MAP AMENDMENT #: PCM 090211

APPLICANT: Tallahassee Leon County Planning Department

CITY _X_ COUNTY _X_

CURRENT DESIGNATION: Mahan Residential Corridor & Mahan Residential Corridor Node

REQUESTED DESIGNATION: Mahan Gateway Node
DATE: ~~(Revised March 5, 2009)~~ Revised May 27, 2009
This report was revised to be consistent with the changes made to PCT 090212

STAFF RECOMMENDATION: Approve amendment (jeb)

RELATED AMENDMENTS: PCT 090212

A. SUMMARY:

This amendment proposes to change the Future Land Use Map designations on approximately 266.85 acres of land along the Mahan Drive (US 90) corridor to Mahan Gateway Node (MGN) from Mahan Residential Corridor and/or Mahan Residential Corridor Node. The affected properties are located along Mahan Drive surrounding the following intersections with Mahan Drive: Dempsey Mayo Road (Area 1), Edenfield/Highland Drive (Area 2), and Thornton Road (Area 3).

B. REASONS FOR RECOMMENDATION FOR APPROVAL:

1. The proposed Mahan Gateway Node future land use category creates three nodes along the Mahan Drive (US 90) corridor where an appropriate mixture of land uses providing for neighborhood-serving commercial/retail uses, community/public uses and transit services can occur.

2. The proposed Mahan Gateway Node future land use category preserves and protects the residential nature of the Mahan Drive Gateway corridor by limiting higher density/intensity uses along Mahan Drive to designated nodes while maintaining the residential character of the rest of the corridor.

3. The proposed Mahan Gateway Node future land use category and its associated implementing regulations will ensure that Mahan Drive continues to serve as an attractive gateway into the Tallahassee-Leon County community.

4. The proposed amendment is consistent with the Tallahassee-Leon County Comprehensive Plan's urban service area (USA) policies, including increasing residential densities within the USA boundary, as well as several other neighborhood protection and transportation related policies.

5. The amendment area is served or will be served by adequate public infrastructure (central water and sewer, and bike/ped facilities) and is not environmentally sensitive.

C. APPLICANT'S REASON FOR THE AMENDMENT:

The proposed amendment implements Leon County Board of County Commissioners' direction to create a land use category that combines the Mahan Residential Corridor and the Mahan Residential Corridor Node land use categories. The proposed amendment also addresses Tallahassee City Commission's direction to add more land designated Mahan Residential Corridor Node to the Dempsey Mayo Road Node (Area 1), thereby making it a true urban node.

The proposed map amendment, in conjunction with text amendment PCT090212, streamlines the implementation policies for Mahan Drive (US 90) Corridor Study.

D. STAFF ANALYSIS:

(For analysis and identification purposes, this amendment may be identified as three different areas.)

Area 1 – The Dempsey Mayo Road Mahan Gateway Node

Location/Acreage

The Dempsey Mayo Road Node is located on the east and west sides of Dempsey Mayo Road and on the north and south sides of Mahan Drive (see attached map). The node encompasses approximately 56.85 acres of land of which 13.8 acres are located within the City limits.

Existing Land Use, Current Future Land Use Map Designation and Zoning District

This amendment site is currently designated Mahan Residential Corridor (40.43 acres) and Mahan Residential Corridor Node (16.42 acres). The site is zoned as follows: City Residential Preservation-1 (RP-1), City Residential Preservation 2 (RP-2), County Residential Preservation (RP), and County Single and Two-Family Residential District (R-3). Currently, developed parcels within the amendment area contain single-family homes or mobile homes. It should be noted that in Comprehensive Plan Amendment Cycle 2005-2, the entire site was designated Mahan Residential Corridor. Subsequently, in Comprehensive Plan Amendment cycles 2007-2 and 2008-1, 16.42 acres were designated Mahan Residential Corridor Node.

Area 2 – The Edenfield Road/Highland Drive Mahan Gateway Node

Location & Acreage

The Edenfield Road/Highland Drive Node is located on the east side of Edenfield Road on the north side of Mahan Drive and on the east side of Highland Drive on the south side of Mahan Drive. This node is approximately 80 acres and lies wholly within unincorporated Leon County.

Existing Land Use, Current Future Land Use Map Designation and Zoning District

The Edenfield/Highland Drive Node is currently designated Mahan Residential Corridor (approximately 50 acres) and Mahan Residential Corridor Node (approximately 30 acres) on the Future Land Use Map. Current zoning for the sites are County Residential Preservation (RP) and Mahan Residential Corridor. Currently, developed parcels within the amendment area contain single-family homes.

The subject amendment site was re-designated Mahan Residential Corridor and Mahan Residential Corridor Node in Comprehensive Plan Amendment Cycle 2005-2. There has been no future land use change in this node since then; however, one parcel was rezoned to Mahan Residential Corridor.

Area 3 – The Thornton Road Mahan Gateway Node

Location & Acreage

The Thornton Node is located on the east and west sides of Thornton Road on the north side of Mahan Drive. This node is approximately 130 acres and is located wholly within unincorporated Leon County.

Existing Land Use, Current Future Land Use Map Designation and Zoning District

The amendment site is currently designated Mahan Residential Corridor Node and Mahan Residential Corridor on the Future Land Use Map. The properties in this amendment site are zoned County Residential Preservation (RP) and Residential Acre. Currently, developed parcels within the amendment area contain single-family homes.

Please note the entire amendment site was re-designated Mahan Residential Corridor in Comprehensive Plan Amendment Cycle 2005-2. Since then approximately 20.13 acres have re-designated Mahan Residential Corridor Node.

Proposed Future Land Use Designation & Zoning District

This amendment proposes to change the Comprehensive Plan Future Land Use Map designations on the subject properties (266.85 acres) to the proposed Mahan Gateway Node (See Amendment PCT 090212). This land use category is applicable only within the Mahan Drive Corridor Study area and is being proposed to combine and replace two current future land use categories, namely: Mahan Residential Corridor and Mahan Residential Corridor Node.

The proposed Mahan Gateway Node future land use category allows residential uses at a density of 4 to 16 dwelling units per acre and non-residential uses at a maximum of 12,000 s.f. per acre. Non-residential uses (commercial/retail uses) will be limited to parcels located within the mixed-use zoning district of each node. The mixed-use zoning district must have frontage on Mahan Drive and will extend no further than 800 feet on either side of the centerline of the designated intersection with Mahan Drive.

The proposed residential density for Mahan Gateway Node is the same density currently allowed by Mahan Residential Corridor Node, however, it is higher than the density allowed in areas currently designated Mahan Residential Corridor (up to 8du's.ac). The proposed amendment establishes a minimum density/ of 4 du's/ac for residential developments. The development potential of the proposed amendment sites will increase over what is currently allowed. Residents of the area have expressed concerns with the proposed increases in the densities/ intensities and the resulting potential increase in development in the nodes. To address their concerns, staff is proposing through the implementing zoning districts to limit development density and to ensure that the zoning district adjacent to existing Residential Preservation area is entirely residential and allows no more than 10 dwelling units per acre. To further mitigate the impacts of any proposed higher density/intensity development on surrounding Residential Preservation areas, such development through the zoning process will be allowed in close proximity to the cited intersections away from developed or undeveloped Residential Preservation areas in the corridor.

A minimum of two zoning districts is proposed to implement the proposed Mahan Gateway Node. In the residential district, housing types such as single family attached, single family detached, two-family and zero lot line residential dwelling units will be allowed at a density of 4-10 dwelling units per acre. In the mixed-use district, neighborhood-serving retail and commercial uses will be allowed as well as residential uses with a minimum density of 10 dwelling units per acre. Again, the intent is to designate the areas closest to the intersections as mixed-use and the surrounding areas, the areas closest to the Residential Preservation areas as residential. It should be noted that the recently adopted changes in the Residential Preservation land use category regarding transitional development areas will also ensure the protection of Residential Preservation areas from potential impacts from adjacent higher density development.

Consistency with the Comprehensive Plan

The proposed Mahan Gateway Node future land use category is consistent with the comprehensive plan's urban service area policies as well as several other neighborhood protection and transportation related policies. Please reference the staff analysis for PCT 090212 Amendment for a listing of these policies.

Citizen Comments

In November and December 2008, staff held two public meetings at Dempsey Mayo Elementary School to inform the public of the project and solicit their comments. Citizen comments received at those meetings are attached to Comprehensive Plan Amendment PCT 090212. Other comments staff has received to date are in Attachment A, including comments from property owners in the adjacent Arendell subdivision.

E. ENVIRONMENTAL FEATURES & IMPACT ON INFASTRUCTURE:

1. ***Environmental Features:***

All three sites are located in the Lake Lafayette watershed. For the Dempsey Mayo Road and the Edenfield/Highland Drive Gateway Nodes, Leon County environmentally sensitive area maps indicate the presence of several areas of significant grades situated throughout the area under consideration. Those parcels most affected by significant grades include: 11-22-51-G2090, 11-22-51-F1925, 11-22-51-E1850, 11-22-51-E1860, 11-23-20-614-0000, 11-22-51-H2180, 11-22-51-H2200 and 11-24-20-210-0000. There are no other known environmentally sensitive features onsite.

2. ***Water/Sewer:***

City of Tallahassee's water and sewer services are available to the amendment sites but will require an extension of these services along the corridor. Sewer service is currently available in the vicinity of the intersection of Dempsey Mayo Road and Mahan Drive and also at the I-10/Mahan Drive intersection. It is also staff's understanding that sewer lines will be extended between Dempsey Mayo Road and I-10 intersection during the widening of Mahan Drive, beginning this summer. Currently available uncommitted capacities in the City of Tallahassee Potable Water and Sanitary Sewer Facilities are: Potable water 25.6 million gallons per day (mgd); and Sewer 9.565 mgd. These capacities are more than adequate to handle the projected demand from developments within the Mahan Gateway Node future land use category.

3. ***Roadways:***

Development of the subject amendment sites at the maximum density allowed under the proposed Mahan Gateway Node will significantly affect some of the roadways in the vicinity of the project. The most intensity development scenario for the proposed amendment sites was calculated. From a transportation impact, the development of the all properties at 16 dwelling units per acre was assumed to be most intensive transportation land use impact scenario.

The calculated maximum development scenario, based on the above assumption, is projected to increase traffic on several of the roadways within the City and unincorporated Leon County above the adopted level of service standard (LOS) (see Attachment # 1)

Mahan Drive (US 90), the major east-west facility in the corridor, is proposed to be widened to a 4-lane divided facility. Construction on this facility has started and is expected to be completed by 2013.. The widened Mahan Drive will provide additional capacity to this existing two-lane facility.

Adverse impacts on existing and proposed roadways will require mitigation according to the City and County Concurrency Management System. The "Significant Benefit" Agreement developed and signed by the City, County and the State will be the primary option for the mitigation of traffic impacts. This Agreement was developed based on the provision of s.163.3180(16)(f), Florida Statutes (FS) and divides the County into 5 zones, each of which has "significant benefit" projects agreed to by the City, County, and State.

A development's proportionate fair-share payments are calculated and "pipelined" toward projects which have been identified in a Memorandum of Agreement (MOA) between the City, County, and Florida DOT. Mahan Drive is one of those "significant benefit" projects. Additionally, the MOA states 20% of proportionate share revenues from every district go toward a significant transit, bike or pedestrian improvement. (In the Multimodal Transportation District (MMTD), all revenues will go to bike, pedestrian or transit projects.)

The availability of transit services along the Mahan Corridor will provide an alternative mode of transportation to existing and future residents of the proposed Mahan Gateway Node and surrounding areas; therefore, reducing potential traffic impacts on the surrounding road network. The densities and intensities proposed for the Mahan Gateway Node are supportive of transit uses. In fact, developments in these nodes are required to be developed according to transit oriented development principles. StarMetro, the City of Tallahassee transit bus system, is working with Leon County to extend service along Mahan Drive to support the Fallschase development , which is located along the Mahan Drive corridor. It is staff's understanding that StarMetro has been awarded a grant to extend a bus route along Mahan in FY 2009 and is awaiting additional funds from the County for the implementation this route. The extension of bus services along this corridor is consistent with the goal of the Mahan Corridor Study, which is to create a transit-

oriented corridor with mixed-use development organized around the major intersections.

It is staff's recommendation that due to projected roadway capacity deficiencies, development within the node be contingent on a binding proportionate-share agreement, pursuant to 163.3180(16)(f), FS, to support transit extension and appropriate capacity enhancement projects.

4. ***Transit Availability:***

Public transportation is not available to the three nodes being proposed by this amendment. Mahan Drive is expected to become a major transit route in the near future and a major goal of the Mahan Corridor Study is to lay the framework for development which supports future transit through higher density, intensity, mixed land use, and pedestrian oriented urban form. To support this intent, the development in the Mahan Gateway Node, where appropriate, will include transit-oriented design, such as bus pull-offs, pedestrian oriented site planning, and connectivity.

5. ***Bicycle/Pedestrian Facilities Availability:***

There are sidewalks on both sides of Mahan Drive from Capital Circle to Dempsey Mayo Road and bike lanes on Mahan Drive from Capital Circle to Dempsey Mayo.

The Bike/Ped Master Plan recommends sidewalks and bike lanes for Dempsey Mayo and the Florida Department of Transportation's (FDOT) project design for Mahan Drive include bike lanes and sidewalks east of Dempsey Mayo to I-10. An increase in densities in the Dempsey Mayo node, close to an elementary school, along with commercial development and higher residential densities and non-residential intensities in the Edenfield/Highland and Thornton nodes will increase the potential for viable transit service and promote transportation choices.

6. ***School Information:***

The proposed amendment sites are located within the school zones for Moore Elementary School, Swift Creek Middle School, and Lincoln High School. Pursuant to Section 6.5 of the 2006 Public School Concurrency and Facility Planning Interlocal Agreement, Leon County School District has conducted a level of service analysis and has sent the Planning Department comments regarding the proposed amendment. The cumulative impacts of the proposed amendment, assuming build-out at the maximum proposed density, will have adverse negative impacts on schools' capacity as follow: Moore Elementary - (-834), Swift Creek - (-188), and Lincoln High – (-136).

It appears that additional capacity will be needed at all levels of public school. For elementary school, it appears that a new facility will be needed. Goal 2 of the Public School Facilities Element and its associated policies address the school siting procedures that would be followed for a new school facility. There are several major

renovations, remodeling, and additions of capital outlay projects scheduled in the School District's five-year Work Plan for Moore Elementary. However, these projects do not add school capacity. There is $1 million for a 5-acre site expansion funded for the third year, and one relocatable scheduled for replacement in the fourth year.

The development of properties in the Mahan Gateway node future land use category is subject to school concurrency. School concurrency became effective in Leon County in June 2008. School concurrency is based on available capacity in the respective school attendance zones in conformance with the Public School Facilities Element and adopted Interlocal Agreement. Since there are no projects adding school capacity scheduled in the five-year Work Plan, development adversely affecting the capacity of the above cited schools would utilize the proportionate share mitigation option outlined by the Public School Facilities Element. The School Board and developers of properties within the Mahan Gateway Node would need to enter into a binding agreement with either the City or County, pursuant to Section 7.1 of the Interlocal Agreement. The School Board would also need to amend its Work Plan and the project would need to be included in the next update of the five-year Capital Improvements Program of either the City or the County.

On March 3, 2009, the Leon County School Coordinating Committee was convened to review 2009-2 comprehensive plan amendments for potential impacts on Leon County Schools. The Committee took no formal action on this amendment; however, the Committee noted the potential impacts the proposed amendment could have on Leon County School facilities. It was also decided that the School Board member of the Committee would take this matter back to the School Board for discussion. It was also noted at the meeting that for the upcoming school year additional capacity, especially at the 8th grade level, will be available at Swift Creek Middle School.

7. ***Optional Sustainable Development Survey***

The amendment application forms included a sustainable development survey that allowed applicants to provide information about the proximity of services to the site under review. The applicant chose not to complete this survey.

F. VESTED / EXEMPT STATUS: None.

G. CONCLUSION:

Based on the above data and analysis, Planning Department staff recommends approval of the amendment request for the following reasons:

1. The proposed Mahan Gateway Node future land use category creates three nodes along the Mahan Drive (US 90) corridor where an appropriate mixture of land uses

providing for neighborhood-serving commercial/retail uses, community/public uses and transit services can occur.

2. The proposed Mahan Gateway Node future land use category preserves and protects the residential nature of the Mahan Drive Gateway corridor by limiting higher density/intensity uses along Mahan Drive to designated nodes while maintaining the residential character of the rest of the corridor.

3. The proposed Mahan Gateway Node future land use category and its associated implementing regulations will ensure that Mahan Drive continues to serve as an attractive gateway into the Tallahassee-Leon County community.

4. The proposed amendment is consistent with the Tallahassee-Leon County Comprehensive Plan's urban service area (USA) policies, including increasing residential densities within the USA boundary, as well as several other neighborhood protection and transportation related policies.