

EXHIBIT A

This Complete Streets Policy was adopted by Resolution No. 20221213.1 by the City of Panama City on December 13th, 2022.

COMPLETE STREETS POLICY OF THE CITY OF PANAMA CITY

A. DEFINITIONS

1. "Complete Street" means a street or roadway that allows safe and convenient travel by all the following categories of travelers: pedestrians, bicyclists, persons with disabilities, motorists, movers of commercial goods, passengers and operators of public and private transportation, seniors, children, youth, and families.
2. "High Priority Area" means any area that lacks street design elements that encourage the travel modes envisioned for the approved Context Classification area, and/or has a high number of pedestrian/bicycle/vehicle crashes or has priority project funding programmed.
3. "Transportation Project" means any project, program, or practice that affects the transportation network or occurs in the public right-of-way, including any construction, reconstruction, retrofit, signalization or traffic operations, resurfacing, restriping, rehabilitation, maintenance (excluding routine minor maintenance that does not change the roadway geometry or operations, such as mowing, sweeping, and spot repair), operations, alteration, and repair of any public street or road within the City of Panama City (including alleys, bridges, trails, paths, and other elements of the transportation system).
4. "Context Classification" means the character of the surrounding built and natural environments, outside the Right-Of-Way, of any transportation facility. Three Context Classifications, C3 Suburban, C4 Neighborhood General and C5 Downtown and Neighborhood Downtown, are defined based on procedures described in the publication *2022 FDOT Context Classification Guide* (www.fdot.gov)
5. "Functional Classification" is the conventional process by which streets and highways are grouped into classes according to the level mobility and access to surrounding land uses each facility is intended to provide. Functional Classifications include local streets, collectors, minor arterials, and arterials.
6. "Access" means the ability for a roadway user to leave the roadway and interact with an adjacent land use. Access is a key parameter in determining Functional Classification with Arterials providing the least amount of access and local streets providing the most access to adjacent land uses.
7. "Trip Length" means the distance covered by a typical roadway user on a specific roadway. Arterials provide for longer trip lengths while local streets are intended to provide for shorter trip length.

B. COMPLETE STREETS REQUIREMENTS

The City of Panama City strives to develop a balanced and connected citywide multimodal transportation system of Complete Streets designed based on *both* Context Classification and Functional Classification. Toward this end, The City of Panama City will work towards the following:

1. All new Transportation Projects, and associated project phases (including planning, scoping, funding, design, approval, implementation, and maintenance), undertaken within the city will strive to incorporate Complete Streets recommendations identified in this Policy.

The City Manager's Office, or their designee, will work in coordination with advisory committees and ensure consistency with relevant plans.

2. Transportation Projects should improve the community's network of bicycle and pedestrian friendly routes, including routes that connect with transit and allow for convenient access to work, home, commercial areas, and schools.
3. The City is committed to coordinating with adjacent jurisdiction(s) and other relevant public agencies, including Bay County and the Bay County Transportation Planning Organization (TPO) striving to ensure that, wherever possible, the general walkability and network of continuous bicycle and pedestrian-friendly facilities identified in Section B (2) extends beyond Panama City's boundaries into adjacent jurisdictions.
4. The City of Panama City will utilize current editions of street design standards and guidelines that promote and support Complete Streets, including the following:
 - *Manual of Minimum Standards for Design, Construction and Maintenance for Streets and Highways* commonly known as the Florida Greenbook
 - *2022 FDOT Context Classification Guide* (www.fdot.gov)
 - *Designing Walkable Urban Thoroughfares: A Context Sensitive Approach* (Institute of Transportation Engineers/Congress for the New Urbanism)
 - *Pedestrian Safety Guide and Countermeasure Selection System* (U.S. Department of Transportation, Federal Highway Administration)
 - *Urban Street Design Guide* and *Urban Bikeway Design Guide* (National Association of City Transportation Officials, NACTO)
 - *Bicycle Safety Guide and Countermeasure Selection System* (U.S. Department of Transportation, Federal Highway Administration)
 - *Separated Bike Lane Planning and Design Guide* (U.S. Department of Transportation, Federal Highway Administration)
 - *Manual on Uniform Traffic Control Devices, MUTCD* (Federal Highway Administration)

C. LEAD DEPARTMENT

The City Manager's Office, or their designee, will lead the implementation of this Policy.

D. IMPLEMENTATION

The following steps should be taken within a calendar year of the effective date of this Policy:

1. All street design standards, rules, internal manuals, or other procedures used in the planning, design, and implementation phases of public and private street design, including Chapter 109 of the City's Unified Land Development Code, should be reviewed for compatibility with the standards of this Policy and be updated as needed.
2. Provide relevant training to city staff and contractors.
3. Identify High Priority Areas across the city.

E. EXCEPTIONS

The City Manager's Office may determine exceptions to this Policy on a project-by-project basis. Exceptions may be made when the use of a roadway by a specific user category is prohibited by law (e.g., pedestrians on an interstate highway, vehicles on a pedestrian way). In this case, accommodations for the excluded user category will be planned for an alternate route. Exceptions could also be made when the cost would be excessively disproportionate to current or future need.

F. STREET DESIGN

New Transportation Projects are subject to the Context and Functional classifications provided on the Complete Streets Map, and shall be designed in accordance with the Street Design Matrix and typical street sections included below.

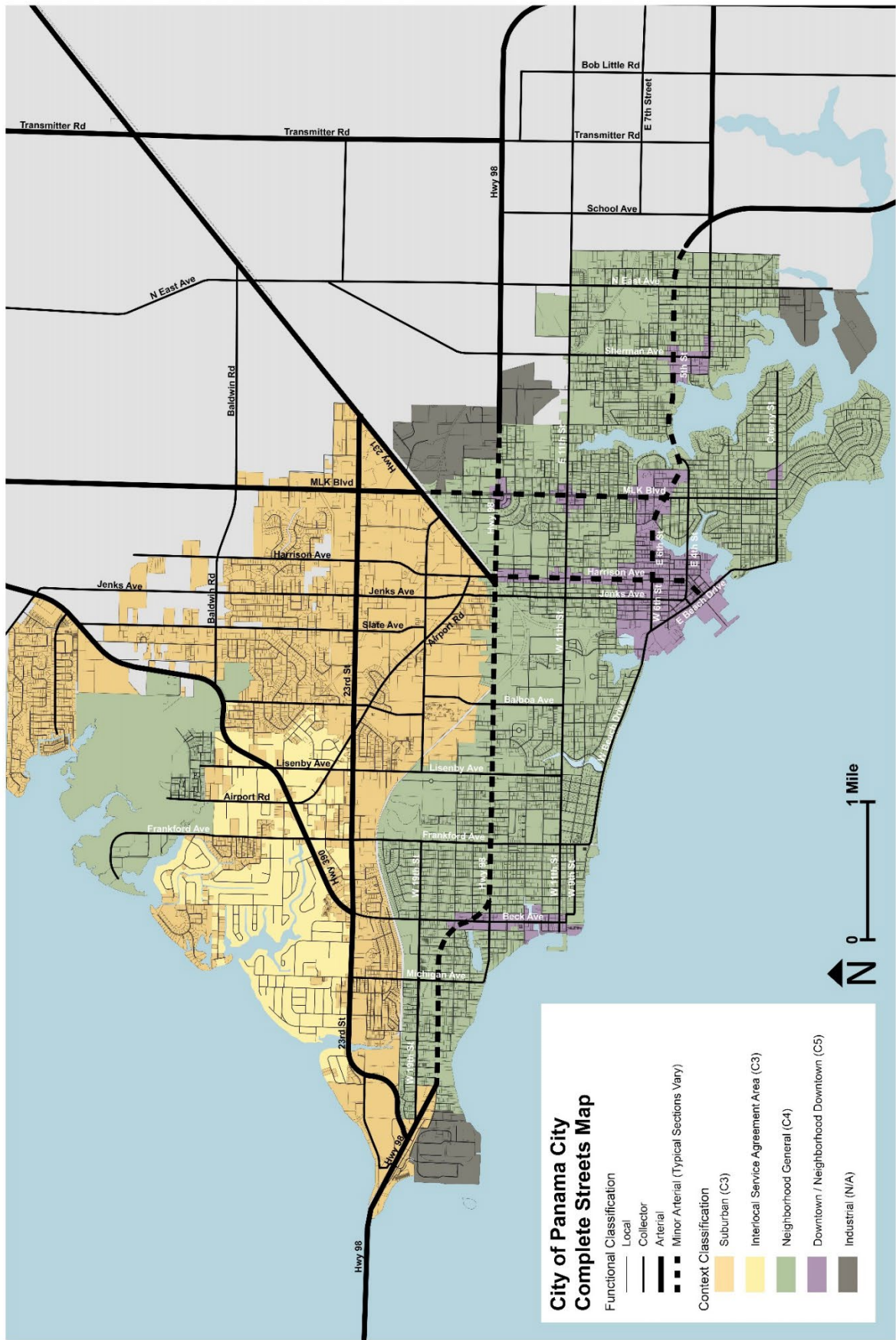
Typical Street Sections

The following matrix and cross section drawings show street design elements for each combination of Context Classification and Functional Classification as applied within Panama City, FL. Street designs should follow this guidance to inform elements of planning and preliminary engineering design. All travel and parking lane widths are measured to the Face of Curb.

These typical sections are augmented with specialty streets designed for unique context and multi-modal, walkable mobility conditions. Harrison Avenue is included after the standard street sections as an example of a built specialty street. Other examples of acceptable specialty street designs are also shown in the following pages. These additional street designs were developed as part of the Downtown and Neighborhood Planning efforts post-Hurricane Michael.

Table 1. Context and Functional Classification

Context Classification	Functional Classification			
	Local Street	Collector Street	Minor Arterial Street	Arterial Street
C3 Suburban	Low Speed, 2 Lane, Short Distance	Medium Speed, 2 or 4 Lane, Medium Distance	Medium Speed, 2 or 4 Lane, Intermediate Distance	Higher Speed, 2 - 6 Lane, Longer Distance
C4 Neighborhood General	Low Speed, 2 Lane, Short Distance	Low Speed, 2 Lane, Medium Distance	Medium Speed, 2 - 4 Lane, Longer Distance	N. A.
C5 Neighborhood Downtown / Downtown	Low Speed, 2 Lane, Short Distance	Low Speed, 2 Lane, Medium Distance	Low Speed, 2 - 4 Lane, Longer Distance	N. A.

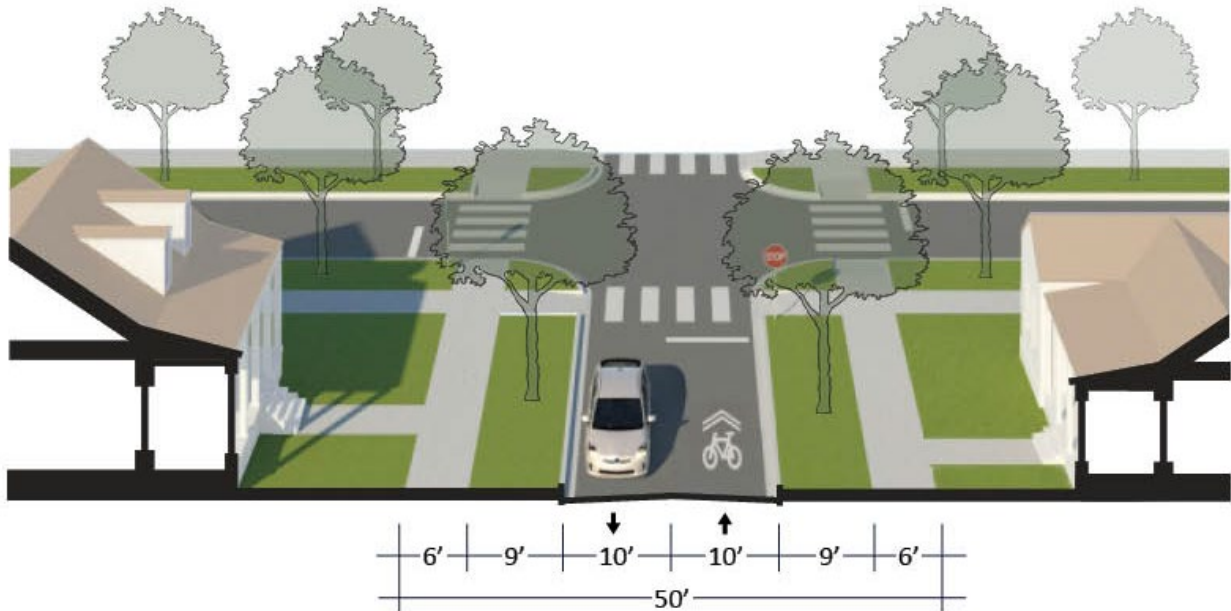


Street Design Matrix

		Street Design Standards								
Priority	Street Design Elements	C3 / Local	C3 / Collector	C3 / Arterial	C4 / Local	C4 / Collector	C4 / Minor Arterial	C5 / Local	C5 / Collector	C5 / Minor Arterial
1	Max Speed Limit	25 mph	40 mph	40-45 mph	25 mph	30 mph	30 mph	25 mph	30 mph	25-30 mph
2	Lane Width	2 Lanes, 9 - 10 ft	2 - 4 Lanes, 11 - 12 ft	2 - 6 Lanes, 11 - 12 ft	2 Lanes, 9 - 10 ft	2 Lanes, 10 ft	2 - 4 Lanes, 10 - 11 ft	2 Lanes, 9 - 10 ft	2 Lanes, 10 ft	2 - 4 Lanes, 10 ft
3	Side-walks	5' min / 6' pref	5' min / 6' pref	5' min / 8' pref	5' min / 6' pref	6' min / 8' pref	6' min / 8'+ pref	5' min / 8' pref	6' min / 8' pref	6' min / 10'+ pref
4	Street Trees / Planting Zone	Every 40 ft pref Planting strip, 4' min / 5'+ pref	Every 40 ft Planting strip, 4' min / 5'+ pref	Every 40 ft Planting strip, 4' min / 6'+ pref	Every 30 ft pref Planting strip, 4' min / 5'+ pref	Every 30 ft Planting strip or tree grate, 4' min / 5'+ pref	Every 30 ft Planting strip or tree grate, 4' min / 6'+ pref	Every 30 ft Planting strip or tree grate, 4' min / 5'+ pref	Every 30 ft Planting strip or tree grate, 4' min / 5'+ pref	Every 30 ft Tree grate, 4' min / 5'+ pref
5	Edge/ Drainage Type	Curb / Swale	Curb / Swale	Curb / Swale	Curb / Swale	Curb/ Swale	Curb	Curb	Curb	Curb
6	Bicycle Facilities	Shared Lanes	Separate Lanes	Separate Lanes	Shared Lanes	Separate or Shared Lanes	Separate or Shared Lanes	Shared Lanes	Separate or Shared Lanes	Separate or Shared Lanes
7	On Street Parking	Optional	Optional	No	Optional	Preferred	Preferred	Preferred	Yes	Yes
8	Corner Radius	10 – 20 ft	20 – 30 ft	20 – 30 ft	10 – 15 ft	10 – 15 ft	10 – 15 ft	10 – 15 ft	15 ft	15 ft

Context Classification	C3 Suburban	C4 Neighborhood General	C5 Neighborhood Downtown
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C3 Suburban Neighborhood Local Street

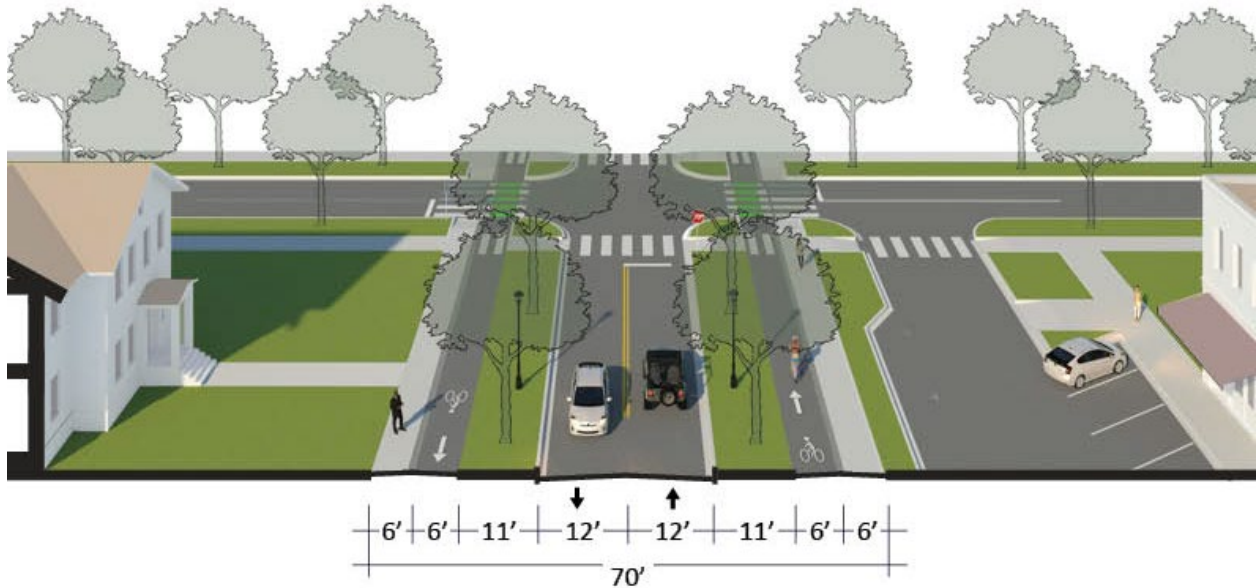


C3 / LOCAL



Priority	Street Design Elements	C3 / Local
1	Max Speed Limit	25 mph
2	Lane Width	2 Lanes, 9 - 10 ft
3	Sidewalks	5' min / 6' pref
4	Street Trees / Planting Zone	Every 40 ft pref / Planting strip, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb / Swale
6	Bicycle Facilities	Shared Lanes
7	On Street Parking	Optional
8	Corner Radius	10 – 20 ft
		C3 / Local

C3 Suburban Neighborhood Collector Street

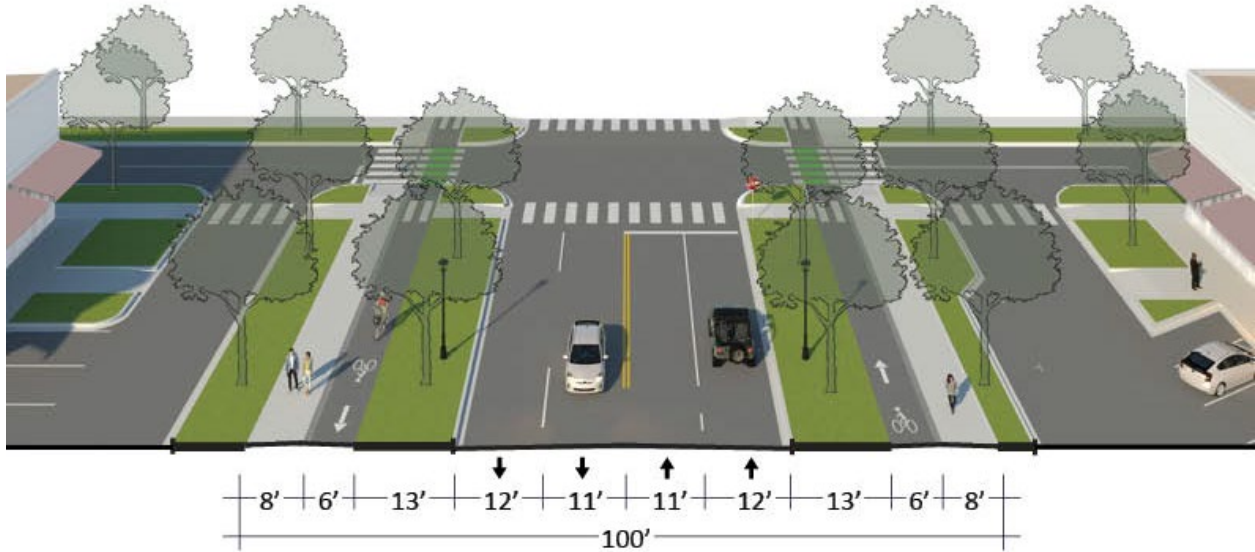


C3 / COLLECTOR



Priority	Street Design Elements	C3 / Collector
1	Max Speed Limit	40 mph
2	Lane Width	2 - 4 Lanes, 11 - 12 ft
3	Sidewalks	5' min / 6' pref
4	Street Trees / Planting Zone	Every 40 ft / Planting strip, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb / Swale
6	Bicycle Facilities	Separate Lanes
7	On Street Parking	Optional
8	Corner Radius	20 – 30 ft
		C3 / Collector

C3 Suburban Neighborhood Arterial Street

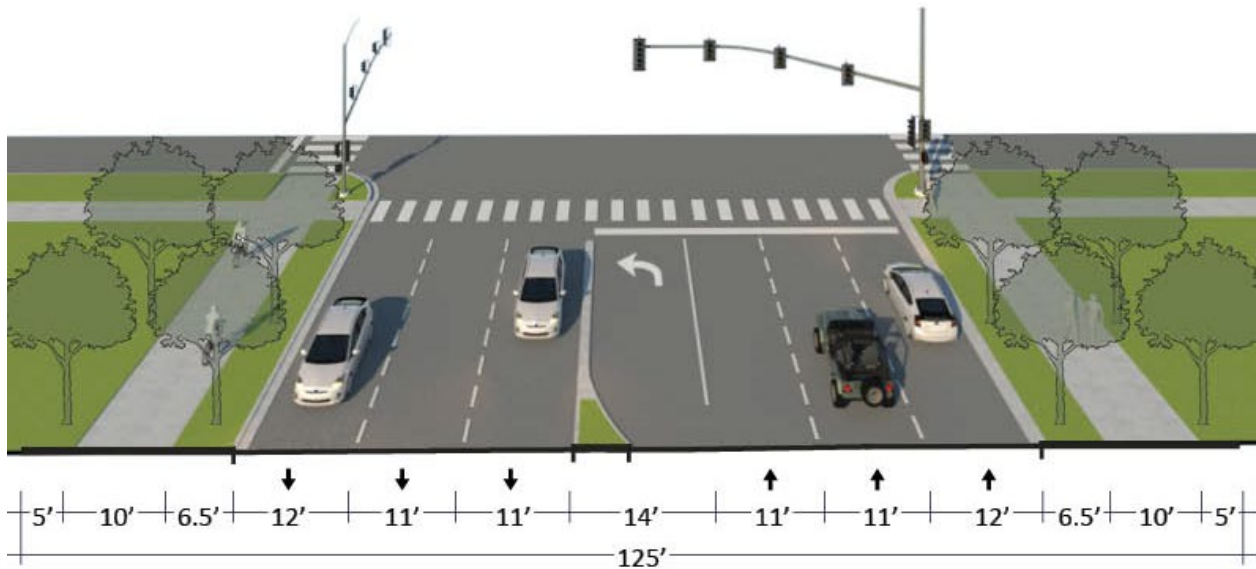


C3 / ARTERIAL



Priority	Street Design Elements	C3 / Arterial
1	Max Speed Limit	40-45 mph
2	Lane Width	2 - 6 Lanes, 11 - 12 ft
3	Sidewalks	5' min / 8' pref
4	Street Trees / Planting Zone	Every 40 ft / Planting strip, 4' min / 6'+ pref
5	Edge / Drainage Type	Curb / Swale
6	Bicycle Facilities	Separate Lanes
7	On Street Parking	No
8	Corner Radius	20 – 30 ft
		C3 / Arterial

C3 Suburban Arterial Street

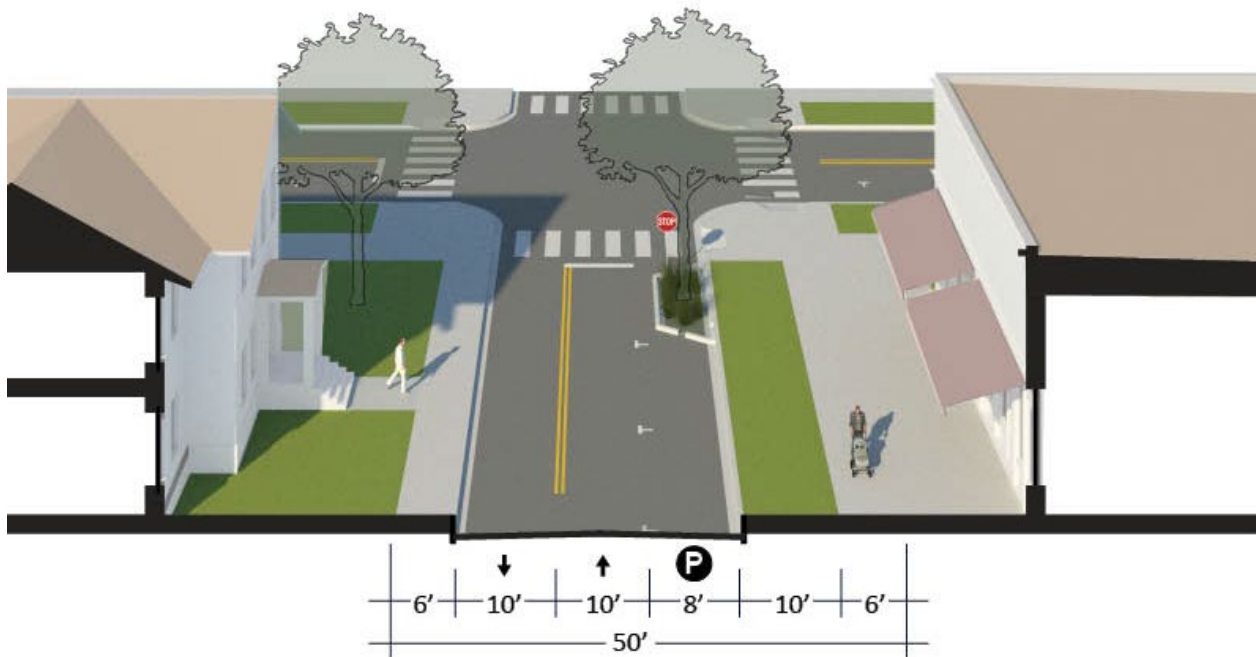


C3 / ARTERIAL (6 LANE ALTERNATIVE)



Priority	Street Design Elements	C3 / Arterial
1	Max Speed Limit	40-45 mph
2	Lane Width	2 - 6 Lanes, 11 - 12 ft
3	Sidewalks	5' min / 8' pref
4	Street Trees / Planting Zone	Every 40 ft / Planting strip, 4' min / 6'+ pref
5	Edge / Drainage Type	Curb / Swale
6	Bicycle Facilities	Separate Lanes
7	On Street Parking	No
8	Corner Radius	20 – 30 ft
		C3 / Arterial

C4 Neighborhood Local Street

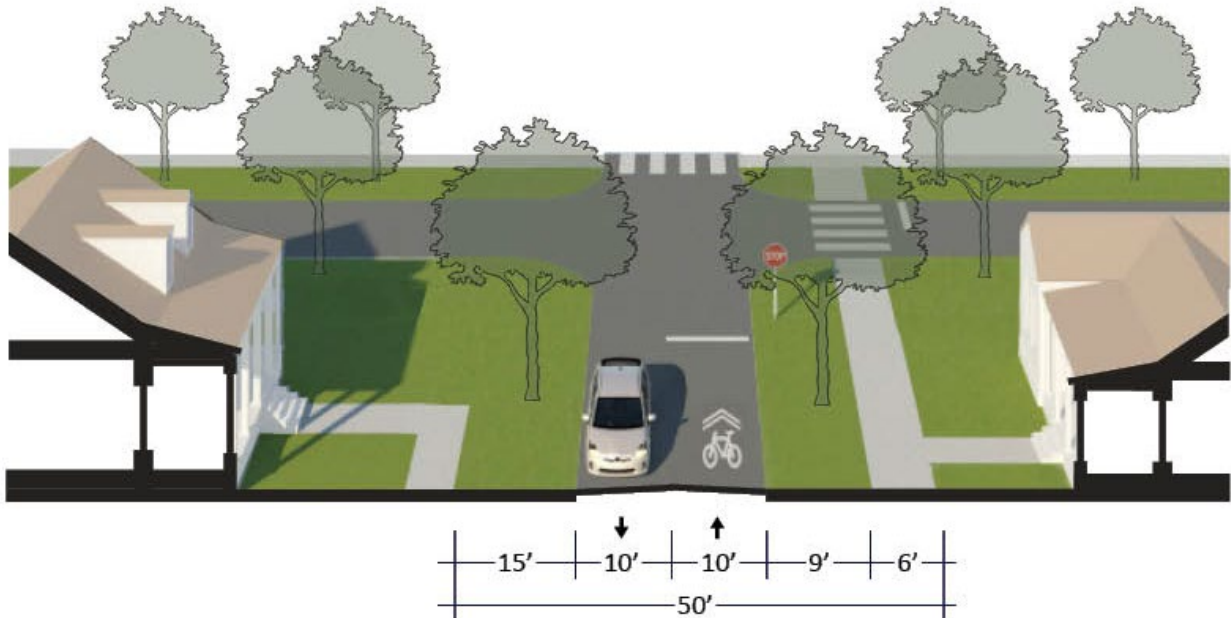


C4 / LOCAL



Priority	Street Design Elements	C4 / Local
1	Max Speed Limit	25 mph
2	Lane Width	2 Lanes, 9 - 10 ft
3	Sidewalks	5' min / 6' pref
4	Street Trees / Planting Zone	Every 30 ft pref Planting strip, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb / Swale
6	Bicycle Facilities	Shared Lanes
7	On Street Parking	Optional
8	Corner Radius	10 – 15 ft
		C4 / Local

C4 Neighborhood Local Street (residential)

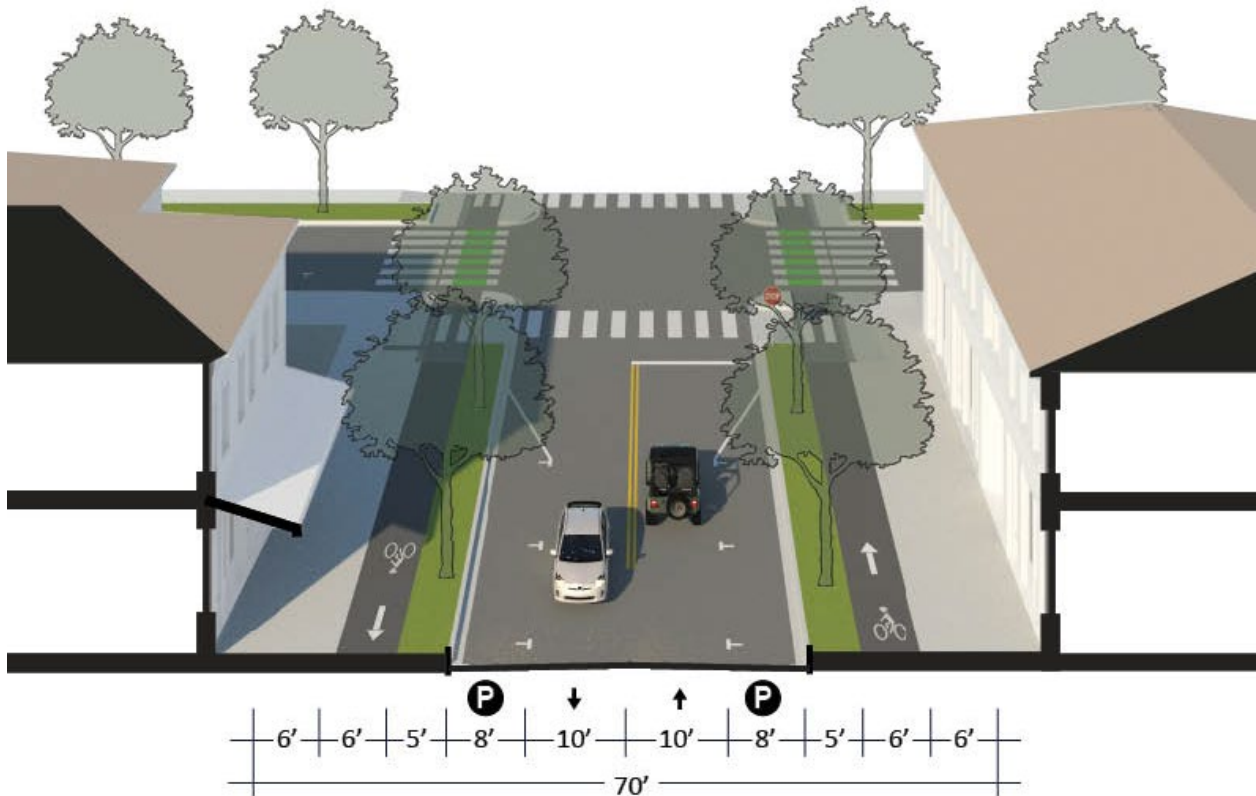


C4 / LOCAL (RESIDENTIAL)



Priority	Street Design Elements	C4 / Local
1	Max Speed Limit	25 mph
2	Lane Width	2 Lanes, 9 - 10 ft
3	Sidewalks	5' min / 6' pref
4	Street Trees / Planting Zone	Every 30 ft pref / Planting strip, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb / Swale
6	Bicycle Facilities	Shared Lanes
7	On Street Parking	Optional
8	Corner Radius	10 – 15 ft
		C4 / Local

C4 Neighborhood Collector Street

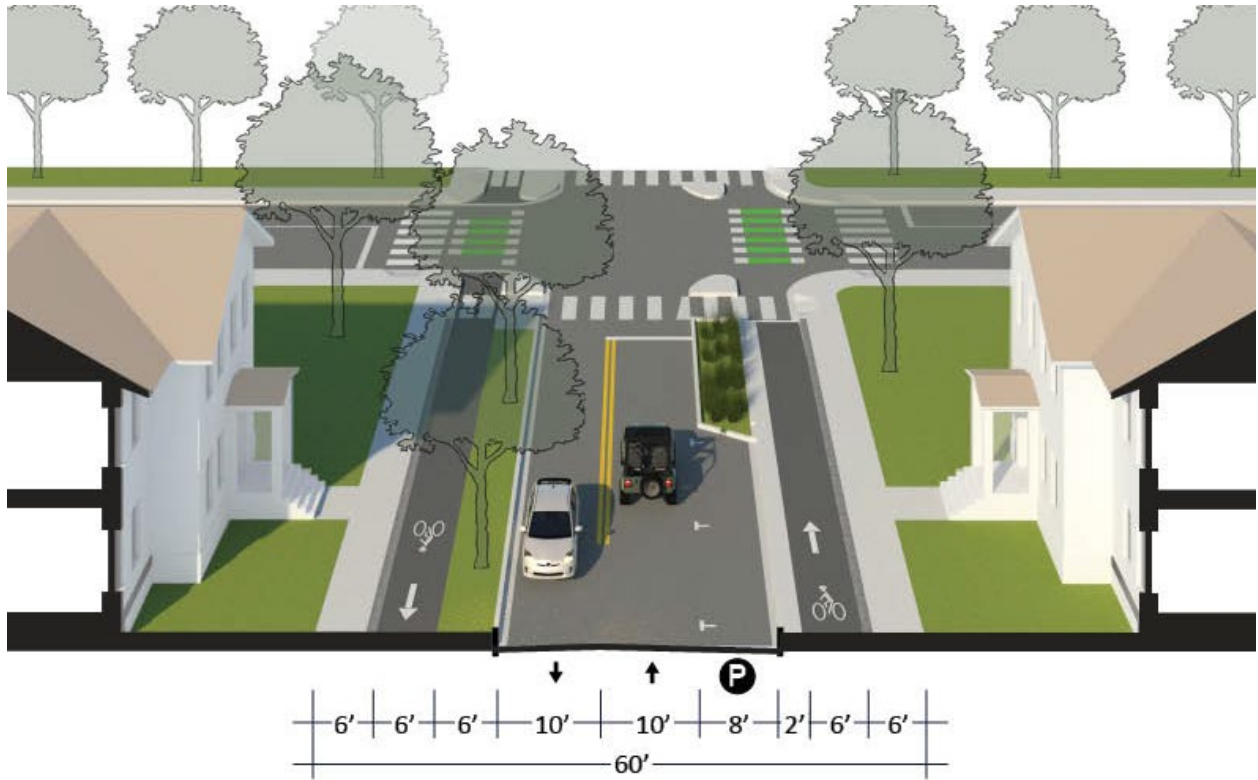


C4 / COLLECTOR



Priority	Street Design Elements	C4 / Collector
1	Max Speed Limit	30 mph
2	Lane Width	2 Lanes, 10 ft
3	Sidewalks	6' min / 8' pref
4	Street Trees / Planting Zone	Every 30 ft / Planting strip or tree grate, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb/ Swale
6	Bicycle Facilities	Separate or Shared Lanes
7	On Street Parking	Preferred
8	Corner Radius	10 – 15 ft
		C4 / Collector

C4 Neighborhood Collector Street (residential)

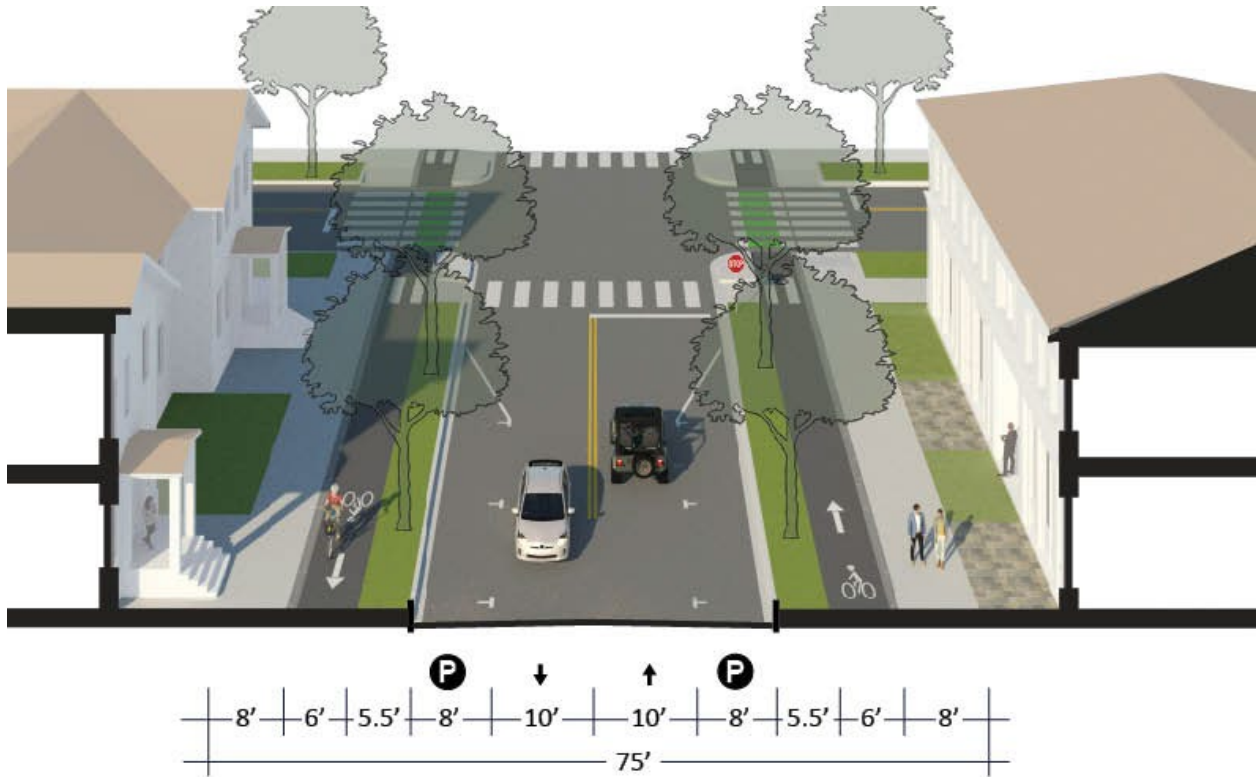


C4 / COLLECTOR (RESIDENTIAL)



Priority	Street Design Elements	C4 / Collector
1	Max Speed Limit	30 mph
2	Lane Width	2 Lanes, 10 ft
3	Sidewalks	6' min / 8' pref
4	Street Trees / Planting Zone	Every 30 ft / Planting strip or tree grate, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb/ Swale
6	Bicycle Facilities	Separate or Shared Lanes
7	On Street Parking	Preferred
8	Corner Radius	10 – 15 ft
		C4 / Collector

C4 Neighborhood Minor Arterial Street

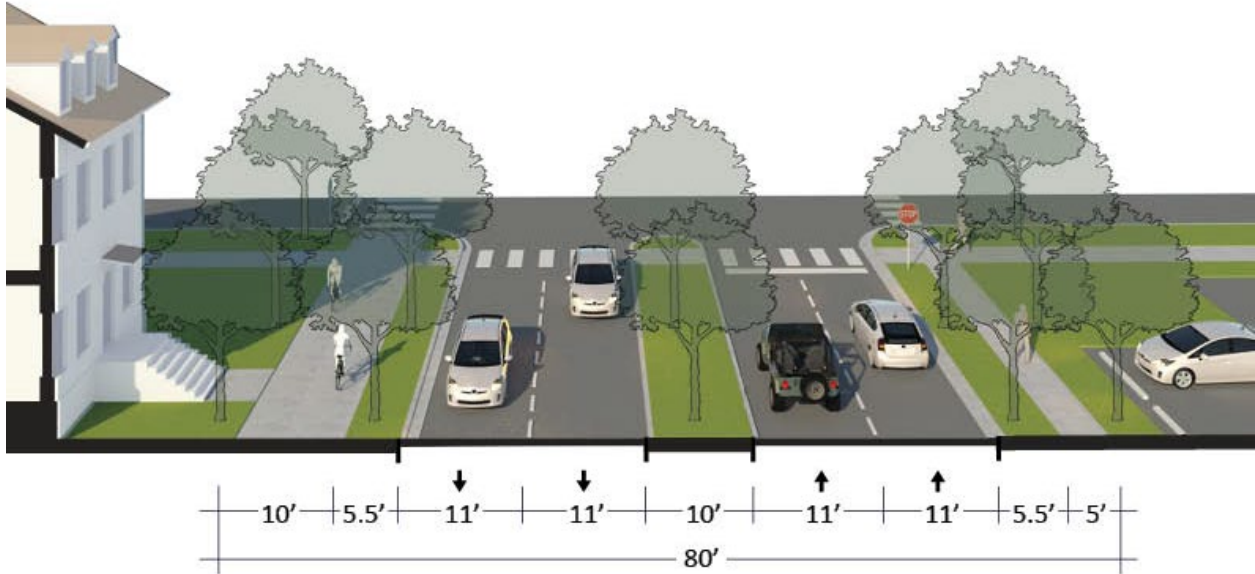


C4 / MINOR ARTERIAL



Priority	Street Design Elements	C4 / Minor Arterial
1	Max Speed Limit	30 mph
2	Lane Width	2 - 4 Lanes, 10 - 11 ft
3	Sidewalks	6' min / 8'+ pref
4	Street Trees / Planting Zone	Every 30 ft / Planting strip or tree grate, 4' min / 6'+ pref
5	Edge / Drainage Type	Curb
6	Bicycle Facilities	Separate or Shared Lanes
7	On Street Parking	Preferred
8	Corner Radius	10 – 15 ft
		C4 / Minor Arterial

C4 Neighborhood Minor Arterial (alternative)

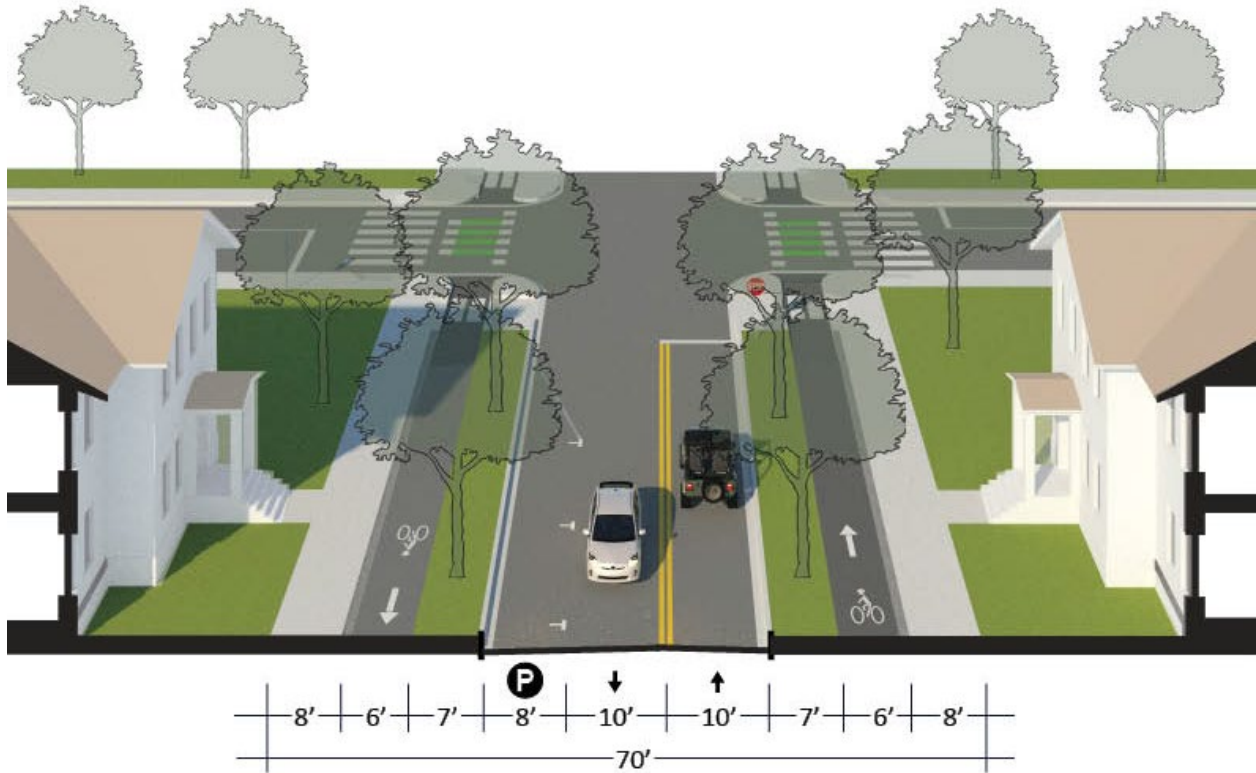


C4 / MINOR ARTERIAL (4 LANE ALTERNATIVE)



Priority	Street Design Elements	C4 / Minor Arterial
1	Max Speed Limit	30 mph
2	Lane Width	2 - 4 Lanes, 10 - 11 ft
3	Sidewalks	6' min / 8'+ pref
4	Street Trees / Planting Zone	Every 30 ft / Planting strip or tree grate, 4' min / 6'+ pref
5	Edge / Drainage Type	Curb
6	Bicycle Facilities	Separate or Shared Lanes
7	On Street Parking	Preferred
8	Corner Radius	10 – 15 ft
		C4 / Minor Arterial

C4 Neighborhood Minor Arterial (residential)

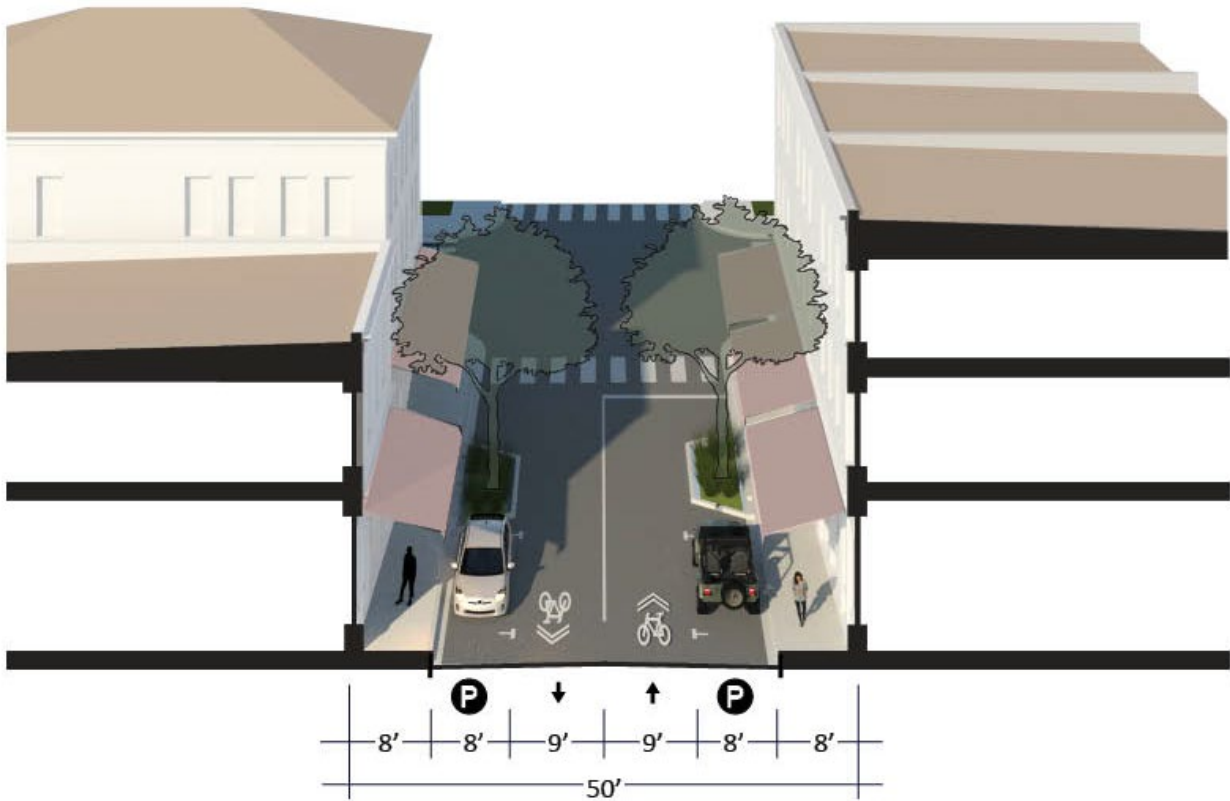


C4 / MINOR ARTERIAL (RESIDENTIAL)



Priority	Street Design Elements	C4 / Minor Arterial
1	Max Speed Limit	30 mph
2	Lane Width	2 - 4 Lanes, 10 - 11 ft
3	Sidewalks	6' min / 8'+ pref
4	Street Trees / Planting Zone	Every 30 ft / Planting strip or tree grate, 4' min / 6'+ pref
5	Edge / Drainage Type	Curb
6	Bicycle Facilities	Separate or Shared Lanes
7	On Street Parking	Preferred
8	Corner Radius	10 – 15 ft
		C4 / Minor Arterial

C5 Neighborhood Center or Downtown Local Street

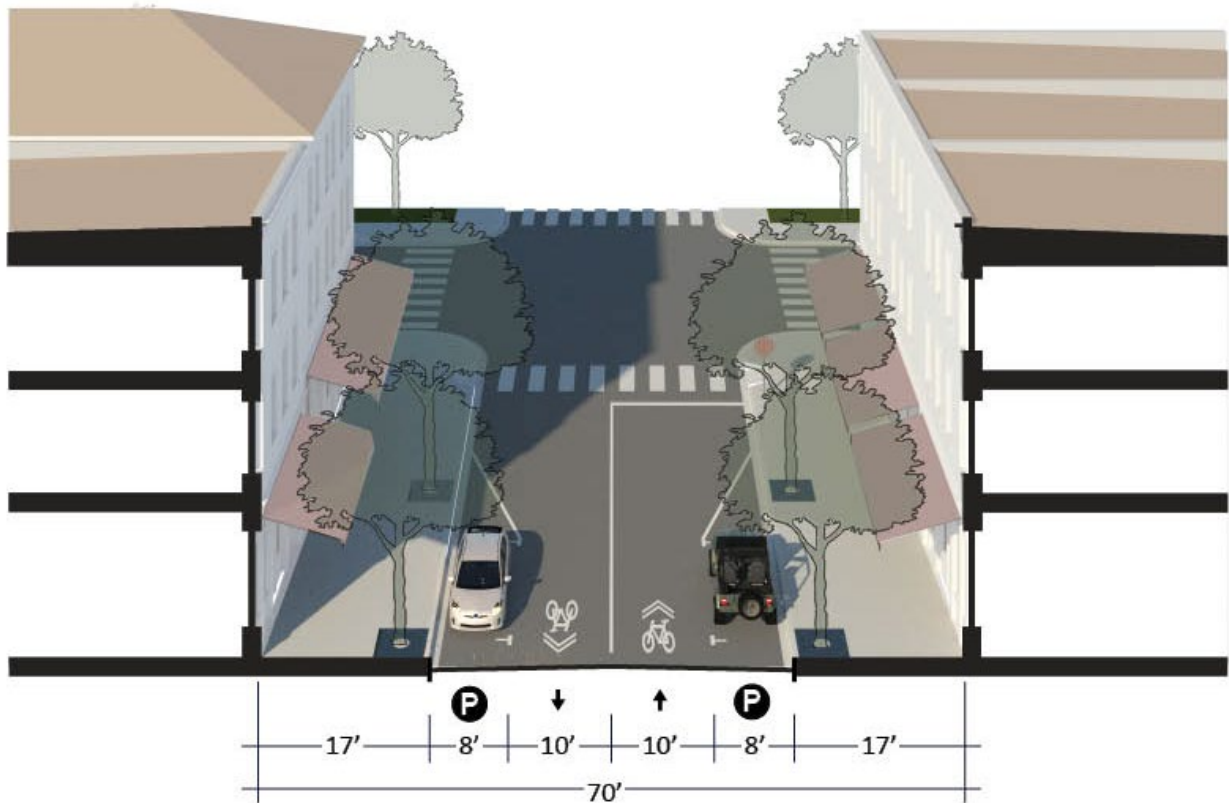


C5 / LOCAL



Priority	Street Design Elements	C5 / Local
1	Max Speed Limit	25 mph
2	Lane Width	2 Lanes, 9 - 10 ft
3	Sidewalks	5' min / 8' pref
4	Street Trees / Planting Zone	Every 30 ft / Planting strip or tree grate, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb
6	Bicycle Facilities	Shared Lanes
7	On Street Parking	Preferred
8	Corner Radius	10 – 15 ft
		C5 / Local

C5 Neighborhood Center or Downtown Collector Street

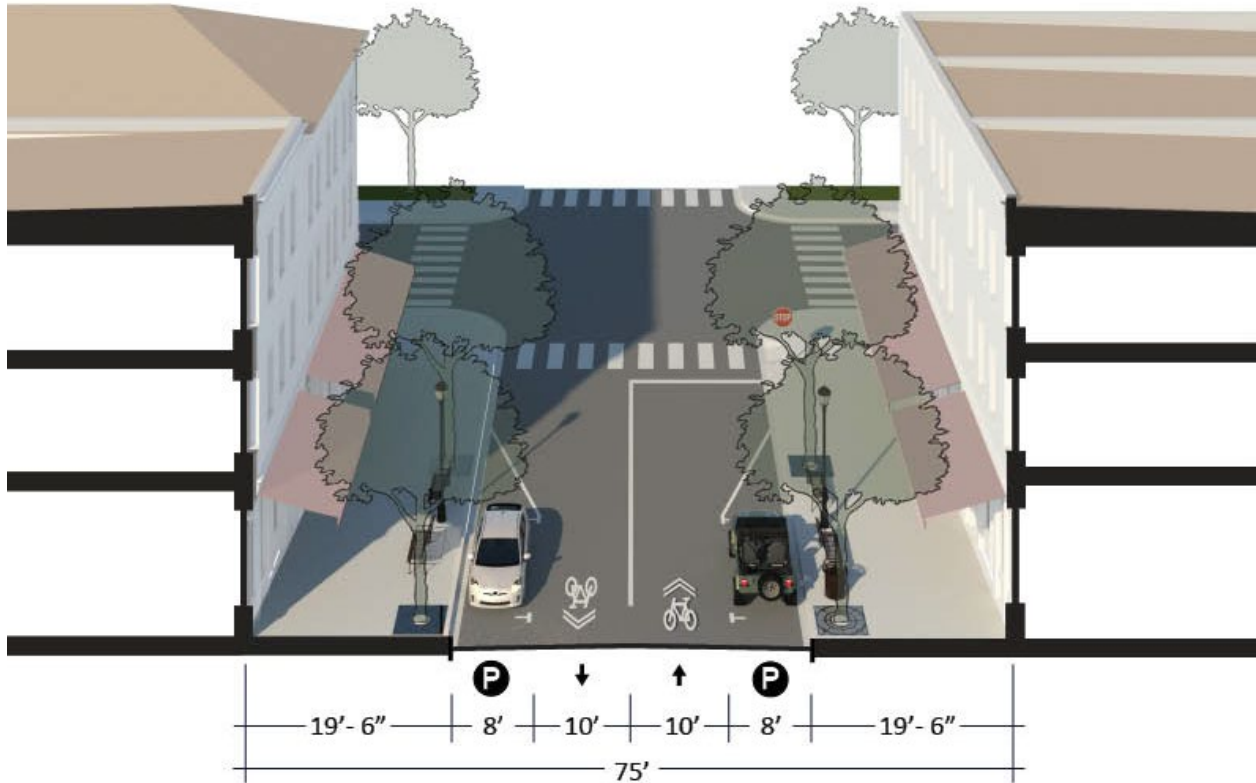


C5 / COLLECTOR



Priority	Street Design Elements	C5 / Collector
1	Max Speed Limit	30 mph
2	Lane Width	2 Lanes, 10 ft
3	Sidewalks	6' min / 8' pref
4	Street Trees / Planting Zone	Every 30 ft / Planting strip or tree grate, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb
6	Bicycle Facilities	Separate or Shared Lanes
7	On Street Parking	Yes
8	Corner Radius	15 ft
		C5 / Collector

C5 Neighborhood Center or Downtown Minor Arterial Street

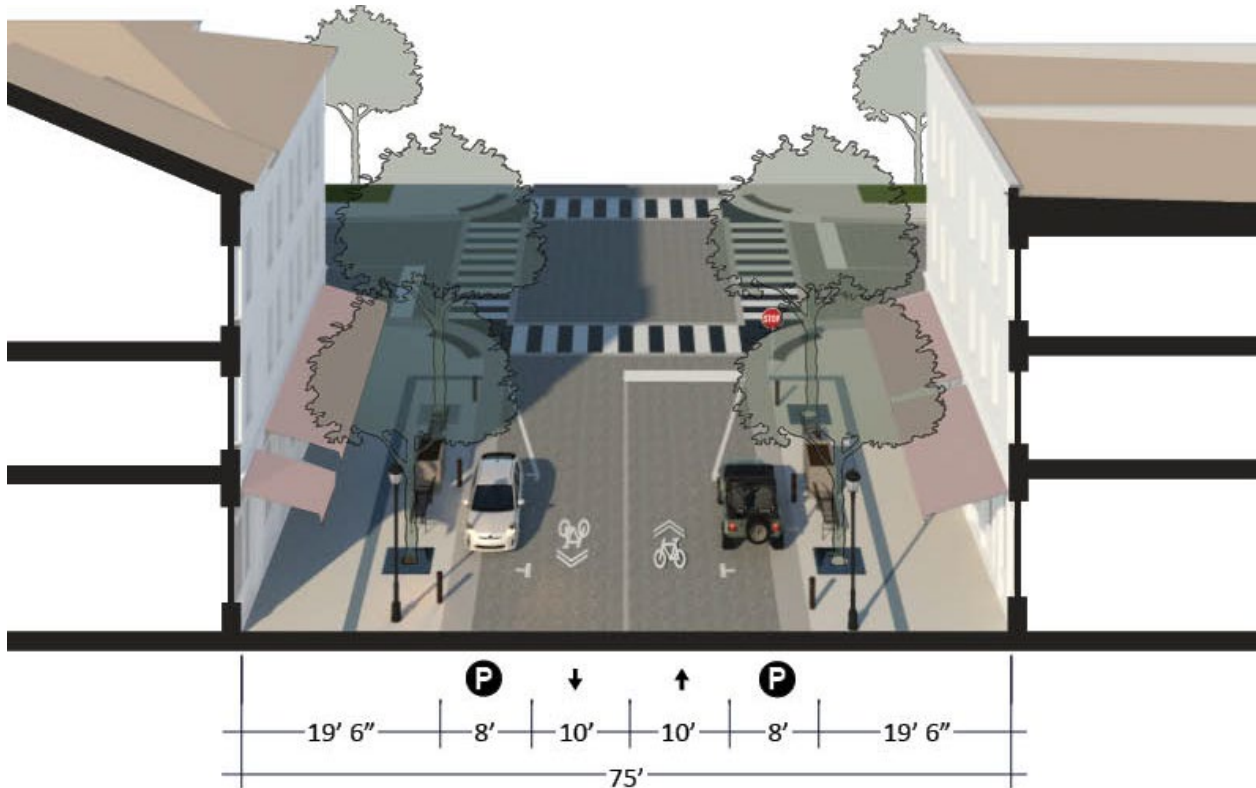


C5 / MINOR ARTERIAL



Priority	Street Design Elements	C5 / Minor Arterial
1	Max Speed Limit	25-30 mph
2	Lane Width	2 - 4 Lanes, 10 ft
3	Sidewalks	6' min / 10'+ pref
4	Street Trees / Planting Zone	Every 30 ft / Tree grate, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb
6	Bicycle Facilities	Separate or Shared Lanes
7	On Street Parking	Yes
8	Corner Radius	15 ft
		C5 / Minor Arterial

C5 Neighborhood Center or Downtown Minor Arterial Street

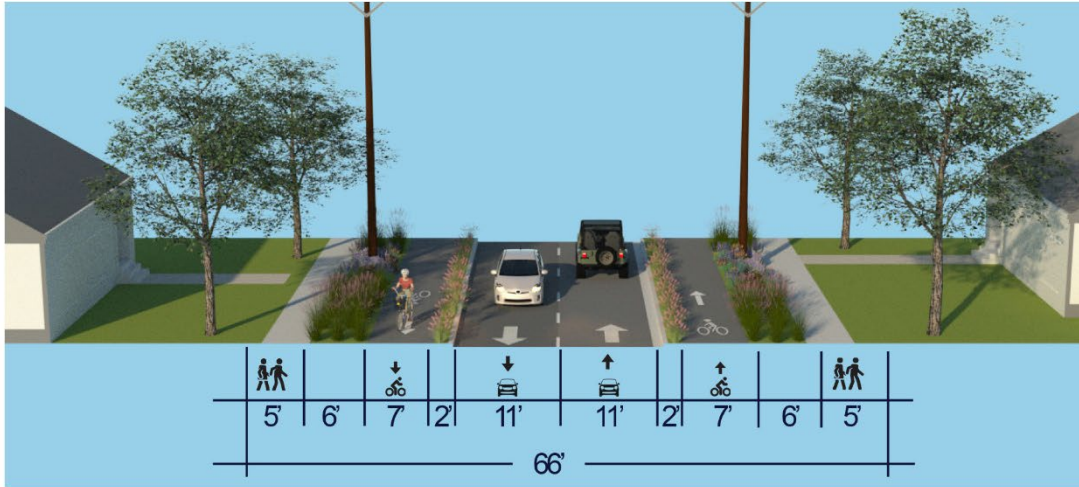


C5 / MINOR ARTERIAL (HARRISON AVENUE)

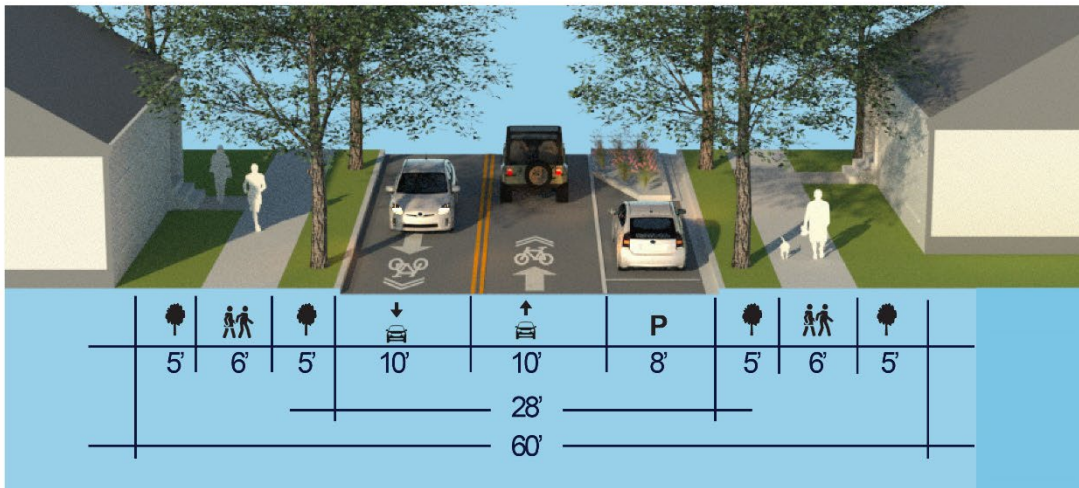


Priority	Street Design Elements	C5 / Minor Arterial
1	Max Speed Limit	25-30 mph
2	Lane Width	2 - 4 Lanes, 10 ft
3	Sidewalks	6' min / 10'+ pref
4	Street Trees / Planting Zone	Every 30 ft / Tree grate, 4' min / 5'+ pref
5	Edge / Drainage Type	Curb
6	Bicycle Facilities	Separate or Shared Lanes
7	On Street Parking	Yes
8	Corner Radius	15 ft
		C5 / Minor Arterial

Additional Examples



11TH STREET, ST ANDREWS (SEE REPORT PAGE 6.49)

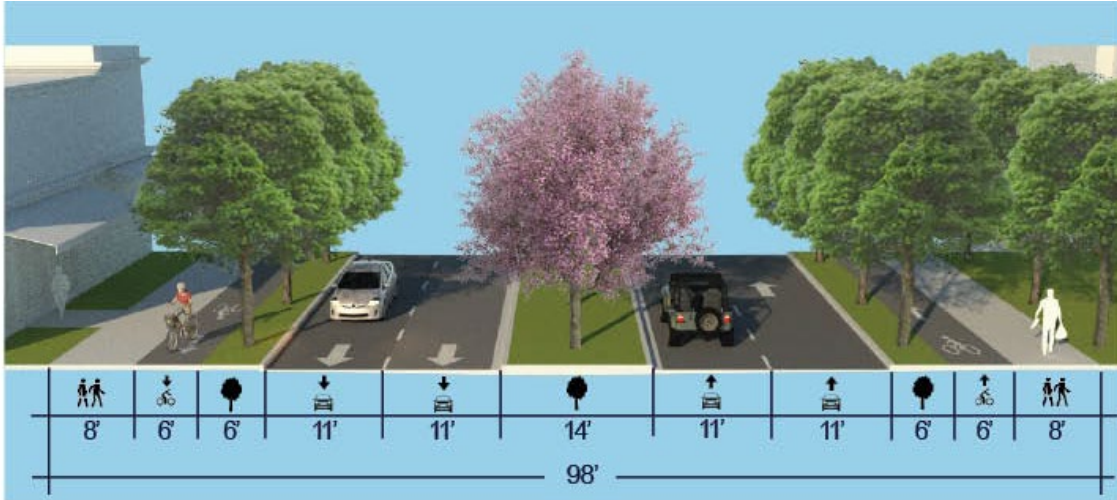


3RD STREET, MILLVILLE (SEE REPORT PAGE 5.50)

C4 / COLLECTOR
 (EXAMPLES FROM THE NEIGHBORHOOD PLANS)



Additional Examples

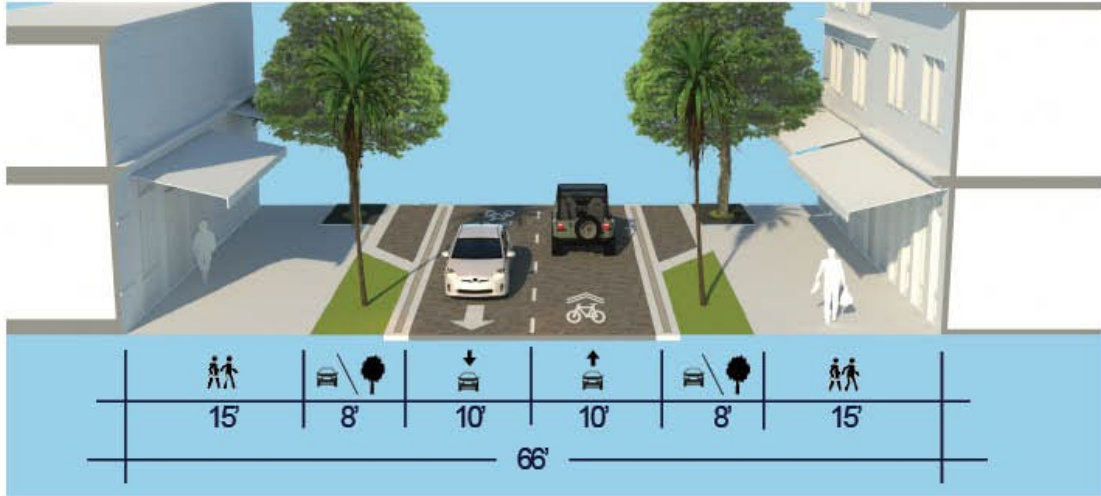


MLK JR. BOULEVARD (SEE REPORT PAGES 4.60-4.61)

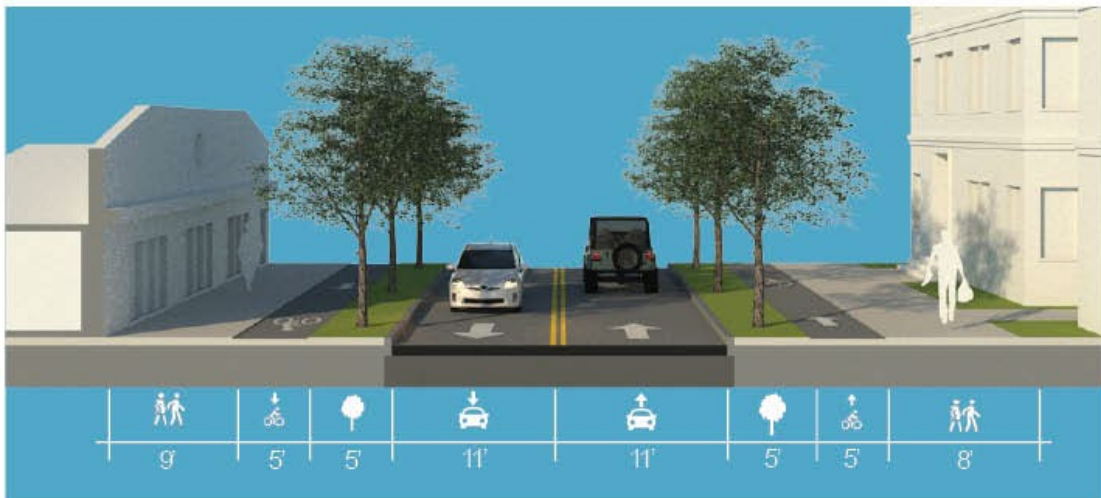
C4 / MINOR ARTERIAL
 (EXAMPLE FROM THE NEIGHBORHOOD PLANS)



Additional Examples



BECK AVE, ST ANDREWS (SEE REPORT PAGE 6.48)

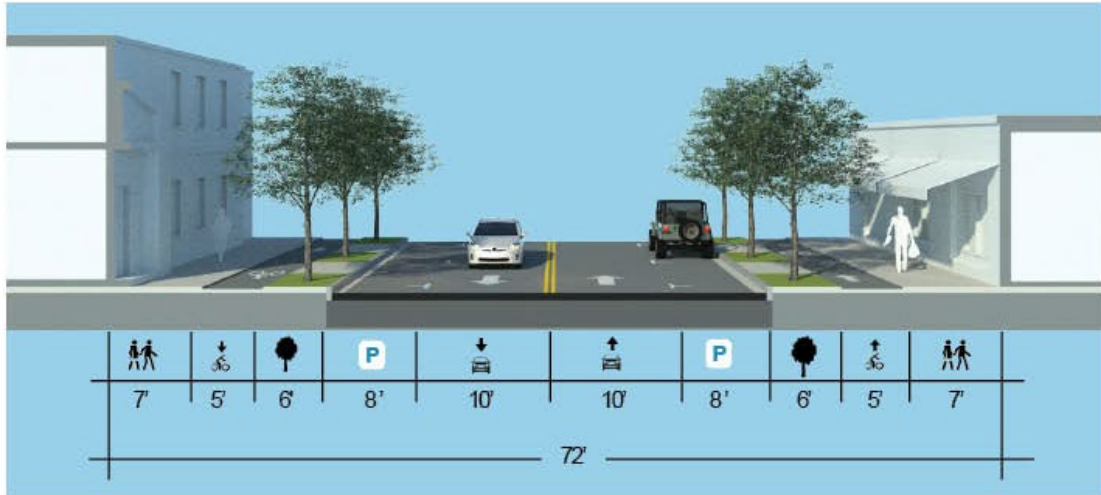


JENKS AVE, DOWNTOWN (SEE REPORT PAGE 90)

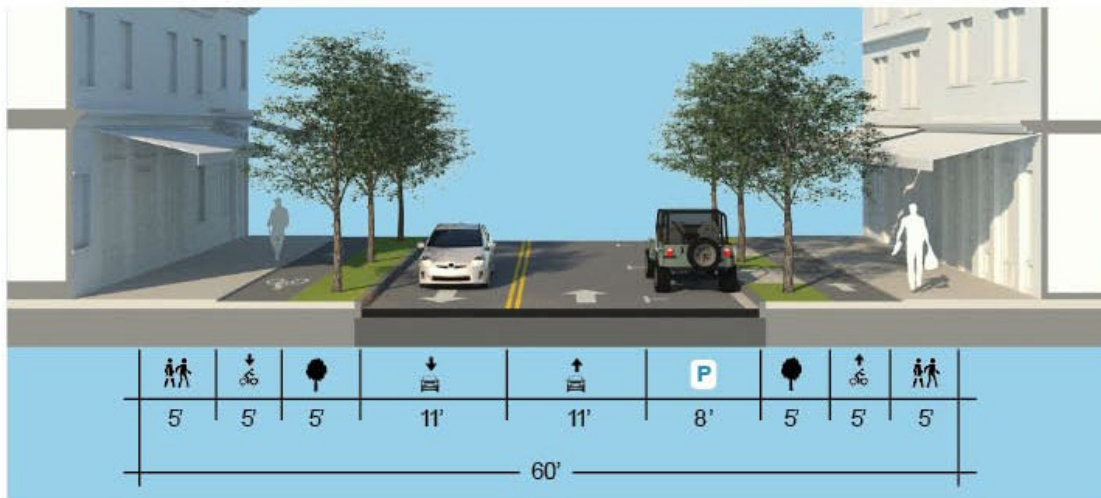
C5 / COLLECTOR
(EXAMPLES FROM THE DOWNTOWN & NEIGHBORHOOD PLANS)



Additional Examples



HARRISON AVE, N OF 6TH (SEE REPORT PAGE 4.63)



6TH STREET, E OF HARRISON (SEE REPORT PAGE 4.62)

C5 / MINOR ARTERIAL
(EXAMPLES FROM THE NEIGHBORHOOD PLANS)



EXHIBIT B

PANAMA CITY COMPLETE STREETS POLICY RATIONALE

Context Classifications are defined in FDOT Complete Streets manuals, including *2022 FDOT Context Classification Guide* (www.fdot.gov). Although all Context Classifications are defined and may apply within the City, the City focuses on the following Classifications:

- C3 – Suburban
- C4 – Neighborhood General
- C5 – Downtown and Neighborhood Downtown

FDOT Context Classifications define Classification areas for C3 Suburban, C4 Urban General, and C5 Urban Center. City Context terms, as stated above, draw names from City zoning where terms evolved after extensive public engagement are intended to have alignment with FDOT Functional Classifications. If additional Context Classifications become necessary, they may be proposed and adopted as amendments to this report. The maps included in Exhibit A illustrate current and committed future context classifications for Panama City's neighborhoods including Downtown, surrounding general, and suburban neighborhoods.

Functional Classifications – Standard functional classifications are widely described and are defined in the *Manual of Minimum Standards for Design, Construction and Maintenance for Streets and Highways* commonly known as the Florida Greenbook. Slight modifications are defined for Panama City's Complete Streets Policy to reflect more urban travel patterns.

Access is a key parameter in the definition of conventional Functional Classifications. Arterial Streets are intended to provide less motor vehicle driver access to adjacent buildings or land uses. Local Streets provide much more motor vehicle driver access to adjacent buildings/land uses. Collector Streets connect arterial and local motor vehicle travel and should provide intermediate motor vehicle driver access to adjacent buildings/land uses.

Trip length is the other defining parameter for functional classifications. Arterials should carry longer motor vehicle driver (and passenger) trips. Collectors carry intermediate length driver trips and locals carry relatively shorter motor vehicle driver trips.

The emphasis on motor vehicle drivers is noted here to show that most reference material for functional classification has assumed only these specific users and thus prioritize motor vehicle travel functions on the networks. This definition inadvertently excluded other travelers moving on foot, by bicycle, by transit and by any other mode, from the definition of functional classification. Thus, the organizing theory was motor vehicle focused. This focus assumed, inadvertently, that travel demand for other modes was negligible.

The 21st century's emerging Complete Streets, multi-modal, pedestrian and bicycle policies require an adjusted definition of functional classification. Given the current emphasis on more diverse mobility (rather than the single purpose of Motor Vehicle

travel) policies for planning and programming transportation facilities must adjust to incorporate a broad range of travelers and their travel modes.

To achieve this, travelers within the compact walkable Context Classification areas (especially C4 and C5) are assumed to have access to adjacent land use/buildings, regardless of Functional Classification of the adjacent street or road. Only freeways should be designed for limited access in C4 and C5 Context. Access limitations should also continue for Arterials within rural context areas.

This Complete Streets Policy focuses on the following purposes for all Functional Classifications:

- Local Streets – provide access to all land uses for short distance travelers.
- Collector Streets – provide access to all land uses and serve to connect local and arterial streets for travel of a medium distance.
- Minor Arterial Streets – provide access to all land uses for all modes for longer distance travel in C4 and C5 Context Classification areas.
- Arterial Streets – provide access to all land uses, with some limited access control in the C3 Suburban Context Classifications and Rural Context Classifications where safety requires access control at higher speeds. Access should be Limited on Arterial roadways in Rural Context areas.