

Introduction
to the

Lake Bradford Sector Plan



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Lake Bradford Sector Plan

The Lake Bradford sector is a combination of airport/industrial facilities, older neighborhoods, rural lands and underutilized government lands surrounding environmentally sensitive areas. Investment in the sector has not occurred to the level seen in other areas of our community, similar to the rest of the southside. Infrastructure improvements are needed to support the level of development envisioned.

This sector is considered the future for our community. Each University has discussed expansion plans for this area. Economic Development opportunities have been explored that ties the universities with Innovation Park. Much of this has been linked to the Education Quadrant vision for this area.

Transportation improvements have also been discussed. As identified in Blueprint 2000, proposals have recommended realigning Orange Avenue to open new lands for development and minimize impacts to the Chain of Lakes. Community leaders have envisioned a gateway connecting the airport to our downtown and improving the perception of our community to new visitors.

The Chain of Lakes provides a unique resource to our community. This resource is threatened by new development and the impacts of current development through stormwater runoff. Vital recreational and cultural resources are provided in this sector including the Florida State Reservation and Golf Course, the Tallahassee Museum of Natural History and the Chain of Lakes. Plans are also being made to unite this area with the greater community with walking paths and multi-use trails.

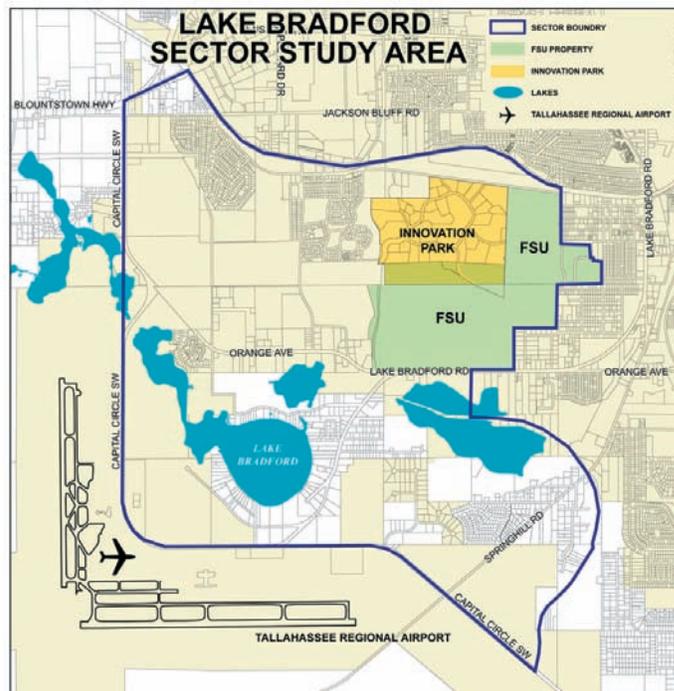


Lake Bradford Sector Boundary

The Lake Bradford Sector includes 3,988 acres and is generally bounded by the CSX Railroad right-of-way to the north, Capital Circle Southwest to the west and south and the eastern boundary of Innovation Park to the east. The specific boundaries are identified on the map above. Within the boundary are varied areas from the airport and supporting industrial development, to older residential neighborhoods, cultural and recreational resources and the Lake Bradford Chain of Lakes.

The Lake Bradford Sector includes the following groups as stakeholders in this sector planning process:

- Florida State University
- Tallahassee Community College
- Florida A&M
- City of Tallahassee
- Leon County
- Lake Bradford Neighborhood Association
- Seminole Manor Neighborhood Association
- Mabry Manor Neighborhood Association
- Tallahassee Museum of Natural History
- Innovation Park
- Leon County School Board
- Tallahassee Regional Airport



Sector Planning in the Southern Strategy

The Tallahassee-Leon County Comprehensive Plan directs the sector planning of the Southern Strategy area by the Year 2005. The Tallahassee-Leon County Planning Department has been working diligently to meet this requirement. In early 2004, the City and County Commissions approved the South Monroe Sector Plan. The Oak Ridge Sector Plan is currently underway. The Capital Cascades Sector Plan and Lake Bradford Sector Plan will begin in early 2004. The West Pensacola Sector plan will begin in early 2005.

Sector Planning was also recommended in the 21st Century Council Report, Blueprint 2000 and the Airport/Lake Bradford Citizens Task Force. The Citizens Task Force, which met in 1990 and 2000, developed recommendations that will be considered in this sector plan.

The purpose of this sector plan, is to balance the various needs of the stakeholders and residents in the sector to provide the best outcome for our community. It is to bring this diverse community together to provide direct input on shaping the future redevelopment of the Southside over the next 20 years, and beyond. This charge includes identifying appropriate land uses for the area and providing a plan that documents the stakeholders wishes for the area. 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 stakeholders in the sector and will soon host a community workshop to determine the area's needs.



History
of the

Lake Bradford Sector



History of the

Lake Bradford Sector

The Lake Bradford Sector project area encompasses a variety of historic resources. Within the project boundaries there are historic structures, objects and buildings and prehistoric archaeological sites.

Subdivisions

A majority of the residential buildings have reached the minimum age required for historic designation within Seminole Manor. Further research and evaluation will indicate if these buildings have historic significance and meet the criteria to be placed on the National and/or Local Register of Historic Places. These criteria include historic associations with persons or events in our local or national history, architectural integrity and age.

Historically Significant Resources:

The Tallahassee Museum of History and Natural Science (a.k.a. Junior Museum) is located within the boundaries of the sector. It was founded in 1957. Located on the property are several historic buildings and objects. One of the buildings is the Bellevue Plantation House, the former home of the Prince and Princess Murat. There is also a recreation of North Florida farm and pioneer life of the late 1800s. These resources are protected by the fact that they are on display at the museum for educational purposes. Continued support of the Tallahassee Museum of History and Natural Science is integral to the preservation and revitalization of the Lake Bradford Sector. It provides a cultural destination for tourist as well as local residents.



Farm House at the Junior Museum.



Country Store at the Junior Museum.

Photo Credits: Florida Photographic Collection





1970s Photograph of a school group touring the Jr. Museum.



Boardwalk at the Junior Museum.

Photo Credits: Florida Photographic Collection

The FSU Seminole Reservation, (a.k.a. Camp Flastacowo) a recreational area, located on Flastacowo Road, was established at the time when FSU was the Florida State College for Women. In fact, the name Flastacowa is an acronym of sorts for Florida State College for Women. It has been in continued operation since its establishment as a swimming and boating facility.



FSU Reservation 1940s.

Photo courtesy of Lee Yawn



Photo of Women at FSU Reservation from the 1970s.

Photo courtesy of the Florida Photographic Collection



History
of the

Lake Bradford Sector

The Levy family

Homestead and Pavilion is adjacent to the Seminole Reservation at Lake Bradford. According to the current owner, Jamey Levy, the dance pavilion and swimming area was opened sometime after the 1910s as the original Tallahassee Country Club (a.k.a. Lake Bradford Country Club). In 1924, the country club moved into town and sold the property to Robert Levy, whose family operated the pavilion until 1965, when it was closed to the public. There were many dances held over the years on the pavilion.

The Levy family still lives on the homestead. Further historical investigation will determine this property's eligibility for the local and/or national register of historic places.

Lake Bradford Pavilion in the 1910s.

Photo courtesy of the Florida Photographic Collection

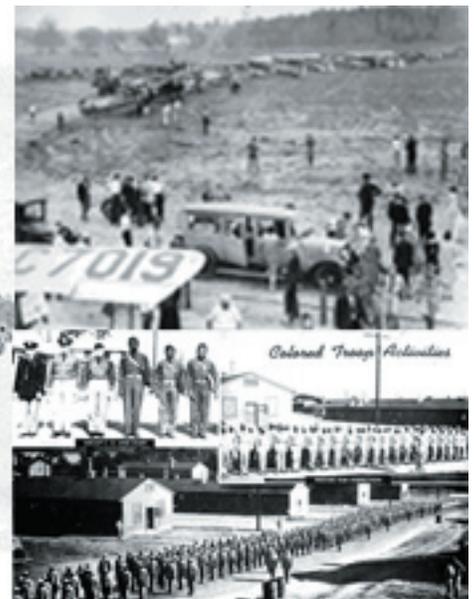


History
of the

Lake Bradford Sector

Dale Mabry Field opened November 1929. It was named for Captain Dale Mabry, who had fought in WWI, and survived, but was killed in 1922 in the crash of the "Roma". At this field, commercial flights were offered to Tallahassee for the first time. In 1940, the Army Corps selected the field to serve as a sub-base of McDill airfield in Tampa. During WWII, a number of black soldiers were stationed and trained at Dale Mabry, including the famous 99th Fighter Squadron, who trained under the first black air Lieutenant Colonel Benjamin O. Davis, who would become the first black Air Force general. In addition to hangars and other structures usually found on an air field, a chapel, movie theater, private telephone system and a hospital were added during WWII. Housing units for noncommissioned men and civilian technicians were built on 21 acres, known as Mabry Heights (Ellis et al 1999).

After WWII, the field was placed on the war department's inactive list and returned to commercial civilian flights. As time went on, the land was claimed for other purposes. The airstrip and tarmac remain today as parking lots for T.C.C. and Lively VoTec, and many of the buildings, barracks, and housing were moved to other locations and currently serve as residences and offices throughout Leon County. In its heyday, Dale Mabry Field was the pride of Tallahassee.



Opening Day Dale Mabry Field.

Promotional Post Cards from WWII.

Photos courtesy of the Florida Photographic Collection



History
of the

Lake Bradford Sector

The FSU Dairy was in operation from the early 1930s until the 1960s. It was established as a means for providing milk for FSU and FSU Developmental Research School (a.k.a. Florida High). There were at one time, 150 head of cattle, several barns and other farm buildings, and houses for those who worked at the dairy, according to Marjorie Sheffield, who grew up on the dairy farm during the 40s and 50s. Today, the calf and bull barn and some other outbuildings remain. Further research is needed to determine the number of remnant historic resources located on the original dairy property.



Photographs of Barns at the FSU Dairy, 1930s.

Courtesy of the Florida Photographic Collection



History of the

Lake Bradford Sector

Recommendations

The historic resources in the Lake Bradford Sector are well-known and currently protected, to an extent. Continued support of the Tallahassee Museum of Natural History and the FSU Seminole Reservation will ensure that these viable resources will continue exist, so that future generations may enjoy and learn from them.

Dale Mabry Field exists in memory, photographs and in a few remaining objects, structures and buildings. Further historical and archaeological investigation should be conducted before any major redevelopment occurs. Also, a historic marker should be erected, acknowledging the contributions of those who were stationed at and employed by Dale Mabry Field.

Brief research into Leon County Property Appraiser records indicates almost all of the residential buildings within Seminole Manor meet the age criteria of fifty years old or older. Field investigation and further research will determine if the buildings have been severely altered, moved or demolished eliminating them from being considered for historic designation. The surveyor will recommend appropriate protection of evaluated buildings.

It should also be noted that there are archaeological sites and historic cemeteries within the project boundaries. Consideration and further investigation should be made of these sites as they become threatened by future development. Cemeteries should be protected with fenced easements when possible. A conservation and preservation plan should be put into place for those archaeological sites and cemeteries within the project boundary.





Demographics
of the

Lake Bradford Sector

Existing Land Use
of the

Lake Bradford Sector

As stated earlier, the Lake Bradford sector is approximately 4000 acres with 4,690 residents. The sector's gross density is very low at 1.2 residents per acre. This low density is reflected in the area's existing land use pattern with the majority of the lands (55%) being used as vacant or open space.

Limited development has occurred in the sector to date. 17% of the sector is in residential use with a mixture of single family homes, manufactured homes and apartments. Employment is limited inside the sector. Innovation Park is the main provider of jobs with 1,500 employees. The Florida State University Golf Course, the FAMU/FSU Engineering School and similar university uses provides some employment.

The Tallahassee Regional Airport, Florida State University, Florida A&M and Tallahassee Community College just outside the boundary is also a major provider of employment opportunity for the area.

Less than 1% of the sector is in retail use. This means the entire sector is traveling outside the sector for its basic needs.

The near future may bring rapid change to this sector. The government owned lands to the north of Orange Avenue have been discussed for various employment related opportunities. Florida State University is considering the use of some land for intramural fields.

Any expansion will need to consider the development limitations due to the Lake Bradford Chain of Lakes and other natural resources in the sector. These resources are further discussed in the Environmental Section.

Year 2000 Existing Land Use Calculation
for Sector Area

Land Use	Acreage	%
Single-Family	416 acres	13%
Multi-Family	129 acres	4%
Retail	13 acres	0.4%
Office	56 acres	2%
Warehouse	82 acres	3%
Government Operation	535 acres	16%
Education	207 acres	6%
Open Space	847 acres	26%
Religious/Non-Profit	49 acres	2%
Vacant	935 acres	29%
Total	3,268 acres	100%
Public Right of Way	278 acres	
Lakes/Waterbodies	442 acres	



Demographics
of the

Lake Bradford Sector

The Lake Bradford area is approximately 4,000 acres and 4,690 people currently reside in the sector. The sector is almost 61% minority compared to the County average of 34%. 38% of the population is between the ages of 25-44. 20% of the population are school age children. Both Household and Family Income are below the County Average. 32% of residents and 29% of families are below poverty level.

Regarding transportation issues, 14% of Households have no automobile. 7% of the residents or 328 people, rely upon transit to get to work. 53% of households have one vehicle.

Regarding housing issues, almost 59% of the sector rents, below the County average of 43%. 41% of the homes are single family,

Below is a comparison of Year 2000 Census Demographics for the Lake Bradford Sector and Leon County.

Comparison of Year 2000 Census Demographics

	Lake Bradford Sector	Leon County
Total Population	4,690	239,452
White	39.1%	66.4%
Black	48.8%	29.1%
Other	12.1%	4.5%
Hispanic	2.6%	3.5%
Under 5 years of age	9.0%	5.7%
5 – 17	20.2%	15.6%
18 – 24	13.4%	21.4%
25 – 44	37.5%	28.9%
45 – 64	15.1%	20.0%
65 years of age or older	4.9%	8.3%
% College Students	21.7%	21.3%
% of Adults with at least a High School Degree	81.5%	89.1%
% of Adults with at least a 4 year College Degree	47.1%	41.7%
% of Households that are Families	55.4%	56.3%
Of Families with children, % that are Single Parent	52.5%	35.0%
Median Household Income	\$22,943	\$37,517
Median Family Income	\$23,089	\$52,962



Comparison of Year 2000 Census Demographics

continued...

% Persons below Poverty	32.0%	18.2%
% Families below Poverty	28.6%	9.4%
% of 16+ Population in the Workforce	66.9%	69.1%
Unemployment Rate	5.9%	5.7%
% using Public Transportation to work	7.1%	1.9%
% of Households with no Vehicle	13.8%	7.1%
% of Households with 1 vehicle	52.8%	38.8%
% of Households with 2+ vehicles	33.4%	54.1%
Single Family Homes	40.5%	58.1%
Multi-Family Homes	32.2%	31.1%
Mobile Homes	27.3%	10.8%
Vacancy Rate	18.4%	7.2%
Owners	41.3%	57.0%
Renters	58.7%	43.0%
Median Home Value	\$70,363	\$110,900
Median Monthly Rent	\$344	\$606



Transportation Issues

Traffic needs in the sector are mainly served by Capital Circle Southwest, Orange Avenue/Lake Bradford Road and Springhill Road. This arterial system connects to the collector system of roads including Lake Bradford Road, Paul Dirac and Roberts Road. Below is a listing of roadways within the sector and their classification.

Capital Circle Northwest and Southwest	Principal Arterial
Orange Avenue/Lake Bradford	Minor Arterial
Springhill Road	Minor Arterial
Lake Bradford	Major Collector
Paul Dirac	Major Collector
Levy Avenue	Major Collector
Roberts Road	Major Collector
Jackson Bluff	Minor Collector
Rankin Avenue	Minor Collector
Eisenhower Road	Minor Collector
Mabry Street	Minor Collector
Pottsdamer Street	Minor Collector



Transportation Issues

Many of these roads are currently close to, or at capacity. This limited ability to accept additional traffic limits the opportunity for new development in the sector. Below is a listing of constrained facilities in the sector.

Capital Circle

Orange Avenue (Lake Bradford to Springhill Road)

Levy Avenue (Paul Dirac to Lake Bradford Road)

Jackson Bluff (Rankin to Capital Circle)

Roberts (close to capacity)

There are some construction projects proposed to help alleviate these traffic problems. Road projects include:

Capital Circle NW/SW (US 90 to Orange Avenue) from 4 to 6 lanes – The project study (PD&E) should begin this year. The study will only look at the existing roadway alignment.

Capital Circle SW and potential Orange Avenue realignment - The next PD&E Study for Capital Circle will go from Orange Avenue to Crawfordville Road, and probably will be initiated within two years. That study will “reevaluate” the section from SR 20 to Orange Avenue, and study the potential realignment. Note that FSU’s University Park proposal conflicts with the Blueprint realignment of Capital Circle. That will need to be resolved prior to or concurrent with the PD&E. One potential option is to realign the Capital Circle along Orange Avenue, to somewhere west of Springhill Road, and then veer the Circle south back to the existing Circle, possibly incorporating a section of Springhill Road.

Springhill Road - Improvements to Springhill Road will be looked at as part of the Orange Avenue to Crawfordville Road PD&E. Springhill Road is not currently included for construction in the Blueprint Tier 1 project list; however, a subcommittee recently met and tentatively agreed that when improvements are made to Springhill, they recommend a four-lane divided landscaped facility to improve aesthetics and provide a gateway.



Environmental Issues



The Lake Bradford Sector Planning area is where the Tallahassee Red Hills of North Florida meets the Lake Munson Sandhills, resulting in a rich mosaic of karst topography, longleaf pine, cypress, and live oak dominated forests, listed animal and plant species such as Gopher Tortoise, Wood Stork, and Bent Golden Aster, and significant waterbodies such as Cascade Lake, Lake Bradford, Grassy Lake, and Black Swamp. Some of Tallahassee's most tranquil and scenic real estate can be found on the shores of Lake Bradford, and even though urban infrastructure has impacted this area via the airport and the channelization of several streams and wetlands, as well as roads, industrial parks, and a water treatment plant, this area remains rich in environmental features. Many residents of the Lake Bradford Sector Planning area are aware of these features and amenities, and want their local government to help protect these amenities and the quality of life in this area.

Tallahasseeans have recreated on the sandy shores of Lake Bradford for generations, and still do so at the FSU Reservation and the Tallahassee Museum of History and Natural Science. The Museum has existed on the edge of Lake Bradford since 1957, and offers 52 acres of habitats, nature trails and historic structures, as well as a rich panoply of exhibits and educational programs. Most of the area between Lake Bradford Capital Circle SW (291 acres) is held by the Apalachicola National Forest. The City of Tallahassee owns almost 300 acres of parks and open space within the sector planning area, and Leon County owns the renovated Lake Henrietta, which is being opened to public access as a greenway.

Environmental protection of the water quality of Cascade Lake, Lake Bradford, Grassy Lake, and Black Swamp is assisted by the existence of two Special Development Zones around these features. These zones affect 41 percent of the area within the sector planning area, limiting ground disturbance depending on elevation and protecting shoreline vegetation 50 feet upland of the ordinary high water line. The 100-year flood zone mostly parallels the Zone A, which is all of the area up to 40 feet in elevation. Many of the 723 acres of wetlands within the sector planning area are also found within Zone A. The area within Zone B is between 40 and 60 feet in elevation.

Although there are no known active karst features such as sinkholes mapped by Leon County within the sector planning area, there are several significant inactive and potential karst features, as well as some active features that have not yet been mapped. These include Cascade Lake and Lake Bradford, both of which are known to be connected to the aquifer via sinkholes. During dry periods, Lake Bradford has incompletely drained, and Cascade Lake regularly goes largely dry during the winter. Several small active sinkholes are also known to exist on the south and west side of Lake Bradford. Karst features such as sinkholes are protected by policy and ordinance, and any proposed development should include an inventory of potential karst features.

Public Safety

Below are the crime statistics for the Lake Bradford Sector from the City of Tallahassee Police Department. The numbers do not include the portion of the Sector within Leon County jurisdiction. The Lake Bradford Neighborhood and homeowners along Lake Bradford and Springhill Road are not included in these crime statistics. These numbers are not available for Leon County.

Crimes Within The Lake Bradford Sector

Crimes for 2003*	Lake Bradford Sector	City of Tallahassee	% of City of Tallahassee
Violent Crimes	82	2,231	3.68%
Burglaries	81	2,897	2.80%
Sex Crimes	4	211	1.90%
Other Crimes	186	11,604	1.60%
Total	353	16,943	2.08%

Commercial and Automotive Crime Within The Lake Bradford Sector

Crimes for 2003*	Lake Bradford Sector	City of Tallahassee	% of City of Tallahassee
Auto Theft	24	593	4.05%
Auto Burglaries	30	1,246	2.41%
Commercial Burglaries	10	346	2.89%
Total	64	2,185	2.93%

* - The data source is the Tallahassee Police Department's Printrak CAD system. The Printrak CAD system was operational March 26, 2003; thus, this data reflects March 26, 2003 through December 31, 2003.

Violent Crimes include: homicide, robbery, assaults and batteries (all attempts)

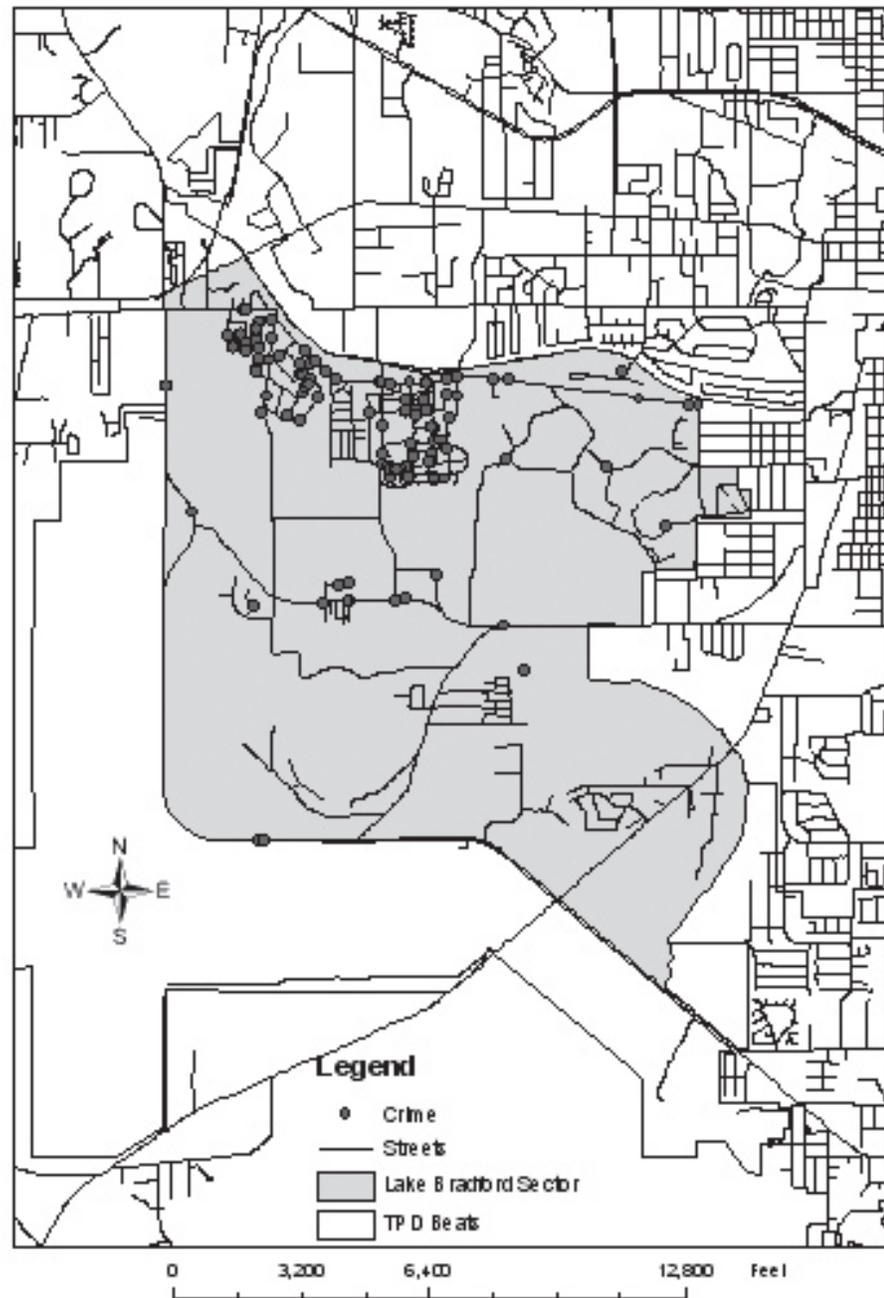
Burglaries include: auto, commercial and residential (all attempts)

Sex Crimes include: sexual battery, lewd/lascivious activity, loitering/prowling (all attempts)

Other Crimes include any other crime not itemized above along with associated attempts



Lake Bradford Planning Sector 2003



Governmental Initiatives

Government initiatives are projected to have a dramatic affect on this area. These initiatives range from the philosophical approaches based in the Southern Strategy policies in the Comprehensive Plan to specific project improvements identified in Blueprint 2000. In addition, the Universities will have an impact on the future of this area including the FSU Land holdings and the decisions of Florida A&M and Tallahassee Community College.

Government initiatives that will have an impact on this area include:

Blueprint 2000 recommends the expansion of Capital Circle and the re-routing of Orange Avenue.

FSU Land Holdings and intramural fields

Innovation Park expansion

Future of Airport – expansion to more uses adjacent to hositoal

Protection of Lake Bradford – standards in place limiting development of land

Southern Strategy

Sidewalk improvements along Rankin Avenue



Priority Issues

Lake Bradford Sector Plan



Lake Bradford Sector Plan

Priority Issue 1

ENVIRONMENTAL PROTECTION OF THE CHAIN OF LAKES

Introduction

The Bradford Chain of Lakes is a unique environmental amenity to be valued by the entire community. The Chain is three interconnected waterbodies—Lakes Cascade, Hiawatha, and Bradford. From results of the first Lake Bradford Sector community workshop, the citizens declared as their top priority environmental protection to sustain water quality. The Chain of Lakes begins to the west in the Apalachicola

National Forest and flows in a southerly direction into Lake Munson, south of the Tallahassee Regional Airport. Forming an extensive system of wetlands throughout the Sector, the Chain of Lakes is the focal point of the area.

This has been the case for the past fifty years. As apparent from the pictures below and to the right, Lake Bradford has served the recreational needs of the region for decades while experiencing very little physical change. These lakes serve as a recreational amenity for residents and for students at the Florida State University Reservation. In addition to the lakes, the natural areas surrounding these waterbodies are the focus of plans to unite this area with the greater community Greenways system of walking paths and multi-use trails.

Bradford Creek, natural runoff, groundwater flow and seepage feed the various waterbodies. Environmental strains are placed on the lakes by urban drainage

and stormwater runoff from the urban service area. Therefore, this resource is threatened by the impacts of current development and the potential of future development to further increase stormwater runoff. Currently, the area is sparsely populated, but future development in Tallahassee



Lake Bradford Sector Plan

Priority Issue 1

will seek out land resources near or within the Sector. Several characteristics make the area desirable for future growth—highway connectivity, airport access, open lands for business development and residential areas with a high quality of living. The high probability of future development requires that action be taken to assure the water quality of the Chain of Lakes is upheld to current standards. This can be accomplished through consistent monitoring and analysis, appropriate land use zoning, and property acquisition and assemblage to create natural buffers.



Lake Bradford Sector Plan

Priority Issue 1

Objective 1.1: MAINTAIN GOOD WATER QUALITY

EXISTING CONDITIONS

The Bradford Chain of Lakes maintains very good water quality standards. Lake Cascade, located beyond the sector boundary, may be considered pristine. However, the remaining waterbodies have felt the impact of stormwater runoff and urbanization. For example, Lake Bradford has a watershed in excess of 3,000 acres, which translates to a 20:1 ratio of land drainage coverage to lake intake area. Such a statistic is indicative of the susceptibility of the Chain of Lakes to polluted runoff from areas far from the immediate lakeshore. The attached map, entitled Lake Bradford watershed, clarifies this problem by depicting the comparison between the large watershed area and size of Lake Bradford. Despite that large watershed, numerous tests have shown the Chain of Lakes to maintain water quality testing scores among the best in the State of Florida. The City maintains six monitoring stations on the Chain of Lakes. The Trophic State Index (TSI) consistently remains approximately 40 from year to year. Florida's Dept. of Environmental Protection classifies TSI between 0 and 59 as 'Good'. Turbidity is low. This reading is an indicator of water clarity and the amount of suspended particulate matter, often pollutants, in the water. Similarly, a conductivity test is a measurement of the total amounts of dissolved solids present in the water. The Chain of Lakes maintain a low conductivity. And, the nutrients, namely nitrogen and phosphorous, are balanced, resulting in a healthy waterbody without algal growth or intense eutrophication. Such algal growth has only one recent documented occurrence, solely because water flow reversed its normal path during a peak storm. The stacking of water entering from the western drainage ditch reversed the usual flow from Lake Bradford to Grassy Lake.

***Data obtained from the Water Quality and Biological Assessment of Selected Lakes report, July 2003, prepared by the City's Stormwater Management Division (Geoff Watts, primary author).*

In addition to stormwater runoff and natural infiltration, septic tank leakage can be a detriment to water quality in areas with high water tables. Past evidence taken from repair permits shows a higher rate of failure in areas adjacent to Lake Bradford than other areas in the sector. Despite the benefits for water quality, there are financial issues associated with the extension of sewer that must be addressed. For existing residential neighborhoods on septic tank, such as the Lake Bradford area, the City of



Lake Bradford Sector Plan

Priority Issue 1

Tallahassee extends sewer service through an assessment to the property owners. The assessment requires a majority of the property owners to agree to pay for the extension. The connection fees range from \$6,000 to \$20,000 per lot depending upon the property characteristics including environmental features, soils and topography. The City provides an incentive for neighborhoods that agree to annex in conjunction with sewer service. In this case, the connections fees are a flat \$2,900 per lot.

RECOMMENDATIONS

Recommend the continued monitoring of the Chain of Lakes by both the City of Tallahassee and Leon County; and the volunteer efforts led by Florida LAKEWATCH.

For the benefit to water quality, recommend the extension of sewer lines, thereby discontinuing the use of septic systems in areas with a high water table.

Installation of a gate to prevent backflow from Grassy Lake to Lake Bradford, which can lead to contamination and eutrophication and large algal blooms. A detailed engineering report is necessary to decide the feasibility and overall effectiveness of such a project.



Lake Bradford Sector Plan

Priority Issue 1

Objective 1.2: CREATE A LAKE BUFFER ZONE

EXISTING CONDITIONS

All the lands from Capital Circle SW to the western shoreline of the Chain of Lakes is owned and maintained by the National Forest Service as a satellite portion of the Apalachicola National Forest. The remainder of the shoreline of Lake Bradford is developed with low intensity residential and recreational uses. The residential areas adjacent to the water are zoned for low density. The remaining properties are the FSU Reservation and the Tallahassee Museum, both reliant on pristine water quality and natural surroundings for successful operation. Farther from the water's edge, the parcels fronting W. Orange Ave. are zoned for office and residential (OR, R-1) future land uses. These parcels entirely or in part fall under the Special Development Zone overlay that accompanies undevelopable areas. At this time, these wetland areas, Grassy Lake and Black Swamp, lack any scientific data regarding water quality. Please refer to the map attached to this document, entitled Lake Bradford Existing Land Use for Private Property. The following recommendations will produce a buffer zone around the sensitive waterbodies in the Sector.

RECOMMENDATIONS

Maintain the current low-density residential (R-1) development pattern in the areas closest to the Chain of Lakes.

Promote the acquisition of the lands with environmental features north of Lakeview Drive.; pursue Federal, State, and local funding.

Those lands north of Lakeview Drive currently zoned R-1 are consistent with the community vision. Recommend the adjacent parcels along West Orange Avenue zoned Office and Residential (OR1&OR2) maintain the current uses or rezone to a more compatible residential designation if possible.



Lake Bradford Sector Plan

Priority Issue 1

Objective 1.3: UTILIZE THE GOLDEN ASTER PROPERTY

EXISTING CONDITIONS

The 30-acre tract was acquired by the City of Tallahassee in 1998. At that time, an informal agreement was reached between residents and the City which preserved the land in its natural state. The parcel was placed under the jurisdiction of the City Parks and Recreation Department. To date no development has occurred on the Golden Aster property and it serves as an excellent natural vegetative buffer between Lake Bradford and the urban development surrounding Tallahassee Regional Airport. Presently, the area lacks connection to the county Greenways system. The Tallahassee-Leon County Comprehensive Plan, Policy 6.1.1 calls for the greenways network to attempt to interconnect existing dedicated open spaces and be comprised of preservation and conservation features. In addition, the Tallahassee-Leon County MPO Transportation Plan cites greenways plans as an extremely important component in developing an alternative transportation system. In preliminary plans, the Apalachicola NF, to the south and west of Lake Bradford, will be connected to Capital Cascades and the St. Marks trails by a Chain-of-Lakes trail through the sector. Such connections will allow for educational and recreational opportunities, as well as transportation alternatives for commuters to downtown and elsewhere. The planned routes of these linkages require the Golden Aster property remains in a natural state. An attached map provides information on the proposed trail routes.

***Data obtained from the Greenways Master Plan Draft authored by Stephen Hodges (June 2004)*

RECOMMENDATIONS

Preserve the property in its present forested state for use as a low intensity, passive park. This will also achieve the goal of creating a natural vegetative lake buffer.

Extend Greenways Program trail through the property in route to the Capital Cascades and St. Marks Trails. Expect a 'Limited Facility Development' designation, meaning trails, signage, and limited parking.

Promote the development of interpretive environmental education trails by the Tallahassee Museum of History and Natural Science.





Lake Bradford Sector Plan Priority Issue 2

Lake Bradford Sector Plan

Priority Issue 2

RESTORE LANDS IMPACTED BY SOLID WASTE FACILITIES OR BORROW PITS

In the first Lake Bradford Community Workshop the public identified concerns about the mining activities that had occurred north of Orange Avenue. The public's concerns were centered upon the environmental impacts to the area and the re-use of those lands. The public requested more information regarding the required restoration activities and the opportunities being considered for the properties.

EXISTING CONDITIONS

According to the Florida Department of Environmental Protection (DEP) website, there is 1 active and 2 inactive facilities in this area. The facilities are Rankin I and II (inactive) and Eisenhower (active). The Rankin pits are closed facilities that were operated by Capital Asphalt Company and used for construction or demolition debris. These facilities were permitted for concrete and other debris from the demolition of buildings.



The Eisenhower Pit is an active facility. The facility is operated by Leon County Public Works and is used for the placement of soils in the cleanup of Munson Slough. The project also includes a pond where mosquito-eating fish are being bred. Many of the activities occurring in this area are under the umbrella of mosquito control.

RESTORATION OF THE FACILITIES

According to DEP staff, state law requires the restoration of facilities after they are closed. Restoration includes the placement of 2 feet of soil and vegetative planting. Redeveloping these facilities requires careful planning. With vacant



Lake Bradford Sector Plan

Priority Issue 2

land dwindling in the state's urban areas, communities are looking to old borrow pits or landfills as potential redevelopment sites. Recreation activities are the most common use for such lands. New construction above old facilities is limited due to concerns over the foundation and settling. There are also potential problems due to the gases produced, such as methane, and the disturbance of sealed areas. With that said communities are moving forward with plans to redevelop sites. For more information on this issue, please see the FDEP website at www.dep.state.fl.us.

According to the owner, the Rankin facilities are being restored so they can be redeveloped. The Eisenhower Pit is in County control at this time. Previously, the County has placed the facility on a potential sale list in part because of the discussion of redeveloping these lands for university use.

STRATEGIES

The activities occurring in this area are consistent with current zoning, M-1 or Light Industrial. This category is for urban areas with convenient access to transportation facilities where light manufacturing, processing, storage, community and recreational facilities, and heavy infrastructure (such as maintenance yards and landfills) are permitted. However, with the recent discussions of redeveloping these lands and the Southern Strategy principles that direct unwanted land uses away from the Southside it may be time to rezone this area to a more compatible use. Rezoning the property may also provide an incentive for land owners to restore their property in order to actively market to investors or for recreation activities.



For these reasons, the following strategies are proposed for this area:

- Continue to encourage restoration of sites for redevelopment opportunities



Lake Bradford Sector Plan

Priority Issue 2

- Rezone properties to permit land use activities more compatible with the area. Redesignating these lands for higher quality uses may incentivize the restoration of these lands.
- Encourage the rezoning of publicly owned facilities before they are restored to encourage the redevelopment of these facilities.





Lake Bradford Sector Plan Priority Issue 3

Lake Bradford Sector Plan

Priority Issue 3

Develop a balanced future land use pattern

At the 1st Community Workshop the community identified recommendations for the future development of the sector. These recommendations essentially divided the sector into five subsections. Those subsections are:

- 1) Chain of Lakes Buffer Area – Area A
- 2) Orange Avenue North – Area B
- 3) Southeast Business Development – Area C
- 4) Community Center – Area D
- 5) FSU / Innovation Park – Area F

The community identified potential future development scenarios for each of these areas. The Planning Department has analyzed these potential uses in the sector considering 1) the suitability of those uses considering any environmental features, 2) the existing land use patterns in the sector, and 3) whether changes would need to be made to current regulations to permit these uses.

The analysis first considered the suitability of the area because in land use planning the first step is to identify where environmentally sensitive areas are located and avoid these areas to maximum extent possible. Staff used computer mapping to determine where the following are potentially located: wetlands, the 100-year floodplain, significant and severe slopes and potential native forest as defined in the comprehensive plan. Having these resources mapped makes them easily identifiable and useful for development applications. However, the ultimate determinant is ground truthing, which takes place at the time of a development proposal. Karst features are also to be analyzed but these features are not mapped at this time.

The regulations of the City and County seek to protect these resources to the maximum extent. For wetlands, the general standard is unaltered wetlands are protected and prohibited from development. Altered wetlands can be used for stormwater management but not developed. Similarly, the unaltered 100-year floodplain must be preserved but an altered floodplain can be developed with restrictions. For slope protection, if the slope is greater than 20% the area must be protected. If the slope is 10% - 20% then 50% of the slope is preserved. For native forest, if the site has been verified then no development can occur. Finally, portions of the sector are within the identified Special Development Zones. These zones limit types of land uses and the amount of development permitted

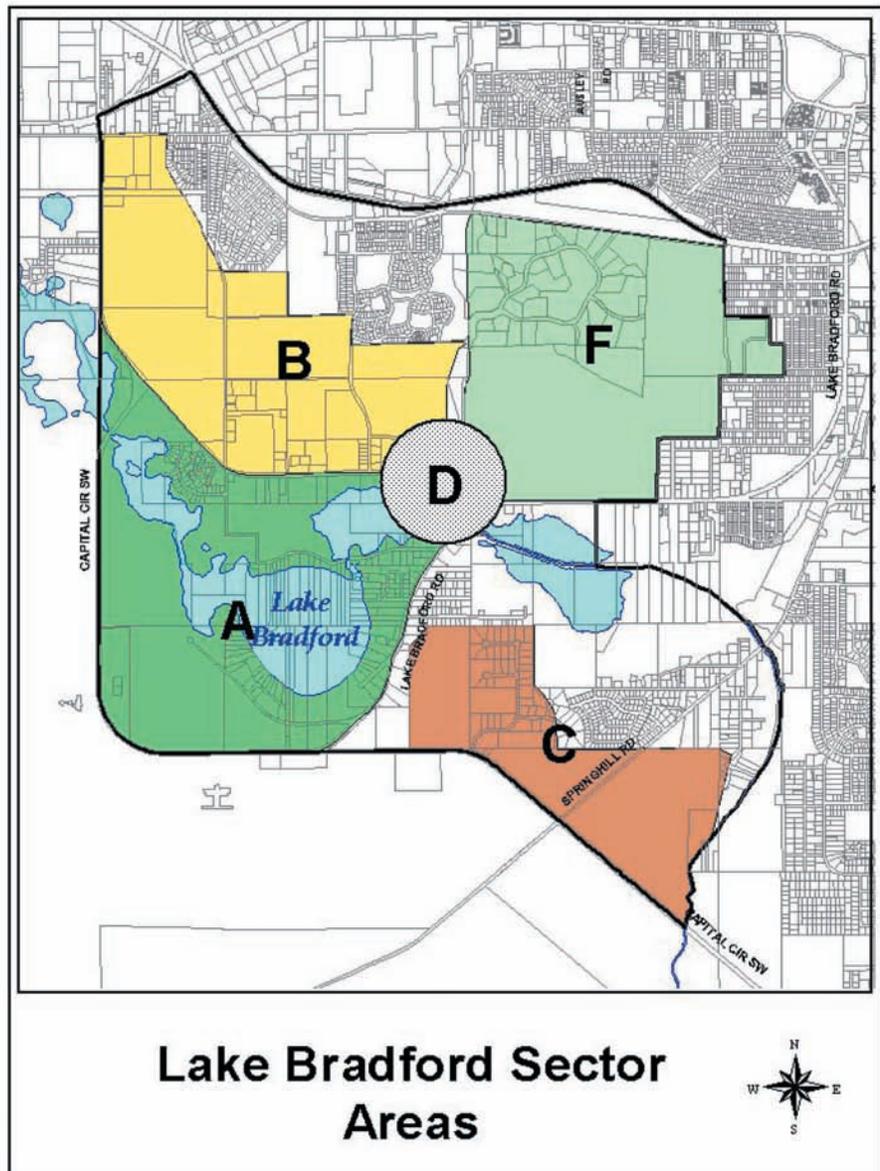


Lake Bradford Sector Plan

Priority Issue 3

in order to protect the Chain of Lakes. The special development zones are generally limited to the boundary of the Chain of Lakes and connected water bodies.

Staff used the suitability of the land, the existing land use pattern and current regulations to analyze each development scenario and where development is best suited for each area. This analysis is identified below.



Lake Bradford Sector Plan

Priority Issue 3

Area A – Chain of Lakes Buffer Area

The Community identified Area A as a buffer to protect the water quality for Lake Bradford and the Chain of Lakes. The recommended future uses for this area was limited to 1) natural / open space with trails 2) low density residential and 3) expansion of the Tallahassee Museum of History and Natural Science.

As identified in the Priority Issue 1 section, the vision for this portion of the sector has mostly occurred with a few exceptions. A large portion of the Westside of Lake Bradford is in government ownership. The remainder of the lake is zoned for low density residential with special development zone restrictions limiting the intensity of future development. The exceptions are the vacant Wilson Tract and the other properties aligning the southside of Orange Avenue. Some of these properties are zoned OR-1 which permits more intense uses than the community desires for Area A. Despite the zoning, the properties lie entirely or in part within the Special Development Zones, which further limits the development potential. In addition, some parcels that are very difficult to develop are in private ownership and would be better protected through government purchase.

The vision fits within the limited suitability of the area for further development. First, the areas adjacent to the Lakes include some wetland, floodplains and natural slopes. Beyond this, much of the area is designated as a special development zone to prevent incompatible development from impacting the Chain of Lakes. Much of the remaining property that is not identified as environmentally sensitive is in Federal or local government ownership.

The existing land use pattern essentially fits with the vision identified with the community. The only development permitted in Area A is low density residential or the Museum. The exception is for the properties zoned OR1, OR2 and MH along Orange Avenue. However, rezoning these properties is probably impractical especially for those properties that have developed at the OR1 intensity.

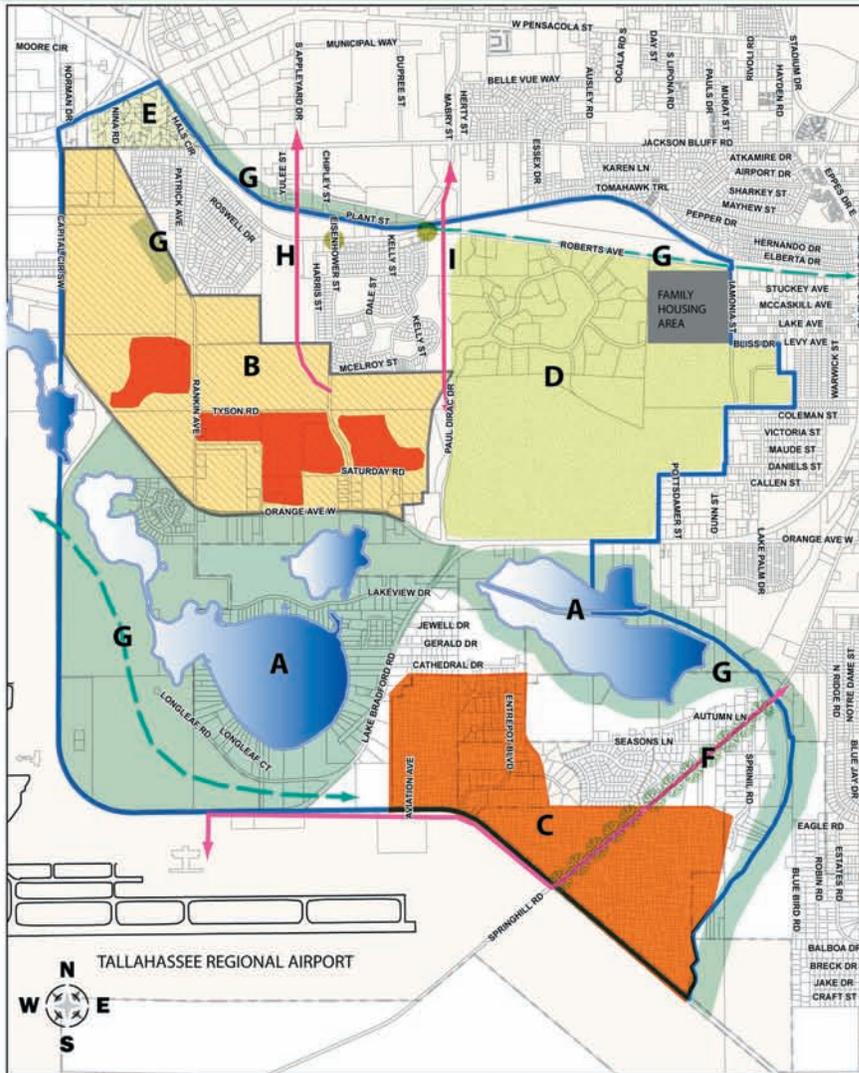
In sum, there are no areas identified for further intensity in Area A due to the environmental and regulatory constraints enacted to protect the Chain of Lakes.

Area B – Orange Avenue North

The Community identified various uses for the Orange Avenue North area. Uses ranged from university/research activities to housing and parks. Recommended



Citizen Recommended Improvements – Lake Bradford Sector Plan



- A - CHAIN OF LAKES
 - B - ORANGE AVE NORTH
 - C - S.E. BUSINESS DEVELOPMENT
 - D - FSU/INNOVATION PARK
 - E - SECURITY ZONE
 - F - SPRINGHILL ROAD GATEWAY
 - G - PARKS & GREENWAYS
 - H - I - ROAD CONNECTIONS NORTH-SOUTH ROAD OPTIONS
- GATEWAY CORRIDOR
 - RESTORATION AREA
 - INTERSECTION IMPROVEMENTS
 - PROJECT BOUNDARY

Recommended Improvements from the First Workshop

A. Lake Bradford and Chain of Lakes

- Retain protections for Lake Bradford including existing special development zones, low density residential housing and government ownership of property. (The existing special development zone is meant to protect the Chain of Lakes. This designation requires limited or low-density development and extensive natural buffers around the numerous aquatic features..)
- Support expansion of Tallahassee Museum of Science and Natural History
- Provide passive recreational trails and greenways consistent with the protection of Lake Bradford including the City's Golden Astor property.

B. Orange Avenue North (Vacant Private, Government and University property)

- Restore properties used for dumping and mining
- Identify existence of environmentally sensitive areas
- Limit the use of these lands to activities that are adequately buffered from existing residential areas, do not create an inordinate increase of cut through traffic and do not degrade the quality of the chain of lakes.
- A central area providing a gathering place for the sector. The ideas ranged from community meeting space to neighborhood scale retail providing services currently lacking in the area. All agreed that this area should be compatible with the adjacent resources and existing neighborhoods.
- No consensus for use of these lands. Ideas ranged from housing, university/research uses or park lands. Multifamily housing limited to married student housing similar to Alumni Village.

C. Southeast Business Development

- Area deemed appropriate for heavier commercial development, likely containing uses linked to the Tallahassee Regional Airport. Additionally, this location utilizes transportation connections to I-10 via Capital Circle SW and downtown via Springhill Road.

D. Innovation Park and Florida State University

- Area cited as a potential location for family-student housing or executive housing for the university and businesses. Increased affordable housing will serve both institutions and the sector as a whole.
- Consider redesign of golf course to provide executive style housing along golf course

E. Security

- Areas recommended for security improvement to address criminal issues through increased patrols, better lighting and landscaping.

F. Springhill Rd. Corridor

- Improve the infrastructure and streetscape of Springhill Road establishing it as a gateway corridor to the city and improving the Civic image for visitors arriving at the Airport destined for the Universities or Downtown. Also, improvements may reduce impacts to Lake Bradford Road and Orange Avenue.

G. Parks and Greenways

- Neighborhood parks to provide recreational opportunities beyond organized athletics. In addition, greenways and trails promoting mobility for alternative modes of transport linking the area with the County-wide system.

H-I North South Road Options

- Create a new north-south roadway in the sector providing improved access to Innovation Park, Orange Avenue and vacant government owned lands. The roadway will also provide a reliever for the traffic cutting through existing residential neighborhoods.

J. Intersection/Highway Improvements

- Intersection improvements identified including sidewalk improvements and existing safety hazards due to the railroad tracks

