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Woodville Highway
South Corridor Study

PREPARED FOR

Capital Region Transportation Planning Agency

SUBMITTED BY

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IN COLLABORATION WITH

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Contents

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261
263
319
319
61
319
369
319
363
61
LEON COUNTY
WAKULLA COUNTY
267
30
98

one

Introduction

The Woodville Highway Corridor Study was completed based on a series of objectives and using an approach that was designed to consider much more than simply meeting projected vehicle traffic demands.

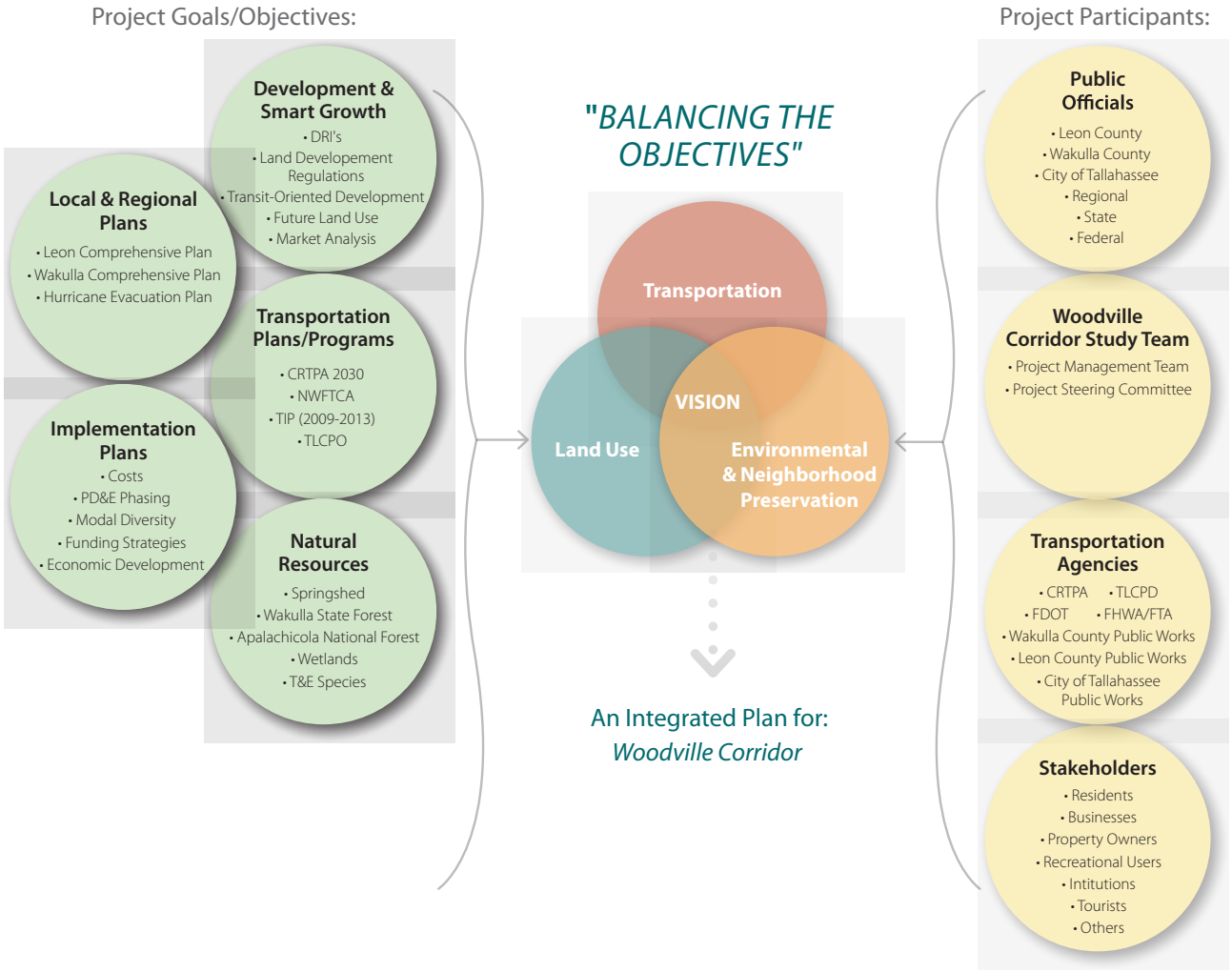
Project Goals and Objectives

Early in the process for this important corridor study, the Capital Region Transportation Planning Agency (CRTPA) made it clear that a "conventional approach" to performing corridor studies was not in keeping with their desire for a more "progressive and holistic" approach to this study. This approach has been increasingly used throughout the country. There is a valid reason for taking this more holistic approach. Transportation congestion is not created just within the rights-of-way for corridors and congestion cannot be fixed entirely within those same rights-of-way. The approach used in this corridor study is intended to "Balance the Objectives" as shown in Figure 1.1. An integrated approach to transportation and land use has to consider the land development patterns and their influence on tripmaking. In order to create balance between transportation and land use decisions, the public and other stakeholder groups need to be engaged in understanding the implications, both costs and benefits to the solutions that are proposed in the corridor.

The Woodville Highway Corridor Study (Corridor Study) thoroughly evaluated the current land use and development regulations and their associated implications along with the transportation implications of those regulations. The following information includes the goals and objectives established for the corridor study and the information gathered to inform the study team so that solutions could be developed to meet those goals and objectives.

The Corridor Study was completed based on a series of objectives and using an approach that was designed to consider much more than simply meeting projected vehicle traffic

Figure 1.1– Balancing the Objectives, An Integrated Approach



demands. The result is intended to create an "integrated plan" for the Woodville Corridor.

The Woodville Highway, between Tallahassee and the St. Marks Community has a long history of service to both commuter and recreational traffic. Growth in Wakulla County has been significant over the last two decades and the volume of traffic on the highway has increased proportionately. In direct relationship to these new travel demands, and based on the travel demand forecasts that have been produced for Woodville Highway by the CRTPA, current long-range transportation plans indicate a need for capacity improvements on the "facility" between Capital Circle and Natural Bridge Road.

The "conventional approach" to addressing the estimated future travel demand would, and to date throughout Florida has, included the addition of travel lanes to the existing facility. Although this approach would provide a solution that addresses the motor vehicle traffic, that is not necessarily the appropriate solution for the Woodville Highway Corridor.

There are significant factors that must be considered in the selection of a "preferred" solution. These can and should include modifications to land use patterns and densities and intensities, mix and design. They should and can also include the consideration of alternative roadway network improvements to increase and take advantage of the capital investment already made in the corridor region, and, they should incorporate consideration for all viable alternative modes of travel that would serve the future needs of the community and any regional traffic.

Based on these considerations, the CRTPA established a study objective used to define the scope of work issued to the consultant team. This objective was to "*create a vision for the corridor that has support from the land owners, residents and public officials while producing a framework for the future land use and transportation development within the corridor*".

Additionally, a list of local concerns and ideas was developed from the numerous stakeholder interviews, public meetings,

and agency coordination and elected and appointed official input. The following describes the primary goals and the associated objectives that were used to initiate and finalize the study process, procedures, the development of alternative solutions and the final recommendations described in Chapter 5 of this report.

Goal

Provide for the efficient movement of people and goods within the Woodville Highway corridor while protecting the areas historic character and significant natural resources.

Objectives

- Increase mobility within the corridor by providing a full range of modal options including pedestrian, bicycle, automobile and transit services.
- Increase accessibility within the corridor by allowing for a sustainable mixture of land uses within compact, walkable nodes of development.
- Protect the rural and historic character of the corridor through the appropriate scaling and design of both public infrastructure and private development.
- Protect and enhance the corridor's natural resources through the avoidance or minimization of environmental impacts.

The stakeholders provided the study team a very complete understanding of the context of the Woodville Corridor. *Woodville Highway is not just a roadway for the conveyance of vehicles. It is an element of their hometown…it is their neighborhood "main street" for some…a route to the Gulf for some…a peaceful drive for some…and a route to safety for others.* This corridor study is being seen by the community as a meaningful opportunity for them to have a say in creating a future in which they look forward to being a part.

It is important to recognize that the ultimate "vision" for the corridor will have long-term implications. Therefore, the visioning process undertaken in this project was crucial to the ultimate success of this effort. Through this process, those who live in and use this corridor have had the opportunity to gain insight into the long-term plans for the corridor and to participate in defining how the future of the corridor will be shaped.

They have identified their concerns with future development, safety, mobility options, and impacts to the environment. They have also participated by providing their thoughts on the proposed solutions discussed in this document. Their involvement shaped the established goals and objectives and helped in shaping the proposed solutions. Other comments have required the project team to address specific technical issues.

Study Area

The Woodville Highway (State Road 363) is one of only a few north–south transportation corridors that provide links between the City of Tallahassee and the numerous rural communities that line the length of the Gulf of Mexico. The CRTPA is developing two corridor studies which include the Woodville Highway from U.S. 98 and continues north to Gaille Avenue. The corridor study is broken into two segments. This study includes the segment that is the "Southern Corridor Study", which begins at U.S. 98 and ends approximately 1,000 feet south of the intersection of Woodville Highway and Capital Circle for a total length of approximately 13.2 miles.

The study area extends ½ mile east and west of S.R. 363 and includes the communities of Wakulla, Vereen, Woodville, Lutterloh, Belair, and a portion of the Apalachicola National Forest. The study area is unique in that it extends through both Leon and Wakulla Counties. See Figure 1.2, Study Area Map.

Region

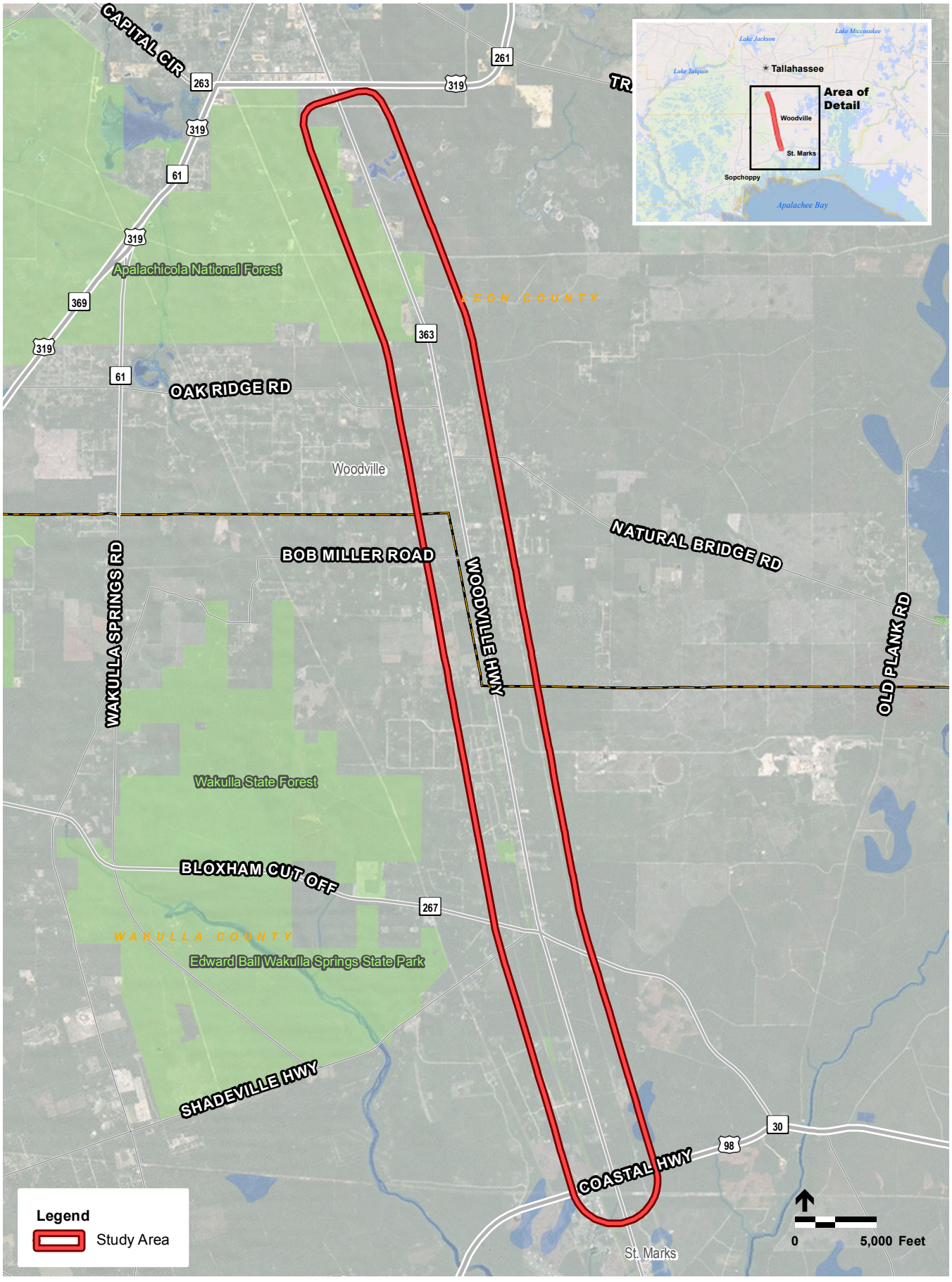
Leon County

Located in the panhandle of the state of Florida, the County consists of approximately 702 square miles and includes the City of Tallahassee, the county seat and state capital of Florida. The northern portion of the study area that runs along S.R. 363 is located in Leon County.

Wakulla County

Located in the panhandle of the state of Florida, the county consists of approximately 736 square miles and includes the community of Crawfordville, the county seat. The southern portion of the study area that runs along S.R. 363 is located in Wakulla County.

Figure 1.2– Study Area Map



Corridor

Woodville Highway serves as a vital north–south link between Tallahassee, the southeast region of Leon County, and Wakulla County terminating in the Town of St. Marks, providing access to the Gulf of Mexico. Starting in Tallahassee at "Four Points", Woodville Highway quickly transitions from a five-lane urban to a two-lane rural road. With the anticipated impacts to the corridor from the Southwood, Capital Circle Office Complex (CCOC) and the Southside Development of Regional Impact (DRI), the need for transportation improvements are becoming more pressing – so much so that Woodville Highway between Tram Road and Capital Circle Southeast is highlighted by its designation as CRTPA's #5 priority on the CTRPA's Major Priority Project List for fiscal years 2012–2016 for design.

However, the story of Woodville Highway does not end at Capital Circle SE. In fact, the increasing volume of commuting traffic on Woodville Highway from Wakulla County into Leon County (60% increase over the last 15 years) has placed the segment of Woodville Highway from Capital Circle SE to Natural Bridge Road in the community of Woodville in a tie for the 7th ranked priority to provide PD&E funding on the CRTPA's Major Priority Project List for fiscal years 2012-2016.

Wakulla County has experienced very high population growth rates, upwards of 60%, and has concerns with the form and location of future development. Growth in the county has occurred due to its access to the Gulf, the Ochlocknee, Sopchoppy, St. Marks and Wakulla Rivers, Apalachicola National Forest, St. Marks National Refuge, other natural resources, affordable real estate, and rural character.

Woodville Highway carries a significant portion of the traffic in the region as it is one of the two major north–south corridors between Leon and Wakulla County. One of the challenges for the study team was to balance the transportation needs of the corridor with maintaining its rural character and protecting the highly valued natural resources.

Woodville Community

Woodville Community, an unincorporated community located within Leon County, is divided by Woodville Highway. Lining the highway are small scale retail buildings, churches, and other institutional uses. Single family residences surround the core forming a distinct rural village with a radius of a little less than a mile. The Woodville community contains most of the community resources including: an active park complex, a post office, community center and Woodville Elementary School.

Hurricane Evacuation

Woodville Highway, from US 98 near the Gulf Coast to Capital Circle is a primary evacuation route for the southern portion of Leon County and Wakulla County and a major access route away from the coastal areas. Woodville Highway also intersects with State Route 267 and Oak Ridge Road which the State Emergency Response Team maps indicate as an east-west evacuation route. Furthermore, Woodville Highway provides access to one of the Red Cross Shelters - Oak Ridge Elementary School, at 4350 Shelfer Road.

Photo 1-1

St. Marks Trail

The corridor is also home to the St. Mark Trail, a bike and pedestrian trail that is a regional amenity, well-utilized, and is in the process of being widened to better accommodate the needs of its users. In addition to being used heavily by recreational users, theTrail provides for commuting trips to Tallahassee for students and employees.

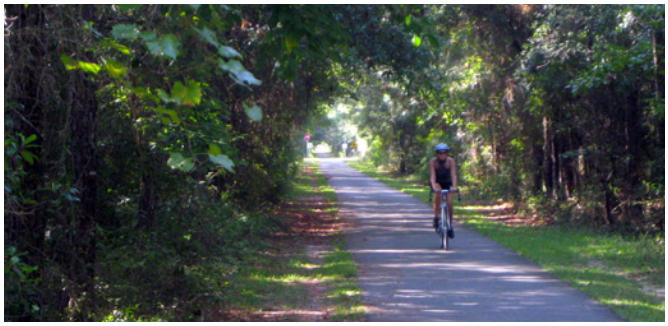


Photo 1-2

Methodology

Extensive efforts were conducted in performing the Corridor Study to ensure that the project team properly understood the issues and potential implications for decision making by the CRTPA, the Project Management Team (PMT), and other stakeholders. The following process, as outlined in the scope, was conducted with a objective to perform a comprehensive data collection process through interviews, public involvement and a thorough review of existing reports and other information that informed the process.

Step 1: Start the Process

During Step 1, the work program was developed through discussions with the CRTPA and the PMT to ensure the study team's understanding matched fully with the CRTPA's expectations and the scope of work contained in the contract. Through that process the deliverables, schedule, public involvement process and other related activities were identified, organized and scheduled to create the Corridor Master Plan. The work program is documented in the Project Approach Report and in an associated PowerPoint presentation given to the PMT at the beginning of the study.

Step 2: Initiate Outreach & Collect Data

This step of the process is where the majority of the data collection occurred, through research of existing reports, use of GIS systems, review of regulations and codes, requests to numerous government agencies, collection of available data base information, field reviews and photography. Virtually all of the data identified in Task 2, Data Collection and Analysis, occurred within this step.

One purpose of this step is to document the existing conditions of the land use, transportation systems, crash rates and locations, cultural and environmental features, and other features and information necessary to tell the story of what is in place in the natural and built environment within the study area, and to a great extent how it got that way over time. Other information was contained in codes, regulations, future land use, transportation plans and programs, parcel information and other resources that tell the story of what can or will be, based on the current regulatory requirements and proposed plans for future development and transportation improvements.

The efforts performed in the study included the evaluation of existing traffic demand, travel patterns, future development plans and the estimated horizon year traffic volumes that will require capacity service within the Woodville Highway Corridor.

Existing conditions data was collected from available sources including the CRTPA, Tallahassee-Leon County Concurrency Management, and in-corridor field investigation. Future travel demand estimates were derived from the updated CRTPA Transportation Model, using both the approved socio-economic data files and network, and revised network files to represent the alternatives considered in the study.

Forecasts for the "conventional" multi-lane solution and for the enhanced network, multi-modal alternatives developed for the study area were produced and the alternatives analyzed to determine the most viable, cost-effective and sustainable recommendations that met study area goals and objectives.

Photo 1-3

These forecasts provided the basis for comparative evaluation, and the baseline for the travel demand volume that would need to be addressed either by trip reduction strategies, or alternative travel mode implementation.

It is essential to have the public and stakeholders engaged in discussion regarding ideas and concerns, which was the basis for creating the community vision for the future. The public participation included a four-day design charrette (photo 1-3) developed to provide stakeholders a full understanding of the issues, engage them in identifying concerns and ideas for their vision for the corridor, with the study goal of gaining their support for the proposed recommendations of the corridor study.

The data and other information collected during this step helped the team to complete the picture of the Woodville

Corridor. Our analysis of the various elements identified during data collection was used to identify the project need, issues, opportunities, and regulations that create the framework for solutions and funding This analysis also assisted in locating cultural and natural resources that should be avoided or may need to be mitigated.

Step 3: Define the Vision

"Defining the Vision" is very important to gaining stakeholder and public support to any project. A well-run visioning process unites the community around the unique culture and context that created their choice to live there. The charrette process creates a bond between the participants around the key values and elements of what they love about their place and helps to grow the sense of community around the vision that is created. That vision provides a framework around which decisions about comprehensive and transportation planning and community design should be made, and provides direction for future development and funding of infrastructure. That is why a properly developed vision is so critical.

While preparation for the charrette was underway data collection and preliminary analysis were completed. Preparation for the design charrette included graphics creation, identification of potential issues and opportunities, telling the story of the corridor during the kickoff presentation, and laying the foundation for the future analysis in the charrette and the alternatives analysis.

The four-day charrette process provided feedback on the analysis, planning, and design solutions created between the team and stakeholder reviews (called pinups) to evaluate the ideas developed against the goals the team heard from the community.

On the final day of the charrette, a work in progress presentation was provided to the community which was developed through a careful examination of the issues and opportunities. The work in progress presentation contained preliminary concepts for potential solutions to the transportation and land use challenges. The concepts shown in the work in progress presentation were very well received by the community.

With the design charrette complete, the project team debriefed the PMT to complete the final feedback loop for the charrette process. The results from the charrette created the ground work for Step 4, "Create Alternatives and Select Preferred Plan."

Step 4: Create Alternatives & Select Preferred Plan

Using the confirmed "Vision" from the design charrette, the input gathered and the analysis performed to this point, the project team entered into final analysis and alternative development. Project goals and objectives were verified and the project team tested the proposed solutions against those goals and objectives to: verify the alternatives were valid; identify potential negative impacts and benefits from the alternatives; and gather cost information for use in the analysis and evaluation of the alternatives.

The development of the alternatives was an iterative process, which included another "feedback loop" with the public and the PMT to confirm the project team's understanding of what was provided and how the solutions to the transportation and land use issues along the corridor were in support of the goals.

The following questions were posed in order to verify the solutions were in support of the project goals:

- Do the proposed land use and design guideline changes support the vision from the community using and integrated land use and transportation approach?
- Have the solutions proposed recognized and provided truly multi-modal transportation solutions?
- Are the travel demands for the corridor met by the recommended plan?
- Are all impacts to the human and natural environment properly mitigated?
- Are the recommended solutions consistent with the local government comprehensive plans and other area planning studies?

With those questions reconciled, the project team finalized and prepared the alternative analysis, and identified the preferred alternative(s). The project team then synthesized the public input, and presented the results to the PMT for their review and comment.

Step 5: Create the Plan

With all of the technical analysis complete, the preferred alternative(s) identified, the next step in the process is to create the Corridor Master Plan for the corridor, using the proposed transportation, land use and design guideline concepts.

Step 6: Celebrate the Plan!

With the Corridor Master Plan identified, it is time to celebrate the Corridor's Vision with the Project Management Team, other stakeholders and the public through the final presentation. This is not an end point, but the launching pad for next steps in advancing the new Vision for the corridor into implementation.

two

Public Participation Process

As a result of the successful public participation efforts, it is anticipated that all the stakeholders involved will seek "ownership" of this plan and strive to implement the recommendations in order to realize the unique opportunities and collective vision for the corridor.

Overview of Process

The CRTPA and the project team directed an engaging and interactive public participation process for the Woodville Highway Corridor which helped to shape the Vision and inform the public about the issues and opportunities within the corridor. Through a series of public presentations, interviews and workshops, stakeholders which included community residents, business owners, regulatory agencies, special interest groups, community activists, and the elected and appointed officials in both county and municipal governments, were able to actively communicate their ideals and build consensus.

As a result of the public participation efforts, it is anticipated that all the stakeholders involved will seek "ownership" of this plan and strive to implement the recommendations in order to realize the unique opportunities and collective vision for the corridor.

During the course of the study, the following events occurred which helped the project team better understand the issues and opportunities within the Woodville Highway Corridor:

- Kick-off meetings
- Stakeholder interviews
- Public design workshop (charrette)
- Individual meetings with Leon and Wakulla County commissioners and staff
- Public hearing

In addition, the use of a project website was instrumental in communicating important information about events, documents and newsworthy items during the planning process

(http://www.vhb.com/woodville/default.asp). A diverse set of flyers, press releases and advertisements were also created to spread news about corridor planning events.

Project Website

Stakeholder Interviews

A comprehensive list of corridor stakeholders was assembled by the project team with input from the CRTPA. The project team scheduled and facilitated a series of two-hour interviews July 7th and 8th and August 19th and 20th, 2010. When possible, interviews were combined to create compatible working groups. For the convenience of stakeholders, several interviews were conducted via phone.

Interviewees included citizens, business leaders, political officials, special interest groups and government employees, each of whom were chosen due to their ability to provide detailed insight into specific issues pertaining to the Woodville Highway Corridor. Correspondence with each of the stakeholders was made via email and/or telephone to determine availability. Interviewed stakeholders included:

- Wakulla County School District
- Wakulla County Commission
- Leon County Commission
- Florida Park Service
- US Forest Service
- Concerned Citizens of Wakulla
- Friends of Wakulla Springs
- Wakulla Watershed Coalition
- Florida Division of Forestry
- City of Tallahassee Growth Management Department
- Leon County Department of Growth and Environmental Management
- Leon County Schools
- City of Tallahassee Utilities
- The St. Joe Company
- City of St. Marks
- Leon County Parks and Recreation
- Woodville Elementary School
- Wakulla County Industrial Development Authority
- Economic Development Council of Tallahassee/Leon County
- Progress Energy
- StarMetro
- Marpan Recycling
- Capital City Cyclists

Stakeholders were asked a series of prepared questions regarding the Woodville Highway corridor. These included generalized inquiries concerning their overall impression of the corridor as well as specific questions regarding such topics as economic development, transportation and community design. Some examples of questions asked included:

- How often do you travel the corridor and where are you going?
- What modes of transportation, other than the automobile, would you consider for these trips?
- In regards to land use and transportation within the corridor, what would you change and what would you leave the same?
- What is your ideal vision for the future of the corridor in terms of transportation, land use and economic development?

Time was reserved at the end of each interview for general discussion and efforts were made to explore the interviewee's particular areas of interest more deeply.

Detailed notes were taken during each of the aforementioned interview sessions. The project team extrapolated general themes from these notes and separated them into the broader categories of land use, transportation and economic development. The detailed interview notes have been included as appendices to this report and the generalized themes are summarized below.

Themes

Land Use

- There is opposition to continued "suburban strip" style development patterns or the introduction of "big boxes".
- There is support for the clustering of development into compact, mixed-use nodes and the minimization of suburban or ex-urban sprawl.
- Demand for high density/multi-family housing is limited within the corridor.
- Protection of the corridors historic/rural character is

important.

- Environmental protection is a key concern.

Transportation

- Future roadway improvements should focus on increasing safety.
- Several stakeholders voiced concerns regarding traffic congestion within the corridor, but were flexible as to possible solutions to address this issue.
- Transportation improvements along the corridor should include transit service and facilities.
- Limited support exists for the widening of Woodville Highway, although even those who support widening have concerns regarding the resulting increased travel speeds.
- Multi-modal facilities such as sidewalks and bikeways are supported.
- An overall transportation plan for the corridor should include improvements to parallel facilities and enhanced access to these facilities.
- Consideration of impacts to the St. Mark's Trail is a key issue.

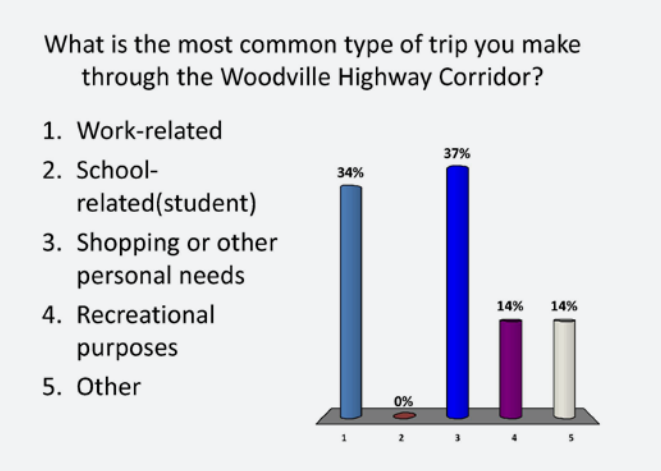
Economic Development

- A more cooperative economic development effort is needed between Wakulla and Leon County.
- Targeted industries for the region include transportation/ distribution, health sciences, space technology and composite materials.
- Two industrial parks exist within the corridor but their ability to attract target industries is limited due to location.

Kick-off and Advisory Workshop

On August 19, 2010, a Kick-Off meeting was held at the Woodville Community Center, to begin the planning process and obtain input immediately from the public and other stakeholders on a variety of issues related to the Woodville Highway Corridor. The meeting provided guidance about the approach to the project which includes balancing land use, transportation and environmental and neighborhood preservation to create a shared vision for the corridor.

The presentation also included insight on multimodal transportation options, initial reactions to existing conditions, and potential funding strategies. Additionally the presentation utilized TurningPoint—an interactive voting system—to survey the audience with immediate results. Participants were also asked to jot down their comments related to land use and transportation on "thought boards". With the assistance of project team facilitators, a series of comments derived from four key questions were generated to help inform the project team about opportunities and concerns; the questions and comments are provided hereafter:



Example TurningPoint Survey Results

Question One

What is the biggest opportunity related to Transportation?

- Maintain rural character – avoid 319 mistakes on Woodville Highway
- Wakulla County needs to consider future growth at Wakulla Station and have future use areas planned in.
- Four-lane Woodville Highway from 98 north for hurricane evacuation route plus present traffic woes.
- Connectivity between travel modes
- Visually appealing
- To make Woodville Highway look like the parkway they just made out of Capital Circle Southeast
- Choices
- Increase left turn lane timing on Oak Ridge Road signal to allow morning traffic to enter on Woodville Highway
- Increase economic options
- Improve transportation options to include public transit

Question Two

What is your biggest concern related to Transportation?

- Please don't line the road with ugly little scrub oaks!
- Decision to 4-lane already made
- That improved transportation will lead to sprawl – strip mall type development along Woodville Highway
- Safety
- That the solution will only be road widening
- Woodville Highway as it exists limits faster access to Tallahassee due to growing population of Wakulla County
- Increased efficiency
- That it will not include public transportation. It seems to me that a "commuter parking lot" between Woodville (and on Crawfordville Hwy) linked to express bus service to town and Southwood would go a long way towards alleviating congestion.
- If widened, widen at least to the City line so Natural Wells and Selena Rd. have turn/merge lanes.
- Losing rural character and unnecessarily widening Woodville Highway
- If 4-laned, what will parking be like at Woodville Elementary?
- More congestion due to N.G Wade and other new subdivisions
- Congestion, the time we spend on the road to and from Tallahassee.
- Do reverse lanes. Four-lane Oakridge Rd.

Question Three

What is the biggest opportunity related to Land Use?

- Maintain rural character
- Conserve/preserve environmental resources
- Prevent urban sprawl from moving further south
- Preserve the natural beauty
- Need to have central "soak-away" system in Woodville Village
- Better plan for and manage any land development
- Make water treatment available throughout the corridor
- The chance to protect the environment (wetlands) and at the same time to build our roads (widen them)

Question Four

What is your biggest concern related to Land Use?

- How it will effect land owners
- St Marks is excluded from the corridor while working hard to become a destination. General Dynamics St. Marks Powder plant has 350+ employees commuting daily included in the plan. A huge contributor to the traffic volume.
- Economic development along the corridor is severely restricted by sewer availability
- That you will not tell me I can no longer use my property as I have for the last 30 yrs (grandfather current use) or that you will change my fees to do so.
- Urban sprawl. Losing rural setting and feeling
- Destroying the natural beauty
- We would not protect our environment and our property while making our roads

Public Design Charrette

On September 21, 2010, a four-day Public Design Workshop (Charrette) commenced for the main purpose of creating a highly interactive focused public event that allowed citizens and other stakeholders to work side-by-side with the project team on crafting a vision of the Woodville Highway Corridor. The first day helped to "set the stage" by summarizing the issues, opportunities and concerns previously raised and present research and data collected by the project team to help craft a vision for the Corridor. In addition, a series of illustrative elements related to "Land Use and Transportation 101" were presented so that all participants would clearly understand concepts being discussed including community building, mixed-use, network and development patterns, complete streets, walkability, and placemaking.

Photo 2-2

During the four-day workshop a series of community values that are represented in the vision of the corridor were defined, which included the need to maintain rural character, protect the existing trail network, avoid suburban strip development, improve mobility and pedestrian facilities, protect the natural environment and create new employment opportunities. Potential future planning initiatives, such as the development of a revised comprehensive plan, land development code revisions, a recreation and parks master plan and urban form and design guidelines, were suggested to be explored after the vision is developed.

A series of transportation solutions were discussed and presented which dealt with network and development patterns, traffic capacity and an enhanced mobility network. Within the four segments along the Corridor, existing and future annual average daily trips were analyzed and improvements were considered to increase mobility and create a more diverse set of travel options along the corridor.

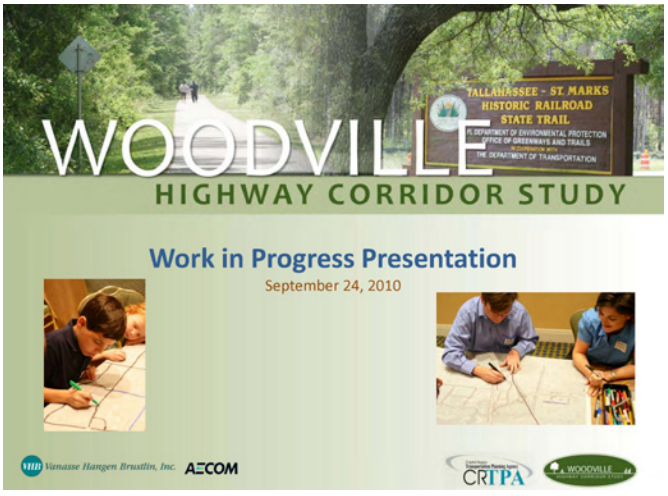
As a result, in addition to recommendations regarding roadway widening along the Woodville Highway, other options such as a new two-lane parallel roadway, transit, and bicycle and pedestrian improvements were explored further. Illustrations of improvements along the Corridor were developed by the team during the workshop to clearly depict the scale of such transportation improvements.

Additionally, the workshop resulted in a consensus to analyze the corridor's land use opportunities within five identified mixed-use nodes along the Highway Corridor. Within each mixed-use node, a variety of mobility options, such as pedestrian, bicycle, transit and automobile, were recommended. In addition, in order to maximize connectivity, travel modes should be interconnected; for example bicycle to transit, and automobile to pedestrian.

By creating such highly interconnected mixed-use nodes, new land use opportunities which follow the community values set forth early in the workshop may be created. The potential for compact mixed-use rural scale and character centers which could provide retail and other services with new jobs and be a community gathering area began to take shape within nodes. A new parallel roadway would reduce dependency on the Woodville Highway and increase connectivity to local streets.

The addition/enhancement of the bike lane network would allow connections to business and schools, while an improved pedestrian sidewalk network would allow for walkable, safer and healthier communities along the corridor. The use of parkland along the corridor would be enhanced as well. The team developed before and after "photomorph" views which illustrate how such improvements in mobility and travel mode choice would appear on existing segments of the highway corridor.

The workshop provided a solid foundation for the Vision described in this plan. The workshop concluded on September 24, 2010 with a "Work in Progress" presentation which included a summary of the thoughts, ideas, community values, analysis, segments and nodes, and future concepts of how change might occur along the corridor.



"Work in Progress" Presentation Cover Slide

Public Hearings

to be completed after public hearing is held

three

Existing Conditions

The Woodville Corridor has played a significant role in Florida History. Tallahassee was chosen as the territory's capital in 1824. In 1826, construction began on a road connecting the growing population of Tallahassee to the St. Marks River, which provided access to the Gulf of Mexico.

Corridor History

Woodville Highway has evolved from a rural, farm to market facility, to a corridor of regional significance based on the connectivity it provides to recreational traffic from Tallahassee to the St Marks and the Gulf Coast, travel to and from the St. Marks Powder facility and the St. Marks Power Plant as well as a major commuter route for residents that live in Wakulla County and Woodville and are employed in Tallahassee or Leon County. Woodville Highway also serves as a primary hurricane evacuation route for Wakulla and southern Leon County.

Important community and natural features occur within the corridor including:

- Apalachicola National Forest – Located in Florida's Panhandle southwest of Tallahassee, the Apalachicola National Forest is the largest forest in Florida at 571,088 acres, which includes 2,735 acres of water. The Forest contains six (6) watersheds, sixty-seven (67) miles of the Florida Trail, and Fort Gadsden, an outpost along the Apalachicola River dating back to the War of 1812.
- Natural Bridge Battlefield Historic State Park – Located six (6) miles east of Woodville, Natural Bridge is the site of the second largest Civil War battle in Florida. The Park is also the site where the St. Marks River drops into a sinkhole and flows underground for one-quarter of a mile before reemerging.
- City of St. Marks – Located in Wakulla County on the Gulf of Mexico in Florida's Big Bend, the City of St. Marks is a historic Gulf port and home to the San Marcos de Apalache Historic State Park.

- St. Marks Historic Railroad Trail State Park – Located on 16 miles of the historic rail bed of the historic Tallahassee Railroad, the trail runs between Tallahassee and St. Marks, Florida. Recreational activities include bicycling, skating, walking, jogging and horseback riding.

Photo 3-1

The historic land use within the corridor study area was primarily agricultural with nodes of rural residential and conservation or public lands related to the state and national forest lands. Due to pressure from residential demands from families in search of the rural lifestyle, ever increasing amounts of open, undeveloped or agricultural properties have been modified to create suburban and low density retail and commercial projects that increase the number and trip lengths produced in the area.

The local government comprehensive plans have been revised and amended to allow for this growth and development and recently efforts have been made to provide alternative types and more sustainable development practices. However, the result has not had significant influence in the development patterns as most new development is proposed to include large lot subdivisions, limited mixed use and limited employment opportunities. There are exceptions to this practice in both Wakulla County and in the Woodville Community. These include the Woodville Rural Village and the Sustainable Community (Longleaf Plantation), in Wakulla County located immediately south of the Leon-Wakulla County Line.

Cultural and Historic Resources

The Woodville Corridor has played a significant role in Florida History. Tallahassee was chosen as the territory's capital in 1824. In 1826, construction began on a road connecting the growing population of Tallahassee to the St. Marks River, which provided access to the Gulf of Mexico. The lack of stable soils along the corridor spurred the development of a railroad (now the Tallahassee-St. Marks Historic Railroad State Trail) to connect Tallahassee to St. Marks; a port town located at the confluence of the Wakulla and St. Marks Rivers. The railroad was completed in 1836 and was vital to the shipping of materials from central Florida and southern Georgia. (Source: http://www.americantrails.org/nationalrecreationtrails/trailNRT/Tallahassee-St-Marks-FL.html)

The Woodville Highway Corridor was also part of one of the most significant Civil War battles in state history: the Battle of Natural Bridge. A battle in which Confederate Soldiers successfully defended the State Capital as described below.

"Late in the war, in March 1865, a combined Union army and naval force assembled in the northern Gulf of Mexico off St. Mark's. Almost 1,000 Union troops, including several hundred Florida soldiers in the 2nd Florida Union Cavalry, landed near the St. Mark's lighthouse and prepared to move inland. The initial targets of the expedition appear to have been the town and fort of St. Mark's. However, with a large Union force moving inland, the Confederates thought that there was a clear danger to the capital city, Tallahassee.

Following a skirmish at bridge at Newport on the St. Mark's River, the Union commander, Brigadier General John Newton, decided to conduct a night march north to Natural Bridge in hopes of crossing the river unopposed. Observant Confederate scouts reported the move, and the southern field commander, Brigadier General William Miller, redirected his forces in the area to meet the threat. The southern troops consisted of both Florida cavalry and artillery soldiers, supplemented with young and old militia members, and a small group of young cadets from the Florida Military Institute in Tallahassee.At dawn on March 6, 1865, the sound of gunfire could be heard at the Natural Bridge crossing. The first attempt by the Union troops to cross quickly was checked by southern fire. Both sides reinforced their positions during the morning, and the northern troops searched for another way across the river. Unable to find another crossing point, the federal commander chose to force a passage at Natural Bridge. Near midday the Union troops of the 2nd and 99th U.S. Colored Infantry regiments attacked. For several hours the woods and swamps echoed with the sounds of battle.

The Confederates had the advantages of a solid defensive position, more cannons, and, by the end of the battle, more troops. After finally realizing that they could not successfully force their way across Natural Bridge, the Union troops broke off the engagement and retreated to the safety of the coast. The battle resulted

in 148 casualties for the northern side and 26 casualties for the southern side. The Confederate victory ensured that Tallahassee would remain in southern hands for the remainder of the war--the only southern capital east of the Mississippi River with that distinction."

Source: Florida Department of State: Florida History Museum
http://www.museumoffloridahistory.com/exhibits/permanent/civilwar/18.cfm

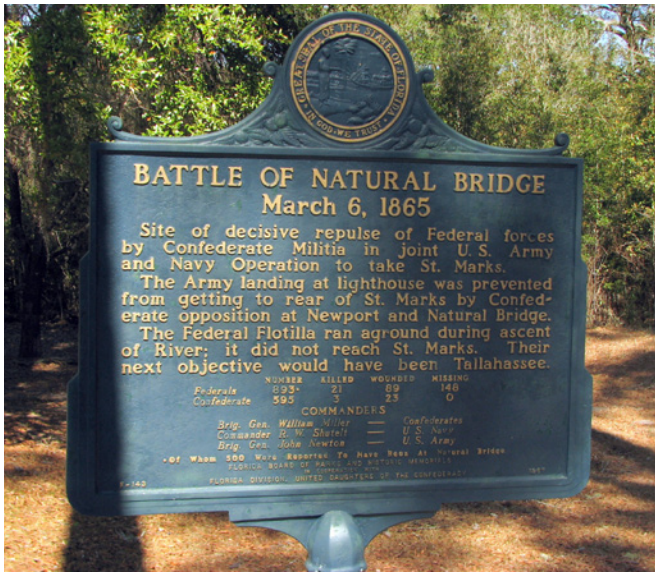


Photo 3-2

A master site file request for all parcels with the corridor was submitted to the Florida Division of Historical Resources (DHR). The resulting Cultural Resources Report issued by DHR found sixteen (16) recorded sites within the Study Area including nine archeological sites, four resource groups and three standing structures as shown in figure 3.1.

Most of the nine archeological sites identified have very general associated descriptions. Three of these sites, all located in Leon County were identified as Prehistoric Camps. The four resources group sites identify varying sections of the Tallahassee-St. Marks Railroad. The three standing structures identified in the report were the Naval Store Commissary and Woodville United Methodist Church in Leon County and Wakulla Station in Wakulla County.

Land Use

Land use decisions play a critical role in transportation planning. The type, mix and intensity of land uses within the Woodville Highway Corridor determine the form and scale of the areas transportation infrastructure and subsequent modifications. The following information was collected by the project team to determine existing and potential future land use conditions within the Study Area. This information is essential to the formulation of land use and transportation recommendations which determine the effectiveness and efficiency of future development, re-development, infrastructure improvements and economic success within the Woodville Highway Corridor.

This section examines both existing and future land uses as proposed by the approved Comprehensive Plans of Leon and Wakulla Counties. The Woodville Highway Corridor, traversing Leon and Wakulla Counties, includes a mix of rural, suburban and industrial development. The corridor includes the suburban fringe of Tallahassee, the Woodville Community, intermittent nodes of rural, some of which is transitioning to suburban, and an established industrial section at it southernmost point at the intersection of US 98.

Leon County

Except for the Woodville Community, the Leon County portion of the Woodville Highway Corridor is decidedly rural. From the southern city limits of Tallahassee to the county line, very little in the way of urban development exists. For more than 3 miles, the upper west side of the corridor is adjacent to the Apalachicola National Forest, where no development and few crossroads exist. The upper east half of the Leon County section of the corridor is mainly in silviculture (timber), and though similar in its undeveloped form to the west side, does have development potential in the form of 10 acre ranchettes as part of the Rural future land use designation.

The "Woodville Rural Community" is the most significant pocket of development in the Leon County portion of the corridor. This unincorporated community is centered on the Woodville Elementary School, which fronts directly onto the highway. Lining the highway to the north and south of the school are small scale retail buildings, churches, and other institutional uses. Single family residences surround the core forming a distinct rural village with a radius of a little less than a mile. The Leon County/Woodville portion of the corridor contains most of the community resources including: an active park complex, a post office, community center and the elementary school.

The "Woodville Rural Community" is unique in the County in that it has its own dedicated Future Land Use (FLU) category regulating development. This category allows a maximum residential density of four (4) du/acre in those areas served by paved roads. Density may be transferred into the sewer served areas of Woodville from the County's Primary Spring Protection Zone, with up to 8 du/acre. Non-residential development is limited to 10,000 sq ft per acre, up to a maximum of 50,000 sq ft in a single building. Non-residential uses are also limited to the land along the highway, with special emphasis at the intersection of major roads such as Oakridge Road.

Many of the built residential areas in the Woodville community are covered by the "Residential Preservation Overlay" which, regardless of the underlying FLU standards, limits infill residential development to the same average density of the surrounding area (with a maximum of 6 du/acre).

See figures 3.2 and 3.3, Existing and Future Land Use.

Wakulla County

Like the Leon portion of the Woodville Highway Corridor, the Wakulla County section is rural. While the development in Leon was centered on the Woodville Community, development in Wakulla is more spread out. Low density residential lots from one acre to 10 acres occur in the corridor on both the east and west sides of the highway. These lots are found in subdivisions and in single parcels that access the highway directly. Built density north of State Road 267 is generally higher than the density south of SR 267, which is more sparsely developed. In keeping with its rural character, the Wakulla County portion of the corridor is accessible to natural community resources however the area lacks significant built community resources.

With the exception of the "Sustainable Community" designation on the north border of the County and the Industrial designation to the south surrounding the US 98 intersection both sides of the road along the corridor are lined with the Rural 1 and Rural 2 Future Land Use categories. The Rural 1 land use allows a maximum residential density of 1 unit per 10 acres if accessed by an unpaved road. Density is increased to 1 unit per 5 acres where accessed by a paved road. The Rural 2 land use allows a maximum residential density of 1 unit per 2 acres if central water is available and 1 unit per 5 acres if central water is not available.

On the eastern side of the corridor adjacent to the northern boundary of Wakulla County, is approximately 586 acres of the Northeast Wakulla County Sustainable Community, called Longleaf Plantation. This land use is south of the Woodville Rural Community district in Leon County and is intended to develop as a dense urban village. To be built out in three distinct phases (summarized in the following table), this district proposes to ultimately contain a maximum of 650 single family units, 150 multi-family units, 350,000 sq ft of commercial space, and 100,000 sq ft of office space. The entire district is currently undeveloped.

See figures 3.2 and 3.3, Existing and Future Land Use.

Longleaf Plantation (Sustainable Community)

	Program
Total Build-out Program	650 Single Family Units
	150 Multi-Family Units
	350,000 sq ft of Commercial Space
	100,000 sq ft of Office Space
Phase 1	300 Single Family Units
	50 Multi-Family Units
	157,000 sq ft of Commercial Space
	42,000 sq ft of Office Space
Phase 2	100 Single Family Units
	45,000 sq ft of Commercial Space
	12,000 sq ft of Office Space
Phase 3	250 Single Family Units
	100 Multi-Family Units
	147,000 sq ft of Commercial Space
	46,000 sq ft of Office Space

At the southern end of the corridor study area (adjacent to the intersection of US 98), just north of St. Marks city limits, is a concentration of the Industrial Future Land Use Category. This category allows many types of manufacturing, warehousing, office, and storage uses. If served by water and sewer, the land can be built at a 0.4 FAR; however, if water and sewer services do not exist, an FAR of only 0.15 is allowed. Currently, most of the district is undeveloped, except for the General Dynamics St. Marks Powder facility which contains one large facility and several small facilities. Most of the land remains in silviculture.

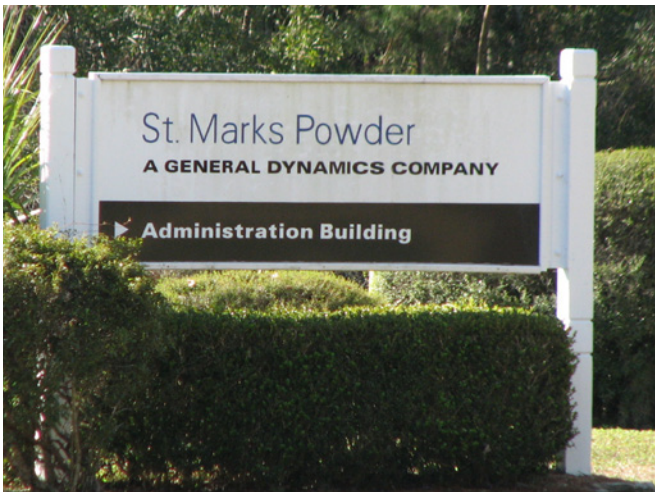


Photo 3-3

Recommendations for changes in land use and development patterns are contained in Chapter 5. Implementation of those recommendations will improve the potential for multi-modal transportation options and maximize the opportunity for economic development.

Figure 3.1– Cultural Resources along Corridor

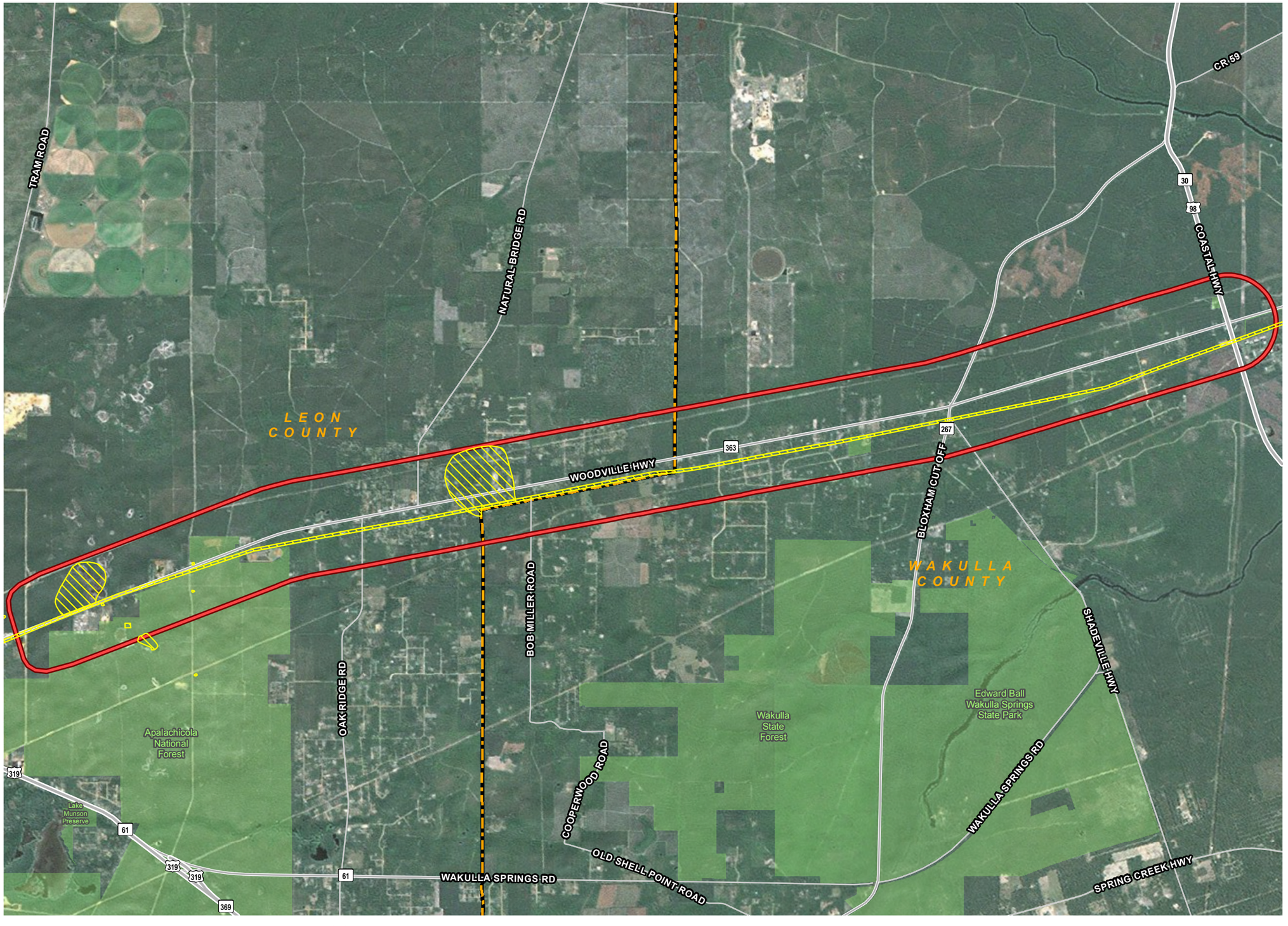


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Table 3.1–Woodville Community Zoning

	Residential Density	Non-residential Floor Area Ration (FAR)	Uses	Notes
Recreation/ Open Space	not to exceed 1 unit/20 ac	n/a	Passive Recreation Facilities, Active Recreation Facilities (if within a Rural Community or USB), Golf, Forest, Wildlife Management Areas, Timber, Cemeteries.	
Rural	not to exceed 1 unit/10 ac	n/a	Timber, Farming, Single Family Residences.	Cluster Requirements: Lots in subdivisions greater than 40 acres must be a minimum of 5 acres unless clustering is desired, where 1 du/acre minimum lots are clustered on 20% of the land.
Woodville Rural Community	not to exceed 4 unit/ac on paved roads not to exceed 8 unit/ac on paved roads with density transfer	10,000 sq ft/ac not to exceed 50,000 sq ft per building, except for 20,000 sq ft per acre for warehouse and storage	Timber, Farming, Single Family Residences, Commercial (with locational and maximum sq ft requirements), Warehouse/Storage, Other Public Uses.	
Residential Preservation Overlay	Limits infill development to the same density of the existing development within the overlay area but not to exceed 6 unit/ac	n/a	Single Family Residences, Townhouses, Cluster Residential.	

Note: Densities are calculated on Gross Acreage.

Table 3.2–Wakulla County Zoning

	Residential Density	Wetland Density Transfer	Non-residential Floor Area Ration (FAR)	Uses	Notes
Agriculture (Primary Agriculture)	not to exceed 1 unit/20 ac	1 unit/40 ac	0.05 FAR	Timber, Farming, Single Family Residences, Schools, Other Public Uses.	
Rural-1 (Agriculture/ Rural Fringe)	not to exceed 1 unit/5 ac on paved roads not to exceed 1 unit/10 ac on unpaved roads	1 unit/20 ac	0.05 FAR	Timber, Farming, Single Family Residences, Commercial (with locational and maximum sq ft requirements), Schools, Other Public Uses.	Cluster Requirements: Lots in subdivisions greater than 40 acres must be a minimum of 5 acres unless clustering is desired, where 1 du/acre minimum lots are clustered on 20% of the land.
Rural-2	not to exceed 1 unit/2 ac with central water service not to exceed 1 unit/5 ac without central water service	1 unit/20 ac	0.15 FAR	Timber, Farming, Single Family Residences, Commercial (with locational and max sq ft requirements), Schools, Other Public Uses.	Cluster Requirements: Lots in subdivisions greater than 40 acres must be a minimum of 5 acres unless clustering is desired, where 1 du/acre minimum lots are clustered on 20% of the land.
Industrial	n/a		0.4 FAR with central water and sewer 0.15 FAR without central water and sewer	Manufacturing, Processing, Storage, Commercial, Office, Service, Schools, Other Public Uses.	

Environmental

Based on stakeholder interviews during the course of the study effort, it is clear that protection of the natural environment is important to the residents of Wakulla and Leon County, including those who live along and those who travel through the corridor. The corridor includes karst formations and the springshed for Wakulla Springs, so the area is particularly sensitive and as a result receives significant attention from environmental activist groups.

Development and highways can have significant impacts on environmental systems, including degradation of the water quality which could further exacerbate the problems at Wakulla Springs. Proposed development or transportation systems evaluated during the study considered the potential impacts to the environment. The study team made efforts to avoid and minimize impacts to the natural environment during the alternatives analysis.

The Woodville Highway corridor generally occurs within a subset of the Gulf Coastal Lowlands known as the Woodville Karst Plain; although, portions of the corridor also occur within the Lake Munson Hills and St. Marks /Wakulla River Valley Lowlands. Historically, these areas were comprised of sandy pine flatwoods and sandhills interspersed with wooded swamps and open karst sink depressions. The northern portion of the corridor contains forests dominated by longleaf pine (Pinus palustris) that transition to predominantly slash pine (Pinus elliottii) plantations as the corridor extends south. Moving north to south along the corridor, wetlands change in form from generally isolated, depressional wetlands to more complex mosaics of hydric flatwoods and hardwood swamp mosaics.

Wetlands

The Army Corps of Engineers, through Section 404 of the Clean Water Act and other regulatory instruments, the Florida Department of Environmental Protection (FDEP) and the Northwest Florida Water Management District (NWFWMD), through Chapter 62 of the Florida Administrative Code and other regulatory instruments, regulate impacts to wetlands. Other agencies, including the US Environmental Protection Agency, NOAA, and USFWS, may also comment on or regulate wetland impacts.

Wetlands occur throughout the corridor, although they change in character and composition across the corridor. Wetlands in the northern third of the corridor generally consist of apparently isolated wetlands comprised primarily of herbaceous depressional wetlands; although a few cypress or hardwood dominated wetlands may occur near Oak Ridge Road. Few wetlands occur in the corridor from Oak Ridge Road to Bloxham Cut-Off, although the few that do typically are comprised of seasonally inundated hardwood swamps. The southern third of the corridor exhibits larger wetland systems comprised of hydric flatwoods and open cypress (Taxodium) strands that generally connect seasonally or permanently to creeks or streams in the area.

The USFWS has mapped the approximate extent of wetlands as part of the National Wetlands Inventory (NWI), while the NWFWMD has mapped land use, including wetlands, for lands within its jurisdiction. Within the corridor, the NWFWMD wetland maps appear to correspond more closely with visual estimates of wetland extent conducted during the site review. However, several small areas that appear to exhibit inundation and vegetation regimes sufficient to constitute a wetland based on the August, 2010 site review are not identified as wetlands within NWFWMD or NWI maps. The extent of wetlands within the corridor subject to ACOE and/or FDEP/ NWFWMD jurisdiction will require field specific delineation efforts prior to permitting of improvements. Aerial interpretation of potential wetlands not identified by NWI and/ or NWFWMD may be needed to clarify data for planning efforts for the corridor.

Based on these mapping efforts and the field review, several wetlands occur immediately adjacent to or in the existing right-of-way. These include a small marsh within the Wakulla State Forest, a complex of 1 to 3 wetlands that straddle the road north of Oak Ridge Road, a small wetland approximately 1.4 miles south of Bloxham Cut-Off, a marsh approximately ½ mile north of US 98, and wetlands on both sides of the road south of US 98. All of these wetlands have a high potential for impact from road-widening activities.

Additional wetlands occur within the study corridor, although these typically appear to occur more than 100 feet from the existing right-of-way. A large aggregation of sink depression wetlands occur in the northern portion of the corridor inside or across the street from the Apalachicola National Forest. Another large wetland system occurs on the Wakulla/Leon County line west of the existing road. Large mosaics of wetlands occur south of Bloxham Cut-Off to south of US 98, including several areas adjacent to existing commercial uses on or near US 98. Potential changes in corridor alignment or land use in the study corridor could affect these systems.

See figure 3.4, Wetlands.

Karst Topography

The majority of the study corridor occurs within spring basin protection zones established by Tallahassee - Leon County (Primary Springs Protection Zone) and/or Wakulla County (Wakulla Spring Special Planning Area). Measures to protect Wakulla Spring within these zones include improved sewage

Figure 3.2–Existing Land Use

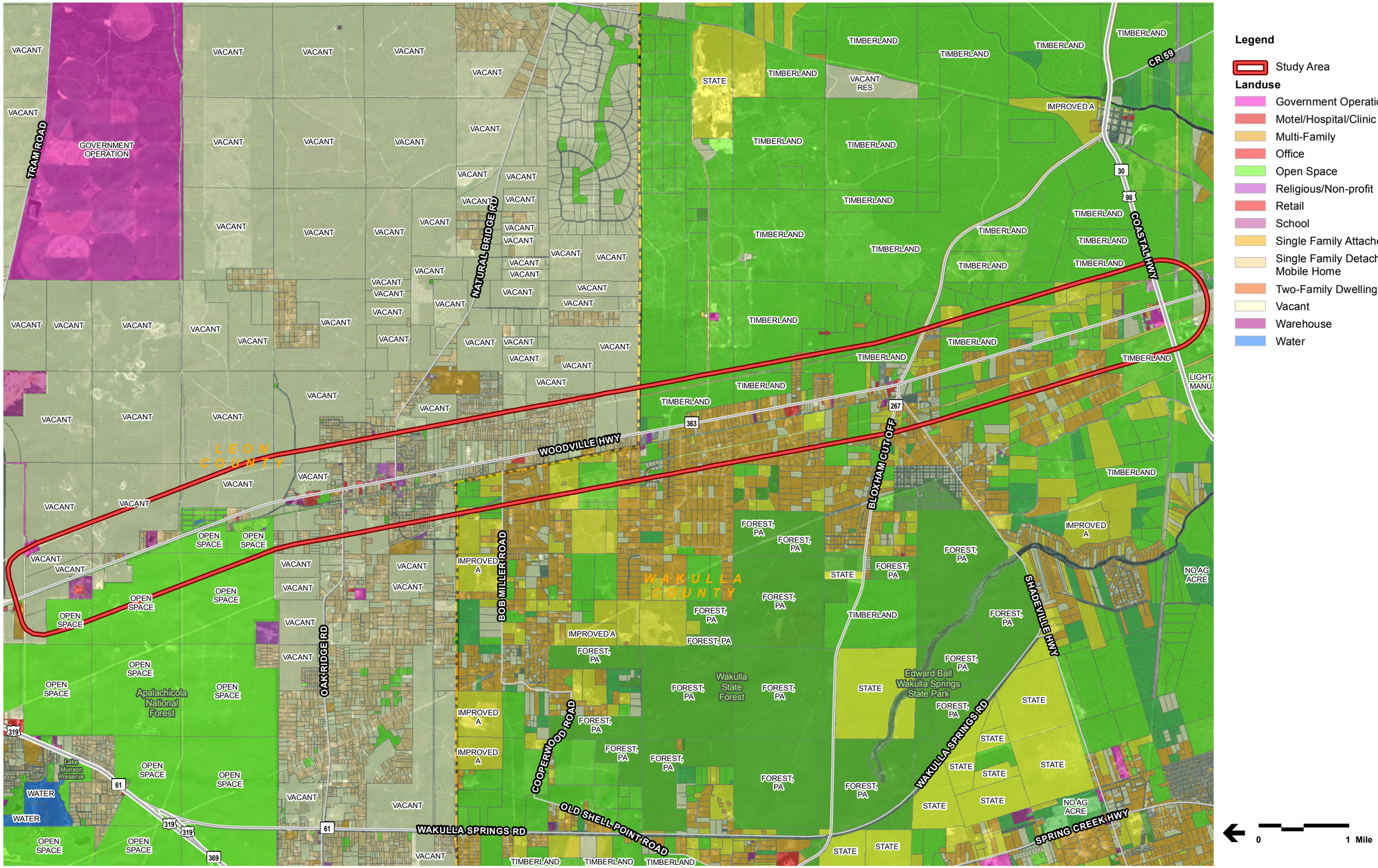

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Figure 3.3– Future Land Use

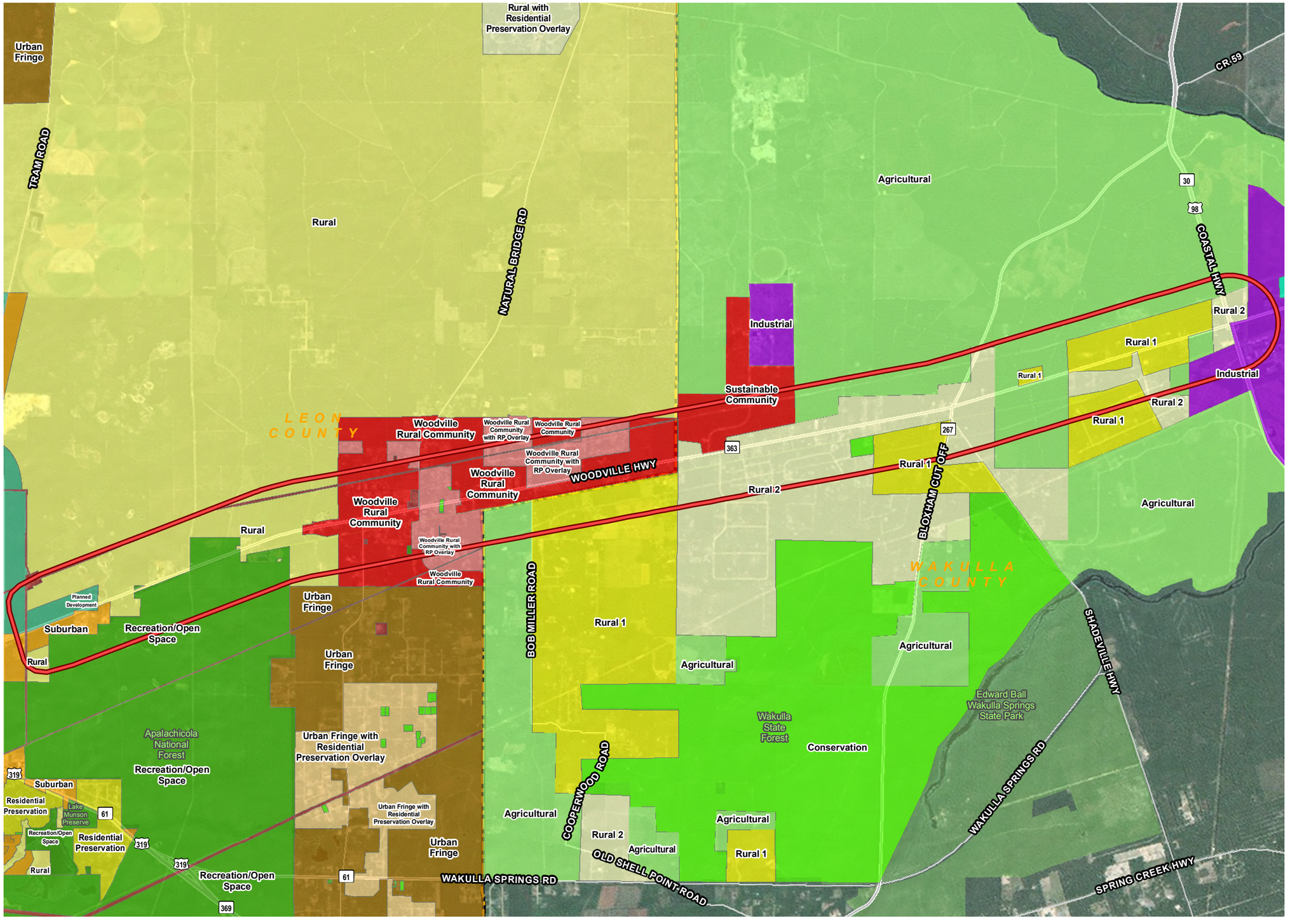

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Figure 3.4– Wetlands

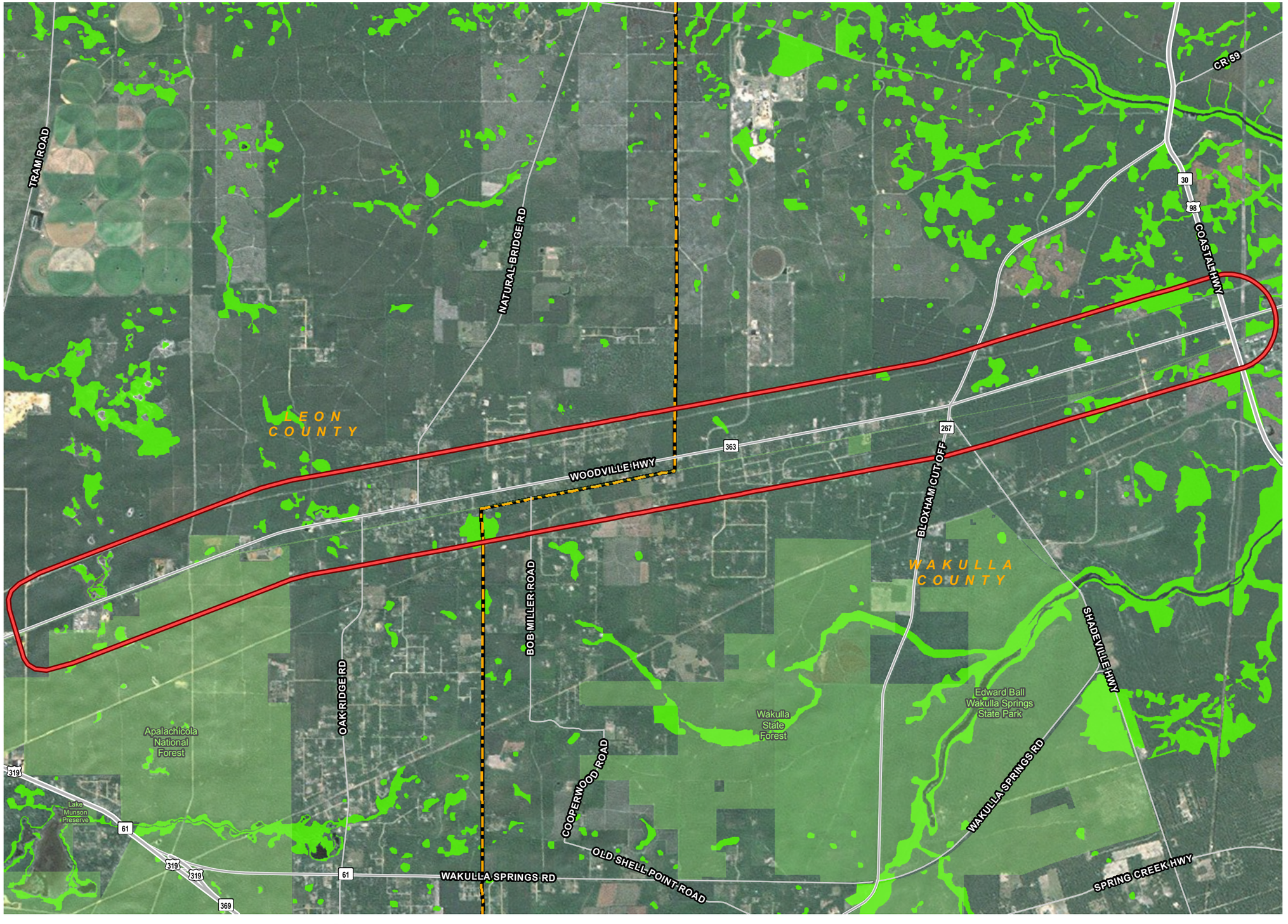

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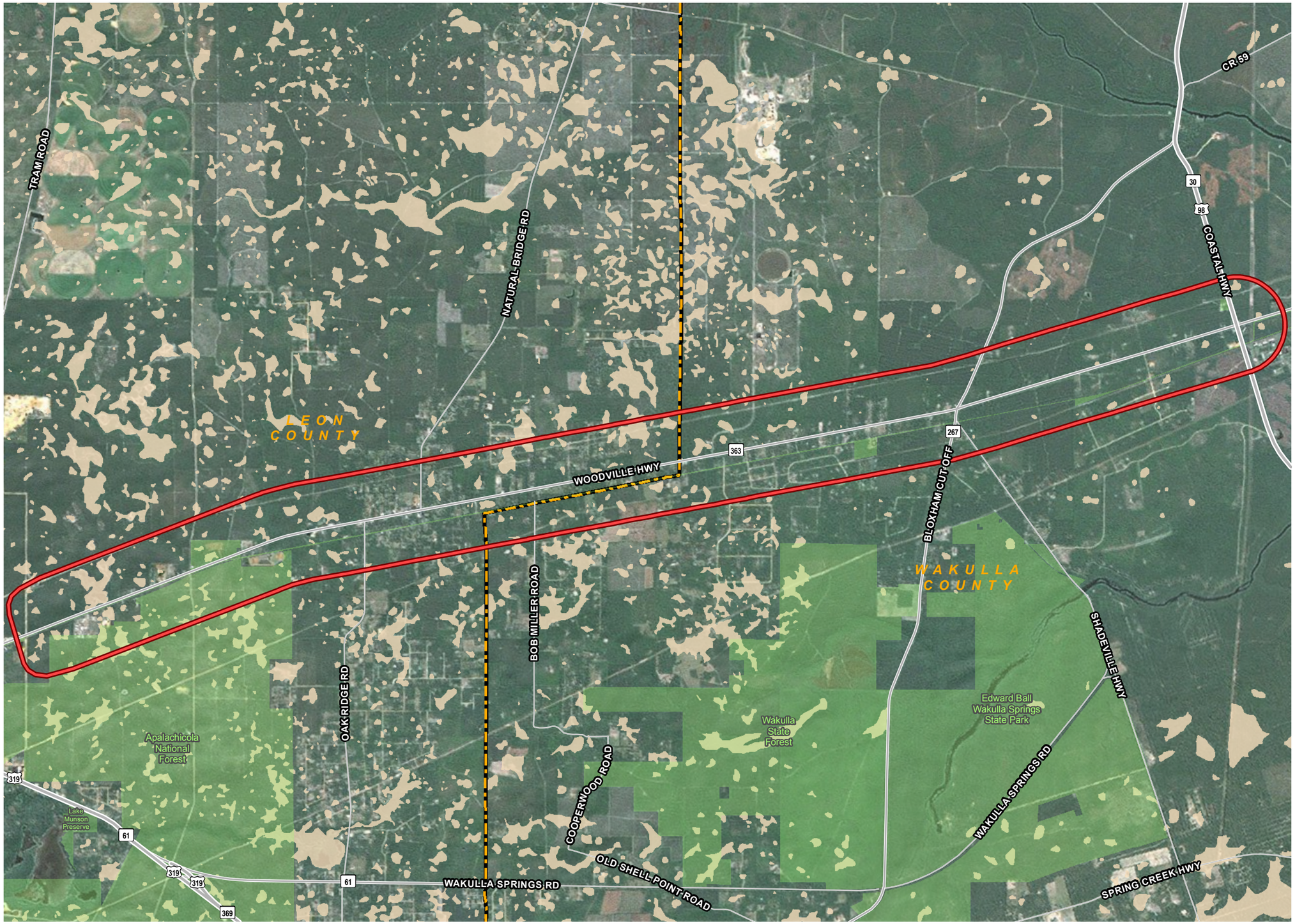
Figure 3.5–Karst Topography



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collection and treatment goals, low-impact development land and engineering planning approaches, land use restrictions, and limitations on discharge of regulated materials and fertilizers.

See figure 3.5, Karst Topography.

Photo 3-4

Listed Species Habitat

The US Fish and Wildlife Service (USFWS), through the Endangered Species Act and other regulatory instruments, and the Florida Fish and Wildlife Conservation Commission (FFWCC), through Chapter 68A of the Florida Administrative Code and other regulatory instruments, regulate potential impacts to plant (USFWS only) and wildlife species listed as endangered, threatened, or species of special concern (FFWCC only). The Florida Department of Agriculture and Consumer Services (FDACS) regulate potential impacts to plant species listed by the state as endangered, threatened, or commercially exploited. The following provides a brief description of federally and state listed species known to occur within or in the vicinity of the study corridor and an assessment of potential impacts resulting from improvements within the corridor. Site specific surveys to determine the extent of habitat occupied and potential impacts to listed species will be required for any proposed improvements to the corridor.

Federally Listed Species

- Red-cockaded woodpecker (Picoides borealis) – This species is known to occur within the Apalachicola National Forest (ANF) within 2 miles of the corridor. Mature canopy pines occur within the Wakulla State Forest Tract adjacent to the corridor, which could provide potential foraging and/or nesting trees over time. Potential impacts to nesting trees or foraging habitat will likely require coordination with the USFWS and FFWCC.
- Frosted flatwoods salamander (Ambystoma cingulatum) – this species is known to occur in the St. Marks National Wildlife Refuge (St. Marks NWR) approximately 3 miles southeast of the end of the corridor. Wetlands within the southern portion of the corridor are within the historical range of this species and could provide potential habitat. Additional data reviews and/or surveys may be needed to determine potential impacts, if any, to this species by proposed corridor improvements. Potential impacts to this species will require coordination with the USFWS and FFWCC.
- Eastern indigo snake (Drymarchon corais couperi) – This species occurs within a variety of upland and wetland systems, typically in areas exhibiting gopher tortoise (Gopherus polyphemus) burrows. This species is known to occur within the ANF and the St. Marks NWR and could occur throughout the corridor. Potential impacts to this species will require coordination with the USFWS and FFWCC.
- Bald eagle (Haliaeetus leucocephalus) – Bald eagle nests occur throughout the St. Marks NWR and in a few locations with the ANF. The nearest nest occurs approximately 2 miles west of the roadway near Wakulla Springs State Park.

State Listed Species

- Florida black bear (Ursus americanus floridanus) – The ANF and St. Marks NWR are home to a relatively large population of black bears. Bears are known to cross the study corridor and bear kill locations have been noted in the central portion of the corridor and just east of the US 98/Woodville Intersection prior to 2003. Bear crossing points obtained through kill data and/or other monitoring efforts may be useful to identify potential activities to minimize impacts to bears caused by improvements within the corridor. Improvements to the corridor will likely require coordination with the FFWCC for potential impacts to black bears.
- Gopher tortoise (Gopherus polyphemus) – Gopher tortoises have been recorded by Florida Natural Areas Inventory as occurring on and adjacent to the ANF and are likely to occur throughout other portions of the corridor as well. Upland habitats throughout the study corridor may provide suitable habitat for this threatened species. Potential impacts to this species will require coordination with the FFWCC.
- Gopher frog (Rana capito) and Florida pine snake (Pituophis melanoleucus mugitus) – Gopher frogs and Florida pine snakes are typically found in areas inhabited by gopher tortoises, where these two species commensally use the gopher tortoise burrow for shelter. Gopher frogs require seasonally inundated, fishless (typically isolated) wetlands for successful reproduction. Protection of migration routes, breeding ponds, and upland habitat may be important for this species throughout the corridor, but especially the northern portion near the ANF. Potential impacts to these species will require coordination with the FFWCC.
- Incised groove-bur (Agrimonia incisa) and bent golden aster (Pityopsis flexuosa) – These plant species have been observed historically in the extreme southern and northern portions of the corridor, respectively. Potential impacts to these species associated with a roadway project may require coordination with the FDACS.

See figure 3.6; Endangered, Threatened, Special Concern or Commercially Exploited Species along Corridor.

State or Federally Owned Lands

The study corridor includes portions of several state or federally owned lands that are managed for conservation and/or recreation, described as follows:

- Apalachicola National Forest (ANF) – An approximately mile long portion in the northern end of the study corridor is the eastern boundary of the US Forest Service managed ANF. The ANF includes high quality natural systems, including longleaf pine sandhills and flatwoods and depression wetlands, as well as several state or federally listed species in the vicinity of the corridor.
- Wakulla State Forest – Approximately ½ mile of the study corridor borders the 73 acre Woodville Tract of the Wakulla State Forest, managed by the Florida Division of Forestry. This tract is located approximately 1.3 miles north of Oak Ridge Road and is dominated by longleaf pine dominated systems with two isolated wetland systems, including one immediately adjacent to the road right-of-way.

Photo 3-5

- Tallahassee-St. Marks Historic Railroad State Trail – Managed by the Florida Department of Environmental Protection, the trail runs the length of the study corridor and, in places, occurs near or adjacent to the existing right-of-way of Woodville Highway.
- St. Marks National Wildlife Refuge – A maintenance facility for the St. Marks National Wildlife Refuge, a refuge managed by the USFWS, occurs at the southern end of the corridor approximately 900 feet east of the Woodville Highway/US98 intersection.

Improvements in the corridor may have direct or indirect effects on these lands. The extent of direct effects, such as alterations required by corridor construction improvements to these lands, should be relatively straightforward to quantify and will require coordination with the appropriate managing entity. Indirect effects, such as land uses and/or road alignments that affect fire management, smoke dispersal, or listed species habitat quality changes over time from management changes, may be more difficult to quantify as an effect of a proposed change within the corridor.

See figure 3.7, State of Federally Owned Lands.

Transportation

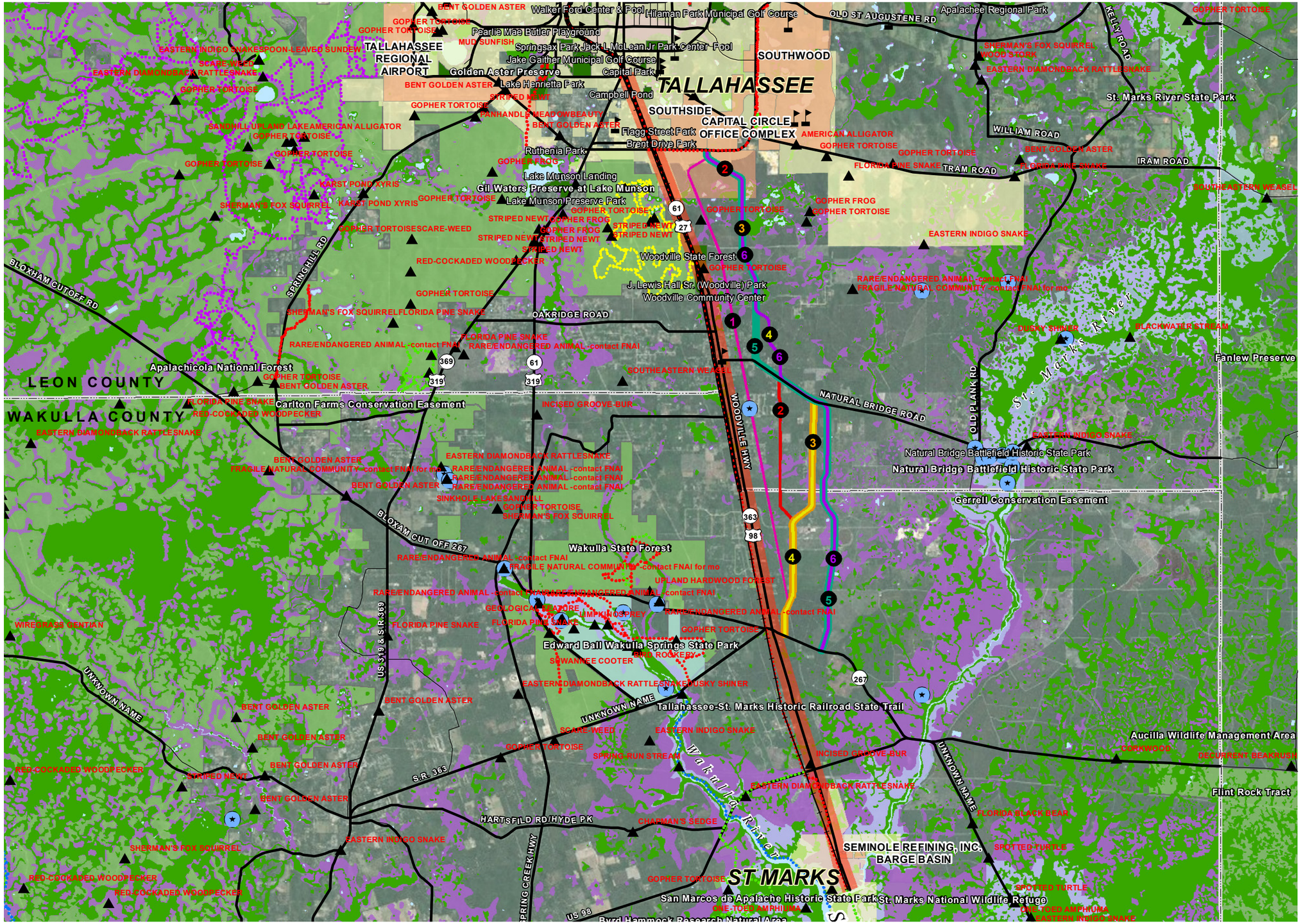
Transportation service to and through any community is important to the lasting success and sustainability of the business and residential neighborhoods that exist, and will be developed in the future. Within the study area, Woodville Highway is the primary transportation corridor although there exists a few local streets, especially in the Woodville community, and also includes the Old Woodville Highway which is located parallel to the study corridor for the majority of the corridor length. In addition, Old Plank Road, located roughly five miles east of Woodville Highway provides for some parallel travel demand but due to the alignment heading well east of Tallahassee, Old Plank Road currently serves more local than regional traffic demand.

East west travel demand is served by a few roadways within the study area including: Oak Ridge Road, Natural Bridge Road, Commerce Blvd., Bloxham Cutoff Road and US Highway 98. Much of the local street network and numerous private driveways also connect directly to Woodville Highway and therefore residents of those neighborhoods use the facility for most of the local trip making.

Corridor Roadway Network

This section details the conditions along the Woodville Highway (SR 363). Specific details are provided regarding the Inventory of Roadway Facilities, Woodville Highway Characteristics, Right of Way, Parking, Capital Improvement Plans, Traffic Counts, Intersections/Intersection Level of Service, Committed Trips from Approved Development, Adopted Level of Service / Available Capacity by Road Segment, Crash History, Transit Service, Planned Transit Improvements and Initiatives, Pedestrian and Bicycle Facilities, and Planned Pedestrian and Bicycle Facility Improvements.

Figure 3.6–Endangered, Threatened, Special Concern or Commercially Exploited Species along Corridor



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Inventory of Roadway Facilities

Roadway	Functional Classification	Ownership
Woodville Highway (SR 363)	Principal Arterial	Florida DOT
Oak Ridge Road	Major Collector	Leon County
Page Road	Minor Collector	Leon County
Taff Road	Minor Collector	Leon County
Natural Bridge Road	Major Collector	Leon County
Old Woodville Road	Local	Leon/Wakulla County
Commerce Road	Local	Wakulla County
State Road 267	Minor Arterial	Florida DOT
County Road 365	Rural Major Collector	Wakulla County
US 98	Principal Arterial	Florida DOT
Old Plank Road	Local	Wakulla County

Woodville Highway Characteristics

South of Capital Circle, the cross section consists largely of two 12' lanes in a rural cross section (swale drainage). Woodville Highway is a 4 lane divided roadway for approximately 0.2 miles which then narrows to a two lane undivided rural roadway for the next 3.25 miles. Within this two-lane undivided rural roadway segment turn lanes are provided at Marpan Recycling, LLC. South of the four lane section at Capital Circle, the cross section consists largely of two 12' lanes in a rural cross section (swale drainage).

See Figure 3.8, Existing Section: 2 Lane Rural.

Through the community of Woodville, the roadway is a 3 lane section with dedicated turn lanes provided at some intersections (1.1 miles). This section contains one signalized intersection at Oak Ridge Road. North of Oak Ridge Road, the section is urban, with curb and gutter, while south of this intersection, the roadway provides a rural section with swales adjacent to the roadway. The remainder of the study area south to US 98 is constructed as a two lane rural highway. South of Woodville, full turn lanes are provided at Commerce Boulevard and right turn lanes are provided at SR 267, but are not provided at any other major cross streets or intersections.

See Figure 3.9, Existing Section: 3 Lane Rural.

Right-of-Way

The recently widened four lane section south of Capital Circle has a ROW width of 161.68 feet then narrows to 46 feet which continues nearly to the Tallahassee City Limits where it widens to 64 feet to accommodate a turn lane for the Marpan Recycling Plant. South of Marpan the typical right-of-way width is 52 feet to just north of Woodvile, where it is reduced to 40 feet. The ROW widens within Woodville, where the right-of-way width is 64 feet in the southern section. The 52 foot typical right-of-way resumes south of the three lane section in Woodville.

Within Wakulla County, the typical right-of-way width ranges from 44 to 46 feet, with slightly wider areas provided for turn lanes where they exist.

With the exception of the most northern segment where the roadway was widened for the intersection at Capital Circle, these right-of-way widths demonstrate that any roadway widening will require substantial right-of-way acquisition that could significantly impact properties along the corridor, particularly within the community of Woodville itself.

Parking

There is no on-street parking on Woodville Highway. All parking in the corridor is provided by surface parking lots. Many of these parking lots do not have defined driveways, so access control is essentially non-existent.

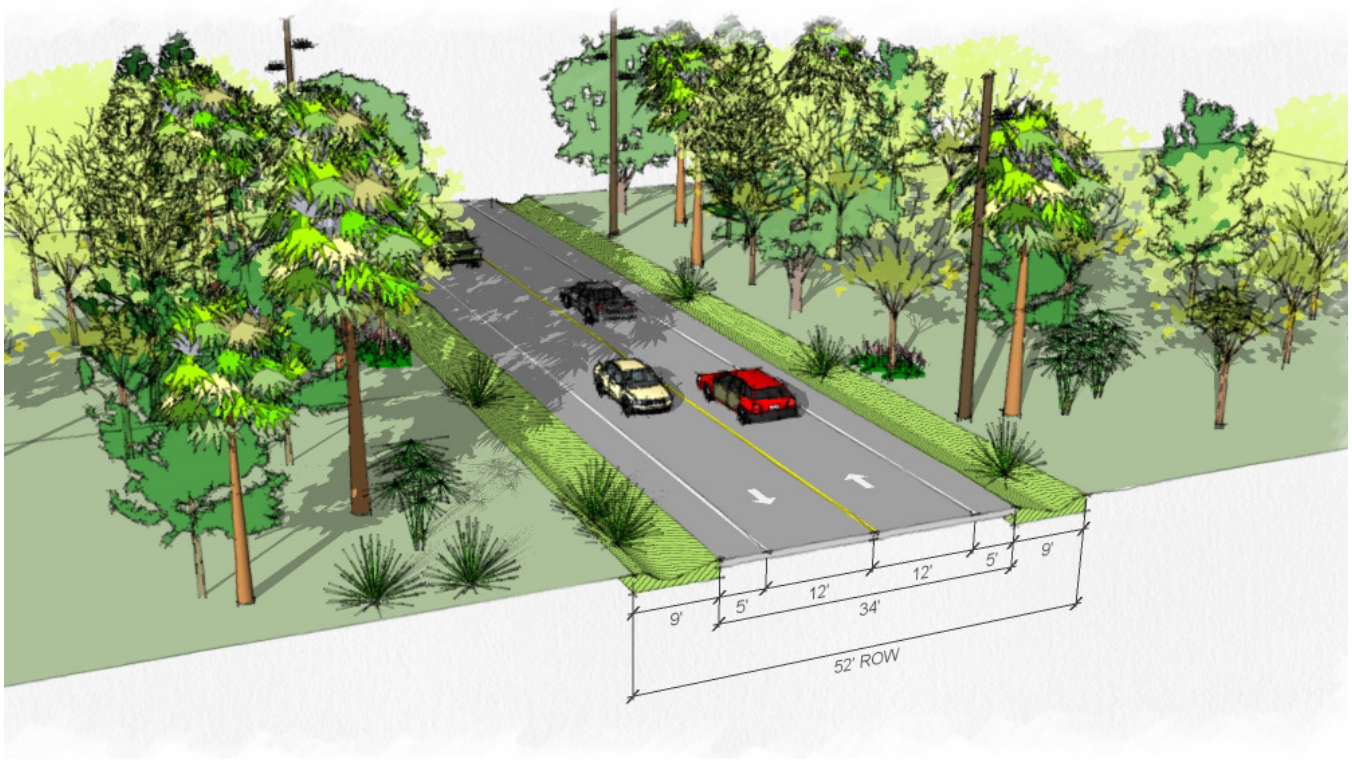
Photo 3-6

Parking for individual uses are provided as required or allowed by the local jurisdiction. As an example, a large truck parking/trail parking area is located northwest of the intersection with SR 267, behind a local restaurant and adjacent to the St. Marks trail. Other parking areas for the St. Marks Trail are located at US 98, the Wakulla Station trailhead, the J. Lewis Hall Sr. Park, and the main St. Marks Trailhead just south of The Lake of San Marcos Apartments at the northern end of the study area.

Capital Improvement Plans

The 2030 cost feasible plan includes the widening of Woodville Highway to a 4 lane divided highway from Gaille Avenue to

Figure 3.8–Existing Section: 2 Lane Rural



Natural Bridge Road, located 4.6 miles south of Capital Circle.

The need for improvements within Tallahassee along Woodville Highway was documented in a Memorandum of Agreement (MOA) regarding the Significant Betterment Zones Priority Projects. This MOA identifies the Woodville Highway multimodal improvements project as a project to receive funding from Proportionate Share Funds. The project was identified as a construction project in which all phases (PD&E, design, ROW and construction) were eligible for funding, and no less than 20% of the funds were to be focused in supporting transit, bike and pedestrian facilities.

Historic Traffic Counts

FDOT collects data at several locations along Woodville Highway, including a telemetered site (continuous data) located in Woodville south of Filmore Road. Table 3.3 summarizes the historic traffic volumes within the study area since 2006.

As can be seen from Table 3.3, the roadway volumes in the corridor have shown a declining trend in the last 5 to 6 years, with a slight increase in the volumes on CR 2192 (Natural Bridge Road). While some of this decline can be attributed to the economic conditions that the state and entire country has endured in the latter years of the decade, many of the roadway segments reflected a decline in traffic during the "boom years" of 2005 and 2006. This suggests that other factors influenced the growth or lack thereof in the Woodville Corridor.

Adopted Level of Service /Available Capacity by Road Segment

Table 3.4 summarizes the current volumes and level of service along the corridor and within the study area.

All roadways within the corridor currently operate within the adopted Level of Service standard on a daily basis. However, the commuter peak periods do exhibit some significant delay at the Capital Circle intersection. It is anticipated that much of this delay has been relieved with the recent completion of the intersection modifications and the widening of Capital Circle in the study area.

Intersections/Intersection Level of Service

There are currently three functioning signalized intersections within the study area located at:

- Oak Ridge Road
- Bloxham Cutoff Road (SR 267)
- US 98

Figure 3.7– State or Federally Owned Lands

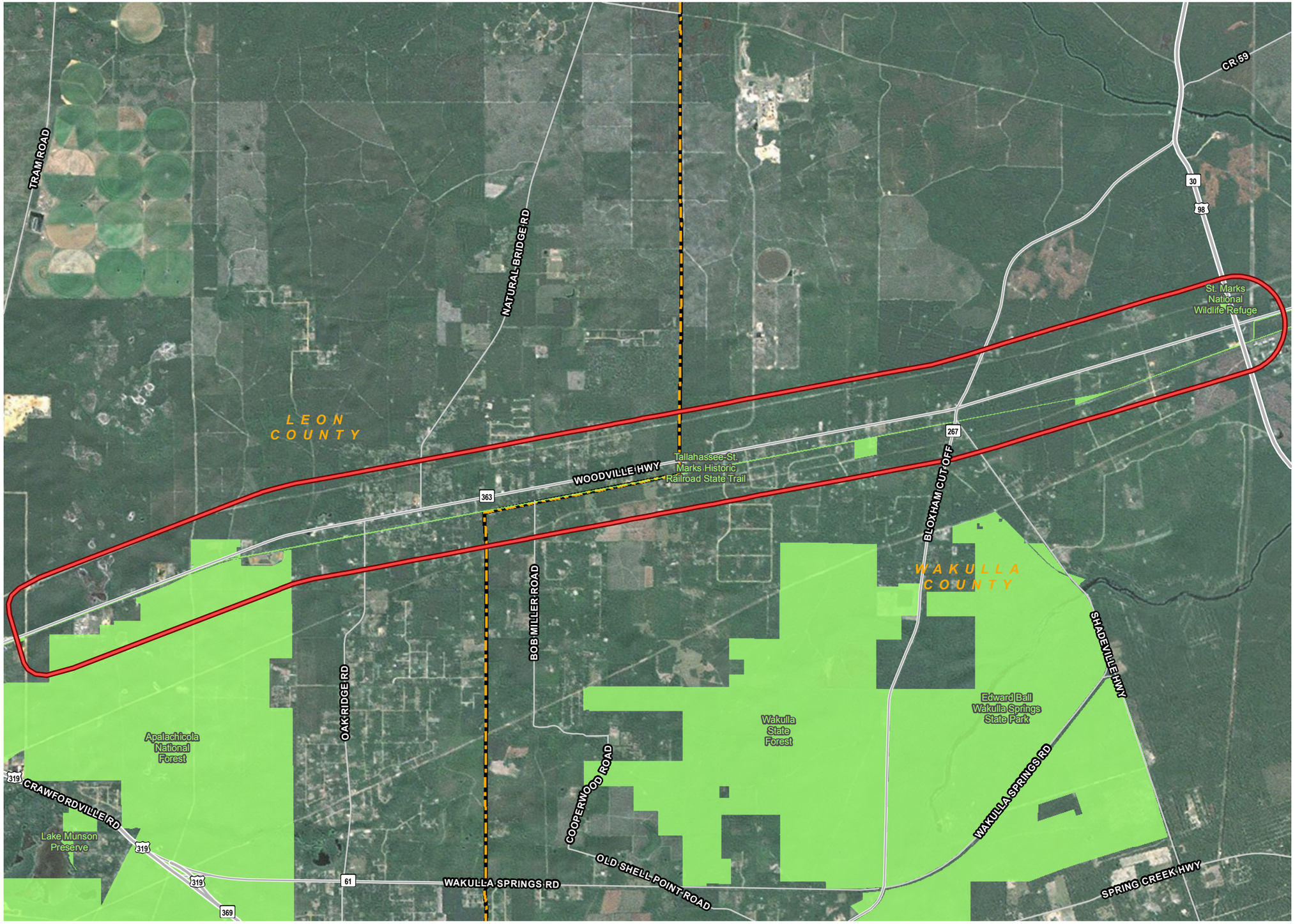


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Figure 3.9–Existing Section: 3 Lane Rural

Table 3.3–Historic Traffic Counts

Location	Daily Volumes					Growth Rate	2009		
	2006	2007	2008	2009	2010		k_{100}	d_{100}	t_{24}
Woodville Highway (SR 363)									
South of Capital Circle	14,800	15,400	14,900	14,400		-1.00%	10.49	52	8.14
N of Filmore	9,808	9,768	9,349	9,349	9,496	-0.92%	10.43	52	5.68
N of SR 267	7,100	7,400	6,900	6,800		-0.73%	11.68	52	14.11
N of US 98	3,200	3,200	2,900	3,000		-1.18%	11.68	52	13.15
St. Marks	1,921	1,864	1,834	1,800		-1.62%	10.8	54.92	7.07
CR 2204									
West of Bike Path	6,000	6,000	6,000	5,900		0.00%	10.19	52	8.43
CR 2192									
East of Woodville Highway	2,300	2,400	2,200	2,300		1.07%	10.49	52	8.43

Turning movements were available for the Oak Ridge Road signalized intersections in Leon County and are included in the appendix. Other significant unsignalized intersections within the corridor include:

- Old Woodville Road
- Natural Bridge Road
- Commerce Boulevard

The signalized intersection at Oak Ridge Road (CR 2204) currently operates at LOS C with 22.5 seconds of delay in the AM peak and LOS B with 11.1 seconds of delay in the PM peak hour. Based on field observation and traffic counts for corridors that connect to the remainder of the signalized intersections, we expect that they operate at the same LOS or better than Oak Ridge.

Crash History

The FDOT crash data for SR 363/Woodville Highway in Leon and Wakulla Counties were evaluated between the years of 2004 through 2009. The crash reports indicate that a considerable number of crashes occur along the studied roadway segment with the highest number of crashes reported in Leon County. The land uses and area types along Woodville Highway vary between each of the adjacent counties, which attributes to the number and types of crashes recorded for the roadway.

The total number of crashes recorded for the roadway segment within Leon County is 234 crashes. The most prevalent crash type along this roadway segment is rear-end crashes, representing 80 of the 234 (34.2%) total recorded crashes. The second highest crash type in Leon County is angle crashes, representing 29 of the 234 (12.4%) total recorded crashes. Table 3.5 lists the each crash type and the total number of crashes reported within Leon County for each of the analyzed years.

The Woodville Highway roadway section within Wakulla County recorded a total of 48 crashes for the analyzed years, significantly lower crashes in comparison to the adjacent roadway segment in Leon County. The most prevalent crash type for this roadway segment is angle crashes, representing 13 of the 48 (27%) total recorded crashes. The second highest recorded crash type is rear-end crashes, representing 8 of the 48 (16.7%). Table 3.6 below lists each crash type and the total number of crashes reported within Wakulla County for each of the analyzed years.

The high crash locations were identified along Woodville Highway within Leon and Wakulla County. There were several locations along the corridor that had minor numbers of crashes reported that occurred outside of an intersection. Within Leon County, there were 16 locations where a total of three or more crashes occurred within the analyzed time period. Of the 16 recorded locations, four of the locations were outside of an intersection. There was only one reported crash location in Wakulla County where there were more than two crashes reported, at the intersection of Woodville Highway and SR 267. Each of the high crash locations along Woodville Highway are identified in Table 3.7 and shown in Figure 3.10, High Crash Locations along Woodville Highway.

Transit Service

The Woodville Highway corridor currently is not served by transit south of Ross Road which crosses Woodville Highway just north of Capital Circle.

Planned Transit Improvements and Initiatives

The Regional Transit Study generated for the Capital Region Transportation Planning Agency, indicates that an express bus route is planned to serve Woodville between 2015 and 2024 and will connecct through Tallahassee and northward along Monroe Street (US 27).

Based on discussion with StarMetro Executive Director, Ron Garrison, StarMetro expects that the first transit service will likely be patterned after the current Gadsden Express service, which has experienced success. While the Regional Transit Study identifies the service to Woodville, if the Long Leaf Plantation development moves forward within this prior to the implementation of the service, it should be also be included in the route.

Pedestrian and Bicycle Facilities

The paved 16-mile, originally 8-foot wide Tallahassee/St. Marks Historic Railroad Trail runs from Florida's capital city, past the Apalachicola National Forest, and ends in the coastal community of St. Marks (a 4.5 mile, paved, 12' wide St. Marks Trail extension continues north from the northern trailhead into the City of Tallahassee). It follows the abandoned rail bed of the historic Tallahassee-St. Marks Railroad. In 1984, the Florida Department of Transportation purchased 16 miles of the corridor to preserve the right-of-way. Today the recreational trail is maintained by the Florida Park Service. The Trail was the first rail-trail developed by the State of Florida with its dedication ceremony in 1988.

The St. Marks Trail (photo 3-7) is a regional multi-use path that is parallel to Woodville Highway throughout the study area. The path connects downtown Tallahassee, FSU, FAMU, Woodville, Wakulla, and St. Marks, terminating at the waterfront and the San Marcos State Park.

The trail is extremely popular for commuters and recreational

Table 3.4–Adopted/Existing Level of Service (LOS)

Roadway Segment	Existing AADT	Area Type	Functional Classification	LOS Standard	Service Volumes			2009 LOS
					C	D	E	
Woodville Highway (SR 363)								
Tallahassee CL to Capital Circle	14,400	Urban	Primary Arterial	D	15,600	22,200	27,900	C
S. of Rhodes Cemetery to Tallahassee CL	13,508	Rural	Minor Arterial	C	14,200	20,000	25,600	C
Wakulla Co. Line to S. of Rhodes Cemetery	9,496	Urban*	Minor Arterial	D	15,600	22,200	27,900	C
SR 267 to Leon Co Line	6,800	Rural	Minor Arterial	E	14,200	20,000	25,600	B
US 98 to SR 267	3,000	Rural	Minor Arterial	E	14,200	20,000	25,600	B
CR 2204								
West of Bike Path	5,900	Urban	Major Collector	D	15,600	22,200	27,900	B
CR 2192								
East of Woodville Highway	2,300	Urban	Major Collector	D	15,600	22,200	27,900	B

*Land use map shows Woodville is a Rural Community. FDOT indicates the roadway is in an urban section.

Table 3.5–Leon County Reported Crashes 2004 thru 2009

Crash Type	2004	2005	2006	2007	2008	2009	Total
All other	3	3	3	1	1		***11***
Angle	8	2	1	5	3	10	***29***
Backed Into	1			1		1	***3***
Bicycle					1		***1***
Bicycle (Bike Lane)						1	***1***
Cargo Loss or Shift	1						***1***
Collision w/ Moveable Object on Road			1		1	3	***5***
Collision w/ Animal	1			1			***2***
Collision w/ Moving Vehicle	1			2			***3***
Collision w/ Parked Car		1		1			***2***
Head On					1	1	***2***
Hit Fence			1	1		1	***3***
Hit other Fixed Object			4		2	1	***7***
Hit Sign/Sign Post		1					***1***
Hit Tree/Shrubbery	3	2	4	3	1	5	***18***
Hit Utility Pole/Light Pole	2	2	1	2	2	1	***10***
Left Turn	1	3	2	1	6	3	***16***
Overturned		3		1			***4***
Pedestrian					2	3	***5***
Ran into Ditch/Culvert	1	2	1		2	1	***7***
Ran off Road into Water		2					***2***
Rear End	12	9	8	17	18	16	***80***
Right Turn		1	1	2	2		***6***
Sideswipe	2	5	1	1	3	2	***14***
Unknown/Not Coded					1		***1***
Total	***36***	***36***	***28***	***38***	***47***	***49***	***234***

Figure 3.10–High Crash Locations along Woodville Highway

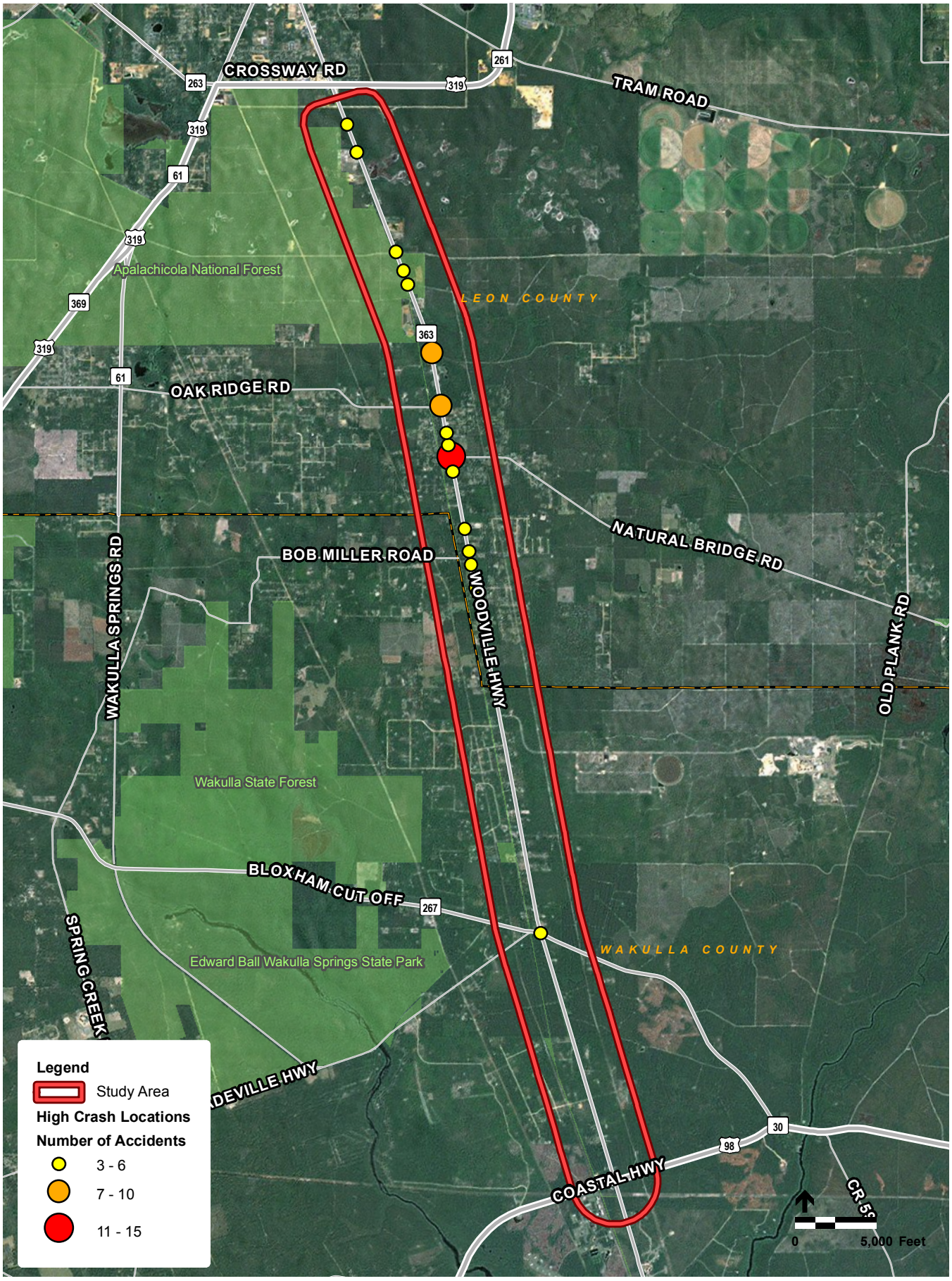


Table 3.6–Wakulla County Reported Crashes 2004 thru 2009

Crash Type	2004	2005	2006	2007	2008	2009	Total
All other	1						***1***
Angle	1	4	1	4	1	2	***13***
Backed Into						1	***1***
Collision w/ Fixed Object above Road						1	***1***
Collision w/ Animal						1	***1***
Collision w/ Parked Car			1				***1***
Head-on							***0***
Hit Fence				1			***1***
Hit other Fixed Object		1		2	1		***4***
Hit Sign/Sign Post				1			***1***
Hit Tree/Shrubbery			2				***2***
Hit Utility Pole/Light Pole				1		1	***2***
Left Turn		2					***2***
Overturned				1			***1***
Ran into Ditch/Culvert	1		1	1		1	***4***
Rear End	1	2	1	2		2	***8***
Sideswipe	1						***1***
Unknown/Not Coded					3	1	***4***
Total	***5***	***9***	***6***	***13***	***5***	***10***	***48***

Table 3.7–High Crash Locations along SR 363

Intersecting Roadway	Milepost	# of Crashes	Type (total)
Leon County			
Selenia Road	1.187	4	Hit tree/shrubbery (1), Rear end (2), Sideswipe (1)
Edelle Road	1.503	3	Hit tree/shrubbery (1), Hit utility/light pole (1), Sideswipe (1)
Natural Wells Drive	1.598	4	Overturned (1), Ran off road into ditch/culvert (1), Rear end (1), Sideswipe (1)
Summer Haven Drive	1.763	4	Angle (2), Left turn (1), Overturned (1),
Hickory Lane	2.602	3	Bike (1), Hit moveable object (1), Rear end (1)
Natural Bridge Road	2.734	14	Angle (3), Backed into (1), Hit fixed object (1), Hit sign (1), Left turn (6), Rear end (1), All other (1)
n/a	2.827	3	Collision w/moving vehicle (1), Rear end (1), Right turn (1)
Lawhon Road	2.869	3	Angle (2), Bike (1)
Page Road	3.072	4	Angle (1), Left turn (1), Pedestrian (1), Rear end (1)
Oakridge Road	3.327	10	Angle (5), Hit tree/shrubbery (1), Rear end (1), Sideswipe (2), All other (1)
Lutterloh Road	3.970	8	Angle (3), Left turn (1), Rear end (2), Right turn (1), Sideswipe (1)
Old Woodville Road	4.821	3	Angle (1), Hit parked car (1), Hit tree/shrubbery (1)
n/a	5.021	3	Hit tree/shrubbery (2), Rear end (1)
n/a	5.297	4	Rear end (3), Sideswipe (1)
Marpan Lane	6.462	4	Angle (2), Backed into (1), Left turn (1)
n/a	6.797	5	Hit tree/shrubbery (1), Hit moveable object (1), Rear end (3)
Wakulla County			
SR 267	5.596	5	Angle (4), Hit sign (1)

Photo 3-7

Photo 3-8

uses and consequently a widening of the trail to 12' is underway. Paving is now complete along the 11 miles of trail located in Wakulla County between Riverside Drive in the City of St. Marks (16-mile marker) and the Wakulla/Leon County line (5 mile marker). Paving is expected to begin in late February 2011 along the final 5 miles of trail located in Leon County between the 5 mile marker and the Main Trailhead (0 mile marker). Completion of the final 5 miles of trail will take about six months.

Woodville Highway has a 4 foot paved shoulder provided along the northern section of which terminates at the beginning of the three lane section in Woodville. The 4 foot paved shoulder begins again at Oak Ridge Road and continues roughly to the area around Robinson Road where the shoulder becomes less consistent. The only locations that have sidewalks in Woodville proper are the front of Woodville Elementary and the front of the Gas Mart and BP convenience stores and on the north side of a short portion of Lawhon Road. Otherwise, sidewalks are non-existent throughout the corridor.

This lack of sidewalk facilities (photo 3-8) reduces the potential for citizens of the Woodville Community to use walking as a viable transportation option. During our several trips to the corridor throughout the study, we have observed pedestrians walking either on the limited shoulders, or in the gutter in the curb and gutter section, even in the dark.

Planned St. Marks Trail Improvements

In addition to the current widening of the Trail, upgrades to the St. Marks Trail are programmed for Fiscal Years 2010–2014 that will provide improved connectivity to the Universities and to downtown Tallahassee.

FDOT has programmed funds for a second trailhead at the southern end of the St. Marks Trail. As of January, 2011, DEP was in the process of finalizing the contract package with an expected start date on construction in the second quarter of 2011.

Infrastructure

Utilities

An inventory of the existing utilities was conducted along the Woodville Highway corridor in Leon and Wakulla Counties. The most current database to obtain the list of owners within the study limits was acquired through Sunshine State One Call. Each of the identified utility owners was contacted to verify the location and characteristics of major utilities found within the project corridor. A total of seven utility owners were confirmed to have utilities within the study segment boundaries of Woodville Highway. Table 3.8 provides the utility owner and information about the existing and proposed utilities along the project corridor.

There are three existing City of Tallahassee transmission power line corridors which parallel Woodville Highway, one on the east side and two on the west side. These corridors provide opportunities for additional transportation network by sharing the space in the utility corridor.

For purposes of the corridor study, the two corridors within the study area will be discussed; however, the discussion would likely apply to the westernmost alignment as well.

The power line corridor just west of Woodville Highway begins at the City of St. Marks and parallels Woodville Highway to a point just west of the intersection of Selina Road and Woodville Highway. At that point, the power line alignment deviates to the west, crossing Capital Circle just east of Crawfordville Highway. The offset distance between the study corridor and

the western power line varies between approximately 1,200 feet to just over a mile.

The eastern power line corridor extends from the City of St. Marks and parallels Woodville Highway, crossing Capital Circle just east of Woodville Highway. The offset distance between the study corridor and the power line varies between approximately 1,600 feet to 2,600 feet.

One of the key constraints to commercial development in the community of Woodville is the lack of sanitary sewer. In order for increased density and additional commercial development to occur in Woodville, the extension of sanitary sewer is essential. The proposed extension of sanitary sewer to Woodville is in the City of Tallahassee master plan, but there are no immediate plans to extend the sanitary sewer. Future compact more intense development within the Woodville Community is dependent on the extension of sanitary sewer from the City.

Table 3.8– Existing Utilities and Owners

Owner	Contact	Type	Location
City of St. Marks	Ethel Jefferson	Potable Water	East and west side of SR 363 extending from US 98 north to Eric J Lane
Comcast Cable	Ervin Jenkins	Cable	Attached to the Progress Energy power poles
Florida Gas Transmission	Joseph E. Sanchez	Gas	Awaiting verification of east or west side of roadway, but extends north and south of the project boundary
Level 3 Communications	Judy Henry	Communications	Runs parallel to US 319 and SR 259
Progress Energy	Dewayne Butler	Electric	East side of SR 363 with several crossings to the west side of the road, extending beyond the project boundary
City of Tallahassee– Traffic	Tommy Smith	Signals	West side of SR 363 extending from Oakridge Road north to Capital Circle
City of Tallahassee– Utility Services	Gary E. Burns	Sanitary Sewer	Sanitary Sewer on the east side of Woodville Highway from Capital Circle down to Commerce Industrial Center

Market Overview

The Woodville Community and Wakulla County have struggled historically to attract significant new business and industry into the corridor. The market analysis conducted for this study identifies the strengths and challenges associated with the regional market and the economic conditions that should be considered for future development. The existing conditions are addressed in this portion of the report.

Strengths

Government

As the capital of the State of Florida, the Tallahassee region has a stable economic base due to strong presence of government employees, elected officials and related staff. Industry – The City of Tallahassee is the eastern anchor of the 16 counties of Northwest Florida whose business climate has received national recognition for its "business friendly" attitude. This region strives to create a sustainable and diversified economy by focusing on target industry sectors including alternative energy and environment, aviation, aerospace, defense and national security (manufacturing), health sciences and human performance enhancement, information technology, research and engineering services, and transportation and logistics.

Education

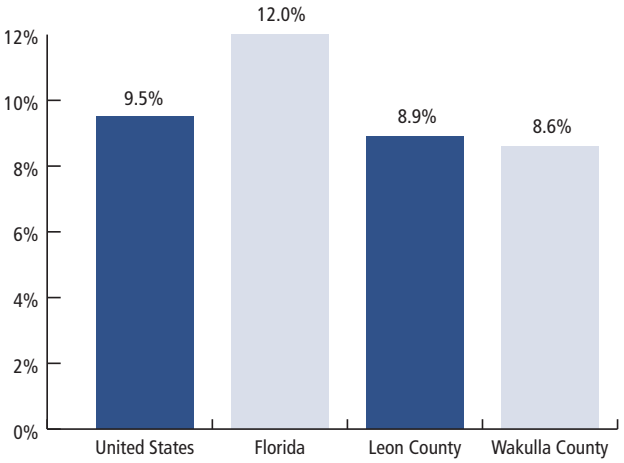
The Tallahassee region is the home to various educational institutions including Florida State University, Florida A&M University, and Tallahassee Community College as well as seven other higher education schools. In addition, multiple premier research and education institutions exist, which attract world-class talent.

Recreational and Cultural Amenities

Various recreational and cultural amenities exist throughout the bi-county region. Attractions include, but are not limited to the following:

- Edward Ball Wakulla Springs State Park – The 6,000 acre wildlife sanctuary is located south of Tallahassee and is designated as a National Natural Landmark. It has three nature trail systems which lead visitors through pine forests, Bald Cypress wetlands and hardwood hammock.
- Munson Hills Off-Road Bicycle Trail – The Munson Hills Off-Road Bicycle Trail is located in the Apalachicola National Forest off of Woodville Highway and offers a scenic and challenging ride through some of the most varied terrain.
- Woodville Community Center – Located in Woodville on Old Woodville Road, the Community Center provides a diverse range of accommodations for a variety of events. The facility features a 1,883 square foot main room, along with three individual meeting rooms.

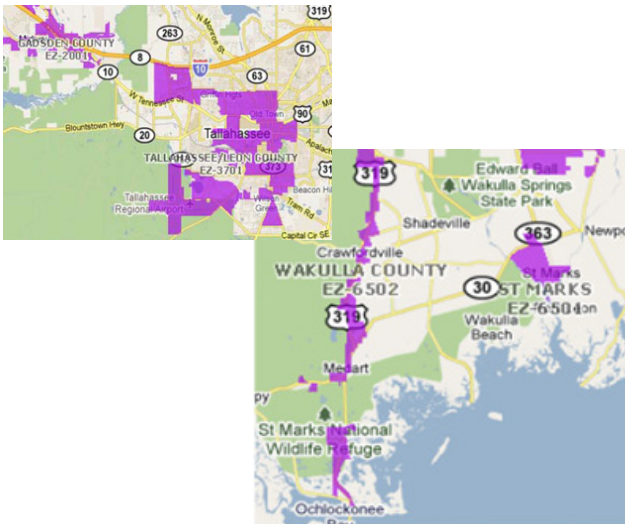
- Apalachicola National Forest – Located in Florida's Panhandle southwest of Tallahassee, the Apalachicola National Forest is the largest forest in Florida at 571,088 acres, which includes 2,735 acres of water. The Forest contains six (6) watersheds, sixty-seven (67) miles of the Florida Trail, and Fort Gadsden, an outpost along the Apalachicola River dating back to the War of 1812.
- Natural Bridge Battlefield Historic State Park – Located six (6) miles east of Woodville, Natural Bridge is the site of the second largest Civil War battle in Florida. The Park is also the site where the St. Marks River drops into a sinkhole and flows underground for one-quarter of a mile before reemerging.
- City of St. Marks – Located in Wakulla County on Apalachee Bay in Florida's Big Bend, the City of St. Marks is a historic Gulf port and home to the San Marcos de Apalache Historic State Park.
- St. Marks Historic Railroad Trail State Park – Located on 16 miles of the historic rail bed of the Tallahassee Railroad, the trail runs between Tallahassee and St. Marks, Florida. Recreational activities include bicycling, skating, walking, jogging and horseback riding.
- Low Unemployment – According to the U.S. Census Bureau, recent statistics provide indication that unemployment throughout the bi-county region [Leon County (8.9 percent) and Wakulla County (8.6 percent)] is lower than that of the State of Florida (12.0 percent) and the United States (9.5 percent).



Unemployment in the Bi-county Region

Florida Enterprise Zones

Defined as a specific geographic area targeted for economic revitalization, Florida Enterprise Zones encourage economic growth and investment in distressed areas by offering tax advantages and incentives to businesses locating within the zone boundaries. Currently the State of Florida has identified fifty-seven (57) state enterprise zones which include federal enterprise communities, federal empowerment zones, rural enterprise zones, and urban enterprise zones. Two portions of the Study Area fall within the Florida Enterprise Zones, including a zone bordering the west of the Woodville Corridor between Ace High Stables Road and Savannah Road as well as a zone located at the southwest corner of the intersection of the Woodville Corridor and Coastal Highway.



Leon (top) and Wakulla County (bottom) Enterprise Zones

First Focus on Business

Implemented by the Tallahassee Economic Development Council, First Focus is an existing industry / business retention and expansion program which is a cooperative initiative of Tallahassee MSA economic development organizations, small business resources, and education and workforce development with the purpose of proactively engaging local firms to assist them in expanding facilities, creating jobs and diversifying the local economic base.

Business Resources

To support local businesses and the economy, a wide range of business resources are available, including the following: Big Bend Society of Human Resource Management; Small Business Development Center at FAMU; Tallahassee-Leon County Planning Department; Better Business Bureau; Business Tax Certificates; Economic Development Council of Tallahassee; Florida Black Business Investment Board; Florida Business and Professional Regulations Department; Florida Business Information Agency for Workforce Innovation; Florida Chamber of Commerce; Florida Department of Agriculture and Consumer Services; Florida Department of Revenue; Florida First Capital Finance Corporation; Florida Office of Supplier Diversity; Florida Small Business Development; Florida Ready to Work; Florida Trend Small Business Guide; Jim Moran Institute for Global Entrepreneurship; Leon County Health Department; Leon County Property Appraisers Office; SCORE "Counselors of America's Small Businesses"; United

States Chamber of Commerce; USF Safety Florida Consultation Program; and, Workforce Plus.

Challenges

Northwest Florida, the bi-county region (Leon and Wakulla Counties), and the Study Area all possess and face similar challenges, including:

- Infrastructure Needs – As a majority of the Study Area is located in a rural undeveloped area, future development could be limited by availability of adequate infrastructure.
- Lack of Multimodal Access – Multimodal access along with public transportation is limited and/or non-existent throughout the Study Area due to the rural environment.
- Lack of Diversified Economic Base – The Study Area is not an established employment cluster. It is characterized mainly by rural residential development along with several retail- and service oriented businesses. The industrial parks in the corridor have been slow to develop.
- Inability of Local Government Investment due to Fiscal Burdens – Due to pooreconomic conditions and decreasing government budgets, financial support and incentive programs made available from local governments may be limited and unavailable.

four

Alternatives Analysis

The Alternatives were developed and tested for their potential to achieve the desired community vision and accommodate the anticipated future transportation demands described in this chapter.

Introduction

This chapter contains the transportation alternatives analysis for the Woodville Corridor. The alternatives were developed and tested for their potential to achieve the desired community vision and accommodate the anticipated future transportation demands described in this chapter. The alternatives were evaluated from four key perspectives: community vision, land use, environment and transportation. These four perspectives were factored into the alternatives so that a balance could be achieved between the community vision, land use and transportation options in concert with the environmental constraints to help shape solutions for the corridor and its surrounding communities.

During the evaluation of potential solutions a "toolbox" of options was developed to address portions of the corridor. There was not a "one size fits all" solution to addressing the future needs for the Woodville Highway corridor in its entirety. The tools used in creating solutions for the corridor consisted of various "components", each of which address one or more of the needs identified through the data collection, stakeholder interviews and the four day design charrette.

The alternatives were first developed through the charrette. The idea is that the solutions for the Woodville Corridor can be solved by addressing alternatives at the component level. The preferred plan integrates the best alternatives into a corridor wide solution. The preferred plan is discussed in Chapter 5. The charrette was a highly collaborative, creative and intense testing of the components presented in this chapter to validate their potential as solutions for the long-term travel demands in the corridor. Those efforts were continued after the charrette in

order to refine and further evaluate the impacts of the various proposed components and their suitability as part of the solution. This chapter discusses all of the potential solutions evaluated and their implications are covered in detail.

Projected Travel Demand

Before discussing the alternatives analysis of the corridor, the initial basis for conducting the corridor study was the identified need to four lane Woodville Highway from Capital Circle to Natural Bridge Road. The Capital Region Transportation Planning Agency regional model was used as the basis for the corridor study and to establish the 2035 travel demand estimates. Those are shown in Table 4.1.

Table 4.1– Year 2035 Base Model Daily Travel Demand Estimates

Segment	Volume
Capital Circle to Natural Bridge Road (Segments 1 & 2)	31,300 to 29,500
Natural Bridge Road to SR 267 (Segment 3)	19,750 to 16,800
SR 267 to US 98 (Segment 4)	11,500 to 10, 375
US 98 to St. Marks	7,300 to 2,000

Source: CRTPA Regional Transportation Model

The model comparison of this base demand to adopted traffic service volume capacities forecast would suggest that Woodville Highway will need to be widened to at least 4 lanes north of Natural Bridge Road and that widening to 4 lanes between SR 267 and Natural Bridge Road should also be a consideration.

These recommendations are based on the normal single mode approach which assumes that accommodating future motor vehicle movement is the only solution over the long-term to reconcile transportation needs and is focused primarily on meeting those needs within or adjacent to a corridor's right-of-way.

However, when alternative approaches to reducing and accommodating future demand are considered, there can be a multi-faceted approach to meeting those future transportation needs.

By evaluating alternative roadway network opportunities such as Old Woodville Road, which is not included in the CRTPA Regional Model, and including them in the network coding, the travel demand forecasts for Woodville Highway are reduced significantly. These differences in travel demand based on the revised network are shown in Table 4.2.

Table 4.2– Year 2035 Alternative Network Daily Travel Demand Estimates

Segment	Volume
Capital Circle to Natural Bridge Road (Segments 1 & 2)	24,130 to 24,700
Natural Bridge Road to SR 267 (Segment 3)	21,230 to 12,530
SR 267 to US 98 (Segment 4)	10,040 to 8,860
US 98 to St. Marks	3,435

Source: CRTPA Regional Transportation Mode; AECOM D+P

Committed Trips from Approved Development

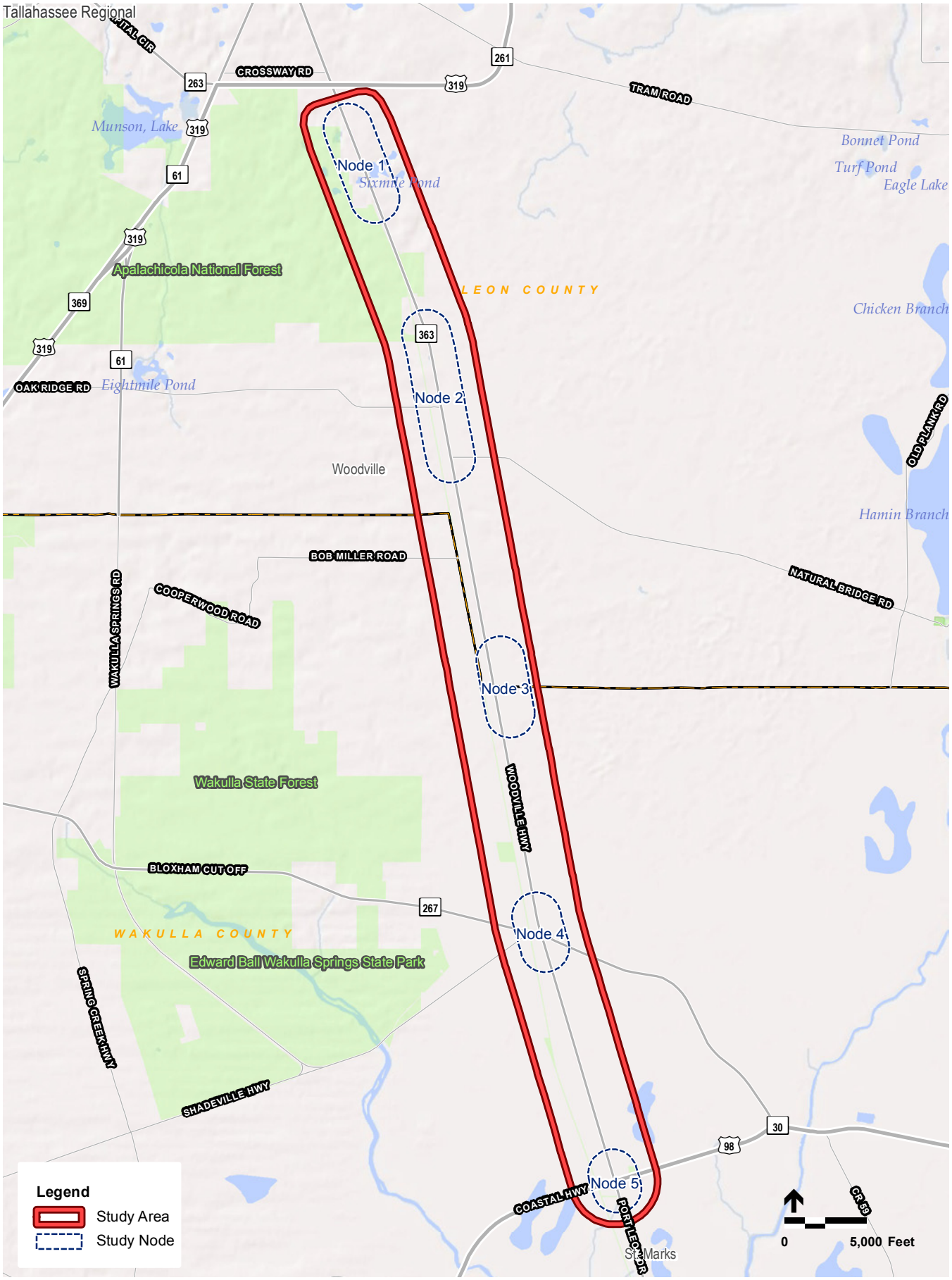
Growth in traffic volume on Woodville Highway is projected to occur from two primary sources. The first is the anticipated general population and employment that is accounted for in the regional transportation planning model database and socio-economic files. Specific approved developments are not numerous and should be incorporated into the model socio-economic data. However, there are some developments that are notable as they will have a direct impact on the number of trips generated onto Woodville Highway at a limited number of intersections and the overall trip making characteristics in the corridor.

These developments include Longleaf Plantation, the "sustainable community" in northern Wakulla County that will use Commerce Boulevard as its primary access to and from Woodville Highway, and the portions of the possible Southside development within the Tallahassee City limits located at the north end of the study area. Although not immediately adjacent to the study limits, any significant development near the Woodville Highway/Capital Circle intersection will have impact on the volume and operations in the northern portion of the study facility.

Additional projects shown in the Leon County Concurrency Management System Database and having projected trip production on the Woodville Highway corridor include the Southside DRI Phase 2, the Elgin and Sunflower Subdivision, the Tallahassee Ranch Club and the Sycamore Ridge Subdivision. In combination, these projects are projected to add over 100 PM peak-hour trips to the critical northern segment of the Woodville Highway study area.

It is important to note that the portion of the property originally included in the Southside DRI and located in Leon

Figure 4.1–Node Map



County has significant levels of mixed use commercial and retail uses and a substantial number of residential units planned. It is reasonable to assume that this portion of the planned development will return for review and approval with the current or revised development program. When that occurs, and direct connections are made to Woodville Highway, the northern segment of the highway will experience measurable increases in travel demand and increased need for capacity improvements.

Finally, a development project called Chase & Woods, proposed for the Woodville Community, would add approximately 500 single-family units at build out and a small amount of commercial development. The majority of the associated trip production would use Woodville Highway for daily commuter and shopping trip purposes.

Organizing around "Nodes"

The Southern Woodville Corridor Study includes over 13 miles of Woodville Highway (SR 363), beginning just south of Capital Circle, near the St. Marks Trailhead, and ending at U.S. 98. Many of those travelling this corridor have the City of Tallahassee or other parts of Leon County as a destination for work or other needs. In addition, there are activity centers along the corridor that vary in the amount of development contained within them and which over time have the potential to increase in size through increased commercial and residential development.

Each of these centers is a logical destination for this increased development in order to avoid development being spread randomly along the entirety of Woodville Highway. Those centers vary in scale of development beginning with larger scale development at Capital Circle, with the future Southside development, and continuing to the south. During the design charrette and stakeholder interviews these activity centers or "nodes" were validated as the best locations for development to occur. The community's concern for the corridor to retain its rural character will only be achieved through concentrating development at these nodes. These centers and nodes are introduced here in order to further describe their character and the other defining characteristics. The following map shows the location of the nodes along Woodville Highway and additional information on each node follows.

See Figure 4.1, Node Map.

Woodville Highway at Capital Circle – (Node 1)

Located at the northern segment of the corridor, Node 1 is within the Urban Service Area (USA) and for practical purposes is South Tallahassee. The area includes a mix of suburban, residential and industrial uses. The node also includes a tract of undeveloped land with a designated Future Land Use of Planned Development. This tract, owned by St. Joe, was undergoing DRI review, however, the application was withdrawn and there are no immediate development plans. The most recent development plan indicated the development contained:

- 2,800 residential units
- 1,040,000 square feet of commercial space
- 150,000 square feet of office space
- 110 hospital beds
- 300 hotel rooms

Changing economic conditions will potentially change the program for the development plan when it is reactivated. Future development will need to be master planned in accordance with Leon County's PUD ordinances in effect at that time.

Woodville Highway at Woodville – (Node 2)

Located in the historic rural community of Woodville, Node 2 includes a mix of residential, civic and retail uses and is a targeted area for future growth. This node is defined by the land along Woodville Highway between Oak Ridge and Natural Bridge Roads and provides an opportunity to both accommodate future growth and preserve the rural character of the community through the development of a Rural Village.

This node contains many neighborhood support uses such as churches, a U.S. Post Office, Woodville Elementary School, a grocery store, a hardware store, other retail, and restaurants. Despite the balance and breadth of existing uses, current development patterns have been created with a more conventional, suburban development approach with retention areas and surface parking lots close to the highway, and buildings set back from the street. This development pattern is not very supportive to pedestrian activity.

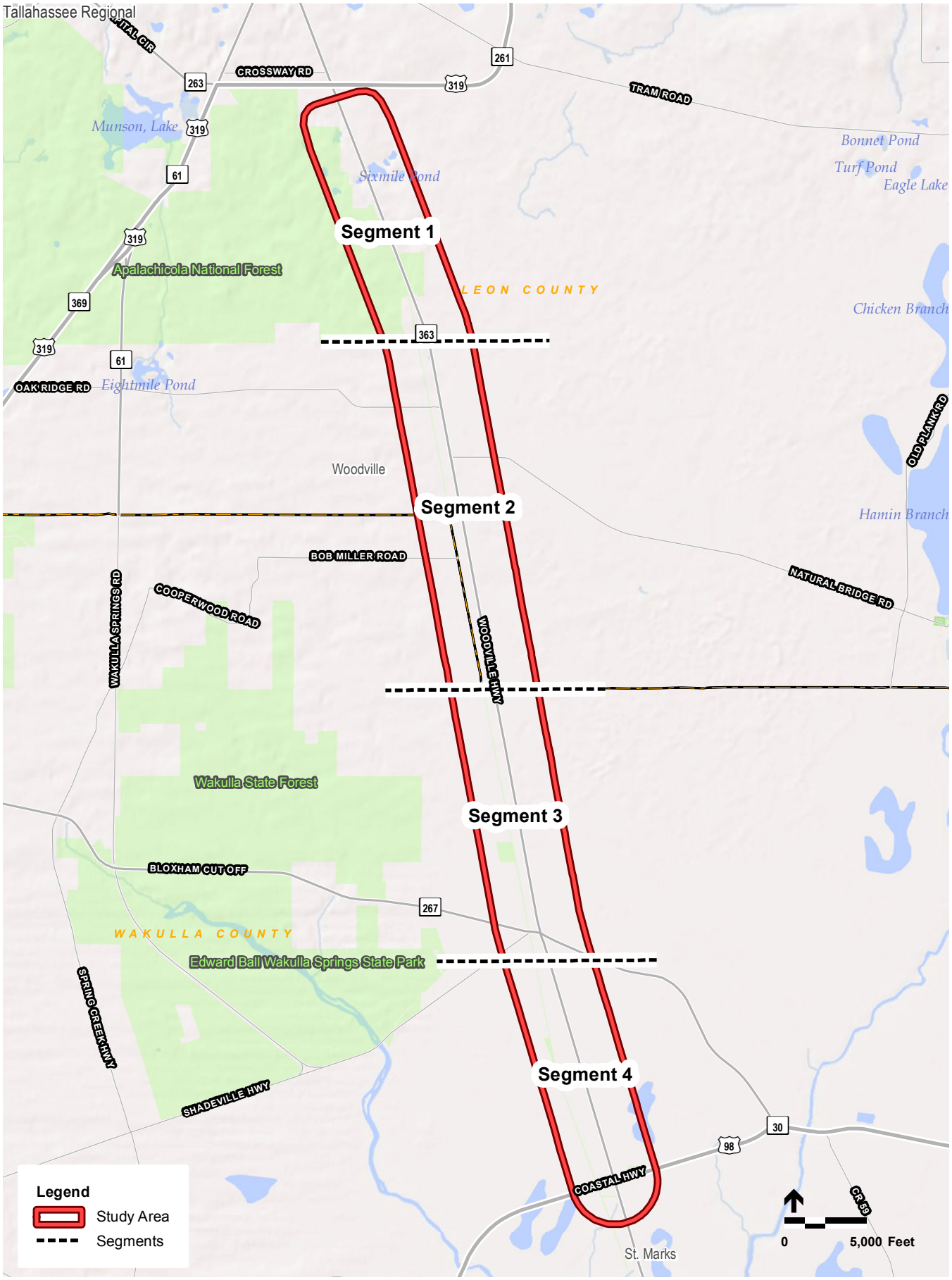
The goal for Woodville is to increase the density and intensity of development through infill and redevelopment to improve the viability of businesses within Woodville, increase internal capture, pedestrian activity and reduce overall trip making throughout the corridor.

Woodville Highway at Commerce – (Node 3)

Located south of Woodville in the northern portion of Wakulla County, at Commerce Boulevard, this area has an existing future land use designation of Sustainable Community that allows for the development of a new self-contained community called Longleaf Plantation with the following program:

- 650 single family dwelling units

Figure 4.2– Segment Map



- 150 multi-family units
- 350,000sf retail/commercial
- 100,000sf office
- School (40 acres)

This proposed mixed use development will assist in keeping trips within the southern portion of the corridor, and reducing trips through internal capture reducing the pressure to widen Woodville Corridor to the north. This compact development form is also more conducive to supporting transit ridership.

Woodville Highway at SR 267 – (Node 4)

Located at the rural crossroads of Woodville Highway and SR 267 (Bloxham Cutoff Road) this area has Future Land Use Designations of Rural 1, Rural 2 and Agricultural. The land surrounding the intersection of Woodville Highway and SR 267 provides an opportunity to both accommodate future growth and preserve the rural character of the community through the development of a Rural Cluster. This quadrant contains a few small restaurants and a convenience store/gas station serving the surrounding rural/agricultural community in Wakulla County.

While Wakulla Station, located in Node 4 at the intersection of SR 267 and Woodville Highway is developing at a smaller scale than those areas to the north, there is already some development in place and over time, it is likely to grow as well. Creating more compact development at this node will once again create some of the same benefits as Node 2 and 3. However, the development should be at a smaller scale, more in keeping with the rural context of the area.

Woodville Highway at US 98 – (Node 5)

Located at the rural crossroads of Woodville Highway and US 98, this area has a Future Land Use Designation of Industrial and Rural 2. This node includes Wakulla Bank, a convenience store/gas station and Wakulla County's largest employer, St. Marks Powder.

This node, at the southernmost end of the corridor, will likely remain the smallest scale of development and therefore won't have much impact on travel demand anywhere along the corridor.

Breaking the Corridor into Segments

In the same fashion that the nodes are defined in order to establish them as activity centers and describe their character, for the purposes of this report, Woodville Highway was also broken into segments in order to evaluate the future demand needs for the various portions of the corridor and to describe the characteristics of the corridor. Woodville Highway is divided into four segments starting at the northern limits of the corridor. Those segments were established based on changing travel demand throughout the corridor in combination with the change in context in terms of development. The segments are illustrated in the following figure and described in the following text.

See Figure 4.2, Segment Map.

Woodville Highway from 1,000' South of Capital Circle to the Intersection with Old Woodville Road (Segment 1)

This segment, which starts at the northern end of the study area begins at the transition of the four lane to two lane portion of Woodville Highway, just south of the entrance to The Lakes of San Marcos. Within this segment is the St. Marks Trail Trailhead (Photo 4-1) a primary destination for cycling, rollerblading, running and walking. The parking lot at the Trailhead sees a great deal of activity for those who meet here to take advantage of the Trail.

Photo 4-1

Also located in this segment is the Woodville Tract of the Wakulla State Forest, the northern end of Old Woodville Road, and the Commerce Industrial Center,

Woodville Highway from Old Woodville Road to Natural Bridge Road (Segment 2)

Segment 2 begins about one mile north of the northern edge of the Woodville Community and continues south to the intersection of Natural Bridge Road with Woodville Highway. This segment contains the Woodville Community and its related amenities, J. Lewis Hall Recreational Complex (Photo 4-2), the Woodville Community Center, Woodville Elementary (Photo 4-3) and the entrance to the Natural Bridge Battlefield Historic State Park.

Photo 4-2

Photo 4-3

Woodville Highway from Natural Bridge Road to SR 267 (Segment 3)

Beginning on the north end at Natural Bridge Road, Segment 3 continues south to the intersection of Woodville Highway with SR 267 (Bloxham Cutoff). Residential neighborhoods that are part of the Woodville Community are at the northern portion of this segment, which becomes more rural on the eastern side of Woodville Highway as it continues south. The Leon County/Wakulla County lines cross Woodville Highway just north of Commerce Boulevard, the primary access to the Longleaf Plantation site, Opportunity Park (a commercial office park), and the Wakulla Correctional Institution. Also within this segment is the community of Wakulla Station and the entrance to the Wakulla Station Trailhead (Photo 4-4) which also contains a children's park and picnic pavilions.

Photo 4-4

Photo 4-5

Woodville Highway from SR 267 to US 98 (Segment 4)

The final segment of the corridor starts at SR 267 and ends at the intersection of Woodville Highway and US 98. This is the most rural portion of the corridor with little development until the intersection with U.S. 98. St. Marks Powder (Photo 4-5) is the most significant development located in this segment of the corridor.

Transportation Alternatives Analysis

The project team was charged with taking an integrated land use and transportation approach to the Woodville Highway Corridor Study. As mentioned previously, this approach includes an evaluation of the existing and proposed land use, densities, land development patterns, network of streets and the mix of uses that contribute to the travel demands on the roadway network.

The following sections describe the development of transportation alternatives and the review and evaluation of those recommended for the Woodville Highway Corridor.

In the evaluation of the corridor, a number of alternative solutions were identified through stakeholder interviews, field reviews and thorough analysis of the information gathered during the study. Those potential solutions are described below as Components since they are assembled to create solutions for portions of the corridor. The following discussion explains these Components and the potential implications of their implementation. They are discussed in order from west to east; Old Woodville Road, 4 Laning Woodville Highway, Eastern Utility Corridor, New Eastern Alignment, and Old Plank Road.

Component 1–Old Woodville Road

Old Woodville Road parallels Woodville Highway for most of the corridor within the study area. It begins at the northern end about 2.5 miles from Capital Circle where it intersects Woodville Highway at a very acute angle. Old Woodville Road terminates at southern end with the intersection with SR 267 (Bloxham Cutoff). It is a paved road through most of its length but there is an unpaved portion in Wakulla County. The unpaved portion (Photo 4-6) begins at Summerwind Circle North and continues south to Cumberland Trace for a total length of just over one mile. While Old Woodville Road operates at lower speeds, this unpaved section discourages vehicles from using Old Woodville Road as an alternative to Woodville Highway, especially during inclement weather.

Completing the paving of Old Woodville Road will provide Wakulla County residents with a more redundant roadway network for emergency evacuation, emergency vehicles and additional north–south improved roadway network for significantly less cost and environmental impacts than four-laning Woodville Highway. Due to the reduced construction cost, engineering and other associated costs associated with roadway construction, paving this segment of roadway could provide a meaningful improvement for hurricane evacuation to the residents of Wakulla County in a relatively short time.

Photo 4-6

During the stakeholder interviews, the Wakulla County School Board Transportation representative expressed their desire that this portion of Old Woodville be paved. Paving this short section of Old Woodville Road would also provide a more viable alternative to Woodville Highway for local trips or those who are interested in a more relaxed pace of travel providing for some congestion relief over the planning horizon, and potentially delaying the need for new additional network to be built. The estimated cost of paving this segment of Old Woodville Road is listed in the summary table of estimated construction costs included in this chapter.

Old Woodville Road is in good condition throughout the remainder of its length, and doesn't need significant improvements in order to serve tripmaking in the corridor. Since those who live within the corridor place the rural character of the area as a high priority, they likely value the existing character of this roadway.

However, there is an opportunity for improved safety and operations at the intersection at the north end of Old Woodville Road where it connects to Woodville Highway. There were concerns expressed by those who use Old Woodville Road to travel to the north with the difficulty of entering the traffic stream on Woodville Highway, especially during the morning commute. The angle of intersection between Old Woodville Road and Woodville Highway is very acute. This angle of entry makes visibility to the south difficult from Old Woodville Road when trying to find a gap in the northbound traffic.

To improve the operational conditions and safety at the connection to Woodville Highway, the intersection should be realigned. An opportunity created through an improved intersection between Old Woodville and Woodville Highway is an extension of Old Woodville Road to the east connecting into a new north–south (Component 4, Eastern Parallel Alignment) alignment east of Woodville Highway.

This new north–south alignment would pass through the future Southside development and then connect to the proposed extension of Paul Russell Road. This concept was discussed with representatives from the St. Joe Company, who are interested in the concept and suggested the connection to Paul Russell Road. Since the regional model projects roughly 50% of the future northbound trips will turn east on Capital Circle, this proposed alignment provides a viable alternative to redistribute trips in Segment 1 therefore removing trips from the intersection of Capital Circle and Woodville Highway.

However, the current intersection of Old Woodville Road with Woodville Highway is across from the entrance to the Woodville Tract of the Wakulla State Forest (Photo 4-7) on the east side of the highway, so extending the roadway to the east

through the State Forest is formidable due to impacts with a 4(f) property.

Photo 4-7

The realignment of the intersection of Old Woodville Road to Woodville Highway to avoid the impacts to the forest was explored in order to confirm the potential to realign Old Woodville Road to the extension of Paul Russell Road. An evaluation was conducted to identify a viable location to make this new connection and it appears that J. Lewis Hall Sr. Lane, the entrance to the Recreation Complex and Woodville Community Center provides that opportunity. The connection of Old Woodville Road using J. Lewis Hall Sr. Lane and extending J. Lewis Hall Sr. Lane to the new north-south alignment is a viable solution and the current connection of Old Woodville Road can be reconstructed to create a cul-de-sac when the new connection is made to the eastern alignment.

See Figure 4.3, J Lewis Hall Alignment.

This modified intersection would be handling increased traffic due to the addition of the library at the Community Center, the realignment of Old Woodville, and the new alignment to the east. It is likely that a stop sign would no longer serve adequately as a traffic control device at that location. A modern roundabout has good potential as a traffic control feature at this intersection with Woodville Highway. Modern roundabouts have proven safety benefits and actually create less delay than a signalized intersection, which would be the normal treatment along a corridor like Woodville Highway.

The modern roundabout would also have the benefit of providing some traffic calming of the higher speed traffic as it enters the 35 mph condition within Woodville, and could also serve as a modest northern gateway treatment to Woodville. The potential of this option will be explored further in the following discussion of the transportation alternatives and traffic analysis.

Component 2 – Four Laning Woodville Highway

Since four laning of Woodville Highway from Natural Bridge Road to Capital Circle is in the TIP and the 2035 regional model shows a potential need for four laning south to SR 267, this option should be fully explored as well. Based on the changing context throughout the corridor, cross sections were developed to best fit the context for each specific portion of Woodville Highway. The cross sections were developed using criteria from the FDOT Plans Preparation Manual (PPM) for each particular context.

Four laning will accommodate the future traffic demands projected in the regional model, however the community is concerned about the impacts to the corridor in terms of the change in character created by the wider cross section. In addition, right-of-way requirements and impacts to business, and the national and state forests were of concern. New construction criteria is required by the FDOT PPM in the more rural area and in the more urban environment of the Woodville Community resulting in a significantly wider cross section than exists today.

Component 2, Segment 1

The cross section considered for the four laning changes throughout the length of the corridor study. Beginning at the northern end of the study area, the first use of a rural cross section will be in Segment 1. It will begin at the end of the transition from a suburban cross section currently under construction to the rural cross section about one-half mile south of Capital Circle, continuing south and ending at J. Lewis Hall Sr. Way, a length of approximately 2.75 miles. The cross section shown below reflects FDOT design standards for a design speed greater than 45 mph. It also assumes that drainage could be handled partially through roadside swales.

See Figure 4.4, Four Lane Rural Section.

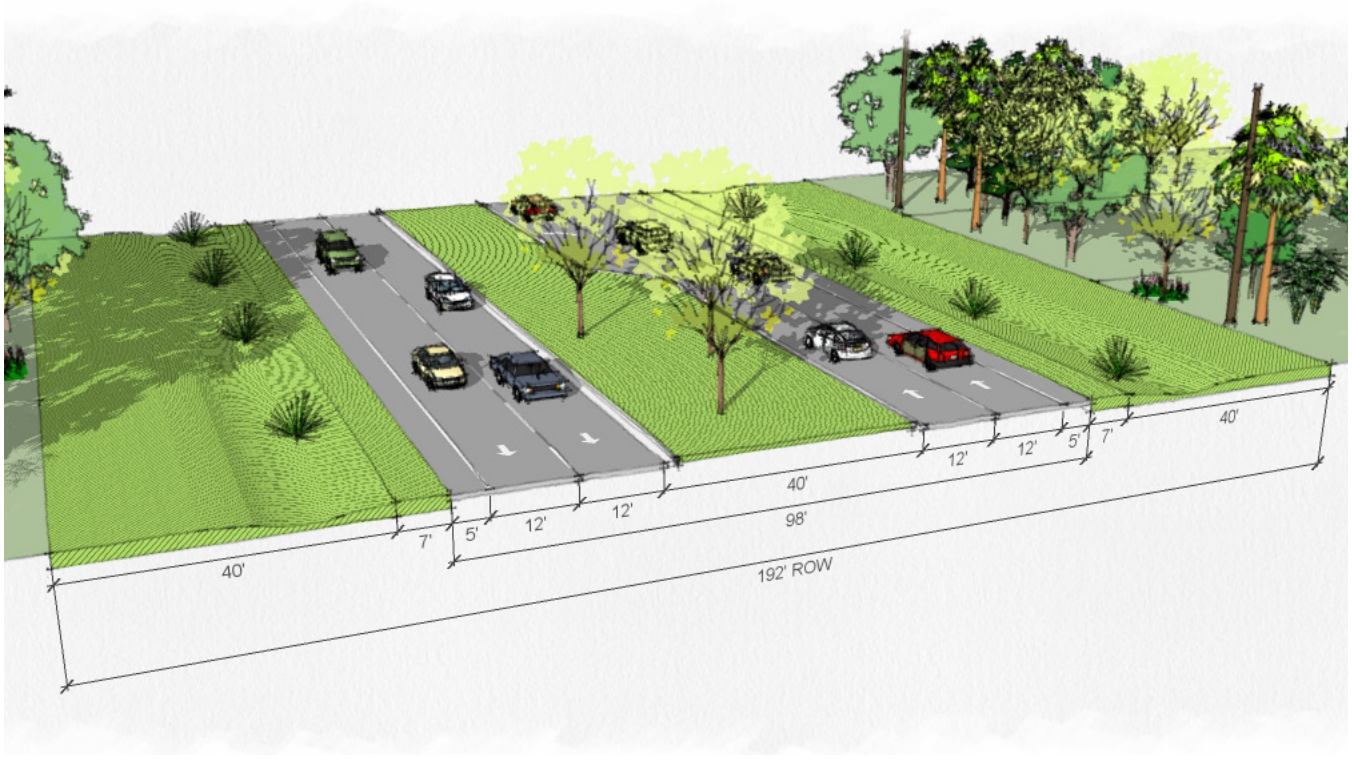
The existing right-of-way will be increased from 52/64 feet to 192 feet to accommodate the four lane cross section, the required clear zone and to provide for roadside swales, significantly changing the character of the corridor.

Component 2, Segment 2

Segment 2, in this four lane scenario, would contain the four lane urban section shown in Figure 4.5. This section includes the addition of bike lanes and sidewalks which are not present today. These additions will improve the access for pedestrians and bicyclists and provide for the needed travel demand projected for 2035.

The required right-of-way will be increased from 64 feet to 110 feet, significantly impacting on the commercial parcels lining

Figure 4.4– Four Lane Rural Section



Woodville Highway in the Woodville Community. For example, since the Woodville Elementary School closely fronts the Highway, virtually all of the right-of-way would come from the west side, significantly impacting the Ace Hardware, one of the most viable businesses in Woodville.

Another concern for the community is managing the speeds through Woodville, since four lane roads promote increased travel speed. Speed is already a concern for those who live in the community especially around the elementary school.

Component 2, Segment 3

The next use of the four lane rural cross section is considered in Segment 3 between Hickory Lane and SR 267, a length of approximately 5.5 miles. The cross section would have the same impacts and characteristics described previously for Segment 1.

See Figure 4.5, Four Lane Urban Section.

Component 2, Segment four

Based on the travel demand from the regional model, Segment four does not demonstrate a need for four laning in the future. As a result, this segment of Woodville Highway can retain its current configuration.

Component 3 – City of Tallahassee Eastern Utility Corridor

As part of the evaluation for use of the utility corridors to provide an optional location for a two lane roadway or multi-use trail, discussion was held between CRTPA staff and representatives of the City of Tallahassee Utilities Electric Transmission department.

During the course of the discussion the utility representatives expressed concerns were:

- Safety of their staff and potential users
- Access and working room for maintenance of their utility
- Future expansion of their utility

This utility corridor is not unlike numerous transportation corridors where the public right-of-way is shared with the utility. The same operational requirements and safety concerns exist within those transportation corridors. The remaining City concern is not incurring additional costs for future expansion of their electric or other utility facilities should a transportation facility occupy a portion of the utility right-of-way necessary for expansion. Mr. Harry Reed (CRTPA) and Paul DeFrank (City of Tallahassee) discussed extensively the value of planning jointly in the future for both utility and transportation corridor needs. The City was receptive to the idea of sharing this corridor and further discussion will be conducted.

Figure 4.3–J Lewis Hall Alignment

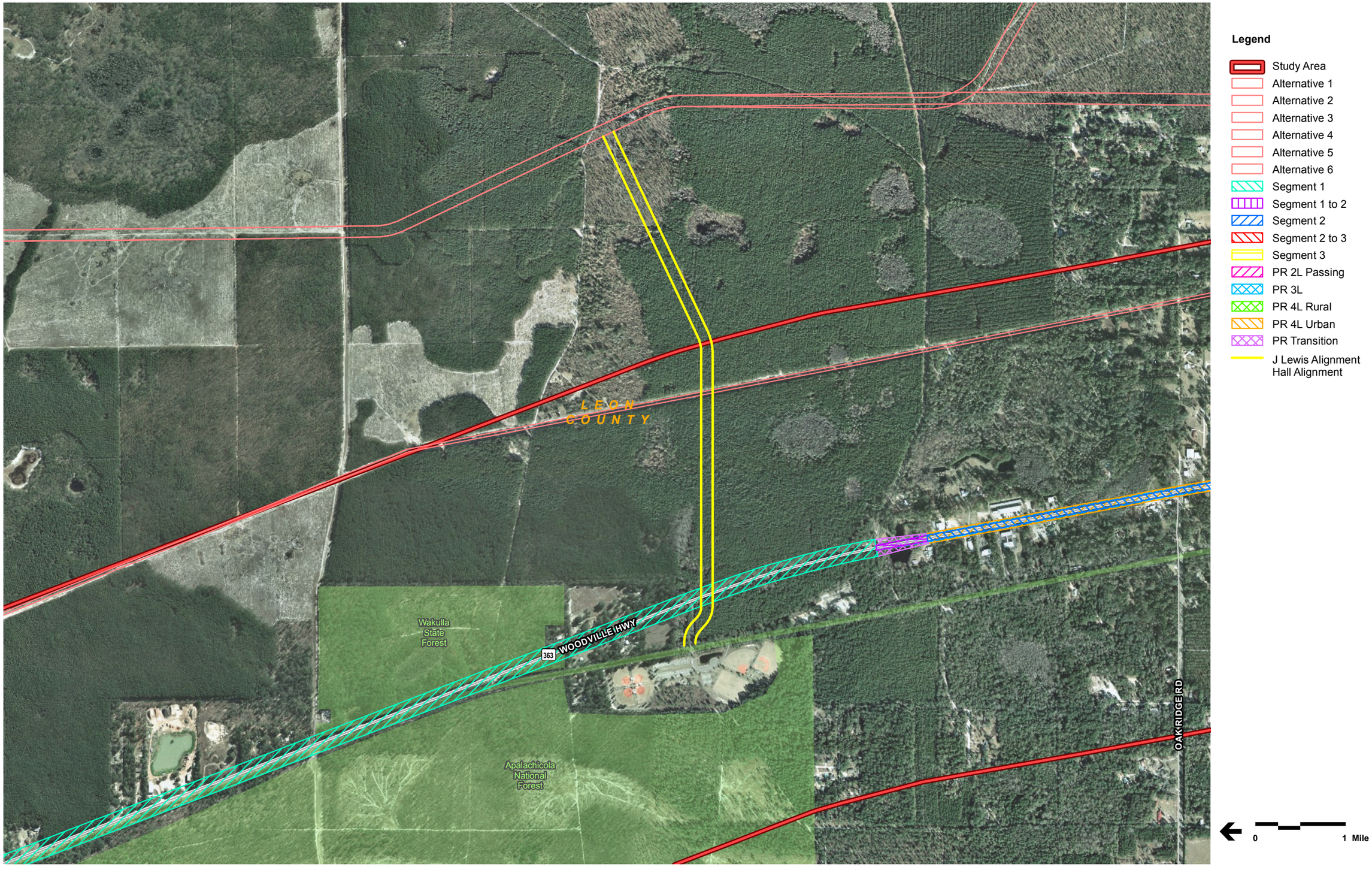


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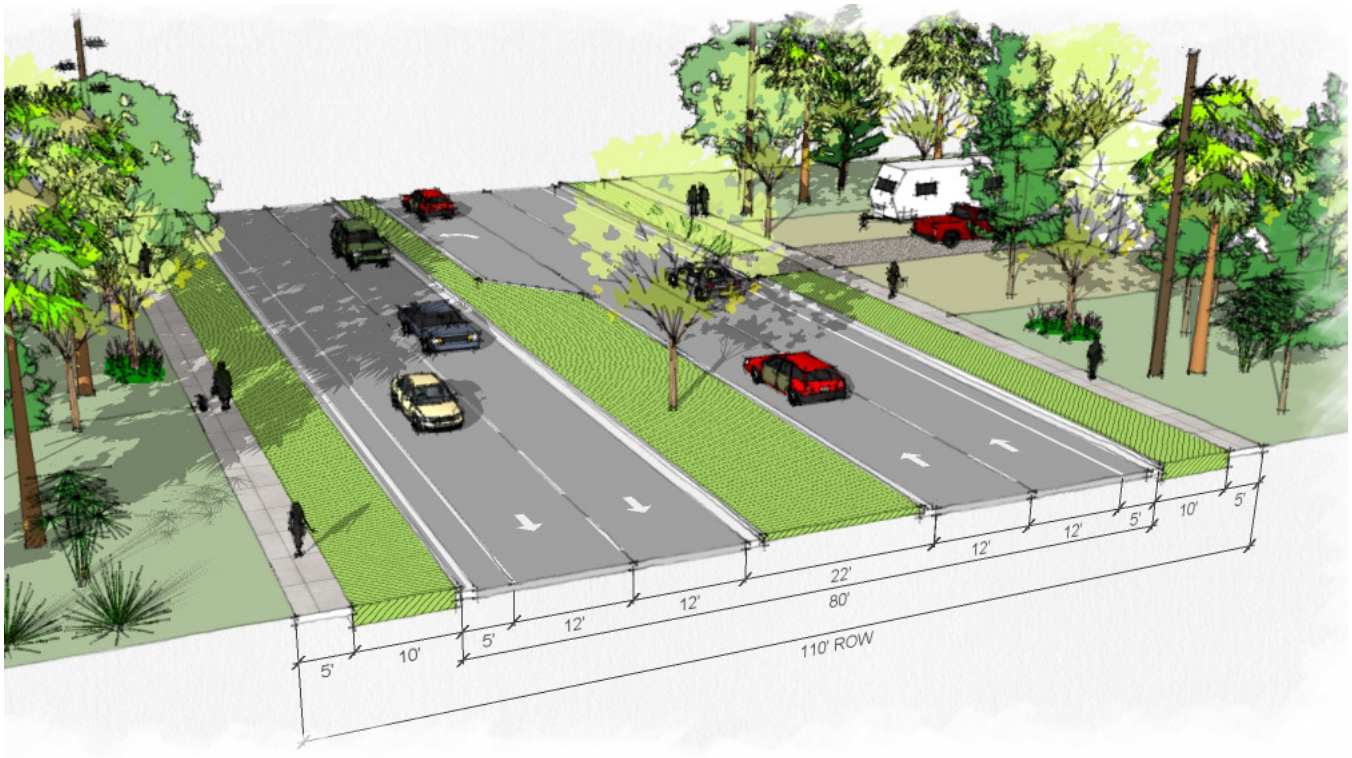
Figure 4.5–Four Lane Urban Section



There is the potential for a joint use agreement where the City may be open to transportation corridors within their current utility corridors. For the purpose of this study, the corridor of greatest interest is the eastern utility corridor which has the potential to provide another multi-use trail or alternate roadway alignment for a portion of the study area.

As shown in the Photo 4-8, an evaluation of the corridor shows that much of the area along the power line is suitable for either a multi-use trail or a two lane road considering the width of available right-of-way.

If the utility corridor is used as a second multi-use trail, it could serve as a more direct connection to the future Southside development for those living on the eastern side of Woodville Highway. It could serve as another segment of north-south local roadway network improving service for local trips through the community of Woodville, and providing some relief for Woodville Highway. It would also provide improved access for utility service vehicles performing maintenance. It currently serves as an informal street for the neighborhoods on the east side of Woodville Highway, with some existing driveways connected to the corridor. Even if it was paved to serve as another local north-south street, it would provide a low speed alternative for bicyclists wanting to travel from one part of Woodville to another without travelling on the highway.

Photo 4-8

Based on the preliminary evaluation of the corridor, it would be relatively easy to develop a paved roadway to serve as a local north–south street, providing some relief to Woodville Highway for those local trips within the community. The limits of Rhodes Cemetery Road at the north to Selina Drive at the south end should serve as logical termini. The available right-of-way owned by the City begins at approximately Rhodes Cemetery Road and continues north to Commerce Industrial Park. This portion of the utility corridor has a right-of-way of 80 feet.

South of Rhodes Cemetery, the utility is in an easement owned by the various property owners along the utility corridor. Consequently, any improvements would have to be approved by those property owners. Looking at a longer planning horizon, the utility corridor could also eventually serve as a dedicated transit corridor serving the Longleaf Plantation, Woodville Community and Southside development and ultimately connecting into the City of Tallahassee.

Initially the corridor was being considered for higher speed trips, greater than 45 mph. In order to serve those higher speed trips, additional right-of-way would be required to provide adequate clear zone for higher speeds. Widening of the right-of-way through Woodville for a roadway with a design speed of greater than 45 mph would require acquisition of properties consisting of mostly residential parcels. In addition, since the utility corridor runs through the middle of several neighborhoods, having a higher speed roadway in this location would be undesirable to those neighborhoods and the safety of those who live there. Consequently, using the corridor for a higher speed roadway does not appear to be a viable consideration due to the potential significant disruption to the community.

Component 4–New Eastern Alignment

In addition to Old Woodville Road and the City of Tallahassee Utility Corridor a number of other alignments to the east of Woodville Highway were evaluated as an alternative to four laning Woodville Highway. As mentioned previously, about 50% of the future peak hour Capital Circle intersection trips will turn right on Capital Circle, therefore an eastern alignment is a logical route to provide additional network to relieve Woodville Highway from the future anticipated travel demand.

The eastern parallel alignments that were evaluated begin just east of the Woodville Highway intersection with SR 267 at Chevy Trail and Danley Grade Roads and travel through the primarily undeveloped or rural lands east of the community of Woodville, terminating in the Southside development by connecting with the proposed extension of Paul Russell Road. A number of options were evaluated to identify which alignment provided the best opportunity for north-south connections while minimizing right-of-way or environmental impacts. The alignments evaluated as part of the study are shown in the graphic below.

A proposed new alignment would serve as an alternative to four laning Woodville Highway south of the Southside development, addressing the concerns of those within the community who are opposed to four laning of Woodville through this portion of the study area. Ideally this new alignment would also retain a rural character through much of its length by using the same corridor protection measures proposed for Woodville Highway, and only allowing land uses and zoning that will maintain a rural setting consisting mostly of large lot residential and agricultural uses.

At the very northern end of the corridor, where the new alignment would connect into the extension of Paul Russell Road the land development patterns and uses will be based on the development that the city approves when the development is reactivated.

Component 5 – Old Plank Road

Old Plank Road which was built in the late 1800's using planks as a roadway surface, but has been paved to the north from the intersection with Commerce Boulevard, also has potential to improve hurricane evacuation from the coastline. In addition, it has the benefit of moving evacuation traffic to the east of Tallahassee whereas Old Woodville Road and Woodville Highway direct traffic into Tallahassee, potentially increasing delay in evacuation.

Old Plank Road extends in a northeast direction from Newport, intersecting with Tram Road, which becomes W.W. Kelley Road. W.W. Kelley connects to U.S. 27 which can be used to access I-10 to the east using Gamble Road (SR 59). In order for Old Plank Road to become a meaningful option for hurricane evacuation, it needs to be paved from U.S. 98 to the intersection of Old Plank Road and Commerce Boulevard, which is where the southern end of the current pavement ends. The length of paving necessary is approximately five miles. With this improvement Old Plank Road could then be signed as a hurricane evacuation route.

Photo 4-9

Completing the paving of the rest of Old Plank Road will provide Wakulla County residents with another option for emergency evacuation and also additional north–south improved roadway network for significantly less cost and environmental impacts than four-laning Woodville Highway. Since the roadway exists today, the reduced construction cost, engineering and other associated costs associated with roadway

construction, paving this segment of roadway is an obvious cost effective means of improving the regional transportation system.

Component 6 – Transit

A consistent message from the community during interviews, the kick-off meeting and the design charrette was the desire for some type of transit service into the corridor. While there are no current plans for transit beyond Capital Circle, as development continues to the south of Capital Circle in Woodville, Longleaf Plantation, Crawfordville and other communities in the region, the feasibility of providing an express bus service modeled on the service provided to Gadsden County is a distinct possibility.

Based on the Tallahassee-Leon County Planning Department's Regional Transit Study, transit service is recommended for the Woodville corridor in the 2015-2024 timeframe. The service is proposed to be provided by a future park and ride lot at Oak Ridge Road. Future development at Long Leaf Plantation will provide additional opportunity for another park and ride facility in the corridor. The Gadsden Express has been a successful route, and with the proposed changes to development patterns in the corridor, transit will become more viable due to the compact development patterns proposed. The ridership shown in the tables below is based on 1.5% of the 2035 traffic volumes, a reasonable percentage based on higher gas prices, more compact development patterns in Wakulla and southern Leon County and the increased demand from the public for transit options.

Evaluation of Transportation Alternatives

The evaluation parameters developed and applied to the range of alternative improvement concepts for the Woodville Highway Corridor were designed to address the mobility needs of the communities along the corridor and incorporate the input received from elected and appointed officials, business owners, residents and representatives of public agencies with jurisdiction or responsibilities within the corridor.

Unlike most transportation corridor studies that use measures primarily focused on design, engineering and cost elements of the project; the evaluation measures used for this study were cognizant that mobility recommendations were more holistic in nature and utilized considerations of corridor character, cultural values, community vision, land use form, alternative travel modes and both human built and ecological element impacts.

Therefore, some key measures were developed to assist in identification of a preferred set of master plan recommendations:

- Travel Demand Service
- Modal Considerations (transit, bicycle, pedestrian & automobile)
- Connectivity and Route Options
- Natural Environment Impacts (wetlands, floodplains, threatened & endangered species)
- Human Environment Impacts (property impacts, community concerns)
- Order of Magnitude Costs
- Consistency with local and regional plans, and
- Feasibility of Implementation

Based on the evaluation of travel demand for the study area using the best available long-range estimates (CRTPA 2035 forecasts) it was determined that the traffic volumes predicted to use the Woodville Highway Corridor between Capital Circle and US 98 fluctuated significantly, indicating a need for a range or series of solutions for different corridor segments.

The future travel demand ranges from over 31,000 AADT near Capital Circle, to just over 30,000 AADT in Woodville, dropping to below 20,000 AADT south of Natural Bridge Road and then approximately 11,500 AADT at the highest level south of SR 267. These changes indicate that not only would a different set of Woodville Highway typical sections be appropriate, the inclusion of existing network considerations, the introduction of even the most basic transit service, and the possible addition of parallel roadway capacity may in combination address the future travel demands without the need for widening Woodville Highway.

Using this approach as the basis for identification of potential mobility options, the following tools were identified for application to the corridor segments. Also provided is the associated maximum volume increase or service provided for each option.

- Four-lane Woodville Highway Widening – Demand Service Provided 36,700 AADT
- Parallel Two-lane Roadway – Demand Service Provided 13,200 AADT (minimum)
- Express Bus Transit – Demand Service Provided 500 AADT (1.5% of total trips)
- Future Land Use Modifications – Demand Reduction 4,000 AADT (25% of new trips)

The adopted Level of Service (LOS) for Woodville Highway is LOS D. Based on the existing Woodville Highway configuration north of the Woodville Community, the Demand Service Volume was established as 16,500 AADT. To create a more conservative assessment of the traffic capacity for the parallel two lane roadway was established at13,200 based on an undivided two lane arterial with adjustments for no dedicated turn lanes. This information was taken from the 2009 FDOT

Quality/Level of Service Handbook, 2010 QLOS Tables. Studies on internal capture and vehicle trip reduction based on more compact mixed-use development patterns consistently demonstrate that travel demand reductions of 25–50% are attainable. For the purposes of the corridor study, the low end internal capture of 25% was used and only applied to new trips when in fact the trip reduction could occur in the Woodville Community as well due to more compact and intense development patterns with mixed-use development introduced.

Segment 1: Capital Circle to Old Woodville Road

Segment 1, which as described above begins just south of Capital Circle and ends at the current intersection of Old Woodville Road and has a future demand of 31,300 trips. Based on the adopted level of service for Woodville Highway, a two lane road cannot serve the future demand for trip making. The conventional solution would be to widen Woodville Highway to four lanes. However, based on the future vision the community requested for Woodville Highway, a multifaceted strategy for reducing and accommodating this future demand was conducted. The tools mentioned in the above text are used in the following table to illustrate how the future demand is mitigated/provided for.

It is clear from the table below that despite the future demand of over 31,000 combined future trips, by using a combination of a new parallel 2 lane roadway, land use changes and transit, the future demand can more than adequately be provided for, eliminating the need for the future four laning of Woodville Highway. Also included in this group of recommendations is the "realignment" of Old Woodville Road to the new location at J. Lewis Hall Sr. Lane, which is moved to Segment 2.

Transportation Options

Segment 1

Tools for Existing Conditions	Old Woodville Road Intersection Realignment	
Tools to Accommodate Future Traffic	■ 4 Lane Widening of Woodville Highway ■ Parallel 2 Lane Roadway ■ Transit ■ Land Use Changes	
Existing Traffic	14,400 AADT	
New Traffic	16,900 AADT	
Future Total Traffic	31,300 AADT – Requires 4 lanes	
Assumptions to Accommodate New Trips	14,800 AADT	Remaining Demand (from 2 Lane Woodville Hwy)
	13,200 AADT	Parallel 2 Lane Roadway Capacity
	500 AADT	Transit (Express Bus)
	– 4,000 AADT	Land Use Changes
	0 AADT	Remaining

Segment 2: Old Woodville Road to Natural Bridge Road

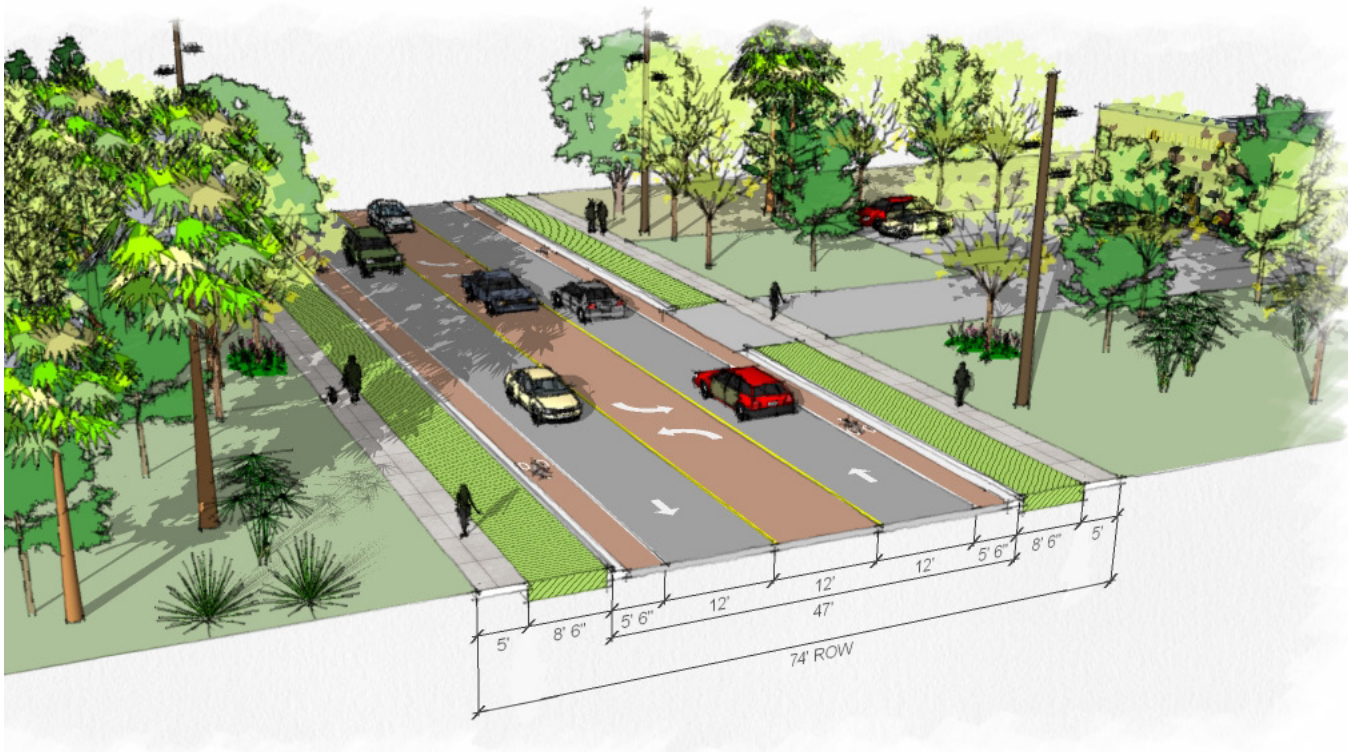
Segment 2, begins at the current intersection of Old Woodville Road and ends at Natural Bridge Road. Segment 2 has a future demand of 30,300 trips. Based on the adopted level of service for Woodville Highway, a two lane road cannot serve the future demand for trip making in Segment 2 as well. Four laning of Woodville Highway in the Woodville Community would create significant impacts to wetlands and business; create extensive right-of-way takings, increase travel speeds, and widen the cross section considerably, essentially creating a barrier through the

Transportation Options

Segment 2

Tools for Existing Conditions	■ Sidewalks on both sides throughout on Woodville Hwy ■ Sidewalks on east–west streets ■ Single Lane Roundabouts at Natural Bridge and J. Lewis Hall Sr, Lane ■ East–west connection to the west through Elgin Road	
Tools to Accommodate Future Traffic	■ 4 Lane Widening of Woodville Highway ■ Parallel 2 Lane Roadway ■ Transit ■ Land Use Changes	
Existing Traffic	9,400 AADT	
New Traffic	20,900 AADT	
Future Total Traffic	30,300 AADT – Requires 4 lanes	
Assumptions to Accommodate New Trips	13,800 AADT	Remaining Demand (from 2 Lane Woodville Hwy)
	13,200 AADT	Parallel 2 Lane Roadway Capacity
	4,100 AADT	Completing Old Woodville Road
	500 AADT	Transit (Express Bus)
	– 4,000 AADT	Land Use Changes
	0	Remaining

Figure 4.6–Three Lane with Sidewalks



community. Fortunately, the tools mentioned used in Segment 1 are also useful in solving for the future travel demand in this segment as well.

Just as in Segment 1, the future demand of over 30,000 future trips can be provided for by using a combination of new parallel 2 lane roadway, the completion of Old Woodville Road, land use changes and transit. This scenario again eliminates the need for the future 4 laning of Woodville Highway.

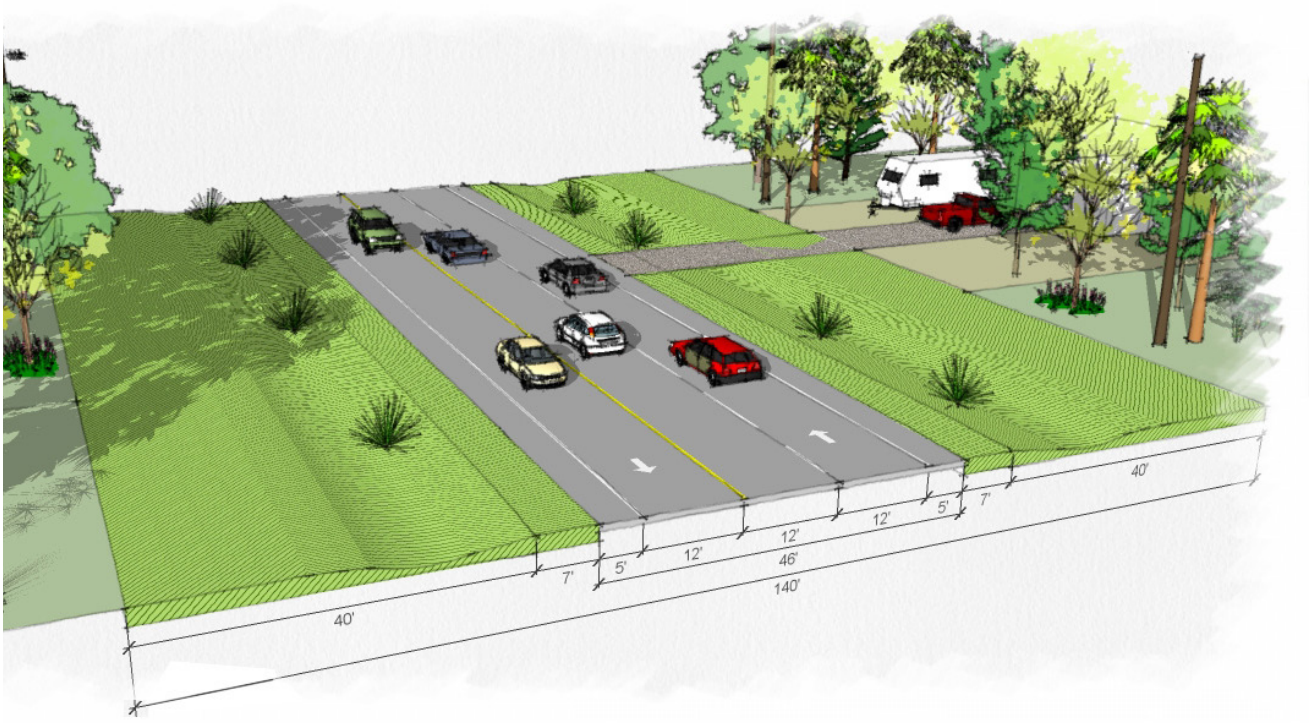
The improvements considered here include paving the unpaved portion of Old Woodville Road and include the realignment of Old Woodville Road through J. Lewis Hall Sr. Lane to the east, thereby connecting it to the new eastern parallel roadway. This improvement was then included in the regional model, which predicted that 4,100 trips would use Old Woodville Road—in spite of the lower speeds associated with its operating characteristics.

Other improvements included in this segment include the installation of sidewalks on both sides of Woodville Highway for the entire length of Segment 2, increasing the potential for higher levels of pedestrian activity and improving safety for pedestrians. Increased pedestrian safety within the corridor will also improve the potential for reduced vehicle trips to Woodville Elementary since walking will be a safer, more attractive option. See Figure 4.6, Three Lane with Sidewalks.

Intersection improvements in Segment 2 include improving the intersections of Natural Bridge Road and J. Lewis Hall, Sr. Lane through the use of single lane modern roundabouts. The installation of roundabouts at these locations will provide gateway entrances into Woodville, reduce travel speeds, improve safety at the Natural Bridge intersection for motor vehicles—where there have been a number of crashes—and improve safety for pedestrians and bicyclists who use the Natural Bridge intersection to cross from the west to the east side of Woodville Road at the school. Having the roundabout at Natural Bridge is especially important to assist in speed compliance approaching and travelling through the school zone for the elementary school.

Another network east–west connection that provides access to the west of Woodville Highway and may not be fully utilized is Natural Bridge to Elgin Road which then connects through Sunflower and County Line Road to Wakulla Springs Road, providing an east-west alternative to Oak Ridge. At the least, improved signing could enhance the potential use of this east-west connection. Realignment of a short segment of Elgin to connect directly to Natural Bridge would improve the east-west connection and provide a contiguous corridor from Wakulla Springs Road to Old Plank Road.

Figure 4.7–Passing Lane



In addition to the street network connections, there is an almost complete lack of sidewalks in the east-west direction on streets that could improve access to Woodville Highway. The most notable streets in this segment that should include sidewalks are Oak Ridge, Register, Page, and Natural Bridge, a primary access to Woodville Elementary.

In terms of other local street network within this segment, Taff Road provides another north–south parallel route to Woodville Highway on the east side connecting to Oak Ridge Road and Natural Bridge Road as well as two other east-west facilities, Register and Page Roads. Also to the east and within ½ mile of Woodville Highway is the utility corridor which in some locations is currently being used informally as a segment of north-south local street network. Using the utility corridor, as discussed previously, as a local street within the Woodville Community is a good fit in that the street could be built as a low speed local street, with lower volumes and minimal right-of-way since clear zone requirements would be minimal. Since it is in close proximity to Woodville Highway it is likely that it would be used regularly for local trips and bicyclists to avoid getting on Woodville Highway for trips that begin and end within Woodville.

Segment 3: Natural Bridge Road to SR 267

Segment 3, which begins at Natural Bridge Road, ends at SR 267. This segment includes plans for the last development of any significance along the corridor, the Longleaf Plantation. From Commerce Boulevard on when travelling south, the corridor remains more rural in character. However, in terms of travel demand, due to the trips coming from the west at the intersection of SR 267 and Woodville Highway, the demand is 19,800 trips. Based on the adopted level of service for Woodville Highway, a two lane road still cannot serve the future demand for trip making in Segment 3. Once again the tools used in Segments 1 and 2 will be applied to this segment.

Based on the use of the tools which will mitigate or reduce travel demand it appears that 4 laning of Woodville Highway could be eliminated by completing Old Woodville Road, transit and land use changes. If the parallel 2 lane roadway is not provided throughout Segment 3, extending down to SR 267, then providing a segment beginning at Commerce may be equally effective in serving trips from the Longleaf Plantation development to Segment 2.

Intersection improvements in Segment 3 include installing a single lane roundabout at the intersection of Commerce Boulevard and Woodville Highway. In addition, adding a short segment of street to connect Commerce at Cumberland Trace on Old Woodville Road will improve connectivity in this

southern portion of Woodville Highway.

These improvements would be best implemented as the Long Leaf Plantation development build out approaches; since there will be increased demand to access the retail and other businesses from Old Woodville and the St. Marks Trail. When the development is built and traffic increases to warrant improved traffic control, a modern roundabout will reduce speed at this crossing to improve safety for those using the intersection, while reducing delay to travelers using the corridor.

Sidewalks on both sides of Commerce, the proposed new link between Commerce and Old Woodville and some portion of Woodville Highway will be important to include in that development since it is likely that more development will occur on the west side of Woodville Highway as well.

The final intersection improvement should be implemented at the intersection of SR 267 and Woodville Highway. Once again a modern roundabout is proposed to improve safety for all users, reduce delay and reduce the crossing distance for the St. Marks Trail users that desire access to the convenience stores on the east side of the highway. In this location a rural single lane roundabout is proposed to accommodate the significant number of large tractor trailer truck using this segment of the highway and it's more rural context.

Transportation Options

Segment 3

Tools for Existing Conditions	■ Sidewalk on Hickory Lane ■ Single Lane Roundabout at SR 267	
Tools to Accommodate Future Traffic	■ 4 Lane Widening of Woodville Highway ■ Parallel 2 Lane Roadway ■ Transit ■ Land Use Changes ■ Single Lane Roundabout at Commerce ■ Connect Commerce to Old Woodville Road	
Existing Traffic	6,800 AADT	
New Traffic	13,000 AADT	
Future Total Traffic	19,800 AADT – Requires 4 lanes	
Assumptions to Accommodate New Trips	3,300 AADT	Remaining Demand (from 2 Lane Woodville Hwy)
	13,200 AADT	Parallel 2 Lane Roadway Capacity
	1,500 AADT	Completing Old Woodville Road
	250 AADT	Transit
	– 1,500 AADT	Land Use Changes
	0	Remaining

Segment 4: SR 267 to U.S. 98

The last segment of the corridor, Segment 4, begins at SR 267 and ends at U.S. 98. This segment has the most rural character with the only meaningful development at the U.S. 98 intersection. There is very little new travel demand between U.S. 98 and Woodville because most of the new demand enters the corridor at the intersection of SR 267 and Woodville Highway. The future travel demand on this segment is at 11,500 AADT, well within the capacity of the existing two lane roadway.

Segment 4 does not require a parallel road as shown in the table above. The concerns identified by the community focused on slow moving traffic travelling through the corridor such as vehicles pulling boats, large trucks and "Sunday" drivers. Based on that concern we evaluated the potential for implementing passing lanes in Segment 4 was evaluated to allow other vehicles to pass those slower moving vehicles. Currently, District Three does not have any passing lanes within the District. However, they are in place in other Districts such as on SR 40 in Marion County District Five. This segment is roughly 3 miles in length. Based on a preliminary analysis, there is inadequate length to include both northbound and southbound passing lanes in this segment. Due to the proximity of this segment to the southern end of the corridor, the primary benefit of a passing lane would be in the northbound direction. The cost of the potential passing lane is included Table 4.3, Alternative Costs Evaluation.

See Figure 4.7, Passing Lane.

Transportation Options

Segment 4

Tools for Existing Conditions	■ Passing Lane	
Tools to Accommodate Future Traffic	■ Transit	
Existing Traffic	3,000 AADT	
New Traffic	8,500 AADT	
Future Total Traffic	11,500 AADT – Requires 2 lanes	
	0	Remaining

Based on these findings, the evaluation of a preferred location for the development of a new parallel two-lane collector road east of Woodville Highway was included in the study analysis. The potential alternate alignments that were developed for review and presented at each of the public meetings are in Figure 4.8, Eastern Parallel Alignments.

The data and information used to conduct the comparative evaluation for each of these alternates is reflected on Figures within Chapter 3.

The evaluation of these factors produced a preferred alignment selection. That alignment is best described as Alternate Alignment 4. The information and calculations used to reach that conclusion are shown in Table 4.3, Alternative Costs Evaluation.

The following section describes the impacts that are associated with the preferred new parallel collector road alignment selected and the recommended improvements on Woodville Highway.

Summary of Evaluations

Woodville Highway Widening

The widening of Woodville Highway north of Natural Bridge Road was evaluated for potential impacts to natural resources, including wetlands, floodplains, listed species habitat, and conservation lands. This assessment was conducted based on natural resource data previously obtained for the project as shown in Chapter 3, including:

- Wetland mapping done by the Northwest Florida Water Management District (NWFWMD) as part of their Florida Land Use, Cover, and Forms Classification (FLUCFCS) mapping efforts;
- Floodplain lines as documented by FEMA;
- Conservation land boundaries and recreation facilities from the Florida Geographic Data Library (FGDL); and
- Listed species locations obtained from the FGDL.

No field assessments of these proposed right-of-ways were conducted. Although these data sources provide general information about these natural resources, site specific field delineation efforts and surveys may be required to provide a final estimate of potential impacts.

Wetlands

Based on the NWFWMD mapping, widening of Woodville Highway within this segment would likely result in an impact to wetlands at the north edge of Woodville and may impact wetlands near the road at the south end of the Southside DRI. Because these wetlands occur adjacent to the existing roadway, they have likely experienced some reduced function because of the existing facilities. Additional impacts resulting from lane widening would likely be small and likely would not prohibit the consideration of this proposed alternative. Field delineations will need to be conducted prior to road construction to identify the extent of mapped wetlands as well as identify the location and extent of additional wetland areas not identified within current mapping efforts. Any additional wetlands found during site specific field delineations may alter the amount or extent of wetland impacts for each alternative.

Floodplain

Woodville Highway extends through areas mapped as floodplain by FEMA in this segment. The largest aggregation of floodplains occurs immediately north of Woodville/Oakbridge Road, while two smaller floodplain areas are bisected by the road north of Wakulla State Forest and by the south end of the Southside DRI. Potential impacts to floodplain areas will require compensating storage be provided within the right-of-way. The final extent of floodplain impact will need to be determined during final engineering of the project based on FEMA mapping efforts and site specific topography and floodplain mapping. Additional impacts resulting from lane widening would likely be small and likely would not prohibit the consideration of this proposed alternative.

Conservation Lands and Recreation Facilities

Three conservation lands and/or recreation facilities, including the Wakulla State Forest, Apalachicola National Forest (ANF), and the Tallahassee-St. Marks Historic Railroad State Trail, occur adjacent to the corridor. In a portion of this segment, the Wakulla State Forest occurs east of the road and the trail and ANF occur west of the corridor. Because of this configuration, widening of Woodville Highway that requires additional land beyond the existing right-of-way would require land from one of these public features. Potential impacts to these facilities will require coordination with appropriate state and federal agencies and will be problematic due both to the acquisition process to obtain the required land as well as the permitting processes to address required impacts to state and federal lands and recreation facilities.

Listed Species

Listed species known to occur within the general vicinity of the proposed alternatives include red-cockaded woodpecker, eastern indigo snake, bald eagle, Florida black bear, gopher tortoise, gopher frog, Florida pine snake, and bent golden-aster. Because the roadway occurs adjacent to the ANF, widening of the road within this area may result in additional impacts to corridors used by black bears that may need to be addressed through physical improvements allowing bear movements. The use of the existing road right-of-way or lands immediately adjacent to

Table 4.3– Alternative Costs Evaluation

Segment	Description	Existing	Proposed Improvement	Required Righ-of-Way	Length (Mi)	Est. Cost per Mile	Total Segment Est. Cost
Four Lane Woodville Highway Alternative Costs							
Woodville Hwy	Capital Circle to Rhodes Cemetary Rd	Rural-2L	4-Lane, Design Speed > 45	192'	3.3	$2,093,000	***$6,907,000***
	Rhodes Cemetary Rd to Robinson Road	Rural-3L	Urban 4-Lane, Design Speed < 45, with Sidewalks	110'	1.5	$3,604,000	***$5,406,000***
	Robinson Road to Sharman Circle	Rural-2L	4-Lane, Design Speed > 45	192'	5.2	$2,093,000	***$10,884,000***
	Sharman Circle to SR 267	Rural-2L	Urban 4-Lane, Design Speed < 45, with Sidewalks	110'	0.2	$3,604,000	***$721,000***
						Total	***$23,918,000***
Rural Two Lane Eastern Parallel Alignment Costs							
Alignment 1	Within City of Tallahassee Utility Corridor	N/A	Undivided 2-Lane Rural Road w/ 5' Paved Shoulders	124'	10.4	$1,473,000	***$15,319,000***
Alignment 2	New Alignment	N/A	Undivided 2-Lane Rural Road w/ 5' Paved Shoulders	124'	10.8	$1,473,000	***$15,908,000***
Alignment 3	New Alignment	N/A	Undivided 2-Lane Rural Road w/ 5' Paved Shoulders	124'	11.2	$1,473,000	***$16,498,000***
Alignment 4	New Alignment	N/A	Undivided 2-Lane Rural Road w/ 5' Paved Shoulders	124'	11.2	$1,473,000	***$16,498,000***
Alignment 5	New Alignment	N/A	Undivided 2-Lane Rural Road w/ 5' Paved Shoulders	124'	11.6	$1,473,000	***$17,087,000***
Alignment 6	New Alignment	N/A	Undivided 2-Lane Rural Road w/ 5' Paved Shoulders	124'	11.6	$1,473,000	***$17,087,000***
Other Improvement Costs							
Woodville Hwy	Rhodes Cemetary Rd to Robinson Road	Rural-2L	3-Lane with sidewalks and bike lanes	74'	1.5	$1,989,000	***$2,984,000***
	Intersection at J.Lewis Hall Sr, Lane	N/A	Urban Single Lane Roundabout	Corner clips	N/A	$250,000	***$250,000***
	Intersection at Natural Bridge	N/A	Urban Single Lane Roundabout	Corner clips	N/A	$250,000	***$250,000***
	Intersection at S.R. 267	N/A	Rural Single Lane Roundabout	Corner clips	N/A	$350,000	***$350,000***
	SR 267 to U.S 98 (Requested Option)	Rural-2L	Add 1 Lane NB for passing vehicles	140'	1	$384,000	***$384,000***
New Roadway	New Road - Old Woodville to East Alignment	N/A	Undivided 2-Lane Rural Road w/ 5' Paved Shoulders	124'	1.1	$1,473,000	***$1,620,000***
Old Woodville	Summerwind Circle to Cumberland Trace	Rural-2L	Pave 2 lane road	N/A	1.4	$1,071,000	***$1,499,000***
Plank Road	US 98 to Commerce Blvd	Rural-2L	Pave 2 lane road	N/A	4.75	$1,071,000	***$5,087,000***

the right-of-way may limit the potential impacts to gopher tortoises and other species with limited range. Potential impacts to these species will require permitting coordination with the US Fish and Wildlife Service and/or the Florida Fish and Wildlife Conservation Commission depending on the agencies that have listed the species.

Woodville Highway – Parallel Connector Alignment

The six alternative alignments for the parallel road proposed to occur adjacent to Woodville Highway were evaluated for potential impacts to natural resources, including wetlands, floodplains, and listed species habitat (see applicable Chapter 3 Figures). This assessment was conducted based on natural resource data previously obtained for the project, including:

- Wetland mapping done by the NWFWMD as part of their FLUCFCS mapping efforts;
- Floodplain lines as documented by FEMA; and
- Listed species locations obtained from the FGDL.

No field assessments of these proposed right-of-ways were conducted. Although these data sources provide general information about these natural resources, site specific field delineation efforts and surveys may be required to provide a final estimate of potential impacts.

Wetlands

Based on the NWFWMD mapped wetlands, Alignments 2 through 4 exhibit the least amount of wetland impact, while Alignment 1 would exhibit the highest amount of wetland impact among the alignments. South of Natural Bridge Road, Alignment 2 primarily exhibits one impact associated with a wetland near the southern end of the alignment, while it also appears to impact a small wetland system approximately ¼ mile south of Natural Bridge Road. Alignments 3 and 4 exhibit the same southern impact as Alignment 2, but also exhibit an additional wetland impact shortly after they separate from Alignment 2. However, the impacts associated with all three of these alignments are generally small. The alignment for Alignments 5 and 6 south of Natural Bridge Road would impact approximately four small wetland and surface water systems and would generally exhibit slightly more impacts than Alignments 2 through 4. Although mapped as a utility land use with no wetlands, Alignment 1 passes through a large wetland at its southern end as well as a narrow wetland section near the north side of Woodville, representing impacts approximately twice as large as the other alignments. Field delineations will need to be conducted prior to road construction to identify the extent of mapped wetlands as well as identify the location and extent of additional wetland areas not identified within current mapping efforts. Any additional wetlands found during site specific field delineations may alter the amount or extent of wetland impacts for each alignment.

Based on this analysis, Alignments 2 through 4 would exhibit less wetland impact than the other alignments, although Alignments 2 through 6 all exhibit low amounts of wetland impact.

Floodplains

Based on the FEMA floodplain designations and 124 foot wide right-of-way widths and a visual estimate of length of right-of-way within floodplain areas, Alignment 2 would require the least amount of floodplain impact (approximately one-quarter of the impact required for Alignments 5 and 6). Alignments 1, 3, and 4 would require moderate amounts of floodplain impacts, with approximately half again as much as Alignment 2 of the alignment occurring within floodplain areas. Alignments 5 and 6 exhibit the most amount of acres of floodplain within the proposed right-of-ways. Potential impacts to floodplain areas will require compensating storage be provided within the right-of-way. The final extent of floodplain impact will need to be determined during final engineering of the project based on FEMA mapping efforts and site specific topography and floodplain mapping.

Listed Species

Listed species known to occur within the general vicinity of the proposed alignments include red-cockaded woodpecker, frosted flatwoods salamanders, eastern indigo snake, bald eagle, Florida black bear, gopher tortoise, gopher frog, Florida pine snake, incised groove-bur, and bent golden-aster. All six of the alignments have some potential to impact habitats occupied by all or portions of these species, especially gopher tortoises and Florida black bears. Alignment 1 along the power line easement would occur on lands that have undergone some previous alterations, which may limit the amount of occupied habitat by listed species. The remaining alignments would likely have similar impacts to listed species habitat as they primarily occur to lands currently managed for timber or other natural resources. The potential effects of the proposed alignments to all listed species, but especially gopher tortoises and black bears, will require field surveys and/or remediation/mitigation efforts to limit long-term impacts to these species from the road construction and operation as well as potential future development activities that use the preferred alignment. The use of existing road right-of-ways for portions of the proposed alignments may limit the potential impacts to gopher tortoises and other species with limited range. Potential impacts to these species will require permitting coordination with the US Fish and Wildlife Service and/or the Florida Fish and Wildlife Conservation Commission depending on the agencies that have listed the species.

Overall Assessment

Figure 4.8–Eastern Parallel Alignments

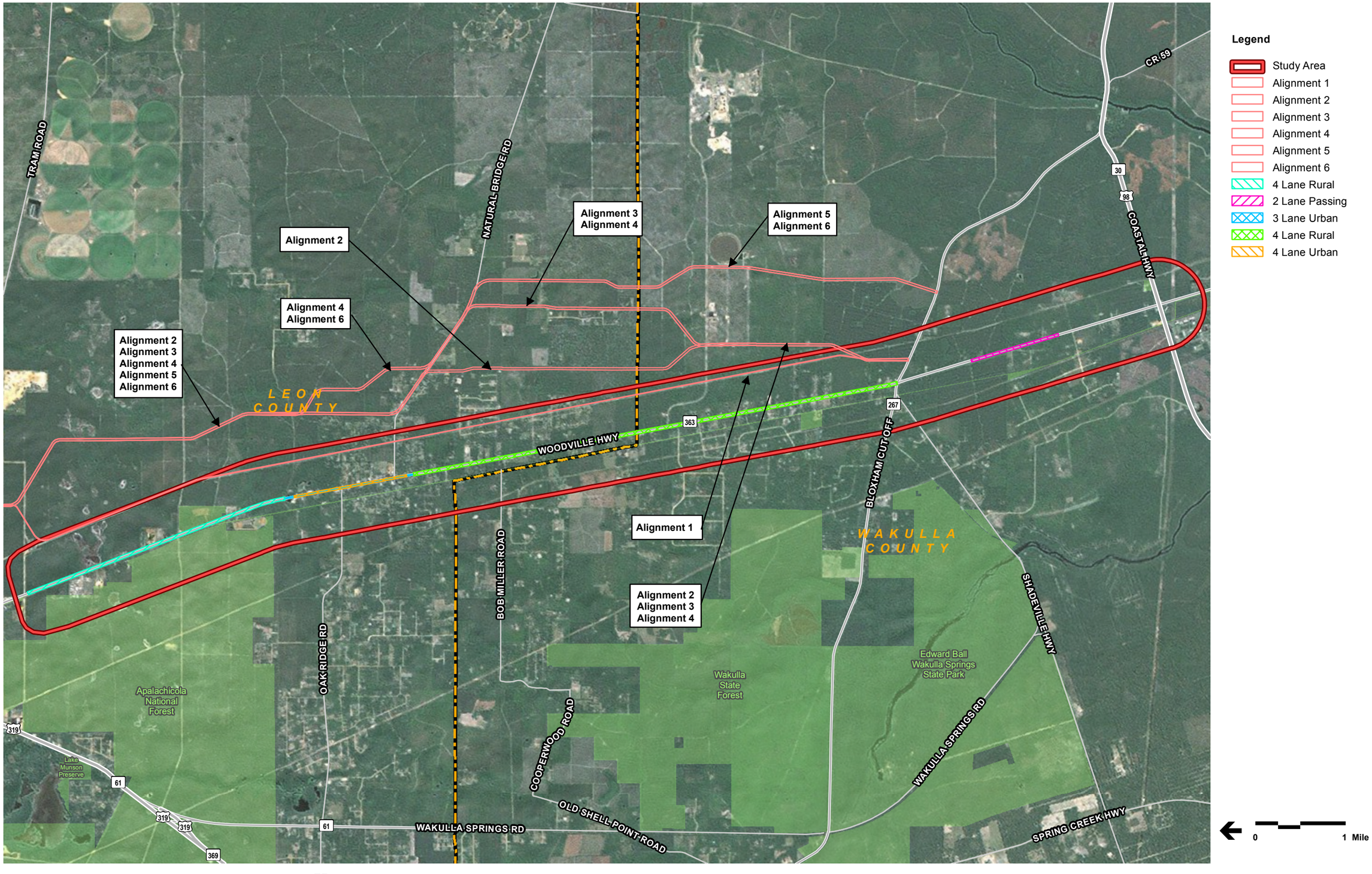


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Table 4.4–Quantitative Evaluation Criteria

	Woodville 4L	Alignment 1	Alignment 2	Alignment 3	Alignment 4	Alignment 5	Alignment 6
Parcel Impacts (Acres)	138.37	40.29	157.87	154.69	157.82	164.04	167.18
ROW Cost	$4,249,000	$495,000	$967,000	$706,000	$397,000	$723,000	$414,000
Construction Cost	$23,920,000	$15,370,000	$15,900,000	$16,541,000	$16,430,000	$17,127,000	$17,016,000
Total Cost	***$28,169,000***	***$15,865,000***	***$16,867,000***	***$17,247,000***	***$16,827,000***	***$17,850,000***	***$17,430,000***

Based on this assessment, the alignments appear to exhibit relatively similar impacts to the natural resources analyzed, although Alignments 2 through 4 exhibit the least amount of impacts to wetlands and floodplains, although Alignments 5 and 6 do not exhibit increases in potential impacts that would prohibit their consideration. With regards to listed species, the proposed alignments would likely result in impacts that would be similar across the proposed alignments.

In summary, all factors need to be considered (environmental, engineering, costs, acquisition and permitting requirements, community vision, etc.) in the final decision process and no one set of variables can be used to support or eliminate a specific alignment. Additionally, the introduction of a new alignment facility in lieu of widening the existing Woodville Highway may be preferable to address potential impacts to existing state and federally owned conservation lands and recreation facilities.

As discussed earlier in this chapter, some key measures were developed to assist in identification of a preferred set of master plan recommendations. Those key measures are repeated below. The key measure "Travel Demand Service" is not in the matrix since each proposed alternative was required to provide a solution that achieved this goal. The measures "Modal Considerations (transit, bicycle, pedestrian & automobile)" are addressed in the recommendations in Chapter 5 in terms of the proposal to create more compact development patterns, increased pedestrian and street network in the nodes and the proposed express bus service. "Connectivity and Route Options" are addressed in Chapter 5 by recommendations such as paving Old Woodville and Plank Roads, and the proposal to increase east-west network.

- Travel Demand Service
- Modal Considerations (transit, bicycle, pedestrian & automobile)
- Connectivity and Route Options
- Natural Environment Impacts (wetlands, floodplains, threatened & endangered species)
- Human Environment Impacts (property impacts, community concerns)
- Order of Magnitude Costs
- Consistency with local and regional plans, and
- Feasibility of Implementation

The measures listed were used in evaluating the various concepts proposed for the corridor with the Community Vision as a framework for the evaluation process. They are included in the evaluation matrices which follow, with the first group of measures, which are quantitative in nature in Table 4-4 and the second set of measures, which are more qualitative in Table 4-5. Design Flexibility was included in the evaluation matrix to assess the flexibility of each alternative in terms of the potential to provide for future growth. These measures are self explanatory with the exception of Community Cohesion. Community Cohesion is intended to address residents concerns with new roadways being introduced through or immediately adjacent to their neighborhood. Factors considered in the scoring included lot residential lot size and whether or not there is an existing corridor in place.

- Human Environment Impacts (Property impacts)
- Order of Magnitude ROW Costs
- Order of Magnitude Construction Costs
- Consistency with local and regional plans (Plan conformance)
- Consistent with Community Vision
- Human Environment Impacts (Community Cohesion, 4(f) property)
- Natural Environment Impacts (Archaeological, wetlands)
- Design Flexibility

The results from the evaluation matrices provide a screening to establish the "Feasibility of Implementation." Based on the results of this evaluation, Alignment 4 or 5 provides the best qualitative match to the key measures and of those Alignments that scored best on the qualitative assessment Alignment 4 is the best option in terms of cost. The results of this alignment evaluation and a compilation of the full recommendations for transportation and land user will be more fully developed in Chapter 5, Recommendations.

Table 4.5–Qualitative Evaluation Criteria

	Woodville 4L	Alignment 1	Alignment 2	Alignment 3	Alignment 4	Alignment 5	Alignment 6
Plan Conformance (2 Pt)	Y	N	N	N	N	N	N
Vision Conformance (3 Pt)	N	Y	Y	Y	Y	Y	Y
Community Cohesion (3 Pt)	N	N	N	N	Y	Y	N
4(f) Impacts (Y= -2 Pt, N=0 Pt)	Y	N	N	N	N	N	N
Arch. Impacts (Y= -2 Pt, N=0 Pt)	Y (17.87 Acres)	Y (2.27 Acres)	N	N	N	N	N
Wetland Impacts (Y= -1 Pt, N= 0 Pt)	Y (3.57 Acres)	N	N	N	N	N	N
Design Flexibility (2 Pt)	N	N	Y	Y	Y	Y	Y
Total Points	***-3***	***1***	***5***	***5***	***8***	***8***	***5***


SPEED
LIMIT
25

five

Recommendations

The Vision for the Woodville Corridor Study is to "Provide the residents, businesses and travelers in the Woodville Corridor with an enhanced quality of life, increased employment opportunity and transportation choices while protecting the sensitive natural resources and rural character of the Corridor."

Introduction

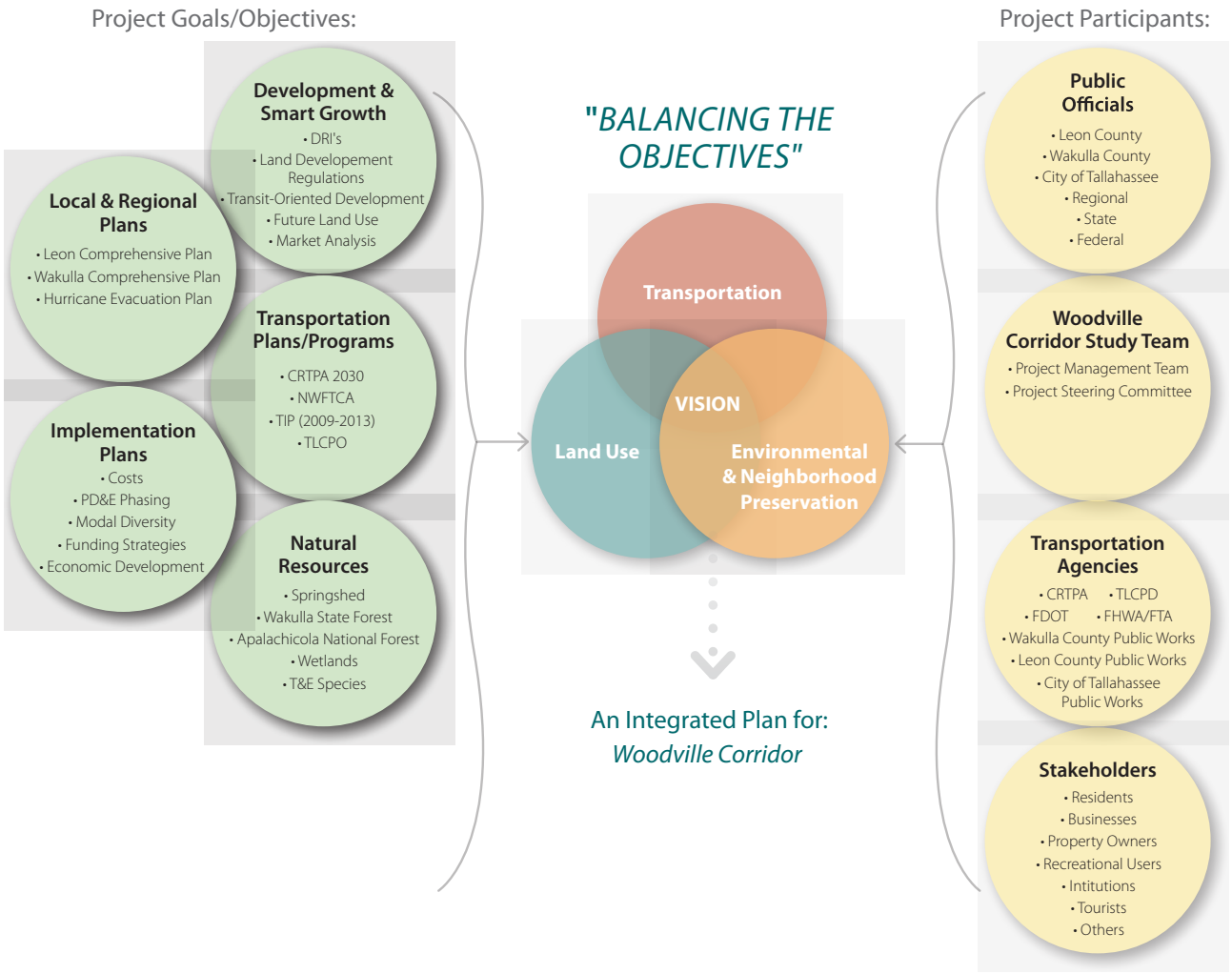
It is important to recognize that this study, while based on a twenty five year timeframe from a travel demand perspective, acknowledges the fact that true planning must look far beyond the twenty five year timeframe. Public infrastructure investments have always been and will continue to be a significant capital and operating cost for any government agency, and with the current outlook for state and federal funding, the importance of maximizing return on public investment is even more pressing.

The intent of this study and the resulting series of recommendations is to clearly identify the needs and expectations of the communities and residents that are served by Woodville Highway. To reach that goal, the study team utilized the set of goals and objectives established through stakeholder input to identify, validate, and develop the study process and range of considerations that form the recommended Master Plan for the Woodville Highway Corridor.

By creating a community vision that establishes what a community wants to become over the long term, that longer term view should guide the planning and decision making process to ensure the vision is achieved. The stakeholder groups clearly sent a message that their long term view of this corridor is for it to continue to have a rural character while providing for their long term transportation needs, including a desire for transit services.

The potential solutions identified in this report are provided with those goals in mind. The implications of those solutions include more compact and higher intensity development

Figure 5.1– Balancing the Objectives, An Integrated Approach



patterns at the identified nodes to improve the potential for transit services and preserve the rural character of the corridor between the nodes. Focusing development into the nodes will help to accomplish the community goals through mixed use development that is appropriate to the scale of each individual node.

The future plan for any major transportation corridor is influenced by many factors, not the least of which is the provision of transportation service and the modes that are included in that service. The results from the alternatives analysis, outlined in Chapter 4, indicate that there is a strong potential to minimize or eliminate the need for major roadway widening if new network facilities and connections are introduced into the study area and the existing roadway infrastructure is properly utilized to serve more of the local trips.

Through implementation of the recommendation to redevelop/develop the nodes using mixed-used patterns, the corridor will experience reduced motor vehicle tripmaking, increased internal trip capture, and enhanced potential for public transportation. Consequently, the future of the Woodville Corridor can look much different than the suburban sprawl the community was concerned with. Thereby, preserving the rural character established as one of the highest priorities identified by the stakeholders.

This approach, one sensitive to the community desires and future transportation needs of those represented in the corridor, is described in this chapter of the report. The general outline of topics covered in this chapter includes:

- Land Use and Site Design Recommendations
- Market Study Recommendations
- Corridor Protection Recommendations
- Transportation Recommendations
- Plan Implementation

Vision

The objective of the CRTPA is to "create a vision for the corridor that has support from the land owners, residents and public officials while producing a framework for the future land use, development patterns and transportation infrastructure within the corridor." Through extensive outreach to the community and listening to the public and other stakeholder input during the project, the community clearly articulated their "vision" for the corridor. This is best illustrated by the "Balancing the Objectives" graphic introduced earlier in the Master Plan report, and summarized as follows:

The Vision for the Woodville Corridor Study is to "Provide the residents, businesses and travelers in the Woodville Corridor with an enhanced quality of life, increased employment opportunity and transportation choices while protecting the sensitive natural resources and rural character of the Corridor. This is to be accomplished through an integrated approach to planning which establishes what the future of each community in the corridor should become during the planning horizon and establishes transportation options to improve mobility and access for the community."

See Figure 5.1, Balancing the Objectives, An Integrated Approach.

Land Use and Site Design Recommendations

The Design Charrette for the Woodville Highway Corridor was held over four days, starting on September 24, 2010. In evaluation of the corridor, the team was charged with identifying recommendations that would achieve the goals and established vision for the corridor. Numerous scenarios were evaluated in order to find solutions that best fit those goals and vision.

As part of the charrette four "segments" and five "activity nodes" were identified along the corridor as shown in Figure 5-x below. The analysis that was undertaken during the charrette examined all five nodes and considered scenarios for land use that was in keeping with the rural character of the Woodville corridor and surrounding communities. Nodes 2 and 4, due to their access to existing transportation infrastructure, were identified as areas requiring the most significant recommendations on land use that would cluster future development closer to the corridor but in a context sensitive manner that promotes a variety of alternative transportation modes including walking.

The following land use recommendations are preliminary and will affect both the future land use and site design parameters. It is expected that the two counties (Wakulla and Leon) will need to react to the recommendations in this report to determine the required updates to the specific regulatory standards that might be needed in order to support the community vision.

See Figure 5.2, Node Map.

Woodville Highway at Capital Circle – (Node 1)

Located at the northern segment of the corridor, Node 1 is within the Urban Service Area (USA) and currently includes undeveloped land on the east side of Woodville Highway with a designated Future Land Use of Planned Development. The land on the east side called the Southside development was in a Development of Regional Impact (DRI) review; however, the application was withdrawn. The most recent development plan for Southside included the following program:

- 2,800 residential units
- 1,040,000 square feet of commercial space
- 150,000 square feet of office space
- 110 hospital beds
- 300 hotel rooms

Even though the developer withdrew the DRI application, the transportation analysis was performed with the program still included in the regional model to ensure the potential future impacts from the development were included.

When the development process restarts, the development will need to be master planned in accordance with Leon County's PUD ordinances in effect at that time. The master plan should provide for compact, mixed use development patterns to reduce the traffic impacts to Capital Circle and Woodville Highway. StarMetro was planning on providing transit services in the Southside development. Higher density development will maximize the potential for higher transit ridership. The land on the west side of Woodville Highway consists primarily of the Apalachicola National Forest and the Commerce Industrial Park. The light industrial land uses provide employment within the corridor, and should remain. To improve the visual conditions, additional screening with vegetation of the Industrial Park would be a desirable treatment and would contribute to the rural character desired by the community.

Encourage Mixed-Use Development

Through mixed-use development, access to basic community elements such as retail, services, employment, civic, education and recreation is greatly improved. Future development patterns in this Node (especially in the future Southside development) should result in mixing uses horizontally or vertically, and incorporate ground floor street activities to enliven pedestrian zones along the front of buildings. Placing buildings at the back

of sidewalk will help to support sidewalk activities and allow for greater pedestrian activity throughout the Node. These ideas are illustrated in Figure 5.9, where the goal for land use should be to "put all the pieces together" in a way that contribute to the character and walkability of the area, while also addressing the transportation goals for the Node.

See Figure 5.10, Putting It All Together.

Improve Local Street Network and Access

Since the Southside development is on hold, the opportunity for discussion of St. Joe Development Company's plans is very limited. However, when the development moves forward there is opportunity to improve access for all users through the development of an extensive network of streets that is in keeping with Smart Growth principles. There are guidelines for developing adequate street network in the proposed Florida Greenbook, Chapter 19 - Traditional Neighborhood Development and its associated Handbook. Some examples of the tools, utilizing Smart Growth principles, which will improve the density of the network include:

- Limit block size to an average perimeter of approximately 1,320 feet
- Encourage average intersection spacing for local streets to be 300–400 feet
- Developing a network with a minimum of 120 intersections per square mile

The use of these guidelines or other similar guidance in combination with more compact development patterns will encourage walking, resulting in reduced tripmaking using the automobile and increase the potential for internal capture. This occurs because vehicles will have many ways to travel to destinations without travelling along Woodville Highway or Capital Circle.

Woodville Highway at Woodville – (Node 2)

Located in the historic rural community of Woodville, Node 2 includes a mix of residential, civic and retail uses and is a targeted area for future growth. This Node is defined by the land along Woodville Highway between Oak Ridge and Natural Bridge Roads and provides an opportunity to both accommodate future growth and preserve the rural character of the community through the development of a Rural Village.

This Node includes the existing Future Land Use designation of Woodville Rural Community including areas with a Rural Preservation Overlay and offers a framework for future growth. Due to the large geographic size of the Woodville Rural Community, the County should target area(s) within the Woodville Rural Community best able to accommodate the highest densities and intensities and develop policies to encourage targeted development. One such area is the section of the corridor between Oak Ridge and Natural Bridge Road.

Current development patterns have been created with a more conventional, suburban development approach with water retention areas and surface parking lots close to the highway, and buildings set back from the street. This development pattern is not supportive to pedestrian activity. The goal for Woodville is to increase the density and intensity of development through infill and redevelopment to improve the viability of businesses within Woodville, increase internal trip capture, pedestrian activity and reduce overall trip making throughout the corridor.

See Figure 5.3, Woodville Before.

Using the Woodville Community as a model (or case study) for the corridor discussion, increasing the density of development in Woodville, including more housing choices, increasing the network of streets, adding sidewalks and improving connections between the St. Marks Trail and Woodville will greatly increase the potential for pedestrians of all ages to use walking or bicycling in lieu of the automobile for some of their local tripmaking.

The associated increase in the numbers of people living within the Woodville community will also improve the potential for retail and other business success by providing an increased customer base in close proximity. The potential for future transit service will also be supported by an increase in population located within Woodville.

One element that is frequently ignored but is important to reduced trip making is providing the right mix of services to meet the regular needs of the community. By adding those services and retail businesses that are lacking in the community, the length and number of trips can be reduced. Research concerning the impact of properly planned compact mixed use development communities demonstrates consistently experience reduced vehicle trips and "internal trip capture" which combined can have significant impact on the tripmaking for the corridor and region.

These compact development patterns also increase the potential for a critical mass of activity that improves the potential for businesses to benefit from being in close proximity to one another. Retailers increasingly are recognizing the value of locating within communities due to the growing demand for a lifestyle that is less dependent on the automobile.

The activity necessary for successful retail is also created by destinations such as community resources. Having Woodville Elementary and the U.S. Post Office within the community

Figure 5.2–Node Map

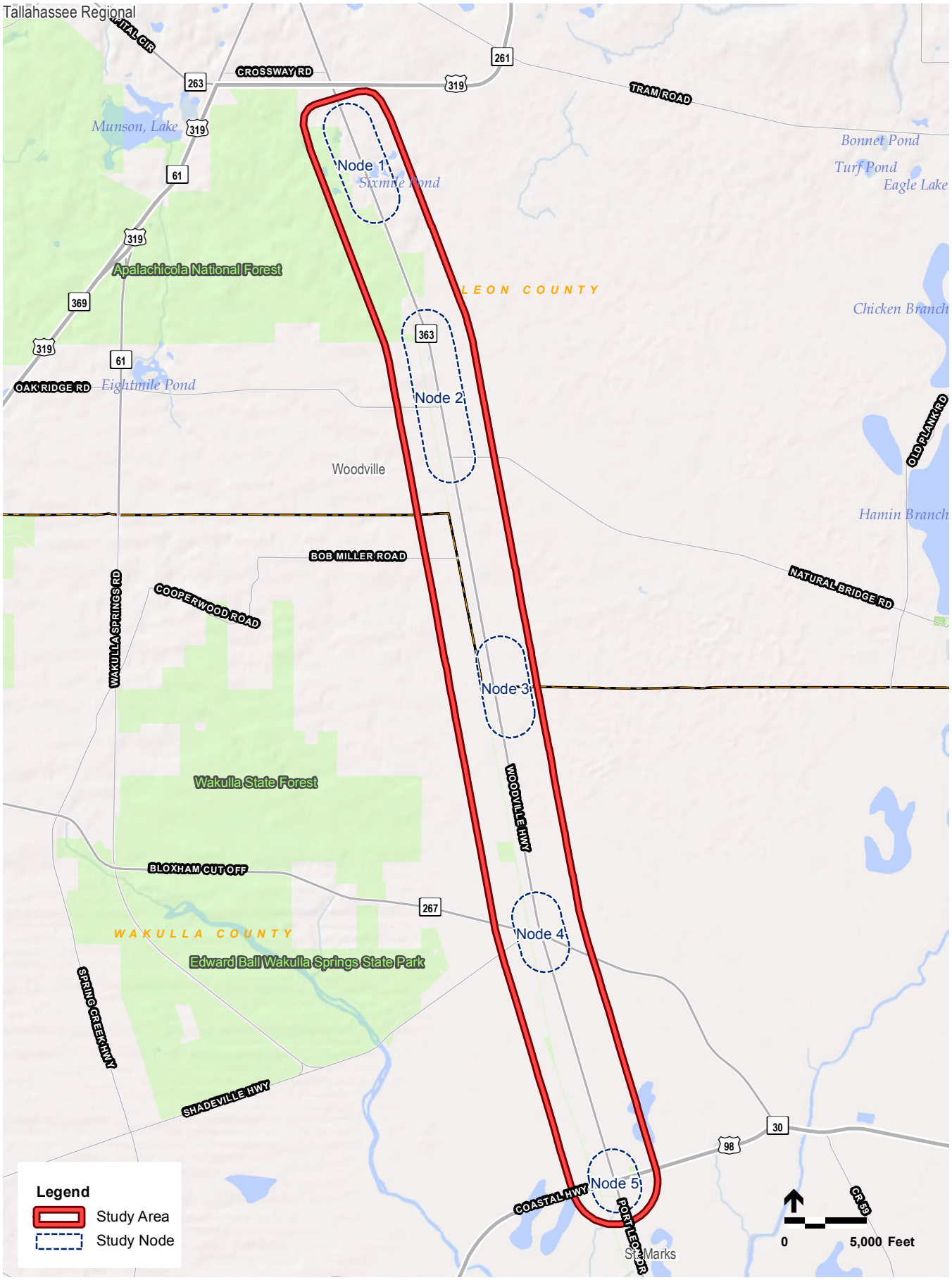


Figure 5.3–Woodville Before

Figure 5.4–Woodville After

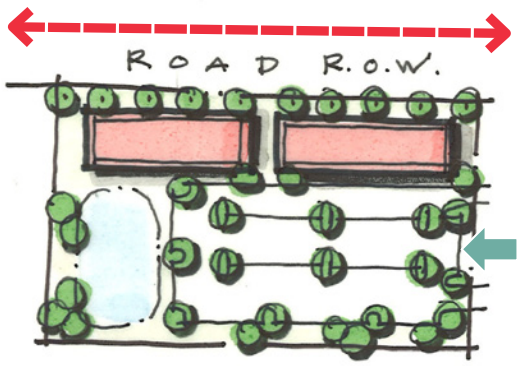
brings people together on a regular basis, and provides customers to the business that are in close proximity. With that in mind, the Woodville Community Center and Library would better fit this model if they were within the heart of Woodville, such that the residents would have better access via walking and biking. Future public investments for such facilities should consider proximity when making decisions about locations for public buildings. The cost of using remote sites may be less in the initial capital cost (primarily in property cost), but the other incurred costs may offset the initial capital cost due to increased travel, increased costs to service the location, etc.

Encourage Mixed-Use Development and Redevelopment Opportunities

Through mixed-use development, access to basic community elements such as retail, services, employment, civic, education and recreation is greatly improved. Future development patterns should result in mixing uses horizontally or vertically, and incorporate ground floor street activities to enliven pedestrian zones along the front of buildings. Placing buildings closer the street edge will help to support sidewalk activities and allow for greater pedestrian activity throughout the Node.

These ideas are illustrated in Figure 5x, which is illustrates a future rendering of how Node 2 could conceptually transform over time to incorporate a mix of land uses, streetscape improvement, crosswalks and a development pattern that integrates these ideas. Clearly the opportunities to transform

Figure 5.5–Parking Behind Buildings



this area will vary, and will be subject to market demand. Figure 5.x illustrate a second scenario where the Woodville community might transform at a density that is greater that Figure 5.x and in a development pattern that further embraces the idea of walkability, mixing use (both horizontally and vertically).

See Figure 5.4, Woodville After.

Strategies to accommodate parking within mixed-use development should be considered, including placing parking in the rear of the site tucked behind buildings, include on street parking, and eliminating surface parking in front of buildings to the maximum extent possible. Additionally, connections between parking lots will help connectivity between buildings and reduce reliance on the Woodville Highway. By utilizing site design techniques to encourage and support mixed-use development, connections to parks, schools, and other community amenities are greatly enhanced.

See Figure 5.5, Parking Behind Buildings.

The land along Woodville Highway between Oak Ridge and Natural Bridge Road provides an opportunity to both accommodate future growth and preserve the rural character of the community through the development of a Rural Village as described below. Additional neighborhood development could enhance existing commercial uses and help support the needs of existing and new residents. Revised design standards tailored for mixed use development would enable the construction of a rural village that would introduce a more pleasant and walkable community center for Woodville while retaining its rural character. Consolidating new development in Woodville within this area will maximize the benefit of the existing transportation infrastructure and street network.

Create New Parks and Recreation Areas

In order to create a more vibrant mixed-use environment, this Node should include the creation of more neighborhood parks and/or recreation areas in order to provide an additional community resource that is walkable and helps improve quality of life within the Woodville Corridor. As a focal point for Woodville community activities, parks and recreation areas are valuable community assets that help create a gathering area for residents and visitors of all ages and income levels.

Parks can be created at various scales from "pocket parks" to "regional parks." The park at the J. Lewis Hall Sr. recreation complex is an example of a regional park. The illustration below shows how a pocket park can be created within a mixed use development at a smaller scale. Currently, within the Woodville Community, there is potential to develop such a park that helps to link the retail, civic and residential uses within this corridor Node and offer a unique placemaking opportunity.

See Figure 5.6, Neighborhood Park.

Adjust Regulatory Standards

The County needs to take the following steps to guide future development in the Rural Village form:

- Adopt zoning regulations that require the construction of a public focal point as well as additional internal open space for residential and commercial properties.
- Adopt development design standard changes that require connected streets and blocks and dictate commercial setbacks.
- Supplement design, landscaping and buffering standards into the development design standards that reinforce the rural character of Woodville.
- Be willing to own and maintain a public focal point, such as a square, in Woodville.

Centralize Utility Services

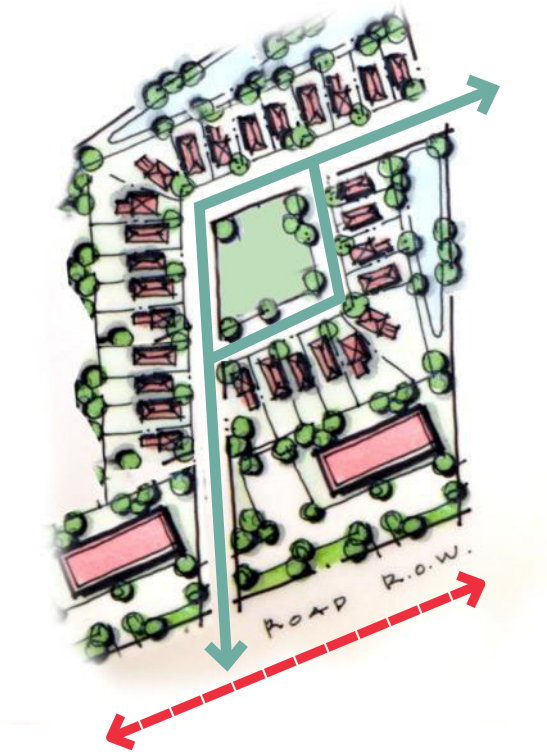
Though currently outside the Urban Service Area, residential densities within this area are allowed up to 4-6 units per acre. This level of density combined with the karst sensitivity of this area should be supported by central water and sewer. The lack of these services precludes the potential to achieve the goals of increased density

Currently, the City of Tallahassee Master Plan contains recommendations to implement an extension of sanitary sewer to Woodville, however there is no funding programmed. If the sales tax extension goes through, the thought locally is that some of the proceeds could be used to expand sanitary sewer into three areas where sanitary sewer is needed of which the Woodville Highway corridor is one.

Improve Local Street Network and Access

While there is some local street network within the Woodville Community, there are opportunities to improve the street

Figure 5.6–Neighborhood Park



network, intersections and pedestrian access. To the west, Old Woodville Road runs parallel to Woodville Highway and connects to Oak Ridge Road to the North and Natural Bridge Road to the South, providing an effective north-south alternative to Woodville Highway to the west. Old Woodville also intersects with two east-west local streets, Page and Lawhon Roads.

On the east side of Woodville Highway Taff Road provides another north-south route connecting Oak Ridge Road and Natural Bridge Road as well as two other east-west streets: Register and Page Roads.

Local Street Design

In order to create effective street network and streets that are supportive to all modes that achieve appropriate speeds through design, adopt the Florida Greenbook, Chapter 19 - Traditional Neighborhood Development and its associated Handbook for design of new streets within the neighborhoods or redevelopment areas.

Utility Corridor

To the east between Taff Road and Woodville Highway is the utility corridor which in some locations is currently being used as a segment of north-south local street network. Using the corridor as a local street within Woodville is a good fit in that the street would reduce local trips on Woodville Highway and could be built as a low speed local street. Based on low volumes and speed, clear zone requirements would be minimal and the street could possibly be built within the utility easement. This opportunity should be further studied for implementation. The length of the utility corridor between Natural Bridge and Oak Ridge Road is approximately one half mile.

Elgin Road

Another opportunity to increase network is the use Elgin Road to create a contiguous route from Natural Bridge Road to the west. Elgin connects to Sunflower which connects to County Line Road, which intersects with Wakulla Springs Road to the west. This could be accomplished through improved signing or the realignment of Elgin and/or Natural Bridge which would involve right of way impacts.

Within the Woodville Community the character of the Woodville Highway should create a more supportive environment to the existing community and support the proposed development patterns for the future through the following improvements:

- **Pedestrian Facilities**: As shown in Figure 5.7, Access Improvements, the installation of sidewalks on both sides of Woodville Highway and the east–west crossing streets from Oak Ridge Road down to Hickory Lane, just south of Natural Bridge Road should be implemented to link commercial, civic and residential areas and improve access to Woodville Elementary School. The development patterns of the Woodville Rural Village will tend to generate increased pedestrian activity.
- **Bike Facilities**: There are currently paved shoulders on Woodville Highway through the Woodville Community. Installation of paved shoulders or designated bike lanes should be provided along Oak Ridge Road to provide access from the St. Marks Trail to the northern end of the Woodville Community as shown in Figure 5.7, Access Improvements. The bicyclists can then use the signal to cross Woodville Highway more safely.

  The bicycling community requested that as future improvements are made within the Woodville Community such as the installation of curb and gutter and future proposed on-street parking that designated bike lanes be included in either of those future plans.

See Figure 5.8, Three Lane Curb/Gutter with Bike Lanes.

- **Closed Drainage/Curb and Gutter**: Revised zoning regulations are necessary to bring commercial building and homes toward Woodville Highway, ideally to the back of the proposed sidewalk. As part of the installation of sidewalk along Woodville Highway, the installation of a closed drainage system will address concerns with local flooding and improve treatment of runoff.
- **Access Management**: Currently implementation of access management principles along Woodville Highway is

essentially non-existent. With the installation of curb and gutter along Woodville Highway, the potential to reduce or eliminate unnecessary driveway access is greatly improved. The reduction of unnecessary access will reduce potential conflicts between vehicles, bicycles and pedestrians, improving safety for all users.

The Woodville Rural Village requirements will place buildings closer to streets with automobile access limited to public streets and limited private entrances. There are opportunities to use the crossing streets and Old Woodville Road to provide access to businesses along Woodville Highway. In addition, requiring of cross access between adjacent properties will further reduce vehicle trips entering Woodville Highway to travel from business to business. Images of potential treatments are shown in Figure 5.10, Putting It All Together.

Intersection Improvements: Installation of a single lane urban roundabout at Natural Bridge Road should be a high priority. This is the highest crash location along the corridor and installation of a modern roundabout will improve safety for all users, reduce vehicle approach speed at Woodville Elementary, and create a "gateway" to the southern edge of the Woodville Community.

Photo 5-1, Single Lane Roundabout

- **Wayfinding**: Signing that directs St. Marks Trail users to enter the Woodville Community at Oak Ridge Road (northern end) or Natural Bridge Road (southern end) will provide a safer crossing of Woodville Highway through the signal at Oak Ridge and the proposed roundabout at Natural Bridge Road.
- **On-street Parking**: As the Woodville Community redevelops and the buildings move to the back of sidewalk, the need for on-street parking will increase to support those businesses along the Highway. While the businesses may have additional parking at the rear, the on-street parking provides more separation for pedestrians and will assist in reducing speeding through the Woodville Community, improving comfort for pedestrians. The implementation of on-street parking should be included by the developer in the redevelopment process.

See Figure 5.9, Three Lane Curb/Gutter with On-Street Parking.

Woodville Highway at Commerce – (Node 3)

This Node was established based on the planned development called Longleaf Plantation. This Node is at the northern end of Wakulla County and based on the development program will become a major activity center for the corridor. Commerce Boulevard will be the primary point of access to this development. This area has an existing future land use designation of Sustainable Community that allows for the development for this new "self-contained community" with the following program:

- 650 single family dwelling units
- 150 multi-family units
- 350,000sf retail/commercial
- 100,000sf office
- School (40 acres)

The proposed mixed use development will assist in keeping trips within the southern portion of the corridor, and will reduce trips through internal capture compared with conventional single use suburban development patterns. This compact development form is also more conducive to supporting transit ridership.

Encourage Mixed-Use Development

Through mixed-use development, access to basic community elements such as retail, services, employment, civic, education and recreation is greatly improved. Future development patterns should result in mixing uses horizontally or vertically, and incorporate ground floor street activities to enliven pedestrian zones along the front of buildings. Placing mixed use buildings at the back of sidewalk and residential buildings closer to the street will help to support sidewalk activities and allow for greater pedestrian activity throughout the Node. Strategies to accommodate parking within mixed-use development should be considered; including placing parking in the rear of the site tucked behind buildings and on street parking to support retail business and in residential neighborhoods. By utilizing site design techniques to encourage and support mixed-use development, connections to parks, the school, and other community amenities are greatly enhanced.

Figure 5.7–Access Improvements

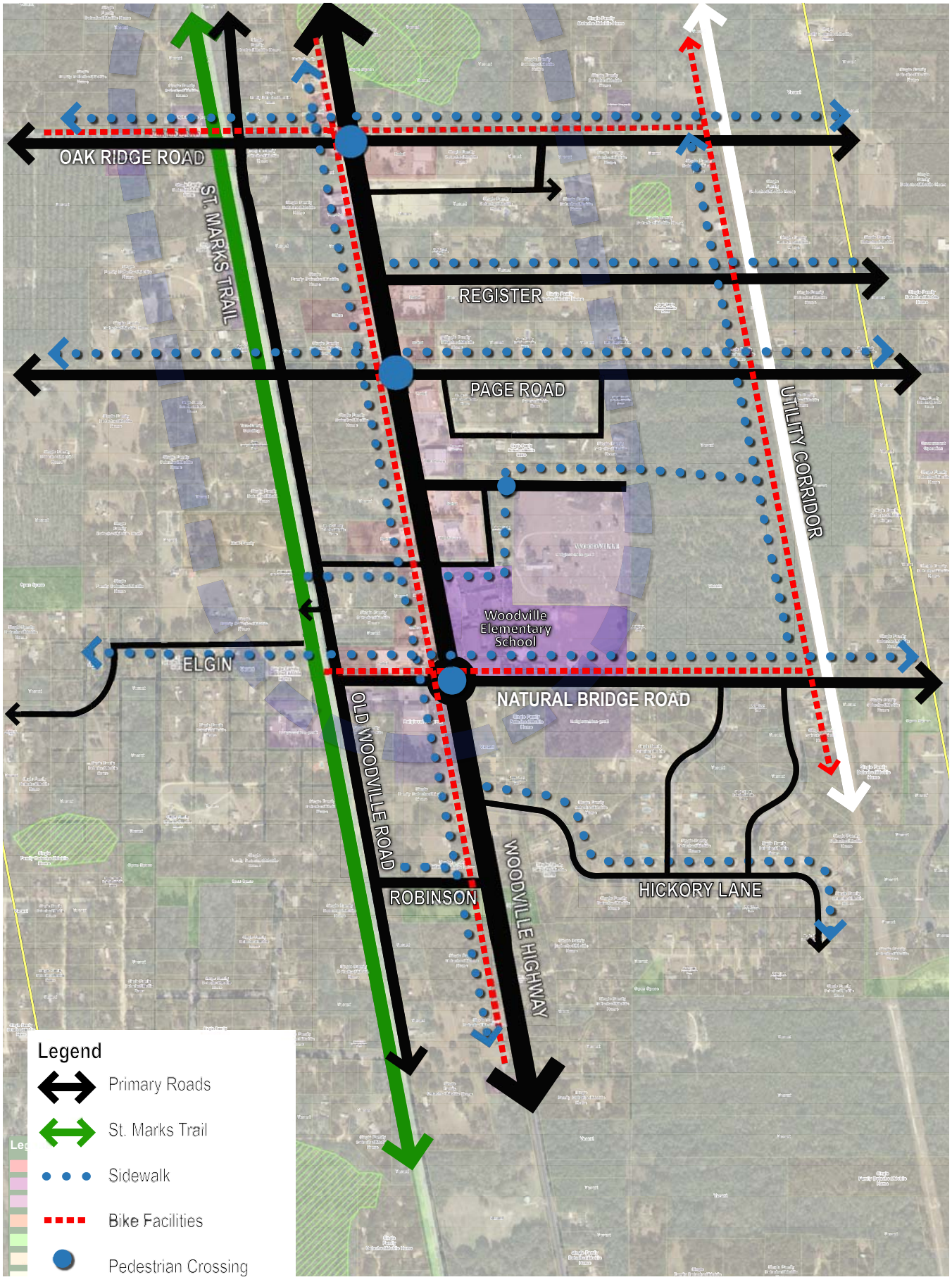


Figure 5.8–Three Lane Curb/Gutter with Bike Lanes

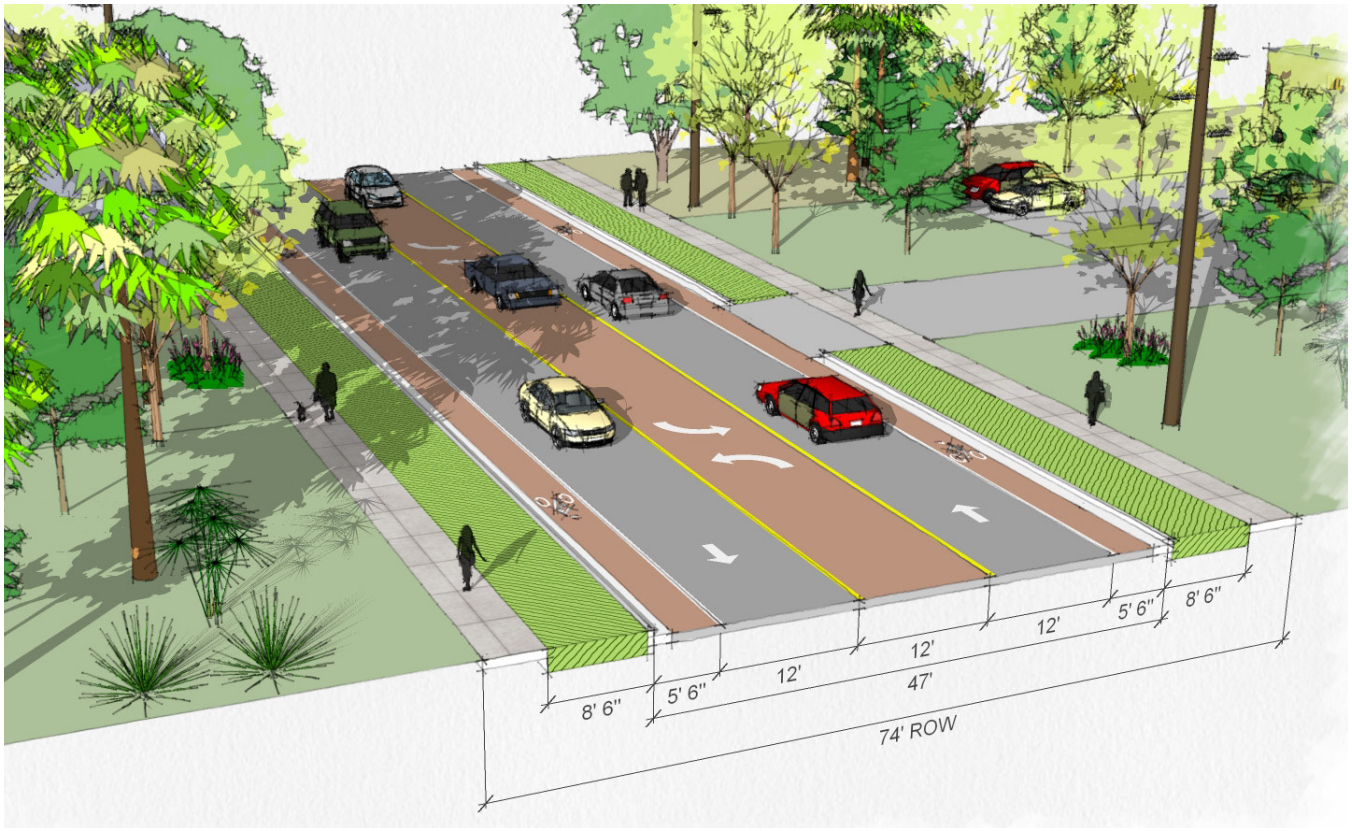
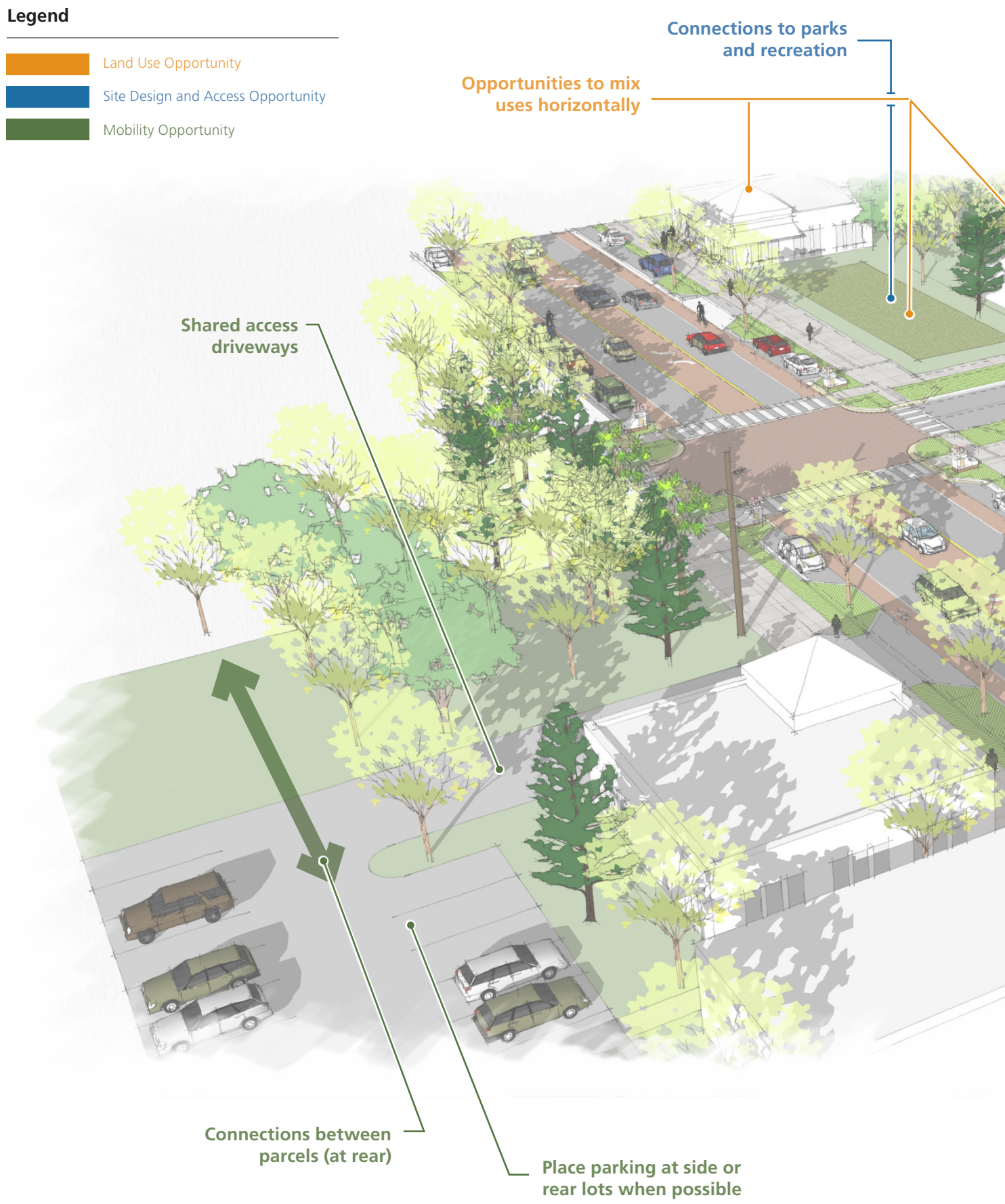


Figure 5.9–Three Lane Curb/Gutter with On-Street Parking

Figure 5.10–Putting It All Together



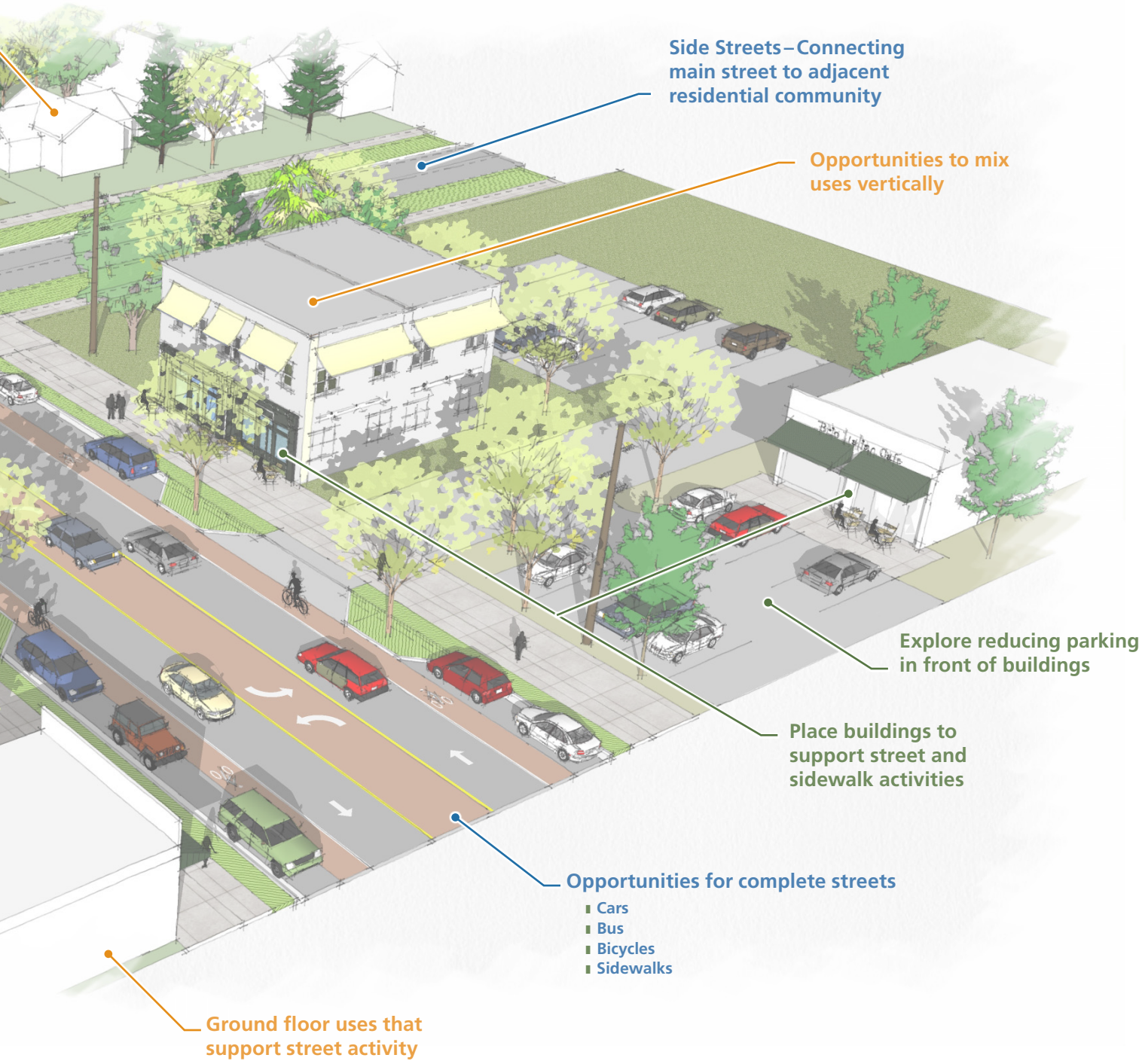

Side Streets–Connecting main street to adjacent residential community
Opportunities to mix uses vertically
Explore reducing parking in front of buildings
Place buildings to support street and sidewalk activities
Opportunities for complete streets
Cars
Bus
Bicycles
Sidewalks
Ground floor uses that support street activity

Photo 5-2, Mixed Use Building

Photo 5-3, Residential Buildings

Adjust Regulatory Standards

Within the Node 3 area, the existing Future Land Use designation and associated development program allows the critical mass needed for a sustainable village in this area. Wakulla County also requires PUD zoning and accordance with extensive design regulations prior to development. Generally, no changes in land use within this node are recommended as part of this corridor improvement plan. However, when the Longleaf Plantation develops, the development should engage with the Woodville Highway. The property across Woodville Highway from the Longleaf Development should be considered as an appropriate location for mixed use development as well, and the future land use should be modified to reflect that concept.

Improve Local Street Network and Access

On the short term, with the Long Leaf Plantation development currently inactive, Node 3 does not warrant any improvements. However, as Long Leaf Plantation is approaching build out, additional development is likely to occur along the west side of Woodville Highway. To support the development patterns of this sustainable mixed use development and improve safety and access at this Node, the following improvements are recommended.

- **Street Design within Long Leaf Plantation**: Adopt the Florida Greenbook, Chapter 19–Traditional Neighborhood Development and its associated Handbook for design of the street network and streets within the proposed compact mixed use development.
- **Extension of Commerce Blvd**: Building a short segment of street to connect Commerce at Cumberland Trace to Old Woodville Road will improve connectivity in the northern portion of Wakulla County. This connection would serve those travelling along Old Woodville Road and St. Marks Trail users who want to access the Long Leaf Plantation or continue to the east along Commerce Blvd.
- **Pedestrian/Bike Facilities**: Sidewalks should be installed on both sides of Commerce and the proposed extension of Commerce to Old Woodville Road. In addition, the portions of Woodville Highway that are developed in a more urban character should also include sidewalks on both sides. Woodville Highway has shoulders on both sides through this area so bicyclists who choose to stay on Woodville Highway are currently served. The extension of Commerce to the west will be a short segment so the speeds will be low enough for bicycles to "take the lane"; however, to the east of Woodville Highway, Commerce operates at higher speeds and paved shoulders or bike lanes are recommended for the long term.
- **Intersection Improvements**: When the development is built and traffic increases to warrant improved traffic control, installation of a single lane urban roundabout at the intersection of Commerce Boulevard and Woodville Highway is recommended. A roundabout will reduce speed at this crossing to improve safety for those using the intersection, while reducing delay to travelers using the corridor.
- **Wayfinding**: Install signing that directs St. Marks Trail users to the proposed Long Leaf Plantation at the proposed extension of Commerce Blvd. to Old Woodville Road.

Woodville Highway at SR 267 – (Node 4)

Wakulla Station which is located at the rural crossroads of Woodville Highway and SR 267 (Bloxham Cutoff Road) and its associated land surrounding the intersection provides an opportunity to both accommodate future growth and preserve the rural character of the corridor. This quadrant contains a few small restaurants and a convenience store/gas station serving the surrounding rural/agricultural community in Wakulla County.

See Figure 5.11, SR 267 Before.

The land area that comprises Node 4 area has Future Land Use Designations of Rural 1, Rural 2 and Agricultural.

Encourage the Development of Mixed-Use Rural Hamlet

Through mixed-use development, access to basic community elements such as retail, services, employment, civic, education

and recreation is greatly improved. Future development patterns should result in mixing uses horizontally or vertically, and incorporate ground floor street activities to enliven pedestrian zones along the front of buildings. Placing buildings closer to the street edge will help to support sidewalk activities and allow for greater pedestrian activity throughout the Node. Strategies to accommodate parking within mixed-use development should be considered; including placing parking in the rear of the site tucked behind buildings. Additionally, connections between parking lots will help connectivity between buildings and reduce reliance on the Woodville Highway. By utilizing site design techniques to encourage and support mixed-use development, connections to other community amenities are greatly enhanced.

See Figure 5.12, SR 267 After.

Due to the location of this Node at a significant highway intersection, the County should explore the feasibility of a Future Land Use Amendment that would allow and provide for a rural residential neighborhood "hamlet" (no more than 4 units an acre) within this Node. The land surrounding the intersection of Woodville Highway and Bloxham Cutoff Road provides an opportunity to both accommodate future growth and preserve the rural character of the community through the development of a Rural Cluster as described below. Additional neighborhood development could enhance existing commercial uses and help support the needs of new residents. The establishment of development patterns that replicate a rural hamlet feel would help preserve the rural character of the area as well as existing agricultural practices. Consolidating future residential development in the form of a rural hamlet will maximize the benefit of existing transportation infrastructure.

Adjust Regulatory Standards

The County needs to take the following steps to guide future development in the Rural Hamlet form:

- Establish a TDR program, designating the area surrounding the Woodville Highway/Bloxham Cutoff intersection as a receiving area and the surrounding Future Land Use designations of Rural 1, Rural 2, and Agricultural as sending areas.
- Develop and adopt zoning regulations that support the construction of a public focal point as well as additional internal open space for both residential and commercial properties.
- Develop and adopt development design standard changes that require connected streets and blocks and dictate commercial setbacks.
- Supplement design, landscaping and buffering standards into the development design standards that reinforce the rural character of Wakulla County.
- Plan for, implement, and maintain a "public focal point", such as a square or gathering space.

Centralize Utility Services

Clustering future development into this quadrant will support the extension of central water and sewer. Wakulla County should examine the feasibility of extending services to support a Rural Hamlet and their vision for Wakulla County. Providing sewer services will assist in protecting the springshed, which has been repeatedly brought into discussion concerning the impacts of additional development.

The proposed Rural Hamlet should be supported by the future design of Woodville Highway. The character of the roadway should compliment this more compact rural community through the following:

Improve Local Street Network and Access

- **Pedestrian Facilities**: Wakulla Station developed as a Rural Hamlet should attract and generate increased pedestrian activity. Sidewalks should be installed on both sides of Woodville Highway to link current and future commercial, civic and residential areas.
- **Bike Facilities**: Currently paved shoulders are in place along all four quadrants of the intersection between Woodville Highway and Bloxham Cutoff. To facilitate Trail users' access to the businesses at this location, side paths should be built along both sides of Bloxham Cutoff to the intersection. That would allow families, roller bladers and less experienced cyclists to access the services and retail at the intersection.
- **Intersection Improvement**: Installation of a rural single lane urban roundabout at the intersection of Bloxham Cutoff and Woodville Highway as shown in Figure 5-x above. While this intersection is currently signalized, it is very large and difficult for Trail users to cross comfortably. A modern roundabout will reduce speed at this crossing to improve safety for those using the intersection, while reducing delay to travelers using the corridor. A rural single lane roundabout, which has a larger inscribed diameter than those proposed to the north will accommodate the large tractor trailer trucks that regularly use this intersection. The proposed roundabout will accommodate the future traffic projected by the regional model.
- **Access Management**: The Rural Hamlet will place buildings closer to streets with automobile access limited to public streets and limited private entrances. Since it is unlikely that the Wakulla Station will have a curb and gutter section, access management will consist primarily of ensuring driveways are clearly defined and cross connections between properties are encouraged.
- **Wayfinding**: Signing that directs St. Marks Trail users to Wakulla Station will facilitate access to the restaurants and other businesses within the community.

Figure 5.11– SR 267 Before

Figure 5.12– SR 267 After

Woodville Highway at US 98 – (Node 5)

Located at the rural crossroads of Woodville Highway and US 98, and includes Wakulla Bank, a convenience store/gas station and Wakulla County's largest employer, St. Marks Powder. This Node, at the southernmost end of the corridor, will likely continue with the smallest scale of development.

While the Node 5 area is located at a significant highway intersection the existing industrial activity is not compatible with higher density and intensity uses. No changes in land use within this Node are recommended as part of this corridor improvement plan. Based on the current and future conditions, minor recommendations are included from a transportation perspective.

While the existing and future land use does not support development patterns that reflect those at Wakulla Station and the other nodes, the development of those properties around the Node should include sidewalks, cross property connections and similar treatments to encourage walking and bicycle access to the businesses located within the Node.

Market Study Recommendations

Any development plans for the corridor must be based on the current and expected future economic conditions and market demand. The market study prepared in coordination with the corridor study discussed the current economic reality and market conditions and provides recommendations summarized below. The full content of the report is contained in the Appendix.

Pipeline Development

In addition to the Commerce Industrial Center and Opportunity Park commerce parks below two significant development projects could impact the Woodville Corridor in the years to come, and serve as the two main catchment areas for both residential and non-residential development for a significant period of time:

Southside Development: A proposed 1,625 acre Master Planned Mixed Use Project located in the area of Tram Road, Woodville Highway and Capital Circle SE, comprising:

- 1,800 single family dwellings
- 1,000 multi-family dwellings
- 1,040,000 square feet of retail
- 150,000 square feet of office

Longleaf Plantation: A proposed 586 acre Planned Unit Development (PUD) located on the north and south side of Commerce Boulevard, west of Woodville Highway, comprising:

- 700 single family homes
- 100 multi-family dwellings,
- 96,000 square feet of office space
- 359,500 square feet of retail space

It is important to note that these projects are in the very preliminary predevelopment stages, and could be more aptly described as land banks than pending development projects. In addition, the preliminary concepts do not necessarily reflect current or future market realities, and could change drastically if and when the projects move forward.

Future Development Potential

The economic downturn has adversely impacted all real estate sectors including residential. As the economy stabilizes, development activity should pick up as pent up demand impacts the marketplace.

Residential

Based on the timeline for the corridor study, the 2,800 residential units proposed for the Southside DRI could be added to the Woodville Corridor by 2030, if the project reemerges from its current dormant state. In addition, the likelihood is that Longleaf Plantation's planned residential component of 800 units could also build out over that period. The areas residential market characteristics point to the probability that the Woodville Corridor could absorb 3,600 new households by 2030.

Office

The 2007 Tallahassee-Leon County Planning Department Report on Major On-going and Proposed Developments in Tallahassee and Leon County showed approximately 3.27 million square feet of office space in the greater Tallahassee pipeline. A pipeline inventory of 3.27 million square feet could conceivably fulfill demand beyond 2021.

The Woodville Corridor's ability to capture a portion of this demand is difficult to ascertain at this time, since it is essentially an untested market, and is located some distance from the center of government, educational and other institutions, and other business generators in the Tallahassee marketplace. There are no compelling reasons to conclude that office market trends would shift any significant demand for rentable space to the Study Area in the next twenty years. It is more likely that inhabitants of office space in the subject area will be locally serving business sectors such as accounting, real estate, and legal.

Retail

Retail is not a primary land use – it follows other development,

as demand is created from new households and employment. Based on the market profile for the area the retail projects planned for the Southside Development and Longleaf Plantation could be considered ambitious. The one million square feet of retail planned at Southside constitutes a large regional retail center by virtue of its size, and the 359,500 square feet of retail planned at Longleaf Plantation would surely qualify as a super community center. Although the retail market analysis shows little support for new retail in a 30 minute drive shed, other factors are most likely in play, such as the age, condition and location of competitive centers and retail nodes, retail trends and consumer preferences, and other intangibles.

As residential development accelerates in the Study Area, demand will increase for a local supermarket, which could in turn support a neighborhood shopping center, or even a community center, over time.

Based on residential development projections, it is estimated that demand for a neighborhood shopping center should develop within the next ten to fifteen years. This would be most suitably located in one of the Study Area's existing activity nodes, such as Woodville.

Industrial

Although the Commerce Industrial Center can accommodate only an additional 90,000 square feet of development, Opportunity Park could potentially accommodate over 1.5 million square feet in new industrial development. The 2007 Tallahassee-Leon County Planning Department Report on Major Ongoing and Proposed Developments in Tallahassee and Leon County showed approximately 232,000 square feet in the development pipeline.

Absorption in the Woodville Corridor will be highly dependent on an aggressive marketing campaign for Opportunity Park particularly in light of Gadsden County's dominance of the industrial market.

One of the key constraints to industrial development in the Woodville Corridor is access, or lack thereof, to I-10. Convenient interstate access is typically a key selection criterion for locating warehouse/distribution or other logistical operations, which account for over 40 percent of the U.S. industrial stock. I-10 is located twelve miles from the Woodville Highway/Capital Circle intersection, the northernmost point in the Woodville Corridor Study Area. Based on this, and the overall industrial market characteristics of the Tallahassee metropolitan area, we project sporadic, but not necessarily significant, industrial development in the Study Area over the next twenty years.

Corridor Protection Recommendations

The desire of the stakeholders consistently is to treat Woodville Highway in a manner that preserves the historic rural growth patterns with the small communities occurring at defined nodes along transportation corridors. These communities are somewhat defined by their separation from other areas. Their distinct edges inform travelers they are entering or leaving that community. The more rural character between these communities allows the traveler to experience the open expanses that define rural living.

To achieve the goal of maintaining that rural character and small scale village development patterns will require careful design and placement of future development along Woodville Highway. This section addresses land development regulations that can play a role in preserving the rural character between the nodes of development that were identified by the stakeholders as the places that are appropriate for development. These recommendations will need further analysis and implementation through land development regulations. Leon and Wakulla Counties should take the lead in developing the regulations and determining where they are applicable within the corridor

Create Landscape Buffers along Major Roadways

The immediate effects of land development can be buffered from roadways using landscaping. A mix of tree types (e.g. canopy trees, palms and pines) allows a natural appearance while screening views of development.

- Buffer Width – A wider buffer will allow a greater area of tree cover and will better preserve rural character. Within established rural areas, where parcel depth allows, an established 250 foot landscape buffer (as measured from the roadway centerline) is recommended for new development along the Woodville Highway. While landscape buffers would not be necessary within activity centers along the highway, standards for landscaping within each area should be established to help define the character of those places.
- Opacity – The visual density that the landscape provides within the buffered area is another parameter to be clearly defined, along with any vertical change in ground level elevation (e.g. berms and their height).
- Walls and Entry Features – Continuous privacy barriers (such as opaque privacy walls or fences) located adjacent and parallel to the Woodville Highway should be discouraged. Instead, berms and landscaping within the buffer should be considered for providing privacy and separation from public space. Rail fencing with associated columns or other designs that are in keeping with the rural character could be used to delineate private space. Construction materials should primarily be authentic and complimentary to a rural character.

Enact Tree Preservation Ordinances

Tree preservation ordinances are a way to maintain existing vegetation when new development occurs. Though many land development ordinances in the United States require replanting of trees with new construction, preservation ordinances help to maintain established areas of shade and canopy help to sustain existing ecosystems and offer a greater sense of permanence and character to new development. It is important for these ordinances to define species and size of trees to be preserved, to state who will be responsible for enforcement of the ordinance, and to establish hardship conditions that would allow for exemptions (as well as to define how broadly those exemptions can be interpreted).

Minimize Large Lot Zoning

The use of zoning that requires large minimum lot sizes can help to preserve rural character simply by reducing the number of buildings that will be allowed in a given area of land. Other benefits accrue from large-lot zoning. For example, most of the land split through the rural land division process is developed with unpaved roads. Large-lot zoning decreases traffic on these roads thereby creating less dust and causing less degradation to the road. Additionally, concentrating fewer septic systems in one area reduces the likelihood of polluting groundwater and surface water. Moreover, in most circumstances, a smaller portion of the lot is graded leaving natural vegetation in place which serves to minimize accelerated run-off and erosion.

Zoning regulations that are oriented to large lot sizes should feature basic additional requirements such as a minimum lot width, to ensure that the lot size is not accomplished through narrow lots that could allow buildings fairly frequently along a roadway. Generally, large-lot zoning has only been successful as a means of protecting natural resources and rural character when lots are larger than 10 acres, as smaller lots tend to maintain the appearance of low density suburban development and can cause scattered development that breaks up the landscape.

Promote Cluster Development

Most of the large lot residential along Woodville Highway places the home at the edge or with some setback and each property has its own driveway as shown in Figure 5-X below. Large-lot zoning in and of itself may have limited effectiveness, though it becomes much more effective as a tool when paired with regulations that enable cluster development. The effect of this type of development pattern is to preserve larger areas of open land, even though that land may be divided among several different properties (and owners). Cluster development as shown in Figure 5-X below also facilitates landscape preservation, which is easier as the area of land being developed is likely near a side or corner of the property (and thus trees in other sections may be left standing). Regardless of location, it reduces the footprint of development and reduces the number of driveway connections to the highway.

See Figures 5.13 and 14.

Many local governments using cluster zoning have enhanced its basic function by allowing density bonuses when clustering is used, thus increasing the overall potential yield of a given property beyond its as-of- right density, and by offering the dedication of open space easements as a way to preserve land ownership but to keep development from occurring on all parts of the property.

Transportation Recommendations

One of the primary goals of the Woodville Highway transportation and land use study was to define a set of community supported, context sensitive solutions that would serve the future transportation demand while supporting the character of the rural highway corridor and enhance the quality of the developed areas that make up the communities along the corridor.

The goal necessarily included the consideration of changes to land use and development patterns, the introduction of alternative travel modes, increased support for non-motorized modes of travel through improved infrastructure, and other changes that would serve to reduce trip making potential and/or minimize trip lengths.

The application of these principals produced the resulting series of recommendations, that when evaluated in conjunction with addition of a new parallel collector roadway east of the study corridor, met the goals in response to the input received from what is a general consensus from stakeholders and the general public that participated in the study process.

The following describes the specific recommendations for the Woodville Highway Corridor and other roadway network elements. They are suggested for inclusion in the future improvement plans. The recommendations are organized by corridor beginning with those proposals that fall "outside" of the Woodville Highway proper, and ending with proposed improvements for Woodville Highway. The proposals are discussed in the following order:

- Old Woodville Road
- Eastern Utility Corridor
- Plank Road
- New Eastern Alignment

Figure 5.13– Existing Residential Pattern

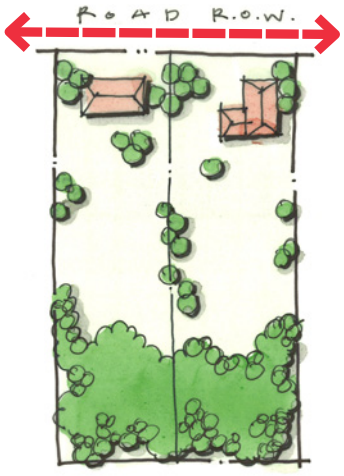
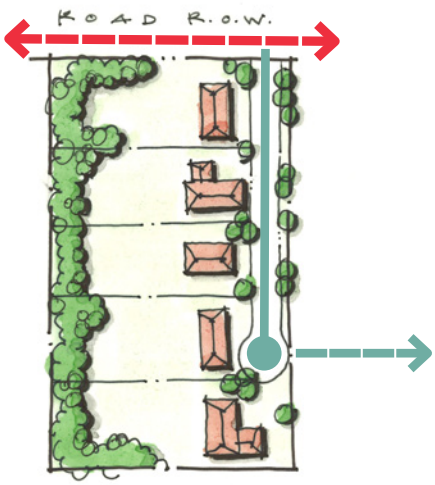


Figure 5.14– Sample Cluster Development



- Extension of J. Lewis Hall Sr. Lane
- Woodville Highway
- Transit

Old Woodville Road

Old Woodville Road has potential to be a valid north-south alternative to Woodville Highway. Old Woodville Road begins at the intersection with Woodville Highway across from the entrance to the Woodville Tract of Wakulla State Forest and ends at S.R. 267. There are two recommendations proposed for Old Woodville Road that improve its viability as an alternate to Woodville Highway.

- **Complete Paving of Old Woodville Road**: Pave the dirt section which begins at Summerwind Circle North and continues south to Cumberland Trace for a total length of just over one mile. This will provide a viable route for hurricane evacuation, emergency vehicles and an alternative route in the event Woodville Highway is blocked by an incident.
- **Relocate Intersection**: The concept proposed for the intersection is to cul-de-sac Old Woodville Road at the intersection with Woodville Highway and use J. Lewis Hall Sr. Lane as the northern entrance for Old Woodville Road. This will improve sight lines and therefore safety for those entering Woodville Highway. This relocation of the Old Woodville Highway connection is enhanced by the proposed extension of J. Lewis Hall Sr. Lane to the east as discussed below.

Eastern Utility Corridor

The eastern utility corridor, located about one half mile east of Woodville Highway begins south of U.S. 98 and continues north past Capital Circle. The corridor contains transmission lines owned by the City of Tallahassee. Based on the preliminary evaluation of the corridor, it appears that there is room for a low speed paved local street providing some relief to Woodville Highway for those short trips within the community.

The challenge for this alignment has two components; one is sharing of the corridor with the City of Tallahassee's transmission line. The second is the considerable number of property owners who own the easement being used by the City of Tallahassee.

As discussed previously, the City is open to sharing their corridor with a shared use path or two lane roadway. Further discussion is necessary to move this option forward. The contiguous right of way owned by begins at approximately Rhodes Cemetery Road and continues north to the area across from Commerce Industrial Park. South of Rhodes Cemetery, the utility is in the easement owned by the various property owners along the utility corridor. Con¬sequently, any improvements would have to be approved by those property owners.

Should the corridor be used as a local street the limits of Rhodes Cemetery Road at the north to Selina Drive at the south end would serve well as logical termini.

Looking at a longer planning horizon, the utility corridor could also eventually serve as a dedicated transit corridor serving the Longleaf Plantation, Woodville Community and Southside development and ultimately connecting into the City of Tallahassee.

Plank Road

Old Plank Road extends in a northeast direction from Newport, intersecting with Tram Road, which becomes W.W. Kelley Road. W.W. Kelley connects to U.S. 27 which can be used to access I-10 to the east using Gamble Road (SR 59).

- **Complete Paving of Old Plank Road**: Old Plank Road needs to be paved from U.S. 98 to the intersection of Old Plank Road and Commerce Boulevard, which is where the southern end of the current pavement ends. The length of paving necessary is approximately five miles. With this improvement Old Plank Road could then be signed as a hurricane evacuation route.

New Eastern Alignment

In addition to the Utility Corridor five additional alignments to the east of Woodville Highway were evaluated as an alternative to four laning Woodville Highway. As mentioned previously, about 50% of the future peak hour Capital Circle intersection trips will turn right on Capital Circle, therefore an eastern alignment is a logical route to provide additional network to relieve Woodville Highway from the future anticipated travel demand.

These other alignments were evaluated to assess their potential impacts and to determine the estimated ROW and construction costs in order to identify a recommended alignment. Based on this alternatives analysis, Alignments 4 and 5 are very similar in terms of having minimal impacts while accomplishing the community vision and meeting future travel demand.

See Figure 5.15, Alignment 4.

- **Construct Alignment 4**: Based on the estimated construction costs, the eastern parallel alignment that was selected as an alternative to four laning Woodville Highway is Alignment 4, which begins just east of the Woodville Highway intersection with SR 267 at Chevy Trail Road and continues north through the primarily undeveloped lands east of the community of Woodville, terminating at the proposed extension of Paul Russell Road.

  There is potential to increase the number of connections of east-west roadways to Alignment 4, improving the network and potentially reducing trips on Woodville Highway. A good example is an extension of Oak Ridge Road. Those opportunities should be evaluated during the proposed PD&E study of Alignment 4.

  Ideally this new alignment would retain a rural character through much of its length by using the same corridor protection measures proposed for Woodville Highway, and only allowing land uses and zoning that will maintain a rural setting consisting mostly of large lot residential and agricultural uses.

Extension of J. Lewis Hall Sr. Lane

This proposed concept is to create a new east–west alignment between Old Woodville Road and Alignment 4 using J. Lewis Hall Sr. Lane as the new northern access point to Woodville Highway. This will improve access to Woodville Highway for those who want to use Old Woodville Road and when extended to Alignment 4, provide improved access to the east.

- Cul-de-sac current connection of Old Woodville Road to Woodville Highway in the short term or when the new connection is made through J. Lewis Hall Sr. Lane to Alignment 4.
- When Alignment 4 is built or warranted due to increased traffic construct a modern single lane roundabout.

See Figure 5.16, J. Lewis Hall Sr. Alignment.

The roundabout has the benefit of providing some traffic calming of the higher speed traffic as it enters the 35 mph condition within Woodville, and could also serve as a northern gateway treatment to the Woodville Community.

Woodville Highway

The evaluations conducted indicated that with the addition of a new parallel roadway, modifications to land development practices that focused on compact mixed used development patterns and nodal development plans, and the introduction of express bus transit during commuter peak periods, no significant widening or adding of travel lanes will be necessary for Woodville Highway.

However, within the limits of the Woodville Community, some modification to the typical section of the highway would be appropriate to support the recommended development patterns and the focus on urban density and improving access within the communities along the corridor. The following improvements along the corridor may be discussed elsewhere but are also included here to summarize the improvements along the Highway using the Segments again as a means of breaking down the corridor north to south.

Segment 1

Capital Circle to Old Woodville Road

This portion of Woodville Highway would remain essentially as it is today until the Southside development becomes a reality again. Based on their future development plan and the associated street network connections to Woodville Highway, that outcome could change. The only other recommendation that results in a change in this segment is the proposed closing of the existing intersection between Old Woodville Road and Woodville Highway as described previously.

Segment 2

Old Woodville Road to Natural Bridge Road

Segment 2 is where the change in the cross section to create the more urban character desired for the Woodville Community occurs. The transition begins at the beginning of the current three lane section, just south of Rhodes Cemetery Road. There are a number of recommendations for implementation described below:

- Extend J. Lewis Hall Sr. Lane to Alignment 4
- Build a single lane roundabout at J. Lewis Hall Sr. Lane in conjunction with the extension of J. Lewis Hall Sr. Lane
- Install sidewalks on both sides of Woodville Highway to accommodate pedestrians within the existing three-lane roadway section, which extends from just south of Rhodes Cemetery Road to Natural Bridge
- Install a closed drainage system with curb and gutter in conjunction with construction of the sidewalk construction
- Designated bicycle lanes should be built in this same section when the curb and gutter section is built
- When the properties along Woodville Highway redevelop, buildings need to move forward to the street and on-street parallel parking should be inset into the ROW as part of the development program
- Build a single lane roundabout at Natural Bridge Road

Segment 3

Natural Bridge Road to SR 267

Woodville transitions back to a rural cross section beginning just south of Natural Bridge. Most of the proposed improvements are related to future development at Long Leaf Plantation and Wakulla Station.

- Build sidewalk along Hickory Lane for neighborhood access to the Woodville Community.
- Extend west Commerce to the intersection with Cumberland Trace on Old Woodville Road.
- Build a single lane roundabout at the intersection of Commerce Boulevard and Woodville Highway when warranted for the Long Leaf Plantation.
- Build sidewalks on both sides of Commerce, and the extension of Commerce to Old Woodville Road.
- Install sidewalks on both sides of Woodville at Wakulla Station.
- A modern roundabout is proposed to be built at the intersection with SR 267. A future engineering study of the reconstruction of the SR 267/Shadeville/Old Woodville intersection should be performed. The goal would be to make Shadeville Highway the primary east-west movement (because it has a higher traffic volume than SR 267) and to provide improvements to safety and operations for all the users of this location.

Segment 4

SR 267 to US 98

Segment 4 is a rural section throughout and the cross section can remain as is. The potential for a passing lane needs further engineering study before finalizing the recommendation.

Transit

The Regional Transit Study generated for the Capital Region Transportation Planning Agency, indicates that an express bus route is planned to serve Woodville between 2015 and 2024 and will connect through Tallahassee and northward along Monroe Street (US 27).

Based on discussion with StarMetro Executive Director, Ron Garrison, StarMetro expects that the first transit service will likely be patterned after the current Gadsden Express service, which has experienced success. While the Regional Transit Study identifies the service to Woodville, if the Long Leaf Plantation development moves forward within this prior to the implementation of the service, it should be also be included in the route.

Implement Access Management

Discussion concerning access management was included previously. Generally speaking, FDOT and TLCPD Corridor Management Program requirements should be applied to future development/redevelopment with goals to:

- Provide primary access to side streets
- Provide defined driveway connections (meeting FDOT requirements) to the Highway
- Create shared driveway connections
- Create cross connections to adjacent development/properties

Improve Safety

An evaluation was performed to determine potential strategies to mitigate safety concerns associated with the crash types at the locations along the Woodville Highway corridor. This assessment of needs to improve the safety along Woodville Highway was conducted with a high emphasis on low cost safety improvements with an implementation timeframe of less than one year. The National Cooperative Highway Research Program (NCHRP) Report 500 Guides provides several low cost safety improvements to reduce crashes on our roadways. This Guide and our experience were used to develop a listing of improvement needs suitable for reducing the crash types occurring along Woodville Highway.

Figure 5.15–Alignment 4

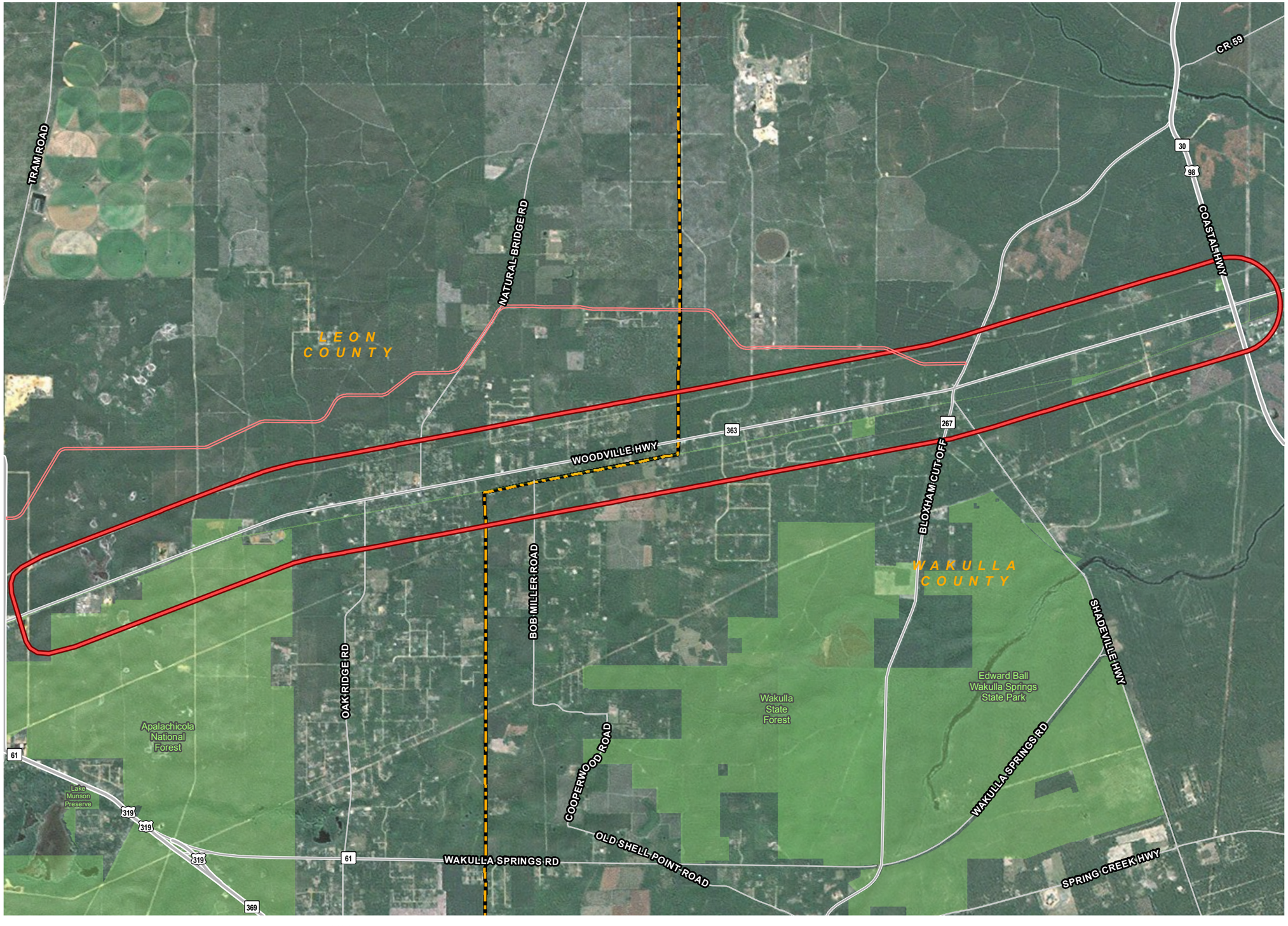


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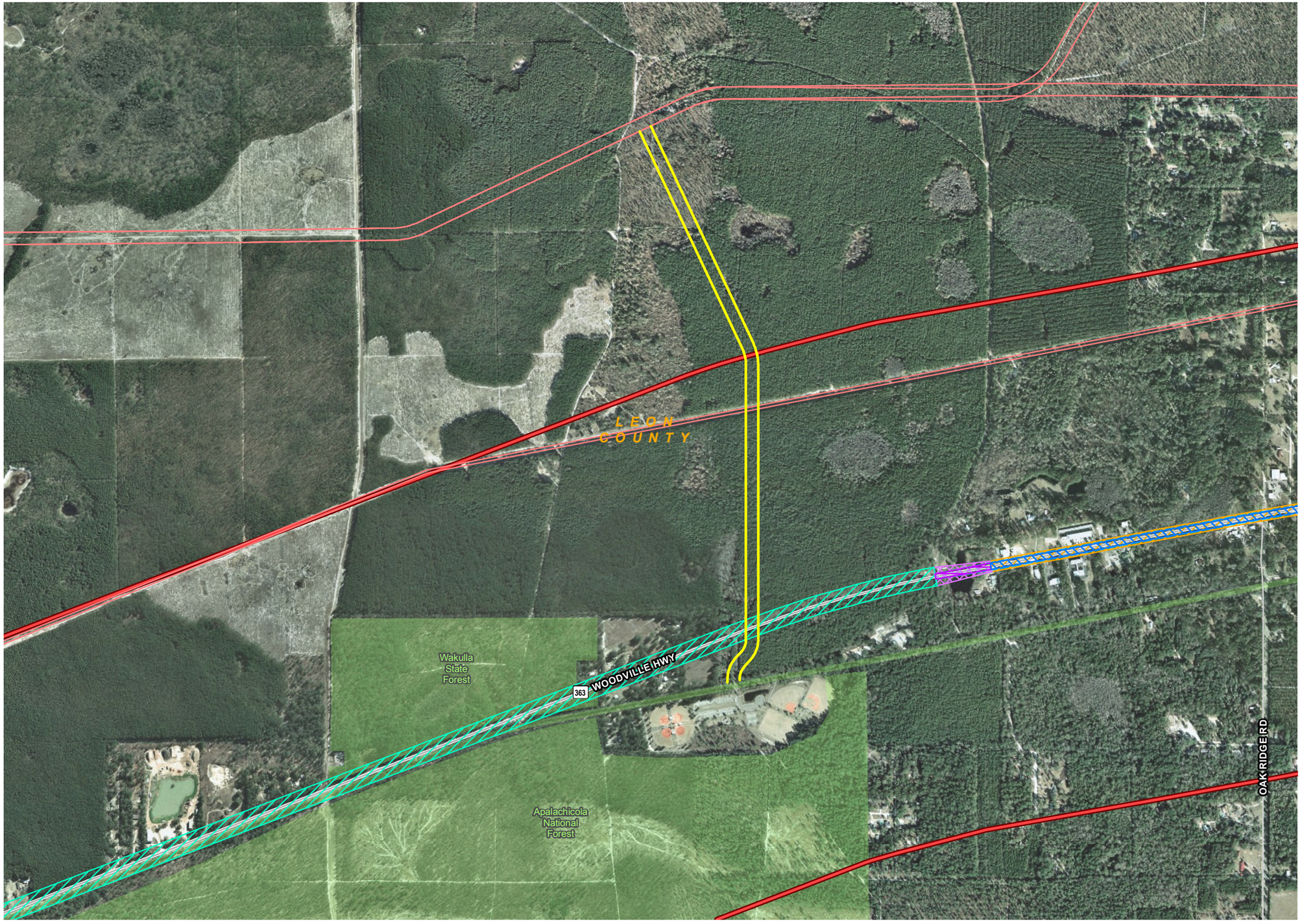
Figure 5.16–J. Lewis Hall Sr. Alignment



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- **Maintain Vegetation along Roadway**: Woodville Highway is a rural 2-lane undivided roadway with several driveways and stop controlled intersections. Throughout most of the studied section along the corridor, there is open drainage and vegetation along both sides of the roadway. Based on field observations and crash types along the corridor, vegetation maintenance to ensure clear sight triangles at intersection approaches and driveways is a key factor along this corridor.
- **Install Enhanced Signing and Delineation at Key Intersections**: To improve visibility of intersections a potential low cost improvement is to install enhanced signing and delineation at these intersections, along with providing a stop bar on all minor road approaches. Also, the installation of larger regulatory signs at the intersections can assist in reducing the number of violations. These improvements will give drivers enhanced awareness of the upcoming intersection, especially during dark time periods since there is no street lighting along the Woodville Highway corridor.
- **Add Left-Turn Lanes at Warranted Intersections**: This improvement, while more costly and more time consuming to construct as compared to the low timeframe recommendations, should reduce the number of rear-end crashes along the Woodville Highway corridor.
- **Install Single Lane Modern Roundabout at Natural Bridge and Woodville Highway**: As mentioned previously in Chapter 4, this is the highest crash location in the corridor. This improvement would reduce the potential for more serious crashes and reduce speed near Woodville Elementary, improving safety for pedestrians as well. Due to the cost and right of way acquisition, the timeframe for implementation would likely be 5–10 years.

A more in-depth engineering safety analysis considering traffic patterns and roadway conditions is necessary to make specific recommendations for the remaining locations.

Plan Implementation

This Woodville Corridor Master Plan is the first step towards realization of the community Vision. The recommendations in this Chapter provide many opportunities for action by Leon and Wakulla Counties, the City of Tallahassee, and the Florida Department of Transportation, individually or in collaboration with one another. The implementation of these recommendations will be driven by community expectations, the economic environment, developer interest, available funding, and competing priorities from other projects.

The following discussion identifies the recommended order of implementation recognizing that additional engineering studies necessary to secure funding may modify the recommendations. While Alignment 4 will require a PD&E study to conduct the additional engineering analysis required to secure funding, other recommendations can be implemented without major engineering study investments. In describing the Phasing the time frames used for "Short Term" include 1–10 years and for "Long Term", longer than 10 years to provide time for the normal budget and study processes required for projects of this type. Of course with the current economic environment and reduced government funding for public sector infrastructure the actual implementation schedule could be longer.

Phasing

Short Term

insert table

Long Term

insert table