

**Board of County Commissioners  
Leon County, Florida**

**Workshop on:  
Tallahassee-Leon County Greenways Master  
Plan**

**2:00 – 3:00 p.m.  
Tuesday, July 13, 2004**

**Leon County Board of County Commissioner Chambers  
Leon County Courthouse, 5<sup>th</sup> Floor**

**This document distributed: July 7, 2004.**

## **Board of County Commissioners**

### **Workshop Request**

Date of Meeting: July 13, 2004

Date Submitted: July 7, 2004

To: Honorable Chairman and Members of the Board

From: Parwez Alam, County Administrator  
Vincent S. Long, Assistant County Administrator *V.S.L.*  
Wayne Tedder, Planning Department Director *W.T.*

Subject: Update on Greenways Master Plan

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#### **Statement Of Issue**

The purpose of this workshop is to provide the Board an update workshop on the status of the Tallahassee-Leon County Greenways Master Plan (Attachment #1).

#### **Background**

The Tallahassee-Leon County Greenways Master Plan implements Policy 6.1.3 (Attachment #2) of the Conservation Element in the Tallahassee - Leon County Comprehensive Plan, incorporates planned greenways in Blueprint 2000 and other documents, and is intended to provide a more rational and efficient approach to an existing multi-year, multi-objective program of voluntary land acquisition and development of greenways and greenway trails.

Greenways are corridors of protected open space that are managed for conservation or recreation. They may connect urban and rural areas, such as natural rivers and wetlands and managed parks and forests, to create regional (or larger) "green infrastructure." Greenways may be comprised of linear spaces adjacent to natural corridors; landscaped facilities for pedestrian or bicycle use; open spaces between parks, preserves, or historic sites and population centers; scenic or utilitarian corridors (e.g., power line rights-of-way); or other strips of land designated as parkway or greenbelt. Many greenways are comprised of environmentally sensitive features and areas not suitable for urban development.

A countywide greenways system was formally conceived and preliminarily mapped in 1994. This system was accepted and endorsed by the Board (and the City Commission) in 1995, and in 1996 the network received recognition from 1000 Friends of Florida and the Governor's office for its scope. Staffs in Planning, Public Works, and Parks and Recreation have worked since the inception of the Greenways program to acquire key properties and to create management plans that support recreation, preserve open space, and protect and restore habitat.

To date, over 4,560 acres have been secured through the Greenways program (Attachment #3). The total value of the land acquired is about \$42 million (an average cost of about \$9,200 per acre for both urban and rural land). Roughly \$3.40 in cash or donated property has been leveraged for each dollar spent of local funds.

### Greenways Master Plan

The Greenways Master Plan updates and consolidates programs, policies, and initiatives previously submitted to the Board for consideration. These include:

- Listing all properties acquired, including their costs and cost sharing;
- Utilizing more accurate and up-to-date natural resources and regulated environmental feature maps;
- Utilizing new maps of conservation easements recorded by local government and non-profits;
- Promoting the concept of joint-use or co-located facilities (e.g., trails within utility corridors);
- Coordination and consistency with the latest regional (multi-county) planning for greenways;
- Proposing new trail facilities;
- Coordination and consistency with the newly-adopted Bicycle-Pedestrian Master Plan; and
- Taking advantage of expanded funding for greenways through the state Florida Forever program and the local Blueprint 2000 program.

The Plan builds upon the original greenway program concept, and also incorporates community-driven projects such as specific greenway corridors highlighted by Blueprint 2000. Whereas Blueprint 2000 borrowed from the conceptual greenway network and tied greenway design to other capital improvements, the Greenway Master Plan refines these alignments further, defining where feasible specific parcels needed to implement a project, and proposes specific strategies for acquisition, funding, and management.

### Public Involvement

This Master Plan incorporates recommendations from a broad array of constituencies and organizations over a nine-year window. The Plan's public involvement includes past workshops specific to the Plan with the City and County Commissions, workshops in June 1999, April 2002 and February 2003 with the County Commission on plan implementation via the use of various less-than-fee-simple acquisition (including transfers of development rights), and meetings with various citizen advisory committees, including Canopy Roads, Water Resources, and Science. Previous versions of the Plan have been presented to the Big Bend Group of the Sierra Club, Apalachee Audubon, the Trust for Public Lands, 1000 Friends of Florida, Tall Timbers, the Strategic Conservation Planning Coalition, and the Positive Growth Management Coalition. Recent input was obtained through local bicycle advocacy organizations (including Rails to Trails Conservancy) and the Big Bend Environmental Forum. Extensive public input was gathered through the preparation, review, and adoption of the Blueprint 2000 and Beyond planning document. Additional public review input will occur on July 19, 2004 at a meeting of the Big Bend Environmental Forum, and at a requested Board public hearing on July 27, 2004.

### Plan Summary

The Tallahassee-Leon County Greenways Master Plan documents 16 discrete greenway and/or greenway trail projects (Attachment #4) that interconnect parks, greenways, neighborhoods, and schools where possible to provide recreational linkages, protect and enhance habitat and (Attachment #5). The proposed greenway system will eventually comprise approximately 12,400 acres, about 7,900 of which are proposed for fee-simple and less-than-fee simple acquisition, and an additional 82 miles of greenway trails. This acreage represents the highest priority acreage of the approximately 72,700 acres that were earlier identified in an earlier version of the countywide greenways system map as potentially contributing to the broader greenway vision.

### Implementation

The Tallahassee-Leon County Greenways Master Plan will provide guidance to various agencies currently involved in the acquisition of greenways, parks, and conservation and other easements, including both City and County departments of growth and environmental management, parks and recreation, and public works departments. The priority list of greenways and greenway trails will also be reflected in capital improvements budgeting efforts, and will guide the submission of grant applications to state government. Although no new programs are called for in the Plan, there are policy-level recommendations intended to help guide those departments involved in various aspects of creating and managing the greenway system, including regulatory, capital improvements, and land acquisition and disposal.

Finally, adoption of the Plan will allow local government to score more highly on competitive grant submissions to the State of Florida. At this time, there are four pending local land acquisition grant applications being reviewed by the Florida Communities Trust program. Adoption of the plan by early September is required in order to qualify for extra points sought in the grant applications.

### Options

1. Accept report on the Tallahassee-Leon County Greenways Master Plan.
2. Schedule the adoption of the Tallahassee-Leon County Greenways Master Plan via a public hearing on July 27, 2004.
3. Board Direction.

### Recommendation

Options #1 and #2

### Attachments

1. Proposed Tallahassee-Leon County Greenways Master Plan (provided separately).
2. Policy 6.1.3, Conservation Element
3. Greenways Program Acquisitions.
4. Table of Proposed Major Greenways and Greenway Trails.
5. Proposed Greenway System Map.

PA/VL/WT/CD/cd

**Attachment #1**  
**To Be Provided**  
**Under Separate Cover**

**For more information, please contact Steve Hodges, ext. 8108**

## **GREENWAYS**

### **Objective 6.1: [C]**

Local government shall implement a county-wide greenways network. It shall be the intent of the greenways network to provide for 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 these resources.

### **Policy 6.1.1: [C]**

The greenways network shall attempt to interconnect existing dedicated open space areas and be comprised primarily of preservation and conservation features as described in Policy 1.3.1 [C] and 1.3.2 [C]. Floodplains and natural drainageways shall receive particular emphasis for inclusion in the network. Other lands that do not qualify as preservation or conservation features may be included in the network based on connectivity, historical value, or value as a natural resource buffer. To the maximum extent practicable, bicycle trails, pedestrian pathways, and where appropriate, utility corridors, shall be included in the greenways network. Once completely identified at the appropriate scale and approved by the local governments, the greenways network shall be amended into the Future Land Use Map Series, along with implementing policy directives.

### **Policy 6.1.2: [C]**

Local government shall adopt a greenways land acquisition priority list. The Planning Department in consultation with other City and County departments and other local agencies as appropriate, shall be responsible for identifying and coordinating the acquisition or protection of the elements of a county-wide greenways system.

### **Policy 6.1.3: [C]**

Local government shall approve a master management plan for the greenways network, and specific plans for lands acquired, preserved, or otherwise included in the greenways network. The management plans shall address natural resources protection, public access, recreation, education, and opportunities for economic development that is complementary to maintaining the network. The management plans shall identify anticipated costs and departments responsible for implementation of the plans.

### **Policy 6.1.4: [C] (Effective 7/2/99)**

Properties acquired to implement the county-wide Greenways network shall be managed to ensure that the resources for which the sites are acquired are protected or restored to the greatest extent practicable 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 physical modification and biological enhancement of streambeds, ditches and shorelines to improve water quality or minimize erosion.

**Tallahassee - Leon County Greenways Program Acquisitions**  
 SINCE CREATION OF THE ENVIRONMENTAL PLANNING UNIT

PROJECT NAME	YEAR ACQUIRED	ACRES	CITY COST	COUNTY COST	OWNER DONATION	STATE SHARE	FEDERAL SHARE	TOTAL LAND COST	TOTAL LAND VALUE
Phipps	1992	870	935,500			2,900,000		3,835,500	3,835,500
Overstreet	1992	810	865,000			4,400,000		5,265,000	5,265,000
4-Points	1993	27	100,000		100,000			200,000	200,000
Block-Stearns	1995	17	100,000				100,000	200,000	200,000
Doomar	1995	12	55,000					55,000	55,000
Piney Z	1996	778	500,000		1,000,000	1,750,000		2,250,000	3,250,000
Smith / Myers	1996	195	500,000		3,000,000	4,000,000		4,500,000	7,500,000
Micosukee Greenway	1998	502				4,000,000		4,000,000	4,000,000
Lake Munson	1998	62		348,500		176,500		525,000	525,000
Golden Aster	1998	30	783,000					783,000	783,000
Blair Stone Forest	1998	4	200,000					200,000	200,000
Okeetheepkee	1999	32		100,000		100,000	100,000	300,000	300,000
Alford Arm	2000	876				5,042,000		5,042,000	5,042,000
Timberlane Ravine	2001	58	735,760			364,240		1,100,000	1,100,000
Jackson View	2001	43		2,400,000		2,000,000		4,400,000	4,400,000
St. Marks Headwaters	2002	426		539,000		1,617,000		2,156,000	2,156,000
Magnolia Ravine (pending)	2004	8	709,200			472,800		1,182,000	1,182,000
Tallahassee Junction (pending)	2004	19	493,800			329,200		823,000	823,000
<b>TOTALS</b>		<b>4,569</b>	<b>\$5,977,260</b>	<b>\$3,387,500</b>	<b>\$4,100,000</b>	<b>\$27,151,740</b>	<b>\$200,000</b>	<b>\$36,716,500</b>	<b>\$40,816,500</b>

TOTAL LOCAL SHARE	9,364,760
TOTAL NON-LOCAL SHARE	31,451,740
LEVERAGE RATIO	3.36

**Table 4. Proposed Major Greenways and Greenway Trails<sup>7</sup>**

Greenway Name / Location	Trail Length <sup>8</sup> (miles)	Area to Be Acquired (acres)	Estimated No. Of Acquired Parcels <sup>9</sup>	Estimated No. of Easements (acres)	Primary Acquisition Method <sup>10</sup>	Estimated Cost <sup>11</sup> (\$ million)
Ochlocknee River Valley	4.0	292	13	N/a	Fee simple & easement	2.8
Gum Swamp/San Luis	4.8	35	10	N/a	Fee simple	5.4
Chain-of-Lakes	5.6	N/a	N/a	N/a	Fee simple & easement	7.7
Lower Capital Cascade	5.6	N/a	N/a	N/a	Fee simple	0.6
Upper Capital Cascade	2.8	N/a	N/a	N/a	Fee simple	5.1
Dr. Charles Billings	2.1	8.5	1	1.0	Fee simple & easement	0.6
Campbell Pond Connector	1.0	N/a	N/a	N/a	Fee simple & easement	0.5
Karst Ponds	2.6	136	14	N/a	Fee simple & easement	1.0
Colin English	4.1	265	N/a	N/a	Fee simple & easement	1.0
Southwood	8.8	N/a	N/a	N/a	Fee simple & easement	0.5
Lake Jackson North	6.9	N/a	N/a	N/a	Fee simple & easement	0.5
Lake Jackson South	10.7	N/a	N/a	N/a	Fee simple & easement	0.5
Goose Pond	3.4	N/a	N/a	N/a	Fee simple	0.5
Maclay Trace	3.0	35	10	N/a	Fee simple & easement	5.0
Meridian	7.7	21	6	N/a	Fee simple & easement	1.0
Buck Lake	6.1	185	8	11.0	Fee simple & easement	4.7
St. Marks System	2.5	7,656	14	N/a	Fee simple & easement	N/a
<b>Totals</b>	<b>81.7</b>	<b>7,897</b>	<b>38</b>			<b>37.4</b>

<sup>7</sup> All figures are approximate for planning purposes. "N/a": Not Available.

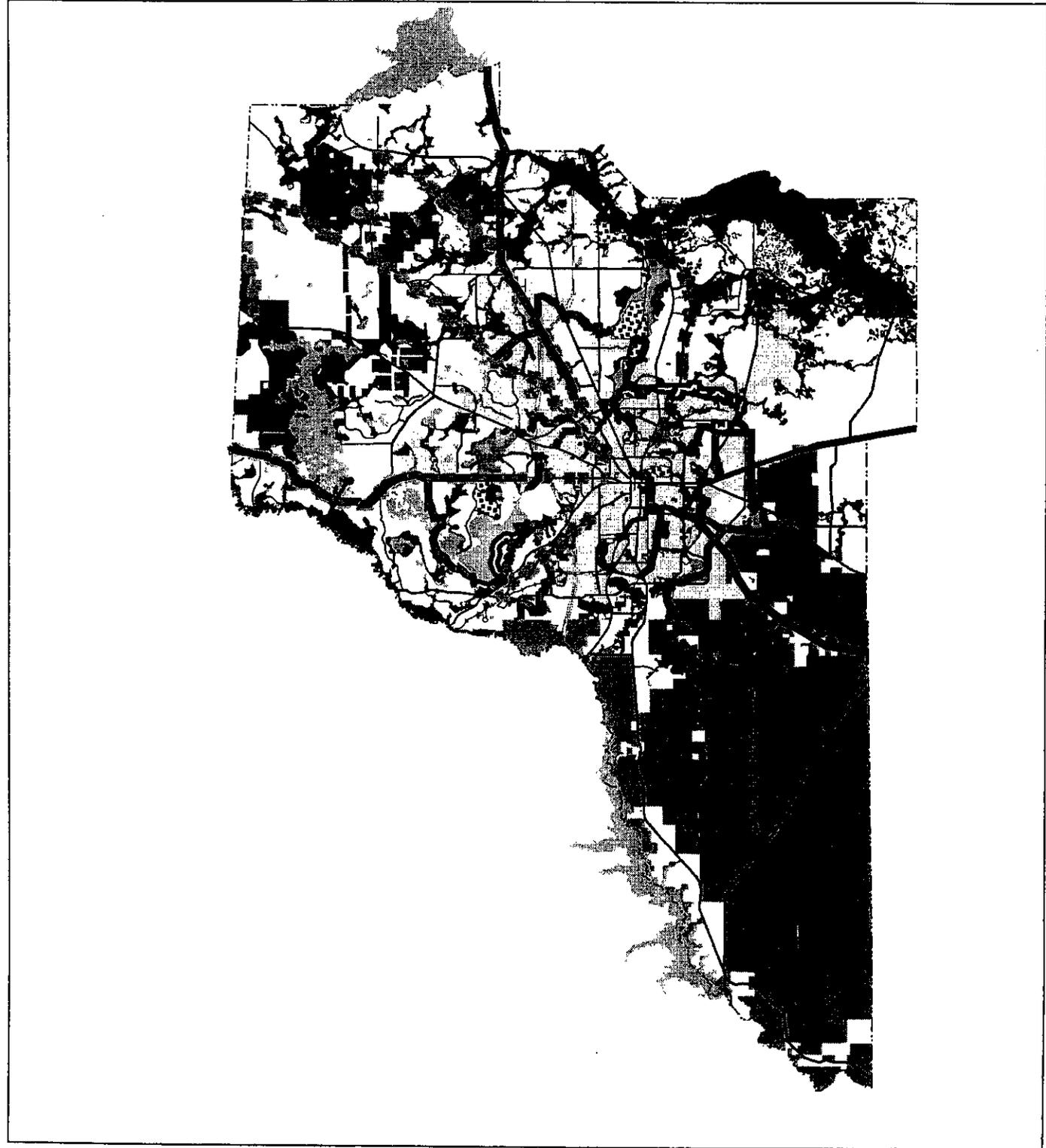
<sup>8</sup> Terrestrial trail only. Does not include PASS projects, other projects currently underway.

<sup>9</sup> Refers to greenspace acquisition only.

<sup>10</sup> Refers to fee simple or less-than fee simple acquisition of the majority of remaining acreage to be protected.

<sup>11</sup> Refers to both land acquisition and amenities and trail development. The use of conservation easements may significantly reduce costs where applicable. Where land acquisition costs are not presently known, this represents estimated costs for trail development and amenities only.

**Figure 3: Proposed Greenway System**



**Legend**

- County Boundary
- Goose Trail
- GFA/Phase 1
- Southwood Main Trail
- St. Marks Trail
- Proposed Trails
- blueway
- shared use
- walking trail
- Canopy Road
- Major Roads
- Interstates
- Federal
- Major
- Minor
- Railroad
- County Park
- City Park
- Water Feature
- Tall Timbers Research Station
- State Conservation Area
- Apalachicola NF
- Greenway
- City Limits



NOTE: This product has been compiled from the most accurate source data from Leon County and the City of Tallahassee. However, this product is for reference purposes only and is not to be construed as a legal document or survey instrument. Any reliance on the information contained herein is at the user's own risk. Leon County and the City of Tallahassee assume no responsibility for any use of the information contained herein or any loss resulting therefrom. Any parcel data displayed is considered to be in draft form and the Property Appraiser assumes no responsibility for this layer.

Tallahassee - Leon County Manning Department  
July 2004

