

MAY, 2003

TICPD
Tallahassee-Leon County
Planning Department



TABLE OF CONTENTS

Background

South Monroe Sector Boundary
Introduction to the South Monroe Sector Plan
History of the South Monroe Sector
Existing Land Use of the South Monroe Sector
Demographics of the South Monroe Sector
Public Safety
Governmental Initiatives

Guiding Principles of the South Monroe Steering Committee

Recommended Strategies

Elements

Image
Stormwater
Economic Development
Land Use
Government Programs
Urban Design
Capital Improvements

Appendix

Relationship of the South Monroe Sector with the
Tallahassee-Leon County Comprehensive Plan
Parking Study
South Monroe Map Series



Introduction to the South Monroe Sector Plan

Property owners, residents, business owners or concerned citizens in the South Monroe area, understand the struggles in the Southside. Investment has not occurred to the level seen in other areas of our community. Infrastructure has deteriorated and small businesses have struggled. Yet, the South Monroe area is central to our community. South Monroe and South Adams are gateways into the heart of our City. Florida A&M and Downtown overlooks the general area and strong neighborhoods still remain providing an anchor to this portion of our community.

What has been missing for this area? One answer is a central vision for the Southside to support. South Monroe does not have a focus for its future, but this may soon change.



Guiding Principles of the South Monroe Steering Committee

“As the South Monroe Street Steering Committee, we present this document of the principles behind our work on the South Monroe Street Sector Plan, because while we may have been ignorant of the principles of good ecological planning in earlier days on South Monroe, today we have no reason for such lack of foresight. This document is a statement of principle to guide growth in accordance with holistic ecological planning in the South Monroe Sector. ”

Nancy McGrath, Chair
South Monroe Street Steering Committee

INTRODUCTION

Ecological planning is the intersection of three overarching planning goals – Equity, Economic Prosperity, and Ecological Integrity. To the extent that an action, decision, development, or plan integrates these three goals, it represents “good” ecological planning.

The underlying principle for the entire framework is Sustainability, which is described and defined on the next pages. The Committee also provides, goals and principles associated with sustainability, based on the compilation of other literature. These are intended to provide the reader with an understanding of sustainability on a personal level, in terms of the benefits of sustainable development and the problems with un-sustainable development. The balance of the paper is a description of the three principles of economic prosperity, equity, and ecological integrity and how these principles fit into the South Monroe Street planning process.

Many of these principles will not seem terribly new or unusual to the reader, though hopefully they will provide a new perspective on the way our cities are designed, built, and inhabited. In that spirit, this document is offered as a compass for guiding continuing development in the South Monroe Sector.



SUSTAINABILITY

"A sustainable society is one that satisfies its needs without diminishing the prospects of future generations."
Lester Brown
Founder of World Watch Institute

The committee members selected as their guiding principle the concept of sustainability. This selection means that the members accept without hesitation the concept of balance between equity in its various forms, economic prosperity, and ecological integrity. Figure 1 illustrates this relationship.

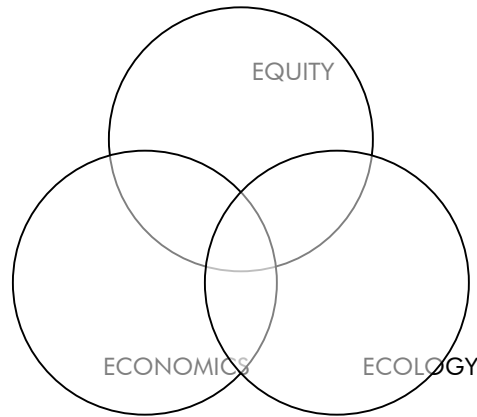


Figure 1: THE CONCEPT OF SUSTAINABILITY (Source: Krizek, 1996)

GOALS

In quest of a new vision for Sustainability, the following goals can serve as guides to our plans for the area (Van der Ryn, 1986).

Goal 1: Economic prosperity

Sustain a healthy economy that grows sufficiently to create meaningful jobs, reduce poverty, and provide the opportunity for a high quality of life for those in our area. This goal encompasses the sustainability principle of Economic Prosperity.

Goal 2: Equity

Ensure that those people in our area have the opportunity to achieve economic, environmental, and social well-being. This goal encompasses the sustainability principle of Equity.

Goal 3: Health and the environment

Ensure that every person enjoys the benefits of clean air, clean water, and a healthy environment at home, at work, and at play. This goal is also helps achieve the Ecological Integrity sustainability principle.



Goal 4: Conservation of nature

Use, conserve, protect, and restore natural resources within the study area that will help ensure long-term social, economic, and environmental benefits for ourselves and future generations. This goal is also helps achieve the Ecological Integrity sustainability principle.

Goal 5: Stewardship

Create a widely held ethic of stewardship that strongly encourages individuals, institutions, and businesses to take full responsibility for the economic, environmental, and social consequences of their actions. This goal is also helps achieve the Ecological Integrity sustainability principle.

How can Sustainability as a concept be realized “on the ground” in our city? The ecological planning principles of Equity, Economic Prosperity, and Ecological Integrity provide markers to point the way to a sustainable city, and they are the implementation of the goals above. In addition, they are also benchmarks for determining the extent to which new planning efforts and developments are ecologically sustainable. The following sections describe these principles.

ECONOMIC PROSPERITY

Human society functions on economics, and American society is built on the principle of free enterprise and capitalism. Good ecological planning recognizes this by providing for healthy economic activity and striving for the goal of economic prosperity. Here are some of the ways that the principle of Economic Prosperity can be integrated into the South Monroe Sector Plan:

- Tout this area as the small business center for this bioregion based upon the model developed on E.F. Schumacher’s model, “Small is Beautiful”. Smallness is most likely to be efficient, creative, enjoyable, and enduring. Smallness is wisdom gathered from historical experiences. Smallness allows the creativity of the entrepreneur to be recognized and rewarded. Smallness allows the profit gained to remain in our community. Smallness conserves resources. Smallness builds pride, which permeates the community and gives it a distinctive positive image.
- Reuse existing structures to prevent over-consumption of precious resources. Generally, older structures possess unique architectural features missing in modern ones.
- Plan for mixed uses, as a diversity of businesses types increases economic strength.
- Design streets with handsome streetscapes that set the mood for shoppers as well as provide the stage for shops, stores, restaurants, brake shops, etc.
- Use the “LEED” (Leadership in Energy and Environmental Design) checklist, as appropriate, as a guide for the construction of infill development in the sector from the U.S. Green Building Council.
- Build comfortable bus stops in appropriate locations as an amenity for shoppers.
- Use alternative materials rather than bituminous pavement to reduce heat islands and levels of ozone throughout the study area.
- Maximize use of existing infrastructures where possible that do not distract from the appearance of the area.
- Encourage the buy local habit.
- Use recycled local materials wherever possible.
- Encourage designers and builders who specialize in retrofitting buildings to undertake a project as an illustration of what can be done to improve the image within the study area.



- Create specialized set of guidelines that are germane to the conditions existing in the study area for:
 - retrofitting existing buildings
 - building new buildings
 - for enhancing existing vegetation or for restoring vegetation.
 - Offer incentives for upgrading the physical appearance of buildings and sites.

EQUITY

The term “equity” has several meanings and contexts. We speak of real estate equity in a house or land transaction, for instance, and equity among human relationships. In the context of Urban Ecology, “Equity” has four flavors – economic, resource, environmental, and social.

Economic Equity

Who shares the costs of providing a sustainable urban environment? Costs should be distributed in a fair and equitable manner.

Example 1: **Recommendation 3 under Objective 1.4** in the South Monroe Sector Plan (draft) calls for strategies to increase home ownership in the sector and identify improvement grants to help residents repair their homes

Example 2: In a South Monroe context, the cost of implementing the Sector Plan should not fall disproportionately upon small business owners, such as asking a barely surviving entrepreneur to invest heavily in “beautification” of deteriorated facilities. Costs must be shared, and goals must be set that are equitable to everyone.

Resource Equity

Everyone should have equal access to a quality environment; in other words, why are the nice parks and beautiful streets located elsewhere than on South Monroe? Resource equity is the principle that we should use urban development to provide access to a natural environment to all citizens, not just the rich.

Example 1: **Recommendation 3 under Objective 3.5** in the South Monroe Sector Plan (draft) calls for a Lake Ella style park at Orange and Meridian to provide needed stormwater capacity as well as amenity for the Southside.

Example 2: In a South Monroe context, if we incorporate nature back into the urban setting, we will be providing resource equity to the individuals who live and work in this area. **Recommendation 3 under Objective 3.1** in the South Monroe Sector Plan calls for an Arboretum. (An arboretum is a sort of “garden” displaying and explaining the various species of plant life in an area, often accompanied by museum displays about the culture of the area. Arboreta tend to be carefully landscaped and are generally regarded as high-quality, low-impact amenities appropriate to urban areas.) The arboretum would provide a natural setting and possible amenity for South Monroe.

Environmental Equity

If you take it away, you must put it back somewhere else. This is the principle that we disturb natural systems at our own peril, and good planning includes minimizing and mitigating our impacts on the environment.

Example 1: **Objective 2.1 of the Draft Sector Plan** recommends restoring wetland systems, where appropriate, to address flooding in the Sector. This restores natural areas while providing needed stormwater capacity.



Example 2: The Arboretum, identified above, could incorporate a wetland as part of its design.

Social Equity

Cities have an impact on the natural ecology, but cities are essentially social creations for human beings. The principle of social equity recognizes this implicitly. The network of social interactions is a vital part of urban ecology. We can address these interactions in terms of relationships. Here are two types of relationships, but the list is a sample, not a universe. You can probably think of many more examples.

Example 1: Generational relationships. **Objective 3.4 of the Draft Sector Plan** includes recommendations for establishing neighborhood centers to provide services to children and the elderly, such as locations for paying utility bills and finding recreation. Objective 3.5 recommends that Orange Avenue be constructed to be safe for all modes of transportation, including pedestrians, which addresses the fact that children and the elderly are excluded from transportation when we plan only for the automobile.

Example 2: Cultural relationships. Natural environments thrive on diversity. “Mono-cultures” that are highly adapted to narrow ecological niches are often decimated by a change in the environment. Cultures that are diverse have multiple options for responding to change. Change is coming (hopefully) to South Monroe Street, renewing the cultural activities that once occurred in this area. Good urban ecology, through the concept of social equity, encourages us to plan for a diverse community of cultures that can respond to change in unique and useful ways, bringing new customers and employees, more money, and a vibrant social life to the area. This translates into land use design by encouraging, for instance, a mix of housing types and seeking out land uses that provide opportunities for social interaction. In the **Draft Sector Plan**, for instance, **Objective 1.2** recommends creating planned seasonal events in the community to develop awareness of the community by the residents as well as the entire region.

ECOLOGICAL INTEGRITY

The third inter-related principle of ecological planning is Ecological Integrity – the health and well-being of our natural environmental systems. Five major principles create the guidelines necessary for planning and designing ecologically (after Van der Ryn, 1986). They are as follows :

Principle one: SOLUTIONS GROW FROM PLACE

- Through sensitivity to their living places, humans CAN inhabit an area without destroying that area’s nature.
- Allow participants to become partners with their environment in order that their activities will do no harm to the area.
- Knowing the nature of the place informs the participants with increased understanding and hopefully with a sense of care in its use.
- Maintaining a mental sense of place is psychologically essential to good health.
- In the South Monroe context, this principle means recognizing the natural processes at work (including those that have been interrupted) in order to accommodate these processes and capitalize on them as distinctive features of the area.



Principle two: KNOWING THE ENVIRONMENTAL IMPACTS OF DECISIONS DETERMINES THE ECOLOGICAL POSSIBILITIES OF THE PLAN AND DESIGN

- Quantitative understanding of ecological processes prevents overburdening nature's carrying capacity.
- Components for accounting include but are not limited by the following:
 1. Watershed configuration
 2. Annual rainfall
 3. Weather patterns
 4. Soil characteristics and composition
 5. Topography (slopes and features)
 6. Airshed
 7. Plant communities and vegetation types
 8. Land cover
 9. Water (wet-intermittent-dry)
 10. Climate
 11. Stage of succession, and
 12. Seasonal changes.
- In the South Monroe context, we must use these accounting principles to fit our urban development into the natural processes as much as possible. For example, there are native trees and plant species that help filter pollutants from urban and automobile run-off. These plants can be incorporated into local development and designs.

Principle three: DESIGN WITH NATURE

- By working with nature we engage rather than deplete its resources; and, in turn, we become more attuned to the nuances of nature's processes.
- Making the natural cycles visible brings the designed environment back to life and enlivens the participants in the process.
- Effective design helps us inform ourselves of our place within nature.
- Each ecosystem and sub-ecosystem can form an identifiable unique community.
- Prevents flooding.
- Keeps air clean.
- Aesthetics provided by nature sustains good psychological health.
- Increased efficiency in human activities is possible without harming the environment.
- In the South Monroe context, we must take the accounting information from the previous step and design our urban form in harmony with it. For instance, our choice of landscaping plants and designs, our treatment of stormwater runoff, and our building architecture could include native plant species, mimic wetland functions (or ideally preserve existing wetlands to perform their function) and orient to current climatic conditions.

Principle four: EVERYONE IS A DESIGNER

- As people work together to heal their place, they also heal themselves.
- Participating creates vested interest in a place along with a desire to care for it.
- Humans by nature are creators and require outlets for their creativity.
- Humans were and still are co-evolutionists with nature and can quickly regain the knowledge nature offers and did offer to their ancestors centuries ago.



- In the South Monroe context, this means that we need to involve the community in the planning process and identify the natural features and process that are important to the people who live and work in the area, in order to incorporate those features and processes. In fact, these very people can design the city they wish to live in.

Principle five: MAKE NATURE VISIBLE

- Nature's processes can continue to function in concert with and adjacent to human activities.
- Eliminates pollutants, e.g. air pollution, water pollution, etc.
- Provides for the individual a heightened use of one's senses aroused by color, shape, motion, light, smell, sound, touch, and kinesthesia (sensation of bodily position, presence or movement resulting chiefly from stimulation of sensory nerve endings in muscles).
- Provides emotional satisfaction.
- Brings new depths to everyday experiences.
- Provides landmarks or edges or identifiable districts.
- Provides pleasant energizing views and vistas.
- In the South Monroe context, this could mean incorporating native species and processes into the landscaping and urban design of the area.



CONCLUSION

Ecological Planning is not a new concept. For centuries humans have practiced good ecological planning, such as building homes from local materials that provide protection from specific local hazards like sun or rain, and using designs that are appropriate to the climate (such as the airy windows and shady, oversized eaves of the pre-air-conditioned South). Unfortunately, in our cities we have also often ignored good ecological planning, giving rise to un-healthy, unsanitary conditions, as in industrial towns at the turn of the last century. We no longer want for light and air in our cities, but we face new health risks associated with sedentary lifestyles, air and water pollution, soil loss and pollution, and social isolation and division. South Monroe Street suffers from all of these problems and more. As we strive to create a better future in this part of Tallahassee, the Ecological Planning principles described here can bring our efforts back into harmony with Mother Nature and with Human Nature.

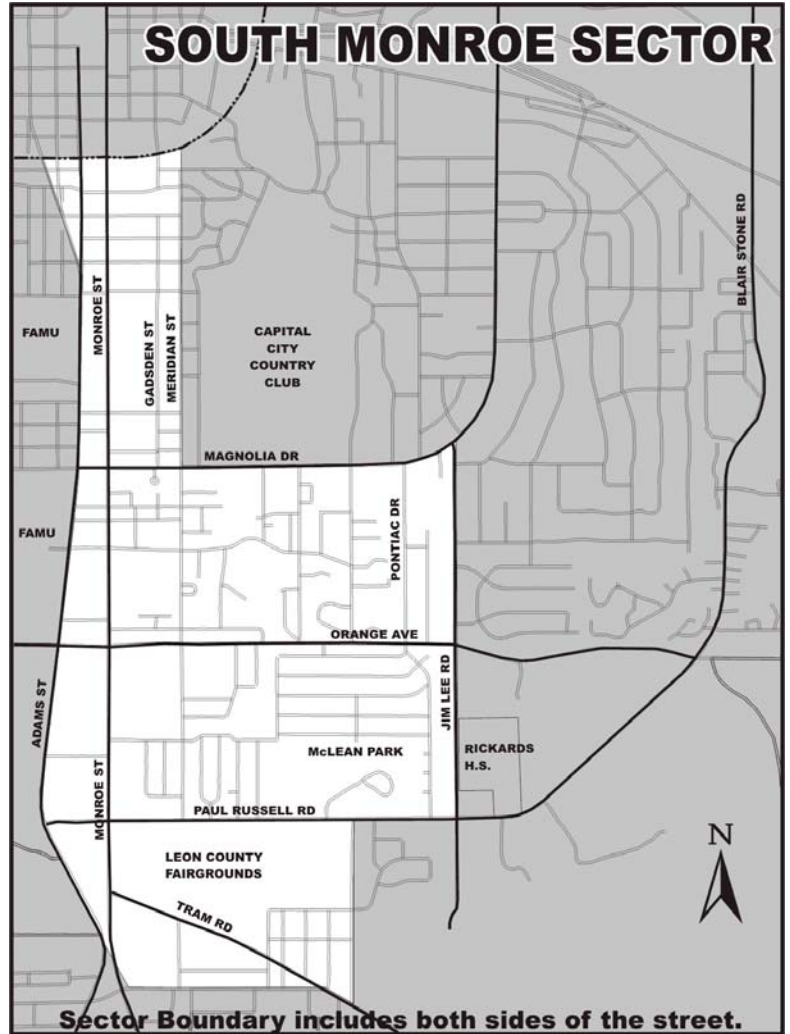
WORKS CITED

- Duany, Andres, Elizabeth Plater-Zyberk, and Jeff Speck. Suburban Nation: The Rise of Sprawl and the Decline of the American Dream. North Point Press. 2001.
- Krizek, Kevin J. and Joe Power. A Planner's Guide to Sustainable Development. American Planning Association Planners Advisory Service 467. 1996.
- Shumaker, E.F. Small is Beautiful. Harper & Row: New York. 1973.
- Van der Ryn, Sim and Stuart Cowan. Ecological Design. Island Press: Washington DC. 1986.



South Monroe Sector Boundary

The South Monroe Sector includes 1,198 acres and is generally bounded by the Seaboard Railroad right-of-way to the north, Adams Street to the west, Gaile Avenue to the south and Meridian/Jim Lee road to the east. The specific boundaries are identified on the map above. Within the boundary are varied areas from proximity to Downtown to edges of the community. From fairly affluent neighborhoods to some of the most economically challenged. The Sector is bounded by the Downtown/Capital Center, Florida A&M University, Myers Park and the North Florida Fairgrounds. All of these areas play a major role in the rejuvenation of the area.





City Commission Direction

On April 11, 2001, the City Commission selected the South Monroe sector out of three recommended areas to be the City's first sector plan. The Commission directed the Planning Department to initiate this sector plan and provided funding to complete this task. The purpose of this sector plan, titled "Picturing the Future of South Monroe" is to bring this diverse community together to provide direct input on shaping the future redevelopment of Tallahassee's Southside over the next 20 years, and beyond. Sector planning allows a specific geographic area to be developed in a way that enhances its own unique characteristics.

In order to complete this task, the Planning Department has been working with Southside organizations and has hosted a community workshop to determine the area's needs. The first community workshop on November 3, 2001 was held to determine the need for the following: support for existing and future businesses, residential areas, parks and landscaping, community facilities, a supporting transportation system, and the protection of natural and historical resources.

Results from the First Community Workshop

At the beginning of the November 3rd workshop, people were asked to identify the problems and issues in the South Monroe area. After discussion, they were asked to prioritize the problems with a "dot vote" exercise. During the mapping session, they were asked to address these priority problems for specific locations.

The priority problems were:

1. Image
2. Streetscape (trees, design, signs, slow traffic)
3. Safe, attractive, walkable places
4. Appearance of neighborhoods at entrances





Preferred Solutions

There was strong consensus for solutions to 1) improve the image of the sector by creating destination points and integrate the corridor with the downtown, Florida A&M and the surrounding neighborhoods, 2) establish a desirable streetscape by adding sidewalks and trees, urban design, slowing traffic, and identifying safe areas for pedestrian cross walks on the major roadways within the sector (Monroe, Adams, Orange, and Paul Russell), and 3) improve the appearance of the businesses and neighborhoods. All of these recommendations attempted to address the perception of South Monroe as the other side of the tracks. The package of potential solutions meets these requirements and is described in more detail on the concept map.

The following summarizes the solutions from the first workshop:

Image

- Establish a walkable community with streetscape (landscaping and sidewalks) especially along major roadways. Maintain private and public property including stormwater ponds and removal of fences around ponds

Streetscape

- Improve walkability of sector including sidewalks, landscaping (trees and planters), use of transit, design, signage and slowing traffic.

Appearance of Neighborhoods

- Improve the appearance and entrances to the South Monroe area neighborhoods.

Business

- Establish destination points within the South Monroe sector by revitalizing businesses and shopping centers
- Establish funding sources to assist businesses
- Enhance the area's position as a location for trade services and small businesses



Regulation

- Analyze codes to identify impediments to redevelopment
- Identify government funding sources and incentives
- Coordinate with City, County, State and Federal agencies for investment in South Monroe

Security

- Address Trouble Spots in South Monroe area through additional patrols and increased lighting
- Eliminate symbols of crime such as razor wire around properties

Transit

- Improve transit service in the Sector including the construction of a transit transfer stations with sidewalk connections

Flooding

- Make stormwater areas more "people areas" (parks, fountains, attractive)
- Fix Flooding

Fairgrounds

- Integrate the North Florida Fairgrounds with the surrounding area either through relocation and development of a mixed use community or improving the use and look of the site





Recommended Improvements - South Monroe Sector Plan

Recommended Improvements from the First Workshop

Streetscape

Improve walkability of sector by including sidewalks, landscaping (trees and planters), transit improvements, design requirements and signage, and by slowing traffic. Improvements recommended along both sides of Monroe, Adams, Magnolia, Paul Russell and Orange Avenue.

Monroe / Adams

Create a gateway entrance on each end of Monroe / Adams Streets and encourage aggregation of like businesses into cohesive districts. Focus Monroe and Adams Streets into Districts with a Beginning, Middle and End from the railroad tracks to Orange Avenue. Develop central parking lots and stormwater facilities with pocket parks along the corridor. Also, encourage the construction of an employment center such as office uses in the corridor.

A. Bridge/Cascades Improvements

Make the railroad bridge and the restoration of Cascades Park an attractive entrance into the sector. Renovate the railroad bridge by improving (e.g., build new bridge or paint bridge with mural/façade) or relocating the bridge.

B. Restaurant District

From the Bridge to Palmer Avenue establish a restaurant district. Route the downtown trolley at lunch into this district.

C. FAMU Entrance and Antique/Service District

From Palmer Avenue to Magnolia Drive establish an entrance to Florida A&M on Monroe and Adams Street. Encourage uses in this area that complement the university, including street vending with awnings. Other recommended districts include an Antique District and Service District.

D. Shopping Centers

Redevelop the two shopping centers as a major destination center for the Southside; providing a mix of uses including restaurants, entertainment and other services.

E. North Florida Fairgrounds

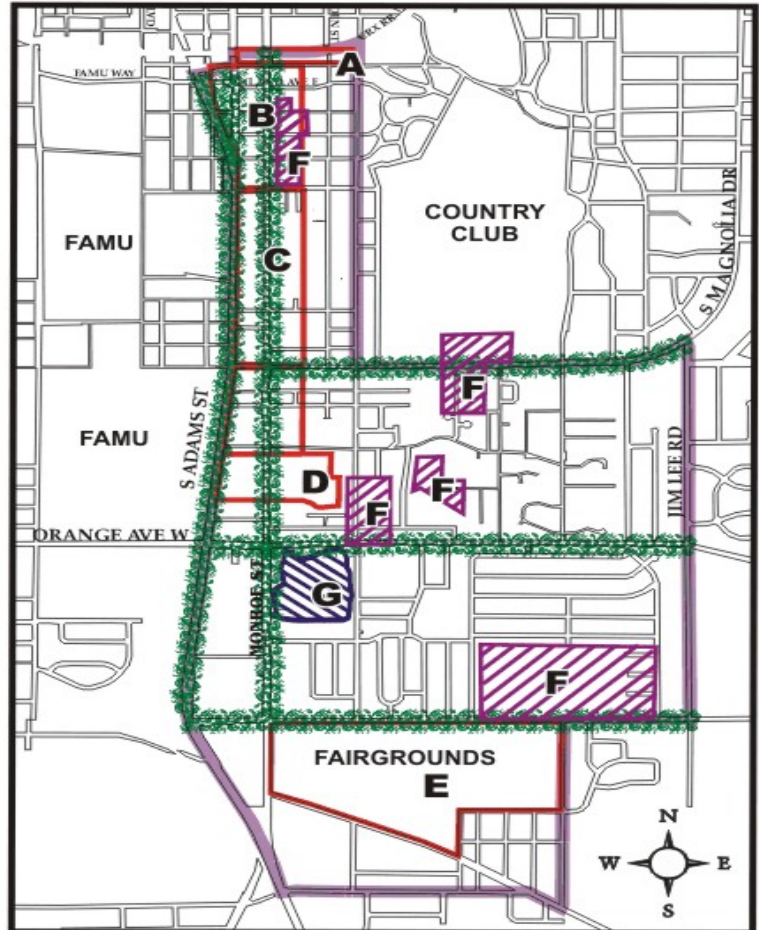
Improve the integration of the North Florida Fairgrounds with the surrounding area through: 1) moving the Fairgrounds to a different relocation and establishing a mixed use project with housing, employment and retail; or 2) improving the use and look of the fairgrounds to make the facility a year round facility for the area.

F. Security

Areas recommended for security improvements to address criminal issues and increase lighting and patrols.

G. Stormwater Park

Location of recommended stormwater park for providing recreation and stormwater capacity along the corridor.



Legend

- Sector Boundary
- Streetscape Improvements
- Stormwater Lake
- Security Improvements



The South Monroe Steering Committee

On December 12, 2001, the City Commission created the South Monroe Steering Committee. This Committee was established as the official advisory board to the City Commission pertaining to the South Monroe Sector Plan to make recommendations concerning the development of the South Monroe Sector Plan and ultimately the revitalization of the South Monroe Area. The Committee was comprised of representatives of the stakeholders in the Sector, including Florida A&M, property owners, business associations, and neighborhood associations. The Planning Department provided staff support for the Committee and coordinated the involvement of other City Departments as well as County and State agencies.

Establishing the Steering Committee was critical for this sector plan process. A manageable group representative of the area was needed to identify issues and solutions. In addition, an established Committee helped ensure conformity in the development of the Plan.

Thus, the Committee had the following characteristics:

- Advisory – the Committee made recommendations to the City Commission concerning the development of the South Monroe Sector Plan
- Representative – the Committee represented various interests in the South Monroe Sector
- Manageable – the Committee membership was limited to allow for discussion and to have the ability to work through issues and grow together while understanding the various perspectives

The following individuals served on the South Monroe Steering Committee: Nancy McGrath (Southside Business Association), Al Trull (Myers Park Neighborhood Association), DeWayne Carver (North Florida Commuter Services), Mary Travis (South City Neighborhood Association), Perry West (Apalachee Ridge Neighborhood Association), Grant Gelhardt (Indianhead/Lehigh Acres Neighborhood Association), Terrence Hinson (Capital City Chamber of Commerce), Ron Beckey (North Florida Fair Association), Sam Houston (Florida A&M University), Tommy Stigar (Southside Coalition of Neighborhood Assoc.), Mike Chavez (Capital City Bank), Amy Peebles (Talcor) and Kim Williams (Marpan).



South Monroe Steering Committee Schedule

Beginning in January 2002, the Committee met at least twice per month. All meetings were open to the public. Below are the meetings and topics discussed by the Committee:

Meeting Topics

- Introductory issues for the Committee to consider including drafting by laws
- The Image of the Sector including current conditions and recommendations to improve the image of this area.
- Stormwater and flooding issues in the Sector including current conditions and recommendations to manage stormwater.
- Economic development conditions in the Sector. Real Estate Research Consultants presented their preliminary findings to the Committee
- Land Use strategy for the Sector including a presentation of existing conditions and a discussion of proposed districts within the Sector
- Governmental programs including code enforcement, code revisions, police and economic development
- Capital improvements in the sector including sidewalks and intersection upgrades

Additional Community Workshops

Three additional Community Workshops were held as part of this sector planning effort. These workshops are summarized below:

2nd Community Workshop – Present the Strategies

On January 30th, 2003 the Planning Department hosted the 2nd Community Workshop. This workshop included a presentation of the Steering Committee's draft recommended strategies for community input. The strategies favorably received by the community.

3rd Community Workshop – Design Charrette

On March 3rd and 5th, the Planning Department along with the design firm Ivey Harris and Walls conducted a design charrette for the South Monroe Sector. The design charrette focused upon four areas of the sector. Those areas were the Towne South and Southside Shopping Centers, the Gateway Area adjacent to the CSX Railroad, the Monroe-Adams corridor and the area of Transition between Myers Park and Monroe Street. The results of the charrette are included in the Appendix.



4th Community Workshop – Present the Sector Plan

This workshop will be the final community workshop and an opportunity to look at the final plan and provide comment.

Public Involvement

The general public had many avenues to become involved in this exciting project. Before the Sector Plan officially began, the Planning Department participated in introductory meetings with various stakeholders within the South Monroe Sector. The Community Workshops and Steering Committee meetings mentioned above were open to the public and provided an opportunity for anyone to stay informed and to speak out about the direction of the project. The Planning Department also maintained a web site during this project to keep citizens aware of developments. On the web site the public could look at maps of the Sector and current and historic pictures of the area. A monthly e-mail was also sent to all interested parties to also keep the public aware of any developments and to keep people aware of any changes on the website. The web site address is:

www.talgov.com/citytlh/planning/cmplan/sector/smsector.html





History of the South Monroe Sector

The South Monroe area has played an important role in the development of Tallahassee. The northern edge of the Sector was the location of the Cascades, a waterfall that is believed to have helped establish Tallahassee as the capital of Florida. The original plat of Tallahassee, the original meridian marker and the De Soto Christmas encampment are also within walking distance of this area.

At the turn of the century, this area became home to Centennial Field, a baseball park used for many community events. The field was used for minor league baseball, community dinners and high school football. This area was also greatly influenced by the railroad tracks and the industrial developments that were located along the tracks including the City's coal plant and landfill. The area began to grow with residential developments, restaurants, automobile services and other businesses in the 30's and 40's. This Sector also became home to the North Florida Fairgrounds. The development of the Sector is identified below.

Twenties - Forties

In the twenties little development had occurred in the City of Tallahassee in the Southside of town with the exception of the Myers Park area and the Country Club. However, the 30's and 40's was the beginning of the development of the South Monroe Sector. At this time residential development was occurring in the FAMU and South Bronough neighborhoods, along Gaile Avenue and Campbell Park and pockets of development in the South City area.

Commercial development was also occurring along Monroe and Adams Streets. In 1940 along Monroe Street from the railroad tracks south to just past Oakland Street the following stores were located: Tallahassee Bowling Center, Green Derby Restaurant, High Hat Sandwich Shop, Maner Auto Repair, W.M. Kelly Filling Station, Coastal Service Station, Barry's Grocery, Middle Florida Ice Company and Rocco Pipe and Supply Company at the end of South Monroe Street. The Silver Slipper Restaurant also started in this decade along South Adams Street.

Fifties

In the Fifties additional development occurred in the Sector. Residential development was at its peak during this decade with the development of the Lehigh Acres and Apalachee Ridge Estates subdivisions. These projects were developed as typical post World War II suburban developments with curvilinear streets and single use development. It is by this decade that most of the residential units were developed in this Sector.



Commercial development was also expanding rapidly during this decade. During the 50's various businesses were still located along the corridor including Messer Furniture Company, Capital City Bakeries, Wilkinson Groceries, the Silver Slipper, the Green Derby, Old South Drive-In Restaurant and Faivers Drive-In. During this decade you also saw an expansion of automobile uses and industrial companies with 18 new automobile related businesses opened between 1940 and 1950 along Monroe and Adams. Automobile related businesses include repair, auto sales and filling stations. Some of the businesses located in the corridor at this time included Dean Motors, Capital Lincoln Mercury Autos, Rockwell Motors and Maner Garage.

Sixties

During the sixties much of the major residential development was already underway or completed in the Sector. The commercial development was continuing to expand along the Adams and Monroe corridors. Some of the businesses along the corridor included B&W Fruit Market, Maner's Garage, Nick's and Winn Dixie Groceries. Most of the Sector was developed by this time.

Seventies till Today

In the 70's the most drastic change in the Sector was the development of the Southside Shopping Center. This shopping center was followed with the Towne South Shopping Center. Since this time the most recent changes have been seen along the very southern portion of the Sector with the development of two apartment complexes, a new shopping center along Paul Russell Road and South Monroe Street and fast food establishment at the corner of Orange Avenue and South Monroe Street.

Today the neighborhoods within the sector include Myers Park, South Bronough, FAMU, South City, Apalachee Ridge, and Lehigh Acres. Approximately 5,000 people currently reside in the sector.



Existing Land Use of the South Monroe Sector

As stated earlier, the South Monroe sector is approximately 1200 acres with 5,000 residents. This area’s existing land use pattern is composed of neighborhood areas connected by a series of commercial corridors. The area is also dominated by public uses including Florida A&M, the Country Club, public schools, the North Florida Fairgrounds and Jack McLean Park. The existing land use map for the area is identified on the next page.

Below is a Table identifying the land uses within the Sector by type and acreage. According to the table below, close to half of the area is in residential use with the majority in single family use. The second largest category is vacant land with 19% of the area identified as vacant. This does not include the areas that are vacant businesses or are underdeveloped. The next category is open space, which is mostly the fairgrounds and Jack McLean Park. The remaining portion composes 20% of the sector. This includes retail use (7%), office (3%), warehouse (4%), government (3%), education (1%) and religious (2%).

Regarding vacant land, since this existing land use map was developed, some of these lands have been developed. These include student housing projects along Adams and Monroe Streets and other projects. In addition, some of this area is not developable due to low lying areas or severe grades.

For the retail uses available, many of these uses are automobile related. Many of these uses are small repair shops, car lots or similar uses. The retail establishments suffer from inadequate parking or other obstacles limiting the potential of the business.

Year 2000 Existing Land Use Calculation for Sector Area

Land Use	Acreage	%
Single-Family	334 acres	34%
Multi-Family	89 acres	9%
Retail	72 acres	7%
Office	25 acres	3%
Warehouse	44 acres	4%
Government Operation	34 acres	3%
Education	9 acres	1%
Open Space/Historical	178 acres	18%
Religious/Non-Profit	17 acres	2%
Vacant	186 acres	19%
Total	988 acres	100%
Public Right of Way	210 acres	



Demographics of the South Monroe Sector

The South Monroe area is 1,198 acres and 5,012 people currently reside in the sector. The sector is almost 70% minority with 37% owning their homes. Almost 10% of the population is unemployed. It is centrally located adjacent to the Downtown and the Capital complex, the heart of the City. This area is also in walking distance of Florida A&M and very stable neighborhoods. Below is a comparison of Year 2000 Census Demographics.

Comparison of Year 2000 Census Demographics

	<u>South Monroe Street Sector</u>	<u>City of Tallahassee</u>	<u>Leon County</u>
Total Population	5,185	150,624	239,452
White	22.8%	60.4%	66.4%
Black	74.4%	34.2%	29.1%
Other	1.2%	3.7%	3.0%
Two or More Races	1.6%	1.7%	1.5%
Under 5 years of age	10.6%	5.2%	5.7%
5 – 17	24.4%	12.2%	15.6%
18 – 24	17.7%	29.7%	21.4%
25 – 44	26.6%	27.8%	28.9%
45 – 64	13.9%	16.8%	20.1%
65 years of age or older	6.8%	8.2%	8.3%
Number of Households	1,724	63,217	96,521
Number of Families	1,144	29,462	54,305
Percentage of Households that are Families	66.4%	46.6%	56.3%
Percentage of Families w/Children under 18	62.4%	46.8%	49.2%
Percentage of Families w/Children under 18 with a Married-Couple as Head of Household	27.5%	56.9%	65.0%
Percentage of Families w/Children under 18 with a Single Female as Head of Household	67.2%	36.9%	29.0%
Percentage of Families w/Children under 18 with a Single Male as Head of Household	5.3%	6.2%	6.0%
	100.0%	100.0%	100.0%
Housing Vacancy	10.6%	7.6%	7.2%
Percent of Homes that are Owner-Occupied	37.3%	43.8%	57.0%
Percent of Homes that are Renter-Occupied	62.7%	56.2%	43.0%



PUBLIC SAFETY

Public safety is a major issue in the revitalization of the South Monroe Sector. While there is a perception that the South Monroe Sector is a high crime area, statistics show that this perception is not entirely correct. The South Monroe Sector does have a higher than average percentage of crime versus other portions of the city, but is not considered a high crime area as identified on Figure 1. The highest crime areas of the city are located in and around Downtown and Florida State University. The majority of the criminal offenses within the South Monroe Sector occur north of Orange Avenue, along South Monroe Street, South Adams Street, Meridian Street and Country Club Drive as identified on Figure 2.

South Monroe, like most of the City, has seen a decrease in crime over the last three years. On average, crime rates have dropped 0.26% each year. If this trend continues over the next 5 years, the crime rate in the South Monroe Sector will reach a low of 6.36% of the city's total crime. The Tallahassee Police Department and Leon County Sheriff's Office attribute these reductions in crime to the community policing efforts implemented by the respective departments. The Government Programs Element details the programs that the Police Department and Sheriff's Office participate in and implement within the South Monroe Sector Area.



Table: Crime Within the South Monroe Sector

Occurrences of Crime (1999-2001)	South Monroe Sector Area	City of Tallahassee	Percent of City of Tallahassee
Violent Crimes	1,324	15,683	8.44%
Burglaries	2,074	33,832	6.13%
Sex Crimes	64	857	7.47%
Other Crimes	1,173	14,633	8.02%
Total Crimes	4,635	65,005	7.52%

Source: Tallahassee Police Department



Even though the South Monroe Sector is not considered one of the highest crime areas in the City, statistics demonstrate a reason for continued crime prevention activities in the region. First, when comparing crime to population, the South Monroe Sector’s total crime is double that of the population. The table above shows that less than 8 percent of total crime in the City of Tallahassee occurred within the South Monroe Sector, while only 4 percent of the City’s population lives in the sector. Secondly, when comparing crime to acreage, the South Monroe Sector’s crime per acre rate is much higher than the City’s average. The South Monroe Sector has 3.87 crimes per acre versus 1.18 for the City of Tallahassee.

A concern raised by citizens in the 1st Community Workshop was the perception of crime in South Monroe and its contribution toward a negative image in the area. The main example given was businesses and other uses surrounded by chain link fences and topped with barbed wire. With the amount of fencing in the area, citizens assumed that South Monroe has a major problem with commercial and automotive burglary. According to the crime rates identified below, South Monroe does have a significant share of the commercial and automotive burglary in the City. Thus, it is understandable that business owners would use security measures such as fencing to deter crime.

Table: Commercial and Automobile Crime Within the South Monroe Sector

Occurrences of Crime (1999-2001)	South Monroe Sector Area	City of Tallahassee	Percent of City of Tallahassee
Automotive Theft	159	1,995	13%
Automotive Burglaries	263	5,378	20%
Commercial Burglaries	118	1,337	11%
Total Crimes Listed	540	8,710	16%

Source: Tallahassee Police Department



Based upon the figures identified above, any measures taken to minimize the perception of crime will need to be balanced with efforts to secure the properties in South Monroe. For example, in order to convince business owners of the importance of eliminating the use of barbed wire fencing will need to be replaced with an adequate crime prevention measure.

In conclusion, the crime statistics provide mixed results for the South Monroe Sector. First, the data demonstrates that the Sector is not one of the highest crime areas in the City. The higher crime locations include and surround Downtown and Florida State University. These areas contain the most densely populated areas in Tallahassee and provide more opportunities for criminal activity. However, the statistics also demonstrate that the South Monroe Sector has crime rates much higher than the City average for crimes per acre and almost double the amount of total crime compared to population. The community perception is that South Monroe is unsafe partially because of the security fencing around businesses. In order to reduce this perception, crime and the use of security fencing will have to be minimized while maintaining a strong sense of security for the area. Thus, residents and businesses must be able to improve the image of South Monroe through minimizing the use of security fencing and other perceptions of crime, without jeopardizing needed security.



Governmental Initiatives

Government initiatives are projected to have a dramatic effect on this area. The northern boundary may be rejuvenated through the Blueprint 2000 initiative to provide a green corridor along the Cascades Park area. This project would link with the Gaines Street Revitalization project and help revitalize the southern boundaries of Downtown. This project would also help address the flooding problems along South Monroe and South Adams Streets. The Gaines Street Revitalization project is demonstrating that the southside is an area appropriate for reinvestment. The success of this project may help spur further investment in the southside. The recent abolishment of the Capital Center Planning Commission may help direct the further intensification of the Capital Center, which has historically been limited to primarily government uses. The Southern Strategy effort is another initiative to help revitalize the Southern section of the community by directing jobs and redevelopment to these areas, which have been historically overlooked. The area is also within the Central City boundary, which seeks to redevelop the urban core of the City of Tallahassee. Other initiatives include the Myers Park Historic District, the gateway program seeking to beautify and landscape Monroe and Adams Streets, the widening of Orange Avenue, the Apalachee Ridge neighborhood project and the potential development of the Fairgrounds. The State of Florida is also having a strong effect on this area. The expansion of Florida A&M will increase the population of students, faculty and employees in the southside. The development of Southwood and the Capital City Office Center will also increase the amount of traffic through the area.





Recommended Strategies

Image

Objective 1.1:

Improve the Appearance of the Railroad Tracks

The railroad tracks are a major symbol in the sector that contributes to the negative image. Improvements to the bridge could help demonstrate that positive changes are happening in the Southside. The following recommendations work toward this objective:

Recommendations:

- Improve the bridge with a low maintenance facade or landscaping treatment with adequate maintenance
- Coordinate any bridge improvements with the ongoing efforts of Blueprint 2000 to renovate Cascades Park and the Franklin Branch
- Reconstruct the bridge to celebrate it as a gateway into the downtown and the South Monroe sector.



Objective 1.2:

Create Destination Points in the Sector

As stated previously, for the South Monroe sector, “there is no there, there”. The sector should become a place for people to gather whether it is the surrounding neighborhoods, office workers on their lunch hour, FAMU students, or the community as a whole. Historically, community events have occurred in this sector, and this image should be resurrected. The following recommendations work toward this objective:

Recommendations:

- Assign a unique name or names for the area based on community suggestions (e.g., So Mo)
- Create planned seasonal events in the community that will help to develop awareness of the area for both residents of the sector, as well as the region (e.g., oyster festival, soap box derby races, car shows)
- Direct new investment into the South Monroe Sector consistent with the strategies developed for each land use district.
- Improve the connections to the Downtown, FAMU and surrounding areas. Work with the institutions and businesses and identify ways to meet the demand for facilities and services in the sector. For example, adding a community grocery store to serve



FAMU and Myers Park or adding office space to serve FAMU.

Objective 1.3:

Design and Maintain the South Monroe Sector for the Automobile and Pedestrian

Much of the South Monroe sector was developed without adequately addressing the automobile or the pedestrian. Parking is a problem throughout the sector in the commercial core and pedestrians are impacted by the lack of sidewalks or amenities to make the area desirable. In addition, due to the age of the sector, building maintenance is an immediate issue. Improved maintenance of private and public buildings would improve the image of the area and be cost-effective. The following recommendations are proposed:

Recommendations:

- Create an outreach program with businesses in the sector, the City, and other private/public organizations to help beautify South Monroe. This could include recommending South Monroe sector for the next Arbor Day location
- Create development standards that encourage traditional or urban development patterns in the sector especially in those districts planned for higher intensities and densities.
- Make streetscape improvements in conjunction with the land uses planned. Identify recommended locations for crosswalks and style of crosswalks or stamping of roadway, location and type of street trees, landscaping medians, sidewalk retrofit, strategies to reduce roadway noise, utility renovations and other improvements in conjunction with the themes/districts planned for the sector and the parking plan
- Identify strategies to better locate utility poles and lines in the sector, including considering underground placement in certain locations and eliminating utility poles in the sidewalks
- Develop incentives for storefront beautification in focused areas
- Have a clean up day – paint, pressure wash, landscape.
- Close the open ditches in the sector considering community safety and transit needs.





Objective 1.4:

Improve Housing Conditions in the South Monroe Sector

Revitalizing South Monroe includes repopulating the area. Improvements are needed to help people consider this area as home. The following improvements are recommended:

Recommendations:

- Increase population in the sector with special consideration given to groups desiring to live in an urban area such as students, retirees and families without children. Also, identify strategies to encourage families to stay in, or return to, the sector.
- Identify strategies to avoid displacement of individuals in the sector
- Increase homeownership in the sector and identify home improvement grants and other strategies to help residents
- Improve the housing conditions in the sector including apartments and single family homes that have gone into disrepair
- Encourage a variety of housing types and prices in the sector





Flooding

Objective 2.1:

Address Flooding Concerns in Sector

Recommendations:

- Support the completion of the Tartary Drive, St. Augustine Branch and Orange Avenue projects
- Conduct a public meeting for all of the stormwater projects in the South Monroe Sector to provide an opportunity for area residents to understand the type of stormwater projects proposed for the sector and to better understand the realistic results of the improvements. The meeting would include representatives from the State, the City (Stormwater, Streets and Drainage and Planning), the County and Blueprint 2000.
- Encourage meaningful discussions with the community prior to completing any major stormwater facility within the sector.
- Monitor the progress of the improvements and if necessary, lobby for additional studies if the proposed projects do not adequately address the flooding issues
- Restore floodplain systems in the City, specifically the St. Augustine Branch as part of the Cascades improvement and the East Branch as part of a future project. The Committee believes instead of heavily investing in engineering solutions to change the course of nature, flood-prone areas should be reconstructed in a way that allows flooding to occur and incorporates this flooding as a landscape feature. The common example in Tallahassee is Lake Ella, but there are opportunities on South Monroe Street to improve upon the Lake Ella model. The St. Augustine Branch (including the proposed arboretum) could be constructed as a joint use area incorporating the flood-prone areas on that end of the sector. On the south end of the sector, a water feature could be constructed in conjunction with the Towne South shopping center to reduce flooding. This project would restore some of the natural ecological function of the area while at the same time reducing the costly flooding situations that plague South Monroe Street. Developing the flood-prone areas, as an arboretum and a park would provide an amenity to southside residents.
- Consider the realities of budget constraints with any new facility. Active park facilities require more





maintenance. Less maintenance intensive uses such as passive walking trails could be more cost efficient.

- Given the size of the East Branch Basin, solutions must include a combination of options including encouraging land uses that are compatible with intermittent flooding, restoring the natural floodplain to minimize intensive infrastructure and as appropriate building central stormwater facilities. Solutions should also be coordinated with the overall stormwater planning and prioritization of projects already conducted by the City Stormwater Department unless otherwise directed.
- Direct new development along the East Branch to be consistent with intermittent flooding or pursue government purchase of these lands to be used as urban greenways and passive recreational areas.

Objective 2.2:

Make Stormwater Facilities Community Amenities

Recommendations:

- Develop a pattern book of stormwater facilities to provide a realistic expectation of the look of the facility while ensuring the facilities are economical.
- Develop new facilities based upon the pattern book.



- Enter into an agreement with other government agencies to enhance unattractive facilities
- Develop prototypes for stormwater facilities to address both the need for stormwater facilities and community amenities; develop design book for stormwater facilities

Objective 2.3:

Stormwater and Redevelopment

Recommendations:

- When redevelopment is being proposed for the sector then the City should cooperate with the private sector to identify regional stormwater facilities to maximize land for development.



Land Use

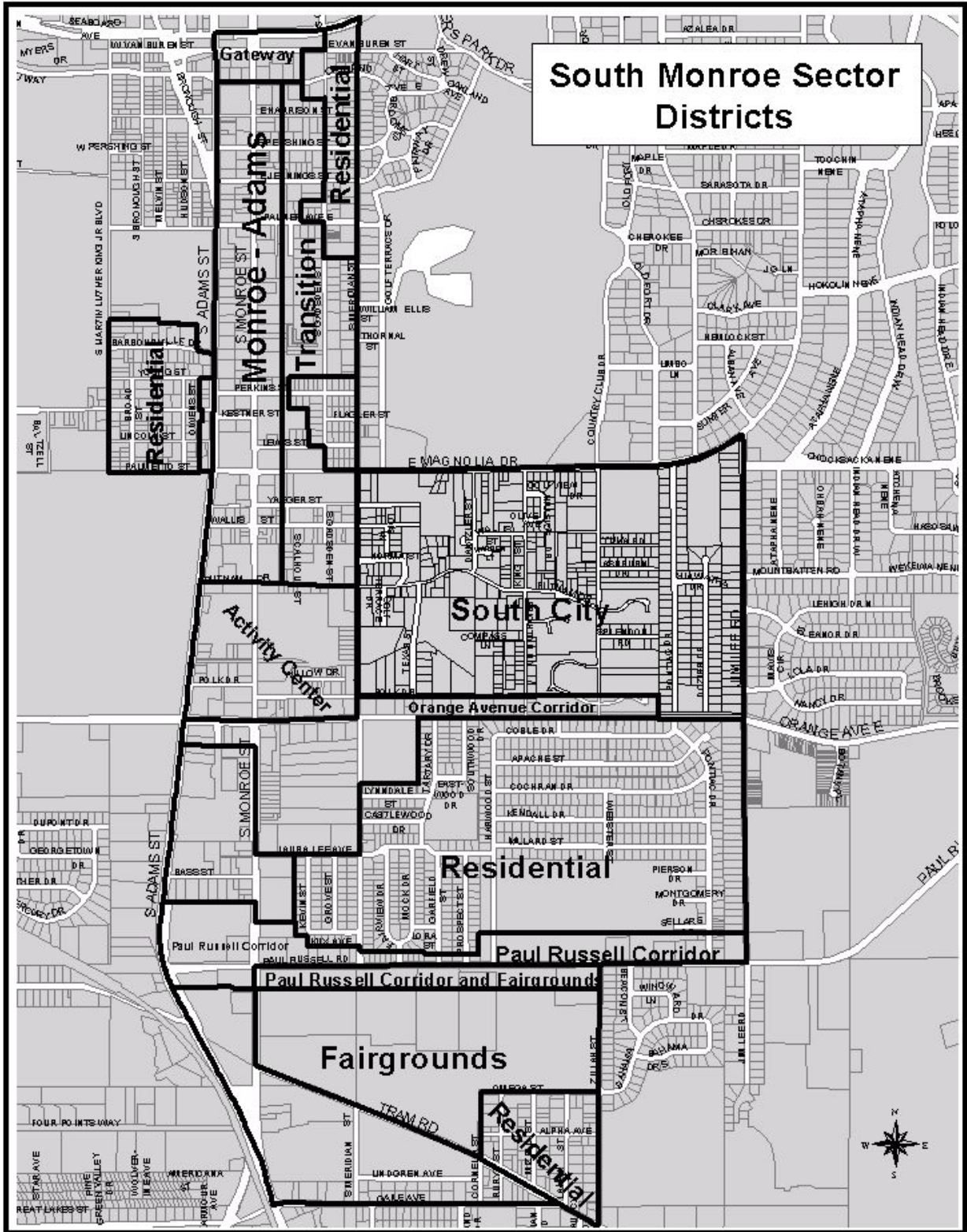


FIGURE 3.0



Objective 3.1:

Gateway District (Fig. 3.1)

Recommendations:

- Improve the railroad bridge. As mentioned in the Image Element, the current railroad bridge contributes to the “other side of the tracks” image of the area. The community recommended changes to the bridge and adding a walking trail above South Monroe as part of the Capital Trail.
- Restore the environmental character of the Cascades with a flowing St. Augustine Branch with aquatic/native plants. The Committee also proposes grassland plantings over the clay liner above the old City landfill.
- Add recreational uses adjacent to the Cascades including the restoration of Centennial Field and an arboretum to attract visitors to the area. The arboretum would serve as a recreational/educational area where people could learn about plants and the environment. The facility would also need to be coordinated with Florida A&M and Leon County.
- Expand the Downtown trolley route to help people travel from the Downtown to the corridor. A concept plan of this recommended gateway is attached in the appendix.

Objective 3.2:

Monroe – Adams District (Fig. 3.2)

Recommendations:

- A single mixed-use district for the Monroe-Adams District that would permit retail, service and university uses similar to the current Central Urban zoning.
- It is not appropriate, at this time, to prohibit approved land uses in the corridor. Prior to any regulatory changes, strong market research is necessary to demonstrate a demand for such proposed uses. If a land use change is recommended, then a PELUC should be offered to existing businesses so they may rebuild or expand.
- It is very important to support existing businesses and new development in the area whether it be automobile-related, student, retail or restaurant businesses as well as student housing.



- Instead of prohibiting land uses, strategies should improve the look of businesses in the area focusing on sidewalks, landscaping, parking, renovation and outdoor storage. They are as follows:
 - Landscaping** – require landscaping, especially in the front and near the street, but if few options then place landscaping along the side. Also, median plantings where adequate room is available and improved signage.
 - Sidewalks** – build comfortable wide sidewalks, and crosswalks, with buffering from the street and parking areas with landscaping or small walls
 - Parking** – encourage on-street parking and parking pods (small parking areas) to maximize available parking
 - Buffer** – buffer unsightly uses from the street with landscaping or fencing such as outdoor storage of materials, stormwater facilities and trash dumpsters
 - Rebuild** - level abandoned buildings along the corridor and rebuild. Also, renovate existing businesses with facades, awnings and paint.
 - Utility lines** – develop strategies to hide the utility poles along the corridor
- Encourage Florida A&M as a potential major source of change in the sector. Encourage the university to increase its presence onto South Monroe through means such as the creation of an eastern gateway to the campus, and adding signage displaying current events at FAMU. Finally, support the development of lands around the campus to meet future needs of the university.

Objective 3.3:

Activity Center (Fig. 3.3)

Recommendations:

- In the short term, work with the owner to establish cosmetic changes to improve the image of the two centers. Especially for the Southside Shopping Center, new façade and landscape renovations would improve its image.
- Improve the pedestrian connections and streetscape along the two centers to create a more attractive unified development node through infrastructure upgrades, signage etc. Identify strategies to integrate



- visually and functionally the two shopping centers. Paving patterns could be added to offer a visual pedestrian connection.
- Add a bus transfer facility in the Activity Center. With the amount of bus traffic in the Southside and this being a major center for the Southside, this project could better integrate resident's shopping and transportation needs.
- Limit excess parking and convert spaces to other uses such as a bus transfer station, green space, or retail.
- The recommended long term vision for this area is a mixed use activity center that provides shopping, retail, employment, entertainment, recreational, transportation and housing opportunities for the Southside. The entire area is envisioned as a unified project with similar signage and building scheme to unify the area. Also, a similar name such as Southside Village is recommended.

Objective 3.4:
South City (Fig. 3.4)

Recommendations:

- Encourage neighborhood-serving uses on the edge of South City including multifamily development similar to what is occurring along South Meridian Street. The neighborhood also envisions storefront businesses such as eateries or day care services along Orange Avenue within walking distance.



- Add an entrance into the neighborhood with a sign and landscaping.
- Improve Code Enforcement either through more resources for enforcement of current regulations or additional standards to address abandoned properties and cars, illegal dumping and vegetation overgrowth.
- Hold absentee landowners responsible for code problems
- Establish a neighborhood center providing services to children and services to the elderly such as a location for paying their utility bills and other services. *(This is already being accomplished through cooperation with the Tallahassee Housing Authority)*
- Increase transit infrastructure in the neighborhood including a Southside Transfer Facility, providing more bus stop shelters and planting shade trees at bus stop areas. Also, improve the distribution of information about programs such as Dial A Ride.
- Increase involvement by the Tallahassee Police Department in the community including enforcing noise laws and increasing lighting. In addition, complete a Crime Prevention through Environmental Design (CPTED) audit of the neighborhood to identify strategies to reduce the risk of criminal activity. Limit excess parking and convert spaces to other uses such as a bus transfer station, green space, or retail.
- The recommended long term vision for this area is a mixed use activity center that provides shopping, retail, employment, entertainment, recreational, transportation and housing opportunities for the Southside. The entire area is envisioned as a unified project with similar signage and building scheme to unify the area. Also, a similar name such as Southside Village is recommended.



Objective 3.5:

Orange Avenue (Fig. 3.5)

Recommendations:

- Ensure that Orange Avenue is safe. This includes keeping the posted and actual speeds slow as the corridor bisects the South City, Apalachee Ridge and Lehigh Acres neighborhoods. The new road should be safe for all modes of transportation including pedestrians, bicyclists and transit. Bus stops should be safe and interesting with adequate shelter and shade trees. The design of Orange Avenue should improve the safety of the road with landscaping, bike lanes, sidewalks and crosswalks including mid-block crossings to emphasize the safety of the pedestrian in the corridor.
- Ensure that Orange Avenue is clean and interesting. Limit land uses on the corridor to businesses that serve the adjacent neighborhoods and are within walking distance to the neighborhood including offices, shops and eateries. Uses such as warehouses and automobile related businesses would be discouraged. The buildings should be oriented to the street with parking in the back or side. Existing businesses along with new businesses should take care of their property with landscaping and other amenities.
- Integrate the County's proposed stormwater facility with the surrounding uses to become an amenity for the Southside. The facility, as planned, will not include playgrounds, benches, picnic tables or bathrooms. The Committee believes this facility has the potential to be a Lake Ella style park and should have such facilities. Surrounding the proposed facility is a school and the proposed Boys and Girls Club. Through redeveloping the surrounding under-utilized parcels (two abandoned gas stations and vacant land) the park could be integrated with Wesson and the Boys and Girls Club. Together these uses provide an opportunity to create a destination center for the Southside that could include all of these uses with visibility from Orange and Monroe streets.



Objective 3.6:

Paul Russell Road and The Fairgrounds (Fig 3.6.1 & 3.6.2)

Recommendations:

- Preserve the residential character of Paul Russell Road.
- Keep the Fairgrounds as they are currently located but improve the exterior of the Fairgrounds including landscaping
- Develop scenarios to improve the integration of the fairgrounds site into the sector at its existing site.

Objective 3.7:

Transition District (Fig. 3.7)

Recommendations:

- Similar to the Monroe-Adams corridor, a single mixed-use designation that would permit retail, service, university and residential uses similar to the current Central Urban zoning. However, prohibit automobile repair uses along Meridian, Gadsden, Yaegar and Wallis Streets due to the character of these areas.
- It is not appropriate, at this time, to prohibit approved land uses in the corridor. Prior to any regulatory changes, strong market research is necessary to demonstrate a demand for such proposed uses. If a land use change is recommended, then a PELUC should be offered to existing businesses so they may rebuild or expand.
- It is very important to support existing businesses and new development in the area whether it be automobile-related, student, retail or restaurant businesses as well as student housing.
- Instead of prohibiting land uses, strategies should improve the look of businesses in the area focusing on sidewalks, landscaping, parking, renovation and outdoor storage. They are as follows:
 - Landscaping** – require landscaping, especially in the front and near the street, but if few options then place landscaping along the side. Also, median plantings where adequate room is available and improved signage.
 - Sidewalks** – build comfortable wide sidewalks, and crosswalks, with buffering from the street and parking areas with landscaping or small walls
 - Parking** – encourage on-street parking and parking pods (small parking areas) to maximize available parking
 - Buffer** – buffer unsightly uses from the street with landscaping or fencing such as outdoor storage of materials, stormwater facilities and trash dumpsters



Rebuild - level abandoned buildings in the District and rebuild. Also, renovate existing businesses with facades, awnings and paint.

Utility lines – develop strategies to hide the utility poles in the District.

Objective 3.8:

Residential District (Fig. 3.8)

Recommendations:

- Areas within the Sector that are stable and exclusively single family residential remain protected from incompatible development. Areas identified to remain exclusively residential are identified below.

Apalachee Ridge

Myers Park

FAMU neighborhood

Campbell Park

Lehigh Acres

Menlo Park

South City (*except for the western edge of the neighborhood along Meridian Street*)

These neighborhoods should also be protected by identifying strategies to address their edges such as the Orange Avenue corridor.



Facilitating Redevelopment (Land Use)

Nearly every area of the sector, except residential districts, is seeking redevelopment. There are many short term and long term decisions that are necessary to redevelop as identified below.

Objective 3.9.1:

Ensure Market for Proposed Development

Recommendations:

Even though new development is considered a need or at least desirable by the community, there must be a market for such additional uses. A market study has already been completed showing that the short-term market is limited. However, this market study was for the entire sector and the study assumes a continuation of existing conditions. If conditions change and investment occurs then these assumptions may be invalid for the long term. Further market study will need to be completed for individual sub-areas to help analyze the potential for success for these uses.

Market changes may need to occur such as increasing populations in and around the sector with adequate disposable income to support additional business. The market study identifies that the two most appropriate land uses for this area are single family residential and multi-family residential. A growing influx of people in the sector can improve the area's ability to support retail and other uses.

Objective 3.9.2:

Address Perception of Contamination

Recommendations:

Typically investment is limited in areas known or perceived to have petroleum contamination or other concerns. South Monroe may be limited by these concerns. To address this issue, local governments in other cases have utilized the Brownfield program as a tool to utilize state and federal funding to off set costs for clean up and to provide incentives for future development. The South Monroe Sector, especially the Adams and Monroe corridors, may be improved through a Brownfield designation. It should be mentioned that this designation might also create some concern from residents and property owners believing this designation gives a stigma to the area.



Objective 3.9.3:

Assemble Parcels

Recommendations:

Urban core areas also suffer from a lack of larger parcels to develop. In much of the sector parcels are an acre or less. These small parcels make unified development in this area very difficult. However, in some cases there are multiple contiguous parcels in single ownership. In addition, there are a few parcels over an acre in size. These issues should be further analyzed.

Objective 3.9.4:

Protect Small Business Opportunities

Recommendations:

The Southside has provided many opportunities for businesses to get their start. It is important for this area to continue to provide these opportunities. The Southside has provided small business and non-franchised businesses an incubator. This should continue.

Objective 3.9.5:

Increase Parking

Recommendations:

Parking in the area is currently adequate for many businesses. However, for much of the sector, this parking is being provided through agreements with adjacent property owners, use of vacant lots, shared parking with adjacent businesses and other strategies. Also, much of the area is in uses that are not major traffic generators such as warehousing, auto repair shops and wholesaling businesses. Many businesses that attract customers such as restaurants and retail businesses are struggling to find adequate parking. Future businesses would require additional parking.



A major barrier to increasing business opportunities in this District appears to be the lack of adequate parking. Potential solutions to this problem could include developing on-street parking along Monroe and Adams and on the side streets or building central parking lots in strategic locations in the District. Some traffic could be diverted through transit and pedestrian traffic but infrastructure would be needed to facilitate these uses.



Objective 3.9.6:

Attract Government Investment

Recommendations:

Significant long-term government investment will be needed to help change the perception of this area into a destination center or a Southside main street. Investment could include the following:

- On-street parking along South Monroe Street and Adams Street and possibly side streets
- Streetscape improvements including lighting, extended sidewalks, landscaping and street furniture
- Intersection improvements to facilitate crossing Monroe and Adams including crosswalks with pavers, pedestrian lights, traffic lights
- Placing utilities underground in certain locations
- Consolidated parking with some municipal parking



Opportunities

Objective 3.10.1:

Short Term Opportunities

Recommendations:

The short-term opportunities in the area will be quick fixes, taking advantage of what is currently in place and to increase awareness for the long-term vision of the area. The short-term opportunities for this Sector are very similar to the redevelopment occurring in Gaines Street with existing storefronts being converted to new uses. This type of redevelopment with some limited City investment may help spur further short-term redevelopment. Short-term projects would include:

- Identifying projects that are quick fixes to the area including maintenance of facilities, landscaping, signage, painting and similar improvements
- Interim intersection improvements to facilitate crossing Monroe and Adams
- Facilitating facade improvements in the area (check if exterior improvements by businesses (new facade) would require interior changes, ADA retrofit or other requirements)
- Enforcing code requirements to improve the look of the sector. Recommend code revisions to provide further direction.
- Establishing development standards to ensure that new construction projects are consistent and compatible with the long-term vision of the area.
- Using development incentives to improve the look of the sector and to attract businesses consistent with the long term vision
- Pursuing assistance from local, state and federal agencies to pursue funding for a Southside main street. Assistance could be Brownfield designation, Enterprise Zone incentives, Community Redevelopment Area funding, Main Street designation and other opportunities.
- Using local government assistance to assemble parcels for development or negotiating parking agreements
- Making code revisions (see Government Programs Element)
- Create a comprehensive parking strategy with property and business owners and the City that will identify recommended solutions such as:
 - Encourage shared parking among businesses



- Clearly designate all parking areas, as well as the location of overflow parking
- Regulate the storage of materials in parking areas in order to maximize all available parking spaces.
- Explore the possibility of increasing the supply of parking through identifying future locations for central parking facilities.
- Identify funding sources for these improvements.



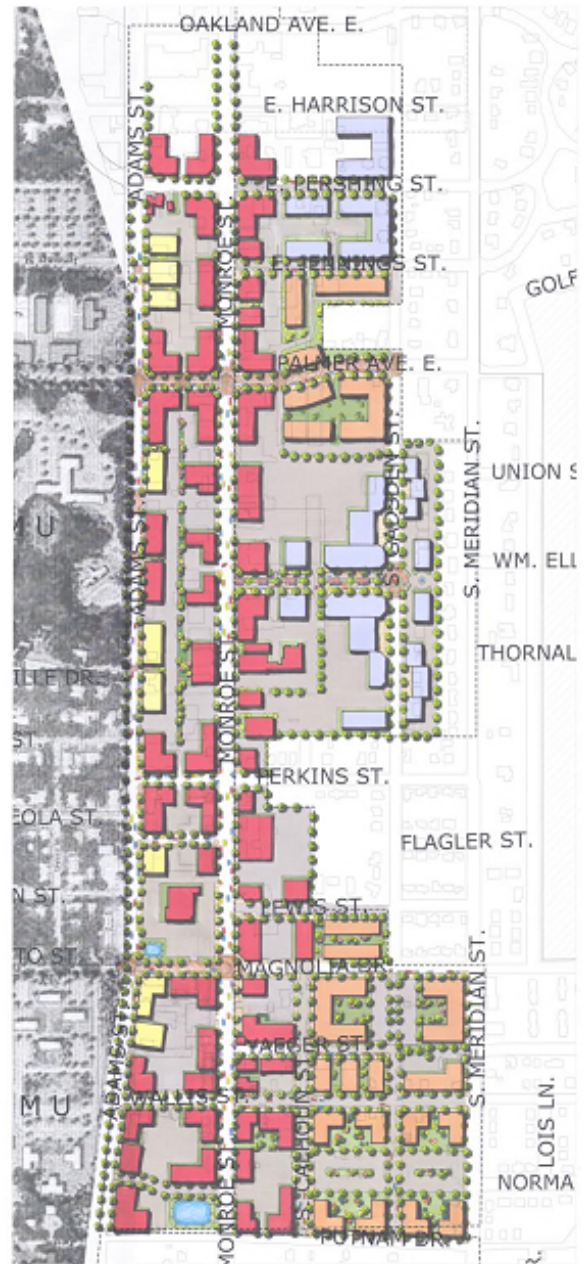
Objective 3.10.2:

Long Term Opportunities

Recommendations:

The longer-term opportunities will require additional public and private investment in the area. An important improvement planned for the Sector is the development of the St. Augustine Branch/Cascades greenway. This project could open the Sector to opportunities for increased development with possibly multi-level structures that permit multifamily residential and office while retaining retail on the first floor. This investment may promote further expansion of the area and possibly an extension of the Downtown south of the railroad tracks. The long-term projects could include:

- The Cascades Park/St. Augustine Branch greenway and stormwater improvements
- On-street parking along South Monroe Street and Adams Street and possibly side streets
- Streetscape improvements including lighting, extended sidewalks, landscaping and street furniture
- Intersection improvements to facilitate crossing Monroe and Adams including crosswalks with pavers, pedestrian lights, traffic lights
- Underground utilities in the retail area
- Consolidated parking with some municipal parking
- Identify alternative means to transport people utilizing all modes of transportation including automobile, bus, bicycle and pedestrian
- Mix the building uses within an area in order to provide an abundance of services to reduce trips.
- Improve pedestrian connections to the Downtown and FAMU area to improve walkability
- Develop shared-parking lots between businesses
- Increase the supply of parking such as creating public parking areas in centralized locations along the corridor.



South Monroe Sector Plan
Tallahassee, Florida
Monroe Adams Corridor & Transition Area



Government Programs

Objective 4.1:

Code Enforcement

Recommendations:

- Create a representative committee of approximately 6 people composed of Southside residents and business owners and staffed by Code Enforcement employees to review the City's code enforcement program and compare the program with other code enforcement programs in the state including Gainesville, Orlando, Jacksonville and Lakeland. The Committee should consider the following in its review:
 1. Procedures for repeat offenders
 2. Solutions to absentee landowners
 3. Creative approaches to notice requirements
 4. Staffing
 5. Abandoned properties and cars, illegal dumping and vegetation overgrowth
- Encourage communities to utilize the Neighborhood and Community Services grant program to provide signs for the neighborhoods.
- Establish an adopt-a-tree program to encourage businesses in the sector to plant trees and other landscaping on their property.
- Revise the Code of Ordinances to effectively regulate commercial businesses, especially those businesses along South Monroe and South Adams. Regulation should focus on storage of materials related to a business. Coordinate with businesses and residents to identify effective but fair provisions to improve the image of South Monroe without unfairly burdening businesses.
- Increase Code Enforcement inspector positions to effectively monitor the sector.
- Focus code enforcement efforts on the South Monroe Sector. Develop sweep programs to focus on the most problematic areas of the sector.
- Coordinate with other City Departments to streamline code enforcement requests and reduce the lag time between code enforcement identifying infractions and appropriate departments responding to these violations.
- Expand the neighborhood scout program in City neighborhoods. This will encourage residents to police themselves prior to any City enforcement actions.

Maintain the sector through enforcement of existing code requirements. Encourage the City to emphasize the South Monroe sector over the next year to enforce existing codes and identify code enforcement problem areas.



Objective 4.2: Public Safety

Recommendations:

- Conduct a safety audit in the Sector including the lighting of the Sector
- Increase police presence especially for those areas identified in the workshop as high crime locations.
- Conduct a comprehensive analysis of fencing in the sector. Coordinate with TPD to review literature to determine the effectiveness of such techniques to protecting property and reducing crime. Develop alternatives to fencing or establishing guidelines for fencing to help provide protection while not perpetuating criminal perceptions in the sector. If fencing is used, encourage decorative or colored fencing (green or black) or other appropriate measures to improve the look of the area. Prohibit or discourage barbed wire and razor wire around properties. Finally, show good examples of fencing in the development review process to encourage quality development.
- Work with TPD to identify and implement improvements to improve safety for the area. Focus on trouble spots (Meridian, McLean Park)
- Reduce the perception of crime by limiting razor wire, barbed wire and similar items in the sector
- Increase lighting in high crime and more dense areas.



Objective 4.3:

Development Issues

Recommendations:

- The following codes should be reviewed, revised or deleted to encourage redevelopment in the South Monroe Sector (*This is limited to the portions of the South Monroe Sector that are currently zoned Central Urban*):
 1. Urban Forest requirement - this has been identified as a possible impediment to infill development. In an urban area, the street is of most importance. The Code should be revised to reconsider the urban forest requirement and require street furniture, planters, landscaping on the street and not interior to the site.
 2. Slope protections – The area between Monroe and Adams south to Putnam Drive should be exempt from the slope requirements similar to the Downtown.
 3. Landscaping/buffering – Revise landscaping, buffering and setback requirements along Monroe and Adams to encourage an urban pattern of development.
 4. Parking standards – Implement parking standards in coordination with other strategies such as on-street parking, centralized parking, shared parking and other modes of transportation to ensure adequate parking is available while not overburdening developable portions of sites.
 5. *Establish urban design standards for the sector such as to require buildings to orient to the street (door opens to the street, windows, street furniture/art) and parking in the back or side. (deferred to the urban design charette)*
- Study the current development review process to identify timeframes that can be reduced in order to shorten the overall review time without compromising necessary protections.

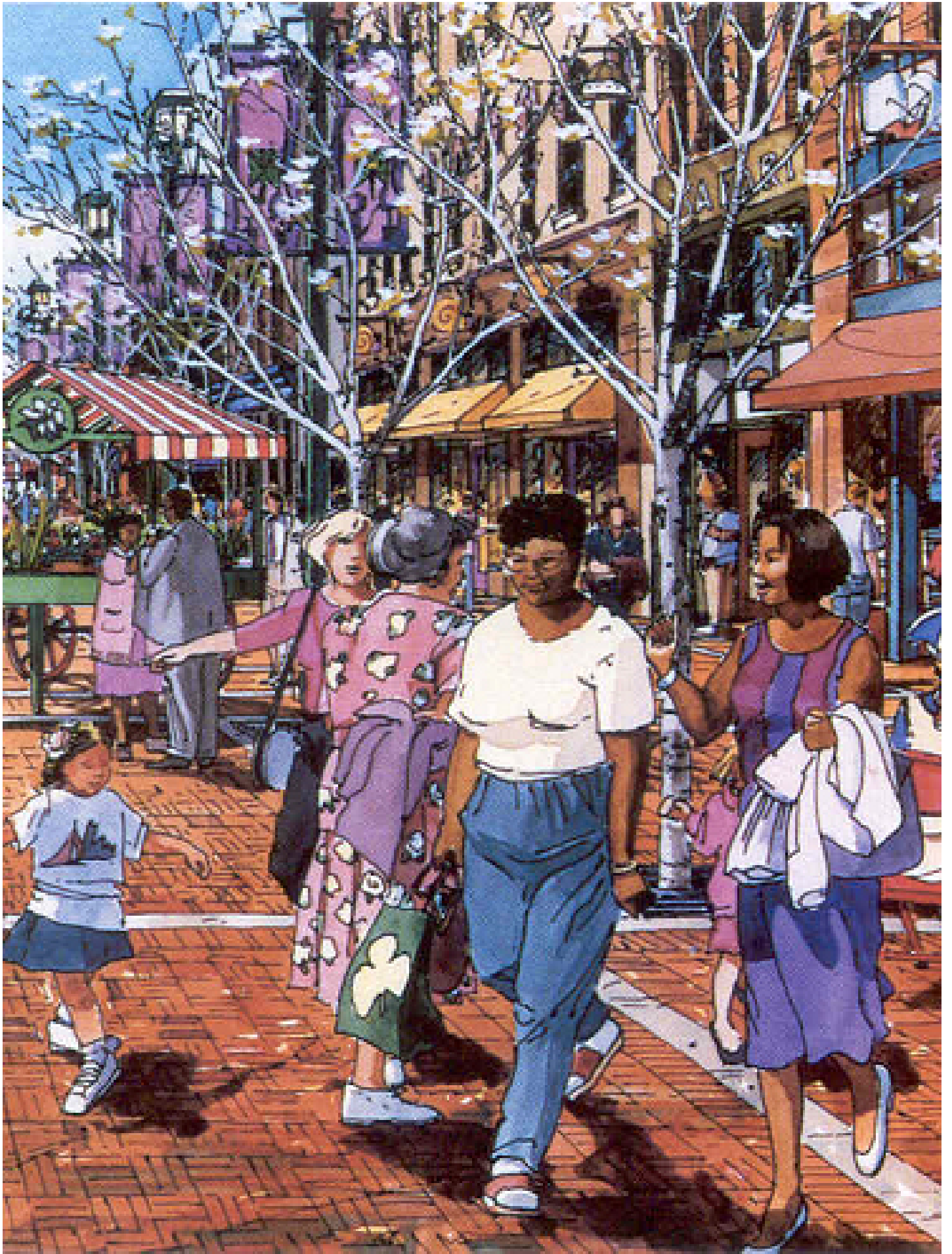


Objective 4.4:

Economic Development

Recommendations:

- Establish a dialogue between the City's Economic Development Department and business representatives for the South Monroe area through a series of facilitated meetings. The purpose of the meetings is to develop economic strategies for the area by first determining what the businesses want to achieve and then to identify tools/resources to implement these goals. Tools/resources could include the following:
 1. Façade renovations
 2. Coordinated sign standards
 3. Code enforcement regulations
 4. Economic incentives
 5. Signage grants or low interest loans
 6. Incentives for building maintenance
 7. Ombudsman services and technical assistance
- Approve the proposed South Monroe Brownfield area (see attached map) as a local brownfield designation for state and possibly federal funding. Utilize this designation to assist any clean up efforts and to provide economic assistance to redevelop or rehabilitate properties in the South Monroe Sector.





Capital Improvements

The following projects are proposed for the South Monroe Sector. The locations of these improvements are identified on the map entitled "South Monroe Sector Proposed Projects."

Each of these proposed projects are not yet funded or even approved by the City Commission. These projects will have to be ultimately approved by the City Commission as part of this sector plan. Even approval of the plan does not mean that any or all of these projects will be built. The projects will then have to compete for funding in the regular budget process of the City unless the City identifies an alternative funding source for these projects.

Objective 5.1:

Project 1 – Streetscape Improvements along Major Roadways in the Sector

Recommendations:

Since the first Community Workshop, stakeholders have recommended streetscape improvements along South Adams and South Monroe Streets, Magnolia Drive and Paul Russell Road. These roads are the Sector's major corridors, yet they suffer from a poor image and inadequate infrastructure to facilitate safe pedestrian movements. Improvements needed include landscaping, streetlights, sidewalk retrofit and removing utility poles out of the sidewalk. The following corridors are recommended for improvement:

- Magnolia Drive (Adams Street to Jim Lee Road)
- Paul Russell Road (Monroe Street to Jim Lee Road)
- South Adams Street (CSX railroad to Paul Russell Road)
- South Monroe Street (CSX railroad to Paul Russell Road)
- South Meridian Street (Van Buren Street to Paul Russell Road)

The recommended investment for sidewalks and bike lanes along Magnolia Drive and Paul Russell Road is estimated at \$ 6,863,200. Consideration of other potential streetscape improvements for these roads will be deferred to the urban design charette. South Adams, South Monroe and South Meridian Streets will also be addressed during the urban design charette.



Objective 5.2:

Project 2 – Build or Repair Sidewalks on Neighborhood Streets
(One Side of Street)

Recommendations:

Since the 1st Community Workshop, citizens expressed concerns about safe places to walk within their neighborhoods. The following sidewalk projects are recommended to address this concern:

- Palmer Avenue (Adams Street to Meridian Street)
- Magnolia Drive (Meridian Street to Jim Lee Road)
- Oakland Avenue (Adams Street to Meridian Street)
- Harrison Street (Adams Street to Meridian Street)
- Pershing Street (Adams Street to Meridian Street)
- Jennings Street (Adams Street to Meridian Street)
- Perkins Street (Adams Street to Meridian Street)
- Gadsden Street (Van Buren Street to Magnolia Drive)
- Gaille Avenue (South Monroe Street to Tram Road)
- Brighton Road (Magnolia Drive to Orange Avenue)
- Laura Lee Road (South Monroe Street to Meridian Street)

The total estimate for proposed neighborhood street improvements is \$ 2,598,400. This does not include Laura Lee Avenue.

Objective 5.3:

Project 3 – Rebuild Neighborhood Streets including Sidewalks,
Curb and Gutter, and Closing Open Ditches

Recommendations:

This project is intended to address sub-standard roads in the sector. These roads are substandard, hazardous and in need of improvement. The following roads are proposed:

- Wallis Street (Adams Street to Meridian Street)
- Putnam Drive (Adams Street to Meridian Street)

The total estimate for proposed sub-standard road improvements is \$ 1,147,600.

Objective 5.4:

Project 4 – Intersection Improvements

Recommendations:

Several intersections along Monroe and Adams Streets have inadequate pedestrian facilities with missing crosswalks or walk-lights. This is a safety concern for residents and students needing to cross Monroe and Adams streets. In addition, these intersections



are where pedestrians are encouraged to cross these major roadways. The following intersections are proposed for improvement:

- Jennings Street and Adams Street
- Palmer Avenue and Adams Street
- Palmer Avenue and South Monroe Street
- Oakland Avenue and South Monroe Street

The total estimate for proposed intersection improvements is not yet known.

Urban Design

The following urban design recommendations were generated in the South Monroe design charrette. The charrette focused on the Gateway, the Monroe-Adams Corridor, the Activity Center and the Transition District.

Gateway

Short Term Proposals

Shorter-term improvements to the Gateway district relate to upgrades in landscaping and appearance within and along the edge of the public rights of way. Key to this endeavor will be to secure FDOT's cooperation and approval for any detailed plans. FDOT design criteria could pose limitations on the size and character of median plantings. The essence of the proposal for the Monroe Gateway is to have the bridge recede in appearance. This can be accomplished by building up layers of vegetation and signage as a complement to the structure.

Railroad bridge beautification strategies – design around it and reduce its prominence as a “divide.” Add a heavily landscaped median to Monroe as a subtle entry feature. Add structural or vegetative icons along the bridge flanks. While an identity/entry sign was discussed during the concept development, that feature may further serve to divide “south” from “north” along Monroe. Instead, allow the Cascades Park and right-of-way plantings to provide a seamless transition from the downtown through the Gateway. In effect, the Gateway remains a part of downtown Tallahassee.

Add parallel and perpendicular street (Adams, Gilchrist) beautification: edge planting, street trees, decorative paving, decorative lighting, and street furnishings.





Coordinate Gateway development with Cascades Park planning.
Consider creating flanking water bodies along Monroe.

Create pathway linkages between primary focal points:
Cascades Park, S. Monroe commercial area, Capitol area, etc.

Long Term Proposals

Where the short-term proposals relate to upgrades in or along public lands, the longer-term proposals relate to the redevelopment of properties adjacent to the rights of way. Oakland Avenue has the potential to become a nearby destination for downtown employees and visitors. This roadway, as well as other east-west streets, should be developed with a neighborhood, pedestrian ambience.

Situate buildings strategically around Gateway and Cascades Park to capitalize on urban green space.

Employ new Urbanist design principles: mixed use, multi-story buildings, structures close to the street edge, rear or side-yard parking, well-defined edges, allowance for outdoor cafes or other uses, and architectural detailing in traditional styles.

Rely on cross street access for driveway. Discourage direct access on Monroe Street. Where possible, narrow or close existing driveways on Monroe.





Monroe Adams Corridor

Short Term Proposals

Similar to the Gateway discussion, the near-term urban design concepts are primarily oriented towards improvements within the rights of way. An absolute key decision is whether Adams is retained as a two-lane, pedestrian-scale facility north of Magnolia, or is widened to four lanes. Extensive coordination with FDOT will be necessary to achieve any change to the existing conditions. The City can work with property owners on a to case-by case basis to supplement improvements along parallel easements or private property.

Reconnect FAMU to the business area via pedestrian crosswalks, improvements to Adams as a two-lane pedestrian street north of Magnolia Avenue. Traffic must be bled from Adams north and south of Palmer through diversionary routes and other strategic access ways to the FAMU campus.

Secure “downtown scale” streetscape improvements along Adams with emphasis around Palmer Avenue.

Promote Monroe as a four-lane divided arterial street. Provide for signalization and turn-lane modifications to facilitate vehicular diversion to and from Adams Street.

Improve the appearance of Monroe with the installation of a narrow, landscaped median.

Reconstruct the Monroe sidewalk and curb line to better define the roadway edge and to manage driveway access. Where available, secure right of way or easements to widen the sidewalk to an eight-foot width, offset three feet from the back of curb.

Look for areas adjacent to Monroe right-of-way for planting opportunities. Use repetition in the plant palette to develop visual continuity along the corridor.

Working with individual property owners, screen and buffer parking and storage areas with landscape and hardscape treatments, such as street walls and vertical trellises.

Promote on-street parking and pedestrian movements along perpendicular cross streets and along parallel local facilities.

Scale down site signage to pedestrian scale on Adams and other pedestrian streets, and somewhat larger monument type along





Monroe Street.

Integrate regional pathway linkages where appropriate across Monroe and Adams and on parallel streets.

Long Term Proposals

The longer-term design concept for the Monroe and Adams corridors continues the idea of having Adams function as a low-speed pedestrian-oriented street, and Monroe as the arterial street, to and from downtown. The character of each roadway is further defined by development or redevelopment of individual parcels. The timing of these events is market-driven, and thus difficult to predict. As redevelopment materializes on Monroe, the concept will include multi-story, mixed-use buildings near the street edge, with parking to the rear or in a limited sense, in the side yards.

The placement of buildings near, but not directly behind, the edge of existing right of way allows for a strategic retreat of the sidewalk system away from the roadway edge. The retreating building edge also allows for sidewalks to be slightly wider and provides a potential area for ground-mounted or monument signs. The existing overhead utility lines could be evaluated for relocation either as buried lines or overhead lines strategically placed in a parallel easement or alleyway behind the frontage buildings. Along with the evolution of Adams as a pedestrian-oriented facility, the cross streets, such as Palmer Avenue also emerge as a major east-west pedestrian axis. One or more east-west streets also should be created along the lengthy block between Palmer and Magnolia Avenues.

Employ “New Urbanist” design principles for new buildings: buildings near street edge, rear or side yard vehicle parking, alleys and cross access easements for local circulation, architectural interest, etc.

Provide for potential turn lane and intersection improvements along Monroe, north of Palmer, to facilitate Monroe to Adams connection.

Continue to look for opportunities to provide for intermediate cross street connections across Monroe between Magnolia and Palmer Avenue.

3-4-story height limit

Look for opportunities to develop central stormwater management facilities as a common green space and as an



impetus to foster redevelopment activity

Mix of uses where specific use is not as important as the building massing and architectural character

Rely on cross street access for driveways – strongly discourage along Adams and principal pedestrian streets, manage but do not restrict direct access on Monroe Street

Activity Center

Short Term Proposals

Since the Activity Center is, currently, a cluster of two shopping centers and unrelated stand-alone commercial and residential uses, many of which are functional, the design concept provides for the addition of elements to refine and beautify the current uses. This would include the development of an interior “street system” in the shopping centers, placement of one or more liner buildings along street edges, and perimeter and interior plantings to soften the somewhat barren appearance.

Establish an east-west, pedestrian oriented street between Meridian and Adams Street on the shopping center property.

Install more landscaping along the street edges on Monroe and Adams to soften the edge.

Consider the potential to develop the existing drainage ditch as a green space amenity and primary pedestrian or bicycle linkage.

Promote the development of centralized stormwater ponds as a highly visible amenity feature north and south of Orange Avenue.

Use directional signage to encourage downtown destination traffic to use Monroe rather than Adams.

Develop a central transit stop of some significance in the center.





Long Term Proposals

The Activity Center has the long-term potential to become a vibrant hub of business and entertainment uses serving the entire south side of the City. The floodplain issues must be reconciled with any substantial redevelopment proposals, and likely could result in the construction of one or more major retention ponds to accommodate drainage needs. These ponds should be designed as focal amenities for the area.

While redevelopment of the property could take many forms, the concept(s) provide for a village type complex. Initially, the complex could rely on surface parking lots that are “tucked” behind buildings or within interior plazas. Should the Activity Center continue to grow, surface lots may be replaced with parking structures.

Promote the redevelopment of the site with a concentrated mix of residential and non-residential uses. There is the potential to include the FAMU concept (Hotel Convention Center) west of Monroe and a village style community retail center on one or both sides.

The Activity Center becomes a suburban transition zone along its Monroe, Orange and Adams edges, with new Urbanist design parameters internal to the center and along Meridian Street.

Promote internal linkages through local streets or cross-access easements between properties to limit driveway access points along main highways.





Transition Area

Short Term Proposals

The transition area has the opportunity to further develop and redevelop as an area of mixed density residential and low intensity office and commercial uses. This mix of uses, architectural styles and vestige industrial type buildings could provide for a colorful and eclectic feel of a community with character and a bit of a personality "edge." Rather than sterilize this existing setting, the design concept promotes the infill of building that are low rise in scale and generally residential in architectural character. By properly locating these buildings nearer the street edge, and by improving the pedestrian streetscape, the sub-locale within the community could become more cohesive and perhaps set the stage for additional, larger scale improvements by the private sector.

Develop Gadsden Street as a primary north/south pedestrian and bicyclist route through the area; allow for on-street parking, develop a street tree-planting program and consider the feasibility of designating bike lanes or a signed bike route on the facility.

Modify development regulations to allow for higher density residential uses and "New Urbanist" design protocol throughout the area. Discourage lengthy perimeter buffer strips that internalize individual sites and work to reduce the overall sense of community.

Secure right-of-way on a case basis to extend and construct Calhoun Street as a continuous through street. Seize opportunities to establish one or more east/west local streets between Palmer and Magnolia Avenues

Apply traffic calming techniques to discourage excessive volumes of through traffic and vehicle operating speeds greater than 20 MPH on local streets and 30 MPH on collector roadways.

Do not promote development of additional pocket parks or green space unless adjacent development can be situated to monitor the areas, and sufficient maintenance funds are available to provide a high degree of care

Long Term Proposals

Continue the Short Term Proposals as necessary and appropriate



Regulatory Revisions

The ability for the urban design concepts to be implemented depends upon a host of factors. Many of these are a function of decisions made in the private sector, while others are influenced by the development regulations that govern the physical development process. The following list summarizes several of the site development requirements, which effect one or more of the four focal areas of this urban design study. These codes include the required building and parking setbacks, the amount of the site area that may be covered by impervious surfaces, and the maximum building heights.

Limited office space could be allowed in certain areas currently zoned RP-2 if constructed to be compatible with adjacent residential uses.

Broaden allowances for townhouses in CU zoning.

Selectively increase residential densities in areas currently zoned RP-2 depending on the nature and character of areas.

Establish a maximum setback or a “build-to-line” especially along more pedestrian oriented streets.

Eliminate side setbacks and reduce minimum setbacks in areas planned for urban scale development.

Selectively review RP-2 zoning setbacks to encourage urban scale development.

Consider restricting parking in front of buildings and encouraging parking in the back or side of buildings for pedestrian oriented areas.

Encourage the use walls and vegetation as buffering elements along pedestrian oriented streets.

Limit front access parking along Monroe Street, while utilizing rear and side access parking.

Selectively increase the allowable perimeter building heights in specific areas of CU zoning.

Allow buildings with certain designed roof standards to slightly exceed current CU height requirements.

Selectively permit multiple story structures with sloped roofs in RP-2 areas.



Consider increasing impervious surface allowances in portions of the sector to encourage main street or urban development.

Suggest height and bulk transitions of buffering elements in RP-2 areas.

Allow credits for on street parking to reduce parking requirements in CU and RP-2 zonings.



Image

Existing Conditions

Image is the most important issue in the Sector according to the results of the November community workshop. It is believed that the South Monroe area projects a negative image to the community. This is due to a variety of factors ranging from the history of the area to the current land uses.

A focal point for the area is the railroad bridge. South Monroe is the “other side of the tracks.” Historically, Downtown was the center of Tallahassee. Across from Gaines Street and along the railroad tracks were the undesirable uses including warehousing, industrial and heavy institutional uses such as the landfill. The South Monroe area became the service district for the City, especially the automobile repair shops and used car dealerships.

Today the railroad tracks remain a dividing line, or at least a hard edge, from the more affluent-looking downtown dominated by government buildings. The transition is very distinct as you travel south along Monroe and Adams Streets. Downtown is highly maintained with beautifully landscaped areas. However, upon crossing the railroad tracks the area changes immediately. Gone are the landscaped areas and distinct buildings, replaced with asphalt and structures mostly in disrepair. The railroad bridge also contributes to the poor image of the area, with its rusty steel sides and lack of maintenance.





As the picture to the right indicates, with the construction of the Bronough Street flyover, traffic has been routed away from Adams Street, which was the historic entrance into the Capital District. The result has left a kind of no man's land in this area.

The Sector does not connect to the surrounding areas. Downtown is immediately to the north, yet the railroad bridge is the dividing line between these two sections of town. Florida A&M is to the west, yet much of the sector has little correlation to the university. Neighborhoods surround the corridor, yet many of the entertainment and daily needs of these residents are not met along the corridor.

Lack of maintenance is very common through out the Sector. Many of the buildings along the Monroe and Adams corridors were built in the 1930s and 40s. From private businesses to government projects, the area has gone into disrepair. Many retail stores are in need of minor to major repairs. These buildings face parking lots that act as the sidewalk for pedestrians and a utility easement for telephone poles. Grass and overgrowth is creeping into the asphalt and sidewalks and portions of the pavement are crumbling. Trash and unsightly storage of materials is widespread. These factors are very common for an urban area in decline. Storefronts are vacant or for sale. In some cases, storefronts are no longer retail but have been replaced by social service agencies or churches.

The land uses in the area also contribute to the negative image. As stated in the workshop by a citizen, "There is no there, there." That is to say, the area lacks destination points. There is no place to buy an ice cream cone or eat a pizza in the South Monroe sector. The area is dominated by automobiles and appears to exist to serve the car. However, the area was mostly developed prior to the domination of the automobile, and thus does not accommodate people or the car very well in many places. Utility planning is also



needed in the area. Overhead power lines and power poles dominate areas of the sector.

Finally, safety concerns contribute to the negative image. Safety is considered the most important issue for most people. The Sector suffers from a perception of crime. Criminal activity does occur in some limited portions of the Sector, but other areas contribute to the perception with barbed wire fencing and signs of neglect. Safety is also a concern for the pedestrian in the Sector. In many areas there are no sidewalks. Where sidewalks are located, they act as driveways for businesses or a utility easement for telephone poles, which may require the pedestrian to walk into the street. Sidewalks also directly abut the road and thus do not feel safe to the pedestrian with cars passing nearby. When pedestrians attempt to cross the road, there are no markers. There are no crosswalks, no signs to alert the motorist, and no crossing signs for the pedestrian. This is especially a concern for FAMU students who live within walking distance from campus but must cross Adams and Monroe Streets. This pedestrian environment is also extremely noisy. With mostly asphalt and little landscaping, noise levels appear extremely high in the Sector. Finally, flash flooding also contributes to the safety concerns in the Sector. Portions of the Sector can become engulfed in stormwater in a short period of time during massive rain events.





Comparison of Downtown and South Monroe

Looking north on Monroe Street toward Downtown. The picture shows the landscaped areas and well-maintained buildings.



Looking south showing the South Monroe area after crossing under the railroad bridge. The picture shows the stark transition with the sidewalks, older buildings, utilities, etc.





Images of South Monroe in the Past

As the images below demonstrate, South Monroe did not always have a negative image:

Centennial Field was the location of community events. Baseball games, boxing matches and Springtime Tallahassee activities occurred on this site. This is similar to the role Kleman Plaza provides today.

The North Florida Fair has provided a legacy of people traveling to the Southside for a community event.

South Monroe was the site of Fourth of July soapbox derby races in the City. This was a community event with businesses sponsoring a car to participate. This also helped bring the community to the Southside.

The Green Derby Building was part of the first development along South Monroe Street. Much of the sector was to build as an automobile haven, but the initial block was home to a recreation center, bowling, dining and dancing. In close vicinity was a Southside grocery store.







Flooding

Existing Conditions

The South Monroe sector is virtually built out. There are very few undisturbed natural features to protect. Instead the environmental concerns are urban in nature such as protecting downstream water quality and addressing stormwater deficiencies. According to the South Monroe Area Environmental Features map, the sensitive resources within this area are floodplains and significant and severe grades (please see the attached map). The amount of developed areas in floodplains and significant and severe grades requires stormwater management efforts to make the area safe for residents and businesses in the area.



Natural Features

The South Monroe sector generally has two floodplain areas both within the designated FEMA (Federal Emergency Management Agency) 100-year high hazard areas. The first floodplain area is along the northern border of the sector, from the railroad south along Monroe and Adams Streets to Harrison Street. This area is subject to flooding from the St. Augustine Branch during major storm events. The second floodplain area includes much of South City, portions of Apalachee Ridge as well as portions of Meridian and Orange Avenues. This area is subject to flooding during and immediately following storm events.

Two watersheds and a closed basin are present in the sector. The northern portion of the sector from the railroad tracks south to Perkins Street is contained within the Leon High Watershed. This watershed includes the downtown, Gaines Street, Leon High School and Lafayette Park. The majority of the sector is contained within the Indianhead watershed. This watershed includes Indianhead Acres, the Country Club, FAMU, and the neighborhoods along Ridge Road. The Fairgrounds and the remainder of the sector south of Paul Russell are located in the Campbell Pond Closed Basin.



This area also has significant and severe grades. Unlike much of Florida, Tallahassee has varying topography. By definition in the land development regulations, significant grades have a slope between 10 – 20% and severe grades have a slope of more than 20%. These areas are very steep and increase the cost of development. These elevation changes are scattered throughout the sector but occur mainly along Gadsden and Monroe Streets and portions of South City. Much of the vacant land available is within the floodplain or significant grade areas.

Flooding Events

The information in the following table shows flooding of structures within the sector plan boundary.

Table 1: Structures Subject to Flooding in the South Monroe Sector

Total number of structures with flooding problems over 10 years	51
Number of flooded structures within 100-Year Flood over last 10 years	28
Structures with flooding situation corrected	1
Structures anticipated to have flooding situation corrected	24
Structures with non-chronic flooding	21
Structures with chronic flooding	5

Source: City Stormwater Department, February 2002

In the approximately 10 years since the City's Stormwater Management Division has been in existence, they have collected information on 51 structures flooding within the South Monroe Sector Plan Area. Twenty-Eight (28) of these, or about 55%, were within mapped 100 Year Flood Hazard Areas. The City has addressed 25 (49%) of these problems already through its Stormwater Capital Improvement Program (CIP).



Many structures were added to the flooding list due to the phenomenal rains experienced in the summer of 2001. During Tropical Storm Allison more rain fell in 24 hours than in any storm that has occurred in Leon County in a period of record dating back to 1885. In some areas of town, rainfall exceeded the 100-year event volume. Seventy percent (70%) of the 26 structures in the South Monroe Sector Plan Area that are not yet addressed with a CIP project, flooded during this rare event. The City's Public Works Department notes that the great majority of these un-addressed problems are not chronic flooding problems, and may be flooding that occurs so infrequently that it is beyond an affordable level of service for community flood protection.

Due to funding constraints, as one considers flooding problems it is important to keep in mind the relationship between storm severity, frequency and affordability. The cost of managing severe rainfall is inversely related to the probability of occurrence. The more improbable an occurrence becomes, the less financially feasible it becomes for a community to provide services to manage it. Nevertheless, the flooding of homes and businesses is a devastating event for those who are impacted by it. Hence, if there are reasonable ways to address even non-routine flooding, they are considered. However, it is possible the majority of the un-addressed problems may rank on a lower funding priority than other more severe and more frequent problems in the community. A map showing the general locations of the areas that have flooded is attached.

Stormwater Projects

Three major improvements are planned in this area, which will help address flooding in the sector. First, the Old St. Augustine Branch improvements feature the restoration of the St. Augustine Branch within Cascades Park and its integration into a downtown greenway. Urban lakes and wetland features are to be incorporated for flood control and water quality enhancement. This project is funded through the sales tax extension and was recommended in the Blueprint 2000 list of projects. Attached to this report is additional information on this project.



The second major improvement is related to the expansion of Orange Avenue. This improvement will enclose the East Drainage Ditch within the Orange Avenue right-of-way, and require the construction of a stormwater facility at the corner of Orange Avenue and Meridian Street. This improvement is not intended to resolve the existing flooding condition, but will ensure that the Orange Avenue construction does not increase the current problems.

The third major improvement will help address the flooding problems for most of the Apalachee Ridge neighborhood. The City of Tallahassee is proposing to build a stormwater facility along Tartary Drive. The construction of this facility should resolve the previous flooding of 24 structures in the Apalachee Ridge neighborhood and provide a level of service to the 25-year storm.

Stormwater and Redevelopment

Redeveloping the South Monroe sector faces many obstacles. The majority of the sector was developed in a different era under different regulations, and large portions of the sector were developed in the 100-year flood high hazard area. All development must address parking and stormwater issues, but much of this sector is further constrained due to the lack of large parcels available for development required by most projects today.

City development regulations have been revised recently to reduce obstacles to redevelopment. One revision has exempted existing impervious surface areas from stormwater management requirements. This exemption has helped encourage redevelopment in the City such as the old Kmart Building at the corner of Tharpe and North Monroe Streets. However, the exemption does not include vacant undeveloped parcels in urban built out areas. Even more stringent requirements are placed on areas that are within the 100-year flood high hazard area. Properties must build a foot above the base flood level but must also ensure that there is no increase in flow or displaced volume of stormwater due to the project.



These restrictions are appropriate to prevent further flooding, but these strategies may create obstacles to infill development. For example, the South Monroe sector has very few parcels of size. To develop a project, parcels would need to be assembled. Unless strategies are developed to centralize facilities, these projects will also need to address parking and stormwater requirements. These standards require the assembly of more land, a very limited commodity in the sector. These standards may also create a suburban style pattern of development. A solution for some of the areas of the sector may be to centralize stormwater and parking facilities consistent with the land use strategies developed for the sector.



Stormwater Facilities

Image is the main concern for the sector, and stormwater facilities have contributed to the problem. According to the results of the November 3rd workshop, concerns were expressed over the stormwater facilities constructed in the area. In particular, those facilities that are dry most of the year with a chain link fence surrounding them were the biggest concern. These facilities are very visible. These facilities provide an opportunity for enhancements that will provide attractive community areas for the sector.





Economic Development

Introduction

Real Estate Research Consultants was retained by the Tallahassee/Leon County Planning Department to document the underlying physical, social and economic characteristics of the South Monroe Sector that might contribute to the pattern of real estate development or other investment activity likely to occur in those parts of the City over the next several years. Among other objectives, the analysis was to establish a context for several vacant or underutilized parcels in this area. A particular concern of the analysis is the area's suitability to support possible residential development responding to the growth and policies of FSU and FAMU, both located nearby. Ultimately, the information will be folded into land use and policy plans that regulate the pattern of this area's growth and development.

Though the effort should not be construed as a detailed analysis intended to identify the potential for each parcel or site, it is sufficient in scope to gauge the relative capacity of the market to support broad categories of land uses within this setting. Certainly, at a gross level there are other projects that could materialize within the next few years in addition to that projected in our analysis.

Although a number of different land uses and patterns of development are considered in this analysis, these are predicated on two distinct alternative sets of assumptions. The first is that market trends, as observed and documented, remain relatively unchanged over the study period. The second is that the nearby colleges or other institutional or political forces aggressively intervene to support specific types of development deemed compatible with the setting and context. In both cases, the near term is one to five years and the longer term is five to ten years.

In this analysis, vacant or underutilized parcels were defined as those with structures representing less than 33% of the total assessed value according to Leon County's 2001 tax rolls. In either case, a few specific parcels may have been overlooked because of incomplete or inadequate data. Given the general nature of the analysis, however, a failure to identify specific sites should not materially alter the outcome.

Our analysis of area market conditions is based on a combination of field surveys, trends that we observed personally, and inspection of existing regulatory documents including zoning maps or plans, conversations with local planning and development officials, selected businesses, and university officials and a review of property appraisal records.

Summary tables accompany the analysis while detailed information is contained in the appendix.



Summary of Analysis

Overall, the market context is moderately supportive of several land use activities within the South Monroe sector, although the prospect of development matching or exceeding past rates of investment seems unlikely. By its nature, infill and redevelopment will almost always be more difficult because of the set patterns and context. Because most development in Tallahassee, however, is of a relatively moderate scale, infill development in this community is not as handicapped as it might be in an area undergoing intense growth and demand pressures.

In the relatively near to mid term, there are opportunities for residential and industrial activity as well as selected opportunities for lower intensity office and retail, primarily as the result locational advantages and the presence of the universities. Residential development, without regard to price and intensity, is probably the greatest opportunity in the first scenario as evidenced by on-going sales and development activity. Industrial opportunities are favorable and, unlike residential development, is less constrained by the context and setting of specific sites that may be available. In the second scenario, we envision improved prospects for both residential and retail, stemming from an enhanced availability of suitable parcels. Industrial potential changes little between scenarios because this use appears to be achieving a reasonably share of the market under the existing circumstances. Public intervention would have little bearing on these circumstances. Office potential changes little between scenarios not because of locational obstacles but rather because the region simply does not support much of these land use activities in the aggregate. The Adams Street corridor has its own set of dynamics in both the near and longer terms, which pose serious obstacles to redevelopment in our opinion.

We identified several parcels that might be developed or redeveloped as circumstances or conditions warrant but there are few formalized procedures for encouraging a pattern of development in the near term that is materially different from that which already exists. Based on their physical configuration, status, and ownership, many of these parcels might be assembled and given focused treatment because of their size and potential for a flexible mix of uses or activities. Notable among these are the North Florida Fairgrounds and several other relatively large, but privately owned, vacant parcels scattered throughout the study area. These properties, as well as the larger study area, benefit from the extensive infrastructure (road network, water and sewer lines) that currently exists within the City. However, additional studies might be required to further examine the current and future capacity of said infrastructure.

Among the biggest barriers to development on any scale is the need to achieve the aforementioned assemblages. In the absence of aggressively unified ownership or business associations, development will occur albeit more slowly and without a comprehensive vision.



Description of Sector and its Relationship to this Analysis

The study area is irregular in shape, consisting of a large percentage of the southern region of the City of Tallahassee, just south of the central business district. The South Monroe Sector is approximately 1,200 acres. Generally, the CSX Transportation railroad system serves as the northern boundary, Gaile Avenue acts as the southern boundary, Jim Lee is the eastern boundary and South Adams Street is the western boundary. Within these boundaries, the South Monroe Sector possesses isolated areas that are within flood zones, and may contain some wetlands.

The study area is influenced by the presence of Florida State University and Florida A&M University as well as other public/institutional agencies, and the amount of properties these public/institutional entities own. Within the South Monroe study area, the three largest vacant tracts of land are owned by public/institutional entities. These properties are the North Florida Fairgrounds, the Leon County Agriculture Center and the Jack McLean Park.

The impact of these publicly owned properties is material to this analysis. First, most if not all of the large vacant tracts are owned by the universities or by various government agencies. Unless there is a radical policy shift, these vacant properties will remain under public control and will be developed to serve public/institutional needs. These needs will likely address any shortages regarding student and staff housing, academic buildings, university and/or County/City recreational facilities, and other government infrastructure facilities. Additionally, there is evidence that both FSU and FAMU have a desire to grow their respective universities past their current boundaries. Both schools have been opportunistic with the purchases of vacant land and/or existing developed properties, as they become available. If unchecked, the sporadic fashion of property acquisition undertaken by both universities could lead to its own set of issues, which are discussed in the *Opportunities and Constraints* section of this report.

Study Area Demographic Profile

Although demographic information is important in ascertaining an area's development potential, it must be screened carefully, particularly within a very small area where the margin of error can be high. In census years, such data is assumed extremely accurate. As the census ages, however, its reliability declines and interim estimates must be judged in the context of observed activity or other indicators. In high growth areas, for example, a conservative bias tends to undercount population.

We use CLARITAS as our source of current and projected demographic data. The information is based on census data and is generally accepted by the development industry as an analytical benchmark. While recognizing the problems attendant to this and similar data sources, it provides



perspective on underlying social influences. Applied with understanding, the data is useful to establish the parameters likely to govern development outcomes.

Data was obtained for the study area, for the City of Tallahassee, and for Leon County. Data was retrieved for 1990, 2000, and a five year projection (2005) and summarized in the table below.

Historically, the study area has accounted for about 4% of the City of Tallahassee’s total population, and approximately 3% of Leon County’s. The study area’s share of total number of households is very similar to the population share. Household income, although it has been historically lower than the City’s, has been showing some signs of improvement. Specifically, South Monroe’s average household income in 1990 was about 70 % of the City’s average. In 2000, it was estimated that South Monroe’s average household income was approximately 75% of the City of Tallahassee’s.

Demographic Profile - 1990, 2000, and 2005 South Monroe, Tallahassee, Leon County			
	<u>City of Tallahassee</u>	<u>Leon County</u>	<u>South Monroe</u>
<u>Population</u>			
1990	125,000	192,000	5,000
2000	145,000	244,000	4,700
2005	152,000	262,000	4,600
<u>Households</u>			
1990	50,000	75,000	1,700
2000	61,000	97,000	1,700
2005	64,000	104,000	1,600
<u>Avg. HH Income</u>			
1990	\$32,400	\$35,800	\$22,600
2000	\$49,700	\$62,900	\$37,000
2005	\$58,500	\$78,700	\$44,600

The most current population and household data suggest some level of decline in the study area’s share of total population and number of households within the City and the County. Household income for the study area, even with the sign of improvement, remained lower than the City’s and the County’s.

In the case of South Monroe’s projected growth/decline, there is an expected decline of about 25 households and 100 people over the course of the next five years. On the average, these households will have an annual income somewhat lower than the City and the County, effectively the same conditions that presently exist.



In terms of employment, the study area represents about one percent of both the County's and the City's total employment. According to CLARITAS, there are about 1,900 persons now employed in the South Monroe Sector. In South Monroe, FAMU is clearly the dominant employer although it is also fairly obvious that there are a number of other governmental or institutional employers also located in this setting. Public Sector employment accounts for an estimated 33 percent of South Monroe's employment total. Without drawing specific conclusions about the nature of the work force in this study area, it is obvious that it is heavily influenced by the presence of FAMU, FSU, and the government agencies with the City of Tallahassee and Leon County. The other industry that is a major source of employment is concentrated on retail trade – accounting for just over 24 percent of employment in South Monroe.

Overview of Major Opportunities and Constraints Affecting Development Potential in the South Monroe Sector

Among the most compelling advantages is the general growth that has benefited the greater Tallahassee area, swelling the MSA population from 235,000 to 264,000 over the last decade. By 2005 the population is estimated to reach 283,000. This growth is primarily a result of the community's economic focus, a product of increasing student enrollment and the concentration of government employment. Tallahassee, like other cities that are both a state capital and an educational center, enjoy relatively stable and predictable economic cycles.

From 1990 to 1999 there was an annual average of approximately 2,000 residential units developed in Leon County with about 1,300 units (65%) being constructed inside the City limits of Tallahassee itself. Though most of the region's demand for multi-family housing has been from the university generated student population, many of the newer apartments are oriented to the general population profile. The relatively unchanging mix of employment in the community provides a solid foundation for the area's single family market but the pace of growth is more modest than that common to many Florida communities. Development activity has generally extended in many directions from downtown but in accordance to the relatively tightly controlled urban boundary. Growth pressures are being experienced east and southeast and St. Joe's heavy investment in Southwood; a major multi-use project in the southeast could become a dominant force.

Southwood is the region's first large scale project (3,200 acres) to be initiated by a developer with experience in many different segments of the real estate market working across the entire state, and the company is visibly committed to what is effectively its flagship residential community.



At build out, Arvida (a St. Joe's company) plans to have approximately 4,700 homes, along with some community serving retail stores, restaurants, entertainment facilities, professional offices, and some natural amenities (parks and lakes).

The growing student population at both area universities affects the built landscape in the region. Based on available data from both universities, one can see that both FSU and FAMU are growing at a reasonable pace. Between 1990 and 1999, FSU increased its student enrollment by 5,000. FAMU, similarly, increased its student population by approximately 4,000. Until recently, FSU had acknowledged it was incapable of satisfying the growing need for student housing, leaving this opportunity generally to private interests and site availability. A commitment to develop additional units at Alumni Village takes a modest change from this position but the planned units will only accommodate a small percentage of the future student enrollment at FSU. According to 1999 student housing records, FSU housed an estimated 13 percent of its students on campus. Nearby, FAMU has shown some greater interest in housing its students on campus. At least today, a higher percentage of its student enrollment is housed on campus. During the same year (1999), FAMU provided on campus housing to approximately 24 percent of its students. If recent trends continue, student population at both universities will increase to about 40,000 in FSU and approximately 15,000 in FAMU by 2010. Clearly, the universities have a choice whether to continue their on campus housing policies and accommodate the same percentage, or build additional student housing to accommodate the aforementioned growing numbers. Either way, both schools will require new structures to absorb the 10-year projected enrollment.

It is an extraordinary challenge for any college-centered community to manage varying combinations of student and permanent housing, given the divergent interests of both populations. If anything, the perceived conditions that tend to make rental housing objectionable are exacerbated when students occupy such rental housing. There is at least the impression that these students have minimal concern for maintaining the condition of the neighborhood in which such housing is located. In the study area at this time, an estimated 57% of the residential property tax records are without homestead exemptions, suggesting that the actual percentage of *units not* occupied by an owner/resident is actually higher. As the respective campus enrollments expand, it is reasonable to expect that housing to accommodate this increased enrollment might be provided in the study areas. In fact, the current administrative practices, which support ad hoc land purchases virtually, assure that properties located nearest the various universities will be used in this way.



Retail development has maintained a pace commensurate with the region's residential development. The City has two malls that service both the resident and student populations. The latter are also served by a mix of retail, restaurant and entertainment establishments generally along Tennessee and Pensacola Streets, older and not suited to contemporary retailing requirements. Given the size of the enrollment at both FAMU and FSU, it is surprising that the retail market has not shown a greater effort to capitalize on the concentrated populations at both campuses.

On the other hand, the community's employment base and its economic stability have not substantively influenced office development. Unlike Tampa, Jacksonville and Orlando, which support many office nodes, there is not a parallel market structure in Tallahassee. In total, the overall office market is modest in scale and evidences no real indications of material growth that would support many speculative, multi-tenant structures of a size financed by intuitional investors. From an inspection of office buildings and tenants, it is likely to remain a market of small users, oriented almost exclusively to local service firms.

Perhaps the strongest existing office concentration in this region is the downtown area. Supported by state and local government activity, the most visible facilities are largely publicly owned. Regardless of development trends at Southwood, these holdings represent a substantial investment in office facilities and are likely to remain a focal point of future private and public investments. As such, there is a certainty associated with the government's strong presence even if that presence has not always been aggressively leveraged in some of the adjacent neighborhoods.

Proximate to downtown, there are businesses that are economically and politically connected to various government interests, but this activity – much like that occurring in the suburbs – is defined primarily by low intensity users and many single or limited tenant structures just at the edge of the urban core. Law firms and associations, for example, are important office users. Historically their needs have been satisfied to the east and north of downtown but that pattern could change as their workforces continue to grow in some proportion to the state's population and related legislative activity. While neighborhoods near downtown indicate some demands stemming from nearby FAMU and FSU – primarily in terms of outreach or social facilities – these institutions have shown a preference to maintain their principal office needs on campus.



Office needs notwithstanding; enrollments at both FAMU and FSU will also grow in the next decade commensurate with the State's population creating demands for new educational and support facilities. Such expansions of course require land, and both universities have made efforts over the years to acquire parcels at the edge of their respective campuses that have become available on the market. The positive result of such acquisitions is that the campus obtains real estate resources necessary for growth. The negative result is that opportunistic institutional purchases disrupt free market efforts to assemble lands in the same area. More disturbing, owners of real property anticipate a market for their properties regardless of their physical condition and have little if any incentive to maintain them. This pattern of (dis)investment is common to many of the nation's older and more established colleges but is slowly being recognized as a problem in need of both community and academic intervention. To the degree that academic and community or private partnerships can be forged to take advantage of or achieve a vision for the areas at the edge of the formal FAMU and FSU campuses, it is reasonable to believe that more development could occur and be supported.

The relationships and proximity to downtown and the nearby FSU and FAMU campuses bring several ostensible advantages associated with the large economic and political influence that has been focused on the downtown area for more than a decade. Until recently most planning in the core of downtown had been controlled by the Capitol Center Planning Commission but that responsibility has been shifted to the City and County governments which, like the Commission, assign a high priority to the stability of the government center and its surrounding neighborhoods. The apparent ability of downtown to sustain itself to a certain level is at least an indication of the potential that could be realized in nearby neighborhoods if a well conceived plan is implemented. The City, for example, is now advancing a plan that would revitalize Gaines Street, one of the major arterials into downtown that functions as something of a gateway to the capital and university neighborhoods. At the very southern end of Adams Street, there is already evidence of private market retail and housing activity that could be reinforced. Indeed, there are a number of opportunity sites in both South Central and South Monroe that clearly lend themselves to redevelopment or redeployment by virtue of their linkage or proximity to downtown.

Perhaps the biggest obstacle to achieving some specific redevelopment effort is the composition and character of existing development, much of which will be difficult to change even with extensive encouragement from the City.



Although the area just south of the capital has been dominated by FAMU and its activities over the last decade, in years prior the Adams Street corridor had been the region's center of automotive sales, supplies and services. Over time, the region's new car dealerships have gradually abandoned the area, moving out to the suburbs where the cheaper land is more compatible with the expanded site requirements of today's larger dealership facilities and perceptually closer to their target markets. As these dealers elected to vacate the area, small repair shops and suppliers opted to stay where their investments were sited.

Like the Gaines Street corridor, the Adams Street corridor is now largely dominated by aged and obsolescent structures on small lots. Such facilities and sites would have to be purchased, assembled to an adequate size for (re)development, and cleaned to environmental standards in those cases where there may be petroleum or similar contaminants. The absolute costs for cleanup may be relatively low but could be beyond the practical financial limits of a specific parcel's economic value. This possible concern can be investigated at a cursory level. The County could consider a gross level phase one study (concentrated on generalized study areas, but not individual parcels), which could identify probable areas of environmental concern, as well as areas with probable *clean* properties.

In many respects, the Adams Street corridor has its own set of dynamics that set it apart both from activity which may occur closer to downtown and activity that is starting to emerge where Adams and Monroe converge. These areas support different kinds of activities and are a product of materially different structural conditions that gentrification alone will not change. Consequently, it is difficult or even impossible to imagine leveraging benefits that may occur from activity or demands closer to downtown.

Finally, the study area's social and demographic profile does not compare well with the larger City or the County. While the data may be argued, developers routinely generate such information as a means of distinguishing among a choice of opportunities. The apparent lack of affluence counters broadly themed retail concepts and imposes substantive limits on the volume of housing that might otherwise be expected, assuming the availability of suitable sites. Such data or findings should be less influential in drawing conclusions about office, service or industrial opportunities.

In our opinion, observations such as the above effectively define the required content of the study area's development output. The continued production of small office and residential facilities seems to be a reasonable supposition in the study area. Many locations throughout the South Monroe



Sector could support housing of varying intensity. Retail and industrial opportunities exist in several site-specific locations, primarily along Adams Street, Monroe Street and Orange Avenue. Though Adams may be suited to support a mix of development because of its high visibility and apparent access to the capital and university areas, it seems unlikely to do so in the near term as defined in this analysis. Substantial intervention would be required to support new development of any type over the longer term because of the divergent ownership, the size of parcels, environmental issues (petroleum cleanup) and current patterns of uses. In any case, those opportunities which do exist will be expressed in terms of relatively small uses and users understood by those development companies that already dominate the market in Tallahassee.

At an aggregate level, the major considerations appear to relate to larger regional trends, the scale of development, the potential reuse or deployment of certain undeveloped or vacant sites, casual university linkages and existing perceptions arising from observed conditions and assumed demographic make-up of the population. Civic awareness and focused planning are a means of dealing with some, but not all of these issues, to a limited degree.

Description of Analysis and Scenarios

As described in the introduction, we have prepared two market scenarios. The first extends trends as we have identified and interpreted them within the study area. The second considers the possibility that certain opportunity sites are developed through a formalized system of intervention.

The general assumptions are described below and reflect building inventory data from the Leon County Property Appraiser's office, a visual inspection of the area, and conversations with the City's Planning Staff, developers, various real estate professionals and others. The analysis compares the development activity in the study area with that achieved historically at either the City and County levels for residential, retail, and commercial uses. To the degree, we believe it is possible to distinguish between single and multi-family development as well as permanent and student housing, we have done so.

The shares we assign the study area are based on gross projections of what the market might reasonably be expected to achieve at an aggregate level. Clearly, such projections have a margin of error but they offer some perspective on reasonable thresholds for planning. At the aggregate level, it is only reasonable to posit that the County will experience a finite level of residential or non-residential development in response to population changes or unexpected geographic preferences. Attributes of location, patterns of development, past development history, and perceived



responses of the development community define those parts of the City or County where demand will be both experienced and satisfied. In our model, overall demand is dependent on some future growth in the market and an expectation about reasonable shares allocated to this specific part of the community.

Scenario 1 Assumptions

In scenario 1, we have assumed that conditions continue essentially as they are in the study area. Generally, this is interpreted to mean, that the study area would maintain some historic share of the City's and County's development adjusted for anticipated resident and student population growth. We envision no major changes occurring and anticipate that historical shares will be difficult to maintain because available sites are randomly distributed across the study area. We provide a range of projections because it is difficult to anticipate what shares the study area might actually capture even if conditions remain relatively unchanged.

Scenario 2 Assumptions

In the near term, it is difficult to perceive that conditions could be altered even with aggressive intervention such that the respective study areas could capture more than their current fair share of development activity. Scenario 2 is predicated primarily on the assumption that in the near term parcels are either assembled opportunistically by the private sector or that publicly controlled parcels become available. These influences would be experienced in the longer term. It is difficult to conceive how, if at all, conditions along the Adams Street corridor could be changed to support development except by aggressive intervention policy. It seems remote that such policy change could occur or be effective in a period of less than five years given the patterns of the current built environment.

Market Overview

The analysis compares the development activity in the South Monroe study area with that of the City of Tallahassee's and Leon County's.

Comparisons between the study area and the City of Tallahassee and Leon County underscore growth occurring in the region, but specifically within the general *urban* boundaries of the City and the County. While the downtown area and certain suburban areas have enjoyed significant additions, renovations or upgrades only in the last few years, the South Monroe study area has experienced only limited new construction or renovations.



Below are the general characteristics of historic development that occurred between 1990 and 1999, as well as our assessment of future potential. The analysis is presented in terms of incremental new development although, depending on the concentrations of this activity, there may also be opportunities to renovate or improve existing facilities or units.

Recent Investment and Disinvestment Activity

Although there is likely to be ongoing renovation and remodeling throughout the study area, the pace of new construction has been relatively modest. Aside from smaller residential properties, the most current tax rolls indicate that two structures, one commercial facility and one multi-family residential property, received certificates of occupancy in 1999 and 2000 within both study areas. The taxable value of these properties total approximately \$5,500,000. This is a sum much larger than what both areas constructed between 1995 and 1998. According to County staff, and as somewhat expected, there have not been many new projects announced for the study area in the recent past, and the ones that have been discussed for the near future are conceptual and speculative at this time.

This recent level of investment and construction activity, or lack thereof, in the study area can be contrasted with that occurring *outside* the boundaries of South Monroe. As observed previously, Tennessee Street, Pensacola Street, as well as North Monroe Street, and Apalachee Parkway have become the main corridors for commercial activity. Likewise, there has been a lack of steady increase in demand for residential construction in the study area.

Disinvestments are more difficult to document. Official records are maintained only for those properties that are removed or converted, potentially to less economically productive uses. Our field survey of the study area suggests that there have been numerous single-family residential properties that have suffered a certain level of decline within the last few years. Similarly, there have been some commercial and industrial properties that have closed down, but have not experienced any redevelopment of any type. Coupled with our field survey, we also reviewed the property appraiser records and highlighted certain properties that had structures representing less than 33% of the total assessed value, according to Leon County's 2001 tax rolls. We consider such properties as probably underutilized.

The following two tables illustrate the number of vacant and underutilized properties in the study area, as well as within the City of Tallahassee and Leon County. Please note that the County totals include the totals for the City.



Although it is easy to theorize that the study area contains a few residential and non-residential properties that are in a state of disrepair, the property records does not support this hypothesis. Conversely, the property records reveal that some properties, although visually might be labeled underutilized or simply prime for redevelopment, their structures represent more than 33% of the total assessed value, and are disqualified as being underutilized.

Current Underutilized Properties					
	<u>Single Family</u>	<u>Multi Family</u>	<u>Retail</u>	<u>Office</u>	<u>Industrial</u>
South Monroe	5	1	2	0	4
City of Tallahassee	100	12	75	25	25
Leon County	300	13	90	35	40

Vacant Properties			
	<u>Residential</u>	<u>Commercial</u>	<u>Industrial</u>
South Monroe	200	80	5
City of Tallahassee	5,250	940	230
Leon County	13,900	1,300	400

Of the vacant or underutilized property(ies) in the South Monroe study area, the tax rolls indicate that about 200 parcels are specifically designated for residential use. Most of the underutilized properties in South Monroe are single-family residential properties that pre date the 1980's.

Area Residential Environment

Residential development in the study area consists of mostly single-family properties, but there are some multi-family residential and mobile home products. The following table summarizes the breakdown of the total residential acreage as well as the number of individual properties involved in the analysis.

Current Residential Parcels Development Profile				
	<u>Total Properties</u>	<u>Total Acres</u>	<u>% of Total Acreage</u>	<u>% of Total Value</u>
South Monroe Residential	1,390	466	81%	39%
S. Monroe Approx. Total	1,720	1,190	100%	100%



Evident from this table is the significant share that residential properties currently play in the area’s overall market. An estimated 1,400 parcels of the total 1,700 parcels in the South Monroe study area are ostensibly used for residential purposes. Of these about 1,100 are reported as single-family units with about 85% of these constructed prior to 1970. About 500 of the single-family units currently claim the homestead exemption. The total taxable value of the single-family inventory amounts to about \$34,500,000, about 42% of the total taxable valuations in the study area. The underlying acreage represents less than 30% of all properties in the study area.

As expected, many of the residential properties in the study area are very old. According to the County’s tax rolls, the earliest residential property in South Monroe was built in 1920 while the latest was built in 2000.

Residential demand has continued to be fairly strong in the region, with the exception of custom homes. Most housing development occurring in the region, however, requires capacity for larger parcels to accommodate multiple units. Of the almost thirty current housing development projects we identified in the Tallahassee area, most were sited on land much larger than any of the parcels available (whether vacant or ready for redevelopment, excluding public/institutional holdings) in the study area.

There are numerous established neighborhoods within the study area that have strong and stable attributes. However, residential construction in the study area has been limited in the recent past because sites are generally not on the market. By reviewing property appraiser records between 1990 and 1999, we have identified only about 50 residential units constructed within the South Monroe study area. 1995 was the busiest year of construction in the region in the last decade, with a total of 3,100 residential units in Leon County. There were about 2,000 residential units constructed within the City of Tallahassee. In the same year, approximately three residential units were constructed in South Monroe. The table below depicts the annual average construction activity of single-family homes for the study area, the City of Tallahassee and Leon County:

Historical Single Family Residential Construction 1990-1999		
	# of Units	Avg. Per Year
South Monroe	50	5
City of Tallahassee	7,500	750
Leon County	14,000	1,400

Historically, the single family residential construction within the study area accounted for about 2% of the single family residential construction that occurred within the City of Tallahassee, and approximately 1% of the single



family residential construction that occurred within Leon County. At its residential development peak – in the 1950’s – there were about 500 single family residential properties constructed in South Monroe. During the same time period, Leon County experienced the construction of approximately 6,700 single-family residential units, with almost 5,600 of those units constructed within the City limits.

Coupled with the recent residential construction, we also reviewed the sales transactions from 1990 to 1999. In total, there were 496 residential sales transactions. These sales include single-family, multi-family and mobile homes. A majority of the products sold in the last ten years within the study area were single-family homes, and were priced less than \$100,000. This speaks to the desirability of the study area, but it also addresses the relative price threshold people are willing to pay for housing in this setting. For the most part, the prevailing price structure could not support new housing. The table below illustrates the residential transactions that occurred in the last decade within South Monroe.

Residential Transaction Records (1990-1999) South Monroe	
<u>Sales Price Less than \$100,000</u>	<u># of Sales</u>
Multi Family	57
Single Family	841
Mobile Homes	<u>115</u>
Total Sales	1,013
<u>Sales Price More than \$100,000</u>	<u># of Sales</u>
Multi Family	29
Single Family	24
Mobile Homes	0
Total Sales	53

Given the projected population increase (or lack thereof), future residential development growth within the study area is likely to be minimal. It is not unreasonable to believe that the historical trend will continue. The table below outlines the possible scenarios.

Single Family Residential Unit Construction Scenarios South Monroe		
	<u>Scenario 1</u>	<u>Scenario 2</u>
Near term (0-5 yrs.)	15-20	15-20
Long term (5-10 yrs.)	20-25	25-35



AREA MULTI-FAMILY RESIDENTIAL ENVIRONMENT

Between 1990 and 1999, there were two multi-family projects of varying size constructed within the study area, one each in 1993 and 1995. Only one of these projects might be considered as a conventional apartment community. There were about 230 multi-family projects constructed within Leon County in the same decade.

The multi-family projects within the study area are mostly properties with less than 10 units, typically duplexes and triplexes. Although the property appraiser records do not indicate the specific number of units per multi-family project, it is our opinion that the number of projects and the number of units is not substantially different and should not materially affect the analysis. The table below depicts the annual average construction activity of multi-family projects for the study area, the City of Tallahassee and Leon County:

Historical Multi Family Residential (Projects) Construction 1990-1999			
	<u># of Projects</u>	<u>Avg. Per Year</u>	<u>Est. Number of Units Per Year</u>
South Monroe	2	0.2	n/a
City of Tallahassee	210	21	550
Leon County	230	23	750

Historically, the multi-family total construction within the study area accounted for about 1.5% of the multi-family residential project construction that occurred within the City of Tallahassee, and about 1% of the multi-family residential project construction that occurred within Leon County.

Similar to the single-family residential scenario, we do not anticipate a significant level of multi-family residential development growth within the next five years. The table below outlines the possible scenarios.

Multi Family Residential Construction Scenarios South Monroe				
	<u>Scenario 1</u>		<u>Scenario 2</u>	
	<u># of Projects Per Year</u>	<u>Est. # of Units</u>	<u># of Projects/Yr.</u>	<u>Est. # of Units</u>
Near term (0-5 yrs.)	1-3	15-20	1-3	15-20
Long term (5-10 yrs.)	1-3	15-20	2-4	25-40



AREA OFFICE SPACE ENVIRONMENT

There was 7,000 square feet (SF) of office space constructed within the study area between 1990 and 1999. This equates to an average of 700 SF/year of office space construction. However, the entire 7,000 square feet of office construction occurred in one property in 1999. The City of Tallahassee experienced about 2,900,000 SF of office space construction, while Leon County had 3,200,000 SF of office space construction within the same time period. The table below depicts the annual average construction activity of office space for the study areas, the City of Tallahassee and Leon County:

Historical Office Space Construction 1990-1999	
	<u>Avg SF Per Year</u>
South Monroe	700
City of Tallahassee	287,000
Leon County	325,000

Historically, the office space construction within the study area accounted for less than one percent of the office construction that occurred within the City of Tallahassee, and also less than one percent of the office construction that occurred within Leon County.

Overall the current office inventory, as expected, is very old. The majority of the office space within the study area pre dates the 1980's. About 147,000 square feet of the 158,000 square feet was constructed before 1980.

Currently, there are more than 15 proposed development projects with an office component within the Tallahassee area. These projects, if completely developed, could provide a total of approximately 1,900,000 square feet of office. Three of these projects are proposed to be located within the downtown area; eight are to be positioned north of the study area; and the remainder is proposed to be southeast of South Monroe – in Southwood.

Barring any unforeseen circumstances, it is reasonable to believe that the historical trend in limited office construction will continue within the study area. The area is simply not conducive to office development and it is unlikely that the market's response will change. The table below outlines the possible scenarios:

Office Space Construction Scenarios South Monroe		
	<u>Avg. SF/Yr.</u>	
	<u>Scenario 1</u>	<u>Scenario 2</u>
Near term (0-5 yrs.)	500 or less	500 or less
Long term (5-10 yrs.)	500-1,000	500-1,000



AREA RETAIL ENVIRONMENT

There were a total of 71,000 SF of retail space constructed within the study area between 1990 and 1999. This equates to about 7,100 SF/year of retail space construction. The City of Tallahassee experienced 2,100,000 SF of retail space construction, while Leon County had 2,400,000 SF of office space construction in the same ten-year period.

Historical Retail Space Construction 1990-1999	
	<u>Avg SF Per Year</u>
South Monroe	7,100
City of Tallahassee	212,000
Leon County	240,000

Historically, the retail space construction within the study area has accounted for less than 1% of the construction occurring within the City of Tallahassee, and also less than 1% of the retail construction occurring within Leon County.

After touring the study area and reviewing the property appraiser data, we observed that most of the current retail inventory was constructed prior to the 1980's. The Regency Center, which houses the Winn Dixie grocery store and the Eckerd's pharmacy, in South Monroe has been the single significant retail construction in the last decade. The characteristics of this site make the location fairly attractive but the supporting population will probably have to expand before much more inventory is added.

There are currently 20 proposed development projects with a retail component within the Tallahassee area. These projects, if completely developed, could provide a total of approximately 2,700,000 square feet of retail space. Three of these projects are proposed to be located within the general downtown area; 14 are to be positioned north of the study area; and the remainder is proposed south of the study area.



We do not foresee a material change from the historic trend in retail space construction within the study area. The table below outlines the possible scenarios:

Retail Space Construction Scenarios South Monroe		
	Avg. SF/Yr.	
	Scenario 1	Scenario 2
Near term (0-5 yrs.)	0-8,000	0-8,000
Long term (5-10 yrs.)	8,000-10,000	10,000-15,000

AREA INDUSTRIAL ENVIRONMENT

Between 1990 and 1999, there was no industrial construction within the South Monroe study area. Within the same period, there were about 1,100,000 SF of industrial space constructed in the City of Tallahassee, and approximately 1,600,000 SF within Leon County.

Historical Industrial Space Construction 1990-1999	
	Avg SF Per Year
South Monroe	0
City of Tallahassee	108,000
Leon County	160,000

Historically, South Monroe did not have any industrial construction in the past decade. Of the current 342,000 square feet of combined industrial inventory within the study area, approximately 80% was constructed prior to 1980.

Three industrial development projects have been proposed within the Tallahassee area. One is proposed south, while the other projects are sited north of downtown Tallahassee. These projects represent a combined total of approximately 400,000 square feet. The trends mentioned above should continue within the study area. The table below outlines the possible scenarios:

Industrial Space Construction Scenarios South Monroe		
	Avg. SF/Yr.	
	Scenario 1	Scenario 2
Near term (0-5 yrs.)	26,000 or less	26,000 or less
Long term (5-10 yrs.)	26,000 - 30,000	26,000 - 30,000



AREA INSTITUTIONAL ENVIRONMENT

Between 1990 and 1999 there was no institutional construction within the South Monroe Study area. Within the City of Tallahassee, there were about 1,300,000 SF of institutional space constructed in the last decade and approximately 1,400,000 SF within Leon County.

Historical Institutional Space Construction 1990-1999	
	<u>Avg SF Per Year</u>
South Monroe	0
City of Tallahassee	130,000
Leon County	140,000

The low institutional construction within the study area has historically accounted for less than 1% of the institutional space construction within the City of Tallahassee and Leon County. With the presence of numerous vacant institutional properties in the South Monroe study area, it is unreasonable to foresee this trend to continue. It is almost a certainty that some of the vacant properties owned by Florida A&M will be developed in the near and longer term, either for student housing or additional academic buildings. The table below outlines the possible scenarios:

Institutional Space Construction Scenarios South Monroe		
	<u>Avg. SF/Yr.</u>	
	<u>Scenario 1</u>	<u>Scenario 2</u>
Near term (0-5 yrs.)	10,000-15,000	10,000-15,000
Long term (5-10 yrs.)	10,000-15,000	20,000-25,000



CONCLUSIONS

Generally, after reviewing all the data, touring the study area and the larger region, and speaking with the planning staff, we are of the opinion that the market context is reasonably supportive of some land use activities within the study area. However, it is also our opinion that the prospect of development matching or exceeding past rates of investment seems unlikely. With only a few large vacant tracts within South Monroe – most owned by public and/or institutional users – assemblage and infill development could occur in the study area, but it will be discrete and moderate. By its nature, infill and redevelopment will almost always be more difficult because of the set patterns and context. Because most development in Tallahassee, however, is of a relatively moderate scale, infill development in this community is not as handicapped as it might be in an area undergoing intense growth and demand pressures, where activity below a certain scale is almost always prohibitive.

The study area competes with more established and growing suburban areas that will support most of the incremental population change in the county. Most demand in the study area will be for the resale of existing homes although new construction could be supported but only in modest terms. If policies support them, multi-family units of varying densities represent an obvious market segment.

As noted, there are opportunities for residential activity and selected opportunities for lower intensity office and retail, primarily as the result locational advantages and the presence of the universities. Residential development is probably the greatest opportunity in the first scenario. In the second scenario, we envision improved prospects for both residential and retail. Office or other uses change little between scenarios.

Some of the constraints that we found in the study area include the respective demographic characteristics, the size of potentially available properties, and the presence of environmental concerns.

- South Monroe's apparent lack of affluence counters broadly themed retail concepts and imposes certain limits on the volume of housing that might otherwise be expected, assuming the availability of suitable sites.
- The properties that are vacant and/or underutilized, which could be available, are primarily small residential properties that are scattered in the study area and would require aggressive assemblage



- efforts for any large-scale development and/or redevelopment to occur – on a scale similar to what is occurring in other areas of the region.
- Some of the larger vacant properties will most likely remain vacant due to environmental constraints. There is some evidence that many of these larger vacant properties are within flood zones – usually an expense that developers try to avoid and which may trouble existing regulations.
- There is the potential presence of petroleum or like contaminants within properties that have been used to service the automotive industry. Such constraints primarily relate to the Adams Street and Monroe Street corridors but they have the effect of dampening modest development potential in this area. As suggested, the City/County could consider a strategy that establishes a screening process that designates areas where development most likely could occur.

In the final analysis, we estimate that the prospect of development exceeding past rates of construction activity seems unlikely. Even with aggressive intervention, we cannot foresee any material effects boosting opportunities within the near term. There simply is inadequate time for policy or physical changes to take effect. In the longer term, there could be a slight improvement in both scenarios. This improvement is measurable and quantifiable but would probably have to be evaluated ultimately in the context of cost-benefit considerations – property tax collections as an example -- which go well beyond this analysis. The table below illustrates the relative opportunities associated with each scenario, based on a typical year’s development activity. As used here, the term *Average* reflects the ten-year (1990-1999) annual average development activity as experienced by both study areas.

Estimated Development Pattern Within South Monroe Scenario 1 and 2				
Land Use	Scenario 1		Scenario 2	
	Near term (0-5 yrs.)	Long term (5-10 yrs.)	Near term (0-5 yrs.)	Long term (5-10 yrs.)
Single family residential	Average	Average	Average	Average - High
Multi-family residential	Average	Average	Average	Average - High
Office	Low - Average	Average	Low - Average	Average
Retail	Low - Average	Average	Low - Average	Average - High
Industrial	Average	Average - High	Average	Average - High
Institutional	Average	Average	Average	Average - High



The potential development identified in this report focuses exclusively on incremental construction activity. There may be opportunities to improve or renovate existing residential or commercial structures but these changes will occur neighborhood by neighborhood as it becomes obvious that market based activity is also occurring. Residential upgrades are the most likely, based on the apparent number of properties that were purchased in the area over the last few years. Apartments, because of their strong current and probable orientation to students, are less likely to be maintained beyond minimal requirements, a condition exacerbated by the unchecked acquisition of properties by the nearby universities. Further, there could be some conversions of residential structures into other uses, most likely offices that match the scale of the tenants we observed in this market. The retail inventory in these areas is relatively limited so improvements, whatever their nature, are by definition also limited. Industrial holdings, while more prevalent, are rarely upgraded and are among the uses most likely to generate code compliance issues if such codes were to be strictly enforced.





Land Use Element

From the beginning of the South Monroe Sector Plan, the community provided land use guidelines for the future of the sector. Those guidelines were as follows:

- Improve the image of the sector
- Develop safe, walkable places
- Establish destination points in the sector by revitalizing businesses

Those guidelines have been used to develop a land use strategy for the sector. The land use strategy combines 1) where we are, 2) where the area is going long term and 3) the evolving of the area to its long term goal. The current land use structure does not appear to meet the future desired. Currently the sector does not have a balanced mix of land uses, especially along the South Adams and South Monroe corridors. This imbalance has contributed to concerns about the image and function of the area. Thus, change is necessary to achieve the community vision.

When considering the sector's future, the following assumptions were used:

1. The South Monroe Sector has historically had and will retain, reasonable property values to encourage start-up business opportunities. Those startup businesses are envisioned to be a foundation for the revitalization of the sector.
2. Stable single-family neighborhoods should remain and be protected.
3. Students are living near the universities and will continue to seek out these areas.
4. Lower rent, small retail businesses will remain in this area.
5. Florida A&M will continue to strongly influence the area.
6. Bold recommendations are needed that consider emerging trends and technology
7. Short term economic development opportunities are primarily single family residential, multi-family residential, limited retail and institutional consistent with the South Monroe Market Study. Other development such as office could occur but would be limited by the ability of the Sector to attract this type of development.

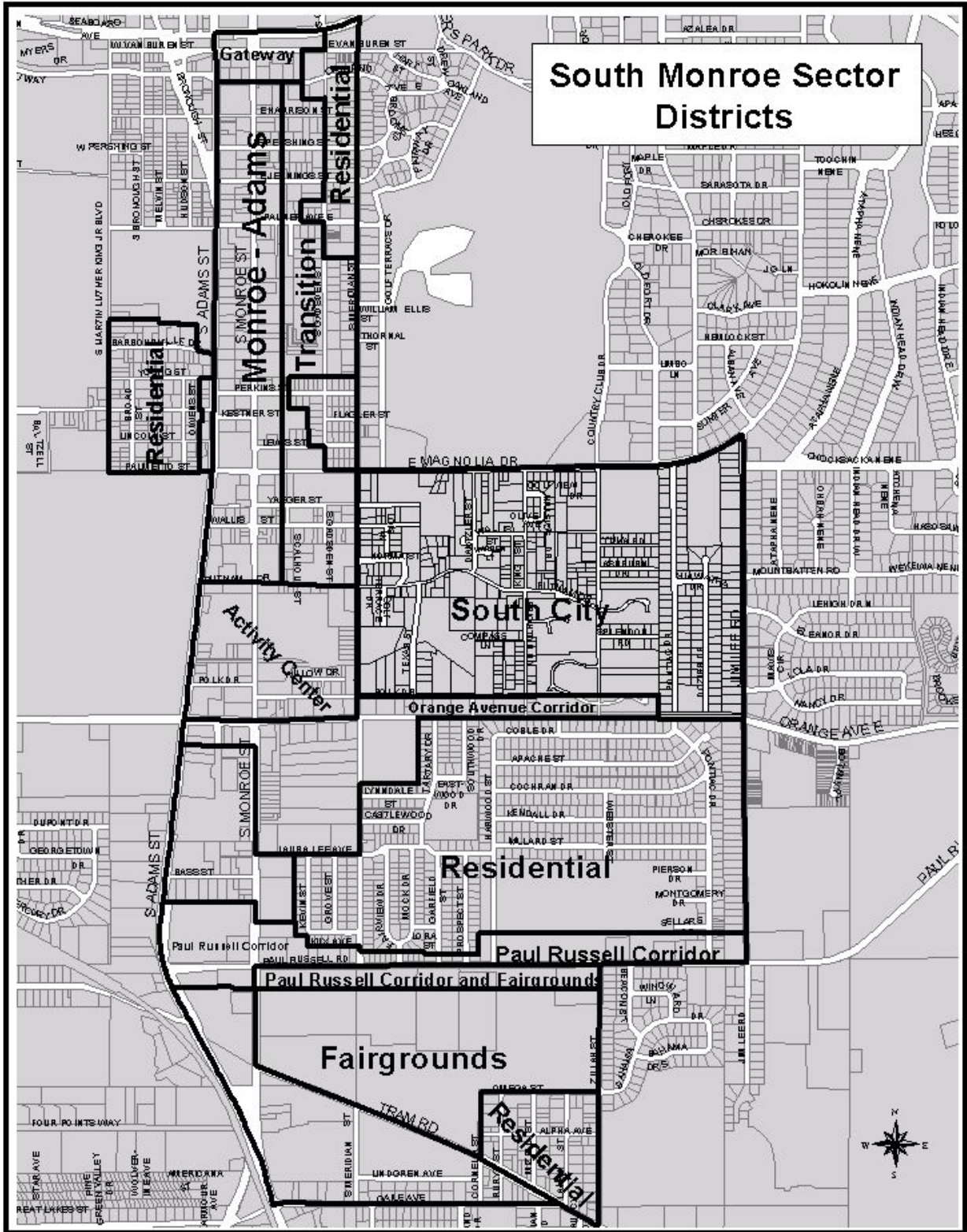


8. An influx of new uses is needed in the sector to provide a better balance, especially along the South Monroe and South Adams corridors.

In determining recommended land use strategies, the Sector was divided into districts. These districts were developed by utilizing the districts in the November 3rd workshop and by considering the unique qualities in the Sector. The following sub-areas were identified:

1. Gateway
2. Monroe-Adams Corridor
3. Activity Center (Towne South and Southside Shopping Centers)
4. South City (residential neighborhood that has a significant amount of vacant land)
5. Orange Avenue corridor
6. Paul Russell Road corridor
7. Transitional Area (Monroe to Meridian; area between the businesses on Monroe Street and the Myers Park/Country Club area)
8. Fairgrounds
9. Residential Districts

Attached is a map of the proposed Districts.



South Monroe Sector Districts



Gateway District

A Gateway area is proposed along the CSX railroad tracks in conjunction with the Capital Cascades Trail, being funded by Blueprint 2000. This idea was first raised in the November 3rd Community Workshop when participants identified the need for improvements to the railroad bridge and restoration of the Cascades park to create an inviting entrance into the South Monroe Sector and the Downtown.

The recommendation from the workshop focused upon improving the railroad bridge. As mentioned in the Image Element, the current railroad bridge contributes to the “other side of the tracks” image of the area. The community recommended changes to the bridge and adding a walking trail above South Monroe as part of the Capital Trail.

The South Monroe Sub-Committee furthered the recommendations of the community workshop. The Committee concurs with redeveloping the bridge over South Monroe. The Committee also recommends that the environmental character of the Cascades be restored with a flowing St. Augustine Branch with aquatic/native plants. The Committee also proposes grassland plantings over the clay liner above the old City landfill. Finally, recreational uses are recommended adjacent to the Cascades including the restoration of Centennial Field and an arboretum to attract visitors to the area. The arboretum would serve as a recreational/educational area where people could learn about plants and the environment. The facility would also need to be coordinated with Florida A&M and Leon County. In addition, the Downtown trolley route should be expanded to help people to travel from the Downtown to the corridor. A concept plan of this recommended gateway is attached in the appendix.

Monroe-Adams corridor

The Monroe-Adams corridor runs from the CSX railroad south to Putnam Drive along both sides of South Adams Street and South Monroe including approximately one block east of South Monroe. The area is currently a mixture of small businesses including automobile-related, wholesale, second hand retail shops and eating establishments. This area includes the oldest portion of the South Monroe/Adams commercial core with buildings built in the 40's.



The area is also surrounded by the Downtown, Florida A&M, residential neighborhoods and the proposed Capital Cascades Trail. However, there does not appear to be a strong connection between the uses along the corridor and the surrounding area. The Community recognized this lack of connection in the November 3rd Community Workshop. In the workshop, the participants identified three general areas that should be strengthened: restaurant, retail and university related businesses along Monroe and Adams Streets.

A restaurant district was recommended for the area from the railroad tracks to Palmer Avenue. The district intended to capitalize on the existing restaurants such as Nick's, Dog Et Al, Shell's Oyster Bar and Subway. A Florida A&M university district was also recommended with a stronger presence of the university on the corridor including a gateway into the campus and uses supporting the university such as office, retail or student housing. The small service businesses in the area were also seen as important to the future of area and should be preserved. The participants recommended separate districts for these uses in order to create a concentration of those businesses. Connecting these districts would be the Downtown trolley helping people to travel from the Downtown and the University to the corridor.

The South Monroe Steering Committee supports these recommendations. The Committee understands the need to improve the linkages with the Downtown, the university and the neighborhoods. However, instead of three separate districts, the Committee recommends a single mixed-use district for the Adams and Monroe corridor. This single district would permit retail, service and university uses similar to the current Central Urban zoning.

The Committee believes it is not appropriate, at this time, to prohibit approved land uses in the corridor. Prior to any regulatory changes, strong market research is necessary to demonstrate a demand for such uses. If a land use change is recommended, then a PELUC should be offered to existing businesses so they may rebuild or expand.

Finally, the Committee believed it was very important to support existing businesses and new development in the area whether it be automobile-related, student, retail or restaurant businesses as well as student housing.



Instead of prohibiting land uses, the Committee recommended strategies to improve the look of businesses in the area. The recommendations focus on sidewalks, landscaping, parking, renovation and outdoor storage. They are as follows:

- Landscaping – require landscaping, especially in the front and near the street, but if few options then place landscaping along the side. Also, median plantings where adequate room is available and improved signage.
- Sidewalks – build comfortable wide sidewalks, and crosswalks, with buffering from the street and parking areas with landscaping or small walls
- Parking – encourage on-street parking and parking pods (small parking areas) to maximize available parking
- Buffer – buffer unsightly uses from the street with landscaping or fencing such as outdoor storage of materials, stormwater facilities and trash dumpsters
- Rebuild - level abandoned buildings along the corridor and rebuild. Also, renovate existing businesses with facades, awnings and paint.
- Utility lines – develop strategies to hide the utility poles along the corridor

Florida A&M is a potential major source of change in the sector. At this time, Florida A&M is considering revising its master plan to include areas to the east of campus between Adams and Monroe streets. Any expansion of the campus boundary would be an important factor in redeveloping the corridor.

The marketing consultants for this project have noted that universities can have a negative effect on surrounding areas. A reason for this is property owners believe that their property is valuable simply because it is adjacent to a university. The property owners have little vested interest in improving their property because it is valuable without improvement. This perception results in deteriorating conditions around the university. A tool to prevent this occurrence is to have a university establish its boundaries and state no further expansions will be considered. If Florida A&M is not going to purchase and redevelop property beyond South Adams Street, then an agreement with the City formalizing this position with notification and sent to adjacent property owners may help encourage investment in adjacent properties.



Once the university's boundaries are firmly established, the next step would be for private investment to supply the supporting uses for the university. This linkage can occur through various means including supplying office space for university related uses, retail services, or housing opportunities, all directed to students, professors or university staff. Based upon the results of the study, office opportunities appear limited due to the annual growth of office development in Leon County. In providing these supporting uses, a new development model should be considered for this District. This model would include providing a mixture of uses within multi-level structures such as retail on the first floor and office or residential uses on the higher levels.

Activity Center

The proposed Activity Center District is from Putnam Drive to the north to Orange Avenue to the south and South Adams Street to the west to South Meridian Street to the east. The heart of this area is the Towne South and Southside Shopping Centers with its office and retail spaces. The combined shopping centers are almost 20 acres in size. To the south of the shopping centers is the East Branch which flows east-west toward Florida A&M and beyond that a combination of fast food establishments, a bank, assorted offices and auto repair businesses. To the north are depressed residential areas with most converting to multifamily housing. To the east is South Meridian Street which is developing as multifamily housing for Florida A&M and the community. There are also scattered vacant lots in this proposed boundary. The total area of the proposed Activity Center is 53 acres.

In the November 3rd Community Workshop a need was identified for entertainment and destination uses through out the corridor. This area was specifically identified as a Town Center for the corridor where many different uses could come together including restaurants and other services.

The South Monroe Steering Committee agreed and expanded upon this recommendation. The recommended long term vision for this area is a mixed use activity center that provides shopping, retail, employment, entertainment, recreational, transportation and housing opportunities for the Southside. The entire area is envisioned as a unified project with similar signage and building scheme to unify the area. Also, a similar name such as Southside Village is recommended.



The uses of the Activity Center are a combination of the needs identified by the Committee and the community. First, the shopping centers provide shopping and employment opportunities to the residents and the Southside and Florida A&M. This role would continue. The edge of the Activity Center is developing as multifamily housing for Florida A&M students. This role is envisioned to continue in the future as well. This area also provides opportunities for vendors to sell items, especially on the weekends. The project would include a pavilion area similar to the Market Street Pavilion to provide a central location for vendors. Finally, this area has a natural element with the East Branch at the south of the shopping centers but this is easily overlooked. A new design would accentuate this aspect while improving the stormwater capacity and recreational opportunities for the project.

There are also other needs this District could provide. First, there is a need for a transfer facility for the Southside. The Activity Center is an ideal location for this transfer facility. The Southside provides much of the ridership for Taltran and some of the major destination points are employment and shopping locations. The District would also be located adjacent to Florida A&M. The District could also provide needed entertainment opportunities for the Southside. Another need is for hotel/conference space. No hotels are located on the Southside which has been a concern for Florida A&M and the Fairgrounds.

The Southside is in need of a major destination center and this area could meet this need. However, this change is probably long term considering the current viability of both shopping centers. Vacancies are very low in these two retail centers and the demand for space is very high. The reason is the shopping centers have remained a viable, affordable retail alternative for the surrounding neighborhoods. The shopping centers, especially the Southside does appear to be in need of repair and both shopping centers are 20 and 30 years old.

In the short term, any renovations will probably be cosmetic, improving the image but not the structure or function of the area. Especially for the Southside Shopping Center, new façade and landscape renovations would improve the image of the area. Another needed project is to better connect the two centers through infrastructure upgrades, signage etc.



Another immediate need is for the addition of a bus transfer facility in the Southside. With the amount of bus traffic in the Southside and this being a major center for the Southside, this project could better integrate resident's shopping and transportation needs.

For the longer term, these centers will need repair possibly in the next decade or more. At this time, the type of changes considered in Community Workshop is a possibility. This change could include retail and residential and possibly entertainment or office. A constraint that will need to be addressed for this site is flooding. This property is currently within the 100-year floodplain.

South City

The South City District is mostly residential and located between Meridian Street, Magnolia Drive, Orange Avenue and Pontiac Drive. The area includes a combination of housing types including single-family, apartments, duplexes and manufactured housing. According to the Year 2000 census, South City is 84% minority compared to 40% for the City. The neighborhood has a higher percentage of school age children (42%) compared to the City (17%) and a very high percentage of single parent families (82%) compared to 43% in the City. Over half of the families live below the poverty level (55%), 80% of the total units are rentals and almost half do not own a car (48%). Attached to this report is a summary of the census statistics for South City.

South City is unique to the rest of the Sector because it is the City's poorest neighborhood and contains a significant amount of vacant land. However, this land is constrained for development because it is flood prone and there is no clear title of ownership for many of the vacant properties. Issues within this area are consistent with impoverished conditions including crime and deterioration of homes and property.

In the November Community Workshop this area was recommended for security improvements to minimize crime including increased lighting and patrols. No land use strategy was identified. Since the workshop, the South Monroe Steering Committee further reviewed the South City area. This Committee identified the major concerns for South City as flooding, code enforcement, infrastructure upgrades, community needs, public safety and personal care of property. These issues are further discussed below. The Committee identified its vision for the neighborhood as follows:



The vision for South City is for a safe, quiet low-density residential area without heavy traffic. South City should be walkable with destinations on the edge of the neighborhood. The trees and park-like atmosphere of the neighborhood should be enhanced.

The recommended solutions to South City's concerns are meant to bring this neighborhood closer to its vision.

Flooding was identified as a major concern. Much of South City is in the 100-year floodplain and flooding is widespread during major storm events. Orange Avenue and Red Arrow Road were specifically mentioned as problem areas but much of the neighborhood suffers from flooding. The East Branch runs along the southern edge of the area and quickly overflows. Improved stormwater capacity is recommended. It is unknown whether the widening of Orange Avenue, the closing of the open ditches on the north side of Orange Avenue and the opening of a stormwater facility at the corner of Meridian and Orange Avenue will improve stormwater capacity for this area. However, the facility was not built for this purpose.

Code enforcement was also identified as a major concern. Abandoned homes that become havens for criminal activity and absentee landlords were two examples mentioned. Some of these homes are not the typical older broken down structures, but rather newer buildings that are not maintained or monitored. Illegal dumping is also a problem especially with the number of trees and wooded areas, dead end roads and other hidden areas that are prime dumping spots. Abandoned cars and noise issues are also concerns for the neighborhood.

Other infrastructure upgrades are also needed. Many of the roads in the neighborhood are narrow with open ditches and no sidewalks. This makes walking within the neighborhood difficult. Upgrades in transit facilities are a necessity for the residents. Many of them depend upon Taltran for daily needs. Bus shelters and other improvements, such as a Southside Transfer Facility, would be welcomed.

There are also public safety needs in the neighborhood. Consistent with impoverished conditions; criminal activity is a problem in South City. The neighborhood would like more assistance from the Tallahassee Police Department. This help should include more positive interactions with the neighborhood instead of just arrests. Investment to prevent crime is also desired, such as increased lighting or other strategies.



Many other issues affect the neighborhood. Education improvements are needed not only for school age children but also for job training and advancement for adults. The elderly need transportation to meet their daily needs. The neighborhood would like a neighborhood center to be a focal point for assistance. This center could include recreational opportunities for children. There is also a need to improve the residents' care of their homes and their neighborhood. Beautifying the larger area is envisioned as a way to encourage residents to maintain their homes. Encouraging home ownership is also recommended.

Staff Comments: *Staff carefully reviewed the recommendations made by the sub-committee. Some of the recommendations can be addressed through a short term reprioritizing of staff to address neighborhood concerns. Other recommendations can be addressed through existing programs. However, some recommendations including infrastructure improvements and increased staffing will require the ranking of these projects based upon a prioritization process and approval by the City Commission.*

The neighborhood center recommendation is being accomplished through coordination with the Tallahassee Housing Authority. The Authority is taking over the Boys and Girls Club facility in South City and is working with the neighborhood association to share the facility.



Summary Statistics for South City from Year 2000 Census					
	South City		Source		City of Tallahassee
Total Population	2,324		2000 Census		150,624
White	16%		2000 Census		60%
Black	80%		2000 Census		34%
Other, One Race	2%		2000 Census		4%
Two or more Races	2%		2000 Census		2%
(Hispanic)	(3%)		2000 Census		(4%)
Under 5	16%		2000 Census		5%
5 - 17	26%		2000 Census		12%
18 - 24	17%		2000 Census		30%
25 - 44	25%		2000 Census		28%
45 - 64	11%		2000 Census		17%
65 and over	6%		2000 Census		8%
% of Households that are Families	67%		2000 Census		47%
Of Families with Children:					
% Single-Parent Families	82%		2000 Census		43%
Total Dwelling Units	991		2000 Census		68,417
Vacancy Rate	12%		2000 Census		8%
Owner-Occupied	20%		2000 Census		44%
Renter-Occupied	80%		2000 Census		56%
Persons per Household	2.66		2000 Census		2.17
% Single Family homes	37%		2000 Census		51%



% Multi-Family homes	60%		2000 Census		45%
% Mobile Homes	3%		2000 Census		4%
% of Households with 0 Vehicles	45%		2000 Census		9%
% of Households with 1 Vehicle	32%		2000 Census		44%
% of Households with 2+ Vehicles	23%		2000 Census		47%
Median Household Income	\$15,268		2000 Census		\$30,571
Median Family Income	\$15,000		2000 Census		\$49,359
% of Persons living below Poverty	52%		2000 Census		25%
% of Families living below Poverty	50%		2000 Census		13%
Unemployment Rate	15%		2000 Census		7%
% College Students	12%		2000 Census		30%



Orange Avenue

The Orange Avenue corridor beginning at Jim Lee Road bisects residential neighborhoods and provides connections to Monroe and Adams Streets. From Jim Lee Road to Meridian Street the corridor is mostly residential with single family and multifamily housing, a day care center and an elementary school. From Meridian Street to Adams Street the corridor becomes very commercial with small storefront businesses, a bank and fast food establishments. There is also some vacant land and abandoned buildings along the entire corridor from Jim Lee Road to Adams Street.

A reason for some of the vacant land along the corridor is because of flooding concerns. Much of the corridor is within the 100-year floodplain. During major storm events the corridor becomes impassible due to floodwaters. The East Branch runs along Orange Avenue in deep open ditches that overflow in a major storm.

To improve the capacity and aesthetics along Orange Avenue, the County is planning to widen the road from two to four lanes. The construction is projected to begin in the Fall of 2003. The improvement will include closing the open ditches, constructing



The final recommendation of the Committee is that the County's proposed stormwater facility be integrated with the surrounding uses to become an amenity for the Southside. The facility, as planned, will not include playgrounds, benches, picnic tables or bathrooms. The Committee believes this facility has the potential to be a Lake Ella style park and should have such facilities. Surrounding the proposed facility is a school and the proposed Boys and Girls Club. Through redeveloping the surrounding under-utilized parcels (two abandoned gas stations and vacant land) the park could be integrated with Wesson and the Boys and Girls Club. Together these uses provide an opportunity to create a destination center for the Southside that could include all of these uses with visibility from Orange and Monroe streets.

Even though this area does appear appropriate for a park facility, there are very limiting issues that must be addressed. The first issue is safety. Safety concerns range from criminal issues to the safety of children at Wesson Elementary. To address these safety concerns this park will need to be visible and open, similar to the stormwater pond in Frenchtown. Visibility from Monroe Street is also recommended similar to Lake Ella. The second issue is funding. To build this project would require purchasing benches and other facilities to serve as park amenities as well as establishing funds for ongoing operation/maintenance funding. Minimum cost estimate for this park is \$370,000 (see attached cost estimate). Surrounding properties may also need to be purchased depending upon the design. These properties also have potential contamination issues further increasing the cost of the project. The amount of funding needed for this project is probably difficult to justify in the short term with the amount of improvements being proposed for Jack McLean Park. The third issue is coordination and timing. As mentioned earlier, the County is building a stormwater pond on this site to hold the stormwater runoff from the Orange Avenue expansion. This pond needs to be constructed prior to the road expansion. The County has agreed to build a facility that will resemble a natural lake but will not be a park with facilities. The County does not build parks in the City. Thus, if this area is to become a community park with amenities, then the City will have to agree to take over the maintenance and construction of the park.



Paul Russell Road corridor

The Paul Russell Road corridor beginning at South Adams Street is very commercial with a shopping center, a bank and apartments. The road dramatically changes character traveling east with the North Florida Fairgrounds, Jack McLean Park and larger lot residential housing giving a more rural residential feel.

In the first community workshop, the participants recommended streetscape improvements along all major roadways, including Paul Russell Road. The community also supported redeveloping the fairgrounds, which would have major impacts on Paul Russell Road. In addition to the workshop, the Planning Department has seen increased pressure along Paul Russell Road with proposals to convert houses to a church or an office building.

The South Monroe Steering Committee, as part of its charge, reviewed the Paul Russell Road corridor to recommend a future direction for the corridor. The Committee recommended that the corridor remain residential. The Committee's rationale was based upon their belief that Paul Russell Road will remain residential in the distant future. Also, Paul Russell Road is not proposed for expansion in the long-range transportation plan which will help maintain its viability as residential.

Fairgrounds

The North Florida Fairgrounds is located at the intersection of Paul Russell Road and South Monroe Street. The property is over 100 acres and contains buildings for the fair and other events as well as concession areas and an office. The School Board's Capital Stadium, which is used by area high school football teams, Leon County's Agricultural Extension Office and a City ballpark are also located on site. The City ballpark is on Fair property.

When the Fairgrounds was built it was located away from town. Around the fairgrounds was a drive-in with little else. Over time the area has become developed. A Winn Dixie Shopping Center and an apartment complex are signs that this area is no longer outside of town. The Fairgrounds is a potential location for this growth. According to the South Monroe market study, new development will first focus on vacant, larger parcels. The Fairgrounds is one of only three parcels in the sector that fit these criteria. The area needs new development but lacks parcels of any sufficient size. The Fairgrounds also does not enhance the South Monroe and Paul Russell corridors, because much of the activity is limited to within the



Fairgrounds itself. At the same time, the Fairgrounds is an active use in the Sector with numerous shows, meetings and expositions occurring through out the year in addition to the Fair. This is one of the only destination points that bring people to the Southside.

The North Florida Fairgrounds Association identified many of these issues in their Master Plan completed in 1991. This Plan recommended improvements to enhance the Fair's image and better utilize its site. Included in the master plan was the construction of an exposition hall for providing better facilities. Since the development of this plan many of the recommendations have not been implemented due to a lack of capital funds.

In the November 3rd Community Workshop, the community recommended that the Fairgrounds be improved to better integrate with the surrounding area by either 1) moving the fairgrounds to a different location and redeveloping the property as a mixed use project with housing, employment and retail or 2) improving the use and look of the Fairgrounds to make the facility a year round facility for the area.

Consistent with the November workshop, Planning Staff identified three potential alternatives for the fairgrounds for the Steering Committee to consider. The first option was to move the fairgrounds. Leon County is currently exploring this issue. In order to move the Fairgrounds, an adequate alternative site would need to be found, as well as funding for the replacement cost of moving the fairgrounds and rebuilding all facilities and utilities. This action would be very costly. The advantage to moving the fairgrounds is that it opens a large parcel for development that could change the face of the southside with a business park, market rate housing or other ventures related to employment, retail and residential. The disadvantage in addition to the cost is that the Fairgrounds is one of the only destination points for people to come to the Southside.

The second option is for the Fairgrounds to remain at its current location but to better integrate the site with the surrounding area. As mentioned the Fairgrounds is important to bring people to the Southside. As one person mentioned on this issue, "If you didn't have the fairgrounds on the Southside you would be trying to get it." Instead of moving the fairgrounds this option is to improve the look of the fairgrounds through landscaping, streetscape improvements, building renovations and fencing around the site.



The third option is a combination of the two options mentioned. This would recommend keeping the Fairgrounds in its current location but re-orient the Fair to permit some of the prime property along South Monroe and Paul Russell to be available for development. This could be a potential win-win scenario because the Fairgrounds Association would like to improve its exposition facilities and the money from a property sale could go towards that. At the same time the Fairgrounds would remain on site. The problems with this option would be the loss of frontage or visibility for the Fair and finding a way to develop the property while retaining the Fair on the site.

The South Monroe Steering Committee considered these options and recommended that the Fairgrounds remain in its current location. The Committee was very concerned with the economic impact of moving the Fairgrounds out of the corridor and losing the exposure and business generated by the events. The Committee also viewed the North Florida Fair as one of the only events that attracts larger amounts of people to the Southside.

Transition District

The Transition District is located generally between South Monroe Street and Meridian Street, excluding the Myers Park Historic District. In the Community Workshop there were no recommendations for this area. The Transition District is adjacent to intensive retail uses along the Monroe corridor with a combination of auto shops, restaurants, wholesale businesses and warehouses. To the east of the Transition area is the Myers Park neighborhood, which is exclusively single-family housing.

The Transition area is a combination of the two adjacent areas. Intermixed are offices, automotive shops, wholesale businesses, multifamily housing and single-family houses. This combination of uses has created conflicts in the past with concerns about property values and property rights.

Permitted Uses in Central Urban

Central Urban is the current zoning district for the Transition District. The Central Urban category generally permits retail, office and residential uses. Up to 45 dwelling units per acre are permitted in Central Urban. However, there are other requirements for the Central Urban category that further limits potential development. To help the Committee understand what is approved for the Central Urban category, staff has provided a summary of permitted uses based upon location in the Transition District.



Oakland, Pershing, Harrison, Jennings and Palmer – Retail, Office and Residential uses are permitted. Residential is limited to 45 dwelling units per acre with access to Oakland and limited to 12 dwelling units per acre with access to Palmer, Pershing, Harrison and Jennings. In reality a development could not reach the maximum development thresholds because of site limitations such as stormwater, parking and landscaping/natural area requirements.

Gadsden – Gadsden is a local residential street. Only residential is permitted fronting Gadsden and is limited to 12 dwelling units per acre. Apparently, the office projects (such as Fringe Benefits) on Gadsden were built prior to the current street designation. It appears that Gadsden would meet the criteria for a non-residential street from Palmer to Perkins, which would permit retail and office uses, if requested.

Meridian, Yaegar and Wallis – Retail, Office and Residential uses are permitted on Meridian and Yaegar streets. Wallis is limited to residential only. All residential is limited to 12 dwelling units per acre.

Similar to the Monroe-Adams corridor, the Committee recommends a single mixed-use designation for the Transition District. This single district would permit retail, service, university and residential uses similar to the current Central Urban zoning. However, the Committee does recommend prohibiting automobile repair uses along Meridian, Gadsden, Yaegar and Wallis Streets due to the character of these areas.

The Committee believes it is not appropriate, at this time, to prohibit approved land uses in the district. Prior to any regulatory changes, strong market research is necessary to demonstrate a demand for such uses. If a land use change is recommended, then a PELUC should be offered to existing businesses so they may rebuild or expand.

Finally, the Committee believes it is very important to support existing businesses and new development in the area whether it be automobile-related, student, retail or restaurant businesses as well as student housing.

Instead of prohibiting land uses, the Committee recommends strategies to improve the look of businesses in the area. The recommendations focus on sidewalks, landscaping, parking, renovation and outdoor storage. They are as follows:

- Landscaping – require landscaping, especially in the front and near the street, but if few options then place landscaping along the side. Also, median plantings where adequate room is



available and improved signage.

- Sidewalks – build comfortable wide sidewalks, and crosswalks, with buffering from the street and parking areas with landscaping or small walls
- Parking – encourage on-street parking and parking pods (small parking areas) to maximize available parking
- Buffer – buffer unsightly uses from the street with landscaping or fencing such as outdoor storage of materials, stormwater facilities and trash dumpsters
- Rebuild - level abandoned buildings in the district and rebuild. Also, renovate existing businesses with facades, awnings and paint.
- Utility lines – develop strategies to hide the utility poles

Residential Districts

The Steering Committee recommended that areas within the Sector that are stable and exclusively single family residential remain protected from incompatible development. Areas identified to remain exclusively residential are identified below.

- Apalachee Ridge
- Myers Park
- FAMU neighborhood
- Campbell Park
- Lehigh Acres
- Menlo Park
- South City (except for the western edge of the neighborhood along Meridian Street)

The Committee believed it was important to retain the exclusive single-family residential development pattern for these areas. In addition, the Campbell Park and FAMU neighborhoods have the potential to be historic neighborhoods in the City. This option should be further explored. These neighborhoods should also be protected by identifying strategies to address the edges of these neighborhoods such as Orange Avenue corridors.



Facilitating Redevelopment

Nearly every area of the sector, except residential districts, is seeking redevelopment. There are many short term and long term decisions that are necessary to redevelop as identified below.

1. Ensure Market for Proposed Development

Even though new development is considered a need or at least desirable by the community, there must be a market for such additional uses. A market study has already been completed showing that the short-term market is limited. However, this market study was for the entire sector and the study assumes a continuation of existing conditions. If conditions change and investment occurs then these assumptions may be invalid for the long term. Further market study will need to be completed for individual sub-areas to help analyze the potential for success for these uses. If a land use change is recommended based upon a market study, then a PELUC should be offered to existing businesses so they may rebuild or expand.

Market changes may need to occur such as increasing populations in and around the sector with adequate disposable income to support additional business. The market study identifies that the two most appropriate land uses for this area are single family residential and multi-family residential. A growing influx of people in the sector can improve the area's ability to support retail and other uses.

2. Address Perception of Contamination

Typically investment is limited in areas known or perceived to have petroleum contamination or other concerns. South Monroe may be limited by these concerns. To address this issue, local governments in other cases have utilized the Brownfield program as a tool to utilize state and federal funding to off set costs for clean up and to provide incentives for future development. The South Monroe Sector, especially the Adams and Monroe corridors, may be improved through a Brownfield designation. It should be mentioned that this designation might also create some concern from residents and property owners believing this designation gives a stigma to the area.

3. Assemble Parcels

Urban core areas also suffer from a lack of larger parcels to develop. In much of the sector parcels are an acre or less. These small parcels make unified development in this area very difficult. However, in



some cases there are multiple contiguous parcels in single ownership. In addition, there are a few parcels over an acre in size. These issues should be further analyzed.

4. Protect Small Business Opportunities

The Southside has provided many opportunities for businesses to get their start. It is important for this area to continue to provide these opportunities. The Southside has provided small business and non-franchised businesses an incubator. This should continue.

5. Increase Parking

Parking in the area is currently adequate for many businesses. However, for much of the sector, this parking is being provided through agreements with adjacent property owners, use of vacant lots, shared parking with adjacent businesses and other strategies. Also, much of the area is in uses that are not major traffic generators such as warehousing, auto repair shops and wholesaling businesses. Many businesses that attract customers such as restaurants and retail businesses are struggling to find adequate parking. Future businesses would require additional parking.

A major barrier to increasing business opportunities in this District appears to be the lack of adequate parking. Potential solutions to this problem could include developing on-street parking along Monroe and Adams and on the side streets or building central parking lots in strategic locations in the District. Some traffic could be diverted through transit and pedestrian traffic but infrastructure would be needed to facilitate these uses.

6. Attract Government Investment

Significant long-term government investment will be needed to help change the perception of this area into a destination center or a Southside main street. Investment could include the following:

- On-street parking along South Monroe Street and Adams Street and possibly side streets
- Streetscape improvements including lighting, extended sidewalks, landscaping and street furniture



- Intersection improvements to facilitate crossing Monroe and Adams including crosswalks with pavers, pedestrian lights, traffic lights
- Placing utilities underground in certain locations
- Consolidated parking with some municipal parking

Opportunities

The following is a listing of recommended short term and long-term steps:

Short Term opportunities

The short-term opportunities in the area will be quick fixes, taking advantage of what is currently in place and to increase awareness for the long-term vision of the area. The short-term opportunities for this Sector are very similar to the redevelopment occurring in Gaines Street with existing storefronts being converted to new uses. This type of redevelopment with some limited City investment may help spur further short-term redevelopment. Short-term projects would include:

- Identifying projects that are quick fixes to the area including maintenance of facilities, landscaping, signage, painting and similar improvements
- Interim intersection improvements to facilitate crossing Monroe and Adams
- Facilitating facade improvements in the area (check if exterior improvements by businesses (new facade) would require interior changes, ADA retrofit or other requirements)
- Enforcing code requirements to improve the look of the sector. Recommend code revisions to provide further direction.
- Establishing development standards to ensure that new construction projects are consistent and compatible with the long-term vision of the area.
- Using development incentives to improve the look of the sector and to attract businesses consistent with the long term vision
- Pursuing assistance from local, state and federal agencies to pursue funding for a Southside main street. Assistance could be Brownfield designation, Enterprise Zone incentives, Community Redevelopment Area funding, Main Street designation and other opportunities.
- Using local government assistance to assemble parcels for



development or negotiating parking agreements

- Making code revisions (see Government Programs Element)

Long Term opportunities

The longer-term opportunities will require additional public and private investment in the area. An important improvement planned for the Sector is the development of the St. Augustine Branch/Cascades greenway. This project could open the Sector to opportunities for increased development with possibly multi-level structures that permit multifamily residential and office while retaining retail on the first floor. This investment may promote further expansion of the area and possibly an extension of the Downtown south of the railroad tracks. The long-term projects could include:

- The Cascades Park/St. Augustine Branch greenway and stormwater improvements
- On-street parking along South Monroe Street and Adams Street and possibly side streets
- Streetscape improvements including lighting, extended sidewalks, landscaping and street furniture
- Intersection improvements to facilitate crossing Monroe and Adams including crosswalks with pavers, pedestrian lights, traffic lights
- Underground utilities in the retail area
- Consolidated parking with some municipal parking





Government Programs

In the November Community Workshop concerns were identified related to government services or funding. The following eight issues were mentioned:

- Improve the appearance and entrances to the South Monroe area neighborhoods.
- Establish destination points within the South Monroe sector by revitalizing businesses and shopping centers
- Establish funding sources to assist businesses
- Analyze codes to identify impediments to redevelopment
- Identify government funding sources and incentives
- Coordinate with City, County, State and Federal agencies for investment in South Monroe
- Address high crime locations in South Monroe area through additional patrols and increased lighting
- Eliminate symbols of crime such as razor wire around properties

In order to better understand these issues, a nine-member committee was established to discuss these concerns and to identify potential solutions. Representatives from City Departments including Economic Development, Neighborhood and Community Services, Growth Management, Police, Planning and the Leon County Sheriff's Office participated on the committee. The first action of the technical committee was to combine the issues into the following general categories: neighborhood improvement, public safety, development issues and economic development. The next action was to identify the departments and approaches currently used in these areas. The following was identified:

Neighborhood Improvement

Neighborhood improvement is mostly addressed in the City's Department of Neighborhood and Community Services. This department's responsibilities include neighborhood enhancement programs, code enforcement and administering the Community Redevelopment Area (CRA), along with the City's Economic Development Department.



Code Enforcement: This was identified in the community workshop as a major issue. There are seven code enforcement officers in the City, but two code inspectors for the South Monroe Sector. These code officers inspect issues related to both residential/neighborhood and business/commercial concerns. Inspectors respond to citizen complaints and perform routine patrolling to identify violations of city codes. Inspectors also meet with neighborhood associations when requested and conduct inspections to address their concerns.

Code officers inspect for violations of the City's Code of Ordinances, including minimum housing requirements, dangerous buildings, abandoned and non-operating vehicles, offensive accumulations of trash/debris, illegal signs, illegal dumping, overgrowth issues, and boundary and pool fences. They respond to complaints and after inspecting the complaint, canvas the general area within a two-block radius. When requested, officers are pulled from their routine areas and team up to conduct full sweeps of areas noting all violations in that specific sector.

Full inspection sweeps are often successful in identifying all problems in an area. On properties where the property owner will not correct the problem, programs are used to abate the violation after due process is afforded to the owner. One example is the lot mowing program, where vendors bid to cut and clean vacant lots and the property owner is billed for this service and a lien is placed on the property. Also, a demolition program funded by Community Development Block Grant (CDBG) funds enables the City to remove dangerous structures through a bid process with the costs assessed back against the property as a lien.

Even with these tools, there are concerns in effectively enforcing code issues in the City. The main problem is commercial establishments. Present city codes do not fully address outside storage for businesses such as body shops, auto repair, tire dealers, second-hand or antique shops, etc. The second problem is staffing. There are seven inspectors for the entire city. There is not adequate staff to dedicate a full-time employee to continually canvas the area. A final problem is coordination with other departments and timeliness of their response.



Neighborhood Services Office: This office was established in the mid 1990's to further empower Tallahassee's neighborhood associations, to improve communication between city government and neighborhoods and to facilitate neighborhood preservation, vitality and development. The Neighborhood Services Office is comprised of three staff members with one staff member assigned to the Southside. The office works with the over 190 associations registered in the neighborhood association data base. However, they target those neighborhoods in the Central City, Southern Strategy and the Community Redevelopment Area (CRA). The primary focus of the division is to provide programs and services to preserve and improve the integrity of the City's neighborhoods. In order to accomplish this charge, this office provides the following services and programs:

- 1) Neighborhood Grant Program (NGP) - The NGP program gives neighborhood organizations access to City funds in order to improve the quality of life in Tallahassee's neighborhoods. The program provides grants to neighborhood associations or organizations for neighborhood improvement and enrichment projects. Projects that will improve the physical, public safety, cultural, recreational or educational conditions in Tallahassee's neighborhoods are eligible if they meet NGP guidelines. The maximum grant awarded per neighborhood is \$2,500. A neighborhood may apply for more than one grant per year provided that the maximum grant amount requested in any given year does not exceed \$2,500. The initial budget for this program was \$100,000 for fiscal year 1996 (with the maximum that could be awarded per neighborhood \$5,000). However, this budget has been reduced through the years because not enough neighborhoods were utilizing the funds. This fiscal year only \$35,000 was budgeted.
- 2) Liaison assistance to neighborhood associations, groups etc. - This office works with neighborhoods on issues, concerns or problems with the delivery of City services/programs.
- 3) Assistance in organizing and maintaining neighborhood associations – This office provides assistance to residents who are interested in forming neighborhood associations. Representatives regularly attend neighborhood meetings in areas targeted by revitalization efforts by the City.



4) Neighborhood Leadership Academy - This office coordinates two Neighborhood Leadership Academies a year, one in the spring and one in the fall. The major goal of the Academy is to have better informed neighborhood leaders who will bring their specialized knowledge of how the city government works back to their respective neighborhoods.

5) Neighborhood Cleanup Program -On a requested basis, this office assists neighborhoods with cleanup projects. This includes assisting in getting volunteers, providing gloves and garbage bags, coordinating trash pickup with Solid Waste and assisting in the actual cleanup.

6) Community Neighborhood Renaissance Program - This program is being used to revitalize Tallahassee's inner-city neighborhoods through formulating and implementing neighborhood plans for selected areas. It brings together resources of the universities, the private sector, churches and social service agencies and the local government. The Neighborhood Services office works closely with the Planning Department on this program.

A problem is that the City has programs to assist and beautify the residential neighborhoods, but does not have adequate programs to assist and beautify the commercial neighborhoods. The City has a grant to assist neighborhoods with signage and other improvements, but no similar program exists for business associations to purchase signage and other improvements. This is a need for some of the commercial gateways into the City including South Monroe Street.

Public Safety

Public safety comments made at the community workshop were related to crime and the perception of crime in the City. The South Monroe sector is serviced by both the Leon County Sheriff's office and the Tallahassee Police Department.

The Sheriff's office has one officer for this area and one crime prevention deputy. The deputy's assigned area is much larger than the South Monroe Sector. The deputy responds to all requested complaints, and patrols the area doing proactive community policing. The office also uses community involvement forums with the residential and business community such as churches, schools, associations with educational programs, workshops and displays.



The Tallahassee Police Department has a much greater presence in the area. There are eight squads that work the southern part of the City, which includes the Downtown, airport and the North Florida Fairgrounds. This provides police coverage for a 24 hour/ 7 days per week time frame. There is also the Community Oriented Policing and Problem Solving (COPPS) squad to help with specific problems and new crime trends. The Police Department routinely responds to calls for service and conducts directed patrols and extra protection patrols for specific problems within each district. The Department also looks for crime trends and attempts to prevent the trend from recurring. The Department also uses crime prevention officers to respond to businesses and homes to assist with their special needs.

The Police Department uses a variety of tools to complete their task. The Department uses marked vehicles for visibility, unmarked for surveillance, a COPPS squad for bike patrols and walking beats, Crime Prevention Officers to give tips to help prevent burglaries, and the placement of a crime camera at businesses or homes when appropriate to apprehend criminals. Officers also conduct safety surveys for businesses and homes. The Department also has a web site to assist people in understanding further what is happening at the police department and to contact the department.

There is a problem with the perception of criminal activity in the Sector. Residents have expressed concerns because of barbed wire, fencing and other elements that create a perception of criminal activity. In a comparison of the Southside with other areas of the City, businesses commonly place fences and other protections that you do not see in other areas of the community. This barricading of apartments, homes and stores in South Monroe sends a message that this is not a safe place to be.

TPD identifies fencing as a needed tool for preventing illegal foot traffic. The department does not require fencing; but recommends it as a tool to deter criminal activity. If fencing is used, TPD recommends colored fencing such as green or black or iron fencing.



Development Issues

The community workshop raised a concern that some provisions of the City of Tallahassee Land Development Code may impede redevelopment. Redevelopment, as well as new development, undergoes an approval process in the City based upon the requirements in the Land Development Code. Numerous City Departments review development applications, but the lead agency is the Growth Management Department.

The length and steps of the approval process depend upon the size and location of the project. There are generally two levels of review (Type A and B). In a typical scenario, a developer applies for development review and submits appropriate copies of a site plan. For Type A projects, the site plan is reviewed by the various city departments and a meeting is held with the applicant to discuss the comments. The applicant at this meeting can ask questions to better understand department concerns and then attempt to answer these questions. This review process ends in recommendations from the departments to the Director of the Growth Management Department. For Type B projects, the site plan is reviewed by various city departments and approved/denied by the Development Review Committee. If a project requires a re-zoning, then the re-zoning is reviewed by the Planning Commission, a board appointed by the City Commission that makes a recommendation to the City Commission for final action. Below is a projected timeline for development projects. This timeline assumes no major problems (delays) during the process.

Project	Time Required
Small Project	Type A – 1 month
Large Project	Type B – 2 months
Rezoning (including Planned Unit Developments)	2 - 4 months for approval

This timeline does not include permitting review, especially building and environmental permits, which typically take more time for approval.



Development applications are also the time when any applicable current codes are applied to a project. Thus, if a redevelopment of a building is proposed, the project not only considers the impacts of the change but may also be updated to reflect newer code provisions.

The City has taken steps to help minimize requirements for redevelopment in already built areas such as South Monroe. In 2000, the City Commission approved the Redevelopment Ordinance that revised environmental requirements to provide flexibility for redevelopment projects with no net increase in impacts. The ordinance exempted interior alterations, exterior alterations to a building that does not change the footprint of the structure, routine building repairs and resurfacing of a paved area from the requirements of the Environmental Management Ordinance (EMO). The ordinance also exempted or reduced requirements for redevelopment projects (Type I and Type II) or portions of projects that do not increase the impervious surface area. The ordinance provides reduced standards for buffering, landscaping, stormwater and urban forest requirements while providing standards to ensure no net decrease in existing landscaping, stormwater retention or urban forest provided on the site.

The City has also adopted other provisions to encourage development and redevelopment in areas like South Monroe. The City has a transportation concurrency exemption for projects that utilize Transportation Demand Management strategies such as carpooling, telecommuting, bicycle and pedestrian facilities, transit or including residential as part of a mixed use project. Thus, if the project is encouraging other modes of transportation then it is exempt from transportation mitigation requirements. For South Monroe, the concurrency exemption only applies to areas between Adams Street and Gadsden Street south to Orange Avenue. Another incentive is increased maximum development thresholds up to 35% in areas like South Monroe. This incentive requires developments to be pedestrian friendly.

Even with the flexibility provided by these incentives, there are still development requirements for new or redevelopment projects in areas like South Monroe. The intent of these provisions is to ensure that quality development occurs, that it addresses its impacts to the community, protects the environment and is compatible with the surrounding area. While these standards are important, some of these standards place restrictions that can be impediments to infill development.



An effect of these development standards is to reduce the developable portion of a site. While this effect is less important in a more suburban area where land is generally cheaper and available, in an urban area this can be the difference between a viable or unviable project. A result of these requirements can be the reduction of the intensity of a project or the need for assembling additional property adjacent to the proposed development. This increases the cost of the project and reduces the profitability.

In addition, some of these standards do not reflect the specific needs of developing in urban areas such as South Monroe. The Code requires that buildings be constructed away from the road and separated from adjacent land uses through landscaping. These standards are effective in more suburban areas but in the Central Core these standards reduce the urban potential of a site.

This is very important because urban development is different from suburban development. Suburban development is typically characterized by construction of buildings away from the roadway, with parking in the front and separation of the building from the surrounding area. The building is typically a single use (such as retail). The emphasis in this development pattern is the individual building and parking lot. This development pattern is ideal for the automobile but becomes increasingly difficult for transit or the pedestrian. An urban development pattern is the opposite. Buildings are located close to the street, with parking in the back or side of the building or shared with adjacent uses. Many uses are typically adjacent to each other so pedestrians can easily travel from building to building. The emphasis in this development pattern is the street, which facilitates both the automobile and the pedestrian. This occurs through making the area interesting and safe to walk while accommodating necessary automobile traffic.

Many of the older portions of South Monroe were built in a more urban pattern. This is consistent with the smaller parcels and the portions of the sector constructed in the 1940's and 50's. However, the Code reflects a more suburban pattern of development, which is inconsistent with many portions of the sector.

Thus, the problems in the review process, especially for the South Monroe Sector, are related to code policies that potentially hinder new or redevelopment projects in the Central City areas. Some of the standards are as follows:



- Buffering, setbacks and landscaping requirements – while landscaping is an important part of the future of South Monroe, there is a need to balance both the amount and location. The current codes do not provide this balance. For urban areas like South Monroe, the focus should be to landscape the street and have the buildings close to and oriented towards the street. Unfortunately, the code requirements seek to push the building back behind parking, buffer between buildings and parking, require other interior site requirements and not place emphasis on the street.
- Urban forest – this requirement to set aside a portion of the site for trees is counterproductive to infill development and limits the profitability of developing urban sites. (a fee-in-lieu can be paid in certain instances)
- Retrofit – the Codes and City practices use redevelopment as an opportunity to retrofit sites to meet current requirements. Unfortunately, these new standards may not be directly germane to the project and may create disincentives for developing in an urban area.
- Slope protection – the City protects natural severe and significant slopes to protect the natural topography of the City. However, the Downtown is exempt from this requirement, to encourage development. For a portion of South Monroe between Monroe and Adams, there are slopes that are limited for development because of this ordinance. In order to encourage development of these properties across the street from Florida A&M, then these properties should be exempt from this ordinance as well and be allowed to utilize the natural slope of the property as a design element incorporated into new development.
- Parking – parking is very limited in South Monroe as are the size of parcels. To encourage development in the area, parking requirements should be flexible through utilizing on-street parking and central facilities as much as possible. This increases the development potential of surrounding developable parcels.



However, simply reducing standards is not sufficient. Although reducing standards provides an opportunity for an urban form of development, there must also be standards in place to ensure this development pattern occurs. These design standards are meant to improve the street and the community through requiring new buildings be built to the street, placing parking behind or beside buildings, encouraging mixed use and multi-story development. For those businesses that do not develop close to the street, such as automobile oriented uses, then the standards can require adequate buffering/landscaping from the street to protect the integrity of the street. These standards are very important because, unlike a suburban pattern of development where the individual site is most important, in an urban pattern the interrelationship of each building to each other and the street is of most importance. These standards are also important to improve the pedestrian and transit activity in the sector. The specific standards are as follows:

- Build to line – requiring buildings to be built adjacent to the street close to the sidewalk. Buildings should also be oriented toward the street with windows and doors.
- Buffering uses – for facilities that do not want or are inappropriate to build to the road, buffer these uses from the street while keeping the pedestrian and transit environment.
- Landscaping – requiring landscaping adjacent to the street to be enjoyed by the community
- Flexible parking requirements – Minimizing off-street parking through utilizing on-street parking, shared private parking and centralized public parking

Economic Development

Economic Development in the City is addressed by the City's Economic Development Department. This agency's mission is to partner with public/private interests to promote a diversified economic development program based on the community's needs and strengths; focus to keep and enhance a high quality of life; foster a positive business climate; ensure stability and expansion of existing businesses; and attract new targeted industries. The Economic Development Department includes the Minority Business Enterprise and Downtown Development Offices. The Minority Business Enterprise Office assists certified minority businesses with identifying and participating in City of Tallahassee procurement opportunities and oversees the City's minority business and disadvantaged business enterprise programs.



There are five Economic Development programs available to all or a portion of the South Monroe Street area: the Targeted Business Pilot Program, Slope Exception; the Downtown Economic Incentives, the Community Redevelopment Area, and the Historic Property Grant and Loan Program.

1. **Targeted Business Pilot Program:** The Targeted Business Pilot Program is available Citywide, but additional points are available to a business locating or expanding within the Central City or Southern Strategy Areas. This area is inclusive of the entire South Monroe Sector. The Program provides for a reimbursement of a percentage of development fees and ad valorem taxes for qualifying businesses.
2. **Slope Exception:** The Slope Exception is available Citywide to all individuals, companies, organizations and governmental units requesting a high wage employment exception from the requirement of the Environmental Management Ordinance that at least 50% of a Significant Grade must be left undisturbed. Applicants must meet certain job creation, wage, and investment requirements.
3. **Community Redevelopment Area:** The Community Redevelopment Area (CRA) includes the properties between Monroe and Adams Street and on the east side of Monroe south of Perkins Street to Orange Avenue. This program allows for an increment of ad valorem taxes generated in the CRA to be spent within the CRA for improvements.
4. **Historic Property Grant and Loan Program:** The Historic Property Grant and Loan Program is available to all properties listed on the National Register or Local Register of Historic Places, and having the Historic Preservation Overlay (HPO) zoning designation. The Myers Park area has been designated as a Residential Historic District and includes a few properties on the west side of Meridian Street. No other properties in the South Monroe Sector are currently designated but several may be eligible. The Program has been established by the City as an incentive to provide financial assistance to restore/rehabilitate eligible historic structures.



In addition to these existing Economic Development programs, two other programs should encourage further development in the sector. First, the proposed Enterprise Zone for the Southside would provide incentives to encourage development in the area. Secondly, proposing a Brownfield program would provide assistance to businesses to defray the costs of cleanup of contaminated sites and other incentives.

There are some problems that need to be addressed to further encourage development in the sector. First, outreach is needed to help prospective businesses understand the incentives already in place for the area. Such outreach may help encourage developers to look closely at developing in the Southside. Secondly, communication may be necessary to address any concerns over the stigma of a Brownfield designation. Businesses may need further information to better understand the incentives offered to such areas. Finally, all possible funding opportunities both public and private should be explored to fund improvements in this area.



Urban Design

The following urban design recommendations were generated in the South Monroe design charrette. The charrette focused on the Gateway, the Monroe-Adams Corridor, the Activity Center and the Transition District.

Gateway

Short Term Proposals

Shorter-term improvements to the Gateway district relate to upgrades in landscaping and appearance within and along the edge of the public rights of way. Key to this endeavor will be to secure FDOT's cooperation and approval for any detailed plans. FDOT design criteria could pose limitations on the size and character of median plantings. The essence of the proposal for the Monroe Gateway is to have the bridge recede in appearance. This can be accomplished by building up layers of vegetation and signage as a complement to the structure.

- Railroad bridge beautification strategies – design around it and reduce its prominence as a “divide.” Add a heavily landscaped median to Monroe as a subtle entry feature. Add structural or vegetative icons along the bridge flanks. While an identity/entry sign was discussed during the concept development, that feature may further serve to divide “south” from “north” along Monroe. Instead, allow the Cascades Park and right-of-way plantings to provide a seamless transition from the downtown through the Gateway. In effect, the Gateway remains a part of downtown Tallahassee.
- Add parallel and perpendicular street (Adams, Gilchrist) beautification: edge planting, street trees, decorative paving, decorative lighting, and street furnishings.
- Coordinate Gateway development with Cascades Park planning. Consider creating flanking water bodies along Monroe.
- Create pathway linkages between primary focal points: Cascades Park, S. Monroe commercial area, Capitol area, etc.

Long Term Proposals

Where the short-term proposals relate to upgrades in or along public lands, the longer-term proposals relate to the redevelopment of properties adjacent to the rights of way. Oakland Avenue has the potential to become a nearby destination for downtown employees and visitors. This roadway, as well as other east-west streets, should be developed with a neighborhood, pedestrian ambience.



- Situate buildings strategically around Gateway and Cascades Park to capitalize on urban green space.
- Employ new Urbanist design principles: mixed use, multi-story buildings, structures close to the street edge, rear or side-yard parking, well-defined edges, allowance for outdoor cafes or other uses, and architectural detailing in traditional styles.
- Rely on cross street access for driveway. Discourage direct access on Monroe Street. Where possible, narrow or close existing driveways on Monroe.

Monroe Adams Corridor

Short Term Proposals

Similar to the Gateway discussion, the near-term urban design concepts are primarily oriented towards improvements within the rights of way. An absolute key decision is whether Adams is retained as a two-lane, pedestrian-scale facility north of Magnolia, or is widened to four lanes. Extensive coordination with FDOT will be necessary to achieve any change to the existing conditions. The City can work with property owners on a case-by case basis to supplement improvements along parallel easements or private property.

- Reconnect FAMU to the business area via pedestrian crosswalks, improvements to Adams as a two-lane pedestrian street north of Magnolia Avenue. Traffic must be bled from Adams north and south of Palmer through diversionary routes and other strategic access ways to the FAMU campus.
- Secure “downtown scale” streetscape improvements along Adams with emphasis around Palmer Avenue.
- Promote Monroe as a four-lane divided arterial street. Provide for signalization and turn-lane modifications to facilitate vehicular diversion to and from Adams Street.
- Improve the appearance of Monroe with the installation of a narrow, landscaped median.
- Reconstruct the Monroe sidewalk and curb line to better define the roadway edge and to manage driveway access. Where available, secure right of way or easements to widen the sidewalk to an eight-foot width, offset three feet from the back of curb.
- Look for areas adjacent to Monroe right-of-way for planting opportunities. Use repetition in the plant palette to develop visual continuity along the corridor.
- Working with individual property owners, screen and buffer parking and storage areas with landscape and hardscape treatments, such as street walls and vertical trellises.



- Promote on-street parking and pedestrian movements along perpendicular cross streets and along parallel local facilities.
- Scale down site signage to pedestrian scale on Adams and other pedestrian streets, and somewhat larger monument type along Monroe Street.
- Integrate regional pathway linkages where appropriate across Monroe and Adams and on parallel streets.

Long Term Proposals

The longer-term design concept for the Monroe and Adams corridors continues the idea of having Adams function as a low-speed pedestrian-oriented street, and Monroe as the arterial street, to and from downtown. The character of each roadway is further defined by development or redevelopment of individual parcels. The timing of these events is market-driven, and thus difficult to predict. As redevelopment materializes on Monroe, the concept will include multi-story, mixed-use buildings near the street edge, with parking to the rear or in a limited sense, in the side yards.

The placement of buildings near, but not directly behind, the edge of existing right of way allows for a strategic retreat of the sidewalk system away from the roadway edge. The retreating building edge also allows for sidewalks to be slightly wider and provides a potential area for ground-mounted or monument signs. The existing overhead utility lines could be evaluated for relocation either as buried lines or overhead lines strategically placed in a parallel easement or alleyway behind the frontage buildings. Along with the evolution of Adams as a pedestrian-oriented facility, the cross streets, such as Palmer Avenue also emerge as a major east-west pedestrian axis. One or more east-west streets also should be created along the lengthy block between Palmer and Magnolia Avenues.

- Employ “New Urbanist” design principles for new buildings: buildings near street edge, rear or side yard vehicle parking, alleys and cross access easements for local circulation, architectural interest, etc.
- Provide for potential turn lane and intersection improvements along Monroe, north of Palmer, to facilitate Monroe to Adams connection.
- Continue to look for opportunities to provide for intermediate cross street connections across Monroe between Magnolia and Palmer Avenue.
- 3-4-story height limit
- Look for opportunities to develop central stormwater management facilities as a common green space and as an impetus to foster redevelopment activity
- Mix of uses where specific use is not as important as the building massing and architectural character



- Rely on cross street access for driveways – strongly discourage along Adams and principal pedestrian streets, manage but do not restrict direct access on Monroe Street

Activity Center

Short Term Proposals

Since the Activity Center is, currently, a cluster of two shopping centers and unrelated stand-alone commercial and residential uses, many of which are functional, the design concept provides for the addition of elements to refine and beautify the current uses. This would include the development of an interior “street system” in the shopping centers, placement of one or more liner buildings along street edges, and perimeter and interior plantings to soften the somewhat barren appearance.

- Establish an east-west, pedestrian oriented street between Meridian and Adams Street on the shopping center property.
- Install more landscaping along the street edges on Monroe and Adams to soften the edge.
- Consider the potential to develop the existing drainage ditch as a green space amenity and primary pedestrian or bicycle linkage.
- Promote the development of centralized stormwater ponds as a highly visible amenity feature north and south of Orange Avenue.
- Use directional signage to encourage downtown destination traffic to use Monroe rather than Adams.
- Develop a central transit stop of some significance in the center.

Long Term Proposals

The Activity Center has the long-term potential to become a vibrant hub of business and entertainment uses serving the entire south side of the City. The floodplain issues must be reconciled with any substantial redevelopment proposals, and likely could result in the construction of one or more major retention ponds to accommodate drainage needs. These ponds should be designed as focal amenities for the area.

While redevelopment of the property could take many forms, the concept(s) provide for a village type complex. Initially, the complex could rely on surface parking lots that are “tucked” behind buildings or within interior plazas. Should the Activity Center continue to grow, surface lots may be replaced with parking structures.

- Promote the redevelopment of the site with a concentrated mix of residential and non-residential uses. There is the potential to include



the FAMU concept (Hotel Convention Center) west of Monroe and a village style community retail center on one or both sides.

- The Activity Center becomes a suburban transition zone along its Monroe, Orange and Adams edges, with new Urbanist design parameters internal to the center and along Meridian Street.
- Promote internal linkages through local streets or cross-access easements between properties to limit driveway access points along main highways.

Transition Area

Short Term Proposals

The transition area has the opportunity to further develop and redevelop as an area of mixed density residential and low intensity office and commercial uses. This mix of uses, architectural styles and vestige industrial type buildings could provide for a colorful and eclectic feel of a community with character and a bit of a personality “edge.” Rather than sterilize this existing setting, the design concept promotes the infill of building that are low rise in scale and generally residential in architectural character. By properly locating these buildings nearer the street edge, and by improving the pedestrian streetscape, the sub-locale within the community could become more cohesive and perhaps set the stage for additional, larger scale improvements by the private sector.

- Develop Gadsden Street as a primary north/south pedestrian and bicyclist route through the area; allow for on-street parking, develop a street tree-planting program and consider the feasibility of designating bike lanes or a signed bike route on the facility.
- Modify development regulations to allow for higher density residential uses and “New Urbanist” design protocol throughout the area. Discourage lengthy perimeter buffer strips that internalize individual sites and work to reduce the overall sense of community.
- Secure right-of-way on a case basis to extend and construct Calhoun Street as a continuous through street. Seize opportunities to establish one or more east/west local streets between Palmer and Magnolia Avenues
- Apply traffic calming techniques to discourage excessive volumes of through traffic and vehicle operating speeds greater than 20 MPH on local streets and 30 MPH on collector roadways.
- Do not promote development of additional pocket parks or green space unless adjacent development can be situated to monitor the areas, and sufficient maintenance funds are available to provide a high degree of care



Long Term Proposals

- Continue the Short Term Proposals as necessary and appropriate

Regulatory Revisions

The ability for the urban design concepts to be implemented depends upon a host of factors. Many of these are a function of decisions made in the private sector, while others are influenced by the development regulations that govern the physical development process. The following list summarizes several of the site development requirements, which effect one or more of the four focal areas of this urban design study. These codes include the required building and parking setbacks, the amount of the site area that may be covered by impervious surfaces, and the maximum building heights.

- Limited office space could be allowed in certain areas currently zoned RP-2 if constructed to be compatible with adjacent residential uses.
- Broaden allowances for townhouses in CU zoning.
- Selectively increase residential densities in areas currently zoned RP-2 depending on the nature and character of areas.
- Establish a maximum setback or a “build-to-line” especially along more pedestrian oriented streets.
- Eliminate side setbacks and reduce minimum setbacks in areas planned for urban scale development.
- Selectively review RP-2 zoning setbacks to encourage urban scale development.
- Consider restricting parking in front of buildings and encouraging parking in the back or side of buildings for pedestrian oriented areas.
- Encourage the use walls and vegetation as buffering elements along pedestrian oriented streets.
- Limit front access parking along Monroe Street, while utilizing rear and side access parking.
- Selectively increase the allowable perimeter building heights in specific areas of CU zoning.
- Allow buildings with certain designed roof standards to slightly exceed current CU height requirements.
- Selectively permit multiple story structures with sloped roofs in RP-2 areas.



- Consider increasing impervious surface allowances in portions of the sector to encourage main street or urban development.
- Suggest height and bulk transitions of buffering elements in RP-2 areas.
- Allow credits for on street parking to reduce parking requirements in CU and RP-2 zonings.





Capital Improvements

A number of capital improvements are planned for the South Monroe Sector for streets, sidewalks, parks and stormwater. Some of these projects are already funded as part of on-going planning efforts prior to the sector plan, identified here as committed projects. However, some have been identified as a direct result of this sector plan. Below are the capital improvements proposed for the South Monroe Sector separated into these two categories: 1) proposed projects and 2) committed projects.

Proposed Projects

The following projects are proposed for the South Monroe Sector. The location of these improvements are identified on the map entitled "South Monroe Sector Proposed Projects." These improvements generally further the recommendations of the sector plan, the Tallahassee-Leon County Comprehensive Plan and the Southern Strategy; and enhance the neighborhoods in and surrounding the sector including Myers Park, South City, Apalachee Ridge, FAMU, Indianhead/Lehigh Acres, Woodland Drives, Beacon Hill and Lakewood Neighborhoods. The attached chart provides additional information on each improvement, including possible funding sources and in some cases, likelihood of implementation.

Approval Process

Each of these proposed projects are not yet funded or even approved by the City Commission. These projects will have to be ultimately approved by the City Commission as part of this sector plan. Even approval of the plan does not mean that any or all of these projects will be built. The projects will then have to compete for funding in the regular budget process of the City unless the City identifies an alternative funding source for these projects.

Project 1: Improve the Streetscape along Major Roadways in the Sector

Since the first Community Workshop, stakeholders have recommended streetscape improvements along South Adams and South Monroe Streets, Magnolia Drive and Paul Russell Road. These roads are the Sector's major corridors, yet they suffer from a poor image and inadequate infrastructure to facilitate safe pedestrian movements. Improvements needed include landscaping, streetlights, sidewalk retrofit and removing utility poles out of the sidewalk. The following corridors are recommended for improvement:



- Magnolia Drive (Adams Street to Jim Lee Road)
- Paul Russell Road (Monroe Street to Jim Lee Road)
- South Adams Street (CSX railroad to Paul Russell Road)
- South Monroe Street (CSX railroad to Paul Russell Road)
- South Meridian Street (Van Buren Street to Paul Russell Road)

The recommended investment for sidewalks and bike lanes along Magnolia Drive and Paul Russell Road is estimated at \$ 6,863,200. Consideration of other potential streetscape improvements for these roads will be deferred to the urban design charrette. South Adams, South Monroe and South Meridian Streets will also be addressed during the urban design charrette.

The specific costs for Magnolia Drive and Paul Russell Road are attached. (please see Table 1)

Project 2: Build or repair sidewalks on neighborhood streets (one side of street)

Since the 1st Community Workshop, citizens expressed concerns about safe places to walk within their neighborhoods. The following sidewalk projects are recommended to address this concern:

- Palmer Avenue (Adams Street to Meridian Street)
- Magnolia Drive (Meridian Street to Jim Lee Road)
- Oakland Avenue (Adams Street to Meridian Street)
- Harrison Street (Adams Street to Meridian Street)
- Pershing Street (Adams Street to Meridian Street)
- Jennings Street (Adams Street to Meridian Street)
- Perkins Street (Adams Street to Meridian Street)
- Gadsden Street (Van Buren Street to Magnolia Drive)
- Gaille Avenue (South Monroe Street to Tram Road)
- Brighton Road (Magnolia Drive to Orange Avenue)
- Laura Lee Road (South Monroe Street to Meridian Street)

The total estimate for proposed neighborhood street improvements is \$ 2,598,400. This does not include Laura Lee Avenue. The specific costs for these improvements are attached. (please see Table 2)



Project 3: Rebuild Neighborhood Streets including sidewalks, curb and gutter and closing open ditches

This project is intended to address sub-standard roads in the sector. These roads are substandard, hazardous and in need of improvement. The following roads are proposed:

- Wallis Street (Adams Street to Meridian Street)
- Putnam Drive (Adams Street to Meridian Street)

The total estimate for proposed sub-standard road improvements is \$ 1,147,600. The specific costs for these improvements are attached. (please see Table 3)

Project 4: Intersection Improvements

Several intersections along Monroe and Adams Streets have inadequate pedestrian facilities with missing crosswalks or walk-lights. This is a safety concern for residents and students needing to cross Monroe and Adams streets. In addition, these intersections are where pedestrians are encouraged to cross these major roadways. The following intersections are proposed for improvement:

- Jennings Street and Adams Street
- Palmer Avenue and Adams Street
- Palmer Avenue and South Monroe Street
- Oakland Avenue and South Monroe Street

The total estimate for proposed intersection improvements is not yet known.

Project 5: Improve the South Monroe Street Bridge

Based upon conversations with the community, the South Monroe Street Bridge perpetuates a negative image of the sector. The bridge divides the Southside from Downtown and creates a “wrong side of the tracks” perception. The bridge also is not a positive entry into the Downtown and Capital Complex. With improvements scheduled for Cascades Park and the planned greenway, the bridge provides a wonderful opportunity to “connect the dots.” This project can further Cascades revitalization, Southern Strategy implementation, Downtown revitalization and improve the Southside gateway to the City.



The proposed improvements range from minor changes to reconstruction of the bridge. The improvements being considered are as follows:

- Minor Improvement - Paint the bridge or construct a mural or facade on the bridge
- Major Improvement - Redesign the South Monroe Street Bridge to fit the context of the downtown and the cascades park renovation. Incorporate the bridge into a pedestrian connection and the urban greenway project.

The total estimate for proposed South Monroe Sector Bridge improvements is not yet known.

Project 6: Replace the metal grate at the bottom of the South Monroe Street Bridge

Walking along South Monroe Street is very uncomfortable due to the lack of adequate pedestrian infrastructure. One example of this problem is the metal grate at the bottom of the South Monroe Street Bridge. For a pedestrian the grate is extremely noisy as cars pass over the grate at high speeds within a few feet from pedestrians. This noise hurts the ears and makes the pedestrian feel very uncomfortable as they pass under the bridge.

The total estimate for replacing the metal grate is not yet known.

Project 7: Park at Meridian Street and Orange Avenue

The County is proposing to build a stormwater facility at the corner of Meridian and Orange Avenue to address the impacts of the expansion of Orange Avenue to four lanes. The stormwater facility is being developed as a natural lake to ensure that the area is an amenity for the community. However, this facility will not have park amenities such as benches, sidewalks and restrooms. The South Monroe Sector Plan recommends that the park include these amenities to allow this area to become a Southside Lake Ella.

The total estimate for the proposed park is \$ 450,000. The assumptions used to calculate the estimate and the break down of costs are attached. (please see Table 7)



Project 8: Transit improvements in the South Monroe Sector including new bus stop facilities and a Southside Transfer Facility

Many of the residents of the South Monroe Sector use transit everyday to meet daily employment and shopping needs. Yet with this great need, many of the transit facilities in the Southside are in poor condition. Many stops have only a pole to stand by or benches in poor condition and little or no shade. Improvements are needed to provide adequate shelter and comfort in using transit.

In addition, the use of transit on the Southside is very inconvenient. Southside riders have to travel to CK Steele before transferring to another bus route. The greatest need for this area appears to be a Southside Transfer facility. In the sector plan, it is recommended that this facility be incorporated into the Towne South and Southside Shopping Centers, which are identified as a Town Center for the Southside.

The total estimate for transit improvements is not yet determined.

Project 9: Improve the connection of the Southside and Towne South Shopping Centers aligned on each side of South Monroe Street to make a visual pedestrian connection

In working with the Southside, the Southside and Towne South Shopping Centers were identified as a town center for this area. Many of the residents in the South City, Apalachee Ridge and surrounding neighborhoods travel to these stores for daily needs. Many of these customers walk or ride the bus as well. To improve the safety and image of the area, it is recommended that these shopping centers be better integrated including enhancing the crosswalks across South Monroe Street and upgrading the transit infrastructure in the centers (bus stops, etc.) This area is also recommended for a proposed Southside Transfer Facility to improve the integration of transit with this Southside town center.

The total estimate of these improvements is not yet known.



Total Cost of Recommended Projects

The total cost of all recommended improvements (where cost estimates are available) is **\$ 11,059,200.**

Project 1 improvements (major roadways)	\$ 6,863,200
Project 2 improvements (neighborhood streets)	\$ 2,598,400
Project 3 improvements (sub-standard roads)	\$ 1,147,600
Project 4 improvements	to be determined
Project 5 improvements	to be determined
Project 6 improvements	to be determined
Project 7 improvements (Park at Meridian and Orange)	\$ 450,000
Project 8 improvements	to be determined
Project 9 improvements	to be determined

Committed Projects

The following improvements are already planned for completion in the sector.

Highway improvements

Orange Avenue expansion (from 2 lanes to 4 lanes)

Construction Date – estimated 19 million including design and construction. In addition, a stormwater facility will be built at the corner of South Meridian Street and Orange Avenue.

Phase 1 – Polk Drive realignment bid in January, bring back to board in Feb. If approved, construction in 2 weeks afterward

Phase 2 – April 2003 (if row and easements are addressed) construction

South Adams Street (from Orange Avenue to Jennings Street)

This project is part of the City’s One Cent Sales Tax projects. This project is planned for design in 2004 and construction in 2005. The project includes enhanced bicycle, transit and pedestrian facilities including sidewalk expansion, sidewalk lighting, transit facilities, landscaping and installation of medians. Total funding for the project is \$2 million dollars.

South Adams Street (from 2 lanes to 4 lanes)



This project is recommended in the MPO 2020 Long Range Transportation Plan. There is currently no funding for this project. The estimated project cost is \$ 35 million dollars.

Stormwater improvements

Tartary Drive - A stormwater pond with sidewalks is proposed. The sidewalks will connect Laura Lee with Tartary Drive on the north/south and Tartary Drive to Harwood on the east/west. The estimated cost is \$ 1.5 million dollars.

Franklin Boulevard, Cascades Park, Old St. Augustine Branch reconstruction (stormwater, greenways and trail development) is a Blueprint 2000 project. The estimated cost is \$ 61,500,000 dollars.

Other improvements

Jack Mclean Park This project provides for the design and construction of a 18,500 +/- square foot recreation center building and a zero depth aquatic pool. The concept is to provide a neighborhood family use recreational facility to serve all age groups with emphasis on recreation and shallow water programs. The center shall be designed to accommodate recreation and leisure time programs and activities. Included are a new bath house with locker rooms, that may be integrated into the recreation center complex and a new pool pump building. The new facilities are to be located on the Western side of the park adjacent to the existing basketball courts.

This is a \$23 million dollar renovation to Jack McLean Park. The project should begin construction in 2004 and be completed in 2005.

Table 1: Proposed Project 1 Improvements (Major Roadways)

Improvement	Total Cost	Cost Per Linear Foot	Right of Way	Length of Segment
Magnolia Drive from Adams Street to Jim Lee Road	\$ 3,183,200	\$800	65 ft at Meridian and expands to 80 ft	3979 ft
Note: Magnolia Drive would be a PASS project adding sidewalks, curb and gutter, landscaping and bike lanes to both sides of the roadway.				
Paul Russell Road from Monroe Street to Jim Lee Road. This also connects to schools	\$ 3,680,000	\$800	70 ft except 80 ft from Monroe to Meridian	4600 ft
Note: Paul Russell Road would be a PASS project adding sidewalks, curb and gutter, landscaping and bike lanes to both sides of the roadway. This project would also improve connections to Jack McLean Park, Fairview Middle School and Rickards High School.				
South Adams Street from CSX railroad to Paul Russell Road	Costs and improvements determined based upon results of design charrette			
South Monroe Street from CSX railroad to Paul Russell Road	Costs and improvements determined based upon results of design charrette			
South Meridian Street from Van Buren Street to Paul Russell Road	Costs and improvements determined based upon results of design charrette			
Total Investment in Project 1 improvements	\$ 6,863,200*			

* - this does not include Adams, Monroe or Meridian Streets

Table 2: Proposed Project 2 Improvements (Neighborhood Streets)

Improvement	Total Cost	Cost Per Linear Foot	Right of Way	Length of Segment
Sidewalk Construction (one side of street with right-of-way easements)				
Palmer Avenue from Adams Street to Meridian Street.	\$ 170,950	\$130	60 ft	1315 ft
<i>Note: This project would help connect Florida A&M with Monroe and Meridian Streets. The potential of creating this improvement was considered very high by Engineering staff. In addition to the sidewalk, this segment could also use a signal at Palmer and Adams Streets and an intersection realignment at Monroe and Adams Streets.</i>				
Magnolia Drive from Meridian Street to Jim Lee Road	\$596,850	\$150	65 ft at Meridian Street and expands to 80 ft	3979 ft
<i>Note: The potential of creating this improvement is considered very high by Engineering staff.</i>				
Oakland Avenue from Adams Street to Meridian Street	\$172,900	\$130	50 ft	1330 ft
Harrison Street from Adams Street to Meridian Street	\$170,950	\$130	35 ft	1315 ft
Pershing Street from Adams Street to Meridian Street	\$170,950	\$130	50 ft except 65 ft between Monroe – Gadsden	1315 ft
Jennings Street from Adams Street to Meridian Street	\$172,900	\$130	50 ft	1330 ft
Perkins Street from Adams Street to Meridian Street	\$134,000	\$100	50 ft	1340 ft
Gadsden Street from Van Buren Street to Magnolia Drive	\$536,900	\$130	50 ft except 40 ft from Van Buren to Jennings and 60 ft from Palmer to Perkins	2465 ft
Gaille Avenue from South Monroe Street to Tram Road. This is also a school project	\$100,000		60 ft except 50 ft for 1 block east of Carolina Street	2515 ft
<i>Note: This project would further the goal to provide sidewalks to schools, namely Fairview Middle School. The project would construct the missing link of the sidewalk along Gaille Avenue and upgrade the existing sidewalk as needed.</i>				
Brighton Road from Magnolia Drive to Orange Avenue	\$372,000	\$150	30 ft	2480 ft
Laura Lee Road from South Monroe to Meridian				
Total Investment for Project 2 improvements	\$ 2,598,400 *			

- - total does not include Laura Lee Road

Table 3: Proposed Project 3 Improvements (Rebuild Neighborhood Streets)

Rebuild of Roadway (sidewalks, curb and gutter, closing open ditches)				
Wallis Street from Adams Street to Meridian Street	\$558,600	\$380	45-50 ft	1470 ft
<i>Note: This project would be a mini-Pass project requiring sidewalks, curb and gutter and closing open ditches.</i>				
Putnam Drive from Adams Street to Meridian Street	\$589,000	\$380	30-35 ft	1550 ft
<i>Note: This project would be a mini-Pass project requiring sidewalks, curb and gutter and closing open ditches.</i>				
Total Project Investment for Project 3	\$ 1,147,600			

Table 4: Proposed Project 4 Improvements (Intersections)

Intersection	Improvements	Costs
Jennings Street and Adams Street	Crosswalk improvements	
Palmer Avenue and Adams Street	No crosswalks or walk lights	
Palmer Avenue and South Monroe Street	No crosswalks or walk lights	
Oakland Avenue and South Monroe Street	No walk lights	
Total investment for Project 4 improvements		

Table 5: Proposed Project 5 Improvements (South Monroe Street Bridge)

Improvement	Cost
Minor Improvement - Painting the bridge or placing a mural or facade on the bridge.	
Long Term Improvement - Redesign the South Monroe Street Bridge to fit the context of the downtown and the cascades park renovation. Incorporate the bridge into a pedestrian connection and the urban greenway project.	

Table 6: Proposed Project 6 Improvement

Improvement	Cost
Replace the metal grate at the bottom of the South Monroe Street Bridge	

**Table 7: Proposed Project 7 Improvement (Park at Meridian Street and Orange Avenue)
Cost Estimate of Converting Stormwater Facility into Park**

Perimeter of Lake = .34 mile (1800 feet)

Cost Estimate of Park Facility	
Item	Cost
Sidewalk (8 – 10 foot paved path around the lake)	\$51,836 *
Two shelters	\$60,000 (\$30,000 each)
Drink fountains	\$6,000 (\$3,000 each)
Landscaping	\$20,000
Restrooms	\$150,000
Lighting (just security lighting)	\$25,000
Permits and Fees	\$30,000
Signs	\$500
2 Pet Waste Stations	\$200 (\$100 each)
Trash containers, Benches and Tables	\$3,500 (5 picnic tables, 6 benches and 8 litter barrels)
Fountain (aerator)	\$25,000
Total Cost	\$372,036
Playground	\$65,000
Cost with Playground	\$437,036
Maintenance	\$8,000 per acre per year (park cleaned twice daily/mowing, restroom, litter pickup)

Many of the cost estimates were based upon the City's Lake Alberta project. Cost estimates do not include purchasing adjacent property if that is considered needed.

* Sidewalk cost assumes no intensive additional work such as cleaning, grubbing, drainage or extensive sodding which would significantly increase the cost of the project. It is estimated that these contingencies could increase the costs by 15% to 20% or \$10,367 using current costs. This would increase the cost of sidewalk construction to \$62,203 and total cost of the project to \$382,403.

Table 8: Proposed Project 8 Improvements

Improvement	Cost
Make transit improvements in the South Monroe Sector including new bus stop facilities	
Construct a Southside Bus Transfer Facility	

Table 9: Proposed Project 9 Improvements

Improvement	Cost
Improve the connection of the Southside and Towne South Shopping Centers to make a visual pedestrian connection	<i>This improvement will be based upon the findings of the design charrette</i>

Table 10: Proposed Project 10 Improvements

Improvement	Cost
Restore the Old St. Augustine Branch within Cascades Park and integrate into a downtown greenway.	Funded through sales tax extension

Table 11: Proposed Project 11 Improvements

Improvement	Cost
Support planned stormwater improvements including the completion of the Tartary Drive, St. Augustine Branch and the Orange Avenue facility	



Relationship of the South Monroe Sector With the Tallahassee-Leon County Comprehensive Plan

Central Core Area

The South Monroe Sector is identified in the Comprehensive Plan within four strategy areas where growth and opportunity is encouraged. First, this area is identified within the Central City or Central Core area. Attached to this report are the policies related to and a map of the Central City area. To summarize, the Central City area is recognized as the historic core of the City of Tallahassee mostly developed prior to 1950 and the advent of suburbanization. Within the Central Core area are the Downtown, Florida State and Florida A&M, the historic Central Business District and residential neighborhoods and retail centers that have supported these areas. This area is a focus within the Comprehensive Plan because encouraging infill development and intensifying the Central Core helps to prevent urban sprawl and directs development where infrastructure is already in place. This area is also identified because signs of distress have occurred in this area including a loss of population, increased vacancy rates and poverty.

Within the Comprehensive Plan there are strategies to assist the Central Core area. Policy 1.6.1 directs flexibility in landscape, buffer, stormwater and parking requirements, consideration of impact fee assessment and reserving facility capacity all to encourage infill development. In addition, Policy 12.2.2 provides for increased densities and intensities in the Central Core, thus permitting more development potential. There are also policies that encourage development in the Central Core that is pedestrian friendly, mixed-use, urban, and compatible with the surrounding area. Policies also require the protection the traditional character of the residential neighborhoods in the Central Core.

Southern Strategy

The South Monroe Sector Plan is also located within the Southern Strategy area. The goal of the Southern Strategy is to encourage quality development in the Southside resulting in increased population and employment opportunities. An indicator of the success of the strategy will be a comparable income mix in the Southside with the other areas of the County. Capital investments, government policies and land development decisions are to be included in the strategy in order to spur private investment. Attached to this report are the policies related to and a map of the Southern Strategy Area.

The Southern Strategy policies are very similar to the solutions developed in the November 3rd Community Workshop. The Southern Strategy policies encourage population growth and economic development in the area, incentives for investment, landscape and streetscape programs, stormwater retrofit, public safety improvements and other strategies to improve the image of the area.



Central Business District/Downtown Revitalization Area

A portion of this sector, mostly between Adams Street and Gadsden Street south to Orange Avenue, is located within the Central Business District/Downtown Revitalization Area. This designation permits the exemption of this area from transportation concurrency requirements under certain conditions. Attached to this report are the policies related to and a map of the Central Business District/Downtown Revitalization Area.

New construction in this area is exempt from transportation concurrency requirement provided it does not reduce the level of service by more than 5% on Thomasville Road north of I-10 or I-10 and utilizes strategies such as the following: bicycle and pedestrian facilities, flexible work schedules, telecommuting, residential units in the project and a transit subsidy.

Southside Sector Plan

Finally, a portion of this area is located within the proposed Southside Sector Plan area, a future sector plan identified in the Comprehensive Plan. This sector plan has been replaced by the South Monroe Sector Plan. This boundary was identified for a future sector plan. The policies in the plan are minimal but direct the following: 1) better education, employment and housing opportunities, 2) safe, attractive commercial, office and residential, 3) development oriented to the pedestrian, transit and the automobile; 4) capitalize on the present core businesses, the proximity to the Capital Complex, Florida A&M and the existing neighborhoods, and 5) foster both short term and long term revitalization. Attached to this report are the policies related to and a map of the Southside Sector Plan area.

Summary of Land Uses within the South Monroe Sector

The South Monroe Sector Plan includes lands that are designated Central Urban, Residential Preservation, and Mixed Use. The following generally describes the land uses permitted in these categories.

Central Urban – The majority of sector north of Orange Avenue is within this category. Central Urban is solely within the urban core of the Central City. The category permits all land uses allowed in the Central Core including single family, multi-family, retail, office and light industrial. The category permits a wide range of densities and intense office and retail uses. The maximum density is 45 dwelling units per acre but is limited to 12 dwelling units per acre when access is on a local street. The Land Use Development Matrix provides the balancing scale to address these various uses and ensure compatibility.



Residential Preservation – The traditional neighborhoods in the Sector are designated Residential Preservation. This category is limited to only single family homes or duplexes. The Myers Park, Apalachee Ridge, Florida A&M and Campbell Park neighborhoods are all within this category.

Mixed Use – The remainder of the sector, south of Orange Avenue and west of Meridian Street, is within the Mixed Use category. This designation encourages a mixture of uses and is dependent upon the underlying zoning.

The remainder of the sector is designated Open Space, University Transition (Florida A&M) and Government Operational.

An opportunity we have in this sector plan is to visit the Central Urban zoning category and apply site specific or even new categories based upon the adopted sector plan. Redesignating Central Urban properties is a City Policy to apply site specific categories for these properties. Through sector planning, the Planning Department can work with the area stakeholders to determine the best land use opportunities for the community.

The zoning categories provide an even better breakdown of the land use categories in the sector, especially for those areas designated Mixed Use in the comprehensive plan. How the sector is zoned by acre is identified below.

Year 2000 Zoning Acreage for Sector Area

Zoning	Acreage	%
C-1	7 acres	1%
C-2	41 acres	4%
CU	388 acres	39%
MR-1	55 acres	6%
OR-2	7 acres	1%
OR-3	15 acres	2%
OS	86 acres	8%
PUD	33 acres	3%
R-2	11 acres	1%
R-3	19 acres	2%
RP-1	69 acres	7%
RP-2	250 acres	25%
UP-2	4 acres	1%
M-1	3 acres	
DI	1 acre	
Total	988 acres	100 %

[Click here to view the
Parking Study](#)