

Gaines Street:
Development Guidelines for an Urban Revitalization District
Tallahassee, Florida
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EXECUTIVE SUMMARY

The **Gaines Street Development Guidelines for an Urban Revitalization District** reconfirms the City's recognition of the economic potential of the area and its commitment to ensuring a high standard of urban design in shaping the future of this critical corridor. Gaines Street is the main corridor connecting three of the City's most significant institutions: the state capital complex, Florida State University (FSU) and Florida A&M University (FAMU). Together, these institutions have a population of over 65,000 students and employees on a daily basis. In addition, the Civic Center brings 1.5 million visitors a year for sports, cultural and related activities. Formerly an industrial corridor, Gaines Street functions today as a "back door" to the downtown area and it is here where the City is responding creatively and boldly to the community's aspirations for a high quality "gateway" to the Capital City.

The Gaines Street project brings together many issues facing urban areas today: revitalization of obsolete industrial areas; preservation of historic resources; creation of livable downtown urban centers and urban communities; and enhancing opportunities for racial and economic diversity in our neighborhoods. A series of recommendations address the reuse and revitalization of the corridor for residential, commercial and cultural uses with improved vehicular and pedestrian access throughout the area.

This Plan seeks to achieve community objectives for the Gaines Street Corridor that were first articulated in a 1997 planning project that involved over 100 people. Out of that effort came a vision for creating a special place for residents, workers, students, and visitors. This vision was grounded in establishing an area with a unique urban character, providing residential, entertainment, and cultural activities, all complimented by parks and bikepaths. Land use development standards and urban design criteria, historic preservation and adaptive reuse, traffic management, and a greenway / open space network are the framework within which revitalization will take place. This Plan and its associated implementation tools are the product of a search for appropriate "form-givers" without which this corridor would otherwise look like any other suburban corridor. The Plan was developed in close coordination with the Gaines Street Vitalization Committee, the City's advisory committee on the revitalization of Gaines Street.

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Building on community consensus, the **Gaines Street Revitalization Plan** creates the tools and techniques that will allow the area to develop into a unique urban corridor with distinctive surrounding neighborhoods and activity centers. With faithful and consistent application of the Plan's development principles, the Gaines Street corridor will in the future be recognized for its outstanding aesthetic quality and active urban ambience, its protected open space and natural park areas, its scenic streetscapes and roadways and its distinctive residential districts.

The tools and techniques created by this plan fall into five categories, as follows:

1. **A Gaines Street Revitalization Plan** and related new **Urban Zoning District(s)** that articulate a pattern of land uses, providing development of appropriate intensity in urban areas. This new framework of regulations and incentives will also shape and preserve a greenway network of parks, trails and other natural features. (See item 4 below for specifics re: greenway)
2. **Development Standards and Design Guidelines** that seek to “raise the bar” for the quality of commercial and residential development and of the character of streets and roadway corridors. The guidelines are intended to produce neighborhoods and activity centers of aesthetic variety and character and a sense of place. The guidelines call for good site design, quality building materials and a high degree of care in the design and arrangement of building forms and facades; building scale; streetscape; landscaping; site access, signage and parking standards.
3. **A Historic Resources Master Plan** intended to encourage new development that considers ongoing preservation of existing historical resources and new infill compatible with the existing character and urban fabric of the place. Components of the plan include an evaluation of adaptive reuse opportunities for prototypical structures within the All Saints Neighborhood area and the Gaines Street corridor area, a proposed program of future mix of uses and proposed design standards for historical properties. A market and feasibility assessment documents the source of market support to sustain such uses and demonstrates the economic feasibility of restoring and adapting the uses of historic and infill structures.

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4. **Greenway and Open Space Design Concepts** throughout the Gaines Street area are based on the “Blueprint 2000 and Beyond” Report prepared by the *Economic and Environmental Consensus Committee (EECC)* and the recommendations of the Gaines Street Vitalization Committee during this planning process. The proposed greenway is an opportunity for economic development and natural resource management. It will integrate greenways with roadways, stormwater facilities with lake protection, development with open spaces and floodplain preservation with recreational lands. The plan recommends the construction of a multi-use greenway to include the Cascades Linear Greenway to Railroad Square, through the Gaines Street revitalization area and connecting to the Elberta Crate facility on one end and the Franklin Blvd. extension improvements to the north. The ability to form strong partnerships between local, regional and federal government parties and extending this partnering to the private sector is critical to achieving these community-wide goals.

5. **A City Implementation Program** including new Urban Zoning Districts, incentives for development and coordination with the Community Redevelopment Agency and Plan. The following categories of carefully targeted investments are identified:
 - **Vehicular and pedestrian access improvements** throughout the Gaines Street corridor as a result of the Florida Department of Transportation’s (FDOT) study of Gaines Street;

 - **Proposed alternative transportation initiatives** by a FAMU, FSU, City of Tallahassee; Leon County and St. Joe/Arvida partnership to improve mobility within this corridor and from the corridor to other parts of the community;

 - **Open space acquisitions** of properties as part of the proposed greenway system and neighborhood pocket parks in the historic All Saints and Stearns-Mosley neighborhoods;

 - **City of Tallahassee and Community Redevelopment Agency (CRA) initiatives** for public / private redevelopment of housing and shared parking facilities;

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- An **Urban District Center** located at the roundabout intersection of Gaines and Railroad Ave., planned and managed as a public-private partnership, to include residential, retail and office uses and a parking facility. The Urban District Center will be the main activity hub of the Gaines Street District.

This framework for guiding development, if faithfully and consistently applied, will distinguish Gaines Street and Tallahassee as one of the most livable urban centers in Florida and the nation.

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INTRODUCTION

OVERVIEW OF THE GAINES STREET DISTRICT AREA

The Gaines Street Area is of key importance to downtown Tallahassee as the City emerges as a major university, government and employment center. Present land uses range from older industrial and warehouse uses to a concentration of government operations; from residential uses of varying densities within eroded neighborhood fabrics to scattered office uses; and vacant parcels under public or private ownership.

The study area extends approximately two miles along Gaines Street from Cascades Park to the east, Lake Bradford to the west, Pensacola Street to the north and FAMU Way to the south.

PLAN DEVELOPMENT PROCESS

This **Gaines Street Revitalization Plan** is an outgrowth of previous planning initiatives by the City of Tallahassee and the Metropolitan Planning Organization. These initiatives include the Gaines Street Planning Charette completed in 1997 by the Genesis Group and the Florida Department of Transportation (FDOT) study for Gaines Street by Post Buckley Schuh and Jernigan, Inc. The charette document contained useful background information, technical documentation and included an extensive visioning process that set the overall policy framework for this plan. Alternative land use scenarios were developed resulting in the formulation of a Future Land Use Plan (See Figure 2-2). The FDOT study developed and tested numerous road alignments resulting in the formulation of a preferred option (See Figure 3-2). The purpose of the new Gaines Street Revitalization Plan is to develop the policies contained in the Charette Plan into more specific recommendations in the context of emerging redevelopment interest in the area. These recommendations include regulatory measures and other actions designed to achieve the community's objectives.

This plan is the result of a process that has included a series of workshops with the Gaines Street Vitalization Committee (GSVC), the community and the City Commission. In June 1999, the consultants interviewed a broad range of persons to understand local perspectives regarding the future of the Gaines Street corridor area. At a workshop and public

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hearing meeting in October of 2000, the City Commission recommended the following _____(INSERT FINAL CC RECOMMENDATIONS / APPROVALS).

Local Perspective Interviews

Persons interviewed in June 1999 regarding key issues for the future of the Gaines Street corridor included members of the Gaines Street Vitalization Committee (GSVC) and representatives of neighborhood groups. There was general agreement on the importance of the corridor and an interest in its future as directed by the Vision Plan developed during the 1997 Gaines Street Charette planning process. Producing a higher level of aesthetic quality in development than is currently the norm, creating a unique image and identity, preserving the character of historic neighborhood areas and encouraging new mixed-use development compatible with university related functions were most frequently cited as desirable goals for the future. Specific issues on which there was a high degree of consensus among persons interviewed included:

- The need for higher standards of quality of development and quality of environment in the implementation of proposed Future Land Uses for the corridor;
- The desire to establish a “sense of place”: unique, identifiable characteristic, landmark, or community focus for the Gaines Street district and within each of the identified sub-districts;
- The need to identify “district edges” and define the corridor as a major “gateway” into downtown Tallahassee;
- The need to incorporate residential and mixed uses within the corridor in response to current demands and trends within the area and thus create a truly pedestrian friendly environment;
- The need to resolve problems associated with vehicular and pedestrian traffic and parking;

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Workshops

The Gaines Street Vitalization Committee (GSVC) was established by the City Commission as its advisory committee on corridor revitalization. The Committee is composed of property owners, business people, residents, government representatives and other stakeholders. The consultants have worked closely with the GSVC to develop this plan.

Workshops with the GSVC have covered a broad range of topics. During these workshops, the consultant presented exemplary “case studies” of communities that have addressed the following issues as an important part of their community planning process:

- Urban design: mix of uses, linkages, views, district edges, scale characteristics, architectural character;
- Civic and Public Gathering Spaces;
- Redevelopment opportunities and constraints; susceptibility to change; development trends;
- Community Redevelopment Agency (RA) planning efforts and implementation strategies, first action projects and phasing;
- Traffic: preferred alternatives, options, parking, cross section(s), mass transit, pedestrian / bike design criteria;
- University Master Plans;
- In-Town neighborhoods – sense of place;
- Historic preservation and adaptive re-use;

Following these presentations, alternative development concepts specific to the Gaines Street project were explored. Upon review, the GSVC provided directives for the Gaines Street Revitalization Plan as follows:

- In general, the plan endorses the proposed “urban neighborhood” concept for the Gaines Street Charette Plan prepared by the Genesis Group and the Gaines Street Vitalization Committee. Future land uses established in this 1997 plan should generally be retained, except to make minor modifications where appropriate.
- Community Redevelopment Agency (CRA) efforts need to strategically target early action projects to this area as “urban demonstration projects.” A market assessment of the area indicated an enormous potential for infill higher density housing and retail / entertainment uses. This

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market will materialize if attitudes by affected parties support change and if the CRA focuses its redevelopment powers (land assembly, Tax Increment Financing, tax incentives) to this area in support of these concepts;

- Florida Department of Transportation (FDOT) will need to endorse alternatives that seek to mitigate the impact of through traffic on Gaines Street. The City's initiatives and committed resources to address these traffic concerns will be critical in the implementation stage of this process;
- Design guidelines to create and enhance quality urban development are a high priority. The consultant defined important design characteristics which assume an urban development pattern and which relate to historical preservation and adaptive reuse; design of transportation corridors and vehicular / pedestrian traffic; scale and location of new commercial development; the creation of neighborhood centers and appropriate infill residential development, density and scale.
- As recommended in the 1997 Gaines Street Charette Plan, an interconnected greenway and open space system should be established in the Gaines Street Revitalization Plan. Together with appropriate setback requirements, open space preservation will enhance the redevelopment potential of the area and address comprehensively stormwater and natural resource management issues.

Other issues discussed included the phasing of new development and identification of potential redevelopment opportunity sites. Traffic issues regarding the preferred Gaines Street alignment(s), round-about designs for the intersection of Railroad Ave and Gaines Street and potential increase in traffic due to proposed closing of Pensacola Street were also addressed. Updates of FSU and FAMU Campus Master Plans specific to "edge conditions" along Gaines were discussed within context of potential impacts to development and the need for compatibility with Gaines Street proposals.

In summary and based upon the input received through the stakeholder interviews and workshops, the Gaines Street Revitalization Plan was prepared to present the recommended approach to securing a positive future for this important corridor. The Plan is comprised of five elements as follows:

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1. A *hierarchy of land uses* that will articulate an appropriate development density and intensity for the Gaines Street area;
2. A *new zoning ordinance* that creates new urban zoning districts with new development standards and guidelines as a means to “raising the bar” and setting higher standards for the quality of new development;

[Note: The proposed zoning ordinance for the Gaines Street corridor will be adopted by the City Commission subsequent to the approval of this plan.]
3. A *historic resources plan* and assessment focused on the preservation and adaptive reuse of historic resources within the area;
4. A *greenway and open space plan* created by acquisition of special natural resource areas;
5. *Strategic investments for implementation* of the plan to acquire key elements of the greenway open space network to develop landscape roadway corridors and a bicycle and trails pathway system and vehicular and pedestrian improvements throughout the corridor.

[Note: The final implementation plan for the revitalization of the Gaines Street corridor will be approved by the City Commission and the Community Redevelopment Agency subsequent to the approval of this plan.]

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1.0 EXISTING CONDITIONS

1.1 PHYSICAL CONDITIONS AND TRENDS

As part of the first phase of the planning process, existing conditions related to factors such as land use patterns, urban design features, existing building conditions, landscape character, existing circulation patterns and historic resources were mapped and analyzed in order to gain an understanding of their effect on the future development proposed for the area. This analyses revealed increased traffic in the area, incompatible land uses, an abundance of underutilized and / or abandoned vacant properties and concerns about visual quality of the corridor.

Relying on a variety of documentation, including the 1997 Gaines Street Charette Plan, aerial photography and other sources, the following sections identify resources and significant features of the Gaines Street area's natural and built environment, and describes their status and location.

1.1.1 LAND USE PATTERNS

As depicted in *Figure 1-2, Existing Land Use*, approximately 58% of the total land area within the study boundary is related to industrial uses, historically the area's predominant use. While once a bustling area that included a mixture of residential, commercial and industrial uses, over the years these uses have diminished along Gaines Street. Now this area is home to a number of vacant or underutilized buildings, and many parcels of vacant land. It faces problems from public perception of the area, toxic contamination or "brownfields" left over from the area's industrial heyday, and often deteriorating building stock. Its opportunities include the area's close proximity to downtown, its relatively inexpensive land values, a number of vacant opportunity redevelopment sites and its historical heritage.

In the eastern portion of the corridor the land use pattern is essentially set by institutional uses related to governmental operations within the Capitol Center Planning District. The western portion of the corridor is by contrast industrial in character with scattered commercial uses along the immediate northern and southern edges including Railroad Square and properties along the southern edge of the CSX railroad tracks.

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As a result of the growing industrialization of the area over many decades, several residential neighborhoods developed in the Gaines Street Corridor during the late 1800's and 1900's. Today, residential uses continue to predominate within the All Saints Neighborhood and the Stearns-Mosley Neighborhood. In addition, a residential area north of Gaines, identified as the FSU Transition Zone (see Figure 1-8-3), flourished as a residential neighborhood with current uses consisting of a mixture of residential uses and primarily non-residential uses for office, industrial warehousing and institutional school properties contributing to the instability of this area. Within these three areas defined as residential neighborhoods detached single-family and duplex unit types are the predominant housing type.

The remaining land within the corridor is formed by undeveloped parcels interspersed with existing uses. Based on the Gaines Street Charette Plan's proposed Future Land Use (refer to Figure 2-1, Proposed Future Land Use, in Exhibit 2) and occupancy trends in the area, it is likely that future development will essentially consist of infill and redevelopment of older industrial properties to the south Gaines Street, and of university related development of properties located within the FSU transition zone to the north as identified for inclusion in the FSU Campus Master Plan and the FAMU corner of Gaines and Railroad Avenue.

1.1.2 URBAN DESIGN FEATURES

As depicted in *Figure 1-3, Urban Design Features*, this section summarizes the elements of community character that presently characterize the Gaines Street area. Identified visual landmarks, potential gateway intersections, definition of district edges, the design of open space networks and traffic and circulation connectors can act as "form givers." These elements can provide opportunities to alter the physical structure of the corridor by subdividing the area into identifiable sub-districts with careful attention to creating a 'community of people and places' rather than a disjointed series of development enclaves. In addition to these features, the preservation of existing physical and cultural features (patriarch trees, historic structure) along with new community facilities will constitute elements of community recognition and create a sense of identity and civic pride. Therefore, residential districts should be scaled to the pedestrian, neighborhood parks should be focal points for neighborhood activities and commercial / mixed-use districts should integrate public facilities and spaces, creating a civic atmosphere typical of more traditional downtowns.

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1.1.3 EXISTING ZONING

As depicted in *Figure 1-4, Existing Zoning*, properties within the study boundary area fall into the following existing zoning categories:

- CU – Central Urban
- UT – University Transition
- DI – Downtown Institutional / Cultural / University Transition Areas
- CCPD – Capitol Center Planning District

Excerpts from the City of Tallahassee “Zoning, Site Plan and Subdivision Regulations” (referred herein as the Zoning Code) are included as part of *Appendix E: Existing Zoning Code Review* with annotations, comparative analysis and recommendations for the proposed new zoning districts as described in Exhibit 3 of this report.

1.1.4 BUILDING CONDITIONS

As depicted in *Figure 1-5, Existing Building Conditions*, properties that are sound and those showing evidence of minor deterioration and dilapidation have been inventoried. The majority of buildings along Gaines Street present major and minor deteriorated conditions and are mostly industrial in use. This inventory served as base documentation for the assessment of existing physical characteristics and potential development opportunities along the corridor and resulted in a comprehensive revitalization strategy.

1.1.5 LANDSCAPE CHARACTER

As depicted in *Figure 1-6, Existing Landscape Character*, existing patterns of vegetation as well as related patterns of drainage and topographic features have been identified. Locations and density of significant tree masses provide visual landmarks and contribute to the overall identity of the Gaines Street corridor. A variety of documentation, including aerial photography and other sources, were utilized to map sensitive resources and significant features of the corridor’s natural environment as well as existing topographic elevations and drainage corridors.

Important features in the corridor include Cascades Park, original site of “rippling streams and cascades.” It encompasses 35 acres owned by the state of Florida and was listed in the

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National Register of Historic Places in 1971. Today it is primarily known as a contaminated site faced with two challenges: to clean up the contamination and restore the cascades itself to its natural beauty for enjoyment by the general public. The Downtown Plan, Blueprint 2000 Plan and this Gaines Street Revitalization Plan offer strategies achieving these objectives. One primary vehicle for attaining these goals is the implementation of the linear Cascades Greenway, bounded by the Cascade Park system to the east and Railroad Avenue to the west, which ultimately would connect with other main features such as the St. Mark's Trail.

Another important feature are the existing patriarch trees in the All Saints and Stearns-Mosley neighborhoods as recently located and inventoried by the Planning Department for preservation as important natural and visual landmarks.

1.1.6 CIRCULATION

As depicted in *Figure 1-7, Existing Circulation Network*, a comprehensive assessment of existing and potential improvements to accommodate pedestrians, bicyclists, joggers and transit, as well as vehicular traffic have been identified.

1.2 Historic Resources Assessment

1.2.1 DOCUMENTATION OF HISTORIC RESOURCES

Historic resources and archaeological resources are an important part of a community's cultural heritage and character. The Gaines Street Corridor is often an overlooked but special part of Tallahassee's history dating back to the founding of the City and earlier. This section is supplemented in detail by Appendix A: The Preservation of Historic Resources in the Gaines Street Area, prepared by 1000 Friends of Florida, and included herein which provides an overview of the historic development of the area, an assessment and documentation of historic resources including buildings and sites and recommendations regarding preservation and where suitable, the adaptive reuse of historic resources. In addition, a sub-section within the Appendix titled "A Historic Preservation Toolbox" identifies a number of financial incentives and funding sources available for the adaptive reuse of structures and for renovation efforts. This report relied heavily on two earlier studies prepared by Archaeological Consultants, Inc.

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As depicted in *Figure 1-8, Historic Resources Assessment*, Gaines Street today is a corridor of special landmarks and special enclaves, some of which are listed or are eligible for listing in the National Register of Historic Places. The vast majority of resources fall into one of the planning areas identified in Figure 1-8 and further detailed in Figures 1-8-1 thru 1-8-6 respectively.

National Register landmarks along Gaines Street include Cascades Park, Old City Waterworks and the Caroline Brevard Grammar School (now the Bloxham Building), which is just outside the study area. Other significant structures include the Old County Jail, the WPA District Office and Old Health Department building and a series of warehouses along the western end of Gaines Street.

Special enclaves in the corridor include the historic All Saints Neighborhood and the Stearns-Mosley Neighborhood, both of which include districts eligible for listing in the National Register. Another concentration of historic resources is located within the Florida State University Transition Zone. Additionally, there are known and potential archaeological resources in the Gaines Street corridor.

1.2.2 HISTORIC PRESERVATION

As identified by this study, there are a number of fine historical resources and districts within the Gaines Street Study Area. As the area is redeveloped, every effort should be made to encourage the preservation of significant remnants of the past while promoting new compatible development especially within the context of “smart growth.”

In essence, the Gaines Street Revitalization Plan, in tune with many communities across the country, proposes an approach towards redevelopment of the area centered on the concept of “smart growth” as a means to addressing a more sane and sensible approach towards new development. In addition to promoting infill development in an underutilized urban area of Tallahassee and a mix of uses conducive to a more livable and walkable community, a smart growth approach connotes respecting those natural and historic features that make a community special, and in turn enhances the community’s tax base, reduces the need for costly infrastructure, promotes pedestrian, biking and transit opportunities and creates a special place to live.

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In summary, no recommendation has been made to establish historic preservation overlays to achieve protection of these resources, particularly those in the All Saints area. Protection of historic structures in the east end of All Saints would be best achieved by the designation of a historic district that incorporates all contributing structures. Preservation of other eligible structures should be accomplished via inclusion on the National Register and active use of local government incentives.

1.2.3 SUITABILITY FOR ADAPTIVE REUSE

A combination of demographic, economic and physical conditions can create an opportunity for the adaptive reuse of historic structures unique to this area of Tallahassee. However, it is important to consider several factors in any program of adaptive reuse for commercial purposes as for example existing location, physical design characteristics, existing requirements for designated historic structures and other issues that can place limitations on adaptation for other uses.

1.3 MARKET ASSESSMENT

Figure 1-9, Historical Resources Market Assessment, depicts selected structures for the market and feasibility assessment portion of this study. An evaluation of adaptive reuse opportunities for up to (6) six prototypical structures within the study area was conducted and includes a program for future mixed-uses, documentation of the source of market support to sustain such uses and demonstration of the economic feasibility of restoring and adapting the uses of historic and infill structures.

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2.0 GAINES STREET DISTRICT REVITALIZATION PLAN

2.1 PROPOSED FUTURE LAND USE PLAN

This chapter describes the proposed future pattern of land use in the Gaines Street area. The Future Land Use Plan is designed to achieve residents' aspirations for the future of the corridor as preliminarily proposed in the 1996 Gaines Street Planning Charette and as refined in the interviews and workshops conducted as part of this planning process.

The Future Land Use Plan, Figure 2-1, was initially developed to reflect numerous operational objectives established in the Charette:

- Create an aesthetic gateway to travelers approaching the Capitol from the west, especially those arriving via the airport.
- Provide a coordinated land use plan for redevelopment of the area, including new residential and commercial development.
- Enhance the connections between the downtown area, and FAMU and FSU campuses, and improve non-automobile mobility and safety.
- Protect the existing neighborhoods in the study corridor, including All Saints, Myers Park, Woodland Drives, and Railroad Square, and recreate a greenway from Cascades Park to the St. Marks Trail.
- Develop a comprehensive approach to resolving brownfield and stormwater issues.
- Produce a plan that makes sense, is affordable, and provides recommendations on how to make it happen.

More detailed objectives included the following:

- Preserve Cascades Park;
- Protect the All Saints Neighborhood;
- Protect other historic resources in the corridor;
- Preserve the historic (grid) plan for Tallahassee;
- Develop greenways, bike trails and pedestrian amenities throughout the corridor;
- Protect the character of the Stearns neighborhood; and
- Design improvement to stimulate mixed-use commercial revitalization.

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2.2 PROPOSED REVITALIZATION PLAN CONCEPT

A fundamental challenge of the Gaines Street Revitalization Plan is to articulate a vision for the future that goes beyond the generalized land use map developed during the Gaines Street Charette. This concept needs to direct new patterns of urban development through regulating guidelines and public and private investment.

The Future Land Use Plan developed in the 1996 Gaines Street Planning Charette was used as the starting point for developing alternative development concepts for the Gaines Street corridor. A total of three (3) Concept Alternatives for 3 sub-areas were considered which explored varying approaches to land use, open space, urban community character and historic preservation, traffic and market feasibility and assessments. Each alternative represented various degrees of “compactness” and indicated methods of incorporating principles of traditional urban design and techniques to ensure a pedestrian friendly environment.

Specifically, the Gaines Street Vitalization Committee reviewed each alternative within the context of differences between the following issue areas:

- Proposed mix of land uses;
- Proposed traffic changes along the section of Gaines Street between Railroad Ave and Martin Luther King, Jr. Boulevard, including a proposed roundabout at Martin Luther King, Jr. Blvd. and Doug Burnett Park;
- Proposed “greenway and open space” concept based on the Blueprint 2000 recommendations;
- Considerations for the Community Redevelopment Agency’s planning timeframe, phasing and finances for Year 2000 to 2020.

2.2.1 GAINES STREET URBAN DISTRICTS

Within the Gaines Street Urban Revitalization District there are proposed five identifiable sub-districts with unique land use and urban design characteristics as follows:

1. All Saints Neighborhood
2. University Urban Village
3. Stearns-Mosley Neighborhood
4. Cascade Greenway Corridor
5. Transition Edges, which include the Civic Center, the Lake Bradford Commercial Corridor, Railroad

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Square, the Industrial Area south of the CSX railroad tracks, the FSU expansion area and the Capitol Complex.

The Transition Edges are not within the core of the Gaines Street District but act as transitional edge conditions adjacent to the redevelopment districts.

These sub-districts are defined in **Figure 2-5: Gaines Street Urban Districts**, of which subdistricts 1 thru 4 constitute the most distinct core areas within the corridor and will provide at build-out of the plan an exemplary urban showcase highlighting the area's significance.

Figures 2-8 and 2-8-1 thru 2-8-3 are **Illustrative Plans** of proposed redevelopment for the area. Recommendations represent a viable way of adding residential density, retail / commercial uses and recreational / cultural amenities to the area as strategic investments for redevelopment while protecting the fabric of existing neighborhoods and historic resources.

OVERALL PLAN ELEMENTS AND URBAN DESIGN CRITERIA

A summary of Plan Elements and Urban Design Objectives of the Gaines Street Revitalization Plan are:

- Redevelopment of existing All Saints as an “in-town neighborhood” to create a new vital mixed-use, mixed-income community while preserving both the scale, character and history of “place”;
- Preservation of existing neighborhood character and scale within the Stearns-Mosley neighborhood by considering appropriate residential infill and personal services;
- Creation of a mixed-use urban street “edge” along Gaines Street to include pedestrian / transit friendly streetscape improvements and amenities; and an urban-style mixed-use development pattern of ground floor retail, commercial and community public/private uses; with upper levels to be 4 to 7 stories in height for residential (apartments, condos, lofts) use;
- Creation of a lively and attractive “urban boulevard” along the Gaines Street corridor by controlling the

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location and massing of structures along its edge to be consistent with creating a strong urban street wall; and by controlling the relationship between new buildings and adjacent interconnecting streets to foster high quality streetscape design;

- Creation of a greenway / open space network offering recreational and cultural amenities unparalleled elsewhere in town, linking neighborhoods and activity centers through public trails and preserving key natural resources within the area;
- Creation of vital, interesting places, public spaces and architecture for people to live and shop in an area adjacent to diverse transit, work, cultural, and recreational opportunities.

2.2.2 URBAN DESIGN GOALS AND PRINCIPLES

The following descriptions for each of the districts define the function and design / use elements that articulate the overall proposed revitalization plan for the area.

A. ALL SAINTS NEIGHBORHOOD



Description:

All Saints Area extends north to Gaines Street and west to include “frontage” along Railroad Avenue, bounded on the south by the CSX tracks and on the east by Boulevard Park (Martin Luther King Jr., Boulevard and Boulevard Street). This district includes three subareas, the All Saints Corridor Mixed-Use Edge along Gaines Street and Railroad Avenue; and the All Saints Core Infill Area comprised of Zone “B” including lots abutting Macomb St., and Zone “A” including the remaining lots and extending to Boulevard Street.

Area: As shown in Figures 2-5 and 2-8-1, total area of three subareas is +/- 22.08 acres.

The **All Saints Neighborhood** is intended to be an in-town residential neighborhood designed to integrate residential and commercial development. While the Plan recommends a wide variety of residential, commercial and office uses, development design, density, and intensity are intended to “respect the neighborhood’s existing urban fabric and pattern of streets, its historic and landscape character, its vernacular architecture and

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its signature concrete stone walls.” A suggested “market mix” for the neighborhood should be designed to foster convenient access to everyday services, promote a sense of community and encourage the use of alternative modes of transportation. A network of streets, alleys and open spaces will link All Saints to the functional center of the Gaines Street redevelopment district, to be located at the roundabout circle at the intersection of Gaines and Railroad Avenue, providing gathering places for people and walkable destinations for neighborhood- focused retail while reinforcing the identity and character of the neighborhood.

All new infill development is encouraged to promote a pedestrian-friendly street environment. Within Zone “A” of the core infill area, building types should replicate existing scales and front setbacks and be up to 2 ½ stories in height. Within Zone “B” of the core infill area building should be no more than 4 stories in height. Buildings in the mixed-use corridor at the districts edges along Gaines and Railroad should be no more than 5 stories in height and should be built to the property line. [See Exhibit 3 for specific Floor Area Ratios within the district.] Integrated uses (e.g., retail / office use at ground level with residential above) are encouraged. Depending on location, appropriate housing types should include: small apartment buildings, residential over commercial, townhouses, duplexes and bungalows. Front facades of buildings should be designed to “frame” the public space of street edges by having setbacks consistent with those of existing adjacent buildings or by building directly onto the front property line and allow for on-site parking at the rear of buildings. Continuous sidewalks and lighting, shade trees for landscaping both sides of the street and on-street parking shall be maximized and intersections designed to increase pedestrian safety and comfort.

The adaptive re-use and redevelopment of the Wahnish Cigar Factory and the Coca Cola Building and adjacent vacant properties are conceived as “focal elements” within the district. Parts of this area are potentially eligible for listing on the National Register of Historic Places and the Local Register.

Function:

The All Saints Neighborhood, particularly the high activity “district center” at the roundabout intersection of Gaines and Railroad Avenue, is envisioned as the primary center of activity of the Gaines Street corridor with pedestrian orientation and compact development.

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The area should be envisioned as a ‘mixed-use’ district in close proximity to downtown and the universities, with a distinct and definable edge and an urban neighborhood fabric at its core. One of only two neighborhoods in the Gaines Street area that remain somewhat intact, the All Saints neighborhood possesses a distinct and rich historic character. Efforts should be made to revitalize the neighborhood by retaining and restoring existing building stock as appropriate, encouraging provision of upscale urban housing internal to the district while allowing flexibility of reuse of historic structures for retail and mixed-uses.

Design / Use Elements:

- Assembled properties for compatible infill development;
- Low to moderate density market-rate housing for university faculty, staff, downtown / capitol center professionals;
- Neighborhood focused retail (e.g., small market, bookstore, deli, bakery, small restaurants, cafes, brew pubs, outdoor dining);
- “Arts district” uses (e.g., Art galleries, artists lofts along Seaboard Avenue, design furniture shops);
- Preservation of unique existing landscape character, significant mature trees (as identified in the All Saints Neighborhood Patriarch Tree Inventory by the City) and signature low stone walls;
- Preservation through establishing a Neighborhood Park or some other means, the Patriarch Oak on St. Francis Street fronting a redeveloped Wahnish Cigar Factory / Cowhaus building;
- Pedestrian bridge at MLK Blvd across CSX railroad tracks to connect FAMU campus;
- Buildings located in the District Center, at northeast and southeast corner of roundabout circle at intersection of Gaines and Railroad Avenue should be designed to respect hard-edge urban form and provide a distinctive “gateway” icon within the area;
- Prohibition on additional heavy commercial, highway commercial, or industrial uses.

A conceptual plan for the All Saints Neighborhood is shown in Figure 2-8-1.

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B. UNIVERSITY URBAN VILLAGE

Description:

Area defined by the southern edge of the proposed FSU 20 Year Master Plan along Gaines Street extending from Lake Bradford Road to the west, Railroad Avenue to the east, Gaines Street to the north and the proposed Jackson Bluff Road extension (west of Stone Valley Way) and CSX Railroad tracks (east of Stone Valley Way) to the south.

Area: +/- 38.17 ACRES

The **University Urban Village** is envisioned as a high density residential core area within the redevelopment plan, the success of which is crucial to the Gaines Street corridor. At present, the area is a mix of industrial and scattered commercial uses, a number of which are experiencing obsolescence and deterioration. Its location with respect to the FSU and FAMU campuses and its market potential for infill housing and university related uses should encourage a predominantly “urban” built environment with appropriate levels of density that will foster urban development patterns versus suburban car-oriented development prototypes and create the desired “village setting” for university life.

Along the entire Gaines Street frontage there should be a minimum height of five stories and a maximum of seven. Along the Jackson Bluff Road extension east of Stone Valley Way there should be a height range of five to seven stories. At the west end of the Jackson Bluff Road extension there should be a maximum of three stories. If (because of building height along Gaines and associated parking needs) there are no buildings located on Jackson Bluff west of Stone Valley, then a deeper landscape buffer should be provided so there is not parking facing the edge of the Stearns-Mosley neighborhood.

Function:

This proposed sub-district is intended to serve as a support-function area to the two universities with a concentration of close-in housing in a village setting with a variety of retail and support uses with pedestrian connectors and gateway entries to both university campuses. A distinctive university campus edge along Gaines Street in the form of a continuous 100 foot “green edge” setback proposed by FSU should be designed to serve as a streetscape amenity with pedestrian and bikeway access.

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Design / Use Elements:

- Pedestrian oriented uses;
- Services – bookstores, bikeshops, food services, convenience goods, pubs, copy centers,;
- Prohibition on additional heavy commercial, highway commercial or industrial uses;
- Higher density residential units suitable for close-in housing serving FSU and FAMU within walking distance;
- Higher intensity uses to be located along Gaines Street. Grading of intensity to decrease towards Jackson Bluff Road extension edge;
- Encourage on-street parking and in rear of buildings;
- Modification of present FSU plan to incorporate continuous 100’ “green edge” setback. Formal campus gateway / entryway east of Stone Valley Way to remain as planned.
- FSU should consider more active “contributing” uses (i.e., graduate student housing) adjacent to the north edge of the 100 foot setback fronting Gaines Street instead of athletic / recreation facilities so as to contribute further to the pedestrian activity and market-support for Gaines Street revitalization;
- Strengthen pedestrian connections from both campus cores to the District Center located at roundabout intersection of Gaines and Railroad and to the All Saints neighborhood;
- Proposed FSU and FAMU buildings located in the District Center, at northwest and southwest corner of roundabout circle at intersection of Gaines and Railroad Avenue should be designed to respect hard-edge urban form and provide a distinctive “gateway / entryway” icon for the universities and the corridor;

A conceptual development plan for the University Urban Village is shown in Figure 2-8-2.

C. STEARNS-MOSLEY NEIGHBORHOOD

Description:

Residential area, currently includes 29 residential structures. This district extends north and west of the CSX main tracks, south of the CSX spur, east of the cement plant and west of Stone Valley Way.

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Area: +/- 26.6 ACRES of which 47% (12.6 acres) is currently vacant property.

The **Stearns-Mosley Neighborhood** is envisioned as an in-town residential neighborhood to be protected from encroachment of more intensive uses and only allowing infill development that is compatible with the area's scale and character. Character defining features of this neighborhood include its single-family residential character, one-story wood frame vernacular architecture, mature vegetation and close proximity to the railroad. It is recommended that residential uses in the neighborhood be preserved by using affordable housing incentives in combination with preservation techniques to rehabilitate existing structures as stated by the Community Redevelopment Agency's goals to promote affordable housing in the area. Designation of the Stearns-Mosley neighborhood as a priority area could ensure targeting of needed funds and assistance. Parts of this area are potentially eligible for listing on the National Register of Historic Places and the Local Register.

Function: In-town residential neighborhood possessing a distinct character and rich history representative of Tallahassee's past.

Design / Use Elements:

- Redevelopment of neighborhood to address mixed-income housing development;
- On-site historic preservation and sensitive relocation of structures within the northern half of the neighborhood (considered the historic district);
- Proposed new low density infill housing development - single family detached preferred;
- Consider elderly housing for residential infill;
- Consider "duplex" development for residential infill, limit 1 to 2 stories and up to 5 units per acre as 'conditional use';
- Consider appropriate uses for vacant properties related to personal services (e.g., barber shop, beauty salon) as "conditional uses";
- Proposed improvements to Coal Chute neighborhood park;
- Proposed higher quality screening along railroad tracks;

A conceptual development plan for the Stearns-Mosley Neighborhood Sub-District is shown in Figure 2-8-3.

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D. CASCADE GREENWAY / OPEN SPACE CORRIDOR

At the centerpiece of the future development concept for the Gaines Street Area is a network of open space and greenway corridors designed to preserve stream corridors and floodplains, scenic views and other natural resources. The **Cascade Greenway / Open Space Concept Plan** should be implemented largely by applying principles of development that preserve, enhance and/or create a system of open spaces that flows through and links redevelopment areas. The idea of establishing a greenway system as the organizing structure for redevelopment in the Gaines Street area will yield many benefits:

- *Retain scenic views of open space and significant historic features of the corridor's natural assets and resources of the past;*
- *Improve the visual quality of new development as seen from public roads and developable areas;*
- *Preserve open space for the community while creating enhanced value for developers*
- *The open space network will form part of an interconnected, community wide system of parks, greenways and trails;*
- *The open space network will function as a natural stormwater drainage system, avoiding drainage and flooding problems by limiting or prohibiting development within floodplain zones;*
- *More compact development will reduce the amount of streets and utilities reducing development costs and maintenance / service costs;*

Description:

Defined as the area generally located along the eastern and southern edge of the Gaines Street Corridor. The Gaines Street Corridor Design Charette identified as key redevelopment plan components the preservation and protection of Cascades Park and the implementation of the "Cascades Greenway Plan" (as designed in the feasibility study prepared by the Tallahassee Leon County Planning Department in 1994), which included Cascades Park and lands adjoining St. Augustine Branch to its intersection with the extension of the St. Marks Trail at the west end of Eugenia Street. The central portion of the Cascades Greenway is now included within the larger "downtown greenway" which is comprised of Boulevard and Burnette Parks, the Park Avenue's Chain of Parks, and the open space component of the Franklin Boulevard enhancements as envisioned by Blueprint 2000.

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Area: +/- 67.55 ACRES which includes the southern portion of Railroad Square (+/- 14.4 acres), a portion of the Stearns-Moseley neighborhood (+/- 3.0 acres) and the Proposed Industrial Park Expansion Area (+/- 9.3 acres) as described in Blueprint 2000.

Function:

This prospective corridor district is envisioned as a network of greenways, bike trails, pedestrian amenities and open spaces linking the downtown core and the Gaines Street corridor with the FAMU and FSU campuses. The placement, design and construction of landscape enhancements and amenities to include lighting, signage, seating, interpretive displays and artwork should be complementary to significant historic resources in the area and address the stormwater retention, flood control and major stream restoration for this important area.

Design / Use Elements:

- The Cascade Greenway itself is defined by the Feasibility Study as a “narrow greenway to serve as an open space connector and corridor with potential for redevelopment of existing blighted residential and industrial areas.” The Gaines Street Charette envisioned the corridor as a redevelopment asset and community consensus identified the “community and historical value” of the Cascade Park system;
- Consider the Cascades Greenway and Open Space Corridor plan as the main urban “form - giver” for the Gaines Street corridor; Redevelopment per proposed Blueprint 2000 “St. Augustine Branch” project, a portion of which parallels Gaines Street, provides an opportunity for retention lakes, major stream restoration and greenway system “focus”; the Blueprint 2000 Plan is a broader planning effort that explores an extension of the local option sales tax and is one of the flagship projects in the sales tax promotion;
- Retention and enhancement of pedestrian linkages throughout the entire corridor including present Railroad Square;
- System to be designed as a “canal walk” and a combination of trails lit for 24-hour use; a landscaped habitat “amenity corridor” offering visual relief and a series of “water” experiences - narrow hard-edged canals, soft-edged ponds and lakes and interconnecting narrow stream corridors (see images);

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- Consider partial relocation of artists and artist related functions from Railroad Square to the All Saints Neighborhood district.

A conceptual development plan for the Cascade Greenway and Open Space Corridor is depicted in Figure 2-8.

E. TRANSITION EDGES

A series of sub-areas were identified within the study boundary area that are not within the core of the Gaines Street Corridor but present distinct characteristics and edge conditions. These are as follows:

1. Civic Center District
2. Lake Bradford Road Commercial Corridor
3. Railroad Square Arts District
4. Industrial Park Expansion Area
5. FSU University Expansion Area
6. Capitol Center / Department of Management Services Owned Properties

CIVIC CENTER DISTRICT

Description:

Area includes the Civic Center Site and the block of property east of Railroad Avenue and west of Boulevard Street between Gaines and Madison Streets.

Area: +/- 7.54 ACRES of which 6.14 acres are vacant.

Function:

Provides a link between the Civic Center (and hotel), the Redevelopment District Center at the intersection of Gaines and Railroad and the various commercial uses in the All Saints area. The area is proposed to be mixed use, including the potential development of the “Embassy Suites hotel site.” New uses should include street level retail and be oriented as to promote pedestrian traffic between the Civic Center and All Saints.

Design / Use Elements:

- Redevelopment to follow urban design principles as defined by the Development Standards and Design Guidelines for the All Saints district;

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- Permitted Uses to continue to be regulated by the existing Downtown / Institutional zoning district.
- New ‘district center’ development proposed for northwest corner of Gaines Street and Railroad Avenue. Site immediately to the north should address street edges, frontage, location of new structures and pedestrian connections to this new town center and to Gaines Street.

LAKE BRADFORD COMMERCIAL CORRIDOR

Description:

Area includes the triangle of properties south of Stadium Drive and east of Eppes Drive. The area also includes property east of Lake Bradford Road, south of the proposed Jackson Bluff extension, west of the old Georgia, Florida, and Alabama (GF&A) alignment, and north of the new Elberta Crate stormwater facility.

Area: +/- 51.44 ACRES

Function:

This area is proposed to continue to provide highway commercial services and related uses, including drive-thru facilities, for the rest of the redevelopment district.

Design / Use Elements:

- Identified as “commercial use” in the Gaines Street Charette Future Land Use Plan; define commercial development standards;
- Define “gateway” design standards and design;

RAILROAD SQUARE ARTS DISTRICT

Description:

Area located between the CSX railroad tracks to the north, proposed FAMU Way extension to the south, Railroad Ave. to the east and the Stearns Moseley neighborhood to the west.

Area: +/- 14.4 ACRES

Function:

Termed “Railroad Square Downtown Industrial Park”, the 10-acre park has 75 tenants, more than 70% of which are “artists, artisans or art-related business” and remaining 30% a mixture of

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commercial uses (i.e. molding and millwork, auto repair and painting, furniture repair and bicycle manufacturing).

Design / Use Elements:

- Redevelopment as an “Art District” as proposed in the Gaines Street Charette;
- Preservation of existing structures located in the northern portion of the site to form a unique enclave of buildings and allow for redevelopment of the southern portion of the site per the Blueprint 2000 plan.

INDUSTRIAL PARK EXPANSION

Description:

Area defined in the Gaines Street Charette as located between the CSX railroad tracks to the north, FAMU Way to the south, Railroad Ave. to the west and the Van Buren Street Industrial warehouses to the east. It includes the Hyman Myers Industrial Park, the existing substation and the existing subsidized housing property.

Area: +/- 9.3 ACRES

Function:

Proposed to serve as a “Service / Commerce Park Expansion” area per the Gaines Street Charette.

Design / Use Elements:

- Redevelopment as per the St Augustine Branch Project of the Blueprint 2000 Plan, which may include portions of the Cascades Greenway and stormwater retrofit elements.

FSU UNIVERSITY EXPANSION

Description:

Area bounded by Pensacola Street to the north and Madison Street to the south, Railroad Ave. to the east and Stadium Drive to the west.

Area: +/- 58.9 ACRES

Function:

For inclusion in the FSU Twenty Year Master Plan as planned.

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**CAPITOL CENTER – DEPARTMENT OF MANAGEMENT
SERVICES (DMS) OWNED PROPERTIES**

Development to proceed per the Long Range Plan and the
Development of Regional Impact.

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3.0 DEVELOPMENT STANDARDS AND DESIGN GUIDELINES

3.1 OVERVIEW

The concepts for future redevelopment among the various Gaines Street sub-areas will require significant restructuring of present zoning and development regulations. In areas such as the All Saints and Stearns-Mosley neighborhoods and the proposed University Village, proposed uses and development character are at considerable variance with present regulations, warranting the creation of several new **Gaines Street Urban Zoning Districts (GSUD's)**. These new zoning districts should be immediately applied so as to guide imminent new development. In the proposed Cascade Greenway sub-area, a new zoning district is also warranted, but should be crafted in the future to coincide with planning for the actual design and configuration of the proposed major capital investment in the creation of a regional stormwater system and associated greenway corridor envisioned in the Blueprint 2000 initiative. Until such time that the extent and configuration of the stormwater and greenway is determined, and the degree of property acquisition and redevelopment is clarified, present zoning shall remain in place. However, since a potentially substantial amount of land acquisition may be required to create this system, and since most properties lie in the floodplain, substantial new investments in this should not be encouraged. Along certain edges of the Gaines Street revitalization area, particularly the transitions to the Civic Center District and the Lake Bradford Road commercial corridor, major changes in use or intensity are not proposed and relatively minor adjustments to design standards will suffice.

The proposed regulatory modifications are intended to preserve and enhance the historical and landscape character of the area, while guiding the area's transformation toward a lively, compact "urban village" setting. Not only will this new zoning reflect the vision of the original Gaines street Vitalization Charrete, it will also serve to enhance property values, accommodate emerging market demands, foster new investment and produce a range of pedestrian friendly uses, services and amenities, and link "activity centers of Capitol Center, downtown and the campuses of FSU and Florida A&M.

The Gaines Street Urban Revitalization District will reflect a unique image and character, providing an opportunity for true urban living in Tallahassee. The District should be identifiable to

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visitors and residents by the pattern of restored historic neighborhoods, new higher density village centers; by the compact scale and design of housing and commercial buildings; by the landscaping and lively mix of activity along existing and proposed major boulevards; by the scale of local and connector streets; and by the mature vegetation and proximity to open space. The proposed Development Standards and Design Guidelines offer a flexible framework which encourages design creativity while ensuring that the emerging district both maintains valued historic characteristics and supports significant investment and appropriate intensification.

“Plans are only as valid as the visions which inspire them and the actions which realize them.”

3.2 GAINES STREET URBAN ZONING DISTRICTS

Purpose and Intent

The several proposed **Gaines Street Urban Zoning Districts** replace existing zoning in the area as a means of introducing new land use mixes and urban design characteristics that transcend conventional zoning district provisions. The changes made are directed to provide varying incentives for redevelopment of properties that are significantly underutilized due to obsolescence, a poor physical environment, fragmented ownership, and regulatory impediments. Market analyses and current trends indicate that existing regulations no longer provide an appropriate framework for development consistent with the area’s economic potentials and with public desires for a new pattern and quality of environment. Because many of the existing heavy commercial uses in the area are not compatible with the planned mixed use character, some present uses will be rendered non-conforming. However, this new zoning provides for new range of more economically viable and sustainable uses at substantially greater intensities, thus contributing to enhanced economic use and property values.

The City of Tallahassee Zoning, Site Plan and Subdivision Regulations (herein referred to as the Zoning code) have certain weaknesses common to codes of its generation. Over time it has become increasingly complex and therefore imprecise in producing the character and scale of development appropriate in certain unique areas. In certain transitional areas where the Gaines Street District interfaces with the downtown civic center, or with the Lake Bradford Road commercial corridor, only relatively minor adjustments in development standards and permitted uses are needed to provide a seamless transition.

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Applicability

The **Gaines Street Urban Zoning Districts** are new zoning district tailored to implement the Gaines Street Revitalization Plan, with specified allowable uses which meet the intent of the zoning district and a description of development standards and design guidelines for implementation. The overall zoning district is to represent a mapped geographic area applied to the official zoning map according to the amendment procedures of Section 9.1 of the City of Tallahassee Zoning, Site Plan and Subdivision Regulations (herein referred to as the Zoning Code). Overlay districts may be applied over any zoning district established by this title, and may encompass one or more of those districts.

It is intended that these zoning districts will be adopted by the City Commission after it approves this plan. The process for adopting the new zoning districts will include public notification, workshops and hearings.

DESCRIPTION

There are four distinct sub-districts within which the overall **Gaines Street Urban Zoning District** operates. These sub-districts are designated in the Revitalization Plan and share the overall goal of redevelopment of the Gaines Street corridor. Different regulations and specific goals address unique characteristics within each sub-district and are described below. The four sub-districts are as follows:

- **Gaines Street Urban Zoning District 1 – (GSUD 1)**
All Saints Neighborhood District
- **Gaines Street Urban Zoning District 2 – (GSUD 2)**
University Urban Village Mixed-Use District
- **Gaines Street Urban Zoning District 3 – (GSUD 3)**
Stearns Mosley Neighborhood District
- **(Future) Gaines Street Urban Zoning District 4 – (GSUD 4)** Gaines Street Area Greenway District

**3.2.1 Gaines Street Urban Zoning District One
(GSUD-1)**

ALL SAINTS NEIGHBORHOOD DISTRICT

The All Saints Neighborhood District is presently zoned DI – Downtown Institutional / Cultural / University Transition Areas Zoning District, a district intended to implement the Downtown Plan and to “complement the two major universities, FSU and

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FAMU, allowing the land uses and activities typically required by students, faculty and other university personnel.” It is also intended “to accommodate growth and expansion of these institutions, as well as provide a transition between the land uses and activities in the downtown periphery.” Although it is appropriate to accommodate uses in support of university activity, present zoning does not reflect a commitment to retain the area’s historic resources and landscape character, nor does it offer guidance in the creation of a compact, “urban village” scale and mix of residential and pedestrian oriented commercial uses. This plan does not support the expansion of these institutions into this area.

For regulatory purposes, the All Saints Neighborhood District is defined as the area that lies within the following physical boundaries contained in the Gaines Street Urban Revitalization Plan: Gaines Street to the north, Martin Luther King, Jr. Blvd. to the east, the CSX railroad tracks to the south and Railroad Avenue to the west. Within this district is a concentration of historic resources that reflect representative examples of early 20th century architecture and the evolution of one of Tallahassee’s earliest and most historic neighborhoods. Also within this district, is evidence of economic obsolescence and dis-investment as evidenced by vacant lots, unoccupied structures and physical deterioration.

The goal of this new district, and its component sub-areas, is the preservation of the historic attributes of this community and the revitalization of the area with appropriate mixes and intensities of new development. Recommended Development Standards and Design Guidelines are related to:

- lot coverage waiver for contributing properties;
- height, front setback, and lot coverage;
- building envelope, placement and sizes of buildings;
and
- placement and amount of parking;

All Saints Neighborhood District Sub-Areas

Within this district, conditions vary substantially. Along the major roadway corridors of Gaines Street and Railroad Avenue, traffic volumes, corridor dimensions and other factors suggest the opportunity for significant intensification of use, intensity and scale of development, as well as an “urban” orientation of buildings to streets and pedestrian areas. In contrast, the area near Martine Luther King, Jr. Boulevard contains the most compact remaining concentration of historic structures where

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new investment in adaptive re-use and infill development should retain the relatively low scale and intensity of use. Elsewhere in the district, properties with frontage on the grid of local streets, where historic structures no longer predominate, an intensity of use and scale between these two extremes is appropriate. Consequently, three (3) sub-areas have been identified within this district and are as depicted in the Gaines Street Revitalization Plan. The following sub-areas are part of the All Saints Neighborhood Urban Zoning District and are made a part of the Development Standards and Design Guidelines with separate and unique regulations and design criteria:

- I.** **Core Neighborhood Infill Area (Zone A):** The specific intent of this sub-area is to encourage adaptive reuse and infill development that is compatible with the historic scale and texture of the area. While residential use has been the historic pattern, compatible commercial uses are permitted to provide greater economic incentive for restoration and adaptive reuse. While infill development should complement the ambient scale and rhythm of the historic facades, actual building footprints and associated development intensities can be substantially greater than the modest homes that historically characterized the area. Within a two-story height limit, by taking advantage of lot depths that were historically used as generous rear yards for small single-family dwellings, a meaningful increase in development intensity can be achieved without compromising the area’s historic character. However, this opportunity for somewhat greater intensity should not be at the expense of the loss of the area’s significant vegetation and historic features, such as stone walls.

- II.** **Core Neighborhood Infill Area (Zone B):** The specific intent of this sub-area is to provide incentives for redevelopment in the heart of the district that will include residential uses, compatible neighborhood and other retail uses, and certain permitted home occupations. The desired type of residential development is for townhouses and similar attached and low scale “urban” multi-family housing, serving those employed nearby in Capitol Center and downtown, as well as for faculty and staff of the two nearby universities. Within a height limit of three stories, densities of 8-12 dwellings per acre would be expected for townhouse type development. However, with smaller apartment dwellings, densities up to approximately 16 dwellings per acre may also be achievable. Because the intent of

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this district sub-area is to encourage a pedestrian scale and level of activity, densities are not explicitly or directly limited. Rather, with a limit on building height, relaxed parking standards to account for on-street parking and minimal front, side and rear setback requirements, achievable densities can vary to encourage developer flexibility and creativity in producing varied new forms of urban housing. However, as in Core Neighborhood Infill Area Zone A, special protections are given to significant vegetation and site features.

III. Corridor Mixed-Use Sub-Area: The specific intent of this sub-area is to redevelop properties fronting the major roadway corridors of Railroad Avenue and Gaines Street to form higher intensity “activity corridors” with taller buildings, up to five stories, and with housing and/or office use over continuous ground level, pedestrian-oriented commercial, retail and entertainment uses. Residential uses will be expected to include small apartment units at higher densities than exist elsewhere in the All Saints District. While both residential and office use is considered appropriate for upper levels, the ground level should be activated by a lively mix of pedestrian oriented retail, service and entertainment uses that will make these corridors, particularly where they intersect, at the corner of Gaines Street and Railroad Avenue, the activity hub of the entire Gaines Street Revitalization District and gateway entry to two university campuses. As with the other All Saints District sub-areas development intensity and density is controlled indirectly, as a function of the constraints of minimal setbacks, relaxed parking requirements and a height limit of five (5) stories.

**3.2.2 Gaines Street Urban Zoning District Two
(GSUD-2)
UNIVERSITY URBAN VILLAGE MIXED-USE
DISTRICT**

This district is presently zoned UT (University Transition) and is intended to “compliment the two major universities, FSU and FAMU, allowing for uses and activities typically required by students, faculty and other university personnel. The district is also intended to accommodate the growth and expansion of these institutions, as well as the establishment of university-related research and development business and industries. The

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provision of student housing and prevention of housing displacement are integral to the viability of the district...Emphasis is placed on the allowance of such complimentary activities and uses as post-secondary institutional, high density residential, neighborhood commercial, entertainment establishments and active recreational.” In spite of these stated intentions the present pattern of use includes a large proportion of older heavy commercial, repair and wholesale type activities, with widespread land under-utilization, vacant properties and buildings, and evidence of deterioration and disinvestment.

Purpose and Intent

The University Urban Mixed-Use Village is intended to accommodate the needs of thousands of university students and employees for close-in, affordable housing in a lively urban setting. The establishment of a “university village” at this location, within easy walking distance of both campuses, will eliminate thousands of student commuter trips from outlying areas, support a broad range of new retail and entertainment uses to “activate” the Gaines Street area and offer a substantial new market and economic incentive for redevelopment of a largely underutilized and neglected area. Ultimately it will emerge as an exciting “urban place”; a destination complimenting downtown and the civic center and providing a shared “common ground” for students at two major universities that have long been separated by geography among other barriers. New development shall focus on the creation of housing and university related activity centers that foster a true “in-town university campus”. Pedestrian – transit friendly uses will be encouraged to promote mid to high residential densities which will support and be supported by, university-related retail, service and entertainment activities.

To create the intended village fabric, high residential densities are appropriate, within a mid-rise scale, particularly considering the small unit sizes. Buildings should have an urban street orientation, with minimal front and side setbacks, and with off-street parking sized to account for those who will have little need for an automobile and the availability of on-street parking. Ground floor retail uses should be clustered at high accessibility locations along Gaines Street.

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**3.2.3 Gaines Street Urban Zoning District Three
(GSUD - 3)
STEARNS-MOSLEY NEIGHBORHOOD**

The Stearns-Mosley neighborhood, like other areas of the Gaines Street redevelopment Area, is presently zoned UT (University Transition), the intent of which has been previously described. Such a policy to allow one of the oldest, historically African American, neighborhoods in Tallahassee to transition to higher density residential uses contrasts sharply with the desires of residents to maintain their homes within a neighborhood that offers stability and livability. It also contrasts with the need to retain historic resources, and to maintain affordable housing in close proximity to employment opportunities. The latter needs outweigh any need for additional university commercial services, particularly since the entire area north of Gaines Street and west of the civic center will remain in this designation.

The intent of the proposed new zoning district is to retain the historical residential character of the neighborhood, while encouraging an expansion of the housing stock with low-moderate density infill development of small lot single family dwellings and duplexes, consistent with the fabric of the neighborhood. Non-residential uses considered compatible within the district are limited to certain home occupations, and low traffic generating neighborhood service uses. In contrast to the other districts that seek substantial changes in use, patterns and intensities, development standards in this district should seek to retain present development scale and patterns of facades, setbacks and relationships of buildings to the local street grid.

**3.2.4 Gaines Street Urban Zoning District Four
(GSUD-4)
GAINES STREET GREENWAY CORRIDOR DISTRICT**

Properties within the proposed Greenway Corridor Overlay District have historically formed a largely industrial corridor south of the existing rail line and within a floodplain and stormwater corridor. These influences continue to limit potentials for redevelopment and together they serve to reinforce the strong physical barrier separating Florida A&M and adjacent neighborhoods from downtown, Capitol Center and FSU. While initial concepts for Gaines Street Vitalization envisioned a narrow greenway / trail corridor along the present canal edge, the concept of Blueprint 2000 envisions most of this area being converted into a major stormwater and open space corridor.

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While the magnitude of such a transformation could force the displacement of existing uses, many such uses, including older industrial and housing are experiencing deterioration and obsolescence. Unfortunately, the unique enclave of artist studios located in Railroad Square, is also likely to be partially displaced. In spite of the disruption to present uses that this initiative will produce, it is more than offset by the amenity that will result. If well integrated into the urban fabric and designed as pedestrian-friendly landscape corridor, the greenway can become a potent catalyst for long term reinvestment, attracting future uses that could serve to “activate” this corridor with pedestrians and take advantage of scenic amenity value.

Particularly significant is the opportunity to transform what has long been a barrier; an area on which the City has literally “turned its back”, into a unifying element, a common ground which can link the activity districts and neighborhoods to the north and south. Until such time that the magnitude of the stormwater and greenway system is engineered and the extent of land acquisition is known, major changes in land development regulations are unnecessary, nor should redevelopment activity be encouraged in a floodplain where future public land acquisition will take place. However, because of the potential of the greenway to become a major positive influence on the revitalization of the Gaines Street District, a vision is presented herein, one of a network of open spaces, active day and night with pedestrians, cyclists and joggers, lushly landscaped open spaces and a variety of interconnected lakes, ponds, meandering stream corridors and balustrade-lined canal edge promenades. Also envisioned is a redeveloped Railroad Square, reconfigured to take advantage of its frontage along the corridor and to provide improved linkages to the north and south.

Purpose and Intent

As noted, zoning changes to create a Greenway Corridor District should coincide with the actual development of the greenway and stormwater improvements, a project that may require one or more decades to fully implement. Consequently, the proposed district is a suggested long-range regulatory concept. The greenway corridor district would be established for the purpose of identifying on the official zoning map those remaining private properties where uses, development configuration and design would respond to and compliment the design and public use of the greenway. As appropriate development incentives may be included for joint development, and public- private partnerships. Properties encompassed within the Greenway Corridor District should be encouraged to utilize cluster or planned unit

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development provisions, integrating and extending landscape and pedestrian features from the greenway into adjacent private development.

Greenway Dedication Incentives

Development incentives should also be established to encourage land dedications to the greenway network, in return for “bonus” intensities, thus reducing public acquisition and relocation costs. In return for a development bonus, the landowner would dedicate or provide permanent open space easements, and design and orient all development to promote the functional integrity and amenity value of the greenway network. Specific incentives may include residential density bonuses, commercial intensity bonuses, provisions for certain compatible uses of public property, including vending carts, refreshment concessions, outdoor entertainment, special events, arts fairs and the like.

3.3 PROPOSED DEVELOPMENT STANDARDS AND DESIGN GUIDELINES

For implementation of the **Gaines Street Urban Zoning Districts**, the proposed Development Standards and Design Guidelines are comprised of and divided into four (4) categories.

These standards and guidelines shall apply throughout the Gaines Street Urban Zoning Districts as defined in **Table 1: Gaines Street Urban Zoning Districts Development Standards and Design Guidelines**. They are intended to provide an incentive-driven alternative to the standard zoning code and land development regulations, and are to be implemented in conjunction with other elements of the Gaines Street Revitalization Plan and the Historic Resources Preservation Plan.

Recommendations outlined in Table 1 (a-d) start with a set of general urban design goals and objectives and follow with specific criteria related to the four (4) categories defined below:

3.3.1 Land Use Development Standards and Design Guidelines are organized by allowable and/or recommended land use designations, and are intended to guide site planning for each designation, as well as the recommended mix of uses, configuration and intensity of development.

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- 3.3.2 Building Development Standards and Design Guidelines** are intended to provide requirements and guidelines for specific building types within the redevelopment plan's Overlay Districts. Regulating issues include mix of building types, densities and intensities of development related to residential and commercial/retail uses; building envelope issues which cover placement and site design, size of building, building height, setbacks and configuration, building massing and building colors and materials. Also considerations for crime prevention through environmental design will be defined.
- 3.3.3 Circulation / Parking Development Standards and Design Guidelines** are intended to address vehicular, pedestrian and bicycle circulation systems within an urban development pattern that will ensure an active pedestrian-transit friendly environment. Regulatory provisions for an interconnected system of arterial, collector, connector and local streets; bicycle uses; multi-use trails; transit; signage and access; traffic calming and parking standards related to placement, parking ratios, shared parking and on-and off-street parking considerations will be defined.
- 3.3.4 Open Space / Landscaping Development Standards and Design Guidelines** are intended to define the location, distribution and design requirements for parks and open spaces; streetscapes; furnishings and signage within the built urban environment and as relates to residential and non-residential uses.

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4.0 IMPLEMENTATION CONCEPTS

4.1 OVERVIEW

Several of the Gaines Street sub-areas require only adjustments to zoning and design standards to ensure that any new development remains consistent with the urban design and land use goals for the area, including transition areas such as the Civic Center area and Lake Bradford Road corridor. In the All Saints and Stearns-Mosley neighborhoods, where the basic pattern of streets and development presents relatively few redevelopment constraints, new development regulations plus limited capital improvements to infrastructure, streetscape, neighborhood parks, and if warranted, shared parking facilities, will be sufficient to guide new investments to implement the redevelopment concepts proposed for these areas. However, in the proposed University Urban Village Mixed Use District, and in the Cascades Greenway Corridor, redevelopment constraints are so severe that market forces alone will not produce the transformation envisioned in the plan. While the funding and implementation of the proposed Cascades Greenway will come from sources related to storm water, environmental remediation, and perhaps transportation (TEA-21) or other initiatives, where redevelopment is an ancillary motivation and where significant new funding sources must be found, the creation of University Village will require the use of redevelopment powers and funding sources already available to the Community Redevelopment Agency.

Because of fragmented property ownership, a multitude of non-conforming uses and a poor network of roads and infrastructure, the creation of the University Village necessitates a “clean slate”. Properties must be acquired and cleared, businesses relocated, new roads and utilities constructed, thus enabling the “re-assembly” and marketing of redevelopment sites to developers who agree to develop consistent with the plan. This difficult, expensive and time consuming challenge can only be tackled by the Community Redevelopment Agency, using its redevelopment powers authorized by state law. These include the power of eminent domain to facilitate property acquisition, bonding authority and the use of tax increment financing to fund front-end costs through revenue bonds tied to anticipated future additional property tax revenues to be produced within the redevelopment area.

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While the recently adopted Community Redevelopment Plan anticipates the creation of the University Village, it does not include specific plans for the use of these powers, nor does it identify discrete redevelopment projects or a timetable for their execution. While the Community Redevelopment Plan identifies redevelopment needs among many of the older in-town neighborhoods in Tallahassee, no other identified redevelopment target likely has such an immediate market and economic motivation for redevelopment as exists here. At present, the unmet demand for close-in housing for off-campus FSU and Florida A&M students is such that if they were in existence now, all of the 1500 units proposed in the University Village would likely be immediately occupied, with a waiting list. Thus, time is of the essence in immediately initiating the “takedown” of these properties without delay. The sooner this process begins, the lower the costs will be due inflation and possible land speculation, and the sooner tax increment revenues will begin to flow. Likewise, because unmet demand for close-in student housing is essentially a “captive market”, for which there is sparse comparable competition, the immediate growth in population in the University Village will provide immediate support for retail and entertainment activities that will activate the district and add to the momentum of reinvestment elsewhere, particularly in the All Saints neighborhood.

While the key initial priority for implementation action is the initiation of the University Village, the actual starting point for the implementation of the Gaines Street Revitalization Plan is the adoption of this document, followed by the modifications to development regulations and the amendment of the Community Redevelopment Plan to incorporate a Gaines Street Implementation Strategy. This implementation strategy will focus the efforts of the CRA by precisely defining costs, funding sources and a timetable for a myriad of activities including land acquisition, relocation, land assembly and infrastructure improvements necessary for the preparation of redevelopment project sites for disposition to developers selected through a defined development proposal solicitation process. The Immediate, Short Range and Mid Range “Action Scenarios” described herein, describe the framework of actions that should be defined more precisely in a CRA Gaines Street Implementation Strategy. The scenarios lay out an ambitious, but plausible, schedule of activity which seeks to commence redevelopment, particularly in the University Village, at an accelerated pace to take advantage of immediate market demand, while limiting the time within which speculative pressures may increase redevelopment costs. Because the scenarios are intended to be illustrative only, the adoption of this plan does not

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constitute a commitment to meet the schedule described in the action scenarios.

While there are immediate opportunities to commence the process of redeveloping Gaines Street, there are elements of the plan that are likely very long term in their implementation. These include the creation of the Cascades Greenway, the possible relocation of rail alignments, the expansion and consolidation of the southern edge of the FSU Campus along Gaines Street, as well as the actual reconstruction of Gaines Street as the urban boulevard envisioned in the plan. Not only are these projects of a significant scale, for which funding and design are not yet finalized; they are also projects guided and funded by other jurisdictions. Consequently, the Community Redevelopment Agency cannot directly mandate, nor control their implementation. Nevertheless, it is critically important to create a long term coordinating structure to ensure that the plans of all key stakeholders: Florida Department of Transportation, FSU, Florida A&M, CSX Railroad and others, remain well coordinated.

4.2 IMMEDIATE ACTION SCENARIO: 2000-2001

Regulatory Modifications

Immediately following the adoption of this plan as a guide for the long-range revitalization of the Gaines Street area, regulatory modifications should be put in place. These include the three new Gaines Street Urban Zoning Districts 1 (All Saints Neighborhood) and 3 (Stearns-Mosley Neighborhood), as well as modifications to the development guidelines within the existing zoning districts regulating development in the transitional areas abutting Gaines Street, including the Civic Center and Lake Bradford Road commercial corridor. Because redevelopment interest and market demand already exist in the area, particularly in the All Saints neighborhood, these actions alone will begin to guide positive change in the area, consistent with the vision described herein. However, as these new private initiatives begin to bring new life and activity to the area, there will be a growing need to begin to initiate area-wide enhancements, to unify and serve a more intensified land use pattern and an increased level of pedestrian activity. These will include area-wide streetscape, lighting, neighborhood parks, shared parking and other improvements that will be needed in the “short range”, or over the next five years.

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**Community Redevelopment Plan Amendment –
Gaines Street Redevelopment Implementation Strategy**

The adopted Community Redevelopment Plan provides the authority for the Community Redevelopment Agency to carry out a broad range of redevelopment activities in Gaines Street and elsewhere within much of the urban core of Tallahassee. It does not, however, indicate priorities among the many possible redevelopment target areas, nor does it identify timetables for specific redevelopment activities such as land acquisition and assembly, or the construction of capital improvements. While the redevelopment needs within the sizable Community Redevelopment Area are great, immediate opportunities for new private investment are limited. Since the vehicle of tax increment financing is “driven” by escalating property values produced by new private investment, wise redevelopment strategies target first those areas most likely to produce the greatest “return” in the form of maximum private investment. These investments, and the intensification of residential and commercial use which results, produces the growth in the tax base (tax increment) which is then allocated to a Redevelopment Trust Fund to finance further redevelopment elsewhere. By starting in areas with strong market demand and development potentials, such as the University Urban Village and All Saints neighborhood, the growth in tax increment will be much more rapid, thus improving the availability of funding for redevelopment elsewhere.

Time is of the essence to amend, and add specificity to, the Community Redevelopment Plan incorporating the Gaines Street redevelopment concept, and also to defining a detailed strategy for the acquisition and assembly of land in the University Urban Village and to carry out area-wide capital investments there and in the All Saints and Stearns-Mosley neighborhoods. For example, it would be appropriate to coordinate the development of a new zoning district (including design guidelines) for the University Urban Village in conjunction with needed refinements to the Community Redevelopment Plan. Doing so would ensure that actions taken by the CRA would further the intent of the zoning district.

As noted herein, the market demand already exists to absorb much, if not all, of the new housing that will exist in the University Village and All Saints neighborhood. This represents a significant and immediate opportunity to grow the tax base and produce the tax increment contributions to a Redevelopment Trust Fund. Thus, the constraint is not a lack of market demand, but rather the time and expense to acquire land, demolish

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structures, relocate businesses and build new capital improvements necessary to deliver to prospective developers assembled “ready to build” redevelopment sites. Such redevelopment sites in University Village will consist of one or more assembled city blocks, and should be staged in logical fashion, beginning closest to Railroad Avenue, and working incrementally westward toward Lake Bradford Road. Proposed conceptually is an aggressive, yet feasible implementation scenario that would complete the redevelopment of the University Village within ten (10) years, in two phases; first between Railroad Avenue and Stone Valley Way (at the new FSU southern entrance gateway) and second, west to Lake Bradford Road. Locating the first increment in this fashion will help create an initial “critical mass” of investment and activity adjacent to the All Saints neighborhood. It will also provide the additional time necessary to overcome the more severe constraints of railroad alignments and other impediments that exist in the western portion of University Village.

Intergovernmental Coordination

While the City of Tallahassee, through its Community Redevelopment Agency, will be the principal advocate and “orchestrator” of redevelopment in Gaines Street, an important part of its role as orchestrator is to ensure continuous coordination with all governmental and institutional entities which will exert influence upon the redevelopment of Gaines Street, including FSU and Florida A&M University, Florida Department of Transportation and the CSX Railroad, as well as the many local, state and federal agencies which will together implement the Cascades Greenway.

University Coordination

Both Florida State University and Florida A&M University have recently initiated planning which will lead to new campus plans to be adopted within one year. These new plans will update expected growth in academic programs and enrollments, and also stage and locate development of new academic and support facilities, student housing, parking and other campus development initiatives. While Florida’s state universities are given considerable discretion in planning for the development of their campuses, they are also given the responsibility to consider the impacts of campus development on their host communities, and to accept responsibility to help mitigate these impacts. One such impact is the proposed closure of Pensacola Street to through traffic within the FSU campus, an action that will re-route

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significant traffic through Capitol Center and through the redevelopment area on the only presently available alternative route, Gaines Street. Although this initiative may be considered a policy “given”, its timing should be carefully considered relative to other downtown area traffic improvements, particularly in light of the desire to retain the more desirable four lane, pedestrian-friendly “boulevard” design of Gaines Street. In addition, consideration should be given to other opportunities for promoting alternate forms of transportation in the corridor.

Other significant off-campus impacts include FSU’s plan to acquire and assemble private property to consolidate a new southern campus edge along Gaines Street. While the Gaines Street Redevelopment Plan endorses and depicts this concept, it does suggest that the University revisit its plans for relatively “passive” uses along this edge, encouraging the university to recognize the value of, and the need to effectively link and contribute to, this edge with on and off-campus uses that will help activate the University Village. Likewise, depending on the university’s timetable for campus expansion, its pattern of acquiring and “holding” properties prior to redevelopment could constitute a destabilizing influence on the neighborhood, causing property owners to neglect investments in maintenance, in anticipation of future acquisition. FSU, through its new campus plan, should be encouraged to indicate a staged strategy for acquisition and development at its southern edge as a means of avoiding interim dis-investment and destabilization in the area.

Both universities, in recognition of the tremendous benefit of having a new supply of quality student housing within walking distance, should become active partners with the City and the CRA in assisting in the implementation of the plan. One such measure of assistance and collaboration will be in programming, siting and designing the buildings which FSU and Florida A&M have proposed at Macomb Street and Railroad Avenue, north and south of Gaines Street, respectively. Within the Gaines Street redevelopment area, this is the “number one corner”, the center of urban activity. It is highly desirable to have such a university “presence” in the University Village, and particularly to have these two long-separated universities to meet on the “common ground” of the University Village. However, these two off-campus buildings should conform to the urban design guidelines applicable to all other development, namely that they become pedestrian friendly, activity-generating facilities that give life to the district. They should therefore be programmed to include retail and other active uses at ground level, and should support “campus life” type activities, rather than housing academic or research facilities that would be better located in the academic

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cores of the two campuses. Just as the two universities were invited to become stakeholders in planning for the redevelopment of Gaines Street, they should reciprocate by allowing the City, CRA and Gaines Street Vitalization Committee to have meaningful review and opportunity to comment upon and influence the new university campus plans.

4.3 SHORT RANGE ACTION SCENARIO: 2002-2005

As noted above, the action scenarios are intended as a guide for subsequent detailed implementation planning by the Community Redevelopment Agency. While the CRA Gaines Street Implementation Strategy should incorporate, and be guided by, the redevelopment priorities and phasing identified herein, the specifics of costs, funding sources, and the complexity of property acquisition, clearance, business relocation and the assembly of redevelopment project sites may be such as to require a longer implementation period than indicated in the following relatively aggressive, or “best case” implementation scenarios.

University Village Phase One

The CRA Gaines Street Implementation Strategy is encouraged to seek to complete the redevelopment of that portion of University Village extending from Railroad Avenue to approximately Stone Valley Way by 2005. While this is an ambitious schedule, it will serve to “jump-start” the redevelopment process and create an irreversible momentum of private investment. Several coordinated actions by the CRA will be necessary, as follows:

Redevelopment Funding: 2001-2002

Redevelopment funding should include the issuance to revenue bonds backed by the expected future tax increment revenues allocable to a Redevelopment Trust Fund, plus ancillary sources including grants, CDBG funds and revenue from the sale or lease of properties to selected developers. This funding package, to be initiated by and included within, the Gaines Street Redevelopment Implementation Strategy, will require and will be based upon, detailed estimates of costs of acquisition and capital improvements, as well as more detailed market and financial pro forma analyses to demonstrate economic feasibility.

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Property Acquisition: 2002-2003

Within this Phase One Redevelopment Area, approximately twenty properties must be acquired for the development of University Village, plus the right-of way for the proposed Jackson Bluff extension that will create the southern edge of the district. To meet the indicated redevelopment schedule, the CRA must expedite an aggressive land acquisition strategy, which may be in the form of conventional fee simple property acquisitions, opportunistically purchasing from willing sellers, or a more accelerated “quick take” method in which the courts become involved in determining land values. Alternatively, the CRA, with the assistance of a team of real estate brokers, could purchase options, to be later transferred to selected developers for direct property transfer, thus avoiding taking properties off the tax rolls. Regardless of the acquisition strategy pursued, no more than two years should be expended for this effort, which may at some point, necessitate the use of powers of eminent domain or a “quick-take” approach to quickly consolidate any “hold-out” properties and avoid a drawn out acquisition process which may lead to escalating acquisition costs due to land speculation.

Clearance, Relocation and Assembly: 2002-2004

Following property acquisition, the CRA must also expedite the clearance of existing structures, and provide relocation assistance or payments to affected businesses, as may be legally required. These properties should then be re-assembled into two or more redevelopment sites as defined by the several new north-south streets connecting Gaines Street to the new Jackson Bluff Road extension, as depicted on Fig.2.8.2 University Urban Village Mixed Use Plan.

Infrastructure and Roadway Construction: 2003-2005

While the costs of on-site infrastructure costs will be borne by private developers, the CRA must construct the three new north-south streets, along with landscaping, lighting and underground utilities, which will define specific redevelopment parcels.

Developer Solicitation, Selection Redevelopment Parcel Disposition: 2004

The solicitation of developers must follow a formal “developer RFP” solicitation process, in which developers indicate their team qualifications, experience and financial backing and submit detailed proposed development plans and conceptual designs, along with their “bid” for the purchase of one or more redevelopment parcels. The City may then dispose of individual

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redevelopment sites through fee simple sale, or land lease, or transfer purchase options to the selected developer(s). Alternatively, the CRA could choose a “master developer” at the outset of the redevelopment process, to which would be conferred broad redevelopment rights, and by whom would be borne much of the redevelopment cost.

Housing – Mixed Use Construction: 2005

Assuming the transfer of all redevelopment sites is completed by the end of 2004, all housing and mixed-use development should be completed within one year.

University Coordination

As depicted on the University Urban Village Mixed Use Plan, Florida A&M University has indicated an intent to develop the southwest corner of the intersection of Gaines Street at Railroad Avenue. This quadrant is not only the highest visibility and activity location within the district; it is also the critical link between the University Village and the All Saints neighborhood. It is critically important that development of this site occur in the first phase of the Urban Village redevelopment, and that it occur with compatible “student life” type uses, rather than merely accommodating “academic” uses. If the university is not prepared to acquire these properties and develop appropriate uses within this timeframe, the CRA should assemble these corner properties as a redevelopment site for more intense commercial/entertainment use, with residential or office use on upper levels. Such development may set aside space for future lease by Florida A&M.

Area-Wide Enhancements

Outside the Urban Village redevelopment area where the bulk of initial redevelopment costs will be expended, area-wide, largely aesthetic, enhancements should take place, primarily in the All Saints and Stearns-Mosley neighborhoods.

Local Road Network

These improvements will include a local road streetscape improvement program to upgrade all local roads in the All Saints and Stearns-Mosley neighborhoods, completing a palette of urban design enhancements alluding to the history of the area, including sidewalks, street trees, restored stone walls, public art, street lighting and orientation signage.

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Major Road Corridors

Framing and defining the districts within the Gaines Street Revitalization Area is a network of new and reconfigured major road corridors, including Gaines Street, Railroad Avenue, Martin Luther King, Jr. Boulevard and the Jackson Bluff Road extension. These major corridors must be designed to incorporate signature landscape elements, including a palette of more prominent street trees, lighting fixtures, paving materials, traffic calming devices and signage that will serve to visually unify the area.

While the bulk of the costs of redeveloping the Gaines Street corridor will be borne by Florida Department of Transportation (and potentially the sales tax), the quality of the streetscape and “boulevard” treatment of the corridor, as well as traffic calming devices, such as roundabouts and special pavements at crosswalks, may exceed “standard” FDOT specifications. Consequently, it may be necessary for the CRA to contribute to the funding of special treatment elements including special paving materials, focal landscape and architectural elements, custom street lighting, signage and furnishings.

Site-Specific Improvements

In addition to the network of enhanced, pedestrian-friendly local roads, several site-specific improvements should, at minimum, be designed conceptually and funded in the short to mid range. These may include the development of a neighborhood park surrounding the Patriarch Oak in the All Saints neighborhood, Coal Chute Park in the Stearns-Mosley neighborhood and the development of a pedestrian bridge from Martin Luther King, Jr. Blvd. over the railroad tracks to the entrance to the FAMU Campus.

Cascades Greenway Design / Funding Strategy

While the development of the Cascades Greenway corridor may require decades to complete, the CRA should be an active partner, along with the Economic and Environmental Consensus Committee of Blueprint 2000, in its planning and design, for which a conceptual engineering concept, as well as a land acquisition and funding strategy, should be completed within approximately five years.

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4.4 MID RANGE ACTION SCENARIO: 2006-2010

University Village Phase Two

The second phase of University Village redevelopment, extending to Lake Bradford Road includes rail lines and other impediments that must be removed or relocated prior to redevelopment. Six years may be insufficient time to negotiate and fund the removal of all of these impediments, particularly the rail line. Nevertheless, the CRA should initiate the planning for modifications to rail alignments and other constraints, in order for the second phase to proceed immediately following the completion of Phase One in 2005. Specific CRA activities in Phase Two are the same as those described for Phase One; namely, property acquisition, clearance and assembly. However, it is entirely possible that private initiatives may succeed in creating such property assemblages within the next five years, thus reducing the need for major CRA investments in Phase Two.

Area-Wide Enhancements

It is likely that the full range of area-wide enhancements noted above will not be completed as Short Range Actions, and therefore may be extended over the Mid Range, through 2010. In addition to those improvements associated with Phase Two of University Village, these will likely include the extension of Jackson Bluff Road to Lake Bradford Road, as well as the proposed pedestrian bridge at Martin Luther King, Jr. Boulevard.

Cascades Greenway Engineering /Land Acquisition

While the timeframe for the construction of the Cascades Greenway remains speculative, such construction ideally should be initiated closely following the anticipated completion of the first phase of University Village and the “first wave” of re-investment in the All Saints neighborhood. Depending on the extent and time frame for property acquisition, mid-range actions may also include the relocation of some uses within the Railroad Square arts district and the industrial uses located within the proposed greenway corridor. Arts related activities displaced within Railroad Square should be given every opportunity to relocate within the redevelopment area, and may particularly well suited for the adaptive re-use of smaller historic structures within the All Saints neighborhood, as galleries, and/or as artists lofts along the Seaboard Avenue corridor to the south.

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4.5 NON-TIME SPECIFIC ACTIONS

Adaptive Reuse / Infill Incentives

In the appendix are identified a number of presently available financial incentives for the adaptive reuse of historic structures, including Federal Investment Tax Credits for historic preservation, Florida Department of State Grants-In-Aid, and locally available incentives including fee waivers and historic preservation grants and revolving loan funds. Similar sources should also be made available to the façade renovation and adaptive reuse of non-historic, but “contributing” structures and uses. Such tools could include the use of CDBG or similar funding sources to establish a revolving loan fund to provide low or no interest loans and loan guarantees for renovation efforts, and also to provide free design services for all “pioneer” façade renovation efforts initiated within the first 2-3 years from plan adoption.

Market demand in the All Saints neighborhood is likely sufficient motivation to stimulate private investment in infill development. This is likely not the case in the Stearns-Mosley neighborhood where more moderate income housing development will occur at significantly lower densities. In coordination with stepped-up code enforcement, the CRA may take a proactive role in promoting infill development by acquiring abandoned and tax delinquent properties and making them available at nominal cost to qualified not-for-profit housing providers including Habitat for Humanity and local Community Development Corporations (CDC’s).

Operational / Management Entity

While the CRA will focus primarily on “bricks and mortar” investments in redevelopment, as the new district emerges, emphasis will shift from construction of physical improvements to operation, management and marketing of the new district. Elsewhere in the nation, in downtowns and other special districts, a new form of quasi-public organization is being applied, Business Improvement Districts (BID’s). Funded by modest tax assessments applied district-wide, such an entity could be created to take on the tasks of providing special security and maintenance for the network of streetscapes, boulevards and public spaces, as well as marketing the district and the promoting district special events, including arts, book and historical fairs, Octoberfest block parties and events and celebrations related to university student life, and related cultural activities.

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4.6 IMPLEMENTATION COSTS: UPDATE

To date, the City and County have included the following projects to be funded from an extension of the one-cent option local sales tax. The cost estimates listed were derived, as requested by the Metropolitan Planning Organization, through a group effort of the Economic and Environmental Consensus Committee (EECC) of Blueprint 2000 members, County staff and City staff working over a period of six months. These estimates are best efforts of the group to quantify costs based on the intent of the project without the benefit of any project design study or actual engineering, which could change the estimates.

**Segment: Old St. Augustine Branch Redesign –
Apalachee Parkway to South Monroe**

This segment features the restoration of St. Augustine Branch within Cascades Park and its integration into a Downtown Greenway, contributing to the revitalization of downtown. Urban lakes and wetland features are to be incorporated for flood control and water quality enhancement.

Costs are estimated as follows:

Stormwater Conveyance	
Improvements (box culverts)	\$ 3.0 million
Road Improvements	\$ 0.2 million
Conversion to Underground Utilities	\$ 0.7 million
Greenway Amenities and Trail	<u>\$ 0.5 million</u>
TOTAL	\$ 4.4 million

These costs do not include the cleanup or remediation of Cascades Park.

**Segment: Old St. Augustine Branch Redesign –
South Monroe to Gamble Street**

This segment features major stormwater facilities and an integrated linear greenway. The project will maximize economic benefits and retrofit existing stormwater problems. The project will contribute significantly to downtown and Southside revitalization, improve neighborhood stability, and link the three centers of activity in the area – FSU, FAMU and the Capitol complex with an urban, linear water park.

Gaines Street:**Development Guidelines for an Urban Revitalization District***Tallahassee, Florida***FINAL DRAFT 09.18.00**

Costs are estimated as follows:

Stormwater Improvements	\$ 15.0 million
Stormwater ROW (105 parcels; 31.3 acres)	\$ 15.2 million
Conversion to Underground Utilities	\$ 2.3 million
Cascades Restoration	\$ 1.5 million
Greenway Amenities, Trail Development and Infrastructure Enhancements	\$ 2.8 million
TOTAL	\$ 36.8 million

These costs do not include the construction of Gaines Street and the Jackson Bluff Road Extension, which are estimated to cost \$57 million. The project also assumes that the Florida Department of Transportation will enlarge the culverts under Monroe if the project provides attenuation downstream.