

The Tallahassee/Leon County Multimodal Transportation District Plan

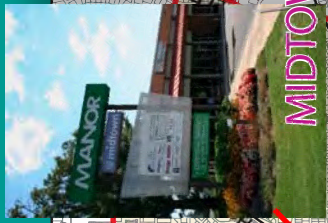
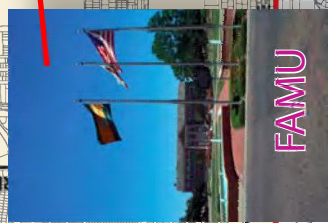
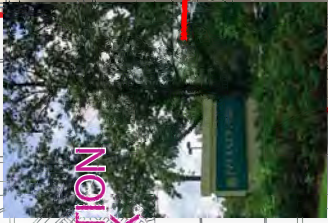
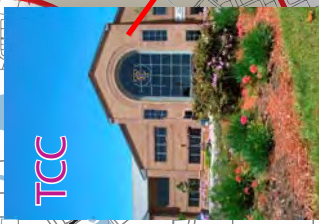
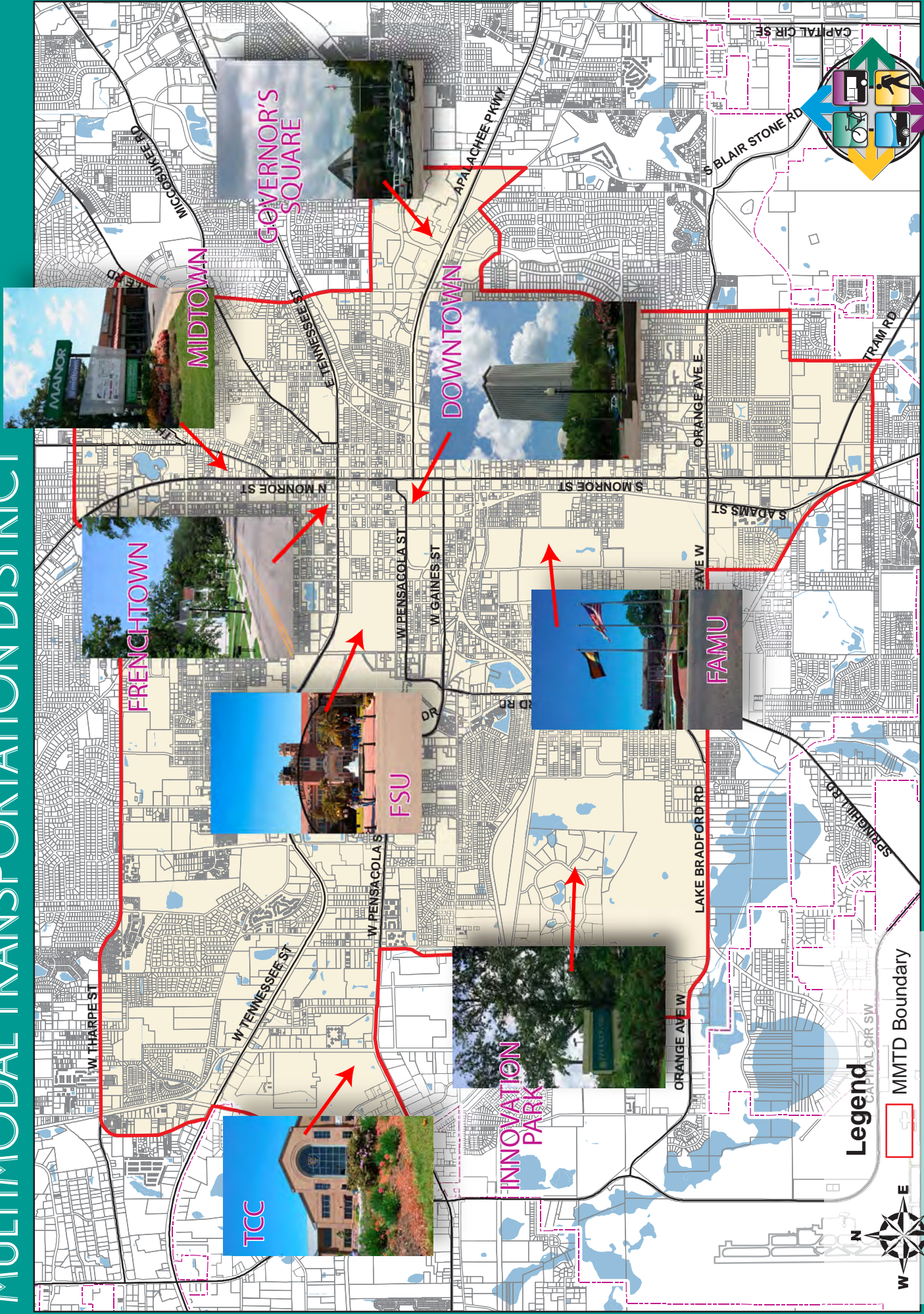
Prepared by: Tallahassee-Leon County Planning Department

Supporting Data & Analysis
Submitted July, 2008



TALLAHASSEE/LEON COUNTY
MULTIMODAL DISTRICT

MULTIMODAL TRANSPORTATION DISTRICT



Legend

MMTD Boundary

City Limits



The Tallahassee-Leon County Multimodal District



Vision and Principles

This Multimodal District is a vibrant, multifaceted city within a city supporting a life style that frees the individual from the automobile for completing the activities of daily living. Within it, you will be able to go to work or school, shop, meet health care needs, have a choice in housing and entertainment - without an automobile - because the pedestrian, bicycle and transit facilities will meet your mobility needs. Walking or cycling down a major thoroughfare to the coffee shop, you feel safe sharing the street with cars, and are pleased by the shops, offices, and dwellings opening onto the sidewalks. Whether you live in a single-family neighborhood or in a high-rise apartment building, you can quickly access all the services and products you need. Because many uses and dwellings are located close together generating many people coming and going, transit comes frequently and you can reach any other part of the District with ease. To create this ideal, the Tallahassee-Leon County Multimodal Transportation District is founded on the following principles:

1. **A healthy, vibrant urban core is more than just a downtown business district. It is an interconnected network of neighborhood and employment centers containing a mix of residential types and densities, job opportunities, retail, and open space.**
2. **Multimodal infrastructure investment by the government is critical, but real changes to the urban fabric will occur through private development and redevelopment along major corridors and at neighborhood and employment centers. A simplified regulatory environment should foster this development and redevelopment, recognizing that "time is money" for potential investors from the private sector.**
3. **The district should be large enough to truly provide mobility options by offering a choice in housing types, connecting neighborhoods to services and jobs via all modes, thereby:**
 - reducing greenhouse gases
 - supporting active, healthy lifestyles
 - preserving capacity on roadways for longer regional trips
 - relieving pressure on rural lands in light of the 100,000 population increase projected in Leon County over the next 20-25 years.
4. **Urban design along corridors and at centers should recognize that existing, stable residential neighborhoods are the backbone of a healthy urban core.**
5. **Central core development standards should allow more intense development than those for suburban areas, and should allow various residential types and a mixture of uses with enough intensity to support frequent transit headways, establishing transit as a true mobility choice.**

6. **The district boundaries should include existing commercial areas that are likely to redevelop within the next ten years.**
7. **A safe, efficient system of bikeways and greenways should support bicycling as a true mobility choice.**
8. **The transportation system should have three layers:**
 - Residents and employees should have access via sidewalks, shared use paths, and bike lanes to corridors and neighborhood centers where they can shop, be entertained, eat, play, and visit.
 - At the neighborhood centers, convenient access to transit should provide connections to other centers that may be out of walking distance, and to other parts of the City, County, and region.
 - An interconnected system of bike routes should also connect these centers and regional destinations.
9. **Funding to create this mobility infrastructure should come from a combination of local, state, federal, and developer proportionate fair-share funds.**

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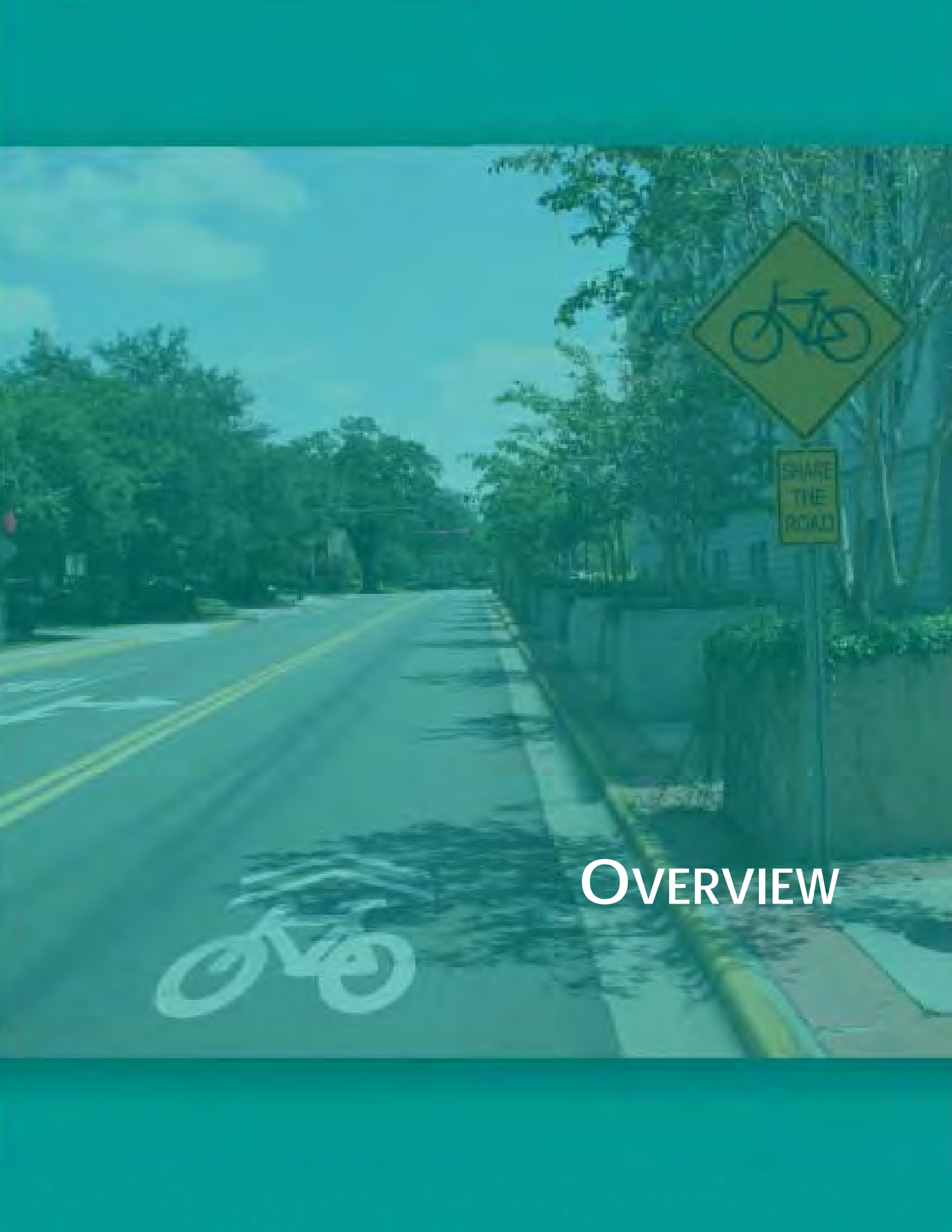
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OVERVIEW

The Big Picture: Connecting People and Places Throughout the Capital Region

The Tallahassee-Leon County Multimodal District is about connecting people and places both within the central core and also to activity centers in the surrounding County and Capital Region. A tiered transit system supported by pedestrian and bicycle amenities will be the fundamental basis for these connections. The transportation concurrency management system, the system by which development pays for its impacts on transportation facilities, will be structured to support this tiered concept.

A series of Superstops, stops where several transit routes intersect, are planned at major activity points within the Multimodal District. These Superstops will have enhanced shelters and bicycle parking, and will serve as bouncing off points for people who wish to go to the Regional Transfer Stations planned throughout the County, or to other destinations either within or outside the Multimodal District.

To allow development to pay its proportionate fair-share of building this infrastructure, a revised multimodal transportation concurrency management system is being established. Historically, our concurrency system has focused only on roadway facilities and widening. However, the specific standards established by the MMTD will clarify goals for alternate transportation modes in order to connect population to services, jobs, and schools.

Finally, revised zoning district standards either have already been adopted or are in development to ensure a pedestrian friendly environment is built as properties redevelop.

Over time, the more specific MMTD standards are expected to create a more mobile, vibrant central core because of the following:

- Measurable standards for bike, pedestrian, and transit facilities will be adopted so that progress can be evaluated;
- Preferable bike routes and improvements necessary to create them will be clarified;
- Bike and pedestrian safety and accessibility will be enhanced;
- Transit connections within and to the region will be enhanced or created;
- Design standards will be incorporated on a larger scale;
- Code revisions to support more mixed uses will be adopted.

Multimodal District Fact Sheet

What is a Multimodal District?

An area where urban design and investments are focused on creating a comfortable, safe, attractive environment for walking, cycling and using transit.

How is a Multimodal District created?

The City and County Commissions must adopt an amendment to the Tallahassee-Leon County Comprehensive Plan outlining how the City will accomplish:

- Good urban design
- Densities to support transit
- Mixed Uses to support walking/cycling
- Interconnected streets & paths

Why are the City & County developing a Multimodal District?

- In Florida, new developments are required to pay their share of roadway projects support the car trips they add to the road.
- In urban areas, often there is no room for more lanes, and even if there were, the wider roads could destroy neighborhoods & businesses.
- A Multimodal District sets the framework for development to pay toward needed bike, pedestrian and transit projects instead of roadway projects. This alternative framework is allowed in Florida Statute 163.3180(15).

What are some of the general characteristics of the proposed District?

- | | | | |
|---------------|----------------------|--|---|
| • Area: | 18.2 mi ² | • Built Density: | 3.8 units/acre (excludes open space) |
| • Population: | 70,000 | • Density Allowed by the Comprehensive Plan: | 20 units/acre (excludes open space; this is an average – actual allowed densities range from 6 to 150 units/acre) |
| • Jobs: | 55,000 | | |

How were the boundaries chosen?

An area generally needs at least 8 dwelling units per acre to support buses coming every ½ hour. Therefore, the proposed area generally includes those zoning districts around Tallahassee's central core that allow at least 8 units per acre. As an example, a neighborhood with 8 units/acre would generally have 50x100 lots.

With its emphasis on density and mixed uses, will the District hurt existing neighborhoods?

Not at all. Neighborhoods are the backbone of any healthy urban area. The Comprehensive Plan already allows a great many uses and types of housing in the proposed District, so focus will be on the adoption of design standards making infill more compatible with existing development.

What projects are proposed in the District?

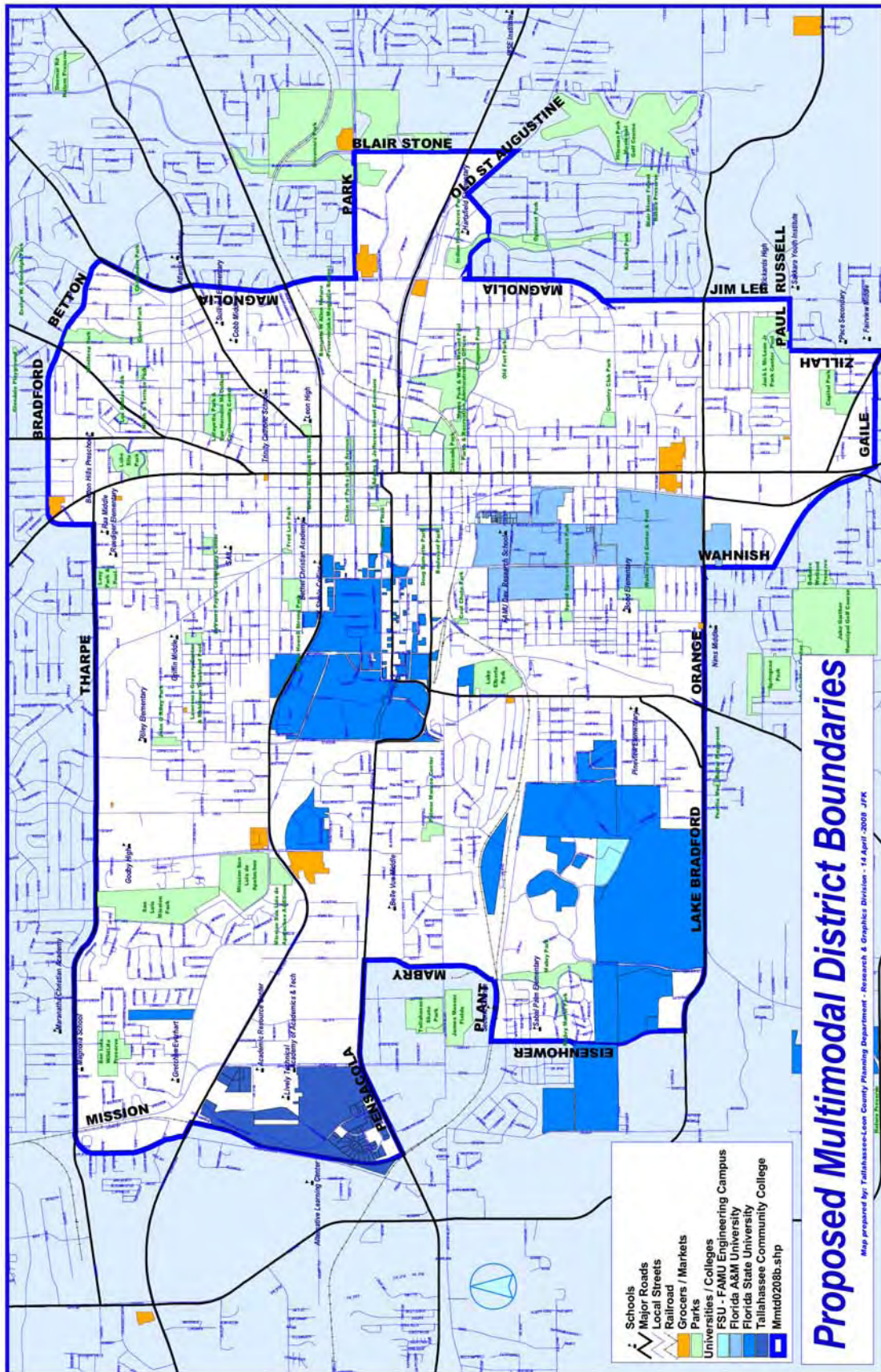
Projects from the Bicycle and Pedestrian Master Plan and transit improvements to StarMetro are included, as well as other projects already in the City, County, and State budgets.

How will multimodal projects be funded?

When new developments come into the District, they would pay a fee for their proportionate share of building needed bicycle, pedestrian, and transit improvements. Other sources of state, federal, or local funds will also be used as they become available.

When will the District become official?

If adopted by the City and County Commission and approved by the State, the District would become effective around January 2009.



Reasons for a New Approach

1. **Redevelopment Trends:** Many sites in the district, especially those along arterials such as West Tennessee Street and South Monroe, were developed some decades ago and are now ripe for redevelopment. In general, this redevelopment should include more residential and commercial uses than the previous uses and provide more pedestrian, bicycle and transit oriented design.
2. **Fostering Infrastructure Enhancement Concurrent with Private Redevelopment:** The major reason for the proposed size of the District is to capture major areas of potential redevelopment or development. While an alternative approach would be to make a smaller District and then enlarge it in the future, the City would be missing a valuable opportunity in the next 5-10 years for transit-oriented development.
3. **Previous Smaller TCEA's Did Not Work.** Since 1995, the City has had two, smaller TCEA's - one for central Downtown and another around the universities. In the past 13 years, only one development has used these provisions because 110% credits for existing development are granted, and these areas were already compactly built.
4. **Connecting Neighborhoods & Job Centers Preserves Capacity for Regional Movement:** By being large enough to connect neighborhoods to job centers and services, the capacity of existing roadway corridors can continue to serve regional movement.
5. **The "Cost Per Trip" in the MMTD, in Comparison to the Concurrency System for the Rest of the City, Will Encourage Redevelopment Within the MMTD:** A meaningful way to support redevelopment is to create a simple system for determining transportation mitigation. The "cost per trip" methodology of assessing proportionate share would add a level of certainty early in the development planning process, saving time for the developer. In the development world, time is money. Initial feedback from developers on the "cost per trip" methodology is that it will truly be an incentive in and of itself for infill and redevelopment within the District boundaries.

6. **Creating a Regulatory System to Encourage Compact, Sustainable Redevelopment:** Many factors in the existing and proposed regulatory systems will result in greater connectivity through the development approval process.
 - The revenues generated by the “cost per trip” will be proportional to the size of the district.
 - The adopted interconnection ordinance applies to all site plans and subdivisions, on both vacant and redeveloped parcels.
 - The Community Code will go even further and implement the “50 polygons per square mile” index as described in the Multimodal Handbook and included in the proposed Comprehensive Plan Amendment.
 - The current development standards in the City of Tallahassee require that new development build sidewalks on the street frontages of their developments. Certain zoning districts, such as those along Gaines Street and in the University Transition District, already require wider widths.
7. **Local Commitment to Environmental Protection:** In 2006, Mayor John Marks signed the US Mayors Climate Protection Agreement, and Leon County is currently preparing a Climate Action Plan.
8. **Recent State Legislation on Climate Protection.** During the 2008 session, the Florida Legislature adopted growth management legislation that require land use elements to include provisions encouraging compact development in urban areas, incorporating energy-efficient land use patterns accounting for existing and future electric power generation and transmission systems, and incorporating greenhouse gas reduction strategies. Reducing greenhouse gases will take bold action, and will require not only cleaner cars and energy, but a change in land use patterns. This Multimodal District, with its emphasis on creating true mobility choices by connecting people to their jobs, recreation, and shopping, is Tallahassee/Leon County’s first bold step toward reaching these important goals and providing sustainable development for Florida’s future generations.

Strategies and Tools to Create a City Within A City

1. **The Regional Mobility Plan.** 20-year Long Range Transportation Plans must be updated every five years. Historically, these plans were generated by projecting forward the past growth trends and figuring what road projects would be needed to accommodate that growth. However, past trends in Tallahassee and Florida as a whole are not sustainable. Therefore, the Capital Region Transportation Planning Agency is now kicking off the Regional Mobility Plan that will involve a regional visioning effort to determine *where and how the community wants to grow*. The LRTP, Transit Development Plan, and Bicycle & Pedestrian Master Plan will all jointly be updated in concert with local Capital Improvement Plans to create the Regional Mobility Plan. Work on the Regional Mobility Plan has already begun and will be complete in 2010. If necessary, the Multimodal District Project List will be updated at this time as well to include any new projects.
2. **The Bicycle and Pedestrian Plan.** This Plan was adopted by the City and County Commissions in 2004 and is the basis for the bicycle and pedestrian projects in the Multimodal District Plan. Four million dollars have already been expended on Bike/Ped Master Plan projects in the proposed Multimodal District, and another 10 million are under design or in the 5-year CIP.
3. **StarMetro SuperStops.** The entire StarMetro system will be rerouted based on connecting to these enhanced shelters where three or four transit lines will intersect:
 - providing efficient connections throughout the District
 - providing efficient connections to the City, County and region without transferring downtown
4. **Regional Connections.** The StarMetro Renaissance is not bounded by the Multimodal District Borders. Routes will also connect to larger Regional Transfer Stations and Park and Ride lots to capture regional trips. The first of these is the new 80X route, which has an average of 500 riders daily (up from 150 in December 2007). Grant funding was also recently obtained to create an express route to Quincy.
5. **Significant Benefit Concept.** This concept, based on FS 163.3180(16)(f), is a County-wide approach to funding mobility through proportionate share funds. The County is divided into five districts, with the central, fifth district being the Multimodal District. Within the MMTD, 100% of proportionate share funds will go toward bicycle, pedestrian, and transit infrastructure (general revenue funds will still be spent on roadways where necessary). Outside the MMTD, 20% of proportionate share funds will be spent on bike, pedestrian and transit infrastructure to create multimodal connections throughout the County. This concept will be based on a Memorandum of Agreement between the City, County, and Florida DOT. The County has officially approved the MOA, the City is scheduled to vote this summer, and the Florida DOT has conceptually approved it.
6. **"Cost Per Trip" Proportionate Share.** A clear, up front figure for calculating proportionate fair-share for new development will likely incentivize redevelopment within Multimodal District.

7. **The Community Code.** This form-based code is under development for application within the MMTD and the expected completion date is Spring 2009. It will be based on the Smart Growth Transect model, which has varying height, setback, greenspace, and other standards based on proximity to Downtown.
8. **Dedicated Routes for Students.** The new Seminole Express routes have already been a fantastic success, resulting in an estimated 700-1000 daily fewer cars on FSU campus during the first year. Expanded routes this fall and higher gas prices are expected to magnify that number even more.
9. **Relieving the Strategic Intermodal System Connector.** Longer term, local and regional dedicated transit lanes would eliminate the necessity of many trips on Tennessee Street.
10. **City and County Interconnection Ordinances.** In 2006, both the City and County adopted interconnection ordinances requiring new subdivisions and site plans to connect to surrounding uses and parcels. Stubouts are required to connect to adjacent vacant or redevelopable parcels, and where vehicular access is not possible or desirable, provisions for requiring bicycle and pedestrian access exist. These ordinances have already provided greater connectivity through the development and redevelopment process, and will continue to add connectivity within the MMTD as parcels redevelop.
11. **Parking Alternatives.** Several recent student housing proposals within the proposed MMTD have been required to unbundle their rental or condominium fees from the parking, thus removing the incentive of keeping a car which a “free” parking space generates. Satellite parking facilities outside the MMTD that are connected by transit will also be pursued, a strategy employed by the University of North Carolina. Shifting from predominately car-oriented land use patterns will take time, and land development regulations will recognize that new parking for today’s needs must be done in a manner that won’t prohibit a more active redevelopment of that parking later.
12. **Creating a Multimodal Concurrency Tracking System.** Just as the City has kept detailed records of traffic data so that impacts and mitigation of development can be measured, it now has the formulas incorporated into the concurrency management system to measure changes in bicycle, pedestrian, and transit level of service. This will be important to show how the Multimodal District is fairing in relation to its goals. This data will also be incorporated into a regional database as part of the Regional Mobility Plan.
13. **Completed Sector and Neighborhood Plans.** The City of Tallahassee and Leon County have completed most of the sub-area planning for the District, and have made headway in implementation.