

# Lake Bradford Sector Plan

## Priority Issue 3

university housing was limited to married student housing similar to Alumni Village. The community also wanted any development to be buffered from existing residential areas, to not increase cut through traffic in neighborhoods and to not degrade the quality of the chain of lakes.

Environmental resources do limit sections of Area B for development. First, there are wetlands along Capital Circle Southwest and along Paul Dirac Drive north to Plant Street. Surrounding the wetland areas is the 100-year floodplain. Development should not be directed to these areas if at all possible. There are severe and significant slopes in the sector. The majority of the slopes are not natural but are related to the borrow pits and sand mines that exist in the sector. These facilities create different constraints for development as discussed in Priority Issue 2. Finally, there is potential native forest along Orange Avenue and Rankin Avenue.

Much of the existing land use pattern in Area B is vacant, in government operation or industrial. Government operations have included the Leon County Juvenile Justice Facility, limited warehousing and borrow pit/sand mine activities. Private development has been limited to automobile repair, construction debris landfill and limited residential. A new multi-family housing development has been proposed on the edge of Area B adjacent to Capital Circle Southwest adding 82 units to the sector.

The existing zoning in Area B is mostly M1 or Light Industrial. Portions of M1 zoned lands are vacant especially along Rankin Avenue, with the remainder in government operation. Other portions are zoned for Open Space and OR 2 & 3. The areas zoned Open Space are in government and university ownership and appear to have few environmental constraints. The sites have no special development zone designation and no wetlands or floodplains. Slopes are also very limited. Two areas are designated Planned Unit Development (PUD). PUD 31 is property owned by the Florida Department of Transportation for a construction and debris site. The property is operational and under the review of the Florida Department of Environmental Protection. PUD 34 is the Delta Industrial Park. The project has never moved forward due to lawsuits regarding the development and the review standards required. The property is considered vested for commercial and industrial development but the City's environmental standards severely limit the development potential of the site. There have been inquiries of making the property residential but this would require a zoning change.





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### Area C – Southeast Business Development

The Community identified more intense commercial development, likely containing uses linked to the Tallahassee Regional Airport. The area utilizes transportation connections to I-10 via Capital Circle Southwest and downtown via Springhill Road. This view is contrary to the community's over-arching desire to minimize development in the sector. This is probably the result of the projects already underway or planned within Area C mostly consisting of airport commercial parks. In order to maintain a balance between economic development and environmental and neighborhood protection, new development should buffer and protect the sector's resources while improving the image and business opportunities for the area.

Environmental features do provide some limitation of development potential but not to the extent of other areas. Wetlands, the 100-year floodplain and significant/severe slopes are mainly limited to the drainage way along the Munson Slough. In addition to this area, there is a ridge of steep slopes to the southeast of Springhill Road and a Special Development Zone close to Entrepot Boulevard. Potential native forest is located along Capital Circle. The Tallahassee Regional Airport owns the majority of the potential native forest.

Much of Area C has remained vacant. This is changing with the development of Airport Commercial parks. Two parks, the St. Joe Airport Commerce Center and the Airport Centre are in operation. In addition, the Tallahassee Regional Airport will soon request design firms to submit proposals for the development of the vacant lands they own at the intersection of Capital Circle and Springhill Road.

Even with the amount of commercial park development proposed, much of the airport commercial appears to be struggling at this time. The Airport Centre project has not achieved build out. The new St. Joe Commerce Park has had a very slow start to date. Earlier this year, the former Capital Circle Industrial Park proposed building 90 townhomes and renaming the development Bradford Trace. This project is no longer being pursued.

Area C contains the following zoning categories: Planned Unit Development (PUD), M-1 (Light Industrial) and Development of Regional Impact (DRI). The PUD category is for the St. Joe/Arvida airport commercial park, which has been approved for 189,000 square feet of commercial. Adjacent to the St. Joe project is property zoned M-1. This property is mostly the Airport Centre commercial park. The M-1 category is Light Industrial, which is for





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### Area D – Community Service/ Retail Center

In the community workshop, participants recommended a community center at the intersection of Lake Bradford Road and Orange Avenue. This area was seen as the center of the sector and could provide a gathering place for the area. The center took different forms for the participants. The overall views ranged from a community meeting space in a natural setting integrating parks and trails to a neighborhood scale center providing shopping, office and employment opportunities.

The majority of Area D is severely limited for development because of environmental features. Wetlands and the 100-year floodplain dominate much of the area especially along Paul Dirac Drive and Orange Avenue. There are also steep slopes in portions of the Area further limiting development potential. Finally, it appears that 90% of the sector is within the Special Development Zone further limiting development in the area.

There is a combination of zoning districts in this area. The land east of Paul Dirac Drive is zoned Open Space. This category is for undeveloped areas, parks or golf courses. The land west of Paul Dirac Drive is zoned OR 1 or 2. This category permits office and residential uses.

Developing intense activities in Area D is not consistent with the environmental features or zoning in the area. A smaller scale community center linked by trails could be consistent with the area. Retail uses are not permitted based upon current zoning. However, a local government operated community center is becoming harder and harder to maintain.

In order to develop a community center, the project would probably have to slide into Area B or F (probably B because F is property owned by Florida State). The center should be moved out of the environmentally sensitive lands that dominate Area D. The location of the community center would also necessitate a change in zoning.

### Area F – FSU / Innovation Park

The community identified Area F for family-student housing or executive housing for the university and Innovation Park. The redesign of the golf course was also recommended to create residential opportunities along the golf course.



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There are few environmental constraints in Area F. Wetlands are located along Paul Dirac Drive and in between Innovation Park and the old FSU Dairy Farm. The 100-year floodplain and Special Development Zones are limited to the edge of Paul Dirac Drive and Lake Bradford/Orange Avenue. Most of the slopes identified are because of the Seminole golf course.

Much of the sector has developed or has been scheduled for development. Development has included Innovation Park, Alumni Village, Florida State Golf Course, Nursery and Communications Center and the Florida A&M/Florida State Engineering School. The undeveloped properties include the old dairy farm and undeveloped lots within Innovation Park.

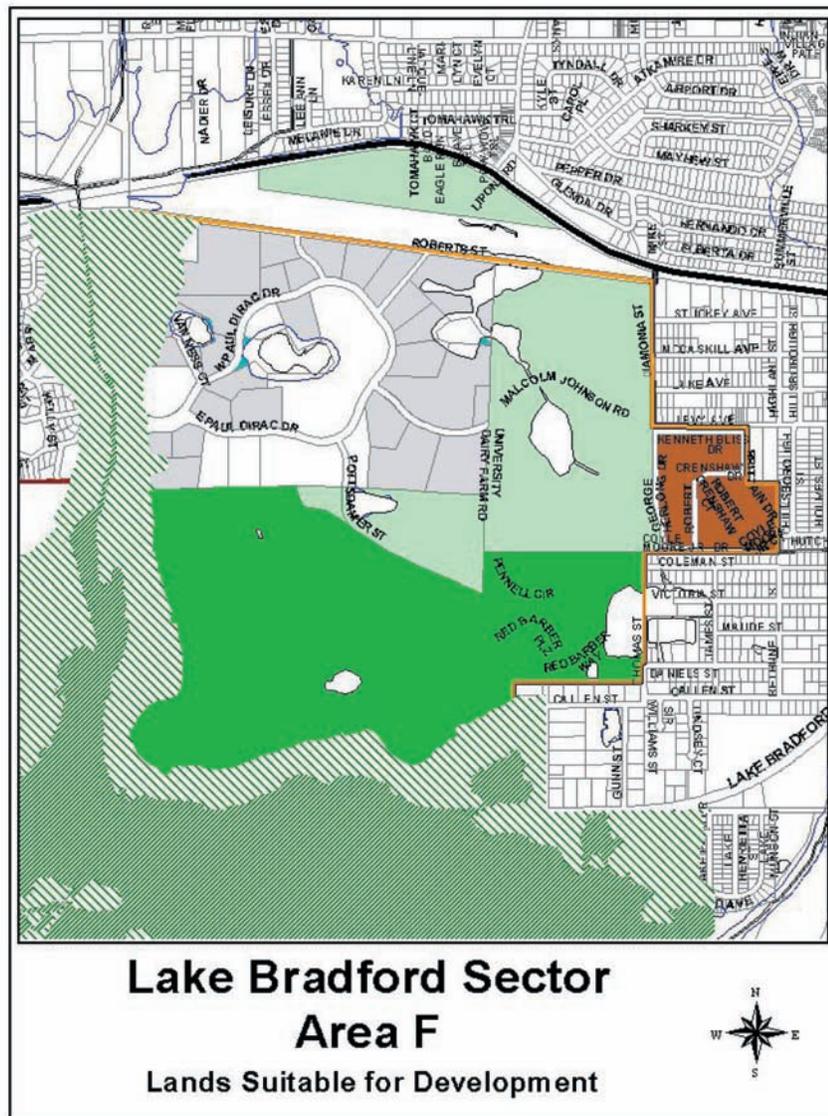
The zoning districts in Area F include Open Space, MR-1, PUD and R-3. The property zoned Open Space includes the nursery and the golf course. The property zoned R-3 has been developed as the Engineering School. The property zoned MR-1 includes Alumni Village, education facilities and vacant lands. The property zoned PUD is Innovation Park. North of Levy Avenue is zoned M-1 or Light Industrial. Part of this land has been developed as warehousing for the Florida State campus.

The Planning Department recommends redesignating much of this property to University Transition. This is recommended to better reflect the future direction of the area, encouraging further university development.

The vision for this area is partially consistent with the permitted uses. The section zoned MR-1 would permit family-student housing. However, the zoning code does not limit development based upon student housing or family student housing. Finally, the golf course would need to be redesignated in order to build single family residential.



# Lake Bradford Sector Plan Priority Issue 3





# Lake Bradford Sector Plan Priority Issue 4

# Lake Bradford Sector Plan

## Priority Issue 4

### Provide a Functioning Transportation System that does not degrade the environment or the quality of life

At the 1st Community Workshop the participants made recommendations for the future transportation system. Those recommendations along with needs previously identified for the sector and region include the following:

- 1) Improve Capital Circle / Orange Avenue
- 2) Create a gateway on Springhill Road
- 3) Extend Jackson Bluff Road over railroad tracks
- 4) Create a new north-south street to relieve neighborhood cut-through traffic

In the workshop, questions were raised regarding the need for transportation improvements in the sector. The main concerns identified were the potential environmental and neighborhood impacts created by the realignment of Orange Avenue. In response to these issues, Planning Department staff coordinated with staff of the Tallahassee-Leon County Metropolitan Planning Organization (MPO) and Blueprint 2000. The purpose of these discussions were to better understand the recommendations and timing of future actions in the sector.

The results of these discussions are presented below but the main point is all improvements are in very preliminary phases. No final decisions have been made for any of these projects. The first phase for most of these projects (including the Orange Avenue realignment) will be a Project Development & Environment (PD&E) study, which will look at the impacts of an improvement, the projected costs and potential alignments. These studies will take into consideration the work of the Lake Bradford Sector Plan when completing its work.

### The Tallahassee-Metropolitan Planning Organization (MPO)

The Tallahassee-Leon County Metropolitan Planning Organization (MPO) coordinates the major transportation decisions within the region. The MPO consists of members of the City of Tallahassee and Leon County commissions, as well as representatives from Gadsden and Wakulla counties.

Part of the metropolitan planning process involves the federal requirement for MPOs to prepare long range transportation plans (LRTPs) in order to receive federal funds.



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### **The LRTP**

The LRTP provides a blueprint of the transportation improvements that can be funded with available revenue sources over the next 20 years. This document guides both federal and state transportation funding expenditures within the MPO area.

Every 5 years, the Tallahassee-Leon County MPO is required to develop a LRTP. The current LRTP (the Tallahassee-Leon County MPO Year 2020 LRTP) was adopted by the MPO in December, 2000. The 2020 LRTP was developed using a detailed engineering model, which considered:

1. Current road network
2. Current traffic
3. Future land development
4. Future traffic
5. Financial capability
6. Public input

### **The LRTP and the Lake Bradford Sector**

With regards to the Lake Bradford area, during development of the 2020 Long Range Transportation Plan, a congestion deficiency analysis identified Capital Circle, Southwest (from Orange Avenue to Crawfordville Road) as a roadway projected to exceed its current capacity during the 20-year plan period. Future traffic volumes were shown to approximately double over the plan period. As a result, this segment of Capital Circle was identified within the 2020 LRTP to be widened.

### **Future Public Involvement Opportunities**

As noted above, the Tallahassee-Leon County MPO is required to develop a LRTP every 5 years. To that end, development of the next LRTP (the 2025 Long Range Transportation Plan) will be initiated shortly in the fall of 2004. The project will culminate in the MPO's adoption of the Plan in December, 2005. Associated with development of the 2025 LRTP will be an extensive public involvement process. This process will include numerous opportunities for public input at various stages of the Plan's development. Such meetings will likely be held in various areas of the community.



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### Blueprint 2000

The Blueprint 2000 initiative was developed by the Economic and Environmental Consensus Committee (EECC), a diverse group of local citizens who represented business and environmental interests in the community. The EECC's report "Blueprint 2000 and Beyond," resulted in the City of Tallahassee and Leon County Commissions placing a referendum on the November 2000 ballot to extend the local option sales tax for an additional 15 years, through 2019. The projects to be funded by the sales tax extension were defined in the report and in an adopted Interlocal Agreement. These included critically needed stormwater and flood control projects, green space acquisition, park/recreation improvements, and transportation projects, all with an emphasis on encouraging economic development while protecting our natural environment.

Blueprint 2000 was envisioned to change the way we plan our community's growth and preserve our natural resources: Holistic Planning. Holistic infrastructure planning combines several capital improvements to achieve the greatest benefits. Sector planning will identify each project areas' opportunities and issues. For example, stormwater ponds will accommodate and treat the roadway's runoff while at the same time provide stormwater retrofit for existing flooding and water quality improvements; the ponds will be developed for passive recreation, like Lake Ella, and connect to other greenway land acquisitions, as appropriate. Roadway projects along Capital Circle will assist in maintaining transportation concurrency, enhance economic development on the south side, and provide improved access to Tallahassee Regional Airport. In addition, they will be designed to accommodate bicycles and pedestrians, transit options, and include enhanced landscaping.

Blueprint 2000 "roadway" projects will by definition incorporate bicycle and pedestrian facilities, wider medians, median and edge landscaping, and provide enhanced transit capabilities. Stormwater ponds will be designed as an amenity to the projects (versus the chain-link fence variety), generally developed as a small park, and include benches, tables, and trails as appropriate. Additional stormwater pond capacity will be provided to retrofit and resolve existing historical flooding and water quality problems. Connections to greenway/floodplain acquisitions will be provided as appropriate. As noted below, environmentally sensitive land acquisitions are proposed to protect the headwaters of the St. Marks River, the Lake Jackson and Lake Lafayette basins, protect ground water supplies, preserve habitat, and relieve flooding. Additional stormwater/water quality funding is allocated to the City and the County.



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### Blueprint 2000 and the Lake Bradford Sector

Blueprint 2000 oversees projects through-out the county but two projects that are included under Blueprint are Capital Circle NW/SW and Springhill Road.

Capital Circle NW/SW from US 90 to Orange Avenue: This segment of roadway is currently undergoing an Expanded Project Development and Environmental (EPD&E) Study. The study will evaluate roadway laneage requirements and alignment options, bicycle and pedestrian needs, impacts to the crossing of Gum Swamp and mitigation and water quality improvement options, and identify potential greenway and floodplain purchase/easement locations. Regional stormwater ponds that incorporate currently untreated runoff and provide future capacity will be investigated and included as appropriate. It is anticipated that the segment from south of US 90 to just south of SR 20 (Blountstown Highway) will be constructed initially.

Capital Circle SW from Orange Avenue to Springhill Road: As recommended by the Economic and Environmental Consensus Committee and as shown in the Blueprint 2000 Map 2B (see attached map), the segment of Capital Circle from SR 20 (Blountstown Highway) to Springhill Road is proposed for realignment. In addition, Blueprint 2000 report recommends reconstructing Springhill Road from Capital Circle to Orange Avenue as a "gateway road" leading into the downtown area. It has been determined that this should be a 4 lane roadway when it is built.

As directed by the Blueprint 2000 Intergovernmental Agency, both the Capital Circle realignment and proposed improvements to Springhill Road will be studied through the Expanded PD&E Study to be conducted in the future from SR 20 (Blountstown Highway) to Crawfordville Road. The EPD&E will analyze alternative alignments based on the current Capital Circle SW location, and alignments that would place the roadway north of Lake Bradford. Issues reviewed in this study would include impacts to the chain of lakes' water quality, neighborhood impacts, economic development issues related to access to Tallahassee Regional Airport, Innovation Park, and proposed FSU expansion, and consistency with the recommendations of the Lake Bradford Sector Plan. Again, the study will investigate the use of regional stormwater facilities, and potential greenway and floodplain acquisition needs.



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### **City/County projects**

Two projects identified by the community at the 1st community workshop are not state roads and would probably be funded by the City or County if approved. These projects are 1) extension of Jackson Bluff Road over the railroad tracks west to Capital Circle Southwest and 2) construction a new north-south street to relieve future neighborhood cut-through traffic.

### **Extension of Jackson Bluff Road**

Extending Jackson Bluff Road to the west would provide a continuous roadway from Capital Circle Southwest to Lake Bradford Road. The road would provide an alternative to Roberts Road to the south and Pensacola Street to the north.

This road, as any other road improvement, would create impacts. The road would add additional traffic along the corridor especially at Capital Circle Southwest. The road would also be very expensive to build due to the crossing over the railroad tracks. Extending the roadway appears to impact the 100-year floodplain but this could be mitigated. Rules would require additional storm-water retention to address the impact. No other identified resource impacts are identified.

**New North-South Street (Paul Dirac – Mabry Street connector)** Creating a new north-south street would provide an alternative to traffic traveling from Jackson Bluff or Roberts Road to Orange Avenue. The road would provide an option for traffic currently flowing through Seminole Manor or Mabry Manor along Rankin Street or Eisenhower Drive. The road would also provide a more direct connection for those traveling to the university uses north of Orange Avenue. The road could also minimize traffic in the Providence neighborhood traveling to Innovation Park and Alumni Village.

In the community workshop a connection was identified west of Innovation Park along an existing drainage/utility easement. Titled by staff the Mabry-Dirac connector this corridor was identified for two potential uses. One, as a trail utilizing the existing drainage easement. Secondly, this roadway was identified as a potential north-south connector. This road was also mentioned in preliminary staff discussions when considering the future traffic patterns in the area and potential development of university lands north of Orange Avenue.

Constructing the road could create environmental and neighborhood impacts. The environmental impacts along this corridor could be to wetlands and the 100 year floodplain. These wetlands may not be high quality because much of this



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area has been used as a drainage easement. The quality of the resource would be determined in the site analysis. In addition, in order to build the road in wetlands and floodplains, the project would have to go before the City or County Commission for approval.

Neighborhood impacts for the street could be on the eastern edge of the Mabry Manor neighborhood and the Lake Bradford neighborhood. With the street on the edge of the Mabry Manor neighborhood, noise buffering could be needed. For the Lake Bradford neighborhood, the roadway would need to be aligned to minimize a direct connection between the Mabry-Dirac road through the Lake Bradford neighborhood to Tallahassee Regional Airport/Capital Circle. Instead the new traffic would follow Orange Avenue to the Tallahassee-Regional Airport.

### **Public Comments**

This information was presented at the Priority Issue 4 meeting in August. The meeting was intended to answer the public questions raised at the 1st community workshop but also to hear public opinion on these improvements. Staff asked the public to provide 1) benefits of the project, 2) the concerns with the project and 3) options/alternatives.

### **Capital Circle Re-Alignment**

The most contentious project is the proposed Capital Circle realignment. Much of the neighborhood activism in the Lake Bradford sector was the result of the original proposed expansion of Capital Circle as a limited access highway. Capital Circle was proposed for realignment in the Blueprint 2000 and Beyond Final Report of the Economic and Environmental Consensus Committee and the Lake Bradford Citizens Task Force report.

The community understands the benefits and needs for the region. Capital Circle is the connection between the Tallahassee-Regional Airport and Interstate 10. Capital Circle is also the outer loop providing movement of people and goods while avoiding driving through town. The road is in need of improvement with the traffic congestion experienced along the circle from Pensacola Street to Interstate 10. The 2020 Long Range Transportation Plan identifies a need for widening Capital Circle. Finally, further economic development activities could occur with the road expansion.

The concerns about improving Capital Circle are related to environmental and neighborhood impacts. Residents are concerned that the project will result in stormwater infiltration to the Chain of Lakes and the entire system. Residents



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are also concerned about noise impacts and proximity of the roadway to existing neighborhoods. The road could also impact areas set aside for open space or environmental protection such as United States Government Forest Service property.

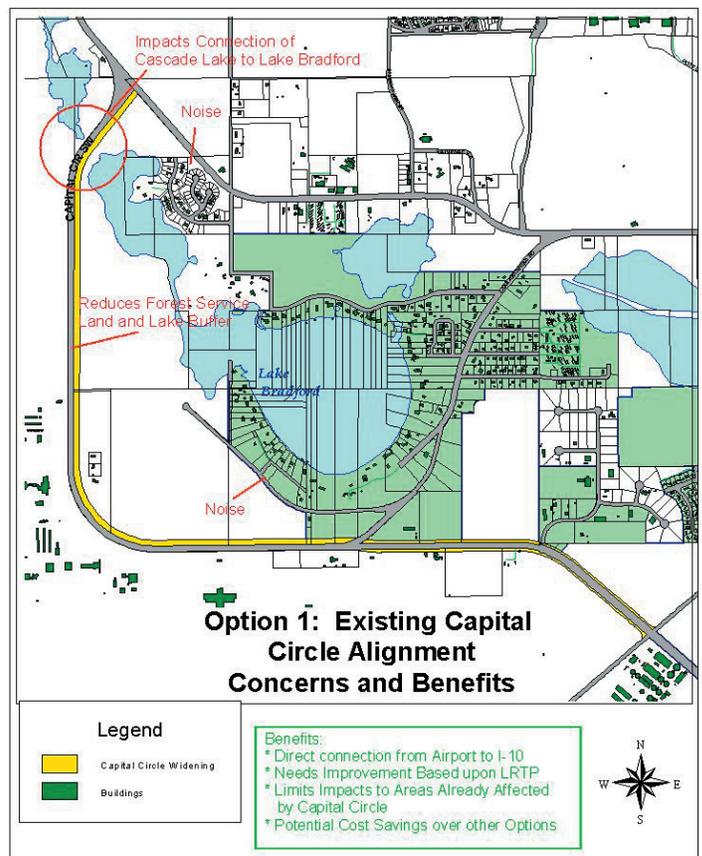
Below each option is discussed including pros and cons for each project:

### 1. Existing Capital Circle alignment

This project would expand Capital Circle along the existing alignment. The positives for improving Capital Circle are obvious. It would provide needed capacity from Interstate 10 to the Tallahassee Regional Airport and address deficiencies faced by local traffic. The advantages solely to the existing alignment are that it would limit impacts to areas already impacted by Capital Circle. There may also be cost saving remaining with the existing alignment.

The concerns with the existing alignment are the environmental and neighborhood impacts. The current alignment travels through the connection of Cascade Lake to Lake Bradford. Stormwater infiltration at this point could flow through Lake Bradford reducing the water quality. Steps could be taken to mitigate for these impacts but the solutions could increase the cost of construction dramatically. If the roadway was bridged then that segment would increase in cost approximately six times (\$60 square foot compared to \$10 square foot).

Concerns have also been raised about noise. The current alignment is adjacent to the Lake Bradford neighborhood. Expanding the road-



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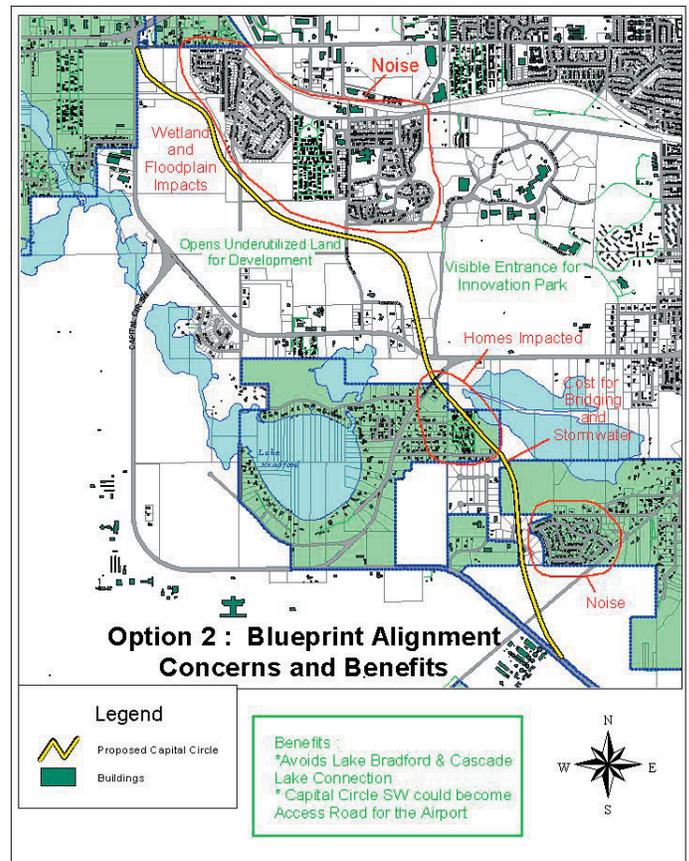
way would increase the noise this neighborhood receives. This impact could be mitigated through buffers and other noise barriers.

Expanding in the current alignment may also significantly affect United States Government Forest Service property. Participants believed that expansion along the current route would probably occur on the opposite side of the airport. The airport has recently upgraded its fencing and has limited available land. This means the road expansion would probably occur on the undeveloped forest service land. The forest service land surrounding Lake Bradford is already limited and further reduction may degrade the area for forest and/or recreational use.

### 2. Blueprint Alignment

The advantages to the Blueprint alignment are the ability to open underutilized lands for development and provide a more visible entrance for Innovation Park. The road would also avoid the environmental crossing where Cascade Lake and Lake Bradford connect. The existing Capital Circle could be used as an entrance into the airport.

The concerns for the Blueprint alignment are similar to the existing alignment. Residents in the Seminole Manor and Mabry Manor neighborhoods are concerned about noise impacts and the potential for eminent domain efforts to build the road near the neighborhood. Citizens are also concerned about the environmental impacts of moving the road through undeveloped areas that have environmental features such as wetlands, floodplains and potential for sinkholes. It is also unknown whether the environmental impacts are greater with the existing alignment or the new align-



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ment or the cost of mitigating for impacts.

The major landowner north of Orange Avenue is Florida State University. Property is also owned by the City and County. It is unknown whether FSU would support the new alignment of Capital Circle. Coordination with FSU would be needed in order to build the roadway. Other land owners such as St. Joe, may express concerns with the reduced visibility of their property.

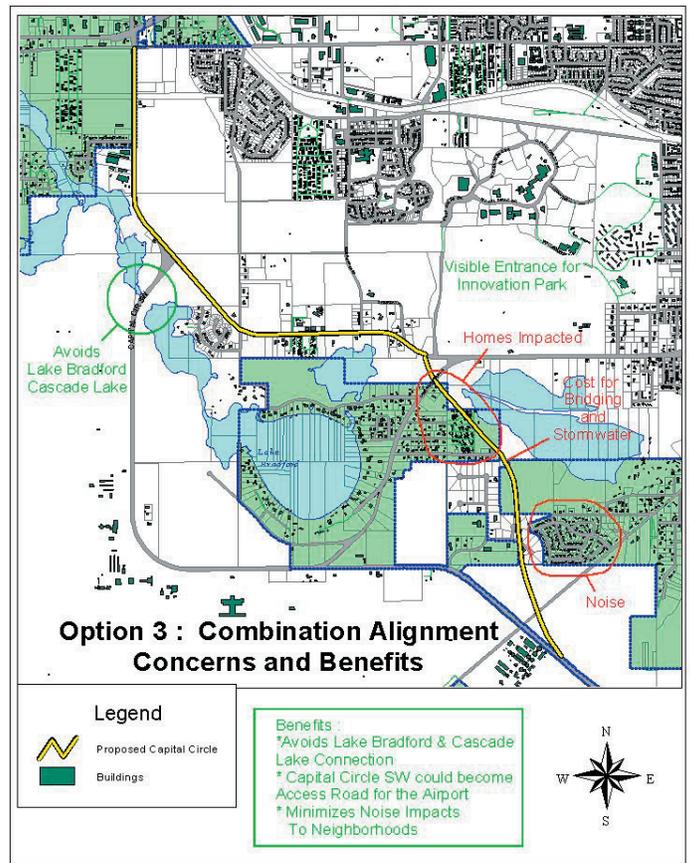
A final concern is the potential cost for the roadway. Much of the alignment would require new right of way purchase to be built. It is unknown how much money would be required to do it. The mitigation and environmental requirements are also unknown. Sections of the road may need to be bridged and stormwater management will be a major concern for residents.

### 3. Combination (Existing Alignment until Orange Avenue then new road to Springhill)

This proposal is a compromise between the Existing Alignment and the Blueprint alignment. The road would avoid the Lake Bradford crossing and be located further from the neighborhoods. Many of the concerns are still there including unknown costs of the road and environmental impacts. However, the road does address the two major concerns expressed by the community.

### 4. New Capital Circle

A final option identified was to create a new limited access facility to the west of the Tallahassee Regional Airport. The road would provide needed capacity for traffic from Interstate 10 to the airport. The road would go through mostly



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undeveloped property, limiting the cost of right of way.

As with any option, there are many unknowns. It is unknown the cost of the roadway and whether adequate land can be reasonably assembled to build it. It is also unknown where the connections would be from the airport to Interstate 10. The environmental impacts are also unknown. The land use implications have not been adequately considered. Additional land use controls may be needed

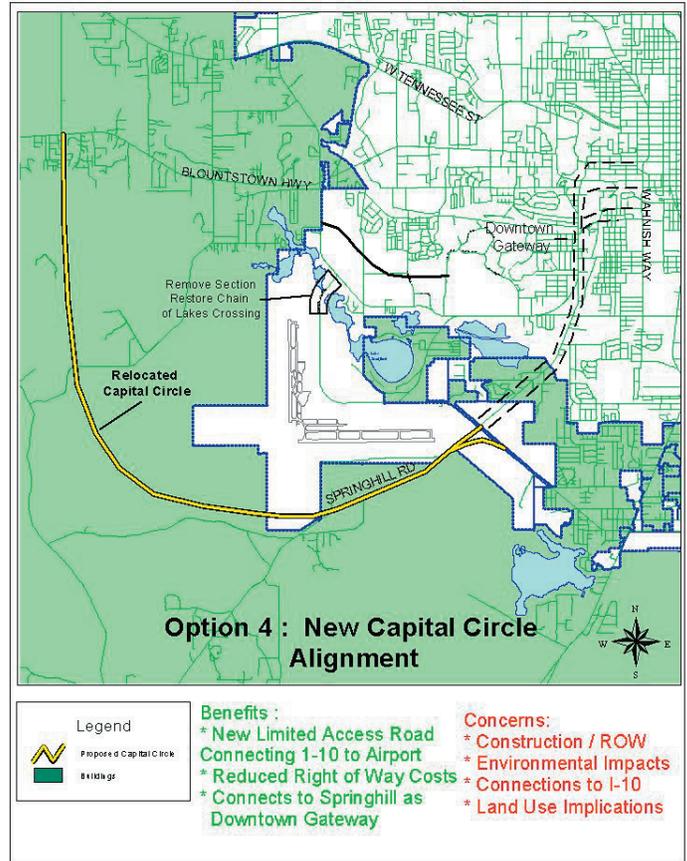
The advantages to this option are similar to the Combination option. The road addresses the environmental concerns identified and the neighborhood impacts. However, new concerns would probably be raised.

These are the options identified by the participants. A recommended alignment was not made. Instead the residents identified their concerns about each proposal. It is hoped that when the PD&E study begins for this segment, that the consultant will begin by considering these comments and design a facility with these issues in mind.

### Springhill Gateway

Participants in the sector plan supported the improvement of Springhill Road as a gateway. The road has fewer environmental or neighborhood concerns as Orange Avenue or Capital Circle.

However, the road currently does not have a need for expansion based upon the existing 2015 LRTP. The road also has existing land uses associated with it that





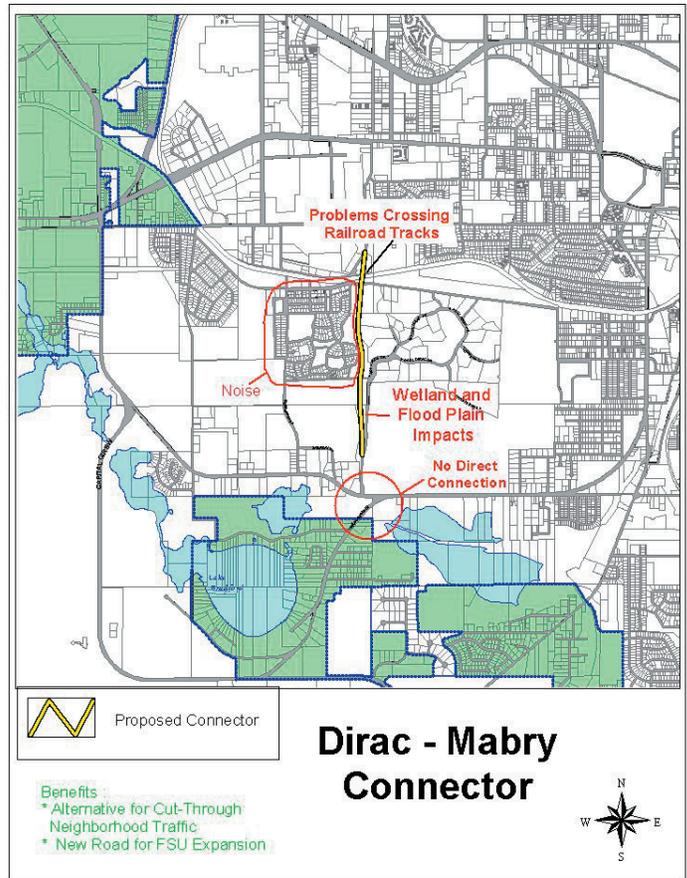
are not consistent with a community gateway.

### **Dirac-Mabry Connector**

Participants in the sector plan expressed concerns about cut through traffic in existing neighborhoods. Residents also worried about the potential increase in traffic from the development of Florida State University properties. A proposal to address these concerns is the construction of a street connecting Mabry Street to Paul Dirac Drive. The connection would provide a north-south road that does not go through an existing neighborhood. Rankin Street and Eisenhower Drive go through the Seminole Manor and Mabry Manor neighborhoods and are the only north-south alternatives.

This new street does have its drawbacks. Concerns were expressed about the location of the new street. The recommended corridor is through a drainage easement with wetlands and floodplains. The wetlands and floodplains should already be of low quality but this concern was raised. In addition, the road would be adjacent to the Mabry Manor neighborhood and could create noise impacts. The road would also need to be designed to not increase traffic through the Lake Bradford neighborhood.

A major concern raised by residents was the CSX railroad tracks. All crossings in the area, namely Chipley and Mabry Streets, are at grade crossings. A passing or stopped train quickly backs up traffic forcing drivers to take alternative routes on Roberts Avenue or south to Orange Avenue. This is a common problem, especially in the morning, because of the railroad switching yard.

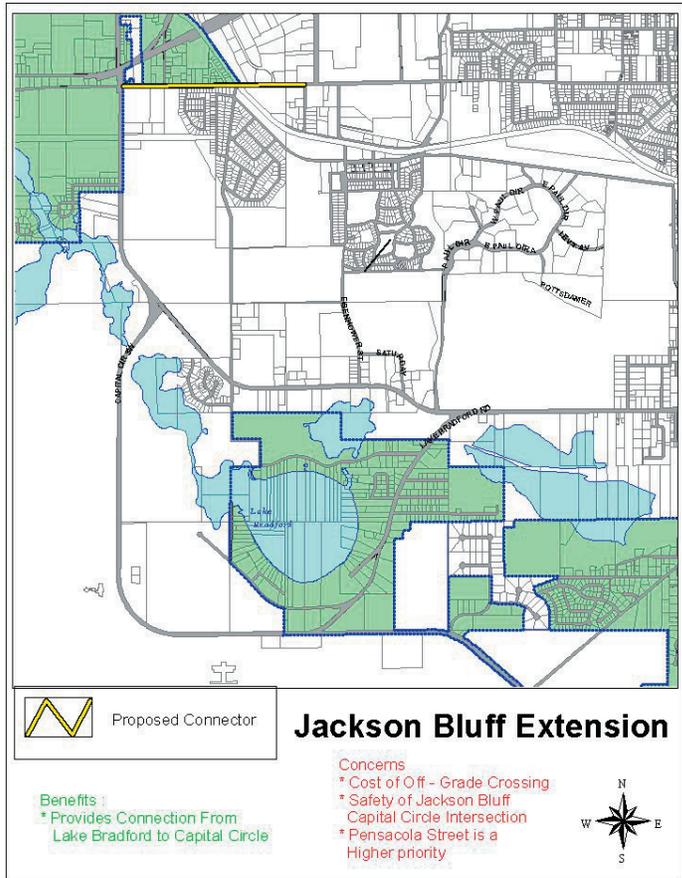


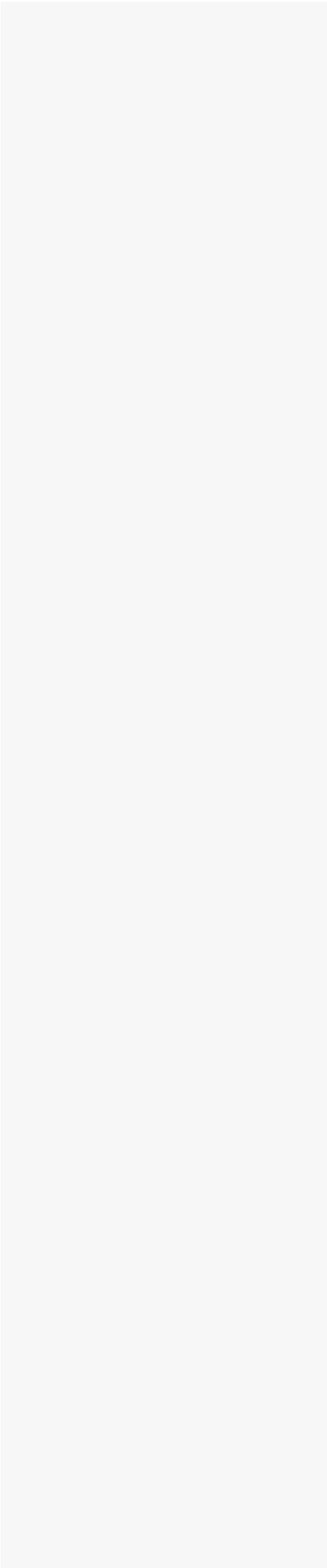


Trains are stopped for significant periods of time in the area forcing traffic to find alternative routes. Additional development would exacerbate the problem. Public safety is also a concern. Drivers who know the area try to beat the train to avoid being caught on the other side of the tracks. This dangerous activity could be worsened with students traveling back and forth from intramural fields. An alternative is needed to keep traffic moving. Residents suggested an above grade crossing. This alternative would be extremely expensive.

### Jackson Bluff extension

Residents recommended Jackson Bluff be extended across the CSX railroad tracks. This would provide a connected roadway from Lake Bradford Road to Capital Circle. This proposal has been studied in the past. The concerns were the high cost of an off grade crossing over the CSX railroad tracks. In addition, the intersection of Jackson Bluff and Capital Circle is already constrained due to the traffic queuing at the Pensacola Street intersection. Finally, Pensacola Street would need to be improved before Jackson Bluff Road because it is a higher demand road.







Lake Bradford Sector Workplan





## Lake Bradford Sector Workplan

The Lake Bradford Sector Plan was created to develop a vision to unite the neighborhoods, universities, Innovation Park and the Regional Airport. The project brought the diverse stakeholders of the sector together in order to provide direct input on its future.

From the beginning of the project, people were asked to identify the problems and issues in the Lake Bradford area. The participants identified the following as the priority problems:

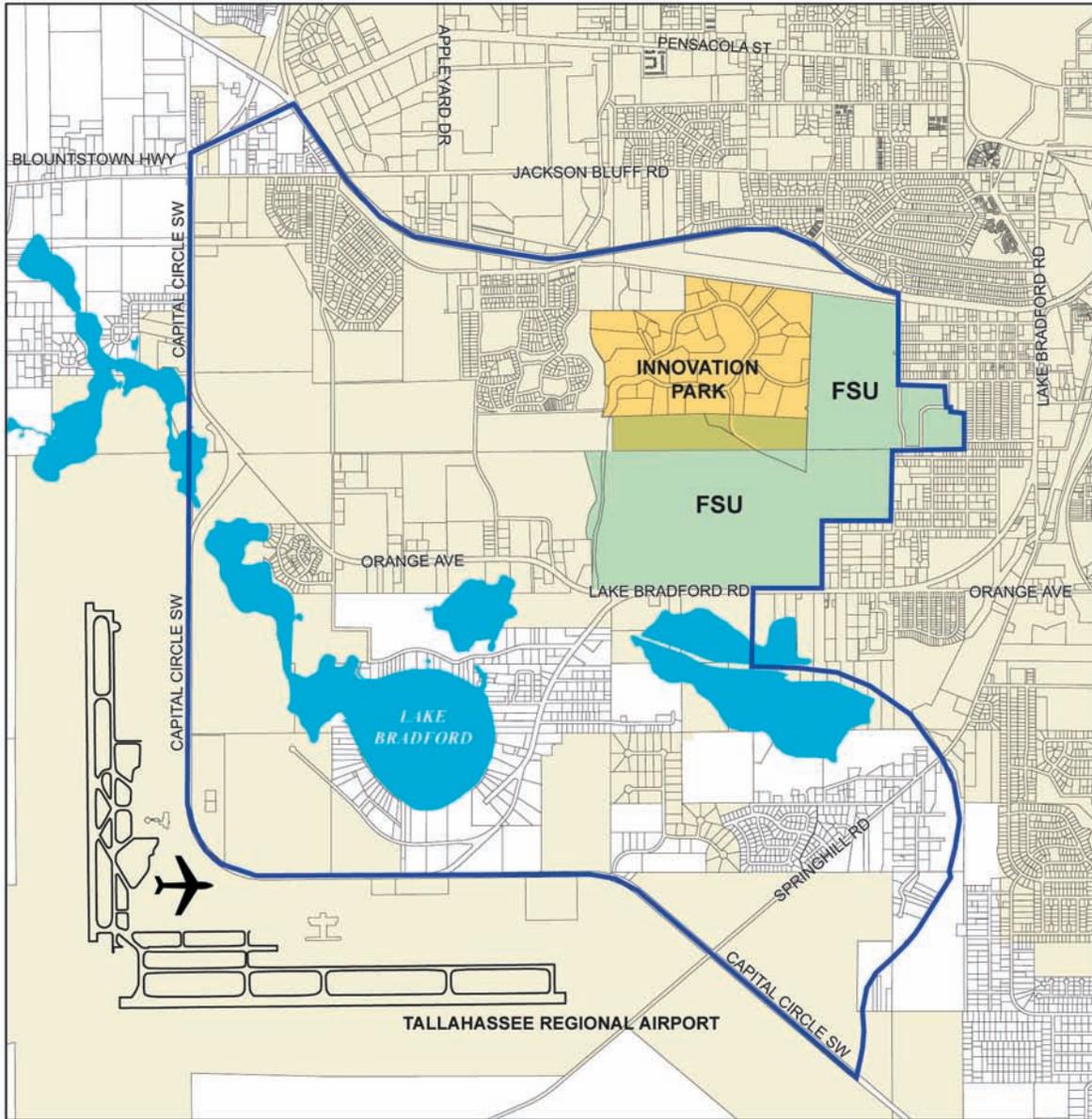
1. Protect Lake Bradford and the Chain of Lakes
2. Restore lands impacted by landfills/sandmines
3. Develop a balanced future land use pattern
4. Provide a functioning transportation system that does not degrade the environment or quality of life.
5. Address crime and blight areas.

The Planning Department actively worked with the community from April until September 2004 to develop strategies to implement the community concerns. Six public meetings were held. From this work a list of tasks were developed. These tasks were compiled as the Lake Bradford Workplan.

The remainder of this document outlines the priority issues and recommended solutions.



# LAKE BRADFORD SECTOR STUDY AREA





## Priority Issue 1 – Protect Lake Bradford and the Chain of Lakes

### Issue Statement

The participants in the Lake Bradford Sector Community Workshop identified as their top priority the protection of Lake Bradford and the Chain of Lakes. The citizens were concerned about the long-term health of this community asset. The concerns expressed centered upon the following issues:

1. Maintain Good Water Quality
2. Buffer Lake Bradford
3. Utilize the Golden Aster Site

Staff worked with the community to develop strategies for each of these concerns as identified below.

### Strategies

- A. To maintain good water quality:
  - i. Continue monitoring the Chain of Lakes by both the City of Tallahassee and Leon County, and the volunteer efforts led by the group Florida Lakewatch.

Action: No new action is needed. This an ongoing function by both the City of Tallahassee and Leon County to monitor lakes.
  - ii. Extend sewer lines, thereby discontinuing the use of septic systems in areas adjacent to the Chain of Lakes.

Action: This can be addressed through either Leon County's assessment process or annexation by the City of Tallahassee. However, both of these options require the approval of a majority of the property owners.
  - iii. Install 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.

Action: This will require coordination with Leon County Public Works to identify the best option to prevent backflow into Lake Bradford.
  - iv. Pursue the restoration of the Black Swamp and Grassy Lake.

Action: This will require coordination with Leon County and the City of Tallahassee to identify the potential for scheduling the restoration of these areas.



## Lake Bradford Sector Workplan

- B. To create a Lake Bradford Buffer zone:
- i. Maintain the current low-density residential development pattern in the areas closest to the Chain of Lakes.  
Action: No action needed.
  - ii. Promote the acquisition of lands with environmental features north of Lakeview Drive. Pursue federal, state and local funding.  
Action: Identify lands recommended for acquisition and consider them for purchase as state and federal funding becomes available.
  - iii. Recommend those lands north of Lakeview Drive maintain the current uses or rezone to a more compatible residential designation.  
Action: Monitor the lands north of Lakeview Drive and ensure that for these properties the status quo is maintained, unless an opportunity arises to purchase the property or rezone for single family residential use.
- C. Utilize the Golden Aster site:
- i. Preserve the property in its present forested state for use as a low intensity, passive park. This will also further the goal of creating a natural vegetative lake buffer.
  - ii. Extend greenway through the property in route to the Capital Cascades and St. Marks Trails. Designate a portion of the site as a "Limited Facility Development" permitting trails, signage and limited parking.
  - iii. Promote the development of interpretive environmental education trails by the Tallahassee Museum of History and Natural Science.



## Priority Issue 2 – Restore lands impacted by Landfills/Sandmines

Issue Statement: In the 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.

### Strategies

- A. Continue to encourage the restoration of sites for future redevelopment opportunities.  
Action: For facilities owned and managed by the City of Tallahassee and Leon County, the recommendation is for the restoration of these facilities and working with the public to determine the best future use of these lands. For private facilities, it is for the City and County to encourage restoration. Potential future uses of landfills/sandmines include stormwater management, park/recreation and low intensity development.
- B. 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.  
Action: Direct the Planning Department to rezone lands designated M-1, as appropriate, to a zoning category consistent with the desired future land use pattern for the area. M-1 permits unwanted land uses in this area.
- C. Re-zone publicly owned facilities before they are restored to encourage the redevelopment of these facilities.  
Action: Direct the Planning Department to rezone the publicly owned facilities before they are restored to encourage redevelopment of these lands.

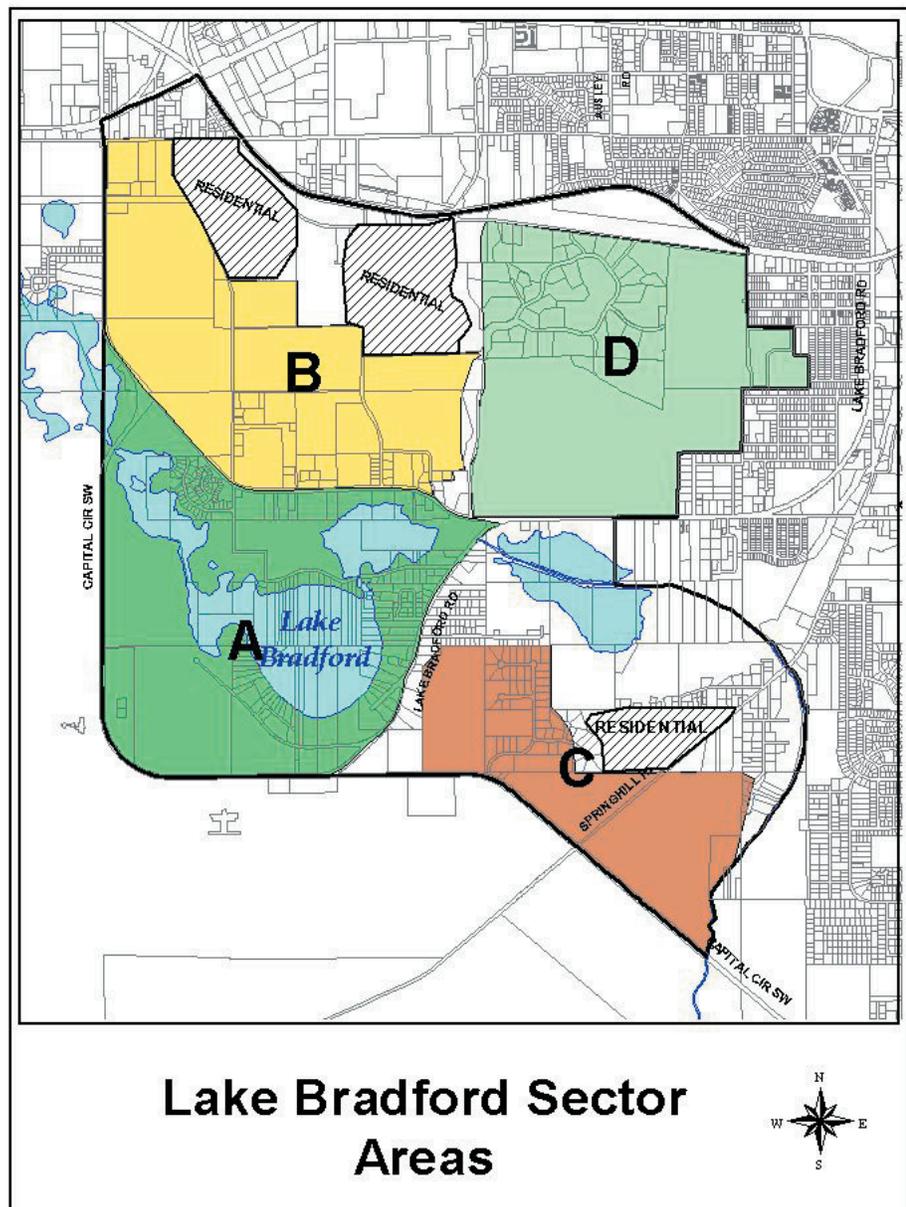


## Priority Issue 3 – Develop a Balanced Future Land Use Pattern

Issue Statement: In the public workshops, the community essentially divided the sector into four sub-sections (see attached map). Those sub-sections are:

- A. Chain of Lakes Buffer Area
- B. Orange Avenue North
- C. Southeast Business Development
- D. FSU/Innovation Park

The community also identified a land use strategy for each of these subdistricts. In the section below, each area is defined.



## Lake Bradford Sector Workplan

### Strategies

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

Action: Direct the Planning Department to rezone properties to low density residential if supported by the property owner. Look for opportunities to acquire lands north of Lakeview Drive to complete the buffer zone around Lake Bradford. Finally, encourage the expansion of the Tallahassee Museum onto adjacent lands owned by Dick Wilson.

**Area B** – This area is recommended for various uses ranging from university/research activities to housing and parks. The community recommends that university housing be limited to married student housing similar to Alumni Village. The community also recommends that new development be buffered from existing residential areas, not increase cut-through traffic in existing neighborhoods and not degrade the quality of the chain of lakes.

The community also recommends that any new development carefully consider the connections with the chain of lakes including potential for sinkhole development. The restoration of sandmines should consider the type of reuse and where appropriate to use these facilities for stormwater, park/recreation uses or low intensity development.

The community also identified a need for a community center providing a focus for this sector, which could provide civic, commercial and employment opportunities.

Action: Direct the Planning Department to rezone lands zoned M-1 to zoning categories consistent with the recommended future land use pattern. Identify potential areas for a community center to provide a focal point for the sector. Finally, restore properties impacted by sandmine uses. In addition, coordinate with Florida State University with the development of the Southwest Campus to ensure that development is consistent with the community directives in the sector plan.

**Area C** – The community identified more intense commercial development for this area, likely containing uses linked to the Tallahassee Regional Airport. The area utilizes connections to Interstate 10 via Capital Circle Southwest and the downtown via Springhill Road. Development of this area may be limited by environmental and height constraints.

Action: Direct the Tallahassee Regional Airport staff to consider the comments for Area C for any future development plans for lands designated in this area.

**Area D** – The community identified Area D for family-student housing or executive housing for the university and Innovation Park. The housing component was considered practical if the golf course was redesigned in order to provide home sites.

Action: Coordinate with Florida State University to ensure that they are aware of the public comments received for the use of their lands.



## Priority Issue 4 – Provide a Functioning Transportation System that does not degrade the environment or the quality of life

Issue Statement: Participants recommended that the following transportation issues be considered for the Lake Bradford Sector:

1. The realignment of Capital Circle
2. Springhill Road as a gateway
3. Creation of a new north-south street to relieve neighborhood cut-through traffic

### Strategy

Realignment of Capital Circle – The community identified four options for the realignment. Those options are 1) keep existing alignment, 2) Blueprint Alignment, 3) Combination Alignment and 4) New Capital Circle. The community identified the pros and cons for each option (see attached maps identifying each alignment).

Action: Provide to the consultant for the Capital Circle Southwest PD&E study the results of the community's discussions for improving Capital Circle. Ensure that the consultant uses this map series as part of the determination for identifying the best alternative for Capital Circle Southwest.

Gateway for Springhill Road  
- The community supports the efforts to renovate Springhill Road as a gateway from the airport to downtown. Any road improvements should also consider the land use pattern along Springhill and make recommendations

Create a new north-south road – The community identified the need to reduce neighborhood cut-through traffic. A new north-south option was presented to minimize the impacts of traffic in existing neighborhoods and provide a means for accommodating additional development demands in the sector. The community considered various options and the pros and cons of each option (see attached map showing the options considered).



Action: Coordinate with the City of Tallahassee and Leon County on this community recommendation. In addition, consider this roadway when reviewing the Southwest Campus proposal from Florida State University



## **Priority Issue 5 – Address crime and blight areas**

Issue Statement: The community identified concerns with crime near convenience stores in the sector and blight concerns in neighborhoods and roadside businesses. To address these issues the community identified the following potential solutions:

- Reduce criminal activity in the sector especially around convenience stores and the edge of Seminole Manor through increased patrols.
- Eliminate the perception of a degraded area by infrastructure improvements such as better lighting and landscaping.
- Address the clean up of abandoned lands and blighted businesses and housing areas.

Based upon this direction, Planning Department staff talked with representatives from Leon County Code Enforcement and Sheriff's Office and the City of Tallahassee Departments of Neighborhood and Community Services and Police Department. From these discussions staff learned that these Departments have either been addressing issues in the sector or are not aware of problems in the area. In addition, this issue has received the least amount of attention/energy from the public. For this reason, the strategies recommended are for coordination and organization between the neighborhood associations, businesses and appropriate City/County Departments to address issues as they arise.

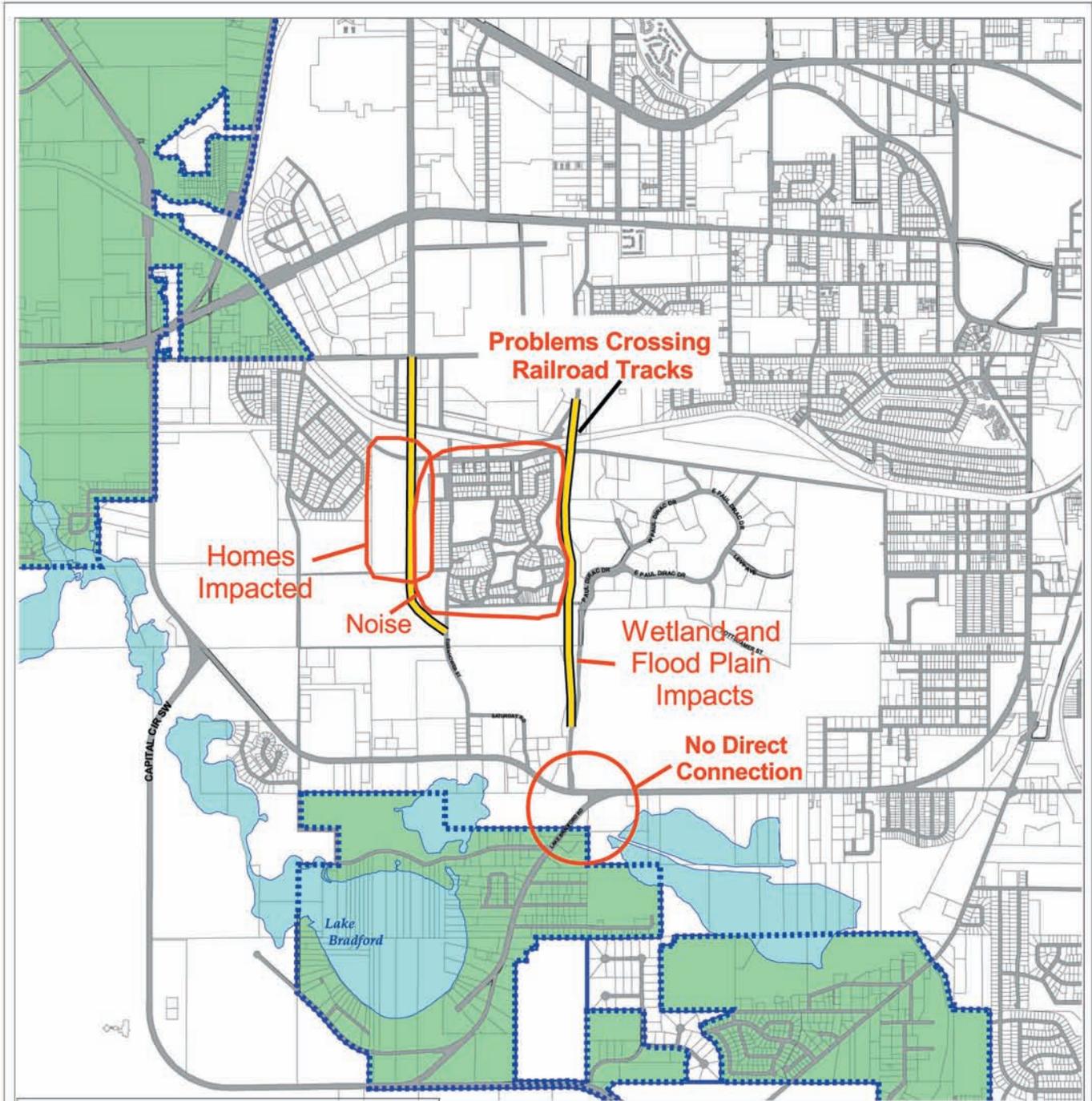
### **Strategies**

Encourage the establishment of neighborhood associations in the sector and coordination between the City/County as necessary.

Facilitate communication between neighborhood associations and the respective departments to address safety issues including crime and code enforcement.







Proposed Connector

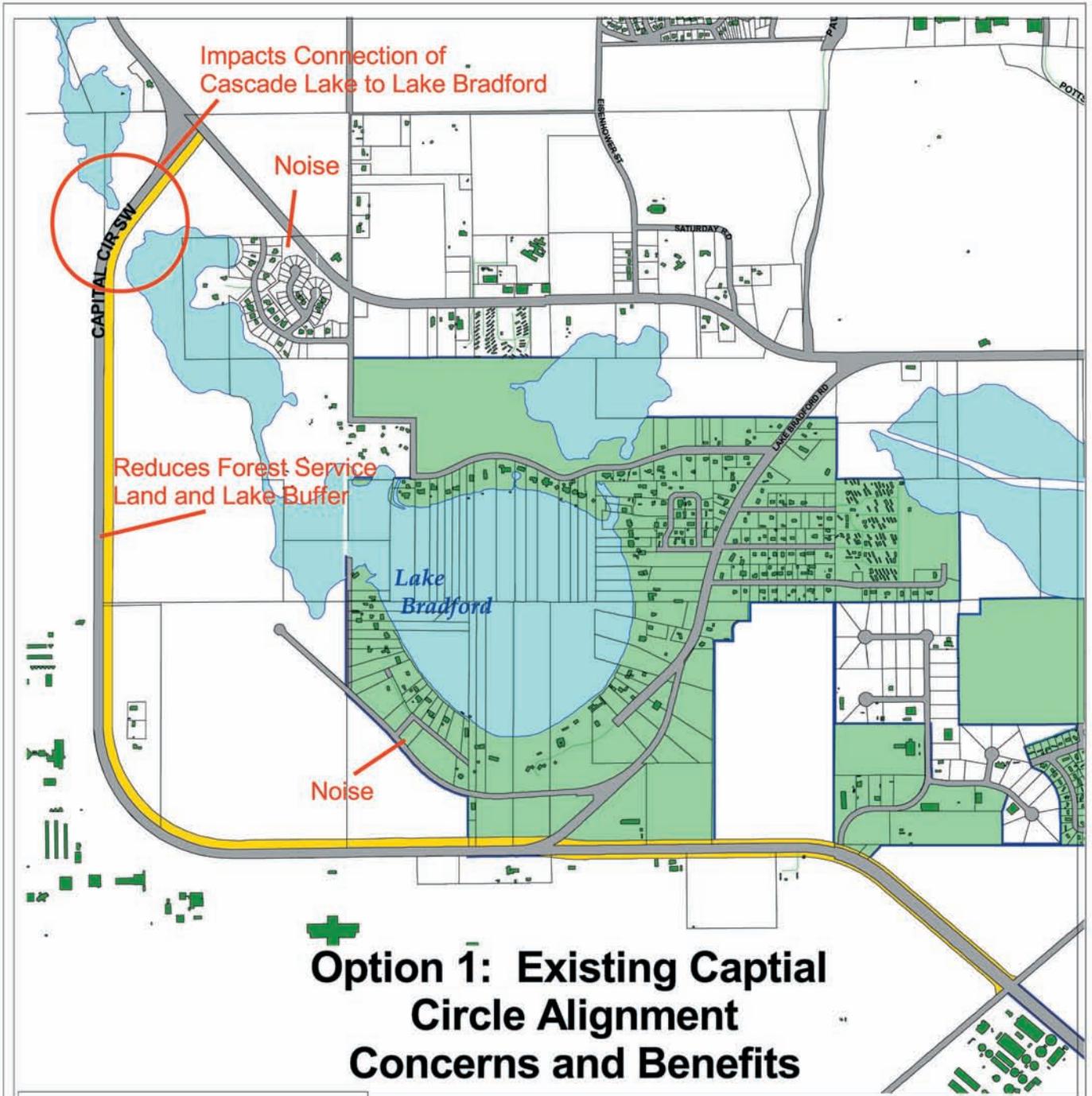
**Benefits :**

- \* Alternative for Cut-Through Neighborhood Traffic
- \* New Road for FSU Expansion

# North - South Options







**Option 1: Existing Capital Circle Alignment  
Concerns and Benefits**

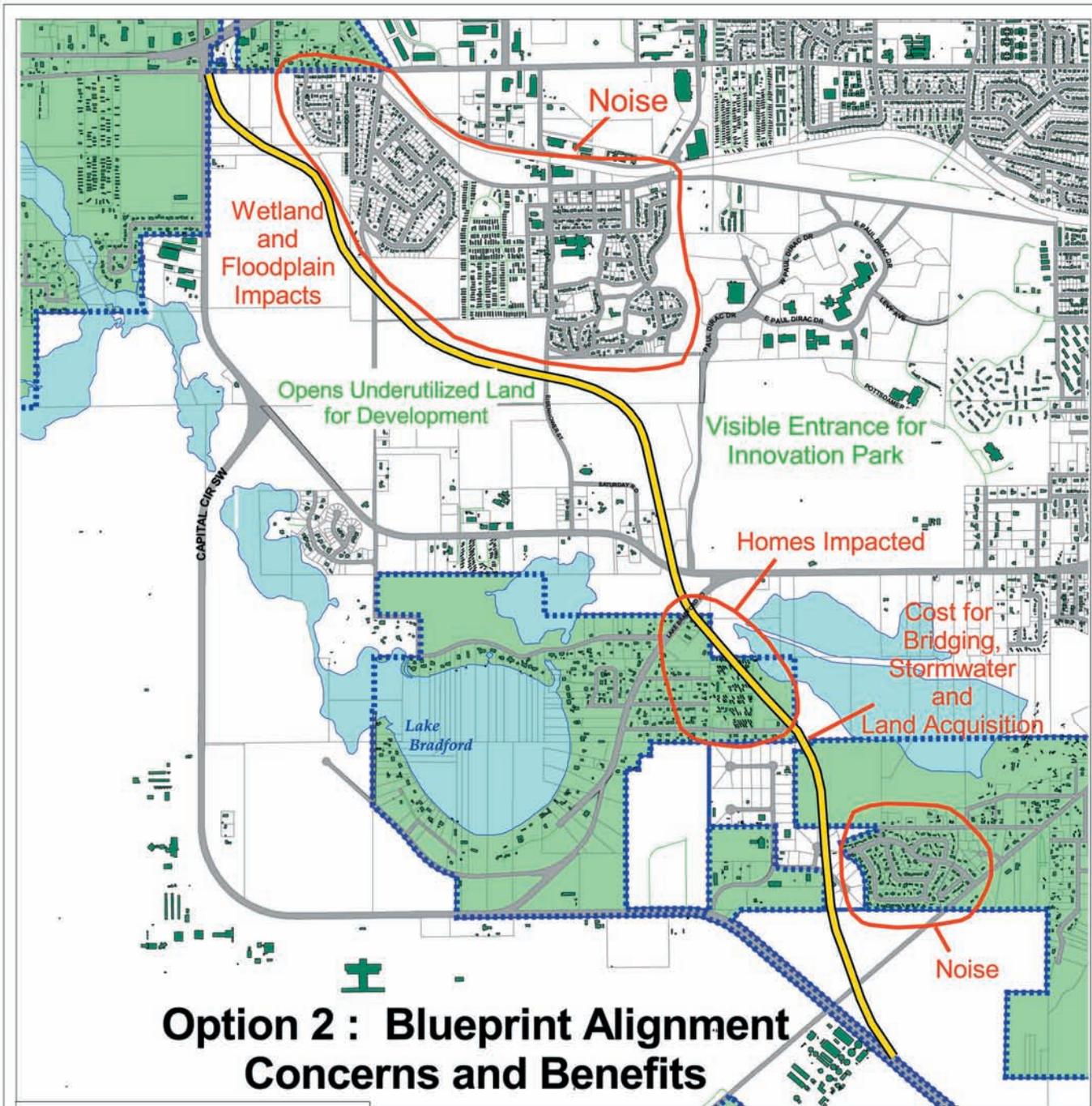
**Legend**

- Capital Circle Widening
- Buildings

- Benefits:**
- \* Direct connection from Airport to I-10
  - \* Needs Improvement Based upon LRTP
  - \* Limits Impacts to Areas Already Affected by Capital Circle
  - \* Potential Cost Savings over other Options







**Legend**

 Proposed Capital Circle

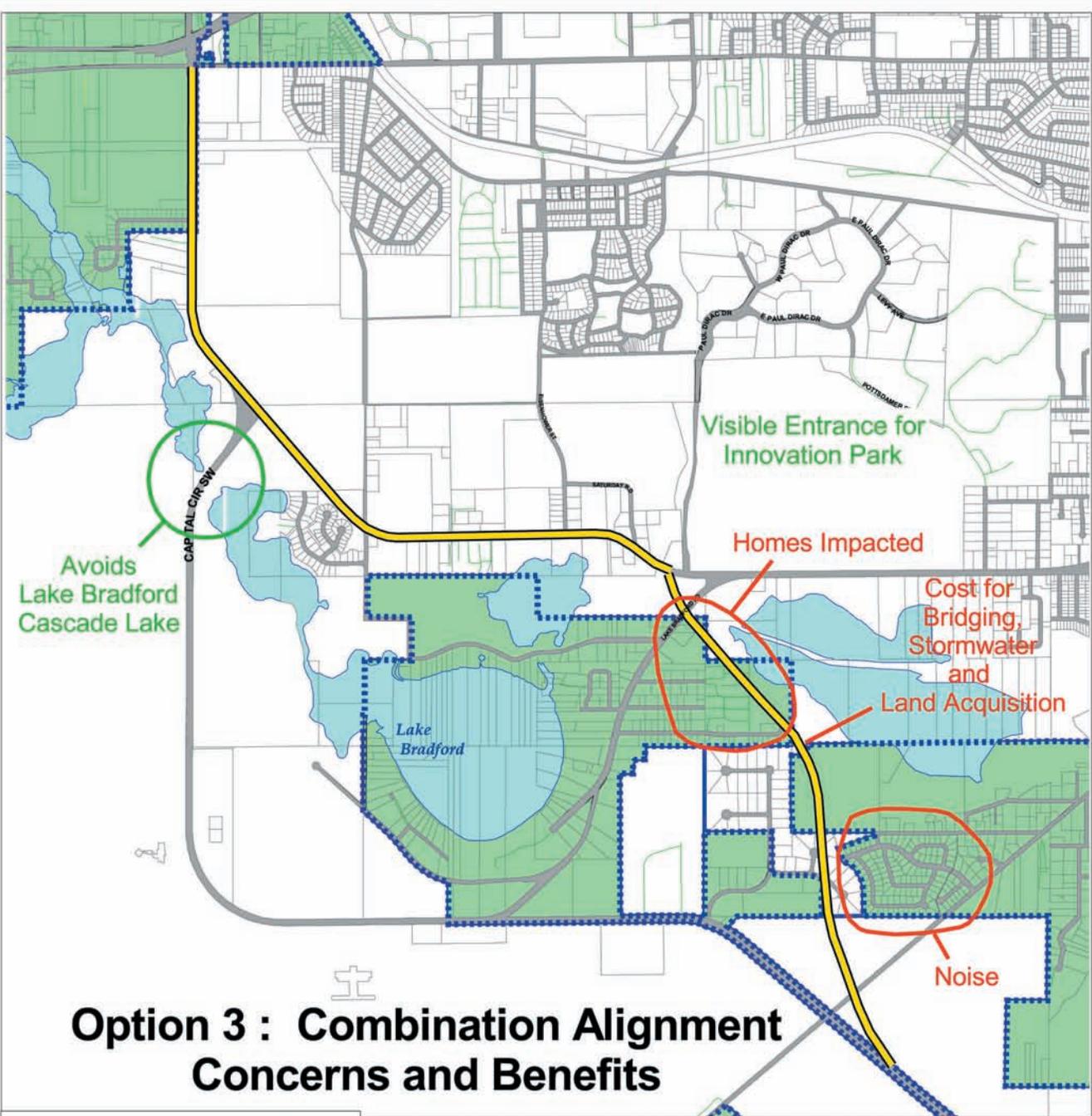
 Buildings

**Benefits :**

- \*Avoids Lake Bradford & Cascade Lake Connection
- \* Capital Circle SW could become Access Road for the Airport







### Option 3 : Combination Alignment Concerns and Benefits

**Legend**

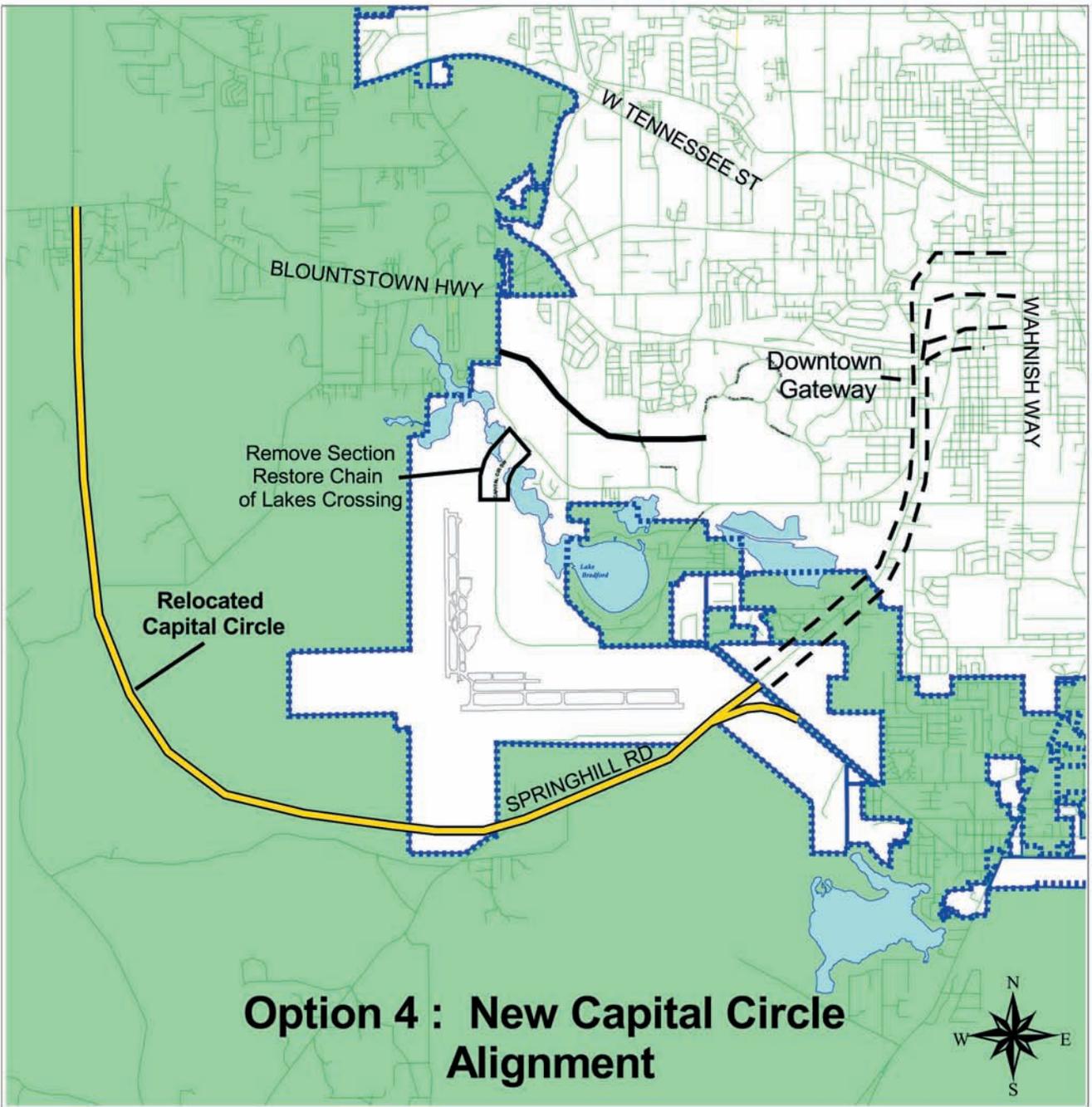
-  Proposed Capital Circle
-  Buildings

**Benefits :**

- \* Avoids Lake Bradford & Cascade Lake Connection
- \* Capital Circle SW could become Access Road for the Airport
- \* Minimizes Noise Impacts To Neighborhoods







## Option 4 : New Capital Circle Alignment

**Legend**



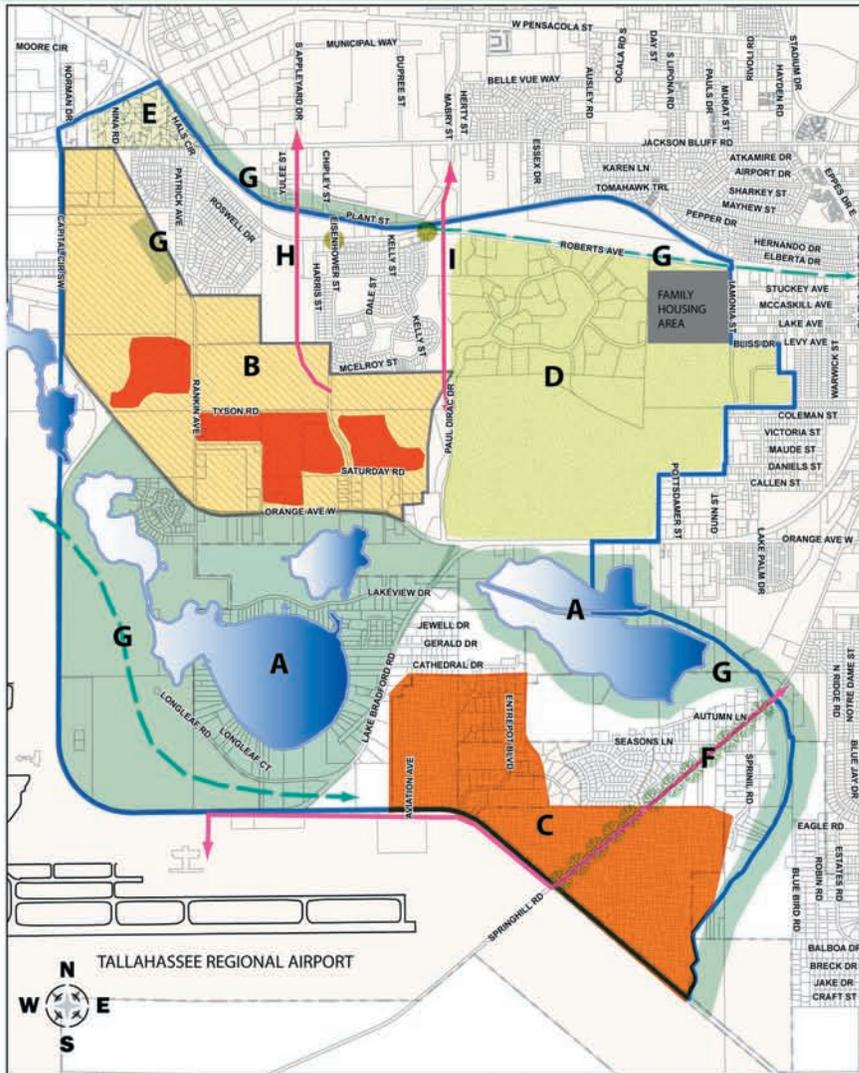
Proposed Capital Circle

- Benefits :**
- \* New Limited Access Road Connecting 1-10 to Airport
  - \* Reduced Right of Way Costs
  - \* Connects to Springhill as Downtown Gateway

- Concerns:**
- \* Construction / ROW
  - \* Environmental Impacts
  - \* Connections to I-10
  - \* Land Use Implications



# 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



