Back Print

Board of County Commissioners
Agenda Request 18

Date of Meeting: March 12, 2002
Date Submitted: March 7, 2002

To: Honorable Chairman and Members of the Board
From: Parwez Alam, County Administrator
Michael C. Willett, Public Works Director
Subject: Gum Road Target Area Planning Committee Final Report and Recommendations

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Statement of Issue:
The Target Area Planning Committee (TAPC) for the Gum Road Solid Waste Transfer Facility presents its findings and final recommendations for Commission acceptance and approval.

Background:
The Target Area Planning Committee consisted of seven citizens, each appointed by a Commissioner, the Public Works Director and the Solid Waste Division Director. The staff person assigned to assist the committee is Nancy Paul, Community Services Specialist.

Committee Member	Appointed By:
Annie Barber	Commissioner Proctor
Paul Byrd	Commissioner Grippa
Waldo Kinsey	Commissioner Sauls
Scott Matteo	Commissioner Rackleff
Harold Palmer	Commissioner Winchester
Rick Singletary	Commissioner Thaell
John Schmook	Commissioner DePuy
Mike Willett	
Jud Curtis	

The mission of the TAPC is to address the impact of siting the Solid Waste Transfer Facility in the Target Area. The Target Area is surrounded by US Highway 90 to the north, Capital Circle Southwest to the east, the railroad right-of-way to the south and Aenon Church Road to the west (Attachment #1). The TAPC originated from a recommendation of the Site Development Review Committee and a citizens' committee appointed by the Commission to address site specific issues related to the design and development of the Transfer Facility. The TAPC has met fifteen times since June 13, 2001, including hosting an Open House to receive comments from area residents and businesses. The TAPC received input from professionals in Land Use, Zoning, Stormwater, Utilities, Environmental features and Transportation.

Analysis:

The findings and recommendations of the TAPC are as follows:

Land Use/Concurrency/Zoning

The Gum Road Target Planning Area (TPA) is generally the area defined on the south by Gum Road, on the north by West Tennessee (US 90), on the west by Aenon Church Road, and on the east by Capital Circle Southwest. The Gum Road TPA is located entirely within the unincorporated County. The area comprises approximately 341 acres, and includes six zoning district classifications. These zoning districts include three primarily residential classifications which are R-3 (single and two-family residential district), R-5 (standard design manufactured home and single detached residential district), and MH (standard design manufactured home park district). The remaining three zoning districts are nonresidential classifications which include CP (commercial parkway district), I (industrial district and future land use map designation), and M-1 (light industrial district). The following analysis shows the acreage of the various zoning district classifications found in the Gum Road TPA along with the overall percentage of the study area.

Gum Road Target Planning Area
Zoning District Classifications

Zoning District	TPA Acreage	Percentage of TPA
R-3	87	26%
R-5	34	10%
MH	25	7%
CP	132	39%
I*	13	4%
M-1	50	14%
	Total 341 Acres	100%

*I (Industrial) is also a Comprehensive Plan Future Land Use Map designation

**All averages are approximate based on GIS analysis of the County's Tax Parcel Maps.

The availability of adequate public facilities to serve new development and redevelopment at a specified level of service (LOS) as established in the Comprehensive Plan is regulated and monitored through the implementation of the County's Concurrency Management System. Apart from the environmental regulation and protection issues associated with the Gum Creek Watershed, the future development and redevelopment potential of the Gum Road TPA is largely dependent upon the availability of adequate public facilities. This is especially important with regard to the availability of central water and sewer services and roadway capacity on the primary arterial and collector roadway system that serves to provide access to the Gum Road TPA.

Currently, central sewer service from the City of Tallahassee is available to the north and east of the Gum Road TPA within the corporate limits of the City. Additionally, limited City sewer infrastructure has been installed to support a planned mobile home park near the intersection of Capital Circle Southwest and West Tennessee Street. However, the mobile home park did not develop. Instead, the proposed land use has been subsequently replaced by other uses, and the central sewer infrastructure has not been utilized.

Transportation access to the Gum Road TPA is provided directly by the four major roadways that form the boundary of the study area. These roadways include two principal arterials (Capital Circle Southwest and West Tennessee Street), a major collector (Aenon Church Road), and a minor collector (Gum Road).

Presently, Capital Circle Southwest from West Tennessee Street to Blountstown Highway (SR 20) does not

have adequate roadway capacity at the adopted LOS to support development (either residential or nonresidential) at any significant density or intensity within the Gum Road TPA. This is also the situation for the roadway segment of Capital Circle NW from West Tennessee to I-10. Intersection improvements at US 90/Capital Circle Southwest and Capital Circle Southwest/Highway 20 that were required to mitigate the offsite traffic impacts associated with the Southwood project will moderately enhance the LOS on this segment of Capital Circle Southwest. However, the LOS on these roadway segments will only be significantly enhanced with the addition of lanes on these facilities.

Additional roadway capacity on the presently deficient segments serving the Gum Road TPA will only provide for moderate levels of both residential and nonresidential development and redevelopment without the availability of central water and sewer service as noted above. Because this area is located within the Comprehensive Plan's designated Urban Service Area (USA), development potential in advance of adequate urban services (particularly central water and sewer) is limited. Nonresidential development is limited to 2,500 square feet per site and residential development is limited to a density of one unit per acre.

Therefore, the availability of adequate public facilities at USA levels, if provided to the Gum Road TPA, will eliminate one of the primary barriers to development and redevelopment that currently exist within the study area. This is specifically the situation for those properties that are designated CP (Commercial Parkway) and located adjacent to West Tennessee Street (US 90) and Capital Circle Southwest.

Land Use/Concurrency/Zoning Recommendations:

1. Waive development fees for Comp Plan amendments, rezoning, subdivision, site plans and permits for developments within the Target Area.
2. Adopt a Western Strategy for the Target Area as shown in Text Amendment and map amendment (Attachment #2).
3. Research the feasibility of implementing an Enterprise Zone for the Target Area.
4. Explore the application of Transfer of Development Rights (TDR) allowing for the transference of development rights within the Target Area.

Water and Sewer

The TPA is located within the USA which is intended to provide for the orderly expansion of water and sewer. Currently, City water is available throughout the TPA but sewer access is limited to a few parcels situated along West Tennessee Street.

The City had previously included in its CIP, a proposed sewer extension to serve the Gum Road area. However, in 1999 the City removed the Gum Road sewer extension from the list of proposed projects, in part based on an increase in the Federal Emergency Management Agency (FEMA) flood elevations for the area. The increased flood elevation reduced the buildable area and the economic potential of the sewer extension. As such, the TAPC's recommendation to review the FEMA flood plain map, as well as traffic concurrency, should further the economics of a sewer extension.

A preliminary sewer extension plan has been presented to the TAPC. The plan (Attachment #3) was prepared by the City and provides for a sewer extension from the Transfer Facility along Gum Road to the Aenon Church Road intersection. The proposed extension includes approximately 3000 feet of either 8 or 10-inch gravity sewer and approximately 3000 feet of 21-inch gravity sewer. As proposed, the 21-inch gravity line would include capacity to handle flows from an existing force main serving development along West Tennessee Street which is near capacity. The additional capacity will also serve new development west of Capital Circle and

north of West Tennessee Street including Northwest Passage and Hopkins Crossing. The City estimates the County's cost at $420,000 plus engineering and permitting costs.

Water/Sewer Recommendations:

1. Construct the sewer extension along Gum Road to Aenon Church Road.
2. Investigate grants or other funding sources to pay water and sewer tap fees for single family residences.

Transportation

When the citizens of Tallahassee/Leon County approved the extension of the One Cent Local Option Sales Tax and the Blue Print 2000 (BP2K) list of transportation, stormwater and greenway improvements contained in the BP2K report, the widening of Capital Circle Northwest, Southwest and the intersections at West Tennessee Street, Highway 20/Blountstown Highway and Jackson Bluff Road were included in that list as top priorities.

The TAPC wants the above noted projects and the two projects shown below to remain as top priorities. The Gum Road intersection improvement is a collaborative effort between FDOT and Leon County. The upcoming Tharpe Street Corridor Study is a County initiative.

Attachment #4 is a Transportation Improvement Matrix that shows the existing project phase and funding status of the existing sales tax and sales tax extension projects impacting the Gum Road target planning area.

The TAPC understands that the ability to achieve the committee's desired priority is contingent upon advanced funding and possible bonding of the BP2K transportation projects. Therefore the TAPC supports these funding efforts and any other funding scenario that guarantees the desired priority. To accomplish the TAPC priority list, the committee recommends advance funding the Capital Circle Southwest, Highway 90 to Highway 20 planning, design and engineering and right-of-way acquisition phases such that the project will be ready to bid when Blue Print 2000 monies become available in 2004.

The TAPC recommends a Comprehensive Plan text amendment for the Target Area (Attachment #2) that extends concurrency from three to 10 years. The City and County recently adopted the Target Business Pilot Program, which reimburses certain businesses based on criteria related to job creation and salaries. This program should be used to place additional emphasis on locating businesses in the Target Area. The success of this program in stimulating development in the Target Area should be monitored.

The TAPC has also reviewed the possibility of a sidewalk along Aenon Church Road. It is apparent from the path along portions of the road that people are using this for pedestrian travel. The north portion of the road has residential units located along the road on private streets that connect to Aenon Church Road. According to residents, it is important to note that because of the industrial uses located south of Gum Road, this road is heavily used by trucks.

Transportation Recommendations:

1. Widening of Capital Circle Northwest and Southwest from I-10 south to Highway 20.
2. Intersection improvement at Highway 90 West (Tennessee Street) and Capital Circle.
3. Intersection improvement at Highway 20 and Capital Circle Southwest.
4. Comprehensive Plan Text Amendment language that extends concurrency from three to ten years (Attachment #2).

5. Installation of a sidewalk on Aenon Church Road.

Stormwater

In February 2000, the Leon County Board of County Commissioners (BCC) approved the siting of the Gum Road Solid Waste Transfer Station (SWTS) in the Gum Creek Watershed. An area within the watershed surrounding the SWTS was established as a study area and is referred to as the Target Planning Area (TPA).

Leon County contracted with Camp Dresser & McKee Inc. (CDM) in May 2001 to develop a comprehensive scope of services needed to define the necessary components of a watershed management program for Gum Creek and to address recommendations of the TAPC (Phase 1). Leon County subsequently contracted with CDM (September 2001) to perform a portion of the defined Gum Creek Watershed Management Program including stormwater model update and development and ranking of alternative designs for stormwater management (Phase 2).

During development of the alternative designs, CDM met with the TAPC three times during their regular meetings to discuss various aspects of the project. At the first meeting, CDM presented the Committee with twelve potential candidate sites for retrofit facilities. The TAPC provided valuable input and suggestions during the screening process of the candidate sites. Subsequent to this process, six stormwater management design alternatives were developed, evaluated and presented to the TAPC. The design alternatives were ranked based upon selected criteria including flood control, water quality benefit, environmental impact and costs. In January 2002, CDM prepared a draft of the Gum Creek Watershed Management Program - Phase 2 Letter Report for the TPAC. Following the report submission a seventh design alternative was added by the TAPC for consideration. The final report will be completed by CDM within the next week and distributed under separate cover.

The seven design alternatives developed to address stormwater management within the watershed consist of stormwater ponds and/or a diversion channel. Single or multiple stormwater ponds ranging in size from 13 to 40 acres were considered to reduce flooding and provide water quality benefits within the watershed. A diversion channel linking Gum Creek to Gum Swamp was also considered to reduce flooding primarily within the TPA.

The top ranked alternative (Alternative 6) consists of two stormwater ponds (13- and 20-acres) located within the TPA and the diversion channel linking Gum Creek to Gum Swamp. Relatively high levels of flood reduction and water quality benefits are provided by this alternative.

The second ranked alternative (Alternative 4) consists of the two stormwater ponds found in Alternative 6, but does not include the diversion channel. Moderate flood reduction and high water quality benefits are provided by this alternative. The third ranked alternative (Alternative 6A) consists only of the diversion channel (without the ponds). High levels of flood reduction and low water quality benefits are provided by this alternative.

Following completion of the alternative analysis, the TAPC also requested that CDM perform an analysis of the lateral floodplain benefits provided by Alternatives 6 and 6a. This mapping effort is currently being performed by the preparation of comparison peak stage maps between the existing (hydraulic) conditions and alternative peak stages using the two-foot aerial topography provided by the County. This analysis has not yet been completed.

Based on comparisons of stage recorder data and high water marks survey following Tropical storm Allison (June 2000) to the effective FEMA 100-year flood elevations in the Gum Swamp area, a FEMA floodplain map revision may be feasible for Gum Swamp and portions of Gum Creek within the TPA. The rainfall and intensity

produced by Tropical Storm Allison were similar to the 100-year design storm.

A FEMA map revision in the Gum Creek Watershed would support planned development within the TPA and would likely facilitate the development of related infrastructure.

It should be noted that since the Gum Creek Watershed drains to the West Ditch, a FEMA map revision for Gum Creek would be dependent upon the effective FEMA 100-year flood elevation of the West Ditch. To revise the FEMA flood map for Gum Creek, the FEMA flood elevation for the West Ditch will likely need to be revised as well.

Stormwater Recommendations:

1. Revision of the FEMA floodplain map within the TPA.
2. Implementation of Alternative 6 or Alternative 6A.

Funding Mechanisms

The TAPC did not make a specific recommendation for funding the various projects. In several instances, primarily the highway projects, the funding sources have been designated and the TAPC's recommendations focused on the schedule. The roadway improvements also include stormwater projects intended to reduce flooding and improve water quality. Intersection improvements at Gum Road and Capital Circle are included in the Transfer Station project as is the cost of extending sewer to the transfer station site. Funds are also budgeted annually for sidewalks.

The two major projects recommended by the TAPC for which funding has not been identified are the revision to the FEMA flood plain map and the sewer extension along Gum Road. There are several possible scenarios for the sewer extension. The City could agree to fund this segment as a one time impact fee which would be consistent with impact fees for the power plant expansion in St. Marks. The County could advance fund this segment and then recover the cost from future connections. Another option would be constructing the extension at such time as the City constructs the sewer from pump station 90 on West Tennessee street to the transfer station sewer line and then fund the extension for the western portion of Gum Road. Implementation of recommended land-use and concurrency policies and revision to the FEMA map could also enhance the economic justification for the sewer extension.

The final recommendation for revising the FEMA flood plain map does not as yet have a cost estimate or funding source; however, the benefits from the study could include increased property values and corresponding revenue, and design enhancement for the stormwater systems to be constructed in conjunction with the widening of Capital Circle through Gum Swamp.

Staff recommends Board acceptance of the TAPC report and recommendations and that the Board direct staff to develop an implementation plan for the TAPC recommendations which include additional funding sources.

Options:

1. Accept TAPC Report and recommendations and direct staff to develop an implementation plan to include any additional funding sources.

2. Schedule Commission Workshop to address TAPC recommendations.

3. Request additional work from TAPC.

4. Board Direction.

Recommendation:

Option 1.

Attachments:

1. Map of Target Area

2. Proposed Text Amendment to Comp Plan

3. Proposed Sewer Extension

4. Traffic Matrix

Back Print