

September 27, 2005



AGENDA ITEM 6

BICYCLE AND PEDESTRIAN MASTER PLAN

REQUESTED BY: CRTPA Members

TYPE OF ITEM: Discussion

STATEMENT OF ISSUE

At the direction of the Capital Region Transportation Planning Agency (CRTPA) in May 2005 staff has requested additional information from the Leon County School Board (LCSB) regarding the development of the "Access to Schools" Priority List. CRTPA staff has received this information and is providing it to the CRTPA to use as background for approving the Access to Schools Priority List.

In addition to the rationale behind the order of the Access to Schools Priority List, CRTPA members requested the cost data for each of these projects. Staff is still working towards the development of the cost of the projects to present to the CRTPA. However, it should be noted that there are limited funds that can be used for these projects, which was the impetus for staff recommending that the CRTPA prioritize funding for the Access to Schools (to utilize as a continuous funding stream) as the highest priority for the CRTPA. Without these funds there will be a severely limited ways for the CRTPA to implement projects contained in the Bicycle and Pedestrian Master Plan (BPMP).

RECOMMENDED ACTION

- Option 1: Approve the Leon County School Board Sidewalk Priority List.
- Option 2: Amend the BPMP to reflect the Leon County School Board Priority Sidewalk List.

HISTORY AND ANALYSIS

Leon County School Board Priority List Information

At the direction of the CRTPA, staff requested additional information from the Leon County School Board (LCSB) regarding the development of the Access to Schools Priority List. The following is the response that was provided to staff.

How was the Access to Schools List Developed?

1. LCS Planning & Policy Office met with Bicycle & Pedestrian Program Planner met in November 2004 to review maps of existing sidewalks and developed a list of projects.

2. Copies of the project list by schools with maps were sent to each LCS Principal with a request to review, add and prioritize the projects with the School Advisory Committee or other parent group. The deadline was early January 2005.
3. LCS Planning & Policy Office met with Bicycle & Pedestrian Program Planner met to establish criteria for creating a listing of top project priorities from those submitted by each school. The criteria were used to create a grouping of priority 1, 2 and 3 level projects.
4. The list of top priorities was presented to the District Advisory Council (DAC) for review and input. Based on input the list was revised and approved by the DAC in March 2005 for submittal to the School Board.
5. The School Board adopted the priority list on March 29, 2005.

What criterion was used to rank the projects?

1. Serving multiple schools
2. Connecting schools to parks and essential services
3. Anticipated Best Return on Investment

Is the list that was submitted in priority order?

The list has three (3) categories of priorities and is intended to provide a list of projects in each category from which individual projects might be selected based on availability of funding and/or coordination with existing projects on City/County list. This should provide a better opportunity to get more return on the investment for all.

Representatives from the LCSB will be in attendance should the CRTPA have additional questions.

The Purpose of the Master Plan

The purpose of the Tallahassee-Leon County Bicycle and Pedestrian Master Plan (BPMP) is to provide a foundation for the long-term growth and continued enhancement of the bicycling and walking environment throughout Leon County. As such, it focuses not only on needed bicycle and pedestrian facilities and projects, but also on programs and policies needed to support increased use of existing and planned facilities.

According to the Scope of Services for development of the Master Plan approved by the MPO, the Master Plan was to:

- Establish an overall vision for encouraging greater bicycle and pedestrian use within Tallahassee-Leon County;
- Coordinate and reconcile the policies and programs of the various jurisdictions and agencies within Tallahassee-Leon County;
- Identify policies for providing improved bicycle and pedestrian facilities (including design guidelines), a system of bicycle and pedestrian facilities, and financial resources for funding projects and programs (including maintenance);

- Identify ways to improve connections between bicycles and pedestrians and other modes of travel (including transit) and to improve the safety and efficiency of bicycling and walking;
- Identify a Needs Plan and a Cost Feasible Plan, with a horizon year of 2025, for bicycle and pedestrian facilities and programs in Tallahassee-Leon County;
- Identify bicycle and pedestrian facilities and programs needed to provide safe access to schools, parks, commercial hubs, high density residential areas, and major employment centers;
- Identify areas which have potential for major pedestrian and bicycle transportation, such as areas around Florida State University and Florida A & M University;
- Identify education, safety, encouragement and enforcement programs to provide a safe and efficient system of transportation for bicyclists and pedestrians, including the seniors, persons with disabilities, and students, and
- Build on input from all local jurisdictions, agencies and the general public.

MASTER PLAN COMPONENTS

The major work products that were completed during the Master Plan project include the *Project Approach Report*, *Public Involvement Program*, *Inventory and Analysis of Existing Conditions*, *Issues and Options Report*, *Financial Resources Document*, *Needs Plan*, *Cost Feasible Plan*, *Master Plan Document*, *Design Guidelines*, *Final Report and Executive Summary brochure*. Each of the major documents was accepted or approved by the MPO at various points during the plan development. For specific dates, see the "Key Actions" section below. The following section discusses these work products in greater detail:

Project Approach Report & Public Involvement Program

The *Project Approach Report* describes the project approach and the schedules for completion of various tasks. The *Public Involvement Program* identified ways to inform the public and seek input from the community, including outreach to schools and various community organizations. The *Bicycle & Pedestrian Master Plan* reflects the extensive public comments received from a series of community workshops, focus group discussions, advisory committee meetings and interviews with various public, private and non-profit representatives over the entire planning process.

Inventory and Analysis of Existing Conditions

The consultant developed an *Inventory and Analysis of Existing Conditions* for bicycling and walking, including an assessment of deficiencies and obstacles to creating a network of facilities and analysis of existing Level of Service for bicyclists and pedestrians on collector and arterial roadways. The *Inventory & Analysis of Existing Conditions* provides a compilation of data and analysis that form a comprehensive summary of conditions for bicycling and walking in Tallahassee and Leon County and serves as a foundation for the development of the *Master Plan*.

Issues and Options Report

The *Issues and Options Report* identifies the major concerns and opportunities that exist in Tallahassee-Leon County relating to bicycle and pedestrian transportation. The *Issues and Options Report* provides a community profile outlining a conceptual system plan for each mobility district and the county as a whole, summarizes the issues and options, and presents guiding principles that should be considered to address gaps and deficiencies and enhance the connectivity, accessibility and safety of existing facilitation and destinations. The *Issues & Options Report* also includes a set of goals, objectives and evaluation measures to guide development and implementation of the Master Plan.

Financial Resources Document

The *Financial Resources Document* provides a summary of existing funding sources available for bicycle & pedestrian projects and programs, including City and County Capital Budgets, FDOT's Work Program, and Local Option Sales Tax Revenues, as well as maintenance, safety and education program resources. The *Document* includes a projection of available funding through the planning horizon (2025), based on current City, County and State funding, which estimated that \$199,532,473 would be available for bicycle & pedestrian capital projects between the years 2004 and 2025. The *Financial Resources Document* also includes an exhaustive list of potential funding sources from various state, federal, and private programs and descriptions of innovative strategies that can be implemented at the local level.

2025 Needs Plan

The *2025 Needs Plan* presents the recommended 2025 bicycle and pedestrian system Needs Plan for Tallahassee and Leon County, including a long-range plan for the projects, programs and facilities that will achieve the Master Plan's stated goals of providing a more interconnected, balanced and complementary transportation system across modes throughout Leon County. It is a broad-based and ambitious program to build upon wonderful existing and emerging community assets like the St. Marks Trail, bicycle lanes on numerous roadways, the Capital Cascades Greenway, and Lafayette Heritage Trail. It also is a plan to transform the area's acknowledged challenges and barriers for walking and cycling into a more supportive environment. The *2025 Needs Plan* also outlines proposed evaluation criteria to guide the selection and ranking of projects into the *2025 Cost Feasible Plan*.

Goals, Objectives & Evaluation Measures

The *Goals, Objectives, and Evaluation Measures* were developed as part of the *Issues & Options Report*, accepted by the MPO in December 2003, to guide the development and implementation of the Master Plan. They provide direction for future decisions related to transportation options, as well as measures by which we can evaluate our progress toward achieving the goals of the Master Plan.

The 2025 Cost Feasible Plan

The 2025 Cost Feasible Plan builds upon the *2025 Needs Plan* by assigning costs, conducting a technical ranking, and weighing priorities from the public for needed bicycle and pedestrian projects and programs countywide. The *2025 Cost Feasible Plan* serves as the guiding document to develop the MPO's Priority Project List and should be used extensively by the City and County to prioritize pedestrian and bicycle projects. This plan also serves as a benchmark for programs to address the educational, engineering, encouragement, and enforcement components of the bicycle and pedestrian system as well as providing direction to staff in addressing programmatic needs for future budgets and work effort. Additionally, the *2025 Cost Feasible Plan* includes a prioritized list of programs and projects with estimated costs, and proposes to allocate all estimated available funding to the highest priority programs and projects, regardless of the jurisdictional responsibility identified and the amount of funding available from each entity.

Design Guidelines

The *Design Guidelines* provide guidance for both public and private sectors in the planning, design and construction of buildings, roadways, parking areas and public spaces to create a stronger pedestrian and bicycle environment in Tallahassee-Leon County. These *Design Guidelines* can be used to identify potential changes in the Comprehensive Plan and Land Development Codes. This document presents a framework for creating a stronger pedestrian and bicycle environment in Tallahassee and Leon County. It provides guidance for both public and private sectors in the planning, design and construction of buildings, roadways, parking areas and public spaces. The focus is on ways to accommodate safe and convenient pedestrian, bicycle, and transit access for new development and redevelopment.

Final Report & Executive Summary Brochure

The *Final Report* represents a summation of the research and analysis performed for the *Bicycle & Pedestrian Master Plan*, culminating in the Implementation Plan. The document reviews the high points of each of the interim technical reports and memoranda, describes the Master Plan and provides an Implementation Plan for moving forward. The *Executive Summary Brochure* is a brief visual representation of the main concepts and vision of the *Master Plan* for distribution to the public.

Key Actions in the Development of the Bicycle & Pedestrian Master Plan

- **June 17, 2002:** The MPO approved the Bicycle & Pedestrian Master Plan Request for Proposals.
- **June 24, 2002:** The Request for Proposals was released through the City of Tallahassee Procurement Process.
- **September 23, 2002:** The MPO approved the Selection Committee's ranking of the proposals.
- **September 25, 2002:** The City Commission authorized execution of a Joint Project Agreement between the FDOT and the City of Tallahassee for the development of a Bicycle and Pedestrian Master Plan, approved the ranking of the proposals by the selection committee, and authorized negotiation and execution of an agreement with the highest ranked firm, Renaissance Planning Group (RPG).
- **December 13, 2002:** Project Kick-Off meeting held with City and County staff, Leon County School Board, and FDOT representatives.
- **April 2003:** Four Mobility District Workshops were held around the County to provide citizens with an overview of the process and get their input on priorities, problems, and opportunities.
- **January 27, 2003:** The MPO was provided with an update on the Master Plan process at the MPO meeting.
- **February 3, 2003:** Final *Project Approach Report*, *Public Involvement Program* and *Project Schedule* received from RPG.
- **March 17, 2003:** The MPO was provided with an update on the Master Plan process at the MPO meeting.
- **June 16, 2003:** The MPO accepted the Tallahassee-Leon County Bicycle & Pedestrian Master Plan *Inventory & Analysis of Existing Conditions (Technical Memorandum 2)* as a completed planning document.
- **October 9, 2003:** A Community Open House and Workshop was held to get input from the community on the proposed conceptual network and goals, objectives and evaluation measures.
- **December 4, 2003:** The MPO accepted the Tallahassee-Leon County Bicycle & Pedestrian Master Plan *Financial Resources Document (Technical Memorandum 3)* and the *Issues and*

Options Report (Report 2) as completed planning documents (Meeting rescheduled from November 17, 2003).

- **January 15, 2004:** A Community Open House and Workshop was held to get input on the draft *2025 Needs Plan* and *Evaluation Criteria*.
- **March 15, 2004:** The MPO approved the Tallahassee-Leon County Bicycle & Pedestrian Master Plan *2025 Needs Plan* and approve a Public Hearing for Adoption of the *Cost Feasible Plan* to be held on May 17, 2004 at 5:00 PM, in conjunction with the regular MPO meeting scheduled for that date.
- **April 1, 2004:** A Community Open House and Workshop was held to get input from the community on setting the priorities for allocation of resources for programs and projects.
- **April 13, 2004:** A work session was held with technical staff from City, County, State and other agencies to get input from staff on prioritization and feasibility of projects, refine cost estimates and identify short- and long-term projects.
- **May 11, 2004:** A workshop was held by the Leon County Board of County Commissioners to provide an update on the Bicycle & Pedestrian Master Plan.
- **May 17, 2004:** The MPO approved the Tallahassee-Leon County Bicycle & Pedestrian Master Plan Cost Feasible Plan and directed staff to develop a list of projects to implement the #1 priority Access to Schools Program.
- **September and October 2004:** MPO staff and consultants completed preparation of final Master Plan documentation and brochure.

IMPLEMENTATION OF THE BICYCLE & PEDESTRIAN MASTER PLAN

Access to Schools Program

At the May 17, 2004 MPO meeting, staff was directed to work with LCS staff to develop a list of projects connecting neighborhoods to schools to implement the Access to Schools program. At that meeting, staff and consultants presented a proposed implementation plan for the Access to Schools program that involved working with the Leon County Schools (LCS) Planning Department, LCS Transportation Department, School Administrators, City, County, State and MPO staff to:

1. Review the Hazardous Walking Conditions list and identify projects within and adjacent to neighborhoods to address those problems.
2. Use the school district boundaries (for each school) to identify bicycle and pedestrian facilities needs that will provide the needed connectivity between schools and the neighborhoods which have dense populations of students who are likely to walk or bike to school.
3. Set priorities for those needs relative to other proposed and committed projects.
4. Provide the projects and priorities to the School Advisory Council at each school for review and input.
5. Work with City, County and State agencies and other funding agencies to implement projects.

Access to Schools Program Implementation To Date

A summary of the work done to date is included below.

- **May 25 and 27, 2004:** MPO staff met LCS, City, County and State staff to develop a preliminary list of proposed projects for all public schools in Leon County.
- **June 21, 2004:** An update was provided to MPO members at the June meeting.
- **September 7-8, 2004:** MPO staff attended training workshops on Safe Routes to Schools programs in the U.S. and Canada.
- **September 13, 2004:** An update was provided to MPO members at the September meeting.
- **June through September 2004:** MPO staff refined list, conducted some field surveys, developed GIS data and prepared maps and project lists for each school's use in prioritizing projects.
- **November 15, 2004:** An update was provided to CRTPA members at the November meeting.
- **November 17, 2004:** LCS Planning staff distributed maps and project lists to school principals for input and prioritization by January 21, 2005.
- **March 29, 2005:** Leon County School Board approves the Sidewalk Priority List for submittal to the CRTPA .

The following section provides more details on the above work efforts.

Since the May 17, 2004 MPO meeting, staff has met with LCS Planning, LCS Transportation, LCS Facilities, City of Tallahassee Public Works, Leon County Public Works, Florida Department of Transportation, and the Tallahassee-Leon County Planning Department. At a meeting held on May 25, 2004, maps showing the area within two miles of each elementary school were reviewed and projects needed to provide connectivity from neighborhoods to schools were identified. The school bus routes and stop locations were reviewed during that process. Subsequently, on May 27, 2004, MPO staff met LCS Planning staff to complete the review for the middle and high schools. LCS Planning staff has also updated the Leon County School Board on this process. CRTPA and LCS staff held several additional meetings over the summer to refine the process, and CRTPA staff worked to refine the list of projects and prepare materials to be distributed to each school principal for review by the School Advisory Council. Maps and lists of projects were provided to each school principal on November 17, 2004 at a meeting of school principals. Copies of the project list by schools with maps were sent to each LCS Principal with a request to review, add and prioritize the projects with a deadline of January 2005. The list of top priorities was presented to the District Advisory Council (DAC) for review and input. Based on this input the list was revised and approved by the DAC in March 2005. Finally, this list was presented and approved by the School Board on March 29, 2005.

A comprehensive Safe Routes to School program consists of more than capital improvements. Education and safety programs and parent and community involvement are all essential components to a Safe Routes to Schools program that allows children to walk and bike to school safely. Therefore, concurrent with the development of the priority list of projects, CRTPA staff is working with LCS staff to develop and implement education and safety programs as recommended in the BPMP. The Florida Statutes already include a provision for the Florida Department of Transportation to establish a Safe Paths to School program, though no funding is currently allocated for that program. It is anticipated that the upcoming reauthorization of the Federal Transportation Act will include a Safe Routes to School program. It is imperative that the CRTPA be prepared for any funding opportunities that arise to address safety for children walking and biking to school.

Other Implementation Issues

CRTPA staff is also beginning work on implementation of other programs and projects as identified in the Master Plan. Several projects were included on the Project Priority List submitted to the Florida

Department of Transportation (FDOT) for funding consideration, including sidewalks and bikes for Apalachee Parkway and a feasibility study for Tennessee Street.

The BPMP implementation plan recommends organizing a BikeWalk Network as the primary vehicle for coordinating implementation of bicycle and pedestrian projects, policies and programs consistent with the BPMP. The BikeWalk Network will connect a wide variety of people from public agencies, private nonprofit organizations, and those with links to the business community. The BPMP identifies the following organizations as participants in the BikeWalk Network:

- CRTPA (staff and a liaison from the Bicycle and Pedestrian Advisory Committee)
- City and County departments: Planning, Public Works, Health, Parks and Recreation, Growth Management, Utilities, Economic Development, Neighborhood and Community Services
- FDOT District Three, DEP Office of Greenways and Trails, and US Forest Service.
- Leon County Sheriff's Office, Tallahassee Police Department, Capitol Police, and University Police
- TalTran
- Leon County School Board
- Downtown Improvement Authority
- Commuter Services of North Florida
- Transportation Disadvantaged Coordinating Board
- FSU, FAMU and TCC staff and student representatives
- Greater Tallahassee Chamber of Commerce and Capital City Chamber of Commerce
- Capital City Cyclists and Gulf Winds Track Club (particularly representatives who can help with education and encouragement activities in the community such as roadside cleanups, BikeEd courses, and kids bike safety events)
- Local advocacy groups such as Better Transportation Coalition and American Lung Association (particularly representatives who can provide information, research, and encouragement to support increased bicycle, pedestrian, and transit use)
- Statewide associations with relevant interest and resources such as Florida Bicycle Association and Governors task forces on the ADA and obesity
- Ability 1st, Florida Council for the Blind, and Florida Institute for Rehabilitation Education (FIRE)
- YMCA

The list of organizations was initially developed for Tallahassee-Leon County. CRTPA staff intends to expand the BikeWalk Network to include the whole CRTPA Planning Area and will identify similar agencies and organizations within those areas that should participate in the Network. The CRTPA will issue invitations to an initial meeting, which will be followed by two strategic planning sessions to develop an action plan for its first year and goals for the coming three to five years, on the basis of the BPMP. The group will continue to meet regularly (perhaps quarterly) to support member activities, discuss new opportunities, share information, update goals, and prepare an annual briefing for the CRTPA. More information on the BikeWalk Network can be found in Sections 3.2.3.1 and 4.4.1 of the BPMP Final Report.

OPTIONS

Option 1: Approve the Leon County School Board Sidewalk Priority List.

Option 2: Amend the BPMP to reflect the Leon County School Board Priority Sidewalk List.

Option 3: Provide other direction.

RECOMMENDED ACTION

Option 1: Approve the Leon County School Board Sidewalk Priority List.

Option 2: Amend the BPMP to reflect the Leon County School Board Priority Sidewalk List.

ATTACHMENTS

Attachment 1: Leon County School Board Sidewalk Priority List

Leon County Schools Sidewalk Priorities

Sidewalk Priorities - #1	Schools
• Sutor Rd from Apalachee Pkwy to Park Ave; Trojan Tr from Sutor Rd to Connor Blvd; Idlewild Dr from Apalachee Pkwy to Trojan Trail	Apalachee and Lincoln
• Kinhega Dr from Deerlake to Thomasville Rd; Deerlake Rd SW from Kinhega to Heatherbrook Dr (past Deerlake Middle)	Killearn Lakes, Deerlake and Chiles
• Buck Lake Rd from Pedrick to Walden; Walden from Buck Lake to Mahan	Buck Lake, Swift Creek
• Joe Louis from Indiana to Alabama; Joe Louis from Alabama to Preston	Riley, Griffin, Godby
• Lucy St from Magnolia to Hillcrest; Miccosukee from Meridian St to Hillcrest; Ingleside at end of sidewalk E of Martin to Terrace; Georgia St from Miccosukee to Hillcrest	Kate Sullivan, Cobb, Leon
• Blountstown Hwy/SR 20 from Ft. Braden to Library (W of Joe Thomas); Blountstown Hwy/SR 20 at Ft. Braden	Ft. Braden
• Magnolia Dr from S Adams St to Apalachee Pkwy	Hartsfield, Rickards
• Chaires Cross Rd from Capitola Rd to Green Oak Dr	Chaires
• Pimlico from Centerville to Whirlaway Tr	Roberts
• Orange Ave W of Nims, crossing Springhill Rd, connecting to Liberty Park neighborhood and Orange Ave to Springhill Rd, connecting to Springsax Park	Nims
Sidewalk Priorities #2	Schools
• Fred George Rd from Capital Circle NW to N Monroe	Springwood
• Portland Ave to Nuggett Lane, sidewalk on connecting curve	Astoria
• Ridgeway from Eisenhower to Harris St	Sabal Palm
• Dale St from Roberts Ave to McElroy	Sabal Palm
• Lake Bradford from Orange to Orange	Pineview
• Lake Bradford/Orange Ave (E intersection)	Pineview
• Ross Rd from Woodville Hwy to Crawfordville Rd	Oak Ridge
• Dempsey Mayo from Mahan to Miccosukee	Moore
• Tharpe St & ML King Blvd	Ruediger
• Bradford Rd (behind Albertsons) running from N Monroe to Meridian	Raa
• 10th Ave/Bronough/Duval intersection	Raa
• Fulton Rd/Grady Rd/Henderson from Sharer to Grady Rd N	Sealey
• Schoolside of Meadow Ridge to E entrance gate of driveway to Ox Bottom Manor Dr on W	Hawks Rise
• Maclay Blvd from Market St to Maclay Rd	Gilchrist
• Timberlane School Rd from Timberlane Rd to Live Oak Plantation Rd	Gilchrist
• Velda Dairy from Bradfordville Rd to Kerry Forest Pkwy	Desoto
• 4th Ave from Ford to West of Central	SAIL
• 6th Ave from Old Bainbridge to N. Monroe	SAIL
• Woodville Hwy from Oak Ridge Rd to Natural Wells Rd	Woodville
• Zillah Rd from Paul Russell Rd to Tram Rd	Fairview
• Mabry St and RR Track and Roberts Ave	Belle Vue
Sidewalk Priorities - #3	Schools
• Perkins Rd from N Monroe to Old Bainbridge	Canopy Oaks
• Plant Street to Second Chance School	Second Chance
Criteria for Sidewalk Priorities:	
• Serving multiple schools	
• Connecting schools to parks and essential services	
• Best Return on Investment	