

TALLAHASSEE – LEON COUNTY GREENWAYS MASTER PLAN



July 2004

Prepared by the
Tallahassee-Leon County Planning Department

Acknowledgements

Naming all of the persons who have assisted with the implementation of the Tallahassee-Leon County Greenways program would be a lengthy process. The program wishes, however, to acknowledge the significant direct and indirect contributions of the following individuals (in no particular order) to the evolution of this Plan: Mark Benedict, Kent Wimmer, Rodney Cassidy, Susan Tanski, Jeff Hunter, John Harvey, Larry Schenk, Paul Cozzie, John Buss, Theresa Heiker, Helge Swanson, Karen Kebart, Tom Greene, Jill Weisman, Greg Mauldin, Tom Ballentine, David Jett, Pat Curtis, Scott Weisman, Bob Parmalee, Russell Grace, Jeremy Craft, and the staffs of the Trust for Public Land, the Apalachee Land Conservancy, and Tall Timbers Research Station.

Table of Contents

<i>Acknowledgements</i>	i
EXECUTIVE SUMMARY	vii
I. INTRODUCTION	1
Purpose of Plan	1
The Greenway Concept.....	1
What is a Greenway?	1
II. VISION	4
Goals	4
Existing Objectives and Policies.....	5
III. HISTORY OF THE LOCAL GREENWAYS PROGRAM	6
Actions by Elected Officials	6
Public Input.....	7
Accomplishments to Date.....	8
IV. EVOLUTION AND STATUS OF GREENWAYS DESIGN	10
Original Greenways Map.....	10
ESA/GIS Mapping	10
Easement Mapping Efforts	11
Supporting Local Program Priorities	13
Blueprint 2000	13
Public Works.....	15
Bicycle and Pedestrian Planning.....	16
Growth Management	16
Comprehensive and Environmental Planning.....	16
Current Products	17
V. THE GREENWAY SYSTEM	18
Methodology.....	18
Greenway Boundaries and Extent.....	18

VI. ACTION PLAN	26
Ochlockonee River Valley Greenway	28
Gum Swamp/San Luis Greenway	29
Chain-of-Lakes Greenway	31
[Lower] Capital Cascade Greenway	32
[Upper] Capital Cascade Greenway.....	34
Southern Strategy Area Greenways	36
1. Dr. Charles Billings Greenway	37
2. Campbell Connector Greenway	38
3. Karst Ponds Greenway.....	39
4. Colin English Greenway	40
5. Southwood Greenway	41
Lake Jackson North Greenway	43
Lake Jackson South Greenway	44
Goose Pond Greenway.....	45
Maclay Trace Greenway	47
Meridian Greenway	49
Buck Lake Greenway.....	51
St. Marks Greenway System.....	52
VII. FUNDING	54
Land Acquisition.....	56
Trail Construction.....	57
Maintenance Costs	57
IX. MANAGEMENT AND MAINTENANCE	59
General Requirements.....	59
Long-Term Management	60
Inventories	60
Exotics	61
Adjoining Properties	62
Facilities Development, Management, and Use	62
IX. PLAN IMPLEMENTATION	69
Interdepartmental and Institutional Coordination.....	69
City and County Growth Management	69
City and County Parks and Recreation	69
City and County Public Works	70
Water Management District.....	71
Florida Fish and Wildlife Conservation Commission	72
Florida Division of Forestry	72
Leon County Cooperative Extension Office.....	72
Non-Profits.....	73
Priority Schedule.....	74

Figures

Figure 1. 1995 Greenways Map.....	11
Figure 2. Major Conservation Properties and Easements.....	22
Figure 3. Proposed Greenway System.....	23
Figure 4. Ochlockonee River Valley Greenway.....	77
Figure 5. Gum Swamp	78
Figure 5a. San Luis Greenway.....	79
Figure 5b. Education Quadrant Greenways	80
Figure 6. Chain Of Lakes Greenway.....	81
Figure 6a. Apalachicola National Forest/Talquin State Forest Greenway Trail Links	82
Figure 7. Lower Capital Cascade Greenway.....	83
Figure 8. Upper Capital Cascade Greenway.....	84
Figure 9. Southern Strategy Area Greenways.....	85
Figure 9a. Dr. Charles Billings Greenway.....	86
Figure 9b. Campbell Connector Greenway.....	87
Figure 9c. Karst Ponds Greenway.....	88
Figure 9d. Colin English Greenway.....	89
Figure 9e. Southwood Greenway.....	90
Figure 10. Lake Jackson North Greenway.....	91
Figure 11. Lake Jackson South Greenway.....	92
Figure 12. Goose Pond Greenway.....	93
Figure 13. Maclay Trace Greenway.....	94
Figure 14. Meridian Greenway.....	95
Figure 15. Buck Lake Greenway.....	96
Figure 16: Lake Lafayette Greenway System	97
Figure 17. St. Marks Greenway System.....	98

Tables

Table 1. Tallahassee-Leon County Greenways Acquisitions Since 1993.....	9
Table 2. Easements By Category.....	13
Table 3. Greenways, Parklands, And Conservation Easements In Leon County.....	19
Table 4. Proposed Major Greenways and Greenway Trails	27
Table 5. Greenway Priority List.....	75

Appendices

Appendix 1: Securing Land For Greenways

Appendix 2: Florida Greenways and Trails System Design Guidelines

EXECUTIVE SUMMARY

The Tallahassee-Leon County Greenways Program, active since 1994, was initiated following direction provided within a Joint Commission workshop in November 1993. The program's foundation includes two earlier efforts: (1) planning for the Cascade Linear Greenway in downtown Tallahassee, and (2) approval and funding of the City's Greenspace program. This program is a voluntary land acquisition program.

This plan implements Policy 6.1.3 of the Conservation Element in the Tallahassee - Leon County Comprehensive Plan, furthers planned greenways in Blueprint 2000 and other documents, and is intended to help bring a more rational planning method towards a multi-year, multi-objective program. This Plan also represents the culmination of a multi-year effort involving the inventory of resources, numerous targeted acquisitions intended to further the Greenway concept, input from other departments, non-profit organizations, and interested citizens, evolving ideas about greenway use and management, and coordination with state and regional agencies involving local land protection goals and activities.

The Greenways Master Plan provides:

1. a long-term vision for the local greenway system, as well as indicating specific areas of the county where full or partial land acquisition activities are to be concentrated, consistent with other land acquisition and environmental protection interests, activities, and programs;
2. incorporates a greenway trail network designed to provide increased connectivity between greenways, parks, and other public-access conservation areas;
3. describes management principles, practices, and guidelines addressing natural resources protection, public access, recreation, education, and opportunities for economic development; and
4. lists funding sources for acquisition, management, and other greenway objectives.

This plan will be updated every five years to reflect changing local, regional, and state program priorities, including land acquisition activities funded by Blueprint 2000, and to reflect additions, opportunities, and other changes to the greenway system.

The Tallahassee-Leon County Greenways Master Plan is intended to create a community-wide greenways system of linkages that will contribute significantly to the connectivity, preservation, protection, and enhancement of riparian corridors, floodplain areas, environmentally sensitive areas, biologically diverse natural areas, and habitats. The greenway system is designed to encourage the appreciation and protection of scenic areas, views, and vistas, and places of historic and cultural significance. Greenway corridors, shared use paths, and trails will help link neighborhoods, parks, downtown Tallahassee, schools, outdoor recreational and fitness facilities, shopping, and work destinations, wherever possible. It is intended that the greenway system be accessible and appreciated by all citizens of Tallahassee and Leon County. Finally, the Greenway Master Plan will present the most cost-effective and efficient means and techniques to carry out this vision in order to provide a rational, logical, and fiscally prudent approach to developing a greenway system citizens desire, yet can afford, and be proud of.

The Tallahassee-Leon County Greenways Master Plan defines and provides long-term guidance to both the City of Tallahassee and Leon County by:

- Delineating Greenway system corridors and other areas;
- Identifying specific areas to be considered for inclusion within the Greenway, and identifying conceptual corridors for connecting trails and other related facilities;
- Prioritizing Greenway projects;
- Recommending land acquisition strategies, including less-than-fee simple acquisition;
- Recommending site management practices and uses;
- Providing budget criteria and recommendations for land acquisition and management;
- Providing recommendations for increased institutional coordination and implementation.

As of mid-2004, approximately 4,600 acres worth an estimated \$40.8 million have been acquired using just \$9.3 million of local monies. Areas identified for potential acquisition, and existing portions of the Tallahassee – Leon County Greenway system, include approximately 72,760 acres of public and private lands outside of the state and national forests, or about 12% of the county’s land base. However, since this is a voluntary acquisition program with limited funding, certainly not all of these areas will be acquired. Nevertheless, these areas will undergo further analysis to select, rank, and prioritize potential acquisitions, as was recently conducted for the upper St. Marks River watershed under the Blueprint 2000 program, and only the highest priority properties—considered to be the least developable under current policies and regulations—are likely to be acquired over time. A significant portion of these areas under consideration will in the future will be secured as conservation easements only, reducing the cost of acquisition and leaving these properties under private ownership and contributing to the county’s tax base. This will occur under the local Blueprint 2000 program, and as part of the normal development process.

This plan identifies and prioritizes seventeen discrete greenway projects in Table 4 comprising an estimated minimum 12,436 acres in size (7,897 acres to be acquired and added to an existing 4,539 acres acquired since 1994), and a system of approximately 83 miles of various dedicated greenway trails identified at this time. The minimum number of acres includes 14 parcels equaling 7,656 acres identified as in Map 7 of *Blueprint 2000 and Beyond* as Priority 1 parcels to be acquired as conservation easements. The trails identified in this document do not include trails internal to existing parks and greenways. The number of parcels and acres could increase or decrease based on a number of factors, including the identification of lands to be acquired as conservation easements only instead of fee simple; the placement of greenway trails along sections or segments of new roads, stormwater, and other government-owned infrastructure, owned fee simply or as easements; the successful use of existing government parcels owned fee simple or otherwise; and the protection of large areas of environmentally sensitive areas via privately owned easements.

I. INTRODUCTION

Purpose of Plan

The Tallahassee-Leon County Greenways Program has been active since 1994. While it has adhered to the general objectives of conservation lands acquisition, protection of natural and cultural resources, and provision of public open space and recreational opportunities, the program has not been immune to land development opportunities and pressures, and as a means of settling land use disputes and lawsuits.

This plan implements Policy 6.1.3 of the Conservation Element in the Tallahassee - Leon County Comprehensive Plan, furthers planned greenways in Blueprint 2000 and other documents, and is intended to help bring a more rational planning method towards a multi-year, multi-objective program. This Plan also represents the culmination of a multi-year effort involving the inventory of resources, the presence (and success) of numerous targeted acquisitions intended to further the Greenway concept, input from other departments, non-profit organizations, and interested citizens, evolving ideas about greenway use and management, and coordination with state and regional agencies involving local land protection goals and activities.

The Greenways Master Plan provides:

1. a long-term vision for the local greenway system, as well as indicating specific areas of the county where full or partial land acquisition activities are to be concentrated, consistent with other land acquisition and environmental protection interests, activities, and programs;
2. incorporates a greenway trail network designed to provide increased connectivity between greenways, parks, and other public-access conservation areas;
3. describes management principles, practices, and guidelines addressing natural resources protection, public access, recreation, education, and opportunities for economic development; and
4. lists funding sources for acquisition, management, and other greenway objectives.

Updates

This plan will be updated every five years to reflect changing local, regional, and state program priorities, including land acquisition activities funded by Blueprint 2000, and to reflect additions, opportunities, and other changes to the greenway system.

The Greenway Concept

What is a Greenway?

Greenways are corridors of protected open space that are managed for conservation and/or resource-based (“passive”) recreation. They may connect both urban and rural “green” areas, such as managed parks and forests and natural rivers and wetlands, to create regional “green infrastructure.” This is similar to the concept of integrated park systems proposed by Frederick Law Olmstead and Calvert Vaux. Such integrated park systems are composed of components that function in conjunction with one another, providing a wide range of recreational

opportunities desired by an urban population. Greenways may be composed of lands or waterways owned in fee simple (e.g., the full bundle of property rights) by government, or they may be composed of one or more conservation easements. The latter remains as private lands, but an easement allows limited uses, including public access where specifically allowed under the terms of the easement.

Green infrastructure can be characterized as the natural counterpart of roads and utilities, representing conduits or corridors of environmental services such as habitat and maintenance of biodiversity, drainage, and water quality enhancement. Public access for resource-based recreation is an important part of green infrastructure, although not essential in all circumstances.

Greenways may be comprised of linear spaces adjacent to natural corridors; other landscaped courses for pedestrian or bicycle use (e.g., shared use paths or trails); open spaces between parks, preserves, or historic sites and population centers; scenic or utilitarian corridors (e.g., powerline rights-of-way); or other strips of land designated as parkway or greenbelt. A greenway *system* or network, then, consists of a complex of larger hubs, smaller sites, and the linkages among them.

Some fee-simple greenways are intended solely to provide flood protection, water storage and/or absorption, habitat protection, or other non-recreational services. These greenways may have limited or strictly regulated public access. Greenways composed of one or more conservation easements may have limited or even no public access.

Greenway Facilities

Greenways are not only corridors or areas of protected open space and/or conservation areas and features, but can be utilized where appropriate for passive or resource-based recreation. The most common facilities in public-access greenways are trails of different types, as well as other facilities and amenities to serve individual or shared sets of users. These include walkers/hikers, runners, birdwatchers, bicyclists, rollerbladers, and equestrians. Trails can be single-use or multi-use, and can have soft (e.g., dirt or gravel) or hard surfaces (e.g., pavement). Some facilities are considered mandatory, even required by funding agencies. These include signage, fencing, and parking areas. Others where appropriate may include bathrooms or other restroom facilities, benches, trash cans, bike racks, emergency telephones, parking areas, or dog walking areas. Many of these facilities will be found at trailhead locations. Others may be found in select locations to take advantage of natural features, such as wildlife viewing platforms.

Benefits of the Greenway System

Greenways have been documented to provide significant community benefits. First, greenways provide enhanced protection of environmental resources deemed important or even critical by the community. Protection is provided via fee or less-than-fee simple acquisition, and the development of appropriate management plans for the resources acquired. When successfully implemented, greenways reduce the fragmentation of open space and environmentally significant areas, and increase the viability and ecological value of habitat set-asides, parks and other natural lands.

Second, greenways connect otherwise independent recreational trails, parks, and facilities and thereby provide alternative, safe, transportation opportunities. Because greenways connect points of interest, people can travel from place to place with limited exposure to motorized vehicles. In

some cases, such trails or connected greenspaces may provide buffers between incompatible land uses, damping noise and unpleasant views.

Third, greenways can accrue significant economic benefits to the community. Property values are typically higher when adjacent to such systems. Greenways and greenway trails can help stimulate new or revitalized business opportunities such as tourist accommodations, rentals, outdoor equipment, and restaurants. Subsequent public revenues from property and sales taxes and from recreational or other fees may be realized.

Nationally, many residential and commercial development location decisions are taking into account quality of life indicators and amenities. Increasingly, the most creative, productive, and well-educated workers want quick access to quality natural areas, including greenways and greenway trails, in addition to other urban amenities.

Another related economic benefit is that a greenway plan can help reduce uncertainty in areas where development is ripe. Greenways offer a “highest and best use” for significant properties that cannot be profitably developed otherwise because of environmental constraints. In essence, a greenway system will not only identify areas that warrant protection, but those that require less.

Fourth, cultural features in the landscape, such as historical sites, can receive new attention in the context of a greenway. These points can become the foci of recreational trips and improve residents' understanding of local history through interpretation.

Fifth, the identification of a greenway system can enable future development to dedicate properties that enhance connections between greenways and neighborhoods. Thus, greenways can help shape how new development proceeds, preserving recreational and conservation resources up front and allowing new growth to maximize the use of the amenity.

In sum, a greenways program represents a resource-based approach to accomplish five primary objectives:

1. Enhance the protection of remaining natural systems,
2. Provide greenway connections among parks, schools, historical and cultural sites, and neighborhoods,
3. Create an economic amenity that attracts higher value investment and promotes sustainability,
4. Provide additional recreation and open space and expand opportunities for walking, hiking, biking and horseback riding, and
5. Complement greenway planning activities occurring at the regional and state levels.

Another benefit of greenway trails, particularly shared use paths, is that they can help reduce the possibility of property and other crimes. Crimes are generally conducted by perpetrators who have the opportunity, the ability, and solitude. Having more “eyes on the street” reduces the possibility of crimes, particularly in wooded urban areas. It is important to remember, however, that greenways and greenway trails managed by local government parks and recreation departments are similar to regular city and/or county parks in that they are patrolled by local law enforcement agencies, and that these facilities are usually closed at night to all uses.

II. VISION

The Tallahassee-Leon County Greenways Master Plan is intended to create a community-wide greenways system of linkages that will contribute significantly to the connectivity, preservation, protection, and enhancement of riparian corridors, floodplain areas, environmentally sensitive areas, biologically diverse natural areas, and habitats. The greenway system is designed to encourage the appreciation and protection of scenic areas, views, and vistas, and places of historic and cultural significance. Greenway corridors, shared use paths, and trails will help link neighborhoods, parks, downtown Tallahassee, schools, outdoor recreational and fitness facilities, shopping, and work destinations, wherever possible. It is intended that the greenway system be accessible and appreciated by all citizens of Tallahassee and Leon County. Finally, the Greenway Master Plan will present the most cost-effective and efficient means and techniques to carry out this vision in order to provide a rational, logical, and fiscally prudent approach to developing a greenway system citizens desire, yet can afford, and be proud of.

Goals

The Tallahassee-Leon County Greenways Master Plan defines and provides long-term guidance to both the City of Tallahassee and Leon County by:

- Delineating Greenway system corridors and other areas;
- Identifying specific areas to be considered for inclusion within the Greenway, and identifying conceptual corridors for connecting trails and other related facilities;
- Prioritizing Greenway projects;
- Recommending land acquisition strategies, including less-than-fee simple acquisition;
- Recommending site management practices and uses;
- Providing budget criteria and recommendations for land acquisition and management; and
- Providing recommendations for increased institutional coordination and implementation.

Existing Objectives and Policies

As of 2003, the following policies governing the Greenway system are found in the Tallahassee – Leon County Comprehensive Plan. These policies, adopted by local government by ordinance, establish the framework for the city/county Greenway system, and the management of this system and its components.

Objective 6.1: [C]

Local government shall implement a county-wide greenways network. It shall be the intent of the greenways network to provide for integrated natural resources management and protection, resource-based recreation, educational and historical interpretive opportunities, and increased opportunities for alternative modes of transportation with an emphasis on connectivity among these resources.

Policy 6.1.1: [C]

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

Policy 6.1.2: [C]

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

Policy 6.1.3: [C]

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

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

Properties acquired to implement the county-wide Greenways network shall be managed to ensure that the resources for which the sites are acquired are protected or restored to the greatest extent practicable while supportive of other objectives such as passive recreation, education, and interpretation. Such management shall include, but not be limited to, reforestation and replanting of appropriate terrestrial and aquatic or wetland vegetation, removal of noxious exotic terrestrial and aquatic vegetation, and physical modification and biological enhancement of streambeds, ditches and shorelines to improve water quality or minimize erosion.

III. HISTORY OF THE LOCAL GREENWAYS PROGRAM

The Tallahassee-Leon County Greenways Program was begun in July 1994, following direction established for the Environmental Planning Section at a Joint Commission workshop in November 1993. The program also built upon on two earlier efforts: (1) planning for the Cascade Linear Greenway in downtown Tallahassee, and (2) approval and funding of the City's Greenspace program. The latter was designed to acquire small, undeveloped sites throughout the City nominated by property owners and neighborhood associations for staff evaluation and recommendation. The City has appropriated \$500,000 annually since 1993 to carry out the greenspace initiative. This is a voluntary land acquisition program, which is thought to be a component of its success over the last decade. The Greenways Program does not currently utilize eminent domain for any aspect of this program.

Recognizing the potential for securing significant levels of state funding, primarily through the state's Preservation 2000 and Forever Florida programs, Environmental Section staff initiated a comprehensive inventory of environmental resources that could be used to support applications for state grants. Staff analyzed environmental resources county-wide; developed a preliminary countywide greenways map; utilized Geographic Information System (GIS) technology and data to further refine the delineation of the greenway system; and drafted implementation programs that included land acquisition and the use of less-than-fee simple land acquisition methods (e.g., conservation easements).

Additional refinements to the boundaries of the Greenways systems have occurred as staff successfully secured numerous grants for greenways land acquisition between December 1994 and November 2001. During this time, Environmental Planning staff worked with the City and County Growth Management departments to refine the mapping of environmental features to be protected. Evaluations for the greenway potential of various properties was further refined through local government analysis and costing of the "Blueprint 2000 and Beyond" project. Many projects originally recommended in the Greenways program presented at Commission workshops were incorporated into the Blueprint 2000 final report.

Actions by Elected Officials

Workshops were held in April 1995 with both the City and County Commissions in which the concept of greenways was unanimously supported. At these workshops, staff was directed to return with additional details regarding implementation and an estimated number of acres to be acquired or otherwise protected. In April 1996, the Board of County Commissioners (BCC) and the City Commission accepted the initial report on Greenways Implementation. This report included the best and most current estimate of greenway properties already in public ownership or for which conservation easements existed. The report also provided assessments of the advantages and disadvantages of alternative acquisition strategies and funding sources, management issues, and recommended program priorities.

The BCC further directed staff to continue to refine the greenways proposal, analyze the properties affected, evaluate the fiscal impacts of acquisition and management, and evaluate opportunities to modify land development regulations to help implement the greenways system. Staff was also to coordinate with the Public Works Department and the Growth and Environmental Management Department to explore options for merging floodplains acquisition plans with the Greenways system.

Following the findings of a citizens survey, in July 1996 the BCC agreed to place on the November 1996 ballot a bond referendum to fund greenways acquisitions and lake restoration measures. This was withdrawn in September 1996 because of lack of support by the City Commission.

In September 1998, the BCC directed staff to prepare a workshop to address the Comprehensive Plan consistency, administrative, legal and real estate market considerations of mitigation alternatives, including the use of Transfers of Development Rights (TDRs), and to coordinate with the Growth and Environmental Management (GEM) Users Group and incorporate their recommendations into the workshop materials.

In June 1999, the BCC held a workshop to explore the application of less-than-fee land acquisition strategies for greenways. The use of conservation easements and purchases of development rights was targeted for broader use and staff was directed to return with additional details on where and how such tools could be effectively employed. This iteration of the greenways master plan fulfills the direction provided by the BCC.

Public Input

The Tallahassee-Leon County Greenways program has evolved in response to input from and dialog with interested parties since 1994, and this master plan has benefited from this input.

Regional greenways advocates exerted a significant role in the formulation of the plan. These included staffs of the Apalachee Regional Planning Council, 1000 Friends of Florida, the State of Florida Greenways Program, the Florida Fish and Wildlife Conservation Commission, the Florida Office of Greenways and Trails, the Northwest Florida Water Management District, the Nature Conservancy, the Trust for Public Land, and the Red Hills Conservation Program.

Staffs of both the City and County Growth Management Departments have contributed to the greenways program and this master plan, especially with how it interacts with local environmental regulations. More recent refinements and additions to the plan have been developed in conjunction with the City and County stormwater management departments, the City and County parks and recreation departments, the Blueprint 2000 Economic and Environmental Consensus Committee, St. Joe/Arvida, the Bicycle-Pedestrian Advisory Committee, individual property owners, the Big Bend Environmental Forum, and other bike-ped and hiking advocacy individuals and organizations operating in Leon County. It is expected that these same organizations will continue to contribute to the evolution and implementation of the plan as it is updated.

Accomplishments to Date

The Tallahassee-Leon County Greenway System was proclaimed one of the 150 Florida Greenways by Governor Chiles in June 1995. The Lafayette Heritage Trail, the Cascade/Myers Park Greenway, and the Phipps/Overstreet/Maclay Greenway were proclaimed individually by the Governor as well. 1000 Friends of Florida gave its “Florida Greenway” award to the Tallahassee-Leon County Greenway System in March 1996. Table 1 summarizes the land acquisition program since its inception. As of mid-2004, approximately 4,600 acres worth an estimated \$40.8 million have been acquired using just \$9.3 million of local monies.¹

¹ The St. Marks Headwaters acquisition is the first Blueprint 2000 project to be completed using an advance of sales tax extension funds.

Table 1. Tallahassee-Leon County Greenways Acquisitions Since 1993.

PROJECT NAME	YEAR ACQUIRED	ACRES	CITY COST	COUNTY COST	OWNER DONATION	STATE SHARE	FEDERAL SHARE	TOTAL LAND COST	TOTAL LAND VALUE
Phipps	1992	670	935,500			2,900,000		3,835,500	3,835,500
Overstreet	1992	810	865,000			4,400,000		5,265,000	5,265,000
4-Points	1993	27	100,000		100,000			100,000	200,000
Block-Stearns	1995	17	100,000				100,000	200,000	200,000
Doomar	1995	12	55,000					55,000	55,000
Piney Z	1996	778	500,000		1,000,000	1,750,000		2,250,000	3,250,000
Smith / Myers	1996	195	500,000		3,000,000	4,000,000		4,500,000	7,500,000
Miccosukee Greenway	1998	502				4,000,000		4,000,000	4,000,000
Lake Munson	1998	62		348,500		176,500		525,000	525,000
Golden Aster	1998	30	783,000					783,000	783,000
Blair Stone Forest	1998	4	200,000					200,000	200,000
Okeeheepkee	1999	32		100,000		100,000	100,000	300,000	300,000
Alford Arm	2000	876				5,042,000		5,042,000	5,042,000
Timberlane Ravine	2001	58	735,760			364,240		1,100,000	1,100,000
Jackson View	2001	43		2,400,000		2,000,000		4,400,000	4,400,000
St. Marks Headwaters	2002	426		539,000		1,617,000		2,156,000	2,156,000
Magnolia Ravine (pending)	2004	8	709,200			472,800		1,182,000	1,182,000
Tallahassee Junction (pending)	2004	19	493,800			329,200		823,000	823,000
TOTALS		4,569	\$5,977,260	\$3,387,500	\$4,100,000	\$27,151,740	\$200,000	\$36,716,500	\$40,816,500
						TOTAL LOCAL SHARE		9,364,760	
						TOTAL NON-LOCAL SHARE		31,451,740	
						LEVERAGE RATIO		3.36	

IV. EVOLUTION AND STATUS OF GREENWAYS DESIGN

Original Greenways Map

The February 1995 Greenways Map (Figure 1) was a concept map showing target acquisition areas in order to provide a basis for further refinement as per Commission and Board direction. The initial product was prepared using coarse data and was designed to be as inclusive as possible. Known environmental features (from published map series) were incorporated using hand-drawn buffers, and potential greenway connectors between parks and other large undeveloped lands were delineated with arbitrarily broad lines to make the features visible at presentation scales. The map was presented at the April 1995 commission workshops where staff was directed to proceed with Greenways planning. The Greenway map was the first digitized environmental feature available to local departments, preceding the digital mapping of Environmentally Sensitive Areas (ESAs). Specific consideration of these greenway lands was provided in the 1995 revisions to the City's Environmental Management Ordinance.

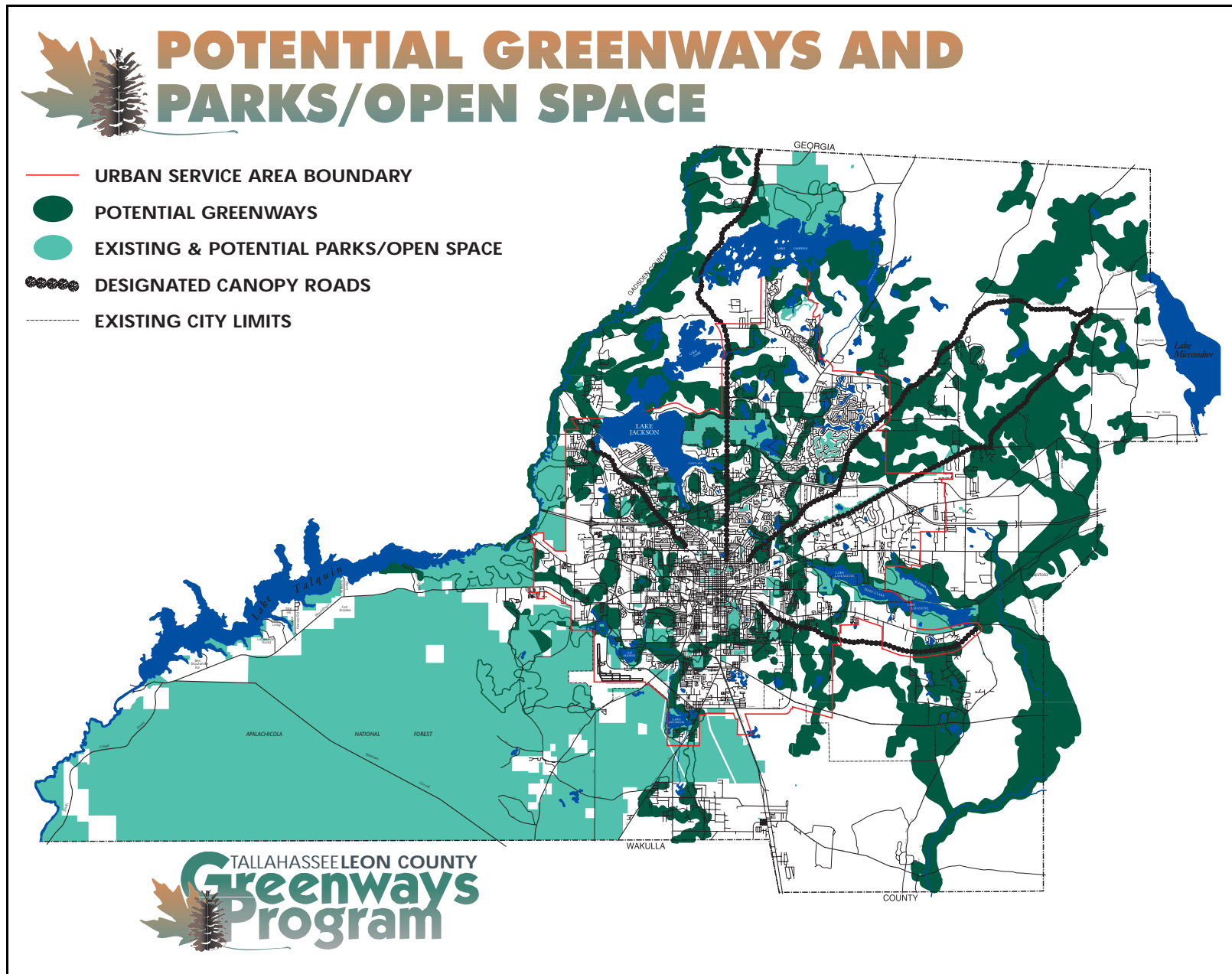
ESA/GIS Mapping

Environmentally sensitive areas or natural features are specifically identified and protected by the Tallahassee – Leon County Comprehensive Plan and associated City and County land development regulations as Conservation and Preservation areas or features. These include wetlands, waterbodies, watercourses, floodplains, floodways, Native and High Quality Successional Forests, Significant and Severe Grades, Canopy Road Protection Zones, Closed Basins, Listed Species and their habitat, and Significant Archaeological and Historical Resources. For the purposes of this document, the term ESA is used interchangeably with Conservation and Preservation areas or features.

ESAs were preliminarily mapped in 1989, prior to the adoption of the Comprehensive Plan, using sources such as United States Geological Survey (USGS) topographic quad sheets, US Fish and Wildlife Service National Wetlands Inventory maps, Federal Emergency Management Agency flood maps, SCS soils maps, Florida Department of Transportation black and white aerial images, and local knowledge and expertise. This project produced a series of hard copy maps at a 1:24,000 scale. Beginning in 1997, ESAs in Leon County were remapped to a scale of 1:1,200 using new false-color infrared aerial imagery and state-of-the-art GIS technology and data. The goal of this remapping effort was to map ESA features at a level of accuracy suitable for parcel-specific review and analysis.

The Environmental Planning Section used these and other aerial photographic imagery acquired in 1995 and 2000 to better identify larger-scale vegetative communities of concern, such as wetland systems and native and other forest communities, in order to refine the existing target greenway map.

Figure 1: February 1995 Greenways Map



Easement Mapping Efforts

In addition to the digitizing of environmentally sensitive features, TLCGIS staff initiated a project to map all public easements held by local government, and private easements recorded by the Leon County Property Appraiser's Office. Many of these easements are linear corridors as narrow as 10 feet acquired for the installation and maintenance of public infrastructure such as gas lines, overhead power lines, and stormwater drainage ways. Of special concern were the numerous conservation easements received by local government as a condition of subdivision or site development. These easements, generally obtained under the "natural area set-aside" provisions of the City's and County's land development regulations, typically include all or parts of environmentally sensitive features, though many do not contain any regulated features.²

The Greenways program proposes limited use of selected easements as parts of connecting corridors and as habitat and vegetation community management areas. The easement project, largely completed in December 2000, digitized approximately 6,000 specific public easements, the majority of which are contiguous utility and infrastructure easements. Private easements affecting the value of property are being incorporated within this GIS layer. As of April 2003, TLCGIS has digitized 9,702 public and private easements comprising 25,042 acres. Table 2 summarizes this recent information.

Utility easements, which traverse the county in numerous lengths and directions, offer significant opportunities as greenway elements. However, utility easements must connect destinations in order to be usable as public-access greenway corridors, and they must be large enough physically to locate trails and other related amenities and safety features. Allowing public access and use of existing easements will require rewriting the legal terms of the existing easement, or negotiating a new trail easement from the property owner or owners. Regardless of the many issues, incorporation of existing conservation and drainage easements into the larger greenway system where feasible and logical can provide improved opportunities for public access, as well as habitat and wildlife corridors.

² Chapter 28, Section 3.3(2) of the City Code and Sections 10-257 through 10-259, County Code.

Table 2. Easements by Category (April 2003).

Type of Easement	Number of Recorded Easements	Acreage of Recorded Easements
Access	1,675	2,028
Abandoned	333	221
Conservation	430	7,848
Conservation / Drainage	23	411
Drainage	1,939	2,801
Electric	658	1,301
Gas	51	682
Miscellaneous	166	414
Right-of-Way	237	331
Sewer	736	180
Sidewalk	179	30
Utility	2,321	2,515
Warranty Deed	849	6,209
Water	84	59
Not Classified	21	13
Totals	9,702	25,043

Supporting Local Program Priorities

Other programs support, or are supported by, the Greenways Plan. Relevant elements of these programs are discussed below, and opportunities to improve institutional coordination among them are discussed in Chapter V of this Plan.

Blueprint 2000

The passage of the local extra penny sales tax extension in November 2000 ensures the availability of funds for land acquisition associated with “holistic” infrastructure planning (e.g., roadways, stormwater facilities, and greenways and greenway trails). “Blueprint 2000 and Beyond,” a planning document prepared by the Economic and Environmental Consensus Committee (EECC) in the fall of 1999, formed the basis for citizen passage of this extended local tax. The document stated that sustainable development of the county and investments in its quality of life would require new roads, improved stormwater management, and the protection of remaining environmentally sensitive lands.

The Blueprint 2000 final report proposed acquiring significant floodprone areas and greenways, fee simple and less than fee simple (easements), as well as floodprone areas for multi-objective greenways. The report also identified several transportation projects that would include greenway features as an element of holistic planning and implementation. This report includes the majority of the priority projects identified previously by Environmental Planning staff, as well as numerous floodplain acquisitions that were contemplated under a separate initiative proposed by the Leon County Growth and Environmental Management Department in 1995. Environmental Planning, City and County Stormwater division, and County Attorney staff prepared feasibility assessments and cost estimating procedures for these projects. At City Commission and County Board direction, the document underwent staff review for feasibility and estimation of implementation costs. A revised document, with modified projects and associated costs, was released in February 2000. Staff also refined boundaries, addressed infrastructure needs and opportunities for passive storage and treatment of stormwater, and discussed the use of eminent domain in limited circumstances for several of these projects. Planning maps were developed that identified parcels and portions of parcels required to accommodate the purposes of each project.

The report also identified two separate categories of costs for land acquisition: (1) lands to be acquired primarily for stormwater treatment and flood storage, and (2) lands to be acquired solely for greenspace and recreational values.³ Lands to be acquired primarily for stormwater treatment and flood storage can also be used for habitat management and even public access where appropriate and desired via bicycle-pedestrian paths. These supplemental uses may be precluded in urban and developed areas where space is not available, and flood management needs dictate design. As always, however, there are exceptions. The Franklin Boulevard – St. Augustine Branch project conceptually provides space for stormwater management and an extensive urban greenway with an associated trail.

The Blueprint 2000 projects were partitioned further into two tiers. The first tier was deemed fully fundable based on conservative estimates of the sales tax receipts, while the second tier would be funded should sales tax proceeds exceed the projected amount. Combined floodway and greenway projects in the Tier I (“A-list”) include the following:

³ Costs were also estimated for right-of-way for roadway enhancements, but property to support associated greenways and trail segments were include in the aforementioned category.

- Franklin Blvd. Reconstruction, Cascades Park and St. Augustine Branch Reconstruction (Capital Cascade Greenway) @ \$70,200,000
- Floodplains west of Capital Circle, NW and Gum Swamp headwaters @ \$22.3 million
- Floodplains west and north of Capital Circle, SW and Black Swamp @ \$12.7 million
- Eastern Leon County Groundwater and Floodplain Protection (Phase I) @ \$11,400,000
- Lafayette Basin floodplain and greenway (Lafayette Heritage Trail to Miccosukee Canopy Road Greenway) @ \$5,100,000

Under Blueprint 2000, all stormwater projects are to be designed to include bicycle-pedestrian amenities, native vegetation plantings, and other “people-friendly” features to the greatest extent practical. Non-stormwater related greenway projects identified in the “A-list” include several linkages between Maclay Gardens, Timberlane Ravine, Goose Pond, and Tom Brown Park (the Goose Pond Trail) estimated to cost \$3,500,000.

Tier II (“B-list”) combined projects included the southern leg of St. Augustine Branch (segment 4), the second phase of the Eastern Leon County floodplain acquisitions, the Fred George Basin floodplain, the Ochlockonee River floodplain, Central Ditch Improvements (Springhill Road to Indian Head Acres), and the Black Swamp floodplain. The greenway projects on the B list are the Cascade chain-of-lakes to Lake Munson Greenway the and linking of Timberlane Ravine to Phipps-Overstreet.

All of the greenways portion of Blueprint 2000, including specific projects, have been integrated into and are consistent with the Greenway Master Plan. These lands comprise roughly 34,700 acres and have been estimated to cost \$59.4 million (1999 dollars) over 15 years. These acreages and costs are approximate, and will likely change somewhat over time based on issues such as willingness-to-sell, new environmental data, and/or changing public demand for or against project elements.

Public Works

City of Tallahassee and Leon County staff identified additional projects specified in the Blueprint 2000 report to be funded by the sales tax extension. City projects include facilities improvements (such as trails and amenities) at existing parks acquired under the Greenways program, including Governors Park, Lafayette Heritage Trail, and the Four Points Trail Head. These trails make possible the integration of Governors Park and the Lafayette Heritage Trail into the Greenway system. Over \$21 million was earmarked in the Blueprint 2000 report for sidewalks, bike lanes and bike paths, mostly in the urbanized area, which will enhance bicycle-pedestrian connections to proposed greenways. Approximately \$1.3 million was programmed in the report as well to acquire various easements and fee-simple purchases of land to provide greenway interconnection trails.

Greenway-related County projects include the acquisition of land and/or easements in the upper St. Marks watershed and at Crump Road to provide flood storage and preserve wetlands. Approximately \$2.2 million was allocated to new bike paths.

Bicycle and Pedestrian Planning

In 1993, the City of Tallahassee prepared a bikeways plan that classified routes in and around the urbanized area. Incorporated into the 1999 MPO's (Metropolitan Planning Organization) Long-Range Transportation Plan, "walkability" measures and enhanced bicycle and pedestrian facilities, including sidewalks, are key plan elements and the target of specific funding needs and requests. For example, the 2020 Cost Feasible Plan currently identifies nearly \$90 million in needed funds (from local, state and federal sources) for 337 distinct bike/ped projects. Of this amount, approximately 75 miles of bicycle and pedestrian facilities are anticipated to be constructed over the next 20 years based on average costs of \$400,000 per mile and \$30 million in allocated funds. The proportion of sidewalks, bike paths and bike lanes is not yet final, although sidewalks are anticipated to receive the majority of expenditures. Regardless, overall, community-wide walkability and access to Greenway features will be enhanced by implementation of the Long-Range plan.

MPO staff, consultants, and local bicycling advocates are in the process of developing a new bicycle and pedestrian master plan more detailed than the earlier City plan. This plan will include a number of "off-road" bicycle routes and trails that traverse public and private lands, both developed and undeveloped. The majority of these route-miles occur on lands earlier identified in the Greenways map, especially those outside of the central city area. These conceptual routes are identified on each greenway map in this plan.

Growth Management

City and County Growth Management staff has significant field expertise and awareness of lands and resources with Greenway potential. This staff input has been critical in past modifications to the greenway map as well as specific acquisitions. Both departments implement the "natural area set aside" provisions of the local code, and where possible and appropriate, these dedications complement proposed greenways. In 1996, the City amended its Environmental Management Ordinance to include greenway design concerns in its permitting procedures.

Comprehensive and Environmental Planning

Many key elements of greenway planning are already in place, or proposed to be acquired under the sales tax extension and the City's annual greenspace allotment. These resources will help implement the Greenway system. However, the effectiveness of the greenway system depends strongly on three other objectives:

- (1) Establishing physical linkages to the system of trails and interconnected greenspace via trailheads and other connectors;
- (2) managing greenspace properties to ensure sustainable wildlife habitat, improved water quality, and visual and noise buffering; and
- (3) coordinating land uses (i.e., new development and redevelopment), transportation facilities, and their impacts on and integration into the greenway system.

The Planning Department, via internal coordination among the Land Use, Transportation, and Environmental sections will contribute to these elements through its supervision of the comprehensive planning amendment process, review of major proposed development projects,

preparation of land acquisition grant applications and land management plans, and other major planning activities such as the Master Bicycle and Pedestrian Plan.

Current Products

A series of maps have been produced as part of this project effort and are included in this document. The first greenway map (Figure 1) illustrated potential greenways, existing and potential parks, and designated canopy roads. A later series included in this document represents the next step in the evolution of the greenways program and builds upon all of the preceding efforts, including Blueprint 2000 and the 2020 Long-Range Transportation Plan. In addition, existing land acquisitions are included within the Greenway as well as projects currently poised to receive state funding.

V. THE GREENWAY SYSTEM

Methodology

The original greenways map was created by merging graphically mapped environmentally sensitive areas, including floodprone areas, wetlands, native forests, and significant, undisturbed “vacant” properties in the urban area and surrounding county, and “existing and potential parks/open space.” It is critical to understanding this map that the “potential greenways” map feature or theme is simply a set of target areas to be further analyzed for potential greenway land acquisition, fee simple or otherwise. The benefits of identifying such areas is such that staff time and tax revenues are more efficiently utilized, and that environmentally sensitive areas may be afforded more attention and protection over less environmentally sensitive areas.

This mapping method was used to update the original 1995 greenways map, which was augmented by updated and remapped environmentally sensitive area boundaries, mapped karst features, and habitat data from the Florida Natural Areas Inventory. This map feature or theme is now identified as the “Area of Interest” for land acquisition, fee simple or otherwise. Where feasible and timely, actual properties have been identified by staff for potential acquisition. Much of this work has begun in support of the greenway component of the Blueprint 2000 program, and it will continue as Blueprint 2000 begins to be implemented. Individual parcels have not been mapped in this document in order to avoid speculation and unnecessary concern.

Planning Department staff has recently been working with TLCGIS and Leon County staff to develop a methodology utilizing GIS data to select and prioritize properties for potential greenway acquisition. The Blueprint 2000 Sensitive Lands Working Group accepted this methodology at its March 2004 meeting.

This methodology is intended to create and utilize evaluation criteria that will target the largest and most sensitive properties early in the acquisition process. These criteria will help allow limited public funding to be use most efficiently to fulfill the goals and objectives of the Greenway system program.

Greenway Boundaries and Extent

According to TLCGIS data, the total area of Leon County is 449,667 acres, or 702.6 square miles. Excluding Lake Talquin, Lake Miccosukee, and other major lakes, Leon County has a land base of 432,115 acres, or 675.2 square miles. Table 3 indicates conservation areas by name/type, ownership, and acreage.

Table 3. Greenways, Parklands, and Conservation Easements in Leon County (April 2003).

Name/Type ⁴	Owner	Acreage ⁵
Apalachicola National Forest	Federal	104,678
City of Tallahassee Parks	City	3,624
Kirk Edwards Wildlife and Environmental Area	State	644
Phipps/Overstreet/Maclay Greenway	State	3,341
Lake Jackson Mounds Archaeological State Park	State	152
Lake Talquin State Forest	State	11,670
Leon County Landfill	County	599
Leon County Parks	County	2,121
Natural Bridge Battlefield Historic State Park	State	8
Other Conservation Easements	Private & Local Gov't	3,210
San Luis Mission Historical	State	57
TTRS	Private	3,870
TTRS Conservation Easements	Private	18,574
Woodville State Forest	State	74
Totals		152,622

The environmentally sensitive “target area” potentially eligible for full or partial acquisition, including existing portions of the Tallahassee – Leon County Greenway system, includes approximately 72,760 acres of public and private lands outside of the state and national forests, or about 12% of the county’s land base. Given that the local Greenway program is a voluntary acquisition program with limited funding, and given the fact that Leon County’s tax base is affected by the locally significant federal, state, and local property ownership patterns in the county, only a limited portion of this area will eventually be acquired fee simple or otherwise, for conservation purposes. Many of the areas identified for protection will undergo further refinement and prioritization of potential acquisitions, as was recently conducted for the upper St. Marks River watershed under the Blueprint 2000 program. Subsequently, only the highest priority properties—considered the least developable under current policies and regulations—are likely to be acquired over time. A significant portion of these areas under consideration will in the future will be secured as conservation easements only, reducing the cost of acquisition and leaving these properties under private ownership and contributing to the county’s tax base. This

⁴ Does not include private parks and other property owned by local, state, or federal government agencies for non-conservation use.

⁵ All acreage figures are approximate.

will largely occur under the local Blueprint 2000 program, and as part of the normal development process.

At this time, a significant share of the Greenway system is already protected or in public ownership. Approximately 3,870 acres in the northern part of the county are under ownership as a nature reserve by the Tall Timbers Research Station (TTRS). TTRS also holds private conservation easements totaling 18,574 acres that are variously scattered across the northern portion of Leon County (as of January 2001). There is no public access for property and easements held by TTRS, with the exception of the Henry Beadle House and associated nearby buildings for limited events.

The 2,130-acre Phipps/Overstreet/Maclay Greenway, consisting of the Klapp-Phipps Greenway and the Alfred B. Maclay Gardens State Park, and Tom Brown Park, the Lafayette Heritage Trail (Piney Z), and J.R. Alford Greenway (1,511 acres combined) comprise major hubs of readily accessible public open space within the Urban Services Area. The L. Kirk Edwards Wildlife and Environmental Area (State of Florida), Leon County Chaires Crossroads park, and the Leon County landfill⁶ add another 1,357 nearly contiguous acres about Lake Lafayette. The Miccosukee Greenway adds another 503 acres to the Greenway system. There are approximately 3,624 acres of active and inactive City of Tallahassee parklands, and approximately 2,121 acres of parklands owned or leased by Leon County. These properties and easements larger than five acres in size are shown on Figure 2. Consequently, the remaining acreage under consideration for acquisition, conservation easement, or other means of land protection is approximately 51,300 acres. Figure 3, the Greenway system, highlights in a very generalized way this remaining property, much of which is concentrated in Blueprint's Eastern Floodplain Project and lands west of Capital Circle NW.

Canopy Roads

More than 76 miles of canopy roads are located within Leon County. Canopy roads are generally identified as historical roads that have uncommon tree canopies and mostly rural or undeveloped scenic views in most places. Canopy roads are protected by ordinance, which establishes a tree protection program within 100 feet of the centerline of the segment of the canopy road identified in the ordinance.

Although considered part of the local greenway program, most canopy roads are characterized as have narrow vehicular travel lanes, minimal to almost nonexistent shoulders, no sidewalks, and where the topography is rolling, clayey banks and rough, sometimes deep, channels for stormwater. A Canopy Roads Easement Study conducted in 1996 for the Tallahassee – Leon County Planning Department by a consulting firm indicated limited support among landowners for a program to acquire scenic and other easements along canopy roads. However, concern for canopy roads and a desire by many in the community for bike/ped access and facilities has not diminished over the years since the easement study was conducted. As a reflection of this concern and desire, the Tallahassee – Leon County Comprehensive Plan was recently amended to allow linear infrastructure such as sidewalk and trails along in canopy road protection zones

⁶ The long-term plan for the Leon County Landfill when it no longer accepts wastes is to add this unit to the county's park system as open space. There is currently no adopted plan addressing public access or amenities associated with the future use of this facility. However, there is existing recreational use of several areas of the landfill by organized groups, and the county is presently engaging in a master planning process.

where appropriate. Efforts to utilize canopy roads as such within the local greenway system should be continued by local government where desired and appropriate.

Figure 2: Major Conservation Properties and Easements

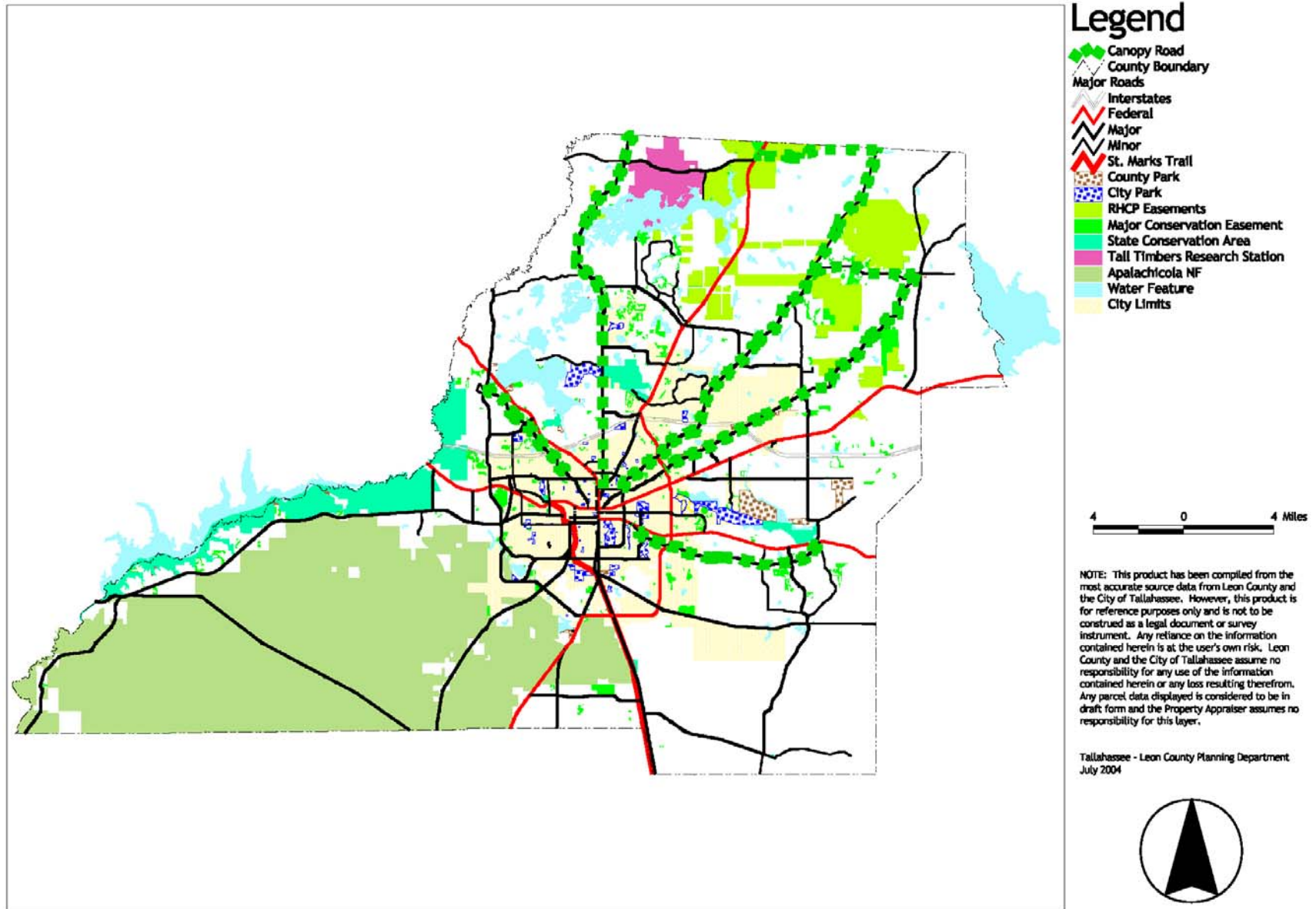
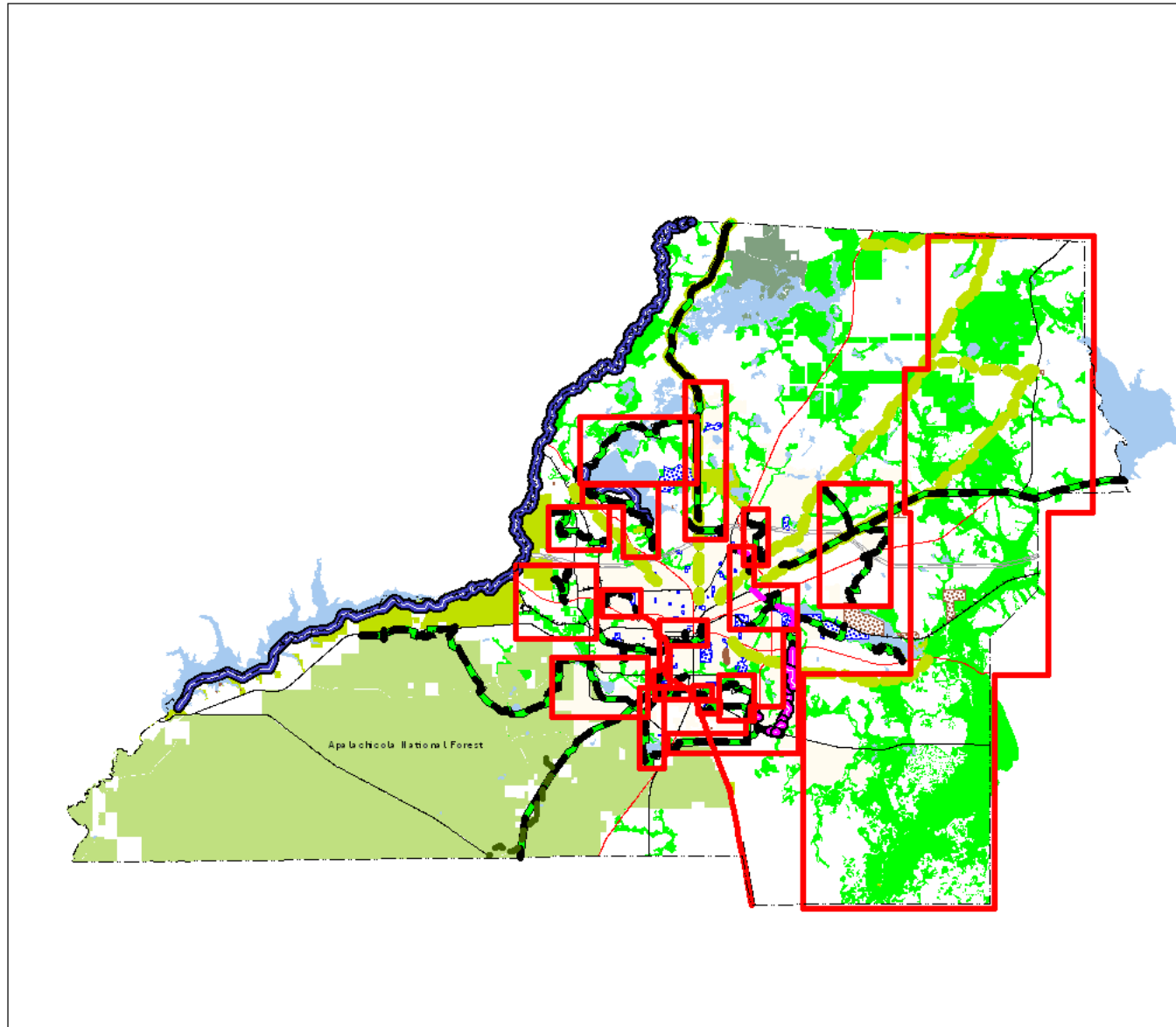


Figure 3: Proposed Greenway System



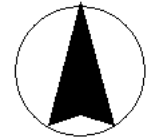
Legend

- County Boundary
- Greenway Project
- Goose Trail
- GFA/Phase I
- Southwood Main Trail
- St. Marks Trail
- Proposed Trails
- Blueway
- Shared use
- Walking trail
- Canopy Road
- Major Roads
- Interstates
- Federal
- Major
- Minor
- Railroad
- County Park
- City Park
- Water Feature
- Tall Timbers Research Station
- State Conservation Area
- Apalachicola N.F.
- Proposed Greenway
- City Limits



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

Tallahassee Leon County Planning Department
July 2004



Bicycle and Pedestrian Trails and Amenities

Greenway Trails

Greenways owned fee simple by government agencies will be open to the public for passive or resource-based recreation and nature study. An essential component of the greenway system is an integrated system of public access trails, trailheads, and related amenities. The most common facilities in public-access greenways are trails of different types, as well as other facilities and amenities to serve individual or shared sets of users such as walkers/hikers, runners, birdwatchers, bicyclists, rollerbladers, and equestrians.

Trails can be single-use or multi-use, and can have soft (e.g., dirt or gravel) or hard surfaces (e.g., pavement). Other facilities may include where appropriate bridges, signage, bathrooms, fencing, benches, trash cans, bike racks, emergency telephones, parking areas, dog walking areas, etc. Many of these facilities will be found at trailhead locations as part of established greenways. A complete description of facilities types and their development, management, and use is included in Chapter IIX of this plan.

Overall, the unit management plans for the Tallahassee – Leon County Greenway System will utilize the latest best design and management practices, such as those promoted by the International Mountain Bicycling Association, for locating, constructing and maintaining an unit trail system for all anticipated users that is sustainable, low-maintenance, and safe. These trail systems shall include the provision of multi-use trails, augmented where appropriate by a system of user-specific trails in additional areas to reduce conflicts and potential safety issues. Trail systems shall utilize to the maximum extent existing roads to minimize new impacts on environmental sensitive areas. Where roads do not exist, trails shall be designed to minimize any impacts to environmental sensitive areas, including wildlife habitat.

Trailheads

Trailheads are simply where trails begin, and where users enter a trail. Since a number of trails will begin and end in parks, trailhead facilities such as parking areas and bathrooms will already be available. Some trailheads will require only signage, especially those located in remote or lightly developed areas. The urban trails should include benches, landscaping, waste cans, and safety and other design features to prevent trail users from entering automotive or other traffic inadvertently, or to prevent unauthorized users from accessing trails.

Linkages

Significant portions of the greenway system are planned to be open to the public for resource-based (passive) recreation. Many of these properties will be managed formally as units of the City of Tallahassee or Leon County Parks and Recreation departments. It is the policy of both the City of Tallahassee and Leon County, and the State of Florida, to create opportunities for linkages from residential areas to the existing and future parks and greenway system so that citizens can access these areas without always having to drive an automobile to them.

The Tallahassee – Leon County Metropolitan Planning Organization's Year 2025 Transportation Plan recognizes the greenway system as a very important component in the transportation goal of providing an alternative transportation system. Policy 6.1.1 of the Tallahassee – Leon County

Comprehensive Plan calls for the greenways “network” (system) to attempt to interconnect existing dedicated open space areas and be comprised primarily of preservation and conservation features. Additional linkages are being and will continue to be sought through the use of local government-owned properties, existing and future, as well as selected drainage, conservation, and other easements as previously described.

These linkages are expected to take several forms, including everything from simple trails to paved-surface shared use paths. Ownership of these linkages will be fee-simple or trail easements. The countywide digitizing of utility rights-of-way and easements (including conservation, utilities, and drainage) may present opportunities to link neighborhoods to the parks and greenway system. Many of these easements are routinely used by citizens, but such use is not formalized and under the terms of many easements may be illegal. The following tasks will be conducted by local government in order to further the objective of using existing and future easements for public access to parks and greenways:

- Evaluate the terms and conditions of targeted existing easements and determine whether alternative management and use strategies are permissible,
- Determine whether easement grantees would be willing to modify terms and conditions when such alternative uses are not permissible, and
- Determine whether funds would need to be expended to secure additional rights and interest in the land.

At this time, a trail easement has been drafted by the City Attorney’s Office that takes advantage of Section 375.251, Florida Statutes, limiting liability for private property owners who allow public access as part of a formal greenway system. Although this easement language has not yet been tested, it represents an attempt to address a significant impediment to the use of easements for public-access trails.

VI. ACTION PLAN

In an ideal world, a greenway “system” would be seamless and connected with no breaks or boundaries other than physical ones. However, in order to more effectively plan, budget, and implement the Greenway system, it has been partitioned into individual greenways and greenway corridors identified in Figure 3. Table 4 lists the proposed major greenway projects in Leon County and describes the status of acquisitions and other characteristics of each of the corridors. Each greenway or greenway corridor is described by name, length, area (if applicable), estimated number of property parcels (if available), primary acquisition method (e.g., fee simple vs. less than fee simple), and estimated cost. These data help support the use of performance, budget, and other indicators and measures used by local government.

The narrative greenway descriptions refer to existing Blueprint 2000 projects where applicable. Each greenway is summarily described, including objectives, other considerations, and cost estimates. Land value estimates are given for those greenways analyzed as part of the *Blueprint 2000 and Beyond* report. These estimations were originally conducted assuming fee simple ownership, and they may be significantly reduced through efforts to secure conservation and trail easements. Where numbers of parcels have not been identified for Blueprint 2000 projects, costs were estimated through a group effort of the Economic and Environmental Consensus Committee members and City and County staff. Other non-Blueprint 2000 greenways may not have estimated land acquisition costs available at this time for various reasons, including the intended use of currently-owned easements, government-owned lands and/or rights of way, future development exactions to be determined, or inexact or presently unknown corridor selections. Lists of specific parcels to be acquired fee simple or less are continuing to be developed through staff working with Blueprint 2000’s Sensitive Lands Working Group. Land acquisition costs in general may vary a great deal depending on final corridor selection, the use of conservation, trail, and other easements in lieu of fee simple ownership, matching grant and/or cost-sharing opportunities, and other variables.

Each greenway or greenway corridor can and should be considered a discrete management or functional unit. All property parcels or easements acquired with state funds, whether in whole or as part of a matching grant, require a management plan that addresses mandated issues, features, and objectives. Management is usually conducted by local government on these properties, including shared-use paths and/or trails that are not part of a land-based greenway, with some exceptions for those on wholly state- or federally-owned lands. Section IIX of this plan describes the management and maintenance of greenways in more detail.

Several proposed greenway trail projects have been included on the master map in Figure 3 but are not described in this report as major greenway trail projects. These are described following the major trail projects identified in this plan.

Table 4. Proposed Major Greenways and Greenway Trails⁷

Greenway Name / Location	Trail Length⁸ (miles)	Estimated Area to Be Acquired (acres)	Estimated No. of Parcels to be Acquired⁹	Estimated Easements to be Acquired (acres)	Primary Acquisition Method¹⁰	Estimated Cost¹¹ (\$ million)
Ochlockonee River Valley	4.0	292	13	N/a	Fee simple & easement	2.8
Gum Swamp/San Luis	4.8	35	10	N/a	Fee simple	5.4
Chain-of-Lakes	5.6	0	0	2	Easement	7.7
Lower Capital Cascade	5.6	N/a	N/a	N/a	Fee simple	0.6
Upper Capital Cascade	3.8	N/a	Na/	N/a	Fee simple	5.1
Dr. Charles Billings	2.1	8.5	1	1	Fee simple & easement	0.6
Campbell Pond Connector	1.0	N/a	N/a	N/a	Fee simple & easement	0.5
Karst Ponds	2.6	136	14	0.0	Fee simple & easement	1.0
Colin English	4.1	265	0	265	Fee simple & easement	1.0
Southwood	8.8	N/a	N/a	N/a	Fee simple & easement	0.5
Lake Jackson North	6.9	N/a	0	17	Fee simple & easement	0.5
Lake Jackson South	10.7	N/a	N/a	N/a	Fee simple & easement	0.5
Goose Pond	3.4	N/a	N/a	N/a	Fee simple	0.5
Maclay Trace	3.0	35	10	N/a	Fee simple & easement	5.0
Meridian	7.7	21	6	15	Fee simple & easement	1.0
Buck Lake	6.1	185	8	11	Fee simple & easement	4.7
St. Marks System	2.5	7,656	14	7,656	Fee simple & easement	N/a
Totals	82.7	7,897	38	7,682	-----	37.4

⁷ All figures are approximate for planning purposes. “N/a”: Not Available.

⁸ Terrestrial trail only. Does not include PASS projects, other projects currently underway.

⁹ Refers to greenspace acquisition only.

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

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

Ochlockonee River Valley Greenway

[Fred George basin west to the Ochlockonee River basin (*Blueprint 2000 Map 1*). See Figure 4.]

Description

The major acquisitions in this map are two floodprone areas, Stoneler Road and Riverwood Road Swamps. The latter connects to the state forest and wildlife management area. Acquisition of the floodplains, a remnant cypress swamp, and portions of adjoining parcels will minimize future flood damages. The remainder of an environmentally sensitive area of old growth forest of about 75 acres off Old Bainbridge Road is also proposed for acquisition. Greenway connections between these systems, the City's Northwest Park and environmentally sensitive areas adjoining Old Bainbridge Road are proposed. Bicycle and pedestrian access in the core floodplain areas are not addressed at this time.

Objectives

- To link the Fred George basin and Northwest Park to the Phipps-Overstreet greenbelt via logical connections involving Old Bainbridge Road and acquisitions leading towards Meridian Road north of Interstate 10.
- To use existing easements in the Settler's Creek area for connections to Northwest Park.
- To connect Northwest Park to Old Bainbridge Road via new acquisitions.

Other Considerations

State and local environmental regulations may restrict local government's ability to implement a regional stormwater management facilities in the 100-year floodplain and related wetlands. More flexibility may be required to implement retrofit facilities.

Cost Estimates

Floodplain Acquisition (79 parcels; 1,053 acres).....	\$7.4 million
Greenspace Land Acquisition (13 parcels; 292 acres).....	\$1.9 million
Greenway Amenities and Trail Development.....	<u>\$0.9 million</u>
Total	\$10.2 million

Gum Swamp/San Luis Greenway

[Interstate 10 [I-10] to Blountstown Highway [SR 20] (*Blueprint 2000 Map 2A*). See Figures 5 and 5a.]

Description

The project consists of the preservation of extensive floodplains associated with Gum Swamp as a part of the Capital Circle SW widening project from W. Tennessee Street (US 90) to Blountstown Highway (SR 20). Greenways/floodplain protection and stormwater improvement are to be accomplished via acquisition and restoration of the remainder of Gum Swamp, west of Capital Circle, as well as a section north of Tennessee Street along the North Branch of Gum Creek. The Gum Swamp system will be linked to the Cascade Lake and the related Chain-of-Lakes via a greenway connection along the West Drainage Ditch. The floodplain acquisitions are intended primarily to provide passive storage and biological treatment of stormwater, minimizing costs for future retrofit. *Blueprint 2000 and Beyond* proposes a greenway trail along Capital Circle NW as part of the widening of this corridor. If a sidepath trail is infeasible along this corridor, a greenway trail is proposed west of that portion of Capital Circle NW between Commonwealth Boulevard and U.S. Highway 90 West (Tennessee Street), taking advantage of significant utility, conservation, and other easements. A connection or spur is proposed that would connect this area with the North Ochlockonee tract of the Talquin State Forest between Highway 90 West and Interstate 10.

A trail network from San Luis Mission Park to Tallahassee Community College (TCC), and from TCC south and east towards Innovation Park, are proposed. Using funds from the Federal Emergency Management Agency, the City of Tallahassee purchased in 1996 approximately 43 acres in the northwest part of Tallahassee (including the 17-acre Countryside Village mobile home) and planned to convert this site into a stormwater pond facility and natural conservation area. Additional planning efforts were initiated by the Apalachee Land Conservancy to develop the area previously used as a mobile home park into a passive recreation nature park, including a multi-use trail that will eventually connect the St. Marks Trail, Florida State University (FSU), San Luis Mission, San Luis Park, and Tallahassee Community College (TCC).

Under the revised plan, the 17-acre site ("Phase I" of the San Luis Greenway) will serve immediate neighborhoods as a nature walk and other passive recreation area until bike/ped connections are made to TCC to the southwest and FSU to the southeast. This pilot project will allow the construction of a multi-use trail accessible by all users, and will establish the first phase of a critical link between several recreational and educational institutions. This link will provide recreational and transportation opportunities and alternatives in a part of the city where student and other populations are growing, and where such facilities are in subsequent and increasing demand. The Apalachee Land Conservancy and the Environmental Unit of the Tallahassee-Leon County Planning Department have coordinated Arbor Day tree plantings on this site for the last two years and have planted over 500 trees.

The trail segment from TCC south and east towards Innovation Park provides opportunities for students and other users to utilize non-automotive means to access Innovation Park employment and study opportunities, as well as existing and planned recreational opportunities within this area .

Objectives

- To coordinate with City Parks and Recreation Department and Department of Environmental Protection (State Parks unit) regarding control of points of access to properties.
- To coordinate with Bicycle and Pedestrian Advisory Committee on route design standards and requirements.

Other Considerations

The acquisition of Gum Swamp and its proximity to Capital Circle, SW will require non-standard stormwater design. Existing easements and other properties will require analysis to investigate the feasibility of trail and other connections.

Cost Estimates

Greenway Land Acquisition (10 parcels; 35 acres).....	\$5.0 million
Greenway Amenities and Trail Development.....	<u>\$0.4 million</u>
Total	\$5.4 million

Chain-of-Lakes Greenway

[Blountstown Highway (SR 20) to Springhill Road (*Blueprint 2000 Map 2B*). See Figure 6.]

Description

Preservation of extensive floodplains associated with the Cascade Chain-of-Lakes and Black Swamp for water quality and passive flood storage. Two greenway connections are proposed, a recreational path along Capital Circle from the City's Golden Aster Park to Munson Slough and the St. Marks Trail, and a habitat-oriented greenway comprising undeveloped floodplain east of Lake Bradford.

Objectives

- To develop an attractive trail interior to Capital Circle, SW linking the Tallahassee Museum of History and Natural Science and Forest Service Lands to the City's Golden Aster Park
- To develop a bikeway along Capital Circle, SW from Golden Aster to the Munson Slough trail and to the St. Marks Trail extension.

Special Considerations

The realignment of Capital Circle, SW should be developed as part of an overall sector plan for the area. The relationship of the project to the existing residential neighborhoods in the northern and southern areas should be studied as well as the long-term needs of Tallahassee Regional Airport. A significant majority of this greenway trail will be on federal and local government-owned land, but a portion along Capital Circle SW will require sufficient right of way to be acquired when this roadway is eventually improved.

Per the findings of the Lake Bradford Citizens Task Force and acceptance by the BCC, the Bradford Chain-of-Lakes is one of the few remaining pristine lake systems in Leon County and should be preserved.

Cost Estimates

Map 2B costs are estimated as follows and assume the realignment of Capital Circle, SW from south of Blountstown Highway (SR 20) to its reconnection with the existing Capital Circle, SW near Springhill Road. The EECC strongly prefers this realignment option.

Cost Estimates

Greenspace Acquisition (parcels not yet identified)	\$7.3 million
Greenway Amenities and Trail Development.....	<u>\$0.4 million</u>
Total	\$7.7 million

[Lower] Capital Cascade Greenway

[Springhill Road to Crawfordville Road (*Blueprint 2000 Map 2C and Map 3, Segment 4*). See Figure 7.]

Description

The Lower Capital Cascade Greenway proposes to connect the City of Tallahassee's Tallahassee Junction Trailhead (connecting the St. Marks Trail and the GF&A Trail) through Leon County's Lake Henrietta stormwater improvement project south to the Gil Waters Lake Munson Preserve on Crawfordville Highway.. The larger Capital Cascade Greenway This is considered by many to be the signature greenway/stormwater project within the Blueprint 2000 program. It is a \$70 million, multi-objective greenway extending from the intersection of Tennessee Street and Franklin Avenue near Myers Park and Railroad Square, and eventually to Lake Munson.

The primary benefits of this project are preservation and restoration of extensive floodplains associated with the Augustine Branch of the City's Central Drainage Channel and into Munson Slough system for water quality and passive flood storage. A greenway along the watercourse is proposed, linking the Tallahassee Junction Trailhead to the Lake Munson Preserve. Related to, but not part of this project as described in Blueprint 2000, is a proposed greenway west from Springhill Road north of Capital Circle to Lake Bradford and possibly north.

Objectives

- To develop a greenway trail along the St. Augustine Branch paralleling Springhill Road to Crawfordville Road via the Munson Slough and the Lake Munson County Park, with connections to the proposed Chain of Lakes greenway trail paralleling a portion of Capital Circle SW, and the Southwood Trail heading east to Southwood and points north.
- To acquire property sufficient to develop a multi-objective greenway that accommodates recreational trail use, stormwater conveyance and storage, and all associated amenities and features.

Special Considerations

The conceptual corridor of this segment of the Capital Cascades Greenway and its relationship to Springhill Road, the Central Drainage Channel, the GF&A Trail, and Lake Henrietta is still being developed at this time. A bridge over one of the drainage channels, similar to those in the Lake Henrietta project, may be required, as well as additional land acquisition for connections. Crossings of busy roads should be minimized or located at established road intersections for safety reasons.

The use of existing utility and other easements should be considered for locating trail segments in order to reduce land acquisition costs. Existing maintenance roads along drainage channels should also be considered.

The long-term needs of Tallahassee Regional Airport should be considered in developing intersections/interchanges to assure improved access to the airport. However, these intersections/interchanges should be designed to accommodate trail

Cost Estimates

Greenway Land Acquisition ¹² (parcels not yet identified)	\$0.3 million
Greenway Amenities and Trail Development.....	<u>\$1.6 million</u>
Total	\$1.9 million

¹² This cost is associated only with the widening of Capital Circle SW along its existing alignment.

[Upper] Capital Cascade Greenway

[Tennessee Street to the Confluence with Munson Slough (*Blueprint 2000 Map 3*). See Figure 8.]

Description

As envisioned by Blueprint 2000, this greenway will consist of four segments that are integrated into a major stormwater retrofit system through the core of downtown Tallahassee. Segment 1 links Leon High School to Cascades Park. Segment 2 extends the project through Cascades Park, with links to Myers Park and Governors Park. Segment 3 traverses the length of the Gaines Street corridor, and links the downtown and Capitol Center with FSU, FAMU, the Gaines Street redevelopment areas and the St. Marks Trail. Segment 4 includes the reconstruction of the lower Saint Augustine Branch to accommodate a trail and to connect the St. Marks Trail and northern reach of the Georgia, Florida, and Alabama (GF&A) Trail. The GF&A trail will come north near or along Springhill Road, terminating at its northern end near Mill Avenue at the Tallahassee Junction Park, a trailhead providing parking and other amenities for users of both trails.

Objectives

New development should reflect the public access associated with the greenway. There should be no negative impacts associated with commercial development and inter-activity with the greenway should be enhanced.

- Ensure the connectivity of the greenway to Leon High School, Lafayette Street and Cascades Park in the context of the larger, countywide greenway system.
- Incorporate quality architectural features in amenities such as seating and hardscaping (e.g., path surface, signage, and lighting).
- After the contamination within Cascades Park is cleaned up, the historic area is to be restored as a community activity center.
- Ensure bicycle and pedestrian greenway inter-connectivity between downtown and the universities.
- The Lake Elberta regional stormwater facility will be maintained as an attractive open space and trailhead / trail junction for the trail network.
- Provide effective connections between the St. Marks Trail and the Georgia, Florida, and Alabama Trail. An in-town trailhead (with amenities) for these two trails will be located along Mill Street.¹³
- South of the intersection of Mill Street and Lake Bradford Road, the Georgia, Florida, and Alabama trail should be constructed along the west side of the existing Springhill Road right-of-way. Opportunities for ditch-side trail facilities are limited. The trail departs from Springhill Road alignment south of the Airport.

¹³ Two parcels along Mill Street were purchased in 2004 for this purpose.

Special Considerations

- Cascades Park is on the National Register of Historical Sites.
- Costs for cleanup of Cascades Park has not been determined. An Engineering Evaluation/Cost Analysis study assessing the feasibility of various options will be conducted as part of the cleanup project.

Coordinate with FAMU regarding transportation alternatives at the east end of the greenway (between FAMU and Adams Street). The road prism and existing industrial properties preclude effective use of the existing ditch cross-section for increased capacity and incorporation of the greenway or trail system.

Cost Estimates¹⁴

Greenway Amenities and Trail Development.....	\$3.8 million
Total	\$3.8 million

¹⁴ These costs do not include the cleanup or remediation of Cascades Park, stormwater land acquisition and improvements, or other non-greenway trail-specific activities.

Southern Strategy Area Greenways

In addition to the Capital Cascade Greenway, these include at least five discrete greenway projects:

1. The Dr. Charles Billings Greenway
2. The Campbell Pond Connector
3. The Karst Ponds Greenway
4. The Colin English Greenway, and
5. The Southwood Greenway.

These greenway projects are concentrated in or adjacent to the Southern Strategy Area, and are described below.

1. Dr. Charles Billings Greenway

[St. Marks Trail east to Lower Capital Cascade Greenway. See Figure 9a.]

Description

The focus of this greenway is to tie together parks, open space, and the Jake Gaither Golf Course via a greenway and greenway trail, and to promote economic development in the southern part of the community. It honors the memory of Dr. Charles Billings, city commissioner and FSU professor.

Objectives

- To connect city parks, open space, and other properties with the larger greenway network east and west of the Jake Gaither Golf Course, including the St. Mark's Trail and the Lower Capital Cascade Greenway.
- To protect natural drainageways and floodprone properties from urban development.
- To provide resource-based passive recreational opportunities to citizens in the Southern Strategy Area.

Special Considerations

A greenway trail will take advantage of city-owned rights of way for drainage, but it may have to have additional property and/or engineering for access and safety.

Cost Estimates

Greenway Land Acquisition (1 parcel, 9 acres)	\$0.1 million
Greenway Amenities and Trail Development.....	<u>\$0.5 million</u>
Total	\$0.6 million

2. Campbell Connector Greenway

[St. Marks Trail eastward to the Jack L. McLean, Jr. City Park. See Figure 9b.]

Description

The focus of this greenway trail is to provide increased access to the St. Marks Trail for citizens living in this area, connectivity to several existing parks and open space areas, and to promote economic development in the southern part of the community.

Objectives

- To connect residential and open space areas to the St. Mark's Trail, the Leon County Fairgrounds, Capital Park, and the Jack L. McLean, Jr. City Park.
- To protect natural drainageways and floodprone properties from urban development.
- To provide resource-based passive recreational opportunities to citizens in the Southern Strategy Area.

Special Considerations

This trail may make use of flood prone and storage properties owned by state and local government. Connections to nearby schools should be sought as well for safety and to increase access.

Cost Estimates

(Land acquisition costs not currently available).....	\$0
Greenway Amenities and Trail Development.....	<u>\$0.5 million</u>
Total	\$0.5 million

3. Karst Ponds Greenway

[St. Marks Trail eastward to Tram Road. See Figure 9c.]

Description

The focus of this greenway is to provide increased access to the St. Marks Trail, the Campbell Pond Park, and the Colin English Greenway, and to promote economic development in the southern part of the community. This project also includes some land acquisitions to protect environmental features and to create greenway links.

Objectives

- To develop greenway links along transportation, open space, and utility corridors to connect the St. Marks Trail and the Campbell Pond City Park to the proposed Colin English Greenway and the Southwood Greenway system.
- To acquire small karst ponds near Campbell Pond Park to protect native wetland species and to provide a greenway connection between Tram Road and the St. Mark's Trail.

Special Considerations

The City, the County, FSU, FAMU, and St. Joe/Arvida have funded an urban transit greenway study to look at several corridors including Tram Road. This study needs to be conducted to serve as a basis for future planning along Tram Road.

Cost Estimates

Greenway Land Acquisition (14 parcels; 136 acres).....	\$0.5 million
Greenway Amenities and Trail Development.....	<u>\$0.5 million</u>
Total	\$1.0 million

4. Colin English Greenway

[Tram Road to Capital Circle and Paul Russell Road. See Figure 9d.]

Description

This area encompasses a significant undeveloped area that is addressed in the Southern Strategy Area portion of the local government comprehensive plan. The focus of this greenway is to provide more mobility choices, connect significant greenways and trails, including the Southwood Greenway, and to promote economic development in the southern part of the community. This map also includes some land and/or easement acquisitions to protect environmental features and to create greenway links.

Objectives

- To develop greenway links along transportation, open space, and utility corridors to connect the St. Marks Trail, the Karst Ponds Greenway, and the Southwood Greenway system to existing and planned parks, open space, schools, and residential areas.
- To acquire property and/or easements to protect environmentally sensitive areas and features, and to provide a greenway connection between Tram Road, Capital Circle, and Paul Russell Road.

Special Considerations

This greenway project is referenced in Policy LU 10.1.4 in the Tallahassee – Leon County Comprehensive Plan, and all design, acquisition, and implementation should be guided by and consistent with this policy and section.

The City, the County, FSU, FAMU, and St. Joe/Arvida have funded an urban transit greenway study to look at several corridors including Tram Road. This study needs to be conducted to serve as a basis for future planning along Tram Road.

Cost Estimates

(Land acquisition costs not currently available).....	\$0
Greenway Amenities and Trail Development.....	<u>\$1.0 million</u>
Total	\$1.0 million

5. Southwood Greenway

[Lake Lafayette Heritage Greenway south and west to Lake Munson (*Blueprint 2000 Map 4*). See Figure 9e.]

Description

This area encompasses much of the Southeast Sector Plan limits including the Southwood Development of Regional Impact. The focus of this greenway is to provide more mobility choices and to promote economic development in the southern part of the community. This map also includes some selected land acquisitions to protect environmental features and create links between greenways.

Southwood Plantation at this time is a rapidly developing subdivision that incorporates to an unprecedented degree an internal system of sidewalks and trails. The Greenway Master Plan proposes to link this system north, south, and west along existing and new roads, easements, and utility rights of way where appropriate and feasible. The main trunk of the Southwood Trail within the subdivision boundary, including other contiguous St. Joe Land Development Company lands, is 6.1 miles long, and connects through Southwood from Tram Road northward to Apalachee Parkway/U.S. Highway 27.

The Southwood Greenway is proposed to extend further westward along existing City of Tallahassee utility rights of way into the Apalachicola Forest towards the new Leon County Lake Munson Park, and northward along Sutor Road and Trojan Trail, connecting through a City of Tallahassee utility easement to Connor Boulevard. These connections will be made through portions of the Apalachicola National Forest, Leon County property, and public rights of way and easements. This will keep land acquisition costs low, and will link Southwood via a trail system to Lake Munson, the St. Marks Trail, Tom Brown Park, and the Lake Lafayette greenway system.

Objectives

- Develop greenway links along existing and new transportation and utility corridors to connect Southwood Greenway system with the larger greenway network north and west of Southwood Plantation.
- Acquire several small karst ponds near Campbell Pond Park to protect native wetland species and to provide a greenway connection between Tram Road and the St. Mark's Trail.
- Acquire a significant contiguous sandhill forest south of the Flea Market on Capital Circle S.W. as part of a linear greenway along a portion of Capital Circle.

Special Considerations

The City, the County, FSU, FAMU, and St. Joe/Arvida have funded an urban transit greenway study to look at several corridors including Tram Road. This study may serve as a basis for future planning along Tram Road.

Cost Estimates

(Land acquisition costs not currently available).....	\$0
Greenway Amenities and Trail Development.....	<u>\$0.5 million</u>
Total	\$0.5 million

Lake Jackson North Greenway

[Meridian Road west to the Ochlockonee River basin (Blueprint 2000 Map 5A). See Figure 10.]

Description

The primary characteristics of this project are lake protection enhancements and extensions of the regional greenway system. The greenway system in this project will provide a major connection west to the Ochlockonee River through what is now Ayavalla Plantation, giving functional bicycle and pedestrian linkages on the north side of Lake Jackson between Klapp-Phipps Park and Old Bainbridge Park. Although this greenway will incorporate passive recreational elements, it will have significant value as a habitat corridor as well, and will enhance the lake's economic and recreational value.

Objectives

- Greenways should incorporate unprotected ravine systems in the Jackson basin.
- Greenway connections in the area of Meridian Road shall use existing easements, dedications, and City-owned rights-of-way to the greatest extent feasible.
- Shoreline access will preferably be sought as part of the recreational corridor portion of the greenway.
- Ravine systems shall be set-aside as conservation easements to protect significant wildlife habitat areas.

Special Considerations

- New public access easements for critical greenway connections will need to be acquired to take the place of existing drainage and conservation easements.
- Coordinate with all property owners and neighborhood associations regarding greenway/public access and safety concerns.
- Ensure that design of all regional facilities is aesthetically pleasing and that shoreline planting is reflective of the Lake Jackson environment.
- Existing Land Uses are compatible with the proposal, although greenway linkages are impacted by the pattern of residential development adjoining Meridian Road.

Cost Estimates

(Land acquisition costs not currently available).....	\$0
Greenway Amenities and Trail Development.....	<u>\$0.5 million</u>
Total	\$0.5 million

Lake Jackson South Greenway

[Lakeshore Drive north to Jackson View. See Figure 11.]

Description

The primary characteristics of this project are lake protection enhancements and extensions of the regional greenway system. The greenway system in this project will provide passive recreation (bike/ped) connections where feasible between existing state and county parks and boat landings, as well as conservation easements and stormwater facilities owned and operated by the Northwest Florida Water Management District. The greenway corridor will also incorporate lands exposed during the recent Lake Jackson drawdown. At high water, this corridor could function as a canoe or kayak trail. Although this greenway will incorporate passive recreational elements, it will enhance the lake's economic and recreational value.

Objectives

- New public access easements for critical greenway connections will need to be acquired to take the place of existing drainage and conservation easements.
- Coordinate with all property owners and neighborhood associations regarding greenway/public access and safety concerns.
- Ensure that design of all regional facilities is aesthetically pleasing and that shoreline planting is reflective of the Lake Jackson environment.

Special Considerations

Wildlife management areas must be part of this greenway and all recreational facilities, including trails, must be designed and situated to protect these resources. Access restrictions into certain areas may have to be considered.

Cost Estimates

(Land acquisition costs not currently available).....	\$0
Greenway Amenities and Trail Development.....	<u>\$0.5 million</u>
Total	\$0.5 million

Goose Pond Greenway

[Tom Brown Park through Goose Pond north to Thomasville Road (*Blueprint 2000 Map 5B*). See Figure 12.]

Description

The primary benefits of this project are the completion of a core in-town greenway, acquisition of a major flood prone area, and significant flood control improvements. The greenway system in this map segment will provide functional bicycle and pedestrian linkages between Timberlane Ravine and Goose Pond, extending to Tom Brown Park via Weems Pond at Mahan Drive and Capital Circle, NE. An additional greenway element is proposed to provide an alternative route from Tom Brown Park via Goose Pond to Maclay State Gardens.

At this time, there are three completed sections of the Goose Pond Trail. The northernmost 0.33-mile path segment is located between Hermitage Boulevard and Potts Road at Noble Drive. Surfaced with smooth asphalt and 12 feet wide, it is the same design as the other two sections that were built earlier this year. The middle 0.66 mile middle section runs from Miccosukee Road, just west of the junction with Doomar Drive, to Mahan Drive, at Jaydell Circle next to Ryan's Steak House. The southern 1.75-mile segment is mostly within the boundaries of Tom Brown Park and begins just south of the railroad tracks off Weems Road. It winds through the park's dense woods, provides access to restrooms, water, and picnic areas, and emerges at the bicycle-pedestrian overpass at Conner Boulevard near Lincoln High School. The northernmost section of the Trail will connect via a FDOT-owned stormwater conveyance ROW to Thomasville Road, and additional connections to Tom Brown Park will be constructed in conjunction with the Blair Stone Extension and additional roadway-related connections.

Objectives

The primary greenway connections in this area should use the Goose Pond Tributary to connect Timberlane Ravine system and Dorothy Oven Park to Goose Pond. Based on the quality of system interconnections and limitations associated with recent stormwater improvements, Trescott Pond – McCord Ditch is not a recommended alignment for a greenway.

Special Considerations

- The floodplain adjoining the Northeast Ditch in the area east of the Eastgate neighborhood should be acquired to protect the resource, provide new greenway connections, and provide stormwater benefits.
- Bike-Ped greenway traffic will need to be diverted to Olson Road and Raymond Diehl Road to cross Interstate 10.
- The Northeast ditch greenway shall exit at Delaney and then use the Killearn road network (Limerick and Killearn Way) to reach the entrance of Maclay –Overstreet greenbelt.
- The Blair Stone Road alignment will include the greenway between Miccosukee and Centerville roads.
- A Goose Pond trailhead is recommended west of the Florida Department of Transportation pond on Wednesday Street.

- Near the intersection of Capital Circle, NE and Mahan Drive, the greenway should be incorporated into the existing right-of-way instead of the floodplain because of access and crossing constraints.
- Coordinate with all property owners and neighborhood associations regarding greenway/public access and safety concerns.
- Coordinate with County Public Works regarding improvements of County property at Riggins Road (i.e., the ballfield) to create a park-like amenity and integrate into the greenway network.
- Existing land uses are compatible with the proposal, although greenway linkages are impacted by the existing patterns of residential development and major roads.

Cost Estimates

(Land acquisition costs not currently available).....	\$0
Greenway Amenities and Trail Development.....	<u>\$0.5 million</u>
Total	\$0.5 million

Maclay Trace Greenway

[Centerville Road north to Maclay Gardens (*Blueprint 2000 Map 5B*). See Figure 13.]

Project Description

The primary benefits of this project are the completion of a core in-town greenway, acquisition of a major flood prone area, and significant flood control improvements. The larger greenway system this map segment provides a portion of will help provide functional bicycle and pedestrian alternative linkages between the area north and south of Interstate 10. An additional greenway element is proposed to provide an alternative route from Tom Brown Park via Goose Pond to Maclay State Gardens.

Objectives

The primary greenway connections in this area should use the Goose Pond Tributary to connect Timberlane Ravine system and Dorothy Oven Park to Goose Pond. Based on the quality of system interconnections and limitations associated with recent stormwater improvements, Trescott Pond – McCord Ditch is not a recommended alignment for a greenway.

Special Considerations

- The floodplain adjoining the Northeast Ditch in the area east of the Eastgate neighborhood should be acquired to protect the resource, provide new greenway connections, and provide stormwater benefits.
- Bike-Ped greenway traffic will need to be diverted to Olson Road and Raymond Diehl Road to cross Interstate 10.
- The Northeast ditch greenway shall exit at Delaney and then use the Killearn road network (Limerick and Killearn Way) to reach the entrance of Maclay –Overstreet greenbelt.
- The Blair Stone Road alignment will include the greenway between Miccosukee and Centerville roads.
- A Goose Pond trailhead is recommended west of the Florida Department of Transportation pond on Wednesday Street .
- Near the intersection of Capital Circle, NE and Mahan Drive, the greenway should be incorporated into the existing right-of-way instead of the floodplain because of access and crossing constraints.
- Coordinate with all property owners and neighborhood associations regarding greenway/public access and safety concerns.
- Coordinate with County Public Works regarding improvements of County property at Riggins Road (i.e., the ballfield) to create a park-like amenity and integrate into the greenway network.
- Existing land uses are compatible with the proposal, although greenway linkages are impacted by the existing patterns of residential development and major roads.

Cost Estimates

Greenway Land Acquisition (10 parcels; 35 acres).....	\$3.1 million
Greenway Amenities and Trail Development.....	<u>\$1.9 million</u>
Total	\$5.0 million

Meridian Greenway

[Connecting Timberlane Ravine through the Klapp-Phipps-Overstreet Greenway north to State Road 12 (*Blueprint 2000 Map 5A*). See Figure 14.]

Project Description

The primary characteristics of this project are stormwater quality enhancements and extensions of the regional greenway system. The greenway system in this project will provide functional bicycle and pedestrian linkages between Timberlane Ravine, the Klapp-Phipps Greenway, the Alfred B. Maclay Gardens State Park, and neighborhoods north of these areas, including Rosehill, Ox Bottom, Ox Bottom Gardens, Summerbrooke, and Paramore Estates. Extension of the greenway north to the Georgia state line and west to the Ochlockonee River through what is now Ayavalla Plantation is also proposed. Phase I of the greenway includes a trail from Spanish Moss Drive south to Maclay Road. Phase II will extend this trail south to an area immediately north of Interstate 10 and east of Meridian Road, east to Timberlane School Road, and connecting to the City of Tallahassee's Timberlane Ravine Phase I park. Later phases will attempt to connect north to Summerbrooke Road and beyond to the state line.

Although this greenway will incorporate passive recreational elements, portions of it will have significant value as a habitat corridor. Acquisitions of additional ravine systems, greenways and open space associated with Lake Jackson are also proposed, which would enhance the lake's economic and recreational value, as well as providing greenspace and other natural amenities to development anticipated to occur north of Lake Jackson in the future.

Objectives

- Greenway connections should be extended north to the Ox Bottom development area.
- Greenways should incorporate other ravine systems in the Jackson basin.
- Access and management of the open space portion of the Okeeheepkee Prairie site need to be integrated into the Jackson Indian Mounds State Park.
- Greenway connections in the area of Meridian Road shall use existing easements, dedications, and City-owned rights-of-way to the greatest extent feasible.

Special Considerations

- New public access easements for critical greenway connections will need to be acquired to take the place of existing drainage and conservation easements.
- Coordinate with all property owners and neighborhood associations regarding greenway public access and safety concerns.
- Ensure that design of all regional facilities is aesthetically pleasing and that shoreline planting is reflective of the Lake Jackson environment.
- Existing Land Uses are compatible with the proposal, although greenway linkages are impacted by the pattern of residential development adjoining Meridian Road.

Cost Estimates

Stormwater Land Acquisition (3 parcels, 156 acres).....	\$2.6 million
(includes floodplain, Greenway and Open Space connections associated with Map 5B)	
Greenway Land Acquisition (6 parcels; 21 acres).....	\$0.5 million
Greenway Amenities and Trail Development.....	<u>\$0.5 million</u>
Total	\$3.6 million

Buck Lake Greenway

[Alford Arm north to the Miccosukee Greenway (*Blueprint 2000 Map 6*). See Figure 15.]

Project Description

The primary benefits of this project are significant additions to the regional greenway network, improvements to Mahan Drive, and stormwater storage to enhance water quality in Lake Lafayette and to reduce flooding. The greenway system within this map will include new connections between the Lake Lafayette Heritage Trail and Alford Arm properties and the Miccosukee Canopy Road Greenway.

Objectives

- The greenway connecting Alford Arm with the Miccosukee Road Canopy Greenway should make use of the floodplain between Buck Lake and Miccosukee Roads. An interim recreational trail can make use of Walden Road between Buck Lake Road and Highway 90.
- Trail connections should be developed between the Alford Arm properties and the Lafayette Heritage Trail (to Tom Brown Park)
- Heritage Trail and the Governor’s Park – Fern Trail to the west.

Special Considerations

Coordinate with all property owners and neighborhood associations along the Alford Arm tributary regarding greenway / public access and safety concerns.

Coordinate with the CSX Railroad regarding an at-grade crossing between the Piney Z and Alford properties or design and fund a pedestrian bridge that will meet CSX Railroad clearance and applicable Americans With Disabilities Act requirements.

Cost Estimates

Greenway Land Acquisition (8 parcels; 185 acres).....	\$2.4 million
[easements over 24 parcels; 11 acres].....	\$0.6 million
Greenway Amenities and Trail Development	<u>\$1.7 million</u>
Total	\$4.7 million

St. Marks Greenway System

[St. Marks Floodplain, including Black Creek Swamp, Miccosukee Sinks, Lake Miccosukee headwaters, and the Eastern Sinks comprising the Wood-Copeland-Bird-Patty sink system (*Blueprint 2000 Map 7*). See Figure 17.]

Project Description

This is a large project covering potentially many thousands of acres. This project can be understood more easily by considering it as four major greenway subareas:

1. the Lower St. Marks Greenway,
2. the Upper St. Marks Greenway,
3. the Eastern Sinks Greenway, and
4. the Miccosukee Sinks Greenway.

The primary objective is to protect the most environmentally sensitive aspects of this hydrologically complex and habitat-rich area, utilizing conservation easements as the primary tool, with fee simple ownership of threatened and/or critical pieces necessary for more active management, public access, or other public objectives. Acquisition in whole or part and preservation of major wetlands and habitat corridors are proposed, in addition to acquisitions of sinkholes and associated areas and connections intended to protect groundwater. These systems include the headwaters of the St. Marks River (an Outstanding Florida Water), the Black Creek Swamp, Miccosukee Sinks, and the Wood-Copeland-Bird-Patty sink system.

The primary benefits of this project are groundwater and habitat protection and the preservation of extensive floodplains and wetlands east of the Interstate 10/Mahan Drive interchange. Addressing the need to protect groundwater now will avoid future flooding problems associated with new development in the area, and will preserve the quality of the headwaters of the St. Marks Rivers as well as the community's drinking water.

Objectives

- Greenways should contain and connect the greatest number of environmentally sensitive areas east of the Interstate 10/Mahan Drive interchange.
- Spatial extent of greenways should be adequate to ensure adequate buffers for habitat value and sufficient biological treatment of stormwater runoff from adjoining lands prior to discharge to either watercourses, ponds or sinkholes.
- Trail systems should incorporate the area's canopy roads and any potential additions to the canopy roads network.
- Trails should incorporate abandoned rail alignments where feasible.
- Connect canopy roads using floodplains and other environmentally sensitive linear features and corridors where feasible.

Special Considerations

- Coordinate with all property owners along the Black Creek system (e.g., Miccosukee Land Co-op) regarding greenway/public access and safety concerns.
- Coordinate with Red Hills Conservation Program regarding private conservation easements on plantation lands.
- Coordinate with the CSX Railroad regarding transport safety in the sinkhole corridor.
- Coordinate with the CSX Railroad regarding possible at-grade crossings or bridges for future bicycle-pedestrian trails.
- Provide thorough documentation of the extent of environmentally sensitive features and their effect upon underlying zoning and permitted densities to avoid unrealistic development expectations of property owners throughout this project area.
- Consider adjustments to the existing policy of transferring and clustering parcel-wide densities from environmentally sensitive areas of sites to developable portions of sites. This is intended to ensure that the environmental features are not subject to the impacts associated with net densities greater than underlying zoning allows.
- Maximize use of easements and other less-than-fee simple approaches to securing protection of environmental resources and appropriate levels of interest in real property.

Cost Estimates

Floodplain Acquisition (costs not currently available).....	\$0 million
Greenway Land Acquisition (costs not currently available)	\$0 million
Greenway Amenities and Trail Development.....	<u>\$ 0.7 million</u>
Total	\$0.7 million

Additional Greenway Projects

Education Quadrant [Map 5B]

The Education Quadrant is a concept intended to present a unified vision for the growth of Tallahassee's southwest area. This planning quadrant incorporates Florida State University (FSU), Florida Agricultural and Mechanical University (FAMU), and Tallahassee Community College (TCC), as well as Innovation Park and other lands controlled by FSU. This area of Tallahassee is also being currently addressed through the Lake Bradford Sector Plan, which includes the area around Lake Bradford and several neighborhoods north of Lake Bradford.

Discussions with community leaders and elected officials have indicated a strong desire to incorporate into this quadrant shared use paths, sidewalks, bike lanes, and other bike/ped facilities where appropriate and possible. The intention is to provide to the maximum extent possible non-automotive transportation alternatives, including mass transit, for students and other residents. Several greenway trail corridors have been identified in this plan between FSU, FAMU, TCC, and Innovation Park, utilizing where possible mapped easements and government-owned properties. Other trails may be added later depending on demands and opportunities (e.g., new roads, reconfiguration of parcels, other projects). Considerations should include locating and designing trails for physical security; providing safe and convenient access to universities/colleges, physical education facilities, research and development and other employment and/or learning opportunities, and residential and commercial areas.

No funding sources have yet been identified for these greenway trails. The possibility of cost sharing between local governments and the state university system should be explored.

Apalachicola National Forest/Talquin State Forest Links [Map 6B]

Both the Apalachicola National Forest (ANF) and the Talquin State Forest (TSF) have trail systems for a number of users, including hikers, bicyclists, and equestrians. This plan identifies several proposed new main route corridors and linkages between the ANF and the TSF along a portion of State Highway 20 west of Tallahassee. This includes the use of a section of powerline easement paralleling State Highway 20, with two proposed connections to the Talquin State Forest north of the highway.

Considerations should include coordinating at the earliest opportunity all planning and design proposals with ANF recreation planners and other officials involved in National Forest planning activities so that optimal routes, features, and amenities are selected. Trail locations should choose established roads and cleared areas to minimize impacts to forest resources, minimize conflicts between different user groups, and to minimize federal environmental impact analyses and other review and permitting processes. Road crossings would require minimum signage to direct trail users to established crossings, and to alert drivers to the possibility of trail users crossing the road.

Trails inside the ANF would logically be funded by the U.S. Forest Service, but there may be opportunities for cost sharing between federal, state, and local government, particularly where linkages from federal to state forest holdings across local and state roads are desired.

Ochlockonee River/Lake Talquin Blueway

A route the entire length of the Ochlockonee River within Leon County, as well as a route through Lake Talquin within Leon County, is proposed as a blueway. This blueway should include the established county and state landings and boat ramps as places to put in or take out small, self-propelled watercraft such as canoes and/or kayaks. It can be designated officially on maps as a canoe/kayak trail, and it should have signage at all landings. Additional facilities at established landings may be considered as necessary depending on usage. Such facilities may include parking areas, picnic tables, primitive camping areas, and other features and amenities common to similar trails. No funding sources have yet been identified for these greenway trails.

Other Blueprint 2000 Land Acquisition Projects

At this time, based on direction from the Leon County Board of County Commissioners, staff has been selecting properties along the Ochlockonee River in western Leon County for creating a buffer along the river to help protect the water quality of the river. Lands to be acquired will likely be protected under Blueprint 2000 funding as conservation easements. Public access may be provided in one or more locations as part of these easements.

VII. FUNDING

Land Acquisition

Previous workshop materials summarized the benefits and drawbacks of various acquisition strategies and means to raise funds for Greenway implementation. Following passage of the sales tax extension in November 2000, proposals to increase ad valorem or to issue general obligation bonds specifically for Greenways have become moot. Based on the extent of the Blueprint 2000 proposals, Planning staff estimates that no less than 60 percent of the entire conceptual Greenways network will be acquired and improved using sales tax revenues. However, Greenways land acquisition costs listed in the Blueprint 2000 final report did not take grants and related sources into account. Experience with Florida Communities Trust and the Office of Greenways and Trails suggest that significant levels of state matching funds are obtainable. Consequently, a reasonable goal would be to secure state (and federal) grant funds equal to a minimum of 40% of the estimated Greenways project budget. Achieving this goal will ensure that all of the proposed projects are implemented.

To ensure the optimal use and efficient streaming of sales tax revenues in completing the greenway system, the following should make a strong commitment to the grant application process:

- Planning staff (or the entity designated to implement Greenway elements of the Blueprint 2000 initiative);
- City Manager's Office and County Administrator's Office (including Grants Coordinator); and
- City and County Attorney's Offices.

Accelerating the process for acquiring properties will also ensure that most lands can be purchased more cheaply as land prices will not have escalated.

The cost estimation procedures for the greenway elements addressed by Blueprint 2000 did not account for the use of conservation easements or other less-than-fee simple land acquisition measures. The total amount of funds anticipated by the 15-year extra penny sales tax has been forecast to be somewhat less than originally anticipated for reasons such as the need to bond future proceeds in order to begin planning and rights of way acquisition (it is generally more cost-effective to identify and purchase needed property now rather than later). For these and other reasons, the use of conservation easements for properties that warrant protection, but not public access, will garner more attention in the future. The purchase of conservation and other similar easements has many benefits, including tax benefits for the owner of the underlying property and the ability to stretch scarce public funds further.

Specific project acquisition and maintenance costs, as well as the use of existing state and local funding programs, have already been discussed within this document. Although the sales tax extension (and its associated revenue stream) will be available for Blueprint 2000 related projects during the years 2004 through 2019, Florida Forever direct and matching grants will only be available between 2002 and 2011.

To summarize, less-than-fee options (easements) for many greenways will be sought for large areas that warrant protection with minimal public access and recreation facilities. These areas include portions of the upper Ochlockonee River and the upper and lower St. Marks River watersheds. For those areas where public access is more desirable, grant funding through the Forever Florida program will be sought from Florida Communities Trust and the Office of Greenways and Trails. Funding will also be shared with agencies such as the Northwest Florida Water Management District (NFWFMD), which has an active conservation land-buying program. A recent funding partnership between Blueprint 2000 and NFWFMD will provide \$500,000 for five years to the District as matching funds in order to cost-share the acquisition of conservation easements on properties located within the headwaters of the St. Marks River (Blueprint Map 7). The District will be the lead agency in this effort, and will hold title to the easements and provide management services for these areas.

Trail Construction

Trail construction costs can vary widely depending on land costs, type of surface, width, grade, degree of disabled access, bridges, permitting, design, and other variables. A simple dirt trail over relatively flat terrain can be almost cost-free if volunteer labor is used. Specialized machinery can be used to cut wider dirt or natural surface trails for approximately \$125-150/hour. Per-mile costs vary greatly, but will generally increase as the above variables are brought into play. A 10-foot wide paved, shared-use path in certain areas can sometimes cost more than \$500,000 a mile. However, the use of natural pervious materials, in-kind services and labor, and creative design can reduce costs. As described elsewhere in this plan, trail design and construction can also be conducted in phases to reduce costs or to spread them out over time. Grants for trail land acquisition are available annually from the FDEP's Office of Greenways and Trails as part of the state's Florida Forever program.

Maintenance Costs

The City has estimated that "low" maintenance levels for park properties cost roughly \$138 per acre per year. Such maintenance includes monthly visits, trash removal, and minor repairs (e.g., fencelines). With a current extent of more than 4,000 acres (excluding existing City and County parks), the potential yearly management costs for the greenways system of connecting lands would be more than \$550,000. Leon County estimates that costs for mowing, trail maintenance and litter control are \$65 per acre per year, but that such costs rise to \$85 where maintenance of other improvements is required. The largest variable is associated with mowing needs. Given that the majority of new and proposed greenway lands will be more forested than open, the lower bound of costs should be anticipated.

Alternative means of estimating management costs have been established. The State of Florida continues to evolve its needs for management of state-owned lands. During "mid-course" modifications to the Preservation 2000 land acquisition program, the Water Management Districts were permitted to expend up to 15% of their P2000 allotments for management, which included capital improvements, on-site actions and administration. Under these statutory revisions, the State allowed up to 1.5% of all Conservation and Recreational Lands (CARL) funds to be applied to general management of land acquired under the program.

Currently, CARL provides about \$25 per acre per year to the state's various managing agencies for lands held in fee-simple. Agencies with easements receive about \$13 per acre per year where easements are concerned. Where intensive management needs have been determined, such as infestation by noxious exotics, as much as \$75 per acre are provided, which then declines as circumstances are brought under control.

The successor state land acquisition program, Florida Forever, continues to provide funds to CARL and the Water Management Districts. The Forever Florida laws provide for 1.5% of all bond funds to be made available to all land managing agencies with up to one fifth of this sum (0.3%) specifically allocated for "interim management activities" that could include resource assessments, control of invasive, nonnative species, habitat restoration, fencing, law enforcement, and controlled burning. Given that the types of lands and easements brought under the aegis of organizations such as Tall Timbers, the water management districts, and DEP are more similar to those proposed under the Greenways program than active urban recreational parks, the costs for management may be assumed to be closer to the above values.

Blueprint 2000 proposed that \$59.4 million be allocated for land acquisition for greenways and floodplain protection. The City's sales tax list proposed another \$1.75 million in land acquisition (Tallahassee Junction and various connector greenways). Using the 1.5 percent basis for management, these acquisitions should require a set-aside of \$917,250 for management over the life of the sales tax extension. If used as a maintenance endowment, this money would generate an estimated \$55,000 per year in perpetuity. By means of corroboration, if the estimated total of 4,000 acres of future easements were managed at the \$13 level employed by CARL for the State the annual costs would be \$52,000. These annual estimates are intended as such. Short term needs for exotics control, trash removal, etc. may be significantly higher, and therefore the annualized costs for management (i.e., one time and recurring expenses) beginning with acquisition should be assumed greater.

To consider one alternative rule-of-thumb, the Red Hills Conservation Program at Tall Timbers Research Station currently charges landowners who dedicate easements to the program a one-time fee of \$8 per acre to defray the cost of monitoring and defense of the easement in court, if necessary. These funds are not used for actions required to further the management objectives, such as occasional burns, which remain the responsibility of the landowner. At typical prices for the value of rural lands, this fee is less than 0.5 percent of the easement value. Tall Timbers staff has indicated, however, that this amount is not adequate to fully carry out the intent of the Stewardship Fund supported by these donations and endowments, and that higher rates may be applied in the future. Given that conservation easements will be used to bring some lands into the Greenways system, this local experience should be applicable.

In sum, local government should be prepared to expend between \$52,000 and \$550,000 per year to maintain the fully implemented Greenway network, above the current costs for maintaining active parks within the system. The low end of this range assumes a predominance of easements while the high end assumes fee simple ownership and all maintenance responsibilities.

IIX. MANAGEMENT AND MAINTENANCE

A former head of the office of State Lands in Florida once remarked, “As ye acquire, so shall ye manage.” Locally, lands acquired for active recreation receive significant levels of attention, in regards to both infrastructure and management. These lands are routinely and often heavily used, and therefore subject to increased public scrutiny. Liability concerns also influence property and equipment maintenance.¹⁵ When land is acquired or easements are obtained for drainage or stormwater management, effective functioning of these lands for these purposes is critical, and some level of regular maintenance can be assumed. Stormwater properties throughout Leon County in particular receive funds to support maintenance via utility fees or special assessments.

Greenway and greenway trails management, operation, and maintenance, although still in its infancy locally, is rapidly evolving in response to increasing citizen demands for greenway conservation and resource-based (formerly “passive”) recreational opportunities. In the past, except where Greenways lands were acquired specifically with trails or other active public uses in mind, little if any attention has been directed at ensuring that the resource values of the properties will be maintained or enhanced. However, the State of Florida has specific management criteria and planning requirements codified in Chapter 18-2.021 of the Florida Department of Environmental Protection’s agency rules. Several greenways in Leon County, such as the Miccosukee Greenway and the J.R. Alford Greenway, are owned by the State of Florida and subleased and managed by Leon County. These greenways are specifically managed for conservation of existing natural resources, ecological enhancement and/or restoration, and resource-based recreation.

Overall, it is appropriate and logical that both the City and County Parks and Recreation departments should be the lead management agencies for public access greenway areas. For those greenway areas owned as conservation easements, the agency or department owning the easement (e.g., Northwest Florida Water Management District, Blueprint 2000, etc.) should be the lead agency. Other departments should be tapped as appropriate for trail connections, depending on the owner of the easement allowing trail access, or for those connections that take advantage of public rights of way.

Budget adjustments will have to be made to reflect the additional acres and unique needs of these sites. In addition to protection of resources and limited development of resource-based recreational opportunities and improvements, other needs include the elimination of exotic plants and animals. In sum, the management of greenways additions, and resource lands in particular, will require an additional level of institutional and financial commitment if the functions and values of these properties are to be sustained.

General Requirements

In general, elements of the greenways include those features intended to provide active bicycle-pedestrian functions (requiring a variety of trail types and related amenities), and areas subject

¹⁵ Receipts from recreational registrations do not generally support facilities maintenance, but contribute to staff and other program needs.

to preservation and managed public access. Lands acquired with state funds generally require the preparation of management plans limiting and addressing the impacts of various uses, protection or restoration of sensitive or threatened resources, removal of noxious exotics, and other stipulations. These mandated management plans support and are consistent with Greenway system goals. However, addressing issues such as buffers, habitat fragmentation, and land use coordination between the greenway system and adjacent areas will require a higher level of effort. Comprehensive monitoring of site conditions throughout the system will also become a necessity requiring a dedicated budget.

Land Use Coordination

Future land use and zoning of properties abutting the greenway system should ideally complement the resource and minimize any adverse impacts upon the system. Design objectives in the Blueprint 2000 report address this concept directly for the Capital Cascade Greenway. Coordination between future land use and the greenway system should be considered countywide, and not just in selected places.

Property configurations and financial limitations may preclude optimal buffering of greenway resources. In addition, certain greenway elements such as neighborhood connecting trails are likely to occur in an already developed landscape. In such instances, trails, habitat, and other greenway features and values may be subject to greater impact from adjoining uses. This Plan does not propose modifying current land uses to accommodate the greenway, but instead proposes that future land uses and their orientation and compatibility with this “green infrastructure” should be considered in the planning and design process.

Long-Term Management

To the extent that the City and County continue to use state funds for land acquisition, detailed management plans will be required to be prepared and implemented by local government. Such plans typically address control of exotics, impacts from adjacent properties, resource enhancement, and protection of on-site resources. Site-specific management plans will not be required for properties acquired independently, especially easements. In these cases, guidelines that are more general need to be established and followed by the managing entities.

Inventories

The first management activity for any greenway property is a site inventory, including mapping (preferably through the use of GPS) of critical resources, including trails. In addition to listed species, endemic species, exemplary specimens, and unusual physiographic features, inventories should address all regulated features under the local environmental ordinances. Leon County is rich in historical resources and an inventory must flag these as well.

Florida has historically allocated up to five percent of its annual CARL appropriations for natural features inventories that would identify locations suitable for acquisition. While this task has already been largely completed for the greenways network, the concept of dedicating funds to definitively establish a site’s resources remains worthy of consideration. Previous management plans for local acquisitions pursued with the assistance of Florida Communities Trust funds have included timetables for such inventories, typically to be concluded in the first year following acquisition to allow for better site planning and management. For these plans,

costs for basic inventories had been estimated to be as little as \$500 of staff time for small sites (e.g., under 10 acres) to as much as \$3,500. Current estimates from local consultants for more comprehensive site evaluations range from \$3,000 to as much as \$11,500 for larger sites with diverse characteristics. These latter evaluations would include verification of habitat and presence of listed species, full descriptions of all vegetation communities on site, wetlands delineation, and Phase 1 assessments of archaeological and historical resources.

Exotics

Nuisance plants abound throughout Leon County. Cogon grass, Kudzu, Ardesia, Nandina, TiTi, Chinese Tallow, and Japanese Privet are among the more common varieties. All of these species are well established and eradication from any particular area should be viewed as a temporary condition at best. Whereas community education will be required to provide some measure of control on private lands (especially in residential subdivisions where some of these species are used as ornamentals), greenway managers should ensure that the greenway is not a source of further infestation. More important, properties with listed species or unique specimens need to be managed so that these resources are not encroached upon or out-competed by exotics. Preliminary inventories of critical resources on all sites should identify where such conditions exist and require pre-emptive action.

With respect to costs, the Forever Florida program allows for up to 0.375% of its annual acquisition expenditures to be used specifically by those agencies that manage state lands for the control and removal of exotics. This translates into about \$1.1 million per year applied to an increasing number of acres. The Florida Department of Environmental Protection's Bureau of Invasive Plant Management has created a series of eleven Regional Invasive Upland Plants Working Groups throughout Florida. The Panhandle Invasive Upland Plants Working Group has a Cooperative Upland Invasive-Exotic Plant Control Program that provides limited funds to governmental entities that manage public conservation lands. These grant funds, accessible via the Bureau of Invasive Plant Management, can be utilized to control the spread of and reduce the area infested by invasive exotic plants.

The City of Tallahassee and Leon County have used innovative methods to control other invasive exotic vegetation such as Kudzu. In an effort to control the growth of these invasive plants on public lands, the City of Tallahassee, in cooperation with Leon County and the State of Florida, has been using sheep in an innovative management project. The pilot project has been underway for approximately five years, with annual renewal based on project evaluation. A flock of 500 to approximately 1,000 sheep has recently been used to eliminate selected vegetation at Tom Brown Park, the Lafayette Heritage Trail, the Phipps-Overstreet Greenway, the Miccosukee Canopy Road Greenway, and under City electric transmission lines..¹⁶

¹⁶ The interlocal (City, County and State) demonstration project using sheep to control kudzu and other species achieved a higher level of control than anticipated in its first year, although weather may have been a contributing factor. At an annual cost of \$150,000 and roughly 300 acres receiving some level of grazing, the costs are \$500 per acres. City staff has been directed to evaluate the benefits and costs of owning versus leasing sheep.

Adjoining Properties

Every management plan should take into account the characteristics of existing adjoining land and uses and the potential for changes in use. These include:

- Nature interpretation, educational trails where users may stop frequently.
- Trails for users with special needs (e.g., the disabled, children, the elderly). Every trail system, should have a number of whole access trails.
- Separating use at crowded railheads (e.g., the trail system near stables may benefit from having parallel feeder trails to the main system.)
- Providing a "no bikes" alternative in major parks (In deference to the folks who are unwilling to share trails, there should be one major backcountry trail "no bikes" in every major park.)
- Designated Wilderness or Nature Preserves where bikes are prohibited and pedestrian and equestrian visits should be minimized.

Facilities Development, Management, and Use¹⁷

Facility development refers to the planning, design and construction of greenway facilities. Management refers to operations and maintenances. Facility development and management are dependent upon the greenway objective and the level and type of use allowed in the greenway. The classification terminology and philosophy that is applied in this Plan is shared in common by communities throughout the nation to clarify the different uses and purposes of greenways. The level of facility development and management for a greenway corridor will vary significantly, and is defined according to different types of anticipated use. Each corridor will be assigned a particular type and level of use, based on detailed studies of that corridor and further Community involvement. In many cases, it may be appropriate for one corridor to contain more than one type of use, depending on its intended function and purpose. The designation of "type" should in no way be construed to establish priority or hierarchy.

For the management of greenway corridors, there are two primary maintenance goals. The first is to maintain the integrity of the natural environment. Environmentally sensitive features such as severe slopes, wetlands, watercourses, and other water features must be protect to prevent erosion and siltation in order to provide optimal habitat conditions and to minimize water pollution, for instance. Trails must be located away from sensitive areas, or routed through them in such a way so as to minimize impacts to tree root zones, erodable soils, listed plant species, and other environmentally sensitive features.

The second goal is the safety and security of human users. This will be accomplished through maintenance of trail surfaces, clearing of obtrusive vegetation, mowing of a trail clear zone, maintenance of pedestrian bridges and culverts, inspection and maintenance of lighting figures, periodic general inspections and trash removal. The level of maintenance and the associated costs are dependent upon the level of amenities and the extent of development.

¹⁷ This section is adapted from the Lexington – Fayette County (Kentucky) Greenway Master Plan, 2002.

Other issues of operations and management include methods of access, land uses and practices on adjacent land, the establishment and enforcement of trail user rules and regulations, management of emergencies and overall risk and liability management.

Design Guidelines

There are many trail design, construction, and maintenance and management guidelines developed by different user groups, including hikers, bicyclists, and equestrian groups and organizations. General design guidelines include sustainability; low maintenance; safety; minimization of environmental impacts, including those upon wildlife; accessibility by disabled persons; The Florida Office of Greenways and Trails published *Connecting Florida's Communities with Greenways and Trails* (Florida Department of Environmental Protection and the Florida Greenways Coordinating Council, 1998), a five-year implementation plan for the Florida Greenways and Trails System. Appendix E of this document, *Florida Greenways and Trails System Design Guidelines for Unpaved and Paddling Trails* (Appendix 2), provides minimum design guidelines for unpaved, nonmotorized trails for uses such as hiking, jogging, bicycling, horseback riding, paddling, as well as multiple use for trails in Florida. These guidelines should be consulted first for these kinds of trails, augmented by additional design guidelines produced for specific types of trails. These include (but are not limited to):

- mountain bicycle trail design guidelines developed by the International Mountain Bicycling Association (IMBA);
- Florida-specific hiking trail design and construction guidelines developed by the Florida Trail Association;
- *Planning Trails with Wildlife in Mind: a Handbook for Trail Planners* from Colorado's State Trails Program; and
- equestrian trail and related facility guidelines such as *Equestrian Source Book*, a manual of design guidelines for horse trails, trailheads, and campgrounds developed by American Trails.

Most of these design guidelines can be easily found online. American Trails in particular (www.americantrails.org) has a wealth of information relating to design, construction, trail surfaces, trailheads, facilities, signs, wildlife, and many other factors. These resources should be consulted by local agencies seeking to design and build trails within the Tallahassee – Leon County Greenway System.

Greenway Designations

No Facilities

This designation would apply to corridors containing environmentally sensitive areas, such as steep slopes, wetlands or other constraints that make greenway facilities undesirable or impossible. The corridor would remain primarily in a “natural” condition, as human access would be extremely limited. Other functions for these corridors would include floodplain management, water quality protection and conservation of important habitat for wildlife and plants. Maintenance may or may not include stream restoration, but would surely include procedures to ensure bank stability and appropriate stream flow. Management issues would include acquisition, adjacent land uses and practices, as well as risk and liability management.

Low Impact Limited Facilities

This designation would apply to corridors containing environmentally sensitive features such as floodprone areas or canopy road zones that would normally limit the extent of greenway facility development. Examples of limited development trails are found in the Alfred B. Maclay Gardens State Park, Klapp – Phipps – Overstreet Greenway, Miccosukee Canopy Road Greenway, and the Lafayette Heritage Trail. These corridors would remain primarily in a natural state, with gravel or dirt trails (4 -6 feet wide single use trails, 8-12 feet wide multi-use trails) for use by low impact user groups, such as hikers, joggers, equestrians and/or cyclists. Trails can utilize as appropriate existing jeep trails, game trails, firebreaks, utility lines, and other corridors in order to minimize the environmental impact of new trails. Trailhead facilities and other amenities (such as signage and picnic tables) would be limited. Boardwalks would be desirable to cross through wetlands in these areas. Maintenance of trails, boardwalks and bridges, vegetation control at the trail edges, as well as stream and flow protection, would be necessary.



Low Impact Trail

Shared Use Natural Surface Trails

This designation would apply to greenway corridors located outside of areas that experience frequent flooding. Aggregate surface trails are appropriate for corridors outside the floodplain where anticipated use or adjacent landscape dictates a more natural trail. These optimally ten-foot-wide trails would be restricted to bicycle, pedestrian and wheelchair activity. Wheelchair users and persons with strollers can use natural surface trails if they are designed to Americans with Disabilities Act (ADA) standards and are surfaced with compacted crushed stone or similar approved material. The working standard definition is “firm and stable.” Horses prefer natural surface trails; so typically, with a shared use facility that accommodates horses, there will be adjacent but separate trails: one with a hard surface and the other natural. Trailhead facilities and other amenities (such as benches, signage and picnic tables) would be developed as needed and where appropriate. Maintenance would be organized to prevent erosion and maintain safety. While initial costs for natural surface materials are less expensive than hard surface materials, additional costs will accrue with the frequent need to replace the material throughout the years. Other management issues would encompass all issues mentioned above.

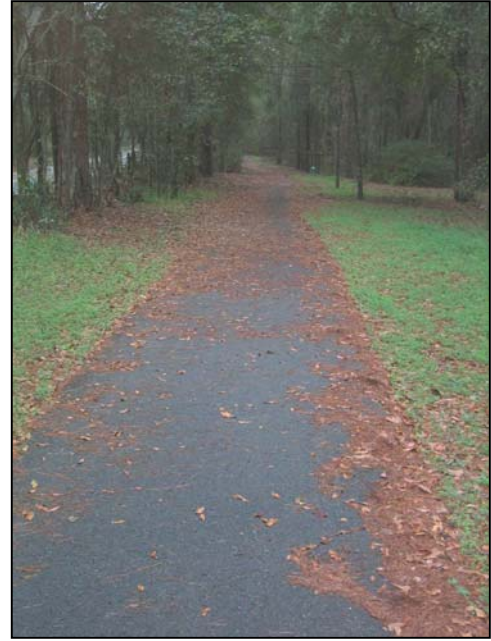


Shared Use Trail

Shared Use Hard Surface Trails

This designation would apply to off-road or on-road corridors where a high level of use is anticipated. Off-road locations may include trails located within frequently flooded areas. The hard surface trails should be designed using AASHTO standards to accommodate several user groups, including walkers, bicyclists, runners, wheelchair users and rollerbladers. A width of ten feet is considered nominal; however, variations in this may be acceptable given professional consideration of factors such as high right of way acquisition costs, anticipated use, available funding, and others.

Although asphalt is the most common paved surface used for greenway trails, concrete may be preferable for areas experiencing frequent flooding. Trailhead facilities and other amenities (such as lights, benches, and signage) would be developed as needed and where appropriate. Maintenance of these trails would be more intensive. Amenities would be more abundant and require more upkeep, and facility use and wear would occur at higher levels. Other management issues would encompass all issues mentioned above, with emphasis on establishment and enforcement of rules and regulations, as well as risk and liability issues.



Centerville Road Sidewalk/Trail

On-Road Facilities

According to the 1999 AASHTO standards, there are five classifications of bikeway facilities. They are as follows:

1. Shared Roadways (no bikeway designation; includes wide shoulders, wide curb lanes)
2. Signed Shared Roadways (bike route designation)
3. Bike Lanes
4. Shared Use Paths (off-road trails)
5. Others (freeways and sidewalks where necessary)

Onroad greenway trails would consist of sidewalks for pedestrian use and bikeways for cyclists. Sidewalks should be built or improved so that they are wide enough to accommodate two pedestrians walking side by side with ease. This is typically considered a minimum of five feet. The addition of landscaping, site furnishings and pedestrian-scale lighting (where appropriate) would also enhance the spatial quality of these trails and encourage use. Trail and amenity maintenance and other management components would probably share procedures with roadway maintenance measures and personnel. Bikeways can vary from bicycle lanes (complete with pavement striping and signage) to paved roadway shoulders, to wide curb lanes (to be shared by cyclists and motorists), to signed bike routes. Signed shared roadways are those that have been identified by signage as preferred bike routes. There are several reasons for designating signed bike routes:

- The route provides continuity to other bicycle facilities, such as bike lanes and shared use paths.
- The road is a common route for bicyclists through a high demand corridor.
- The route extends along local neighborhood streets and collectors that lead to an internal neighborhood destination, such as a park, school or commercial district.
- An effort has been made to adjust traffic control devices (e.g., stop signs, signals) to give greater priority to bicyclists on the route, as opposed to alternative streets. This could include placement of bicycle-sensitive detectors where bicyclists are expected to stop.
- Street parking has been removed or restricted in areas of critical width to provide improved safety.
- A smooth surface has been provided (e.g., adjust utility covers to grade, install bicycle-safe drainage grates, fill potholes, etc.).
- Maintenance of the route will be sufficient to prevent accumulation of debris (e.g., regular street sweeping).
- Wider curb lanes are provided compared to parallel roads.
- Shoulder or curb lane widths generally meet or exceed width requirements in the Roadway Manual.

Bike route signs may also be used on streets with bike lanes, as well as on shared used paths. Regardless of the type of facility or roadway where they are used, it is recommended that bike route signs include destination information.

On-Road Facilities (Rural Road Bike Routes)

Rural road bike routes are another type of on-road facility that utilize existing rural roads to provide a different biking experience other than the urban bikeways or off-road shared use trails. These routes may be easily implemented at a minimal cost by the simple addition of signage and pavement markings to the Route. Minimal widening of roads for some rural road bike routes may be required, with lane widths varying according to locale and conditions. Signing will not only provide safer bicycling, but will also give drivers improved visual parameters for locating bicyclists. Attention to roadside landscaping is essential.

Water-Based Trails

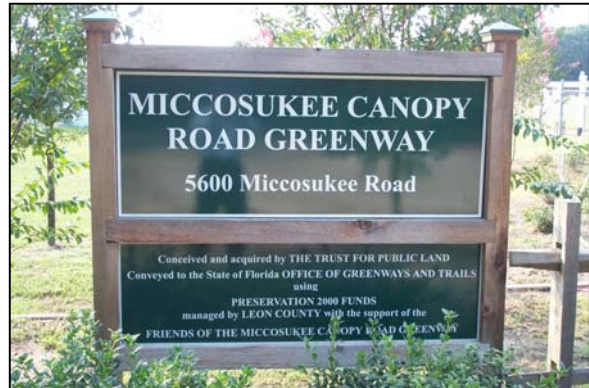
This designation applies to waterways or waterbodies that can successfully accommodate canoeing, kayaking and boating. These are also known as *blueways*. Water-based trails are designated by signs, and should be laid out to maximize safety, scenery, and access. Maintenance issues may include stream bank integrity, freeflow of streams (including removal of dangerous debris) and habitat protection. Additional amenities may include land trails, parking, and water access areas. Other management issues would include the establishment and enforcement of rules and regulations, as well as risk and liability issues.



Lake Munson

Equestrian Trails

The economic and social impacts of equestrian activities in Leon County are significant. Many residents of Leon County and surrounding counties either work in the equestrian industry or ride for pleasure. Several private plantations are given over to equestrian training and competition, and Leon County is the site of an annual national competitive event. Equestrian facilities open to the public are located on publicly owned greenways such as the J.R. Alford Greenway and the Miccosukee Greenway. Others ride at private stables or on trails across private property. Where feasible and compatible, the proposed Greenway Trail System should accommodate equestrian use as it accommodates other resource-based uses. Trails that are proposed to connect to existing equestrian facilities should be explored for horse trails. Rail trails are another potential location for horseback riding. Trailheads would need to be designed to accommodate horse vans, and should include tieposts and a water source. Management issues would encompass all issues mentioned above, with emphasis on establishment and enforcement of rules and regulations.



Miccosukee Canopy Road Greenway

Trailheads

All trailheads will have appropriate signage, including the name of the trail, its length, a simple map, and the funding, ownership, and management entity. Where anticipated uses warrant, parking areas, benches, landscaping, waste cans, toilet facilities, and safety and other design features to prevent trail users from entering automotive or other traffic inadvertently, or to prevent unauthorized users from accessing trails, may be provided. Fencing should be provided in areas where trails and trailheads are close to residential units, or where security and/or aesthetics are an issue. However, the entire trail system cannot nor will not be completely fenced off to prevent or mitigate access. Access will be controlled by landscaping, limited fencing, and other environmental design.



Goose Pond Trailhead

State Designation

The mission of the Florida Greenways and Trails System is to create a network of greenways and trails throughout Florida, connecting one end of the state to the other, from Key West to Pensacola. The Florida Greenways and Trails System has its roots in the Florida Canoe Trails System, the Florida Recreational Trails System, and Florida's public parks, forests, refuges,

wildlife management areas and water management areas. The Florida Greenways and Trails Designation Program provides for the designation of public lands and waterways and private lands. Designation of these areas is intended to:

- Further the purposes, goals, and objectives of the Florida Greenways and Trails System;
- Ensure an inclusive and interconnected system of greenways and trails;
- Encourage voluntary partnerships in conservation, development and management of system components;
- Provide recognition for individual components of the system and those partners involved;
- Raise public awareness of the conservation and recreation benefits of the system components; and
- To take advantage of state statutes which reduce or eliminate liability against private landowners who allow trail users to access trails on their land.

Designation of local greenways and associated trails that are consistent with corridors identified in the State of Florida's Greenways and Trails system should be pursued by local government wherever possible and appropriate. Such designation not only can address liability issues where those concerns exist, but it can also make these and other designated trails eligible for state grant funds for construction and management.

Construction Phasing

The management, features, and amenities of greenways frequently changes over time based on increasing population and uses, pressures from adjacent land uses, the evolving desires and recreational habits of the user populations, and available funding. It is common among local parks and greenways to implement management plans over time rather than all at once, and for those management plans to change over time based on the factors listed above. A trail system can begin as a simple system of dirt trails following old fire breaks or jeep trails, and can be expanded over time by widening or by adding new trails to accommodate new uses and to disperse increased uses. Existing trails can also be upgraded to accommodate increased uses or needs as necessary by the addition of road base, concrete, or asphalt, as well as bridges, signage, or other features. However, the impulse or tendency to “overbuild” facilities needs to be balanced against the experience desired for the average greenway or greenway trail user, as well as the level and frequency of expected use. Other amenities such as parking areas can be added over time to accommodate increased users, or parking areas can be omitted or removed in order to control usage. Phasing is a useful method of developing and managing greenways, and individual management plans are the tools by which phasing should be planned and implemented.

IX. PLAN IMPLEMENTATION

Fully implemented, the Tallahassee-Leon County Greenway will represent a significant long-term investment in publicly owned and managed property. As such, it will require significant levels of governmental coordination, a continued commitment to funding for acquisition, and an expanded approach to managing public resources.

Interdepartmental and Institutional Coordination

City and County Growth Management

The City and County Growth and Environmental Management (GEM) departments (and the corresponding Development Review Committees) are responsible for approval of most forms of development, including subdivisions and planned unit developments. Natural area set asides are generally required for new development under the respective land development regulations that these departments implement, including the recently allowed “conservation subdivisions.” [The City specifically provides a credit towards meeting the urban forest preservation requirements if such forest adjoins the greenways system.] Many smaller conservation areas protected by an easement cannot always be designed to function as a unit of the greenway system due to factors such as size, location, drainage, adjacent properties, or other factors. However, the following should be considered by both GEM departments when reviewing potential developments and their required natural area or open area set asides:

- *Easements should be negotiated and/or designed to add productively to the greenway network where appropriate and desirable. This should include public access via a trail, and government should accept liability for users and maintenance.*
- *Until such time as a conservation easement may be brought under active management by the Parks and Recreation departments, Growth Management should be prepared to conduct (or contract for) reviews of these sites no less often than biennially to ensure that the terms of the easements are being upheld.*
- *Both City and County Growth Management departments should routinely send all new easement legal descriptions to the TLCGIS department for mapping and distribution.*

Both Growth Management departments are staffed with biologists capable of monitoring site conditions. These staffs have key roles in determining both the boundaries of the conservation dedications and recommending development permit conditions that protect on-site resources (e.g., buffers). Public access should also be evaluated along with liability, management responsibilities, and security issues.

City and County Parks and Recreation

The City and County Parks and Recreation Departments have undertaken general management responsibilities for most of the greenways properties that have been acquired to date. These responsibilities include assisting with the drafting of management plans, funding interim management needs for perimeter fencing and related property controls, and seeking appropriations for further site improvements through the budgeting processes and grants. Where Florida Communities Trust funds have been used for acquisition, the Parks and Recreation

departments now provide the required annual reports that detail any improvements or management activities undertaken and this role may be expected to continue under FCT grants awarded through the Florida Forever program.

A significant amount of greenway lands to be acquired is intended to support recreational and commuter uses by bicycles and pedestrians. In lieu of any greenway segments specifically “adopted” by citizen’s groups, the Parks and Recreation departments would logically be the primary management parties. Coordination will be required to ensure that adequately staffed and funded to undertake required management efforts.

- *Parks and Recreation Departments should plan to include upcoming greenways amenities (benches, lighting, shelters, fountains, etc., as appropriate) in their five-year Capital Improvements Plans in coordination with acquisitions funded under Blueprint 2000. Parallel consideration should be made for maintenance staff and funds.*

City and County Public Works

The Public Works departments of both the City of Tallahassee and Leon County, including streets, sidewalks, and stormwater ponds and conveyance maintenance, acquire and manage properties owned in fee simple and easements for dedicated purposes. However, drainageways and stormwater facilities can be designed and managed to provide greenways benefits. For example, City policy is to construct new stormwater facilities to be urban amenities and include (where space permits) sidewalks, benches and landscaping. The Capital Cascade Greenway (St. Augustine Branch improvements) is another example of how both greenways and stormwater management objectives can be met.

From Table 2, there are large numbers of existing drainage easements for which public access is not designed and/or allowed. Many of these area, however, are currently used by bicyclists and pedestrians.

- *To recognize or formalize existing use, both City and County Public Works Departments should, where clearly deemed both appropriate and safe, seek to rewrite selected drainage easements that figure prominently in the Greenways network (the City-acquired Welaunee drainage is an example), or to negotiate supplemental access easements.*
- *Public access and/or selected management needs (e.g., exotics control) should be evaluated for new drainage easements by local government.*

City of Tallahassee Utilities

Utilities corridor, natural gas and electric lines in particular, have significant potential for inclusion within the Greenways system. These corridors are mostly linear and frequently cross major roads. The corridors are generally clear for widths between 30 and 150 feet facilitating trail siting, but potentially limiting their value for habitat as access needs and maintenance responsibilities require vegetation to be minimized.

- *All City of Tallahassee-owned utility corridors and easements should be evaluated by staff for use as greenway trails and connecting trails.*
- *Trail easements should be pursued for those utility corridors that are established by easement where appropriate and feasible. Policies to encourage joint use should be drafted for consideration by the City Commission, Talquin, and Florida Gas. Public education about risks and liabilities unique to utility corridors may be needed.*
- *Any new easements or rights of way should be evaluated by City Utility staff and others for trail opportunities.*
- *As a safety consideration for natural gas lines in particular, larger buffer zones about these may be required for future developments. These zones may provide greenway corridors, providing sufficient physical room for a trail and its amenities are available*
- *Selected urban wildlife habitats (e.g., birds and butterflies) should be encouraged where appropriate within utility corridors without interfering with line operations. These do not have to be continuous and can be located free of poles, pumps and other exposed infrastructure and key access points.*

As with the community's drainage easements, use of utility corridors owned fee simple by local government by bicycles and pedestrians can and should be encouraged where appropriate and feasible. (Utility corridors that are established by easements may also be utilized, providing that an additional trail easement allowing public access and settling liability and safety concerns is secured.) Many such corridors are being used now by several user groups, but there are few to no amenities or features. Not every corridor needs to or can become a joint use facility, but formal recognition of de facto use should be made for those that serve the greenway network most directly.

Northwest Florida Water Management District

The Northwest Florida Water Management District will continue to interact with the Greenways program in three primary areas. First, the St. Marks basin (as part of the St. Marks-Wakulla SWIM effort) has been targeted for acquisition by the District. The District has indicated its intent to explore the use of conservation easements on both uplands and floodplains, and has recently concluded its first such acquisitions in this basin. The second area is the Ochlockonee River / Lake Talquin floodplain. As much of the Leon side of the river is in state ownership, acquisitions will be concentrated on the Gadsden County side. Last, under the District's other SWIM project in the county, the Lake Jackson basin remains a target area for land acquisition to minimize non-point loading to the lake and to provide space for stormwater treatment.

- *Easements to buffer the more pristine portions of the lake can be an effective means of protecting the lake from the impacts of future subdivision of rural and agricultural lands, and should be pursued by local and state government where possible and appropriate.*
- *Cost-sharing between local government, the district, other state agencies, and Tall Timbers should continue to be explored and encouraged.*

Florida Department of Transportation

The Florida Department of Transportation (FDOT) manages several roadway corridors in Leon County, including Interstate 10, as well as a number of stormwater facilities built as part of recent state road rebuilding, expansion, rerouting, or other related efforts. Local greenway and greenway trail planning and management efforts should be coordinated with FDOT where appropriate and to the maximum extent possible. This coordination may include working with FDOT as a financial partner on projects related to wetland mitigation and stormwater ponds as possible elements in land acquisition, especially in the Interstate-10 corridor, which is being expanded to six lanes from four. Such coordination is already beginning to occur through the Blueprint 2000 program, which is partnering with FDOT on the funding and design of stormwater facilities (and their potential use as components of an associated greenway) as part of the expansion of Capital Circle S.W.

Florida Fish and Wildlife Conservation Commission

The Conservation Commission (FWC) manages the Kirk Edwards Wildlife Management Area (Lake Lafayette Woodstork Rookery) and the Ochlockonee River Wildlife Management Area. [Resource coordination with the Joe Budd WMA, on the other side of Lake Talquin in Gadsden County, is beyond the scope of this analysis.] The rookery is a major element of the Lafayette Heritage Trail Greenbelt, extending from Tom Brown Park to Chaires.

The FWC participated in the Lake Lafayette ecosystems management effort coordinated by the Department of Environmental Protection. While the Department no longer supports that particular program, the framework of institutional coordination remains in place.

- *Having acquired the Alford properties, the County and City will begin to coordinate recreational attributes of the parcels under their respective management. Similar efforts will be required for the ecological aspects of the greenbelt, including lake (and lake level) management, fisheries maintenance, and listed species habitat.*

Florida Division of Forestry

The Division of Forestry manages Talquin State Forest, which abuts the Ochlockonee River WMA and several county boat ramps. These properties have existing trails that may be linked to the remainder of the local Greenway network. The Florida Trail Association proposes further trail refinements to these lands (and to the Apalachicola National Forest) in the context of the statewide trail system, i.e., the Florida National Scenic Trail. These lands are targeted under the current efforts of the Strategic Conservation Planning Coalition for the Ochlockonee and Aucilla watersheds, coordinated by the Ochlockonee Water and Soil Conservation District, which is furthering the earlier efforts of the Apalachee Regional Greenway plan prepared under the auspices of 1000 Friends of Florida. Continued coordination with this process will ensure appropriate trail linkages.

Leon County Cooperative Extension Office

The Leon County Cooperative Extension Office (LCCEO) provides several critical services that complement the Greenways program. The LCCEO employs the County Forester who has conducted resource inventories in the past (Miccosukee Canopy Road Greenway) and prepares forest stewardship reports for property owners. To the extent that greenways cross or abut

properties for which stewardship reports have been developed, site inventories and resource protection measures will have been defined. The LCCEO also administers the Master Wildlife Conservationist program, which graduates individuals with significant expertise in local natural resources. Site inventories, habitat planning, and greenways design are subjects that students and alumni have contributed to in the past and should be further relied on in the future.

- *The Extension Office, either directly or indirectly via its educational program should be involved in the development of greenway management plans and monitoring.*

Non-Profits

Non-profits such as the Red Hills Conservation Program, the Apalachee Land Conservancy, the Trust for Public Land, and the Nature Conservancy continue to have a critical role in implementing key aspects of the Greenway Plan. The Red Hills Conservation Program (RHCP) at the Tall Timbers Research Station has acquired roughly 11,000 acres of conservation easements in Leon County, primarily from the major plantation holdings. From the perspective of regional habitat protection and management, the RHCP has also obtained conservation easements in northern Jefferson County and southern Grady and Thomas counties in Georgia. The RHCP intends to pursue securing conservation easements in north and northeast Leon County over the next five to ten years. These easement properties limit development, and are managed for hunting, timber, and wildlife values, but with no public access. From the perspective of the Greenways program, these properties protect critical habitat protection needs and allow other program resources to be expended elsewhere in the county.

The RHCP also helped negotiate the designation of Sunny Hill Road as a Canopy Road. In addition to being resources in their own right, canopy roads function as connectors within the greenways network. There are several other road corridors in the northern county that would benefit from Canopy Road designation and the RHCP could assist with those efforts.

The Apalachee Land Conservancy (ALC) has been instrumental in the implementation of the San Luis Mission – Tallahassee Community College greenway connector, including habitat design and funding of tree plantings. ALC continues to seek means to undertake special projects and enjoys the privilege of the private non-profit role in those instances where negotiations with local government would be hampered.

The Trust for Public Land (TPL) coordinated the Office of Greenways and Trails' acquisition of the Miccosukee Canopy Road Greenway. The potential for similar services remains along other canopy roads where resource buffers and space for (off-road) trails are needed. The organization's ability to respond quickly to development threats and changes in ownership suggests that this role of intermediate property holder will be employed elsewhere in the greenways system, especially where the framework of voluntary sales could drive some land prices up.

A recent change to the Forever Florida legislation allows non-profit conservation organizations to submit grant applications, receive grant funds, and hold title for projects administered through the Florida Communities Trust. Consequently, there is opportunity for local non-profits to submit applications to meet their own interests as well as in cases where local government would otherwise exceed a funding limit. [Program rules are still being drafted, and limits may become applied by county rather than by applicant.] Increased coordination and assignment of

responsibilities will be required to ensure maximum effectiveness in securing Forever Florida funds to implement elements of the Greenways plan.

Priority Schedule

Prioritizing a comprehensive system of land and easement acquisitions and associated facilities and management activities is difficult at best. There are many variables in the conservation land acquisition process. These are made more complex by the multi-objective nature of creating a greenways system that offers natural resource protection, flood and habitat management, and public access. The prioritization of property acquisition, either by fee simple or through easements or other devices, is dependent upon several factors, including available state and local government funding, public interest, location, resource quality, potential for multiple uses, development pressures and opportunities, and relation to other projects and programs, including Blueprint 2000 and Florida Forever. Nevertheless, some basic guidelines should be considered as part of the prioritization process.

Since available funding sources are critical, a project's priority ranking should reflect current program priorities and criteria:

1. Greenway projects ranked in the first tier ("A-list") of the Blueprint 2000 project list.
2. Projects within the Urban Services Area (USA).
3. Projects that best fit the revised Florida Community Trust program criteria (and for which matching funding is available), including public access, urban context, and connections to state lands and parks, should be pursued within the remainder of the Florida Forever timeframe.
4. Projects for which funding comes available from state or local government based on public interest and/or available grant funding should be pursued in a timely fashion.
5. Projects associated with proposed private developments (e.g., development exactions).

This plan identifies and prioritizes in Table 5 seventeen discrete greenway projects comprising an estimated minimum 12,436 acres in size (7,897 acres to be acquired and added to an existing 4,539 acres acquired since 1994), and a system of approximately 83 miles of various dedicated greenway trails identified at this time. The minimum number of acres includes 14 parcels equaling 7,656 acres identified as in Map 7 of *Blueprint 2000 and Beyond* as "Priority 1" parcels to be acquired as conservation easements. The trails identified in this document do not include trails internal to existing parks and greenways. The number of parcels and acres could increase or decrease based on a number of factors, including the identification of lands to be acquired as conservation easements only instead of fee simple; the placement of greenway trails along sections or segments of new roads, stormwater, and other government-owned infrastructure, owned fee simply or as easements; the successful use of existing government parcels owned fee simple or otherwise; and the protection of large areas of environmentally sensitive areas via privately owned easements.

Table 5. Greenway Priority List

Greenway Name / Location	Blueprint 2000 “A-list”	Projects within USA	Public Preference	Ongoing Projects¹⁸	Score	Priority Ranking
Capital Cascade (Lower)	•	•	16	•	19	1
Capital Cascade (Upper)	•	•	16	•	19	1
Buck Lake	•	•	12		14	2
Goose Pond	•	•	10	•	13	2
St. Marks System	•		10	•	12	2
Southwood Greenway	•	•	9	•	12	2
Chain-of-Lakes	•	•	9		11	2
Meridian (Phase I)		•	9	•	11	2
Meridian (Phase II)	•	•	9		11	2
Gum Swamp/San Luis	•	•	8		10	2
Lake Jackson South		•	8		9	2
Ochlockonee River Valley		•	8		9	2
Maclay Trace		•	6		7	3
Lake Jackson North			6		6	3
Colin English		•	4		5	3
Campbell Connector		•	2		3	4
Dr. Charles Billings		•	1	•	3	4
Karst Ponds		•	1		2	4

¹⁸ Projects with completed sections, current funding, work started, or are associated with another development project.

Greenway Maps