III. Multimodal Needs Assessment

It's tough to make predictions...especially about the future

- Yogi Berra

One of the core tenants in the development of the RMP was a multimodal focus on overall mobility and the integration of transportation and land use. This integration of transportation and land use was accomplished through several coordinated efforts, including scenario planning, the development of five sector plans and conceptual corridor planning.

III.1 Scenario Planning

Scenario planning is a planning tool that is used to assess transportation needs in coordination with possible future growth patterns. This approach, which is encouraged by the Federal Highway Administration in the development of long range plans, provides a high level, conceptual view of future growth and what implications that growth may have on the transportation system. The use of scenario analysis also gives citizens and decision-makers an opportunity to more fully understand the linkages between development patterns and transportation. In addition, the scenario analysis also can provide decision-makers with a better understanding of the costs that are associated with different types of development patterns. While the RMP is not a land use plan, there were potential incentives and disincentives identified to provide local governments with tools for targeting future development in a desired pattern.

The RMP scenario planning effort was a high-level conceptual effort on the regional level and was not a parcel based, or specific land use based, approach. The effort was fully coordinated with each local government Comprehensive Plan to ensure consistency within all of the planning efforts.

Scenario Development

The future growth scenario analysis included the assessment of three scenarios. These three growth scenarios included:

1. "Business as Usual"
   This scenario assessed what the region would look like if future development continues with current development patterns and policies.

2. Quality Growth
   This scenario incorporated typical quality growth principles and the Goals and Objectives developed for the RMP. The scenario include development patterns which focused on more compact, dense development in areas identified through the public involvement process and in coordination with local planning staff . This scenario also included a more extensive consideration of community resources, including environmental, cultural and historic assets.

3. Quality Growth Plus
   This third scenario was identified by CRTPA Board at the October 2009 retreat. This scenario incorporated more intensive and exceptional growth management strategies than

Scenario 2, for example higher densities in compact areas and more extensive emphasis on the preservation of community resources.

In order to develop each scenario, local policies, ordinances, and regulations currently in place were researched for each of the governments within the region. The effort also included a thorough review of the existing land uses, zoning maps and land use plans for all of the jurisdictions within the region. In addition, one set of public meetings held in each county was used as a forum to obtain input on where specific growth areas in each county should be located. Once the growth areas were identified, they were reviewed with each local planning staff and adjusted based on their input.

This scenario process utilized Geographic Information Systems (GIS) as the analysis tool. The identified growth areas for each county are shown below, **Figures 5 - 8**.

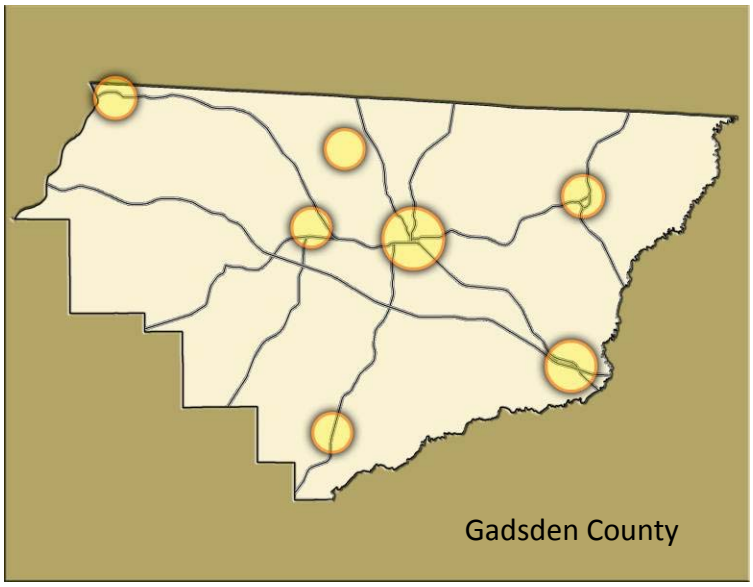


Figure 5.
Gadsden County Growth Areas

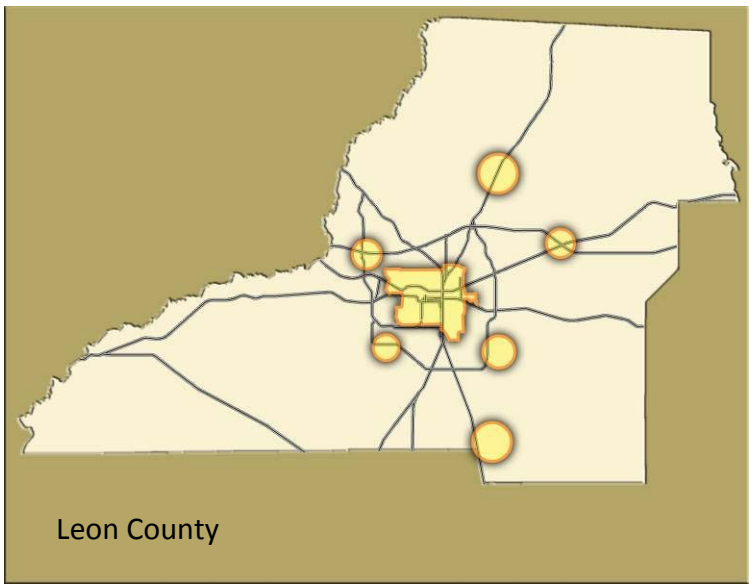


Figure 6.
Leon County Growth Areas

Figure 7. Jefferson County Growth Areas

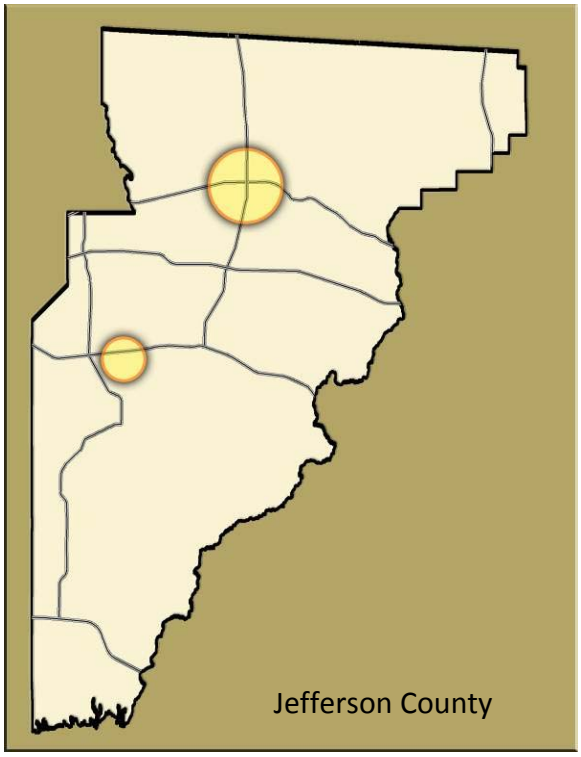
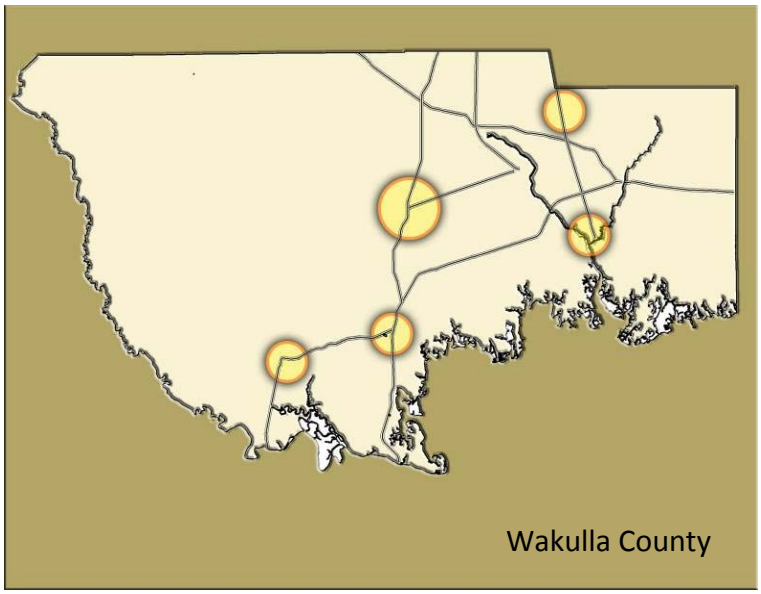


Figure 8. Wakulla County Growth Areas



The identification of the Community Resources was important to each of the scenarios. This information is critical in the transportation planning process, identifying where potential environmental, cultural and historic impacts could occur and have a direct impact on transportation decisions. This information also provided valuable information on the difficulties of serving future growth with transportation in certain areas. This approach ensured the integration and coordination between transportation and land use and provided the planning partners throughout the region with valuable information regarding the location of future growth.

The identification of the Community Resources included a vast amount of data categorized by conservation properties, waterways, wetlands, aquifer protection areas, and historic properties. The land within the region, based on the GIS analysis was identified in three major groups. These groupings were:

- *Protected*
  Included property identified as protected from development, for example, waterways, certain wetlands, Federal lands, conservation areas, designated historic properties and already purchased Florida Forever properties

  Protected lands were included in all three scenarios. In addition to the identified protected lands, existing local overlays were also considered for all three scenarios. These included the designated activity centers and lake protection zone in Leon County and the springs protection area and sustainable community designation in Wakulla County.

- *Constrained*
  These properties were identified for the Quality Growth and Quality Growth Plus scenarios. For the Quality Growth scenario, the designation Priorities 1 and 2 from the Critical Lands Identification Project were included, as well as land identified as Future Florida Forever properties. The Quality Growth Plus scenario incorporated all property identified as constrained in the Quality Growth Scenario with the addition of Priorities 3 and 4 from the Critical Lands Identification Project.

- *Unconstrained*
  The final category of land identified for each scenario was unconstrained, which incorporated all other areas not already identified.

Scenario 1: Business as Usual

The Business as Usual scenario included identified waterways and wetlands, Florida Wildlife Commission land, purchased Florida Forever properties, property included in permanent conservation, designated historic properties, and transportation with special designations (i.e. byways). The protected properties are shown on the following (**Figures 9 – 12**)maps in black, the waterways and wetlands in blue and the remaining property is shown as unconstrained. This same land inventory was applied to each county in this scenario.

Figure 9. Gadsden County Scenario 1

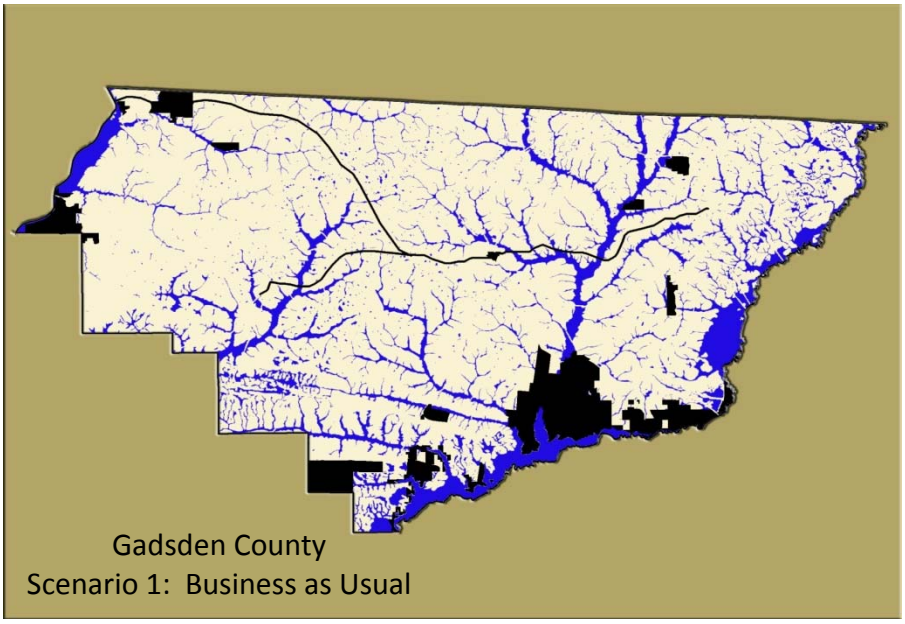


Figure 10. Jefferson County Scenario 1

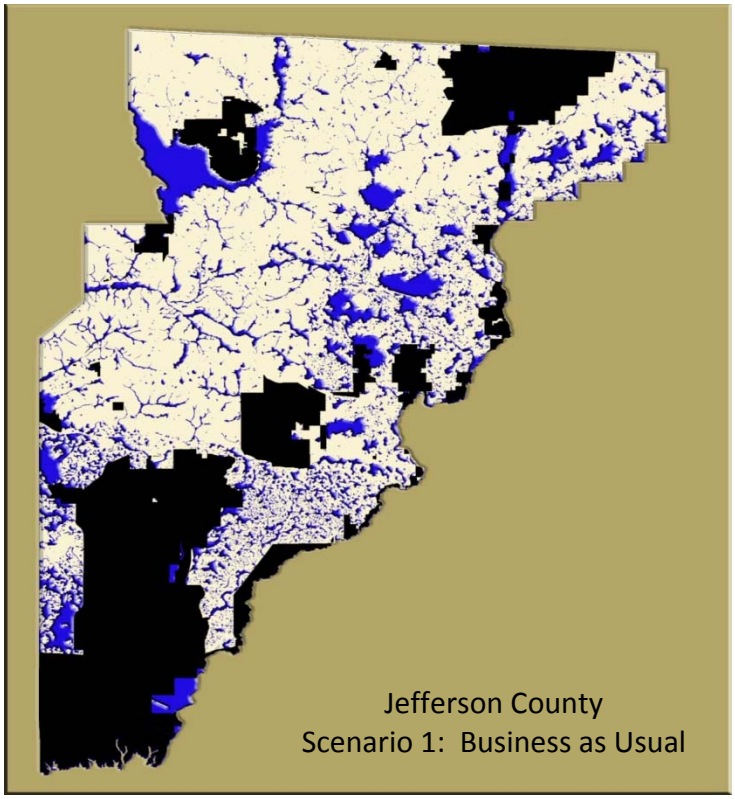


Figure 11. Leon County Scenario 1

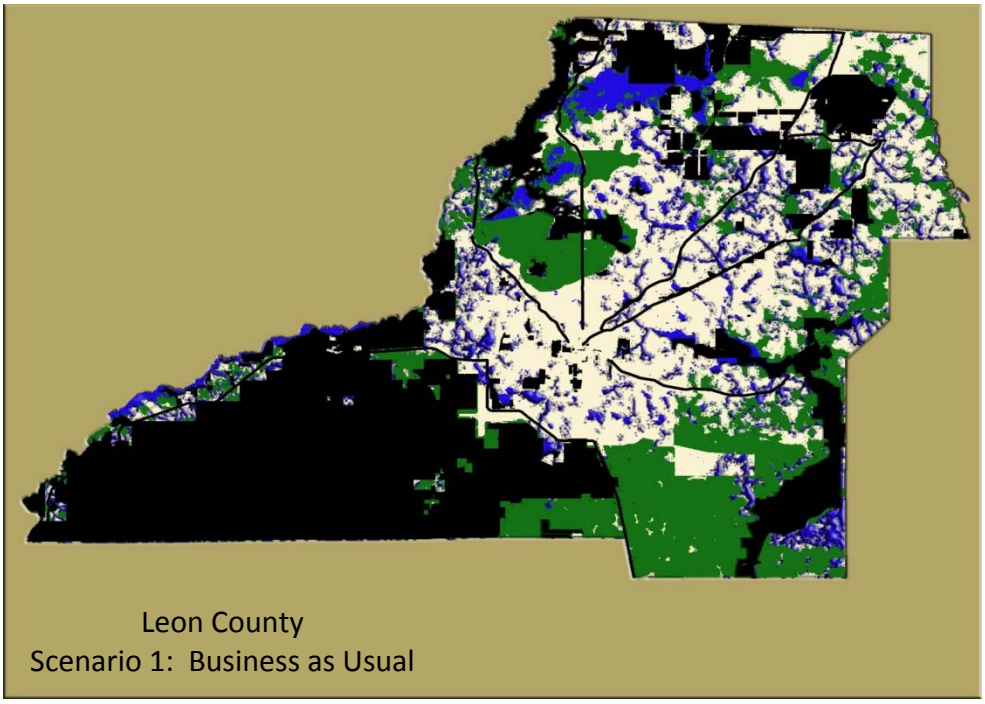
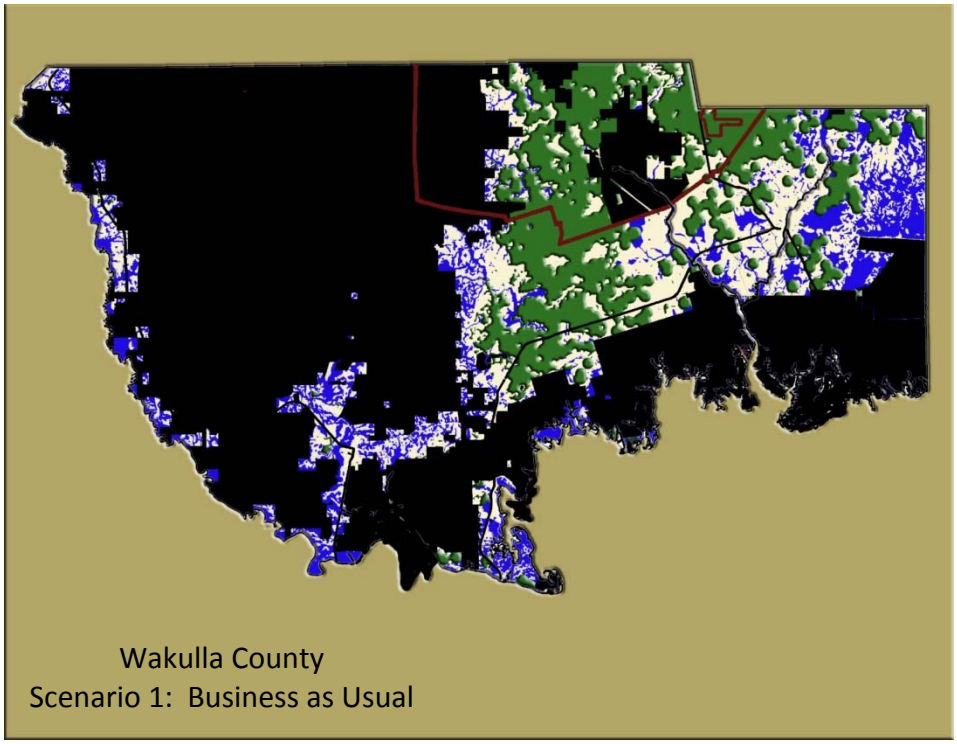


Figure 12. Wakulla County Scenario 1



Scenario 2: Quality Growth

The Quality Growth scenario included all land identified in Scenario 1, with the addition of the Critical Lands Identification Project Priorities 1 and 2. Also, the identified growth areas are depicted with the yellow circles and specific activity centers in Leon County are shown in pink. The protected properties are shown on the following maps (**Figures 13 – 16**) in black, the waterways and wetlands in blue and the remaining property is shown as unconstrained. This same land inventory was applied to each county in this scenario.

Figure 13. Gadsden County Scenario 2

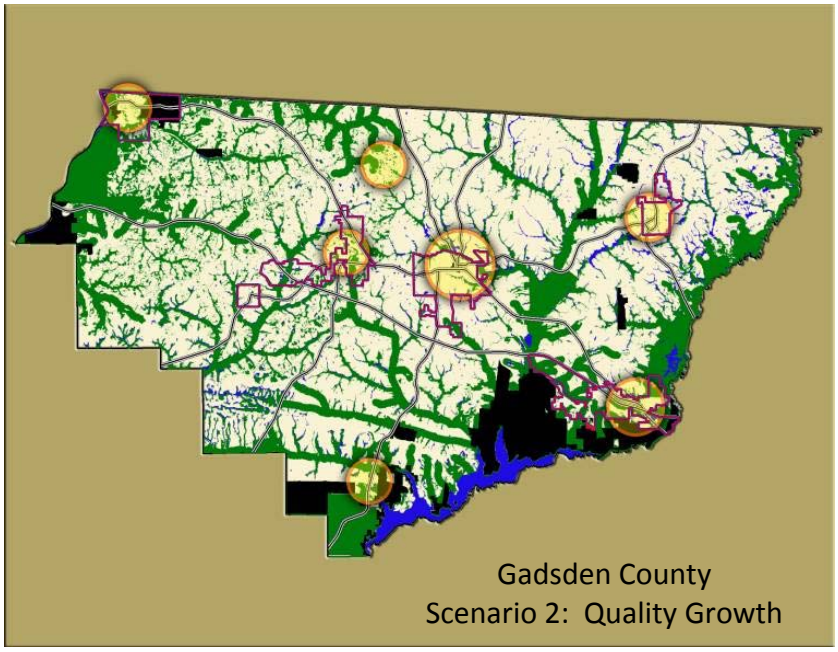


Figure 14. Jefferson County Scenario 2

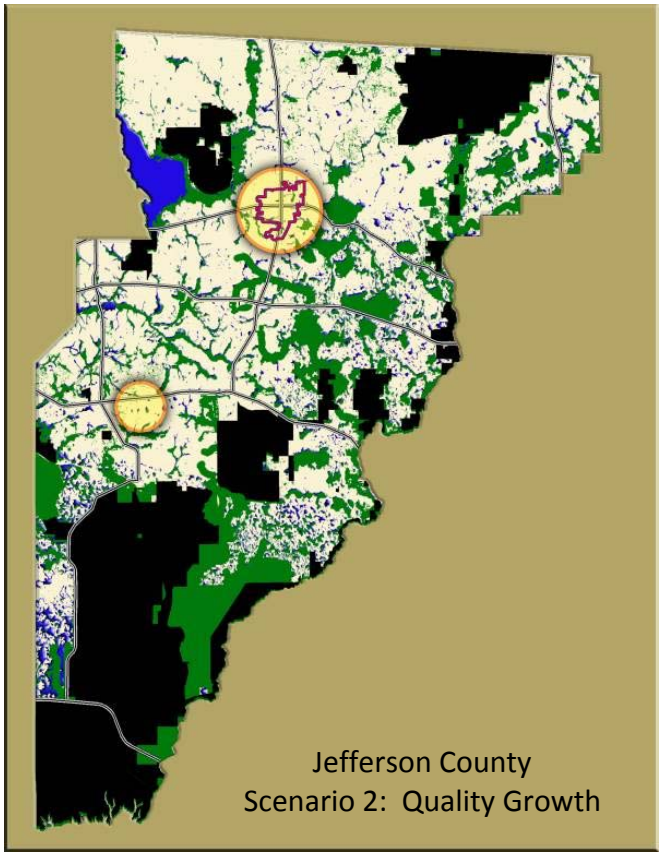


Figure 15. Leon County Scenario 2

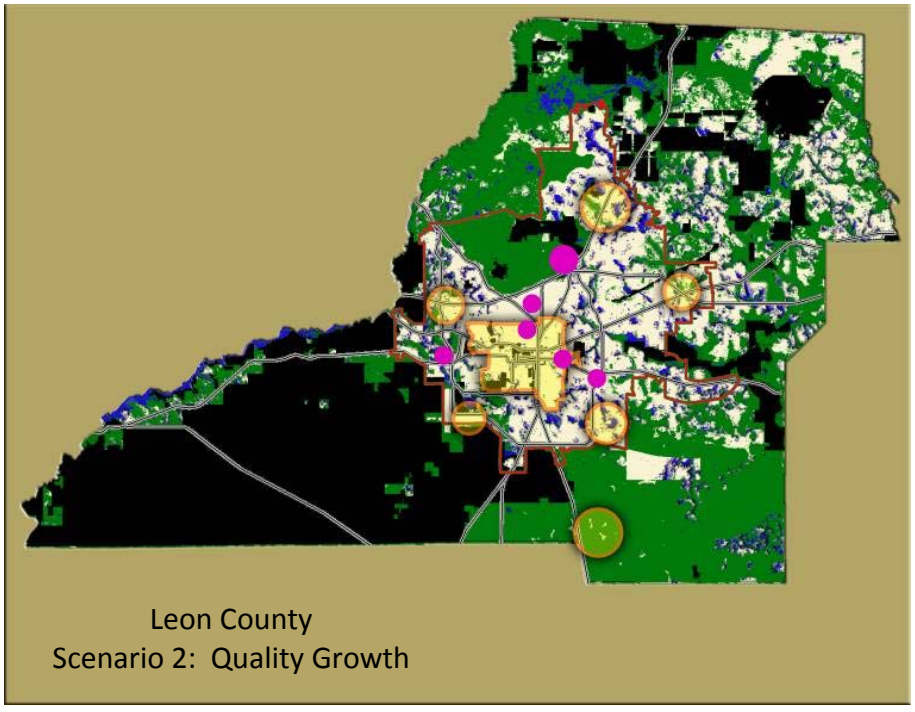
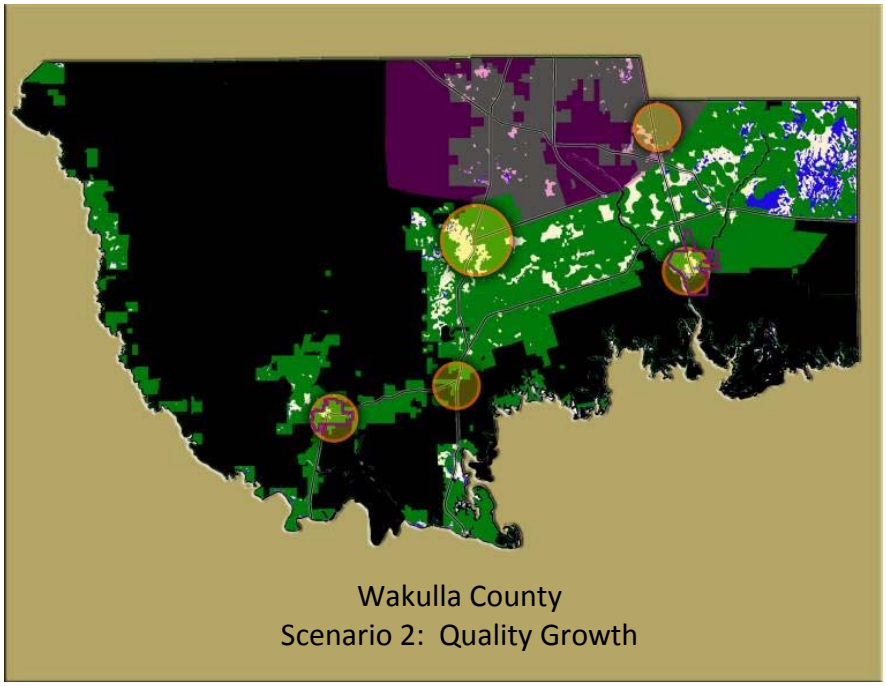


Figure 16. Wakulla County Scenario 2



Scenario 3: Quality Growth Plus

The Quality Growth Plus scenario included all land identified in Scenarios 1 and 2, with the addition of the Critical Lands Identification Project Priorities 3 and 4. Also, the identified growth areas are depicted with the yellow circles and specific activity centers in Leon County are shown in pink. The protected properties are shown on the following maps (**Figures 17 – 20**) in black, the waterways and wetlands in blue and the remaining property is shown as unconstrained. This same land inventory was applied to each county in this scenario.

Figure 17. Gadsden County Scenario 3

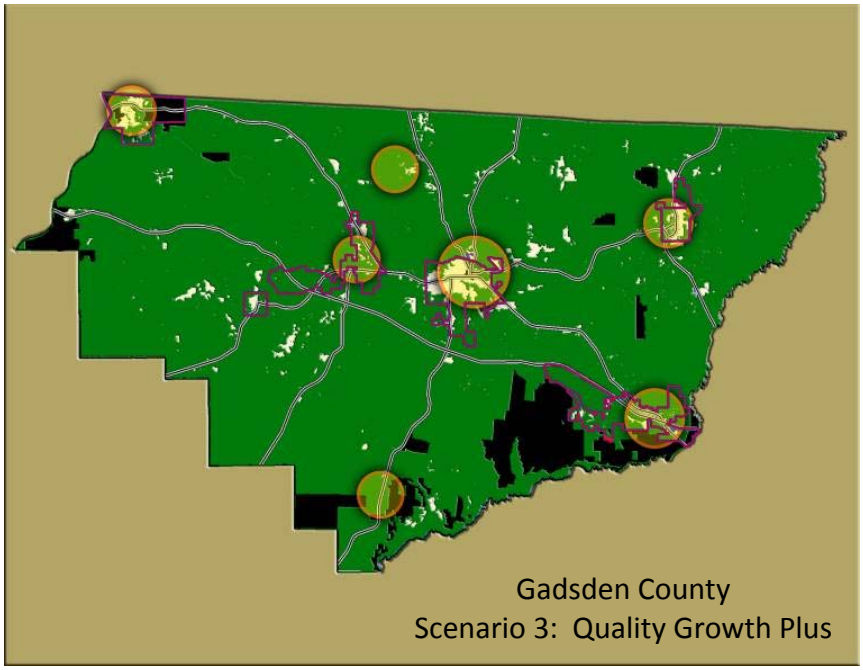


Figure 18. Jefferson County Scenario 3

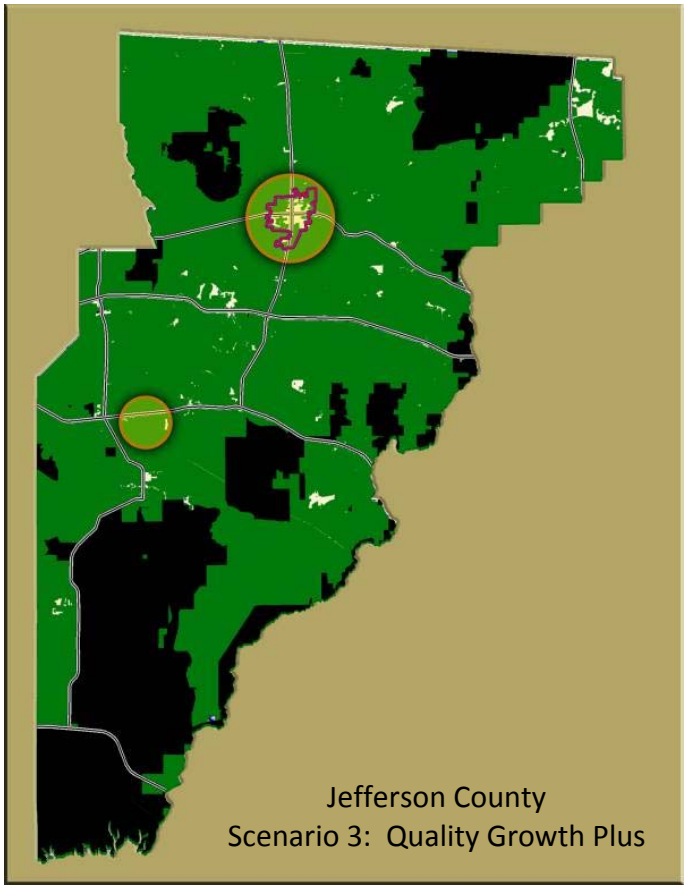


Figure 19. Leon County Scenario 3

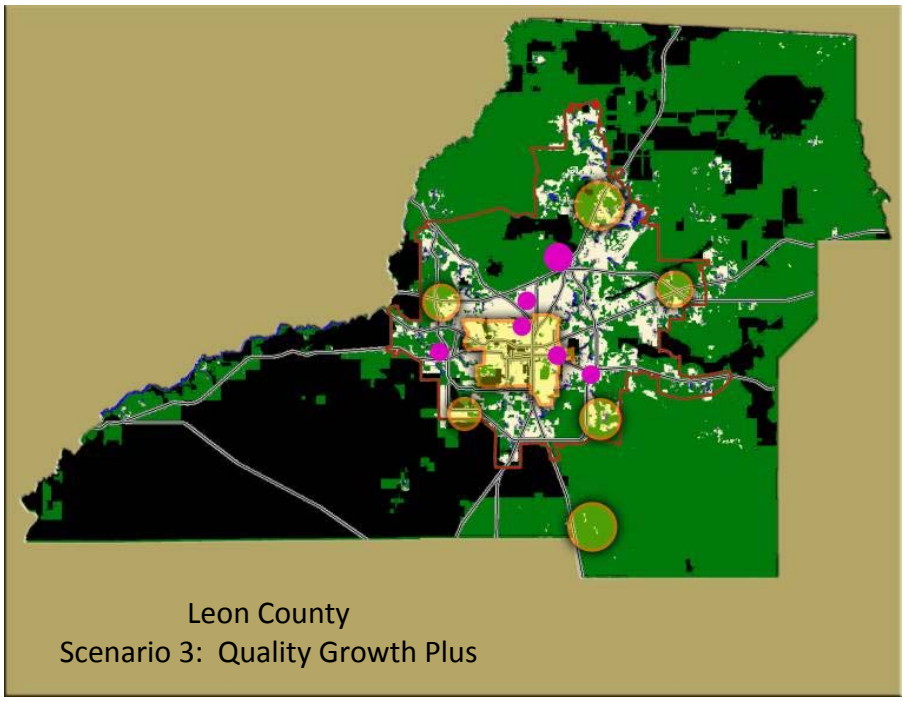
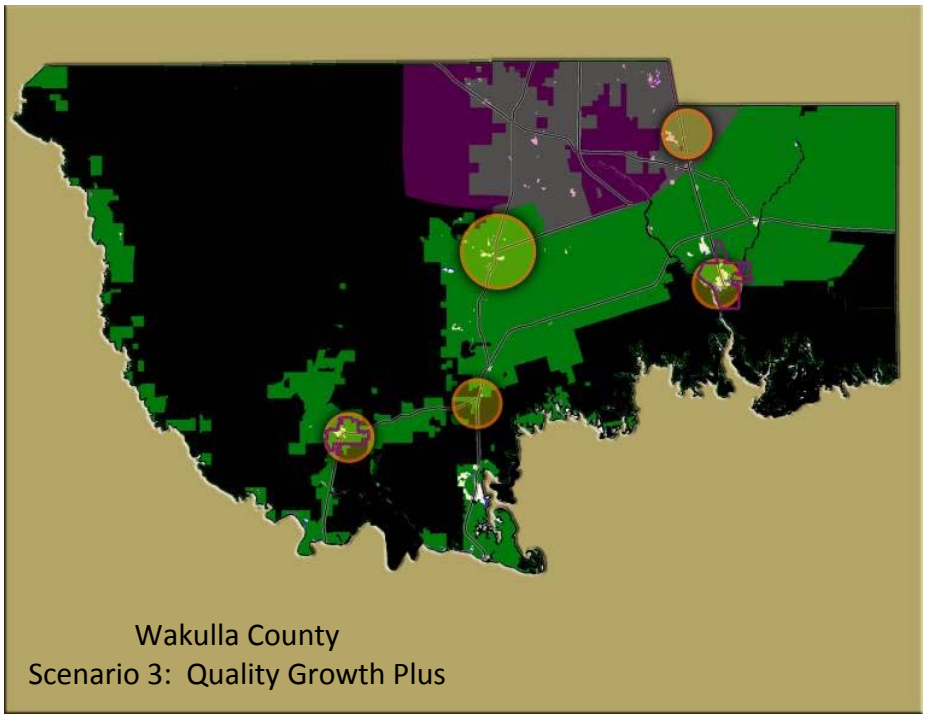


Figure 20. Wakulla County Scenario 3



Scenario Analysis

The scenario analysis was conducted on Scenarios 2 (Quality Growth) and 3 (Quality Growth Plus) at the direction of the CRTPA Board. The analysis steps included the development of future socio-economic projects, the assignment of the new population and employment and then utilizing the travel demand model to determine the transportation improvements needed to support the identified growth patterns in each scenario.

To accomplish the socio-economic projections, it was assumed that the base year (2007) population and employment remained in each Traffic Analysis Zone (TAZ). This assumption was confirmed by the local planning staff. The horizon projections for the horizon year of 2035 were developed based on the latest Bureau of Economic and Business Research (BEBR) mid-range projections. The population and employment growth was then assigned based on the scenario assumptions. The assignments were made using the specific steps outlined below.

- Estimated developed land by TAZ based on existing land use layers.
- Estimated land not suitable for development by TAZ based on conservation layers.
- Estimated remaining developable land by TAZ:
  a. Developable land = Total area – developed land area – area not suitable for development.
  b. In some cases, land shown as not suitable for development has already been developed, so care was taken not to "double-count".
- Allocated committed future population and employment growth to TAZs based on major ongoing developments, growth areas identified by CRTPA and RMP committees, and growth between 2007 base year and present day.
- Allocated any remaining growth, not identified in the previous step, to remaining developable land in each county to match BEBR control totals.
  a. Remaining population growth = BEBR total – existing population – committed population growth (by county)
  b. Area by TAZ zoned for residential uses will be assigned population based on density assumptions consistent with Comprehensive Plans.
- Scenarios with less land suitable for development assigned higher densities to account for greater conservation area.
- Allocated any remaining employment growth to remaining developable land in each county to match BEBR totals.
  a. Remaining employment growth = estimated total – existing employment – committed employment growth (by county)
  b. Estimated remaining developable land by subtracting land consumed by remaining population growth by TAZ.
  c. Area by TAZ zoned for employment uses (e.g., commercial, industrial, civic/public) assigned employment based on gross employees per acre assumptions
- Population and employment densities plotted to check for reasonable TAZ level results.

Travel Demand Model

The travel demand model is one tool used in long range transportation planning to help assess future transportation needs and impacts on mobility from future growth. The model runs were completed based on the identified scenario parameters for Quality Growth and Quality Growth Plus.

Dwelling units per acre were identified on both the regional and county scales. The base year dwelling units per acre or density, for Scenario 2 and Scenario 3 are shown on the regional scale in the maps found on the following pages (**Figures 21 – 23**). The individual county maps are found in Appendix C.

Figure 21. 2007 Dwelling Units/Acre – Regional

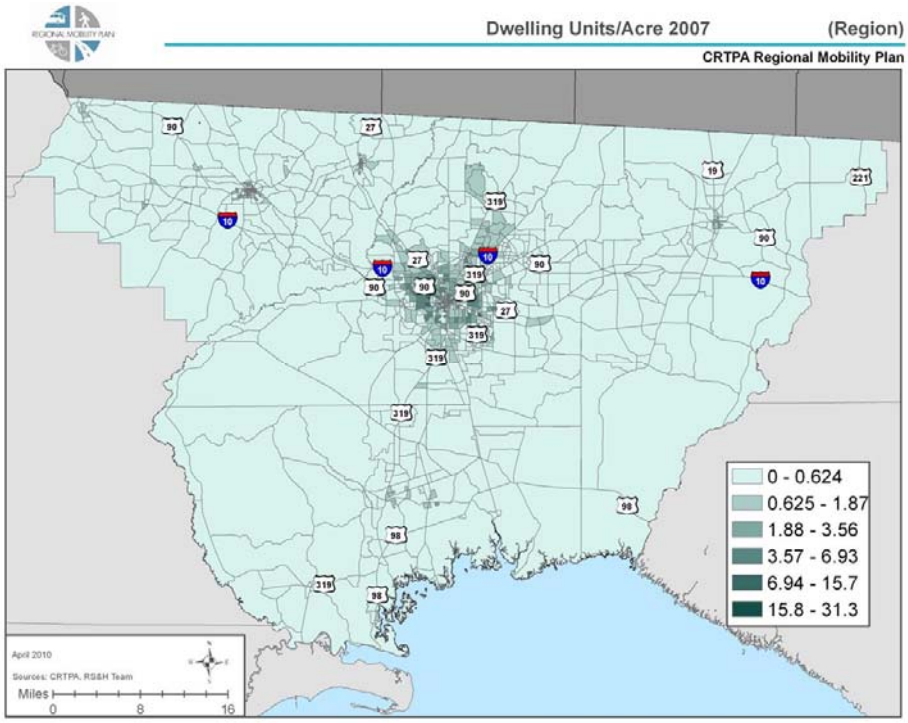


Figure 22. 2035 Dwelling Units/Acre – Scenario 2

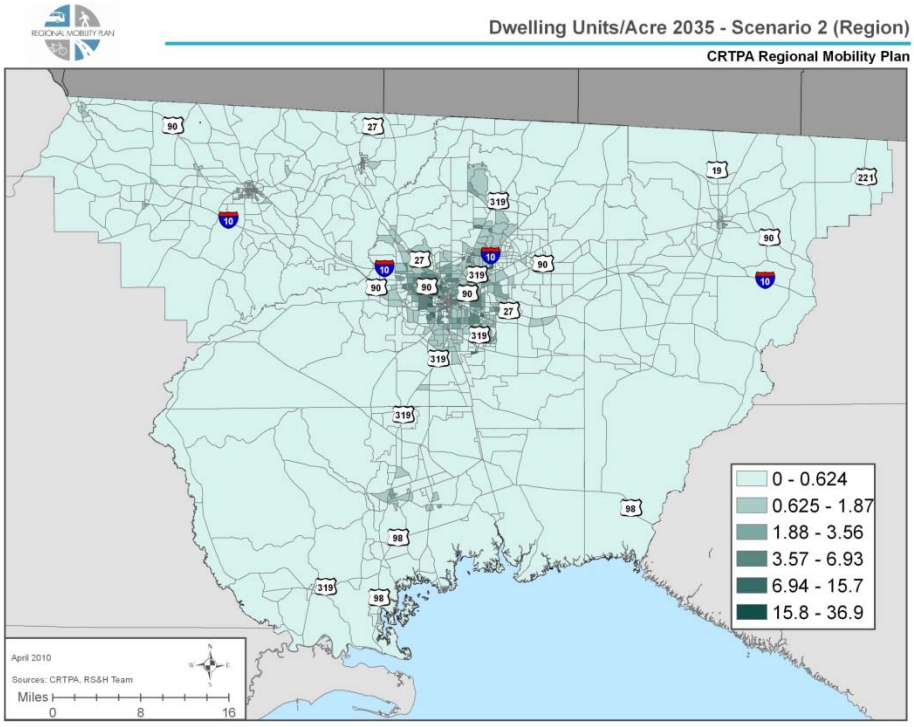
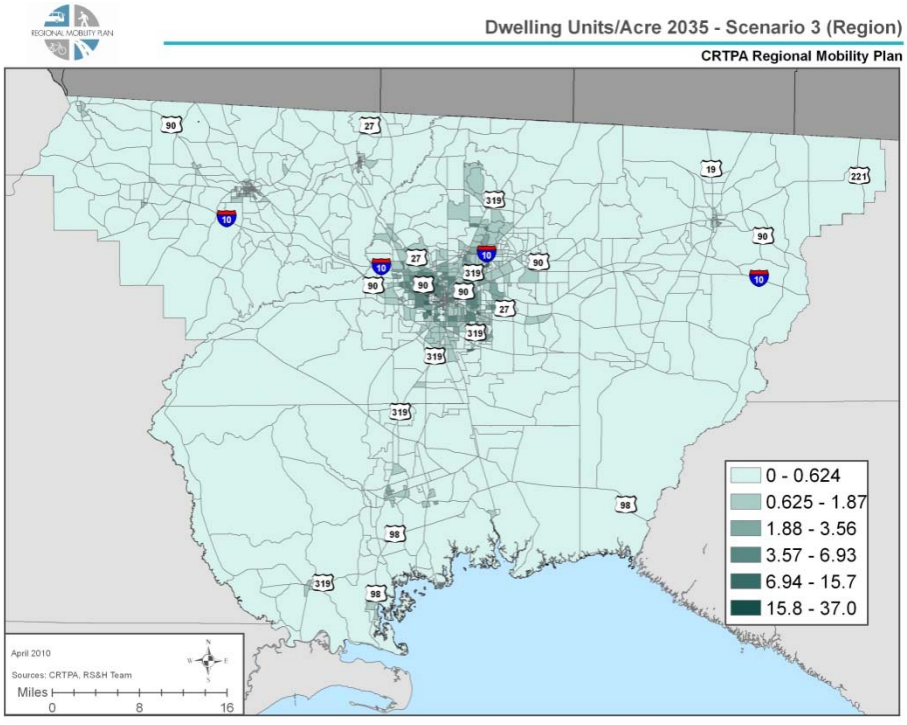


Figure 23. 2035 Dwelling Units/Acre – Scenario 3



The levels of congestion were also identified through the travel demand model. Not unexpectedly, the majority of the congestion is found within the Tallahassee area and on those primary commuting routes from the other counties into Leon County and Tallahassee. The base year and Scenarios 2 and 3 maps are shown below (**Figures 24 -26**).

Figure 24. 2007 Levels of Congestion

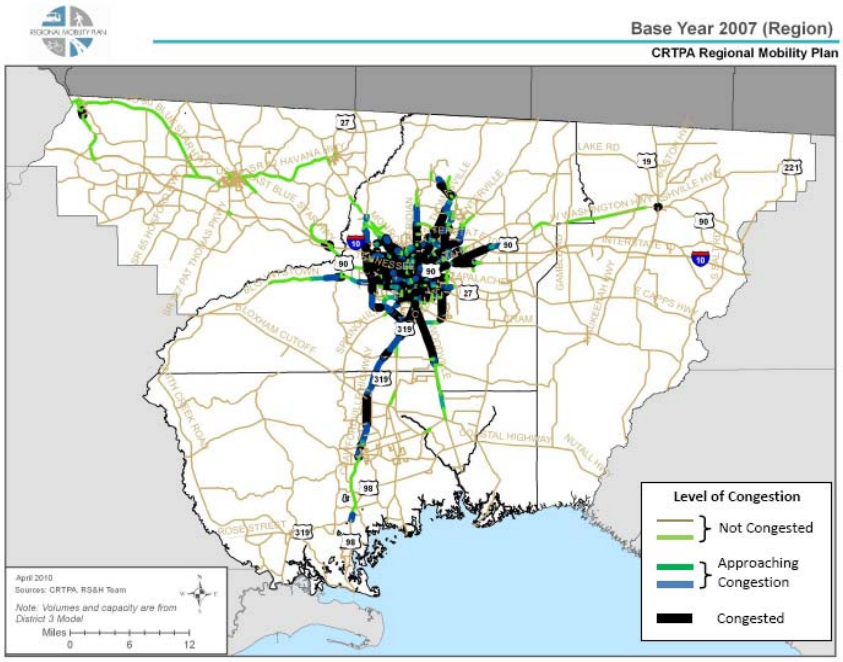


Figure 25. 2035 Levels of Congestion – Scenario 2

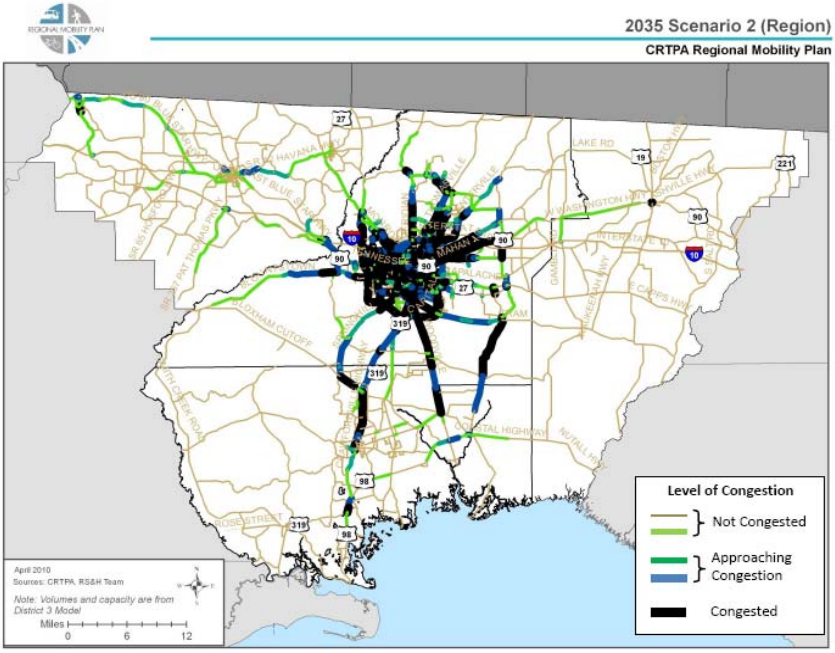
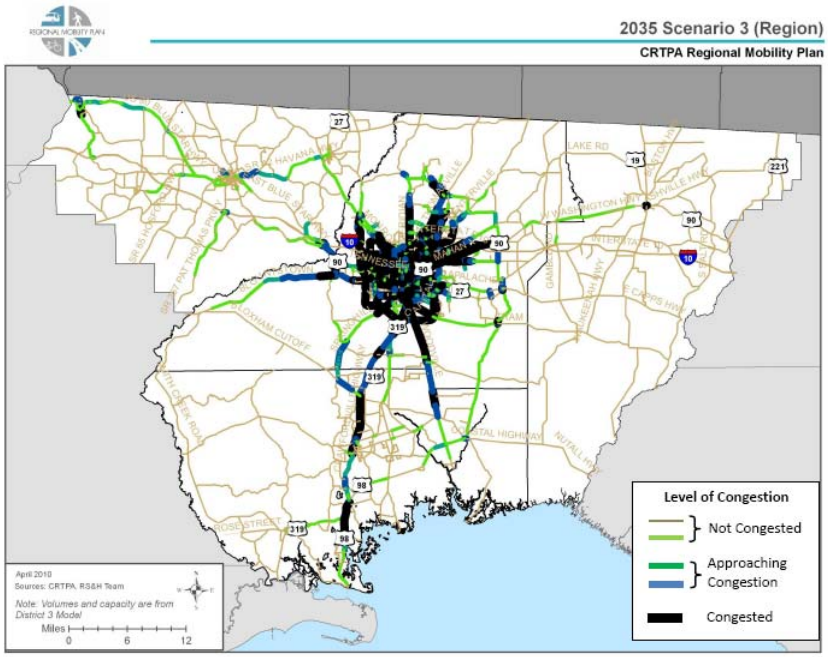


Figure 26. 2035 Levels of Congestion – Scenario 3



The levels of congestion were also identified and plotted for the City of Tallahassee. These maps are shown below (**Figures 27 – 29**).

Figure 27. 2007 Tallahassee Levels of Congestion

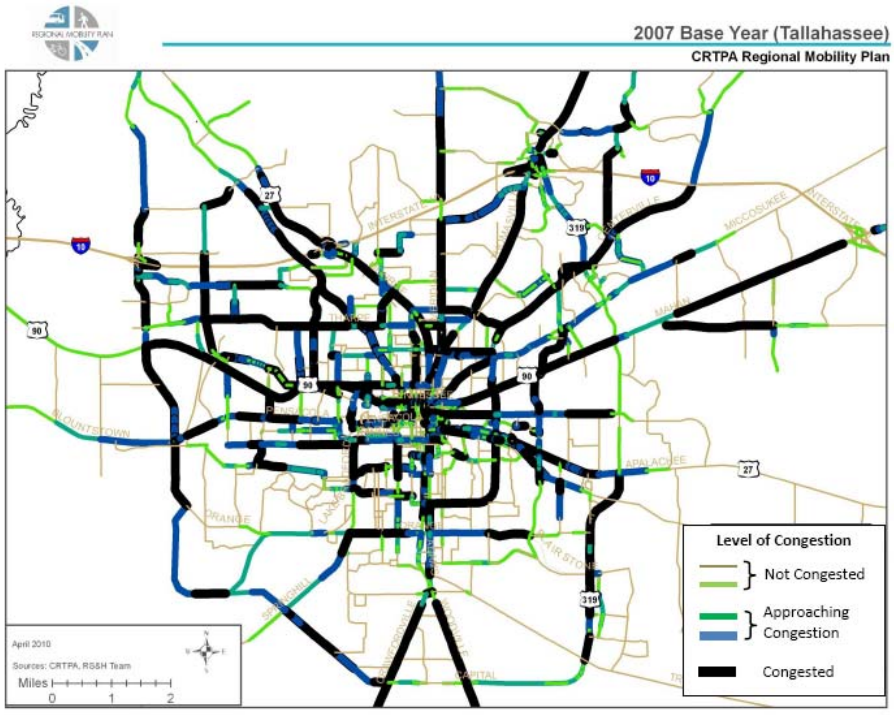


Figure 28. 2035 Tallahassee Levels of Congestion – Scenario 2

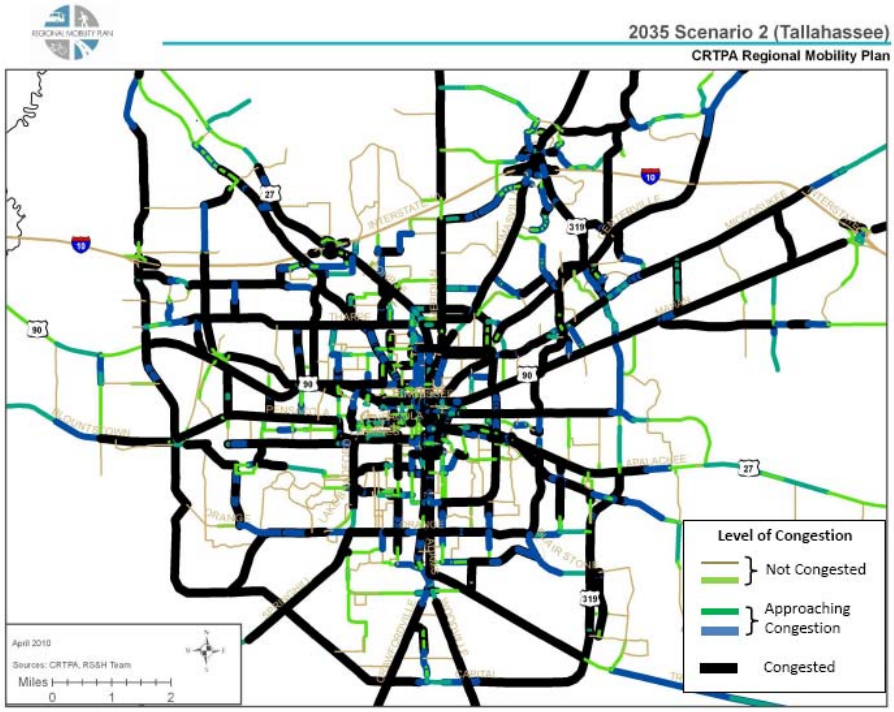
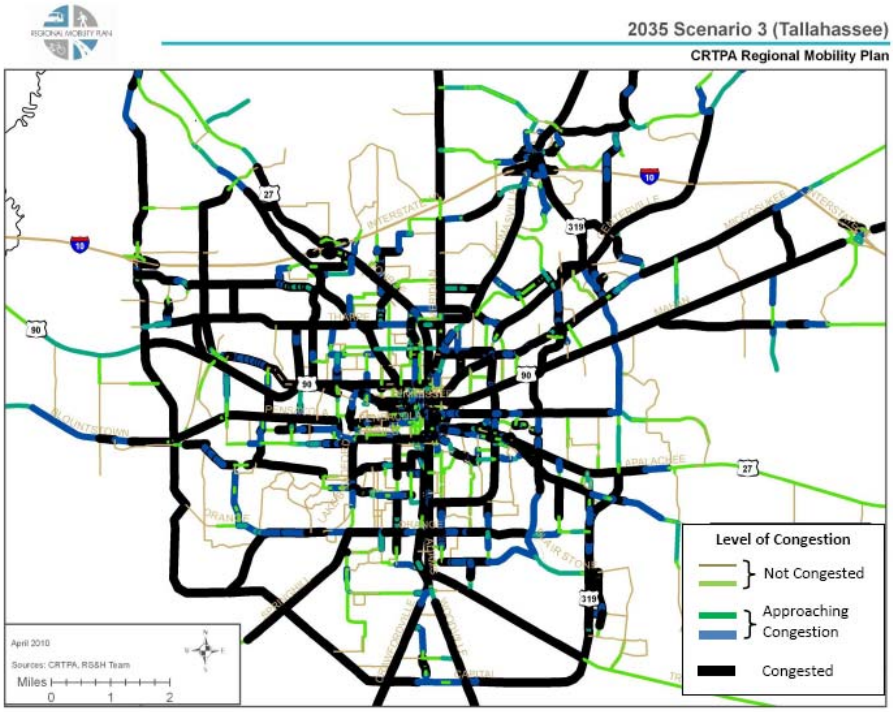


Figure 29. 2035 Tallahassee Levels of Congestion – Scenario 3



The levels of delay, both individually and collectively were also plotted. These regional maps and the City of Tallahassee maps are shown below (**Figures 30 – 41**).

Figure 30. 2007 Individual Delay

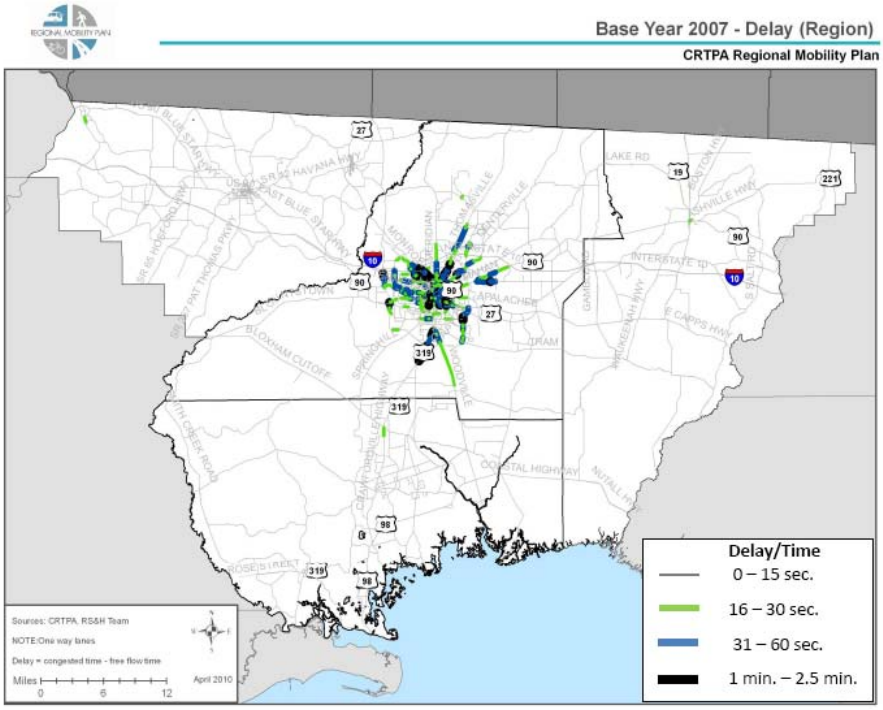


Figure 31. 2035 Individual Delay – Scenario 2

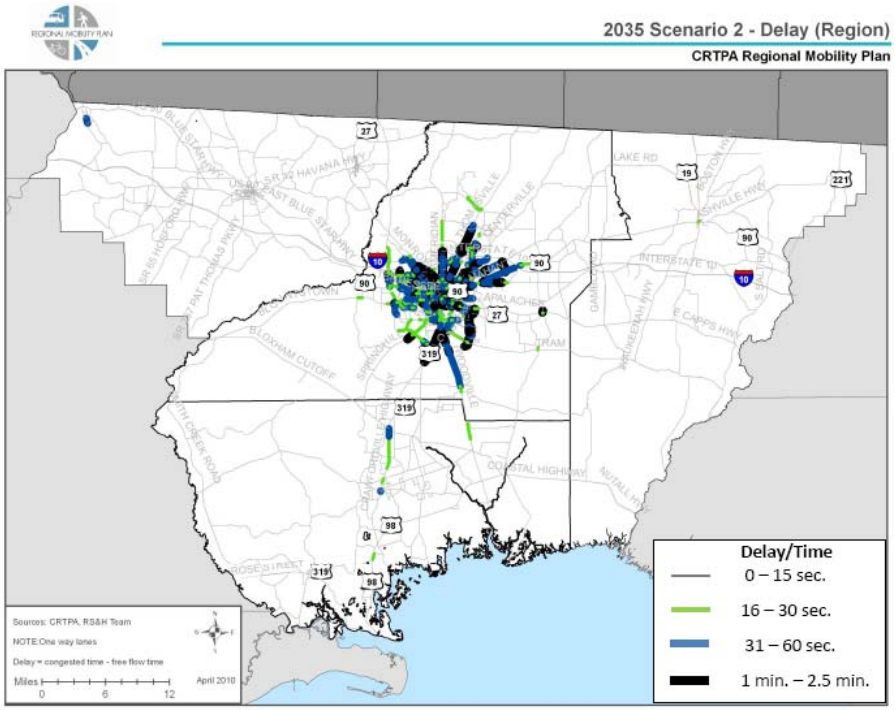


Figure 32. 2035 Individual Delay – Scenario 3

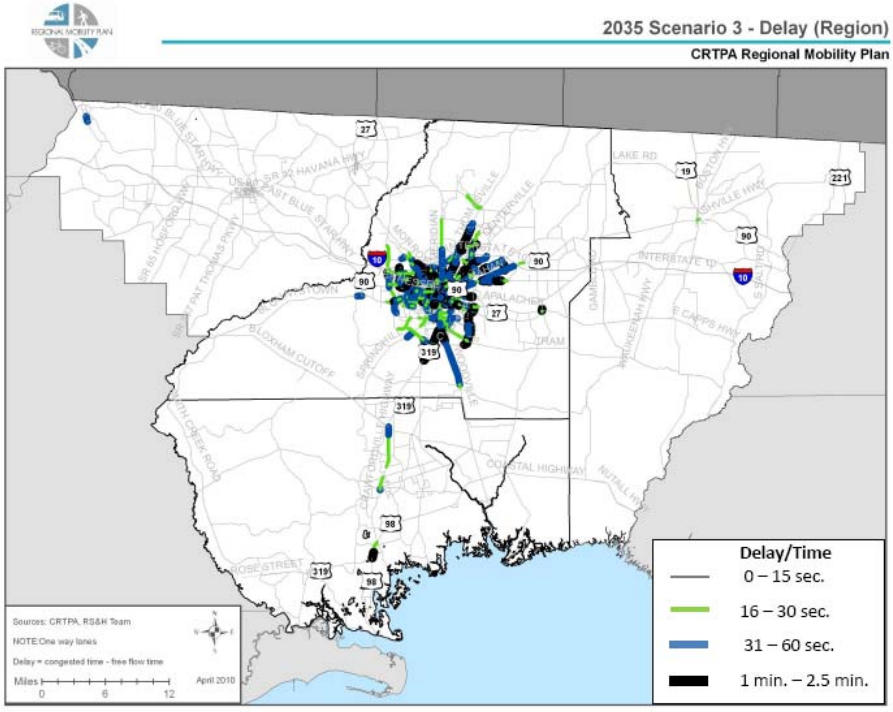


Figure 33. 2007 Tallahassee Individual Delay

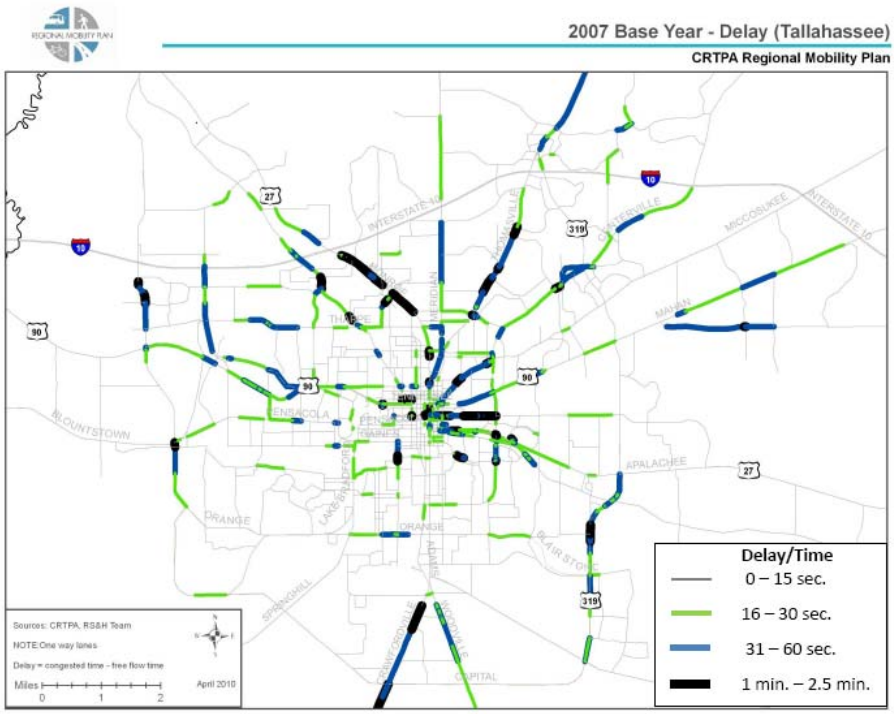


Figure 34. 2035 Tallahassee Individual Delay – Scenario 2

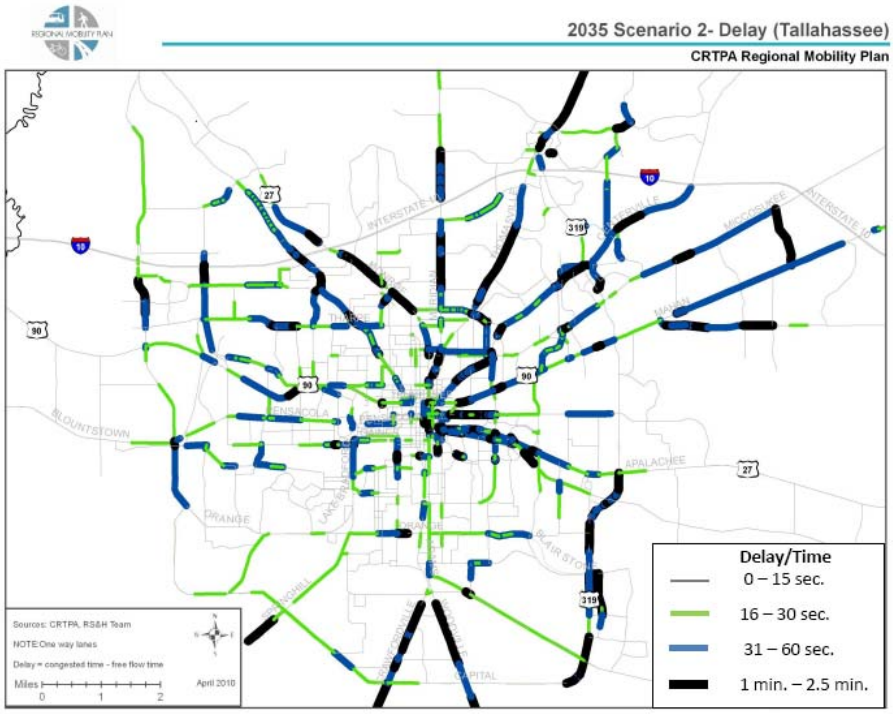


Figure 35. 2035 Tallahassee Individual Delay – Scenario 3

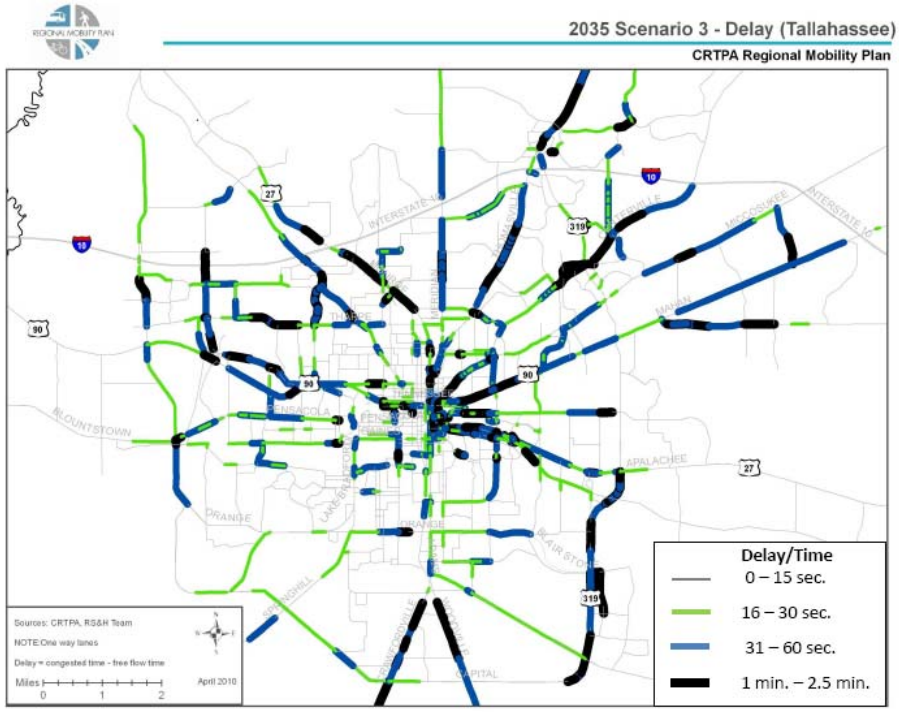


Figure 36. 2007 Vehicle Hours of Delay

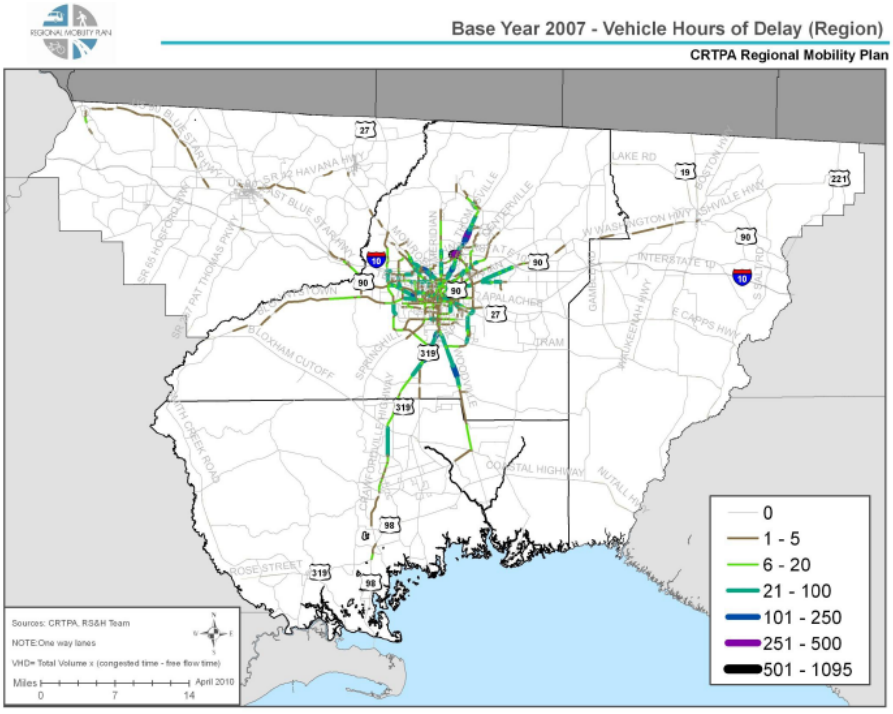


Figure 37. 2035 Vehicle Hours of Delay – Scenario 2

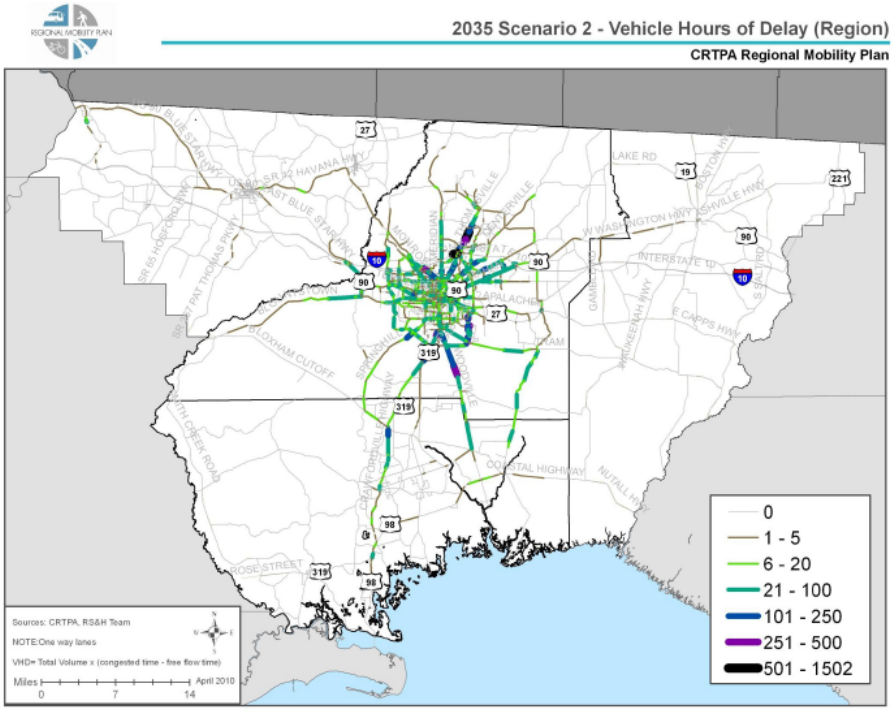


Figure 38. 2035 Vehicle Hours of Delay – Scenario 3

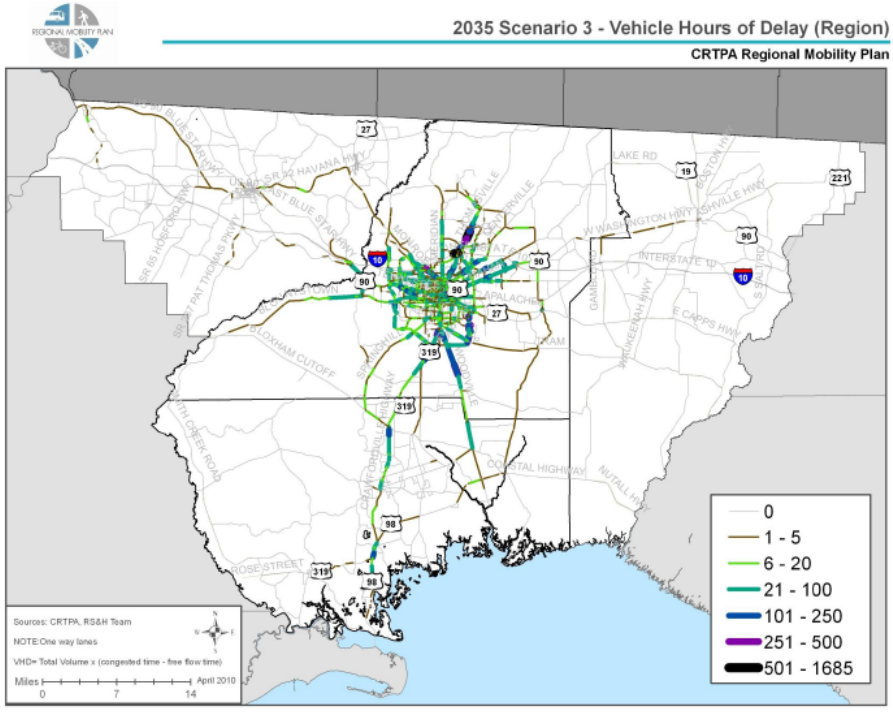


Figure 39. 2007 Tallahassee Vehicle Hours of Delay

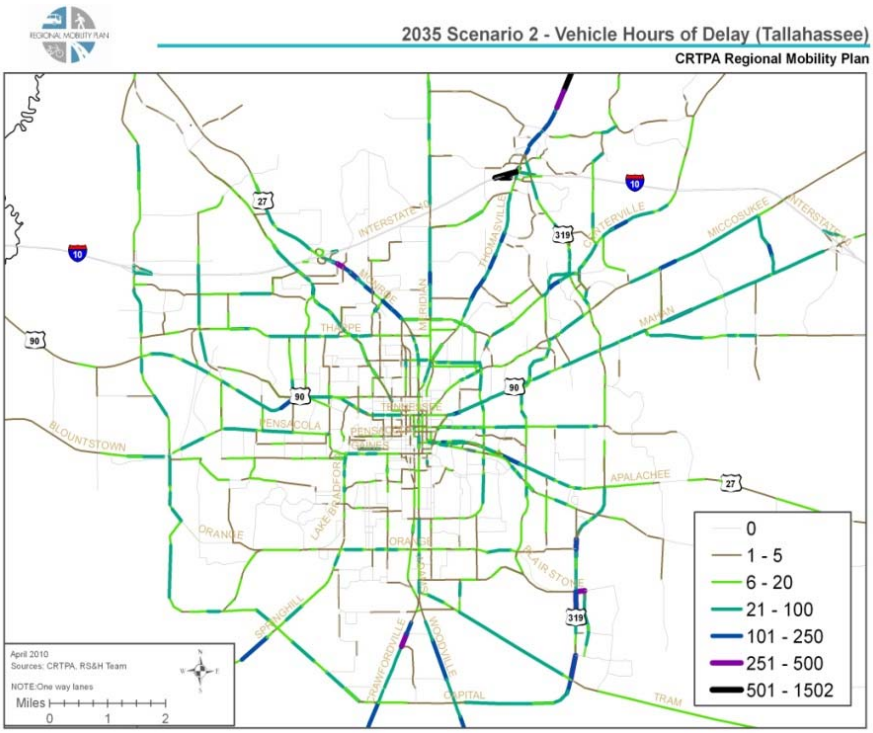


Figure 40. 2035 Tallahassee Vehicle Hours of Delay – Scenario 2

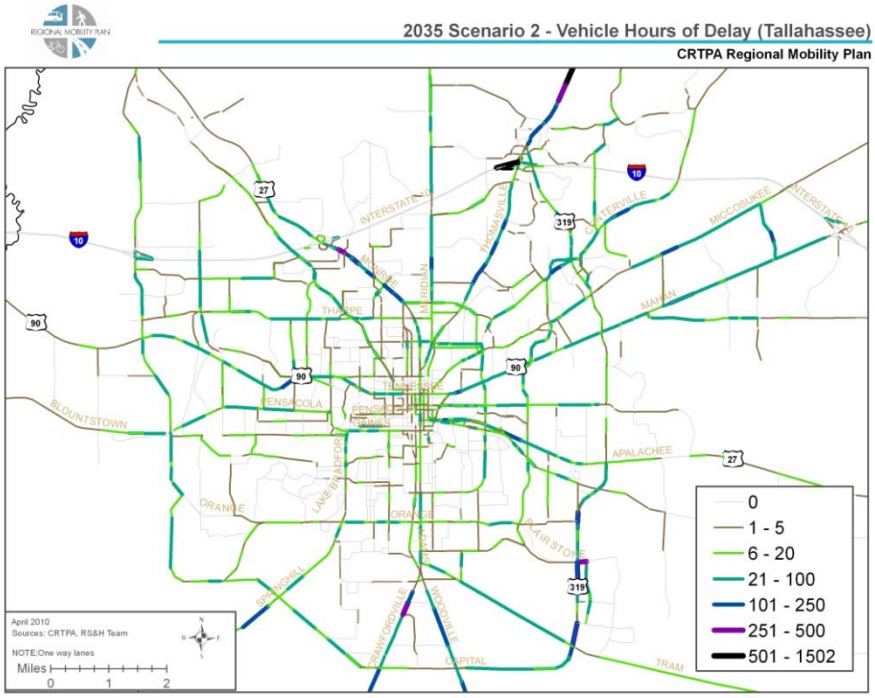
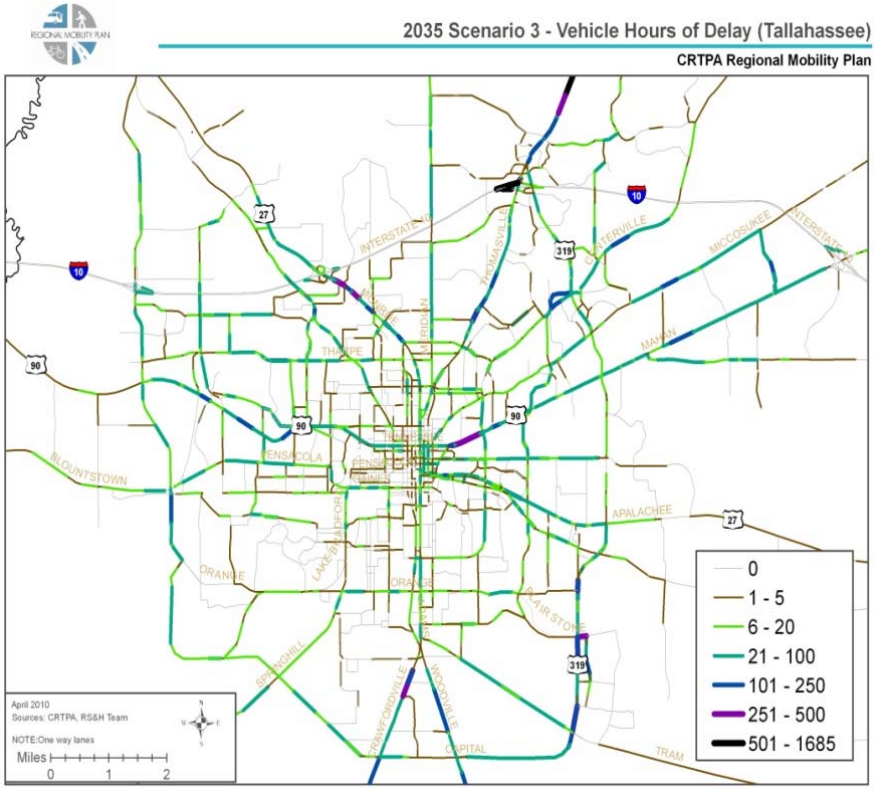


Figure 41. 2035 Tallahassee Vehicle Hours of Delay – Scenario 3



In an effort to fully understand the model results, hourly traffic volumes for major arterials in each county were collected from the Florida Department of Transportation and plotted. These graphs (**Figures 42 – 45**) show the peak hours of traffic congestion, as well as depicting the commuting trends, particularly from the outer counties into Leon County.

Figure 42. Hourly Traffic Volumes – Leon County

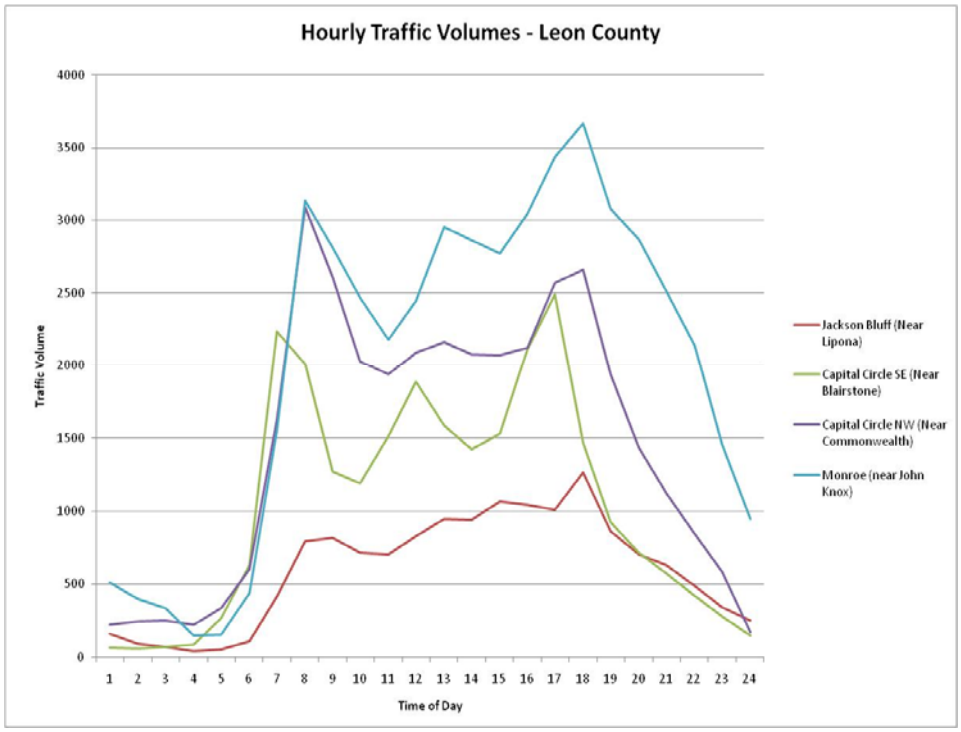


Figure 43. Hourly Traffic Volumes – Gadsden County

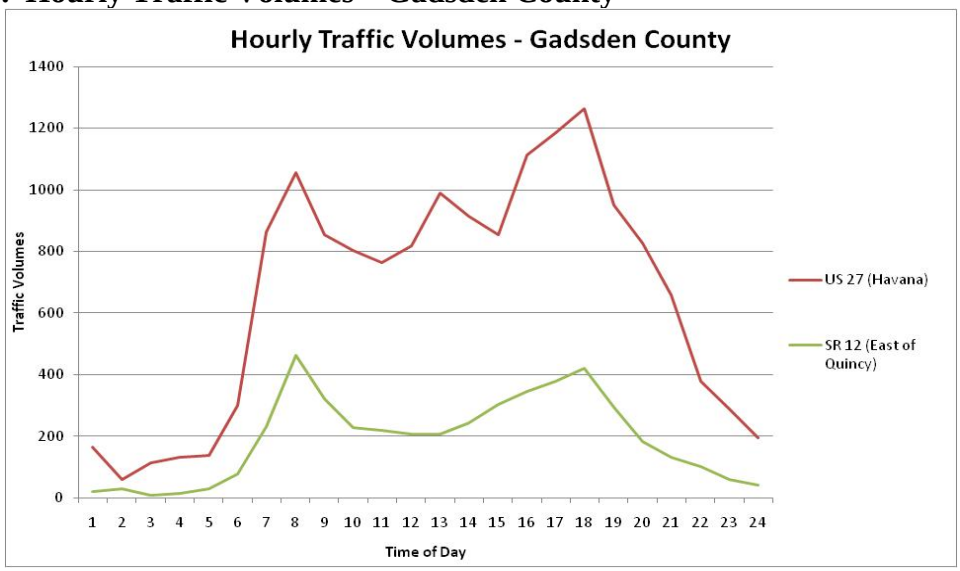


Figure 44. Hourly Traffic Volumes – Jefferson County

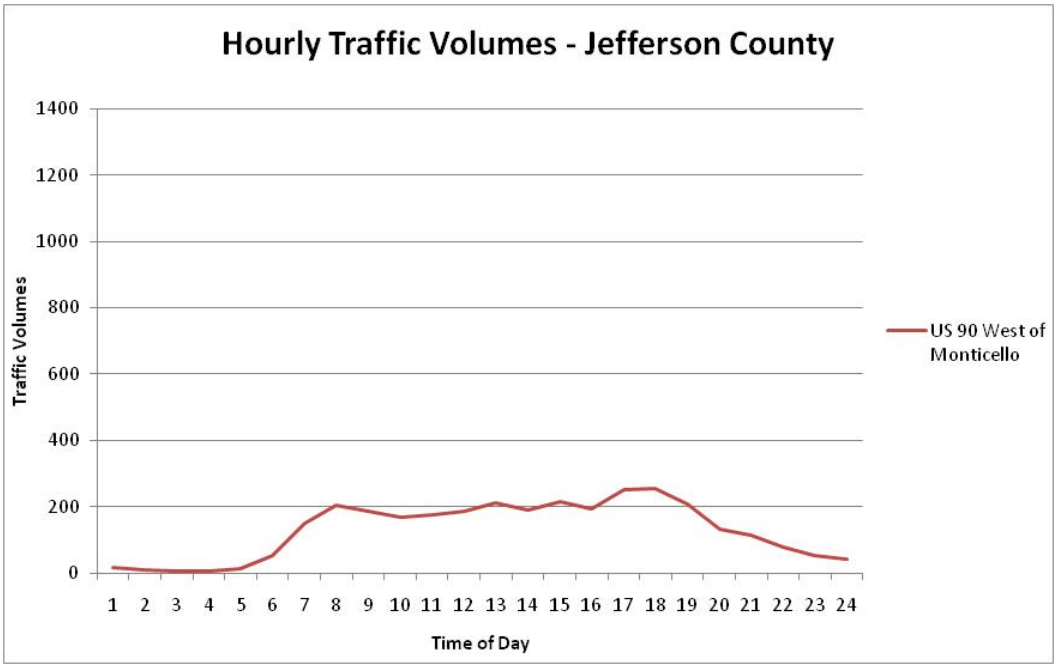
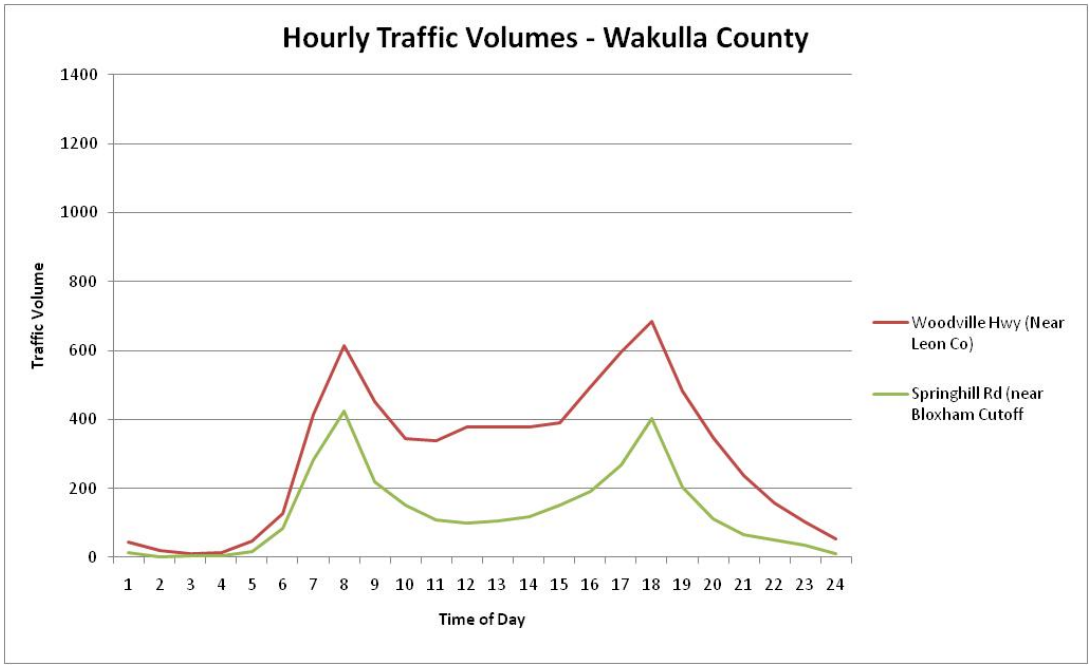


Figure 45. Hourly Traffic Volumes – Wakulla County



Preferred Scenario

The goal of the scenario analysis was to provide information to enable the CRTPA Board to determine the preferred scenario. This information was also presented to each of the project committees, the local planning and engineering staff, and members of the public. Based on recommendations from the CRTPA committees, project committees and staff, and input from the public, the CRTPA Board selected Scenario 3, Quality Growth Plus as the preferred scenario for the development of the RMP.

III.2 Sector Planning

There are a number of areas within the region that have experienced significant growth or are dealing with other issues that are specific to that area. The sector planning effort focused on a specific study area and involved a much more detailed planning approach than occurred on the regional level.

There were five (5) sector plans completed as part of the RMP. These sector plans included the City of Quincy and the City of Midway in Gadsden County, the City of Monticello in Jefferson County, the Crawfordville area in Wakulla County, and the identified Multimodal Transportation District (MMTD) in the City of Tallahassee. Each of these plans was completed in close coordination with the local planning staff, elected officials, administrators, and also included stakeholder and public involvement. In addition, any other planning efforts underway were also considered and incorporated into the effort. Each of these sector plans had a specific focus and was developed to address transportation and mobility issues unique to the area and can be found in Appendix D.

City of Quincy

The Quincy Sector Plan focused on the provision of multimodal mobility within the core downtown area. A multimodal Level of Service analysis was conducted in the core urban area, as well as an analysis of the heavy truck movements that regularly occur through downtown and around the downtown square. These truck movements have an adverse impact on the community character and the multimodal mobility within the downtown area.

In the development of recommendations, previous alternatives were proposed to address the issues and these proposed options, as well as the sector plan recommendations are discussed below.

Removal of On-Street Parking

The removal on some on-street parking along Adams and Madison Streets to help facilitate truck turning movements and flow has been discussed. However, the removal of the on-street parking will degrade the pedestrian Level of Service by removing the barrier between traffic and the pedestrian. In addition, research has shown that the presence of on-street parking also functions as a traffic calming device. The pavement near the intersections is marked as no parking areas in order to provide the needed turning radii for heavy trucks.

Alternate Routes for Trucks

A number of potential alternatives for trucks to move through the downtown area were explored. Each of these potential routes had serious flaws that prevent designation as a truck route. The majority of the streets are narrow and residential in character. One potential route explored was for trucks to go north across Jefferson Street (US 90) to access King Street. However, this route has a small "dog-leg" intersection, two railroad crossings, and has an adjacent school, so was not suitable for trucks. The potential to have trucks move on Crawford Street parallel to Jefferson Street (US 90) and then turn left on Madison does not relieve the issue of trucks around the courthouse. In addition, Crawford Street is a very narrow facility that would not be conducive to truck use.

Recommendation: Downtown Core Area

These proposed interim solutions to the truck traffic are not viable options for the variety of issues discussed above. The recommendation is for the Quincy and Gadsden County leaders to continue to lobby for the funding needed for the Quincy By-Pass in order for the new facility to be implemented.

An important element that must be considered along with the construction of the By-Pass is the implementation of land use and development regulations to ensure the By-Pass remains an effective and efficient transportation facility. These regulations will also ensure the continued viability of the downtown area and avoid the typical by-pass development and movement of businesses and activities away from the downtown area that so often occurs with the implementation of these types of facilities.

Recommendations: Bicycle and Pedestrian Connectivity

Multimodal connectivity needed between the identified activity centers within Quincy. These centers should be connected with bicycle facilities, which could include designated bike routes, bike lanes, shared use paths, and on-street designations, such as sharrows. Bicycle route designation signs and sharrows could be used in the downtown core area to alert motorists that there are bicyclists in the area. In addition, parallel routes to major facilities should also be explored for their designation as bicycle routes.

Pedestrian accommodations are also a critical element in the multimodal transportation network. Sidewalks that include pedestrian amenities, such as street lawns, shade trees, trash cans and other elements can foster use and make the experience more pleasant for the user. The appropriate type of pedestrian facilities should be determined to connect the various activity centers, as well as enhancements for existing facilities. In addition, the existing transit service and future service should be considered when prioritizing and implementing pedestrian and bicycle projects.

According to the *Comprehensive Plan* and from Public Involvement feedback at *Regional Mobility Plan* public meetings, residents desire more connectivity and alternative modes of transportation. The Downtown Core features a historic district with some retail, entertainment and public services. With the proper planning and implementation of bicycle racks and bicycle lanes, the Downtown Core could be accessed from various parts of Quincy by bike. In addition,

the recreational complex could be accessed by bicycle from the various schools located on MLK Boulevard or from South Atlanta Road, both of which have low less traffic volume, according to 2007 average annual daily traffic (AADT). The Wal-Mart activity center in the southern part of town would benefit greatly from bicycle access as well. Employees and visitors of the Pat Thomas Health Complex at Strong Road and Jefferson Street could also benefit from bicycle facilities to and from the Downtown Core. Bicycle facilities could provide users with greater flexibility as the transit shuttle only runs hourly.

Gadsden County will be developing a bicycle and pedestrian master plan and network connectivity and connectivity with transit should be closely assessed as part of this effort. Connections to and between the identified activity centers and residential areas should be the focus of the master plan.

Recommendations: Transit and Other Commuter Options
The preferred growth scenario developed as part of the Regional Mobility Plan identifies Quincy as one of the target growth areas for future development. While the transportation system is a critical component in the promotion and enhancement of multimodal mobility, associated land use policies must also be implemented to achieve the necessary development patterns to future transit service.

Ridesharing opportunities are an important element in the overall mobility of residents, including vanpooling and carpooling. Commuter Services of North Florida fills an important role through their ridesharing match program and the identification of viable park and ride locations for users. In addition, the agency, in cooperation with FDOT is offering a discounted vanpool program for residents in their service area. This program allows vanpool users to shoulder only about 40% of the total cost for the vanpool.

Promotional and educational efforts about the existing services and programs that can increase mobility for residents are an important element of the overall transportation strategy for Quincy. With this focus, combined with land use and development policies that increase the potential for future transit service, residents will have a variety of modal choices.

City of Midway
The City of Midway is dealing with several transportation-related issues and were assessed and addressed within the sector plan. Midway experiences significant truck traffic at the interchange area of US 90 and I-10 due to the presence of a major truck-stop facility adjacent to US 90 and the location of the industrial/business park, also accessed from US 90. In addition to the truck traffic, Midway has several significant residential areas that have only one entrance/exit point and no multimodal connectivity to near-by activity centers and services. The sector plan incorporated an operational assessment for the area near the US 90o/I-10 interchange and also developed recommendations to address the lack of multimodal connectivity. The following recommendations are structured to address the major issue areas identified in the needs analysis.

Recommendations: Residential and Multimodal Access
There are several large predominately residential areas that have been built and are anticipated to be developed in the city. These areas are primarily located south of I-10 and north of the CSX

railroad. These areas have limited connectivity to the overall transportation network, with a single entrance/exit as is typical in many suburban style residential developments. There is also little to no connectivity between residential developments, causing residents to access major transportation facilities for every trip. In addition, there is limited connectivity for residents to the city center area.

As noted above, there are no designated bicycle routes or facilities and no sidewalks within the city. The lack of facilities, particularly when combined with the households that lack access to a vehicle, show the critical need for the inclusion of multimodal facilities within the transportation network. These bicycle and pedestrian facilities are needed to connect residents to the city and governmental services, to employment centers, and to potential commuter transit facilities, such as park and ride lots for carpooling, vanpooling and/or future express bus routes. In addition, the inclusion of bicycle and pedestrian facilities, when combined with streetscapes, can provide the foundation for the identification and recognition of the city hall area as the city center.

While there is currently no local fixed transit service in the area, Commuter Services of North Florida, as mentioned above, coordinates with employers and work commuters to identify and utilize commute options that include a variety of mobility options, such as ridesharing (carpooling and vanpooling), public transit, bicycling, walking, and telework. The City and County should continue to support the opportunities for increased mobility through express bus and other ridesharing strategies. Identifying potential sites for park and ride facilities and ensuring multimodal connections to these facilities is an important element as the area continues to develop.

The following recommendations, which are not listed in any priority order, are specifically targeted to improving residential access and connectivity, as well as multimodal mobility options. In addition, the recommendations also include strategies to improve access to the city center and increase the identification of the area as city center.

1. Extend Shuler Road from its terminus north of the railroad across the railroad to link with M. L. King (SR 268) to provide a new access across the railroad for the large residential area that currently has only one entrance/exit to CR 270 north of SR 268.
2. Extend Sandy Pine Drive within the residential development to M. L. King (SR 268) to further distribute traffic from the subdivision over the railroad to SR 268.
3. Construct a new connector from Palmer Road (east of Bradwell Lane) over I-10 to tie with the road that provides access to the City Hall and CR 270 just south of US 90 to provide connectivity to existing public facilities and encourage the further development of the city center in the area around the City Hall. An alternative to crossing I-10 is to construct a relocated Palmer Road from near Bradwell Lane to connect with CR 270 just south of the I-10 grade separation.
4. Retrofit facilities with shared use paths which provide access for both pedestrian and bicycle users on M.L. King/High Bridge Road (SR 268) from Peters Road to Joyner Street.
5. Enhance CR 270 from M.L. King to US 90 to include sidewalks and streetscaping, providing the identification of the area as the city center and access to the area for residents.

6. It is also important to ensure connectivity between existing and new developments. These requirements can be included in the local development ordinances and regulations and can ensure the capability of residents making trips without having to access the major arterials.

Recommendations: Industrial/Commercial Access and Operations
The US 90 and I-10 interchange area includes the 10/90 industrial/commerce park on the north side of US 90. In addition to this center which includes a large amount of traffic, as well as heavy truck traffic, a major truck stop is located in the same vicinity on the south side of US 90.

The 10/90 park, similar to the residential development, has only one access point which is almost directly across from the truck stop access point. This configuration causes a concentration of the trucks in this small defined area, impacting both turning movements and straight through movements.

The recommendations below have been identified to improve the overall operation of the US 90/I-10 interchange area, as well as addressing the specific truck movements.

- Construct new access road from 10/90 park, either from Fortune Boulevard or from the interior of the park west, across Dupont Road to a new intersection with US 90, located at a minimum, 500 feet west of the current intersection with Dupont. Cul-de-sac Dupont Road south of the new Fortune Boulevard relocation.
- Build an entry gateway into the 10/90 commerce park at the relocated entrance.
- Route all exiting trucks westbound on US 90 through new entryway and eastbound trucks on US 90 or accessing I-10 use the Fortune Boulevard access point.
- Realign the west entrance to the truck stop with the new intersection of the relocated Fortune Boulevard

In addition to these specific recommendations for the interchange area, a comprehensive look at potential development along US 90 and access to that development should be undertaken. There is a large amount of undeveloped property that will become built at some point in the future. A plan for providing connectivity and access with possible frontage or backage roads to serve future development should be identified. Having an access management plan in effect prior to development will ensure the operational efficiency and safety of the facility, while providing the needed access to and for future development. In addition, having such a plan in place also identifies potential opportunities for public private partnerships in the provision of needed infrastructure as the future development is implemented.

City of Monticello
The City of Monticello sector plan, similar to Quincy, also focused on the multimodal connectivity within the downtown core area, as well as an assessment of the significant truck movements through the downtown area and around the courthouse square. In addition, the multimodal connectivity recommendations were developed in support of local economic development activities. The recommendations developed as a result of the detailed analysis are shown below.

Recommendations – Heavy Trucks
As found in Quincy, there is not a good existing alternative for trucks to bypass the downtown area. The parallel streets are either too narrow or residential in character to provide for efficient truck movements. The potential for a truck by-pass should be explored; however, should such a facility be built, it will be critical to maintain strict land use controls along the facility to preserve and maintain the capacity for the heavy vehicles. The disadvantage of providing such a by-pass is the potential for other travelers to utilize the facility rather than accessing the downtown area.

Recommendations – Economic Development
In order to take advantage of the existing resources, the City of Monticello and Jefferson County should team together in promoting the area as a bicycling destination. Local officials should work with the CRTPA as the Trails and Greenways Plan and the regional Bicycle Map are developed to ensure that both the trails and bicycle friendly routes in Jefferson County are adequately represented. Monticello, as the economic center of Jefferson County, will greatly benefit from the focus on attracting riders and the time they spend in the area. In addition, local officials should also work with state, regional, and local agencies to encourage the addition of paved shoulders on identified bicycle facilities in order to encourage riders from inside and outside the region.

Monticello's unique character and charm, when combined with the relatively low-volume roadways and outdoor recreational opportunities, could provide the springboard for Monticello and Jefferson County to become the bicycling "capital" of North Florida.

Crawfordville
Although unincorporated, Crawfordville is the urban center of Wakulla County. The major artery serving this area is US 319, which also is the major commuting route from Wakulla County into Leon County and the City of Tallahassee. US 319, is currently a two-lane facility that experiences significant levels of congestion, particularly in the Crawfordville area. In addition, there is a local initiative to enhance the character of Crawfordville, particularly along US 319. The sector plan for Crawfordville focused on the 3.3 mile section of US 319 from WalMart on the north to Council Moore Drive, just south of the courthouse on the south. The recommendations included access management strategies, as well as the incorporation of multimodal facilities. The recommendations divided the corridor study area into segments based on the character of the roadway and included potential typical sections for each segment.

Recommendations
The recommendations begin on the southern end of the sector study area and are focused on the downtown core area of Crawfordville. This section runs from Council Moore Drive to the channelized intersection at SR 61. As the downtown core section, the recommendations include a more urban configuration with narrower lanes, sidewalks and pedestrian amenities, along with appropriate streetscaping to foster a more walkable environment for those accessing the offices, businesses and commercial establishments within the area.

Moving north, the second section of the roadway runs from SR 61 to Dogwood Road. This section continues with the more downtown configuration of pedestrian amenities and appropriate streetscaping to help foster more pedestrian usage. In addition, the recommendations include the

implementation of a planted median to replace the center turn lane or flush median. This recommendation will increase the safety for both drivers and pedestrians.

The third section of US 319 runs from Dogwood to Wakulla Arran Road. This section becomes more suburban in character and also includes a center turn lane or flush median. The recommendations include replacing the center turn lane with a landscaped median. In addition, service roads along the corridor will provide access to the businesses and offices within this section and will reduce the restrictions on traffic flow by turning vehicles. In several instances, the beginning of the service road configuration is already evident. In addition, it is recommended that these service roads be "backage roads", rather than frontage roads. In addition, a shared use path for both pedestrians and bicyclists is recommended.

The next section of roadway runs from Wakulla Arran Road north to McAllister Road. The section continues with its more suburban character, although the center turn lane is not included in the existing cross section. The recommendations for this section are to continue with the service roads which will provide access to the buildings currently accessed directly from US 319, with these roads again being "backage" roads rather than frontage roads. As noted earlier, the beginnings of these service roads are evident, particularly in the newer developments which already have shared access points. The appropriate landscaping should continue, as well as the shared use path for pedestrians and bicyclists.

The northernmost section of the study area, runs from McAllister Road to Linzy Mill Road. This section continues the suburban character and feel and the center turn lane is resumed. The recommendations include the transition from the center turn lane to a planted, landscaped median with designated left turns. The service road configuration from the previous section continues to Ivan Church Road at the WalMart. In addition, the shared use path also continues in the section, providing a pleasant and safe facility for both pedestrians and bicyclists.

Multimodal Transportation District

The sector plan for the Multimodal Transportation District (MMTD) was developed in close coordination with the ongoing MMTD efforts and the Tallahassee-Leon County Planning Department.

Recommendations

The recommendations developed for this sector planning effort are focused on both the policy/coordination and implementation levels. The policy recommendations fall within the framework of the MMTD and are structured to enhance and promote bicycle, pedestrian and transit usage within the district and will be accomplished through continued and close coordination with other planning and implementation agencies.

Coordination

As can be seen from the Regional Mobility Plan projects, there is a heavy emphasis on providing for bicycles and pedestrians, with accessibility and connectivity to the transit system. The continued coordination with the CRTPA will be critical in the implementation of projects contained within the Regional Mobility Plan and will also be important in closing the remaining

system gaps. This close and continued coordination will also help maximize the dollars through potential cooperative efforts, appropriate project scheduling and implementation.

Coordination with StarMetro will also be crucial in identifying those additional projects that best serve the needs of the transit user and provide full connectivity to activity centers and destinations. This connectivity is one of the most important elements in promoting transit usage and as the transit system is modified or enhanced, this coordination will ensure these connections and accessibility to new or modified transit facilities are included.

Coordination with the other agencies responsible for development approval and implementation is also a critical element. Building on the newly created Community Code for the MMTD, development requirements for modal network connectivity are important to ensure continued access for bicyclists and pedestrians. In addition, the facility design requirements that ensure the modal facilities enhance and promote usage are also an important element. These components apply to both new developments within the district as well as retrofitting or replacing existing facilities.

Implementation

The primary focus of any planning effort should ultimately be on implementation. This focus is evident in the approval of the MMTD and the adoption of the Regional Mobility Plan and should be a continued priority. Although the MMTD area has many projects identified, there are still numerous gaps within the pedestrian system throughout the area, primarily in those sections outside of the central core.

Closing these network gaps coordinated with the transit service is should be the primary implementation goal. There are a number of facilities within the MMTD that do not have existing sidewalks and were not identified for a project within the Regional Mobility Plan Cost Feasible Plan. Many of these facilities are interior neighborhood streets and the recommended approach is to focus on those primary facilities providing the most direct access to the transit service.

III.3 Corridor Planning and Local Government Tools

The corridor planning effort of the *Regional Mobility Plan* describes corridor-based strategies for providing an appropriate level of accommodation for all four primary modes of travel (auto, bicycle, pedestrian, and transit) within roadway environments. These Multimodal Corridors and Strategies are found in Appendix E.

The recommendations are based on the purposes and functions that the respective corridor types will serve. Corridor strategies have been developed for four primary corridor types that are envisioned in the future regional character:

1) Urban arterial roadways located in or near a dense urban center;
2) Suburban arterial roadways;
3) Urban arterials roadways in a smaller outlying downtown area; and
4) Rural arterial roadways located between two urban nodes.

In each case, the corridor type's function within the preferred growth scenario is described, followed by a summary of typical existing conditions, future trends, and recommendations to help achieve the identified goals and objectives. Graphics are provided illustrating typical future roadway corridors and representative cross sections.

Finally, a section outlining a representative quantification of the "livability benefits" (e.g., mode shift, fuel savings, greenhouse gas reductions, increased "active transportation," and corresponding health care benefits) of each future corridor type is also included.

Recommendations: Urban Arterials (Dense Urban Center)

Pedestrian

- Full sidewalk coverage on both sides of the roadway should be included on all urban arterials to help achieve the desired function of these streets.
- Optimize the use of the right-of-way to create a sufficiently wide or landscaped buffer zone between the outside travel lane and the sidewalk.
- With high traffic volumes, on-street parking, which is common on roadways in dense urban settings, may provide additional perceived accommodation for pedestrians, and trees planted in the buffer zone can further enhance the sense of separation between the pedestrian and the parallel motor vehicle traffic.

Bicycle

- Utilize adjacent parallel routes that may be more suitable.
- Exclusive bicycle facilities (bike lanes, etc.) provide a high level of accommodation for a wide range of bicyclists unless traffic volumes and speeds are especially low.
- Roadway restriping projects (reduction in lane width; road diet) are common retrofits to better accommodate bicycling.
- Potential to use bus-bike hybrid lanes and bike boulevards.

Recommendation: Suburban Arterials

Pedestrian and Bicycle

- Recommendations prescribed for arterials in dense urban areas (e.g., sidewalks with maximum buffering, provision of bike lanes, increased transit service, and general optimization of available right of way) are also applicable and appropriate for suburban arterials.
- These recommendations enable more bicycle and pedestrian travel as trip lengths in suburban areas get shorter (while simultaneously accommodating longer distance auto travel that will still exist).
- Potential advantages of "Suburban Flex-Streetscape" design
    - Simultaneously accommodate all travel modes in a suburban environment
    - Create a more visually attractive roadway environment.
    - Cars exit the main thoroughfare onto parallel one-way land access streets that serve both transportation and aesthetic functions.

Recommendation: Rural Arterials

Pedestrian and Bicycle

- Sidewalks may be constructed along some sections of rural arterials, however, *in general* the overall infrequency of use suggests that sidewalk benefits are relatively low compared to their costs.[13]
- Paved shoulders have much greater financial feasibility and are specified in the FDOT typical section for four-lane rural collectors and arterials and this specification is also typically used by the region's local jurisdictions.
- Although paved shoulders do not provide the same level of accommodation to pedestrians as sidewalks that are separated from the roadway, they do allow the occasional pedestrian to travel on an even surface located outside of the general use travel lane.
- Paved shoulders can also provide a sufficient facility for many bicyclists in this rural setting, depending on traffic conditions.

Recommendation: Urban Arterials (Smaller Downtowns)

Pedestrian

- Pedestrian needs are paramount in small downtown settings, are generally met through the provision of sidewalks.
- Full sidewalk coverage on both sides of the roadway should help achieve the desired function of these streets.
- Optimize right-of-way to create a sufficiently wide buffer zone between the outside travel lane and the sidewalk, and to maximize the width of the sidewalk itself.
- If traffic volumes are relatively high, even the presence of a well-buffered sidewalk may not always provide a high level of accommodation (i.e., sense of safety or comfort) for pedestrians walking along the corridor.
- On-street parking, which is common on roadways in small downtown settings, may provide additional perceived accommodation.
- Presence of trees planted in the buffer zone can further enhance the sense of separation between the pedestrian and the parallel motor vehicle traffic.
- In the particular setting of small urban places that quickly transition to neighboring rural areas, sidewalks should continue throughout the transitioning area, after which intermittent sidewalks may be needed for school-related or transit-related access.

Bicycle

- Provision of good bicycling conditions improves access within downtown areas and offers connectivity to local destinations.
- All streets in small urban places are technically shared lanes that can be used by bicyclists, however, exclusive bicycle facilities (bike lanes, etc.) are needed to provide a high level of accommodation.
- Most rural arterial cross sections should include paved shoulders as they approach urban places.

[13] There are a number of exceptions to this general condition, among them school locations and other areas of concentrated activity.

- Efforts should be made to carry this delineated space through the suburban transition area and into the adjacent urban area (perhaps signed and marked as a designated bike lane) to provide facility continuity (and access to commercial destinations) for bicyclists.

Local Government Tools

The identification of growth centers throughout the region was an important component of the planning process and the development of the RMP. However, the implementation of these growth scenario parameters are controlled by the local land use planning agencies and local governmental development regulations and requirements. In an effort to provide local governments with potential implementation strategies, a set of potential local government tools, development incentives and disincentive, structured for targeting development was developed. These tools, which include possible development incentives and disincentives, as well as other strategies, provide a foundation for local governments to help direct future development and to achieve the full integration of land use with transportation. These Local Government Tools are found in Appendix F.

III.4 Trails Master Plan

In developing the Trails Master Plan, found in Appendix G, for the CRTPA region, the first step was to adequately inventory the existing bicycle and pedestrian facilities and conditions in the area to establish a baseline for future planning. Information about existing facilities has been gathered through the development of the RMP, from various sources, including Florida's Office of Greenways and Trails (OGT), the Florida Department of Transportation (FDOT), and each county and city within the region.

Tallahassee - St. Marks Historic Railroad Trail

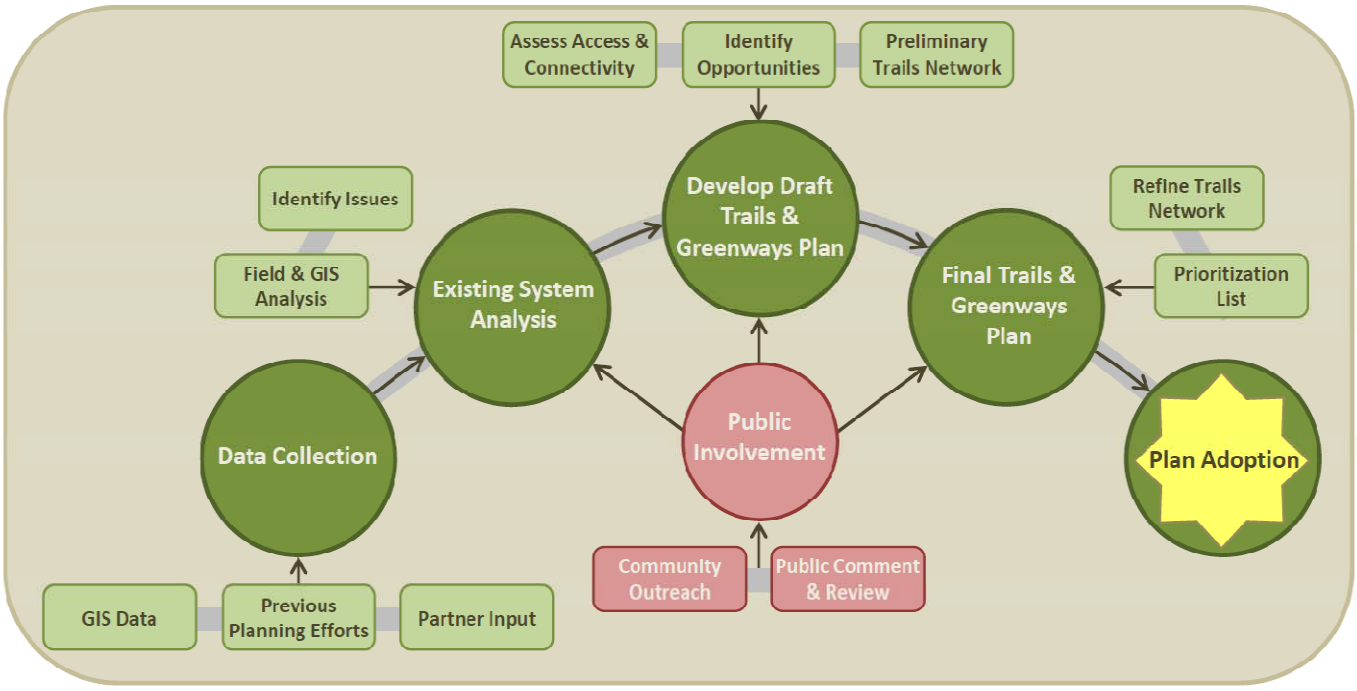
Throughout this Plan, the term "trail" is used to describe multiuse, hard surface facilities that are eight to 12 feet in width and serve a variety of purposes, including walking, jogging, bicycling, wheelchairs, and other non-motorized used. Additional trails with other uses, such as hiking and all-terrain vehicle (ATV) usage, are present in the region, but for the purposes of this Plan are recognized as connections to the primary trail network and/or recreational opportunities. A trail may have its own independent right of way, or may be part of an existing road or street right of way or utility easement. Sidewalks are typically five to six feet in width and are not considered part of the primary multiuse trail network.

Goals are important to the plan development process to not only help guide the study, but also to help develop and then prioritize recommended trail projects. The specific goals for the CRTPA Trails Master Plan are shaped by the goals established in the RMP.

Building upon the RMP goals, the goals for the Trails Master Plan include:

- Develop a safe and interconnected regional network of trail facilities that link destinations and people, locally and regionally.
- Improve quality of life in the CRTPA Region by developing a trail network designed to expand and encourage alternative transportation and active recreation.
- Develop a system with safety as a chief concern by:
    - Minimizing vehicular crossing as best as possible;
    - Maximizing separation between roads and trails; and
    - Maximizing visibility and warning signage where vehicles and trails intersect.

In developing a trails and greenways system, it is important to realize the effects that three elements - land use, mobility and safety - have on the development of an effective and accessible bicycle and pedestrian system. In addition, the assessment must identify "service areas" and use connectivity between these service areas as the founding principles for developing a solid bicycle and pedestrian access system. Service areas for the purpose of this assessment and for use in developing a regional trails and greenways network are defined by the areas where citizens live, work, play, and learn. The assessment of the elements of land use, mobility, and safety against the service areas of live, work, play, and learn from the trail network development model. The graphic below illustrates the progression of the development of the Trails Master Plan for the CRTPA region.



After the completion of the Existing Conditions, also found in Appendix G, the draft Trails Master Plan was developed and further refined through:

- Identification of issues and opportunities in the region;

- Analysis of access and connectivity to regional destinations and other potential connections, such as schools, parks, transit, community amenities, and other locations that offer educational, historical, and natural history opportunities;
- Development of a preliminary trails and greenways network; and
- Public involvement activities for citizens to review existing and planned facilities, provide input and suggestions on the proposed network, and review the proposed regional network.

The Plan was further refined based upon community and stakeholder input. This input was obtained through the coordination with existing trail users, groups and agencies, through surveys, and a public workshop held on January 19, 2011 and a preliminary prioritization list developed for more in-depth future assessments. A second public workshop was held on February 16, 2011 to review, obtain comments for further refinement, and finalizing the network and projects. Finally, the Trails Master Plan was presented to and adopted by the CRTPA Board at their meeting on March 21, 2011. Once adopted, the identified trail projects were incorporated into the overall RMP Cost Feasible Plan.

IV. Financial Analysis

"Improvement usually means doing something that we have never done before"

-Shigeo Shingo

The financial resources element is a critical part of the development of the CRTPA 2035 Regional Mobility Plan. The CRTPA Financial Resources document, found in Appendix H, provides the financial information necessary to develop an affordable list of projects from the Needs Plan and ultimately, a list of cost feasible projects for inclusion in the 2035 Cost Feasible Plan. The document contains an analysis of the existing and potential revenue sources for transportation, as well as the projection of these resources to the Year 2035. These projections are based on expected growth and inflation through the horizon year of 2035.

The document provides the financial information needed to develop the Cost Feasible Plan that includes projects identified in five year cost bands, including Year 2016-2020, 2021- 2025, 2026-2030 and 2031-2035. The Cost Feasible Plan serves as an implementation guide for local policy and decision makers. The Transportation Improvement Program (TIP) incorporates the projects for the first five years of the planning period (2011-2015) and was considered fixed in the development of the Cost Feasible Plan. Also included in the financial resources document is a summary of each traditional and non-traditional revenue sources.

Revenues

Federal and state revenue sources traditionally make up the largest share of transportation funding for projects. The Florida Department of Transportation (FDOT) provided much of the information. In addition to FDOT, the Local Government Financial Information Handbook, August 2009, published by the Florida Department of Revenue and Florida's Transportation Tax Sources, A Primer, January 2010, published by FDOT, are the primary sources of information.