

**CHAPTER 1:  
WHAT IS A MULTIMODAL  
DISTRICT AND WHY DO WE  
NEED ONE?**

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"A multimodal transportation district is an area where primary priority is placed on 'assuring a safe, comfortable, and attractive pedestrian environment, with convenient interconnection to transit'. Communities must incorporate community design features that reduce vehicular usage while supporting an integrated multimodal transportation system. Common elements include the presence of mixed-use activity centers, connectivity of streets and land uses, transit-friendly design features, and accessibility to alternative modes of transportation."

*FDOT Model Regulations and Plan Amendments for Multimodal Transportation Districts*

"The goal of a multimodal transportation district is to facilitate the use of multiple modes of transportation, leading to a reduction in automobile use and vehicle miles traveled. The designation of such districts recognizes the inherent, integral relationship between transportation, land use and urban design and the degree that these elements affect the other."

*FDOT Multimodal Transportation Districts and Areawide Quality of Service Handbook*

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## WHAT IS A MULTIMODAL DISTRICT?

A multimodal transportation district is an area where primary emphasis is placed on pedestrian, bicycle and transit mobility and secondary emphasis is placed on automobile mobility. To that end, multimodal districts have special standards for development to mitigate its impacts on the transportation system - when new development occurs within a multimodal district, it must enhance the pedestrian, bicycle, and transit facilities rather than widening roadways. Local government spending must also support this goal. The Florida legislature adopted multimodal district legislation with the goal of encouraging compact, sustainable urban areas that facilitate use of alternative modes of transportation and ultimately reduce automobile travel.

To create the safe and attractive pedestrian environment inherent in this goal, urban design, land use, and connectivity are given heightened emphasis. A district that successfully addresses these elements can provide many benefits to the community. For instance, it can:

- Provide infill and place-making as an alternative to the typical disconnected, auto-dependent developments commonly seen throughout Florida;
- Shorten distances between work, home, school and shopping and thus promote walking and bicycling;
- Provide transportation options by emphasizing transit, sidewalk, and bicycle infrastructure investment;
- Create a healthier, active population and provide independence to seniors and handicapped people;
- Increase pedestrian activity and heighten security with more "eyes on the street;"
- Reduce greenhouse gases by reducing dependence on the single occupant vehicle;

- Spur economic development by supporting active centers where people look to live, work, shop, and socialize;
- Support more sustainable land use patterns by providing more residential options in town, thus relieving pressures for development of rural lands.

Because transportation mitigation by development is mandated by the Florida Statutes, multimodal districts are created via an amendment to the local Comprehensive Plan (included as Appendix A), and reviewed and approved by the Florida Department of Community Affairs and Florida Department of Transportation. This document, *A City Within a City: Tallahassee-Leon County Multimodal District Plan*, will serve as the initial data & analysis supporting that amendment. The *Plan* is also intended to evolve over time to reflect changes in needs and trends in the community. This document reflects many different planning and infrastructure efforts, and so will be updated periodically to reflect what has been completed and to identify next steps. At a minimum, the *Plan* will be monitored and updated every other year as required by Florida Statute.

### **Elements of a Multimodal District**

There are five key elements to creating a vibrant city within a city where walking, cycling and transit are safe, attractive options.

1. ***Appropriate scale of development***
2. ***Transportation***
3. ***Urban design***
4. ***Land use***
5. ***Linking land use and transportation***

This *Plan* will show how Tallahassee and Leon County have already made progress in these areas, and also how these elements will be further addressed in the future.

### **Statutory Basis**

Roadways in Florida are subject to concurrency standards that dictate how much development can be allowed. The intent is to manage congestion and only allow new development if there is capacity to accommodate the new car trips generated by that development. However, in urban cores, it is often too expensive or impossible to widen roadways without destroying neighborhoods or businesses. Furthermore, active, walkable centers and corridors with mobility options require lots of people and businesses in close proximity in order to thrive. Therefore, the Florida legislature allows for flexibility from those concurrency standards in areas designated for truly urban type development.

## Chapter 163.3180 (15), *Florida Statutes*

(a) Multimodal transportation districts may be established under a local government comprehensive plan in areas delineated on the future land use map for which the local comprehensive plan assigns secondary priority to vehicle mobility and primary priority to assuring a safe, comfortable, and attractive pedestrian environment, with convenient interconnection to transit. Such districts must incorporate community design features that will reduce the number of automobile trips or vehicle miles of travel and will support an integrated, multimodal transportation system. Prior to the designation of multimodal transportation districts, the Department of Transportation shall be consulted by the local government to assess the impact that the proposed multimodal district area is expected to have on the adopted level-of-service standards established for Strategic Intermodal System facilities, as defined in s. 339.64, and roadway facilities funded in accordance with s. 339.2819. Further, the local government shall, in cooperation with the Department of Transportation, develop a plan to mitigate any impacts to the Strategic Intermodal System, including the development of a long-term concurrency management system pursuant to subsection (9) and s. 163.3177(3)(d). Multimodal transportation districts existing prior to July 1, 2005, shall meet, at a minimum, the provisions of this section by July 1, 2006, or at the time of the comprehensive plan update pursuant to the evaluation and appraisal report, whichever occurs last.

(b) Community design elements of such a district include: a complementary mix and range of land uses, including educational, recreational, and cultural uses; interconnected networks of streets designed to encourage walking and bicycling, with traffic-calming where desirable; appropriate densities and intensities of use within walking distance of transit stops; daily activities within walking distance of residences, allowing independence to persons who do not drive; public uses, streets, and squares that are safe, comfortable, and attractive for the pedestrian, with adjoining buildings open to the street and with parking not interfering with pedestrian, transit, automobile, and truck travel modes.

(c) Local governments may establish multimodal level-of-service standards that rely primarily on nonvehicular modes of transportation within the district, when justified by an analysis demonstrating that the existing and planned community design will provide an adequate level of mobility within the district based upon professionally accepted multimodal level-of-service methodologies. The analysis must also demonstrate that the capital improvements required to promote community design are financially feasible over the development or redevelopment timeframe for the district and that community design features within the district provide convenient interconnection for a multimodal transportation system. Local governments may issue development permits in reliance upon all planned community design capital improvements that are financially feasible over the development or redevelopment timeframe for the district, without regard to the period of time between development or redevelopment and the scheduled construction of the capital improvements. A determination of financial feasibility shall be based upon currently available funding or funding sources that could reasonably be expected to become available over the planning period.

(d) Local governments may reduce impact fees or local access fees for development within multimodal transportation districts based on the reduction of vehicle trips per household or vehicle miles of travel expected from the development pattern planned for the district.

## LEARNING FROM THE PAST – WHAT’S WORKING AND WHAT ISN’T

### Public Feedback for the Evaluation & Appraisal Report

Every seven years, Florida local governments must evaluate their Comprehensive Plan’s progress toward adopted community goals, and identify any necessary policy changes. To do this, in 2006 the Tallahassee-Leon County Planning Department conducted public workshops throughout the County. Community members identified the following:

Key Issues	Transportation Specific Concerns
<ul style="list-style-type: none"> <li>• Transportation</li> <li>• Water Quality</li> <li>• Affordable Housing</li> <li>• Land Use Conflicts</li> </ul>	<ul style="list-style-type: none"> <li>• Insufficient Capacity/Congestion</li> <li>• Lack of Grid/Connectivity</li> <li>• Multiple Interrelated Plans without Clear Guidance</li> <li>• Insufficient Transit/Bike/Pedestrian Facilities</li> <li>• Roadway Capacity Increases Degrade Neighborhoods</li> <li>• Universities and Community College Add Traffic</li> <li>• New Developments and Travel Patterns</li> <li>• Tallahassee as a Regional Job Center</li> <li>• Concurrency Exception Areas Inadequate</li> </ul>

While at first glance the four key issues may seem separate, they are intertwined. Denser, mixed use development makes provision of transportation and sewer infrastructure more efficient, and can provide more affordable housing opportunities. To address these issues, the City Commission and County Commission initiated three major transportation planning efforts:

- Creation of a Multimodal Transportation District for the central core;
- Conduct a Regional Growth & Development Visioning effort to guide creation of a Regional Mobility Plan. This effort will be led by the Capital Region Transportation Planning Agency and will jointly update the Long Range

Transportation Plan, the Bicycle and Pedestrian Plan, and the Transit Development Plan.

- Rewrite the Transportation Element and associated parts of the Land Use Element based on feedback from the Regional Visioning recognizing the need for a comprehensive strategy for mobility.

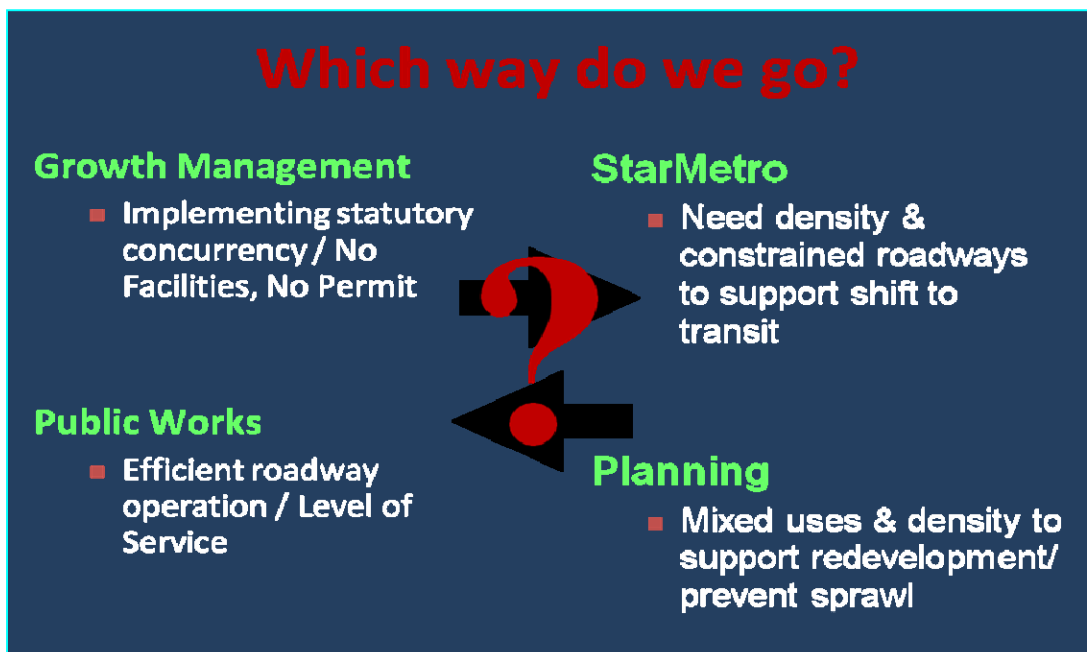
### **Transportation Concurrency – A Tricky Balancing Act**

As referenced earlier, roadways in Florida are subject to concurrency standards that dictate how much development can be allowed on a roadway, with the intent of managing congestion by allowing new development only if there is capacity on the roadway to accommodate the resulting new traffic

#### **Chapter 163.3180 (2)(c), Florida Statutes**

“Consistent with the public welfare, and except as otherwise provided in this section, transportation facilities needed to serve new development shall be in place or under actual construction within 3 years after the local government approves a building permit or its functional equivalent that results in traffic generation.”

In urban areas, however, building out of congestion isn't always desirable or even possible. As seen in the diagram below, strictly planning growth based on widening roads goes contrary to planning for sustainability, non-automobile modes of transportation, and community character. And, it often leads to conflicts between local government departments trying to implement contrary principles.



## **Transportation Concurrency Exemption Areas**

Because the legislature realized that concurrency requirements can actually contribute to urban sprawl, transportation concurrency exception areas were created to promote infill and redevelopment. Local governments may, under 163.3180(5), grant transportation concurrency exceptions for urban infill and redevelopment projects if those projects promote public transportation and are located within an area designated in the comp plan as: Urban Infill Development, Urban Redevelopment, Downtown Revitalization, or Urban Infill and Redevelopment.

Currently, the City of Tallahassee has two transportation concurrency exception Areas. The first is the Central Business District/Downtown Revitalization Area, and the second applies to lands designated University Transition on the Future Land Use Map. Both were created in 1995 with the adoption of Goal 2 of the Transportation Element of the Comprehensive Plan.

### **Transportation Goal 2 of Tallahassee-Leon County Comprehensive Plan**

“Because transportation levels of service and concurrency requirements can have the unintended impact of encouraging development at outlying locations where there is excess capacity, the local governments shall adopt transportation strategies which reduce these impacts and encourage infill and redevelopment at targeted locations, and promote alternatives to the use of the automobile, such as mass transit, bicycle, and pedestrian modes.”

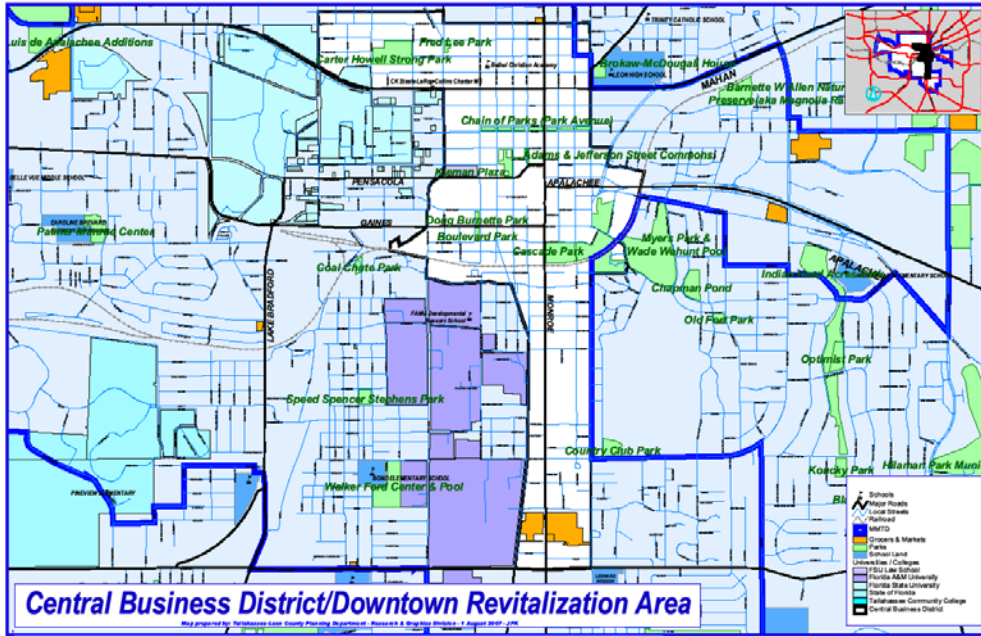
This Downtown Revitalization Area/Central Business District includes approximately 1.6 square miles and is home to approximately 3230 people (as of 2000 census). Any developments within the district that choose to obtain a transportation concurrency exemption must obtain certification that at least four of the listed mitigation strategies are used to reduce trips. These strategies are:

- parking for carpoolers
- charging for parking
- cash subsidies
- flexible work schedules
- compressed work weeks
- telecommuting
- transit subsidy
- bicycle and pedestrian facilities
- including residential units in the development

Transportation concurrency exemptions can also be granted for any development that is 100% residential.

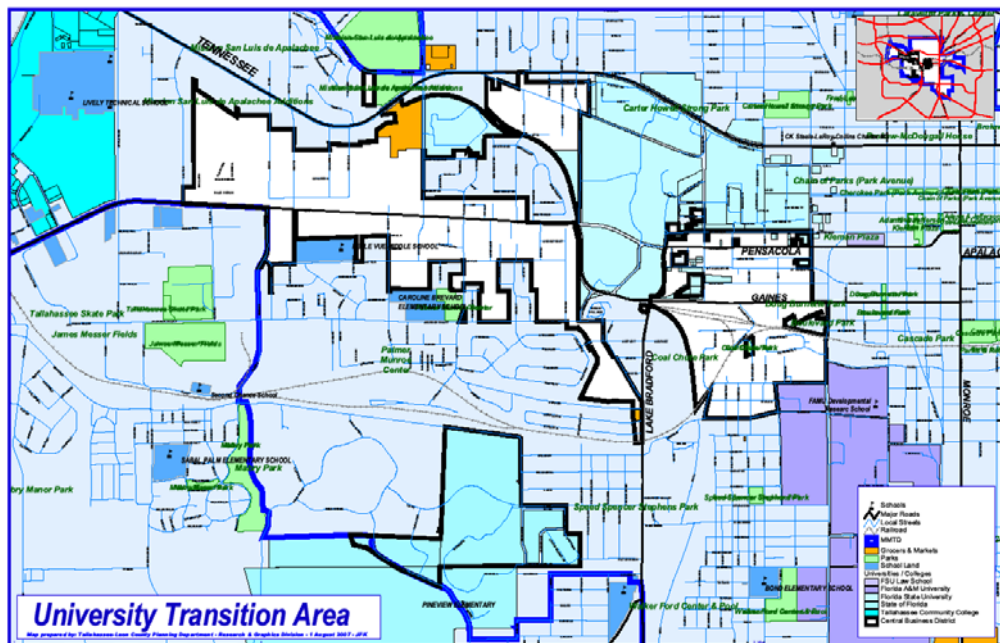


## WHAT IS A MULTIMODAL DISTRICT AND WHY DO WE NEED ONE?



The existing University Transition exception area is approximately 1.5 square miles and is home to approximately 14,700 people (as of 2000 census). In order to qualify for the exception, development must meet the following TOD requirements:

- 50% less off-site, on-street, or garage parking
- be within 1/8 mile of a transit shelter, or will pay to build a new one with amenities like sidewalk access, lights, and benches
- will provide funding for mass transit enhancement
- minimum density of 12 dwelling units per acre





### **Why This Approach Isn't Working**

Since the adoption of these exception areas 13 years ago, only 2 projects have taken advantage of the concurrency exception area provisions, and so we must conclude exception areas have done little to support infill and mobility.

Based on interviews with City concurrency and land use planning staff, the following reasons were cited for the low effectiveness of the current areas:

- The existing concurrency system gives 110% credit for existing trips on the site, so most new projects haven't needed the exception.
- The de minimus threshold has historically allowed new development to scale back in order to avoid tripping any concurrency problems.
- Only in the past five years or so have we really started to see the effects of the Urban Service Boundary (USA). It is only after development started reaching the edges of the Urban Service Area, along with higher gasoline prices and demographic shifts, that infill and redevelopment is starting to occur closer to downtown.
- The areas are small and don't necessarily connect residents to services or activity centers.
- The downtown TCEA does not provide enough clarity to support pedestrian scale design, nor does it include enforcement mechanisms.
- While roadway Level of Service is used to determine concurrency impacts of a project, there are no corresponding Level of Service standards for bicycling, walking, or transit. Therefore, new development is not evaluated on how it supports these modes.

It is especially ironic that during this same 12-year period Tallahassee experienced unprecedented development. Much of that growth occurred outside of the TCEA's yet very close to Downtown and the Universities, but was built to less efficient, suburban standards because of roadway concurrency. Upon examining these growth trends, it became apparent that the existing TCEA's were simply not large enough to truly address mobility. To be effective, a larger planning area will be needed so that people could actually be connected to their jobs, schools, and shopping.

### **Existing Policies in the Comprehensive Plan**

The following is a list of existing goals, objectives and policies within the *Tallahassee-Leon County Comprehensive Plan* that are relevant to the Multimodal District. On the positive side, these policies have resulted in good interconnection and bicycle and pedestrian facilities in many recent developments. However, they do not address traffic concurrency in any significant way, and thus have done little in the way of encouraging higher densities and mixed uses within the urban core. Also, there has historically been no significant measurement of transit quality of service, and limited methodologies for new development to mitigate impacts by funding transit facilities. As a result, several Mass Transit policies have not yet been implemented. In 2010, these

policies, along with the entire Transportation Element, will be updated to reflect goals identified during the Regional Mobility Plan development.

**Policy 2.1.5: [L] (City of Tallahassee) (Effective 7/16/90)**

Residential developments shall be designed to include a system of internal and inter-neighborhood circulation which promotes pedestrian and bicycle mobility. Within the Urban Service Area, sidewalks shall be required to provide pedestrian mobility.

**Policy 12.3.1: [L] (Effective 12/8/98)**

Improvements to enhance mobility within and access to the Central Core area shall include all modes of transportation, including sidewalks to promote pedestrian traffic.

### **VEHICLE TRIP REDUCTION**

**Objective 1.6: [T] (Effective 7/16/90)**

**Reduce vehicle trip demand, and impacts to the arterial and collector road system, by providing needed amenities in close proximity to population concentrations and encouraging interconnections between development and neighborhoods.**

**Policy 1.6.1: [T] (Effective 7/16/90)**

Emphasize land use densities and arrangements which support reduced travel demand and shorter trip lengths by:

- a) Promoting neighborhood parks to reduce the need for long distance transportation to recreation.
- b) Encouraging mixed-use development (with sufficient amenities) including the location of offices within sites to reduce auto trips, increase ride sharing, and encourage mass transit use.
- c) Developing and promoting the central business district as an 18-hour activity center, by providing housing, restaurants, and cultural activities to encourage use beyond working hours.

**Policy 1.6.2: [T] (Effective 7/16/90)**

Promote the development of pedestrian scale mixed use neighborhoods that incorporate residential, retail, employment and recreational opportunities on site and that minimize the volume of external vehicular trips by incorporating internal pedestrian and bicycle features and by locating within 1/4 mile of a mass transit route. Provide for incentives in the form of reduced street standards, reduced parking standards for retail and commercial and higher residential densities for projects which incorporate features to encourage walking and bicycle usage.

**Policy 1.6.3: [T] (Effective 7/16/90; Revision Effective 7/26/06)**

Land development regulations shall be established to require vehicular, pedestrian, and bicycle interconnections between adjacent, compatible development. The land development regulations shall also address the necessity of proper roadway location and design to mitigate the effects of through traffic.

**Policy 1.6.4: [T] (Effective 7/16/90; Revision Effective 7/26/06)**

Land development regulations shall be established to require vehicular, pedestrian, and bicycle interconnections between adjacent, incompatible developments if this interconnection has the potential to reduce the vehicular traffic on the external street system without negatively impacting either development. The land development regulations shall also address the necessity of proper roadway location and design to mitigate the effects of through traffic.

**Policy 1.6.5: [T] (Effective 7/16/90)**

Require the interconnection of adjacent commercial developments through the construction of off-street access ways.

**Policy 1.6.6: [T] (Rev. Effective 9/19/91)**

The City of Tallahassee and Leon County will adopt and maintain ordinances providing for safe and convenient on-site traffic flow, considering motorized and non-motorized vehicle parking. During the site plan review process, parking lot design, provision of sidewalks and bikeways facilities and provisions for mass transit vehicles will be evaluated, and included within developments based on need and consistent with provisions in local ordinances.

**Policy 1.6.7: [T] (Effective 9/19/91)**

A functional transportation network coordinated with FSU and FAMU master plans shall be incorporated to link universities and provide access to land uses within the University Transition land use category.

**Policy 1.6.8: [T] (Effective 9/19/91)**

Pedestrian mobility integrated into a linear park and open space system shall be planned to intra-connect various areas of downtown.

**Policy 1.6.9: [T] (Effective 7/1/04)**

All development plans shall contribute to developing a local and collector street and unified circulation system that will allow multimodal access to and from the proposed development, as well as access to surrounding developments.

**Policy 1.6.10: [T] (Effective 7/1/04)**

All development plans shall incorporate and continue all sub-arterial streets stubbed to the boundary of the development plan by previously approved development plans or existing development.

### **BICYCLE AND PEDESTRIAN**

**Objective 1.8: [T] (Effective 7/16/90)**

**Promote bicycle and pedestrian transportation by incorporating facilities into the existing and future traffic circulation system.**

**Policy 1.8.1: [T] (Rev. Effective 8/17/92)**

A revised Tallahassee-Leon County Bikeway plan showing existing and proposed routes shall be developed, adopted and maintained. Funding for bikeway and sidewalk projects will be included as an incidental cost of roadway multi-laning and upgrading projects and designated resurfacing projects. Additional funding sources will be identified on a continuous basis for construction of bikeway and sidewalk projects independent of other roadway upgradings.

**Policy 1.8.2: [T] (Effective 7/16/90)**

Establish and maintain a safe and effective system of bicycle lanes, bicycle paths, and sidewalks in conjunction with existing and planned roadways. Where design criteria allow and safe operation will occur, separate bicycle and pedestrian traffic from vehicular traffic. Access should be provided between neighborhoods, apartment complexes, shopping and employment centers, educational facilities, parks, and other traffic generators. Provide adequate and secure bicycle parking facilities at major destinations.

**Policy 1.8.3: [T] (Effective 7/16/90)**

Increase safety to those who choose to walk or ride a bicycle by educating the public on existing laws related to motor vehicle, bicycle and pedestrian operation and interaction. Enforce vehicle, bicycle and pedestrian regulations concerning obedience of traffic control signals and devices, use of pedestrian crosswalks, walking along the roadway, etc. Provide proper pavement markings and signage to enforce recognition of bicycle lanes and pedestrian crossings.

**Policy 1.8.4: [T] (Effective 7/16/90)**

Educate the population on the health benefits of personal, non-motorized modes of transportation.

**Policy 1.8.5: [T] (Effective 7/16/90)**

Within the Urban Service Area require private developers to include bikeways and pathways or sidewalks in proposed developments as identified in adopted governmental plans and development regulations.

**Policy 1.8.6: [T] (Effective 7/16/90)**

Encourage the State to include bicycle and pedestrian safety information in the state driver licensing and reexamination programs.

### **ROADWAY DESIGN**

**Objective 1.9: [T] (Effective 7/16/90)**

Incorporate into all transportation system decisions an aesthetic component by adopting polices which will result in a less intrusive roadway system.

**Policy 1.9.1: [T] (Effective 7/16/90)**

Require an integrated and comprehensive streetscape and landscape system for downtown and for arterials and collectors within neighborhoods.

**Policy 1.9.2: [T] (Effective 7/16/90)**

Adopt a City and County sign ordinance to control sign and billboard placement and limit lighted and motion activated sign usage.

**Policy 1.9.3: [T] (Effective 7/16/90)**

By 1994, the utilities coordinating group will study and address options to encourage the long-term burying of utility lines for all providers in Leon County. Priority will be given to areas where underground utilities can be incorporated into roadway construction and reconstruction projects. The coordinating group's analysis will present options for economic incentives, costs, and priorities. This Policy will exclude major transmission lines.

**Policy 1.9.4: [T] (Effective 7/16/90)**

Designate preferred entrance corridors into Tallahassee and maintain an aesthetically pleasing environment contained within and adjacent to the corridors.

**Policy 1.9.5: [T] (Effective 7/16/90)**

Require a scenic roadway assessment, environmental assessment, and landscape component in the planning and construction of new roads, and in the improvement of existing roads.

**MASS TRANSIT GOALS, OBJECTIVES, AND POLICIES**

**GOAL 2: (EFFECTIVE 7/16/90)**

**Develop and improve the mass transit system so that it becomes an alternative to the automobile as a means of transportation.**

**IMPLEMENTATION**

**Objective 2.1: [MT] (Effective 7/16/90)**

**In coordination with the Metropolitan Planning Organization, City of Tallahassee, and the Florida Department of Transportation, expand the integration of mass transit planning into the overall transportation delivery system by coordination of the short-range transit operations plan, long range transit feasibility plan and 2015 Transportation Plan development.**

**Policy 2.1.1: [MT] (Effective 7/16/90)**

Land use regulations shall be developed which emphasize pedestrian movement and the use of mass transit.

**Policy 2.1.2: [MT] (Effective 7/16/90)**

Systematically extend mass transportation routes through major residential neighborhoods in the urban area to major employment, shopping, business, recreational and other activity centers such as the airport.

**Policy 2.1.3: [MT] (Effective 7/16/90)**

Coordinate the location and design of office parks to foster ride sharing and mass transit use.

**Policy 2.1.4: [MT] (Effective 7/16/90)**

Discourage single occupancy vehicle use through innovative programs such as better bus stops and park and ride facilities. Such programs shall be part of the design criteria for new development.

**Policy 2.1.5: [MT] (Effective 7/16/90)**

Encourage the elimination of the subsidy of public employee parking to encourage ride sharing and mass transit use.

**Policy 2.1.6: [MT] (Effective 7/16/90)**

Devise a marketing strategy and campaign to inform the public on mass transit and to increase ridership.

**Policy 2.1.7: [MT] (Effective 7/16/90)**

The potential impacts upon mass transit shall be determined and utilized in evaluating highway projects when planning new roads or capacity expansions to existing roads.

**Policy 2.1.8: [MT] (Effective 7/16/90)**

The City of Tallahassee shall undertake a transit operations study to be completed by 1991 to establish the operating standards and methodology for expansion of the mass transit system. On an interim basis and for the purposes of concurrency, the adopted level of service shall be an increase in annual route mileage of 1%, unless this level of service is changed through a plan amendment.

**Policy 2.1.9: [MT] (Effective 7/16/90)**

Revisions to and expansion of mass transit services will be based on existing and major trip generators and attractors to provide efficient mass transit services.

**Policy 2.1.10: [MT] (Effective 7/16/90)**

Future mass transit planning for Tallahassee and Leon County will include provisions for determining the location of mass transit terminals.

**Policy 2.1.11: [MT] (Effective 7/16/90)**

To provide efficient mass transit for Tallahassee and Leon County, future mass transit planning will address population size, income, age and special needs.

### MASS TRANSIT ALTERNATIVES

**Objective 2.2: [MT] (Effective 7/16/90)**

**By 1992, adopt a plan for expanding the mass transit system beyond buses.**

**Policy 2.2.1: [MT] (Effective 7/16/90)**

Initiate a study to evaluate the alternative types of mass transit in relation to their potential use in the City.

**Policy 2.2.2: [MT] (Effective 7/16/90)**

Develop a long range master plan for building the mass transit system type determined to be most feasible in Policy 2.2.1.

### PROTECTION OF FUTURE MASS TRANSIT CORRIDORS

**Objective 2.3: [MT] (Effective 7/16/90)**

**By 1992, develop a plan that identifies future mass transit rights-of-way and corridors and provides means of protecting and acquiring such areas.**

**Policy 2.3.1: [MT] (Effective 7/16/90)**

Existing and future mass transit rights-of-way and corridors shall be identified as a part of the comprehensive plan for integrating mass transit into the existing transportation system.

**Policy 2.3.2: [MT] (Effective 7/16/90)**

Incentives to encourage the donation of mass transit rights-of-way and corridors shall be developed.

**Policy 2.3.3: [MT] (Effective 7/16/90)**

Development agreements and land use regulations shall be utilized to preserve future mass transit corridors.



**FUNDING OF MASS TRANSIT**

**Objective 2.4: [MT] (Effective 7/16/90)**

**By 1992, alternative and innovative funding sources shall be developed to support an effective mass transportation system.**

**Policy 2.4.1: [MT] (Effective 7/16/90)**

Mass transit shall be regarded as a vital public service with increased funding to allow it to compete with the private automobile on an equal basis.

**TRANSPORTATION FOR DISADVANTAGED**

**Objective 2.5: [MT] (Effective 7/16/90)**

**By 1992, provide for full implementation of the requirements of Chapter 427, Florida Statutes regarding coordination of public and private transportation providers in meeting the needs of the transportation disadvantaged.**

**Policy 2.5.1: [MT] (Effective 7/16/90)**

A needs assessment of the transportation disadvantaged shall be undertaken.

**Policy 2.5.2: [MT] (Effective 7/16/90)**

An assessment of existing public and private transit programs shall be undertaken with an analysis to determine unmet needs.

**Policy 2.5.3: [MT] (Effective 7/16/90)**

A strategy to meet identified unmet needs shall be developed with emphasis being given to meeting the needs of the transportation disadvantaged (i.e., those individuals who because of physical or mental disability, income status, or age are unable to transport themselves or to purchase transportation).

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**“Nationally, we expect 94,000,000 more people in 2030 than there were in 2000**

**About half the homes, office buildings, stores, and factories needed do not exist today...**

**The U.S. can save over \$100 billion in infrastructure costs over 25 years by growing compactly.”**

*Source: The Brookings Institute & The Urban Land Institute*

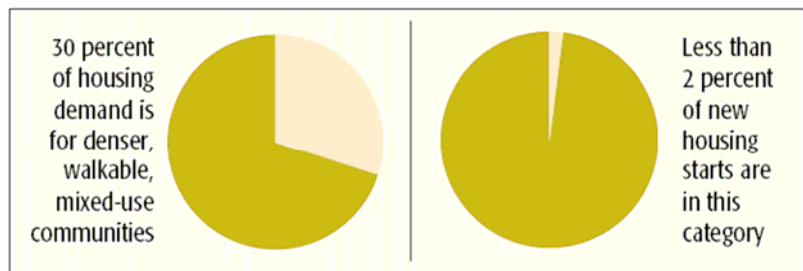
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## REASONS FOR A NEW STRATEGY

Clearly, the strategies of the past aren't working as they were intended. So it's time to step back, look at where we are going, evaluate what situations have changed, clarify our goals, and then clarify new strategies in light of what has been learned. In addition to being the first step toward setting realistic goals, understanding potential challenges can highlight potential opportunities.

### Changing Demographics

Today's fastest growing households are young professionals, empty nesters, single parents, couples without children, and senior citizens. Studies indicate that 30% of the current housing demand is for denser, walkable, mixed-use communities, however less than 2% of new housing starts are in this category. AARP reports that 71% of older households currently want to live within walking distance of transit. By 2020, 40% of the U.S. population will be older adults and many will be unable to drive. In fact, one-fourth of today's 75+ age group does not drive.



Source: [www.reconnectingamerica.org/html/TOD](http://www.reconnectingamerica.org/html/TOD)

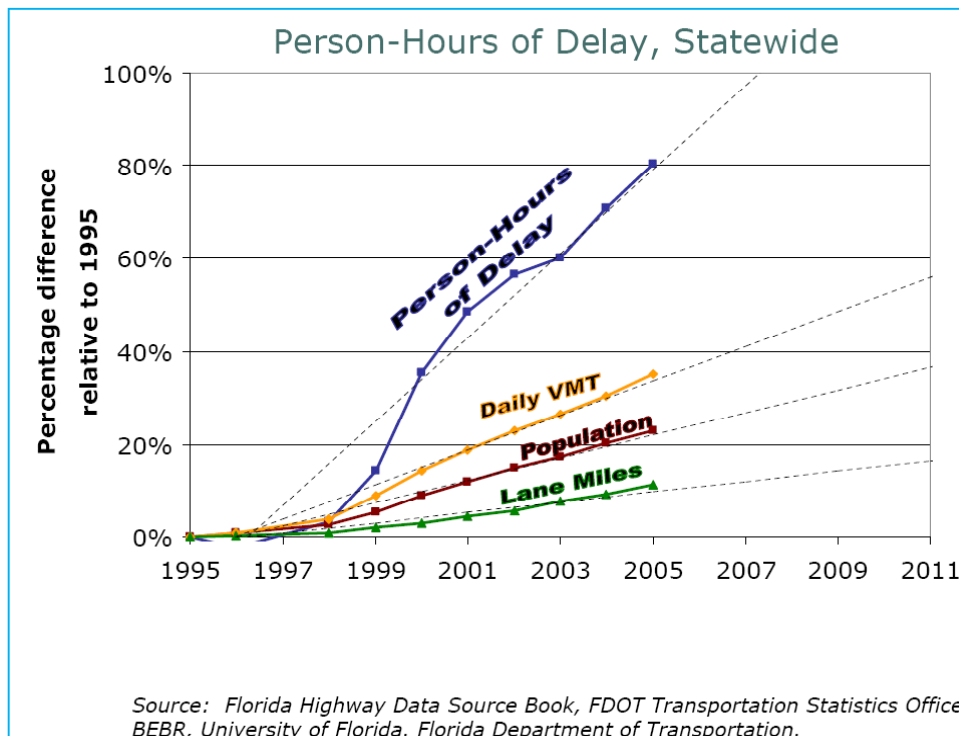
## Gas Prices, Travel Behavior and Housing Demand

Higher gas prices appear to be changing behaviors and preferences of many Americans. Nationally, there has been a dramatic increase in transit ridership (See My 10, 2008 New York Times article, Appendix B. A recent CBS poll indicated that 73% of people are now considering living in the city (from a story aired on June 23, 2008). Locally, StarMetro documents a 15% increase in transit ridership from May of 2007 to May of 2008. On the 80X express route from Bradfordville to Downtown to Southwood, there has been a 500% increase since December of 2007, and often there is standing room only.

## Population Growth

The population of Leon County is estimated to increase by 100,000 (33%) by 2030. This population growth far outpaces the roadway construction budgets available for future decades. As seen in the graph at right, relative to lane miles constructed, the population is growing twice as fast, daily vehicle miles traveled (VMT) is growing 3.5 times faster, and person hours of delay, about 8 times faster. Higher gas prices have, for the first time in decades, resulted in a reduction in miles traveled. However, new technologies are likely to increase fuel efficiency in future years, so increased traffic must still be considered.

**A University of California study showed that on average 90% of new road capacity is used within 5 years of the road opening.**



Graphic from Florida Department of Transportation

**We Just Can't Build Our Way Out - Funding Challenges**

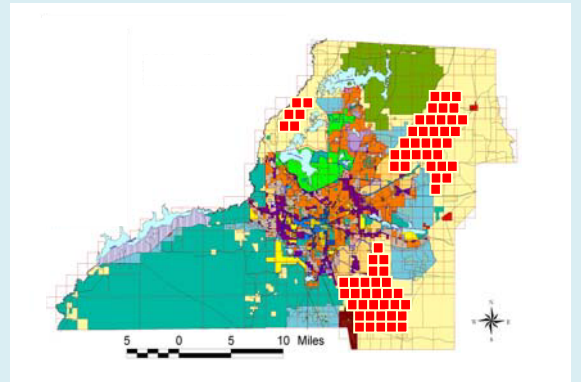
- *Higher construction costs.* In many cases, the cost of roadway construction has increased four and five fold, or more, over the last decade, greatly reducing the number of capacity projects planned for the next 20 years. While costs have leveled some, the price tag for right-of-way and road construction is still staggering. One reason is that China is currently constructing a massive national infrastructure, as the United States did after World War II, and this has raised the global prices of construction materials. Another is that asphalt is derived from oil, so as the price of oil increased, so does construction.
- *Gas taxes.* Gas taxes, which have historically funded infrastructure improvements, have not risen with inflation, so their purchasing power has eroded as construction costs have risen. Also, with higher gas prices, gas consumption has decreased. Reduced consumption has many positive aspects, but it also means less money for transportation infrastructure.
- *Past policy subsidized sprawl.* In hindsight governments can see that trying to build roads to meet demand has only led to more congestion and inefficient land use patterns. As seen in the sidebar, there are very different costs to the community for various development patterns.

***“For every dollar in revenue Grady, Thomas, and Leon County receive from farm and forest land, they are only paying out between \$0.38 and \$0.67 to provide services.***

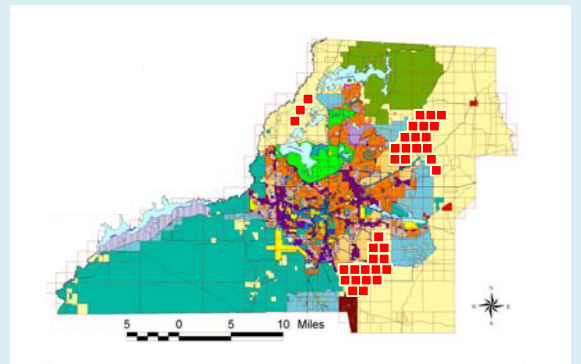
***For every dollar generated by residential development, the counties pay between \$1.38 and \$1.72 in services.”***

**THE COST OF COMMUNITY SERVICES: The Value Of Agricultural Lands & Open Space In The Red Hills Region Of Southwest Georgia & North Florida, Tall Timbers Research Station**

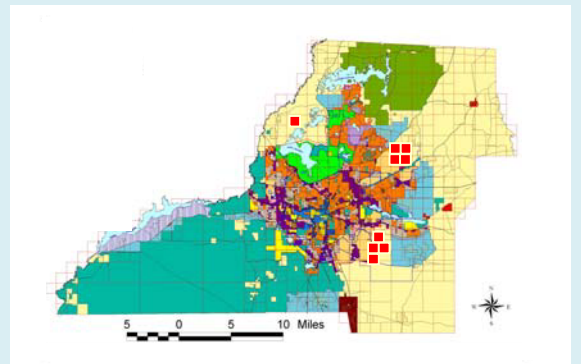
**Land Needed to Accommodate Leon County's Projected Increase of 104,000 People by 2030 Based on Various Development Scenarios**



<b>1 acre lots = 72 square miles</b>	
<b>Lane miles to serve:</b>	<b>795</b>
<b>Cost for major roads:</b>	<b>\$9,552,000,000</b>
<b>Cost per household:</b>	<b>\$208,040</b>



<b>1/2 acre lots = 36 square miles</b>	
<b>Lane miles to serve:</b>	<b>384</b>
<b>Cost for major roads:</b>	<b>\$4,608,000,000</b>
<b>Cost per household:</b>	<b>\$100,361</b>



<b>1/8 acre lots = 9 square miles</b>	
<b>Lane miles to serve:</b>	<b>84</b>
<b>Cost for major oads:</b>	<b>\$1,008,000,000</b>
<b>Cost per household:</b>	<b>\$21,954</b>



**THE COST OF COMMUNITY SERVICES,  
Tall Timbers Research Station**

### **Regulatory Challenges**

- *2005 Growth Management Act.* With the adoption of Senate Bill 360, stricter standards for monitoring over capacity roadways were applied, and localities must show there are cost feasible capacity projects in the Capital Improvement Program prior to approving developments that would push the roadways over capacity.
- *Connecting population centers to activity centers.* The original Transportation Concurrency Exception Areas were limited in size, and therefore did not provide opportunity to truly plan for mobility by connecting residents to the offices, schools, shopping, and entertainment they utilize. The disconnected nature of the areas also makes it difficult to provide development mitigation options that support general mobility.
- *Level of Service standards for other modes.* One major reason the existing Transportation Concurrency Exception Areas have not worked is that there was no mechanism to tie the development to measurable improvements to the pedestrian, cycling, or transit facilities.
- *Many other, disconnected efforts and planning areas.* As a result of the Bike/Ped Master Plan, Gaines Street Revitalization, Southern Strategy Sector Plan, the Community Redevelopment Areas, the Downtown Improvement Authority, and the Neighborhood Renaissance program, much of the outreach and needs assessment has already been completed. But nothing has been done to tie all these plans together, and to connect them to a funding source for needed infrastructure.



- *Greenhouse gas reduction requirements.* Recent state legislation now requires local government to include green house gas reduction strategies in their Comprehensive Plans, and these strategies must include policies to support compact, efficient land use.

### **Community Character Challenges**

- *Lack of housing near universities & college degrades neighborhoods.* When densities near the universities and college are problematic due to roadway constraints, pressure for apartment or condominium housing is placed on surrounding neighborhoods. This pressure has over time forced some homeowners to leave what were once stable neighborhoods.
- *Traffic patterns create barriers.* Traffic patterns designed to move the most cars in the most efficient manner now serve as barriers to pedestrian and bicycle movements. Large arterials like Monroe, Apalachee Parkway & Tennessee Street pose unpleasant and sometimes dangerous barriers between population centers, shopping, and entertainment.
- *Lack of design standards.* Past attempts to introduce mixed use or higher density residential uses near established neighborhoods have raised concerns over aesthetics and property value. Often, neighborhoods may be willing to support higher density or mixed use developments if they can be assured the design will be pedestrian friendly and of high quality.

### **Personal Choice & Finances**

The automobile became, and still is, popular because of the freedom it offered individuals to go wherever whenever they wanted. Ironically, however, in many ways the automobile has now removed the element of choice. In many cities, it is near impossible to find an affordable home where you have transportation options. Most new homes are built in subdivisions that are separated from stores, schools, services, and churches and it is often too far or too dangerous to try to walk or cycle to them. The lower densities and spread out nature of development also means it takes longer for buses to make their routes, and bus stops are often a long way from a person's front door.

The automobile still makes sense for many trips, but because growth has centered on access by the auto for so long, living a normal life is difficult for those who don't or can't drive. Increased gas prices has made this evident on a broader scale as many families struggle to balance travel to and from work with paying bills or buying groceries. For example, even before this year's surge in oil prices, the Atlanta Journal-Constitution reported that the average Atlanta family spent 29% of their income on housing costs and 32% on transportation costs for a total of 61%. ("Transportation makes Atlanta very unaffordable, " 06/11/07)

**...households earning less than \$50,000 spend on average 3 times more per year on transportation than they do on retirement, pensions, and Social Security.**

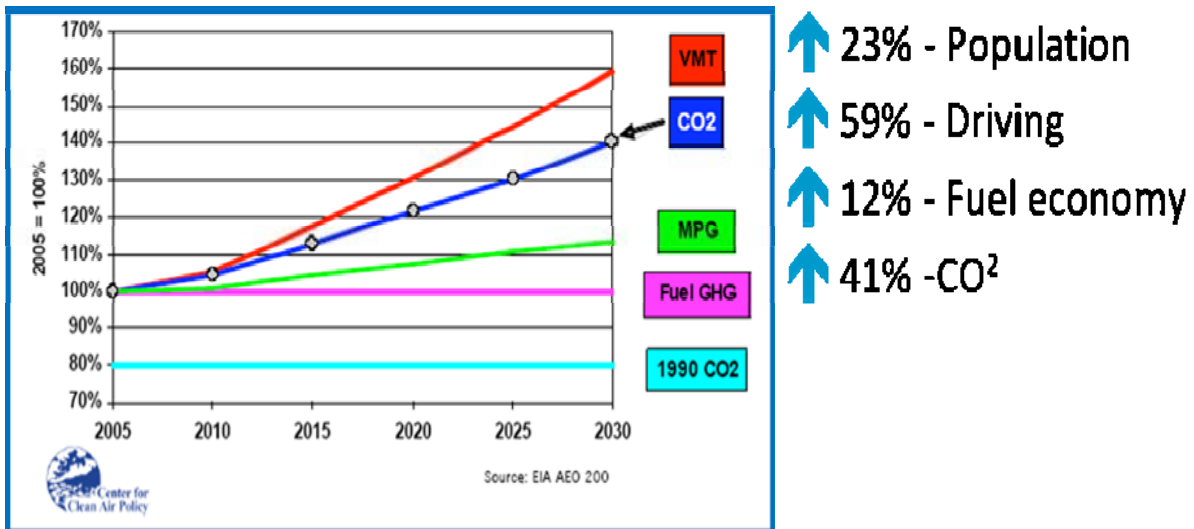
Source: DRIVEN TO SPEND: Pumping Dollars out of Our Households and Communities; Center for Neighborhood Technology: Strategies for Livable Communities



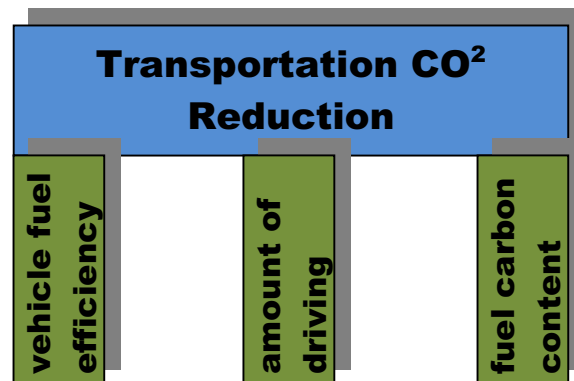
**The Environment**

Transportation accounts for a full third of CO<sub>2</sub> emissions nationally, and 46% in Florida. Even with the best possible scenario of technological advances in fuel efficiency and emissions, current population and development trends would result in a 46% increase in greenhouse gasses in the state of Florida. Clearly, technology alone is not the answer.

**“...growth in driving overwhelms planned improvements in vehicle efficiency and fuel carbon content.”**  
*-Center for Clean Air Policy*



Any meaningful greenhouse reduction plan must also include compact and efficient land use. In the research document, *Growing Cooler: The Evidence on Urban Development and Climate Change*, the Urban Land Institute and Smart Growth America recommend a “Three-Legged Stool” for carbon reduction from automobiles.



Finally, sprawl means that rural, agricultural, and forest lands, along with the ecosystems within them, are lost. As seen in the sidebar on page about funding challenges, more compact development saves both land and money.

**Energy Independence**

As with green house gas reduction, energy independence cannot be solved with technology and new resources alone. Land use strategies that support pedestrian, cycling and transit modes will also be necessary to make significant gains.

**The Public Transit Association estimates a 10% increase in daily trips by transit would result in a 40% reduction in demand for foreign oil.**

**10%**

**=**

**40%**

**Increase in transit for daily trips**

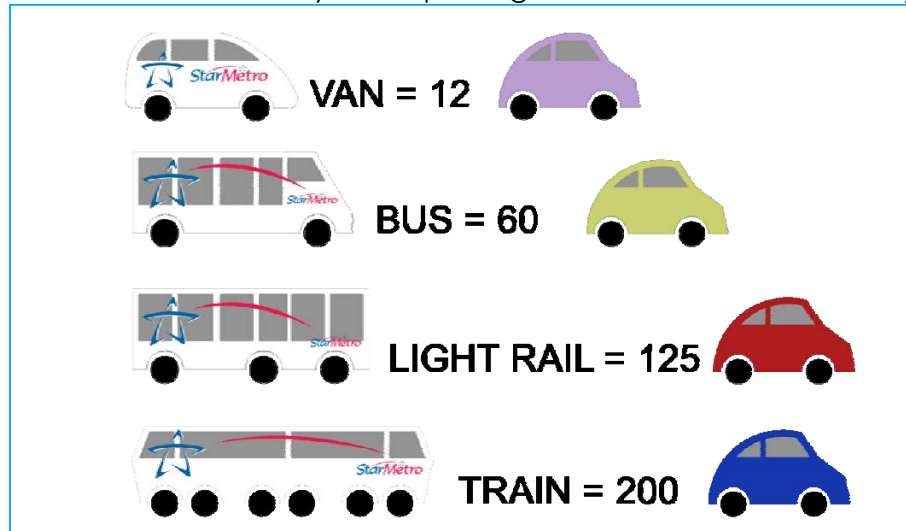
**Reduction in demand for foreign oil**

(as much as we import from Saudi Arabia)

## FIRST STEPS TOWARD A SOLUTION: THE PROPOSED MULTIMODAL DISTRICT

To begin dealing with these challenges, our community must and comprehensively address the issue of mobility by addressing not only concurrency, but also land use and design. That is why the City Commission and Board of County Commissioners initiated the comprehensive plan amendment to create a Multimodal Transportation District for a large section of central Tallahassee. A key underpinning of this District is transit. By building a strong transit infrastructure, we will build more capacity to move people, not just cars.

### How Transit Takes Cars Off the Road



This proposed district comprises approximately 18.2 square miles and is home to approximately 70,000 people. As seen in the table below, this is significantly larger than the existing TCEA's.

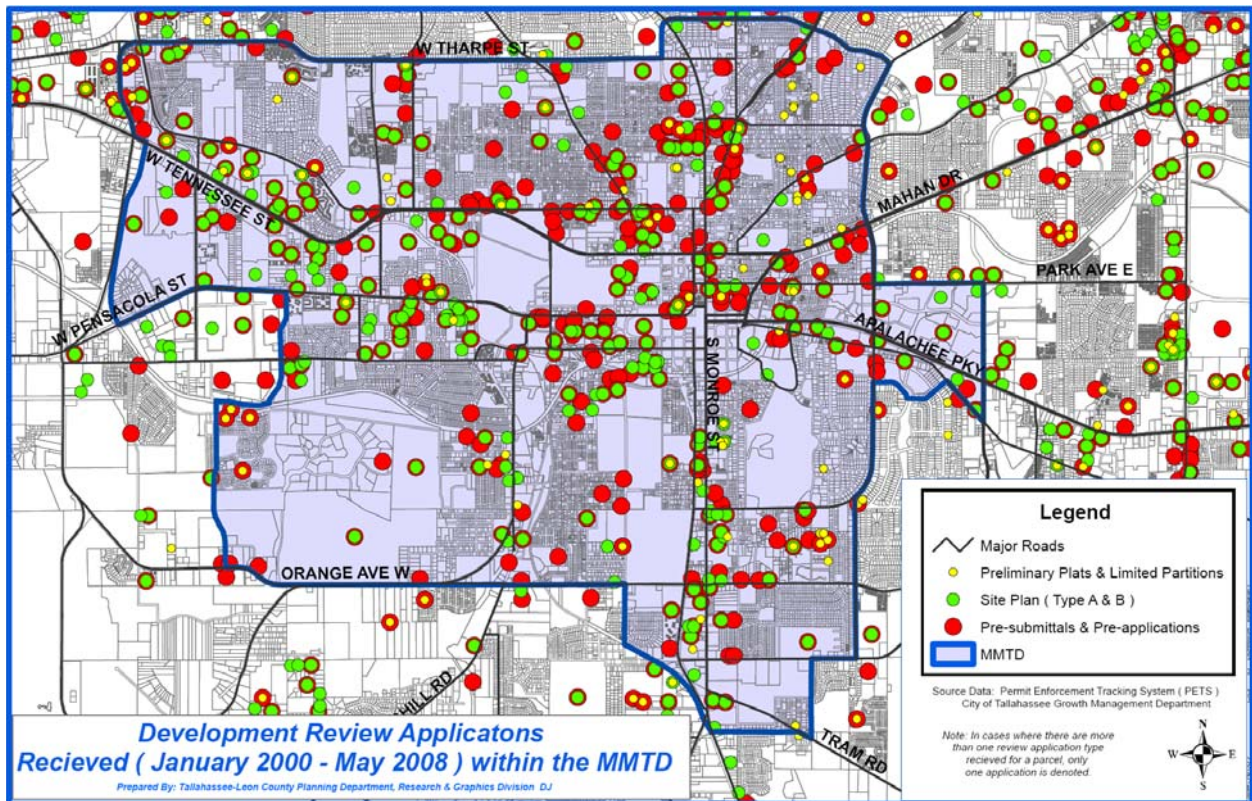
Comparison of Existing TCEA's to the Proposed MMTD		
District	Area (square miles)	Population (2000 Census)
University Transition	1.5	14,700
Central Business District	1.6	3,230
MMTD (proposed)	18.2	69,076

## WHAT IS A MULTIMODAL DISTRICT AND WHY DO WE NEED ONE?

The reason for this significant expansion is that the City Commission and Board of County Commissioners directed staff to develop a solution that truly supports mobility in the central core of the city. In order to effectively connect population centers with work, services, schools, and entertainment, the area had to be large enough to include Downtown, Midtown, FSU and its southwest facilities, FAMU, TCC, Governor's Square Mall, and Innovation Park. True to the quote to the right, much of the outer parts of the District was developed after World War II and was based on ease of access for automobiles, not people. Low intensity commercial with large parking lots is common along major roadways. However, as seen from the graphic below, many of these parcels are ripe for redevelopment. With the right zoning standards and with flexibility in roadway concurrency, redevelopment can occur in a much more compact, efficient manner that supports walking, cycling, and transit.

**“From World War II until very recently, nearly all new development has been planned and built on the assumption that people will use cars virtually every time they travel.”**

*- Growing Cooler: The Evidence on Urban Development and Climate Change*



In addition, quite a few planning efforts have already taken place within the Multimodal District over the past five years, and a significant amount of public participation has generated specific recommendations for policy and infrastructure. These subarea plans mean that much of the work to guide redevelopment has already been done – the Multimodal District simply brings them under a unifying umbrella and provides a mechanism for implementation. These other related planning efforts are reviewed in Chapter 3 and also in Appendices C & D. A summary of land use regulation changes already made is included in Chapter 5.

### **How Was This Boundary Developed?**

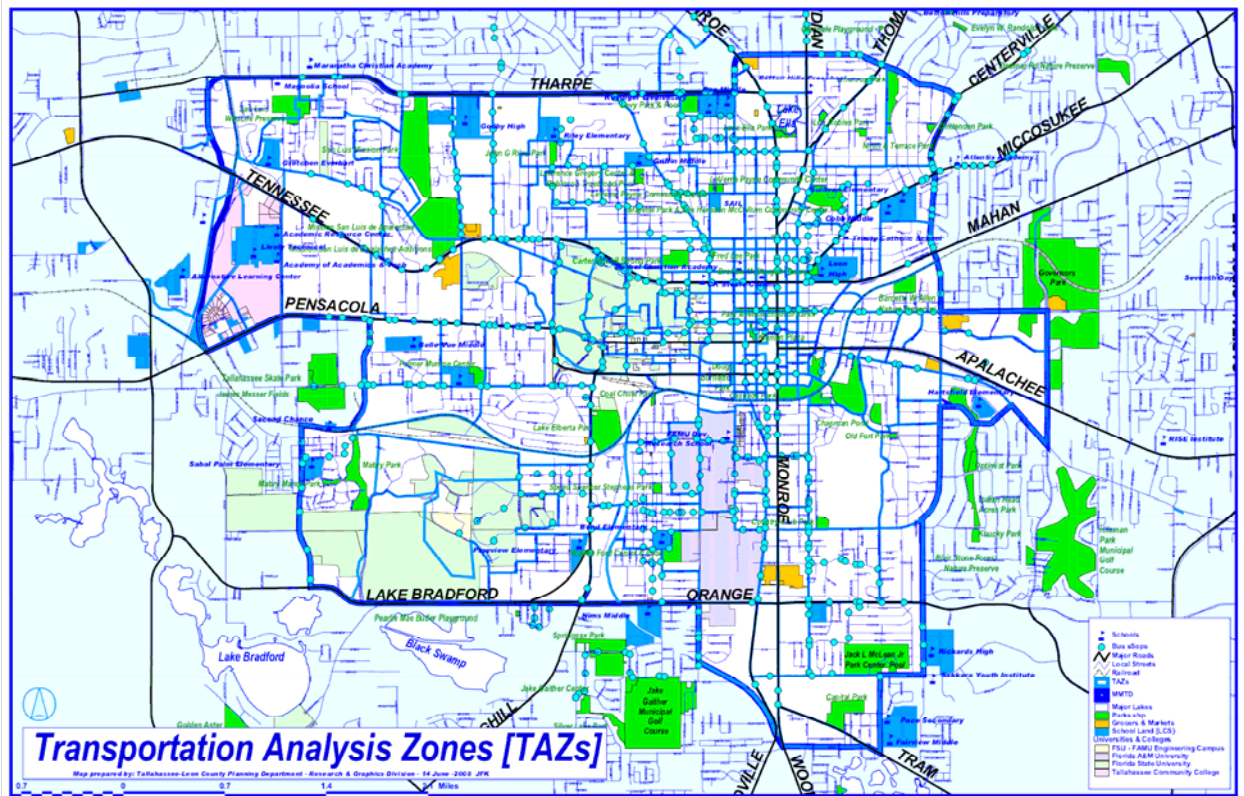
The *FDOT Multimodal Transportation Districts and Areawide Quality of Service Handbook* (henceforth referenced as “Multimodal Handbook”) states that, in addition to transit service, there are five major characteristics that support multimodalism:

- *Appropriate Scale of Development*
- *Density* to support transit use
- *Urban Design* to provide a safe and pleasant walking/biking environment
- *Mixture of Uses* to support easy access between residential & nonresidential uses
- *Interconnectivity* to allow easy walking and biking

Therefore, any proposed MMTD would need to be an area(s) which has these characteristics, or that could be made to support development of them as infill takes place. With these four principles in mind, the proposed MMTD boundaries were generated as follows:

- 1) An analysis of the existing land use and zoning designations was conducted using GIS. A draft boundary around the central core was generally drawn to include those zoning districts which were developed at, or that allowed, eight units or more per acre. This is the minimum desirable density for generating enough transit riders to support buses coming every 30 minutes.
- 2) This boundary was then compared to the Transportation Analysis Zone (TAZ) boundaries. This is important because the transportation data must be reported biannually, and the TAZ data includes workforce and other pertinent information.





- 3) The boundaries were then reviewed in more detail to ensure no parcels were split by the line.
- 4) This initial boundary was discussed at several public meetings and with City and County staff. The result was an expansion of the initial boundaries to include more of the southwest facilities of FSU, more areas between Mission and Tharpe on the Northwest because many parcels in these areas have good redevelopment potential. Midtown neighborhoods and businesses on the northeast, and following the length of Magnolia Drive, were also added to correspond to the existing Central Core boundary in the Comprehensive Plan and to support the pedestrian oriented redevelopment that has already begun in this area.

**Significant Benefit Concept & Proportionate Fair-Share for Multimodal Improvements**

The previous section explained what concurrency is and how it sets standards for congestion on roads. However, it hasn't always worked the way it was intended, and many roads have become backlogged in recent decades. In response, the 2005 Growth Management Act mandated that local governments adopt a proportionate fair-share methodology to allow development on over capacity roads to pay its fair-share of correcting any deficiencies. Without this methodology, if a road is overcapacity, development either had to pay the full amount to correct the deficiency, or be denied. The intent of the proportionate fair-share methodology is to



allow a development to pay only for the proportion of impacts created by that one development, versus paying to correct the problem completely (which could be prohibitively expensive).

However, in order for the local government to take this proportionate fair-share money, there must be a “financially feasible” project in the local government’s Capital Improvements Program. In other words, local government must know what it is going to construct with the money taken in, and have the matching funds to complete the project.

The problem with this is that road projects are so expensive, local government often has no matching funds. Therefore, development has no project to pay its fair-share toward, and the development is pushed into surrounding areas, forcing sprawl.

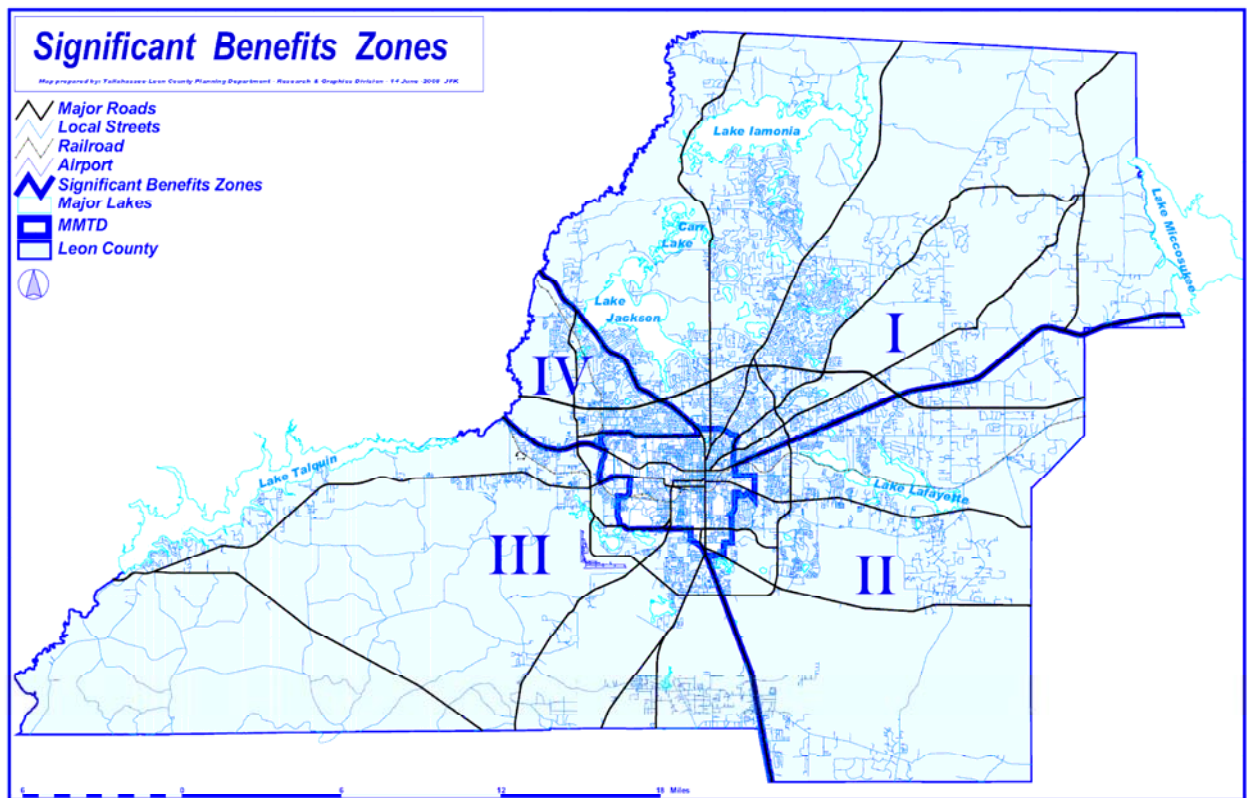
Recognizing that at times there won’t be enough matching funds to correct all deficiencies, the new legislation also includes language allowing the local government to use proportionate share mitigation for a project that will “significantly benefit” the transportation system, even if the specific impacted road is not corrected. The City of Tallahassee and Leon County have developed a system based on this provision.

This “significant benefit” concept, based on FS 163.3180(16)(f), is a County-wide approach to funding mobility through proportionate share funds. The County is divided into five districts, with the central, fifth district being the Multimodal District. Each district has a priority list. When a development application is submitted, it will be assessed a proportionate fair-share mitigation depending on its impacts to all affected roads. But instead of being spread out over several projects, mitigation money will then be used to fund the highest ranked significant benefit project for that district.

### **Chapter 163.3180(16)(f), Florida Statutes**

“If the funds in an adopted 5-year capital improvements element are insufficient to fully fund construction of a transportation improvement required by the local government’s concurrency management system, a local government and a developer may still enter into a binding proportionate-share agreement authorizing the developer to construct that amount of development on which the proportionate share is calculated if the proportionate-share amount in such agreement is sufficient to pay for one or more improvements which will, in the opinion of the governmental entity or entities maintaining the transportation facilities, significantly benefit the impacted transportation system. The improvements funded by the proportionate-share component must be adopted into the 5-year capital improvements schedule of the comprehensive plan at the next annual capital improvements element update. The funding of any improvements that significantly benefit the impacted transportation system satisfies concurrency requirements as a mitigation of the development’s impact upon the overall transportation system even if there remains a failure of concurrency on other impacted facilities.”

**Under this system, 20% of the proportionate fair-share funds from the outer districts and 100% of the funds from the Multimodal District would go toward bike, pedestrian, and transit improvements.** Chapter 5 will explain the specifics of proportionate share in the Multimodal District, which will have a Mobility Fee based on a “cost per trip” calculation of proportionate fair-share. Chapter 5 also includes a list of the proposed pedestrian, bicycle, and transit infrastructure projects.



This “Significant Benefit Concept” will be implemented via a Memorandum of Agreement (included as Appendix E) between the City of Tallahassee, Leon County, and the Department of Community Affairs. It is expected to be formally approved in the fall of 2008. Regardless of the approval status of this County-wide system, the proposed Mobility Fee is expected to become effective concurrent with the Multimodal District Comprehensive Plan Amendment.

## **Addressing the Elements Needed for a Multimodal District**

The remainder of this *Plan* describes how the Tallahassee-Leon County Multimodal District addresses or will address the five elements of a multimodal district:

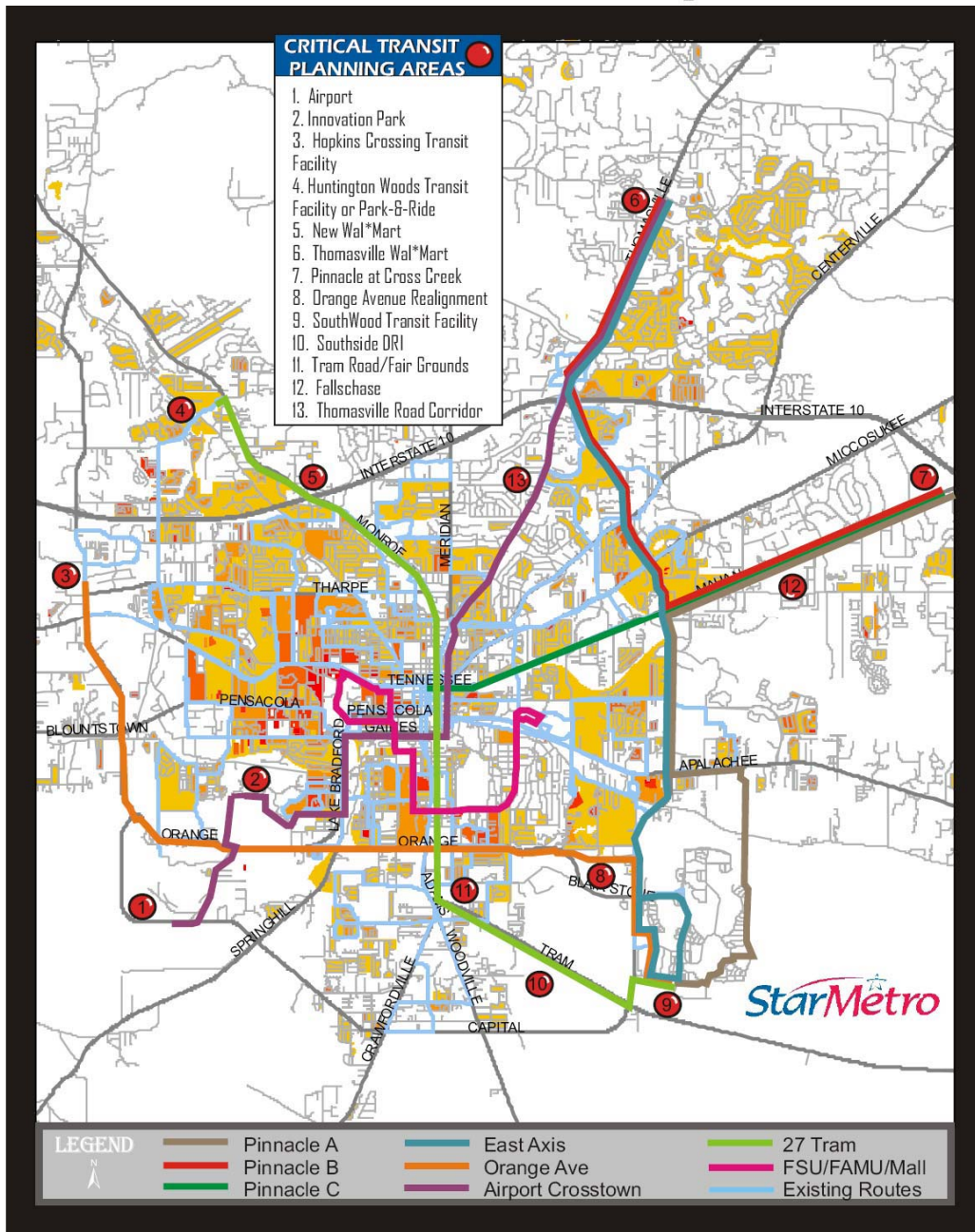
1. **Appropriate scale of development** – there should be a critical mass of people and jobs within the district.
2. **Transportation**
  - *Bicycle, pedestrian, and transit facilities*
  - *Network connectivity* – there should be an interconnected network of streets designed to encourage walking and bicycling, with traffic-calming where desirable.
  - *Regional connectivity* – there should be bicycle and transit connections to and from significant regional destinations.
  - *Level of service* – the level of service of bike, pedestrian, and transit facilities should be measured in relation to adopted goals.
3. **Urban design** – architectural, road, and site design should create a safe, comfortable, and attractive pedestrian environment, such as buildings addressing the street and opening onto sidewalks and parking located to the rear or side of buildings so as not to disrupt sidewalks.
4. **Land use**
  - *Mix of uses* – there should be a complementary mix and range of land uses, including educational, recreational, and cultural uses.
  - *Organization, densities, and intensities* - daily activities should be within walking distance of residences and jobs, and there should be a high number of jobs and residences to support frequent transit stops.
5. **Linking land use and transportation** – there should be appropriate densities and intensities of uses within walking distance of transit stops.
  - *Areawide quality of service* – the overall measure or perceived performance of pedestrian, bicycle, and transit facilities service from the user's point of view.
  - *Performance targets* – there should be measurable performance targets to guide investments by the public and private sectors in enhancing the pedestrian, bicycle, and transit environment.

The Table at the beginning of this section shows how the existing population and size of the district meet the standards for appropriate scale recommended by DOT. Chapter 4 discusses transportation level of service, performance targets, infrastructure, and funding to create the needed pedestrian, bicycle and transit facilities. Finally, Chapter 5 discusses the role of zoning in supporting desirable land uses and urban design.

**Next Steps – Regional Transfer Stations & The Regional Mobility Plan**

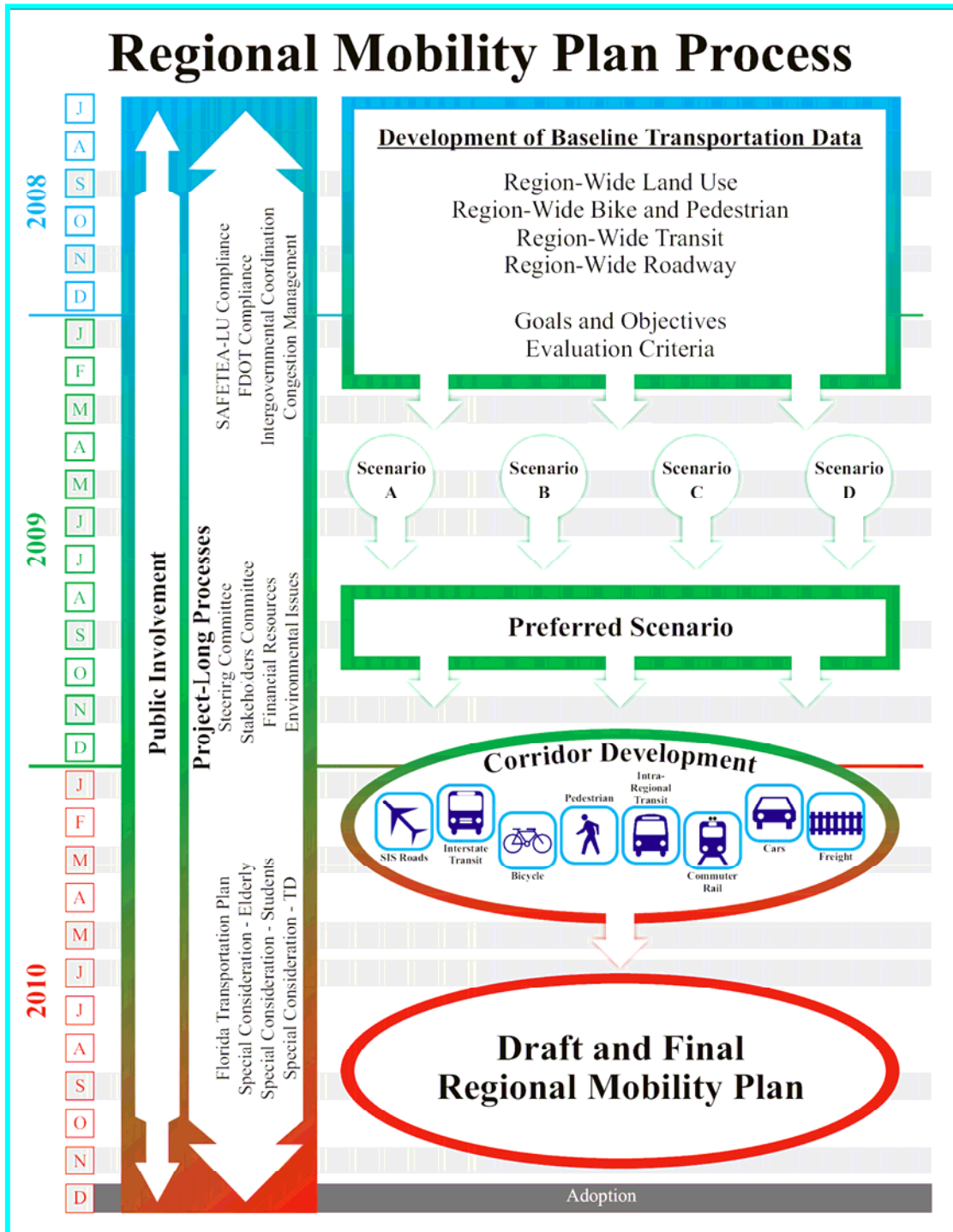
The Multimodal District is only the first step to address the huge challenges facing transportation and community planners. Currently, StarMetro staff is working with several large developments in Leon County to provide land for regional transfer stations as part of their transportation mitigation. These transfer stations will support the route recommendations below.

**Future Route Recommendations with Population Densities**





Also, the Capital Regional Transportation Planning Agency has begun the Regional Mobility Plan, which will include a visioning effort with the community. The end result will be a comprehensive strategy to guide land use decisions in conjunction with bike, pedestrian, transit, and roadway infrastructure investment.



## WHAT IS A MULTIMODAL DISTRICT AND WHY DO WE NEED ONE?

Depending on the results of the visioning effort, more multimodal districts may be developed in future years and decades to support pedestrian and bicycle friendly design with convenient transit connections throughout the region.

### Possible Regional Population Centers That Could be Connected by Transit

