

Analysis

A N A L Y S I S

Information for the project was collected from several sources, including site visits for the physical inventory, previous planning studies, public workshops, interviews with City staff, technical documents, and interviews with citizens and property owners of the area. The intent of this was to develop a general understanding of the existing conditions in the redevelopment area to establish a foundation for recommendations contained in later sections of the plan.

OVERVIEW

The intent of this phase of the planning process is to analyze and identify issues impacting the character and function of the city's urban form. The site analysis utilizes the existing conditions inventory to evaluate the physical characteristics of the Downtown Community Redevelopment Area (CRA). The analysis considers the existing conditions, current issues and critical areas of concern as they relate to potential redevelopment priorities. The analysis phase establishes the basis for recommendations contained in the Development Plan and associated implementation strategies.

For planning purposes, the Downtown CRA was divided into five sub-areas, which are described below and identified on the Sub-Area Analysis Key Map. They were determined on the basis of having similar land use composition, physical characteristics, and function. The different sub-areas also present similar opportunities that will be addressed through proposed action strategies in the redevelopment plan. Analysis of the existing conditions in each of the sub-areas was considered within the context of the information obtained during the inventory phase. The analysis also takes into consideration the community objectives expressed by the public during the focus group meetings in July 2003 and the public workshops in October and November 2003 and March 2004.

SUB AREA DESCRIPTIONS

Sub-Area 1 - North Monroe Street

Beginning at Brevard Street to the north and ending at Tennessee Street to the south, the North Monroe Street Sub-Area represents the northern gateway to the City's downtown. The area extends three blocks to the east and west of Monroe Street from North Meridian Street in the east to North Bronough Street in the west.

Sub-Area 2 - The Downtown Core

The Downtown Core Sub-Area consists of the primary commercial and civic corridors in the heart of the downtown redevelopment area. Aside from the State Capitol and other Government Buildings located in the Capitol Center just south on Monroe Street, this area is most closely associated with being the historic downtown of Tallahassee. The area is bounded on the north by Tennessee Street, on the south by Pensacola and Jefferson Streets, on the east by Meridian Street and on the west by Macomb Street. Other primary corridors in this sub-area include the one-way, northbound Gadsden Street and southbound Bronough Street.

Sub-Area 3 – Franklin Boulevard

Located on the eastern side of the Downtown Redevelopment Area, Sub-Area 3 is bisected by Franklin Boulevard. The northern boundary is East Tennessee Street just south of Leon County High School. The area is bounded on the east by the CSX rail line, on the west by South Meridian Street, and, on the south by East Pensacola Street and East Jefferson Street.

Sub-Area 4 – Gaines Street

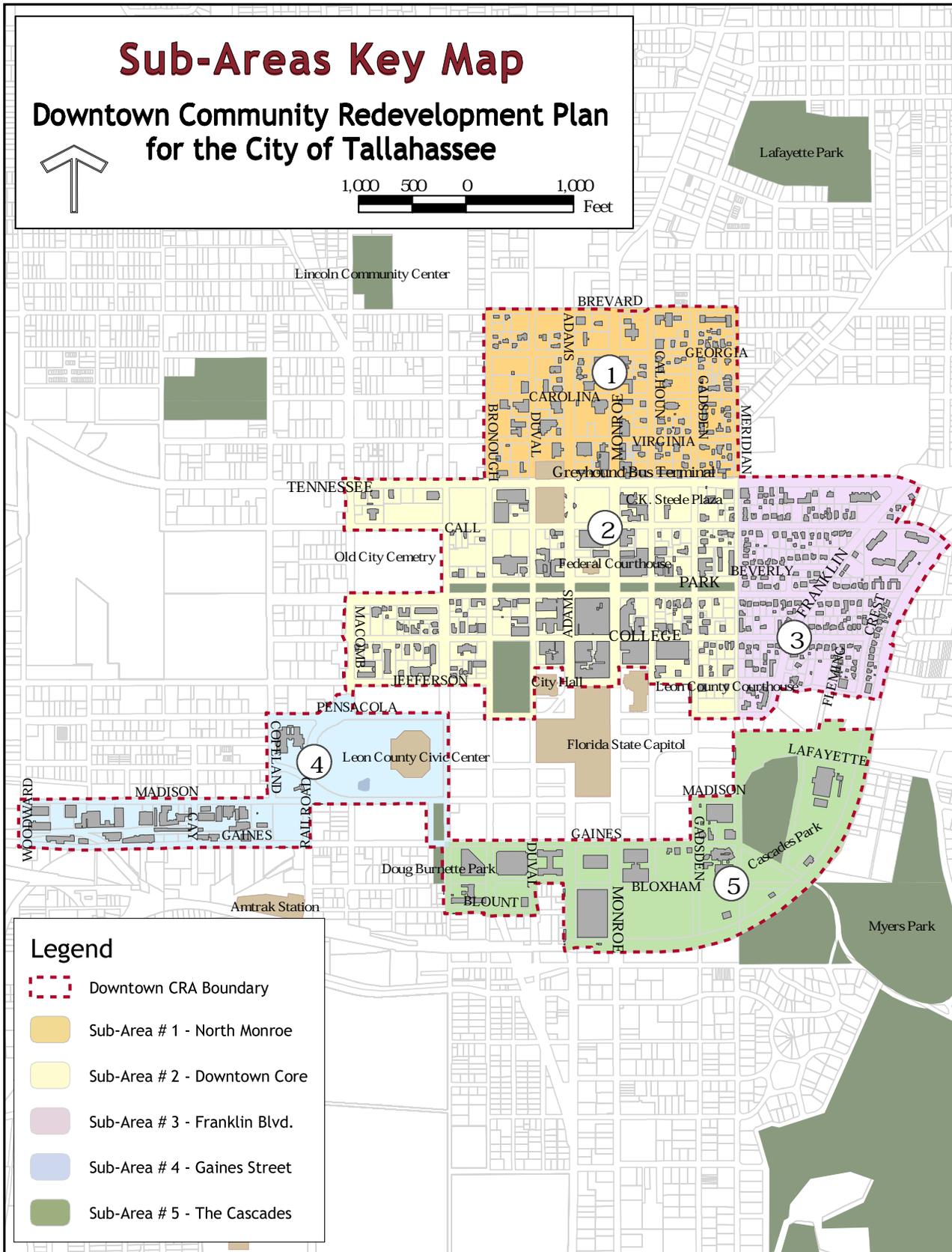
The subject of the recently completed Gaines Street Revitalization Plan, Sub-Area 4 is located along the northern centerline of Gaines Street extending east to South Martin Luther King Jr. Boulevard. The boundary does not include the area between Gaines Street and West Madison Street from Railroad Avenue to Boulevard Avenue including Macomb Street. This sub-area also includes the Ronald L. Tucker Tallahassee-Leon County Civic Center site with West Pensacola Street as the northern boundary, which then extends south on South Copeland Street then west on West Madison Street to the western boundary on South Woodward Street.

Sub-Area 5 – The Cascades

Beginning at the Apalachee Parkway to the north, Sub-Area 5 sweeps to the southwest following the natural drainage path of the Cascades Park and hydrologic system. Extending west/southwest the CSX rail line serves as the eastern and southern boundary until the crossing of Adams Street. The boundary then moves north on Adams Street to West Bloxham Street then west to South Duval Street, south to Blount Street and west to the western boundary on South Martin Luther King, Jr. Boulevard. West Gaines Street serves as the northern boundary heading east from Martin Luther King Jr. Boulevard until reaching South Copeland Street where the boundary heads north to West Pensacola Street.

Figure 1 on the following page shows the boundaries of the five sub areas discussed above.

Figure 1: Sub - Areas Key Map



Assets / Issues/ Opportunities

This section of the plan contains a brief, descriptive overview of the sub-area and then lists each area's main assets, issues and opportunities. The assets are those attributes, strengths or characteristics that the Redevelopment Agency should preserve, enhance or generally build upon as the community's foundation. The issues are the problem areas that the redevelopment plan should address through program recommendations and implementation strategies. Finally, the section broadly identifies opportunities for redevelopment, new development and/or planned improvements that provide the basis for the Development Plan (Figure 15).



Interesting View Sheds and Vistas

While each sub-area contains unique features, there are general observations that can be made concerning representative characteristics for the entire redevelopment area. The downtown's assets include the State Capitol with a rich history. From a physical perspective, the area has a relatively steep, undulating topography with extensive tree canopies that, when combined, create outstanding view sheds that should be capitalized upon when considering urban design strategies. The downtown also contains significant architectural elements with appropriate urban form in terms of building size, setbacks and massing. These are all outstanding attributes that should be built upon to provide the framework for decisions that will affect the future character of the downtown.

Over-riding issues that must be addressed by the Downtown Redevelopment Plan include transportation and parking, mass transit, the physical condition of the surrounding commercial corridors and their treatment as gateways to the downtown, and the structural deterioration of several key areas in the downtown. Future land use recommendations must consider the preservation of neighborhoods; the introduction of new housing, to include affordable housing; and the appropriate mix of entertainment, office and retail uses in the downtown core. The City has undertaken numerous plans and studies, most in the past 10 to 15 years that will have a significant bearing on the content of this plan. This will require careful consideration of the previous plans and studies to ensure cohesion and continuity between the various documents and the Downtown Community Redevelopment Plan. This will also require an evaluation of capital budgets in order to develop fiscal strategies that maximize the use of Redevelopment Agency revenues while leveraging the budgets of other capital improvement programs.



Historic Federal Court House in the heart of downtown.

Analysis of the existing conditions in the downtown revealed numerous opportunities that will have a positive affect on the anticipated success of the redevelopment program. Included in these opportunities are several planned development projects that will have a significant impact on redevelopment efforts by introducing new mixed-use residential developments to the downtown. In addition to the proposed private sector development projects, the City owns several strategic properties enabling site control for well-planned, market-wise future development. There are also several developable vacant parcels the Redevelopment Agency should consider acquiring to help set the tone for future downtown development. Combined, the successful development of such projects will stimulate additional private investment and strengthen the tax base, thereby generating additional revenues for public improvements. Increased revenues will be needed for targeting the complex and demanding tasks involved with retrofitting infrastructure, addressing deteriorating structural conditions, providing environmental cleanup, supporting historic preservation efforts, increasing the availability of downtown housing, and undertaking extensive commercial corridor improvements.



Vacant Warehouses on Gaines Street

SUB-AREA 1 - NORTH MONROE

The North Monroe Sub-Area contains Tennessee Street and North Monroe Street, peripheral corridors that constitute the northern gateway to downtown Tallahassee. These corridors are located in the immediate vicinity of the downtown, have similar characteristics, including high volumes of traffic and older strip commercial development patterns, and have a significant impact on the investment image of the redevelopment area. As the primary gateway to the core commercial area, this sub-area plays an important role in the economic health of the downtown.

Land uses in this area include strip commercial uses, automotive uses, general retail, and office uses along the main commercial corridors. Residential areas are primarily located east of Calhoun Street, where nearly forty single-family residences still exist. The residential areas located west of Monroe Street, particularly on North Adams Street and Georgia Street, have succumbed to the pressure of office conversions and are primarily occupied by various professional organizations.

Past roadway expansion projects on Monroe and Tennessee Streets have consumed right-of-way causing inadequate lot sizes along the frontage of commercial properties. Small or irregularly shaped lots make it difficult to develop property in accordance with modern development regulations. This often requires property assembly, increasing the costs of development and acting as a deterrent to private sector investment.

The North Monroe Sub-Area, as well as other areas throughout the redevelopment district, contains several opportunities for the creation of gateways/entranceways into the downtown and the historic neighborhoods. Gateway features strengthen the sense of identity for the community signifying the arrival to, and distinguishing the difference between, the various activity centers and residential areas in the community.

Assets

- Northern gateway from I-10
- Proximity to downtown
- Existing residential areas
- Entrance elevations
- Traffic volume supports investment
- Extensive tree cover in some areas
- Topography
- Historic buildings

Issues

- Strip Commercial development patterns including an overabundance of strip commercial uses, such as convenience stores and automotive service/repair facilities, with cluttered signage and overhead utilities



Strip Commercial along Tennessee Street

- Existence of vacant and/or under-utilized lots
- Flooding problems along sections of East Brevard Street
- Existence of vacant and/or under-utilized buildings
- Deteriorating physical conditions on parking aprons and sidewalks with a lack of sidewalks, tree canopy and landscaping in many areas



Vacant Trailways Facility

- High traffic volume with poor circulation caused by multiple driveway access points, narrow driveways creating difficult turning movements and traffic conflicts on primary corridors, and inadequate sidewalks

- Encroachment of road right-of-way on Monroe and Tennessee Streets has resulted in some areas with inadequate lot sizes necessary to support commercial activities, causing impacts such as overflow parking into adjacent areas.



Artists Live Work

- Unsightly conditions along some blocks are not welcoming to visitors, establishing a negative investment image

- Physical barriers caused by high-volume traffic and one-way streets in residential transition areas

- Encroachment by commercial and office land uses into residential neighborhoods

- Conversion of single family homes into offices

- Lack of buffering between differing uses

- Insufficient pedestrian lighting in some areas

- Deteriorating physical conditions in some residential areas

- Need for improved mass transit shelters and information

Opportunities

- Development of gateway treatments into the downtown
- Streetscaping enhancements
- Property assembly of vacant and developed parcels by the Community Redevelopment Agency and private investors



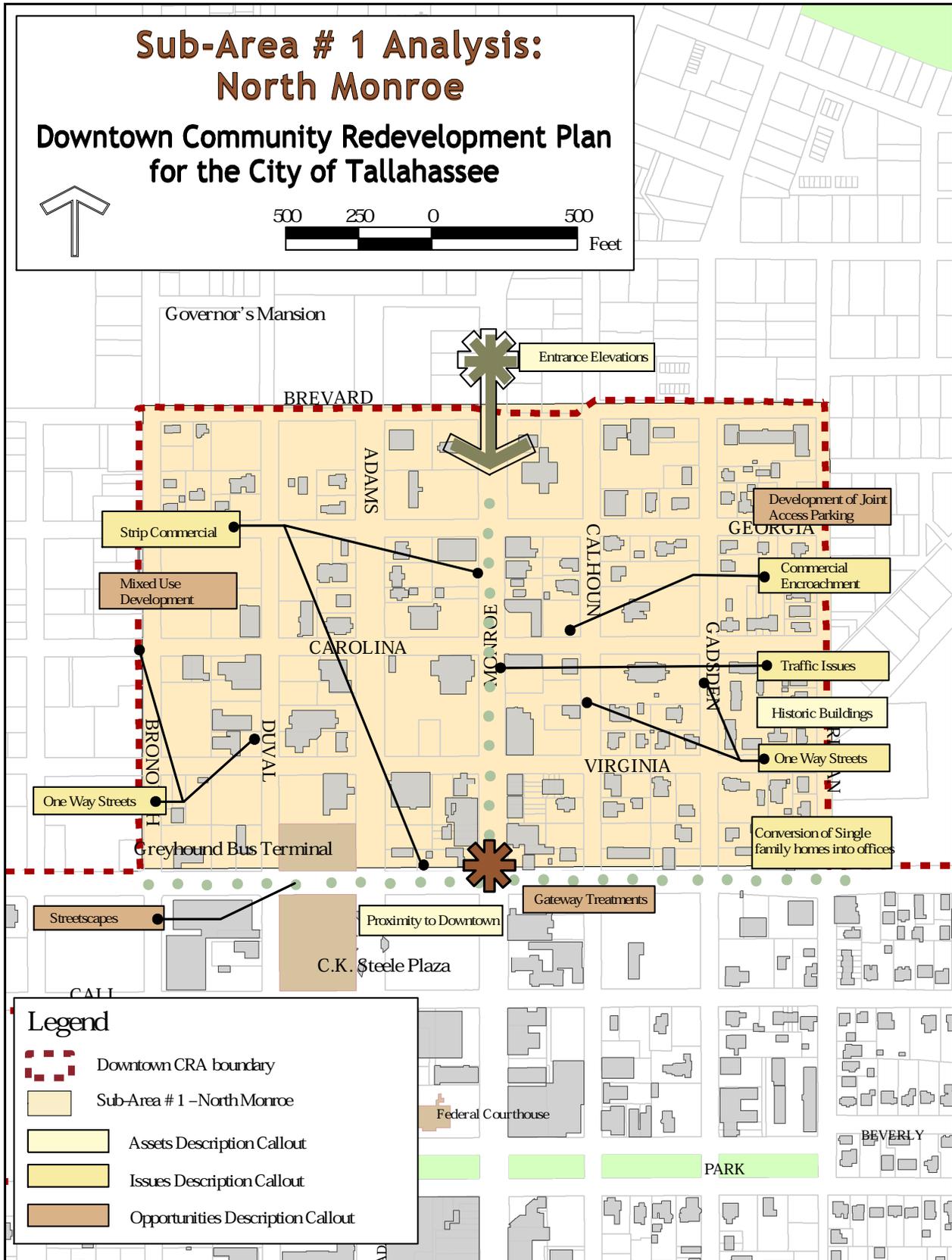
Gateway Opportunity - N. Monroe

- Development of joint access parking
- Ability to attract new investment
- Housing infill opportunities, to include affordable housing
- Historic housing stock rehabilitation
- Development of neighborhood gateway features
- Identity signage

Consideration of Other Plans and Projects

- Tallahassee-Leon County Comprehensive Plan; adopted in 1990, last revised in December 2003. The entire Downtown Redevelopment Area is located within the boundaries of the Central Core, which contains numerous objectives and policies to support in-fill development. Future land use designations in this sub-area include Central Urban, Planned Unit Development and Downtown. All these designations are designed to support the type of redevelopment/development anticipated in the Downtown Redevelopment Plan.
- Tallahassee Land Development Code. Zoning designations in this area include Central Urban, Targeted Office/Retail, Special Character District, Residential Preservation and Planned Unit Development. All these designations are designed to support the type of redevelopment/development anticipated in the Downtown Redevelopment Plan.
- Tallahassee Community Redevelopment Plan; adopted in 2000. The Tallahassee Community Redevelopment Plan identifies a Market Place Center on Macomb Street north of Tennessee Street. This project will likely have a positive affect on future development, serving as a catalyst for new commercial investment in the area.
- Market Analysis and Marketing Plan for Downtown Tallahassee; approved by the Downtown Improvement Authority in 1999. Encourages mixed-use development, and increases in the amount of retail and housing uses in the downtown.
- Finding of Necessity for Redevelopment, Tallahassee Downtown Area; adopted 2002. The Finding included a block-by-block evaluation of blight conditions within the downtown study area. The Downtown Redevelopment Area recommended through the Finding covers 79 blocks, but does not include the Capitol area nor an additional 14 blocks within the study area.
- The Downtown Plan; adopted in 1992. There is general consensus among the various plans that all entrances to the City should be improved through streetscape treatments. This was identified as a capital project for Monroe Street in the Downtown Plan.

Figure 2: Sub - Area # 1



SUB-AREA 2 - THE DOWNTOWN CORE

The heart of the redevelopment area is Tallahassee's historic downtown containing a variety of building types serving the needs of all levels of government, from local to state and federal. As a primary economic base for the City, various government agencies and departments (federal, state and local), small businesses and professional organizations employ thousands of workers who commute into the downtown area daily. Commuters now strain the capacity of the road network at peak hours of the morning and the evening, which has caused the alteration of traffic patterns through the introduction of a series of one-way streets. A major, continuing concern for the downtown will be the City's ability to reconcile the problems associated with peak demands on the transportation and parking systems in the downtown while at the same time creating demand for a viable mass transit system.

Downtown Tallahassee benefits from historic architecture, gentle topography, numerous live oaks and other canopy trees, and streetscape amenities which have softened the negative urban aspects and increased the compactness of the area, establishing the potential for a quality pedestrian environment. Unfortunately, desirable retail and entertainment uses began moving out of the downtown in the 1970's. Once the traditional commercial area of the City, Monroe Street in the downtown area has been transformed into primarily an office-dominated corridor. The Redevelopment Agency should consider the use of incentives to help create a more desirable mix of uses in the downtown.

Assets

- Florida State Capitol
- Concentration of government facilities, including the Federal Courthouse, State Capitol Complex, City Hall, County Administration Building and Courthouse
- Strong connection to civic activities, arts, culture, and museums
- Presence of Florida Agricultural and Mechanical University (FAMU) and The Florida State University (FSU)
- Historic character and charm
- Architectural design and integrity
- Quality urban environment, with appropriate mass, scale, and form of buildings
- Traditional street layout and building setbacks
- Wide sidewalks fronting Monroe Street
- Park Avenue and Calhoun Street Historic Districts
- The Park Avenue Chain of Parks
- Unique topography and high quality



Historic Episcopal Church on Monroe



Chain of Parks - Quality Open Space in the Downtown Core

view sheds high-quality tree canopy in select areas

- Potential for high-quality pedestrian environment and downtown connectivity
- South Adams Street Pedestrian Area
- Kleman Plaza as economic stimulus for the entire downtown area
- Visual connection to FSU

Issues

- Limited mass transit service during weekends and evenings
- Need for mass transit shelters
- Traffic circulation, excessive volume and speed of through traffic, especially on one-way streets
- Need for more convenient retail parking
- Deterioration of the urban form (broken, narrow and missing sidewalks; lack of streetscaping; gaps between buildings; etc.)
- Existence of vacant and/or underutilized lots
- Lack of clear pedestrian connectivity between the major focal points: Capitol Center, downtown, universities, residential areas, cultural centers, museums, etc.
- Competition from suburban residential and commercial markets
- Existence of vacant and/or underutilized buildings
- Existence of buildings in need of maintenance and/or repair
- Need for improved downtown retail mix
- Need for more ongoing special events, activities and promotions
- Need for downtown housing, including affordable housing
- Deteriorating condition of fraternity houses on College Avenue
- Development type and patterns along Tennessee Street



Haphazard Parking at the corner of Tennessee and MLK



Monroe Street: The main spine of downtown Tallahassee

Opportunities

- City control of signature development sites at the SW corner of Tennessee and Monroe Streets and on Kleman Plaza
- Extension of streetscape program to encourage pedestrian connectivity between focal points and activity centers
- New private sector investment such as the Tennyson Project and the mixed-use residential developments planned for Kleman Plaza
- Demand for downtown housing
- Redevelopment opportunities along W. Tennessee Street
- FSU plans for relocating most of “Greek Row” from College Street will result in an opportunity for the adaptive reuse of these buildings
- Development of College Avenue streetscape
- Development of parking to support increased demand
- Park Avenue restoration



College Avenue - Gateway Opportunity



Old Library Site to be redeveloped

Consideration of Other Plans and Projects

- Tallahassee-Leon County Comprehensive Plan; adopted in 1990, last revised in December 2003. The entire Downtown Redevelopment Area is located within the boundaries of the Central Core, which contains numerous objectives and policies to support in-fill development. Most of this sub-area is designated as Downtown on the Future Land Use Map. This designation is designed to support the type of redevelopment/development anticipated in the Downtown Redevelopment Plan.
- Tallahassee Land Development Code. Zoning designations in this area include Targeted Office/Retail, Special Character District, Capitol Center Planning District, and Institutional/Cultural/University Transition. All these designations will support the type of redevelopment/development anticipated in the Downtown Redevelopment Plan.
- The Downtown Plan; adopted in 1992. Supports the direct expansion of FSU and FAMU housing into what is known as the “FSU Transitional Area” between Pensacola and Call Streets. Also supports the construction of a pavilion or band shell on

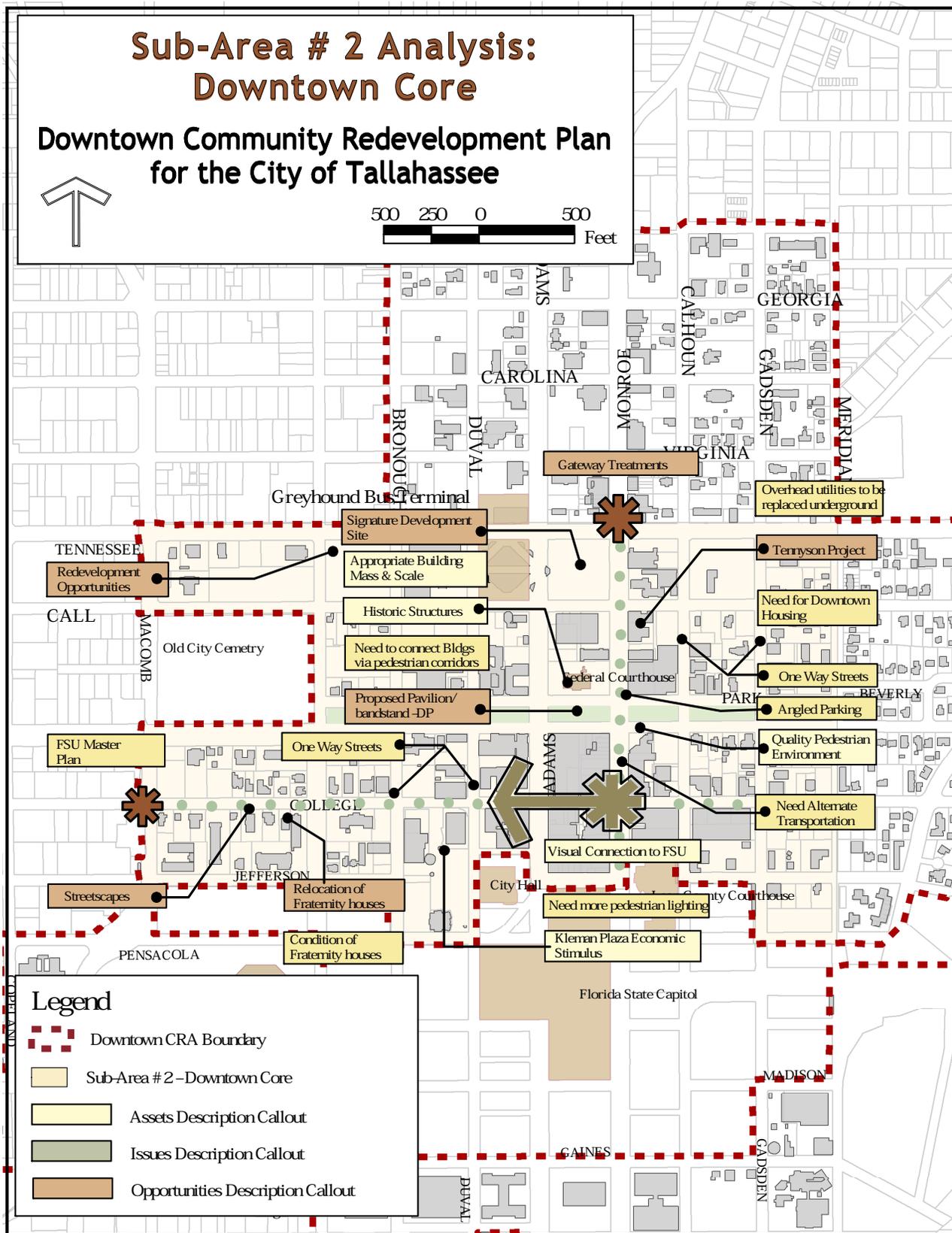
Park Avenue between Monroe Street and Adam Street.

- The Florida State University Master Plan; adopted in 1995 (revision planned for 2004). The FSU Campus Master Plan would extend the primary boundaries of the main campus south to Gaines Street and east to Macomb Street. The plan also proposed an outer traffic loop system along Tennessee Street, Macomb Street, Gaines Street and Stadium Drive. In this sub-area, the plan recommended major landmark, landscape and signage features at the intersection of Tennessee Street and Macomb Street
- The Florida Agricultural and Mechanical University Master Plan; adopted in 1993, updated in 2003. The Master Plan separated FAMU into two distinct areas: the North Campus and the South Campus. One of the major objectives of the plan is to clearly identify a sense of place for FAMU within the community. This would be accomplished, in large part, by development of a perimeter roadway system. The Master Plan identifies a second major entrance to the campus along Wahnish Way at the FAMU Way intersection.
- Finding of Necessity for Redevelopment, Tallahassee Downtown Area; adopted 2002. The Finding included a block-by-block evaluation of blight conditions within the downtown study area. The Downtown Redevelopment Area recommended through the Finding covers 79 blocks, but does not include the Capitol area nor an additional 14 blocks within the study area.
- Market Analysis and Marketing Plan for Downtown Tallahassee; approved by the Downtown Improvement Authority in 1999. Encourages mixed-use development, and increases in the amount of retail and housing uses in the downtown
- Market Analysis and Feasibility Study for Large Format Theater and Planetarium; prepared in 1998. Indicated that regional demographics would support a large format theater and planetarium, leading to the development of the Challenger Learning Center/IMAX Theater on Kleman Plaza.
- Hotel and Meeting Facility - Market Analysis for Downtown Tallahassee; completed in 1996. Supported development of a first-class meeting and hotel complex in the downtown area. Found that state association and other professional organization demand would generate demand for 24,000 room nights on an annual basis. Estimated that the demand from the meeting market sub segment could generate approximately 37 percent of total demand for a hotel operating at the 70 percent occupancy level.
- Kleman Plaza Master Plan; adopted in 1993, revised in 2001. The Kleman Plaza project in downtown Tallahassee is an area of redevelopment adjacent to the central business core. It links the commercial core, the State Capitol, the Ronald L. Tucker Tallahassee-Leon County Civic Center, and City Hall. Current development on the Plaza includes the Florida League of Cities, the Mary Brogan Museum, the Challenger Learning Center/IMAX Theater, and the Kleman Plaza Public Garage. Two mixed-use residential developments are being proposed for the remaining two parcels. When completed, these two developments will add approximately 330 residential units, 53,000 square feet of retail and 280 parking spaces to Kleman Plaza. Completion of these two developments is expected in 2006 to 2008.
- Parking Study; completed in 2002. Found parking was sufficient to meet existing needs, but was inconvenient for retail users. The study also recognized the future need for additional parking structures in the downtown core area to accommodate anticipated future demand. The study was conducted in late April/early May 2002, when the State Legislature was not in session and the universities were on summer

break, and likely underreported current parking demand.

- City of Tallahassee Cultural Plan; adopted in 2003. The Cultural Plan identified six development goals: (1) employ arts, culture and heritage to strengthen capitol area economic development, increase tourism, and improve the quality of life; (2) build a comprehensive network of arts and heritage education opportunities in the community and schools; (3) achieve sustainable public and private funding to support cultural programs to further the goals of the cultural plan; (4) develop and improve existing cultural facilities to attract and stimulate interest in Florida's capitol city; (5) market arts and heritage to develop audiences and build the image of Tallahassee as a cultural destination; and (6) transform the Cultural Resources Commission and expand its responsibilities to oversee implementation of the cultural plan.

Figure 3 : Sub - Area # 2



SUB-AREA 3 - FRANKLIN BOULEVARD

The Franklin Boulevard Sub-area contains the most intense residential development within the downtown redevelopment area, and includes the Beverly and Call Street neighborhoods. Most residences in the area have been well maintained and exhibit quality architectural features that should be referenced as examples for guidelines for future infill housing. Set amidst a beautiful tree canopy, these traditional neighborhoods have a significant bearing on the redevelopment of downtown. In addition to providing needed downtown housing, the neighborhoods will also function as part of the market base for commercial and retail development being proposed in the downtown.

Land use in this area consists primarily of older, single-family homes, with a mixture of multi-family dwellings. Although multi-family housing can be found throughout the sub-area, it is primarily located along Meridian Street, Franklin Boulevard and Park Avenue. Commercial and retail uses in this area are primarily located along Tennessee Street.

Sections of the residential neighborhoods are being impacted by a combination of conflicting land use problems and traffic circulation patterns. Office and commercial intrusion could be deterrents to future residential growth and development in this area. Neighborhoods contiguous with commercial uses need buffers to separate and protect them; therefore, zoning and site design standards should be evaluated to correct any regulatory deficiencies.

Deteriorating single-family, multi-family and apartment structures, as well as infrastructure conditions such as broken and missing sidewalks, drainage problems, and poor road surfaces, were identified during the site inventory. These conditions deter private investment and become more costly to correct over time. Fortunately, Franklin Boulevard has been slated for major improvements through the Blueprint 2000 program, which should help to set the stage for private investment in new multi-family housing and single-family residential renovations.

Assets

- Well-established residential neighborhoods
- Proximity to downtown
- Increasing investment in property rehabilitation
- Attractive/extensive tree canopy and varying topography
- Attractive residential architecture
- Attractive configuration of Franklin Blvd
- Start of the historic portion of Park Avenue



Attractive Tree Canopy along Call Street

Issues

- Neighborhood preservation
- Encroachment of office conversions into residential areas
- Parking overflow from Leon High School is impacting Call Street and Beverly Neighborhoods
- Numerous curb cuts into businesses on south side of East Tennessee Street
- Inadequate lot sizes on Tennessee Street limit redevelopment/development opportunities
- Vacancies along Tennessee Street
- Commercial/retail building in need of repair and/or maintenance
- Single- Family and Multi-Family housing in need of maintenance and/or repair
- Apartment complexes in need of repair and/or maintenance along Franklin Boulevard and Park Avenue east of Franklin
- Limited cross-access for pedestrians on Franklin Boulevard
- Poor stormwater drainage along Franklin Boulevard
- Deficient sidewalks, street and pedestrian lighting conditions



Drainage problems along Franklin Boulevard



Multi-family housing conditions along Franklin Boulevard

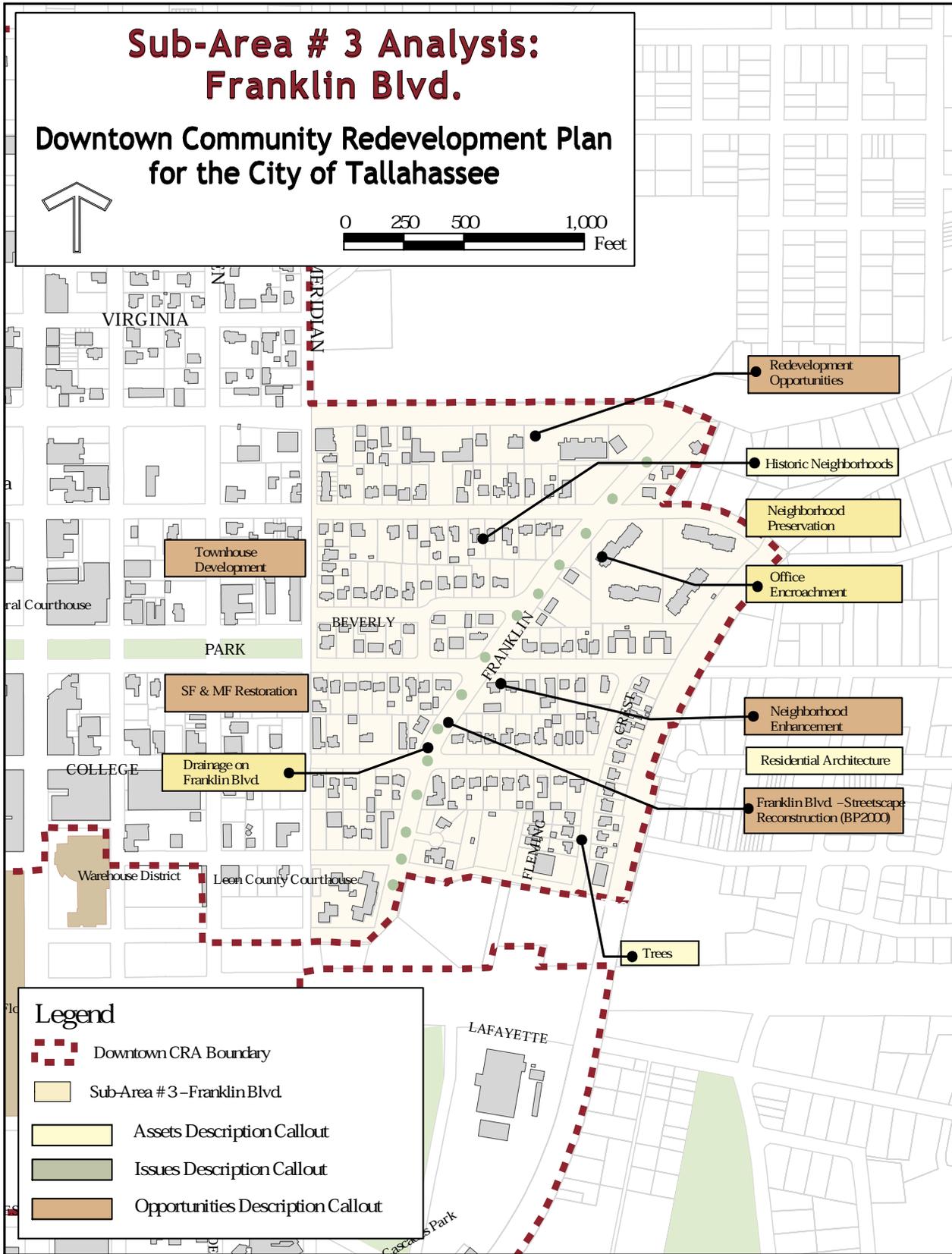
Opportunities

- Neighborhood planning and housing preservation
- Neighborhood enhancements, including streetscape improvements
- Enhancements to planned Franklin Boulevard reconstruction (in coordination with Blueprint 2000)
- Enhancements to planned greenways and trailhead development for the Capital Cascades Greenway (in coordination with Blueprint 2000)
- Opportunities for multi-family and townhouse development
- Site assembly and redevelopment opportunities by the Redevelopment Agency and/or private investment along East Tennessee Street.

Consideration of Other Plans and Projects

- Tallahassee-Leon County Comprehensive Plan; adopted in 1990, last revised in December 2003. The entire Downtown Redevelopment Area is located within the boundaries of the Central Core, which contains numerous objectives and policies to support in-fill development. This sub-area is designated as Mixed Use and Residential Preservation on the Future Land Use Map. These designations will support the type of redevelopment/development anticipated in the Downtown Redevelopment Plan.
- Tallahassee Land Development Code. Zoning designations in this area include Targeted Office/Retail, Special Character District, Capitol Center Planning District, and Institutional/Cultural/University Transition. All these designations will support the type of redevelopment/development anticipated in the Downtown Redevelopment Plan.
- Market Analysis and Marketing Plan for Downtown Tallahassee; approved by the Downtown Improvement Authority in 1999. The plan recommends increasing housing availability in the downtown. A major objective of the Downtown Redevelopment Plan is to preserve and increase the availability of downtown residential structures, including affordable housing.
- Finding of Necessity for Redevelopment, Tallahassee Downtown Area; adopted 2002. The Finding included a block-by-block evaluation of blight conditions within the downtown study area. The Downtown Redevelopment Area recommended through the Finding covers 79 blocks, but does not include the Capitol area nor an additional 14 blocks within the study area.
- Blueprint 2000 and Beyond – Project Definitions Report; approved in 2000. The Blueprint 2000 Plan includes the reconstruction of Franklin Boulevard and development of a trailhead and greenways as auxiliary components of the reconstruction project.

Figure 4: Sub - Area # 3



SUB-AREA 4 - GAINES STREET

Gaines Street is the main corridor connecting three of the City's most significant institutions: the State Capitol Complex, The Florida State University (FSU) and Florida Agricultural and Mechanical University (FAMU). The Gaines Street Area is of key importance to downtown Tallahassee as the area emerges as a center for retail, residential, arts, and culture uses. Present land uses range from older industrial and warehouse uses to a concentration of government operations; from residential uses of varying densities within eroded neighborhood fabrics to scattered office uses; and vacant parcels under public or private ownership. The study area extends approximately two miles along Gaines Street from Cascades Park to the east, Lake Bradford Road to the west, Pensacola Street to the north and FAMU Way to the south.



Opportunity for infill development such as this one in the All Saints Neighborhood

The adopted Gaines Street Revitalization Plan sets forth an ambitious future development program with extensive capital improvements. This Plan will have a significant impact on proposals for the Gaines Street Sub-Area of the Downtown Redevelopment Area.

Deteriorating buildings and the poor condition of public infrastructure were identified in this sub-area during the site inventory. Through lack of investment, private properties are beginning to show signs of deterioration and increased vacancy. Likewise, lack of public investment and attention to issues such as sidewalks, drainage, and street lighting have caused additional negative impacts along the Gaines Street and West Madison Street corridors.

An important issue related to the future development of this sub-area is the design and operation of the major roadways within the existing capacity limitations. With significant densities planned for this area under the Gaines Street Revitalization Plan, the challenge facing the Gaines Street Revitalization Committee is how to design the urban setting in a way that will not only attract visitors to the various retail and entertainment venues, but will also encourage people to live in the area.

The City owns the property at the intersection of West Madison Street and Railroad Avenue. Formerly a local bank and City utility payment collection facility, this site is strategically located across from the Leon County Civic Center near the eastern entryway to the Gaines Street warehouse district. Future development of this site can support many uses, including residential and/or retail uses, all of which could serve as a cornerstone for future development along the Gaines Street corridor.

Assets

- Civic Center, with opportunities for on-site expansion
- Availability of vacant land for in-fill development
- Character of the Warehouse District in attracting entertainment venues

- Proximity to FAMU and FSU, prime location for student housing
- Proximity to Doak Campbell Stadium
- Available City-owned land

Issues

- Parking, especially during peak demand and as new development occurs
- Need for improved sidewalks; better pedestrian connectivity, especially to the universities
- Maintaining Level of Service on Gaines Street
- Deteriorating structural conditions; buildings in need of maintenance and/or repair
- Existence of vacant underutilized buildings.
- Existence of obsolescent/underutilized structures
- Developer pressures and design standards
- Relocation of public uses
- Structural and functional capacity of older warehouse buildings for future use
- Maximizing economic impact of the Hotel and Conference Center proposal
- Timing and intensity of anticipated Gaines Street revitalization developments



Conflicting land uses - lumber yard



Vacant Warehouses

Opportunities

- Expansion of the Civic Center to include a mixed-use hotel
- Potential for inclusion of a performing arts center will have a substantial social and economic impact
- Ability to master plan a large site to integrate appropriate land uses and create positive synergies between major activity anchors
- Creation of gateways on Gaines Street
- Streetscape improvements on Gaines Street, Railroad Avenue and Madison Street



Civic Center and future site for the Marriott Hotel

- Adaptive reuse of warehouses
- Redevelopment opportunities on vacant and underutilized land
- Return City owned property to the tax roll
- Expansion of high-quality, mixed-use, close-in housing for FSU and FAMU students
- Development of non-student housing, including affordable housing



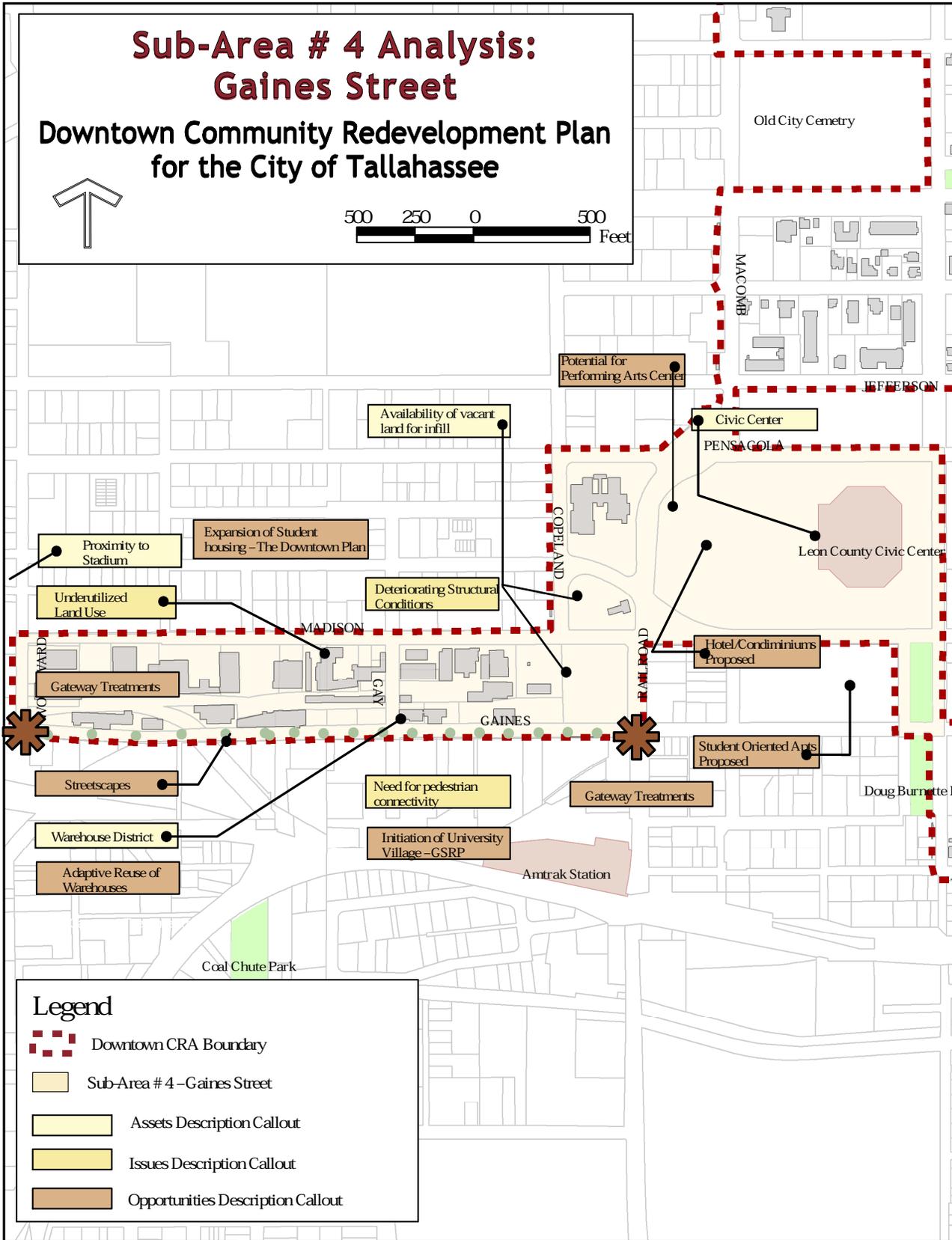
Opportunity for warehouse redevelopment as loft accommodation

Consideration of Other Plans and Projects

- Tallahassee-Leon County Comprehensive Plan; adopted in 1990, last revised in December 2003. The entire Downtown Redevelopment Area is located within the boundaries of the Central Core, which contains numerous objectives and policies to support in-fill development. This sub-area is designated as University Transition on the Future Land Use Map. This designation will support the type of redevelopment/development anticipated in the Downtown Redevelopment Plan.
- Tallahassee Land Development Code. This area is designated as University Transition in the zoning ordinance. This designation will support the type of redevelopment/development anticipated in the Downtown Redevelopment Plan.
- Tallahassee Community Redevelopment Plan; adopted in 2000. The south side of Gaines Street and the entire All Saints neighborhood is located within the Tallahassee Community Redevelopment Area. The Tallahassee Community Redevelopment Plan recognizes the expected growth of the Gaines Street area of new housing, retail and entertainment opportunities. Coordination between the two community redevelopment plans will be required to ensure each area is able to maximize the leverage from the other area's redevelopment efforts.
- FSU Master Plan; adopted in 1995, update planned in 2004. The FSU Campus Master Plan would extend the primary boundaries of the main campus south to Gaines Street and east to Macomb Street. The plan also proposed an outer traffic loop system along Tennessee Street, Macomb Street, Gaines Street and Stadium Drive. In this sub-area, the FSU Master Plan recognizes the need for expansion of housing facilities for FSU north of the sub-area in the vicinity of Madison and W. Pensacola Street.
- FAMU Master Plan; adopted in 1993, updated in 2003. The Master Plan separated FAMU into two distinct areas: the North Campus and the South Campus. The North Campus would extend towards Gaines Street. One of the major objectives of the plan is to clearly identify a sense of place for FAMU within the community. This would be accomplished, in large part, by development of a perimeter roadway system. The Master Plan identifies a second major entrance to the campus along Wahnish Way at the FAMU Way intersection.

- Gaines Street Revitalization Plan; adopted in 2001. The Revitalization Plan suggests a series of recommendations addressing the reuse and revitalization of the corridor for residential, commercial and cultural uses, with improved vehicular and pedestrian access throughout the area. One type of development envisioned by the plan is the establishment of a university village. The tools and techniques supported by the Revitalization Plan fall into five categories: The Gaines Street Revitalization Plan and related Urban Zoning Districts, Development Standards and Design Guidelines, A Historic Resources Master Plan, Greenway and Open Space Design Concepts, and an Implementation Program.
- Tallahassee Cultural Plan; adopted in 2003. The Cultural Plan identified six development goals: (1) employ arts, culture and heritage to strengthen capital area economic development, increase tourism, and improve the quality of life; (2) build a comprehensive network of arts and heritage education opportunities in the community and schools; (3) achieve sustainable public and private funding to support cultural programs to further the goals of the cultural plan; (4) develop and improve existing cultural facilities to attract and stimulate interest in Florida's capital city; (5) market arts and heritage to develop audiences and build the image of Tallahassee as a cultural destination; and (6) transform the Cultural Resources Commission and expand its responsibilities to oversee implementation of the cultural plan. Survey results obtained during preparation of the Cultural Plan indicated 86 percent of respondents supported development of a Performing Arts Center in the downtown area. The Civic Center site is one that should be considered for the performing arts center. Development of this facility in conjunction with the proposed Hotel and Conference Center will establish a tremendous anchor for future social and cultural activities in the region.
- The Downtown Plan; adopted in 1992. Like the FSU Master Plan, the Downtown Plan recognizes the need for expansion of housing facilities for FSU north of the sub-area in the vicinity of W. Pensacola Street.
- Finding of Necessity for Redevelopment, Tallahassee Downtown Area; adopted 2002. The Finding included a block-by-block evaluation of blight conditions within the downtown study area. The Downtown Redevelopment Area recommended through the Finding covers 79 blocks, but does not include the Capitol area nor an additional 14 blocks within the study area.

Figure 5: Sub - Area # 4



SUB-AREA 5 - THE CAPITAL CASCADES

In addition to containing a host of government buildings and facilities, Sub-Area 5 contains the Capital Cascades, the most important environmental and recreational asset in the downtown redevelopment area. The Capital Cascades has historically been a conveyance system for drainage emanating from the Leon High School vicinity. This drainage conveyance includes the Franklin Street ditch, which routinely floods during heavy rainstorms. Downstream flooding problems at South Monroe Street near the CSX railway overpass, extending to the Munson Slough, also present challenges, as well as opportunities, for the future development of this area.



*Need to Clean Up Cascades Park -
A brownfield site*

The City has recently commissioned a hydrology and hydraulic study to form a basis for solving the problems associated with the drainage system and is also planning to develop a Sector Plan for the Capital Cascades watershed area. The opportunity exists to create a major resource-based greenway incorporating flood mitigation devices as recreation features.

The strategic location of the Capital Cascades property dictates that it will become a main thoroughfare for bicycle and pedestrian traffic, serving as a linkage for the South Monroe corridor, Gaines Street improvements, FAMU, the All-Saints neighborhood, the State Office Campus, and the residential and office uses to the north of Park avenue.



*Historic Waterworks Structure -
Opportunity for Redevelopment*

There have been numerous discussions regarding potential uses for the Capital Cascades area, including as a minor league baseball park. It is anticipated that the Capital Cascades Sector Plan will include a general evaluation of potential uses for this area. Selection of the best use for this site will be extremely important since it could serve as a catalyst for private investment and become a cornerstone in the recreational value of this project.

The contamination of the Capital Cascades is a significant problem, serving as an impediment to meaningful development of the area. Although efforts to analyze and develop solutions to remediate the contamination have been determined, issues remain as to when this will be done and who will pay for it. The remediation will need to be completed before serious redevelopment can occur in this area.

Assets

- Significant environmental and recreational resource
- Strong visual connection to the Capital

- Numerous historic uses and structures, including the Meridian Benchmark and the Korean War Memorial
- Large area of open space in close proximity to several residential areas
- Control of land by the City and State
- Physical character of the area



*View from Apalachee towards Capitol
-Opportunity for Gateway*

Issues

- Environmental clean-up dependent upon inter-governmental coordination
- Environmental clean-up start and completion date
- Need for significant stormwater management improvements
- Uncertainty of future uses

Opportunities

- Magnificent trails and greenways opportunities along the planned Capital Cascades Greenway
- Development of a Capital Gateway
- Enhancement of the Gaines Street streetscape
- Reconstruction of Lafayette Street
- Development of a Meridian Benchmark Monument
- Expansion of the Korean War Memorial area into a Veterans Memorial
- Regional stormwater treatment opportunity
- Restoration of the Old City Waterworks Building
- Capital Cascades Sector Plan



Meridian Benchmark - Monument

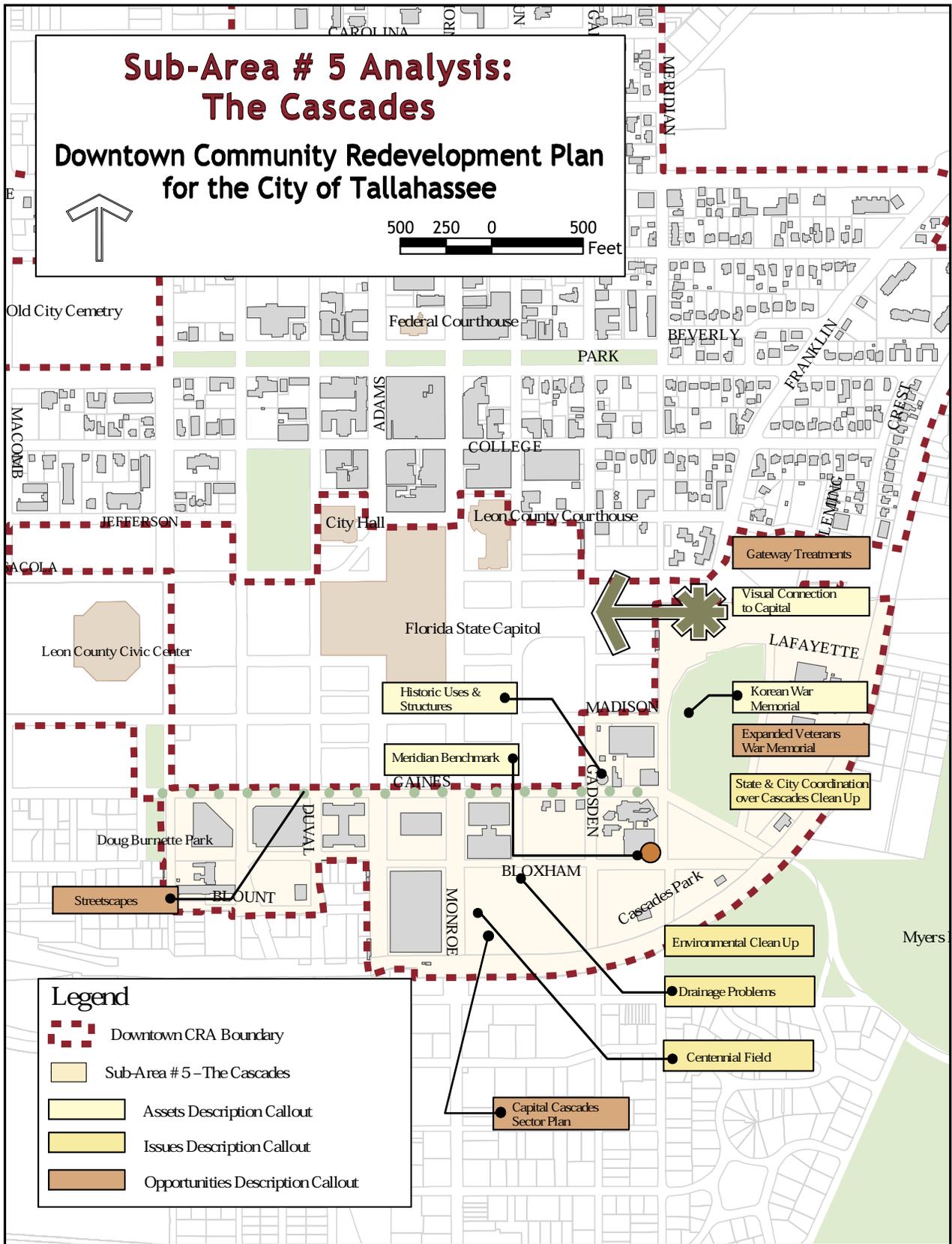


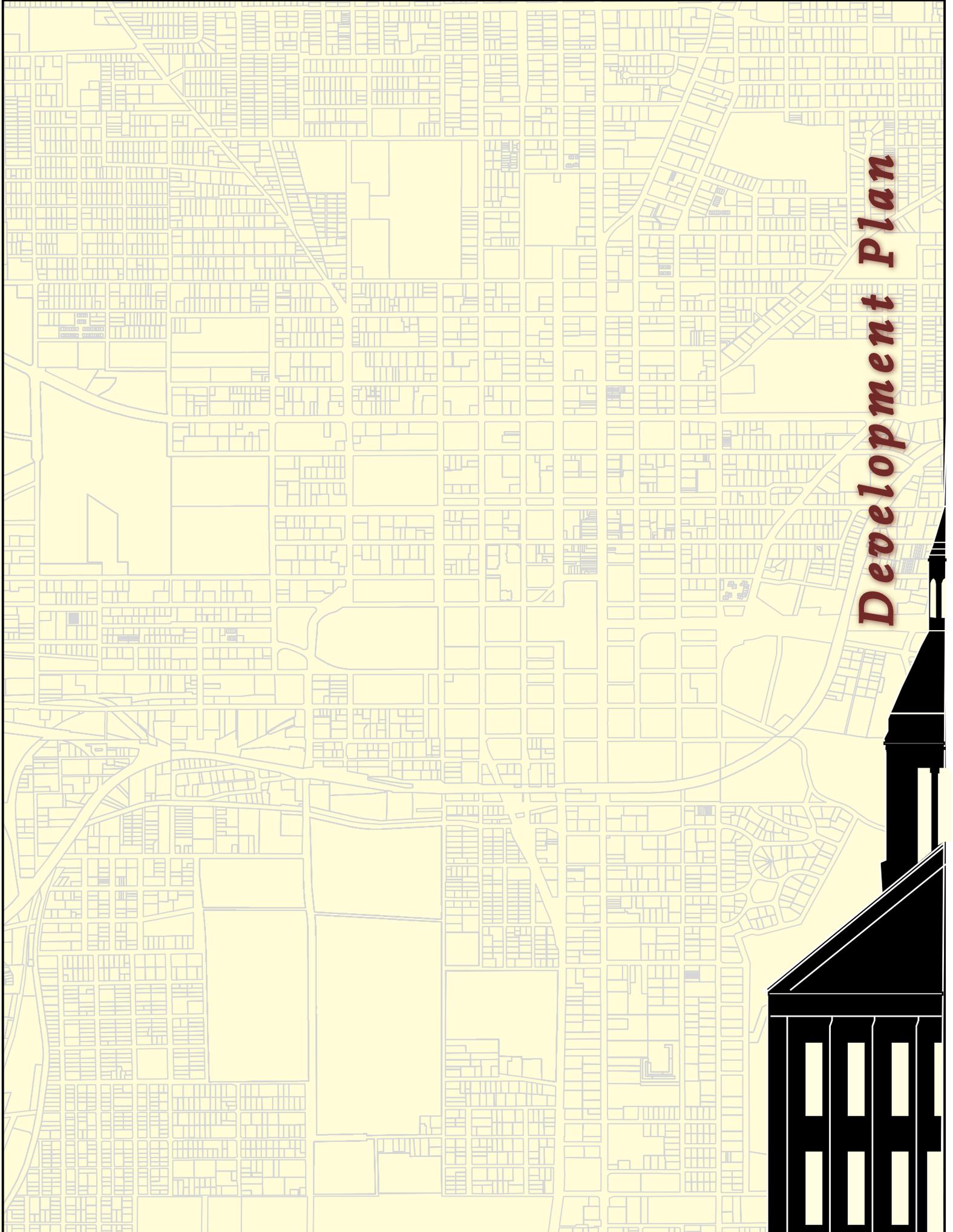
*Existing Korean War Memorial
and Park*

Consideration of Other Plans and Projects

- Tallahassee-Leon County Comprehensive Plan; adopted in 1990, last revised in December 2003. The entire Downtown Redevelopment Area is located within the boundaries of the Central Core, which contains numerous objectives and policies to support in-fill development. This sub-area is designated as Downtown, Recreation/Open Space and Government Operations the Future Land Use Map. These designations will support the type of redevelopment/ development anticipated in the Downtown Redevelopment Plan.
- Tallahassee Land Development Code. This area is designated as CCPD in the zoning ordinance. This designation will support the type of redevelopment/ development anticipated in the Downtown Redevelopment Plan.
- The Downtown Plan; adopted in 1992. Calls for the clean up of toxic waste materials in Cascades Park. Recommendations were also made to create new pedestrian routes integrating Cascades Park with the CBD and to capitalize on the approach road along Apalachee Parkway.
- Finding of Necessity for Redevelopment, Tallahassee Downtown Area; adopted 2002. The Finding included a block-by-block evaluation of blight conditions within the downtown study area. The Downtown Redevelopment Area recommended through the Finding covers 79 blocks, but does not include the Capital area nor an additional 14 blocks within the study area.
- Gaines Street Revitalization Plan; adopted in, 2001. The Revitalization Plan suggests a series of recommendations addressing the reuse and revitalization of the corridor for residential, commercial and cultural uses, with improved vehicular and pedestrian access throughout the area. The tools and techniques created by the Revitalization Plan fall into five categories: The Gaines Street Revitalization Plan and related Urban Zoning Districts, Development Standards and Design Guidelines, A Historic Resources Master Plan, Greenway and Open Space Design Concepts, and an Implementation Program. The Revitalization Plan proposed the Cascades Greenway Corridor.
- Blueprint 2000. Suggested the greenways and trail head development at Cascades Park and also proposed the reconstruction of Lafayette Street. Blueprint 2000 suggests construction of the Cascades Linear Greenway to Railroad Square, a greenway development project linking Franklin Boulevard to the Gaines Street Revitalization Area. Components of this project include the reconstruction of Franklin Boulevard to create a more park-like atmosphere as well as provide flood control, improve traffic control/ circulation on Franklin Boulevard and between Gaines Street and Apalachee Parkway, and construct a series of park-like urban wetland retention facilities through Cascades Park.

Figure 6: Sub - Area # 5





Development Plan

DEVELOPMENT PLAN

PLAN CONTENT AND DESCRIPTION

The descriptive narrative of the Development Plan summarizes the general intent of the redevelopment program. It has been developed as a guideline for promoting the sound development and redevelopment of the properties in the redevelopment area. Opportunities for public improvements, redevelopment activities and proposed future land use composition are identified and graphically included in the Development Plan. The Plan was developed after analyzing the existing conditions and the previous plans that deal with the development of the downtown district.

While the Downtown Redevelopment Plan is comprehensive in its assessment of the issues impacting the future of the downtown district, the program will not be responsible for implementation of plans, projects and programs that are being proposed by other agencies and organizations. The Community Redevelopment Agency cannot possibly assume the roles of other organizations responsible for projects within the area. Rather, the Agency's role is to maintain close relationships with other organizations and support their efforts through supplemental funding and other program initiatives. The redevelopment program will be pursued at multiple levels by numerous jurisdictions at the same time. The Agency may take the lead in certain efforts, while other departments and organizations will lead their efforts where appropriate.



A three dimensional view of the existing downtown

It must also be understood that the plan will not happen all at once, and it is likely that the elements of the Plan will not necessarily occur within the time sequence described herein. The Downtown Redevelopment Plan is intended to be a guiding document for local government actions designed to overcome deterrents to desired future growth and development in order to stimulate private investment. The plan is not intended to be static. Over time, the objectives and strategies of the plan should be updated and revised based upon changes in the economy, relevant public concerns and opportunities associated with private development proposals. The Plan illustrates how the economic development strategies, and redevelopment program directives can be translated into a physical land use plan that accents natural and cultural amenities while promoting quality growth and development. The Development Plan graphically, and in general terms, describes the required elements of the Downtown Community Redevelopment Plan.

The most important aspects of the Plan are the following:

1. The Plan identifies, in general, where primary land uses (commercial/office/

residential) and activity centers will be located in order to best attract prospective businesses and residents, while at the same time being well integrated into desired future transportation and land use patterns.

2. The Plan provides a tool for the Redevelopment Agency and the City to promote economic development by showing prospective corporate entities locations that have been designated for their purpose; thereby reducing the developer's risk and permitting hurdles when coming to the community.

3. The Plan provides a holistic means for the Redevelopment Agency and the City to provide the approvals of new developments based upon an agreed-upon strategy.

4. The Plan allows the Redevelopment Agency and the City to make capital improvements projections based upon known future, public project needs, demands and proposed locations.

5. The Plan locates commercial sites based upon expected market demands and reasonable residential service areas.

6. The Plan supports desired social, physical and economic development strategies, as expressed by community representatives, including:

- The improvement of conditions on the Monroe and Tennessee Street Corridors
- The support and expansion of the Downtown Core Area and the introduction of new retail, entertainment and residential uses
- Support of infill, renovation and enhancement of residential areas and the prevention of commercial encroachment into neighborhoods
- Strengthening and expansion of the arts, culture and entertainment
- The revitalization of Gaines St. & Madison St. compatible with previous plans and programs
- Clean-up and re-use of the Cascades Park
- Reinforcement of future public transportation and mobility options through development of multi-modal transit and expansion of pedestrian areas
- Support for historic preservation efforts
- Compatibility between adjacent land uses including respect for existing community structures and institutions

The Development Plan contains descriptions of several types of projects and programs, including capital projects, public/private projects, and government programs. Capital projects are those that are funded solely by the public sector to address specific infrastructure needs such as roads, drainage, streetscapes, parks and other municipal facilities.

The Plan also contains projects that provide opportunities for the public and private sector to work together toward



View of Park Avenue

mutually beneficial development activities. The public and private sectors can bring different resources and capabilities to bear on projects that fulfill the objectives of the redevelopment plan but otherwise might be unsuccessful. For these projects, public costs are undetermined at this time because the Agency's role in each will be defined through negotiation at the time of the project.

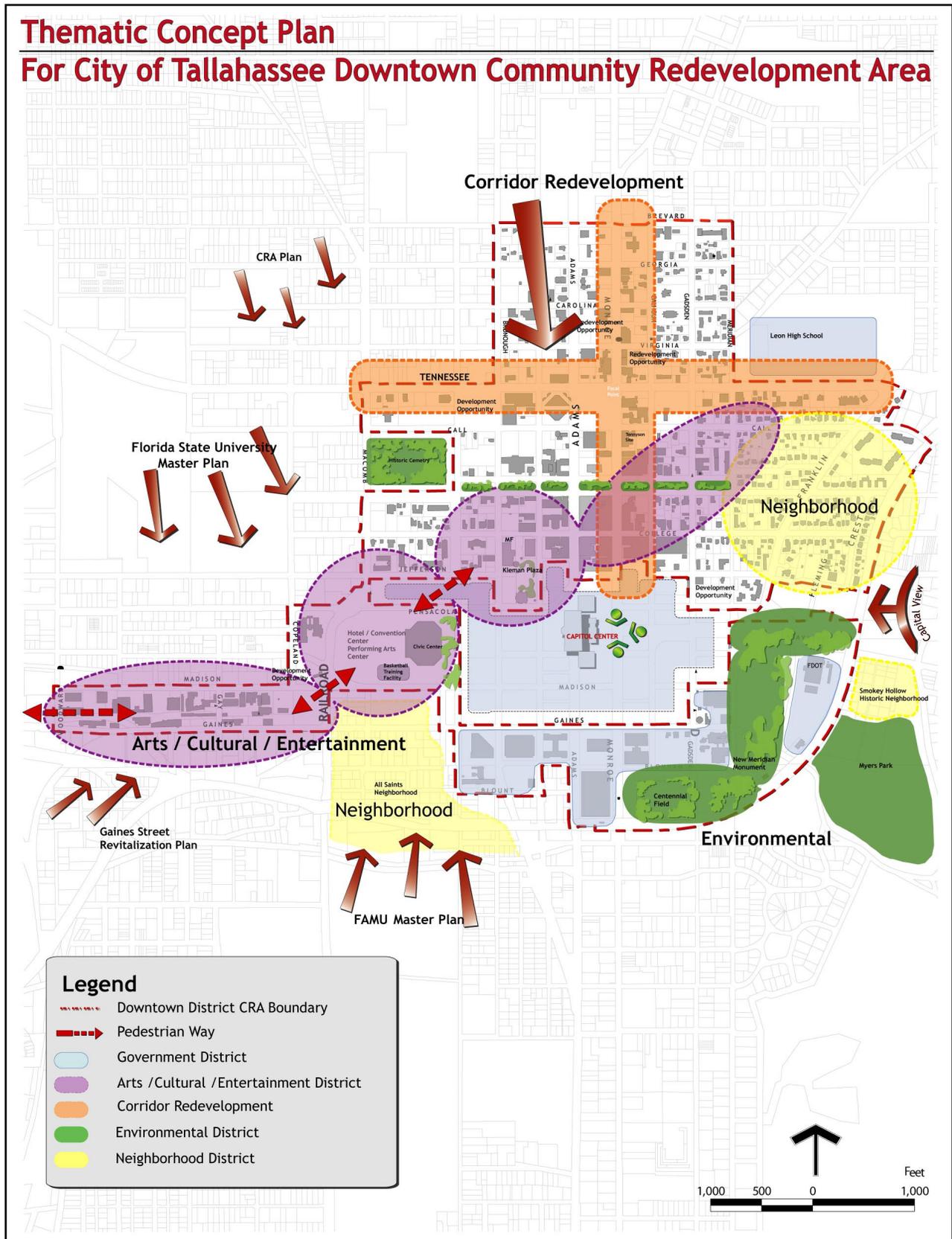
Finally the Plan anticipates government actions to be undertaken by the City and/or the Redevelopment Agency for a variety of purposes. Regulatory actions may include revisions to the City's Comprehensive plan, land development regulations, and building codes. Land acquisition programs, such as land banking and property swapping, are expected to be incorporated in the redevelopment process to control prime development sites; thereby ensuring future development in a manner consistent with redevelopment objectives. Economic development and business improvement incentives will also be components of the redevelopment program.

The use of the terms "should" and "should consider" for the various action strategies provided for in the Development Plan are for general direction only. It is within the discretion of the Agency on when and how to implement strategies and/or programs in support of the redevelopment plan.

OVERRIDING THEMATIC CONCEPTS

Similar to the findings established during the analysis phase of the project, several overriding themes were identified when preparing the Development Plan. These themes represent the fundamental components of the Redevelopment Plan. They were determined during the course of analysis and then validated by representatives of the community during the public involvement process. The conceptual themes are presented here through a brief narrative description of the issue, followed by an objective statement that defines the intent of the Plan, and finally a series of action strategies are presented to describe a prescriptive course of action recommended to address the issue. The Overriding Thematic Concepts are graphically illustrated in Figure 7 on the following page.

Figure 7: Thematic Concept Plan



I. Continuity Between Planning Documents

A recurring theme that has surfaced during the preparation of this plan is the need to ensure that all previously adopted Plans are supported through the redevelopment process. The Downtown Redevelopment Plan is not intended to replace previously approved plans, and, in fact, should be flexible enough to incorporate the content of future plans and studies through amendments to the Plan. The redevelopment program provides an excellent tool to synthesize information from other plans and programs into a cohesive effort focused on the success of the downtown.

Objective Statement:

The City and the Redevelopment Agency seek to provide continuity between overlapping plans and programs pertaining to the downtown area through the adoption of the Downtown Community Redevelopment Plan.

Action Strategy

By adopting this Community Redevelopment Plan, the City Commission, by reference, hereby acknowledges all other Plans within the City's jurisdiction that overlap the Downtown Redevelopment District boundaries. The further intent is to coordinate and reconcile differences between plans that are not under the City's jurisdiction, but otherwise have a direct impact on the programs and policies stated herein, for example, the Florida State University Master Plan. In doing so, the City agrees to support other program activities and capital improvement projects through supplemental redevelopment budgets and program initiatives, as provided by statute, when feasible and within the context of Agency priorities. Plans that are anticipated to fall under this policy include, but are not limited to, the following.

1. Tallahassee Community Redevelopment Plan; adopted in 2000
2. Blueprint 2000 and Beyond – Projects Definitions Report, 2000
3. Kleman Plaza Master Plan; adopted in 1992 and revised in 2001
4. Gaines Street Revitalization Plan; adopted in 2001
5. Market Analysis and Marketing Plan for Downtown Tallahassee; approved by the Tallahassee Downtown Improvement Authority (TDIA) in 1999
6. City of Tallahassee Capital Cultural Plan; adopted in 2003
7. Tallahassee-Leon County Enterprise Zone Strategic Plan; adopted in 2002
8. The Florida State University Master Plan; adopted in 1996 and currently being revised
9. Florida Agricultural and Mechanical University (FAMU) Master Plan; adopted in 1993 and revised in 2003
10. City of Tallahassee and Leon County Bicycle and Pedestrian Master Plan; adoption planned in 2004
11. Finding of Necessity for Redevelopment, Tallahassee Downtown Area, adopted in 2002
11. City of Tallahassee and Leon County Greenways Master Plan
12. South Monroe Street Sector Plan; approved in 2003
13. Capital Cascades Sector Plan; approval planned in early 2005.
14. The City of Tallahassee Comprehensive Plan; adopted in 1990, last revised in 2003.
15. Future plans, studies and programs related to the Downtown Redevelopment Area

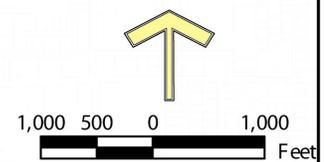
Figure 8: Continuity with Other Plans



- *The Downtown Plan*
- *Hotel and Meeting Facility- Market Analysis for Downtown Tallahassee, 1996*
- *Market Analysis and Financial Feasibility Study for the Proposed Large Format Film Theater and Planetarium*
- *Market Analysis and Marketing Plan for Downtown Tallahassee*
- *Tallahassee Community Redevelopment Plan*
- *Blue Print 2000 and Beyond - Project Definition Report*
- *Kleman Plaza Master Plan*
- *Gaines Street Revitalization Plan*
- *Finding of Necessity for Redevelopment, Tallahassee Downtown Area*
- *Parking Study – Walker Parking Consultants*
- *Cultural Plan*
- *Enterprise Zone Strategic Plan*

FAMU

- *Florida State University Master Plan*
- *Florida Agricultural and Mechanical University Master Plan*
- *Bicycle and Pedestrian Master Plan*



II. Pedestrian Mobility, Traffic Circulation & Parking

Throughout the planning process, pedestrian mobility, traffic circulation and parking have consistently been identified as critical elements associated with the future success of the downtown. Roadway carrying capacity, pedestrian safety, the future of mass transit and the lack of convenient parking were among the concerns expressed by area residents and business owners. Beyond these concerns, the redevelopment effort must also seek means to provide connection between the major activity centers identified in the Plan.

Objective Statement:

Establish a safe, efficient traffic circulation and pedestrian mobility system that provides sufficient access by all modes of transportation between activity centers both within the redevelopment area and the rest of the community.

Action Strategies

Working with the City of Tallahassee, Leon County, the Florida Department of Transportation, the Metropolitan Planning Organization and the Tallahassee Transit Authority (TalTran), the Redevelopment Agency should support the development of a comprehensive transportation plan. The scope of this project should address regional transportation issues as well as those specifically impacting the downtown. There are various transportation plans and studies currently underway and the Agency should seek to utilize this information and determine what additional elements maybe necessary to develop a comprehensive transportation plan which will foster the redevelopment objectives for the downtown. The transportation plan should address the following elements:

- The Plan should assess existing traffic patterns, and projected impacts from related capital projects and provide recommendations concerning any automotive transportation improvements that may include, redistribution of traffic, roadway realignment, directional changes in traffic flow and other measures that will increase traffic carrying capacity and traveling convenience in the downtown.
- The scope of the Transportation Plan should include detailed corridor improvement studies for Monroe and Tennessee Streets with specific recommendations for improving access management, bicycle and pedestrian safety, future land use composition and aesthetics.
- The Transportation Plan should support a safe, secure, appealing and efficient bicycle and pedestrian system linking all major activity centers, parking facilities and other interchange points, while minimizing the impacts of increased traffic and activity levels on residential areas.



Section through Park Avenue

- The Plan should include a comprehensive downtown parking study to establish parking demand during peak seasons and provide recommendations that will increase parking capacity and convenience.
- The Transportation Plan should further evaluate the opportunity to locate a multi-modal transit station in the redevelopment district.
- The Redevelopment Agency should support program recommendations and planned capital improvements for the downtown area contained in the Tallahassee/ Leon County Bicycle and Pedestrian Master Plan.
- The Agency should investigate and, where appropriate, recommend options, such as angled parking, as a means to increase parking capacity.
- Working with FDOT, the Agency and the City evaluate, and if appropriate, establish a policy that restricts through traffic for large trucks on Monroe Street and seek means of alternative truck routing.

III. Housing & Neighborhood Preservation

Currently, there are approximately 3,730 residents and 1,340 dwelling units within the boundaries of the Downtown Redevelopment Area. A key component required for successful redevelopment of the downtown is to increase the amount of residents within the core area by providing the base market for proposed hospitality, entertainment and retail activities; therefore, the Plan recommends the Agency pursue activities that support multi-family housing downtown and, where appropriate, in the vicinity of adjoining neighborhoods. Another major goal of the redevelopment program is



Proposed Multi-family Residential Building in Klemm Plaza

to preserve and enhance the historic neighborhoods in the vicinity of the downtown. This is a formidable task when considering recent private investment in property renovations for the purpose of converting residences into commercial and office use. Compounding this problem is the fact that the older neighborhoods must compete with new housing developments in an explosive housing market that offers a diverse range of housing products that are competitively priced. It is also important that there be diversity in the residential development in the downtown district such that it includes both market rate and affordable housing. In the Finding of Necessity it was noted that there was a lack of affordable housing within the downtown. Data suggests that a significant number of the people who work in and within the vicinity of the downtown would live in the downtown if there were residential opportunities available. A number of these workers would qualify for affordable housing and the Agency should work to include an appropriate mix of affordable housing units in the overall residential development strategy. An assessment of the anticipated impact on low to moder-

ate-income residents from implementation of the Downtown Redevelopment Plan is included as Appendix A, Neighborhood Impact Element.

Objective Statement:

Encourage both market-rate and affordable residential development including owner-occupied, and multi-family housing opportunities within the downtown core area and at appropriate locations in surrounding neighborhoods where supported by the Comprehensive Plan and Zoning Code.



Historic Single Family

Action Strategies

- Identify and market areas where private interests can develop housing and necessary support facilities in the downtown core area and adjacent neighborhoods such as Gaines Street and Franklin Street.
- Consider financial incentives to promote owner-occupied housing in the redevelopment area.
- Develop strategies to encourage the development of affordable housing, with an emphasis in developing ways in which affordable housing can be integrated within market rate housing development projects.
- Strategically target appropriate locations within the redevelopment area to facilitate new privately developed multi-family housing developments.



Infill Multi-family Prototype

Objective Statement:

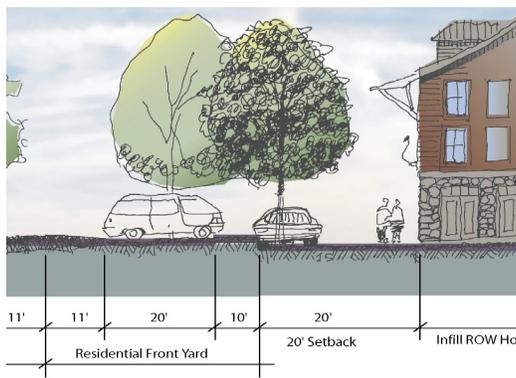
Preserve and enhance existing downtown neighborhoods, such as the Beverly, Call Street and Lafayette Park neighborhoods through infrastructure improvements and refurbishment of the housing stock, establishing a safe, functional and aesthetically pleasing community environment.

Action Strategies

In order to accomplish the goal of neighborhood preservation, the Redevelopment Agency must work closely with the City to coordinate neighborhood-planning efforts to obtain input

from residents concerning issues of importance to them. This process should also be used for conveying on-going City and Agency activities to generate community support and to glean insight into possible program implementation alternatives. Potential Strategies could include

- Develop strategies to address issues identified by residents and invest in infrastructure improvements such as drainage, sidewalks, street lighting and neighborhood entrance signage that support the stabilization of residential areas.
- Work with neighborhood organizations to devise incentives and funding strategies for proposed neighborhood improvements.
- Several residential areas have been well maintained and exhibit quality architectural features that should be referenced as examples for guidelines in future infill housing and property renovations. Infill housing development and renovations consistent with historical guidelines should be supported in order to continue to strengthen the housing market.
- Provide incentives to support the restoration of historic structures that may be in a state of deterioration but is otherwise structurally sound.
- Provide incentives to encourage the restoration of historic residential properties for continued residential use.
- Provide incentives to encourage additional buffering between residential and commercial uses.
- Develop strategies to create new housing opportunities in the redevelopment area utilizing housing programs that encourage owner occupancy.
- Pedestrian connection between the neighborhoods and the downtown should be provided through an improved network of sidewalks, alleyways, and access roads, which will improve pedestrian access to primary focal points in the City. Improvements to the pedestrian environment should be encouraged through landscape buffering from vehicular areas with widened sidewalks, streetlights, and other design elements.
- Increased support, coordination, and communication between residents and police will benefit the neighborhoods and provide local law enforcement with the means to increase their effectiveness in serving the neighborhood.



Neighborhood Street Section



Town Houses in the All Saints Neighborhood

IV. Future Land Use & Activities in the Downtown Core Area

A primary objective of the redevelopment program is to enable an expanded mix of retail, entertainment and residential uses in the downtown district. New restaurants, retail and other opportunities for entertainment would extend downtown hours of business into the evening and create a more attractive environment for full time residents. Tallahassee is the seat of local and state government in Florida; therefore a premium has been established on office use in the downtown to support government related activities. Unfortunately, in this case, high demand for office space has generated higher lease rates for space in the downtown. Over time, this has displaced commercial uses. This phenomenon has combined with the trend toward commercial and residential suburbanization and the encroachment of office use in surrounding historic neighborhoods. The result has been a sterilization of the mix of land uses and activities in the downtown, and the creation of a 9 to 5 commuter town that essentially shuts down after daytime business hours. The Redevelopment Agency should employ creative measures to address these land use issues in the downtown core area.

Objective Statement:

To re-introduce a more complimentary mix of land uses in the downtown to stimulate excitement and provide for a full range of activities that will mutually support full time residential occupancy and extend business hours into the evening.



View of hospitality district from Adams St

Action Strategies

One effective way to accomplish future land use objectives in the downtown is to provide financial incentives to property owners, businesses and developers that will make economic sense to the investment community. This is especially important at the early speculative stages of the redevelopment cycle; therefore, an action plan should be developed which pro-

vides sufficient incentives to attract the desired private sector investments. It is anticipated that the need for such incentives will diminish as the district matures and the perceived investment risk diminishes. Some examples of strategies which should be considered include:

- It is important to continue to connect business entrepreneurs with building owners who have lease space available. Working with local realtors and the Downtown Improvement Authority, the Agency should support marketing the downtown to targeted leasers.

- The Agency should facilitate access to low cost capital to attract targeted development. Strategies to accomplish this could include establishing a low-interest loan pool with local banks taking advantage of federal program requirements provided through the Community Reinvestment Act. These loan pools can be utilized to entice redevelopment investors into the community.

- The purchase of properties, both vacant and developed, by the Agency for assembly and resale. The resale terms can be designed to provide incentives for the targeted uses.

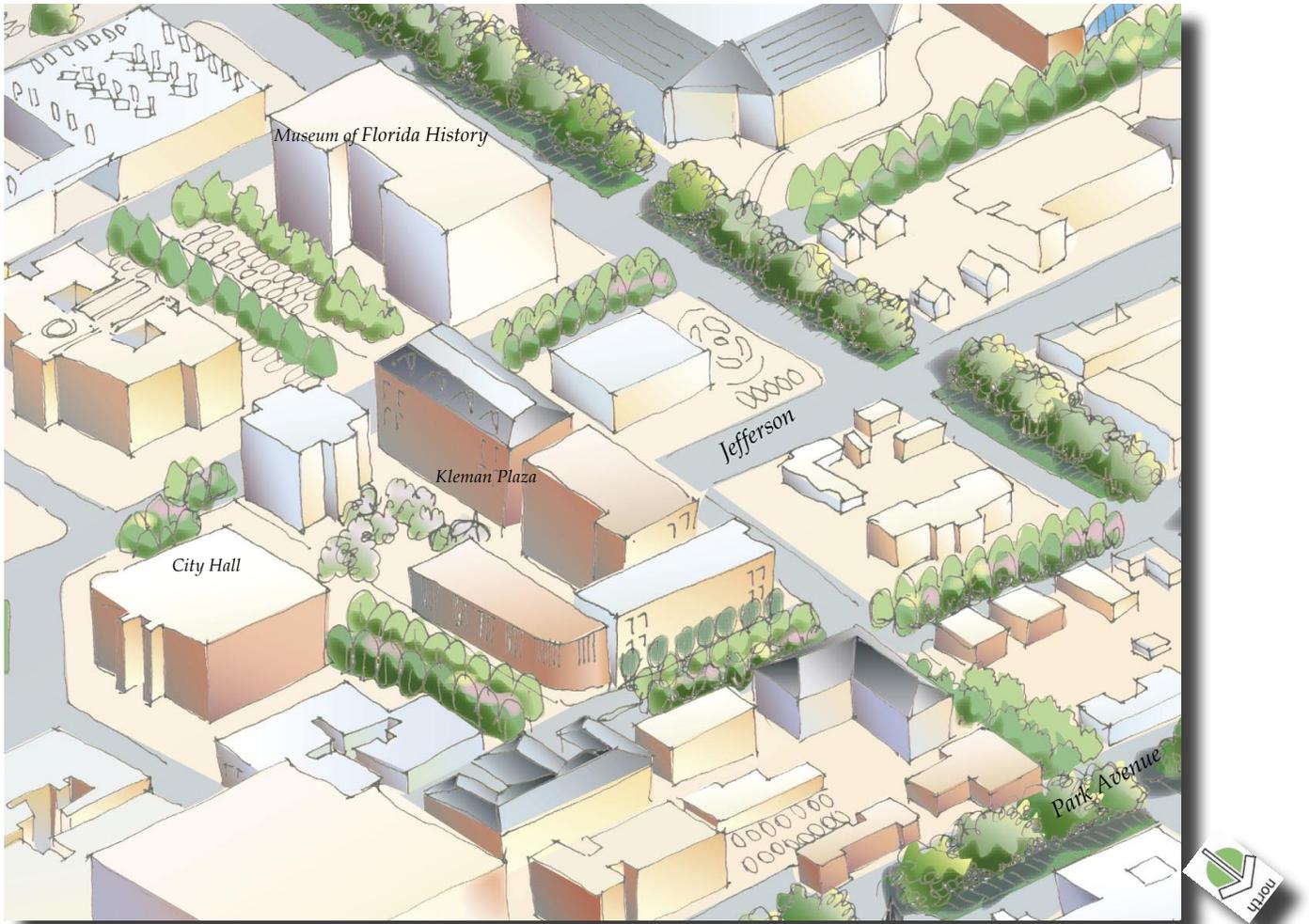
- The Agency should evaluate and, where appropriate, offer assistance for planning and design and consider offering selected fee rebates for the redevelopers and small businesses whose projects are compatible with the Plan objectives.

- Historic preservation tax credits should continue to be marketed for downtown renovation projects in conjunction with other financial incentives described above.



Historic Renovation to Offices

Figure 9: Downtown Hospitality District



V. Arts, Culture & Entertainment

The City of Tallahassee adopted the Capital Cultural Plan in June of 2003. As with other planning documents affecting the downtown area, the Downtown Redevelopment Plan supports the goals set forth in the Cultural Plan considering the arts, culture and entertainment vital elements of a vibrant and dynamic future for the community.

Objective Statement:

Embrace the arts, culture and related entertainment activities through plans, programs, policy and financing of projects that further the goals of the City of Tallahassee Capital Cultural Plan.

Action Strategies

- Work with the City and the Cultural Resources Commission (CRC) to identify areas where the Redevelopment Agency can support the activities of the CRC.
- Support development of a Performing Arts Center if the selected site is within the downtown redevelopment boundaries.
- Support the development of additional cultural amenities within the district, such as public art display and performance venues.
- Support development of projects such as artists lofts, the Artists Live Work concept, and other uses which encourage artists to live and work in the redevelopment district.
- Promote cultural venues within the downtown district through improvements such as directional and interpretive signage, enhancing pedestrian linkage to places of historic and cultural significance located in the downtown area.
- Coordinate with the CRC and the Convention and Visitors Bureau to develop promotional and marketing materials describing the locations and activities to be found at the various cultural venues in the downtown district.
- Work with the City, the Convention and Visitors Bureau, the Downtown Improvement Authority and other interested parties to promote the downtown district through the support of festivals, exhibits, performances and other special events designed to attract residents and visitors to the downtown.



View of Civic Center from Railroad



View from Madison

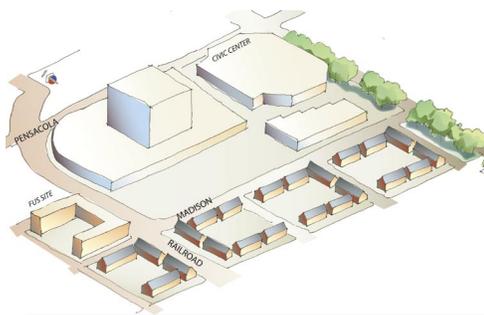
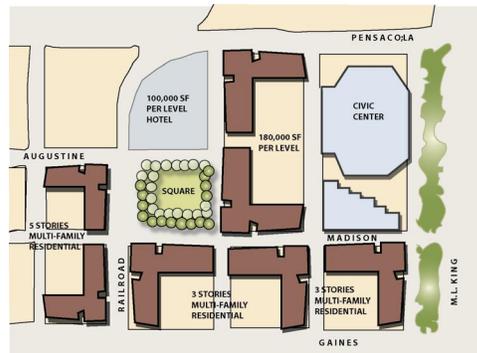
Figure 10: Birds Eye View of Performing Arts Center/Multi-family Housing/ Hotel / Conference / Events Green



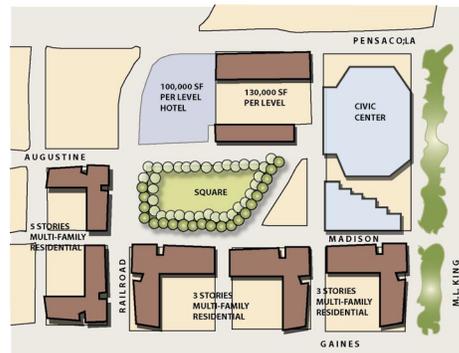
The above rendering illustrates the concept, which includes a Performing Arts Center and a Hotel & Conference Center with structured parking wrapped by retail uses. The plan also shows a plaza for festivals and events with multi-family surrounding the green.



Development Concept Alternative A: Smaller Plaza



Development Concept Alternative B: Large Plaza



VI. Historic Preservation

Tallahassee's rich history and importance as the state capital provide a substantial foundation when planning for the City's future. A key element of the Downtown Redevelopment Plan is to maintain a connection to the past and provide historic continuity for future development. While social connection to the past can be accommodated through museums and other learning activities, physical connectivity is accomplished through the preservation of historic resources and the continuance of established architectural form.



Historic Federal Court House

Objective Statement:

Promote Tallahassee's heritage by preserving its historic landmarks and architecturally significant structures while ensuring future development maintains historic connection with the established urban form.

Action Strategies

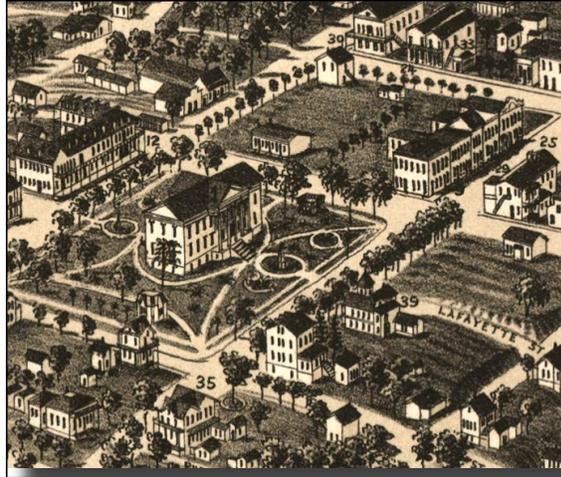
Potential Historic Preservation Strategies Include;

- Work with the Tallahassee Trust for Historic Preservation to further the organization's goals as they pertain to historic structures in the downtown.
- Provide incentives to encourage future development in the downtown redevelopment area to be consistent with the existing architectural character for development taking place in the Historic Preservation Districts.
- Continue to support efforts of the Architectural Review Board responsible for reviewing plans in relation to the Historic Preservation Districts and Historic Preservation Overlay (HPO) areas to maintain historic character of new construction and renovations.
- Establish a facade improvement program providing design assistance and financial incentives to encourage building renovation that will provide continuity of historical design and strengthen existing architectural features.
- Make property owners and investors aware of the tax inducements available as an incentive for restoring historic buildings for practical use.

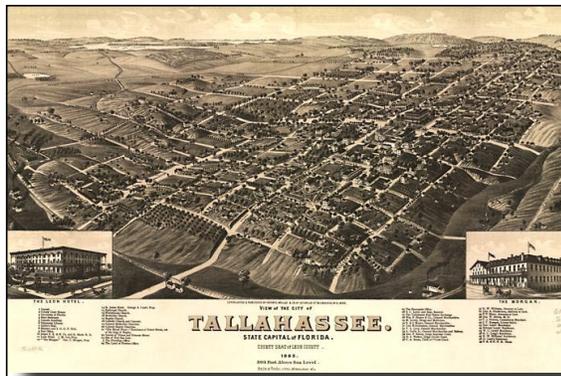


Old City Waterworks Building

- Continue to promote voluntary participation in preservation efforts by providing economic incentives in the form of local grants and low interest loans through the Historic Preservation Grant and Loan Program to pay for the restoration of historic properties.

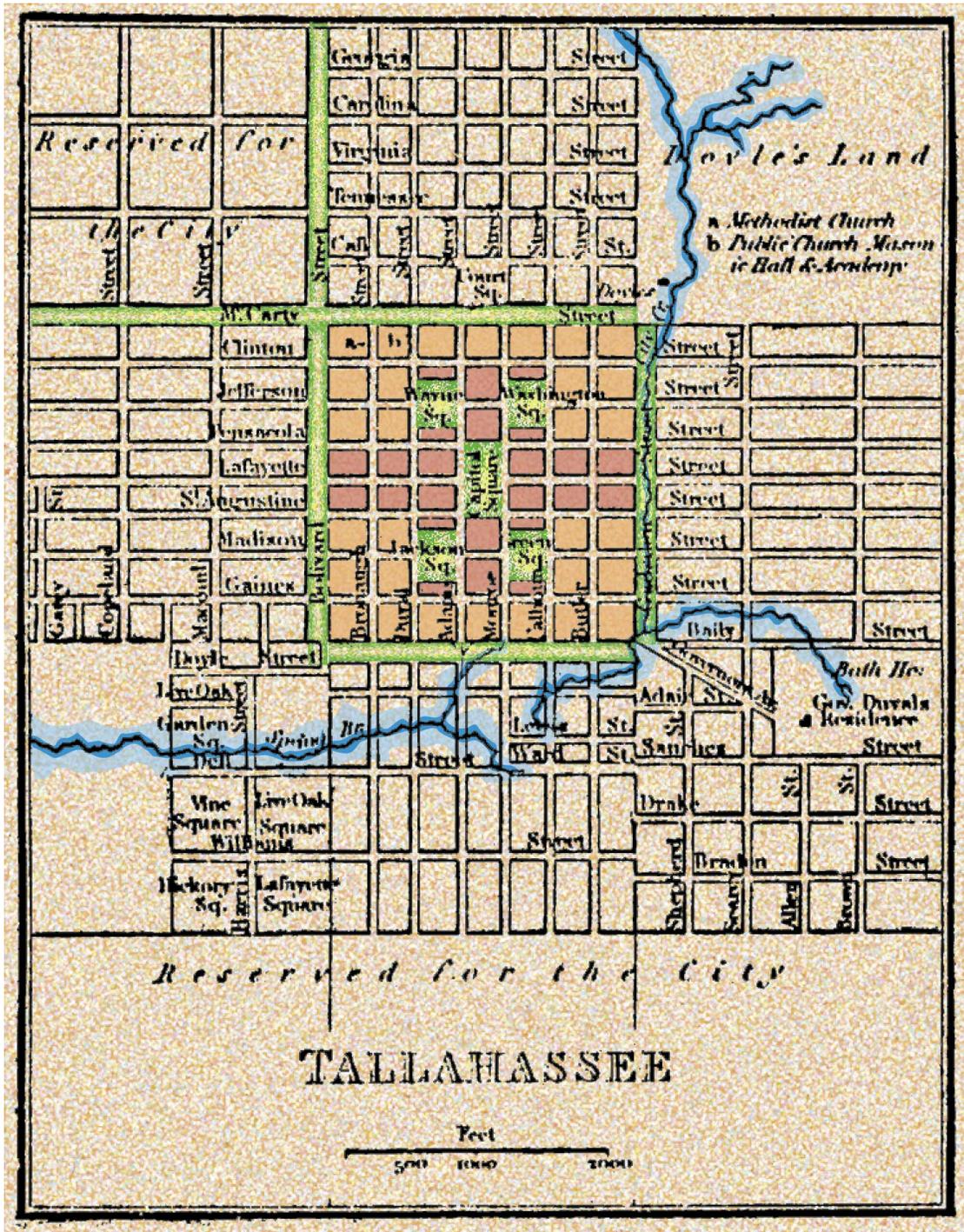


1885 Capitol Building



1885 Birds Eye View

Figure 11: Historical Plan



The Redevelopment Plan aims to achieve a close resemblance to the old historical plan via the open space park systems and the Cascades.

VII. The Environment & Recreation

The hilly topography and urban development have combined to cause several environmental problems in the downtown area including flooding and ground water contamination. The Cascades drainage basin located in the southeast section of the City provides an example of these conditions. Projects described in the Blueprint 2000 Plan address many of these environmental problems while providing open space and recreational amenities for area residents and visitors. Concepts proposed in the Downtown Redevelopment Plan provide additional means to address stormwater runoff and associated pollution discharge through the recycling of urban land. An overlying intent of this Plan is to improve environmental conditions, whenever possible, and increase recreational opportunities through the redevelopment process.



Cascades Park Greenspace

Objective Statement:

The Redevelopment Agency, through policy decisions and supplemental budgets, will support efforts to clean the environment and provide recreational amenities for the community.

Action Strategies

Potential Environmental and Recreation strategies include:

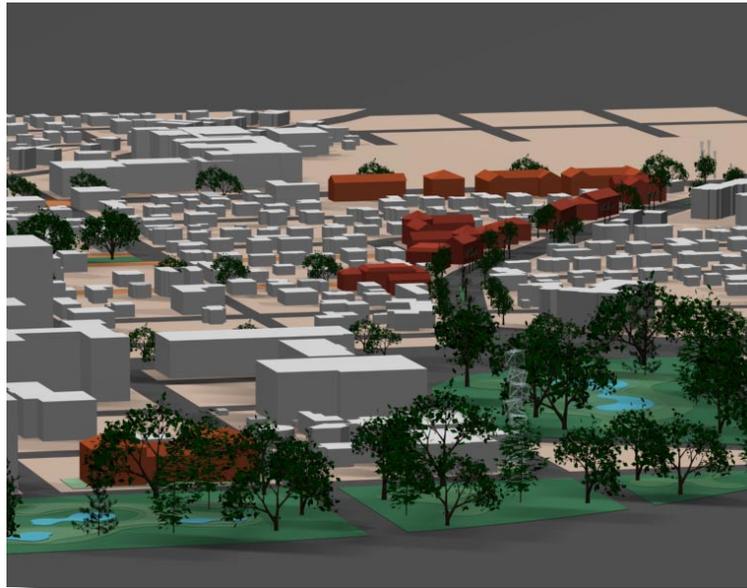
- Work with the Stormwater Utility Department, Blueprint 2000 and the North Florida Water Management District to devise strategies for improving regional stormwater conveyance and retention capabilities.
- Support capital improvements, when feasible, through supplemental budgets for infrastructure located within the redevelopment area.
- Support projects and programs contained in the Tallahassee/Leon County Bicycle and Pedestrian Master Plan and the Greenways and Trails Master Plan.
- Similarly adopt and support appropriate elements of the Cascade Sector Planning initiative.
- Reduce impervious surfaces and/or provide



Historical Cascades

stormwater treatment by recycling urban lands through redevelopment projects.

- Investigate expanding the City's Street Canopy Protection Ordinance to the downtown redevelopment area to protect and enhance the vegetative canopy to reduce sediment loading in runoff during storm events.
- Support combined government effort for the environmental clean up of the Centennial Park brownfield site and consider providing Agency resources to effort if current resources prove to be insufficient.
- Support the expansion of recreational amenities in the downtown district
- Investigate the existence and use of parks and recreation facilities to ensure adequate facilities exist, especially in residential areas where children reside.



Three Dimensional Model of Existing Cascades Park

Figure 12: Cascade Greenway



Plan showing Franklin Boulevard to the Cascades Park

The Cascade Greenway Concept shows the reintroduction of historic water features providing treatment for stormwater and new activities including expansion of the Korean War Memorial and the celebration of Meridian Point.



Korean War Memorial



Meridian Point



Birds Eye View of the Park



Section through Korean War Memorial

VIII. Streetscapes / Gateways / Open Spaces & Trails

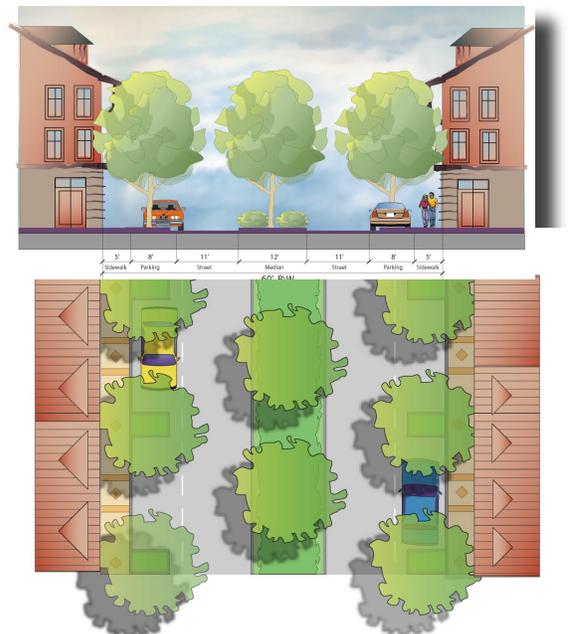
Existing tree canopy and streetscape elements soften the negative features of the urban environment by providing an opportunity to establish a quality pedestrian atmosphere, which translates into increased economic activity and higher real estate values. The Redevelopment Plan recommends an overall streetscape improvement program along the primary and secondary roadways in the redevelopment area. Streetscapes on these roadways are designed to soften the appearance of older physically declining areas, and provide visual continuity and improved pedestrian connection for the various activity centers described in the Plan. Whenever possible, an increase in the overall available pedestrian space, such as sidewalks, public plazas and open space, will be used to facilitate this goal. Effective design of the streetscape system will dramatically improve the aesthetics of the community and establish a more attractive investment image to the private sector.

In addition to streetscapes, the downtown redevelopment area contains several opportunities for the creation of entranceways, or gateways into the downtown and the historic neighborhoods. Gateway features strengthen the sense of identity for the community signifying the arrival to, and distinguishing the difference between, the various commercial centers and residential areas in the community. Projects involving directional signage, monumentation, lighting and landscaping are typical elements of gateway features. It should be noted that many of the appropriate gateway locations for the southern and western entrances to the downtown are within the boundaries of the Tallahassee Community Redevelopment Area (also known as the Greater Frenchtown/Southside Redevelopment Area). The Agency should work to coordinate the streetscape improvements in that district to include appropriate gateway features.

The Redevelopment Plan recommends development of an enhanced and unified identity for the Downtown area. To accomplish this, the Agency should establish consistency in public space and public right-of-way development while strengthening the identity of the various districts that will be established as a result of this plan. The Agency can pursue the opportunity to create a linear park and trail aligned in a north/south direction establishing a critical pedestrian link between the primary activity centers in the



Proposal for Primary Streetscape



Proposal for Secondary Streetscape

downtown. Extension of the park concept will enable completion of a distinct pedestrian trail connecting Park Avenue to the north, Franklin Boulevard to the east and Gaines Street and Madison Street to the south. Combined with other proposed streetscape improvements, the Redevelopment Agency will be able to establish an attractive pedestrian grid system for the downtown area. Upgrading this linear park with improvements similar to those found in the Chain of Parks along Park Avenue would provide a venue for festivals, art shows, and similar attractions.

Gateways and streetscapes are often used to establish a theme that can vary for the different areas of town, causing focus on the unique aspects of the various districts. Such design elements can be used to distinguish between areas such as, the Universities and Stadiums, Civic Center and Performing Arts Center, Gaines Street and the Cultural Arts District, Capitol Center and museums, Downtown Hospitality District, and the Cascades, Veterans Memorial, and Heritage Trail Systems. These themes can then be built upon and used for promotional brochures and directional information for motorists, pedestrians, bicyclists, and patrons of the trolley system.

Figure 13 proposes a streetscape system based on a hierarchy of streets; primary, secondary and tertiary, and Figure 14 shows the open space network connections.

Figure 13: Streetscape System

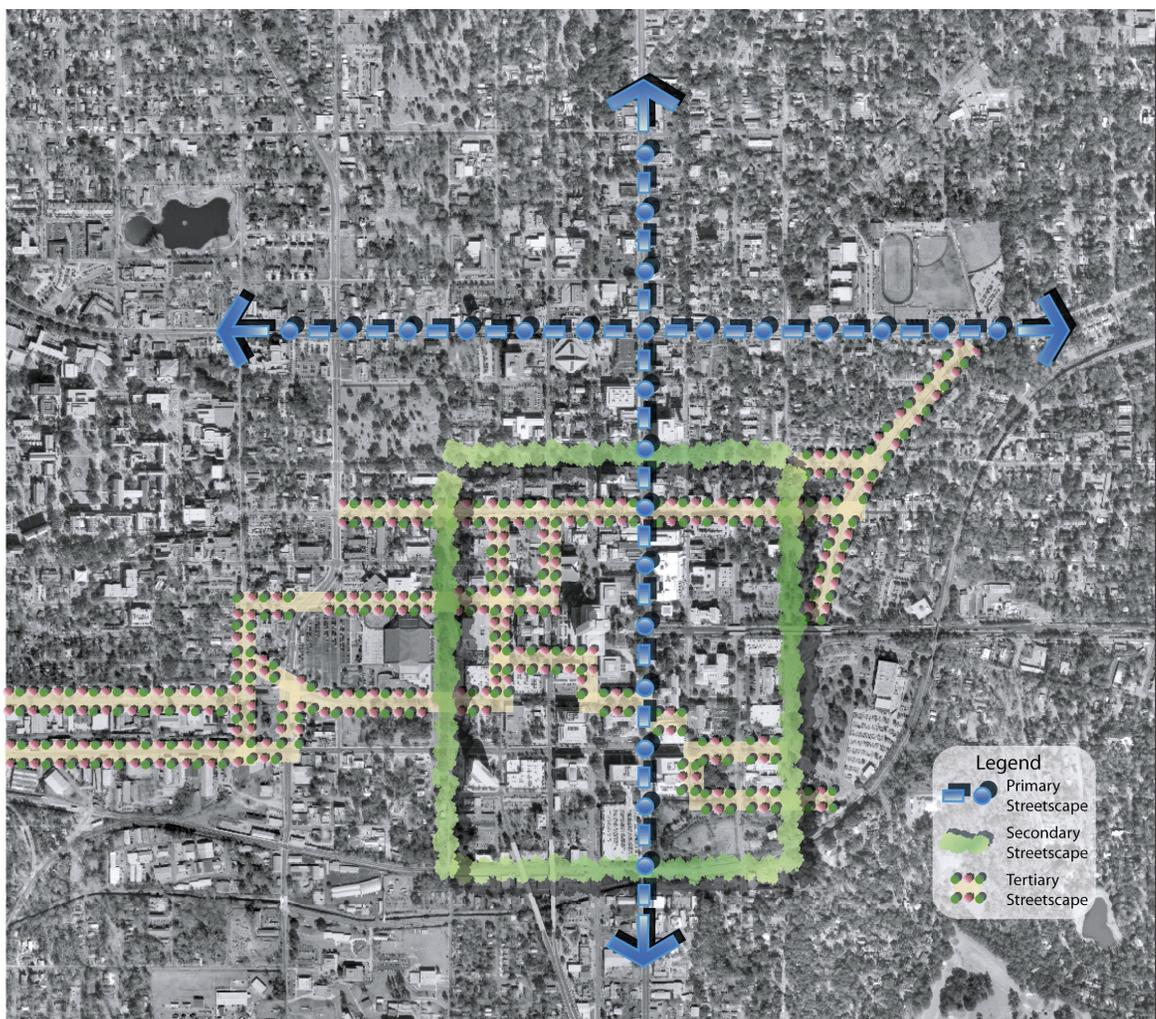


Figure 14: Urban Open Space Network

