





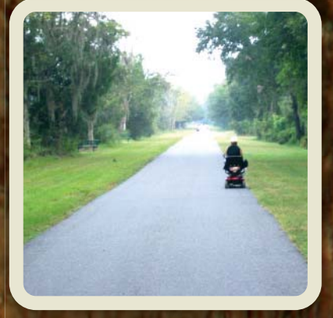

Capital City to the Sea Trails

CONNECTING PEOPLE AND PLACES

Master Plan

March 2014

Capital Region Transportation Planning Agency
CRTPA

Kimley-Horn and Associates, Inc.

CONNECTING PEOPLE AND PLACES

Capital City to the Sea Trails

The project team would like to thank everyone who contributed to the development of this Master Plan, including the following entities:

Additionally, the following entities were involved in the development of this Master Plan:

- *City of Sopchoppy*
- *Big Bend Transit*
- *Apalachicola National Forest*
- *Florida Agency for Persons with Disabilities*
- *Apalachee Regional Planning Council*
- *Florida Disabled Outdoors Association*
- *Commuter Services of North Florida*
- *Florida Fish and Wildlife Conservation Commission*
- *Gulf Winds Triathletes*
- *Waterfronts Florida*
- *Tallahassee Museum*
- *Higher Ground Bicycle Company*
- *Sunshine Cycles*
- *Inovia*
- *Florida Greenways and Trails Foundation*
- *Florida State University Bicycle and Pedestrian Committee*
- *Visit Tallahassee*
- *Big Bend Scenic Byway CME*
- *Wakulla Historical Society*
- *Florida A&M University*
- *Bike, Eat, Shop Tallahassee - BEST*
- *TallahasseeTrails.com*
- *WFSUTV*
- *Florida State Dog Hunter's Association*
- *Gulf Specimen Marine Lab*
- *Ochlockonee Bay Alliance*

The Capital City to the Sea Trails Master Plan

Was Prepared For
CAPITAL REGION TRANSPORTATION PLANNING AGENCY

Capital Region
Transportation Planning Agency
CRTPA

By
KIMLEY-HORN AND ASSOCIATES, INC.

Kimley-Horn and Associates, Inc.

With assistance from
AMEC, ATKINS, and SEIDLER PRODUCTIONS

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ATKINS

Seidler PRODUCTIONS

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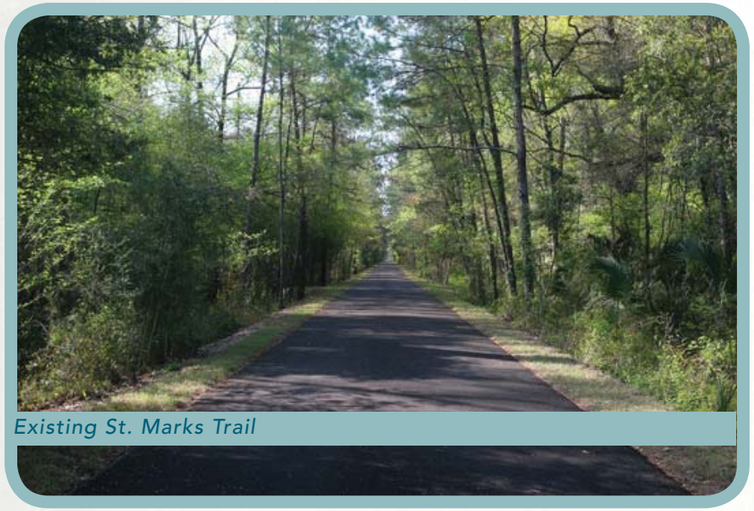
INTRODUCTION and PURPOSE

INTRODUCTION

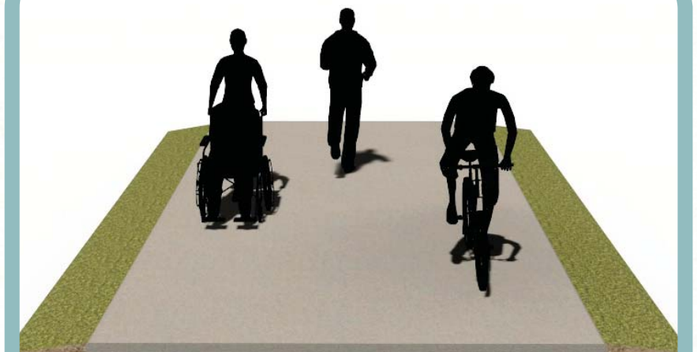
The Capital City to the Sea Trails (CC2ST) project is envisioned to be a series of shared-use paths (paved multi-use trails) that will connect various areas from Capital Cascades Park in the City of Tallahassee and extend all the way to the Gulf Coast. The trails are intended to provide better connectivity and mobility for residents and visitors traveling throughout Leon and Wakulla counties, and may eventually include Franklin, Gadsden, and Jefferson counties. CC2ST is envisioned to include the existing Tallahassee-St. Marks Historic Railroad State Trail; the abandoned Georgia, Florida & Alabama (GF&A) Railroad corridor; U.S. 98; and Ochlockonee Bay Trail, which is a funded project that is currently under construction.

CC2ST will be constructed as shared-use paths that will provide convenient transportation and recreation for many user types. The trails will be designed to have a minimum width of 12 feet to allow for movement in two directions and to accommodate the occasional maintenance vehicle. The trail design will allow for access to local streets, parks, and other facilities, and will minimize driveway cuts and roadways crossings to the extent possible.



Existing St. Marks Trail

Due to the extent of the CC2ST network detailed in this Master Plan, the project will be implemented over a multi-year planning horizon, based on the availability of funding. The adoption of this Master Plan coincides with the beginning of Project Development and Environment (PD&E) studies for a portion of the CC2ST network. Design, permitting, and construction will be phased based on funding following the PD&E studies.

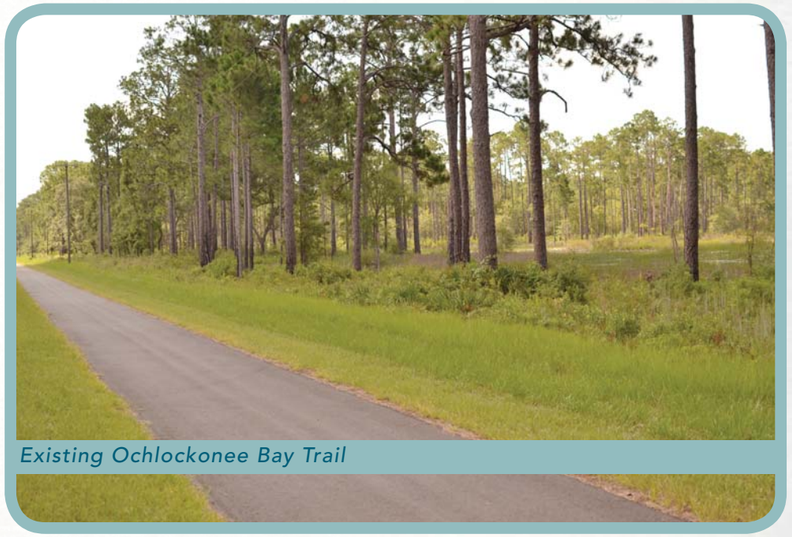


Conceptual CC2ST Shared-Use Path

PURPOSE

The purpose of this Master Plan is to document various aspects of the project, including the public involvement activities and the final project recommendations. This Master Plan includes a phasing plan that communicates the desired order of segment implementation and details the process for implementation, and discusses the roles and responsibilities of various agencies and departments. Milestones are identified and implementation performance measures are included so that implementation progress can be tracked over time.

To support the completion of the PD&E documentation that satisfies the requirements of the National Environmental Policy Act (NEPA), this Master Plan defines the priority order and extent for the trail segments.



Existing Ochlockonee Bay Trail

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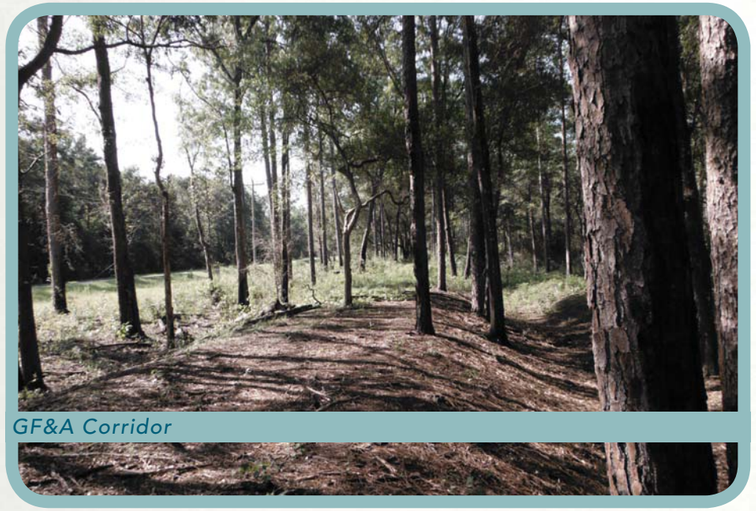
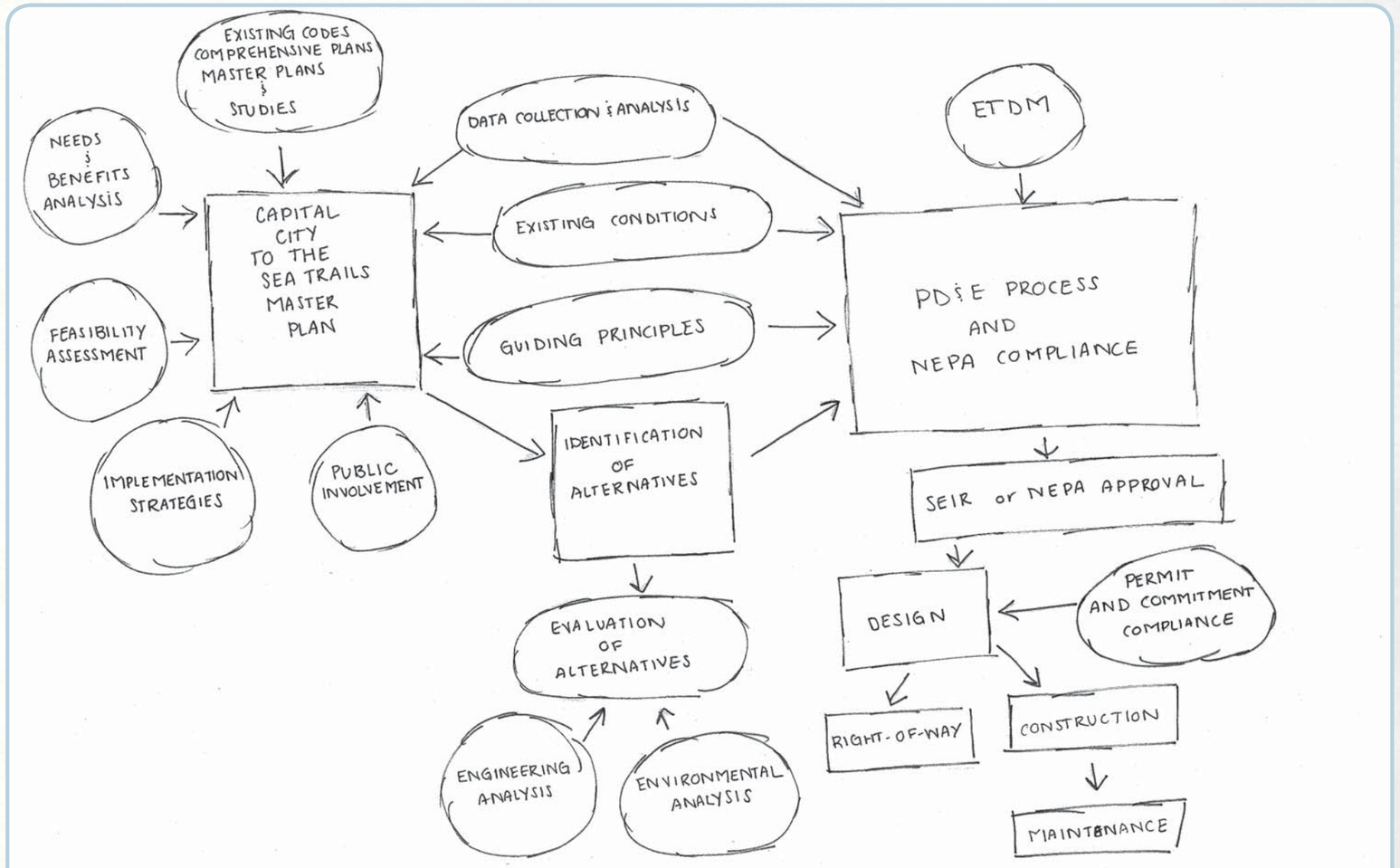
THE PLANNING PROCESS

Given the size and diversity of the project study area and the numerous agencies, organizations, advocates, and individual stakeholders involved, the development of this Capital City to the Sea Trails Master Plan involved a comprehensive planning process. This planning process included a review of existing conditions and information, data collection and analysis, establishment of guiding principles and evaluation criteria, multifaceted public participation, evaluation and analysis of alternatives, creation of performance measures, estimates of project costs, and identification of an implementation strategy and funding options as seen in ***Figure 1***.



GF&A Corridor

FIGURE 1: MASTER PLAN WITH VARIOUS COMPONENTS



PROJECT GOAL AND GUIDING PRINCIPLES

Associated with the Project Goal, a series of Guiding Principles was developed through a cooperative effort between the project's stakeholders, the public, and the project team, and was presented to the public during the first public workshops in Leon County and in Wakulla County. Based on public input, the Guiding Principles were refined. The Project Goal and associated Guiding Principles that were developed for the Master Plan will carry forward as part of the Project Development and Environment (PD&E) studies.

The following Guiding Principles were established to guide decisions in the development of the Capital City to the Sea Trails project:

- Connect People and Places
- Improve Quality of Life
- Improve Connectivity*
- Provide Opportunities for Sustainable Economic Growth
- Increase Awareness of the Capital Region
- Minimize Environmental Impacts
- Develop a Maintainable Network
- Improve Safety
- Include Public Participation
- Develop Strategic Partnerships

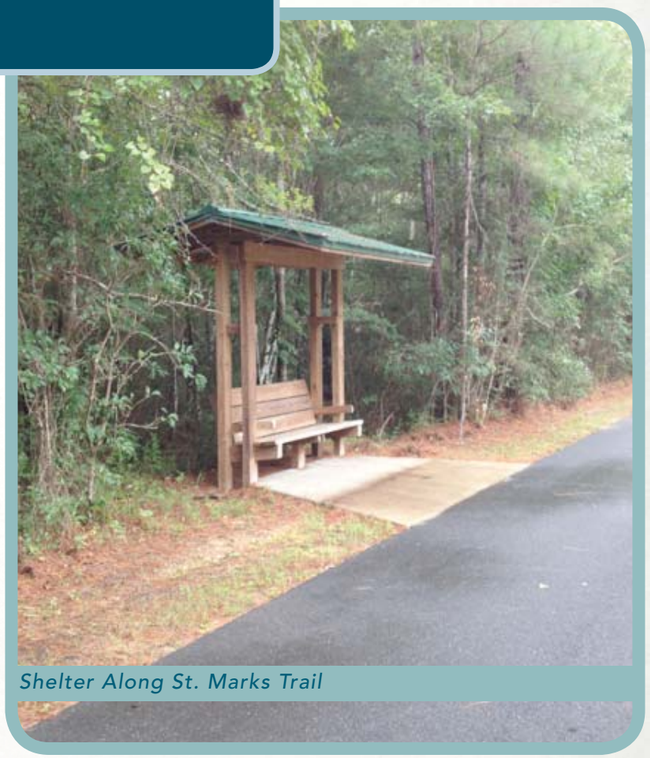
*All facilities will be developed according to current applicable State and Federal design standards with the goal of providing universal accessibility

Project Goal:

Develop a series of shared-use paths that connect various areas from Capital Cascades Park in the City of Tallahassee all the way to the sea.



Old GF&A Rail Corridor

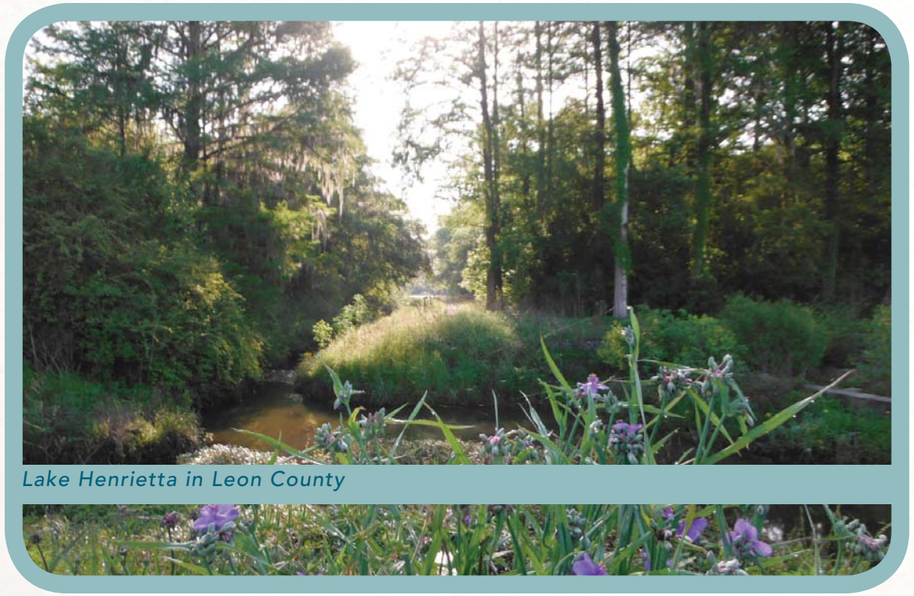


Shelter Along St. Marks Trail

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

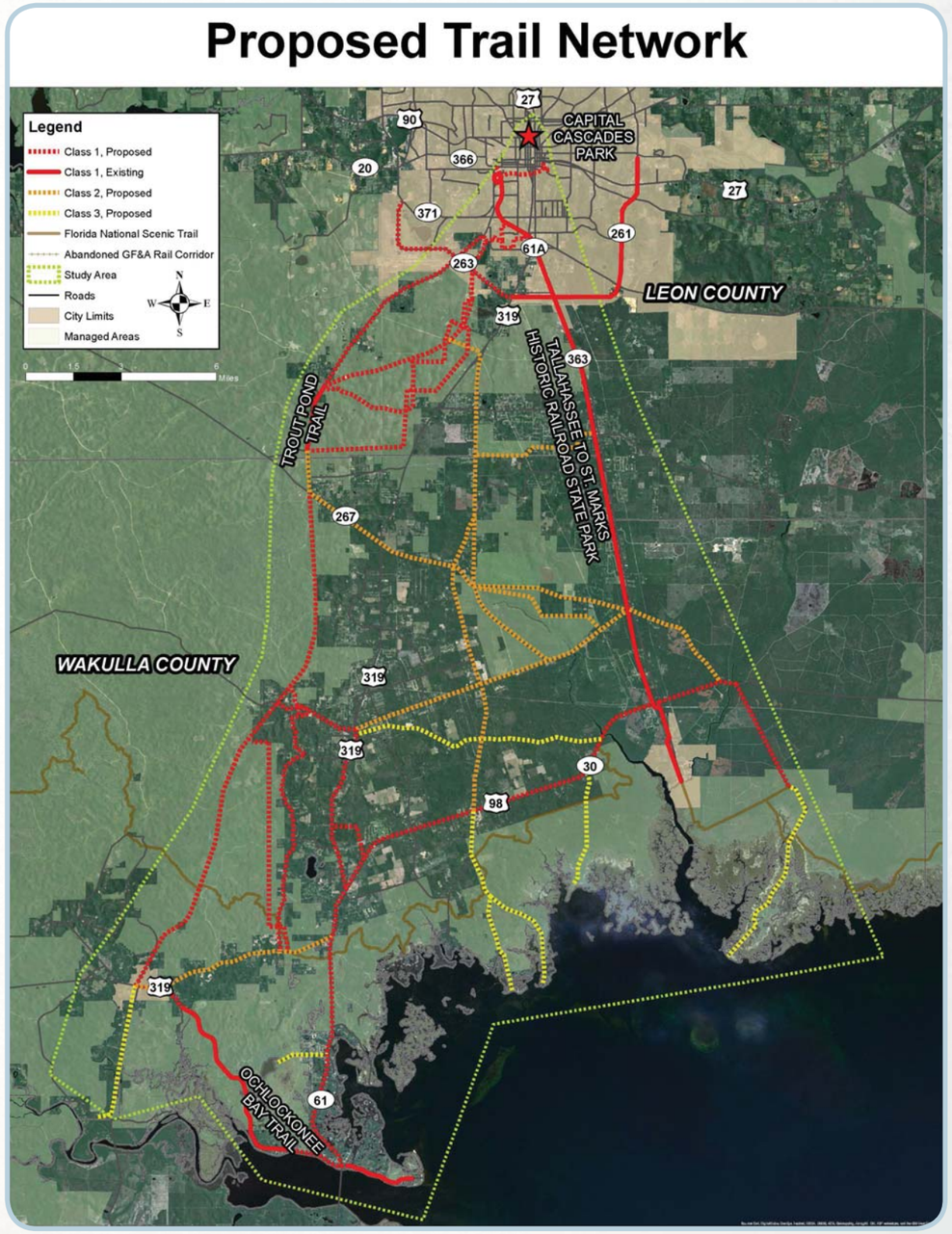
STUDY AREA

The Capital City to the Sea Trails study area includes portions of Leon and Wakulla counties, connecting the State Capital to the City of Sopchoppy and the Gulf Coast. The study area also includes Capital Cascades Park, the Tallahassee to St. Marks Historic Railroad State Trail, and the Ochlockonee Bay Trail. Although not a part of this Master Plan, it is anticipated that the CC2ST Trail Network will eventually extend to Franklin, Gadsden, and Jefferson counties. The project study area is shown in ***Figure 2.***



Lake Henrietta in Leon County

FIGURE 2: CC2ST PROJECT STUDY AREA MAP



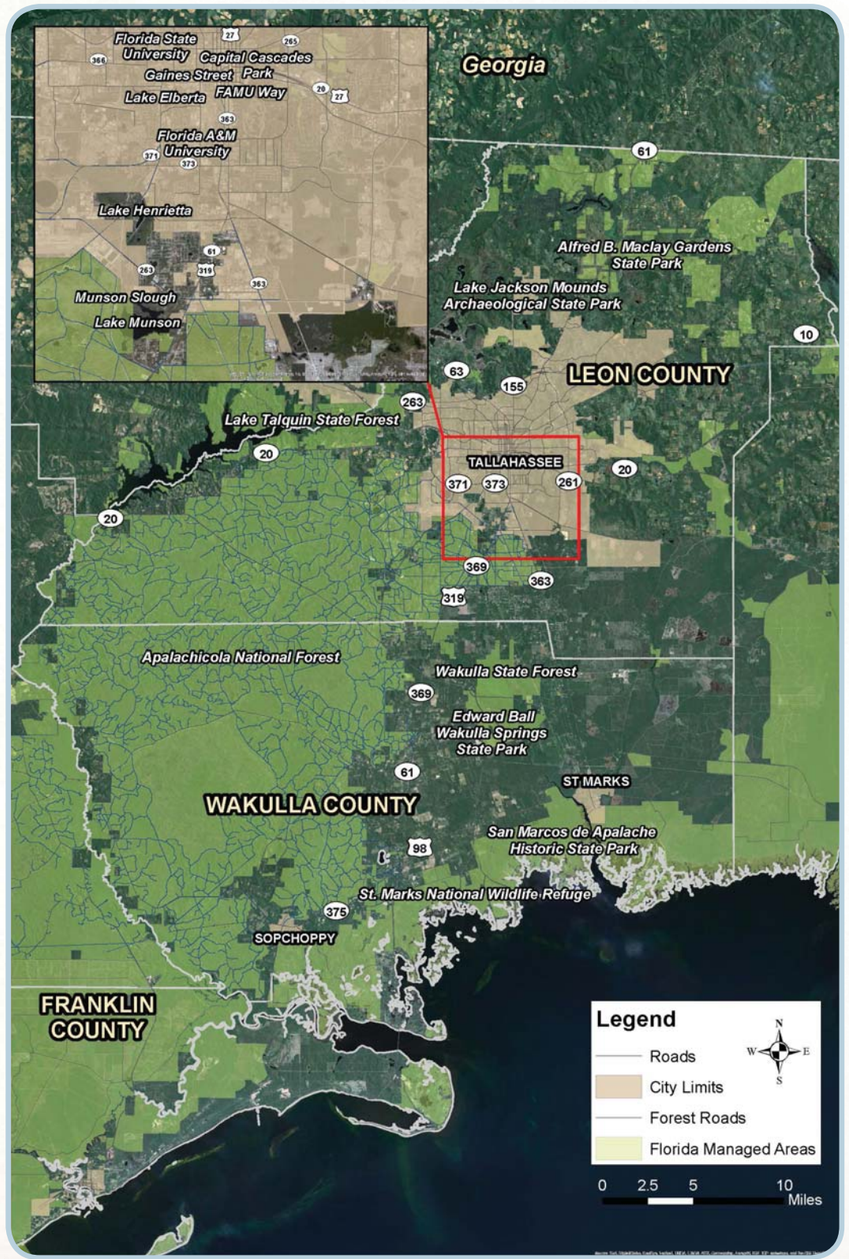
EXISTING CONDITIONS

GEOGRAPHY

LEON COUNTY

Leon County is 702 square miles and is bounded by the State of Georgia to the north, Wakulla County to the south, Jefferson County to the east, and Gadsden County to the west. The northern portion of the County is characterized by rolling and wooded hills, with the highest elevation of 280 feet, while the southern portion is characterized by piney flat lands and karst features. The County has over 100,000 acres of conservation lands and open space, including the Apalachicola National Forest, Lake Talquin State Forest, Woodville State Forest, historical Indian Mounds, the San Luis Mission, Maclay Gardens State Park, numerous award winning Tallahassee and Leon County parks, conservation easements held by the Redhills Conservation Associations, and private plantations. An equestrian campground and additional trails are planned for Lake Talquin State Forest on the existing trail system. The County is laced with over 200 miles of trails, ranging from single track to off-highway vehicle trails to paved multi-use trails. The Capital Circle shared-use path, located along Capital Circle Southeast between Crawfordville Road and Hill Lane (just south of Apalachee Parkway), where it turns into an un-buffered sidewalk, is currently being extended along Capital Circle Southwest to Orange Avenue. There are no trailheads located along this shared-use path. The Munson Hills Off-Road Bicycle Trail is also located in Leon County and can be accessed by the Major Trailhead along the Tallahassee – St. Marks Historic Railroad State Trail. The planned Capital Cascades Trail and the recently constructed FAMU Way offer trails in more urban parts of Tallahassee.

FIGURE 3: MAP OF LEON AND WAKULLA FEATURES AND MANAGED LANDS



WAKULLA COUNTY

The majority of the CC2ST study area is located within Wakulla County. This 606-square-mile coastal county is located directly south of Leon County in Florida's Big Bend Region, and offers a variety of natural, cultural, historical, and scenic resources to its residents and visitors. Approximately 238,943 acres of Wakulla County are considered conservation land and open space, including the St. Marks National Wildlife Refuge, Apalachicola National Forest, Wakulla State Forest, Edward Ball Wakulla Springs State Park, San Marcos de Apalache Historic State Park, numerous local parks, and various other managed lands. Two incorporated cities, St. Marks and Sopchoppy, are located within Wakulla County, as well as various unincorporated communities such as Crawfordville, which is the County seat, Newport, Medart, Shell Point, Smith Creek, and Panacea. Wakulla County is home to both the nationally-designated Big Bend Scenic Byway and the Tallahassee-St. Marks Historic Railroad State Trail. The Tallahassee-St. Marks Historic Railroad State Trail is the largest existing shared-use path that connects Leon and Wakulla counties. The St. Marks Trail has two trailheads which include parking, restrooms, water fountains, mountain bike wash stations, and other amenities. There are no interstate highways in Wakulla County, though several major routes pass through, including U.S. Route 98 (Coastal Highway) and U.S. Route 319 (Crawfordville Highway). Other significant roads in the County include S.R. 267 (Bloxham Cutoff Road), S.R. 363 (Woodville Highway), and C.R. 365 (Spring Creek Highway). ***Figure 3*** shows the key features and managed lands in Leon and Wakulla County.

SIGNIFICANT COMMUNITY FEATURES AND EVENTS

LEON COUNTY

Each year, the City of Tallahassee holds the Tallahassee Winter Festival and Springtime Tallahassee, two popular events for people all over the region to attend. Other events in Leon County include homecoming parades and activities for Florida State University and Florida A&M University, a Veterans Day Parade, monthly First Fridays, and Downtown Get Downs before each FSU home football game. The City is also host each year to the prestigious Red Hills Horse Trials (a national and Olympic equestrian qualifier).

WAKULLA COUNTY

Wakulla County also hosts a variety of unique festivals and events, such as the Blue Crab Festival, Stone Crab Festival, Mighty Mullet Maritime Festival, Monarch Butterfly Festival, Wakulla Wildlife Festival, and the Worm Gruntin' Festival. Two of the region's primary natural attractions are found in Wakulla County, Apalachicola National Park and Wakulla Springs, which is one of the world's largest freshwater springs. Other natural attractions include St. Marks National Wildlife Refuge, St. Marks Lighthouse, Ochlockonee River State Park, and Fort San Marcos De Apalache.

DEMOGRAPHICS

LEON COUNTY

As of 2012, Leon County's population was 277,670. The County has the highest average education level per capita in the state, and is home to three institutions of higher education: Florida State University, Florida A&M University, and Tallahassee Community College. Leon County contains 21 unincorporated communities that range in size from just a few households to the larger community of Woodville. The only incorporated city in the County is the City of Tallahassee, which is both the state capital and the county seat.

WAKULLA COUNTY

Wakulla County's population was 30,771 in 2012. The unincorporated community of Crawfordville is the County seat and has the highest population density of all communities in the county. Wakulla County is located centrally in the Panhandle of Florida, bordered to the north by Leon County, to the east by Jefferson County, to the west by Liberty and Franklin counties, and to the south by the Gulf of Mexico. The County's jurisdictional area consists of 388,288 predominately rural acres or 606.7 square miles.

Commute To Work

As the populations of Leon County and Wakulla County continue to increase, and as the current driving-age portion of the population rises, the demand for alternative modes of transportation may increase. Also, public transportation is not available for commuters in Wakulla County heading to work; the development of new trails may become useful to those residents who would have taken public transit if it were available. It is also important to note that there are many commuters who work in Leon County but live in Wakulla County. CC2ST will provide residents with new trails, which can be used to commute by walking, bicycling, rollerblading, or other non-vehicular modes of transportation.

LEON COUNTY

According to the 2008-2012 American Community Survey Five-Year Estimates, over 81 percent of Leon County residents over the age of 16 drove alone to work, 10 percent carpooled to work, 1.5 percent took some form of public transportation besides a taxi, 2.3 percent walked, 3.2 percent worked at home, and 0.6 percent used some "other" form of transportation such as bicycling ***(Figure 4)***.

WAKULLA COUNTY

In Wakulla County, 81 percent of residents over the age of 16 drove alone to work, 13.9 percent carpooled to work, one percent walked, 2.6 percent worked at home, and 0.4 percent used some "other" form of transportation such as bicycling ***(Figure 5)***. Wakulla County does not currently have public transportation available as a means of traveling to work.

FIGURE 4: LEON COUNTY RESIDENTS' COMMUTES TO WORK

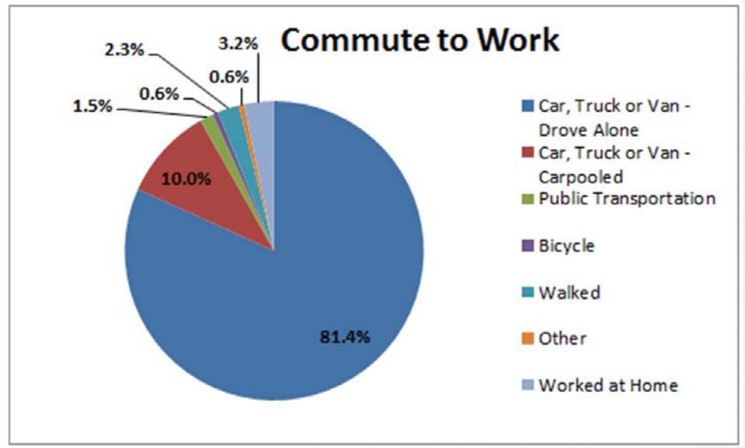
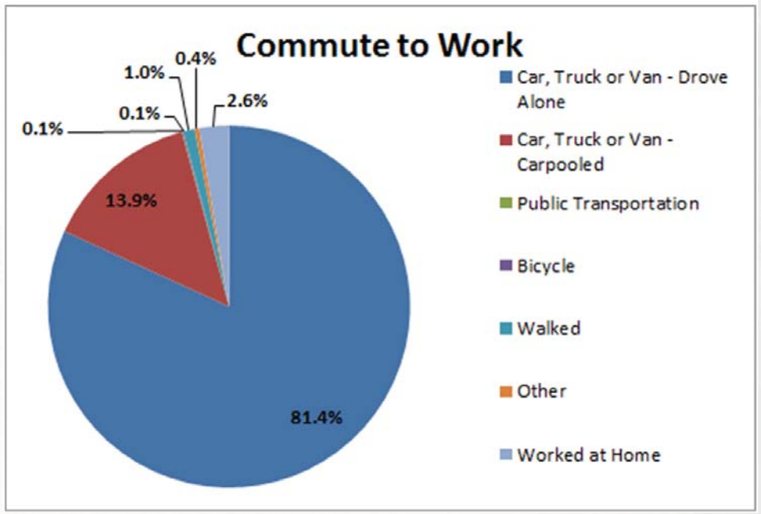


FIGURE 5: WAKULLA COUNTY RESIDENTS' COMMUTES TO WORK



EXISTING CONDITIONS

RACE DISTRIBUTION

LEON COUNTY

According to the 2008-2012 American Community Survey Five-Year Estimates, 63 percent of Leon County residents are white alone, 30 percent are black or African American alone, three percent are Asian alone, two percent are two or more races, and one percent is another race. ***Figure 6*** below shows the race distribution of Leon County residents.

WAKULLA COUNTY

Over 80 percent of Wakulla County's population is white alone, 14 percent is black or African American alone, two percent is comprised of two races or more, and one percent is Asian alone ***(Figure 7).***



Wakulla County Senior Citizens Center

FIGURE 6: LEON COUNTY RESIDENTS' RACE DISTRIBUTION

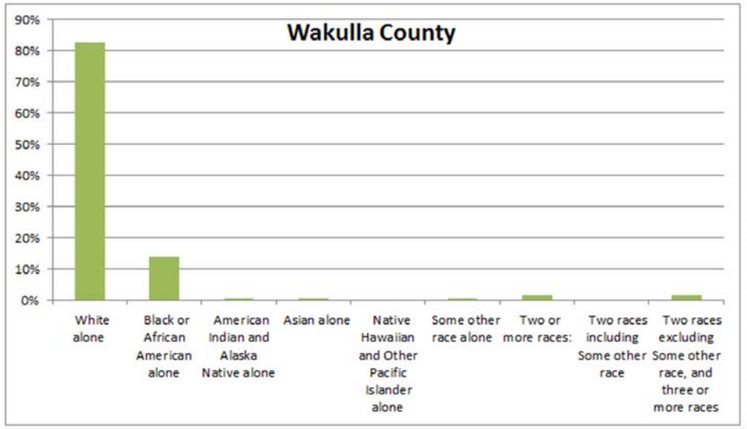
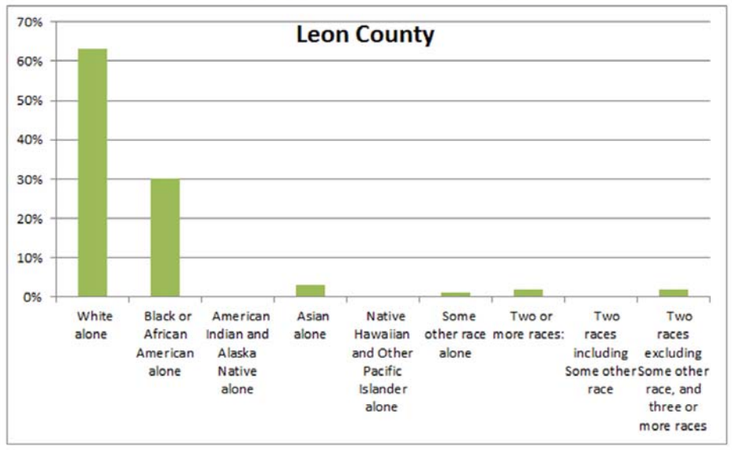


FIGURE 7: WAKULLA COUNTY RESIDENTS' RACE DISTRIBUTION



AGE DISTRIBUTION

LEON COUNTY

According to the 2008-2012 American Community Survey Five-Year Estimates, 16 percent of Leon County's population are below the age of 14, 75 percent are between the ages of 15 and 64, and 10 percent are over the age of 65 (***Figure 8***). The under 14 and over 65 age brackets are relevant to the CC2ST Master Plan, because this shows the percentage of residents who are currently under the legal driving age and the age when some people may decide to use alternate forms of transportation because of reduced abilities. Of the 16 percent below the age of 14, five percent will likely be able to drive within the next five years. Those individuals in the 65 or above age bracket may experience a greater need for transportation options beyond personal cars.

WAKULLA COUNTY

In Wakulla County, 18 percent of the population are under the age of 14 and 11 percent are over the age of 65 (***Figure 9***). Of those residents in the "14 or below" age category, close to eight percent will be able to drive in the next five years and it will be important to think about future transportation needs. In addition, residents over the age of 65 may experience a greater need for transportation options beyond personal vehicles more than other age groups. The remainder of Wakulla County's population (71 percent) is within the prime driving age range, but will also benefit from alternate transportation options. CC2ST serves as one means to plan for these future demographic adjustments by providing for non-vehicular means of transportation.

FIGURE 8: LEON COUNTY AGE DISTRIBUTION

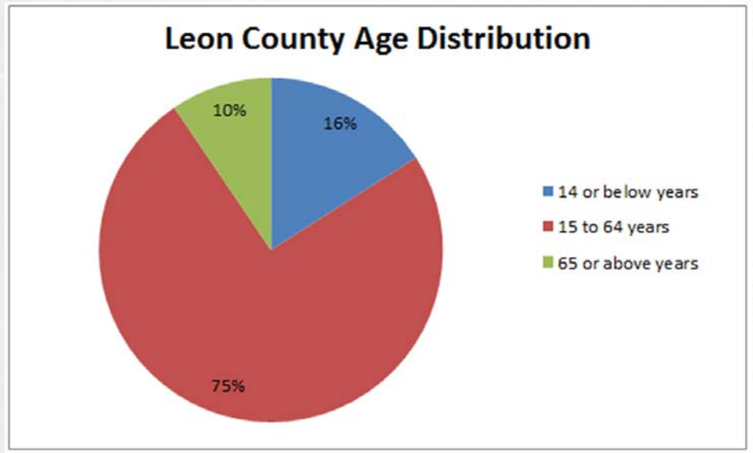
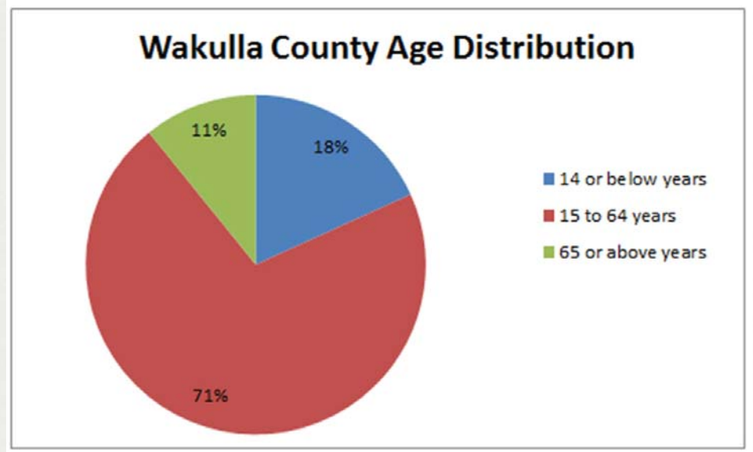


FIGURE 9: WAKULLA COUNTY AGE DISTRIBUTION



MEAN INCOME

The American Community Survey uses the following definitions to classify population variables:

Household: includes all the people who occupy a housing unit.

Non-Family Household: Householder living alone or with non-relatives only.

Married-Coupled Family: A family in which the householder and his or her spouse are listed as members of the same household.

Family Household: A family consists of a householder and one or more other people living in the same household who are related to the householder by birth, marriage, or adoption.

LEON COUNTY

According to the 2008-2012 American Community Survey Five-Year Estimates, the mean income over the past twelve months for Leon County was $37,826 for non-family households, $106,139 for married-couple families, $85,535 for families, and $64,943 for households. This is shown in *Figure 10.*

WAKULLA COUNTY

The mean income for Wakulla County residents over the past twelve months was $46,082 for non-family households, $70,172 for families, and $63,415 for households ***(Figure 11)***. There was no available data for married-couple families in Wakulla County.

FIGURE 10: LEON COUNTY MEAN INCOME

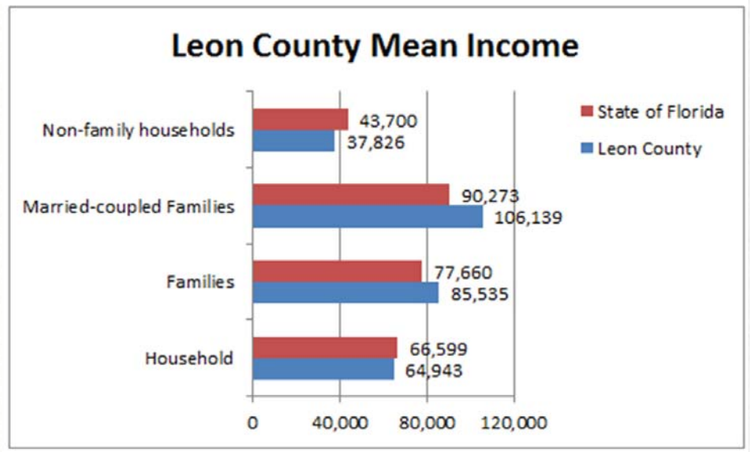
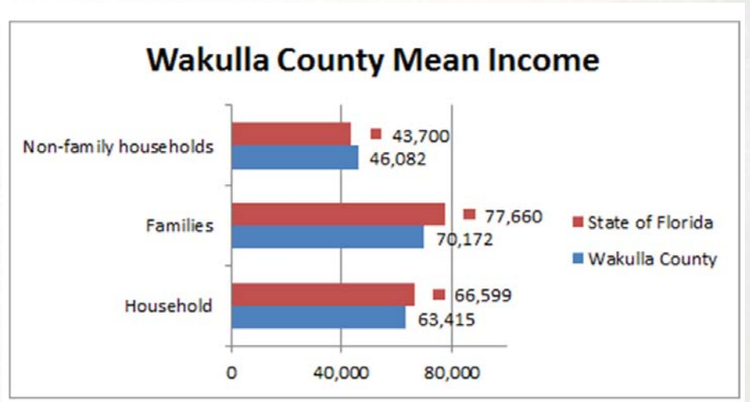


FIGURE 11: WAKULLA COUNTY MEAN INCOME



EXISTING CONDITIONS

POPULATION PROJECTIONS

LEON COUNTY

According to the Bureau of Economic and Business Research (BEBR), the 2012 population estimate for Leon County is 277,670 (***Figure 12***). The 2020 population projection is 298,400 and the 2030 population projection is 322,900. Based on this, the population for Leon County is projected to increase over the next 17 years by almost 45,000 people.

WAKULLA COUNTY

The current 2012 BEBR population estimate for Wakulla County is 30,771 (***Figure 13***). The 2020 population projection is 34,800 and the 2030 population projection is 39,800. Based on this, Wakulla County's population is estimated to increase over the next two decades by adding close to 10,000 people.

FIGURE 12: LEON COUNTY POPULATION PROJECTIONS

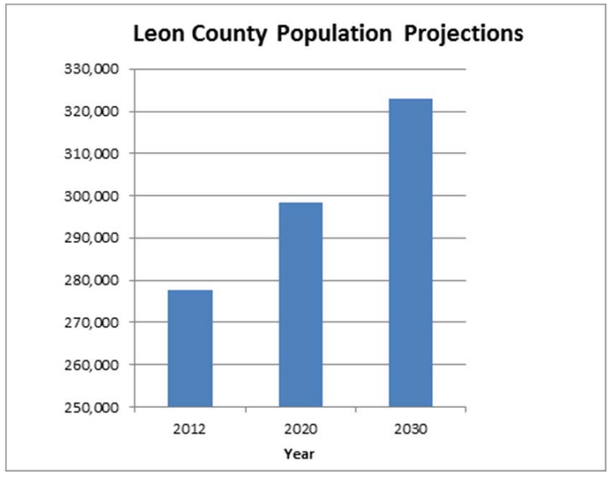
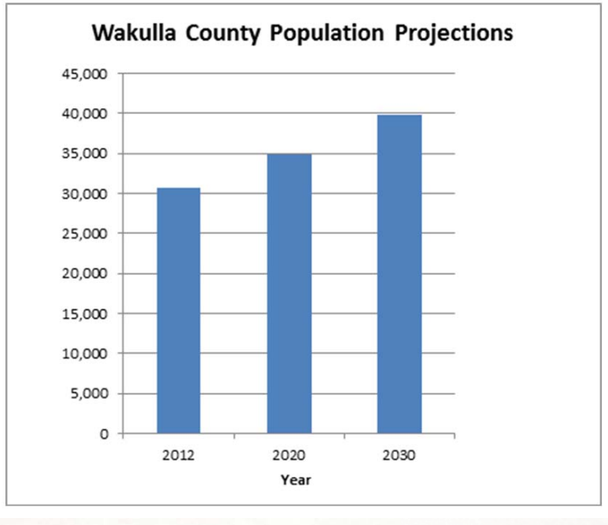


FIGURE 13: WAKULLA COUNTY POPULATION PROJECTIONS



SUMMARY OF EXISTING CONDITIONS

An assessment of the existing conditions and population projections in the CC2ST study area indicates that there are sectors of the population that currently rely on alternative modes of transportation. There are also numerous destinations and recreational opportunities in the study area. As the population of both counties increases, there will be a larger demand for connectivity for both transportation options and recreational options. CC2ST will provide transportation trails for a variety of user types, and will be able to provide more safe and environmentally conscientious options for travel, as well as recreational opportunities, to support health and quality of life.



Cyclist Along U.S. 319

COORDINATION WITH CURRENT PROJECTS AND EXISTING PLANS

During the development of this CC2ST Master Plan, current project initiatives, existing plans, and reports for both Leon County and Wakulla County were reviewed and assessed. Current projects and planned facilities were considered during the development of project recommendations to promote consistency. Recommendations included in those documents are included and referenced in this plan, where appropriate.

CURRENT PROJECTS

Current Projects in Leon County

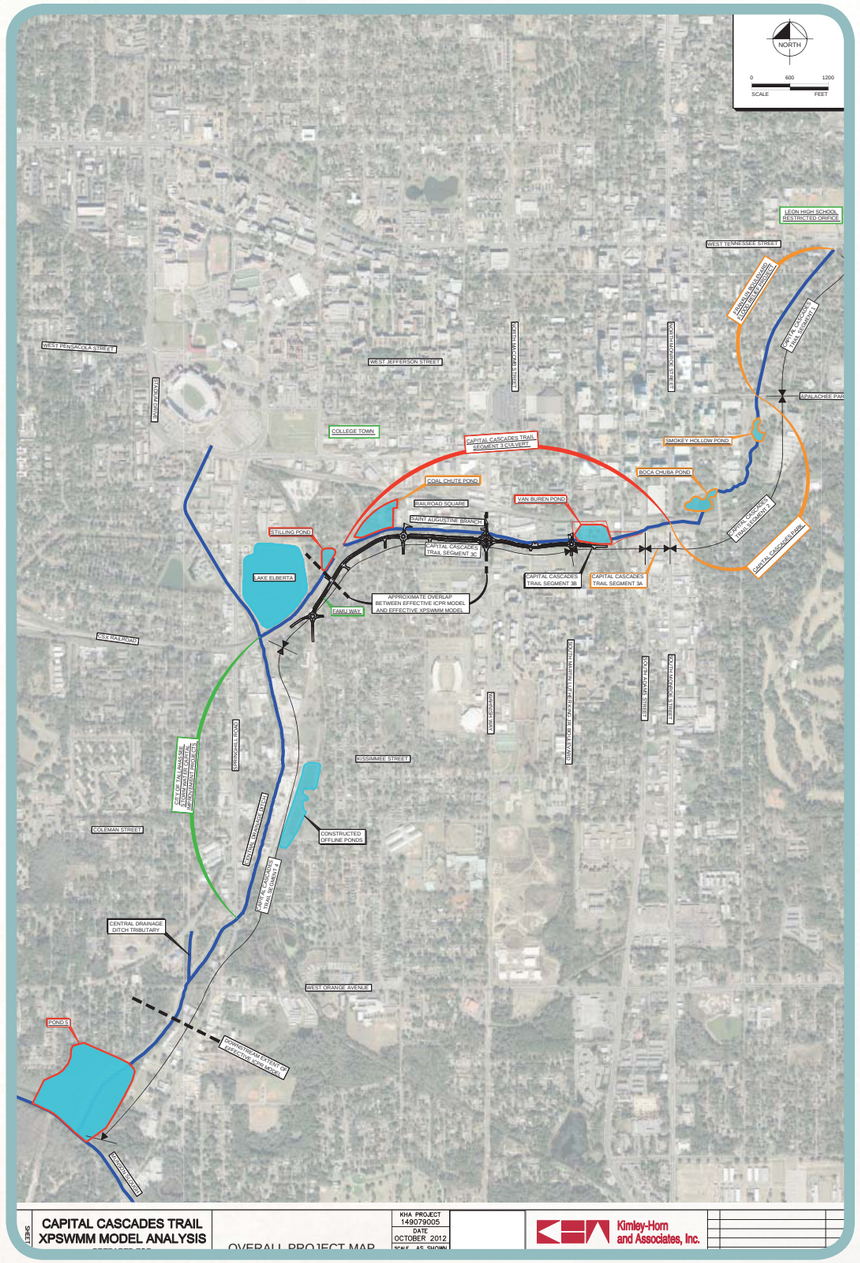
Capital Cascades Trail

Blueprint 2000 & Beyond Intergovernmental Agency (Blueprint 2000), in conjunction with others, has developed a Master Plan for the Capital Cascades Greenway, a stormwater and greenways plan for a 5.2-mile-corridor through the City of Tallahassee, Florida.

As shown in ***Figure 14***, the Capital Cascades Greenway follows the course of the St. Augustine Branch creek as it flows through Cascades Park and Black Swamp to Lake Munson. The Greenway includes improvements to stormwater management systems to alleviate localized flooding in the downtown Southside areas, linear parks, and the Capital Cascades Trail (CCT).

The CCT includes greenway amenities, parks, and walking and biking trails that will connect downtown Tallahassee to the St. Marks Trail, the proposed Georgia, Florida, and Alabama (GF&A) Trail, and the proposed CC2ST. The ultimate intent of the project is to provide a multi-faceted, multi-use stormwater, transportation, and recreation facility. The CCT consists of four segments.

FIGURE 14: CAPITAL CASCADES MAP



Capital Cascades Trail - Segment 1

Project Limits

Segment 1 of the CCT project involves the reconstruction of Franklin Boulevard, which begins at the intersection of Franklin Boulevard and East Tennessee Street (U.S. Highway 90), then extends south along Franklin Boulevard to Lafayette Street, located just south of the Apalachee Parkway Bridge.

Project Purpose

This segment is well known for its periodic flooding due to the restricted size of the concrete-lined section of the St. Augustine Branch located in the center of the Franklin Boulevard. Franklin Boulevard is a Leon County roadway that is currently classified as a 'minor arterial,' which provides for only vehicular use (no sidewalks or bicycle lanes). This segment of the CCT project is unique due to the roadway and the limited right-of-way.

Project Status

Work on Segment 1 initially had been postponed due to funding constraints; however, a $4.2-million HUD urban redevelopment grant received in the fall of 2010 enabled Blueprint 2000 to move forward with design and construction of the stormwater improvements. After receiving public input during their September 2011 meetings and after a public workshop in October 2011, Tallahassee and Leon County Commissioners voted in November 2011 to amend the original project concept for Franklin Boulevard from a four-lane road to a new two-lane green corridor with enhanced pedestrian and bike amenities. This segment is complete.

CONSISTENCY with EXISTING PLANS

Capital Cascades Trail - Segment 2 Cascades Park

Project Limits

Cascades Park is a 12-acre park extending from Lafayette Street on the north to Monroe Street on the southwest. To make the Park continuous, Gaines Street (from Meridian Street to Suwannee Street), Gadsden Street (from Bloxham Street to north of the CSX railroad), and Bloxham Street (from Gadsden Street to Meridian Street) have been removed. To address vehicular circulation issues and to provide additional "eyes on the park," a new park road, Cascades Park Lane, is currently under construction adjacent to the railroad to connect Gadsden Street to Suwannee Street.



Capital Cascades Park

Project Purpose

Cascades Park has been recognized by Blueprint 2000 as the centerpiece of the CCT project. Forming a gentle bend in the southeast corner of Tallahassee's Downtown, Cascades Park provides significant stormwater management facilities that abate the existing flooding problems along the St. Augustine Branch, and provide a beautiful setting for a world class park. The stormwater management facilities include a series of organically shaped ponds connected by a restored stream bed landscaped with native and "Florida Friendly" riparian vegetation that protects the stream bank from erosion and creates natural habitat. The stormwater facilities provide both flood protection and water quality treatment of urban runoff pollutants. A large underground culvert diverts the runoff generated by very large storm events to protect the integrity of the restored stream bank, and to minimize impacts to the Park. Capital Cascades Park was designed to flood during major storm events in order to provide flood relief both upstream and downstream of the Park.

Project Status

Federal, state, regional, and local regulatory agencies participated in an extensive permitting effort prior to starting construction. The permitting process was completed (47 permits total) in the spring of 2010. Due to the lengthy permitting process, construction did not begin until July 2010. This segment is due to be completed in March of 2014.

Capital Cascades Trail - Segment 3

Project Limits

This segment begins at South Monroe Street and extends west following the St. Augustine Branch to its confluence with the Central Drainage Ditch adjacent to Lake Bradford Road.

Project Purpose

Segment 3 of the CCT project is known as the FAMU Way Segment, based on the corridor's proximity to the current and future extension of FAMU Way. The properties adjacent to Segment 3 can be characterized as both established and 'in transition' from one use to another. As with every segment of the overall project, the goals are multi-faceted. The overall objective is to provide a multi-use trail located within a greenway setting that will link smaller community parks, reduce flooding, and improve the water quality of the St. Augustine Branch. Emphasis has been placed on providing facilities that will support the objectives of the Florida A&M University Campus Master Plan in conjunction with the Gaines Street Revitalization Plan, while taking into consideration the railroad and currently operating adjacent land uses. Connectivity to other pedestrian and bicycle routes and trails, especially the St. Marks Trail and CC2ST, and connectivity between the FAMU and FSU campuses has also been a prime consideration. This segment is unique based on the diversity of adjacent uses, the utilization of smaller combined park/stormwater facilities, and the opportunity for connecting to other pedestrian and bicycle facilities.

Project Status

As of November 2013, the first portion of stormwater improvements (Segment 3A, from South Monroe Street to South Adams Street) has been constructed, and the second portion (Segment 3B, from South Adams Street to Coal Chute Pond) is out to bid in conjunction with improvements to FAMU Way. Survey work for the remainder of Segment 3 has been completed, and design alternatives are being explored.

Capital Cascades Trail - Segment 4

Project Limits

Segment 4 is the Central Drainage Ditch segment, which begins near the intersection of Lake Bradford Road and Gamble Street (at the confluence of the St. Augustine Branch and the Central Drainage Ditch) and extends to its confluence with Munson Slough.

Project Purpose

This segment of the CCT project is characterized by adjacent industrial and commercial uses and limited or non-existent right-of-way on the northern portion, transitioning to a more rural character as it follows the St. Augustine Branch south. Although the goals for this segment are consistent with the others, Segment 4 provides an increased opportunity to enhance the water quality of the Central Drainage Ditch basin prior to discharge into Lake Henrietta and Lake Munson. This segment is unique due to its ability to provide the improved water quality through the creation and restoration of wetlands, along with the development of a nature park that could provide a learning center for the community.

Project Status

Segment 4 is still in the conceptual design phase. Survey work has been completed, and preliminary stormwater analysis and modeling have begun.

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

CONSISTENCY with EXISTING PLANS

Capital Circle Connector Trail

The Capital Circle Connector Trail began in 2007 and was completed in 2013. The project added over 6 miles of shared-use path, bicycle lanes, and sidewalks along Capital Circle Southeast. It connects to the Tallahassee – St. Marks Historical Railroad State Trail (The St. Marks Trail) at Woodville Highway, allowing people to extend their trip and access the network more easily. The final stretch of the trail extends to Crawfordville Road, allowing users to access the commercial businesses located at that intersection. This trail is in the process of being extended to Capital Circle Southwest and eventually to SR 20. This would add an additional 6.7 miles to the network. The Project Development and Environment Study is currently underway.



Aerial of Capital Cascades Park

FAMU Way Extension

Introduction

In June of 2010, the Tallahassee City Commission unanimously approved the reconstruction and extension of FAMU Way to enhance transportation and provide a major community investment in the south side of the City and the areas surrounding Florida A&M University.

Project Limits

The reconstruction of FAMU Way will extend from South Bronough Street to Wahnish Way, and beyond Wahnish Way new construction will extend the roadway to Lake Bradford Road. A long-range goal of the project is to extend the improvements from South Bronough Street east to the intersection with South Monroe Street.

Project Purpose

The reconstruction and extension of FAMU Way will include a two-lane, two-way road with bike lanes, on-street parking, sidewalks, and landscaped medians. A portion of the CCT will be located adjacent to FAMU Way between South Adams Street to the east and Gamble Street to the south, and will include a twelve-foot-wide multi-use trail, a system of linear parks, and a pair of underground box culverts to carry stormwater.

Project Status

As of November 2013, the first two phases of the FAMU Way roadway improvements were out to bid, and construction is anticipated to begin in the first quarter of 2014.

Gaines Street Revitalization

The original concept for the Gaines Street Revitalization began in the early 1990's with multiple government entities and citizens working together to create a vision for the future. In 2001, the Tallahassee City Commission adopted the Gaines Street Revitalization Plan. The plan addressed how the street would create an improved standard in the area for commercial and residential uses, while preserving the historic and cultural aesthetics of the community. The project was divided into different segments for implementation, with the final phase beginning construction in 2014. The existing St. Marks Trail currently connects to Gaines Street at the intersection with Stadium Drive. This will allow the cyclists on the CC2ST network to access the newly renovated Gaines Street, as well as allow students and faculty in the Gaines area to access the network.



Gaines Street Revitalization

SOUTHERN TRAILRIDERS ASSOCIATION CONNECTOR TRAIL

In Leon and Wakulla counties, the United States Forest Service (USFS) staff is working with volunteers from the Southern Trailriders Association to map a trail connection from the Talquin State Forest Trails and future equestrian campgrounds at Highway 20, through the national forest, to the Rivers Road Trailhead by Lake Munson and Wakulla State Forest, to the St. Marks Trail by Munson Hills mountain bike trails. This will provide a critical link between two state forests and a county park with the national forest, and it will provide longer distance equestrian trails to accommodate endurance equestrian riders. These trail links are included in the Capital City to the Sea Trails Master Plan.

CONSISTENCY with EXISTING PLANS

CURRENT PROJECTS IN WAKULLA COUNTY

WAKULLA ENVIRONMENTAL INSTITUTE

In April of 2013, Tallahassee Community College (TCC) purchased 158 acres in Wakulla County for its future objective to build the TCC Wakulla Environmental Institute (WEI). The WEI will be the first facility of its kind, focusing solely on green-based curriculum such as conservation, recreation, and sustainability. On April 15, 2013, the facility broke ground, signifying the progress of the Institute. The facility will be open to students in the Fall of 2014. The WEI will be an official trailhead for the CC2ST, and will enable visitors and students at the Institute to explore the region on the network.



TCC WEI Entrance off U.S. 319

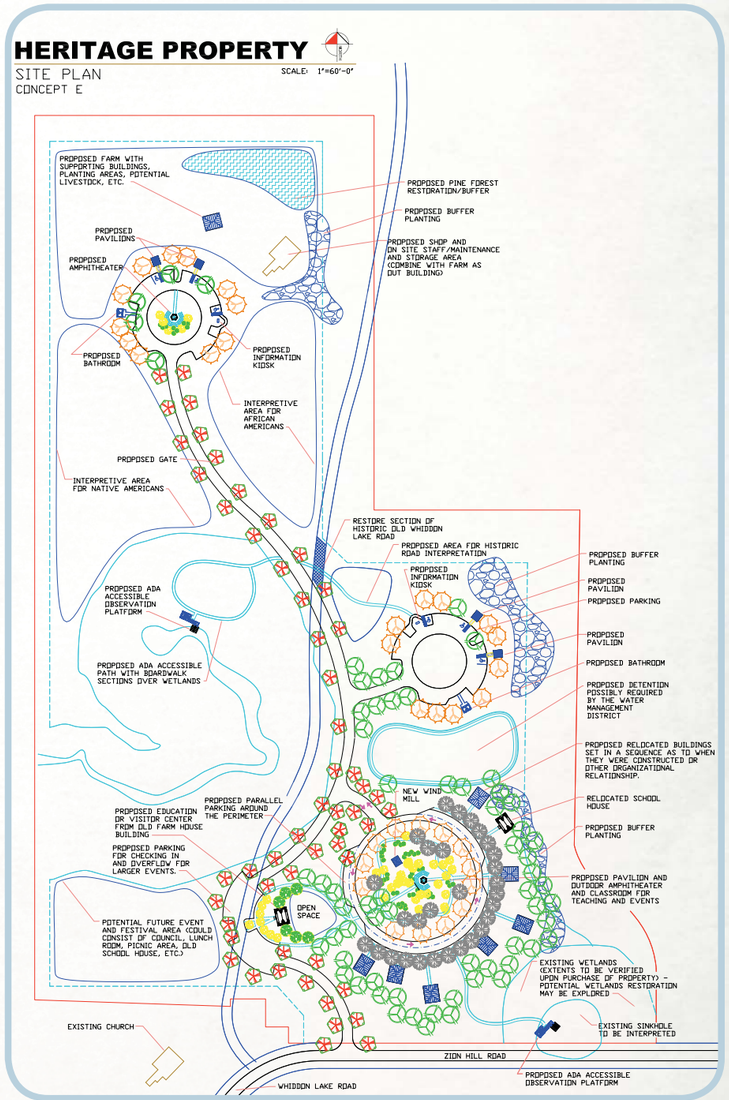
WAKULLA HERITAGE VILLAGE

In July 2012, the Wakulla County Board of County Commissioners voted to approve the Heritage Village project proposed by the Wakulla County Historical Society, and in August of 2012, close to 40 acres of land were given by the Ben Boyton family for the Heritage Village Park (***Figure 15***). On the land for the Heritage Village project are historic homes and community schools. The central idea of the Heritage Village is to move significant remaining historical homes and other structures in Wakulla County to this central area in order to preserve them. The Village hopes to be a tourist destination for Wakulla County, and will include trails, sightseeing, and an educational center. The CC2ST is expected to have an official trailhead location at the Heritage Village to allow tourists to access the region along a shared-use path.



TCC WEI Property

FIGURE 15: HERITAGE VILLAGE CONCEPT PLAN



Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

EXISTING PLANS AND REPORTS

Plans and Reports for Projects in Leon County

City of Tallahassee Parks and Recreation Master Plan (2007) – The City of Tallahassee Parks and Recreation Master Plan is a comprehensive inventory of existing and proposed parks and related facilities and programs for the City of Tallahassee. The plan documents an existing need for wide, paved trails for walking, biking, and in-line skating; safe walking and riding trails; a comprehensive trail network; sidewalks, bikeways and nature trails; completion of the city-wide bikeways plan, sidewalk master plan, and on-road bike lanes; coordinated planning for trails; a maintenance classification system for parks; and the use of volunteers to help with maintenance. These master plan recommendations are consistent with the CC2ST Master Plan for the City of Tallahassee and Leon County.

City of Tallahassee Trail Connections Study (2011) – The purpose of this study was to further detail proposed trail alignments and to prioritize trails and connectors as voted by area trail users, advocates, and trail managers. The trail segments were selected from the Tallahassee-Leon County Greenways map, with the top five priority trails totaling over 20 miles. The priority trails included the completion of the St. Marks Trail and the Billings Greenway Connector located between Lake Henrietta and the Four Points Trailhead on the St. Marks Trail. These top priorities and others in this study are being considered in the CC2ST Master Plan. A trail maintenance classification system and potential funding sources for trail development and maintenance were discussed in the study and are relevant to the Master Plan.

FAMU Master Plan (2012) – This document proposes a series of tree-lined pedestrian corridors in the interior of the campus with goals of building a "pedestrian level campus" by linking quads to activity hubs and the perimeter of campus. The north edge of campus fronts on FAMU Way and the proposed Capital Cascades Greenway, which merges with the St. Marks Trail to the west. The south edge of campus fronts on Orange Avenue, with plans for improved bicycle and pedestrian facilities. This corridor crosses the St. Marks Trail just east of Lake Bradford Road. The FAMU campus will have ideal access to the northern portion of the CC2ST.

FSU Master Plan: Main Campus (2010) – The FSU Master Plan proposes safety designs for accommodating pedestrians and bicycles on a network of corridors. Two of the east-west corridors head westward to Stadium Drive and the St. Marks Trail. The main north-south corridor (Woodward Avenue) crosses Gaines Street to the proposed FAMU Way extension and the Capital Cascades Greenway extension. The southern extension of Woodward Avenue will be a major gateway to the University, and hopefully, a major bicycle/pedestrian corridor to the Capital Cascades Greenway and St. Marks Trails, just north of the Lake Elberta Trailhead.

Southwood Community Plan Sportspark and Trails Plan (2005) – This plan was completed by Arvida in cooperation with the City of Tallahassee Parks and Recreation Department. It highlights the development of a 62-acre park and the 14-mile trails system for Southwood. This study outlines and maps trails inside the community, as well as connecting trails to the local and regional trail system. In Southwood, the trail system currently connects northward to the Old St. Augustine canopy road as part of the eastern leg of the network. To the south and west, it connects to the Capital Circle SE multi-use trail and the St. Marks Trail Trailhead at Woodville Highway. Eventually, the Capital Circle trail will continue west, crossing the CC2ST trail at the Munson Slough. Feeding trail users onto the CC2ST, the Southwood trail system is an important link to the Capital City to the Sea Trails system.

Tallahassee-Leon County Bicycle and Pedestrian Master Plan (2004) – This master plan provides specific recommendations and plans to add approximately 70 miles of sidewalks, bike facilities, and shared-use paths. Over 70 projects are proposed to be completed by 2025, with projects including safe access to schools, designating new bike routes, and new bike lanes on many roads. Completion of the St. Marks Trail from Gamble Street to FSU is one particular project with the right-of-way now under city ownership. This segment is a part of the CC2ST Master Plan. In addition, most bike lanes, paths, and sidewalks will serve as feeder trails to the CC2ST.

Tallahassee-Leon County Comprehensive Plan (2013) - The existing Tallahassee-Leon County Comprehensive Plan addresses bicycle and pedestrian facilities in the following policies:

Conservation Element 6.1: Greenways Policies: Objectives 6.1-6.1.4:

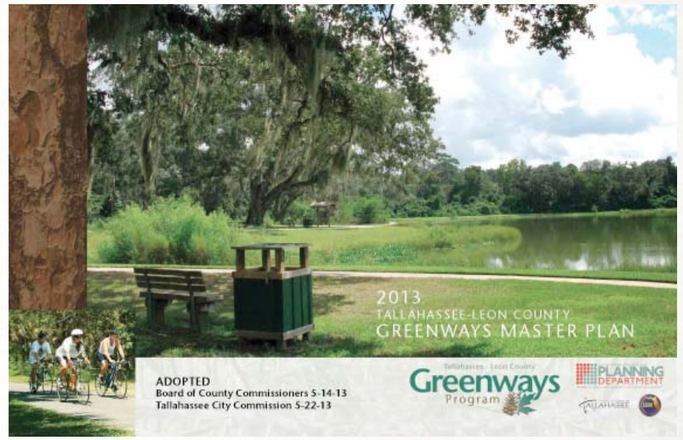
"Local government shall implement a county-wide greenways network. It shall be the intent of the greenways network to provide for the integrated natural resources management and protection, resource-based recreation, educational and historical interpretive opportunities, and increased opportunities for alternative modes of transportation with an emphasis on connectivity among the resources."

6.1.1: (C) …"Where appropriate, utility corridors shall be included in the greenways network."

6.1.2: (C) "The Tallahassee-Leon County Greenways Master Plan is the overall guiding document for the planning, acquisition, development, and management of the local greenways network."

6.1.3: (C) "Local government shall prepare management plans for lands acquired, preserved, or otherwise included in the greenways network."

6.1.4: (C) "Properties acquired to implement the county-wide Greenways network shall be managed to protect the resources…while supportive of other objectives such as passive recreation, education, and interpretation… Such management shall include, but not be limited to, reforestation and replanting of appropriate terrestrial and aquatic or wetland vegetation, removal of noxious exotic terrestrial and aquatic vegetation, and … enhancement of streambeds, ditches, and shorelines."



Tallahassee-Leon County Greenways Master Plan (2013) – The 2013 Tallahassee-Leon County Greenways Master Plan is an update to the 2004 plan, which documents the original Greenways and Trails Program that began in 1993. The first efforts involved mapping the environmentally sensitive areas, including the canopy roads system, and starting an acquisition program for the highest priorities using Florida Communities Trust grants and local funds and donations. The program has been very successful with over 7,400 acres acquired and trails constructed. The current master plan prioritizes 29 proposed greenway projects with an estimated length of 139 miles and an estimated construction cost of $11.5 million. Many of the proposed recommendations in this CC2ST Master Plan address the corridors and connections in the Tallahassee-Leon County Greenways Master Plan as it relates to the St. Marks Trail and proposed GF&A trails. The Tallahassee-Leon County greenways system will serve as major links, feeders, and connectors to the Capital City to the Sea Trail in Leon County.

Tallahassee-Leon County Multimodal Program (2013) – This program

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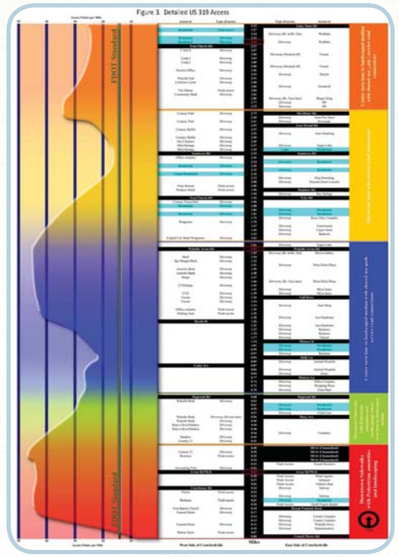
details project information for bicycle and pedestrian projects in Leon County that are currently under design or construction, or that have been completed within the calendar year. The project lists are updated quarterly. There are five agencies funding these transportation improvements: City of Tallahassee, Leon County, Capital Region Transportation Planning Agency, Blueprint 2000, and Florida Department of Transportation. Various types of projects scheduled for 2013 include: studies and master plans, sidewalks, sharrows, a pedestrian plaza, bicycle boulevards, trail improvements, accessibility retrofits, trail connections, turn lanes, roundabouts, intersections, medians, a pedestrian bridge, stormwater projects, and highway widening. Many of the projects link to the St. Marks Trail or other trails that will serve as feeders to the multi-use trail system, making valuable additions to the overall CC2ST master plan.

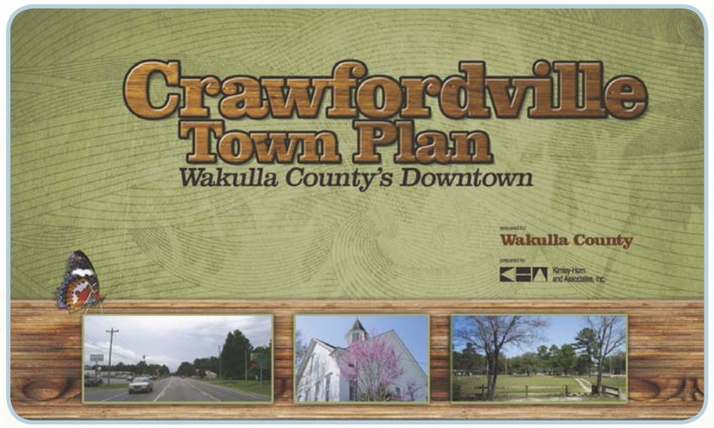
Tallahassee-Leon County Proposed Sales Tax Extension Projects (planned for 2014 referendum) – The existing sales tax program will expire in 2019; however, a new sales tax extension is currently being proposed which will be offered for voter approval in 2014, becoming effective in 2020. Early estimates of sidewalks, bikeways, and greenways projects are estimated at $68 million. Many of the trails considered for funding will correspond with the implementation of CC2ST and connect various residential areas and other trails to the CC2ST in Leon County.

PLANS AND REPORTS FOR PROJECTS IN WAKULLA COUNTY

Big Bend Maritime Center (2007 Strategic Plan) – Still in the planning process, the Big Bend Maritime Center will promote North Florida waterways and serve as an informational resource with a blueway launch site. The portion of the Florida Circumnavigational Saltwater Paddling Trail in Wakulla from Mashes Sands along the coast to the National Wildlife Refuge will be developed and marketed as the Apalachee Bay Maritime Heritage Paddling Trail. The first portion to be developed will be from Panacea to St. Marks, uniting two Waterfront Florida Communities and linking to the Big Bend Scenic Byway. Over time, the Big Bend Maritime Center will be a focal point of activity, with one of the houses on the property devoted to Apalachee Bay. This house will be equipped with charts, nature and heritage information, and parking for launching kayaks. The Maritime Center will be located adjacent to Woolley Park, which will serve as a great stopping point along a trail or even a potential future trailhead.

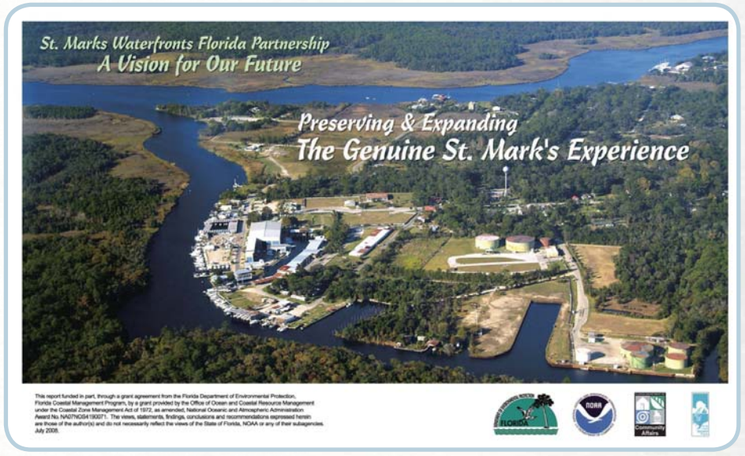


Crawfordville Sector Plan (2011) – As part of the CRTPA's Regional Mobility Plan, a sector plan was developed for the Crawfordville area. In addition to an analysis of the U.S. 319 corridor, the Sector Plan's general recommendations were for "new residential areas to be connected to nearby commercial and retail establishments with shared-use paths or sidewalks." The general recommendations of the Sector Plan were considered during the development of the CC2ST Master Plan.

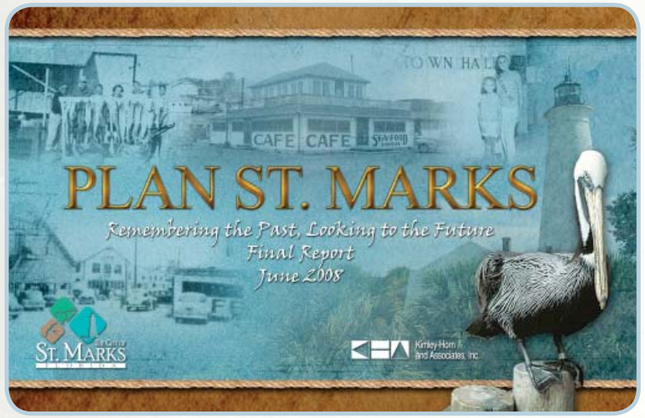


Crawfordville Town Plan (2011) – The Crawfordville Town Plan was developed as a mechanism to consolidate past visioning efforts and to provide implementation strategies that support the vision for the Crawfordville Area. The Crawfordville Town Plan includes recommendations to update the County's land development code regulations and comprehensive plan, to establish design guidelines, to provide incentives for development and business development, to provide capital improvements, and other policy and facility improvements to support Crawfordville as Wakulla County's downtown. The bicycle and pedestrian recommendations included in the Crawfordville Town Plan were considered during the development of this CC2ST Master Plan.

Panacea Waterfronts Florida Community: A Work Plan for a Walkable Community (2003) – Improving the walkability of the Panacea community was one of the priority projects identified by the Panacea Water Fronts Florida Community. A Work Plan for a Walkable Community acknowledged major areas of interest, physical impediments to cyclists and pedestrians, and assets for cyclists and pedestrians. This plan also recommends developing a work plan for improving walkability in Panacea. The recommendations in this CC2ST Master Plan support the goal of A Work Plan for a Walkable Community.



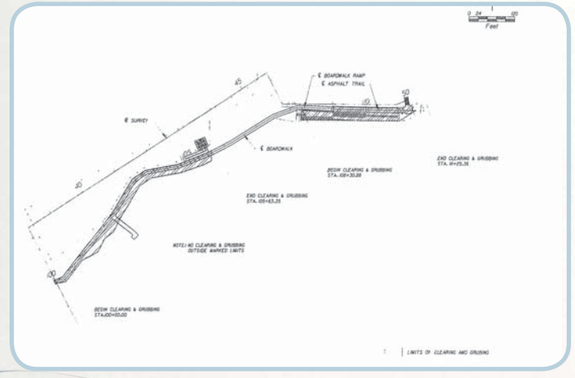
Preserving and Expanding the Genuine St. Marks Experience (2008) – The St. Marks Waterfront Florida Partnership Program plan outlines priority issue areas and includes recommendations related to wayfinding/wayshowing signage, improving bicycle and pedestrian connectivity, and linking the Tallahassee-St. Marks Historic Railroad State Trail to the City's blueways. These priority areas and recommendations have been included in this CC2ST Master Plan as appropriate.



Plan St. Marks (2008) – Plan St. Marks was developed to address the redevelopment of the City of St. Marks and to provide a vision for the City's growth and development. To aid in the City's redevelopment, Plan St. Marks identified specific bicycle and pedestrian facilities that would enhance mobility and connectivity. These facility recommendations have been incorporated into this CC2ST Master Plan.

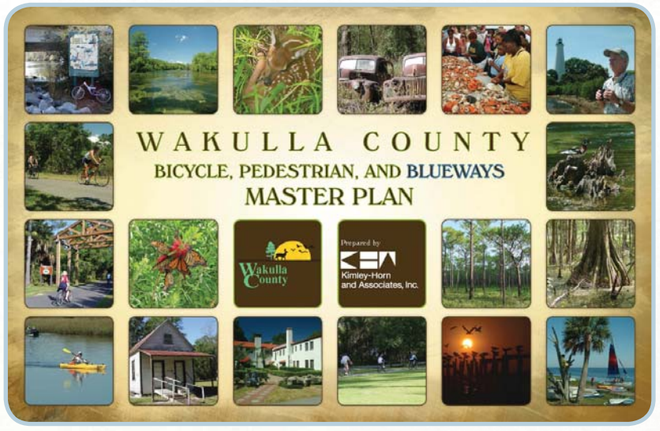
Tallahassee to St. Marks Trail Extension (2011) – The City of St. Marks currently has plans and designs developed for a boardwalk extension to better suit the needs of trail users. With these designs the boardwalk should extend to the terminus of the St. Marks Trail and St. Marks State Park. *Figure 16* shows the design of the trail extension which is part of the CC2ST Master Plan.

FIGURE 16: ST. MARKS TRAIL EXTENSION



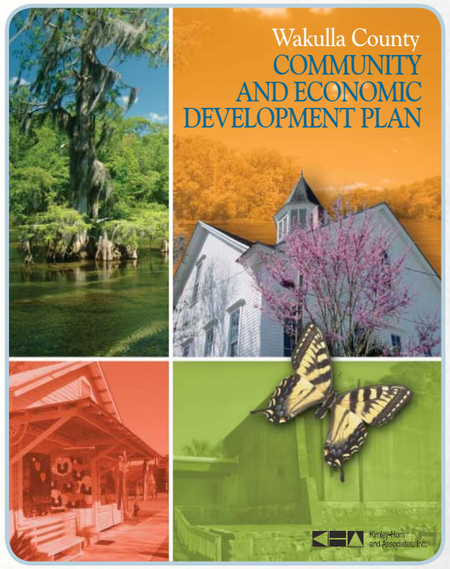


Wakulla County Adopted Infrastructure Plan (2012) – The Wakulla County Adopted Infrastructure Plan was created to ensure that a framework was developed for maintaining and highlighting the County resources, and expanding the local economy. The plan is divided into different projects that the County is either undertaking or is a part thereof. The plan discusses Ochlockonee Bay Trail, a part of the CC2ST network, as well as the original concept for CC2ST.



Wakulla County Bicycle, Pedestrian, and Blueways Master Plan (2012) - The Wakulla County Bicycle, Pedestrian, and Blueways Master Plan was developed to provide Wakulla County with a planning tool that pinpoints specific projects and policy recommendations for improving the quality of multimodal services in the County. The Master Plan identifies ways to connect trails, parks, water features, and community resources to promote transportation and support ecotourism, which will boost economic development opportunities in the County. This was considered during the development of the CC2ST Master Plan.

Wakulla County Community and Economic Development Plan (2007) – The Wakulla County Community and Economic Development Plan includes a profile of the County and identifies opportunities to grow the County's economy through enhanced tourism efforts. The Crawfordville Visioning component of this report specifically notes the County should be "focused on developing a multimodal transportation system with bicycle and pedestrian facilities and transit options that, in particular, provides access to natural and community resources and planning for future county wide infrastructure needs now." Many of the recommendations in this CC2ST Master Plan will further the goals identified during development of the Wakulla County Community and Economic Development Plan.



Wakulla County Comprehensive Plan (2013) – The existing Wakulla County Comprehensive Plan addresses bicycle and pedestrian facilities in the following policies:

Recreation and Open Space Element (ROSE)

Policy 1.4: Complete bicycle, pedestrian, and open space master plans for unincorporated areas of Wakulla County by 2015.

Objective 3: All public recreation facilities will provide pedestrian and bicycle facilities access.

Policy 3.1: The County shall require bicycle lanes, paved shoulders, or paved private roads in subdivisions to access parks and open space.

Economic Development Element (EDE)

Policy 3.1: The County shall pursue funding opportunities for the

CONSISTENCY with EXISTING PLANS

development of a bicycle, pedestrian, and recreation facilities master plan.

Transportation Element (TE)

Policy 1.4: The County shall seek grant funding to supplement existing sources of revenue for the purpose of improving local streets, bicycle facilities, and sidewalks.

Policy 1.5 #7: Required consideration of dedicated easements and improved pathways for use by bicyclists and pedestrians in all development plans in the Sustainable Community land use category.

Policy 4.3: The County shall coordinate with the FDOT to widen state roads for the accommodation of bicycle traffic needs.

Policy 4.4: The County shall develop a county–wide bicycle and pedestrian facilities master plan by 2012.

Policy 7.2: The County shall improve bicycle and pedestrian transportation through the development of a bicycle and pedestrian facilities master plan and through modifications to the Land Development Code.

Coastal Management Element (CME)

Policy 5.2: The County shall seek funding for the creation of a blueways master plan to encourage ecotourism and enhance the recreational opportunities for residents and visitors in Wakulla County.

Future Land Use Element (FLUE)

1.2.9 Sustainable Community:

1) Distinguishable features of a Sustainable Community may include pedestrian and unpaved bicycle trails.

5(m) The Transit/TDM measures shall include, but not be limited to, provision of on–site park and ride facilities, implementation of measures identified in the Transit/TDM plan when developed, and incorporation of pedestrian and transit-friendly design consideration.

(n) Each development shall be designed to incorporate an overall pedestrian/bikeway network.

Policy 1.2.11.1 Conservation Residential:

4) Specific Restrictions:

(a) Impacts to wetlands are permitted for roadway, pedestrian, and utility crossings.

(e) Internal circulation system shall be designed to promote pedestrian and bicycle opportunities for residents.

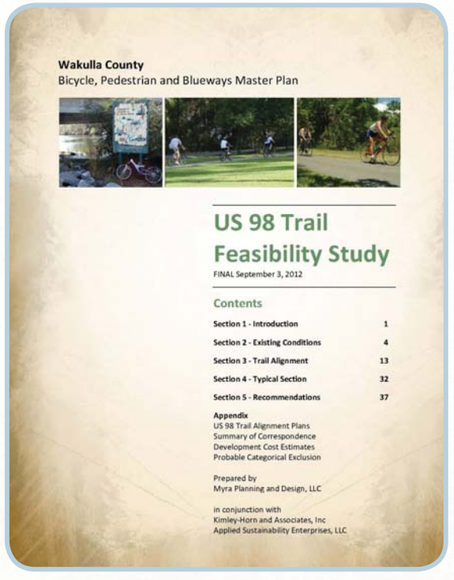
Public School Facilities Element (PSFE)

Objective 1: Assure existing and planned schools provide safe access to schools including sidewalks, bicycle paths.

Policy 1.8: School sites will assure safe access to schools through sidewalks and school crossing zones.

Wakulla County Evaluation and Appraisal Report (EAR) (2010) – According to the Wakulla County EAR, there are not enough connected sidewalks or bicycle lanes due to the existing rural and suburban development patterns predominant throughout the County. However, there is a desire for an improved network of countywide multi-use bicycle and pedestrian trails. The Wakulla County EAR also notes that the needs of bicyclists and pedestrians are not being met through the existing Comprehensive Plan policies or the Land Development Codes.

U.S. 98 Trail Feasibility Study (2012) – Completed in conjunction with the Wakulla County Bicycle, Pedestrian, and Blueways Master Plan, the U.S. 98 Trail Feasibility Study evaluates the feasibility of a shared-use path within the U.S. 98 corridor. This preliminary engineering study indicates that the concepts portrayed in the study are feasible, though further engineering and investigations will be required to provide a final recommendation.



REGIONAL PLANS AND REPORTS

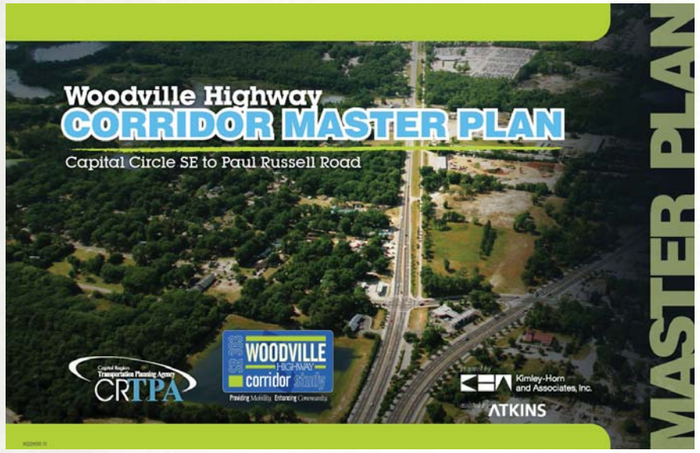


Big Bend Scenic Byway Corridor Management Plan (2011 update) – The Big Bend Scenic Byway is a 220-mile National Scenic Byway that capitalizes on much of Leon and Wakulla County's natural beauty. Marketing the Byway in conjunction with the CC2ST Master Plan will allow for added exposure of both the Byway and the planned CC2ST network, which will attract more users. Many of the intrinsic resources listed in the Big Bend Scenic Byway Corridor Management Plan are along current and proposed facility recommendations in the CC2ST Master Plan. Because of this, these two plans should complement each other to maximize exposure.

Socioeconomic Analysis and Location Study for the Gopher, Frog, and Alligator Rail Trail (1994) – In 1994, the Florida State University Department of Urban and Regional Planning, Spring Planning Studio researched the socioeconomic impacts for the re-opening of the GF&A Rail Corridor as a multi-use recreational trail. Trail locations and design options were recommended based on the results of the social and economic impacts of the development of the recreational trail. This document will be referenced to support the positive social and economic benefits of creating a multi-use trail in the region.

The Regional Mobility Plan (2010) – The Regional Mobility Plan, the Long-Range Transportation Plan for the Capital Region, was adopted by the CRTPA Board on November 15, 2010. This plan focuses on providing for a multimodal transportation network. A component of The Regional Mobility Plan, the Trails Plan, addresses the need for a connected hard surface trail

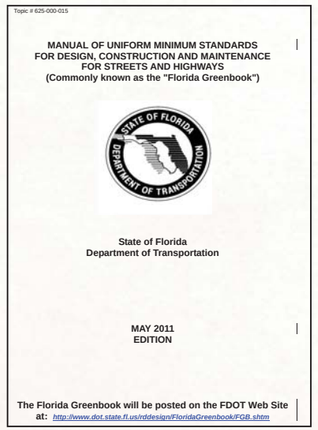
system in the region to provide improved mobility for individuals who seek non-motorized transportation options. The recommendations of The Regional Mobility Plan, and the corresponding Trails Plan, have been considered throughout the development of the CC2ST Master Plan.



The Woodville Highway Corridor Study (2011) – The Woodville Highway Corridor Study was completed in two sections: The Woodville Highway South Corridor Study from Capital Circle SE to U.S. 98, and the Woodville Highway North Corridor Study from Capital Circle SE to Paul Russell Road. The recommendations, particularly the recommendations related to the St. Marks Trail, were considered during the development of the CC2ST Master Plan.

STATE OF FLORIDA PLANS AND REPORTS

Florida Greenbook (2011) – The Florida Greenbook states that shared-use paths shall accommodate both pedestrians and bicyclists, and meet ADA standards. The Florida Greenbook also states that when a shared-use path is being constructed adjacent to a roadway, conflict points should be minimized to as few as possible, sight distances should be adequate for both motorists and path users, and any feasible measures should be taken to reduce conflict possibility. It also suggests the width to be 12-feet-wide even though the minimum is 10-feet-wide. The design of the CC2ST will meet the Florida Greenbook design standards.


Topic # 625-000-015

MANUAL OF UNIFORM MINIMUM STANDARDS
FOR DESIGN, CONSTRUCTION AND MAINTENANCE
FOR STREETS AND HIGHWAYS
(Commonly known as the "Florida Greenbook")

STATE OF FLORIDA DEPARTMENT OF TRANSPORTATION

State of Florida
Department of Transportation

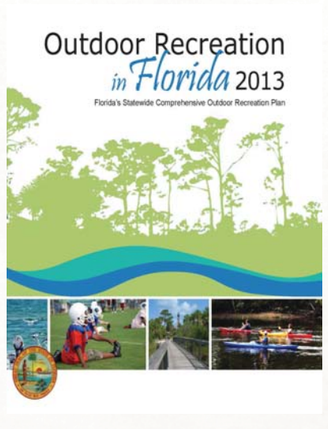
MAY 2011
EDITION

The Florida Greenbook will be posted on the FDOT Web Site at: http://www.dot.state.fl.us/rddesign/FloridaGreenbook/FGB.shtm

Florida Greenways and Trails System Plan (2012) - The 2013-2017 Florida Greenways and Trails System Plan is a state policy with the vision of expanding the greenway and trail statewide system. Various key goals of the plan include: identifying and prioritizing greenways and trails, directing resources and programs to establish and connect greenways, promoting trails, informing the public about trails, linking programs, and planning and partnerships for the trail system. Several existing and proposed local greenways and trails are part of this system, including the Phipps-Overstreet-Maclay trails, Lafayette Heritage-J.R. Alford-L. Kirk Edwards Wildlife trails, St. Marks Trail, Miccosukee Canopy Road Greenway, the GF&A Railway, and several others. The CC2ST Master Plan incorporates the goals of this state plan.

Florida State Forests: Recreation Directory - Three state forests are in the study area for the CC2ST Master Plan: Lake Talquin State Forest (north of Highway 20), Wakulla State Forest, and by the southernmost limits of the CC2ST Master Plan, Tates Hell State Forest (between Apalachicola and Carrabelle). A variety of nature, mountain biking, equestrian and ATV trails are offered at Tates Hell. An equestrian campground and additional trails are planned for Lake Talquin State Forest on the existing trail system. The CC2ST Master Plan addresses these facilities and how they network with the trails in the Apalachicola National Forest south of Highway 20 down to Sopchoppy and Tates Hell. Numerous connectors will link the trails to neighborhoods, schools, historic sites, parks, preserves, national recreation areas, commercial sites and other points of interest.

Outdoor Recreation in Florida- Florida's Statewide Comprehensive Outdoor Recreation Plan (SCORP) (2013) - The SCORP is a five-year policy plan for statewide outdoor recreation planning. Florida has provided this plan since 1963, following state and federal legislation to fulfill the requirements of the Land and Water Conservation Act and the Land and Water Conservation Fund (LWCF) grant program. The plan evaluates supply and demand for outdoor recreation resources and facilities, as well as identifying outdoor recreation trends and initiatives. The plan is the responsibility of FDEP Division for Recreation and Parks. Many of the SCORP's goals and findings relate to the CC2ST Master Plan elements, such as: resident and tourist participation rates for bicycling, wildlife viewing, visiting historical and archeological sites, health/physical fitness, economic benefits of trails compared to medical expenses, obesity programs, quality of life benefits, connecting people to the land, universal accessibility of facilities, improving urban recreation opportunities, encouraging volunteers and advocacy, and alternative funding.



NATIONAL PLANS AND REPORTS

Equestrian Design Guidebook for Trails, Trailheads, and Campgrounds (2007) The design book was created in cooperation with the United States Department of Agriculture (USDA) Forest Service and the USDOT Federal Highway Administration with funding from a recreation trails program grant. This technical guide is a compilation of best management practices and design ideas for various equestrian facilities and trails, written by horse owners and professionals for the design profession. The specifications for equestrian facilities were considered for use on the 50-plus miles of horse trails in the CC2ST Master Plan study area and feeder trails in the regional system.

United States Access Board – The United States Access Board provides standards for the slope, grade, surface, signage information requirements, amenities at trailheads, and much more. These standards ensure that all user types can access the shared-use paths and make collective decisions on whether or not they want to go forth with continuing along the network. The U.S. Access Board also sets requirements for communication and IT (Section 508) in order to allow all persons with a wide range of abilities to receive the same available information. The CC2ST project team complied with Section 508 standards concerning the project website and survey.

Forest Services Trail Accessibility Guidelines (2013) – This document outlines the standards the U.S. Forest Service has established in terms of making trails and other recreational facilities accessible for all user types. It discusses parking design, amenities, signage, and much more. There is a minimum for information provided on signage at newly constructed or altered trails with which the CC2ST signage will comply. The guidelines also discuss access to destinations such as beaches, and how to accommodate all persons to be able to have that experience. The Forest Service Trail Accessibility Guidelines only apply to trails within the National Forest System Boundary, and there are several proposed segments apart of the CC2ST network that will be within the Apalachicola National Forest.

ECONOMIC BENEFITS

ECONOMIC BENEFITS

Various studies on the economic benefits of shared-use paths were consulted during the development of the CC2ST Master Plan. The following studies provide insight into the possible economic benefit that could result from CC2ST.

THE IMPACTS OF RAILS-TRAILS: A STUDY OF USERS AND NEARBY PROPERTY OWNERS FROM THREE TRAILS

This study focused on the economic impacts of the following rails-trails projects: Heritage Trail, St. Marks Trail, and Lafayette/Moraga Trails. All the trails showed positive economic impacts in and around their area. The St. Marks Trail generated an average of $11.02 per user per day, resulting in $1.2 million in total annual economic impact. Visitors to the St. Marks Trail bring in an average of $400,000 annually. The article states that, if economic benefits are desired to be gained from a trail, efforts in marketing the trail to out-of-town visitors should be the priority.

The trail examples in this article also expressed a positive correlation between property value and property along the trails, or no impact on property values. The trails also have positive health, fitness, and recreational opportunities in their communities.

Source: Rivers, Trails, and Conservation Assistance Program National Park Service (1992). The Impacts of Rail - Trails. Retrieved January 9, 2014, from: http://www.brucefreemanrailtrail.org/pdf/1_Exec_summ__contents.pdf

HOME SALES NEAR TWO MASSACHUSETTS RAIL TRAILS

This article discusses the impact of the Minuteman Bikeway and Nashua River Rail Trail which run through seven Massachusetts towns. Studies show that houses along these trails were sold within an average length of 29.3 days from when put on the market, compared to 50.4 days for houses not located along the trails. The study suggested a greater desire for homes along trails due to the higher listing price for those homes. On average, the listing price for houses near rail trails were over one percent higher than for other home sales in this area. This article is a great example of how homes near trails tend to be a desirable community feature for homeowners.

Source: Craig Della Penna (2006). Home Sales near Two Massachusetts Rail Trails. Retrieved January 9, 2014, from: http://www.sehsr.org/trails/mass_home_sales.pdf

THE OUTDOOR RECREATION ECONOMY

This article encompasses the enormous impact outdoor recreation and sports have on all areas of the economy, including impacts on other economic sectors. Outdoor recreation brings in the third largest consumer spending behind financial services, insurance, and outpatient healthcare. Outdoor recreation has approximately $646 billion in direct sales in the United States. "Outdoor recreation is a no longer 'nice to have,' it is now a 'must have' as leaders across the country recognize the undeniable economic, social, and health benefits of outdoor recreation." Outdoor Recreation.

Source: Outdoor Industry Association. (2012). The Outdoor Recreation Economy: Take It Outside for Florida Jobs and a Strong Economy. Retrieved June 26, 2013, from: http://outdoorindustry.org/images/ore_reports/FL-florida-outdoorrecreationeconomy-oia.pdf



Signage Along Ochlockonee Bay Trail

ECONOMIC IMPACT ANALYSIS OF ORANGE COUNTY TRAILS

This study was conducted to determine how the Little Econ Greenway, West Orange, and Cady Way Trails impacted Orange County's economy. The total employment created from these three trails in Orange County was 516 (totally employment weighs full time jobs and part-time jobs equally). The trails resulted in $42.6 million in sales for the County. Between 30,000 and 55,000 people a month visit Orange County to utilize the trails for recreation, fitness, nature viewing, and as a means of transportation. The article also found that the trails not only contribute to the downtown economy, but to the housing market in the area.

Along with the economic impact from the trails, surveys were conducted to gauge trail users behavior for future trail development in the area, and together economic data. The surveys were accessible online as well as at various locations along each of the trails. The survey found that trail users spend an average of $20 per visit to one of the trails.

Source: East Central Florida Regional Planning Council (2011). Economic Impact Analysis of Orange County Trails. Retrieved January 9, 2014, from: http://www.dep.state.fl.us/gwt/economic/PDF/Orange_County_Trail_Report_final_May2011.pdf

ECONOMIC IMPACT ANALYSIS OF SEMINOLE COUNTY TRAILS

A survey was conducted to collect data on spending habits by users of the Seminole County Trail system. The trails that are a part of this system include: the Cross Seminole Trail, Seminole Wekiva Trail, Sanford Riverwalk, and Flagler Trail. The surveys aimed to gain information on the users of the trails, the businesses located near them, and corporations in the Tech Corridor. The total sales generated from the trails were $14 million, along with the creation of 174 jobs in Seminole County. The survey also found that over 75 percent of survey respondents strongly agreed that the Seminole County Trail System greatly impacted the quality of life in the County.

Source: East Central Florida Regional Planning Council (2012). Economic Impact Analysis of Seminole County Trails. Retrieved January 9, 2014, from: http://www.ecfrpc.org/Document-Library/Environment/Economic-Impact-of-Trails-in-Seminole-County.aspx

PROSPERITY COMES IN CYCLES

The Great Allegheny Passage/C&O Canal Towpath is a 335-mile bikeway connecting Washington D.C. to Pittsburgh, Pennsylvania. This "super-bikeway" is a prime example of how a multipurpose trail can bring economic development and prosperity to small communities. According to the Trail Town Manual, there is a positive correlation between the length of a trail and how far people will travel to ride the trail, how long they will visit, and how much those visitors will spend. The Great Allegheny Passage/C&O Canal Towpath is a prime example of the economic opportunities that come along with a trail. An informal survey conducted found that 80 percent of the guests at the Inn on Decatur in Cumberland were bicyclists. In 2008, there were $40 million in direct spending and $7.5 million in wages from the trail. It was also found that a trail user who must travel to a trail in order to ride will spend four times as much as a local user; an overnight rider will spend twice as much as a day visitor. The CC2ST will be similar to this trail as it will be a regional trail encouraging bicyclists and other trail users to come for the entire day or an overnight trip.

Source: Pruetz, R. (2013, November). Prosperity Comes in Cycles. The Magazine of the America Planning Association, Pages 10-15.

ESTIMATING THE ECONOMIC VALUE AND IMPACTS OF RECREATIONAL TRAILS: A CASE STUDY OF THE VIRGINIA CREEPER RAIL TRAIL

The Virginia Creeper Trail is a 34-mile long rail-trail which runs through Damascus, Virginia, commonly referred to as 'Trail Town, USA.' The trail was previously the Norfolk and Western Rail line, abandoned in 1977. A survey was conducted by trained surveyors on trail user type which was determined and then users were approached to answer a more detailed questionnaire. The survey found that, of the total number of trips made on the trail, 45 percent were non-locals, and non-local overnight tourists made up 9 percent of the total number of trips. It was found that primary purpose overnight users spent an average of $82.10 per visit, and primary purpose day users spent $17.16 per visit; a primary purpose user is defined as when the entire expenditures from one's trip are attributed to the trail. This study is a great example of how the Virginia Creeper Trail brings users for day trips as well as overnight trips, both of which generate economic benefits for the region.

Source: Bowker, J.M., Bergstrom, J.C., Gill, J. (2007). Estimating the economic value and impacts of recreational trails: a case study of the Virginia Creeper Rail Trail.

Iconic Local Business in St. Marks



ECONOMIC BENEFIT OF EQUESTRIAN ACTIVITIES

The economic benefit of equestrian activities include:

- Horse population in the U.S exceeds 9.2 million
- Florida ranks 3rd with over 500,000 horses[1]
- Leon, Wakulla, Jefferson and Gadsden have around 10,000 horses.[2]
- Economic impact nationally exceeds $40 billion directly and over $102 billion when indirect and induced spending is included
- The recreational segment contributes $ 32 billion alone[1]
- Over 1.4 million full-time jobs produced[1]
- Over 2 million people own horses[1]
- 4.6 million people involved with the horse industry, as owners, breeders, trainers, service providers, or otherwise.[3]
- In the CC2ST service area it is estimated that there is a capital investment of over $ 210 million and cash flow exceeding $18 million.[2]
- Horse riders trail concerns and preferences include (in order of preference); water for horses, bathrooms, trail diversity, overall safety, ample parking for trailers, attractive scenery, shade, loop trails, maps and trail markings, cleared trails, adequate trail tread/footing, long trails, limited vehicular and bike traffic.[4]
- Equestrians who travel with horses are concerned more about safe places to stay for their horses than for themselves. i.e campgrounds, event facilities.[4]
- Riders state they spend on the average $100-150 for gas, food, registrations, etc for horse events.[4]
- The majority of equestrians (65 percent) prefer day trips, 48 percent state they camp out.[4]
- The length of trail preferred ranged from 5-10 miles for day trips and 20-30 miles for multi-day trips. (4) Local update; The Southern Trailriders Association (STA) states that they prefer 10-15 miles for day trips and 30-40 miles for multi day trips. This better suits endurance riders and those with gaited horses, two more riding group types that will be attracted to Leon/Wakulla.[5]

1 American Horse Council Study 2005
2 Tallahassee Democrat June 1989
3 American Horse Council 2009
4 Virginia Horse Council - Equestrian Trails Survey 2008
5 Southern Trailsriders Association 2013

STORIES from the CORRIDOR "CAPITAL CITY to the SEA TALES"

During the CC2ST Master Plan process, many unique stories and histories along the corridor began to emerge. The following of stories were highlighted on the project website and helped bring the region's past to life.

GF&A RAILROAD- OVERLAND ACCIDENT

In October of 1926, tragedy struck along the GF&A Railroad. Sarah Emma Ferrell, Jonnie M. Ferrell Sutton, Ira Sutton, and Annie C. Moore Ferrell were taking a trip in Ira's new Overland sedan to a poultry farm to purchase food for the upcoming holidays. The poultry farm was located in the Gossitt Mill Community which was west of the GF&A Railroad. Even though it was in the 1920's when automobiles were becoming popular, many people were still unfamiliar with driving techniques.

This was the case on October 28, 1926 when Annie asked Ira if she could try driving his Overland sedan, a car which was not a familiar to her as the Model "T" Ford. The Overland sedan had a three-speed sliding gear transmission with a conventional clutch, with which the Model "T" Ford was not equipped. On their way back from the poultry farm, the car stalled while slowly crossing over the GF&A Railroad, and they were struck by a GF&A train. The train was traveling at a speed of around 30 miles per hour, and the amount of distance required to stop the train was not available in this situation. The GF&A railroad was busy transporting freight and passengers from Carrabelle, on the Gulf Coast, to Richland Georgia. Sarah Emma Ferrell and Jonnie M. Ferrell Sutton died immediately on impact, Annie C. Moore died from injuries three days later and Ira Sutton lived, but never fully recovered from his injuries; he died 19 years after the crash from a cerebral stroke. The crumbled up Overland sedan still remains at the crash site along the GF&A railroad, and is one of the few pieces of the rails' history that can be seen to this day.

Currently, along the GF&A corridor there is a shared-use path, the GF&A at Trout Pond Trail. The remainder of this corridor could be a potential rail to trail conversion site for the CC2ST project. There could also be a potential rest stop along the trail where the Overland sedan remains are located. A kiosk could be placed here to tell the story of the accident and allow trail users to learn more about the history of the trail and the area.



Our 97th Year, 5th Issue Thursday, Jan. 30, 1992

Tragedy Strikes On The G.F.&A. Railroad

By MAYS LEROY GRAY
Written for The Wakulla News

During October of 1926, the citizens of Wakulla County were enjoying the month. Wakulla County's population was 5,205, Calvin Coolidge was President of the United States, John W. Martin was Governor of Florida, R. Donald McLeod was Wakulla County Judge, Angus Morrison was county sheriff, the seine yards were busy hauling in mullet, and the G.F.&A./Seaboard railroad was busy with their trains hauling freight and passengers from Carrabelle to Richland, GA, and through towns and communities located in Wakulla County; Sopchoppy, Ashmore, Arran, and Hilliardville.

Existing Remains Of Crushed Overland Auto

Typical 1926 GF&A Locomotive

stops at Gossitt sawmill to pick up lumber and railroad

cross-ties. Gossitt Mill was

On Oct. 28, 1926 the sun rose bright and clear, with the

promise of a beautiful au- day. Sarah Emma , her daughter, Jonnie rell Sutton, Jonnie's husband, Ira Sutton, and Annie C. Moore Ferrell, wife of

Emmett C. Ferrell, Sr., made plans for an afternoon outing in Ira's new Overland automobile.

Their outing included a trip to a poultry farm to arrange

the purchase of some chickens and some turkeys in preparation for Thanksgiving and Christmas. The poultry farm was located in the Gossitt Mill Community, west

of the G.F.&A. railroad tracks.

Their trip would carry them from the Ivan Community westward, along a rutted country road which crossed the G.F.&A./Seaboard railroad at Gossitt Mill and on to the farm.

As they began their trip from Ivan, Annie Moore Ferrell, an experienced driver with the family Model "T" Ford card, wanted to drive Ira Sutton's new Model 91-A Overland car, and Ira approved.

After the completion of their visit to the farm, during the early afternoon of Oct. 28, 1926, they all boarded the new Overland car for their return trip to Ivan eastward along the rutted road.

As they reached the railroad crossing - a rough, rutted crossing, obscured by

Please turn to Page 10

Article About the Overland Accident



Overland Sedan



Overland Sedan at Crash Site



Overland Sedan at Crash Site

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

WAKULLA BEACH

Wakulla Beach, located on Goose Creek Bay in Wakulla County, is currently enjoyed by residents and visitors as a beach for anglers, swimmers, and paddlers. This site is also the location of some of Wakulla County's interesting history.

Wakulla Beach was inhabited between A.D. 100 and A.D. 800 by Native Americans during the Swift Creek to Weedon Island periods. Bird Hammock, located at Wakulla Beach contains burial mounds and midden deposits from this time period. This site was added to the U.S. National Register of Historic Places on December 15, 1972.

In the early 1900s, Daisy Walker (Miss Daisy) was inspired to establish the town of East Goose Creek on Wakulla Beach. Daisy Walker and her husband, Senator Henry N. Walker, laid out the town in 1915, developing what is said to be Florida's first subdivision[1] and built a hotel to attract visitors. The main road through the subdivision, Hotel Avenue, is currently known as Wakulla Beach Road. In the 1920s, the hotel became the Walkers' home, and they constructed another hotel closer to the beach. The second hotel was destroyed by a hurricane in 1928.



Remains of the Wakulla Beach Hotel

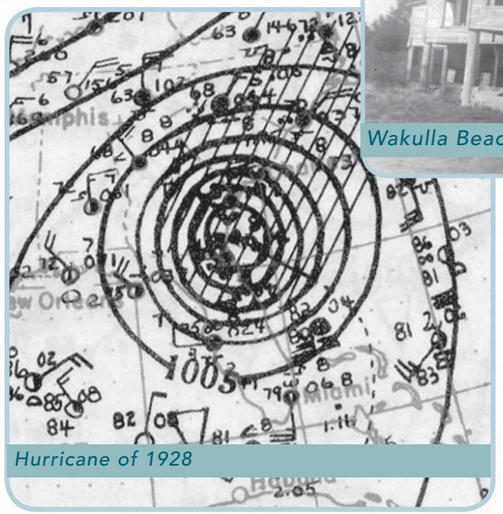
A third hotel was built in approximately the same location as the second hotel. The hotel is said to have been used to entertain legislators, hunters, tourists, and soldiers returning from World War II; however, Daisy Walker died in 1935 and Senator Walker lost his bid for reelection in 1939.

Sometime after 1949, former Senator Walker eventually worked with the U.S. Fish and Wildlife Service to add East Goose Creek to the St. Marks National Wildlife Refuge, and demolished the hotel. Remains of the third hotel can still be found at the forest edge at Wakulla Beach.

Today, Wakulla Beach is used by anglers, swimmers, and paddlers. Wakulla Beach is also a launch site for the Goose Creek Bay Paddling Trail, part of the Apalachee Bay Maritime Heritage Paddling Trails in Wakulla County.



Wakulla Beach Hotel

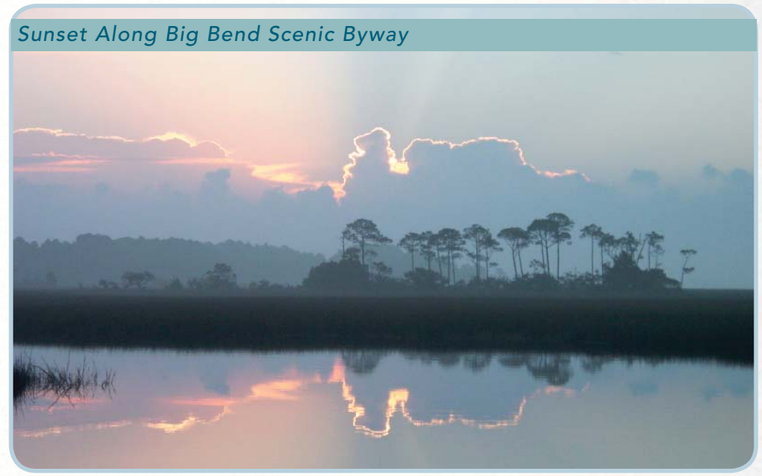


Hurricane of 1928

Source: State Archives of Florida, Florida Memory, http://floridamemory.com/items/show/156420

BIG BEND SCENIC BYWAY (BBSB)

"Explore Undiscovered North Florida: The Big Ben (BBSB) will transport you to a different time and place through its wildlife, waterways, woods, and way of life." This is the theme for Florida's BBSB, a National Scenic Byway that passes through Leon, Wakulla, and Franklin counties. The BBSB is over 220 miles long and offers an abundance of ways to explore north Florida's natural environment, including the Apalachicola National Forest, St. Marks Wildlife Refuge, Tate's Hell State Forest, Wakulla State Forest, Edward Ball Wakulla Springs State Park, and much more!



Sunset Along Big Bend Scenic Byway

Many of the intrinsic resources along the BBSB are universally accessible so everyone can enjoy all that the BBSB has to offer, such as camping, hiking, kayaking, shopping at local businesses, and visiting unique local communities. Many of the proposed CC2ST corridors mirror parts of the scenic byway, adding more activities that visitors can enjoy.

The CC2ST Master Plan is consistent with the BBSB Corridor Management Plan, which includes the following strategies:

- Collaborate with State, regional, county, and local authorities to improve universal design and connectivity between and among existing trail networks.
- Encourage coordination of regional transportation planning with FDOT, local governments, the MPO (CRTPA), U.S. 98 Corridor Authority, the Apalachee Regional Planning Council (ARPC), and land management entities on regionally significant projects.
- Encourage enhancement projects along the BBSB corridor to improve bicycle and pedestrian access, connectivity, and facilities.
- Encourage the use of alternative means of transportation, including, but not limited to, wheelchairs, bicycles, all-terrain and off-road vehicles (when appropriate), in order to reach intrinsic resource destinations.

For more information about the BBSB and for itineraries to help plan your next trip, please visit their website http://www.floridabigbendscenicbyway.com/

STORIES from the CORRIDOR "CAPITAL CITY to the SEA TALES"

The following timeline shows the major accomplishments the BBSB has achieved:

- 2001 – The BBSB began the process to become a designated Florida Scenic Highway (FSH)
- July 2006 – The Wakulla County segments were approved for designation as FSH by Florida Department of Transportation (FDOT)
- July 2006 – The Franklin County segments were approved for designation as FSH by FDOT
- February 2007 – The Leon County segment was approved for designation as FSH by FDOT
- October 2007 – Completion of initial signing plan for the Byway
- December 2008 – Application was submitted to the Federal Highway Administration for consideration to be a National Scenic Byway
- October 2009 – The Byway is officially designated as a National Scenic Byway
- March 2009 – The Byway Interpretive and Wayshowing Plan was developed
- December 2011 – The Five-Year Corridor Management Plan Update was completed



Big Bend Scenic Byway Corridor

FLORIDA'S SEINEYARD HISTORY

Many people are unfamiliar with the seineyard tradition that once dominated the Panhandle of Florida, especially in the CC2ST study area. A seineyard was based in shallow waters with few obstacles and a beach to haul and prepare the catch. There were 16 seineyards located between the St. Marks Lighthouse and Turkey Point in Franklin County, including the West Goose Creek Seineyard. Many seineyards were located near the St. Marks Wildlife Refuge, and were a great place for economic activity as well as social gatherings. People from southern Georgia would travel by wagon to assist in the process and barter other goods for the salted fish. The typical fish caught at seineyards was mullet, and because mullet deteriorate so rapidly, they were salted or eaten right after coming out of the water. The seineyard industry began to decline in the 1980s with the last of the shelters being destroyed by Hurricane Kate in November of 1985. Though seineyards are no longer present, this once traditional fall gathering was a popular pastime for many along the coast, and will remain an important piece of the region's history.

TROUT POND

Located near the former GF&A Railroad, Trout Pond is an accessible destination in the Apalachicola National Forest for hikers, bicyclists, fishermen, and equestrians.


Trout Pond

While all people are welcome to visit Trout Pond, the recreational area was established in 1970 specifically for the differently abled. This recreation area was one of the first of its kind.



Holland, Karl E., 1970. State Archives of Florida, Florida Memory, http://floridamemory.com/items/show/85233

Leading up to the opening of Trout Pond, local social workers and the differently abled community of Tallahassee hoped for additional recreational activities within the surrounding area.


Holland, Karl E., 1970. State Archives of Florida, Florida Memory, http://floridamemory.com/items/show/85760

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

TALLAHASSEE TO ST. MARKS HISTORIC RAILROAD STATE TRAIL HISTORY 1826

1826 - A road was being constructed from Tallahassee to the St. Marks River

1831 - The Tallahassee Railroad Company received the first Congressional Land Grant ever given to a railroad

1835 - The Tallahassee Railroad Company was approved by the Florida Legislative Council

1836 - The first train traversed the railroad

1837 - Tallahassee-St. Marks Railroad construction completed and regular business operations began

1838 - 30,000 bales of cotton traveled on the railroad since its operations began

1839 - The railroad was extended to Port Leon with the construction of a bridge over the St. Marks River

1843 - A hurricane demolished the section of rail in and leading to Port Leon, and St. Marks became the new southern terminus of the railroad

1856 - The wooden rails were replaced by steel rails and the mule-drawn carriages were replaced by locomotives

1865 - Tallahassee-St. Marks Railroad moved hundreds of confederate troops during the Civil War to the Battle of Natural Bridge

1983 - Tallahassee-St. Marks Railroad stopped operating

1984 - The Florida Department of Transportation purchased 16 miles of the corridor and Florida's first "Rails to trails" project began.

2008 - Boundless Playground was added to the Wakulla Station Trailhead

2011 - The Tallahassee to St. Marks Historic Railroad State Trail was widened from 8 to 12 feet

2013 - The development of the Capital City to the Sea Trails Master Plan begins

GF&A RAILROAD HISTORY



Trout Pond GF&A Trailhead

Photo credit: Robert Seidler

GF&A RAILROAD HISTORY

1895 - The Georgia Pine Railway was chartered

1898 - First section of tracks was opened between Bainbridge and Damascus

1901 - The Georgia Pine Railway was renamed the Georgia, Florida & Alabama Railway (GF&A)

1901-1902 - The rail line between Cuthbert and Tallahassee was put into service

1906 - The Carrabelle, Tallahassee & Georgia Railroad was acquired and extended the GF&A railroad from the Capital to the Gulf Coast at Carrabelle

1910 - Extension up for Richland, GA was completed

1926 - Three people were killed when a GF&A train hit their Overland sedan

1927 - The railroad went up for sale and the ICC approved Seaboard Air Line Railway to refinance and reorganize it, and lease the GF&A for 99 years

1936 - The Apalachicola National Forest was officially designated as a national forest

1948 - The Carrabelle to Tallahassee line was abandoned, and soon after, the Havana to Quincy branch was also abandoned.

1948 - 1995 - The railbed lay abandoned for 47 years

1995 - A Project, Development, and Environment Study was completed by the Florida Department of Transportation for the Gopher, Frog, Alligator Rail Trail from Tallahassee, FL to Carrabelle, FL

2008 - Construction began for the GF&A Trail and trailhead at Trout Pond

2009 - Trout Pond Trailhead had its grand opening

2010 - The Historic Depot in Sopchoppy, FL was restored by the City

STORIES from the CORRIDOR "CAPITAL CITY to the SEA TALES"

Trout Pond was envisioned as a recreation area with amenities designed specifically for people with disabilities, including evenly paved surfaces and accessible restrooms, drinking fountains, picnic tables, and fishing pier.

Holland, Karl E., 1970. State Archives of Florida, Florida Memory, http://floridamemory.com/items/show/85241



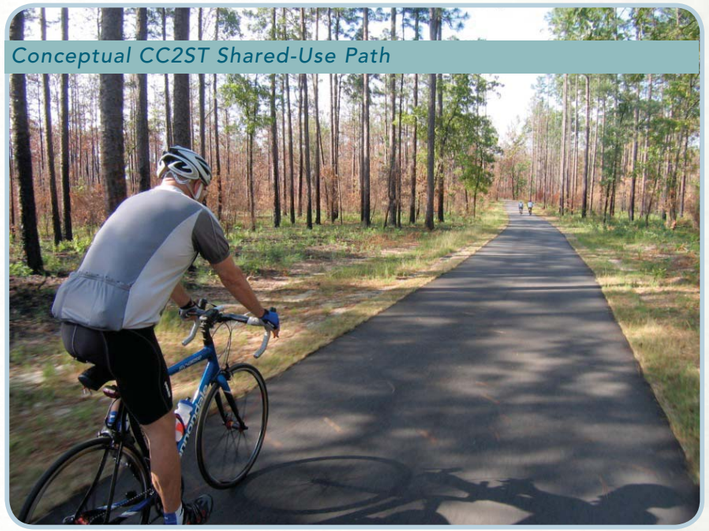
In September of 1970, Trout Pond was officially dedicated by Governor Kirk as a park for the differently abled community in the Tallahassee area.



Holland, Karl E. 1970. State Archives of Florida, Florida Memory, http://floridamemory.com/items/show/89044

In order to expand access and usability of the GF&A Trail at Trout Pond and the Trout Pond Recreation Area, the Tallahassee to Trout Pond Trail segment was identified through public participation as a potential CC2ST segment. Consistent with the Tallahassee-Leon County Greenways Master Plan, this segment would connect the City of Tallahassee to the existing trail. Based on public input and the evaluation criteria, this important trail connection was ranked as the #2 priority for the CC2ST project.

Conceptual CC2ST Shared-Use Path



Engraved directional signs and bump plates were also incorporated to improve self-sufficiency when navigating the paths.

Holland, Karl E., 1970. State Archives of Florida, Florida Memory, http://floridamemory.com/items/show/85240





Holland, Karl E., 1970. State Archives of Florida, Florida Memory, http://floridamemory.com/items/show/89046

In 2008, construction began on a 2.4-mile shared-use path to connect the recreation area, amenities, and scenic locations in the area. The grand opening of this GF&A Trail at Trout Pond was in 2009. The GF&A Trail at Trout Pond and the Trout Pond Recreation Area are intrinsic resources on the BBSB, a State and nationally designated scenic highway.

PUBLIC INVOLVEMENT

PUBLIC INVOLVEMENT

The Capital City to the Sea Trails (CC2ST) Master Plan included an extensive public involvement initiative. The public involvement process for this study not only resulted in valuable community input to shape the project, but also kept stakeholders engaged and promoted the project. The high visibility of the project enhanced the planning coordination and involvement among many governmental agencies.

PUBLIC INVOLVEMENT OVERVIEW

Keeping the public informed with every part of the Master Plan process and encouraging them to participate was one of the most important aspects of the project. The public involvement efforts began with the development of the project website (www.CC2ST.com) and social media out reach through Facebook and Twitter. The website and social media were updated regularly to keep the public informed and involved in the project. Project Newsletter #1 was distributed to provide dates and locations of the public workshops. These workshops were held in both Leon County and Wakulla County. A project survey was released at the beginning of the project and the public was asked to provide input through the survey until Workshop #2. Newsletter #2 was distributed following Workshop #2 to summarize the outcomes of the workshop and to provide the dates and locations of Workshop #3. A Technical Advisory Committee and Trail Advocacy Group were created, and presentations were given at various meetings and events. These efforts are summarized in more detail in the following pages.

The Capital Region Transportation Planning Agency (CRTPA) complies with various Non-discrimination Laws and Regulations, including Title VI of the Civil Rights Act of 1964 which states "Public Participation is solicited without regard to race, color, national origin, age, sex, religion, disability, income, or family status."

PUBLIC WORKSHOPS

Three public workshops were conducted over the project timespan to keep citizens involved and up to date about the progress of the project. These workshops encouraged the public to provide input on different topics related to the project and gave them the opportunity to express what they wanted, as well as provide valuable local knowledge. To encourage broad attendance and to gain input from the public throughout the study area, workshops were held in sets, with one held in Leon County and one held in Wakulla County for each set.

Public Workshop #1

Public Workshop #1 in Leon County was held June 20, 2013 at Jack McLean Community Center. Public Workshop #1 in Wakulla County was held June 25, 2013 at the Wakulla County Commission Chambers (***Figure 17***). Between the two workshops, there were approximately 70 participants. At the first set of public workshops, a presentation about the project background was given along with the first CC2ST project video.

Summary of Public Involvement

- Public Workshop #1
- Public Workshop #2
- Public Workshop #3
- Technical Advisory Committee Meetings
- Trail Advocacy Group Meetings
- CC2ST Website
- CC2ST Facebook Page
- CC2ST Twitter Page
- CC2ST Project Video
- WFSU Video
- Newsletter #1
- Newsletter #2
- Stakeholder Interviews
- Active Living Expo
- Strive Not to Drive Event
- Community Outreach
- Project Survey
- City Council Meetings
- County Commission Meetings

During the second half of the workshop, citizens were encouraged to go to the following stations to provide input, and ask questions:

- Key Destinations
  - ◊ At this station, citizens were asked to highlight important destinations in the study area, such as schools, that they felt should be connected to the trail network. This was a great way for people to really engage in the planning process and highlight destinations which may have been overlooked otherwise.
- Significant Routes
  - ◊ This station was similar to the Key Destinations station because it also gave citizens the opportunity to draw on the study area map and propose corridors to develop a trail network. Some citizens based this upon the destinations located along the different segments, while others decided it was more important to make regional connections.
- Amenities
  - ◊ Citizens were encouraged to express what types of amenities they would like to see along the proposed network. This station provided information about different trailhead classes, included some examples of the type of amenities that would be located at the three different trailhead classifications, and gave citizens the opportunity to provide their suggestions of what amenities should be located along the network.
- Marketing and Promotion
  - ◊ At this station, citizens were asked to provide ideas on how to market CC2ST during the master plan process, as well as after the trails are constructed. Citizens expressed the most effective ways in which they had learned about new transportation and recreational options in the past and in other areas.

- Guiding Principles and Evaluation Criteria
  - ◊ Draft guiding principles and evaluation criteria were developed by the project team and presented to the public at the first workshop to gain their feedback. Participants suggested new topics that should be taken into consideration, as well as which of the existing criteria they found to be the most important.

The public information received from Public Workshop #1 was used to develop the draft CC2ST trail network. Additionally, the input received will be carried forward into the environmental documentation process. Public Workshop #1 was also the public's first opportunity to provide input on the draft evaluation criteria, future amenities, and marketing strategies. See *Appendix A* for more details of Public Workshop #1.

The result of the input from Public Workshop #1 included the following:

- Preliminary CC2ST Network was created
- The key destinations identified by the public were connected through the preliminary network
- Edits to the proposed evaluation criteria were made
- An initial list of amenities desired at trailheads and along the network was identified
- Marketing ideas during the CC2ST Master Plan process and after construction of the network was created

The preliminary CC2ST network created from public input was brought to the second Technical Advisory Committee and Trail Advocacy Group Meetings. Public input also identified that there could be user conflicts with dog hunters, related to the Trout Pond Trail South from Bloxham Cutoff Road (S.R. 267) to Sopchoppy. Once this potential user conflict arose, the project team began coordination with the dog hunters in that area of the Apalachicola National Forest and had two productive meetings with them. From these meetings, the option of using Arran Road over to U.S. 319, to Sopchoppy was developed to mitigate the potential user conflict. These meetings are explained on page 43 of the Public Involvement section of this Master Plan.

The amenities suggested at Public Workshop #1 were brought to our stakeholder meetings. A few of our interviewees suggested the need for electrical recharge stations for electric wheelchairs using the network. Another stakeholder suggested the need for trailer accessible parking so equestrians could access the trails from the trailheads. Both these amenities were included in the recommendations and presented at Public Workshop #3 for further input.

FIGURE 17: FLYER PROMOTING PUBLIC WORKSHOP #1





Public Involvement at Public Workshop #1



Public Involvement at Public Workshop #1

PUBLIC INVOLVEMENT

Public Workshop #2

Public Workshop #2 in Leon County was held at Jack McLean Community Center on Thursday, September 19, 2013. Public Workshop #2 in Wakulla County was held on September 26, 2013 at the Wakulla County Commission Chambers. There were approximately 55 participants between the two workshops.

The focus of this round of public workshops was to have the public provide additional input and vote on which connections within the network (developed from input received at Workshop #1) were the most important to them. Each participant was given five dots that represented votes they could place on any of the different segment maps. The project team explained that the votes were for the general connection being shown on the maps, not the exact line segment, because the preferred alternative will be determined during the PD&E study for each corridor.

The project team was dispersed throughout the map stations to help answer any questions that participants had, and to provide assistance if requested. Participants could put all five dots on a single map or spread them around as desired as well as provide input through comment forms or directly to the project team. The corridors available on which to vote were based on the input from Public Workshop #1, Technical Advisory Committee meetings, Trail Advocacy Group meetings, and stakeholder interviews, and included the following:

- Shadeville Highway Trail to connect existing St. Marks Trail and Crawfordville
- Wakulla Springs Trail to connect Tallahassee, Wakulla State Forest, and Wakulla Springs
- Martin Luther King, Jr. Memorial Road Trail to connect Crawfordville and U.S. 98
- Bloxham Cutoff Trail to connect existing St. Marks Trail and south end of Trout Pond Trail
- Wakulla Beach Trail to connect Wakulla Beach and U.S. 98
- U.S. 98 from Woodville Highway to Surf Road to connect existing St. Marks Trail and Ochlockonee Bay Trail
- St. Marks Trail to St. Marks Lighthouse to connect existing St. Marks Trail to the St. Marks Lighthouse
- Spring Creek Trail to connect U.S. 98 to Bloxham Cutoff Road and Wakulla State Forest
- Sopchoppy Trail to connect the City of Sopchoppy to U.S. 98
- Trout Pond to Sopchoppy Trail to connect the existing Trout Pond Trail and the City of Sopchoppy
- Tallahassee to Trout Pond to connect the existing Trout Pond Trail to Tallahassee
- Otter Lake Trail to connect U.S. 98 to Otter Lake
- TCC Wakulla Environmental Institute Connector to connect U.S. 98 and Shadeville Highway to the TCC WEI
- Franklin County Connector to connect City of Sopchoppy and Franklin County
- Shell Point Trail to connect U.S. 98 to Shell Point Beach

The input received from Public Workshop #2 is consistent with the evaluation criteria "Creates a corridor supported by the public." The points given to each criterion ranged from one to five. The votes at both Public Workshop #2 Leon County and Public Workshop #2 Wakulla County were added up, and those total votes determined the points allocated to that segment for that specific criteria. Other criteria and results will be discussed later in the Master Plan. The points were divided as shown below:

- 1 to 5 votes: 1 point
- 6 to 10 votes: 2 points
- 11 to 15 votes: 3 points
- 16 to 20 votes: 4 points
- Greater than or equal to 21 votes: 5 points

See ***Appendix B*** for more details of Public Workshop #2

The result of the input from Public Workshop #2 was the following:

> The evaluation criteria of "Creates a corridor supported by the public" were determined through the public participation of voting on the corridors developed at the first public workshop.

The project team gave scores to the different segments for the remainder of the criteria which are provided in ***Figure 48*** of this plan, and the public input was combined with that to develop the rankings for each of the segments. The segment rankings were brought to the Technical Advisory Committee, Trail Advocacy Group, CRTPA sub-committees, and the CRTPA Board for approval. The segment rankings have helped determine which segments are most desired by the public, as well as which are the most feasible to construct with regards to available right-of-way, and other environmental and cultural constraints. The outcome of Public Workshop #2 directly contributed to what segments will be entered into PD&E first.



Public Involvement at Public Workshop #2



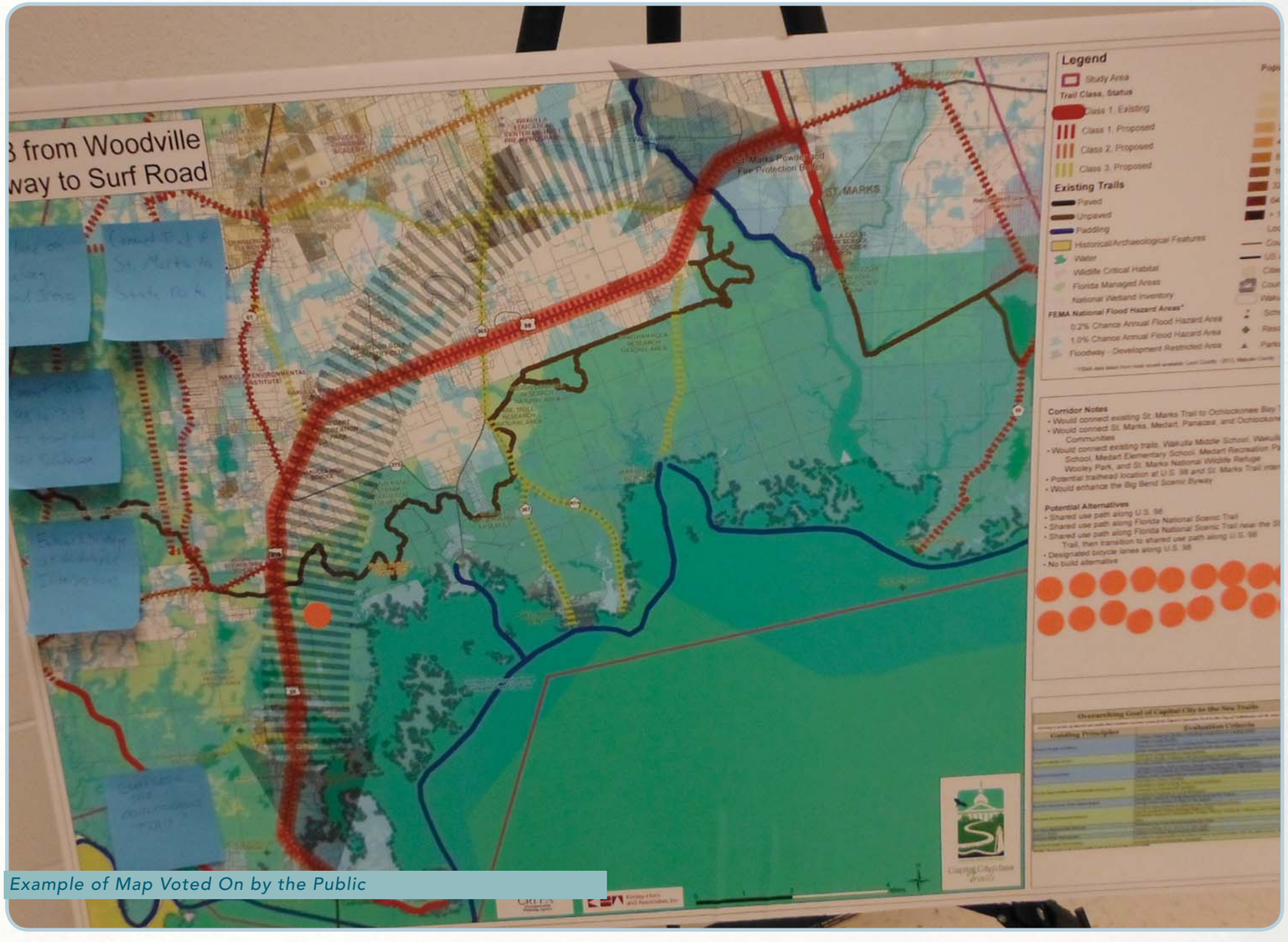
Public Involvement at Public Workshop #2



Public Involvement at Public Workshop #2



Public Involvement at Public Workshop #2



Example of Map Voted On by the Public

PUBLIC INVOLVEMENT

Public Workshop #3

Public Workshop #3 in Leon County was held on December 3, 2013 at Jack McLean Community Center. Public Workshop #3 in Wakulla County was held on December 5, 2013 at the Wakulla County Commission Chambers. There were approximately 55 participants at this round of workshops.

The focus of this final set of workshops was to bring the top ranked corridors (including the results from participation at the second round of public workshops), potential trailhead locations, marketing and coordination efforts, and funding sources and strategies back for final public review and comment. Citizens were encouraged to ask questions and give input about the project through the different stations and the comment form.



Public Involvement at Public Workshop #3



Public Involvement at Public Workshop #3



Public Involvement at Public Workshop #3

The input received from Public Workshop #3 included:

- Constraints and/or considerations for the implementation of the top ranked segments
- Suggestions for potential trailhead locations along the network
- Additional funding sources CC2ST could utilize
- Other organizations and/or agencies CC2ST could partner with to promote the network
- How citizens would be willing to volunteer and participate
- Effective ways to promote the network

In addition to the public providing input,the final set of workshops also provided an opportunity for the project team to say thank you to those citizens who participated. A celebratory board was available for citizens to sign which would be displayed at future milestones. See ***Appendix C*** for more details of Public Workshop #3.

The result of the input from Public Workshop #3 was the following:

- Final input and approval of potential trailhead locations
- Final input and approval of potential marketing strategies
- Final input and approval of potential funding sources and strategies

The information presented at Public Workshop #3 included a summary of all input received from the public to date. This input, along with the input from Workshop #3, form the basis for this Master Plan.

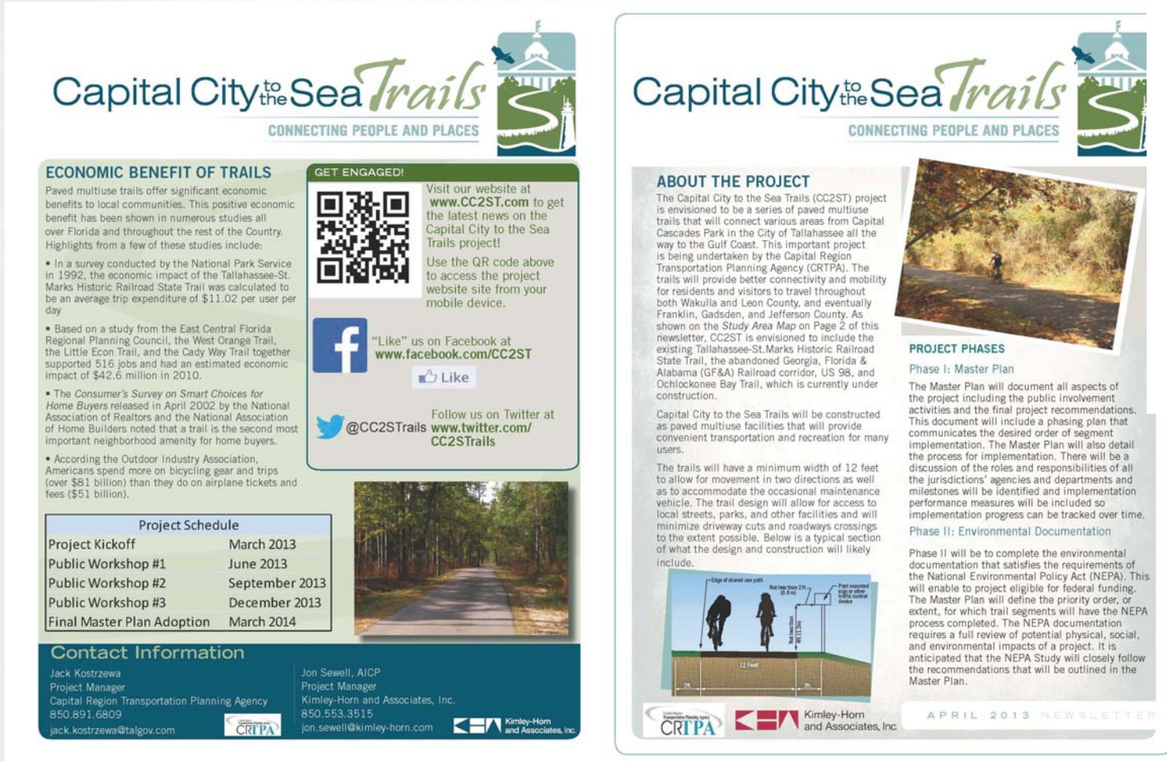
At Public Workshop #3, the public was asked to fill out an amenities questionnaire indicating which of the following amenities listed below were most important to have along the network: Restroom, water fountain, shade, benches, signage, trashcans, bike rack/hitching post, parking, shelter, and rinse station. The questionnaire found that most participants wanted water fountains, parking, and signage. This information was consistent with the feedback received at Public Workshop #1 and through the survey, and is presented in the Trailhead Renderings in the Design Guidelines section of this Master Plan.

Based on the prioritization of the segments at Public Workshop #2 and the evaluation criteria score, the corridors as ranked were presented at Public Workshop #3 for final input. The public provided input on the potential alternatives for each of the segments. These alternatives will be evaluated during the PD&E process.

Project Newsletters

Three project newsletters were developed throughout the duration of the project, focusing on specific topics related to CC2ST. Project Newsletter #1 explained the goal of the project and the scope. It included all public workshop dates and locations so citizens could save those dates and attend these important meetings. These newsletters were brought to Technical Advisory Committee meeting #1, Technical Advisory Group meeting #1, community outreach events, distributed throughout the community, and were available on the project website. Newsletter #1 is provided in ***Figure 18*** below.

FIGURE 18: PROJECT NEWSLETTER #1


Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

ECONOMIC BENEFIT OF TRAILS

Paved multiuse trails offer significant economic benefits to local communities. This positive economic benefit has been shown in numerous studies all over Florida and throughout the rest of the Country. Highlights from a few of these studies include:

- In a survey conducted by the National Park Service in 1992, the economic impact of the Tallahassee-St. Marks Historic Railroad State Trail was calculated to be an average trip expenditure of $11.02 per user per day
- Based on a study from the East Central Florida Regional Planning Council, the West Orange Trail, the Little Econ Trail, and the Cady Way Trail together supported 516 jobs and had an estimated economic impact of $42.6 million in 2010.
- The *Consumer's Survey on Smart Choices for Home Buyers* released in April 2002 by the National Association of Realtors and the National Association of Home Builders noted that a trail is the second most important neighborhood amenity for home buyers.
- According the Outdoor Industry Association, Americans spend more on bicycling gear and trips (over $81 billion) than they do on airplane tickets and fees ($51 billion).

GET ENGAGED!

Visit our website at **www.CC2ST.com** to get the latest news on the Capital City to the Sea Trails project!

Use the QR code above to access the project website site from your mobile device.

"Like" us on Facebook at **www.facebook.com/CC2ST**

Like

@CC2STrails Follow us on Twitter at **www.twitter.com/CC2STrails**

Project Schedule	
Project Kickoff	March 2013
Public Workshop #1	June 2013
Public Workshop #2	September 2013
Public Workshop #3	December 2013
Final Master Plan Adoption	March 2014

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Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

ABOUT THE PROJECT

The Capital City to the Sea Trails (CC2ST) project is envisioned to be a series of paved multiuse trails that will connect various areas from Capital Cascades Park in the City of Tallahassee all the way to the Gulf Coast. This important project is being undertaken by the Capital Region Transportation Planning Agency (CRTPA). The trails will provide better connectivity and mobility for residents and visitors to travel throughout both Wakulla and Leon County, and eventually Franklin, Gadsden, and Jefferson County. As shown on the *Study Area Map* on Page 2 of this newsletter, CC2ST is envisioned to include the existing Tallahassee-St.Marks Historic Railroad State Trail, the abandoned Georgia, Florida & Alabama (GF&A) Railroad corridor, US 98, and Ochlockonee Bay Trail, which is currently under construction.

Capital City to the Sea Trails will be constructed as paved multiuse facilities that will provide convenient transportation and recreation for many users.

The trails will have a minimum width of 12 feet to allow for movement in two directions as well as to accommodate the occasional maintenance vehicle. The trail design will allow for access to local streets, parks, and other facilities and will minimize driveway cuts and roadways crossings to the extent possible. Below is a typical section of what the design and construction will likely include.

PROJECT PHASES

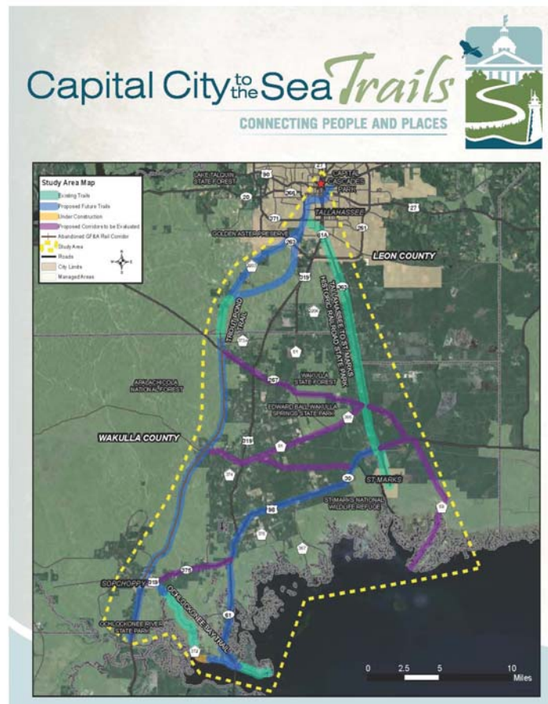
Phase I: Master Plan

The Master Plan will document all aspects of the project including the public involvement activities and the final project recommendations. This document will include a phasing plan that communicates the desired order of segment implementation. The Master Plan will also detail the process for implementation. There will be a discussion of the roles and responsibilities of all the jurisdictions' agencies and departments and milestones will be identified and implementation performance measures will be included so implementation progress can be tracked over time.

Phase II: Environmental Documentation

Phase II will be to complete the environmental documentation that satisfies the requirements of the National Environmental Policy Act (NEPA). This will enable to project eligible for federal funding. The Master Plan will define the priority order, or extent, for which trail segments will have the NEPA process completed. The NEPA documentation requires a full review of potential physical, social, and environmental impacts of a project. It is anticipated that the NEPA Study will closely follow the recommendations that will be outlined in the Master Plan.

APRIL 2013 NEWSLETTER



Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

GET INVOLVED!

There will be three public workshops in Leon County and three corresponding public workshops in Wakulla County. See below for a description of the format for each workshop.

Public participation is solicited without regard to race, color, national origin, age, sex, religion, disability, or family status. Persons who require special accommodations under the Americans with Disabilities Act or persons who require translation services (free of charge) should contact Lynn Barr at the CRTPA at (850) 891-6801 at least seven days prior to the meeting.

Public Workshop #1

This workshop will be the project kickoff meeting to ask for initial input from the public. There will be a presentation and small group discussions.

Workshop #1 for Leon County
Date and Time: June 20, 2013 at 6:00PM
Location: Jack McLean Community Center
700 Paul Russell Road, Tallahassee, FL 32301

Workshop #1 for Wakulla County
Date and Time: June 25, 2013 at 6:00PM
Location: Wakulla County Commission Chambers
29 Arran Road, Crawfordville, FL 32327

Public Workshop #2

This workshop will review the input from the first workshop and help develop draft phasing and alternatives. An overview of the workshop #1 will be provided and will prepare participants for breakout group activities.

Workshop #2 for Leon County
Date and Time: September 19, 2013 at 6:00PM
Location: Jack McLean Community Center
700 Paul Russell Road, Tallahassee, FL 32301

Workshop #2 for Wakulla County
Date and Time: September 26, 2013 at 6:00PM
Location: Wakulla County Commission Chambers
29 Arran Road, Crawfordville, FL 32327

Public Workshop #3

This workshop will include the input and feedback from the first two workshops to create a summary presentation, maps, and other meeting materials. This workshop will summarize all of the previous input and recommendations, so the participants can see the results of their hard work.

Workshop #3 for Leon County
Date and Time: Early December 2013
Location: Jack McLean Community Center
700 Paul Russell Road, Tallahassee, FL 32301

Workshop #3 for Wakulla County
Date and Time: Early December 2013
Location: Wakulla County Commission Chambers
29 Arran Road, Crawfordville, FL 32327

For more information about the public workshops, please visit the website at:
www.CC2ST.com



Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

PUBLIC INVOLVEMENT

Project Newsletter #2 (***Figure 19***) was developed following Workshop #2 and discussed the input received from the public up to that point in the project. This newsletter provided the public an opportunity to see which segments of the CC2ST network were the top ranked, based on the evaluation criteria and the input they provided at Public Workshop #2. This newsletter gave a brief summary of the survey results, as well as special outreach that was completed with different interest groups. Public Workshop #3 information was also available in this newsletter to encourage citizens to attend the final meeting.

Project Newsletter #3 is an executive summary of the project. It summarizes all the public involvement during the Master Plan process, as well as major outcomes of the project.

FIGURE 19: PROJECT NEWSLETTER #2

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

IMPORTANT UPCOMING DATES

Public Workshop #3

You are encourage to attend this final public workshop to provide input on the project recommendations. This workshop will include the input and feedback from the first two workshops to create a summary presentation, maps, and other meeting materials. This workshop will summarize all of the previous input and recommendations, so the participants can see the results of their hard work.

Workshop #3 for Leon County

Date and Time: December 3, 2013

Location: Jack McLean Community Center

700 Paul Russell Road, Tallahassee, FL 32301

Workshop #3 for Wakulla County

Date and Time: December 5, 2013

Location: Wakulla County Commission Chambers

29 Arran Road, Crawfordville, FL 32327

CRTPA Master Plan Adoption

Date: March 2014*

Location: Tallahassee City Hall

300 South Adams Street, Tallahassee, FL 32301

* Please check the CRTPA website at www.CRTPA.org to confirm meeting dates for 2014

SPECIAL OUTREACH

Users of Various Ages

Members of the project team went to the Active Living Expo at the Tallahassee Senior Center. We discussed the Capital City to the Sea Trails project and answered any questions about the project. The project team also attended the Strive Not to Drive event, which was held at the Florida State University Campus.

Different User Groups

The project team has met with representatives for traditional user groups, including the Gulf Winds Track Club, Capital City Cyclists, and the Souther Trailriders Association. The project team also met with different user groups, including local hunters in the area. This coordination has opened a dialogue about the trails and helped to identify various solutions that can be considered to minimize user conflicts.

Users With a Range of Abilities

Another stakeholder who has met with the project team is David Jones from Florida Disabled Outdoors Association. David and other advocates for persons with disabilities are working with us to develop a network of trails that can be experienced by users with a broad range of abilities.

Broad User Representation

The project team has actively engaged a broad user base. To both inform and gain input from a broad user base, including portions of the community that are typically underrepresented, project newsletters, flyers, and surveys have been distributed widely across the community. This information has been made available at retail locations, public libraries, community centers, senior centers, and various other locations.

Public participation is solicited without regard to race, color, national origin, age, sex, religion, disability, income, or family status. Persons who require special accommodations under the Americans with Disabilities Act or translation services (free of charge) should contact Lynn Barr at the CRTPA at (850) 891-8630 at least seven days prior to the meeting.

Contact Information www.CC2ST.com | www.facebook.com/CC2ST | www.twitter.com/CC2STrails

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Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

NEWSLETTER #2

MOMENTUM IS BUILDING!

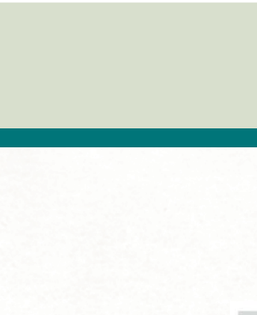
The public involvement accomplished throughout this project has been incredible! Citizens and agencies have not only been participating but have gone above and beyond to work with the project team on all aspects of the project. The project continues to move forward with full momentum as the final stages of the Master Plan process nears.

There has been a huge initiative to get input from community members, local and state entities, and organizations in the region. There have been two rounds of public workshops completed, two rounds of Technical Advisory Committee and Trail Advocacy Group meetings, presentations at cities and counties included in the study area, and updates brought to the CRTPA and their boards.

The input from the public outreach thus far has contributed to the following accomplishments:

- Development of a conceptual paved multiuse trail network throughout Leon and Wakulla Counties
- Prioritization of significant routes and key destinations within the study area
- Development of trail and trailhead classifications
- Creation of guiding principles and evaluation criteria
- Potential funding sources
- Marketing ideas for the corridor once it is constructed


Trail at Lake Henrietta



Project Study Area Map

Survey Results

The project survey was available online and in a printable version over the summer. There was an overwhelming response of almost 300 surveys. Over 95% of respondents support the Capital City to the Sea Trails Project!

"I think this is the type of quality project of life enhancement that can attract visitors, new residents, and keep existing residents in our area! It will help keep Leon and Wakulla counties as wonderful places to live with exciting choices of healthy activity for everyone!"
- Survey Respondent

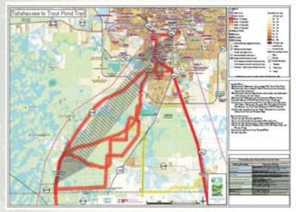
CRTPA | Kimley-Horn and Associates, Inc

OCTOBER 2013

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

PROJECT RECOMMENDATIONS

The project team used data collection and the results from public workshops to analyze each of the different trail components with the evaluation criteria. This determined which trails should be evaluated in the PD&E process and, once funding becomes available, which connections should be constructed first. Maps of the corridors and components are available on the project website at www.CC2ST.com/project-information/



This recommendation connects the existing GF&A Trail at Trout Pond to the City of Tallahassee. This connection has several alternative options that will be evaluated during the environmental documentation. This recommendation would connect to:

- Downtown Tallahassee
- Capital Cascades Park
- Florida A&M University
- Florida State University
- St. Marks Trail
- GF&A Trail at Trout Pond
- Dr. Charles Billing Greenway
- Much more!



This recommendation connects the existing St. Marks Trail to Panacea and Ochlockonee Bay Trail. The total length of the connection is over 20 miles and includes:

- Wakulla Middle School
- Wakulla High School
- Medart Recreation Park
- Wooley Park
- Wildwood Resort
- Florida National Scenic Trail
- Wakulla Environmental Institute

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Wakulla Environmental Institute Site



This recommendation connects the existing St. Marks Trail to the south end of the GF&A Trail at Trout Pond through Bloxham Cutoff Road. It goes through:

- Wakulla State Forest
- Edward Ball Wakulla Springs State Park
- The proposed Heritage Village
- Riversink Elementary School

The trail is over 11 miles long and with the proposed Tallahassee to Trout Pond Trail, could create a large loop within Leon and Wakulla counties.


Wakulla Station Trailhead on the St. Marks Trail


Trailhead at Wakulla Springs


Public Workshop

Other recommendations include the following:

- **Shadeville Highway**: Connects exiting St. Marks Trail and Crawfordville
- **Wakulla Springs Trail**: Connects Tallahassee, Wakulla Springs, and Wakulla State Forest
- **Martin Luther King Jr. Memorial Road Trail**: Connects Crawfordville and other communities to US 98
- **St. Marks Trail to St. Marks Lighthouse**: Connects existing St. Marks Trail to the St. Mark Lighthouse
- **Spring Creek Trail**: Connects US 98 to Bloxham Cutoff Road and all the communities in between
- **Sopchoppy Trail**: Connects the City of Sopchoppy and US 98
- **Trout Pond to Sopchoppy Trail**: Connects existing Trout Pond Trail to Sopchoppy
- **Otter Lake Trail**: Connects US 98 and Otter Lake
- **Franklin County Connector**: Connection into Franklin County from Sopchoppy
- **Shell Point Trail**: Connects Shell Point and US 98

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

PROJECT SURVEY

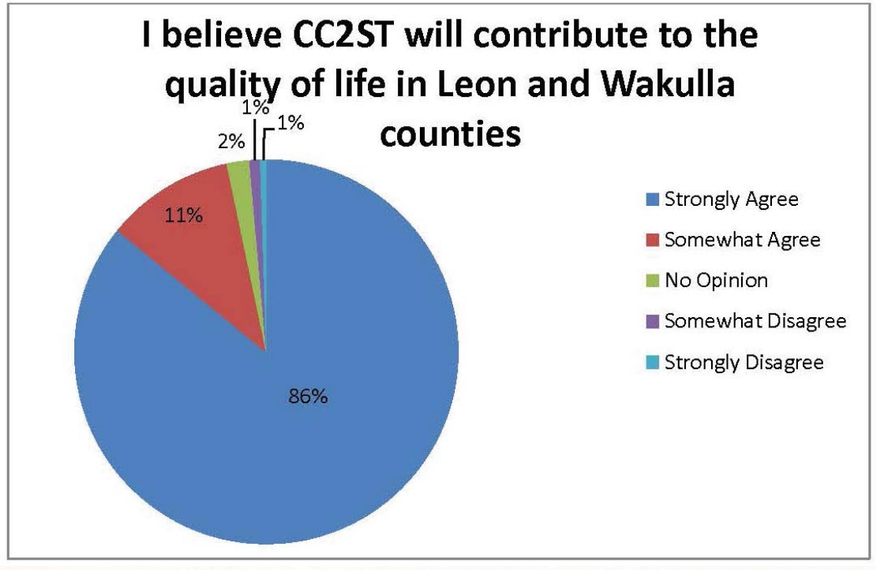
A project survey was developed to gauge citizen's opinions on shared-use paths, the frequency and type of use of the trails, and the overall CC2ST Master Plan. Participants were asked to answer questions about their current trail use, what they thought the CC2ST Master Plan would do for the area, and what amenities they would like to see available along the trails.

The purpose of the survey was to gain important feedback from the public on connections, amenities, frequency of current use of existing trails, and personal thoughts about the project. The feedback received from the surveys impacted the major destinations to which the network should connect. Many survey respondents suggested connections to the cities and communities found within the study area: Tallahassee, St. Marks, Panacea, and Sopchoppy. These destinations were also expressed at Public Workshop #1. Many survey respondents also expressed a desire to have the network connect to Cascades Park, so the network now shows the connection to FAMU Way and Capital Cascades. Respondents also showed a strong desire to connect the network into Franklin County. For this reason, the Franklin County Connector was included in the network to allow participants at the Public Workshop #2 to weigh in on the potential future connection into Franklin County. Many of the amenities suggested in the survey responses were similar to those suggested at Public Workshop #1 and later in the amenities questionnaire at Public Workshop #3. This reinforced the importance of having the following amenities: restrooms, water fountains, shade/shelter, and parking for all user types.

The survey was not administered to a random sample of the population, but was available through a link on the project website, and in hardcopy, upon request, for anyone to use to provide input for the project. The surveys were also given to the Technical Advisory Committee and the Trail Advocacy Group to distribute. They were available at public workshops and the CRTPA Board and committee meetings. Because the location of the Leon County Public Workshops was at Jack McLean Community Center, extra surveys were left there after the workshop, so the public accessing the facility for recreation, or other activities, had access to the information. A total of 280 surveys were completed, and the following results were found:

- 81.7 percent of survey respondents currently use existing multi-use trails in Leon County and/or Wakulla County. Of the survey respondents who use existing multi-use trails, 6.7 percent use an existing trail daily, 30.7 percent use them two-four times per week, 15.1 percent use them once a week, 20.4 percent use them a few times a month, 16.9 percent use them once a month, and 10.2 percent use them rarely.
- The amenities that most people wanted to have available at the proposed trailheads were restrooms (89.2 percent), water fountains (86.7 percent) and parking (78.9 percent). Amenities considered slightly less important to the survey respondents included picnic tables (34.8 percent), rest areas (33.3 percent), and hitching posts (8.6 percent). A notable amount of respondents insisted on maintaining the natural integrity of the land by keeping many of the canopy trees along the potential trail and limiting alteration to the ecological features nearby.
- According to the results, the primary usage of the network by respondents would be bicycling (88.9 percent). Secondary uses would be running (51.3 percent) and walking (47.3 percent). Among the uses listed in the survey, horseback riding (2.5 percent), rollerblading (9.7 percent) and other activities were shown to have the least amount of potential usage.

FIGURE 20: SURVEY RESULTS



This input was summarized and used to develop the recommendations presented at Workshop #3 so the public could provide additional input. This input has been incorporated into this Master Plan.

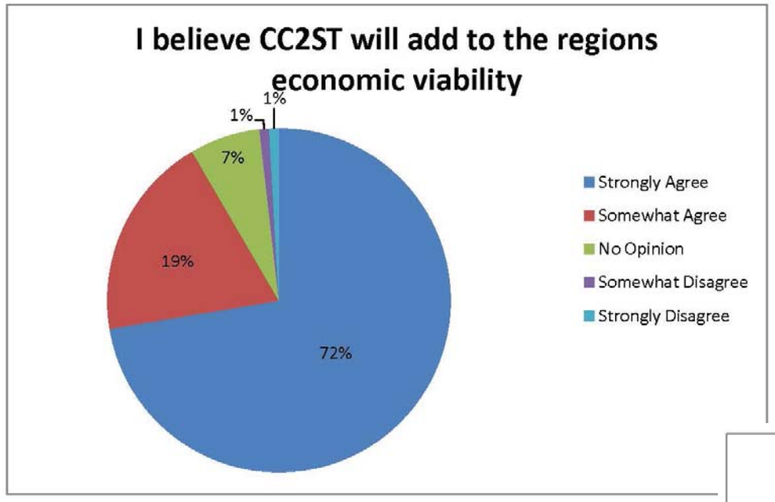


The project team asked trail users at the St. Marks Trailhead to complete project surveys

PUBLIC INVOLVEMENT

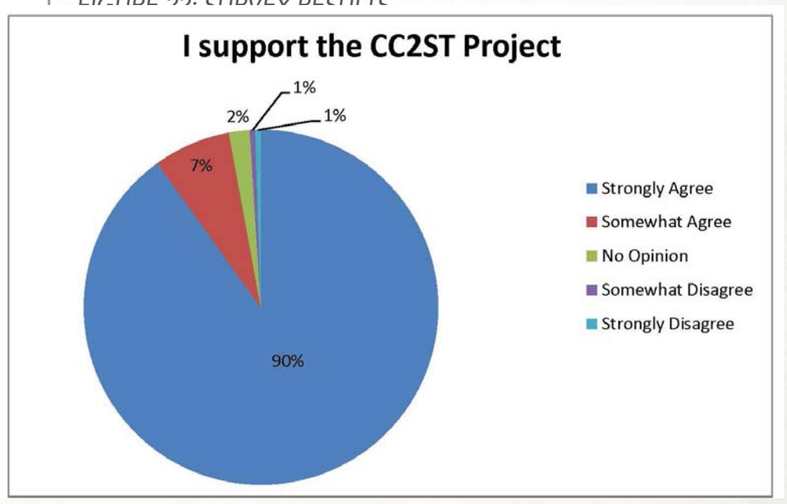
- The feedback about possible trailhead locations along the CC2ST network was open-ended and extensive. The sites that were suggested most frequently by the survey respondents were Sopchoppy, Panacea, and in the Tallahassee area. Specific locations mentioned within Tallahassee included Gaines Street, FSU/FAMU, and Capital Cascades Park. Respondents would also like to see a trailhead near the existing St. Marks Trail, either at the head of the extension, near the Wildlife Refuge on Surf Road, or near the trail split that leads to the lighthouse. Ochlockonee River State Park and Wakulla Springs were among the other often suggested trailhead locations. An extension of the trail farther west to Carrabelle and St. George Island in Franklin County was also greatly desired.
- Over 95 percent of survey respondents strongly or somewhat agreed that CC2ST would contribute to the quality of life in Leon County and Wakulla County. 1.5 percent of survey respondents had no opinion about it, and slightly over two percent of survey respondents disagreed with the statement (***Figure 20***).
- Over 90 percent of survey respondents agreed that the trail network would add to the region's economic viability. 5.8 percent had no opinion, and 2.5 percent disagreed with the statement (***Figure 21***).
- Along with the results from the possible economic impacts of the trail, 74.2 percent strongly agree that the visitors and tourists attracted to the region by the trail will help support local businesses. 21.5 percent somewhat agree that the trail will help support local businesses, and 2.2 percent have no opinion. 1.1 percent somewhat disagree, and 1.1 percent strongly disagree that the trail will have a positive effect on local businesses. One respondent explained that during their visit to the Virginia Creeper Trail, they noticed five bicycle shops renting out bikes and making a decent profit. Some also expressed that when bicyclists travel along the Virginia Creeper Trail, they spend nights in local bed and breakfasts, and eat at local restaurants, contributing to the town's economic growth.
- 75.3 percent of respondents believe the CC2ST will be a vital feature for Leon County and Wakulla County, while 17.8 percent somewhat agree with its vitality to the region. 2.9 percent had no opinion on the matter, 2.2 percent somewhat disagreed, and 1.8 percent strongly disagreed with this statement. Some believe the trail will create stronger community identification and interconnect the region through a natural long-lasting system, as well as establish a national destination for cyclists. A few health professionals even expressed the trail's ability to promote physical activity, leading to healthier communities overall.

FIGURE 21: SURVEY RESULTS



In conclusion, over 96 percent of the citizens who participated in the survey support the CC2ST Project. This survey was a strong indicator of how the public felt about the potential network. Feedback on how citizens would utilize the network was also important information received from the survey, as that implies what type of amenities should be considered. Overall, the survey was an important source for public input (***Figure 22***), and the input received directly shaped the recommendations included in this Master Plan.

FIGURE 22: SURVEY RESULTS



TECHNICAL ADVISORY COMMITTEE

The Technical Advisory Committee (Tech) was created for the purpose of involving local, state, and national agencies in the development process for the CC2ST Master Plan. The committee consisted of planners, engineers, and environmental staff who had extensive knowledge on permitting requirements and how their agency's policies were interpreted. Details of the concept plan, design, permitting, and construction of the project were discussed at these meetings. Public input received during the workshops, the survey, and stakeholder interviews was also discussed with the Tech for feed back and guidance.

Meeting #1

The Tech Meeting #1 was held at Jack McLean Community Center on May 15, 2013. The entities represented at this meeting were:

- Florida Department of Transportation
- Florida Department of Environmental Protection Office of Greenways and Trails
- City of Sopchoppy
- United States Forest Service
- Wakulla County Planning and Community Development Department
- Big Bend Transit
- TCC Wakulla Environmental Institute
- St. Marks National Wildlife Refuge
- Leon County Public Works
- Florida Forest Service
- Leon County Planning Department
- Tallahassee Parks and Recreation Department

During the first Tech meeting, the project team facilitated a conversation about funding possibilities, challenges that may occur and how to address them, and possible history to highlight along the trails. The idea to highlight history along the trail network was the reason behind the development of the Capital City to the Sea Tales on the project website. For a more detailed summary of Tech meeting #1 please see ***Appendix D***.



Technical Advisory Committee Meeting



Technical Advisory Committee Meeting

PUBLIC INVOLVEMENT

Meeting #2

Tech Meeting #2 was held at Woodville Community Center on July 16, 2013. The following organizations were present at the meeting:

- Florida Department of Environmental Protection Office of Greenways and Trails
- Tallahassee Parks and Recreation Department
- Leon County Planning Department
- Wakulla County Planning and Community Development Department
- National Forest Service
- Leon County Public Works
- Wakulla County Parks and Recreation
- Apalachee Regional Planning Council
- City of Sopchoppy
- Florida Disabled Outdoors Association
- TCC Wakulla Environmental Institute
- Commuter Services of North Florida
- Florida Fish and Wildlife Conservation Commission

During the second Tech Meeting, the attendees addressed the potential user conflicts from local dog hunters in Sopchoppy as well as which potential trail segments the Tech felt were top priority. For the entire summary of Tech Meeting #2, see ***Appendix E***.

Meeting #3

Tech Meeting #3 was held at Jack McLean Community Center on October 22, 2013. The following organizations were present at this meeting:

- Florida Trail Association
- Commuter Services of North Florida
- Florida Forest Service
- Tallahassee Parks and Recreation Department
- United States Forest Service
- Tallahassee-Leon County Planning Department
- Wakulla County Planning and Community Development Department
- TCC Wakulla Environmental Institute
- Florida Department of Environmental Protection Office of Greenways and Trails
- Leon County Public Works Department
- Florida Disabled Outdoors Association

The final Tech Meeting focused on the rankings of the proposed corridors. Tech members had discussions on pros and cons for the different corridors. Committee members also e-mailed in any comments they had about the corridors that were not discussed at the meeting. For the full summary of Tech Meeting #3, please refer to ***Appendix F***.



Technical Advisory Committee Meeting



Technical Advisory Committee Meeting



Technical Advisory Committee Meeting

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

TRAIL ADVOCACY GROUP

The Trail Advocacy Group (TAG) was created to help guide the project, act as a sounding board for various approach options, and inform the community of the project. TAG was comprised of interested parties who were active within the community and had a vested interest in CC2ST. The members of this group became knowledgeable about the trails, the proposed facilities and amenities, and advocated for the project.

Meeting #1

TAG Meeting #1 was held at Jack McLean Community Center on May 16th, 2013. The attendees at this meeting were:

- Gulf Winds Triathletes
- Gulf Winds Track Club
- The Southern Trailriders Association
- Florida Trail Association
- Tallahassee Museum
- Higher Ground Bicycle Company
- Sunshine Cycles
- Commuter Services of North Florida
- Florida Greenways and Trails Foundation
- Capital City Cyclists
- Florida State University Bicycle and Pedestrian Committee
- Visit Tallahassee
- Trail Enthusiasts/citizens

Meeting #1 of the TAG addressed questions about potential trail users, with members collaborating on ideas to make CC2ST more user-friendly, and to develop marketing and economic strategies. For a more detailed summary of TAG Meeting #1 please see ***Appendix G***.



Trail Advocacy Group Meetings



Trail Advocacy Group Meetings

Meeting #2

The TAG Meeting #2 was held at Woodville Community Center on July 16th, 2013. The representatives able to attend this meeting were:

- The Southern Trailriders Association
- Wakulla County citizen

At this meeting several important outcomes emerged, including top priority segments, equestrian high use areas, and the need for campground facilities along proposed routes. This input should be incorporated into a marketing plan for CC2ST and is addressed in the Needs and Benefits section of this Master Plan. A more detailed summary of meeting #2 can be found in ***Appendix H***.



Trail Advocacy Group Meetings

PUBLIC INVOLVEMENT

Meeting #3

Meeting #3 for the TAG was held at Mellow Mushroom restaurant on October 22, 2013. The groups represented at this meeting were the following:

- BBSB Corridor Management Entity (CME)
- Wakulla County Planning and Community Development Department
- The Southern Trailriders Association
- Gulf Winds Track Club
- Gulf Winds Triathletes
- Florida State University Bicycle and Pedestrian Committee
- Florida A&M University

The TAG members discussed the corridor rankings, and asked questions about maintenance and other future needs for the trails. Potential user conflicts were also discussed at this meeting. For the full summary of TAG meeting #3, please see ***Appendix I***.

STAKEHOLDER INTERVIEWS

Bob Ballard- Tallahassee Community College (TCC) Wakulla Environmental Institute (WEI)

The first meeting with Bob Ballard was on May 23, 2013. Related to CC2ST, Bob's top priority is the possible connection between the currently under-construction TCC WEI and the CC2ST network. Since the WEI's focus is environmental and recreation-based fields, having a trailhead located at the WEI would allow students and visitors to explore the natural environment surrounding the area through alternate forms of transportation. It will also allow recreationalists to stop and explore the WEI along their trip. Bob also thought it would be a good idea to include the CC2ST project on their Resource and Ecosystem Sustainability, Tourist Opportunities, and Revived Economies of the Gulf Coast State Act (RESTORE Act) application in hopes that it would make the WEI a stronger regional project and increase the chance of receiving funding.

A second meeting was held with Bob Ballard and Paul Johnson on December 12, 2013 to discuss the progress at WEI. Bob and Paul told the project team that the road connecting the facility to U.S. 319 would begin construction in April 2014, and they were in the process of looking for property to make a connection to U.S. 98. Along the entrance into the WEI, there will be an eight-foot wide path utilizing available right-of-way. The construction of the trailhead at the facility will begin in May 2014, and construction of the first building should be completed in January 2015. The RESTORE Act funds will not be awarded until, at the earliest, mid-year 2014.

Dale Allen- The Florida Greenways and Trails Foundation

Dale Allen, the president of the Florida Greenways and Trails Foundation, Inc., has been involved with trails throughout the State of Florida for decades. The project team met with Dale on August 19, 2013. A few of the alternative options in the southern part of the GF&A corridor were discussed, and Dale suggested taking U.S. 319 (Crawfordville Highway) to Sopchoppy Highway, instead of going through the Apalachicola National Forest or using forest roads. This route passes by the TCC WEI, and avoids the dog hunting area north of Sopchoppy. Dale also discussed using Wakulla Springs Road as a possible route because of its light traffic, available right-of-way, and scenic atmosphere.

The project team met with Dale again on November 14, 2013, along with Joe Beckham, a board member for the Florida Greenways and Trails Foundation. This meeting focused on potential funding sources, as well as initiatives that similar projects are undertaking to get funded in the State.

Jim Schmid- National Forest Service

The project team met with Jim Schmid on July 11, 2013, where the Florida National Scenic Trail and the changes being proposed to that trail system were discussed, as well as how these changes could affect proposed CC2ST routes and trailheads. Jim also told the project team that equestrian groups tried to create trails on old forest roads, but dog hunting drove them out of the area. Jim suggested making connections to Leon Sinks and the campsite near Sopchoppy.

Marcus Beard and Harold Shenk- Apalachicola National Forest (ANF)

The August 12, 2013 meeting with Marcus Beard and Harold Shenk was held to discuss some of the dog hunting concerns in the area. They discussed using the L.L. Wallace Road in the northern part of the study area to help reduce conflict with other user types. The use of a fence along the power line easement north of Arran Road as a compromise to the hunting issue in this area was also discussed. This compromise would also help keep the hunting dogs out of the private property located along the power line easement.

A second meeting was held with Marcus on November 12, 2013 to discuss the future NEPA documentation for the LL Wallace Road segment. Marcus expressed the time it usually takes for the ANF to complete NEPA documentation and the materials needed to conduct the public involvement process. This was a very important coordination meeting between the project team and the ANF for the future of CC2ST.

Robin Birdsong and Doug Alderson- Department of Environmental Protection, Office of Greenways and Trails

A stakeholder interview was held on August 21, 2013 with Robin Birdsong and Doug Alderson. One of the topics discussed with Robin and Doug was the possibility of creating a Community Service Organization (CSO) for CC2ST. CSO's are discussed in greater detail in the Organizational Structure section of this Master Plan. Also discussed were the economic impacts trails have on nearby communities, as well as maintenance cost for trails. Doug sent statistics about economic impact to the project team following the meeting to reference in the Master Plan.

Lee Daniel- Visit Tallahassee

Lee Daniel discussed the upcoming "Trailahassee" website at a stakeholder interview meeting held with him in August. This website is a way for residents and visitors in the area to find out where all types of trails (biking, walking, paddling, equestrian, mountain biking, etc.) are located within the Capital Region. The website, which was rolled out to the public in late September, provides information on trail type, trail length, and surface type for trails in Leon County. Lee said the next step for Visit Tallahassee is incorporating other trails in neighboring counties. Visit Tallahassee can be a marketing partner for the CC2ST, and wants to promote trails to recognize their economic potential, as well as promoting "Trailahassee" in outdoor magazines and biking magazines. Lee also discussed the two cycles of sports grants from Visit Tallahassee that go to support different events in the area. Visit Tallahassee is also considering creating a signature event fund to invest in things that will make "Trailahassee" a greater initiative.

David Jones- Florida Disabled Outdoors Association

The August 23, 2013 stakeholder meeting with David Jones focused on how the CC2ST network can be designed to incorporate activities most desired by all user types. David discussed how smaller loop systems within the larger system were important in allowing people with disabilities to experience the trail. He expressed how destinations such as Wakulla Springs and Ochlockonee River State Park need to be connected to these smaller loops. The possibility of having recharge stations every few miles along the

trail for people who use electric wheelchairs was also discussed. David said that signage was very important to have at trailheads in order to inform people of what to expect along the trail, and to provide the information necessary to make the personal decision about whether or not they should make the trip. He thought a good connection would be between Ochlockonee River State Park and the St. Marks Wildlife Refuge, as well as a connection to Ochlockonee Bay Trail.

J.R. Harding- Florida Agency for Persons with Disabilities

J.R. Harding discussed ways to make CC2ST accessible to the disabled, not only based on today's standards, but future standards also. The project team met with J.R. on August 27, 2013 and discussed the importance of signage to allow people to know what to expect along that segment of the trail. J.R. also said having a loading and drop-off area would be beneficial to not only those with different abilities, but everyone. The idea of having passing lanes on longer corridors was another suggestion.

Inovia- Capital Circle Southwest Design

The project team met with Inovia, the FDOT consultant completing the design of Capital Circle Southwest from Crawfordville Road to just east of Springhill Road, on August 12, 2013. This area includes the Munson Slough connection. CC2ST plans were discussed with them, and a request was made that they take the trail network into consideration when completing their design. Other ways to collaborate were also discussed. The coordination letter provided to Inovia following the meeting is included *in Appendix J*.

Gregg Stanton – Wakulla Diving Center, Inc.

The CC2ST Project Team met with Gregg Stanton on January 31, 2014. This meeting discussed the importance of aquifers, blueholes, and sinkholes to the region, and how these rare natural features should be taken into consideration during the implementation of CC2ST. Interpretive signage and other educational resources can be provided to inform network users of these resources while using CC2ST.

Tallahassee-Leon County Planning Department

On September 9, 2013, the project team met with Steve Hodges, Leigh Davis, and Megan Doherty from the Tallahassee-Leon County Planning Department. The Penny Sales Tax Program (Blueprint 2000), a possible funding source for the CC2ST network, was discussed. The consistency between CC2ST and the Tallahassee-Leon County Greenways Master Plan was also discussed, including the connection of Trout Pond Trail to Tallahassee using LL Wallace Road, a proposed segment in CC2ST.

Dog Hunters

Two meetings have been held with the dog hunters (sportsmen use dogs to help assist in hunting game) to discuss possible routes to Sopchoppy that will reduce potential user conflicts. At the first meeting on August 6, 2013, the dog hunters expressed concern that if the CC2ST trails were to go through the Apalachicola National Forest, they would eventually lose the land for hunting because of complaints by trail users. They said they have also been lied to before during past attempts to use the GF&A Rail Corridor for a trail. They were not receptive to the idea that trails bring economic opportunities, and said that dog hunts have and will bring greater economic impact to the area than trail users. They informed the project team that they need the power line easement to catch their dogs, so it is important that they are not restricted from that area. Some of the participants suggested using Lawhon Mill Road to connect the northern part of the GF&A rail line to Sopchoppy.

The second meeting with dog hunters on August 19, 2013 was to discuss the concepts that were created based on the discussion from the first meeting. This meeting consisted of a smaller group, so initial feedback could be given. The potential use of Lawhon Mill Road was discussed again, to which the dog hunters originally seemed receptive, but suggested using U.S. 319 instead. After some deliberation, it was discussed that the property owners along Lawhon Mill Road could resist a trail in this area, so it would be best to avoid that area. U.S. 319 would be the least controversial route in that area in regards to user conflicts. For the area between Arran Road and Bloxham Cutoff, the use of the power line easement and a fence to separate the hunting area with the shared-use path was suggested.

Follow Up with Agencies

A meeting about the potential user conflicts was held on September 24, 2013 with Marcus Beard from Apalachicola National Forest Service, Paul Schraine from Florida Fish and Wildlife Conservation Commission (FWC), and John Dunlap from Apalachicola National Forest Service. This meeting helped determine what possibilities could be suggested to reduce potential user conflicts, which included the use of a fence to separate user groups in the north hunting area. The restrictions of fencing in regards to wildlife movement were also discussed. This meeting was held to enable the Apalachicola National Forest staff to provide any suggestions to reduce user conflicts before being discussed any further.

Wakulla County Restore Act Committee

In 2010, the ***Deepwater Horizon*** oil spill occurred in the Gulf of Mexico, which resulted in 4.9 million barrels of oil being discharged in the water, the largest accidental marine oil spill to ever occur. The economic, environmental, and health impacts from this disaster greatly affected communities along the Gulf. The RESTORE Act was created with funds from the civil penalties paid under the Clean Water Act.

The Wakulla County RESTORE Act Advisory Committee was adopted in November of 2012 in order to establish an application and procedure for seeking RESTORE Act Funds. On May 8, 2013, the CC2ST consultant project manager attended the committee meeting to present the CC2ST kick-off presentation. This presentation helped CC2ST by providing the possibility to be included on applications to receive funding from the RESTORE Act.

COMMUNITY OUTREACH

Project team members attended different community events and community group meetings throughout the duration of the project. The project team met with these community groups early in the project to provide important meeting dates and encourage involvement in the development of the trail network. Communication was maintained through e-mails, social media outlets, and by including representatives from these groups in the TAG.

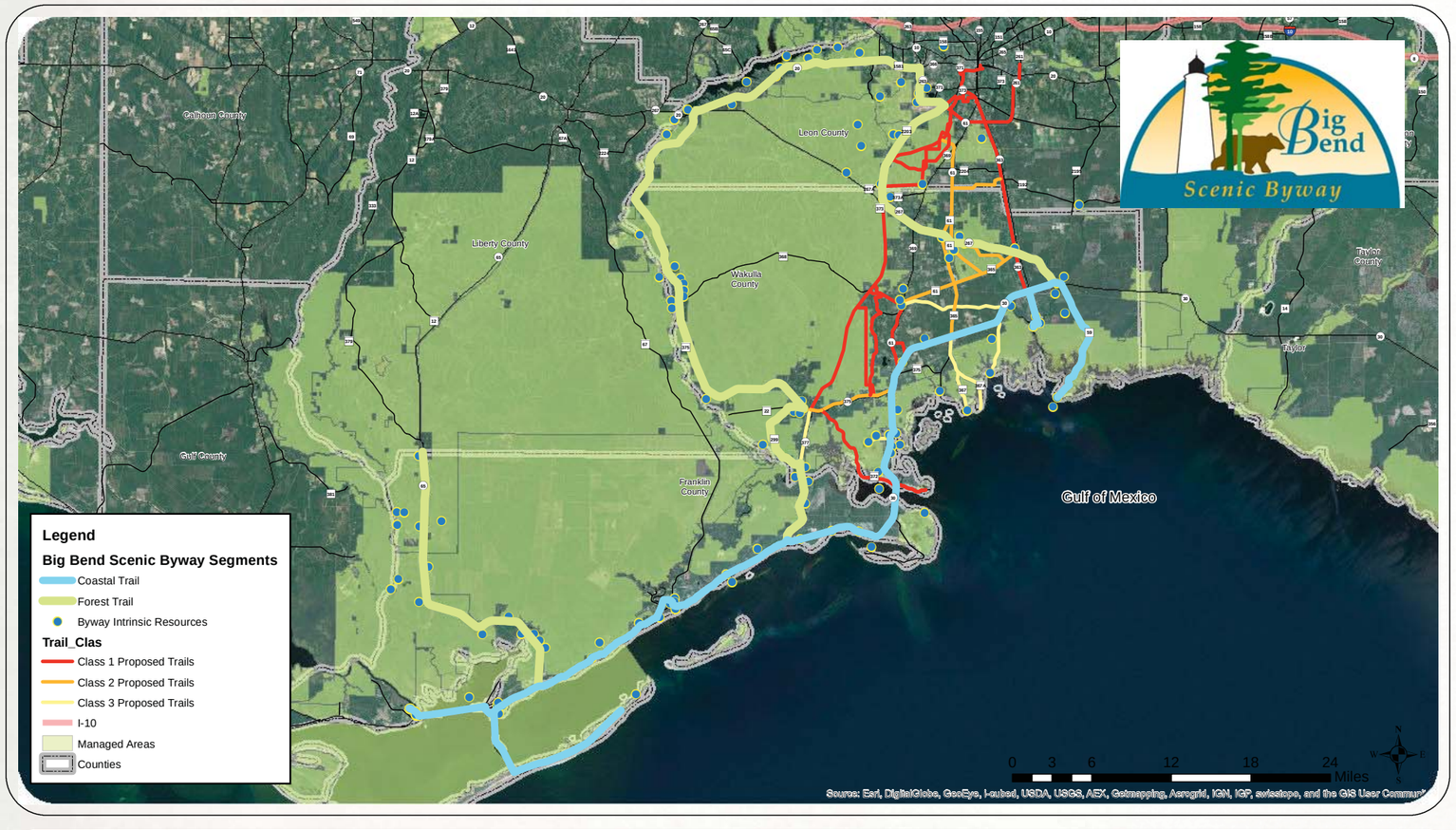
PUBLIC INVOLVEMENT

Big Bend Scenic Byway (BBSB)

The Big Bend Scenic Byway (BBSB) Corridor Management Entity has been active since its establishment in early 2006. This non-profit corporation supports ways to promote the BBSB Corridor, as shown in ***Figure 23.*** The proposed CC2ST network follows along parts of the corridor and shares intrinsic resources.

Materials were handed out at the March 2013 BBSB CME meeting and the group showed overwhelming support for the project. BBSB will be able to capitalize on the CC2ST network in the future to market to a broader audience and increase visits to the BBSB.

FIGURE 23: BIG BEND SCENIC BYWAY MAP



Waterfronts Florida

Waterfronts Florida is a program that helps coastal communities revitalize their economic conditions. Panacea Waterfronts Florida Committee was established in 2001, and envisioned goals and objectives to help rejuvenate their community. The consultant project manager spoke to the committee to promote CC2ST and present the potential economic benefit the network would have on the Panacea community.

Gulf Winds Track Club (GWTC)

The Gulf Winds Track Club (GWTC) is a local group consisting of joggers, runners, and coaches that has been in existence since 1975. The project team spoke with the group about CC2ST at their May 8, 2013 meeting. GWTC has stayed involved with the project throughout the entire master planning process, and has had multiple representatives present at the public workshops.

Gulf Winds Triathletes

The Gulf Winds Triathletes is the triathlon club within the Gulf Winds Track Club. They were officially formed in 1998 and, as of 2012, have 340 members. The consultant project manager spoke to a group of about 100 members at their monthly meeting on May 20, 2013.

Capital City Cyclists (CCC)

The Capital City Cyclists (CCC) is a non–profit organization that promotes bicycling for transportation, health, sports, and recreation. They were organized in 1982 and now have hundreds of members. The consultant project manager attended their monthly meeting on May 9th to promote CC2ST. The CCC continued to stay up to date with all CC2ST events, and allowed the promotion of the project at their annual Spaghetti 100 Race on November 9, 2013, which hosted hundreds of cyclists from around the region.

Southern Trailriders Association (STA)

The Southern Trailriders Association (STA) was established in 1990 while participating in the construction of the equestrian trail on the St. Marks Trail. The project team spoke with the organization at their quarterly meeting on April 27, 2013. Representatives from the STA attended all the public workshops.

PUBLIC INVOLVEMENT

Florida State University- Strive Not To Drive

The project team went to Florida State University to promote CC2ST at their annual Strive Not to Drive event. Students and faculty asked questions and received newsletters, public workshop flyers, and other information regarding the potential network. This provided an opportunity to engage students, faculty, and staff at the university on the project.

Capital Region Transportation Planning Agency Committees

The Capital Region Transportation Planning Agency (CRTPA) has two committees: The Citizens Multimodal Advisory Committee (CMAC) and The Technical Advisory Committee (TAC).

Citizens Multimodal Advisory Committee (CMAC)

The CMAC is comprised of individuals in the community who represent various agencies and transportation interests. Project kick-off information was presented to the CMAC and initial questions were addressed by the project team at the May meeting. At the September meeting the evaluation criteria were brought to the CMAC. They requested that transportation connectivity be more strongly emphasized in the evaluation criteria and approved it unanimously. The CMAC approved the top three corridor rankings at the November meeting.

Technical Advisory Committee (TAC)

The TAC is made up of local and state planners and engineers with experience in transportation planning, engineering, or management. The TAC expressed support for the project at the kick-off presentation in May. They unanimously approved the evaluation criteria at the September meeting and the top-ranked corridors at the November meeting.

Capital Region Transportation Planning Agency Board

The CC2ST kick-off presentation to the CRTPA was on May 20th. The consultant project manager presented information to the Board on economic benefits of trails, public involvement methods, scope of work that will be done, and next steps for the project. The CRTPA Board gave positive feedback about the project, and several Board members stated how this project will put our region on the map as a top trail user destination that will attract international attention once completed. A presentation requesting approval of the evaluation criteria was also given to the CRTPA Board in September, which was approved unanimously. The CRTPA Board approved the corridor rankings at the November 2013 meeting.



Strive Not To Drive Event at FSU

LOCAL GOVERNMENTS

Project kick-off presentations were given at the Wakulla County Board of County Commissioners meeting, Sopchoppy City Commission meeting, and St. Marks City Commission meeting in early June. Concerns about potential user conflicts with dog hunters were expressed at the Sopchoppy City Commission meeting. The issues were addressed at a later date with the group of citizens in opposition of the network. At the other meetings, citizens showed support and excitement for the CC2ST project.

Project updates were brought to the local governments in October to provide information on what was accomplished and to provide important upcoming public workshop dates. The second round of presentations was brief and only addressed any questions that may have arisen since the initial kick-off presentation.

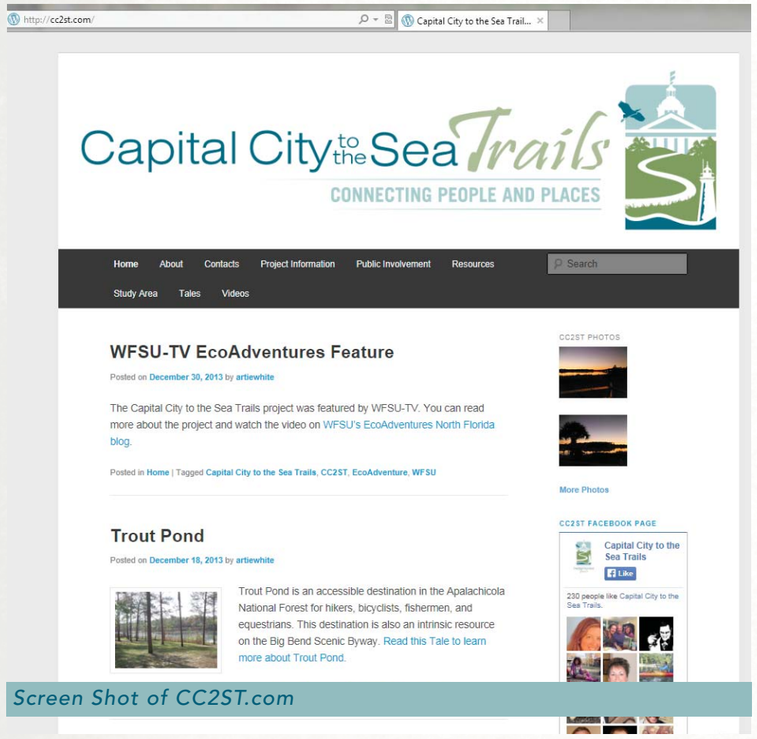


Public Involvement

PUBLIC INVOLVEMENT

WEBSITE

A CC2ST website was developed to convey project information and provide deliverables to the public. On the website, the public learned about how they could give input on the project, learn project details, and obtain the information presented at the workshops. The website was the key point of contact with the public, and any news or updated details about the project could be reported immediately through the website. The website provided information on how many people were accessing the website. The website is a tool that promotes the project through the Master Plan, but it can also be used during the PD&E phases after the trails are constructed.



Screen Shot of CC2ST.com

FACEBOOK

Social media is the interaction between people through virtual communities. Facebook has become one of the most popular forms of social media and is a great marketing tool. The CC2ST Facebook page allowed people to "Like" the page and stay updated on upcoming workshops, events, and important information to date. There are 231 people who have "Liked" the Facebook.

TWITTER

The Twitter page for CC2ST provides followers with updates on events, workshops, and interesting things that have been happening with the project. Followers can also mention the trails in their own personal "tweets" so all of their followers can learn about the project. The CC2ST twitter account has over 28 followers.

OUTREACH TO UNDER-REPRESENTED COMMUNITIES

Due to the diverse population throughout the project study area, a strong initiative to reach all citizens regardless of race, color, national origin, age, sex, religion, disability, income, or family status was undertaken. Newsletters were brought to following locations to serve currently under-represented communities:

- Collins Leon County Public Library (Downtown)
- Wakulla County Public Library (Crawfordville)
- Jack McLean Community Center
- The Tallahassee Senior Center
- Wakulla Senior Citizens Center

Informational letters were also sent out to religious centers within the study area to help reach other citizens. Those religious centers in Title VI areas were contacted through phone calls to encourage their participation in the project. Translation services were available upon request to the CRTPA prior to each workshop.

The project team coordinated with the following entities to gain input from traditionally underrepresented communities:

- Active Living Expo at The Tallahassee Senior Center
- Florida A&M University, a Historically Black College University, was represented on our Trail Advocacy Group and at public workshops
- Stakeholder interviews with organizations that represent the differently abled
  - ◊ Florida Disabled Outdoors Association
  - ◊ Florida Agency for Persons with Disabilities

ACCESSIBILITY CONSIDERATIONS FOR PUBLIC WORKSHOPS

MEETING LOCATION ACCESSIBILITY

The public workshops in Leon County were held at Jack McLean Community Center which is an accessible facility by transit. There is no transit within Wakulla County, but citizens were able to contact their local community transportation coordinator in advance to request transportation to the meeting location. The location, date, and time for each public workshop were announced in the first project newsletter, which was posted to the project website in May 2013. This gave citizens ample time to make arrangements to get to any of the workshops they wanted to attend. The newsletters were also brought to different locations throughout the study area so those citizens who may not have access to the internet also had the opportunity to know public workshop information in advance.

SECTION 508 COMPLIANCE

Section 508 is an amendment to the Rehabilitation Act, which requires federal agencies to make information on electronic devices accessible to persons with disabilities. The CC2ST website was designed to be compatible with screen readers and mobile devices, and for compliance with Section 508, to remove any technology barriers in terms of providing information.

SURVEYS

It was important to have various versions of the project survey available for persons of all abilities. It could be completed online, printed in greyscale, and found in non-electronic formats at locations throughout the study area. Project surveys and newsletters were available at all the special events attended by the project team.

Capital City to the Sea Trails
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NEEDS AND BENEFITS

To assess the local, county, and regional trail needs of the areas surrounding the CC2ST, a needs and benefits analysis was completed. This assessment includes an analysis of the socioeconomic characteristics of Wakulla and Leon counties including income, poverty, commuting, and vehicle ownership. The proximity of community features, including libraries, community centers, parks and schools, and major activity centers located within one mile of proposed CC2ST corridors was analyzed. The community features were also evaluated to determine if logical or needed connections exist between community features and the proposed trail system. Additionally, an analysis of the projected number of trail users, as well as user group types, is also discussed.

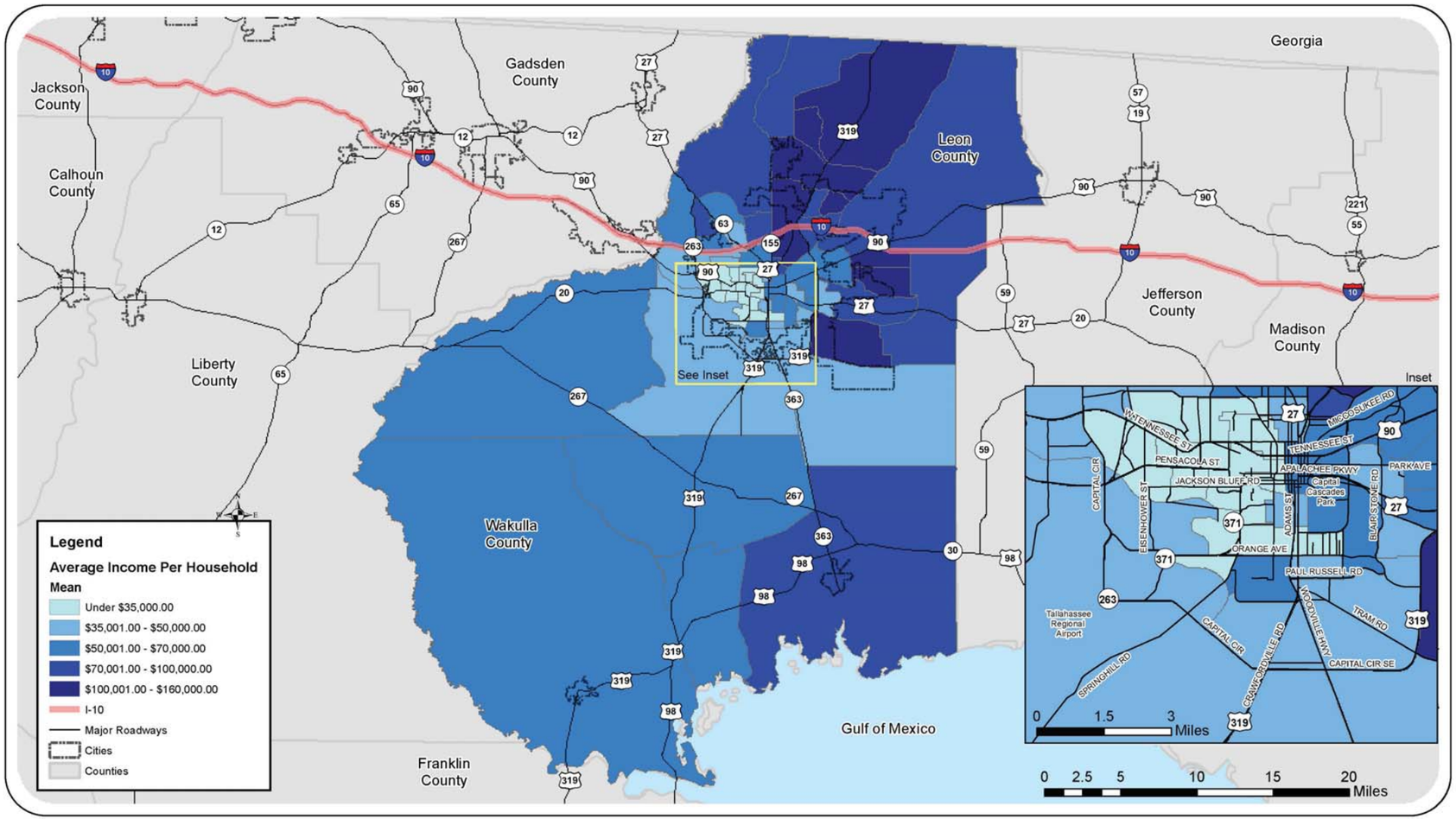
SOCIOECONOMIC CHARACTERISTICS

The following sections provide information on various socioeconomic characteristics that could affect trail usage on CC2ST, such as income or poverty status. The discussion of these characteristics is not intended to form the basis of necessity for the trail system; rather, this will simply introduce factors that could affect trail usage.

INCOME

As noted in the existing conditions sections of this Master Plan, there are a wide range of incomes across the study area. Income has a direct effect on the transportation options that individuals and households possess. Households that have relatively higher incomes will have greater access to personal vehicles for transportation; however, as stated previously, the relationship between trail usage and income may not always be linear. The CC2ST trail system connects and bisects areas of varying incomes (***Figure 24***). Providing these connections allows for users of multiple income groups to have access to the facilities and connect users in low income areas to jobs and services in other areas.

FIGURE 24: AVERAGE INCOME PER HOUSEHOLD



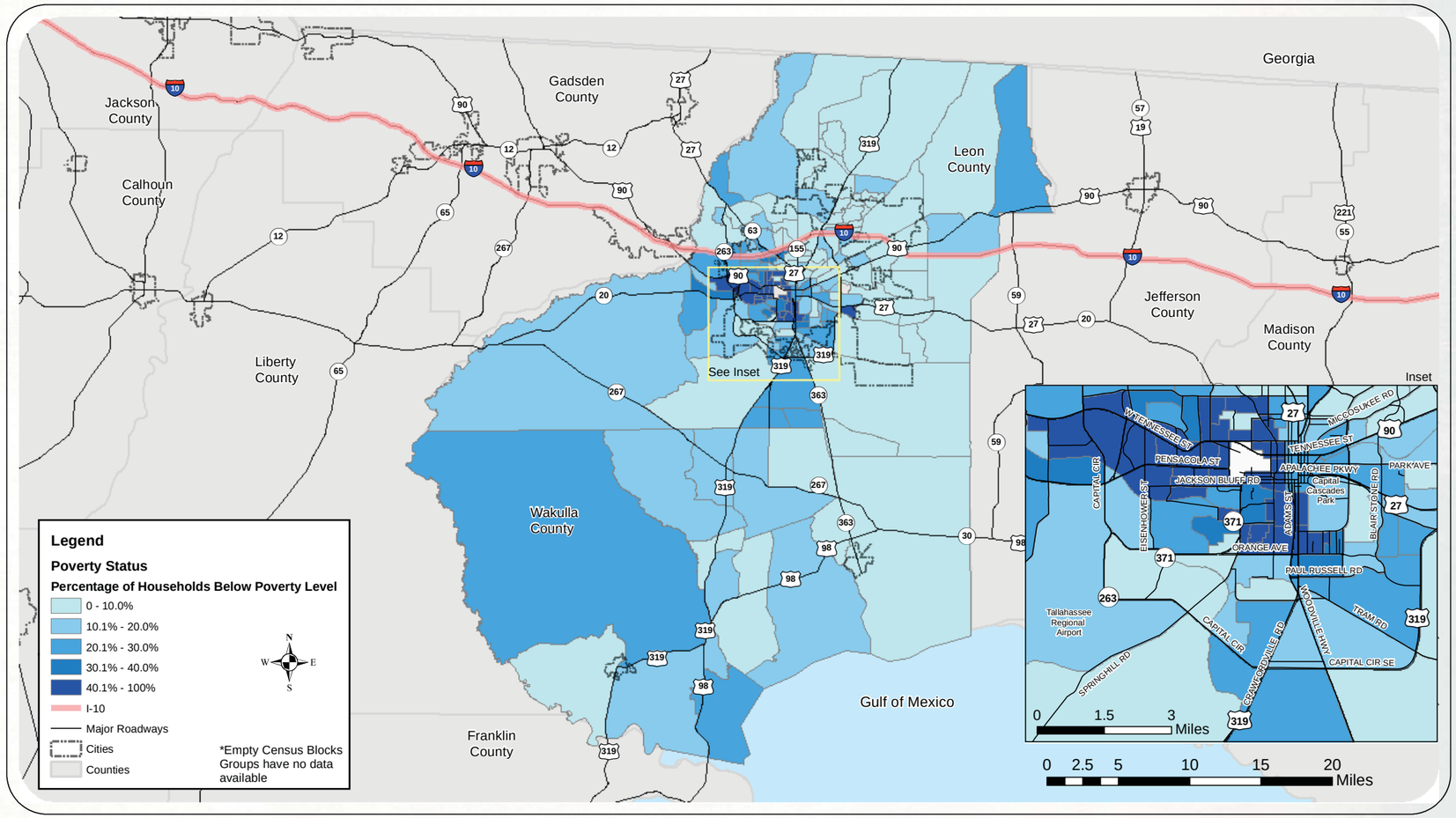
Capital Region CRTPA Transportation Planning Agency | Kimley-Horn and Associates, Inc. | **Average Income per Household** | Capital City to the Sea Trails CONNECTING PEOPLE AND PLACES

NEEDS and BENEFITS

POVERTY

For households that are living at or below the poverty line, dependable vehicular transportation (private vehicle, bus, taxi) may not always be feasible. Similar to the income analysis, areas that have low percentages of households in poverty will likely have greater access to private vehicles. As shown in ***Figure 25,*** there are concentrations of high poverty areas surrounding downtown Tallahassee and the universities in the area. Providing an alternative mode of transportation throughout Wakulla and Leon Counties could assist in increasing the transportation alternatives for those in poverty. Additionally, providing this transportation link could provide increased access to jobs and consumer options for those without access to private vehicular transportation that may not have been attainable otherwise.

FIGURE 25: PERCENT OF HOUSEHOLDS IN POVERTY

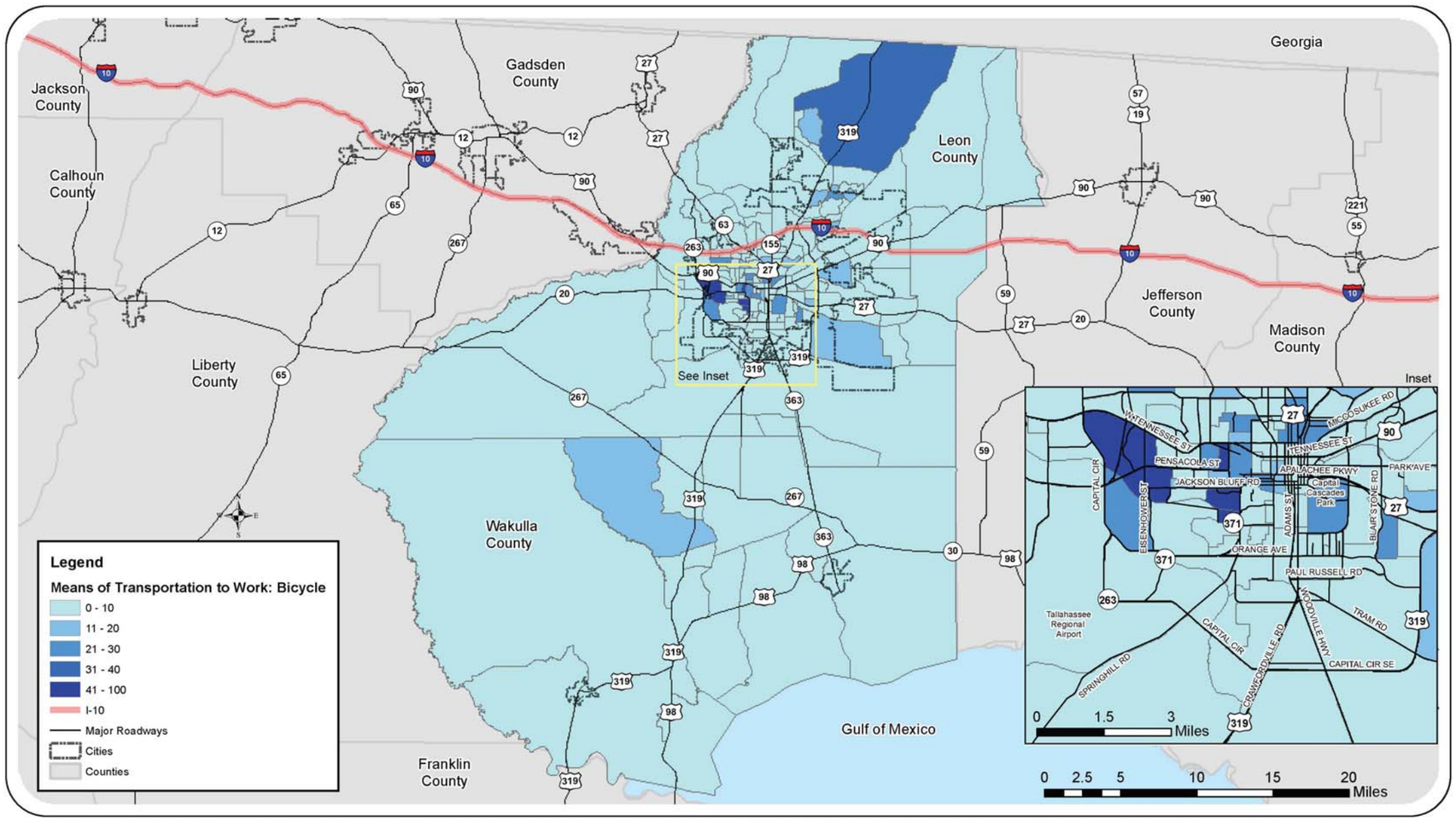


Percent of Households Below Poverty Level

COMMUTING

In this analysis, non-vehicular commuting is classified as those who walk or bike to work. Leon and Wakulla counties both have relatively low numbers of residents walking or biking to work. According to the Office of Greenways and Trails, there are indications that enhancing the trail network could lead to an increase in non-vehicular commuting, particularly in Leon County. In the areas surrounding Downtown Tallahassee, Florida State University, Florida A&M University, and Tallahassee Community College, there are higher concentrations of people who walk and bike to work. Providing additional and enhanced facilities in these areas would likely increase the overall number of residents who walk and bike to work, as well as providing additional access to areas where there are jobs. ***Figure 26*** (cycling to work) and ***Figure 27*** (walking to work) show there are areas that have large populations walking and biking to work.

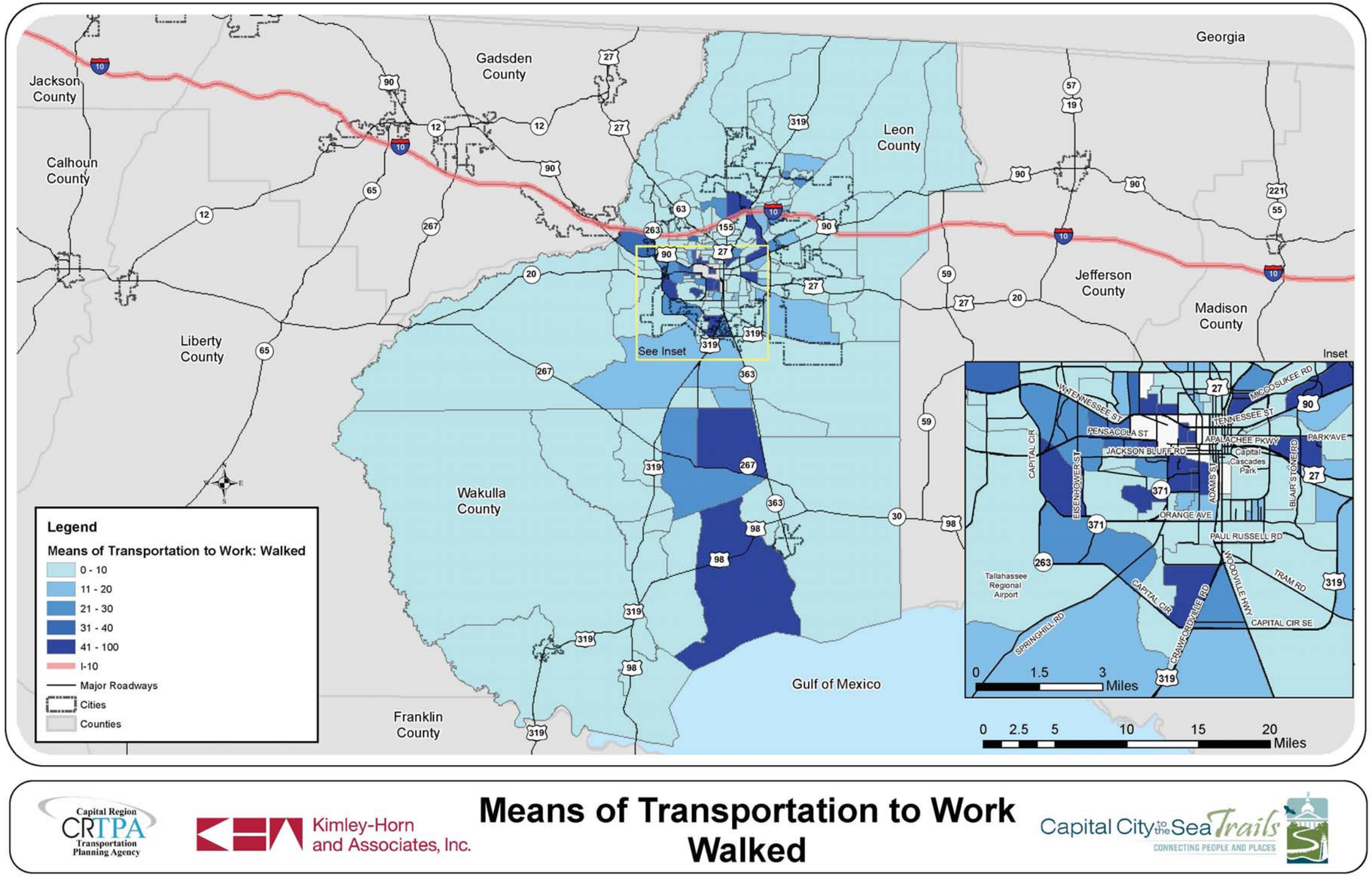
FIGURE 26: MEANS OF TRANSPORTATION TO WORK - BICYCLE



Means of Transportation to Work Bicycle

NEEDS and BENEFITS

FIGURE 27: MEANS OF TRANSPORTATION TO WORK - WALKED

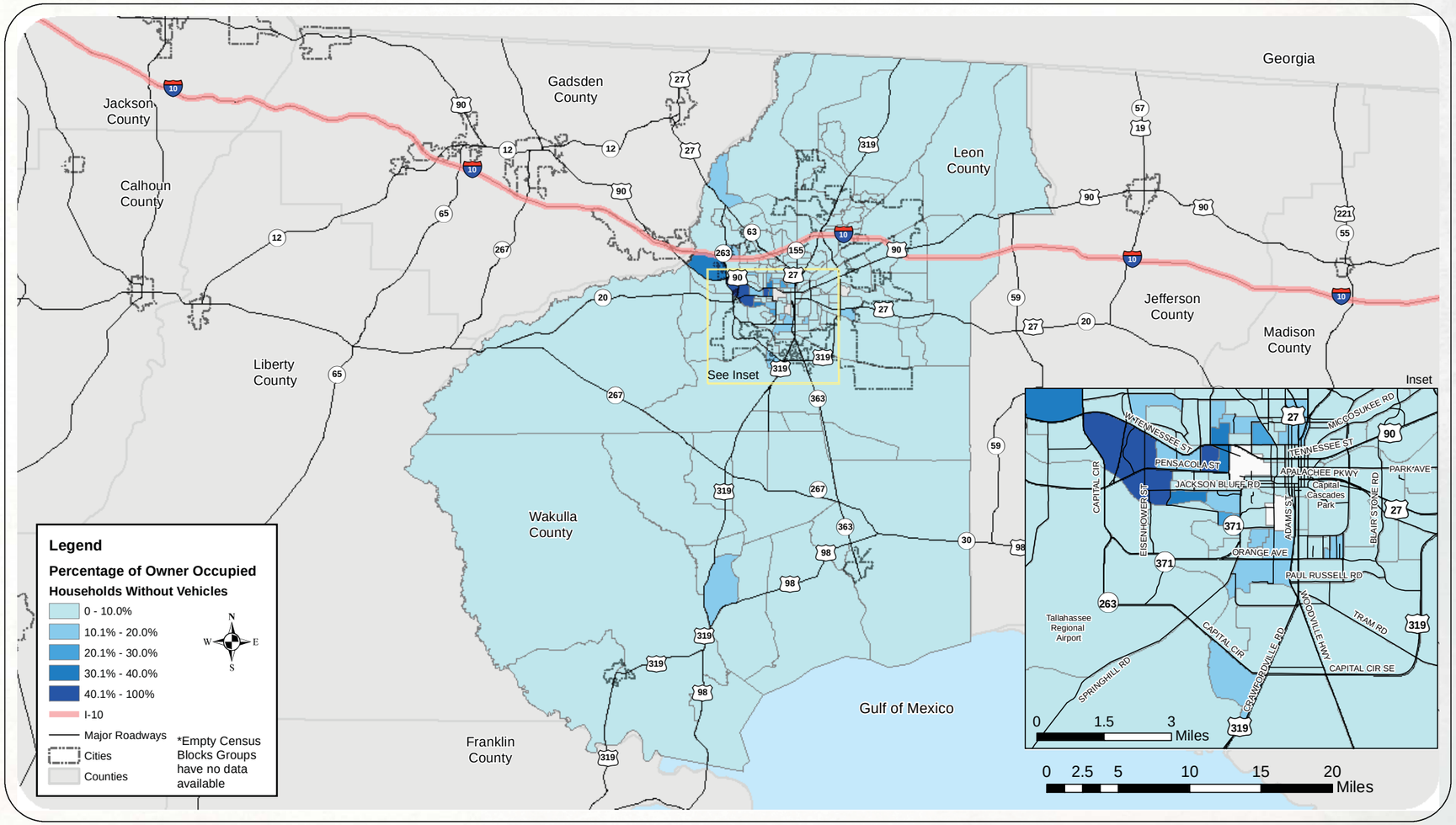


Means of Transportation to Work Walked

VEHICLE OWNERSHIP

This analysis of vehicle ownership evaluates percentage of owner-occupied households without vehicles ***(Figure 28)*** and renter occupied households without vehicles ***(Figure 29)***. While it is possible that some households, both owner and renter-occupied, choose to not own vehicles, it is more likely that these households are dependent on non-personal vehicular modes of transportation. Providing trail connections throughout Leon and Wakulla County will allow for increased transportation options for those who do not have access to personal vehicles, as well as provide increased connections to employment and commercial centers.

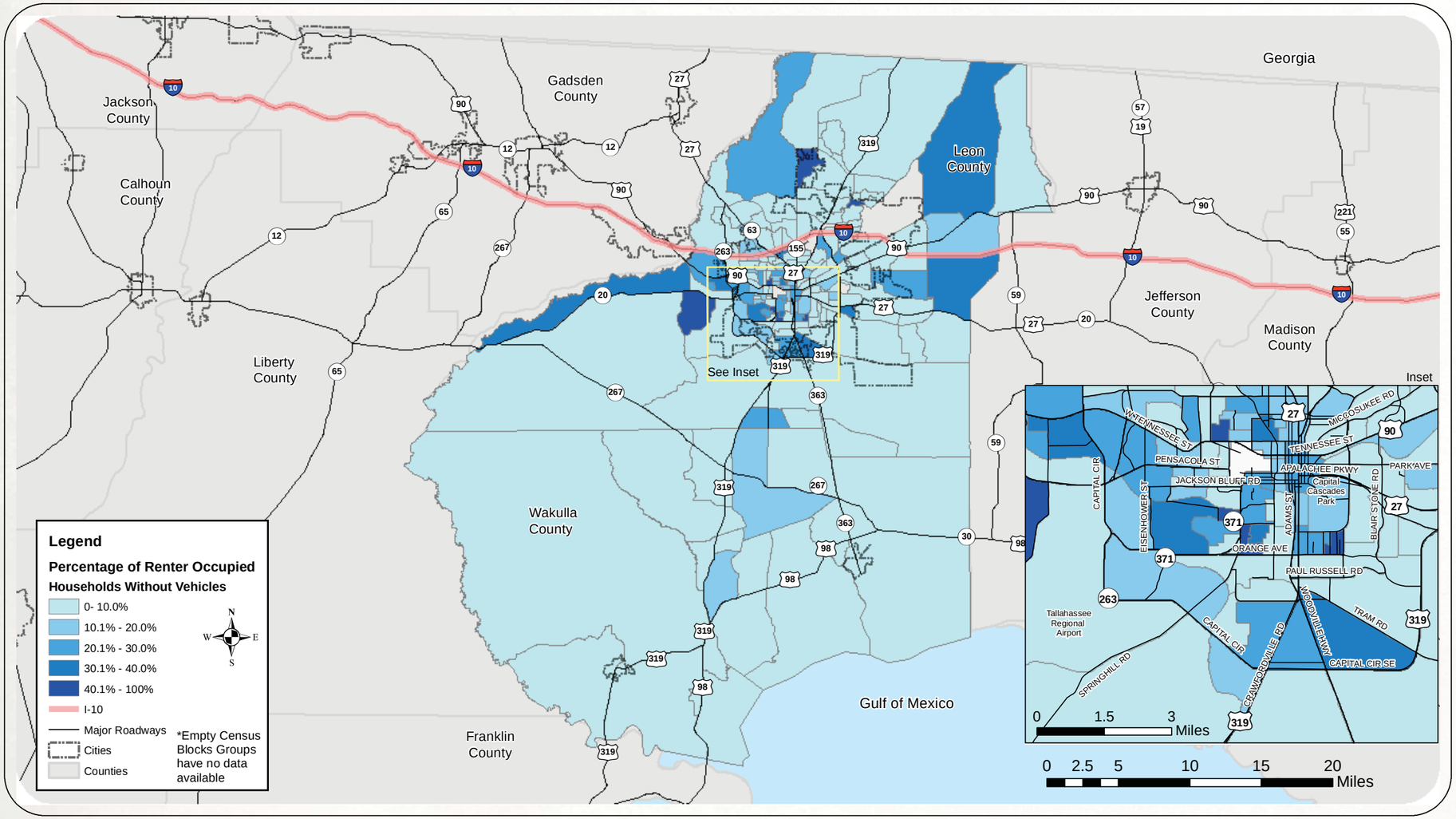
FIGURE 28: PERCENTAGE OF OWNER OCCUPIED HOUSEHOLDS WITHOUT VEHICLES



Percent of Owner Occupied Households without Vehicles

NEEDS and BENEFITS

FIGURE 29: PERCENTAGE OF RENTER OCCUPIED HOUSEHOLDS WITHOUT HOUSEHOLDS



Percent of Renter Occupied Households without Vehicles

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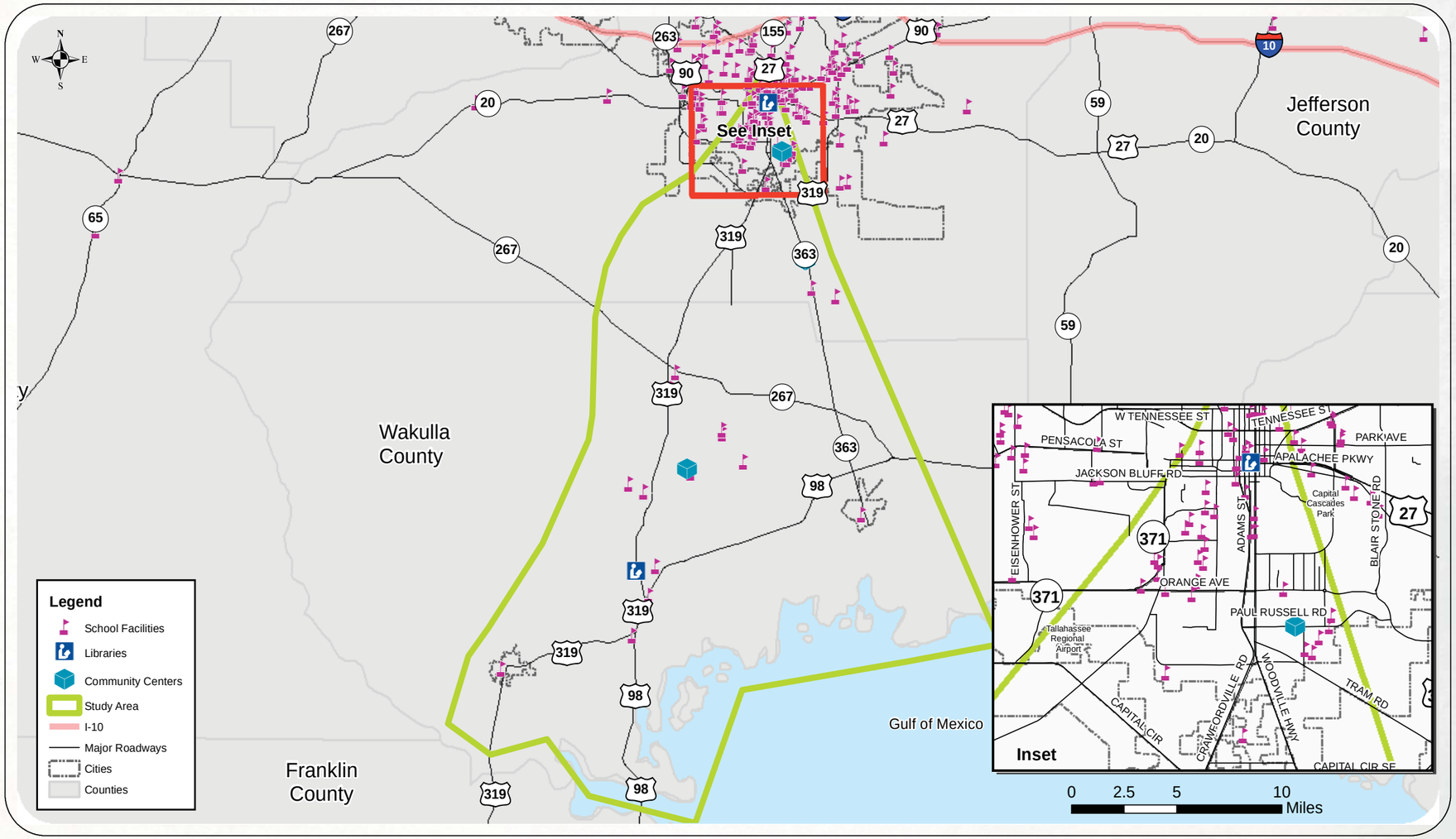
COMMUNITY FEATURES

Connecting the CC2ST to community features, including schools, libraries, community centers, and parks, will provide residents and visitors with safe, multimodal access throughout Leon and Wakulla County. Many of these features are often accessed by children or families who require enhanced safety options (this will be discussed further in the User Groups Analysis section later in this report. For example, during the development of this Master Plan, it was noted that in the area around Wakulla High School, students have been crossing U.S. 98 and walking along the undesignated right-of-way to access Medart Recreation Park and Wildwood Golf Course. Having a designated connection between these community features will provide increased safety for those wishing to access these community features. As shown in ***Figure 30***, the proposed CC2ST will connect to numerous community features throughout Leon and Wakulla County. Understanding how these socioeconomic characteristics and community features correspond to trail usage will help to develop a trail system that can be used as a transportation network, as well as a recreational facility.



Medart Recreation Park

FIGURE 30: SCHOOLS, LIBRARIES, AND COMMUNITY CENTERS



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Schools, Libraries, and Community Centers

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NEEDS and BENEFITS

FUTURE DEMAND

In addition to providing transportation options, shared-use paths, as proposed for CC2ST, are one of the most popular forms of recreation for both residents and visitors in Florida. Florida's Statewide Comprehensive Outdoor Recreation Plan (SCORP) – Outdoor Recreation in Florida 2013, created by the Office of Greenways and Trails (OGT) presents user data for various recreational facilities, including shared-use paths, and what their projected demand will be in the future. According to the Outdoor Recreation in Florida 2013, 40 percent of residents and 13 percent of tourists used shared-use paths statewide in 2011, accounting for 18,427,044 users of shared-use paths statewide.

For the North Central Region of Florida (defined by FDEP/OGT as Gadsden, Leon, Wakulla, Jefferson, Madison, Taylor, Hamilton, Suwannee, Lafayette, Dixie, Columbia, Gilchrist, Levy, Union, Bradford, and Alachua Counties), 28 percent of residents and 13 percent of visitors used shared-use paths in 2011. Those percentages resulted from 469,542 visitors using roughly 60 miles of paved shared-use trails in the North Central Florida in 2011. The existing 20-mile St. Marks Trail contributed to 197,809 of these visits, representing 42 percent of the visits on shared-use paths in North Central Florida. It should be noted that in 2010, the St. Marks Trail had 266,579 users; the reason for the decrease between 2010 and 2011 is due to the construction associated with widening and repaving the trail. The 266,579 users would represent 57 percent of all shared-use path users in North Central Florida using the data from the SCORP.

The Outdoor Recreation in Florida 2013 estimated that the number of users of shared-use paths in the North Central Region would increase by 13 percent to 530,513 in 2020, which, if proportions remain the same, would mean that the St. Marks Trail would have 222,815 users using the 2011 ridership numbers, and 302,392 users using the 2010 ridership numbers. This increase in users is expected with no increase in the number of available trail miles, only with the expected increase in population and tourism.

Shared-use path facilities are limited in the North Central Florida region. If a trail system such as the proposed CC2ST is constructed, it would more than double the number of miles of shared-use paths available for use. It could be anticipated that this increase will cause an even greater increase in the number of users than projected by OGT. In order to determine what the expected increase would be by constructing CC2ST, a regression analysis was completed using trail ridership and length data from around Florida to determine if there is a relationship between the length of a trail segment and the number of potential users of the trail. Using the data received from OGT, a regression analysis was completed using the 2010 and 2011 ridership numbers. The data for these years is provided in ***Figure 31.***

FIGURE 31 – TRAIL DISTANCES AND NUMBER OF USERS

Trail	Distance	Users 2010	Users 2011	Users per Mile (2011)
Palatka-Lake Butler State Trail	14.5	22,326	72,112	4,973
Blackwater Heritage Trail	8.1	97,624	82,643	10,203
Nature Coast State Trail	32	133,242	95,400	2,981
General James A. Van Fleet State Trail	29.2	137,773	136,260	4,666
Tallahassee-St. Marks Historic Railroad State Trail	20.5	266,579	197,809*	9,649
Withlacoochee State Trail	46	274,754	287,635	6,253

Source: FDEP, Office of Greenways and Trails

*Decrease due to trail construction

The regression analysis for using the 2010 ridership statistics found that there was an R^2 value of 0.38, this shows a correlation between the number of available miles of trails and the number of users. The regression analysis using the 2011 ridership statistics provided an R^2 of 0.55. Graphs of the observed and predicted data is shown in ***Figure 32*** and ***Figure 33.***

FIGURE 32 – REGRESSION ANALYSIS - 2010

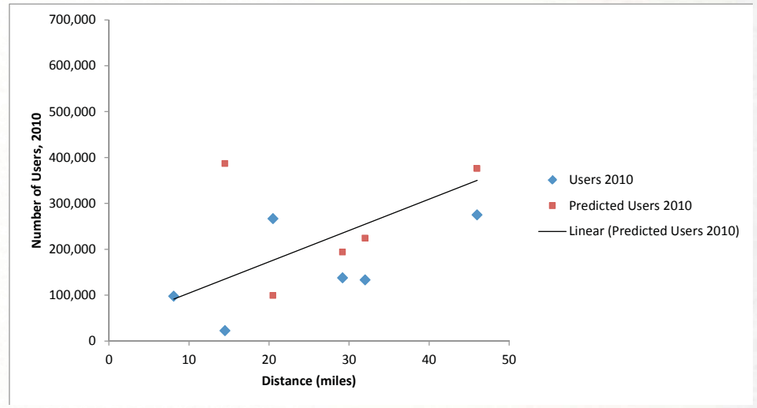
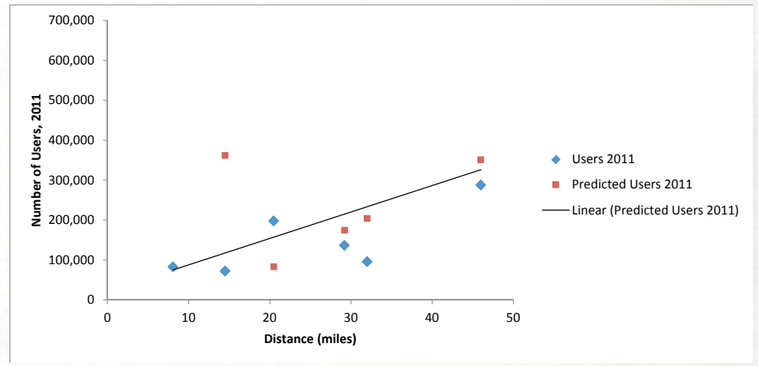


FIGURE 33 - REGRESSION ANALYSIS - 2011



Using the data provided by the OGT and the regression analysis, it can be determined that adding additional trail facilities, such as the CC2ST, will attract more users to the area. Assuming that the final CC2ST corridor is 120 miles, it could be anticipated that there would be 1,154,838 trail users (average using 2010 and 2011 number of users).

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

USER GROUP ANALYSIS

With the increase in demand that is anticipated, it is likely that the increase will be across all user groups. The following user groups have been identified as being frequent users of CC2ST:

- Bicyclists
- Mountain bikers
- Pedestrians, including persons with disabilities and inline skaters
- Equestrians

Within these user groups, each will have various levels of users who will require different levels of facilities in order to feel comfortable. In general, these user groups will encompass highly skilled/technically trained users, beginners, and families. The following section will describe the levels of users that exist for various user groups.

BICYCLING

The 2012 American Association of State Highway and Transportation Officials (AASHTO) ***Guide for the Development of Bicycle Facilities (Guide)*** provides some qualitative guidance on choosing the appropriate facility type, but largely suggests that bicycle facility selection is a policy decision to be made by State and local agencies. The facility selection guidance is largely centered on the skill levels of bicyclists and what types of facilities they prefer. The ***Guide*** defines two bicycle user types:

1. Experienced and Confident
2. Casual and Less Confident

The following descriptions are from the Guide and describe how the abilities of user groups vary:

Experienced and Confident

This group includes bicyclists who are comfortable riding on most types of bicycle facilities, including roadways without any special treatments for bicyclists. This group also includes utilitarian and recreational riders of many ages who are confident enough to ride on busy roads and navigate traffic to reach their destination. However, some may prefer to travel on low-traffic residential streets or shared-use paths. Such bicyclists may deviate from the most direct route to travel in their preferred riding conditions. Experienced bicyclists may include commuters, long-distance road cyclists, racers, and those who regularly participate in rides organized by bike clubs.

Casual and Less Confident

This group includes a majority of the population, and includes a wide range of people: (1) those who ride frequently for multiple purposes; (2) those who enjoy bicycling occasionally but may only ride on paths or low-traffic and/or low-speed streets in favorable conditions; (3) those who ride for recreation, perhaps with children; and (4) those for whom the bicycle is a necessary mode of transportation. In order for this group to regularly choose bicycling as a mode of transportation, a physical network of visible, convenient, and well-designated bicycle facilities is needed. People in this category may move over time to the "experienced and confident" category. ***Figure 34*** outlines general characteristics of experienced versus casual bicyclists.

FIGURE 34: CHARACTERISTICS OF CYCLISTS

Experienced/Confident Riders	Casual/Less Confident Riders
Most are comfortable with riding with vehicles on streets, and are able to navigate streets like a motor vehicle, including using the full width of a narrow travel lane when appropriate and using left-turn lanes.	Prefer shared-use paths, bicycle boulevards, or bike lanes along low-volume, low-speed streets.
While comfortable on most streets, some prefer on-street bike lanes, paved shoulders, or shared-use paths when available.	May have difficulty gauging traffic and may be unfamiliar with rules of the road as they pertain to bicyclists; may walk bikes across intersections.
Prefer a more direct route.	May use less direct route to avoid arterials with heavy traffic volumes.
Avoid riding on sidewalks. Ride with the flow of traffic on streets.	If no on-street facility is available, may ride on sidewalks.
May ride at speeds up to 25 mph on level grades, up to 45 mph on steep descents.	May ride at speeds around 8 to 12 mph.
May cycle longer distances	Cycle shorter distances: 1 to 5 miles is a typical trip distance.

The 1999 edition of the AASHTO ***Guide*** identified three categories of cyclists, A-Advanced, B-Basic, and C-Children and families. Generally, Category A is represented by the experienced confident group, while Categories B and C are represented by the casual and less confident group.

Capital City Cyclists - A Recreational Rider Club

The Capital City Cyclists categorize cyclists into four rider groups. These include fast-paced, intermediate, moderate, and novice and are based upon the following riding levels:

Fast Paced: ride 20 mph average or faster

- Intermediate: ride 17-19 mph pace
- Moderate: ride 12-16 mph, conversational pace where the road allows.
- Novice: first time riders

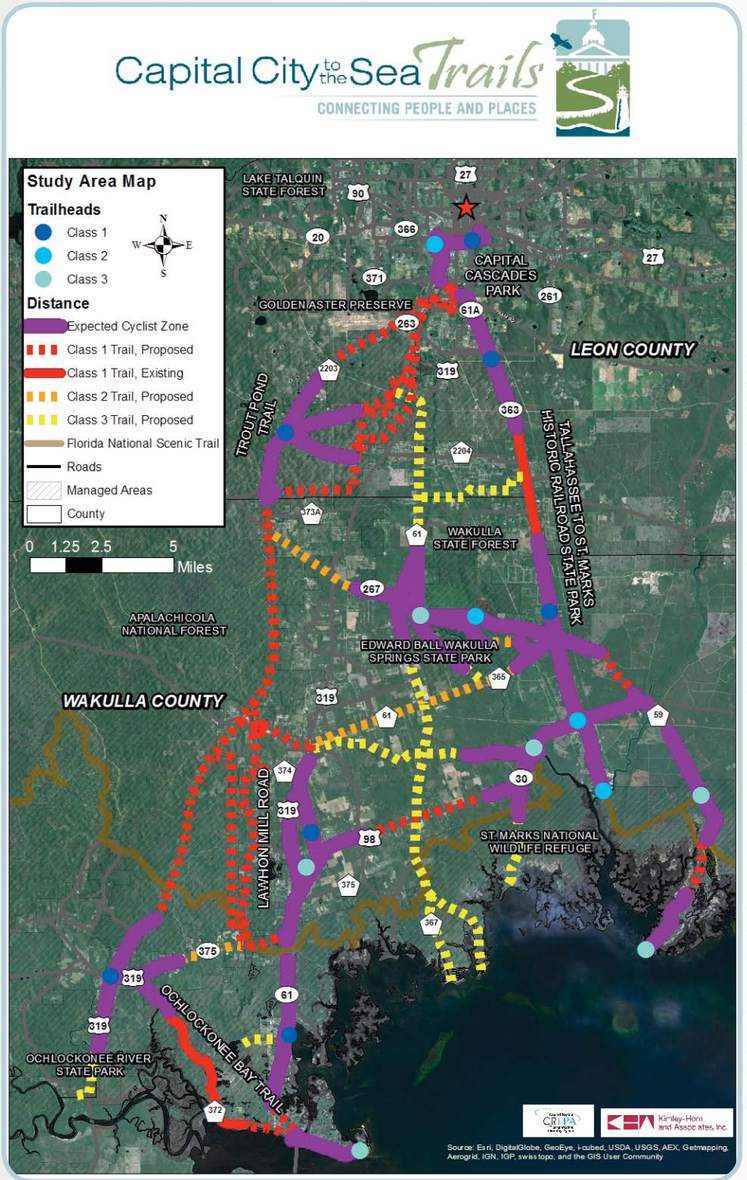
Generally, the AASHTO category for less confident riders includes the novice and moderate ride speeds (less than 16 mph) and the AASHTO category for more confident riders includes the intermediate and fast-paced ride speeds (16 mph and higher).

Expected Cyclist Zone

An expected cyclist zone was created around each of the existing and proposed CC2ST trailheads in order to determine where bicyclist facilities and amenities should be prioritized. The expected cyclist zones were based upon the casual and less confident riders, in which the project team expects cyclists to ride approximately five miles round trip. Thus, the expected cyclist zones extended 2.5 miles from each trailhead along the Class 1, Class 2, and Class 3 trails. As depicted in ***Figure 35***, the expected cyclist zones do not cover the entirety of most trails, but represent areas of higher anticipated usage near trailheads and urban areas. This is not to say that these empty trail segments will not be utilized by cyclists, rather, the casual and less confident riders will likely not frequently access these segments. The experienced and confident riders, however, will be the ones to most likely utilize these segments outside the expected cyclist zones. It is also likely that mountain bikers will be seen in the expected cyclist zones as well as along the trails; however, they will predominately utilize the unpaved trails within the CC2ST network. Mountain bikers will be described in the following section.

NEEDS and BENEFITS

FIGURE 35: EXPECTED CYCLIST ZONE



Mountain Bikers

Mountain bikers will also use the CC2ST facilities. One of the primary ways that mountain bikers will use the facility is to access non-paved mountain biking facilities, such as Munson Hills, located near the trail system. Because of this, it is important to connect mountain bikers to these mountain biking opportunities. Mountain bikers using shared-use paths are likely to fall within the AASHTO user groups as described in the bicycling section.

PEDESTRIANS

The 2004 AASHTO Guide for the Planning, Design, and Operation of Pedestrian Facilities (Guide) provides some qualitative guidance on choosing the appropriate facility type for pedestrians. The facility selection guidance is largely centered on the characteristics of pedestrians and their needs. As part of this analysis, user characteristics for persons with disabilities are also included. The Guide defines three pedestrian characteristics:

1. Walking speeds
2. Spatial needs
3. Mobility issues

Pedestrian characteristics defined in the AASHTO Guide are primarily related to how pedestrians behave in traffic situations. This will be an important factor in getting pedestrian users to the trail system as well as at driveway crossings and roadway crossings. The following descriptions of pedestrian characteristics are from the 2004 AASHTO Guide:

Walking Speeds

Pedestrian walking speeds range from approximately 2.5 to six feet per second. The ***Manual for Uniform Traffic Control*** (MUTCD) recommends a normal walking speed of 4.0 feet per second calculating pedestrian clearance intervals for traffic signals. Pedestrian age has the greatest impact on walking speed. Older pedestrians and pedestrians with physical impairments will general walk at speeds in the lower end of the speed range. In areas where there is an older population and/or a large number of pedestrians with physical impairments, a slower walking speed such as three feet per second may be considered for design if substantiated by an engineering study. Other factors that affect walking speed include air temperature, precipitation (rain, snow, and ice), time of day, and trip purpose. Walking speeds are also typically faster at midblock locations than at intersections. At locations where it is apparent that pedestrians are having difficulty crossing during the allocated time, the signal timing should be adjusted to account for slower walking speeds. Audible pedestrian signals have been shown to increase walking speed and decrease the time needed to cross a street.

Spatial Needs

Two people walking side-by-side or passing one another generally require 4.67 feet of space, while two people in wheelchairs need a minimum of five feet to pass one another.

When pedestrian volumes increase within a given amount of space, walking rates become slower due to the decreased square footage available per person. A means of conveying this principal is the spatial bubble, which is the preferred distance of unobstructed forward vision while walking under various circumstances.

Mobility Issues

In 1994 an estimated 7.4 million persons in the United States used assistive technology devices for mobility impairments, 4.6 million for orthopedic impairments, 4.5 for hearing impairments, and 0.5 million for visual impairments. These numbers are expected to increase, because there is a positive correlation between an increase in age and an increase in the prevalence of device usage. For example, persons who are 65 years and over use mobility, hearing, and vision assistive devices at a rate four times greater than the total population. Pedestrian facilities should safely accommodate those people who rely upon assistive devices to negotiate the transportation network.

Additional user groups that should be accounted for include:

Pedestrians with ambulatory impairment: these users may require increased space and time to maneuver around obstructions and at traffic crossings and driveways.

Wheelchair and scooter users: these users may require a more level surface at driveways and intersections; they will also require an increased width for ease of maneuverability.

Walking-aid users: these users may require a higher surface quality and may experience a reduced ability to react quickly to situations.

Prosthesis users: these users may have a slower walking speed than persons without disabilities; increased signal times and level facilities may be more important for these users.

Pedestrians with hearing impairments: these users may need increased sight distances to be able to safely navigate across intersections and driveways.

Pedestrians with visual impairments: these users may require auditory signals to safely navigate facilities.

White cane users: these users use canes to navigate and may require a more level and well-kept surface, as well as auditory signals at intersections and driveways.

Dog guide users: these users use guide dogs to travel, and may require enhanced facilities at intersections and driveway crossings.

Pedestrians with cognitive impairments: these users may have a reduced ability to perceive, recognize, understand, interpret, and respond to information; users such as children and non-native English speakers may also fall into this category.

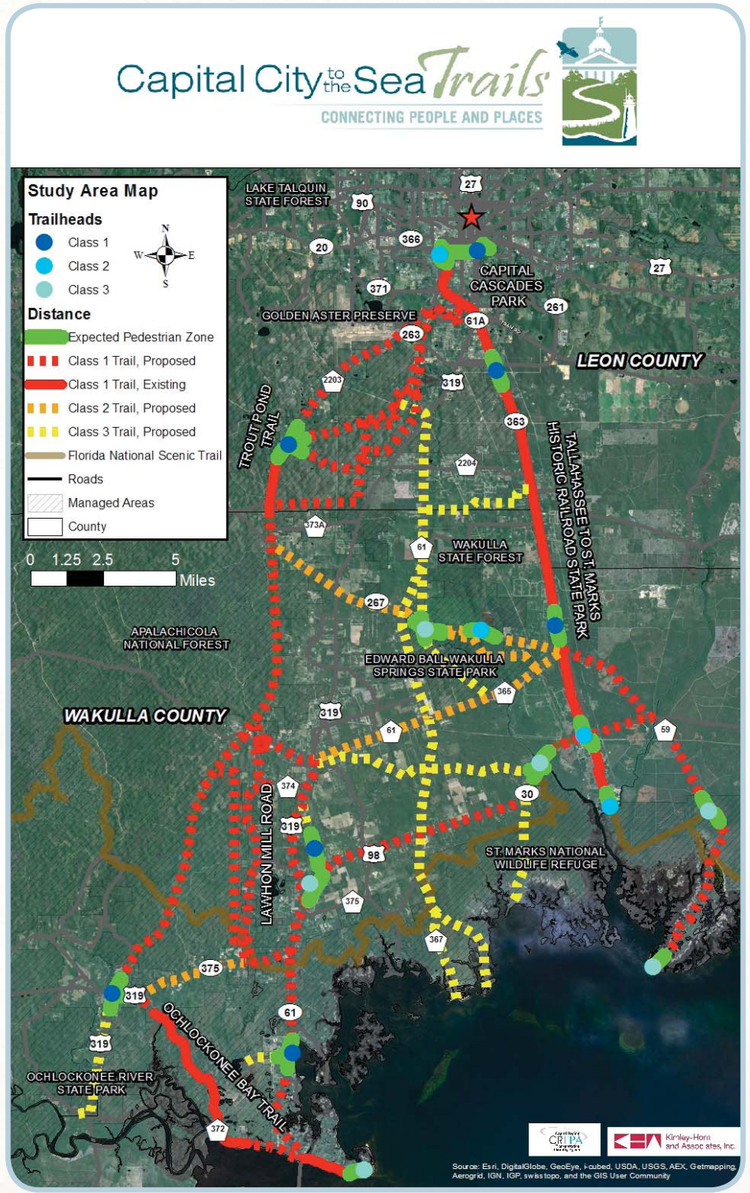
Inline Skaters

Shared-use paths that accommodate pedestrians and bicyclists are likely to attract inline skaters as well. Inline skaters require the same trail width (minimum of 10 feet) and hard surfaces as bicyclists, and the same vertical clearance as pedestrians (seven feet).

Expected Pedestrian Zone

An expected pedestrian zone was created around each of the existing and proposed trailheads in order to determine where pedestrian facilities and amenities should be prioritized. Because of the varying pedestrian walking speeds and mobility issues, the project team assumes a typical pedestrian would walk a one-mile round trip along each trail. Thus, the expected pedestrian zone per each trailhead extends 0.5 miles along each direction of the nearest trail. As ***Figure 36*** shows, these expected pedestrian zones extend across a very small portion of each of the trails, but are in areas of higher anticipated usage near trailheads. This is not to say that pedestrians will not walk farther than a one-mile round trip; rather, that most pedestrians will be concentrated in the 0.5-mile distance from the trailheads. Because these zones are where the pedestrians will concentrate, pedestrian facilities and amenities should be primarily concentrated in these zones, but could extend further along each trail.

FIGURE 36: EXPECTED PEDESTRIAN ZONE



Expected Runner Zone

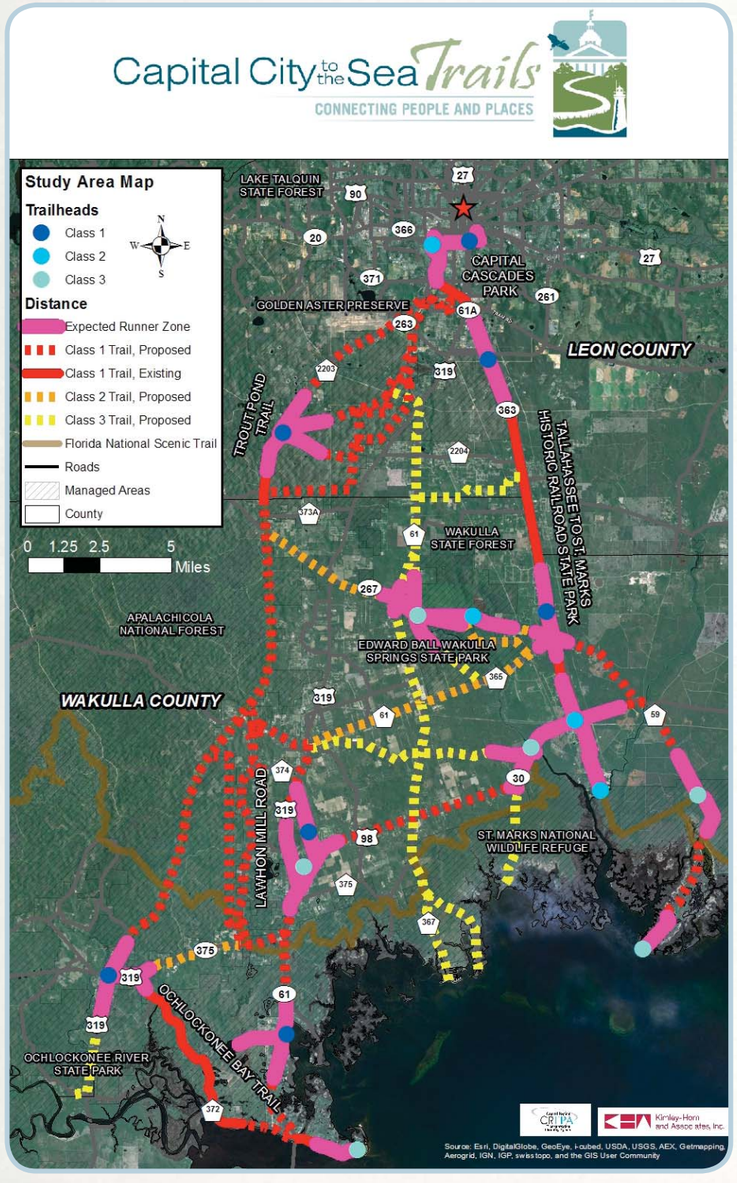
Runners, as well as some pedestrians, are expected to utilize more of the trail than pedestrians. The project team assumes that an average runner may run a three-mile round trip, or 1.5 miles outward from a trailhead. Thus, facilities and amenities that accommodate runners and pedestrians should be prioritized within the expected runner zones. ***Figure 37*** displays the expected runner zones along each trail per trailhead. Again, though the expected runner zones do not extend the entirety of any trail, some pedestrians or runners may access the remaining portions of the trail. While pedestrian or runner facilities and amenities should be prioritized within these zones, they may still be located outside these zones if deemed necessary.



Munson Slough

NEEDS and BENEFITS

FIGURE 37: EXPECTED RUNNER ZONE



EQUESTRIANS

It is likely that equestrians will also use CC2ST, so identifying their user group characteristics will help to further develop usage needs along the trail. The Long Riders Guild Academic Foundation provides some qualitative guidance on choosing the appropriate user group and facility type for equestrian users. The facility selection guidance is largely centered on the characteristics of equestrians and their needs. One of the missions of the Office of Greenways and Trails is to provide accommodations for equestrians. CC2ST will strive to achieve this goal by providing equestrian trailer parking at the trailheads along the network.



Trail Signage in Wakulla Springs

DESIGN GUIDELINES

TRAIL CLASSIFICATIONS

The CC2ST project team developed a trail classification system to set standards for the various trail segments and trailheads throughout the study area. This classification system is related to the length of the trail segment, what communities the segment connects to, and the resources or types of amenities that are located along the segment and at each trailhead. This classification system will also be used to guide decision making later when project alternatives are evaluated and prioritized for implementation.

Class 1 Trails

Class 1 Trails are typically greater than 10 miles in length and make a connection between two or more communities. These trails tend to serve as major trail segments upon which all other trails build off of to form a network. The Class 1 Trail segments that are a part of the CC2ST network include:

- St. Marks Trail – from Tallahassee to St. Marks River Park in St. Marks
- Trout Pond Trail North – from Tallahassee to Bloxham Cutoff Road
- Trout Pond Trail South – from Bloxham Cutoff Road to Sopchoppy
- U.S. 98 Trail – from CR 59 to Ochlockonee Bay Trail and TCC Wakulla Environmental Institute Connector from U.S. 319 to U.S. 98

Class 2 Trails

Class 2 Trails typically fall between five and 10 miles in length. Class 2 Trails connect a single community to a Class 1 trail or provide connections between a Class 1 Trails and the other segments in the network. These trails include:

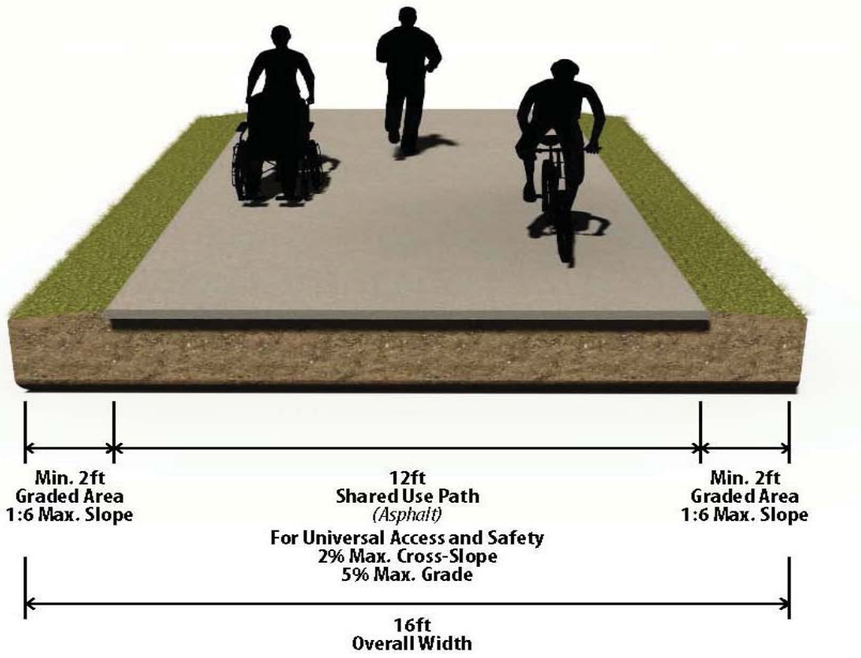
- Bloxham Cutoff Trail – from Trout Pond Trail to St. Marks Trail
- Shadeville Highway Trail – from Downtown Crawfordville to St. Marks Trail
- Sopchoppy Trail – from Sopchoppy to U.S. 98

Class 3 Trails

Class 3 Trails are typically less than five miles in length and link either Class 1 or Class 2 Trails to specific destinations. These "spur trails" provide a connection to specific destinations that are not along the primary trail network. The CC2ST network includes the following Class 3 Trails:

- Franklin County Connector – from Sopchoppy to Franklin County
- Martin Luther King Jr. Memorial Road Trail – from Downtown Crawfordville to Wakulla Gardens/Griners Addition
- Otter Lake Trail – from Panacea to Otter Lake Recreational Area
- Shell Point Trail – from U.S. 98 Trail to Shell Point Beach
- Spring Creek Trail – from Wakulla State Forest to U.S. 98 Trail
- TCC Wakulla Environmental Institute Connector – from U.S. 319 to U.S. 98
- Wakulla Beach Trail – from U.S. 98 Trail to Wakulla Beach
- Wakulla Springs Trail – from Trout Pond Trail to Wakulla Springs State Park

FIGURE 38: SHARED-USE PATH



SHARED-USE PATH TYPICAL SECTIONS

All shared-used paths along the CC2ST network should be constructed in accordance with the following typical sections. This typical section allows for pedestrians, cyclists, and persons using mobility devices to utilize the trail. The shared-use path, shown in ***Figure 38,*** would have an overall impact area of 16 feet, consisting of a 12-foot-wide asphalt path with two foot graded and sodded areas on either side. Additionally, the shared-use path would be constructed of asphalt, and exhibit a two percent maximum cross-slope and five percent maximum grade for universal access and safety considerations. This typical section is consistent with the Florida Department of Transportation's Plans and Preparations Manual and with federal guidelines for trail design and the Americans with Disabilities Act (ADA).

Shared-Use Paths with Equestrian Tread

Some trails may be located in areas where equestrian users ride or wish to ride. In these instances a shared-use path with an additional equestrian tread may be provided. The shared-use path would have the same design standards as above, while the equestrian tread would vary between three and six feet wide. The equestrian tread would be constructed of either crushed shell, rock fines, or a natural surface to protect the horses. Depending on the situation, the equestrian tread may be adjacent to the shared-use path ***(Figure 39)*** or a vegetation buffer/barrier may be present between the two paths ***(Figure 40)***. Additionally, a minimum three-foot horizontal clearance would typically exist on either side of the equestrian trail.

FIGURE 39: SHARED-USE PATH WITH EQUESTRIAN TREAD (ALTERNATIVE A)

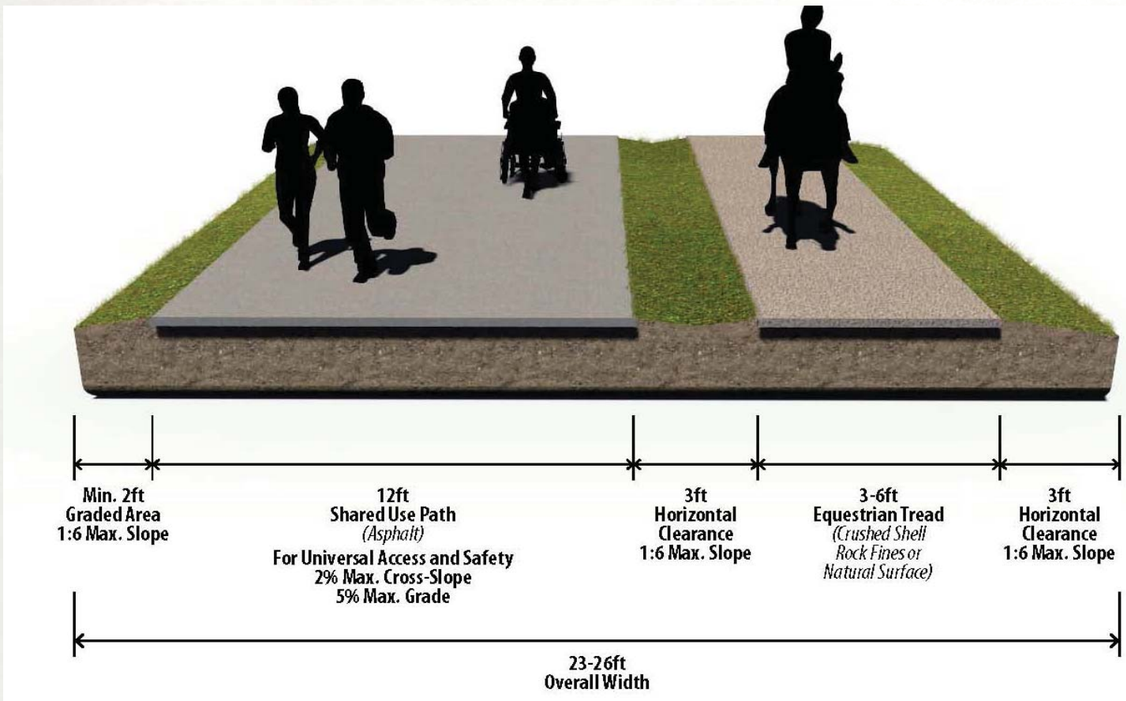
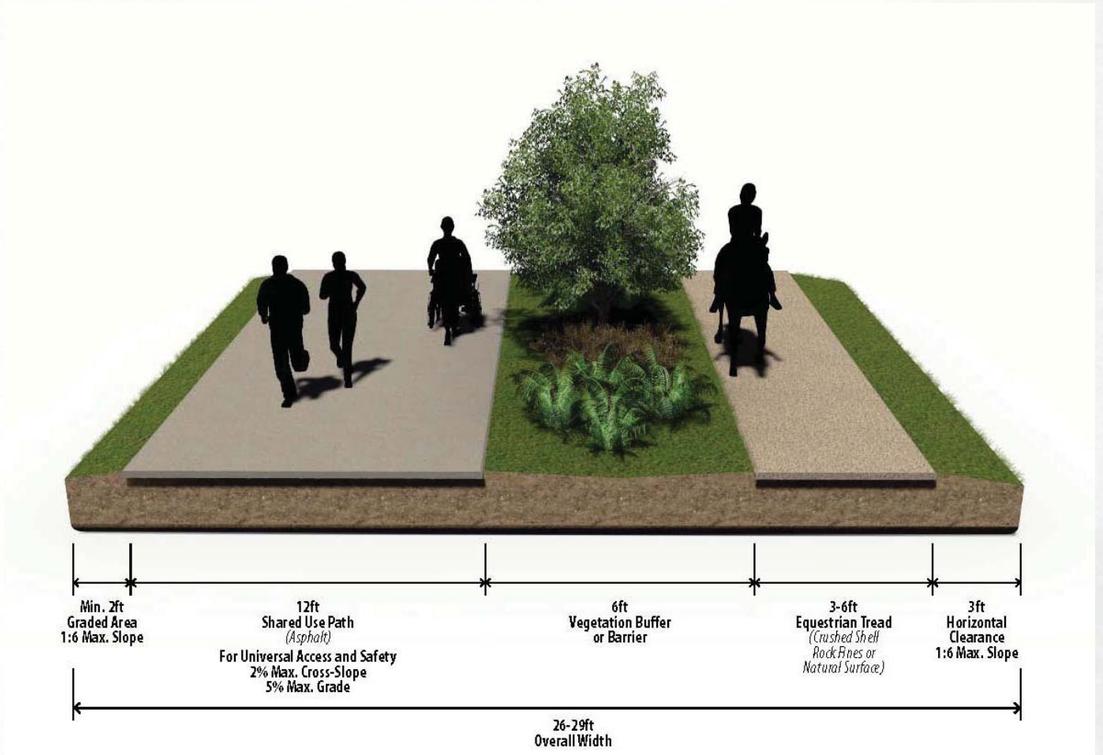


FIGURE 40: SHARED-USE PATH WITH EQUESTRIAN TREAD (ALTERNATIVE B)



TRAILHEAD CLASSIFICATION

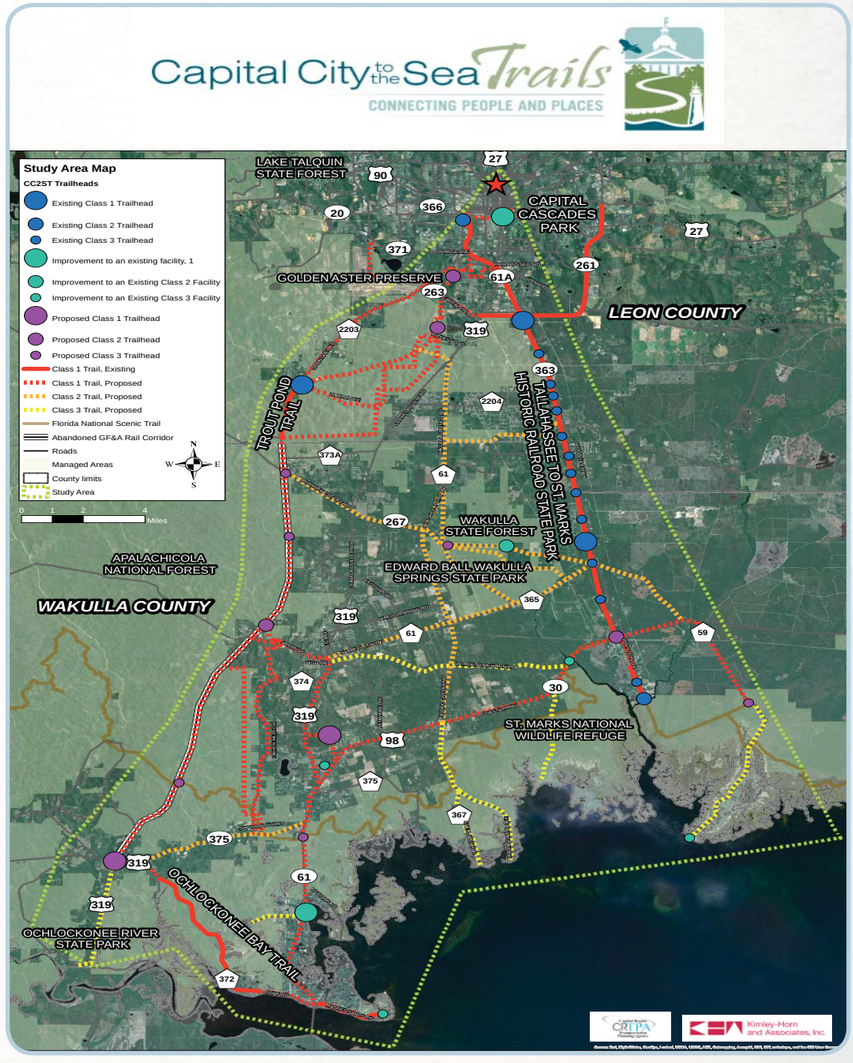
A trailhead classification system (***Figure 41***) was also developed to establish standards for the various trailhead locations and types throughout the CC2ST network. The trailhead classification system is based on the type of amenities located at trailheads and along the trail segment. Trailhead classifications are not related to the trail classifications. While a Class 1 Trail may typically have a Class 1 Trailhead, a Class 3 Trail may have also have a Class 1 Trailhead. For example, the Otter Lake Trail may have a Class 1 Trailhead, even though it is a Class 3 Trail due to existing amenities that will be improved and expanded upon in the future (***Figure 42***).

FIGURE 41: TRAILHEAD CLASSIFICATION MATRIX

Trailhead Classes		Class 1	Class 2	Class 3
Characteristics	Role	Major access points for trails	Minor access points for trails	Rest area/weather refuge
	Amenities Considered	Parking for all user types including designated parking for persons with disabilities and equestrian vehicles, loading and unloading areas, restrooms, water, shelter areas, signage, trashcans, motorized wheelchair recharge stations	Minor parking areas, designated parking for persons with disabilities, restrooms, trashcans, water, minimal signage, motorized wheelchair recharge stations	Stand-alone rest area/shelter, trashcan, water, bench
	Approximate Distance	Located approximately every 10 miles along a trail system or at logical termini	Located approximately every 5 to 10 miles along a trail system	Located approximately every 1 to 3 miles along a trail system

**All facilities will be developed according to current applicable standards with the goal of providing universal accessibility*

FIGURE 42: MAP OF POTENTIAL TRAILHEAD LOCATIONS



Class 1 Trailhead

Class 1 Trailheads serve as major access points for trails, and are typically located every 10 miles along a trail segment or at any logical termini. Class 1 Trailheads will be located primarily at Class 1 Trails and popular Class 2 or Class 3 Trails. Amenities located at a Class 1 Trailhead will typically include:

- Parking
  - ◊ Minimum 25 Vehicle Parking Spaces*
  - ◊ Minimum Standard of 1:25 Handicap Accessible Parking (additional handicap accessible parking should be considered and provided where appropriate)
  - ◊ Includes unpaved parking for equestrian vehicles
  - ◊ Includes loading and unloading areas
- Restrooms
- Drinking Water Facilities
- Shelter Areas
- Trash and Recycling Receptacles
- Motorized Wheelchair Recharging Stations
- Signage & Kiosks

Figures 43A - 43M show examples of Class 1 Trailheads and their potential amenities.

* The St. Marks Trailhead has 87 parking spaces and five handicap spaces (one of which is a van accessible parking space). However, this is the most established and heavily used trailhead along the St. Marks Trail due to its close proximity to Tallahassee.

FIGURE 43A: CLASS 1 TRAILHEAD RENDERING

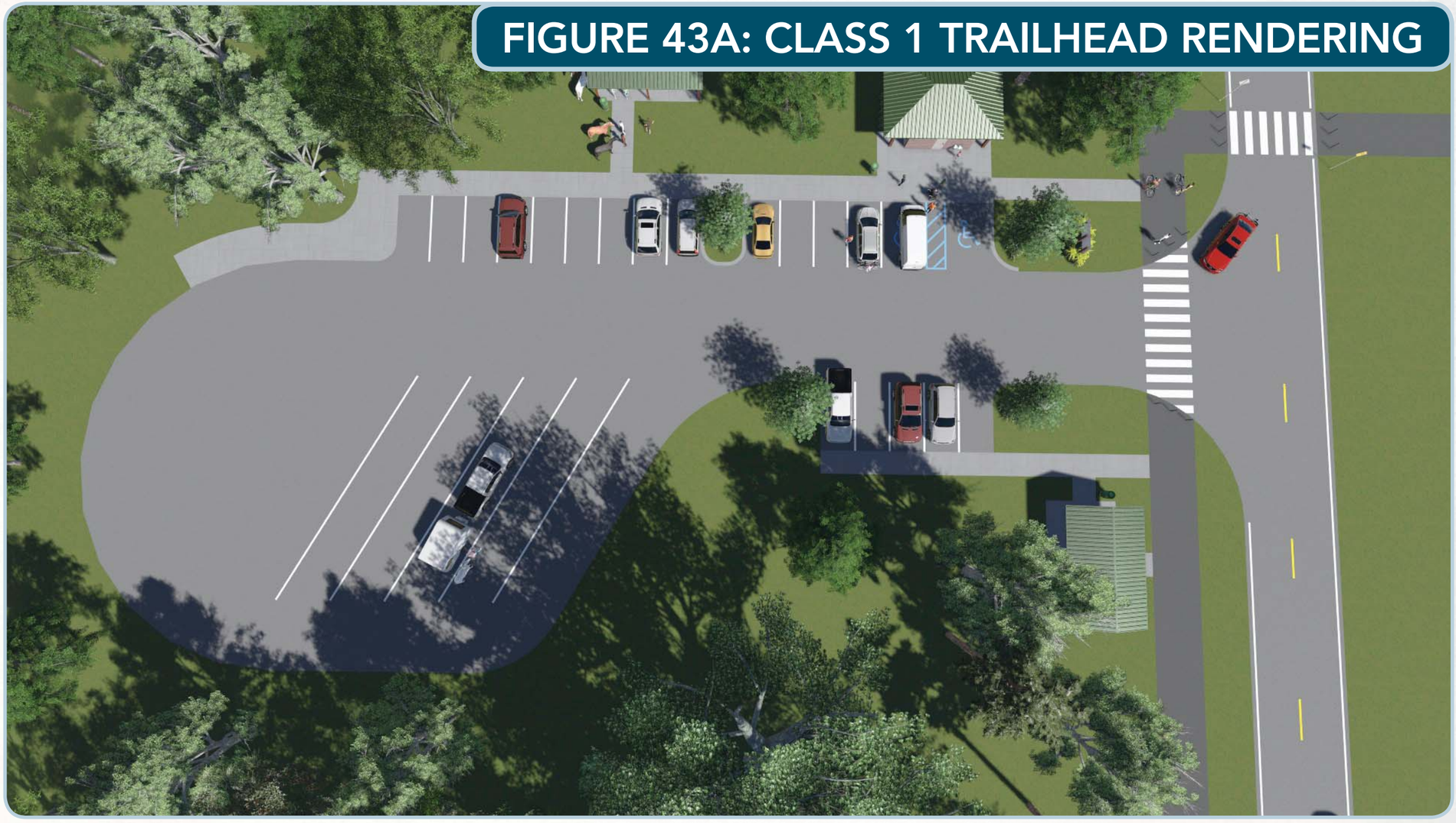


FIGURE 43B: CLASS 1 TRAILHEAD RENDERING



FIGURE 43C: CLASS 1 TRAILHEAD RENDERING

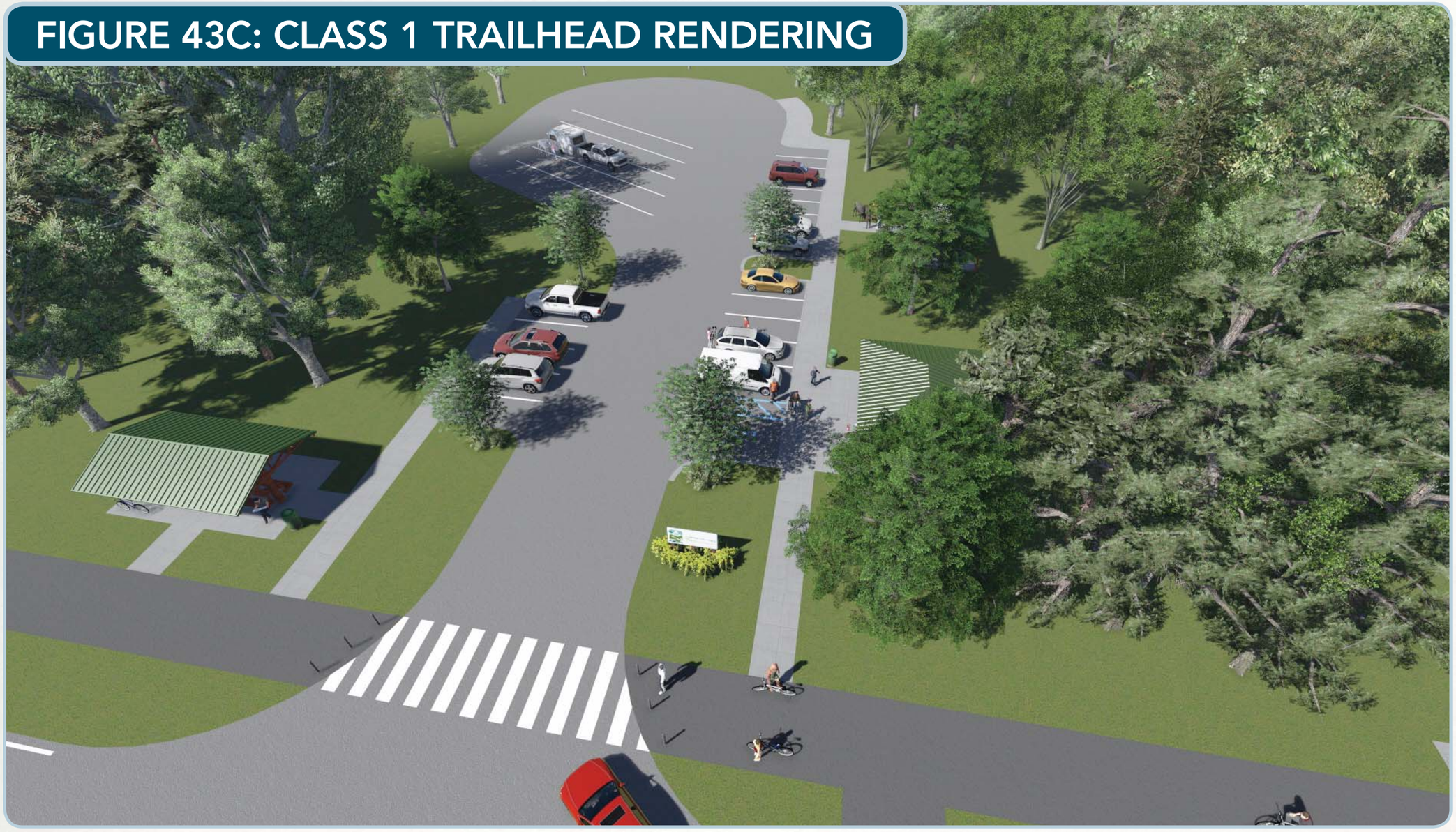


FIGURE 43D: CLASS 1 TRAILHEAD RENDERING



FIGURE 43E: CLASS 1 TRAILHEAD RENDERING



FIGURE 43F: CLASS 1 TRAILHEAD RENDERING



FIGURE 43G: CLASS 1 TRAILHEAD RENDERING



FIGURE 43H: CLASS 1 TRAILHEAD RENDERING



FIGURE 43I: CLASS 1 TRAILHEAD RENDERING



FIGURE 43J: CLASS 1 TRAILHEAD RENDERING



FIGURE 43K: CLASS 1 TRAILHEAD RENDERING



FIGURE 43L: CLASS 1 TRAILHEAD RENDERING



FIGURE 43M: CLASS 1 TRAILHEAD RENDERING



Class 2 Trailhead

Class 2 Trailheads serve as minor access points for a trail and are typically located every five to 10 miles along a trail system. Class 2 Trailheads will primarily be located at trails that have less visitor demands, such as some Class 2 or Class 3 Trails. Class 2 Trailheads will typically provide amenities such as:

- Parking
  - ◊ Minimum 10 Vehicle Parking Spaces*
  - ◊ Minimum Standard of 1:25 Handicap Accessible Parking (additional handicap accessible parking should be considered and provided where appropriate)
- Restrooms
- Drinking Water Facilities
- Trash and Recycling Receptacles
- Motorized Wheelchair Recharging Stations
- Signage

Figures 44A - 44D show examples of Class 2 Trailheads and their potential amenities.

* The St. Marks Trailhead has 87 parking spaces and five handicap spaces (one of which is a van accessible parking space). However, this is the most established and heavily used trailhead along the St. Marks Trail due to its close proximity to Tallahassee.

FIGURE 44A: CLASS 2 TRAILHEAD RENDERING

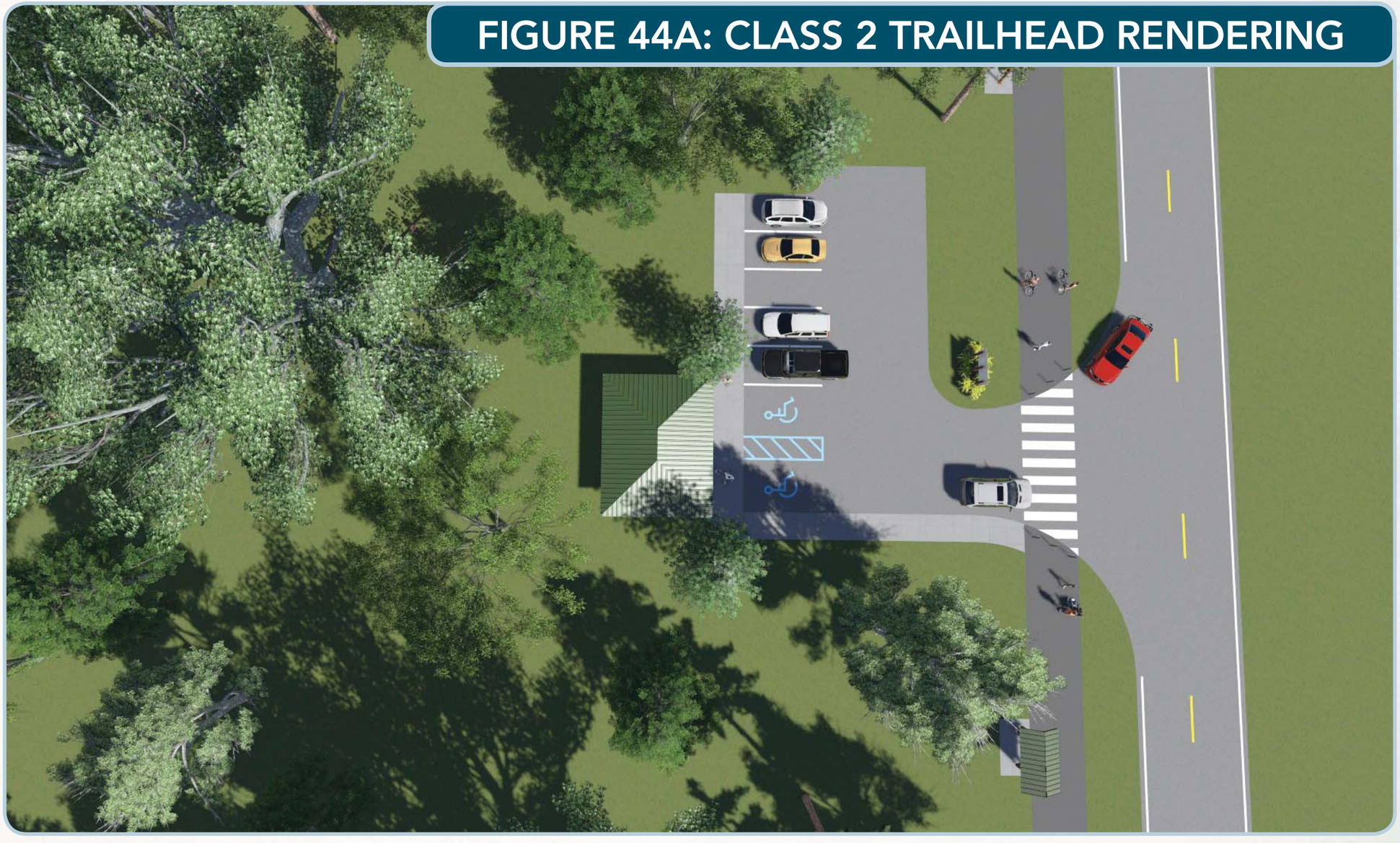


FIGURE 44B: CLASS 2 TRAILHEAD RENDERING

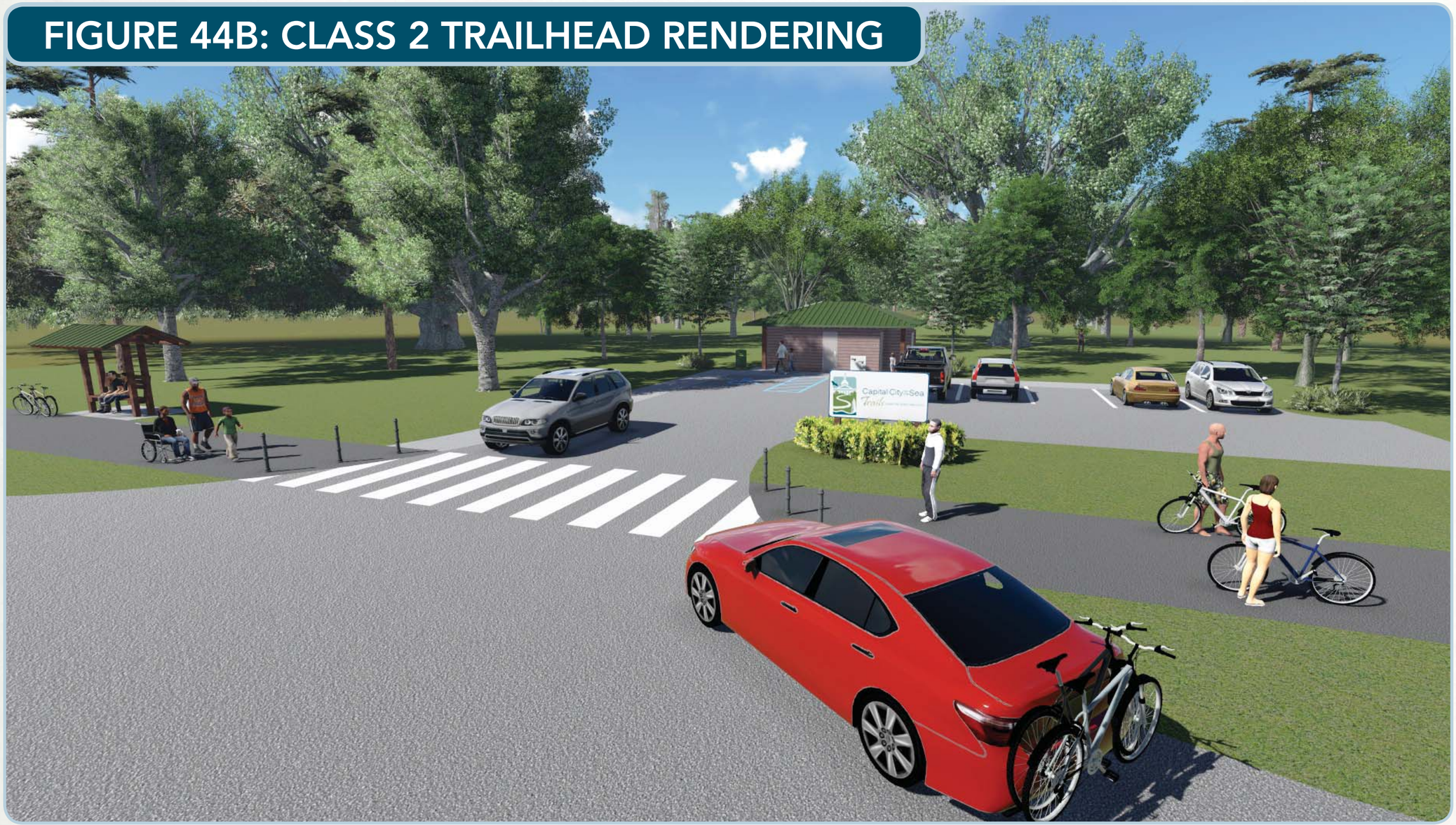


FIGURE 44C: CLASS 2 TRAILHEAD RENDERING



FIGURE 44D: CLASS 2 TRAILHEAD RENDERING



Class 3 Trailhead

Class 3 Trailheads are simple access points for a trail, typically located at trails with the least amount of visitor popularity. These trailheads are located approximately one to three miles along a trail system and may include amenities such as:

- Limited Parking
  - ◊ Maximum Five Regular Vehicle Spaces
  - ◊ Unpaved Lot
- Drinking Water Facilities
- Trash and Recycling Receptacles
- Bench
- Shelter Areas

Figures 45A - 45E show examples of Class 3 Trailheads and their potential amenities.

FIGURE 45A: CLASS 3 TRAILHEAD RENDERING



FIGURE 45B: CLASS 3 TRAILHEAD RENDERING



FIGURE 45C: CLASS 3 TRAILHEAD RENDERING

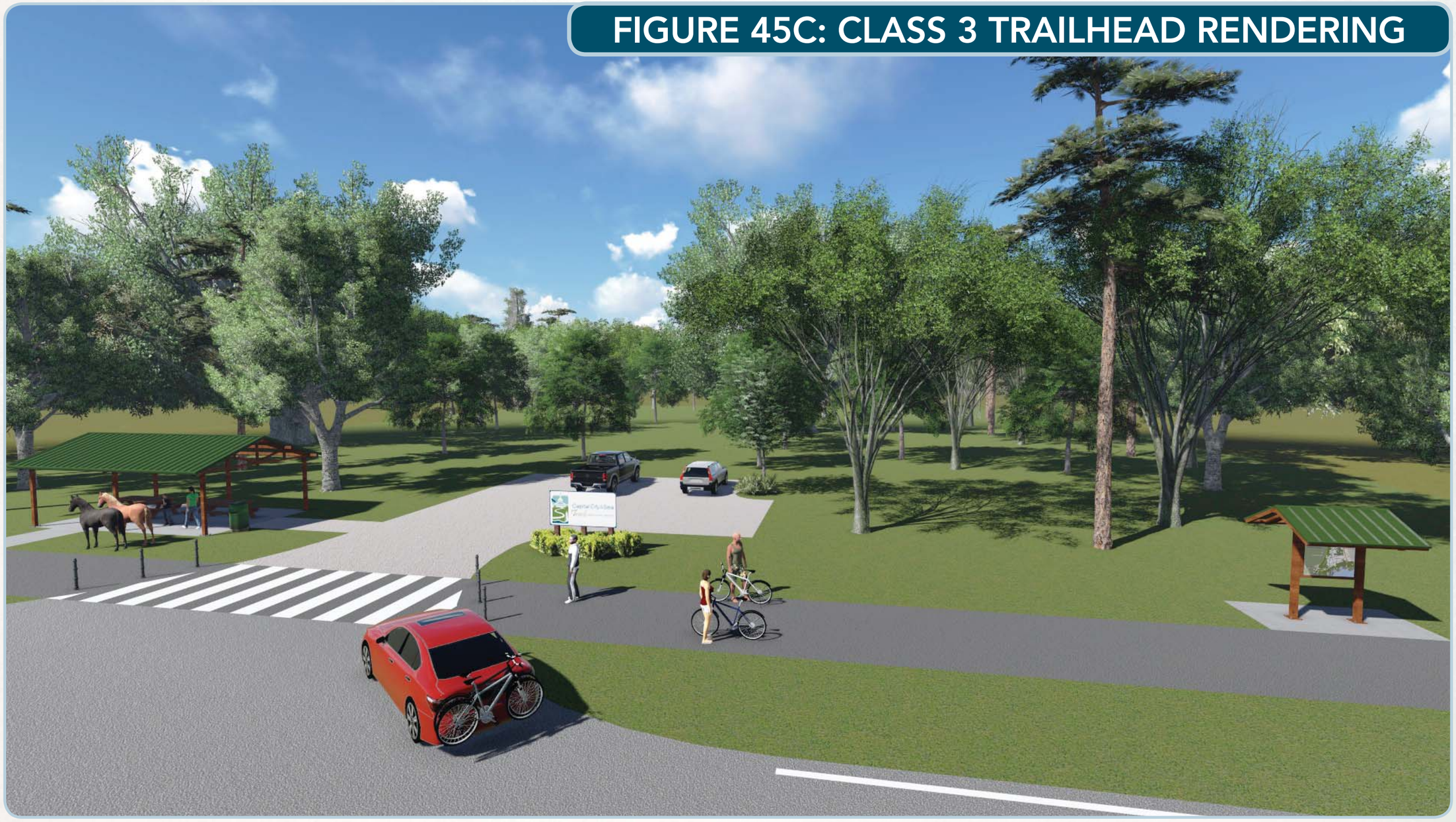


FIGURE 45D: CLASS 3 TRAILHEAD RENDERING



FIGURE 45E: CLASS 3 TRAILHEAD RENDERING



DESIGN GUIDELINES

Additional Amenities along the Trail

Additional amenities will be located along all trails at logical distances and locations. Typical amenities include:

- Shelter Areas
- Benches
- Trash and Recycling Receptacles



Shelter and Tables at Trailhead

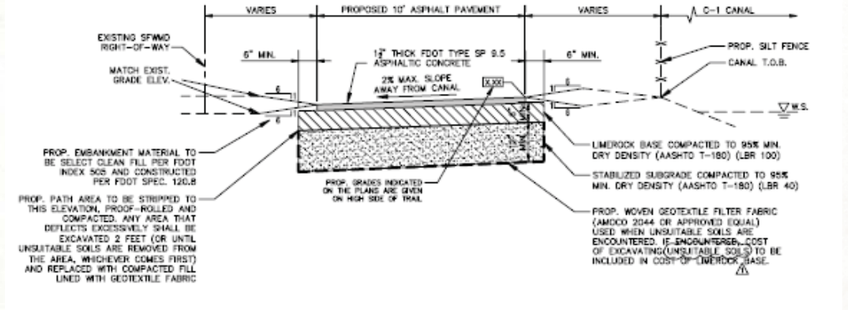
DESIGNING AS EVACUATION ROUTES

One possibility for designing the CC2ST network is to consider the trails as a potential evacuation route. This option would enable residents from Leon and Wakulla County to use the trail network as a way to evacuate the area during emergencies or when hurricanes, flooding, or severe storms occur. In order to establish an evacuation route on the CC2ST trail network, certain design measures must be set. The trails designated for the evacuate route must be wide enough for vehicles to access and utilize. Additionally, the trail must be made of certain road materials and provide the necessary structural support. Black Creek Trail in Miami-Dade, Florida is an example of a trail that also serves as an evacuation route, when necessary, and can provide further guidance on how to utilize the CC2ST network as an evacuation route if seen fit. The Black Creek Trail was designed with 1.5 inches of superpave asphalt-9.5, six inches of limerock, and 12 inched of compacted subgrade. An engineering rendering of this design is shown in ***Figure 46.***

STORMWATER

As trails and trailheads are designed, they will need to follow current design standards and local permits will be needed. These steps are described in greater detail in the Implementation Strategies section.

FIGURE 46: POTENTIAL PAVEMENT SECTION



DESIGN STANDARDS - ACCESSIBILITY CONSIDERATIONS

Accessibility considerations are intended to eliminate design barriers so that every person, regardless of age or physical/mental ability, has an opportunity to enjoy and participate in the built environment. Design guidelines for accessibility are conveyed in the ***2012 Florida Accessibility Code for Building Construction*** and various engineering design standards that provide a foundation for how the CC2ST network infrastructure should be constructed. During the implementation of the CC2ST Master Plan, all facilities will be developed according to current applicable standards with the goal of providing universal accessibility.

STANDARDS FOR SHARED-USE PATHS AND TRAILHEADS

Standards for shared-use paths can be found in Chapters 14 and 15 of the Federal Highway Administration's ***Best Practices Design Guide.*** These design standards are summarized below.

Surface Material

The surface material used for shared-use paths should be firm, stable, and slip resistant to provide all users, especially those who require mobility devices, with a safe foundation. A firm surface is described as one that does not compress when weight is applied; any surface that compresses less than 0.3 inches using a wheelchair caster is considered firm. A stable surface is described as one that is able to return to its original condition after weight is removed; any surface that remains out of place 0.5 inches or less using a wheelchair caster is considered stable. Shared-use path surface material that qualifies as firm, stable, and slip resistant includes asphalt, concrete (smooth or broom finish), soil with stabilizer, crushed rock with stabilizer, or wooden planks. However, asphalt or concrete should be the primary choice of surface material when designing shared-use paths in locations that are developed, involve fragile environments, are subject to flooding and drainage problems, or have steep terrain. Asphalt and concrete are also necessary for paths, such as the CC2ST, to be accessible by wheelchair users and users of other mobility devices, bicyclists, and inline skaters.

Path Width

The width of a shared-use path ultimately determines how many and what type of users are able to utilize a path at a given time. If the path is too narrow, congestion among pedestrians, cyclists, inline skaters, and people using mobility devices impairs the traffic flow, especially when users are simultaneously moving in both directions along the pathway. In order to accommodate all types of users at any given time, the path must be a minimum of ten feet wide for a regularly used path. If the path is proposed for heavy use, it must be a minimum of 12-feet wide. Additionally, either side of the path must have a graded buffer of at least two feet. The CC2ST network is proposed to be 12 feet wide to accommodate all user types. In areas where use of the trail is anticipated to be heavy, such as segments near Class 1 trailheads, widths greater than 12 feet should be considered. (As shown in ***Figures 38 - 40*** in the Design Guidelines section.)

Cross Slope

The cross slope, the lateral slope of a path, must be no steeper than two percent for asphalt or concrete, and no steeper than five percent for non-paved surfaces. These percentages are steep enough to allow for proper drainage, yet flat enough to ensure people using mobility devices can easily travel along the pathway. These cross slopes also enable users to maintain their lateral balance.

Grade

The grade, or incline, is an important consideration when designing a shared-use path for mobility impaired users. Steep inclines become unsafe for wheelchair users going downhill and become difficult for the elderly or wheelchair users to climb when going uphill. Thus, the grade of a shared-use path should not exceed five percent and must be as gradual as possible. However, if steeper segments must be incorporated, then the length should be minimized, be free of obstructions, and include rest areas. The general guidance for steep segments incorporated on a shared-use path is:

- A grade of 8.3 percent must be no longer than 200 feet
- A grade of 10 percent must be no longer than 30 feet
- A grade of 12.5 percent must be no longer than 10 feet
- Total length of steep segments greater than 8.3 percent must be less than 30 percent of the total path length
- Rest intervals should be within 25 feet of the top and bottom of each steep segment

Rest Intervals and Areas

Rest intervals are required 25 feet before and after steep grade segments to ensure that any user, especially the elderly or mobility impaired, has an area to take a break after exerting extra effort. Rest areas must be, at minimum, five feet in length with a width greater than or equal to the width of the path. Rest intervals should also ideally be adjacent to the path, rather than on the path, so that resting users do not inhibit the traffic flow of those who continue moving along. Rest areas have the same dimensional requirements as rest intervals, but differ because they provide amenities such as benches, wheelchair space, and shelters for users needing a break. Rest areas should also be provided on both sides of the path in congested locations.

Tread Obstacles

Tread obstacles, such as tree roots and rocks, create a dangerous scenario for path users, especially the elderly and people using mobility devices. On a paved shared-use path, obstacles are not allowed. Unpaved paths may have obstacles smaller than two inches as long as there is a clear path of travel, 36 inches wide, around the obstacle.

Protruding Objects

Ideally, no object, such as tree limbs, should protrude horizontally into or vertically over the shared-use path. If, however, a protruding object is unavoidable, objects must protrude no more than four inches into the travel space. For objects protruding horizontally into the path, a four-foot minimum clearance is required around the object. Objects that protrude vertically over the path must have at least an eight-foot clearance unless an underpass is incorporated, then a minimum 10-foot clearance is necessary.

Openings

For the safety of the mobility impaired, openings in the pathway should be avoided. If, however, an opening such as a grate, storm drain, or utility access is unavoidable along the pathway, then the width of the opening should be no wider than 0.5 inches. The opening should also be oriented so that the longer side is perpendicular to the direction of travel. These dimensions ensure that mobility devices do not get caught in the openings and that the likelihood of anyone tripping over an opening is minimized.

Level

Changes in level should be avoided in the construction of new shared-use paths; however, a change in level less than 0.25 inches is acceptable without any edge treatment. If an abrupt change in level between 0.25 to 0.5 inches is unavoidable along a paved path, then a beveled surface with a maximum slope of 50 percent is required. Any level changes greater than 0.5 inches either require a ramp or must be removed for the safety and usability of all users.

Railings

Railings are required for the safety of trail users only in locations where an edge protection is needed such as along steep drop-offs or over bridges.

DESIGN STANDARDS - ACCESSIBILITY CONSIDERATIONS

The minimum height of a railing should be no shorter than 42 inches so that both pedestrians and bicyclists are protected. If a handrail is included as part of the railing, then ADA requirements for handrails need to be met.

Pedestrian Bridges

Bridges should be a minimum of 12 feet wide. If the shared-use path is wider than 12 feet, then the bridge should be as wide as the shared-use path. Bridges need to be flush with the path surface so that people using mobility devices can maneuver onto and off of the bridge effortlessly. Bridges also need to have a flat grade, provide railings, and be evenly aligned with the path prior to and after the bridge.

Intersections

Intersections need to be indicated so that users have ample time to prepare for oncoming traffic or a change in topography. Paths should intersect at 90 degree angles with a smooth surface connection, if possible. When two or more pathways intersect, clear sight lines of the intersection should be provided at seated (wheelchair and bicycle) and standing height. When more than two paths intersect at a given location, the best option is to off-set the intersections so that traffic does not bottleneck into the intersection at once. It is also recommended that signs be posted prior to intersections, which specify what user has the right-of-way, any preferred travel direction, and lengths of the additional paths. In the instance that the shared-use path would intersect with a road, these same recommendations apply; however, a visible crosswalk is recommended for the safety of the path users.

PARKING LOT DESIGN

The parking lots at trailheads along the CC2ST network will be designed to ensure that all users are easily able to access the trail and the amenities. The design of designated parking spaces and loading areas within each parking lot must also be in accordance with accessibility requirements as presented in the *2012 Florida Accessibility Code for Building Construction.*

Designated Parking Spaces

According to ADA regulations, a ratio of one to 25 is required for the number of designated parking spaces to regular spaces in each lot. Of these designated parking spaces, a ratio of one to six is required for the number of van accessible spaces. Designated parking spaces for both cars and vans must be clearly marked with appropriate signage and located closest to the trailhead entrance. Designated parking spaces for cars must have a minimum width of eight feet and at least a five-foot access isle, while designated parking spaces for vans must have a minimum width of 11 feet and at least a five-foot access isle. However, if an access isle is shared between a van and car parking space, then the minimum width for both parking spaces is eight feet with a shared access isle of eight feet. While not a requirement, it is recommended that both regular and designated parking spaces be angled between 45 and 60 degrees because of the ease of navigation the angled spaces provide to drivers. In areas of high anticipated usage, additional designated parking spaces should be considered.

Passenger Loading Zones

Passenger loading zones must have a minimum width of eight feet and minimum length of 20 feet. These loading zones enable vehicles to pull up to the entrance of a trailhead for convenient pickup of passengers.

Access to Trails

Access points along the CC2ST network should be accessible to all users. Trailheads should conform to ADA Accessibility Guidelines for parking and bathrooms, and amenities should be connected with a pathway that meets the accessible design recommendations for shared-use paths.

AMENITIES

All amenities provided at each trailhead and along the pathways must meet ADA requirements as detailed in the 2012 Florida Accessibility Code for Building Construction. These amenities are presented in ***Figure 47***.



Handicap Parking on the St. Marks Trail

TABLE 47: AMENITY DESIGN STANDARDS

AMENITY	DESCRIPTION	ADA REQUIREMENTS
Benches	• Provide a place for elderly, mobility impaired, and other users to take a break • Ideal at trailheads, rest intervals, and rest areas • Armrests are recommended but not required	Must meet ADA standards for: • Height • Seat dimensions • Backrest dimensions
Drinking Fountains	Recommended at trailheads for visitor and pet use	Must meet ADA standards for: • Knee and toe clearance • Height • Control locations • Water spout
Map Kiosks	Provide trail information at each trailhead that includes: • Trail length • Parking lot locations • Restroom, shelter, and water fountain locations • Intersecting trails	Must meet ADA standards for: • Location • Height • Sign font and graphics • Alternative formats (Braille, Audio)
Restrooms	Recommended at trailheads	Must meet ADA standards for: • Number of stalls • Stall and door dimensions • Seat dimensions • Grab bars and flush controls • Mirror, sink, and counter dimensions
Signage	• Recommended at trailheads, trail intersections, along the pathway • Provide trail conditions with easily understood texts and images • Provide trail information that includes: ◊ Trail name ◊ Acceptable users ◊ Trail length and minimum width ◊ Elevation, grades, and cross slopes ◊ Surface material, firmness, stability, and slip resistance	Must meet ADA standards for: • Location • Height • Font and graphic size • Font and graphic finish • Alternative formats (Braille, Audio)
Shelters	• Recommended along the pathway at appropriately distributed locations or rest intervals • Provide protection for the sun, rain, and other weather conditions	Must meet ADA standards for: • Shelter dimensions • Wheelchair accessible space

DESIGN STANDARDS - ACCESSIBILITY CONSIDERATIONS



Emergency 911 Decal

Source: AmericanTrails.org

U.S. National Grid (USNG) Emergency Location Markers

In the instance that users may need immediate emergency assistance, USNG Emergency Location Markers can be incorporated along the CC2ST pathways for efficient emergency response efforts. Each location marker along the pathway has a unique eight-digit GPS code. The code is read to an emergency responder, who compares the code to a USNG gridded map in order to locate the trail user. These location markers make it easier for respondents to identify the location of the person needing assistance, significantly decreasing the response time. If USNG Emergency Location Markers are utilized, the signs must meet ADA requirements for signage as presented in ***Figure 47.*** In cases where the technology available, a smart phone App can also provide this type of emergency support.

Emergency 911 Decals

Emergency 911 decals have become a popular amenity along trails to help first responders find the exact location of an emergency on the trail. The decals are low-cost sticker decals that provide location information for emergency responders. Trail users can also use the decal to report maintenance problems along the trail, such as a fallen tree in the area. Emergency 911 decals should be placed every 200 feet along the trail to ensure adequate retrieval by trail users. This type of emergency marker is better than having emergency call boxes, which tend to be a major target for vandalism as well as having infrastructure needs, costs, and maintenance. The 911 decals are easily replaceable due to their low cost.

Charging Stations for Electric Mobility Devices

Charging stations are not required under ADA minimum standards, but should be considered at trailheads and at appropriately distributed locations along the trail. These charging stations enable people who use electric mobility devices the opportunity to recharge the devices along the CC2ST network, allowing for longer trips along the network.

OTHER CONSIDERATIONS

Best Management Practices

The following best management practices should be considered during the implementation of the CC2ST network to allow for the greatest amount of user types:

- Consider shared-use path widths greater than 12 feet in areas of anticipated higher usage
- Use porous pavement and recycled materials utilized when possible
- Improve the aesthetic appeal with material and color, landscaping, public art, lighting, and signs
- Install uniform signage along the network and at all trailheads to provide users with the information needed to assist them in decision-making for trips

Exceed Minimum Requirements

At trailheads near accessible features, such as where 'Sportsability' or other special events could be held, minimum requirements for designated parking spaces and other amenities could be exceeded if appropriate. For example, the ADA design standard for designated parking spaces to regular spaces is 1:25, but CC2ST trailheads may exceed this ratio to accommodate more users. Sportsability events are events where the differently abled compete in a variety of sporting events.

Loop Trails

During meetings with both David Jones, founder of the Florida Disabled Outdoors Association, and J.R. Harding, External Affairs Manager for the Florida Agency for Persons with Disabilities, the importance of "loop trails" was heavily discussed. "Loop trails" are one to two-mile long routes that loop back to a destination so users do not have to go back and forth along the same path, making the trip more scenic and desirable. It was noted that loop trails provide persons who are differently abled with increased trail options and enhanced safety by remaining in close proximity to trailheads. The purpose of these "loop trails" is to connect to a specific destination along the network so there is a primary reason to visit the segment. CC2ST will strive to provide "loop trails" along the network as often as possible and near desired destinations.

SUPPORTIVE INFRASTRUCTURE

As the CC2ST network is constructed, communities in the study area should assess existing and planned infrastructure needs and identify gaps that separate people from the trails. Supportive infrastructure should be planned and prioritized to provide logical connections to and from the CC2ST network. Supportive infrastructure includes any facilities and amenities that help safely bring citizens to the CC2ST network, for both transportation and recreation. Creating facilities that will expand the accessibility of the network will enhance user experiences.

WAYFINDING SIGNAGE

Wayfinding signage is an essential design element for supporting and promoting the CC2ST network. There are two forms of wayfinding signage to assist trail users, wayfinding signage along the network to get users to other amenities and destinations, and wayfinding signage to get to the CC2ST network. Wayfinding signage along the trails is ideal for notifying trail users of surrounding amenities or destinations such as nearby restaurants, lodging, parks, trailheads, or recreational activities that can be accessed while on the network. As trail users approach a destination, signage should be available to direct the users to a community or downtown area. This will allow the trail user to make informed decisions about whether to continue on the network or stop at a destination. Additionally, wayfinding signage within the local communities and along roadways will inform visitors on where to access various CC2ST trailheads. This wayfinding signage will be located in downtown areas and communities to direct trail users to the most accessible entrance, from that destination, onto the CC2ST network. Wayfinding signage is also necessary to ensure that the CC2ST network is easily reachable for trail visitors, both knowledgeable and unfamiliar to the area.

PEDESTRIAN AND BICYCLE FACILITIES

Pedestrian and bicycle facilities are ideal for providing connectivity from the local communities to the CC2ST network. Such supportive infrastructure

includes the addition of sidewalks, paved shoulders, bicycle lanes, sharrows, and pedestrian crosswalks that help pedestrians and bicyclists safely access the network. These design elements are ideal along roadways leading to CC2ST trailheads to ensure that visitors may safely access the trail network by alternative transportation modes. Including these pedestrian and bicycle facilities in future local government transportation plans will benefit the CC2ST network as well as the local community, as residents and visitors can utilize these facilities to access other destinations and services.

NON-PAVED TRAILS

Non-paved trails offer one way in which visitors may access the CC2ST network. Located in Wakulla County is the Florida National Scenic Trail, a non-paved trail that currently has one access point to the CC2ST network at the St. Marks Trail terminus. As more trails are constructed, additional access points from the Florida National Scenic Trail will exist. When considering non-paved trails as a method for trail users to access the network, design measures that allow for the differently-abled to utilize the non-paved trails should be included. One such method is to reconstruct the non-paved trails with paving grids and firmly compacted gravel. These materials are stable enough to support mobility devices, yet still provide a natural "feel" to the trail.

TRANSIT

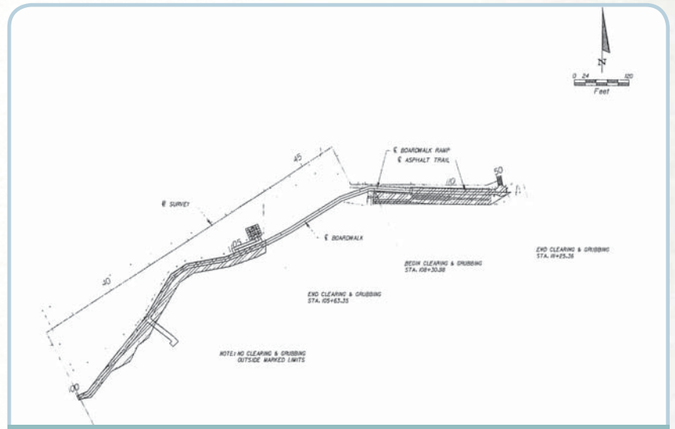
Transit allows trail users more opportunity to access and utilize the CC2ST network. In some instances, users may not own a personal vehicle, or instead, users may opt to take transit as a means to reduce their carbon footprint or save money. While transit does not currently exist in Wakulla County, future transit initiatives within the County should take note of the potential to provide riders with access to the CC2ST network. Additionally, there was a lot of feedback from the public with a desire to have StarMetro, the City of Tallahassee's bus service, provide service to and from trailheads so that all community members are given the opportunity to enjoy the network. Connecting the Florida State University and Florida A&M University bus services to the trailheads would also enable students, faculty, and staff to access the CC2ST network via transit. Transit connections to the CC2ST network should be considered when expanding the city or university bus routes.

CONNECTIONS TO SCHOOLS

Connecting the CC2ST network to nearby schools requires the addition of supportive infrastructure so that children may safely walk or bike to school and recreational activities. In Wakulla County, the proposed U.S. 98 corridor from C.R. 59 to Surf Road would connect the CC2ST network to Medart Elementary, Wakulla Middle School, Wakulla High School, and the Medart Recreation Park. In order to provide full connectivity, minimal supportive infrastructure is necessary in the neighborhoods between the trail terminus and the schools' entrances to ensure the safety of the young pedestrians and bicyclists. Such supportive infrastructure to improve connections to schools includes pedestrian and bicyclist signage and sidewalks, paved shoulders, sharrows, crossways, or traffic calming devices. Additional schools that would be served by the proposed CC2ST network include Crawfordville Elementary, Providence Christian Academy, and Wakulla Education Center District Pre-K Programs. Supportive infrastructure in the area between schools and the CC2ST network would will help ensure the safety of students and would benefit the schools and nearby neighborhoods. Future local work plans and budgets should consider the addition of supportive infrastructure to connect schools to the network.

BOARDWALKS

Boardwalks can be used to connect users of the CC2ST network to sites that are near but not directly adjacent to the trail. Boardwalks can also be used in environmentally sensitive areas or areas that are prone to flooding. One example of a boardwalk in Wakulla County is the St. Marks Boardwalk. The St. Marks Boardwalk was designed as the final extension of the St. Marks Trail. Once completed, it will connect the end of the St. Marks Trail to the San Marcos de Apalache Historic State Park and the St. Marks River Park, which offers amenities such as free vehicle and trailer parking, boat ramps, fishing piers, public restrooms, a gazebo, and picnic areas. Connecting the St. Marks Trail to these parks will allow trail users the opportunity to enjoy and utilize the parks' amenities and scenic vistas. To date, the Boardwalk has only been partially built. Thus, further construction is needed to complete connectivity of the St. Marks Trail to the two parks, and should be considered in near future local government transportation decisions.



St. Marks Trail



St. Marks Boardwalk

RECOMMENDATIONS

The recommendations outlined in this section directly resulted from the significant public input received throughout the master planning process. The initial draft CC2ST network was developed as part of Public Workshop #1 and refined through stakeholder interviews, Tech review, and TAG review. The segments of the draft network were prioritized by the public during Public Workshop #2. *Figure 48* shows the evaluation criteria to which this input was directly applied, which was also vetted through the public involvement process. *Figure 49* shows the final ranking of CC2ST segments.



Evaluation Criteria Board at Public Meeting with Notes Attached

FIGURE 48: EVALUATION CRITERIA

Overarching Goal of Capital City to the Sea Trails	
Develop a series of shared use paths that connect various areas from Capital Cascades Park in the City of Tallahassee all the way to the sea	
Guiding Principles	**Evaluation Criteria**
Connect People and Places	Creates a Regional Facility (including connections to existing trails)
	Creates a Local Facility
	Enhances Connectivity to Existing and Planned Development (including connections via public transportation, sidewalks and bicycle lanes, and existing trails)
Improve Quality of Life	Increases Transportation Opportunities
	Increases Health, Wellness, and Recreational Opportunities
Improve Connectivity*	Provides Public Connectivity to Managed Public Lands (including connectivity to State Parks, National Forests, State Forests, Schools and Educational Opportunities)
	Provides Connectivity for Transportation Disadvantaged (Title VI Protected
	Builds a better transportation network to attract differently-abled people
Provide Opportunities for Sustainable Economic Growth	Potential to Attract Tourists
	Potential to Draw Activity from a Broad Audience
	Connects to Commercial Corridors
	Located in Proximity to Local Businesses
Increase Awareness of the Capital Region	Would be Useful for Marketing and Promoting the Region
	Would Create a Sense of Place in the Region
Minimize Environmental Impacts	Provides Opportunities to Enhance the Natural Environment
	Can be Located Within Existing Right-of-Way
	Minimizes Impacts to Floodplains, Surface Waters, Wetlands, Habitats, and Contaminated Sites
Develop a Maintainable Network	Minimizes the Costs for Maintaining the Trail
Improve Safety	Improves Safety for a Variety of User Types
Includes Public Participation	Creates a Corridor Supported by the Public
Develop Strategic Partnerships	Provides an opportunity to develop a variety of partnerships with the public sector, the nonprofit sector, and private enterprise

*All facilities will be developed according to current applicable standards with the goal of providing universal accessibility

FIGURE 49: CC2ST SEGMENT RANKINGS

Rank	Trail	Total Score	Approximate Length (Miles)
1	US 98 Trail - from CR 59 (SMNWR entrance) to Ochlockonee Bay Trail (Surf Road) with TCC WEI Connector Trail	91.6	27
2	Trout Pond Trail North – from Tallahassee to Bloxham Cutoff Rd (SR 267)	89.9	14
3	Bloxham Cutoff Trail (SR 267)	76.6	14
4	Trout Pond Trail South – from Bloxham Cutoff Rd (SR 267) to Sopchoppy	76.3	15-18
5	Wakulla Springs Trail	69.1	12
6	Shadeville Highway Trail	61.4	9
7	Sopchoppy Trail	59.7	5
8	Martin Luther King Jr. Memorial Road Trail	54.9	9
9	Franklin County Connector	54.7	8
10	Spring Creek Trail	53.4	4
11	Otter Lake Trail	50.7	2
12	Shell Point Trail	47.1	6-7
13	Wakulla Beach Trail	40.1	4

RECOMMENDATIONS

PROJECT 1: U.S. 98 FROM C.R. 59 TO OCHLOCKONEE BAY TRAIL (SURF ROAD) WITH TCC WEI CONNECTOR TRAIL

This Class 1 Trail segment ranked highest among all corridors based on several factors. C.R. 59 (the eastern terminus for this segment) is the entrance into the St. Marks National Wildlife Refuge, a popular destination for residents and visitors to the region. The St. Marks National Wildlife Refuge has picnic areas, kayak launches, the St. Marks Historic Light House, unpaved trails, and much more that makes this one of top attractions in the study area. The existing St. Marks Trail connects to this proposed segment of CC2ST so trail users would be able to travel from the City of Tallahassee to the coast. Ochlockonee Bay Trail (OBT) (the western terminus for this segment) follows along Surf Road. Some segments of OBBT have been constructed; the remainder of OBBT is anticipated to be completed by 2019. The coastal communities of Panacea and the City of St. Marks are located along this segment, and, once OBBT is complete, the City of Sopchoppy will also be accessible via this connection.

Another reason this segment was the highest ranked project is its accessibility to schools. Entrances into Medart Elementary School, Wakulla Middle School, and Wakulla High School are located along U.S. 98. This segment will allow students and faculty to access the schools along this segment of the network. Other resources located along this segment are Woolley Park, Newport Park, and Medart Recreation Park, and Wildwood Golf and Country Club. This segment also parallels part of the Florida National Scenic Trail and crosses over the Wakulla River State Paddling Trail. While this corridor is separate from the Florida National Scenic Trail, some amenities such as trailheads and parking could benefit both trails. Included in this segment is the connector trail into the TCC WEI, potentially a top attraction in Wakulla County in coming years. The total length of this segment is approximately 27 miles.

Potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along U.S. 98
- Designated bicycle lanes along U.S. 98
- No build alternative



St. Marks National Wildlife Refuge

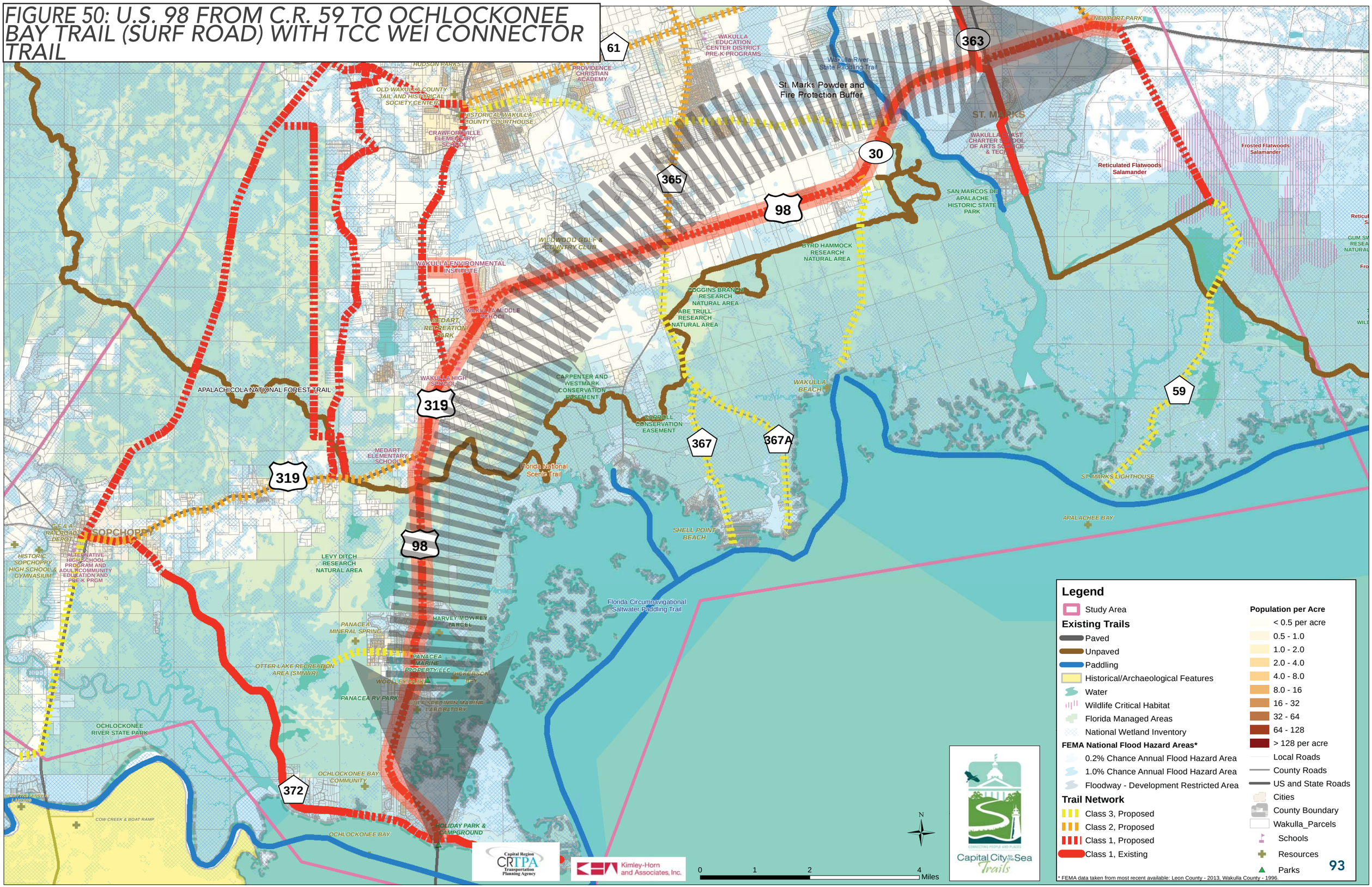


Signage in St. Marks



Bridge Over the Wakulla River on U.S. 98

FIGURE 50: U.S. 98 FROM C.R. 59 TO OCHLOCKONEE BAY TRAIL (SURF ROAD) WITH TCC WEI CONNECTOR TRAIL



RECOMMENDATIONS

PROJECT 2: TROUT POND TRAIL NORTH FROM TALLAHASSEE TO BLOXHAM CUTOFF ROAD (S.R. 267)

This Class 1 Trail segment was the second highest ranked project for CC2ST. This segment includes the existing Georgia, Florida, and Alabama (GF&A) Trail at Trout Pond, a 2.4 mile shared-use path on the old GF&A Railroad corridor. Extending this existing trail will strengthen its appeal to users and bring a broader range of user types to the area. This segment will also connect Trout Pond Trail to the City of Tallahassee. The City of Tallahassee currently has several initiatives to make the community more pedestrian and bicycle friendly, including the Gaines Street Revitalization, FAMU Way Extension, and Capital Cascades Trail and Park. There is also an ongoing project to extend the shared-use path on Capital Circle to Capital Circle Southwest. With the Capital Circle construction and this proposed segment of CC2ST, the existing St. Marks Trail will connect to Trout Pond Trail.

Other connections that can be made with this segment include Lake Henrietta, Lake Alberta, Lake Munson, Jake Gaither Golf Course, and Springsax Park. This segment will also connect to Capital Circle from the Apalachicola National Forest (ANF) via Munson Slough. This segment will also enhance connectivity between Leon County and Wakulla County, by way of Bloxham Cutoff Road (S.R. 267).

The potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along L.L. Wallace Road, U.S. 319, Rivers Road, and Munson Slough
- Shared-use path along Springhill Road
- Shared-use path through the Apalachicola National Forest
- Shared-use path along perimeter of Apalachicola National Forest
- Designated bicycle lanes along Springhill Road
- No build alternatives



LL Wallace Road in the Apalachicola National Forest



Lake Elberta Near FSU and FAMU Campuses



Existing Segment of Trout Pond Trail

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CONNECTING PEOPLE AND PLACES

FIGURE 51: TROUT POND TRAIL NORTH FROM TALLAHASSEE TO BLOXHAM CUTOFF ROAD (S.R. 267)

Legend

- Study Area

Trail Class, Status

- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails

- Paved
- Unpaved
- Paddling
- Historical/Archaeological Features
- Water
- Wildlife Critical Habitat
- Florida Managed Areas
- National Wetland Inventory

FEMA National Flood Hazard Areas*

- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

Population per Acre

- < 0.5 per acre
- 0.5 - 1.0
- 1.0 - 2.0
- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

- Local Roads
- County Roads
- US and State Roads
- Cities
- Parcels
- County Boundary
- Schools
- Resources
- Parks

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

TALLAHASSEE

LAKE HIAWATHA AND BOAT LANDING

TALLAHASSEE MUSEUM

FLORIDA FIRE CENTER

SILVER LAKE

GOLDEN ASTER PRESERVE

TALLAHASSEE REGIONAL AIRPORT & MUSEUM

LAKE MUNSON LANDING

GIL WATERS PRESERVE AT LAKE MUNSON

RIFLE RANGE

LOST LAKE RECREATION AREA

CLEAR LAKE WILDERNESS STUDY AREA

TROUT POND RECREATION AREA

GF&A Trail at Trout Pond

HELEN GUARD STATION

CARLTON FARMS CONSERVATION EASEMENT

LEON SINKS GEOLOGICAL AREA

CAPITAL CIRCLE OFFICE COMPLEX CONSERVATION AREA

DEVEREUX SCHOOL TALLAHASSEE

371

261

61A

2203

319

2204

363

373A

95

0 0.75 1.5 3 Miles

N

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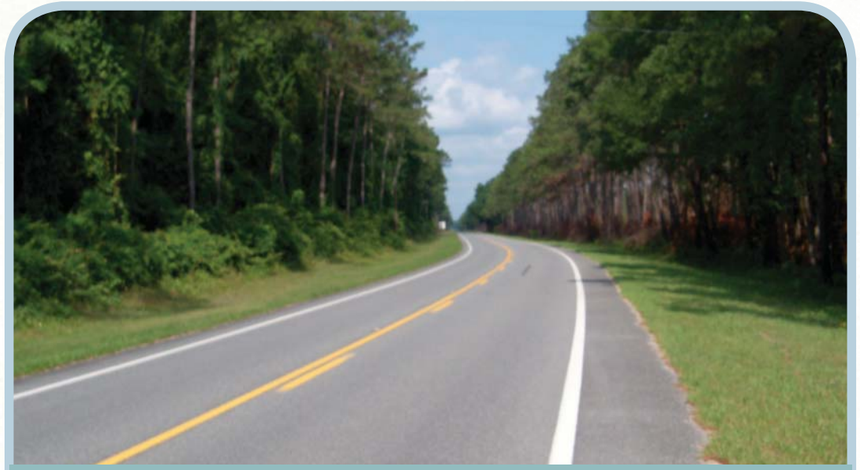
RECOMMENDATIONS

PROJECT 3: BLOXHAM CUTOFF TRAIL (S.R. 267)

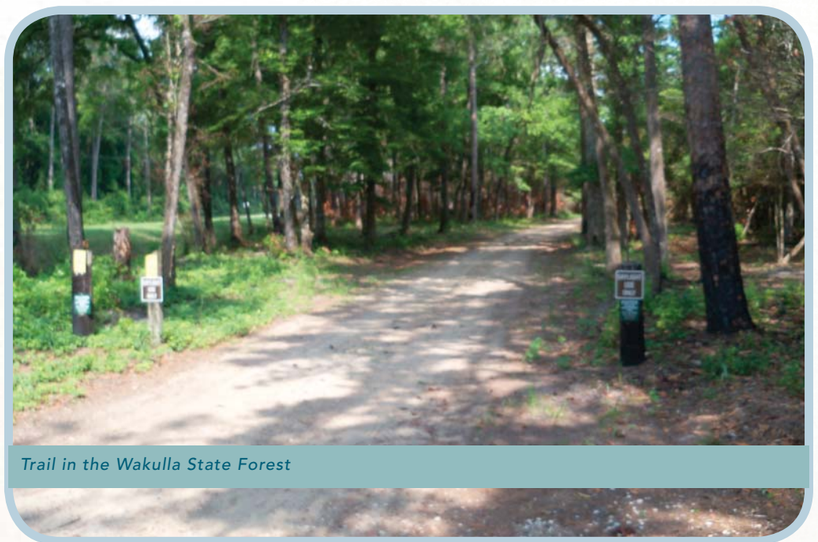
The third highest ranked segment for CC2ST is the Bloxham Cutoff Trail, from Springhill Road, south of Trout Pond Trail to Woodville Highway. This Class 2 Trail segment would connect the ANF to Wakulla State Forest and Edward Ball Wakulla Springs State Park. These natural areas are major attractions for residents and visitors alike, and making these locations accessible by trail will only enhance their appeal. This segment could also provide a connection to the proposed Heritage Village and Riversink Elementary School. Bloxham Cutoff Trail can also connect the extension of Trout Pond Trail to the existing St. Marks Trail. Another important feature of this segment is the Big Bend Scenic Byway (BBSB), a nationally recognized scenic highway, which goes along Bloxham Cutoff Road. The trail would serve as an intrinsic resource that would enhance the BBSB.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

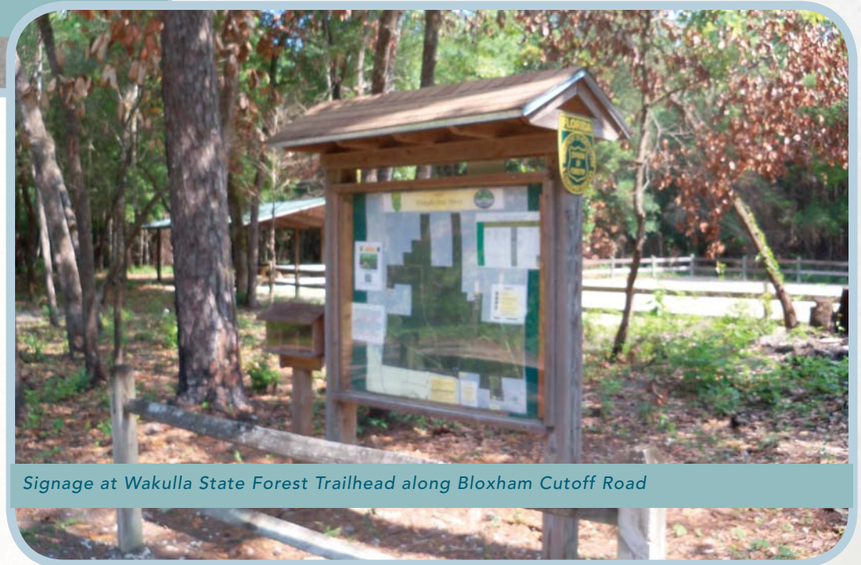
- Shared-use path along Bloxham Cutoff Road
- Shared-use path along Bloxham Cutoff Road, then routing through Wakulla State Forest or Edward Ball Wakulla Springs State Park
- Designated bicycle lanes along Bloxham Cutoff Road
- No build alternative



Bloxham Cutoff Road

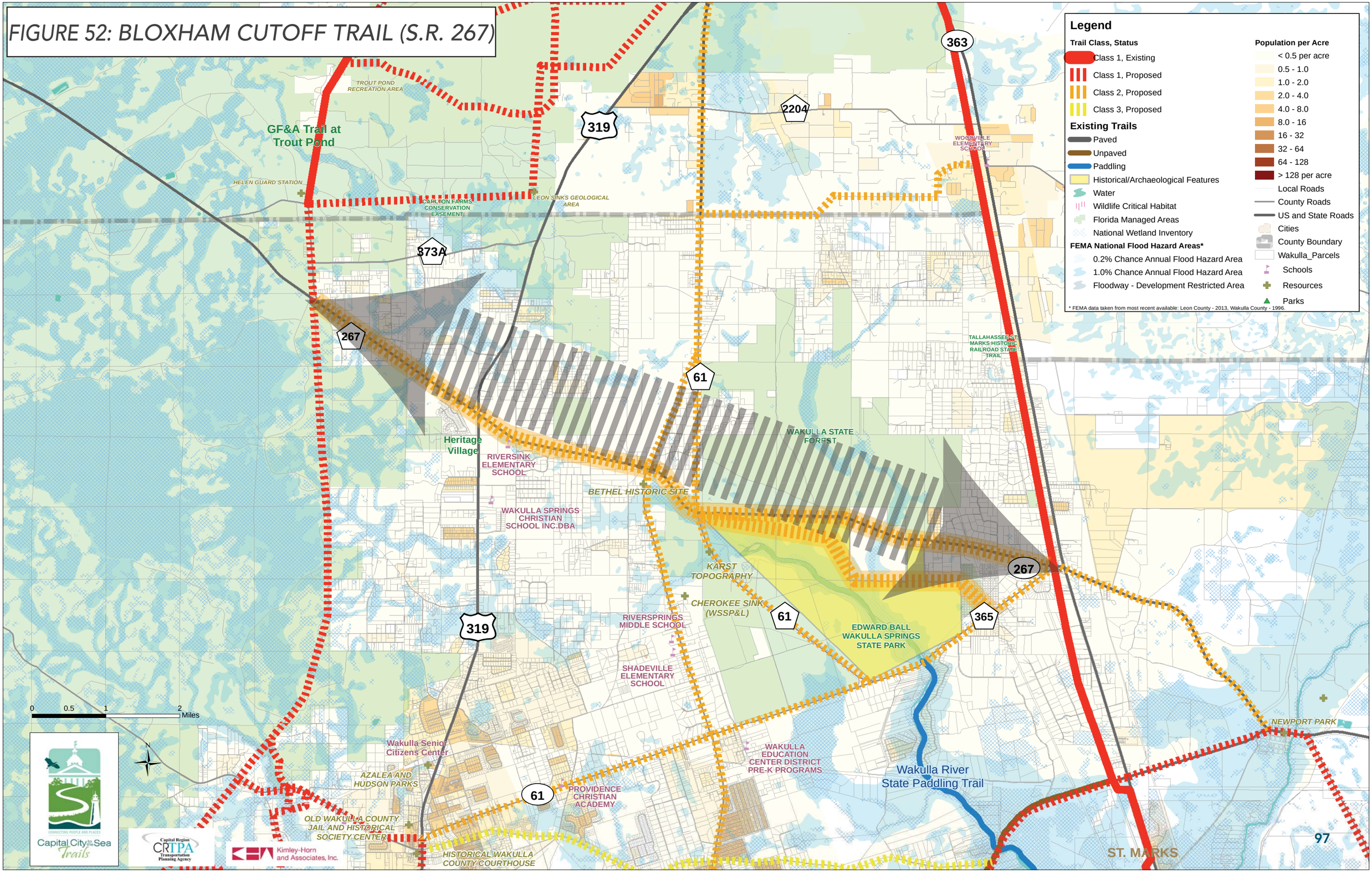


Trail in the Wakulla State Forest



Signage at Wakulla State Forest Trailhead along Bloxham Cutoff Road

FIGURE 52: BLOXHAM CUTOFF TRAIL (S.R. 267)



Legend

Trail Class, Status

- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails

- Paved
- Unpaved
- Paddling
- Historical/Archaeological Features
- Water
- Wildlife Critical Habitat
- Florida Managed Areas
- National Wetland Inventory

FEMA National Flood Hazard Areas*

- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

Population per Acre

- < 0.5 per acre
- 0.5 - 1.0
- 1.0 - 2.0
- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

- Local Roads
- County Roads
- US and State Roads
- Cities
- County Boundary
- Wakulla_Parcels
- Schools
- Resources
- Parks

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

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RECOMMENDATIONS

PROJECT 4: TROUT POND TRAIL SOUTH FROM BLOXHAM CUTOFF ROAD (S.R. 267) TO SOPCHOPPY

This Class 1 Trail segment would connect Bloxham Cutoff Road to Sopchoppy, connecting the City of Sopchoppy to the existing Trout Pond Trail, which will connect to the City of Tallahassee by way of Project 2, noted above. This segment will also connect the City of Sopchoppy to the town of Crawfordville. A connection to U.S. 319, which is a commercial corridor in Wakulla County, will also be a part of this segment.

One of the potential alternatives would connect to the TCC WEI. That same route would also connect to the U.S. 98 corridor. Other potential alternatives for this segment provide access to the Apalachicola National Forest as well as the following proposed CC2ST segments: U.S. 98 from C.R. 59 to Ochlockonee Bay Trail (Surf Road), Bloxham Cutoff Trail, MLK, Jr. Memorial Road Trail, and Shadeville Highway Trail.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along the abandoned GF&A Rail corridor, along Arran Road, and along U.S. 319
- Shared-use path along the abandoned GF&A Rail corridor
- Shared-use path along the abandoned GF&A Rail corridor then along Lawhon Mill Road
- Shared-use path along the perimeter of the Apalachicola National Forest
- Designated bicycle lanes along U.S. 319
- No build alternative



Old GF&A Rail Corridor



Downtown Sopchoppy

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CONNECTING PEOPLE AND PLACES

FIGURE 53: TROUT POND TRAIL SOUTH FROM BLOXHAM CUTOFF ROAD (S.R. 267) TO SOPCHOPPY

Legend

- Study Area

Trail Class, Status

- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails

- Paved
- Unpaved
- Paddling
- Historical/Archaeological Features
- Water
- Wildlife Critical Habitat
- Florida Managed Areas
- National Wetland Inventory

FEMA National Flood Hazard Areas*

- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

Population per Acre

- < 0.5 per acre
- 0.5 - 1.0
- 1.0 - 2.0
- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

- Local Roads
- County Roads
- US and State Roads
- Cities
- Wakulla_Parcels
- County Boundary
- Schools
- Resources
- Parks

HEDEN GUARD STATION
PASTON RANCH CONSERVATION EASEMENT
LEON SINKS GEOLOGICAL AREA
WOODVILLE ELEMENTARY SCHOOL
DEVEREUX SCHOOL TALLAHASSEE
TALLAHASSEE-ST. MARKS HISTORIC RAILROAD STATE TRAIL
WAKULLA STATE FOREST
RIVERSINK ELEMENTARY SCHOOL
BETHEL HISTORIC SITE
WAKULLA SPRINGS CHRISTIAN SCHOOL INC.DBA
KARST TOPOGRAPHY
CHEROKEE SINK (WSSP&L)
RIVERSPRINGS MIDDLE SCHOOL
SHADEVILLE ELEMENTARY SCHOOL
EDWARD BALL WAKULLA SPRINGS STATE PARK
Wakulla River State Paddling Trail
WAKULLA EDUCATION CENTER DISTRICT PRE-K PROGRAMS
Wakulla Senior Citizens Center
AZALEA AND HUDSON PARKS
PROVIDENCE CHRISTIAN ACADEMY
OLD WAKULLA COUNTY JAIL AND HISTORICAL SOCIETY CENTER
HISTORICAL WAKULLA COUNTY COURTHOUSE
CRAWFORDVILLE ELEMENTARY SCHOOL
WILDWOOD GOLF & COUNTRY CLUB
Wakulla Environmental Institute
WAKULLA MIDDLE SCHOOL
MEDART RECREATION PARK
WAKULLA HIGH SCHOOL
CARPENTER AND WESTMARK CONSERVATION EASEMENT
CARROLL CONSERVATION EASEMENT
MEDART ELEMENTARY SCHOOL
Florida National Scenic Trail
Florida Circumnavigational Saltwater Paddling Trail
SHELL POINT BEACH
WAKULLA BEACH
ST. MARK
SAN MARCOS DE APALACHE HISTORIC STATE PARK
BYRD HAMMOCK RESEARCH NATURAL AREA
COGGINS BRANCH RESEARCH NATURAL AREA
ABE TRULL RESEARCH NATURAL AREA
LEVY DITCH RESEARCH NATURAL AREA
APALACHICOLA NATIONAL FOREST
WILDFLOWERS
TWO RIVERS BRIDGE & TUPELO GUM TREES
PORTER LAKE
MACK LANDING
MYRON B. HODGE CITY PARK
HISTORIC SOPCHOPPY HIGH SCHOOL & GYMNASIUM
ALTERNATIVE HIGH SCHOOL PROGRAM AND ADULT/COMMUNITY EDUCATION AND PRE-K PROG
SOPCHOPPY
GF & A RAILROAD DEPOT

373A 267 61 368 319 374 365 98 375 22 367 367A

N
0 1.25 2.5 Miles

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Capital City to the Sea Trails

RECOMMENDATIONS

PROJECT 5: WAKULLA SPRINGS TRAIL

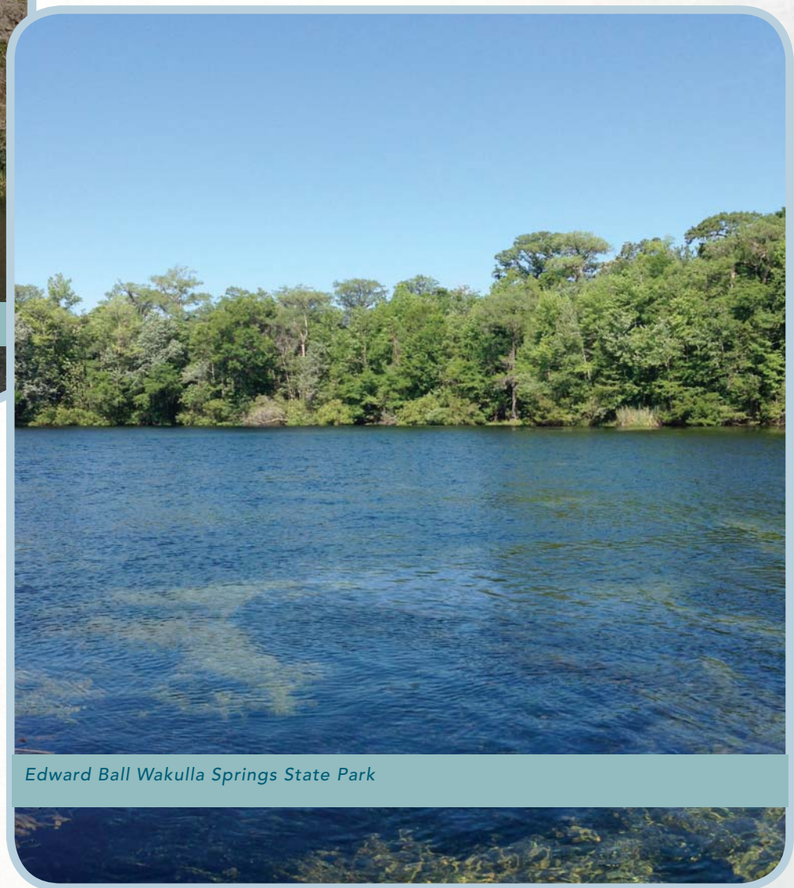
This Class 3 Trail segment follows the scenic Wakulla Springs Road, which connects U.S. 319 to Bloxham Cutoff Road where Wakulla State Forest and Edward Ball Wakulla Springs State Park are located. The other proposed CC2ST segments that the Wakulla Springs Trail would connect are: Tallahassee to Trout Pond Trail, the existing St. Marks Trail, Spring Creek Highway Trail, Bloxham Cutoff Trail, and Shadeville Highway Trail. This segment may also provide a connection to the community of Woodville and Woodville Elementary School.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along C.R. 61 and along County Line Road, Sunflower Road, and Elgin Road
- Designated bicycle lanes on C.R. 61, County Line Road, Sunflower Road, and Elgin Road
- Shared land markings on Elgin Road and Sunflower Road with designated bicycle lanes on County Line Road and C.R. 61
- No build alternative



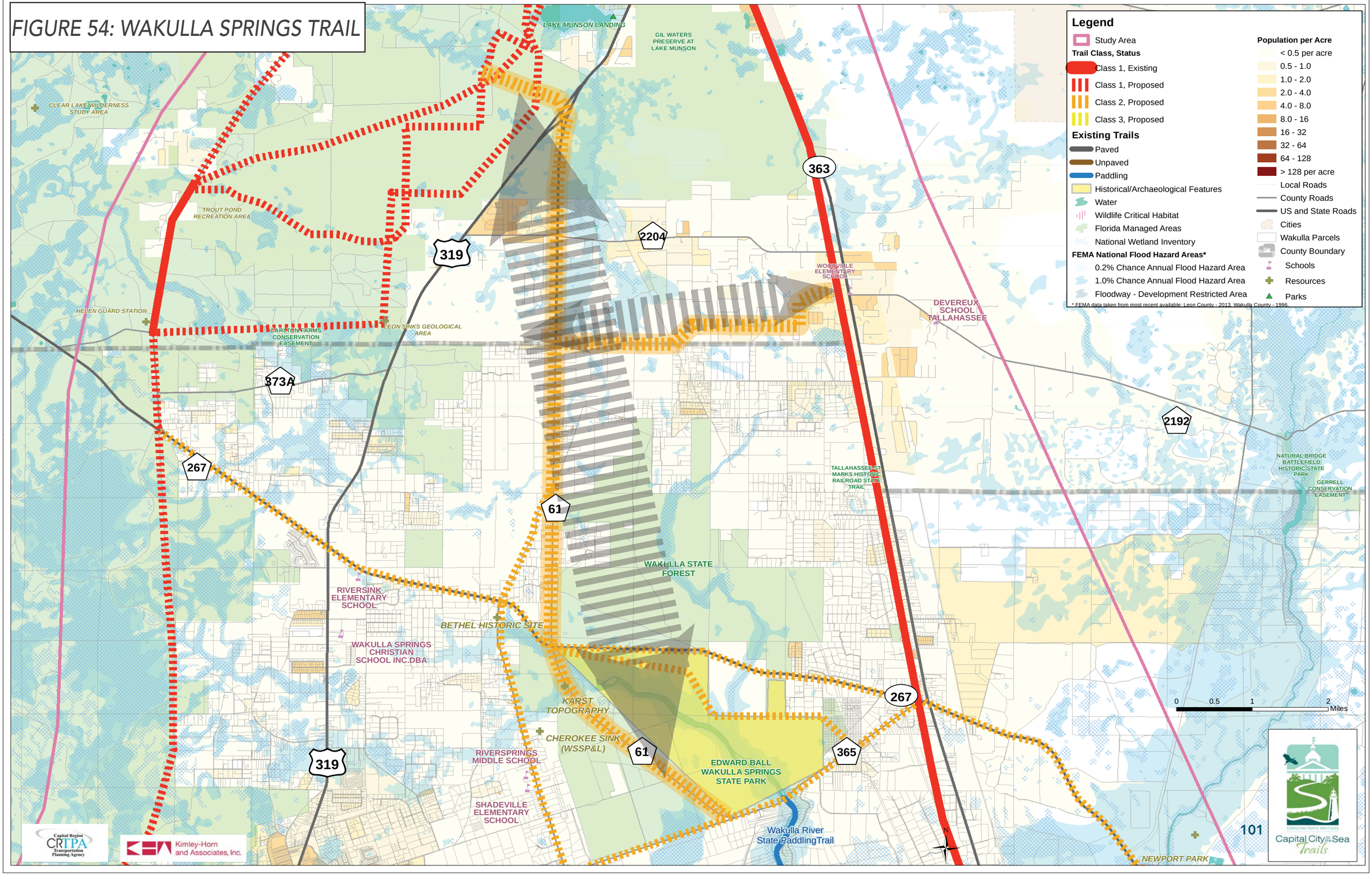
Edward Ball Wakulla Springs State Park



Edward Ball Wakulla Springs State Park

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

FIGURE 54: WAKULLA SPRINGS TRAIL



Legend

- Study Area

Trail Class, Status

- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails

- Paved
- Unpaved
- Paddling
- Historical/Archaeological Features
- Water
- Wildlife Critical Habitat
- Florida Managed Areas
- National Wetland Inventory

FEMA National Flood Hazard Areas*

- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

Population per Acre

- < 0.5 per acre
- 0.5 - 1.0
- 1.0 - 2.0
- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

- Local Roads
- County Roads
- US and State Roads
- Cities
- Wakulla Parcels
- County Boundary
- Schools
- Resources
- Parks

Capital Region CRTPA Transportation Planning Agency

Kimley-Horn and Associates, Inc.

Capital City to the Sea Trails

RECOMMENDATIONS

PROJECT 6: SHADEVILLE HIGHWAY TRAIL

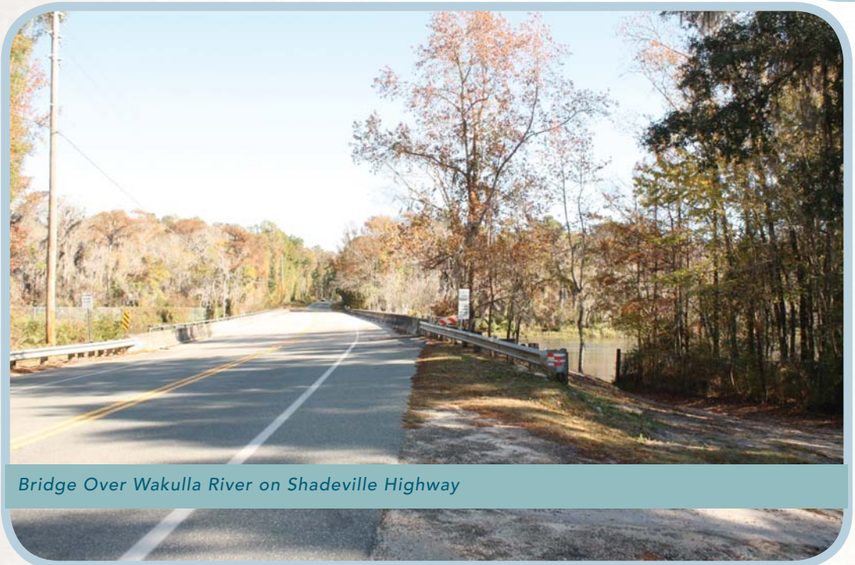
This Class 2 Trail segment for CC2ST would follow Shadeville Highway. This segment would connect the existing St. Mark Trail to the community of Crawfordville. It is an important segment, because it creates a connection to Edward Ball Wakulla Springs State Park from both the St. Marks Trail and Crawfordville. The Wakulla Community Center is also along this segment, which would allow residents to access the center through other forms of transportation. This segment also crosses the Wakulla River State Paddling Trail and connects to the northern access point for the paddling trail.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along Shadeville Highway
- Designated bicycle lanes along Shadeville Highway
- No build alternative



Shadeville Highway



Bridge Over Wakulla River on Shadeville Highway

FIGURE 55: SHADEVILLE HIGHWAY TRAIL

Legend

Study Area

Trail Class, Status

- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails

- Paved
- Unpaved
- Paddling
- Historical/Archaeological Features
- Water
- Wildlife Critical Habitat
- Florida Managed Areas
- National Wetland Inventory

FEMA National Flood Hazard Areas*

- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

Population per Acre

- < 0.5 per acre
- 0.5 - 1.0
- 1.0 - 2.0
- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

- Local Roads
- County Roads
- US and State Roads
- Cities
- Wakulla_Parcels
- County Boundary
- Schools
- Resources
- Parks

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

0 0.75 1.5 3 Miles

N

Capital City to the Sea Trails

Capital Region CRTPA Transportation Planning Agency

Kimley-Horn and Associates, Inc.

373A 267 61 319 374 375 365 98 2192

TALLAHASSEE-ST. MARKS HISTORIC RAILROAD STATE TRAIL

WAKULLA STATE FOREST

RIVERSINK ELEMENTARY SCHOOL

BETHEL HISTORIC SITE

WAKULLA SPRINGS CHRISTIAN SCHOOL INC.DBA

KARST TOPOGRAPHY

CHEROKEE SINK (WSSP&L)

RIVERSPRINGS MIDDLE SCHOOL

EDWARD BALL WAKULLA SPRINGS STATE PARK

SHADEVILLE ELEMENTARY SCHOOL

NEWPORT PARK

WAKULLA EDUCATION CENTER DISTRICT PRE-K PROGRAMS

Wakulla River State Paddling Trail

AZALEA AND HUDSON PARKS

PROVIDENCE CHRISTIAN ACADEMY

OLD WAKULLA COUNTY JAIL AND HISTORICAL SOCIETY CENTER

HISTORICAL WAKULLA COUNTY COURTHOUSE

CRAWFORDVILLE ELEMENTARY SCHOOL

ST. MARKS

WAKULLA COAST CHARTER SCHOOL OF ARTS SCIENCE & TECH

Reticulated Flatwoods Salamander

Florida National Scenic Trail

N MARCOS DE APALACHE HISTORIC STATE PARK

WILDWOOD GOLF & COUNTRY CLUB

BYRD HAMMOCK RESEARCH NATURAL AREA

COGGINS BRANCH RESEARCH NATURAL AREA

ABE TRULL RESEARCH NATURAL AREA

WAKULLA MIDDLE SCHOOL

MEDART RECREATION PARK

RECOMMENDATIONS

PROJECT 7: SOPCHOPPY TRAIL

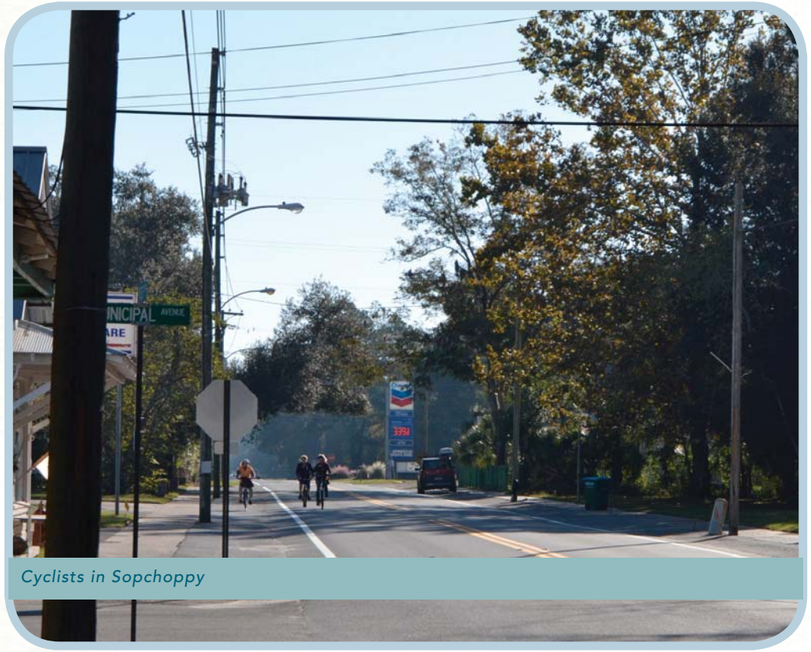
This Class 2 Trail segment would connect the City of Sopchoppy to the proposed Trout Pond Trail south and to U.S. 319. Depending on which of the potential alternatives is chosen for the Trout Pond to Sopchoppy Trail, the Sopchoppy Trail may connect Ochlockonee Bay Trail to Trout Pond.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

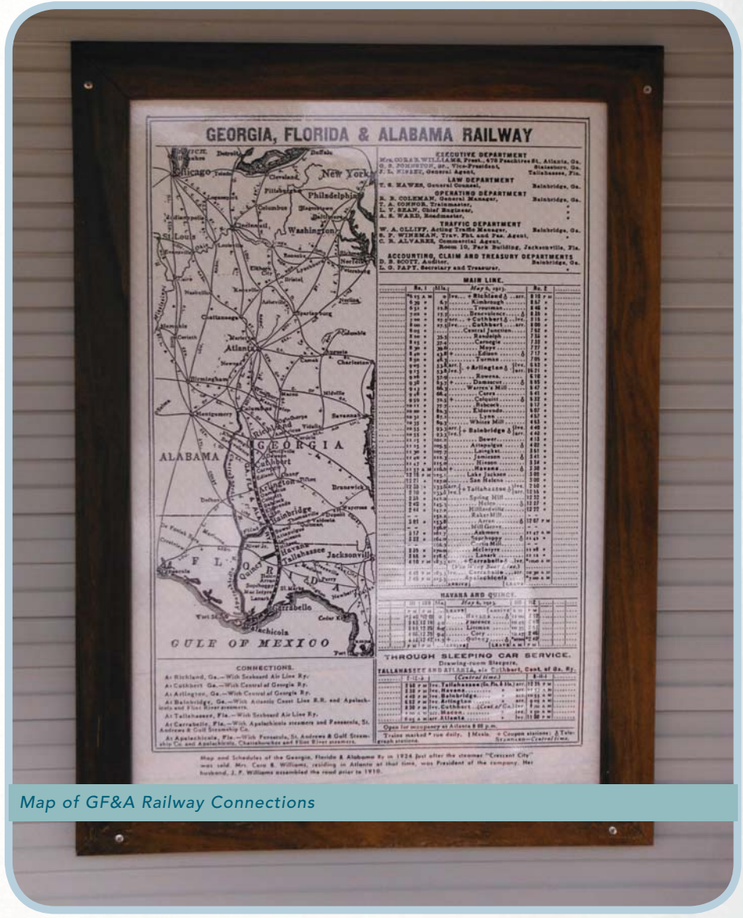
- Shared-use path along U.S. 319
- Designated bicycle lanes on U.S. 319
- No build alternative



Sopchoppy Depot



Cyclists in Sopchoppy



Map of GF&A Railway Connections

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

FIGURE 56: SOPCHOPPY TRAIL

Legend

Study Area

Trail Class, Status

- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails

- Paved
- Unpaved
- Paddling

- Historical/Archaeological Features
- Water
- Wildlife Critical Habitat
- Florida Managed Areas
- National Wetland Inventory

FEMA National Flood Hazard Areas*

- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

Population per Acre

- < 0.5 per acre
- 0.5 - 1.0
- 1.0 - 2.0
- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

- Local Roads
- County Roads
- US and State Roads
- Cities
- Wakulla_Parcels
- County Boundary
- Schools
- Resources
- Parks

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

Florida National Scenic Trail

WAKULLA MIDDLE SCHOOL

MEDART RECREATION PARK

WAKULLA HIGH SCHOOL

MEDART ELEMENTARY SCHOOL

319

375

22

G F & A RAILROAD DEPOT

SOPCHOPPY

MYRON B. HODGE CITY PARK

HISTORIC SOPCHOPPY HIGH SCHOOL & GYMNASIUM

ALTERNATIVE HIGH SCHOOL PROGRAM AND ADULT/COMMUNITY EDUCATION AND PRE-K PRGM

LEVY DITCH RESEARCH NATURAL AREA

98

PANACEA MINERAL SPRING

HARVEY/MOWREY PARCEL

PANACEA MARINE PROPERTY LLC

OTTER LAKE RECREATION AREA (SMNWR)

WOOLLEY PARK

DICKERSON BAY

Capital City to the Sea Trails

Capital Region CRTPA Transportation Planning Agency

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0 0.5 1 2 Miles

N

RECOMMENDATIONS

PROJECT 8: MARTIN LUTHER KING JR. MEMORIAL ROAD TRAIL

The proposed Martin Luther King, Jr. Memorial Road Trail would connect the community of Crawfordville to U.S. 98. This Class 3 Trail segment would connect downtown Crawfordville to local neighborhoods such as the Wakulla Gardens/Griners Addition community. The proposed CC2ST segments that would become more interconnected by the Martin Luther King, Jr. Memorial Road Trail are: Spring Creek Trail, U.S. 98 corridor, and the existing Florida National Scenic Trail.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along MLK, Jr. Memorial Road
- Designated bicycle lanes along MLK, Jr. Memorial Road
- Shared-use path along MLK, Jr. Memorial Road transitioning to shared-use lane markings through Wakulla Gardens
- Designated bicycle lanes along MLK, Jr. Memorial Road transitioning to shared lane markings through Wakulla Gardens
- No build alternative



Martin Luther King Jr. Memorial Road



Martin Luther King Jr. Memorial Road Near Wakulla Gardens

FIGURE 57: MARTIN LUTHER KING JR. MEMORIAL ROAD TRAIL

KARST TOPOGRAPHY
CHEROKEE SINK (WSSP&L)
RIVERSPRINGS MIDDLE SCHOOL
SHADEVILLE ELEMENTARY SCHOOL
EDWARD BALL WAKULLA SPRINGS STATE PARK
WAKULLA EDUCATION CENTER DISTRICT PRE-K PROGRAMS
Wakulla River State Paddling Trail
AZALEA AND HUDSON PARKS
PROVIDENCE CHRISTIAN ACADEMY
OLD WAKULLA COUNTY JAIL AND HISTORICAL SOCIETY CENTER
HISTORICAL WAKULLA COUNTY COURTHOUSE
CRAWFORDVILLE ELEMENTARY SCHOOL
ST. MARKS
WAKULLA COAST CHARTER SCHOOL OF ARTS SCIENCE & TECH
Florida National Scenic Trail
SAN MARCOS DE APALACHE HISTORIC STATE PARK
WILDWOOD GOLF & COUNTRY CLUB
BYRD HAMMOCK RESEARCH NATURAL AREA
COGGINS BRANCH RESEARCH NATURAL AREA
ABE TRULL RESEARCH NATURAL AREA

319 61 267 365 374 98

Legend

Study Area

Trail Class, Status
- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails
- Paved
- Unpaved
- Paddling

Historical/Archaeological Features
Water
Wildlife Critical Habitat
Florida Managed Areas
National Wetland Inventory

FEMA National Flood Hazard Areas*
- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

Population per Acre
- < 0.5 per acre
- 0.5 - 1.0
- 1.0 - 2.0
- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

Local Roads
County Roads
US and State Roads
Cities
County Boundary
Wakulla_Parcels
Schools
Resources
Parks

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

0 0.25 0.5 1 Miles

N

Capital Region CRTPA Transportation Planning Agency

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Capital City to the Sea Trails

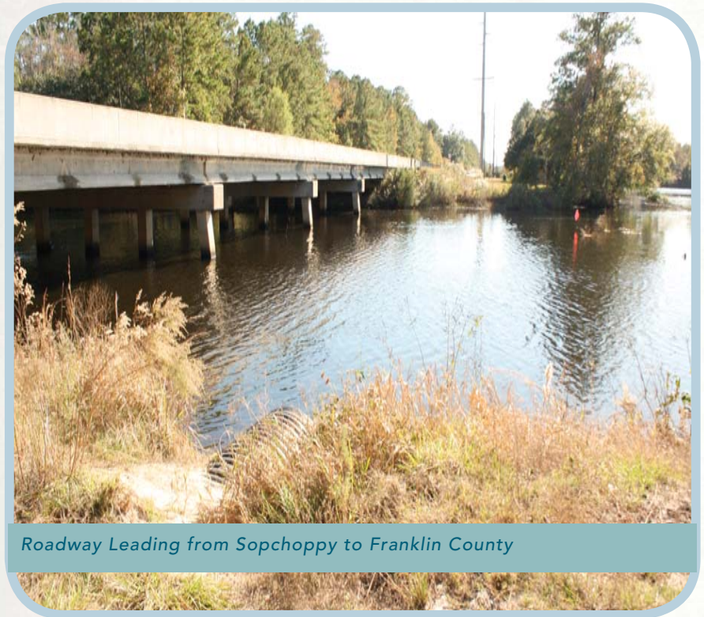
RECOMMENDATIONS

PROJECT 9: FRANKLIN COUNTY CONNECTOR

Currently, the CC2ST study area includes only portions of Leon County and Wakulla County. Citizens of Franklin County have expressed some desire to coordinate efforts with CC2ST. For this reason, this Class 3 Trail segment would connect the City of Sopchoppy to Franklin County and provide a connection into Ochlockonee River State Park.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

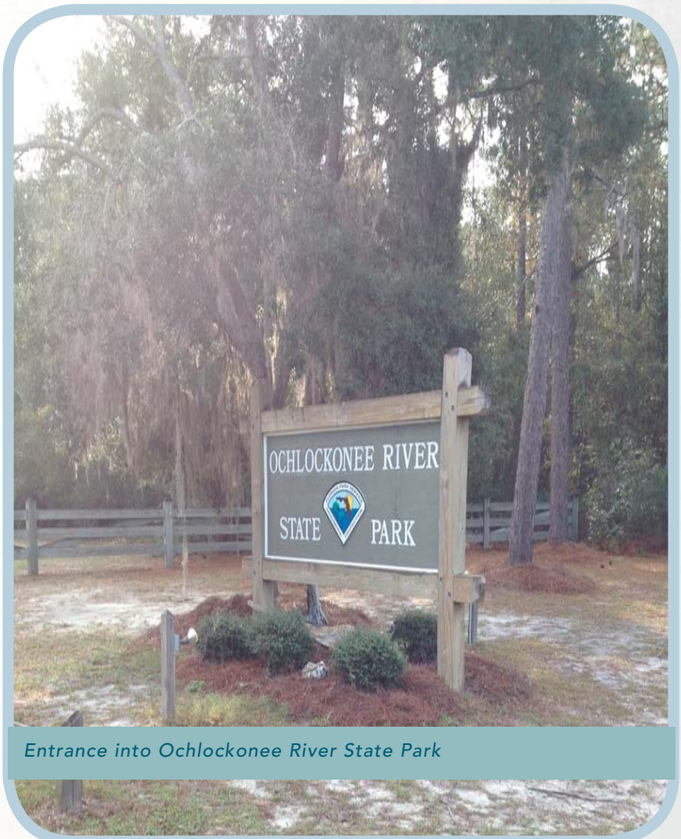
- Shared-use path along U.S. 319
- Designated bicycle lanes along U.S. 319
- No build alternative



Roadway Leading from Sopchoppy to Franklin County

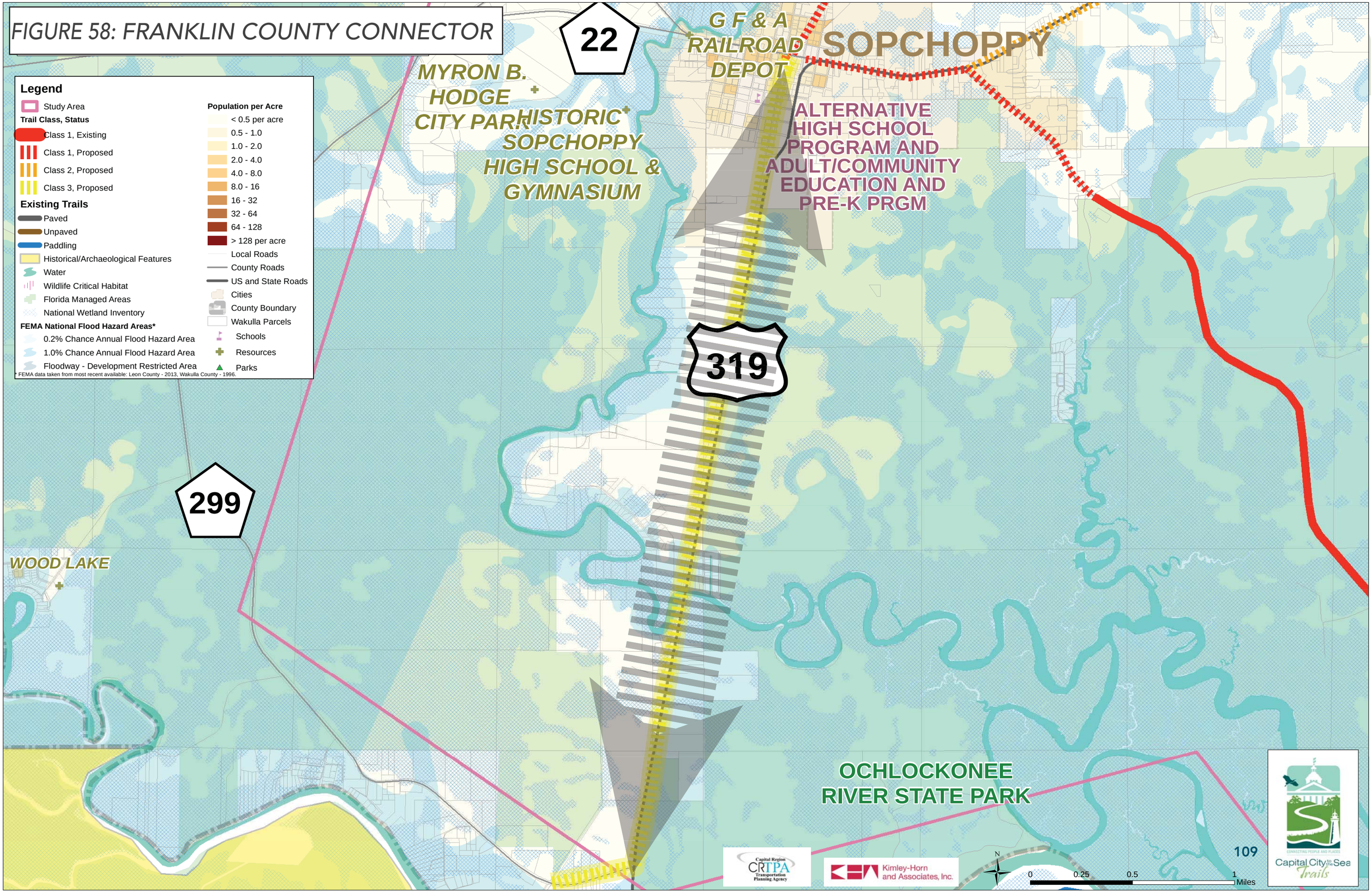


Franklin County Coast Line



Entrance into Ochlockonee River State Park

FIGURE 58: FRANKLIN COUNTY CONNECTOR



Legend

- Study Area

Trail Class, Status

- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails

- Paved
- Unpaved
- Paddling
- Historical/Archaeological Features
- Water
- Wildlife Critical Habitat
- Florida Managed Areas
- National Wetland Inventory

FEMA National Flood Hazard Areas*

- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

Population per Acre

- < 0.5 per acre
- 0.5 - 1.0
- 1.0 - 2.0
- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

- Local Roads
- County Roads
- US and State Roads
- Cities
- County Boundary
- Wakulla Parcels
- Schools
- Resources
- Parks

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

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Capital City to the Sea Trails

RECOMMENDATIONS

PROJECT 10: SPRING CREEK TRAIL

The proposed Spring Creek Trail, located on Spring Creek Highway, connects the Spring Creek Highway U.S. 98 intersection to Wakulla Spring Road. This Class 3 Trail segment would connect to Wakulla State Forest and Edward Ball Wakulla Springs State Park via the proposed Bloxham Cutoff Trail. The other proposed CC2ST segments that would connect to Spring Creek Trail are: U.S. 98 from C.R. 59 to Ochlockonee Bay Trail, Shadeville Highway Trail, and MLK Jr. Memorial Road Trail. Shadeville Elementary School and Riversprings Middle School are also located along this segment, which will allow more accessibility opportunities for students and faculty.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along Spring Creek Highway
- Designated bicycle lanes on Spring Creek Highway
- No build alternative



Spring Creek Highway

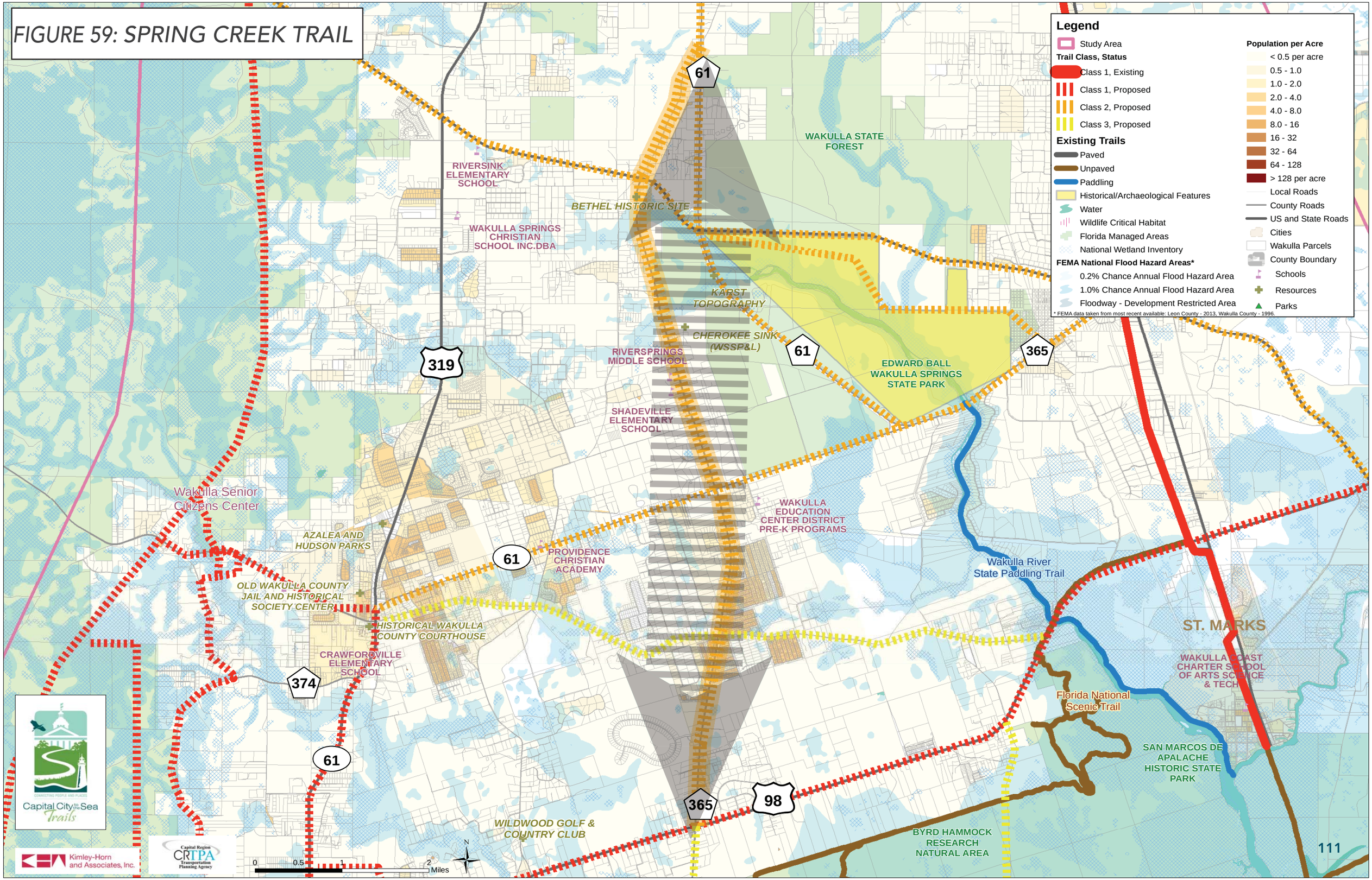


Spring Creek Highway



Spring Creek Highway Near Shadeville Elementary School

FIGURE 59: SPRING CREEK TRAIL



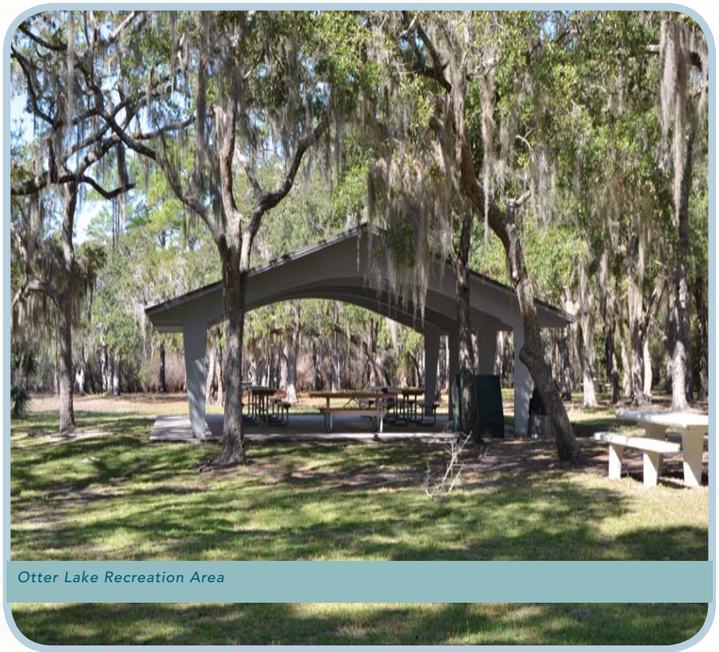
RECOMMENDATIONS

PROJECT 11: OTTER LAKE TRAIL

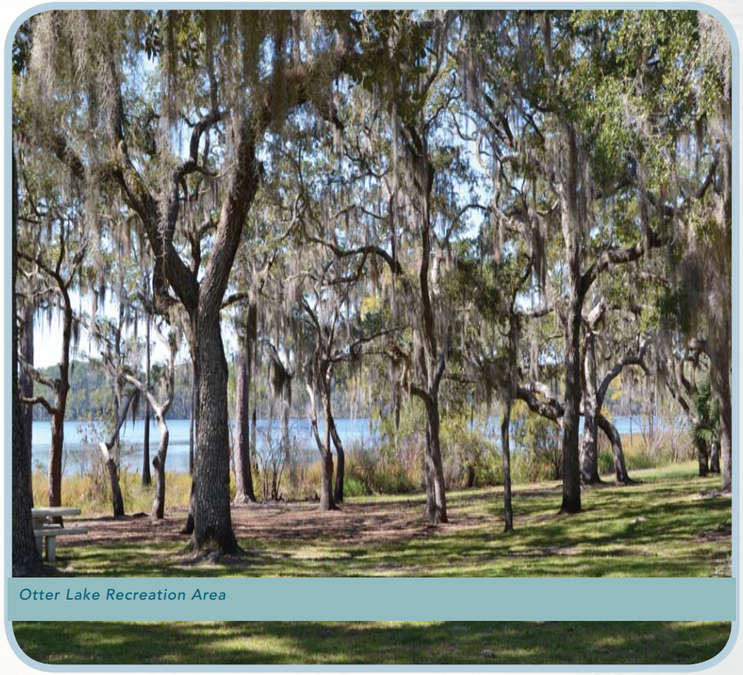
The Class 3 Otter Lake Trail is a spur segment that would connect U.S. 98 to Otter Lake Recreation Area, part of St. Marks National Wildlife Refuge. Otter Lake Recreation Area is a destination for outdoorsmen to enjoy fishing, primitive hiking trails, and more. This recreation area is a great spot for birding and other wildlife viewing. Along this segment there are also some residential areas.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along Otter Lake Road
- Designated bicycle lanes along Otter Lake Road
- Shared lane markings along Otter Lake Road
- No build alternative



Otter Lake Recreation Area



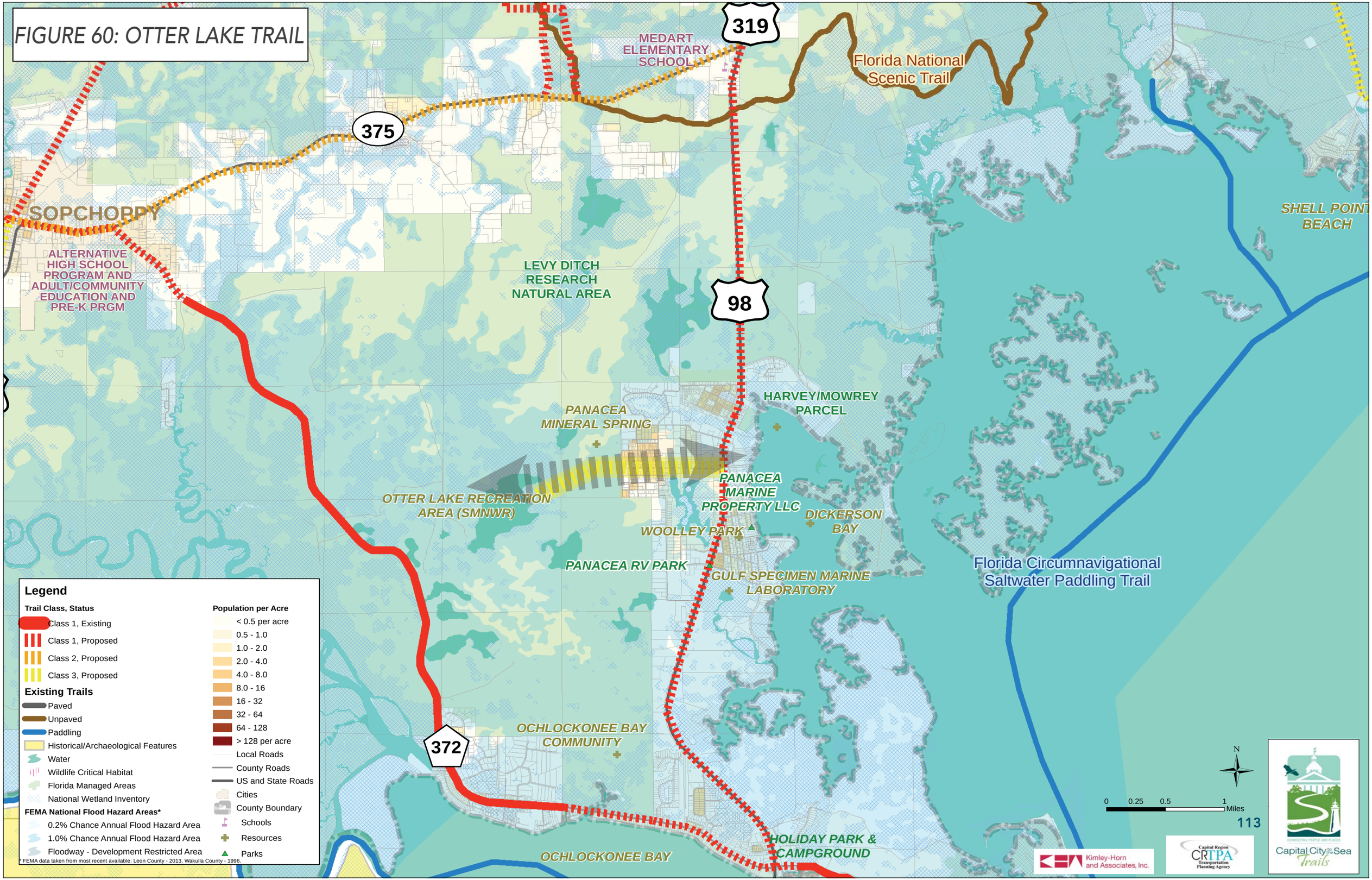
Otter Lake Recreation Area



Otter Lake

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

FIGURE 60: OTTER LAKE TRAIL



RECOMMENDATIONS

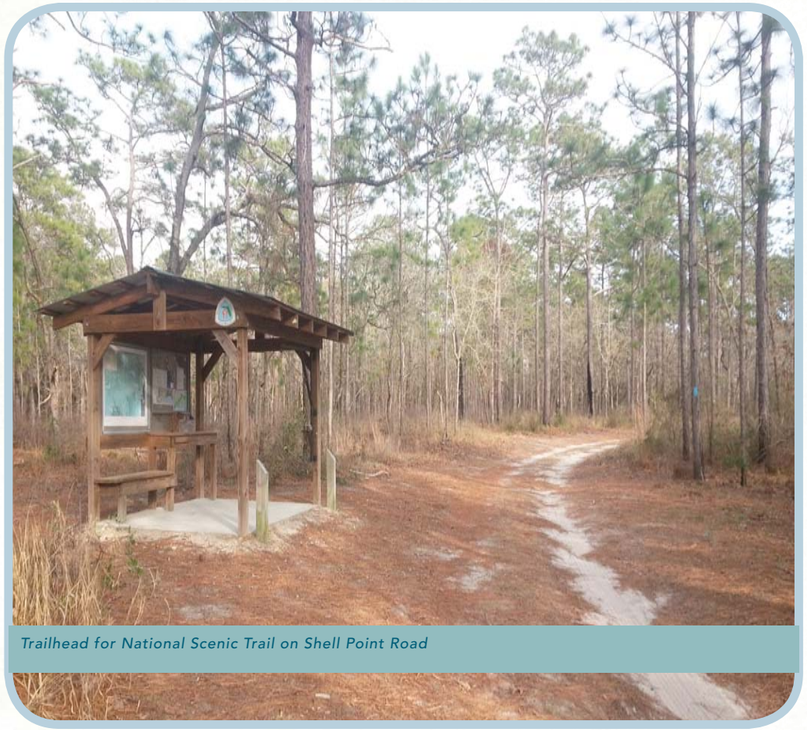
PROJECT 12: SHELL POINT TRAIL

The proposed Shell Point Trail would connect the proposed U.S. 98 trail from C.R. 59 to Ochlockonee Bay Trail segment to Shell Point Beach. The Florida National Scenic Trail crosses this segment. This Class 3 Trail segment also brings the network to the Gulf of Mexico and through a small residential area at Shell Point.

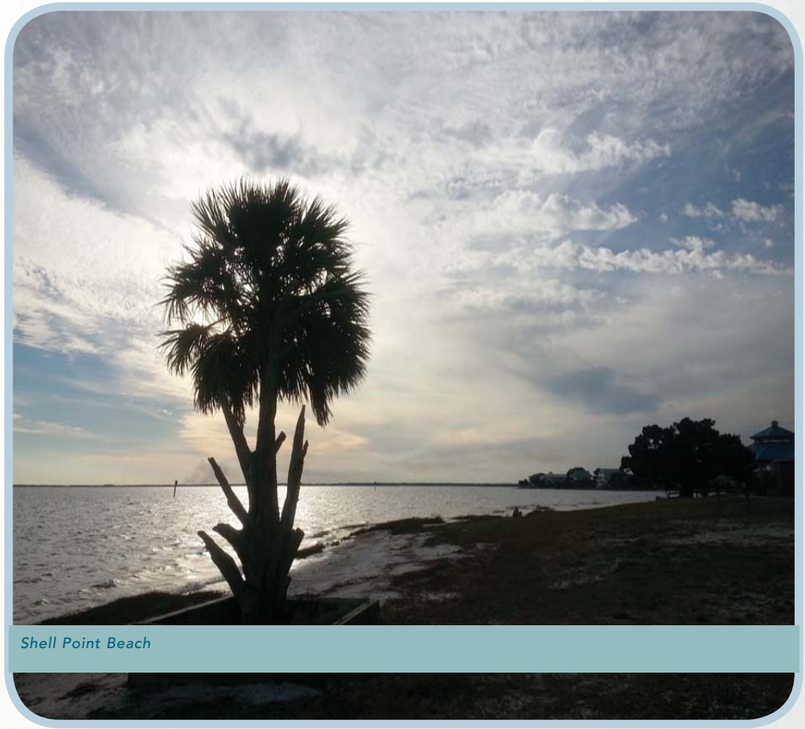
The potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along Spring Creek Highway and Shell Point Road
- Designated bicycle lanes on Spring Creek Highway and Shell Point Road
- No build alternative

Pavillion at Shell Point Beach



Trailhead for National Scenic Trail on Shell Point Road



Shell Point Beach

Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES

FIGURE 61: SHELL POINT TRAIL

WILDWOOD GOLF & COUNTRY CLUB

365

98

BYRD HAMMOCK RESEARCH NATURAL AREA

Florida National Scenic Trail

COGGINS BRANCH RESEARCH NATURAL AREA

ABE TRULL RESEARCH NATURAL AREA

375

CARPENTER AND WESTMARK CONSERVATION EASEMENT

CARROLL CONSERVATION EASEMENT

367

367A

WAKULLA BEACH

Florida Circumnavigational Saltwater Paddling Trail

SHELL POINT BEACH

Legend

Study Area

Trail Class, Status

- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails

- Paved
- Unpaved
- Paddling
- Historical/Archaeological Features
- Water
- Wildlife Critical Habitat
- Florida Managed Areas
- National Wetland Inventory

FEMA National Flood Hazard Areas*

- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

Population per Acre

- < 0.5 per acre
- 0.5 - 1.0
- 1.0 - 2.0
- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

- Local Roads
- County Roads
- US and State Roads
- Cities
- Wakulla_Parcels
- County Boundary
- Schools
- Resources
- Parks

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Capital City to the Sea Trails

N

0 0.25 0.5 1 Miles

RECOMMENDATIONS

PROJECT 13: WAKULLA BEACH TRAIL

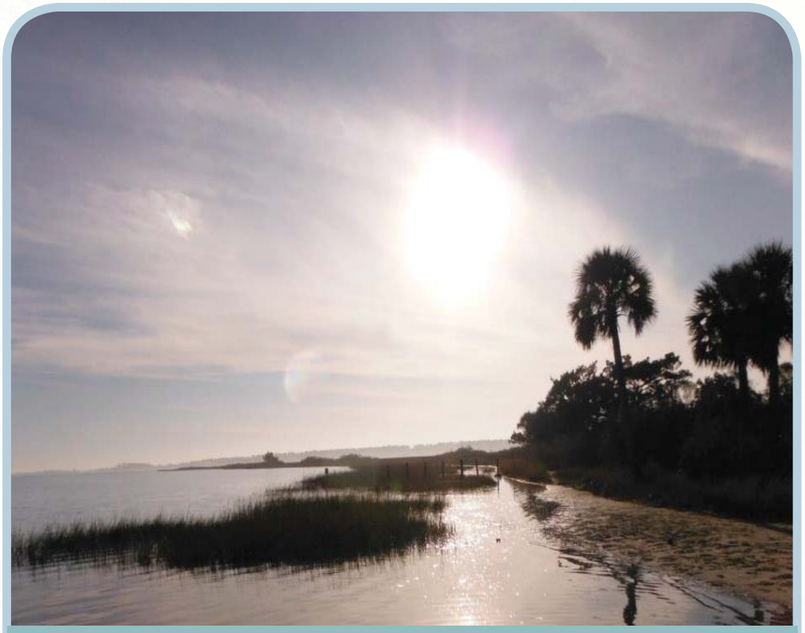
The Wakulla Beach Trail is a spur trail off of the U.S. 98 from C.R. 59 to Ochlockonee Bay Trail segment that connects trail users to Wakulla Beach. The Florida National Scenic Trail also crosses this segment. The Wakulla Beach Trail is considered a Class 3 Trail.

The potential alternatives for this segment that may be evaluated during the PD&E process include:

- Shared-use path along Wakulla Beach Road
- Pave Wakulla Beach Road and add designated bicycle lanes
- No build alternative



Wakulla Beach



Wakulla Beach

FIGURE 62: WAKULLA BEACH TRAIL

ST. MARKS

Wakulla River
State PaddlingTrail

WAKULLA COAST CHARTER SCHOOL OF ARTS SCIENCE & TECH

Reticulated Flatwoods Salamander

SAN MARCOS DE APALACHE HISTORIC STATE PARK

365

98

WILDWOOD GOLF & COUNTRY CLUB

Florida National Scenic Trail

BYRD HAMMOCK RESEARCH NATURAL AREA

COGGINS BRANCH RESEARCH NATURAL AREA

ABE TRULL RESEARCH NATURAL AREA

375

CARPENTER AND WESTMARK CONSERVATION EASEMENT

367

367A

CARROLL CONSERVATION EASEMENT

WAKULLA BEACH

Florida Circumnavigational Saltwater Paddling Trail

Capital City to the Sea Trails

Capital Region CRTPA Transportation Planning Agency

Kimley-Horn and Associates, Inc.

0 0.25 0.5 1 Miles

N

Legend

Trail Class, Status

- Class 1, Existing
- Class 1, Proposed
- Class 2, Proposed
- Class 3, Proposed

Existing Trails

- Paved
- Unpaved
- Paddling
- Historical/Archaeological Features
- Water
- Wildlife Critical Habitat
- Florida Managed Areas
- National Wetland Inventory

FEMA National Flood Hazard Areas*

- 0.2% Chance Annual Flood Hazard Area
- 1.0% Chance Annual Flood Hazard Area
- Floodway - Development Restricted Area

Population per Acre

- < 0.5 per acre
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- 2.0 - 4.0
- 4.0 - 8.0
- 8.0 - 16
- 16 - 32
- 32 - 64
- 64 - 128
- > 128 per acre

- Local Roads
- County Roads
- US and State Roads
- Cities
- County Boundary
- Schools
- Resources
- Parks

* FEMA data taken from most recent available: Leon County - 2013, Wakulla County - 1996.

RECOMMENDATIONS

ST. MARKS BOARDWALK

The St. Marks South Trail Extension and Boardwalk is a partially completed project to connect the existing St. Marks Trail to the San Marcos de Apalache Historic State Park and St. Marks River Park. The trail extension and boardwalk, which has been designed and permitted, would provide a connection from the southern terminus of the St. Marks Trail to St. Marks River Park and the San Marcos de Apalache Historic State Park at the confluence of the St. Marks River and the Wakulla River.



St. Marks Boardwalk

IMPLEMENTATION STRATEGIES

PRIORITIZATION

The CC2ST network should generally be implemented in order of their ranking based on public input, the evaluation criteria, and available funding (see ***Figure 49: CC2ST Segment Rankings***). Certain funds can only be allocated to particular segments of the network, depending on the set criteria for the funding. If funds become available, the segments that qualify should be constructed before higher ranked projects. Based on public input and the evaluation criteria, the general prioritization of the segments is:

1. U.S. 98 Trail
2. Trout Pond Trail North
3. Bloxham Cutoff Trail
4. Trout Pond Trail South
5. Wakulla Springs Trail
6. Shadeville Highway Trail
7. Sopchoppy Trail
8. Martin Luther King Jr. Memorial Road Trail
9. Franklin County Connector
10. Spring Creek Trail
11. Otter Lake Trail
12. Shell Point Trail
13. Wakulla Beach Trail

PERFORMANCE MEASURES

The following schedule is the estimated goal for implementing the CC2ST Master Plan. This schedule (***Figure 63***), has the potential to change due to available funding and constraints that may occur along the segments.

- Within the first five years after the adoption of the Master Plan, Project 1 should be under construction; The PD&E should be completed for Project 2.
- Within the first 10 years after the adoption of the Master Plan, Project 1 should be complete and Project 2 should be under construction; Project 3 and Project 4 should have completed PD&E's.
- Within 15 years after adoption of the Master Plan, Project 2 should be completed, Project 3 should be under construction and Project 4 should be under construction; The PD&E's for Project 5 and Project 6 should be completed.
- Within 20 years after adoption of the Master Plan, Project 3 and Project 4 should be completed; Project 5 and Project 6 should be in construction; The PD&E's for project 7 and Project 8 should be complete.
- Within 25 years after the adoption of the Master Plan, Project 5 and Project 6 should be completed, Project 7 and Project 8 should be under construction; Project 9 and Project 10 should have completed the PD&E phase.
- Within 30 years of the Master Plan adoption, Project 7 and Project 8 should be completed; Project 9 and Project 10 should be under construction; the PD&E's for Project 11, and Project 12 should be completed.
- Within 35 years of the Master Plan adoption, Project 9 and Project 10 should be completed; Project 11 and Project 12 should be under construction; The PD&E for Project 13 should be completed.
- Within 40 years after the adoption of the Master Plan, Project 11 and Project 12 should be complete; Project 13 should be under construction.
- Within 45 years, Project 13 should be completed.

FIGURE 63: CC2ST IMPLEMENTATION SCHEDULE AND PERFORMANCE MEASURES

Year after Master Plan adoption	PD&E complete for the following projects	Following projects are Under Construction	Construction Completed for the following projects
2019 - 5 years after adoption	1, 2	1	--
2024 - 10 years after adoption	3,4	2	1
2029 - 15 years after adoption	5,6	3,4	2
2034 - 20 years after adoption	7,8	5,6	3,4
2039 - 25 years after adoption	9,10	7,8	5,6
2044 - 30 years after adoption	11, 12	9,10	7,8
2049 - 35 years after adoption	13	11,12	9,10
2054 - 40 years after adoption	--	13	11,12
2059 - 45 years after adoption			13

IMPLEMENTATION STRATEGIES

OPINIONS OF PROBABLE COST

To plan and program funds for implementation of the Master Plan, the following opinions of probable cost (OPC) are provided for each segment (***Figure 64***). The consultant has no control over the cost of labor, materials, equipment, or over the contractor's methods of determining prices or over competitive bidding or market conditions. Opinions of probable costs provided herein are based on the information known to Consultant at this time and represent only the Consultant's judgment as a design professional familiar with the construction industry. The Consultant cannot and does not guarantee that proposals, bids, or actual construction costs will not vary from its opinions of probable costs.

FIGURE 64: OPINIONS OF PROBABLE COST

OPINIONS OF PROBABLE COST		
Segment	**Approximate Length (miles)**	Cost Estimate
U.S. 98 Trail - from C.R. 59 (SMNWR entrance) to Ochlockonee Bay Trail (Surf Road) with TCC WEI Connector Trail	27	$9.9 million
Segment 1: Woodville Highway to Boykin Road with TCC WEI connector	17	$6.2 million
Segment 2: Boykin Road to Ochlockonee Bay Trail (Surf Road)	7.5	$2.7 million
Segment 3: Woodville Highway to C.R. 59	2.5	$900,000
Trout Pond Trail North – from Tallahassee to Bloxham Cutoff Rd. (S.R. 267)	13.5	$4.9 million
Segment 1: Bloxham Cutoff Rd. (S.R. 267) to South end of Trout Pond Trail	1.5	$550,000
Segment 2: North end of Trout Pond Trail to Munson Slough	8.5	$3.1 million
Segment 3: Munson Slough to Tallahassee	4	$1.5 million
Bloxham Cutoff Trail (S.R. 267)	14	$5.1 million
Trout Pond Trail South – from Bloxham Cutoff Road (S.R. 267) to Sopchoppy	15-18	$5.5 - $6.6 million
Wakulla Springs Trail	12	$4.4 million
Shadeville Highway Trail	9	$3.3 million
Sopchoppy Trail	5	$1.8 million
Martin Luther King Jr. Memorial Road Trail	9	$3.3 million
Franklin County Connector	8	$2.9 million
Spring Creek Trail	4	$1.5 million
Otter Lake Trail	2	$700,000
Shell Point Trail	6-7	$2.2 - 2.6 million
Wakulla Beach Trail	4	$1.5 million

ENVIRONMENTAL CONSIDERATIONS

NATIONAL ENVIRONMENTAL POLICY ACT PROCESS

The National Environmental Policy Act (NEPA) is the environmental documentation conducted for a project to make considerations for environmental, historical, and cultural resources in the potentially impacted area. In Florida, the NEPA documentation process is referred to as a Project Development and Environment (PD&E).

The top three ranked projects for CC2ST are: U.S. 98 from C.R. 59 to Ochlockonee Bay Trail with TCC WEI Connector; Trout Pond Trail North from Tallahassee to Bloxham Cutoff Road; and Bloxham Cutoff Trail (S.R. 267). These three projects will generally be the first to have the National Environmental Policy Act (NEPA) requirements addressed which is accomplished through the Project Development and Environment (PD&E) process in Florida. This process involves an in-depth analysis of environmental, cultural, and historical impacts that may occur to the area with implementation of the project. The PD&E could also determine what type of trail alternative is feasible in the area, depending on available right-of-way, environmental constraints, existing historical or cultural resources, and estimated cost.

As identified in the corridor maps in the recommendations section, a preliminary assessment of social, historical, and environmental features was considered for the purpose of preparing for the PD&E. An analysis of potential environmental effects was completed for the top three ranked corridors. ***Figure 65*** shows a summary of the potential environmental impacts of those three segments:

FIGURE 65: POTENTIAL ENVIRONMENTAL IMPACTS FROM TOP THREE RANKED SEGMENTS

Environmental Feature	*SUMMARY OF POTENTIAL ENVIRONMENTAL IMPACTS*		
	TRAILS		
	U.S. 98 from CR 59 to Ochlockonee Bay Trail	Tallahassee to Trout Pond Trail	Bloxham Cutoff Trail
Land Use	Minimal	Minimal	Minimal
Community Resources	Minimal	Minimal	Minimal
Relocation Potential	None	None	None
Farmlands	None	Minimal	None
Aesthetics	Minimal	Minimal	Minimal
Economic	Enhanced	Enhanced	Enhanced
Mobility	Enhanced	Enhanced	Enhanced
Historic	Moderate	Moderate	Moderate
Recreational	Enhanced	Enhanced	Enhanced
Section 4(f)	Enhanced	Enhanced	Enhanced
Wetlands	Moderate	Moderate	Moderate
Water Quality	Minimal	Minimal	Minimal
Floodplains	Moderate	Moderate	Moderate
Wildlife and Habitat	Minimal	Moderate	Minimal
Coastal and Marine	Moderate	None	Minimal
Special Designations	Moderate	Minimal	Minimal
Scenic Highways	Minimal	Minimal	Minimal
Noise	None	None	None
Air Quality	None	None	None
Contamination	Moderate	Moderate	Minimal
Infrastructure	None	None	None
Navigation	Minimal	Minimal	Minimal

IMPLEMENTATION STRATEGIES

PERMITTING

The construction of trail facilities and trailheads will require permits from a variety of local and state agencies. Permit types vary by location, and may include building, stormwater, environmental, right-of-way use, and utility construction permits. Different types of permits are administered by different entities, and there can be considerable variations in the application process for each entity. Some permits may be acquired on-line by answering a few simple questions about the project, while others require the submission of construction documents for review and approval by the permitting agency. For large, complex projects that cross jurisdictional boundaries, the permitting process can be lengthy, and may take longer than the time required for construction. Fees for permits can also add to the overall project cost.

Some permits may require that adequate provisions for the operation and maintenance of shared-use path facilities are in place prior to construction. This may involve a combination of local, state, or federal governments, local community organizations, private businesses, volunteers, and private citizens.

Permit requirements for the City of Tallahassee, Leon County and Wakulla County are listed below. Required permits should be identified during initial planning and design phases.

City of Tallahassee

Trails, trailheads or other significant amenities located within the City of Tallahassee may require:

- Land Use Compliance Certificate - ensures that the intended land use conforms to local zoning regulations
- Site Plan Review - ensures that the amenities are designed in compliance with local building regulations
- Traffic Concurrency - ensures that local roads can accommodate the additional traffic generated by those who are using the trailhead
- Natural Features Inventory - determines if threatened or endangered plants or animals, or their critical habitats are located within the project area.
- Environmental Impact Analysis - required in order to demonstrate how impacts to the natural features would be minimized and mitigated
- Environmental Management Permit - allows site construction to begin
- Stormwater Operation Permit – required if stormwater management facilities are constructed as part of the trailhead or other amenities
- Tree Removal Permit – required for the removal of protected trees.

Leon County

Elements of CC2ST located within Leon County would be subject to the development and permitting requirements of the County, including the following permits:

- Building Permit – a building permit is required to construct any building or structure, such as picnic shelters or restrooms
- Environmental Permit – is required for tree removal and stormwater management facility construction
- Site Plan Review – is required to ensure that amenities are designed in compliance with local building regulations
- Septic System – the Leon County Health Department, Division of Environmental Health issues permits for the construction of septic systems and performs inspections on them to ensure they are built and maintained properly

Wakulla County

Elements of CC2ST located within Wakulla County would be subject to the development and permitting requirements of the County. The Departments listed below are responsible for:

- Wakulla County Health Department issues permits for wells and septic systems
- Wakulla County Planning and Zoning Department issues development and driveway permits.

STATE AGENCIES

In addition to permits required by the City of Tallahassee, Leon County, and Wakulla County, several State Agencies may also require permits to be obtained. These include:

Florida Department of Transportation

If CC2ST, trailheads, or other amenities are located within or adjacent to an FDOT right-of-way, they may require:

- General Use Permit – allows for the temporary use of FDOT right-of-way, such as during the construction of the trailhead or other amenities
- Construction Agreement – is used for all work that is permanently installed within the FDOT right-of-way
- Utility Permit – is required for the construction or adjustment of utilities within the FDOT right-of-way
- Driveway Connection Permit – is required if the trailhead has a driveway connection to an FDOT road
- Drainage Connection Permit – is required for any property abutting the FDOT right-of-way or easement that is undergoing development (such as the construction of trailhead amenities) or changes in grade.

Florida Department of Environmental Protection/Northwest Florida Water Management District

The Florida Department Environmental Protection (FDEP) and Water Management Districts are responsible for permits related to water resources, including wetlands and surface waters as well as drinking water. Construction of CC2ST, trailheads, and other amenities may require:

- Environmental Resource Permit – required for stormwater management facilities
- Well Construction Permit – required for all newly constructed wells
- General Permit – small projects of less than 10 acres with less than two acres of impervious area, with no wetland impacts may qualify for a General Permit
- Dredge and Fill permit – if construction activity for the CC2ST or a trailhead or other amenity occurs in a wetland, then a Dredge and Fill Permit will be required. Depending on the level of impact, the permitting may be administered by the Army Corps of Engineers

Florida Fish and Wildlife Conservation Commission

The Florida Fish and Wildlife Conservation Commission issues permits related to impacts to protected land-dwelling wildlife in Florida. In particular, gopher tortoises may be encountered either along the trail or at a trailhead location. In addition, raptors will sometimes nest in man-made structures. In these cases, the following permits could be required:

- Migratory Bird Nest Take – allows the relocation of non-listed nongame migratory bird species
- Gopher Tortoise Relocation – allows the relocation of gopher tortoises

Florida Department of State, Division of Historic Resources

If CC2ST is located in the vicinity of a site where artifacts are known to exist, a Cultural Resources Assessment may be required in order to determine if additional archaeological preservation activities are warranted.

SEGMENTATION

U.S. 98

To better analyze the existing conditions and future impacts, the U.S. 98 corridor will be broken down into the following three segments for the PD&E process:

- Segment 1: Woodville Highway to Boykin Road
- Segment 2: Boykin Road to Ochlockonee Bay Trail (Surf Road)
- Segment 3: Woodville Highway to C.R. 59

The determination for these segments was from an initial Preliminary Environmental Discussion (PED) (full document is available in ***Appendix K***). Each of the segments has the independent utility to stand alone as a separate project.

Trout Pond Trail North

The project team has been coordinating with the Apalachicola National Forest to initiate the NEPA process for the segment of this trail that falls within the forest boundary. There will be continued coordination with ANF as well as the City of Tallahassee for this segment of CC2ST. To better analyze the existing conditions and future impacts, the Trout Pond Trail North will be broken down into the following three segments for the PD&E process:

- Segment 1: Bloxham Cutoff Road to south end of Trout Pond Trail
- Segment 2: North end of Trout Pond Trail to Munson Slough
- Segment 3: Munson Slough to Capital Circle Southwest
- Future Segments: Capital Circle Southwest to St. Marks Trail

FUNDING SOURCES AND STRATEGIES

For the implementation off the CC2ST network, the following funding sources and strategies should be discussed.

MAP-21: Transportation Alternatives Program

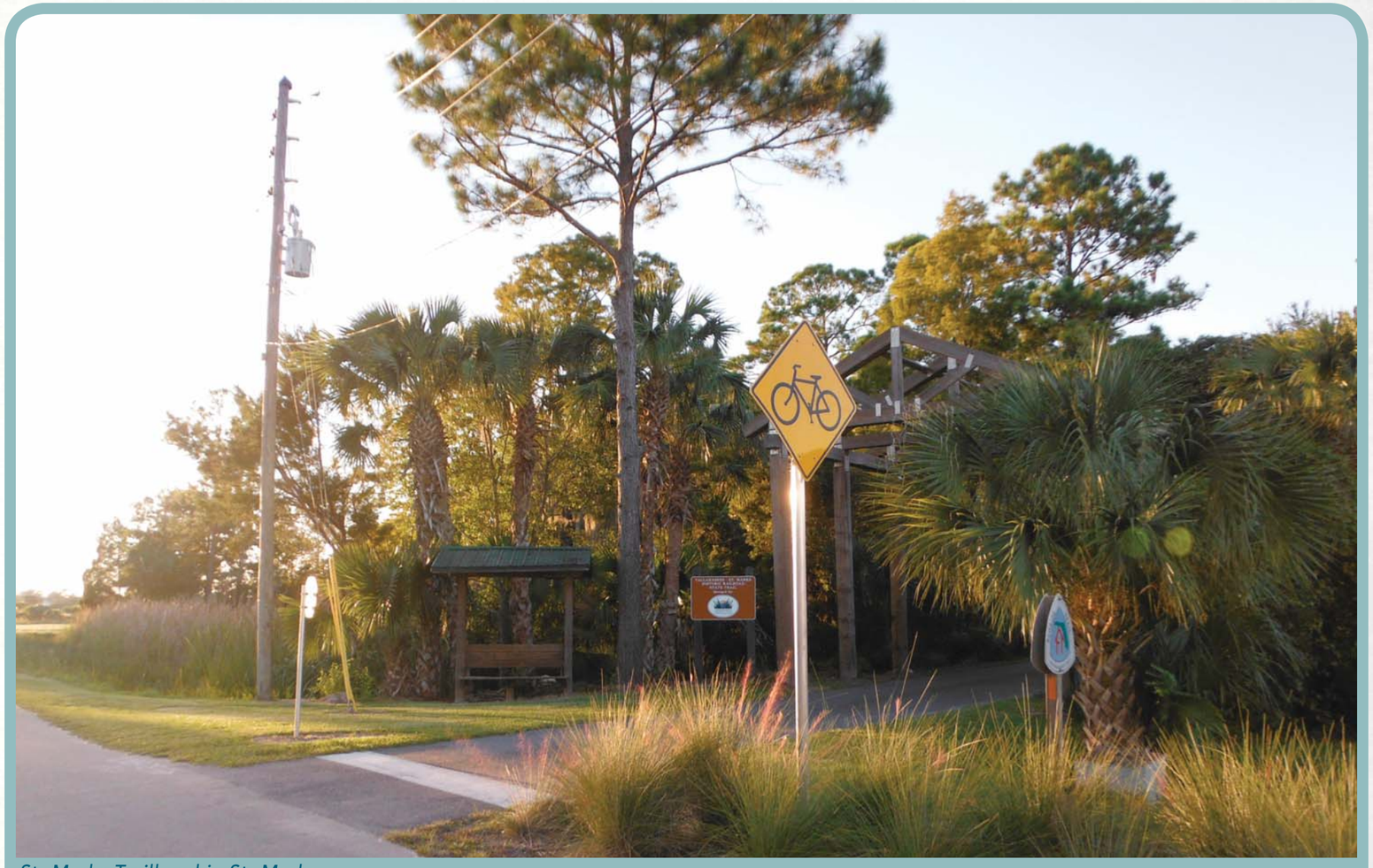
Signed into law on July 6, 2012, Moving Ahead for Progress in the 21st Century Act (MAP-21) provides funding for surface transportation programs. This legislation combines the Scenic Byways Program, Safe Routes to School (SRTS), and the Transportation Enhancements programs into a collective program called the Transportation Alternatives Program (TAP). TAP funds are administered to a multitude of projects related to surface transportation which may include: recreational trail projects, safe routes to schools projects, or projects that pertain to the construction, planning, and design of on-or-off road facilities for pedestrians, bicyclists, and other non-motorized forms of transportation. Entities eligible to receive TAP funds include local governments, regional transportation authorities, transit agencies, natural resource or public land agencies, school districts, and other local or regional governmental agencies responsible for oversight of transportation or recreational trails. Every two years, entities submit TAP project proposals to the CRTPA which prioritizes the projects and submits them to FDOT. FDOT then allocates funds from the Federal Highway Administration to the CRTPA, which in turn awards the entities on a yearly basis.

Recreational Trails Program

The Recreational Trails Program (RTP) is a subprogram of the TAP that provides funding for the continuation and preservation of recreational trails, trailheads, and trailside facilities. The program is administered by the Florida Department of Environmental Protection (FDEP), Office of Greenways and Trails (OGT). Eligible applicants include municipal or county governments, state or federal governmental agencies, and organizations approved by the State. The maximum receivable grant for non-motorized projects is $200,000 with the grantee providing matching funds. Applications are subject to FDEP staff review.

Safe Routes to School

Safe Routes to School is a subprogram under TAP that aims to improve the safety and mobility of children by enabling and encouraging them to walk and bicycle to school. SRTS supports measures taken to significantly improve or provide accessibility and security of children using alternative modes of transportation to school. Eligible projects are located within two-miles of K-8 schools and target engineering improvements, educational



St. Marks Trailhead in St. Marks

activities and enforcement of networks provided. Projects receiving funding are required to generate quarterly progress reports, perform pre and post project evaluations, create a school walk route plan, and submit a SRTS final report. To apply for funding, a SRTS application should be filled out and submitted to the CRTPA.

Coastal Partnerships Initiative

The National Oceanic and Atmospheric Administration (NOAA) developed the Coastal Partnerships Initiative (CPI) to promote the protection and management of Florida's coastal resources. One area of concern for CPI involves coastal communities' preparation and effective responsiveness to climate change, natural hazards, and disasters. Environmental stewardship of coastal resources and marine-oriented communities is also an important aspect of this initiative. Coastal communities are encouraged to accommodate seaside and marine accessibility with little to no disruption to the natural environment or amenities. CPI funding is also provided for projects that revitalize, renew, and promote interest in waterfront districts. Eligible applicants include Florida's 35 coastal counties and all municipalities within their boundaries that are required to include a coastal element in their comprehensive plan. Submittal period generally falls towards the end of October and projects are evaluated by a technical committee based on review criteria presented in the CPI application. Recipients are required to match 100 percent of the grant funds, which may include employee salaries, value of volunteer work time, cost of construction materials, or other supplies/services directly benefitting the project.

Florida Recreational Development Assistance Program

Florida Recreational Development Assistance Program (FRDAP) provides grants to local governmental entities for the acquisition and development of land for public outdoor recreation use or to construct recreational trails. Funds are administered by FDEP, Bureau of Design and Recreation Services, to eligible applicants including municipal and county governments or other legally constituted entities. The submittal period is generally September 16 to September 30 of the respective year. Applications are evaluated by the Office of Operations, Land and Recreation Grants Section, and assigned a final score. FDEP submits a recommended priority list to the Florida Legislature based on this score. In the instance that the project is reviewed and accepted into the program, the applicant may request the maximum grant funds in the amount of $200,000 with matching rates of 0, 25, or 50 percent depending on estimated project cost.

RESTORE Act

The RESTORE Act was established from the accrual of civil and administrative Clean Water Act penalties due to the Deepwater Horizon disaster across the Gulf. The RESTORE Act allocates 80 percent of the collected penalties to the five Gulf States, of which the 23 Gulf coast counties of Florida have access to funding. Thirty-five percent of the funds are used to restore ecosystems and natural resources, improve the economy, and promote tourism in the Gulf Coast communities. Proposed projects are evaluated by the FDEP in consultation with the Florida Fish and Wildlife Conservation Commission (FFWCC); selected projects move forward to the Council by the Governor for review and to establish priority.

Bike Florida

Bike Florida is a non-profit organization dedicated to making Florida a more bike-friendly state, as well as promoting bicycle safety and creating cycling tourism. The organization has developed a mini-grant program funded through the sale of 'Share the Road' specialty license plates. Eligible entities include organizations and government agencies promoting motorist and bicycle education programs. Priority is given to projects teaching the Florida Traffic and Bicycle Safety Education Program while gathering significant media coverage. The applicant may apply for grants from $200 to $2,000 per year, with a 100 percent match.

VisitFlorida

VisitFlorida offers two grant programs that qualify as funding opportunities for the CC2ST. The Advertising Matching Grants Program provides a maximum of $40,000 in matching funds to advertise tourism opportunities within the state. The second grant opportunity offered by VisitFlorida is the Cultural, Heritage, Rural and Nature Tourism Grant Program (CHRN). This program provides a total of $150,000 in funding for multi-county marketing projects that advertise the cultural, heritage, rural, nature, and educational opportunities within the state. The window for submitting an application for either of the two grant programs is generally between January 8 and February 18 of the respective year.

FDOT Work Program

The FDOT Work Program is a financial plan that lists transportation projects to be implemented within a five-year period based on available federal and state funding. It is developed with the coordination of citizens, regional planning groups, MPOs, and local governments who determine which projects should be included and ensure that funding is equitably distributed for transportation projects throughout the entire state.

CRTPA Funding

The CRTPA prepares an annual Transportation Improvement Program (TIP) that documents transportation improvement projects to be funded by Title 23 and Title 49 within a five-year timeframe. While Title 23 provides funds solely for highways, Title 49 funds are available to finance pedestrian and bicycle transportation projects. Projects are included in the TIP and given federal funding based on a project prioritization process conducted by the CRTPA.

Private Funding

A sole private investor or a group of private investors may award the CC2ST network with funding for a specific project. If private funding is given to the CC2ST, dedications, such as the naming of a trail or trailhead after the person or persons funding, would be established.

Developer Mitigation

Developed mitigation is the process of having a private developer contribute dollars to mitigate transportation impacts. Coordination with local government is needed, as well as following comprehensive plans and long range plans. Developers can contribute to a future transportation project to make their business more accessible, or they can mitigate funds they owe by contributing to a new project which has similar enhancements to transportation options.

Sponsorships

Enabling local corporations, non-profit organizations, institutes, companies, etc. To sponsor the CC2ST network provides a potential source of funding. A sole organization may provide financial resources for the entirety of the network, or a group of organizations may sponsor the network or segment collectively. In exchange for financial support, sponsors would be given certain rights over the CC2ST network, such as the right to advertise to trail users. Potential sponsors for CC2ST include:

- Local Governments
- Crawfordville
- StarMetro
- Local Educational Institutions: FSU, FAMU, TCC
- Local Hospitals: Tallahassee Memorial HealthCare, Capital Regional Medical Center, and other medical centers
- Local bicycle, equestrian, or running shops and clubs
- Banks, stores, private firms, etc.

FUNDING SOURCES and STRATEGIES

Leon County Sales Tax Option

In November 1989, Leon County voters approved a local option one-cent sales tax to fund transportation and law enforcement facility improvement projects. This referendum allowed the sales tax to be levied for a period of 15 years. In November 2000, Leon County voters once again approved the referendum to extend the one-cent local option sales tax for 15 years to continue to improve local infrastructure, reduce stormwater and flooding problems, protect and expand natural areas, and improve local and state roads. The current sales tax expires in 2019. In 2011, the Board of County Commissioners established the Leon County Sales Tax Committee to provide recommendations as to the timing of the infrastructure sales tax referendum and a review of projects considered by the committee.

The *2013 Tallahassee-Leon County Greenways Master Plan Update* includes the Pine Flats Greenway, which includes Trout Pond Trail and the L.L. Wallace Road Trail segments. These two projects overlap with the proposed Tallahassee to Trout Pond Trail segment of CC2ST. Total cost estimates for construction and exotic invasive plant control equal $940,000, thus, coordination with Leon County for funding and construction of the Tallahassee to Trout Pond Trail would prove beneficial.

United Way Contributions

The annual United Way of the Big Bend Campaign can serve as a continuous source of funds for trail/maintenance and development through its Designated Agency process, because trails are considered a contributor to better health and fitness.

This is accomplished by having a prospective donor fill out the pledge card for the amount they wish to donate weekly, monthly or one time, and write in the designated agency name. As an example; in the case of the Leon County area – write down City of Tallahassee "FRIENDS OF OUR PARKS" – TRAILS. This is a 501(c)3 non-profit and the funds are transferred from United Way to the Friends of Our Parks Trust Fund administered by a volunteer board and approved for designated expenditures for parks related projects i.e. "Trails operations."

This source of funding can be substantial if promoted to all trails related groups and agencies and companies that are part of the United Way program. A one or two paragraph note can be written to promote use of this funding source on the CC2ST website and also sent on-line to all trail user groups for inclusion in their websites, newsletters, flyers, etc. Almost all government and major companies have an annual campaign, so this highly respected and publicized fund raiser can be very effective in generating funds for trail development/operations/maintenance.

Remember that trails are still one of the highest rated recreational amenities requested and desired by residents in Florida!

Public-Private Partnerships

In a public-private partnership (P3) a private sector entity and a public sector agency collaborate together to implement infrastructure projects that benefit the public. The private sector entity and public sector agency establish an agreement that determines which sector is responsible for project management, financing, construction, operations, and maintenance. The level of involvement that a private entity and public agency have over a project may vary greatly from one project to another:

- Private Contract Fee Services
  - ◊ Private entity provides expertise and manages the project; public agency owns the project and is responsible for final project design, construction, financing, operations, and maintenance
- *Design-Build*
  - ◊ Private entity is responsible for project design and construction; public agency owns and manages the project and is responsible for project financing, operations, and maintenance
- Design-Build Finance
  - ◊ Private entity is responsible for project design, construction, and initial or all financing; public agency owns and manages the project and is responsible for operations, maintenance, and remaining financing (if necessary)
- Design-Build Operate Maintain
  - ◊ Private entity is responsible for project design, construction, operations, and maintenance; public agency owns and manages the project and is responsible for financing
- Design-Build Finance Operate Maintain
  - ◊ Private entity is responsible for project design, construction, initial or all financing, and operations; public agency owns and manages the project and may provide remaining financing (if necessary)

Public-private partnerships to implement projects should be considered in instances when additional expertise is needed, public funding is unavailable or limited, or project risks are too high for the public agency to pursue.

Local and State Funding

For projects that fall under federal grant programs, the state and local entity must provide a portion of the matching funds. These include the following programs:

Florida Small Cities Community Development Block Grant Program

The Community Development Block Grant (CDBG) Program is a federal program that provides funding for housing and community development in rural areas. The program is aimed to benefit low to moderate income communities, prevent blight, and address development needs of the area. Eligible applicants include parks and recreation projects that fall within the statutes of a non-entitlement city with fewer than 50,000 residents, counties with fewer than 200,000 residents, or cities that opt out of the urban entitlement program. Under the State Block Grant Program, the state is required to provide 50 percent of the funding and the local government is required to provide the matching 50 percent.

***Note: A few of the communities within the CC2ST project boundary qualify for this grant and are verified in the FFY 2013 Small Cities CDBG Eligible Communities document.

Commuter Assistance Program

The Commuter Assistance Program (CAP) provides funding for projects that improve overall air quality and promote the reduction of future highway improvements, energy consumption, and vehicle congestion, especially during peak hour. Projects that receive CAP funding must provide alternative transportation modes so that commuters can reach employment centers. Local governments, MPOs, regional planning councils, transportation authorities, and community transportation coordinators are all eligible to receive CAP funding. Funds are allocated to each of the FDOT districts based on an assessment of the CAP need per district. The state provides up to 100 percent of the funds, provided the project has a regional scope. Projects that receive CAP funding must maintain records of the number of commuters switching modes, vehicle trips and miles eliminated, parking spaced saved, commuter costs saved, and any major accomplishments. The CC2ST network is intended as an alternative mode for commuters to get to employment opportunities in the City of Tallahassee and Crawfordville.

Transportation Regional Incentive Program

The Transportation Regional Incentive Program (TRIP) provides funds for local governments and private sector entities to implement critically needed projects that promote regional travel and commerce. The state provides 50 percent of the necessary funds, while the local government or private entity provides the remaining 50 percent.

State Infrastructure Bank

A State Infrastructure Bank (SIB) is a revolving loan and credit enhancement program. It can provide loans to public or private entities, eligible for assistance under federal and state law, to carry out a proposed project. According to the Florida Department of Transportation, a project can be eligible for fund advances or support from a SIB if they meet with following minimum criteria:

1. Projects with a higher present value of repayments. This would include a present value analysis of the repayments based on the projected rate of return.
2. Projects which have the most secure sources of funding to repay the SIB loan.
3. Projects which have a higher level of financial feasibility.
4. Projects which have financial safeguards which includes backup source to complete the project should project funding fall short and to ensure that the SIB loan is repaid.
5. Projects that will encourage, enhance and/or create economic benefits.
6. Projects which the SIB would enable to proceed at an earlier date.
7. Projects which would foster innovative public-private partnerships and attract private debt or equity investment.
8. Projects which use new technologies, including intelligent transportation systems that enhance the efficiency of the project.
9. Projects which help maintain or protect the environment.

County Incentive Grant Program

The County Incentive Grant Program provides funds to transportation facilities along the State Highway System or that alleviate traffic congestion on the State Highway System. FDOT evaluates, and awards projects with 50 percent matching funds; the remaining 50 percent of funds must be provided by the local entity. Because the CC2ST network has the opportunity to alleviate traffic along S.R. 319, it could potentially qualify for the Count Incentive Grant Program.

Rural Economic Development Initiative

Rural communities that meet population requirements and have also experienced severe negative impacts due to economic events or natural disasters are eligible for state assistance under the Rural Economic Development Initiative (REDI). Since Wakulla County is designated as part of the North West Rural Area of Critical Economic Concern, it is eligible for REDI assistance on projects that improve economic development, and environmental and growth management. REDI assistance may include waiving the required local match for funding or reducing the required percent of local match for funding. Typically, the state provides 50 percent of the funds for a certain project, while the remaining 50 percent is left unfunded. Segments of the CC2ST that are within Wakulla County may qualify for a REDI waiver or reduced local matching funding.

Regional Initiatives

There are several grants and opportunities for counties and communities within a region to work together on initiatives that utilize their regional resources. Leon County and Wakulla County share similar environments with surrounding national and state forests that, working together as a region, emphasize that unique characteristics of the area can prove to be highly beneficial. One example of this type of strategy is the Sustainable Communities Regional Planning Grant Program. This program supports projects that invest in regional economic activity and job creation. This grant from U.S. Department of Housing and Urban Development emphasizes partnerships between multiple municipalities within a region. Opportunities similar to this are great ways for the Capital Region to work together to acquire funding for CC2ST.

Multi-Jurisdictional Partnerships

The City of Tallahassee in Leon County, and the City of Sopchoppy and City of St. Marks in Wakulla County are the three different jurisdictions included in the study area. Having these multiple jurisdictions work together, along with Leon and Wakulla counties, can open up a variety of opportunities to achieve funding for the network. There is an opportunity for the different jurisdictions to jointly contribute to matching funds for grants, which may significantly increase the chance of receiving funding. The different jurisdictions may also work together for the management and maintenance of the network.

Piggy Back Other Transportation Projects

U.S. 319

Included in the 2012 Wakulla County Adopted Infrastructure Plan are U.S. 319 lane expansions and corridor improvements, including sidewalks, crosswalks, turn lanes, medians, upgraded signals, and landscaping. The Wakulla County Board of Commissioners did not approve the recommended U.S. 319 improvements for FY 2014, thus these improvements are still up for legislative approval for future years. If any of the proposed lane expansion or corridor improvement projects along U.S. 319 are approved, portions of the CC2ST network that overlap or run parallel with U.S. 319 may be able to tag onto the approved projects. Ultimately, combining CC2ST shared-use path construction with U.S. 319 improvements will be more efficient than doing the projects separately.

COORDINATION WITH FLORIDA GREENWAYS AND TRAILS SYSTEM PLAN

The State of Florida is a leading example for the nation in terms of greenways and trails. The Florida Department of Environmental Protection Office of Greenways and Trails (OGT) has developed a system plan for implementing trails and greenways throughout the state for transportation and recreation needs. The CC2ST project will work closely with this system plan to coordinate overlapping projects. Once all the data is complete for CC2ST, it will be given to OGT for reference to their planned trails and continued coordination.

TRAIL MANAGEMENT

The management of a shared-use path involves maintaining the overall condition of the facility and continually improving the user experience along the facility. These activities include construction, repair, and maintenance, as well as marketing, promotion, and fundraising. The entity responsible for these management activities may vary based on the jurisdictions where the facilities are located.

As shown in ***Figure 66,*** each organizational model for how shared-use path facilities are managed has advantages and disadvantages. To balance these advantages and disadvantages, a hybrid option is recommended for the CC2ST network.

LOCAL MANAGEMENT

Each local government has the option to manage the CC2ST segments within its jurisdiction. The local government departments responsible for management activities could include parks and recreation, conservation, transportation, or public works. This model of management gives the most autonomy to each local government, but could result in inconsistencies along the trail network, and uncoordinated maintenance and capital project efforts because of competing interests and differing priorities. Examples of local government management include the northern section (north of Capital Circle) of the St. Marks Trail and the Ochlockonee Bay Bike Trail.

STATE MANAGEMENT

State management is an option for shared-use paths on state-owned lands. This model of management can provide for more consistency along longer trail segments, but can limit the ability of the local government to make decisions related to the facilities and how local businesses and private development access the facilities. The Tallahassee to St. Marks Historic Railroad State Trail (from Capital Circle to the City of St. Marks), which is managed by FDEP, is an example of state management.

FEDERAL MANAGEMENT

While this form of management is less common, it should be noted that parts of the CC2ST network will traverse the Apalachicola National Forest. Thus, there is an opportunity for a federal agency to be a managing partner of the project, especially segments that are located within federally managed lands. State and federal lands may also be managed by local governments through contracts.

FIGURE 66: ORGANIZATIONAL MODEL FOR TRAIL MANAGEMENT



Capital City to the Sea Trails
CONNECTING PEOPLE AND PLACES



Management

Management	Considerations
Local Government Management	Each jurisdiction that the network lies within will use their own form of management that works best for that community; has the potential for clashing opinions. Local government may or may not have equipment for trail maintenance already.
State Management	Responsibility is off of the local governments but you lose the ability to have local knowledge of the area in regards to the environment and future needs. State already has contract mechanisms in place and experience maintaining trails, such as the St. Marks Trail.
Federal Management	Potentially, part of the trail will be within the Apalachicola National Forest so this will allow a federal agency to be a managing partner. Decisions and management may be made without local considerations.
Community Service Organization/Citizens Group	Easy transition from the current CC2ST Trail Advocacy Group; better equipped for activities such as marketing and promotion, and organizing events. May not have consistent stream of funding and may not be able to maintain consistency when staff/members change.
Partner with another 501(c)3	Have mechanisms for obtaining funding and managing funds, however, sometimes the 501(c)3 and CC2ST may have different priorities, such as competing for funds.
Hybrid Option	This could be a citizen lead 501(c)3 group partnering with a governmental entity; has the benefits of previous management options but managing various entities and coordination becomes more complex.

HYBRID COMMUNITY SERVICE ORGANIZATION MANAGEMENT

A community service organization (CSO) is a volunteer organization where local residents and other interested coordinate and oversee the management responsibilities of a trail system, such as CC2ST. The three main purposes of a CSO are: fund raising; maintenance; and promotion. The CC2ST Trail Advocacy Group (TAG) was developed to provide input and guidance for the development of the Master Plan. The TAG is the project's steering committee and is comprised of representatives from local cycling, running, and equestrian clubs; local bicycle shops; existing trail and byway advocacy groups; and local enthusiasts. The TAG is responsible for advocating the CC2ST project to the public, as well as providing input to the project team that best represents the overall interests of the community. Once the CC2ST Master Plan project is completed, the TAG could become the managing entity by evolving into a nonprofit, community service organization (CSO)/citizens group. This group could coordinate efforts with local, state, and federal entities, capitalizing on the advantages of these organizational models for management while minimizing the disadvantages.

Transitioning from the TAG to a CSO would require interested TAG members to volunteer as board members. The board members would be responsible for any managerial responsibilities, such as maintaining a CC2ST records book; updating the goals, objectives, and strategies, and action plan; providing community outreach and educational workshops; and advocating for the CC2ST. The CSO would also be responsible for managing and implementing future projects that protect, preserve, and enhance CC2ST in coordination with governmental agencies at the local, state, and federal level.

Community Service Organization as a 501(c)3

Once a community service organization is established for the CC2ST, the group can qualify as a 501(c)3 for tax exemption opportunities. A 501(c)3 is a nonprofit, charitable organization that is eligible for federal tax exemptions and, in the State of Florida, is also eligible for sales and property tax exemptions.

Applying for 501(c)3 status requires the following steps:

1. Becoming a corporation, trust, or unincorporated association
   - ◊ Choose a CSO name and check for availability at www.sunbiz.org
   - ◊ Create an employer identification number with the IRS and the State of Florida
2. Holding an organizational meeting
   - ◊ Appointing a board of directors with at least three directors
   - ◊ Drafting the bylaws
   - ◊ Determining an annual budget
   - ◊ Creating a records book for meeting minutes and financial statements
   - ◊ Creating a mission statement
   - ◊ Opening a bank account

Obtaining this status would provide the opportunity for the CSO to apply for grants and collect donations. The CSO could also partner with an existing nonprofit organization for these purposes until the steps can be taken for the CSO to become an 501(c)3 organization itself. This type organizational model allows efforts to be divided up among various entities while still being coordinated. Governmental entities can be responsible for construction and maintenance activities, while the CSO is responsible for marketing, promotion, fundraising, and coordinating with the various governmental entities to promote consistency along the network.

PARTNERSHIP WITH ANOTHER 501(C)3

A partnership with an existing 501(c)3 allows the managing entity to oversee agendas, projects, and maintenance, while the existing 501(c)3 is responsible for the accounting and funding duties. This type of management is ideal in the initial stages after project completion if the process to become a 501(c)3 takes longer than expected. It is also allows the managing entity to become accustomed to its new responsibilities without having the accounting responsibilities as well. This type of management can become difficult if the two managing entities have different priorities, such as competing for funding.

PRIVATE-PUBLIC SECTOR PARTNERSHIP

This form of management establishes a partnership between a public agency and a private organization, such as a citizen group or a company, within the community. The private-public sector partnership could utilize the "Adopt-A-Trail" program or low-risk inmates from the local prisons for trail maintenance, while the government agency oversees the administrative and accounting responsibilities. This form of management has the benefits of local knowledge along with the experience of maintaining a trail.



Amelia Island Trail

Source: Friends of Amelia Island Trail

TRAIL MANAGEMENT CASE STUDY: AMELIA ISLAND TRAIL

A nearby example of nonprofit trail management can be seen with the Amelia Island Trail. The 6.2-mile, shared-use path is supervised by the ***Friends of the Amelia Island Trail***, a nonprofit organization with trail advocating, managerial, and maintenance responsibilities. ***Friends of the Amelia Island Trail*** is also classified as a 501(c)(3), which enables the charitable organization to receive funds from donations, grants, and contracts, as well as be eligible for federal and state tax exemptions.

MAINTENANCE

The trail segments, trailheads, and amenities along the CC2ST network will require regular maintenance. It is important to note that the maintenance needs will vary based on many factors. The following are maintenance activities (***Figure 67***) that will need to be implemented to support the CC2ST network:

FIGURE 67: TRAIL MAINTENANCE ACTIVITIES

Task	Frequency
Litter/Trash Removal	Weekly/bi-weekly before mowing
Sweeping of debris off path	Weekly or as needed
Mowing grass surrounding path	Every *10-14 days (March - November)
Herbicide Application along path	Minimum of once per year during the summer
Tree/Shrub Pruning to avoid debris falling on path	Once per year in January or February
Trailhead Maintenance	Mow and sweep weekly; trash pick-up bi-weekly; restroom cleaning bi-weekly
Site Inspections to make sure all amenities are working properly	Each visit to trail and trailhead for maintenance needs/work orders
Repairs, Replacements, Painting of amenities at trailheads and along the path	As needed
Graffiti Clean-Up	As soon as possible
Sign Repair/Replacement at trailheads and along the path	As soon as possible
Inspections (Bridges, Drainage, etc.)	Annually



Walkers Utilizing Lake Henrietta Trail

BEST PRACTICES

The following measures should be taken during the design stage, construction, and after construction for the trails to help reduce maintenance needs and costs.

At the Design Stage

- Use the Crime Prevention through Environmental Design (CPTED) principals to reduce future problems and maintenance by providing clear views through trailheads and along trails, provide emergency information, ensure high maintenance standards, and eliminate hiding spots for criminals.
- Plan sight distance clearing to be done during construction.
- Plan for low water crossings rather than culverts.
- Use thickened edge asphalt paving specifications for all trail crossings of roads, driveways, trail heads, and trail outside edges.
- Raise and crown the trail surface above all intersections with non-paved roads and driveways to prevent erosion of sand, dirt and gravel onto the trail. Redirect water flow with the trail, not across it, in these locations. A major maintenance problem is cleaning up sand/dirt from erosion, plus these deposits are a safety hazard for bicyclists, especially the road bikes.
- Specify 95 percent proctor compaction of base material for trail and shoulder areas.
- Specify a one to two percent cross slope or crowned surface of trail for drainage.
- Design hardscapes under trail side amenities to eliminate need for mowing, trimming, and keep turning radius of mowers in mind to reduce hand work.
- Limit trail side amenities to reduce need for hand work.
- Eliminate inside corners and other debris traps to reduce blowing time.
- Use the new solar powered LED lighted road signs to alert drivers to upcoming trail crossings and buttons for trail users to switch on the crossing lights as needed.
- Consider raised trail crossing platforms 12 foot wide, flat topped (like speed bumps)

During Construction

- Place 911 decals with GPS chips every quarter mile on trail surface for reporting emergencies and location with Smart Phones.
- Use sustainable building materials and local sources.
- Use geo textile under the paving to provide more strength and reduce cracking, lifting, root penetration and weeds. Some fabrics include an herbicide to deter root penetration of the fabric.
- Install vertical root barrier fabric outside trail edges in areas that have trees within 10 feet of the trail to prevent tree root damage to trail.
- Remove roots from trail base area during construction.
- Use local contractors to build trail and for on-going service as needed.



Trail Maintenance Equipment

MAINTENANCE

After Construction

- Have ongoing service providers under contract to provide labor, materials to maintain/repair trail and amenities in emergencies if needed. i.e. tree work, building repair, sign work, plumbers, electricians, and carpenters.
- Use Universal Trail Assessment Program (UTAP) providers to assess the trail after it is built and provide signage design for points of entrance to the trail that inform users about what they can expect to encounter on the trail i.e. grade, slopes, cross slopes, amenities, distances, obstructions. Note: This is a requirement for all new trails if Recreational Trail Program (RTP) grants are used for construction.
- Provide maintenance policies, procedures, standards, specifications for all tasks, and schedules in writing to all workers, volunteers, and contractors for continuity of operation in case of emergencies, changes in personnel, and for day to day operations.
- Utilize volunteers, advocacy organizations, service clubs, community service workers, and clean up campaigns to reduce the cost of trail maintenance. These resources are best utilized for short-term projects instead of long-term, ongoing tasks.
- Train and manage volunteers as if they are staff.
- Bid out specific tasks that can be scheduled in advance, such as mowing, blowing, herbicide application, and resurfacing. Utilize local providers when possible. The average cost for sweeping a trail, per mile, per trip is $4.50.
- Use non-profits, 501(c)3 organizations, and trail advocacy groups for fund raising, promoting, lobbying, planning, and providing a sounding board for the trail agency.
- Provide signage with contact information so users can report needed maintenance.
- Use herbicides to control vegetation encroachment on edge of trails. Blade edgers and weed whips can damage the asphalt edges and create grooves in the soil that allow water to drain into the trail base, and weaken.
- Resealing the trail surface will extend the useful life of pavement. Reseal, depending on the surface conditions, every five to seven years. Resurface when the trail starts lifting, spalling, and edges start breaking. The expected life span for a trail in north Florida is 15-17 years.

Examples of Trail Management Techniques Throughout Florida

- Withlacoochee State Trail: This trail is managed as a state park. Weed and grass encroachment on the trail is controlled by an annual application of herbicide along the edge of the pavement.
- Palatka to Lake Butler State Trail: Sweeping of debris off the trail is performed every 10 days throughout the year and following every mowing. Vegetation around mile markers, signage, and other amenities is trimmed with a string trimmer weekly.
- West Orange County Trail: This trail has a detailed land management plan with schedules and standards for maintenance. All maintenance functions are performed by contractual labor.
- Tallahassee to St. Marks Historic Railroad State Trail: The annual budget for maintenance is $6,938 per mile. Trash pickup is completed daily and sweeping is weekly, or more when necessary. Trailhead maintenance at Wakulla Station, Capital Circle, and Woodville is conducted daily or more if needed.
- Sanibel Island Trail: Maintenance funding for this trail is provided by public works and volunteers from the local bike club work at the visitor center.
- Amelia Island Trail: This trail maintenance is provided by Nassau County Parks and Recreation through contractors and by volunteers from the Friends of Amelia Island Trail.

CONCLUSION

The CC2ST Master Plan reflects the culmination of significant public input and agency coordination. The project represents an opportunity for the CRTPA to provide alternate forms of transportation, with recreational opportunities, based on public needs and desires. The proposed CC2ST segments create a network of shared-use paths throughout Leon and Wakulla counties that reflect input from the public, local and state agencies, data collection, and analysis. This Master Plan is the first phase in developing a significant network of trails that will provide new transportation opportunities, enhance quality of life in the capital area, and economic development to the region.



Trout Pond Trailhead