

## Chapter 7: Implementation Plan

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The following section provides direction for implementing the recommendations of the Pedestrian Connectivity Plan. It includes two major components: a recommended capital improvement program and a recommended implementation structure and process.

## **CAPITAL IMPROVEMENT PROGRAM AND FUNDING SOURCES:**

The Pedestrian Connectivity Plan contains a wide variety of recommended actions. In proposing the implementation phasing plan, the following criteria were considered:

- Some actions will require further analysis prior to implementation. The lead time for these projects needs to be considered.
- Some actions can be completed within a relatively short period of time and will provide a springboard for future projects and convey a sense of progress.
- Some projects tie into one of the numerous other downtown improvement projects underway or planned. Opportunities for coordination and efficiency should be maximized.

Implementation actions have been placed in one of three categories:

- Short Term Projects: Those should be implemented immediately and completed within one to five years.
- Mid Term Projects: To be completed within six to ten years.
- Long Term Projects: Projects that will likely take more than ten year to complete.

The following acronyms are used in the tables below:

FDOT	Florida Department of Transportation
CRA	Community Redevelopment Agency
DIA	Downtown Improvement Authority
CPW	City Public Works
LCPW	Leon County Public Works
COT	City of Tallahassee
LC	Leon County

## Short Term: One to Five Years

### Capital Improvements

#### Streetscape:

- Apalachee / Monroe Intersection
- Monroe Streetscape
- Kleman Plaza Connection (Jefferson/Pensacola)
- Eastside Garage Connection (College and Jefferson)

#### Plazas:

- Capital City Plaza
- Heritage Square and Market Plazas

#### Bicycle:

- On street bike lane striping on new streetscapes
- On street bike lane striping on existing streets where appropriate

#### Signage:

- Auto-related signage system
- Pedestrian-related signage system

#### Transportation/Parking:

- Madison Connection

### On-going Projects and Programs

#### Trolley:

- FSU and FAMU shuttle

### Planning/Policy

- Land Development Regulations for downtown
- Traffic design for one-way to two-way conversion
- Design, permitting and construction documents

<b>PROJECT</b>	<b>COST</b>	<b>SOURCE*</b>
Apalachee /Monroe Intersection	1 million	FDOT
Monroe Streetscape	4 million	FDOT
Kleman Plaza Connection (Pensacola and Jefferson Streets)	1.5 million	CRA
Eastside Parking Garage Connection (College and Jefferson Streets)	1. million	CRA/DIA
Capital City Plaza	5 million	COT/State of Florida
Heritage Square and Market Plazas	.5 million	DIA/CRA
On-street bike striping on new streetscapes	.01 million	CPW/LCPW
On-street bike striping on existing streetscapes where appropriate	.25 million	CPW
Auto-related signage system	.25 million	DIA/CRA
Pedestrian related signage system	.75 million	DIA/CRA
Madison Connection	.5 million	CRA/DIA
Land Development Regulations for Downtown	150,000.00	COT
Traffic Design for one-way to two-way conversion	75,000.00	COT
Design, Permitting, Construction Documents	10% of construction cost	
Total	14.985 million (exclusive of design, permitting and construction documents)	

\* The source listed is a primary source but not necessarily the sole funding source.

## Mid Term: Five to Ten Years

### Capital Improvements

#### Streetscape:

- MLK, Jr. Blvd. Streetscape
- Park Avenue Streetscape
- Bronough and Duval Streetscape
- Calhoun and Gadsden Streetscapes
- College Ave. Streetscape
- Adams Trolley Mall

#### Plazas:

- Capitol Visitor Staging Area
- Tennessee Transfer Plaza
- County Building Plaza

#### Bicycle:

- Cascade Bike Depot/Trailhead
- Implement bike lanes on new two-way streets

### On-going Projects and Programs

#### Trolley:

- Adams Street
- Downtown Loop

### Planning/Policy

- Design, permitting and construction documents

<b>PROJECT</b>	<b>COST</b>	<b>SOURCE</b>
MLK, Jr. Blvd. Streetscape (with road reconstruction)	6 million	COT
Park Avenue Streetscape	2 million	COT
Bronough and Duval Streetscape	4 million	CRA
Calhoun and Gadsden Streetscapes	3 million	COT/LC
College Ave. Streetscape	3 million	COT
Capitol Visitor Staging Area	1.5 million	COT
Tennessee Transfer Plaza	.5 million	TalTran
County Building Plaza	.5 million	LC
Cascade Bike Depot/Trailhead	.75 million	MPO
Implement bike lanes on new two-way streets	.20 million	COT/LC
Adams Streetscape	3 million	COT
Adams Trolleys	.5 million	TalTran
Downtown Loop (without trolley)	.75 million	TalTran
Design, permitting and construction documents	10% of construction costs	
Total	28.2 million (exclusive of design, permitting and construction documents)	

**Long Term: Ten to Twenty Years**

Capital Improvements:

Streetscapes:

Call Streetscape

Madison Streetscape

St. Augustine Streetscape

Signage:

Heritage Trail Signage

Planning/Policy

Design, permitting and construction documents

<b>PROJECT</b>	<b>COST</b>	<b>SOURCE</b>
Call Streetscape	2 million	COT
Madison Streetscape	2 million	COT
St. Augustine Streetscape	1 million	COT
Heritage Trail Signage	.5 million	COT/LC
Design, permitting and construction documents	10% of construction	
Total	5.5 million (exclusive of design, permitting and construction documents)	

### IMPLEMENTATION AGENCIES:

The table below lists the key agencies and their areas of responsibility.

Agency	Responsibility
Florida Department of Transportation	Monroe Street redesign Apalachee Parkway redesign Tennessee Street redesign Signage on state roads
Florida Department of Management Services	Holland Building Disposition of state buildings
Capital Police	Access to Capitol grounds as part of Capital City Plaza Visitor staging area
Department of State	Signage
Tallahassee Public Works	City street closures City street redesign of one way pairs Landscaping within City rights of way Signage on local roads
TalTran	Trolley
County Public Works	County street redesign (Calhoun Street)
Planning	Land Development Regulations
MPO	Funding for road improvements Funding for bike and pedestrian master plan
Community Redevelopment Agency	Funding for capital projects and planning
Downtown Improvement Authority	Funding for capital projects and planning
Tallahassee Parks and Recreation	Park Avenue Chain of Parks and Plazas, Capital City Plaza, M.L. King, Jr. Blvd. Chain of Parks

In addition to these agencies, many other entities will have a role in the design and implementation of the facilities and programs recommended in this report. They include the Downtown Merchants Association, other downtown property owners, business, government, and non-profit agencies. Also, advocacy groups such as the Capital City Cyclists, the Riley House, the Tallahassee Trust for Historic Preservation, and the Cultural Resources Commission.

**FUNDING SOURCES:**

The following section identifies funding sources and current projects that can support the implementation of the Pedestrian Connectivity Plan

**CRA:**

The CRA prepares an annual budget and capital plan funded by tax increment financing. The following improvements to Kleman Plaza are in the current capital plan:

- Duval Street garage entry, stage, and cover; and interior plaza redevelopment
- Convert annex site to Grand Public Square
- Mary Brogan Museum plaza enhancements
- Millennium walkway extension
- College Avenue bus drop-off median paving/landscaping/lighting
- Bronough Street amphitheater area/marquee/access
- Surrounding sidewalks at Bronough
- Construction of a bridge connecting City Hall Park to Kleman Plaza

Construction Budget

FY 2005	\$00
FY 2006	\$1,475,300
FY 2007	\$500,000
FY 2008	\$700,000
FY 2009	\$1,035,000

In addition to Kleman Plaza, the CRA budget also includes the following recurring item:

\$100,000 appropriation to fund improvements to streets, sidewalks, and other public places in the area bounded by Tennessee, Gadsden, Gaines and Macomb Street. This fund has been used to pay for the textured paving, angle parking, lighting, and signage.

**DIA:**

The DIA prepares an annual budget and capital plan funded by revenues received from ad valorem taxes paid by property owners within the Authority's boundaries.

**MPO:**

The MPO prepares a five year plan (Transportation Improvement Plan) that includes projects funded by local, state, and federal transportation agencies. The MPO recommends priorities for state projects. The following funds are earmarked for bicycle and pedestrian improvements:

Design and Construction FY05/06	\$100,000
Design and Construction FY06/07	\$500,000

**City of Tallahassee Public Works:**

Public Works projects are funded by a variety of sources, included a local one penny sales tax and general revenue. The following projects have been identified as relating to the Pedestrian Connectivity Plan.

The State is giving the City jurisdiction over Gaines Street. The City is initiating a PD&E study to design a new road within the existing right of way. The study will include Madison Street and other surrounding street. This project will include pedestrian amenities and can help facilitate the Capitol Visitor Staging Area.

Design FY 2005: \$14 million  
 Land Acquisition  
 FY 2006: \$12 million  
 Construction  
 FY 2007: \$10 million

Grant opportunities should continue to be pursued, especially for recreational components (such as the Cascade Station) and historic components (such as Heritage Plaza).

### **IMPLEMENTATION STRATEGY**

The following implementation strategies are recommended:

#### 1. Plan Approval

After the Pedestrian Connectivity Plan is approved by the DIA, it should be presented to the Tallahassee City Commission and the Leon County Board of County Commissioners for approval. This will reinforce the role of the City and County in the Plan's implementation. These presentations should occur early 2005, prior to the initiation of the FY 2006 budget cycle.

#### 2. Short Term Implementation

In the course of reviewing potential funding sources, several projects were identified that are currently underway that affect the implementation of the Pedestrian Connectivity Plan. These include the following

<u>Current Project</u>	<u>Pedestrian Connectivity Plan Project</u>
Kleman Plaza Improvements:	Capital City Plaza
Gaines Street PD&E:	Capitol Staging Area
All Saints Chain of Parks:	M.L. King, Jr. Blvd. Chain of Parks
TalTran Multimodal Center:	Adams Street Trolley Mall
	Tennessee Transfer Plaza

It is recommended that staff with responsibilities for these projects meet prior to the initiation of the FY 2006 budget planning cycle to discuss how current planning and design efforts can incorporate the recommendations

### Grants and other Funding Sources

#### All Saints Chain of Parks: 2001 Urban Infill Grant Award:

This project will provide seating, walkways, lighting, fountains, landscaping and other urban park amenities in the area. The project area extends from Bloxham Street to Pensacola along ML King, Jr. Blvd. The budget is \$250,000. This project has been on hold. Planning Department advises that it can move forward. Preliminary design has been done. Final design needs to be completed by City Public Works. Some pedestrian safety issues have been identified. The project still requires completion of final design. Construction will be managed by the City Parks and Recreation Department.

#### TalTran Multi Modal Center

This project is located on the western third of the block bounded by Adams, Tennessee, Monroe, and Call. Originally intended to be a mixed use project, incorporating transit services, parking, and private development, the project is now limited to a transit only facility. This facility will include regional van service parking, bus bays, bicycle parking, park and ride parking, and TalTran driver and supervisor facilities. The facility will be 100% funded by the Federal Transit Administration with no city funds. These funds total approximately \$1,585,000. The City has until September 30, 2004 to draw down the award

of the Pedestrian Connectivity Plan.

### 3. Ongoing Implementation

As part of the development of the Pedestrian Connectivity Plan, the DIA has promoted extensive coordination with state and local agencies that will have a role in implementing the Plan. This coordination should continue with quarterly status meetings, attended by all involved agencies. These meetings should be coordinated and chaired by Marilyn Larson, Executive Director of DIA. Also, meetings should be held prior to each budget cycle to ensure that budget requests are being coordinated and are on schedule.

## Appendix: Conversion of One-Way Streets to Two-Way Streets

During meetings with City staff, questions were raised about how to implement the conversion of the one-way streets in downtown to two-way streets. The following section explains how such a planning process would occur.

The concept of converting existing one-way streets to two-way has been recommended to reduce travel speeds, reduce overall vehicle miles and turning movements downtown due to indirect access routes of one-way streets, increase economic vitality of businesses along the routes due to better visibility, walkability and comprehensibility of the street network, especially by visitors. The task of any operations analysis is to mitigate as much as possible any potential impact on downtown congestion at key intersections, and ensure parallel convenience and safety aspects associated with one-way systems. The change to two-way recognizes that tradeoffs favor creating a successful downtown core comfortable for getting around on foot with healthy mixed use corridors over downtown streets that optimize moving suburban traffic into, out of and through a single use employment center. Therefore, on-street parking, an important element of any successful downtown for customer convenience, pedestrian/ business frontage area separation from traffic, and to help keep speeds down, must be retained or enhanced.

The streets recommended for two-way are the Duval/Bronough and Calhoun/Gadsden north/south pairs, and the Call and East Pensacola east/west streets downtown. Traffic modeling recommended for analysis will need to focus on the intersections beyond downtown where transition points might occur and those intersections along the routes with the highest turning volumes such as Tennessee Street, College Avenue, Madison Street, Gaines Street, Apalachee Parkway. A modeling software that can permit signal

timing adjustments to optimize operations, provide Highway Capacity Manual Levels of Service and Volume over Capacity Ratios, and present the simulation to a wide audience is suggested. This can be accomplished through Synchro/Simtraffic simulation modeling software.

Building the model for downtown Tallahassee will require a baseline of system characteristics and conditions, data from the regional traffic model, intersection turning movement counts, lane configurations and traffic speeds, signal timing plans, and major generators along routes such as parking garage entrances. The model can then be calibrated and run to simulate the change based on existing Average Daily Traffic. A short time horizon and an agreed area-wide growth rate will be applied to the turning movements, and traffic volumes will be reassigned to parallel routes to simulate future two-way condition alternatives. This will help to determine optimal signal timing, queue storage requirements and any other issues to mitigate impacts.