Invest, Focus, Strengthen, and Tell) is detailed to answer these basic questions: "What", "Why", and "Where" in Part Two: Plan Elements, while Part Three: Implementation focuses on answering the questions "How", "When", and "Who."

A map depicting Focus Areas and their related corridors (Plan Elements page 11) illustrates the specific locations where special attention should be given to achieve the outcomes of the Comprehensive Plan. These areas are further detailed in the FOCUS section of the report, which begins on page 118.



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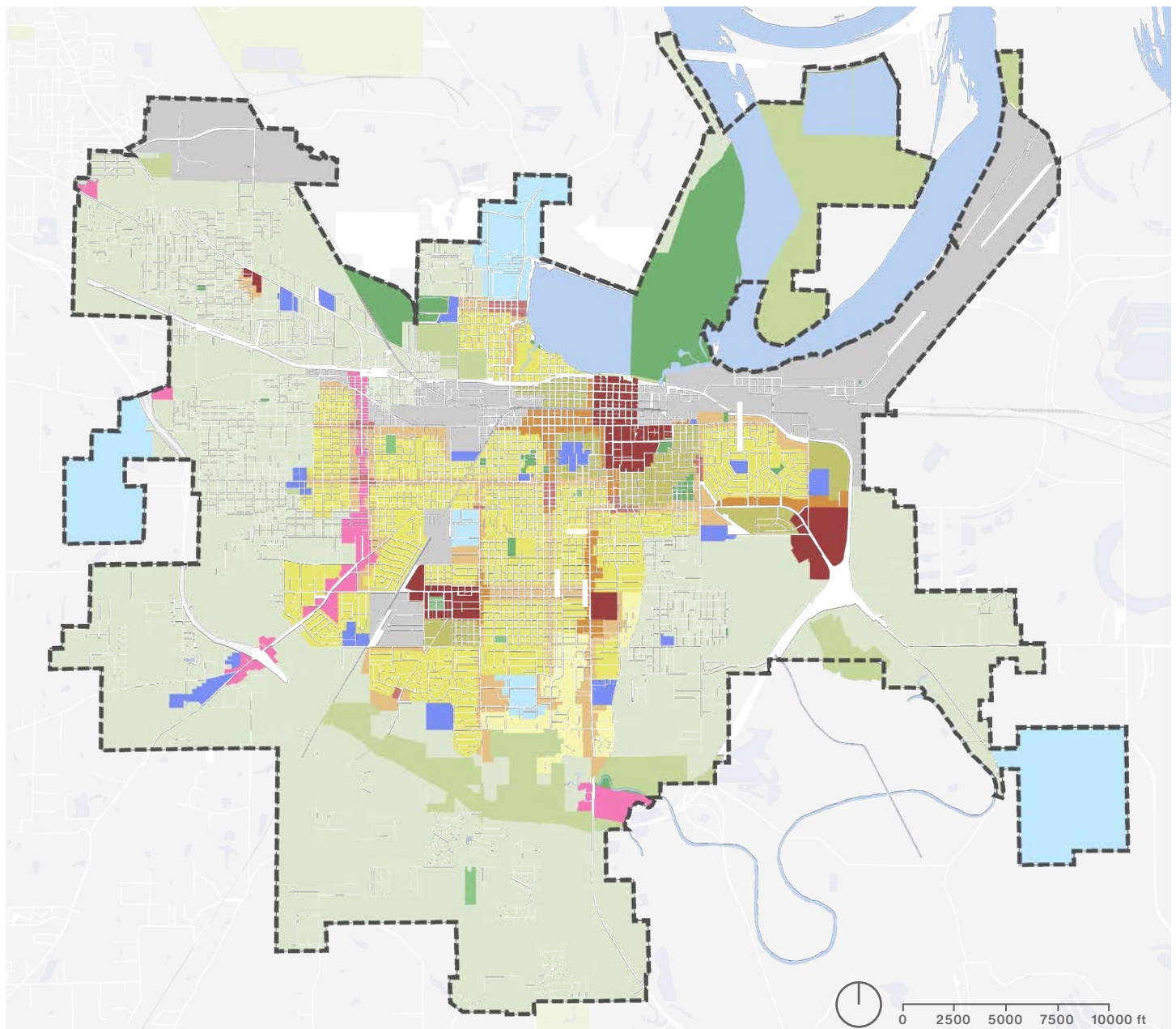
PART TWO: PLAN ELEMENTS

Future Land Use

Pine Bluff's Future Land Use Map (FLUM) is a crucial for the City's continued redevelopment, growth and success. The fourteen proposed land use types should be coupled with updates to reorganize the zoning codes and show how each place type should function and be arranged within each zone.

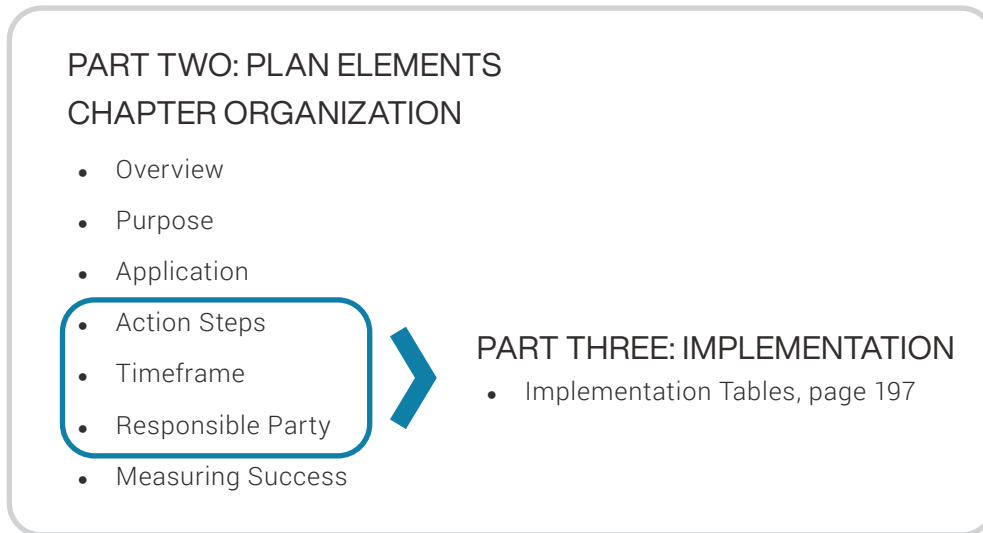
Future investment and redevelopment must first occur in the center of Pine Bluff, strengthening the city physically, culturally, and fiscally. While focused on the Core City and addressing community form and function, growth at the periphery is discouraged. Examples of each land use type are provided.

- | | | |
|----------------------------|-----------------------|---------------------|
| — City Boundary | Neighborhood - High | Civic |
| Mixed-Use Center | Neighborhood - Medium | Special District |
| Neighborhood Retail Center | Neighborhood - Low | Industrial District |
| Neigh. Seam - High | Park | Suburban Corridor |
| Neigh. Seam - Medium | Open Space - Other | Rural |



Supporting Plan Elements Organization

Each of the Plan Element chapters that support Grow Pine Bluff are organized as demonstrated below. Action Steps, Timeline, and Responsible Party are further detailed in Part Three: Implementation.



2.0 Clean Up

Triage: Image & Maintenance

The Technical Assessment document details crumbling buildings, abandoned properties, and drainage backed up by debris and trash. If Chapter 1.0: Grow is considered the mindset for the plan, Chapter 2.0: Clean Up outlines the most immediate change that can be made in Pine Bluff with impactful results. Cleaning out drainage culverts, organizing and coordinating trash pickup days for large items such as curbside bulk trash, and adopting creative solutions to beautifying abandoned properties are steps that can be implemented in the near future to Clean Up .

Crime Prevention through Environmental Design

Crime Prevention Through Environmental Design (CPTED) affects human behavior through modifications to the physical environment, and its goal is to clean up unkempt properties and reduce crime. Environmental cues can result in “safe spaces” that feel comfortable and relaxing, and “unsafe spaces” that make us feel unsafe and insecure. Getting more “eyes on the street” is a critical component to turning a run-down area around, and in order to do so, the area must be one where people want to live, work, or play.

CPTED begins with training provided by the Pine Bluff Police Department (PBPD) to identify areas for community intervention. Organizing safety walks is the second step: an exploration of a safe neighborhood would highlight clean

properties, intact windows and doors, and residents who actively talk with their neighbors about ongoing activities. The third step is encouraging development of “safe” architectural design, such as patios, front porches, sidewalks, and other design elements that put more people, and eyes, on the street.

Action steps and tools for measuring success are included in this section.

3.0 Support

Preparing the City to Do Business

Pine Bluff must first address the conditions that have created population decline and disinvestment. Recognizing that individual decisions over a period of decades have created a city-wide problem, it is critical that a singular vision of the City’s role in redevelopment be written, shared, and adopted at all levels of government. This means every agency, department, office, staff, worker, and contractor knows and understands how their work impacts the city at large. This “refresh” must first be introspective and look inward at city operations, management structure, and efficiency. By self-assessing what works and what does not, the city must refocus on managing decline with critical awareness and honesty.

Action steps and tools for measuring success are included in this section.

4.0 Invest

Investing in a city is challenging for a myriad reasons, foremost of which is “where to start?” The seven areas of investment that follow are meant to be general considerations, with specific recommendations and guides for deciding where to invest first located within each subsection of this chapter. These investment areas are categorized as follows:

1. Managing City Resources
2. Guide to Investing in Public Infrastructure
 - Streets
 - Bicycle & Pedestrian Facilities
 - Parks & Community Facilities
 - Wayfinding
 - Drainage
 - Sustainability and Low-Impact Development
 - Transit

Managing City Resources

The shift in thinking embedded within the plan is that the economic programs, cultural and social initiatives, and capital improvement plans should follow the framework established in this Comprehensive Plan. Properly managing city resources begins with understanding value per acre, constructing multi-modal roads (serving automobile-users, bicyclists, and pedestrians), and promoting a wide range of retail opportunities to provide the city with sales tax revenue that would otherwise be spent in another city. This section refers to value per acre and determining where public resources should be invested based on productivity (value) per acre. This mindset is a completely different approach to public investment. For example, if we measure how productive each commercial business in Pine Bluff is on a per-acre basis, we can clearly see that small-lot, densely spaced downtown businesses contribute more per acre than their large-lot, less dense suburban counterparts. This concept supports a mixed-use form of development that is not new to the United States with smaller lots, often multi-level businesses with housing or office space on upper floors. The outcome of higher land productivity in downtowns is found across the United States, and Pine Bluff is no exception.

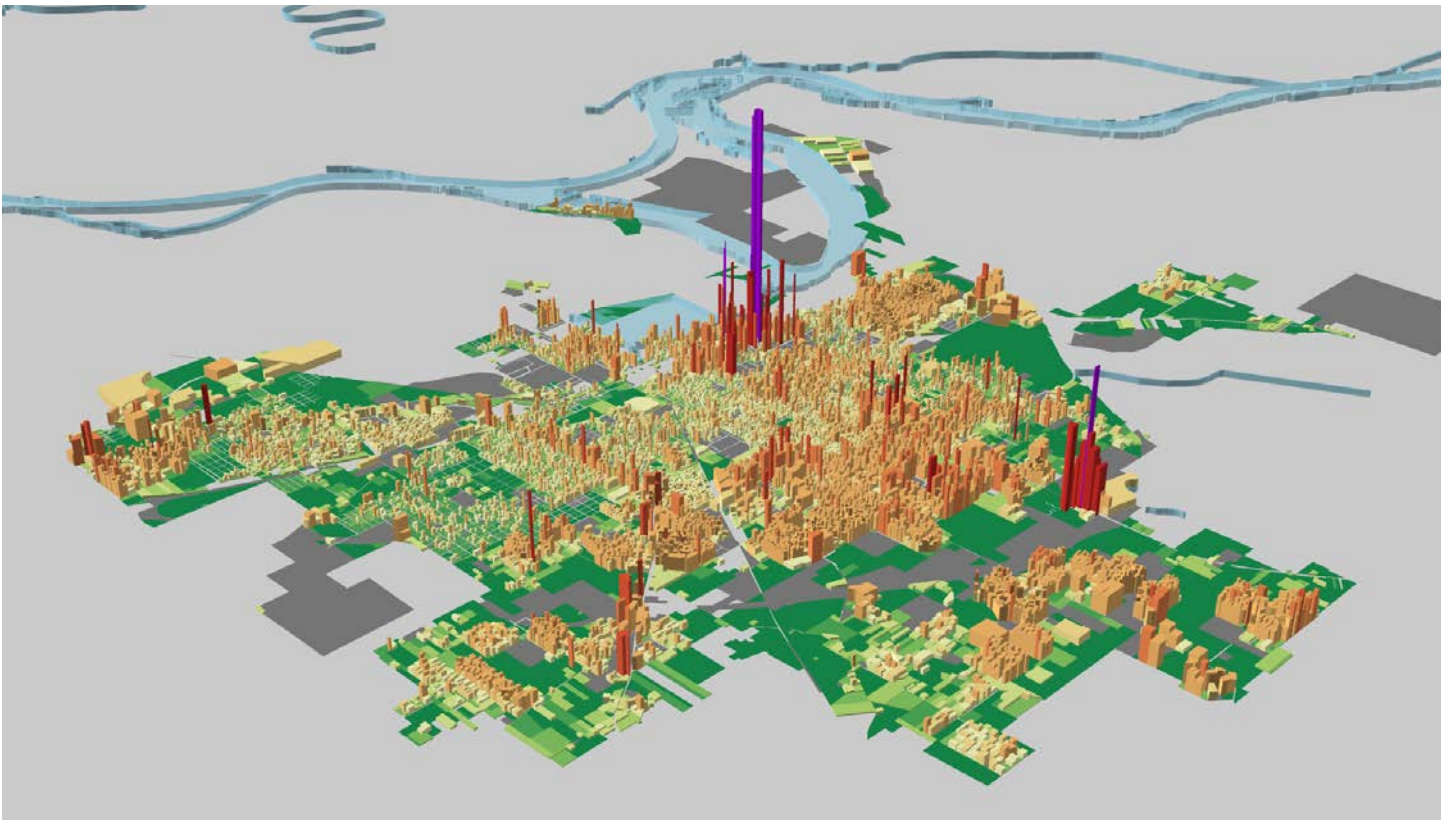


Figure 4.1: Value per Acre

Guide to Investing in Public Infrastructure

Investing in public infrastructure requires decision-making across a wide spectrum of city services. This chapter frames these decisions as neighborhood-scaled investments, with the understanding of investment value and expense, and with the assistance of decision-making guides to target investments that can result in impactful change. Specific improvements to streets, bicycle and pedestrian facilities, parks and community facilities, wayfinding, drainage, sustainability and low impact development, and transit are each outlined in this section.

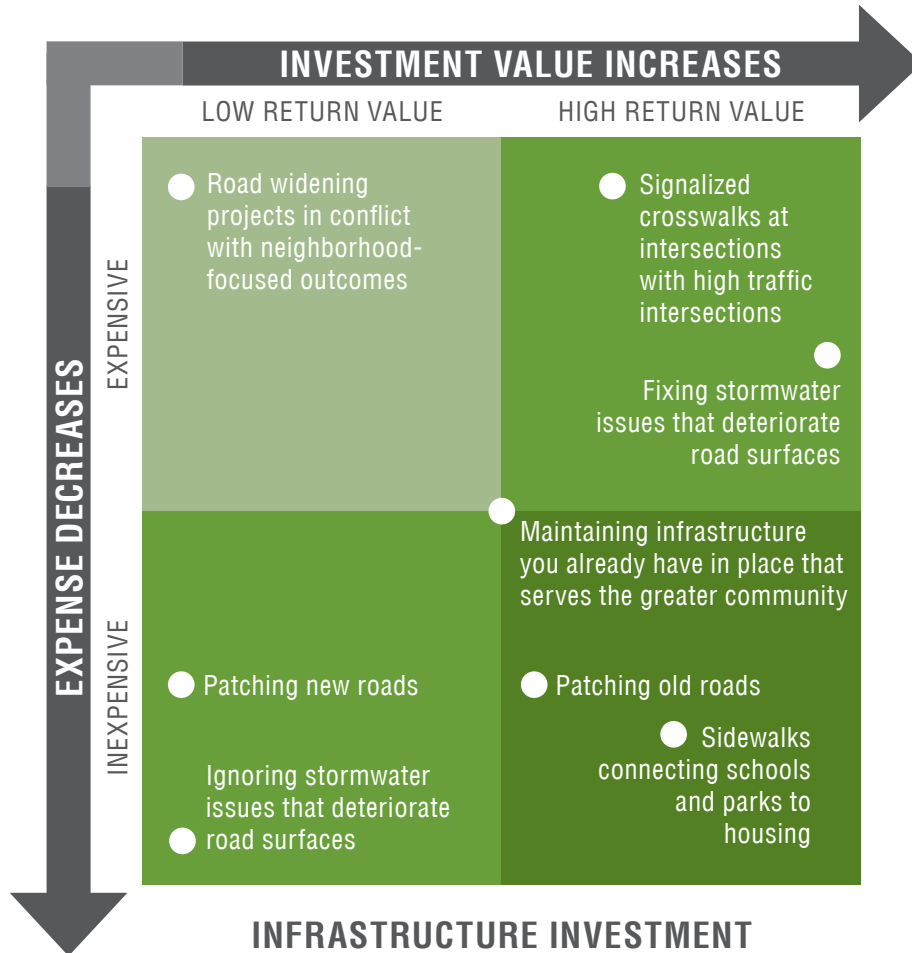


Figure 4.4 Infrastructure Investment Matrix

Streets

General Considerations

Street infrastructure investment in Pine Bluff must be coordinated with land use as well other public investments such as drainage, low-impact development, active mobility, and transit. This section provides tools for determining and prioritizing street infrastructure improvements, based on where the street is, what is adjacent to that street, who owns the street (jurisdiction), and how the street fits in the overall infrastructure network. It strives to strike a balance between the anticipated needs of cars and those of the community.

Streets and Land Use: Great streets not only relate to their surrounding land use and development intensity, they also

support placemaking by allowing the safe movement of people and goods, accommodate multiple modes of transportation, and support economic activity and commerce.

Not all street designs are appropriate in all settings. Table 4.10 on page 54 provides a guidance outlining the appropriate user modes that can or should be accommodated along streets that traverse each land use type proposed in the Future Land Use plan.

Additional consideration is given to completing missing connections within the existing street network where appropriate, correcting minor grid shifts, and utilizing alleys.

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Facility Design Considerations

Multiple tools are provided within this section to guide decisions related to community-sensitive street characteristics. These include tables that reflect appropriate speeds based on land use context, appropriate numbers of vehicular lanes based on traffic volume and land use context, and appropriate lane widths based on land use context. Tables 4.13 through 4.16 are located on pages 58-60.

Land Use Category	Target Speed
Mixed-Use Center	20 - 25 mph
Neighborhood Retail Center	20 - 25 mph
Neighborhood Seam	20 - 30 mph
Neighborhood Fabric	20 - 25 mph
Industrial District	30 - 45 mph
Suburban Corridor	35 - 50 mph
Rural	40 - 55 mph
Special District	Determined on a case-by-case basis

Table 4.13: Land-Use Context: Target Speed Tool

Street Network Plan

The street network plan includes recommendations for adjusting specific functionally classified roadways to less intensive classifications, particularly within the Core City, where low traffic volumes exist and thereby allowing street modifications to accommodate additional community programming, active mobility options, and greater safety measures. The plan addresses truck routes and provides considerations for streets in the Core City versus the Periphery. Core City Street Types are further detailed in Table 4.17, which outlines each street type's appropriate land use context, purpose, character, and examples.

Specific Street Design Recommendations

More specific recommendations are provided for targeted streets of particular importance. Many of these streets are also part of a Focus Area that is further detailed in Chapter 5.0: Focus.

A Facility Investment Guide, shown in Figure 4.18 on page 69, provides a graphic example of various street improvements that are classified in quadrants based on their return value and their expense. These quadrants include

- Expensive street investments with low return value,
- Expensive street investments with high return value,
- Inexpensive street investments with low return value, and
- Inexpensive street investments with high return value.

Actions are listed within each of these four quadrants, and are intended to support the decision-making process for the allocation of street improvement funds. For example: "Reduce speed limit in MuD & NRD" land uses is an inexpensive action with a high return value, while "Add sidewalks in ID & RA" land uses is an expensive action with low return value. Each action is located within the quadrant to reflect its spectrum of expense and investment value.

Bicycle & Pedestrian Facilities

Addition of bicycle and pedestrian facilities in Pine Bluff is paramount to achieving a healthier and more equitable transportation network. An interconnected network will allow access for residents that either do not have a vehicle, wish to reduce their carbon footprint, or utilize opportunities for active mobility. Strategies for investing in bicycle and pedestrian infrastructure include Redesigning High-Volume Existing Corridors, Retrofitting Low-Volume Streets, and Designing Specific Street Treatments.

Common bicycle and pedestrian facility types are described on pages 72-73, including sidewalks, sidepaths, trails, sharrows, bicycle lanes, buffered bicycle lanes, and cycle tracks.

When determining what facility type is appropriate for a corridor, several factors should be considered. These are detailed on page 75 and include street jurisdiction/ownership, traffic volume, posted speed, existing number of vehicular lanes and overall road width, street context, and street types.

Bicycle and Pedestrian Facility Selection Consideration Tools are divided into three tables located on pages 76-77 (Tables 4.19, 4.20, and 4.21) to demonstrate the appropriateness of

each type of bicycle and pedestrian facility as applied Future Land Use Context, Street Type, and Functional Classification System.

The Bicycle and Pedestrian Facility Selection Guide (Table 4.22) located on page 78-79 demonstrates detailed street characteristics that are appropriate for each type of bicycle and pedestrian facility. This table may be utilized to determine alternate routes or additional routes to those demonstrated on the Bicycle Network Map on page 80 with its accompanying table on page 81 (Table 4.24).

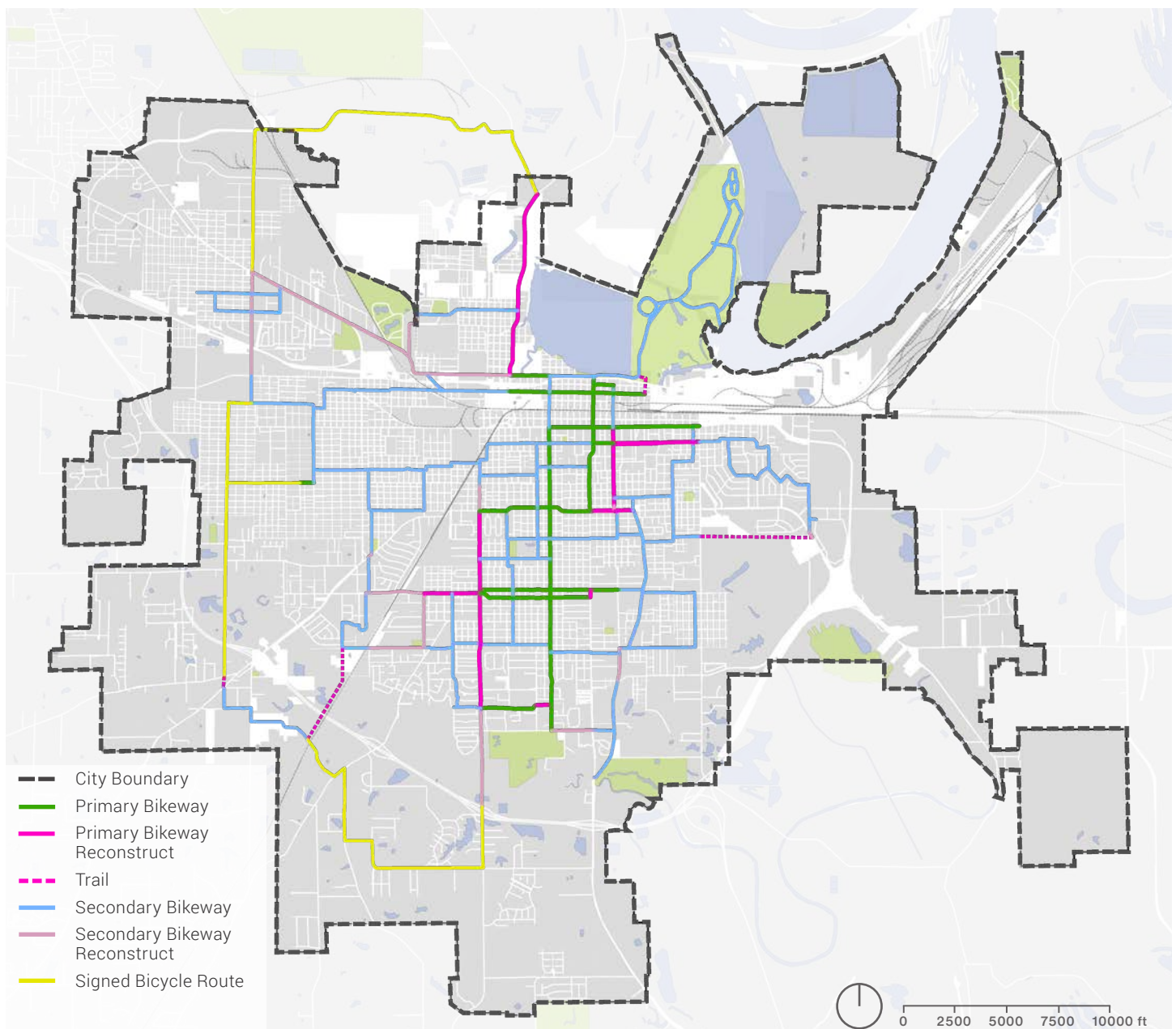


Figure 4.23: Bicycle and Pedestrian Network Plan

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Parks & Community Facilities

Parks and open space are valuable assets in any city. Their size and location provide clues as to what services and amenities they might provide and to whom they serve. Strategies for investing in parks and open spaces include Distributing Facilities at a Walkable Scale, Aligning Parks to Contribute to Neighborhood Regeneration, Appropriately Programming Facilities, and Aligning Parks for Environmental Benefit.

This chapter describes the differences in neighborhood, community, and citywide parks, provides selection criteria for determining the appropriate type of park for its context (refer

to Table 4.25: Park Facility Selection Guide on pages 86-87), and criteria for locating and distributing parks throughout the city (page 88).

The section also focuses on the reallocation of park resources, stressing the quality of functional parks over the quantity of parks that may not be serving their intended purpose. Several parks across Pine Bluff are underutilized, due to location, lack of proximity to park users, lack of visibility or lack of appropriate park facilities.

The plan recommends focusing on the creation of neighborhood centers, and investing in the parks that currently serve in that capacity or have the ability to do so

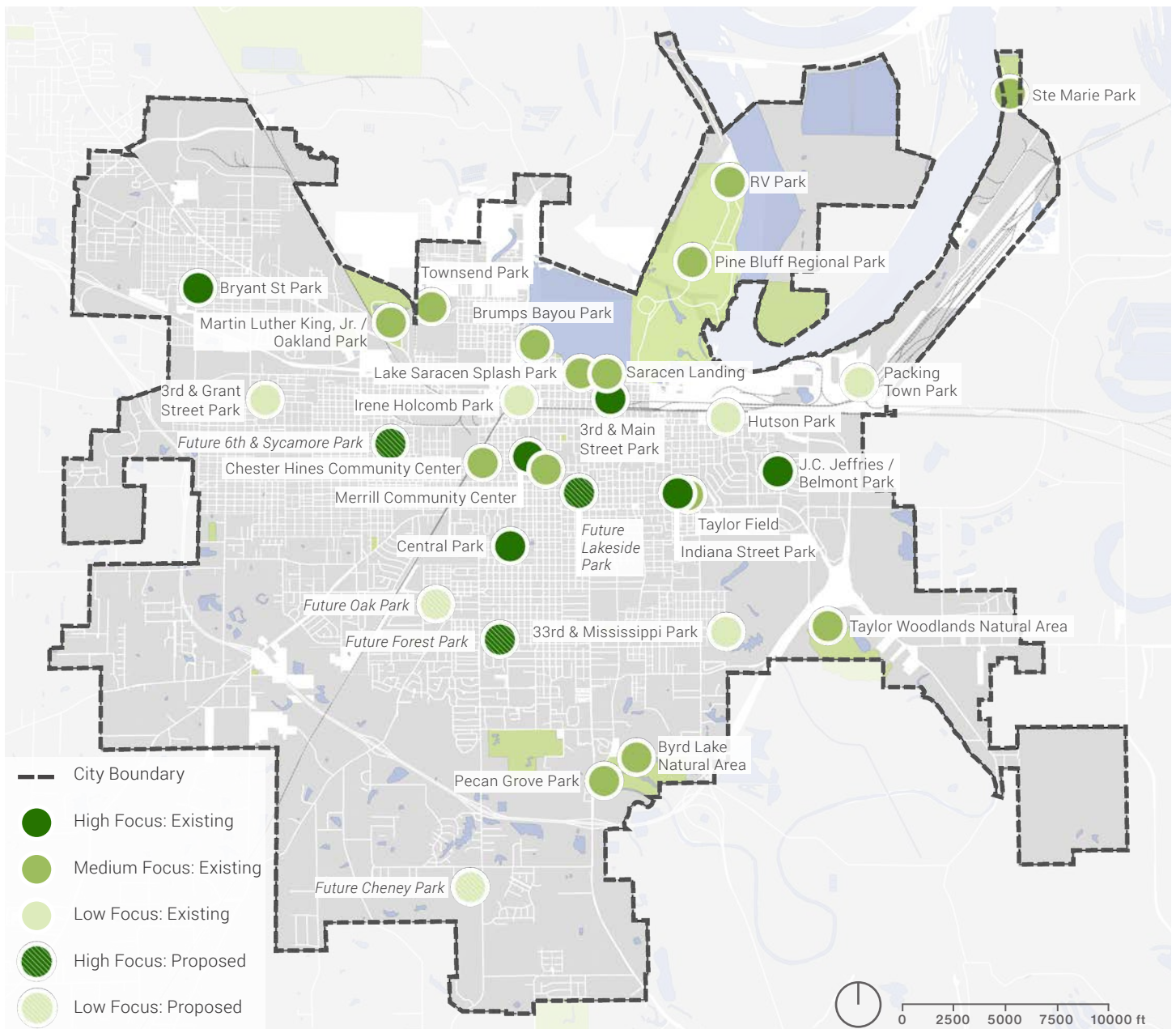


Figure 4.28: Existing and Proposed Park Focus

in the future. The plan recommends additional neighborhood center sites, and recommends reducing focus and expenditure on underutilized parks. It provides guidance for operating parks based on priority: high-focus, medium-focus, and low-priority parks are identified, as are opportunities for future park sites.

Wayfinding

Wayfinding is designing a hierarchy of signage and landmarks to guide people through the built environment toward intended destinations. Many cities welcome guests with a monument sign that tells them they have arrived but often fail to direct or provide cues on how to find important destinations beyond. Wayfinding is recommended along major corridors, in downtown, and other critical areas of Pine Bluff. The hierarchy for signage is divided into gateway monuments, primary vehicular, secondary vehicular, and pedestrian wayfinding. A wayfinding map for the City of Pine Bluff is located on page 95 showing key corridors through the city and prime wayfinding locations to provide direction to destinations.

Drainage

As previously mentioned, many drainage systems in Pine Bluff should be cleaned to remove debris negatively affecting runoff efficiency. Drainage facility types are as follows:

- Man-made drains
- Natural drainage channels
- LID Facilities

Future construction and rehabilitation should be coordinated with appropriate land use investment and street work. Mapping the city's entire drainage system, inventorying all storm drain systems and hiring a city engineer to oversee drainage processes are recommended.

A Guide for Prioritizing Drainage and Road Improvements is shown on page 102. These twelve items will help the City when analyzing where capitol funds should be spend to mediate stormwater management issues.

Sustainability & LID

Sustainable neighborhoods properly mitigate storm water runoff and collect water where needed. Applications for LID vary from reducing flooding, improving water quality, reusing and conserving water, and efficiently utilizing energy. There are many design tools in the LID toolbox that can be used to mimic the natural process to reduce or control drainage. Page 104-105 provides photos and definitions of the following facilities:

- Dry swale
- Retention Pond
- Surface sand filter
- Filter strip
- Green roof
- Pervious paving
- Riparian buffer
- Rain garden
- Infiltration basin
- Bioswale

Low-impact development can influence the infrastructure of a community in different ways based on the scale of the area, the issues that require a solution, and the chosen approach to remedy those issues. These solutions can be applied at three scales: citywide, neighborhood or district scale, and individual sites.

Table 4.30: LID Facility Selection Guide on pages 108-109 provides the City a means for evaluating appropriate LID solutions based on scale and the issue to be resolved. The map on page 110 depicts LID focus areas, the 100- and 500-year floodplains, and the existing drains within in the city limits.

Transit

Although transit is not the primary focus of the Plan, it is an important city service that is part of the larger picture of infrastructure investments and should be coordinated accordingly. A transit system's network is important to create a more connected and user-friendly system to serve every area of the city equitably. Recommendations include communication of transit maps and schedules, maintenance budgets, network destinations and routes, paratransit services, and the addition of a transfer facility. An existing transit network map is shown in Figure 4.32 on page 115.

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5.0 Focus

Rebuilding requires focus and patience. To achieve positive change, the city must first look inward to focus and coordinate internally. This will prevent departmental silos and promote collaboration, which will provide momentum that can be carried out beyond city hall to engage citizens, churches, nonprofits, business, Go Forward Pine Bluff and developers. The following are the recommended eight steps toward a focused municipality.

The Plan identifies six areas of town for immediate, targeted effort that the City should actively pursue and five areas to support or prepare for investment by others. Each area of focus in this chapter examines the location of the focus area (where), the Purpose of improvement (why), and Action Steps/Action Plan to achieve success (how). Each focus area includes maps and cross sections for street improvements as well as 3D graphics showing proposed planning solutions for the more complex areas of town (i.e. page 142 & 144 near UAPB or page 156 for JRMC and page 167 for the Pine Mall redevelopment).

These focus areas with detailed recommendations are as follows:

- Downtown & Civic Center
- Main & Harding
- UAPB & University Park
- Jefferson Square
- Merrill Center
- Jefferson Regional Medical Center
- Blake & 13th
- 28th Avenue
- East End / Pines Mall

These areas were chosen for their transformative potential and their dispersal throughout the city. Some efforts are complex while others are not. When completed, each area will contribute to stabilization, providing the means to invest more broadly in the future.

Specific short-term and long-term action steps for each focus area are discussed in detail, including adjustments to existing plans, ordinances, standards, or policies, coordination between entities, and specific design changes.

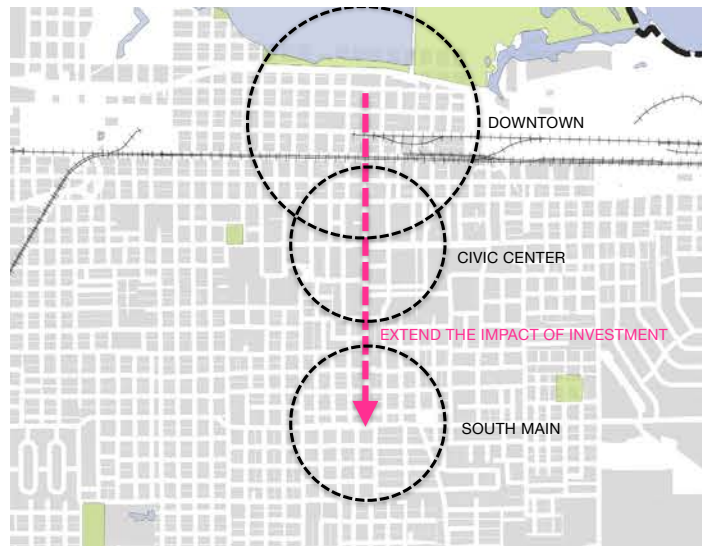


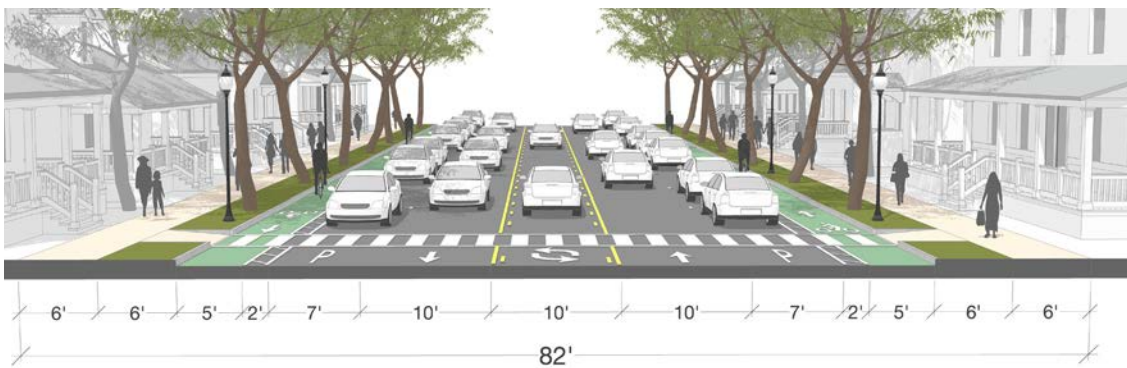
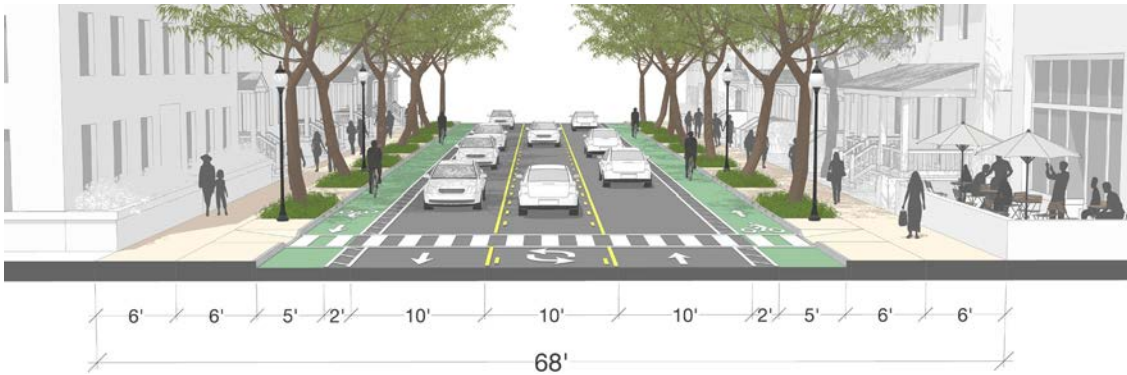
Figure 5.29 - Main and Harding is the Southern Anchor for Main Street



Figure 5.32 - Neighborhood Structure

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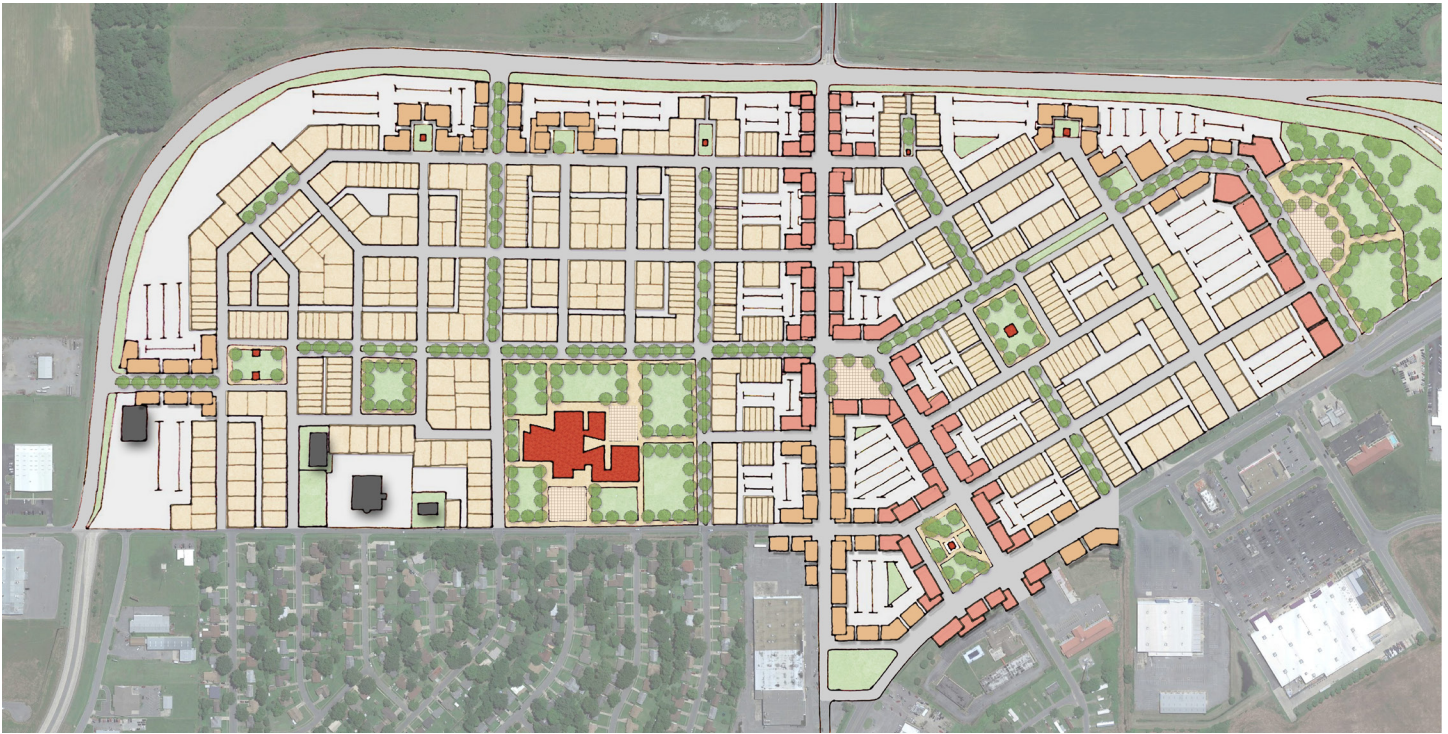
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Graphic examples from the Main & Harding Focus Area

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Graphic examples from the East End/Pines Mall Focus Area

6.0 Tell

The narrative of Pine Bluff must change for its current residents and their everyday reality, before that message can spread: the City must transform its image as a place that “used to be” to a place of “we will be.” This requires leadership at all levels to internalize this higher vision and purpose. Ultimately, community leaders are stewards of this transformation and should speak first about this higher vision and purpose before offering differences that would tear that vision apart. Action steps and tools for measuring success are included in this section.

7.0 Strengthen

Strong neighborhoods are the backbone of a community, especially neighborhoods with residents who interact with each other. A neighborhood center is the key to bringing stability and cohesion to the neighborhood. The Plan identifies neighborhood centers that have a high potential for sustained investment and high probability for redevelopment based on their proximity to existing retail, the structure of the street grid, and proximity to existing institutions.

Page 180 outlines existing and proposed neighborhood centers within the city limits. As mentioned in Parks & Community Facilities, shuttered school sites can act as a

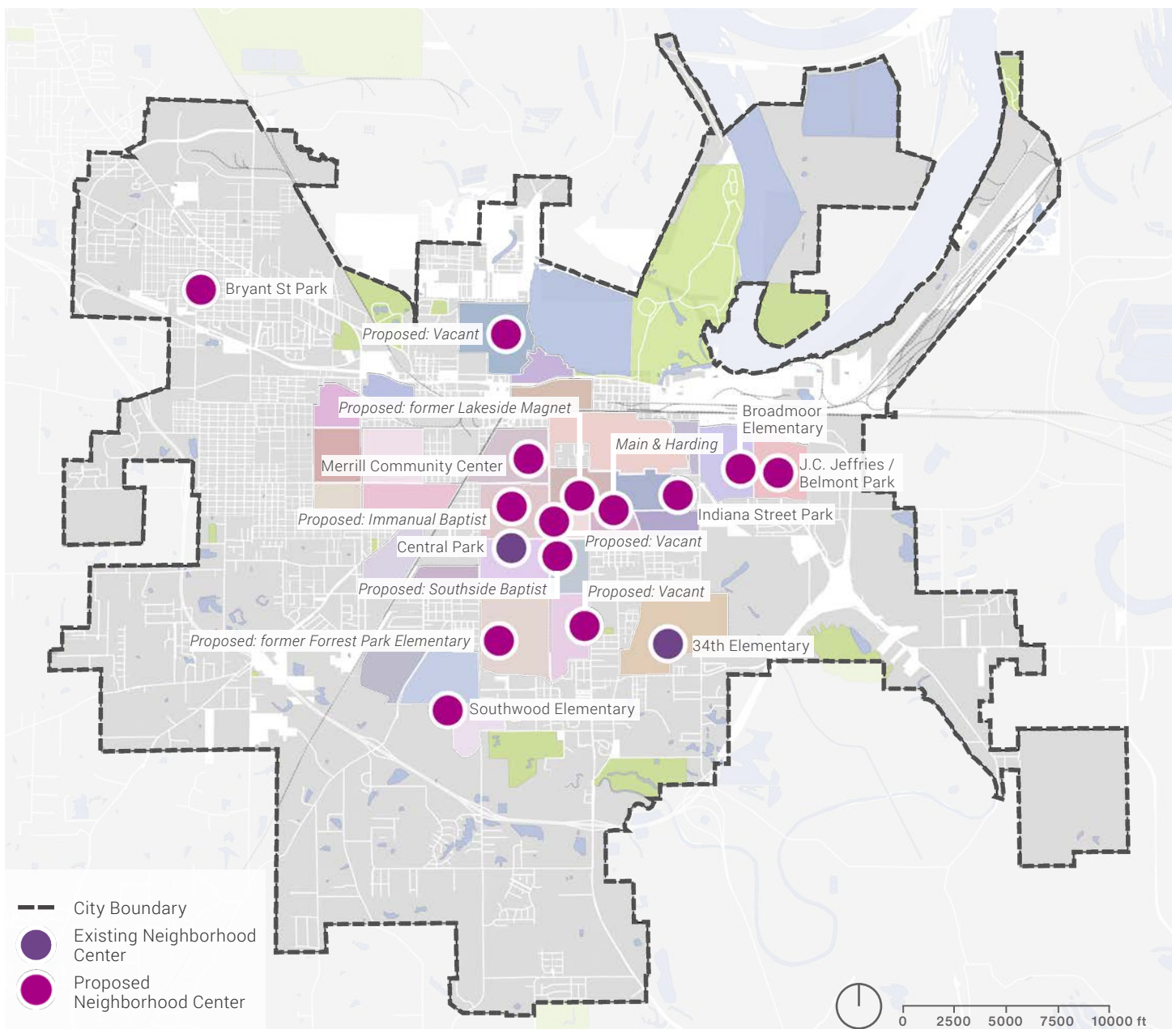


Figure 7.1: Neighborhood Centers

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community center, open space, or public garden location from which redevelopment start.

Neighborhood Regeneration is illustrated on pages 182-184 as a 6-step process in which a typical midblock neighborhood with existing homes and vacant lots can strategically add a neighborhood center (park) that will generate growth on its perimeter streets and how that model can be replicated to act as a catalyst for redevelopment of an area. A neighborhood center may be a park, a church, a school or even a small retail development, which serves the surrounding residents. This non-residential element will act as the nucleus or center that redevelopment can build upon. Action steps and tools for measuring success are included in this section.

Part 3: Implementation

Implementation is broken into four sections addressing these issues:

- Land Transfer – guidance in obtaining and activating underutilized properties
- Urban Infill Strategies – guidance in redeveloping parcels based on their configuration, such as single lots, half blocks, or full blocks
- Departmental Coordination – guidance for organizing departmental efforts and communication to work toward municipal goals
- Implementation Tables – consolidated recommendations from each of the Plan Element chapters, including responsible party and timeline for implementation.

Land Transfer

The first section of Implementation addresses Pine Bluff's greatest challenge: combating deteriorating areas that could lead to long-term negative impacts in the community. This occurs ultimately with the City acquiring property whose owners continually fail to comply with code standards. Legal advice is critical in all steps of this approach.

Urban Infill Strategies

The second section of Implementation are redevelopment recommendations encouraged for properties that come into the ownership of the City or Urban Renewal Authority following acquisition. The strategies detailed in this section consider existing conditions across Pine Bluff, as well as the Future Land Use Map. Examples are provided on a block level and include options for scattered sites infill, longitudinal half block infill, transverse half block infill, and full block infill solutions (see example, below).

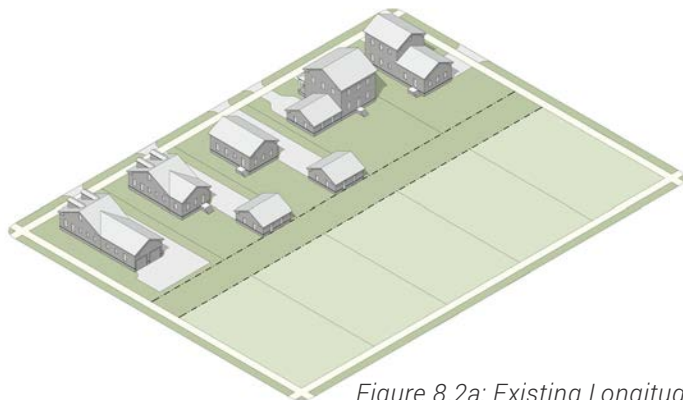


Figure 8.2a: Existing Longitudinal Half Block

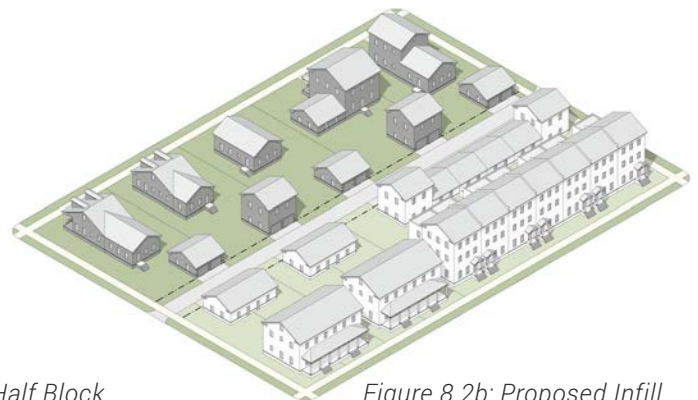


Figure 8.2b: Proposed Infill

Departmental Coordination

The third section of Implementation is the key to executing the comprehensive Plan. The Plan's success is reliant on every single city department being utilized for its most specific recommendations, from sanitation pickup to the office of the mayor. It is imperative that the Plan be implemented through the lens of enabling, prioritizing, and focusing on community development, innovation, and connecting people to resources. This section begins the highly-detailed implementation table describing each of the seven plan elements and the departments or parties responsible for achieving community goals.

Implementation Tables:

The tables on pages 198 – 236 depict all recommendations from the plan in a matrix format listed in order from item 1.0 to 8.12. The tables contain the following information:

- Item number (the recommendation number from each respective Plan Element chapter)
- Topic
- Recommendation
- Responsible group or department
- Timeline (immediate, ongoing, 1-3 years, or 7+ years)
- Plan elements affected by the recommendation

These tables not only provide a way to understand how items are interrelated but a great way to track what items are in each timeline. Many items have multiple responsible parties, which means that communication on process is imperative. City departments can use the timeline column to help set budgets as well as check off items that have been accomplished and/or prioritize ones that need attention.

Prepared by Crafton Tull & DPZ CoDesign

in partnership with:

Urban 3

Ash+Lime

Nelson Architectural Group



Crafton Tull

DPZ
CODESIGN