

CHAPTER 4

Overall Plan

Recommendations



TLC Bicycle and Pedestrian Master Plan Recommendations

The following recommendations are intended to guide the implementation of the proposed bicycle network and ensure collaboration among stakeholders and local agencies.

Bicycle-Pedestrian Master Plan Working Group

The creation of a Bicycle-Pedestrian Master Plan Working Group made up of representatives from the following departments is recommended to ensure planning consistency, project coordination, and funding opportunities. The Working Group should include the following agencies:

- CRTPA
- Blueprint
- Leon County Public Works
- City of Tallahassee Underground Utilities
- TLC Planning Department
 - Wayfinding and Signage
 - Transportation
 - Comprehensive Planning
- StarMetro

This Working Group should be formalized to ensure consistent project coordination and implementation. The Working Group should develop a meeting schedule once formalized to allow for maximum participation. The following topics should be addressed through this Working Group:

- Implementation of projects from this Master Plan based on:
 - Tiering
 - Combining resurfacing projects with safety enhancements as outlined in this Plan
 - Cost-savings such as other planned projects on the corridor that could incorporate recommendations
- Update of existing facilities based on standards outlined by FDOT
- Educational outreach initiatives
- Feasibility studies for Major Projects
- Multimodal collaboration including better linkages between transit, bicycle, and pedestrian facilities and projects

This Working Group will attend meetings and inform bicycle and pedestrian citizens groups of ongoing projects and ways to collaborate on outreach and education initiatives.

Multimodal Mapping and Mobile App

A joint effort by the City and County is recommended to develop a Multimodal Mapping and Mobile App for bicyclists and pedestrians in Tallahassee and Leon County. This mobile app will allow residents and visitors to better plan trips via bicycle and pedestrian facilities, both for transportation and recreation. This map will ideally include educational information about local and state rules and regulations, and will report back information to the individual users related to health, environmental impacts, and other easily reportable indicators. This mobile app may also track the following information for use in updating the network and having a baseline of information regarding bicycle and pedestrian use in the County:

- Routes used
- Number of miles biked or walked on the network per week
- Type of trip



Wayfinding signage in Tallahassee

The specific details related to this app should be decided by the Bicycle-Pedestrian Master Plan Working Group when it's developed. This app may also be incorporated into other transportation apps being used in the City and County, such as the DigiTally app or the TransLoc Rider app.

While this app is being planned and developed, the Bicycle-Pedestrian Master Plan Working Group should make maps of the network available in an online format for users to access.



Crossing on Oak Ridge Road for the St. Marks Trail, southern Leon County



Regional Connections

The significance of a well-connected regional trail network is not solely about providing recreational activities to the public. Bicycle facilities and trails also have the potential to provide alternative transportation options, health-related opportunities, and high levels of economic development. With the completion of the Capital Cascades Trail along FAMU Way in Tallahassee, and the final segments of the US 98 Coastal Trail in Wakulla County being funded through construction, the CRTPA has made a significant investment in the expansion of the regional trail network. By 2022, the CRTPA region will have over 60 miles of connected, continuous multi-use paths. In addition to what has already been constructed and is programmed for construction, the Florida Department of Transportation (FDOT) has completed a feasibility study to further connect the Coastal Trail to the City of Carrabelle in Franklin County which will add an additional 20 miles of multi-use path to the area. In addition, the CRTPA is also conducting a feasibility study for the US 90 Tallahassee to Monticello Trail which would add another 25 miles of trail to the regional system.



Regional Trails

It is recommended that the CRTPA continue to plan for the regional trail network to link Tallahassee, Leon County, Wakulla County, and Jefferson County over into Gadsden County and Georgia. To accomplish this, feasibility should be determined for the following trail routes:

- Tallahassee to Thomasville, Georgia Trail (the T-Towns Trail)
- Tallahassee to Havana Trail
- Havana to Bainbridge, Georgia Trail

Resurfacing, Restoration, and Rehabilitation Projects

As roads are resurfaced and rehabilitated throughout Tallahassee and Leon County, it is recommended that the City and County adopt a set of standards for vehicle lane and bicycle facility widths. The 2019 FDOT Design Manual outlines recommended minimum land widths based on roadway classifications and posted speed³. These lane widths range from 10 to 12 feet. It is recommended that the City strive for 10 foot vehicle lanes wherever appropriate to allocate additional space to on-street bicycle facilities. Buffered bicycle lanes between 7 feet and 4 feet should be achieved everywhere feasible. As per FDOT standards outlined in the 2019 Design Manual, 7-foot buffered bicycle lanes are the standard, and 4-foot buffered bicycle lanes are the minimum allowable facility. Where facilities do not meet these specifications and a resurfacing, restoration, and rehabilitation project is not planned, other measures may be used to provide the appropriate facilities such as retrofitting the road or using road/lane diets. As all resurfacing projects move forward, it is also recommended that this include roads that currently have designated bicycle lanes. In these cases, the new design should be widened to the state standard (7-foot buffered bicycle lanes) and the current vehicle lanes be reduced to the standard 10-foot width.

Tallahassee-Leon County Comprehensive Plan Amendments

The Mobility element of our local comprehensive plan should begin to incorporate elements of the following topics:

- Adoption of the Bicycle Comfort Level (BCL) as a way to evaluate the roads for shared bicycle use and as a baseline of condition for bicyclists
- Adoption of the performance measures as outlined in this section
- Adoption of Comprehensive Plan goal of BCL 3 or better on all local and county roads.
- Investigate road conversions for accommodation of bicycle and pedestrian facilities.
 - Jackson Bluff Road should be the pilot project for this study
- Codify the use of utility easements and limited access facilities as trail corridors
- Remove sharrows on existing roads with BCL 2 or less
 - Sharrows should only be permitted on road with BCL 2 or less if being utilized for short distances in areas that lack other available connections
- Adoption of specific standards for lane widths and minimum bicycle facilities associated with resurfacing, restoration, and rehabilitation projects in the City and County
- As part of a resurfacing project, the City should adopt a set of standards to improve on-street bicycle facilities by adding a buffer or widening the facility

These elements for inclusion in the Tallahassee-Leon County Comprehensive Plan should be coordinated with the Tallahassee-Leon County Planning Department before the next update.

³Florida Department of Transportation (2019) *FDOT Design Manual*. https://fdotwww.blob.core.windows.net/sitefinity/docs/default-source/roadway/fdm/2019/2019fdm210arterialscollectors.pdf?sfvrsn=f0fc7afb_6



Canopy Roads

The Bicycle-Pedestrian Master Plan Working Group should complete an overview of all canopy roads for possibility of adding bicycle and pedestrian facilities. This can be completed through coordination with the Canopy Roads Advisory Committee and the City/County to investigate and identify opportunities to allow these facilities along canopy roads in the canopy setback zone. The Canopy Road Advisory Committee recently completed a plan that can be used for guidance. An existing example of this strategy is the current paved surface that is located along Centerville Road near the Killlearn Estates subdivision.



Canopy road in Tallahassee, Florida

Public Education Campaign

The Bicycle-Pedestrian Master Plan Working Group should begin to host educational campaigns throughout the community to educate and encourage residents to choose bicycling and walking as a form of transportation. This outreach should be focused on three different areas:

- **Neighborhoods:** As the neighborhood network is implemented, outreach to the surrounding neighborhoods and neighborhood associations should occur to ensure that all residents are aware of the expanding network and how they can utilize it. Explaining the rules for bicyclists as well as motorists along the roadways is imperative information that can lead to a safer network.
- **Community Wide:** Community wide meetings should occur when additional input is needed to continue the development of the bicycle and pedestrian network. These opportunities for collecting input can also serve as an educational forum with vendors from different modal companies including StarMetro, TLC planning department, and the universities. In addition, community wide education events may be planned in coordination with other events including Bike Month (May) to piggyback on existing efforts and reach additional residents.
- **Elected Officials/Decision Makers:** Engaging elected officials and encouraging them to be a part of the education campaign will help involve them in the bicycle and pedestrian efforts of the community, garner support for future projects, and may teach them to serve as advocates for bicycling and walking.

Data Collection

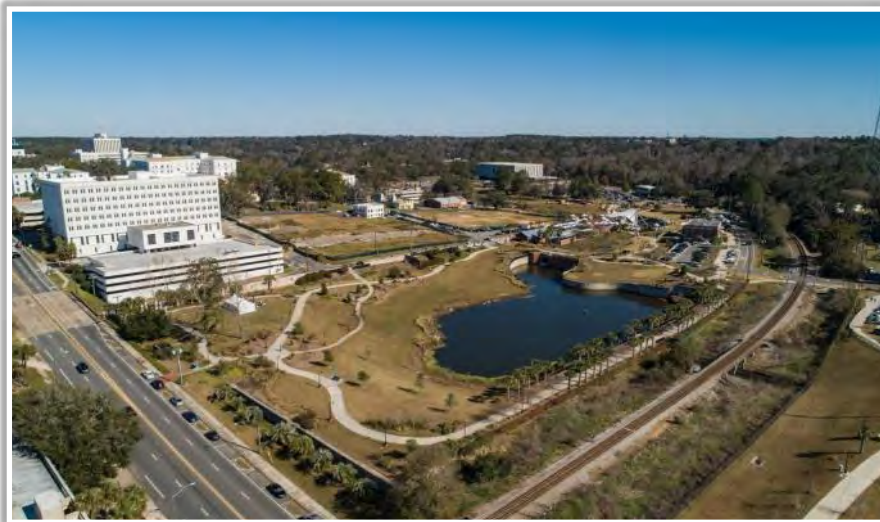
Updating and maintaining local bicycle and pedestrian data is essential for measuring the success of this Plan. The following data should be collected and updated by a single entity at the City/County for consistency in the data collection and maintenance:

- Bicycle/pedestrian accident and crash data
 - While there is significant data related to FDOT crash reports, maintaining local crash data in order to provide information on local patterns and trends is important
- Bicycle Count Program
 - A bicycle count program should be implemented throughout the community as the network grows to capture a baseline number of users and to collect data for performance indicators
- Update relevant GIS files
 - Existing bicycle and pedestrian facilities
 - AADT
 - Functional Class
 - Bicycle Comfort Level

This data should be kept and updated in GIS so multiple agencies within the City and County will be able to easily access and utilize this information. Data collection will also be incredibly important in measuring the success of implementation of this Plan through performance indicators.

Maintenance Standards and Procedures

In order for bicycle and pedestrian facilities to be maintained, it is recommended that the Bicycle-Pedestrian Master Plan Working Group determine maintenance standards and procedures for all existing and additional facilities in Tallahassee and Leon County. It is critical that these facilities be maintained to ensure their longevity and quality for years to come. Part of this initiative should include the removal of the current obsolete bike route signage throughout the City and County. The maintenance plan should include designated on street bicycle facilities, multi-use trails, and sidewalks. This should include weekly debris removal, sweeping, sign maintenance, and markings.



Cascades Park in Downtown Tallahassee



Performance Indicators

It is critical that the Bicycle-Pedestrian Master Plan Working Group develop performance measures related to the expansion and safety of the network and use data to track and report progress on an annual basis. Number of miles of existing bicycle and pedestrian facilities as well as the number of miles of roads of each Bicycle Comfort Level were calculated to provide baseline data for measuring success related to implementation of this Plan. Using the following information in **Figures 24, 25, 26, and 27**, it is recommended that the Working Group establish goals for the years 2021 through 2025. **Figures 24 through 27** include baseline information and future year goals per each facility type, to be determined by the Working Group and help track progress of the bicycle and pedestrian network.

Figure 24. Tallahassee-Leon County Multi-Use Path Mileage and Goals²

Facility	Number of Miles	Goal Number of Miles by Year				
	BASELINE YEAR 2020	2025	2030	2035	2040	2045
Multi-Use Trails	45					

Figure 25. Tallahassee-Leon County Sidewalk Mileage and Goals⁴

Facility	Number of Miles	Percentage	Goal Percentage by Year				
	BASELINE YEAR 2020		2021	2022	2023	2024	2025
Sidewalks within City Limits	562	28.36%					
Sidewalk Opportunities within City Limits	1,982 total miles*						

⁴Based on calculations from GIS shapefiles provided by Tallahassee-Leon County GIS (Pedestrian Facilities/Sidewalks—Leon County, 2018)

*The number of miles for "Sidewalk Opportunities within City Limits" is two times the existing miles of roadway within the City. This is because sidewalks should be provided on both sides of a road. For example, on a two-mile road, there is the opportunity for four miles of sidewalk.

Figure 26. Tallahassee-Leon County Road and Bicycle Facility Mileage⁵

Facility	Number of Miles	Percentage	Goal Percentage by Year				
	BASELINE YEAR 2020		2021	2022	2023	2024	2025
Protected Bicycle Lanes	1	.04%					
Buffered On-street Bicycle Lanes	17	.68%					
Designated On-Street Bicycle Lanes	227	9.11%					
Neighborhood Network	0	.0%					
Paved Shoulders	132	5.30%					
Roads	2,490 Total Miles in Leon County						

⁵Based on calculations from GIS shapefiles provided by Tallahassee-Leon County GIS (Street Centerlines—Leon County, 2018) and Tallahassee-Leon County Planning Department (Existing Bicycle Facilities, 2019)

Figure 27 shows the total number of miles of additional facilities if all recommendations in this Plan are implemented.

Figure 27. Additional Mileage related to Plan Recommendations

Facility	Number of Miles
Neighborhood Network (Sharrows, signage, traffic calming, some bicycle lanes)	78
Major Projects (Buffered On-Street Bicycle Lanes, Multi-use paths, Wide Sidewalks)	79



Figure 28 shows the number of miles of each type of Bicycle Comfort Level designation in Leon County. While it may be challenging to improve the Bicycle Comfort Level of roads, improvements to existing on-street facilities, speed reduction, and alterations in roadway design may have a positive impact on the overall BCL in the City and County. Ideally, the number of miles of BCL 1 and BCL 2 would decrease, and the number of miles of BCL 3 and 4 would increase. This performance measure should be evaluated every 5 years due to the effort it may take to influence existing BCL.

Figure 28. Performance Indicators for BCL improvements in Tallahassee and Leon County

Facility	Number of Miles in 2020	Goal Number of Miles by 2025
Miles of BCL 1	385 miles	
Miles of BCL 2	460 miles	
Miles of BCL 3	724 miles	
Miles of BCL 4	964 miles	
Total Number of Miles	2,533 miles*	

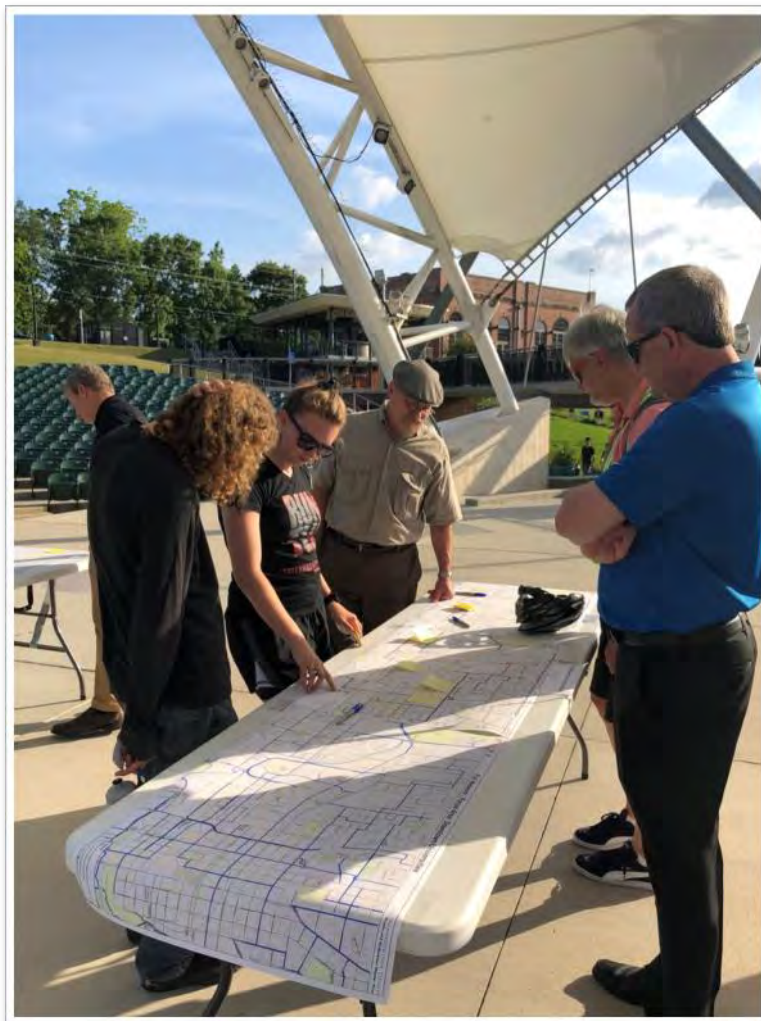
*This total is slightly different than total number of miles of roads in **Figure 25** due to inclusion of trails and private roads in the Bicycle Comfort Level GIS Shapefile created in 2018.

As the Working Group moves forward with the implementation of this Plan’s recommendations, it is recommended that additional performance measures and key indicators be developed to measure the performance versus the goals of this Plan. This will provide the Working Group an opportunity to focus on implementing facilities that expand and connect the bicycle and pedestrian network, provide safer facilities for a variety of user types, and assess the effectiveness of the routes and projects once implemented. Some criteria that may be beneficial to consider when developing additional performance measures for implemented projects include:

- Network connectivity between facilities and destinations
 - Creates an extended trip that connects to existing bicycle or pedestrian facilities
 - Provides opportunities to access focus area destinations exclusively on bicycle or pedestrian facilities
- Safety of facilities and the potential for improvements for addressing safety concerns, such as crosswalks, intersection improvements, lighting, dedicated bicycle facilities, and others
 - Relieves conflict between bicyclists, pedestrians, and motorists by providing separate or well-marked facilities

- Addresses a safety concern indicated by local crash or crime data
- Facility usage
 - High usage as indicated by bicycle and pedestrian counts
 - Patterns indicate an increase in bicycle and pedestrian activity in area that the project is located
- Convenience
 - Located in areas of high residential development
 - Easily navigable through adequate signage and pavement markings

These performance measures were developed to provide examples of ways to measure the success of projects on an ongoing basis. As the bicycle and pedestrian network in Tallahassee and Leon County evolves, flexibility in identifying specific performance measures will be key to ensuring that the needs of all user types are met, and that the network is being continuously improved.



Final open house at Cascades Park